

2022 Draft Neighbourhood Plan Updates
Missing Middle Housing Initiative

Burnside Gorge

Neighbourhood Plan



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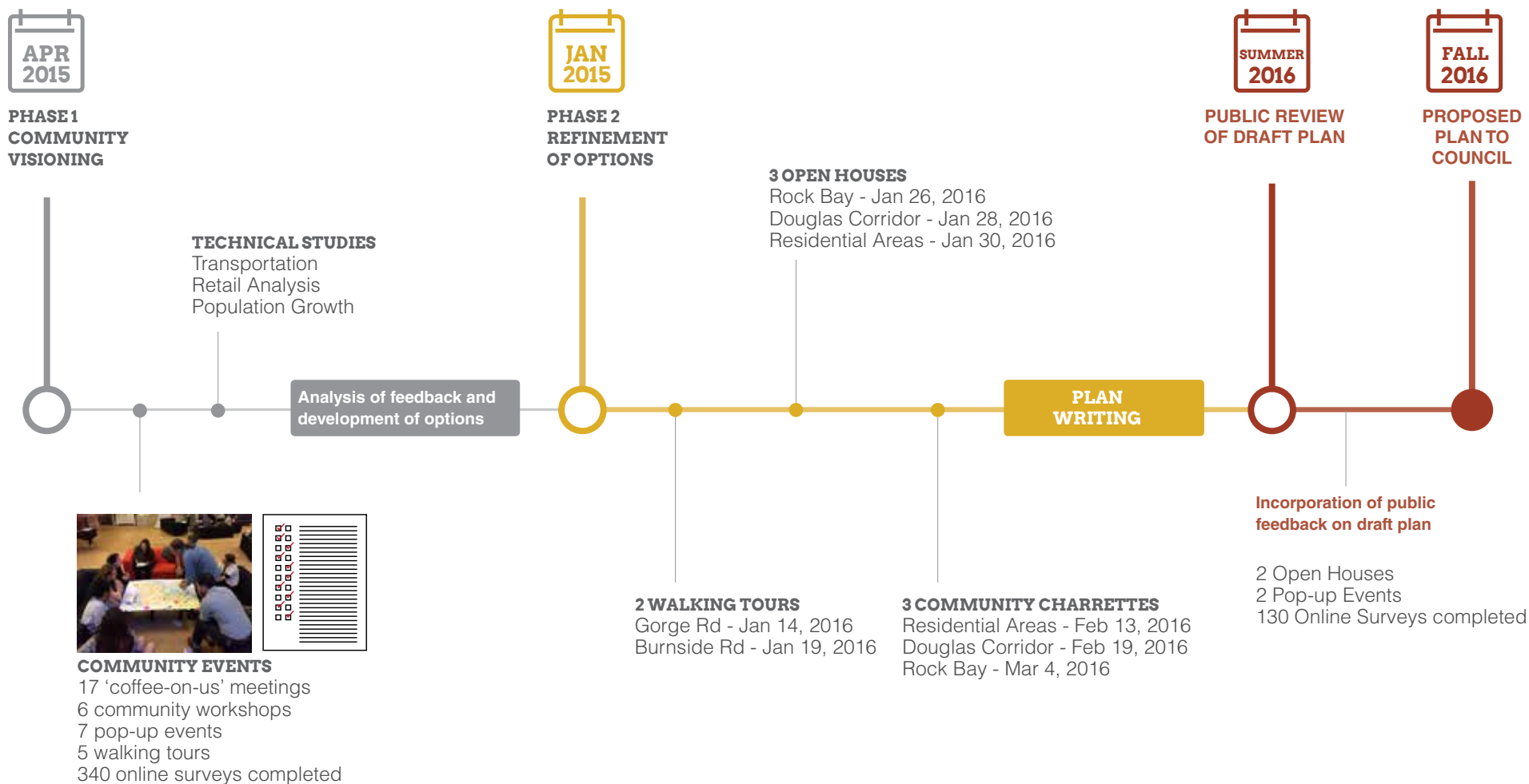
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Burnside Local Area Plan Timeline



1. Introduction

The Burnside Gorge Neighbourhood Plan provides detailed policies to guide future development and change in the Burnside Gorge community over the next 25 years. It identifies potential public and private sector investments and initiatives that support the community's vision for the future.

Community members, including residents, business owners, employees, and community groups, were very involved in the Burnside Gorge neighbourhood planning process, which took place in two phases in 2015-2016.

Beginning in the spring of 2015, more than 1,500 people provided input through a number of events held in the community, including both City and citizen-led workshops, meetings with key stakeholder groups, and an online survey. Engagement focused on identifying community values, local issues, and opportunities specific to the Burnside Gorge area. This included more than 40 events, more than 300 surveys and 2,300 interactions on social media.

In the second phase of engagement, the community was presented with multiple options for future change and growth based around five theme areas that emerged from feedback collected in Phase 1:

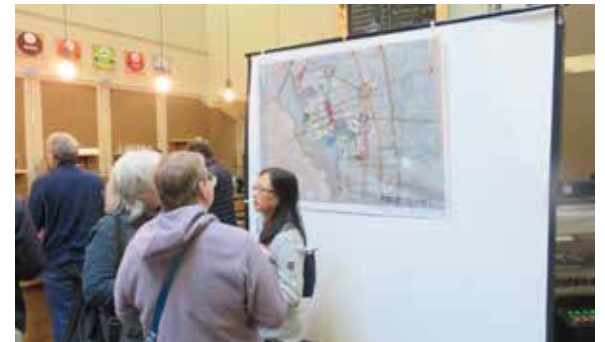
- Transportation & Mobility
- Parks, Recreation & Trails
- Urban Villages
- Housing
- Employment Lands: Commercial and Industrial

This was followed by three collaborative design workshops (charrettes) which brought together stakeholders representing residents, businesses and landowners in February 2016 to refine the vision for the residential areas and urban villages; the Rock Bay area; and the Douglas Street Corridor.

Key issues and opportunities that were identified throughout the planning process informed the contents of this plan, which is organized by the themes covered throughout the planning process.

The sections of the plan include:

- A summary of the “Big Moves” for the neighbourhood
- Land Use and Urban Design
- Heritage
- Transportation and Mobility
- Infrastructure and Environment
- Parks, Trails, and Open Space
- Business Vitality
- Arts and Culture
- Public Benefits Priorities
- Implementation Strategy



1.1 How to Use this Plan

The neighbourhood plan serves as a guide for future development within the Burnside Gorge Neighbourhood. It also provides guidance to consider programs, projects and partnerships that help achieve the vision of the plan.

What is a Neighbourhood Plan?

Neighbourhood plans outline how a particular area should grow and change over time. They provide detailed, block-by-block guidance on the location and types of housing, shops, offices and other types of development that are envisioned for the area. They also provide guidance on what the buildings and private and public spaces look like (urban design). In addition to addressing land use and urban design, neighbourhood plans often provide details on future transportation, parks and community facilities, as well as other topics that are important to the people who live, work and visit in the area.

The neighbourhood plan helps guide future development by refining the Official Community Plan (OCP) direction for appropriate density, form and design of new development and adjacent streetscapes. The OCP remains the City's guiding bylaw for considering new development, and where conflicts arise, the OCP takes precedence. The OCP defines Development Permit Areas which include guidelines for the form and character of new development. The OCP will be reviewed so that the two documents are in alignment when the plan is presented to Council.

Purpose of the Neighbourhood Plan

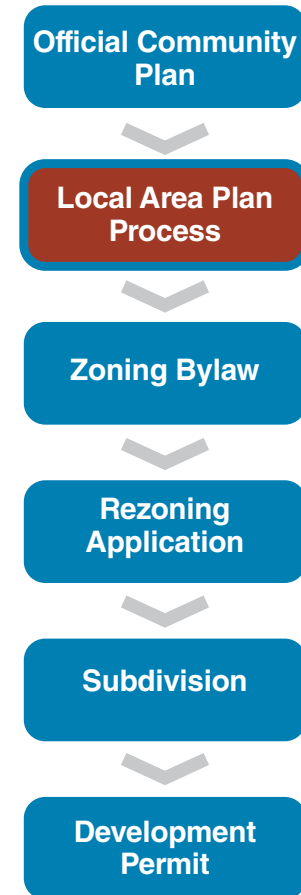
The purpose of the Burnside Gorge Neighbourhood Plan is to create a vision for the neighbourhood and provide a detailed policy guidance and an implementation strategy. The Plan is future-oriented

and illustrates how the area is to be developed over a long period through a series of public and private sector initiatives. The Plan will be implemented over a 20-30 year time frame, although regular monitoring will take place throughout the life of the plan.

The main elements that the Burnside Gorge Neighbourhood Plan addresses are:

- A vision, guiding principles and goals to guide development and improvement
- Translation of strategic policies from the OCP to the local area level
- Establishment of urban design and land use policies to achieve the vision
- Identification of key pedestrian and bicycling connections in the neighbourhood
- Creation of an interconnected, well-distributed system of high quality public spaces and community parks
- A clear urban design approach for new development, which will guide decision makers, including Council, on Rezoning and Development Permit applications

The neighbourhood plan also guides future projects or programs which can be considered for inclusion in the City's capital plan or general operations which can be funded in whole or in part as amenities resulting from development; or which might be achieved through partnerships with the community.







How the Local Area Plan fits into the planning process

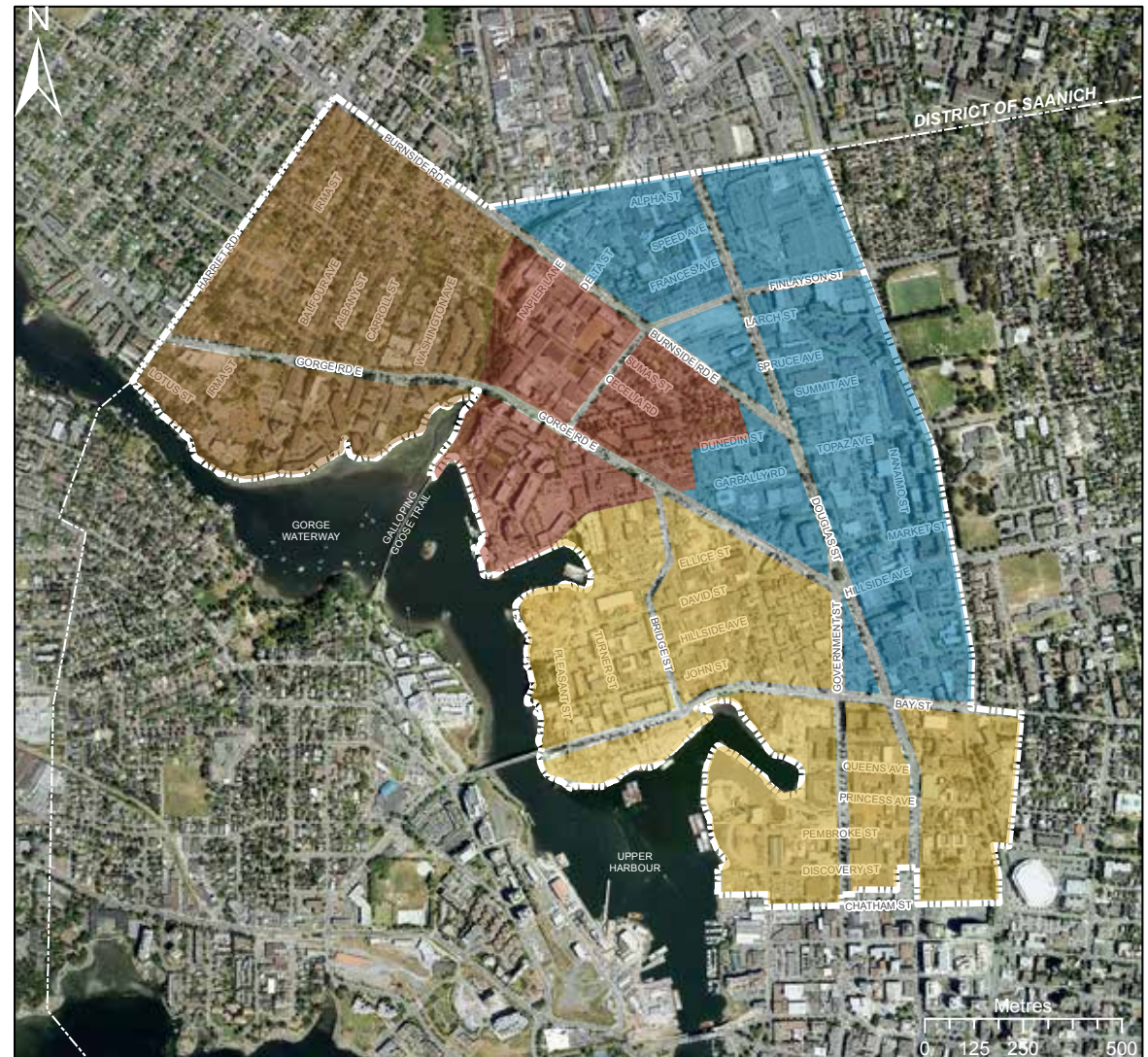
2. Project Context

2.1 Neighbourhood Context

The Burnside Gorge neighbourhood is a diverse area unique in its mix of residential, commercial, and industrial areas. It is located in the northwest corner of the City of Victoria and is crossed by several major roads, including Douglas Street, Burnside Road East, and Gorge Road East. In 2011, it was home to nearly 6,000 residents in 2,800 households. Approximately 75% of housing units were apartment units, with the remainder being ground-oriented homes such as detached homes, suites, duplexes or townhomes. The neighbourhood is also home to over 1,400 private and public sector employers that provide jobs for more than 14,500 people.

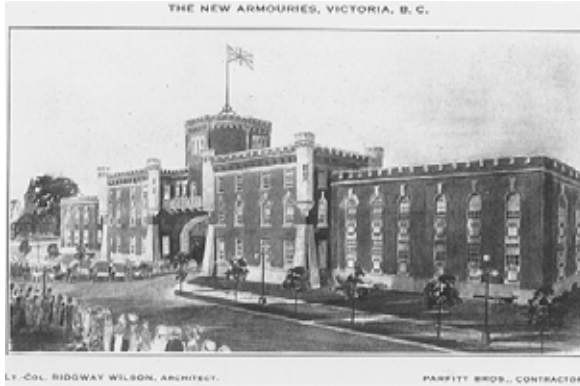
The neighbourhood is comprised of four sub-areas:

-  **Gorge Sub-Area:** The largely residential neighbourhood west of Cecelia Ravine, characterized by primarily ground-oriented housing with multi-unit housing along Burnside Corridor, and a mix of multi-unit housing and tourist accommodations along Gorge Road, the former Island Highway.
-  **Selkirk and Cecelia Village:** A mixed use area including Selkirk Urban Village and the residential and employment areas around Cecelia and Jutland Roads.
-  **Rock Bay:** A largely industrial area spanning from the downtown to Selkirk and Cecelia Village. This area is the City's primary industrial land area.
-  **Douglas Corridor:** A mixed employment area along Douglas Street, stretching east to Blanshard Street.



Map 1: overview map of the Burnside Gorge Neighbourhood

2.2 Historical Context



History of Burnside Gorge Neighbourhood

Burnside Gorge neighbourhood was an area of early coastal settlement for First Nations peoples. For thousands of years before the arrival of the Hudson's Bay Company, the Songhees and Esquimalt Nations – part of the Coast Salish people – used the shores of the Upper Harbour and the Gorge where they lived in large cedar houses, in extended self-governing family groups. Each household group claimed specific areas for living, hunting, fishing, and plant collection. The Gorge, known as Camossung, is a very significant First Nations site.

In 1843 the Hudson's Bay Company (HBC) built Fort Victoria and became the administrative authority on the Coast. HBC was charged by the Colonial Office in London with promoting colonization and land sales. Much of the land, which is now Burnside Gorge neighbourhood, was sold to Company employees and retirees; Roderick Finlayson, John Work, and James Yates all created pioneer farms on vast acreages in the Burnside Gorge area.

Initially the only means of access was by water, but once land-transportation routes were established, these holdings were settled as some of Victoria's first suburbs, beginning in 1861. The City's wealthy businessmen, politicians, and professionals built grand mansions such as 'Ashnola' and 'The Dingle'. Many of these old mansions have disappeared in the wake of neighbourhood redevelopment, particularly after Gorge Road became the Island Highway, connecting Victoria to the rest of Vancouver Island.

By the 1860s, Douglas Street had been extended northwards and bridges were built at Point Ellice and Rock Bay, as well as across some of the streams draining into the Gorge. With the advent of streetcars, a car barn was built on Pembroke Street. Despite the collapse of the Point Ellice Bridge – caused by overloading and the worst streetcar accident in Canadian history – they continued to be the City's predominant form of local transit until 1946 when the Garbally bus yard was established on Gorge Road. Other rail lines passed through the area, connecting Victoria with the Saanich peninsula and several ports to the north. The Canadian Northern Pacific Railway constructed the Selkirk Trestle over the Gorge, which

allowed logs from Vancouver Island's forests to be brought to the sawmills in the Upper Harbour.

Over the years industrial activity spread northwards onto reclaimed land between Bridge and Garbally Streets, and in this area small industry still survives while the heavy industry in the Upper Harbour has been significantly reduced. Along with industry came power generation; the Victoria Gas Company, founded in 1860, provided the city's first generating station, for domestic as well as industrial use. In 1928, the Burnside Gorge neighbourhood became home to the British Columbia Electric Power & Gas Company's Bay Street Sub-Station.

Burnside Gorge has also contributed greatly in the draw of visitors to the city. The Gorge waterway has been a place of recreation and sport since the early days of the Royal Navy holding regattas in the nearby Esquimalt harbour, frequently accompanied by First Nation canoes. The rise in tourism was reflected in the increase of motels on Gorge Road after it became the Island Highway in 1915. Today, dragon boats, recreational kayaks, and canoes based in Selkirk Village also use the waterway.

2.3 Neighbourhood Issues and Analysis

Future Housing and Housing Diversity

Neighbourhood stakeholders have expressed a strong interest in supporting additional housing choices, including housing attractive to families with children, to accommodate new residents, revitalize the neighbourhood, and support local retail, services, and amenities. With the majority of the land base already developed, opportunities for new housing exist primarily along arterial street corridors and in urban villages. Further opportunities exist to add ground-oriented housing such as attached and detached townhomes which fit the character of the neighbourhood and can attract more families with children. This will build on the current pattern of development and add to the limited residential base (approx. 350 units) at Selkirk Village while respecting lower-density residential areas.

Local Gathering Places

The lack of local shops, entertainment and gathering places within comfortable walking distance of residents and employees is a key challenge. Businesses in Selkirk Village currently serve the daytime office population and largely close outside of business hours, while the Village itself is not easily accessible on foot. A nearby retail village on Burnside Road in Saanich suffers from lack of investment in new businesses, buildings and public realm. Enhancing the role of existing villages and locating (a) new urban village(s) were identified as key planning goals. To be successful, villages will need to be easily accessible by residents and workers.

Pedestrian and Bicycle Environment

Burnside Gorge neighbourhood is a gateway to Victoria, with over 100,000 person trips and freight movements daily. While important to the economy, this impacts the neighbourhood which is divided by busy arterial streets designed in an era when pedestrian, cycling and transit were not high priorities. Unlike

other city neighbourhoods, the block pattern in Burnside Gorge does not easily facilitate pedestrian access to the Galloping Goose, urban villages and parks. Not surprisingly, residents of Burnside Gorge depend on the automobile more than other Victoria neighbourhoods. Neighbourhood cohesion – and connecting to the rest of the City – are key concerns. With 42% of trips being local and the remainder being regional this means supporting all modes including walking, cycling and transit.

Access to the Waterfront

Burnside Gorge is a shoreline neighbourhood and the Gorge waterway is an important place for the Coast Salish people. Before its industrial use, it was also a place for recreation for Victorians. However, almost all of the shoreline is privately owned west of Selkirk Village, or in industrial use east of Selkirk Village. Public access to the shoreline, particularly west of Selkirk Village where the City holds several easements, is among the highest priorities for the neighbourhood.

Access to Greenspace

Access to quality recreational and open spaces is a key to quality of life. Most Burnside Gorge residents live within 400 metres of at least one park, but the neighbourhood overall lacks a broad variety of easily accessible, quality green spaces. With 75% of housing units in multi-family buildings, access to a variety of open space and activities is essential. A 2016 land acquisition will expand Cecelia Ravine Park.

Industry and Employment

The industrial and general employment land in the Rock Bay area is Victoria's primary reserve of land for businesses engaged in the production, distribution and repair of goods and equipment. It contains 20% of the City's jobs and constitutes 12.5% of the City's (and 80% of Burnside Gorge's) tax base. This land will be increasingly in short supply in our region, according to projections from the Capital Regional District.

This district comprises two distinct uses: heavier industries dependent on access to the Upper Harbour, and a diverse district of small businesses related to sectors such as design, artisan production, service, high tech, food and beverage production including breweries, and construction. A variety of businesses are drawn to the areas affordable rents and eclectic character. Central to workforce, customers and work sites and adjacent to downtown, it is an ideal location for companies that cluster here. These businesses provide often well-paying jobs outside of the tourism, government and professional services sectors found downtown, while supporting the broader economy. Protecting and enhancing these lands is a key concern. At the same time, many of the area's buildings do not meet the needs of new businesses, and reinvestment is needed for to attract and retain businesses.

In 2009, the CRD estimated that our region will need an additional 156 acres of industrial land within the core municipalities of Victoria, Saanich, Esquimalt and Oak Bay, providing space for an additional 2,893 employees. Translated into floor area, this equals approximately 1,560,000 sq. feet of floor area developed at 0.23 Floor Space Ratio (FSR).

Douglas Corridor

The Douglas Corridor is the future Rapid Transit spine of the region - currently 46% of person-trips on Douglas Street are by bus. However, this area has evolved as a largely automobile-oriented commercial and employment area characterized by a mix of retail and services, auto sales, accommodations, and offices. Pockets of housing and heritage buildings are also found, particularly in the Humber Green (Five Points) area. The Corridor is now evolving, with an opportunity to create several strong transit oriented development nodes. Two areas have been identified by BC Transit for future Rapid Transit stations: Mayfair Town Centre and Humber Green. These areas provide the opportunity for new investment.

2.4 Neighbourhood Snapshot

Residents



Median Age



% Families that are Single Parent Families



Low-income Households



% Households with Children at Home



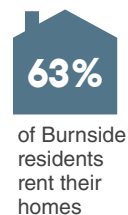
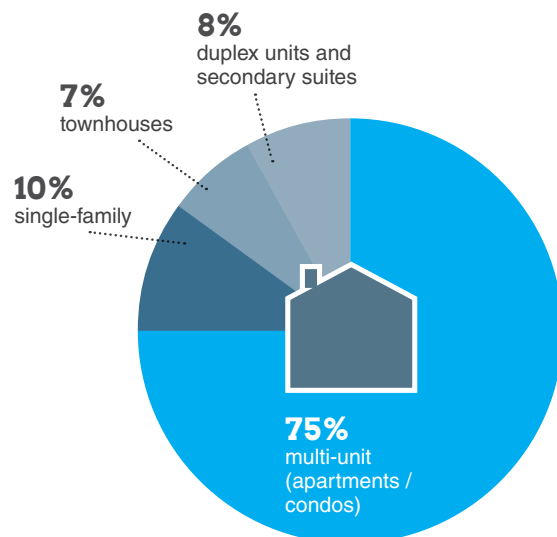
% Households that are One-Person Households



Median Household Income



Housing



of Burnside residents rent their homes



of City of Victoria residents rent their homes

Employment



Transportation

Douglas St



24,000

people by car per day



250

people by bicycle per day



21,000

people by bus per day

Burnside Rd



13,000

people by car per day



190

people by bicycle per day



4,000

people by bus per day

Gorge Rd



40,000

people by car per day



220

people by bicycle per day



3,000

people by bus per day

Selkirk Trestle



3,200

people by bicycle per day

Commuter mode

59%

car, truck, or other

41%

walk, bike, or transit

Burnside

16%

take transit

17%

walk

8%

bike

52%

car, truck, or other

48%

walk, bike, or transit

City of Victoria

14%

take transit

23%

walk

11%

bike

Industry



Made in Burnside (2011-2016)

- 14 commercial printers
- 14 makers of kitchen cabinets and counter tops
- 11 makers of clothing
- 9 sign makers
- 8 furniture makers
- 5 breweries
- 4 wood window and door manufacturers
- 3 manufacturers of computer equipment
- 3 concrete manufacturers
- 3 machine shops
- 3 dental laboratories
- 3 commercial bakeries
- 2 cut stone manufacturers
- 2 wineries
- 2 makers of lighting and fixtures for homes and offices
- 1 assembler of circuit boards
- 1 toy maker
- 1 marine canvas manufacturer
- 1 fruit and vegetable cannery
- 1 honey producer
- 1 milk and dairy producer
- 1 maker of fishing reels and tackle
- 1 developer of environmentally friendly food packaging
- 1 kombucha brewery
- 1 asphalt manufacturer

2.5 Policy Context

The proposed changes in this plan have been informed by community feedback, as well as Citywide plans and policies.

Official Community Plan

The Official Community Plan (OCP, 2012) establishes high-level policies that guide and coordinate land use and investment in the community towards a common future vision. The OCP vision for Victoria integrates sustainability principles and an innovative land management approach that seeks to build a healthy, vibrant and thriving community. Shaped by input from more than 6,000 citizens, the OCP reflects the community's desire for walkable neighbourhoods, a vibrant Downtown core, and areas of unique character and sense of place.

The OCP calls for accommodating 20,000 new residents, half downtown and half in Victoria's neighbourhoods, by 2042. Growth and development in the Burnside neighbourhood must support these goals. The land use and urban design guidance in this plan supplements and refines the Official Community Plan, and is used to evaluate development applications, to guide rezoning projects, and to create development guidelines. The OCP remains the City's guiding bylaw for considering new development, and where conflicts arise, the OCP takes precedence.

Transit Future Plan (2011)

BC Transit's Transit Future Plan (2010) identifies key corridors for Rapid, Frequent and Local transit options. The transportation improvements in this plan support these priorities through roadway design and through enhancements that allow pedestrians easy and comfortable access to transit stops.

Bicycle Master Plan (2016)

The City's Bicycle Master Plan identifies a primary and a secondary network for bicycle improvements. The Primary Network is meant to include routes which are safe and comfortable for all ages and abilities, including protected bicycle lanes, bicycle routes on quiet or traffic-calmed streets, and trails. The secondary network should include a broader range of bicycle improvements.

The Bicycle Master Plan also sets priorities for investment, including the Gorge Road-Government Street bicycle route and the Haultain-Kings Road bicycle route. This plan builds on the Bicycle Master Plan by detailing interim and future improvements on key Bicycle Master Plan Primary and Secondary routes, and identifying additional local improvements to make cycling and walking easier.

Greenways Plan (2003)

The improvements contained in this plan incorporate and update the Greenways network. The Greenways network is meant to provide a "superb, human-scaled, people-friendly environment" along routes identified for pedestrians and cyclists, which may incorporate streets as well pathways.

Pedestrian Master Plan (2008)

This plan identifies a number of priority improvements to the local pedestrian network, including new or enhanced sidewalks and crossings. These improvements will be considered, together with the Pedestrian Master Plan and existing conditions, in prioritizing investments, in prioritizing investments across the city.

Parks Master Plan (underway, 2017)

The City is currently undertaking a Parks Master Plan, that will identify current and future parks needs throughout the City of Victoria.

Throughout the Burnside Gorge Neighbourhood Planning process, community members were asked about what kinds of activities they would like to be able to do in their parks. This feedback informed the parks, open space, and trails strategy in this plan, and also provided a first input into the Parks Master Plan process.

Arts and Culture Master Plan (underway, 2017)

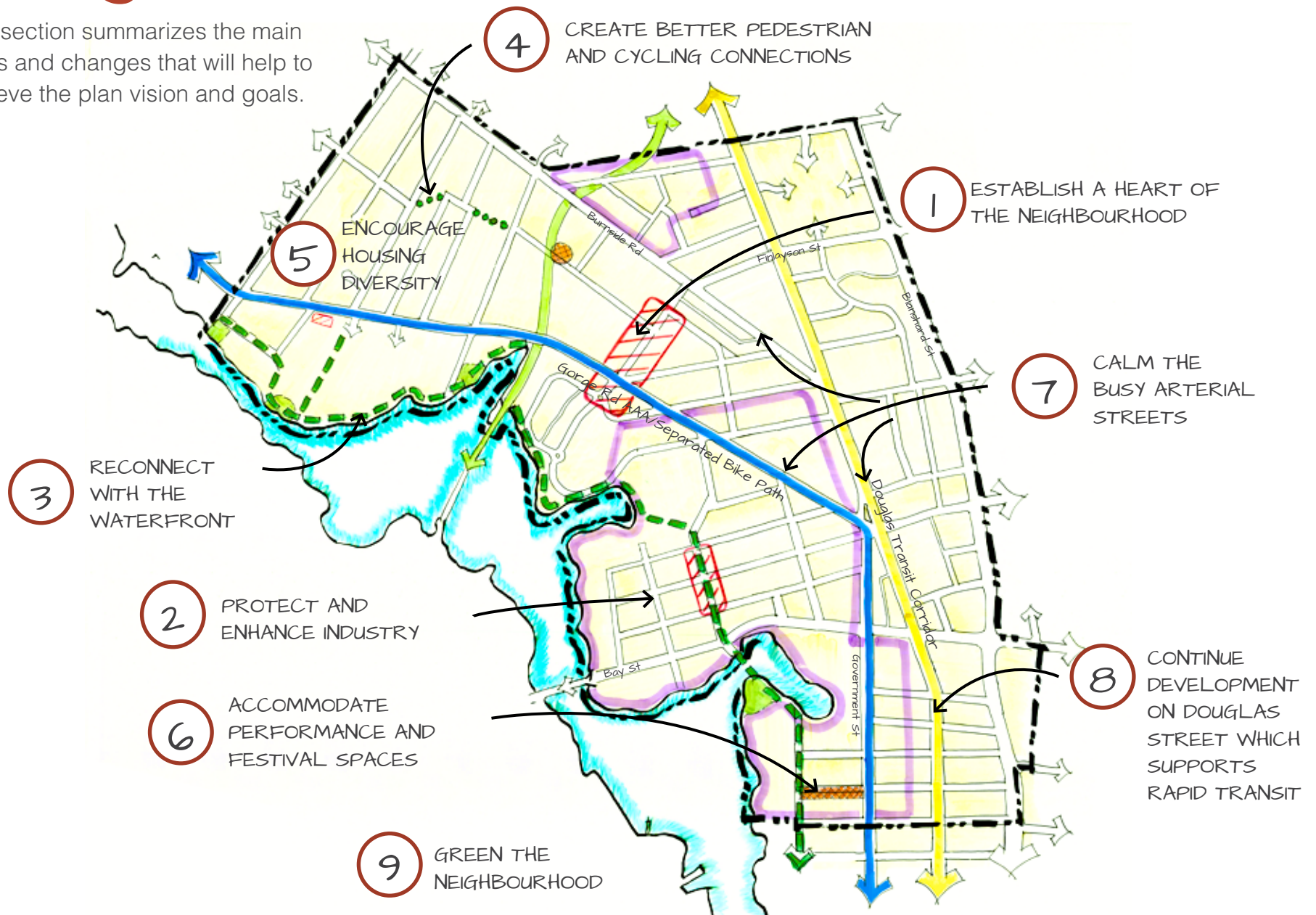
Because of the importance of this neighbourhood for artists and artisans and opportunities for public performance spaces, several directions have been provided which can be explored further through the Arts and Culture Master Plan.

Infrastructure Master Plans

The land use directions of this plan should be consistent with the Water Master Plan and the Sewer Master Plan

3. Big Moves

This section summarizes the main goals and changes that will help to achieve the plan vision and goals.





Establish a Heart of the Neighbourhood: Build out Selkirk and Cecelia Village

What we heard

Burnside Gorge lacks a neighbourhood 'heart', where residents can gather and access shops and services for daily needs.

How the plan addresses what we heard

This area is envisioned as the expanded Urban Village heart of the neighbourhood, uniting housing and employment around Jutland Road as the "main street" supporting shops, services and gathering, with pedestrian and cycling links to disparate parts of the neighbourhood. As well, a second, small urban village on Gorge Road near Irma Street and Balfour, is envisioned. The new neighbourhood heart would include:

- Jutland Road as a people-oriented Main Street, with a focus at the Jutland-Cecelia intersection and the potential revitalization of the Burnside School site
- new housing on Cecelia Road west of Jutland Road, with mixed use buildings conserving light industrial and flexible employment opportunities.
- new housing East of Jutland Road within the Sumas residential pocket, with an enhanced Manchester Green.
- a new gateway building to Selkirk Village to accommodate housing, a new Canadian Legion facility, and retail development anchoring the Jutland-Gorge intersection.
- between Dunedin and Garbally Street, a Selkirk "makers' village" of residential units above light industrial space.
- the addition of residents (over 1,500 predicted) together with enhanced connections to the neighbourhood to the west to create vibrancy at all times of day

For more information on this Big Move

See Section 13 - Selkirk and Cecelia Sub-Area on page 63 details the land use and urban design policies, and the placemaking, parks and transportation improvements that support this vision..





2

Protect and Enhance Industry

What we heard

Industry is an important part of Burnside Gorge neighbourhood, as well as for the health of the City and regional economy and tax base. Industrial uses should be protected and updated to reflect today's needs and uses.

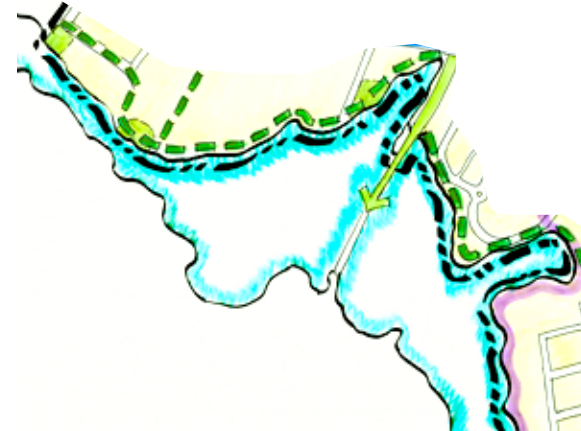
How the plan addresses what we heard

The industrial areas in Burnside Gorge are retained. "Industry first" is the guiding principle for future land use, leading to a vibrant mix of producers, artisans, designers and related professions, without displacing industrial uses. Policies include:

- maintain areas for heavy and harbour-oriented industry near the waterfront.
- designate the remainder of the Rock Bay area as Industrial Employment lands where the principle of "Industry First" is applied: ground floors of new buildings should be developed as light industrial spaces, with general commercial uses permitted only on upper storeys.
- designate two Industrial Arts areas, on Bridge Street and south of Pembroke Street, where a few additional uses – such as galleries and limited additional allowances for sales and/or services – would be allowed to connect artisans and producers with regional customers, and to provide day-to-day services to area employees.

For more information on this Big Move

Section 15 - Rock Bay Employment Sub-Area on page 85 details the land use and urban design policies, and the placemaking, parks and transportation improvements that support this vision..



3

Reconnect with the Waterfront

What we heard

The waterfront is an under-utilized asset in this neighbourhood due to a lack of accessibility. More opportunities for connecting to the waterfront should be created.

How the plan addresses what we heard

Improved connections to, from, and along the waterfront are identified, including

- a trail westward from the Galloping Goose to a small park at Harriet Road, designed to conserve existing habitat.
- a renewed Arbutus Park, which should evolve as a well-used waterfront location.
- a future park and small boat launch at the Gorge Road Hospital site.
- a proposed new small park at Barclay Point and a connection of the Harbour Pathway to Bridge Street via a pedestrian and bicycle bridge.
- the restoration and protection of shoreline habitat and enhancement of views.

For more information on this Big Move

See Section 6 - Parks, Trails and Open Space on page 33, as well as Section 12 - Gorge Residential Sub-Area on page 49 for urban design policies, and parks and trails improvements that support this vision.



Create Better Pedestrian and Cycling Connections

What we heard

The neighbourhood is disjointed, and there is a need for safer connections in order to access different parts of the neighbourhood.

How the plan addresses what we heard

This plan seeks to create better and safer connections to allow for greater mobility choice by:

- prioritizing the bicycle and pedestrian connection between Balfour Avenue and Washington Street – a neighbourhood goal since at least 1992.
- creating new designs – both interim and long term – for key roadways in the neighbourhood, with quality bicycle lanes, higher quality pedestrian spaces, trees and landscape, as well as support for transit.
- identifying new or improved pedestrian crossings, sidewalks and trails to make walking and cycling more comfortable and safer

For more information on this Big Move

See Section 6 - Parks, Trails and Open Space on page 35, as well as Section 12 - Gorge Residential Sub-Area on page 49 for urban design policies, and parks and trails improvements that support this vision.



Encourage housing diversity

What we heard

Further housing is desired in Burnside Gorge to diversify the neighbourhood and support improvements and amenities. New housing should include diverse choices, including family-oriented housing.

How the plan addresses what we heard

This plan seeks a balance of housing types and styles attractive to different households by:

- creating opportunities for new multi-unit housing and mixed use buildings along transportation routes and near the expanding urban village.
- planning for new ground-oriented housing, such as townhomes.
- introducing some new areas for housing above light industrial space near Selkirk and Cecelia Village. This balances the needs of tomorrow's businesses with those who want to live in a diverse village setting.

For more information on this Big Move

Section 12 - Gorge Residential Sub-Area on page 49 details the land use and urban design policies which support this vision.



Accommodate Performance and Festival Spaces

What we heard

The neighbourhood already hosts many successful events and festivals, but there is a need for spaces that are designed specifically for accommodating events.

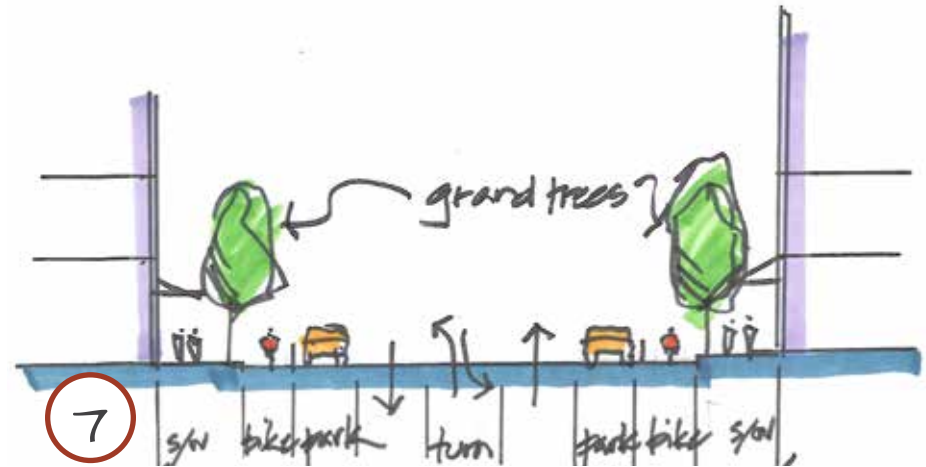
How the plan addresses what we heard

Two revitalized spaces are identified:

- a “festival street” on Discovery Street, which would allow the street to be transformed into a plaza for events
- a renewed amphitheatre space in Cecelia Ravine to host live music, theatre, film, and neighbourhood events.

For more information on this Big Move

See Section 12 - Gorge Sub-Area on page 49 and Section 15 - Rock Bay Employment Sub-Area on page 85 for placemaking and public realm improvements that support this vision.



Calm the Busy Arterial Streets - Transform Roads into Complete Streets for all Users

What we heard

The neighbourhood is divided by major streets with heavy traffic, making it uncomfortable to get around the neighbourhood on foot or by bicycle.

How the plan addresses what we heard

This plan identifies future road designs, interim improvements, and pedestrian crossings that enhance safety and comfort for all users. These include:

- Burnside Road improved with bicycle lanes, canopy trees and landscape boulevards separating pedestrians from traffic.
- Gorge Road as an “All Ages and Abilities” bikeway consistent with the Bicycle Master Plan
- Government Street as a main street for the Rock Bay district and a key regional cycling corridor, with protected bicycle lanes, canopy trees, quality design and new businesses.
- Enhanced routes for east-west walking and cycling through the Douglas and Blanshard Corridor, connecting residential parts of Burnside with other city neighbourhoods.

For more information on this Big Move

See Section 5 - Transportation and Mobility on pg 29, the new street designs in Sections 12 - 15, and pedestrian improvements in Section 14 - Douglas Corridor Sub-Area for improvements which support this vision.



Concept sketch showing an example of a frequent transit route through a Town Centre

Continue Development on Douglas Street which supports future Rapid Transit

What we heard

As the Region's future Rapid Transit spine, and with 46% of current person trips by transit, Douglas Street is suitable for additional employment and residential density. Development should be done sensitively and strategically to create a positive pedestrian environment. Humber Green is not where residents want to access daily shops and services, but is a suitable place for additional employment and mixed-use development.

How the plan addresses what we heard

This plan envisions two areas of transit-oriented development: Mayfair Town Centre and Humber Green, aligned with future rapid transit stations. Sections of Douglas Corridor between these two areas will remain in general employment to maintain lands for future businesses.

Mayfair Town Centre is envisioned as a focus for redevelopment, centred around:

- a future transit station at Douglas and Finlayson Street. This area evolves into a main street with storefronts and employment fronting onto the street and opportunities for housing above.
- a healthy tree canopy and quality urban design complete the environment.
- An eventual redevelopment of Mayfair Shopping Centre may include

housing, employment and community services. Redevelopment should prioritize an active frontage of smaller storefronts along Douglas Street, and the introduction of an internal block system that facilitates movement east and west and connects Oak Street in Saanich to Nanaimo Street in Victoria.

Humber Green is envisioned as an evolving employment and mixed use area which will become the northern edge of downtown. This plan recognizes that physical conditions in 2016 are not ideal in this area, particularly to support additional residents, but that additional development will support improvements to the public realm. The vision for Humber Green is

- a district with enhanced street trees and landscape, shopfronts and employment fronting onto arterial roads with a focus on Douglas Street.
- an internal network of well-designed, pedestrian friendly streets and a small green space to provide a respite from the busy arterial roads.
- a new bicycle and pedestrian crossing of Blanshard at King's Street that integrates Humber Green with Quadra Village, which is only a three-block walk away.
- create a design for the 5-point intersection to make the intersection safer for pedestrians, cyclists, buses, and cars.

For more information on this Big Move

See Section 14 - Douglas Corridor Sub-Area on page 74.



Green the Neighbourhood

What we heard

The neighbourhood needs more greenery, with a desire for parks and natural areas accessible to residents and employees, restored or enhanced coastal ecosystems, and the introduction of more trees into the Rock bay and Douglas Corridor areas.

How the plan addresses what we heard

- the plan envisions enhancing existing parks and adding new parks and open spaces within each of the sub-areas, through parks planning or through the creation of amenities with redevelopment of key sites
- the plan supports the retention and addition of street trees within all areas, including the Rock Bay employment sub-area
- the plan supports restoration and enhancement of waterfront ecosystems through regulatory guidelines for new development and through continued support of Gorge Waterway restoration efforts
- the plan supports landscape standards within design guidelines, including standards tailored to light industrial conditions

For more information on this Big Move

See Parks, Trails and Natural Areas (section 6 and 12.13, 13.7, 14.11, 15.12), Sub-Area placemaking and urban design sections 12.6, 12.8, 13.2, 13.3, 14.4, 14.5, 15.6), Stormwater policies (section 7.2), and various key street cross-sections.

4. General Land Use and Urban Design Policies

The use of land and the design of new development are critical components in moving towards the future outlined in this plan. This section provides an overview of land use directions for the Burnside Gorge neighbourhood.

Sections 12-15 provide more detailed guidance, broken down by sub-areas, on new housing, shopping, employment, the design of buildings and public spaces, transportation and parks and open space.

The land use and urban design guidance in this plan supplements and refines the Official Community Plan (OCP), and is used to evaluate development applications, to guide rezoning projects, and to create development guidelines. The OCP remains the City's guiding bylaw for considering new development, and where conflicts arise, the OCP takes precedence.

Detailed land use, urban design, transportation, and parks and open space guidance for each sub-area is provided in Sections 12-15.



4.1 General Policies for Land Management and Development

4.1.1. Support the development of a variety of new housing forms: Opportunities to develop new housing should include a range of housing types attractive to different households. New housing opportunities should include apartments, mixed-use buildings, and ground-oriented housing such as townhomes. Housing options attractive to a range of households, including families with children, are encouraged where appropriate.

4.1.2. Support the expansion of a large urban village in the Selkirk and Cecelia-Sumas area: Existing shops and services in Selkirk Village should be complemented by an expanded main street supporting shops and services along Jutland Road, with a focus at the Jutland-Cecelia intersection, anchored by the Burnside School site, and surrounded by additional housing to bring vitality to the existing and expanded village. The village will be a place to live, work, gather, and connect to the rest of the neighbourhood.

4.1.3. Support the development of a smaller urban village along Gorge Road west of Cecelia Ravine: This village will provide shops, services and a gathering place within the Gorge sub-area, close to residents and future waterfront amenities.

4.1.4. Maintain the character of existing traditional residential areas while supporting the incremental addition of ground-oriented and appropriately scaled infill housing where it is appropriate:

The Official Community Plan allows a variety of ground-oriented housing types within traditional residential areas, including townhouses and duplexes, depending on context. *This plan identifies conditions such as lot sizes, frontages and site conditions that may be suitable for other ground-oriented housing types such as row houses, as well as potential for multi-unit buildings.*

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

4.1.5. Protect the City's industrial land base and encourage the development of new industrial and general commercial space to support future businesses: The Rock Bay area and Douglas Corridor area provide important locations for employment, including the City's primary industrial and light industrial lands. In 2011, these lands supported over 1,400 businesses and 14,000 employees, and contributed 12.5% of the City's property tax. These lands also represent an important reserve of developable land for future employment uses.

4.1.6. Encourage the conservation of important heritage buildings: Burnside neighbourhood contains important heritage buildings and sites of the Coast Salish people, the neighbourhood's agricultural, residential, and industrial history, and the natural and recreational history of the Gorge Waterway.

4.1.7. Ensure that new development enhances its environment through appropriate and attractive design: Different parts of the neighbourhood call for

unique design guidelines – whether for emerging urban villages, residential corridors, working industrial lands and areas with heritage value.

4.1.8. Improve public access to the shoreline where appropriate: The shoreline habitat, both coastal forest and aquatic habitat, is an important natural system. In addition, there are important views of the shore from public paths, parks and streets across the Gorge Waterway, as well as for the many recreational users of the waterway. This area should be protected by a Development Permit Area.













4.1.9. Support Transit-Oriented Development: Development along transit routes and near future station areas is encouraged, with amenities at and near transit stations.

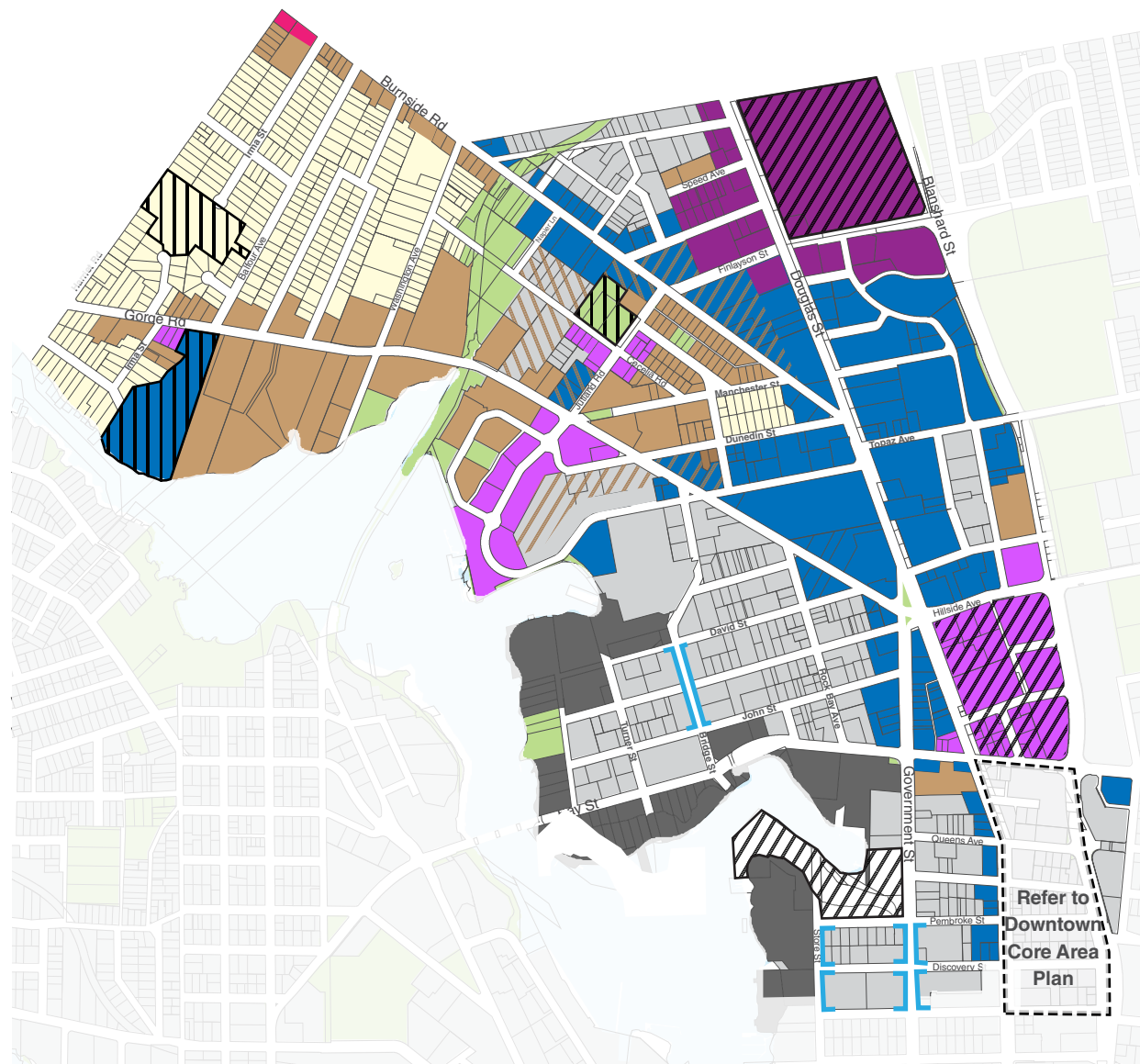
4.1.10. New development should offset the impacts of added density by supporting the provision of amenities: Key amenities are identified in this plan based on neighbourhood input. Section 16, Implementation. More detail is provided in the various sections of this plan with emphasis on parks, placemaking, public realm, pedestrian improvements and transit station areas in Sections 12-15. Development which seeks densities above a "base" density provided in the Official Community Plan should support the provision of those amenities through partnerships or through contributions made via the City's Community Amenity Contribution program. Amenity funds should support improvements above and beyond the City's core funding for infrastructure, parks and transportation.

Burnside Neighbourhood Land Use Map

This plan builds on the City's Official Community Plan by providing more refined guidance for the development of land, including appropriate uses, building types and scale, densities, and design considerations.







The Land Use map in Figure 1 provides an overview. More detail is provided for individual sub-areas in sections 12 (p. 51), 13 (p. 65), 14 (p. 75) and 15 (p. 87).






-  Industrial Employment
-  Industrial Employment with limited residential
-  General Employment
-  General Employment with limited residential
-  Traditional Residential
-  Urban Residential
-  Small Urban Village
-  Large Urban Village
-  Town Centre
-  Open Space
-  Marine Industrial
-  Special Planning Area
-  Industrial Arts District Frontage



Map 2: Future Land Use Map for the Burnside Gorge Neighbourhood

Land Use Category Matrix

	Uses	Density	Building Types
Traditional Residential	<ul style="list-style-type: none"> Residential 	<p>Up to 0.8 FSR</p> <p>Up to 1.0 FSR where all required parking is enclosed and contained underground</p>	<p>Single-detached dwellings, detached dwellings with accessory suites and duplexes</p> <p>Generally ground floor triplexes, fourplexes, townhouses consistent with the policies in Section 12.4, 12.5 and 12.7. Individual dwelling units may be oriented side-by-side, or may be stacked.</p> <p>Multi-unit residential buildings (3 or more units, including but not limited to apartments or stacked townhouses up to three storeys along arterial or secondary arterial roads</p> <p>Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.</p> 
Urban Residential Areas limited to three storeys, along Sumas St., Cecelia St. and Manchester Ave. as indicated on Map 10	<ul style="list-style-type: none"> Residential 	Up to 1.2 FSR	<p>As above, plus:</p> <p>Multi-unit residential buildings including small apartment buildings or stacked townhomes up to three storeys are generally supported, generally on consolidated lots.</p> 
Urban Residential All other areas	<ul style="list-style-type: none"> Residential Commercial uses are acceptable at grade as indicated on Future Land Use maps Tourist accommodation, with ancillary commercial or food services uses, along Gorge Road 	<p>Up to 1.2 FSR</p> <p>Opportunities for bonus density up to approx. 2.0 FSR</p>	<p>Multi-unit buildings generally up to four to six storeys as indicated in Future Land Use Maps.</p> <p>Mixed-use buildings with commercial uses at ground level where this use is supported by Sub-Area policies (see 12.1., 12.2., 13.1)</p> <p>Tourist accommodation buildings oriented to the street along Gorge Rd., with parking generally to the rear or underground</p> <p>Upper floors above streetwall generally set back.</p> 
Small Urban Village	<ul style="list-style-type: none"> Village commercial* on the ground floor Residential on upper floors Commercial on upper floors See Future Land Use directions maps for further guidance. 	<p>Up to 1.5 FSR</p> <p>Opportunities for bonus density up to approx. 2.0 FSR</p>	<p>Commercial or mixed use buildings where the ground level is built up to the street and includes village commercial use(s) along the street frontage, with parking generally located to the rear of buildings or underground</p> 
Large Urban Village		<p>Up to 1.5 FSR</p> <p>Opportunities for bonus density up to approx. 2.5 FSR</p>	<p>Commercial or mixed use buildings, up to 5 or 6 storeys as indicated in Future Land Use maps, where the ground level is built up to the street and includes village commercial use(s) along the street frontage, with parking generally located to the rear of buildings or underground</p> 
Town Centre	<ul style="list-style-type: none"> Varied commercial and residential uses Commercial uses at grade facing arterial roads 	<p>Up to 1.5 FSR</p> <p>Opportunities for bonus density up to 3.0 FSR (3.3 FSR with affordable housing on site)</p>	<p>Commercial, residential or mixed use buildings up to 6-12 storeys as indicated on Future Land Use maps</p> <p>Upper floors above the streetwall generally set back</p> <p>Parking located in structures or underground</p> 

	Uses	Base/Max Density	Building Types
General Employment	<ul style="list-style-type: none"> Commercial or light industrial uses Retail uses supported on the ground floor along arterial roads and areas with high pedestrian activity 	<p>Up to approx. 2.0 FSR</p> <p>Up to 3.0 FSR south of Bay Street</p>	<p>Commercial buildings where the ground level is built up to the street, with parking generally located to the rear or underground.</p> <p>Light industrial buildings generally built up to the street</p> <p>Any retail uses should generally be located at ground level</p> 
General Employment with limited residential	<ul style="list-style-type: none"> Light industrial or commercial, and ancillary uses on the ground floor Commercial or residential on upper floors Primary retail uses limited to properties as indicated on Future Land Use maps Work-live*** 	<p>Up to approx. 2.5 FSR</p> <p>All residential space is considered bonus density</p> <p>Residential floor area is limited to approx. 1.5 FSR</p>	<p>Commercial or mixed use buildings where the ground floor is built up to the street and consists of commercial or light industrial uses (as compatible with other uses), with parking generally located to the rear or underground. Any residential uses generally located in upper storeys.</p> 
Industrial Employment	<ul style="list-style-type: none"> Light industrial and ancillary uses on any floor Commercial uses limited to upper floors Art galleries, convenience grocery on ground floor only along the Industrial Arts frontages (see 15.3) 	<p>Up to approx. 2.0 FSR</p> <p>Up to 3.0 FSR south of Bay Street, or west of Bridge Street</p>	<p>Various building forms where the ground level supports light industrial uses, with a floor-to-ceiling height suitable for contemporary light industry (with or without mezzanine), loading bays, and adequate separation from uses above</p> 
Industrial Employment with limited residential	<ul style="list-style-type: none"> Limited light industrial** General commercial or residential on upper floors Work-live*** 	<p>Up to approx. 2.0 FSR</p> <p>All residential space is considered bonus density.</p> <p>Residential space limited to 1.5 FSR</p>	<p>Various building forms where the ground level supports light industrial uses, with a floor-to-ceiling height suitable for contemporary light industry (with or without mezzanine), loading bays, and adequate separation from uses above</p> 
Marine Industrial	<ul style="list-style-type: none"> primary processing, marine industrial, marine transportation, warehousing, shipping, bulk materials handling, and other industrial uses and accessory offices 	<p>Up to approx. 3.0 FSR</p>	<p>Industrial buildings and structures from one storey to approximately four storeys</p> 

* Village commercial uses include retail stores, personal services, medical services, restaurants, pubs, coffee shops, bakeries and related food and drink uses, theatres, social or athletic clubs, and limited professional services. If it can be demonstrated that the market does not support village commercial uses at grade, alternative uses (residential or commercial) can be permitted within a building form that is designed to support retail use. See Future Land Use directions maps for further guidance.

** Light industrial uses which are compatible with residential or commercial uses above based on impact within and external to the building.

*** Work-live units should be designed so that residential space and work space may be leased and occupied separately. (see also Work-Live Planning and Design Guidelines, as updated)

5. Transportation and Mobility

Improved transportation and mobility is a key aspect to the vision for Burnside Gorge outlined in this plan. The key goals for Transportation and Mobility in the Burnside Neighbourhood are:



Transform Arterial Streets into Complete Streets

The neighbourhood is a gateway into Victoria, with over 100,000 person- and freight-trips daily. This regional mobility is important to the economy, but creates negative impacts on the neighbourhood, which is divided by several arterial roads which carry high volumes of automobile traffic, including trucks. In 2016, these roads divide the neighbourhood with poor conditions for pedestrians and cyclists.

This plan provides new designs – both interim and long term – for transforming these roads into Complete Streets with improved bicycle lanes, higher quality pedestrian space, trees, landscape, and support for transit. These new designs along with the Bicycle Master Plan's cycling network (2016) and with the 2011 Transit Futures Plan's Rapid and Frequent Transit routes.



Create a Network for Walking, Cycling and Other Non-motorized Modes of Travel

Walking and cycling depend on having safe and pleasant routes. This plan builds on city-wide plans (such as the Bicycle Master Plan and Pedestrian Master Plan) to propose new or enhanced crossings, sidewalks and trails that improve walkability and cycling conditions on arterial roads, and that provide alternative routes on local streets and trails. These improvements enhance the routes where people want to go today, and support future land uses such as those in Selkirk and Cecelia Village.



Support Urban Villages, New Housing and Employment

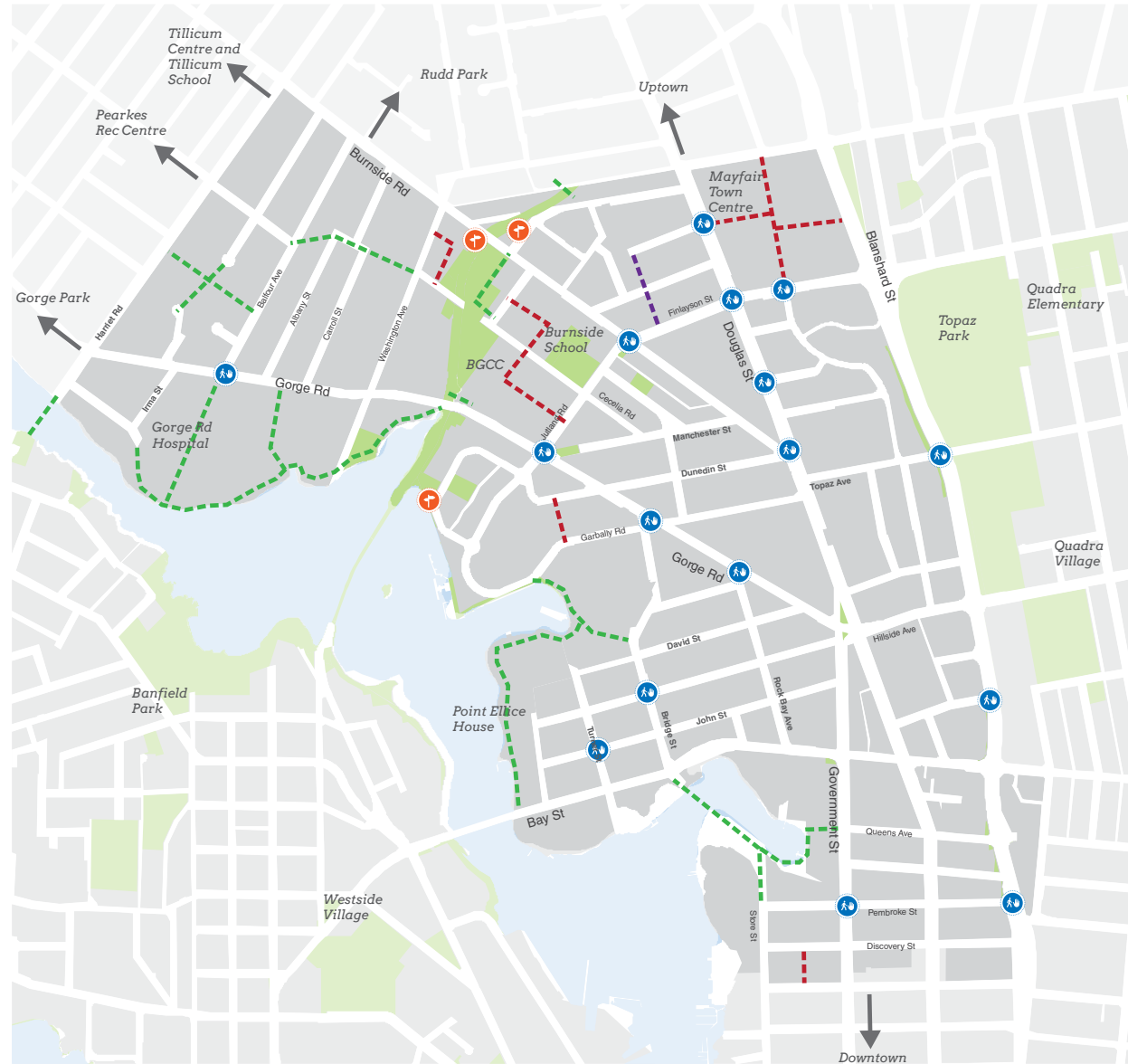
The future roadway designs in this plan support future development along key arterial streets by considering how the design of buildings and streets create a more desirable “people place.” Canopy trees and on-street parking create a buffer between pedestrians and traffic, calm traffic speeds, and support more vibrant business districts and attractive urban design. The street and trail enhancements connect residential areas to urban villages and encourage movement on foot, by bicycle or by transit. These enhancements also accommodate freight access to key employment areas, including the Rock Bay area, while mitigating traffic impacts on public space and pedestrian comfort.

Transportation and Mobility

5.1 Walking Routes

This map shows priority pedestrian improvements in the Burnside Gorge Neighbourhood. See Section 12.10, 13.5, and 14.8 for details and prioritization for each neighbourhood sub-area.

- - - - Potential new street or lane
- - - - Potential new mid-block connection
- - - - Potential new trail connection



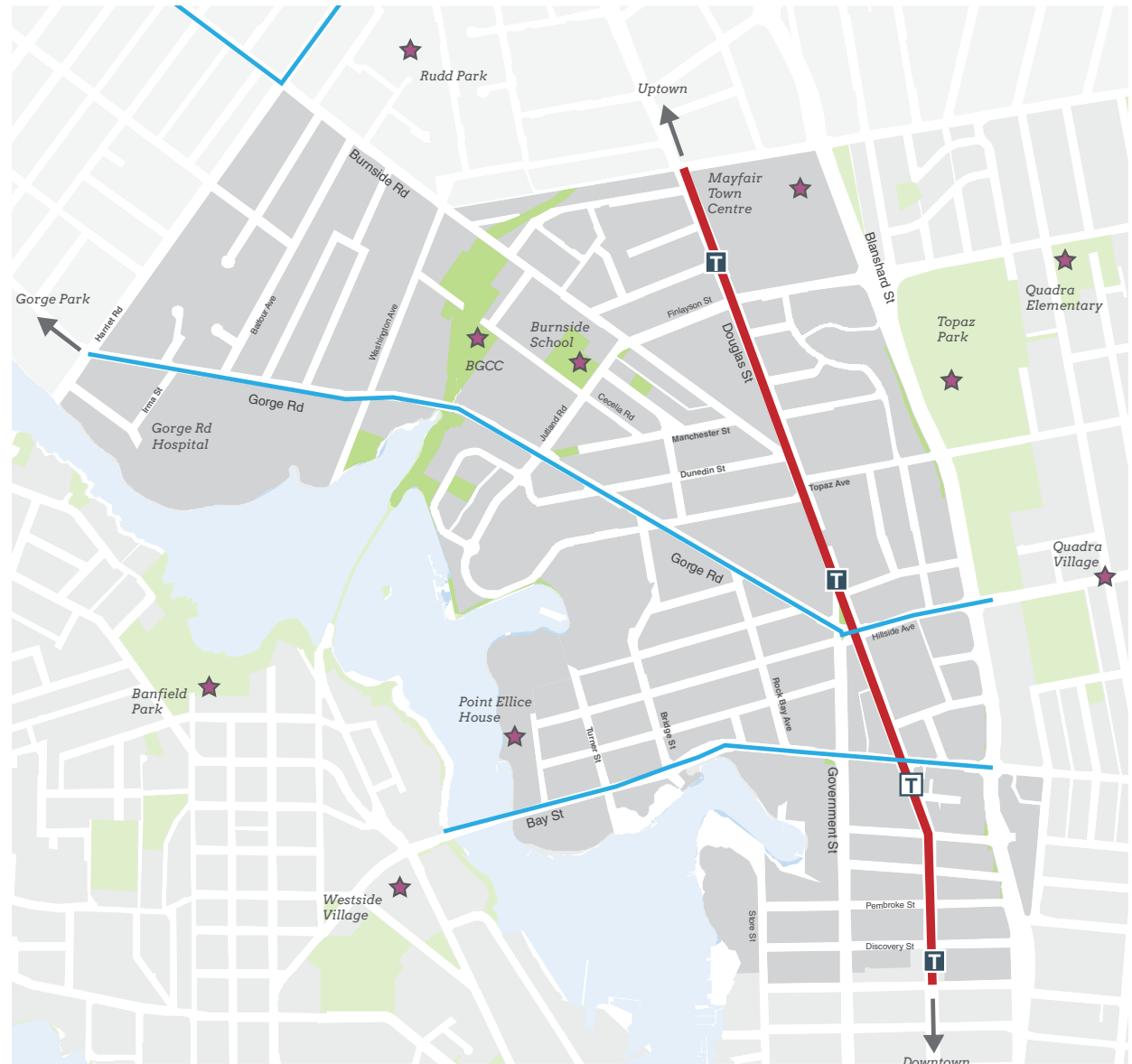
Map 3. Present and future priority pedestrian routes in the Burnside Gorge Neighbourhood

Transportation and Mobility

5.2 Transit Routes

This map shows present and future frequent and rapid transit routes in the Burnside Gorge Neighbourhood.

- Rapid Transit Route
- Frequent Transit Route
- ★ Destinations
- T Future transit station
- T Potential Future transit station



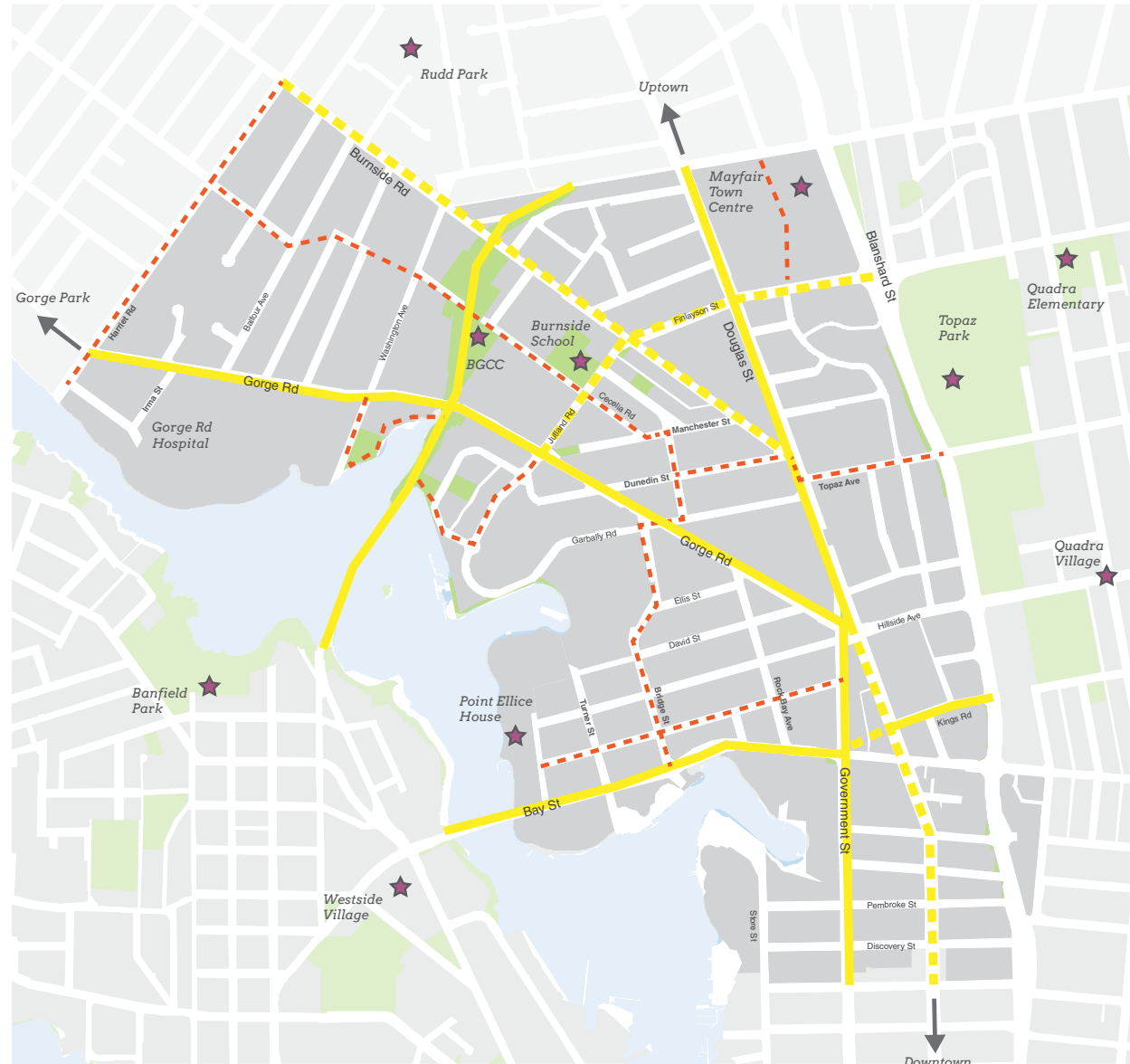
Map 4. Present and future transit routes in the Burnside Gorge Neighbourhood

Transportation and Mobility

5.3 Cycling Routes

This map shows priority pedestrian cycling in the Burnside Gorge Neighbourhood.

- Neighbourhood Connectors
- Approved All Ages and Abilities Network
- All Ages and Abilities Candidate
- Destinations



Map 5. Present and future priority cycling routes in the Burnside Gorge Neighbourhood

5.4 Priorities for Improvements

The following thirteen priorities are based on what we heard from the community through open houses, walking tours, and design workshops. Additional improvements are identified in individual sub-areas in Section 12-15.

1. Burnside Road

Establish boulevard with street trees through collaboration (voluntary easement) with property owners on south side of street west of Cecelia Ravine as part of overall improvements to Burnside Road. Consider permitting parking on the south side at all hours to buffer pedestrians and remove the 4 lane to lane transition.

2. Doric Connector and Cecelia Road

Complete a local bicycle and pedestrian connection between Balfour Street and Washington Avenue, with associated improvements at Cecelia Ravine to facilitate connection to and across the Galloping Goose.

3. Gorge-Government All Ages and Abilities Bicycle Route

Complete a protected bicycle route along Gorge Road and Government Streets.

4. Connections to the Galloping Goose Regional Trail

Complete a pedestrian-bicycle connection between the Galloping Goose and Arbutus Park. Enhance the connections between the Galloping Goose trail and Gorge Road, Cecelia Road, and Alpha Street.

5. Waterfront Pathway

Complete a pedestrian pathway between Lotus Street and Arbutus Park.

6. Bridge Street Streetscape Enhancement and Crossing

Enhance Bridge Street through placemaking and the completing of a pedestrian crossing.

7. Rock Bay Sub-Area Improvements

Initiate various improvements in the Rock Bay area including the paving of unpaved streets and the addition of crossings, street trees or landscape as identified in this plan.

8. Kings Road Bikeway

Establish a crossing of Blanshard at Kings Road, consistent with the Biketoria plan.

9. Blanshard and Topaz Avenue

Establish a crossing of Blanshard Street at Topaz Avenue, and related bicycle connectivity to Dunedin Street and/or Burnside Road.

10. Burnside Road Bicycle Lanes

Establish bike lanes on Burnside Road from Harriet Street to Douglas Street, with connectivity across Douglas Street to Topaz Avenue.

11. Harbour Pathway Rock Bay Connection

Develop a pedestrian and bicycle connection spanning Rock Bay, linking Barclay Point to Bridge Street.

12. Discovery Festival Street

Develop a festival street on Discovery Street. A festival street is a street which is designed so that, when closed to traffic, it functions as a plaza or event space.

13. Humber Green Intersection Design

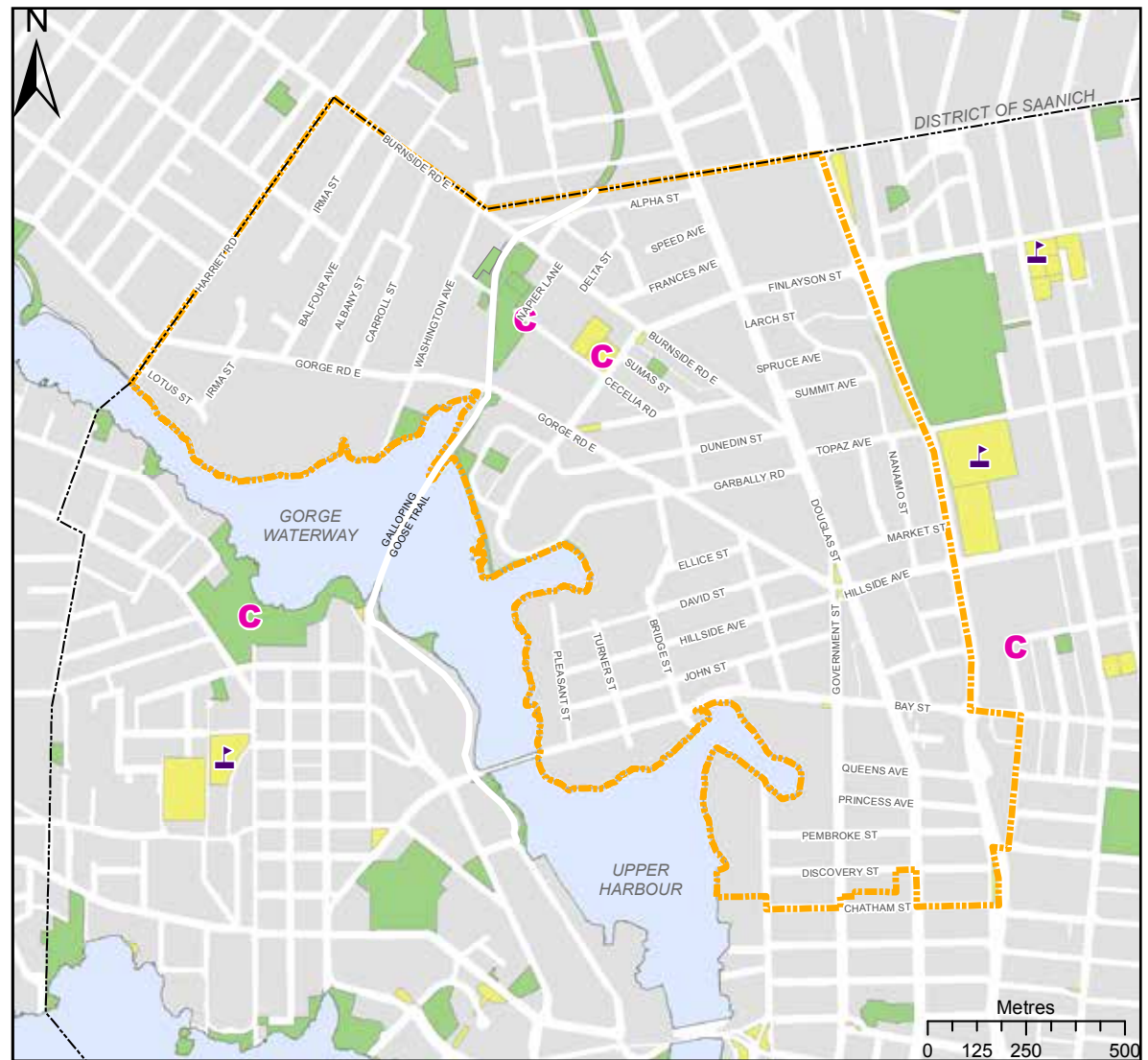
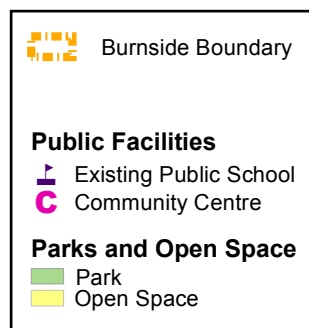
Develop a future design for this complex intersection, in order to improve conditions for pedestrians and cyclists and create a “sense of place.”

6. Parks, Trails, and Open Space

Access to parks and green spaces is important for human health and well being. These spaces also protect the environment and our urban forest and help to mitigate and adapt to the impacts of climate change. City green spaces are places for people to meet, play and enjoy nature, particularly important in a neighbourhood like Burnside Gorge, where 75% of households live in multi-unit housing.

The Burnside Gorge neighbourhood has five parks, most of which are small, community parks, totalling an area of 3.7 hectares. The largest park in the neighbourhood is Cecelia Ravine Park. Most residents in the neighbourhood live within 400m of a park.

The neighbourhood also has an extensive waterfront area along the Upper Harbour and Gorge Waterway, although most of the waterfront is privately owned. The City holds several easements for access in this area.



Map 6: Parks in Burnside Gorge Neighbourhood

6.1 Principles for Parks, Trails and Natural Areas



6.1.1. Provide access to the waterfront: The waterfront is one of the key assets of the Burnside Gorge neighbourhood. A remnant coastal forest exists between Cecelia Ravine and Lotus Street. Much of the residential waterfront is privately owned west of the Selkirk Trestle although the City possesses easements for public trail access for most of this waterfront. Key improvements should focus on accessing the waterfront through a combination of linear trails, parks, overlooks, and opportunities for water-based recreation (swimming, small boat launches) in the residential areas of Burnside from Selkirk Village west. This access should respect and enhance the shoreline and aquatic habitat, consider Green Shores principles, and accommodate sea level rise. The possibility for an additional small boat launch located somewhere west of Cecelia Ravine and the Galloping Goose Regional Trail should be explored. Where appropriate, opportunities for commercial uses (such as patios for dining) may be located in select places adjacent to waterfront parks or trails.

Within the industrial-employment areas of Burnside neighbourhood, the functions of the working harbour take precedence over direct public access. In

these areas, an emphasis should be placed on re-establishing coastal forests or native shoreline ecosystems in order to “green the shore” and enhance views from the water for kayakers and other users. Trails may be located along the water if they do not compromise the ability of industries to operate. Redevelopment of industrial lands may provide opportunities to increase shoreline access. Overlooks and views should provide interaction with the water where access is not feasible.

6.1.2. Protect environmental values: Cecelia Ravine, Cecelia Creek and the Gorge Waterway and its shoreline are sensitive, unique habitats. Care should be taken that development of parks and trails related improvements do not unduly impact these ecosystems. Invasive species should be removed and native vegetation re-established native where possible.

6.1.3. Support informal recreation and social gathering: Parks and open spaces provide Burnside residents, employees and visitors with a variety of informal recreational and social opportunities appropriate to a diversity of residents and ages. Urban villages and employment areas should provide green spaces or urban plazas for social gathering.

6.1.4. Connect parks to the neighbourhood

fabric: Parks and open spaces should be located and connected so that all parts of Burnside neighbourhood – residents and employees – have access to park space.

6.1.5. Ensure safety in design: Parks should be designed according to CPTED (Crime Prevention through Environmental Design) principles. Part of safety is ensuring a variety of activities that draw parks users.

6.1.6. Support local food production: In collaboration with the community, additional allotment garden space should be located in the neighbourhood. Particular attention should be paid to locating the garden where it is easily accessible to residents in multi-family housing.

6.1.7. Create Parks and Trails which appeal to a wide variety of users of different ages and abilities: When designing parks and trails, incorporate features such as shaded resting areas, activities appealing to users ranging from children to seniors, access and activities for persons with disabilities, and sense of safety.

7. Infrastructure

A vital aspect to any plan is to forecast infrastructure demands and ensure proposed land use changes can be accommodated in a sustainable manner.



7.1. Sanitary Sewer Policies

The City is undertaking a Sewer Master Plan consistent with siting for wastewater treatment, and has also has completed a Water Master Plan.

7.1.1. The City will consider the capacity of utility networks, including sanitary sewer and storm sewer, in reviewing development applications.



7.2. Stormwater Policies

Stormwater runoff in this area enters adjacent waterways, including Cecelia Creek and the Gorge Waterway. Parts of the neighbourhood, including Rock Bay, currently have a high impervious cover. This, along with certain land use practices can have a negative impact on the health of the waterways, in the form of elevated metals, suspended solids, turbidity, polycyclic aromatic hydrocarbons and coliform counts. Reduction of total impervious areas and improvements to stormwater quality and quantity will have a positive impact on watershed health.

7.2.1. The City will continue to monitor stormwater outfalls emptying into the Gorge Waterway and investigate exceedances.

7.2.2. Development proposals should consider the creation of greenspace at the shore of Rock Bay incorporating surface stormwater treatment (e.g. rain garden) or daylighting of the creek that once emptied into the bay.



7.2.3. The City will work with property owners to identify options for mitigating stormwater impacts on sites with high impervious cover, and thereby reducing the stormwater utility costs for these properties.

7.2.4. The City will consider integrating green stormwater infrastructure or “green streets” in the Rock Bay area and along arterial streets as improvements are made.

7.2.5. The City will continue to enhance the daylight creek at Cecelia Ravine.

7.2.6. The City will continue to work with business owners to ensure compliance with Stormwater Quality requirements under the Stormwater Codes of Practice, and look for opportunities to further improve the quality and quantity of stormwater leaving commercial and industrial properties in Rock Bay.

8. Heritage

Burnside Gorge neighbourhood has a strong heritage legacy, with sites including Comossung (the Gorge Waterway) and Rock Bay, which was an important gathering place important to the Coast Salish people. There are several heritage Designated and heritage Registered properties (see Map 6), as well as several additional properties of Heritage merit (see Map 7) in the neighbourhood. Among these are several National Historic Sites, including Point Ellice House, a destination with its house museum and gardens, collections, and old growth forest. The policies and actions below intend to maintain and strengthen that legacy.

8.1 Heritage Policies

8.1.1. The City will encourage protection of heritage resources through the designation of properties listed on the City's Register of Heritage Properties, identified in orange in Map 6, including as part of rezoning application considerations.

8.1.2. Consider future additions to the City's Register of Heritage Properties in consultation with property owners, including those identified by the Burnside-Gorge Community Association in Map 7.

8.2. Heritage Conservation Areas

8.2.1. Encourage heritage conservation and sensitive change in the Cecelia-Sumas area and the Gorge Residential Sub-Area, including consideration of Heritage Conservation Areas and appropriate boundaries.

8.3. Heritage Actions

8.3.1. Identify opportunities for heritage interpretation throughout the Burnside-Gorge neighborhood, with a focus on the First Nations history of the Gorge Waterway, Rock Bay and the surrounding areas. Interpretation may include heritage murals, photos, and interpretive panels, as part of a future city-wide Heritage Interpretation Plan. Consider integration of heritage interpretation features into key neighborhood improvements including waterfront walkways, parks and public spaces.

8.3.2. Continue to prepare or update Statements of Significance for properties listed on the City's Register of Heritage Properties, and for properties proposed to be added to the Register.

8.3.3. Work with the Province and the Point Ellice House Preservation Society to enhance visibility and access to the site and, support its ongoing use as a cultural destination for both locals and visitors, and as a valuable open space within the Rock Bay area.

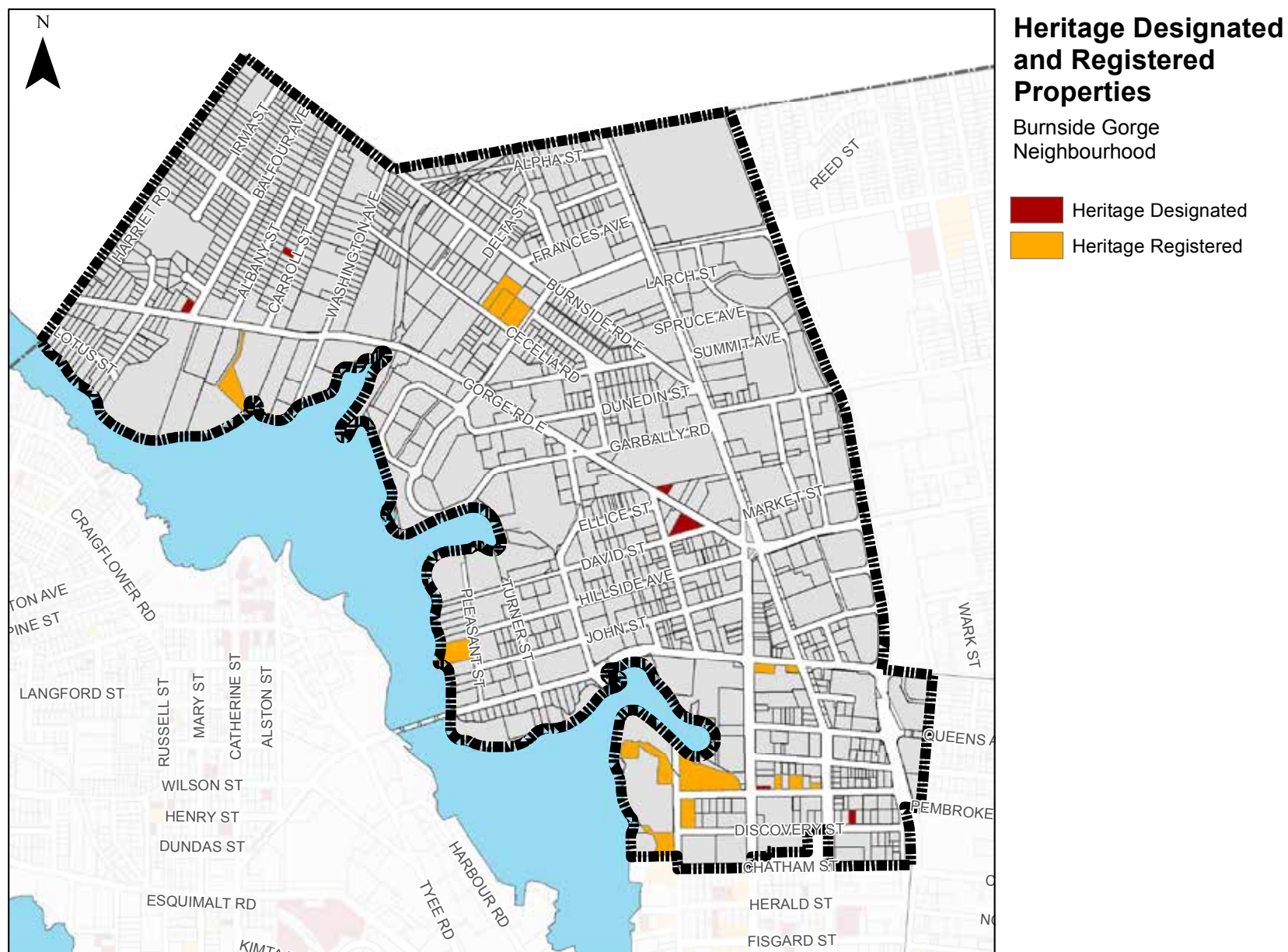
a. update zoning to reflect the site's use as a cultural destination and space for events and visitation.

b. develop a plan for improvement to landscape and streetscape on Pleasant Street which supports attractive transition from industry to the house site.

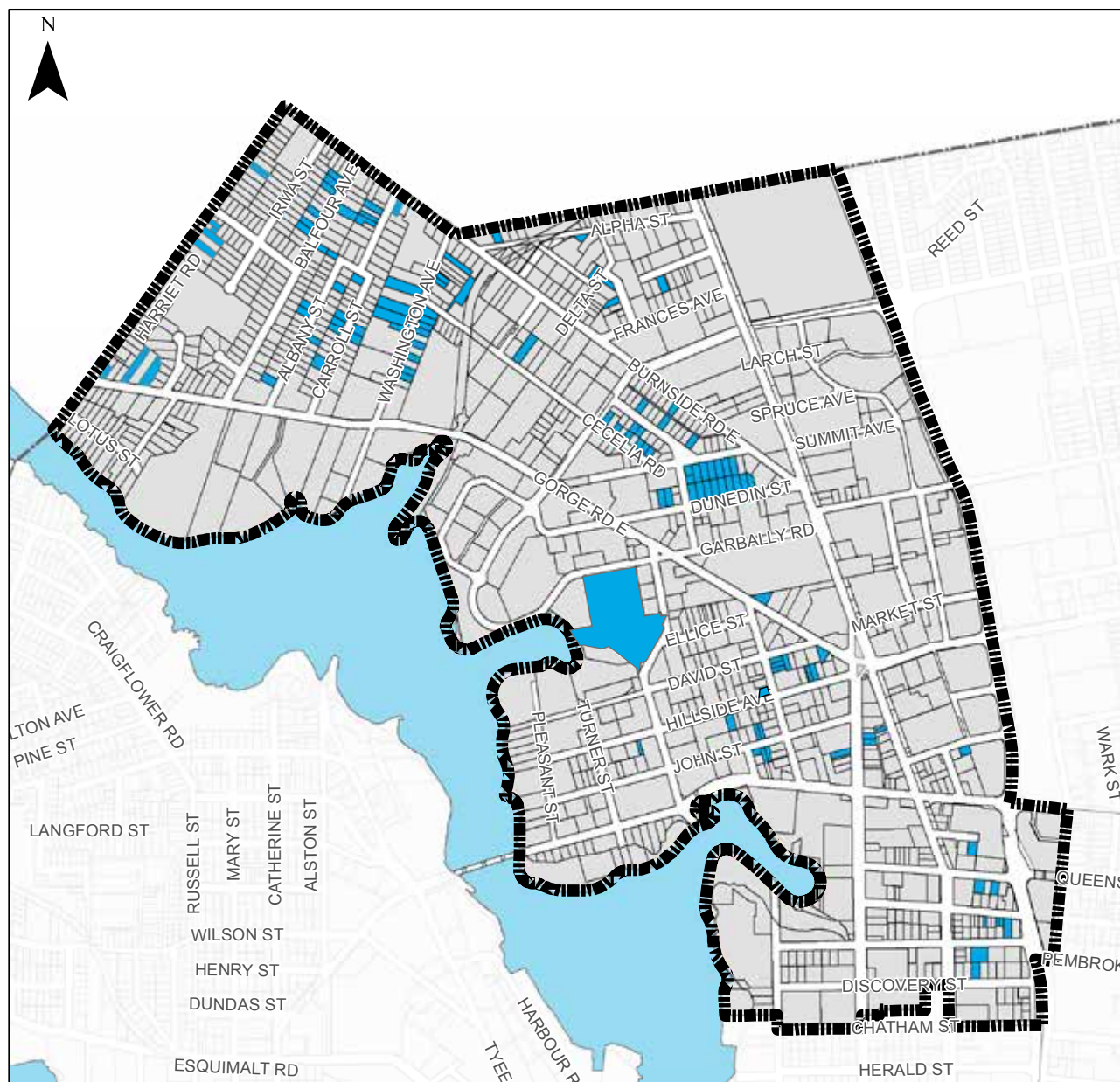
c. include Point Ellice House in the City's wayfinding strategy, drawing visitors from the Galloping Goose and nearby Bridge Street Industrial Arts area.

d. explore enhanced access to the grounds and site.





Map 7: Heritage registered and designated properties in Burnside Gorge Neighbourhood



Additional Buildings of Heritage Merit

Burnside Gorge Neighbourhood

Buildings of Heritage Merit

Note - additional buildings of heritage merit may be identified through future processes

Map 8: Additional buildings of heritage merit in the Burnside Gorge Neighbourhood

9. Business Vitality

In 2011, Burnside's Employment Lands east of Cecelia Ravine (and excluding regional retail at Mayfair Mall) supported over 1,200 business employing over 12,000 people. Within this area, almost 40% of businesses, and one-third of employees, were in sectors which transport, distribute, repair, or manufacture goods and equipment. The Rock Bay sub-area in particular is a niche for industrial businesses whether high-tech, low tech, artisan, food and beverage processing, or connected to the construction industry.

Overall, this area provides:

- 12.5% of the City's (and 80% of Burnside's) tax base in 2011;
- important services to the region;
- a place for new businesses to grow and prosper; and
- high quality jobs.

Demand for industrial space within the core of the region is expected to grow, with low vacancies and rising rents for business-ready spaces. For these reasons, protecting the vitality of the Employment Lands within Burnside is a key goal of this Plan. Land use and public investment decisions should protect this employment land base and avoid displacement of existing and emerging business sectors. In addition, many businesses report that it is difficult to find buildings which are business ready (meeting the needs of businesses and up to date with regard to fire and building codes). It is important that the policies in this plan support further investment in business-ready building stock.

The vision for the various employment lands is:

Rock Bay Area: While becoming a more attractive area to work and visit, Rock Bay should maintain its primarily working character and zoning. Limited areas such as Bridge Street and areas south of Pembroke Street evolve into hubs where employees can access daily services and visitors can purchase local and artisan products.

Most of the Rock Bay area is a typical urban "production, distribution and repair" area; businesses rely on the central location proximate to worksites, customers and workforce throughout the region, and easy access to the downtown. These areas are also attractive to artists and artisans producing tangible goods, many of whom seek the same qualities and zoning as light industrial businesses. The harbour front and select sites within Rock Bay host heavy industries, many reliant on access to the Upper Harbour. Proposed land use in this area maintains industrial uses at grade while supporting opportunities for general commercial above (see Section 15 - Rock Bay Employment Sub-Area).

The cluster of businesses around the Alpha, Beta, Delta and Gamma streets and Tolmie Lane is similar in character and function to the Rock Bay employment lands.

Humber Green Area: Humber Green may evolve into a denser, centrally located hub for employment as well as mixed use residential buildings, focused on a future rapid transit station. Development will result in enhanced amenities, improved walkability and more greenery in this district.

Douglas Corridor General Employment Lands:

The general employment lands along and near the Douglas Corridor are an important reserve of properties, often larger in size than in the Rock Bay area, which serve both current businesses and as a reserve of land for future employment needs in the region.



Business Vitality Strategies

9.1. Business Support and Marketing

- 9.1.1. Provide more help for businesses, owners and prospective tenants in navigating City business and development processes.
- 9.1.2. Connect businesses to existing business assistance available in the community.
- 9.1.3. Work with the community to market, brand and promote Rock Bay as a place to do business.
- 9.1.4. Support tourism focused on the Gorge Waterway and the Galloping Goose, as well as complementary improvements to the waterfront, pedestrian and cycling infrastructure.
- 9.1.5. Work with the community to develop a business organization in the Rock Bay area.

9.2. Environmental Quality

- 9.2.1. Encourage industrial businesses to be good neighbours by continuing to minimize impacts on neighbouring businesses (e.g. dust, odours).
- 9.2.2. Support the development of district energy related to a larger land use in the Rock Bay area.

13.2.3. Support the development of green infrastructure to mitigate stormwater impacts on the Upper Harbour.

9.3. Business-Ready Buildings

- 9.3.1. Work with the business community to encourage upgrades to existing buildings to make them ready for new and diverse types of businesses (e.g. with regard to fire code, building code, physical appearance).
- 9.3.2. Encourage new buildings to be designed to accommodate light industrial or flexible space
- 9.3.3. Encourage energy efficient buildings.

9.4. Space for Business and Arts Incubation

- 9.4.1. Work with the business community to establish an incubator space for new businesses which require industrial space to develop, test, prototype or manufacture products.
- 9.4.2. Work with the Arts and Culture community to establish an incubator space for new arts and culture businesses and co-location of non-profit organizations.

9.5. Public Parking Management

- 9.5.1. The City will develop and implement a parking management strategy for the Rock Bay area that emphasizes a land use pattern of relatively dense industrial and employment use with limited on-site parking complemented by a supply of publicly available shared parking.
- 9.5.2. Explore options for paid, secure employee/ long-term parking , in order to reserve on-street parking primarily for customers.

9.6. Urban Villages, Shops and Services

- 9.6.1. Support the development of shops and services in the designated Urban Villages and Town Centre in the neighbourhood through appropriate land use regulation, urban design/placemaking and public investments.
- 9.6.2. Encourage the District of Saanich to complete streetscape improvements identified in the Action Plan for Burnside Village and to make improvements to road design, parking management and land use regulation that support a more vibrant urban village.

10. Arts and Culture



A vibrant, creative and diverse community includes opportunities for artists, artisans and makers to create, explore, produce, distribute and display their creative goods and services.

Burnside Gorge is uniquely positioned to be a prime hub of creative production and distribution for arts and creative enterprises based on the industrial zoning, available spaces and clustering of creative businesses already located in this area.



The neighbourhood can provide a place for local and sustainable maker economies for creative entrepreneurs. This direction supports the recognition that creative businesses are important to local economic development and that further resource sharing, education and business skill development is needed for creative businesses to grow and sustain their businesses.



Opportunities for creative placemaking including temporary and permanent public art opportunities along the waterfront and trail systems, in greenspaces and urban villages, and the creation of outdoor performance areas. This can further enhance linkages between the industrial and creative sectors, residents and visitors.

10.1. Space for Creation and Production

The Rock Bay area represents a place where artists can work, producing, displaying and selling products.

10.1.1. Ensure that updated zoning for the Rock Bay area includes artist and artisan production, including the production of tangible goods as well as the production of music.

10.1.2. Through the Arts and Culture Master Plan, engage the Arts community and non-profit groups in identifying opportunities, incentives and partnerships to create an incubator space including affordable gallery, studio, and business incubation spaces and space for the co-location of non-profit organizations.

10.1.3. Through the Arts and Culture Master Plan, engage creative businesses, micro-enterprise, the Arts community and non-profit groups in identifying opportunities for affordable artists' housing co-located with studio and gallery space.

10.2. Support Creative Entrepreneurs

Community programs and partnerships may support artists and artisans in becoming successful entrepreneurs, whether they are future business owners who will employ others, or individuals seeking self-sufficiency through micro-enterprise.

10.2.1. Through the Arts and Culture Master Plan, explore ways to link potential creative entrepreneurs, micro-enterprise and self-employed individuals to available resources for business assistance, branded marketing campaigns, and skills sharing as well as access to spaces to make and sell goods.

10.3. Space for Performance

The Rock Bay area hosts important city-wide events, including music festivals which can be accommodated in this non-residential area. Smaller or local events take place at the Selkirk Waterfront and along the Galloping Goose trail. Enhancing performance spaces will support future programming.

14.3.1. Develop performance spaces at Cecelia Ravine Park and Discovery Street as identified in the sections 12 and 15 of this Plan.

10.4. Public Art

Public art can play an important role in placemaking, cultural enrichment, and interpretation of the natural and cultural history of this area for current and future residents.

10.4.1. Introduce public art into urban village areas and Industrial Arts areas as part of streetscape improvements.

10.4.2. Incorporate public art into the design of waterfront trails and parks spaces.

10.4.3. Develop murals throughout the neighbourhood, taking advantage of opportunities on private or public property. An initial project should build on the success of the temporary installation at the BC Hydro remediation site, honouring First Nations history.

Creative City Concept

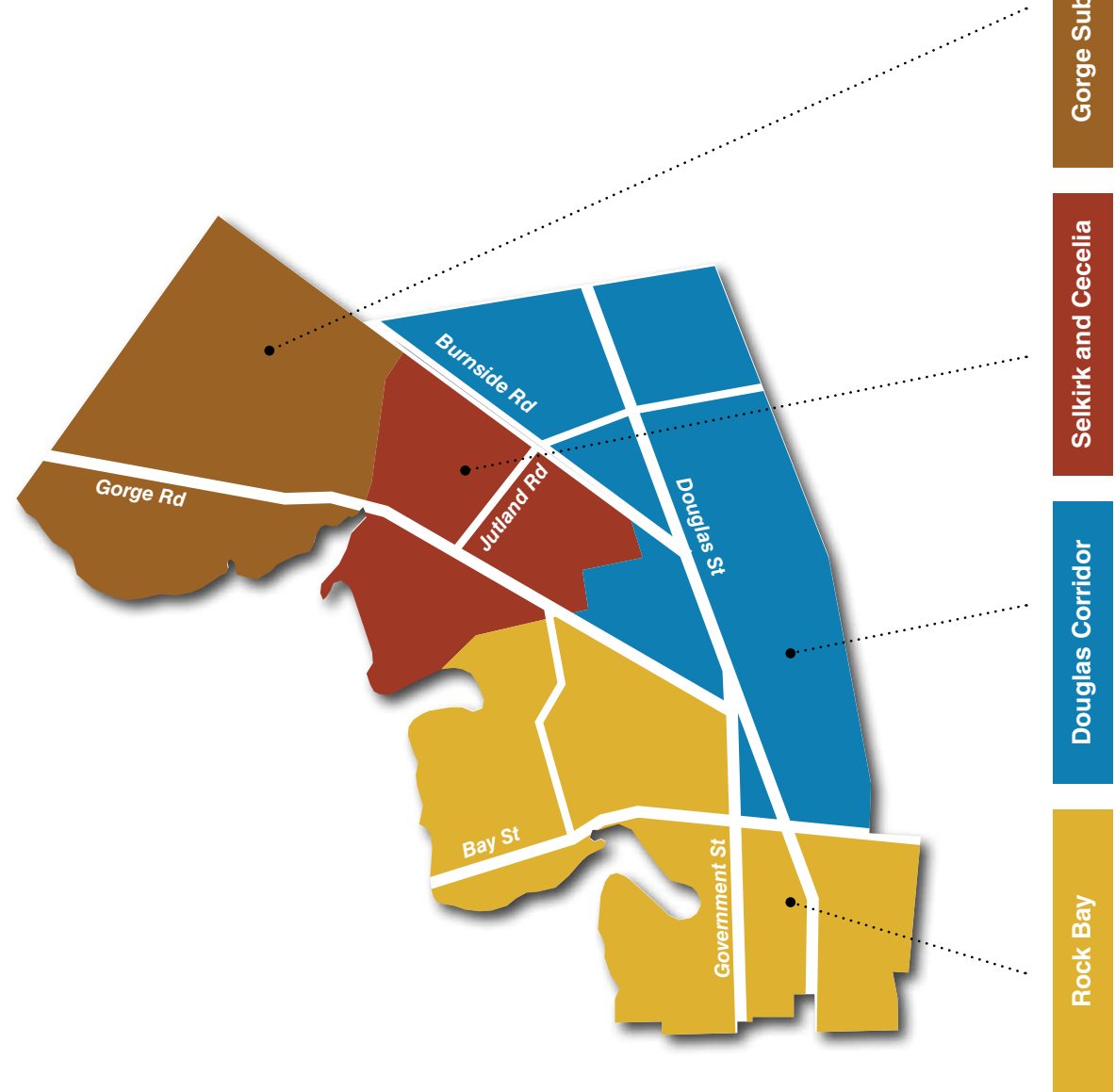
Cities can build culturally rich, urban environments that integrate place, culture and economy. Creative cities create opportunities to attract, retain and nurture talent and to foster the clustering of innovative enterprises. A creative city includes a sense of belonging and social cohesion supported in part through creative and cultural expression.

Creative hubs/clusters are formed by groupings of interconnected and interdependent businesses, places and cultural resources. When networked, the creative activities of businesses, artists, artisans, and entrepreneurs converge to produce new ideas, innovative products, services, art and design. Creative hubs are significant economic stimulators.

11. Neighbourhood Sub-Areas

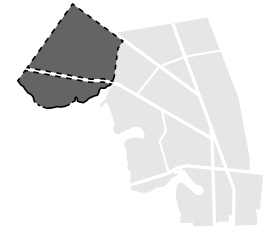
The Burnside Gorge neighbourhood is a diverse neighbourhood consisting of several distinct sub-areas. Because of this, detailed directions for land use, urban design, placemaking, transportation, parks, open space, and trails are provided in the following sections for each of the sub-areas:

- 12. The Gorge Residential Sub-Area to the west of Cecelia Ravine
- 13. The Selkirk and Cecelia Village Sub-Area
- 14. The Douglas Corridor Sub-Area
- 15. The Rock Bay Sub-Area



12. Gorge Residential Sub-Area

Future Land Use Directions and Urban Design



The vision for the Gorge Residential Sub-Area is as a stable neighbourhood bisected by two main arterial corridors. Multi-unit residential development is found along Burnside Road and Gorge Road, stretching to the waterfront.

Gorge Road, formerly the Island Highway, is also an important location for tourist accommodations and related restaurants and retail uses.

The traditional residential areas include a mix of ground oriented residences including single-family homes and attached housing such as duplexes and townhomes.



Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

Gorge Residential Sub-Area

Land Use Policies

12.1. Gorge Road and Burnside Road Residential Corridors

This plan supports the development of further multi-unit housing along Gorge Road, a small urban village along Gorge Road near Balfour and Irma streets, and maintains Gorge Road's role as a location for tourist accommodation. New development on the south side of Gorge Road should maintain or establish visual and physical connections to the water where possible. With much of the existing multi-unit development likely to remain for the life of this plan, opportunities for redevelopment exist primarily on the western end of the corridor, with incremental redevelopment likely in other areas over time. The Gorge Road Hospital Site, if redeveloped for health care or other uses, should establish a mixed-use frontage along Gorge Road while maintaining a green waterfront, internal circulation and views.

Burnside Road west of Cecelia Ravine is also an evolving corridor supporting primarily residential development up to four storeys in height, with a choice of residential or commercial use at grade. A similar built form should be encouraged along the northern side of Burnside Road in Saanich. New development should enhance the corridor through the provision of treed boulevards and the underground of utilities where possible.

12.2 Gorge Road Land Use Policies

12.2.1. New multi-unit residential will be supported along the Gorge Road Corridor, west of Cecelia Ravine subject to the following criteria:

- i) Development generally up to four storeys on the north side of Gorge Road, to maintain compatibility with the lower-density areas to the north, and generally up six storeys on the south side consistent with Map 9.
- ii) a base density of 1.2 FSR and a maximum density of up to 2.0 FSR where amenities are provided to offset the impacts of additional density.
- iii) Buildings on the north side of Gorge Road, east of Balfour Avenue, may be built to 5 storeys along the Gorge Road frontage, if they support plan objectives, including the creation of space for local-serving commercial uses, with a sensitive transition to lower density areas to the north.
- iv) West of Balfour Avenue, lot consolidation is encouraged in order to support redevelopment which can sensitively transition to adjacent lower density residences, achieve quality site layouts, and avoid "landlocking" single lower-density lots between higher-density developments.

12.2.2. The development of a new Large Urban Village at Gorge Road and Irma Street will be supported, as this area is proximate to pedestrian routes, future waterfront access, employment, and presents redevelopment opportunities.

12.2.3. New development outside of the Urban Village along Gorge Road, may include either ground-floor commercial or residential uses along the Gorge Road.

12.2.4. New restaurant/café's including patio dining will be supported adjacent to and across from Arbutus Park.

12.2.5. In order to avoid the concentration of single-room occupancy (SRO) housing in one part of the city, and to support the continued role of Gorge Road for tourism the further conversion of existing hotel and motel buildings to SRO housing are not supported west of Cecelia Ravine.

12.2.6. A mix of housing units, including units attractive to families with children (e.g., 3 bedroom units) is encouraged where appropriate.

12.2.7. Any redevelopment of the Gorge Road Hospital Site will be in accordance with the policies in this chapter.

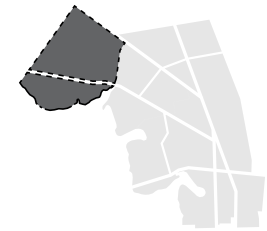
12.3 Burnside Road Land Use Policies:

12.3.1. New multi-unit buildings on the south side of Burnside Road up to four storeys in height will be supported subject to the following criteria:

- i) residential or commercial uses on the ground floor where appropriate
- ii) Development with a base density of 1.2 FSR and a maximum density of up to 2.0 FSR where amenities are provided to offset the impacts of density.

Gorge Residential Sub-Area

Land Use Policies cont'd



- Traditional Residential
- Urban Residential
- Small Urban Village
- Large Urban Village
- Open Space
- Special Planning Area - see page 56
- #** Anticipated Building Height (storeys)

A mix of unit types, including units attractive to families with children, is encouraged along Gorge Road (12.2.5) and in ground-oriented infill development in the large lots along Washington Avenue (12.5.4.).

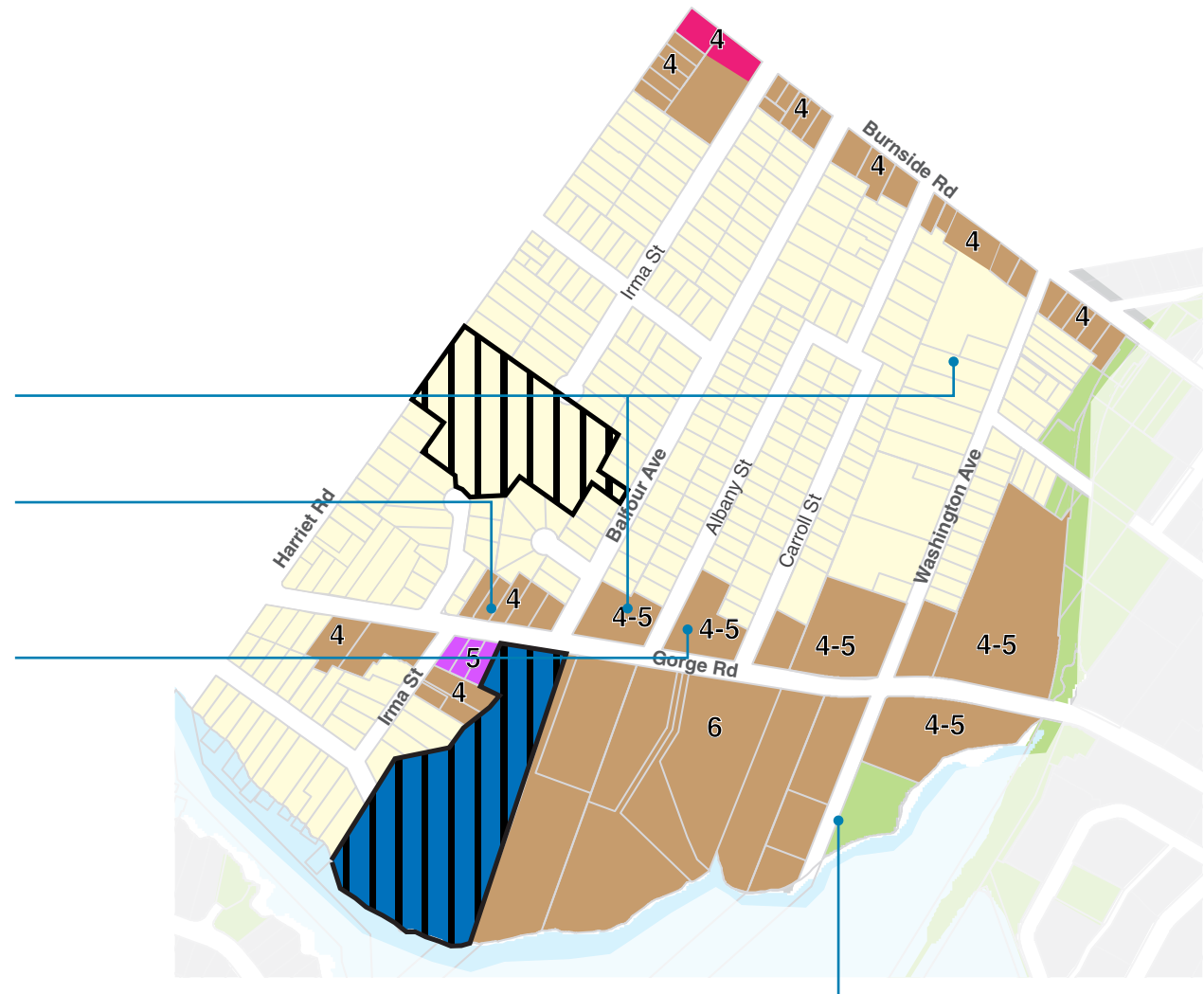
On Gorge Road, west of Balfour Avenue, lot consolidation is encouraged to ensure new buildings sensitively transition to lower-density development, and to avoid "landlocking" single lots. (12.2.1.iv)

On the north side of Gorge Road, east of Balfour Avenue, buildings up to 5 storeys may be supported if they support plan objectives including provision of local-serving commercial uses. (12.2.1.iii.)

Urban residential developments along Gorge Road may be developed with a choice of commercial or residential use at ground floor. (12.2.3)

Conversion of existing hotel and motel buildings to Single Room Occupancy (SRO) housing is not supported west of Cecelia Ravine. (12.2.5.)

Commercial uses including patio dining may be appropriate adjacent to and across Washington Ave. from Arbutus Park. (12.2.4.)



Map 9: Future Land Use Map for Gorge Residential Sub-Area

Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

Gorge Residential Sub-Area

Land Use Policies cont'd

12.4 Areas for ground-oriented housing:

The intent of this land use direction is to support appropriate intensification through primarily ground-oriented forms of housing within the Traditional Residential areas of Burnside Gorge. A range of housing appropriate within Traditional Residential OCP designations is encouraged, including options for housing forms which are seeking housing with access to usable outdoor amenity space and which may support ownership structures such as fee simple row houses, strata townhomes, cohousing or cooperative housing. These housing choices complement denser development appropriate along transportation corridors and in urban villages.

It is intended that redevelopment maintain neighbourhood character of landscaped front and rear yards, tree-lined streets, a rhythm of housing units oriented to the street, and building massing which mitigates impacts on neighbours through appropriate design and building separation (see 12.7, Urban Design). Further, infill development appropriate to lot size and configuration is encouraged in order to support efficient site layouts that reduce the impacts of surface access and circulation. Finally, it is intended that any added development incentivize the conservation of homes of heritage merit.

12.5 Ground-Oriented Housing Policies

12.5.1. Ground oriented housing including attached or detached townhouses and fee simple row houses,

will be supported in Traditional Residential areas with the following criteria:
 a) **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**

- Front setbacks should maintain the sense of landscaped front yards and street trees, while

creating semi-private space which encourages social interaction.

- Side setbacks should respond to a development's building orientation and facade height in order to mitigate impacts on neighbours and provide sufficient building separation. Where a unit's primary elevation and living space faces the side lot line, larger side setbacks (approximately 6 metres) are preferred to create usable outdoor amenity space and sufficient access to light and air. On the other hand, side setbacks for units fronting the street may be reduced for consistency with adjacent zoning and development patterns.
- Rear lot setbacks should respect the existing pattern of landscaped back yards, respect privacy and provide sufficient building separation under current and potential development patterns.

b) Floor space ratios should be generally up to 0.8 FSR. Where all required parking is fully enclosed in an underground (basement) structure, up to 1.0 FSR may be supported.

c) Minimum open space and maximum lot coverage should provide for landscaped front and back yards and access to individual or shared open space for units.

12.5.2. Townhomes and other housing forms which transition from Urban Residential are encouraged in Traditional Residential lots adjacent to urban residential areas

12.5.3. New stacked townhouses or multi-unit residential buildings up to three storeys will be supported along arterial roads (e.g. Harriet Road).

12.5.4. Denser ground-oriented housing (for example, townhomes) with a significant proportion of units

designed to be attractive to families with children are supported on the large lots on the west side of Washington Avenue.

12.5.5. The retention of homes with heritage designation, listed on the Heritage Register, or of heritage merit (see Map 7) is encouraged as a condition of a rezoning which adds density. Ways of incentivizing heritage conservation may include added density or the relaxation or varying of requirements (such as on-site parking or maximum lot coverage) if a heritage property is designated.

12.5.6. For redevelopment of townhomes, consolidation of deeper lots is encouraged. This results in more efficient densities, circulation and site layouts. Development sites should have sufficient width and depth to accommodate the desired character identified in 12.5.1. Smaller redevelopment projects which replicate the pattern of existing homes along the street (e.g. duplexes, triplexes or fourplexes) are supported on the shallower lots in this neighbourhood or where lot consolidation is not possible.

12.5.7. Creativity in design to meet the intent of these policies is encouraged, without compromising desired building form and character.



Gorge Residential Sub-Area

Urban Design Policies

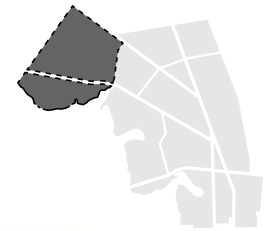
12.6 Gorge Residential Urban Design Actions

The City will adopt design guidelines and zoning regulation for Burnside and Gorge Road Residential Corridors including the following objectives:

- 12.6.1. To ensure new development is compatible, neighbourly and creates a good fit within these established residential neighbourhoods
- 12.6.2. To ensure new development along Burnside and Gorge Roads is oriented positively towards the street to create a more attractive and pedestrian friendly streetscape environment
- 12.6.3. To ensure a sensitive transition to the Gorge water way and the larger lots adjacent to it
- 12.6.4. To preserve important views towards the Olympic Mountains from north-south streets intersecting with Gorge Road
- 12.6.5. To preserve, enhance or establish native shoreline ecosystems and maintain habitat and views of a green shoreline from the adjacent water and from public trails on the opposite shore
- 12.6.6. To mitigate the impacts of noise from traffic along these two corridors on adjacent dwelling units through design features and building orientation
- 12.6.7. To minimize impacts of off-street parking on the pedestrian environment.



Ensure new development along Burnside and Gorge Roads is oriented positively towards the street to create a more attractive and pedestrian friendly streetscape environment



Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

Gorge Residential Sub-Area

Urban Design Policies

12.7 Gorge Sub Area Ground-oriented Housing Urban Design Policies

The City will adopt design guidelines for ground-oriented residential infill development to guide new housing with the following:

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

12.7.2. be a good neighbour to adjacent homes, with massing mitigating impacts on neighbours

12.7.3. encourage street vitality and social interaction amongst neighbours, with useable semi-private space or front porches along streets

12.7.4. ensure livability and considerations for outdoor space

12.7.5. contribute positively to the unique character and identity of the neighbourhood

12.7.6. emphasize green building and site sustainability approaches

12.7.7. provide sufficient building separation to create an attractive living environment. Separation between buildings on one lot should generally be equal to the height of building facades for a unit's primary living spaces and should provide opportunities for landscape along interior drive aisles.



Figure 1: examples of different ground-oriented housing layouts. Houseplexes replicate the pattern of single detached homes and may be appropriate on shallower lots. Townhome typologies may require lot consolidation in order to accommodate desired setbacks and building separation. Creativity in design is encouraged while respecting the policy goals of this section.

Gorge Residential Sub-Area

Placemaking and Public Realm

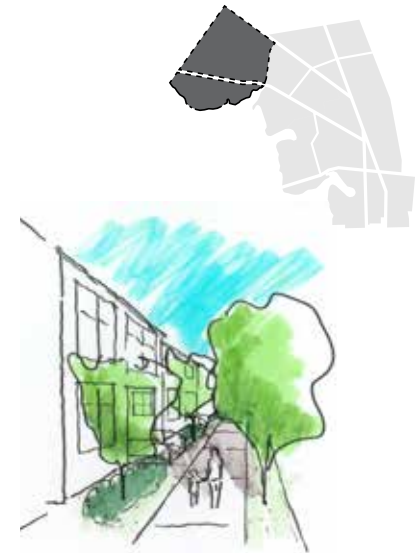
The vision of the Gorge Sub-area is of a green residential area with ample tree coverage. Public realm improvements should enhance this quality, with particular emphasis on the Gorge and Burnside Road corridors and the proposed Doric Street Connector.

Develop a distinct streetscape for the Harriet-Burnside intersection, in collaboration with Saanich, as a welcoming element for Burnside Village. See Saanich's Tillicum-Burnside Streetscape Action Plan (2005).

Develop a distinctive placemaking kit for Gorge Road, including elements such as banners, pedestrian-oriented lamps, street furniture and seating at select locations.



Focus streetscape improvements as part of urban village development on the south side of Gorge Road between Irma and Balfour Streets. Design should incorporate on-street parking, street trees, street furnishings, bicycle parking and space for café seating, wrapping around the Gorge-Irma corner. Consider this as a location for public art.



Enhance pedestrian comfort by establishing a landscaped boulevard with street trees along the south side of Burnside Road, through collaboration with current property owners.

Doric Street Connector: design a bicycle-pedestrian path as an attractive space that relates to future development around it and has 'eyes on the path'



Enhance Cecelia Ravine Park as a gathering place with features such as an enhanced amphitheater, picnic shelter, seating or other features for live music, theatre, movies, block parties and informal gatherings.

Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

Gorge Residential Sub-Area

Special Planning Areas

Over time, two opportunity sites have been identified which may be redeveloped. The following principles should be considered when evaluating development proposals.

12.8. Gorge Road Hospital Site Policies

Should the Gorge Road hospital site redevelop the following policies should be addressed in any overall site master plan which should be developed for the site:

12.8.1. Establish a mix of residential and commercial uses including multi-unit residential buildings, if the site transitions from a purely health care use

12.8.2 Provide opportunities for strategic intensification that supports housing affordability and/or affordable housing objectives

12.8.3. Establish a waterfront pathway from Lotus Street east towards Arbutus Park, with a connection from the waterfront northward in line with Balfour Street

12.8.4. Conserve the native coastal forest and aquatic ecosystems and maintain a “green view” from the water

12.8.5. Establish a waterfront park and small boat launch

12.8.6. Establish internal circulation east-west across the site, with the potential to connect with the established street network and with the potential to link in to future east-west connections, and north towards Balfour Avenue.

12.8.7. Maintain public views from the Balfour-Gorge intersection towards the Olympic Mountains

12.8.8. Establish buildings with an active street frontage and uses along Gorge Road, with enhanced streetscape supporting an urban village character between Balfour Avenue and Irma Street

12.8.9. Building heights and scale should be sympathetic to the scale, character and context of the area which is primarily Urban Residential along

12.8.10. Seek opportunities to improve tree canopy.

Gorge Road Hospital Site concept plan

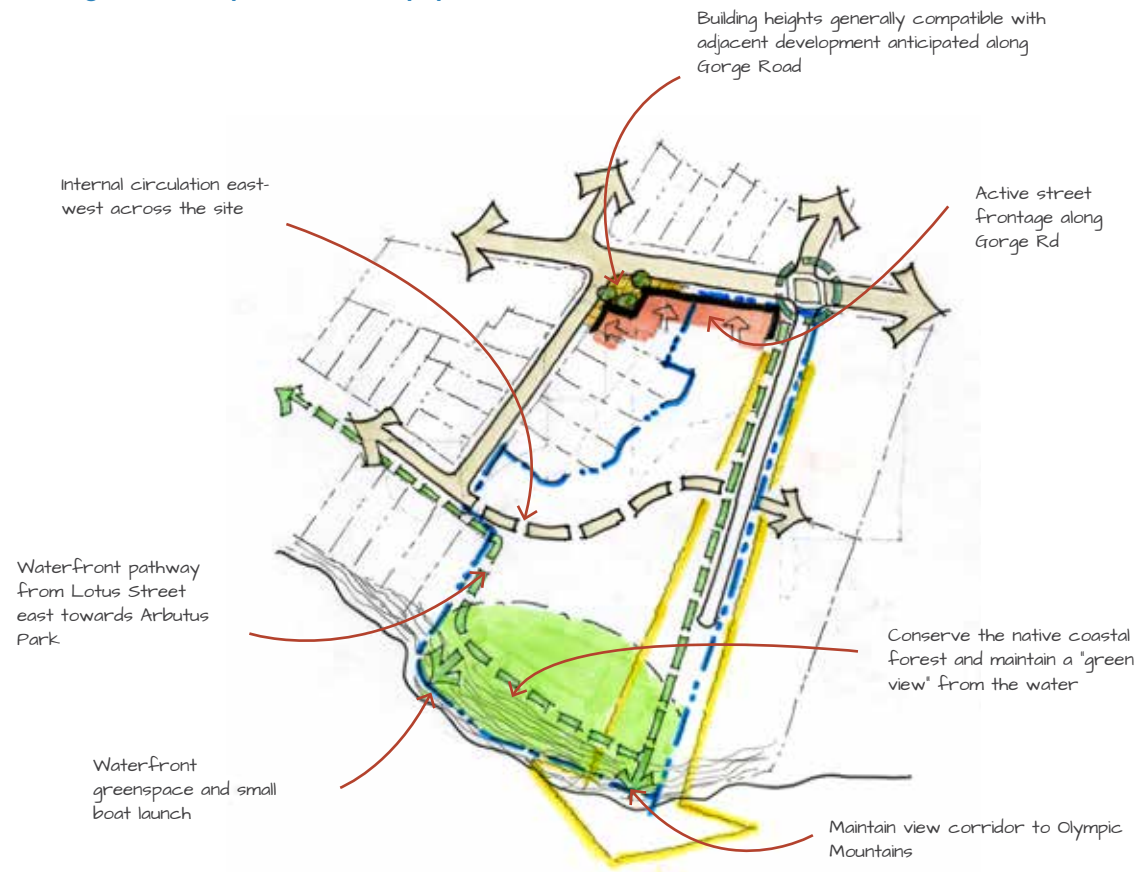
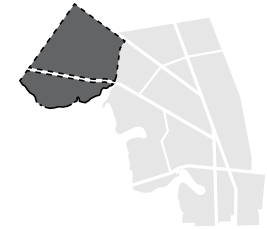


Figure 2. Concept sketch showing principles for Gorge Road Hospital Site

Gorge Residential Sub-Area

Special Planning Areas Cont'd



12.9. Chown Place Policies

Chown Place provides affordable housing for seniors in an environment with a high amount of open space. The site incorporates fruit trees from its former use as an orchard. A small Gary Oak meadow exists on the south side of the site, adjacent to Irma Street. The site is currently developed to a relatively low density. Principles for the redevelopment of Chown Place include:

- 12.9.1. Any redevelopment of the site should maintain its affordable housing function
- 12.9.2. Protect or replace all existing non-market housing units
- 12.9.3. Provide circulation for pedestrians through the site to connect with the existing street network
- 12.9.4. Protect the existing Garry Oak Meadow and views at the end of Irma Street
- 12.9.5. Consider a mix of townhomes, stacked townhomes or low-rise multi-unit buildings up to 3 storeys in height and up to 1.0 FSR to site
- 12.9.6. Enhance the tree canopy including tree species within the landscape which reflect the site's history as an orchard.

Gorge Sub-Area

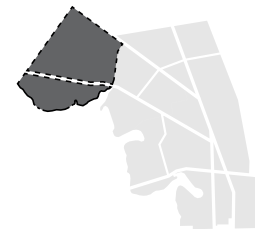
Selkirk and Cecelia

Douglas Corridor

Rock Bay

Gorge Residential Sub-Area

Walking and Cycling Improvements



12.10. Walking and Cycling Priorities

The following desired improvements are listed in general order of priority, recognizing that funding, needs and opportunities may change over time.

12.10.1. Doric Connector: Establish a pedestrian and bicycle connection from Maddock Street to Cecelia Road and the Galloping Goose Regional Trail.

12.10.2. Burnside Road: Complete detached sidewalk along length of Burnside Road, with treed boulevards where voluntary easements can be acquired. Evaluate removal of an eastbound lane to accommodate on-street parking or a bicycle lane (with Saanich)

12.10.3. Gorge Road: Retrofit existing sidewalk in constrained locations on south side to address barriers (trees, utility poles). Seek to address trees, utility poles and encroaching vegetation in the sidewalk on the north side.

12.10.4. Washington Avenue: Complete a sidewalk on Washington Avenue from Gorge Road to Arbutus Park.

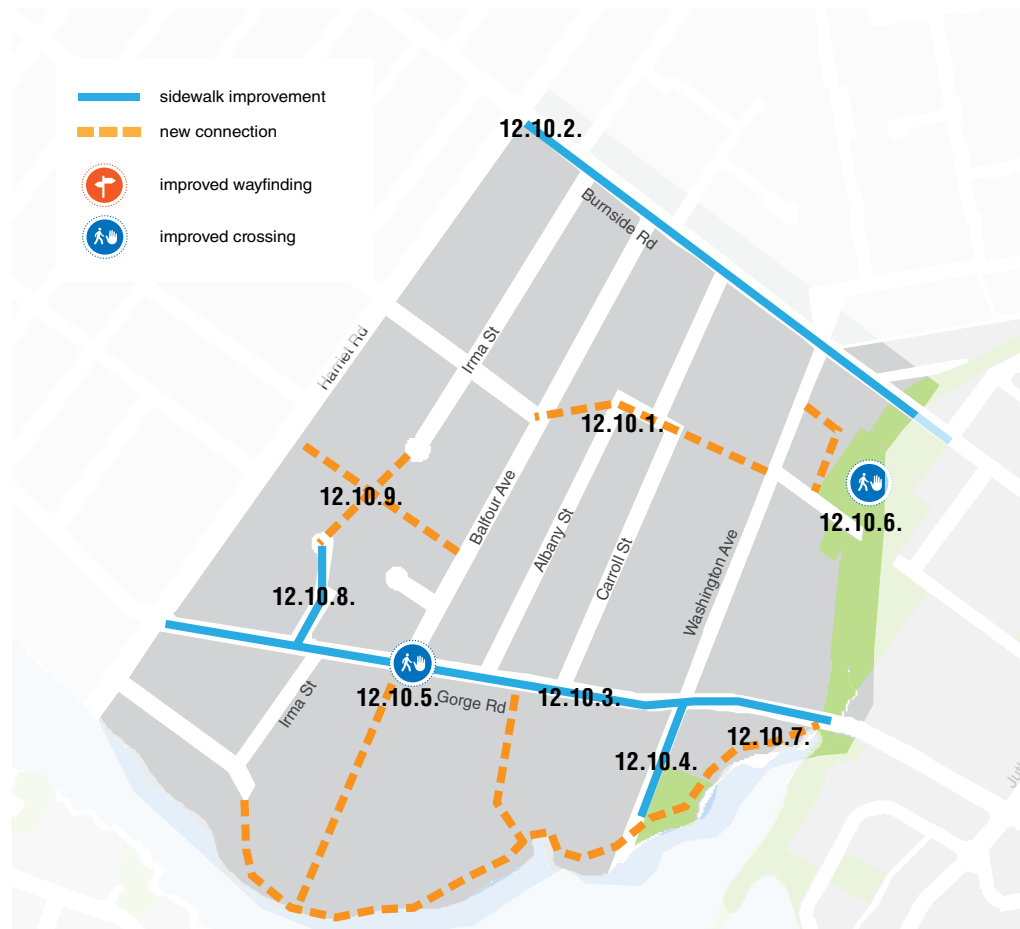
12.10.5. Gorge Road and Balfour Avenue: Create the fourth leg of the crosswalk across Gorge Road and install sidewalk on east side of Balfour where missing (immediately north of Gorge Rd).

12.10.6. Galloping Goose Wayfinding: Improve pathway (e.g. lighting, grade) and add signage to better connect Cecelia Road, Napier Lane, the Galloping Goose trail, and Burnside Road.

12.10.7. Galloping Goose to Washington Avenue: Complete a bicycle and pedestrian connection between the Galloping Goose, Arbutus Park and Washington Ave. [also see Section 12 - Parks, Trails and Open Spaces on page 85]

12.10.8. Irma Street: Install sidewalk connecting Gorge Rd East to private walkway at end of cul-de-sac.

12.10.9. Create pedestrian connections through Chown Place (with redevelopment or partnership).



Map 10: Walking and cycling improvements for the Gorge Residential Sub-Area

Gorge Residential Sub-Area

Roadway Improvements

12.11. Burnside Road

Burnside Road is to be prioritized as a people place characterized by sidewalks separated from traffic by planted medians and canopy trees, by on-street parking and by redevelopment creating a positive environment along the street. Burnside Road is also part of the City's secondary bicycle network.

12.11.1. Interim Improvements

a. Complete detached sidewalk along length of Burnside Road, with treed boulevards where voluntary easements can be acquired. Evaluate removal of an eastbound lane to accommodate on-street parking or a bicycle lane (with Saanich)

b. If the proposed Cecelia Road Greenway is not completed in due course, bicycle facilities on Burnside Road should be prioritized in place of on-street parking from Harriet Road to Douglas Street.

Note that between Washington Ave. and Harriet Road, the District of Saanich is responsible for the roadway (curb-to-curb). Any future improvements within the roadway will need to be agreed upon by the District of Saanich.

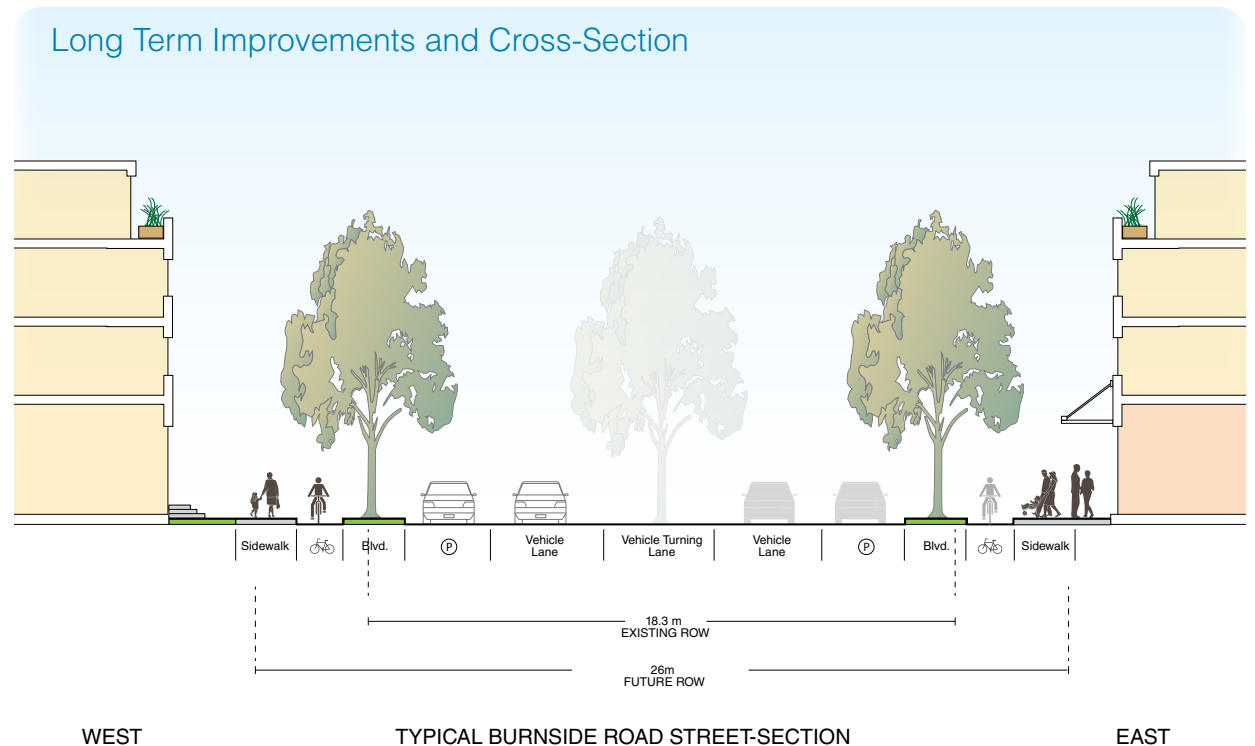
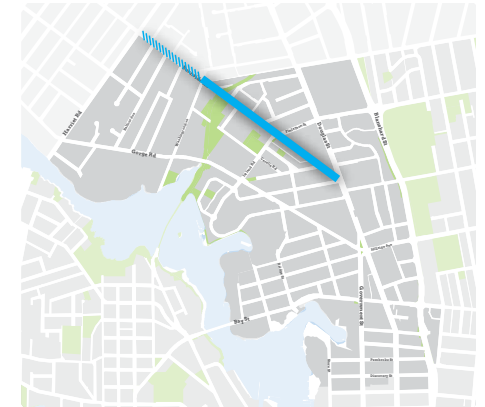


Figure 3: Long term cross section for Burnside Road

Gorge Residential Sub-Area

Roadway Improvements



12.12. Gorge Road

Gorge Road is designated as part of the City's priority All Ages and Abilities bicycle network and is identified as an important Frequent Transit corridor which will connect Vancouver Island Technology park, both Camosun College campuses, UVic and the Hillside and Tillicum shopping centres.

12.12.1. Interim Improvements

a. Seek easements or property along Gorge Road west of Cecelia Ravine to complete protected bicycle lanes consistent with the Bicycle Master Plan, prior to redevelopment of properties.

b. Implement protected bicycle lanes in existing roadway east of Jutland Road by removing one inbound (eastbound) travel lane, concurrent with bicycle improvements to Government Street consistent with the All Ages and Abilities bicycle network. These changes should be accompanied by improvements to optimize traffic flows to support frequent transit levels of service.

c. Work with BC Transit to support improvements (e.g. signal prioritization, enhanced bus shelters supporting real-time information) to support the Frequent Transit corridor.

d. Improve connections from Gorge Road to the Galloping Goose Regional Trail, through completion of a trail connection to Washington Avenue (see p. 56).

