

## **REPORTS OF COMMITTEES**

### **2. Committee of the Whole – March 9, 2017**

#### **4. Proposed Burnside-Gorge Neighbourhood Plan & OCP Amendments**

##### **Motion:**

It was moved by Councillor Young, seconded by Councillor Thornton-Joe, that Council:

1. Direct staff to prepare *Official Community Plan* (OCP) amendment bylaws to adjust urban place designations, expand development permit area boundaries and introduce new guidelines, and create a new heritage conservation area in accordance with the draft Burnside Gorge Neighbourhood Plan.
2. Consider consultation under Section 475(1) and 475(2) of the *Local Government Act* and direct staff to undertake consultation with those affected by the proposed amendments to the OCP as outlined in this report, prior to finalization of the amendment bylaws and the Public Hearing.
3. Consider consultation under Section 475(2)(b) of the *Local Government Act* and direct staff:
  - a. to refer the proposed amendments to the OCP to the Songhees Nation, the Esquimalt Nation, the School District Board, the Island Health Board of Directors and the District of Saanich; and
  - b. that no referrals are necessary to the Capital Regional District Board, the Councils of Oak Bay or Esquimalt, or the provincial or federal governments.
4. Refer the proposed development permit area boundary adjustments and new guidelines to the Advisory Design Panel for review and comment.
5. Refer the proposed heritage conservation area and statement of significance to the Heritage Advisory Panel for review and comment.
6. Refer the proposed Burnside Gorge Neighbourhood Plan to the meeting of Council at which the above OCP amendments will be considered, for consideration of final approval.

**Carried Unanimously**

### 3. LAND USE MATTERS

#### 3.1 Proposed Burnside-Gorge Neighbourhood Plan & OCP Amendments

Committee received a report dated February 21, 2017, from the Director of Sustainable Planning and Community Development regarding a revised Burnside Gorge Neighbourhood Plan based on public feedback and Council input and proposed amendments to the Official Community Plan (OCP) to ensure alignment between the OCP and the Neighbourhood Plan.

- Motion:** It was moved by Councillor Young, seconded by Councillor Alto, that Council:
1. Direct staff to prepare *Official Community Plan* (OCP) amendment bylaws to adjust urban place designations, expand development permit area boundaries and introduce new guidelines, and create a new heritage conservation area in accordance with the draft Burnside Gorge Neighbourhood Plan.
  2. Consider consultation under Section 475(1) and 475(2) of the *Local Government Act* and direct staff to undertake consultation with those affected by the proposed amendments to the OCP as outlined in this report, prior to finalization of the amendment bylaws and the Public Hearing.
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    - a. to refer the proposed amendments to the OCP to the Songhees Nation, the Esquimalt Nation, the School District Board, the Island Health Board of Directors and the District of Saanich; and
    - b. that no referrals are necessary to the Capital Regional District Board, the Councils of Oak Bay or Esquimalt, or the provincial or federal governments.
  4. Refer the proposed development permit area boundary adjustments and new guidelines to the Advisory Design Panel for review and comment.
  5. Refer the proposed heritage conservation area and statement of significance to the Heritage Advisory Panel for review and comment.
  6. Refer the proposed Burnside Gorge Neighbourhood Plan to the meeting of Council at which the above OCP amendments will be considered, for consideration of final approval.

Committee discussed:

- Positive feedback received from the neighbourhood for this initiative.
- Goals of the neighbourhood for a village centre, including a need for local services.
- Detailed plans for various spaces and pathways within and around the Burnside Gorge and Rock Bay areas.

CARRIED UNANIMOUSLY 17/COTW

*Committee recessed at 9:43 a.m. and returned at 9:51 a.m.*





In accordance with Section 475 of the *Local Government Act*, Council must turn their minds to appropriate public consultation for the proposed OCP amendments. This includes timing of the consultation (whether early, repeated, etc.), who will be affected and therefore ought to be consulted, and the extent of that consultation. It is recommended that consultation be in the form of online public consultation, outreach to key stakeholders, and a public open house. Following this, the findings of the consultation and the proposed OCP amendments will be considered by Council. After readings of the OCP amendment bylaws, there will be a public hearing, and at the same Council meeting, consideration of the final Burnside Gorge Neighbourhood Plan for approval.

