

F.1 Local Area Plans, OCP Amendments and Zoning Guidance for Fernwood, North Park and Hillside Quadra

Council received a verbal update from planning staff regarding the proposed local area plans, and provided clarification for members of the public.

Council discussed the following:

- *Quadra Village Community Centre event planning*
- *BC Housing Evergreen Terrace Master Plan*
- *Feedback received from the community*

Moved By Mayor Helps

Seconded By Councillor Potts

That Council:

1. Receive for information the Village and Corridor Planning Phase 1 Engagement Summary and the Local Issues, Opportunities, and Implementation Summary.
2. Consider approval of Hillside-Quadra Neighbourhood Plan (2022), the North Park Neighbourhood Plan (2022), the Fernwood Neighbourhood Plan (2022), and the edited Downtown Core Area Plan (2022) at the same Council meeting at which the associated Official Community Plan Amendment Bylaw is considered for adoption, and allow for public comment.
3. Direct staff to bring forward an Official Community Plan Amendment Bylaw for first and second readings prior to consideration at a public hearing.
4. Rescind the Hillside-Quadra Plan and Design Guidelines Parts 1, 2, and 3 (1996), the North Park Plan (1996), and the Fernwood Plan (1994) following approval of the respective 2022 Plans.
5. Direct staff to prepare amendments to the Zoning Regulation Bylaw to pursue Option 3 in Attachment J of this report to implement City-initiated zoning for residential rental tenure in locations both on and off frequent transit corridors and bring forward for Council consideration at a later date.
6. Direct staff to develop one or more “destination” zones as outlined in Attachment J of this report and bring forward for Council consideration at a later date.
7. Direct staff to prepare updates to the Inclusionary Housing and Community Amenity Policy to reflect the intent of the new Urban Place Designations developed during the Village and Corridor Planning Process – Phase 1, if the Official Community Plan amendments are approved by Council.
8. Invite written comment from the Downtown-Blanshard Advisory Committee, the Fernwood Community Association, the Hillside-Quadra Neighbourhood Action Committee and the North Park Neighbourhood Association to inform Council’s consideration of the Neighbourhood Plans and potential OCP amendments.

FOR (4): Mayor Helps, Councillor Alto, Councillor Andrew, and Councillor Potts

OPPOSED (3): Councillor Isitt, Councillor Thornton-Joe, and Councillor Young
CARRIED (4 to 3)

DRAFT

**Postponed Motion from the May 19,
2022 Daytime Council Meeting**

**F.2 Local Area Plans, Official Community Plan Amendments and Zoning
Guidance for Fernwood, North Park and Hillside-Quadra**

That Council:


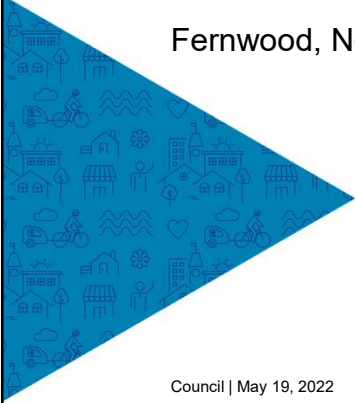
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2022 | CITY OF VICTORIA | Community Planning

Village and Corridor Planning

Fernwood, North Park and Hillside-Quadra

Council | May 19, 2022


1

Purpose

To report back to Council with implications of concurrent zoning work, as per May 5 direction:

That Council direct staff to provide a verbal report at the May 19 Daytime Council Meeting on the implications of having the Zoning Bylaw amendments – including details regarding Residential Tenure Zoning and conditions for Pre-Zoning -- considered concurrently with the Official Community Plan amendments and Neighbourhood Plans.

2 Village and Corridor Planning | May 5, 2022 Committee of the Whole



2

Background

- New Neighbourhood Plans for Hillside-Quadra, North Park and Fernwood Neighbourhoods brought forward for Council consideration
- Work includes OCP amendments for plan alignment and design guidelines
- Application of rental tenure zoning in specific areas identified as part of implementation following plan approvals
- Concerns raised at May 5 COTW meeting that plan approvals without zoning updates may cause land speculation

3 Village and Corridor Planning | May 5, 2022 Committee of the Whole



3

Areas to consider for RRTZ pre-zoning

- Limited areas of on- and off-corridor
- Focus on areas that can add new purpose-built rental homes without displacing existing
- Exclude sites that have constraints, including recognized heritage assets
- Reflect densities in OCP
- Reflect setbacks and provisions of *General Urban Design Guidelines*



4

Response

- City-initiated rental tenure zoning unlikely to influence land speculation (unlikely to mitigate *or* encourage)
- OCP policies, *Inclusionary Housing and Community Amenity Policy*, and Local Area Plans will be very clear about expectations
- Since zoning implements policies, we need to confirm policies prior to zoning update

5

Proposed Polices Set Expectations

- **Urban Place Designations** set expectation for public benefit at different scales
 - e.g. secured rental + additional benefit in Housing Opportunity above 2:1 FSR
- **Local area plan** polices set additional expectations of development
 - e.g. family-friendly housing, rental retention / replacement
- **Design guidelines** set clear expectation for good site planning and design

6

Other Considerations

- Consider policies prior to zoning (implementation) due to their substantive nature
- Concurrent consideration of zoning will delay project
- Meeting public expectations after 2-year process
- Engagement fatigue, especially in equity-seeking groups
- Delay in adding capacity for diverse homes in strategic areas and alleviating pressure on existing rental

7

Recommendation

- Proceed to Public Hearing on OCP amendments and Neighbourhood Plans.
- If approved, staff to bring back zoning proposal.
- Zoning anticipated in September 2022.

8

Village and Corridor Planning

Phase 1: North Park, Hillside-Quadra, Fernwood



[REDACTED]

From: Victoria Mayor and Council
Sent: June 2, 2022 1:51 PM
To: Public Hearings
Subject: Fw: Please support the proposed Fernwood Neighbourhood Plan

Categories: [REDACTED]

From: Eric Swanson [REDACTED]
Sent: June 1, 2022 10:32 PM
To: Victoria Mayor and Council <mayorandcouncil@victoria.ca>
Subject: Please support the proposed Fernwood Neighbourhood Plan

Hi Mayor and Council,

My name is Eric Swanson and I live at 1274 Centre Rd., near Fernwood Village. My wife and I have lived in the neighbourhood since 2014, we have a young daughter who goes to daycare at the Fernwood Community Centre, and we're currently trying to figure out how to bring my mom to the neighbourhood, too (though finding housing has, of course, been hard).

I'm also someone who has been involved in the housing affordability issue, generally, first with a non-profit called Generation Squeeze (2014-2021) and recently as part of a policy and planning consultancy I run with my wife.

In this email, I'd like to first express my strong support for the proposed Fernwood Neighbourhood Plan and then close with some comments re: concerns about land value escalation and non-market housing.

Fernwood Neighbourhood Plan

- I think I've been engaged in the process since the beginning (initial online surveys, then workshops, then walkshops and more surveys, etc.). Through the process I've seen the material evolve and personally, I feel like a lot of my own feedback and what I heard from others during the various events is well reflected in the final plan. I.e. It seems to me that staff did a really good job listening and carefully integrating what they heard.
- If I could change anything, it would be expanding the "Housing Opportunity" areas (which imagine 5-6 stories **AND THUS**, "opportunity" for more affordable units and amenities) beyond the major roads. Why? Equity. I don't think it's fair that we concentrate the most affordable units/densest buildings along major roadways with the greatest levels of noise and air pollution. That said, it's not a hill I'd die on and I understand there are plans to rehabilitate e.g. Bay Street to make it a more comfortable road to live on/next to.
- Throughout the process, I really appreciated how staff made the trade-offs clear (we can't have it all e.g. lots of parking AND lots of green space).
- **Overall, SO GOOD. Very excited. Please please move it forward to a public hearing!**

Thanks for your work!

Eric

HQCOLLECTIVE

Hillside-Quadra Collective - <https://hqcollective.ca>

Building a more accessible, inclusive, and joyful neighbourhood together.

Hillside-Quadra Collective
1356 McNair Street
Victoria, BC V8T 2S3
hqcollectivehq@gmail.com

Mayor and Council
1 Centennial Square
Victoria, BC V8W 1N9
councillors@victoria.ca

June 8, 2022

Re: Feedback on the Hillside-Quadra Neighbourhood Plan

Dear Mayor and Council,

The Hillside-Quadra Neighbourhood Plan is coming along nicely, and residents have told us that they see many improvements from the previous version based on their feedback. However, there are a few key pieces that residents feel are either missing or, or that need to be strengthened before the plan is approved. Here is a summary of what we have heard:

- On May 23rd, 2019 City Council voted unanimously to ask staff to amend the zoning bylaw and OCP "to limit the permissible uses at 950 Kings Road to a school, park, community centre, gymnasium or fitness centre, daycare centre, art school, cultural centre, community garden or library." **This commitment is not reflected in the current draft plan.**
- The Greater Victoria Public Library's 2010 facilities plan, "[Making Space for the Future](#)" identified the need for a 5000 square foot neighbourhood branch near Hillside Avenue, to be built by 2026 (p13). This need is supported by the commitment to improving library service in the north end of the city in the 2019-2023 Strategic Plan. **The importance of library access in this underserved neighbourhood is not adequately reflected in the current draft plan.**
- Residents of the North East corner of the neighbourhood (near Cook and Finlayson) were pleased to see both a greenway connecting Topaz, Summit, Peacock Hill, and Cedar Hill parks, and a small urban village at Highview and Finlayson included in the plan.
- There is an acute need for a southbound bike lane on Cook Street between Lang (where the Saanich lane ends) and Empress (where one can easily connect with Vancouver Street), where fast-moving traffic is a danger to cyclists. There is also a need for a cyclist-activated button for the pedestrian crossing signal at Hillside and Blackwood.
- Residents would like Quadra Mews to be a pedestrian space (perhaps with the exception of

delivery vehicles serving adjacent businesses at certain times of day). It is currently identified as having "slow vehicle movement", which runs counter to the stated goal of a "pedestrian-friendly laneway with...new secondary storefronts, public seating [and] greenery."

- Public Space proposals #1 and #10 could be combined by creating an outdoor stage at the Warehouse School (the site of a very successful concert as part of the 2021 Out There Art Festival).

Sincerely,

A handwritten signature in cursive script that reads "Vincent Gornall".

Vincent Gornall
Chair
Hillside-Quadra Collective



June 8, 2022

Dear Mayor Helps, Council and City of Victoria Planning Department,

This is the response by the Fernwood Community Association Land Use Committee (LUC) Neighbourhood Plan Working Group in regards to the 2022 draft Fernwood Neighbourhood Plan (Plan).

Engagement held by the Planning Department over the last two years identifies not only the long overdue and complex nature of the planning updates needed for the Fernwood neighbourhood but also the high expectations residents, community organizations, developers and planners have for the draft Fernwood Neighbourhood Plan. While the LUC Neighbourhood Plan Working Group supports a great number of these updates and welcomes the renewed sense of direction inherent in the 89 page draft Plan, our support cannot be whole-hearted; it is tempered by the knowledge that many aspects of the Plan are in conflict with the realities of Fernwood as a neighbourhood and community.

Ahead of the responses below, we want to thank Marc Cittone and Lauren Klose at the Planning Department for their work and for the opportunity to provide feedback. We fully support and look forward to the development of a Community-led Action Guide. Lastly, our Working Group welcomes comments, corrections and discussion: fernwoodlanduse@gmail.com

COMMENTS ON PROCESS

One of the most basic conflicts relates to process. Unlike the updates for neighbourhoods like Fairfield, the Fernwood planning update began as a limited examination of specific areas rather than a holistic look at the entire neighbourhood. Despite considerable pushback from residents, this emphasis on 'Villages and Corridors' is still prevalent throughout the 2022 draft Plan resulting in a document that often speaks more to the City's plans for Fernwood than neighbourhood and community plans for Fernwood.

A related issue pertains to the quality of public engagement around the draft Plan. Was it equitable? Diverse? And inclusive? How many renters and apartment dwellers know about the Plan? How many who are English as a second language? Low income? Not computer savvy? Or exhausted? Every Fernwood resident deserves to hear about the 30 year plan for their street. If a resident does want to question or criticize, the general invitation to call planning can be intimidating, let alone the prospect of presenting at public hearings for the neighbourhood. We suggest an info sheet in every mailbox with some basic info and a phone number to call with a friendly person to answer questions.

ENGAGING INDIGENOUS PERSPECTIVES

While there are multiple areas in the Plan that indicate a desire to engage with indigenous perspectives, as of yet there are no concrete outcomes. In addition to being an interesting analysis of four case studies detailing the often unsettling and difficult but profoundly necessary and rewarding intersections between planners and indigenous peoples, The book *Planning for Coexistence?* (2016) by Libby Porter and Janice Barry, makes an excellent recommendation with respect to methodological concepts for engaging indigenous perspectives. The authors suggest that viewing planning as a "contact zone" (p.33) is a meaningful strategy for engaging indigenous perspectives. We raise this point here because we



support the goals of reconciliation, and also see a need for indigenous perspectives in local, urban planning contexts.

In the following sections, our responses follow the organizational layout of the Plan.

1a. FUTURE LAND USE, RENTERS & AFFORDABLE HOUSING

Another area of potential conflict between the general tenor of residents' views and the offered Plan is the development emphasis of the Plan. The Future Land Use section, particularly when taken together with the Missing Middle Housing Initiative, represents a widescale upzoning of the Fernwood neighbourhood to facilitate mainly residential and some commercial densification. To be clear, the LUC Working Group supports increases to housing and in general principle, zoning for both residential and commercial densification.

At issue for the LUC is the disproportionate and negative impact zoning for development will have on renters, who make up nearly 70% of the Fernwood population and often live in shared, affordable rental situations. Traditionally, both the Tenant Assistance Policy (TAP) and engagement from Community Association Land Use Committees (CALUC) are triggered through rezoning applications as part of development. The upzoning in the Plan signals a loss of the essential triggers, meaning a diminution of effective oversight, leaving potentially vulnerable tenants to bear the brunt of increased patterns of displacement and housing precarity alone.

Upzoning for development will eventually contribute to the number of future homes, but it does not resolve the current problem of little to no access to affordable housing for those in need of a home. In this sense the Plan perpetuates the very inequalities it seeks to solve. Yes, the solution is complex. So too is the situation for renters who have no place to live in the interim period between displacement and finding affordable housing. To start we suggest putting renters first by strengthening protections for renters, tracking displaced renters as well as units lost to development and putting considerable effort into building affordable housing well in advance of all other kinds of development.

1b. FUTURE LAND USE & PROTECTION OF MATURE TREES

Zoning for density as part of Future Land Use also conflicts with the need to maintain the urban forest of Fernwood. While the Plan states that it supports "green and leafy streets" most streets in Fernwood do not have typical boulevards with mature trees. Rather, mature trees are often located in private yards. If the lot is to be developed and the trees found within allowable building footprints, they are not protected by the Tree Protection Bylaw. Additionally, developments tend to use saplings rather than mature trees when planting required replacement trees. In the shift towards increased housing density, Fernwood needs the canopy mature trees provide to mitigate climate change, reduce extreme heat and to absorb smoke and pollution.



2. BAY STREET VILLAGES: POTENTIAL FOR TRAFFIC CONGESTION

As a two-lane transportation corridor with parking allowed, Bay Street is busy. Traffic is already heavy, especially at peak hours and hospital shift changes. Ambulances travel this route to reach the Royal Jubilee Hospital and two bus routes use this corridor along with large delivery and construction vehicles. Encouraging commercial endeavors in the Bay Street “villages” would add to the congestion as would proposed 4- to 6- storey apartment buildings. The reconfiguration of Bay St. in the North Park area to remove parking has increased the congestion effect already by backing up traffic. Average speed of vehicles between Richmond and Quadra is probably about 2 km per hour in busy times. There are some sections where traffic has no room to pull over to allow an emergency vehicle to pass. A lack of on street parking could negatively impact small businesses looking to relocate to the area. If Bay Street is to remain an emergency route, careful practical application of both zoning and planning guidelines may not suffice to ensure smooth access to vehicles of all kinds as well as pedestrian and cyclist safety.

3. SHARED LARGE URBAN VILLAGES: POTENTIAL FOR SHARED KNOWLEDGE

The idea that larger urban villages are shared between neighbourhoods realizes the complex and interconnected nature of neighbourhoods and the ways that people move between them. Although Stadacona and North Park are very different, both could provide valuable information as to what planning practices work and which to avoid in smaller urban villages. For example, how many and what kinds of commercial enterprises need to exist before we start to think of an area as a village? Could spot zoning assist in flexibly allowing a mix of commercial and residential? As these areas grow, what is the best method of planning for safe access across traffic corridors to recreational spaces and parks? Is there adequate crossing opportunity for pedestrians?

4. DESIGN AND BUILT FORM

The Plan emphasizes the value of heritage and character. While we do not encourage a strict divergence from this policy, it is worth noting that much of Fernwood character and heritage is imbued with Victorian, colonial overtones. Let’s not model that history as the only one to replicate. When and where heritage is designated, there should also be an indigenous designation to recognize culturally shared ownership of that space.

5. PUBLIC SPACE AND PLACEMAKING: THE NEED FOR COMMUNITY DRIVEN SPACES

The LUC Working Group supports the Plan’s respect for ongoing evaluation and creation of public spaces as locations for a wide range of short, long-term and future placemaking. However, placemaking activities and the designation of locations as public space should also be respectful of existing patterns of use.

As an example, the Land Use Committee received a letter from the Women in Need Society (WIN) regarding the proposed creation of a public plaza through temporary and/or permanent road closures at Cook and North Park. This letter clarifies how the recent expansion at this location to include



furniture and the road closures as well would have a negative impact on pick-up and drop off routes for delivery trucks and customers. In short, WIN's letter emphasizes the need for planning which is responsive to current business needs in addition to being sensitive to community needs for public placemaking.

Of note: both the North Park Neighbourhood Association (NPNA) and the Fernwood Community Association (FCA) flagged this issue to the planners in the first round of feedback, and indicated that the businesses in the area do not support this idea and that neither association had heard this expressed as a desire of our community prior to this plan being created. We also note that the proposed public space and the road closure appear in more detail in Section 6 of the North Park Neighbourhood Plan, but are mentioned only in passing with no details around the location in the Shared Large Urban Villages section of the Fernwood Neighbourhood Plan (p.41). This idea should really be removed from both Plans.

6a. HOUSING AND RESIDENTIAL AREAS: HOW WILL POLICY CHANGES TAKE EFFECT ON THE GROUND?

The Plan emphasizes the need for increased housing variety including new and diverse multi-unit buildings which are family friendly, accessible and adaptable and affordable. This represents a clear shift away from the Single Family Dwelling (SFD) designation, which in some respects simply puts on paper the reality facing many Fernwood residents, whose homes are in shared or suited houses. Simply put, many of these houses are already multi-unit dwellings. What is new in the Plan is a shift towards increased mixed use to support of small-scale, local business. While it is clear that housing densification, with some commercial densification is needed – and that the Plan makes this possible – what is not clear is how these policy changes will take effect on the ground.

For example, many of the proposed areas for Urban Residential and Housing Opportunity in the Fernwood plan focus on the Bay Street Corridor, where there is no room for expansion for pedestrian or vehicular traffic without removing existing housing. Additionally, the funds gained by the City through development projects paying for bonus density are minimal. While touted as being for public benefit, it is not clear how bonus density truly benefits Fernwood residents.

This is an indication that it is necessary to know the bylaws in detail not just the 'guidelines'. Neighbours won't have any input on specific developments if new developments are allowed under the 'urban residential' designation. Illustration is necessary for Fernwood residents to visualize what the city is proposing (FSR, accepted built to open lot ratios, parking vs. greenspace formulas, building heights, setbacks, allowable variances etc). We suggest that these kinds of illustrations as well as their practical application on the ground in various settings be part of the suggested development of a Community-led Action Guide.

7. HOUSING DESIGN

Design requirements, as with zoning and built forms, should be prescriptive but not so much so that it doesn't allow for any change.



8. MOBILITY CORRIDORS: ACCESS BETWEEN CORRIDORS & CONNECTOR STREETS

The LUC agrees with the assessment that Bay, Shelbourne, Begbie, Fernwood, Pandora and Cook are all major thoroughfares for people travelling to and from work, school and play. We support the idea that these corridors will be in need of revision and upgrading as the neighbourhood continues to grow denser. We would remind planners of the point made above (See 5. PUBLIC SPACE AND PLACEMAKING: THE NEED FOR COMMUNITY DRIVEN SPACES) that vehicles need access not just to mobility corridors, but to smaller connector streets as well, and that creation of public place-making spaces should not necessarily or always take precedence over other access needs.

9. LOCAL MOBILITY POLICIES: GENERAL SUPPORT & NEED TO RECOGNIZE DIFFERING ABILITIES

The LUC Working Group supports the Plan's approach of continued improvements to walk, bike and roll infrastructures. Infrastructure upgrades to greenways, bike lanes and connectors, sidewalks and transit help to create valuable city assets. Strengthening these assets encourages alternate modes of transport. However, people have differing abilities. Mobility for one person may not be feasible for another person and the Plan does not indicate much thought for the mobility challenged. A more sensitive approach to policy planning is urgently needed to make various forms of mobility more possible. One suggestion is to increase the availability of small parks and parklets with benches that allow people to take a break. Another is to specifically evaluate walk, bike, roll and transit routes with respect to levels of physical mobility, with feedback utilized in the upgrading of infrastructure.

10. PARKING: THE IMPACT OF LIMITS & THE NEED FOR A SENSITIVE, TIMED APPROACH TO CHANGE

The intent of the parking proposal is to reduce very substantially car ownership and use in Fernwood, while making short-term parking more available for visitors to the new commercial facilities to be built at ground level. Removal of 'Resident Parking Only' where that exists, and putting time limits on parking, are measures that will be extremely hard on Fernwood residents and people who come by car to work here. At present most streets are heavily parked on both sides at most hours. To avoid real hardship and real pushback, the timing of the intended changes in relation to each other must be very sensitive. Don't, for example, prohibit parking in Fernwood before the new local shops begin to appear. And do improve bus transit. The bicycle network is mostly in place now or under construction, but not every transportation need in a community of 10,000 and more can be met by bicycles.

11a. PARKS: OMISSION of STADACONA PARK

We would like to flag that Stadacona Park is missing from the list of Parks, Open Spaces and Community Amenities serving Fernwood (p. 82), and want it reinstated as a park/amenity within the boundaries of Fernwood.



11b. PARKS: NEED FOR ADDITIONAL PARK SPACE AS WELL AS OPEN AND COMMUNITY SPACE

The 11 sites listed by the Plan as “Parks, Open Spaces and Community Amenities” (p. 82) include eight parks. The Plan urges considerable increase in the space for “Open Spaces and Community Amenities” over the next twenty years but is more than satisfied with the present park area and willing to transfer some of it into the other categories. We agree that Fernwood will need more spaces for open spaces and amenities. How could it not, looking at twenty years of rapid future population growth which is starting now? In this future context the Plan’s stipulated goal of connecting existing parks through greenways makes sense.

However, it also reinforces the urgent need to increase parks, because we are deficient in them with our present population. It is a remarkable and major flaw in the Plan that it doesn’t recognize that need. It is surely unnecessary to emphasize that if an additional 2,000 or 3,000 people or even more are coming to Fernwood, their physical and emotional well-being will require opportunities to be outdoors in all seasons enjoying the physical attributes of the Island. Many of the newcomers will be living in small suites in 4-5-6-storey buildings with little opportunity to be in the outdoors.



According to the Plan, it is necessary to look to the *Parks and Open Space Master Plan* to see what is planned for Fernwood parks. “Prioritization and resourcing for parks planning, acquisition, and improvement projects are provided through shorter-term strategic plans and budgeting” (p.81). It seems a terrible mistake to leave parks planning to an entirely separate process outside the Plan when parks will be more and more essential as we add the housing for – I would guess – a very large proportion of the 21,470 people expected to arrive in the coming years. We suggest the empty lot (for sale) at 1326 Pandora as an ideal location for a small park with a community garden. There is ongoing housing densification in the surrounding block, as well as a loss of park, open and amenity space nearby at Vic High.

11c. PARKS: THE LOSS OF PARK, OPEN AND AMENITY SPACE AT VIC HIGH

The Plan is particularly misleading in failing to update the references to Vic High. An analysis of the Vic High project at the time it was under discussion noted that before the additional construction, the school already had inadequate ground space for the students and that after the upgrade, the grounds would be half or less of the amount of acreage required by School Board policy. Currently there is a proposal to build daycare studios at Vic High, near The Belfry just off Gladstone Avenue, which further diminishes available green space. The contribution of Vic High to the park space and open space in western Fernwood has been enormous and its loss will be very significant.

11d. PARKS: THE NEED TO REMEDIATE ROCK BAY CREEK AT ALEXANDER PARK AND BEYOND

Rock Bay Creek tends to flood sections of Alexander Park on a yearly basis. Remediation is needed at this location, and should be completed in tandem with plans to daylight and celebrate the creek. Remediation is required in other areas as well, as the creek contributes to excess water in nearby yards and homes.

 @WeAreNorthPark
 www.npna.ca

 North Park Neighbourhood Association
PO Box 661, #185-911 Yates Street,
Victoria, BC, V8V 4Y9



Mayor and Council
City of Victoria

Via email: mayor@victoria.ca, malto@victoria.ca, stephen.andrew@victoria.ca, sdubow@victoria.ca,
bisitt@victoria.ca, jloveday@victoria.ca, spotts@victoria.ca, cthorton-joe@victoria.ca,
gyoung@victoria.ca, engage@victoria.ca, mcittone@victoria.ca, lklose@victoria.ca
CC: board@npna.ca, caluc@npna.ca

June 6, 2022

Re: North Park's May 2022 Draft "Village and Corridors" Local Area Plan

Dear Mayor and Council,

I am writing today on behalf of the North Park Neighbourhood Association (NPNA) and our Land Use Committee (LUC) regarding the May 2022 draft of the North Park Neighbourhood Plan. [We provided comments on the North Park draft directions in January.](#) In this letter, we will speak to the points raised in our previous correspondence in addition to the feedback we have received on the North Park recommendations. **We have used our January letter as the starting point here and red text to indicate where we have added new comments.**

As we stated in our January 2022 letter, we find that the overall content in the North Park Neighbourhood Plan is supportable and seems to reflect what residents have communicated throughout the process, as well as what the NPNA hears from residents on a regular basis.

Our January 2022 letter lists several key topic areas from the draft plan and highlights areas of concern and potential recommendations. Here we reiterate and elaborate upon those comments based on the [May 2022 version of the North Park LAP.](#)

Equitable Access to Green Space

To begin with, the NPNA would like to emphasize the importance of free access to greenspace in the neighbourhood. Many families/residents live in multi-family housing without access to private and public green space. With the [wide economic spread of the neighbourhood that includes many households living with low income.](#) accessible greenspace that does not require travel is important for the well-being of residents.

[According to City of Victoria data,](#) North Park has one of the lowest rates of green space per capita (1.23 hectares/1000 residents). This calculation includes Royal Athletic Park in the analysis despite being inaccessible most of the time. The draft plan acknowledges that additional green space is desired, and that Central Park and RAP could use enhancement, but the plan should more

June 6, 2022

Re: North Park's May 2022 Draft "Village and Corridors" Local Area Plan

explicitly address why this is important. The LAP notes involving the community in a comprehensive site plan in any enhancements to Central Park. The active participation of the community is essential for protecting this park and ensuring it serves the needs of the community. We suggest a similar approach is taken for the future of Royal Athletic Park and the adjacent parking lot at 940 Caledonia.

The May update includes directions to "add publicly accessible green space" in North Park. It also makes the recommendation to "Continue to expand public access and programming at Royal Athletic Park and consider other changes and improvements as part of a future planning process." (11.10, page 91)

We feel that this lacks the substantive policy recommendation and direction to improve equitable access to green space in North Park.

We absolutely support the re-envisioning of Royal Athletic Park and sincerely wish that this recommendation was more detailed and definitive. As of yet, the City has failed to implement an equity lens to land use, parks & infrastructure projects (Crystal Pool, a Community Centre for North Park, use of Royal Athletic Park, a plan for 900 block of Pandora).

North Park's population is going to continue to grow. Our existing green space allotment is already far below the City average despite North Park being home to an over-concentration of subsidized housing, supportive housing, drop-in services, substance use services, regional facilities, health facilities, and government agencies and buildings, etc. These "regional burdens" are not in balance with the "neighbourhood benefits" such as accessible green space and free public facilities (of which there are none). Based on the existing OCP, DCAP, and draft North Park LAP and Villages and Corridors plans, North Park's population is expected to grow substantially, meaning that the current green space deficit will become even more substantial.

Topic	Details	Recommendation
Green/leafy streets	The community responded well to the emphasis on green/leafy streets and on providing a range of housing types. This includes affordable housing in quieter, residential areas rather than only on main arterials.	
North Park Light Industrial Zone	Community members appreciate the artisans and makers along North Park	

	Street, reflecting the present and historic light industrial uses.	
Quadra Cultural Corridor	The encouragement of the Quadra Cultural Corridor respects the existing cultural uses and plans for growth and improvements, including a small commercial village near Central Park and improving transit and pedestrian infrastructure. This was well received, albeit with some questions about what it would look like once achieved.	
Family-oriented units	The draft plan acknowledges the desire for a diversity of housing types but does not specifically mention the need for 2 and 3+ bedroom units. North Park wishes to retain its families and encourage them to move here, and many new developments focus solely on 1-bedroom or studio units.	<p>Add language to the draft plan and/or design guidelines to encourage a mix of unit sizes, including 2- and 3-bedroom units. This should apply to both market and affordable projects.</p> <p>Recommendation 6.7, the Interim Family-Oriented Housing Policy cites that two and three-bedroom units (as well as other family focused amenities) will be encouraged until a family housing policy is developed.</p>
Pandora Avenue	The draft plan refers to the unique context of Pandora Avenue but does little to expand on this. As the NPNA has recently discussed in communications regarding the proposed community space for 930 Pandora, the situation on Pandora Avenue has become untenable and requires a comprehensive and coordinated approach from all levels of government. People currently residing on the 900-block of Pandora or using services there, deserve to	<p>We reiterate the request that the City work with the provincial and federal governments, service providers, businesses, and residents to improve the situation on the 900-block of Pandora.</p> <p>We appreciate the acknowledgement about the "unique physical nature of Pandora Green" (page 52). We also acknowledge adding a section about the Pandora Corridor that</p>

	<p>have the supports they need, while all who use the space deserve to feel safe while doing so. Land use planning alone will not address these complex needs, and we ask that the City work with the provincial and federal governments, service providers, businesses, and residents to improve the situation on the 900-block of Pandora.</p>	<p>alludes to the "...several community support services are on or near Pandora." And the statement that "The community recognizes the opportunities and challenges created by Pandora's current functions and desires an inclusive approach to future planning processes - including those who need support and others who spend time in the area."</p> <p>As the NPNA has stated repeatedly, plans to address the situation on the 900 block are incredibly lacking. We thank the planners for including this section but note that this does not include any concrete recommendations or policies.</p>
<p>Equity, Diversity, Inclusion, Justice</p>	<p>The LAP update process was well underway when the City hired its Equity, Diversity and Inclusion (EDI) team. While we acknowledge that the EDI team is working on specific projects, we feel equity was not emphasized enough in the draft plan. For example:</p> <p>The NPNA has been communicating for several years the impacts of the concentration of supportive housing and social services in the neighbourhood, and has been advocating for a distributed model across the City (and region). The draft plan does not recognize this, despite it being a key land use and social</p>	<p>That the draft plan is explicit in its equity lens/approach, that the EDI team is more involved in local area planning, and that the neighbourhood maps that are currently in development by the EDI team be included in the LAP to demonstrate the current landscape in North Park.</p> <p>The comments made above in our January 2022 letter, remain relevant for the May 2022 version as well.</p>

	<p>planning issue.</p> <p>Equitable access to green space also becomes increasingly important, as density increases..</p>	
<p>Concentration of social services in North Park Village</p>	<p>Between the existing zoning and Temporary Use Permits, the core of the Village (the corner of Cook Street and North Park Street) has become home to 5 individual services within a 1-block radius aimed at harm reduction and addiction. Additionally, while the OCP and draft neighbourhood plan envision commercial uses turning the corner from Cook Street down North Park Street, there is a concern that additional existing commercial spaces in the Village will be lost to non-commercial uses, especially social service providers. There is substantial value in the services currently being provided, and we believe in a distributed model that sees every neighbourhood and region offering some of the services currently located in North Park. However, the overconcentration of these services are limiting space and opportunity for the variety of businesses, services, and amenities that make up a vibrant, inclusive commercial village. A good local area plan should have policies to support more commercial uses and address the concentration of services that is currently occurring.</p>	<p>Create policies that specifically address the balance between commercial uses and service uses, to avoid an over concentration in the Village.</p> <p>Create policies that address the density of alcohol and cannabis-related businesses.</p> <p><i>The May 2022 version includes policies 1.7.1,1.8.2, 1.8.3, 1.8.4 that acknowledge the over-concentration of services in North Park neighbourhood and North Park Village. The language used of (maintain, encourage, contemplate, recognize) leaves much to be desired and does not seem to match the level of urgency that many North Park residents feel about the direction and livability of their neighbourhood. However, we are pleased to see reference to a " fair distribution of community services, social services and facilities across the city, to support all parts of the population."</i></p> <p><i>This is a step in the right direction, but once again lacks any substantive detail to bring it to fruition.</i></p>

<p>A distinct North Park “feel”</p>	<p>We appreciate the land use designations and design guidelines that encourage a distinct neighbourhood feel from the downtown core. In January, we wrote that we felt the distinction between Downtown and North Park could be delineated more clearly.</p>	<p>Create specific design guidelines for the overlap area between the DCAP and North Park LAP, where the height/densities outlined in the DCAP are allowable, but the design guidelines emphasize the unique look and feel of North Park</p> <p><i>We note that the newest draft of the plan includes more information about the “North Park Transitional Area” (pg. 55) that is intended to “provide a transition from the taller, compact built forms in Downtown to the North Park neighbourhood.”</i></p> <p>There are many layers of policy that overlap in North Park (OCP, Local Area Plan, Downtown Core Area Plan and associated design guidelines). Some of the land use designations in the May plan support this distinctiveness (such as the Industrial Employment-Residential designation along North Park Street), but the Core Residential areas that are subject to the DCAP remain an area of concern.</p> <p><i>Other than designating a “Transitional Area” the May plan still does not make it clear how the distinct feel of North Park should be achieved.</i></p>
<p>A vibrant public gathering space in or adjacent to</p>	<p><i>There is wide support for gathering spaces in the neighbourhood. The success of the Vancouver Street Plaza</i></p>	<p><i>This concern has been shared repeatedly throughout the engagement process by the NPNA</i></p>

<p>North Park Village: A Pedestrian Plaza in North Park Village</p>	<p>has shown the appetite for a gathering space matched with programming and activities.</p> <p>However, the majority of the existing business owners & operators at the North Park & Cook Street intersections expressed concerns about the proposed street closure and pedestrian plaza on North Park east of Cook Street.</p> <p>The business owners and operators shared how this street closure would add obstacles to their operations and that this is the main route for deliveries and customer access to their businesses.</p>	<p>and by the businesses. We recommend that the specific location of North Park east of Cook be removed.</p>
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Comments on Process

The Villages and Corridors engagement process began in 2020 to understand the community's key issues, opportunities, and big ideas. Throughout the process, the NPNA received several comments regarding from community members who were confused about how the public engagement process was organized. Some residents have expressed concern about survey distribution (specifically when it comes to apartment buildings and renters. Other community members expressed that they were not notified adequately and were only contacted if they had previously participated in public engagement within Victoria. Aspects of the engagement method used (ie. requiring a user profile to complete online surveys), while for others the framing of "villages and corridors", the jargon used, as well as the time required to engage with the material were barriers to participating.

We would also like to express our support for the [Hillside Quadra Neighbourhood Action Committee's letter in response to the May 2022 draft of the LAP](#). Their letter outlines the change in scope after consultation, especially in relation to the Evergreen Terrace development. Throughout the Villages & Corridors process, it is our understanding that the recommendations included for the Evergreen Terrace in the May 2022 draft plans were not included in the consultation and engagement. Similarly, the recommendations relating to the missing middle policy development were also not included in the consultation and engagement.

As we wrote in January, the draft plan provides a good high-level blue-print for many aspects of the neighbourhood's future, but misses some key components - some of which were included (to

June 6, 2022

Re: North Park's May 2022 Draft "Village and Corridors" Local Area Plan

varying levels of detail) in the May update. Throughout the process, staff communicated that some topics, such as parks and community centres, were out of scope of the LAP. It may be too late in the process to change this direction, but residents and NPNA board members found the process sometimes frustrating due to so many issues being "out of scope". **Here we reiterate and elaborate upon those comments based on the [May 2022 version of the North Park LAP](#).**

For example:

- North Park has been asking for a Community Centre for some time. This has been communicated with planning staff throughout this process, and there is some acknowledgement of exploring possible locations in the draft neighbourhood plan. However, our understanding is that the location/development of a community centre falls within the Facilities Master Plan for the City. We have been told that there will be an update to the Facilities Master Plan at some point in the future, but timing and scope of the engagement for this has not been shared. This has resulted in the community feeling like their desire to discuss a community centre is being brushed off. **A reminder that the NPNA's letters about the proposed community centre at 930 Pandora can be found [here](#).**
- The need for green space and the ongoing use of RAP. These objectives would fall within a Parks and Open Spaces Master Plan and under the guidance of Parks staff. However, there has again been a lack of clarity on how and when the community could participate in a discussion of the future of RAP and where new green space could be created. The NPNA also feels that a discussion of park access requires an equity lens and the participation of EDI staff.
- Residents often asked about the future of Crystal Pool throughout the process, which, to our understanding, has been put on pause and Council will not be considering its future for some time, and not in the context of the local area plan. Crystal Pool and Central Park would seem to fall into the Facilities Master Plan and the Parks and Open Spaces Master Plan, but we suggest that the future of both be considered through a larger planning process that includes the local community and considers the importance of local benefits and access.

Sincerely,

Sarah Murray

Executive Director

613-888-2106 executivedirector@npna.ca

Courtenay Miller

Land Use Committee Assistant

courtenay44@gmail.com

NPNA Board of Directors

On behalf of the Land Use Committee

board@npna.ca, caluc@npna.ca

F.1.a.b

Local Area Plans, Official Community Plan Amendments and Zoning Guidance for Fernwood, North Park and Hillside-Quadra

Council received a presentation regarding a verbal update on the timing implications of potential zoning for the Local Area Plans, Official Community Plan Amendments and Zoning Guidance for Fernwood, North Park and Hillside-Quadra.

Moved By Mayor Helps

Seconded By Councillor Loveday

That Council:

1. Receive for information the Village and Corridor Planning Phase 1 Engagement Summary and the Local Issues, Opportunities, and Implementation Summary.
2. Consider approval of Hillside-Quadra Neighbourhood Plan (2022), the North Park Neighbourhood Plan (2022), the Fernwood Neighbourhood Plan (2022), and the edited Downtown Core Area Plan (2022) at the same Council meeting at which the associated Official Community Plan Amendment Bylaw is considered for adoption, and allow for public comment.
3. Direct staff to bring forward an Official Community Plan Amendment Bylaw for first and second readings prior to consideration at a public hearing.
4. Rescind the Hillside-Quadra Plan and Design Guidelines Parts 1, 2, and 3 (1996), the North Park Plan (1996), and the Fernwood Plan (1994) following approval of the respective 2022 Plans.
5. Direct staff to prepare amendments to the Zoning Regulation Bylaw to pursue Option 3 in Attachment J of this report to implement City-initiated zoning for residential rental tenure in locations both on and off frequent transit corridors and bring forward for Council consideration at a later date.
6. Direct staff to develop one or more “destination” zones as outlined in Attachment J of this report and bring forward for Council consideration at a later date.
7. Direct staff to prepare updates to the Inclusionary Housing and Community Amenity Policy to reflect the intent of the new Urban Place Designations developed during the Village and Corridor Planning Process – Phase 1, if the Official Community Plan amendments are approved by Council.
8. Invite written comment from the Downtown-Blanshard Advisory Committee, the Fernwood Community Association, the Hillside-Quadra Neighbourhood Action Committee and the North Park Neighbourhood

Association to inform Council's consideration of the Neighbourhood Plans and potential OCP amendments.

Moved By Councillor Isitt
Seconded By Councillor Andrew

That this matter be postponed until the daytime Council meeting of June 9, 2022.

FOR (4): Councillor Andrew, Councillor Isitt, Councillor Thornton-Joe, Councillor Young
OPPOSED (3): Mayor Helps, Councillor Alto, Councillor Loveday

CARRIED (4 TO 3)

The previous motion was recalled as staff are not available on the suggested date.

Moved By Councillor Isitt
Seconded By Councillor Andrew

That this matter be postponed until the daytime Council meeting of June 16, 2022.

FOR (4): Councillor Andrew, Councillor Isitt, Councillor Thornton-Joe, Councillor Young
OPPOSED (3): Mayor Helps, Councillor Alto, Councillor Loveday

CARRIED (4 TO 3)

E.1.b.b Local Area Plans, Official Community Plan Amendments and Zoning Guidance for Fernwood, North Park and Hillside-Quadra

Councillor Isitt joined the meeting at 3:56 pm.

Moved By Councillor Alto
Seconded By Councillor Isitt

That Council direct staff to provide a verbal report at the May 19 Daytime Council Meeting on the implications of having the Zoning Bylaw amendments – including details regarding Residential Tenure Zoning and conditions for Pre-Zoning -- considered concurrently with the Official Community Plan amendments and Neighbourhood Plans

CARRIED UNANIMOUSLY

F.2 Local Area Plans, Official Community Plan Amendments and Zoning Guidance for Fernwood, North Park and Hillside-Quadra

Committee received a report dated April 25, 2022 from the Director of Sustainable Planning and Community Development regarding the final products resulting from Village and Corridor Planning Phase 1 for consideration.