Long Term Improvements and Cross-Section

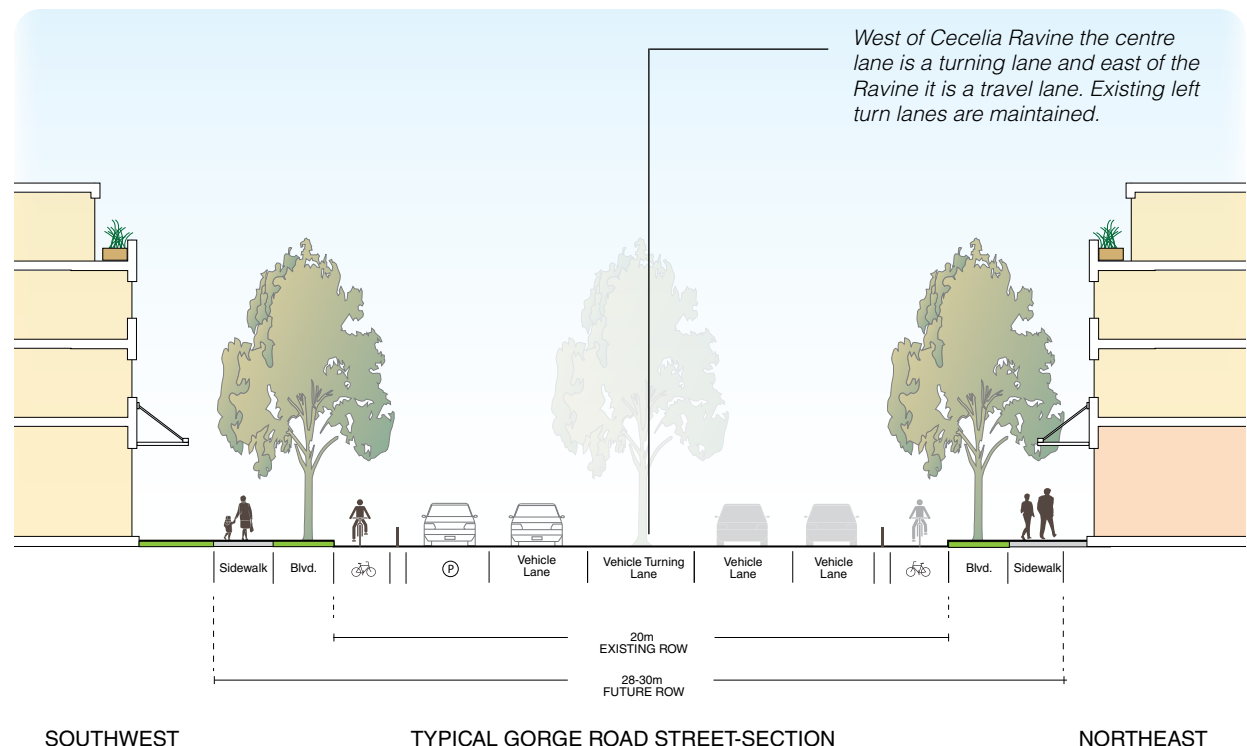
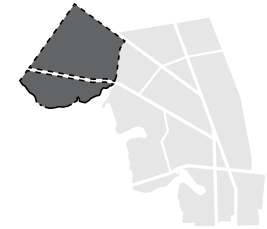


Figure 4: Long term cross section for Gorge Road

Parks, Open Space and Trails



12.13. Enhancing Existing Parks and Natural Areas

12.13.1. Arbutus Park: In 2016, Arbutus Park is under-utilized and indeed not well-known to residents of the neighbourhood. This presents a key opportunity for enhancement that would draw people to the waterfront. The City should engage in a park design and management plan guiding improvements to the park. Principles guiding park design include:

- Create a variety of activities and facilities to draw different park users. During the local area planning process, residents expressed interest in a playground and family activities, picnicking, community garden space, improved connections to walking paths, a space for dogs (delineated from the rest of the park), enjoyment of nature, access to the water, and improved sense of safety as ideas of important things to consider.
- Improve wayfinding to the park and provide a sidewalk connection to Gorge Road.
- Undertake an environmental review and conduct detailed design of a pathway to connect Arbutus Park to Cecelia Ravine Park that minimizes environmental impacts to the important ecology of the shoreline and mud flats.

12.13.2 Cecelia Ravine Park: Update Park Management Plan and design for the addition to Cecelia Ravine Park (acquired in 2016), the enhancement of an event/gathering space, and enhanced connections to Cecelia Road

12.14. New Parks and Public Spaces

12.14.1. Harriet Road Waterfront: In conjunction with Saanich, develop an improvement plan for this undeveloped road right-of-way area. Residents expressed interest in the following improvements: a waterfront overlook, considering views to the Gorge as well as westward along the Gorge; access to the water for swimming (e.g. swim raft) and possibly boat launch; connection to a waterfront trail system; and a play area for children.

12.14.2. Manchester Road Green: Expand the existing greenspace along Manchester Road to create a small green space serving and enhancing this evolving residential area.

12.14.3. Gorge Road Hospital Site: Consider development of a waterfront park as part of any major redevelopment of the Gorge Road Hospital site. In the interim, seek an easement agreement to secure lands for the future development of a waterfront walkway.

12.15 Paths and Trails

12.15.1. Waterfront Pathways: Completion of the waterfront walkway from the Galloping Goose Regional Trail to Lotus Street is a priority for the neighbourhood.

- Accelerate completion of a pathway link between the Galloping Goose and Arbutus Park, designed for pedestrians and cyclists.

- The pathway west of Arbutus Park may be designed for pedestrians only, or for pedestrians and cyclists depending on the available widths and existing habitat, slopes and other constraints.
- Emphasize the preservation and enhancement of shoreline and aquatic habitats in any waterfront pathway development.
- Seek opportunities along the pathway to interpret the history and natural environment of the Gorge Waterway.
- Provide seating places and shaded areas to accommodate people of all abilities

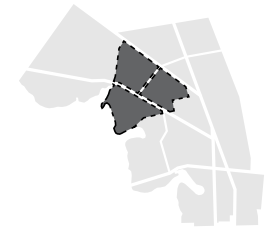
12.16.2. Doric Connector: Completion of the Doric Connector is a priority for the neighbourhood, and supports the land use vision of establishing a Large Urban Village in the Cecelia-Jutland area.

12.17 Natural Environment

12.17.1. Habitat restoration: Continue to work with the Gorge Waterway Initiative and other partners to support the restoration of shoreline and aquatic ecosystems through habitat enhancement projects. Continue to work on invasive species removal and the planting of native vegetation in Cecelia Ravine. Improve the mouth of Cecelia Creek for fish habitat. Ensure that waterfront pathway design and construction, boat launches and other features do not cause negative impacts on sensitive shoreline and aquatic ecosystems.

13. Selkirk and Cecelia Village Sub-Area

Future Land Use Directions and Urban Design



Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

The vision for this area is to develop as a more urban, mixed use heart of the neighbourhood, between the residential areas to the west and the employment areas to the east, accessible to the Galloping Goose Regional Trail. The vision could add 1,500 residents to the areas near Cecelia Road, Jutland Road and Selkirk Village, supporting more vibrant destinations at Selkirk Village with its waterfront, shops, services and gathering places. It includes unique opportunities for mingling light industrial spaces with residences, and supports a second focus for the urban village at the Jutland-Cecelia intersection, anchored by the Burnside School.

Over time, Jutland Road is envisioned to evolve into a main street with a mix of retail, housing and employment and high quality public spaces.

With its proximity to Downtown and Selkirk Village and its urban context, the Sumas residential area to the southeast of Jutland Road is ideally suited for residential infill development. New housing along local streets should maintain the character of tree-lined streets and front yards in this residential pocket and retain the most important heritage homes.

Along Cecelia Road and adjacent to Selkirk Village, industrial and employment uses may transform over time with new development which generally maintains ground floor industrial-flex spaces with residential uses above. This vision balances preservation and enhancement of employment lands, and the addition of multi-unit housing supporting the expanded urban village.



Figure 5. Concept drawing showing the future vision of Selkirk and Cecelia Village, with protected bicycle lanes, on-street parking, and new gathering spaces and mid-rise buildings.

Selkirk and Cecelia Village

Land Use Policies

13.1. Land Use Policies

13.1.1. New mixed use development will be supported along Jutland Road, subject to the following:

- a. new buildings having active storefront-type frontages along Jutland Road.
- b. On parcels designated Urban Village, village commercial uses should be located at the ground level, particularly at the corners of Jutland and Cecelia Roads. (See pp. 26-27)
- c. On parcels designated Employment with Limited Residential, light industrial or commercial uses, including village commercial uses, should be located at ground level.

13.1.2. Along local streets in the Sumas residential area east of Jutland Road, new intensive residential development will be encouraged through redevelopment of existing structures to include:

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

- a. Structures to be converted to residential use, including buildings up to three storeys, with density up to 1.2 FSR, are appropriate generally on consolidations of two lots or on larger lots, consistent with Map 10. Less intensive infill options including house conversions are supported on individual lots.
- b. Homes listed on the Heritage Register, or of heritage merit, should be retained and protected through heritage designation as a condition of any rezoning which adds density (See Figure 19-21).

13.1.3. New residential development will be supported along Burnside Road between Jutland Road and the laneway north of Manchester Street, subject to the following:

- a. New attached dwellings or apartments, up to four storeys, are encouraged generally on consolidations of two or more lots.
- b. A base density of 1.2 FSR is supported, with density up to 2.0 FSR where amenity contributions are provided to offset the impacts of density.
- c. New residential development may include commercial uses on the ground floor, except retail and restaurant uses unless adjacent to Jutland Rd.

13.1.4. New residential development will be supported in the Industrial Employment with Limited Residential areas (see Map 10) only where one storey of light industrial flex space is provided at the ground level. Along Cecelia Road only, the actual use of this space may include uses which

activate the street such as cafes, food services, personal services and retail uses.

13.1.5 Light industrial flex space should include sufficient floor-to-ceiling heights to accommodate light industrial uses, which may include a mezzanine level, as well as provisions for truck loading, and should meet codes and design guidelines for appropriate separation from non-industrial uses above

13.1.6 With any future redevelopment of the GVSD works yard, a mix of light industrial employment and residential uses, with connectivity established throughout the site, and an urban village frontage on Cecelia Road opposite the Burnside School site, would be supported.

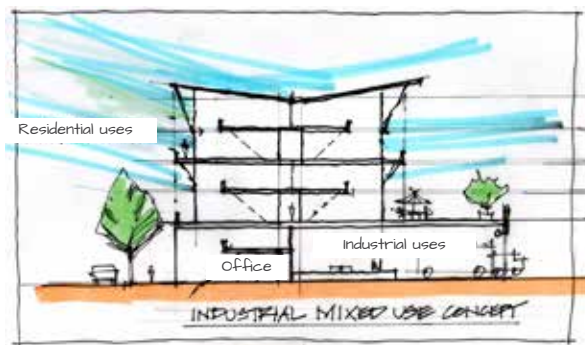


Figure 6: an example of an Industrial Employment and Residential mixed use development featuring industrial/flex space at ground level, with residences above.

Selkirk and Cecelia Village

Land Use Policies

Legend

-  Industrial Employment
-  Industrial Employment with limited residential
-  General Employment
-  General Employment with limited residential
-  Traditional Residential
-  Urban Residential
-  Large Urban Village
-  Park/Open Space
-  Special Planning Area
-  # Anticipated Building Height (storeys)

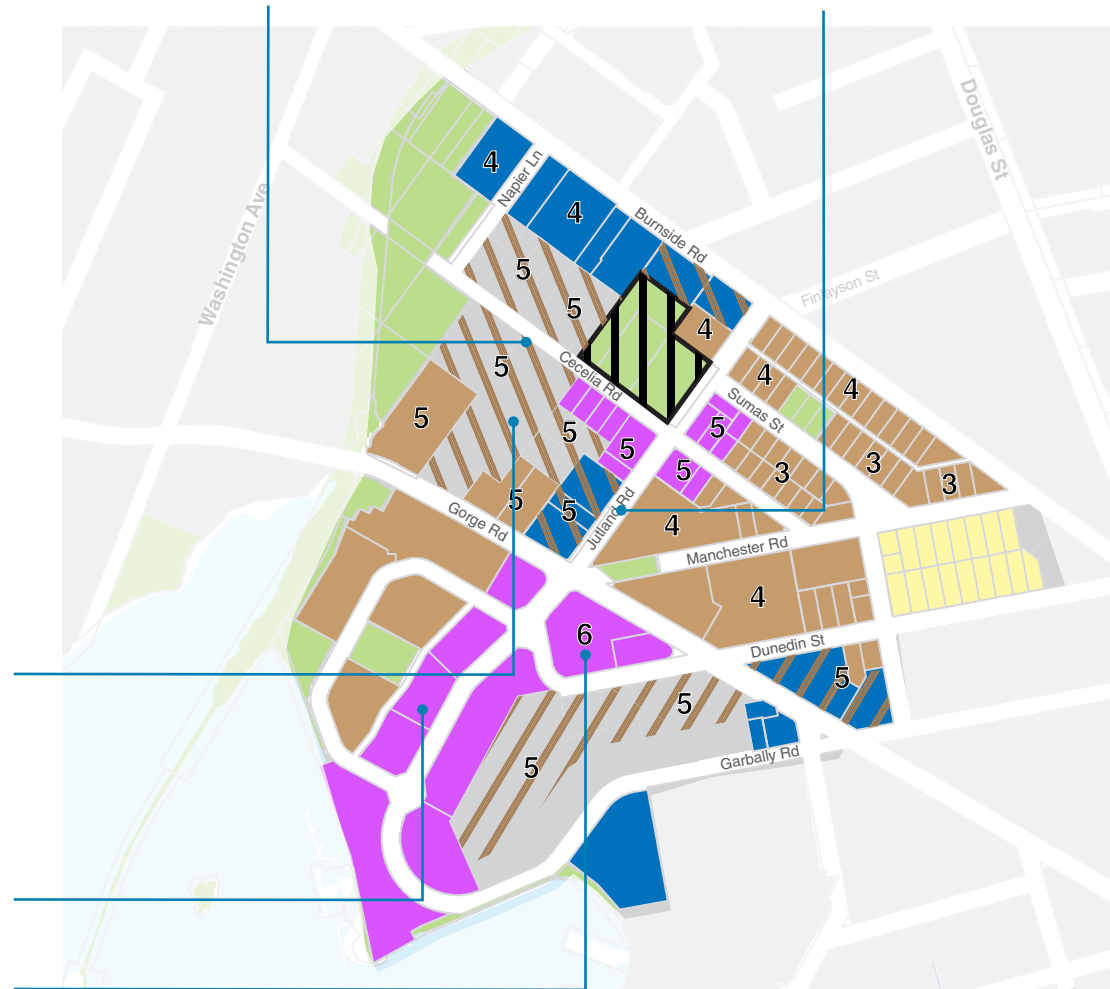
13.1.6 With any future redevelopment of the GVSD works yard, a mix of light industrial employment and residential uses, with connectivity established throughout the site, and an urban village frontage on Cecelia Road opposite the Burnside School site, would be supported.

Live-work uses or home occupations would be supported in the townhomes fronting on Jutland Road

For mixed use projects which are primarily residential on this site, more than six storeys may be supported with a building height generally consistent with the existing building across Jutland Road.

Along Cecelia Road, uses which activate the street such as cafes, food services, personal services and retail uses may be located within industrial flex spaces (see 13.1.4)

Light industrial or commercial uses, including village commercial uses, should be located at ground level along Jutland Road in areas designated for Employment with Limited Residential (see 13.1.1.c.)



Map 11: Future Land Use Map for Selkirk and Cecelia Village sub-area

Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

Selkirk and Cecelia Village

Urban Design Policies

13.2. Urban Design Policies

The City will adopt design guidelines for Selkirk and Cecelia village, the adjacent residential areas, and industrial-employment and residential mixed use areas, that include the following objectives:

13.2.1. To create a pedestrian oriented main street character with active and attractive shop fronts along Jutland Road

13.2.2. To ensure new development responds positively to topography, i.e., maintains active, accessible ground floor uses on commercial streets, and minimizes view impacts.

13.2.3. To maintain and enhance the existing character of green front yards, visible front entrances, sloping roofs, and tree-lined streets along local streets in the Sumas residential area east of Jutland Road.

13.2.4. To maintain and enhance Cecilia Road as a pedestrian oriented street by, for example, incorporating active ground floor uses and attractive frontages, incorporating residential uses on upper stories to overlook the street, and locating loading and parking, and where possible, access from the rear of developments.

Principles for development of the Cecelia Village Area

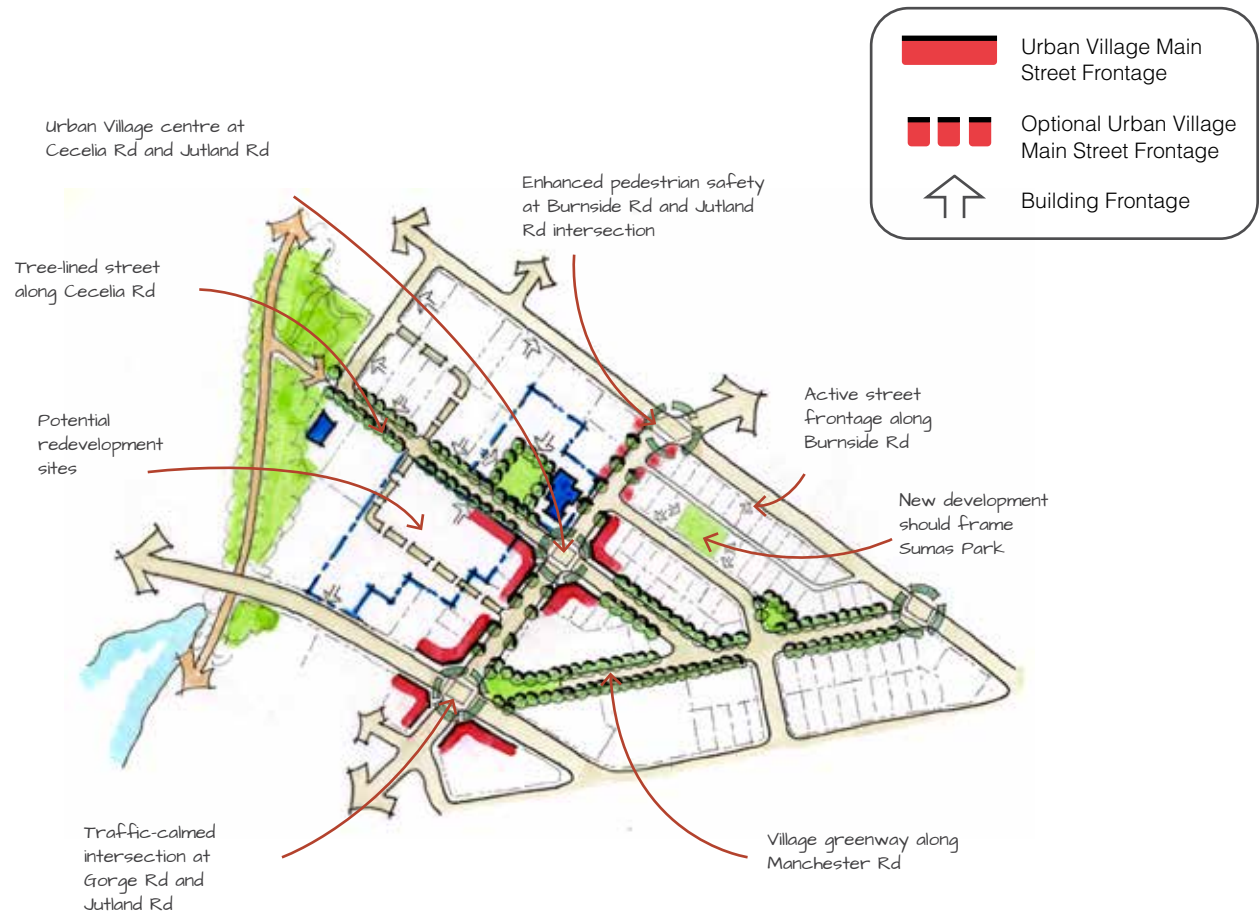


Figure 7. Concept sketch showing principles for development of the Cecelia Village Area

Selkirk and Cecelia Village

Placemaking and Public Realm

13.3. Placemaking Priorities

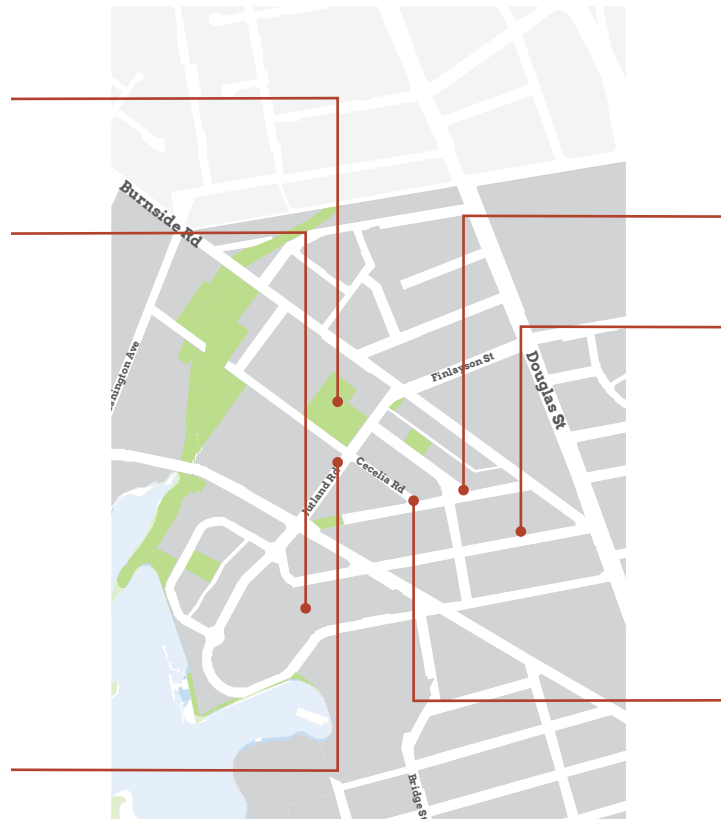
Placemaking within this area is intended to support the extension of an urban village along Jutland Road with an added focus at the Cecelia-Jutland intersection.

Incorporate a greenspace as part of a redevelopment of Burnside School site, to serve as a “Village Green” for the area.

With redevelopment, create a shared street or lane connecting Dunedin Street to Garbally Road, building on the design features of Selkirk Village but supporting light industrial uses at grade.



Develop a distinctive streetscape for Jutland Road, considering street furnishings, landscape, pavement, public art or other features. The Jutland-Cecelia intersection should be a focus of design, wrapping around the corners to provide gathering space.

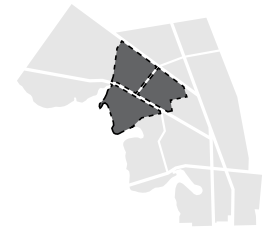


Expand and enhance the greenspace at Sumas and Manchester Streets to create a more attractive small public space.

Establish quality landscape and streetscape to create a pleasant interface between residential area and industrial-employment across Dunedin Street.



Develop a tree canopy along Cecelia Road, and maintain the distinctive flowering trees on Manchester Road and Frances Street.



Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

Selkirk and Cecelia Village

Special Planning Areas

13.4. Burnside School Site

The Burnside School is expected to continue to function as a school with potential for communities facilities and amenities at the site. The following policies would apply if the Burnside School site is redeveloped for uses other than school functions. In this case, the Burnside School site is envisioned as a site for re-use and redevelopment with opportunities for community-serving space. In the case of redevelopment, this site should include:

13.4.1. Redevelopment as a mixed use site considering opportunities for community uses and space

13.4.2 A revitalized Burnside School Building, conserving the building's heritage and exploring opportunities for community-oriented uses.

13.4.3. A green space, fronting on Cecelia Road, serving as a central greenspace for the urban village focused at Cecelia-Jutland.

13.4.4. Consideration of additional housing including affordable housing consistent with the scale of the urban village.



Selkirk and Cecelia Village

Walking and Cycling Improvements

13.5. Walking and Cycling Priorities

The following desired improvements are listed in general order of priority, recognizing that funding, needs and opportunities may change over time.

13.5.1. Alpha Street: Complete sidewalk, boulevard and wayfinding signage (for Galloping Goose) on Alpha Street.

13.5.2. Jutland Road and Burnside intersection: Evaluate this intersection for pedestrian improvements, giving consideration to sightline issues and reviewing the need for the southbound merging lane south of Burnside Road.

13.5.3. Jutland Road and Gorge Road Intersection: taking into account the designation of an alternative primary truck route, establish a more pedestrian-friendly design for the intersection. Enhance the visibility of connections between this intersection and Manchester Road.

13.5.4. Create a new street linking Dunedin Street to Garbally Street, building on the character of Selkirk Village (with redevelopment).

13.5.5. Jutland is envisioned as a main street, complete with sidewalks and street trees. For more information, see placemaking on page 43.

13.5.6. Improved wayfinding signage from Galloping Goose to Jutland Road in Selkirk Village.

13.5.7. Evaluate the need for a pedestrian crossing of Burnside Road near Manchester Road as redevelopment occurs.

13.5.8. Introduce traffic calming at the Manchester-Sumas intersection to support the neighbourhood connection for cyclists, along with improvements to the triangular green space.



Map 12: pedestrian improvements for the Selkirk and Cecelia Village Sub-Area

Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

Transportation and Mobility

Roadway Improvements



13.6. Jutland Road

Jutland Road is the future main street for Selkirk and Cecelia Village, as well as part of the primary bicycle network. Priorities include enhanced streetscapes and street furnishings, trees, and bicycle facilities, while maintaining the role of on-street parking in buffering pedestrians, calming traffic and supporting businesses. The City should evaluate the potential for alternative routes for heavy trucks and consider redesign of Jutland Road's intersections at Burnside Road and Gorge Road to better support pedestrians.

Interim Improvements

13.6.1. Interim improvements enhance the Jutland-Burnside intersection, removing a southbound travel lane. Enhanced bicycle facilities co-exist with on-street parking on one side of the street. The overall design results in the loss of 8 on-street parking spaces out of 23 total.

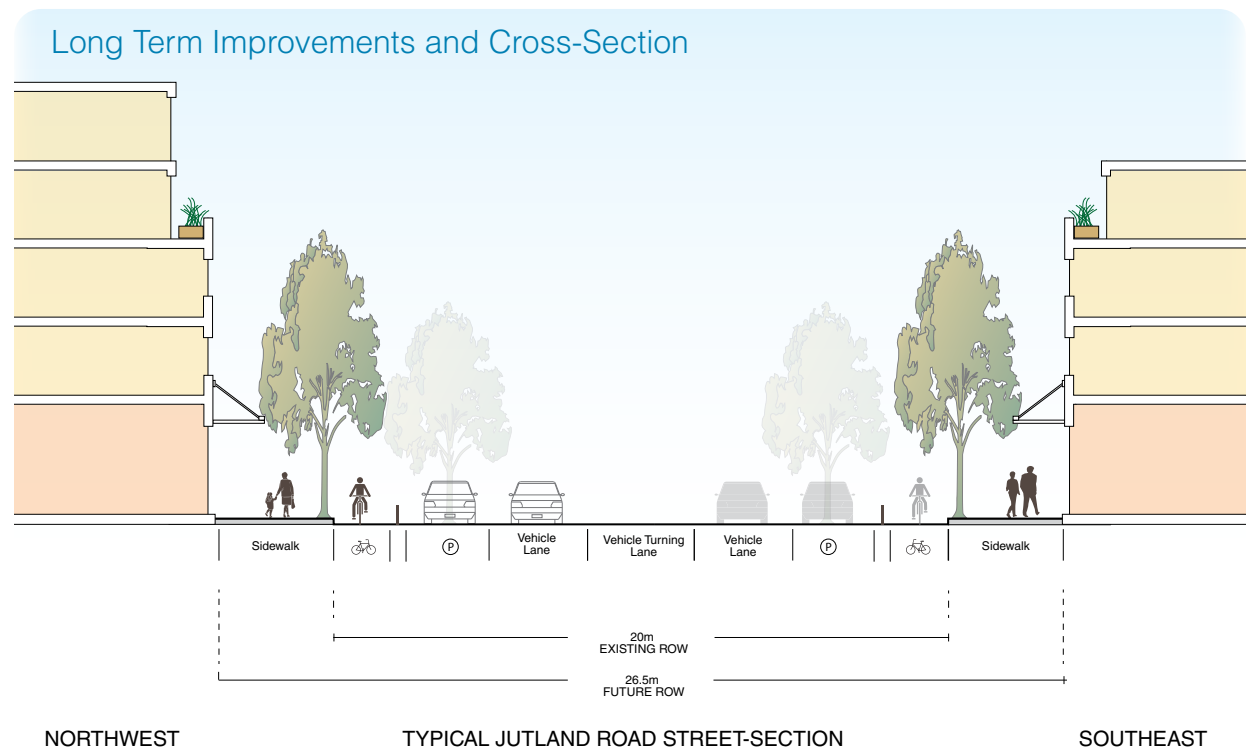


Figure 8: Long term cross section for Jutland Road

Selkirk and Cecelia Village

Parks, Open Space and Trails



13.7 Enhancing Existing Parks and Natural Areas

13.7.1. Cecelia Ravine Park: Significant investments have been made in Cecelia Ravine Park, and the community sees opportunities to increase use of the park even further. A management plan for the park was approved by Council in 2011 and key initiatives identified in the plan have already been completed, including the installation of the youth bike park, a community garden and the beginnings of some stream restoration work. A large section of the green space is owned by the Capital Regional District (CRD) and operated as the Galloping Goose Regional Trail.

Ravines can play a critical role in the protection of natural values in urban areas. In addition, Cecelia Creek was one of the first streams to be day-lit within the boundaries of the City of Victoria.

- a. Work to remove invasive species and to improve native habitats in the ravine. Continue restoration of the creek and watershed. In addition, opportunities to make the mouth of Cecelia Creek more fish-friendly should be explored.



- b. Enhance the park's function for events through improvements to the amphitheater function, collaboration with the Burnside Gorge Community Associate on programming, and consideration of a shelter, seating, or other features to support music performances, block parties, films, live theatre, or casual neighbourhood gatherings.
- c. Improve wayfinding signage to the park as well as internal park signage.
- d. Improve the connection of Cecelia Ravine and Cecelia Road through pathway improvements (e.g. grade, signage and lighting). See also 12.10.6.
- e. Update Park Management Plan and design to include the addition to Cecelia Ravine Park (acquired in 2016)

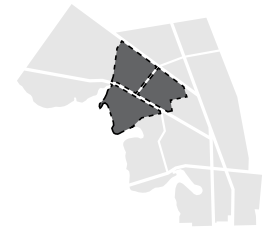
13.8. New Parks and Public Spaces

13.8.1. Burnside School Site: As part of a re-use of the Burnside School site, consider the establishment of a green which serves as open space for the emerging urban village. This space may use all or part of the existing greenspace on the school site and should be designed in conjunction with a re-use of the site which retains the existing heritage school.

13.9. Paths and Trails

13.9.1. Galloping Goose: Work with the CRD to:

- a. Improve connections to the Galloping Goose at Gorge Road, Cecelia Road, and Alpha Street.
- b. Improve conditions along the Galloping Goose to enhance sense of safety, lighting, and better sharing of the trail among different user groups.
- c. Widen the trail surface to a minimum 5m width.
- d. Improve wayfinding signage from the Galloping Goose to Jutland Road in Selkirk Village, Cecelia Road, Burnside Road and Alpha Street.



Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

14. Douglas Corridor Sub-Area

Future Land Use and Urban Design

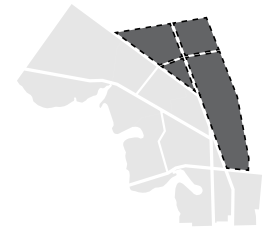
Douglas Corridor is envisioned to be the future Rapid Transit spine for the region, with stations envisioned at Mayfair Town Centre, near the intersection of Douglas Street and Finlayson Street, and at Humber Green, near the intersection of Douglas Street and Market Street.

In the years ahead, BC Transit expects to invest in creating a Frequent Transit level of service, including enhanced station areas and 24-hour bus lanes, as an ongoing transition to Rapid Transit.

Future mixed-use development will be focused on the station areas at Mayfair Town Centre and Humber Green, with much of the remaining corridor reserved for general employment uses including light industry. These areas provide an important reserve of land for future business.



Figure 9: Concept drawing showing an example of a frequent transit route through a Town Centre, with enhanced sidewalk and protect bicycle lanes framed in by tall buildings. In this example, Light Rail Transit (LRT) is shown with tracks along the side of the right-of-way, although centre lane is another common case for LRT.



Douglas Corridor

Land Use Policies

14.1. Humber Green

Humber Green is the future northern gateway to downtown and as such will support a mix of commercial and residential uses which emphasize retail frontages along Douglas Street.

Humber Green Land Use Policies:

- 14.1.1. New commercial and mixed-use development will be supported along arterial roads in Humber Green Village.
- 14.1.2. New commercial, mixed-use or residential uses will be supported fronting on the internal streets of Humber Green: Ross Lane, Hill Street, Westborough Place, and Kings Road.
- 14.1.3. New development of up to six storeys with a base density of 1.5 FSR is supported, with a maximum density of 2.5 FSR where developments contribute towards public amenities which make the area more livable will be supported.
- 14.1.4. Development in Humber Green Village should be consistent with section 14.6, Humber Green Principles for Redevelopment.
- 14.1.5 Conditions on the west side of Douglas Street are not currently conducive to residential development. However, as amenities are added to the area, and rapid transit is developed commercial-residential mixed use, may be supported in the future

14.2. Mayfair Town Centre:

Mayfair Town Centre will evolve as a mixed use area with active building frontages along arterial corridors, with a particular focus on Douglas Corridor as the retail main street.

Mayfair Town Centre Land Use Policies:

- 14.2.1. New commercial, residential and mixed use development will be supported subject to the following criteria:
 - a. a base density of 1.5:1 FSR, and a maximum density of up to 3.0:1 FSR. An additional 10% density above the maximum may be supported where non-market housing is included on-site.
 - b. buildings of up to 6, 10 or 12 storeys as shown in Map 12.
 - c. On the Mayfair Shopping Centre site, taller buildings should be focused closer to Douglas Street.
 - d. New development fronting arterial roads should include commercial uses on the ground floor.

14.3. Douglas Corridor General Employment Lands

Those areas in between Mayfair Town Centre and Humber Green Village are an important reserve of general employment and industrial employment lands.

General Employment Lands Land Use Policies

- 14.3.1. Maintain industrial or general employment zoning within these areas, consistent with the Official Community Plan and Map 13.
- 14.3.2. Areas of general employment uses with residential uses on upper floors may be developed only along Burnside Road between Frances Street and Manchester Road as shown in Map 13. Lots which front onto both Burnside Road and Douglas Street may contain residential uses at grade if a significant employment component is included in the part of the lot along Douglas Street which is designated as General Employment.
- 14.3.3. Where rezonings along the south side of Dunedin Street, between Sumas Street and Burnside Road, involve industrial use, these uses should be limited to light industries which are compatible with the existing residential uses across the street.

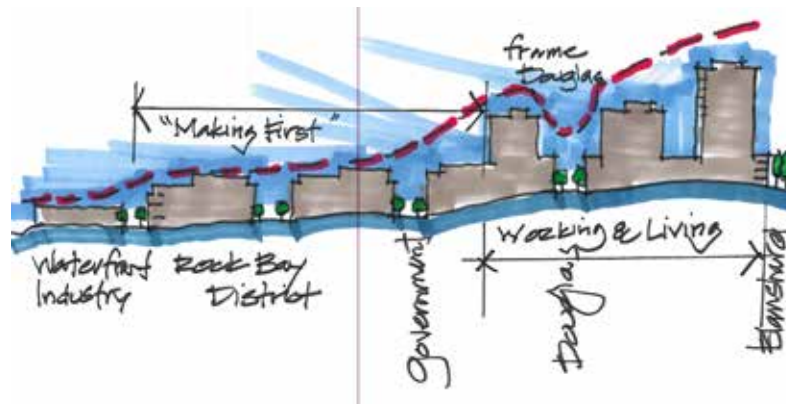
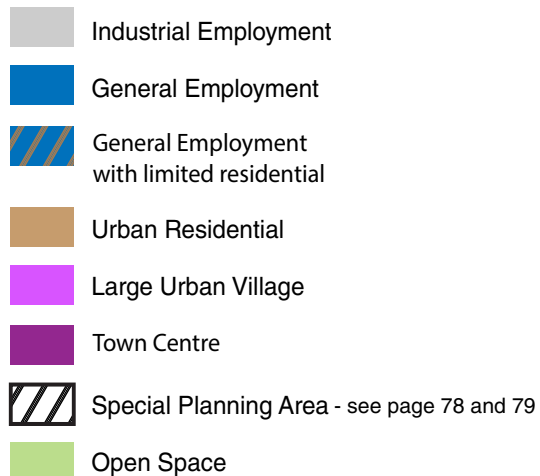


Figure 10: Land Use Concept showing a 'stepping down' of density from the Douglas Corridor to Rock Bay and the Waterfront

Douglas Corridor

Land Use Policies

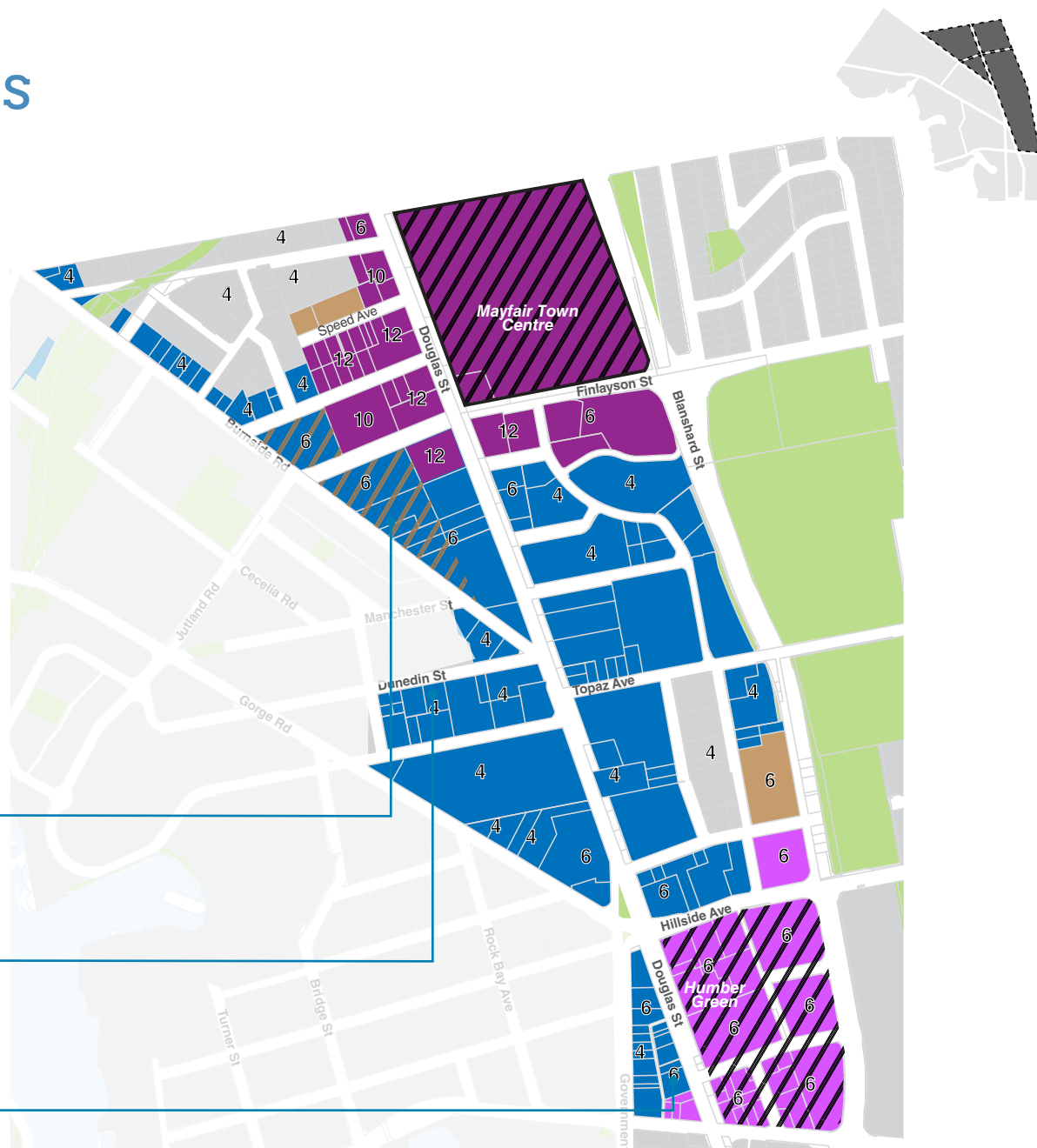


Anticipated Building Height (storeys)

Lots which front onto both Burnside Road and Douglas Street may contain residential uses at grade if a significant employment component is included in the part of the lot along Douglas Street which is designated as General Employment (see 14.3.2.)

Any rezonings which include industrial uses on the south side of Dunedin Street should be compatible with residential uses across the street (see 14.3.3)

Conditions on the west side of Douglas Street are not currently conducive to residential development. However, as amenities are added to the area, and rapid transit is developed commercial-residential mixed use, may be supported in the future



Map 13: Future Land Use Map for Douglas Corridor sub-area

Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

Douglas Corridor

Urban Design Policies

14.4. Douglas Corridor Urban Design Policies

The City will adopt design guidelines for Douglas Corridor, including Mayfair Town Centre and Humber Green, that may include the following objectives:

14.4.1. To emphasize pedestrian orientation, activity and interest and a fine grain rhythm of shop fronts along the entire length of Douglas, with special emphasis on Humber Green and Mayfair Town Centre.

14.4.2. To incorporate small transit plazas in locations of future rapid transit stations that are defined and activated by new development.

14.4.3. To support evolution of the Mayfair Town Centre and Humber Green area as consistent with the principles in Figures 12 and 13

14.4.4. To establish prominent buildings at terminating vistas at street-ends and triangular blocks.

14.4.5. To manage transitions between residential and industrial/commercial uses through sensitive design and landscape.

14.4.6. To encourage building design to relate to future Frequent Transit and Rapid Transit stops on Douglas Street.



Figure 11: illustrating the concept of incorporating small transit plazas for future rapid transit stations that are defined and activated by new development.



Example of an architectural feature at a terminating vista.

Douglas Corridor

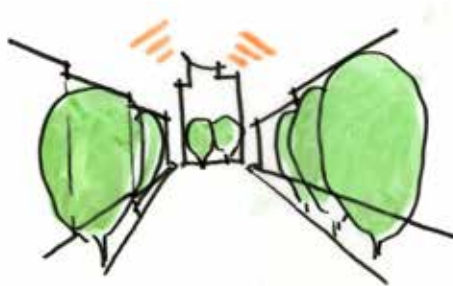
Placemaking and Public Realm

14.5. Placemaking Priorities

Douglas Corridor should evolve into a grand street for Victoria, flanked by canopy trees. Designs for streetscape and street furnishings should eventually convey a sense of the downtown extending north to the Humber Green intersection, which becomes a gateway.

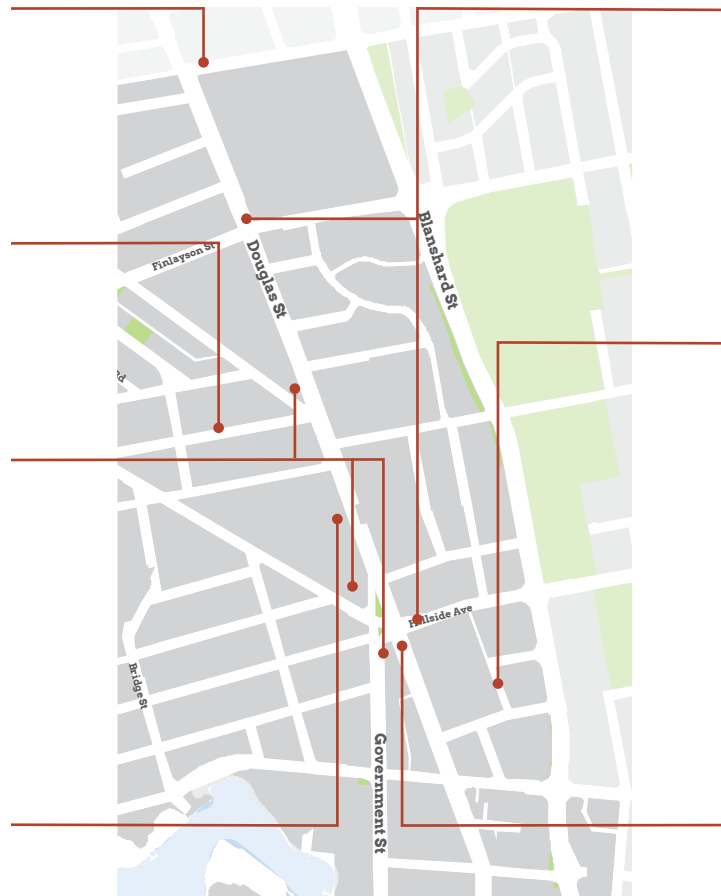
Develop Douglas Street as a corridor supportive of pedestrian activity, with mature street trees, distinctive street furnishings and separation of pedestrians from traffic. Over time, establish a cohesive urban design that continues the character of downtown extending to the Humber Green intersection.

Ensure streetscape, street trees and landscape support a sensitive transition from residential uses to light industrial or commercial uses on Dunedin Street.

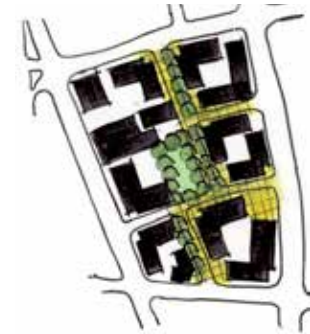


Establish prominent buildings at street-end vistas at these locations.

Work with BC Transit to enhance the pedestrian experience along Douglas Street adjacent to the BC Transit depot.



Locate plazas at the northeast corner of Douglas-Finlayson and Douglas-Market to support future transit stations and take advantage of solar orientation in the winter.

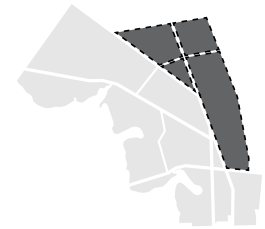


Develop the internal streets within Humber Green (Ross Lane, King's Street and Westborough Place) as shared spaces (e.g., "woonerfs") to create a strong pedestrian orientation.

Establish street trees and create a green space near the intersection of Ross Place and King's Road to provide a respite from surrounding heavily trafficked arterial roads.

Celebrate the creek which once flowed near Kings Road and Westborough Place.

Consider a re-design of the Humber Green intersection, with enhanced pedestrian space and crossing, with new development set back from the intersection and establishing a strong tree canopy.



Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

Douglas Corridor

Special Planning Areas

14.6: Principles for Redevelopment of Mayfair Shopping Centre

14.6.1. Redevelopment of the Mayfair Shopping Centre site should establish an internal block structure and connectivity for pedestrians, cyclists and cars and automobiles.

14.6.2. Douglas Street should be developed as a main street focused around the future transit station, with smaller storefront modules, high quality pedestrian facades and streetscapes featuring canopy trees.

14.6.3. New development along Douglas Street should establish a three- to five-storey streetwall. Taller buildings elsewhere should establish a two- to five-storey streetwall. Development should be sited to anticipate future right-of-way for Rapid Transit.

14.6.4. A cycling connection should be established connecting Oak Street in Saanich to Nanaimo Street in Victoria.

14.6.5. A plaza should be established near the future Rapid Transit station between Speed and Finlayson Streets.

14.6.6. With a major rezoning of the Mayfair Town Centre, on-site amenities should be considered and may include public open space, affordable housing, community use spaces or enhancements to nearby parks, trails or other public amenities.

14.6.7. Taller buildings should generally be focused on the western part of the site, in order to reinforce Douglas Street's role and transition to neighbourhoods to the east. Buildings exceeding 12 storeys may be considered at the intersection of Douglas Street and Finlayson Street.

14.6.8. Major redevelopment of the Mayfair Shopping Centre should include a public open space appropriate to the intensity of development.

Principles for development of Mayfair Mall

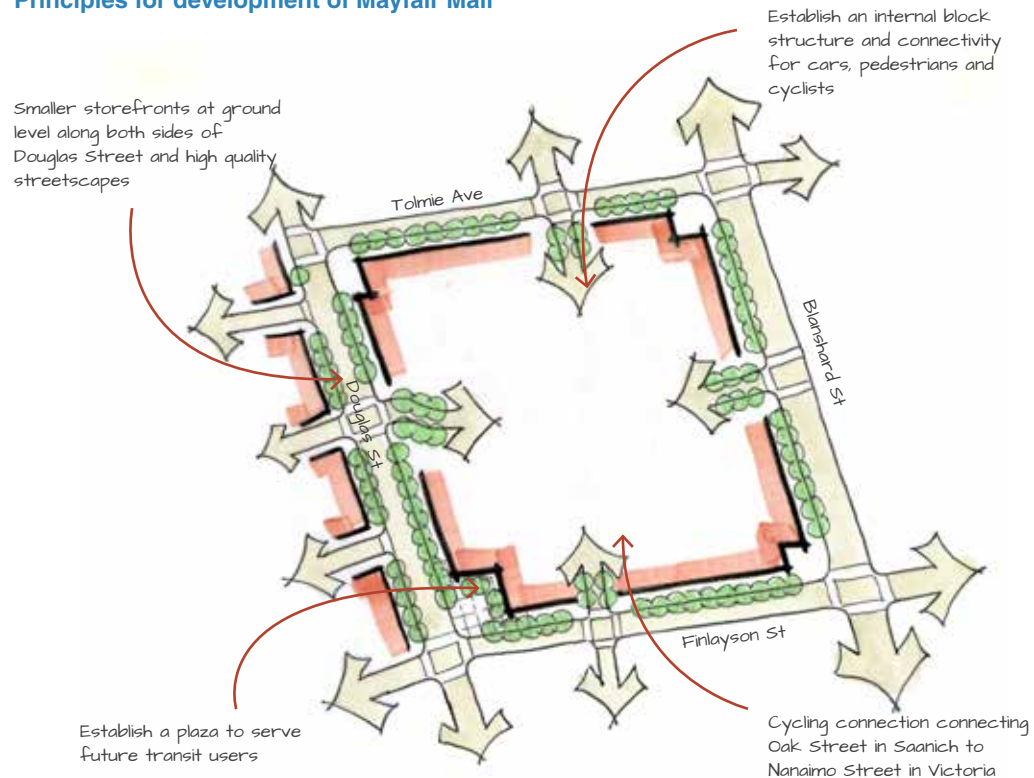


Figure 12: concept sketch showing principles for development of Mayfair Mall

Douglas Corridor

Special Planning Areas

14.7 Principles for Redevelopment of Humber Green Area

14.7.1. Development along arterial roadways should include at least one level of commercial use with commercial frontages. Residential uses should be limited to upper floors along arterial roads.

14.7.2. Development fronting Douglas Street should establish Douglas Street as a main street with a pattern of smaller storefronts at ground level.

14.7.3. Development fronting arterial roads should establish a three to five-storey streetwall.

14.7.4. Buildings fronting internal streets may contain commercial, residential, or other mixed uses. Residential ground floor frontages should feature landscaping and a transition from public to private space established by the presence of semi-public spaces such as front porches, grade change, etc.

14.7.5. Where an entire block is redeveloped and residential uses are included, courtyard-style buildings are encouraged in order to enhance the livability of this area for residents.

14.7.6. A green space should be developed at the corner of Kings Road and Ross Lane.

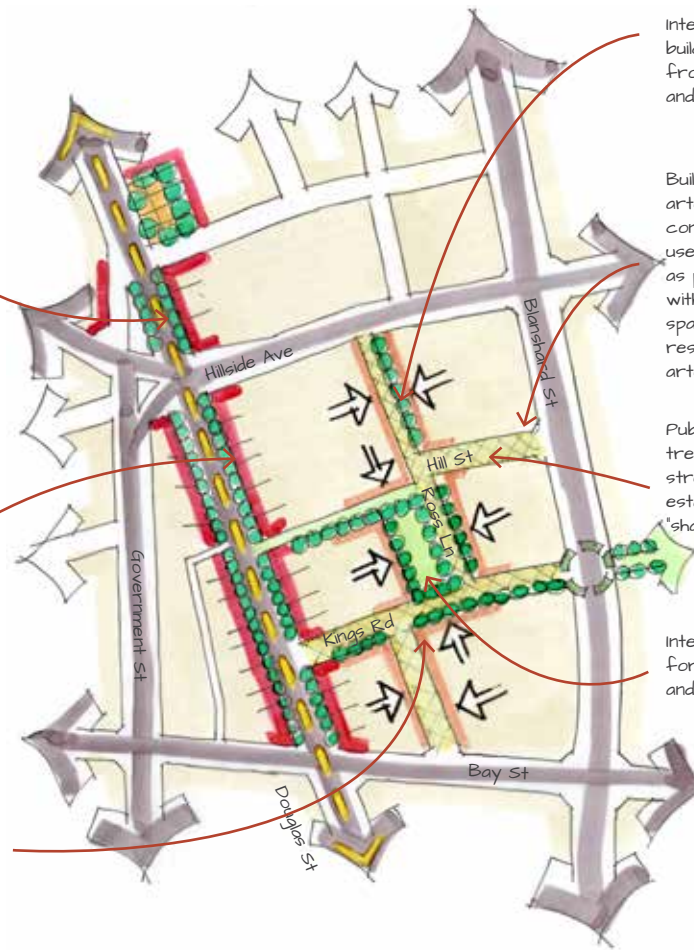
14.7.7. Rights-of way internal to Humber Green (local roads) should be maintained and enhanced, with public realm treatments establishing a sense of a shared space between cars, pedestrians and cyclists, with quality pavements, limited curbs, large street trees and on-street parking.

Principles for development of Humber Green

Commercial use at grade with option for residential on upper floors along Douglas St

Smaller store frontage along Douglas St, with minimum 3 storey streetwall

In the design of public space, celebrate the creek which once flowed towards Rock Bay



Internal orientation of buildings to buffer from Blanchard St and Douglas St

Buildings along arterials streets containing residential use should be designed as perimeter blocks with a central open space providing respite from busy arterials.

Public realm treatment on internal streets should establish a sense of "shared space"

Internal green space for use by residents and employees

Figure 13: concept sketch showing principles for development of Humber Green

Douglas Corridor

Walking and Cycling Improvements

14.8: Walking and Cycling Priorities

The following desired improvements are listed in general order of priority, recognizing that funding, needs and opportunities may change over time.

14.8.1. Blanshard Street and Kings Road: With the implementation of Phase 2 of the priority bicycle network, create a signalized bicycle and pedestrian crossing of Blanshard Street.

14.8.2. Blanshard Street at Topaz Avenue: Create a signalized bicycle and pedestrian crossing of Blanshard Street.

14.8.3. Finlayson Street east of Douglas Street: Complete the missing segment of bicycle lane, and improve the space in the southeast corner for pedestrians (see also 14.9.1.).

14.8.4. Douglas Street at Burnside Road-Dunedin Street: Consider the addition of a crosswalk on the south side of the Burnside-Douglas intersection to complete east-west connectivity from Dunedin Street to Topaz Avenue.

14.8.5. Douglas Street at Speed Avenue: In conjunction with redevelopment in the area, create a signalized crossing.

14.8.6. Douglas Street at Spruce Avenue: Evaluate the creation of a signalized crossing of Douglas Street.

14.8.7. Finlayson Street at Nanaimo Street: In conjunction with redevelopment in the area, add a signalized crossing of Finlayson Street.

14.8.8. Mid-block connections: Create a new street or mid-block connection for pedestrians between Finlayson Street and Speed Avenue to establish a block structure near Mayfair Town Centre (with redevelopment).

14.8.9. Mayfair Shopping Centre: In conjunction with redevelopment, create an internal block structure, with bicycle connection from Oak Street in Saanich to Nanaimo Street in Victoria.

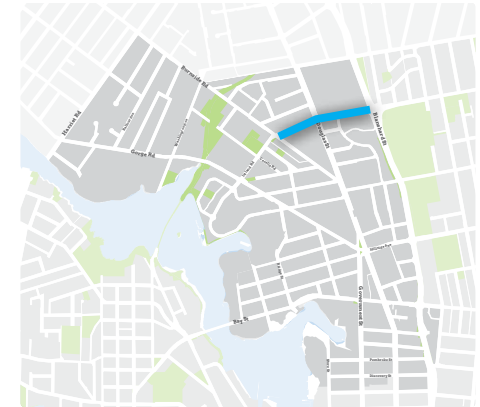
14.8.10. Quesnel Street: Install sidewalk on west side between Topaz Avenue and Market Street. Consider completing the east-side sidewalk that is missing, considering impact to existing trees.



Map 14: pedestrian improvements for the Douglas Corridor Sub-Area

Transportation and Mobility

Roadway Improvements



Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

14.9. Finlayson Street

As development occurs along Finlayson Street, the street should be redesigned with protected bicycle lanes and boulevards with street trees creating a more comfortable pedestrian environment. Depending on traffic needs and adjacent land uses, on-street parking may be permitted in the outermost lanes during off-peak hours.

Interim Improvements

14.9.1. Complete the missing segment of bicycle lane on the south side, east of Douglas Street (see also 14.8.3).

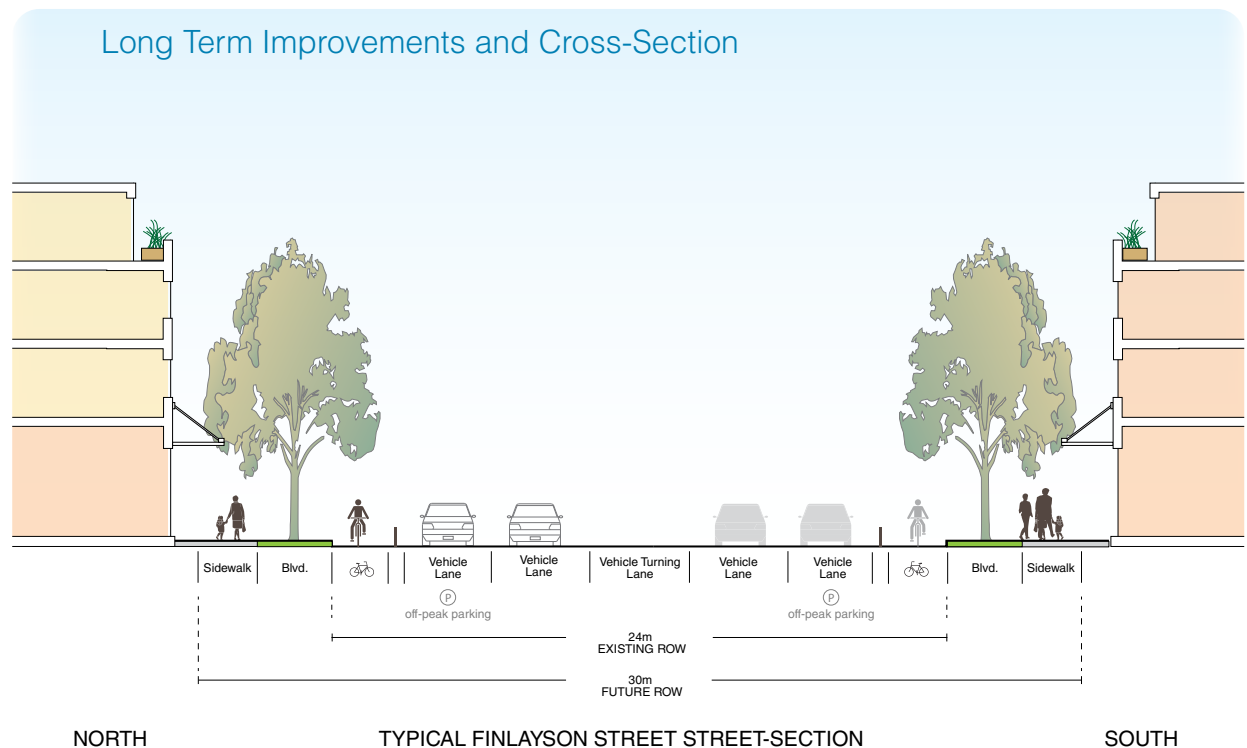


Figure 14: Long term cross section for Finlayson Street

Transportation and Mobility

Roadway Improvements

14.10. Douglas Street

Douglas Corridor will evolve into the region's Rapid Transit spine as well as a place where new development and public realm enhancements create a "people place" and attractive cycling corridor; already in 2016 46% of person-trips were by transit. This evolution is underway in 2017 with the transition to 24-hour bus lanes. As part of this evolution, a Frequent Transit level of service is desired, with improvements such as signal timing, enhanced bus stations.

14.10.1. Transportation and Design Elements

Specific designs for Douglas Street will be undertaken as part of a design for Rapid Transit. Douglas Street may include the following transportation and design elements:

- Dedicated Rapid Transit lanes
- Planted boulevards and sidewalks totaling 5 metres on either side of the roadway, providing spaces for pedestrians and a healthy tree canopy. South of Hillside Avenue, sidewalks generally with trees in grates will provide space for pedestrians
- Protected bicycle lanes
- Four lanes of general purpose traffic north of Hillside Avenue and two lanes of general purpose traffic south of Hillside Avenue
- A centre median which accommodates left turning movements at intersections, intermittent business access, and canopy trees.

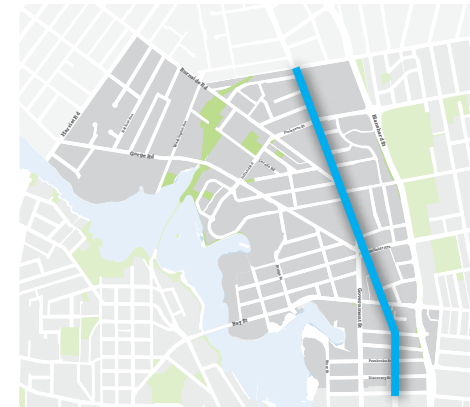
- If future transportation capacity allows for a reduction in general purpose lanes north of Hillside Avenue, excess space should be reallocated to enhance pedestrian-oriented streetscapes and landscape, and/or provide on-street parking supporting a "main street" character.

14.10.2. Douglas Street Right of Way

- To accomplish these design elements, Douglas Street will require a right-of-way of 37.5 metres north of Hillside Avenue.
- South of Hillside Avenue, Douglas Street will maintain its current 30.5 metre right of way.
- At the anticipated Mayfair Station location between Finlayson Street and Speed Street, an additional 1.5 metres should be acquired on the east side to accommodate a boarding platform.
- The required right of way should be acquired with rezoning along the corridor. Where right of way is not acquired, new construction should be set back to accommodate future roadway needs (assuming zero setback would be required beyond the desired right of way).

14.10.3. Interim Improvements

Prior to the funding of Rapid Transit, Douglas Corridor should evolve into a Frequent Transit corridor as identified by BC Transit's Transit Futures Plan (2011). Frequent Transit Corridors include features such as transit priority, right-of-way improvements, a high level of transit stop amenities and corridor branding.



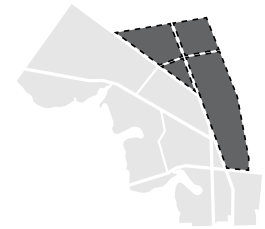
- Maintain Douglas Corridor as a green corridor with planted boulevards and street trees.
- Work with BC Transit to support improvements (e.g. signal prioritization, enhanced bus shelters supporting real-time information) to support the evolution towards a Frequent Transit level of service as a step towards the development of Rapid Transit.

Douglas Corridor

Parks, Open Space and Trails

14.1. Policies for New Parks and Public Spaces

14.11.1. Humber Green: During re-development, the creation of a small greenspace in Humber Green near the intersection of Ross Lane and Kings Road should be considered. This would provide a place for employees and residents, away from the noise of surrounding arterial roads.



Gorge Sub-Area

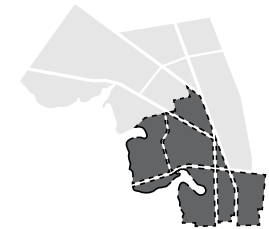
Selkirk and Cecelia

Douglas Corridor

Rock Bay

15. Rock Bay Employment Sub-Area

Future Land Use Directions and Urban Design



The Rock Bay area will continue to serve as Victoria's urban industrial district. The waterfront is a key location for heavier, often harbour-dependent industries. The rest of the district contains a mix of businesses engaged in the production, distribution or repair of goods or equipment as well as various employment-generating uses. A guiding principle for this area is "industrial first", ensuring that industrial uses are given precedence.

Related commercial uses are an important part of the district but should not displace industry. Housing should be excluded from most of this area because most business activities are not compatible with residential use (as they generate impacts such as noise or odours from production, truck loading and unloading, late and early shifts, etc.) and because residential uses can price out important employment-generating uses.

Preservation of these lands from inappropriate land uses is vital to a vibrant economy and to a strong tax base for the City. This area is ideally located close to the Downtown, and central to the region's workforce, worksites and customers. The CRD projects that demand for these industrially zoned spaces will increase over time, putting pressure on existing spaces. At the same time, it is important that land use and zoning policies support the development of newer industrial and flex spaces within the district, providing new businesses with quality spaces that are "business ready."

Within the Rock Bay District, the areas between Douglas Street and Blanshard Street can support higher density housing consistent with the Downtown Core Area Plan (2010). These areas should feature employment or commercial uses located on the ground floor of buildings that front onto Douglas or Blanshard Streets.



Figure 15: Concept drawing showing future vision for Bridge Street, with protected bicycle lanes, new crossing Hillside Avenue, street trees, and new buildings with industrial at grade as well as spaces for employees to gather.

Rock Bay Employment Area

Land Use Policies

15.1. Marine Industrial Areas

These areas support a range of marine industrial uses often associated with the Upper Harbour.

15.1.1. Retain areas zoned for marine industry near the waterfront as shown in Figure 12.

15.1.2. Through urban design and ongoing mitigation such as sound-proofing and screening, minimize impacts on the surrounding business district from marine industrial uses.

15.2. Industrial Employment Areas

The intent of this designation is to support a broad range of businesses generally engaged in light industry on the ground floor, with ancillary retail or office uses limited to those that support the primary use. Light industry includes production, distribution and repair activities (such as manufacturing, processing, warehousing, distribution, wholesale, repair and prototyping) with limited off-site impacts.

On upper floors, a broad range of commercial uses are supported including office, artists studios, and services.

15.2.1. Ground floor uses should be industrial in nature, with any ground-floor retail and office use as an accessory use.

15.2.2. Building types should support production, distribution and repair uses on the ground floor through the presence of loading bays and sufficient floor-to-ceiling heights.

15.2.3. Buildings up to 4 storeys and 2.0 FSR are supported except where noted on Map 15. South of Bay Street and west of Douglas Street, up to 5

storeys and 2.5 FSR is supported

15.2.5. Upper floors should allow commercial uses including professional offices, artists' studios, or light industrial uses.

15.2.6. Retail uses are supported where they are accessory to a primary use.

15.2.7. The total upper floor commercial space should not exceed industrial space by more than a 2:1 ratio.

15.2.8. Residential uses are not supported in these areas as they would be detrimental to future business vitality.

15.2.9. Residential uses may be supported above industrial uses only in the half block facing Chatham Street between Government Street and Store Street. In this area, a ground floor accommodating light industrial and flex uses and at least one upper floor of general employment use should be provided, and residential uses should comprise no more than 50% of the floor space of any building. Additional residential uses are not supported anywhere else within the Industrial Employment areas.

15.3. Industrial Arts

These areas are intended to evolve as artisan-oriented areas, supporting industrial and artisan production, as well as a place for area employees to find limited shopping and services.

15.3.1. Support light industrial production, distribution and repair uses as in the Industrial Employment areas.

15.3.2. In addition to the Industrial Employment uses described in 15.2., limited retail and services meant to link customers to artisans, or to provide local-serving options, may be supported in the Industrial Arts area. This should be limited to art galleries and convenience grocery.

15.3.3. The Industrial Arts frontages may support a higher proportion of floor space used for ancillary sales, as compared to elsewhere in the Industrial Employment area.

15.4. General Employment

General Employment areas provide a supply of land for current and future employment which is more diverse and at a lower intensity than the Downtown Central Business District.

15.4.1. Support a range of uses, including light and service industrial uses which are compatible with other business uses, as well as offices, services, and tourist accommodations.

15.4.2. Retail uses are supported where fronting on arterial or minor arterial roads.

15.5 Rock Bay Downtown Core Area Mixed Use

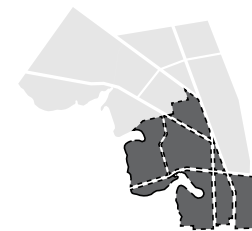
These areas have been identified in the Downtown Core Area Plan for residential and mixed use development at the north end of Downtown.

15.5.1. Between Douglas and Blanshard Streets, building heights, uses and densities should be consistent with the Downtown Core Area Plan

15.5.2. The ground floor of buildings facing Douglas Street and Blanshard Street should consist of commercial uses.

Rock Bay Employment Area

Land Use Policies



- Industrial Employment
- General Employment
- Urban Residential
- Open Space
- Marine Industrial
- Special Planning Area - see page 91

Industrial Arts District Frontage

Anticipated Building Height (storeys)
= 4 except where otherwise noted

15.8.1. Consider a range of industrial, employment and ancillary uses on the Rock Bay remediation lands to support economic development.

15.5.1. Between Douglas Street and Blanshard Street, building heights, uses and densities should be consistent with the Downtown Core Area Plan.

15.5.2 The ground floor of buildings facing Douglas Street and Blanshard Street should consist of commercial uses.



Map 15: Future Land Use Map for Rock Bay sub-area

Gorge Sub-Area

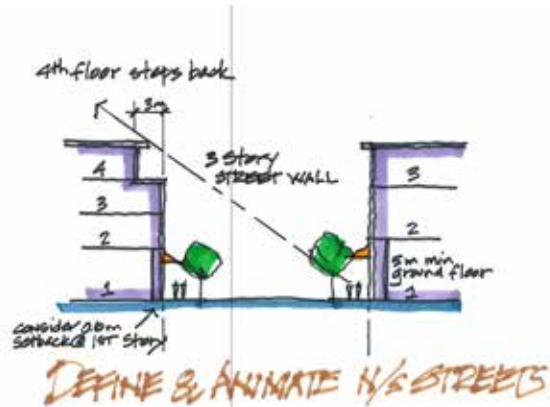
Selkirk and Cecelia

Douglas Corridor

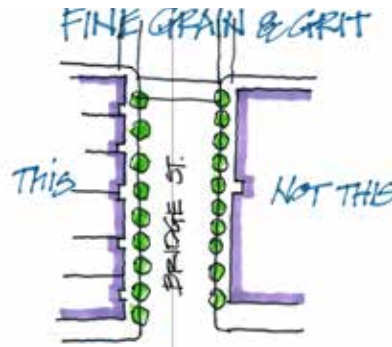
Rock Bay

Rock Bay Employment Area

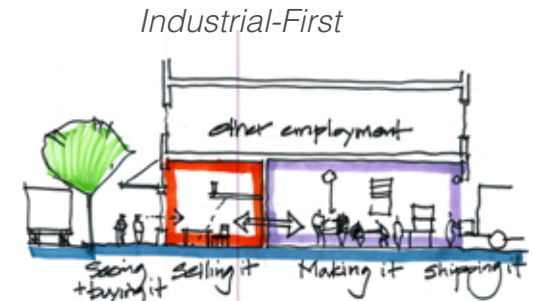
Urban Design Policies



Certain Streets should maintain active frontages along side-walks, while mid-block areas may have a variety of frontages supporting industrial uses (see policy 15.5.1)



Industrial Arts areas should features buildings broken into smaller storefront modules along the street (see policy 15.5.4)



Industrial Employment buildings which mix industrial and general commercial uses should be designed to maintain industrial uses at grade (see policy 15.5.7)

15.6. Urban Design Policies

The City will adopt design guidelines for the Rock Bay Area with the following objectives:

15.6.1. Maintain and enhance streets with active fronts (for example, along Bridge Street, Rock Bay Avenue, Government Street, Douglas Street, Store Street, Chatham Street, and Discovery Street – see map) while supporting industrial use and character.

15.6.2. On streets not identified as active fronts, street edge definition should be maintained and enhanced by preserving or incorporating street trees. New development should improve the appearance of off-street surface parking located adjacent to streets and public open spaces.

15.6.3. Recognize that many industrial uses call for basic building forms and materials, with on-site loading and circulation.

15.6.4. Buildings in the Industrial Arts areas should have a fine-grained frontage with multiple, smaller storefronts and a higher level of design and materials than elsewhere in Rock Bay.

15.6.5. Industrial heritage buildings and heritage character should be conserved and enhanced by new development.

15.6.6. For buildings south of Pembroke Street, maintain a form and character compatible with Old Town while recognizing industrial uses and appropriate materials.

15.6.7. Industrial Employment buildings which mix industrial and commercial uses should be designed to maintain industrial uses on the ground floor (e.g. through sufficient first floor height [5.5m], possibly with a mezzanine level, loading bays, and proper separation, ventilation and power).

15.6.8. Encourage new buildings to incorporate access which provides the potential for future shared access with neighbours, minimizing curb cuts.

15.6.9. Maintain important view corridors along Turner Street, Queens Avenue, Princess Street, and Store Street, by considering the design of new buildings and building additions and how they frame views.

Rock Bay Employment Area (North)

Placemaking and Public Realm

15.7. Placemaking Priorities

The purpose of improvement to this area is to create a positive environment for employees, visitors and customers; to provide a positive image for the district which encourages future business location and investment; and to enhance a sense of safety. Improvements should

enhance pedestrian comfort and maintain and enhance tree canopy while recognizing the business functions of the area, including loading for trucks. Designs should reflect the nature of the district in character, with a preference for simplicity.

Develop a streetscape design for the Bridge Street Industrial Arts village, using a “cheap and cheerful” approach reflective of the working character of the area, while adding greenery and a sense of place.

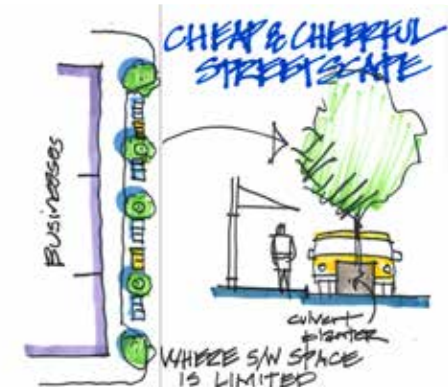
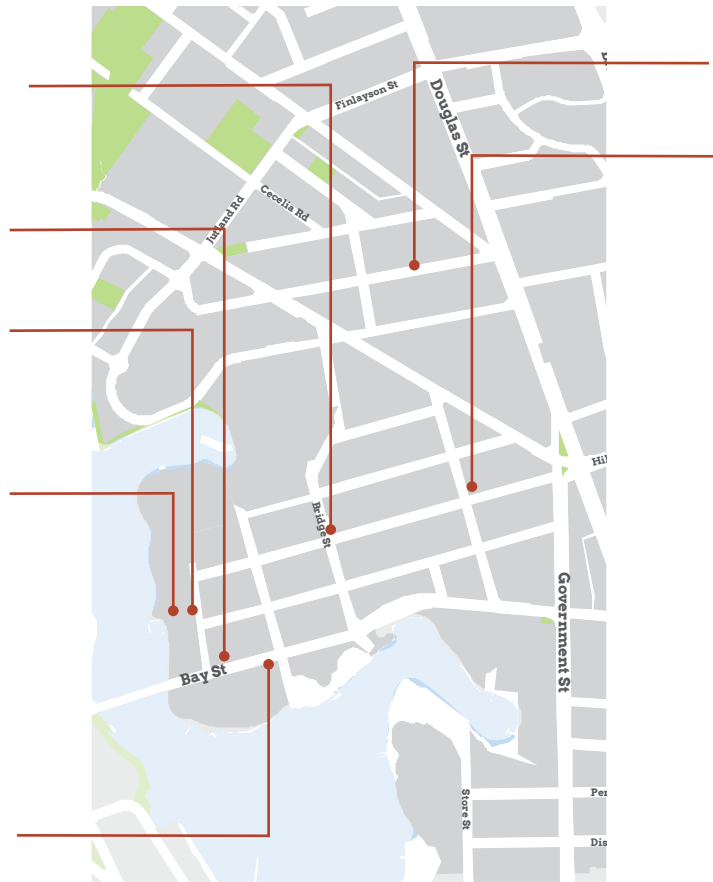
Enhance landscape and streetscape design along the north side of Bay Street as permitted by existing utilities.

Enhance landscape and streetscape on Pleasant Street and screen industrial uses to support attractive access to Point Ellice House

Maintain the remnant old growth coastal forest at Point Ellice House and enhance the coastal forest and aquatic habitat on City-owned land north of the Bay Street Bridge.



Consider painting silos or other prominent buildings with unique branding for Rock Bay.



Establish quality landscape and streetscape to create a pleasant interface between residential and industrial and employment across Dunedin Street.

Enhance landscape and streetscape along Rock Bay Avenue.

Overall Placemaking Policies for Rock Bay

15.7.1. Incorporate murals within the district, including murals which celebrate and interpret the First Nations history of Rock Bay itself, building on the temporary installation.

15.7.2. Maintain the distinctive flowering trees along John Street to enhance the approaches to the Bridge Street Industrial Arts area. Planted boulevards and street trees are a distinctive element of Rock Bay which maintains a link to its residential past and creates a unique character for an industrial district. These boulevards should be maintained, while accommodating access for loading and other business activities.

15.7.3. Consider green stormwater features such as bioswales where appropriate as streets are upgraded in the Rock Bay area.

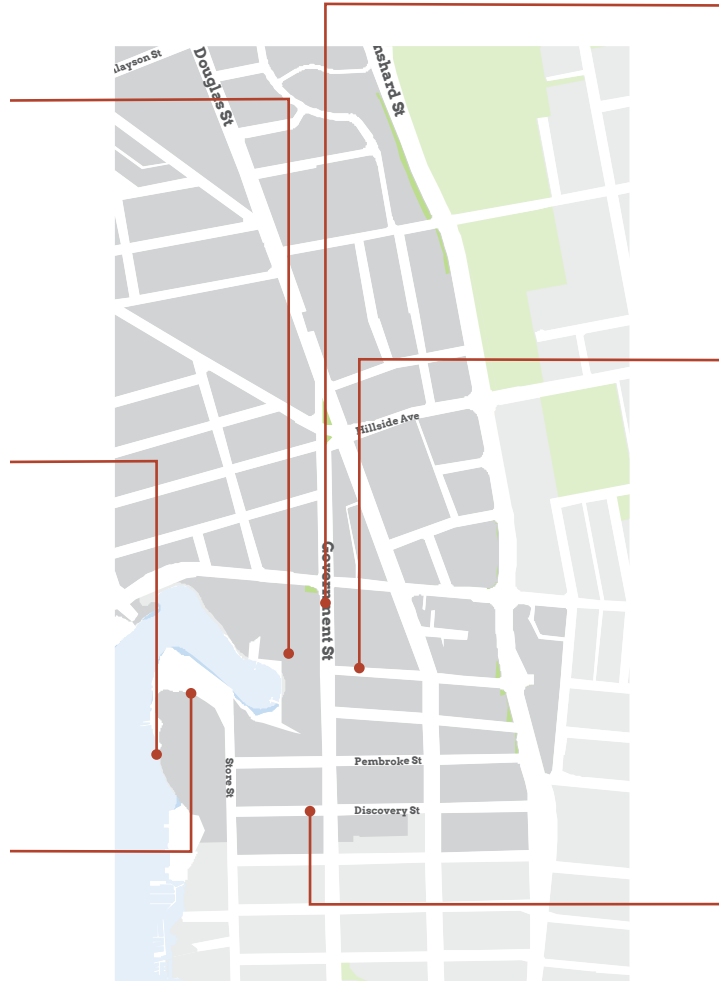
Rock Bay Employment Area (south)

Placemaking and Public Realm

Develop a rain garden or other feature celebrating the creek which once flowed from Spring Ridge in Fernwood to Rock Bay.

Re-establish a green shoreline (coastal forest) wherever possible along the shoreline industrial lands, protecting coastal and aquatic ecosystems and maintaining green views for users of the waterway, parks and trails on the opposite shore.

In designing the **special place** at Barclay Point, consider interpretation of First Nations history and Rock Bay's role as a gathering place. Design the park as a space not for passing through, but for area employees and visitors to spend time. Depending on the character of future development, patio dining or other opportunities for people to interact with water views may be considered.



Government Street is a Main Street for the Rock Bay district, as far as the five points intersection at Gorge Road. Extend a distinctive design along Government Street as far as the four corners of the Pembroke Street intersection, as an extension of the downtown Government Street Mall. The entire length of Government Street should be characterized by canopy trees. Government Street may be a location for creative and unique public art and street furnishings.

Celebrate the creek which once flowed into Rock Bay, through features along the Queens Avenue alignment and at the waterfront.



Develop Discovery Street, between Store and Government Streets, as a “Festival Street”: a space which can be closed periodically and transformed into a plaza for events. Distinctive features should include a lack of raised curbs and inclusion of landscaping and street furnishings. Design elements should be creative yet simple and subdued, reflective of the industrial character of this area.

Rock Bay Employment Area

Special Planning Areas

15.8. Rock Bay Remediation Lands Policies

Following remediation in 2016, the lands at Barclay Point and wrapping around the south side of Rock Bay have returned to ownership by the Songhees Nation and Esquimalt Nation, re-establishing an important connection to the Upper Harbour. The two Nations have not created a specific vision or plans for this area, and desire flexibility in future planning in order to achieve their aspirations for these lands. As a Special Planning Area, it is the intent of the City to work with the land's owners to refine and support a vision for the future. The following guidance reflects city policies and aspirations of the community:

15.8.1. Consider a range of industrial, employment and ancillary uses on these lands to support economic development.

15.8.2. Create a small special place at Barclay Point, consistent with the vision for "special places" along the Harbour Pathway. This space should interpret the history and importance of Rock Bay as a gathering place, and provide area employees with a place to spend time.

15.8.3. Redevelopment that activates the waterfront through new commercial restaurants, cafes, and patio spaces is encouraged as compatible with surrounding uses.

15.8.4. Explore a pedestrian and bicycle connection linking the Harbour Pathway/Barclay Point to Bridge Street and unifying the Rock Bay area, as feasible with the functions of the working harbour and navigable waters. Provision of a small boat launch in the vicinity of one end of the bridge should be explored for feasibility.

Principles for development of the Rock Bay Remediation Lands

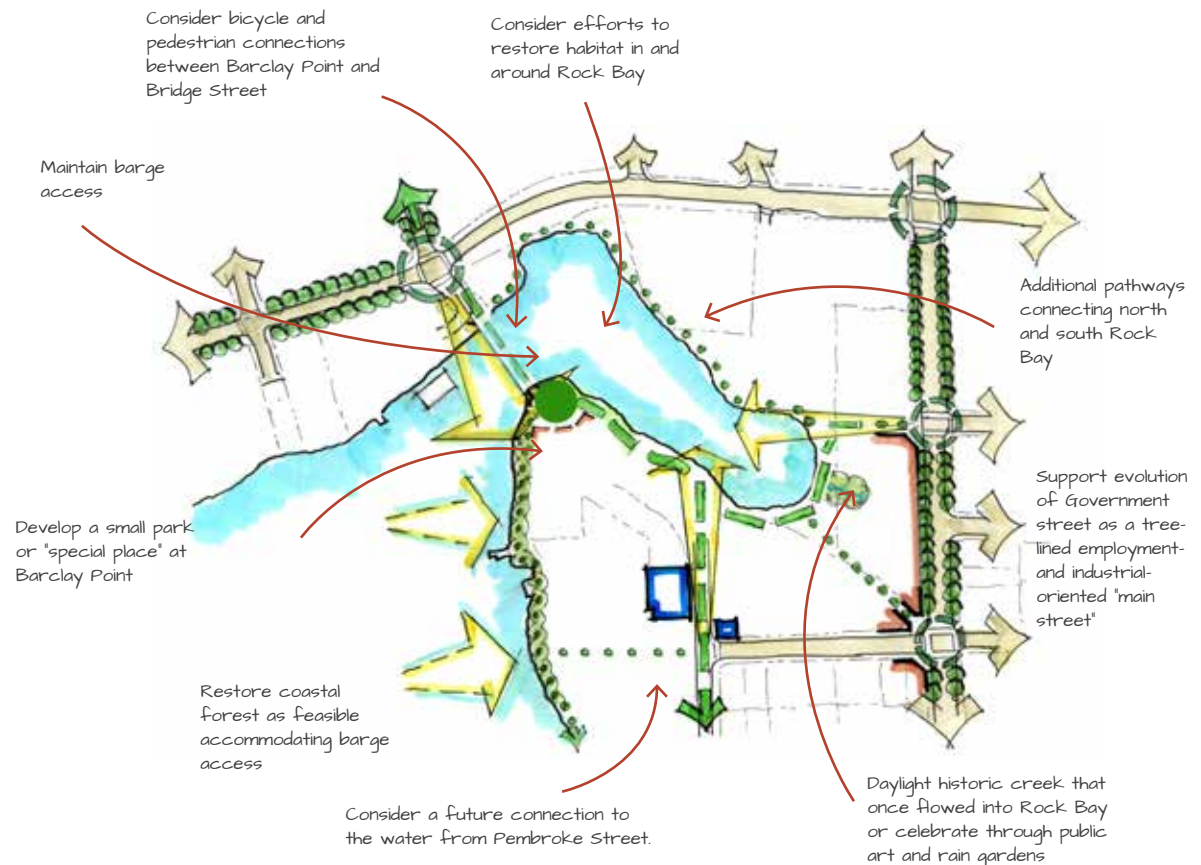
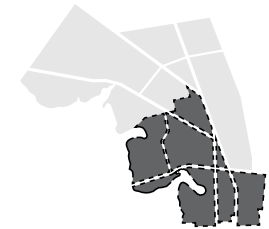


Figure 16: concept sketch showing principles for development of the Rock Bay remediation lands



15.8.5. Consider additional pathways along the shore of Rock Bay, linking to Queens Avenue and possibly north to the intersection of Bay Street and Bridge Street intersection.

15.8.6. **Consider efforts to restore the habitat** of Rock Bay and its shoreline, as compatible with land use and access.

15.8. 7. Seek opportunities to daylight the creek that once flowed into Rock Bay or to celebrate the creek's former path through features such as public art or rain gardens.

15.8.8. Restore native shoreline forest where feasible given the need for barge access.



Map 16. The historic path of the Creek that once flowed into Rock Bay (map courtesy of Fernwood Community Association). The dashed and solid lines show routes of the creek as shown in historic maps.

Rock Bay Employment Area

Walking and Cycling Improvements

15.9. Walking and Cycling Priorities

The following desired improvements are listed in general order of priority, recognizing that funding, needs and opportunities may change over time.

15.9.1. Bridge Street: Add new crossing at Hillside Avenue. Alter landscape to increase space for pedestrians on the northeast corner of Bridge and David Streets. Review intersection of Bridge Street and Ellice Street considering the reduced crossing distances for pedestrians.

15.9.2. Work with the Province and Point Ellice House to develop and implement enhancements to sidewalks and landscape along Pleasant Street. Maintain on-street parking on one side of the street to support visitation to Point Ellice House and area businesses.

15.9.3. Pave Hillside Avenue between Turner Street and Pleasant Street

15.9.4. Rock Bay Avenue at Gorge Road: Redesign the intersection to lessen crossing distances for pedestrians.

15.9.5. Discovery Street between Store Street and Government Street: Install sidewalks on the north side and develop a “festival street” (see Placemaking and Public Realm on page 53).

15.9.6. Turner Street: Consider installing a sidewalk on the east side connecting to existing sidewalks and the crosswalk on Bay St. Design the street to preserve existing supply of on-street parking (angled or perpendicular). Evaluate enhanced pedestrian crossings at John Street through the creation of bulb-outs which improve visibility and narrow crossing distances.



Map 17: pedestrian improvements for the Rock Bay Sub-Area

Rock Bay Employment Area

Pedestrian Improvements (cont'd)

15.9.7. Blanshard Street near Pembroke or Discovery Street: Consider a signalized bicycle and pedestrian crossing of Blanshard Street as residential and mixed use development occurs in the blocks between Douglas and Blanshard Streets.

15.9.8. Ludgate Street: Install a sidewalk on the west side to connect Bay Street and John Street (there are currently no sidewalks on either side).

15.9.9. Government Street at Pembroke Street: Create a signalized crossing of Government Street.

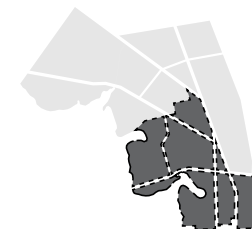
15.9.10. Design the Bay Street / Bridge Street intersection to minimize conflict between trucks, pedestrians and cyclists.

15.9.11. Bridge Street and Gorge Road: Redesign the Bridge Street and Gorge Road intersection to reduce crossing distances for pedestrians. Consider accommodation for truck movements from Douglas Street along Garbally Road accessing Bridge Street (as an alternative to using Jutland Road).

15.9.12. Create a pedestrian and cyclist connection from Barclay Point to Bridge Street in order to connect North and South Rock Bay.

15.9.13. Consider improved pedestrian crossing at Queens Avenue with the redevelopment of the Rock Bay remediation lands, with a pedestrian connection to the waterfront.

15.9.14. Create mid-block lane between Chatham Street and Discovery Street west of Government Street to support access to future industrial uses.



Gorge Sub-Area

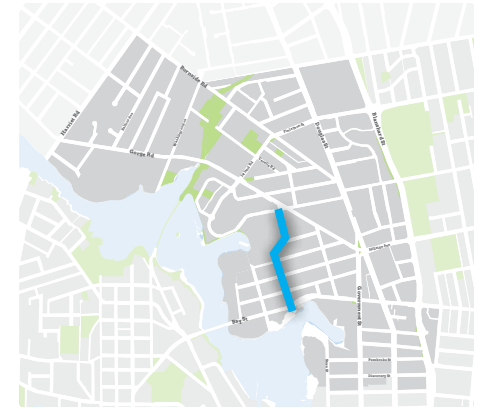
Selkirk and Cecelia

Douglas Corridor

Rock Bay

Transportation and Mobility

Roadway Improvements



15.10. Bridge Street

The first priority is to establish Bridge Street as a destination for local employees, artisans and customers in the Rock Bay area, consistent with its land use direction as an “Industrial Arts” village.

Bridge Street is designated as part of Victoria’s secondary bikeway network. The proposed cross section accommodates bicycle lanes while retaining on-street parking on one side of the street. This design would be implemented once a pedestrian-bicycle bridge is completed from Bridge Street to Barclay Point on the south, and pursuant to completion of a parking management plan for public and private parking in the Rock Bay Sub-Area (see policy 9.5).

Interim Improvements

15.10.1. Review crossing opportunities and safety for pedestrians and cyclists and establish a pedestrian crossing in the vicinity of Hillside Avenue.

15.10.2. Complete streetscape enhancements supporting the placemaking vision.

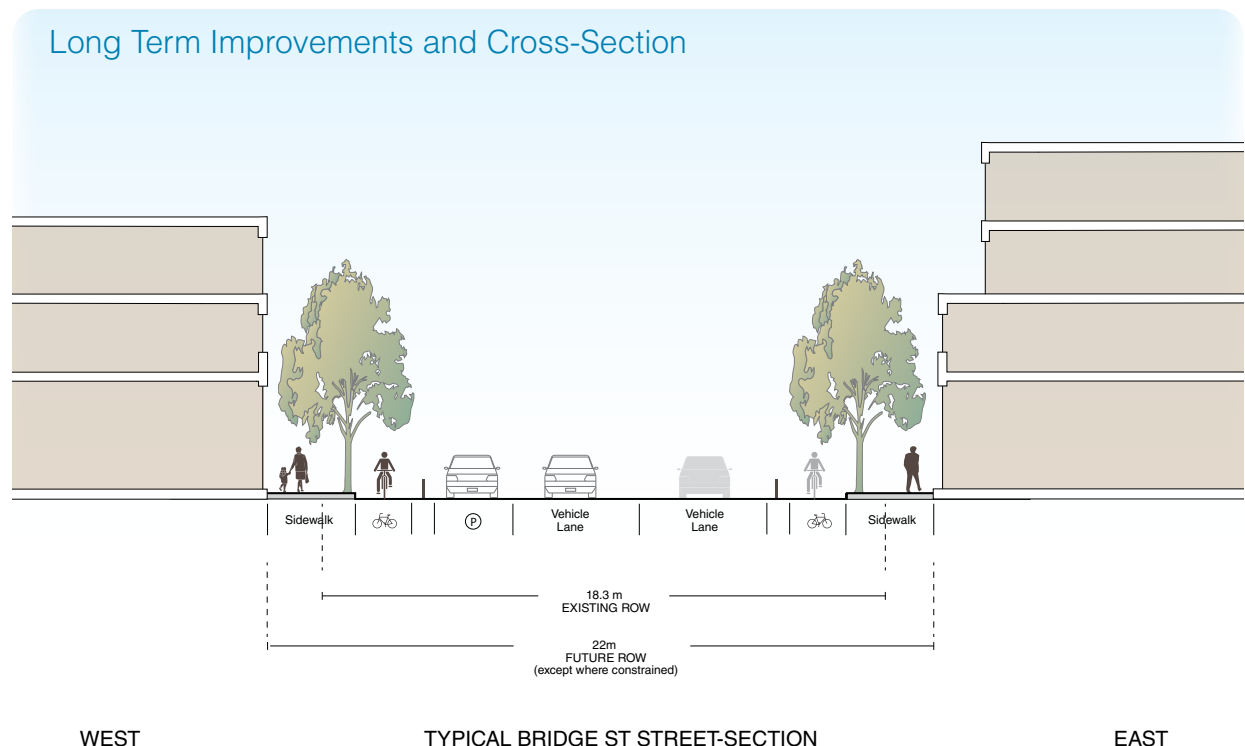


Figure 17: Long term cross section for Bridge Street

Transportation and Mobility

Roadway Improvements

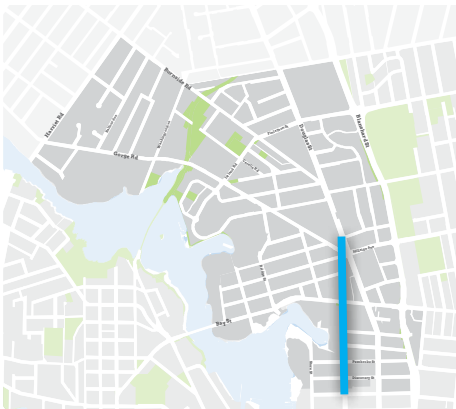


15.11. Government Street

Government Street is an emerging Main Street for the Rock Bay area and a priority all ages and abilities bicycle route per the Bicycle Master Plan (2016 draft). It will be characterized by protected bicycle lanes, three lanes of auto travel, and a well-established tree canopy along its length from Chatham Street to the Five Points / Humber Green intersection, accommodated within the existing right of way.

The blocks from Chatham Street to Pembroke Street present the opportunity for a unique character incorporating public art and street furnishings which may continue north depending on the character of adjacent development.

Corner treatments and bulb-outs should be established, especially at pedestrian crossings.



Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

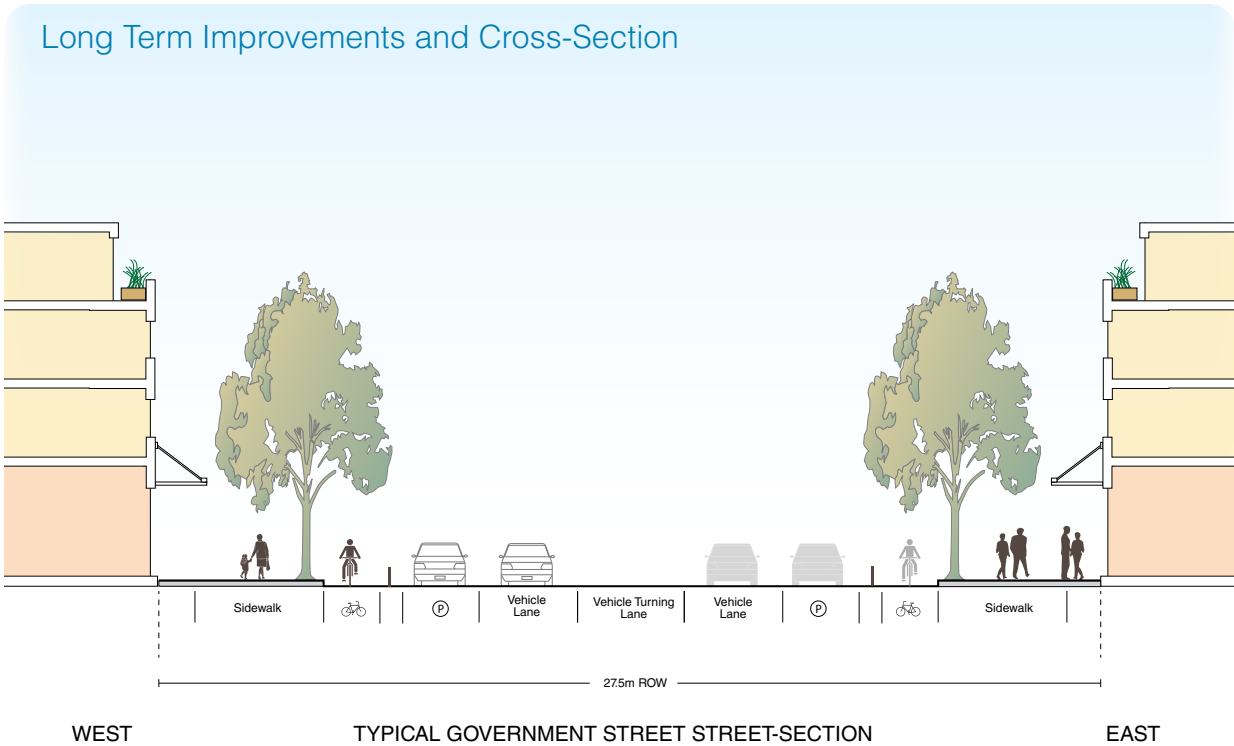


Figure 18: Long term cross section for Government Street

Rock Bay Employment Area

Parks, Open Space and Trails



15.12. Policies for New Parks and Public Spaces

15.12.1. Barclay Point: As redevelopment occurs, the provision of a small park at Barclay Point should be identified consistent with the “special places” of the Harbour Pathway Plan. Redevelopment that activates the waterfront through commercial patio spaces or other uses may be considered, depending on the character of redevelopment. The space should interpret First Nations history, including the role of Rock Bay as a gathering place. Provision of a small boat launch should be explored for feasibility.

15.12.2. Rock Bay District North: Develop a small park, plaza, greenspace or enhanced streetscape to serve as a gathering place for employees within the Rock Bay area north of Bay Street. This gathering space may be located near Bridge Street.



15.13. Policies for Paths and Trails

15.13.1 Harbour Pathway / Rock Bay Connection:

As land agreements are reached or as lands are redeveloped, connect the Harbour Pathway through Rock Bay to North Rock Bay, through the completion of a connection from Barclay Point to the Bay and Bridge Street intersection, respecting the operations of the working harbour. This may take the form of a bridge, a walkway around the shoreline of Rock Bay, or through improved streetscapes on Pembroke, Government and Bay Streets.

15.14. Natural Environment Policies

15.14.1. City-Owned Waterfront Lands: Restore and protect the shoreline native vegetation and aquatic ecosystem along the City-owned lands between the Bay Street Bridge and Point Ellice House.

15.14.2. Rock Bay: Explore environmental restoration of Rock Bay in coordination with redevelopment of the BC Hydro and Transport Canada lands.

15.14.3. Green the Shore: Conserve habitat and create green shoreline views in the north of the Bay Street Bridge, even where uses are industrial, through planning tools such as a Development Permit Area and design guidelines for different shoreline segments.

15.14.4. Rock Bay Creek: Seek opportunities to daylight the creek that once flowed into Rock Bay, or to celebrate the creek’s former path through features such as public art, signage or rain gardens.

Rock Bay Employment Area

Environmental Policies



15.15. Energy Conservation Policies

As an industrial and employment district, the Rock Bay area has the potential to contribute to a more energy-efficient future. Commercial and industrial buildings account for 42.9% of Victoria's energy use and 28.5% of its Greenhouse Gas emissions, second only to transportation.

The Rock Bay area is also one of the City's prime potential sites for district energy, according to a study commissioned by the City in 2010. The City will:

- 15.14.1. Consider the adoption of incentives for energy efficiency in existing and/or new employment and industrial use buildings.
- 15.14.2. Encourage the development of District Energy where a large new industrial or employment use is introduced into the Rock Bay Area.
- 15.14.3. As part of the consideration of District Energy, identify the likely receiving area for District Energy and consider guidelines and/or incentives for new construction to be ready to accept district energy.

15.16. Natural Hazards Policies

The Rock Bay Subarea adjacent to the Upper Harbour contains some of Victoria's most at-risk lands for tsunami inundation (see Figure 19). In addition, projected sea-level rise means that this area will be at risk of inundation during future storm events which coincide with high tides (see Map 16). One aspect of this risk is that storm sewers may back up.

15.15.1. The City will determine the appropriate precautions to protect the Rock Bay area from flooding associated with tsunami and sea level rise, with consideration of:

- 15.15.1.1. Protecting this area from future inundation; and/or,
- 15.15.1.2. Adopting zoning or Development Permit Area protections which require new construction to be resilient to flooding.

11.4.2. The City will determine appropriate precautions for seismic hazards, including the following:

- 11.4.2.1. Consider the extension of the Heritage Revitalization Tax Incentive Program to the heritage buildings in this area.
- 11.4.2.2. Consider the extension of tax incentives to non-heritage buildings for seismic retrofit projects.

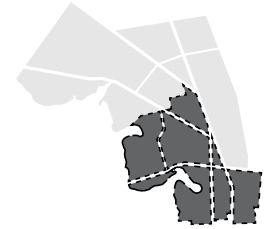
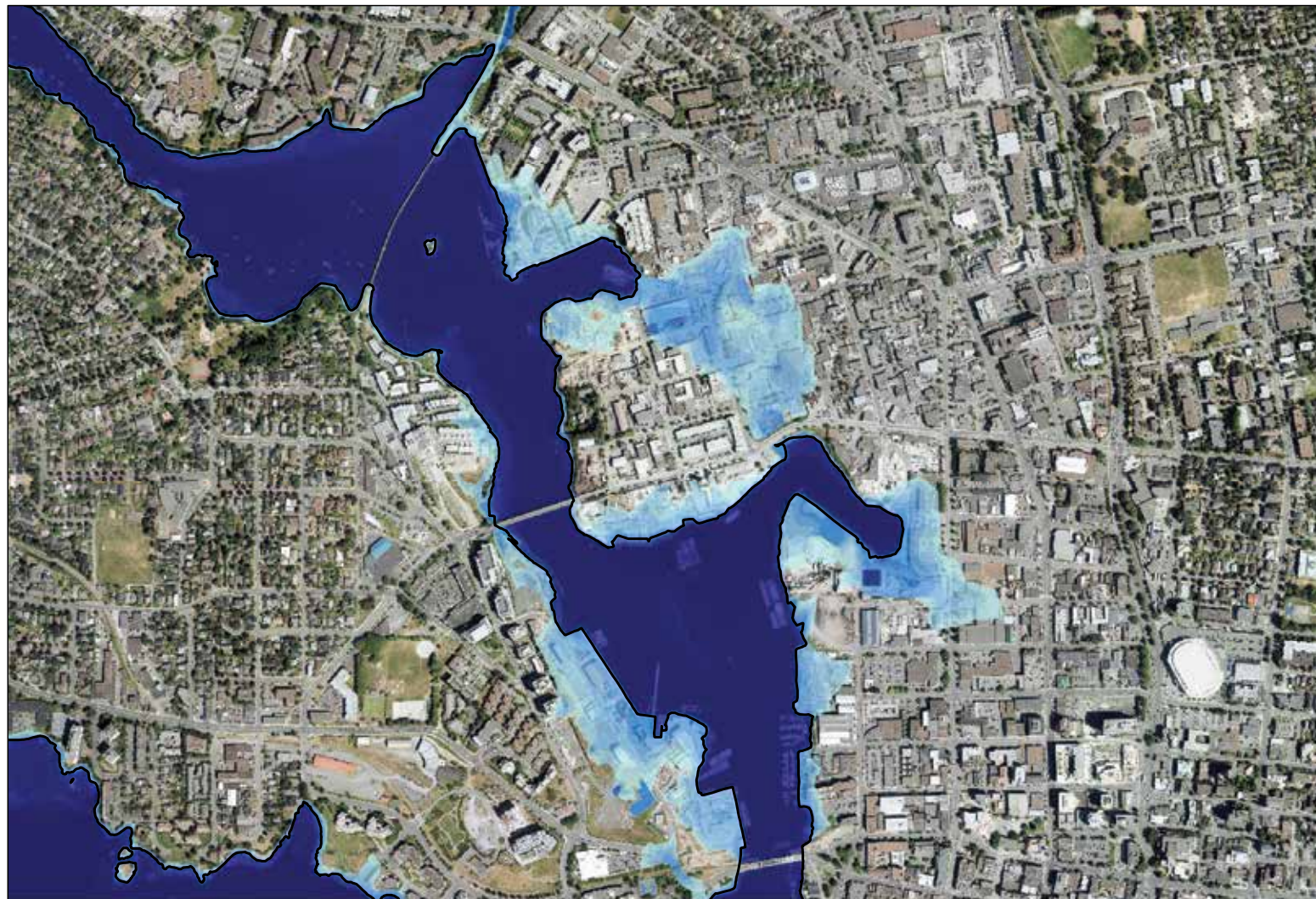


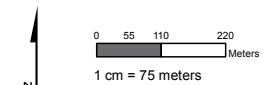
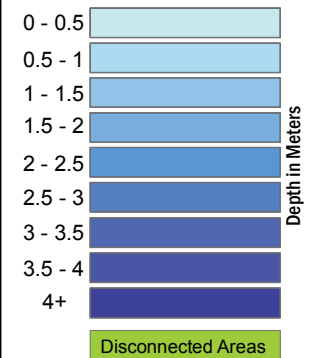
Figure 19: Tsunami hazard line map from CRD report: "Modelling of Potential Tsunami Inundation Limits and Run-Up", June 2013



CRD Inundation Mapping Gorge View Industrial Land

Shoreline —————

HHWLT + 2.0m SEA LEVEL RISE
+ 1.3m STORM SURGE



AECOM

Projection: UTM Zone 30N, North American Datum 1983
Vertical Datum: CGVD08
Date: 9/22/2014



Important: This map has been prepared for information purposes. The Capital Regional District (CRD) makes no representations or warranties regarding the accuracy, currency or completeness of this map or the suitability of the map for any purpose. The CRD disclaims all warranties in connection with the map or suitability of the map for any purpose. The CRD will not be liable and has no obligation for any damage, loss or injury resulting from the use of the map or information on the map.

For more context about the maps and analysis, including a description of the data and methods used, please see the Capital Regional District Coastal Sea Level Rise Risk Assessment Report (2014).

Map 18: Inundation map showing projected sea level rise impacts for Gorge View Industrial Land

16. Implementation

This section contains the following:

- **Neighbourhood Improvement Priorities:** a summary of the key improvements desired for the Burnside Gorge neighbourhood, based on extensive engagement with the community. These improvements should be prioritized in allocating amenity contributions as development occurs in the neighbourhood.
- **Action Plan:** a high-level list which suggests time frames in which to seek to accomplish the actions identified in this plan. This list should inform future improvements associated with private sector development, capital planning, senior government funding, grants, and partnerships with community organizations or other government entities. Implementation of this plan must be balanced with available resources and other City priorities.

The improvements in this section are aspirational and may be accomplished through a combination of funding sources including City capital programming, amenity contributions from development, senior government grants, and partnerships with other public, non-profit or private entities.

Plan Monitoring

16.1. The action plan is to be used as a working document and should be reviewed periodically (every 3-5 years) with the community as part of monitoring and adaptive management of the plan, in order to consider changing circumstances, desires and progress made.

Neighbourhood Improvement Priorities

The following list highlights the neighbourhood's priorities for public improvements and amenities, identified by sub-area. It should be noted that many improvements will require a combination of funding sources to be realized. Amenity contributions should support the following key improvements, and should not be used to replace regular funding for the City's core functions (e.g. Parks, Transportation, Infrastructure).

This section presents key priorities at a relatively high level. Further detail on specific improvements are found in the various chapters of this plan.

16.2. Gorge Residential Sub-Area and Selkirk and Cecelia Village Priorities

16.2.1. Waterfront Improvements: The top priority for the residential neighbourhood is enhancing waterfront access and activity through enhancing existing waterfront parks and open spaces, phased completion of a waterfront pathway, location of a small boat launch and/or swim access, and restoration and enhancement of waterfront ecosystems. In the long term, an additional park may be added dependent on redevelopment at the Gorge Road Hospital site. *See Policies 6.1.1 – 6.1.7, 12.8.3, 12.8.4, Map 10 (p. 58), and 12.13.1.*

16.2.2. Key Bicycle and Pedestrian Connections: Completion of a continuous all ages and abilities bicycle route linking the neighbourhood to the downtown, to the emerging Selkirk and Cecelia village, and to other destinations east and west is

also a City priority. Specific improvements include the Doric Street Connector, and an all ages and abilities route along Gorge Road and Government streets consistent with the Bicycle Master Plan priority network. *See Policies 5.1, 5.3, Map 10 (p. 58), Gorge Road Interim Improvements (policies 12.12.1 and 12.13.2).*

16.2.3. Additional Bicycle and Pedestrian Mobility Enhancements: This plan identifies and prioritizes a number of enhancements to crossings, arterial roads, and desired enhancements to the Capital Regional District's Galloping Goose Trail. These improvements, considered together with the Pedestrian Master Plan (2008) and the upcoming Bicycle Master Plan, will make the neighbourhood more comfortable for pedestrians and cyclists. *See Map 10 (p.58), Map 12 (p. 69), Map 14 (p. 80), and Map 17 (p. 93).*

16.2.4. New and Enhanced Parks: In addition to the waterfront enhancements identified above, this plan identifies improvements to Cecelia Ravine Park and the opportunity to explore the need for and location of additional parks in the residential and the employment areas of the neighbourhood as part of the upcoming Parks Master Plan. *See Policies 6.1.1 – 6.1.7, 12.13.1, 12.13.2, 13.7.1, 13.8.1, 14.7.6, 14.11.1, 15.12.1, and 15.12.2.*

16.2.5. Burnside School Site Heritage Conservation and Open Space: As part of any revitalization of the Burnside School site, conservation of the heritage building is encouraged, along with creation of a public green space serving Cecelia village. Possibilities for affordable housing should be encouraged. *See Policy 13.4.*

16.2.6. **Community Garden:** Planning for an additional community garden, accessible to residents of multi-unit housing, should be undertaken jointly by the community and the City based on the City's Community Gardens policy (2016). *See Policy 6.1.6.*

16.3. Rock Bay Area Priorities

16.3.1. **Bridge Street Improvements:** Complete pedestrian improvements and enhance sense of place (e.g. through street furniture, landscape, and design elements such as banners). *See Rock Bay Placemaking and Public Realm, policy 15.7.*

16.3.2. **Pedestrian and Public Realm Improvements:** The Rock Bay area is envisioned as a more vibrant industrial business district which feels safe, comfortable and pleasant for the many employees and visitors, with an enhanced tree canopy. Locations for improved sidewalks, crossings, and landscape are identified in this plan. *See Rock Bay Placemaking and Public Realm, policy 15.7, and Walking and Cycling Improvements, policy 15.9.*

16.3.4. **Gathering or Green Space:** As part of the Parks Master Plan process, a gathering space (e.g. a park, plaza or enhanced streetscape) which serves the many employees in this area should be identified. *See Policy 15.12.2.*

16.3.5. **Festival Street:** Discovery Street should be transformed into a "Festival Street" – a street which is designed to function as a plaza when closed to traffic – in order to support the many events and performances that are held in the district. *See Rock Bay Placemaking and Public Realm, policy 15.7.*

16.3.6. **Rock Bay and Barclay Point Crossing and Special Place:** Green space and a bicycle and pedestrian connection linking the Harbour Pathway and Barclay Point to Bay Street would be developed as part of redevelopment of the lands around Rock Bay, dependent on compatibility with industrial use. *See Policies 15.8.2, 15.8.4, 15.9.10, 15.9.11, 15.12.1, 15.13.1.*

16.3.7. **Waterfront Enhancements:** Habitat enhancement and a possible waterfront path are desired between Bay Street and Selkirk Village, providing enhanced habitat, views from the water, and improved water quality. These enhancements may start at the City-owned land north of Bay Street (linking to Point Ellice House); further enhancements would depend on redevelopment of private lands, and compatibility of public access with industrial use. *See Policies 15.8.7, 15.14.1, and 15.14.3, as well as map 17 on p. 93.*

Douglas Corridor Priorities

16.3.8. **East-West Pedestrian and Bicycle Crossings:** Connectivity for pedestrians and cyclists across the Douglas and Blanshard corridor is a high priority, linking Burnside Gorge with the rest of the city and with area amenities. *See Walking and Cycling Improvements policy 14.8.*

16.3.9. **Douglas Corridor Frequent Transit Improvements and Placemaking:** Douglas Corridor has been identified as a future rapid transit corridor. In the meantime, improvements to the corridor should focus on enhancing transit to a Frequent Transit level of service (described in BC Transit's Transit

Future Plan (2010) through improvements such as improved shelters, street furnishings, landscape, real-time information, and bicycle facilities. At the same time, streetscapes should be enhanced to develop pedestrian comfort and placemaking through street furniture, landscape, attractive surface treatments, and design elements. *See Douglas Corridor Placemaking and Public Realm (policy 14.5) and Douglas Street Interim Improvements (policy 14.10.3).*

16.3.10. **Humber Green Gathering Place and Enhancements:** As the Humber Green area redevelops, improved conditions are needed for employees, residents and visitors. A gathering space near King's Road and Ross Lane, pedestrian-friendly internal streets, and added street trees are desired, along with a crossing at King's Road as part of the Bicycle Master Plan priority network. *See Policies 14.8.1 and 14.11.1 as well as map 14 on p. 80.*

Action Plan: Timetable, Lead Entities and Funding

16.4. Action Plan

The action plan provides a more detailed list of actions identified in this Plan, and suggests a time frame, potential funding sources, and potential partners for achieving these objectives.

Action items include:

- Updates to City regulations and procedures
- Implementation of City programs
- Design for key improvements
- Capital improvements which may be undertaken through a combination of funding sources (City capital funding, developer amenity contributions, senior government funding or grants, and partnerships with other government, non-profit or private entities).
- Improvements which would occur as a result of development of private lands

The action plan must be used as a working document that is reviewed on a regular basis to take account of changing circumstances and progress.

16.5. Recommended Time Frame

The Burnside Gorge Neighbourhood Plan covers the period from 2017 to 2041. Some of its proposals are complex and long term, while others are simpler and can be delivered more quickly. The pace of improvements will be influenced by the pace of development, availability of funding and partnerships, and must be balanced with needs in other areas of the City.

The Action Plan below suggests time frames for public improvements included in this Plan. The following time frames are considered estimates:

- **Short-Term (0-3 Years):** These items may be completed as part of the current three-year capital plan;
- **Operational Items:** These items may be completed over time as part of ongoing City operations.
- **Medium-Term (3-10 Years):** These items would be recommended for funding in the future. They may be recommended for future capital budgets, may be advanced if triggered by redevelopment projects, or if funding (amenity contributions, grants, etc.) become available;
- **Long-Term (10+ Years):** These items represent longer-term objectives without specific funding strategies or allocations.

16.6. Priority:

Each item has been assigned a community priority (very high, high, medium or lower) based on extensive engagement carried out in the creation of this Plan. The community priority rating does not necessarily correspond to the time frame, as some items are complex or expensive and require funding, land acquisition, or private redevelopment.

Short Term (0-3 year) Actions

These items may be completed as part of the current three-year capital plan.

Action	Description	Priority
1. Update Land Use Regulations	Update zoning in Rock Bay to support economic development and other areas of the neighbourhood to facilitate a variety of housing forms.	High
2. Update Future Street Designs	Amend the Streets and Traffic bylaw to reflect desired rights of way for key streets in Burnside Gorge, including the rights-of-way needed to support rapid transit.	High
3. Initiate Bridge Street Improvements	Complete a pedestrian crossing at the intersection of Bridge Street and Hillside Avenue. Consider feasibility of initial placemaking improvements (e.g. banners, street furnishings) on Bridge Street in the Industrial Arts area.	High
4. Complete Burnside Road Interim Improvements	Complete interim improvements for Burnside Road identified in this plan, as property is available (with Saanich).	High
5. Initiate Galloping Goose Regional Trail Improvements and Wayfinding	Partner with the CRD to improve connections between the Galloping Goose Trail and Alpha Street, Burnside Road, and Cecelia Road; and provide wayfinding signage between the trail, Jutland Road and Gorge Road. Work with the CRD to consider enhancements to the trail itself which make it more comfortable for all users (Short- to Medium-Term).	High
6. Complete Bicycle and Pedestrian Improvements	<p>Prioritize improvements identified at the following locations as resources and city-wide priorities allow:</p> <ul style="list-style-type: none"> • Enhancement of pedestrian crossings at Burnside Road-Washington Avenue and Gorge Road-Balfour Avenue • Completion of missing bicycle lane segment on Finlayson Street east of Douglas Street • Enhancement of pedestrian connectivity along Washington Avenue between Gorge Road and Arbutus Park, and along the south side of Gorge Road between Balfour Avenue and Washington Avenue • Signalized crossings at Douglas Street-Speed Street and Finlayson Street-Nanaimo Street intersections (dependent on redevelopment) 	High
7. Complete Parks Planning and Design	Complete park planning for Arbutus Park and Cecelia Ravine Park. Through the Parks Master Plan, consider additional opportunities for water access, and the need and opportunities for new parks in the residential and employment areas.	High

8. Evaluate Truck Routes	Consider changing the designation of Jutland Road and Burnside Road when the City's truck route policy is reviewed.	High
9. Amend Official Community Plan	Update the OCP for alignment with the Burnside Gorge Neighbourhood Plan, including adjustments to land use designations, a new Heritage Conservation Area and expanded Development Permit Areas.	Medium
10. Support Artists' Spaces	Through the Arts and Culture Master Plan, explore partnerships for the creation of non-profit, affordable spaces for artists and arts organizations in Burnside Gorge. Consider affordable artists' housing in the city.	Medium
11. Explore Heritage Incentives	Consider extending the Heritage Tax Incentive program for heritage properties throughout Rock Bay.	Medium
12. Encourage Energy Efficient Buildings	As part of the Greenhouse Gas Emissions reduction strategy, consider means to support the creation or retrofit of energy efficient commercial and industrial buildings.	Lower
13. Create Public Art	Initiate at least one public art program for the Rock Bay Area (e.g. placement of murals in Rock Bay area).	Lower

Ongoing Actions (Operational)

These items may be completed over time as part of ongoing City operations

Action	Description	Priority
13. Complete Minor Bicycle and Pedestrian Improvements	Continue program of completing bicycle and pedestrian improvements as resources allow and as streets are resurfaced, considering city-wide needs and the prioritization in this plan.	High
14. Infrastructure Upgrades	Continue underground infrastructure upgrades consistent with City Master Plans.	High
15. Encourage Industrial Users to Be Good Neighbours	Develop guidelines and encourage best practices for heavy industrial uses to mitigate impacts on the surrounding Rock Bay business district	Medium
16. Encourage Heritage Conservation	Work with owners of eligible properties to encourage listing of properties on the Heritage Register. Consider Heritage Designation during rezoning application processes involving heritage resources. Work with the community to identify further citizen-initiated heritage conservation areas.	Medium
17. Create Public Art	Integrate public art into the development of streetscapes, parks and waterfront pathways in the neighbourhood, in collaboration with the community and through existing public arts programs.	Lower
18. Promote Rock Bay Area for Business	Work with the business community to brand and promote the Rock Bay area and to tell the stories of business in Rock Bay through the City's Business Hub.	Lower

Medium Term (3-10 years) Actions

These items would be recommended for funding in the future. They may be recommended for future capital budgets, may be advanced if triggered by redevelopment projects, or if funding (amenity contributions, grants, etc.) become available.

Action	Description	Priority
19. Complete Waterfront Pathway Phase 1	Complete a pedestrian and bicycle connection from the Galloping Goose Regional Trail to Arbutus Park.	Very High
20. Complete Doric Street Connector	Acquire easements or rights of way and complete the pedestrian and bicycle connection between Maddock Avenue, Cecelia Road and the Galloping Goose Regional Trail.	Very High

21. Develop Bicycle Master Plan Priority Network	Complete an All Ages and Abilities bicycle route on Government Street as far north as Bay Street, and a crossing of Blanshard Street at King's Road, as part of Phase 2 of the Bicycle Master Plan priority network. Complete an All Ages and Abilities bicycle route on Government Street and Gorge Road consistent with Phase 4 of the Bicycle Master Plan priority network.	High
22. Encourage Business-Ready Light Industrial Spaces	Explore means (e.g. further regulatory changes or incentives) to further support the creation of light industrial spaces for start-up, attraction and expansion of businesses in the Rock Bay area.	High
23. Encourage Urban Village Commercial Uses	Explore means (e.g. further regulatory changes, incentives, or streetscape improvements to Jutland Road) to further support the creation of urban village commercial uses within walking distance of the neighbourhood's primary residential areas.	High
24. Develop Public Realm Strategy	Expand the Public Realm strategy to include development of streetscape design guidance for emerging urban villages and industrial arts areas in Burnside Gorge neighbourhood, to be implemented as these areas redevelop or as part of streets maintenance.	High
25. Enhance Existing Parks	Undertake improvements to Arbutus Park and Cecelia Ravine Park as identified in Parks Management Plans.	High
26. Enhance Harriet Road Waterfront	Create a parks design and implement improvements (with Saanich).	Medium
27. Develop an Additional Water Access	Develop an additional water access (e.g. small boat launch, swimming access) as identified in the Parks Master Plan.	Medium
28. Complete Rock Bay Parking Management Strategy	Complete a Public Parking Management Strategy to support the evolution of the Rock Bay area as a successful urban industrial business district.	Medium
29. Initiate Douglas Street Frequent Transit Improvements and Begin Planning for Rapid Transit	Work with BC Transit to support improvements to Douglas Street to move towards a frequent transit level of service as described in the 2010 Transit Future Plan (e.g. enhanced stations; signal prioritization) as a first step towards developing Rapid Transit.	Medium
30. Develop a Festival Street	Enhance Discovery Street as a festival street.	Medium
31. Placemaking Program	Design and implement placemaking improvements (e.g. street furnishings, banners, event programming) focused on urban villages and the industrial arts areas once these areas become established.	Lower
31. Develop a Community Garden	Locate and develop an additional community garden in the western part of the neighbourhood.	Lower
32. Plan for Sea Level Rise and Tsunami Hazard	Determine how to protect parts of the Rock Bay area susceptible to sea level rise (e.g. through improved infrastructure and/or regulations for new development).	Lower

Long Term (10+ years) or as redevelopment occurs

These items represent longer-term objectives without specific funding strategies or allocations.

Action	Description	Priority
33. Waterfront Pathway Phase 2	Complete a waterfront pathway from Arbutus Park to Lotus Street	Very High
34. Rock Bay Area Shoreline Improvements (South of Bay Street)	As part of redevelopment, seek improvements at Barclay Point and around Rock Bay (water body) connecting to the Harbour Pathway as identified in this plan	Medium
35. Humber Green Intersection Redesign	Through a transportation study, develop a new design for the Humber Green intersection which improves pedestrian conditions and sense of place, and supports redevelopment.	Medium
36. Rock Bay Area Shoreline Improvements (North of Bay Street)	Improve habitat on City-owned lands and consider a pathway linking Bay Street to Point Ellice House. As redevelopment permits, consider extension of improvements north to Selkirk Village.	Lower
37. New Waterfront Park	Dependent on redevelopment of the Gorge Road Hospital Site, develop an additional waterfront park as described in this plan.	Lower

Appendix A: Glossary of Terms

Affordable Housing: Housing that falls within the financial means of a household living in either market or non-market dwellings. Total costs for rent or mortgage plus taxes (including a 10% down payment), insurance and utilities should equal 30 percent or less of a household's gross annual income. Housing affordability is influenced by household income, and cost and supply of housing.

Apartment: A dwelling located in a multi-story, multi-unit building that accesses the ground via shared corridors, entrances and exits.

Attached Dwelling: A building used or designed as three or more self-contained dwelling units, each having direct access to the outside at grade level, where no dwelling unit is wholly or partly above another dwelling unit.

Attached Housing: Any form of housing where more than two individual dwellings are structurally attached including duplexes, townhouses, row-houses, and apartments regardless of tenure.

Complete Streets: Transportation facilities that are designed and operated to enable safe access for all users – pedestrians, cyclists, public transit passengers and vehicles, commercial vehicles and automobiles. Users of all ages and abilities must be able to safely move along and across a Complete Street.

Cohousing: is an intentional community of private homes clustered around shared space. Each attached or single family home has traditional amenities, including a private kitchen. Shared spaces typically feature a common house, which may include a large kitchen and dining area, laundry, and recreational spaces.

Cooperative Housing: Housing owned by a non-profit cooperative association, where residents have a share

of ownership and often pay a monthly housing charge.

Cottage housing: is a grouping of small, single family dwelling units clustered around a common area and developed with a coherent plan for the entire site.

Density: The number of dwelling units on a site expressed in dwelling units per acre (u.p.a) or units per hectare (u.p.ha) or Floor Space Ratio (FSR)

Development Permit: A document that includes approved site and building development plans illustrating land use, landscaping, built form, intensity of use, and appearance of the site and buildings, as well as conditions of development approval.

Development Permit Area: Under the Local Government Act (LGA), local governments may designate areas of land known as a development permit areas (DPA) for one or more purposes.

District Energy System: The provision of heating, cooling or electricity through the production of steam, hot water or chilled water at a central plant that is then distributed through piping to individual buildings in a larger neighbourhood or community.

Duplex: A two family dwelling.

Dwelling Unit: Any room or suite of rooms, intended for use by one household exclusively as a place of residence.

Employment Uses: A mix and range of office, industrial, warehousing, transportation and logistics, construction, communication, technology, commercial and financial services, retail and wholesale, institutional, research, education, public service and similar or related land uses and activities.

Fee Simple: Private ownership of property with no strata-title ownership or obligations.

Floor Space Ratio: The ratio of the total floor area of a building to the area of the lot on which it is situated.

Frequent Transit: Transit service that provides medium to high density land use corridors with a convenient, reliable, and frequent (15 minutes or better) transit service all day long. The goal of the Frequent Transit network is to allow people to spontaneously travel without having to consult a transit schedule and is characterized by transit priority, right-of-way improvements, a high level of transit stop amenities, and corridor branding.

General Employment: consists of primarily employment generating uses and accessory mixed-uses including light industrial, commercial, and institutional uses contained within a wide range of low to medium-rise building forms, including those with large floor plates on lots with space suitable for vehicle circulation, shipping and delivery.

Ground-Oriented Dwelling: A residential unit that has individual and direct access to the ground, whether detached or attached, including single-detached dwellings, duplexes, rowhouses and townhouses, as well as the principal unit and secondary suite in single-detached dwelling.

Harbour Pathway: A currently incomplete public multi-purpose pathway running along the Victoria Harbour south and east shore between Ogden Point and Rock Bay.

Heritage Character: Overall effect produced by traits or features which give heritage property or an area a distinctive appearance or quality.

Heritage Conservation: Includes, in relation to heritage, any activity undertaken to protect, preserve or enhance the heritage value or heritage character (including but not limited to character-defining elements) of heritage property or an area.

Heritage Designation: Bylaw to protect a heritage property that is formally recognized for its heritage value from exterior alterations, removal or demolition without the approval of City Council.

Heritage Property: A structure, building, group of buildings, district, landscape, archaeological site or other place in Canada that has been formally recognized for its heritage value.

Heritage Register: A list of property that is formally recognized by the local government to have heritage value or heritage character.

Heritage Value: The historic, cultural, aesthetic, scientific or educational worth or usefulness of (heritage) property or an area. The heritage value of a heritage resource is embodied in its heritage character.

Industrial: consists of industrial uses including primary processing, manufacturing, shipping, warehousing and accessory office uses, occupying a wide range of low to mid-rise building forms including those with large floor plates on lots with outdoor space suitable for vehicle circulation, storage as appropriate, and materials handling.

Intensification: The development of a property, site or area at a higher density than currently exists through: a) redevelopment, b) the development of vacant and/or underutilized lots within previously developed areas; c) infill development; and, d) the expansion or conversion of existing buildings.

Large Urban Village: consists of low to mid-rise mixed-use buildings that accommodate ground-level commercial, offices, community services, visitor accommodation, and multi-unit residential apartments, with a public realm characterized by wide sidewalks, regularly spaced street tree planting and buildings set

close to the street frontage, anchored by a full service grocery store or equivalent combination of food retail uses, serving either as a local, rapid or frequent transit service hub.

Low-Rise Building: A building four storeys or less in height.

Mixed Use: Different uses in relatively close proximity either in the same building (apartments above a store) or on the same or site or, when referring to an area or district, on an adjacent site (light industry adjacent to an office building).

Multi-unit: A building containing three or more dwelling units, also referred to as multi-family or a multiple dwelling.

Official Community Plan: An Official Community Plan (OCP) can be developed by both municipalities and regional districts. The OCP provides the longer term vision for the community. Under the Local Government Act section 875, an OCP is a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan, respecting the purposes of local government.

Open Space: Land that provides outdoor space for unstructured or structured leisure activities, recreation, ecological habitat, cultural events or aesthetic enjoyment that is generally publicly-accessible, and that is not a designated City of Victoria park. Open space includes private lands, public lands and City-held property.

Park: Land managed by the City of Victoria that provides outdoor space for unstructured or structured leisure activities, recreation, ecological habitat, cultural events, or aesthetic enjoyment, not including planted areas within street rights of way.

Placemaking: A holistic and community-based approach to the development and revitalization of cities and neighbourhoods, that creates unique places of lasting value that are compact, mixed-use, and pedestrian and transit oriented with a strong civic character.

Priority Frequent Transit: Transit service that provides medium to high density land use corridors with a convenient, reliable, and frequent (15 minutes or better) transit service all day long. Priority Frequent Transit differs from Frequent Transit, as it includes a semi-exclusive right of way on portions of the route for transit vehicles.

Public art: Works of art in any media that has been planned and executed with the specific intention of being sited or staged in the physical public domain, usually outside and accessible to all.

Rapid Transit: Transit service designed to move high volumes of passengers between major regional destinations along key transportation corridors. Services are very frequent (15 minutes or better) and stop less often than traditional transit services. To improve travel time and reliability Rapid Transit utilizes an exclusive or semi-exclusive right of way to eliminate or significantly reduce the impact of general traffic on transit vehicles. Rapid services use high capacity transit vehicle technologies such as light rail and bus rapid transit vehicles.

Row House: An attached dwelling on its own legal parcel with a formal street address.

Street Wall: A generally continuous edge of building facades that collectively define streets and sidewalks, and include portions of building facades above the ground.

Small Urban Village: consists of a mix of commercial and community services primarily serving the surrounding residential area, in low-rise, ground-oriented multi-unit residential and mixed-use buildings generally up to four storeys in height along arterial and secondary arterial roads and three storeys in height in other locations, serving as a local transit service hub.

Streetscape: All the elements that make up the physical environment of a street and define its character. This includes paving, trees, lighting, building type, style, setbacks, pedestrian amenities, street furniture, etc.

Town Centre: consists of mixed-use, mid-rise building types that accommodate ground-level commercial, offices, community services, visitor accommodation, and multi-unit residential apartments, with a well-defined public realm characterized by wide sidewalks, regularly spaced street tree planting and buildings set close to the street frontage, anchored by a full service grocery store or equivalent combination of food retail uses and destination retail, serving either as a frequent or rapid transit service hub.

Townhouse: A variety of 3 or more residential buildings where individual houses lining a street share adjacent walls in common under a strata title, with each dwelling unit having a separate entrance and yard area. Stacked townhouses are stacked on top of each other, each with its own front door and private outdoor space.

Transit oriented development: (TOD) is a mixed-use residential and commercial area designed to maximize access to public transport, and often incorporates features to encourage transit ridership while dissuading the ownership of automobiles.

Traditional Residential: consists primarily of residential and accessory uses in a wide range of primarily ground-oriented building forms including single, duplexes, townhouses and row-houses, house conversions, and low-rise multi-unit residential and mixed-use buildings up to three storeys in height located along arterial and secondary arterial roads.

Triplex: Three units sharing a dividing partition or common wall.

Two Family Dwelling: A building consisting of two self-contained dwelling units which share a common wall or an area that forms the floor of one unit and the ceiling of the other and are not linked by a trellis, deck, breezeway or similar connection.

Urban Design: Urban design is concerned with the human-made environment.

It is a discipline that is dedicated to the relationships among the fields of urban planning, architecture and landscape architecture. The concerns of urban design range from a broad level, such as the layout of entire cities, to particular aspects of designed environments such as architectural detailing, landscaping and street furniture.

Urban Residential: consists primarily of multi-unit residential in a wide range of detached and attached building forms, including townhouses and row-houses, low and mid-rise apartments, with a residential character public realm featuring landscaping and street tree planting, and mixed-uses located along arterial and secondary arterial roads. Urban Residential areas are generally located within 400 metres of the Urban Core, a Large Urban Village, Town Centre, or frequent transit route, or within 800 metres of a rapid transit station.



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END OF DOCUMENT

Fairfield

Neighbourhood Plan



September 2019

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

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Key Directions of the Plan



Figure 1. Fairfield Neighbourhood Plan Key Directions



More housing in the northwest

What we heard

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

How the plan addresses what we heard

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

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

For more information on this Big Move

See Chapter 6, Northwest Area and Fort Street Corridor.



Enhance Cook Street Village as the heart of the neighbourhood

What we heard

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

How the plan addresses what we heard

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

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

For more information on this Big Move

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



Make it easier to leave the car behind

What we heard

In the long-term, Fairfield should move away from being a car-centred neighbourhood. Transportation improvements are needed to increase safety and accessibility. In 2016, approximately half of all trips in Victoria were made by walking, cycling, or transit. Connections for these modes should be improved, especially to key destinations like villages and the waterfront.

How the plan addresses what we heard

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

For more information on this Big Move

See Chapter 3, Transportation and Mobility.



Support the urban forest and green spaces

What we heard

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

How the plan addresses what we heard

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

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

For more information on this Big Move

See Chapter 4, Parks, Open Space and Urban Forest; Chapter 6, Northwest Area and Fort Street Corridor; Chapter 7, Urban Villages; Chapter 8, Residential Areas; *Design Guidelines for Cook Street Village* (2019); and *Design Guidelines for Attached Residential Development* (2019).



5

Enhance the waterfront

What we heard

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

How the plan addresses what we heard

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

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

For more information on this Big Move

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



6

Retain rental housing and add new rental and ownership housing

What we heard

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

How the plan addresses what we heard

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

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

For more information on this Big Move

See Chapter 8, Residential Areas.



7

Encourage neighbourhood commercial corners to thrive

What we heard

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

How the plan addresses what we heard

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

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

For more information on this Big Move

See Chapter 7, Urban Villages.



8

Support a vibrant neighbourhood centre at Fairfield Plaza Village

What we heard

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

How the plan addresses what we heard

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

- Create a walkable village with shops, services, housing, a plaza, enhanced urban tree canopy, and good connections to the surrounding neighbourhood
- Support new mixed-use buildings (housing above shops) up to 3 storeys.
- Consider development of 3 to 4 storeys, with some added floor space, where the provision of non-market housing is considered. In support of this goal, buildings of up to 5 storeys may be considered along Fairfield road, subject to shadow analysis and mitigation of any impacts on surroundings.
- Support a mix of commercial spaces which support small businesses and can accommodate a full-service grocery store
- Transition sensitively on-site to the surrounding neighbourhood

For more information on this Big Move See Chapter 7, Urban Villages; and *Revitalization Guidelines for Corridors, Villages and Town Centres* (2017, updated)



9

Integrate new housing that fits the character of residential areas

What we heard

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

How the plan addresses what we heard

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

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

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

For more information on this Big Move

See Chapter 4 [Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.](#)

1. Introduction



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

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



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

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



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

What is a Neighbourhood Plan?

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

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

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

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

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

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



Fairfield Neighbourhood Plan Process

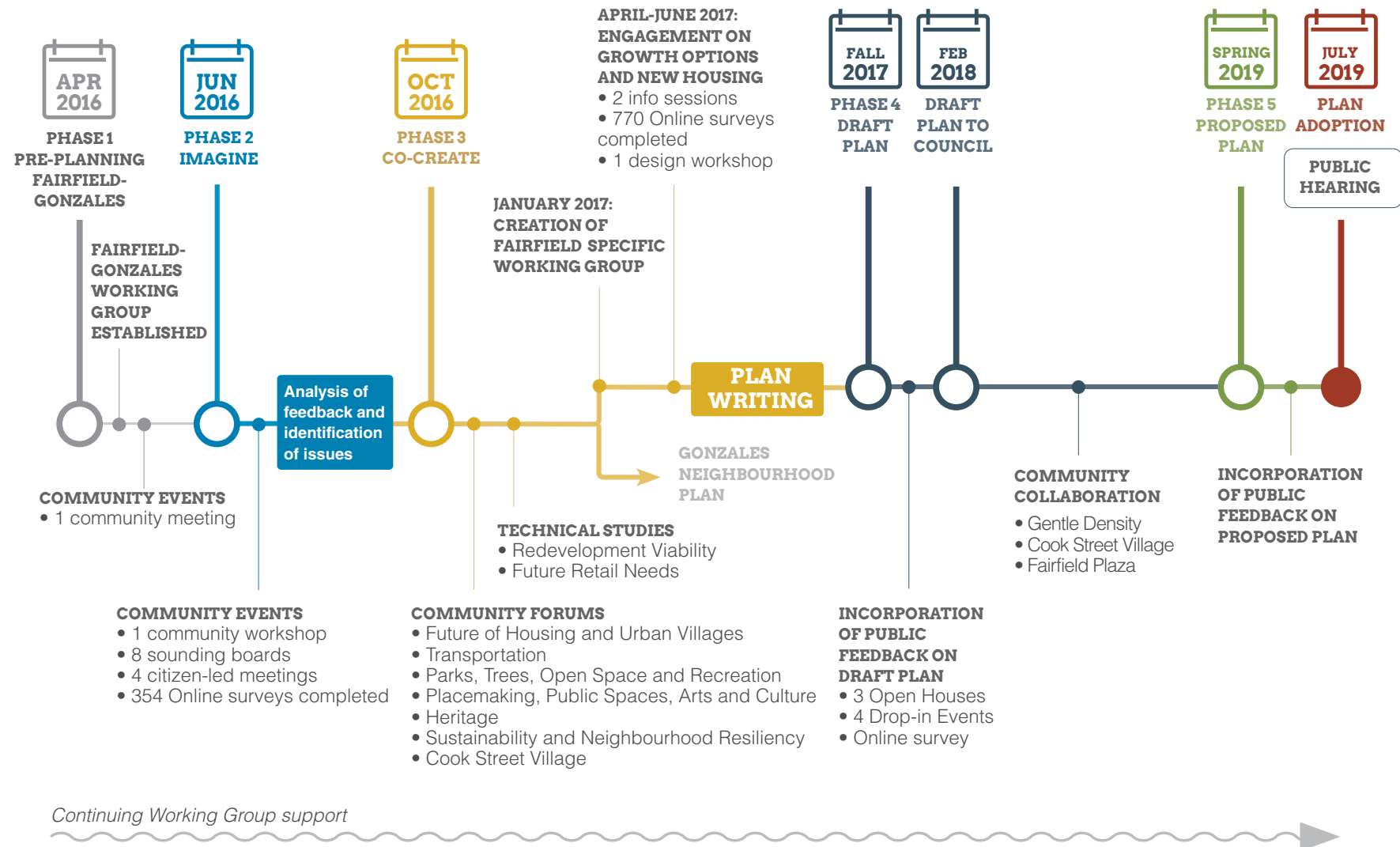


Figure 2. Fairfield Neighbourhood Plan process diagram

Plan Vision

Neighbourhood Vision Statement

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

Guiding Principles

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

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

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

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

2. Neighbourhood Context

Plan Area

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

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

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

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

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

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



Figure 3. Fairfield Neighbourhood Plan Area

Moments in the history of Fairfield



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



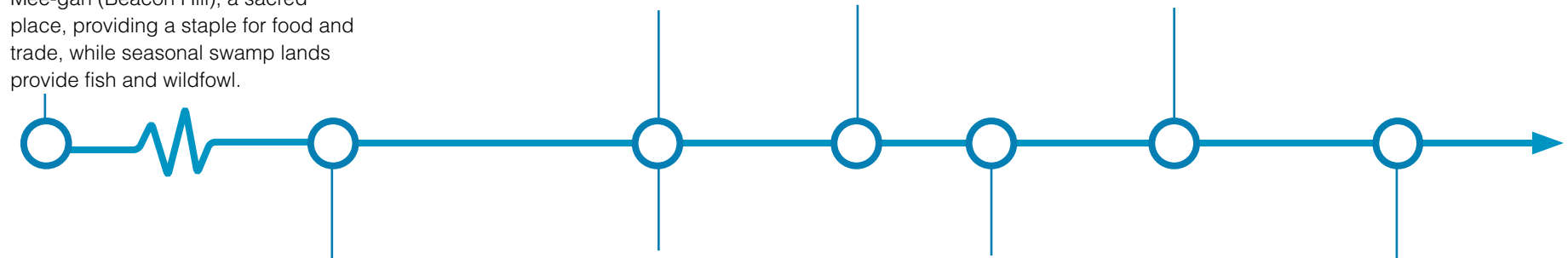
1858: Fairfield Estate is taken over by Sir James Douglas and eventually subdivided into smaller farms.