## **BACKGROUND**

Between April 2015 and February 2016, over 1500 members of the public attended over 40 events and participated in an online survey to inform development of a new plan for the Burnside Gorge neighbourhood. A draft Burnside Gorge Neighbourhood Plan was shared in October 2016 for additional public feedback at a series of four events attended by 70 people, an online survey, and a mailing to all residents, businesses and property owners in the plan area. Based on public input, staff recommended a number of potential changes at a Council workshop of November 24, 2016, for further evaluation.

Following the Council workshop, staff received input from several key stakeholders including the Greater Victoria School District, Point Ellice House Preservation Society (the Province of BC Heritage Branch), and the Gorge Waterway Initiative, which is included as Attachment 7.

A traffic study was undertaken in January 2017 to examine alternative truck routes for larger, inter-municipal trucks to inform consideration of land use options at Jutland and Cecelia roads. The study can be accessed at [www.victoria.ca/EN/main/residents/planning-development/community-planning/neighbourhood-plans/burnside-local-area-plan.html](http://www.victoria.ca/EN/main/residents/planning-development/community-planning/neighbourhood-plans/burnside-local-area-plan.html)). The key findings of this study are summarized in this report.

As the Burnside Gorge Neighbourhood Plan approaches consideration of approval, amendments to the Official Community Plan (OCP) are necessary to ensure alignment between the two plans.

## **LEGISLATIVE AUTHORITY**

Section 475 of the *Local Government Act* requires that during an amendment of an official community plan, the proposing local government must provide one or more opportunities it considers appropriate for consultation (in addition to the public hearing requirements later on in the process). In addition to the general requirement to consider appropriate consultation with persons, organizations and authorities it considers will be affected, the local government must specifically consider whether consultation is required with the following:

1. the board of the regional district in which the area covered by the plan is located, in the case of a municipal official community plan;
2. the board of any regional district that is adjacent to the area covered by the plan;
3. the council of any municipality that is adjacent to the area covered by the plan;
4. first nations;
5. boards of education, greater boards and improvement district boards;
6. the provincial and federal governments and their agencies.



## ISSUES & ANALYSIS

### 1. Revisions to Draft Burnside Gorge Neighbourhood Plan

Based on public input, staff recommended a number of changes to the draft Burnside Gorge Neighbourhood Plan at a Council workshop of November 24, 2016. Those changes were prepared, in accordance with Council direction. Staff also made adjustments to the draft plan based on the findings and recommendations of a Burnside Neighbourhood Truck Route Study that was conducted in January 2017 to inform land use policies for Cecelia Village. The study finds the following:

1. Both Jutland Road and Burnside Road are significantly impacted by trucks using these roads for inter-municipal travel
2. Two key truck movements affect Jutland Road:
  - a. trucks travelling between the Rock Bay area and the Saanich Peninsula via Blanshard Street (approx. 50% of trucks)
  - b. trucks using Jutland Road-Burnside Road, rather than Highway 1, to travel between the Rock Bay Area and the West Shore or up island (approx. 50% of trucks).
3. The consultant recommended adopting a two-tiered system with larger trucks using the higher-level truck routes for regional traffic.
4. In 2010 Council approved changes the Streets and Traffic bylaw, which would designate Jutland Road and Burnside Road as secondary truck routes. Bay Street, Douglas Street, Gorge Road and part of Government Street between Bay Street and Douglas Street would be designated as intermunicipal truck routes. These changes would also be consistent with current CRD policy. The study finds that trucks would experience approximately one to six minutes of delay (the higher delay being westbound on Highway 1 during the PM peak) if using the intermunicipal truck routes as compared to Jutland and/or Burnside Roads.