Moved By Mayor Helps
Seconded By Councillor Dubow

That Council:

1. Receive for information the Village and Corridor Planning Phase 1 Engagement Summary and the Local Issues, Opportunities, and Implementation Summary.
2. Consider approval of Hillside-Quadra Neighbourhood Plan (2022), the North Park Neighbourhood Plan (2022), the Fernwood Neighbourhood Plan (2022), and the edited Downtown Core Area Plan (2022) at the same Council meeting at which the associated Official Community Plan Amendment Bylaw is considered for adoption, and allow for public comment.
3. Direct staff to bring forward an Official Community Plan Amendment Bylaw for first and second readings prior to consideration at a public hearing.
4. Rescind the Hillside-Quadra Plan and Design Guidelines Parts 1, 2, and 3 (1996), the North Park Plan (1996), and the Fernwood Plan (1994) following approval of the respective 2022 Plans.
5. Direct staff to prepare amendments to the Zoning Regulation Bylaw to pursue Option 3 in Attachment J of this report to implement City-initiated zoning for residential rental tenure in locations both on and off frequent transit corridors and bring forward for Council consideration at a later date.
6. Direct staff to develop one or more “destination” zones as outlined in Attachment J of this report and bring forward for Council consideration at a later date.
7. Direct staff to prepare updates to the Inclusionary Housing and Community Amenity Policy to reflect the intent of the new Urban Place Designations developed during the Village and Corridor Planning Process – Phase 1, if the Official Community Plan amendments are approved by Council.

Committee discussed:

- *Affordable housing in the area, and potential for increased housing density*
- *Concerns regarding the timeline of the project*
- *Public feedback regarding the project, and the potential for increased engagement with the public*

Councillor Isitt joined the meeting in person at 11:15 a.m.

Amendment:

Moved By Councillor Isitt
Seconded By Councillor Loveday

That Council:

1. Receive for information the Village and Corridor Planning Phase 1 Engagement Summary and the Local Issues, Opportunities, and Implementation Summary.
2. Consider approval of Hillside-Quadra Neighbourhood Plan (2022), the North Park Neighbourhood Plan (2022), the Fernwood Neighbourhood Plan (2022), and the edited Downtown Core Area Plan (2022) at the same Council meeting at which the associated Official Community Plan Amendment Bylaw is considered for adoption, and allow for public comment.
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4. Rescind the Hillside-Quadra Plan and Design Guidelines Parts 1, 2, and 3 (1996), the North Park Plan (1996), and the Fernwood Plan (1994) following approval of the respective 2022 Plans.
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6. Direct staff to develop one or more “destination” zones as outlined in Attachment J of this report and bring forward for Council consideration at a later date.
7. Direct staff to prepare updates to the Inclusionary Housing and Community Amenity Policy to reflect the intent of the new Urban Place Designations developed during the Village and Corridor Planning Process – Phase 1, if the Official Community Plan amendments are approved by Council.
8. **Invite written comment from the Downtown-Blanshard Advisory Committee, the Fernwood Community Association, the Hillside-Quadra Neighbourhood Action Committee and the North Park Neighbourhood Association to inform Council’s consideration of the Neighbourhood Plans and potential OCP amendments.**

CARRIED UNANIMOUSLY

Moved By Councillor Isitt

Seconded By Councillor Dubow

That this item be postponed to the May 12 COTW meeting.

FOR (2): Councillor Dubow, Councillor Isitt

OPPOSED (7): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe, Councillor Young

DEFEATED (2 TO 7)

Committee discussed:

- *Concerns regarding increased density in the city, housing affordability, and maintaining the current standard of living within the city*
- *The desire for continued communication with the affected neighborhoods*
- *The diversity and evolution of the area*

Mayor Helps left the meeting at 12:10 p.m. and Councillor Loveday assumed the role of Chair.

Mayor Helps returned to the meeting at 12:13 p.m.

Committee discussed:

- *Family growth and objectives in the area; goals, objectives, and guidelines regarding family housing in various neighbourhoods and future community planning*

Committee recessed at 12:29 p.m. and reconvened at 1:30 p.m.

Councillor Loveday assumed the role of Chair, as Mayor Helps was absent when Committee reconvened.

Mayor Helps returned to the meeting at 1:38 p.m. and assumed the role of Chair.

Councillor Isitt joined the meeting in person at 1:39 p.m.

Councillor Alto returned to the meeting at 1:40 p.m.

Amendment:

Moved By Councillor Isitt

Seconded By Councillor Andrew

That Council:

1. Receive for information the Village and Corridor Planning Phase 1 Engagement Summary and the Local Issues, Opportunities, and Implementation Summary.
2. Consider approval of Hillside-Quadra Neighbourhood Plan (2022), the North Park Neighbourhood Plan (2022), the Fernwood Neighbourhood Plan (2022), and the edited Downtown Core Area Plan (2022) at the same Council meeting at which the associated Official Community Plan Amendment Bylaw is considered for adoption, and allow for public comment.
3. Direct staff to bring forward an Official Community Plan Amendment Bylaw for first and second readings prior to consideration at a public hearing.
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7. Direct staff to prepare updates to the Inclusionary Housing and Community Amenity Policy to reflect the intent of the new Urban Place Designations developed during the Village and Corridor Planning Process – Phase 1, if the Official Community Plan amendments are approved by Council.
8. Invite written comment from the Downtown-Blanshard Advisory Committee, the Fernwood Community Association, the Hillside-Quadra Neighbourhood Action Committee and the North Park Neighbourhood Association to inform

Council's consideration of the Neighbourhood Plans and potential OCP amendments.

- 9. Direct staff to provide a verbal report at the May 19 Daytime Council Meeting on the implications of having the Zoning Bylaw amendments – including details regarding Residential Tenure Zoning and conditions for Pre-Zoning -- considered concurrently with the Official Community Plan amendments and Neighbourhood Plans**

CARRIED UNANIMOUSLY

Amendment:

Moved By Councillor Isitt

Seconded By Councillor Alto

That #9 in the motion be forwarded to the May 5, 2022 daytime Council meeting for Council's consideration.

CARRIED UNANIMOUSLY

On the main motion as amended:

That Council:

1. Receive for information the Village and Corridor Planning Phase 1 Engagement Summary and the Local Issues, Opportunities, and Implementation Summary.
2. Consider approval of Hillside-Quadra Neighbourhood Plan (2022), the North Park Neighbourhood Plan (2022), the Fernwood Neighbourhood Plan (2022), and the edited Downtown Core Area Plan (2022) at the same Council meeting at which the associated Official Community Plan Amendment Bylaw is considered for adoption, and allow for public comment.
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8. Invite written comment from the Downtown-Blanshard Advisory Committee, the Fernwood Community Association, the Hillside-Quadra Neighbourhood Action Committee and the North Park Neighbourhood Association to inform

Council's consideration of the Neighbourhood Plans and potential OCP amendments.

9. Direct staff to provide a verbal report at the May 19 Daytime Council Meeting on the implications of having the Zoning Bylaw amendments – including details regarding Residential Tenure Zoning and conditions for Pre-Zoning -- considered concurrently with the Official Community Plan amendments and Neighbourhood Plans.

That item #9 in the motion be forwarded to the May 5, 2022 daytime council meeting for Council's consideration.

FOR (7): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Dubow, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe
OPPOSED (2): Councillor Isitt, Councillor Young

CARRIED (7 TO 2)



Committee of the Whole Report For the Meeting of May 5, 2022

To: Committee of the Whole **Date:** April 25, 2022
From: Karen Hoese, Director, Sustainable Planning and Community Development
Subject: Local Area Plans, Official Community Plan Amendments and Zoning Guidance for Fernwood, North Park and Hillside-Quadra

RECOMMENDATION

That Council:

1. Receive for information the Village and Corridor Planning Phase 1 Engagement Summary and the Local Issues, Opportunities, and Implementation Summary.
2. Consider approval of *Hillside-Quadra Neighbourhood Plan (2022)*, the *North Park Neighbourhood Plan (2022)*, the *Fernwood Neighbourhood Plan (2022)*, and the edited *Downtown Core Area Plan (2022)* at the same Council meeting at which the associated *Official Community Plan Amendment Bylaw* is considered for adoption, and allow for public comment.
3. Direct staff to bring forward an *Official Community Plan Amendment Bylaw* for first and second readings prior to consideration at a public hearing.
4. Rescind the *Hillside-Quadra Plan and Design Guidelines Parts 1, 2, and 3 (1996)*, the *North Park Plan (1996)*, and the *Fernwood Plan (1994)* following approval of the respective 2022 Plans.
5. Direct staff to prepare amendments to the Zoning Regulation Bylaw to pursue Option 3 in Attachment J of this report to implement City-initiated zoning for residential rental tenure in locations both on and off frequent transit corridors and bring forward for Council consideration at a later date.
6. Direct staff to develop one or more “destination” zones as outlined in Attachment J of this report and bring forward for Council consideration at a later date.
7. Direct staff to prepare updates to the *Inclusionary Housing and Community Amenity Policy* to reflect the intent of the new Urban Place Designations developed during the Village and Corridor Planning Process – Phase 1, if the *Official Community Plan* amendments are approved by Council.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with the final products resulting from Village and Corridor Planning Phase 1 for consideration. The City has completed the latest round of engagement for the areas of North Park, Fernwood, and Hillside-Quadra. The resulting products include newly revised neighbourhood plans for each of the three areas and two development permit area guidelines (for Fernwood Village and general multi-unit, commercial and industrial development).

These products are the result of a comprehensive, two-year planning and engagement process. The process focused on diversity and inclusion, while remaining nimble to the impacts of pandemic-related restrictions and responsive to community desires and concerns. Given the extensive nature of engagement, the City had the opportunity to hear a wide array of issues, opportunities, and ideas. Not everything can be realized through the development and implementation of a local area plan, but all have been documented, shared with relevant City departments, and can continue to be considered and addressed as appropriate.

Staff are seeking Council approval of the neighbourhood plans and consideration of the associated *Official Community Plan* amendments required to implement them. Staff are further seeking direction for related implementation measures, including zoning updates that seek to improve the process and outcome of multi-unit housing development, and advance rental tenure zoning, as well as updates to the *Inclusionary Housing and Community Amenity Policy*.

A diverse range of opinions and interests were heard during this extensive planning and engagement process focused on equity, diversity, and the advancement of community-wide goals. The approval and implementation of the plans would advance the City's response to the housing crises and the climate emergency, as well as several discrete actions in the *2019-2022 Strategic Plan*, primarily through the advancement of complete, connected, low-carbon communities. If approved, their implementation would be complemented by a layering of other city-wide plans, strategies, and actions, as well as the actions of other levels of governments and community organizations to support a more equitable, sustainable, and liveable city.

PURPOSE

The purpose of this report is to present Council with the final products resulting from Village and Corridor Planning Phase 1 for consideration, including:

- A summary of engagement (Attachment A) and a summary of community issues, opportunities, and implementation (Attachment B) to receive for information.
- Neighbourhood plans for Fernwood, Hillside-Quadra, and North Park (Attachments C, D, and E respectively), and proposed edits to the *Downtown Core Area Plan 2022* (Attachment F) to be considered for approval at the same a public hearing for the related *Official Community Plan* bylaw amendments.
- Design guidelines for multi-unit, residential, commercial, and industrial development and Fernwood Village heritage (Attachments G and H respectively).
- Draft *Official Community Plan* amendments (Attachment I), consistent with Council direction of October 1, 2020, to be considered at a public hearing.

This report further presents recommendations to advance the realization of diverse, affordable housing and community amenities in tandem with the above products, by seeking direction to

update the *Inclusionary Housing and Community Amenity Policy* and amend the Zoning Regulation Bylaw. The proposed Zoning Strategy (Attachment J) includes options to pilot City-initiated residential rental tenure zoning in select areas.

BACKGROUND

A three-phased Village and Corridor Planning process was directed by Council on October 24, 2019. The intent of the Village and Corridor Planning approach was to implement a streamlined version of local area planning, focused on important geographic areas and planning topics most relevant at a local scale. The process was also intended to focus on depth and diversity of engagement.

While a wide array of topics was discussed with the community, four overarching objectives remained the focus of this process:

- Making room for the diverse housing we need today and in the future.
- Advancing safe, and sustainable mobility.
- Supporting walkable urban villages.
- Creating joyful public spaces.

Advancing a long-term land use and transportation framework that reinforces the City's objectives around climate action and housing affordability were central goals of the process. The need to advance these objectives with tools the City has at its disposal has become all the more urgent as the cost of living continues to rise rapidly, and recent reports from the International Panel on Climate Change re-emphasized the urgent action needed to reduce carbon emissions.

The City has completed the latest round of engagement for the first phase of Village and Corridor Planning for areas of North Park, Fernwood, and Hillside-Quadra. While each phase of Village and Corridor Planning was originally intended to span about one year, staff remained nimble and responsive to community needs in light of pandemic-related restrictions and stressors. This phase began in earnest in early 2020, with three robust rounds of engagement taking place over approximately two years, in addition to technical, policy, and urban design analysis.

At the July 15, 2021, Committee of the Whole meeting, staff presented a planning summary and key directions for each of the neighbourhoods that emerged from the first two rounds of engagement. These directions shaped the draft design guidelines and neighbourhood plans for each area. The third round of engagement offered opportunities for the community to review and recommend revisions to the drafts. Staff are now presenting the revised plans for consideration and recommending steps for implementation.

ISSUES AND ANALYSIS

Engagement and Broader Community Issues and Ideas

Engagement Summary

A key directive of this process was to ensure diversity in engagement and outcomes (a specific commitment in the Local Area Planning Terms of References established at the outset of the process). Throughout engagement, diverse means were used to reach all members of the community, especially those that tend to be underrepresented in neighbourhood-level engagement. The process emphasized quality over quantity.

Key elements of the engagement process included:

- Community-led Engagement: Each neighbourhood association was provided a planning grant to complete community-led planning work that would inform the final outcomes of this process. Some prepared surveys, others organized community events, and others commissioned independent studies. The diverse approaches to this work led to increased involvement of community members, deep discussions, and new ideas.
- Working Group: A Working Group was formed at the start of the planning process to help reach diverse stakeholders. Members include residents recommended by community associations and their land use committees, other community organizations, the local business community, the arts and culture community, the Intercultural Association, Indigenous representatives, and a diverse cross-section of residents.
- Early Engagement (January 2020 to March 2020): This stage explored issues, opportunities, and big ideas. Key components included a survey, community pop-ups, discussions, and a “Meeting in a Box” tool. The result was a sampling and illustrative synopsis of what people love about these places today and what they would like to see improved in the future. (The Early Engagement Summary Report provides additional details.)
- Stage Two Engagement – Planning Together (September 2020 and April 2021): This stage involved a workshop series and a virtual open house aimed at developing key directions. The approach included two series of planning and design workshops, adapted for a virtual setting, and a virtual open house which included four surveys and discussion forums, videos, targeted focus groups, presentations, and a variety of promotions to reach a diverse audience. (The Stage Two Engagement Summary Report provides additional details.)
- Stage Three Engagement – Reviews and Revisions (November 2021 to January 2022): This stage involved community review of the draft neighbourhood plans and design guidelines. This stage benefited from the virtual engagement lessons learned in the second stage (incorporating elements like the online and recorded “Ask a Planner” sessions), as well as the opportunity to engage in-person as pandemic-related restrictions lifted. It included an online open house and surveys, three in-person open houses, several pop-ups and community and stakeholder meetings.

Though the process faced challenges, the novel forms of engagement helped to better converse directly with equity seeking populations. Great support from the Working Group, made up of diverse residents, resulted in a robust and equitable process that can inform future engagement efforts. While residents missed some of the benefits of in-person formats, many stakeholders also reported that online and accessible formats allowed them to participate where once they could not, due to time or capacity constraints. See the Village and Corridors Planning Phase 1 Engagement Summary for a more comprehensive summary of the process and themes of what we heard (Attachment A).

Broader Community Issues and Ideas

Local area planning provides the City with an opportunity to have in-depth discussions with community members about how things are working, not working, or could be improved at the local level as we plan for the future. The City learns a lot about what matters and what is desired. However, the products of local area planning (including neighbourhood plans) are not always the best avenue to address what we heard or implement good ideas. Much of what was heard also requires attention beyond the local scale and deserves a citywide perspective.

For example, some concerns may be local in nature (like a desire for curb space near a village to be for short term parking) but deserve a citywide perspective or beget a larger question for a citywide conversation (like, how should we balance parking provision in all areas of the city for economic, public space, and mobility objectives? Or what percent of curb space should be allocated to general stalls, accessible stalls, car share stalls, or loading zones?) and require a citywide implementation approach (City policy and bylaw updates). Similarly, desired improvements to parks may be documented in a local area plan, but depending on the extent of the desired improvement, and available resources, a citywide perspective is required to ensure it can be achieved among other priorities.

The Local Area Planning Issues, Opportunities, and Implementation (Attachment B) supplements neighbourhood plans by highlighting these key issues and ideas that fall beyond the neighbourhood plan scope, or that can be better addressed in other ways. Where possible, the document also identifies existing or potential paths forward.

Proposed Urban Place Designations and Meeting Housing Needs

Capacity for more housing choice was a top concern among residents and, as noted, one of the four key objectives of this process. Beyond clear community desire, the need for more housing that meets a diversity of lifestyles, preferences, and incomes is illustrated in latent demand indicators, growth projections, and the gaps in existing *Official Community Plan* (OCP) Urban Place Designation capacity (see the *2021 Housing Futures* report for more information).

The new neighbourhood plans and associated OCP updates create capacity for this needed and desired housing through the application and expansion of three Urban Place Designations that support multi-family housing forms:

Mixed Residential

A newly proposed designation that envisions multi-unit housing in both ground-oriented forms and low-rise apartment buildings at scales that can potentially accommodate a greater diversity of housing forms and tenures than Traditional Residential while still providing a neighbourly transition to nearby lower density areas. This designation would complement Missing Middle forms by providing transitional opportunities in good locations.

Urban Residential

An existing designation that envisions multi-unit housing in low- to mid-rise apartment forms is proposed to be applied to some areas currently designated Traditional Residential.

Housing Opportunity

A newly proposed designation that envisions multi-unit housing in low- to mid-rise apartment forms, similar to Urban Residential. Scales of development higher than Urban Residential would be considered in this designation where housing affordability and amenity objectives are realized.

The newly proposed designations are detailed in the draft edits to Chapter 6 of the OCP in Attachment I. The locations where these designations are to be applied are illustrated on Map 2 of Chapter 6, as well as in each of the attached neighbourhood plans. Incorporating these designations into the OCP will make them available to consider in other areas of the city as the phased Village and Corridor Planning process proceeds.

Establishing these designations and applying them in local areas supported by the community is a

foundational step towards addressing the city's housing crisis and advancing climate action. The designations are the base for other layers of policy and regulatory tools that, when working together, will help to realize an array of housing objectives.

For example, where once the OCP envisioned limiting choices to ground-oriented housing only, some areas now provide opportunities for diverse multi-unit buildings that could potentially accommodate both rental and homeownership opportunities over the coming decades. The City's rental housing incentives project (underway) and family housing policy (commencing later this year) will then encourage new developments to incorporate housing types and tenures that meet a diversity of needs, as will the proposed Zoning Strategy (outlined later in this report). The establishment of these designations also reduces redevelopment pressure on sites with older purpose-built rental buildings and condominiums (that tend to be more affordable).

The advantage of identifying areas to add housing capacity through local area planning is that, while continuing to think strategically about regional growth management, climate action, and sustainable mobility, the City has the opportunity to better understand local community identity and desires. This understanding and community input triggers other land use, policy, and regulatory changes that help to advance complete, walkable communities, thus reinforcing climate, equity, and sustainable mobility goals. These changes come in the form of expanded villages areas, identified amenity needs, and others, as described in the neighbourhood plan summaries below.

NEIGHBOURHOOD PLAN SUMMARIES

The plans are comprehensive and detailed, but a brief summary of how each plan achieves the overarching objectives, including new housing capacity, and what has changed since the key directions, is provided for convenience. A summary of the new design guidelines and how they have been revised is also provided below. (Note, in the attached plans, polices in red text reflect key updates since the latest round of engagement).

Hillside-Quadra

New capacity for diverse housing opportunities is proposed in several areas throughout Hillside-Quadra. Much of the new housing capacity is proximate to frequent transit routes (along Quadra Street and Hillside Avenue) and close to existing amenities in the neighbourhood (including Topaz Park, Summit Park, the Quadra Village Community Centre, and urban villages). Housing near Quadra Village is also considered within walking distance of downtown and future Rapid Transit on Douglas Street, helping to advance complete, walkable neighbourhoods and further efforts to reduce vehicle emissions.

Since the key directions were first prepared, modifications to proposed land uses were made in a few areas, based on community and stakeholder feedback:

1. Some areas along north Quadra Street were shifted from Housing Opportunity to Urban Residential. This change was in recognition that the original designation likely wouldn't accommodate the envisioned densities within the proposed design parameters, but that the area was still an important location for new housing, given its access to transit, services and amenities. The Housing Opportunity designation was added elsewhere along the Quadra Corridor and near Quadra Village to reflect opportunities for more housing with affordability in these good locations.
2. The Evergreen Terrace Site and the adjacent site at 901 Kings Road (home to the Quadra

Village Community Centre) were shifted to Housing Opportunity. The local area plan identifies these and the adjacent site at 950 Kings Road as a Special Planning Area and sets out comprehensive principles for the sites. This approach signifies the recognition that BC Housing has begun a multi-year process to redevelop Evergreen Terrace and that rather than presupposing densities and built forms that may emerge, the process should be guided by the principles outlined in the Hillside-Quadra Plan. Among these principles is to encourage consideration of community amenities through that process, including the potential to realize the long-standing desire to expand the adjacent Community Centre which serves residents at the Evergreen Terrace site.

3. Sites owned by the Khalsa Diwan Society (KDS) of Victoria near their temple on Blackwood Street were shifted to Urban Residential. The KDS provided information about their goals of serving affordable rental housing needs of the community, including for seniors and Canadian newcomers who often reach out to the KDS for support. Urban design testing showed that, given the slopes of the area, the corner frontages, and the temple itself being the primary neighbour, Urban Residential forms could be suitable for the area, are proximate to services, open space and transit, and would aid in meeting a key housing need.

New housing capacity is complemented near urban villages throughout the neighbourhood, including an expanded village at Tolmie and Quadra, a new small village along Finlayson Street, with flexibility to be opportunistic about the location, and several Community Corners.

The plan also includes policies that support a thoughtful evolution of Quadra Village which seek to maintain its key services, amenities, and cultural assets, as well as the small-footprint, local serving, multicultural businesses. It considers opportunities for new development that could support the provision of amenities and public space, most notably a central plaza and the cultural asset of the Roxy Theatre.

A variety of public space, parks, and community amenity features are identified to complement anticipated growth, including seeking a new park south of Hillside Avenue, as reflected in the proposed amendments to the *Official Community Plan*. New greenway connections and crossing improvements are also proposed that will help connect homes and destinations such as parks, schools, and urban villages.

North Park Plan Summary

Given its proximity to Downtown, much of North Park already had land use designations that could support denser forms of housing. While capacity was added in some key areas proximate to existing and desired frequent transit routes (Bay Street, Quadra Street, and Cook Street), land use changes focused on making room for housing that could serve diverse incomes, including secured and affordable rental homes – a priority for much of the community – in an urban form that would be distinct from the towers of Downtown. Distinguishing North Park from Downtown was a priority for many and is realized primarily through the application of the Housing Opportunity Designation in the southwest portion of the neighbourhood, the implementation of new guidelines, and proposed updates to the *Downtown Core Area Plan* (Attachment F).

The newly identified Quadra Cultural Corridor stretches the length of the neighbourhood and beyond and includes a new Small Urban Village adjacent to Central Park. The village is intended to serve the growing community (including the added housing capacity envisioned along Quadra Street) and add vibrancy adjacent to the park, for a more complete community focal point.

North Park Village remains the central area of activity for the community and policies encourage small and medium-footprint commercial spaces, community-led placemaking and making room for redevelopment that could provide additional gathering space. Newly added policies reflect community feedback that the commercial uses in the village are somewhat homogenous and there is a desire for new uses to locate that can contribute to the community's sense of social cohesion, such as a full-service restaurant or small grocer.

The Urban Place Designation along North Park Street (Industrial-Employment Residential) recognizes the desire to preserve existing light industry and allow new artisan and light industrial uses to locate there, which reflects an important element of the community's identity and creates potential for arts and quality jobs.

The addition of a community park continues to be a priority for the neighbourhood (as previously acknowledged in the *OCP, Downtown Core Area Plan* and *Parks and Open Spaces Master Plan*). Other neighbourhood connections and public space improvement ideas are also documented.

Fernwood Plan Summary

Fernwood is unique in this planning process. Its villages are shared with three other neighbourhoods (two of which are in the next phase of Village and Corridor Planning). The geographic focus of this phase were areas in and near Fernwood Village and along the Bay Street Corridor. Additional areas along and south of Pandora Avenue and in the eastern portions of the neighbourhood will be explored in the next phase of planning, which includes the Fort Street and Shelbourne Street corridors, and updates to the plan would be considered at that time.

For the areas that were explored in this phase, new and diverse housing opportunities were added, both on and off frequent transit corridors. Indeed, the proposed Mixed Residential designation arose from community input that illustrated how desirable the area between Fernwood and North Park Villages is to live, that more opportunities for renters or first-time buyers should exist there, but that the things that make that area desirable should remain intact.

Housing Opportunity areas along Bay Street recognize the potential for high-quality, frequent transit along this corridor, nearby employment, and the need for services in an area where many residents are more than a fifteen-minute walk from a complete village. These directions are presented with an understanding that building forms and provisions (as illustrated in the new design guidelines) could result in "liveable" housing, even along a busy corridor, while improving pedestrian comfort along the corridor. However, opportunities for diverse, multi-unit options off corridors are also proposed for those who prefer multi-unit living on a quieter street.

An expanded Fernwood Village footprint, new villages along the Bay Street Corridor, and new and improved public spaces and neighbourhood connections are intended to support a walkable, low-carbon community today and in the future.

Based on community and stakeholder feedback, including from the Heritage Advisory Panel, stronger policy statements and additional context regarding heritage was added to the Fernwood Plan (as well as to the other two plans). Additional opportunities to advance the City's heritage program are also identified in the Local Area Planning Issues, Opportunities, and Implementation Summary (Attachment B).

Development Permit Area Guidelines

Two sets of design guidelines were developed through this local area planning process. *General Urban Design Guidelines (2022)* (Attachment G) and the *Fernwood Village Guidelines (2022)* (Attachment H). Both guidelines were crafted based on community input from early phases of engagement, as well as lessons learned from the implementation of similar existing guidelines. The General Urban Design Guidelines may be considered for application in other areas of the city in the future. Both sets were a key component of the latest phase of engagement and have since been revised based on community and stakeholder feedback.

General Urban Design Guidelines

The *General Urban Design Guidelines* are an updated version of the existing *Multi-unit Residential, Commercial and Industrial Development Guidelines* and the *Revitalization Guidelines for Corridors Villages and Town Centres*. Updates focused on improved liveability and better coordination with other City objectives such as those related to the urban forest.

Revisions to the *General Urban Design Guidelines* since the latest round of engagement include:

- an expanded Universal Accessible Design section (7.3), incorporating best practices
- an expanded Bird-Friendly Design section (7.5), incorporating best practices
- an added section for Tall Buildings (over 6 storeys or 21m) and Large Sites, recognizing that within these neighbourhoods there are some sites and/or potential for development that may meet these criteria and would require additional guidance (e.g., for building separation and diversity, mitigation of impacts on the public realm, incorporation of open spaces and pedestrian networks where required)
- addition of a context description for the Finlayson at Highview Small Urban Village
- minor revisions to setbacks to:
 - accommodate averaging of setbacks (with a minimum) for more flexible design
 - greater emphasis of underground setbacks to provide soil volumes for trees and landscaping
 - special attention to north side setbacks to mitigate shading
- expanded context considerations (i.e., when considering response to context in the siting, form, and character of a new building, consider not just the context created by surrounding heritage designated or registered buildings, but also the context of other buildings with heritage merit, streetscapes, or concentrations of buildings that provide a sense of place)
- minor changes to achieve a more cohesive design and quality materials
- minor changes or clarification to landscape guidelines to better support plantings and trees, including street trees
- consideration of design features that support light industrial uses on the ground floor where they are permitted (e.g., floor-to-ceiling heights and loading bays).

Fernwood Guidelines (Heritage)

The new *Fernwood Village Design Guidelines* reflect the unique heritage context of the village and the desire for new development, or modifications to existing buildings, to reflect and respect that context. Revisions since the latest round of engagement include the addition of a Universal Accessible Design section (5.6), incorporating best practices.

PLAN IMPLEMENTATION

Several steps are required to begin to implement the neighbourhood plans and design guidelines, including policy and regulatory updates as described below.

Official Community Plan Amendments and Downtown Core Area Plan Updates

Amendments to the *Official Community Plan* are required, as outlined in Attachment I and as summarized below.

- Amendments are required to Section 6 (Land Management), specifically related to the Urban Place Designations, including:
 - To incorporate the new Urban Place Designations described earlier in this report – Mixed Residential and Housing Opportunity (if incorporated as suggested, designations could be explored for use in future local area planning and OCP amendment applications elsewhere in the city).
 - To update Map 2 to apply existing and proposed designations to areas identified in the neighbourhood plans.
 - To incorporate a policy that would allow consideration of heights and densities above those envisioned in the Urban Place Guidelines (OCP Figure 8) where the site or area is providing primarily non-market housing or other substantial community benefit and is supported by City policy and design guidance. This policy emerged through the resounding desire for more affordability in new development in these three areas, and given the scope of engagement, who we heard from, and the previous Council motion of similar direction, this proposed policy is drafted to be applied citywide. Opportunities to refine it and continue to explore nuances may continue through the OCP Updates Project.
- Amendments are required to Appendix A (Development Permit Areas and Heritage Conservation Areas) to apply the new design guidelines as follows:
 - The revised *Fernwood Village Guidelines* would apply to the proposed boundaries of Fernwood Village Small Urban Village.
 - The *General Urban Design Guidelines* would apply to all areas of Fernwood, North Park, and Hillside-Quadra where development of three units or more is proposed, except areas where other guidelines apply. Areas where other guidelines apply now or in future would include Fernwood Village (see above), parts of North Park west of Quadra Street or along Pandora Avenue (where the *Downtown Core Area Plan Guidelines* would continue to apply), or areas that may be subject to DPA 15 for intensive residential uses (including the proposed *Missing Middle DPA*).
 - In North Park, amendments would reduce the area of DPA 3(HC) - *Core Mixed Use Residential* and create a new DPA 17 (HC) - *North Park Village Area*, extending from Quadra Street to the east edge of North Park Village. This new DPA would use the proposed *General Urban Design Guidelines* and would retain and extend the Heritage Conservation Area provisions of DPA 3 (HC), thereby requiring alterations of buildings that are designated, on the Heritage Register, or subject to a covenant for heritage conservation to receive a Heritage Alteration Permit (the newly added area includes only one building on the Heritage Register).

- Amendments are required to Section 9 (Parks and Recreation) to incorporate the need for an additional park in the Hillside-Quadra neighbourhood, south of Hillside Avenue.
- Amendments are required to Section 14 (Economy) to reflect the new and expanded Urban Villages.
- Finally, amendments to Section 21 (Neighbourhood Directions) are required for the sections on Fernwood, North Park, and Hillside-Quadra to align these directions with the proposed local area plans.

Updates to the *Downtown Core Area Plan* (Attachment F) are required to reflect the new North Park Plan, including updates to provisions in the Mixed Residential District, the Density Bonus Framework, and other cross references to the North Park Plan.

Inclusionary Housing and Community Amenity Policy Updates

The newly proposed Urban Place Designations (Housing Opportunity and Mixed Residential) were developed with the intent to meet the city’s diverse housing needs, as described in the *2021 Housing Futures* report. Local area planning engagement reconfirmed the community’s strong desire to ensure new units can meet the needs of diverse households, including a range of incomes, lifestyles, and preferences.

The proposed neighbourhood plans and OCP amendments provide the framework – the foundation – for meeting these needs. Other layers of policy, like the *Inclusionary Housing and Community Amenity Policy, 2019* (IHCAP), and ongoing implementation of the *Victoria Housing Strategy* will ensure this foundation advances an emphasis on rental housing, family housing, and affordability.

To implement the plans, and continue to advance housing objectives through them, updates to the IHCAP are required. Updates should reflect the intent of the designations as described in the local area plans and OCP, as summarized in the table below. Staff are seeking direction to incorporate these updates as part of the planned three-year review in 2022. Until the IHCAP is updated, the table below can also be used as general guidance for development proposals in the new designations.

Housing Opportunity	
Scale	Targeted Contribution
For developments up to 1.2:1 FSR	<ul style="list-style-type: none"> • For secured rental projects: Exempt from additional contribution. • For strata projects: Contributions equal to or greater than existing Level ‘A’ Bonus for Urban Residential.
For developments up to 2.0:1 FSR	<ul style="list-style-type: none"> • For secured rental projects: Exempt from additional contribution. • For strata projects: Contributions equal to or greater than Level ‘B’ Bonus for Urban Residential.
For developments up to 2.5:1 FSR	<ul style="list-style-type: none"> • For secured rental projects: On-site or cash-in-lieu affordable housing contributions as determined based on further economic analysis. • Strata not considered.

Mixed Residential	
Scale	Targeted Contribution
For developments up to 1.6:1 FSR	<ul style="list-style-type: none"> For secured rental projects: Exempt from additional contribution. For strata projects: Contributions equal to or greater than existing Level 'A' Bonus for Urban Residential.

Zoning Update Strategy

Based on the community’s resounding desire to advance housing affordability and livability, and the City’s expressed objectives in the *Victoria Housing Strategy*, additional regulatory updates are recommended, including, updates to the City’s Zoning Regulation Bylaw as described below:

1. City-initiated zoning for residential rental tenure in certain areas to create an incentive for rental housing development where it is desired (and would serve as a pilot to implement the related action in the *Victoria Housing Strategy*).
2. The creation of “destination” zones for multi-unit housing at different densities, meant to better guide future rezoning applications toward developments that are aligned with the policies in the new local area plans and design guidelines.

The parameters for the destination zone and the approach to Residential Rental Tenure Zoning (RRTZ) implementation are summarized in Attachment J.

Rental Tenure Zoning

City-initiated zoning for rental tenure is proposed in areas identified through this phase of local area planning as desirable locations to live and good locations to accommodate growth and change. The proposal advances key objectives in the *Victoria Housing Strategy* at the local level, based on public input and analysis (see Attachment J).

The proposed City-initiated zoning in select areas would allow for what exists on a property today (including homeownership) but would provide further density and height entitlements to redevelop the property to a scale envisioned in the local area plan and OCP, on appropriately sized sites, if developed as purpose-built rental housing. Redevelopment above existing entitlements for any other tenure (strata) would require a rezoning application (like most properties throughout the city today) and would allow for consideration of other public benefits.

Several options for City-initiated rental tenure zoning areas are outlined in Attachment J, based on an established set of objectives and risks. The options focus on areas that can accommodate new rental housing (rather than sites with existing purpose-built rental) to increase supply and options for renters, while minimizing risk of displacement. The options also reflect the strongly articulated community desire to encourage rental opportunities both on and off transit corridors.

Staff recommend advancing Option 3 in Attachment J: A hybrid of areas along frequent transit corridors (which would reinforce sustainable mobility objectives and balance the housing and transportation cost burden for renters) and areas off corridors, but proximate to villages and amenities (where renters indicated they would like to see additional opportunities). Parameters for

this zone are also provided in Attachment J, as well as additional criteria for site-specific selection.

Development of multi-unit housing on sites with a City-initiated residential rental tenure zone would still be subject to design guidelines and require a Development Permit to be approved by Council. The updated *General Urban Design Guidelines* together with proposed provisions in rental tenure zone seek to support neighbourliness and livability in siting, form, and character of new development.

Destination Zones

The development of “destination” zones is proposed as part of local area plan implementation. These zones would not be applied to specific sites. Rather, they would serve as “destinations” or guidance for future re-zoning applications from property owners. Destination zones are intended to reinforce the desire for neighbourliness and livability which emerged as priority concerns during engagement and urban design testing.

The proposed destination zone parameters reflect desired characteristics of multi-family development related to site planning, setbacks, heights and densities, landscape, and tree protection, among others (see Attachment J for details).

OPTIONS & IMPACTS

Accessibility Impact Statement

The City’s Accessibility and Inclusion Policy as well as goals in the Accessibility Framework have been considered in this local area planning processes and informed final products and outcomes.

Barrier-free access and universal design features for building interiors are primarily regulated through the BC Building Code, rather than plan policy or design guidelines which focus on (exterior) building form and character as described in the Local Government Act. However, other documents such as the Master Municipal Construction Document (MMCD) Specifications, Accessible Design for the Built Environment Standards (CSA B651-19), along with the *General Urban Design Guidelines* collectively provide strategic direction to enhance the universal accessible design of outdoor and landscaped common areas, building exteriors, and the surrounding public realm, improving levels of accessibility for people with disabilities.

Further considerations for universal access are expected to be considered in future and City-wide initiatives, through an action in the *Victoria Housing Strategy*.

2019 – 2022 Strategic Plan

The approval of the three neighbourhood plans advances the action in Objective 8: Strong, Liveable Neighbourhoods to develop local area plans. The approval and implementation steps generally support the objective with long-term plans for complete, liveable neighbourhoods.

The neighbourhood plans, *Official Community Plan* amendments, and implementation steps (specifically, the proposed zoning strategy and updates to the *Inclusionary Housing and Community Amenity Policy*) advance various actions in Objective 3: Affordable Housing, notably implementation of rental only zoning.

The neighbourhood plans further support Objective 4: Prosperity and Economic Inclusion, specifically through land use and other policy statements that supports arts, culture and innovation spaces.

The proposed *General Urban Design Guidelines* as well as general policies in the neighbourhood plans support Objective 6: Climate Leadership and Environmental Stewardship by encouraging additional, high-quality space (through underground setbacks) for tree planting and ensuring space for tree planting on private property. The outcomes further support the implementation of the *Climate Leadership Plan* through a land use framework that supports climate action.

Impacts to Financial Plan

The proposed neighbourhood plans, bylaw amendments, and implementation steps will not have any impacts to the Financial Plan.

Official Community Plan Consistency Statement

Each of the three neighbourhood plans advances *Official Community Plan* objectives, notably Section 20: Local Area Planning, which envisions a range of local area plans, with a focus on corridors, villages and areas expected to undergo growth and change.

The proposed amendments to the *Official Community Plan* are consistent with the plan's Adaptive Management Framework (Section 22) and reinforce several other goals in the plan related to climate, housing, and transportation, as well as the broader Growth Management Framework in Section 3.

CONCLUSIONS

The third round of engagement for the first phase of Village and Corridor Planning (Fernwood, North Park, and Hillside-Quadra) is complete. The community had an opportunity to provide feedback on the three draft neighbourhood plans and newly proposed design guidelines. These products were the result of a two-year process of robust, diverse engagement and analysis, and revisions have been made based on the latest round of public input.

The revised plans and guidelines are now presented for Council consideration. Staff are seeking direction to advance consideration of the plans at a public hearing together with the associated *Official Community Plan* amendments. These amendments are required to implement the neighbourhood plan directions, to advance housing affordability and climate action, and, more specifically, to add two new Urban Place Designations that would then be available for consideration in future local area planning processes to make room for more housing in all neighbourhoods.

Staff are also seeking direction to amend the Zoning Regulation Bylaw to advance key objectives arising from the planning process, as well as directions in the *Victoria Housing Strategy* (including advancement of residential rental tenure zoning). Finally, staff are seeking direction to update the *Inclusionary Housing and Community Policy* to incorporate the intent of the newly proposed Urban Place Designations.

A diverse range of opinions and interests were heard during this extensive planning and engagement process. The resulting plans and implementation measures balance different interests, seek to advance equity and diversity, and address key community goals related to housing, mobility, public space, and climate action. They complement city-wide plans, strategies, and actions, as well as the actions of other levels of governments and community organizations to support a more equitable, sustainable, and liveable city.

Respectfully submitted,

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Community Development Department

Report accepted and recommended by the City Manager

List of Attachments

- Attachment A: Village and Corridor Planning Phase 1 Engagement Summary
- Attachment B: Local Area Planning Issues, Opportunities, and Implementation Summary
- Attachment C: Fernwood Neighbourhood Plan (2022)
- Attachment D: Hillside-Quadra Neighbourhood Plan (2022)
- Attachment E: North Park Neighbourhood Plan (2022)
- Attachment F: Anticipated updates to the Downtown Core Area Plan
- Attachment G: General Urban Design Guidelines (2022)
- Attachment H: Fernwood Village Guidelines (2022)
- Attachment I: Draft edits to the *Official Community Plan*
- Attachment J: Zoning Strategy for City-initiated Rental Tenure Zoning and Destination Zones

CITY OF VICTORIA | Sustainable Planning & Community Development

Village & Corridor Planning

North Park, Fernwood, Hillside-Quadra

Engagement Summary Report

April 2022

A Community for Everyone

Housing Choices Mobility Public Spaces Walkable Urban Villages

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The City of Victoria is located on the homelands of the Songhees and Esquimalt People.



Executive Summary

The purpose of neighbourhood planning is to guide growth for more sustainable and inclusive communities over the next 10 to 20 years. A healthy and welcoming city is one with diverse housing choices, sustainable transportation options and joyful public spaces for people with different incomes, lifestyles and family make-ups.

Engagement with the Fernwood, North Park and Hillside-Quadra neighbourhoods took place over three phases between 2020 through to early 2022 and focussed on areas where change is anticipated in the years ahead.

The proposed draft neighbourhood plans and related policies, design guidelines, and Official Community Plan (OCP) amendments have been informed by conversations and engagement with diverse representation and collaborative conversations with the community. While the first two phases of engagement have been reviewed in previous reports, the following engagement summary outlines the process from start to finish with a focus on how we engaged and what we heard in the third phase.

Engagement at a Glance

Phase 1: January through April 2020
Phase 2: September 2020 to January 2021
Phase 3: November 2021 to January 2022



10,264
unique project
page visitors



884 people completed an
online survey (7 surveys)

350 people attended
14 in-person events



230
people participated in 22
virtual and 21 in-person
focus group discussions
or meetings

50
people participate
in a virtual
workshop series
during Phase 2



50
people provided
written feedback

Public Engagement Overview

Engagement with the community was conducted over three phases between February 2020 and January 2022.

Principles

Principles for Public Engagement included:

- Seek diversity in engagement, including members of equity-seeking groups and those less likely to engage in neighbourhood processes; and reflecting this engagement in drafting policies.
- Provide differing levels of information and engagement accessible to those with differing levels of time and interest
- Communicate links to city-wide policies and plans that have been informed by recent broad engagement (e.g. *Housing Strategy*, *Sustainable Mobility Strategy*, *Urban Forest Master Plan*), while consulting on how these policies can come to life in a local context
- Offer robust rounds of engagement with clear links to outcomes, allowing people to have their say while avoiding engagement fatigue
- Provide clarity on the scope – e.g. those topic areas that local area plans are most effective at influencing – and focusing on these areas while making room for broad input

Engagement Objectives

Building off two early rounds of engagement, the objective of the third round was to present the public draft Local Area Plans, Development Permit Guidelines, associated Official Community Plan amendments and recommendations for zoning changes. Engagement was designed to give people the opportunity to identify what they like, what they would change and what they feel is missing in the draft policies and directions.