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



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



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



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



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



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

Figure 4. History timeline

Neighbourhood Snapshot



Median Age



Average household size

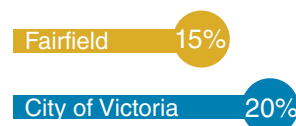


% Total households that have children at home



Source: Statistics Canada Census, 2016

Low-income Households



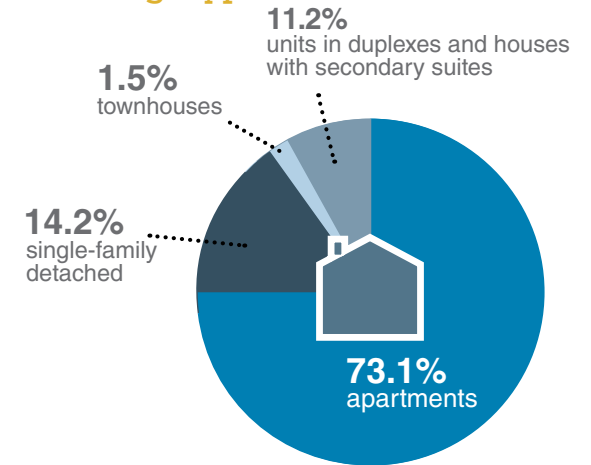
Median Household Income



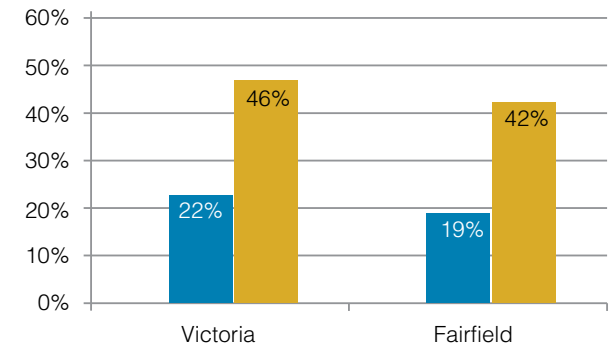
% Households that are one-person households



Housing Types



Housing Affordability



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

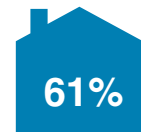
Percent of renters spending more than 30% of income on housing

Source: Statistics Canada Census, 2016

Rental vs. Ownership



of Fairfield homes
are rented



of City of Victoria
homes are rented

Figure 5. Neighbourhood snapshot

Housing and Population Trends in Fairfield

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

Population change often occurs in cycles and is influenced by housing demand; demographic shifts (e.g. new households forming as people leave home, and others start families); and economic, policy, and environmental limits to development. Victoria is not just growing over time, but changing. From 2012 to 2042, the number of seniors is expected to nearly double; while today's children will grow up and new families will form, leading to changing housing demand.

Over the last 10 years, Fairfield added approximately 37 housing units per year. During the period between 2011-2016, Fairfield grew by approximately 60 units per year. Along with future projections for the city as a whole, these trends were used to develop the high and low growth scenarios considered in the graph below.

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

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

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

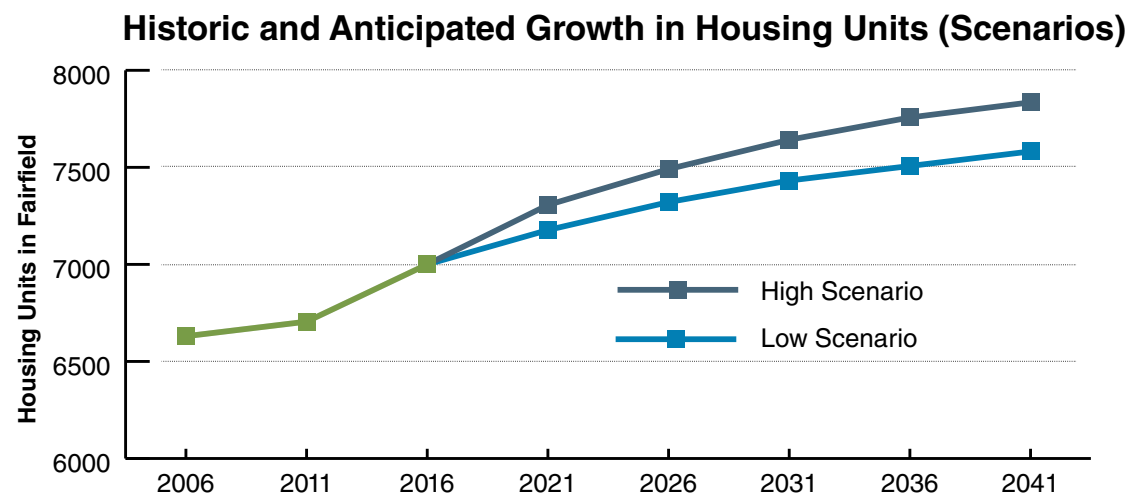


Figure 6. Historic and anticipated housing growth in Fairfield

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

Source: Statistics Canada

Figure 7. Population and housing trends in Fairfield

Neighbourhood Features



Cook Street Village



Beacon Hill Park



Clover Point



St. Ann's Academy



Ross Bay Cemetery



Moss Street Market



Heritage houses



Rental apartment buildings



Fort Street

3. Transportation and Mobility

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



Goals:

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

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

Other Relevant Policies & Bylaws

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

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

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

Neighbourhood Active Transportation

Intent:

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

3.1. Active Transportation Network

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

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

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

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

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



Map 1: Active Transportation Network

3.2. All Ages and Abilities (AAA) Network

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

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

3.2.2. Develop AAA Cycling facilities along the following routes:

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

3.2.3. Other Neighbourhood Active Transportation Routes

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

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

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

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

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

Neighbourhood-Identified Transportation Improvements

3.3. Active Transportation Improvements:

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

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

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

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

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



Map 2: Neighbourhood-Identified Transportation Improvements

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

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

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

3.4. Traffic Management

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

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

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

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

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

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

Transportation and Mobility

Transit Network

Intent:

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

3.5. Frequent Transit Routes

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

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

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

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

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

The Frequent Transit Network will service major corridors with convenient, reliable and frequent transit service seven days a week. The Frequent Transit Network will carry a large share of the transit system's total ridership and for this reason justifies capital investments such as transit priority, right-of-way improvements and a high level of transit stop amenities. (Adapted from BC Transit, Transit Future Plan, 2011)



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

Transportation and Mobility

Parking Management

Intent:

Improve parking management around new developments and commercial areas

3.6. Vehicle Parking Management

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

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

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

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

3.7. Parking for Bicycles and Mobility Devices

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

3.8. Car-Sharing and Low-Carbon Vehicles

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

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



4. Parks, Open Space and Urban Forest



Other Relevant Policies & Bylaws

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

Goals:

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

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

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

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

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

Neighbourhood Parks and Open Spaces

4.1. Parks and Open Space Network

Intent:

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

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

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



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

4.2. Community Gathering and Placemaking in Parks

Intent:

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

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

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

4.3. Waterfront Parks

Intent:

Enhance access, amenities, wayfinding and facilities along the waterfront

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

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



Beacon Hill Park



Courthouse Playground



Dallas Road Waterfront Trail

Neighbourhood Parks and Open Spaces, cont'd.

4.4. Beacon Hill Park

Intent:

Celebrate and enhance visitor experiences in Beacon Hill Park

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

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

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

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



Pioneer Square

4.5. Ross Bay Waterfront

4.5.1. Consider additional seating and improved access to the beach and causeway for people with mobility issues or carrying watercraft.

4.6. Moss Rocks Parks

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

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

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

4.7. Robert J. Porter

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

4.8. Chapman Park and Bushby Park

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



Robert J. Porter Park

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

4.9. Pioneer Square

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

Recommendations include:

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

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

4.10. St. Ann's Academy

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

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

Coastal Ecosystems and Climate Change

4.11. Management Strategies

Intent:

Protect coastal ecosystems.

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

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

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

4.12. Climate Change in Parks and Open Space

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

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



Dallas Road waterfront



Moss Rocks Park

Parks, Open Space and Urban Forest

Urban Forest

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

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

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

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

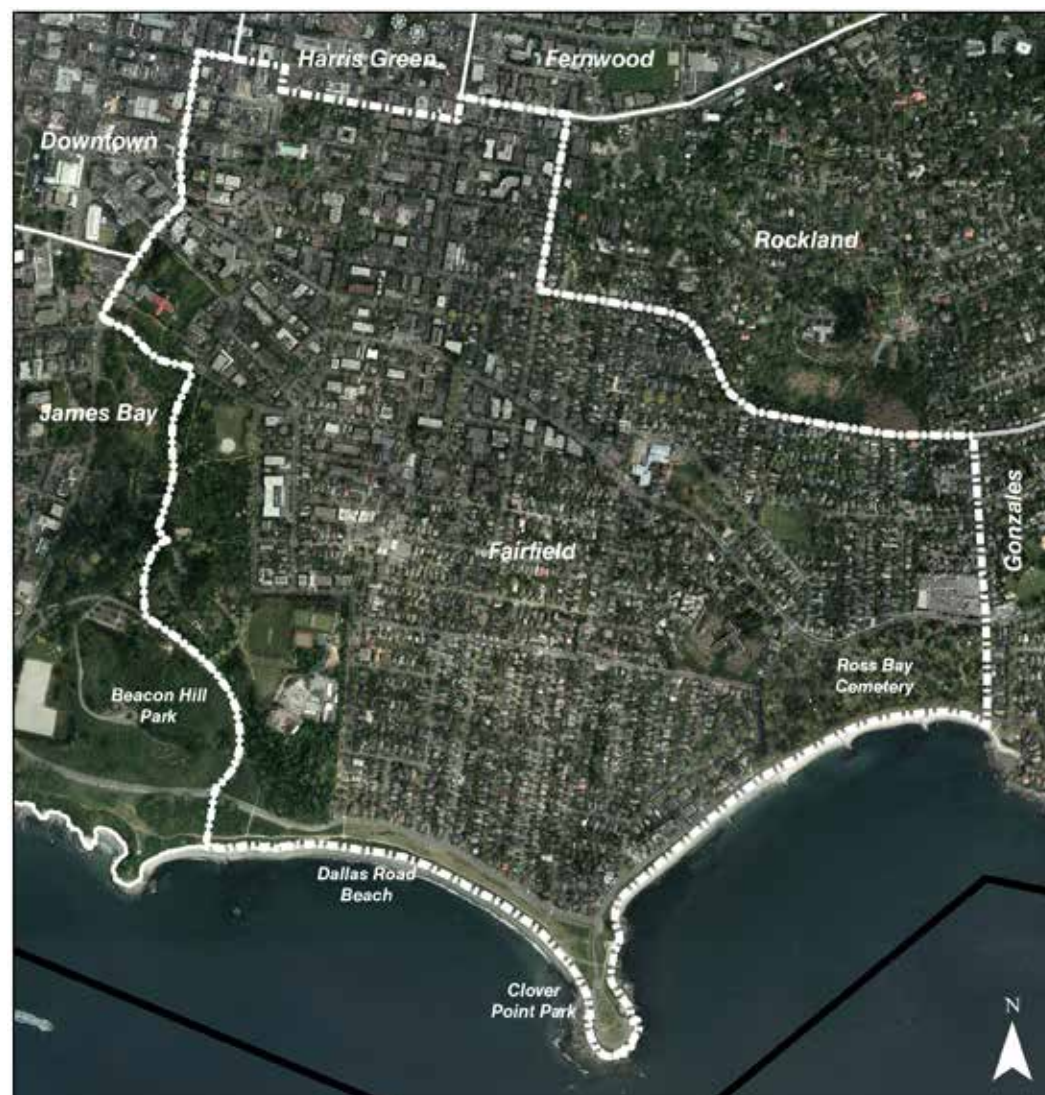


Figure 8. Fairfield tree canopy 2017

4.13. General Policies

Intent:

Maintain and enhance the urban forest and native ecosystems

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

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

4.14. Trees and Native Ecosystems in Public Parks

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

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

4.15. Boulevards and Street Trees

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

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

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

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

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

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



Parks, Open Space and Urban Forest

Urban Forest, cont'd.

4.16. Trees and Native Ecosystems on Private Lands

- 4.16.1. Develop guidelines and regulations for new development to support tree diversity, planting spaces and permeable surface on private property. (See 8.15.7.)
- 4.16.2. When additions to existing buildings or new buildings are proposed, consider granting variances, if required, to retain significant trees, landscape or native ecosystem features.
- 4.16.3. Update the Zoning Regulation Bylaw and create Development Permit guidelines for infill housing to balance housing objectives with maintaining open site space on private land adequate for canopied trees. (See 4.13.2., 8.15 - 8.16)
- 4.16.4. Consider revisions to the single-detached zone for Fairfield to establish open site space requirements which can support tree planting spaces.
- 4.16.5. Prioritize updates to the Tree Preservation Bylaw and ensure the community is kept up to date on timelines and methods for input.

4.17. Community Stewardship

- 4.17.1. Support community-led projects in partnership with the City and involve volunteers in supporting the urban forest. Community suggestions included urban forest walks, a memorial tree program, adopt-a-boulevard-tree program and celebrating the urban forest through public art.
- 4.17.2. Work with the community to develop a process to identify significant trees in Fairfield on both public and private land. Suggestions to evaluate include:
 - a. Horse Chestnut trees within Cook Street Village
 - b. Cherry trees along Moss Street and other locations which may have cultural significance.



5. Future Land Use

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

Future Land Use Map

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

Northwest Area and Fort Street Corridor - Chapter 6

Urban Residential Rental Retention Area - Chapter 8

Cook Street Village - Chapter 7

Area near Cook Street Village - see Chapter 8



5.1. Future Land Use Summary Table

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

Figure 9: Future Land Use Summary Table

Five Points and Moss at May Small Urban Villages	<ul style="list-style-type: none"> Commercial uses on the ground floor, with a preference for active uses which support pedestrian traffic Commercial or residential uses on upper floors 	<ul style="list-style-type: none"> Up to 1.5 floor space ratio Opportunities for bonus density up to 2.0 floor space ratio for parcels fronting on Fairfield Road 	<ul style="list-style-type: none"> Mixed use buildings up to 10.7 metres (3 storeys) On parcels fronting onto Fairfield Road, mixed-use development up to 13.5 metres (approx. 4 storeys) may be considered Buildings built to the edge of the pedestrian realm, with sufficient set back to accommodate pedestrian space and healthy street trees
Fairfield Plaza Village	<ul style="list-style-type: none"> Commercial uses on the ground floor Commercial or residential uses on upper floors Smaller storefronts and commercial spaces One larger space provided in coordination with a full-service grocer 	<ul style="list-style-type: none"> Up to approximately 1.5 floor space ratio Opportunity for bonus density up to 2.0 floor space ratio 	<ul style="list-style-type: none"> Mixed use buildings up to 3 to 5 storeys (approx. 11 - 17 metres) New development with buildings, storefronts and entries oriented to the public streets as well as internal streets and public spaces Enhanced public realm incorporating a public gathering/amenity space and tree planting within the site Mix of convenience parking at grade with long-term or residential parking located in a structure or underground Transitions to lower-scale development to occur on-site See chapter 7 for further guidance
Cook Street Large Urban Village	<ul style="list-style-type: none"> Commercial uses on the ground floor, with a preference for active uses which support pedestrian traffic Smaller storefronts and commercial spaces One larger space provided in coordination with a grocer 	<ul style="list-style-type: none"> Up to 1.5 floor space ratio Opportunities for bonus density up to 2.5 floor space ratio (within limits of height and development guidelines) 	<ul style="list-style-type: none"> Mixed use buildings up to 13.5 metres (4 storeys) in height Buildings set back from the property line to accommodate seating, patio space, display areas and similar uses Below-ground setbacks to accommodate root zones for existing and future mature trees Upper storeys stepped back to (per policy and Development Permit guidelines) to accommodate healthy mature tree growth and maintain openness and sunlight access
Core Residential	<ul style="list-style-type: none"> Residential Mixed use or commercial use in certain locations indicated by policy (primarily between Blanshard and Quadra streets) Commercial uses on the ground floor facing parts of Fort Street, Blanshard Street and Quadra Street See chapter 6 for details 	<ul style="list-style-type: none"> Base densities ranging from 1.2 to 2.0 fsr Opportunities for bonus density ranging from 2.5 to approximately 5.0 floor space ratio based on policies in Chapter 6 	<ul style="list-style-type: none"> Residential, mixed use or commercial buildings up to 30-37.5 metres (10-12 storeys) in blocks bounded by Blanshard Street, Fort Street, Quadra Street and Courtney Street with sufficient separation of towers Residential, mixed use or commercial buildings up to 30 metres (8-10 storeys) in height in blocks bounded by Blanshard Street, Courtney Street, Quadra Street, and Rupert Terrace Residential or mixed-use buildings up to 20 metres (6 storeys) elsewhere Mixed-use buildings set close to the street along Blanshard Street and Fort Street, with smaller storefront modules responding to context On other streets, modest front setbacks to accommodate landscape amenity spaces, responding to context Upper floors above the street-wall (as described in plan policies and Development Permit guidelines) should step back Parking located to the rear, in a structure or underground See Chapter 6 for details

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

6. Northwest Area and Fort Street Corridor

Goals:

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

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

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



Map 6. Northwest Area and Fort Street Corridor.

The Cathedral Hill Precinct lies to the south of the Fort Street Corridor. Within this area, Christchurch Cathedral and the Royal Theatre are important landmarks and cultural attractions, while the heritage-designated Pioneer Square provides a green “living room” for this area, while the Courthouse Green (a Provincial property) provides for active recreation for families. South of this lies the Humboldt Valley. These areas contain numerous heritage sites such as St. Anne’s Academy, Abigail’s Hotel, St. Joseph’s Hospital, Rose Manor, Mt. Saint Mary Hospital, Mt. Saint Edwards apartments, and several smaller heritage-designated or registered commercial buildings and homes such as the Mellor Block and the Beaconsfield Inn. Many residential streets in these areas are characterized by green frontages, lending a distinct character from the nearby central business district and signaling entry into a more residential area. Non-vehicular commuters and recreational enthusiasts use the greenway that passes through the area, and the leafy boulevards of Vancouver and Burdett Streets are neighbourhood landmarks enjoyed by residents and people passing through.

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

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



Northwest Area and Fort Street Corridor

Northwest Area Fort Street Corridor Policies

6.1. Land Use Policies

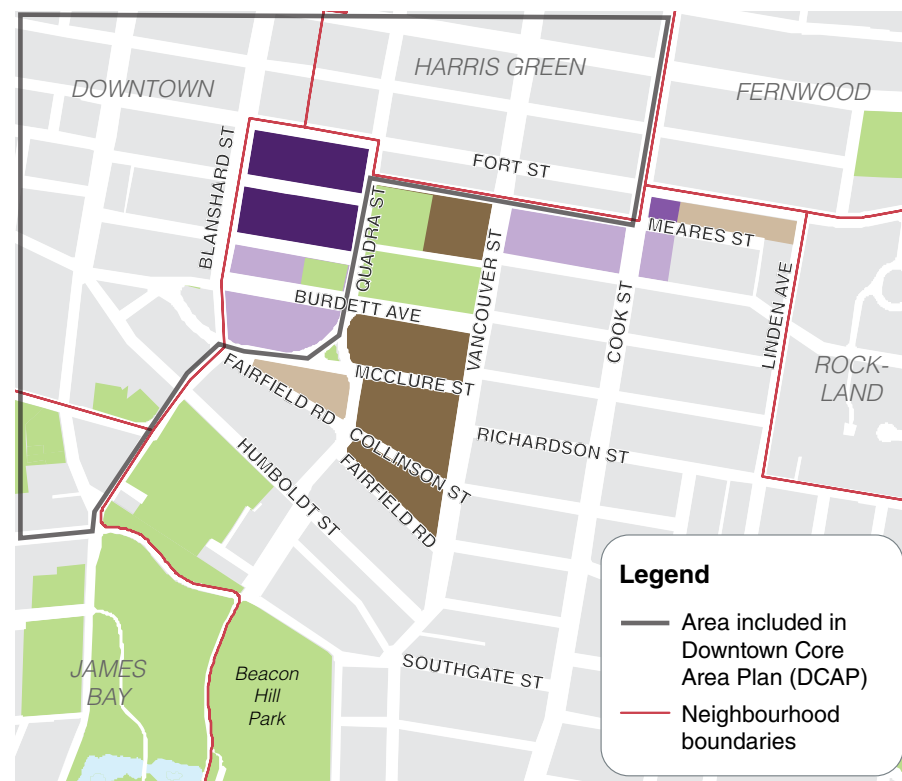
6.1.1. Consider development up to the base density indicated in Map 7.

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

6.1.2. Support the provision of commercial and publicly-oriented active uses on the ground floor as indicated in Fig. 19, as a means to encourage activity and vitality along the street. Encourage relatively small storefronts consistent with the existing pattern, particularly along Fort Street which serves as a “high street” for the Cathedral Hill area. Commercial uses at grade proposed in other areas not indicated by Fig. 19 may be considered on a case-by-case basis if it can be demonstrated that such use fits the context of the site.

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

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



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

6.2. Urban Design Policies

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

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

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

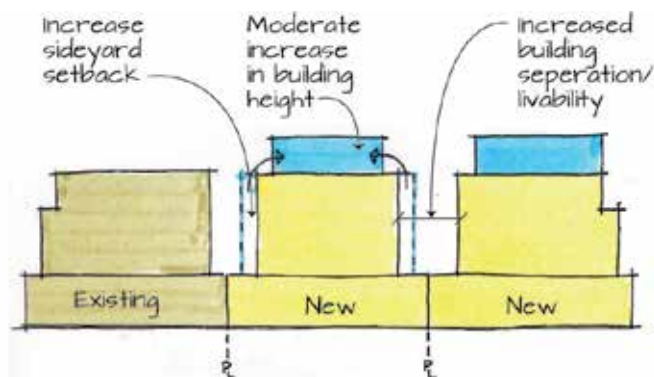


Figure 10. Building Separation for Taller Buildings, northwest part of Cathedral Hill: At a given density, modest increase in height can support greater building separation and more slender buildings, enhancing livability for current and planned future residences

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



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

Northwest Area Fort Street Corridor Policies, cont'd.

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

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

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

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

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

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

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

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

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

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



Figure 11. View from St. Ann's Academy



Figure 12. Christ Church Cathedral



Figure 13. Pioneer Square and Christ Church Cathedral

Northwest Area and Fort Street Corridor

Northwest Area Fort Street Corridor Policies, cont'd.



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



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

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

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

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

c. Portions of these buildings are encouraged to be set back up to 3m from the front property line to accommodate features such as patios, seating and outdoor display areas without impeding pedestrian movement along the public sidewalk.

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

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

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

Northwest Area and Fort Street Corridor

Northwest Area Fort Street Corridor Policies, cont'd.

6.3. Public Realm Policies

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

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

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

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



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



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



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

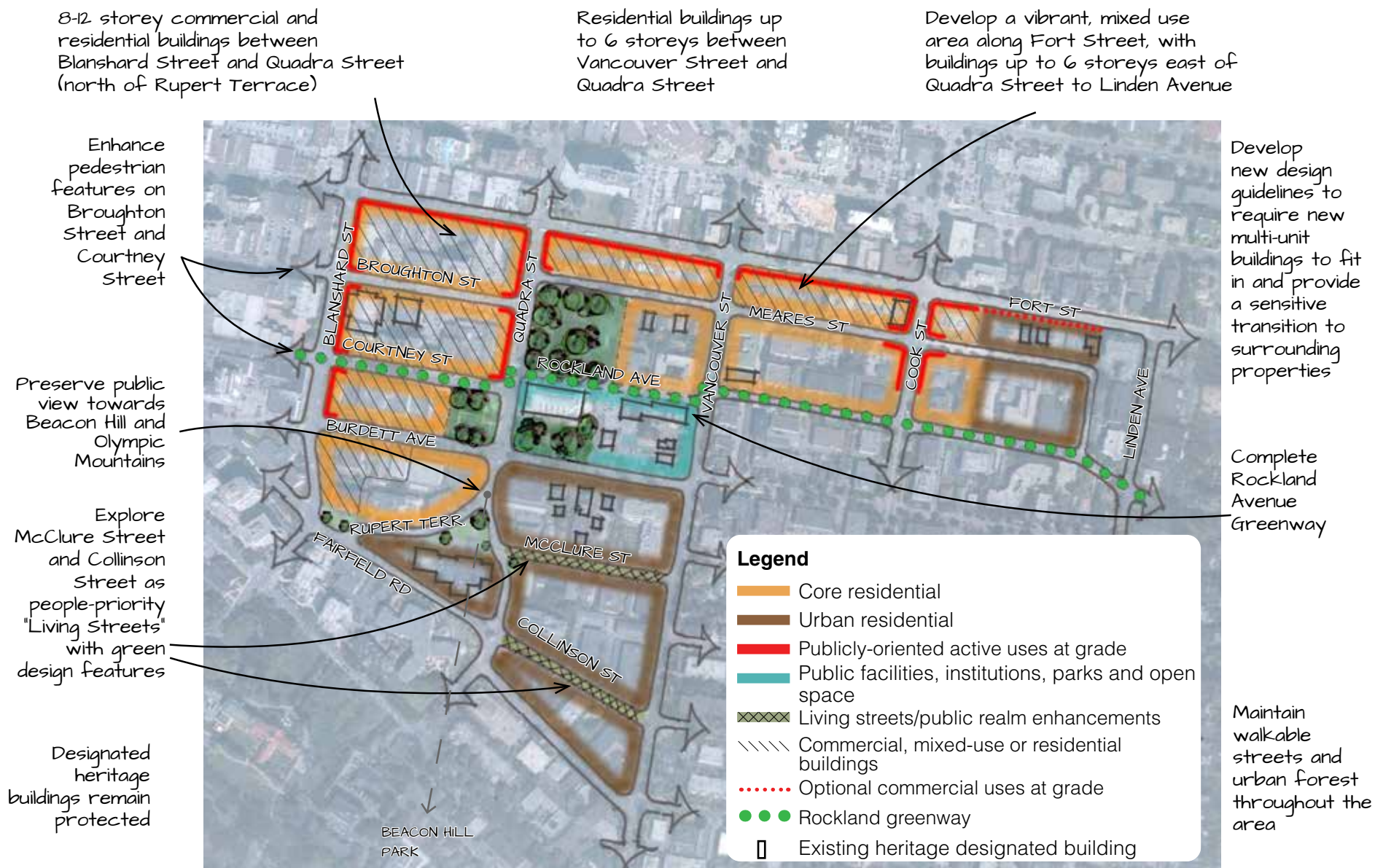


Figure 19. Northwest Area and Fort Street Corridor Concept Diagram

7. Urban Villages

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



Goals:

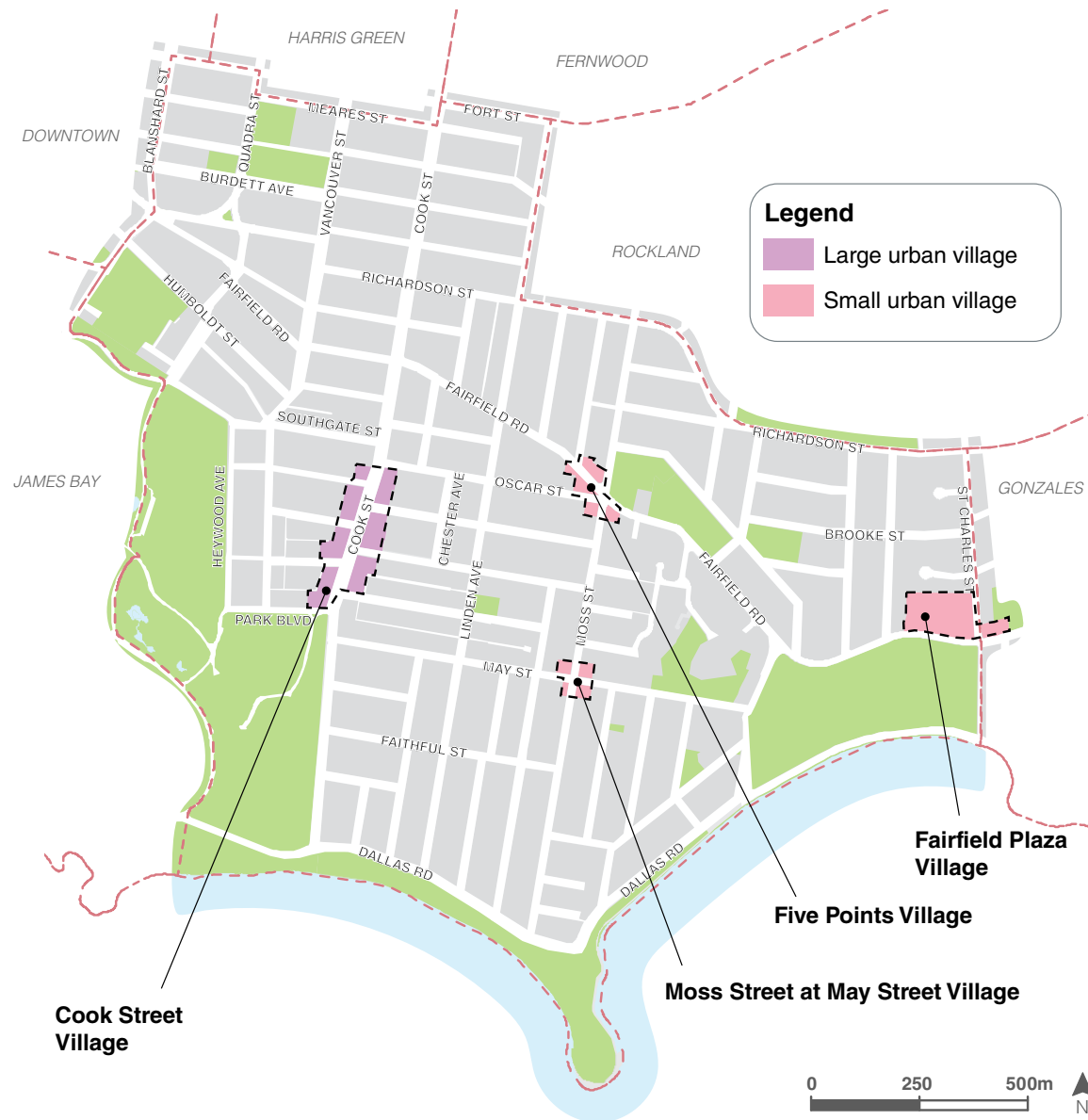
1. **Retain and strengthen neighbourhood businesses**
2. **Improve the walkability, bikeability and public realm in urban villages**
3. **Encourage design that fits in with the neighbourhood character**
4. **Establish high-quality, vibrant public spaces for gathering as part of urban villages**

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



Urban Villages

Fairfield Urban Villages map



Map 9: Fairfield Urban Villages

Urban Villages

Cook Street Village

7.1. Overview and Intent

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

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

7.2. Cook Street Village Principles

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



Urban Villages

Cook Street Village Area Big Moves Summary

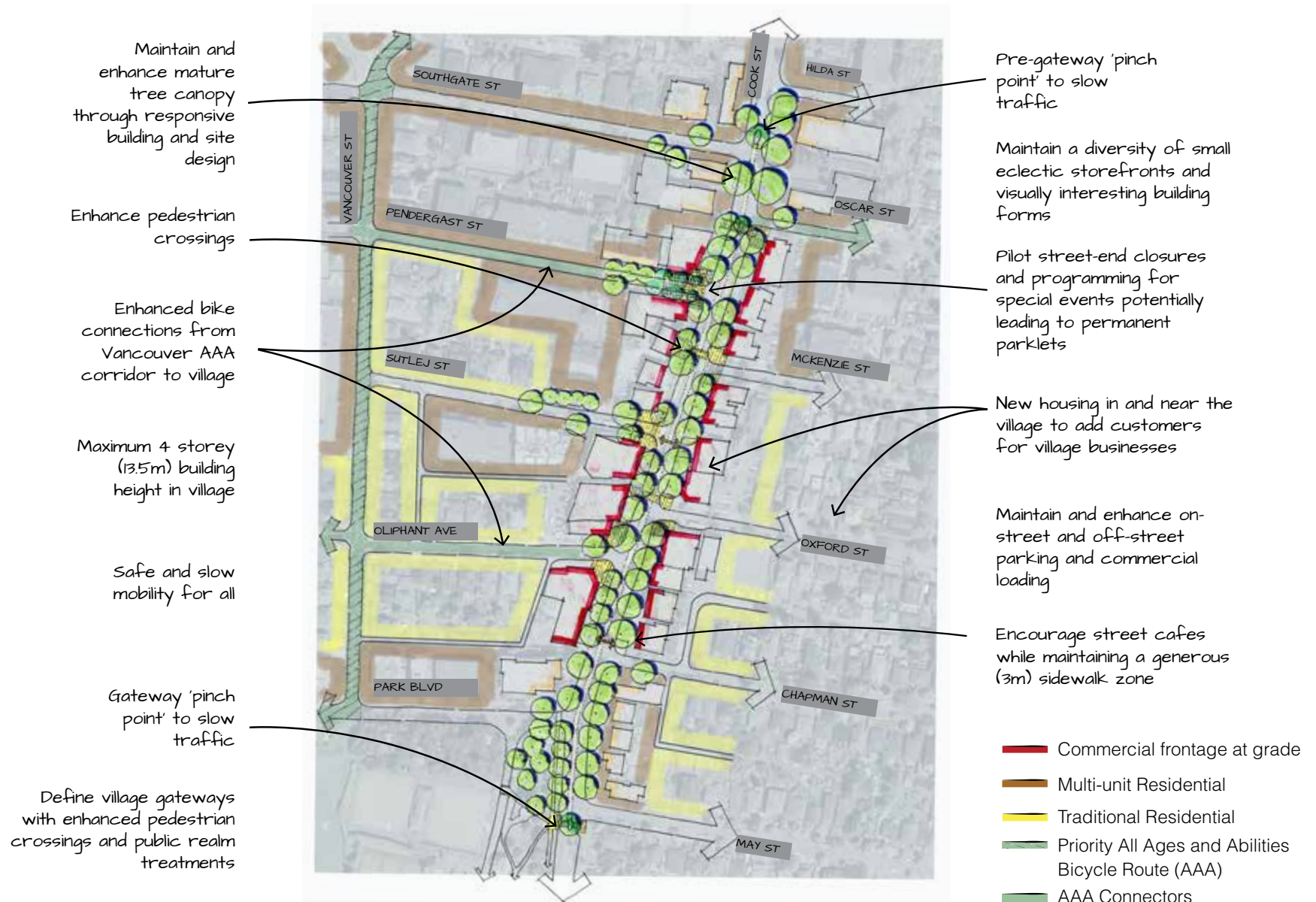


Figure 20. Cook Street Village Big Moves Summary Diagram

Urban Villages

Cook Street Village, cont'd.



7.3. Land Use

Cook Street Urban Village

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

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

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

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

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

7.3.5. Recognize and support the need for a larger commercial retail space in the range of 10,000 to 15,000 ft² (approx. 930 to 1,400 m²) where provided in conjunction with a full-service grocery store.

7.4. Built Form

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

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

Urban Villages

Cook Street Village, cont'd.

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

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

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

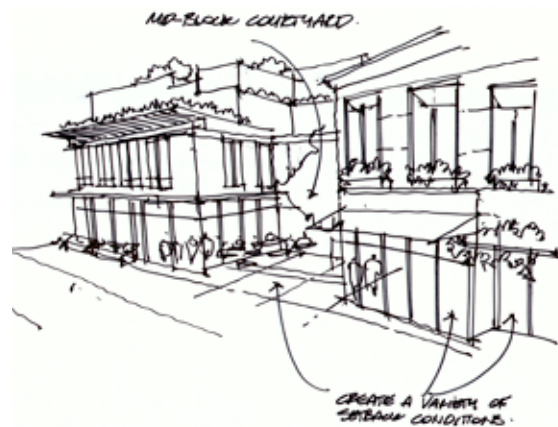


Figure 21. Example of articulation breaking up massing.

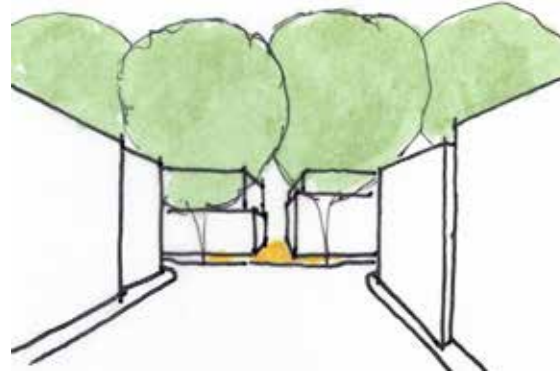


Figure 22. Illustrative example of building design emphasizing a view terminus (see policy 7.4.6)

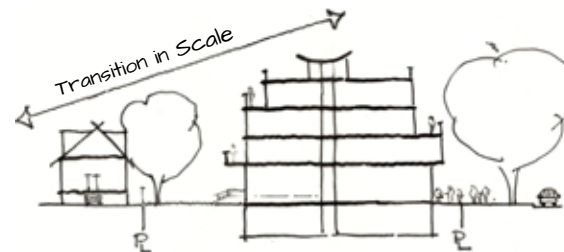


Figure 23. Illustrative example of strategies for achieving a sensitive transition in building scale (see policy 7.4.7)

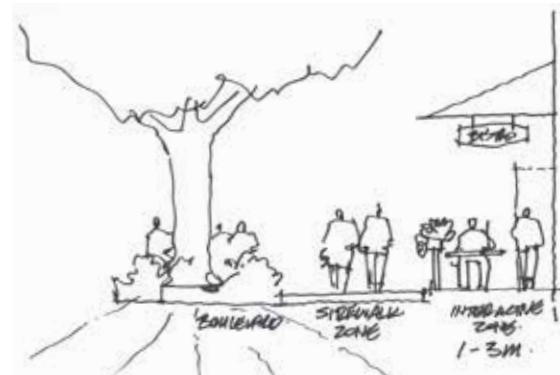


Figure 24. Illustrative example of elements contributing to a pedestrian-focused public realm (see policy 7.5.1)

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

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

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

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

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

7.5. Public Realm

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



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

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

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

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

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

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

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

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

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

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

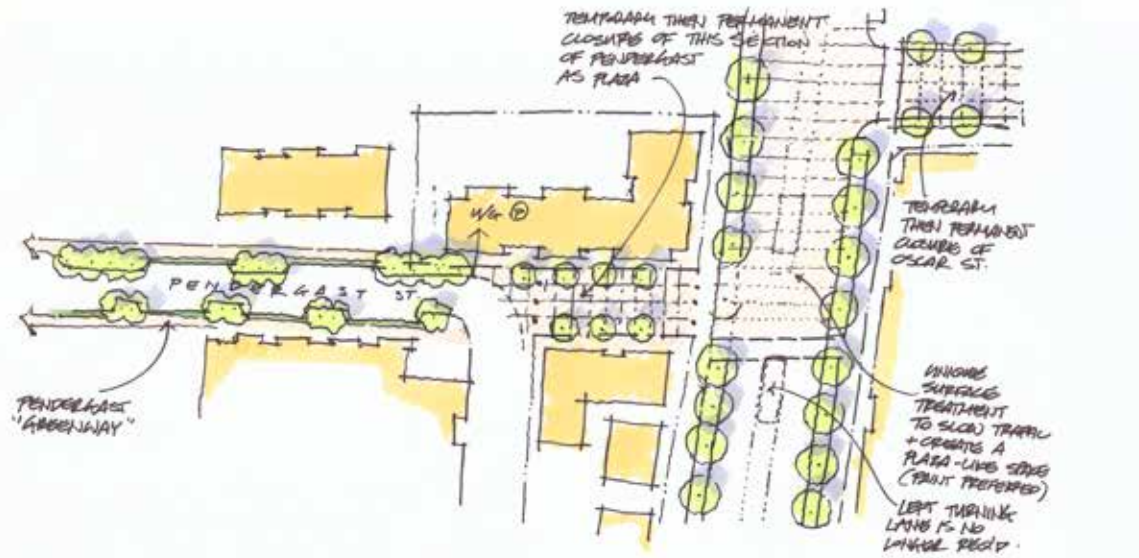


Figure 26. Conceptual illustrations of possible street closure piloting

Summary: Streetscape and building design criteria

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

Principles for Accessibility

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

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



Urban Villages

Cook Street Village, cont'd.

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

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

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

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

7.6. Street Vitality

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

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

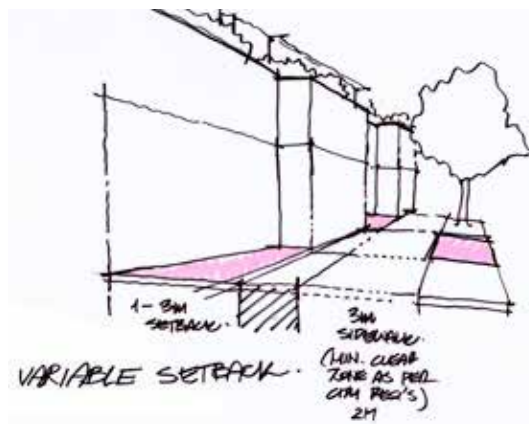


Figure 27. Illustrative example of a 3m sidewalk and variable building setback



Figure 28. Example of inviting and accessible patio space.

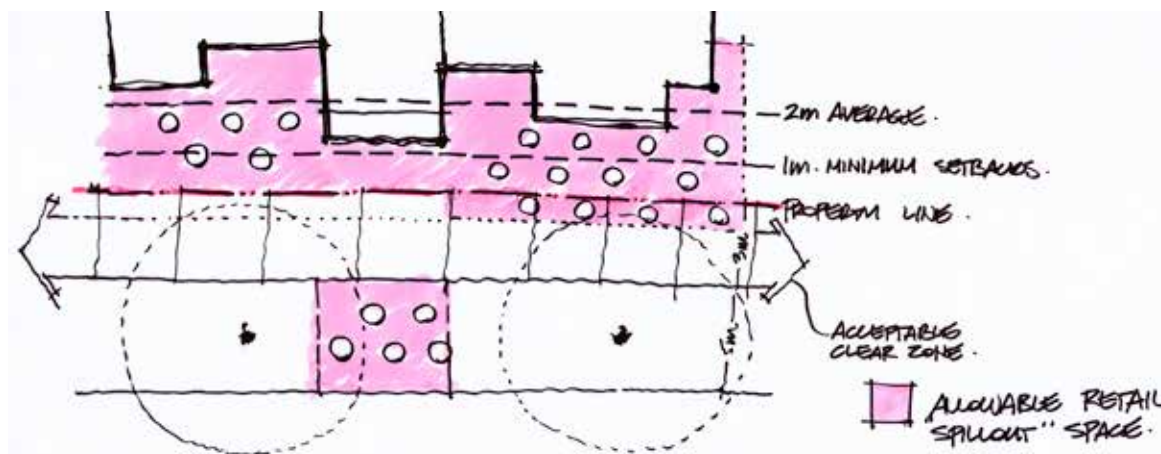


Figure 29. Conceptual illustration of variable building setbacks and patio cafe and retail spillover space

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

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

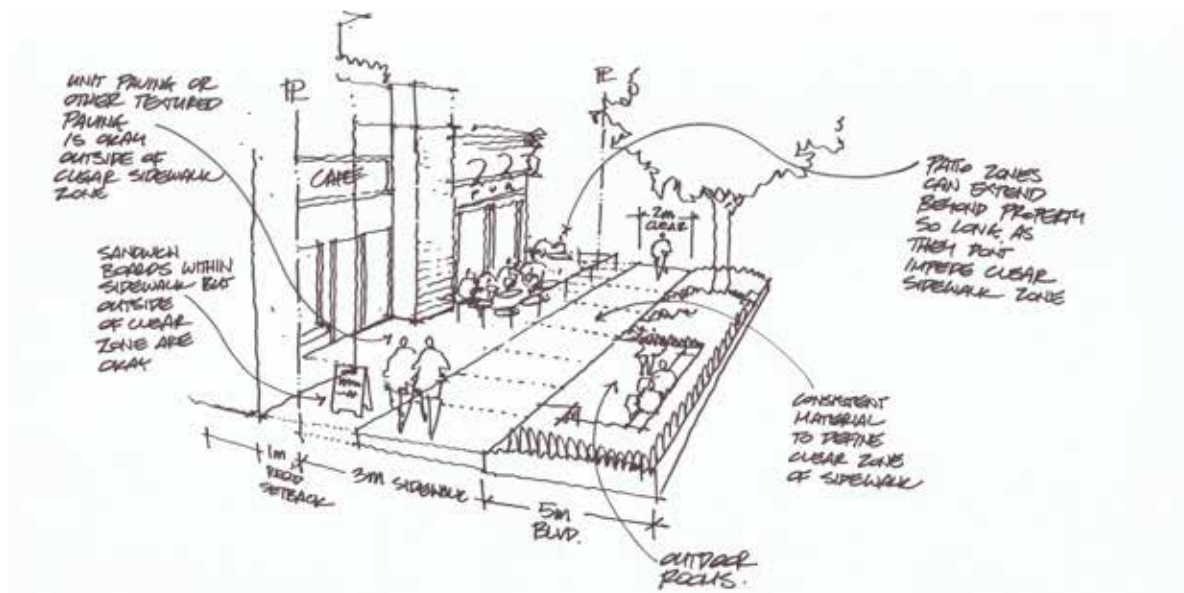


Figure 30. Illustrative example of elements contributing to street vitality

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

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

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

7.7. Healthy Boulevard Trees

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

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

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

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



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

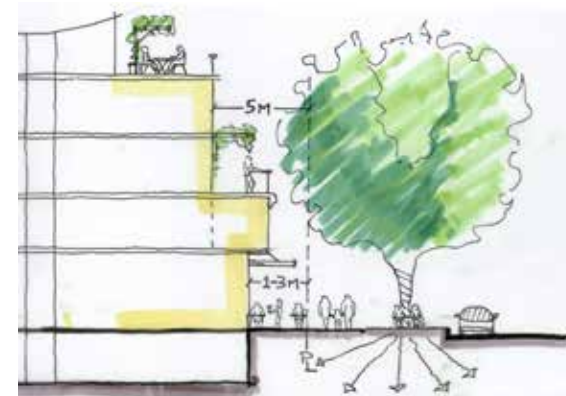


Figure 32. Illustrative example of building and public realm design that supports healthy boulevard trees

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

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

7.8. Safe and Slow Mobility for All

Pedestrian Crossings, Gateways and Traffic Calming

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

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

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

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

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

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

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

Roadway Design and Connectivity

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

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

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

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

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

Parking and Commercial Loading

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

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

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



Figure 33. Conceptual illustration of Cook Street cross-section

Urban Villages

Cook Street Village Public Realm Summary Diagram

Safe and slow
for all users

Maintain and enhance
healthy tree canopy

Enhance and increase number
of pedestrian crossings

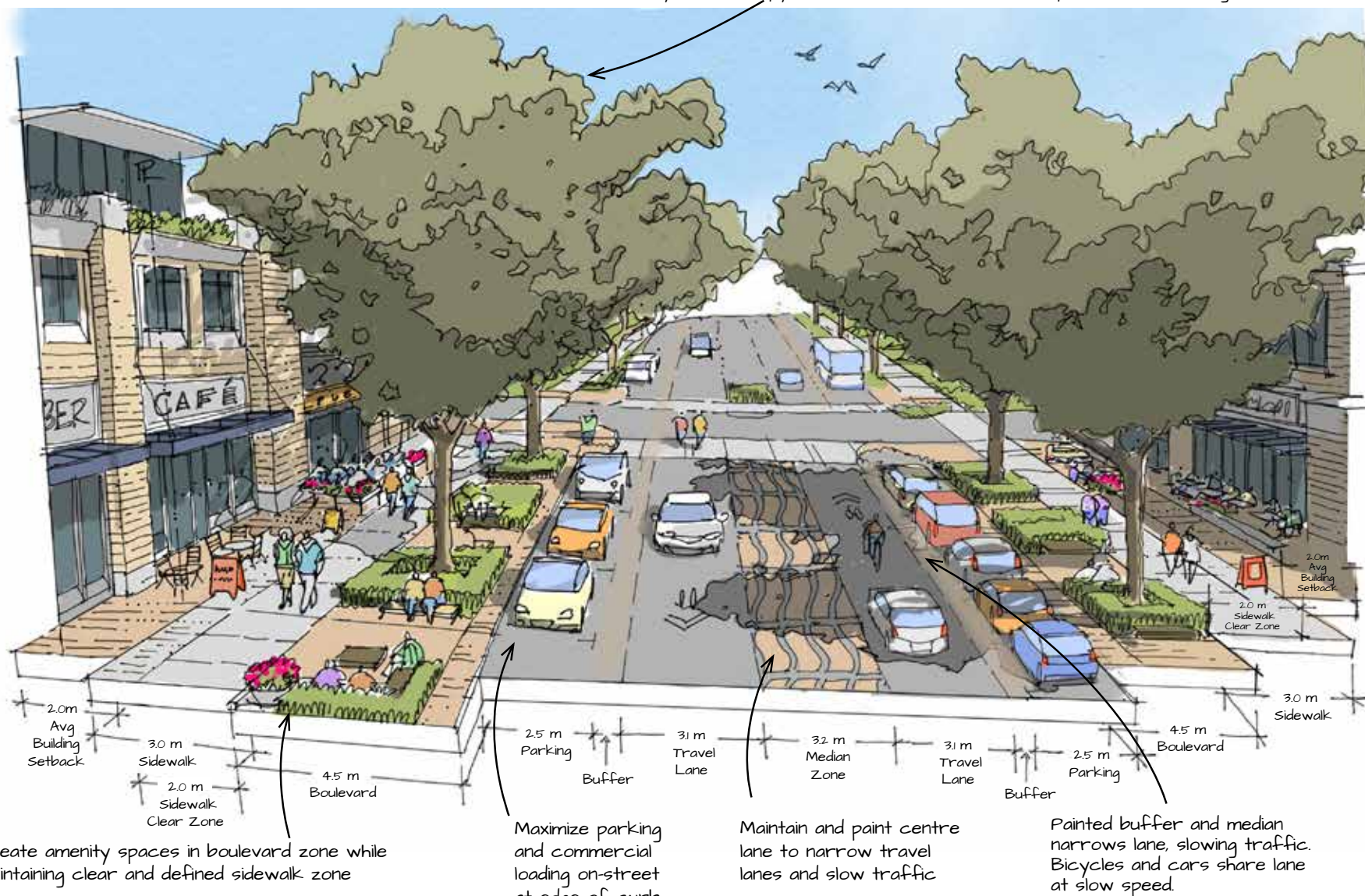


Figure 34. Summary diagram: Cook Street Village Public Realm

Urban Villages

Fairfield Plaza



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

Fairfield Plaza is located in an area of higher seismic risk due to soil types susceptible to amplification. Any future construction will be required to comply with requirements of the BC building code and all other applicable regulations.

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



7.9. Land Use Policies

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

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

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

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



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

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

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

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

Urban Villages

Fairfield Plaza, cont'd.



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



Figure 36. Example of active pedestrian-oriented commercial frontage



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

7.10. Urban Design and Public Realm Policies

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

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

7.10.3. Incorporate a significant public plaza, secured for public use, to encourage community gathering. This may be accomplished through the appropriate provision and placement of publicly-accessible seating, large canopy trees, a combination of hard and soft landscaping, use of high quality materials, and other elements that foster rest, play, shade and social activity, (e.g. a play structure for children, water feature, etc.). The plaza should feature visual and pedestrian

connections to the public street network, with buildings and active commercial uses oriented positively towards it, with consideration for sunlight access in colder months.

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

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

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

7.10.7. Locate some convenience parking (short-term, accessible) for customers at grade, integrated with the internal circulation network; longer-term or residential parking is encouraged to be located under buildings and designed and sited to minimize impacts on the public realm and pedestrian environment.

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

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

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

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

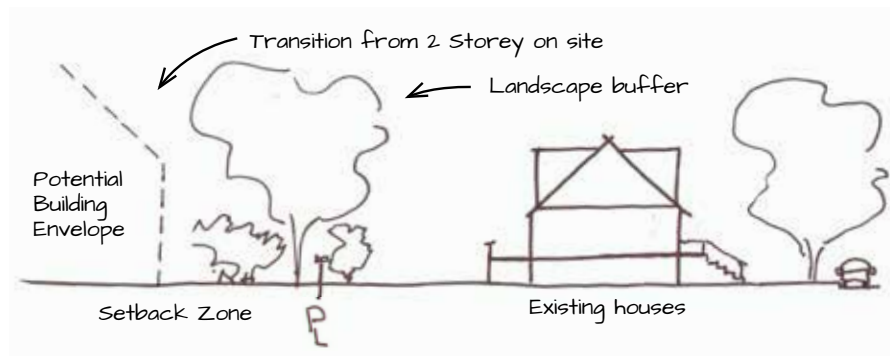


Figure 38. Example of strategies to achieve a sensitive transition include a setback, landscape transition, and building envelope.

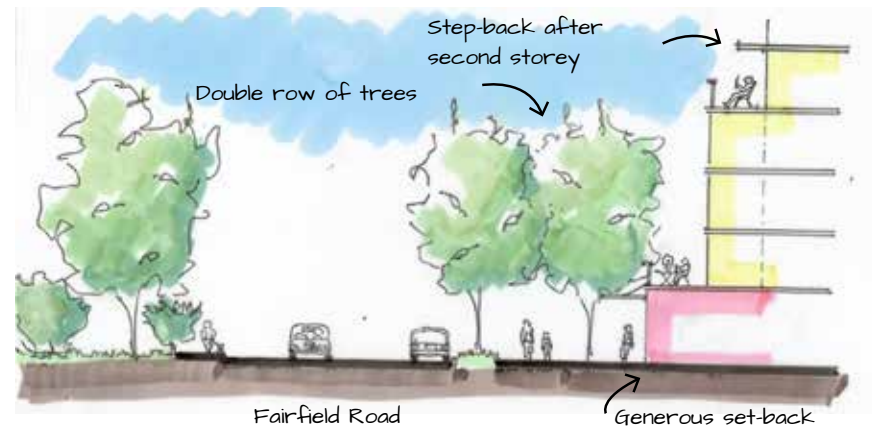


Figure 39. Strategies to establish a friendly face to Fairfield Road and a sensitive transition to the heritage-designated Ross Bay cemetery include generous pedestrian spaces, buildings with smaller modulated shop fronts with extensive glazing and frequent entries, an upper-floor step-back, and a double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



Figure 40. Illustrative example of one way development might address objectives, including locating taller buildings along Fairfield Road, minimizing shading and achieving landscape transitions, incorporating a public plaza, creating a pedestrian-friendly internal circulation network and incorporating generous tree planting.

Urban Villages

Five Points and Moss & May Villages

Note: Policies apply to both Five Points Village (Fairfield Road at Moss Street) and Moss Street and May Street small urban villages unless otherwise identified.

Intent:

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

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

7.11. Land Use Policies

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

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

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

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

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

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

7.12. Urban Design and Public Realm Policies

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

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

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

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

Urban Villages

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

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

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

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

7.13.3. Consider opportunities to expand and enhance an attractive small plaza space near the intersection of Moss Street and Oscar Street to support community gathering with features including public seating and furnishings, a mix of hard and soft landscape, and canopy trees.

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

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



Figure 41. Conceptual illustration of Five Points Village looking west

Urban Villages

Five Points Village Summary Diagram



Figure 42. Moss Street and Fairfield Road Village Concept Diagram

7.14. Village Specific Policies – Moss Street and May Street

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

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

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

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



Figure 43. Conceptual illustration of small urban village at Moss Street and May Street



Figure 44. Conceptual illustration of Moss Street and May Street looking east

Urban Villages

Moss & May Village Summary Diagram

Mixed use buildings up to 3 storeys facing onto May Street and transitioning to surrounding neighbourhood

Support retention of historic commercial spaces

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

Enhance bus stop

Retain historic houses; consider conversions and commercial uses

Consider house conversions and sensitive neighbourhood infill directly adjacent to village

Support live-work uses



Retain or replace rental units

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

Figure 45. Moss Street and May Street Village Concept Diagram

8. Residential Areas



Context and Overview

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

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

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



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

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

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

Other Relevant Policies & Bylaws

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

Urban Residential Goals:

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

Residential Areas

Urban Residential Areas Key Directions Summary

All Areas

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

Northwest Area and Fort Street Corridor

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

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

Rental Retention Area

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

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



Map 10: Urban Residential Sub-Areas

Cook Street Village Area

A mixed area of Urban and Traditional Residential areas close to Cook Street Village. For Urban Residential designated land in this area:

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

Other Urban Residential Areas

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

Residential Areas

Urban Residential Areas

8.1. Rental Retention Sub-Area General Land Use Policies

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

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

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

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

8.1.3. Consider the following development for this area:

- a. Consider residential buildings up to approx. 4 storeys (13 metres) and 1.2 floor space ratio.
- b. Consider residential buildings up to approx. 6 storeys (20 metres) and additional density up to approximately 2.0 floor space ratio where any required rental replacement or retention of units is secured (8.1.2.) and where any additional amenity contribution or affordable housing consistent with city-wide policy is secured.
- c. For rezoning proposals, decisions about the appropriate density and scale should consider site-specific conditions and approved City policies and objectives, including considerations for heritage and the retention of existing affordable housing.

8.2. Cook Street Village Urban Residential Area Land Use Policies

8.2.1. Consider the following development for this area:

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

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

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

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

8.3. Smaller Sites and Transitional Sites

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

8.3.2. New development at the edge of the Urban Residential areas, adjacent to Traditional Residential development, should provide sensitive transitions to lower-scale development, considering massing, building siting and design. Transitions which occur on site, or the development of ground-oriented forms of housing such as houseplexes,



townhouses (including stacked and courtyard townhouses), or smaller apartment buildings is encouraged.

8.4. Commercial and Community Uses

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

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

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

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

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

8.5. Heritage Considerations

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

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

Residential Areas

Urban Residential Areas, cont'd.

8.6. View Corridors and Landmark Buildings

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

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

8.7. Transitional and Scattered Sites

8.7.1. Scattered Urban Residential sites are located within lower-density areas throughout the neighbourhood, mostly south of Fairfield Road, as well as at the south end of Cook Street Village. For this reason, compatibility in scale with the surrounding neighbourhood is emphasized. New development should generally reflect the form and scale of existing development and not exceed approx. 3 to 4 storeys (10.5 to 13 metres). These areas, identified in Map 10, include:

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

8.8. Form and Character Objectives for Urban Residential Areas

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

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



Figure 46. Example of multi-unit development with front yard landscaping, windows, balconies, and entries oriented to the street, with street trees contributing to pedestrian comfort.

Residential Areas

Traditional Residential Areas



Traditional Residential Goals

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

Context

The Traditional Residential areas of Fairfield are characterized by a diversity of housing types, including single-detached houses, duplexes, row houses, semi-detached houses, smaller apartment buildings, and townhouses. The area is characterized by well-established boulevards and street trees, and a pattern of landscaped front and back yards.

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

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

Residential Areas

Form and Character Objectives for Traditional Residential Areas

8.9. Form and Character Objectives

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

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

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



Existing street rhythm

New developments should transition in height to existing adjacent residential buildings



Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.



Sensitive redevelopment

Pattern of green front and back yards, urban forest

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

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

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

Consider privacy in siting of windows



Figure 47. Illustrative examples of key objectives and strategies for maintaining traditional residential form and character.

Residential Areas

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

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

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

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

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

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

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

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

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

8.10. Heritage Considerations

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

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

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

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

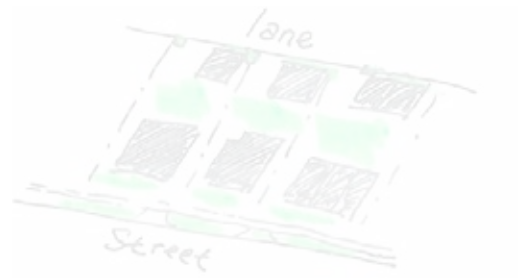


Figure 48. Example of primary building oriented to the street and laneway units in the back with greenspace in the middle of the lot, fitting into the existing pattern.



Residential Areas

Zoning Considerations for Traditional Residential Areas

8.11. Considerations for Zoning

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

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

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

8.11.4. Corner lots present the opportunity to front units onto the longer, flanking street frontage. In these cases, flanking street setbacks may be modest in order to provide for landscaped yards and transitions behind the housing units (see section 8.17.4 Townhouses).

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



Figure 49. Example of one way to achieve a 2.5 storey infill building (See policy 8.11.9).



Figure 50. Example of one way to achieve a 2.5 storey infill building with a daylight basement (See policy 8.11.9).

to accommodate both parking and desired landscape.

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

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

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

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

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

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

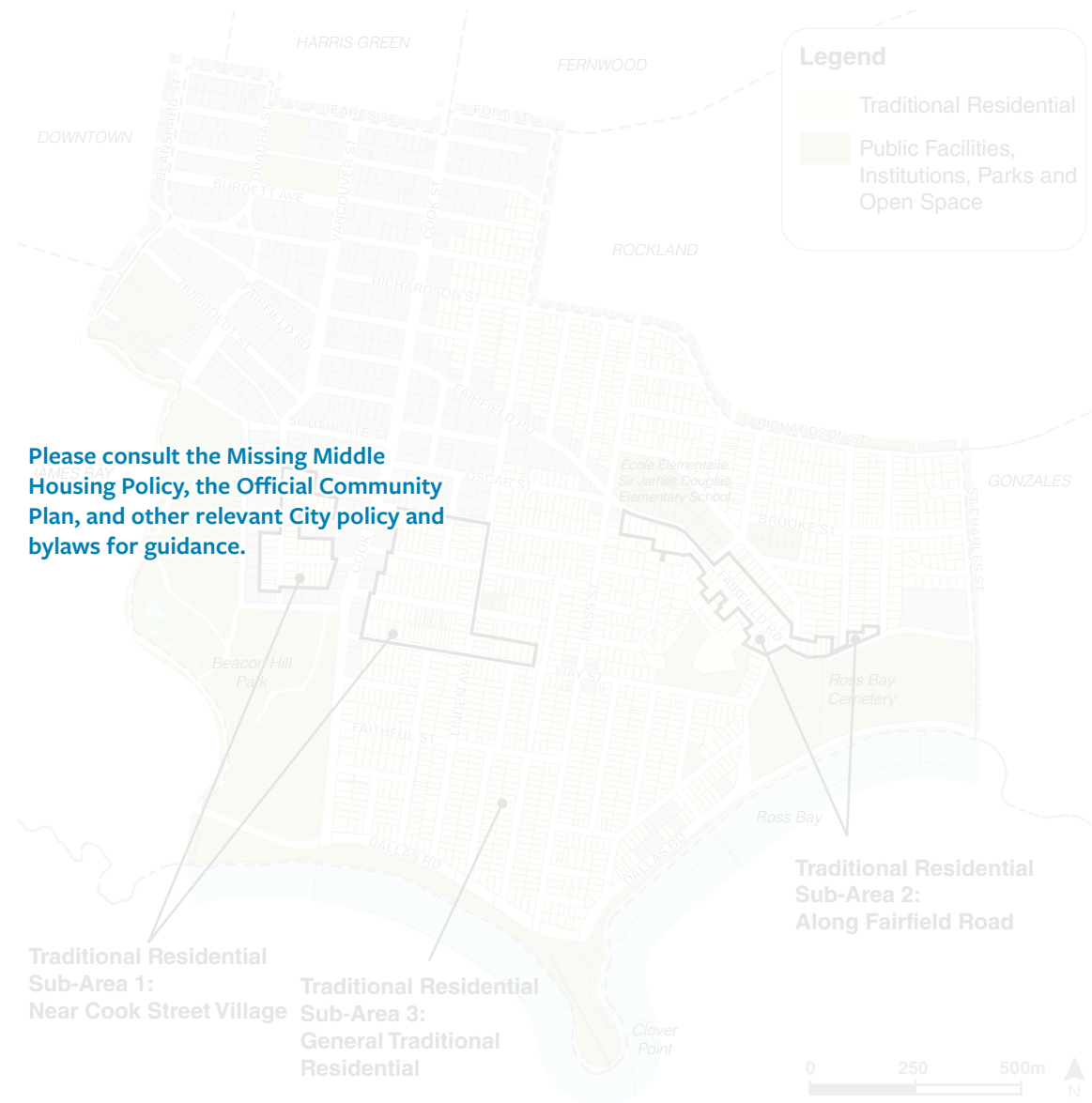
Residential Areas

Traditional Residential Housing Areas

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

Policies for all sub-areas

- 8.11.12. Retention and adaptive reuse of properties of heritage merit is strongly encouraged.
- 8.11.13. Additional density may be considered for development which retains and reuses a house of heritage merit.
- 8.11.14. Infill housing should meet all applicable design policies and guidelines.
- 8.11.15. Innovative infill designs which uses transportation demand management best practices to reduce the impacts of on-site parking on site area, open spaces and building design are encouraged.



Traditional Residential Areas

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

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

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

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

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

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

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

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

8.12.4. Small lot subdivision is discouraged.

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

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

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

8.13.1. Development up to 1:1 floor space ratio and 2.5 to 3 storeys may be considered, consistent with context, design guidance, **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.** Garden suites of heritage merit is strongly encouraged.

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

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

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

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

8.13.6. Small lot subdivision is discouraged.

8.14. Sub-Area 3: General Traditional Residential Areas

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

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

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

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

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

8.14.4. Housing types may include:

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

Residential Areas

Traditional Residential Housing Forms



Figure 51: Example of a house conversion.

8.15. House conversions

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

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

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

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



Figure 52: Example of a smaller house conversion. **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**

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

8.16.1. Houseplexes may be considered as follows:

- Smaller houseplexes on interior block lots of 555m² (6,000 sq. ft.), up to a density of approx. 0.5 floor space ratio.
- Houseplexes of up to approx. 0.75 floor space ratio on interior block lots of at least 650m² (7,000 ft²) or corner lots of at least 555m² (6,000 ft²).



Figure 53: Example of a larger houseplex with six units.

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

8.16.2. The total density and number of units in a houseplex should achieve a balance of parking and landscaped open space on the site. For interior block lots of 555m² (6,000 ft²), this means generally limiting a houseplex to 3 on-site parking spaces. Larger lots, corner lots, and laneway lots may support 4-6 units, while larger houseplexes may support more units.

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

Residential Areas

Traditional Residential Housing Types, cont'd.



Figure 54: Example of a duplex with suites.

8.17. Duplexes

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

8.17.1. Duplexes may be considered on interior block lots of at least 555m² (6,000 sq. ft.), or on corner or laneway lots of at least 460m² (5,000 sq. ft.)

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



Figure 55: Examples of duplex with suites.
Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

8.17.3. Each unit of a new duplex may contain a lock-off suite without adding to overall massing and above-grade floor area permitted in city-wide duplex policy. Suites are encouraged to provide opportunities for rental housing and multi-generational living.

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



Figure 56: Illustrative example of duplex with rear parking

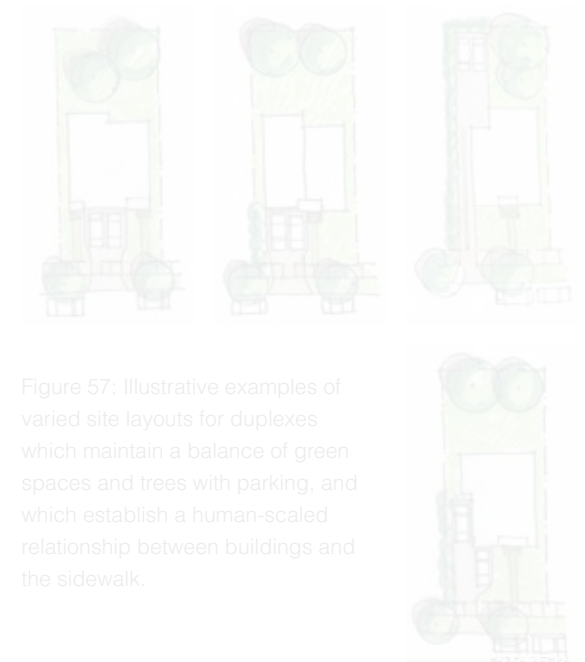


Figure 57: Illustrative examples of varied site layouts for duplexes which maintain a balance of green spaces and trees with parking, and which establish a human-scaled relationship between buildings and the sidewalk.

Residential Areas

Traditional Residential Housing Types, cont'd.



Figure 58: Example of townhouses

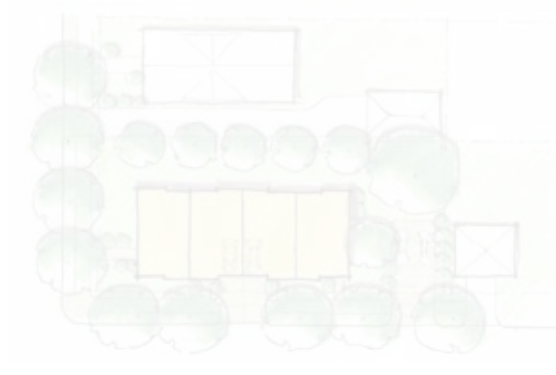


Figure 59: Example of townhouses on a corner lot, featuring landscaped open space. **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**



Figure 60: Example of townhouses with a courtyard.

8.18. Townhouses

Intent: To consider townhouses in appropriate locations as a choice for ground-oriented living with on-site amenity space. Consider the possibility for lock-off suites or stacked townhouses to allow for units which may be more attainable or add rental choices.

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

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

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

8.18.4. Within the anticipated density and

massing, townhouse units fronting the street may contain lock-off suites or stacked units. Ground-level units are encouraged to be accessible or adaptable to meet current and future demand.

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

- Surface parking and automobile circulation should be minimized through underground parking, clustered parking, the inclusion of coach houses, or similar design strategies, as well as transportation demand management practices.

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

Residential Areas

Traditional Residential Housing Types, cont'd.



Figure 61: Illustrative examples of house with a suite and a garden suite

8.19. Single Detached Houses with More than One Suite

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

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



Figure 62: Illustrative examples of a small lot house.

8.20. Small Lot Houses with suites

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

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



Figure 63: Existing laneway

8.21. Laneway Housing

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

- 8.21.1. Laneway housing may include a single residence or more than one unit in a building ancillary to the main building fronting the street.
- 8.21.2. The addition of laneway housing is encouraged in combination with the retention and reuse of houses of heritage merit.
- 8.21.3. Laneway housing should enhance the laneway to support safe multi-modal access to housing, create a pedestrian-friendly environment, enhance landscape and trees, add "eyes on the lane," and minimize impacts on adjacent properties and yards. See Urban Design policy 8.xx for more detail.
- 8.21.4. Easements or added right of way may be required for minimum laneway width.
- 8.21.5. Subdivision of panhandle lots or lots accessed solely from a laneway is not supported.

9. Housing Affordability



Other Relevant Policies & Bylaws

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

Goals:

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

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

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

- allowing rental suites in more types of housing, to support more affordable home ownership and greater rental options, and encourage house conversions that may include rental units
- identifying locations where density bonus contributions will be directed towards on-site affordable housing in new multi-unit housing
- creation of a rental retention area with height limited at six storeys, to discourage demolition of rental apartment buildings, complemented with density bonus policies to encourage the retention, upgrade and/or replacement of rental units.

Housing Affordability, cont'd.

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

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

9.1. Housing Affordability Policies

Intent:

Facilitate the creation of more affordable housing in Fairfield.

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

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

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

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

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

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

10. Heritage

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



St Joseph Apartments (Heritage designated)



St Ann's Academy

Other Relevant Policies & Bylaws

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

Goals:

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

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

Heritage

Celebration, Interpretation, and Historic Areas

10.1. Heritage Celebration and Interpretation

Intent:

Celebrate and interpret the heritage of the neighbourhood

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

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

10.2. Historic Areas

Intent:

Recognize historic character of neighbourhood areas.

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

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



Heritage

Heritage Register and Designated Properties

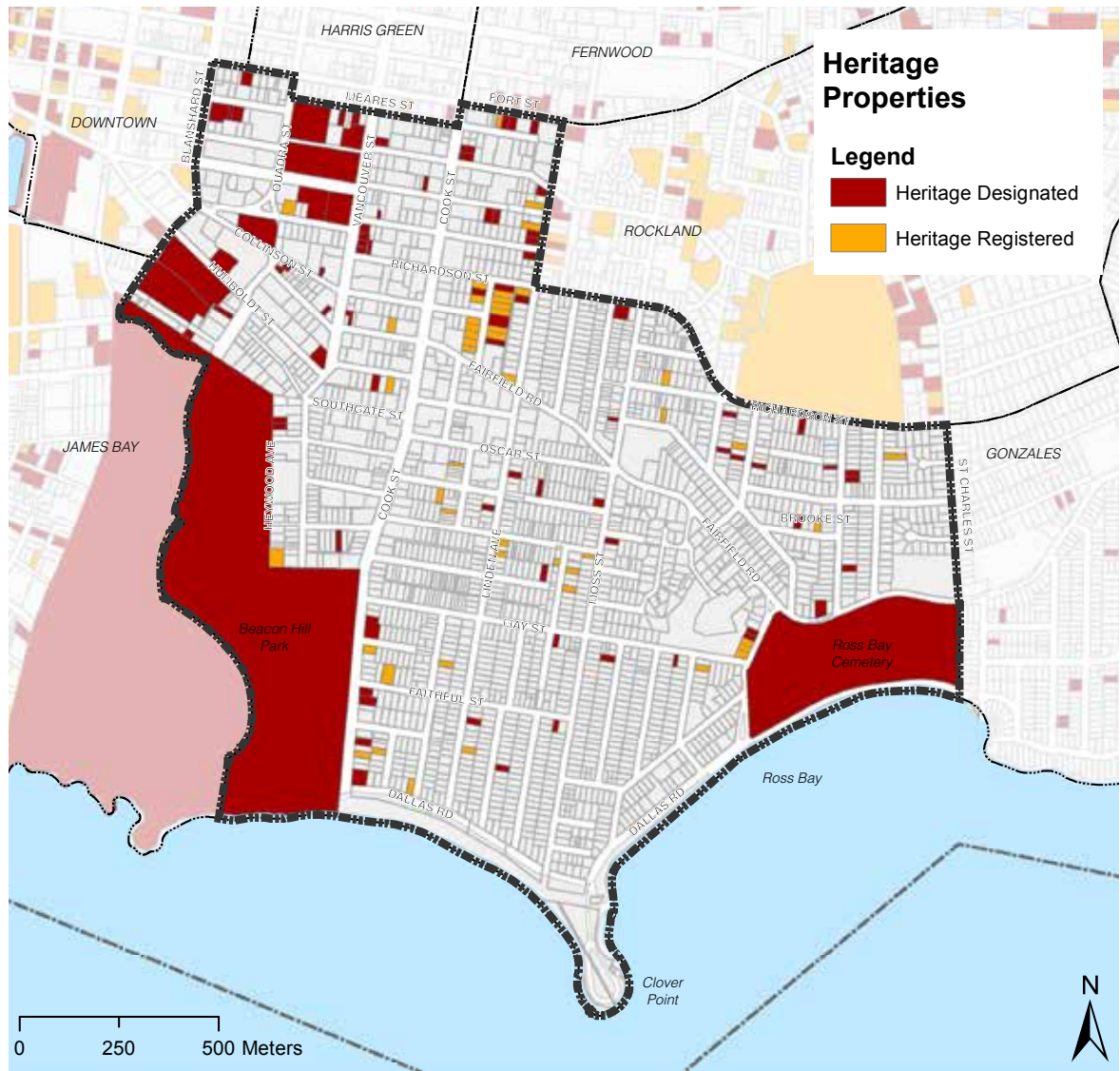
10.3. Heritage Register and Designated Properties

Intent:

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

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

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



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

Heritage

Properties of Heritage Merit

10.4. Adaptive Re-use of Buildings of Heritage Merit

Intent:

Support the heritage designation of buildings of heritage merit by allowing innovative uses and designs to encourage heritage conservation. Support new housing and commercial spaces that support heritage conservation.

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

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

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

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

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

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

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



Figure 64: Illustrative example of a heritage conversion (heritage home converted to multiple strata or rental suites).



Figure 65: Example of heritage conversion with four units

11. Infrastructure and Green Development



Goals:

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



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

Climate change is expected to impact some low-lying coastal areas, as well as lead to more severe rainfall events and drier summers.

With new buildings, upgraded infrastructure, parks improvements, management of the urban forest and of green infrastructure on public lands, and the retrofit of existing buildings, Fairfield policy can play an important role in ensuring the future community

Other Relevant Policies & Bylaws

- Water System Master Plan
- Stormwater Master Plan
- Sanitary Sewer System Master Plan (2018)
- Victoria Sustainability Framework
- City Climate Leadership Plan and 100% Renewable Energy by 2050 Commitment
- Market Rental Revitalization Study (2018)
- Urban Forest Master Plan (2013)
- City-wide education and incentive programs
- Small-Scale Commercial Urban Food Production Regulations
- Community Gardens Policy
- Boulevard Gardening Guidelines

is healthy, vibrant and minimizes its impact on the environment while ensuring its resilience against future stresses. These sustainable development directions are woven throughout this document, reflecting an integrated approach. Other actions to achieve more sustainable development and plan for climate change will be achieved at the City wide level outside the neighbourhood plan.

Infrastructure and Green Development

Infrastructure

11.1. Utility Networks

Intent:

Ensure sufficient infrastructure capacity to meet the future needs of residents and businesses.

11.1.1. Consider the capacity of utility networks, including water distribution, sanitary sewer and storm drainage, in reviewing development applications and other land use changes.

11.1.2. Continue upgrading the underground infrastructure in the Fairfield neighbourhood as directed by City-wide master plans for water distribution, sanitary sewer and storm drainage upgrades.

11.1.3. Upgrade Fairfield's sanitary sewer and stormwater mains as they meet the end of their life cycle, in order to extend longevity and prevent root and sediment intrusion.

11.2. Stormwater Management on Public Lands

Intent:

Use infrastructure to mimic and restore ecological processes.

11.2.1. Identify opportunities to incorporate green stormwater infrastructure or “green streets” as part of utility, active transportation and other street improvements. Potential locations include active transportation routes, potential “Living Streets” on McClure Street and Collinson Street, and visible locations such as around urban villages.

11.2.2. Include rainwater management and sustainable design features as part of improvements to parks, City facilities and other City property.



Sustainable Buildings and Green Development

Intent:

Promote and encourage sustainable building design, green infrastructure and low-carbon transportation options for new and existing development in order to mitigate climate change and related environmental impacts.

11.3. Green Buildings

11.3.1. Require new buildings to meet energy efficiency standards through the city-wide adoption of the British Columbia Energy Step Code.

11.3.2. Through the Market Rental Revitalization Study, develop policies to encourage energy efficiency and support revitalization in existing rental apartment buildings while maintaining affordability.

11.3.3. Through implementation of the City-wide Climate Leadership Plan, develop a sustainability checklist for new development which will address all sustainability aspects of new building projects, including energy efficiency, stormwater management, sustainable building materials etc.

11.4. Existing Buildings

11.4.1. Recognizing that Fairfield has the highest proportion of houses heated by oil in Victoria, encourage private residences to transition away from heating oil through support programs such as BC Hydro's Home Renovation Rebates and the provincial Oil to Heat Pump program.

11.4.2. Through the land use policies in this plan, encourage housing types which support the adaptive re-use of existing buildings, therefore minimizing waste directed to landfills and energy embodied in new construction.

11.5. Stormwater Management on Private Property

11.5.1. Incorporate on-site rainwater management features (e.g. permeable pavement, rain gardens) into new developments through Development Permit guidelines for new multi-unit development in Fairfield Neighbourhood.

11.5.2. Continue to incentivize new and existing development to implement the City's Rainwater Management Standards through the City's Rainwater Rewards program.

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



Sustainable Buildings and Green Development, cont'd.

11.6. Adapting to Climate Change

Intent:

Identify and address neighbourhood climate change impacts.

11.6.1. Use green infrastructure (e.g. the urban forest, natural areas and rain gardens) to mitigate climate change impacts (e.g. through shade, species diversity, flood control) on private and public lands.

11.6.2. Identify City infrastructure and facilities susceptible to impacts from sea level rise project assessment and planning, and develop strategies to adapt.

11.6.3. Identify private development susceptible to impacts from sea level rise and develop adaptation strategies through the City-wide Climate Leadership Plan

11.6.4. Develop additional policies, design strategies and initiatives to help Fairfield adapt to and mitigate climate change impacts through City-wide Climate Leadership Plan and implementation of the City's Climate Action Program.

11.7. Neighbourhood Food System

Intent:

Support opportunities to grow and get more food close to home.

11.7.1. Support community-led efforts to establish additional community gardens in Fairfield, including allotment gardens, native plantings, pollinator gardens or community orchards.

11.7.2. Consider opportunities for food production in parks through individual park improvement plans and as opportunities arise. Potential locations include Robert J. Porter Park, Chapman Park, Bushby Park and Beacon Hill Park, subject to community interest and evaluation in accordance with the Beacon Hill Park Trust (see Chapter 4, Parks, Open Space and Urban Forest).

11.7.3. Consider incorporating other food-related features such as picnic tables and community ovens in parks to encourage social gathering.

11.7.4. Encourage the integration of food production into new development (e.g. rooftop gardens, edible landscapes or allotment gardens for residents)

11.7.5. Continue to support small-scale commercial urban food production through city-wide regulations.



Moss Street Market



Fruit orchard in Robert J Porter Park

12. Placemaking, Arts and Culture



Other Relevant Policies & Bylaws

- Arts and Culture Master Plan (to be completed, 2018)
- Art in Public Places Policy
- City grant programs

Goals:

1. **Honour Fairfield's indigenous history and culture**
2. **Create great public spaces where people can gather**
3. **Animate and enliven Fairfield through public art and community events**
4. **Encourage community-led placemaking**
5. **Create/strengthen opportunities to showcase and feature neighbourhood artists and creators.**

A vibrant community weaves arts and culture into everyday life and helps create a strong sense of place. With its parks, waterfront, urban villages and walkable streets, Fairfield presents many opportunities to integrate arts into urban development. Diverse spaces for living, interaction, working and selling works helps to support an artists' community. Opportunities for creative placemaking include temporary and permanent public art opportunities and performance spaces in parks and other public spaces. Public art can celebrate the neighbourhood's identity, and its human and natural heritage.

Cultural venues include the Royal Theatre, spaces at two community centres and at St. Ann's Academy, Ross Bay Villa, and nearby at Beacon Hill Park,. A variety of businesses provide cultural opportunities and support events in Cook Street Village.

Placemaking, Arts and Culture, cont'd.

12.1. Placemaking

12.1.1. Engage Songhees and Esquimalt First Nations to determine opportunities for recognizing and building awareness of the Lekwungen People's use of the land, history and culture in Fairfield. (See also 4.2.1, 10.1.1.)

12.1.2. Establish urban villages as neighbourhood gathering places with street furnishings, landscaping, and evolving public spaces as identified in this plan (see Chapter 7, Urban Villages)

12.1.3. Support the enhancement of the public realm in Northwest Area and Fort Street Corridor as identified in this plan (see 6.2.2., 6.2.4.) and urban villages.

12.1.4. Consider opportunities for public art or other placemaking feature as part of planning for waterfront park improvements (see 4.5.1.)

12.1.5. Support community-led placemaking initiatives in Fairfield.

12.2. Public Art

12.2.1. Introduce permanent or temporary public art into urban village areas, parks, commercial areas and active transportation routes. Through public engagement, there was strong interest in public art that celebrates Fairfield's indigenous history and coastal ecosystems.

12.2.2. Partner with arts organizations to encourage art installations in public spaces, such as temporary pop-ups and artists in residence.

12.3. Creative Entrepreneurs

12.3.1. Through the Arts and Culture Master Plan, explore ways to link Fairfield's creative entrepreneurs, home-based studios and self-employed individuals to available resources for business assistance, skills sharing and access to spaces to make and sell goods.

13. Community Facilities and Wellbeing

Community-serving institutions, inclusive public spaces, and safe affordable housing all play important roles in supporting belonging and inclusion.



Other Relevant Policies & Bylaws

- Great Neighbourhoods Program
- City grant programs

Goals:

1. **Support a more diverse population in Fairfield**
2. **Increase the sense of belonging and inclusion for Fairfield residents**
3. **Encourage and enhance community and seniors centres as hearts of the community**
4. **Support child care and elder care options**

Fairfield Neighbourhood contains several community-serving institutions including Fairfield Community Place, Sir James Douglas Elementary School, Downtown YMCA/YWCA and the Cook Street Village Activity Centre. These facilities, along with other non-profit and private spaces, provide services to the neighbourhood and broader community. This plan encourages programming and partnerships to help meet identified community needs such as inclusive programming for community activities, and spaces for childcare. This plan also encourages the City to support the provision of affordable housing and work with the community to create public spaces which encourage social interaction.

Community Facilities and Wellbeing, cont'd.

13.1. Community Facilities

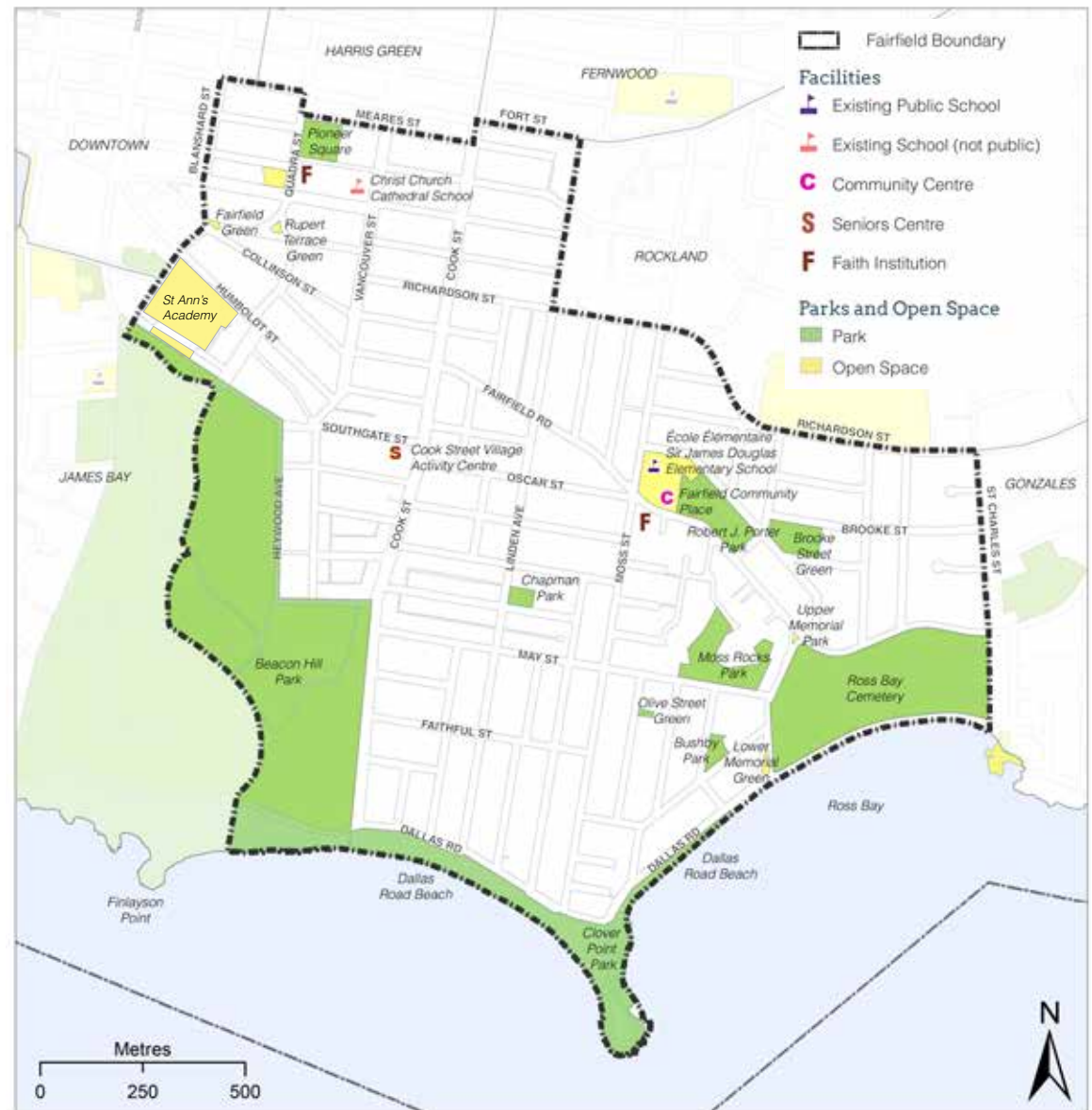
Intent:

Support a more diverse population in Fairfield.
Encourage and enhance community and seniors centres as hearts of the community.

13.1.1. Continue to work with the Fairfield Gonzales Community Association to sustain and enhance community programming, services and facilities that meet the evolving needs of Fairfield's community.

13.1.2. Work with the School District to make school facilities more broadly available for community programming, sports, indoor and outdoor gathering.

13.1.3. Explore opportunities to co-locate the seniors centre and community centre in the future.



Map 13: Facilities, Parks and Open Space

Community Facilities and Wellbeing, cont'd.

13.2. Child Care and Elder Care

Intent:

Support a more diverse population in Fairfield.
Support child care and elder care options.

13.2.1. Support the addition of child and youth care spaces in Fairfield, in public and private facilities, suitable to the scale of their immediate surroundings.

13.3. Neighbourhood Inclusion

Intent:

Support a more diverse population in Fairfield.
Foster a safe and inclusive community for all residents.

13.3.1. Through city grants, partnerships or other programs, support community organizations to implement initiatives that promote inclusivity and belonging.

13.3.2. Support a range of non-market and market housing options and support services to support a diverse and inclusive community.

13.3.3. Seek opportunities to promote social interaction between different generations through the design of public spaces, parks and public facilities. (See Chapter 4, Parks, Open Space and Urban Forest)



14. Action Plan

The action plan provides a high-level list of actions identified in this Plan. Implementation of this action plan must be balanced with available resources and other City priorities which may change over time. The improvements may be accomplished through a combination of funding sources including City capital programming, amenity contributions from development, senior government grants, and partnerships with other public, non-profit or private entities.

Plan Monitoring

14.1. Periodic Monitoring and Adaptive Management

The action plan is to be used as a working document and should be reviewed periodically (every 3-5 years) with the community as part of monitoring and adaptive management of the plan, in order to consider changing circumstances, desires and progress made.

14.2. Neighbourhood-based initiatives

While City resources are limited, stakeholders are encouraged to seek other means of furthering priorities in this plan, including local improvement districts, partnerships, grant funding, and other sources of funding to advance objectives in this plan.

Action Plan

Topic	Short-term Actions (0-3 yrs)	Lead	Funded
Transportation and Mobility	Make pavement improvements on Vancouver Street between Fairfield Road and Southgate Street, and on Meares Street east of Cook Street	EPW	√
	Improve sidewalk on Pendergast Street between Vancouver Street and Heywood Avenue	EPW	√
	Develop an all ages and abilities route along Fort Street from Wharf Street to Cook Street	EPW	√
	Complete an all ages and abilities route along Humboldt Street and Pakington Street from Government Street to Cook Street	EPW	√
	Make pavement improvements at the Cook Street and Fairfield Road intersection	EPW	√
	Complete an all ages and abilities route along Vancouver Street between Pandora Avenue and Park Avenue, continuing through the park to Dallas Road.	EPW	√
	Complete pilot active transportation treatment to improve mobility for all ages and abilities on Richardson Street	EPW	

* SPCD: Sustainable Planning and Community Development Department, EPW: Engineering and Public Works Department, PRF: Parks, Recreation and Facilities Department

Topic	Short-term Actions (0-3 yrs)	Lead	Funded
Transportation and Mobility, cont'd.	Complete an all ages and abilities route from Humboldt Street to the Dallas Road waterfront via Vancouver Street and Beacon Hill Park	EPW	
	Complete an all ages and abilities route along Dallas Road from Ogden Point to Clover Point in association with wastewater treatment works	EPW	
	Develop a parking management strategy for the Cook Street Village area	EPW	√
	Assess transportation conditions at the following locations and update Neighbourhood Plan and Action Plan with suggested improvements, as warranted: <ul style="list-style-type: none"> Fairfield Road between St. Charles Street and Cook Street – for pedestrian and cyclist comfort and safety, visibility, and crossings. Priority areas include the entrance to Fairfield Plaza, Fairfield Road at Moss Street, and Fairfield Road at St. Charles Street Sir James Douglas School area – for pedestrian crossing and safety. Priority areas include Moss Street at Thurlow Road, and Thurlow Road at Durban Street St. Charles Street – for speed, pedestrian comfort and safety, and crossings. Priority areas include St. Charles Street at Richardson Street, and at Brooke Street. Quadra Street at Southgate Street – for crossing improvements and visibility Collinson Street at Cook Street – for speed, volume and cut through traffic Heywood Avenue – for speed and volume Bushby Street – for speed and volume May Street – for speed and volume 	EPW	
Parks, Open Spaces and Urban Forest	Engage Songhees and Esquimalt to determine appropriate recognition of special places	PRF	
	Develop an Urban Forest Action Plan to guide the implementation of the Urban Forest Master Plan	PRF	
	Develop a process to designate significant trees in Fairfield in the Tree Preservation Bylaw, on both public and private land. Consider inclusion of the Chestnut trees in Cook Street Village.	PRF	

* SPCD: Sustainable Planning and Community Development Department, EPW: Engineering and Public Works Department, PRF: Parks, Recreation and Facilities Department

Topic	Short-term Actions (0-3 yrs)	Lead	Funded?
Residential Areas	Update House Conversion Regulations to support the objectives of this plan, as part of city-wide process	SPCD	√
	Update zoning to permit a secondary suite and garden suite, or two secondary suites, where an existing house is retained	SPCD	√
	Update design guidelines for urban residential development along Cook Street and Fairfield Road as part of update to Downtown Core Area Plan	SPCD	√
	Adopt design guidelines for townhouses and houseplexes, and update duplex guidelines in Fairfield Neighbourhood (concurrent with plan)	SPCD	√
	Create new model or template zones to support the guidance for duplexes, townhouses and houseplexes in this plan	SPCD	√
	Update policy, zoning and guidelines for Small Lot Houses to support suites in small lot houses, and to discourage small lot subdivision in certain areas identified in Chapter 6	SPCD	√
	Adopt design guidelines for large and small urban villages in Fairfield (concurrent with plan)	SPCD	√
	Develop zoning for urban villages in order to guide rezoning applications in meeting the land use and urban design objectives of this plan	SPCD	√
	Develop zoning for Urban Residential and Core Residential areas in order to guide rezoning applications in meeting the land use and urban design objectives of this plan	SPCD	√
	Develop, monitor and update city-wide policies for Inclusionary Housing, amenity contributions, rental replacement and retention, and tenant assistance	SPCD	√
Housing Affordability	Complete the Market Rental Retention Study (MaRRS) and propose strategies to revitalize rental housing stock in Fairfield while encouraging affordability	SPCD	√
	Update the House Conversion Regulations to support the addition of habitable space through lifting a house or sensitive additions	SPCD	√

* SPCD: Sustainable Planning and Community Development Department, EPW: Engineering and Public Works Department, PRF: Parks, Recreation and Facilities Department

Action Plan, cont'd.

Topic	Short-term Actions (0-3 yrs)	Lead	Funded
Infrastructure, Environment and Sustainability	Include considerations for urban forest and stormwater management in development permit guidelines for attached housing and Cook Street Village (concurrent with plan)	SPCD	√
	Complete the Sanitary Sewer Master Plan	EPW	√
	Apply the BC Energy Step Code (City-wide)	SPCD	√
	Complete the Climate Leadership Plan (City-wide)	EPW	√
	Develop a sustainability checklist for new development (City-wide)	EPW	√
	Propose a city-wide requirement for new development to manage rainwater on-site	EPW	√
	Identify strategies to mitigate impacts of climate change and sea level rise as part of the City's Climate Leadership Plan	EPW	√
	Develop a city-wide Electric Vehicle Strategy	EPW	√
Arts, Culture and Placemaking	Consider opportunities for a public art or placemaking project through the City's Artist in Residence program (ongoing)	Arts and Culture	√
	Through implementation of the Create Victoria Arts and Culture Master Plan, explore a strategy to support home-based businesses	Arts and Culture	
	Approach the Greater Victoria School District to seek a shared-use agreement to make school facilities more broadly available for community programming, sports, indoor and outdoor gathering.	PRF	√

* SPCD: Sustainable Planning and Community Development Department, EPW: Engineering and Public Works Department, PRF: Parks, Recreation and Facilities Department

Topic	Medium-term Actions (4-10 yrs)	Lead	Funded?
Transportation and Mobility	Complete all ages and abilities route on Richardson Street	EPW	
	Assess north-south streets between Fairfield Road and Richardson Street for cut-through traffic and methods for mitigation, as part of the pilot for active transportation treatments for Richardson Street, and development of the Richardson Street all ages and abilities route	EPW	

Topic	Long-Term Actions (11+ yrs)	Lead	Funded?
Transportation and Mobility	Complete implementation of Active Transportation Network consistent with this plan and other city-wide plans (Bicycle Master Plan, Pedestrian Master Plan)	EPW	
	Design and complete all ages and abilities route along Cook Street from Pandora Avenue to Dallas Road (through Cook Street Village)	EPW	
Parks, Open Spaces and Urban Forest	Develop a long-term plan to guide improvements for Beacon Hill Park	PRF	
	Develop a park improvement plan for waterfront parks in Fairfield	PRF	
	Develop a park improvement plan for Robert J. Porter Park	PRF	

* SPCD: Sustainable Planning and Community Development Department, EPW: Engineering and Public Works Department, PRF: Parks, Recreation and Facilities Department

Action Plan, cont'd.

Topic	Ongoing Actions (Operational)	Lead	Funded?
Transportation and Mobility	Complete minor bicycle and pedestrian improvements as resources allow and as streets are resurfaced	EPW	
Parks, Open Spaces and Urban Forest	When replacing aging chestnut trees In Cook Street Village, plant new chestnut trees that over the medium to longer term will maintain the character of the area	PRF	
	Continue to implement the recommendations identified in the Pioneer Square Management Plan	PRF	
	Continue to manage the urban forest on public lands including boulevards and parks	PRF	
Heritage	Continue to support voluntary applications for properties proposed to be added to the City's Register of Heritage Properties, or for designation	SPCD	
Infrastructure, Environment and Sustainability	Continue underground infrastructure upgrades consistent with City Master Plans	EPW	
	Identify opportunities for stormwater management on public lands and streets as part of road resurfacing, active transportation projects and other opportunities, as resources allow	EPW	

* SPCD: Sustainable Planning and Community Development Department, EPW: Engineering and Public Works Department, PRF: Parks, Recreation and Facilities Department

Appendix A - Glossary of Terms

Adaptive Re-use: The process of re-using a building for a purpose other than which it was built for.

Affordable Housing: Housing that falls within the financial means of a household living in either market or non-market dwellings. Total costs for rent or mortgage plus taxes (including a 10% down payment), insurance and utilities should equal 30 percent or less of a household's gross annual income. Housing affordability is influenced by household income, and cost and supply of housing.

All Ages and Abilities Network (AAA): A city-wide connected grid of safe connected bicycle routes across the entire city. The All Ages and Abilities bike routes will consist of physically separated bike lanes as well as shared roadways and multi-use trails.

Apartment: A dwelling located in a multi-story, multi-unit building that accesses the ground via shared corridors, entrances and exits.

Attached Dwelling: A building used or designed as three or more self-contained dwelling units, each having direct access to the outside at grade level, where no dwelling unit is wholly or partly above another dwelling unit.

Attached Housing: Any form of housing where more than two individual dwellings are structurally attached including duplexes, townhouses, row-houses, and apartments, regardless of tenure.

Building Separation: The horizontal distance between two buildings.

Density: The number of dwelling units on a site expressed in dwelling units per acre (u.p.a) or units per hectare (u.p.ha) or Floor Space Ratio (FSR)

Duplex: A building consisting of two self-contained dwelling units which share a common wall or an area that forms the floor of one unit and the ceiling of the other. In some cases, a duplex may contain accessory dwelling units in addition to two primary dwelling units.

Dwelling Unit: Any room or suite of rooms, intended for use by one household exclusively as a place of residence.

Fee Simple: Private ownership of property with no strata-title ownership or obligations.

Rowhouse (Fee Simple): Three or more dwelling units, located side by side and separated by common party walls extending from foundation to roof, where each unit is privately owned with no strata-title ownership or obligations.

Floor Space Ratio (FSR): The ratio of the total floor area of a building to the area of the lot on which it is situated.

Fourplex: Four self-contained housing units sharing a dividing partition or common wall.

Frequent Transit: Transit service that provides medium to high density land use corridors with a convenient, reliable, and frequent (15 minutes or better) transit service all day long. The goal of the Frequent Transit network is to allow people to spontaneously travel without having to consult a transit schedule and is characterized by transit priority, right-of-way improvements, a high level of transit stop amenities, and corridor branding.

Green Building: (also known as green construction or sustainable building) refers to both a structure and the using of processes that are environmentally responsible and resource-efficient throughout a building's life-cycle: from siting to design, construction, operation, maintenance, renovation, and demolition.

Ground-Oriented Housing: A residential unit that has individual and direct access to the ground, whether detached or attached, including single-detached dwellings, duplexes, rowhouses and townhouses, as well as the principal unit and secondary suite in a single-detached dwelling.

Heritage Conservation: Includes, in relation to heritage, any activity undertaken to protect, preserve or enhance the heritage value or heritage character (including but not limited to character-defining elements) of heritage property or an area.

Heritage Designation: Bylaw to protect a heritage property that is formally recognized for its heritage value from exterior alterations, removal or demolition without the approval of City Council.

Heritage Merit: A building having heritage merit is one which is identified as having heritage value related to its architectural, historical, or cultural characteristics, but is not listed on the Heritage Register as "Heritage-Registered" or "Heritage-Designated."

Heritage Property: A structure, building, group of buildings, district, landscape, archaeological site or other place in Canada that has been formally recognized for its heritage value.

Heritage Register: A list of property that is formally recognized by the local government to have heritage value or heritage character.

Heritage Value: The historic, cultural, aesthetic, scientific or educational worth or usefulness of (heritage) property or an area.

House Conversion: The change of use of a building constructed as a single family dwelling or duplex, to create more housing units.

Appendix A - Glossary of Terms, cont'd.

Houseplex: A type of newly constructed attached housing which is designed to fit into a lower-scale neighbourhood through compatible massing and design so as to appear similar to a house conversion.

Housing Unit: See dwelling unit.

Infill Housing: Additional housing inserted into an existing neighbourhood through additional units built on the same lot, by dividing existing homes into multiple units, or by creating new residential lots through subdivision. In the Fairfield Neighbourhood, this term refers specifically to the addition of housing within the Traditional Residential areas, including duplexes, triplexes, rowhouses, townhouses and small lot houses and other housing with suites.

Intensive: See intensification

Intensification: The development of a property, site or area at a higher density than currently exists through: a) redevelopment; b) the development of vacant and/or underutilized lots within previously developed area; c) infill development; and d) the expansion or conversion of existing buildings.

Large Urban Village: consists of low to mid-rise mixed-use buildings that accommodate ground-level commercial, offices, community services, visitor accommodation, and multi-unit residential apartments, with a public realm characterized by wide sidewalks, regularly spaced street tree planting and buildings set close to the street frontage, anchored by a full service grocery store or equivalent combination of food retail uses, serving either as a local, rapid or frequent transit service hub.

Low-Rise: A building four storeys or less in height.

Natural Areas: An area characterized primarily by vegetation, landscape and other natural features.

Mixed Use: Different uses in relatively close proximity either in the same building (e.g. apartments above a store) or on the same site or, when referring to an area or district, on an adjacent site (e.g. light industry adjacent to an office building).

Multi-unit: A building containing three or more dwelling units, also referred to as multi-family or a multiple dwelling.

Official Community Plan: An Official Community Plan (OCP) provides the longer term vision for the community through objectives and policies that guide decisions on planning and land use management, respecting the purposes of local government.

Open Space: Land that provides outdoor space for unstructured or structured leisure activities, recreation, ecological habitat, cultural events or aesthetic enjoyment that is generally publicly-accessible, and that is not a designated City of Victoria park. Open space includes private lands, public lands and City-held property.

Park: Land managed by the City of Victoria that provides outdoor space for unstructured or structured leisure activities, recreation, ecological habitat, cultural events, or aesthetic enjoyment, not including planted areas within street rights of way.

Placemaking: A holistic and community-based approach to the development and revitalization of cities and neighbourhoods that creates unique places of lasting value that are compact, mixed-use, and pedestrian and transit-oriented with a strong civic character.

Public art: Works of art in any media that has been planned and executed with the specific intention of being sited or staged in the physical public domain, usually outside and accessible to all.

Purpose-built rental: A building that is designed and built expressly as long-term rental accommodation. It is different from other types of rentals, such as condominiums, which may be available in the rental pool one year and not the next.

Rowhouse: An attached dwelling in its own legal parcel with a formal street address (e.g. a fee simple townhouse)

Secondary suite: An attached dwelling in its own legal parcel with a formal street address.

Sense of Place: The subjective experience of a place as having physical and social attributes that make it distinctive and memorable.

Setbacks: The shortest horizontal distance from a boundary of a lot to the face of the building.

Single Detached House: A detached building having independent exterior walls and containing only one self-contained dwelling unit.

Small Urban Village: consists of a mix of commercial and community services primarily serving the surrounding residential area, in low-rise, ground-oriented multi-unit residential and mixed-use buildings generally up to four storeys in height along arterial and secondary arterial roads and three storeys in height in other locations.

Small Lot House: A single detached house with a maximum floor area of 190m² located on a lot of at least 260m² in area.

Stormwater Management: The management and design of rain and runoff in urban areas, to reduce flooding, treat stormwater quantity and quality, and conserve rainwater as a resource.

Street-fronting: Buildings with entries, windows and front yard spaces oriented to face sidewalks and the street.

Streetscape: All the elements that make up the physical environment of a street and define its character, such as paving, trees, lighting, building type, style, setbacks, pedestrian amenities and street furniture.

Suite, Garden: A building attached to a foundation, used or designed as a self-contained dwelling unit on a lot which contains a single-family dwelling or, in the case of this plan, may contain a duplex, houseplex or house conversion in some cases.

Suite, Accessory or Lock-off: Sometimes referred to simply as a "suite," a dwelling unit which is accessory to a primary dwelling unit located in housing other than a single detached house (e.g. a suite which is accessory to a primary dwelling in a duplex, townhouse, etc.) or located in a single detached house which includes more than one suite.

Suite, Secondary: A dwelling unit which is accessory to a single detached dwelling and is contained in the same structure as a single detached dwelling, defined by the BC Building Code.

Townhouse: Three or more self-contained dwelling units, each having direct access to the outside at grade level, where individual units share adjacent walls. Townhouses may be strata-titled or fee simple. Stacked townhouses are located on top of each other, each with its own direct access to outside.

Traditional Residential: consists primarily of residential and accessory uses in a wide range of primarily ground-oriented building forms including single, duplexes, townhouses and row-houses, house conversions, and low-rise multi-unit residential and mixed-use buildings up to three storeys in height located along arterial and secondary arterial roads.

Tree Canopy: The layer of leaves, branches and stems of trees that cover the ground when viewed from above.

Triplex: Three self-contained housing units sharing a dividing partition or common wall.

Urban Forest: Sum total of all trees and their associated ecosystems, including understory biota and soils. Urban forest occurs both on public and private lands, including parks, boulevards, remnant ecosystems, residential yards, commercial and industrial lands and open spaces.

Urban Residential: consists primarily of multi-unit residential in a wide range of detached and attached building forms, including townhouses and row-houses, low and mid-rise apartments, with a residential character public realm featuring landscaping and street tree planting, and mixed-uses located along arterial and secondary arterial roads.

END OF DOCUMENT



GONZALES NEIGHBOURHOOD COMMUNITY PLAN



Adopted by Victoria City Council March 14, 2002



FOREWORD

The *Gonzales Neighbourhood Community Plan* is an expression of neighbourhood values. A key value is that of integration. Integration recognizes the importance of community and of the interrelations, connections and impacts among land uses, people and the natural environment. Integration challenges residents and developers to recognize, and engage in, processes for change and designs that enhance and reinforce the character of Gonzales.

This plan is also a useful guide to decision-making for residents, institutions, developers, City Council, and others regarding zoning, land use, traffic, parks, heritage, and public works. The issues and opportunities, objectives, policies and recommendations in all of these topic areas are outlined.

Work on the plan was carried out with extensive public consultation from 1999 to 2002 when it was adopted by City Council. The work will continue with measures to implement the plan's recommendations in the coming years.

The process for preparing the plan was collaborative in nature. It involved residents and other stakeholders represented by the Gonzales Neighbourhood Plan Steering Committee, as well as City staff. The steering committee members spent countless hours formulating, reviewing, and discussing the information in this plan. A debt of gratitude is owed to them for their dedication and enthusiasm throughout the planning process. All the residents and stakeholders, who attended meetings, filled out questionnaires, and provided comments and suggestions, are also thanked for their contributions.

Steering Committee Members

John Farquharson (Chair)
Lynne Shields
Bev Windjack
Catherine Rodger
Anthony Reynolds
Donna Jones

Greg Damant
Court Haddock
Todd Weir
Dennis Murray (to May 2001)
Earl Levin (to May 2001)
Keith Elwood (from June 2001)
Rick Schwartz (from June 2001)

The committee and City staff appreciated and benefited greatly from Councillor Pamela Madoff's attendance and participation in many of the Steering Committee meetings. The attendance of other Council members at open houses and workshops was also much appreciated. The committee also appreciated Senior Planner Brian Sikstrom's timely technical advice and rendering the Committee's recommendations into a clear and coherent document.

Your ideas and comments on the plan and suggestions for improvements are always most welcome. With the benefit of continued discussion and comments, the Plan will have the best possible opportunity for successful implementation.

Mayor Alan Lowe

GONZALES NEIGHBOURHOOD COMMUNITY PLAN

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1.0 INTRODUCTION

1.1 PURPOSE OF THE PLAN

- To address the neighbourhood issues and opportunities identified by residents and others in the neighbourhood planning process.
- To involve residents, institutions and businesses in identifying the unique features of the neighbourhood and expressing their wishes for its future.
- To strengthen the sense of community and neighbourhood quality by building around local needs and retaining the human scale (a 'Key Direction' in 3.1 of the *Official Community Plan, 1995*).
- To identify where land use changes might occur and under what conditions.
- To provide direction for investments by the City of Victoria in the areas of parks, sidewalks, roads and traffic, and underground services.
- To provide advice to other public agencies such as School District #61, Capital Health Region, and others regarding their properties/operations within Gonzales.
- To provide guidelines in order that new developments or renovations can be appropriately designed by developers and architects and effectively evaluated by City staff and City Council.

1.2 PUBLIC PARTICIPATION

- The planning process was launched on June 17, 1999 with an "Issues and Opportunities Workshop" held at Margaret Jenkins School. As well, all residents were informed by mail that a process for preparing a new *Gonzales Neighbourhood Plan* had begun.
- The results of the Issues and Opportunities Workshop were summarized in the *Gonzales Issues and Opportunities: Summary Report*, published February 29, 2000.

- A Steering Committee of 11 residents and stakeholders was appointed by City Council in June 2000 to provide advice and input to staff in the preparation of the draft plan. One criterion for appointment to the committee was "an interest in the future of the City and the Gonzales neighbourhood". The steering committee held 30 meetings and led 4 "walk-about" in the course of its work.
- Two mapping sessions for youth were held with the Common Ground Community Mapping Project to obtain a youth perspective on the future of the neighbourhood.
- Members of the steering committee and residents initiated several meetings with the business and property owners on Oak Bay Avenue to begin dialogue on the future of the avenue and possible improvements.
- A website was established for the planning process providing information on steering committee activities and other information on the planning process.
- The first draft of the plan was presented at a well-attended meeting held in the neighbourhood on May 17, 2001. Comments and suggestions on the Draft Plan were received from residents who filled out a questionnaire and from others who wrote letters. Comments and suggestions were also received from Council's Committees, as well as outside organizations and agencies. All comments and feedback were reviewed by the Gonzales Steering Committee and City staff. This plan, adopted by City Council on March 14, 2002, incorporates changes informed by the comments and feedback received.

1.3 PLAN SUMMARY

The draft plan focuses on preserving and enhancing the existing sense of community and neighbourhood quality in Gonzales. Residents care deeply about maintaining and not losing these attributes. They believe that community success includes shared values and a strong sense of place and wholeness. Physical characteristics that contribute to neighbourhood quality include: quiet, tree-lined streets, diverse and attractive detached houses with gardens, a variety of park spaces (from Gonzales Hill to Gonzales Beach), small neighbourhood stores and services, commercial stores and businesses along Oak Bay Avenue and nearby, a concentration of stores and services at Fairfield Plaza which serve residents in and beyond the neighbourhood. A number of larger institutions, schools, nursing homes and churches, also serve residents and others.

The new neighbourhood plan provides a framework and recommendations for maintaining Gonzales' character while managing and anticipating future changes. The City has a variety of tools and programs that can be used to implement the plan, such as zoning, traffic calming, capital budgets, business improvement area assistance, bikeways and greenways. The plan will help to set priorities and direct funds to projects and programs that will achieve the plan's goals over time.

Continued neighbourhood involvement will be necessary, to set priorities, to monitor progress, and to translate recommendations into actions and projects where more detailed planning is necessary. In partnership, the City, other public bodies and agencies, and the neighbourhood, can ensure the future character of Gonzales is as attractive as it is today.

1.4 MAJOR RECOMMENDATIONS SUMMARY

1.4.1. Housing

1.4.1.1 Continue single family/detached housing zoning, but create a new single family and small lot zoning specific to Gonzales, which improves the fit of new houses and additions with those existing e.g., increases green space, reduces permitted house size.

1.4.1.2 **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**

1.4.1.3 Adopt a policy of excluding panhandle lot subdivisions or small lot rezonings from the Queen Anne Heights/Foul Bay/Gonzales Hill area of the neighbourhood to preserve the large lot character of Queen Anne Heights.

1.4.1.4 Adopt design guidelines along Gonzales Bay to maintain a high standard of design for any new buildings.

1.4.2 Institutions and Community Facilities

1.4.2.1 As part of creating new residential zoning specific to Gonzales, exclude schools, playing fields and other institutions as permitted uses. This will require a rezoning process and public consultation for expansion of existing, and the location of new, institutions in the neighbourhood. Sites currently occupied and used for school, playing field and institutional purposes would be exempt from this new zoning and not be made non-conforming.

1.4.2.2 Adopt "guiding principles" for the consideration of any institutional rezoning application in the neighbourhood.

1.4.2.3 Both the City and Glenlyon-Norfolk School should evaluate and consider parking and traffic improvements around the school to reduce friction with neighbours.

1.4.2.4 Glenlyon-Norfolk School and the Fairfield Community Association, in consultation with residents, should actively pursue the option of a joint use agreement with the City for the use of Pemberton Park as a playing field.

1.4.2.5 The City should work towards increasing the recreational opportunities and facilities for youth in the neighbourhood.

1.4.3 **Commercial**

1.4.3.1 Undertake a design workshop to develop a vision for Oak Bay Avenue and a strategy for achieving it. The workshop should examine improvements to the street, as well as ways that pedestrian-oriented businesses and upper floor housing could be encouraged.

1.4.3.2 Implement the zoning changes recommended for Oak Bay Avenue in the *Jubilee Neighbourhood Plan*, with some further changes, including regulations to require late evening and early closing hours for businesses.

1.4.4. **Parks, Recreation and Open Space**

1.4.4.1 Develop neighbourhood “greenways” and “green streets” connecting open spaces within and outside the neighbourhood. Incorporate these greenways and green streets into a *City Greenways Master Plan*.

1.4.4.2 Preserve and enhance both public and private green space in a wide variety of ways.

1.4.5 **Transportation**

1.4.5.1 Implement Phases 2, 3 and 4 of the *Fairfield/Rockland/Gonzales Neighbourhood Transportation Plan* and monitor and minimize the impacts on other residential streets.

1.4.5.2 Where on-street parking problems are occurring, explore ways to increase safety, lessen congestion and improve on-street parking availability for residents.

1.4.5.3 The City should initiate discussions with the tour bus operators and the B.C. Motor Carrier Commission to lessen the impacts of tour buses on Hollywood Crescent, Crescent Road and Ross Street., e.g., tour bus routes, frequencies, bus size.

1.4.6 **Heritage**

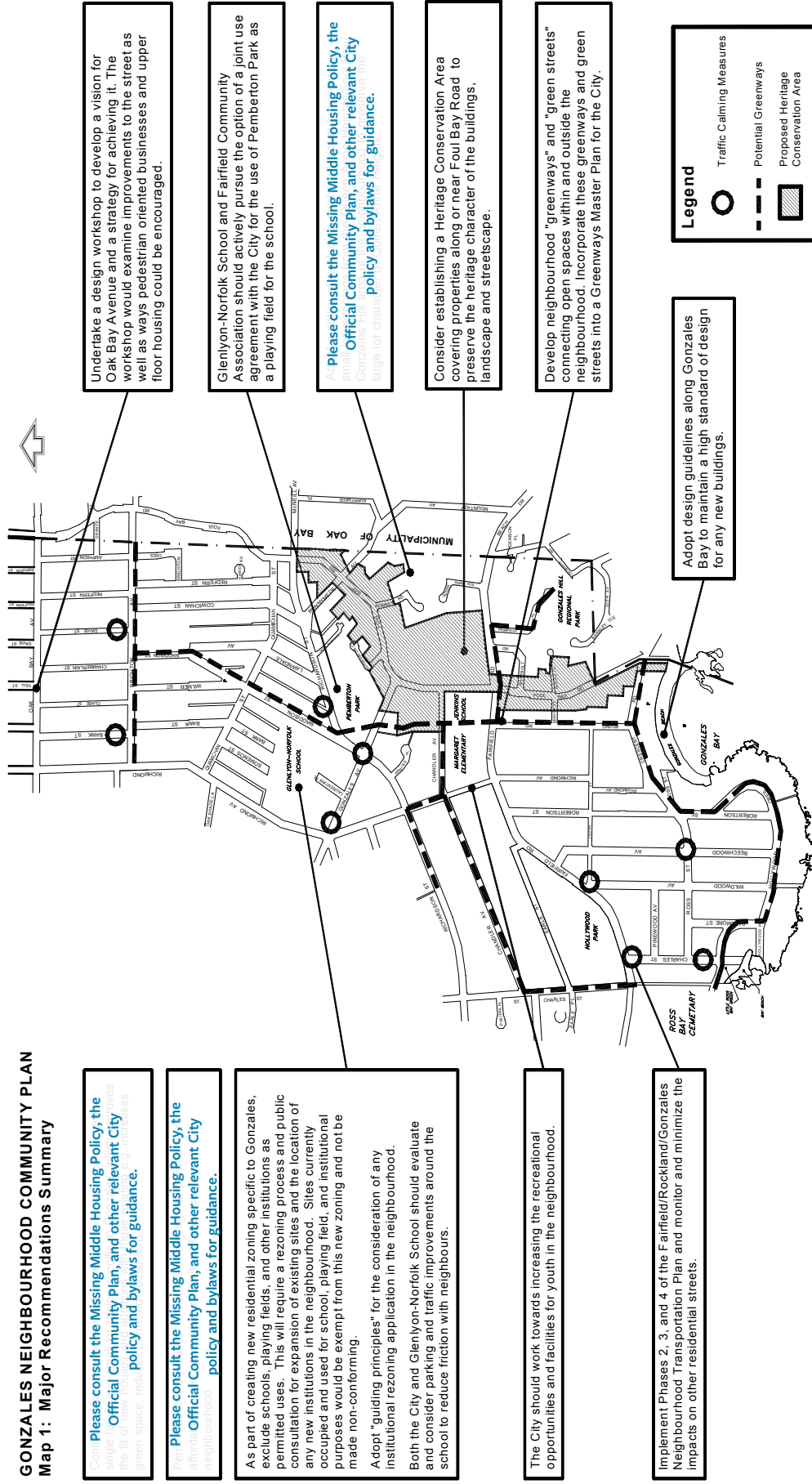
1.4.6.1 Prepare an inventory of heritage buildings, landscapes and streetscapes and encourage and provide incentives for heritage preservation.

1.4.6.2 Consider establishing a Heritage Conservation Area covering properties along Foul Bay Road to preserve the heritage character of the buildings, landscape and streetscape.



GONZALES NEIGHBOURHOOD COMMUNITY PLAN Map 1: Major Recommendations Summary

MAP 1 SUMMARY



2.0 COMMUNITY

INTEGRATION: A BROADER FOCUS OF NEIGHBOURHOOD DEVELOPMENT

Gonzales is an established neighbourhood of approximately 3,300 residents. It has a predominance of single-family homes and a relatively high number of families with children. The neighbourhood is one of the most socially stable in the City. Within Gonzales there are also businesses and apartments (along its northern, Oak Bay Avenue boundary) and a number of institutions close to homes including Margaret Jenkins School, Glenlyon-Norfolk School and Glengarry Residential Care Facility.

As a “community”, as a social space, and a place where relationships, connections and services are maintained and nurtured, Gonzales is very successful. This success is reflected in key common values and a shared sense of place and wholeness. Not all residents may be aware of the neighbourhood’s boundaries, but there is an often-expressed appreciation of the area’s attractiveness. There is also a strong desire to ensure this attractive character is protected and enhanced when change is being considered.

The physical and social/community services in Gonzales generally meet the current needs and expectations of residents. However, it is recognized that future land use and other changes will need to be integrated with the existing community - reflecting and enhancing its values and a shared sense of wholeness. In the realm of physical change, integration challenges residents and developers to recognize, and engage in, processes for change and designs that enhance and reinforce the neighbourhood’s success as a community.

Integration provides an important standard for considering future development and change in Gonzales. This standard is based on the four common values of the neighbourhood that provide a foundation for the plan.

TO ENHANCE THE NEIGHBOURHOOD’S BUILT AND NATURAL ENVIRONMENT.

This includes: heritage and character buildings; future greenways, residential and public green spaces, “streetscapes”, and the overall environment. Examples for enhancing the aesthetic provided by the environment include the reduction of asphalt and concrete and boulevard planting.

TO MAINTAIN AND ENHANCE THE NEIGHBOURHOOD’S SINGLE FAMILY DWELLING CHARACTER, LOOK AND AMBIANCE

This refers to the scale and look established by the predominance of single family dwellings in Gonzales. Maintaining it will contribute to the preservation of the stock of heritage housing and a continuity of place. An example of how to maintain it is for new buildings and additions to existing buildings to be of a scale in keeping with existing buildings, e.g., height, site coverage and floor area.

REINFORCE AND MAINTAIN THE SOCIAL STABILITY AND SAFETY OF THE NEIGHBOURHOOD.

This includes: the demographic diversity of residents and the capacity of Gonzales to support long term and continuous residency; the safety and well being of the neighbourhoods children; and disaster/emergency preparedness. Requisite features include: appropriate local services and amenities such as extended care and day care; programs such as the ‘Safe Route to School’ and ‘Block Watch’, maintaining a variety of housing; and undertaking emergency planning.

ENCOURAGE ALTERNATIVE FORMS OF TRANSPORTATION AND IMPLEMENT TRAFFIC CALMING.

Minimizing traffic impacts calls for enhanced traffic calming measures, more bike routes, encouragement of alternative forms of transportation and providing for appropriate on and off-street parking.

3.0 HOUSING

RETAIN HOUSING CHARACTER

IMPROVE THE FIT OF NEW HOUSES (AND RENOVATIONS)

MAINTAIN DIVERSITY

PERMIT SECONDARY SUITES



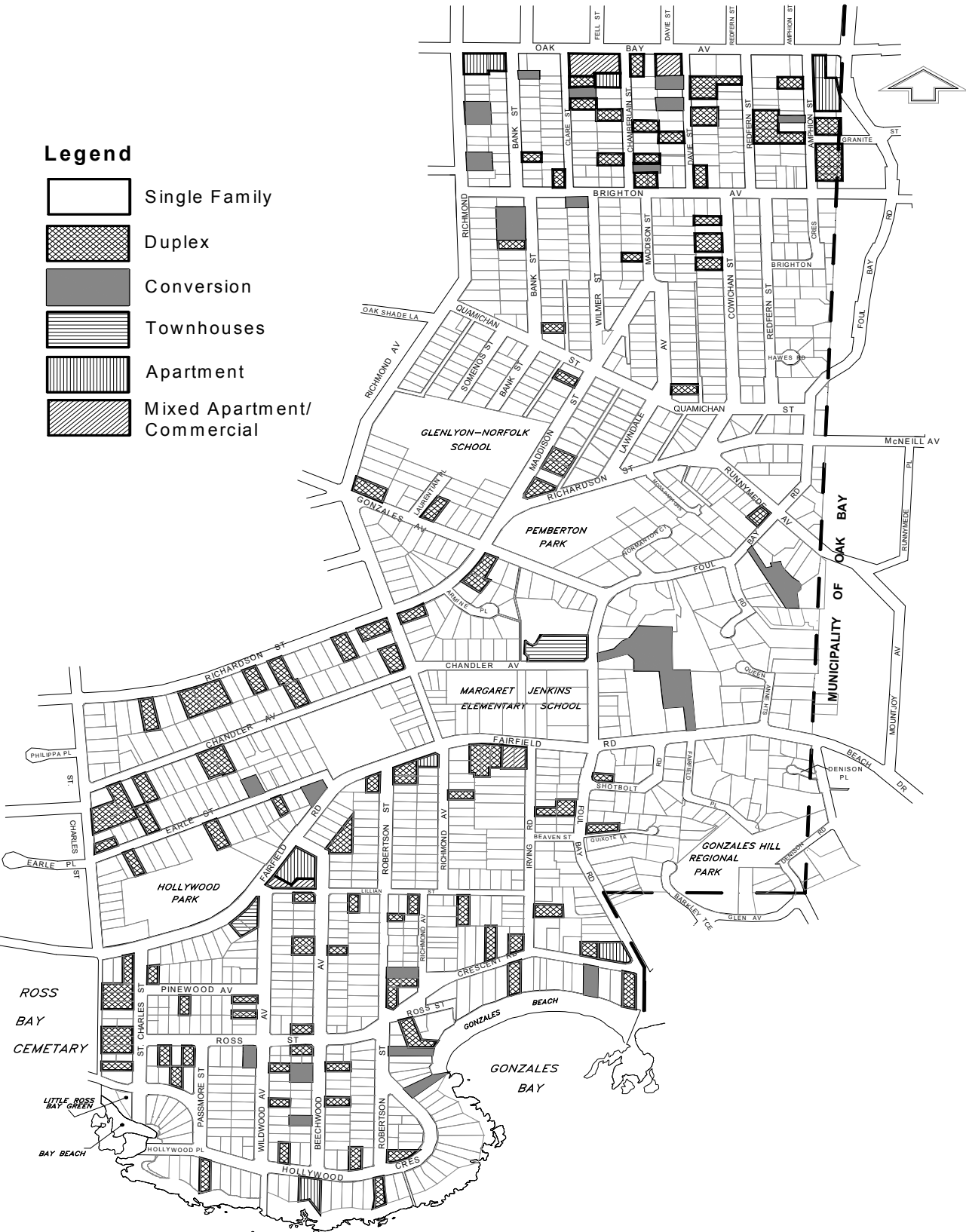
Gonzales is largely single family in character with a great variety of houses and housing styles. There are a significant number of duplexes, a number of older apartment buildings, and a small number of townhouses, which add to the housing mix. The attractiveness of the neighbourhood and its houses is reflected in average family incomes and house prices significantly above the city average. The majority of residents are homeowners. This is in contrast to the city as a whole in which the majority of residents live in rented apartments or townhouses.

Like the city as a whole, Gonzales has a significant number of basement suites and houses converted to suites (conversions). Many of these suites are legal and permitted under the conversion regulations in the single-family zoning which covers most of the neighbourhood. The City's policy to permit the conversion of older single family homes to add suites has encouraged the retention of many of the larger old homes in the neighbourhood. The suites in houses increase the affordability of houses for owners as well as housing choice for renters. The population is diversified and pressures to increase housing density are

mitigated while retaining the single family appearance of the neighbourhood. Increased on-street parking may also result from suites in houses.

The majority of the neighbourhood's houses are in good condition and well maintained. Most were built before 1960 and many are on large lots. Over the past 20 years a significant number of small lot houses have been built through subdivision and rezoning. The replacement of existing houses with new larger ones as well as the renovation of existing houses, has also occurred. Pressures for infill, renovation, and replacement of housing are likely to continue and the design and fit of new with the old is an important neighbourhood concern.

There is significant potential for new apartments above shops on Oak Bay Avenue. The provision of such housing would add life to the street and be in keeping with the *Regional Growth Strategy* recommendation that the majority of future population be housed in existing urban areas.



3.1. ISSUES AND OPPORTUNITIES

3.1.1 Concern that the potential for subdivision of large estates in the Queen Anne Heights/Foul Bay /Gonzales Hill area will change the natural, green, large lot character of the area. *(See Map 1: Gonzales Neighbourhood Plan Summary Map).*

3.1.2 Concern that new houses currently permitted under R1-B zoning as well as new small lot houses **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.** density and number of dwelling units), shadowing, view and privacy loss, and loss of private green space.

3.1.3 Concern that some existing houses are in disrepair and others are not well maintained. This may result in redevelopment in order to remove a house that has not been maintained by an owner.

3.1.4 Desire for the neighbourhood to retain existing, and encourage the provision of, new affordable housing and houses.

3.1.5 Desire for the neighbourhood to include housing that meets the needs of a variety of people at different stages in the lifecycle.

3.1.6 Concern that upper floor housing along Oak Bay Avenue is not being built even though the current zoning permits it and the proposed zoning includes a density bonus for its provision. *(This issue is also included as 5.1.1. in the Commercial section of the plan).*

3.2 OBJECTIVES

3.2.1 Retain the large lot, estate character of the Queen Anne Heights/ Foul Bay/Gonzales Hill area.

3.2.2 Minimize the impacts of new houses and accessory buildings on existing houses, the density and green character of the neighbourhood.

3.2.3 Retain and maintain the existing viable single family and detached

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance. 3.2.4 **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.** appropriate, encourage the provision of additional, affordable housing e.g., "secondary suites"*** in houses.

3.2.5 Maintain and enhance a diversity of housing in Gonzales to meet the needs of a variety of people with different needs and incomes.

3.2.6 Construction of new mixed-use buildings along Oak Bay Avenue that provide upper floor housing.

*Notes: *Under the City's Official Community Plan affordable housing may include rental housing, market and non-profit housing for the elderly, disabled, disadvantaged for families, duplexes, suites in conversions, apartments and townhouses marketed to the first time home buyer. Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance. ** Secondary suite is a suite within a single building code regulations. Such suite may be up to 90m² and up to 40% of the floor area of a house. It may not be strata-titled.*



3.3 RECOMMENDATIONS

- 3.3.1 Continue zoning and land use policies, which ensure that the neighbourhood retains its detached dwelling character.
- 3.3.2 Amend the R1-B and R1-G Single Family zones in Gonzales to improve the fit of new houses with the size and character of existing houses in the neighbourhood, e.g., reduce the maximum permitted house size and site coverage, as outlined in Table 1 and Illustration 1. **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**
- 3.3.3 Create R1-S1 and R1-S2, Single Family (Small Lot) zones specific to the Gonzales neighbourhood. The new small lot zones would include provisions that increase the minimum lot area and reduce the maximum permitted house size as well as site coverage as outlined in Table 2 and Illustration 2.
- 3.3.4 Consider small lot house subdivision and rezoning applications in Gonzales, except within the Queen Anne Heights/Foul Bay/Gonzales Hill area of the neighbourhood. (See 3.3.7. below).
- 3.3.5 The City's *Design Guidelines for Small Lot House Rezoning* will be used in evaluating the design of new small lot houses.
- 3.3.6 Consider duplex rezonings in Gonzales based on the City's established criteria and the *Neighbourliness Guidelines for Small Lot Rezoning*. **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**
- 3.3.7 Adopt a policy of excluding panhandle lot subdivisions in the Queen Anne Heights/Foul Bay/Gonzales Hill area of the neighbourhood to maintain the natural, green, large lot character of the area.
- 3.3.8 Adopt a policy of permitting the **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**
- 3.3.9 Consider establishing a Heritage Conservation Area covering properties along Foul Bay Road to preserve the heritage character of the houses and properties (See Map 1: *Gonzales Neighbourhood Plan Summary Map*). (This recommendation is also included as Recommendation 8.3.3. in the *Heritage* section of the plan).
- 3.3.10 Encourage property owners to register covenants protecting trees and other natural features where these are important neighbourhood features.
- 3.3.11 Encourage property owners and builders to preserve and maintain, to the extent possible, neighbourhood features such as trees, fences, gardens, and rock outcrops.
- 3.3.12 Encourage owners and builders to consider the existing character of the site, as well as that of neighbouring properties, in the design of new houses or additions to existing houses.
- 3.3.13 Adopt the *Gonzales Bay Design*. **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**
- 3.3.14 The City's *Design Guidelines* will be used in evaluating panhandle lot subdivision applications.
- 3.3.15 Examine the *Premises Maintenance Bylaw* with a view to determining how it could be improved to prevent purposeful neglect of buildings and property maintenance.

3.3.16 Continue to permit the conversion of houses built before 1970, subject to the existing zoning regulations which limit the number of suites, minimize exterior changes, require on-site parking and rear yard landscaping. Ensure that at least 33% of the rear yard be landscaped as is required under the *Zoning Bylaw*.

3.3.17 Permit “secondary suites” in houses of any age without requiring on-site parking. The Province has developed special *Building Code* regulations to allow this. Encourage secondary suites of up to 50m² that may be used as rental housing. Secondary suites must be rental and cannot be strata-titled. Permitting these suites will encourage the retention of existing houses while increasing the amount of rental (and relatively affordable) housing in the neighbourhood.

3.3.18 Subject to rezoning, consider non-profit housing (e.g. small lot houses, duplexes, conversions, seniors assisted living (e.g. “Abbeyfield”-type homes) compatible with the detached dwelling character of the neighbourhood.