Staff believes that proceeding with truck route revisions approved in 2010, together with a future recommended redesign of Jutland Road considering more pedestrian-friendly intersections could reduce truck traffic. However, this road would continue to be impacted by smaller trucks accessing the adjacent industrial areas, with noise exacerbated by the slope on Jutland Road. Noise readings taken on Jutland Road show current noise levels are somewhat higher than, but comparable to Quadra Village, likely the most traffic-impacted of Victoria's large urban villages.

To support the development of Cecelia Village compatible with expected traffic impacts, the revised plan includes:

1. Land use policies which allow a range of businesses to locate at grade along both Jutland Road and Cecelia Road by:
  - a. maintaining urban village land use at the Jutland-Cecelia intersection and expanding this designation along part of Cecelia Road opposite the Burnside School to permit commercial opportunities that are more conducive to the quieter street;
  - b. supporting a variety of uses typically found in urban villages to locate within industrial flex spaces which may be developed elsewhere along Cecelia Road;
  - c. supporting a flexible mix of employment and residential uses elsewhere along Jutland Road north of Gorge Road.
2. Addition of a short-term Action Item calling for the City to consider the status of Jutland Road and Burnside Road when the City considers revisions to truck routes.
3. Maintaining the objective of redesigning Jutland Road as a "high street", including more pedestrian-friendly intersections at Gorge Road and Burnside Road.



## 2. Proposed OCP Amendments

The following OCP Amendments are proposed to align with the land use and urban design directions in the Burnside Gorge Neighbourhood Plan:

1. Revise urban place designation boundaries to reflect the following:
  - a. Designate properties within Cecelia Village and Gorge Road at Irma Street as a "Large Urban Village";
  - b. Designate an additional property along Burnside Road near Harriet Road as a "Small Urban Village";
  - c. Add opportunities for additional housing by designating additional properties as "Urban Residential" along Gorge Road, Burnside Road and near Sumas Street;
  - d. Expand boundaries for Mayfair Town Centre through the addition of several properties west of Douglas Street;
  - e. Remove parts of Humber Green from the "Large Urban Village" designation and place within the "General Employment" designation;
  - f. Apply a new "Industrial Employment" designation in parts of the Rock Bay and Douglas Corridor sub-areas; and,
  - g. Create new urban place designations called "Employment-Residential" and "Industrial Employment-Residential" for the employment and industrial areas where limited residential use will be permitted.
2. Expand development permit area boundaries for corridors, villages, and the Mayfair Town Centre. New guidelines are proposed for these areas as well as application of the City's existing *Design Guidelines for: Multi-Unit Residential, Commercial and Industrial* developments.
3. Create a new heritage conservation area for a block bounded by Manchester Road and Dunedin Street (expansion of HCA 1: Traditional Residential). The Statement of Significance supporting this designation is included as Attachment 6.

To meet the requirements of the *Local Government Act* when OCP amendments are considered, staff propose online engagement and a public engagement event, anticipated as follows:

- |        |   |
|--------|---|
| March: | Initiate online public engagement, promote to residents, businesses and landowners in Burnside Gorge neighbourhood, refer to the affected groups noted below, refer the development permit area amendments to the City's Advisory Design Panel and the heritage conservation area amendments to the Heritage Advisory Panel for comment |
| April: | Public open house (early April); provide a summary of engagement to Council when OCP amendment bylaws are introduced for readings   |
| May:   | Public Hearing for OCP amendments; consider approval of final Burnside Gorge Neighbourhood Plan (at the same meeting)   |

This engagement directly builds on the extensive engagement carried out to date in updating the Burnside Gorge Neighbourhood Plan.

Referral to the following groups are recommended: Songhees Nation and Esquimalt Nation, because amendments are proposed to the "Core Employment" designation which includes lands around Rock Bay; the Greater Victoria School District Board (GVSD) because new DPA boundaries affect the GVSD Works Yard; Island Health because new DPA boundaries affect the Gorge Road Hospital Site; and the District of Saanich because new Urban Place Designations are proposed



along the boundary of Saanich. Staff do not recommend referral to other groups including the Capital Regional District Board, Councils of Oak Bay and Esquimalt, or the provincial and federal governments because the proposed OCP amendments do not impact these entities or the use of properties owned by these entities.