Level of Engagement

This third phase of engagement aimed to *inform* and *consult* the community about the content of the three Draft Neighbourhood Plans and the associated Draft Design Guidelines, Official Community Plan Amendments, and zoning directions.

The Draft Plans are based on findings from Phase 1 and 2 of Engagement, which included efforts to consult, involve and collaborate with members of the community.

Engagement Process

Phase 1: Early Engagement

Between January 2020 and March 2020, the City explored Issues, Opportunities, and Big Ideas together with the community. More than 1,000 residents provided ideas and insights about what they love and would like to see improved in Fernwood, North Park and Hillside-Quadra neighbourhoods.

Phase 2: Draft Policy and Design Directions

In the fall of 2020, the City hosted a series of planning and design workshops with diverse community members. The workshops built on what we heard through early engagement and what we learned through technical studies and analysis.

Draft concepts were developed together with the community and were presented to the broader public for review and feedback through a virtual open house (project webpage), focus groups representing diversity in the neighbourhoods and online surveys.

Phase 3 Engagement: Review/Revise Draft Policies and Guidelines

In Phase 3, draft policies, plans, and design guidelines based on previous engagement and additional analysis were presented to the broader public for feedback. The input gathered has informed revised Neighbourhood Plans, Design Guidelines, proposed OCP Amendments and proposed zoning amendments.



Engagement Opportunities

Community-Led Engagement

Each Neighbourhood Association was provided a planning grant to complete community-led work that would help inform the final outcomes of the local area planning process. This supported an increased involvement of community members, deep discussions and new ideas from the community.

This community-led work helped inform key directions for the updated Neighbourhood plans, along with the feedback gathered in Phase 1 of the City-led engagement (described below).

Phase 1: Early Engagement

Between January 2020 and March 2020, the City explored Issues, Opportunities and Big Ideas with the community. More than 1,000 people were engaged in this first phase.

Opportunities included:

- Online surveys with more than 800 responses
- 10 Community Discussions (Community Association Boards and Land Use Committees, Advisory Committees, and other community organizations)
- 5 Pop-up events
- 11 focused discussions (“Meeting-in-a-box” discussions hosted by working group members and meetings with local business, cultural and community organizations)

The City was nearing the end of early engagement when public health orders related to COVID-19 were enacted. Some online engagement was cancelled (not included in the list above) The online survey deadline was extended to allow for additional feedback.

Phase 2: Draft Policy and Design Directions

After broad and diverse engagement in the first phase, Phase 2 started with a virtual workshop series in the fall of 2020 where participants representing a cross-section of different ages, incomes, backgrounds and housing situations came together and developed draft directions and concepts based on what we had learned so far.

Attendees included Working Group members, participants recommended by community associations, land use committees, and diverse community and stakeholder organizations (such as the Metis Nation of Greater Victoria, the Intercultural Association, the Youth Council, arts and culture organizations, local businesses, and others).

Following an interdepartmental review, the concepts generated during the workshops were translated into a virtual open house at **engage.victoria.ca** for public feedback. The virtual open house received more than 6,400 unique visitors during this second phase. Recognizing the circumstances and stresses of the pandemic, engagement opportunities remained flexible and responsive to the community. Different elements were added to this phase over time, and the online engagement was extended to reflect the desires of the community. In total, the virtual open house ran for more than three months.

The online Open House included:

- Surveys (also available in hard copy)
- Virtual video tours
- Discussion forum
- Q&A section
- How We Got Here Photo Essay
- Background materials

Additional opportunities in this phase included:

- Virtual focus groups with parents, Canadian newcomers (including youth), Indigenous residents, youth, BC Housing residents and other groups
- Conversations with local business owners, Community associations, CALUCs, and others
- A self-guided walking tour with stops at significant locations, where information about the relevant key concepts were on display

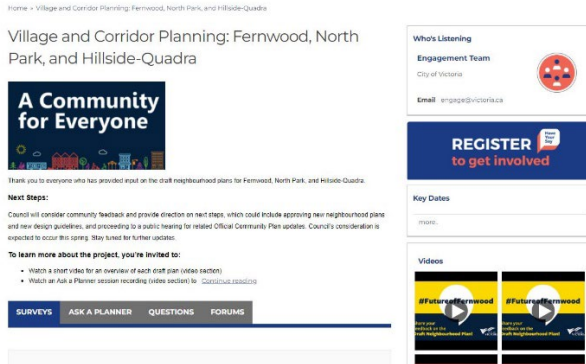
Phase 3: Review/Revise Draft Policies and Guidelines

In the third phase of Engagement, the City brought draft Neighbourhood Plans for Fernwood, North Park and Hillside-Quadra as well as draft Design Development Permit Guidelines to the public for feedback and asked about preferences for Residential Rental Tenure zoning.

Phase three included a virtual open house at **engage.victoria.ca** as well as in-person engagement opportunities to make it easy and inviting for as many as possible to participate. The various engagement opportunities that took place in this phase are outlined in more detail below.

Phase Three Engagement: November 1, 2021 to January 3, 2022

Virtual Open House (1)



- 3 Community Surveys (one for each neighbourhood)
- Discussion Forum
- FAQ's
- Videos summarizing the Draft Plans and the planning process
- Draft Neighbourhood Plans and Design Guidelines, Draft Plan Summaries
- Other relevant documents and materials

Open Houses (3)

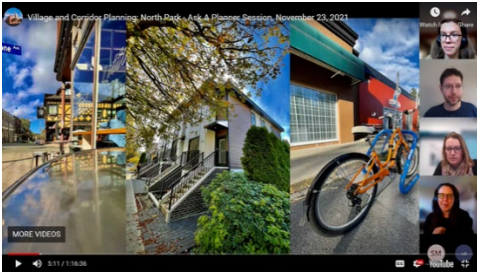
One in-person open house in each neighbourhood was offered with information about the Draft Plans and staff to listen and answer questions.





Walking Tours (6)

Led by staff, these discussion tours took place in parallel with the Open Houses (two opportunities per event) where members of the public could learn about the Draft Plan directions on site.



Ask a Planner Sessions (3)

Three virtual sessions were hosted where City Planners presented summaries of each plan and answered questions from the public. The video recordings were available afterwards at the Virtual Open House.

Pop-Up Events (6)

Six additional events in neighbourhoods to promote the Virtual Open House and in-person Open Houses, and to have discussions with those who live, work, and spend time in the area.

Focussed Discussions

Additional focussed discussions to fill gaps from previous phases, with youth, community associations, residents, and the Summit Resident and Family Council

Promotion

More than 10,000 unique visitors have visited the project page at **engage.victoria.ca** since the project page launched in September 2020.

During the third phase of engagement (November 1 2021 – January 3 2022), the following methods were used to reach the community:

- 60,000 copies of the City's Connect newsletter were mailed to residents and businesses in Victoria in October 2021, featuring an article on the Local Area Planning project
- 7,400 subscribers to **engage.victoria.ca** received four email updates on the project between October and December 2021
- 2,200 subscribers to the City's monthly eNews received two updates on the project between October and December 2021
- Paid ads in local daily, weekly and neighbourhood newspapers
- Digital advertising campaign driving people to the project page
- 45 promotional posterboards throughout the neighborhoods
- Flyers were shared through community services (e.g. family and youth programs, food security programs) and local businesses
- Six pop-up events were held in the community in diverse locations (e.g. urban villages, food banks) to help raise project awareness

What We Heard

Public Space Improvements for Making Connections

Residents in all three neighbourhoods value their public space and appreciate indoor and outdoor amenities to interact with others, build community, recreate and enhance walking and rolling connections. There was a high level of support for proposed public space improvements such as added and improved greenspaces, plazas, and streetscape improvements.

Some additional suggestions raised in all three neighbourhoods included dog parks, water features, picnic and barbeque features, public washrooms, more/better places to linger for those who want more passive recreation (as opposed to playgrounds, for example), and more places for older children and teens. Several survey participants pointed out a need for public spaces that are comfortable in 3-4 seasons, with shelter from sun and rain, for pandemic-safe outdoor gathering, and to support diverse take-out eateries. Both accessibility and safety improvements were desired, including an all-abilities playground for youth in Hillside-Quadra. Stakeholders also pointed to the need for centrally located indoor and outdoor spaces for gathering and cultural practice

People in all three neighbourhoods also asked for more placemaking focused on arts and culture, such as outdoor performance places and public art.

Improved access to indoor facilities such as Community Centres was a theme as well, with strong support for the directions to update, add or expand community centres. Many specific comments revolved around matters that are addressed in City's Strategic Plan, such as the location of Crystal Pool, community space in North Park and the desire expand the Quadra Village Community Centre to serve residents of all incomes.

A recurring theme throughout engagement was the future of greenspace used by the community, but not designated as parks. In North Park, we saw very high support for opening Royal Athletic Park for more public access, and several asked for more specific, bolder plans for the arena itself and for the adjacent parking lot.

“Too much city owned space is dead space. Between the arena and adjacent parking lot, RAP and its parking lot, so much city land is not even accessible to residents of this neighbourhood. Be creative and use the land you own to solve problems and increase equity. Be bold and rethink RAP — our neighbourhood desperately needs green space.”

In the Hillside-Quadra survey, existing open space at SJ Willis School, 950 Kings and 2549 Quadra Street (the Warehouse School) were highlighted by many as public green spaces that

should be preserved and enhanced, especially if more housing is added in the area. Some suggested specific improvements such as community gardens at SJ Willis.

In Fernwood, we heard from many that the school grounds at Vic High are well used by youth and residents outside of school hours as well as by dog owners, and some were concerned about losing access to these amenities. Although there was generally strong support for improving the Community Centre, some worried that what is already working well (such as the existing skatepark and programs) could be lost.

Living Car-lite and Getting Around

“Growth in housing density cannot be accompanied by an equivalent growth of vehicle density and [...] an infrastructure of sustainable methods of getting to/from work, home and hobby need to be planned out in order to grow sustainably.”

Overall, we saw strong support for letting the 15-minute community concept guide future planning in the neighbourhoods, and broad understanding of the focus on urban villages and the transportation corridors that connect them. Across the board, residents want it to be comfortable, safe and quick to move around in the community, and those able to walk, bike or roll to go about their everyday activities generally welcome the active transportation improvements identified in the plans. Some requested that the neighbourhood plans better address accessibility (for mobility scooters, walkers, etc.), and some wanted to see a stronger focus on safety with for example better lighting for pedestrians.

Many wanted to see gaps in the public transit network addressed, sometimes pointing to barriers to choosing the bus over the car, such as insufficient routes or shelters or simply that the bus does not work for them.

“Everything sounds great...but, as you have probably noticed, I am concerned about livability for people with cars. Some people can't ride bikes, don't feel comfortable on buses, and aren't walkers. Should we conclude that Fernwood is not for them?”

While most survey respondents were supportive of the mobility directions in the draft plans, we heard strong opinions on two ends of the spectrum regarding trade-offs between travel modes: some think it is unrealistic to plan for a decreasing dependency on automobiles, while others believe that cars don't belong in cities at all. Some who rely on private automobiles feel left out, expressed concern about how recent bicycle network improvements have impacted their experience of driving, or felt these areas are already sufficiently walkable and bikeable.

Overall, we heard strong support for new and improved greenways and crossings. The idea of green and leafy streets was very well received, especially in North Park (although there were

also a few there who said housing needs to be higher priority than any public realm improvements). Some envision the greenways as an appropriate way to facilitate bicycle improvements and traffic calming, while others were concerned that such interventions might make it less convenient to drive in the neighbourhoods. Others wanted clarification on what a greenway designation means. We also received multiple suggestions for added or alternative improvements, including east-west connections to Vic West and the Galloping Goose.

We heard from some who wanted it to be safer and more comfortable to bicycle along the main corridors (e.g., Bay Street, Hillside Avenue), while some felt corridors should primarily facilitate auto traffic, emergency access and that investments in cyclist and pedestrian comfort could impede this.

“The entire Quadra corridor needs to be viewed as a place in need of better crossings, like Bay. None of the existing ‘greenways’ are pedestrian friendly in their current form.”

“Quadra street is the only way I can transverse the city northbound from my neighbourhood via CAR (yes some people still have to drive) and to lose clear access with the proposed pedestrian crossing is insane”

“I love what you guys did on Vancouver Street in Fairfield. Centring lots of smaller streets around pedestrian and biker safety and comfort is perfect. Cars should only be driving off of arterial roads at the very beginning and very end of their trips!”

“Bay Street is a nightmare for bikes so while it's great to improve it for pedestrians and buses, it needs to be safer for cyclists as it's a key, direct route. A problem with these greenways is that they zig/zag and aren't direct, making them inconvenient”

Building Design for Livability and Sense of Place

We heard general appreciation in all three neighbourhoods for design guidelines and principles that came across as site and context sensitive. Many welcome a diverse mix of housing types, building heights and density. When asked how well the proposed housing design principles and guidelines support diverse housing choices in the community, most participants chose “well” followed by “neutral” in both the Fernwood and the Hillside-Quadra surveys. In North Park, most responded “well” followed by “very well”.

By and large, provisions for green spaces, trees and livability in new housing were widely supported. Principles for car-light development were generally well supported, with many feeling less need for auto use in Victoria. On the other hand, some expressed reservations, including concerns that new buildings might not offer enough parking to meet the needs of all who want a car or need one because of disability, work, etc., or places for visitors, trades and

home service workers, and those with mobility limitations to conveniently park. Consistent with previous rounds of consultation, the largest concerns for car-light buildings were either a perception that reduced parking minimums and Transportation Demand Management measures would force new residents to give up a car; that no new parking would be provided; or that owners of single-detached homes might be inconvenienced by reduced on-street parking availability.

Some pointed out that “walkability” does not support all abilities and that there needs to be parking for and/or provision of mobility scooters/devices in new housing.

“Higher density is good. Many People will continue to rely on cars and those people need to be accommodated as well. True diversity includes them.”

In the North Park survey, we saw noticeably more unreserved support for car-lite buildings. Most concerns expressed were about not adding enough density, cautioning that too many design constraints may negatively impact development viability, and emphasizing that affordable housing be a priority. (These concerns were heard in Hillside-Quadra and Fernwood as well.) A few said that more, affordable housing is much more important than livability and design considerations..

“The design principles are fundamentally misaligned with the city's climate and housing goals. If the city is serious about these goals, Fernwood's housing mix should reflect that it is an urban, downtown-adjacent neighborhood, not a suburb.”

“We need taller towers; housing people affordably is more important than trees or a ‘vibe’.”

For some, the problem was not the ideas themselves, but rather skepticism about implementation:

“They are all good but we know when the developers come to the city, they all cave and the principles are compromised in one way or another.”

“Pretty generic principles that are hard to argue with; unclear how they will be operationalized”

Sensitive transitions to neighbouring properties, whether other housing or open space, are important to most. Some were quite concerned about protecting single-detached homes from impacts of multi-family buildings (especially where lots are relatively small) and wanted reassurance. Others advocated having a transitional density area, park, or other feature between urban residential areas and single-detached homes.

In Fernwood, the strong neighbourhood character and sense of place came up a lot among the survey comments. Many pointed to existing heritage homes and an eclectic mix of buildings as key components of that character (although responses throughout the survey recognize a diversity of residents as a core component of community character). While we did hear general support for more housing of various kinds, some wanted to emphasize that density should not be added without attention to architectural quality (and variation, in particular) while others emphasized needs for affordability or housing in general.

“These principles assume that densification is always an improvement. I disagree. Permitting profit driven developers to build shoebox buildings with no architecture or character will perpetuate Fernwood’s image as a poor area with a shabby future.”

“I think we should consider going higher possibly. Please do not sacrifice any more of Fernwood’s green space.”

In Hillside-Quadra, several survey participants asked for more focus on heritage buildings in the plan and stronger policies to prevent new development in areas with significant heritage value. Some suggested that more lenient house conversion rules, permissions to add multiple suites (incl. garden suites), or missing middle housing would be a preferable way to add density, while others emphasized the need for diverse choices including secure choices for renters (both market and non-market).

Many expressed that North Park is a suitable area for more density, given its proximity to downtown. We also saw support for adding greenery and encouraging ground oriented and missing middle housing. Some proposed more density and height, even suggested that North Park is not the place for green backyards. While there was some focus on heritage, several survey participants expressed hope that new development would *bring* interesting architecture and *add* to a stronger sense of place.

“Promoting medium density housing, encourage building of new character multi-family homes that bring more interest and warmth to the street level.”

More, Diverse Housing

Compared to all other questions in the survey, there was a bit more diversity of opinions about the location of new housing. Overall, most survey participants (in all three neighbourhoods) thought the proposed locations supported the objectives *well*, but many also felt *neutral* about them and in Hillside-Quadra one quarter of survey participants felt the direction supported the objective *very poorly* or *poorly*. A number of households in the northern parts of Hillside-Quadra wrote specifically to the city with concerns over the scale of development envisioned along Quadra Street between Finlayson and Tolmie, while others in this part of the neighbourhood

reached out with an interest in more walkable villages that would thrive with additional housing around them. Staff had subsequent meetings and walkabouts with some of these residents and did additional urban design testing to explore their concerns.

Housing Tenure and Location of Rental Housing

The most appropriate location for multi-family and rental housing was a point of debate in all three neighbourhoods. Many feel strongly that limiting multi-family housing to the busiest corridors is inequitable – that it excludes renters and those who cannot afford a single-family home from quieter, family-friendly, and generally desirable areas. Many pointed to the impacts of noise and traffic on health and livability. On the other hand, some see quieter streets as a places that should remain primarily single-family housing. Concerns included potential impacts to private property such as shading, construction noise, traffic, or general aesthetics. Others still expressed strongly that more housing supply is needed in all locations, that while off-corridor areas should support multi-unit and particularly rental housing, on-corridors areas would still be desirable for others and the priority should be increasing housing supply overall.

Concerns about potentially displacing existing tenants was expressed. Some also feared current homeowners may be tempted to move.

Affordable and Suitable Housing Options

Many think that there is not enough being done about housing affordability and that affordable and subsidized housing should be the top priority. While most respondents saw a strong and immediate need for housing with a range of incomes, some felt there is already enough subsidized and/or rental housing in parts of these neighbourhoods, and it is time for the rest of the city and/or region to catch up. Even among those who felt some reservation for the proposed directions, there was however clear support for increasing the housing stock in the city as a whole.

Many also expressed a want for a wider variety of housing. For many that means adding more rental (both market and non-market), for some it means encouraging more affordable ownership and missing middle type housing. There was a feeling among many that there is not enough housing to fulfill specific needs, whether affordable options for youth as they grow up and leave home, affordable or attainable homes suitable for current and future families with children, co-op housing, pet friendly units, accessible units, or homes for seniors. New Canadians and Indigenous residents in particular cited need for homes, including rental homes, that can accommodate multi-generational, blended, or larger families.

While a number of comments expressed concern that market-rate housing is not affordable, others saw a need for more homes or homes for those who are above the income cut-off for typical non-market housing yet face housing challenges. On the other hand, some felt that rental or multi-family housing would not be a desirable addition to lower-density parts of the

neighbourhood, citing concerns such as site-specific impacts (e.g. shading), traffic, cleanliness of the public realm, potential for low-income neighbours, or poorly managed rentals. Alternatively, some felt that parts of these neighbourhoods already contain a disproportionate amount supportive housing. (Most commonly in North Park where similar concerns were expressed about transitional housing and services for people experiencing homelessness.)

Housing Form

The proposed mixed-density areas were generally welcomed, and some were asking for more of it as they feel added density is a high priority. One concern we heard even among those who generally welcome added density was the potential pressure on community amenities such as schools and daycares.

There were varied opinions about building heights, with some wanting maximum heights reduced (areas where 4, 5 or 6 stories are proposed) or limited overall (e.g. to 4 storeys), others feeling 4-6 storeys is a good neighbourhood form (distinguished from the downtown), and some wanting to see more height in areas, especially if it can support affordability or housing availability.

Some in the Hillside-Quadra survey suggested additional or different areas be considered for multi-unit or mixed density housing, including: areas near Bay Street; along Topaz Avenue; in the proposed new small urban village along Highview Street; and more generally locating family housing close to schools and parks.

We heard both relief and frustration about traditional residential areas (particularly in Fernwood) that were not proposed to change in the draft plans. Those protective of such areas pointed to heritage or character among other things, while others felt that single family residential zoning is a barrier to addressing today's needs and welcome some form of added density in all areas of the neighbourhood. Some wanted to use Local Area Planning to plan for Missing Middle housing. While most welcomed diverse housing, some who owned a home or aspired to do so asked if it would be possible to make single-family houses in these neighbourhoods attainable for today's young families.

Vibrant Urban Villages and 15 Minute Communities

The principle of strengthening and focusing growth in urban villages has been well supported throughout engagement. In all three neighbourhoods, there is very strong support for encouraging small to medium size businesses (depending on location), and residents particularly want to see local businesses thrive here. We did hear some concern about new

development potentially displacing small businesses, although this sentiment was less than in previous surveys, perhaps because of the focus on small-footprint buildings and smaller commercial spaces. (Nonetheless, some continued to remain concerned that diverse businesses may not be able to afford new spaces).

Most people who frequent the existing Fernwood, North Park and Quadra Villages are enthusiastic about the prospect of adding more vibrancy and strengthening the character of these places. Proposed improvements to the public realm were very well received, such as making room for more patios, improving the pedestrian experience, greening, and adding more and better places to gather. Citizen led-placemaking and cultural spaces and expressions are highly requested, including public art and space to perform. There is also a strong desire to preserve and potentially expand both the Belfry Theatre (Fernwood Village) and retain the Roxy Theatre with more offerings (Quadra Village). In North Park Village, Logan's Pub is sorely missed, and many are hoping to see another musical performance venue in this area.

Some expressed concern about the prospect of less parking close to businesses in the future, as many find it hard to park close to services and amenities in these neighbourhoods today, and most small businesses need to attract customers from outside the immediate area, as they cannot rely on nearby residents alone.

Fernwood Village

Survey participants generally welcome the potential for some added commercial activity in Fernwood Village (with a focus on small, local businesses). Most think that buildings up to four stories is appropriate here, and there seems to be a general sense of reassurance that the existing character and feel of the village would be respected and improved with the proposed directions. Adding housing is mostly supported as well, although some felt that townhouses or other missing middle housing forms would be more fitting, while others wanted to ensure new housing reflects diversity. While the square is loved by many, there is also broad acknowledgement that it could benefit from a refresh to make it more attractive and accessible. Enhanced pedestrian connections (including "shared space") were met with enthusiasm by most, Many also expressed a desire to calm traffic and make space for cyclign and walking along Fernwood Road, but some expressed concern about inhibiting automobile flow and parking.

Bay Street Villages

We saw general support for the proposed new Small Urban Village designations at Bay Street at Fernwood Road and Bay Street at Shakespeare Street, confirming a need for more services within walking distance of their homes and welcome initiatives that would activate the public realm. A grocery store at Bay Street and Fernwood Avenue was requested by many. Among those who had concerns, impacts on vehicle traffic along the Bay Street corridor was mentioned

by many as well as impacts on nearby single-detached residences. A few suggested that a bit more expansion in Fernwood Village might be preferable to Bay Street.

North Park Village

The general directions for North Park Village were very well received in the online survey, including beautifying and activating the public realm, strengthening walkability, welcoming small to medium size businesses and strengthening the connection b Franklin Green Park and the Village. We heard some specific ideas about what types of commercial activity are missing today, such as restaurants, pubs and cultural venues. One concern was that the neighbourhood needs more local-serving services and amenities as opposed to regional.

Among those who had reservations about the proposed directions for the Village, many are simply concerned about implementation (calling it a “pie in the sky”, for example), or ask for an even bolder vision for the future (e.g., allowing for taller buildings and/or incorporating more housing). Others have concerns about parking and traffic flow, including some feel that they have already been negatively impacted by recent active transportation improvements which make it harder to navigate by car. Others were concerned about maintaining affordability.

“But how you gonna make it so nice AND keep it affordable?”

“Concerned about the cities ability to see this through to fruition, developers are ruthless in there pursuit of a dollar and are good at manipulation ... perhaps it coming but the "how" is missing”

“It’s just been whitewashed with a brush. This hub needs more creative thinkers to ensure its expanded enough and well enough to afford any ever changing landscape of residents and shoppes and arts of all mediums.”

We saw generally strong support for encouraging “maker spaces” on North Park Street, and many agree that this type of land use is a key part of the existing character of this area and that artists and businesses need spaces. We heard some concerns about disturbance from light industrial activities. Some who would welcome the activity had implementation concerns such as questioning if there are enough businesses that could fall in such a slim category or if they would be able to afford rent here.

Quadra Cultural Corridor

We saw strong support for adding life and vibrancy to the Quadra Street Cultural Corridor area with public realm improvements, housing density, more services and less “blank walls”. Some expressed appreciation for building on what is already there, and some caution about gentrification. It was recognized by many that this area is not very pleasant to walk in today however, and some point to safety concerns that they would like to see addressed.

Quadra Village

We saw lots of support for public space and walkability improvements in Quadra Village as well as for greenery, and a desire for small shops and step-backs and sunlight at street level. Plazas large and small were well-liked, with caveats that they be lined with small shops, programmed, or include places to sit and gather. Arts and culture were desired, both in the public realm and in venues including the retention or renewal of the Roxy Theatre. Some wanted to see reduced scale in the village out of concern that, even with step-backs, buildings over 4 storeys might negatively affect the public realm, while others wanted to see more housing and/or affordability in the village.

Quadra West

There was generally strong support for the vision for Quadra West, in particular green spaces and other public gathering places, spaces for community services and amenities, connectivity improvements, diversity of building types, and mixed income housing. Some also wanted small local business integrated into Quadra West.

Those who did not support the proposal mentioned issues such as wanting less housing, wanting to see 950 Kings be used solely for green space and community amenities, concern for automobile access for current residents or fearing that public improvements in the area would raise rents.

Northern Hillside-Quadra

There was broad support for small urban villages at both Highview-Finlayson and Tolmie-Quadra. People cited the desire for local shops, services, public spaces, and gathering in the northern part of the neighbourhood where they can walk to. Specific desires included trees, on-street parking, bicycle parking, that shops fronts be smaller or otherwise support local and/or local-serving businesses, and that building design be contextual and not overly “modern”. Others commented on desired public space amenities – including a public space on Highview Street; seating; picnic tables; and even barbecues.

However, some felt that local shopping options would either increase traffic; or would slow traffic on what should be a transportation routes.

For the Highview-Finlayson corner, one suggestion mentioned extending the village, housing and public space south along Highview Street to Summit Park. Some people suggested alternative locations, including Finlayson and Cook and Hillside at Cook and the “Gosworth Village” in Oaklands.

Who Did We Hear From?

Engagement Phases 1 and 2

A Working Group was formed at the start of the planning process to help reach diverse stakeholders. Members include residents recommended by community organizations, neighbourhood associations, land use committees, the local business community, the arts and culture community, the Intercultural Association, the Native Friendship Centre, the Renters Advisory Committee, the Disabilities Resource Centre, and a diverse cross-section of residents. The working group has supported the design and implementation of engagement activities, participated in workshops and walkshops, reviewed materials, and provided connections within the community. Over the course of the planning process membership evolved, with some members stepping down due to capacity issues and others joining, but the group continued to represent a cross-section of the community.

The first phase of engagement (Issues, Opportunities and Big Ideas) was focused on quality and diversity. In an effort to reach a greater diversity of voices, particularly those that the City doesn't typically hear from, staff attended events such as family dinners, youth events and kindergyms at Community and Recreation Centres. Working group members also reached a broad diversity of voices through their individual networks. An estimated 140 residents were engaged in one-on-one and group discussions through this outreach, along with approximately 800 survey responses.

The City was nearing the end of early engagement when public health orders related to COVID-19 were enacted. The online survey deadline was extended to allow for additional feedback. Despite the cancellation of a small number of events and a planned promotional mail-out, a broad and diverse audience was reached.

Staff noted some gaps, potentially due to COVID related restrictions. It was noted that few youth (under age 24) participated in the survey and other key groups were somewhat under-represented (including renters and single parent families). One important youth and family event was also canceled due to COVID related restrictions. In Phase 2 and 3 of engagement, staff worked to fill these gaps.

Phase 2 of engagement had to be planned around the numerous public health restrictions that were in place due to the COVID-19 pandemic. While these restrictions presented a challenge, it also presented an opportunity to pivot in a way that brought greater emphasis to equity in engagement. Virtual engagement, the ability to connect in new and different ways, and the ongoing support and thoughtful contributions from the Working Group resulted in an engagement approach that felt different from those previous, but one that resulted in a diversity

of voices providing meaningful feedback. This phase had a strong focus on reaching people who tend to be underrepresented in community engagement, including those who rent, families with children at home, single parent families, low-income residents, those who lack stable housing, minority populations, youth, Indigenous residents, Canadian newcomers, and other equity-seeking populations. The feedback and input from Working Group members continually challenged older approaches to engagement and brought forward new ideas to reach people where they are, slow conversations down, simplify language and remove jargon, and promote participation in meaningful ways (including in different languages and with targeted questions).

The Virtual Open House and surveys saw greater diversity in participation than previous neighbourhood-level planning processes. However, the survey data still showed underrepresentation of some groups, especially those that may be part of equity seeking populations. Other engagement approaches strived to bridge those gaps. This included focus groups with parents with kids at home (including single parents), newcomers (including adults and youth reached through Inter-Cultural Association programs), youth (through Victoria High School and Hillside-Quadra Community Centre), Indigenous Canadians (reached through the Metis Nation of Greater Victoria, the Native Friendship Centre and the Centre for Indigenous Education and Community Connection), residents of BC Housing's Evergreen Terrace, as well as general residents, small business owners and operators, and participants in community associations and the renters' advisory committee. Promotions were made through numerous means, both via print media and online, posterboards in the community and flyers distributed to diverse clients of community programs and local businesses.

For the virtual workshop series which informed the survey, about 45 participants from a cross-section of different ages, incomes, backgrounds, and housing situations were recruited. Attendees included Working Group members, participants from or recommended by community associations, land use committees, community organizations, and diverse stakeholder organizations (such as the Metis Nation of Greater Victoria, the Intercultural Association, the Youth Council, arts and culture organizations, local businesses, and others).

Engagement Phase 3

In Person / Virtual Events

In addition to the online survey (summarized below) and the Virtual Open House, staff had conversations with over 400 people throughout Phase 3 at the in-person Open Houses and Pop-ups, virtual "Ask a Planner" meetings, and some more focused conversations such as Community and Land Use Committees, youth at the Hillside-Quadra Community Centre and the Summit (Health Care facility) Resident and Family Council. Strong efforts were made to reach

as wide a population as possible when promoting these engagement opportunities, demographic data was however not collected during the events.

Online Surveys

The three community surveys all asked demographic questions of all participants, which gave a good indication of who we heard from in this phase of engagement. However, many visitors to the Virtual Open House chose to only inform themselves, without participating in the survey or leaving comments or questions for staff.

Below are some comparisons to the city’s population or household composition overall, as per the 2016 Census of Population. Please note however that comparative statistics are provided as a reference point, but do not provide an “apples to apples” comparison of representation; many census statistics are at the household (rather than individual) scale while survey statistics are for individuals. For example, larger households may appear to be somewhat overrepresented, but a two-person household has twice as many individuals who may complete a survey so the degree of over-representation, if any, is not clear. Unfortunately, individual comparative statistics are not readily available.

Additionally, as these surveys focused on a particular geographical area, it is to be expected that participants represent a more local population than the city wide. Most survey participants were residents of Fernwood, Hillside-Quadra and North Park respectively, followed by directly adjacent neighbourhoods.

The representation of different age groups varied a bit between the three neighbourhood surveys, but generally seniors and youth were under-represented and the 25-54 age brackets were over-represented.

Age Range	Survey Participants (3 Surveys)	Percent City Population (Census 2016)
14 – 24	5%	11%
25 – 34	25%	19%
35 – 44	29%	13%
45 – 54	19%	12%
55 – 64	11%	14%
65 – 74	9%	12%
75 – 84	1%	6%

Ethnic background of participants mirrored the make up of the city population, although it is difficult to compare as many survey respondents chose not to disclose which ethnic background they identify with. Most survey participants identified as being of European origin, and those with other backgrounds were represented at slightly below the city averages.

1-2% of survey participants were of First Nations background, which is significantly lower than the city wide 4% (Metis background was slightly underrepresented as well, at less than 1%).

Newcomers to the city were well represented, 23.6% on average between the three surveys, compared to 26.1% city-wide according to the Census. This includes anyone who moved to Victoria in the last five years, whether from elsewhere in the region, province, country or from abroad.

Those who identified as immigrants were however under-represented. This is best compared by looking at how many participants identified as non-immigrants. City wide, according to the Census, 78% of residents identifying as non-immigrants, compared to 94% in the North Park survey, 93% in H-Q survey, and 87% in Fernwood (for an average of 91.3%). We heard from two refugees in total between the three surveys.

We continue to hear from more individuals who are homeowners than those who rent, while city wide Victoria has 60.6% renter households and 39.4 owner households. When comparing those indicators, it is important to keep in mind that we may hear from more than one member of a household in our surveys.

Victoria Neighbourhoods	Survey Participants (3 Surveys)	Percent City Population (Census 2016)
Own	63%	39%
Rent	31.3%	61%
Other	5.7%	N/A

We also saw an over-representation of individuals living with a partner (with or without children) and those living in multigenerational or multi-family homes, while singles and single parent households were under-represented compared to the Census. Individuals living with a roommate was proportionate to the Census.

Based on the above observations regarding household types and tenure, it is not surprising that there was also an under-representation of survey participants with lower than average income.

According to the Census, 37% of Victoria residents had a household income under \$40,000 in 2016. Between the three community surveys, only 12% of survey respondents were in that income bracket (keeping in mind there are updated Census statistics coming later in 2022). As seen in the table below, those with higher than average income were generally over-represented.

Estimated household income before taxes	Survey Participants (3 surveys)	Percent City Population (Census 2016)
Under \$40,000	12%	37%
\$40,000 - \$79,999	21%	33%
\$80,000 - \$124,999	26%	18%
\$125,000 - \$199,999	21%	9%
\$200,000 and over	6%	3%
Prefer not to say	15%	N/A

APPENDIX A.

Have Your Say Report

Summary Report

16 September 2020 - 04 April 2022

Have Your Say

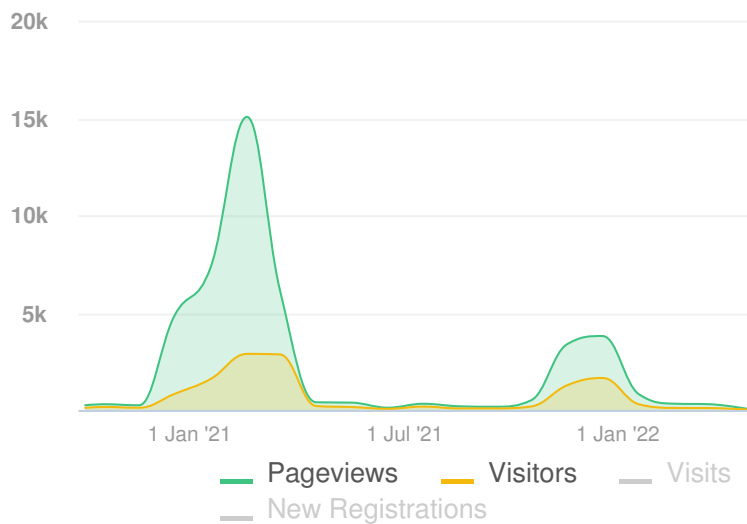
PROJECTS SELECTED: 1

Village and Corridor Planning: Fernwood, North Park, and Hillside-Quadra

FULL LIST AT THE END OF THE REPORT



Visitors Summary



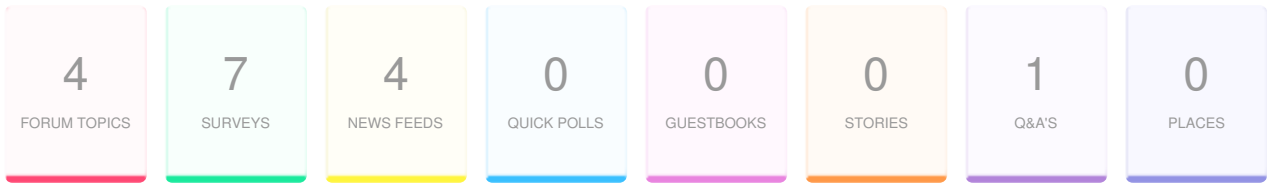
Highlights

TOTAL VISITS	MAX VISITORS PER DAY	
14.6 k	268	
NEW REGISTRATIONS		
273		
ENGAGED VISITORS	INFORMED VISITORS	AWARE VISITORS
908	3.7 k	10.3 k

PARTICIPANT SUMMARY

ENGAGED	908 ENGAGED PARTICIPANTS			(%)
INFORMED	Registered	Unverified	Anonymous	
	Contributed on Forums	19	0	0
	Participated in Surveys	884	0	0
	Contributed to Newsfeeds	0	0	0
AWARE	Participated in Quick Polls	0	0	0
	Posted on Guestbooks	0	0	0
	Contributed to Stories	0	0	0
	Asked Questions	17	10	0
	Placed Pins on Places	0	0	0
	Contributed to Ideas	0	0	0
	<i>* A single engaged participant can perform multiple actions</i>			<i>* Calculated as a percentage of total visits to the Project</i>
Village and Corridor Plannin... 908 (8.9%)				
ENGAGED	3,720 INFORMED PARTICIPANTS			(%)
INFORMED	Participants			
	Viewed a video	298		
	Viewed a photo	170		
	Downloaded a document	930		
AWARE	Visited the Key Dates page	92		
	Visited an FAQ list Page	185		
	Visited Instagram Page	0		
	Visited Multiple Project Pages	2,621		
	Contributed to a tool (engaged)	908		
	<i>* A single informed participant can perform multiple actions</i>			<i>* Calculated as a percentage of total visits to the Project</i>
Village and Corridor Plannin... 3,720 (36.3%)				
ENGAGED	10,255 AWARE PARTICIPANTS			
INFORMED	Participants			
	Visited at least one Page	10,25		
AWARE		5		
	<i>* Aware user could have also performed an Informed or Engaged Action</i>			<i>* Total list of unique visitors to the project</i>
Village and Corridor Plannin... 10,255				

ENGAGEMENT TOOLS SUMMARY



FORUM TOPICS SUMMARY	
4	Forum Topics
19	Contributors
40	Contributions

TOP 3 FORUM TOPICS BASED ON CONTRIBUTORS		
9	7	5
Contributors to	Contributors to	Contributors to
Hillside-Quadra Discussion Forum	Housing Discussion Forum	Fernwood Discussion Forum

SURVEYS SUMMARY	
7	Surveys
884	Contributors
1.27 k	Submissions

TOP 3 SURVEYS BASED ON CONTRIBUTORS		
312	209	207
Contributors to	Contributors to	Contributors to
Fernwood Community Survey	Hillside-Quadra Community Survey	Fernwood Community Survey #2

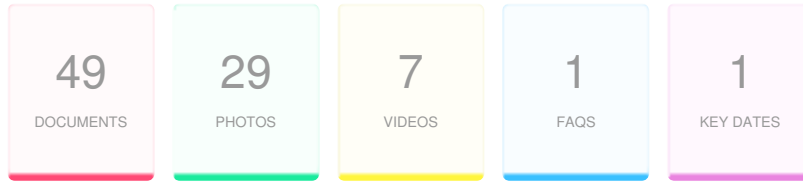
NEWSFEEDS SUMMARY	
4	NewsFeed
5	Visits
5	Visitors

TOP 3 NEWSFEEDS BASED ON VISITORS		
2	2	1
Visitors to	Visitors to	Visitors to
Ask a Planner: Fernwood Neighbourhood Plan - November 9, 2021	Ask a Planner: Hillside-Quadra Neighbourhood Plan - November 15, 2021	Ask a Planner: North Park Neighbourhood Plan - November 23, 2021

Q & A SUMMARY	
1	Q&As
27	Contributors
30	Questions

TOP 3 Q & A BASED ON CONTRIBUTORS
27
Contributors to
Do you have a question about this project?

INFORMATION WIDGET SUMMARY



DOCUMENTS	
49	Documents
930	Visitors
2.16 k	Downloads

TOP 3 DOCUMENTS BASED ON DOWNLOADS		
341 Downloads	171 Downloads	178 Downloads
Housing Futures AUG 3 2021	Draft Fernwood Neighbourhood Plan	Draft Consolidated Guidelines for Multi-Family Residential, Commercial and Industrial

PHOTOS	
29	Photos
170	Visitors
866	Views

TOP 3 PHOTOS BASED ON VIEWS		
139 Views	72 Views	60 Views
deleted_photo	deleted_photo	deleted_photo

VIDEOS	
7	Videos
298	Visitors
482	Views

TOP 3 VIDEOS BASED ON VIEWS		
201 Views	127 Views	56 Views
Future of Fernwood	Future of Hillside-Quadra	Future of North Park

FAQS	
1	Faqs
185	Visitors
228	Views

TOP 3 FAQS BASED ON VIEWS		
228 Views	Village and Corridor Planning: Fernwood, North Park, and Hillside-Quadra	

KEY DATES	
1	Key Dates
92	Visitors
100	Views

TOP 3 KEY DATES BASED ON VIEWS		
100 Views	Village and Corridor Planning: Fernwood, North Park, and Hillside-Quadra	

TRAFFIC SOURCES OVERVIEW

REFERRER URL	Visits
m.facebook.com	1773
www.google.com	931
l.facebook.com	630
t.co	280
www.google.ca	247
www.victoria.ca	239
youtube.com	217
android-app	140
lm.facebook.com	85
qrcodes.pro	59
instagram.com	37
googleads.g.doubleclick.net	36
mail.google.com	23
www.bing.com	22
www.facebook.com	14

SELECTED PROJECTS - FULL LIST

PROJECT TITLE	AWARE	INFORMED	ENGAGED
Village and Corridor Planning: Fernwood, North Park, and Hillside-Qua...	10255	3720	908

APPENDIX B.