3.3.19 Amend the CR-3 zone on Oak Bay Avenue to permit an increase in density from 1.0:1 to 1.6:1 where non-profit residential units are provided in a mixed-use building and at least 70% of the required parking spaces are located under the main building. *(This recommendation is also included as 5.6.1 in the Commercial section of the plan).*

3.3.20 Amend the CR-3, Commercial Residential Apartment District to provide a density bonus for market residential units provided in a mixed-use building as recommended in the *Jubilee Neighbourhood Plan*. *(This recommendation is also included as 5.6.2. in the Commercial section of the plan).*

3.3.21 Rezone properties currently zoned C1-NM to the amended CR-3, Commercial Residential Apartment District zone, as recommended in the *Jubilee Neighbourhood Plan*. *(This recommendation is also included as 5.6.3. in the Commercial section of the plan).*

3.3.22 Undertake a design workshop to develop a vision for Oak Bay Avenue and a strategy for achieving it. As part of this workshop, research and examine incentives to encourage upper floor housing. *(A similar recommendation focused on pedestrian-oriented businesses is also included as 5.6.5 in the Commercial section of the plan).*



MAP 3: EXISTING ZONING, DEVELOPMENT PERMIT AND HERITAGE CONSERVATION AREAS

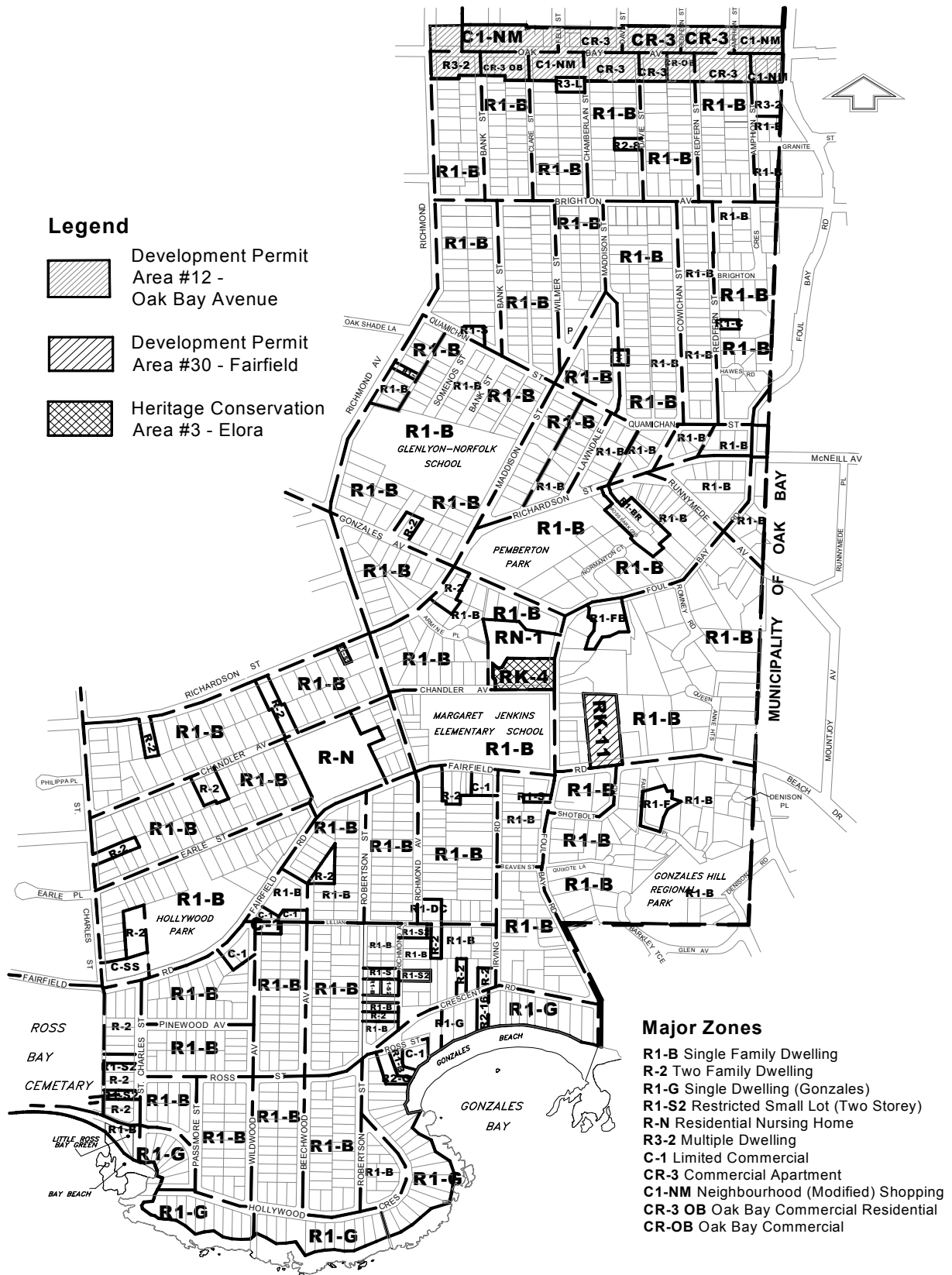


Table 1: Outline of Draft Single Family Zoning Recommendations For Gonzales

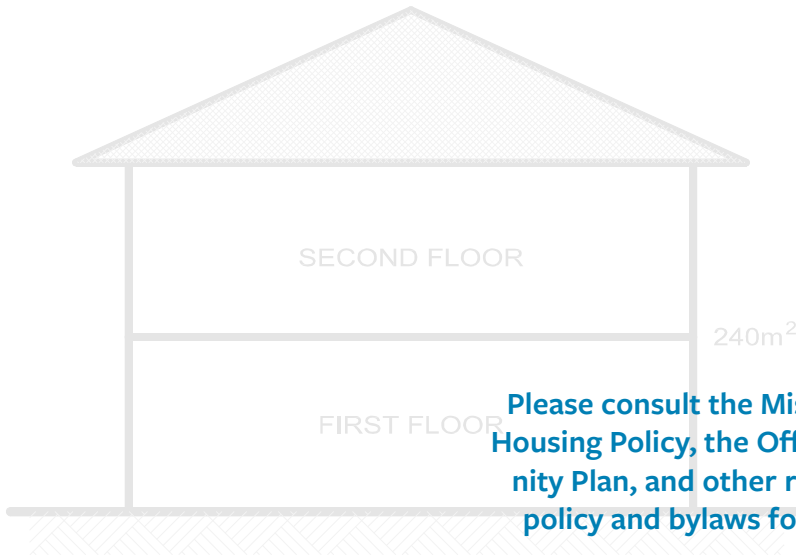
	CURRENT ZONING	RECOMMENDED ZONING	COMMENTS
Permitted Uses	Single family dwellings, public buildings, conversions (duplex and apartments), schools, playgrounds, commercial exhibits, accessory buildings, Up to 4 boarders or roomers, churches, home occupations, boarding, rooming, house-keeping apartment conversions, rest homes Class "B" conversions, kindergartens, daycare homes.	Reduce the number of permitted uses to the following: Single family dwellings, conversions (duplex and apartments), secondary suites*, accessory buildings, up to 4 boarders and roomers, rest homes class "B" conversions, home occupations, kindergartens and daycare homes	<i>The new zoning essentially allows single family dwellings and other residential uses only <u>excluding</u> schools and other institutions. Residential uses that are rare now, such as boarding, rooming and housekeeping apt conversions would also be removed as permitted uses.</i> <i>Properties with uses not permitted in the new single family zone, such as schools and churches, would be left in the R1-B zone</i>
Lot Area	460m ² (4952 ft ²) minimum for single family dwelling 670m ² (7213 ft ²) minimum for boarding, rooming or housekeeping apartment buildings.	No change in minimum lot area of 460m ² (4952 ft ²) for single family dwelling	The existing lot area regulation is reflective of lot areas in much of the neighbourhood.
Lot Width	15 m (49.2 ft) minimum	No change in lot width of 15m (49.2 ft)	The existing lot width area regulation is reflective of lot widths in much of the neighbourhood.
Site Coverage	40% maximum	Reduce maximum site coverage to 30% maximum	This site coverage limitation is currently in the R1-G zone. It enables more of a lot to remain open and unoccupied by buildings
Total Floor Area	420m ² (4521 ft ²) maximum with 280m ² (3014 ft ²) maximum on the 1 st and 2 nd floors.	Reduce the maximum permitted floor area to 300 m ² (3229 ft ²) maximum with 240m ² (2583 ft ²) maximum on the 1 st and 2 nd floors.	This reduces the size below that permitted for a duplex and above that permitted for a small lot single family dwelling.
Floor Space Ratio	N/A	Add the following floor space ratio: .5:1 for 1 st and 2 nd storey .65:1 for total floor space including basement.	<i>This is the same FSR standard used for duplexes. It is an appropriate standard based on the standard lot size for single family dwellings, which is less than that for duplexes.</i>
Height	7.6m (24.9 ft) maximum	No change in the permitted height of 7.6m (24.9 ft)	<i>This is a common height standard and a common height of houses in the neighbourhood.</i>
Storeys	2 (max)	Limit the number of storeys as follows: 2 (max) without basement and 1 ½ (max) with basement	<i>This is the standard that applies to duplexes. The purpose is to achieve a better fit of the new with the existing houses in the neighbourhood.</i>

Note: * A secondary suite is a suite permitted under special building code regulations. It may be up to 90m² and up to 40% of the floor area of a house. It may not be strata-titled.

	CURRENT ZONING	RECOMMENDED ZONING	COMMENTS
SETBACKS			
Front Yard	7.5m (24.6 ft) minimum with front porch intrusion permitted of 2.5m (8.2 ft)	No change in the front yard setback of 7.5m (24.6 ft)	<i>The current front yard standard is typical in most areas of the neighbourhood.</i>
Rear Yard	7.5m (24.6 ft) minimum or 25% of lot depth, whichever is greater. In the R1-G zone, no building can be built further than 36.5m (119.7 ft) from the front lot line.	Increase the rear yard setback to 9.1m (30 ft) minimum or 30% of lot depth, which ever is greater <i>Note:</i> The provision restricting buildings from the rear yard in the R1-G zone would be retained.	<i>This is standard is slightly less than the rear yard standard for duplexes. It serves to increase the rear yard green space and lessen building depth, which can be out of scale with neighbouring houses.</i>
Side Yards	10% of lot width with 3m (9.8 ft) minimum on one side and 1.5m (4.9 ft) minimum on the other with a total side yard width of 4.5m (14.7 ft) minimum	Increase the minimum side yard setbacks on each side of a house to 15% of lot width with the total of the two side yards not less than 5.4 m. (17.7 ft). Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.	<i>Increasing side yard setbacks will lessen the privacy impacts on adjacent properties while adding to open site space. A minimum side yard of 3m. (9.8 ft) is not necessary if front yard parking is permitted.</i>
PARKING			
# of parking spaces	For single family dwelling: 1 (min) For Conversions: 1 per suite with .8 per suite for conversions having more than 3 suites. For Boarding, Rooming, and Housekeeping Apt. conversions 1 for the 1 st unit plus .5 for every unit over 1.	No change in the # of parking spaces required for a single family dwelling or a conversion. The on-site parking requirement for a “secondary suite” would be deleted.	<i>The removal of a parking requirement for a Secondary Suite is warranted given residents of these suites are less likely to own a vehicle.</i>
Location of parking spaces	Behind the front line of a single family dwelling or a conversion.	Permit on-site parking spaces to be located in the front yard of a single family dwelling. No change in the location of parking for conversions.	<i>Front yard parking may result in less driveway and more green space being retained on a lot. It is also reflective of the actual practice of many residents who park in front of their houses.</i>
Land-scaping	For single family dwellings - N/A <u>For Conversions:</u> A minimum of 30% of the lot and 33% of the rear yard must be landscaped.	Require that a minimum of 50% of a single family lot be landscaped and that a minimum of 50% of the front yard be landscaped. Alternatively, allow a maximum of 20% of a lot to be paved. No change in the landscaping requirements for conversions.	<i>The addition of a minimum landscaping requirement or a maximum paving requirement for single family dwellings will enhance the green character of the neighbourhood and prevent the complete paving of front yards.</i>

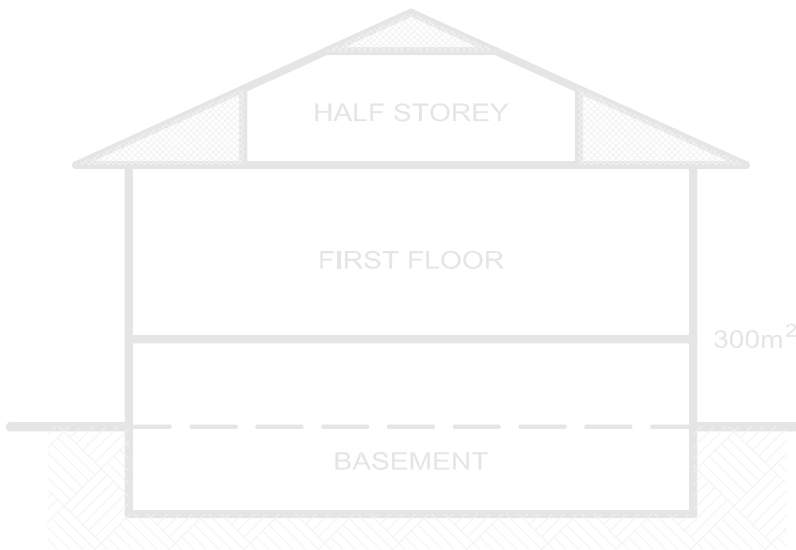
	CURRENT ZONING	RECOMMENDED ZONING	COMMENTS
Accessory Structures	Structures such as garages, garden sheds are permitted in rear yards only. They can occupy a maximum of 30% of the rear yard and must be at least 2.4m (7.8 ft) from the house. The maximum permitted height is 4m (13.1 ft).	<p>Reduce the amount of the rear yard that can be occupied by an accessory structure to 25% and a floor area maximum of 37m² (398.2 ft²)</p> <p>Reduce the permitted height of garages and car shelters to 3.5m (11.4 ft) and other structures to 2.4m (7.8 ft).</p> <p>Require an accessory structure to be at least .6m (2 ft) from property lines.</p>	<p><i>Limiting the size of accessory structures serves to minimize the loss of green space on a lot. The negative visual and privacy impacts of large accessory structures will also be reduced.</i></p> <p><i>Requiring a setback from property lines will facilitate the maintenance of accessory structures and lessen its impact on a neighbouring property.</i></p>
Home Occupations	Home occupations (or home based businesses) are generally limited to one person who resides in the dwelling. The permitted uses exclude those that are noisy or that generate a large number of customers. A home occupation is not permitted in an accessory building.	<p>No changes in Home Occupation regulations.</p> <p>Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.</p>	<i>Home-based businesses are a fast growing part of the economy and common in Gonzales and in other neighbourhoods. One neighbourhood benefit is more people are in the neighbourhood during working hours.</i>
Conversions	Conversions are permitted in houses built before 1970 provided no significant exterior changes are made and sufficient on-site parking is provided.	No changes to conversion regulations.	<i>Conversions in houses are seen as one way of providing more affordable accommodation in the neighbourhood while maintaining its single family look.</i>
Secondary Suites	Secondary Suites* are permitted in houses built before 1970 provided no significant exterior changes are made and sufficient on-site parking is provided.	Remove the building age requirement for secondary suites*.	<i>Secondary Suites in houses are seen as one way of providing more affordable accommodation in the neighbourhood while maintaining its single family look.</i>
Intent	There is no "Intent" section in the R1-B or R1-G zone.	<p>Add an intent section such as: <i>The intent of this zone is to maintain the single-family residential character of the neighbourhood, to encourage a good standard of building design, materials, and landscape development while allowing design diversity in new development and to encourage the retention of existing housing stock. Neighbourhood amenity is enhanced through the maintenance of healthy trees and planting which reflects the natural landscape.</i></p> <p>(adapted from RS-6 District Schedule in Vancouver's Zoning and Development By-law, March 1996)</p>	<i>An intent section helps the general public understand the purpose of the zoning regulations</i>

Illustration 1: Proposed Amendments to Maximum Floor Area and Number of Storeys in the R1-B and R1-G Single Family Dwelling Districts in Gonzales



Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

Maximum floor area of 240m² (2583ft²) For the first and second storey with a floor space ratio of 0.5:1



Maximum floor area of 300m² (2229ft²) and a floor space ratio of 0.65:1 including the basement.

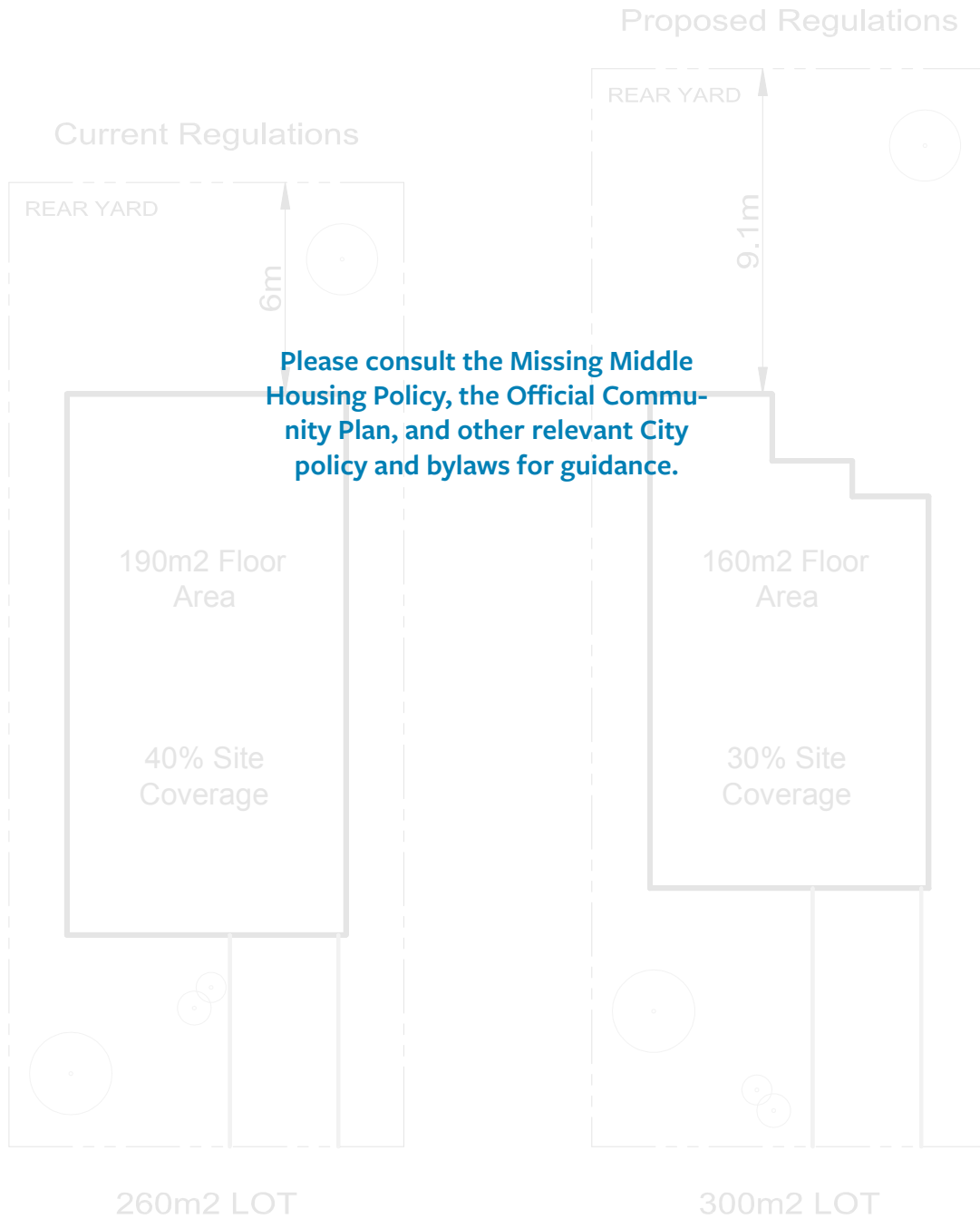
Maximum height limited to a basement plus 1½ storeys.

Table 2: Outline of Draft Single Family Small Lot Zoning Recommendations for Gonzales

	CURRENT ZONING	RECOMMENDED ZONING	COMMENTS
Permitted Uses	Single family dwellings, accessory uses, and home occupations.	No change in permitted uses but add for clarity that conversions and secondary suites are <u>not</u> permitted.	<i>The zoning allows single family dwellings with accessory uses and home occupations only.</i>
Lot Area	260m ² (2798 ft ²) minimum	Increase the minimum lot area to 300m² (3229 ft²).	<i>The larger lot area will require a larger lot for the consideration of a small lot and increase the green space for a small lot house.</i>
Lot Width	10m (32.8ft) minimum	No change in lot width of 10m (32.8ft)	<i>The existing lot width area regulation is appropriate.</i>
Site Coverage	40% maximum	Reduce maximum site coverage to 30% maximum	<i>This site coverage limitation is currently in the R1-G zone. It enables more of a lot to remain open and unoccupied by buildings</i>
Total Floor Area	190m ² (2045 ft ²) for a 2-storey house and 160m ² for a 1-storey house.	Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance. 147.22m ² for a 1.44/2-storey house.	<i>This reduces the size of a 2-storey small lot house by 16%. This house size more reflective of existing house sizes in the neighbourhood.</i>
Floor Space Ratio	N/A	Add the following floor space ratio: 0.55:1	<i>A floor space ratio adds a density provision to the zone.</i>
Height	7.5m (24.6 ft) maximum	No change in the permitted height of 7.5m (24.6 ft)	<i>This is a common height standard and a common height of houses in the neighbourhood.</i>
Storeys	2 (maximum)	Limit the number of storeys as follows: 2 (max) without basement and 1 ½ (max) with basement.	<i>This is the standard that applies to duplexes. The purpose is to achieve a better fit of the new with the existing houses in the neighbourhood</i>
SETBACKS			
Front Yard	6m (19.7 ft) minimum.	No change in the front yard setback of 6m (19.7ft)	<i>The current small lot front yard standard is appropriate in most areas of the neighbourhood.</i>
Rear Yard	6m (19.7 ft) minimum.	Increase the rear yard setback to 9.1m (30 ft) minimum or 30% of lot depth, which ever is greater.	<i>This is standard is slightly less than the rear yard standard for duplexes but the same as is proposed for a single family dwelling on a standard size lot. It serves to increase the rear yard green space and lessen building depth, which can be out of scale with neighbouring houses.</i>
Side Yards	1.5m (4.9 ft) and 2.4m where there are windows to habitable rooms.	No change in side yard setbacks of 1.5m (4.9 ft) and 2.4m where there are windows to habitable rooms.	<i>The current small lot side yard setback standard is appropriate.</i>

	CURRENT ZONING	RECOMMENDED ZONING	COMMENTS
PARKING			
# of parking spaces	For single family dwelling: 1 (min)	No change in the # of parking spaces required for a small lot single family dwelling .	<i>The requirement for the provision of one parking space for a small lot house is appropriate.</i>
Location of parking spaces	Behind the front line of a small lot single family dwelling or a conversion.	No change in the location of parking is necessary for a small lot house.	<i>Front yard parking is less appropriate on a narrow lot than the standard size lot. Garage or side yard parking can usually be incorporated in the design of a new house.</i>
Landscaping	N/A	Require that a minimum of 50% of a single family lot be landscaped and that a minimum of 50% of the front yard be landscaped. Alternatively, allow a maximum of 20% of a lot to be paved.	<i>The addition of a minimum landscaping requirement or a maximum paving requirement for small lot single family dwellings will enhance the green character of the neighbourhood.</i>
Accessory Structures	Structures such as garages, garden sheds are permitted in rear yards only. They can occupy a maximum of 30% of the rear yard and must be at least 2.4m (7.8 ft) from the house. The maximum permitted height is 4m (13.1 ft).	<p>Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.</p> <p>Reduce the permitted height of garages and car shelters to 3.5m (11.4 ft) and other structures to 2.4m (7.8 ft).</p> <p>Require an accessory structure to be at least .6m (2 ft) from property lines.</p>	<p><i>Limiting the size of accessory structures serves to minimize the loss of green space on a lot. The negative visual and privacy impacts of large accessory structures will also be reduced.</i></p> <p><i>Requiring a setback from property lines will facilitate the maintenance of accessory structures and lessen its impact on a neighbouring property.</i></p>
INTENT	There is no "Intent" section in the existing R1-S1 and R1-S2 small lot zones.	<p>Add an intent section such as: <i>The intent of this zone is to permit small-scale, adaptive, change in neighbourhoods and to reinforce single family traditional character through new small lot single family dwellings. A high standard of design, materials, and landscape development is encouraged while allowing for design diversity. Neighbourhood amenity is enhanced through the maintenance of healthy trees and planting which reflects the natural landscape.</i></p> <p><i>(adapted from RS-6 District Schedule in Vancouver's Zoning and Development By-law, March 1996)</i></p>	<i>An intent section helps the general public understand the purpose of the zoning regulations.</i>

Illustration 2: Proposed Small Lot Zoning Changes in Gonzales

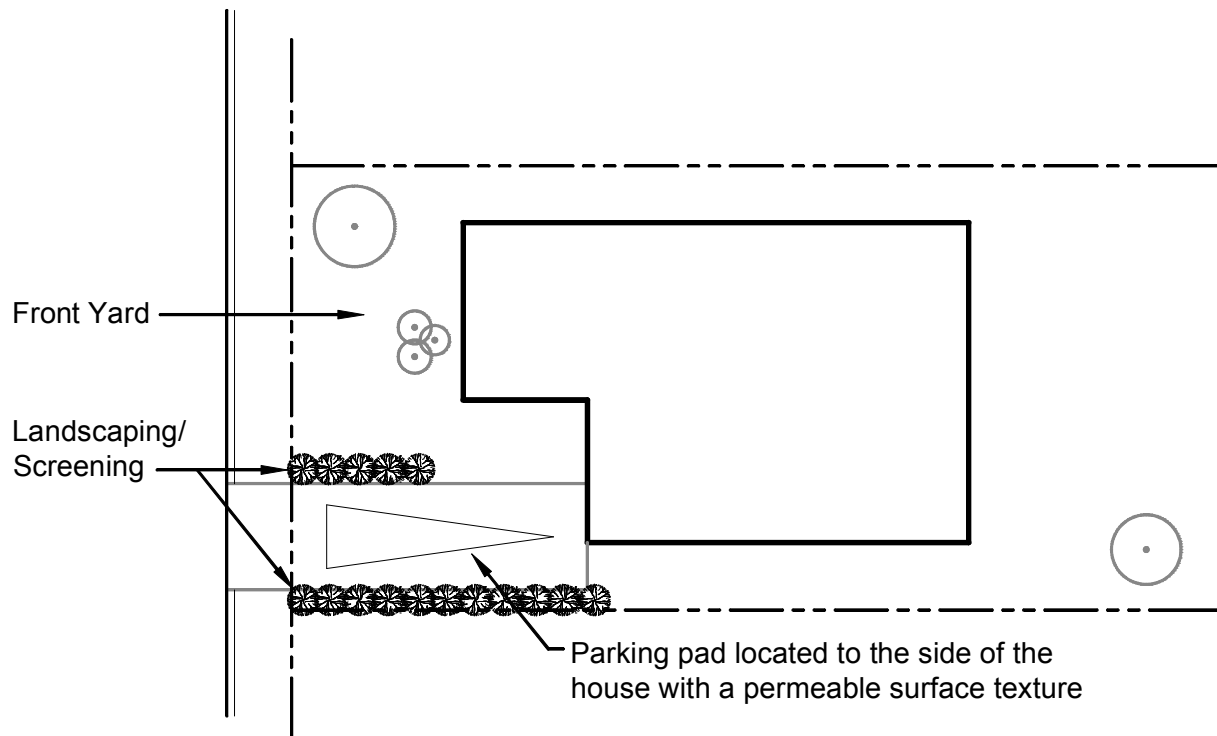


3.4 DESIGN GUIDELINES FOR SINGLE FAMILY FRONT YARD PARKING

Where front yard rather than side or rear yard parking is provided for single family dwelling, the following guidelines should be followed:

1. The parking pad should be located to the side of the house or lot and not directly in front of the house entryway or the middle of the lot.
2. There should be a permeable surface texture for the driveway e.g., grasscrete or tire strips rather than the standard broom finished concrete or asphalt to soften the green appearance of the driveway and reduce surface runoff.
3. There should be landscaping and screening to soften the visual impact. For instance, a low hedge or shrub bed might be located between the neighbouring property and the parking pad or a vine or covered trellis may define the boundary between the pad and the side yard access to the rear. The intent is to make the pad an integral part of the landscaping not an afterthought poured on the front yard. The house itself may be shaped to provide partial screening of the parking pad (such as an "L").

Illustration 3: Design Guidelines for Single Family Front Yard Parking

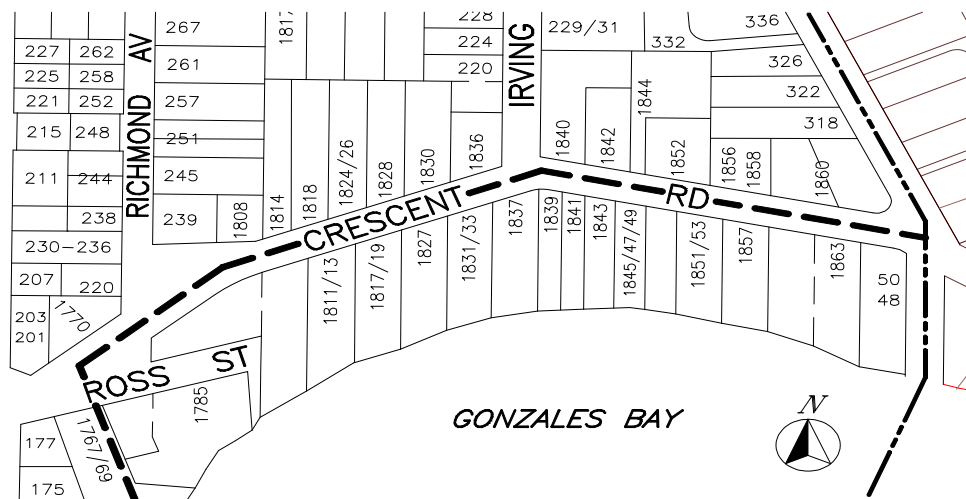
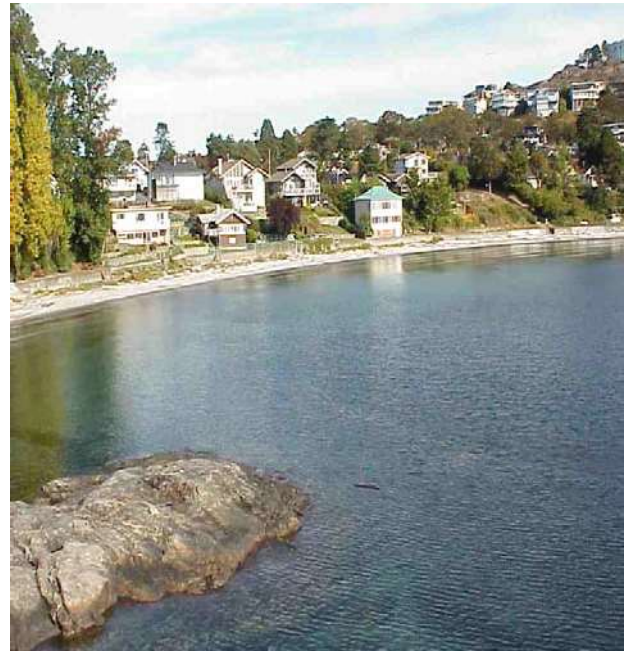


3.5. GONZALES BAY DESIGN GUIDELINES

FOR NEW BUILDINGS ALONG GONZALES BAY IN THE GONZALES NEIGHBOURHOOD

1. All buildings should have an articulated form. This is especially important on elevations, which face the public beach and public access paths.
2. Buildings facing the public beach should have a stepped-back form and profile.
3. Diversity of forms is encouraged, although design should reflect the general cottage character, architecture and history of the Gonzales area.
4. Roof form should be predominantly gable, pitched or barrel. Flat roofs over parts of buildings are acceptable, if required.
5. Use of natural building finishes is encouraged such as:
 - Roofs – wood shakes and shingles, pre-finished metal standing seam, zinc, and copper.
 - Walls – cedar siding, board and batten, cedar shingles,
 - hardyboard siding, stone and
 - brick veneer, concrete.

Note: These guidelines were originally prepared by Jan Zak, Architect for a proposed small lot housing development along the bay. The guidelines were to be adopted by City Council as part of any approval. While the development did not proceed it is recognized that these guidelines are a useful guide for property owners and the City when new development along the bay is being considered.



4.0 INSTITUTIONS AND COMMUNITY FACILITIES

BETTER INTEGRATION WITH RESIDENTIAL NEIGHBOURS

REDUCED PARKING, TRAFFIC AND OTHER IMPACTS

IMPROVED CONSULTATION PROCESSES



Institutions and community facilities provide programs and services that are integral to balanced, healthy, sustainable neighbourhoods. In Gonzales, the institutions and community facilities close to residents include schools, nursing homes, small community care homes, out of school and daycare centres, and churches. A notable feature of many of the neighbourhood's institutions and community facilities is a clientele that resides outside the neighbourhood in other parts of the city and region. Consequently, traffic and parking impacts on nearby residents are greater than in the past when institutions and community facilities largely served neighbourhood residents within walking distance.

Under the single family zoning, which covers most of Gonzales, institutions and community facilities, including schools and churches, are permitted uses. Changes, expansion, and improvements to these uses

do not require City Council approval or public consultation. In response to neighbours' concerns regarding traffic, parking, and possible plans for expansion by Glenlyon-Norfolk School, in 1996 City Council took steps to adopt a bylaw that would remove schools and playing fields as permitted uses in the single family zone throughout the city. Adoption of this bylaw would render public and private schools non-conforming uses. As such, even minor changes and additions to schools would be subject to City Council or Board of Variance approval. The bylaw has not been adopted pending examination of other options to address neighbours' concerns.

Both Margaret Jenkins and Glenlyon-Norfolk schools have recreational facilities for students that could, potentially, be put to greater use by neighbourhood youth as well as older residents outside of school hours.

4.1. ISSUES AND OPPORTUNITIES

- 4.1.1. Concerns regarding traffic and parking demands generated by institutional uses and their negative impacts, including lost green space, on nearby residential properties.
- 4.1.2. Uncertainty regarding future changes and additions to Glenlyon-Norfolk School.
- 4.1.3. There is no requirement for public and neighbourhood input in the City's building permit approval process for schools and other institutions in the neighbourhood.
- 4.1.4. Possible demolition of single family houses for school or other institutional purposes. Such demolitions may result in the loss of gardens, social continuity and city tax revenue.
- 4.1.5. Greater year round use of Margaret Jenkins School by residents, e.g., community school, neighbourhood centre/meeting place, youth centre.

4.2 OBJECTIVES

- 4.2.1. Achieve a better integration of institutions within the neighbourhood by minimizing the loss of green space and reducing traffic, parking, and other impacts on residential properties.
- 4.2.2. Greater certainty with respect to future plans for Glenlyon-Norfolk School and its property.
- 4.2.3. The inclusion of a requirement for public and neighbourhood input into building and rezoning approval process for schools and other institutions in the neighbourhood.
- 4.2.4. Discourage the demolition of single family houses for school or other institutional purposes.
- 4.2.5. Provide facilities and programs to meet the recreational and social needs of youth in the neighbourhood. *(This objective is also included as Objective 6.2.5. in the Parks, Recreation and Open Space section of the plan).*

4.3 RECOMMENDATIONS

- 4.3.1. The City, in consultation with residents, evaluate and consider the following Short Term Traffic Management Suggestions* to reduce traffic congestion at the south end of Maddison Street:
 - 4.3.1.1. Explore options for preventing left turns in and out of the Glenlyon-Norfolk School parking lot.
 - 4.3.1.2. Create a School Zone for student drop off and pick up adjacent to the Glenlyon-Norfolk School property on Richmond Road.
 - 4.3.1.3. Install street parking along Gonzales Avenue adjacent to Pemberton Park.

- 4.3.2. Glenlyon-Norfolk School, in consultation with residents, evaluate and consider the following Short Term Traffic Management Suggestions*:

- 4.3.2.1. Realign the entrance and exit of the Maddison Street parking lot to implement a "right in/ right out" designation.
- 4.3.2.2. Install a small pull out for drop-off/pick up on the west side of Maddison Street adjacent to the school.
- 4.3.2.3. Establish a team of adult volunteer traffic controllers to direct the flow of school traffic at Bank and Maddison Streets.
- 4.3.2.4. Stagger the school start and finish times to disperse traffic congestion associated with student drop-off and pick-up.
- 4.3.2.5. Respect the interests of residents opposed to students parking in front of their homes.
- 4.3.2.6. Send written notices to students and parents encouraging them not to block driveways or park consistently in front of the same house.
- 4.3.2.7. Identify alternative parking spots located within walking distance to the school.
- 4.3.2.8. Explore the possibility of securing parking space at St. Matthias Church.
- 4.3.2.9. Encourage reductions in vehicle use (e.g., car-pooling, other forms of transport, etc).

Note: *These suggestions are in the *Mediators Report: Gonzales Neighbourhood/Glenlyon-Norfolk School Land Use Negotiation Process, February 11, 1999*.

- 4.3.3. Encourage institutions to develop traffic and parking management plans, in consultation with nearby residents, as well as the City. The purpose of these plans is to find ways to reduce traffic and parking impacts while recognizing an institution's operational and practical needs.
- 4.3.4. To minimize uncertainty, encourage Glenlyon-Norfolk School to prepare a long-range plan for the school and its property with consultation and input from residents, the neighbourhood and the City. The plan should be in keeping with the values and principles embodied in the neighbourhood plan.
- Note:** The school prepared a campus plan in 2002 with consultation and input from residents, the neighbourhood and the City. The planning process included a design workshop and two open houses. The major campus plan elements include the provision of a driveway access to the school from Richmond Road and expansion of the school's playing field to Richmond Avenue. Following a non-statutory public hearing held on December 12, 2002, City Council endorsed the *Glenlyon-Norfolk School Campus Plan* dated July 3, 2002. Consequently, the maps in this version of the plan include 3 houses requiring removal for the playing field expansion (775, 771 and 781 Richmond Avenue) as part of the area occupied by the school.
- 4.3.5. As part of creating and implementing new residential zoning in the neighbourhood, exclude schools, playing fields, and other institutions as permitted uses. Sites currently occupied and used for school, playing fields and institutional purposes would be exempt from this new zoning. The effect of this would be to require the rezoning process, involving public input and consultation, for new schools, playing fields, and other institutions. The rezoning process also would be required for the expansion of these uses beyond their existing boundaries.
- 4.3.6. Adopt the *Guiding Principles for Institutional Rezoning*s in Gonzales on page 25 for consideration in any rezoning application
- 4.3.7. Glenlyon-Norfolk School and the Fairfield Community Association, in consultation with residents, should actively pursue the option of a joint use agreement with the City for the use of Pemberton Park as a playing field. (*See a similar recommendation 6.3.8. in the Parks, Recreation and Open Space section of the plan*).
- 4.3.8. In partnership with School District #61 and the Fairfield Community Association, continue to provide, and extend, where practical, recreational facilities at Margaret Jenkins School for the benefit of youth and all residents of the neighbourhood. (*This recommendation is also included as Recommendation 6.3.10. in the Parks, Recreation and Open Space section of the plan*).

4.4. GUIDING PRINCIPLES FOR INSTITUTIONAL REZONINGS IN GONZALES

The following principles should guide decision-making when institutional rezonings are being considered in Gonzales:

1. The efforts made by an applicant to consult with, and obtain input from, the neighbourhood and residential neighbours should be documented.
2. There should be a demonstrated need for the rezoning to meet an institution's needs and planning alternatives should have been explored before an application is made. (e.g., joint use of playgrounds, innovative use of existing buildings and properties).
3. Traffic, parking and green space impacts on residential neighbours should be minimized and, if possible, reduced. A parking and traffic demand management plan should be included in a rezoning application.
4. The loss of houses should be minimized.
5. The landscaping and "green" character of the neighbourhood should be enhanced.
6. The residential scale and character of the neighbourhood should be reflected in site planning and design
7. The rezoning application should include any proposals made for public/ neighbourhood benefits and amenities, e.g. possible public use of playing fields, meeting rooms, infrastructure improvements, etc.

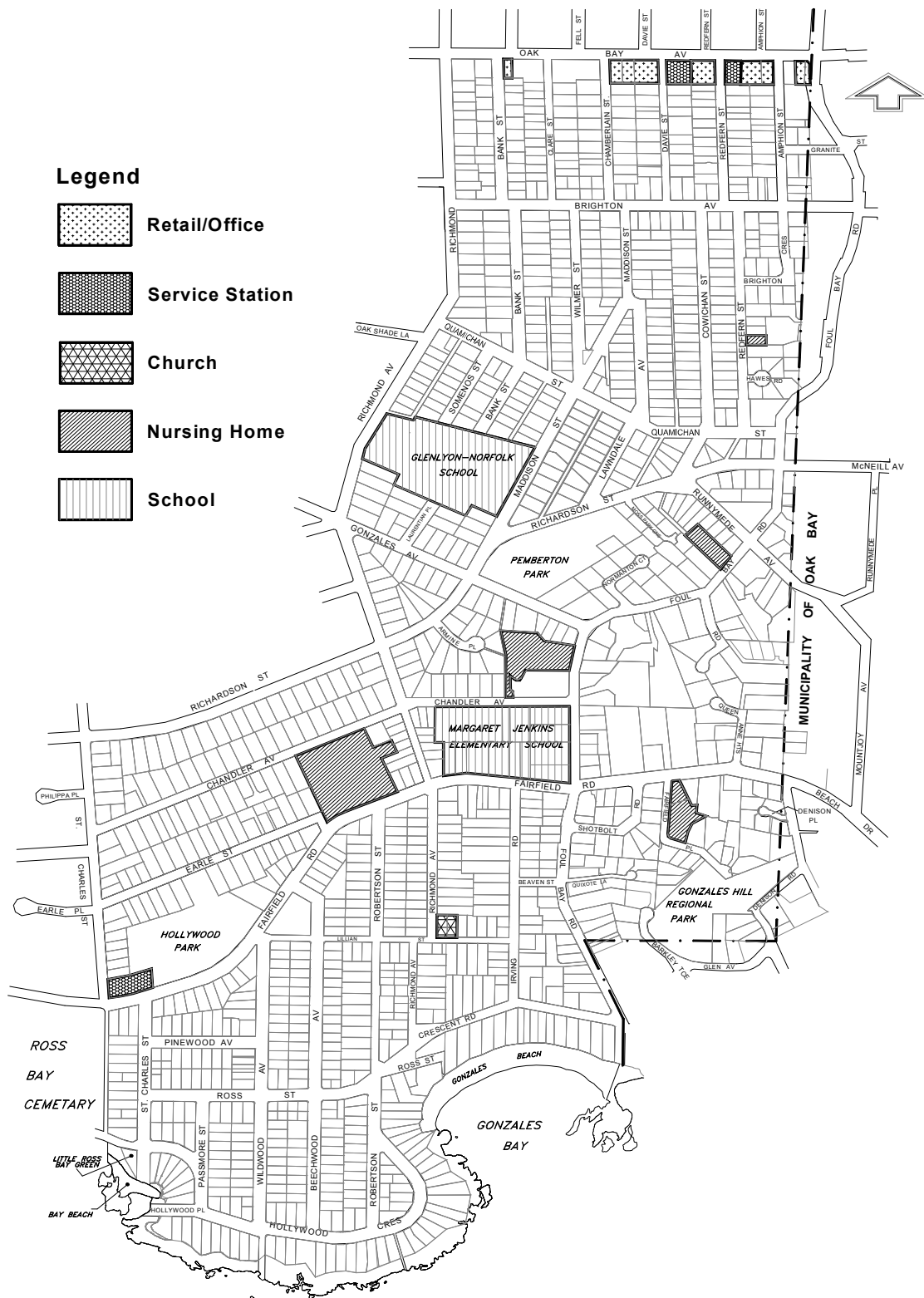
4.5 SUMMARY DESCRIPTIONS OF INSTITUTIONS AND COMMUNITY FACILITIES IN GONZALES

- 4.5.1 Margaret Jenkins School (a public K to 7 elementary school) has an enrollment of 391, with 132 students in its French Immersion Program and a staff of approximately 43. The reconfiguration of grades K to 5 plus French Immersion, is slated for 2007 under the School District's Grade Reconfiguration (Middle School) Initiative. The old school annex building is currently used one evening per week for a "teen drop-in". A portable trailer has been the home of the Margaret Jenkins Out of School Centre for the past 8 years. The Centre provides out of school care for 70 children from ages 5 to 12.
- 4.5.2 Glenlyon-Norfolk School (an independent school) has a current enrollment of 580 students at its Gonzales campus with approximately ½ of these in the senior (high school) grades. The school employs 80 teachers and support staff. In the 1980s and early 1990s additional school buildings and facilities, including new classrooms and a new gymnasium, were built on the campus. Over the past decade the school has acquired nearby houses with a view to expanding and improving its playing fields, which are below the standard size.
- 4.5.3 There are 4 nursing homes in Gonzales, the largest being the Glengarry Residential Care facility. The care home has 170 residents and a staff of approximately 100 on weekdays. The other care/nursing homes include: Wayside House and Sheldmarie Rest Home on Foul Bay Road and Hart House off of Fairfield Place.

- 4.5.4 As well as nursing homes, Gonzales, like other neighbourhoods, has small community care facilities in houses for children and adults requiring care and supervision. These facilities are licensed by the Province.
- 4.5.5 St. Jean Baptiste Catholic Church, with services in French, is the only such church in the region. It serves over 100 families. The day care centre in the church hall is licensed to provide care for up to 25, three to five year old children. The church was originally St. Matthias Anglican Church, which moved to its current location at Richmond and Rockland Avenues in 1957. St. Matthias Church, on the boundary of Rockland with Gonzales, serves 400 parishioners. Its hall is frequently rented to a variety of clubs and community and church service groups in the evening.



MAP 4: EXISTING COMMERCIAL AND INSTITUTIONAL USES



5.0 COMMERCIAL

DEVELOP A VISION AND STRATEGY FOR OAK BAY AVENUE IMPROVEMENTS

RETAIN COMMERCIAL ACTIVITIES ELSEWHERE IN THE NEIGHBOURHOOD



Oak Bay Avenue, from Richmond Avenue in the west to Foul Bay Road in the east, is the boundary between the Gonzales and Jubilee Neighbourhoods. Along both sides of the avenue there are a variety of stores, offices, services, and some apartments. Some of the businesses cater to people living nearby; others draw their customers from the region. The avenue has buildings of varying ages, conditions and styles. Unlike areas of similar size, such as Cook Street Village or Oak Bay Village, it lacks its own "sense of place".

With its commercial character and its function as an arterial road, the avenue is a part of, but distinct in character from, both neighbourhoods. Traffic, parking and other impacts of the commercial uses on Oak Bay Avenue are experienced on the residential streets intersecting the avenue in both neighbourhoods.

Objectives and recommendations for the future of the avenue are included in the *Jubilee Neighbourhood Plan, 1996*. As well, there are design guidelines and recommendations for improvements to the avenue in the *Oak Bay Avenue Guidelines, 1983*. Much of the current zoning permits low rise (3 storeys), mixed use buildings for

which there is considerable potential as little of this type of development has occurred. The current zoning precludes new service stations except through rezoning approved by Council.

The avenue is designated a Development Permit Area in which the design of new development requires Council approval.

The undeveloped multi-family housing potential on Oak Bay Avenue represents an opportunity to increase the population of Gonzales in an area where growth will also assist the desire to increase pedestrian oriented businesses. Such growth would be in keeping with the *Regional Growth Strategy*, which recommends development and redevelopment in the existing urban areas of the region.

5.1. ISSUES AND OPPORTUNITIES

- 5.1.1 Concern that upper floor housing along Oak Bay Avenue is not being built even though the current zoning permits it and the proposed zoning provides a density bonus for its provision. (*This issue is also included as 3.1.6. in the Housing section of the plan*).
- 5.1.2. Concern respecting the noise, traffic and other impacts on nearby residential areas of stores, restaurants and other businesses that are open 24 hours a day.
- 5.1.3. Desire for Oak Bay Avenue to become a safe, attractive, interesting, and pedestrian-friendly shopping area.
- 5.1.4. Concern that small corner stores and other neighbourhood businesses outside of Oak Bay Avenue may not remain.

5.2. OBJECTIVES

- 5.2.1. Development of new mixed use buildings along Oak Bay Avenue that provide upper floor housing. *(This objective is also included as 1.2.6. in the Housing section of the plan).*
- 5.2.2. Minimize the number of stores, restaurants and commercial businesses that are open 24 hours a day.
- 5.2.2. Retain existing commercial activities outside of Oak Bay Avenue.
- 5.2.3. Ensure compatibility, safety, and security through design of buildings and public spaces, and through mixed use.
- 5.2.4. Recognizing the regional nature of many businesses, new development should respond to surrounding properties and the scale of the neighbourhood.
- 5.2.5. Provide adequate parking for commercial uses without undue impact on residential streets and with improvements in traffic calming.
- 5.2.6. Minimize noise, traffic and other impacts of commercial businesses on nearby residents.

5.3. RECOMMENDATIONS

- 5.3.1. Amend the CR-3 zone on Oak Bay Avenue to permit an increase in density from 1.0:1 to 1.6:1 where non-profit residential units are provided in a mixed-use building and at least 70% of the required parking spaces are located under the main building. *(This recommendation is also included as recommendation 3.3.19. in the Housing section of the plan).*
- 5.3.2. Amend the CR-3, Commercial Residential Apartment District zone to provide a density bonus for market residential units provided in a mixed-use building as recommended

in the *Jubilee Neighbourhood Plan*. *(This recommendation is also included as recommendation 3.3.20. in the Housing section of the plan).*

- 5.3.3. Rezone properties currently zoned C1-NM to the amended CR-3, Commercial Residential Apartment District zone as recommended in the *Jubilee Neighbourhood Plan*. *(This recommendation is also included as recommendation 3.3.21. in the Housing section of the plan).*
- 5.3.4. Disallow stores, restaurants and commercial businesses that are open 24 hours a day by amending the CR-3, Commercial Residential Apartment District zone to include a regulation requiring commercial land uses to close in the late evening and early morning hours.
- 5.3.5. Undertake a design workshop to develop a vision for Oak Bay Avenue and a strategy for achieving it. As part of this workshop, research and examine incentives for attracting and retaining pedestrian-oriented businesses. *(A similar recommendation focused on housing is also included as recommendation 3.3.21. in the Housing section of the plan).* Physical characteristics of the streetscape should be explored with the goal of adding bicycle and pedestrian-friendly traffic features to foster a village environment. Existing parking and setback requirements should be re-examined to permit more urban style, with less emphasis on parking. One product of this work will be new design guidelines and an improvement plan to replace the 1983 *Oak Bay Avenue Guidelines*.
- 5.3.6. Encourage business and property owners to form a Business Improvement Association. This association would work with the City, neighbouring residents, and the

Fairfield Community Association to develop the vision for Oak Bay Avenue and a strategy for achieving it within a mutually developed timeline.

- 5.3.7 Encourage improvements which enhance existing buildings, signage, and landscaping and which are compatible with adjacent residential neighbours.
- 5.3.8 Both the Jubilee and the Gonzales neighbourhood associations should be consulted by applicants when rezoning applications or large development permit applications are made on Oak Bay Avenue. Development of Oak Bay Avenue affects the residents and neighbourhoods on both sides of the avenue.

- 5.3.9 Retain the existing commercially zoned properties in the neighbourhood outside of Oak Bay Avenue. Encourage improvements that enhance buildings, signage and landscaping and that are compatible with adjacent residential neighbours. Permit, where appropriate, small-scale commercial expansion that is part of a mixed-use development, and that is compatible with residential neighbours.



6.0 PARKS, RECREATION AND OPEN SPACE

PRESERVE AND ENHANCE THE GREEN AND NATURAL LANDSCAPE

DEVELOP NEIGHBOURHOOD GREENWAYS

IMPROVE RECREATIONAL OPPORTUNITIES FOR CHILDREN



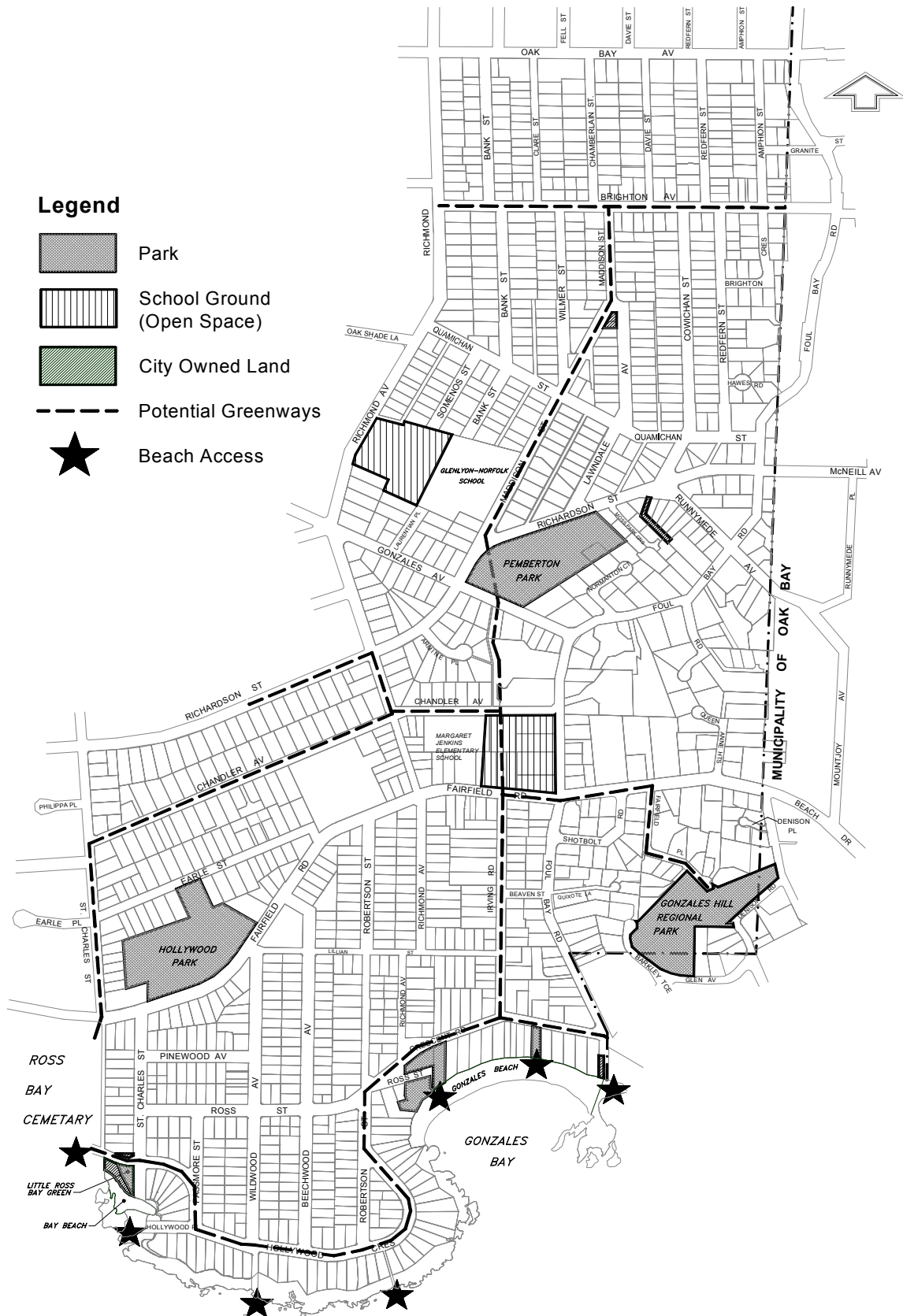
Within Gonzales there is a wide variety of parks and open space. These include: Hollywood and Pemberton Parks; Gonzales Park and beach as well as the waterfront and foreshore to Ross Bay (with two beach accesses); Gonzales Hill Regional Park; Margaret Jenkins and Glenlyon-Norfolk School fields and grounds; and Maddison, Ross Bay and Robert Greens. Many of the local streets are lined with boulevards and trees. There are also large open spaces and natural features on large privately owned

lots, particularly in the Queen Anne Heights and Foul Bay areas of the neighbourhood. Attractive private gardens are a neighbourhood feature, including the Abkhazi Garden. A number of back lanes, as well as a closed pedestrian walkway, are other open space features of the neighbourhood.

The amount of neighbourhood park space is approximately 2.3 hectares per 1000 population, well above the *Official Community Plan* standard of .61 hectares per 1000 population. However, in a 1990 study, the Parks and Recreation Department identified that residents in the area north of Quamichan Street were further than .4 km from a neighbourhood park (.4 km is considered to be a standard for proximity to a neighbourhood park in the city). The creation of a small passive park at Wilmer and Maddison is planned and will mitigate this deficiency.

Recreational facilities in the neighbourhood parks include tennis courts, change rooms, washrooms, baseball diamonds/playing fields, water fountains and children's playground equipment. Recreational facilities at Margaret Jenkins and Glenlyon-Norfolk Schools include playing fields, basketball hoops, and gymnasias for students. The City has joint-use agreements with sports clubs for use of the playing fields in both Hollywood and Pemberton Parks. The playing field at Glenlyon-Norfolk School is not sufficient in size to meet all the school's sports program demands.

MAP 5: PARKS AND OPEN SPACES



6.1 ISSUES AND OPPORTUNITIES

- 6.1.1 Opportunities to preserve and further improve existing parks, boulevards and open space.
- 6.1.2 Concern that the green and natural landscape features, attractive gardens, and heritage character streetscapes may be lost when new development occurs.
- 6.1.3 Concern that the recreational and social needs and desires of youth in the neighbourhood are not being met.
- 6.1.4 Opportunities to incorporate green space and greenways into institutional properties.
- 6.1.5 Opportunities to partner with the Capital Regional District and adjacent communities in the preservation and long-term acquisition of significant natural habitats.

6.2 OBJECTIVES

- 6.2.1 Preserve and enhance the green, natural landscape of the neighbourhood; both public and private.
- 6.2.2 Enhance and improve existing neighbourhood parks, boulevards and heritage character streetscapes.
- 6.2.3 Retain landscape features (e.g. significant trees and plantings, rock outcrops and man-made features such as rock walls) when additions to existing buildings or new buildings are constructed on private property.
- 6.2.4 Provide facilities and programs to meet the recreational and social needs of youth in the neighbourhood.
- 6.2.5 Protect, enhance and encourage private landowner stewardship of the Gonzales Bay and Ross Bay shoreline.

6.3 RECOMMENDATIONS

- 6.3.1 Through a public consultation process, identify potential neighbourhood “greenways” and “green streets” for inclusion in the City’s *Greenways Master Plan* and implementation through the City’s *Capital Budget Plan* and, when viable, through private sector sponsorship. Potential “greenways” and “green streets” might include, but are not limited to, the following: (See *Map 1: Gonzales Neighbourhood Plan Summary Map*):
 - Brighton Avenue - green street linking Gonzales with Oak Bay;
 - Maddison Street - green street linking Pemberton Park, Glenlyon-Norfolk School, Wilmer Green, Maddison Green and Brighton Avenue;
 - Gonzales-Chandler pathway-greenway link between Pemberton Park with Margaret Jenkins School (*currently closed off- See Recommendation 6.3.2. below*);
 - Irving Road - greenway link between Margaret Jenkins School and Gonzales Bay;
 - Gonzales Hill to Ross Bay Cemetery walking route - greenway linking Gonzales Hill, Abkhazi Gardens, Margaret Jenkins School, Government House, Ross Bay Villa and Ross Bay Cemetery (which connects to the Dallas Road Walkway);
 - Crescent Road from Oak Bay boundary and Hollywood Crescent to Dallas Road;
 - Back lanes throughout Gonzales;
 - All public beach and shoreline accesses.

Note: 'Greenways' are natural or man made corridors that connect neighbourhoods, cities, regions and wildlife habitats. Such corridors may be, but are not limited to, dirt trails, beach walks, pathways, bikeways, urban sidewalks or wildlife routes inaccessible to the general public.

'Green streets' are streetscapes that have been enhanced for pedestrians and often include traffic calming measures and increased landscaping. Green streets may be part of an overall greenways network.

Where possible and practical, greenways could be incorporated into open space surrounding institutional properties. Note that parcels of land integral to the success of a city-wide greenways network would typically be identified and earmarked for potential long term acquisition in the greenways master planning process. (See *Recommendation 7.6.6. in the Transportation section of the plan*).

- 6.3.2 Through a public consultation process, identify a long-term plan for the Gonzales/Chandler pathway.
- 6.3.3 Wherever possible, preserve and enhance boulevards, trees, and heritage character streetscapes. (See *Recommendation 7.6.8. in the Transportation Section of the plan*).
- 6.3.4 Continue the program of street tree maintenance and planting. When trees are removed ensure that they are replaced in a timely fashion.
- 6.3.5 Encourage private property owners to increase green space and reduce surface water run off by installing "grasscrete" or "tire strips" as an alternative to pavement.
- 6.3.6 Encourage private property owners to retain landscape features by means of careful site planning, covenants and other land protection agreements. (See *Recommendation 3.3.10. in the Housing Section of the plan*).
- 6.3.7 When additions and new buildings are proposed, consider granting variances, if required, to retain attractive landscape features.
- 6.3.8 Consider joint-use agreements (e.g., with Glenlyon-Norfolk School, with Bays United Soccer league), which would result in improvements to the playing field and other areas of Pemberton Park. These improvements should benefit residents and children and not unduly limit the public use and enjoyment of the park. (See also *Recommendation 4.3.8. in the Institutional section of the plan*).
- 6.3.9 Support and encourage School District #61 in undertaking improvements to Margaret Jenkins playing field and in supporting and implementing Margaret Jenkins School greening projects in accordance with School District #61 *Greening Guidelines* (as published fall, 2001).
- 6.3.10 In partnership with School District #61 and the Fairfield Community Association, continue to provide and extend, as practicable, recreational facilities at Margaret Jenkins School for the benefit of youth and all residents of the neighbourhood. (This recommendation is also included as *Recommendation 4.3.8. in the Institutions and Community Facilities section of the plan*).
- 6.3.11 Encourage the Capital Regional District, in consultation with residents, to prepare a management plan for Gonzales Hill Park to preserve, protect and provide interpretative information on the

- natural landscape and ecology, e.g., Garry Oak meadows. A facility development plan should also be prepared to preserve the observatory and establish its use in a manner compatible with the park.
- 6.3.12 Encourage the owners of the property on Gonzales Hill to preserve Garry Oak meadows and other natural features, e.g., register covenant.
- 6.3.13 Encourage the Municipality of Oak Bay to retain Glen Avenue in its current undeveloped state.
- 6.3.14 Monitor and assess the Clare Street “Streetlife” Pilot Project with respect to its applicability to other residential streets in the neighbourhood and city. *(See Recommendation 7.7.2. in the Transportation section of the plan).*
- 6.3.15 In partnership with the CRD and the Municipality of Oak Bay, and in consultation with youth, review and examine the ideas for improving recreational facilities for youth living in the southeast quadrant of the CRD. Encourage Fairfield Community Centre, Oak Bay Recreation Centre, Margaret Jenkins School, and Glenlyon-Norfolk School to participate in the consultation process.
- 6.3.16 Encourage private landowners to retain and enhance native vegetation along the Gonzales Bay and Ross Bay shoreline, particularly within 15m of the high tide mark. Discourage the introduction of exotics and the use of chemical fertilizers, herbicides or pesticides in this area.
- 6.3.17 In consultation with the CRD and residents, review and examine appropriate locations for dog parks and on and off leash dog walking opportunities.
- 6.3.18 Increase signage and bylaw enforcement regarding dogs in the neighbourhood.
- 6.3.19 In consultation with residents, the City should consider undertaking the following improvements in existing neighbourhood parks:
- 6.3.19.1 Pemberton Park
- Explore the need for additional playground equipment for older children and/or youth and install suitable additional equipment as appropriate.
 - Continue to practice good stewardship and reduce maintenance requirements by planting and encouraging the growth of native vegetation where appropriate.
- 6.3.19.2 Hollywood Park
- Practice good stewardship and reduce maintenance requirements by introducing and encouraging the growth of native vegetation within the park.
- 6.3.19.3 Gonzales Beach and Park
- Continue to practice good stewardship and reduce maintenance requirements by planting and encouraging the growth of native vegetation where appropriate. Improve safe and convenient access to the park for wheelchairs, strollers and others with mobility challenges.
- 6.3.19.4 Wilmer and Maddison Greens
- Preserve and manage Maddison Green (also known as Margaret’s Grove) as a Garry Oak meadow. Continue to practice good stewardship and reduce maintenance requirements by removing exotics and encouraging the growth of native vegetation in

Wilmer Green, also known as “The Meadows”, Maddison Green, and along the portion of Maddison Street (also called Maddison Lane) that connects them.

- Implement improvements to Maddison Lane, like reduced road paving and increased native landscaping to enhance and protect its rural ambience. (See *Transportation Recommendation 7.7.9*).

6.3.19.5 Runnymede Triangle

- Practice good stewardship and reduce maintenance requirements by planting and encouraging the growth of native vegetation.

6.3.19.6 Beach Access

- Provide signage and re-establish public beach access at the end of Hollywood Place.
- Provide signage and stairs for public beach access from the beach access path between 1807 and 1811 Hollywood Crescent.



7.0 TRANSPORTATION

**CONTINUE TRAFFIC CALMING AND
MONITORING ITS EFFECTS**

MINIMIZE THE NEGATIVE IMPACTS OF BUSES

**ADDRESS ON-STREET PARKING PROBLEMS
WHERE THESE OCCUR**







The road network that serves the neighbourhood, the city and the region is in good condition. The major roads include: Oak Bay and Richmond Avenues, Richardson and St. Charles Streets, and Dallas, Crescent and Foul Bay Roads. These roads, with the exception of St. Charles, are also designated bicycle routes. Fairfield Road, Richardson Street and Oak Bay Avenue have bus routes that provide access to downtown and Oak Bay. A bus route also provides access to the University of Victoria along Foul Bay Road. Two tour bus routes, licensed by the Provincial Motor Carrier Commission, traverse the neighbourhood. The approved routes include Crescent Road, Hollywood Crescent, Ross Street, St. Charles Street, Foul Bay Road and Gonzales Avenue. Out of town tour buses also use these and other Gonzales Streets.

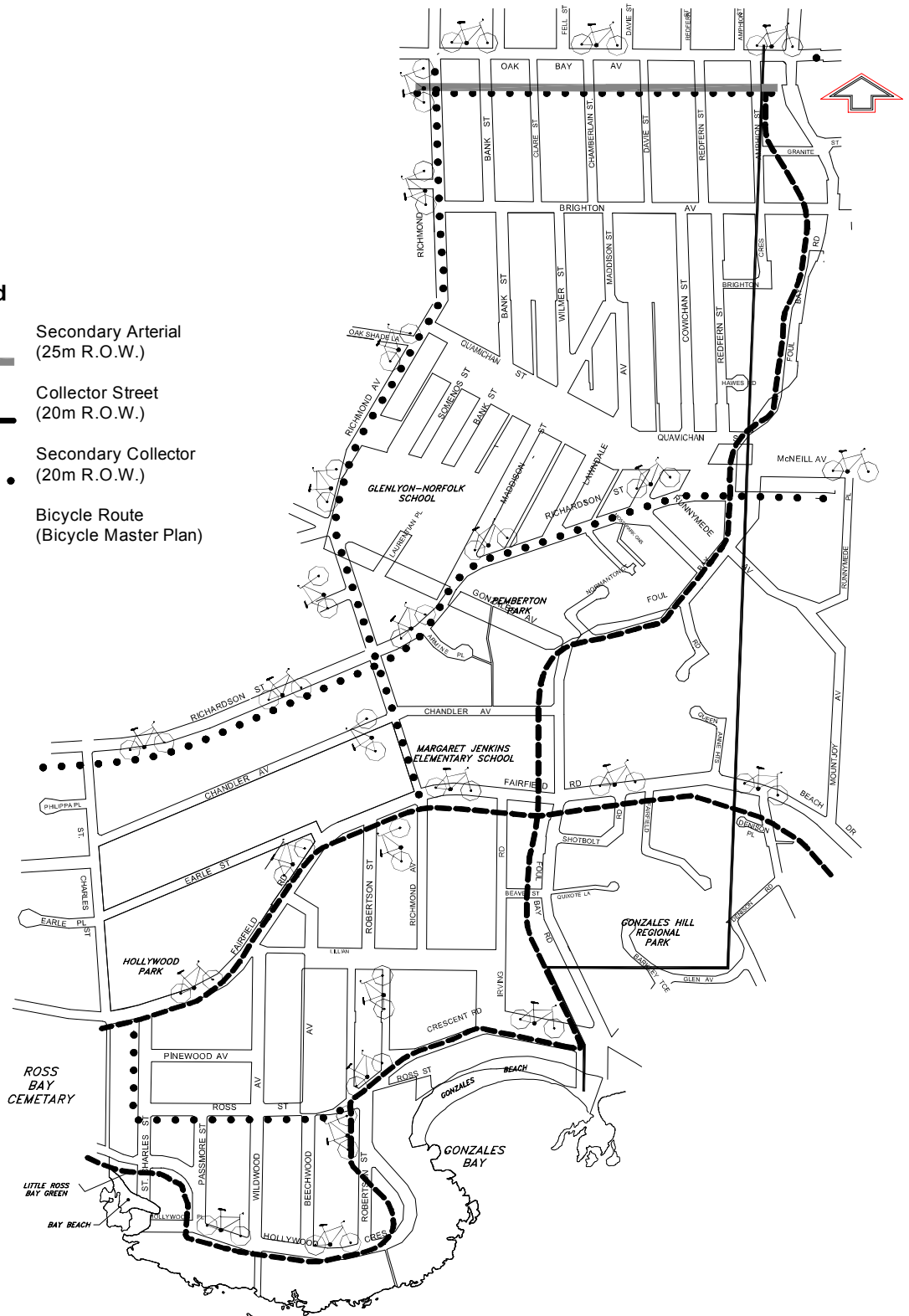
The neighbourhood's local streets are diverse in character - varying in direction, width, streetscape appearance and length. A number of streets have been subject to short-cutting by commuters, others to speeding, others to tour buses, and others to traffic and parking generated by nearby institutional and commercial activities.

The *Fairfield/Rockland/Gonzales Neighbourhood Transportation Management Plan* was prepared in 1999 to minimize the impacts of through traffic on local streets, while improving access and safety for pedestrians and cyclists. The proposals in the plan are estimated to cost \$343,000 and with priorities established for implementation in 4 phases. Phase 1 completed in Gonzales includes the installation of speed humps and signage on Quamichan Street, a four way stop at Fairfield and Foul Bay, and new crosswalks on Fairfield at St. Charles.

MAP 6: ROAD AND STREET NETWORK

Legend

-  Secondary Arterial
(25m R.O.W.)
-  Collector Street
(20m R.O.W.)
-  Secondary Collector
(20m R.O.W.)
-  Bicycle Route
(Bicycle Master Plan)



7.1 ISSUES AND OPPORTUNITIES

- 7.1.1 Improve the neighbourhood pedestrian environment to add life to the streets and enhance a sense of community.
- 7.1.2 Improve the neighbourhood cycling environment to increase safety and convenience for bicyclists.
- 7.1.3 Concerns in some areas of the neighbourhood regarding the amount of on-street parking generated by residents, as well as non-residents, e.g., institutions, businesses. This may result in reduced pedestrian safety (particularly for children), periodic traffic congestion, and a lack of on-street spaces for some residents.
- 7.1.4 The shifting traffic problems (e.g., short-cutting, speeding) from one street (or streets) to others as a result of implementing traffic calming measures.
- 7.1.5 Negative impacts (e.g., noise, pollution, safety) of buses on residential streets.

7.2 OBJECTIVES

- 7.2.1 Rely less on “hard”, engineered solutions to traffic and parking problems (e.g., widened streets, larger paved parking lots) and more on alternative “soft” solutions (e.g., traffic calming, parking and traffic demand management) to maintain and enhance the neighbourhood’s environment.
- 7.2.3 Favour bicycles, pedestrians, and transit users in order to create a more balanced transportation system and minimize the negative impacts of traffic.
- 7.2.4 Moderate traffic on local streets through traffic calming measures which reduce speeds, lessen potential for conflicts with other vehicles and pedestrians, and discourage short-cutting.

- 7.2.4 Minimize the impacts of traffic calming measures on other residential streets.
- 7.2.5 Minimize access restrictions that can cause inconvenience to residents, affect the response of emergency vehicles and shift traffic problems to other streets.
- 7.2.6 Use self-enforcing measures such as speed humps, which do not require constant police enforcement.
- 7.2.7 Reduce the size of transit and tour buses and limit the numbers of tour buses using residential streets.
- 7.1.4 Minimize the safety, congestion, and other negative impacts of on-street parking on local residential streets.
- 7.1.5 Recognize and support the City’s *Bicycle Master Plan* within Gonzales.

7.3 RECOMMENDATIONS

- 7.3.1 Implement Phases 2, 3 and 4 of the *Fairfield/Rockland/Gonzales Neighbourhood Transportation Management Plan* in consultation with neighbours.
- 7.3.2 Monitor the impacts of traffic calming measures and modify these as is necessary to minimize or mitigate impacts on adjacent streets.
- 7.3.3 The City initiate discussions with the tour bus operators, the B.C. Motor Carrier Commission, and Tourism Victoria to lessen the impacts of tour buses on Hollywood Crescent, Crescent Road and Ross Street, e.g., tour bus routes, frequencies, bus size.
- 7.3.4 Continue to cooperate with B.C. Transit to improve service, while lessening impacts of buses on local residential streets.
- 7.3.5 In consultation with residents, explore ways to increase safety, lessen congestion and improve on-street parking space availability in

areas where there is evidence of these problems occurring. Such ways might include residential parking only, reduced on street parking near intersections, etc.
Note: in some areas, on-street parking may serve to calm traffic by reducing it or lessening its speed.

- 7.3.6 Encourage businesses and institutions in the neighbourhood to make their on-site parking available, when it is not required, to meet the needs of others e.g., special land uses, special events, etc.
- 7.3.7 Through a public consultation process, identify potential neighbourhood “greenways” and “green streets” for inclusion in the City’s *Greenways Master Plan* and implementation through the City’s *Capital Budget Plan*. (See recommendation 6.3.1. in the *Parks, Recreation, and Open Space* section of the plan).
- 7.3.8 By way of development approvals, (e.g., rezoning, variance permits and development agreements) continue to negotiate space and rights-of-way to achieve City standards for sidewalks, trees, boulevards, and bicycle lanes on arterials, secondary arterials, and collector roads. Also, where appropriate, continue to negotiate improvements to achieve traffic calming.
- 7.3.9 Retain the neighbourhood’s lanes. Where possible, extend and improve them as elements of the neighbourhood’s greenways and street linkages, while maintaining vehicle access to private properties.
- 7.4.10 In consultation with residents, implement the City’s *Bicycle Master Plan* within the neighbourhood.



7.4 RECOMMENDATIONS FOR SPECIFIC LOCATIONS

In addition to the location specific recommendations for improvements and traffic calming measures in the 1999 *Neighbourhood Traffic Management Plan*, the City should, in consultation with neighbours:

- 7.4.1 Continue to support Glenlyon-Norfolk School in its review, preparation and implementation of a traffic management plan. (See recommendations 4.3.1. and 4.3.2 in the *Institutional* section of the plan).
- 7.4.2 Review and examine the Clare “Street-Life” project with a view to its applicability to other residential streets in the neighbourhood and city.
- 7.4.3 Review concerns about short-cutting on Lillian Street. In addition to improvements recommended in the NTMP for the Lillian/Wildwood/Fairfield intersection, ideas for further improvements include:
 - Convert Lillian into a one way (west bound only);
 - Construct a traffic-directing barrier within the intersection to slow speed and guide vehicle movement;

- Reverse traffic priority to Wildwood (extend northbound lane of Wildwood to Fairfield) so that westbound traffic on Lillian yields to northbound traffic on Wildwood;
 - Dead-ending Lillian Road at Beechwood by installing a barricade and turning Lillian into a one-way (east bound only).
- 7.4.4 Review concerns about speeding and short-cutting on Chandler Avenue.
- 7.4.5 Review concerns about pedestrian safety at the corner of Robertson and Ross Streets.
- 7.4.6 Review concerns about pedestrian and vehicular safety at Richmond Avenue and Fairfield Road intersection. An idea for an improvement at this intersection is the installation of a 4 way stop.
- 7.4.7 Review concerns about short-cutting on Redfern Street.
- 7.4.8 Consider designated loading zones or construct pull-outs on Fairfield Road and Chandler Avenue for safer student pick up and drop off at Margaret Jenkins School.
- 7.4.9 Review concerns regarding traffic and safety at the two intersections of Fairfield Road and St. Charles Street.



8.0. HERITAGE, ENVIRONMENT AND NEIGHBOURHOOD FEATURES

IDENTIFY AND PRESERVE HERITAGE BUILDINGS, LANDSCAPES AND STREETSCAPES
TRADITIONAL OR CONTEMPORARY DESIGN FOR NEW BUILDINGS AND ADDITIONS THAT IS COMPATIBLE WITH NEIGHBOURING BUILDINGS



Gonzales has a natural and built environment characterized by diversity. Its most significant contrasting natural features are the rocky, as well as sandy, ocean beaches on the south and an escarpment rising to the east culminating in Gonzales Hill and its observatory. Many neighbourhood residents enjoy attractive views from the beaches (and beachfront properties) and from the escarpment. Rock outcrops, Garry Oaks and Garry Oak meadows are other natural landscape features found mostly in the eastern, Queen Anne Heights/Foul Bay Road area of the neighbourhood.

The majority of the neighbourhood's houses and buildings were built around the turn of the 20th century with a great variety of styles. A number of large homes on large estates, designed by Samuel Maclure and other notable architects, were built along or near Foul Bay Road. Three of these houses are designated heritage with 7 others on the City's *Heritage Registry*. These houses and others, with stone fences and Garry Oaks, give Foul Bay Road a

unique and attractive character. Another area with a unique housing character is that of Gonzales Bay. Here, a number of small cottages and other buildings remain from the days when they served as summer homes. Recently, older houses in other areas of the neighbourhood have been seen as worthy of heritage recognition, particularly bungalows.

In contrast, much of the central part of the neighbourhood between Fairfield Road and Brighton Avenue was subdivided and developed after World War II. Many of the houses in this area are of modern design. Some are duplexes and some are single family dwellings on relatively large lots.

The neighbourhood's parks, yards, landscapes and streetscapes are various and attractive. Most streets have City-maintained boulevards and trees. There are a number of streets that lack sidewalks and this adds to their rural, natural, feeling and ambience. There is an abundance of mature landscaping and gardens on well-maintained private property throughout the neighbourhood.

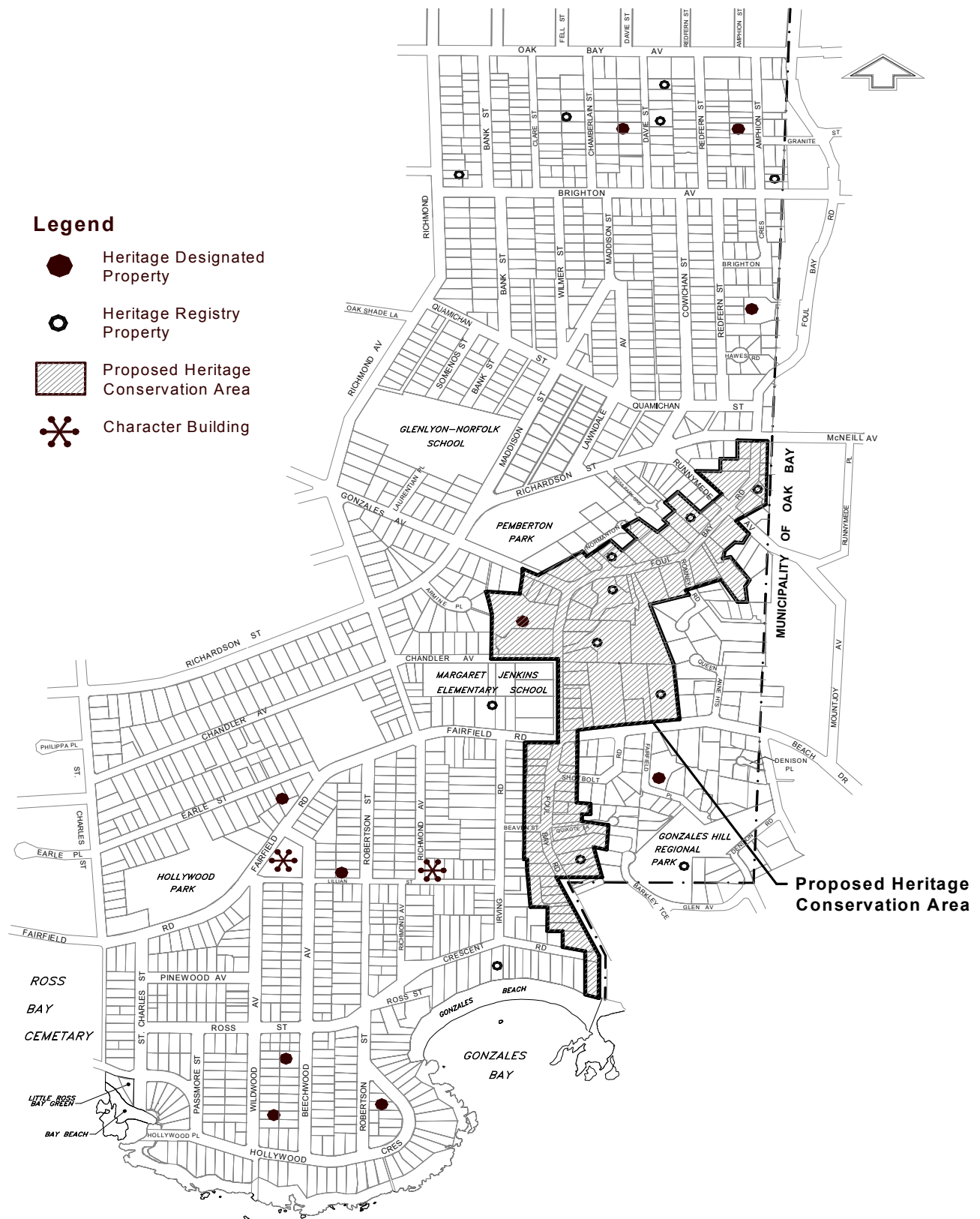
8.1 ISSUES AND OPPORTUNITIES

- 8.1.1 Concern that the heritage buildings, landscapes and streetscapes may not be preserved.
- 8.1.2 Concern that new buildings may not be in keeping with nearby heritage buildings, landscapes and streetscapes.

8.2 OBJECTIVES

- 8.2.1 Retain and enhance the neighbourhood's heritage buildings, landscapes, and streetscapes for future generations.
- 8.2.2 New buildings and additions that are sensitive to nearby heritage buildings, landscapes and streetscapes. Traditional or contemporary approaches to design are acceptable provided building massing and height are in keeping with neighbouring buildings.

MAP 7: HERITAGE AND NEIGHBOURHOOD FEATURES



8.3 RECOMMENDATIONS

- 8.3.1 Prepare an inventory of buildings worthy of heritage designation or inclusion on the *Heritage Registry*. Encourage and provide incentives for the heritage designation of these buildings.
- 8.3.2 Encourage the voluntary designation of buildings listed on the *Heritage Registry*.
- 8.3.3 Consider establishing a Heritage Conservation Area covering properties along Foul Bay Road to preserve the heritage character of the houses and properties. (See *Map1: Gonzales Neighbourhood Plan Summary Map*). (This recommendation is also included as Recommendation 3.3.9. in the *Housing section of the plan*).
- 8.3.4 Encourage owners and builders to consider alternatives to the demolition of buildings not considered “heritage” at this time but which may be considered (with others) when the heritage inventory is updated. (See *Map 1: Gonzales Neighbourhood Plan Summary Map showing Heritage Designated and Registry Buildings, as well as “character buildings”*).
- 8.3.5 Encourage owners and builders to preserve and maintain, to the extent possible, neighbourhood features such as trees, fences, gardens, and rock outcrops. (This is also included as Recommendation 3.3.11 in the *Housing section of the plan*).
- 8.3.6 Encourage the registering of covenants for the protection of trees and other natural features where these are important neighbourhood features. (This is also included as Recommendation 3.3.10 in the *Housing section of the plan*).
- 8.3.7 Encourage design compatibility (contemporary or traditional design approaches are acceptable) when considering rezoning, subdivision, and development permit applications near heritage buildings, landscapes and streetscapes.
- 8.3.8 Promote public awareness of the neighbourhood’s heritage buildings, landscapes and streetscapes through interpretative signs, publications, walking tours, displays and education. The Victoria Heritage Foundation Education Committee is a valuable resource, which may assist in this undertaking.



9.0 PUBLIC WORKS

The City Engineering Department is responsible for maintaining the infrastructure of all areas of the City and budgeting for improvements. Generally, the infrastructure in Gonzales is considered to be satisfactory under the current, largely residential, zoning.

9.1 UNDERGROUND

9.1.1 SANITARY SEWER

Three major sewer trunks pass through Gonzales. One from the north heading south to connect to the East Coast Interceptor, the second from south Oak Bay also connecting to the East Coast Interceptor and East Coast Interceptor entering the neighbourhood from Oak Bay on its way to Clover Point. All three trunks provide strong support to the neighbourhood.

9.1.2 STORM DRAIN

Four collection basins serve Gonzales. At the north end of the neighbourhood drainage is directed to the Bowker Creek system. The three remaining catchment areas drain to the south coast with two points of discharge located in Gonzales Bay and one at the foot of Wildwood Avenue. The capacity of these four systems provides adequate protection under the present zoning. The South Coast Pollution Abatement Program resulted in an on-going city-wide pollution abatement program. One of the benefits for Gonzales is the water quality in Gonzales and Ross Bay has improved to a level that permits summer swimming.

9.1.3 WATER WORKS

Gonzales is located farthest from the City's water source. Water pressure is variable and low pressure areas exist. The area east of Foul Bay Road has the highest elevation in the neighbourhood. Because of this, the water distribution system is supported by a pump that helps to maintain adequate water pressures for the residents in this area. The neighbourhood's water needs are currently well met, with no plans for changes. Redevelopment to higher densities would create a problem in supplying adequate water for fire protection.

9.2 ROAD, CURB AND GUTTER

The following is a list of streets for review within the next 5 years, based on a pavement management study used to determine a rehabilitation strategy. These streets are not listed in order of any priority.

- Redfern Street – Brighton Avenue to Oak Bay Avenue;
- Lawndale Avenue – Quamichan Street to Maddison Street;
- Amphion Street – Granite Avenue to Oak Bay Avenue;
- Davie Street – Brighton Avenue to Oak Bay Avenue;
- Gonzales Avenue – Richardson Street to Foul Bay Road;
- Cowichan Street – Quamichan Street to Brighton Avenue;
- Fairfield Road – Foul Bay Road to the Oak Bay boundary;
- Ross Street – Robertson Street to St. Charles Street;
- Hollywood Crescent – St.. Charles Street to Foul Bay Road.

10.0 EMERGENCY PREPAREDNESS

Victoria is in an earthquake danger zone. Much of Gonzales is in an area identified as moderate with respect to ground motion and liquefaction hazards. Most of the schools in the City and the region have not been seismically upgraded. The City has, however, established the Victoria Emergency Program to help ensure readiness in the event of an earthquake or other disaster. This program, coordinated through the Office of the Emergency Coordinator, provides resources and regular training to residents and staff in emergency preparedness. Its components include the following.

10.1 EMERGENCY OPERATIONS CENTRE

The centre is located in the Victoria Police Headquarters, which was constructed to 150% of earthquake standard. The EOC serves as the communications centre in which disasters and emergencies are managed by decision-makers.

10.2 EMERGENCY SOCIAL SERVICES

The "ESS" is composed of City staff, community association members, and residents/volunteers to provide emergency shelter, food, clothing and other services for those affected by a fire, earthquake or other emergency. The ESS team meets regularly and undertakes exercises, some of which have been held at Sir James Douglas School. The ESS is responsible for setting up reception centres in disasters (e.g., earthquakes, apartment fires). Near these centres or possible centres, the City has 9 supply containers holding basic emergency supplies. One is located at Sir James Douglas School.

10.3 NEIGHBOURHOOD EMERGENCY PROGRAM

This program is made up of volunteers who provide leadership, training and direction in the development of emergency strategies for small neighbourhood areas, e.g., a neighbourhood block, an apartment building. The focus is on individual and family preparedness to sustain residents for at least 72 hours after a disaster.

Experience from previous disasters around the world, as well as the "Blizzard of '96" in Victoria, clearly shows that neighbour helping neighbour is the vital first step to recovery.

10.4 VICTORIA SEARCH AND RESCUE

VICSAR (Victoria Search and Rescue) provides ground search and rescue, as well as urban search and rescue, in the event of a major disaster. Technical advice, communications, medical assistance, and support to City staff and residents are also provided.

10.5 AUXILIARY COMMUNICATIONS SERVICE

This service is made up entirely of volunteers, who train regularly in many aspects of radio communications. Radio communications are an important aspect of emergency response providing back up communications between emergency decision-making staff and reception centres, the incident site and others involved in managing a disaster.

11.0 PUTTING THE PLAN TO WORK

The plan provides a neighbourhood framework and guide for decision-making by City Council, City staff, residents, builders and other public bodies and agencies. The plan will help to set priorities and direct funds to projects and programs that will achieve the plan's objectives over time.

The City has the authority to act on most of the plan's recommendations. There are various tools that it may use to maintain the character of Gonzales, while managing and anticipating future changes. These include: zoning regulations, development permits, traffic management plans, capital and operating budgets, business improvement area assistance, bikeways and greenways. The City's budget and resource limitations, previous commitments and existing priorities will mean a 5 or 10 year timeline for some recommendations of the plan.



Continued neighbourhood involvement will be necessary to set priorities, monitor progress and translate the recommendations into actions and projects where consultation and more detailed planning are necessary. The establishment of a neighbourhood committee to monitor implementation of the plan is one way this involvement may be continued.

The following table lists recommendations in this plan in summary form, along with the tools/actions required, and the City department, body or other group responsible for the tool/action. Where possible, a timeline and estimated costs (to the City) are also shown. Where the words "to be determined" are used, the resources and budget to act on the recommendation are not currently available.



PUTTING THE PLAN TO WORK

HOUSING					
	RECOMMENDATION	TOOLS/ACTIONS	RESPONSIBILITY	TIMELINE	ESTIMATED CITY COST
3.3.1.	Continue zoning and land use policies which retain detached dwelling character	Zoning and neighbourhood plan	City Planning	Ongoing	N/A
3.3.2.	Amend the R1-B and R1-G zones in the neighbourhood to improve the fit of new houses	City-initiated rezoning process	City Planning	2002/3	\$20,000
3.3.3.	Create R1-S1 and R1-S2 zones specific to Gonzales	City-initiated rezoning process	City Planning	2002/3	\$10,000
3.3.4.	Consider small lot subdivision and rezoning applications <u>except</u> within Queen Anne Heights/Foul Bay/Gonzales Hill areas	Subdivision and rezoning processes	City Council	As applications are made	N/A
3.3.5.	Use <u>Design Guidelines for Small Lot House Rezoning</u> in evaluating design of new small lot houses	Design Guidelines	City Planning	As applications are made	N/A
3.3.6.	Consider duplex rezonings based on established rezoning criteria and the <u>Neighbourliness Guidelines for Duplexes</u>	Applicant-initiated rezoning process	City Council	As applications are made	N/A
3.3.7.	Adopt a policy of excluding panhandle lot subdivisions or small lot rezonings in the Queen Anne Heights/Foul Bay/ Gonzales Hill area.	Council endorsed policy	City Council	2002	N/A
3.3.8.	Adopt a policy of permitting strata conversions as an alternative to subdivision in the Queen Anne Heights/Foul Bay/ Gonzales Hill area.	Council endorsed policy	City Council	2002	N/A
3.3.12.	Encourage owners and builders to consider existing character as well as that of neighbouring properties in the design of new houses and additions	Persuasion/education	City Planning/Residents /Builders	Ongoing	N/A
3.3.13.	Adopt the <u>Gonzales Bay Design Guidelines</u> to guide owners, builders, and residents in the design of any new buildings along the bay.	Design Guidelines	City Council	Ongoing	N/A

HOUSING					
	RECOMMENDATION	TOOLS/ACTIONS	RESPONSIBILITY	TIMELINE	ESTIMATED CITY COST
3.3.14.	Use the City's Panhandle Lot Guidelines in evaluating panhandle lot subdivision applications.	Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.		As applications are made	N/A
3.3.15.	Examine the Premises Maintenance Bylaw with a view to preventing purposeful neglect of buildings	Bylaw review/enforcement	Planning and Development	2003/4	\$10,000
3.3.16.	Continue to permit conversion of houses built before 1970, subject to existing zoning regulations and ensure rear yard landscaping as required is provided.	Zoning Bylaw and Bylaw Enforcement	Planning and Development	Ongoing	N/A
3.3.17.	Permit "Secondary Suites" in houses of any age without requiring on-site parking.	Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.		2002/3	N/A
3.3.18.	Consider non-profit housing compatible with the detached dwelling character of the neighbourhood subject to rezoning.	Applicant-initiated rezoning process	City Council	As applications are made	N/A
3.3.19. (5.3.1.)	Amend the CR-3 zone on Oak Bay Avenue to increase density where non-profit residential units are provided in a mixed-use building.	City-initiated zoning amendment	City Planning	2002/3	To be determined
3.3.20. (5.3.2.)	Amend the CR-3 zone to provide a density bonus for market residential units in a mixed-use building.	City-initiated zoning amendment	City Planning	2002/3	To be determined
3.3.21. (5.3.3.)	Rezone properties currently zoned C1-NM to CR-3.	City-initiated rezoning process	City Planning	2002/3	To be determined
3.3.22.	Undertake a design workshop to develop a vision for Oak Bay Avenue and a strategy for achieving it.	Workshop	City Planning	2002/3	\$25,000

MAKING THE PLAN WORK

INSTITUTIONS AND COMMUNITY FACILITIES					
	RECOMMENDATIONS	TOOLS/ACTIONS	RESPONSIBILITY	TIMELINE	ESTIMATED CITY COST
4.3.1.	In consultation with residents, the City evaluate and consider Short Term Traffic Management Suggestions in the Gonzales/Glenlyon Mediator's Report.	Examine options/budget	Engineering	To be determined	To be determined
4.3.2.	In consultation with residents, Glenlyon-Norfolk School evaluate and consider Short Term Traffic Management Suggestions in the Gonzales/Glenlyon Mediator's Report.	Examine options/budget	Glenlyon-Norfolk School	Underway	N/A
4.3.3.	Encourage institutions to develop traffic and parking management plans in consultation with residents and the City.	Traffic and Parking Demand Plans	Institutions	As required	N/A
4.3.4.	Encourage Glenlyon-Norfolk School to prepare a long-range plan for the school and its property in consultation with residents.	Long range plan	Glenlyon-Norfolk School	Completed Campus Plan endorsed by Council Dec. 12/02	N/A
4.3.5.	As part of creating and implementing new residential zoning in the neighbourhood, exclude schools, playing fields, and other institutions as permitted uses. Exempt sites currently occupied and used for these purposes from the new zoning.	City-initiated rezoning process	City Planning	2002/3	Included in recommendation 3.3.2.
4.3.6.	Adopt the <u>Guiding Principles for Institutional Rezonings</u> for consideration in any rezoning application.	Guiding Principles	City Council	2002/3	N/A
4.3.7. (6.3.8.)	Glenlyon-Norfolk School and the Fairfield Community Association, in consultation with residents, should actively pursue the option of a joint use agreement with the City for the use of Pemberton Park.	Joint Use Agreement	Glenlyon-Norfolk School, Fairfield Community Association, Parks Division, and City Council	2002/3	N/A
4.3.8. (6.3.10)	In partnership with School District #61 and the Fairfield Community Association, continue to provide, and extend as practicable, recreational facilities at Margaret Jenkins School	Agreement/budget	City, School District #61, and Fairfield Community Association	Ongoing	To be determined

MAKING THE PLAN WORK

COMMERCIAL					
	RECOMMENDATION	TOOLS/ACTIONS	RESPONSIBILITY	TIMELINE	ESTIMATED CITY COST
5.3.1. (3.3.19)	Amend the CR-3 zone on Oak Bay Avenue to increase density where non-profit residential units are provided in a mixed-use building.	City-initiated zoning amendment	City Planning	2003/4	To be determined
5.3.2. (3.3.20.)	Amend the CR-3 zone to provide a density bonus for market residential units in a mixed-use building.	City-initiated zoning amendment	City Planning	2003/4	To be determined
5.3.3. (3.3.21.)	Rezone properties currently zoned C1-NM to CR-3.	City-initiated rezoning process	City Planning	2003/4	To be determined
5.3.4.	Disallow stores, restaurants, and commercial businesses that are open 24 hours a day	City-initiated zoning amendment	City Planning	2003/4	To be determined
5.3.5. (3.3.22.)	Undertake a design workshop to develop a vision for Oak Bay Avenue and a strategy for achieving it.	Workshop	City Planning	2002/3	\$25,000
5.3.6.	Encourage business and property owners to form a Business Improvement Association for Oak Bay Avenue.	Business Improvement Association	City Planning and Community Development	Ongoing	To be determined
5.3.7.	Encourage improvements that enhance existing buildings, signage, and landscaping compatible with adjacent residential neighbours.	Persuasion	City Planning/ Business and Property Owners	Ongoing	N/A
5.3.8.	When rezoning or large development permit applications are made on Oak Bay Avenue, applicants should consult both Jubilee and Gonzales neighbourhood associations.	Consultation	Applicants	As applications are made	N/A
5.3.9.	Retain the existing commercially zoned properties in the neighbourhood outside of Oak Bay Avenue. Encourage improvements compatible with adjacent residential neighbours.	Persuasion/ Rezoning process	Property Owners/ Businesses/ Applicants	As applications are made	N/A

MAKING THE PLAN WORK

PARKS, RECREATION, AND OPEN SPACE					
	RECOMMENDATION	ACTIONS/TOOLS	RESPONSIBILITY	TIMELINE	ESTIMATED CITY COST
6.3.1.	Through a public consultation process, identify potential neighbourhood “greenways” and “green streets”.	Greenways planning process	City Planning	2002/3	\$25,000
6.3.2.	Through a public consultation process, identify a long term plan for the Gonzales/Chandler pathway	Gonzales/ Chandler Pathway planning process	City Planning	To be determined	To be determined
6.3.3.	Wherever possible, preserve and enhance boulevards, trees, and heritage character streetscapes.	Maintenance/ Persuasion	Parks Division/ Residents	Ongoing	N/A
6.3.4.	Continue the program of street tree maintenance and planting.	Maintenance	Parks Division	Ongoing	N/A
6.3.5.	Encourage private property owners to increase green space and reduce surface water run off.	Education/ Persuasion	Residents/ Property Owners	Ongoing	N/A
6.3.6. (3.3.10)	Encourage private property owners to retain landscape features.	Covenants	City Planning/ Residents	Ongoing	N/A
6.3.7.	When additions and new buildings are proposed consider granting variances where these are required to retain attractive landscape features.	Variances	City Planning/ City Council/ Board of Variance	As applications are made	N/A
6.3.8. (4.3.7.)	Consider joint use agreements which would result in improvements to the playing field and other areas of Pemberton Park.	Joint Use Agreement	Glenlyon-Norfolk School, Fairfield Community Association, Parks Division, and City Council	2002/3	To be determined
6.3.9.	Support and encourage School District #61 in undertaking improvements to Margaret Jenkins playing field.	N/A	City Council/ Residents/ School District #61/Fairfield Community Assoc.	Ongoing	N/A

MAKING THE PLAN WORK

PARKS, RECREATION, AND OPEN SPACE					
	RECOMMENDATION	ACTIONS/TOOLS	RESPONSIBILITY	TIME FRAME	ESTIMATED CITY COST
6.3.10. (4.3.8.)	In partnership with School District #61 and the Fairfield Community Association, continue to provide, and extend as practicable, recreational facilities at Margaret Jenkins School	Agreement/ budget	City, School District #61, and Fairfield Community Association	Ongoing	To be determined
6.3.11.	Encourage the C.R.D., in consultation with residents, to prepare a management plan for Gonzales Hill Park.	N/A	City Council/ Residents/ Fairfield Community Assoc./C.R.D.	Ongoing	NA
6.3.12.	Encourage the owners of property on Gonzales Hill to preserve garry oak meadows and other natural features.	Persuasion/ Education	Property owners/ Residents	Ongoing	N/A
6.3.13.	Encourage Oak Bay to retain Glen Avenue in its undeveloped state.	N/A	City Council/ Residents/ Fairfield Community Assoc./Oak Bay	Ongoing	N/A
6.3.14. (7.4.2.)	Monitor and assess the Clare Street "Streetlife" pilot project with respect to its applicability to other residential streets.	Monitoring/ Reviewing	City Planning Div. and Transportation Div.	Upon completion	To be determined
6.3.15.	In partnership with the CRD and Oak Bay, in consultation with youth, review and examine ideas for improving recreational facilities for youth in the S.E quadrant of the CRD.	Consultation/ Review/ Study	City Council/ Community Development Div./CRD/ Oak Bay	To be determined	To be determined
6.3.16.	Encourage private landowners to retain and enhance native vegetation along the Gonzales Bay and Ross Bay shorelines.	Education/ Persuasion	Property owners/ Residents	Ongoing	N/A
6.3.17.	In consultation with CRD and residents, review and examine appropriate locations for dog parks and on and off leash dog walking opportunities.	Consultation/ Review/Study	Parks Division	To be determined	To be determined
6.3.18.	Increase signage and bylaw enforcement regarding dogs.	Signs/Bylaw Enforcement	Bylaw Enforcement	To be determined	To be determined
6.3.19.	Consider undertaking improvements in neighbourhood parks/beaches as outlined in this plan.	Maintenance/budget/priority setting	Parks Division	To be determined	To be determined

MAKING THE PLAN WORK

TRANSPORTATION					
	RECOMMENDATIONS	TOOLS/ACTIONS	RESPONSIBILITY	TIMELINE	ESTIMATED CITY COST
7.3.1.	Implement Phases 2, 3, and 4 of the Fairfield/Rockland/Gonzales NTMP in consultation with neighbours.	Priority Setting/ Budget Process	Transportation Division	To be determined	\$116,000
7.3.2.	Monitor the impacts of traffic calming measures and modify these to minimize impacts on adjacent streets.	Monitoring	Transportation Division	Ongoing	N/A
7.3.3.	City initiate discussions with tour bus operators and the B.C. Motor Vehicle Commission to lessen impacts of tour buses.	Discussion/ Liaison	Transportation Division/City Council/ B.C. Motor Vehicle Commission	To be determined	N/A
7.3.4.	Continue to cooperate with B.C. Transit to improve service while lessening impacts of buses on residential streets.	Co-operation/ Liaison	Transportation Division/ City Council	To be determined	N/A
7.3.5.	In consultation with residents, explore ways to increase safety, lessen congestion, and improve on-street parking space availability in areas where there is evidence of these problems occurring.	Consultation/ Review/ Study	Transportation Division	As problems are identified	To be determined
7.3.6.	Encourage businesses and institutions to make their on-site parking available, when it is not required, to meet the needs of others.	Shared Parking	Businesses/ Institutions	Ongoing	N/A
7.3.7. (6.3.1.)	Through a public consultation process, identify potential neighbourhood "greenways" and "green streets".	Greenways Planning Process	City Planning	2002/3	\$25,000
7.3.8.	By way of development approvals, continue to negotiate space and rights of way to achieve City standards for sidewalks, trees, boulevards, and bicycle lanes and where appropriate, continue to negotiate improvements to achieve traffic calming.	Development approvals/ Negotiations	Transportation Division	As applications are made	N/A

MAKING THE PLAN WORK

TRANSPORTATION					
	RECOMMENDATIONS	TOOLS/ACTIONS	RESPONSIBILITY	TIMELINE	ESTIMATED CITY COST
7.3.9.	Retain the neighbourhood's lanes. Where possible extend and improve them as elements of the neighbourhood's greenways and street linkages.	Greenways Planning Process	City Planning Division/ Transportation Division	Ongoing	To be determined
7.3.10.	In consultation with residents, implement the City's Bicycle Master Plan within the neighbourhood.	Bicycle Master Plan/ Consultation/ Priority Setting/ Budget Process	Transportation Division/City Council	Ongoing	To be determined
TRANSPORTATION RECOMMENDATIONS FOR SPECIFIC LOCATIONS					
7.4.1.	Continue to support Glenlyon-Norfolk School's review, preparation, and implementation of a traffic management plan.	N/A	Transportation Division/City Council	2002	N/A
7.4.2. (6.3.14)	Review and examine the Clare "Street-life" project with a view to its applicability to other residential streets.	Monitoring/ Reviewing	City Planning Division/ Transportation Division	Upon Completion	To be determined
7.4.3.	Review concerns about short-cutting on Lillian Street.	Review	Transportation Division	To be determined	To be determined
7.4.4.	Review concerns about speeding and short-cutting on Chandler Ave.	Review	Transportation Division	To be determined	To be determined
7.4.5.	Review concerns about pedestrian safety at the corner of Robertson and Ross Streets.	Review	Transportation Division	To be determined	To be determined
7.4.6.	Review concerns about pedestrian and vehicular safety at the intersection Richmond Ave. and Fairfield Rd.	Review	Transportation Division	To be determined	To be determined
7.4.7.	Review concerns about short-cutting on Redfern Street.	Review	Transportation Division	To be determined	To be determined
7.4.8.	Consider a designated loading zone or construct pullouts on Fairfield Rd. and Chandler Ave. for safer student pick up and drop off at Margaret Jenkins School.	Review/Priority Setting/ Budget Process	Transportation Division/ Engineering/ School District #61	To be determined	To be determined
7.4.9.	Review concerns regarding traffic and safety at the two intersections of Fairfield Rd. and St. Charles St.	Review	Transportation Division	To be determined	To be determined

MAKING THE PLAN WORK

HERITAGE, ENVIRONMENT AND NEIGHBOURHOOD FEATURES					
	RECOMMENDATION	TOOLS/ACTIONS	RESPONSIBILITY	TIMELINE	ESTIMATED CITY COST
8.3.1.	Prepare an inventory of buildings worthy of heritage designation. Encourage and provided incentives for heritage designation of these buildings.	Inventory/ Incentives	City Planning	To be determined	To be determined
8.3.2.	Encourage voluntary designation of buildings listed on the Heritage Registry.	Heritage Program	City Planning	Ongoing	N/A
8.3.3. (3.3.9.)	Consider establishing a Heritage Conservation area covering properties along or near Foul Bay Road.	Official Community Plan/ Development Permit Area Designation Process	City Planning	To be determined	To be determined
8.3.4.	Encourage owners and builders to consider alternatives to the demolition of buildings which may be considered "heritage" when an inventory is prepared.	Heritage Program	City Planning	Ongoing	N/A
8.3.5. (3.3.11)	Encourage property owners to preserve and maintain neighbourhood features such as trees, fences, gardens, and rock outcrops.	Persuasion/ Education	City Planning/ Property Owners/ Residents	Ongoing	N/A
8.3.6. (3.3.10) (6.3.6)	Encourage property owners to register covenants protecting trees and other natural features of importance.	Covenants	City Planning/ Property Owners/ Residents	Ongoing	N/A
8.3.7.	Encourage design compatibility when considering rezoning, subdivision, and development permits near to heritage buildings, landscapes, and streetscapes.	Persuasion/ Education	City Planning Division	Ongoing	N/A
8.3.8.	Promote public awareness of the neighbourhood's heritage buildings, landscapes, and streetscapes.	Heritage Program	City Planning Div./Victoria Heritage Foundation/ Hallmark Society	Ongoing	N/A

APPENDICES



12.0 APPENDICES

12.1 SUMMARY OF GONZALES NEIGHBOURHOOD CHARACTERISTICS

Gonzales covers approximately 142 hectares of land in the southeast corner of Victoria. The population level has been relatively stable and was approximately 3,300 in 1996.

The neighbourhood covers approximately 7% of the City but has 4% of the City's population. This reflects the detached or single family dwelling character of the neighbourhood. Nearly 75% of the housing is single family. The predominance of single family homes is the greatest of any of the City's neighbourhoods. Similarly, fully 71% of the housing is owned. This contrasts to the predominately rental nature of the City in which only 37% of the housing is owned. The housing is in good condition but most is old (75% was built before 1960).

The average home price and average income of Gonzales residents is also significantly higher than that for the City as a whole. The neighbourhood has a higher proportion of families and children than the City as whole, as well as a growing middle-aged/pre-retired population.

12.2 SUMMARY OF GONZALES NEIGHBOURHOOD CHANGE

In the past quarter century, a significant amount of change has occurred along Oak Bay Avenue. New development has included a couple of commercial/residential buildings on the south side, as well as an office only building on the north side. Within the last decade, 3 of the 4 service stations on the Avenue have closed. Only one of these service stations is proposed to reopen as a gas bar. There remains significant development potential yet to be realized along Oak Bay Avenue.

Change elsewhere in the neighbourhood, largely, has been through the construction of new houses (approximately 30 infill and 14 replacement houses) as well as the renovation and conversion of existing

houses. A significant concentration of new houses has been built around and on the slopes of Gonzales Hill.

The Glenlyon-Norfolk School is another area of change in the neighbourhood. The school has added a number of new buildings and acquired adjacent residential properties for possible future school use.

Another major change in the neighbourhood is the creation of Gonzales Hill Regional Park surrounding the Gonzales Observatory.

12.3 SUMMARY OF GONZALES DEMOGRAPHIC AND HOUSING CHARACTERISTICS

- Growing middle-aged/pre-retired population and higher proportion than the City or Fairfield.
- Greater proportion of seniors than the City but a smaller proportion than Fairfield.
- Higher proportion of families than the City or Fairfield.
- Fewer lone parent families than the City or Fairfield.
- Larger proportion of children and youth than the City and Fairfield.
- Higher incomes than the City and Fairfield. Very small incidence of low income.
- Predominance of single family dwellings in contrast to the City as a whole.
- Higher housing costs than the City and Fairfield.
- Predominance of housing that is in good condition.
- Predominance of housing that is old.
- Predominance of housing that is owned in contrast to the City as a whole.
- Less diverse (ethnic background) population than the City as a whole.

12.4 GONZALES NEIGHBOURHOOD CHARACTERISTICS

12.4.1 AREA

The Gonzales Neighbourhood covers approximately **142 hectares** (350 acres) of land in the southeast corner of Victoria. Gonzales Bay and the waterfront bound it on the south, St. Charles, Richardson and Richmond Streets on the west, Oak Bay Avenue on the north and the municipality of Oak Bay on the east. The neighbourhood covers approximately **7%** of the City.

12.4.2 POPULATION

The neighbourhood population level has been relatively stable over the past decade. It declined markedly (14%) between 1971 and 1986 from a population of 3,681 to 3,160. There has been a slight population increase over the past 15 years to **3,255** in 1996.

The neighbourhood population is approximately **4%** of the City's.

In 1996, **56%** of residents were female. This compares with **54%** for the City and **58%** for Fairfield.

In 1996, the mother tongue of **90%** of the Gonzales population was English. This compares with **86.5%** for the City and **90%** for Fairfield.

12.4.3 AGE PROFILE

The proportion of middle-aged/pre-retired population in Gonzales increased from **19%** in 1991 to **23%** in 1996. The comparable figures for the City were **16%** to **19%** and for Fairfield **15%** to **19%**. The change reflects the aging baby boomers, with a greater proportion of this age group in Gonzales than in Fairfield or the City as a whole.

The proportion of seniors in the neighbourhood declined slightly from **26%** in 1991 to **24%** in 1996. This is greater than the proportion of seniors for the City as a whole (21%) but less than that for Fairfield (27%).

Note: The drop in the proportion of seniors in the neighbourhood may be the result of seniors moving out and a younger population moving in. The decline for the region and the City since 1991 may be reflective of growth due in-migration of youth, middle-aged and pre-retired people.

In 1996, **25%** of all residents were 24 years old or younger. The comparable figure for the City was **24.5%** and for Fairfield was **19.5%**. The proportion of youth increased slightly from 1986 in both Gonzales and Fairfield while declining slightly in the City as a whole.

In 1996, **14%** of residents were children (up to age 14). This compares with **11%** for the City and **9%** for Fairfield.

In 1996, **14%** of residents were over 75. This compares with **13%** for the City and **17.5%** for Fairfield.

12.4.4 FAMILY COMPOSITION

Gonzales has a higher percentage of families with children than the City as a whole (**52%** as compared to **47%**). The percentage of families with children in Fairfield is **39%**.

Of the City's neighbourhoods, Gonzales and Rockland have the lowest percentage of lone parent families. In Gonzales, **26%** of families with children are lone parent families. This compares with **40%** in Fairfield and nearly **43%** for the City as a whole.

The average household size for Gonzales is **2.3** persons per dwelling unit, which is higher than that for the City as a whole (**1.8**) and for Fairfield (**1.7**). This is reflective of the single family character of the neighbourhood and the relatively greater number of families with children.

12.4.5 INCOME

The average family income in Gonzales is significantly higher than that for the City as a whole. In 1996, the figure for Gonzales is **\$68,603** while that for the City is **\$50,234**. The average family income figure for Fairfield is **\$54, 010**.

The incidence of low income in Gonzales is low. In 1996 it was **3%** as opposed to **16%** for the City as a whole and **10%** for Fairfield.

12.4.6 HOUSING

According to the 1996 Census, the housing in Gonzales is comprised of **965** single-family dwellings (**74%**), **230** duplexes (**18%**), **10** town houses (**1%**) and **90** apartment suites (**7%**). The predominance of single family homes is the greatest of any of the City's neighbourhoods.

In contrast, single family dwellings account for **22%** and apartments **64%** of the total housing in the City. In Fairfield, single family homes account for **19%** and apartments **72%** of the total housing.

In Gonzales, **71%** of the housing is owned, with **29%** rented. Comparable figures for the City as a whole are **37%** owned, with **63%** rented. For Fairfield, **42%** of the housing is owned, with **58%** rented.

The age of housing in Gonzales is generally old with nearly 45% built before 1946 and nearly 75% built before 1960. The breakdown is as follows:

	Number	% of Total
Built before 1946	575	44
Built 1946-1960	510	39
Built 1961-1970	105	8
Built 1971-1980	30	2
Built 1981-1990	60	5
Built 1991-1996	20	2

While the housing stock is relatively old, the majority – **890** dwellings or **68%** - is in good condition (identified in the 1996 Census as "in need of ongoing maintenance only"). There were **55** dwellings (**4%**) identified as in need of major repairs. Another **355** dwellings (**27%**) were identified as in need of minor repairs.

The cost of housing in Gonzales is considerably higher than that for the City as a whole as well as for Fairfield. This is reflective of its single family character and may also be reflective of larger lots in some areas of the neighbourhood.

Based on 1996 Census information, the average value of owner-occupied dwellings in Gonzales was **\$276, 000**, up **35%** from the average of **\$205,000** in 1991. The comparable figures for the City are **\$207,000** in 1996, up **26%** from the average of **\$164,000** in 1991. For Fairfield, the average value of a dwelling in 1996 was **\$210,000** up **23%** from **\$171,000** in 1991.

12.4.7 STABILITY

Gonzales is a comparatively stable neighbourhood probably due to its high rate of home ownership. In 1996, the census recorded 43% of residents as having moved within the past 5 years. Gonzales is the only City neighbourhood where non-movers exceeded movers in 1996. The comparative 1996 figure for Fairfield is 57% and for Victoria as a whole the figure is 63%.

12.5 GONZALES NEIGHBOURHOOD TRANSPORTATION INFORMATION

12.5.1 STREETS

Oak Bay Avenue is classified as a “secondary arterial” moving traffic (including buses and trucks) between neighbourhoods (and Oak Bay) with a traffic volume of 13,300 to 14,000 vehicles per day.

Dallas/Crescent Road, Fairfield Road and Foul Bay Road between Fairfield and Oak Bay Avenue, are classified as “collectors” moving traffic from local streets to “arterials” and “secondary arterials”. Daily traffic volumes are 8,000 vehicles on Fairfield Road in Gonzales (9,500 in front of Fairfield Plaza), 5,200 to 5,800 vehicles on Foul Bay Road between Fairfield and Oak Bay Avenue, and 3,000 to 3,500 vehicles on Dallas/Crescent Roads.

Richmond and Richardson Avenues are classified as “secondary collectors” basically collecting and dispersing traffic between local roads and surrounding major streets. The daily traffic volume on Richmond is 3,000 vehicles at Richardson, increasing to 8,000-8,500 near Oak Bay Avenue. Daily traffic volumes on Richardson are between 3,500 and 4,000 vehicles.

Traffic volumes on these roads have been relatively stable and no significant increases are expected in the future.

12.5.2 BUSES

B.C. Transit provides three bus routes to provide public transit in the neighbourhood. East–west service is provided by two lines, #1 Richardson/Willows and #2 Oak Bay/ Gonzales. The north south # , Foul Bay service provides access to Oak Bay Avenue, Fort Street (Oak Bay Recreation Centre), Camosun College and the University of Victoria. On a weekday, these routes carry, on average 4,100 passengers. Recent changes in service include:

- Smaller and quieter low floor buses on the #1 and #2 routes.
- The discontinuance of evening (after 7 p.m.) and Sunday service on the #1 route with a variation on the #2 route to provide neighbourhood service at these times.

12.5.3 BICYCLES

Designated bicycle routes in Gonzales include: Fairfield Road, Richardson Street, Richmond Avenue, and Hollywood Crescent/Crescent Road. With the exception of Richmond Avenue these routes are identified by signs.

12.6 GONZALES NEIGHBOURHOOD HISTORY

By Carey Pallister and Ken Roueche with assistance from John Adams

This popular, well-established neighbourhood is named for Spanish explorer Gonzales Lopez de Haro, first mate of the Spanish ship *Princesa Royal*, who helped chart the waters around Vancouver Island in 1790. He also gave his name to Haro Strait and Haro Road on Ten Mile Point. Joseph Despard Pemberton, the first colonial land surveyor, named his home *Gonzales*. The home stood at St. Charles and Rockland for almost 100 years before being demolished in 1952. Gonzales Road, created in the 1920s, derived its name from the house.

Today, the Gonzales neighbourhood is an area bounded by Gonzales (Foul) Bay to the south and Oak Bay Avenue to the north. The western boundary runs north on St. Charles Street from Dallas Road to Richardson then east on Richardson to Richmond Avenue and north on Richmond to Oak Bay Avenue. The eastern boundary takes a more direct route along the border with Oak Bay, with a small jog around the old observatory. These modern political boundaries, however, do not reflect the historical division or land use of the area.

South Gonzales (to Lillian)

In 1855, Isabella Ross became the first female landowner in the colony, when she purchased 99 acres from the Hudson's Bay Company who had bought the land from the Chilcowich Tribe, incorporating most of what is now Ross Bay Cemetery, Hollywood Park, the Chinese Cemetery and the western part of Gonzales Hill (known historically as Section 19). Part of these lands form the southerly section of the Gonzales neighbourhood as far north as Lillian Street.

Isabella Ross and her children lived on her property at "Fowl Bay Farm". Isabella's husband Charles Ross had been a Hudson's Bay Company man who was in charge of building Fort Victoria and had died

in 1844 soon after Fort Victoria had been constructed. Mrs. Ross began to subdivide her land as early as 1859 in order to support her family. The new owners were primarily interested in the land for investment and generally did not build; instead they held onto the land gambling that it would increase in value.

The sheltered waters and pleasant beach of Foul Bay provided a lovely spot for swimmers and picnickers and by the beginning of the 20th century, had become a popular location for summer homes. Eventually showers and a dance pavilion were built for the comfort and enjoyment of the holidaymakers. In 1903, the Chinese Consolidated Benevolent Association purchased land at Harling Point, on the east side of Foul Bay for a cemetery. Many predicted that this would have a negative impact on real estate value in the area. This proved to be largely untrue.

Through the 1950s and 1960s, Gonzales beach remained a popular recreation area for locals of all ages. The small beach cottages and cabins began to fall victim to the wrecker's ball and larger, more permanent houses, were built in their place. The beach was not without its problems; noisy beach parties and difficulties with log jams and beach fires were a constant source of frustration for the local residents.

For three days in November 1969, the worst storm in memory battered the Victoria shoreline. Due to the valiant efforts of the beach residents, no homes were lost, but in order to prevent further erosion or loss of property, the City built a retaining wall around most of the bay the following summer, giving the bay a new look.

Central Gonzales (Lillian to Quamichan)

Joseph Despard Pemberton owned the remainder of the land now comprising the Gonzales neighbourhood stretching from Lillian Road north to Oak Bay Avenue (known historically as section 68 and part of section 74). Like Mrs. Ross, J.D. Pemberton also began to sell off parcels of his land early on. Members of the wealthy

merchant class, such as A.C. Flummerfelt, Thomas Earle, the McQuades, A.J. Woodward, Angus R. Johnston, John Chandler, William Bayliss and Thomas Shotbolt, purchased property in the area. Thomas Shotbolt, a pharmacist, built a grand home *Hollywood* in 1890 on 7 acres. The house, at the southeast corner of Foul Bay and Fairfield Roads, was a landmark in the neighbourhood until it was demolished in 1947.

Pemberton did retain large tracts of land for himself, which he used for grazing pastures. The Pemberton property stretched from Rockland Avenue to Chandler Street and from St. Charles to Gonzales. This area became known as Pemberton Meadows and a wooded area: Pemberton Woods.

It was not really until after the turn of the century that the improved infrastructure and the economic and housing booms, which began in 1908, turned this area into a popular residential neighbourhood. On March 21, 1909, the No. 6 Streetcar began service to Fairfield and Gonzales. The 2 mile extension of street car service ran down Cook Street across May Street to Memorial Crescent up to Fairfield Road and terminating at a loop at what is now the Margaret Jenkins School playing fields.

Up until the major expansion of bus service after WW II, streetcars were still the backbone of the local transportation systems. The No.6 Line was carrying 5,100 passengers per week in 1945, second only to the Esquimalt Line. However, by July 1946 the company had signaled its intent to close the No. 6 Line beyond Joseph Street, in Fairfield, and replace it with a bus service. City Council resisted. So, when the Fairfield-Gonzales Bus commenced service on November 28, 1946, the No. 6 Streetcar also continued to run to its distant grassy loop at Foul Bay Road. No. 6 ceased operations completely on December 1, 1947.

In 1948 the process of pulling up the tracks and taking down the overhead lines began. Charles Francher, a Los Angeles contractor,

had developed a rail-pulling machine ideally suited for the job and within a short time all signs of the No. 6 Streetcar line were removed.

After Major Guy and Mrs. Byrdie (Dunsmuir) Audain moved into a Maclure designed home on Foul Bay Road in 1909, the street became a fashionable place to live. The wealthy hired architects such as C. Elwood Watkins, Elmer E. Green, Henry S. Griffith, William D'Oyly Rochfort and Samuel Maclure to design elegant Arts & Crafts homes, many of which survive today and have been recognized for their heritage significance.

The most famous Gonzales area residents, however, were a couple who are famous, not because of who they were, but because of the legacy they left – their garden.

The Abkhazi Gardens (1964 Fairfield Road) were the life's work of Margaret "Peggy" and Nicholas Abkhazi who bought the property on Fairfield Road in 1946. In 1999 the garden received international attention when residents of Victoria fought to save it from development. Slightly more than one acre, the garden features native Garry Oaks, ornamental evergreens, rare rhododendrons and azaleas, rock and alpine plants, Japanese maples and weeping conifers

The area was not always exclusively residential. The fairly level topography and good soil made the area ideal for greenhouses. Greenhouse operations were a major part of the early days of development with the largest operation located on Fairfield Road at the current site of Glengarry Hospital. Immediately to the west was another operation, Fairview Greenhouses located at 1650 Earle Street. Just east of the entrance to Hollywood Park was a Chinese enterprise that was considerably smaller and was located at the northwest corner of Lillian and Richmond. The greenhouses were built in the 1920s and survived until the end of the 1950s when they finally surrendered to the post-war housing boom.

In 1914 the Pacific Coast headquarters for the Dominion Meteorological Services, commonly known as the Gonzales Observatory, was built on top of Gonzales Hill to the design of William Henderson, the Dominion Government Architect for BC. It recorded weather and took star and seismic readings. It was also from there that the time ball, which was located on the top of the Belmont Building (Humboldt and Government Streets), was activated every day at noon by Francis Napier Denison, the superintendent of the station. Environment Canada abandoned the building in 1989 and after several failed proposals, the site was finally purchased by the CRD in 1992 and the 1.75 hectares of land turned into a wilderness park. The School of Earth and Ocean Sciences (SEOS) of the University of Victoria currently uses the old observatory building. The Dominion Government Wireless Station was nearby and served as a communication centre from before World War I until just after World War II. The building has since been demolished.

As the population in the area increased, so did the need for schools, local stores and other services. Margaret Jenkins School opened on August 23, 1915 and was built on a 2 acre parcel of land that had been part of the Chandler Estate. The school was designed by architects Spurgin & Wilkins and a two-room school opened on the site in 1913. Interestingly, Margaret Jenkins School is the only school in the district to be named after a woman. In 1931, the Norfolk School for Girls, a private school a few streets north that had relocated many times, commissioned the architect Percy Leonard James to build a school on a 5-acre site at Richmond and Gonzales (839 Richmond or 801 Bank Street). It is interesting to note that the school used the old Pemberton home, *Gonzales* as the residence for the boarders until 1952. In 1986, the school merged with Glenlyon Preparatory School for boys to form Glenlyon-Norfolk School.

In 1912, William Bayliss, a hotel owner and butcher, opened Hollywood Grocery and

Meats at the corner of Fairfield and Lillian. By 1927, the corner included a post office and the Victoria School of Expression. Retail activity continued to expand and by 1952, this corner included a barbershop, shoe repair shop, dry goods store and a beauty salon. Another group of small shops opened up at the corner of Fairfield Road and Foul Bay Road, opposite Margaret Jenkins School.

Street names in the neighbourhood remember early landowners, well-known citizens and First Nations, while others such as Wildwood, Pinewood and Beechwood evoke an impression of an established urban neighbourhood.

The street name in the neighbourhood that has received the most attention over the years is Foul Bay Road. It all started in 1924, when Alderman E.S. Woodward gave notice of motion to Victoria City Council to change the name of the Bay from Foul Bay to Gonzales Bay and Foul Bay Road to Gonzales Bay Road. 183 property owners, including some well-known citizens, signed a petition that forced the Council to take the matter seriously. One resident summed up the feelings for the residents "[the name] offends good tastes and in its ordinary meaning conveys a very wrong impression of the beautiful sand-fringed and clear bathing beach." A heated debate raged in the newspaper and research was undertaken to find the origin of the name. Francis H. Ross, grandson of Isabella, however, was determined that the name should stay but his arguments were not heeded and the name of the Bay was officially changed to Gonzales Bay in 1934. Interestingly, the Bay is still called Foul Bay by many Victoria residents.

Other Gonzales streets are named for early landowners such as Chandler Street for John Chandler, a Hudson's Bay Company factor; Earle Street for Thomas Earle, a prominent merchant and politician who served on City Council and as a Member of Parliament; and Robertson Street which is probably named for Robert Affleck Robertson, who appears as early as 1872

on Gonzales area land registry documents. Thomas Shotbolt, the well-known pharmacist, as previously mentioned, gave his name to Shotbolt Road and Hollywood Crescent was named for his fabulous home.

Irving and Beaven Streets (previously Cross Road) were named in honour of well-known Victorians. Paulus Aemilius Irving came to B.C. in 1882 and served a Deputy Attorney General from 1883 to 1890 and was appointed Judge of the Supreme Court in 1897. Robert Beaven came to B.C. in 1862. He was a merchant and was involved in provincial politics. He served as Premier from 1882-1883 and Mayor of Victoria 1892-1893.

In the northern section of the neighbourhood, Clare Street was probably named for the Poor Clare's, an order of Catholic nuns who arrived here October 19, 1911 and established a monastery at 2050 Haultain Street. Well-known Victorians are remembered in Redfern Street and Davie Street; Charles E. Redfern was a jeweler

and watchmaker and also served as Mayor in 1883 and from 1897-1899. Dr. John Chapman Davie was a medical doctor and a Member of Parliament. Amphion Street is named for HMS Amphion, which was a Leander class cruiser assigned to this coast in 1888. In 1889 she ran aground and sustained serious damage but was repaired and continued to serve the Royal Navy until she was sold in 1904. Somenos, Quamichan and Cowichan, honour some of Vancouver Island's local First Nations.

From 1909 until 1945 development progressed slowly, initially supported by the extension of streetcar service and then by the 1908-1913 real estate boom. Following the Second World War, another housing boom saw the remaining vacant land being developed. The Gonzales neighbourhood has evolved from farmland to one of Victoria's most popular neighbourhoods in just less than 150 years.

Gonzales Bay ca. 1936 (CVA PR114-1036)



12.7 GLENLYON-NORFOLK SCHOOL SHORT TERM TRAFFIC MANAGEMENT SUGGESTIONS

(From the Mediator's Report, Gonzales Neighbourhood/Glenlyon-Norfolk School Land Use Negotiation Process, Mediator's Report, February 11, 1999)

- Reduce traffic congestion at the south end of Maddison Street by:
 - Installing a centre median to prevent left turns in and out of the School parking lot.
 - Realigning the entrance and exit of the Maddison Street parking lot to implement a "right in/ right out" designation.
 - Installing a small pull out for drop-off/pick up on the west side of Maddison Street adjacent to the school.
- Implement a road-side-drop-off/pick up zone adjacent to the school property on Richmond Street with pedestrian access (i.e. a walkway) to the school.
- Establish a team of adult volunteer traffic controllers to direct the flow of school traffic at Bank and Maddison Streets.
- Stagger the school start and finish times to disperse traffic congestion associated with student drop-off and pick-up.
- Respect the interests of residents opposed to students parking in front of their homes.
- Send written notices to students and parents encouraging them not to block driveways or park consistently in front of the same house.
- Identify alternative parking spots located within walking distance to the school.
- Install street parking along Gonzales Avenue adjacent to Pemberton Park.
- Explore the possibility of securing parking space at St. Matthias Church.
- Encourage reductions in vehicle use (e.g. car-pooling, other forms of transport, etc.).

12.8 GLENLYON-NORFOLK SCHOOL FRAMEWORK OF NEIGHBOURHOOD COMMITMENT

(Resolution adopted by the Board of Governors, Glenlyon-Norfolk School Society June 6, 2001)

WE ARE COMMITTED to mature, responsible, and full membership in the Gonzales community in which we reside, with full acceptance that no privilege exists that is not inseparably bound to responsibility.

WE ARE COMMITTED to respect, embrace, and adopt the four overriding values of the neighbourhood vision enhancing the built and natural environment, residential scale and dwellingscape, social stability, and traffic calming. We hasten to add a fifth to this list: safety and well-being for all our children.

WE ARE COMMITTED to producing citizens of the world – not solely of their school. This includes citizenship in the farthest reaches, but also in the immediate community.

WE ARE COMMITTED to the openness, collaboration and consultation in the school's planning process.

WE ARE COMMITTED to the principles of stewardship of the school's resources for which we are responsible.

WE ARE COMMITTED to the belief that "it takes a village to raise a child."

**12.9 EXCERPTS FROM THE CITY OF VICTORIA FAIRFIELD/ROCKLAND/GONZALES
NEIGHBOURHOOD TRANSPORTATION MANAGEMENT PLAN** (Prepared by Urban Systems
Ltd. CitySpaces Consulting Ltd. March 1999

Estimated Costs Fairfield/Rockland/Gonzales Neighbourhood Transportation Management Plan	
Improvement	Cost
Phase 1	
Advance crosswalk signage, Vancouver at Burdett	\$ 100
Four-way stop, Southgate/Vancouver	\$ 750
Crosswalk relocation and curb extensions, Cook at May	\$ 15,000
Curb extensions, Cook at McKenzie	\$ 20,000
Extend speed zone on Cook to Southgate	\$ 500
Safety reflectors, south side of Fairfield at Thurlow	\$ 1,000
*New crosswalks on Fairfield at St. Charles and Wildwood, remove existing crosswalk at St. Charles	\$ 5,000
Signage and pavement markings, Memorial at Dallas	\$ 2,500
No-exit signs (2) at north end of Lotbiniere	\$ 200
Realign centreline, Royal Terrace at Rockland	\$ 500
Stop sign and Stop bar, Craigdarroch at Joan Crescent	\$ 300
*Speed humps (5) and signage, Quamichan	\$ 8,000
Collector road humps (3) and signage, St. Charles	\$ 10,000
"Local Traffic Only" sign at Carberry Gardens	\$ 100
*Four-way stop, Fairfield/Foul Bay	\$ 750
Sub-total	\$ 64,700
Phase 2	
Curb extensions, Cook at Oscar and Oxford	\$ 40,000
Median island, Fairfield at Masters	\$ 10,000
Median island and reconstruct corner, Fairfield at Thurlow	\$ 18,000
*Curb extensions, Brighton at Bank and Davie	\$ 20,000
	\$ 88,000
Phase 3	
*Reconstruct corners, St. Charles at Ross and Dallas	\$ 8,000
*Sidewalk extension, Wildwood at Lillian	\$ 20,000
Median islands, Richardson at Lotbiniere & Durban	\$ 15,000
*Median island, Richardson at Gonzales	\$ 10,000
Median island, Richardson at Arnold	\$ 10,000
Curb extension, Rockland at Joan	\$ 10,000
*Construct sidewalk, Richardson at Maddison	\$ 10,000
Sub-total	\$ 83,000
Phase 4	
Curb extensions, SE corner, Southgate/Heywood	\$ 12,000
Walkway, Cook between Dallas and May, west side	\$ 25,000
*Reconstruct corner, Passmore at Hollywood	\$ 8,000
*Reconstruct Despard/Gonzales/Richmond intersection	\$ 50,000
Permanent exit-only barrier, Carnsew at Richardson	\$ 12,000
Sub-total	\$107,000
Total	\$342,700

* Specific to Gonzales

Monitoring

During the latter stages of developing the *Neighbourhood Transportation Management Plan*, a number of issues were identified by residents that had not been previously identified, as summarized in the table below. Due to time and budget constraints, it was not possible to collect data regarding these issues and incorporate additional traffic calming measures into the plan to address issues where appropriate. It is, therefore, important that these issues are monitored as the plan is implemented and where necessary, additional traffic calming measures are implemented to address these issues.

ISSUES TO MONITOR FOR FUTURE PHASES OF PLAN IMPLEMENTATION		
Issue	Street	Location
Speeding Traffic	Rockland Avenue	Terrace to St. Francis Wood
	Moss Street	Fairfield to Dallas
	*Robertson Street	Fairfield to Ross
	*Maddison Street	Gonzales to Brighton
	Stannard Avenue	Fairfield to Richardson
	*Chandler Avenue	St. Charles to Richmond
	*Ross Street	St. Charles to Robertson
	*Richardson Street	St. Charles to Richmond
	*Richmond Avenue	Quamichan to Oak Bay
	*Richmond Avenue	Richardson to Fairfield
	*St. Charles Street	Fairfield to Dallas
	Rockland Avenue	Not specified
	Heywood Avenue	Not specified
	Dallas Road	Not specified
	*Lillian Street	Not specified
	*Gonzales Avenue	Not specified
	*Redfern Street	Not specified
	Vancouver Street	Not specified
Shortcutting Traffic	McKenzie Street	Cook to Moss
	Stannard Avenue	Fairfield to Richardson
	Green Oaks Terrace	Rockland to Richmond
	Oakshade Lane	Rockland to Richmond
	*Lillian Street	
Sidewalks Needed	Southgate Street	Blanshard to Heywood, South Side
	Richardson Street	Minto to Durban, South Side
Other Issues	Difficult to cross	Vancouver at Rockland
	*Limited visibility	Gonzales/Foul Bay, NB left May/Memorial
	Parked vehicles limit visibility	Fairfield Road at proposed crosswalks
	Truck traffic	Fairfield, Cook to Quadra
	Tour buses	Heywood
	*Accidents	Fairfield at Richmond
	Restricted road width	Memorial at May, east side
	Timing points	South Fairfield transit route

*Specific to Gonzales

Action

In order to implement the *Neighbourhood Transportation Management Plan*, and ensure that it achieves its objectives, the following actions are required:

- Recommend to City Council to approve the recommended Fairfield/Rockland/Gonzales *Neighbourhood Transportation Management Plan* presented in this document, including funding of \$64,700 for Phase 1 implementation of the plan.
- Establish and maintain Neighbourhood Transportation Committees in each of the three neighbourhoods, through which all concerns and requests from residents and other members of the neighbourhood regarding transportation issues should be directed. The committees should be the point of contact with the Engineering Department, as well as with other agencies such as BC Transit.
- Collect data regarding issues identified for further monitoring.
- Respond to concerns identified by the Neighbourhood Transportation Committees and monitor traffic conditions as required. Where appropriate, refine the *Neighbourhood Transportation Management Plan* to resolve these concerns.
- Liaise with and advise other departments and agencies, such as the Planning and Parks Departments, Tourism Victoria and BC Transit, of issues in the Fairfield, Rockland and Gonzales neighbourhoods.

ROCKLAND/GONZALES NORTHEAST- GLENLYON NORFOLK SCHOOL/QUAMICHAN/MADDISON		
Pedestrian Access/Safety	Issue	Location
1. Crossings	Difficult/unsafe to cross street	<ul style="list-style-type: none"> Quamichan Street at Maddison Street
2. Sidewalks	No sidewalks	<ul style="list-style-type: none"> Brighton Avenue Warren Gardens Despard Avenue Richardson Street from GN School to bus stop
Traffic		
1. Speed	Speeding traffic	<ul style="list-style-type: none"> Quamichan Street between Richmond and Foul Bay Roads Richmond Avenue, between Quamichan and Oak Bay Avenue Oakshade Lane Maddison Street between Quamichan and Brighton Clare Street, Chamberlain, Davie and Redfern Despard Avenue Rockland Avenue between Oakshade Lane and St. Francis Wood
2. Short-cutting	Short-cutting traffic	<ul style="list-style-type: none"> Quamichan Street between Richmond Road and Foul Bay Road Davie Street (1000 Block) via Brighton Avenue Oakshade Lane Despard Avenue Clare Street between Oak Bay Avenue and Brighton Avenue Green Oaks Terrace between Rockland and Richmond
	Tour bus short-cutting	<ul style="list-style-type: none"> Green Oaks Terrace between Rockland and Richmond
3. Traffic volumes	High volumes of traffic	<ul style="list-style-type: none"> Vicinity of Glenlyon-Norfolk School Maddison Street between Wilmer and Lawndale
4. Operations	Poor visibility at intersection	<ul style="list-style-type: none"> Lawndale/Quamichan Richmond/Gonzales
	Congestion at intersection creates unsafe movements by motorists	<ul style="list-style-type: none"> Richmond/Oak Bay intersection
	Conflicts at intersection	<ul style="list-style-type: none"> Clare/Brighton
Parking		
1. Schools	Parking congestion created by school	<ul style="list-style-type: none"> Glenlyon-Norfolk School at 1700 block Richardson
2. Residential parking	On-site parking congestion created by multi-family apartments.	<ul style="list-style-type: none"> Davie Street

GONZALES SOUTH		
Pedestrian Access/Safety	Issue	Location
1. Conflicts	Between pedestrians and motorists	<ul style="list-style-type: none"> Fairfield/Wildwood/Lillian intersection
2 Crossings	Difficult to cross street	<ul style="list-style-type: none"> Fairfield Road at Hollywood Park
Traffic		
1. Speed	Speeding traffic	<ul style="list-style-type: none"> Fairfield Road Ross Street Pinewood Beechwood Wildwood Hollywood Crescent Lillian Road (800 block)
2. High traffic volumes	Motor vehicle traffic	<ul style="list-style-type: none"> Ross Street
	Tour bus traffic	<ul style="list-style-type: none"> Ross Street Beechwood Passmore Wildwood Pinewood
3. Operations	Stop signs not obeyed	<ul style="list-style-type: none"> Fairfield Road Ross Street Pinewood Wildwood
	Poor visibility at intersection	<ul style="list-style-type: none"> Fairfield/Wildwood/Lillian Ross/Beechwood Foul Bay Road/Fairfield
	Confusion at intersection	<ul style="list-style-type: none"> Fairfield/Wildwood/Lillian
Transit		
1. Transit	Buses are too noisy	<ul style="list-style-type: none"> Ross Street

ISSUES OUTSIDE THE SCOPE OF THIS STUDY		
	Issue	Location
1. Noise	Bell ringing and telephone from Petro Canada Station at St. Charles/Fairfield	<ul style="list-style-type: none"> City bylaw issue
2. Speed limit reduction	Reduction to 30 km/h or 40 km/h on all local streets	<ul style="list-style-type: none"> Requires City-wide policy change
3. Speeding	Road repaving may promote speeding (no complaints of speeding with present condition of road)	<ul style="list-style-type: none"> Howe Street and Wellington Street
Park improvements	Modifications/improvements to park are needed.	<ul style="list-style-type: none"> Beacon Hill Park

12.10 DEVELOPMENT IN GONZALES - 1989 TO JUNE 2000

YEAR	BUILDING PERMITS	DEMOLITION PERMITS	CONSTRUCTION VALUE	NOTES
2000 (up to June)	1 new single family dwelling 4 renovations	1 single family dwelling	\$488,000	
1999	7 new single family dwellings 1 renovation 1 conversion (3 units)	6 single family dwellings 3- duplexes 1-service station	\$1,021,000	Demolitions include 3 duplexes and 4 single family dwellings at 1843-47 Crescent Rd.
1998	2 new single family dwellings 2 renovations	Nil	\$554,000	
1997	4 new single family dwellings 2 renovations	2 single family dwellings	\$660,000	
1996	4 new single family dwellings 1 renovation 3 conversions (11 units) 12 townhouses	1 service station 1 garage	\$2,223,500	
1995	2 new single family dwellings 2 renovations 1 new duplex Addition to GNS	2 single family dwellings	\$814,000	
1994	6 new single family dwellings 1 renovation 1 conversion to duplex 1 conversion from single family dwelling to office (GNS)	1-single family dwelling	\$1,130,000	
1993	1 new single family dwelling 1 renovation 1 conversion to duplex	Nil	\$210,000	
1992	2 new single family dwellings 2 renovations 4 conversions of single family dwellings to duplexes (8 units)	Nil	\$828,000	
1991	6 new single family dwellings 1 commercial development	Nil	\$1,108,000	
1990	6 new single family dwellings	1 single family dwelling 1 restaurant	\$613,000	
1989	3 new single family dwellings 3 renovations 2 new duplexes	2 single family dwellings	\$652,000	
TOTALS	44 new single family dwellings 17 renovations 11 conversions (26 units) 3 new duplexes 12 townhouses	14 single family dwellings 3 Duplexes 2 Service Stations 1 Restaurant	\$10,301,500	The net increase in housing units is 58.