### **3. Additional Stakeholder Input Received**

After preparation of the report of November 24, 2016, staff received formal input from two key stakeholders, the Gorge Waterway Initiative and the Victoria Esquimalt Harbour Society (see Attachment 6), and met with the Point Ellice House Preservation Society and BC Heritage Branch. This input has been considered in revising the Plan. Staff also presented the draft plan at a combined meeting of the Burnside Gorge Community Association and Land Use Committee.

### **Next Steps**

The Plan identifies a number of short-term implementation items to be accomplished over the next three years. In addition to consulting on the proposed OCP amendments and returning to Council with proposed amendment bylaws, staff will begin work on the following short-term implementation actions in 2017:

- zoning and regulatory amendments for additional housing proposed for the Traditional Residential areas (including questions referred by Council in support of the Victoria Housing Strategy)
- zoning and regulatory changes regarding the industrial areas as proposed by the Neighbourhood Plan
- creating a plan for the land added to Cecelia Ravine Park
- installing a crosswalk on Bridge Street at Hillside Avenue
- improving crosswalks on Burnside Road at Washington Avenue
- paving Hillside Avenue between Pleasant Street and Turner Street
- adding sidewalks on Alpha Street.

### **OPTIONS & IMPACTS**

#### *2015 – 2018 Strategic Plan*

This milestone in the Burnside Gorge Neighbourhood Plan process supports Strategic Plan, Objective 3: Strive for Excellence in Planning and Land Use which contains actions and outcomes to undertake local area planning focused on urban villages and transportation corridors.

#### *Impacts to Financial Plan*

Costs associated with proposed public engagement for the OCP amendments are within the City's project budget, so there are no impacts to the Financial Plan.

The short-term actions within the Neighbourhood Plan's implementation chapter fall within the City's current operations and Financial Plan. Future items will need to be considered as part of future capital budget processes and in the context of budget allocation decisions across the entire City. There are no guarantees that all the desired improvements can be delivered, or under what timeline works will occur; however, the aspirations and list of priorities are needed to help guide decisions as future development proposals come forward, as future opportunities emerge and to inform Council's future decision making around City budget allocation so it is understood what investments are most important to the Burnside Gorge community.



## Official Community Plan Consistency Statement

While the Burnside Gorge Neighbourhood Plan contains policy directions that are in line with the broad growth objectives and policies of the OCP, some amendments to the OCP are required to align the two plans given the finer grain of detail that emerged out of the Neighbourhood Plan process and to implement the urban design and heritage objectives.

### CONCLUSIONS

Staff are electing to bring forward amendments to the OCP parallel with the final Burnside Gorge Neighbourhood Plan to ensure the two plans are in alignment immediately, which will provide more clarity for the public, landowners and developers seeking to submit development proposals to the City, and for staff in providing development advice to applicants.

Respectfully submitted,

  
Marc Cittone  
Senior Planner  
Community Planning

Alt.

  
Jonathan Tinney  
Director  
Sustainable Planning and Community Development

Report accepted and recommended by the City Manager: \_\_\_\_\_

Date: March 3, 2017

### List of Attachments:

- Attachment 1: Revised Burnside Gorge Neighbourhood Plan, Feb. 2017
- Attachment 2: Draft OCP Amendments concerning Urban Place Designations
- Attachment 3: Draft OCP Amendments concerning Development Permit Areas
- Attachment 4: Draft Revitalization Guidelines for Corridors, Villages, and Town Centres
- Attachment 5: Draft OCP Amendment concerning Heritage Conservation Area 1
- Attachment 6: Manchester-Dunedin Statement of Significance
- Attachment 7: Stakeholder comment received after November 24, 2016 Council workshop