Meetings of City Committees & Organizational Letters

6. **Draft Local Area Plan and Design Guidelines for Fernwood**

Marc Cittone provided a brief presentation.

Panel Discussion and Comments

Where in Fernwood Village do you see opportunity for new development to be created? The community could allow for densities up to four-storeys and house conversions. Creating policies with increased density can be a threat to heritage conservation, increased height and density should not be proposed for the existing heritage properties. Why wouldn't the plan restrict density and height for these areas to discourage redevelopment for heritage properties? Are incentives being created and threatening heritage in the neighbourhood if higher density and commercial is allowed, why would an applicant not pursue this option and demolish the heritage properties? When a rezoning application comes in, heritage merit would be beneficial to consider in addition to heritage designation.

Avery Bonner left the meeting at 1:02pm

The Fernwood neighbourhood is centered around the character of the neighbourhood, and some homes are not designated. It is important to focus on the community identity and this should also be included in the draft summary and considered in the value of the neighbourhood. Caledonia's street scape is a strong candidate for an HCA, but the draft plan map does not include this or others, and these should be identified in the plan. How can we steer towards densification without zoning a whole block? Missing Middle does include incentives for heritage conservation and adaptive use, it is looked at in the realm of trade-offs, and its not a heritage retention tool either. How can HCA's be used as a protective measure against significant densification? This was used in the Fairfield local area plan which was controversial. Using registered and designated houses and adding a suite or a few and a garden suite to retain the house and not demolish it could be used to reduce densification and reduce demolition; these types of options need to be detailed in the neighbourhood plan.

The rooftop addition language from the DCAP should be considered in the neighbourhood plan for some consistency for rooftop additions among neighbourhoods. The definition of the public realm can be subjective from which these additions are not readily visible from the street. A photo of the originally Fernwood Inn could be used beside the Belfry theatre on the cover of the neighbourhood plan. The plan needs to be realistic and applicable to the development desire occurring in Victoria. The plan does allow for some multi-family develop on those blocks and seeking how to balance with the heritage assets.

Motion to adjourn: Jim Kerr Adjournment: (Unanimous)

Adjourned at 1:40pm

6. Hillside-Quadra & North Park Draft Neighborhood Plan

Lauren Klose and Marc Cittone provided a brief presentation.

Questions and Comments

During the proposed Fairfield Neighbourhood Plan, neighbourhoods were opposed to creating Heritage Conservation Areas or adding heritage status to a property, which resulted in no action/changes in those neighbourhoods and those heritage properties remain unprotected today. Since character homes were not heritage-designated and protected, they have been demolished and new structures have been built. The proposed plans and policies for multi-storey buildings have no overlay of heritage status to protect the heritage buildings. Increased density is a direct threat to the heritage homes, and there should be more attention to overlaying the heritage status of existing buildings with policies for increased density.

Threat to housing stock is a result of more value being placed on development of multi-unit buildings over retention of heritage homes that are affordable multi-unit houses. Since the 1960's when the federal government incentivized the development of multi-unit buildings, in James Bay hundreds of homes had been demolished to accommodate this type of development. City policies that encourage development and retain heritage elements should be given attention. What do we want the city to look like years from now, and what does it mean to be a community?

The extent of densification and the forecasted future need is commodified and, in this market-based economy, commodification and investment in units exacerbates the affordability and prevents people from being able to live in more affordable housing. Focus on maintaining character and retain these types of home to help maintain affordability and protect the character and green space. Urban villages developed when the neighbourhoods were undesirable to live in and developed into the community they are today. The unintended consequences need to be looked at when developing policies. Overlapping policies allow for some policies to be given more weight than others and ensuring heritage buildings are retained does not hold as much weight as others. Resident-led Heritage Conservation Area's is a process but there are not the staff resources, and these can often take years to complete which can result in unnecessary losses of heritage properties in that time. Lot consolidations are a good example where several character homes that function as multi-family affordable rental homes are demolished to construct new high-rent condos.

Was any historical research taken into consideration during the neighbourhood research? Research was examined when developing the Fernwood Development guidelines. In the North Park neighbourhood, it was considered when planning to renew the history of the neighbourhood while also redeveloping. People leave neighbourhoods because they cannot find somewhere to live. The addition of a neighbourhood survey could be added for future neighbourhood planning. There is interest in existing villages and to build on the character and density of them. The challenge with this is that the character of the villages is determined by the independent businesses there which have lower rent than when gentrification occurs by developing the areas, this can change the area with the scale of proposed redevelopment.

What is the heritage status of the Roxy Theatre? The Roxy Theatre has no heritage status. Planning for that site would encourage development of this site to retain the culture of the neighbourhood. There has been conversation with the arts community, but it is challenging to diversify the use of the space and retain a key piece of the cultural neighborhood. The draft plans reference keeping the performance venue there in that neighbourhood because its retention is important for the culture of the neighbourhood.

Imran left the meeting – 1:10pm

Motion:

The Heritage Advisory Panel urges the City and Planning Department to reconsider the extensive areas categorized for higher densities in the Draft Neighbourhood Plans and give a higher priority to the preservation and adaptive reuse of existing heritage character.

Moved by Steve Barber

Seconded by Jim Kerr

Carried (unanimously)

Motion:

For the City to allocate additional resources to the expansion of the Heritage Register and Resident-led Heritage Conservation Areas in existing neighbourhoods.

Moved by Steve Barber

Seconded by Veronica Strong-Boag

Carried (unanimously)

Motion to adjourn: Steve Barber

Seconded: Deniz Unsal

Adjournment: Unanimous

Adjourned at 1:30pm

3. PRESENTATION

Community Planning presentation on the proposed Consolidated Design Guidelines for multi-family housing and urban villages in Fernwood, North Park and Hillside-Quadra. Introducing specific design guidelines for Fernwood Village, based on its status as a Heritage Conservation Area.

Questions & Comments:

- How does social sustainability tie into this initiative?
 - I think sociability is one of those first principles and goals of good urban design. that sort of the key goal associated with it, and I think you're bang on there too, to highlight that and other city policies that we have around, you know our equity lens, welcoming city, Inclusion and diversity. So designing and orienting buildings to encourage sociability and neighborliness and creating welcoming both public realm but also private realm environment.
 - The guidelines do include some considerations and guidance around accessibility, and it's one where it's similar to building performance where we sometimes struggle within guidelines because we know that there's these other very robust, very technical and detailed regulatory pieces or piece which is the building code which really addresses those issues, so we are sometimes very careful about including those as design guidelines, because we don't want to contradict, especially as the building code gets updated from time to time.
 - To play devils advocate, The building code generally has the bare minimum for accessibility requirements. So, I think this would be a great opportunity to tie in the key elements. There are many types of disabilities which make technical guidelines difficult. I would love to see that as one of the key topics moving forward.
- Has there been any research done for the metrics around what livability actually is and how we achieve that?
- That's a great question. We kind of describe livability as a series of design intent statements, design intent and strategies for achieving that.
- Adaptability of livability, we must create a high priority list of items we don't want to give up, what it means today and what it means in the future.
- Happy to see that there are guiding principles of human scale, ecology, context and livability.

**MINUTES OF THE
RENTERS' ADVISORY COMMITTEE MEETING
APRIL 19, 2022**

1. Ryan Moen called the meeting to order at 6:33 pm.

Committee Members: Ryan Moen (Co-Chair)
Alieda Blandford
Carrie Chapple
Heather Kirkham
Leslie Robinson
Neha Cradle
Ramya G N Reddy
Stefanie Hardman
Trevor Premack

Regrets: Yuka Kurokawa (Co-Chair)
Azmina Janmohamed

Councillors Present: Councillor Potts

Staff Present: Andrea Hudson – Assistant Director, Community Planning
Rory Stever – Staff Liaison, Tenant Assistance Planner
Lauren Klose – Senior Planner
Ross Soward – Senior Planner, Housing Development
Ayla Conklin – Planning Secretary

2. Approval of Agenda

Motion:

It was moved by Ryan Moen, seconded by Trevor Premack, that the April 19, 2022 Agenda be approved.

Discussion:

- Is item 4. Village and Corridor Planning relevant to rental housing? Request to amend this item to 45 minutes and allow time to discuss the Shift Initiative.
 - The Shift Initiative will likely come to RAC next month but is not prepared to be presented today. The Village and Corridor Planning report will be presented to Council in May 2022.

CARRIED UNANIMOUSLY

3. Adoption of Meeting Minutes

March 15, 2022, Meeting Minutes

Motion:

It was moved by Stefanie Hardman, seconded by Trevor Premack, that the March 15, 2022 Meeting Minutes be adopted as presented.

CARRIED UNANIMOUSLY

4. Village and Corridor Planning

Ross Soward and Lauren Klose, Senior Planners, presented information on three proposed plans for Hillside-Quadra, North Park and Fernwood neighbourhoods, which would create more housing capacity, including rental housing.

The committee discussed:

- Concern regarding the current practice that redevelopment proposals can eliminate below-market rental stock with market-rate units or no replacement rental units at all. What tools are being applied to preserve existing affordable housing and prevent tenant displacement?
 - The pressure on the rental market will be increased if the City does not include planning for this growth.
 - The City must continue to use all tools available to support all the sections of the housing continuum. People with low incomes suited for below-market units are created through partnerships with senior levels of government. Significant subsidies are required to offer this type of housing. Creating a more supportive land-use system is a way to support and incentivise affordable housing projects and increase housing stock. The recently-approved [Rapid Deployment of Affordable Housing Project](#) will move affordable housing projects through the development permit/rezoning phase at a much faster pace. These will likely be geared towards median-income tenants (35k-55k).
 - Increasing density geared towards rentals will allow the potential for increased affordability. This could be a tool rolled out to other neighbourhoods. Other tools include process and regulatory incentives. Local area planning is one tool for the City to support the overall rental affordability goals.
- How will people be able to access this type of housing?
 - Through the BC Housing registry waitlist.
- Although single-family dwellings are zoned for single occupancy, there are several that provide affordable rents for tenants. Concern there will be no net increase of affordable rental units. Densifying isn't the sole answer.
- There are many tenants who work that still cannot afford housing. Meanwhile, the City seems to be spending millions to house people facing homelessness and addictions. Do City Councillors have information on the comparison of housing costs for these groups?
 - Councillor Potts: For the most part, the City isn't spending money directly on housing. Many recent projects being developed, such as the purchase of hotels, have been provincial government initiatives (BC Housing) to support a variety of income brackets, including shelter rates and rent geared to income. There may be a perception that more housing is going to people who are unhoused and not enough to people with lower incomes. The Victoria Housing Needs Assessment and City's Housing Strategy show how the City and partners are advancing housing across the spectrum of needs, including for those with lower incomes.
- Has Rental Tenure Zoning already been adopted in the City? How would this be implemented in other areas of Victoria?
 - Specific areas which meet objectives such as mobility, affordability and climate action goals, have been identified as potential rental tenure zoning through local area planning. Future areas could be identified by local area planning, or through other ways to implement the Victoria Housing Strategy, depending Council's direction.
 - Areas identified for rental tenure zoning would avoid displacement and protect good existing rental housing. What is there today could stay there with the new zoning. Rental tenure zoning would add opportunity to add density to specific sites without rezoning, as long as it comes in the form of purpose-built rental and complies with applicable design guidelines.
- Is a recommendation desired for on-corridor or off-corridor density?
 - Staff are recommending a hybrid model, with on-corridor and off-corridor density, and would welcome the committee's feedback.

- A member participated in the Villages and Corridors focus group in Fernwood and North Park. Neighbour feedback is supportive of the hybrid option. Renters have families and want to live on quiet streets as well.
- Concern that not enough is being done for seniors. Affordable rents are still priced much higher than the average senior receives on their pension, and people should not have to decide between housing or food.

DRAFT

KHALSA DIWAN SOCIETY:

COMMUNITY HUB DEVELOPMENT PROJECTS

Project Introduction

The Khalsa Diwan Society (the KDS) of Victoria is looking to increase their historic contributions to the provision of residential and community housing and services in their neighbourhood. The KDS of Victoria has the vision of creating a diverse, inclusive, and multigenerational community hub through the development of 5 properties they have owned for decades on Blackwood Street and Topaz Avenue. The Gurdwara (Sikh Temple) already acts as an important gathering place for the community, as well as for visitors from abroad. Visiting family members, international students and immigrants visit the temple to be a part of a supportive and welcoming community. The KDS is looking to build on the city's recent Welcoming City efforts and ensure all members of the community are accepted, respected and feel like they belong.

There are currently two projects being envisioned on these properties that are intended to support the local and regional community's ever-growing cultural and housing needs. The projects will serve all populations, but will prioritize elders, students, as well as newcomers, immigrants, and other vulnerable populations. This will be done by achieving the following goals:

- Increasing the supply and diversity of housing, including higher density housing and community amenities
- Increasing the supply of services, including both social and community support services
- Maximizing the opportunity to improve underutilized spaces, such as parking lots, to meet demonstrated community needs and demand
- Align project goals with municipal and neighbourhood current and future policy objectives to realize secured, attainable rental housing and community services in the Quadra Hillside area.

The KDS of Victoria has been on their Gurdwara site of 1210 Topaz Avenue for over 100 years and have been heavily involved in supporting the greater community over this period. Today, the KDS of Victoria numbers over 4,000 members and continues to operate entirely self-funded. The following document outlines the project sites, visions and goals along with opportunities and policy alignment. The document finishes by highlighting the KDS of Victoria's history, experience and involvement in the community, which is more relevant today than ever.

The Site

The 5 properties that the KDS is looking to develop are outlined in red in Figure 1. Four of these properties are direct neighbours to each other, while the fifth property is located on Topaz Avenue, adjacent to the temple site (outlined in blue). Table 1 summarizes the two potential projects property information. Additionally, the KDS has a sixth property located to the north of these which houses their “community house”. This property is outlined in orange in Figure 1.



Figure 1

Together, the 5 properties to be developed represent 2,960m² of land and over \$4M in assets.

Table 1

Location	Phase One: 1226 Topaz Av.	Phase Two: 2916, 2910, 2906 Blackwood St. and 1142 Topaz Av.
Approximate Land Size	607 m ² (8,493ft ²)	2,353 m ² (25,327ft ²)
Approximate dimensions	17m front, 37m depth	57m front, 41m depth
Assessed Land Value (2021)	\$787,400	\$3,227,700
Zoning	R1-B Single Family dwelling district	R1-B Single Family dwelling district
OCP Land Designation	Traditional Residential	Traditional Residential
Local Area Plan	Hillside/Quadra	Hillside/Quadra
Development Permit/heritage conservation area	None	None

Location

These sites have been acquired solely by the KDS membership over the years with the long-term vision to provide additional housing and community services. They are ideal locations for secured rental housing and additional community services due to their adjacencies to existing Temple services and programs that have been operating for decades. Additionally,

because these properties neighbour each other and parkspace, the redevelopment of these properties is not expected to significantly impact other neighbours.

The sites are located in the north end of the city, which provides easy access to Blanshard (850m) and the rest of the CRD, including the Westshore or northern peninsula. The closest arterials to the site are Hillside Avenue, located 400m to the south, Finlayson Street, located 400m to the north and Quadra Street, located 500m to the west.

The sites also provide access to greenspace including the neighbouring Summit Park, as well as proximity to Topaz and Hillside Parks and walking distance to two public schools. The site is also in close proximity to several amenities including grocery stores and an 800m (10 minute) walk from Quadra Village, which houses a walk-in clinic, several restaurants and other services. These sites are linked to the active transportation network, with Topaz Street identified as a “people priority greenway”, and are only 2 blocks east of the Vancouver Street bikeway. Although the most immediate neighbours are single-detached homes, there are a number of examples of multi-family and townhome developments within 300m of these properties.

Vision and Goals

The KDS of Victoria has the vision of creating a diverse, inclusive, and multigenerational community hub through the development of 5 of their properties they have owned for decades on Blackwood Street and Topaz Avenue. The hub will focus on providing secured rental as well additional community space to support elders and students, as well as newcomers, immigrants, and broader Quadra/Hillside community members. Elders and newcomers are some of the most vulnerable community members, with these populations being identified as being in the some of the greatest core housing need.

The projects include a plan to build new housing units under ownership of the KDS of Victoria on Blackwood and Topaz. This will be completed in two phases:

1. In phase one, the KDS will build a fourplex on 1226 Topaz, which borders on the Gurdwara property to the east. This property is currently occupied by a single detached home built in 1944 that is being rented.
2. Phase two will involve the development of four adjacent lots (1142 Topaz, 2906 Blackwood, 2910 Blackwood and 2916 Blackwood). Two of these lots are currently occupied by rental houses built in the early 1900s, while the other two serve as parking lots.

Phase two would involve building higher density residential buildings on these four lots, which will likely necessitate a change in land designation that permits for higher density housing than what is currently allowed in the Official Community Plan and the Hillside/Quadra Neighbourhood Plan. The planned developments are still in the initial visioning stage but are anticipated to meet community goals outlined in current planning documents, as well as exceed environmental goals through net-zero construction. The KDS is also anticipating providing a community space for the Hillside/Quadra community as a way of supporting the greater community.

The properties under consideration for development are conveniently located directly across from the Gurdwara, allowing for an age-friendly community to develop and take advantage of the services already offered by the KDS. With this development, the KDS is seeking to add services for members such as health related supports through a partnership with potential health care providers.

The Opportunity

These projects present a unique opportunity to advance the stated goals on KDS lands through a collaborative planning process and partnership between the KDS and the City of Victoria. This process would include opportunities to proactively redesignate the KDS lands through the Hillside/Quadra Local Area Planning process currently underway. This redesignation, combined with the rapid deployment of affordable and supportive housing project underway by the city, would provide a number of advantages to the KDS in achieving their vision including:

- Removing barriers to accessing funding and financing by providing certainty when applying to funders such as the Canadian Mortgage and Housing Corporation (CMHC) and BC Housing
- Reducing the financial risk for the society and partners by accelerating the approvals process
- Increased awareness around the vision and goals of the KDS, further attracting community members and funding opportunities
- Supporting a long-standing, independently operating non-profit entity in its continued vision and service provision to the community.

In addition, the project will help the City of Victoria achieve significant policy goals without creating any additional cost burden to the city. It is further assumed that an accelerated approvals process will allow the city to minimize resource expenditures by freeing up staff and council hours for other priority projects.

Alignment with City of Victoria Projects and Policy

Projects

The City of Victoria has a number of current projects that support this vision, including the previously mentioned Hillside/Quadra Local Area Plan, the rapid deployment of affordable housing initiative. In addition to these projects, the City of Victoria has created a Welcoming City Task Force co-chaired by Mayor Helps and Councillor Dubow, which is working towards creating a Welcoming City Strategy. The strategy has the goal of making Victoria more “welcoming, equitable and inclusive”. This community hub project is aligned with this strategy because of its focus on creating an accessible and connected community for new immigrants, elders and other vulnerable populations who are most in need of support. This project will help newcomers make connections within their community and allow them to live affordably, within a walkable neighbourhood close to services and amenities.

Policy

This project would respond to a number of policy priorities identified in the City of Victoria Official Community Plan including the following policies outlined under Section 13, housing and homelessness:

- (a) That housing development that responds to future demand is facilitated through land use policies and practices.
- (b) That housing affordability is enabled for housing types across the housing spectrum, particularly for people in core housing need.
- (c) That the existing supply of rental housing is expanded through regeneration.
- (d) That a wide range of housing choice is available within neighbourhoods to support a diverse, inclusive, and multigenerational community

Section 15, community well-being, identifies the following policy that would be relevant to this development:

- (C) Victorians know their neighbours, are connected to communities of interest, and have diverse opportunities for social interaction.
- (D) Victorians can support themselves and their neighbours in difficult times.

Within the City of Victoria Housing Strategy, newcomers and seniors were both identified as priority groups. Newcomers were described as people who “disproportionately experience overcrowded and unaffordable housing conditions when settling in Canada”, acknowledging continued challenges such as language barriers, income and discrimination. Seniors households are also identified as being more vulnerable given senior rental households have a very low income. The following goals and opportunities support this development including:

- Goal 1: Focus on renters by creating more rental housing supply and creating more opportunities for rental and choices in types of rentals available (p.52)
- Goal 2: Increase supply by:
 - Identifying opportunities for affordable housing in all local area plans
 - Supporting charitable, faith based and non-profit organizations and developers to increase development capacity, foster partnerships and support the creation of community-focused development in Victoria.

Land Designations

This project is currently located within the “traditional residential” land designation, which allows up to 2 storeys and a 1.0 Floor Space Ratio. The project is located 900m from Quadra Village, which is designated as a “large urban village” and provides a number of services to local residents. These land designations are visible in Figure 2, where the top red circle is the current project and the bottom red circle is Quadra Village.

History and Experience

The KDS of Victoria has been established on their current site on Blackwood Avenue since 1912, where they built their first Temple through community donations. In 1969, a new modern temple was constructed on the site using funds raised entirely through donations from the community and local businesses, including a local forestry company that donated the large wooden beams that support the roof. The KDS of Victoria has extensive experience in project management, community and residential development, and property management. Recent project management experience includes the construction of the “community house” duplex at 2983 Blackwood (\$600,000 that was delivered on schedule and on budget) and overseeing a major \$1.6-million-dollar renovation to the Gurdwara that includes the addition of new kitchen facilities and encapsulating the front staircase so that events can be held in adverse weather conditions. Recent property management experience includes the ongoing management of four residential rental properties to non-members of the community. Having relied on donations for previous projects, the KDS is planning on seeking financing from external and internal sources such as Vancity for a business and asset management grant, Canadian Mortgage and Housing Corporation (CMHC) for both pre-development and development financing for these projects, as well as internal community fundraising and capacity support.

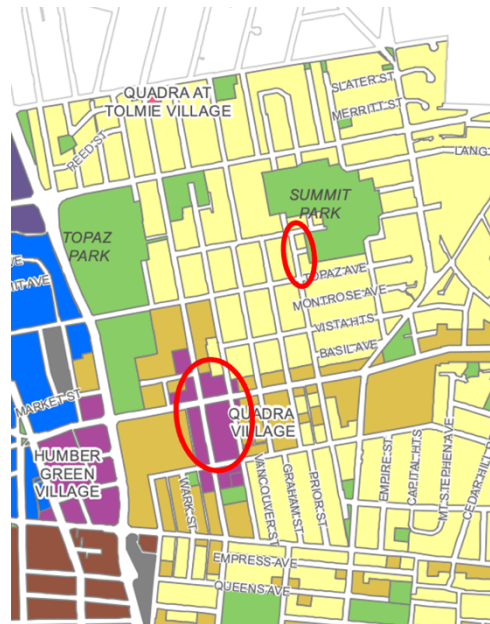


Figure 2

Involvement

The KDS of Victoria is an entirely volunteer-run organization that provides housing and services to all members of the community. The Gurdwara is regularly open to members, where in addition to providing regular faith-based services, acts as a social hub for those in the community. Before the Covid-19 pandemic, the society held monthly lunches for seniors, which utilized the full capacity of their kitchen and gathering space in the basement of the Gurdwara. An estimated 120+ seniors regularly attended these events. The Gurdwara also holds weekly services and several events during the year, including weddings and funerals. Once each ceremony is complete everyone attending is served food honouring the celebration. The KDS of Victoria also operates the “community house”, duplex on Blackwood with a “seniors ground floor area” for socializing through exercise, cards, crocheting, sewing,

etc. The KDS has been active in the community by providing facilities for several organizations including meetings for the Greater Victoria Police Diversity Advisory Committee, where consultation between members of the Indigenous, South East Asian, Black and Lesbian, Gay, Bisexual, Transgender and Queer (LGBTQ) and South Asian communities has taken place with the chiefs of police, as well as the Block Watch meetings for the Quadra/Hillside area. The KDS has also been involved in supplying and preparing food for numerous events and organizations including the Quadra/Hillside local foodbank and lunch during Black History Month celebrations served at Pacific Christian School.

Local Area Planning

Community Issues, Opportunities, and Implementation

We heard a lot. Where do we go from here?



Local area planning provides the City with an opportunity to have in-depth discussions with community members about how things are working, not working, or could be improved at the local level as we plan for the future. The process focuses on four main areas (with room for additional topics as identified by the community):

- Making room for diverse housing choices
- Supporting safe, sustainable mobility
- Creating joyful and welcoming public spaces
- Supporting the evolution of walkable urban villages

Local Area Planning also seeks to support, build on or identify local gaps in city-wide plans and policies, like the *Victoria Housing Strategy*, *Urban Forest Master Plan*, *Sustainable Mobility Strategy*, *Climate Leadership Plan*, or *Parks and Recreation Master Plan*, which were themselves informed by broad public input.

The City learns a lot about what matters and what is desired. However, the products of local area planning (including neighbourhood plans) are not always the best way to address what we heard, investigate ideas, or implement projects. Much of what was heard requires attention beyond the local scale and deserves a citywide perspective.

This document supplements local area plans by highlighting issues and ideas beyond the neighbourhood plan scope and identifying existing or potential paths forward. It will be a living document over the course of local area planning to monitor and track these issues and ideas. It can be used to inform city initiatives in that time period or support larger updates to the OCP in the future.

What Local Area Planning Achieves

Local area planning provides a chance for neighbours to come together and consider how they want their community to evolve in the coming decades and respond to anticipated changes and opportunities.

Updating the Official Community Plan

Victoria's *Official Community Plan* (OCP) is the bylaw the City maintains to plan for and manage future growth and change. It provides a high-level vision for how land within the city will be managed in the long-term. Part of the role of the OCP is to ensure that the city has enough capacity to meet the needs of the existing and anticipated future population, while working toward established goals and objectives (for instance, reducing GHG emissions).

As much of the conversation in local area planning often revolves around land management - future housing needs, services, and amenities to support a growing and changing population – updates to the OCP often follow local area planning. Indeed, the OCP is a living document with an embedded adaptive management framework. The plan is intended to be reviewed and updated regularly, and local area planning is a key way in which the City keeps its OCP fresh.

The OCP was nearly a decade old when the latest phase of local area planning began. At this time, population projections had increased slightly since the time the OCP was originally adopted. And, like cities across the globe, Victoria was increasingly feeling the pressures of the housing crisis and the climate emergency.

All of this background information established a clear direction: through local area planning the city would need to update its OCP to respond to these changing and emerging circumstances. Local area planning would be the vehicle by which Victoria would make room for more, diverse housing in the right locations. Local area plans that had been established before this new understanding would also be revisited to ensure the response is addressed citywide.

In this sense, local area planning is about more than just the village, the corridor, or the neighbourhood.

Implementing and Contributing to Other City-wide Plans

Adopted plans like the *Victoria Housing Strategy*, the *Sustainable Mobility Strategy*, the *Climate Leadership Plan*, and *Victoria 3.0* all guide local area planning with higher-level citywide objectives.

In some cases, these plans rely on local area planning for implementation. For example, local area planning can make room for diverse housing choices in walkable and wheelable locations near transit, thereby supporting objectives of the *Sustainable Mobility Strategy*, *Climate Leadership Plan*, *Accessibility Framework*, and *Victoria Housing Strategy*. This action also supports rental housing objectives by alleviating pressure to redevelop existing purpose-built rental housing. The process may identify local gaps in the greenways or active transportation networks, generate ideas for new green spaces, or seek to secure cultural venues whose needs are identified citywide. In some cases, this may lead to updates to other plans.

What we learn through local area planning, and other citywide processes and initiatives can also feed into the 10-year review and update of the Official Community Plan.

We Heard About More Than Housing and Land Use Though

Local area planning gives great focus to land use and housing, as these are key considerations for the future, and planning for them can advance many shared goals related to climate action and equity. However, the comprehensive community engagement processes that shape local area planning also naturally generate other ideas, topics, issues, and concerns from the community about living, working, playing, and doing business in the city.

This document is intended to identify some of those key ideas, issues, and opportunities and highlight how they might be implemented or addressed through existing or future City programs and policies. This document will be a “living document” through the ongoing phases of local area planning and may also serve as resource for the 10-year review and update of the Official Community Plan. Discussions of key topics follow.



Affordability

Throughout this process we heard concerns related to affordability, particularly of housing. These concerns ran the gamut, with sometimes conflicting desires, including desires for:

- More transitional housing for those experiencing homelessness.
- More and different types of non-market housing.
- More and different types of market rentals for those struggling with the competitive market, including family size units, pet friendly units, and student housing.
- More security for renters.
- More condos for first-time homebuyers and downsizers.
- More missing middle housing.
- More seniors housing.
- More housing choices for larger and multi-generational families.
- More housing located adjacent to transit routes, cycling route and mobility hubs.

While local area planning can make room for different types of housing, thoughtfully considering the scale and location of residential uses required to balance multiple objectives, it requires a layering of other policies and actions to achieve the desired, and needed, diversity in supply. These policies are often incorporated in the *Victoria Housing Strategy* (where municipal tools exist), but also require actions of other governments and organizations, including through funding and regulatory changes to address both supply and demand.

Another concern was that all neighbourhoods (and indeed, the region) accommodate a diversity of housing. Some hold a perception that southeastern neighbourhoods of Victoria, as well as Oak Bay, do not provide capacity for diverse forms of housing, including non-market housing. Some expressed this as a desire for more housing choice in areas rich with amenity, others expressed it as a concern that parts of the city were concentrated with low-income residents and a lack of community support.

What we're doing now

- Implementing 44 actions in the *Victoria Housing Strategy*, with priority actions that address key topics of concern heard through local area planning planned for the near-term or underway:
 - Family Housing Policy, and
 - Rental Incentives Program.
- Ongoing actions such as acquisition of land for affordable housing or partnering with housing providers and implementation of the *Tenant Assistance Policy*.
- Updating the *Inclusionary Housing and Community Amenity Policy*, including to incorporate outcomes heard through local area planning.
- Making room for diverse housing choices through the phased village and corridor planning process, including revisiting recently planned for neighbourhoods to identify additional opportunities.

Directions to explore

Continue to provide room for diverse housing choices in all neighbourhoods, by completing the phased village and corridor planning process, considering housing opportunities both near transit corridors in quieter, off-corridor residential areas.

Parks, Facilities, and Community Funding

The growing population is putting increased pressure on existing parks and community facilities. We heard specific questions regarding the future of City-owned, operated, or funded facilities as well as local community centres. Many residents desire more public access and program diversity at Royal Athletic Park, and certainty about the future of the Crystal Pool and Fitness Centre, and other community centre needs. The local area plans reflect desires for these sites, as a means of documentation, but defer to other processes to determine actions and outcomes.

We heard a strong desire that publicly accessible green spaces not owned or managed by the City (notably, green spaces on current or former school sites managed by the School District) be maintained to a high level of quality. While these desires are also documented in the plans, coordination with the School District should consider all publicly used sites across the city.

We also heard a desire for more assurance regarding the process for establishing new green spaces and updating existing green spaces.

What we're doing now

Identified projects and processes include:

- Replacement of the Crystal Pool and Fitness Centre
- Development of a park acquisition strategy
- Future plans for Royal Athletic Park
- Renewal of the Quadra Village Community Centre
- Development of a new community centre in North Park
- Renewal of the City's dogs-in-parks program

Directions to explore

The *Parks and Open Space Master Plan* provides high-level direction which are still generally supported by the community, but without a more specific strategy for realizing those directions, residents find it difficult to interpret priorities (e.g., when exactly their local park will be improved and why other actions might come sooner). This lack of understanding sometimes translates to concern that policy directions will not be realized, making it more difficult to contemplate how the community can grow, accommodate housing, and address climate action.

The City's *Strategic Plan 2019-2022* identified an action to develop a Parks and Open Spaces Acquisition Strategy during 2022, to identify priorities for parkland acquisition that align with the OCP, the Parks and Open Spaces Master Plan, and other City plans. Prioritizing this in the near term, as well as other parks planning actions could alleviate community concern. This action would also benefit from the equity framework.

Greenways, Walking, Rolling and Public Realm Improvements

Traffic concerns, sidewalks, and connectivity were frequently cited topics in the local area planning process. Support for safe crossings, traffic calming, and walking and rolling improvements came through loud and clear from our conversations with the community. These are typically documented in the local area plan. However, how and when the City prioritizes improvements requires a citywide perspective, and should include considerations of equity, safety, costs, and benefits.

Sidewalk widening and public realm improvements like seating or boulevard trees often occur through re-development, so will be a consideration when making room for new housing through the local area planning process (e.g., a desire for a corridor to be transformed). However, a citywide perspective is also needed to reconcile which corridors should prioritize which modes, and then, what capital projects or development regulations would advance those priorities. A common, specific concern we often hear about are obstructions (e.g., utility poles) in older, narrow sidewalks.

What we're doing now

The City's **Traffic Calming Program** focuses on addressing safety and liveability using techniques such as traffic circles, speed humps, traffic diverters, and road markings to either slow vehicle speeds or reduce vehicle volumes. Local streets are candidates for these types of treatments – they are not typically found on busier collector or arterial roads which are designed to move transit, emergency vehicles and higher volumes of traffic. The City has an established program which targets calming areas around schools, parking, local streets with collision history or with atypical speeds or volumes. Sometimes traffic calming is delivered on greenways or cycling corridors with a goal to make it more inviting and safer for active transportation. The City has a systematic approach to reviewing and evaluating suggestions from the community and an annual process for implementing traffic calming. Suggestions that emerge through local area planning process will be shared with the City's transportation division and the neighbourhood association.

GoVictoria, the City's Sustainable Mobility Strategy, recognizes that right-of-way – the public space between property lines – is a valuable and limited resource. Allocating existing right-of-way or getting additional space for different uses like public transit stops, commercial loading zones, accessible parking stalls, or bike lanes requires careful evaluation and consideration of trade-offs. Sidewalk improvements, for example, are often realized through redevelopment of private properties. However, requiring too much space from a private property can sometimes limit the viability of re-development, constraining our ability to meet housing and local economic development objectives or our ability to improve the public realm with other features like public art or seating. **Corridor studies** are planned for key corridors in each of the neighbourhoods to provide further direction for regarding priority travel modes and right-of-way needs. These studies will inform specific parameters for zoning updates.

In 2019, the city completed a **sidewalk condition assessment** which identified over 1200 locations across the city where sidewalks are partially obstructed by hydro poles, signs, or other obstacles. Undergrounding utilities is a major undertaking and requires significant investment. While it is something that can be achieved with a large scale re-development project, it is also costly, can limit options for tree placement and requires partnerships and approvals with regulatory agencies. Instead of undergrounding, options might be pursued to widen the sidewalk in select areas by adding a curb bulge and removing a parking space or by localized widenings of the sidewalk, with each obstruction having a specific set of challenges that must be reviewed.

Public Realm Guidelines for Urban Villages are anticipated to be completed later this year. These guidelines will provide guidance for street furnishings, trees, lighting, and other elements of the public realm in urban villages and indicate desired sidewalk widths and organization to improve walking and rolling.

Updates to the *Official Community Plan* are also underway in 2022 to incorporate new transportation maps that have evolved through past local area planning processes and other initiatives like the Victoria RapidBus implementation strategy.

Directions to explore

General policies are provided in local area plans and design guidelines to **underground utility poles and enhance greenways**, and otherwise improve the public realm, where opportunities arise. The City will continue to identify opportunities to reduce barriers in the built environment, add crossings, and improve connectivity through **planned capital investments**, like upgrading a water main or replacing a sidewalk.

We heard strong support throughout engagement for improving greenway features and connections in and around Fernwood, North Park and Hillside-Quadra, including some varying views on what the main purpose of a greenway should be. While the concept and network of greenways has evolved since it was first introduced in 2003, these routes are often described as pathways, streets and routes that are pleasant for walking, rolling or riding. Some greenways may be limited to pedestrian access only while other greenways may be on roadways. All greenways should be accessible and welcoming. In 2020 Council set aside one-time funding to support public realm enhancements on designated Greenways. In future a dedicated fund could be established to support smaller scale improvement and placemaking projects.

Arts, culture and placemaking

Ideas around strengthening neighbourhood character and a sense of community by encouraging public art, performance, and placemaking in the public realm were all strongly supported in the local area planning engagement process. Both outdoor and indoor venues for live music was requested in all three neighborhoods, as well as preservation and enhancement of existing cultural spaces.

What we're doing now

While some strong directions to support these desires can be set in City plans and policies, such as Neighbourhood Plans, feedback from the public confirms a want for community-led cultural expressions, practices and placemaking. As part of Strategic Objective 8 in the *Strategic Plan, Strong Livable Neighbourhoods*, the **City of Victoria Placemaking Toolkit** was completed in 2022. The toolkit focuses on grassroots, community-led placemaking that can be implemented through existing City programs and grants, such as murals, signage and parklets.

The **Neighbourhood Led Action Plan Guide** serves a similar purpose, but with a wider scope. Developed by members of the City's Neighbourhood Team, it is intended to equip residents to design and implement a Neighbourhood Led Action Plan (NLAP). An NLAP helps residents identify priorities for improvement over a five-year period and is distinct from local area planning in that it is led by the community, generally concerns areas defined by neighbourhood boundaries, and can be funded in various ways such as through the **My Great Neighbourhood Grant** and/or private fundraising.

Create Victoria Arts and Culture Master Plan was adopted in 2017. Create Victoria aligns ideas, people, and resources around a shared vision to realize the city's creative potential and guide the City's \$1.7 million investment in arts, culture and events over a five-year period. Part of the Master Plan is also the **Victoria Music Strategy**, which specifically outlines the role of music in the city and a series of recommendations to grow the music sector.

Parking Management and Modernization

How curb space is used and prioritized is another topic that was often discussed through local area planning. *Go Victoria* recognizes that there is increasing and competing demand for curb space in our growing community and that we must maximize this use for the public good. Whether it be residential parking, time-limited parking, loading zones, transit stops, or even public seating – *Go Victoria* aims to take a values-based approach to allocating and managing curb space.

There is a high cost for building new parking, both in monetary terms (underground parking is expensive and costs are often passed onto renters and homebuyers) and in terms of what is sometimes sacrificed for parking (such as green space, amenities, or space for the urban forest to grow). While some see planning for future housing and development as the opportunity to reduce parking requirements in new buildings and move toward a ‘car-light’ lifestyle, others are concerned that such an approach would just add more competition for limited curb space.

What we’re doing now

The City regularly evaluates how curb space is used in villages, on local streets and busier roadways. Changes can and will be made to meet the changing needs of the community. Part of the challenge is finding the right balance between storage of private vehicles and meeting the needs of people with disabilities, supporting business access, or providing space for other uses like bicycle parking or curb bulges.

Some current priorities include:

- Supporting commercial operations and business activity through temporary programs like Build Back Victoria.
- Growing our network of public on-street EV charging stations.
- Dedicating parking and curb space for car share vehicles.
- Adding commercial loading zones – both standard and larger size to accommodate different business needs.
- Building on-street bicycle parking corrals.
- Expanding accessible parking on streets and introducing new regulations for private development projects to increase the quantity and quality of accessible parking stalls.

Directions to explore

To advance objectives on increased sustainable transportation mode share, reduced vehicle ownership and lower household transportation expenses, new solutions to managing parking demand from new development are required. The City is planning to undertake a **comprehensive review to Schedule C of the City’s Zoning Regulation Bylaw** to modernize parking requirements and consideration how to formally integrate transportation demand management (TDM) measures in new buildings. Given the capacity for new housing in diverse forms that is envisioned through local area planning, advancing this work in the near term should remain a top priority.

Local area plans include general polices to **test parking management strategies** for different curb uses, particularly near villages, such as timed parking, shared parking, paid parking, car share stalls and other measures. However, current resources within the transportation department limit capacity to fully implement and monitor novel parking management strategies, that may warrant a citywide lens. Future plans and budgets may consider allocation of these resources.

Heritage

Victoria's heritage is highly valued, and many consider heritage in the built form to be an important part of community identity. We heard concerns about how heritage would be prioritized as the city grows and changes, including a desire to:

- Retain heritage assets or other features that provide a sense of place.
- Ensure new development is sympathetic to existing heritage context, including heritage in the built environment as well as environmental heritage (such as covered streams and green spaces that reflect the area's past).
- Celebrate heritage that may not be as tangible in the built environment today, including First Nations and immigrant heritage.

As with all topics, there was a range of opinions about how to balance heritage priorities and desires with the local level changes required to address housing equity and climate action. Some desired more resources for identifying important heritage assets, enacting heritage protections, or recommending heritage conservation areas. Others felt the tools and processes did not provide adequate emphasis on intangible heritage.

What we're doing now

The City has a **robust heritage program** with several properties designated or protected through 15 Heritage Conservation Areas (HCAs) and 958 properties on the Heritage Register. The *Inclusionary Housing and Community Amenity Policy, Official Community Plan* and local area plans all recognize the preservation of heritage as a public benefit to be considered during rezoning. Additional tools including the Tax Incentive Program and grants for other built forms provided through Civic Heritage Trust further support heritage preservation.

The program is strongest and more widely used for downtown and mixed-use buildings. Documentation of heritage resources outside of Old Town and key landmarks is limited, as systematic neighbourhood surveys have not been completed. In addition, another key tool in identifying properties with heritage merit – the Heritage Register – has seen few additions from neighbourhoods outside of Downtown.

Different approaches have been taken during **past local area planning processes**. For example, the Burnside Gorge Neighbourhood Plan benefited from a community-led survey identifying key homes of heritage merit, the findings of which were incorporated in the neighbourhood plan (however, any HCA recommendations were removed at the request of homeowners). During planning for the Fairfield Neighbourhood, a series of heritage-focused meetings were held, and recommendations made for designating HCAs (however, these proposals proved controversial and were removed from the draft plan). Council then directed creation of a Citizen-Led Heritage Conservation Area program. This program is meant to address resident desires to pursue heritage status. In the recent phase of local area planning, policies and guidelines for key heritage assets were included in local area plans, and additional information about heritage assets was incorporated to better reflect what we know about heritage in areas that are envisioned to change.

Directions to explore

Given the extent to which heritage is discussed in local area planning processes, but the difficulty which it can be addressed, a citywide conversation regarding ways to advance the program may be required. Elements that could be considered in an updated heritage program may include:

- Supplementing the Citizen-Initiated Heritage Conservation Area program to provide opportunities for heritage staff to consider and recommend sites or areas for conservation outside the confines of local area planning, with a more comprehensive lens.
- Undertaking coordinated heritage surveys to identify important aspects of tangible and intangible heritage in all of Victoria's neighbourhoods.
- Based on these outcomes, consider use of the City's Heritage Register to recognize heritage sites worthy of protection, with particular consideration to balance objectives related to growth management.
- Greater focus throughout on intangible heritage, indigenous heritage, immigrant heritage and archaeology to round out the stronger protections available for heritage in the built form that is largely colonial.