12.11 GLOSSARY

Character Building	A building or property not identified as “heritage” at this time but may be considered (with others) when the heritage inventory is updated. Developers should consider alternatives to demolition such as incorporation of the building in new development.
Conversion	A single family or duplex house built before 1931 or before 1970 that has been converted to apartments. The number and type of apartments (e.g. self-contained, housekeeping, rest homes) and number is dependent on the house as well as lot size and other zoning and building regulations.
Density	A term used for a lot or building site or a specified area of a city such as a neighbourhood. Density when used for a lot or building site is the relationship of floor area to the lot or building site area. It is known as floor space ratio. Density when used for an area of a city is usually the relationship between of dwelling units to an acre or hectare of land. In single family areas of Gonzales, this density ranges from about 17 to 25 dwellings per net hectare (7 to 10 dwellings per net acre).
Development Permit Area	An area designated in the City’s <i>Official Community Plan</i> where development requires design review and approval by City Council. Differing types of Development Permit Area require differing levels of control over design. Areas designated include major entrances to the city, downtown as well as other commercial and neighbourhood centres and areas identified as having special character. Small lot single family houses and duplexes requiring rezoning are included in the Intensive Residential Development Permit area.
Floor space Ratio	The relationship of floor area to the lot or building site area. (See <i>Density</i>)
Greenway	A public route or corridor that connects special destinations. A greenway can be: a treed or people friendly street, a trail, a lane, a promenade, or any route that is safe and enjoyable for pedestrians, recreational cyclists and other non-motorized recreational activities.
Green Street	A street that is enhanced for pedestrians often including traffic calming measures and increased landscaping; green streets may be part of an overall greenways network.
Heritage Conservation Area	A distinct area with special heritage value and/or heritage character, identified for heritage conservation purposes in the Official Community Plan. The Heritage Conservation Area is intended to provide long term protection to buildings and other features of value and heritage character in the identified area.
Heritage Designation/Heritage Designated Building	A building and/or land considered being of historic importance and designated heritage by City Council. Properties that have been designated can be altered or demolished only with City Council’s approval.

Heritage Registry	A building or property considered of historic importance but which has not been designated heritage by City Council. Applications to demolish “Registry” buildings are referred to City Council for a decision on whether or not a heritage designation process is to be initiated. Applications to alter registry buildings receive the benefit of the Heritage Advisory Committee’s advice as part of the building permit process.
Infill	New housing which is built on vacant residential lots, on lots that are created from larger properties through a legal subdivision, or on properties that have been formerly used for non-residential purposes that are more appropriately used for housing. In Gonzales, infill has most often taken the form of subdivision and rezoning for small lot single family dwellings.
Neighbourhood Plan	A plan prepared and used by the City setting out objectives, policies and implementation strategies with regard to land use, transportation, community development and other aspects to guide future change and development within a neighbourhood. The preparation of a neighbourhood plan is undertaken in consultation with residents and other stakeholders
Neighbourhood Traffic Management Plan (NTMP)	A plan prepared and used by the City, in consultation with residents, to address transportation issues and opportunities in a neighbourhood. A key component of an NTMP is the setting out of a strategy that can be used by the City to implement any identified improvements within a specified time frame.
Official Community Plan	A general statement, in the form of a bylaw, of the broad objectives and policies of the City regarding the form and character of existing and proposed land use as well as transportation, parks, social and physical services in the city. It provides the policy framework for developing the detailed policies in the neighbourhood plans.
Panhandle Lot	A lot having a street frontage that consists of a strip of land which is so narrow that the principal use of the strip can only be to serve as a driveway connecting the remainder of the lot with the street.
Redevelopment	Refers to the demolition of existing buildings for the construction of new housing, commercial or industrial buildings.
Secondary Suite	A type of suite in a duplex or conversion permitted with special building code regulations developed by the Province. A secondary suite can be up to 90m ² in area and may occupy up to 40% of a house. It must be rental and cannot be strata-titled.
Strata-Conversion Policy	A policy adopted by City Council which states that when the rental apartment vacancy rate falls below 4% for Metro Victoria, no applications to strata-title existing residential rental buildings containing more than four rental dwelling units shall be accepted.

Zoning

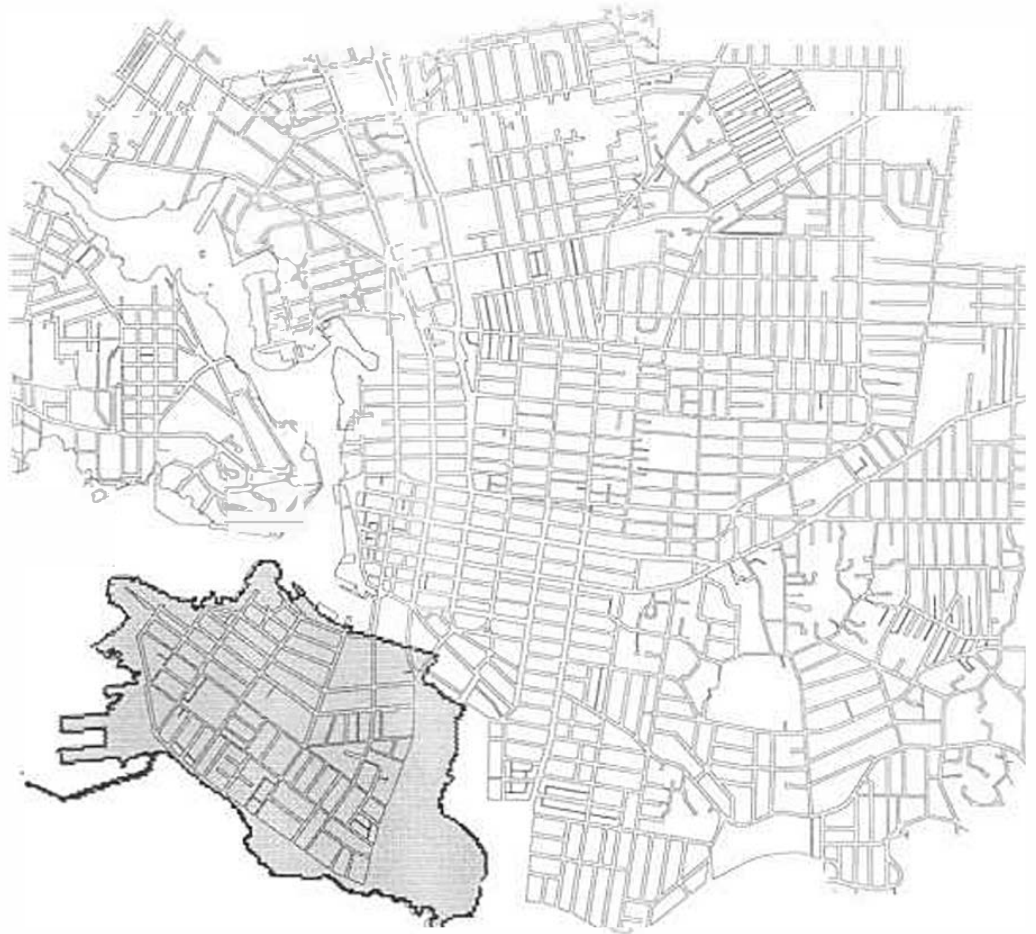
The main way that the city controls new development. The city is divided into a number of different zoning districts, labeled by letters and numbers, e.g. R1-B, CR-3. Each type of district, or “zone” has regulations that control what kind of activities (uses) may take place, e.g., various kinds of dwellings, retail, offices. Zones also have regulations that control the maximum height of the building, the position of the building on the lot (“yards and setbacks”), the amount of development (“floor space” or “density”), the amount of parking required, and other quantitative aspects.

END OF DOCUMENT



CITY PLANNING DIVISION
OF THE PLANNING AND
RECREATION DEPARTMENT
VICTORIA, BRITISH COLUMBIA

James Bay Neighbourhood Plan





City Hall
Centennial Square
Victoria, Vancouver Island
British Columbia V8W 1P6
Telephone (604) 385-5711
FAX (604) 385-3592

City of **VICTORIA** British Columbia

November 1993

Dear Reader:

The *James Bay Neighbourhood Plan* reflects Council's strong commitment to citizen participation in planning for the future of Victoria's neighbourhoods. The many meetings on the Plan with residents were extremely well attended. It is clear that residents care very much about the neighbourhood and want to be involved in determining its future direction.

The Plan will serve as a guide to decision-making for residents, City staff and Council on land use, traffic, parks, public works and heritage. It recommends policies and actions which are to be undertaken in these areas over the next five to 10 years.

The Plan does not promote any widespread land use change. Where change is likely to occur, however, it must be well managed and an asset to the neighbourhood.

Your ideas and comments on the Plan and suggestions for improvements are most welcome. With the benefit of continued discussion and comments, the Plan will have the best possible opportunity for successful implementation.

Councillor Laura Acton
Chair of Planning

September 19, 1994

JAMES BAY NEIGHBOURHOOD PLAN

Errata Sheet

- 1) HOUSING Policy 4.10 Page 7
 - Change to "The borders of this site should be reviewed to reflect CRD ownership and clarify the inclusion of the *Government Street* properties".
- 2) COMMERCIAL Policy 2 Page 12
 - Change to "Expand the commercial core along Menzies from Michigan Street to *Kingston Street* with new shops".
- 3) LEGISLATIVE PRECINCT Page 14
 - Goals & Objectives* replaced as follows:
 - Goal 1* There should be a mix of land uses around the Legislature.
 - Goal 2* New development should be compatible with the James Bay neighbourhood and the Legislature Buildings and ensure that streets are people-oriented.
 - Goal 3* There should be amenities to serve the residents and employees of the new developments.
 - Goal 4* Traffic and Transportation - A viable transportation plan must be in place before the development proceeds which will serve the residents and employees of the new buildings and support the easy travel in and out of the neighbourhood for the James Bay Community. A move to the use of public transit is essential.
 - Goal 5* The special significance and heritage value of the Legislative Precinct to the people of British Columbia must be recognized in all of the project work.
 - Goal 6* The design and mass of any new building must respect the presence of the Legislative Buildings.
 - Goal 7* Remaining views of the Legislature should be preserved from all sides. New views created by the development could enhance the mass of the Legislature.

*Excerpt from Legislative Precinct Urban Design Manual.

- Policies & Recommendations replaced as follows:

1.1 There should be a mix of land uses on the South Block and "Q" Lot; there should be offices, housing and retail as well as green space and public space.

1.2 New housing must concern itself with two key factors; livability and affordability. New housing should be affordable for households with a range of incomes. There should be a mix of housing type and tenure for a variety of household types and ages, including those with and without children and seniors. Housing should be both "market" and "non-market".

Improvements can be made to the role of the South Lawn in the Precinct area. Demolition of the "bunker" is considered to be an essential part of these improvements. A building of approximately 60,000 sq. ft. is considered appropriate to replace the "bunker".

2.1 Retail uses should be located along the west side of Menzies Street along the boundary with "Q" Lot, and along the east side of Menzies Street along the boundary with South Block. There should be housing above retail or office space.

2.2 New housing should be on the western end of "Q" Lot and along the south bordering Superior Street. On South Block, new residential should be oriented along Michigan Street.

3.1 Amenities should include childcare for employees which would be accessible for residents of the community, play space to be associated with new family housing, green space usable for employees and residents of the community and a community amenity space.

There should be some form of community benefit - a meeting space or recreational facility(ies) associated with the new developments. A new library branch close to bus routes and shopping area is desirable. This benefit might be provided "off site" as part of a land or development exchange, or on site.

3.3 Public art should be part of the development.

4.1 Traffic management techniques, including "traffic calming", should be considered for roads in and around the Precinct.

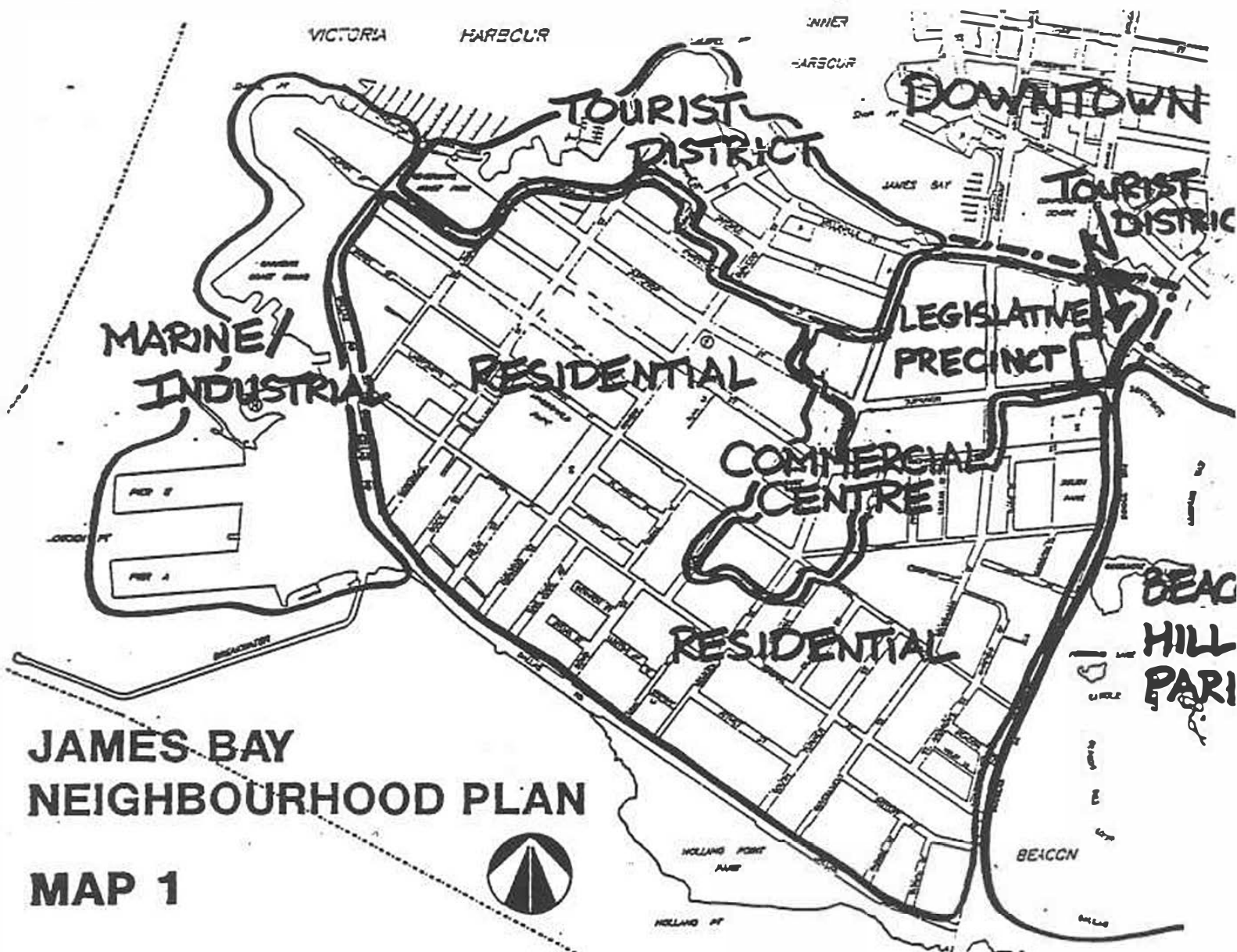
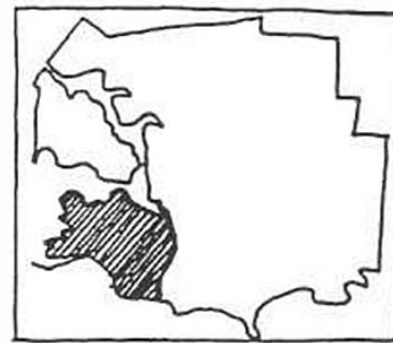
- 4.2 Planning development in the Precinct should be integrated with planning for the Downtown Streetcars and other transit initiatives which evolve.
- 4.3 Planning development should facilitate walking and cycling in James Bay.
- 4.4 Strategies outlined in the Traffic Demand Management report should be implemented as soon as possible.
- 5.1 Large, mature trees need to be maintained and the rose garden between the Armouries and the Premier's office should be restored.
- 5.2 Heritage and character buildings should remain where they are except where they are isolated or would become isolated due to the new developments.
- 5.3 Restoration of that portion of Government Street previously known as Birdcage Walk would be desirable.
- 5.4 The Queen's Printer building should stay. No additions or alterations should change its heritage character.
- 5.5 The Armouries should stay. A complete assessment of its viability and heritage significance needs to be undertaken. The Heritage Advisory Committee should be consulted with regards to the Armouries.
- 6.1 Each development in the project should stand on its own merits, but be contextual.
- 6.2 Quality materials must be used in a high quality design.
- 6.3 New development should enhance park space in James Bay.
- 6.4 New buildings should be "environmentally friendly".
- 7.1 New view corridors can be created by pedestrian pathways through the South Block developments.
- 8.1 Development phasing could be linked through a development variance permit to the provision of community benefits, amenities and the provision of transportation and affordable housing.

4) PARKS

Policy 10 Page 17

- Change to "Ensure Fisherman's Wharf Park is "reserved" as a *community* park with a small area set aside for the regional walking park".

SUB-AREA MAP



JAMES BAY
NEIGHBOURHOOD PLAN

MAP 1

TRANSPORTATION

VICTORIA HARBOUR

- Arterial
- Secondary Arterial
- Collector
- Secondary Collector
- Pathway



**JAMES BAY
NEIGHBOURHOOD PLAN
MAP 5**



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Your ideas and comments on the Plan and suggestions for improvements are most welcome. With the benefit of continued discussion and comments, the Plan will have the best possible opportunity for successful implementation.

Councillor Laura Acton
Chair of Planning

NOTICE

The James Bay Neighbourhood Plan was adopted by City Council on November 4, 1993. The following items will be included by February 1, 1994 in order to improve and complete the graphics contained in the plan.

1. Map illustrating a summary of major recommendations
2. Map illustrating major residential recommendations
3. Map illustrating heritage sites
4. Map illustrating right-of-way requirements for streets
5. Map illustrating parks and community facilities
6. Map illustrating implementation of recommendations to be undertaken by the City
7. Tables describing demographics

December 21, 1993

James Bay, Not
DC/m

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INTRODUCTION

The present James Bay Neighbourhood Plan was adopted by Council in 1973. Since that time many changes have taken place in the neighbourhood, the City and the region as a whole. The principal reason for undertaking the update of the Neighbourhood Plan, is to re-assess the situation. There are many different land use pressures in James Bay with its unique mix of residential, tourist and industrial uses. As the City and the Capital Region grow, there will be increasing pressure on inner-city neighbourhoods, such as James Bay, to provide more housing - through new development, infill and redevelopment. The policies of this Plan are intended to identify and strengthen the essential qualities of the neighbourhood as well as identifying where change might occur and under what conditions.

HISTORY

"The flat landscape of James Bay made it especially valuable farmland, providing food for the Hudson's Bay Company men stationed at Fort Victoria. Other than a few farmhouses, residential development did not begin until the construction of the James Bay Bridge and the "Bird Cages," (the Province's first Parliament Buildings) in 1858. It became fashionable to locate near the Province's first house of government and many of Victoria's early social and political elite took up residence on lands surrounding the Legislative Buildings until the prestigious Rockland District was developed.

Surrounded by water on three sides, James Bay became a natural location for industrial activity. Much of the waterfront land stretching from the Inner Harbour to the Outer Harbour was consigned to industrial interests. The adjoining residential development, was for the most part smaller "cottage-like" dwellings typical of working class neighbourhoods of the 1880's and 1890's.

By the turn of the century virtually all large tracts of land had been subdivided except for an area west of Holland Point which remained undeveloped until the 1940's.

Rapid growth of Greater Victoria in the 1950's and 1960's created enormous pressure for redevelopment in James Bay. Marked changes in the housing stock took place through this period and into the 1970's. While the total number of dwellings increased, the number of single family homes and duplexes decreased and the number of apartments increased dramatically. A number of landmark residences were demolished during this period. By 1981, it was estimated that 66% of James Bay's population lived in apartments.

There was a strong reaction to the rapid change and development of apartments. In 1973 a Plan was adopted for the James Bay neighbourhood which recommended policies that encouraged the creation of a mixed community of apartments and family housing. Most significantly "highrise" apartment development was restricted to sites under construction at that time.

While the 1960's gave rise to increased residential development in James Bay, the period also saw the decline of industrial activities in the area. Tourism and tourist activities grew in significance throughout the sixties and continue to grow today."¹

- *1 Partially adapted from: This Old House - An Inventory of Residential Heritage, City of Victoria, Third printing, revised, 1991; and 1990 James Bay Plan Background Report.

Purpose - Why Neighbourhood Planning?

Victoria's Official Community Plan, adopted in 1986, establishes a series of general city-wide goals and policies for land use, transportation, parks and open space, economic development, downtown and other matters of city-wide concern. The Plan calls for a continuation of the existing neighbourhood planning program and indicates that this will be "of considerable significance in keeping the Official Community Plan up to date".

The "neighbourhood" is generally regarded as the foundation for community development. It is the area within which residents usually share community facilities and social activities and for most of us it is an area where we feel we "belong". A neighbourhood plan, while developed within the framework of the Official Community Plan, provides for a finer grain of policy to address issues of concern to area residents. A primary purpose of the Neighbourhood Plan is to provide guidance for Council when considering future development and initiatives in James Bay.

Public Participation

At its meeting of April 26, 1990 Council endorsed the Draft James Bay Plan 1990 subject to a public review process. A pamphlet which summarized the Draft Plan was circulated in the neighbourhood as a first step in this process. As a response to the Draft Plan, the James Bay Neighbourhood Environment Committee prepared the James Bay Community Study Group Plan. A number of areas in the two documents were disputed.

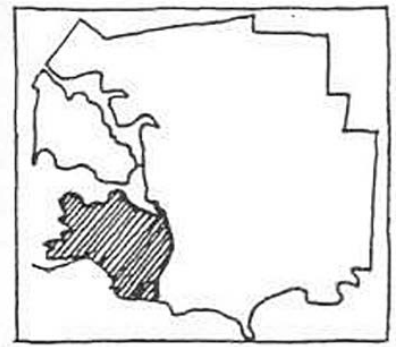
In October 1991, Council established a mediation process between representatives of the James Bay Neighbourhood Environment Committee and City Staff to reconcile the two documents. The mediation process, begun in October of 1991, was completed in early January 1993.

The policies in this Plan are the result of the mediation process and reflect the consensus of the representatives who have been involved in the discussions.

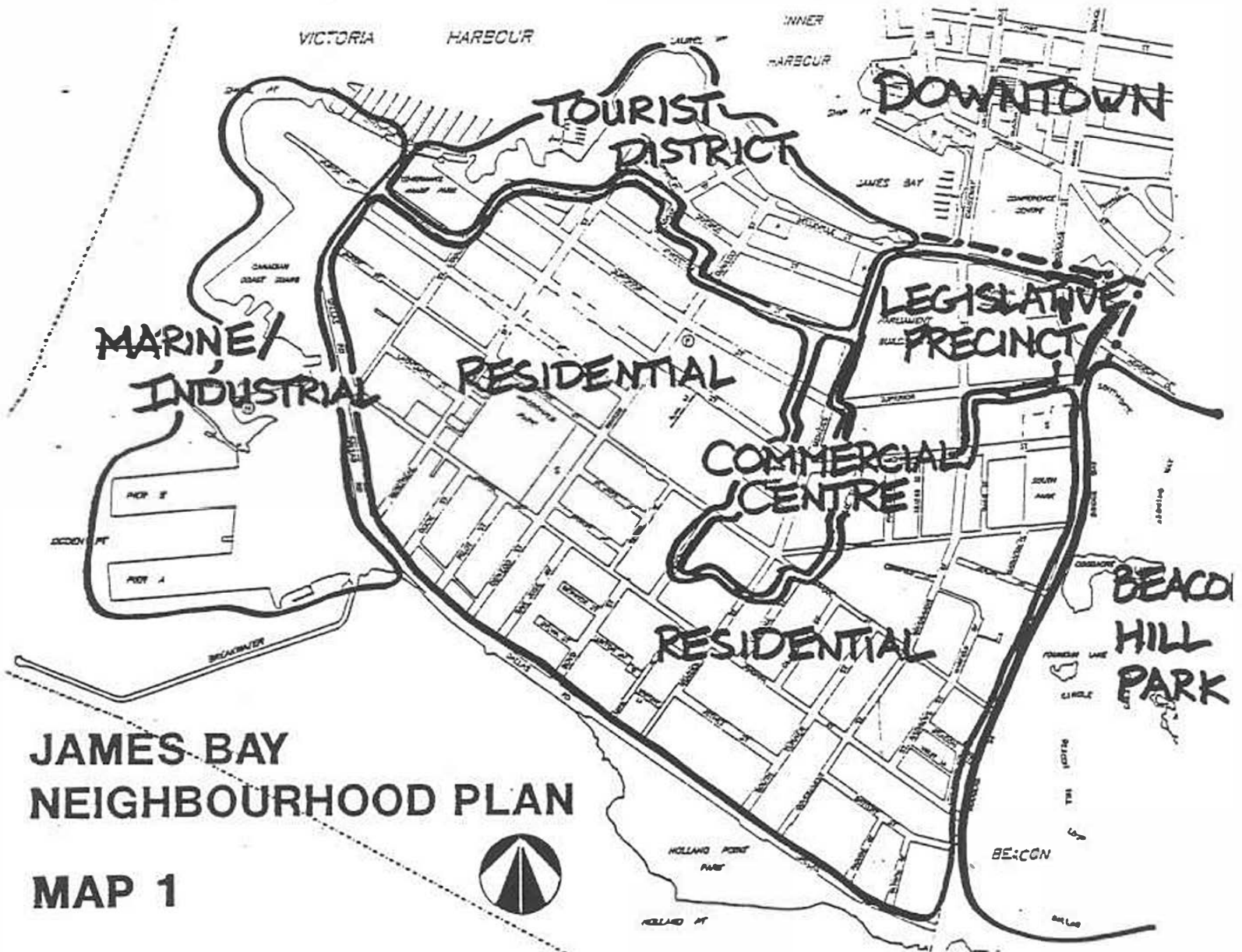
On April 22, 1993, Council endorsed a draft Plan review process which included a Public Meeting and Workshop held in June of 1993, review by the Advisory Planning Commission over the summer and a final draft which was adopted by Council in November, 1993.

NEIGHBOURHOOD GOALS & OBJECTIVES

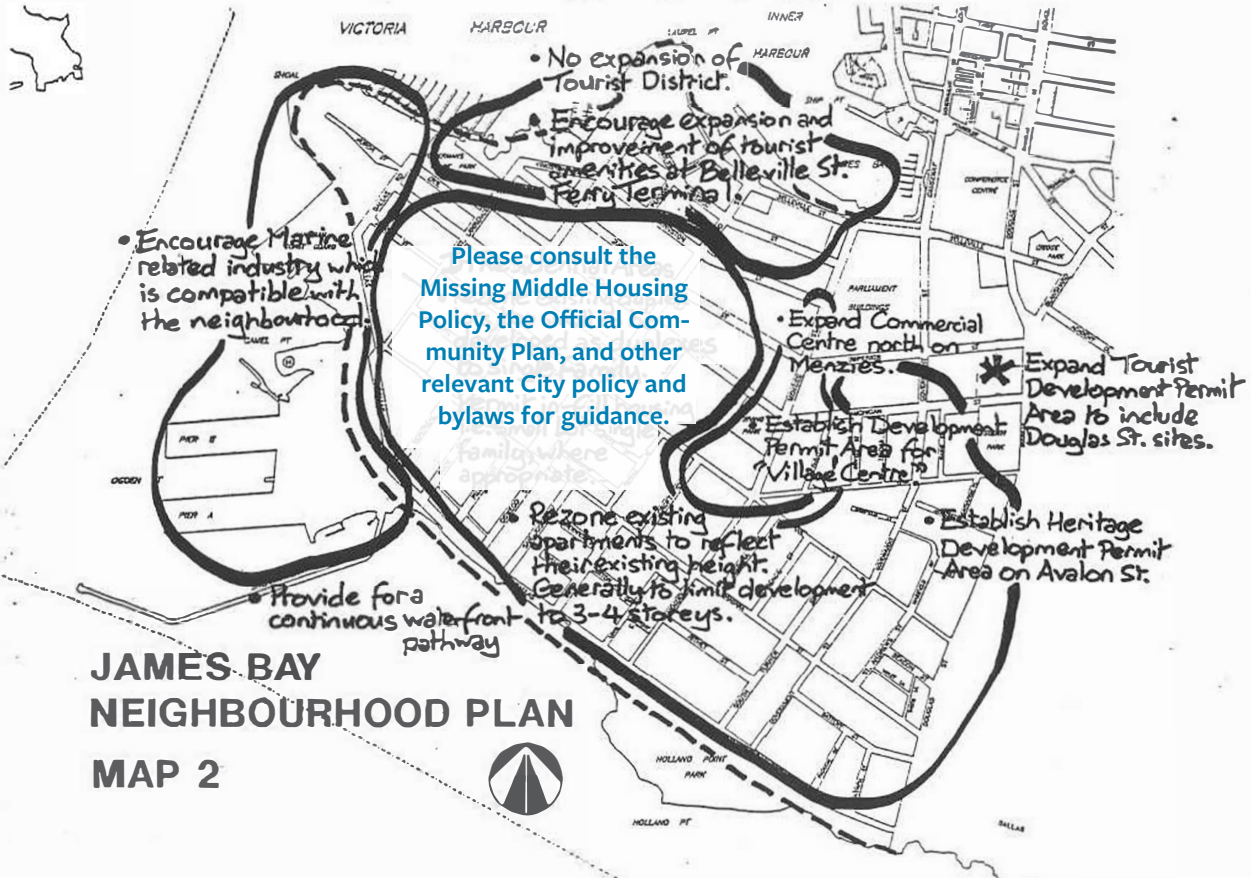
- - To welcome the involvement of all James Bay residents in their community.
 - To create a safe, peaceful community.
 - To create a clean, healthy community environment.
 - To encourage the development of community which would be reflective of the Canadian mosaic.
 - To preserve existing natural amenities and built-of special historical or community importance, including existing housing stock and streetscapes, and to encourage infill development to be aesthetically consistent.
 - To create a wide variety of community-oriented services (health, social, education and recreation), easily accessible to all community residents.
 - To create appropriate and affordable housing that meets the needs of a rich diversity of residents.
 - To create self-sustaining economic opportunities in the community and to expand equitable and meaningful employment.
 - To integrate the Federal and Provincial land located in James Bay into the overall planning goals and guidelines of the community."



SUB-AREA MAP



MAJOR RECOMMENDATIONS



HOUSING

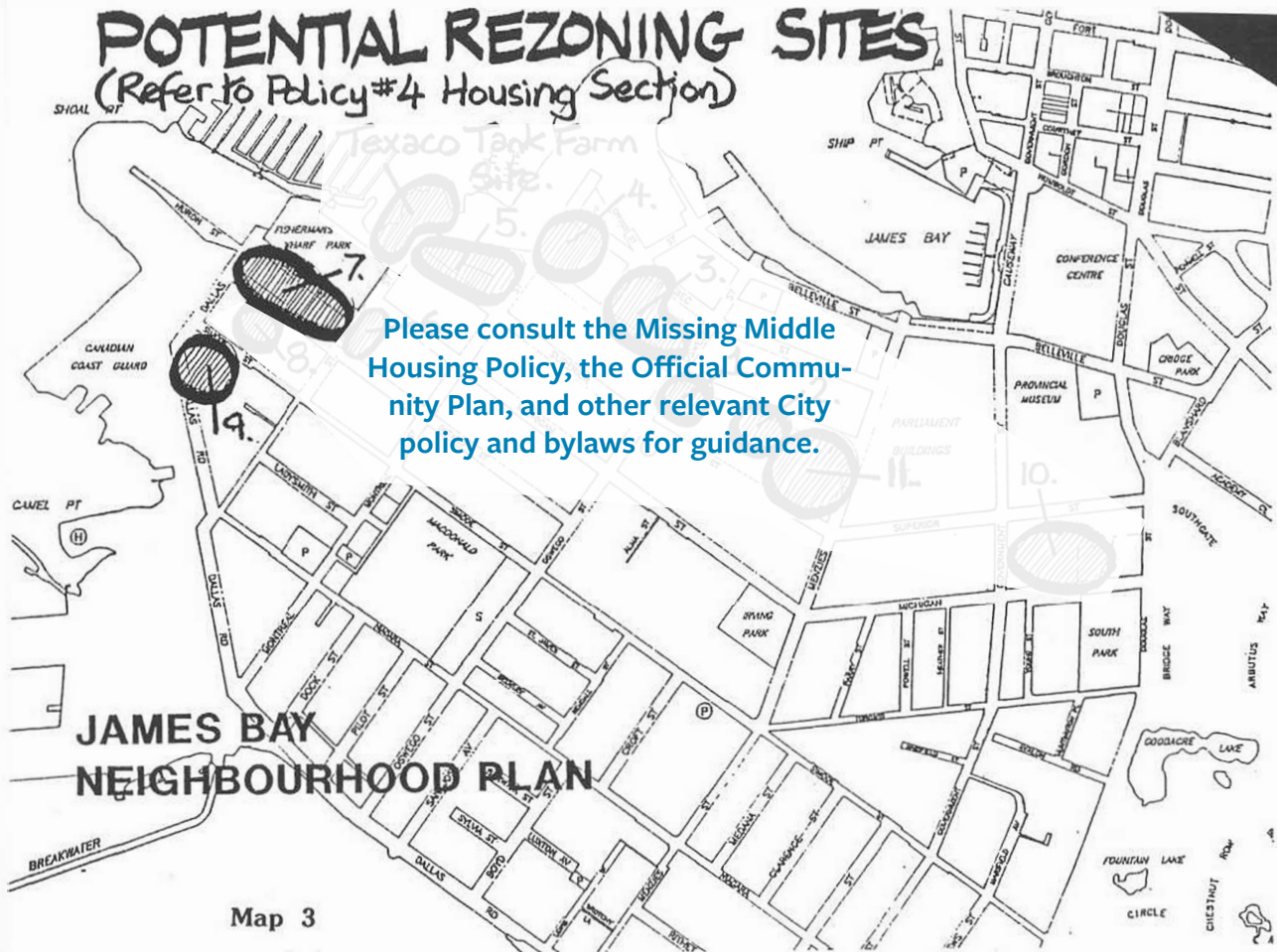
The character of James Bay is as much defined by its diverse mix of housing types and densities as it is by its natural setting. While there continues to be pressure for development, no substantial changes are contemplated to the existing zoning to increase residential densities. Infill development such as small lot single family housing and duplex housing should be considered on large properties where appropriate. New development, whether low density infill or medium density townhouses or apartments should be considered in the context of the neighbourhood and the character of adjacent properties.

Goals & Objectives

1. To provide a range of housing opportunities to accommodate a balance of family and non-family development in the community as a whole and also on specific sites.
2. Support initiatives for housing families, the elderly, disadvantaged and needy.
3. To place an emphasis on promoting family housing including new affordable housing for families.
4. **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**
5. Encourage a visual harmony of form and scale between new buildings and adjacent residential units.
6. Encourage high standards of design for new residential developments.
7. Seek to establish incentives or cost sharing programs for restoration, rehabilitation, and revitalization of heritage clusters, including streetscapes, eg. private front yard areas, fencing, boulevard landscaping and street lighting.
8. Where possible encourage the retention of significant buildings in the neighbourhood.
9. New development should respect existing streetscape character.
10. **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**

POTENTIAL REZONING SITES

(Refer to Policy #4 Housing Section)



Policies & Recommendations

1. Rezone R-2 (Two Family Dwelling District) to R-K (Medium Density Attached Dwelling District). R-K is sympathetic to surrounding land uses. Townhouse option seems to be the most appropriate for this site.
Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.
2. Rezone all sites presently zoned R3-2 (Multiple Dwelling District) to a zone that reflects the existing number of storeys (R3-2, R3-AM, or R3-A).
3. Encourage small scale subsidized housing units for families through the Capital Regional District and non-profit housing societies.
4. Future townhouses or lower profile apartments (three stories) are supported adjacent to the Marine/Industrial District and the Tourism District. Development potential for key sites is as follows:
 - 4.1 Site 1: R-2 (Two Family Dwelling District) to R-K (Medium Density Attached Dwelling District). R-K is sympathetic to surrounding land uses. Townhouse option seems to be the most appropriate for this site.
 - 4.2 Site 2: R-2 (Two Family Dwelling District) to R-K (Medium Density Attached Dwelling District). R-K is sympathetic to surrounding land uses. Townhouse option seems to be the most appropriate for this site.
Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.
 - 4.3 Site 3: R-K (Medium Density Attached Dwelling District) to R3-A (Low Profile Multiple Dwelling District). The size of building permitted in the R3-A zone is in keeping with the existing scale of buildings.
 - 4.4 Site 4 - (Montreal Street and Quebec Street)
The existing R-K zoning be retained.
 - 4.5 Site 5 - (Block bounded by Superior/Montreal/Kingston Streets)
The existing zoning should be retained.
 - 4.6 Site 6 - (St. Lawrence Street)
Rezone existing residential uses to R1-B, Single Family Dwelling District and rezone property zoned M-2, Light Industrial District to lowest intensity industrial zone that permits its use.
 - 4.7 Site 7 - (Erie Street)
The existing zoning be retained and this site be considered in the context of the development of a future harbour plan which would eventually form part of the Official Community Plan.

4.8 Site 8: R-2 (Two Family Dwelling District) to R-K (Medium Density Attached Dwelling District). Agreement.

4.9 Site 9 - (60 Dallas Road)

The existing zoning be retained and this site be considered in the context of the development of a future harbour plan which would eventually form part of the Official Community Plan.

4.10 Site 10: R-2 (Two family Dwelling District) to R3-A (Low Profile Multiple Dwelling District). The borders of this site should be reviewed to reflect CRD ownership and to clarify the borders of the site's street properties. There is a proposal for family oriented townhomes on this site.
Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

4.11 Site 11: R-2 (Two Family Dwelling District) to CR-3M (Commercial Residential Apartment Modified District). This site is provincially owned and is part of the land being discussed in the Accord. Any development should reflect the issues of streetscape on Menzies, should include some residential development and should have commercial uses at grade.

5. Consider applications for rezoning for small lot single family houses or for new two family dwellings on their own merits and in conformity to the criteria already established by the City.

6. That Council review the conversion regulations contained in the Zoning Regulation Bylaw to limit the number of permitted units.

7. That Council review current zoning to prohibit Rest Homes in zones such as R32, R3AM and R3A.

8. **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**

9. Through Development Permit Areas, improve and upgrade select streetscapes by restricting any new development to fit in with existing structures.

a) Require any infill to be sympathetic in scale, design, form and materials to surrounding units;

b) Protect trees and natural vegetation that line streets.

INDUSTRY

Over the past 30 years there has been a steady decline in industrial activity in James Bay. Properties that were previously used as industrial sites have been redeveloped for housing and tourist uses. While there are continued pressures for redevelopment of industrial sites, especially waterfront sites, established and emerging industries should be encouraged to remain. It is important that industries whether new or established be compatible with the neighbourhood.

Goals & Objectives

1. Encourage establishment of industry that is environmentally compatible with adjacent residential and tourist-oriented development.
 - 1.1 Develop enforceable performance standards (eg. noise, odour, etc.) to ensure compatibility of the Ogden Point Industrial uses with the residential area of James Bay.
2. Encourage establishment of industry that is within the capabilities of services and roads.
3. Encourage development of landscaped roof deck public parking at Dallas road level above future low-rise industrial development.
4. Promote public access and encourage and promote marine related industries.
5. Encourage established industries to stay in their present locations.
6. Encourage emerging and established industry which require waterfront access; either by nature of maritime orientation or by ocean freight requirements, eg. fishing fleet.

Policies & Recommendations

1. Support new light industrial activity that is relevant to the community (i.e. marine industrial, marine commercial, and fishing ports); which is clean, environmentally sound, small scale and not traffic intensive (eg. computer software and electronic companies, research and marine industries, clothing, food processing, and local crafts).
2. Assist the Federal Government with cooperative and mutually beneficial redevelopment of the Ogden Point area including the cruise ship operation. Include horse drawn carriage facilities as a limited use.

3. Encourage a mixed use light industrial/residential/marine related development zone between Laurel Point Inn and Fisherman's Wharf. Include public access along the waterfront. Improve shore facilities for Fisherman's Wharf.
4. Texaco Tank Farm Site (Map 3)

That the existing MS-1 Zone Marine Service (Outer Harbour) District be retained and this site be considered in the context of the development of a future harbour plan which would eventually form part of the Official Community Plan.
5. Conserve appropriate waterfront for maritime-oriented industry.
6. Seek senior government assistance in preparing a comprehensive development policy for meeting the varied facility requirements of fishermen, pleasure boats, harbour administration and visitors to the Fisherman's Wharf area.
7. Promote establishment of a commuter heliport at Shoal Point.
8. Recommend that industrial zoning be retained for the area, bounded by Erie, St. Lawrence, Ontario and Dallas Road and for the area bounded on the northeast by Simcoe and on the west by Dallas (the former Canadian Liquid Air sites).
9. Rezone the existing waterfront industrial land from M-2, Light Industrial District, and M-3, Heavy Industrial District, to a new zone to reflect the maritime nature of the existing land uses.

TOURISM

The James Bay Tourist Precinct is an important part of the neighbourhood and the City as a whole. Recognizing that tourism plays a significant role in the local economy, it is important to encourage the improvement of the quality and character of tourist amenities in this area. Most of the Tourist Precinct is designated as a Development Permit Area to ensure that any development will complement the area rather than detract from it.

It is equally important to recognize the impact that tourism has on the residential areas of James Bay and develop policies to ensure that tourist development will complement the City and the neighbourhood and minimize disruption to residents.

Goals & Objectives

1. To maintain the area currently zoned for hotel/motel uses as a tourist oriented centre in the City and to limit tourist facilities to the identified tourism district.
2. Maintain and improve the area's scenic and historic qualities.
3. To encourage improvement of the quality of character and amenities provided by hotel/motel/tourist development.
4. Recognize the increasing importance of tourism to our local economy and encourage diversification of tourist services which will complement James Bay and Victoria in a manner consistent with community objectives.
5. Recognize the impact of tourism on the residential character of the neighbourhood.

Policies & Recommendations

1. Expand Development Permit Area Number 2 - Inner Harbour, to include lands which could be developed for transient accommodation uses along Douglas Street near the intersection with Superior Street and the block bounded by Belleville Street, Douglas Street and Blanshard Street. (Map 2, Major Recommendations.)
2. Encourage the harbour waterfront including Fisherman's Wharf and Ogden Point to include limited tourist services where appropriate.
3. Encourage the expansion of services for visitors at the Belleville Street ferry terminal site and improve standards of facilities.

4. Facilitate James Bay walking tours including garden tours and heritage house tours. The City in cooperation with the James Bay Neighbourhood develop a program to provide directional signs, and small signs providing information on the history and character of James Bay.
5. City Council review the current Bed and Breakfast guidelines with specific reference to James Bay and the impact of Bed and Breakfast uses on the residential nature of the neighbourhood. There is a concern in the neighbourhood with the lack of enforcement or enforceability of the present guidelines and that there appear to be a number of single family homes with more than the permitted number of rooms used for Bed and Breakfast.

COMMERCIAL

The existing shopping district on Menzies Street between Michigan and Simcoe Streets is the centre of the James Bay Commercial District. This "village centre" should be strengthened to continue to provide for the retail and service needs of people who live in James Bay. New developments along Menzies Street towards the Inner Harbour should be encouraged to include commercial space in mixed use buildings with commercial on the ground floor and housing above. Small scale convenience stores located throughout the neighbourhood complement the commercial centre and provide much needed service to local residents.

Goals & Objectives

1. To develop a strong commercial village centre in the heart of James Bay with local convenience stores throughout the community.

Policies and Recommendations

1. Encourage the growth and vitality of a commercial "village centre" in James Bay.
2. Expand the commercial core along Menzies from Michigan to Belleville with new shops. Relocate heritage buildings from the provincial precinct area along this street for mixed commercial residential use.
3. Restrict all new commercial development in the Commercial District to a maximum of one storey or the ground floor of a commercial/residential building. Typical zoning is CR-3M, Commercial Residential Apartment Modified District.
4. Establish a development permit area for the purpose of control of form and character of development and encourage revitalization and design improvements in the James Bay Commercial District.
5. Encourage beautification of the commercial core. Make use of available senior government programs, eg. the provincial government's Downtown Revitalization Program, to assist landowners in the beautification of the commercial core in James Bay.
6. Support and encourage a number of small scale convenience stores throughout the community.

7. Council review the current regulations regarding neighbourhood pub and home occupation to determine the impact on the neighbourhood.
8. Permit development of tuck shops as part of major seniors care facilities, subject to rezoning to permit such uses.

LEGISLATIVE PRECINCT

The Legislative Precinct consists of the site of the Legislature and the surrounding provincially owned properties. These sites are considered underutilized and do not contribute to the surrounding neighbourhood.

The Legislative Precinct is a component of the Victoria Accord. This is an agreement between the Provincial government and the City of Victoria regarding the planning and implementation of major capital projects in downtown Victoria over the next five years. The objective is to phase out surface parking lots and temporary office buildings to provide for a mix of office, commercial and residential uses.

Goals & Objectives

1. To retain the Provincial Legislature and administrative facilities within the Legislative Precinct.
2. To amend the Legislative Precinct Plan (1981), as the land use management strategy for the area covered by that document. This will be achieved in consultation with the Provincial Government, the City of Victoria and the James Bay Community.

Policies and Recommendations

1. Reinforce the commitment to Victoria as the Provincial Capital, as a major employer and essential factor in the local economy.
2. Work with the Provincial Government to foster a clear understanding of its current and future land use and servicing requirements as well as potential future residential or commercial development.
3. The policies of the Legislative Precinct Plan should be confirmed with the amendment that the James Bay Commercial District be permitted to expand (Map 2, Major Recommendations) with a CR-3M (Commercial Residential Apartment Modified District) zoning emphasis. (Refer to the Background Report on the Legislative Precinct Plan (July 1981) for a policy summary).
4. Phase out surface parking lots in the Legislative Precinct.
5. The heritage buildings contained within the block bound by Superior, Michigan, Government and Menzies Streets be retained or relocated within the block.

PARKS

PARKS AND OPEN SPACE

James Bay has a number of parks and open space in and around the neighbourhood. An inventory of existing parks and open space in the neighbourhood is set out in Appendix 1 and illustrated on Map 4. As well as the City owned land a number of provincially owned properties provide parks and open space opportunities. The Ogden Point Breakwater, while federally owned, provides a unique recreation opportunity.

There is very little opportunity for acquisition of new park space in James Bay. Policies in this section concentrate on securing existing parks and open space and recommend that any redevelopment of park space should incorporate facilities for neighbourhood use as well as regional use. This is especially true of MacDonald Park.





There is a significant transient population in James Bay resulting from tourist accommodation. While this may have some impact on parks in James Bay the City has no policy to provide park space for this type of population.

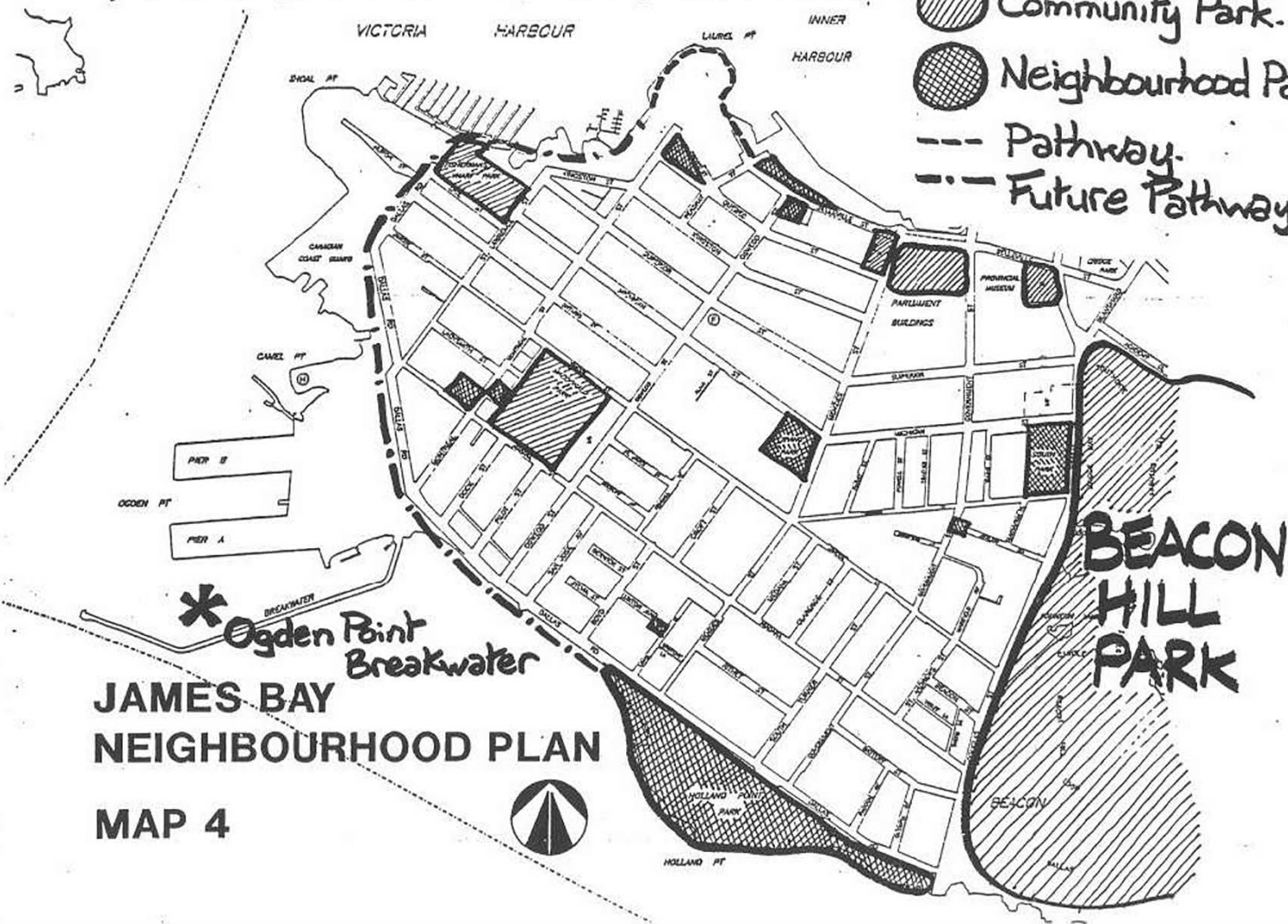
Public access to the waterfront and a continuous waterfront pathway should be considered to be an integral part of any proposal for the use or redevelopment of waterfront properties.

Goals & Objectives

1. Provide park area and recreational/cultural facilities to meet changing neighbourhood requirements. Evaluate neighbourhood park/open space facility requirements in terms of the neighbourhood population characteristics and demographics.
2. Preserve and enhance all existing parklands in James Bay.
3. To "reserve" as park all City property currently used as park in James Bay.
4. To extend and link existing parks and open space on the periphery of James Bay.
5. Work towards development of an improved community centre facility.
6. Encourage joint use of parkland for school and public park purposes.
7. Support the Federal and Provincial Governments in the maintenance and enhancement of their lands available for public use.

PARKS AND OPEN SPACE

-  Community Park.
-  Neighbourhood Park.
-  Pathway.
-  Future Pathway



**JAMES BAY
NEIGHBOURHOOD PLAN**

MAP 4



Policies and Recommendations

1. Planning Department Recommendation
Ensure that minimum park criteria are maintained on a City-wide basis to a standard of 1.54 ha. per 1000 population, for a combination of neighbourhood and community parks (neighbourhood parks to be provided at a standard of 0.6 ha. per 1000 population) and that Beacon Hill Park be included in the community parks provision for James Bay. Refer to Appendix 1. Parks and Open Space.
2. Extend the park and pathway system around the James Bay waterfront, to provide a regional park.
 - a) Connect the causeway pathway along Belleville Street to Centennial Park, connecting Centennial Park to Fisherman's Wharf Park creating a more defined pedestrian/bicyclist pathway along the Canadian Coast Guard site and along Dallas Road to Ogden Point, with particular attention to areas where there are not sidewalks such as the area adjacent to Fisherman's Wharf.
 - b) Develop an interpretation guide/display at the base of Belleville and Government and at Dallas and Douglas indicating the regional walking park and interesting features.
3. Where practicable maintain, expand and improve waterfront access for pedestrians and bicyclists. Create vista point lookout facilities at appropriate locations.
4. Encourage the Federal Government to maintain and improve its underwater marine park at Ogden Point including the establishment of on-shore support facilities for public users of the Ogden Point Breakwater and improvement to the public walkway along the breakwater.
5. Provide washroom and diving change facilities at the foot of the Ogden Point Breakwater.
6. Enhance and preserve the waterfront that is under City jurisdiction.
7. Preserve existing natural areas on the periphery of James Bay, including:
 - a) the cliffs along Holland Point to Finlayson Point;
 - b) the south part of Beacon Hill Park and the area south of Dallas Road still in a relatively natural state; and

- c) the basin between the Texaco tank farm site and Fisherman's Wharf. Establish this area as a special park "Blue Heron Cove".
8. Realign Douglas Street road allowances from Simcoe Street to Dallas Road to facilitate development of increased active park space within Beacon Hill Park.
 9. "Reserve" South Park as a neighbourhood park.
 10. Ensure Fisherman's Wharf Park is "reserved" as a neighbourhood park with a small area set aside for the regional walking park.
 11. Develop facilities within MacDonald Park with more focus to neighbourhood use.
 12. Expand MacDonald Park along Montreal Street from Niagara to Simcoe Streets.
 13. Improve Irving Park to the standards in the Parks and Open Space Analysis.
 14. Plant trees along the edges of the flat open parks such as Fisherman's Wharf Park to create windbreaks.
 15. At its meeting of November 4, 1993 Council referred this recommendation to the Parks & Recreation Advisory Committee and the Environment Advisory committee for examination and report to Committee of the Whole.

COMMUNITY SERVICES

Services within a community are delivered by many differing bodies, from government agencies to service clubs and volunteer organizations. Some of these services are offered on a City-wide basis and others at a neighbourhood level. All three levels of government are responsible for services. At the neighbourhood level the City is responsible for such essential services as fire and police protection. It is important that agencies involved in delivering services act in a coordinated manner to meet the changing needs of the community as a whole.

Goals & Objectives

1. Work in consultation and in cooperation with all levels of government responsible for delivering high quality and cost-effective services consistent with other neighbourhood objectives.
2. Maintain effective police and fire protection.
3. Establish a new fire hall to meet service and equipment storage demands.

Policies and Recommendations

1. Recognize four major service nodes for public service use in the community:
 - 1.1 Education, social and physical recreation services at the James Bay Community School/MacDonald Park site and the South Park School site.
 - 1.2 Health and social services for the James Bay Community Project in the commercial centre and Michigan Street site.
 - 1.3 Senior services at the New Horizons Centre.
 - 1.4 Integrated day care and child care services centre on the Community School/MacDonald Park site.
2. Support Police Department initiatives in establishing the local James Bay Police Station by citizen assistance and participation programs.
3. Provide a new fire hall in James Bay to service James Bay, southern Downtown and Fairfield.

HERITAGE PRESERVATION

James Bay has a significant number of buildings which have been identified as having considerable heritage value. Nearly seventy properties have been "designated" as municipal heritage sites under the Heritage Conservation Act at present and several others are under consideration. A number of buildings are identified as having heritage significance and are maintained on the City's Heritage Registry (see definitions of designation and registry in the Glossary).

The cluster of heritage houses on Battery Street is further protected by means of a Development Permit Area. This requires that any alteration to the exterior of a building, even those buildings which are not considered of heritage value, requires the approval of City Council. It is a recommendation in this section that the Avalon Street heritage cluster be designated as a Heritage Development Permit Area as well.

Goals & Objectives

1. Encourage the conservation and rehabilitation of buildings, lands and structures of heritage significance which contribute to the neighbourhood's attractive character.
2. Promote public awareness of the value of heritage resources.
3. Encourage retention of clusters of heritage houses, including streetscapes.

Policies and Recommendations

1. Continue to manage the conservation and maintenance of heritage resources through the heritage registry.
2. Recognize areas where there are existing heritage and character buildings.

Any redevelopment in the above areas should be encouraged to enhance existing heritage/character with regard to scale, form, quality and materials.
3. Establish the Avalon Road Development Permit Area to encourage protection of Heritage Registry and Designated structures.
4. Promote the continued economic life of heritage structures through land use controls such as density, mixed uses and creative parking provision solutions.

5. Moving of heritage buildings is only considered as a last resort to prevent their demolition and, then only to other appropriate sites within the community.
6. The heritage houses contained within the block bound by Superior, Michigan, Government and Menzies Streets to be retained or relocated within the block.
7. Establish design guidelines for heritage Development Permit areas.
8. Encourage use of the Provincial Downtown Revitalization Programs and the Victoria Heritage Foundation Grant Programs.

WATERFRONT

Surrounded by water on three sides, waterfront issues are of prime importance to the James Bay neighbourhood. Pressures for residential development, marine service, industrial uses and tourist uses require that the waterfront be managed in a manner consistent with the character of the neighbourhood and which meets neighbourhood and City objectives.

Public access to the waterfront and the extension of a pathway along the waterfront should be a part of any proposal for development of waterfront properties.

Goals & Objectives

1. To promote public access and encourage and promote marine related industries.
2. Encourage established industries to stay in locations on the waterfront.
3. Encourage emerging and established industry related to waterfront requirements; either by nature of maritime orientation or by ocean freight requirements, eg. fishing fleet.
4. Preserve, enhance and expand the heritage significance and visitor-oriented character of the Inner Harbour waterfront.
5. Preserve and enhance the natural character of Holland Point Park and the beach area toward the Ogden Point breakwater.
6. Provide continuous public access for pedestrians and recreational bicycles along the waterfront with a continuous link along Dallas Road between Fisherman's Wharf and the Ogden Point Breakwater.
7. Improve pedestrian and bicycle access and facilities along the Outer Harbour waterfront where practicable.
8. To maintain important vistas within and of the community.

Policies and Recommendations

1. Continue to encourage waterfront land owners to upgrade their outward image and provide pedestrian and bicycle access, linking the causeway area around Laurel Point to Fisherman's Wharf then along Dallas Road to Holland Point Park.

2. Encourage industrial developers to provide public access for recreation, fishing and public viewing of the harbour areas where practicable.
3. Undertake protection measures to retard erosion of the headlands east of the Ogden Point Breakwater.
4. Develop and maintain public vista points at key locations along the waterfront walkway system, eg. adjacent to the Ogden Point breakwater. (Map 2, Major Recommendations)
5. New development should respect views to the waterfront areas from outside and to key landmarks within the neighbourhood.
6. The view of the Olympic Mountains skyline as seen from the Johnson Street Bridge and downtown segments of Douglas and Government Streets should be maintained.
7. Recommend that industrial activity be limited to quiet, non-polluting small scale activities that fit in with the community and locate in selected areas west of St. Lawrence Street and waterfront industrial lands.
8. Promote public access to the waterfront and marine component on the Texaco Tank Farm site.

TRANSPORTATION

The transportation system in James Bay is made up of the road network (classes of roads of varying function, width and carrying capacity), truck routes, tour bus routes, and special area treatments to meet transportation needs.

There are five primary road links to other parts of the City: Government Street, Douglas Street, Blanshard Street, Southgate Street and Dallas Road. Traffic in James Bay is made up of residential, tourist, employee and business related trips. A Traffic Management Plan should be prepared to look at the various modes of transportation and ways to deal with the impact of tourist and business traffic on the residential areas of the neighbourhood. A key component of the plan should be to encourage walking and cycling and transit as viable alternatives to the use of the private automobile.

Goals & Objectives

1. To increase and protect the integrity, safety and livability of the neighbourhood by proper management of the transportation system.
2. Encourage alternate modes of transportation together with balancing demand through land use policy in order to minimize the need to increase street traffic carrying capabilities.
3. Discourage non-local traffic from travelling along local neighbourhood streets through the use of measures designed to deflect non-residential traffic eg. prohibition signing and enforcement.
4. Maintain residential street character by controlling non-residential traffic from taxis and tour buses.
5. Provide more designated routes for horse drawn carriage tours on a rotating basis to diffuse the intensity of traffic on any given street.
6. Improve the waterfront route between Ogden Point and Downtown in order to encourage its use by non-residential traffic.

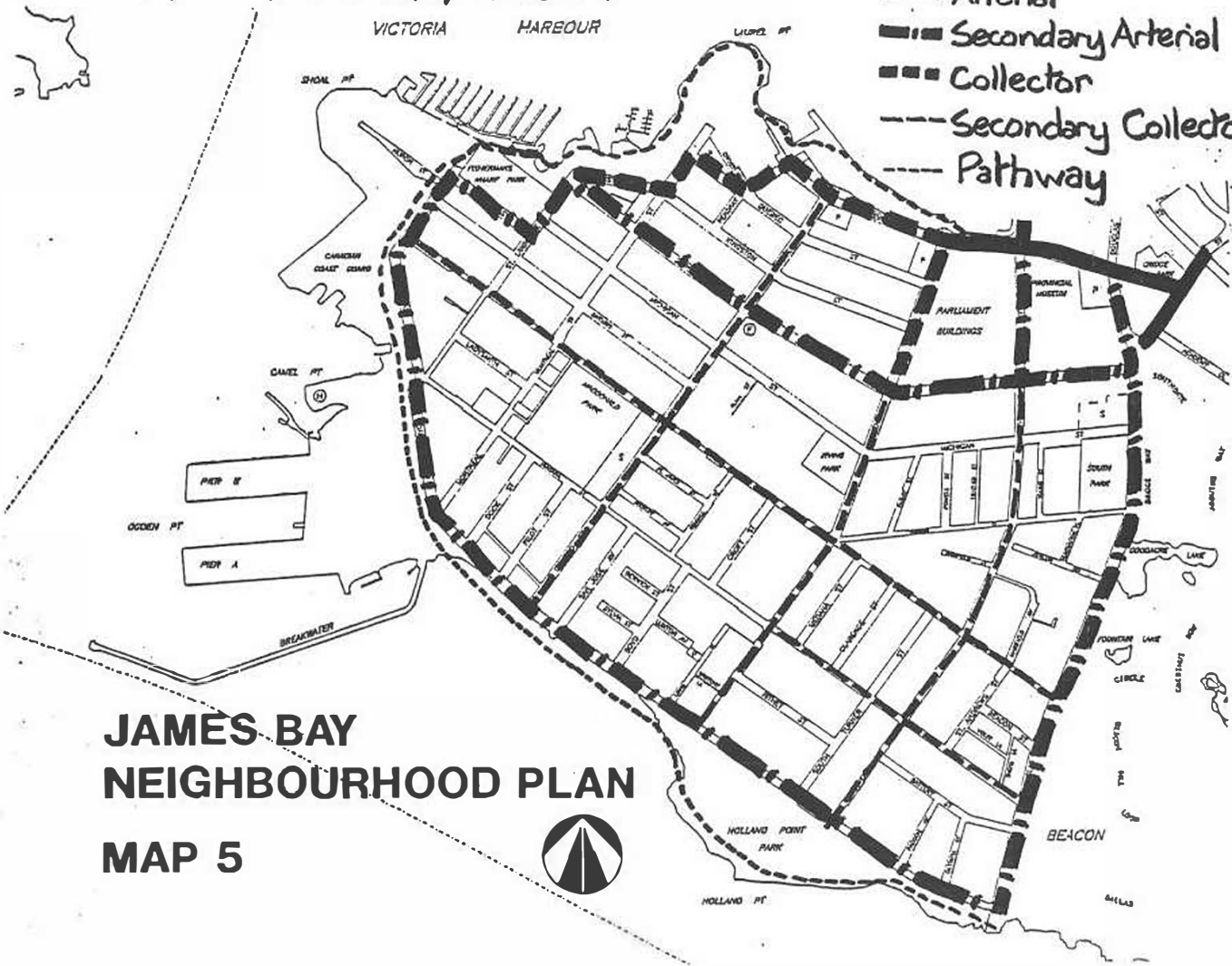
Policies and Recommendations

1. To undertake a Neighbourhood Transportation Management Plan for James Bay in consultation between James Bay Community and the City. Refer to Appendix 3 for items to be reviewed.

TRANSPORTATION

VICTORIA HARBOUR

- Arterial
- Secondary Arterial
- Collector
- Secondary Collector
- Pathway



**JAMES BAY
NEIGHBOURHOOD PLAN**

MAP 5



Pedestrian and Cyclists

Goals & Objectives

1. To extend and link the existing parks and open space on the periphery of James Bay.
2. Encourage cycling and walking as alternatives to the use of the private automobile, where practicable.
3. Promote continuous walkway linkage of all community facilities in the community eg. schools, New Horizons Centre and James Bay Project offices.
4. Provide improved pedestrian safety measures, particularly near school sites and along Dallas Road where pedestrians cross to reach the waterfront.

Policies and Recommendations

1. Connect the causeway walkway along Belleville Street to Centennial Park; connecting Centennial Park to Fisherman's Wharf Park; creating a more defined pedestrian walkway along the Canadian Coast Guard site and along Dallas Road to Ogden Point.
2. Develop a walking map at the base of Belleville and Government and at Dallas and Douglas indicating the regional walking park and interesting features.
3. Incorporate the use of wider curb lanes to accommodate commuter cyclists in the design of major streets.
4. Where possible, develop continuous, accessible pedestrian and bicycle systems along the waterfront and through the community.

PUBLIC WORKS

The City's Engineering Department is responsible for the maintenance and improvement of the road, sidewalk, lighting and sewer systems in James Bay. A continuous needs assessment of this infrastructure is undertaken and a five year budget is prepared to allocate sufficient funds for improvements where warranted.

The existing sanitary sewer system in James Bay consists of three sub-systems which are near capacity at current zoning. Further upgrading to the system would be required if any major redevelopment were proposed. This would result in significant costs. In addition to the sanitary sewer system, a system of storm sewers also serves James Bay. While they will inevitably require upgrading, the existing storm sewer system is sufficiently flexible to be improved as required without incurring exorbitant costs.

Utility Services

Goals & Objectives

1. To maintain and upgrade, as required, the utility service systems.

Policies and Recommendations

1. Complete approved utility improvement programs included in the Capital Budget.
2. Ensure that land use decisions are compatible with existing servicing capacities.
3. Coordinate future service trunk improvements with land development policies and proposals.

GLOSSARY OF DEFINITIONS AND COMMON ZONES

Please Note: These definitions and zone descriptions are provided to further the understanding of this Plan. They are not intended in any way to be a substitute for the actual descriptions and regulations set out in the Zoning Regulation Bylaw.

Definitions

Density

In land use planning, density refers to the size of building or number of dwellings that can be built within a given area. That area could be an individual lot or a neighbourhood. With regard to residential development and at a neighbourhood scale, density is usually expressed as a number of dwelling units per hectare/acre. Density can also be expressed as a floor space ratio (FSR) which is a ratio of the size of a building to the lot area. For example with an FSR of 1.2:1, you could construct a building which has a floor area of 1.2 multiplied by the lot area.

Low Density

Low density residential development is generally described as the density that applies to typical single family, duplex and townhouse types of housing. This density would be typical of the R1-B, R1-S, R-2, and R-J zones. Expressed in units/hectare, these zones represent densities of 38 units/hectare (15 units/acre) and less.

Medium Density

Medium density residential development is typical of townhouse and apartment types of housing. Typical zones would be R-K, R3-1/2, R3-A1/A2, R3-AM-1/2 zones. These zones represent a range of densities from 54 units/hectare (22 units/acre) to 172 units/hectare (70 units/acre) and a range of floor space ratios from 0.6:1 to 2.5:1. Buildings in these zones are generally a maximum of 3 to 8+ storeys depending on the specific zone regulations.

High Density

Victoria has very few high density residential zones where the floorspace ratio exceeds 2.5:1. Expressed as units/hectare high density residential development represents 323 units/hectare (130 units/acre) or above. This density is typical of the CA-4 and R3-C zones.

Development Permit Areas

An area designated by the City's Official Community Plan because of its special characteristics. Within these areas, applications for development require review by the Advisory Design Panel and Council approval before issuance of a building permit. Differing types of area imply differing levels of control over design.

Heritage Designation

B.C.'s Heritage Conservation Act allows municipalities to pass bylaws to protect properties of heritage significance from demolition and unsympathetic alteration. Heritage Designation is the official legal protection given to a property through a municipal heritage bylaw. A designated property may not be altered or demolished without the approval of City Council.

Heritage Registry

A heritage-registry property is officially listed in the Heritage Inventory because it may have sufficient heritage value to warrant protective actions by the City in the future. Heritage-registry is not the same as Heritage Designation. It is a system to ensure the review and monitoring of proposed changes to properties with heritage value. Applications for changes receive the benefit of Heritage Advisory Committee advice. Demolition applications are flagged for consideration of Heritage Designation.

Infill Housing

Infill housing generally refers to the addition of housing in already established neighbourhoods through the subdivision of larger lots, additions to existing houses to create duplexes or redevelopment of sites for low-density attached housing and usually does not involve demolition of existing houses. *Infill housing does not imply extensive redevelopment and usually does not involve demolition of existing houses.*

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policies and bylaws for guidance.

Neighbourhood Parks

Neighbourhood parks vary in size and provide opportunities for passive and active recreation for local residents. Generally, they should be centrally located and within walking or short driving distance for residents. The Parks and Recreation Department define **Primary** and **Secondary Neighbourhood Parks** based on size and the type of recreation activities which they can meet. Neighbourhood parks are generally located on City property.

Community Park^{*}

The Parks and Recreation Department define three major types of community parks:

1. Outdoor sport and recreational areas which require special site development which cannot usually be afforded at neighbourhood levels eg. rugby fields, cricket pitches;
2. Special Attractions or points of interest which represent an historical, cultural, or social significance; and
3. Landscaped or natural areas which have special significance.

Community parks serve the entire City and its visitors however they may also serve secondarily as neighbourhood parks. Community Parks may be outside the neighbourhood. City property, school grounds and provincially or federally owned lands may all be considered to be Community Parks.

Pathway^{*}

The Parks and Recreation Department describes pathways as being primarily developed for pedestrians. The area on either side of the path may serve other recreational purposes. Whenever possible, pathways should be located in association with and/or linking neighbourhood and community parks. Pathways are designed to serve the entire City and Greater Victoria.

- * These descriptions are a summary of that in the Parks and Recreation Open Space Analysis, September 7, 1990.

DESCRIPTIONS OF COMMON ZONES

Part 1.2 - R1-B Single Family Dwelling District

The R1-B zone makes up the majority of single family residentially zoned land in the City. Other than single family dwellings, the zone generally permits a range of residential uses including boarding or rooming of up to four persons, home occupations, and the conversion of existing single family houses into suites, rest homes and kindergartens subject to restrictions for parking, age of building and exterior conservation. Other permitted uses include public buildings, parks, commercial exhibits, churches, schools and daycare. (Minimum lot size is 460 m² and width 15 m).

Parts 1.22 and 1.23 - R1-S1/R1-S2 Small Lot Single Family Dwelling District

These zones permit the subdivision of lots for single family dwellings that have a minimum lot area (260 m², approx. 2800 ft²) and lot width (10 m, approx. 33 ft). The R1-S1 zone restricts buildings to one storey while the R1-S2 zone allows up to two storeys. Use is restricted to single family dwellings only.

Part 2.1 - R-2 Two Family Dwelling District

This zone permits construction of a two family dwelling (Minimum lot size is 555 m² and width 15 m). The R-2 zone also permits the same uses as the R1-B zone.

Part 2.2 - R-1 Low Density Attached Dwelling District

This zone allows townhouses at a density of one unit per 277 m² (approx. 3000 ft²) of lot area (minimum 555 m²) and all the low density and related uses of the R1-B and R-2 zones, subject to the regulations of that zone.

Part 2.3 - R-K Medium Density Attached Dwelling District

Uses permitted in this zone include townhouses at a density of one unit per 185 m² (approx. 2000 ft²) of lot area (minimum 555 m²) and all the low density and related uses of the R1-B and R-2 zones, subject to the regulations of that zone.

Part 3.9 - R3-A1 and R3-A2 Low Profile Multiple Dwelling District

These zones provide for a variety of residential uses including apartments up to 3 storeys in height. It also allows R1-B and R-2 uses (minimum lot area 920 m², maximum FSR 1.2:1).

Part 3.10 - R3-AM-1 and R3-AM-2 Mid-Rise Multiple Dwelling District

These zones provide for a variety of residential uses including apartments up to 4 storeys in height. It also allows R1-B and R-2 uses (minimum lot area 920 m², maximum FSR 1.2-1.6:1).

Part 7.1 - M-1 Limited Light Industrial District

Permitted uses are restrictive and include bakeries, printing plants, quick freeze plants, wholesale uses, garages, milk processing etc. Some limited commercial uses are included, i.e. banks and restaurants. Retail use is prohibited except as an accessory to an industrial use. Warehouse and most forms of manufacturing are prohibited.

Part 7.2 - M-2 Light Industrial District

In addition to those uses permitted in the M-1 zone, uses permitted in this zone include warehousing and general non-offensive manufacturing industries. Certain uses such as noxious or offensive industries are specifically prohibited.

Part 7.3 - M-3 Heavy Industrial District

In addition to the M-1 and M-2 permitted uses, heavy industrial operations are permitted.

Part 7.9 - MS-1 Marine Service (Outer Harbour) District

Uses permitted in the MS-1 zone are primarily marine related. The zone permits uses such as docks, wharfs and piers, facilities for the construction, repair and maintenance of marine vessels, activities associated with the fishing industry, including retail and storage, repair and supply of equipment, electrical shops, restaurants and bulk storage of oil, gasoline and propane.

APPENDIX 1: Parks in James Bay

1.1	CITY PARKS	PARK CLASSIFICATION	HECTARES
	Avalon Parkette	Neighbourhood	0.01
	Belleville Green	Neighbourhood	0.06
	Centennial Park	Pathway	0.17
	Fisherman's Wharf	Community	1.54
	Holland Point Park	Neighbourhood	7.60
	Irving Park	Neighbourhood	0.77
	Laurel point Walkway	Neighbourhood	1.26
	Lewis Street Parkette	Neighbourhood	0.05
	MacDonald Park	Community	3.57
	Redfern Green	Neighbourhood	0.22
	South Park	Neighbourhood	0.97
	Todd Courts	Neighbourhood	0.30
	Todd Parkette	Neighbourhood	0.10
	Total Hectares City-Owned Park		16.62⁽¹⁾
1.2	PROVINCIALY OWNED COMMUNITY PARKS		
	Parliament Buildings - Grounds Only	Community	3.7
	Quadra Park	Community	0.21
	Thunderbird Park	Community	0.37
	Total Hectares Provincially-Owned Community Park		4.28
1.3	EXISTING PARK SUPPLY COMPARED TO OFFICIAL COMMUNITY PLAN STANDARDS		
	1991 Population James Bay		11,047 ⁽²⁾
		Park Standard Based on 1991 Population	Existing Parks
	Neighbourhood Park Requirement 0.6 ha/ 1000 population	6.63 ha	11.34 ha
	Total Neighbourhood & Community Park	17.01 ha	20.73 ha⁽¹⁾

(1) THESE FIGURES DO NOT INCLUDE BEACON HILL PARK WHICH IS CONSIDERED TO BE A COMMUNITY PARK FOR JAMES BAY.

(2) POPULATION IS BASED ON 1991 CENSUS FIGURES FROM STATISTICS CANADA.

APPENDIX 2: Issues for consideration in a Traffic Management Plan.

These issues were raised during the mediation sessions as areas of concern to the neighbourhood. It is recommended that the issues included in this appendix be reviewed at the time a Traffic Management Study takes place for the neighbourhood. These should not be viewed as solutions in and of themselves but as issues to be reviewed.

1.
 - (a) Round the corners from Fisherman's Wharf Park to Belleville Street creating a more natural flow along the waterfront.
 - (b) Remove the stop sign on St. Lawrence approaching Superior Street interchange to encourage through traffic along the perimeter road.
 - (c) Upgrade the road surface from Erie Street to Belleville.
 - (d) Provide permanent planter dividers at St. Lawrence and Niagara, and Montreal and Kingston Streets.
 - (e) Dead end Douglas at Dallas with a diversion, and route traffic so that Dallas connects with Douglas east of the Mile 0 sign at a redesigned intersection. Provide a stop sign where Dallas connects with Douglas/Dallas.
 - (f) Install scenic routes signs around the perimeter road.
 - (g) Create additional small parking lots along the ring road, especially at the Ogden Point and Coast Guard sites and along Belleville Streets.
2. Provide a community awareness program which recognizes that the majority of traffic in areas of concern is local neighbourhood traffic.
3. Implement road alignment improvements along Douglas Street at Simcoe Street and Dallas Road to improve traffic flow and to enhance Beacon Hill Park recreation opportunities.
4. Improve the alignment and function of the Douglas Street, Blanshard Street, Superior Street, Southgate Street intersection.

5. Provide alignment improvements for the waterfront route and adjacent to Beacon Hill Park at the following locations:

- Dallas Road at Erie Street
- Erie Street at St. Lawrence
- St. Lawrence Street at Superior and Kingston Streets
- Kingston Street at Montreal Street
- Montreal Street at Quebec Street
- Quebec Street at Pendray Street
- Douglas Street at Simcoe Street and Dallas Road

6. Discourage through traffic along any internal James Bay street. Remove all local collector through-streets within James Bay, especially Oswego and Government. Disperse all traffic equally along the existing road system to the perimeter road system.

- (a) Place stop signs or roundabouts so that no streets have more than two blocks free movement. This will require additional stop signs or roundabouts along Oswego, and Government Streets.
- (b) Discourage through traffic along Oswego, especially in front of the James Bay Community School by placing four way stops at Simcoe and Niagara Street and a crosswalk at Oswego and St. James Street.
- (c) Discourage through traffic along Government Street by adding a four way stop at Simcoe Street, changing the street name to Carr Street from Dallas to Toronto, and Bird Cage Walk from Belleville to Toronto. Route James Bay Inn parking in from Toronto and out from Government.
- (d) Encourage additional cul de sac streets such as Avalon and Berwick Streets. Ideal streets for cul de sacs include Rithet at Menzies, St. Lawrence at Dallas, Simcoe at Dallas and Montreal at Kingston. Create other cul de sac streets when a majority of residents along a street agree.

7. Provide a program of police enforcement with traffic control measures designed to control speeding on:

Oswego Street - Simcoe to Niagara Streets
Superior Street - St. Lawrence to Oswego Street
Douglas Street - near South Park School
Government Street - south of Toronto Street.

8. Maintain the existing size of all streets. Do not expand street sizes in the future to accommodate vehicular traffic instead, give priority to pedestrian walkways.

9. Consider placing roundabouts at the intersection of certain streets to slow down traffic (similar to the Renfrew area in Vancouver).
10. Change Marifield to a one-way between St. Andrews and Government.
11.
 - (a) Restrict the horse drawn traffic to existing volumes. Vary the routes weekly to reduce constant flow past private residences. Require horse drawn carriages carrying large numbers of people to use natural voices for guiding tours or use ear phones rather than speaker systems to reduce noise irritation to the community.
 - (b) Restrict tour buses to the perimeter roadway and designate bus parking zones along the periphery. Post signs especially along Government Street indicating tour bus restricted areas.
 - (c) Encourage quiet, small scale activities such as Kabuki cabs and small horse carriages and bicycles over larger tourist vehicles.
 - (d) Restrict scooter rental operation from the James Bay area and enforce laws prohibiting driving through parks and along pedestrian walkways.
 - (e) Limit commercial vehicles including taxis access through the community. Restrict truck use to the perimeter road with egress east along Dallas Road.
12. Amend the sightseeing vehicles and taxi bylaw to establish a tour vehicle/taxi route along the perimeter of residential neighbourhoods.
13. Continue a pedestrian awareness program with the police, School District and Engineering Department for a safe route to school program. Concurrently provide a program of crosswalk improvements as part of a City-wide review.

REFERENCES

1. 1973 James Bay Plan - City of Victoria.
2. 1990 Draft James Bay Plan - City of Victoria.
3. 1990 Draft James Bay Plan Background Report - City of Victoria.
4. This Old House: An Inventory of Residential Heritage - City of Victoria.
5. James Bay Community Study Group Plan - James Bay Neighbourhood Environment Committee.
6. The James Bay Community Plan: Comparative Analysis of the James Bay Study Group Plan and the James Bay Draft Plan Prepared by the City of Victoria Planning Department - James Bay Neighbourhood Environment Committee.
7. 1981 Legislative Precinct Plan - City of Victoria.
8. Public Recreational Oper. Space Analysis - City of Victoria Parks and Recreation Department. September 1990.
9. City of Victoria Official Community Plan - City of Victoria, 1986.

END OF DOCUMENT



JUBILEE NEIGHBOURHOOD PLAN

ADOPTED BY VICTORIA CITY COUNCIL JUNE 13, 1996



FOREWORD

This document is a statement of the planning goals, objectives and policies of the Jubilee Neighbourhood. The plan is the outcome of work carried out between February 1994 and September 1995. The plan is a collaboration between the Jubilee neighbourhood, represented by the Jubilee Plan Review Steering Committee and City Staff.

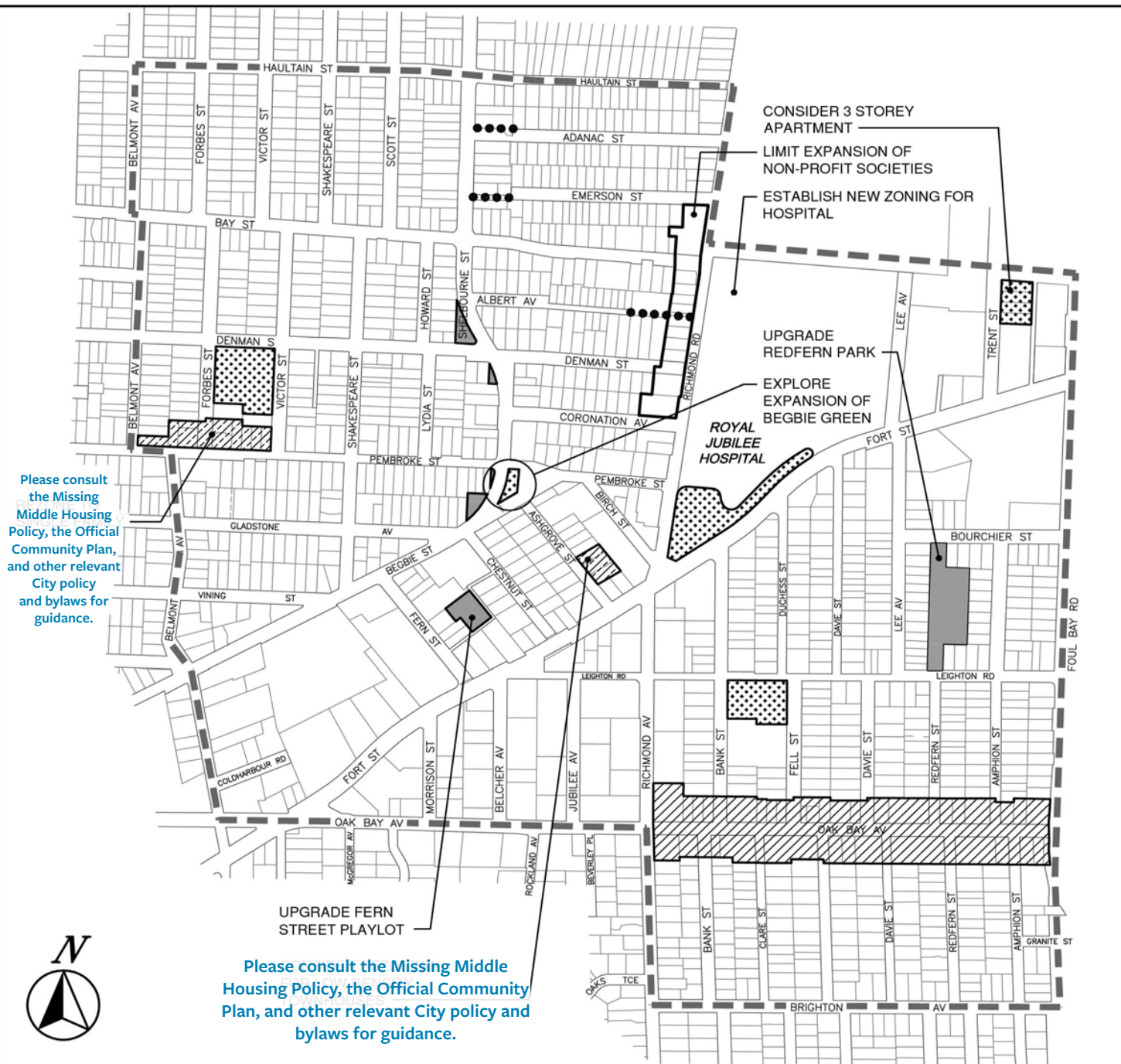
The different sections of the plan are interrelated and should be taken as a whole. Two related documents, the *Open House/ Workshop Results* and the *Summary of Issues*, provide details of the issues identified during the first stage of the planning process.

The members of the Jubilee Plan Review Steering Committee spent countless hours formulating, reviewing and discussing the information in this plan.

STEERING COMMITTEE MEMBERS

Paula Rose	Don Juzwishin
Ann McAlister	Jackie Cox-Ziegler
Roger Smeeth	Don Main
Janice Stewart	Jim Jaarsma (Advisory Planning Commission)
Michael Dillistone	(Planning Department)

The Committee appreciated Councillor Geoff Young's attendance at several of the Steering Committee meetings and other Council members' attendance at open houses and workshops in the neighbourhood.



JUBILEE NEIGHBOURHOOD PLAN, MAP 1

PLAN SUMMARY

LEGEND

- Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.
- CHANGE ZONING TO REINFORCE MIXED USE CONCEPT
Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.
- PARK AREAS - CITY-OWNED
- OTHER IMPORTANT OPEN SPACES
- WALKWAYS
- NEIGHBOURHOOD BOUNDARY (SEE MAP 2)



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1. INTRODUCTION

1.1 INTRODUCTION AND SUMMARY

The Jubilee neighbourhood is home to some 6000 residents, a number of businesses and several large institutions including the Royal Jubilee Hospital. Jubilee is bounded by the Oaklands, Fernwood and Gonzales neighbourhoods and the municipalities of Saanich and Oak Bay. Its location provides easy access to the downtown and other parts of the region. The neighbourhood is not defined by distinctive natural boundaries; its planning boundaries are more the result of the location of municipal boundaries and major streets than a perception of the neighbourhood.

Current land use patterns in the neighbourhood are largely the result of zoning and policies put in place by the City in 1976 as part of a planning review completed in 1977.

Three community associations represent residents within the area defined as Jubilee in the 1977 plan: North Jubilee, South Jubilee and Fernwood. (The plan recommends the re-drafting of the neighbourhood planning boundaries to reflect these different areas).

In 1994, City Council appointed a Steering Committee to review the 17 year old plan for the neighbourhood. The committee was instrumental in the formulation of the review process and preparation of this plan (see appendix A for a chronological review of the plan review process).

The Jubilee neighbourhood will continue to experience a very low rate of growth over the next five to ten years. The majority of land will continue to be used for low density housing such as single family and duplexes. The increase in residential density contemplated by this plan will not

significantly increase the neighbourhood population. In fact, given present trends, it is estimated that the neighbourhood population will not grow by more than three to four hundred people over the next ten to twenty years. This is a plan of consolidation and refinement. However, this does not mean there will not be change. It can be anticipated that as land prices increase in neighbourhoods like Jubilee, which are close to the Downtown, some of the existing housing stock will be replaced by new single family dwellings. Oak Bay Avenue will experience an increase in residential population through the development of new mixed-use buildings. It is also expected that the Royal Jubilee Hospital will continue to change to keep up with changes in health care.

The *Plan Summary Map* identifies where change is least likely to occur and where change might occur in the next five to ten years. As a general statement, very little change is expected to take place in the established single-family areas of the neighbourhood.

1.2 NEIGHBOURHOOD PLANNING

Neighbourhood planning is an important aspect of the ongoing evolution of a community. Working with municipal staff and Council members, the process of neighbourhood planning is an opportunity for interested people in the community to become involved in making decisions that will affect the future of their neighbourhood.

Planning is an ongoing process that must be able to respond to change. The planning process does not stop with the adoption of this neighbourhood plan. Plans, like the neighbourhoods they represent, must evolve over time to reflect changing community goals. This plan will only be kept alive through the continuing involvement of the community that it represents.

1.3 NEIGHBOURHOOD DEMOGRAPHICS

The people who live in the Jubilee neighbourhood represent a variety of age groups and family structures. In 1991 (the most recent census information), the population of Jubilee made up approximately 9% of the total population of the City. In many ways the demographics of the neighbourhood mirror those of the City as a whole. The two age groups that made up the highest percentage of the population in the 1991 census were young adults, 20-34 years of age (31%) and those 65 years of age and over (23%). There were a higher percentage of females (58%) than males (42%). (This represents one of the highest female to male ratios in the City in 1991). English is listed as the mother-tongue of 88% of the total population in the neighbourhood.

63% of the total number of private dwellings in the neighbourhood in 1991 were apartments compared to 37% single family dwellings, duplexes and townhouses. Of these dwellings, 62% were rented and 38% were owned. This was a slightly higher level of ownership than in the City as a

whole where 66% of dwellings were rental and 34% were owned.

There were 590 families recorded as having children at home in 1991. The majority of these families (56%) had 1 child. 36% of these families were single parent. The percentage of single parent families varies significantly in different neighbourhoods, but as a total represents 38% of families with children at home in the City.

Jubilee's population increased by 5.2% from 1986 to 1991, from approximately 5800 to 6100 people. Except for Gonzales and Fairfield, this percentage of growth is the lowest of any neighbourhood in the City over the same period. Since 1971, the neighbourhood's population has increased by 5.9%.

YEAR	POPULATION
1971	5798
1976	5884
1981	5695
1986	5835
1991	6140

2. COMMUNITY

2.1 ISSUES AND OBSERVATIONS

There is a strong sense of community in Jubilee, even though the neighbourhood is divided by a number of major streets. The perception of the neighbourhood, however, does not relate to the planning boundaries set out in the 1970s. Map 2 proposes re-defined neighbourhood boundaries for Jubilee based on the neighbourhood association's boundaries. The new boundaries propose a smaller Jubilee, with two distinct precincts, South and North Jubilee, while the area west of Shelbourne Street will become part of Fernwood and the area south of Oak Bay Avenue part of Gonzales. The new North Jubilee precinct would also extend on the east side of Shelbourne Street up to Hillside Avenue. It will be important to recognize that while the north and south sides of Oak Bay Avenue may be in different neighbourhoods, that both sides should be dealt with in a consistent manner with input from both affected neighbourhoods.

The City has undertaken a number of initiatives to strengthen neighbourhoods and build community. Perhaps the most visible recent examples of these have been the update of the City's *Official Community Plan 1995*, the *Victoria Neighbourhood Development Policy 1993* with its accompanying *Neighbourhood Funding Program*, and the *Community Policing Initiative*. The key directions of the Social Planning chapter of the *Official Community Plan 1995* states:

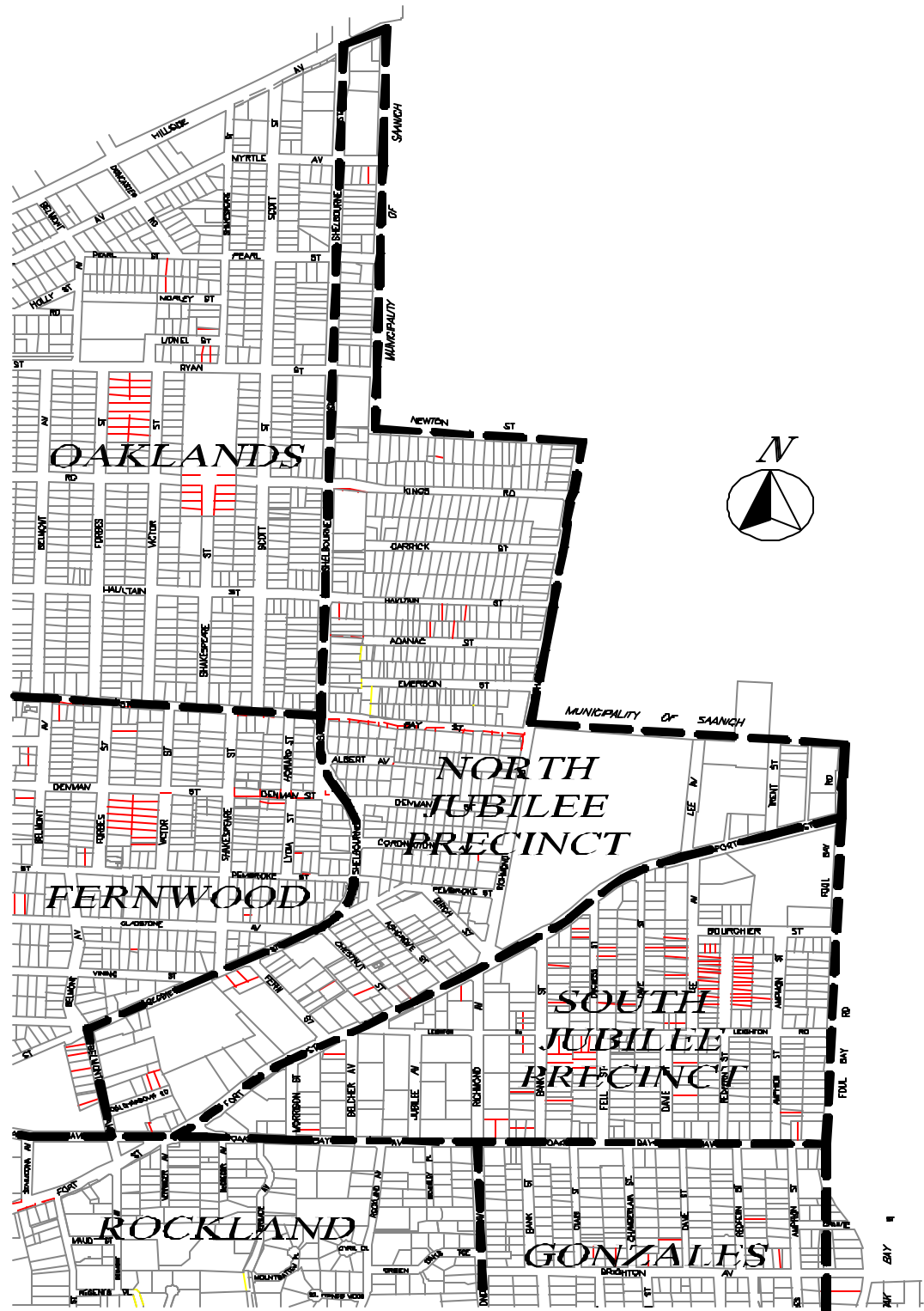
"Strengthen the sense of community and neighbourhood quality by building around local needs and retaining the human scale; concerns relate particularly to quality of life, health, and safety, especially for women and children."

The City's *Victoria Neighbourhood Development Policy 1993* states:

"Neighbourhood is a process whereby local people are effectively involved in the continuing determination of those decisions, policies, and programs that affect all their lives. Neighbourhood development is a shared process in which the City and the neighbourhood work together. These partnerships will maximize this involvement and determination in order to satisfy neighbourhood needs and aspirations in the context of overall City goals."

Through the plan review process, a number of issues were raised with regard to the sense of community in Jubilee: the lack of a focal point for the neighbourhood, the lack of a local gathering or meeting space to serve the neighbourhood, the concern over safety and security (personal and property) both for residents and business people, the concern over traffic issues and the continued need to address youth issues among others (refer to the *Issue Identification and Summary of Issues* documents for a listing of these issues).

MAP 2 NEIGHBOURHOOD BOUNDARIES



2.2 COMMUNITY GOAL

<p>RECOGNIZE THE COMMUNITY AND HELP TO DEVELOP ITS CHANGING FACE.</p>
--

2.3 COMMUNITY OBJECTIVES

- 1 Promote safety and security in the neighbourhood as an integral part of Community.
- 2 Support the Neighbourhood Development Policy initiative.
- 3 Encourage the provision of Community meeting space.
- 4 Recognize the neighbourhood boundaries described by the community associations and adopt them as Planning Boundaries.
- 5 Support the Community Policing initiative.

2.4 COMMUNITY POLICIES AND RECOMMENDATIONS

- 1 Through this plan and its policies, ensure that future developments and redevelopments take the safety and security of residents into consideration.
- 2 Effective with the adoption of this plan, the neighbourhood boundaries as set out in Map 2 are to be established as the future planning boundaries for the Jubilee area.
- 3 Explore opportunities for the provision of community meeting space through major rezoning and redevelopment applications as amenities to the community. Consider a bonus density as an incentive for developers to provide such space. As a guideline any applicable space must be readily accessible to residents and centrally located in the neighbourhood.

- 4 The community associations should initiate discussions with the Jubilee Hospital to explore the potential for meeting space in Begbie Hall at the corner of Fort Street and Richmond Road. There may be an opportunity for office space here as well.
- 5 Evaluate development proposals in light of the diversity of age groups and family structures in the neighbourhood and explore opportunities to provide amenities for various age groups through the development review process.

3. HOUSING

3.1 ISSUES AND OBSERVATIONS

The character, type and density of housing vary throughout Jubilee. While parts of the neighbourhood have been developed for medium density apartments, the majority of the land zoned for residential use continues to be used for single family housing. This is especially true in the Fernwood and South Jubilee Precincts. The majority of housing in the neighbourhood is in good condition and well kept.

Once you move away from the major streets in Jubilee the predominance of single family housing establishes the character for the majority of the neighbourhood. However, even within these single family areas the character of housing varies tremendously. Streets such as Albert, Emerson and Adanac have smaller houses that were developed in the early part of this century; many of which are on traditional small lots. Some areas have predominantly post-war era bungalows with larger lots. Other areas have a mixture of these types of houses with new housing interspersed. The area south of Oak Bay Avenue is distinctive with its older homes and larger lots. The City's policy to permit the conversion of older single family homes to add suites has encouraged the retention of many of the larger old homes in the neighbourhood.

City policies and housing demand in the late 1960's and through the 1970's resulted in some areas of the neighbourhood being redeveloped for low-rise (3-4 storey) apartments. Some large buildings were built during this period and in several instances, entire blocks were redeveloped. While these buildings are typical of that period, viewed from today's perspective, their form, scale, and character was for the most part unsympathetic to the neighbourhood. They isolate residents from their neighbours rather than foster a sense of community. A recent example of development on upper Fort Street, adjacent to the Fern Street play lot has shown that

this type of unsympathetic treatment remains a possibility. As an alternative, the development on the corner of Fern and Begbie Streets incorporates townhouses as well as apartments into one development and provides for a more appropriate presence on the street.

New housing should fit in with the form and character of established housing especially that of the street into which it is being placed. This may be achieved through the massing, scale and architectural detailing of new buildings. It is most important that new housing be designed to build a sense of community. Buildings should be designed to encourage neighbours to meet (e.g. front doors facing the street, porches, common gardening areas etc.) and to maintain important parts of the neighbourhood (e.g. landscape features, walkways). Over the long-term, there may be opportunities, through the redevelopment of the large apartment blocks, to provide for different forms of housing and address some of the community's goals.

The 1977 plan identified much of the area between Fort and Begbie Streets for redevelopment to medium density apartments. Redevelopment took place on the majority of this land to a point where there are only a few remaining single family houses on Fern, Chestnut and Ashgrove Streets. This plan recognizes the importance of maintaining a mix of housing (within blocks as well as the neighbourhood as a whole) as part of the overall goals. In order to maintain a mix of housing in these blocks, it will be necessary to protect the small areas of single family zoned property which remain.

3.2 HOUSING GOALS

1. **MAINTAIN AND ENCOURAGE A MIX OF HOUSING TYPES AND TENURES FOR PEOPLE WITH DIFFERENT NEEDS INCLUDING A VARIETY OF INCOMES AND FAMILY STRUCTURES.**
2. **MAINTAIN THE PHYSICAL INTEGRITY, SCALE AND CHARACTER OF THE NEIGHBOURHOOD.**

3.3 HOUSING OBJECTIVES

1. New residential development should respect the character of existing neighbourhood and street variety through the scale and form of housing.
2. Reduce the allowable height and overall scale of future apartment development in Jubilee.
3. New residential developments should provide individual unit entrances at ground level where possible facing the street.
4. New developments should respect the balance between adequate parking and green space.
5. Encourage the retention of existing viable housing stock
6. Permit sensitive, small-scale in-fill development.
7. Ensure new residential developments provide sufficient parking to meet their needs.
8. Encourage the development of non-profit and rental housing.

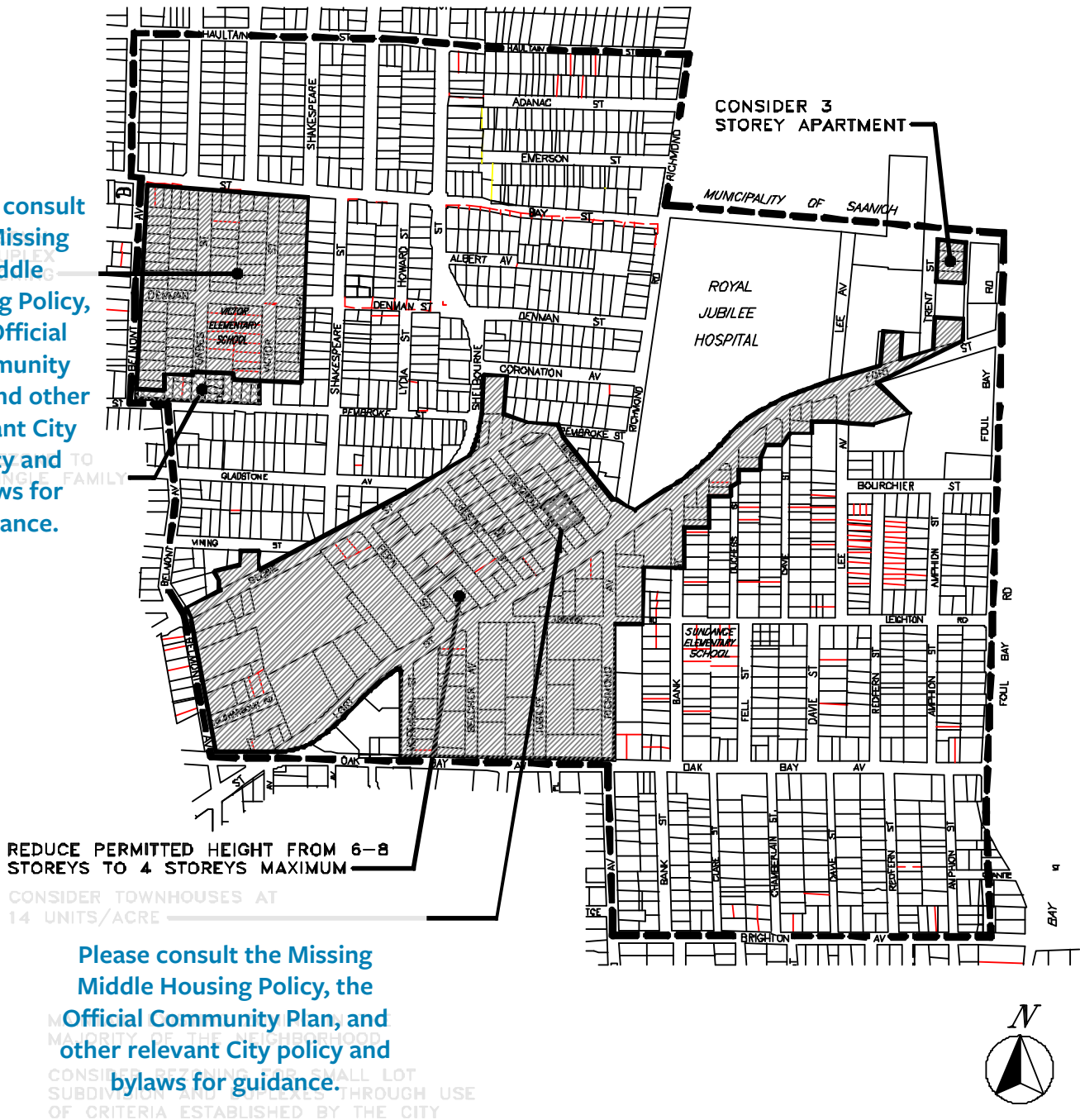
3.4 HOUSING POLICIES & RECOMMENDATIONS

1. That small lot subdivision and duplex rezoning be considered as infill housing within the R1-B zoned areas of Jubilee, through use of the criteria already established by the City, except in areas outlined in policies 3 and 4 below.
2. The City develop criteria for small lot and duplex zones, with particular emphasis on privacy/ overlook/ shading, window and patio placement, availability of useable open space and good contextual fit with the neighbourhood and surrounding properties.
3. That the R-2 zoned area west of Victor Street be retained (refer to attached housing study that is handed with the exception that the properties on the north side of Pembroke Street (the 1500 blocks Pembroke St., illustrated on map 3 with the exception of 1554 Pembroke Street) which should be rezoned to R1-B to coincide with the policies in the Fernwood Plan 1994.
[Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.](#)
4. Retain the R1-B, Single Family zoned areas on Ashgrove, Chestnut and Fern Streets as areas for single family housing.
5. That the City initiate rezoning of the remaining R3-2 zoned lots on the east side of Ashgrove Street to the R-J zone to permit low-density townhouses (1921-1929).
6. Low-rise apartment (maximum 3 storey based on the R3-A2 zone) development will be considered for the R1-B zoned properties on the northeast side of Trent St. Any application for redevelopment on these sites should consider its relationship to the Bowker Creek flood plain.

7. **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**
8. That the land currently zoned R3-2, Multiple Dwelling District, in the Jubilee Neighbourhood be rezoned to R3-AM-2, Mid-Rise Multiple Dwelling District in order to reduce the permitted height from 6-8 storeys to a maximum 4 storeys.
9. In evaluating the design of applications that have a housing component, for rezoning and development permit, the following will be considered:
 - the *Social Planning Development Guidelines* with particular emphasis on the impact on immediate neighbours and provision of appropriate amenities for project residents,
 - the *Advisory Design Guidelines for Buildings, Signs and Awnings*,
 - the character of the neighbourhood and surrounding properties (refer to the introduction section on character),
 - the provision of individual unit entrances at ground level, where possible facing the street,
 - site planning should balance useable green space and paved areas for parking, with an emphasis on retention of existing mature landscape features.
10. Discourage the "orphaning" of lots in identified redevelopment areas.
11. The City review the *Highway Access Bylaw* for the potential to increase the number of driveway access points permitted for multiple dwellings, including townhouses, in order to explore opportunities for better site planning and a reduction in paved areas.

MAP 3 - HOUSING SUMMARY

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.



4. HERITAGE

4.1 ISSUES AND OBSERVATIONS

The Jubilee neighbourhood has a long and varied history. The neighbourhood has gone through many different periods of development, beginning with its subdivision into large estates as early as 1860, when 'Fernwood Manor' was built. Several of the early houses are still in the neighbourhood. The Royal Jubilee Hospital opened in 1890 and some of its early buildings still exist. (See the report *Jubilee Neighbourhood Heritage Resource Review* produced by F.G. Consultants).

As part of the preparation of this plan the City retained F.G. Consultants to review the inventory of heritage resources in the neighbourhood. As well as confirming the importance of the existing identified heritage resources in the neighbourhood, the consultants identified an additional 48 buildings as the most significant surviving heritage structures in Jubilee (identified on Map 4). These properties, which include residential, commercial and institutional buildings, are important to the overall character of the neighbourhood.

4.2 HERITAGE GOAL

TO ENCOURAGE THE CONSERVATION OF SIGNIFICANT HERITAGE RESOURCES IN THE NEIGHBOURHOOD WITH A VIEW TO MAINTAINING THEM FOR FUTURE GENERATIONS.

4.3 HERITAGE OBJECTIVES

1. Promote positive public awareness of heritage resources in the Jubilee neighbourhood.
2. Identify significant resources in the neighbourhood that should be retained and enhanced.
3. Wherever possible significant natural and built features such as streetscapes, landscapes, rock outcrops, mature trees, stone walls, fences, gateposts etc. should be retained.

4.4 HERITAGE POLICIES AND RECOMMENDATIONS

1. Work towards the addition of the properties identified in the Jubilee Residential Heritage Inventory review report (prepared by the Foundation Group Consultants) to the City's Heritage Registry to ensure they are recognized as significant heritage resources in the Jubilee neighbourhood.
2. Encourage the voluntary designation of buildings listed on the Heritage Registry as a means of providing long term protection of buildings. Promote voluntary designation through awareness of the Victoria Heritage Foundation's house grants program. Further, that heritage designation be required when incentives are provided to the building owner.
3. Provide other economic incentives such as changes of use, parking relaxations, density bonuses (consistent with heritage conservation standards) or density transfers which assist in the conservation of heritage resources. Where required, consider new uses, compatible with the neighbourhood, to assist with the economic viability of heritage conservation.
4. Ensure land use policies and zoning standards are consistent with the *Heritage Registry*. The City should consider initiating rezoning where permitted densities threaten heritage resources. Where heritage resources listed on the Heritage Registry are threatened with demolition, the City should consider designating the resource.

5. All owners of public buildings on the Heritage Registry should be encouraged to apply for heritage designation (including schools and hospitals).
6. Promote public awareness of appropriate methods of rehabilitation and conservation of heritage resources and seismic stabilization techniques for older wood frame houses.
7. Promote public awareness of heritage conservation with local heritage organizations through publications, walking tours, displays, awards programs, educational programs, presentations and other means as appropriate.

MAP 4 - HERITAGE AND NEIGHBOURHOOD FEATURES



EXISTING DESIGNATED RESOURCES

1052 AMPHION STREET
 1829-31 FERN STREET
 1900 FORT STREET
 1508 GLADSTONE
 1609 GLADSTONE AVENUE
 1361 PEMBROKE STREET
 1569 PEMBROKE STREET

EXISTING REGISTRY RESOURCES

1731 ALBERT STREET
 1803 BELMONT STREET
 1811 BELMONT STREET
 1528 COLD HARBOUR ROAD
 1718 FORT STREET
 1739 FORT STREET
 1555 PEMBROKE STREET

RECOMMENDED REGISTRY RESOURCES

1784 ADANAC STREET	1520 GLADSTONE AVENUE
1007 AMPHION STREET	1533 GLADSTONE AVENUE
1018 AMPHION STREET	1537 GLADSTONE AVENUE
1625 BANK STREET	1950 GRANITE STREET
1911-21 BELMONT STREET	1863 OAK BAY AVENUE
1923 BELMONT STREET	1224-32 PANDORA AVENUE
2023 BELMONT STREET	1516 PEMBROKE STREET
1940 BRIGHTON STREET	1011 REDFERN STREET
1008 CHAMBERLAIN STREET	1003 RICHMOND AVENUE
1027 CHAMBERLAIN STREET	1008 RICHMOND AVENUE
1028 CHAMBERLAIN STREET	1019 RICHMOND AVENUE
1038 CHAMBERLAIN STREET	1049 RICHMOND AVENUE
1057 CHAMBERLAIN STREET	2101 RICHMOND AVENUE
1043 CLARE STREET	2236 RICHMOND AVENUE
1023 DAVIE STREET	1511 VINING STREET
1071 DAVIE STREET	1531 VINING STREET
1076 DAVIE STREET	1818 CHESTNUT STREET
1077 DAVIE STREET	1063 DAVIE STREET
1633-35 DAVIE STREET	1715 DAVIE STREET
1760 EMERSON STREET	1910 LEIGHTON STREET
1857 FERN STREET	1969-71 OAK BAY AVENUE
1871 FERN STREET	1069 REDFERN STREET
1808 FORT STREET	1602 REDFERN STREET
1900 FORT STREET	2228 SHELBOURNE STREET

5. COMMERCIAL

5.1 ISSUES AND OBSERVATIONS

Much of the commercial development in Jubilee over the past 20 years has been of a regional nature primarily because of its location, on the edge of Oak Bay and Saanich, and its proximity to the Jubilee Hospital. Commercial activity has centred around the major intersections of Fort Street and Foul Bay Road, Fort Street and Richmond Road, and Oak Bay Avenue, Pandora Avenue and Fort Street. Other commercial development is sporadic and lines the major streets. Each of these areas has a different character and relationship to the neighbourhood.

There is a lot of concern over the regional nature of commercial development and the tendency of this development to turn its back (blank walls) on the neighbourhood. The impact of traffic and parking that this type of development entails is also a concern. A predominance of offices, especially medical/dental offices deaden the commercial areas after hours.

This plan recommends the consolidation and reinforcement of the commercial areas and encourages that future commercial developments take into consideration its relationship to pedestrians, cyclists and the neighbourhood rather than exclusively the region and the automobile. Mixed residential and commercial use is seen as a positive way to encourage additional housing, enliven buildings and add to the safety and security of businesses and residents.

In 1983, the City produced the Oak Bay Avenue Guidelines, which put forward a vision of Oak Bay Avenue as a low-rise mixed residential/neighbourhood shopping street. The guidelines resulted in the rezoning of properties along Oak Bay Avenue to permit low-rise (three storey), mixed-use buildings. For the most part, this vision has not taken hold. With the exception of a few buildings most properties

remain as they were in 1983. Where development has taken place, owners have opted for alternative forms of development (i.e. one storey commercial buildings). The 1983 guidelines also resulted in the establishment of a Development Permit Area on Oak Bay Avenue to ensure some regulation of the form and character of buildings. The notion of right angle parking on side streets, as set out in these guidelines, seems impractical given the size of the parcels of land facing onto Oak Bay Avenue. This may have contributed to the lack of interest in redevelopment. This plan recommends changes to several aspects of the policies and zoning put in place for Oak Bay Avenue in 1983 to reinforce the vision of this important street and encourage its revitalization.

5.2 COMMERCIAL GOAL

REINFORCE EXISTING NEIGHBOURHOOD COMMERCIAL AREAS AS VIBRANT, PEDESTRIAN-ORIENTED PLACES FOR LOCAL SHOPPING, SERVICES AND SOCIAL INTERACTION.

5.3 COMMERCIAL OBJECTIVES

1. Encourage commercial growth within defined areas by permitting a broad range of businesses that are compatible with the neighbourhood.
2. Develop different characters for the neighbourhood commercial areas within Jubilee through physical improvements.
3. Encourage mixed commercial - residential use, within the defined commercial areas, between properties and on individual properties with residential use above ground floor commercial.
4. Ensure compatibility, safety and security through design of buildings and public spaces, and through mixed use.

5. Recognizing the regional nature of many businesses in Jubilee, new development should respond to surrounding properties and the scale of the neighbourhood.
6. Provide adequate parking for commercial uses without undue impact on residential streets.

5.4 COMMERCIAL POLICIES AND RECOMMENDATIONS

1. Limit commercial redevelopment to those areas already zoned for commercial use, with the following exception:
 - 1.1 Consider the rezoning of the two parcels presently zoned R3-2, Multiple Dwelling District, on the south side of the 1700 block Fort Street (refer to attached map) to CR-3, Commercial Residential Apartment District.
 - 1.2 No expansion of the commercial uses presently at the corners of Bay and Shakespeare Streets.
2. Establish Fort Street between Foul Bay Road and the intersection with Oak Bay Avenue as a Development Permit Area to recognize the importance of this section of Fort Street to the character of the neighbourhood and as a major entry into the City. An important objective of this designation is the compatibility of new developments with adjacent residential areas and the neighbourhood. Include as an objective: to reinforce and enhance the character of Upper Fort Street as a significant entry into the City and portions of it as a neighbourhood shopping area and to ensure that new development is compatible with adjacent residential areas and the neighbourhood.
3. Amend Development Permit Area 12, Oak Bay Avenue to establish it as a revitalization area which will allow control over exterior design and finish of buildings and also establish landscaping standards. Amend the objectives of this DPA to include: to reinforce and enhance the character of Oak Bay Avenue as a neighbourhood shopping area and ensure that new development is compatible with adjacent residential areas and the neighbourhood.
4. In evaluating the design of commercial or mixed-use buildings, within the Development Permit Areas, the following should be considered:
 - the *Social Planning Development Guidelines*
 - the *Advisory Design Guidelines for Buildings, Signs and Awnings*
 - the character of surrounding properties and the neighbourhood
 - pedestrian orientation at street level.
5. The City advise merchants and property owners, in the identified commercial districts, of the benefits of becoming a Business Improvement Area and/or obtaining provincial funding for revitalization. As a part of this the City should be open to joint efforts of merchants and property owners to improve and beautify commercial areas in a coordinated manner. The emphasis of these improvements should be to establish distinct pedestrian oriented, neighbourhood shopping districts.

6. Amend the 1983 Oak Bay Avenue Guidelines to include the following:
 - 6.1 Rezone properties presently zoned C1-NM on Oak Bay Avenue to CR-3, Commercial Residential Apartment District, to reinforce residential use of buildings over 1 storey. Exclude those properties that have been redeveloped for commercial development under the C1-NM zone.
 - 6.2 Amend the CR-3 zone on Oak Bay Avenue to include the following provisions:
 - (a). permit an increase in density from 1.0:1 to 1.4:1 where residential units are provided (within the context of a mixed-use building) and at least 70% of the required parking spaces are located under the main building.
 - (b). reduced street setbacks for mixed-use buildings to allow for a more pedestrian oriented streetscape and greater flexibility for design.
 - 6.3 Delete the concept of right-angle parking on side streets from the guidelines. Provide areas for parallel parking instead.
7. That the City develop an improvement plan for Oak Bay Avenue, to show design criteria for future development in this Development Permit Area with regard to context; pedestrian access; massing; scale; roof line; street relationship and landscaping plan.
8. If the neighbourhood boundaries change as suggested in this plan, then care should be taken to ensure that both the Jubilee and Gonzales area residents are involved in future decisions regarding Oak Bay Avenue. It is important that Oak Bay Avenue be dealt with in a comprehensive manner to ensure its integrity as a neighbourhood shopping area.
9. Rezone the properties on the southeast and southwest corners of Richmond Road and Fort Street to exclude 'service station' as a permitted use.
10. Rezone the split-zoned property at 1505 Fell Street from R1-B and CR-3 to R1-B to limit the intrusion of commercial redevelopment on Fell Street.

6. INSTITUTIONAL

6.1 ISSUES AND OBSERVATIONS

The Royal Jubilee Hospital is an important part of the Jubilee neighbourhood and the region. As one of the primary medical facilities in the region, the hospital is also one of the City's largest single employers. Many of the hospital's existing buildings are out of date and do not meet current seismic standards. It is important that the long-term plan to redevelop the hospital facilities, to bring them up to date and to provide for changes in the health care system, be accommodated in a way that will harmonize its relationship with the surrounding neighbourhood. There may be opportunities for community use of space in Begbie Hall. The municipality of Saanich has been and should continue to be involved in plans for redevelopment.

The potential for a predominance of medical and dental offices in proximity to the hospital could have a deadening effect in the neighbourhood's commercial areas (see commercial policy section). There is the same concern with the clustering of too many smaller scale non-profit societies in any one residential area.

Small-scale (6-8 bed) residential types of uses (e.g. Ronald McDonald House) related to the hospital are appropriate in the neighbourhood if they are not all clustered in one residential area.

6.2 INSTITUTIONAL GOAL

ENSURE THAT INSTITUTIONAL USES IN JUBILEE ARE SENSITIVE AND RESPONSIVE TO THE SURROUNDING NEIGHBOURHOOD.

6.3 INSTITUTIONAL OBJECTIVES

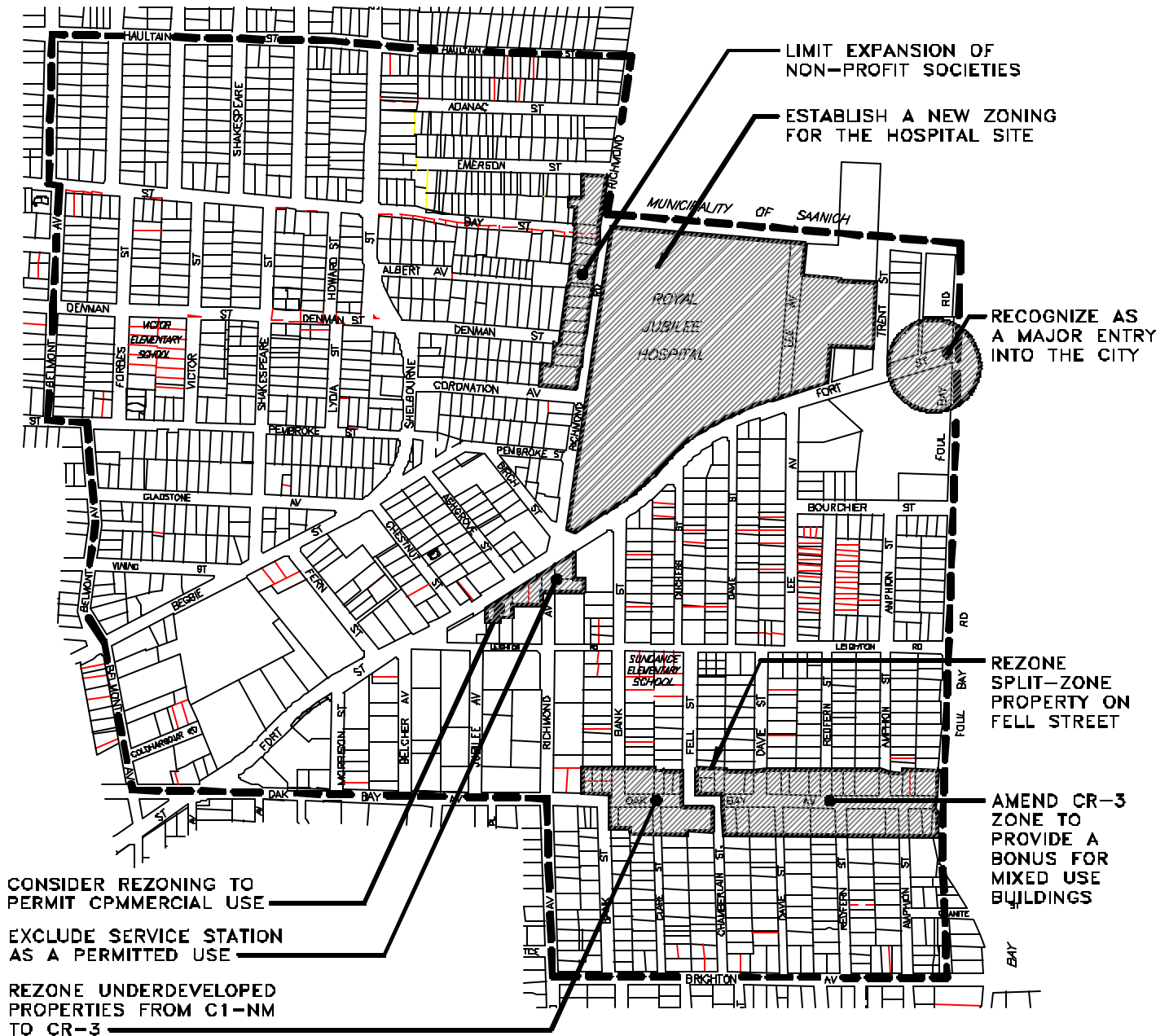
1. Recognize the significant impact of the Royal Jubilee Hospital on the surrounding neighbourhood and support the ongoing dialogue between the GVHS and the community associations on all aspects of mutual interest.
2. Limit the expansion of small-scale institutions and non-profit societies to defined areas.
3. Consider small-scale non-commercial uses as they relate to larger institutions in scattered locations (e.g. Hart House).

6.4 INSTITUTIONAL POLICIES AND RECOMMENDATIONS

1. Include the Royal Jubilee Hospital site and the Eric Martin Institute properties in the Fort Street Development Permit Area.
2. Work with the Greater Victoria Hospital Society and the Community to develop a new zoning for the Royal Jubilee Hospital site which will relate more closely to the intended use and future redevelopment. Any consideration of comprehensive development zoning should include potential ancillary uses to the medical services that are encroaching into the neighbourhood, which will alleviate pressures mentioned in points 6.4.3 and 6.4.4.

3. Limit the expansion of non-profit societies on Richmond Road. Individual applications will be considered on their merit through the rezoning process. Proposals should be limited to properties that face on Richmond Road and will be evaluated for their impact on traffic on Richmond Road (refer to Map 5).
4. Consider small scale, non-profit, supportive-residential uses related to the Royal Jubilee Hospital in scattered locations through the rezoning process.

MAP 5 - COMMERCIAL AND INSTITUTIONAL SUMMARY



7. PARKS, RECREATION AND OPEN SPACE

7.1 ISSUES AND OBSERVATIONS

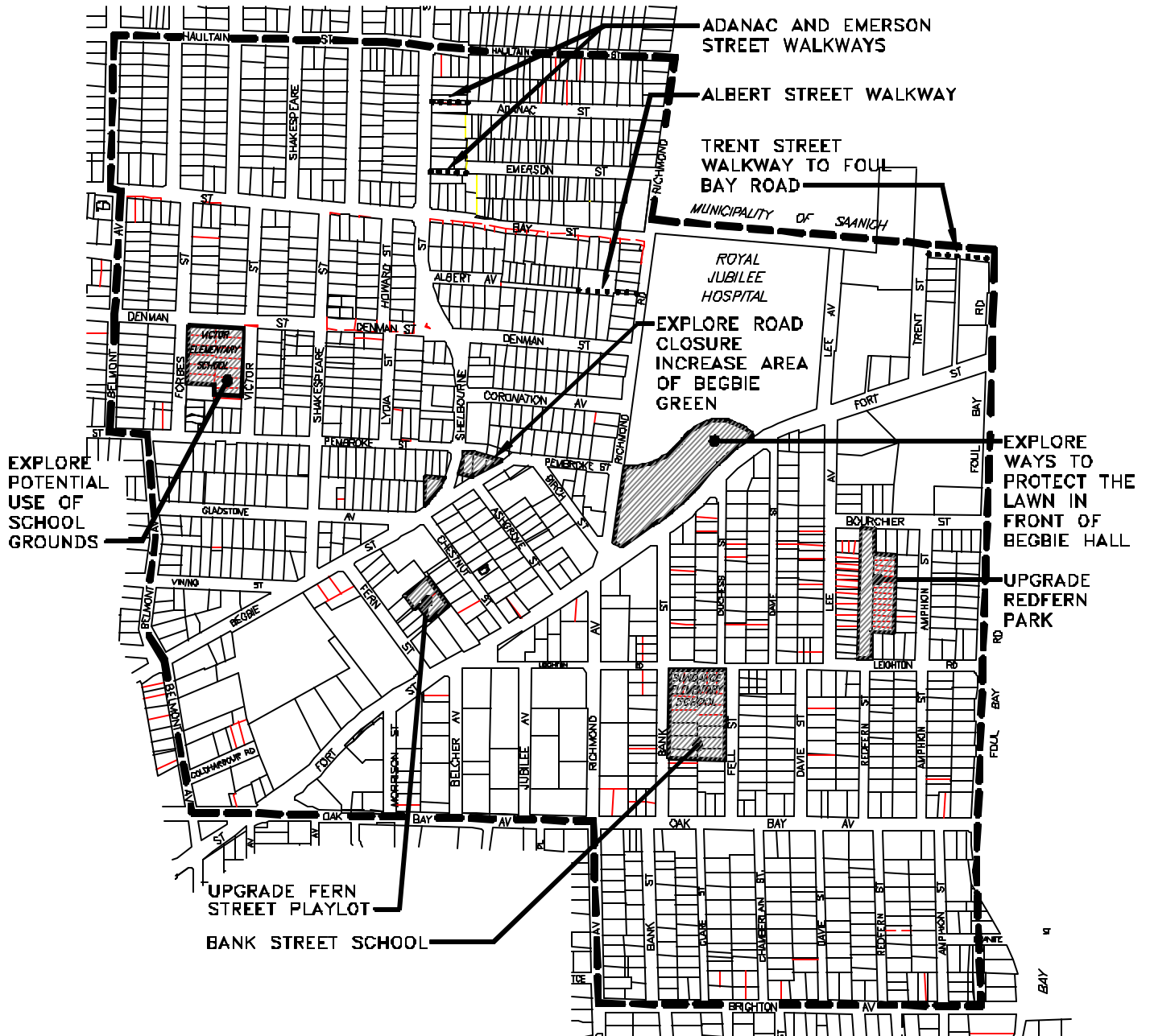
Jubilee has very little designated park space within its defined boundaries. The area has approximately 0.17 hectares (0.42 acres) of parkland per 1000 population. This is one of the lowest ratios of parkland to population in the City (the City's *Official Community Plan* proposes a standard of 0.61 hectares (1.5 acres) of neighbourhood parkland per 1000 population). It is estimated that the shifting of neighbourhood boundaries, as contemplated in this plan, will increase the parkland to population ratio to 0.22 hectares (0.54 acres) per 1000 population. There are a number of other important open space and recreational resources in the neighbourhood and in close proximity to it. Open areas associated with the school grounds at Sundance School and Victor Street are among these. While not in the City, the Oak Bay Recreation Centre is an important resource for area residents.

In a 1990 study, the Parks and Recreation Department identified that residents in the Northeast quadrant of Jubilee were further than 0.4 km. from a neighbourhood park (0.4 km. is considered to be a standard for proximity to a neighbourhood park in the City). Obviously, it is an expensive venture for the City to contemplate the purchase of new parkland in an established neighbourhood. However, the City should explore creative ways to provide new park space and ensure that other open space resources are protected. The lack of designated park area makes it all the more important to retain and develop existing parks and to encourage a broader range of possible recreation. For example, Redfern Park and the Fern Street Play Lot should include facilities for people of different ages. The City-owned "walk-throughs" from the dead end streets onto Shelbourne Street are important open spaces and should be retained and maintained by the City. School grounds provide an important open space

resource in the community and in some instances there may be opportunities to improve them for recreational purposes.

Privately owned open space and landscaping is an important neighbourhood resource. Mature trees on public and private property help to establish the character of the neighbourhood. New developments should incorporate open space and landscaping as an integral part of their design. Mature landscaping should be saved, where possible, and new landscaping should be in context with the neighbourhood. The open space and mature trees associated with the hospital, especially the lawn and mature trees south of Begbie Hall, are centrally located and are significant to the neighbourhood and the City. Some recent examples of 'family oriented' developments have inadequate open space and play areas associated with them.

MAP 6 PARKS AND OPEN SPACE



LEGEND

-  EXISTING AND POTENTIAL PARKS AND OPEN SPACE RESOURCES
-  WALKWAYS



7.2 PARKS GOALS

1. PRESERVE, ENHANCE AND WHERE POSSIBLE PROVIDE ADDITIONAL CITY-OWNED PROPERTY IN THE NEIGHBOURHOOD FOR LOCAL USE, INCLUDING PARKS, OPEN SPACE, BOULEVARDS AND WALKWAYS.
2. RECOGNIZE THE IMPORTANCE OF PRIVATE LANDSCAPE AND OPEN SPACE TO THE CHARACTER OF THE NEIGHBOURHOOD.
3. ENCOURAGE NEW DEVELOPMENT TO RESPECT EXISTING LANDSCAPING AND IMPORTANT OPEN SPACES.

7.3 PARKS OBJECTIVES

1. Provide for more neighbourhood parks to meet the needs of the local neighbourhood.
2. Preserve and enhance existing City-owned property for local use.
3. Encourage the retention of important existing landscape features as part of new developments and on private property.
4. New development in the neighbourhood, especially housing planned for families, should provide adequate on-site open space and amenities.
5. New development where appropriate should provide public use space and amenities.

7.4 PARKS POLICIES AND RECOMMENDATIONS

1. The City should initiate discussion with the GVHS to explore opportunities to protect landscaped open space on the hospital grounds in order that it be retained as an important open space amenity in the neighbourhood. This is especially true for the significant green area at the corner of Fort Street and Richmond Road, south of Begbie Hall (see Map 6).

An example of a form of protection may be the registration of an easement over this portion of the property in favour of the City for open space purposes.

2. Upgrade the Fern Street play lot and Redfern Park to provide greater opportunities for use by residents. Conduct a survey of local residents to determine their preferences for how the park could be used.
3. Explore the opportunity to use portions of the City-owned Victor Street School property for neighbourhood recreation needs. A priority would be greater access to the school grounds.
4. Explore opportunities for the neighbourhood use of schools and school property within the neighbourhood with the School District.
5. Retain and continue to maintain the City-owned walkways from Adanac and Emerson Streets to Shelbourne Street, from Albert Street to Richmond Road, from Chestnut Street to Fern Street and from Trent Street to Foul Bay Road as important amenities to the neighbourhood.
6. Provide better signage describing the location of existing parks for the information of residents.
7. Explore the opportunity to create additional park space by closing Begbie Street between Shelbourne and Birch Street and incorporating the resulting area into Begbie Green. This proposal should be investigated during the *Neighbourhood Traffic Management Plan* for its effects on adjacent streets and provides an important opportunity for the provision of additional park space in the neighbourhood.

8. The City should encourage the retention and maintenance of significant landscape and open space features through the development approval process. This could include significant trees, plantings, rock outcrops and man-made features such as rock walls. (significant features should be identified on a map).
9. The City should investigate ways to ensure that significant landscape features are considered as an important element in any public or private redevelopment proposals e.g., Tree Bylaw.
10. Continue the program of street tree planting including local residential streets. When street trees are removed ensure that they are replaced in a timely fashion. (This policy is also included in the Transportation section).
11. Ensure that new developments provide for useable open space through the development approval process. Developments over 6 units in size should provide for on-site amenities. An example of this might be the provision of a playground area in family oriented developments. The *Social Planning Development Guidelines* should be used as a guide for appropriate amenities.

8. TRANSPORTATION

8.1 ISSUES AND OBSERVATIONS

One of the largest and most complex set of issues in the Jubilee neighbourhood are those that deal with traffic and its impact on the neighbourhood (see the *Summary of Issues* document for a discussion of specific issues). The planning area is separated by a number of major streets (Arterial, Secondary Arterial and Collector streets). While these streets are barriers to community at a neighbourhood scale, they play an important role in the movement of traffic within the region.

The most significant concerns in the neighbourhood relate to the volume and speed of traffic and its effect on safety and the character of the neighbourhood. The safety of children from the neighbourhood and those passing through the neighbourhood on their way to school, the safety of seniors and other pedestrians moving from one part of the neighbourhood to another and the safety of operating a motor vehicle in the neighbourhood.

The policies in this section provide a framework for the consideration of specific issues related to traffic in the Jubilee neighbourhood and for the future *Neighbourhood Traffic Management Plan*.

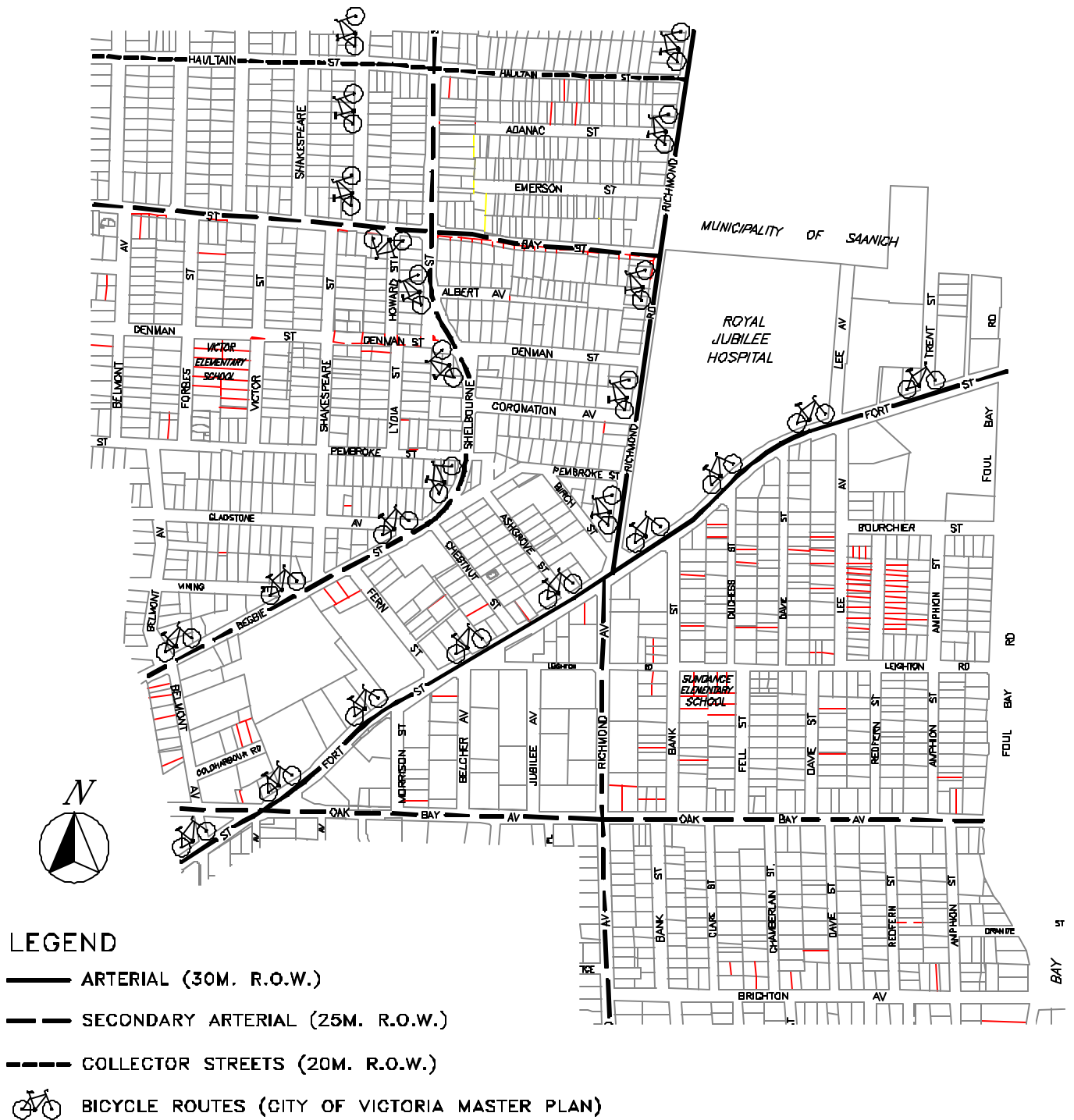
8.2 TRANSPORTATION GOALS

1. PROVIDE FOR THE EFFICIENT, SAFE AND SENSITIVE MANAGEMENT OF TRAFFIC IN THE NEIGHBOURHOOD IN ORDER TO REDUCE IMPACTS OF MAJOR ARTERIALS ON RESIDENTIAL AREAS.
2. ENCOURAGE ALTERNATIVE MODES OF TRANSPORTATION OTHER THAN THE SINGLE OCCUPANCY VEHICLE

8.3 TRANSPORTATION OBJECTIVES

1. Prepare and implement a *Neighbourhood Traffic Management Plan*
2. Discourage non-local traffic on local residential streets.
3. Develop "safe routes" for pedestrians and cyclists especially to and from school and the hospital.
4. Discourage increased road surface for the movement of motor vehicles where possible and encourage increased boulevard landscaping in direct proportion to increased road surface.
5. Redistribute traffic in the neighbourhood to provide for a more equitable use of arterials and collectors.
6. Promote the use of bicycles and transit as alternatives to use of cars.