# Burnside Gorge

## Neighbourhood Plan







# Table of Contents

1. Introduction.....	7
2. Project Context.....	9
3. A Summary of Big Moves in the Plan .....	15
4. General Land Use and Urban Design Policies .....	23
5. Transportation and Mobility.....	29
6. Parks, Trails, and Open Space.....	35
7. Infrastructure .....	37
8. Heritage .....	39
9. Business Vitality.....	43
10. Arts and Culture .....	45
11. Policies for Neighbourhood Sub-Areas.....	47
12. Gorge Road Residential Sub-Area .....	49
13. Selkirk and Cecelia Village Sub-Area .....	63
14. Douglas Corridor Sub-Area .....	73
15. Rock Bay Employment Sub-Area.....	85
16. Implementation .....	101
Appendix A: Glossary of Terms.....	109



# List of Figures

## Maps

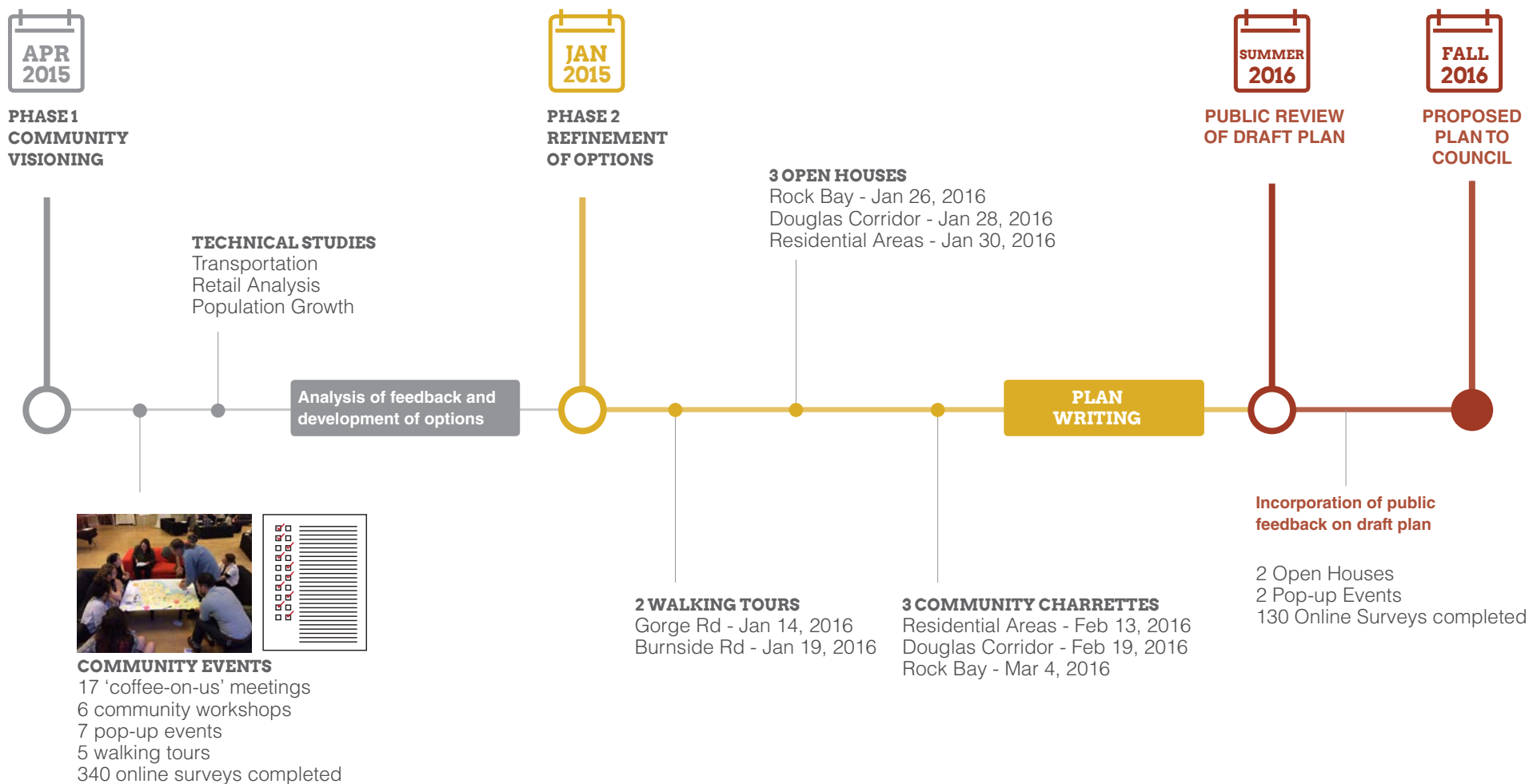
Map 1: Overview map.....	9
Map 2: Land use map.....	25
Map 3: Present and future priority pedestrian routes.....	30
Map 4: Present and future transit routes.....	31
Map 5: Present and future priority cycling routes.....	35
Map 6: Parks and trails.....	35
Map 7: Heritage registered and designated properties.....	40
Map 8: Additional homes of heritage merit.....	41
Map 9: Land use map for Gorge Residential sub-area.....	51
Map 10: Pedestrian improvements for the Gorge Residential sub-area....	58
Map 11: Land use map for Selkirk and Cecelia Village.....	65
Map 12: Pedestrian improvements for Selkirk and Cecelia Village.....	69
Map 13: Land use map for Douglas Corridor.....	75
Map 14: Pedestrian improvements for the Douglas Corridor.....	80
Map 15: Land use map for Rock Bay.....	87
Map 16: The historic path of the Creek that once flowed into Rock Bay ...	92
Map 16: Pedestrian improvements for the Rock Bay.....	93
Map 17: Projected sea level rise impacts (CRD report).....	99