Community Well-being, Safety, and Inclusion

Throughout engagement we heard strong feelings related to individual and community well-being. There was ample recognition that the impacts of the housing crisis and the opioid crisis are acutely affecting many members of the community. Sentiments about the impacts of these dual crises were typically fervent and ranged widely in assumptions and conclusions.

Many community members felt strongly that supportive housing and other services to help address these crises were needed immediately. Others raised concerns that there was not thoughtful consideration of how supportive housing and support services should be located to best balance objectives of supporting those in need, while enhancing a complete community where all residents feel both safe and welcome (this was especially prominent in feedback regarding North Park and Pandora Avenue in particular, where a concentration of services exists).

What we're doing now

The City of Victoria, working closely with partners and other levels of government, has embraced a strong response to the pandemic, including the ways it escalated the housing crises.

The City's *Strategic Plan* further identifies the following action:

Strike a Peer-Informed Task Force to identify priority actions to inform a Mental Health and Addictions Strategy actionable at the municipal level, i.e. prevention, advocacy, integration of services, and education.

The development of the City's Equity Framework, a priority in the City's *Strategic Plan* under the objective of Good Governance and Civic Engagement, is underway and will provide direction and guidance to departments across the City. This work is being led by the Office of Equity, Diversity and Inclusion (EDI), which was established in 2021 to advance the City's equity initiatives and social justice objectives.

Many of those who live in or frequent Fernwood, Hillside-Quadra, and particularly North Park, want to see tangible public realm improvements specifically targeted towards safety improvements. This has been a consideration in the development of the updated Design Guidelines coming out of the recent local area planning process.

Directions to explore

Addressing these global crises is a challenge that many cities across North America face. They are complex problems deserving of thoughtful solutions that require coordination among experts and decision makers at all levels of government. The outcomes of the above actions, as with many actions noted in this document, could be further contemplated for exploration and implementation through 10-year review and update of the *Official Community Plan* and ongoing updates to other citywide plans and the City's *Strategic Plan*.

Family and Childcare

Recent approaches to engagement have allowed the City to hear more from young families and those with children at home (who have in the past tended to be underrepresented in engagement). We've heard that young families struggle to find childcare for your children and are frustrated by the lack of options and competition. We heard similar frustrations about the lack of afterschool care programs and competition for extracurricular activities for older kids. One of the most common concerns though was related to the cost of living. For most families, housing and transportation are the highest household costs, and for families with young kids in care, daycare costs tend to come in at a close third.

As noted earlier, a common concern was related to housing costs and concerns related to population growth – both that the city isn't keeping up with the growing housing need, making competition for family-sized housing even worse, and that the population growth would put pressure on schools and daycares.

What we're doing now

The ***Childcare in Victoria Implementation Plan*** was adopted by Council in December 2021 following intensive data collection and engagement with community partners back in 2019. In 2022 staff have been working on amendments to the City's Zoning Bylaws as well as communications and process improvements. Current data will also be updated to reflect the population changes since 2019 and more accurately reflect the childcare needs across the city.

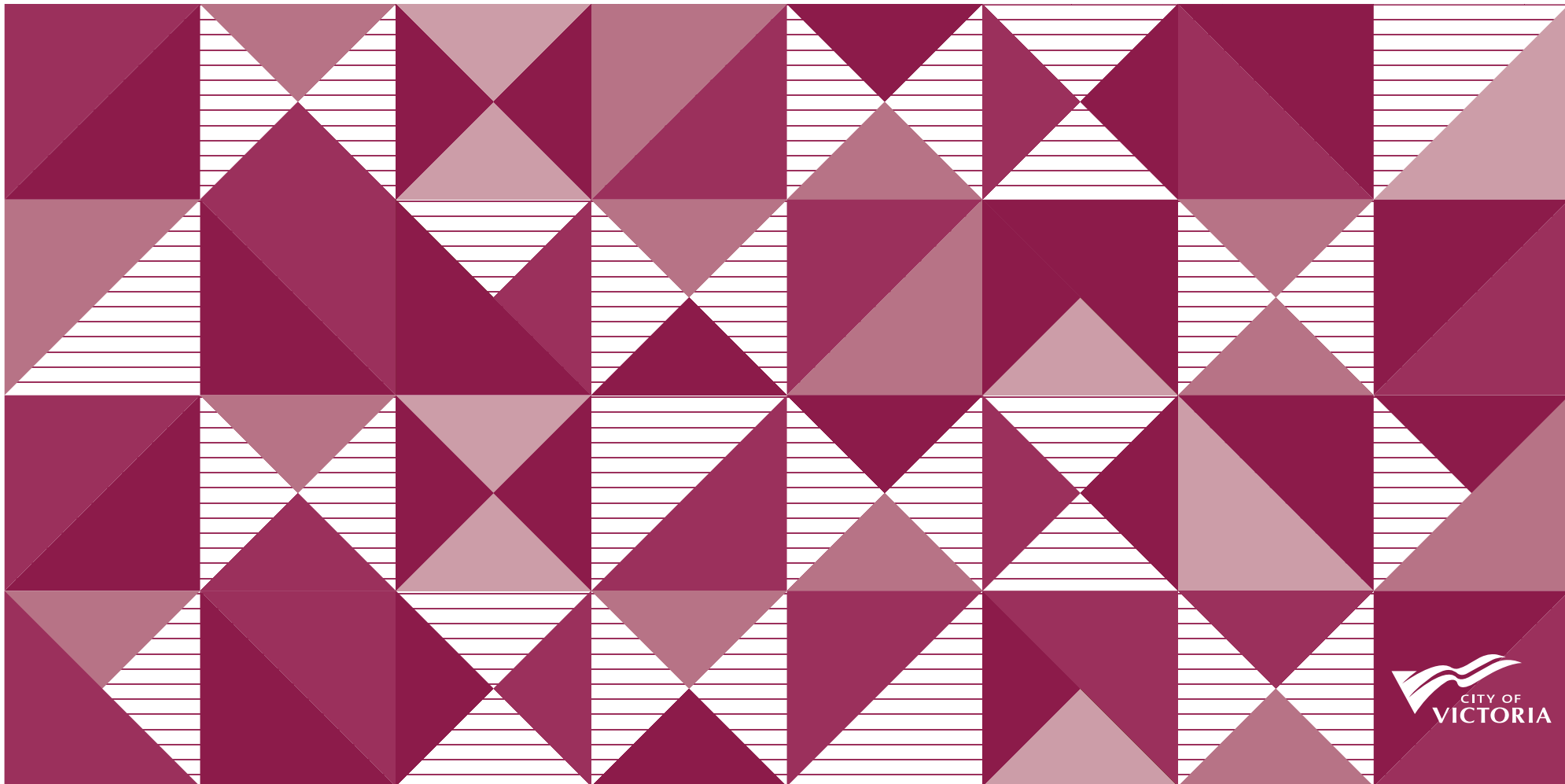
The *Victoria Housing Strategy* includes an action to develop a Family Housing Policy. In the interim, local area plans include policies to encourage family-sized and family-suitable housing. Zoning updates emerging through local area planning will also consider opportunities to encourage more two-bedroom units, including in rental tenure zones.

2022

Fernwood

Neighbourhood Plan | City of Victoria

Note: Red text reflects key updates since the last phase of engagement.



Publishing Information

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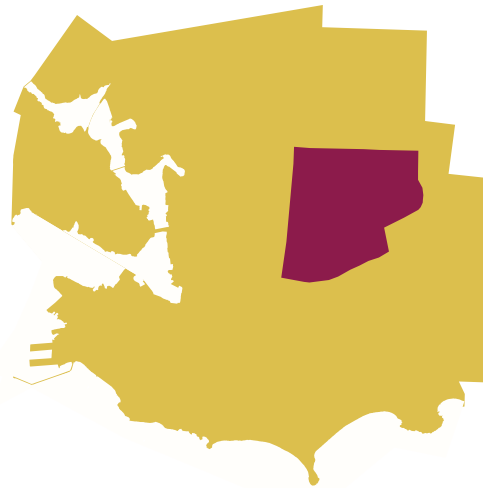
THE CITY OF VICTORIA IS LOCATED ON THE HOMELANDS OF THE SONGHEES AND ESQUIMALT PEOPLE.

What is a Neighbourhood Plan?

This is the Plan for Fernwood 2040

Long-term Plans Working Together

Local area plans, like this neighbourhood plan, work together with the city's *Official Community Plan (OCP)* and other city-wide plans and policies to guide the evolution of communities over the next 10 to 20 years and beyond. The OCP provides a vision and goals to guide future growth and change, meeting the needs of residents today and the future. Local area plans describe how that vision will land in the neighbourhood, while preserving and enhancing the community identity.



Keeping Up and Catching

Up: Between 2020 and 2040, Victoria will add 11,300 new households. Meanwhile, the City has some catching up to do to meet the housing needs of existing residents, including for those who cannot find suitable or affordable housing today.



Addressing Climate Change:

As we plan for the evolution of Victoria and its neighbourhoods to meet current and future needs, we have a chance to rethink the way we live in and move around the city. By locating the right housing in the right places we can reduce greenhouse gas emissions and make our city more resilient to climate change.



Advancing Equity, Diversity

and Inclusion: Planning for incremental change also provides an opportunity to ensure we're creating a community for everyone - one with diverse housing choices where all residents can live in walkable, vibrant neighbourhoods and reduce the combined costs of housing + transportation.

Where Are We and How Did We Get Here?

This plan was drafted together with the community.



Early Engagement

Between January 2020 and March 2020, the City explored Issues, Opportunities, and Big Ideas together with the community. Over 1,000 residents provided ideas and insights. The result was a sampling and illustrative synopsis of what people love about Fernwood and Fernwood Village, and what they would like to see improved in the future. See the Early Engagement Summary Report for details.

Planning Together

In the fall of 2020, the City hosted a series of planning and design workshops with the community. The workshops built on what we heard through early engagement, and what we learned through technical studies and analyses to develop draft concepts together with the community.

These concepts were then presented to the broader public for review and feedback through a diverse and far-reaching Virtual Open House, focus groups, and online surveys.

Reviews and Revisions

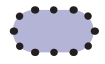





Based on the first two stages of engagement and policy and technical analyses, a draft plan was prepared and presented to the public for review. Based on community input, the plan was revised and presented to Council for consideration.

Implementation

The approved plan will be implemented over time as budgets allow and opportunities arise. The plan may be amended periodically according to the overarching Official Community Plan’s adaptive management framework.

Some of Fernwood’s urban villages and mobility corridors - key areas for future planning - are shared with other neighbourhoods. As local area planning is completed for these areas (e.g. the Fort Street Corridor and Stadacona Village), this plan will be updated accordingly.

Big Moves for Fernwood

-  Large Urban Village
-  Small Urban Village
-  New small urban village
-  Making room for housing
-  Placemaking or formalized Public Space
-  Key pedestrian and active transportation routes





1. Pedestrian Connections

What we heard

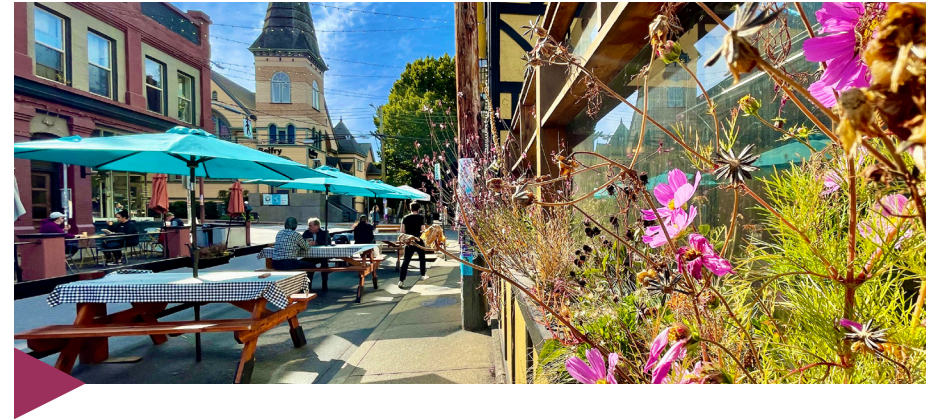
The community would like to see enhanced and accessible pedestrian connections throughout, particularly along Fernwood Road and near Fernwood Village. People noted the narrow sidewalks, uncomfortable crossings, and significant pedestrian traffic, notably near Fernwood Square and Victoria High School. People also acknowledged opportunities to better use public space in the road right-of-way for comfort and enjoyment, and to improve routes throughout the community.

What we learned

- Fernwood Road is an important bus route.
- The road also accommodates on-street parking.
- Given the heritage and character assets along the road, contiguous redevelopment is unlikely, making it difficult to expand sidewalks through obtaining right-of-way on private lands.

Where we're headed

To learn more about how the plan addresses what we heard and learned, **see Sections on Fernwood Village and Mobility.**



2. Expand & Enhance Fernwood Village

What we heard

Fernwood Village, surrounding Fernwood Square is beloved for its character, local serving businesses, and accessible public space. Some would like to see a “refresh” of public spaces in and near the square to enable more flexible use (e.g. with movable furniture and lighting), for diverse events and everyday enjoyment in all seasons. Some would also like to see more shops and services to meet everyday needs, but would like to keep the scale small and local-serving.

What we learned

- The area in and near Fernwood Village can accommodate more commercial and residential over the coming decades without impacting existing local businesses.
- Temporary patios and outdoor spaces along Gladstone, east of Fernwood were successful and enjoyed by the community.

Where we're headed

To learn more about how the plan addresses what we heard and learned, **see Section on Fernwood Village and Placemaking**



3. Support Diverse, Mixed Housing

What we heard

People who live in Fernwood, or would like to, feel the pains of the housing crisis. Renters and young families find it difficult to find suitable, affordable housing in the community they love. Most residents are supportive of making room for more, diverse housing forms to meet these needs, but want to ensure that new housing reflects and enhances what people love about the neighbourhood, is livable, and is neighbourly.

What we learned

- The city has to catch up with housing needs today and keep up with future needs as 11,300 households form between 2020 and 2040, in all neighbourhoods.
- Rental housing, including affordable (non-market rental), is a key need and can be difficult to build with existing land costs and regulations, like parking requirements.

Where we're headed

To learn more about how the plan addresses what we heard and learned, **see Section on Housing and Residential Uses.**



4. Revitalize Bay Street

What we heard

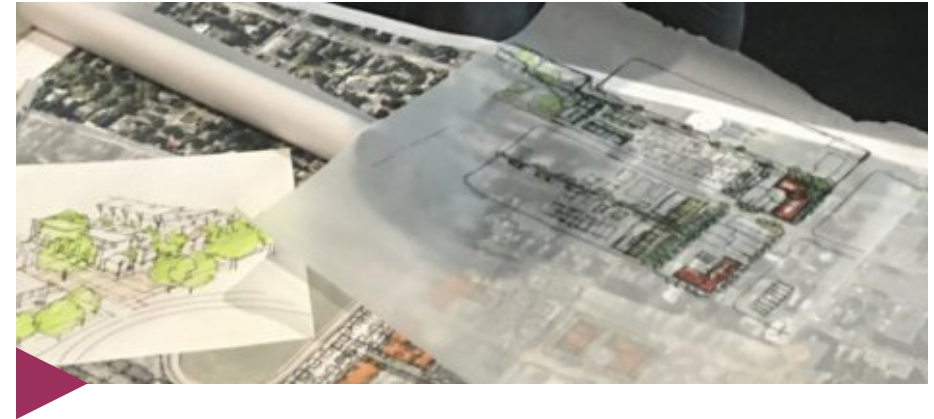
Bay Street is viewed as an uncomfortable road to walk along and a barrier to get from one part of the community to the other. Some recognized Bay Street as a good area to add multi-family housing, supported by transit, others were concerned such housing wouldn't be livable or comfortable along a busy street. Many viewed this as an equity concern - that renters and others in multi-family buildings should have choices both on and off busy corridors.

What we learned

- Bay Street is a key east-west connector through the city and is identified as Frequent Transit route by BC Transit.
- Additional retail could be supported in the coming decades in and near emerging villages, without impacting existing local businesses.
- Rental housing may be viable to build along the corridor with reduced parking requirements.

Where we're headed

To learn more about how the plan addresses what we heard and learned, **see Sections on Bay Street Villages and Mobility.**



5. Preserve & Enhance Green Space

What we heard

People love the parks in Fernwood and would like to see spaces, features, and improvements for different ages, interests, and cultural backgrounds. Improvements for specific parks and connections between green, open, and public spaces are desired. People are also interested in an expansion of space and programs at the community centre, continued use of school district lands, opportunities for growing food, and reflecting the ecological significance of Rock Bay Creek.

What we learned

- There are more than a dozen parks, facilities, and community assets that can serve the diverse and evolving needs of Fernwood now and into the future.
- New and evolving programs and future redevelopment can provide additional opportunity for public spaces and facilities.

Where we're headed

To learn more about how the plan addresses what we heard and learned, **see Section on Parks, Facilities, and Community Assets.**

6. Future Planning

What we heard

Geographic areas and subject matters that were not a focus of this process are important to the community. Stadacona Village and Haultain Corners are important assets to Fernwood, as well as Jubilee, Oaklands, and Rockland residents. Residents also desire an opportunity to work together to advance other community initiatives, like the location of new community gardens, support for arts and culture, and the development of public art and murals.

What we learned

- The next phase of local area planning will explore the future of Stadacona Village and Haultain Corners with all related communities and this plan will be updated following that process.
- Other subjects of interest can be advanced by the community with City support through a Neighbourhood Action Guide Process.

Where we're headed

To follow the next phase of planning, visit engage.victoria.ca. To learn more about Neighbourhood Action Guides, contact your Community Association or the City's Neighbourhoods Team.

Community Identity

Understanding what is important to Fernwood residents was a cornerstone of the engagement for this plan. People described what they love about their community and what they hope to love about it in the future. The word clouds on the following page provides a sense of community identity and what is most valued about Fernwood.



Guiding Principles and Objectives

Together with the community identity word cloud, the below principles and objectives should be considered when implementing this plan.

1. Advancing equity, diversity, and inclusion.
2. Making room for everyone.
3. Advancing sustainable mobility.
4. Creating joyful public spaces.
5. Supporting resilient, walkable villages.
6. Enhancing and supporting arts and culture.
7. Preserving and enhancing natural and historical assets.

What people **love** about Fernwood today



What people **hope to love** about Fernwood in the future

About the Fernwood Neighbourhood

Fernwood Today

Fernwood is a neighbourhood rich with arts, culture, and opportunities for community connection. The community is known for being home to artists, artisans, and makers, as well as people of all ages and many families. As of 2016, the neighbourhood had the city's highest total number of families with children at home, and one of the highest shares of young adults aged 15-34. It also has among the higher shares of residents identifying as Indigenous.

However, rising housing costs in the neighbourhood, and the city, have left fewer opportunities for young families and others looking to make a start and find suitable housing.

Community Assets

The area's history of offering family and community connections through arts, culture, and local festivals is reflected in its most beloved assets. Among these assets are the Belfry Theatre, Fernwood Square, Victoria High School, and local community organizing

Map 1: Fernwood Boundaries



The neighbourhood is bounded by Haultain Street to the north, Fort Street to the south, Cook Street to the west, and Belmont Avenue, Begbie Street, and Shelbourne Street to the east.

About Fernwood

and supporting groups like the Fernwood Neighbourhood Resources Group (NRG) and the Fernwood Community Association (FCA). Many of Fernwood's residents benefit from its proximity and connections to the downtown core, and several large and small urban villages (including Fernwood Village, Haultain Corners, North Park Village, and Stadacona Village) within walking distance.

Community Make-up

The neighbourhood is home to close to 10,000 residents in over 5,000 households. While the neighbourhood has the highest total number of family households, household types and age of residents is quite diverse – with a mix of families, seniors, youth, couples, and singles.

The neighbourhood has a slightly higher share of renters (66% of households) than the city as a whole (at 60%). It also hosts some affordable and co-operative housing.

Most of the housing in the neighbourhood is single family with and without suites (about 24% of dwellings) and apartments (about 63% of dwellings, most of which are closer to Downtown, Stadacona Village, Pandora

Avenue and the Fort Street Corridor). Apartment buildings are typically three to four storeys and include both rental and strata, most were built between the 1960's and 1990's.

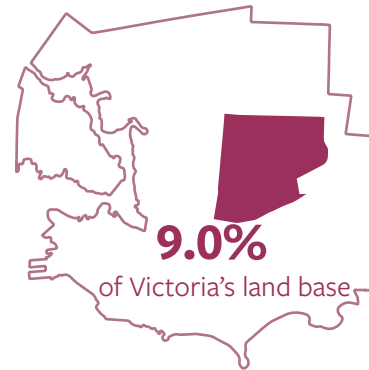
The area has seen little growth in recent years. According to the City's building permit data, just 42 new housing units were built in the neighbourhood between 2012 and 2018. Fourteen additional units were approved through building permits in 2019-2020. **A recently approved proposal near Caledonia Street envisions approximately 140 net additional homes, a majority of which are proposed to be deeply subsidized or rent-geared-to-income.**

See the Neighbourhood Snapshot on page 13 for more statistics.

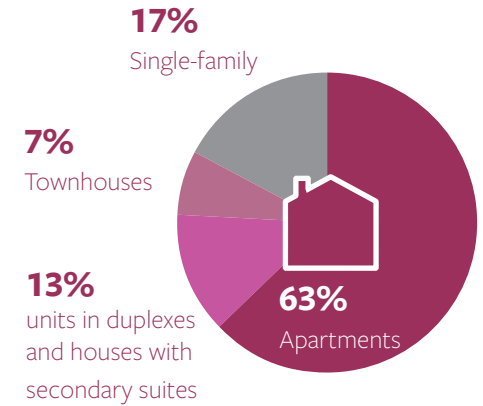


About Fernwood

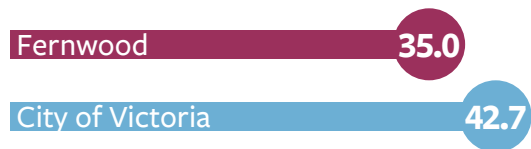
Neighbourhood Snapshot



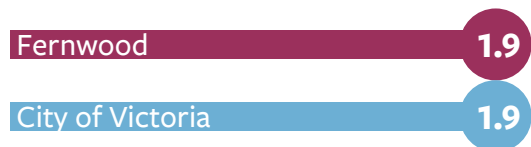
Housing Types



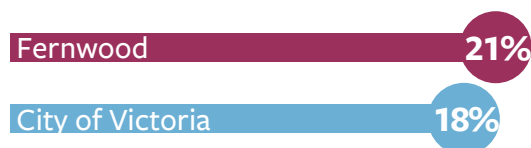
Median Age



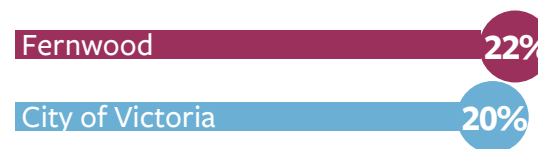
Average household size



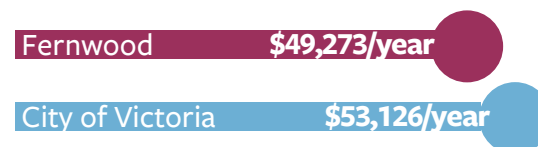
% Total of households that have children at home



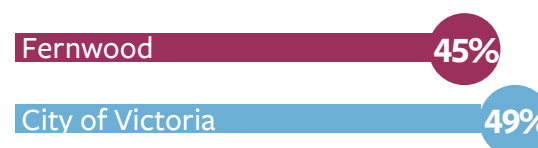
Low-income Households



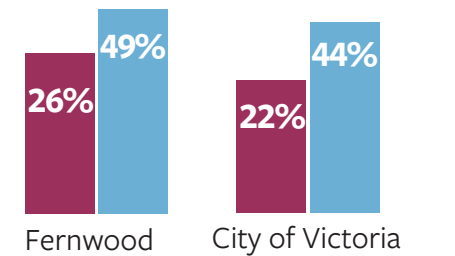
Median Household Income



% Households that are one-person households

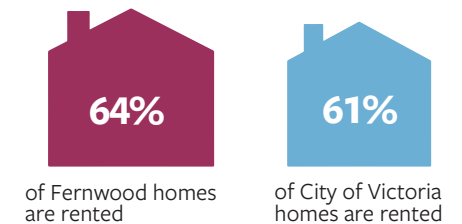


Housing Affordability



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

Rental Housing



About Fernwood

History and Heritage

The area is intrinsically tied to the historical growth of Victoria. Just west of Fernwood Village is a district known as Spring Ridge. Gravel deposits left after the retreat of the last Ice Age 10,000 years ago underlie this area. Numerous freshwater springs gave it its name. Until the damming of Elk Lake in the early 1870s, these springs were the principal source of drinking water for Victoria.

Fernwood as it is today developed over time with the subdivision of large estates and the arrival of the streetcar in what is now Fernwood Village. The community has always been diverse and vibrant, which is reflected in the heritage and streetscapes of the neighbourhood.

See the Moments in History on page XX for more of Fernwood's history.

See the Fernwood Village Design Guidelines for more about the history of Fernwood Village.

Fernwood Heritage Features Map

The Heritage Features Map (Map 2 on the following page) illustrates some key heritage features in the neighbourhood. The

map recognizes the numerous registered and designated heritage properties in the neighbourhood, particularly in and near Fernwood Village, in addition to a number of older character homes and heritage features.

The map is a useful tool in considering the past and present identity of the neighbourhood, and how it can inform and shape its future.

However, it is important to note there are limits to what is shown on the map, or what is otherwise known, understood, and valued about Fernwood's history and identity. For example, heritage of Indigenous and immigrant communities is often not evident in the built form - this may be referred to as intangible heritage.

Victoria's Official Community Plan recognizes both tangible and intangible heritage features are important. However, most tools to protect, enhance, or recognize heritage tend to be limited to tangible features, largely evident in the built form - a limitation reflected in the features identified on Map 2. The City of Victoria continues to work to advance its heritage program, together with other organizations and levels of government.



About Fernwood

About this Map

A Heritage Designated property is protected by a municipal bylaw and may not be altered or demolished without approval by Council.

The Victoria Heritage Register is a tool to help monitor assets and promote conservation or enhancement of heritage features. Having a registered property does not by itself restrict changes proposed by an owner.

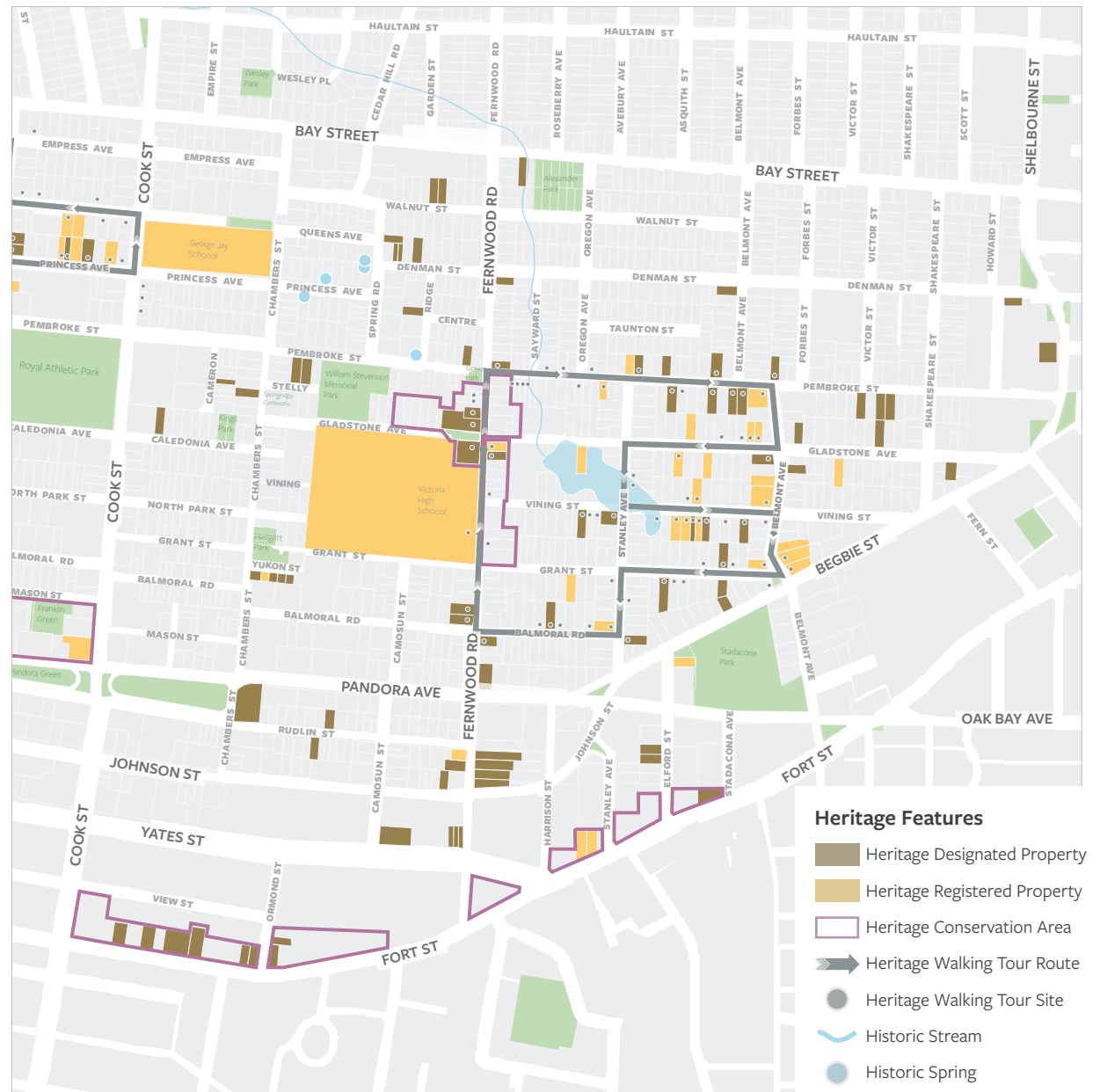
Heritage Conservation Areas are another tool to protect, preserve or enhance the heritage value or character of related properties with collective historical significance. Properties within these areas require a heritage alteration permit for changes to the property.

Heritage Walking Tours are self-guided routes that describe assets that may not be on the Heritage Register. They are curated by the Victoria Heritage Foundation and have no policy or regulatory implications, but can provide meaningful insights when considering property or land use changes.

Some known Historic Environmental Features are shown to illustrate additional heritage features that may not be readily evident the built form.

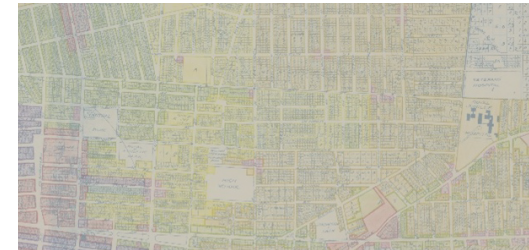
See the *Housing and Village* sections of this plan for more on the management of Fernwood's heritage assets.

Map 2: Fernwood Heritage Features



About Fernwood

Neighbourhood History



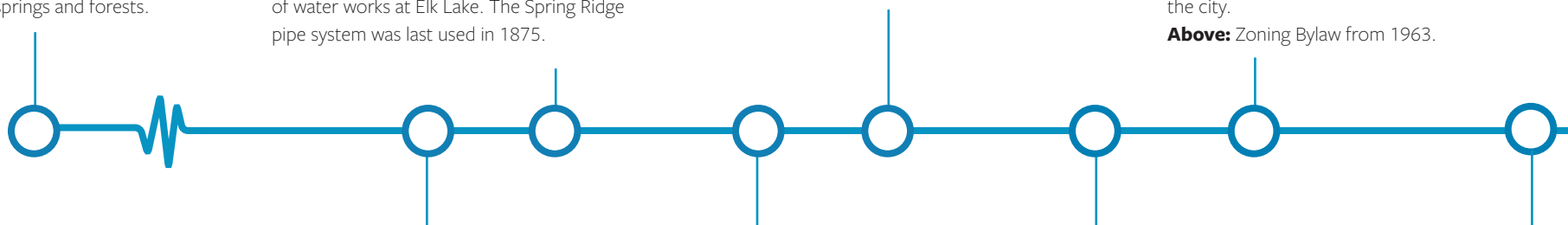
Lekwungen people live, hunt and harvest in the area, cultivating camas fields and Garry Oak meadows. What is now Fernwood is marked by springs and forests.

1863: The Spring Ridge Water Company is formed, piping water from Spring Ridge and Harris Pond into the city. Complaints about the quality of the water are common, so in 1872 the City authorized the construction of water works at Elk Lake. The Spring Ridge pipe system was last used in 1875.

1891: The streetcar line terminating in what is now Fernwood Square is opened. This instigated the development of the square as the commercial hub of the community, including business such as the Rennie and Taylor Bakery and the Parfitt Brothers construction firm.

1927: The first zoning bylaw is implemented, shaping the growth and development of Fernwood and the rest of the city. Single-family detached zoning made it difficult to build alternatives to the detached house, which excluded many people from living in the most desirable neighbourhoods in the city.

Above: Zoning Bylaw from 1963.



1860: Assistant Colonial Surveyor Benjamin Pearse builds Fernwood on his large estate, at the corners of what is now Fort and Fern Streets. Many other stately homes are soon built nearby along Fort and Yates Street. Fernwood was demolished in 1969.



1886: Construction begins on the Emmanuel Baptist Church at the corner of Fernwood and Gladstone. The church was sold in 1971 and became the first home of Cool Aid, before it was purchased by the present owners, the Belfry Theatre Society, in 1990.



1912: Victoria High School is built at its present location. The school is the fourth high school building to be constructed, all located in Fernwood. The other three were demolished to make way for other schools, including Central Junior High School in 1952.

2005: The Fernwood Neighbourhood Resource Group purchases the Cornerstone Building (1910) at the corner of Fernwood and Gladstone opposite the Belfry Theatre. With over 10,000 volunteer hours they rehabilitate the structure as affordable housing on the upper floor and businesses at the street level, including a community café, reinvigorating the area as a community hub.

Future Land Use Summary

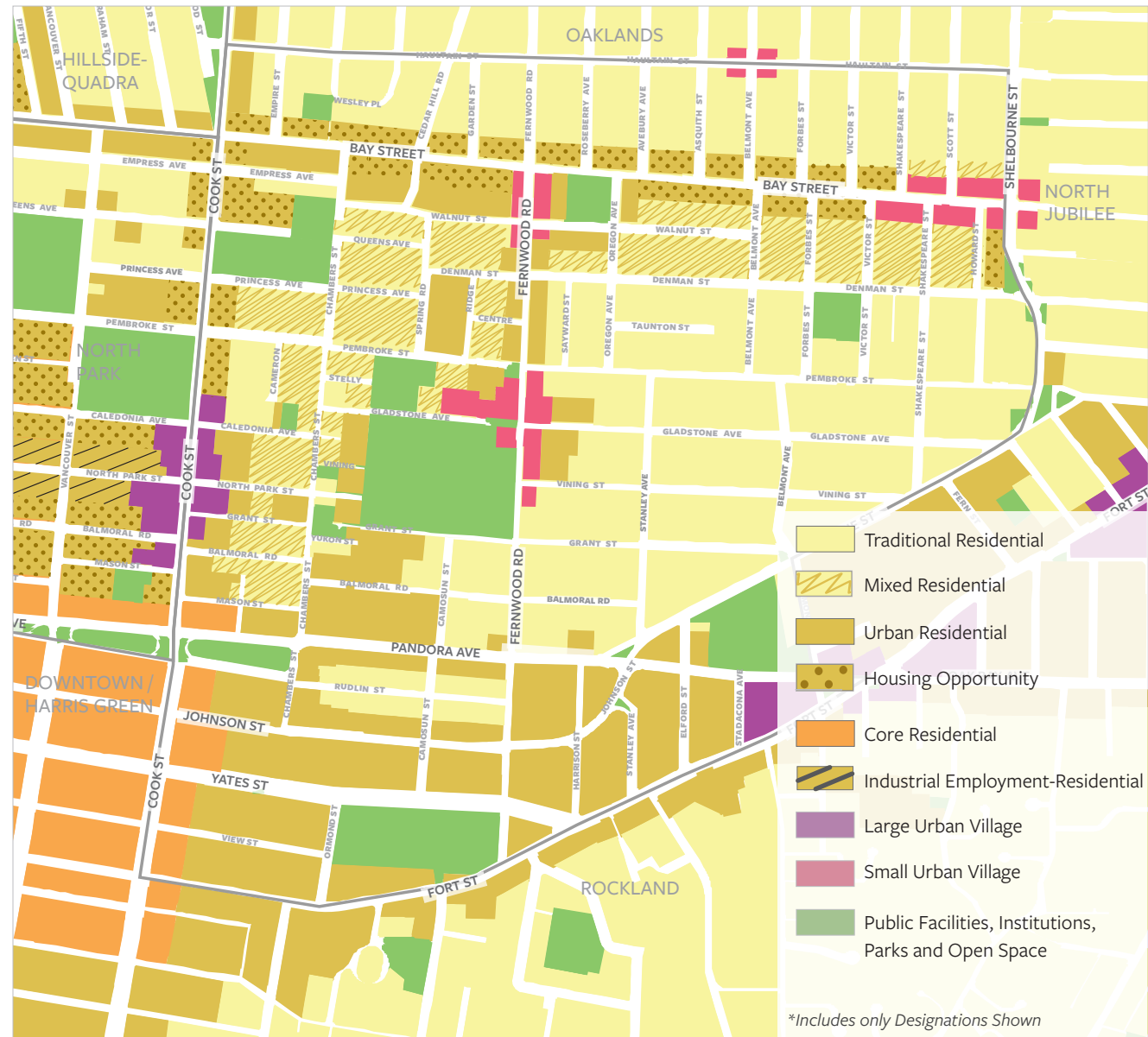
This section provides a summary of future land uses envisioned for the Fernwood Neighbourhood.

Further details are provided in subsequent sections or related City plans and policies as noted.

Relevant Policies and Bylaws

- Official Community Plan
- Missing Middle Housing Policy (under development)
- Inclusionary Housing and Community Amenity Policy
- Design Guidelines (Development Permit Areas)
- Zoning Bylaw
- Urban Forest Master Plan
- Tree Protection Bylaw

Map 3: Fernwood Land Use (for reference only, please see OCP)



Land Use Summary Table

Envisioned future land uses are illustrated as Urban Place Designations on Map 3 and are summarized here for convenience. Please see the Village and Housing Chapters for additional details.

Urban Place Designations envision future land uses and development forms, if a property redevelops. This summary is for convenience only. Please see the *Official Community Plan* bylaw for the most current and accurate Urban Place Designations throughout the city. To understand the specific uses and densities that are permitted to occur on any given site today, please see the Zoning Bylaw.

*Overarching policies are summarized here based on Urban Place Designations (envisioned future uses and form); other policies and regulations may apply depending on the nature of any redevelopment that may be proposed.

	Intent	Envisioned Scale and Form	Overarching Policy*
Traditional Residential	To encourage a variety of housing options throughout the community and consider small scale commercial on a case-by-case basis in appropriate locations.	Primarily ground-oriented residential forms, including houseplexes and townhouses, consistent with City plans and policies.	Please see, as appropriate, policies and bylaws noted on page 18, plus: <ul style="list-style-type: none"> > Missing Middle Housing Policy (under development) > House Conversion Regulations > Secondary Suite Regulations > Garden Suite Regulations
Mixed Residential Housing	To encourage the transition of ground-oriented residential areas to a mix of ground-oriented and multi-unit housing that provide diverse living options at neighbourly scales, including through the retention of character homes through conversion.	A mix of ground-oriented and apartment residential forms at densities of approximately 1.6:1 FSR, consistent with City plans and policies.	Please see, as appropriate, policies and bylaws noted on page 18, plus: <ul style="list-style-type: none"> > House Conversion Regulations > Secondary Suite Regulations > Garden Suite Regulations
Urban Residential	To encourage a variety of multi-unit housing options in low- to mid-rise buildings.	A mix of low-to mid-rise apartment residential forms at densities of approximately 1.2:1 to 2.0:1 FSR, with higher densities in this range considered where public benefits or affordable housing are provided, consistent with City plans and policies.	Please see, as appropriate, policies and bylaws noted on page 18.

Future Land Use - Land Use Summary Table

	Intent	Envisioned Scale and Form	Overarching Policy*
Housing Opportunity	To encourage a variety of multi-unit housing options in low- to mid-rise buildings with additional density to support the provision of affordable housing and community amenity, where the site and context allows.	A mix of low- to mid-rise apartment residential forms at densities of approximately 1.2:1 to 2.5:1 FSR, with densities at the highest end of this range considered where substantial public benefits or affordable housing are provided, consistent with City plans and policies.	Please see, as appropriate, policies and bylaws noted on page 18.
Small Urban Village	To encourage a mix of commercial and community services primarily serving the surrounding residential area.	Low-rise apartment residential and mixed-use buildings at densities of approximately 1.5:1 to 2.0:1 FSR, with higher densities in this range considered where public benefits or affordable housing is provided.	Please see, as appropriate, policies and bylaws noted on page 18.
Large Urban Village	To encourage ground-level commercial, offices, community services, visitor accommodation, and multi-unit residential apartments.	Low- to mid-rise mixed-use buildings at densities of approximately 1.5:1 to 2.5:1 FSR, with higher densities in this range considered where public benefits or affordable housing are provided, consistent with City plans and policies.	Please see, as appropriate, policies and bylaws noted on page 18.

Urban Villages

Urban villages provide a heart to the community - a place for walkable shops and services, socializing and placemaking, and diverse living options.

This plan seeks to maintain and strengthen existing villages in Fernwood and encourage new ones to evolve to serve the growing community.



- ▶ **Support the development and evolution of villages that enables all residents to have walkable access to shops and services.**
- ▶ **Support the vitality and resiliency of local businesses.**
- ▶ **Enable diverse housing options for people of all household types, lifestyles, and incomes.**
- ▶ **Encourage design that reflects the identity of the community.**
- ▶ **Encourage and support the creation and enhancement of vibrant and inclusive public gathering spaces.**

Relevant Policies and Bylaws

Official Community Plan
Inclusionary Housing and Community Amenity Policy
Design Guidelines (DPAs)
Zoning Bylaw
Tree Protection Bylaw
Arts and culture Master Plan

Urban Villages

1. Fernwood Village

About Fernwood Village

Fernwood Village surrounds the intersection of Fernwood Road and Gladstone Avenue, with Fernwood Square providing a central gathering place for much of the community. What now serves as a heart of the neighbourhood, the area first developed in the 1890s and early 1900s as a terminus of the streetcar line connecting the neighbourhood to downtown. Many of the commercial and service buildings from that era still stand today and are home to local businesses, restaurants, and cultural institutions. Fernwood Square saw significant revitalization starting in the 1990s and the square is now an active village and public space.