MAP 7 - TRANSPORTATION SUMMARY



8.4 TRANSPORTATION POLICIES AND RECOMMENDATIONS

- 1 The Transportation Section of the Engineering Department will include \$25,000 in the core budget to carry out a neighbourhood transportation management plan to address, among other things, the strategies and policies necessary to implement objectives # 2, 3 and 6.
- 2 By way of development approvals (e.g. rezoning, variance permit and development agreements, if they become available) continue to negotiate space and rights-of-way to achieve the City standards for sidewalks, trees, boulevards and bicycle lanes on arterials, secondary arterials and collector roads.
- 3 Discourage the widening of local streets in order to retain the character of existing streetscapes, except where the street is designated as a bike route in the City's *Bicycle Master Plan*.
- 4 Consider the retention of existing mature street trees as an important element in any road widening program, especially along major streets such as Richmond Road.
- 5 Continue the program of street tree planting including local residential streets. When street trees are removed ensure that they are replaced in a timely fashion.
- 6 In any road widening include improvements to the boulevard and street tree planting in the planned widening, especially along major vehicular routes.
- 7 Install a row of large-scale street trees along the 1600-1900 Block Fort Street and along the length of Oak Bay Avenue from Richmond Road to Foul Bay Road in order to enhance the pedestrian environment.
- 8 Explore potential funding mechanisms to place the above ground wiring along Oak Bay Avenue underground in any upgrade of the boulevard.
- 9 In the design and construction of curbs, sidewalks, boulevards, and the parking portions of the public right-of-way, consider the needs of disabled persons to park and manoeuvre.
- 10 Review the measures in place for pedestrian safety at important intersections in the neighbourhood, especially:
 - Bay Street and Richmond Road
 - Fort Street and Richmond Road
 - Fort Street and Foul Bay Road
 - Oak Bay Avenue and Richmond Road
 - Bay Street and Shelbourne Street
 - Haultain Street and Richmond Road
 - Lee Avenue and Fort Street
- 11 Explore the need for a marked crosswalk at the intersections of Pembroke and Shelbourne Streets, Denman and Shelbourne Streets and in the commercial area of Oak Bay Avenue.
- 12 Extend the program of residential only parking in the neighbourhood on the following streets (*This can only be done through the individual blocks petitioning City Council*):
 - 1500-1600 Block Davie Street
 - 1000 Block Redfern Street
 - 1000 Block Amphion Street
 - 1800 Block Leighton Street
 - 1600 Block Albert Avenue
 - 1700 Block Haultain Street
- 13 Support the Royal Jubilee Hospital in the development and implementation of a Traffic Demand Management program to encourage the reduction of automobile traffic coming to the hospital. Encourage other employers to do the same..

- 14 Encourage new large-scale commercial and institutional developments to provide facilities for bicyclists such as storage lockers and employee showers, through the development approval process. Explore mechanisms to require these types of facilities.
- 15 Recognize, support and facilitate the bicycle routes as set out in the City's *Bicycle Master Plan* (shown on Transportation map).
- 16 Cooperate with B.C. Transit to continue the high level of transit service from Jubilee to the Downtown. Encourage B.C. transit to increase cross-town routes.
- 17 The City review the *Highway Access Bylaw* for the potential to increase the number of driveway crossings permitted for multiple dwellings, including townhouses, in order to explore opportunities for better site planning.
- 18 Cooperate with businesses, especially along Oak Bay Avenue, to facilitate programs to direct their customers to available parking.

9. PUBLIC WORKS

9.1 ISSUES AND OBSERVATIONS

The City Engineering Department is responsible for maintaining the infrastructure of all areas of the City and budgeting for improvements. Generally, the infrastructure in the Jubilee area is considered to be satisfactory. Very few problems were identified by residents for consideration as part of the neighbourhood review process. The concerns that were raised include:

- That there may still be some lead pipes being used for water service in the neighbourhood.

(The City finished a program of replacing lead water service in the neighbourhoods in 1994. Through that program, the City replaced all of the known lead water service in the City within the public right-of-way.

There continues to be a policy to replace lead water service when it is found, however, it is expected that in the majority of areas this has already been done).

- There is a problem with flooding at a low point on Davie Street south of Oak Bay Avenue.
- There is a need for a sidewalk on the 1800 block of Leighton Avenue.

This section of the plan does not contain any specific recommendations regarding public works. Reference should be made however to the Parks and Transportation sections of this plan for recommended capital projects. A number of improvement projects have been identified by the City's Engineering Department, as part of its 1995 work program. These projects are described on the following table.

LOCATION	DESCRIPTION OF WORK
Fort Street and Richmond Road intersection	Install southbound left turn signals in the intersection
North side of Leighton Road between Richmond Road and Bank Street	Sidewalk, curb and gutter rehabilitation.
Oak Bay Avenue between Davie Street and Redfern Street	Rebuild storm drain main
Redfern Street and Oak Bay Avenue	Sanitary sewer main repair
Redfern Street between Oak Bay Avenue and Bouchier Street	Reconstruct storm drain main
Richmond Road/Jubilee Hospital	Replace existing water mains
Shakespeare Street between Pembroke Street and Gladstone Avenue and between Begbie Street and Gladstone Avenue	Sidewalk, curb and gutter rehabilitation

10. PUTTING THIS PLAN TO WORK

The City has the authority and the financial resources to implement most of the policies and actions in this plan. However, budget limitations and previous commitments will mean some elements of the plan may be implemented over the next five to ten years.

Neighbourhood residents and community associations also play an important role in the implementation of their plan. This can be anything from lobbying Council for a specific action to participating in and providing feedback in processes in which decisions are made which are the direct

result of the application of this plan. An example of this might be the review of development applications through the rezoning process, which will ensure that new developments fit into the community.

The following table lists each of the recommended policies and actions in this plan in summary form and identifies what action is necessary to implement them. Additionally, it identifies which City department is responsible for the action and recommends a time frame.

COMMUNITY				
	RECOMMENDED POLICY OR ACTION (SUMMARY)	IMPLEMENTING MECHANISM	LEAD CITY DEPARTMENT	SUGGESTED TIME FRAME
2.4.1	Consider safety and security of residents in new development	Development review process	Planning and Police	Ongoing
2.4.2	Amend neighbourhood planning boundaries	Plan adoption	Planning	Upon adoption of the plan and in future neighbourhood planning studies
2.4.3	Opportunities for community meeting space	Large-scale rezoning applications	Planning	Ongoing
2.4.4	Community discuss potential for Begbie Hall meeting space with GVHS	not applicable	Community Associations	1996
2.4.5	Opportunities to provide amenities for diverse age groups and family structures	Rezoning process	Planning	Ongoing

HOUSING				
	RECOMMENDED POLICY OR ACTION (SUMMARY)	IMPLEMENTING MECHANISM	LEAD CITY DEPARTMENT	SUGGESTED TIME FRAME
3.4.1	Consider small lot and duplex housing where appropriate	Rezoning process	Planning	Ongoing
3.4.2	Develop criteria for small lot and duplex zones	not applicable	Planning	1995-1996
3.4.3	Retain existing R-2 zoning west of Victor Street, except lots on north side of Pembroke Street to be rezoned to R1-B	City-initiated rezoning	Planning	1997
3.4.4	Retain existing R1-B zoned properties on Fern, Chestnut and Ashgrove Streets	Existing zoning in place	Planning	Ongoing
3.4.5	Consider rezoning for low-density townhouses on identified sites	Rezoning process	Planning	As applications are made
3.4.6	Consider rezoning for low-rise apartment on Trent Street	Rezoning process	Planning	As applications are made
3.4.7	Support small-scale non-profit housing	Rezoning process	Planning	As applications are made
3.4.8	Rezone R3-2 zoned properties to R3-AM-2	City initiated rezoning	Planning	1997
3.4.9	Evaluate proposal design	Rezoning and development permit process	Planning	As applications are made
3.4.10	Discourage orphaning of lots	Neighbour-hood Plan policy	Planning	Ongoing
3.4.11	Review Traffic Access Bylaw	Traffic Access Bylaw	Engineering and Planning	1998

HERITAGE				
	RECOMMENDED POLICY FOR ACTION (SUMMARY)	IMPLEMENTING MECHANISM	LEAD CITY DEPARTMENT	SUGGESTED TIME FRAME
4.4.1	Work towards the addition of identified properties to the City's Heritage Registry	Heritage Registry	Planning	Begin in 1996
4.4.2	Encourage voluntary designation of buildings	Heritage Program	Planning	Ongoing
4.4.3	Provide other incentives for conservation	Explore mechanisms	Planning	Ongoing
4.4.4	Ensure policies and zoning are consistent with heritage objectives	Plan review and zoning	Planning	Ongoing
4.4.5	Encourage owners of public Registry buildings to apply for designation	Heritage Program	Planning	Ongoing
4.4.6	Promote public awareness of rehabilitation and conservation methods	Heritage Program	Planning	Ongoing
4.4.7	Promote public awareness of heritage conservation and local heritage	Heritage Program	Planning	Ongoing

COMMERCIAL				
	RECOMMENDED POLICY FOR ACTION (SUMMARY)	IMPLEMENTING MECHANISM	LEAD CITY DEPARTMENT	SUGGESTED TIME FRAME
5.4.1	Limit commercial redevelopment to those areas zoned for commercial use	Existing zoning	Planning	Ongoing
5.4.1.1	Consider CR-3 zone for properties in the 1700 Block Fort Street	Rezoning process	Planning	As applications are made
5.4.2	Establish Fort Street new DPA between Foul Bay Road and Oak Bay Avenue	Official Community Plan amendment	Planning	1997
5.4.3	Amend DPA #12 Oak Bay Avenue	Official Community Plan amendment	Planning	1997
5.4.4	Evaluate proposal design	Rezoning and development permit process	Planning	As applications are made
5.4.5	Encourage a Business Improvement Area			Ongoing
5.4.6.1	Rezone C1-NM properties on Oak Bay Avenue to CR-3	City initiated rezoning	Planning	1997
5.4.6.2	Amend the CR-3 zone	City initiated zoning amendment	Planning	1997
5.4.9	Rezone properties on Fort and Richmond corners to preclude service stations	City initiated rezoning	Planning	1997
5.4.10	Rezone split zoned property at 1505 Fell Street to R1-B	City initiated rezoning	Planning	1997

INSTITUTIONAL				
	RECOMMENDED POLICY FOR ACTION (SUMMARY)	IMPLEMENTING MECHANISM	LEAD CITY DEPARTMENT	SUGGESTED TIME FRAME
6.4.1	New Fort Street Development Permit Area to include RJH and Eric Martin sites	Official Community Plan amendment	Planning	1997
6.4.2	Establish new zoning for the RJH to reflect redevelopment	Rezoning process	Planning	Start in 1996
6.4.3	Limit small-scale institutions and non-profit societies	Plan policies and rezoning process	Planning	Ongoing
6.4.4	Consider small-scale supportive-residential type uses	Rezoning process	Planning	Ongoing

PARKS, RECREATION AND OPEN SPACE				
	RECOMMENDED POLICY FOR ACTION (SUMMARY)	IMPLEMENTING MECHANISM	LEAD CITY DEPARTMENT	SUGGESTED TIME FRAME
7.4.1	Explore alternatives to protect landscaped areas on the hospital grounds	Explore alternatives	Planning and City Solicitors	Start in 1997
7.4.2	Upgrade Fern Street play lot		Parks and Recreation	Determine prior to final adoption
7.4.3	Explore use of Victor Street school grounds		Parks and Recreation	Determine prior to final adoption
7.4.4	Explore use of neighbourhood schools		Parks and Recreation	Determine prior to final adoption
7.4.5	Retain City-owned walkways	Plan policies	Administration	Ongoing
7.4.6	Better parks signage		Parks and Recreation	Determine prior to final adoption
7.4.7	Explore potential to close Begbie Street for additional park space	Neighbour-hood Traffic Management Plan	Engineering and Parks and Recreation	As part of NTMP
7.4.8	Encourage retention of significant landscape features	Plan Policies	Planning	Ongoing
7.4.9	Explore mechanisms to protect significant landscape features	Explore alternatives	Planning and Parks and Recreation	Start in 1996
7.4.10	Continue street tree planting program	Street Tree Planting Program	Parks and Recreation	Ongoing
7.4.11	Ensure useable open space in new developments	Rezoning and development permit process	Planning	As applications are made

TRANSPORTATION				
	RECOMMENDED POLICY FOR ACTION (SUMMARY)	IMPLEMENTING MECHANISM	LEAD CITY DEPARTMENT	SUGGESTED TIME FRAME
8.4.1	Secure funding for NTMP	Budget process	Engineering	1996
8.4.2	Continue to secure R.O.W.s for arterials, secondary arterials, and collector roads	Development approval process	Engineering	Ongoing
8.4.3	Limit widening of local streets	Plan policies	Engineering	Ongoing
8.4.4	Consider retention of mature trees as important element in road widening	Plan policies	Engineering	Ongoing
8.4.5	Continue street tree planting program	Street Tree Planting Program	Parks and Recreation	Ongoing
8.4.6	Include boulevard improvements in any planned road widening		Engineering	Ongoing
8.4.7	Install a row of large street trees on portions of Fort Street and Oak Bay Avenue	Capital Budget Program	Parks and Recreation	Determine prior to final adoption
8.4.8	Explore funding for underground wiring on Oak Bay Avenue	Explore alternatives	Engineering	When any boulevard improvements are proposed
8.4.9	Provide for accessibility in the design of curbs, sidewalks and boulevards	Construction standards	Engineering	When any boulevard improvements are proposed
8.4.10	Review pedestrian safety at intersections	NTMP	Engineering	As part of NTMP
8.4.11	Explore need for crosswalks	NTMP	Engineering	As part of NTMP
8.4.12	Extend the residential parking only areas	Resident petitions	Engineering	Consider as petitions are received
8.4.13	Support RJH Traffic Demand Management	Plan policies	Engineering and Planning	Ongoing
8.4.14	Encourage bicycle facilities in commercial and institutional development	Development approval processes	Engineering and Planning	Ongoing
8.4.15	Recognize City bicycle routes	Plan policies	Engineering and Planning	Ongoing
8.4.16	Encourage B.C. Transit to increase cross-town routes	Not applicable	Engineering and Planning	Ongoing
8.4.17	Review Traffic Access Bylaw	Traffic Access Bylaw	Engineering and Planning	1997
8.4.18	Facilitate programs on Oak Bay Avenue to direct customers to available parking	Not applicable	Engineering and Planning	Ongoing

GLOSSARY OF DEFINITIONS AND COMMON ZONES

PLEASE NOTE: These definitions and zone descriptions are provided to further the understanding of this plan. They are not intended in any way to be a substitute for the actual descriptions and regulations set out in the *Zoning Regulation Bylaw*.

DEFINITIONS

DENSITY

In land use planning, density refers to the size of building or number of dwellings that can be built within a given area. That area could be an individual lot or a neighbourhood. With regard to residential development and at a neighbourhood scale, density is usually expressed as a number of dwelling units per hectare/acre. Density can also be expressed as a floor space ratio (FSR) which is a ratio of the size of a building to the lot area. For example, with an FSR of 1.2:1, you could construct a building that has a floor area of 1.2 multiplied by the lot area.

LOW DENSITY

Generally, low-density residential development is described as the density that applies to typical single family, duplex and townhouse types of housing. This density would be typical of the R1-B, R1-S, R-2, and R-J zones. Expressed in units/hectare, these zones represent densities of 38 units/hectare (15 units/acre) and less.

MEDIUM DENSITY

Medium density residential development is typical of townhouse and apartment types of housing. Typical zones would be R-K, R3-1/2, R3-A1/A2, R3-AM-1/2 zones. These zones represent a range of densities from 54 units/hectare (22 units/acre) to 172 units/hectare (70 units/acre) and a range of floor space ratios from 0.6:1 to 2.5:1.

Buildings in these zones are generally a maximum of 3 to 8+ storeys depending on the specific zone regulations.

HIGH DENSITY

Victoria has very few high-density residential zones where the floorspace ratio exceeds 2.5:1. Expressed as units/hectare high-density residential development represents 323 units/hectare (130 units/acre) or above. This density is typical of the CA-4 and R3-C zones.

DEVELOPMENT PERMIT AREAS

An area designated by the City's *Official Community Plan* because of its special characteristics. Within these areas, applications for development require review by the Advisory Design Panel and Council approval before issuance of a building permit. Differing types of areas imply differing levels of control over design.

HERITAGE DESIGNATION

B.C.'s *Heritage Conservation Act* allows municipalities to pass bylaws to protect properties of heritage significance from demolition and unsympathetic alteration. Heritage Designation is the official legal protection given to a property through a municipal heritage bylaw. A designated property may not be altered or demolished without the approval of City Council.

HERITAGE REGISTRY

A heritage registry property is officially listed in the *Heritage Inventory* because it may have sufficient heritage value to warrant protective actions by the City in the future. Heritage Registry is not the same as Heritage Designation. It is a system to ensure the review and monitoring of proposed changes to properties with heritage value. Applications for changes receive the benefit of Heritage Advisory Committee advice. Demolition applications are flagged for consideration of Heritage Designation.

INFILL HOUSING

Infill housing generally refers to the addition of housing in already established neighbourhoods through the subdivision of larger lots, additions to existing houses to create duplexes or redevelopment of sites for low-density attached housing and usually does not involve demolition of existing houses. Infill housing does not

imply extensive redevelopment and usually does not involve demolition of existing housing.

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

NEIGHBOURHOOD PARKS

Neighbourhood parks vary in size and provide opportunities for passive and active recreation for local residents. Generally, they should be centrally located and within walking or short driving distance for residents. The Parks and Recreation Department define **Primary** and **Secondary** Neighbourhood Parks based on size and the type of recreation activities that they can meet. Generally, neighbourhood parks are located on City property.

DESCRIPTIONS OF COMMON ZONES

PART 1.2 - R1-B SINGLE FAMILY DWELLING DISTRICT

The R1-B zone makes up the majority of single family residentially zoned land in the City. Other than single family dwellings, the zone generally permits a range of residential uses including boarding or rooming of up to four persons, home occupations, and the conversion of existing single family houses into suites, rest homes and kindergartens subject to restrictions for parking, age of building and exterior conservation. Other permitted uses include public buildings, parks, commercial exhibits, churches, schools and daycare. Minimum lot size is 460 m² and width 15 m).

PARTS 1.22 AND 1.23 - R1-S1/R1-S2 SMALL LOT SINGLE FAMILY DWELLING DISTRICT

These zones permit the subdivision of lots for single family dwellings that have a minimum lot area (260 m², approx. 2800 ft²) and lot width (10 m, approx. 33 ft). The R1-S1 zone restricts buildings to one storey while the R1-S2 zone allows up to two storeys. Use is restricted to single family dwellings only.

PART 2.1 - R-2 TWO FAMILY DWELLING DISTRICT

This zone permits construction of a two family dwelling (Minimum lot size is 555 m² and width 15 m). The R-2 zone also permits the same uses as the R1-B zone.

PART 2.2 - R-J LOW DENSITY ATTACHED DWELLING DISTRICT

This zone allows townhouses at a density of one unit per 277 m² (approx. 3000 ft²) of lot area (minimum 555 m²) and all the low density and related uses of the R1-B and R-2 zones, subject to the regulations of that zone.

PART 2.3 - R-K MEDIUM DENSITY ATTACHED DWELLING DISTRICT

Uses permitted in this zone include townhouses at a density of one unit per 185 m² (approx. 2000 ft²) of lot area (minimum 555 m²) and all the low density and related uses of the R1-B and R-2 zones, subject to the regulations of that zone.

PART 3.9 - R3-A1 AND R3-A2 LOW PROFILE MULTIPLE DWELLING DISTRICT

These zones provide for a variety of residential uses including apartments up to 3 storeys in height. It also allows R1-B and R-2 uses (minimum lot area 920 m², maximum FSR 1-1.2:1).

PART 3.10 - R3-AM-1 AND R3-AM-2 MID-RISE MULTIPLE DWELLING DISTRICT

These zones provide for a variety of residential uses including apartments up to 4 storeys in height. It also allows R1-B and R-2 uses (minimum lot area 920 m², maximum FSR 1.2-1.6:1).

PART 4.14 - CR-3 COMMERCIAL RESIDENTIAL APARTMENT DISTRICT

This zone provides for a variety of residential uses including multiple dwellings and commercial-residential buildings where the ground floor may only be used for commercial purposes (no minimum lot area, maximum FSR 1.0:1, maximum height 3 storeys).

PART 4.3.1 - C1-NM NEIGHBOURHOOD (MODIFIED) SHOPPING DISTRICT

This zone provides for a variety of commercial uses and commercial-residential buildings where the ground floor may only be used for commercial purposes (no minimum lot area, maximum FSR 1.0:1, maximum height 3 storeys).

PART 8.10 - P-B PUBLIC BUILDING DISTRICT

This zone provides for a variety of public uses including hospitals, art galleries and churches. Its regulations make reference to the most restrictive zone to which the subject property abuts. In the case of the Jubilee Hospital, the regulations that govern the hospital are the same as those in the R1-B, Single Family Dwelling District of the adjacent properties on Richmond Road.

APPENDIX 1 – CHRONOLOGICAL LIST OF PLAN REVIEW PROCESS

December 1993	Introductory Public Meeting - Sundance School Approximately 100 people attended this meeting to introduce the plan review process and attempt to generate interest in the upcoming review.
February 1994	Appointment of Plan Review Steering Committee Council appointed members from the North Jubilee, South Jubilee and Fernwood Community Associations as well as a Business representative, a representative from the Royal Jubilee Hospital and a condominium owner. (The condominium owner left the committee after several meetings).
April 9, 1994	Issue Identification Open House/Workshop - Jubilee Hospital Approximately 100 people participated in this 4 hour open house/workshop to discuss what the issues were that should form part of the Plan review.
May 1, 1994	Open House/Workshop results
April - June 1994	Neighbourhood Steering Committee Meetings Meetings to come to an understanding and to clarify the issues raised in the Open House.
September 1994	Survey of Businesses in Jubilee
October 14, 1994	Summary of Issues Document
October 26, 1994	Youth Workshop Two Steering Committee members and the Community Development Planner hosted an informal discussion with 8 youths who live in the Jubilee area to discuss any issues they might have for the plan review.
September - December 1994	Neighbourhood Steering Committee Meetings Preparation and discussion of Plan Goals and Objectives.
January 21, 1995	Goals and Objectives Open House/Workshop - Jubilee Hospital Approximately 80 people attended this workshop to discuss the draft Goals and Objectives.
February -May 1995	Neighbourhood Steering Committee Meetings Preparation and discussion of draft policies and introductory sections of the plan.
June - September 1995	Draft Plan Preparation

APPENDIX 2 - APARTMENT AND TOWNHOUSE DEVELOPMENT IN JUBILEE 1981-1995

YEAR	ADDRESS	APARTMENT UNITS	TOWNHOUSE UNITS	OWNERSHIP TYPE
1981	1591 Bay Street	17	0	Strata
	1619 Morrison Street	51	0	Strata
1982	1655 Begbie Street	85	0	Strata
1983		0	0	
1984	1601 Belmont Avenue	13	0	Strata
1985		0	0	
1986		0	0	
1987	1720-28 Leighton Road	0	3	Strata
1988	2210 Shelbourne Street	21	0	Strata
	1805 Oak Bay Avenue	16	0	Strata
	1754-58 Bay Street	0	4	Strata
1989	1801 Fern Street	16	0	Strata
	1714 Fort Street	28	0	Strata
1990		0	0	
1991		0	0	
1992	1715 Richmond Road	42	0	Strata
1993	1850 Fern/Begbie Streets	15	6	Strata
1994	1708 Fort Street	24	0	Strata
To May 1995		0	0	
Total to Date		328	13	

APPENDIX 3 - JUBILEE POPULATION PROJECTIONS 1971-2011

YEAR	LOW	HIGH	LIKELY
1971			5798
1976			5884
1981			5695
1986			5835
1991	6140	6140	6140
1996	6200	6300	6200
2001	6200	6400	6300
2006	6300	6600	6400
2011	6300	6700	6500

Notes and Assumptions:

1. The 1971-1991 population figures are taken from the census information from Statistics Canada.
2. Projections are based on trends from census information.
3. The limit of population growth of 6900 people (capacity) is an estimate of the potential for growth given the existing zoning that is in place at this time. The estimate does not include the potential for the conversion of single family dwellings into suites or individual rezonings to duplex or small lot housing.
 - The estimated likely rate is one half the 1981-1986 rate of growth
 - The estimated low rate is the 1971-1986 rate of growth
 - The estimated high rate is the 1981 -1986 rate of growth
4. These estimates are based on the planning boundaries in place in 1991.

APPENDIX 4 - INVENTORY OF PARKS AND OPEN SPACE IN JUBILEE**1. CITY OWNED PARKS AND OPEN SPACE**

PARK AREA	SIZE (HA.)
Begbie/Pembroke Green	0.22
Fern Street Play Lot	0.08
Leighton Green	0.03
Redfern Park	0.62
Shelbourne/Denman Green	0.13
Total Parks and Open Space	1.08

2. COMPARISON TO CITY STANDARDS

ESTIMATED POPULATION	6200
City owned Parks and Open Space (ha.) per 1000 population	0.17 ha. (0.42 acres)
Official Community Plan Neighbourhood Parks Standard per 1000 population	0.61 ha. (1.5 acres)
Difference	0.44 ha. (1.08 acres)

3. OTHER NEIGHBOURHOOD OPEN SPACE RESOURCES

DESCRIPTION	SIZE (HA.)
Royal Jubilee Hospital Grounds	0.80
Sundance School Grounds	0.67
Victor Street School Grounds	0.62
Total	2.09 (5.16 acres)

END OF DOCUMENT

Oaklands Neighbourhood Plan



**City of Victoria
Council Adoption
June 1993**

FOREWORD

This document is the final version of the Oaklands Neighbourhood Plan, approved by City Council following a Hearing on June 10, 1993. It is the outcome of a study undertaken between February, 1991 and September, 1991 by CitySpaces Consulting Ltd. in consultation with the City of Victoria.

Public participation was encouraged as an important part of the neighbourhood study. With the assistance of the Community Council of Greater Victoria, a combination of small group discussions and larger events were undertaken throughout the eight month period.

The "draft" Plan was the subject of further review in the community from November, 1991 to March, 1992, by the Oaklands Plan Steering Committee. This Committee of eight citizens, representing a variety of interests in the neighbourhood, was appointed by City Council.

A review was also undertaken by members of the Advisory Planning Commission and the Advisory Transportation Committee in the fall of 1992.

This document consists of text, a summary map and four more detailed maps and accompanying statistical material in chart format. Five technical appendices accompany this document. A companion report describes the details of the first two public meetings that were held during the process.

Oaklands Neighbourhood Plan — June 1993

September 1993

Dear Reader,

The Oaklands Neighbourhood Plan reflects Council's strong commitment to citizen participation in planning for the future of Victoria's neighbourhoods. The many meetings on the Plan with residents were extremely well attended. It is clear that residents care very much about the neighbourhood and want to be involved in determining its future direction.

The Plan will serve as a guide to decision-making for residents, City staff and Council on land use, traffic, parks, public works and heritage. It recommends policies and actions which are to be undertaken in these areas over the next five to 10 years.

The Plan does not promote any widespread land use change. Where change is likely to occur, however, it must be well managed and an asset to the neighbourhood.

Your ideas and comments on the Plan and suggestions for improvement are most welcome. With the benefit of continued discussion and comments, the Plan will have the best possible opportunity for successful implementation.


Councillor Laura Acton
Chair of Planning



Mayor

David Turner

Councillors

Laura Acton

Kelly Armstrong

Alastair Craighead

Bob Cross

Helen Hughes

Alan Lowe

Martin Segger

Geoff Young

ACKNOWLEDGEMENTS

The Plan is the result of the work, commitment and strong interest of a large number of people. These include:

CitySpaces Consulting Ltd. (Linda Allen, Bruce McDougall, and Susan Morgan) who prepared the draft Plan.

The Community Council of Greater Victoria (Lynda Patterson, Gretchen Hartley) who facilitated the workshops.

The Oaklands Neighbourhood Plan Steering Committee:

Peter Clark, Chair
Hugh Gow
Sang-Kiet Ly
Neil Williams
Sara Mansi
Nancy Ashworth
Judith Padley
Rene Dickman

The members of the A.P.C. and A.T.C. who jointly reviewed the Plan:

from A.P.C.:

Daniel Harper
Wayne Poohachoff
Mike Leavy
Steve Orcherton

from A.T.C.:

Rosie Hyde
Dr. David Popham
Bo Martin

The Fernwood Community Association, whose members have helped with delivery of flyers, participated in the process and been supportive throughout.

All the hundreds of residents who attended the meetings and filled out the questionnaires and provided their thoughts, ideas and comments and gave their time to this Plan.

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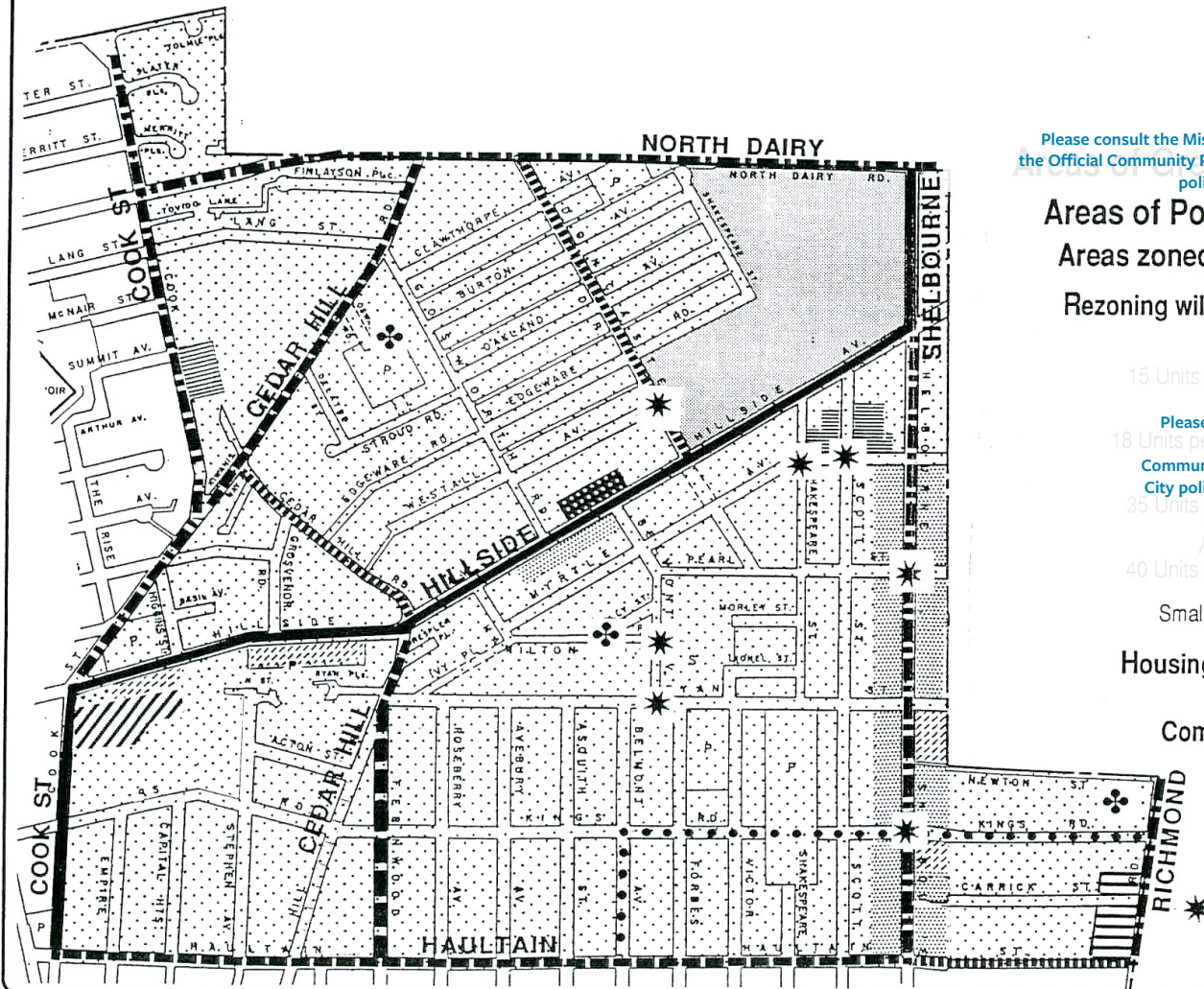
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UNDER SEPARATE COVER:

Oaklands Public Participation Program

OAKLANDS NEIGHBOURHOOD



Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

Areas of Potential Change:

Areas zoned for multi-family:

Rezoning will be considered for:

Townhouses up to
15 Units per Acre - 3 Storey Limit

Please consult the Missing Middle
Housing Policy, the Official
Community Plan, and other relevant
City policy and bylaws for guidance.
Apartment Housing up to
35 Units per Acre - 3 Storey Limit

Apartment Housing up to
40 Units per Acre - 4 Storey Limit

Small-scale Institutional Uses

Housing to be Encouraged
with any
Commercial Expansion

Road Classification

- Arterial
- Secondary Arterial
- Collector
- Secondary Collector
- Cycle Paths

Traffic Management:
Recommended Improvements

Parks, Open Space:
Proposed

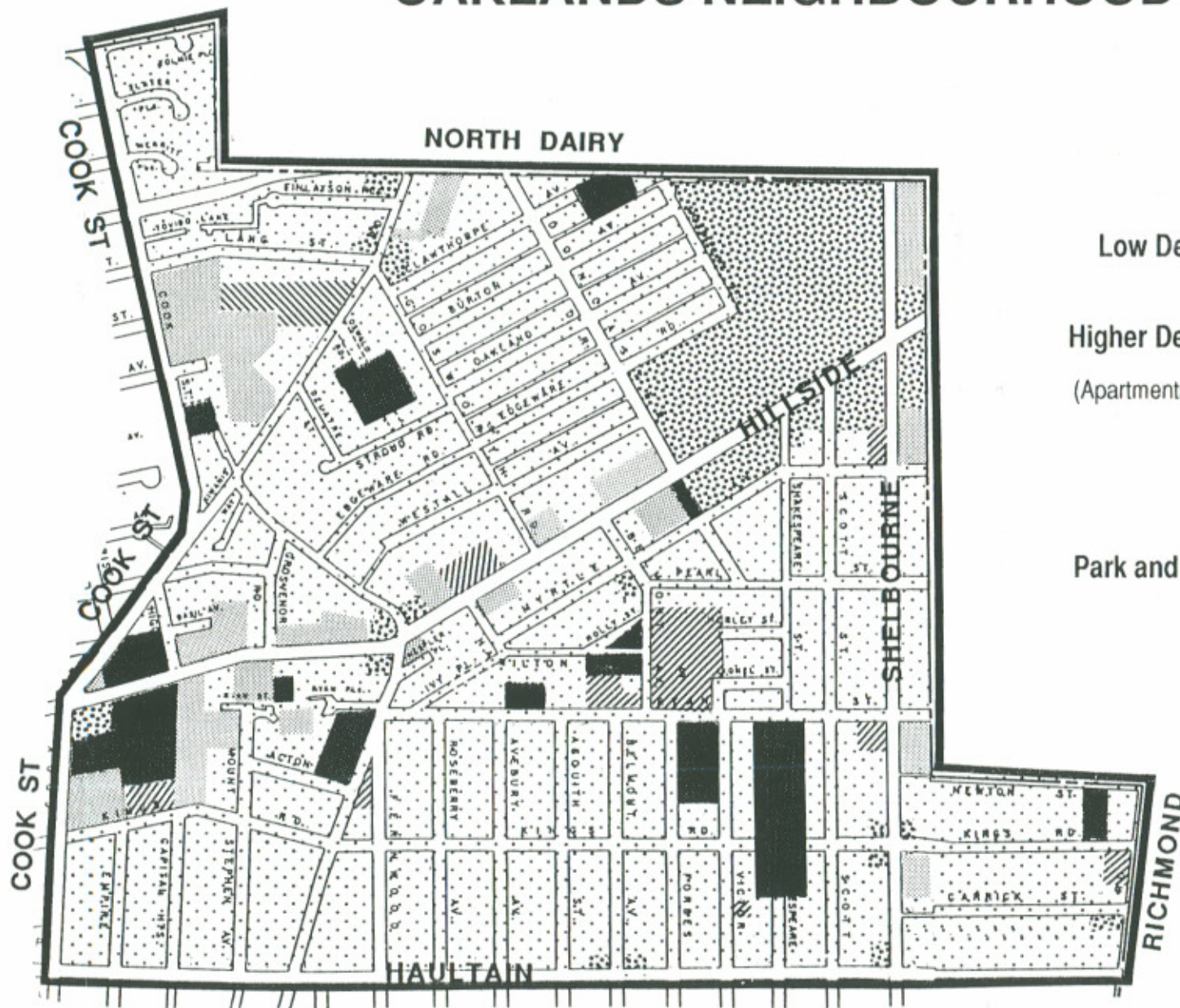
Summary
Map

MAP

A

July 1991

OAKLANDS NEIGHBOURHOOD



Low Density Family



Higher Density Family

(Apartments, Townhouses)



Institutional



Park and Open Space



Commercial



Existing
Land
Use

MAP

B

Introduction

Oaklands is one of Greater Victoria's most attractive and affordable neighbourhoods. Home to 6,300 people, Oaklands is centrally located within the City of Victoria, in walking distance of downtown and well served by the regional transit system. Cleared and farmed in the 1800s, Oaklands has developed gradually over the past 100 years to become an "inner city" neighbourhood. Only a few vestiges of its agricultural history remain tucked away in fertile backyard gardens.

Different parts of Oaklands have decidedly different characters, depending on the era in which they were subdivided and developed. Most of the housing, however, is of modest size and affordable for people of moderate incomes. Homes in Oaklands sell within days of being on the market.

Wherever one goes in the neighbourhood, there is a sense of permanence and maturity — well maintained homes, new

gardens, small additions and everywhere, trees! Chestnuts in the south, flowering fruit trees throughout the central area and Garry oaks in the north and west contribute to this sense of community.

History

The Oaklands area was originally heavily forested and was the principal source of timber for the construction of Fort Victoria. Permanent settlement of the area began about 140 years ago with the acquisition of large estates and farms by European settlers. Records indicate that one of the first farms in the area was the Work Estate. This 1,300 acre farm occupied much of what is now considered the "Hillside" area of Oaklands. The area west of Belmont and north of Haultain was settled by the Ross family.

In 1860, the Jewish Cemetery was established at the crest of "Fernwood Hill" west of Cedar Hill Road, south of what is now Ryan Place. For many

years, the site at the top of Fernwood Hill was relatively isolated. It was only in 1908 that Ryan Street was laid out, with other streets in the vicinity being introduced in 1912.

During the 1880s much of the Oaklands area was surveyed into a traditional grid pattern with residential lots. It was some time, however, before development occurred and much of the area remained in agricultural use until the turn of the century. In 1893, the large and imposing B.C. Protestant Orphanage (now the Cridge Centre for the Family) was opened at Cook and Hillside.

By 1900, Victoria's public transit system was reaching outwards from the city centre. Typically, wherever extensions occurred to the system, housing followed. The Oaklands area was no different. By 1909 the western part of Oaklands was subdivided into 500 lots.

In the pre-war years of 1910–13, the Oaklands area experienced a significant building boom. With new housing came



*South lawn, Oaklands School,
circa 1940.*

*Courtesy:
Greater Victoria School District Archives*

the demand for a school, and in 1913 the Oaklands School was opened. An addition was completed in 1915 to accommodate a quickly growing population.

During this period a number of well-designed and attractive homes were constructed. Several of these homes have been recognized as having "heritage value" and are identified separately in a subsequent section of this plan. Approximately 20% of the houses in the neighbourhood were built before 1920.

Shelbourne Street, named after Governor General Lord Shelbourne Lansdowne, dates from the late 19th century. In 1913 the road was improved considerably to provide a new and smooth route for farmers in Gordon Head to transport their

strawberries to the railroad terminal in downtown Victoria.

Following World War One there was a decision to plant trees along Shelbourne Street as a "living memorial" to those who died serving their country. The planting of the first trees on October 2, 1921 was witnessed by thousands of Victorians. In later years, the tradition was continued, resulting in the planting of 350 trees reaching as far north as Mount Douglas Park. As development continued in Saanich, Shelbourne was widened north of Hillside Avenue, resulting in the loss of many fine, mature trees. The most attractive and continuous remaining boulevard of trees lines Shelbourne through the Oaklands area. For many people, these trees not only

provide shade and an attractive edge to the busy thoroughfare, they also give the street a distinctiveness that few other arterial routes have within the growing metropolitan area.

Why neighbourhood planning?

Victoria's Official Community Plan, adopted in 1986, establishes a series of general city-wide goals and policies for land use, transportation, parks and open space, economic development, downtown and other matters of city-wide concern. The Plan calls for a continuation of the existing neighbourhood planning program and indicates that this will be "of considerable significance in keeping the Official Community Plan up to date." Since the Community Plan was approved, six neighbourhood planning programs have been undertaken in the areas of Victoria West, Songhees, James Bay, Rockland, Downtown and Burnside.

The "neighbourhood" is generally regarded as the foundation for community development. It is the area within which residents usually share community facilities and social activities

and, for most of us, it is an area where we feel we "belong". All parts of the neighbourhood are usually within walking distance and residents of this area generally have a common interest in changes that might occur.

Some neighbourhoods have a common heritage and a strong physical character; others have developed incrementally over the years without a strong focal point. In the Victoria context, neighbourhoods like James Bay or Vic West are strongly defined by their physical characteristics and location within the City.

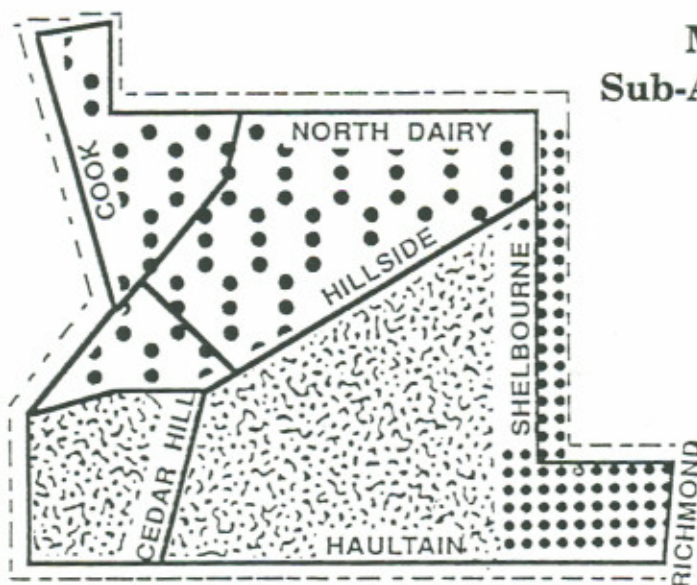
"The neighbourhood is generally regarded as the foundation for community development."

Neighbourhoods like Oaklands or Jubilee are not as easily identified but still have enough common characteristics and shared facilities to be considered

as neighbourhoods by many of their residents.

At the first Oaklands neighbourhood meeting held in mid-February, people were asked the following question, "When you tell someone what neighbourhood you live in, what do you call it?" Less than 40% responded with "Oaklands", although it was the most frequent response. Other responses were split among "Sears", "Hillside", "Shelbourne" and "Fernwood".

Oaklands is divided by two major roads — Hillside Avenue and Shelbourne Street. Historically, both roads have served as important connectors within the City and currently carry traffic volumes exceeding 18,000 vehicles per 24 hour period. While both roads are barriers to easy movement within the neighbourhood, the pavement width and increasing volumes of traffic on Hillside combine to effectively separate the residential area to the north from the remainder of the neighbourhood. **Map 1** identifies three sub-areas within Oaklands.



**Map 1
Sub-Areas**

Public participation

Public participation was encouraged as an important part of the neighbourhood study. A combination of small group discussions and larger events were undertaken throughout the four-month period.

Two public meetings were held during the planning program. The first meeting, held on a stormy winter's evening in mid-February, was attended by approximately 200 people. The meeting served to introduce the Oaklands residents to the planning process and to gener-

ate discussion about the key concerns and issues within the neighbourhood. The facility in which it was held, the Parkwood Retirement Centre on Shelbourne Street, was an effective, if non-traditional, setting for a planning meeting. On-site child care was provided.

The event was well publicized in advance and door-to-door distribution of two flyers aided in achieving such a high turn-out. The format of the session began

with an informal "Open House", followed by a short presentation by the planners. The majority of the evening was devoted to participants discussing their opinions of the current issues in their sub-area of the neighbourhood.

The second public meeting was held on June 5th — a balmy summer's evening. About 230 people attended, with about 40% having attended the February session. A "Discussion Draft" of the plan was presented and the recommendations of the plan were reviewed. The meeting was held in the centrally located Oaklands School, with on-site child care provided. The high turn-out was attributed to a high level of awareness of the on-going study, combined with traditional advertising, posters, and door-to-door flyer distribution. Details of both meetings



are included in a companion document.

Many neighbourhoods in Victoria have active, ongoing residents' associations which have become involved in previous neighbourhood planning programs. At the time the study was undertaken, the Oaklands neighbourhood was partially covered by the Fernwood Community Association. Some members of this association (the Fernwood neighbourhood lies immediately south of Oaklands) maintained an active interest in the planning process.

Why a neighbourhood plan now?

As the City and the Capital Region grow, there will be increasing pressure on inner-city neighbourhoods to provide more housing — through new development, infill and redevelopment.

Oaklands is not immune to these pressures and a number of

rezoning applications have come forward during the past seven years. One of the principal reasons for undertaking the Oaklands Plan at this time is to assess the situation — to see whether change should occur and if so, where and under what "rules". **Planning for some change now ensures that, as much as possible, future development will be a "good fit" with the existing community.**

As an inner-city neighbourhood, there is likely to be more traffic passing through Oaklands as each year goes by — cars, buses, trucks, cyclists. It's important to ensure that this traffic goes through the community on streets that are designed for this purpose and to ensure the safety of pedestrians and cyclists.

The primary purpose of the neighbourhood plan is to:

- ☐ Identify where land use changes might occur and under what conditions;
- ☐ Provide direction for investments by the City of Victoria in

the areas of parks, sidewalks, roads and traffic control, underground services;

- ☐ Provide guidelines in order that new developments or redevelopments can be appropriately designed by developers and architects and effectively evaluated by City officials and City Council.

Planning for stability

The policies of this Plan are intended to strengthen the essential qualities of the neighbourhood through the actions taken, and services provided, by the City of Victoria. No widespread change is being promoted. There are some areas, however, where change is likely to occur and, if well managed, can be an asset to the community.

The Plan benefited from public input at the beginning of the planning study in February and throughout the Spring by way of individual and small meetings with residents and interest

groups. Additional input is anticipated through review of the ideas and suggestions put forward in this document.

Map 2 identifies where change is least likely to occur and where change might occur within the next five to eight years. As a general principle, very little change is expected in the established family-oriented areas of the community. The areas where some change can be expected occur along the three major roads — Hillside, Shelbourne and Cook.

Objectives of this plan

Housing

- ☐ To make provision for a range of housing types and sizes in the
Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.
- ☐ To maintain the low-scale, family-oriented housing character of much of Oaklands;

- ☐ Where infill, redevelopment and new development occur, to encourage the provision of family-oriented housing;
Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.
- ☐ To ensure that any major redevelopment is in keeping with the established scale and character of the existing neighbourhood and is generally located along existing major roads.

Commercial

- ☐ To confine the expansion of commercial activities to existing, established commercial areas within the neighbourhood;
- ☐ To encourage the provision of an adequate buffer and high quality landscaping between commercial activities and adjacent residential properties.

Traffic

- ☐ To establish a neighbourhood traffic management plan to facilitate movement and minimize conflicts among car, bicycle, pedestrian and bus traffic travelling within, and through, Oaklands;

- ☐ To minimize the impact of motorized traffic on the community and ensure that through traffic is discouraged from using local streets;

- ☐ To introduce measures which will improve safety for pedestrians and bicyclists, particularly in the vicinity of schools and along Shelbourne Street and Hillside Avenue.

Parks, open space and community facilities

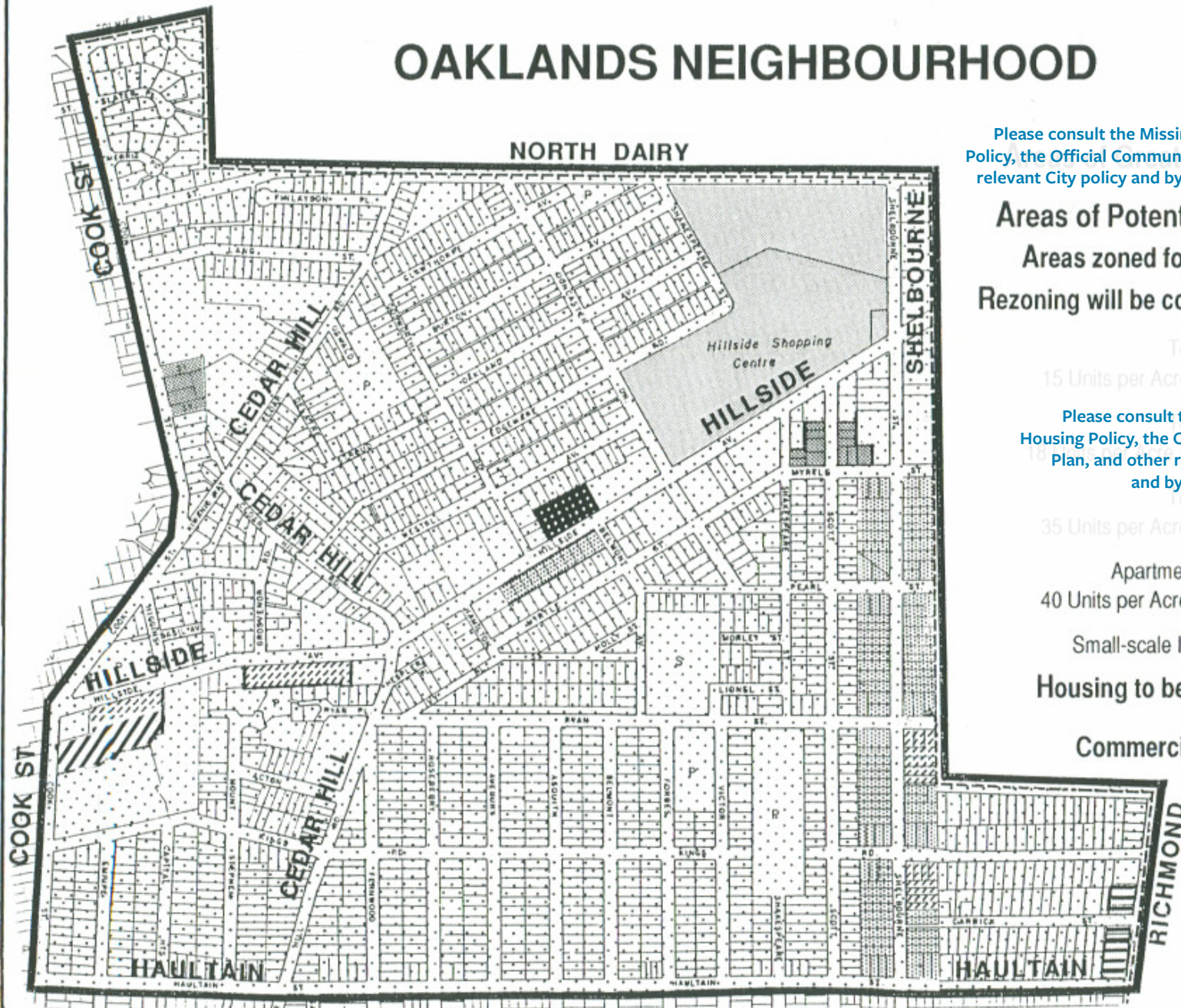
- ☐ To maintain the existing system of City parks and school grounds in Oaklands and, where possible, upgrade and add to this system in keeping with the changing needs of the neighbourhood.

Heritage

- ☐ To identify and acknowledge the heritage characteristics of Oaklands, with a view to maintaining them for future generations, including buildings of architectural, cultural or historic value.

OAKLANDS NEIGHBOURHOOD

NORTH DAIRY



Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

Areas of Potential Change:

Areas zoned for multi-family

Rezoning will be considered for:

Townhouses up to
15 Units per Acre - 3 Storey Limit

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

Townhouses up to
35 Units per Acre - 3 Storey Limit

Apartment Housing up to
40 Units per Acre - 4 Storey Limit

Small-scale Institutional Uses

Housing to be Encouraged
with any
Commercial Expansion

Residential
Development
Potential

MAP

2

Housing

The City of Victoria is committed to maintaining "healthy" neighbourhoods which appeal to a wide range of people of different ages, incomes and lifestyles. The City has also demonstrated its commitment to encouraging new residential development where adequate community services and facilities already exist or where they can be easily provided. Areas such as Harris Green, Songhees and the former Fletcher Challenge site are examples of new or planned neighbourhoods within an already built-up City.

Council policies and practices also favour the development of more affordable housing through infill and some redevelopment.

"Infill" housing refers to new housing which is built on vacant residential lots, on lots which are created from larger properties through a legal subdivision, or on properties which have been formerly used for non-residential uses that are more

appropriately used for housing. In the context of the Oaklands neighbourhood, recent examples of "infill" housing are the ten townhouses on Shakespeare and a single family home on Westall. "Redevelopment" refers to the demolition of existing buildings for the construction of new housing. Several properties along Shelbourne have recently been redeveloped for higher density housing in the form of townhouses, apartments and seniors' care facilities.

"The City is committed to maintaining 'healthy' neighbourhoods."

During the past five years, new housing projects have been built in almost every neighbourhood of the City. In Oaklands, four family-oriented townhouse projects have been built and one more has been approved. One condominium apartment has been built and two more apart-

ment buildings have been approved, and a seniors care complex has been built on Shelbourne. Additional development applications have come forward that have either been declined or have been deferred.

At this time, it is apparent that there is a build-up of development interest along Shelbourne and Hillside but there is little evidence of this interest spilling over into other parts of the neighbourhood. Some properties along Shelbourne and Hillside have been acquired with a view to redevelopment and there are at least two land assemblies occurring. Our research indicates that there are still a majority of owner-occupants along Shelbourne Street, however.

Oaklands is unusual among the City's neighbourhoods in that it is more family-oriented than most. The accompanying series of charts illustrates some of the differences between Oaklands and the City as-a-whole.

Chart #1 illustrates the difference between the neighbourhood and the City as a whole in the proportion between single family and multi-family housing.

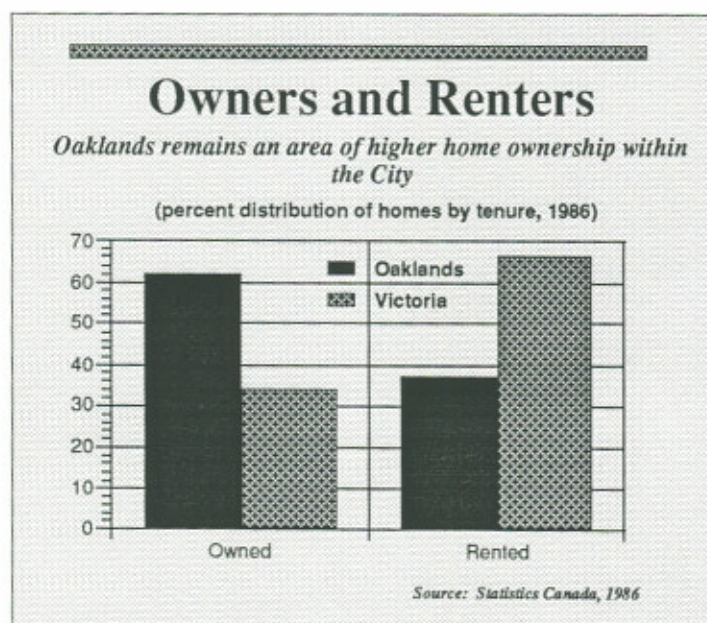
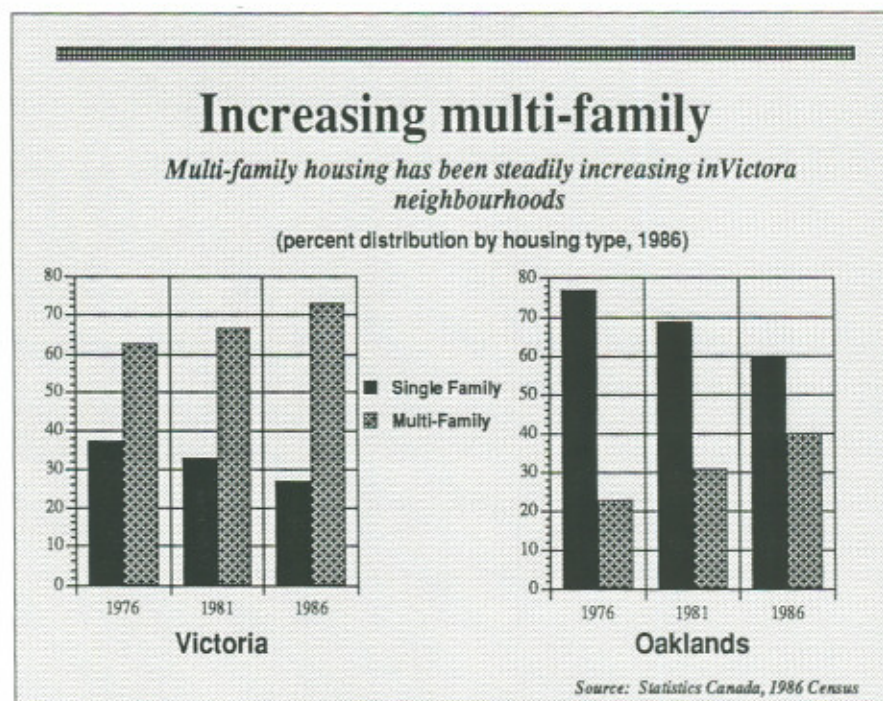
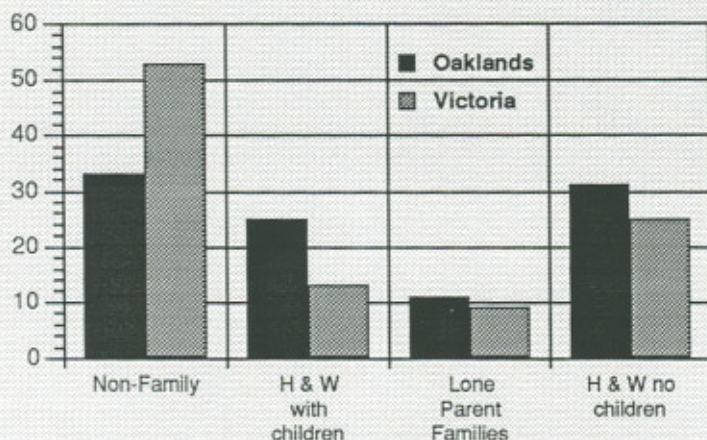


Chart #2 presents a comparison of home ownership and rental housing in the City and Oaklands between 1981 and 1986. The proportion of home owners in Oaklands remains noticeably higher than in the City as a whole.

Family-oriented

Families with children make up 36% of all households in Oaklands

(percent distribution of households by type)



Source: Statistics Canada, 1986 Census

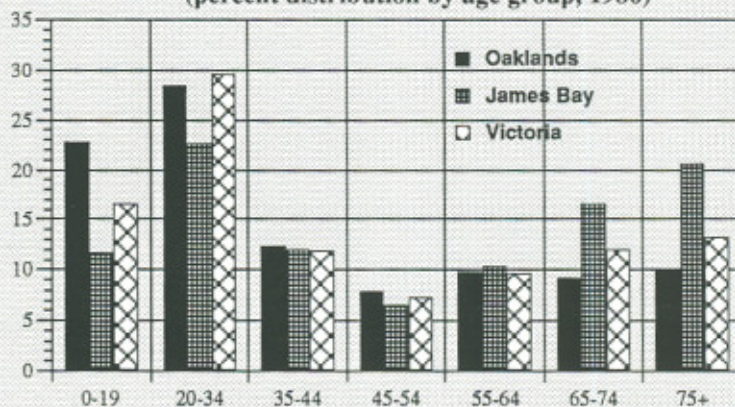
Chart #3 illustrates the contrast in the type of households in Oaklands and the City as a whole in 1986. This shows that in 1986 the percentage of families with children at home was considerably higher than for the City as a whole.

Chart #4 contrasts the age profile of the populations of Oaklands and James Bay. The difference between the two neighbourhoods is dramatic — Oaklands has a much higher proportion of school age children and a much lower proportion of seniors.

Younger Population

Oaklands has more young people and fewer older people than other parts of the City

(percent distribution by age group, 1986)



Source: Statistics Canada, 1986 Census

During the past ten years about 400 homes have been added to the Oaklands neighbourhood (see Appendix 1). Of these, 130 have been either rental or owner-occupied townhouses, 130 have been apartments for seniors, 95 have been condominium apartments, 18 have been located in two family dwellings and 26 have been single detached homes. Three rental apartment projects are underway which will add approximately 200 new homes.

“Density” is an urban planning term which relates to both the mass of a building — its height and floorspace — and to the relationship of number of buildings within a specified area. In the context of this Plan, “density” refers to the number of housing units built per “net residential acre” — a commonly used unit of measurement which excludes roads, parks and other non-residential uses.

In single family housing areas of Oaklands, densities range from about 7 to 10 units per net acre. A fairly typical block south of Hillside might contain 26 lots of 5,500 sq.ft. each, for a density of

close to 8 units per acre. In Oaklands, townhouses generally range between 15 and 18 units per net acre, and apartments range up to 70 units per net acre. Outside the Oaklands neighbourhood, apartment densities are allowable up to about 130 units per net acre, while townhouse densities have ranged up to 35 units per acre.

Housing recommendations

The recommendations which follow are made in consideration of the established social profile of the community and with the objective of strengthening this family-oriented character yet encouraging the development of some new, affordable housing.

H1.

With the exception of the specific areas identified on Map 2,

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

Typically, lots in much of the Oaklands area are 50' wide by 110' deep, resulting in a lot size of 5500 sq.ft. Expressed on a

density basis, there are about 8 homes per net residential acre.

Single family homes will remain the dominant housing type in the large area shown on Map 2. If building applications do come forward for single family homes on “small lots” or for new two family dwellings, these will be considered on their own merits at the

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

Conversions of single homes to include additional suites may also occur in these areas provided they meet the City's building standards and parking requirements. Experience in Oaklands and other parts of the City has indicated that conversions allow for the creation of more affordable housing opportunities without resulting in major changes to either the exterior of the home or the neighbourhood.

H2.

Gradual change in the type and density of housing will be considered along the Hillside and Shelbourne corridors. As a

general principle, rezonings for townhouses will be favoured over apartments.

This policy is designed to **strengthen the family-oriented character** of Oaklands and to support the existing public investments in the neighbourhood school and parks. Housing change in the neighbourhood should be to reinforce this long-established character.

H3.

Rezoning for a change in

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

H3.1 Ground-oriented townhouses will be considered as an appropriate use on Shelbourne Street between Myrtle and Haultain Street. As a general principle the townhouses would be no more than 2.5 storeys with a density of up to 18 units per acre.

Consideration will be given to a slight reduction in normal parking requirements for both types of townhouses in light of their location on existing major bus

routes. As a general principle, car entrances/exits to any new project should be from east-west streets rather than directly from Shelbourne. To minimize unsafe driveway accesses, two family dwellings will generally not be encouraged along Shelbourne Street or Hillside Avenue.

There are currently 126 lots along the east and west sides of Shelbourne between Myrtle Street on the north and Haultain Street on the south.

Some of these lots contain dwellings with more than one unit in them.

Although an exact number of dwellings was not established, it is estimated that there are about 145–150 dwellings along this length of Shelbourne. If rezonings occurred consistent with the recommendations of this plan, the total number of units that would result is about 400. This is referred to as a “theoretical maximum” and it is very unlikely that this would occur. If the entire area were developed as apartments, rather than as townhouses, the “theo-

retical maximum” would be in excess of 1,000 units.

H3.2 Ground-oriented townhouses with a 2.5 storey height limit at a density of up to 18 units per acre will also be considered as an appropriate use in the block between Hamilton and Belmont on the south side of Hillside Avenue. A project of this type has recently been completed at the intersection of Hillside and Hamilton.

H3.3 Ground-oriented townhouses with a 3 storey height limit at a density of up to 35 units per acre will also be considered as an appropriate use in two locations on the north side of Myrtle Street, west of Shelbourne. These areas are adjacent to commercial properties and were identified as suitable locations for multi-family rental housing in a study undertaken by the City of Victoria in 1989/90.

H3.4 Ground oriented townhouses with a three storey height limit at a density of up to 35 units per acre will be considered adjacent to the existing Kiwanis Villa on Cook

<p>Street. Owing to the sloping nature of the site and its relationship to Cook Street, Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.</p> <p>(NOTE: Appendix 2 illustrates multi-family housing of various densities.)</p> <p>H4. Apartments are permitted along Hillside Avenue west of Cedar Hill Road. No change is recommended in this Plan.</p> <p>The trees on the Bishop Cridge site should be recognized for their value. These trees and the land should be carefully reviewed in any development on the site.</p> <p>H5. Housing should be encouraged in conjunction with any expansion of Hillside Shopping Centre.</p> <p>No residential uses are currently permitted at Hillside Shopping Centre, although expansion potential of about 437,000 sq. ft. exists. The</p>	<p>current building area of the Centre is approximately 465,000 sq. ft. This Plan recommends that the policy be changed to encourage a residential component as part of any future expansion.</p> <p>While past planning practice has been to separate commercial and residential uses, mixed residential-commercial developments are becoming increasingly common and an acceptable living environment for non-family households. The Oakridge Shopping Centre is a recent and successful example in a Vancouver South neighbourhood. Locally, the James Bay Square and Stadacona Centre present other examples of a mixed-use project.</p> <p>From an environmental perspective, shopping centre surface parking lots are viewed as being very unattractive and a poor use of increasingly scarce urban land resources. Hillside Shopping Centre's 29.59 acre site presents a unique opportunity for residential infill with limited impact on the surrounding neighbourhood.</p>	<p>Although it is outside the mandate of this study to make recommendations regarding any property outside the Oaklands area, Council may wish to extend this policy to Mayfair Mall, the only other regional shopping centre inside the City boundaries.</p>
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Commercial / institutional

Oaklands residents have good access to a full range of commercial facilities — a regional shopping centre with surrounding commercial uses, medical-dental and professional offices, restaurants and neighbourhood convenience stores. No further retail commercial development is being promoted through this Plan, although the current zoning allows for some expansion to occur in the Hillside-Shelbourne Area.

The greatest potential for new commercial development is at **Hillside Shopping Centre**. The current zoning for the site permits an expansion of almost two times the existing floor space, provided the parking requirements for this expanded floor area could be achieved. There are no immediate plans for an expansion of the Centre, although the owners periodically assess possible future changes to the property. If the policies of this Plan are approved (refer to housing sec-

tion), some amount of housing would be encouraged as a component of any commercial expansion.

In the past several years, properties along Richmond Road have been redeveloped as small scale institutional uses. The Canadian National Institute for the Blind (CNIB) and the Arthritis Society have been well designed and are considered to be a "good fit" with their residential neighbours.

Commercial recommendations

C1.

Landscaping should be improved at the Hillside Shopping Centre and along the perimeter of properties fronting the south side of Hillside Avenue through a jointly organized program between property owners and the City of Victoria.

Hillside Shopping Centre is a major asset of the Oaklands neighbourhood. Generally viewed by local residents as a "good neighbour", the management of the Centre has been

"Oaklands residents have good access to a full range of commercial facilities."

<p>sensitive to the concerns of surrounding neighbourhood since the Centre first opened in the mid-60s. While the perimeter of the site is well landscaped along Shakespeare, Edgeware and Doncaster, the landscaping along Hillside is less attractive and less complete, leaving the impression of a "hard edge" to the property. Additionally, the expanse of surface parking, particularly in the south-east portion of the site could benefit from additional tree planting.</p>	<p>Medical-dental offices, or other uses that generate a large amount of traffic will not be considered.</p>	
<p>Similarly, the commercial properties along the south side of Hillside Avenue lack a cohesive landscaping program. Gradual improvements to this side of the street would aid in "softening" the look of the area and bring it more into character with the surrounding residential neighbourhood.</p>		
<p>C2. Redevelopment of properties fronting onto Richmond Road between Haultain and Kings will be considered for small scale institutional uses similar to the CNIB and the Arthritis Centre on Richmond Road.</p>		

Transportation

Oaklands is divided by two arterial roadways — Shelbourne Street and Hillside Avenue — which carry large volumes of traffic throughout the day and, particularly, during the morning and evening home-to-work “peak periods”. The neighbourhood is also bordered on the west by Cook Street, another busy arterial roadway. Any increased right-of-way widths are incorporated in required “setbacks” when rezoning occurs.

The heaviest traffic flow in the neighbourhood occurs on Shelbourne, north of Hillside, where 1989 vehicle volumes were almost 27,000 on a 24 hour basis. South of Hillside the volumes drop off by about 30%. On Hillside the 24 hour volumes are in the order of 20,000 to 25,000. As a comparison, the equivalent traffic on a local road ranges from 1,000 to 4,000 vehicles per 24 hour period.

The intersection of Hillside and Shelbourne is one of the busiest

in the City, and until improvements were made to the timing of the traffic signals, there were a number of accidents each year. In 1988, this intersection was ranked by the the City Engineering Department as the first priority for improvements to the signal timing system.

“It is unlikely that the growth of traffic volumes will be as great in the future as in the recent past.”

While accidents have not been entirely eliminated, these improvements have reduced the accident rate.

Residents of the Oaklands neighbourhood have expressed concerns about the level of traffic and pedestrian safety on some streets, and, in particular, on Shelbourne Street south of Hillside Avenue. In 1989 and 1990 the City reviewed the situation and, subsequently,

some improvements were made to reduce conflicts between motorists and pedestrians. In early 1991 the City was asked to re-examine the situation on Shelbourne in response to a petition from local residents.

Traffic volumes on Shelbourne and Hillside have grown in parallel with the increase in population north of the City limits. During the past two decades there has been considerable new housing in the Saanich “panhandle” and in the Gordon Head area as well as development at the University of Victoria. Discussions with Saanich planners confirm that the majority of this area has been sub-divided and is coming within sight of being “built-out”. While some infill housing at medium densities will occur along Shelbourne over the next ten years, it is unlikely that the growth of the past will be repeated during the life of this plan. It is unlikely, therefore, that the growth of vehicular traffic will be as great in the future as in the recent past. An in-depth traffic engineering study undertaken in 1989 identified that the growth in

traffic was much greater on Shelbourne north of Hillside than to the south.

"Short-cutting" through Oaklands on local streets in a north-south direction is becoming a major, continuing problem. One area where this is becoming a problem is south of Hillside, as a result of vehicles exiting from the parking lots of the shopping areas into the local road network, rather than returning to Hillside.

During the summer of 1991 the City Engineering Department undertook 24 hour traffic counts at 13 locations in Oaklands in response to concerns that were raised about traffic volumes on local streets during the planning period. This revealed that at the time the counts were undertaken, 4 locations had traffic volumes that exceeded the normal expected volumes – Scott south of Hillside, Ryan west of Belmont, Belmont north of Ryan and Shakespeare south of Hillside. Traffic volumes were also higher than expected on Doncaster, north of Hillside.

Five transit routes pass through Oaklands. The two busiest routes are on Shelbourne Street where, during peak periods, the frequency of service is every seven minutes. In 1989, the combined total for these two routes on weekdays approached 4,500 rides in a 24 hour period. Comparable ridership in 1989 on the Cook Street route was 986 rides per 24 hour period, on the Gorge/Haultain route the figure was 3,237. The cross-town Hillside route had a total of 2,859 rides per day. Ridership is reported by BC Transit as increasing between 12% and 20% each year.

Traffic recommendations

As a general objective, traffic **"short-cutting"** throughout the neighbourhood must be slowed down, discouraged and eventually eliminated. Physical measures such as posting "local residential traffic only" signs, installing speed-bumps, diversions and partial closures should be seriously considered. In addition, opportunities for alternative modes of transporta-

tion for traffic passing through the neighbourhood to other destinations are to be identified.

T1.1 Implement a **neighbourhood traffic management study** encompassing an appropriate planning area to define effective measures to achieve the stated objectives.

Map 3 accompanies the following recommendations. Appended to this Plan are a series of typical road "cross-sections" for various types of roads within the City (Appendix 3). These "cross-sections" form the basis for new road design and road improvements used by the City's traffic engineers.

The City of Victoria's Official Community Plan contains a **Street Classification Plan** which sets out a series of street categories. These form the basis for decisions regarding future road improvements and changes. This Plan proposes the confirmation of the Official Plan with two exceptions:

T1.2 Re-classification of **Doncaster Drive** between Hillside Avenue and North

OAKLANDS NEIGHBOURHOOD



Road Classification

Arterial	
Secondary Arterial	
Collector	
Secondary Collector	
Cycle Paths	
Bus Routes	

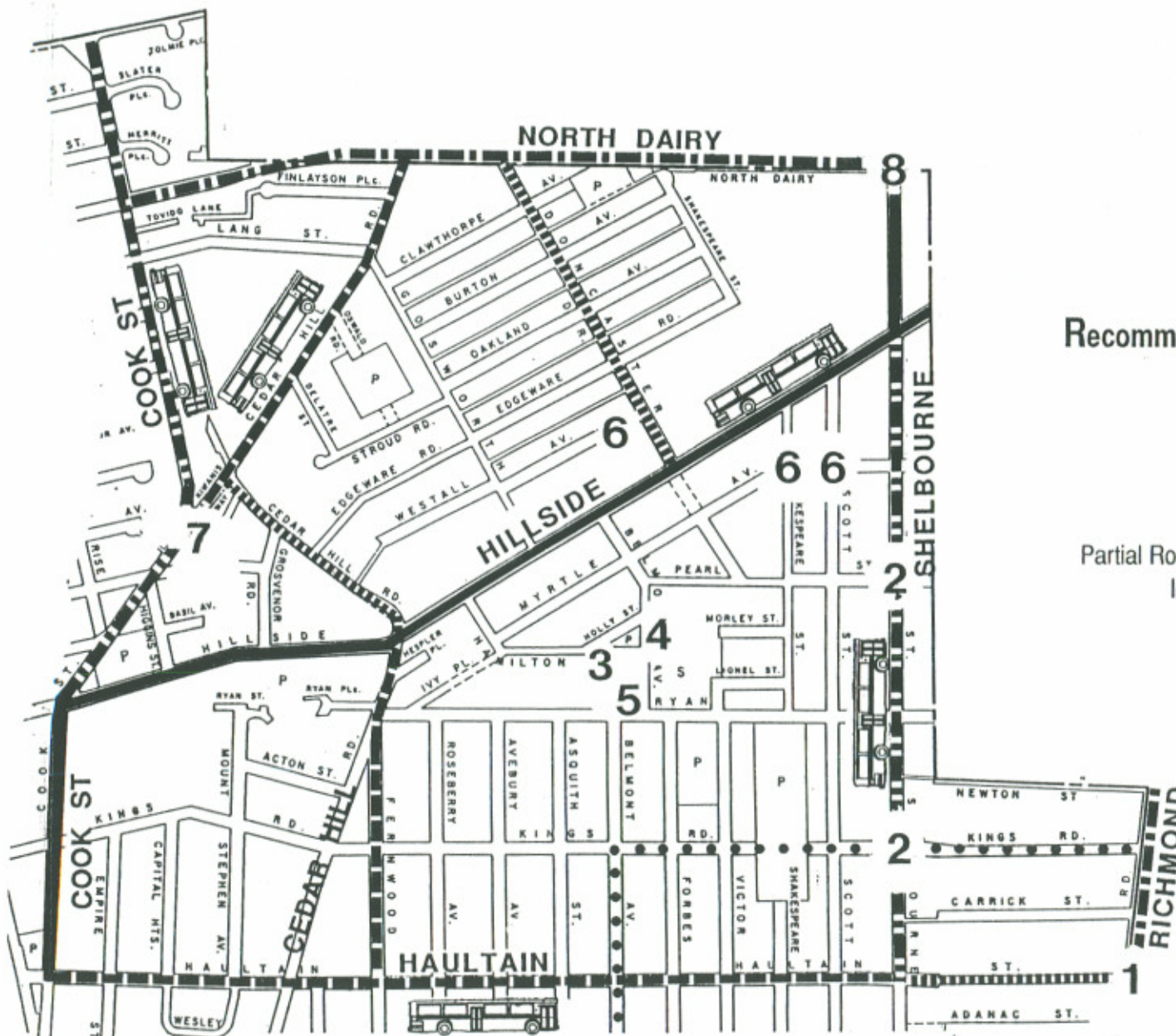
Recommended Improvements

Add Traffic Signal	1
Improve Crosswalk	2
Close Road	3
Add Crosswalk	4
Add Stop Sign	5
Partial Road Closure/Special Study	6
Intersection Special Study	7
Change Traffic Signal	8

Traffic Management Plan

MAP

3



Dairy Road from a Collector to a Secondary Collector. This street serves as a collector from the relatively small residential area to the north of Hillside, does not have a bus route and is not intended to be upgraded. It should not be seen as a "short-cut" between two arterial roads, nor should it be seen as a major entry or exit from the Hillside Shopping Mall.

T1.3 Re-classification of **Haultain Street** from a Secondary Collector to Collector between Cook and Shelbourne. This change acknowledges the actual use of the street as a link between four arterial roads (Cook, Shelbourne, Richmond, Foul Bay), and as a frequent-service bus route. No improvements to this route are required.

T2.

No upgrading to Shelbourne Street is recommended that would result in the increase of "vehicle capacity" during the life of this Plan. A future widening is not anticipated.

The effect of the policy would be to protect the memorial trees planted along the east and west

side boulevards and preserve the overall character of the street. It is recognized, however, that Shelbourne will continue to play an important north-south street linking downtown to the University and the residential areas of north-east Saanich.

T3.

If redevelopment does occur along the west side of **Shelbourne Street**, a set-back should be taken by the City of a sufficient depth to allow some possible, future widening of the roadway. *(Note: even if a wider right-of-way is achieved along the length of the west side of Shelbourne, it may never be needed for widening to accommodate more vehicles. If additional capacity is deemed necessary at some future period in time, the widened right-of-way might be used as an exclusive bus lane or as a location of an alternative mode of transit such as light rail. The trees could be retained.)*

A number of specific recommendations follow:

T4.1 A traffic signal should be installed at the intersection of **Haultain Street and Richmond Road**. This busy intersection has been the location of several accidents in the past few years. Traffic volumes on both streets are likely to increase with the upgrading and expansion of the Jubilee Hospital.

T4.2 The existing pedestrian crosswalks on **Shelbourne Street at Pearl Street and Kings Road** should be improved to ensure that vehicle traffic is made more aware of the potential of pedestrians crossing at these locations. These improvements should be introduced as a priority item. Traffic signals or pedestrian-activated lights (similar to that at Bay and Dowler) should be implemented as a priority. Every effort should be made to increase the visibility of pedestrians at crosswalks on Shelbourne. The police enforcement of speed limits on Shelbourne Street should be improved.

<p>T4.3 Four improvements should be made in the vicinity of Oaklands school to improve safety conditions for school children. These are:</p> <ul style="list-style-type: none"> • a stop sign south-bound on Belmont at Ryan; • the closure of Hamilton between Belmont and Holly Place; • re-instatement of a crosswalk on Belmont in the vicinity of Oaklands School; • the redefinition of Ryan Street west of Belmont with an appropriately designed curb, gutter, sidewalk and landscaped boulevard. <p>T4.4 There should be a partial road closure or other appropriate diversion of through traffic at three locations:</p> <ul style="list-style-type: none"> • Myrtle at Scott • Myrtle at Shakespeare • Full closure of Doncaster at Westall 	<p>The detailed design of these diversions would be undertaken through a special study by the City's Engineering Department. The impacts of any partial road closures on adjacent streets should be carefully examined.</p> <p>T4.5 A special traffic engineering study should be undertaken as a priority at the intersection of Cook Street at Kiwanis Way to determine what changes might be made to improve traffic safety. This study should consider the possibility of eliminating left turns from Kiwanis Way south-bound onto Cook Street.</p> <p>T4.6 Changes to the traffic signals at Shelbourne Street and North Dairy Road should be made to improve traffic movements at this intersection. In particular, improvements should be made to facilitate the westbound turn onto North Dairy for vehicles traveling northbound on Shelbourne Street.</p> <p>T5. The City's "Safe Route to School" program should be initiated as a demonstration</p>	<p>project within the Oaklands neighbourhood.</p> <p>This program, an initiative of the Engineering Department and the City Police, involves parents, teachers and students in establishing and promoting the safest walking routes for children on their way to and from school.</p> <p>The program is particularly well-suited to busy inner-city neighbourhoods such as Oaklands where many elementary school aged children cross Hillside Avenue daily.</p>
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Parks, open space & community facilities

Oaklands has a number of parks, open spaces and community facilities that appear to meet the needs of the community reasonably well.

There are six City parks which together total just over 13 acres. In addition, Oaklands school has a play area and playground which augments this inventory.

Park	Size
Oaklands Park	5.90 acres
Oswald Park	2.80 acres
David Spencer Playground	1.78 acres
Hillside Playground	1.57 acres
Clawthorpe Playlot	.75 acres
Mt. Stephen	.54 acres

Just outside the boundaries of the neighbourhood in Saanich, Lansdowne and Richmond schools and the Cedar Hill Recreation Centre provide other

near-by opportunities for outdoor and indoor recreation.

Recent changes at **Oaklands Park** have been very welcomed and have helped create a true "community focus" in the vicinity of Oaklands school. The new adventure play equipment is very popular with young children and the park has become a real meeting place for parents and care-givers. The other well-used park is the Little League Park at Hillside and Cook. Other parks in the neighbourhood are less well used but provide welcomed open and green space within the City.

In the near future the City's Parks and Recreation Department will be working with the residents of the Oaklands area on a neighbourhood parks planning program.

Bowker Creek used to flow through the north-east part of the neighbourhood. Considered to be a hazard by many people at that time, it was put into a culvert system in the mid-60s when Hillside Shopping Centre was developed. Much of the system is buried under existing

roads. Three City-owned vacant properties, however, remain as easements for the creek.

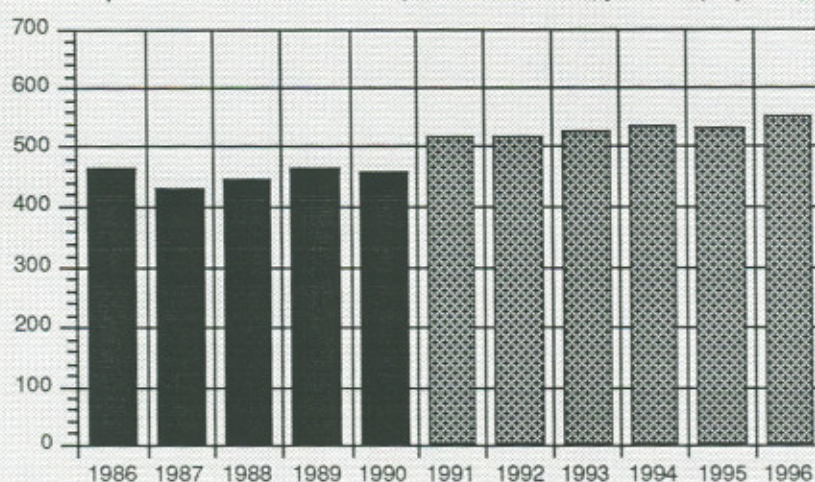
Oaklands School serves a catchment area that includes most of the Oaklands neighbourhood except the area east of Shelbourne and part of the area north of Hillside. It also extends south of Bay and east of Belmont. Enrolment is holding reasonably steady at about 500-520 students, well down from a peak enrolment of 1085 in 1963.

According to a School District study completed in December, 1990, 442 children of elementary school age lived in the catchment area in 1989. Of these, 278 attended Oaklands school; the remainder of the enrolment came from children living outside the catchment area.

A small increase in enrolment is projected by the Victoria School Board over the coming decade. The School District study projects an enrolment of 550 by 1996. If this figure is attained, some programming changes or boundary moves would be necessary to accommodate this growth.

Student Population Stabilizing

A modest increase is projected for the coming six years
(number of students enrolled, Oaklands School, past and projected)



Source: Greater Victoria School District, 1991

Chart #5

illustrates the pattern of past and anticipated enrolments.

While the school is not officially designated as a "community school", it is very well used by local residents and by groups from outside the neighbourhood. The gymnasium is booked almost continuously.

In the recent past, consideration was given to the establishment of the school as a "community school" and the incorporation of a day care facility. This is not being pursued actively at this time.

A number of programs — sports, academic and social — have

been initiated at the school during the past six years which have brought about positive changes. There is a small but increasing number of ESL (English as a Second Language) students.

The Cridge Centre for the Family located at Cook and Hillside offers a number of programs including day care and out-of-school activities.

Existing community facilities, including day cares, private hospitals, nursing homes, places of worship and schools are

identified on **Map 4**. The special needs of young and old are supported in the Oaklands neighbourhood through various organizations. Five child-care centers are currently operating for pre-schoolers, the Discovery School addresses the needs of young students with learning disabilities, and the Aberdeen Hospital, the Kiwanis Villa and the Parkwood Congregate and Intermediate Care facilities serve the needs of an aging population.

Parks, open space & community facilities recommendations

P1.

The two City-owned vacant properties which serve as an easement over the culverted Bowker Creek should be maintained as open space but improved as follows:

P1.1 Create a demonstration community organic garden and/or a demonstration community composting and recycling depot on the two City-owned lots between Newton and Kings. These sites are currently vacant and overgrown. Their size and location make them an ideal location for the suggested uses. Existing CRD, Provincial and Federal funding programs are available to the City or community groups.

P2.

Oswald Park should be the subject of a special parks planning study. This 2.8 acre park is located in a family-oriented sub-area of the neighbourhood north of Hillside Avenue is of a size

that allows both active and passive areas. Very little investment has been made in this Park over the years and some money should be invested in its development.

P3.

A landscaping program

should be undertaken in conjunction with the proposed traffic improvements in the vicinity of Oaklands School for the Ryan Street right-of-way. The over-sized right-of-way is both untidy and unsafe in its present configuration and can be improved with limited investment. Repaving of the road is required and, at the very least, part of the right-of-way should be designated for pedestrians. Design options should be developed to review with adjacent property owners, neighbours, and staff and the Parent Consultative Committee of Oaklands School.

P4.

A landscaping program

should be undertaken in conjunction with the property owners along Hillside Avenue to improve the appearance and overall ambience of this impor-

tant shopping street. This program should be initiated by the City through a meeting of all adjacent property owners and tenants. A jointly-funded local improvement should be considered with the City taking the lead role in the design and project management.

P5.

The City should review its own inventory of land in the neighbourhood, with a view to increasing the supply and diversity of parks. Existing parks should also be reviewed with a view towards realizing their full potential for use and enjoyment by neighbourhood residents.

P6.

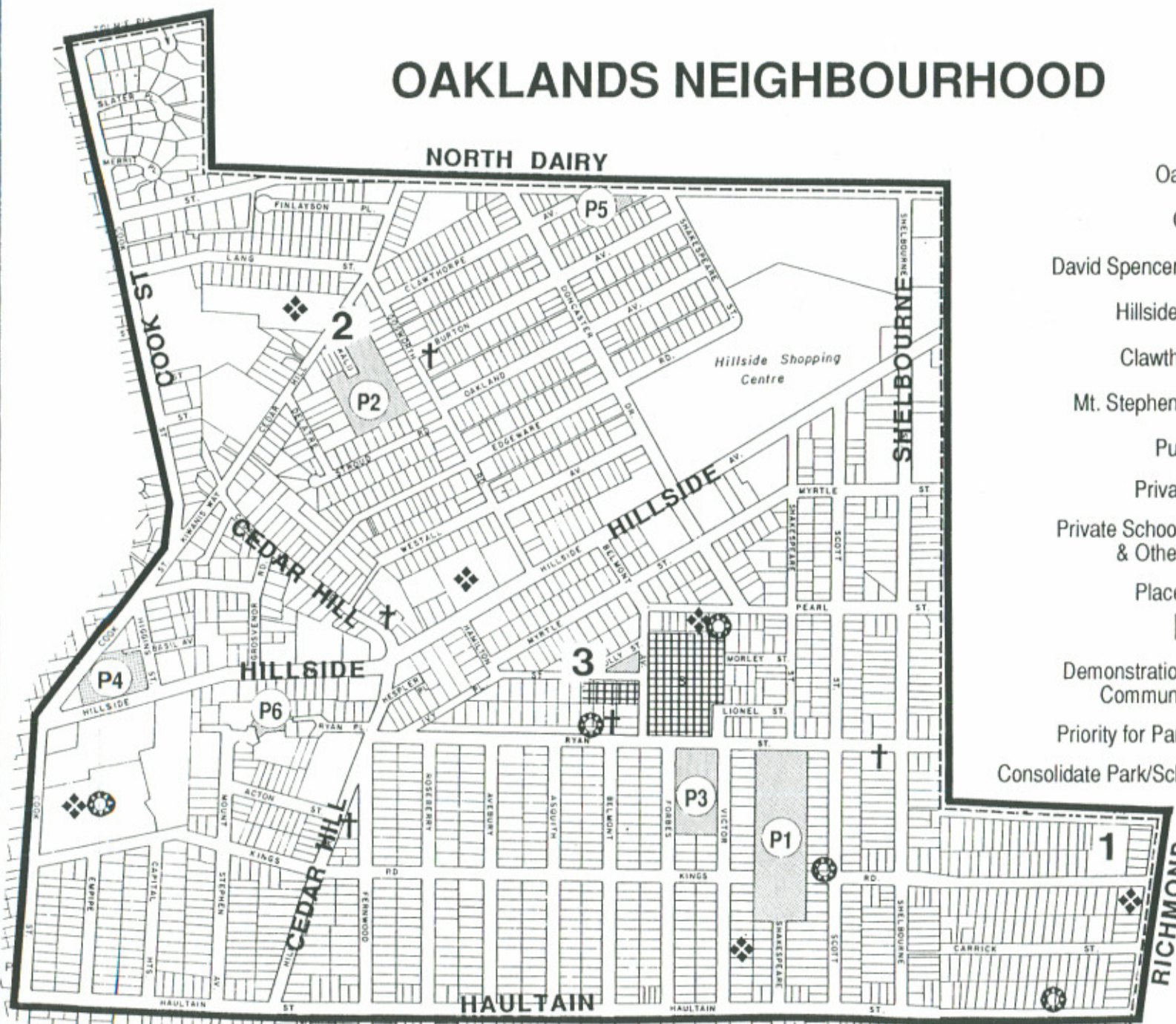
The City should initiate discussions with the School District to designate Oaklands School a "**community school**". Such a school would have facilities and programs open to the neighbourhood residents' use and enjoyment as well as meeting the needs of students.

P7.

A public library should be established in the neighbourhood.

OAKLANDS NEIGHBOURHOOD

NORTH DAIRY



Existing

Oaklands Park

P1

Oswald Park

P2

David Spencer Playground

P3

Hillside Playground

P4

Clawthorpe Playlot

P5

Mt. Stephen Playground

P6

Public Schools



Private Day Care



Private Schools, Hospitals
& Other Institutions



Place of Worship



Proposed

Demonstration Garden or
Community Compost

1

Priority for Parks Planning

2

Consolidate Park/School Ground

3

Parks,
Open Space
&
Community
Facilities

MAP

4

Public works

The City's Engineering Department is responsible for the maintenance and improvement of the road, sidewalk, lighting and sewer systems in the Oaklands area. A continuous needs assessment of this infrastructure is undertaken and a five year budget is prepared to allocate sufficient funds to allow for improvements where warranted. The City's "pay as you go" policy has meant that the budget for repairs is modest and must be spread throughout the City.

It is recommended that the City's "pay as you go" policy be reviewed with a view towards repairing and upgrading the City's deteriorating public works infrastructure (e.g. roads, sidewalks, sewers, water) in the residential neighbourhoods.

In late 1990 widespread flooding of basements was experienced in the parts of Oaklands that are drained by Bowker Creek. A number of downstream improvements have been made this

year, which together with improvements upstream in Saanich, should prevent similar drainage problems again. Historically, this part of Oaklands experienced poor drainage. In the mid-1960s Bower Creek was buried from its origins north of North Dairy Road through the Hillside-Shelbourne area and then channeled through the Saanich Panhandle and parts of Oak Bay. This eliminated much of the flooding problems which frequently occurred along the watershed.

Other storm drainage problems are being addressed. These include the installation of a storm drain lift station at the south end of Oaklands Park to improve the quality of the playing fields, and plans for new storm drains along Roseberry and Avebury Avenues.

Street lighting in the Oaklands area is being improved through two City-wide programs. The first is the conversion of older mercury vapour street lamps with more efficient, high-pressure sodium lamps. These are proven to provide a better quality of lighting and will

benefit pedestrians, cyclists and motorists. A second program is the systematic pruning of tree branches that block street lighting.

A series of road improvements (road, curb, gutter and sidewalk) have been undertaken in the past six years and the five-year program identifies several more to come. These are listed below:

Year / Street	From / To
1992	
Roseberry	Ryan-Bay
Victor	Kings-Haultain
Stroud	Delatre-Gosworth
Oakland	Doncaster-Shakespeare
Ryan	Belmont-Cedar Hill
1993	
Capital Heights	Kings-Haultain
Forbes	Kings-Haultain
Shakespeare	Hillside-Ryan
Grosvenor	Cedar Hill-Hillside
Westall	Cedar Hill-Doncaster
1994	
Edgeware	Cedar Hill-Shakespeare
Myrtle	Hamilton-Shelbourne

Heritage

Permanent settlement of the Oaklands area began about 140 years ago with European settlement and the first farms. During the 1880's much of the area was surveyed for residential development, but agricultural uses continued until the building boom at the beginning of this century. Approximately 20% of the neighbourhood's houses were built before 1920. Much of Oaklands was developed, however, after 1940. Only a few heritage buildings have been identified in the neighbourhood. One institution and four residences have been identified as being of considerable heritage value and have been formally "designated" as municipal heritage sites under the authority of the *Heritage Conservation Act*. There are also three buildings that have been identified as being of heritage significance and are maintained on the City's Heritage Registry. No additions to the Registry have been identified through this Plan nor are

any registered properties recommended for formal designation.

The following properties have been designated under the authorizing legislation.

* 2691 Cook Street (B.C. Protestant Orphanage/Bishop Cridge Hall — constructed in 1892)

* 2667 Empire Street (single home in the "California Mission Style")

* 1785 Carrick Street (single home in the "Italianate Style")

* 1790 Carrick Street (single home in the "California Bungalow Style")

* 2744 Avebury Avenue (single home in the "Tudor Revival Style")

□ **The London Plane trees on Shelbourne Street** are the most prominent and well known "heritage trees" in the neighbourhood. These were planted along the length of Shelbourne Street as far north as Mount Douglas Park following World

War One as a memorial to local soldiers. When enabling legislation permits, they should be formally "designated" as "heritage". As an interim measure the City should continue to take measures to preserve and protect these trees. Additional steps should be taken to better identify, in a more visible manner, the heritage nature and significance of the London Plane trees on Shelbourne Street.

□ **The Jewish cemetery** is a heritage feature of the neighbourhood.

Putting this plan to work!

The City has the authority and the financial resources to implement most of the recommendations contained in this neighbourhood plan. In light of existing programs and already-established priorities, only some of these can be undertaken in the immediate future. Others will need to be undertaken over a longer period of time.

Zoning

□ The City has the authority to control land use and various aspects about the type and size of buildings on a property through its **Zoning Bylaw**. Arising out of this Plan, only one zoning change should be initiated by the City and the remainder should be left to property owners to initiate.

□ The following zoning change is recommended to be initiated by the City: to add multi-family residential as a permitted use on the property occupied by Hillside Shopping Centre.

□ All other zoning changes should be by application of the property owner or his/her agent in accordance with the policies set out in the housing and commercial sections of this Plan. This "site specific" rather than "blanket" approach to rezoning allows City Council to have greater control over future land use changes.

□ The area identified on **Map 5** should be formally established as a "**Development Permit Area**" under the authority of the Municipal Act. This will enable Council to evaluate the "form and character" of development in Oaklands. This designation as a Development Permit Area is required to ensure that the type of development is compatible in form and character with the surrounding neighbourhood. Any single family or two family dwellings within this area should be exempted from this review.

In submitting development proposals for approval by the City in the Shelbourne-Hillside Development Permit Area, the

applicant should take the following guidelines into account:

✱ The scale and massing of buildings should relate to adjacent buildings and provide an easy transition between the proposed development and its neighbours;

✱ The shape, siting, roof lines and exterior finishes of buildings should be sufficiently varied to avoid a monotonous appearance;

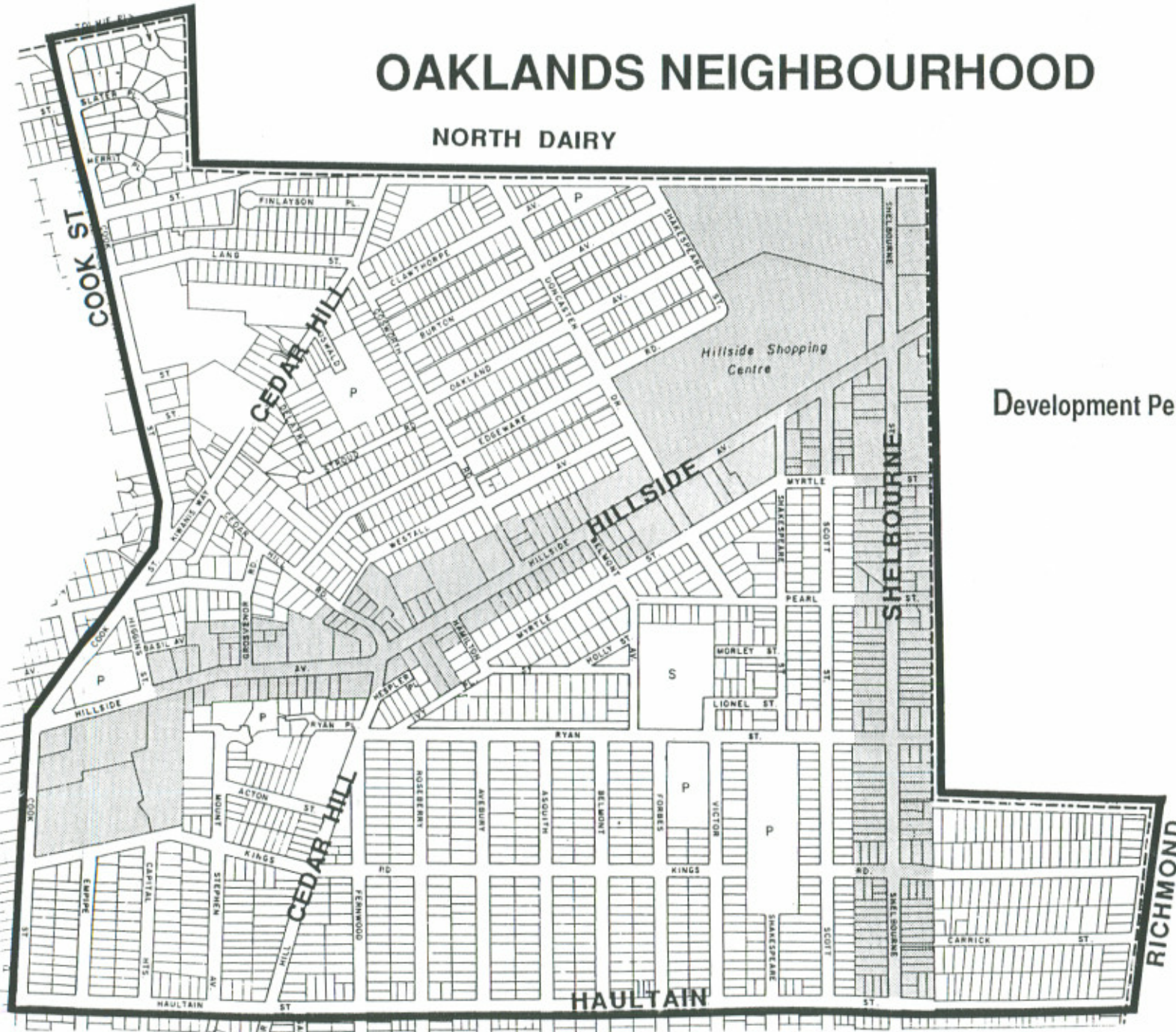
✱ Exterior lighting and signs should be unobtrusive and be in scale with their surroundings;

✱ The location, height and form of buildings should be in keeping with the topography;

✱ The landscaping treatment on commercial properties abutting residential areas should be designed to provide an immediate effect and a good buffer between these uses.

OAKLANDS NEIGHBOURHOOD

NORTH DAIRY



Development Permit Area



Development
Permit
Areas

MAP

5

Capital works - priorities for 92/93

A number of recommendations are contained within the Plan that have a budget implication for the City or which are a "call to action" by private property owners.

The following are recommended as priorities for implementation within the next two years by the City or in co-operation with other levels of government or property owners.

Traffic

- * Improvements to pedestrian crosswalks on Shelbourne Street (see T.4.2);

- * Improvements in the vicinity of Oaklands School, and in particular in the vicinity of Ryan and Belmont (see T.4.3);

- * Installation of a traffic Signal at Haultain and Richmond (see T.4.1).

- * Full closure of Doncaster at Westall (see T.4.4)

- * The redefinition of Ryan Street west of Belmont with an appropriately designed curb, gutter, sidewalk and landscaped boulevard (see T.4.3).

Parks

- * Establishment of a public library (see P.7);

- * Demonstration community garden / composting on the two City-owned lots between Newton Street and Kings Street. Regional, Provincial and Federal funding are available for this purpose (see P.1.1);

- * Parks planning for Oswald Park (see P.2);

- * Tree planting program: Ryan west of Belmont (see P.3);

- * Tree planting program: north and south sides of Hillside (jointly with property owners) (see P.4).

Special studies

This plan identifies two studies which should be initiated by the City whose scope is beyond the

neighbourhood's boundaries. These are:

- * Housing as a "permitted use" on "regional" shopping centre sites. The current by-laws do not include housing as a permitted use on regional shopping centre sites. These are large sites which are relatively "underdeveloped" by urban standards and offer the opportunity for additional housing within the City.

- * The development of a new zoning category to respond to the need for a zone which allows townhouses to be built at higher densities than existing categories. The City's current zoning by-law contains only two zoning categories for townhouses.

The "R-J" category allows about 14 units per acre to be built; the "R-K" category allows about 22 units to be built. Other municipalities have zoning categories that allow higher densities — up to a maximum of about 35 units per acre. These zones encourage a "stacked" form of townhouse, with all units hav-

ing a front door with "ground access". This allows family townhousing to be built economically.

The City's existing zoning categories for apartments allow densities between about 53 units per acre to 130 units per acre. The wide gap in multi-family housing densities ("R-K" at 22 units per acre and "R3-A1/2" at 53 units per acre) suggests that a study is necessary to ensure there are sufficient incentives to encourage family-oriented housing in the City.

Updating this plan

This plan will be a guide to residents, planners, developers and City Council for several years to come in making decisions regarding land use changes and new developments, traffic management and, among other things, parks planning. No plan can be fully followed, or implemented, as written. Circumstances and priorities change over time, and as these

changes occur, the Plan will need to be reviewed and updated.

APPENDICES

1. New housing developed in Oaklands Neighbourhood by type 1981–1991
2. Multi-family housing of various densities
3. Typical street cross sections
4. Duplex Rezoning Guidelines
5. Small Lot Single Family Dwelling Rezoning Guidelines

A P P E N D I X 1

**New Housing
Developed in Oaklands Neighbourhood
by Type
1981–1991**

APPENDIX 1
HOUSING IN OAKLANDS NEIGHBOURHOOD
1981-1991 BY TYPE

YEAR	SINGLE DETACHED	TWO FAMILY DWELLINGS	TOWN- HOUSES	APART- MENTS	SENIORS' HOUSING	TOTAL
1981	3	—	30	63	—	96
1982	1	1	—	—	18	20
1983	2	—	—	—	—	2
1984	1	—	50	—	—	51
1985	2	3	21	—	—	26
1986	4	2	—	—	8	14
1987	2	2	—	—	104	108
1988	4	1	3	—	—	8
1989	1	—	8	—	—	9
1990	5	—	10	32	—	47
1991	1	—	8	—	—	9
TOTAL – 1981-1991	26	9	130 (+ 18 U/C)	95 (+150 U/C)	130 (+56 U/C)	390

A P P E N D I X 2

Multi-family Housing of Various Densities



The Hamlet — Shakespeare Street

Total lot area = .63 acre; Number of units = 10 (2 x 4-bedroom; 8 x 3 bedroom)

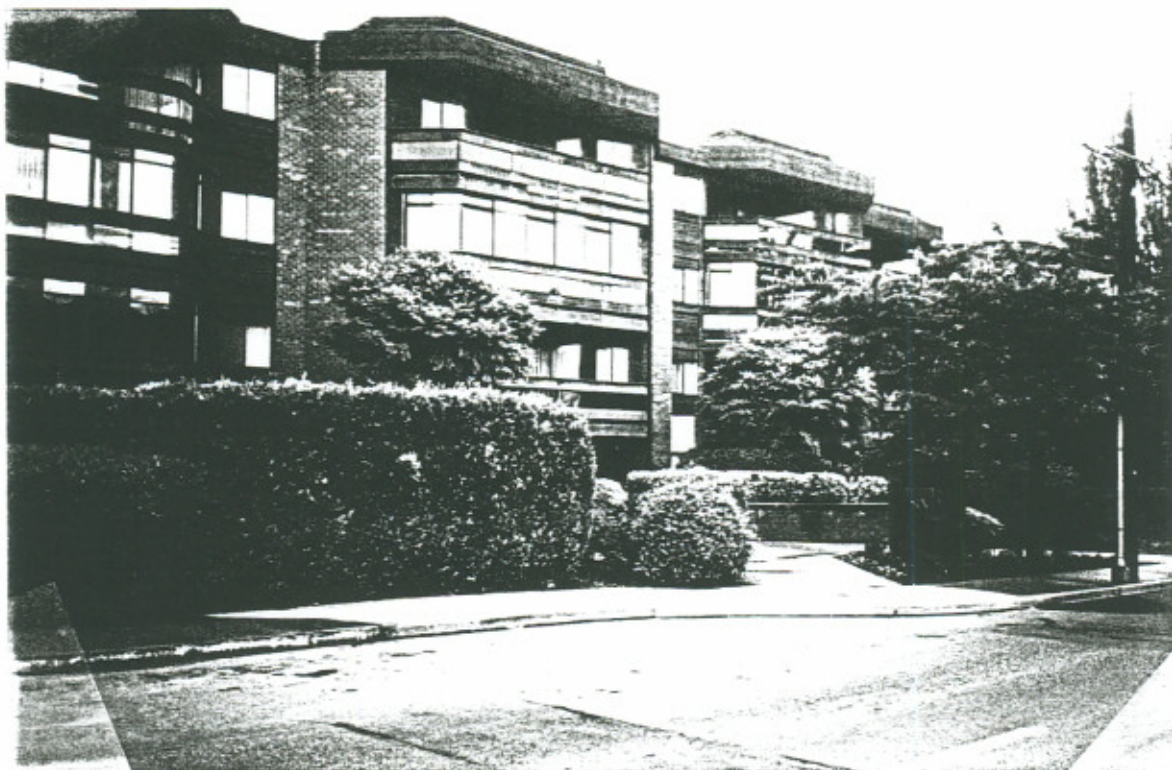
Density = 15 units per acre



The Tiffany

Total lot area = .71 acre; Number of units = 32

Density = 45 units per acre



Fifteen Sixty Hillside

Total lot area = 1.3 acres; Number of units = 59

Density = 43 units per acre



Hillside @ Hamilton

Total lot area = .42 acre; Number of units = 8

Density = 19 units per acre



Arbutus View – stacked townhouses / Saanich
 Total lot area = 49,785 sq.ft.; Number of units = 23
 Density = 20 units per acre



Village on the Green – stacked townhouses / Victoria
 Number of units = 38
 Density = 32 units per acre

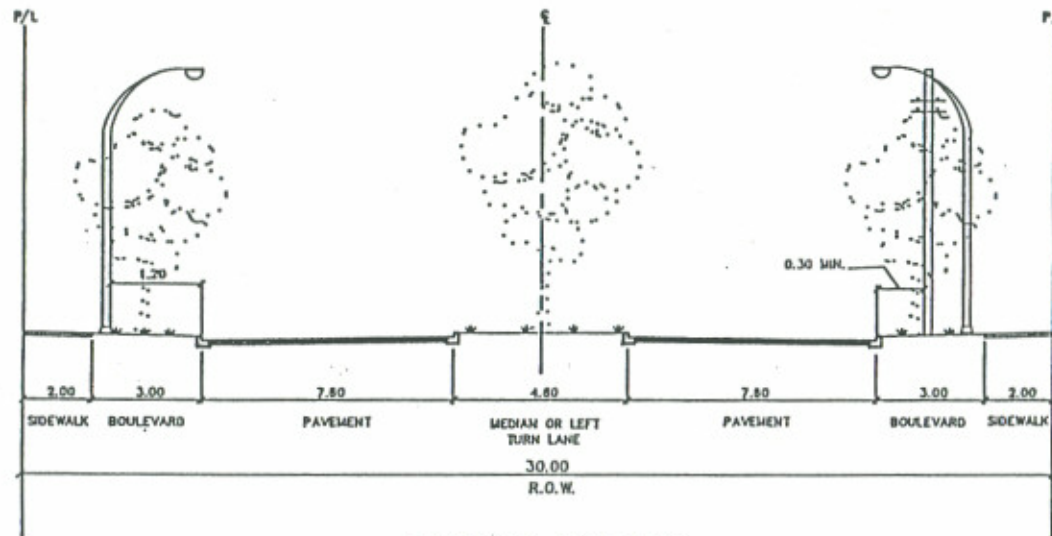
APPENDIX 3

Typical Cross Sections for Streets in The City of Victoria

ARTERIAL STREETS	3-1
SECONDARY ARTERIAL STREETS	3-2
COLLECTOR STREETS	3-3
SECONDARY COLLECTOR STREETS	3-4
LOCAL STREETS	3-5
LANE	3-6
SHELBOURNE STREET (LONG TERM)	3-7


Appendix 3

These are examples of standard "cross sections" used by the City of Victoria.
They are illustrative only and are not meant to imply specific changes to streets in Oaklands.



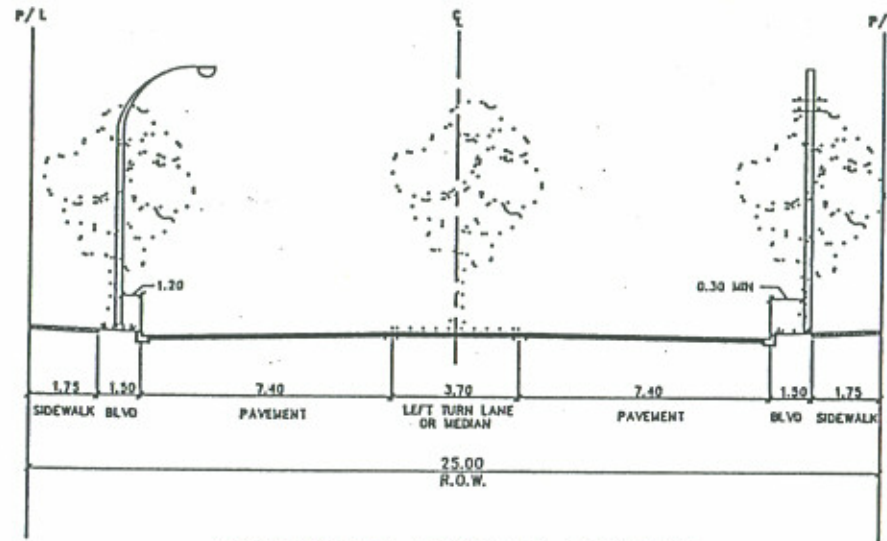
ARTERIAL STREETS

- NOTES: - ALL DIMENSIONS IN METRES UNLESS NOTED OTHERWISE
- OVERALL DIMENSIONS AND R.O.W. MAY VARY AT INTERSECTIONS

CORPORATION OF THE CITY OF VICTORIA		
	TITLE STREET CROSS SECTION ARTERIAL STREETS	
	CITY ENGINEERING DEPARTMENT	
	DRAWN BY E.I. SECTION CHECKED BY	DIV'N MANAGER CITY ENGINEER


Appendix 3

These are examples of standard "cross sections" used by the City of Victoria.
They are illustrative only and are not meant to imply specific changes to streets in Oaklands.



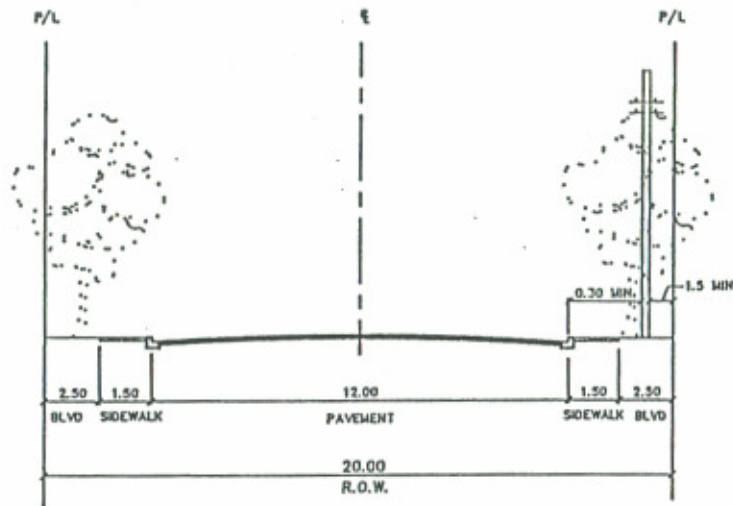
SECONDARY ARTERIAL STREETS

- NOTES: - ALL DIMENSIONS IN METRES UNLESS NOTED OTHERWISE
 - OVERALL DIMENSIONS AND R.O.W. MAY VARY AT INTERSECTIONS
 - SIDEWALK SETBACK OF 2 METRES FROM CURB WHERE PARKING IS PROHIBITED

CORPORATION OF THE CITY OF VICTORIA			
	TITLE STREET CROSS SECTION SECONDARY ARTERIAL STREETS		
	CITY ENGINEERING DEPARTMENT		
	DRAWN BY E.J. SECTION	DIVISION MANAGER	SCALE N.T.S.
	CHECKED BY	CITY ENGINEER	DATE 89-04-07 DRAWING NUMBER - 002.


Appendix 3

These are examples of standard "cross sections" used by the City of Victoria.
They are illustrative only and are not meant to imply specific changes to streets in Oaklands.



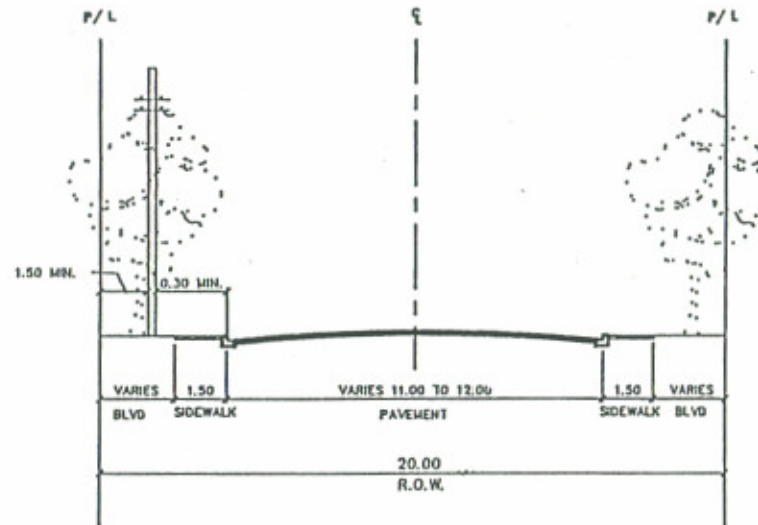
COLLECTOR STREETS

- NOTES: — ALL DIMENSIONS IN METRES UNLESS NOTED OTHERWISE
 — OVERALL DIMENSIONS AND R.O.W. MAY VARY AT INTERSECTIONS
 — SIDEWALK SETBACK OF 2 METRES FROM CURB WHERE PARKING IS PROHIBITED

CORPORATION OF THE CITY OF VICTORIA		
		
TITLE STREET CROSS SECTION COLLECTOR STREET		
CITY ENGINEERING DEPARTMENT		
DRAWN BY E.I. SECTION	DIV'N MANAGER	SCALE N.T.S.
CHECKED BY	CITY ENGINEER	DATE 89-04-07
		DRAWING NUMBER STD - 003

Appendix 3

These are examples of standard "cross sections" used by the City of Victoria.
They are illustrative only and are not meant to imply specific changes to streets in Oakland.



SECONDARY COLLECTOR STREETS

- NOTES: - ALL DIMENSIONS IN METRES UNLESS NOTED OTHERWISE
- OVERALL DIMENSIONS AND R.O.W. MAY VARY AT INTERSECTIONS
 - PAVEMENT WIDTHS

TRUCK AND BUS ROUTES	12m
OTHER	11m
 - SIDEWALK SETBACK OF 2 METRES FROM CURB WHERE PARKING IS PROHIBITED

CORPORATION OF THE CITY OF VICTORIA



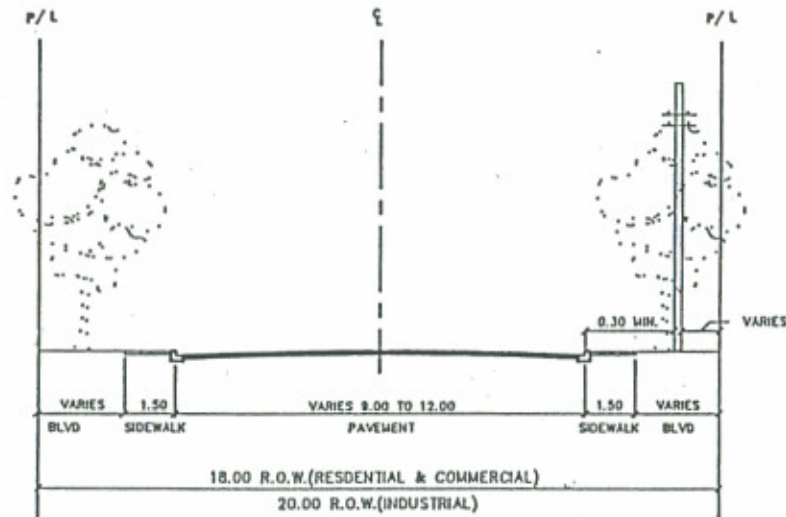
TITLE STREET CROSS SECTION
SECONDARY COLLECTOR STREETS

CITY ENGINEERING DEPARTMENT

DRAWN BY E.I. SECTION	DIVN MANAGER	SCALE N.T.S.
CHECKED BY	CITY ENGINEER	DATE 89-04-07
		DRAWING NUMBER D - 004


Appendix 3

These are examples of standard "cross sections" used by the City of Victoria.
They are illustrative only and are not meant to imply specific changes to streets in Oaklands.




LOCAL STREETS

- NOTES: — ALL DIMENSIONS IN METRES UNLESS NOTED OTHERWISE
- OVERALL DIMENSIONS AND R.O.W. MAY VARY AT INTERSECTIONS
 - PAVEMENT WIDTHS
 - SINGLE FAMILY TO LOW DENSITY TOWNHOUSE 9m
 - HIGH DENSITY TOWNHOUSE TO LOW RISE APARTMENTS 10m
 - AND NEIGHBOURHOOD COMMERCIAL CENTERS 11m
 - HIGH RISE APARTMENTS AND REGIONAL COMMERCIAL CENTERS 12m
 - INDUSTRIAL

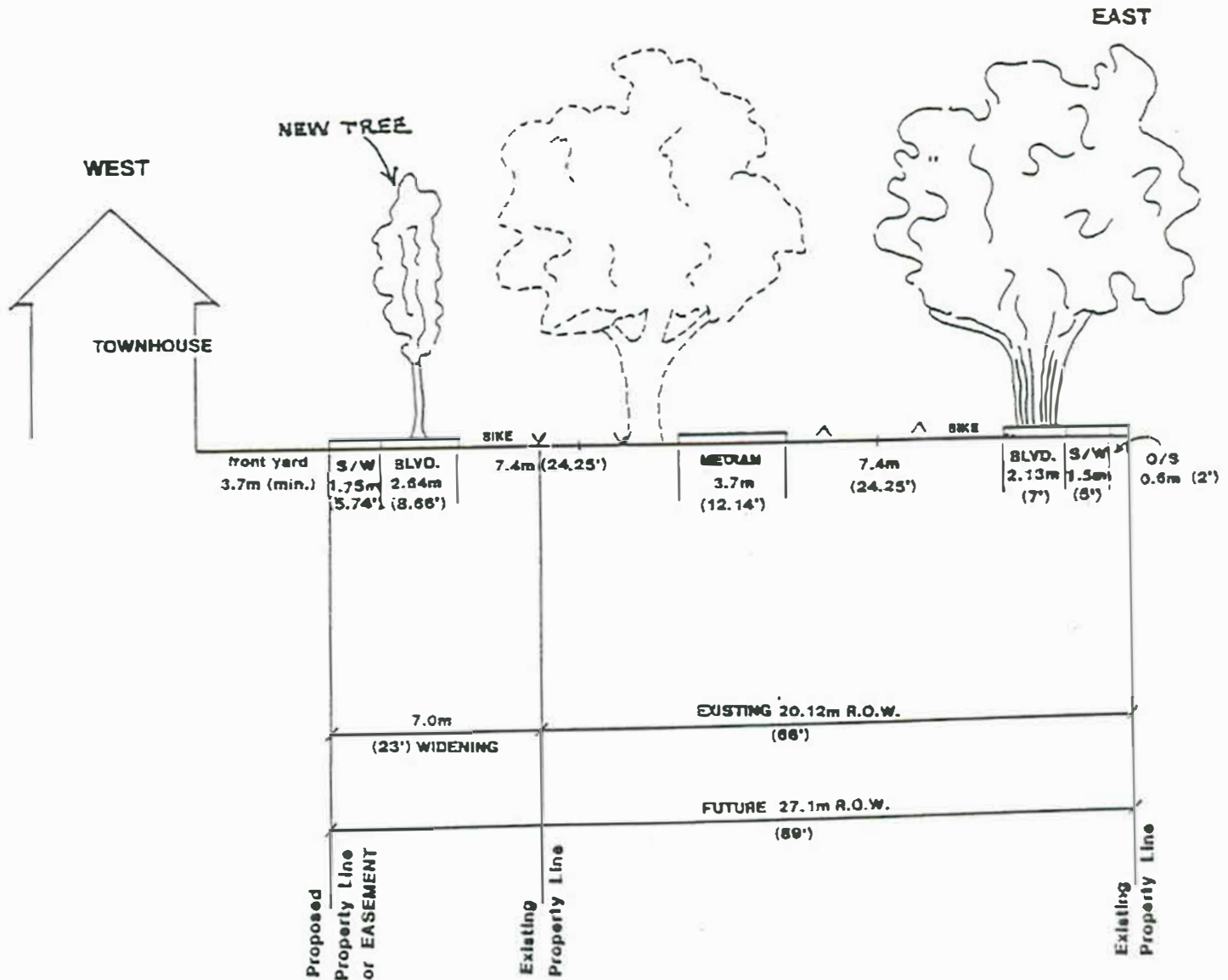
CORPORATION OF THE CITY OF VICTORIA		
		
TITLE STREET CROSS SECTION LOCAL STREETS		
CITY ENGINEERING DEPARTMENT		
DRAWN BY E.I. SECTION	DIVN MANAGER	SCALE N.T.S.
CHECKED BY	CITY ENGINEER	DATE 89-04-07
		DEVELOPMENT NUMBER — 005

Appendix 3-6

The diagram illustrates a cross-section of a single lane road. It features a central lane with a width of 5.70 meters, labeled 'LANE'. The lane is flanked by shoulders, each 0.15 meters wide. The total width of the road, including the shoulders, is 6.00 meters, labeled 'R.O.W.' (Right of Way). The road surface is labeled 'PAYEMENT'. The diagram also shows the centerline 'C' and the lane boundaries 'P/L'.

CORPORATION OF THE CITY OF VICTORIA			
	TITLE STREET CROSS SECTION LANE		
	CITY ENGINEERING DEPARTMENT		
	DRAWN BY E.I. SECTION	DIV'N MANAGER	SCALE N.T.S.
	CHECKED BY	CITY ENGINEER	DATE 89-04-07
			DRAWING NUMBER STD - 006

SHELBOURNE ST. LONG TERM X SECTION (SECONDARY ARTERIAL)



This cross-section is illustrative of the long term (50 years+) Shelbourne Street right-of-way. At its meeting on October 14, 1993 City Council approved the following motion:

- 1) The building setback for redevelopment and rezoning on the west side of Shelbourne Street between Myrtle Avenue and Bay Street allow for a future highway right-of-way widening of 7 metres (23 feet).
- 2) The building setback for new town houses be at least 10.7 metres (35 feet).

APPENDIX 4

Duplex Rezoning Guidelines

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

March 28, 1985

His Worship Mayor G. Peter A. Pollen
and Members of Council Assembled
City of Victoria

Subject: Study Case #214-97 - Housing Policy
Duplex Re-zoning in the R1-B Single Family Dwelling
District Zone

At its January 24, 1985 public hearing, prior to declining the application for 1123 Vista Heights rezoning from R1-B Single Family Dwelling District to R-2 Two Family Dwelling District, City Council stated that neighbourhood policies needed clarification.

The Advisory Planning Commission submits the following criteria as policy guidelines in evaluating future "R-2" re-zoning applications, with the recommendation that they be endorsed by Council:

1. MINIMUM STANDARDS:

- (a) In all instances, the site area shall be a minimum of 5,975 sq. ft. (555 m²); -
- (b) The minimum lot width shall be 49.2 ft. (15 m);
- (c) Two independent off-street parking spaces shall be provided on the lot;
- (d) Site coverage by all buildings shall not exceed 40%.

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

2. PREFERRED GENERAL SITE CHARACTERISTICS (TO INCLUDE ONE OR MORE OF THE FOLLOWING)

- (a) Corner lots or sites having frontage onto two streets (through-block lots);
- (b) "Double lots" where existing house is centred on the property and subdivision is not possible;
- (c) Interior sites (i.e. not corner lots) having a site area in excess of 7,200 sq. ft.;
- (d) Sites containing special buildings which merit rehabilitation (e.g. heritage designated house);
- (e) "Transitional lots" which are located between single family and other less restricted zones; e.g. adjoining apartments, townhouses, neighbourhood commercial or institutional land uses.

3. DESIGN:

Reference is made to Section 716(2) of the Municipal Act which states:

"716(2) In making regulations under this section, the Council shall have due regard to:

- (a) the promotion of health, safety, convenience and welfare of the public;
- (b) prevention of the overcrowding of land and preservation of the amenities peculiar to any zone;

- (c) the securing of adequate light, air and access;
- (d) the value of land and the nature of its present and prospective use and occupancy;
- (e) the character of each zone, the character of the buildings already erected and the peculiar suitability of the zone for particular uses; and
- (f) the conservation of property values."

4. SPECIAL DISTRICT:

As policies for attached housing in Rockland have been adopted, criteria will NOT apply in the R1-A Rockland Single Family Dwelling District zone.

Note: If these criteria are not adopted by Council, neighbourhood plans will be required.

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

Respectfully submitted,

Secretary, Advisory
Planning Commission

APPENDIX 5

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

Full size copies available from:

Victoria Planning Department
City Hall
#1 Centennial Square
Victoria, B.C.
V8W 1P6

CITY OF VICTORIA

COUNCIL REVIEW OF SINGLE FAMILY DWELLING (SMALL LOT) ZONING

ENDORSED JULY 13, 1989

1. SUMMARY

Although the R1-S, Small Lot Single Family zoning has been very successful in adapting to neighbourhood demands for gradual infilling, its standards, first established in 1981, failed to keep up with evolving changes in the R1-B Single Family Dwelling District zoning. It has been refined so that the siting, size and height of permitted housing will be more complimentary to its setting. Accordingly, the R1-S has been split into two separate zones differentiated by height limits of one and two storeys. Also, it incorporates a house size limit, and privacy standards in keeping with the R1-B. "Public buildings" have been deleted as a permitted use.

Unless there are exceptional circumstances, it is not proposed that a separate zone be created for every small lot single family application. Instead, the City has petitioned the Provincial Government to alter the Municipal Act in such a way as to permit "Development Agreements" ensuring that a design proposed at a rezoning public hearing be secured in an enforceable manner.

2. CONSOLIDATED POLICY

2.1 There are a significant number of double frontage lots where subdivision appears reasonable but parcel width or area cannot be met under the R1-B regulations, i.e. the standard lot width rules. Also, certain corner lots may be subdivided providing that the Single Family zoning is available to Council.

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

2.2 By establishing such a zone, Council may, at its discretion, permit two, 15 m wide lots to be subdivided into three, 10 m wide lots. Where the retention of an existing building prohibits subdivision at the present standard, Council may allow the creation of one small lot in addition to that of the existing building. In all cases, rezonings are necessary and Council is in a position to assess the merits of each application.

2.3 Zoning categories for small lot single family dwellings will be periodically monitored and updated for compatibility with neighbouring buildings and zoning.

2.4 The existing R1-S Single Family Dwelling (Small Lot) District zone is to be retained as applicable against sites that have been rezoned to date.

2.5 Small Lot Single Family Zone standards:

.1 Permitted Uses

Single family dwellings, home occupations and accessory uses.

.2 Minimum Side Yard

1.5 m.
(R1-B permits one side yard to be 1.5 m)

<u>.3 Setback for Room Window</u>	Any window to a room other than a kitchen, storage room, toilet, bathroom or sauna room shall be set back not less than 2.4 m from any property line. (Similar to R1-B).
<u>.4 Minimum Front Setback</u>	6 m (R1-B requires 7.5 m)
<u>.5 Minimum Rear Setback</u>	6 m. (R1-B requires the greater of 7.5 m or 25% of lot depth)
<u>.6 Minimum Lot Area</u>	260 m ² (R1-B requires 460 m ²)
<u>.7 Minimum Lot Width</u>	10 m. (R1-B requires 15 m)
<u>.8 Maximum Height</u>	(a) 7.5 m/2-storeys (R1-B limit is 7.6 m) (b) 5 m/1 storey - for sites where shading would adversely affect property on the north side. (c) For purposes of calculating height, any basement floor level that is less than 1.2 m below grade shall be considered the first "storey" (i.e. same as R1-B). See Appendices A1 - A3.
<u>.9 Maximum Building Size</u>	First storey - 160 m ² ; Combined first and second storey - 190 m ² . <u>Note:</u> These floorspace limits exempt any required parking space, as well as low basements

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

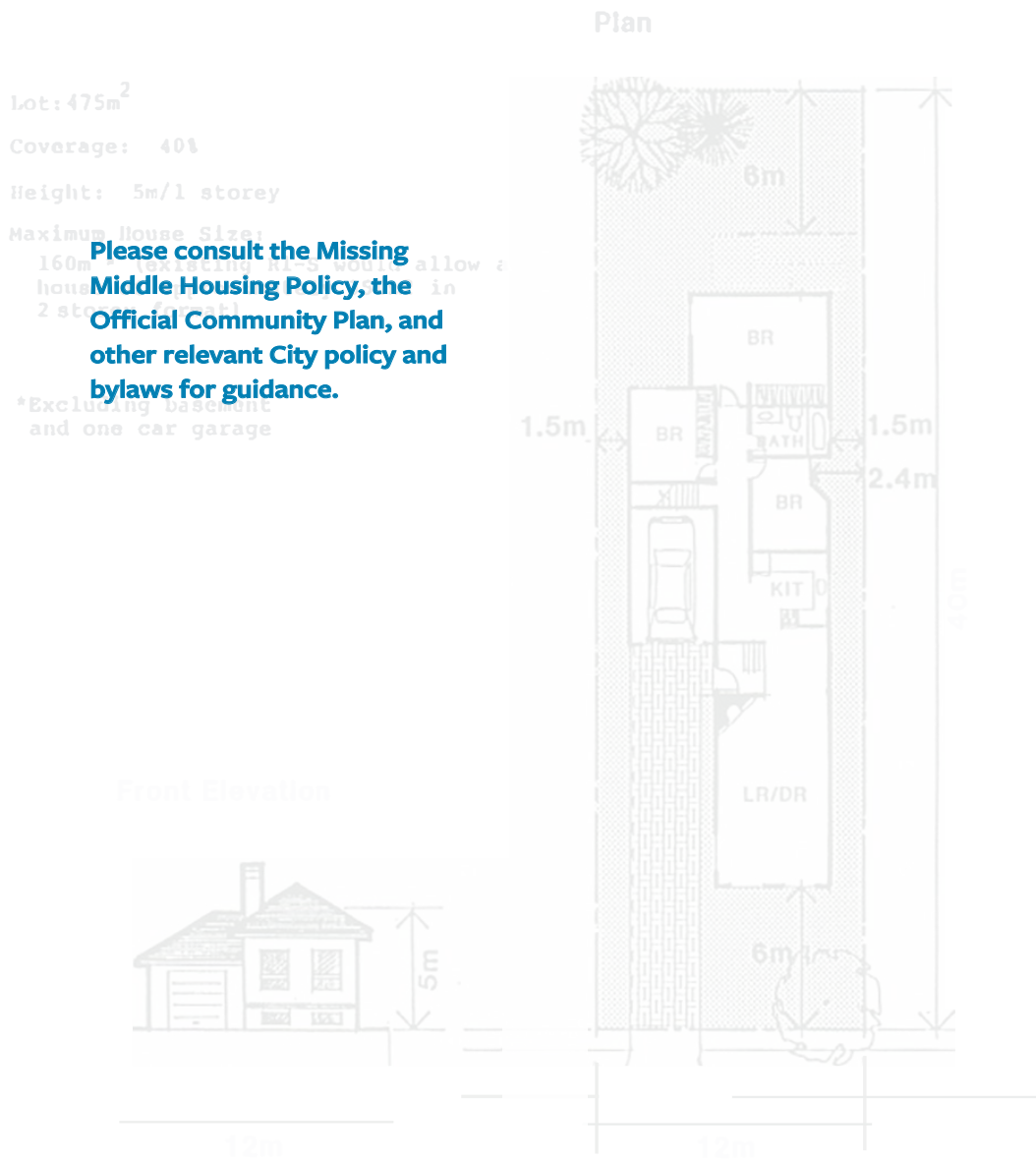
FOR FURTHER INFORMATION, PLEASE CONSULT THE OFFICIAL COMMUNITY PLAN AND NEIGHBOURHOOD PLANS

APPENDICES

- A1 Example of how the new R1-S1 (Single Storey) zone could be used to develop a small lot.
- A2 New R1-S1: Example of height sensitive site - 5 m limit.
- A3 New R1-S2: Example of sites where full height is warranted - 7.5 m.
- A4 R1-S1 Zone, Restricted Small Lot (One Storey) District regulations.
- A5 R1-S2 Zone, Restricted Small Lot (Two Storey) District regulations.

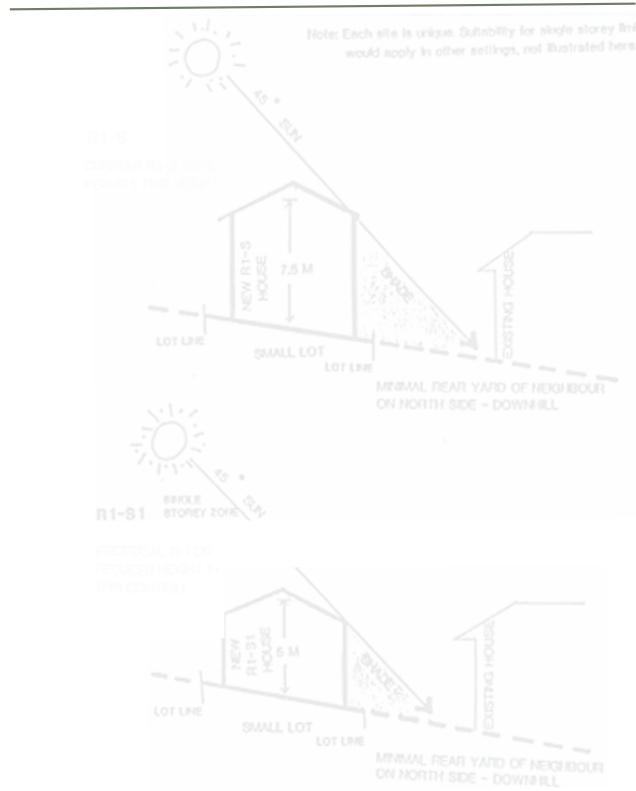
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Example of how the new R1-S1(Single Storey)
Zone could be used to develop a small lot.



NEW R1-S1 (One Storey)

Examples of height sensitive site — 5m. limit



APPENDIX A3

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

Examples of sites where full height is warranted — 7.5 m.



R1-S1 ZONE, RESTRICTED SMALL LOT (ONE STOREY) DISTRICT

Permitted Uses	The following uses are permitted: (a) <u>single family dwelling</u> and <u>accessory uses</u> ; (b) <u>home occupations</u> ; (c) <u>accessory buildings</u> ; (d) not more than 2 <u>garage sales</u> in any year.
Accessory buildings	2 Subject to the provisions of Section 3, any <u>accessory building</u> shall (a) not exceed 4 m in <u>height</u> ; (b) be located in a <u>rear yard</u> ; (c) not occupy more than 30% of the <u>rear yard</u> . 3 Any <u>accessory building</u> or <u>car shelter</u> shall be located (a) at least 18 m from the <u>street front</u> ; and (b) so as to provide a passage of at least 2.4 m between the <u>accessory building</u> or <u>car shelter</u> and the principal <u>building</u> . 4 Where any <u>accessory building</u> or <u>car shelter</u> opens on to any lane, it shall be located at least 1.5 m from the lane.
Height	5 The <u>height</u> of any <u>building</u> shall not exceed 7 m or 1 storey. 6 The <u>height</u> of any <u>building</u> shall not exceed 7 m or 1 storey. 7 For any <u>building</u> , the total floor area shall not exceed 160 m ² . 8 For the purpose of the preceding section; and section 6, the first <u>storey</u> shall include any basement <u>floor area</u> that is less than 1.2 m below <u>grade</u> .
Setbacks	9 The minimum setback for any portion of a <u>building</u> which is not used as a kitchen, storage room, toilet, bathroom or sauna and which has a window shall be 2.4 m from any <u>lot line</u> .
General Regulations	10 Except as provided in this part, the regulations applicable in the R1-S Zone, Single Family Dwelling (Small Lot) District apply in this zone.

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

For convenience the applicable R1-S zone regulations are referenced below:

Lot Occupancy	3. Not more than 40% of a <u>building site</u> shall be occupied by <u>buildings</u> .	Side Yard on a Corner Lot	7. On a <u>corner lot</u> , the minimum <u>side yard</u> along a <u>flanking street</u> shall be 2.4 m.
Setback	4. The minimum <u>setback</u> of the main structure shall not be less than 6 m from the property line and the <u>front yard</u> so provided shall be unobstructed by any form of building construction, except for an entrance porch and <u>steps</u> having a maximum projection from the main wall of 2.5 m and whose height including any door vertical enclosure to the porch and <u>steps</u> , level and expanded onto the ground such porch and steps shall have a maximum projection from the main front wall of 1.6 m and shall be unsupported by vertical supports in front of the main front wall.	Site Area and Lot Width	8. For a <u>single family dwelling</u> or any other building, there shall be provided within the lot a <u>site area</u> of not less than 260 m ² with an average width of not less than 10 m for each <u>single family dwelling</u> or any other building (not being an <u>accessory building</u>). 9. Each <u>single family dwelling</u> shall be provided with at least one parking space which shall be farther away from the front lot line than the front wall of the building closest to the <u>front lot line</u> .
Yard	5. A <u>rear yard</u> shall be provided of not less than 6 m.		
Side Yards Interior Site	6. On a site other than a corner lot, a <u>side yard</u> shall be provided on each side of the principal <u>building</u> of not less than 1.5 m.		