Nearby Assets

Several major community assets are in and near the village. The Belfry Theatre is one of the main landmarks of the village, producing contemporary plays and promoting artistic, cultural, and educational events for the Greater Victoria Region. The Belfry building is a former Baptist church and the company's



Urban Villages | Fernwood Village

history is rooted in community, having once shared the site with a shelter operated by the Cool Aid Society. The Fernwood Community Centre, operated by the Fernwood Neighbourhood Resources Group (NRG), is located just west of the square on Gladstone Avenue. The NRG provides childcare, family support and food security programs, as well as recreational activities. The NRG has also developed several social enterprises in the community over the years. Victoria High School, a heritage building, is located just south of the square. And just across the street is the Fernwood Community Association which often displays local art and provides a space for community meetings at Paul Phillips Hall (1923 Fernwood Road).

The area is rich with other opportunities for social connection, including through the Compost Education Centre, Spring Ridge Commons, Vic High grounds, Gower Park, and William Stevenson Park. Smaller retail businesses, restaurants, coffee shops, and a pub all draw local customers as well as others from across the city and region.

Connections and Village Features

Fernwood Avenue is a bus route and collector road, connecting to Bay Street and Pandora Avenue. All Ages and Abilities (AAA) cycling routes (planned, designed, or constructed) are close to the village area. The neighbourhood's travel mode share largely reflects that of the city's, with 50% of trips by walking, cycling or transit (similar to the city-wide average of 49%), which is among the most sustainable of Canadian cities.

Fernwood Village is identified as a Small Urban Village in Victoria's *Official Community Plan* (OCP). The area has many of the features that characterize a Small Urban Village, and others that are often found in larger villages, including:

- Ground-oriented commercial and community buildings in and near the village.
- Services to meet daily needs, including restaurants, cafés, and a small grocer.
- Clear sense of place, character, and identity.
- Local transit service.
- Proximity to parks and community amenities.

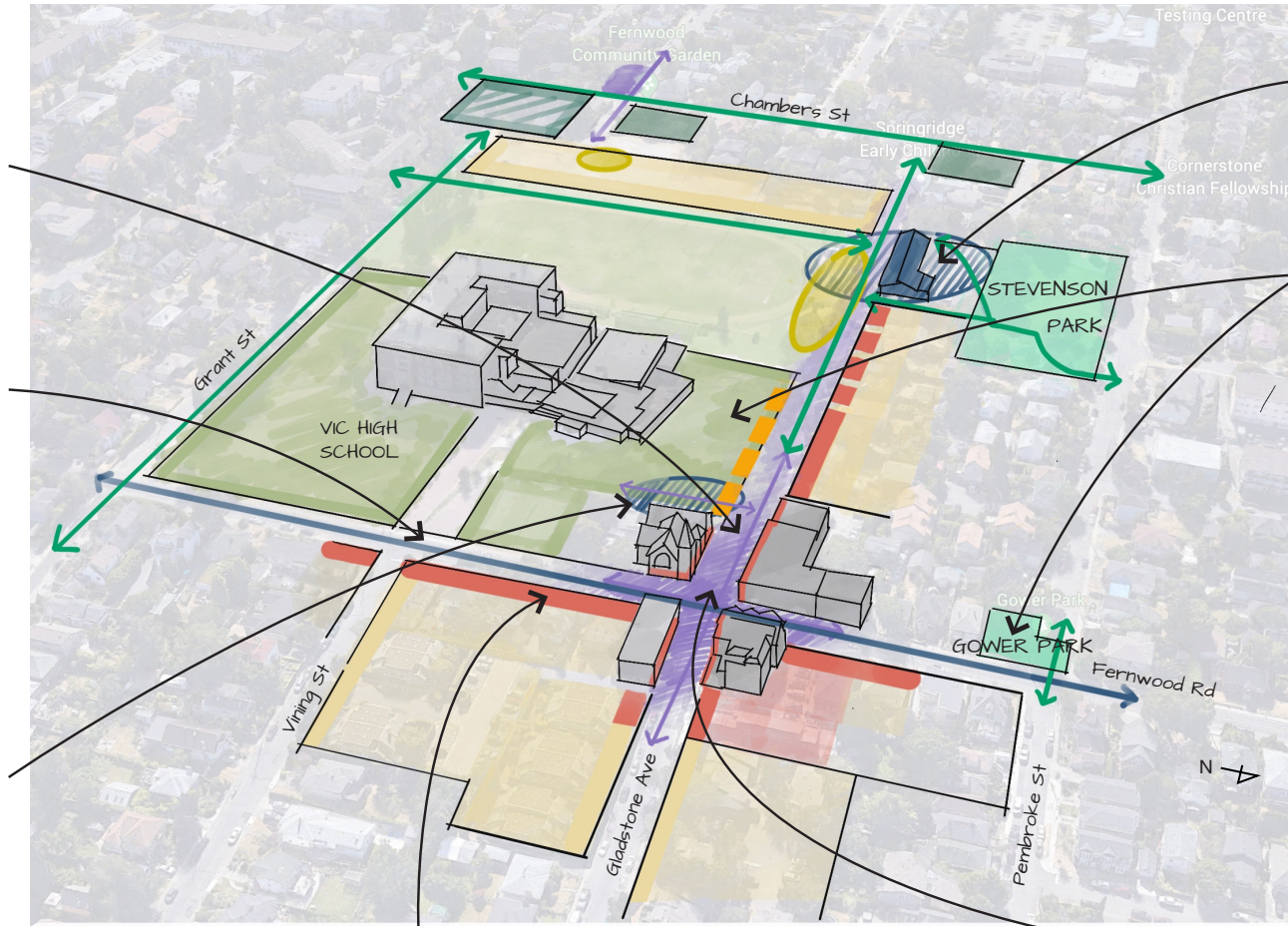


Fernwood Village Directions

Enhance the public realm along Gladstone Avenue, considering pedestrian enhancements, pedestrian-scale lighting, and potential locations for kiosks supporting emerging small businesses.

Support pedestrian-priority elements along Fernwood Road including enhanced crossings, relocating or enhancing bus stops, and expanding sidewalks when opportunities arise.

Support the expansion of cultural space adjacent to the Belfry Theatre if the opportunity should arise, with enhanced connectivity between the square and the Vic High grounds.



Support the renewal of the Fernwood Community Centre space, with mixed-income housing above if the opportunity should arise.

Enhancing existing green spaces, including nearby parks, considering added seating in Gower park and accessible connections.

Retain existing heritage buildings, considering sensitive additions.

Encourage urban design, public realm, and placemaking features that build on or complement the historic assets of the Village, including reflections of Indigenous or environmental histories.

Allow for a flexible expansion of Fernwood Village along Fernwood Road and west along Gladstone Avenue in a way that enhances the existing commercial, art, and community uses, emphasizes the creation of diverse housing options, complements the existing architecture and reflects the small spaces and visually eclectic storefronts that exist today.

Manage parking to balance needs of businesses, arts and culture, and residents.

Refresh Fernwood Square through placemaking and expand the feel and function of the Square along Gladstone Avenue to the east.

Urban Villages | Fernwood Village

Intent and Objectives

These objectives provide context and overarching guidance for the evolution of Fernwood Village and should be considered when interpreting the policies that follow.

Historic Character

Retain and respect the unique and historic scale, fabric, and built form of Fernwood Village's buildings and their relation to public space.

Thoughtful Expansion

Thoughtfully expand the footprint of the Village in a manner that:

- Enhances the existing commercial, art, and community uses available to the local residents.
- Emphasizes the creation of diverse housing options.
- Reflects the small spaces and visually eclectic storefronts that exist today.

Sensitive Urban Design

Seek a high-quality design in new buildings and public spaces, guided by the Principles for Urban Design in this document. Ensure new development adjacent to the historic

heart of the village is of high quality, and is compatible with and complementary to, but still distinguishable from, the iconic, intact, and regionally significant heritage fabric of Fernwood Village.

Community Identity and Public Space

Maintain and enhance the ways Fernwood Village's public spaces work with the mix of commerce, art, and culture to create a unique community focal point.

Seek to refresh Fernwood Square, retaining the key features that make it a beloved amenity; to expand public space in adjacent locations through community-led and City-supported Placemaking initiatives, with a focus on Gladstone Street; and to enhance connections of community activity to surrounding green spaces.



Urban Villages | Fernwood Village - Intent and Objectives

Arts and Culture

Support the success of key arts and culture venues, including the Fernwood Community Association Gallery and the Belfry Theatre which provides a regionally significant cultural space supporting established and emerging artists in the region.

Business Diversity

Support and strengthen the diversity of smaller shops, community services and eateries, through the maintenance of a variety of smaller-size storefronts, and changes to parking management. Fernwood Village remains a place for smaller-scale shopping, with opportunities for medium-sized establishments in nearby villages and corridors, including those proposed on Bay Street. An improved public realm and the use of placemaking programs create a desirable place to visit, with public areas to enjoy local take-out food.

Placemaking and Public Space

Seek to refresh Fernwood Square, retaining the key features that make it a beloved amenity, and expand public space in adjacent

locations through community-led and City-supported Placemaking initiatives, with a focus on Gladstone Street.

Housing Choice

Create opportunities to add a mix of housing in and near the village that supports people of different incomes, lifestyles, and household types.

Sustainable Mobility

Support growth and change that encourages walking, cycling and transit, and shared mobility (e.g., car share, bike share). Improve the pedestrian experience within and to the village. Ensure access for deliveries, commercial needs, and those with mobility challenges. Manage parking to encourage customer turn over and a balance between residential and commercial interests.

Urban Forest and Landscapes

Consider opportunities to bring experience of nature into the area, including healthy street trees and public and private landscapes, and more sense of connection between the village and nearby parks.



The City has over 70,000 on-street parking spaces. This curb space is highly valuable to local businesses, residents, and has potential for alternative uses, like public seating or bike parking. See the Mobility section for more about managing curb space for the future of Fernwood.

**Parking
in the
Village**

Urban Villages | Fernwood Village

Policies

Fernwood Village, along Fernwood Road and Gladstone Avenue, is designated as a Small Urban Village in the Official Community Plan (OCP). This plan seeks to expand the local-serving business in the village while retaining its small-scale, heritage character.

General Land Use - Fernwood Village

1.1 Redevelopment: Within Fernwood Village, consider new primarily mixed use development consistent with City policies. Scale and built form should be generally guided by the OCP Small Urban Village Designation and take into consideration the existing and envisioned context of the surrounding area (see policy 1.3).

1.2 Redevelopment with Public Benefit: Consider increased density, of approximately 2:1 Floor Space Ratio and generally 4 storeys, where public benefit is provided consistent with the objectives of this plan and City policies, including but not limited to heritage conservation.

1.3 Consideration of Context: The form and scale of new development is dependent upon site size, orientation, and context. Achievable densities may be limited by the ability to adhere to good urban design principles, consistent with the City's design guidance, and



Conceptual view of Gladstone Avenue looking west from Fernwood Square illustrates the types of redevelopment that could bring additional activity and public realm improvements to the Village.

Urban Villages | Fernwood Village - Policies

to be responsive to the existing and envisioned context of the surrounding area. See Village Design and Built Form section.

1.4 Commercial-Desired Approach:

Consider the following strategies for the “Commercial Desired Area” identified on Map 4 (generally along Gladstone Avenue between Fernwood Community Centre and Fernwood Square, and along Fernwood Road near Vining Street and near Pembroke Street, excluding Gower Park) to support a variety of vibrant, active uses not solely limited to retail:

1.4.1 Consider mixed-use development with publicly-oriented, active ground floor uses that may include retail, community and public serving spaces, or arts spaces.

1.4.2 Consider developments that build flexible ground floor space appropriate for future commercial uses but allow residential occupancy in the interim, if there is not sufficient demand for retail at the time. .




1.4.3 Where the ground floor is not entirely occupied by a commercial space, encourage active residential-oriented uses in the remaining portion of the ground floor

(such as shared laundry, bike storage, and other on-site amenities) that may enliven or activate the street.

1.4.4 Consider the adaptive re-use of existing residential houses for commercial or community uses, including, where appropriate, houses with heritage merit to encourage their conservation.

Map 4: Fernwood Village



-  Small Urban Village (OCP)
-  Commercial-Desired Area
-  Public Facilities, Institutions, Parks and Open Space (OCP)



Heritage and Character

1.5 Retain and Enhance Heritage: Retain the existing heritage buildings and assets in the village while considering sensitive additions, encourage additions to the Victoria Heritage Register and heritage designation of individual properties, and ensure new development is responsive to the context of heritage features.

1.6 Complement Heritage Assets: Encourage urban design, public realm, and placemaking features that build on or complement the historic assets of the village, including reflections of Indigenous, immigrant, or environmental histories (see Design and Built Form and Public Space and Placemaking sections).

1.7 Highlight the Belfry Theatre Building: Ensure the spire of the current Belfry Theatre building remains a prominent feature of the village (see Design and Built Form and Public Space and Placemaking sections).

1.8 Encourage Small Storefronts and Frequent Entries: Reflect the character of the existing built form by encouraging new developments to have smaller footprints (15.2-30.5 metres frontages with no more

than 8-10 metres between entries along Fernwood Road and Gladstone Avenue), including by reducing, eliminating, or minimizing vehicle parking requirements which tend to encourage larger building forms (see Mobility section for more details).

Business Diversity

1.9 Encourage Local Business Growth: Encourage small format ground floor uses to better support a diversity of smaller, local businesses and to maintain the existing narrow shop front pattern. Consider the inclusion of small commercial spaces (as small as 150-300 square feet) for emerging businesses.



Heritage in Fernwood

Much of Fernwood's identity is embedded in its ample collection of turn of the century commercial and residential buildings. The community would like to see these assets preserved, enhanced, and complemented, drawing from the more visible settlement history, as well as Indigenous, immigrant, and environmental histories that are less visible today.

The *Official Community Plan* (OCP) includes policies for conservation of heritage areas, properties, uses, landmarks, and other features.

Urban Villages | Fernwood Village - Policies

Public Space and Mobility

1.10 Refresh Fernwood Square: Together with the community, prepare a design and seek funding for a refresh of Fernwood Square (see Public Space and Placemaking sections).

1.11 Improve Connections: Seek improvements to pedestrian connections, including the Fernwood-Gladstone intersection, and bus waiting areas as identified in the Mobility section of this document.

1.12 Seek Space for Pedestrians: Secure public rights-of-way through development, to facilitate continued pedestrian improvements and connections, building on those identified in the proposed development west of Vic High. *Where feasible and consistent with City policies, encourage undergrounding of utilities for an improved public realm.*

1.13 Rethink the Curb: Consider alternative approaches to commercial and residential parking in and near the village that support residents, businesses, and public space needs, per *the objectives and policies in the Mobility section of this plan.*



Conceptual view of Fernwood Road at Gladstone Avenue looking south illustrates the types of public space improvements that could better connect Fernwood Square to the activity along Gladstone, and slow movement through the village.

Arts, Culture and Community Uses

1.14 Support the Belfry: Support expansion of The Belfry Theatre arts and culture space, consistent with the *Create Victoria* Arts and Culture Master Plan and needs identified in the upcoming *Cultural Spaces Road Map*.

1.15 Encourage Diverse Public Art:

Encourage public art programs through community action and existing grant programs, to create events, murals, art installations, and other artistic and cultural expressions identified by the community.

Seek to involve, empower, and reflect Indigenous and multi-cultural experiences and perspectives.

1.16 Support Placemaking Projects: Support community-led placemaking initiatives, partnerships, and public investments that:

- Enliven Gladstone Street east of Fernwood Square with publicly-accessible seating and spaces.
- Activate the stretch of Gladstone from Fernwood Square to the Community Centre and provide opportunities for local artists and entrepreneurs, including through temporary or seasonal markets, or more permanent fixtures like pedestrian-scale lighting, kiosks, and sidewalk enhancements (see Public Space and Placemaking and Mobility sections).



Arts and Culture in Fernwood

Arts and culture contribute to the vibrancy and eclectic feel of Fernwood. *Create Victoria* is the City's Arts and Culture Master Plan which sets out to nurture conditions for creativity to flourish throughout the city. It is supported by specific arts strategies, grant programs and the Cultural Policy Framework.

Shorter-term community priorities for arts and culture can be documented in a Community-led Action Guide, and realized through City grants, programs, or the implementation of specific strategies (e.g. a music strategy).



Urban Villages

2. Bay Street Villages

About Bay Street

The Bay Street Corridor is a prominent east west connector in the city. The corridor provides several opportunities to increase housing choice, align land use, mobility, and climate action objectives, and develop complete communities with walkable villages in a currently under-served area.

Bay Street is identified by BC Transit as a future Frequent Transit Route. It connects Royal Jubilee Hospital (a major employer) to the city and provides a direct connection to the Vic West neighbourhood. It meets several important north-south connectors along the way, including Shelbourne Street and Fernwood Road (see the Mobility section for more).

Several small and emerging villages are located along or near the Bay Street Corridor within Fernwood, including Haultain Corners just north of Bay Street, Bay at Fernwood, and the east end of Bay near Shakespeare. A retail study concluded that additional businesses could be supported without impacting existing businesses.

New diverse housing along the corridor, including rental tenure housing, can support these emerging villages and provide a customer base for local businesses to thrive.

The structure diagram on the following page summarizes key moves for the corridor.

The emerging villages on the corridor are

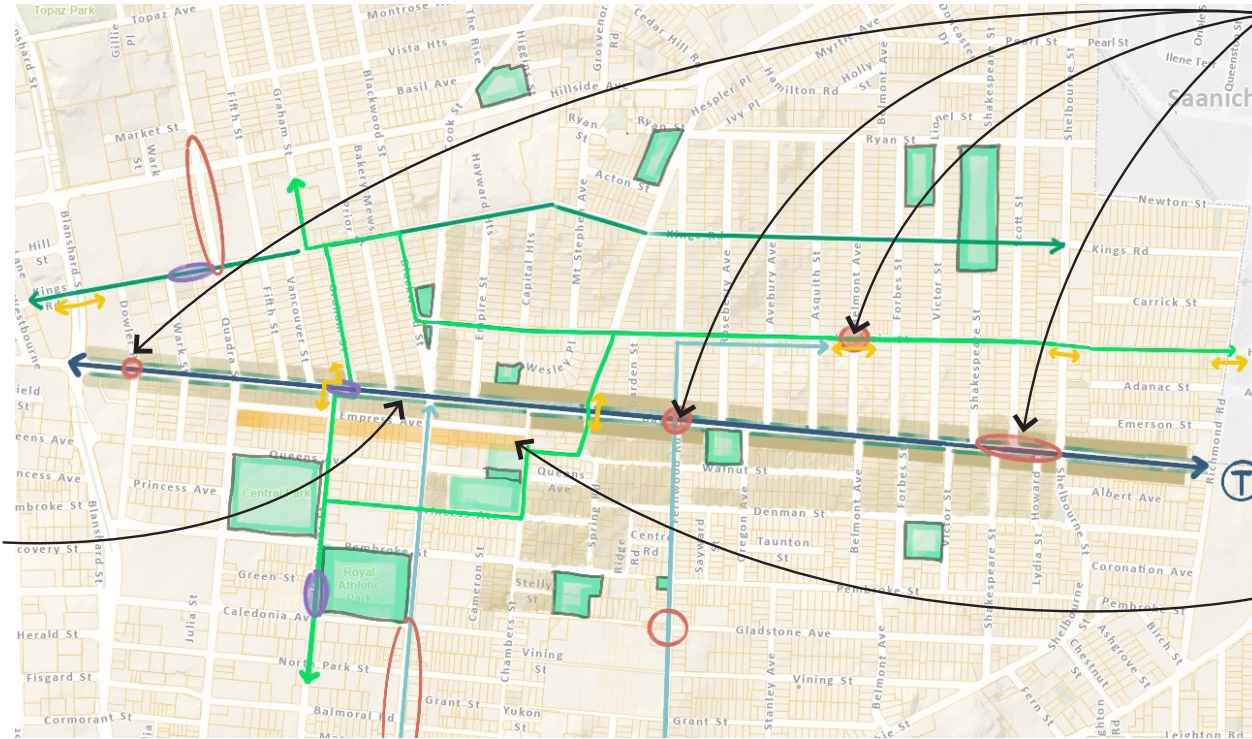
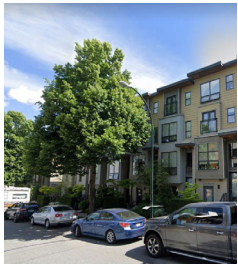
discussed in the subsequent section, and specific themes related to design, mobility, and housing for Bay Street are included in the corresponding sections of this plan.



From the City of Victoria archives, view of the historic commercial along Bay Street near Shelbourne Avenue.

Bay Street Directions

Support diverse housing options along and near the Bay Street Frequent Transit Route to connect more people to jobs and communities.



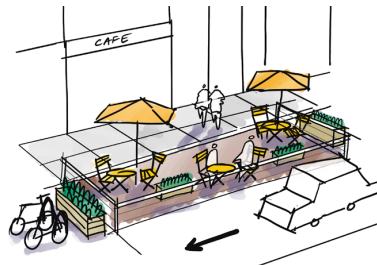
Allow small villages and commercial corners to evolve along the route and support the diverse needs of Oaklands, Fernwood, North Park, Hillside-Quadra.



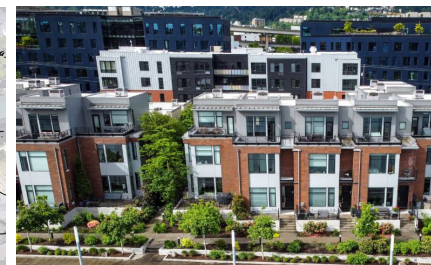
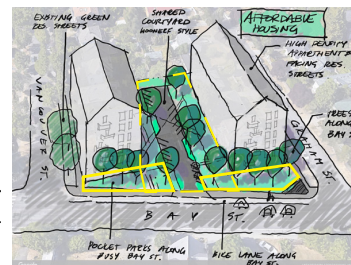
Retain and enhance heritage assets.



Improve pedestrian comfort and calm the impacts of traffic speed and noise along Bay Street through planned mobility improvements (AAA network Crossings).



Enhance the public realm through placemaking, high-quality urban design, and improvements to public spaces in redevelopment.



Urban Villages | Bay Street Villages

Intent and Objectives

These objectives provide context and overarching guidance for the evolution of Bay Street and should be considered when interpreting the policies that follow.

Community Serving Businesses

Considering the current and future needs of residents in Fernwood and Oaklands areas, support the development of commercial uses in smaller and medium-sized commercial spaces in the proposed villages along Bay Street to enhance access to goods and services within a 15-minute walk of home, while ensuring existing commercial areas continue to flourish.

Sustainable Mobility

While considering Bay Street as a route for frequent transit and emergency vehicles, enhance the comfort of pedestrians and those using mobility devices along and crossing Bay Street (see Mobility section for further details). Support growth and change that encourages walking, cycling, transit, and shared mobility. Ensure access for deliveries, commercial uses, and those with mobility needs.

Green and Leafy Streets

With new development, ensure the maintenance and creation of a healthy tree canopy, adequate sidewalks, and, in residential areas, landscaped building setbacks.

Public Space

In the designated village areas, create spaces along the public sidewalks or at corners, for patios, pedestrians, and public seating areas.

Quality Urban Design

Seek a high-quality design in new buildings and public spaces, with sensitive transition to surrounding lower scale housing, guided by the Village Design and Built Form section of this plan.

Placemaking and Public Space

Support community-led placemaking initiatives, partnerships, and public investments that enliven Bay Street,

particularly in or near the proposed villages, with publicly accessible seating and spaces.

Housing Choice and Livability

Create opportunities to add a mix of housing along and near Bay Street that supports people of different incomes, lifestyles, and household types. Prioritize livability in development and building design (see Housing Design and Mobility sections).



Policies

Bay Street is a Future Frequent Transit Corridor with opportunities for multi-unit housing, streetscape improvements, and the evolution of new urban villages.

Bay at Fernwood Village

2.1 Envision a Bay at Fernwood Village:

Support the evolution of the area around Bay Street and Fernwood Road into a small village that serves as a gateway into the Fernwood Community. The village should complement Fernwood Village to the south, with room for both medium and small scale retail, patios or small gathering spaces, and public realm improvements through redevelopment.

2.2 Redevelopment: Within the Bay at Fernwood Small Urban Village, consider *new primarily mixed use development consistent with City policies. Scale and built form should be generally guided by the OCP Small Urban Village Designation and take into consideration the existing and envisioned context of the surrounding area* (see policy 2.4).

2.3 Redevelopment with Public Benefit:

Consider *increased density, of approximately 2:5 Floor Space Ratio and generally 5 storeys,*

where public benefit is provided consistent with the objectives of this plan and City policies, *including but not limited on-site public space or public realm improvements.*

2.4 Consideration of Context: The form and scale of new development is dependent upon site size, orientation, and context. Achievable densities may be limited by the ability to adhere to good urban design principles, consistent with the City’s design guidance, and to be responsive to the existing and envisioned context of the surrounding area. See Village Design and Built Form section.

2.5 West Side - Commercial-Required:

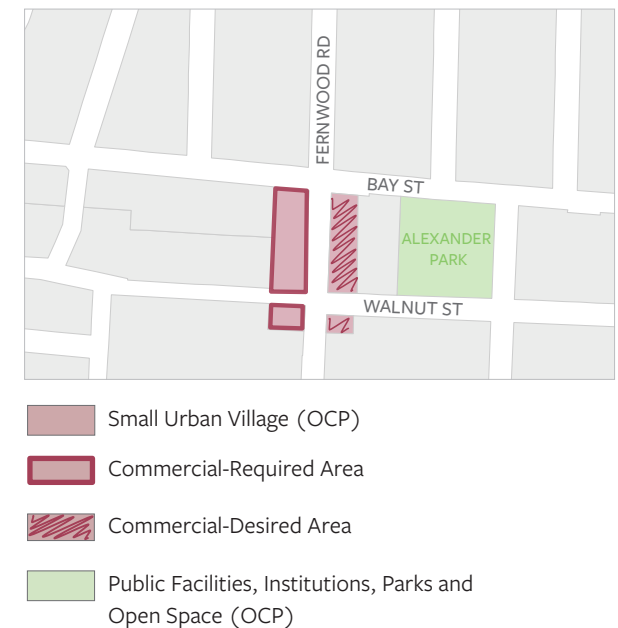
Consider the following strategies for the “Commercial-Required Area” identified on Map 5 (generally on the west side of Fernwood Road from Bay Street to just south of Walnut Street):

2.5.1 Support mixed-use development for this area with publicly-oriented ground floor

commercial uses that provide amenities and services for surrounding areas.

2.5.2 Encourage local-serving businesses and a diversity of services that meet daily needs, by providing smaller commercial spaces

Map 5: Bay at Fernwood Village



Urban Villages | Bay Street Villages - Policies

along with space sufficient to accommodate a medium-sized grocer to serve the local area but is not a regional destination.

2.6 East Side - Commercial-Desired:

Consider the following strategies for the “Commercial-Desired Area” identified on Map 5 (generally on the east side of Fernwood Road from Bay Street to just south of Walnut Street) to support a variety of vibrant, active uses not solely limited to retail:

2.6.1 Consider mixed-use development with publicly-oriented, active ground floor uses that may include retail, community and public serving spaces, arts spaces.

2.6.2 Where the ground floor is not entirely occupied by a commercial space, encourage active residential-oriented uses in the remaining portion of the ground floor (such as shared laundry, bike storage, and other on-site amenities) that may enliven or activate the street.

2.6.3 Consider developments that build flexible ground floor space appropriate for future commercial uses but allow residential occupancy in the interim, if there is not sufficient demand for retail at the time.

2.7 Creating a Sense of Place: Support community-led placemaking initiatives in and near the Bay at Fernwood Village, including those that help develop a “gateway” to the Fernwood neighbourhood (see Public Space and Placemaking and Mobility sections).

2.8 Seek Space for Pedestrians: Secure public rights-of-way through development, to facilitate continued pedestrian and transit stop improvements. Where feasible and consistent with City policies, encourage undergrounding of utilities for an improved public realm.



Conceptual view of Fernwood Road at Bay Street looking south of a new Bay at Fernwood Village. Illustrates the type of redevelopment that could accommodate medium scale retail and provide improvements to the public realm, such as a gateway to the neighbourhood, pockets of green space and public seating.

Urban Villages | Bay Street Villages - Policies

East Bay Street Village

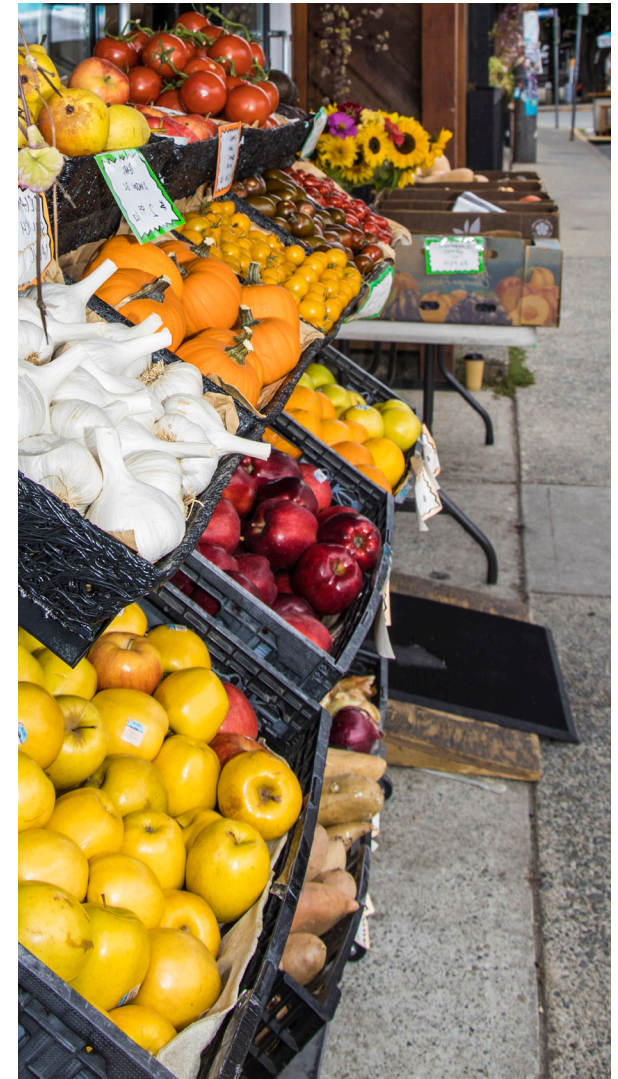
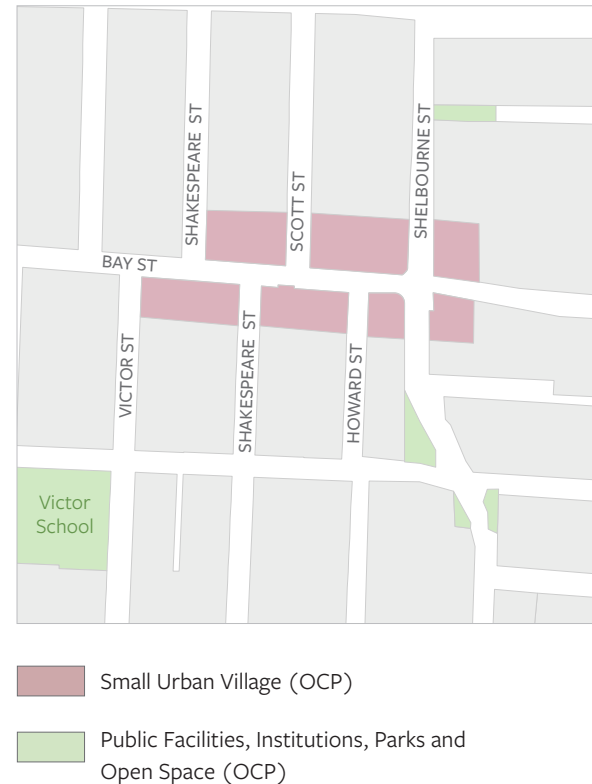
2.9 Envision a Future East Bay Street Village:

Support the evolution of the area along Bay Street from roughly Shakespeare Street to Shelbourne Street into a small village that serves employees and visitors to Royal Jubilee Hospital as well as the surrounding community, with room for both medium and small scale retail, small public gathering spaces, and public realm improvements through redevelopment.

2.10 Future Planning: Continue to explore opportunities for the **East Bay Street small village and its interaction with the nearby Haultain Corners village** and surrounding Oaklands neighbourhood through future local area planning processes.

2.11 Redevelopment: In advance of future planning, discourage rezoning to purely residential uses (e.g., without commercial or community-serving uses on the ground floor) and consider developments of a form and scale generally consistent with the OCP Small Urban Village Designation.

Map 6: East Bay Street Village



Urban Villages | Bay Street Villages - Policies

2.12 Creating a Sense of Place: Support community-led placemaking initiatives adjacent to the East Bay Street Village, including in conjunction with the planned AAA cycling improvements (see Public Space and Placemaking and Mobility sections).

2.13 Seek Space for Pedestrians: Secure public rights-of-way through development, to facilitate continued pedestrian and transit stop improvements and connections. Where feasible and consistent with City policies, encourage undergrounding of utilities for an improved public realm.



Conceptual view of Bay Street looking east toward Shelbourne Street of a new East Bay Street Village. Illustrates the type of redevelopment that could accommodate some additional village activity and provide improvements to the public realm, such as boulevards, wider sidewalks, street trees and patio seating.

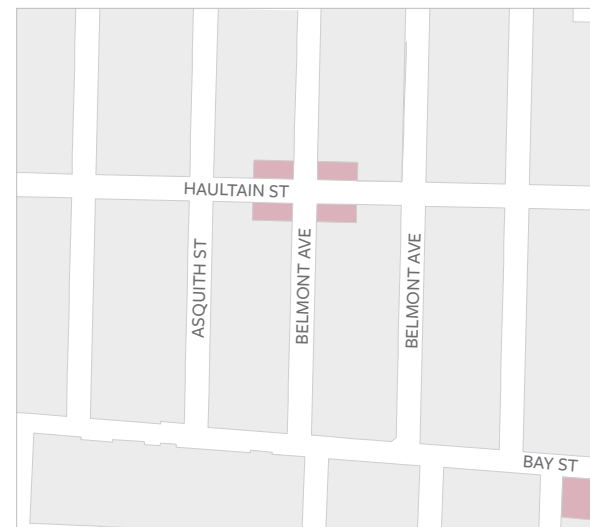
Urban Villages | Bay Street Villages - Policies



Haultain Corners Village

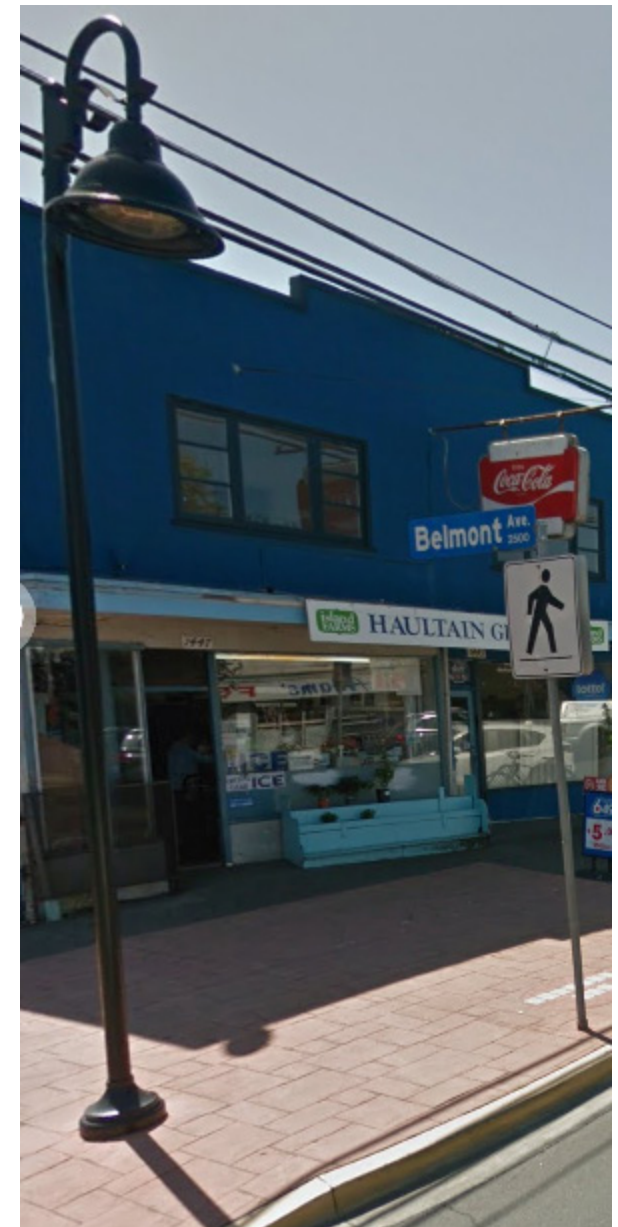
2.14 Future Planning: Continue to explore opportunities for this Small Urban Village through future local area planning processes together with the Oaklands Neighbourhood.

2.15 Haultain Corners Redevelopment: In advance of future planning, redevelopment in and near this village should be guided by the *Official Community Plan*.

Map 7: Haultain Corners



-  Small Urban Village (OCP)
-  Public Facilities, Institutions, Parks and Open Space (OCP)



Urban Villages

3. Shared Large Urban Villages

Some of Fernwood’s important villages are shared with neighbouring communities, like North Park, Jubilee, and Rockland.

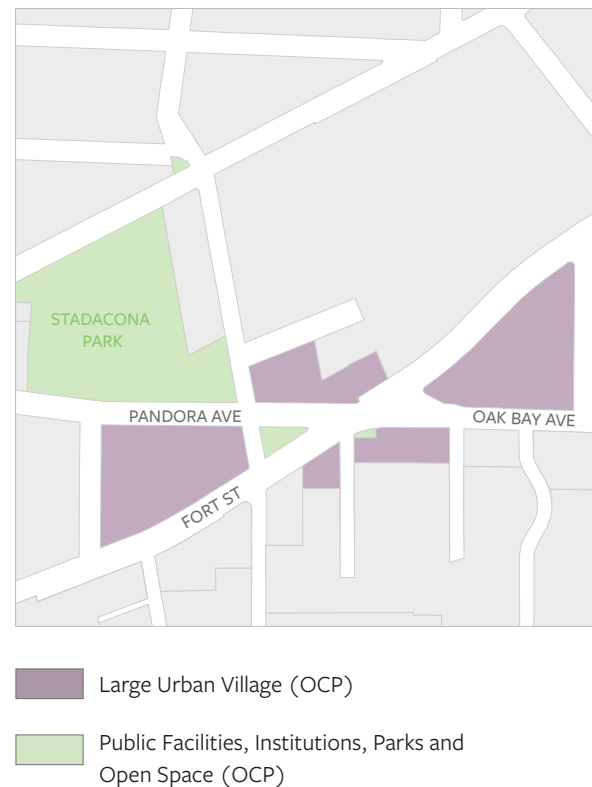
Stadacona Village

Stadacona Village is located on the Fort Street Corridor, the border of Fernwood, Jubilee, and Rockland. It is an important village for Fernwood residents, particularly those on the east side of the neighbourhood. It is home to a variety of shops and services, including a medium sized grocer. It is also close to Royal Jubilee Hospital.

Stadacona is designated a Large Urban Village in the *Official Community Plan*. Low- to mid-rise mixed-use buildings with ground-level commercial, offices, and community services are envisioned, along with wide sidewalks, regularly spaced street tree planting and buildings set close to the street frontage.

Planning for the future of Stadacona Village, the Fort Street Corridor and related areas will happen in a future phase of local area planning together with adjacent neighbourhoods.

Map 8: Stadacona Village



Urban Villages | Shared Large Urban Villages

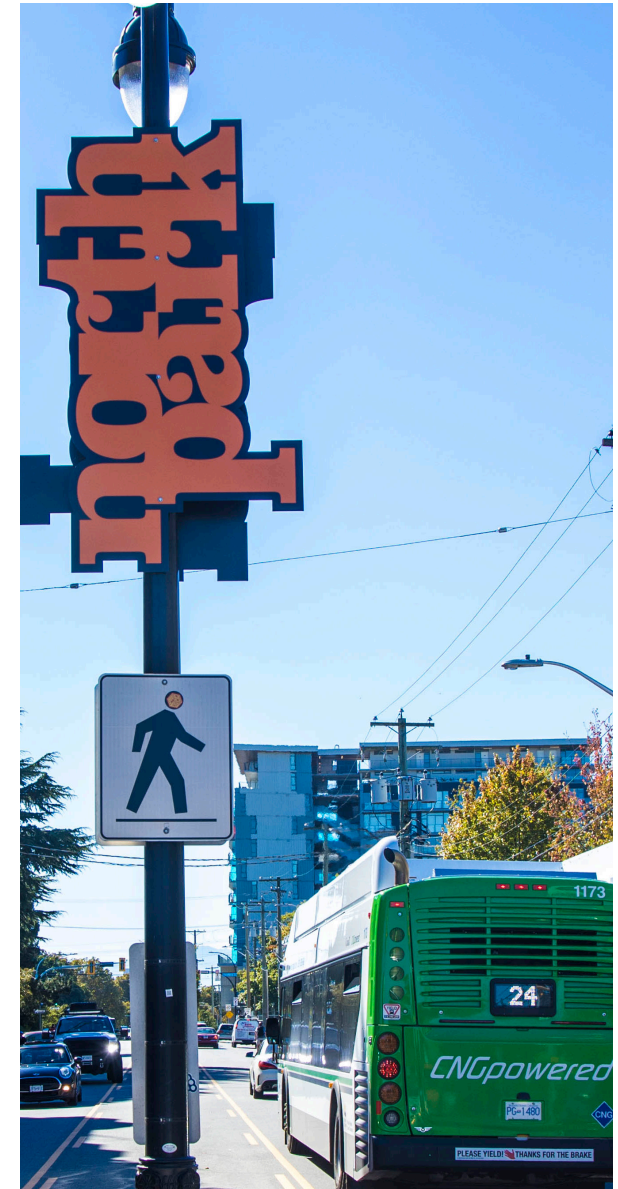
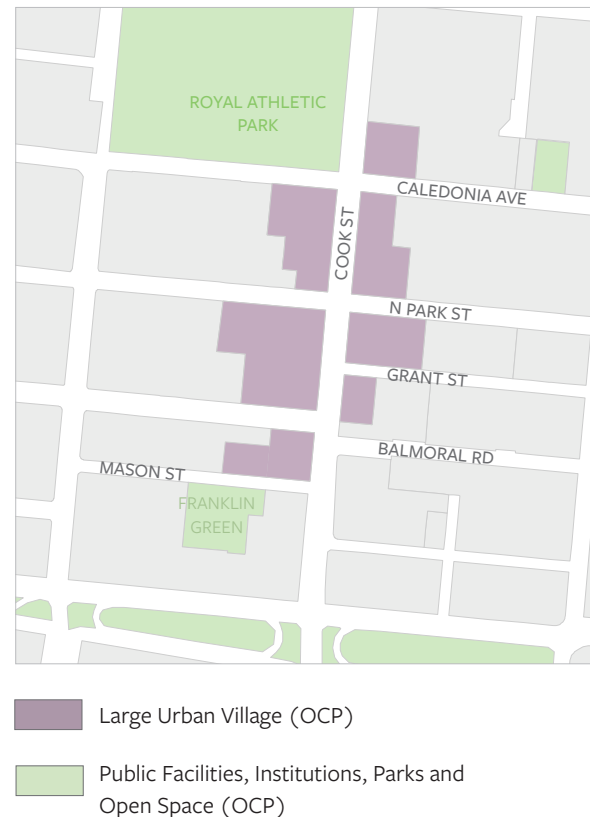
North Park Village

North Park Village is located on the Cook Street Corridor, on the border of Fernwood and North Park. It is the central village for the North Park neighbourhood and serves Fernwood residents, particularly those living on the west side of the neighbourhood.

North Park Village is designated as a Large Urban Village in the *Official Community Plan*. The *North Park Plan* envisions some redevelopment to accommodate more shops and services, with an emphasis on retaining the existing local and regional serving functions and mix of eclectic buildings. The plan also seeks to identify opportunities for a central public gathering space in the village, which could be accommodated through future development, or, in the interim, partial or temporary road closures.

[Learn more about the directions for North Park Village in the North Park Plan.](#)

Map 9: North Park Village



4. Design and Built Form

About

The City of Victoria aspires to maintain and enhance a high quality built environment that reflects the unique character and identity of the community. Like all municipalities subject to the British Columbia *Local Government Act*, Victoria has some tools to guide a high quality built form, including the Zoning Bylaw and Development Permit Area design guidelines for the form and character of commercial, industrial and multi-family development, and their relationship to the public realm and surrounding neighbourhood.

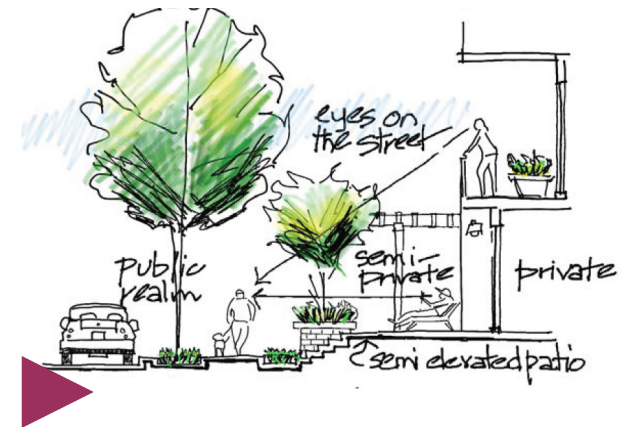
Design Considerations in Fernwood's Villages

Heritage and historical development patterns define Fernwood Village and are highly valued by the community. The Village is characterized by several heritage-registered or designated buildings, including Paul Philips Hall (1921-1923 Fernwood Road),

the Cornerstone Building (1301 Gladstone Street), the Belfry Theatre, and the Rennie Block north of Fernwood Square. The building at 1300 Gladstone Avenue (the Fernwood Inn) has been renovated with a faux Tudor façade.

Development along the Bay Street Corridor has been characterized by a mix of single-family homes and multi-family buildings, with new and older commercial in the emerging villages near Fernwood Road and in the area between Shakespeare and Shelbourne Streets. Lots vary in shape and size, and there are some heritage assets along the corridor.

There is desire to make the areas north and south of Bay Street feel more connected.



How Design Guidelines Work

Development Permit Areas (DPAs), and related guidelines, are a tool that help the City shape the form and character of new development and encourage best practices in building design. Guidelines help to implement the policies in this and other relevant plans.

Applicants must apply for a Development Permit and meet the relevant guidelines for a property within a DPA prior to developing or altering buildings. This permit is distinct from a building permit that would also be required at a later stage in the process.

Intent and Objectives

These objectives provide context and overarching themes for built form design in Fernwood’s villages. Design regulation and guidance is provided in zoning bylaws and design guidelines.

Fernwood Village Historic Character

Ensure new development **in and near** Fernwood Village is compatible with and complementary to, but is distinguishable from, the iconic, intact, and significant heritage fabric of Fernwood Village.

Great Streets

Design, locate and shape buildings to create sunny, welcoming, and walkable public streets with space for pedestrians, patio seating and greenery. Emphasize Gladstone Street and identify opportunities to enhance pedestrian spaces along Fernwood Road and Bay Street.

Human Scale

Design buildings and open spaces to create visual interest and diversity when approached by pedestrians.

Community Identity

Encourage new developments and investments in the public realm to reflect the

Community Identity features on page 10 of this plan.

Livability

Ensure homes of all types have sufficient access to sunlight, **fresh** air, privacy, open spaces, and other amenities that support livability, with special consideration for buildings along busy arterial streets.

Neighbourliness

Ensure new buildings are good neighbours within the street and neighbourhood, and to existing and future buildings next door.

Urban Forest

Support a healthy, mature, and continuous tree canopy along all streets with a priority for key gathering spaces, pedestrian routes, connections to parks and other greenspaces, and the maintenance and establishment of mature tree canopy along Bay Street.

Sustainable Mobility

Integrate support for sustainable mobility options (walking, cycling, transit, shared vehicles, and reduced on-site parking) into building and public space design. Support the evolution of future Frequent Transit bus service and high quality pedestrian space on Bay Street.

Incorporate Public Spaces

Refresh Fernwood Square while maintaining its beloved function and character for everyday use and community celebration. Consider future public seating along Gladstone Street. Consider the establishment of a smaller public gathering space in the proposed Bay Street villages with a focus on corner sites, supported by thoughtful design of new developments. Encourage a new central gathering space to evolve in North Park Village through placemaking or redevelopment. (See Public Space and Placemaking Chapter for more.)

Urban Villages | Design and Built Form

Village Design Guidance

Village Design Guidance

Design guidance for **Fernwood Village** is provided in the *Fernwood Village Design Guidelines* associated with the Fernwood Village Development Permit Area in the Official Community Plan.

Design guidance for built form in all urban villages is provided in design guidelines associated with relevant Development Permit Areas in the Official Community Plan.

Public realm design guidance will be provided in an Urban Villages Public Realm and Streetscape strategy.



Relevant Design Guidelines

Fernwood Village Design Guidelines (2022).

General Urban Design Guidelines (2022).

Public Space and Placemaking

Public spaces provide opportunities for daily gathering and community celebration. Placemaking helps to shape public spaces with meaning, identity and a sense of shared value, strengthening the connection between people and the places they share.

This plan seeks to highlight opportunities for creative, collaborative placemaking to enhance or develop places for gathering.



- ▶ **Support placemaking initiatives that reflect the community's past, present, and desired identity as reflected in this plan's **Community Identity** (page 10).**
- ▶ **Support placemaking and the development of public space in areas where people naturally gather.**
- ▶ **Encourage placemaking that supports local artists, creators, and entrepreneurs.**

Relevant Policies and Bylaws

Official Community Plan

Parks and Open Spaces Master Plan

Placemaking Toolkit

5. Public Space and Placemaking

About

The City of Victoria encourages the community to utilize public areas for placemaking. Streets, alleyways, sidewalks, boulevards, and parking areas can all serve as a canvas for creating new public spaces.

The City's *Placemaking Toolkit* provides direction, guidelines, and support for realizing placemaking opportunities. The City's *Neighbourhood Led Action Plan Guide* can help communities come together and create strategic directions for placemaking opportunities and other issues of community importance.



Fernwood Public Space Considerations

Fernwood Square is considered a park in the City's land use inventory, although long-term asset management and maintenance has been shared among City departments. Enhancements to this space will be considered through a park improvement planning process, which includes community consultation.

Programming parks and open spaces, including both for one-time events, like festivals and markets, and more permanent fixtures, like benches and tables can be supported by the City through permits, grants, and coordination.



Placemaking in Fernwood

Placemaking is a collaborative process where people work together to create vibrant public spaces that contribute to people's health, happiness, and well-being.

The City has a *Placemaking Toolkit* that helps to bring people together to enhance their neighbourhood, with a grassroots focus, supported through City programs and grants. Key ideas for placemaking are noted here, but others may be identified outside of this plan, including through *Neighbourhood Led Action Planning*, or through individual or collective organization.

Public Space and Placemaking

Intent and Objectives

These objectives provide context and overarching guidance for public space and placemaking and should be considered when interpreting the policies that follow.

Identity

Maintain and enhance welcoming, diverse, and inclusive public space that supports community gathering, celebrates creativity, reflects the community's identity, and adapts to its changing needs over time.

Public Spaces

Create joyful and welcoming public spaces for everyday use and community celebration, incorporating public seating and gathering areas appropriate to the scale of urban villages and commercial corners.

Incremental and Flexible Improvement

Pilot new public space ideas through placemaking in the public realm and/or on private lands. Successful ideas may evolve to become more permanent features for public gathering and enjoyment in the future.



Public Space and Placemaking Policies

The policies noted here include ideas to enhance public spaces to improve the everyday lives of residents and visitors. Other ideas may emerge over time.

Public Space

5.1 Parks and Open Spaces: See the Parks, Facilities and Community Assets chapter for objectives and policies related to parks and open green spaces.

5.2 Public Space: Prioritize and enhance Fernwood Village public spaces for pedestrian and social activity, including public gathering, seating, patio dining, and other daily social activity, and for a range of special events, performances, and other programming.

5.3 Refresh Fernwood Square: Collaborate with residents and community partners to plan a refresh of Fernwood Square. Community ideas and considerations include:

- Elements to encourage use and provide comfort in all seasons.
- Diverse opportunities for gathering for people of all ages, abilities, cultures, and lifestyles.

- Heritage elements that reflect the story of the community, including Indigenous, immigrant, and environmental history in addition to the settlement and development history that is evident in the built form.
- Pockets to stay and enjoy, as well as pleasant routes that allow people to pass through.
- Pockets that support free, public enjoyment of the square as well as opportunities to support the nearby businesses and community spaces.
- Future opportunities to expand the feel of Fernwood Square east and west along Gladstone Avenue (through community-led placemaking as described in policy 5.4 or through redevelopment).
- Continued reflection of the creativity of the community in elements of design through colour and vibrancy.



Public Space and Placemaking - Policies

5.4 Gladstone Placemaking: Support community-led placemaking initiatives that activate the stretch of Gladstone from Fernwood Square to the Community Centre and provide opportunities for local artists and entrepreneurs, including:

- Temporary or seasonal markets and festivals.
- Flexible, but more permanent fixtures like kiosks and food trucks.
- Improved lighting, planters, benches, murals, and other elements of art.

5.5 Bay at Fernwood Placemaking: Support community-led placemaking initiatives adjacent to the emerging Bay at Fernwood Village.

5.6 East Bay Street Placemaking: Support community-led placemaking initiatives adjacent to the emerging East Bay Street Village and Haultain Corners, potentially including areas along Shakespeare Street as part of the planned All Ages and Abilities cycling route.

5.7 Future Placemaking: The community may identify or implement additional placemaking through future processes, like a *Neighbourhood Led Action Plan* or individual or collective initiatives, supported by City programs and grants.



Housing

Housing shapes the neighbourhood, the city, and people's daily lives. *The diversity of housing types and tenures influences who can live in an area and contributes to the community's identity.*

Where new housing is located, how it is designed, and policies that regulate and support its development all influence community and individual well-being, as well as our *collective* ability to meet sustainability objectives.

This plan seeks to make room for new and diverse housing options that reflect Fernwood's identity and meet current and future needs.

- ▶ **Encourage housing that is diverse in size, tenure, and form to support diverse populations.**
- ▶ **Encourage housing that is designed to be livable and complement its surroundings.**
- ▶ **Enable housing forms and scales that can support diverse tenures.**



Relevant Policies and Bylaws

- Official Community Plan
- Inclusionary Housing and Community Amenity Policy
- Victoria Housing Strategy
- Urban Forest Master Plan
- Design Guidelines (Development Permit Areas)
- Zoning Bylaw
- Tree Protection Bylaw

Housing

Intent and Objectives

These objectives provide context and overarching guidance for housing when interpreting the policies that follow.

Diverse, Sustainable Locations

Support multi-family, rental, and affordable housing in all of Victoria's neighbourhoods.

Support rental as well as strata housing in a variety of locations, not just on busy street corridors, but in quieter locations, to support varied needs, lifestyles, and preferences.

Make room for housing that is proximate to Downtown, urban villages, and sustainable transportation corridors with access to shops, services, amenities, parks, and open spaces to enhance livability and support Victoria's greenhouse gas emissions reduction targets.

Diversity in Form and Tenure

Support the creation of varied tenure options including rental housing. Support the inclusion of homes of various sizes and designs for different household types.

Preserving Affordable Housing

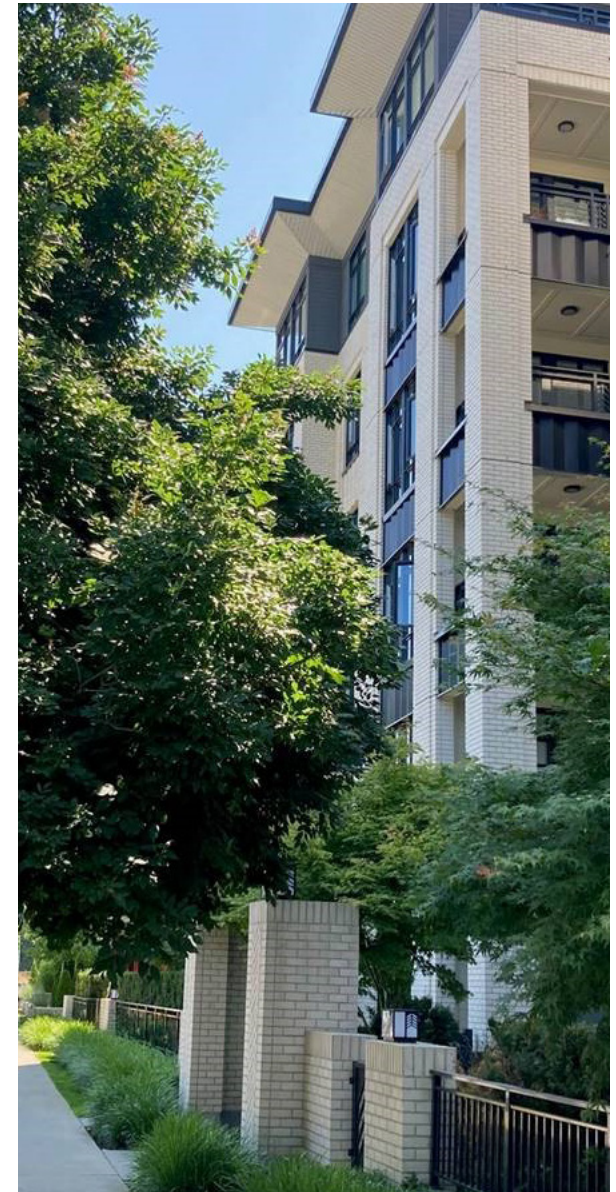
Provide opportunities to meet Victoria's housing needs while minimizing displacement of existing purpose-built rental housing.

Making Room for More Affordability

Support the creation of below-market and non-market housing. Provide diverse mobility options and opportunities for people to choose car-light lifestyles, improving environmental outcomes for the community and reducing the Housing + Transportation cost burden for the household.

Complement Ground-Oriented Forms and Heritage Features

Complement ground-oriented housing, including anticipated missing middle forms, existing lower scale residential, and heritage assets, with diverse forms and tenures of new housing that emphasize high-quality design, livability, and neighbourliness.



Housing

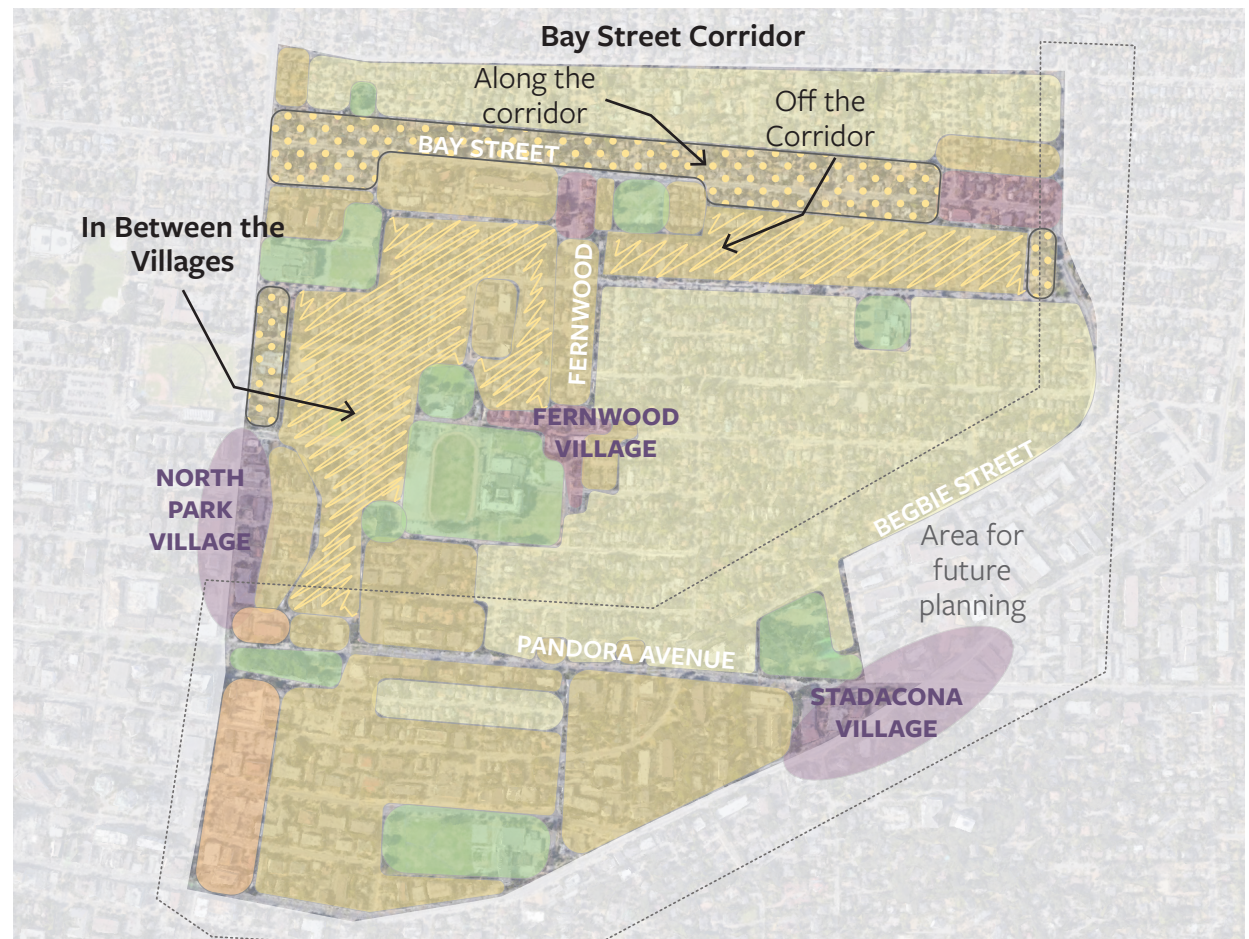
6. Housing and Residential Areas

This plan identifies areas to make room for new multi-unit housing, like rental and condo apartments, while keeping a diversity of options throughout the community and maintaining a residential feel and heritage character.

In Between the Villages

Most of this area has a Mixed Residential Urban Place Designation. The designation is supportive of lower scale multi-family forms that can help to realize a range of housing options. New developments are envisioned to be designed in a manner that can co-exist with other ground-oriented housing, including houses with heritage merit, considering impacts like shadowing and maintaining a cohesive rhythm to the streetscape. Buildings are intended to be diverse in form to achieve a variety of housing options.

Community members supported the Mixed Residential designation in this area, with a desire to complement the unique mix of housing, heritage, and site conditions that exist today, while making room for diverse housing in a place where people want to live. It has many desirable attributes:



Fernwood Housing and Residential Areas

Housing | Housing and Residential Areas

- Walkable access to two established urban villages and an array of shopping and services.
- Within a 10- to 15-minute walk of the Downtown Core.
- Good mobility options, including the All Ages and Abilities (AAA) bicycle network, and current and future Frequent Transit bus service.
- Proximity to current and future amenities, like Crystal Pool, schools and community centres.
- Several parks within walking distance, and planned enhancement of public green spaces nearby.
- Added population can boost the success of local businesses and support transit investments.
- A place for multi-family housing options that are not located on busy transportation corridors, yet still have access to transit and urban villages.

Bay Street Corridor

Along the corridor, most of Bay Street has the Housing Opportunity Urban Place Designation. This designation is generally supportive of medium scale **multi-unit residential building forms, and densities slightly higher than the Urban Residential designation if substantial public benefits is provided.**

The Housing Opportunity designation can help to integrate land use and transit objectives, through the creation of new housing opportunities that support transit ridership and investments. The diverse lot sizes and shapes along Bay Street mean that contiguous redevelopment at larger scales is unlikely, but



Concept of new housing along the corridor that provides public realm improvements, like street trees, incorporates livable design oriented away from the corridor, and transitions to the surrounding community.

Housing | Housing and Residential Areas

the designation provides opportunity where there is potential.

Community members supported new multi-family housing in these areas, recognizing both the opportunity for sustainable living options, and the opportunity to transform the corridor as a place for people, not just vehicles.

New housing along the corridor is desirable for many reasons:

- The corridor is along and adjacent to several existing and future Frequent Transit routes.
- The area is also served by two north-south AAA cycling routes that cross Bay Street and an east-west connector along Haultain Street and Kings Road to the north.
- The corridor provides connections to employment, at Royal Jubilee Hospital to the east and the Rock Bay employment areas and the Downtown Core to the west.
- There are nearby parks and amenities along the corridor and to its north and south.
- The eastern parts of Bay Street include evolving commercial areas, providing greater access to shops and services.

- New development could provide the opportunity to create wider sidewalks and landscaped boulevards that support healthy canopy street trees.
- Diverse development opportunities could also help to prevent small-lot subdivisions with many individual driveway accesses. Such subdivisions have resulted in an

increased number of curb cuts in recent years, which slows traffic, create breaks in the sidewalk, increases the likelihood of conflicts with cars and pedestrians, and reduces the number of tree-planting spaces along the street, while adding little new housing or affordability.



Concept of new housing along Bay Street adjacent to Alexander Park, with public realm improvements like wider sidewalks, boulevards and bulb-outs, street trees, and activation and engagement at the ground floor.

Housing | Housing and Residential Areas

Off the corridor, most of the same advantages noted for housing along the corridor apply, except the opportunity to use redevelopment as a mechanism to improve the public realm.

Opportunities for off-corridor multi-family housing (on quieter neighbourhood streets) is strongly desired, particularly as an option for renters **and larger households with children at home**. These locations are generally envisioned as Mixed Residential to support different building types that can co-exist in a neighbourly manner.

Village Mixed Use

Urban villages will support additional housing in good locations by including residential uses above commercial uses in village areas.

All of Fernwood's urban villages support commercial - residential mixed uses. To further support opportunities to increase housing supply, some village areas will consider solely residential redevelopment with alternative active ground floor uses where a commercial use may not be viable at the time.

Traditional (Ground-oriented) Areas

The City's *Official Community Plan* identifies Traditional (ground-oriented) Residential areas that are supportive of a diversity of lower scale forms, including single-detached homes (with or without suites) and duplexes, as well as lower scale forms that can accommodate more units, like houseplexes, townhouses, and low-rise apartment buildings.

These forms of housing are an important part of the city's housing stock, particularly those that can offer more units in a form that complements its surroundings and offers a diversity of housing options. **At the time this plan was developed, the City was undertaking a Missing Middle Housing Initiative to encourage these forms throughout the city.**



Meeting Housing Needs in Fernwood

The development and design of new housing is guided by several city initiatives. The *Victoria Housing Strategy* identifies actions to support better family-friendly housing, accessible and adaptable housing, and affordable housing. These actions will be realized throughout the city, including in Fernwood, through city-wide regulatory tools and policies that exist or are planned.

This plan and the OCP help to provide the foundation for those actions to be realized by making room for the housing needed today and over the coming decades.

Housing | Housing and Residential Areas

Policies

The City's *Official Community Plan (OCP)* defines the Urban Place Designations that guide future housing development. The policies in this plan **are provided for reference and, in some cases,** additional guidance.

Considerations for All Housing Areas

6.1 Consideration of Context: The appropriate form and scale of new housing is dependent upon the site size, orientation, and context. Achievable densities may be limited by the ability to adhere to good urban design principles, consistent with the City's design guidance, and the ability to be responsive to the existing and envisioned context of the surrounding area. See Housing Design section for more.

6.2 Application of City-wide Policies: All relevant City policies and regulations, including policies for rental housing, tenant protection, inclusionary housing and community amenity contributions, energy efficiency and green building, urban forest, and heritage, continue to apply in these areas.

6.3 Heritage Retention and Reuse: Wherever possible, heritage register buildings should be retained and reused as part of any rezoning that adds density. Encourage the retention and continued use of buildings with heritage merit (such as those identified on heritage walking tours or heritage surveys), including through conservation and adaptive reuse that adds housing.

6.4 Heritage Advancement: Heritage surveys, heritage registration and designation, and consideration of Heritage Conservation Areas where merited are encouraged to advance the City's heritage objectives, and to support the retention of local heritage assets and complementary design approaches in new builds.



Heritage Conservation Areas

Heritage conservation areas (HCAs) are districts with special heritage value. They enable the City to manage change in the area and ensure that new construction is appropriate. Learn more about how residents can nominate HCAs at victoria.ca

6.5 Interim Rental Retention Policy: Until the OCP policy regarding rental retention is updated through implementation of the *Victoria Housing Strategy*, any proposed rezoning that would displace existing, purpose-built rental units is generally discouraged, unless the proposal **provides** considerable housing benefit, including provisions for affordability and significant increase in net new, high quality rental units.

6.6 Continued Protection for Renters in Zoning Changes: Where City-initiated zoning changes are considered to facilitate the rapid supply of rental housing, and existing rental protections may not apply, seek to mitigate displacement of residents, including through the provision of on-site affordability, right of first refusal, and other protections for existing tenants, or by focusing City-initiated changes in locations that do not have existing, secured, affordable rental housing.

6.7 Interim Family-Oriented Housing Policy: Until a policy supporting the provision of housing for families with children at home is developed through implementation

of the *Victoria Housing Strategy*, family-oriented housing should be encouraged in any proposed development, including the provision of two- and three-bedroom units (including on more affordable lower floors and/or adjacent to on-site open spaces), ample storage space, access for strollers, and indoor and outdoor amenity spaces that can serve families and youth. Family-oriented secured rental projects are particularly encouraged in locations proximate to schools and amenities (e.g., community and rec centres or parks and open spaces).

6.8 Commercial and Community Serving Uses in Residential Areas: Limited local serving commercial and community services (e.g., medical offices, childcare) may be considered in primarily residential designations, including Traditional Residential, Mixed Residential, Urban Residential, and Housing Opportunity areas, where the use provides community benefit and contributes to the overall objectives of this plan and citywide objectives, like creating walkable neighbourhoods with access to goods and services.

6.9 Logical Lot Assemblies: Encourage lot assemblies that create suitable space for the envisioned scale of housing, minimize “orphaning” of smaller lots between larger ones, and, particularly along busy streets, limit the number of access driveways and interruptions to pedestrian space.



6.10 Building Forms and Site Layout

Focused on Livability: Along busier arterial corridors, building forms that maximize livability for individual units are encouraged. Depending on lot sizes and depths, this may include forms like courtyard buildings that provide multiple frontages for individual units; “T-shaped”, “L-shaped”, or “C-shaped” buildings; corner buildings oriented to side streets; buildings with greater front yard setbacks; buildings with shared rear yard green spaces; and buildings with commercial-style ground floors.

6.11 Parking Reductions and TDM: New housing, particularly rental housing, should allow for reduced parking requirements in tandem with Transportation Demand Management measures (e.g., high-quality bicycle parking, car share, or transit passes) in line with City policy, while still considering the need for accessible parking spaces for people with limited mobility.

6.12 Public Realm: Establish an accessible pedestrian network with generous, unobstructed sidewalks and safe crossings alongside landscaped boulevards that accommodate healthy mature canopy street trees.

6.13 Olympic Mountains Viewshed: New development should respect the view corridor identified from the ridge of Chambers Street north of Pandora Avenue, looking south to the Olympic Mountains, considering the location, siting and design of new development.



View of the Olympic Mountains from Fernwood.



Urban Forest

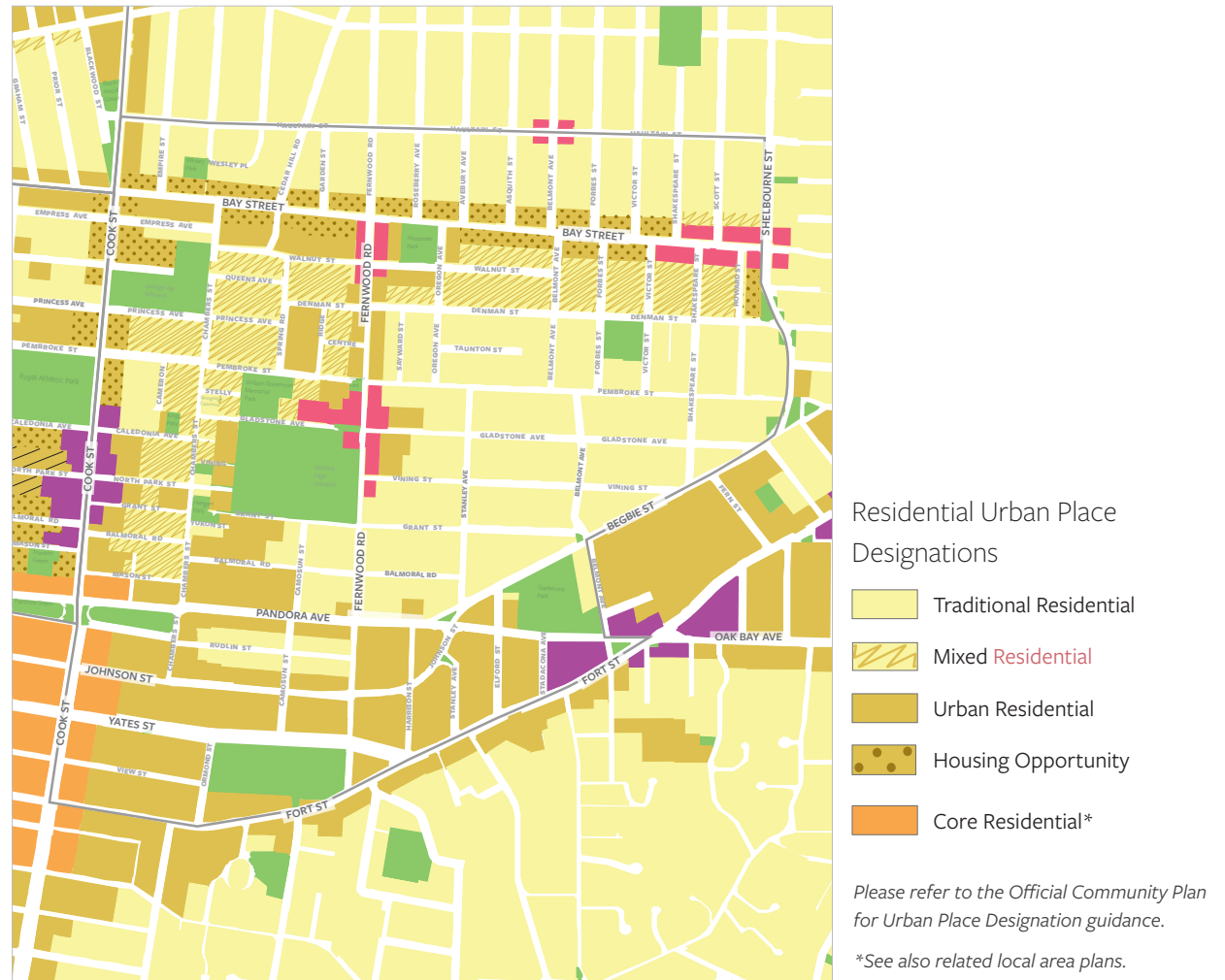
The urban forest is highly valued and Fernwood residents would like to ensure trees and green space are priorities when new development occurs. The City’s Tree Protection Bylaw applies to trees on private property and supports growth of the urban forest more evenly across the city.

Traditional Residential

6.14 Redevelopment: Within Traditional Residential areas, as generally shown on Map 10, consider new, primarily **ground-oriented** residential development, **consistent with the intent and guidance provided in the OCP Urban Place Designations** and related City policies, including the *Missing Middle Housing Policy* (see also policy 6.1).



Map 10: Fernwood Land Use - Residential Uses (for reference only, please see Official Community Plan)



Mixed Residential Areas

6.15 Intent - Space for a Diverse Mix of Housing:

Areas designated Mixed Residential are envisioned as places that can accommodate low-rise multi-unit buildings alongside ground-oriented forms, and, in some cases, provide transition to higher densities that might be found in adjacent areas. Incentives and flexibility in built form should be considered to encourage tenures beyond market strata or family-oriented housing (see policy 6.13). Notwithstanding the desire to provide a diversity of forms and tenures, new housing should still adhere to good urban design principles, consistent with the City's design guidance, and should be responsive to the existing and envisioned context of the area (see policy 6.1).

6.16 Redevelopment: Within Mixed Residential areas, as generally shown on Map 10, consider new, primarily ground-oriented and low-rise residential development consistent with the intent of City policies. Scale and built form should be guided by the Victoria OCP Urban Place Designations and Development Permit Area Design Guidelines. Heights and densities are dependent on site conditions and the ability to sensitively transition to the existing and envisioned context and mitigate impacts on adjacent properties.

6.17 Flexibility for Diverse Types and Tenures: To further support the development of diverse housing in these areas (including cooperative housing, market rental, non-

market rental, below-market homeownership, or family-oriented buildings and units), consider flexibility in density and built form and/or mechanisms such as City-initiated zoning, parking reductions, and financial incentives, while remaining consistent with good urban design principles and responsive to the existing and envisioned context of the surrounding area.

6.18 Heritage - In Between the Villages: A Heritage Conservation Area process may be considered to encourage the retention of heritage assets and complementary design approaches in new builds for Mixed Residential areas between Fernwood and North Park Villages, given the valued heritage character of the area and existing intact rows of houses with heritage merit.



Illustrative concepts of a Mixed Residential area, supporting a variety of housing types at compatible forms and scales.



Urban Residential

6.19 Redevelopment: Within Urban Residential areas, as generally shown on Map 10, consider new, primarily **low- to mid-rise** residential development **consistent with City policies**. Scale and built form should be guided by the OCP Urban Place Designations and Development Permit Area Design Guidelines. **Heights and densities** are dependent on site conditions and the ability to sensitively transition to the surrounding context and mitigate impacts on adjacent properties (see policy 6.1).

6.20 Redevelopment with Public Benefit: Within Urban Residential areas, consider **increased density**, as described in the OCP, where public benefit is provided consistent with the objectives of this plan and City policies, including but not limited to public amenity contributions, non-market or affordable housing, or heritage conservation.



Housing Opportunity Areas

6.21 Redevelopment: Within Housing Opportunity areas, as generally shown on Map 10, consider new, primarily **mid-rise** residential development **consistent with City policies**. Scale and built form should be guided by the OCP Urban Place Designations and Development Permit Area Design Guidelines. **Heights and densities are** dependent on site conditions and the ability to sensitively transition to the surrounding context and mitigate impacts on adjacent properties (see policy 6.1).

6.22 Space for Larger Scales with Public Benefit

Benefit: Within Housing Opportunity areas, consider **increased density, as described in the OCP**, where public benefit is provided consistent with the objectives of this plan and City policies, including but not limited to public amenity contributions, non-market or affordable housing, or heritage conservation. **At the higher end of envisioned densities described in the OCP, substantial public benefit is envisioned (such as secured rental with additional amenity contribution).**

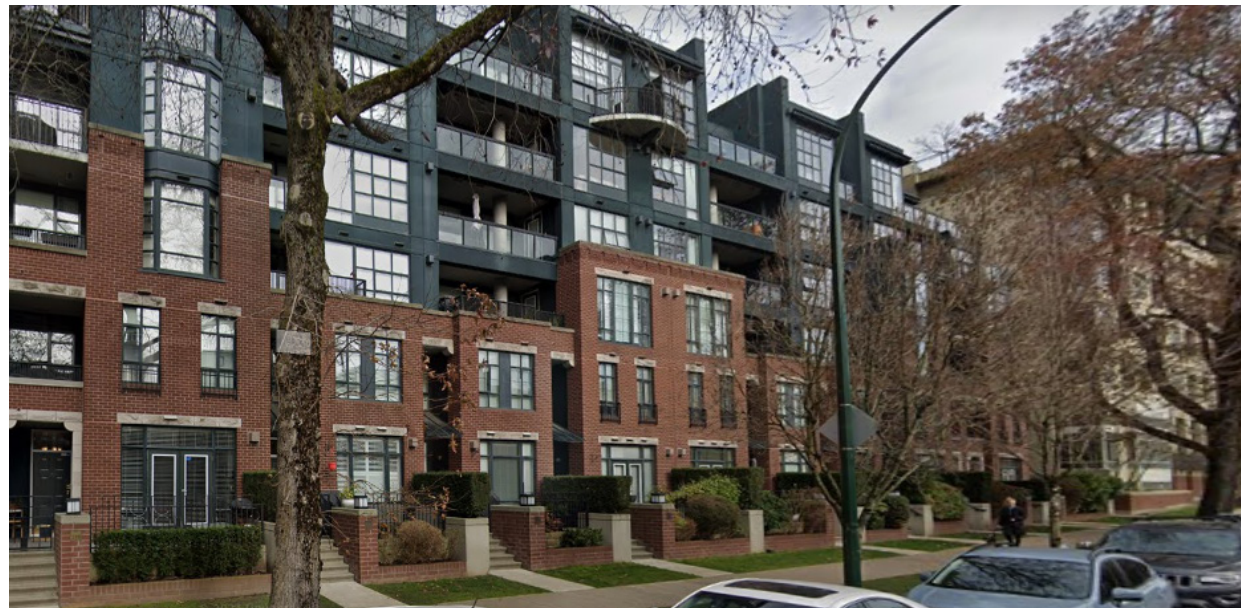
Co-location of Housing

6.23 Affordable Housing at the Fernwood Community Centre: If redevelopment of the Fernwood Community Centre is considered to renew or expand the community facility, consider opportunities to co-locate affordable housing on the site together with the community space. While uses, heights, and densities on the site should be informed a **comprehensive planning and engagement process, generally consider densities and built forms similar to those identified for Housing Opportunity areas.**

Future Planning

6.23 Future Planning: Continue to explore opportunities for new multi-unit housing near Stadacona Village and the Pandora, and Begbie-Shelbourne Corridors in future planning processes.

Urban Villages provide room for mixed-use residential development and will play an important role over time in providing housing options in good locations, see the Urban Villages section for more information.



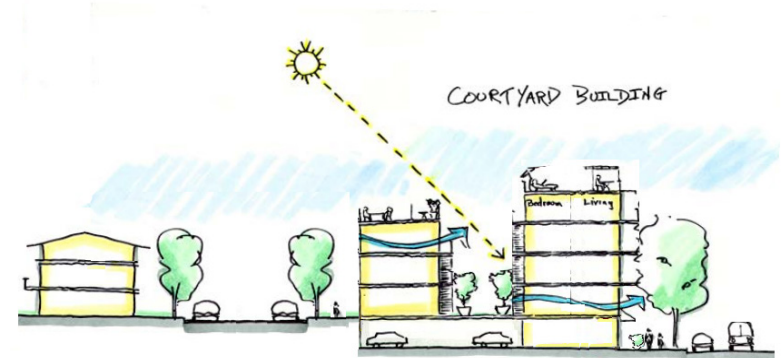
Housing

7. Housing Design

About

Similar to the community's desire to maintain and enhance a high quality built environment in villages, centres, and Downtown, there is desire for a high quality, neighbourly, and livable built form in residential areas.

The City of Victoria actions this desire through the Zoning Bylaw and Development Permit Area design guidelines for the form and character of multi-family development.



Intent and Objectives

Making Room

Make room for new multi-family housing for different incomes, household types, and lifestyles, in close walking distance to urban villages, Downtown and Frequent Transit routes, considering a diversity of locations both on- and off- of busier corridors to provide equitable choices.

Sustainable Mobility

Integrate support for sustainable mobility options into building and public space design including for walking, cycling, transit, shared mobility (like car or bike shares), electric vehicles, and reduced on-site parking.

Amenity and Diversity

Support the ability of multi-family housing to deliver both rental and strata tenure homes and to provide public amenities, affordable housing, family-sized housing, accessibility, and other benefits identified in broader City policies to support housing options for a diverse community (recognizing that no one project will address all of these objectives).

Human Scale

Design buildings and open spaces that create visual interest, diversity, and identity when approached by pedestrians.

Great Streets

Design, locate, and shape buildings to create sunny, welcoming, walkable, green and leafy public streets.

Urban Forest, Landscape and Ecology

Support a healthy, mature urban forest along streets and on private lands, and integrate sustainable landscapes and ecological services into sites (e.g., stormwater retention, climate resilience).

Energy Efficiency and Climate Change

Support built forms that allow new development to meet increasing energy efficiency requirements and design strategies such as passive house design, while continuing to meet all principles in this plan.