R1-S2 ZONE, RESTRICTED SMALL LOT (TWO STOREY) DISTRICT

Permitted Uses	The following uses are permitted: (a) <u>single family dwelling</u> and <u>accessory uses</u> ; (b) <u>home occupations</u> ; (c) <u>accessory buildings</u> ; (d) not more than 2 <u>garage sales</u> in any year.
Accessory buildings	2 Subject to the provisions of Section 3, any <u>accessory building</u> shall (a) not exceed 4 m in <u>height</u> located in a <u>rear yard</u> ; (c) not occupy more than 30% of the <u>rear yard</u> . 3 Any <u>accessory building</u> or <u>car shelter</u> shall be located (a) at least 18 m from the <u>street front</u> ; and (b) so as to provide a passage of at least 2.4 m between the <u>accessory building</u> or <u>car shelter</u> and the principal <u>building</u> . 4 Where any <u>accessory building</u> or <u>car shelter</u> opens on to any <u>lot</u> , it shall be located at least 1.5 m from the <u>lane</u> . 5 On a corner lot, no <u>accessory building</u> may be located closer to the <u>street</u> than the principal <u>building</u> and such flanking <u>building</u> shall not exceed the <u>height</u> of the principal <u>building</u> . 7 For any <u>building</u> , the sum of the <u>total floor areas</u> of the first and second <u>storey</u> shall not exceed 190 m ² . 8 For the purpose of the preceding section and section 6, the first <u>storey</u> shall include any basement <u>floor area</u> that is less than 1.2 m below <u>grade</u> . 9 The minimum setback for any portion of a <u>building</u> which is not used as a kitchen, storage room, toilet, bathroom or sauna and which has a window shall be 2.4 m from any <u>lot line</u> . 10 Except as provided in this part, the regulations applicable in the R1-S Zone, Single Family Dwelling (Small Lot) District apply in this zone.
Setbacks	
General Regulations	

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

For convenience the applicable R1-S zone regulations are referenced below:

Lot Occupancy	3. Not more than 40% of a <u>building site</u> shall be occupied by <u>buildings</u> .	Side Yard on a Corner Lot	7. On a corner lot, the minimum <u>side yard</u> <u>along a flanking street</u> shall be 2.4 m.
	4. The minimum <u>setback</u> of the main structure shall not be less than 6 m from the property line and the <u>front yard</u> so provided shall be unobstructed by any <u>building</u> or <u>structure</u> from the <u>main front wall</u> of the <u>building</u> and any vertical enclosure to the porch and <u>steps</u> , does not exceed 1.7 m from the ground level, and provided that any roof to such porch and steps shall have a maximum projection from the main front wall of 1.6 m and shall be unsupported by vertical supports in front of the main front wall.	Site Area and Lot Width	8. For a <u>single family dwelling</u> or any other <u>building</u> , there shall be provided within the lot a site area of not less than 260 m ² with an average width of not less than 10 m for each <u>single family dwelling</u> or any other building (not being an <u>accessory building</u>).
	5. A <u>rear yard</u> shall be provided of not less than 6 m.	Parking	9. Each <u>single family dwelling</u> shall be provided with at least one parking space which shall be farther away from the <u>lot line</u> than the front wall of the <u>building</u> closest to the <u>front lot line</u> .
Side Yards Interior Site	6. On a site other than a corner lot, a <u>side yard</u> shall be provided on each side of the principal <u>building</u> of not less than 1.5 m.		

END OF DOCUMENT

ROCKLAND

Neighbourhood

Plan

Adopted September 10 1987





City Hall
#1 Centennial Square
Victoria, Vancouver Island, B.C.
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(604) 385-5711

City of **VICTORIA** *British Columbia*

October 1, 1987

The Rockland Plan 1987 is primarily a guide for managing land use in the neighbourhood. Its focus is on the conservation of the essential character of Rockland while providing for limited growth and change. This plan document is the product of a six-month planning process which has involved neighbourhood residents, the Rockland Area Association, the City's Advisory Planning Commission, City Council and City staff.

The objectives, policies and recommendations of the plan do not represent hard-and-fast regulations. In Councils' view they have merit, but residents are further encouraged to discuss, comment and suggest improvements on them. With the benefit of a general consensus of opinion and understanding, the plan which is finally evolved will represent the realistic aspirations of many interests and will have the best possible opportunity for successful implementation.

Alderman W. E. Simmons
Planning Chairman

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1.0 MAJOR RECOMMENDATIONS

ROCKLAND PLAN - 1987

1.0 MAJOR RECOMMENDATIONS

- 1.1 In accord with the City's policy for neighborhood conservation and the retention of family housing, the R1-A (Rockland Single Family Dwelling District) and the R1-B (Single Family Dwelling District) zoning which covers the majority of Rockland should be retained.
- 1.2 The low density townhousing provisions of the R1-A (Rockland Single Family Dwelling District) zoning should be retained but modified as follows:
 - 1.2.1 A requirement for side or rear yard siting only;
 - 1.2.2 Permitted site coverage reduced from 40% to 25%; and
 - 1.2.3 The inclusion as "attached dwellings" units within an existing house to allow a combination of townhouses and suites at the R1-A townhouse density of one unit per 112 of land.
- 1.3 Any proposal for a townhouse development within an existing large house at higher than standard R1 density (one unit per 112 of land) should be considered on a site specific basis through the rezoning process. The maximum number of units, whether suites or townhouses, should not exceed the number possible by means of conversion to suites alone. The site and/or the existing large house should have features and characteristics which justify consideration of any such rezoning.
- 1.4 Design guidelines should be developed and published by the City for townhouse developments. The guidelines should stress sensitivity to the neighborhoods' overall heritage character but also recognize the existing diversity of architectural styles and the value (in certain areas and instances) of contemporary as well as traditional design approaches.
- 1.5 The City should consider the designation of a Heritage Development Permit Area or Areas (e.g. St. Charles Street, Craigdarroch Road, Moss Street) where there are heritage designated houses which justify it and where there is support from affected owners and residents. Such a designation would enable greater design control for new developments.
- 1.6 The scale of the next generation of apartments and commercial development along Fort Street and Oak Bay Avenue should be related to the residential properties to the south and the appropriate rezonings initiated by the City.
- 1.7 No expansion is warranted of the existing apartment or commercial zoned areas in Rockland.
- 1.8 The City should encourage and assist efforts to lessen parking and traffic problems associated with Government House, Craigdarroch Castle and other institutions in the neighborhood. A "good neighbor policy" emphasizing the residents' and institutions' mutual responsibilities within the neighborhood should be developed. Discussions should be initiated between the City and these institutions (as well as, for example, tour bus operators) to explore ways this can be done (i.e. physical improvements, new parking regulations, alternative bus routes, and schedules etc.)
- 1.9 The City should examine opportunities for the provision of new public park areas as the amount of neighborhood/community park space in Rockland is significantly below City standards.
- 1.10 Wherever possible, Rockland's unique and attractive neighborhood features (e.g. heritage buildings, streetscape and landscape features) should be retained and enhanced.



MAP 1

ROCKLAND PLAN PROPOSALS



Retain R1•A (Rockland Single Family Zoning)

- Sfd's on large lots (min. 8000 ft.²)
- Houses converted into suites, child & adult care facilities
- Low density townhouses



Modify R1•A Townhouse Provisions

- Side or rear yard siting only
- Max. 25% site coverage
- Combination townhouses & suites in existing large houses (R1•A density)



Develop Townhouse Design Guidelines



Retain R1•B (Single Family) Zoning

- Sfd's (min. 5000 ft.² lots)
- Houses converted into suites, child & adult care facilities

Consider Rezoning Applications Where:

- Plan Objectives Advanced
- Infill Development/ Redevelopment Appropriate

STREETS

ARTERIAL

SECONDARY ARTERIAL

SECONDARY COLLECTOR

LOCAL



SCALE



2.0 OBJECTIVES AND POLICIES

2.1 HOUSING OBJECTIVES AND POLICIES

- 2.1.1 RETAIN THE R1-A (ROCKLAND SINGLE FAMILY DWELLING DISTRICT) ZONING WHICH ENCOURAGES A DIVERSITY OF POPULATION AND HOUSING WHILE HELPING TO MAINTAIN THE NEIGHBORHOOD'S HERITAGE AND ESTATE CHARACTER.
- 2.1.2 NO CITY INITIATED CHANGE IS WARRANTED IN THE BOUNDARIES OF THE R1-A (ROCKLAND SINGLE FAMILY DWELLING DISTRICT), R1-B (SINGLE FAMILY DWELLING DISTRICT) AND APARTMENT ZONING IN ROCKLAND.
- 2.1.3 RETAIN EXISTING SUBDIVISION REGULATIONS AND GUIDELINES IN THE R1-A ZONED AREAS OF ROCKLAND WHICH INCLUDE REQUIREMENTS FOR LARGER LOTS, SETBACKS, HEIGHTS, AND OTHER FEATURES FOR EXISTING HOUSES AND THE PRESERVATION OF HERITAGE FEATURES).
Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.
- 2.1.4 MOST OF ROCKLAND'S EXISTING SINGLE FAMILY DWELLINGS SHOULD BE RETAINED AND ENHANCED.
- 2.1.5 RECENT CITY-WIDE CHANGES IN THE R1-B (SINGLE FAMILY DWELLING DISTRICT) ZONING TO ENSURE NEW HOUSING IS MORE COMPATIBLE WITH THE EXISTING ARE APPROPRIATE IN THE R1-B ZONED AREAS OF ROCKLAND.
- 2.1.6 THE LARGE HOUSE/LARGE LOT CHARACTER OF MANY EXISTING HOUSES IN THE R1-A ZONED AREAS OF ROCKLAND DOES NOT NECESSITATE SIMILAR CHANGES TO THOSE MADE IN THE R1-B ZONE.
- 2.1.7 SUITES IN CONVERTED HOUSES ARE AN ESTABLISHED AND IMPORTANT COMPONENT OF ROCKLAND'S HOUSING STOCK WHICH SHOULD BE CONSERVED.
- 2.1.8 THE CITY'S EXISTING STRATA CONVERSION POLICY IN WHICH A CHANGE OF EXISTING DWELLINGS TO STRATA-TITLE UNITS IS NOT PERMITTED WHEN THE CITY'S VACANCY RATE IS BELOW 3 PERCENT SHOULD BE MAINTAINED (AS WELL AS THE RIGHT TO APPEAL TO COUNCIL).
- 2.1.9 THE CONVERSION OF HOUSES BUILT BEFORE 1931 TO ADULT AND CHILD CARE FACILITIES IN THE R1-A AND R1-B ZONED AREAS OF ROCKLAND SHOULD CONTINUE TO BE PERMITTED.
- 2.1.10 THE SCALE OF THE NEXT GENERATION OF APARTMENTS ALONG FORT STREET AND OAK BAY AVENUE SHOULD BE RELATED TO THE RESIDENTIAL PROPERTIES TO THE SOUTH.
- 2.1.11 LOW DENSITY TOWNHOUSING PERMITTED UNDER THE R1-A (ROCKLAND SINGLE FAMILY DWELLING DISTRICT) ZONING IS A DESIRABLE ALTERNATIVE TO SUBDIVISION AND SHOULD BE RETAINED, AS IT PROVIDES AN AFFORDABLE HOUSING OPTION THAT MAINTAINS THE CHARACTER OF THE R1-A ZONED AREAS.
Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.
- 2.1.12 THE LOW DENSITY TOWNHOUSING PERMITTED UNDER THE R1-A ZONING SHOULD BE REVISED TO PREVENT THE LOSS OF VIEWS TOWARDS LARGE HOUSES BY REQUIRING SIDE OR REAR YARD SITING ONLY.

- 2.1.13 THE PERMITTED SITE COVERAGE FOR LOW DENSITY TOWNHOUSING SHOULD BE REDUCED FROM 40 TO 25 PERCENT TO BETTER SAFEGUARD EXISTING PRIVATE GREEN SPACE AND ESTATE FEATURES.
- 2.1.14 THE LOW DENSITY TOWNHOUSING PROVISIONS SHOULD BE MODIFIED TO PERMIT A COMBINATION OF LOW DENSITY TOWNHOUSES AND SUITES. **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**
- 2.1.15 ANY CONSIDERATION OF A COMBINATION OF TOWNHOUSES AND SUITES IN A LARGE HOUSE AT A DENSITY ABOVE THE R1-A TOWNHOUSING STANDARD SHOULD BE MADE ON A SITE SPECIFIC BASIS THROUGH THE REZONING PROCESS. AS A GUIDELINE, THE MAXIMUM NUMBER OF UNITS, WHETHER SUITES OR TOWNHOUSES, SHOULD NOT EXCEED THE NUMBER POSSIBLE BY MEANS OF CONVERSION TO SUITES ALONE. THE SITE AND/OR THE EXISTING LARGE HOUSE SHOULD HAVE FEATURES AND CHARACTERISTICS WHICH JUSTIFY CONSIDERATION OF ANY SUCH REZONING.
- 2.1.16 STACKED TOWNHOUSING ALONG THE FORT STREET AND OAK BAY AVENUE FRONTAGES OF THE NEIGHBORHOOD MAY BE A DESIRABLE ALTERNATIVE TO APARTMENT REDEVELOPMENT.
- 2.1.17 AN APPLICATION FOR R1-S (SINGLE FAMILY DWELLING (SMALL LOT) DISTRICT) ZONING IN ROCKLAND SHOULD BE GIVEN CONSIDERATION WHEN THE FOLLOWING CRITERIA ARE MET. **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**
- 2.1.18 IN THE R1-B ZONED AREAS OF ROCKLAND AN APPLICATION FOR DUPLEX OR SMALL SCALE TOWNHOUSING SHOULD BE GIVEN CONSIDERATION WHERE INFILL DEVELOPMENT OR REDEVELOPMENT IS APPROPRIATE.

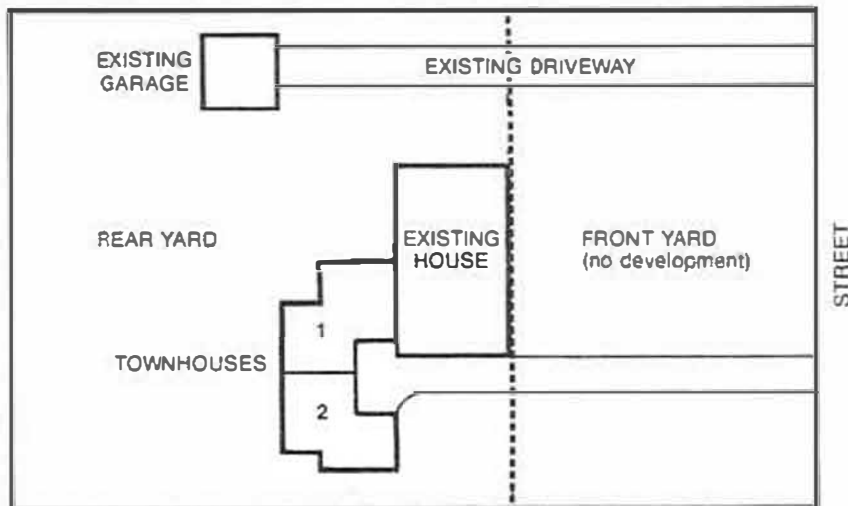


DIAGRAM 1

ROCKLAND LOT AND HOUSE ZONED RIA

Proposed Zoning Modifications:

No Townhouses Permitted in the Front Yard.

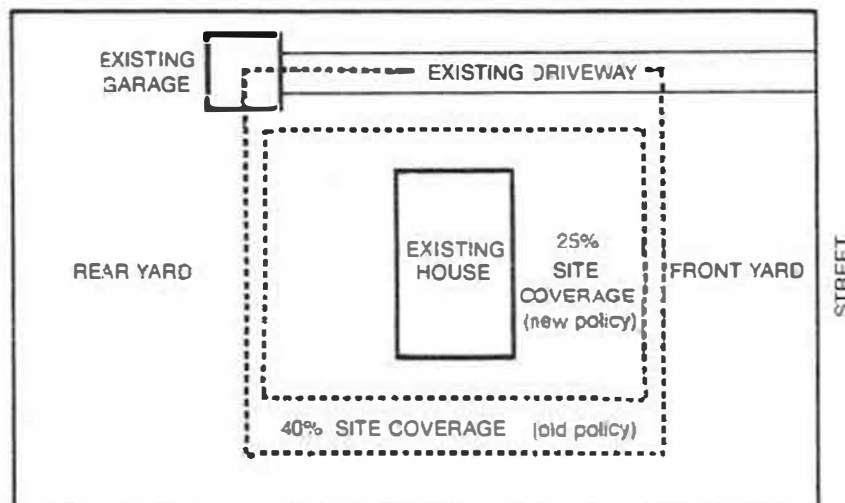


DIAGRAM 2

ROCKLAND LOT AND HOUSE ZONED RIA

Proposed Zoning Modifications:

Maximum permitted site coverage reduced from 40% to 25%..

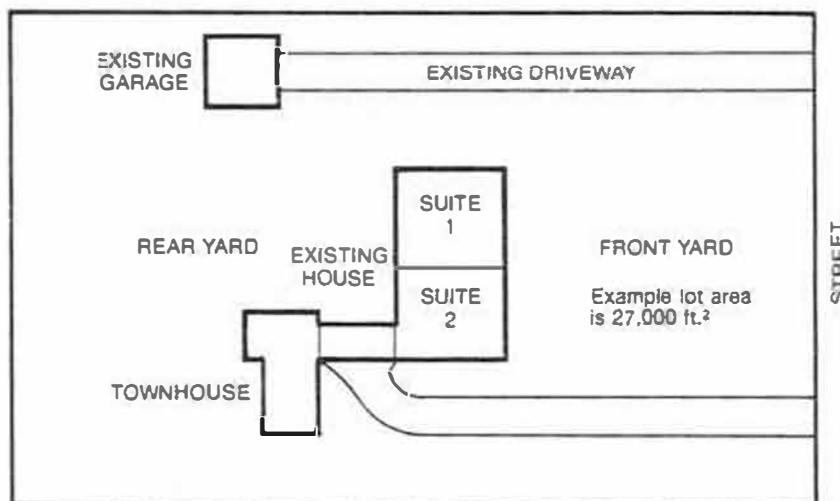


DIAGRAM 3

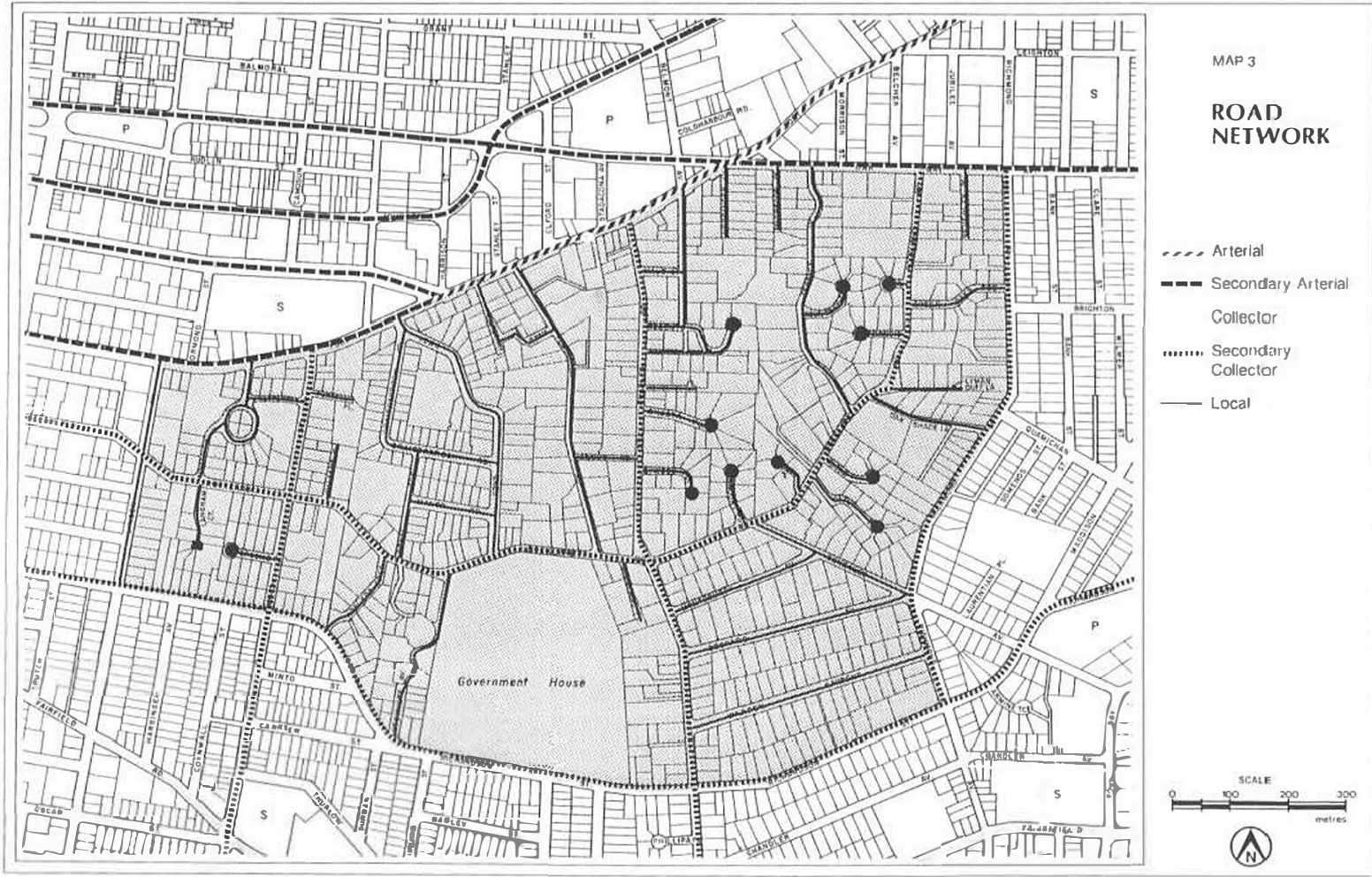
ROCKLAND LOT AND HOUSE ZONED RIA

Proposed Zoning Modifications:

A combination of suites in an existing house and townhouses permitted at existing townhouse density of one unit per 9000 ft² of land.

2.2 ROADS AND TRAFFIC OBJECTIVES AND POLICIES

- 2.2.1 THE EXISTING ROAD SYSTEM AROUND AND WITHIN THE NEIGHBORHOOD IS ADEQUATE TO MEET FUTURE TRAFFIC DEMANDS FOR THE NEXT DECADE, AT LEAST.
- 2.2.2 THE WIDENING OF THE SIDEWALK RIGHT OF WAY TO INCLUDE A BOULEVARD ALONG FORT STREET SHOULD BE PURSUED AS THE NEXT GENERATION OF DEVELOPMENT OCCURS.
- 2.2.3 WITHIN THE BOUNDS OF SAFETY AND PRACTICALITY THE DIVERSE CHARACTER OF ROCKLAND'S STREETS SHOULD BE RETAINED. WHERE WIDENING AND "STANDARDIZING" LOCAL STREETS IS NECESSARY OR OTHERWISE WARRANTED, THE NEIGHBORHOOD'S RESIDENTS SHOULD BE CONSULTED.
- 2.2.4 GIVEN ROCKLAND'S UNIQUE AND VARIED ROAD PATTERN, ENFORCEMENT OF CITY PARKING AND TRAFFIC REGULATIONS IS PARTICULARLY IMPORTANT.
- 2.2.5 EXISTING STOP SIGNS AND SPEED LIMITS SHOULD BE RETAINED TO DISCOURAGE THROUGH OR COMMUTER TRAFFIC ON COLLECTOR OR LOCAL NEIGHBORHOOD STREETS.
- 2.2.6 NEIGHBORHOOD BUS SERVICE SHOULD BE MAINTAINED AND WHERE POSSIBLE IMPROVED.
- 2.2.7 WAYS TO MINIMIZE THE SEASONAL IMPACT OF TOUR BUS TRAFFIC SHOULD CONTINUE TO BE PURSUED.



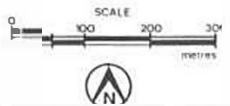
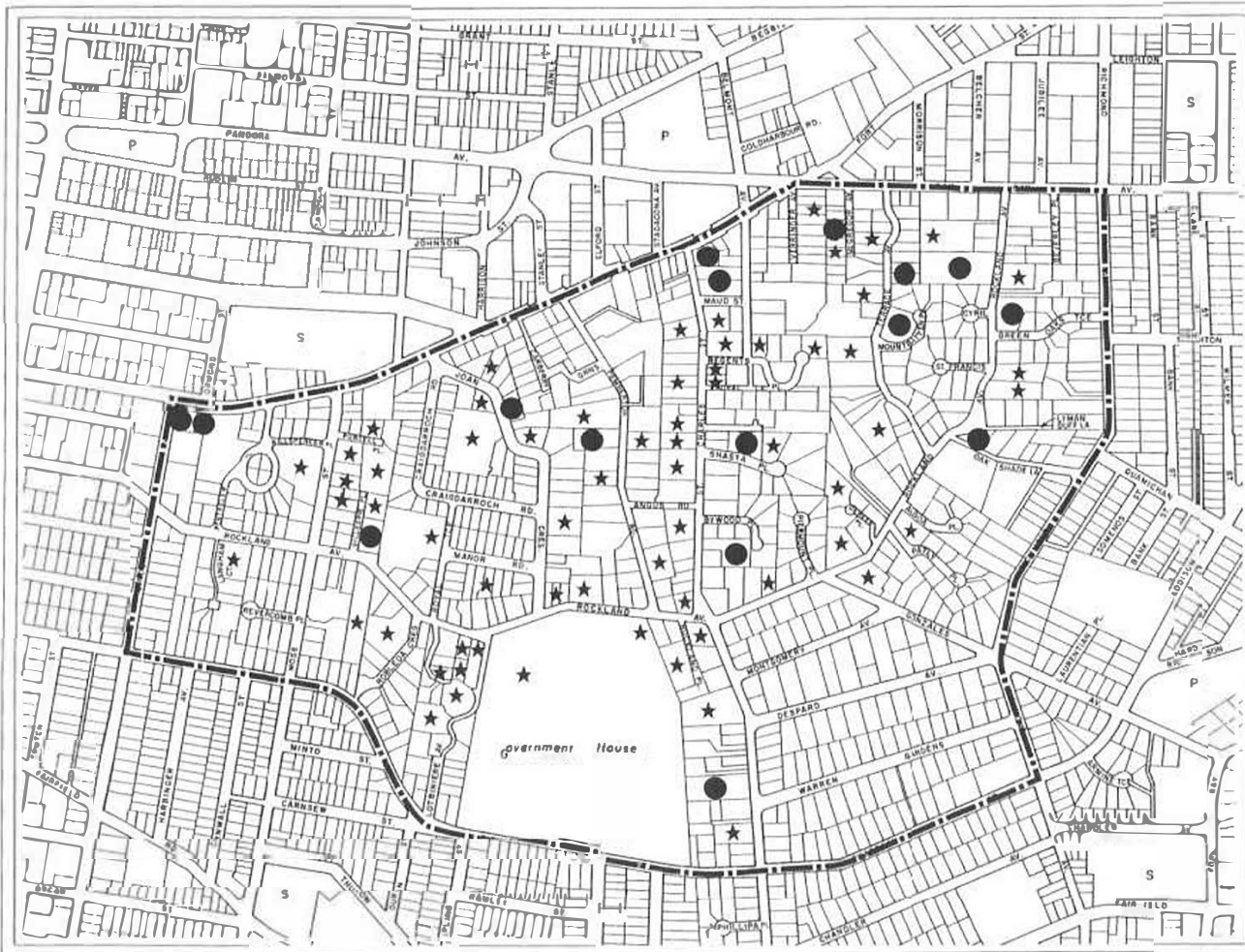
2.3 HERITAGE BUILDINGS AND OTHER NEIGHBOURHOOD FEATURES – OBJECTIVES AND POLICIES

- 2.3.1 PROPERTIES OF HERITAGE CHARACTER AND MERIT SHOULD BE CONSERVED, MAINTAINED AND ENHANCED.
- 2.3.2 EXTERIOR CHANGES AND ADDITIONS TO BUILDINGS OF HERITAGE MERIT SHOULD BE IN KEEPING WITH THEIR HERITAGE CHARACTER.
- 2.3.3 ROCKLAND'S UNIQUE AND ATTRACTIVE NEIGHBORHOOD FEATURES SHOULD BE RETAINED AND ENHANCED.
- 2.3.4 WHEREVER POSSIBLE NATURAL AND MAN-MADE STREETSCAPE AND LANDSCAPE FEATURES SUCH AS ROCK OUTCROPS, MATURE TREES, STONE WALLS, FENCES, GATEPOSTS, ETC. SHOULD BE RETAINED.
- 2.3.5 NEIGHBORHOOD VIEWS SHOULD BE MAINTAINED, PARTICULARLY PUBLIC VIEWS TOWARDS BUILDINGS OF ARCHITECTURAL AND HERITAGE MERIT.

MAP 4

HERITAGE BUILDINGS

- Heritage Designation
- ★ Heritage Registry

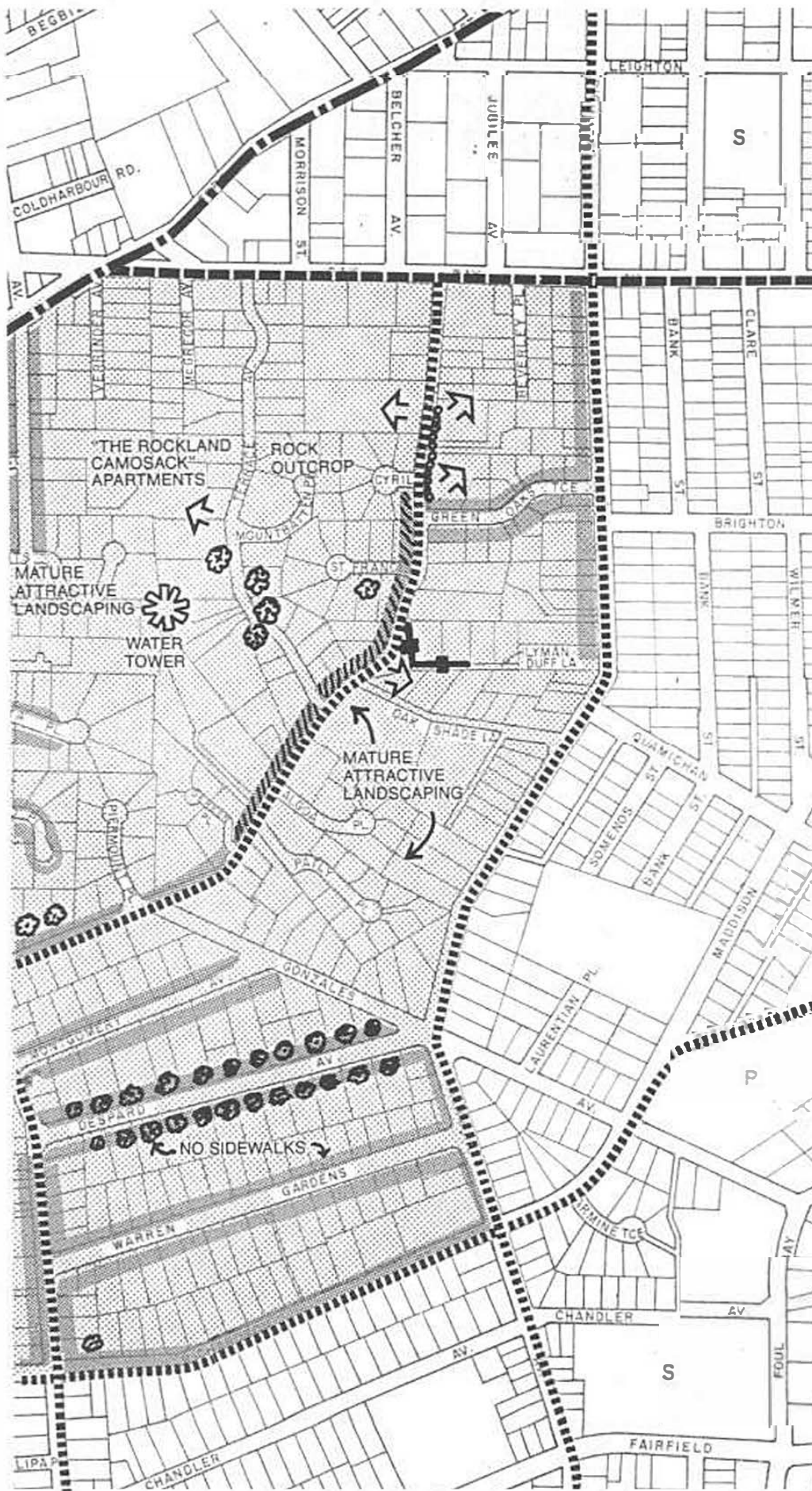


2.4 ARCHITECTURE OBJECTIVES AND POLICIES

- 2.4.1 EXCELLENCE IN ARCHITECTURAL DESIGN AND CONSTRUCTION THAT IS COMPATIBLE WITH THE CHARACTER AND HIGH QUALITY OF THE ROCKLAND ENVIRONMENT SHOULD BE ENCOURAGED.
- 2.4.2 CITY AND NEIGHBORHOOD PRIDE IN ROCKLAND'S UNIQUE ARCHITECTURAL AND HISTORICAL CHARACTER SHOULD BE STRENGTHENED.
- 2.4.3 THE ARCHITECTURAL CHARACTER OF NEW DEVELOPMENT SHOULD COMPLIMENT NEARBY HERITAGE SITES. THIS PRINCIPLE IS ESPECIALLY IMPORTANT IN THE CRAIGDARROCH-ST. CHARLES SUB-AREA.
- 2.4.4 THE DIVERSITY OF ARCHITECTURAL STYLES AND THE VALUE IN CERTAIN AREAS AND INSTANCES OF CONTEMPORARY AS WELL AS TRADITIONAL DESIGN APPROACHES SHOULD BE RECOGNIZED.
- 2.4.5 THE CITY SHOULD CONSIDER THE DESIGNATION OF A HERITAGE DEVELOPMENT PERMIT AREA OR AREAS (E.G. ST. CHARLES STREET, CRAIGDARROCH AVENUE, MOSS STREET) WHERE THERE ARE HERITAGE DESIGNATED HOUSES WHICH JUSTIFY IT AND WHERE THERE IS SUPPORT FROM AFFECTED OWNERS AND RESIDENTS. SUCH DESIGNATION WOULD ENABLE GREATER DESIGN CONTROL FOR NEW DEVELOPMENTS.
- 2.4.6 [Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.](#)

2.5 OTHER LAND USE OBJECTIVES AND POLICIES

- 2.5.1 THE INSTITUTIONAL AND SEMI-INSTITUTIONAL LAND USES IN ROCKLAND CONTRIBUTE GREATLY TO THE NEIGHBORHOOD'S CHARACTER AND SHOULD BE SUPPORTED.
- 2.5.2 THE CITY SHOULD ENCOURAGE AND ASSIST EFFORTS TO LESSEN ANY PARKING AND TRAFFIC PROBLEMS ASSOCIATED WITH INSTITUTIONAL LAND USE IN THE NEIGHBORHOOD.
- 2.5.3 THERE SHOULD BE NO EXTENSION OF THE EXISTING COMMERCIAL ZONING ALONG FORT STREET AND OAK BAY AVENUE.
- 2.5.4 THE HEIGHT OF ANY FUTURE REDEVELOPMENT ON EXISTING COMMERCIAL ZONED SITES ALONG FORT STREET AND OAK BAY AVENUE SHOULD BE IN SCALE WITH THE RESIDENTIAL PROPERTIES TO THE SOUTH.
- 2.5.5 SMALL BED AND BREAKFAST ESTABLISHMENTS (ONE OR TWO BEDROOMS) SHOULD CONTINUE TO BE PERMITTED IN ROCKLAND AND ANY LARGER ESTABLISHMENTS SUBJECT TO THE CITY'S LOCATIONAL GUIDELINES AND REZONING PROCESS.



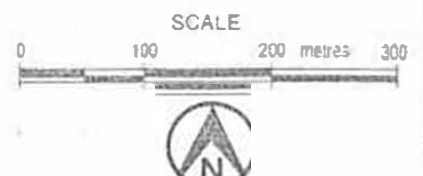
MAP 5

NEIGHBOURHOOD FEATURES

STREETS

- arterial
- secondary arterial
- secondary collector
- local

- boulevards
- views
- landmark
- stone fences
- attractive trees
- hedges
- wood fence



2.6 PARKS AND PUBLIC OPEN SPACE OBJECTIVES AND POLICIES

- 2.6.1 THE RETENTION OF EXISTING PRIVATE GREEN SPACE IS IMPORTANT AS THE AMOUNT OF NEIGHBORHOOD/COMMUNITY PARK SPACE IS BELOW CITY STANDARDS.
- 2.6.2 OPPORTUNITIES FOR THE PROVISION OF NEW PUBLIC PARK AREAS SHOULD BE EXAMINED (SUCH AS THE CITY-OWNED LOT OFF TERRACE AVENUE AND POSSIBLY THE CITY WATER TOWER) AND LAND ACQUISITION POSSIBILITIES INVESTIGATED.
- 2.6.3 CONSIDERATION SHOULD BE GIVEN BY THE CITY TO IMPROVEMENTS TO THE PARK AT CRAIGDARROCH CASTLE (SUCH AS IMPROVED ACCESS FROM THE EAST SIDE).
- 2.6.4 FURTHER CONSIDERATION SHOULD BE GIVEN BY THE CITY AND THE PROVINCE TO THE FUTURE USE OF GOVERNMENT HOUSE GROUNDS FOR THE BENEFIT OF NEIGHBORHOOD AND CITY RESIDENTS.

3.0 IMPLEMENTATION

3.0 IMPLEMENTATION

One of the major functions the Rockland Plan can perform is to provide a frame of reference for the coordination of public and private initiatives within the neighborhood.

The plan is a guide for decision-making by Council, appointed City bodies, City Departments, other public agencies, the general public and, most importantly, the residents of Rockland.

By successfully coordinating the wide variety of decisions that will affect the neighborhood's physical development and improvement over the next five to ten years the objectives and policies of the plan can be achieved.

The following is a list of City initiatives for implementation of the plan's policies and objectives. These City initiatives and the plan's proposals are graphically illustrated on the proposed City Zoning Actions Map (Map 6) and the Rockland Plan Proposals Map (Map 1)

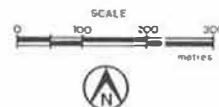
3.1 CITY ZONING / REZONING

- 3.1.1 Rezone from R3-2, Multiple Dwelling District to R3AM-2, Mid-Rise Multiple Dwelling District on Fort Street to reduce size and height of future redevelopment (4 storeys).
- 3.1.2. Rezone from R3-2, Multiple Dwelling District to R3A-2, Low Profile Multiple Dwelling District properties on Oak Bay Avenue between Oak Bay Junction and Richmond Avenue to reduce size and height of future redevelopment (3 storeys).
- 3.1.3 Amend the R1-A, Rockland Single Family Dwelling District, zone to preclude front yard siting for low density townhousing in association with an existing house so views towards an existing building are maintained.
- 3.1.4. Amend the R1-A, Rockland Single Family Dwelling District zone to reduce maximum permitted site coverage for townhousing from 40% to 25%.
- 3.1.5 Amend the R1-A, Rockland Single Family Dwelling District zone to allow as "attached dwellings" (in association with townhouses) at the existing R1-A density of one unit per 500 sq ft of land.
- 3.1.6 Rezone the two properties on Fort Street and Oak Bay Avenue zoned C1N, Neighborhood Shopping District to C1-NM, Neighborhood (Modified) Shopping District to reduce size and height of future redevelopment (3 storeys).

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

PROPOSED CITY ZONING ACTIONS

- preclude front yard siting
- reduce max. site coverage to 25% from 40%
- permit a combination of townhouses and suites in an existing house at R1-A densities



3.2 OTHER CITY INITIATIVES

- 3.2.1 Maintain the City's Strata-Conversion Policy: "When the rental vacancy rate in the City of Victoria falls below 3 percent, no conversion of existing residential rental accommodation to strata units shall be permitted (except by way of appeal to Council)."
- 3.2.2 Initiate a 'good neighbor policy' to emphasize the responsibilities of all concerned and propose ways to lessen visitor and tour bus parking and traffic impacts in the neighborhood in consultation with the residents, neighborhood institutions (e.g. Craigdarroch Castle, Government House) and the Provincial Motor Carrier Commission .
- 3.2.3 **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**
- 3.2.4 Develop and publish a policy on heritage houses in the neighborhood in Rockland.
- 3.2.5 Exercise available design controls in the Fort Street and Oak Bay Avenue Development Permit Areas.
- 3.2.6 Consider the establishment of a Heritage Development Permit Area or areas (e.g. St. Charles Street, Craigdarroch Avenue, Moss Street) where there are heritage designated houses which justify it and where there is support from affected owners and residents.
- 3.2.7 Examine opportunities for the provision of new public park areas (e.g. Terrace Avenue) and improvements to the city park at Craigdarroch Castle (e.g. a stairway on the east side).
- 3.2.8 Initiate discussions with the Province to improve public access to Government House's grounds with particular reference to improved pedestrian circulation between Rockland Avenue and Richardson Street and the conservation of landscape amenities.

END OF DOCUMENT



Victoria West

Neighbourhood Plan

May 2018

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

With thanks

The new Victoria West Neighbourhood Plan has been shaped by the participation of many residents, businesses and other stakeholders. The City of Victoria is appreciative of the contributions made by all members of the community.

The City of Victoria would like to recognize and extend special thanks to the Victoria West Neighbourhood Plan Working Group for their guidance and support for community engagement during the creation of this plan:

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Big Moves in the Plan

-  Create Strong Village Hearts
-  Knit old and new Vic West together
-  Connect the community
-  Add housing that fits
-  Create more places to live near transit and amenities
-  Strengthen connections to the waterfront
-  Support jobs and businesses in the neighbourhood
-  Strengthen Parks and Food Systems



Figure 1. Big Moves in the Plan



Create Strong Village Hearts

What we heard

The shops and services at Westside Village are a great community asset. In the future, improving cycling and walking access would enhance the village as a community gathering place. Future development should be sensitively designed to enhance streets and public places, add places to live and work and continue to provide access to shops, services and community facilities.

Craigflower Village is valued for its small shops, local flavour and friendly ambiance. Neighbours would like to maintain the character while supporting the existing businesses and providing more space for a few new shops and additional housing. The public space along Craigflower Road should be enhanced and connections to Banfield Park strengthened.

Other locations, including Harbour Road, Esquimalt Road near the E&N Trail, the Roundhouse, and Catherine Street at Edward Street present opportunities for neighbourhood gathering, shops and services.

How the plan addresses what we heard

The plan supports the evolution of Westside Village as a mixed-use heart for the neighbourhood, with:

- multi-storey buildings for housing and employment

- an enhanced sense of place along streets and in public spaces, with a focus on Wilson Street. This includes ground-floor shops facing onto streets, enhanced street furniture and trees, and places to gather
- improved connections to and from the village for pedestrians and cyclists
- an opportunity for an indoor community space

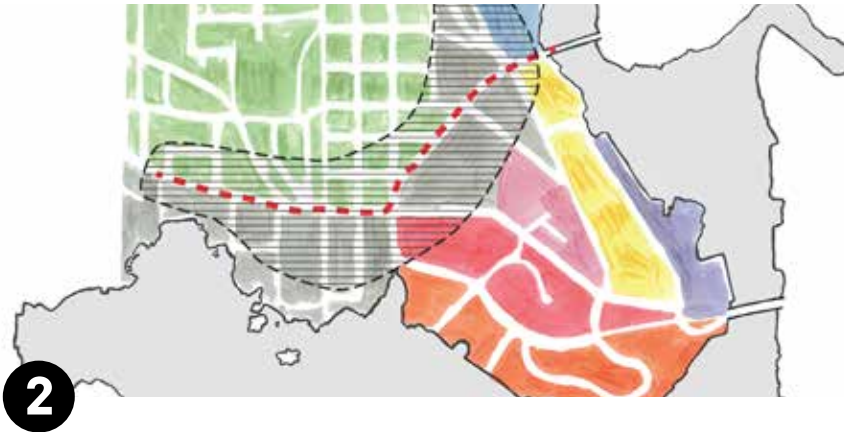
The plan supports small changes to the Craigflower Village area to:

- allow a broader mix of housing types including options for small apartments or attached housing
- improve places to gather on both sides of Craigflower Road
- provide the option for some additional shops while maintaining the character of the village

The plan also designates a small village in the block of Catherine Street north of Edward Street, supporting new mixed-use buildings of up to three storeys.

For more information on this Big Move

See Chapter 7, Urban Villages.



Knit old and new Vic West together

What we heard

The Vic West neighbourhood is an eclectic, vibrant and diverse mix of old and new. People value the unique contrast of older, historic residential areas, new higher-density areas and employment lands. We heard the new and old parts of Vic West could be better knit together. There is differing urban design, busy roads, and people who don't know each other. There is a particular opportunity to enhance sense of place and connections along the Bay Street and Esquimalt Road corridor with centrally-located shops, housing and community facilities.

How the plan addresses what we heard

The plan identifies ways to bring older and newer parts of Vic West together:

- completing north-south pedestrian and cycling routes
- recognizing that future retail spaces, parks and public places at Bayview Place (including Roundhouse) and Dockside will be important destinations for residents from across Vic West
- adding housing mixed with employment along Esquimalt Road, to create a more vibrant place
- enhancing the pedestrian environment on Bay Street
- reinforcing Westside Village as the heart of the neighbourhood
- exploring the opportunity for a future community facility near Westside Village

For more information on this Big Move

See Chapter 3, Transportation and Mobility, Chapter 7, Urban Villages, Chapter 9, Core Songhees and Master Planned Areas, Chapter 13, Neighbourhood Well-Being and Chapter 14, Arts, Culture and Placemaking



Connect the community

What we heard

Vic West has several busy streets that are used for commuting traffic between Victoria and other municipalities. While two regional trails run through the community, it is often hard to get comfortably from neighbourhood destinations to the trails. Transportation improvements are needed to increase safety and connectivity, including better crossings, traffic calming and wayfinding.

How the plan addresses what we heard

The plan identifies new routes for pedestrians and cyclists and locations that may need upgrading. Future improvements include:

- Complete pedestrian and cycling routes and develop new ones to connect different parts of the neighbourhood
- Address key intersections, crossings and areas for improvement to make walking and cycling more comfortable and safe
- Better connect the neighbourhood to existing regional trails
- Improve the network of pathways that connects through the complicated block pattern of the neighbourhood

For more information on this Big Move

See Chapter 3, Transportation and Mobility.



4



Add housing that fits in older residential areas

What we heard

Vic West celebrates the diversity of people and housing in the neighbourhood. There is also a deep appreciation of the older residential areas, with their low-scale housing, green spaces and eclectic character. The community wants to see this character maintained, while increasing the range of housing choices and improving affordability.

How the plan addresses what we heard

The plan supports the creation of more housing diversity while maintaining the character of the older residential area:

- New opportunity for small apartment buildings near Esquimalt Road
- Support townhouses and houseplexes on larger lots in certain locations
- Reduce lot size appropriate for duplexes and consider smaller lots for small lot houses
- Option for suites in duplexes, small lot houses, and townhouses fronting streets
- Protect and re-use heritage buildings by allowing additional housing
- Support revitalization of existing housing cooperatives
- Provide updated urban design guidelines for new development

For more information on this Big Move

See Chapter 6, Residential Areas, and also Chapter 10, Heritage.



5

Create more places to live near transit and amenities

What we heard:

There is an opportunity to add more housing along Vic West's transit routes. The area around Esquimalt Road would benefit from more vibrancy. New housing near trails and transit routes will help revitalize the area and provide places to live into the future.

How the plan addresses what we heard

The plan identifies new moderately-scaled housing opportunities near Skinner Street, along Esquimalt Road, and in the Lime Point Area:

- Enliven Esquimalt Road with residential units above employment, with potential for townhouses and some small apartment buildings up to three storeys stepping down toward the water.
- Support two and a half storey townhouses and houseplexes along Skinner Street
- Option for three-storey mixed-use buildings, townhouses, and conversions of existing houses along Craigflower Road near the village, and three-storey mixed-use buildings in the half block northeast of Skinner and Russell Street
- Encourage new housing in mixed use buildings within Westside Urban Village
- More urban design guidance to ensure that new development is sensitive to neighbours, public spaces and the shoreline

For more on this big move:

See Chapter 6, Residential Areas, and also Chapter 8, Employment Lands



Strengthen connections to the waterfront

What we heard:

The waterfront is a precious asset and source of neighbourhood identity.

How the plan addresses what we heard

- Improve access to the waterfront through swimming docks and trail improvements
- Add features and improvements that encourage gathering and animate the waterfront
- Work with partners to restore water and environmental quality along the Gorge Waterway

For more on this big move:

See Chapter 4, Parks, Open Space and Waterways



Support jobs and businesses in the neighbourhood

What we heard:

The neighbourhood has a rich history of employment connected to the E&N Rail and the harbour. The industrial and employment uses are part of what make Vic West unique, and are important for the region. The community values preserving existing jobs and employment lands, renewing and maintaining space for neighbourhood-compatible artisan and light industries, creating offices for new employment, and finding opportunities for mixing living and working.

How the plan addresses what we heard

- Maintain the Upper Harbour waterfront for industry
- Encourage the retention and renewal of light industrial spaces and add new upper floor commercial and office spaces
- Maintain employment uses (including office, artisan, and light industrial) along parts of Esquimalt Road and north of Westside Village, with opportunities for housing or employment above.
- Support new upper-floor offices in Westside Village

For more on this big move:

See Chapter 8, Employment Lands, and Chapter 7, Urban Villages.





8

Strengthen parks and food systems

What we heard

The neighbourhood has great parks and open spaces that provide areas for play and recreation, access to nature, and places to gather. Residents have many ideas for improving these places to draw more people and offer even more activities and recreation for all ages and abilities.

The community prides itself on its urban food production and envisions more food growing in private green spaces, public parks, open spaces and boulevards, and on sites of new multi-unit buildings.

How the plan addresses what we heard

- Identify future improvements to parks and open spaces that add activities, improve comfort and safety, restore nature and encourage people to gather. These ideas will guide future park improvement plans.
- Support the creation of community gardens and orchards as community-initiated projects. The plan identifies several locations, including Hereward and Triangle Parks
- Support the creation of new allotment or community gardens through private redevelopment, and food growing features in new multi-unit developments

For more on this big move:

See Chapter 4, Parks, Open Spaces and Waterways, and Chapter 12, Neighbourhood Food Systems

1. Introduction



Victoria West, or “Vic West”, is a waterfront neighbourhood nestled between the Gorge Waterway and Victoria Harbour, in the traditional territories of the Lekwungen People. Long before the first Europeans arrived, First Nations people hunted, fished and harvested the waterways and lands of Vic West. The Gorge Waterway was rich in fish and waterfowl, and provided shelter from the outer harbour. Travel routes on water and land ran through Vic West. After Fort Victoria was established in 1843 the Songhees shifted their main village from Cadboro Bay to the Vic West waterfront where it stretched from what is now the Selkirk trestle bridge around to Lime Bay. This settlement, which became the Songhees reserve, played an important role in the economy of the Victoria region and served as a seasonal trading and visiting destination for First Nations visitors from north and south along the coast. In 1911, an agreement was made between the Songhees and various governments to move the reserve to Esquimalt.

Vic West today is home to 9% of Victoria's population (2016 Census). It is a thriving, vibrant and diverse neighbourhood, a mix of historic residential neighbourhoods, stunning parks and waterfront, light industrial and office areas, parks and recent



higher density master planned developments that are leaders in Canadian urban design.

The new Victoria West Neighbourhood Plan, which began in the spring of 2016, was developed with the community to ensure future development is shaped by those who know the neighbourhood best. Residents, business owners, community groups and development professionals were all involved in shaping the neighbourhood plan. The plan acts as a framework for guiding new growth, development and public investment within Vic West, and will be implemented over the years to come through development, partnerships and City initiatives.

Vic West has seen tremendous change since the last plan was created in 1986. Former industrial lands have been transformed into higher density areas of Songhees, Dockside, Railyards and Bayview Place including Roundhouse, that provide new housing, retail spaces and public spaces within easy walking access of downtown. New housing has flourished in the residential neighbourhoods west of Alston Street, and Vic West has pioneered small lot houses and new passive houses. Regional active transportation corridors such as the Galloping Goose and E&N Trail have been built and



connect Vic West to downtown and the rest of the region. Community-led initiatives such as public food gardens, placemaking, public art and the community centre have transformed public spaces, and built community. Future development in master planned areas will see new commercial spaces, public gathering spaces and new housing, which will continue to add vibrancy and livability to the neighbourhood.

As Victoria and Vic West continue to grow, the neighbourhood plan is intended to guide growth in a way that meets the needs of the Vic West community, Victoria as a whole, and the region over the next 20-25 years. The plan complements City initiatives on livability, affordability, environmental sustainability, economic vitality and other improvements to support the well-being of Vic West residents and businesses. The plan addresses issues identified by the Vic West community such as types and locations of new housing, creating strong village centres, knitting together the old and new, supporting and evolving employment areas, improving active transportation connections and supporting a more sustainable and walkable forms of development, and new public amenities that support a growing population.

What is a Neighbourhood Plan?

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

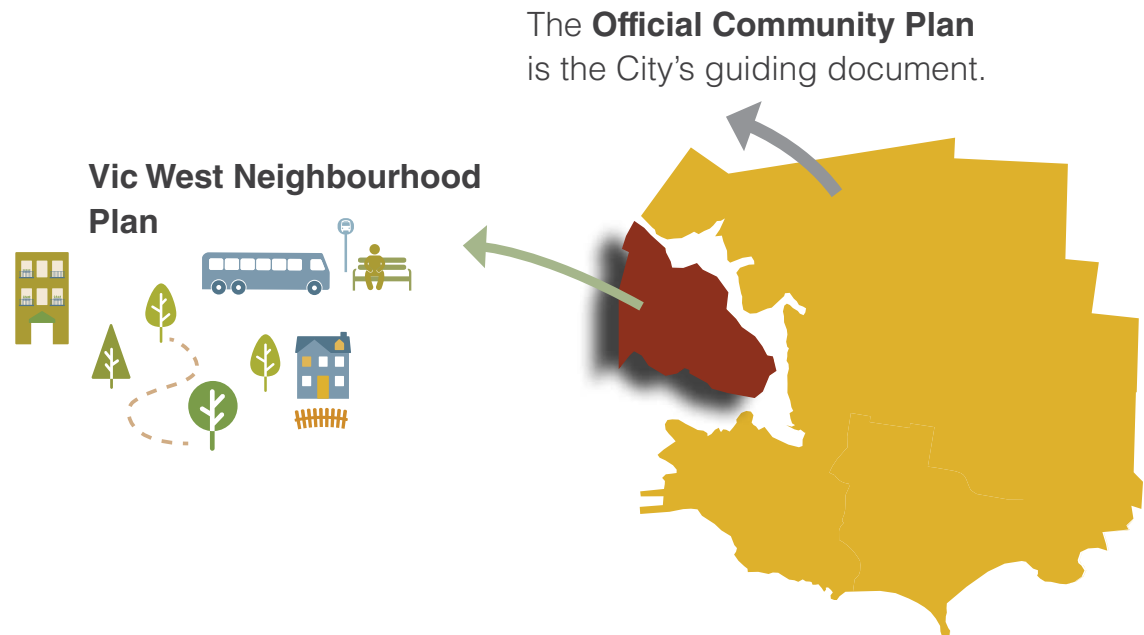
- What kind of housing is desirable? Where should housing, shops and services be located? And what should they look like?
- How will people move around the neighbourhood?
- How can parks and public spaces be improved?
- What will future residents and businesses need?

The primary role of a neighbourhood plan is to provide guidance for future housing and other development. Private development projects will be reviewed for their ability to help achieve the plan's vision and goals. City planners and City Council use a neighbourhood plan with other related policies, guidelines and regulations to evaluate the impact and suitability of public and private projects and initiatives related to land use, development, infrastructure, parks, community facilities and transportation.

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

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

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



How to use this Plan

The neighbourhood plan helps guide future development by refining the Official Community Plan (OCP) direction for appropriate density, form and design of new development and adjacent streetscapes. The OCP remains the City's guiding bylaw for considering new development, and where conflicts arise, the OCP takes precedence. The OCP defines Development Permit Areas and Heritage Conservation Areas which include guidelines for the form and character of new development. The neighbourhood plan may contain recommendations to make changes to the OCP so that the two documents are in alignment.

The neighbourhood plan also provides guidance to consider programs, projects and partnerships which can be considered for inclusion in the City's capital plan or general operations which can be funded in whole or in part as amenities resulting from development; or which might be achieved through partnerships with the community.

Specific initiatives are identified in the Action Plan in Chapter 16.

Vic West Plan Process

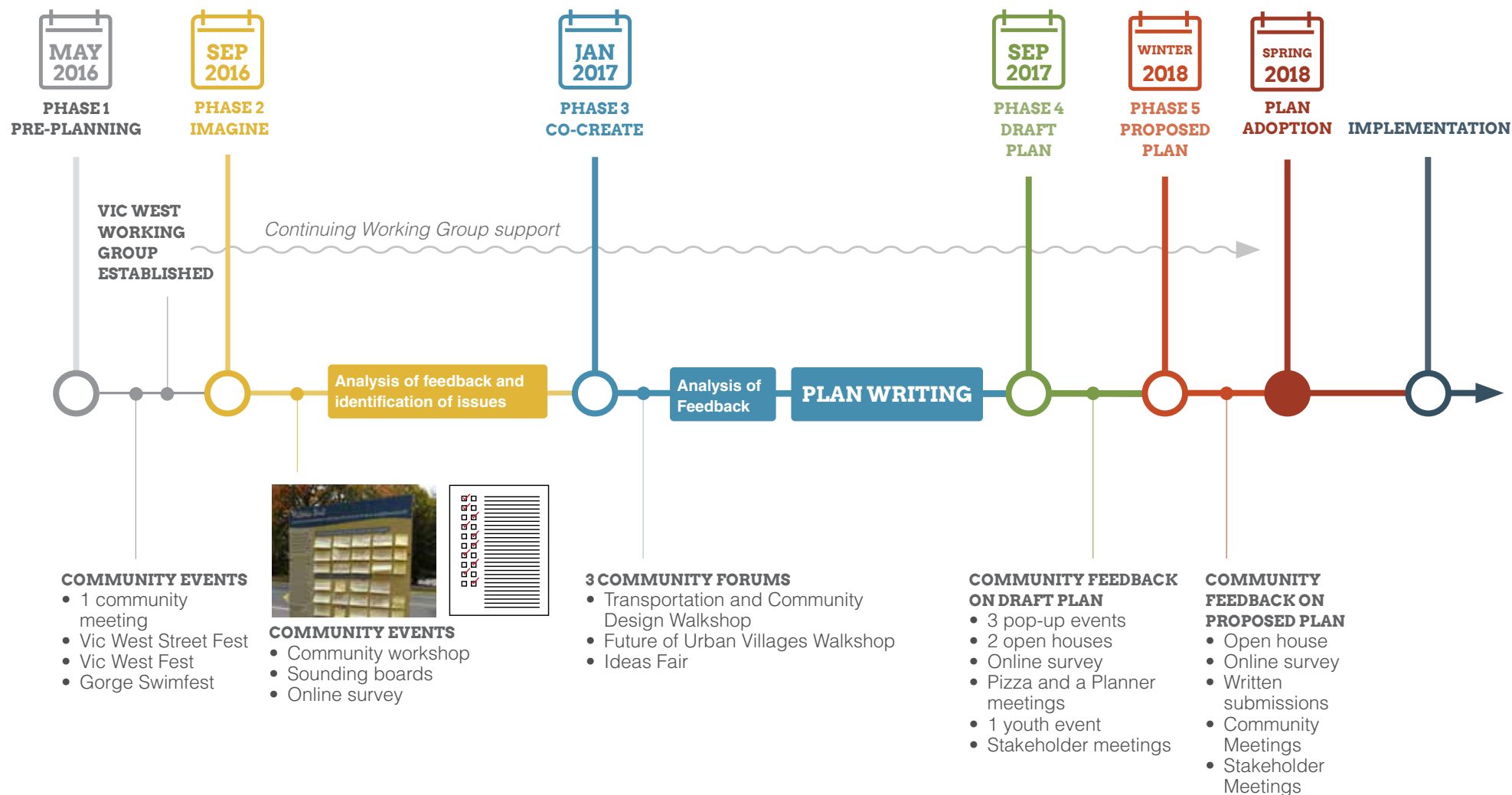


Figure 2. Plan Process

A New Neighbourhood Plan

The plan vision and goals set a future direction for how Victoria West will develop, evolve and change over time. During the first phase of community engagement, citizens were asked to help build the vision and goals for the future of Victoria West. The vision and goals were used to guide the development of the strategies, policies and actions in this plan.

Neighbourhood Vision Statement

“*In 25 years, Victoria West is a safe and welcoming community with diverse people, housing and businesses. The old and new are knitted together to create an eclectic and exciting mix of people, places and culture. It is a leader in neighbourhood sustainability, showcasing strong businesses, active transportation, a vibrant waterfront, healthy ecosystems, local food and innovative housing.*”

Neighbourhood Plan Goals

The following neighbourhood plan goals were developed based on community input.

Topic	Goals	Chapter
Transportation and Mobility	<ol style="list-style-type: none">1. Improve active transportation connections to destinations inside and outside Vic West2. Tame the major roads to make them safer and more pleasant for people3. Manage traffic on local roads to improve safety and neighbourhood livability4. Manage parking to support business vitality and housing affordability5. Connect Vic West to the rest of the city and region by transit, rail and water	3
Parks, Open Space & Waterways	<ol style="list-style-type: none">1. Protect and enhance Vic West's shoreline ecosystems2. Improve access, amenities, wayfinding and facilities along the waterfront3. Enhance neighbourhood parks for all ages and a variety of activities4. Maintain and enhance the urban forest, habitat and native ecosystems	4

Figure 3. Plan Goals

Neighbourhood Plan Goals (cont'd.)

Urban and Traditional Residential Areas	<ol style="list-style-type: none"> 1. Encourage a mix of housing sizes, costs, tenures and types 2. Create more affordable housing 3. Showcase new, innovative housing types 4. Encourage the retention and re-use of historic buildings 	6, 7
Urban Villages	<ol style="list-style-type: none"> 1. Strengthen and diversify the mix of businesses in urban villages 2. Improve the walkability, bikeability and public realm in and around urban villages 3. Support new housing within a 5 minute walk of urban villages 	7
Employment Lands	<ol style="list-style-type: none"> 1. Maintain the working harbour and adjacent industrial lands that support the ocean and marine sector 2. Protect and enhance light industry and other employment in Vic West 3. Celebrate the industrial heritage of the neighbourhood 	8
Heritage	<ol style="list-style-type: none"> 1. Protect the historic character of significant buildings and important sites 2. Celebrate and interpret the heritage of the neighbourhood 	10
Infrastructure and Green Development	<ol style="list-style-type: none"> 1. Ensure sufficient infrastructure capacity to meet the future needs of residents and businesses 2. Use stormwater management to restore ecological processes. 3. Become a leader for sustainable buildings and infrastructure 4. Identify and address neighbourhood climate change impacts 5. Develop strategies for mitigation and adaptation to climate change and sea level rise 	11
Neighbourhood Food Systems	<ol style="list-style-type: none"> 1. Create more places to get and grow food close-to-home 2. Integrate food production into public places 	12
Neighbourhood Well-being	<ol style="list-style-type: none"> 1. Refresh indoor community facilities to support residents of all ages in a growing community 2. Support the creation of more childcare options to support families with children living in Vic West 3. Foster a safe and inclusive community for all residents 	13
Arts, Culture and Placemaking	<ol style="list-style-type: none"> 1. Encourage public art and placemaking that celebrate Vic West's identity 2. Support creative entrepreneurs 	14

Figure 3. Plan Goals, cont'd.

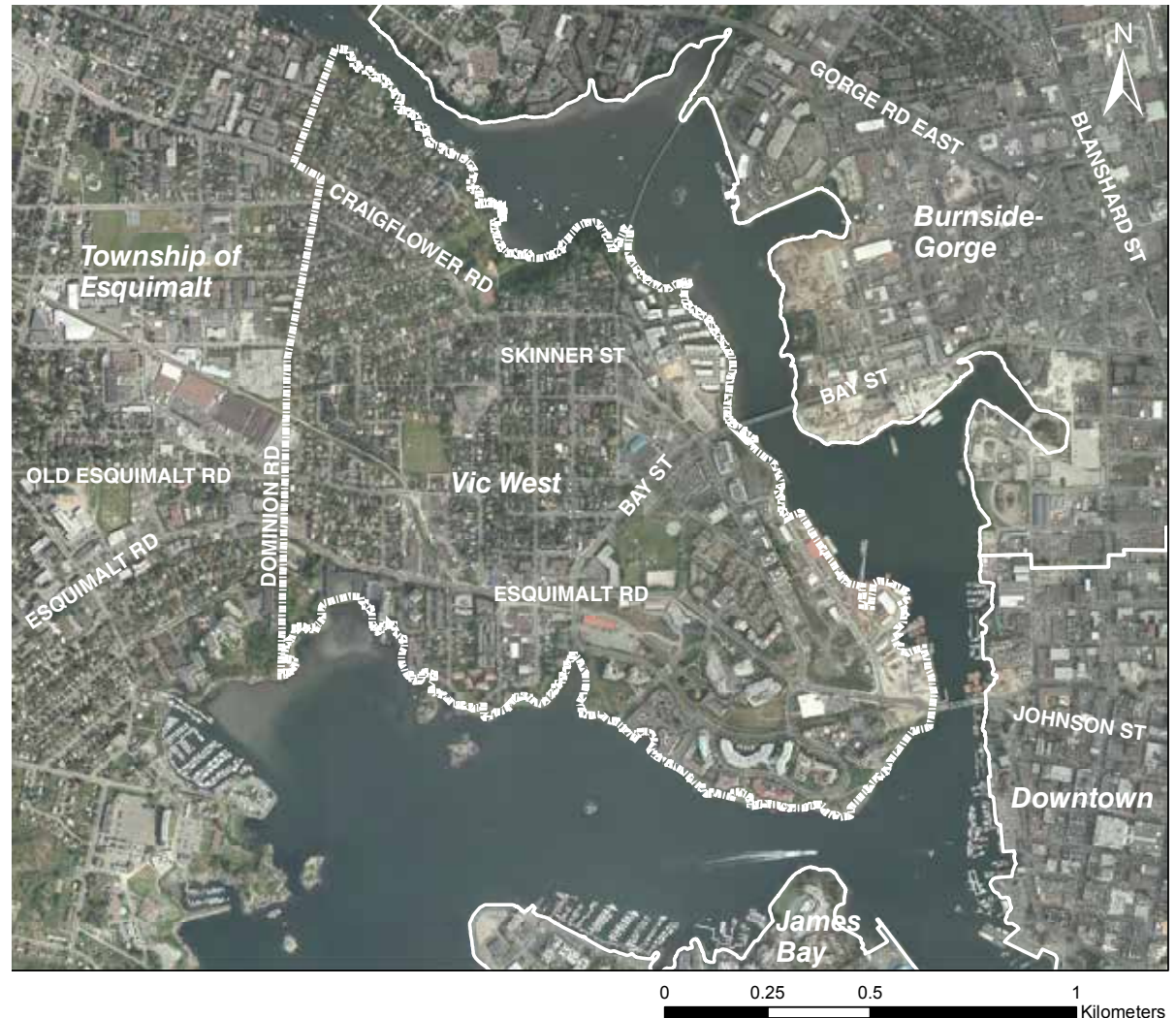
2. Neighbourhood Context

Plan Area

Victoria West is an established neighbourhood of approximately 6,800 residents, representing 9% of the City's population.*

The neighbourhood is approximately 158 hectares (390 acres). Located in the west portion of the City, it is connected to the rest of Victoria by water, by two bridges and the Selkirk Trestle (Galloping Goose Trail). Esquimalt lies on the western border.

Victoria West is a diverse and rapidly growing area, with a relatively new commercial centre and several large scale, high density developments (e.g., Bayview Place, Dockside Green, Railyards, Bayview Place (including Roundhouse) to the east of Bay Street, and older lower-profile residential areas to the west, with tree lined streets and heritage buildings. Pockets of light industrial businesses reflect Vic West's working past and the presence of the railroad, while historic commercial storefronts have evolved in walkable locations like Craigflower village. At the Upper Harbour, the Harbour Road Industrial lands continue to be a key anchor for Victoria's maritime industries, providing quality jobs for the region and maintaining the working harbour and its economic opportunities.



*Footnote: Statistics Canada National Household Survey, 2016

Figure 4. Vic West Plan Area

Existing Urban Structure



Neighbourhood Features

Some of the unique features of Vic West are shown here.



Craigflower Village



Banfield Park and other neighbourhood parks provide a variety of amenities



Westside Village is a central shopping destination



New, urban communities have been developed on former industrial lands which were once the Songhees reserve



Westsong Walkway and Songhees area



Vic West Community Centre



Housing cooperatives add to housing diversity (above: Tyee Co-op)



The Galloping Goose Regional Trail at the historic Selkirk Trestle



*E&N Rail Roundhouse
(Heritage Designated building)*



Employment areas have long been part of the neighbourhood



A mix of historic older homes and new development in a greatly varied lot pattern is a characteristic of the neighbourhood



Moments in the History of Vic West

First Nations communities fish, gather, and hunt in the area.



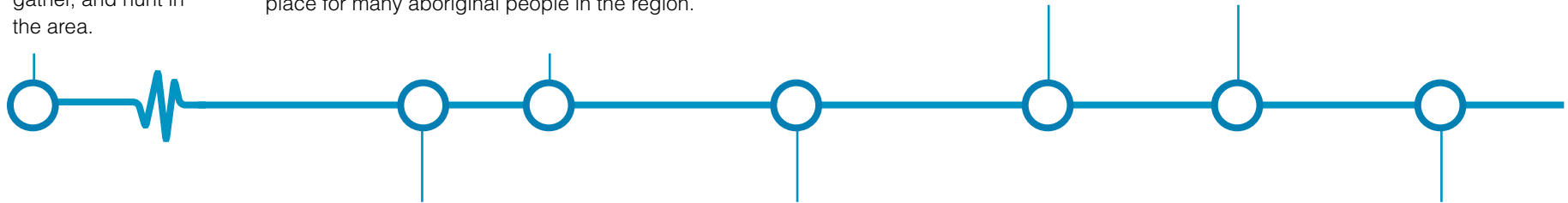
1853: The Songhees village relocated to the west shore of the Inner Harbour. The village was a reserve until the land was sold in 1911. It is home to local Lekwungen people and a seasonal trading place for many aboriginal people in the region.



1896: An overcrowded streetcar crashes through the Point Ellice (Bay Street) Bridge, claiming 55 lives.



1911: The Songhees reserve moved to Esquimalt, and land is sold. The Songhees became an industrial area.



1843: The Hudson's Bay Company established Fort Victoria in the traditional territory of the Lekwungen people. The Fort's economy was dependent on trading with First Nations people. Farmland in Vic West sustained the Fort until the late 1850s.



1874: The Marine Hospital is established in Victoria West (Songhees village in foreground)



1910-1920: Streetcar and rail access make Vic West a popular place to live and establish industrial companies, close to the city centre. Canadian National Railway (CNR) completes its rail yards and passenger service from Victoria to Sooke begins in 1922.

Figure 5. History Timeline



1930: From the 1890s to the 1930s, the Gorge Waterway is a popular recreation area for swimming, boating, picnicking and camping.



1970s: City makes land available for Victoria's first housing co-op, now Pioneer Co-op, as part of a larger neighbourhood revitalization program



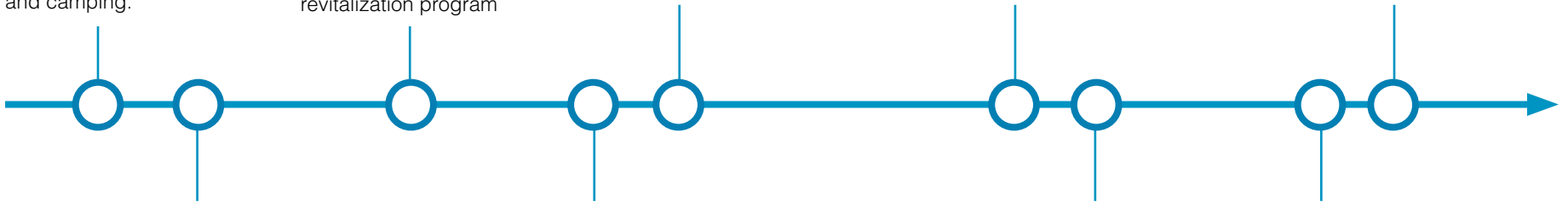
1980s: Redevelopment of Songhees industrial lands begins.



1996: The Selkirk Trestle is reopened and the Galloping Goose Regional Trail is established on former railway bed.



2009: Bayview One building completed as first phase of Bayview Place development.



1948: Banfield Park established.



1984: Victoria's first Brew Pub is established, originally known as the Lime Bay Inn, now Spinnakers.



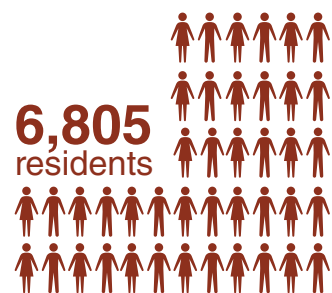
1998: Development of Westside Village shopping centre.



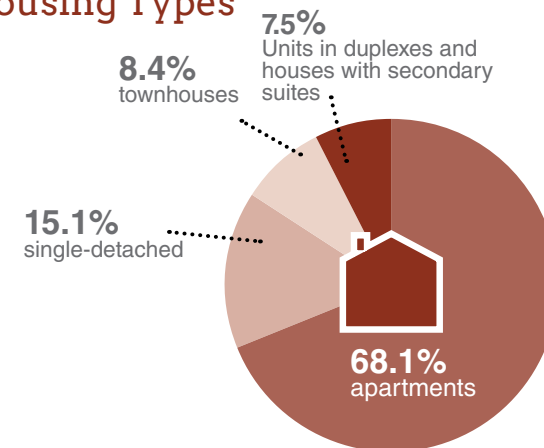
2008: First residents move into Dockside Green, a green mixed use development on a former industrial site.

Neighbourhood Snapshot

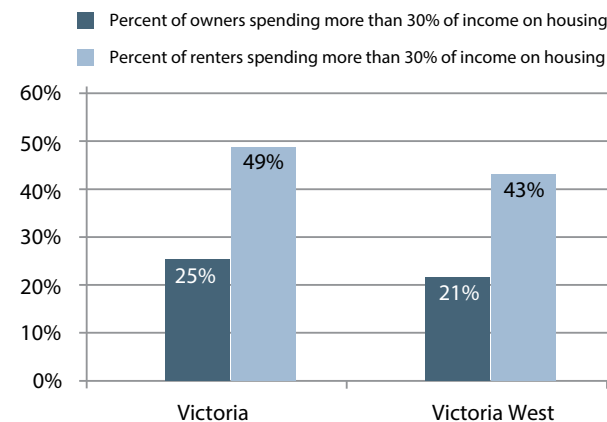
Residential



Housing Types



Housing Affordability



Source: Statistics Canada National Household Survey, 2011

Rental vs. Ownership



of Victoria West housing
units are rented

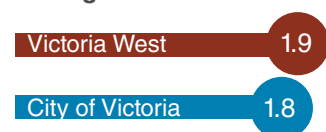


of City of Victoria housing
units are rented

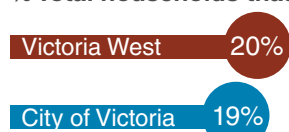
Median Age



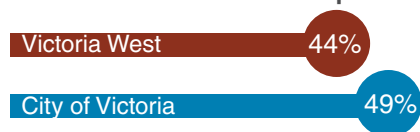
Average household size



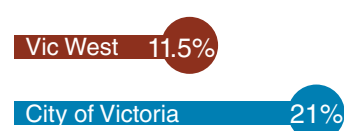
% Total households that have children at home



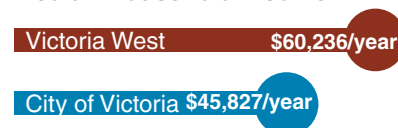
% Households that are one-person households



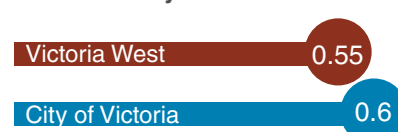
Low-income Households



Median Household Income



Average number of children at home per census family

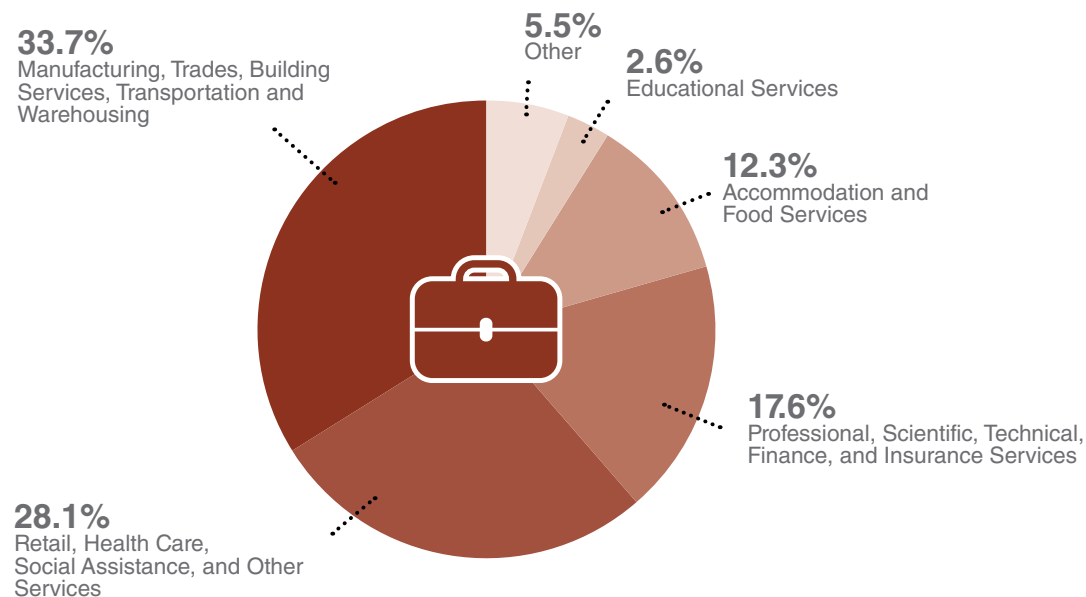


Source: Statistics Canada Census and
National Household Survey, 2011

Figure 6. Neighbourhood Snapshot - Residential Statistics

Neighbourhood Snapshot

Employment



390
Businesses



3000
Employees

Did you know?

Vic West hosts a diversity of industry sectors including:

- Ship building & Repairing
- Navigational & Guidance Instruments Manufacturing
- Breweries
- Machine Shops
- Cabinet & Counter-top Manufacturing
- Financial Institution Head Office
- Computer Systems Design & Related Services
- Research and Development in Biotechnology

Source: Capital Regional District Employers Database, 2011

Figure 7. Neighbourhood Snapshot - Employment Statistics

Housing and Population Trends in Vic West

Neighbourhood Population and Housing Trends

Over the next 20-25 years, Victoria is expected to grow by 20,000 people. The City's Official Community Plan envisions that approximately 50% of these new residents will be accommodated in the city's core (including the Songhees area of Vic West), 40% within a five minute walk of large urban villages, and approximately 10% in the remainder of the city. This growth pattern will shape a more sustainable community where shops, facilities and jobs are located close to where people live and more residents in the area help villages and downtown to thrive.

Population change is influenced by housing demand, demographic shifts and economic, policy and environmental limits to development. Over the last few decades, Vic West has grown faster than other neighbourhoods in Victoria due to the recent development of new master planned areas on former waterfront industrial lands.

Over the next 20-25 years, Vic West is expected to grow by approximately 3,500 new housing units (5,200 residents). This includes approximately 2,150 additional housing units (3,200 residents) identified in approved agreements for new master planned areas (Dockside, Railyards and Bayview).

Outside of master planned areas, historical trends are often the best predictor of future housing growth. An estimated 1,130 units of housing (approximately 1,725 residents) are anticipated in parts of the Core, Large Urban Village, Employment-Residential, and some Urban Residential areas outside of the master planned areas (see Map 9 Neighbourhood Land Use Map).

An estimated 275 more ground oriented units are anticipated mainly in the older, Traditional Residential parts of Vic West. Real growth rates may be higher or lower due to a number of variables.

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



Census year	1991	1996	2001	2006	2011	2016
Population of Vic West	4,978	5,310	5,575	5,985	6,805	7,668
% change in Vic West population		6.7%	5.0%	7.4%	13.7%	12.7%
Housing Units in Vic West	2,290	2,515	2,760	3,155	3,675	4,162
% change in units in Vic West		9.8%	9.7%	14.3%	16.5%	13.3%
People per unit in Vic West	2.17	2.11	2.02	1.90	1.85	1.84

Source: Statistics Canada

Figure 8. Population and housing trends in Vic West 2001-2016

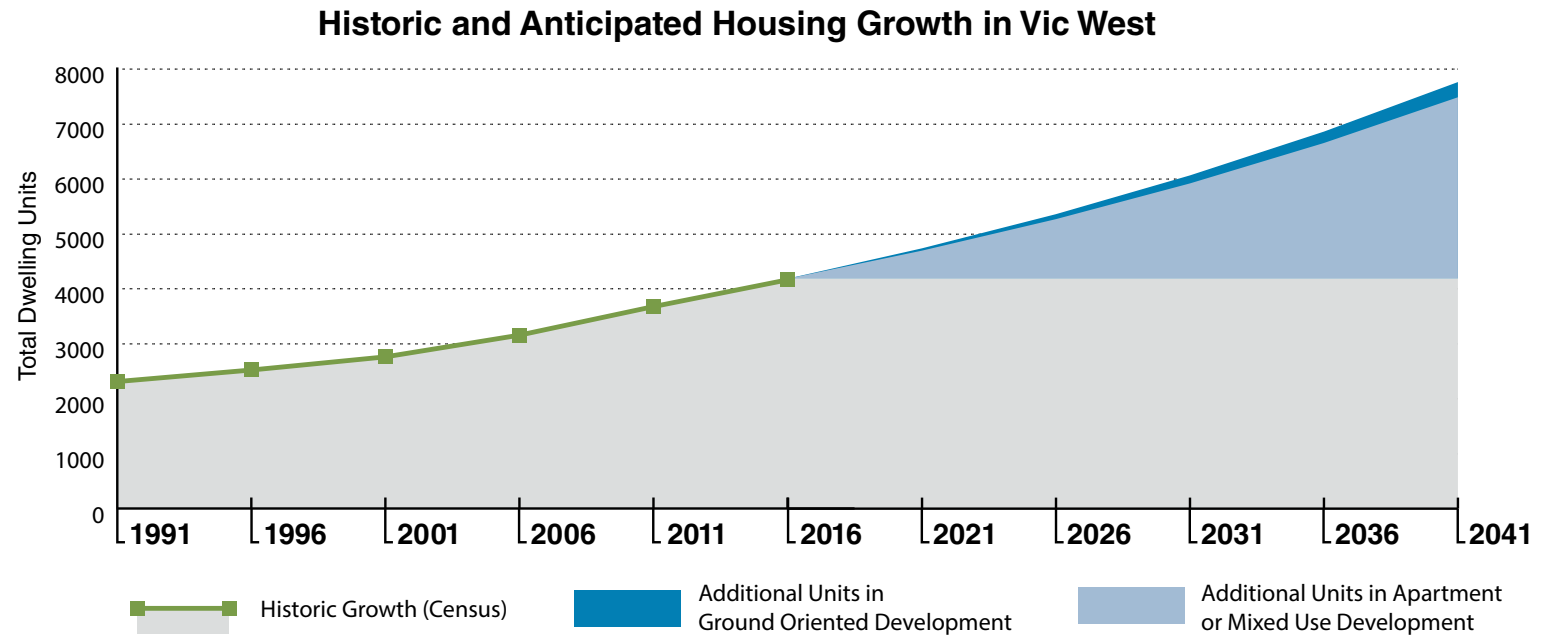


Figure 9. Historic and anticipated housing growth in Vic West

Policy Context : City-Wide Plans

This plan is to be read in conjunction with the following City plans and policies



Regional Growth Strategy – guides regional decision making on transportation, population growth and other regional planning issues.



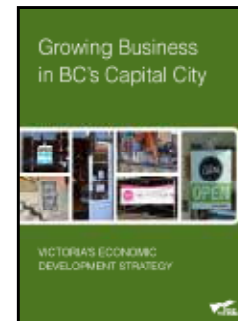
Official Community Plan – contains city-wide objectives and specific direction for areas of growth to guide neighbourhood planning.



Transit Futures Plan – prepared by BC Transit, identifies key corridors and improvements for Rapid, Frequent and local transit.



Bicycle Master Plan – identifies future active transportation network and priorities.



Growing Business in BC's Capital City – Victoria's Economic Development Strategy



Making Victoria - The Mayor's Task Force on Economic Development and Prosperity Economic Action Plan



Parks and Open Spaces Master Plan – identifies key goals and priorities for next 25 years.



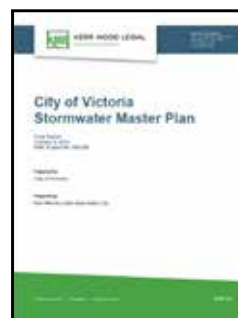
Pedestrian Master Plan – identifies priorities and guidelines for sidewalk network completion.



Water System Master Plan - 30-year plan examining the needs of the community with respect to water.



Arts and Culture Master Plan – identifies the City's vision, role and initiatives for supporting local arts and culture.



Stormwater Master Plan - assesses the capacity of the City's storm sewer network, including potential effects of climate change.



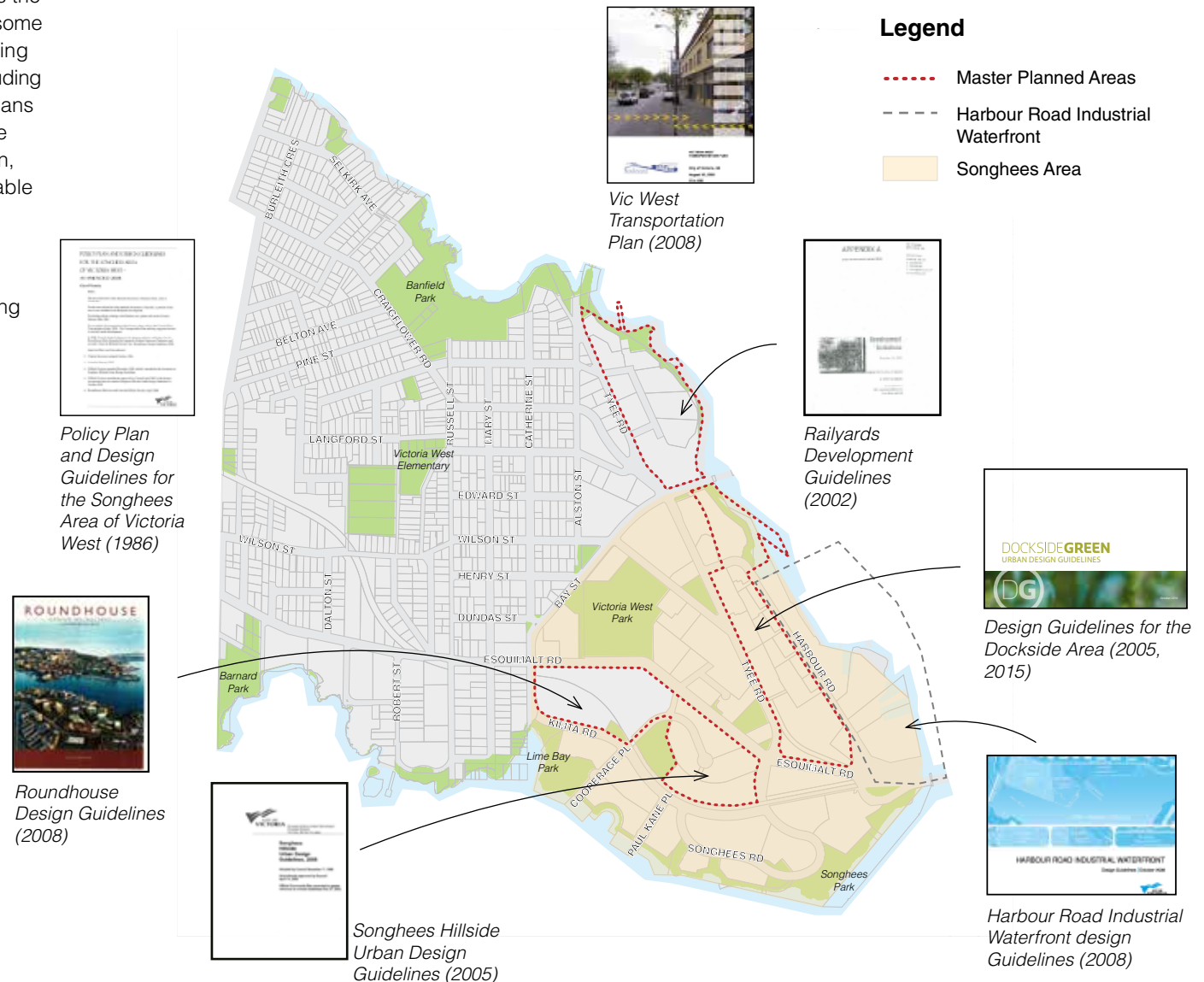
City of Victoria Wayfinding Strategy - facilitates transportation around the city, primarily by pedestrians, cyclists, and transit users.

Policy Context : Plans Specific to Victoria West

Although the neighbourhood plan encompasses the whole of Vic West, this plan is less detailed for some of the newer parts of the neighbourhood, including Dockside Green, Railyards, Bayview Place (including Roundhouse) and Songhees. Detailed master plans exist for these sub-areas, with specific guidance for the land uses, building heights, urban design, public realm, transportation network and affordable housing.

The intent of this plan is to maintain, implement and refer to the existing Master Development Agreements for these areas, and focus on knitting these newer parts of Victoria West with each other and with the other parts of this diverse neighbourhood.

More details about master-planned areas is provided in Chapter 9.



Map 2. Existing Neighbourhood-specific Plans (2017)

3. Transportation and Mobility

With its central location within the region, improving connections to transportation routes and destinations for all modes of travel are a key goal for the Vic West Plan.



Goals:

1. Improve active transportation connections to destinations inside and outside Vic West
2. Tame the major roads to make them safer and more pleasant for people
3. Manage traffic on local roads improve safety and neighbourhood livability
4. Manage parking to support business vitality and housing affordability
5. Connect Vic West to the rest of the city and region by transit, rail and water

Active transportation refers to any form of human-powered transportation – walking, cycling, using a wheelchair, in-line skating or skateboarding. Active transportation provides important health, social, transportation, environmental and economic benefits.

Making it easier to use active transportation to connect with Vic West and to other regional destinations is a priority for Vic West. Two major transportation corridors – the E&N Rail Trail and Galloping Goose Trail – run through the neighbourhood. Better connecting these corridors and neighbourhood travel

routes will provide more direct and convenient access to important destinations – like the waterfront, work, schools, urban villages, downtown and destinations in adjacent municipalities.

The plan also supports managing major roads to make them more pleasant for people, more efficient use of the road network through traffic and parking management, and connecting Vic West by transit, rail and water to the rest of the region.

See Chapter 16, Action Plan, for details regarding implementation.

Other Relevant Policies & Bylaws

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

- Official Community Plan
- Pedestrian Master Plan
- Greenways Plan
- Bicycle Master Plan
- All Ages and Abilities Active Cycling Network
- Pavement Management Plan
- Zoning Regulation Bylaw Schedule C – off-street parking requirements
- Subdivision and Development Servicing Bylaw – design of roads, sidewalks and boulevards
- Streets and Traffic Bylaw – on-street parking

Transportation and Mobility

Neighbourhood Active Transportation Network

Intent:

Improve active transportation connections to destinations inside and outside Vic West.

3.1. Active Transportation Network

3.1.1. Create and maintain a well-defined pedestrian and cycling network providing complete north-south and east-west connections to important destinations such as schools, parks, shopping areas, the City-wide All Ages and Abilities network and adjacent neighbourhoods and municipalities (see Map 3).

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

3.1.3. Create strong connections between active transportation routes and transit through features such as abundant and convenient bicycle parking at stops, and safe connections between transit stops and the active transportation network.

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

3.1.5. Look for opportunities to showcase public art, green infrastructure and community-led placemaking opportunities along pedestrian and cycling routes.

3.1.6. In developing urban forest succession management strategies, ensure continuous street trees along pedestrian and cycling routes to beautify the experience for users.



Map 3. Neighbourhood Active Transportation Network

Transportation and Mobility

Neighbourhood Active Transportation Network

3.2. All Ages and Abilities Network

3.2.1. Develop an All Ages and Abilities two-way protected bike lane on the east side of Harbour Road to connect downtown with the Galloping Goose Trail via the Johnson street bridge multi-use trail.

3.2.2. Work with private landowners in Railyards and Westside Village to improve pedestrian and cycling access and wayfinding to the Galloping Goose Trail.

3.2.3. Work with the CRD and private landowners to complete the E&N Rail Trail from the Esquimalt Road crossing to Johnson Street Bridge.

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

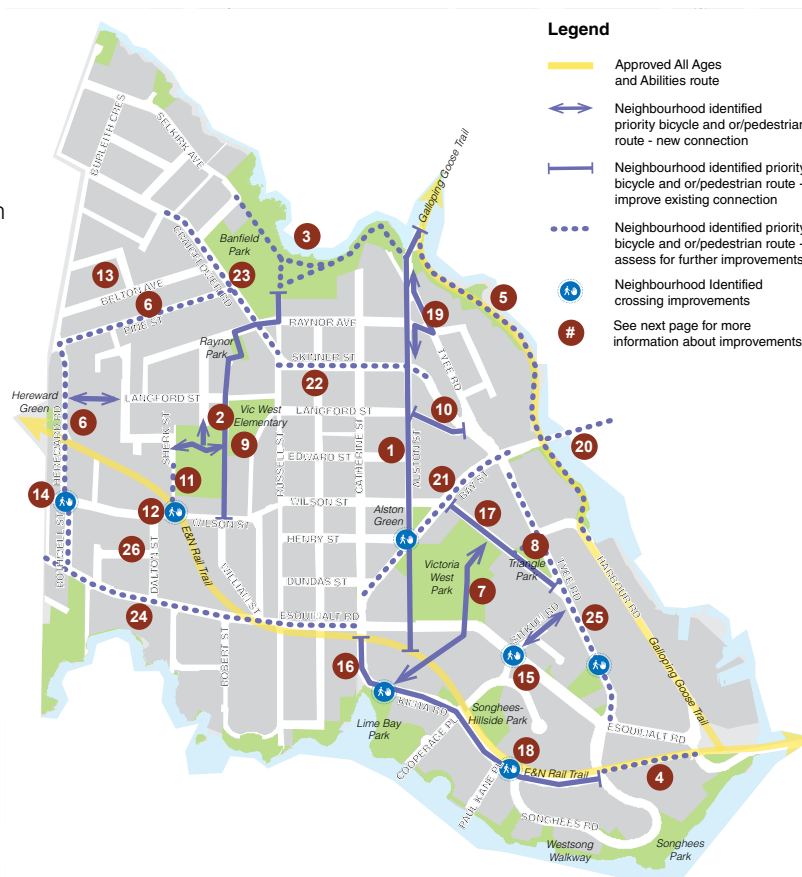


Figure 10. Harbour Road

Neighbourhood-Identified Priority Transportation Improvements

The following improvements were identified through community feedback, and are presented in no particular order:

- 1 Alston Street: Establish as pedestrian-oriented corridor (3.3.1, 3.3.10, 3.4.3)
- 2 William Street Greenway: Improve and widen trail, add wayfinding (3.3.2)
- 3 Banfield Park: Assess waterfront trail for improvements (3.3.3)
- 4 E&N Rail Trail near Delta Hotel: Assess for improvements (3.3.4)
- 5 Galloping Goose Trail: Assess for eco-sensitive lighting (3.3.5)
- 6 Pine Street and Hereward Road: Assess for cyclist and pedestrian safety and add wayfinding (3.3.6)
- 7 Connect Westsong Walkway to Westside Village via Roundhouse redevelopment and Victoria West Park (3.3.7)
- 8 Triangle Park: Consider re-orienting trails to improve pedestrian connections to Galloping Goose (3.3.8)
- 9 Vic West Elementary School: Explore east-west trails. Encourage active travel program participation to reduce vehicle congestion (3.3.9)
- 10 Alston Street and Langford Street: Complete sidewalk network through redevelopment; assess for short-term improvements (3.3.10)
- 11 E&N Rail Trail West of Esquimalt Road: Improve informal connection to Sherk Street (3.3.11)



Map 4. Neighbourhood-Identified Priority Transportation Improvements

- 12 E&N Rail Trail at Wilson Street: Assess crossing for safety (3.3.12)
- 13 Belton Ave at Reno Street: Permanent, landscaped traffic diverter (3.3.13)
- 14 Wilson Street: Assess for vehicle speeds and speed limits. Evaluate for pedestrian and cyclist safety between Viewfield Road and Rothwell Street; improve pedestrian crossing and conditions at Hereward Road (3.3.14, 3.6.5, 3.6.9)

- 15 Esquimalt Road at Sitkum Street: Consider signalized crossing and pedestrian route through Tyee Cooperative (3.3.15)
- 16 Kimta Road: All Ages and Abilities bike route pilot project (3.3.16)
- 17 Wilson Street: Improve pedestrian experience and streetscape during redevelopment of village (3.3.17) assess for vehicle speeds (3.6.9)
- 18 Kimta Road: Evaluate need for crossing to connect to waterfront (3.3.18)
- 19 Establish and/or sign Galloping Goose to Raynor Avenue connection (3.3.19)
- 20 Point Ellice Bridge: Improve cycling and pedestrian facilities (3.4.1)
- 21 Bay Street: More pedestrian-oriented environment, through redevelopment (3.4.2) assess for vehicle speeds (3.6.9)
- 22 Skinner Street: Slower, more comfortable pedestrian and cycling (3.4.3)
- 23 Craigflower Road: Slow traffic, pedestrian-oriented urban village, evaluate crossing at Raynor Ave (3.4.4) assess speed limits (3.6.9)
- 24 Esquimalt Road: Assess for vehicle speeds. Through redevelopment, improve pedestrian-oriented design between Esquimalt border and Catherine Street. (3.3.20, 3.4.5)
- 25 Tyee Road: Pedestrian-oriented design, evaluate new & current crossings (3.4.6), assess speed limits (3.6.9)
- 26 Suffolk and Dalton Streets: Assess for short-cutting and speed (3.6.7)

Transportation and Mobility

Neighbourhood-Identified Priority Active Transportation Improvements

3.3. Neighbourhood-Identified Active Transportation and Connectivity Improvements

3.3.1. Outer Harbour to Gorge Waterway via Alston Street: Through redevelopment, establish Alston Street as pedestrian-oriented corridor, linking Victoria West Park with the Gorge Waterway. Enhance green areas along boulevard between Wilson Street and Skinner Street. Add wayfinding (See also 3.3.10 and 3.4.3).

3.3.2. William Street Greenway to Banfield Park: Improve trail between Wilson Street and Langford Streets. Add wayfinding. Widen trail and improve visibility at Raynor Park.

3.3.3. Banfield Park: Assess waterfront trail for visibility, trail surfacing, cyclist speed and ecological impact as part of long-term park improvements. Assess paved trail near playground for improvements for pedestrian safety; consider trail and playground location as part of long-term park improvements.

3.3.4. E&N Rail Trail near Delta Hotel: Assess for improvements as part of Kimta Road All Ages and Abilities Pilot Project.

3.3.5. Galloping Goose Trail between Harbour Road and Banfield Park: Assess for lighting improvements. Consider downlighting to minimize ecological impacts.

3.3.6. Pine Street and Hereward Road: Assess for improvements for cyclist and pedestrian safety as part of the long-term cycling network development. Key concerns include crossings, vehicle speed and narrow road conditions along Here-

ward Road. Work with BC Hydro and Esquimalt to improve E&N Rail Trail access in Hereward Park. Add wayfinding.

3.3.7. Westsong Walkway to Westside Village via Victoria West Park: Connect Westsong Walkway and Bayview Place (including Roundhouse) development with Westside Village. Implement existing park improvement plan for Victoria West Park to widen existing multi-use trail, add lighting, and add additional east-west connections. With Bayview Place development, complete a crossing of Kimta Road.

3.3.8. Triangle Park: Consider re-orienting trails and assessing crossings across Wilson Street and Tyee Road improve connections to the Galloping Goose to better reflect existing pedestrian travel patterns.

3.3.9. Victoria West Elementary School: Encourage school to participate in an active and safe routes to school program to encourage use of active travel modes, and reduce vehicle congestion near school. Work with School District to establish links across the playing field to Griffiths Street, the E&N Trail, and the William Street Greenway. Add wayfinding.

3.3.10. Alston Street and Langford Streets: Over long-term, complete sidewalk network through redevelopment. Evaluate opportunities for short-term sidewalk improvements on Langford Street between Alston Street and Tyee Road, and potential improvements to Alston Street, through update to pavement management plan (see also 3.4.3.).

3.3.11. E&N Trail at Sherk Street: Seek ways to improve the informal connection to the E&N trail.

3.3.12. E&N Trail at Wilson Street: Assess crossing for safety and visibility.

3.3.13. Belton Avenue at Reno Street: Establish a permanent, landscaped traffic diverter.

3.3.14. Wilson Street at Hereward Road: Improve crossing for pedestrians to better knit the neighbourhood together.

3.3.15. Esquimalt Road at Sitkum Street: Consider a signalized crossing through development in the area. Consider an eventual pedestrian network extension through the Tyee Cooperative as part of any redevelopment.

3.3.16. Kimta Road Pilot Project: Complete the Kimta Road All Ages and Abilities pilot bicycle route. Add wayfinding.

3.3.17. Wilson Street: With redevelopment, improve the pedestrian experience, and streetscape of Wilson Street between Tyee Road and Bay Street.

3.3.18. Kimta Road: Evaluate the need for a crossing at Songhees Road or Paul Kane Place to better link residences and Songhees Hillside Park to the waterfront.

3.3.19. Galloping Goose to Raynor Avenue connection: Establish a cycling connection between the Galloping Goose and Raynor Avenue / Catherine Street / Alston Street. This may be accomplished through infrastructure improvements and/or wayfinding signage bringing cyclists through the Railyards area.

3.3.20. Esquimalt Road: Monitor and review speed limit along Esquimalt Road following completion of new Johnson Street Bridge.

Transportation and Mobility

Neighbourhood-Identified Priority Active Transportation Improvements, cont'd.

3.4. Major Roads

Intent:

Tame the major roads to make them more pleasant for people.

3.4.1. Point Ellice Bridge: Complete rehabilitation and resurfacing of bridge. Improve cycling and pedestrian facilities for Point Ellice Bridge as part of long-term bridge improvements.

3.4.2. Bay Street: Through redevelopment and on-going capital projects, create a more pedestrian-oriented environment with visual cues/design treatments that signal to motorists that this is a high pedestrian use space, including but not limited to:

- a) Improved pedestrian crossings and intersection improvements at Wilson Street and Bay Street
- b) Evaluate the need for a crossing connecting residential neighbourhoods with Vic West Park at Alston/Henry/Bay Streets intersection.
- c) Other enhancements to improve the pedestrian and cycling experience along Bay Street, through street design, boulevards, street trees, public realm improvements and cycling facilities improvements, where warranted.

3.4.3. Skinner Street: Consider transportation improvements to create a slower, more comfortable pedestrian and cycling experience

along Skinner Street. Assess for new crossing at Alston Street.

3.4.4. Craigflower Road: In the short-term, and consider community-led initiatives to slow traffic and animate public realm along Craigflower Road, and assess the crossing at Raynor Avenue to determine if improvement is warranted. Through longer-term redevelopment, create a more pedestrian-oriented environment through the urban village and improve connections to Banfield Park. Retain street and park trees. Consider relocation of sidewalk to park property to create additional on-street parking on east side of Craigflower Road at Banfield Park to slow traffic and better support commercial areas.

3.4.5. Esquimalt Road: Encourage pedestrian-oriented public realm in the area between the Esquimalt border and Catherine Street through redevelopment of mixed use, residential and industrial properties.

3.4.6. Tyee Road: Through redevelopment, create a more pedestrian-oriented environment through visual cues/design treatments that signal to motorists that this is a high pedestrian use space, including but not limited to:

- a) Evaluate the need for a new crossing between Tyee Co-op and Dockside Green.
- b) Assess crossing location between Triangle Park and Dockside Green to better reflect existing travel patterns.

Transportation and Mobility

Traffic Management

Intent:

Manage traffic to improve safety and neighbourhood livability.

3.5. Road Network

3.5.1. Design and manage the road network to direct through traffic to arterial and collector routes, and to discourage cut through traffic on local roads.

3.5.2. Street classification shall comply with the Official Community Plan, or other guidelines for street standards as approved by Council.

3.5.3. By way of development approvals, continue to require and negotiate space and rights-of-way to achieve City standards for arterials, secondary arterials, collector roads, local roads, All Ages and Abilities routes and Neighbourhood Connectors.

3.6. Neighbourhood-Identified Priority Traffic Management Improvements

3.6.1. Skinner Street: Evaluate road conditions for improvements for pedestrian and cyclist comfort and safety, including visibility, crossings, vehicle speed and intersection improvements.

3.6.2. Langford Street at Russell Street: Assess intersection for visibility and stop sign across from school.

3.6.3. Mary Street: Evaluate road conditions for speeding and cut-through traffic, and improvements for pedestrian safety, including intersection visibility and crossings at Wilson Street.

3.6.4. Selkirk Street: Evaluate for vehicle speed and cut-through traffic.

3.6.5. Wilson Street from Rothwell Street to Viewfield Road: Collaborate with the Township of Esquimalt to evaluate for pedestrian and cyclist safety, including visibility, crossings, vehicle speed and intersection improvements.

3.6.6. Hereward Road and Rothwell Street: Assess for vehicle speed and cut-through traffic. Assess Rothwell Street for vehicle speeds, commercial traffic volume and road designation. Assess crossing at Esquimalt Road for safety and visibility.

3.6.7. Suffolk Street and Dalton Street: Assess for vehicle speed and cut-through traffic.

3.6.8. Bay Street between Tyee Road and Esquimalt Road: Assess for vehicle speed, visibility, crossings and other improvements for pedestrian safety to improve connections between residential neighbourhood and Vic West Park and Westside Village.

3.6.9. Assess Speed Limits: Assess Craigflower, Tyee, Bay, Wilson and Esquimalt for consistency of speed limits along corridors, and across municipal boundaries.



Transportation and Mobility

Parking

Intent:

Manage parking to support business vitality and housing affordability.

3.7. Vehicle Parking Management

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

3.7.2. Support business viability in Craigflower Small Urban Village by providing flexibility in on-site parking requirements for ground-floor commercial uses, where a change of use occurs in existing buildings (see also Urban Villages, 7.4.8.).

3.7.3. Periodically review parking needs upon request and explore new parking management strategies as required.

3.7.4. Continue to refer resident concerns regarding on-street parking to the existing Residential Only Parking process.

3.8. Bicycle Parking Management

3.8.1. Prioritize end-of-trip cycling facilities such as secure and weather-protected bike parking at neighbourhood destinations including urban villages and neighbourhood parks.

3.9. Car Sharing and Low-Carbon Vehicles

3.9.1. Make at least one on-street location available for car sharing in or near each large and small urban village, and in new multi-unit buildings to reduce single vehicle dependency.

3.9.2. Partner with private industry to provide electric-vehicle charging locations in key multi-unit developments, near urban villages and the waterfront.

3.10. Bike Sharing

3.10.1. Support private and community partners in the development of a bicycle sharing system at key neighbourhood destinations and areas with high cycling potential.



Transportation and Mobility

Transit, Rail and Marine Network

Intent:

Connect Vic West to the rest of the city and region by transit, rail and water. Create additional opportunities for housing to be located near frequent transit.

3.11. Multi-Modal Connections

3.11.1. Add opportunities for more people to live along frequent transit corridors on Esquimalt Road, Craigflower Road, Skinner Street and Tyee Road.

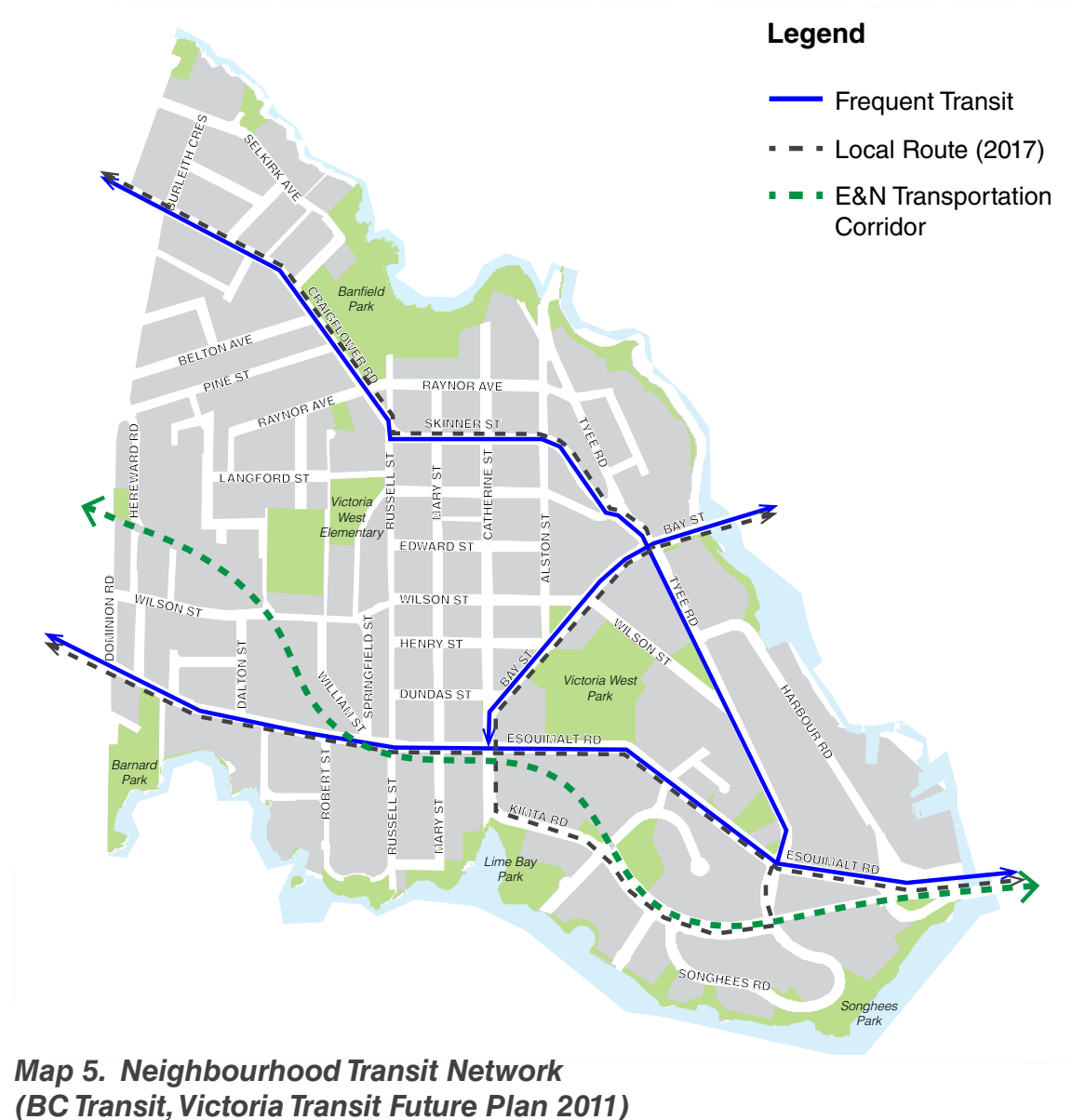
3.11.2. Maintain transit network consistent with BC Transit's Victoria Transit Future Plan (2011), as shown in Map 5.

- a) Continue to work with BC Transit to improve levels of transit service in Vic West to meet future ridership demand and increase capacity along frequent routes.

3.11.3. Continue to assess the re-establishment of train service along the E&N rail corridor, and the maintenance of the corridor alignment for transportation purposes.

3.11.4. Support the development of a regional marine trail network linking the Inner Harbour, Outer Harbour, Portage Inlet and Gorge Waterway.

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



4. Parks, Open Space and Waterways



Other Relevant Policies & Bylaws

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

Goals:

1. Protect and enhance Vic West's shoreline ecosystems
2. Improve access, amenities, wayfinding and facilities along the waterfront
3. Enhance neighbourhood parks for all ages and a variety of activities
4. Maintain and enhance the urban forest, habitat and native ecosystems

The parks, open spaces and waterways of Vic West are a vital piece of the neighbourhood's character, history, culture and landscape. They support important habitat and ecological functions, and provide residents and visitors with opportunities to socialize, recreate, relax, play, learn and connect with nature.

The Official Community Plan, Parks and Open Spaces Master Plan and the Urban Forest Master Plan provide overarching direction for neighbourhood plan's directions related to parks, open space, the urban forest and waterways. The neighbourhood plan emphasizes the ecological role of these areas and how they support active transportation, community gathering and neighbourhood character.

Analysis completed through the development of the Parks and Open Spaces Master Plan indicate that the Victoria West neighbourhood has an above average supply of park land per resident and currently meets the Official Community Plan target of 99% of all residents having access to a park or open space within 400 metres of home. New parkland will be provided with new housing in Railyards, Dockside, Songhees Waterfront, Bayview Place (including Roundhouse) areas, and through the Johnson Street Bridge project.

Parks, Open Space and Waterways

Shoreline and Waterways

Intent:

Protect and enhance Vic West's shoreline ecosystems

Improve access, amenities, wayfinding and facilities along the waterfront.

Along the Upper Harbour industrial lands, promote visual connections to the water while supporting continued operation of the working harbour.

4.1. Waterways

4.1.1. Continue to work with community, CRD, industry and provincial and federal partners to improve and restore water and environmental quality in the Gorge Waterway.

4.1.2. Continue to support community-led stewardship and restoration of the Gorge Waterway.

4.1.3. Continue to manage Gorge and Outer Harbour areas as migratory bird sanctuaries. Support compatible on-shore and on-water uses and activities in this area.

4.1.4. Support restrictions on motorized watercraft north of the trestle bridge.

4.1.5. Investigate incorporating Green Shores principles for ecologically-sensitive shoreline development in waterfront parks.

4.1.6. Consider future changes to Development Permit Area guidelines for waterfront properties considering provincial guidance on sea level rise.

4.2. Waterfront Access and Trails

4.2.1. Complete a continuous waterfront pedestrian route around the Gorge Waterway and Outer Harbour as shown in Map 6.

4.2.2. As part of future planning for Arm Street Park and Burleith Park, reconsider opportunities for acquisition of easements for an environmentally sensitive public pathway near the waterfront.

4.2.3. Support community efforts to establish a continuous marine trail linking View Royal, Esquimalt and Saanich.

4.2.4. Support community-led efforts in partnership with the City to create new and/or improve existing public docks, wharves and other public access for neighbourhood swimming and/or watercraft with possible locations at Banfield Park, Arm Park, Burleith Park, on the shoreline adjacent to Railyards and along the Westsong Walkway, subject to habitat and environmental considerations.

See park-specific sub-sections of this chapter for suggested improvements to waterfront parks.

4.3. Water Lots

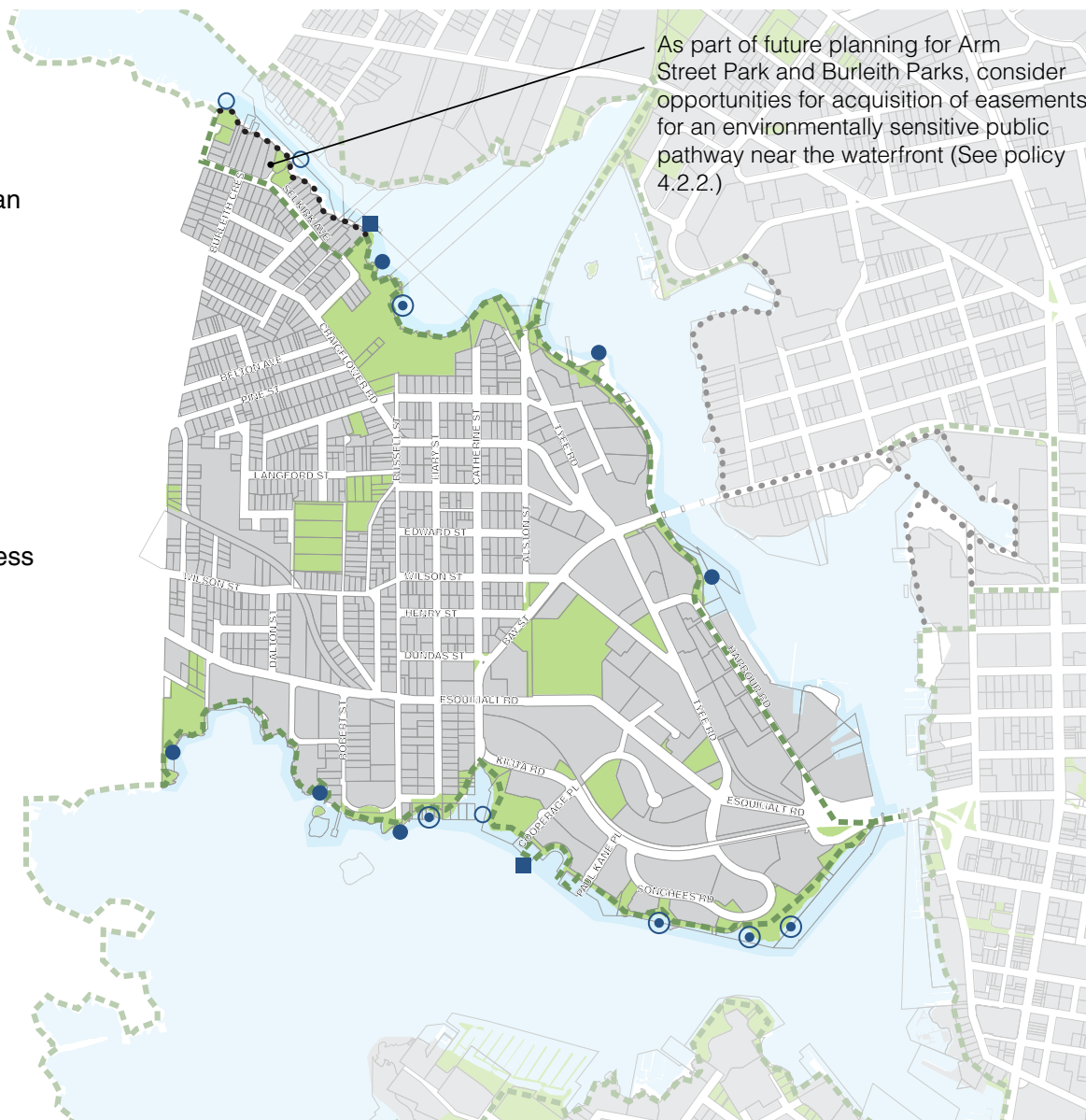
4.3.1. The Victoria Harbour Traffic Scheme (Transport Canada) identifies the north shore of the Outer Harbour as a location for non-motorized recreation. Consideration of proposed works on, or rezoning of, existing water lots along the Outer Harbour west of Cooperage Place should be guided by the following (for other water lots, consult the Victoria Harbour Plan):

- a) Any works or rezoning proposed for water lots should consider impacts to the ecology, wildlife, non-motorized recreation, enjoyment of adjacent park lands and trails, the Harbour Traffic Scheme, and impacts to on-shore traffic circulation and parking. Low-impact uses, particularly related to non-motorized water recreation, may be considered.
- b) Further uses which generate motorized boat traffic are discouraged.



Legend

- Waterfront pedestrian routes
- Possible future opportunity
- Existing public water access
- Potential public water access
- ⊙ Beach/informal access
- Private marina



Map 6. Existing and potential waterfront pedestrian routes and public access



Playground and Community Centre in Banfield Park



Vic West Park



Songhees Park



Banfield Park Community Orchard



Hereward Park by E&N Trail



Arm Street Park



Bicycle parking and totem pole by Galloping Goose Regional Trail



Westsong Walkway



Arm Street Park Waterfront

Parks, Open Space and Waterways

Neighbourhood Parks

4.4. Parks and Open Space Network

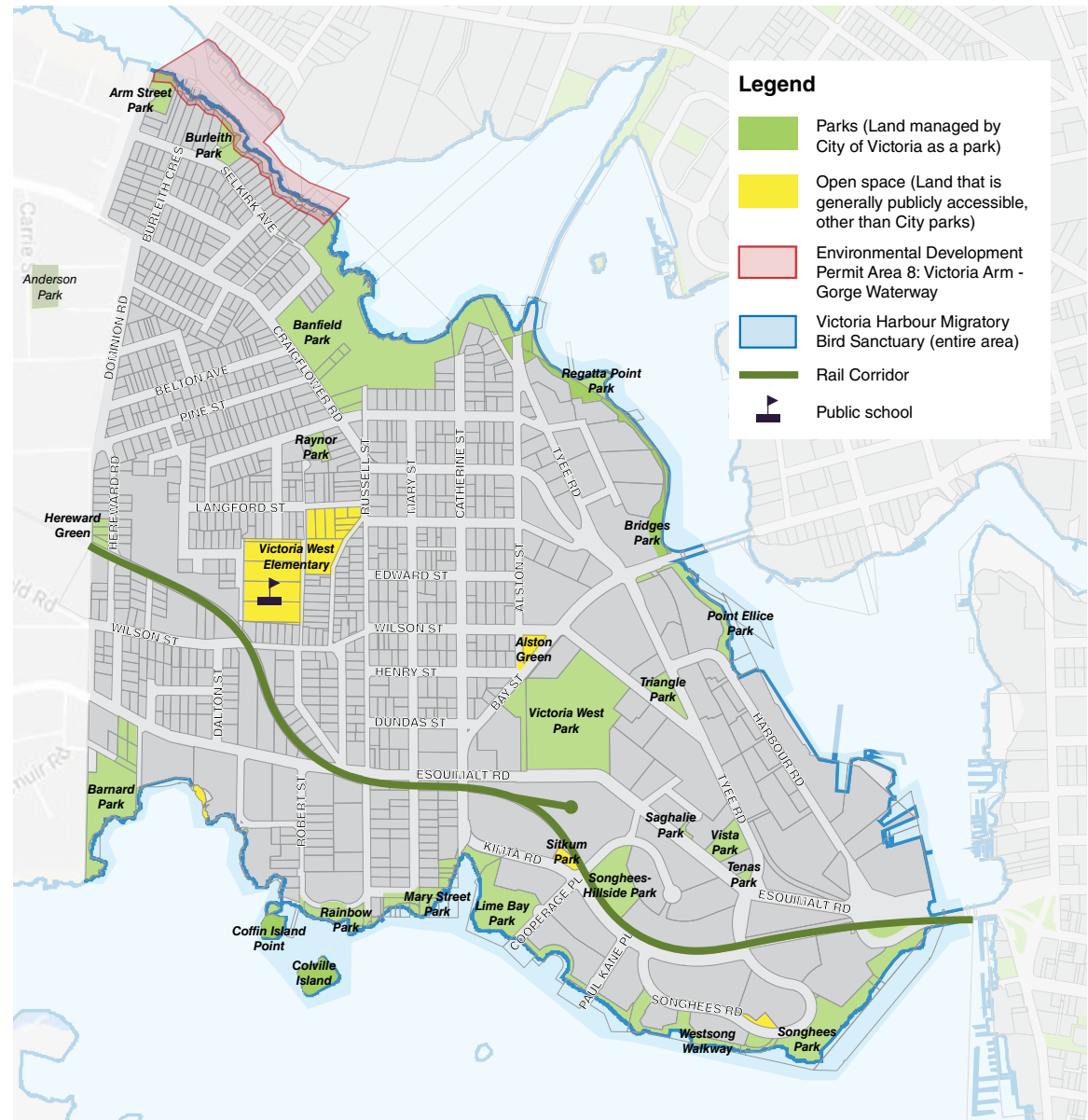
Intent:

Enhance parks to welcome all ages and abilities and provide diverse activities.

4.4.1. Protect and maintain the existing parks and open space network identified on Map 7: Parks and Open Space Network.

4.4.2. Design and refresh amenities in neighbourhood parks and open spaces to meet the needs of a range of ages, abilities and activities.

4.4.3. Improve access and create a more enjoyable walking and cycling experience to Vic West parks through the addition of new crossings and public realm improvements such as street trees, seating, bike racks, lighting and wayfinding.



Map 7. Parks and Open Space Network

Neighbourhood Parks, cont'd.

4.5. Community Gathering and Placemaking in Parks

4.5.1. Continue to work with recreation service providers to offer programming in neighbourhood parks.

4.5.2. Look for opportunities through park upgrades to add features to encourage neighbourhood gathering. Through engagement, residents suggested clusters of benches to encourage conversation, community ovens, and more picnic tables.

4.5.3. Use interpretive signage in parks for educational opportunities, and to connect people to the human and natural history of the neighbourhood.

4.5.4. Engage the Songhees and Esquimalt First Nations to determine sites of cultural significance in parks and public open space and how to appropriately recognize these sites.

4.5.5. Explore opportunity for limited commercial activities in parks, such as food trucks and markets.

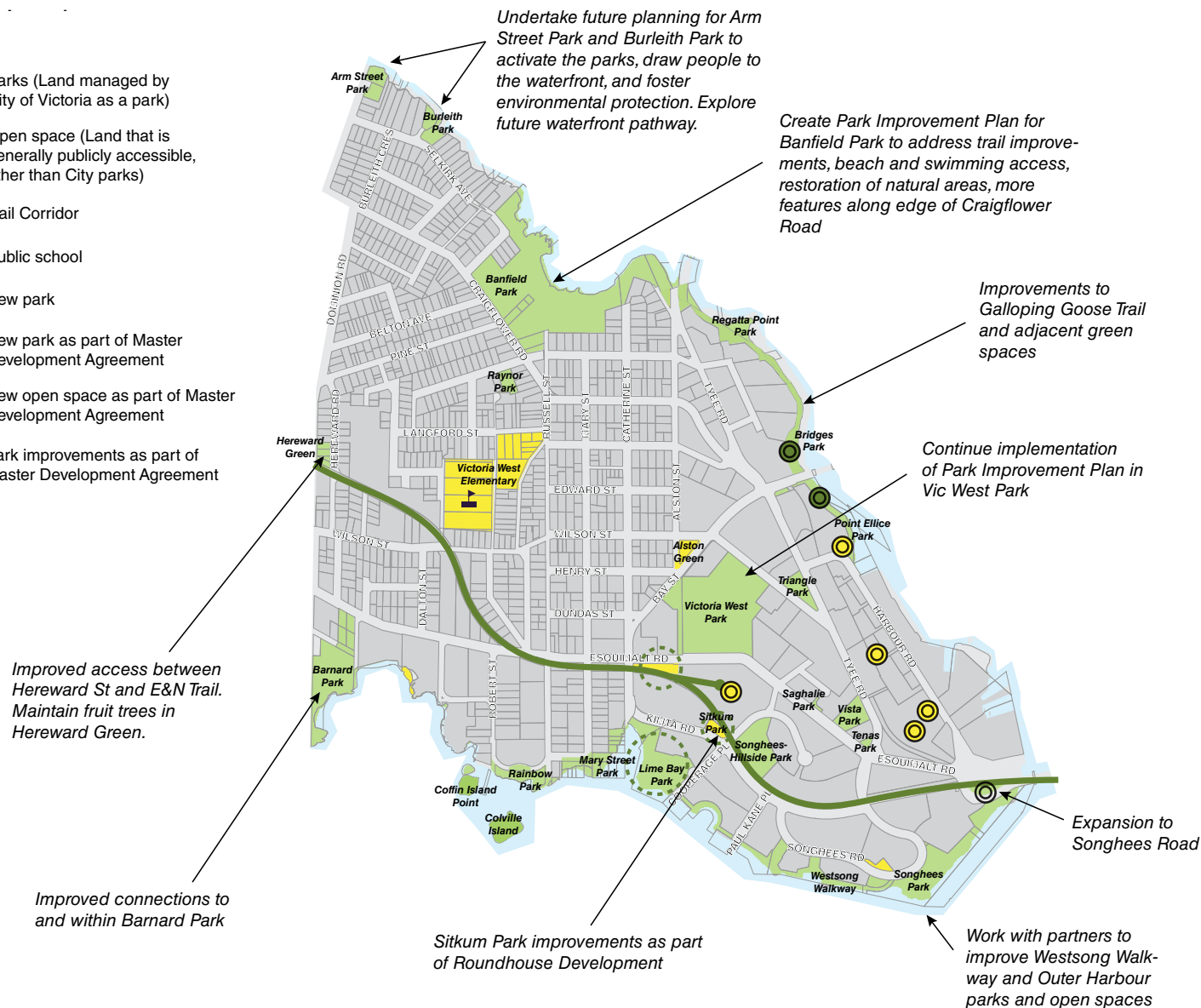
4.5.6. Encourage public art and placemaking in parks, and use of parks for community special events such as festivals and concerts.



Park Improvements Summary

Legend

- Parks (Land managed by City of Victoria as a park)
- Open space (Land that is generally publicly accessible, other than City parks)
- Rail Corridor
- Public school
- New park
- New park as part of Master Development Agreement
- New open space as part of Master Development Agreement
- Park improvements as part of Master Development Agreement



Map 8. Park and Open Space improvements Summary

Parks, Open Space and Waterways

Park Improvements, cont'd.

4.6. Arm Street Park and Burleith Park

4.6.1. Undertake further planning for Arm Street Park and Burleith Park to add improvements to activate these parks, support shoreline ecosystems and draw people to the waterfront.

- a) Consider improvements to Arm Street and Burleith Parks that would allow further water access, including swimming docks, consistent with protection of sensitive habitat in the Victoria Arm of the Gorge Waterway. Conduct habitat assessment and feasibility studies to determine potential dock locations (see 4.2.4).

4.6.2. Evaluate the desirability of acquiring easements for a future extension of the waterfront walkway between these parks if consistent with environmental protection (see 4.2.2.).

4.7. Barnard Park

4.7.1. Improve wayfinding and pedestrian connections leading to Barnard Park.

4.7.2. Enhance Esquimalt Road edge of the park, including improved pathway and sightlines into the park.

4.7.3. Consider a pathway connection from Esquimalt Road to the playground.

4.8. Banfield Park

4.8.1. Create a park improvement plan for Banfield Park in collaboration with community organizations, provincial and federal partners to guide long-term investment such as:

- a) Maintain natural, green feel of the shoreline.

- b) Update existing amenities, including the playground, docks and trails (see 4.2.4.). Explore opportunities for improved access to the beach.
- c) Improve pedestrian and cycling safety while balancing ecological health.
- d) Consider new amenities to encourage community gathering and use, including a small stage for music performances, community oven, public barbecue facilities, additional picnic tables, or exercise equipment.
- e) Assess shoreline health and needs of migratory waterfowl, and recommend protection and management strategies.
- f) Protect and restore the natural areas of the park.
- g) Improve the delineation of the off-leash dog area.
- h) Add features along Craigflower Road to animate the edge of Banfield Park, create a place for gathering, which invites people to cross from the commercial area across the road.
- i) Consider relocating sidewalk along Craigflower Road to the inside of the trees, maintaining the trees to create a more pleasant pedestrian environment, and create opportunity for more on-street parking to support the adjacent small urban village and slow auto traffic.



Galloping Goose Trail through Railyards development



Temporary use of open space in Dockside Green



Tennis courts in Banfield Park

4.9. Sitkum Park and Roundhouse Open Spaces

4.9.1. Sitkum park provides a landscaped natural feature to enhance the public realm and act as a gateway to the Roundhouse area.

4.9.2. Develop the publicly accessible Turntable Plaza and Roundhouse Mews, and conserve habitat in the Garry oak – camas meadow southeast of Esquimalt Road and Kimta Road, as identified in the Roundhouse Master Development Agreement (see Chapter 9).

4.10. Point Ellice Park and Dockside Green Open Spaces

Through the development of Dockside Green:

4.10.1. Develop Point Ellice Park consistent with the Dockside Master Development Agreement, including:

- a) Restoration of shoreline and upland plant communities, providing habitat for a variety of flora and fauna.
- b) Integration of shoreline habitat with existing features providing continuity to the site's history as working harbour.
- c) Assessment of the inter-tidal zone for its potential to be restored as a functioning marine system.

4.10.2. Develop publicly accessible open spaces consistent with the Dockside Master Development Agreement, including: a central, accessible Greenway; a children's playground; Dockside Commons, with a large lawn area with formal and informal seating; and Dockside Landing, a plaza fronting onto Harbour Road (see Chapter 9).

4.11. Galloping Goose Trail and Adjacent Green Spaces

4.11.1. Work with City departments, CRD and provincial and federal partners to:

- a) Improve lighting on the Galloping Goose through Vic West, including the area between the Selkirk Trestle Bridge and Harbour Road.
- b) Address safety concerns at the intersection by the Trans-Canada Trail pavilion.
- c) Improve the visitor experience along the waterfront through on-going maintenance and other improvements such as visibility and trail design.
- d) Address speed and use concerns for electric or motorized devices (bikes, scooters) along the Galloping Goose.
- e) Consider improvements to reduce conflicts between pedestrians and cyclists.
- f) Consider street vending along the Galloping Goose Trail in limited locations, such as plazas or at key intersections.

4.12. Hereward Park

4.12.1. Work with the CRD and BC Hydro to secure land to widen and improve the access trail between Hereward Road and E&N Trail for cyclists, strollers and people with mobility issues.

4.12.2. Work with residents and organizations to maintain and improve health of fruit trees.

4.13. Bridges Park and Railyards Open Spaces

4.13.1. Improvements are to be completed as part of the Railyards Master Development Agreement, including:

- a) A children's play lot.
- b) Restoration of the shoreline environment to increase diversity and habitat.
- c) Consideration of opportunities for historical interpretation.

4.13.2. Complete the trail connection to, and entry plaza at, the Bay Street and Tyee Road intersection consistent with the Railyards Master Development Agreement.

4.14. Triangle Park

4.14.1. Re-align trails in Triangle Park to provide a more accessible and direct connection between Dockside Green, the Galloping Goose, Wilson Street and Westside Village.

4.14.2. Consider opportunities for more fruit trees or a community orchard, where there is community interest.

4.15. Vic West Park

4.15.1. Continue to implement park improvement plan (2016), including sports field improvements, community garden space, washroom and pathways.

4.15.2. Assess vehicle drop-off/ parking conditions for the Skate Park.

4.15.3. Add features to northern edge of Vic West Park along Bay Street to animate the edge of the park and invite people from the residential neighbourhood to use the park.

4.16. Songhees Hillside Park

4.16.1. Preserve vistas of the Strait of Juan de Fuca and the Olympic Mountains.

4.17. Westsong Way and Outer Harbour Parks and Open Spaces

4.17.1. Work with City departments, CRD, Greater Victoria Harbour Authority and provincial and federal partners to:

- a) Improve wayfinding and visibility of access points between the Westsong Walkway and the surrounding neighbourhood.
- b) Add bike parking at key access points to the trail.
- c) Add more seating in parks along Westsong way, including picnic tables and clustered benches or other seating to encourage conversation.
- d) Consider opportunities to animate locations along the walkway such as public art, temporary installations, events or vending.
- e) Assess needs for additional waste receptacles.
- f) Consider street vending along Westsong Way in limited locations, such as plazas or at key access points.

4.18. Rainbow Park and Mary Street Park

4.18.1. In addition to policies 4.20.1:

- a) Enhance these parks with features which encourage activation and use. Suggestions from the community include additional picnic tables, enhanced landscape, enhanced connections to the trail, and a community garden.

4.19. Lime Bay Park

4.19.1. In addition to the policies in 4.20.1., provide improvements to Lime Bay park consistent with the Roundhouse Master Development Agreement and previous planning for the Songhees area:

- a) Maintain the natural environment of the shoreline and adjacent slopes through the use of native plant materials.
- b) Provide terraced seating areas capitalizing on views, as a resting point along the Westsong Walkway.
- c) Incorporate sustainable stormwater practices.
- d) Establish a visual and pedestrian connection to Turntable Plaza (through the design of the Roundhouse development and associated crossing improvement at Kimta Road).
- e) Provide picnic areas.
- f) Improve access to the natural beach.

4.20. Johnson Street Bridge Public Realm

4.20.1. Expand Songhees Park through improvements to the Johnson Street Bridge lands consistent with the Council-approved concept design (2017) that includes:

- a) Open, flexible green space.
- b) Landscaped terraces and stepped seating for harbour views.
- c) Grade accessible pathways and lighting.
- d) Connections to trails (E&N and Galloping Goose) and the Westsong Walkway.
- e) Look-out view deck at the water.
- f) Ecologically based native plantings.

Parks, Open Space and Waterways

Urban Forest

Victoria's urban forests provide important ecosystem services resulting in cleaner air and water, habitat for wildlife and improved rainwater absorption and contribute to Vic West's character and sense of place.

Intent:

Maintain and expand the urban forest on public and private lands.

4.21. Trees and Native Ecosystems in Public Parks

4.21.1. Identify tree planting strategies as part of park improvement plans. Select species that are resistant to climate change impacts and native species, where possible.

4.21.2. Restore and expand native ecosystems and natural areas at Banfield Park, Gorge waterway and public waterfront access points.

4.21.3. Identify suitable locations for community orchards in parks and open space, where residents and community organizations express interest in stewardship.



Parks, Open Space and Waterways

Urban Forest, cont'd.

4.22. Boulevards and Street Trees

4.22.1. In residential areas, ensure that neighbourhood character is maintained or enhanced through the planting and/or replacement of street trees that help preserve and enhance the tree canopy. Given the number of smaller lots located in Vic West, the boulevards represent one of the most important opportunities to protect and enhance the urban forest.

4.22.2. Where possible, stagger replacement of street trees to minimize impacts to neighbourhood character and aesthetics, where possible. Consider in-fill replanting of trees in areas where trees are aging in order to minimize impacts to canopy over time.

4.22.3. Select tree species that maximize urban forest benefits and are resistant to climate change impacts.

4.22.4. In Small and Large Urban Village areas and other new multi-unit developments, add new street trees where possible as part of public realm improvements.