Livability

Ensure homes of all types have sufficient access to sunlight, fresh air, privacy, open spaces, and other amenities that support livability, with special consideration for buildings along busy arterial streets.

Neighbourliness

Ensure new buildings are good neighbours within streets and public spaces, and transition sensitively to existing and future buildings next door.



Housing Design Guidance

Housing Design Guidance

Design guidance for **multi-unit** (apartments and condos) and **ground-oriented attached** housing is provided in [design guidelines associated with relevant Development Permit Areas in the Official Community Plan](#).



Relevant Design Guidelines

General Urban Design Guidelines (2022).

Ground-oriented, attached, or missing middle housing design guidance as required.

Integrated Mobility

Safe, sustainable, and integrated local mobility options can support individual well-being, community vitality, and climate action objectives.

This plan seeks to support city-wide mobility objectives by identifying opportunities to improve Fernwood’s local transportation system.



- ▶ **Over time, transform transit corridors as places for people, that prioritize efficient service, placemaking, urban forest and accessibility.**
- ▶ **Improve local connectivity to key destinations throughout the neighbourhood.**
- ▶ **Make walking, wheeling, and transit safer, more efficient, and more enjoyable.**
- ▶ **Test parking management strategies that better balance the needs of businesses, residences, public space**

Relevant Policies and Bylaws

- Official Community Plan
- GO Victoria, Sustainable Mobility Strategy
- Streets and Traffic Bylaw
- Subdivision and Development Servicing Bylaw
- Zoning Bylaw (parking)

Integrated Mobility

Intent and Objectives

These objectives provide context and overarching guidance for mobility in Fernwood when interpreting the policies that follow.

Support Sustainable Mobility in Victoria

Advance the policy objectives and targets outlined in *GO Victoria*, the City's sustainable mobility strategy:

- Integrate land use and transportation.
- Align different transportation networks.
- Improve multi-model level of service.
- Value the public right-of-way.
- Operate and maintain our assets.

Advance the six key priority areas in *GO Victoria*:

- Achieve Vision Zero to eliminate traffic fatalities.
- Transform public transit.
- Accelerate active and accessible transportation.
- Shift to zero emissions.
- Rethink the curb.
- Harness data and technology to improve transportation choice and efficiency.

Transform Corridors

Enhance corridors as places for pedestrians, those using mobility devices, and transit.

Improve Walking and Wheeling

Consider enhancements to mobility for people walking, cycling, or using mobility devices to support the future vision for Fernwood's villages, placemaking features, and improved connections.



Integrated Mobility

8. Mobility Corridors - General Directions

Frequent Transit Corridors provide opportunities to make room for new housing, advance reliable, sustainable mobility options, and transform busy streets into places for people. This plan works together with city-wide policies and regulations to guide the design and functions of **mobility corridors** in Fernwood.

Fernwood Road Corridor

Priority Travel Modes: Recognizing the limited right-of-way and limited opportunities to procure additional right-of-way, improvements are focused on the following priority travel modes:

- Walking
- Transit
- Vehicles

Pedestrian and Transit User Focus:

Opportunities to create wider sidewalks and improved transit facilities through redevelopment or as funding and programming permits are a priority for this corridor.

Placemaking Through Mobility:

Enhancements or interventions near Fernwood Road and Gladstone Avenue should support the future vision for Fernwood Square, and the surrounding area.



Integrated Mobility | Mobility Corridors - General Directions

Bay Street Corridor

A Future Place for People: Future plans, public improvements, and development related decisions should focus on pedestrian conditions and landscape improvements, while accommodating key transportation functions, including transit and emergency response.

Pandora Avenue Corridor

Priority Travel Modes: Cycling, walking, and multi-modal movement are prioritized through the implementation of the All Ages and Abilities (AAA) network along Pandora Avenue.

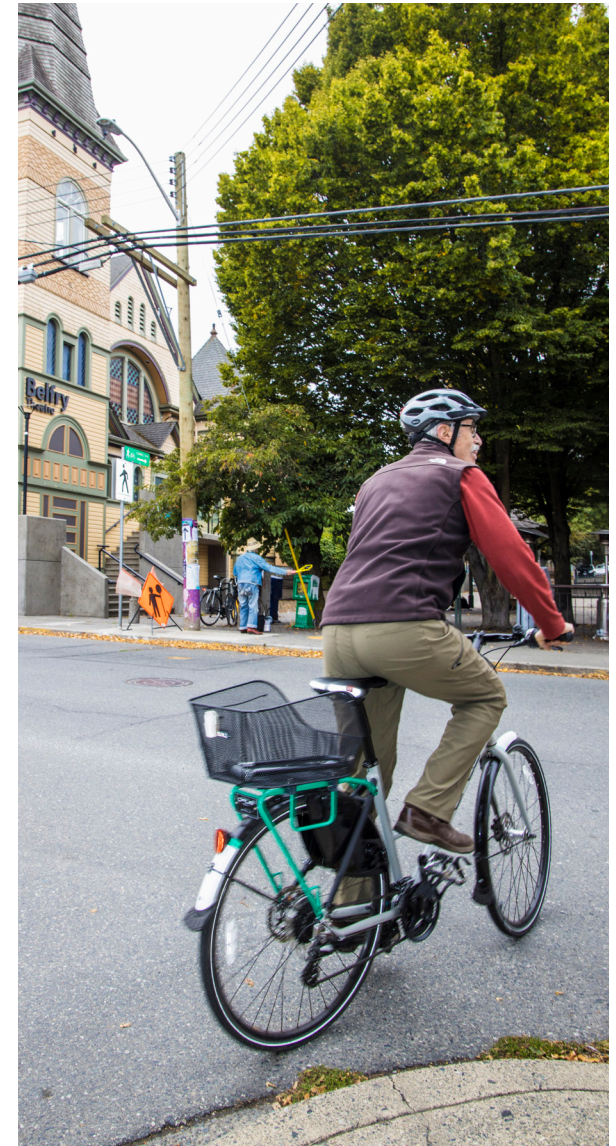
Future Planning: Land use changes may be considered in future planning processes together with neighbouring communities, specifically along Pandora Avenue east of Cook Street, to support increased access to the high-quality active travel mode facilities.

Begbie-Shelbourne Corridor

Future Planning: The future of the Begbie-Shelbourne Corridor will be considered in future planning processes together with neighbouring communities.

Urban Villages

Public Realm Standards: The City will develop Urban Villages Public Realm Design Standards, to apply city-wide, as an update to existing pedestrian standards, which will consider desired sidewalk widths to accommodate accessibility, village activity, pedestrian traffic, and furnishing and frontage zones consistent with best practices and local contexts.



Integrated Mobility | Mobility Corridors - General Directions

Map 11: Victoria Transit Priority Corridors (for reference only, please see Official Community Plan).



Legend

- Frequent & Express Service / Rapid Bus Candidate
- Cumulative Frequent Service
- Frequent Service Candidate
- Bay Street
- Cook Street
- Local Transit Service
- Mobility Hub
- Transit Exchange
- Large Urban Village
- Small Urban Village
- Park

The "Victoria Region 25 Year Transit Future Plan" and "Victoria Regional RapidBus Implementation Strategy" are administered by BC Transit and may be subject to change (Transit Exchange Study Areas and Mobility Hubs provided as approximate areas of opportunity).

9. Local Mobility - Policies

Safe, comfortable and efficient walking, wheeling, and rolling options advance sustainability and contribute to happier, healthier, and more vibrant communities. This plan identifies improvements to local networks that can happen over time through regular city processes or redevelopment.

Fernwood Village and Fernwood Road

9.1 Adding Bike Parking: Create more public bicycle parking in and near the village.

9.2 Fernwood Square Improvements: At the intersection of Fernwood Road and Gladstone Avenue, adjacent to Fernwood Square:

9.2.1 In the short-term, consider features to improve pedestrian comfort and safety at the crossing of Fernwood Road at Gladstone Avenue; balance interventions with placemaking features that may also increase comfort and retain and enhance the feel of the village.

9.2.2 In the long-term, consider additional improvements for comfort, safety, and enhanced sense of place at the crossing of Fernwood Road at Gladstone Avenue, including a tabletop intersection that continues the design themes of Fernwood Square. (A tabletop intersection is an

intersection that is raised to signal to motorists that this is a priority area for pedestrian traffic).

9.2.3 Continue to monitor the success of the current partial closure and traffic calming measures along Gladstone Avenue east of Fernwood Road and explore opportunities for a full and/or more permanent closure of the road through community-initiated placemaking or a Community-Led Action process, if there is interest.

9.3 North of the Square: On Fernwood Road between Gladstone Avenue and Bay Street:

9.3.1 Seek wider, accessible sidewalks, as well as transit stop improvements or boulevard spaces as applicable when redevelopment is proposed.

9.3.2 To facilitate the improvements described above in areas where



Integrated Mobility | Local Mobility - Policies

redevelopment is unlikely (e.g. adjacent to heritage or character homes), consider removing on-street parking (for instance, south of Denman Street), balancing the need to accommodate parking and loading near Fernwood Village and the proposed Bay at Fernwood Village with desired pedestrian improvements.

9.3.3 In the Bay Street Village, encourage new development to accommodate patio spaces on private land to provide lively interaction with the street.

9.3.4 Consider a new crossing of Fernwood Road at Pembroke Street.

9.4 South of the Square: On Fernwood Road between Gladstone Avenue and Pandora Avenue:

9.4.1 Consider opportunities to improve or relocate bus stops near Gladstone Avenue to enhance public space and bus waiting areas.

9.4.2 Consider removing on-street parking on the east side of the road, south of Grant Street, to facilitate wider sidewalks and boulevards, in conjunction with a broader program of parking management to support village businesses and cultural institutions.

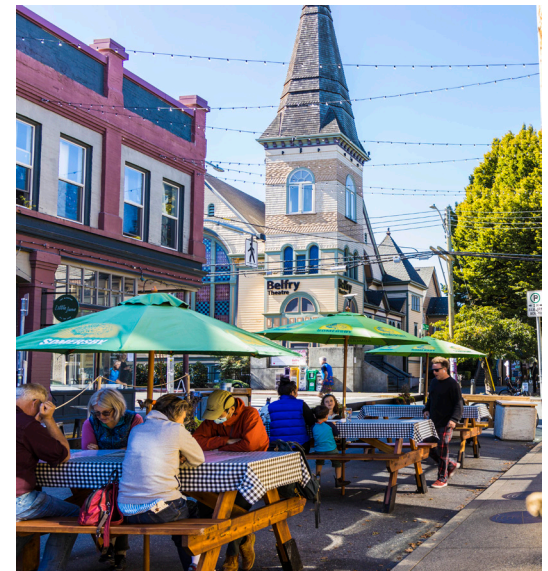
9.4.3 Consider additional curb bulges at Vining Street.

9.5 East of the Square: On Gladstone Avenue, from Chambers Street to Fernwood Square:

9.5.1 Through redevelopment seek wider, accessible sidewalks and boulevard spaces.

9.5.2 Consider temporary, partial closures of Gladstone Avenue to facilitate placemaking in connection with Fernwood Square.

9.5.3 Continue to facilitate truck and delivery access to the Belfry Theatre and Fernwood Square businesses and seek opportunities to improve turning movements and facilitate the expansion of the Square if redevelopment occurs.



Bay Street

9.6 Pedestrian Improvements: Continue to implement improvements along Bay Street for pedestrian comfort, to encourage traffic to slow down, to make it easier to cross, and to enhance transit rider experiences (e.g. with improved bus waiting).

9.7 Integrated Mobility Study: Complete a comprehensive integrated mobility study for Bay Street between Blanshard Street and Richmond Road, with the following considerations and draft directions:

9.7.1 Prioritize investments and development contributions to support walking, frequent transit, and vehicle movement as the priority modes.

9.7.2 Define the right-of-way acquisition that would be required through new development to realize the priorities described above, and ways to balance acquisition requirements with the desire to accommodate quality residential developments (as described in related sections), giving special consideration to the varied size and shape of lots along Bay Street.

9.7.3 Identify opportunities to establish a sidewalk on the south side of Bay Street between Wark Street and Quadra Street.



Improving Local Mobility in Fernwood

Local mobility improvements are realized in multiple ways, often through the redevelopment of private properties or through capital programs.

Fernwood residents can request improvements, like speed humps or new crosswalks, through the City's mobility programs. Some improvements are identified in this plan while others may be identified through future processes or community requests. Requests are reviewed from a technical perspective and how they align with road safety objectives, and then prioritized with other locations city-wide.

Neighbourhood Connections

9.8 Development - Sidewalks: Through redevelopment seek wider, accessible sidewalks with a boulevard accommodating street trees.

9.9 Development - Vic High Path: Build an accessible pathway from Fernwood Square to the Vic High grounds through new development for a cultural space that may be considered west of the Belfry Theatre.

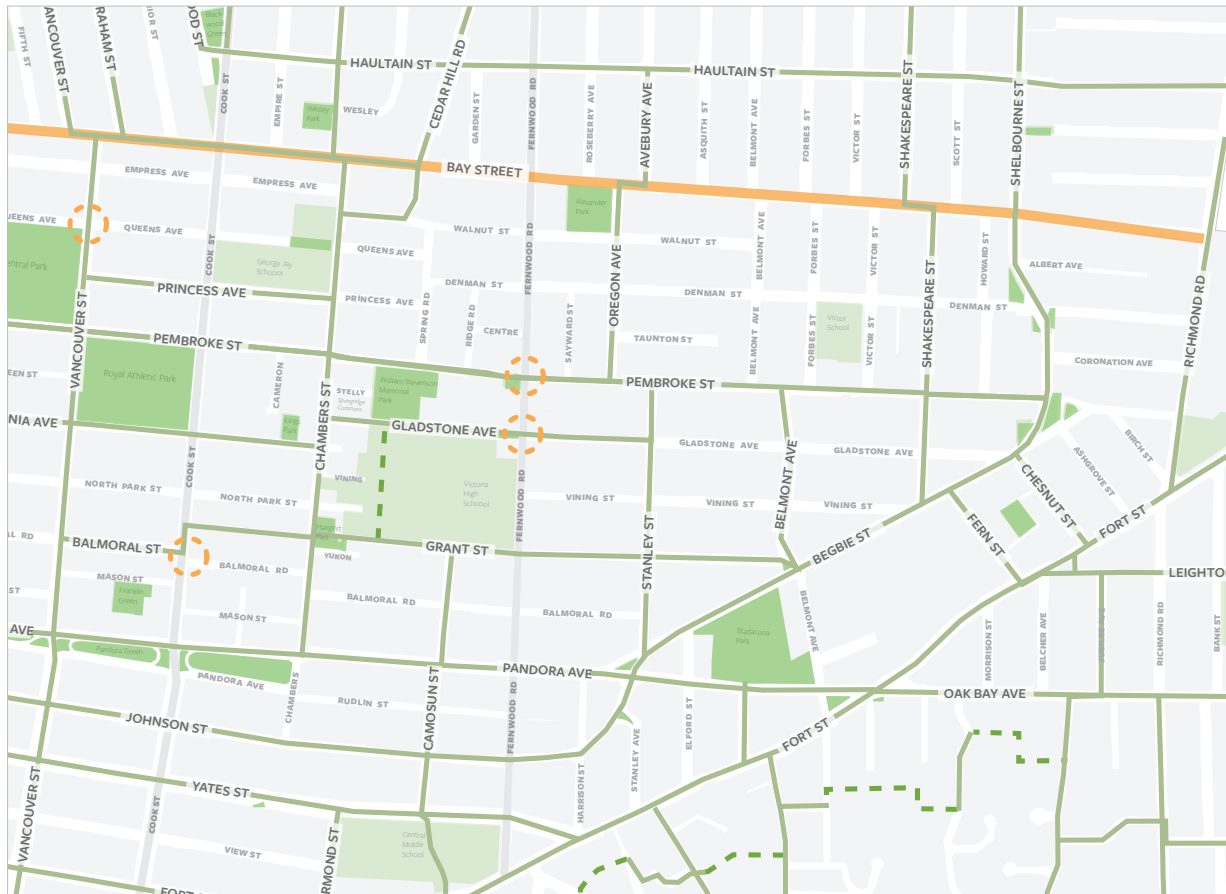
9.10 Haegert Park Connections: Through potential future expansion of Haegert Park, consider a closure of Chambers Street in front of the park with placemaking features and cycling access.

9.11 Cycling Connections: Complete bicycle connections from Haultain Street via Princess and Chambers streets and Oregon and Stanley streets.



Integrated Mobility | Local Mobility - Policies

Map 12: Greenways Network with desired pedestrian and crossing improvements (for reference only, please see Official Community Plan).



About the Greenways Network

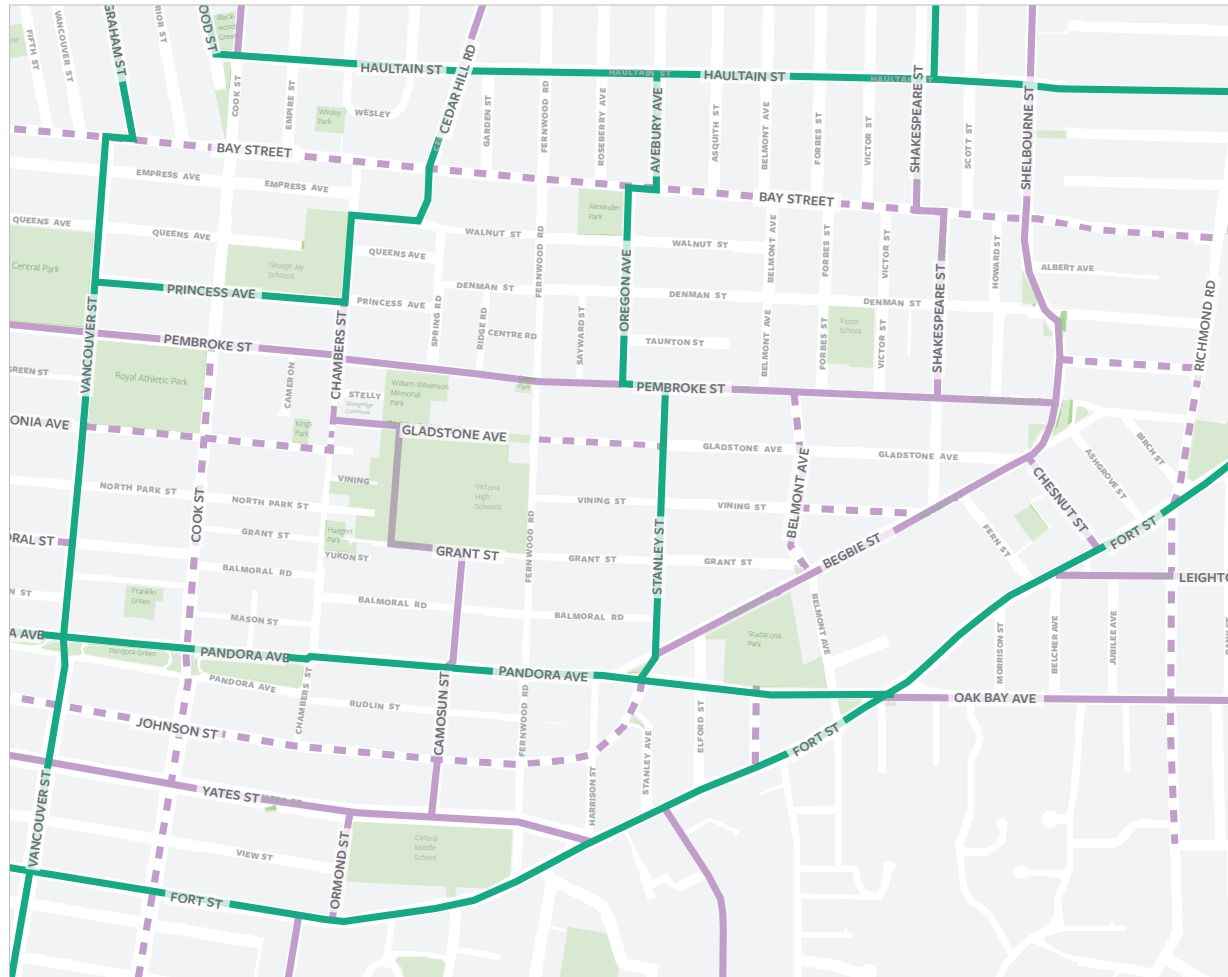
The Greenways Network Map illustrates existing and desired routes for safe, convenient, and/or pleasant walking and wheeling. Improvements to greenways may be realized through several City programs including the *Traffic Calming and Crosswalk Program*, the *Pedestrian and Bicycle Master Plan* implementation, the *Transit Shelter Program*, *Road Rehabilitation Program*, *Active & Safe Routes to School* initiatives, regional transportation network investments, and major redevelopment projects.

Legend

- Neighbourhood Greenways
- Key transit corridor in need of pedestrian improvements
- Future Greenway Opportunities
- Desired crossing or crossing improvement

Integrated Mobility | Local Mobility - Policies

Map 13: Cycling Network (for reference only, please see Official Community Plan).



Legend

- AAA Priority Network
- - - AAA Expanded Network
- Other Existing and Community-Identified Cycling Routes

About the Cycling Network

The Cycling Network Map highlights existing and planned All Ages and Abilities (AAA) bicycle facilities. AAA facilities offer a greater degree of safety and comfort. Design treatments will vary depending on the context. Examples include protected bicycle lanes (one-way and two-way), off-street pathways (cycle only or multi-use), and shared-use streets with lower vehicle volumes, speeds, and signage (advisory bicycle lanes and neighborhood bikeways).

The City's AAA plan was adopted in 2016. Once the network is complete, 95% of the municipality will be within 500m of a AAA cycling route, providing safe and convenient access to village centres, parks, recreation centres and schools for all types of riders.

Other components of the cycling network are shown (both existing and desired). These may include painted bicycle lanes, painted buffered bicycle lanes, and signed bicycle routes. Working with partners and private land-owners, the City will continue to be opportunistic to add facilities and improve existing facilities (including addition to the long-term AAA network) as appropriate.

Integrated Mobility

10. Parking - Intent and Objectives

These objectives provide context and overarching guidance for mobility in Fernwood when interpreting the policies that follow.

Value the Right-of-Way

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

Manage Parking for All Needs

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



Integrated Mobility

Parking - Policies

Parking influences how we live and move about the city, how businesses thrive, and our sustainability objectives. Curb space is valuable public space. This plan works together with city-wide policies and regulations to guide parking in Fernwood.

Parking Management

10.1 On-Street Parking: As part of a city-wide parking modernization program, seek to implement parking management solutions in and near Fernwood Village and along Bay Street in areas proximate to commercial uses, including:

10.1.1 Working with neighbours and local businesses to reallocate public space from vehicle parking to bicycle parking, in addition to other placemaking initiatives.

10.1.2 Piloting the elimination of or modifications to resident-only parking programs to better support local businesses.

10.1.3 Piloting time-limited parking that supports improved turn-over of business patrons.

10.1.4 In the long-term, consider transportation demand management (TDM) methods such as increased and diverse bicycle parking, car share spaces, and others.

10.1.5 Expand accessible parking options serving urban villages.

10.2 Parking Requirements: Consider updates to relevant bylaws which reduce parking requirements for commercial uses where appropriate (e.g., where the use does not require extensive parking and/or where alternative mobility options are highly accessible).



Managing Curb Space in Fernwood

On-street parking in Fernwood is a mix of time-limited, residential only, and unrestricted. This parking is public space that can serve a multitude of needs, including for businesses and residences, cars and bikes, and public spaces like seating or greenery. It can also provide additional space for walking and wheeling.

The City manages curb space and a key target in GO Victoria is to ensure that by 2023 all curb space in the city is valued, managed and prioritized.

Parking Modernization

10.3 Parking in New Development:

Seek to implement parking management solutions for new housing, including shared parking, reduced parking requirements, and transportation demand management (TDM), particularly for purpose-built rental projects and for new housing near large urban villages, active transportation routes and frequent transit routes.

Transportation Demand Management (TDM) supports more sustainable transportation choices by offering incentives, information, and infrastructure, like bike shares, that make it easier and more appealing to live car-light.

Transportation Demand Management



Parks, Facilities, and Community Assets

Parks and open spaces are a centerpiece to Fernwood’s character, culture and vibrancy, while facilities and other community assets provide spaces and programs to connect and build a resilient community.

This plan seeks to support city-wide objectives and identifies priorities for local use of these spaces.

- ▶ **Meet the parks and open space needs of the growing population.**
- ▶ **Emphasize equity, diversity and inclusion in planning, designing, and improving parks, open spaces, and community facilities.**
- ▶ **Grow the urban forest in public and private lands.**



Relevant Policies and Bylaws

Official Community Plan
Parks and Open Space Master Plan
Urban Forest Master Plan
Tree Protection Bylaw
Design Guidelines
(Development Permit Areas)
Zoning Bylaw

11. Parks, Facilities, and Community Assets

Parks and Open Space Planning

The City's *Parks and Open Space Master Plan* provides a high-level road map guiding planning, management, and investment over 25 years. It includes priority short-term, medium-term, and ongoing actions. Individual parks and open spaces may have a park improvement plan to guide improvements. Funding for municipal park improvements comes primarily from the City's tax base or capital reserves. New development also contributes Development Cost Changes (DCCs), which can help to fund park improvement and acquisition based on needs generated by the anticipated population increase.

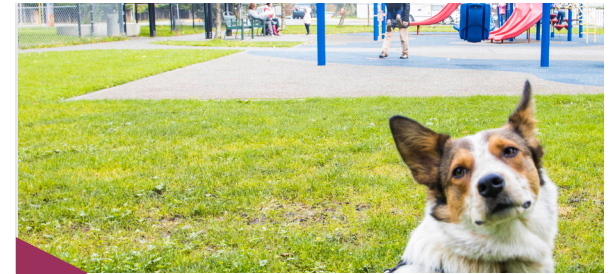
Parks and Open Spaces in Fernwood

The *Official Community Plan* calls for 99% of Victorians to have a park or open space within 400m of home by 2041. Fernwood as a whole meets this target.

Though some opportunities for expanding green space or environmental enhancement are identified in this plan, the emphasis is on improving existing assets for greater public use.

The greenspaces around Vic High have provided opportunities for both the school population and residents to enjoy sport and recreation for many decades. The planned upgrades at Vic High by the School District will provide further opportunities for new and enhanced amenities.

The *Parks and Open Space Master Plan* reflects a theme that was common throughout engagement – the desire to locate a water/spray park in the northeast area of the city because of the limited access to the waterfront.



Improving Parks and Open Space in Fernwood

Parks and Open Space improvements are guided by the *Parks and Open Space Master Plan*. This plan identifies ways to improve parks for the desired uses identified by residents, and aligned with city-wide plans.

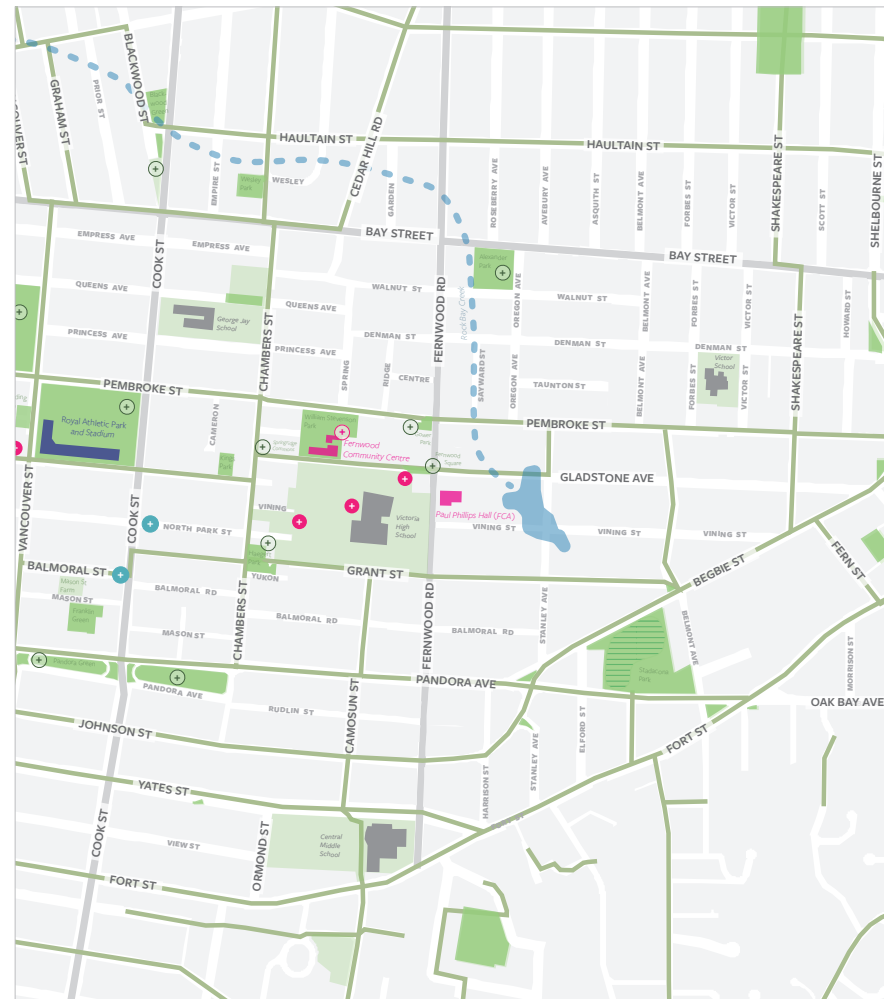
Prioritization and resourcing for parks planning, acquisition, and improvement projects are provided through shorter-term strategic plans and budgeting.

Parks, Facilities, and Community Assets

Parks, Open Spaces and Community Amenities serving Fernwood

- Gower Park
- Grant Park
- Haegert Park
- Spring Ridge Commons
(School District Property)
- Vic High Lands
(School District Property)
- William Stevenson Park
- Alexander Park
- Compost Education Centre
- Fernwood Community Centre
- Fernwood Community Association
(FCA) (Paul Phillips Hall)
- Pandora Green

Map 14: Existing and Desired Parks, Open Spaces and Community Assets in Fernwood.



Legend



Existing amenities

-  Park or Open Space
-  Community or Recreation Centre
-  School
-  Stadium or Arena
-  Neighbourhood Greenways (see Map 12)

Desired amenities

-  Enhancement to existing park/open space
-  Desired community amenity*
-  Enhancement to existing community amenity
-  Desired plaza or public space*

Ecological assets for enhancement, recognition, or preservation

-  Former route of Rock Bay Creek
-  Sensitive Ecosystem (Woodland) Identified in Official Community Plan

*Greater Victoria School District properties provide valuable green and open space to the community. While not owned or managed by the City, the spaces are shown here to reflect their importance and the community desire to continue to provide public access or enhanced community use.

*Locations are general or approximate and may represent one idea among many; additional planning may be required.

Intent and Objectives

These objectives provide context and overarching guidance for parks, facilities, and community assets in Fernwood when interpreting the policies that follow.

Protect the Environment

Parks and open spaces protect and improve native ecosystems and help the city adapt to climate change.

- Increase protection and enhancement of native ecosystems in parks and open spaces across the city.
- Improve sustainability and ecosystem services.
- Mitigate and adapt to climate change.

Foster Engaging Experiences for Everyone

The parks and open spaces system meets current and future needs of Victoria residents, provides a range of different experiences, encourages active living and is multi-functional, inclusive, and accessible.

- Parks and amenities are equitably distributed and well maintained.
- Expand the variety of experiences and activities within the parks and open spaces system.

- Parks and open spaces offer a wide variety of activity spaces that contribute to the health and wellness of residents and engage youth and children.
- Improve and maximize the utility of existing sports amenities.
- Encourage community gardening and local food production by providing multi-generational, collaborative opportunities for learning and growing.
- Parks and amenities are easy to find and well-connected by pedestrian and cycling routes.

Celebrate Victoria

Special places and amenities in the parks and open spaces system animate the city and support events for residents and visitors.

- Parks and open spaces highlight Victoria's unique features and character, and support arts, culture, and tourism.



Parks, Facilities, and Community Assets - Intent and Objectives

Strengthen Partnerships

Community members, stewards, and partners help enhance all parks and open spaces in the city.

- Collaborate with owners of public green space, other partners, and volunteers throughout the city to maximize community benefits.

Maintain and Enhance the Urban Forest

The urban forest, habitat, and native ecosystems are maintained and enhanced per the directions in the *Urban Forest Master Plan*.

Community Facilities

Continue to support the current and evolving needs of the diverse population in Fernwood including households of all ages, incomes, family types and lifestyles.

Local Food Systems

Build on the strong network of community food systems in Fernwood to reflect the values of food security and sustainability.

Continue to support opportunities to grow, access, and learn about food close to home and encourage the prioritization of equity, diversity and inclusion in food, cooking, and gardening programs.



Policies

Parks and open spaces, community facilities, and other assets contribute to the well-being of Fernwood and can help to foster a more equitable, inclusive community.

Parks

11.1 Community Priorities: Through the future expansion of parks or the development of park improvement plans, consider the following community priorities:

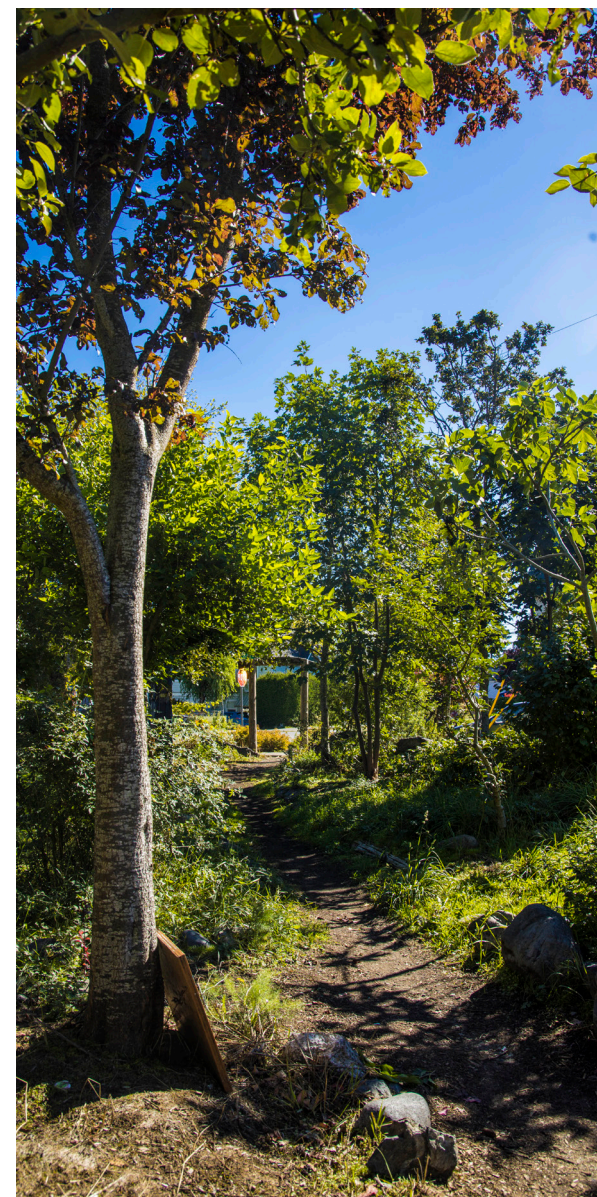
- Explore introducing a water or spray park and/or other water features that help draw people to and animate the space in a park in the north-central neighbourhoods of Victoria.
- Incorporating more benches, tables, and shade structures for weather protection and seasonal comfort in parks and public open spaces.
- Incorporating public washrooms and drinking fountain facilities.

11.2 Indigenous Spaces: In partnership with Indigenous people, seek opportunities to create or enhance spaces that support gathering and cultural practices.

11.3 Outdoor Music: Through planning for arts and culture facilities and implementation of the *Music Strategy*, consider the location of an outdoor space designed to accommodate small-scale, outdoor music performance in the northern/central neighbourhoods of Victoria, complementing the Cameron Bandshell at Beacon Hill Park.

11.4 Haegert Park Improvements: Seek opportunities to enhance or expand Haegert Park including through redevelopment, land acquisition, street closures (see Mobility section) and/or a park improvement plan that considers the community priorities noted above.

11.5 Stevenson Park Improvements: Consider future enhancements to Stevenson Park through a park improvement plan that considers the community priorities noted above.



Parks, Facilities, and Community Assets - Policies

11.6 Gower Park Improvements: Consider future enhancements to Gower Park that considers the community priorities noted above. The following ideas were mentioned during consultation:

- Supporting mobility connections through the park.
- Design features and space planning that better connects the park to Fernwood Square (e.g., seating areas).

11.7 Alexander Park Improvements:

Consider future enhancements to Alexander Park through a park improvement plan and planning process, in coordination with the community.

11.8 Pandora Improvements: Consider future enhancements to Pandora Green / Harris Green and consider ideas developed during the Pandora Green Charrette.

11.9 Pockets of Green: Support community initiatives to explore opportunities to create small green spaces, pockets of nature or food production on underused lands, including through placemaking programs and the Growing in the City program.

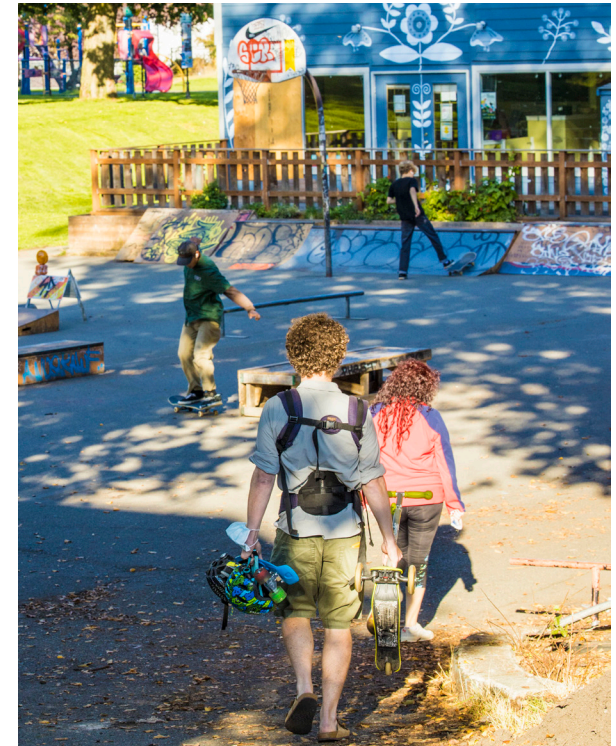
11.10 Fernwood Square Refresh: Consider improvements to Fernwood Square (see Public Space and Placemaking section).

11.11 Fernwood Skateboarding: Explore opportunities for permanent skate infrastructure in collaboration with the community.

11.12 Greenways: Better connect green spaces to one another and to areas of higher-density housing through new greenways (see Mobility section).

11.13 Use of School Lands: Work with the Greater Victoria School District to continue to provide public access **to and maintain the Vic High grounds as a public asset**. Work with the School District to enhance and program the Spring Ridge Common space for community use and enjoyment.

11.14 Rock Bay Creek: Identify opportunities for daylighting or celebrating Rock Bay Creek, focusing on public spaces (considering how daylighting would interact with other uses of these spaces), large sites that might redevelop in the future, and streets (Haultain Street, Blackwood Street, Kings Road).



Parks, Facilities, and Community Assets - Policies

Community Facilities

11.15 Indigenous Spaces: In partnership with Indigenous people, seek opportunities to create or enhance spaces that support gathering and cultural practices.

11.16 Community Programming: Continue to work with the Fernwood Neighbourhood Resource Group, the Fernwood Community Association and others to sustain and enhance community programming, services, and facilities that meet the evolving needs of the community.

Support equity, diversity, and inclusion in services and engagement with the community, in line with the City's emerging equity framework.

11.17 Fernwood Community Centre:

Work with the Fernwood Neighbourhood Resources Group in exploring the potential redevelopment and enhancement of the Fernwood Community Centre, including community services and amenities, and opportunities to co-locate affordable housing.

11.18 Community Space Near Vic High:

Establish an indoor community amenity space as part of the planned affordable and mixed-income housing west of Vic High, with access to outdoor spaces.

11.19 School Facilities: Work with the School District to make school facilities more broadly available for community programming, sports, and indoor and outdoor gathering.

11.20 Indigenous Spaces: In partnership with Indigenous people, seek opportunities to create or enhance spaces that support gathering and cultural practices.



Parks, Facilities, and Community Assets - Policies

Local Food Systems

11.21 Compost Education Centre: Continue to encourage community programming and public education at the Compost Education Centre.

11.22 Community Gardens: Support community-led efforts to enhance or establish additional community gardens including allotment gardens, native plantings, pollinator gardens or community orchards through the Growing in the City program and other placemaking programs.

11.23 Food Security: Support community programs to distribute food and enhance food security, including “Good Food Boxes”, community supported agriculture, and others.

11.24 Food Programs: As part of any expansion in community facilities, support additional capacity for commercial kitchen uses and space for family meal programs, community teas and other social connections around food (e.g., “Family Dinners,” cooking programs, or social enterprises).

11.25 Food in Public Space: Support the development and enhancement of public spaces that includes opportunities to share, sell, and grow food.

11.26 Future Food Systems Planning: Support further exploration of local food systems improvements through community-led planning, including a Community-Led Action process, if there is interest.

Future Planning

11.27 Future Planning: Additional planning for parks, facilities, and community assets may be identified in future stages of local area planning.



Supporting Food Systems in Fernwood

Growing, cultivating, and sharing food is important to Fernwood residents.

Victoria’s Growing in the City program supports urban food production on public and private land. The program supports urban food production on private land in new developments, provides resources and support for community-led boulevard gardening, bee and hen keeping, urban food trees, rooftop greenhouse, the establishment of community gardens, and more. Short-term Fernwood priorities can be identified in a Community Action Guide.

Implementation and Next Steps

Implementation of this plan will be ongoing. Some ideas may be realized in the near-term, others could take time. This plan will also be updated as required when additional planning takes place.

The policies and ideas in this plan will be implemented over time, in some cases through City strategic plans and annual budgets. In other cases, concepts may only come to fruition as opportunities arise, including through redevelopment proposals or community-led action.

When development proposals or grant submissions are considered by the City,

this plan will be used as reference to guide decision making, together with the *Official Community Plan* and other City plans, policies, and initiatives.

Planning will also continue and this plan may be amended as future work proceeds. Some future work may be coordinated by the City and completed together with the community, other work may be community-led.

▶ **The City will continue to engage Fernwood when considering areas shared with neighbouring communities through future local area planning processes, specifically as noted in this plan.**

▶ **The City will support a process to develop a Community-led Action Guide if community members and organizations find such a process to be appropriate or useful.**