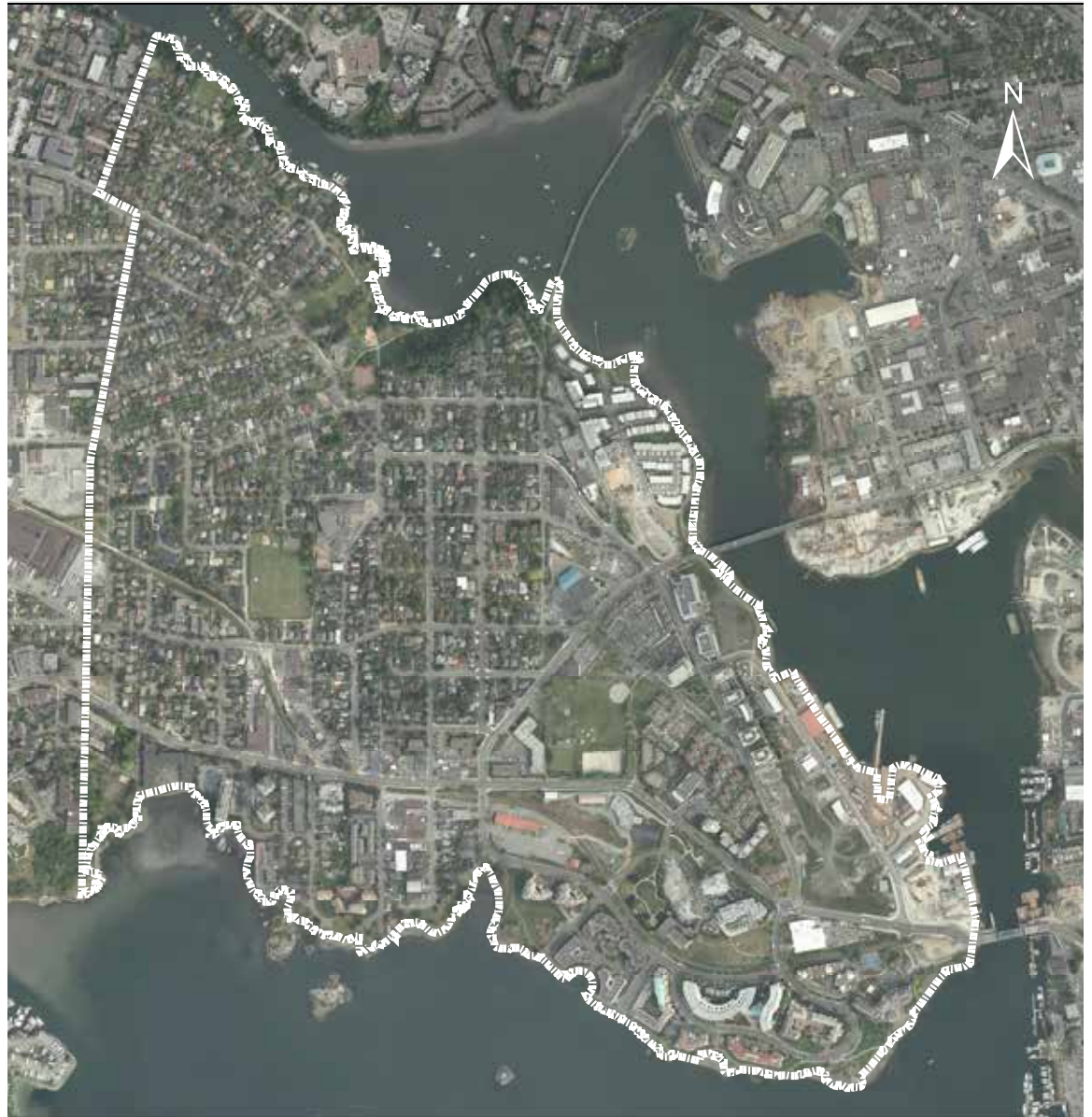


Figure 11: Tree coverage in Vic West (2017)

5. Future Land Use

The primary role of a neighbourhood plan is to guide how land should be used in the future. This chapter provides an overview of policies guiding what types of land uses, building forms, and densities are appropriate in different parts of Victoria West. The subsequent chapters 6-10 provide more detailed guidance. These chapters provide advisory policies which add further detail to the City's Official Community Plan (OCP) bylaw.

Together with the OCP, the Neighbourhood Plan provides direction for what is envisioned in the future. Within this framework, policies provide for a range of possible uses and leave room for individual decisions to be made related to the needs of owners, the interests of the community, and context of the site.

The OCP and Neighbourhood Plan do not take the place of zoning. It is the City's Zoning Bylaw which confers legal development rights for any property. When a change in zoning is sought, the OCP and the Neighbourhood Plan provide guidance for considering the appropriate zoning for a property.

Vic West contains a diversity of places and contexts. By managing change, this plan envisions moving Vic West closer to the vision of a diverse, sustainable community which maintains its sense of place and is a desirable place in which to live, work, shop or recreate.



Map 9. Neighbourhood Land Use Map

Future Land Use Categories at a Glance

Please also see the Missing Middle Housing Policy for additional guidance.

	Uses	Density	Building Types
Traditional Residential	<ul style="list-style-type: none"> Residential Commercial uses may be supported at the intersection of major roads or in limited areas identified in Policy 6.4 and 6.10. 	<p>Density generally up to 1.0 FSR</p> <p>Density in most areas limited by housing types identified in Chapter 6.</p> <p>Opportunities for density up to 1.2 to 1.5 FSR in limited areas as identified in Chapter 6.</p>	<p>Single-detached dwellings, detached dwellings with accessory suites and duplexes.</p> <p>Generally ground-oriented residential buildings, including houseplexes, townhouses, and house conversions consistent with the policies in Chapter 6.</p> <p>Multi-unit residential buildings up to three storeys along Esquimalt Road, south of Esquimalt Road, adjacent to Catherine at Edward Street Village, and in the Pioneer Housing Cooperative site.</p>
Urban Residential	<ul style="list-style-type: none"> Residential Commercial uses may be supported at grade fronting Esquimalt Road 	<p>Up to 1.2 FSR</p> <p>Opportunities for bonus density up to approx. 2.0 FSR.</p>	<p>As above, plus:</p> <p>Multi-unit residential buildings up to approximately 4 to 5 storeys are generally supported, where indicated in Chapter 6, with variable setbacks and front yard landscaping.</p> <p>Residential or mixed use buildings fronting Esquimalt Road</p> <p>Upper floors above the streetwall generally set back.</p>
Small Urban Village	<ul style="list-style-type: none"> Active commercial uses* on the ground floor in most locations, with residential or commercial uses above. 	<p>Up to 1.5 FSR</p>	<p>Commercial or mixed use buildings up to 3 storeys.</p> <p>Conversions of single detached houses to commercial or mixed use.</p> <p>In some areas, residential or live-work buildings (see Chapter 8).</p> <p>For new buildings, ground level generally built up to the sidewalk, with parking located to the rear of buildings or underground.</p>
Large Urban Village	<ul style="list-style-type: none"> Commercial uses on the ground floor, with active commercial uses* in most locations (see Chapter 7) Residential or commercial uses in upper floors Live-work or work-live** 	<p>Up to 1.5 FSR</p> <p>Opportunities for bonus density up to approx. 2.5 FSR</p>	<p>Commercial or mixed use buildings mostly up to 6 storeys.</p> <p>Buildings set close to the street to define the public realm along retail streets, with landscaped setbacks in more residential areas.</p> <p>Upper floors above the streetwall generally set back.</p> <p>Parking located in structures or underground.</p>
Core Songhees	<ul style="list-style-type: none"> Varied commercial, residential, and limited light industrial uses 	<p>Up to 2.5 floor space ratio or as identified in a Master Development Agreement.***</p>	<p>Commercial, residential or mixed use buildings of varying heights</p> <p>Buildings set close to the street to define the public realm along retail streets, with landscaped setbacks in more residential areas.</p> <p>Upper floors above the streetwall generally set back.</p> <p>Parking located in structures or underground.</p>

* Active commercial uses are those that tend to generate foot traffic and pedestrian interest, and include retail stores, food and drink establishments, personal services, theaters and entertainment, and may include some professional services, medical services or personal services.

Figure 12: Future Land Use Category Matrix

Future Land Use Categories at a Glance, cont'd.

	Uses	Base/Max Density	Building Types
General Employment	<ul style="list-style-type: none"> Commercial uses or light industrial uses**** 	Up to approx. 2.0 FSR	<p>Commercial or light industrial buildings where the ground level is built up to the street.</p> <p>Parking generally located to the rear or underground.</p> <p>Any retail uses should generally be located at ground level.</p>
General Employment with limited residential	<ul style="list-style-type: none"> Light industrial**** or commercial uses on the ground floor. Limited retail uses only. Commercial or residential on upper floors Work-live** 	<p>Up to approx. 2.5 FSR along Esquimalt Road Corridor and between Skinner Street and Vic West Large Urban Village</p> <p>Up to approx. 2.0 FSR elsewhere</p> <p>Residential space resulting from rezoning is considered bonus density</p> <p>Residential floor area is limited to one-half of total floor area</p>	<p>Commercial or mixed use buildings where the ground floor is built up to the street and consists of commercial or light industrial uses.</p> <p>Buildings up to approximately 4 to 6 storeys (see Chapter 8).</p> <p>Parking generally located to the rear or underground.</p>
Industrial Employment	<ul style="list-style-type: none"> Light industrial uses and ancillary uses on any floor, including ancillary retail sales Commercial uses (except those ancillary to a light industrial use) are limited to upper floors 	Up to approx. 2.0 FSR	<p>Various building forms, where the ground level supports light industrial uses, with a floor-to-ceiling height suitable for contemporary light industry (with or without mezzanine), loading bays, and adequate separation from separate uses above.</p> <p>Up to approximately 3-4 storeys (see Chapter 8)</p>
Marine Industrial	<ul style="list-style-type: none"> Primary processing, marine industrial, marine transportation, warehousing, shipping, bulk materials handling, and other industrial uses and accessory offices on upper floors Work-live*** 	Up to approx. 3.0 FSR	Industrial buildings and structures consistent with the Harbour Road Industrial Waterfront Guidelines and related zoning.

** Work-live or live-work units should be designed so that residential space and work space may be leased and occupied separately. (See also Work-Live Planning and Design Guidelines, as updated)

*** Many sites in this former industrial area have contributed to improvements in the area which support goals such as public spaces and housing diversity. For sites where amenity contributions have not been previously identified (for example, through a Master Development Agreement), rezoning for additional density should consider amenities to mitigate impacts of development.

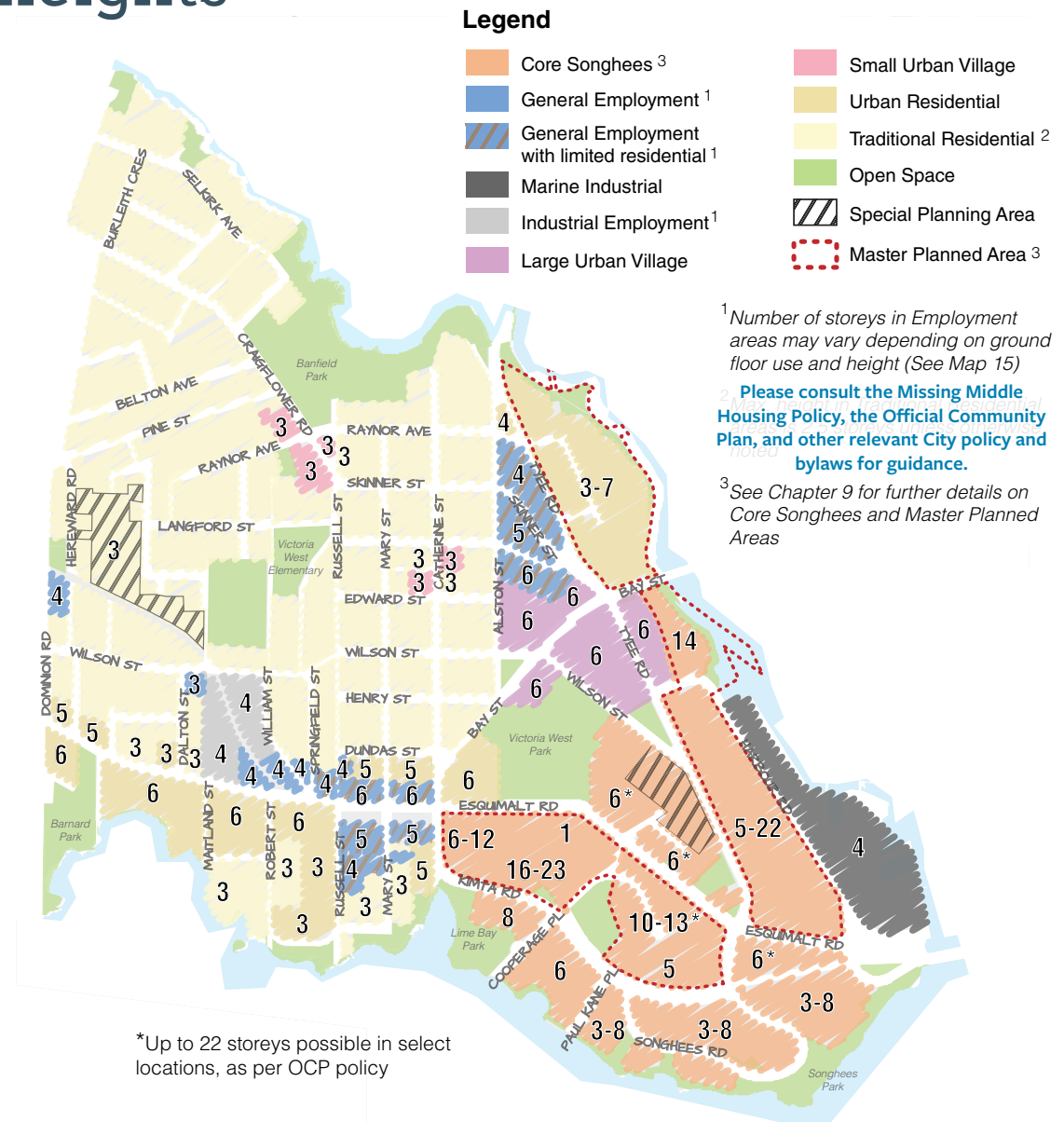
Figure 12: Future Land Use Category Matrix, cont'd.

Future Land Use

Anticipated building heights

This plan contains general policies regarding anticipated maximum building heights for areas outside of the Core Songhees area. While Map 10 summarizes these policies, further detail on these and other policies regarding urban form can be found in Chapters 6-8.

Policies regarding building height are only one type of policy that guides future development. Setbacks and design guidelines provide further guidance, and encourage sensitive transitions to adjacent development. While building heights are envisioned for different areas, the maximum building height may not be achievable on all lots.



Map 10. Anticipated maximum building heights at a glance

Note: Storeys are approximate. See Maps 12, 13, 14, 15 and associated policies for further detail.

Future Land Use

View Corridors

This map is a compilation of public view corridors for reference only. Public view corridors indicate that future buildings in these corridors should be designed and massed sensitively to preserve or frame certain views from public spaces. For more detailed policy regarding view corridors, please see Chapter 6. Residential Areas, Chapter 8. Employment Lands, as well as the documents listed on Map 2 and the City of Victoria Downtown Core Area Plan.



Map 11. View corridors at a glance

6. Residential Areas

This plan aims to support a range of housing types, including both ownership and rental opportunities for different household types and sizes. Vic West features a range of housing types including medium- and high-density condominiums and rental apartment buildings, townhouses, duplexes and single-detached houses, heritage house conversions, small lot houses and new types of infill development. Different housing types are appropriate in master planned sites, urban villages and along busier streets than on local streets. The plan also recognizes that existing lot patterns, dimensions, and topography may influence the type of housing that is appropriate on a particular site.

Goals:

1. Encourage a mix of housing sizes, costs, tenures and types
2. Create more affordable housing
3. Showcase new, innovative housing types
4. Encourage the retention and reuse of historic buildings



Vic West is characterized by a mix of housing types, ages, styles and lot configurations.



East of Alston Avenue, significant redevelopment has occurred, often replacing former industry with a mix of taller buildings and townhouses.



West of Alston Avenue, the neighbourhood consists primarily of ground-oriented housing including single detached homes, duplexes, house conversions, townhouses, and small apartments along tree-lined streets.



Somewhat larger lots tend to be found in the blocks east of Russell Street.



Western parts of the neighbourhood are characterized by many smaller lots on an irregular pattern of streets.



Two larger housing cooperatives – Tyee and Pioneer – add to the diversity of housing options.

Other Relevant Policies & Bylaws

- Official Community Plan
- Victoria Housing Strategy
- Market Rental Revitalization Strategy (upcoming)

Residential Areas

Urban Residential Areas

Intent:

Support mixed use and multi-unit development near urban villages, transportation corridors, parks and other amenities.

6.1. Land Use Policies

6.1.1. Consider maximum building heights consistent with Map 12.

6.1.2. The location, siting and design of new development should consider the view corridor identified from Catherine Street at Edward Street, to maximize views of the Olympic Mountains.

6.1.3. Residential buildings up to 1.2:1 floor space ratio are supported in this area.

6.1.4. Support the retention or replacement of existing rental units on sites of four or more rental units by considering an increase in zoned density on these sites only if, as a voluntary amenity, an equivalent number and kind (e.g. number of bedrooms) of units is maintained on-site and secured as rental housing consistent with the Official Community Plan and city-wide housing policies. A voluntary contribution to the Housing Reserve Fund in lieu of rental retention or replacement on-site is strongly discouraged in these areas.

6.1.5. Consider the following additional density:

- up to 2.0 floor space ratio where any required rental replacement or retention of units is secured (6.1.9.) and where an affordable housing contribution consistent with city-wide policy is secured for the life of the building.

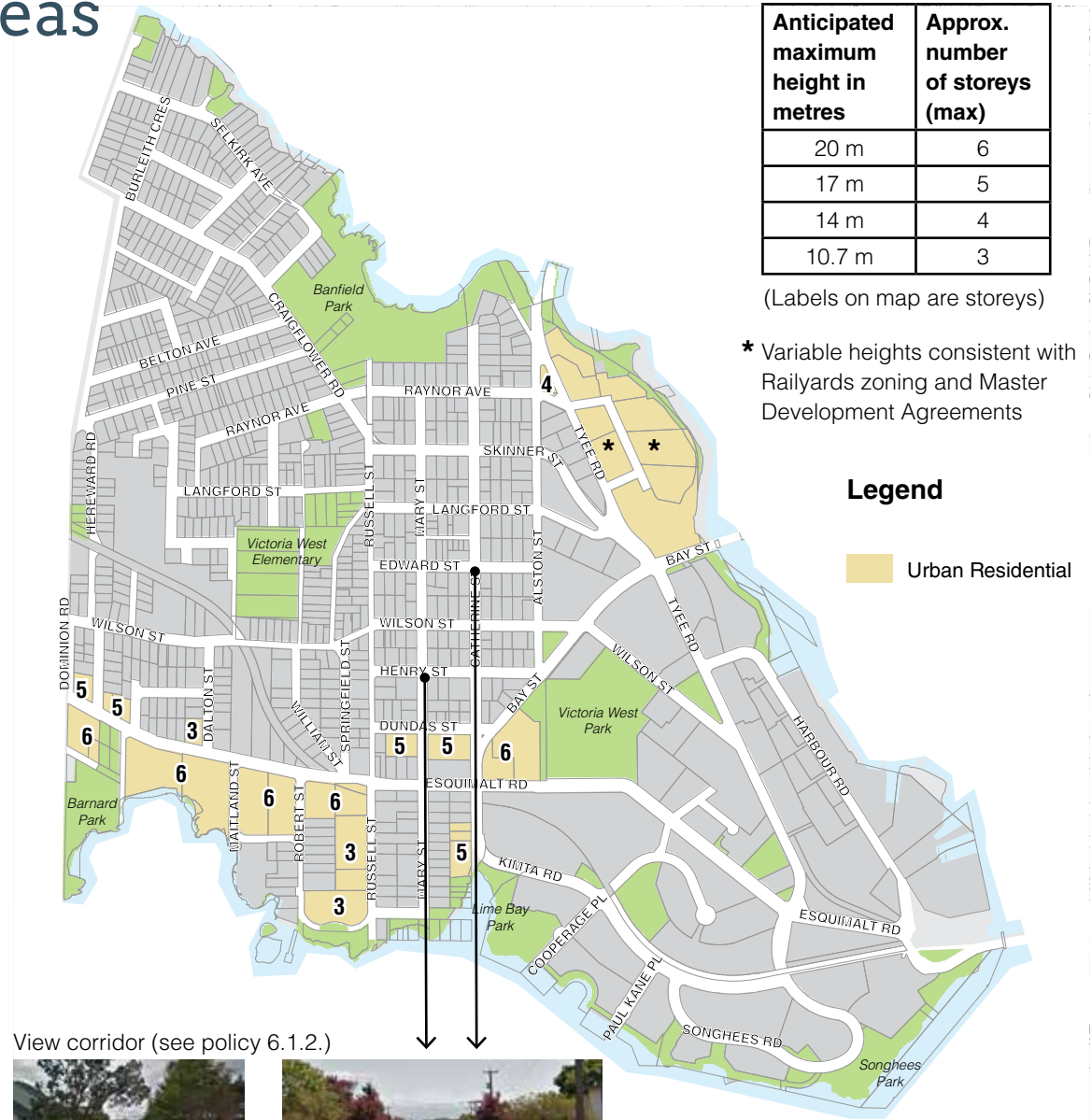
Anticipated maximum height in metres	Approx. number of storeys (max)
20 m	6
17 m	5
14 m	4
10.7 m	3

(Labels on map are storeys)

* Variable heights consistent with Railyards zoning and Master Development Agreements

Legend

Urban Residential



Map 12. Urban Residential Areas



- b) For projects providing additional affordable housing benefit (e.g. deeper affordability, 3 bedroom units, additional on-site non-market units, etc.), additional density beyond 2.0 floor space ratio may be considered consistent with city-wide policies.

6.1.6. Developments fronting onto Esquimalt Road may include commercial uses on the ground floor.

6.2. Urban Form and Character Guidance for All Urban Residential Areas

6.2.1. In the area south of Esquimalt Road, developments should step down to the waterfront, with lower-scale development (for example, townhouses or heritage conversions) located in the lots facing the waterfront.

6.2.2. The scale of street walls (that portion of the building façade closest to the street) should frame the street at lower levels, and consider stepping back at upper levels to maximize sunlight penetration to the street.

6.2.3. Minimize the impacts of off-street parking on the quality of site designs and the pedestrian environment. Underground or enclosed parking is strongly encouraged.

6.2.4. Where parking is located in a structure but not underground, avoid blank walls adjacent to the street.

6.2.5. Ground-level units are encouraged to contain individual entries and semi-private open spaces (e.g. porches or patios) facing the street, especially along local and collector streets, to reinforce the sense of neighbourliness.

6.2.6. Development adjacent to lower-density residential uses should sensitively transition through massing, design, setbacks and landscape that minimizes shading and overlook and provides for building separation and privacy.

6.2.7. The height of street walls (that portion of a building closest to the street) to frame streets and provide definition and enclosure while maintaining sensitivity to and access to sunlight for development across the street.

6.2.8. The siting and access of new development should provide opportunities to create sufficient boulevard planting space for at least medium-sized canopy trees.

6.2.9. Include landscape and on-site open spaces that contribute to urban forest objectives, provide environmental benefits, and support sociability and livability. Where a pattern of landscaped yards adjacent to streets exists, this pattern should be continued.

6.2.10. Consider features which support urban food production for residents, including edible landscaping, allotment or rooftop garden area.

6.2.11. Development adjacent to the intersection of Esquimalt Road and Dominion Road should help create a gateway recognizing the transition between Esquimalt and Victoria (see 14.1.8.).



Residential Areas

Traditional Residential Sub-Areas



Intent:

Development within the Traditional Residential areas is intended to:

- provide a range of ground-oriented forms of housing appropriate to lot size and context
- support additional ownership and rental opportunities for different household sizes
- support street trees and the urban forest with planting spaces on private lands and public boulevards
- encourage the retention and re-use of historic buildings

6.3. Traditional Residential Housing Sub-Areas

Within its Traditional Residential areas Vic West contains a wide variety of lot sizes, configurations, topography and varying proximity to amenities such as transit, parks and commercial areas. Based on these conditions, Vic West's Traditional Residential areas can be divided into several sub-

areas. Different conditions support different types of housing appropriate to each of these sub-areas (see Map 13).

- 1 Catherine Street at Edward and Craigflower Village Adjacent Sub-Area:** These properties provide opportunities for development which complements the adjacent small urban village. On Catherine Street between Edward and Langford Streets, cohesive and high quality urban design is desired for future development of the entire blockface, whether commercial mixed-use, or residential. On Russell Street between Skinner Street and Raynor Avenue, there is opportunity for residential development which complements the village in form, scale and design, downslope from adjacent lower-density sub-areas.
- 2 South of Esquimalt Road Area:** The Traditional Residential areas here comprise part of a community with a mix of housing types, situated near the Esquimalt Road corridor, adjacent to waterfront amenities, within walking distance of

downtown, and near the Roundhouse development. These Traditional Residential areas provide opportunity for further ground-oriented development complementing existing townhouses and courtyard apartments with lower scale buildings located near the waterfront, stepping up towards taller buildings along Esquimalt Road.

- 3 Esquimalt Road Sub-Area:** The Traditional Residential area along Esquimalt Road supports a variety of development up to 3 storeys, with design responsive to topography and supporting its location along a frequent transit route.
- 4 Pioneer Housing Cooperative Special Planning Area:** This area provides an important community with affordable housing options and is one of the few large properties found in the Traditional Residential areas. Should the cooperative choose to redevelop, the Special Planning Area policies in section 6.4 provide guidance.

Residential Areas

Traditional Residential Sub-Areas, cont'd.

- 5 Skinner Street Sub-Area:** The Skinner Street Corridor between Craigflower Village and Alston Street contains a mix of housing, including historic and more recent buildings characterized by green front yards. This area is intended to support retention and adaptive reuse of heritage homes and a variety of new infill housing up to 2.5 storeys (with or without a basement) with front yards and characteristics compatible with its context.
- 6 General Areas:** These areas contain a mix of lot sizes and types, with a regular street grid and larger lots found east of Russell Street and a mix of lot sizes and block configurations elsewhere. **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.** These areas, where sensitive transitions, green spaces and tree planting are maintained.
- 7 North Catherine Street Sub-Area:** This area encompasses the Catherine Street North Heritage Conservation Area and adjacent streets which have a strong heritage character. Within this area, house conversions and compatible infill development is supported.
- 8 The Northwest Sub-Area:** Characterized by generally small lots and a pattern of older houses in various styles along tree-lined streets. Lot sizes, shapes, and setbacks vary widely. Gentle infill which respects the existing lot pattern and maintains tree planting sites on private property is encouraged. A small area west of Craigflower Village supports commercial uses where they reuse and integrate existing houses.
- 9 Gorge Arm Waterfront:** This area contains sensitive shoreline and aquatic habitat which should be

maintained and is protected in part by Development Permit Area 8 – Gorge Arm. *Subdivision or zoning for further densification is not supported at this time.*

6.4. Special Planning Area: Pioneer Housing Cooperative Block

In the event of a redevelopment of the Pioneer Housing Cooperative block which requires rezoning, the following principles should be considered:

- 6.4.1. All existing affordable housing units should be retained or replaced with a similar number and floor space of affordable housing units.
- 6.4.2. Ground-oriented housing including townhouses and stacked townhouses up to approximately three storeys may be supported. Some three-storey apartment buildings may also be included.
- 6.4.3. A density of up to 1.0 floor space ratio is supported on the site.
- 6.4.4. Redevelopment should create public connectivity for pedestrians and cyclists, between McCaskill Street and Hereward Road; and from the E&N Rail Trail to Sherk Street.
- 6.4.5. Buildings should be oriented towards and present friendly faces to public and private streets, open spaces, and pathways. Entries, windows, and spaces such as porches, patios and balconies should provide passive surveillance for these areas to create a sense of safety. This should include passive surveillance of the E&N rail Trail where possible from upper-floor windows and balconies. New development should be designed, considering siting

and massing, to minimize impacts on access to sunlight and privacy for adjacent properties.

6.4.6. Community-serving uses accessory to the primary residential uses may be considered, e.g. child care, bicycle repair shop, a small café, event or gathering space, art gallery/studio, social enterprise, personal or medical services, co-working space). Such uses should be limited in area and should not result in significant traffic impacts on local streets.

6.4.7. Redevelopment to higher density should include a shared greenspace.

6.4.8. Opportunities for urban food production are encouraged (e.g. allotment garden, rooftop garden, edible landscape).

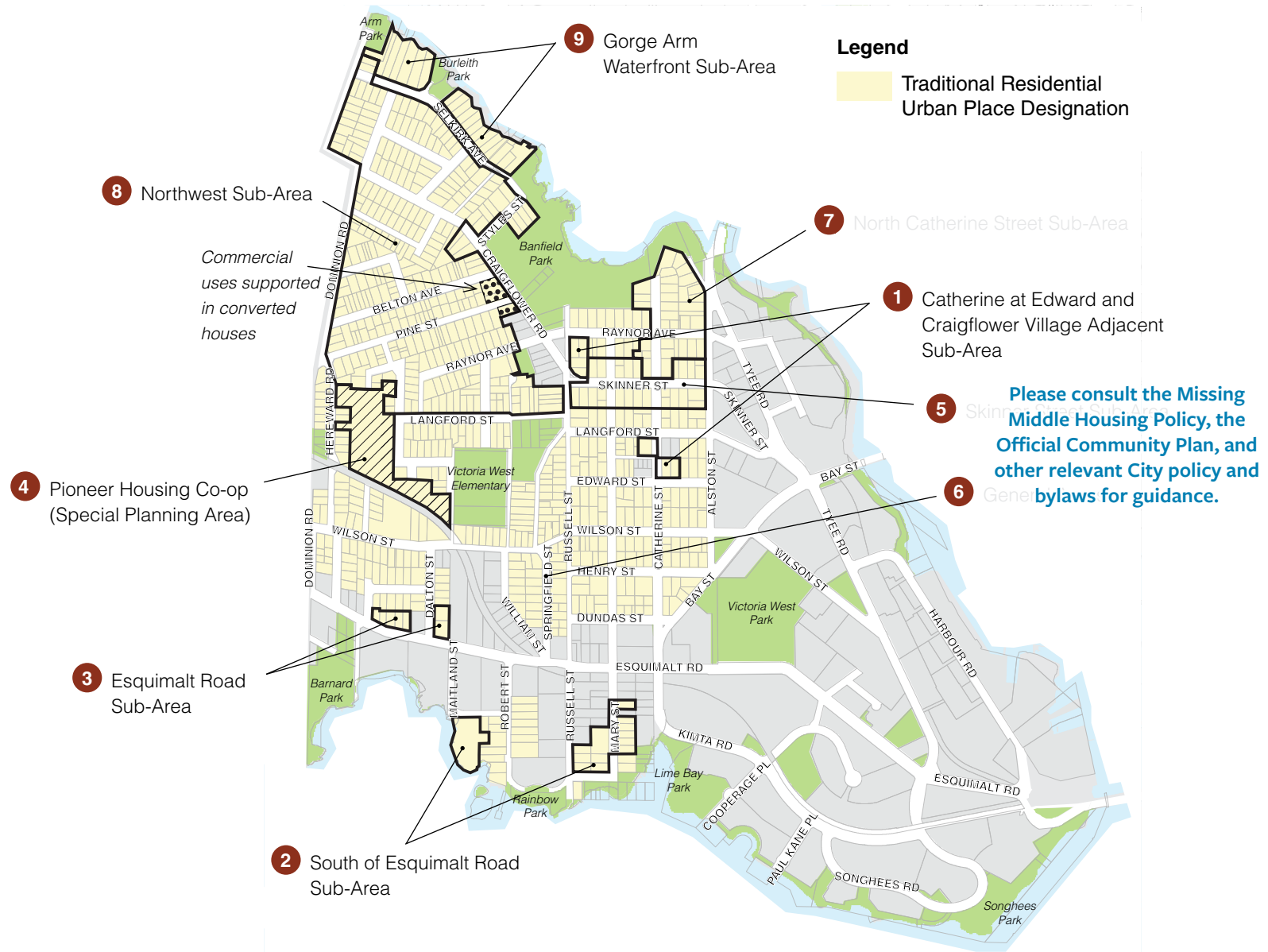
6.4.9. A variety of housing units is desired, with a focus on ground-oriented housing attractive to families with children. A mix of housing types which supports a multi-generational community is encouraged.

6.4.10. The impacts of surface parking should be minimized through strategies such as design, landscape, the use of previous pavement or on-site stormwater management, and the location of some or all parking in garages or underground.

6.4.11. Consider Transportation Demand Management strategies if parking reductions are proposed. Strategies may include the provision of on-site car share services, and decoupled parking (parking spaces which are rented separately from the rent or ownership of housing units).

Residential Areas

Traditional Residential Sub-Areas, cont'd.



Map 13. Traditional Residential Housing Sub-Areas

Residential Areas

Traditional Residential Sub-Areas: Housing Types

6.5. Housing Types

Housing types supported within Traditional Residential Sub-Areas are outlined in Figure 13 and described in further detail in the subsequent sections. These sections are meant to guide redevelopment and zoning considerations, and are not meant to be a prescriptive or exhaustive list of development types that may be considered consistent with the desired characteristics of each area.

Fig. 13: Traditional Residential Areas – Envisioned Housing Types, Height and Density

Maximum density	Approx. maximum height in metres / storeys											

See policies 6.6 - 6.9 in the subsequent “Guidance for Traditional Residential Sub-Areas” section of this chapter for considerations regarding design and site layout, heights, setbacks, and heritage considerations.

See policies 6.10-6.16 in the subsequent “Traditional Residential Housing Types” section of the chapter, for specific policies for each housing type, including appropriate lot sizes.

- a. Single-detached houses may include a secondary suite or garden suite.
- b. A designated heritage house may include two suites, or a secondary suite and a garden suite.
- c. In these transit-friendly areas, duplexes are strongly encouraged to contain suites.
- d. Small lot subdivision is discouraged east of Russell Street, where other housing types are encouraged.
- e. Commercial uses are supported in converted houses fronting onto Craigflower Road between Belton Avenue and Craigflower Village
- f. Most places limited to 3 units; additional units supported along Craigflower Road
- * Variable based on development type

Figure 13: Traditional Residential Areas - Envisioned Housing Types, Height and Density

Residential Areas

Guidance for Traditional Residential Sub-Areas

6.6. Considerations for Residential Infill: Building Height

Intent:

Maintain building heights generally compatible with the surrounding neighbourhood, while providing new housing. Heights for any one location will be determined by zoning and may consider topography, setbacks and other design aspects.

6.6.1. The following building heights should guide consideration of rezoning in these areas:

- a) In sub-areas 1-4: Buildings up to approx. 10.7 metres (approx. 3 storeys).
- b) In sub-area 5, Skinner Street Corridor: Buildings of up to approx. 9 metres and not exceeding 2.5 storeys (see Fig. 14).
- c) In sub-areas 6-8: Buildings of up to approx. 10.7 metres (approx. 3 storeys) may be considered for infill housing (see Fig. 15).
- d) The above policies notwithstanding, see Policy 6.16 for building heights for small lot houses in all sub-areas.
- e) Other sections of this plan and associated Development Permit guidelines provide guidance for sensitive transitions to adjacent development, for buildings within the anticipated height ranges.

6.7. Building Siting

Intent:

Maintain setbacks and open site space which support the **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**

6.7.1. Support side setbacks consistent with the variety of setbacks found in Vic West, with sufficient space for landscape and respect for existing patterns along the street (generally 3.5 - 6 metres)

6.7.2. Support side setbacks consistent with the rhythm of homes facing the street (generally 1.5 metres). For units that do not front onto a public street (e.g. a second row of townhouses), greater side setbacks are desired, depending on the height of the side elevation. For a second row of townhouses, where permitted, a minimum side setback of 4 metres is desired.

6.7.3. Support rear setbacks for all housing types which maintain a pattern of landscaped back yards as follows:

- a) For duplexes, townhouses in one row and houseplexes, a rear setback equal to 35% of the lot depth is desired.
- b) For townhouses in more than one row, a rear setback of at least 7.5 metres is desired.

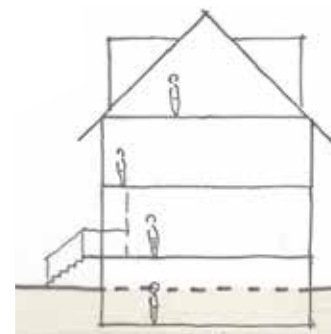


Figure 14. Illustration of 2.5 storey building above a basement. See policy 6.6.1 b).

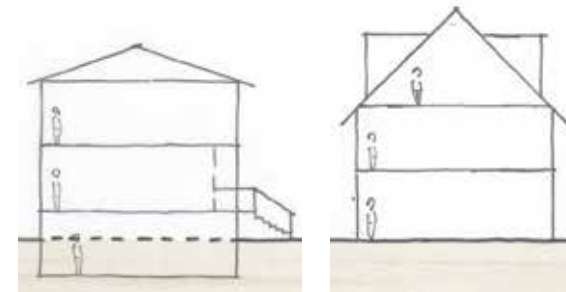


Figure 15. Different ways to achieve a 2.5 storey building (See policy 6.6.1 c-d).

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

- Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**

6.8. Heritage Considerations:

Please consult the Missing Middle Housing Policy, the

While this plan identifies the types of housing that are most appropriate for the community, it also recognizes that the existing character of the community is an important factor in determining the appropriate housing type. Where a building exists and redevelopment is considered, retention of the existing building as part of the overall development is the preferred scenario.



Figure 16. Illustrative example of heritage house conversion to multiple units.

Residential Areas

Guidance for Traditional Residential Sub-Areas, cont'd.

6.9. Form and Character Objectives for Traditional Residential Housing

Intent:

The following objectives should inform the creation of zoning and development of two or more areas:

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

6.9.1. To encourage design strategies which present a friendly face to the street with front entries visible from public spaces, design which creates visual interest for pedestrians, and landscape spaces consistent with the area context

6.9.2. To support site design, location of infrastructure and drive aisle access which accommodates front yard landscape and boulevard planting of at least medium-sized canopy trees. Boulevards are one of the primary opportunities to maintain and enhance the urban forest in Vic West.

6.9.3. To provide sensitive transitions to adjacent lower-scale development, considering massing, access to sunlight, appearance of buildings and landscape, and privacy.

6.9.4. To site buildings in a manner which maintains Vic West's modest front yards, tree-lined streets, and landscaped back yards, with adequate separation between buildings and access to sunlight for living spaces and open spaces.

6.9.5. To encourage design and site planning which responds sensitively to topography.

6.9.6. To encourage design strategies that delineate private front-yard spaces from the public sidewalk while maintaining visibility of housing units.

6.9.7. To support livability and access to usable outdoor space for individual living units

6.9.8. To encourage site planning which results in rear yards whose appearance is dominated by landscape, not by parking, and which accommodate tree planting space.

6.9.9. To mitigate the impacts of surface parking through design strategies which include landscaping and screening, planting space, and attractively enclosed parking

6.9.10. Where front-accessed parking cannot be avoided, to nonetheless present a friendly face to the street, create a green landscaped front yard, accommodate boulevard tree planting, and minimize curb cuts.

6.9.11. To encourage the conservation and adaptive reuse of homes of heritage merit.

6.9.12. To encourage building design which relates to existing context, with attention to streets or areas with a strong pre-existing character.

6.9.13. To encourage the use of quality materials.

6.9.14. Where units are accessed from an internal drive aisle, create comfortable pedestrian access and a legible front door.

6.9.15. To support well-designed duplexes whether side-by-side, front-to-back or up-down, with legible front entries and access to usable open spaces for each unit.

6.9.16. In Sub-Area 1 adjacent to Catherine at Edward Small Urban Village, to support residential buildings consistent with the desired form and character of the adjacent village commercial uses, creating a unified sense of place.

6.9.17. In Sub-Area 1 adjacent to Craigflower Village Building design should be sympathetic in form, materials and design to the existing character to the village. Design of buildings facing Raynor Avenue should establish sensitivity to context

Residential Areas

Housing Types



Figure 17. Example of a house which has been converted to include commercial use.

6.10. Limited Commercial Uses

Intent:

Support the retention of existing houses adjacent to Craigflower Village while allowing for continued evolution which includes limited commercial uses.

6.10.1. Along Craigflower Road between Craigflower Village and Belton Avenue, commercial uses may be supported where an existing house is retained and adaptively re-used. This may include sensitive additions to the house.

6.10.2. Accessory community-serving uses may be supported at Pioneer Housing Co-op, maintaining and supporting the primary use of the site for housing (see 6.4.6.).



Figure 18. Example of a small apartment building.

6.11. Small Apartment Buildings

Intent:

To provide opportunities for additional multi-unit living along a transit corridor in close proximity to urban villages and park amenities.

6.11.1. Locations:

- a) Sub-Areas 1, 2 and 3
- b) Sub-Area 4 where mixed with other Traditional Residential housing types

6.11.2. Density: 1.0 - 1.5 floor space ratio as identified in Fig. 13.

6.11.3. Height: Up to 10.7m (approx. three storeys)

6.11.4. Specific Guidance:

- a) Within the Esquimalt Road Corridor, smaller buildings (which would generally fit on no more than 2 to 3 lots assembled side-by-side) are encouraged to maintain a rhythm of buildings fronting the street.
- b) Buildings should establish a strong orientation to streets, with front yard landscape, street trees, individual front entries, patios or porches, and modulation of facades, and should respond to topography.

Residential Areas

Traditional Residential Housing Types, cont'd.

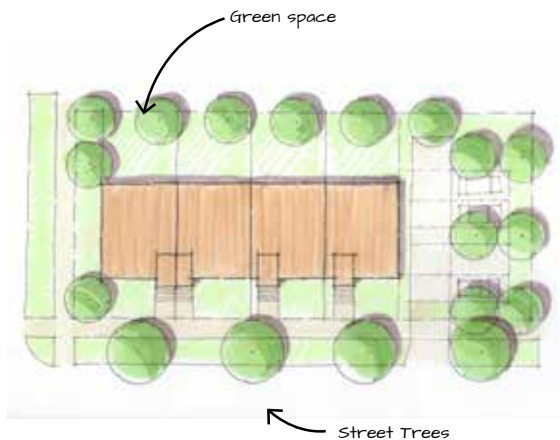


Figure 19. Illustrative example of townhouses in a single row. This example shows a possible arrangement on a corner lot measuring 18m x 40m.



Figure 20. Illustrative example of townhouses on two assembled lots. Shown with front-accessed parking arranged to minimize curb cuts and retain street trees.



Figure 21. Illustrative example of townhouses fronting the street.

6.12. Townhouses – Single Row

Intent: To provide more options for ground-oriented housing with **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**

6.12.1. Locations: Sub-areas 1-8, meeting site requirements.

6.12.2. Site Requirements:

- a) On corner lots, or lots with laneways, on lots of at least 18m (60 ft) in width.
- b) On lots interior to blocks, sufficient width (at least 23 metres [approx. 75 feet]) is required to provide for sufficient individual unit frontages and front yard space

to accommodate front-accessed parking while meeting design and open space objectives (see 6.9.2., 6.9.10.)

6.12.3. Density:

- a) For sub-areas 1-5, a maximum density as specified in Fig. 13
- b) For other sub-areas, up to 0.85 floor space ratio

6.12.4. Specific Guidance

- a) Front-accessed parking for individual units is discouraged where alternatives exist. Where it cannot be avoided, development should provide well-designed frontages and landscaped front yards which present a friendly face to the street, and curb cuts should be minimized to reduce interruptions to

pedestrians, retain planting space and on-street parking.

- b) Townhouses in a single row may contain lock-off suites.



Figure 22. Illustrative example of courtyard townhouses. Organized in two rows with one row fronting the street, with landscaped front and backyards.



Figure 23. Example of street-fronting townhouses.

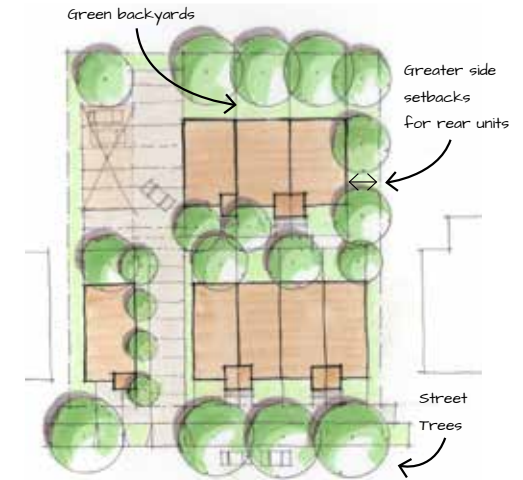


Figure 24. Illustrative example of townhouses on consolidated lots. Separating parking from units can improve their relationship to open space and reduce the amount of the site designed around car movement.

6.13. Townhouses – More than one row

Intent:

To provide new housing with access to open space as an alternative to single detached housing. More than one row of townhouses can provide the desired design qualities.

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

6.13.1. Locations: Sub-Areas 1-6 (see Fig. 13)

6.13.2. Site Requirements:

- On lots with a minimum width of 30 metres (100 ft) and a minimum depth of 39.5 metres (130 feet).
- Variations which meet desired form and character objectives and transition sensitively to adjacent development may be supported on lots of varying dimensions.

6.13.3. Density:

- Up to 1.2 floor space ratio in sub-areas 1-2 (see Fig. 13)
- Up to 1.0 floor space ratio in sub-areas 3-5 (see Fig. 13)
- Up to 0.85 FSR in all other sub-areas

6.13.4. Specific Guidance

- Parking should be accessed from a flanking street or laneway where possible, where the two streets have the same road classification.
- Consider clustered parking instead of a parking stall associated with each unit, in order to support site layouts which reduce the impact of automobile circulation and parking on site and building design.

- Setbacks (side and rear) for units that do not front a street (units interior to a lot) should result in landscaped back yards and provide sufficient separation from adjacent buildings and yards.
- Townhouse units fronting a public street may contain lock-off suites.

Residential Areas

Traditional Residential Housing Types, cont'd.



Figure 25. Illustrative example of a front-to-back duplex

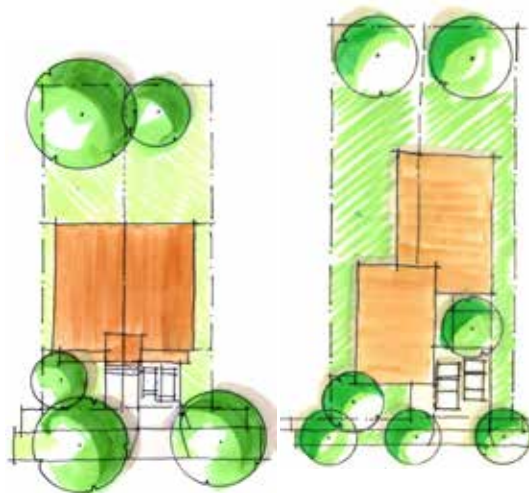


Figure 26. Examples of side-by-side (left) and front/back (right) duplexes with front yard parking, maintaining greenspace in the back yard.



Figure 27: Example of heritage house converted to a duplex

6.14. Duplexes

Intent:

Support more types of ground-oriented housing that fits into the existing character of the neighbourhood.

6.14.1. **Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.**

6.14.2. **Other relevant City policy and bylaws for guidance.**

- Duplexes without suites are supported on lots of at least 460m² (5000 sq ft) in area and 15 metres in width.
- Duplexes with suites may be considered in the following conditions:

i. on corner lots or double-frontage lots of at least 460m² (5000 sq ft) in area and 15 metres (50 feet) in width

ii. on interior block lots of at least 15m width and 555 m² (6000 sq ft) in area.

6.14.3. Density: Up to approximately 0.65:1 floor space ratio up to a maximum building size contained in zoning

6.14.4. Specific Guidance:

- Duplexes may be organized side-by-side (preferred), front-back or up-down.
- Development Permit Guidelines for duplexes will be updated to support the intent of this plan.



Figure 28. Illustrative example of houseplex featuring three units.



Figure 29. Example of houseplex featuring several units



Figure 30. Example of houseplex featuring four units

6.15. Houseplex - Three or more units

Intent:

Support more intensive forms of housing that are compatible with the single detached character of the neighbourhood. The inclusion of new units in buildings that maintain the appearance to, or architectural style of, single detached houses.

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

6.15.1. Location and Site Requirements:

- On lots of at least 18 metres (60 feet) in width and 670m² (7,200 sq ft);
- On corner lots of at least 15m width and 555m² in area;

6.15.2. Density:

- Up to 1.0 floor space ratio in sub-areas 1-5 (see Fig. 13)
- Up to approximately 0.75 floor space ratio in Sub-Areas 1-8

6.15.3. Specific Guidance

- Houseplexes generally limited to 3 units in the Northwest Sub-Area, except on larger lots along Craigflower Road or Styles Street, where houseplexes may contain up to 4 units.
- Houseplexes may contain up to 4 units in other sub-areas.

- Houseplexes with more units than specified in and b) may be considered, particularly in Sub-Area 5, Skinner Street, where additional residential density is envisioned. All houseplexes must meet the urban design objectives in Section 6.9, including for on-site landscaped open space. A parking reduction may be considered where the location and transportation demand management approaches are expected to result in lower rates of parking use.

Residential Areas

Traditional Residential Housing Types, cont'd.



Figure 31. Illustrative example of small lot house



Figure 32. Example of small lot houses in Vic West

6.16. Small Lot House

Intent:

Support small lot homes in parts of Vic West compatible with historical patterns and existing small-lot zoning in order to encourage infill housing, expand rental housing options and provide more diverse homeownership opportunities.

Please consult the Missing Middle Housing Policy, the Official Community Plan, and other relevant City policy and bylaws for guidance.

6.16.1. Small lot houses are encouraged east of Russell Street on lots of sufficient size or depth to support other infill housing forms, where a more orderly redevelopment pattern including townhouses and houseplexes is desired.

6.16.2. Small lot houses are supported consistent with the Small Lot House Rezoning Policy, with the following exceptions:

- Small lot houses may be considered on lots smaller than 260m² (3,000 sq. ft.) where siting, location and design can meet the intent of the Small Lot Rezoning policy and associated Development Permit guidelines.
- Rezoning for small lot houses is not supported where such rezoning and subsequent subdivision will result in the demolition of a house.
- Small lot houses may have a secondary suite.

7. Urban Villages

Urban villages provide walkable shops and services, encourage a neighbourhood social life, create a sense of place and provide different housing options. More housing near urban villages gives residents easy access to shops and services for daily living, and supports businesses with more customers nearby.



Other Relevant Policies & Bylaws

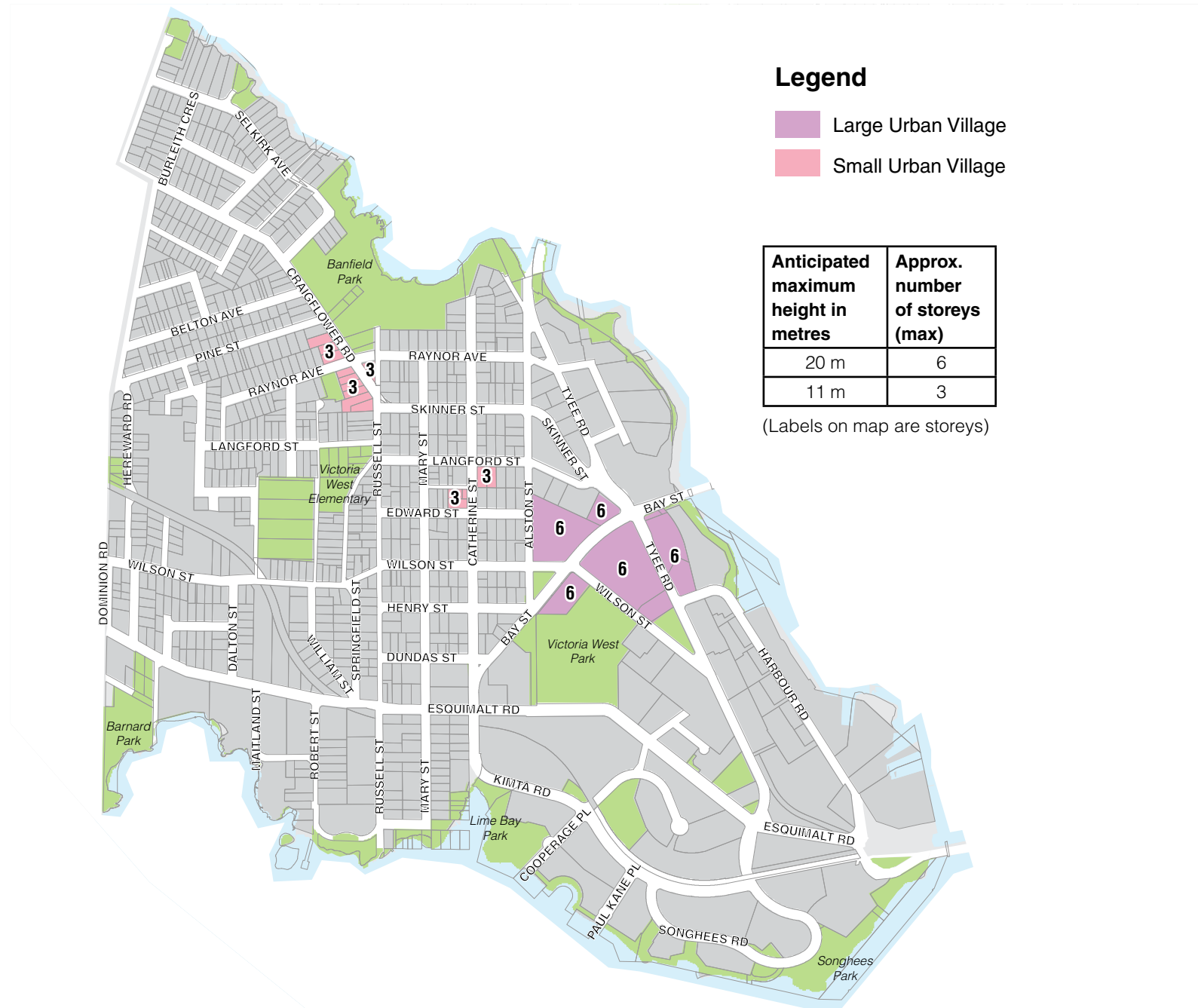
- Official Community Plan
- Development Permit Area Designations and Guidelines

Goals:

1. Strengthen and diversify the mix of businesses in urban villages
2. Improve the walkability, bikeability and public realm in and around urban villages
3. Support new housing within a five minute walk of urban villages

This plan aims to transform the area in and around Westside Village from a car-oriented commercial area to a vibrant, walkable heart of the neighbourhood. The plan also supports the viability of Craigflower Small Urban Village with limited opportunities for housing, public space improvements and flexibility for more retail spaces. It also designates a new Small Urban Village near Catherine Street and Edward Street to reflect existing uses.

The quality of design of buildings and their relationship with the existing urban form, in terms of appropriate density, massing, and height will be a key consideration in assessing development proposals in urban villages - as will good circulation, pedestrian and cycling linkages and a high quality public realm.



Map 14. Urban Villages

Urban Villages

Westside Large Urban Village



Intent:

Strengthen Westside Village by supporting businesses with people living nearby, establishing a 'main street' for the Village, and making busy intersections more amenable to pedestrians.

7.1. Land Use and Urban Design Policies

7.1.1. Encourage a mix of uses such as residential, local commercial, retail, restaurant, employment, and community services, with residential uses located above commercial uses;

7.1.2. Development up to 20 metres in height (approximately 6 storeys) is supported throughout the Westside Urban Village.

7.1.3. In the areas designated Large Urban Village, densities of up to 1.5 floor space ratio are supported.

7.1.4. Additional density may be considered where public amenities or affordable housing are considered. The preferred contributions are:

- a) density up to approximately 2.5 floor space ratio may be considered where community facilities or public realm improvements are proposed, to be confirmed through the rezoning and Community Association Land Use Committee consultation process.
- b) For projects providing additional affordable housing benefit (e.g. deeper affordability, 3 bedroom units, additional on-site non-market units, etc.), additional density beyond 2.5 floor space ratio may be considered consistent with city-wide policies.

7.1.5. In the Urban Village area bounded by Bay Street, Wilson Street, Alston Street, Langford Street and Skinner Street, the following policies apply:

- a) At the corner of Skinner Street and Bay Street, development should be designed and oriented to create a gateway signalling entry to the Vic West neighbourhood.
- b) At the corner of Wilson Street and Bay Street, development is encouraged to accommodate large format ground-oriented retail in an urban mixed use format;
- c) Building frontages along the east side of Alston Street should be no more than 11 metres (approx. 3 storeys) in height to maintain a sensitive transition to the neighbourhood, taking advantage of the

Westside Large Urban Village, cont'd.

grade changes from east to west. Buildings fronting Alston Street should establish a streetwall with modest setbacks, architectural design and features (such as windows and doors) which activate the public realm, and provide spaces for street tree planting and landscaping.

- d) New buildings should have active, storefront-type uses along Bay Street and Tyee Road in order to enhance animation and vibrancy in the Village.
- e) New development should support an overall vision of creating an internal public pedestrian or local street network (see figure 33).

7.1.6. On the Westside Shopping Centre site, the following policies apply:

- a) Emphasize Wilson Street as the primary street for gathering, with a series of smaller storefronts, active commercial uses at grade, space for patio seating, high quality pedestrian realm and amenities (e.g. lamps, seating, landscape and street trees). Active commercial uses are those that tend to generate foot traffic and pedestrian interest, and include retail stores, food and drink establishments, personal services, theaters and entertainment, and may include some professional services, medical services or personal services.

- b) Develop Tyee Road as a commercial main street with active uses and multiple storefronts at grade along Tyee Road. Consider a range of uses including retail but also food services, personal and medical services, and limited professional services.
- c) Enhance the pedestrian quality of the frontage along Bay Street, regardless of use
- d) Maintain and improve the pedestrian connection through the site from Wilson Street to Tyee Road.
- e) The overall site should maintain a 3-6 storey character with appropriately scaled street walls.

7.1.7. On the Da Vinci Centre site, support new development with commercial or community-serving uses on the ground floor, with the following objectives:

- a) Create an attractive interface with the park, establishing visual connectivity and, as appropriate, entrances or active uses facing the park.
- b) Encourage buildings sensitively designed to minimize shading on active use areas of Vic West Park, and on Wilson Street as a main street.
- c) Establish active uses along Wilson Street that reinforce its role as a commercial main street.

7.1.8. Explore partnership opportunities for a new community facility in or near Westside Village to promote neighbourhood development and meet the social, recreational or other programming needs of residents.

7.1.9. Consider features which support urban food production for residents, including edible landscaping, allotment or rooftop garden area.

7.2. Public Realm Policies

7.2.1. Include pedestrian-focused public realm improvements to Wilson Street to create a 'main street' environment for the Village. This may include elements such as large tree trees, additional street crossings representing natural places people desire to cross, wider sidewalks, special paving, on-street parking, benches and pedestrian-scale lighting.

7.2.2. Maintain on-street parking on Wilson Street, and manage it to provide short-term parking for businesses and park users.

7.2.3. Improve the Wilson Street-Bay Street intersection for pedestrians to encourage walkable connections between residential neighbourhood and Westside Village.

7.2.4. Include pedestrian-focused public realm improvements on Bay Street to better connect both sides of the street and improve pedestrian comfort.

Concept diagram of Westside Village area

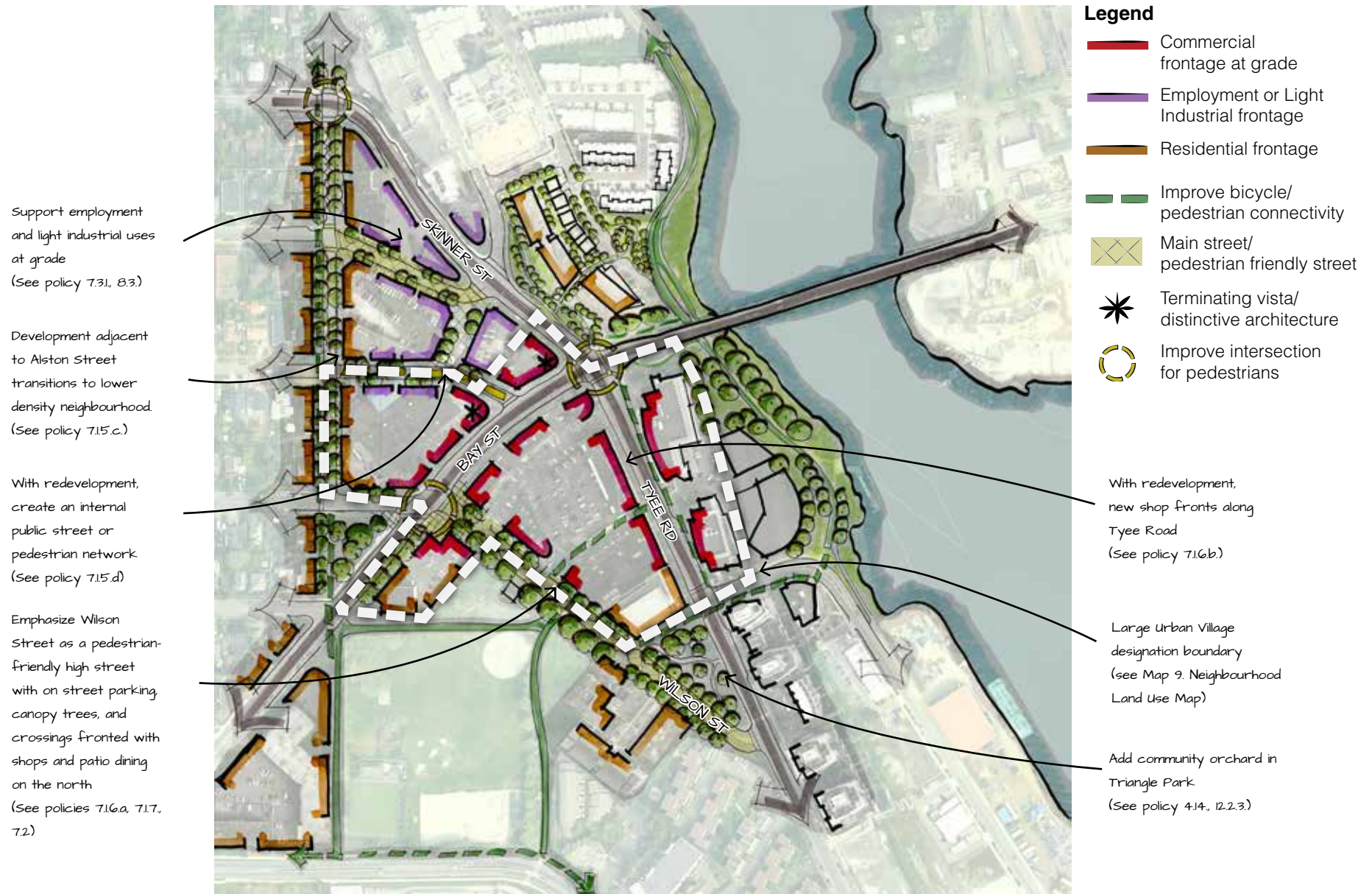


Figure 33. Concept diagram of Westside Village area

Urban Villages

Westside Large Urban Village (cont'd.)

7.3. Policies for Langford Street Employment Areas

7.3.1. Through redevelopment of sites surrounding Langford Street between Alston Street and Tyee Road, support the development of an employment area with the potential for limited residential uses supporting and adding diversity to employment uses. Flexibility in the design of buildings and public realm is encouraged to accommodate a range of uses including light industrial, artisan or “maker” spaces, through the following strategies (see also section 7.2):

- a) At-grade spaces designed to accommodate a variety of uses, including light industrial or artisan employment uses at grade (e.g. with tall floor-to-ceiling heights, and loading bays) are encouraged along Langford Street, with general commercial and/or residential uses above.
- b) Frontages along Langford Street are encouraged to be designed with frequent entries, individual storefront modules, and features such as roll-up doors or loading bays which can accommodate a variety of uses. See Chapter 8, Employment Lands, for further detail.
- c) Where residential uses are included, they should occupy no more than half of the total floor space and are encouraged to be located in upper floors or along Alston Street to transition to the adjacent neighbourhood.
- d) Building frontages along the east side of Alston Street should be no more than 11 metres (approx. 3 storeys) in height to maintain a sensitive transition to the neighbourhood, taking advantage of the grade changes from east to west. Buildings fronting Alston Street should establish a streetwall with modest setbacks, architectural design and features (such as windows and doors) which activate the public realm, and provide spaces for street tree planting and landscaping.
- e) The Langford Street right-of-way between Alston Street and Skinner Street should be designed to allow typically “back-of-house” uses such as loading bay access to mix with customer-serving active uses, while creating a safe and interesting pedestrian environment. Alternative street improvements which separate pedestrians from parked cars with bollards may be considered in lieu of curb-and-gutter.



Figure 34. Example of light industrial frontage which creates an interesting and pedestrian friendly environment (see policy 7.3.1).

Urban Villages

Craigflower Small Urban Village

Intent:

Support and expand Craigflower Village as a local-serving gathering place by adding more business and people nearby, and maintaining the village look and feel. Encourage a mix of affordable and market rate housing as feasible.

7.4. Land Use + Urban Design Policies

7.4.1. Support development up to 10.7 metres (approximately 3 storeys) in height and a density of up to 1.5:1 floor space ratio. (Note that some properties have existing zoning which allows for development up to 12 metres in height).

7.4.2. Encourage the retention and adaptive re-use of the existing mixed-use building at 414-424 Craigflower Road.

7.4.3. The following uses should occupy the ground floor fronting Craigflower Road:

- a) Properties at 405 and 414-452 Craigflower Road and 1004-1010 Russell Street should include active commercial uses on the ground floor fronting Craigflower Road (see Fig. 35). Active commercial uses are those that tend to generate foot traffic and pedestrian interest, and include retail stores, food and drink establishments, theaters and entertainment, and may include some professional services, personal services or medical services.
- b) Properties from 400-410 Craigflower Road and 510 Raynor Avenue may have commercial, residential or live-work uses on the ground floor fronting Craigflower Road (see Fig. 35).

- c) If a larger redevelopment (including consolidation of multiple lots) occurs between Raynor Avenue and Russell Street, a mix of commercial and residential ground floor uses is encouraged.

7.4.4. Upper floor uses should be residential to add housing to the village area.

7.4.5. If live-work units are included, the ground-floor “work” portion of the unit should be designed to be able to operate and be leased separately from the residential portion to allow for flexibility over time.

7.4.6. Commercial frontages should be located adjacent to the sidewalk and include frequent entries, small storefront modules, and individual commercial units with small footprints to support a diversity of businesses and pedestrian interest. Individual storefronts and spacing between entries is encouraged to be no more than 8-10 metres. Setbacks are appropriate where they accommodate patios or pedestrian spaces.

7.4.7. Residential frontages on Craigflower Road should also be established adjacent to or near the sidewalk, with patios or porches providing a transitional space from the public realm to front entries for individual units, to create a consistent urban form for the village.

7.4.8. Support business viability in Craigflower Small Urban Village by providing flexibility in on-site parking requirements for ground-floor commercial uses, where a change of use occurs in existing buildings (see also 3.7.2.).



Concept diagram of Craigflower Village area

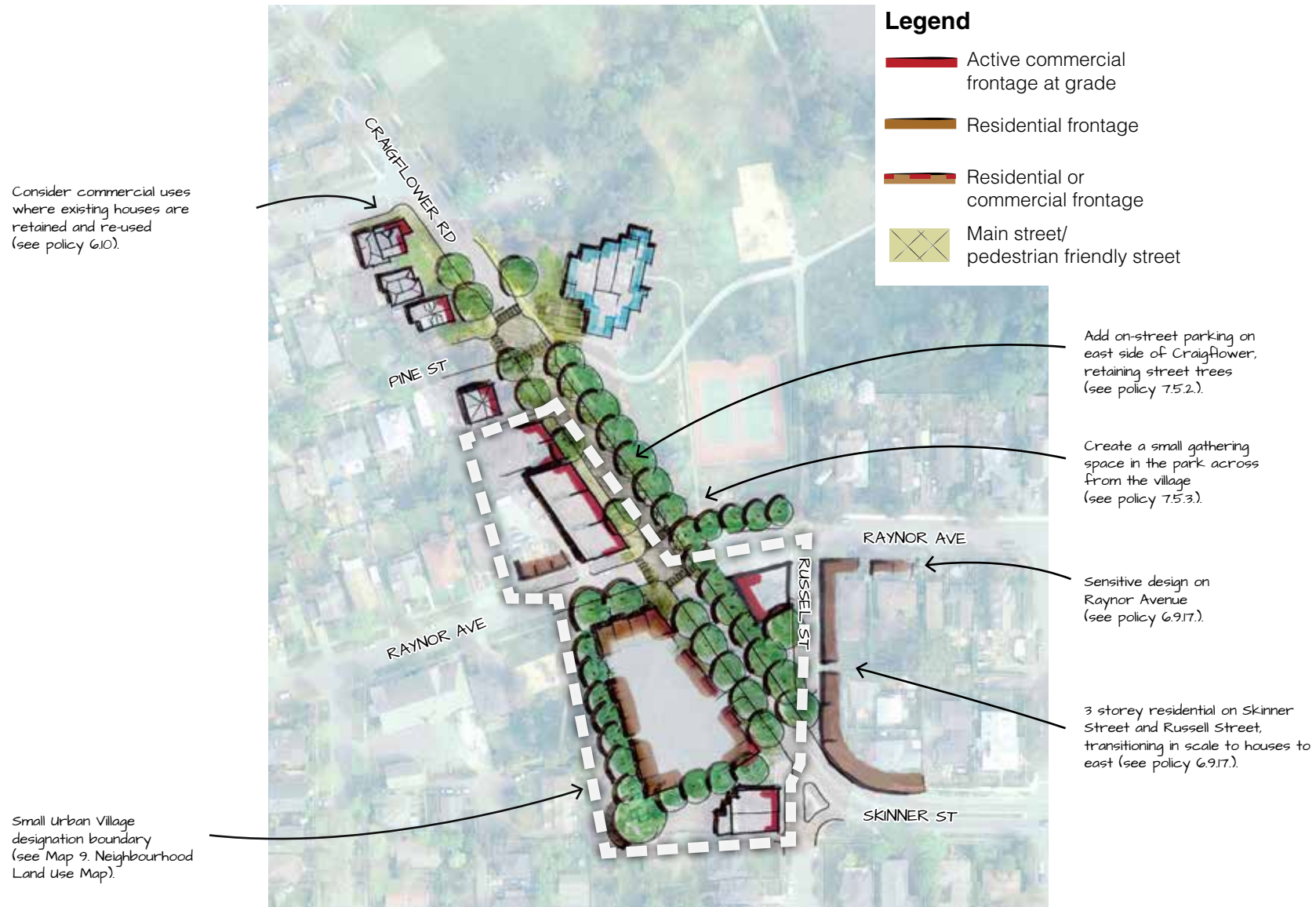


Figure 35. Concept diagram of Craigflower Village area

Urban Villages

Craigflower Small Urban Village (cont'd.)

7.4.9. Locate parking at the rear and/ or underground so as to not dominate the overall development. Location of circulation and parking should minimize impacts on the frontages facing Craigflower Road and Raynor Park.

7.4.10. Frontages facing Raynor Park should be residential and should include windows, patios, porches or balconies fronting onto the park, while integrating landscape spaces and other features which clearly delineate private from public spaces.

7.4.11. Additional commercial uses are supported fronting Craigflower Road to the northwest of the village, if existing houses are retained and re-used. See policy 6.10 for further details.

7.4.12. Consolidation of the property at 405 Craigflower Road with properties across Russell Street and with the City-owned Russell Street right of way may be considered, if:

- a) all utilities connecting through Russell Street are maintained, with access for ongoing maintenance;
- b) the resulting development provides secured non-market housing whose value is equivalent to the value of the right of way; and,
- c) the resulting development does not exceed the anticipated building heights and densities in this plan.

7.5. Public Realm Policies

7.5.1. Include pedestrian-focused public realm improvements through redevelopment along Craigflower Road to encourage walkability. This may include wider sidewalks, new benches, lighting, landscaping, street trees, wayfinding and other features.

7.5.2. Consider the addition of on-street parking on the east side of Craigflower Road, in order to slow traffic, support businesses, and buffer pedestrians from traffic. Retain trees. Consider relocation of sidewalk to east side of trees on park land.

7.5.3. Establish picnic tables, benches and public art in Banfield Park directly across from the village to create an enhanced public gathering space which visually relates to the village.

7.5.4. Consider improvements to the crossing at Raynor Avenue and Pine Street, including distinctive and textured pavement, and a potential signalized crossing at Raynor if warranted.

7.5.5. Encourage residents, businesses, and property owners to consider a Local Improvement Tax to accelerate these improvements.

Urban Villages

Catherine Street at Edward Street Small Urban Village



Intent:

Designate a Small Urban Village to retain existing uses and to encourage housing on upper floors in this historic “commercial corners” within the neighbourhood.

Land Use and Urban Design Policies

7.5.6. Support mixed use buildings up to 3 storeys in height and 1.5 floor space ratio.

7.5.7. Ground floor uses should be commercial and feature storefront-type facades built at or near the edge of the sidewalk. Portions of buildings may be set back further to accommodate patios or pedestrian areas.

7.5.8. Upper floor uses should be residential.

7.5.9. Buildings should transition sensitively to neighbouring lower-scale development. This may be achieved through strategies including setbacks, landscape, varied building massing which responds to adjacent development and considers access to sunlight, and locating balconies and windows to respect privacy.

7.5.10. The design of buildings should activate Bella Street directly adjacent to the village, by including features such as entries, patios, balconies, and windows fronting the laneway.

7.6. Public Realm Policies

7.6.1. With new construction, support spaces between building frontages and curbs of sufficient width to accommodate canopy street trees.

7.6.2. An alternative road design that still achieves the required standards of safety and accessibility while enhancing sense of place on Bella Street can be explored with the community.

8. Employment Lands

Vic West has an important industrial history related to its location along the harbour and E&N railway. Point Hope shipyard remains an important employer in the region, and supports the key ocean and marine sector identified by the City's Economic Action Plan. Elsewhere in Vic West, pockets of light industry continue to evolve, supporting small businesses in the production, distribution and repair sectors, and providing spaces for artisans and emerging industries such as local breweries and technology companies engaged in manufacturing or prototyping. High demand is expected for light industrial spaces in the core cities of the region in coming years.

The Songhees Area is also an important location for tourism. More recently, office employment is locating in new developments primarily in the Core Songhees area, supporting the growth of the economy in Victoria.



Other Relevant Policies & Bylaws

- Official Community Plan
- Making Victoria: Unleashing Potential - Economic Action Plan (2015)
- Harbour Road Industrial Waterfront Design Guidelines, 2008

Goals:

1. Maintain the working harbour and adjacent industrial lands that support the ocean and marine sector
2. Protect and enhance light industry and other employment in Vic West
3. Celebrate the industrial heritage of the neighbourhood

Employment Lands, cont'd.

8.1. Working Harbour

Intent:

Continue to maintain the Upper Harbour as a working harbor supporting the region's ocean and marine sector.

8.1.1. Support marine industrial uses including primary processing, marine industrial, marine transportation, warehousing, shipping, bulk materials handling, and other industrial uses and accessory offices consistent with the Harbour Road Industrial Waterfront Guidelines and related zoning.

8.1.2. Through placemaking, celebrate the role of maritime industry as part of Vic West's history and identity, and an important component of our economy

- Continue to implement to goals of the Harbour Road Industrial Waterfront Design Guidelines (2008).
- Support views to the water and industrial activities, while prioritizing industrial use of industrially zoned areas.

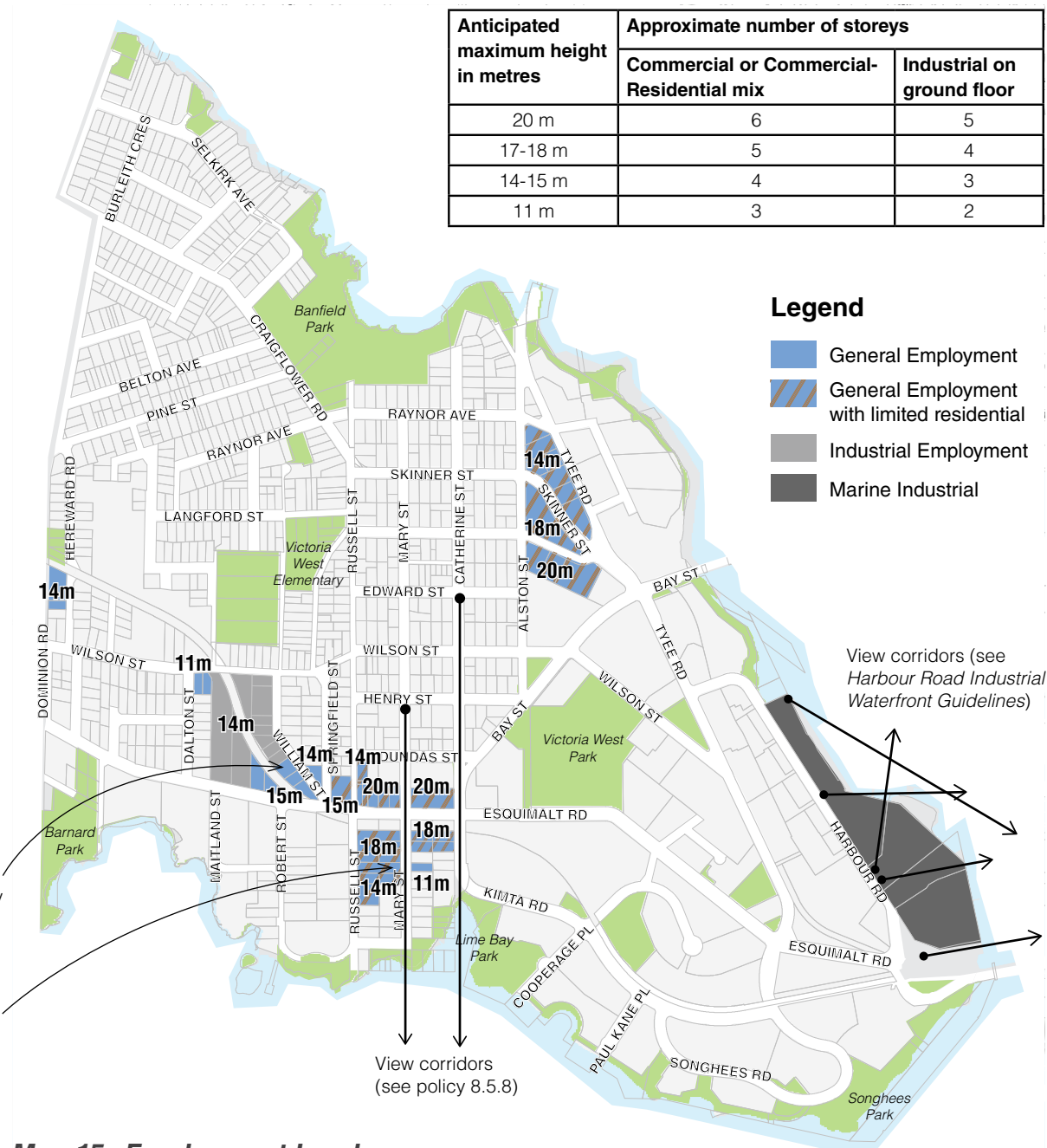
Encourage the voluntary heritage designation of 420 William St (see policy 8.2.2)

Encourage the voluntary heritage designation of the Ormond's Biscuit Factory Building (see policy 8.4.8)

Anticipated maximum height in metres	Approximate number of storeys	
	Commercial or Commercial-Residential mix	Industrial on ground floor
20 m	6	5
17-18 m	5	4
14-15 m	4	3
11 m	3	2

Legend

- General Employment
- General Employment with limited residential
- Industrial Employment
- Marine Industrial



Map 15. Employment Lands

8.2. General Employment Areas

Intent:

Maintain lands for a range of commercial uses appropriate to the neighbourhood context.

8.2.1. General Employment areas are envisioned to include a range of commercial or light industrial development up to four storeys and 2.0 floor space ratio.

8.2.2. Flexibility in use should be supported to encourage the heritage designation and adaptive reuse of the commercial block at 420 William Street.

8.2.3. Rezoning for light industrial uses that generate significant truck access off of primary truck routes should be avoided.

8.3. Industrial Employment Areas

Intent:

Retain spaces for light industrial uses to support the neighbourhood and regional economy as well as new upper-floor commercial/office uses to support a business mix where producers, artisans, and professional offices can co-exist. Encourage design that is sensitive to adjacent residential uses.

8.3.1. In the Industrial Employment areas, consider buildings up to a maximum height identified in Map 15 and up to 2.0 floor space ratio.

- a) Commercial uses may comprise no more than 1.5 floor space ratio, where the ground floor is occupied by light industrial space (see Fig. 37).
- b) Ground floors should be designed to accommodate light industrial uses (e.g. with high floor-to-ceiling heights, and loading bay access).
- c) Alternative layouts mixing light industrial and commercial space may be considered, as long as an equivalent floor area in light industrial use is provided.
- d) The range of light industrial uses should be limited to those which are compatible to adjacent residential uses, as applicable, and do not generate significant impacts (e.g. dust, noise, odours, glare, or truck traffic outside of daytime work hours) on these adjacent uses.
- e) Ancillary sales of products produced on site is encouraged in a limited portion of the floor area.



Employment Lands, cont'd.

8.4. Employment Residential Areas

Intent:

Retain space for employment uses while allowing for the expansion of housing or commerce in upper floors, compatible with the surrounding residential areas in Railyards and south of Esquimalt Road.

8.4.1. Buildings up a maximum height identified in Map 15 may be considered in these areas.

8.4.2. A maximum density of up to approx. 2.5 floor space ratio may be considered for sites between Skinner Street and Westside Large Urban Village, or along Esquimalt Road (including fronting the E&N Rail corridor directly adjacent to Esquimalt Road. Total densities up to approx. 2.0 floor space ratio may be considered elsewhere. These densities may be considered as follows:

- Residential floor area should be limited to one half of the total floor area
- Any residential density added through rezoning is encouraged to consider the provision of a public amenity, or affordable housing contribution to offset the impacts of density. The preferred contribution is secured non-market housing. Projects which include light industrial or artisan production spaces may not support a public amenity due to economic factors, but provide valuable employment space.

8.4.3. The ground floor should generally consist of employment uses including office or light industrial uses, wholesale, personal or professional services, medical services, community

services, food services. Residential or commercial uses are supported on upper floors. Other combinations of employment and residential spaces that achieve a mix of uses on site are also supportable.

8.4.4. Retail uses which are not ancillary to another primary use are discouraged.

8.4.5. In the Employment-Residential areas fronting Esquimalt Road (including the segment of the E&N Trail adjacent to Esquimalt Road) and Langford Street, flexibility in the design of buildings and public realm should be considered to accommodate a range of uses including light industrial, artisan or “maker” spaces through the following strategies (see also section 7.2):

- At-grade spaces designed to accommodate a variety of uses, including light industrial or artisan employment uses (e.g. with tall floor-to-ceiling heights, and loading bays) are encouraged, with general commercial and/or residential uses above.
- Where residential uses are included, they are encouraged to be located in upper floors, along Alston Street or adjacent to existing residential uses, to transition to the adjacent residential neighbourhood.

8.4.6. Any light industrial uses should be compatible with residential uses located on site, across the street and in adjacent properties.

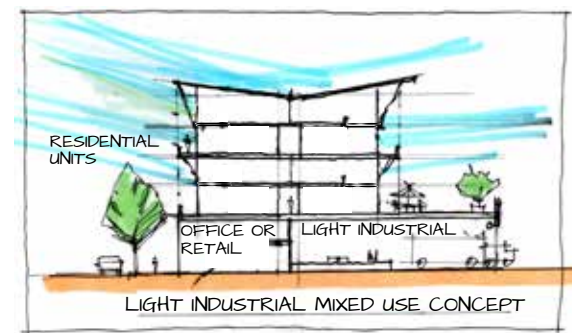


Figure 36. Illustrative diagram of a mixed use development with light industrial uses at grade

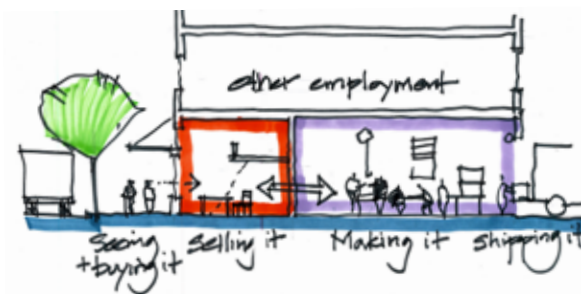


Figure 37. Conceptual examples of industrial employment building with neighbourhood-compatible light industrial uses on the ground floor and commercial uses (e.g. offices, professional services) on the upper floor(s)

8.4.7. Work-live uses should be designed so that the “work” portion of the development is located on the ground floor, and the “work” and “live” portions can be occupied or leased separately, allowing businesses to change over time.

8.4.8. Flexibility in use should be supported to encourage the designation and adaptive reuse of the Ormond’s Biscuit Factory building (242 Mary Street).

8.5. Urban Form, Character and Public Realm Guidance

8.5.1. Buildings facing Langford Street should feature pedestrian-friendly frontages with clear glazing and frequent entries, which may include light industrial design features. For example, large roll-up garage doors may be used and spaces provided for loading. (See Figure 34).

8.5.2. The Langford Street right-of-way between Alston Street and Skinner Street should be designed to allow “back-of-house” uses such as loading bay access to mix with customer-serving active uses, while creating a safe and interesting pedestrian environment. Street improvements which separate pedestrians from parked cars with bollards may be considered in lieu of curb-and-gutter.

8.5.3. Buildings should feature active frontages with storefront-type windows and entries at grade facing Esquimalt Road (including the segment of the E&N Rail Trail directly adjacent to Esquimalt Road).

8.5.4. On the south side of Esquimalt Road, buildings adjacent to the E&N Rail Trail right of way should support quality pedestrian friendly public realm through design of facades with

glazing, front entries and outdoor spaces fronting the right of way. A mix of hardscape and landscape is desired adjacent to the future trail.

8.5.5. Building frontages along the east side of Alston Street should be no more than 11 metres (approx. 3 storeys) in height to maintain a sensitive transition to the neighbourhood, taking advantage of the grade changes from east to west. Buildings fronting Alston Street should establish a streetwall with modest setbacks, architectural design and features (such as windows and doors) which activate the public realm, and provide spaces for street tree planting and landscaping.

8.5.6. A pedestrian connection is desired climbing the slope between Skinner Street and Tyee Road, with redevelopment, to increase permeability of the block to pedestrians.

8.5.7. Redevelopment may include angled parking on Tyee Road.

8.5.8. New development in the Esquimalt Road Corridor should respect the view corridors identified from Catherine Street at Edward Street and from Mary Street at Henry Street, by considering the location, siting and design of new development within the specified view corridor to maintain and frame views of the Olympic Mountains.

8.5.9. Buildings fronting onto the E&N Rail Trail north of Esquimalt Road should create “eyes on the trail” through the location of windows, patios, balconies and overlooks, and views through the site where appropriate. Entrances for customers and employees are encouraged where appropriate, and should be designed to encourage natural surveillance.

a) Buildings should feature active frontages with storefront-type windows and entries at grade facing Esquimalt Road.

8.5.10. The types of light industrial uses considered should be appropriate to this location within a residential neighbourhood. These uses should limit off-site impacts (noise, glare, dust and odours) and minimize noise and delivery impacts on residential areas outside of daytime business hours.

8.5.11. Outdoor storage and loading should be properly and attractively screened from residential areas.

8.5.12. Loading areas should be located to minimize truck traffic off of designated truck routes.

8.5.13. Buildings that mix light industrial and residential uses should be sensitively designed to reduce residential overlook of loading, storage or working areas and minimize impacts on the residential uses.

8.5.14. Where parking is located in a structure but not underground, avoid blank walls adjacent to the street

8.5.15. Development adjacent to lower-density residential uses should sensitively transition through massing, design, setbacks and landscape that minimizes shading and overlook and provides for building separation and privacy.

8.5.16. The height of street walls (that portion of a building closest to the street) to frame streets and provide definition and enclosure while maintaining sensitivity to and access to sunlight for any residential development across the street.

9. Core Songhees and Master Planned Areas

Master Planned Areas

Part of Vic West's unique character is shaped by the recent master planned developments that ring the Inner and Outer Harbour. This area was the location of a Lekwungen village and later the Songhees Nation Reserve. After the 1911 relocation of the Songhees Reserve and sale of these lands, these lands were developed for harbour-related industry. With the decline of industry, planning began in the 1970s with the vision of re-purposing industrial lands along the waterfront.

Dockside Green, Bayview Place (including Roundhouse), Railyards and the Songhees Area feature medium and high-density multi-unit housing, public parks and open spaces, commercial areas, and pedestrian networks. The master planned areas help create diversity, vibrancy and density in the city's core while supporting Vic West retail, transportation choice and overall urban sustainability. They will accommodate a significant portion of new housing in Vic West and the city as a whole. Continued evolution is expected as they are built out over the life of this plan. Development in most of these areas is guided by existing Master Development Agreements, Development Permit Areas, and comprehensive development zones.

Roundhouse

The Roundhouse Historic Railway Precinct is intended to create a mixed-use community centred on Turntable Plaza, a public open space north of the E&N Rail which will be surrounded by conserved heritage railroad buildings that feature

retail, restaurant, arts and commercial uses. Roundhouse is expected to be a destination for the surrounding community and visitors. The precinct envisions the following features:

- Enhanced connectivity through completion of the E&N Rail Trail through the site, pedestrian crossings, and connections to Vic West Park
- Lime Bay Mews, an important walking route and view corridor, framed with small retail and work spaces and connecting the waterfront and plaza
- Housing in townhouses and taller multi-unit buildings that step away from the waterfront and surround a network of semi-private courtyards and open spaces
- 20% of housing units containing lock-off suites to enhance the rental housing supply
- Enhancements to the adjacent Lime Bay Park, Sitkum Park and the Garry oak – camas meadow natural area southeast of Esquimalt Road and Kimta Road
- A community space or equivalent cash amenity contribution to the City of Victoria to provide improvements elsewhere in the neighbourhood
- Stormwater management features
- If passenger rail resumes on the E&N Rail, a station in this area may be considered; however, the primary station location for Vic West is at the west end of the Johnson Street Bridge



Bayview Place

Bayview Place is a 20-acre neighbourhood development encompassing the Roundhouse and the Bayview Hillside Lands. Bayview includes high-density multi-unit residential buildings and a seniors' housing development within a network of open spaces and pedestrian pathways.

The Hillside Lands provide living space near the downtown and support activity and commerce in nearby areas such as Roundhouse. This development features:

- A network of pedestrian paths
- Seniors' housing
- Improvements to Songhees Hillside Park and the natural area along Esquimalt Road



Map 16. Master Planned Areas - existing + future development

Railyards

Railyards creates a community of diverse housing opportunities in townhouses and multi-unit apartment buildings around a network of streets, open spaces, trails and natural stormwater features on the former CNR Rail Yard site, adjacent to the Galloping Goose Regional Trail. A small commercial component is included on Regatta Landing. The development plan features:

- Buildings reflecting a contemporary-industrial aesthetic
- A network of parks and open spaces including Bridges Park, with a children's play lot; and Regatta Point Park, both accessible from the Galloping Goose
- A bicycle and pedestrian connection from the Galloping Goose Regional Trail to the Bay Street – Tyee Road/Skinner Street intersection, where a small entry plaza will be developed
- Rain gardens for stormwater mitigation
- Water access at Central Spur pier and the Railyard pier and boardwalk
- Restored shoreline habitat

Dockside Green

Dockside Green creates a sustainable, mixed-use community located between the working harbour, Tyee Road and downtown Victoria. It includes a mix of working and residential environments, retail services and restaurants, and buildings of varying heights organized around a network of green spaces, plazas, and pathways. When completed, the development will feature:

- Housing that steps down from Tyee Road to Harbour Road, where a mix of low-rise commercial or light industrial buildings transition to the working harbour

- A central, accessible public greenway along a linear water feature which limits stormwater runoff
- Additional pedestrian connections from Tyee Road to Harbour Road
- A number of publicly accessible parks and open spaces: centrally-located Playroom, a children's playground with natural features; Dockside Commons, with a large lawn area with formal and informal seating; and Dockside Landing, the primary plaza fronting onto Harbour Road
- Two areas for retail, restaurants and services: one at Dockside Landing, and one near the smaller Waterside Plaza where the Galloping Goose meets Harbour Road
- Sustainability features including on-site rainwater management, wastewater treatment facility, district energy plant, green building and LEED for Neighbourhood Design certification
- Provision of non-market rental and homeownership housing units
- Several public views preserved through the site
- A community space in the form of a sustainability centre, or an equivalent cash amenity contribution to the City to be used for improvements that benefit the Dockside lands

Intent:

Encourage a diversity of medium and high density multi-unit housing in master planned sites at Dockside Green, Bayview Place (including Roundhouse), and other opportunity sites in the Core Songhees area. Continue to support the redevelopment of Master Planned Areas consistent with the existing Master Development Agreements, including all amenities and public improvements.

9.1. Master Planned Areas Policies

9.1.1. Support the continued implementation of the following:

- a) Railyards Master Development Agreement and Railyards Development Guidelines (2002, as amended)
- b) Dockside Master Development Agreement, Design Guidelines for the Dockside Area (2005, as amended), and Dockside Green Urban Design Guidelines (2016, as amended)
- c) Roundhouse Master Development Agreement and Roundhouse Design Guidelines (July 2008, as amended)
- d) Songhees Policy Plan and Design Guidelines (2008, as amended)

9.1.2. If any changes are proposed to existing MDAs, encourage consistency with the various policies in this plan, the City's Official Community Plan, and other policies including the Victoria Housing Strategy. Should rezoning and amendments to MDAs, which increase density, be proposed, consideration should be given for public amenities and/or affordable housing in support of community goals, to offset the impacts of density.

Special Planning Areas

Special Planning Areas are larger sites which have the potential to redevelop during the time frame of the plan. This section provides policy direction if significant redevelopment is proposed for Special Planning Areas shown on Map 17.

9.2. Special Planning Area: Tyee Cooperative

9.2.1. Any redevelopment of the Tyee Cooperative should maintain the existing number units and floor space of non-market housing.

9.2.2. Redevelopment should include a mix of housing units, including housing attractive to families with children.

9.2.3. Common facilities (e.g. open space, play lot, community garden) that serve a range of residents' needs. Rooftop open space may be considered.

9.2.4. Underground or structured parking is encouraged.

9.2.5. Redevelopment may include a mix of housing types such as townhouses, stacked townhouses, and apartment buildings, up to a density of 2.5 floor space ratio, with building heights generally compatible with the surrounding development and public open spaces.

9.2.6. The site may accommodate services and limited commercial uses (e.g. child care, medical services, educational services, personal services, coffee shop, co-working, incubator or affordable business spaces, and social enterprise) as an ancillary use to the primary residential use. These uses may be focused on Wilson Street and the Wilson-Tyee intersection to reinforce Wilson Street as a desired "main street" for the area.

9.2.7. A public pedestrian and bicycle connection should be established through the site, from Sitkum Road to Tyee Street or Wilson Street. This connection should be designed to provide visual connection to and casual surveillance from residences and commercial spaces on the site.

9.2.8. Parking reductions may be considered for affordable housing and the implementation of Transportation Demand strategies.

9.2.9. Opportunities for urban food production are encouraged (e.g. allotment garden, rooftop garden, edible landscape).



Map 17. Special Planning Areas

10. Heritage



1140 Arthur Currie Lane
(Heritage designated)



Ormond's Biscuit Factory, 242 Mary Street



E&N Roundhouse, 253 Esquimalt Road (Heritage designated)

Other Relevant Policies & Bylaws

- Heritage Tax Incentive Program (TIP)
- Victoria Register of Heritage Properties



420 William Street



740 Mary Street
(Heritage designated)



225 Dundas Street

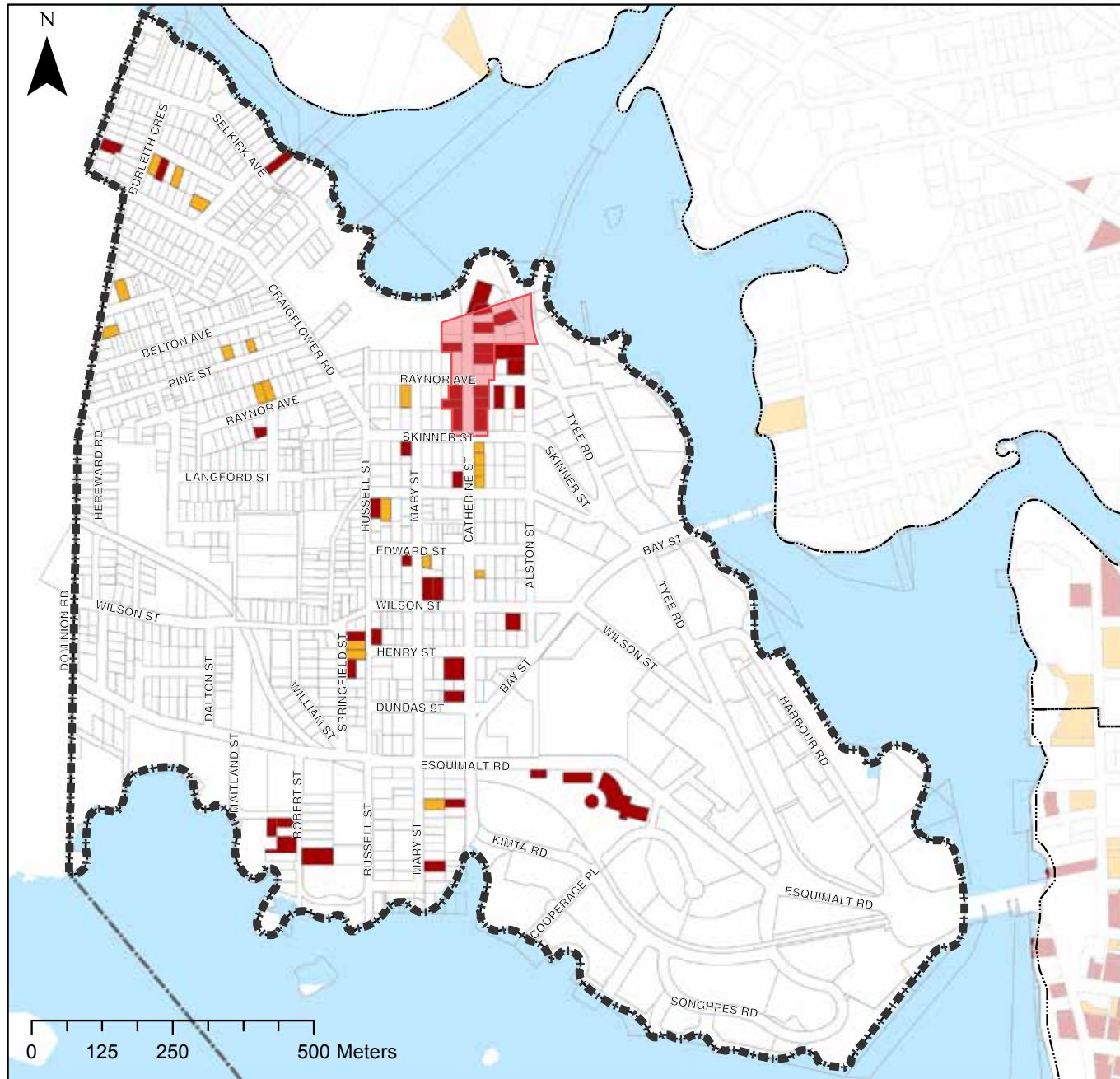
Goals:

1. Protect the historic character of significant buildings and important sites
2. Celebrate and interpret the heritage of the neighbourhood

Vic West's lands, waterfront, buildings, streets and other special places shape the neighbourhood's identity and sense of place. Different places in the neighbourhood tell stories of Vic West's past, such as important Lekwungen fishing, hunting and food gathering

sites, ceremonial places and travel routes. The Songhees village, which became the Songhees reserve, was established on the Vic West shoreline after Fort Victoria was established in the 1840s. There, aboriginal people from across the region lived, traded and gathered until the reserve and its residents were moved to Esquimalt in 1911. Other places in Vic West tell of settler farms that supported Fort Victoria, shoreline that served as the industrial heart of Victoria, and thriving residential and industrial areas that flourished because of the streetcar, railway and walking connections to




downtown. Elegant estates near the waterfront grew up alongside Vic West's industrial and worker housing areas, and historic houses and industrial properties still dot neighbourhood streets today. Beginning in the 1970s, investments in neighbourhood parks, waterfront walkways and housing renewal set the stage for the gradual redevelopment of many of Vic West's former industrial places. Today, medium- and high-density housing are located alongside historic buildings and places, and contribute to the neighbourhood's evolving heritage and sense of place.



Heritage Properties

 Victoria West Boundary

Heritage

-  Designated
-  Registered
-  Existing Heritage Conservation Area 1 - Catherine Street

Map 18. Heritage Areas

10.1. Heritage Designated and Registered Properties

Intent:

Protect the historic character of significant buildings and important sites.

10.1.1. Encourage landowners to consider the protection of heritage resources through the designation of properties listed on the City's Register of Heritage properties, identified on Map 18, or other buildings of heritage merit, including through the rezoning process.

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

10.2. Heritage Conservation Areas

Intent:

Conserve the historic character and integrity of special neighbourhood places.

10.2.1. Consider future citizen-initiated proposals for designation of Heritage Conservation Areas where heritage merit exists.

10.3. Adaptive Re-use of Buildings of Heritage Merit

Intent:

Support heritage conservation through innovative site planning and design that supports the retention and adaptive re-use of heritage-eligible buildings while allowing the addition of housing or employment spaces.

For additional policies specific to Traditional Residential Areas, see also Section 6.8.

10.3.1. Support single detached homes with a suite and garden suite, or the conversion of an existing house to contain two suites, where the house is subject to heritage designation

10.3.2. Where redevelopment is proposed, consider flexibility in site planning, building form and massing that support the retention and adaptive reuse of buildings of heritage merit, and avoid demolition for new development.

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

10.3.4. Through the retention and adaptive re-use of existing houses:

- a) Consider the addition of habitable area (e.g. through lifting the home or adding an appropriate addition) during the conversion of a character house into more than one unit.
- b) Consider additional density (floor area or number of units) in a house conversion which is subject to heritage designation, as an incentive to encourage voluntary designation.

10.3.5. Encourage the use of incentives for the rehabilitation or adaptive reuse of commercial or mixed use heritage properties.



Figure 38. Illustrative example of heritage property with a suite and a garden suite.



Figure 39. Example of adaptive re-use of heritage buildings on Amelia St, Victoria.



Figure 40. Example of added density around heritage buildings, Vancouver BC

11. Infrastructure and Green Development



Goals:

1. Ensure sufficient infrastructure capacity to meet the future needs of residents and businesses
2. Use stormwater management to restore ecological processes.
3. Become a leader for sustainable buildings and infrastructure
4. Identify and address neighbourhood climate change impacts

Vic West is a neighbourhood with a strong history of activities, organizations, and development projects embracing sustainability and climate change mitigation and adaptation, with a strong local economy, some of the City's first passive house-certified homes, and internationally-renowned sustainable development projects. It is, and should continue to be, a leading neighbourhood in sustainable development in the city, region, and province.

This plan takes an integrated approach to sustainability, with sustainable development directions woven throughout the plan. This section identifies specific strategies to further support green buildings and infrastructure in Vic West.

Other Relevant Policies & Bylaws

- Victoria Sustainability Framework
- City Climate Leadership Strategy and 100% Renewable Energy by 2050 Commitment
- Sustainability Checklist for New Construction (to be updated in 2018/2019)
- City-wide education and incentive programs
- Water System Master Plan
- Stormwater Master Plan
- Sanitary Sewer Master Plan (to be completed 2018)

Infrastructure and Green Development, cont'd.

11.1. Infrastructure Upgrades

Intent:

Ensure sufficient infrastructure capacity to meet the future needs of residents and businesses.

11.1.1. Consider the capacity of utility networks, including water distribution, sanitary sewer and storm drainage, in reviewing development applications and other land use changes.

11.1.2. Continue upgrading the underground infrastructure in the Victoria West neighbourhood as directed by City-wide master plans for water distribution, sanitary sewer and storm drainage upgrades.

11.2. Stormwater Management on Public Lands

Intent:

Use infrastructure to mimic and restore ecological processes

11.2.1. Continue to monitor stormwater outfalls emptying in the Gorge Waterway.

11.2.2. Identify opportunities to incorporate green stormwater infrastructure or “green streets” as part of utility, active transportation and other street improvements. Potential locations include priority pedestrian and cycling routes and visible locations such as around urban villages.

11.2.3. Identify opportunities for stormwater management as part of public development projects or improvement on City-owned lands.

11.3. Stormwater Management on Private Lands

Intent:

Promote stormwater management practices on private property.

11.3.1. Work with property owners and institutions to identify options for mitigating stormwater impacts on sites with high impervious cover, and thereby reducing the stormwater utility costs for these properties.

11.3.2. Encourage new developments to foster rainwater infiltration through the use of absorbent landscaping, swales, rain gardens, previous paving, green roofs, infiltration trenches, and other appropriate methods.

11.3.3. Encourage property owners to seek stormwater rebates through the City's rainwater rewards program.

11.3.4. With the redevelopment of large sites (e.g. special planning areas), encourage innovative on-site stormwater management integrated into the design.

11.4. Green Buildings

Intent:

Encourage, promote, and facilitate the development of sustainable buildings and low carbon housing stock.

A number of City-wide initiatives are addressing this goal:

11.4.1. Through City-wide implementation of the BC Energy Step Code, require all new residential and commercial buildings to meet energy efficiency standards.

11.4.2. Through the city-wide Market Rental Revitalization Study, develop policies to encourage energy efficiency and support revitalization in existing rental apartment buildings in Vic West, while maintaining affordability and tenant stability.

11.4.3. Through the development process, support innovative sustainability features and practices in new multi-unit residential, commercial, and mixed use developments.

11.4.4. Through implementation of the City-wide Climate Leadership Plan, develop procedures to require new developments to identify all sustainability features and practices, such as energy efficiency, stormwater management and sustainable building materials.

11.4.5. Recognizing that Vic West has one of the highest proportions of houses heated by oil, eliminate the use of heating oil systems by 2030 through support programs such as BC Hydro's Home Renovation Program rebates, and the provincial Oil to Heat Pump program.

11.4.6. Encourage utility companies and the provincial government to adopt programs to incentivize solar and other renewable energy systems, through implementation of City-wide Climate Leadership Plan.

11.4.7. Review and streamline City processes to encourage broader adoption of solar and other renewable energy systems.

11.4.8. On public lands, use vegetation to shade impervious areas and buildings to reduce heat island effect.

11.5. Adapting to Climate Change

Intent:

Identify and address neighbourhood climate change impacts

11.5.1. Identify plants and ecosystems vulnerable to climate change and development management strategies to mitigate impacts, through implementation of the City's Parks and Open Space Master Plan.

11.5.2. Adopt guidance for any development adjacent to the water, consistent with Provincial Guidance on planning for sea level rise (see also 4.1.6.).

11.5.3. Identify city infrastructure and facilities susceptible to impacts from sea level rise and develop strategies to adapt.

12. Neighbourhood Food Systems



Goals:

1. Create more places to get and grow food close-to-home
2. Integrate food production into public places

Vic West has a rich history of food production, beginning with the waters and lands where Lekwungen people fished, cultivated and gathered food for generations. After settlement, farms in Vic West supplied food for Fort Victoria. Over the last two decades, Vic West has emerged as a leader in creating strong neighbourhood food systems, with community allotment and commons gardens, a community orchard, boulevard gardens, home gardens, and a network of people involved in mentoring and building skills in urban food production and a variety of other community-led initiatives. These examples showcase how food can be incorporated into public and private land, and used as an important tool for community building. From the beginning of engagement on the neighbourhood plan, the neighbourhood food system was identified as an important value for Vic West. While many urban food

production policies are set at the City-wide level, the neighbourhood plan plays a role in identifying specific opportunities for Vic West.

12.1. Access to Neighbourhood Food

Intent:

Create more places to get and grow food close-to-home

12.1.1. Support community-led efforts to establish a year-round farmers market in Victoria West.

12.1.2. When creating park improvement plans, consider opportunities to incorporate features that encourage the public gathering around food, such as picnic tables, barbecues, community ovens and barrier-free access to food gardens in public places.

Other Relevant Policies & Bylaws

- Small-Scale Commercial Urban Food Production Regulations
- Community Gardens Policy
- Boulevard Gardening Guidelines

12.2. Community Gardens and Food Production in Public Places

Intent:

Integrate food production and community gardening into public places

12.2.1. Explore community-led opportunities for food gardens, pollinator gardens or native plant gardens on City lands at:

- a) Victoria West Park; and,
- b) at other suitable other locations in parks and public greens identified in partnership with the community. Suggestions from community consultation included Alston Green, Dundas Green and Mary Street Park.

Neighbourhood Food Systems, cont'd.

12.2.2. Encourage and support community gardens and food projects on suitable public and private lands, in partnership with community organizations, such as the following initiatives supported through City-wide programs and policies:

- a) boulevard gardens
- b) community commons and allotment gardens
- c) community orchards
- d) stewardship of urban food trees
- e) keeping of bees and hens
- f) commercial urban food production.

12.2.3. Encourage applications for the establishment and/or enhancement of community orchards in locations of interest to the community, including:

- a) Hereward Park
- b) Triangle Park
- c) Banfield Park
- d) Other locations identified in partnership with the community.

12.3. Food Production on Private Lands

Intent:

Integrate food production into new multi-unit development where appropriate.

12.3.1. Encourage new multi-unit developments to incorporate food production and other food features, such as:

- a) rooftop or ground-level allotment gardens for private resident use in new multi-unit buildings.
- b) edible landscaping, such as trees, shrubs and other plants.
- c) potable water on balconies and outdoor spaces.
- d) rooftop greenhouses.
- e) beekeeping.

12.3.2. Encourage new allotment gardens at Tyee Co-op and Pioneer Co-op where redevelopment occurs which adds density to these sites.

13. Neighbourhood Well-Being



Photo: Jack Meredith

Other Relevant Policies & Bylaws

- Great Neighbourhood Program
- City grant programs

Goals:

1. Refresh indoor community facilities to support residents of all ages in a growing community
2. Support the creation of more childcare options to support families with children living in Vic West
3. Foster a safe and inclusive community for all residents

Vic West has a legacy of community-serving facilities and organizations, including the City's original hospitals, social halls, sports and community organizations. Today, Vic West contains several community-serving institutions including Victoria West Elementary School, Victoria West Community Centre, Da Vinci Centre and several places of worship. These facilities, along with other non-profit and private spaces, provide services to the neighbourhood and broader community, and are complemented by

facilities in other Victoria neighbourhoods, Esquimalt, and Saanich. This plan encourages programming and partnerships to help meet identified community needs such as recreation, inclusion and childcare. This plan also encourages the evolution of community facilities over time to meet the changing nature of Vic West.

Neighbourhood Well-being, cont'd.

13.1. Community Facilities

Intent:

Refresh indoor community facilities to support residents of all ages in a growing community

Support community facilities as part of existing or future Master Development Agreements

13.1.1. Continue to assist Victoria West Community Association to sustain and enhance community programming, services and facilities that meet the evolving needs of Vic West's growing community.

13.1.2. As part of the long-term development of Westside Large Urban Village, explore opportunities to establish a community facility to encourage gathering and reinforce the heart of the neighbourhood.

13.1.3. Work with School District to make school facilities more broadly available for community programming, sports, indoor and outdoor gathering.

13.1.4. Develop community space as described in the Roundhouse Master Development Agreement, or accept cash-in-lieu to be used for the creation of community facilities elsewhere in the neighbourhood.

13.1.5. Develop the Sustainability Centre, or an alternative public amenity that benefits the Dockside lands, as described in the Dockside Master Development Agreement, through planning that involves the community, the Neighbourhood Association, the City, and the developer.

13.2. Childcare

Intent:

Support the creation of more childcare options to support families with children living in Vic West

13.2.1. Continue to support the Victoria West Community Association in the provision and potential expansion of child and youth care spaces at Vic West Community Centre and Victoria West Elementary School.

13.2.2. Support daycare and eldercare as a use throughout the neighbourhood in accordance with zoning, suitable to the built scale of their immediate surroundings.

13.3. Neighbourhood Inclusion and Safety

Intent:

Foster a safe and inclusive community for all residents

13.3.1. Support improvements to public spaces, such as Banfield Park and the Galloping Goose Trail, to improve the sense of safety at all times of day.

13.3.2. Continue to support a range of non-market and market housing options to support diverse and inclusive community.

13.3.3. Seek opportunities to promote social interaction between different generations through the design of public spaces, parks and public facilities.



14. Arts, Culture and Placemaking



Other Relevant Policies & Bylaws

- Create Victoria Arts and Culture Master Plan (2017)

Goals:

1. Encourage public art and placemaking that celebrate Vic West's identity
2. Support creative entrepreneurs

Vic West is a neighbourhood which has attracted a diverse population of artists. In addition to providing a range of opportunities for living, working, and selling works, a vibrant community weaves arts and culture into everyday life and helps create a strong sense of place. Opportunities for creative placemaking include temporary and permanent public art opportunities in parks and other public spaces. Public art can celebrate Victoria West's unique identity and reinforce the neighbourhood's human and natural heritage.

Arts, Culture and Placemaking, cont'd.

14.1. Neighbourhood Public Art and Placemaking

Intent:

Encourage art and placemaking initiatives that celebrate Vic West's identity

Policies:

- 14.1.1. Introduce public art into small urban village areas as part of streetscape improvements.
- 14.1.2. Incorporate public art into the design of neighbourhood trails, connectors and parks spaces. Identify locations through active transportation and park improvement planning.
- 14.1.3. Partner with arts organizations to encourage art installations in neighbourhood public spaces, such as temporary pop-ups and artist-in-residence initiatives.
- 14.1.4. Engage Songhees and Esquimalt First Nations to determine opportunities for public art in public spaces.
- 14.1.5. Suggested locations for public art may include:
 - a) Craigflower Village and Banfield Park interface
 - b) Victoria West Park and Alston Green
 - c) E&N Rail Trail right of way adjacent to Esquimalt Road
 - d) E&N Rail Trail, other segments
 - e) Public spaces at Bayview Place (including Roundhouse) and Dockside Green

- f) Pedestrian connections within Westside Village (e.g. the stairwell between Tyee Road and the upper parking lot)

14.1.6. Through consultation, the community suggested various themes for public art. Suggestions for the community included: First Nations history and places; the ecology and natural history of the area including the Gorge waterway; the working / industrial history of the neighbourhood; the diversity of people calling Vic West home; urban sustainability; and the artistic creativity of the neighbourhood

14.1.7. Support community-led initiatives in partnership with the City and private development, to establish gateway signs at entrances to Vic West.

14.1.8. Work with the Township of Esquimalt on appropriate gateway designs for the intersection of Esquimalt Road and Dominion Road (see also 6.2.11.).

14.2. Support Creative Entrepreneurs

Intent:

Create/strengthen opportunities to showcase and feature neighbourhood artists and creators.

Policies:

14.2.1. Through the Arts and Culture Master Plan, engage the arts community and non-profit groups in identifying opportunities, incentives and partnerships to create an incubator space including affordable gallery, studio and creative incubation spaces.

14.2.2. Through the Arts and Culture Master Plan, explore ways to link potential creative entrepreneurs, home-based studios and self-employed individuals to available resources for business assistance, skills sharing and access to spaces to make and sell goods.

15. Neighbourhood Amenities and Improvements

This chapter highlights the neighbourhood's priorities for public improvements and amenities. This list captures, at a high level, key neighbourhood improvements identified through consultation. Many projects will require a combination of funding sources to be realized. This list should serve as a guide for future consideration of amenity contributions from development, prioritization of public improvements, seeking funding opportunities and building partnerships.

15.1. Priorities for Neighbourhood Improvement

Neighbourhood priorities are listed in no particular order:

15.1.1. On-site non-market housing: Affordable housing integrated within the neighbourhood was identified as desirable to support a diverse, sustainable and equitable neighbourhood into the future.

15.1.2. Waterfront access improvements (e.g. swim docks, small boat launches, and/or viewpoints), including at Banfield Park, are one of the key recreational opportunities desired in Vic West.

15.1.3. Active transportation routes: While Vic West is served by two major regional trails, consultation identified the need to travel between these trails and neighbourhood destinations more comfortably. Improvements to other active transportation routes in the neighbourhood, as identified in this plan, will help achieve this objective.

15.1.4. Food production: Opportunities for urban food production are important amenities to Vic West residents, and may include community and allotment gardens and community orchards.

15.1.5. Placemaking and public space improvements in urban villages is desired to encourage gathering and to strengthen urban villages as places not only for accessing shopping and services, but also for enhancing livability and building community.

15.1.6. Additional community facility space is desired to support expanded activities, programming and services for area residents. The Westside Village area was identified as an preferred place for additional facility space.

15.1.7. "Complete street" improvements will enhance mobility and connections within the neighbourhood and tie different parts of the neighbourhood together. Bay Street, Skinner Street, Tyee Road, and Esquimalt Road are seen as priorities with opportunities for streetscape improvements through future redevelopment, or other investment.

Other Relevant Policies & Bylaws

- Density Bonus Policy
- Parks and Open Spaces Master Plan
- Bicycle Master Plan
- Pedestrian Master Plan
- Community Gardens Policy
- Great Neighbourhood Program
- City grant programs

16. Action Plan

The action plan provides a high-level list of actions identified in this draft plan. Implementation of this action plan must be balanced with available resources and other City priorities. The improvements may be accomplished through a combination of funding sources, including City capital programming, amenity contributions from development, senior government grants, and partnerships with other public, non-profit or private entities. Any future actions are to be considered through the City's budget process which occurs annually.

16.1. Plan Monitoring

The action plan is to be used as a working document and should be reviewed periodically (every 3-5 years) with the community as part of monitoring and adaptive management of the plan, in order to consider changing circumstances, desires and progress made.

16.2. Neighbourhood-based initiatives

Where City resources are limited, stakeholders are encouraged to seek other means of furthering priorities in this plan, including local improvement districts, partnerships, grant funding and other sources of funding to advance the objectives of this plan.

Topic	Short-term Actions (2018-2020)	Year	Lead	Funded?
Transportation and Mobility	Assess the Catherine Street at Bay Street lane designations for left and right turns (north side of intersection)	2018	Engineering and Public Works	√
	Share community feedback on pathways across Vic West School field with School District 61 (see Policy 3.3.9.)	2018	Sustainable Planning and Community Development	√
	Assess Langford Street at Russell Street for visibility and stop sign (see Policy 3.6.2.)	2018	Engineering and Public Works	√
	Complete pedestrian and bicycle connections from Vic West to downtown on the Johnson Street Bridge	2018	Engineering and Public Works	√
	Complete Point Ellice (Bay Street) Bridge rehabilitation	2018	Engineering and Public Works	√
	Replace the temporary barrier at Reno Street and Belton Avenue with a permanent barrier (see Policy 3.3.13.)	2018	Engineering and Public Works	√
	Add pylons or other physical separation for cycling along Skinner Street between Alston Street and Langford Street (see Policy 3.4.3.)	2019	Engineering and Public Works	√

Figure 41. Short-term Actions

Topic	Short-term Actions (2018-2020)	Year	Lead	Funded?
Transportation and Mobility (cont.)	<p>Assess transportation conditions at the following locations and update Neighbourhood Plan and Action Plan with suggested improvements as warranted:</p> <ul style="list-style-type: none"> • Skinner Street, for improvements for pedestrian and cyclist comfort and safety, including visibility, crossings, vehicle speed and intersection improvements, from Russell Street to Langford Street (see Policy 3.4.3.). • Evaluate the crossing of Craigflower Road at Raynor Ave. to determine if improvement is needed (see Policy 3.4.4.) • Mary Street, for speeding and cut-through traffic, and improvements for pedestrian safety, including intersection visibility and crossings at Wilson Street (see Policy 3.6.3.). • Selkirk Street, for vehicle speed and cut-through traffic from Banfield Park to the Esquimalt border (see Policy 3.6.4.). • Wilson Street from Dominion Road/Viewfield Road to Rothwell Street, for pedestrian and cyclist safety, including visibility, crossings, vehicle speed and intersection improvement (see Policy 3.6.5.). • Rothwell Street for vehicle speeds, commercial traffic volume and road designation and crossing at Esquimalt Road (see Policy 3.6.6.). • Hereward Road for vehicle speed and cut-through traffic (see Policy 3.6.6.). • Dalton Street south of Wilson Street for vehicle speed and cut-through traffic (see Policy 3.6.7.). • Bay Street between Tyee Road and Esquimalt Road, for vehicle speed, visibility, crossings and other improvements for pedestrian safety to improve connections between residential neighbourhood and Vic West Park and Westside Village (see Policy 3.6.8.). • Assess E&N Trail crossing at Wilson Street for safety and visibility (see Policy 3.3.12.). • Evaluate opportunities for short-term sidewalk improvements on Langford Street between Alston Street and Tyee Road, and potential improvements to Alston Road, through update to pavement management plan (see Policy 3.3.10.). • Monitor and review speed limit along Esquimalt Road following completion of new Johnson Street Bridge (see Policy 3.3.20.). • Assess Craigflower Road, Tyee Road, Bay Street, Wilson Street and Esquimalt Road for consistency of speed limits along corridor and across municipal boundaries (see Policy 3.6.9.). 	2019 (through 2018 budget planning)	Engineering and Public Works	
	Complete All Ages and Abilities connection on Harbour Road (see Policy 3.2.1.).	2019	Engineering and Public Works	
	Complete pilot All Ages and Abilities route on Kimta Street, including crossing at Esquimalt Road and assessment of lighting on the pathway behind the Delta Hotel (see Policy 3.3.16.).	2019	Engineering and Public Works	
	Complete the bicycle and pedestrian connection from the Galloping Goose to the Bay-Tyee intersection through the Railyards (see Policy 4.13.2.).	Subject to development	Private Development	

Figure 41. Short-term Actions, cont.

Topic	Short-term Actions (2018-2020)	Year	Lead	Funded?
Parks, Open Space and Waterfront	<ul style="list-style-type: none"> Implement the Vic West Park Improvement Plan (see Policy 4.15.1.) Assess vehicle drop-off/ parking conditions on Esquimalt Road for skate park (see Policy 4.15.2.). 	2017-2021	Parks, Recreation and Facilities; Engineering and Public Works	
	<ul style="list-style-type: none"> Share community feedback on Galloping Goose with CRD, including improved lighting between Banfield Park and Harbour Road, Trans-Canada Trail pavilion intersection, visibility and speed of motorized vehicles; identify next steps (see Policy 4.11.1.). 	2018	CRD; Sustainable Planning and Community Development	
	Complete a habitat assessment to determine the feasibility of new or expanded public swim docks at Arm Street, Burleith and Banfield Parks (see Policy 4.6.1, 4.6.2, 4.8.1).	2018-2019	Parks, Recreation and Facilities	
Housing, Urban Villages and Employment	Update the Official Community Plan to reflect the land use directions in this plan.	2018 – concurrent with plan adoption	Sustainable Planning and Community Development	√
	Update Development Permit Area boundaries and guidelines for Urban Villages, Urban Residential and Employment Corridors and Townhouses to reflect area-specific policies in this plan.	2018 – concurrent with plan adoption	Sustainable Planning and Community Development	√
	Create zoning options for ground-oriented infill development including townhouses, duplexes, triplexes, fourplexes, and small apartments as described in this plan.	2019-2020	Sustainable Planning and Community Development	√
	Update the Neighbourliness Guidelines for Duplexes to reflect policies in this plan.	2019-2020	Sustainable Planning and Community Development	√
	Revise Small Lot House Rezoning policy to support secondary suites in small lot homes in Vic West and to consider smaller lot size as identified in this plan.	2019-2020	Sustainable Planning and Community Development	√
	Update zoning to reflect Industrial Employment areas policies in this plan.	2019-2020	Sustainable Planning and Community Development	√

Figure 41. Short-term Actions, cont.

Topic	Short-term Actions (2018-2020)	Year	Lead	Funded?
	Amend zoning to allow for a secondary suite and garden suite on heritage designated properties.	2019-2020	Sustainable Planning and Community Development	√
	Update the house conversion regulations, or develop new regulations, to support the retention and adaptive re-use of smaller heritage properties through the addition of habitable space and to create incentives for voluntary designation.	2019-2020	Sustainable Planning and Community Development	√
Neighbourhood Food Systems	Create voluntary guidelines for urban food production in mixed-use and multi-unit developments	2018-2020	Parks, Recreation and Facilities	√

Figure 41. Short-term Actions, cont.

Topic	Medium-term Actions (2021-2027)	Lead	Funded?
Transportation and Mobility	Complete the E&N Trail segment through the Roundhouse development (see Policy 3.2.3.).	Private Development	
	Establish a formal connection to the E&N Trail at Sherk Street (see Policy 3.3.11.).	Engineering and Public Works	
Parks, Open Space and Waterfront	Expand Songhees Park through improvements to the Johnson Street Bridge lands consistent with the Council-approved concept design (2017) (see Policy 4.20.1.).	Parks, Recreation and Facilities	
	Complete public spaces, including Bridges Park and the entry plaza, in the Railyards Master Development Agreement (see Policy 4.13.1.).	Developer	
	Complete public spaces, including Sitkum Park and Turntable Plaza, in the Roundhouse Master Development Agreement. (Timing dependent on development) (see Policy 4.9.2.).	Private Development	
	Complete a Park Improvement Plan for Banfield Park (see Policy 4.8.1.).	Parks, Recreation and Facilities	
Infrastructure and Green Development	Adopt guidance for any development adjacent to the water, consistent with Provincial Guidance on planning for sea level rise (see Policy 11.5.2.).	Sustainable Planning Community Development	
	Identify city infrastructure and facilities susceptible to impacts from sea level rise and develop strategies to adapt (see Policy 11.5.3.).	Sustainable Planning Community Development; Victoria Emergency Management Agency, Engineering Public Works	
Art, Culture and Placemaking	Concurrent with the Banfield Park improvement plan, develop a design for Craigflower Village streetscape, pedestrian environment, and Banfield park street frontage (see Policy 7.5.1.-7.5.4.).	Parks, Recreation and Facilities; Sustainable Planning & Comm. Development; Engineering and Public Works	

Figure 42. Medium-term Actions

Topic	Long-term Actions (2028+)	Lead	Funded?
Transportation and Mobility	Improve cycling and pedestrian facilities for Point Ellice Bridge as part of future bridge improvements (see Policy 3.4.1.).	Engineering and Public Works	
	Develop the Alston Street corridor as a north-south pedestrian and bicycle linkage between the Galloping Goose and the Westsong Walkway (see Policy 3.3.1., 3.3.10., 3.4.3.).	Private Development, Engineering and Public Work	
	Complete improvements to pedestrian and bicycle safety in Banfield Park (see Policy 3.3.3.).	Parks, Recreation and Facilities	
	Complete any outstanding segments of E&N Rail corridor (see Policy 3.2.3.).	Private Development; Engineering and Public Works	
	Complete All Ages and Abilities connections along William Street and areas adjacent to the Vic West Elementary School field (see Policy 3.3.2.).	Engineering and Public Works	
	Complete the All Ages and Abilities route along Selkirk Road from Banfield Park to Tillicum Road (see Policy 3.1.1.).	Engineering and Public Works	
	Work with CRD and BC Hydro to improve trail access to E&N Trail through Hereward Park (see Policy 3.3.6.).	CRD, Parks, Recreation and Facilities	
	Consider trail re-alignment through Triangle Park to reflect pedestrian travel patterns (see Policy 4.14.1.).	Parks, Recreation and Facilities	
Parks, Open Space and Waterfront	Complete public spaces, including Dockside Commons, the Greenway and the park adjacent to the Galloping Goose south of the Point Ellice Bridge in the Dockside Master Development Agreement (see Policy 4.10.1.).	Private Development	
	Complete a planning process for Arm Street Park and Burleith Park, which also includes further consideration a long-term goal of creating an environmentally sensitive waterfront pathway on all or part of the waterfront west of Banfield Park, considering land use policies and the potential for voluntary easements (see Policy 4.1.5., 4.1.6, 4.6.1., 4.6.2.).	Parks, Recreation and Facilities	
	Add wayfinding signage and other improvements along Westsong Walkway (see Policy 4.2.4., 4.17.1., 4.19.1., 4.20.1.).	Parks, Recreation and Facilities	
Heritage	Complete a reconnaissance survey of the neighbourhood to identify buildings of heritage merit (see Policy 10.1.2.).	Sustainable Planning & Community Development	

Figure 43. Long-term Actions

Topic	Ongoing Actions	Lead	Funded?
Heritage	Continue to work with owners to voluntarily designate buildings of heritage merit (see Policy 10.1.1.).	Sustainable Planning & Community Development	
	Consider citizen-initiated Heritage Conservation Areas, if proposed (see Policy 10.2.1.).	Sustainable Planning and Community Development	
Arts, Culture and Place-making	Implement the Arts and Culture Master Plan initiatives specific to Vic West (see Policy 14.2.).	Arts, Culture and Events	
	Support community-led placemaking initiatives (see Policy 14.1.).		
Infrastructure and Green Development	Continue underground infrastructure upgrades consistent with City master plans (see Policy 11.2.1.).	Engineering and Public Works	
	Identify opportunities for stormwater management on public lands and streets as part of road resurfacing, active transportation projects and other opportunities, as resources allow (see Policy 11.2.2., 11.2.3.).	Engineering and Public Works	
Transportation and Mobility	Periodically review parking needs upon request and explore new parking management strategies as required (see Policy 3.7.3.).	Engineering and Public Works	
	Continue to complete other neighbourhood-identified active transportation improvements as funding allow or through redevelopment where appropriate (see Policy 3.1.1.).	Engineering and Public Works	
Parks, Open Spaces and Waterways	Support community-led efforts, in partnership with the City, to create new public docks, wharves and other public access for neighbourhood swimming and/or watercraft at locations identified in this plan (see Policy 4.2.4.).	Parks, Recreation and Facilities	
	Collaborate with the Greater Victoria School District on park/open space improvements adjacent to school properties (see Policy 3.3.9.).	Parks, Recreation and Facilities	
	Continue to work with community, CRD, industry and provincial and federal partners to improve and restore water and environmental quality in the Gorge Waterway (see Policy 4.1.1.).	Parks, Recreation and Facilities	
	Support community efforts to establish a continuous marine trail linking View Royal, Esquimalt and Saanich (see Policy 4.2.3.).	Parks, Recreation and Facilities	
Neighbourhood Food Systems	Identify suitable locations for community orchards, community gardens and other food features on public and private lands, in response to community interest and partnership (see Policy 12.2.2.).	Parks, Recreation and Facilities	

Figure 44. Ongoing Actions

17. Glossary of Terms

Affordable Housing: Housing that falls within the financial means of a household living in either market or non-market dwellings. Total costs for rent or mortgage plus taxes (including a 10% down payment), insurance and utilities should equal 30 percent or less of a household's gross annual income. Housing affordability is influenced by household income, and cost and supply of housing.

Apartment: A dwelling located in a multi-story, multi-unit building that accesses the ground via shared corridors, entrances and exits.

Attached Dwelling: A building used or designed as three or more self-contained dwelling units, each having direct access to the outside at grade level, where no dwelling unit is wholly or partly above another dwelling unit.

Attached Housing: Any form of housing where more than two individual dwellings are structurally attached including duplexes, townhouses, row-houses, and apartments regardless of tenure.

Complete Streets: Transportation facilities that are designed and operated to enable safe access for all users – pedestrians, cyclists, public transit passengers and vehicles, commercial vehicles and automobiles. Users of all ages and abilities must be able to safely move along and across a Complete Street.

Cohousing: is an intentional community of private homes clustered around shared space. Each attached or single family home has traditional amenities, including a private kitchen. Shared spaces typically feature a common house, which may include a large kitchen and dining area, laundry, and recreational spaces.

Cooperative Housing: Housing owned by a non-profit cooperative association, where residents

have a share of ownership and often pay a monthly housing charge.

Density: The number of dwelling units on a site expressed in dwelling units per acre or units per hectare or Floor Space Ratio (FSR)

Development Permit: A document that includes approved site and building development plans illustrating land use, landscaping, built form, intensity of use, and appearance of the site and buildings, as well as conditions of development approval.

Development Permit Area: Under the Local Government Act (LGA), local governments may designate areas of land known as a development permit areas (DPA) for one or more purposes.

District Energy System: The provision of heating, cooling or electricity through the production of steam, hot water or chilled water at a central plant that is then distributed through piping to individual buildings in a larger neighbourhood or community.

Duplex: A two family dwelling.

Dwelling Unit: Any room or suite of rooms, intended for use by one household exclusively as a place of residence.

Employment Uses: A mix and range of office, industrial, warehousing, transportation and logistics, construction, communication, technology, commercial and financial services, retail and wholesale, institutional, research, education, public service and similar or related land uses and activities.

Fee Simple: Private ownership of property with no strata-title ownership or obligations.

Floor Space Ratio: The ratio of the total floor area of a building to the area of the lot on which it is situated.

Frequent Transit: Transit service that provides medium to high density land use corridors with a convenient, reliable, and frequent (15 minutes or better) transit service all day long. The goal of the Frequent Transit network is to allow people to spontaneously travel without having to consult a transit schedule and is characterized by transit priority, right-of-way improvements, a high level of transit stop amenities, and corridor branding.

General Employment: consists of primarily employment generating uses and accessory mixed-uses including light industrial, commercial, and institutional uses contained within a wide range of low to medium-rise building forms, including those with large floor plates on lots with space suitable for vehicle circulation, shipping and delivery.

Ground-Oriented Dwelling: A residential unit that has individual and direct access to the ground, whether detached or attached, including single-detached dwellings, duplexes and townhouses, as well as the principal unit and secondary suite in single-detached dwelling.

Heritage Character: Overall effect produced by traits or features which give heritage property or an area a distinctive appearance or quality.

Heritage Conservation: Includes, in relation to heritage, any activity undertaken to protect, preserve or enhance the heritage value or heritage character (including but not limited to character-defining elements) of heritage property or an area.

Heritage Designation: Bylaw to protect a heritage property that is formally recognized for its heritage value from exterior alterations, removal or demolition without the approval of City Council.

Heritage Merit: A building having heritage merit is one which is identified as having heritage value related to its architectural, historical, or cultural characteristics, but is not listed on the Heritage Register as “Heritage-Registered” or “Heritage-Designated.”

Heritage Property: A structure, building, group of buildings, district, landscape, archaeological site or other place in Canada that has been formally recognized for its heritage value.

Heritage Register: A list of property that is formally recognized by the local government to have heritage value or heritage character.

Heritage Value: The historic, cultural, aesthetic, scientific or educational worth or usefulness of (heritage) property or an area. The heritage value of a heritage resource is embodied in its heritage character.

Houseplex: A development of three or more units whose form and massing is compatible with traditional residential neighbourhoods. It often appears similar to a large detached house. Can be in stacked units or townhouse-style configurations.

Intensification: The development of a property, site or area at a higher density than currently exists through: a) redevelopment, b) the development of vacant and/or underutilized lots within previously developed areas; c) infill development; and, d) the expansion or conversion of existing buildings.

Large Urban Village: consists of low to mid-rise mixed-use buildings that accommodate ground-level commercial, offices, community services, visitor accommodation, and multi-unit residential apartments, with a public realm characterized by wide sidewalks, regularly spaced street tree planting and buildings set close to the street frontage, anchored by a full service grocery store or equivalent combination of food retail uses, serving either as a local, rapid or frequent transit service hub.

Low-Rise Building: A building four storeys or less in height.

Mixed Use: Different uses in relatively close proximity either in the same building (apartments above a store) or on the same or site or, when referring to an area or district, on an adjacent site (light industry adjacent to an office building).

Multi-unit: A building containing three or more dwelling units, also referred to as multi-family or a multiple dwelling.

Non-market rental housing: Housing that is rented at a price that is not set by market forces but set and controlled over time by some other means. Non-market rental housing is generally delivered by non-profit or public agencies. Social housing is a subset of non-market housing.

Official Community Plan: An Official Community Plan (OCP) can be developed by both municipalities and regional districts. The OCP provides the longer term vision for the community. Under the Local Government Act section 875, an OCP is a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan, respecting the purposes of local government.

Open Space: Land that provides outdoor space for unstructured or structured leisure activities, recreation, ecological habitat, cultural events or aesthetic enjoyment that is generally publicly-accessible, and that is not a designated City of Victoria park. Open space includes private lands, public lands and City-held property.

Park: Land managed by the City of Victoria that provides outdoor space for unstructured or structured leisure activities, recreation, ecological habitat, cultural events, or aesthetic enjoyment, not including planted areas within street rights of way.

Placemaking: A holistic and community-based approach to the development and revitalization of cities and neighbourhoods, that creates unique places of lasting value that are compact, mixed-use,

and pedestrian and transit-oriented with a strong civic character.

Passive house: A rigorous, voluntary standard for energy efficiency in a building, reducing its ecological footprint. It results in ultra-low energy buildings that require little energy for space heating or cooling.

Priority Frequent Transit: Transit service that provides medium to high density land use corridors with a convenient, reliable, and frequent (15 minutes or better) transit service all day long. Priority Frequent Transit differs from Frequent Transit, as it includes a semi-exclusive right of way on portions of the route for transit vehicles.

Public art: Works of art in any media that has been planned and executed with the specific intention of being sited or staged in the physical public domain, usually outside and accessible to all.

Rapid Transit: Transit service designed to move high volumes of passengers between major regional destinations along key transportation corridors. Services are very frequent (15 minutes or better) and stop less often than traditional transit services. To improve travel time and reliability Rapid Transit utilizes an exclusive or semi-exclusive right of way to eliminate or significantly reduce the impact of general traffic on transit vehicles. Rapid services use high capacity transit vehicle technologies such as light rail and bus rapid transit vehicles.

Sense of Place: The subjective experience of a place as having physical and social attributes that make it distinctive and memorable.

Street Wall: A generally continuous edge of building facades that collectively define streets and sidewalks, and include portions of building facades above the ground.

Small Lot House: A house whose lot size and design meets the requirements of the City’s Small Lot Rezoning Policy.

Small Urban Village: consists of a mix of commercial and community services primarily serving the surrounding residential area, in low-rise, ground-oriented multi-unit residential and mixed-use buildings.

Streetscape: All the elements that make up the physical environment of a street and define its character. This includes paving, trees, lighting, building type, style, setbacks, pedestrian amenities, street furniture, etc.

Townhouse: A variety of 3 or more residential buildings where individual houses lining a street share adjacent walls in common under a strata title, with each dwelling unit having a separate entrance and yard area. Stacked townhouses are stacked on top of each other, each with its own front door and private outdoor space.

Traditional Residential: consists primarily of residential and accessory uses in a wide range of primarily ground-oriented building forms including single, duplexes, townhouses and row-houses, house conversions, and low-rise multi-unit residential and mixed-use buildings.

Transit-oriented development: (TOD) is a mixed-use residential and commercial area designed to maximize access to public transport, and often incorporates features to encourage transit ridership while dissuading the ownership of automobiles.

Triplex: Three units sharing a dividing partition or common wall.

Two Family Dwelling: A building consisting of two self-contained dwelling units which share a common wall or an area that forms the floor of one unit and the ceiling of the other and are not linked by a trellis, deck, breezeway or similar connection.

Urban Design: Urban design is concerned with the human-made environment. It is a discipline that is dedicated to the relationships among the fields of urban planning, architecture and landscape architecture. The concerns of urban design range from a broad level, such as the layout of entire cities,

to particular aspects of designed environments such as architectural detailing, landscaping and street furniture.

Urban Residential: consists primarily of multi-unit residential in a wide range of detached and attached building forms, including townhouses and row-houses, low and mid-rise apartments, with a residential character public realm featuring landscaping and street tree planting, and mixed-uses located along arterial and secondary arterial roads.

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