## Figures

Figure 1: Ground-oriented housing supported in the Plan.....	54
Figure 2: Principles for development of the Gorge Road Hospital Site.....	56
Figure 3: Long term cross section for Burnside Road.....	59
Figure 4: Long term cross section for Gorge Road.....	60
Figure 5: Future vision for Selkirk and Cecelia Village.....	63
Figure 6: Industrial employment and residential mixed use development.....	64
Figure 7: Principles for development of the Cecelia Village Area.....	66
Figure 8: Long term cross section for Jutland Road.....	70
Figure 9: An example of a frequent transit route through a Town Centre. .	73
Figure 10: Douglas Corridor to Rock Bay land use concept.....	74
Figure 11: Small transit plazas for future rapid transit stations.....	76
Figure 12: Principles for development of Mayfair Mall.....	78
Figure 13: Principles for development of Humber Green area.....	79
Figure 14: Long term cross section for Finlayson Street.....	81
Figure 15: Future vision for Bridge Street.....	85
Figure 16: Principles for development of Rock Bay.....	91
Figure 17: Long term cross section for Bridge Street.....	95
Figure 18: Long term cross section for Government Street.....	96
Figure 19: Tsunami hazard line map (CRD report).....	98



# Burnside Local Area Plan Timeline



# 1. Introduction

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

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

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

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

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

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

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

The sections of the plan include:

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



# 1.1 How to Use this Plan

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

## What is a Neighbourhood Plan?

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

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

## Purpose of the Neighbourhood Plan

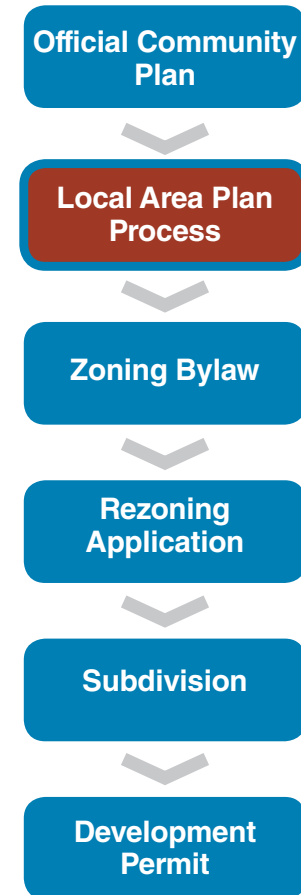
The purpose of the Burnside Gorge Neighbourhood Plan is to create a vision for the neighbourhood and provide a detailed policy guidance and an implementation strategy. The Plan is future-oriented

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

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

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

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



*How the Local Area Plan fits into the planning process*







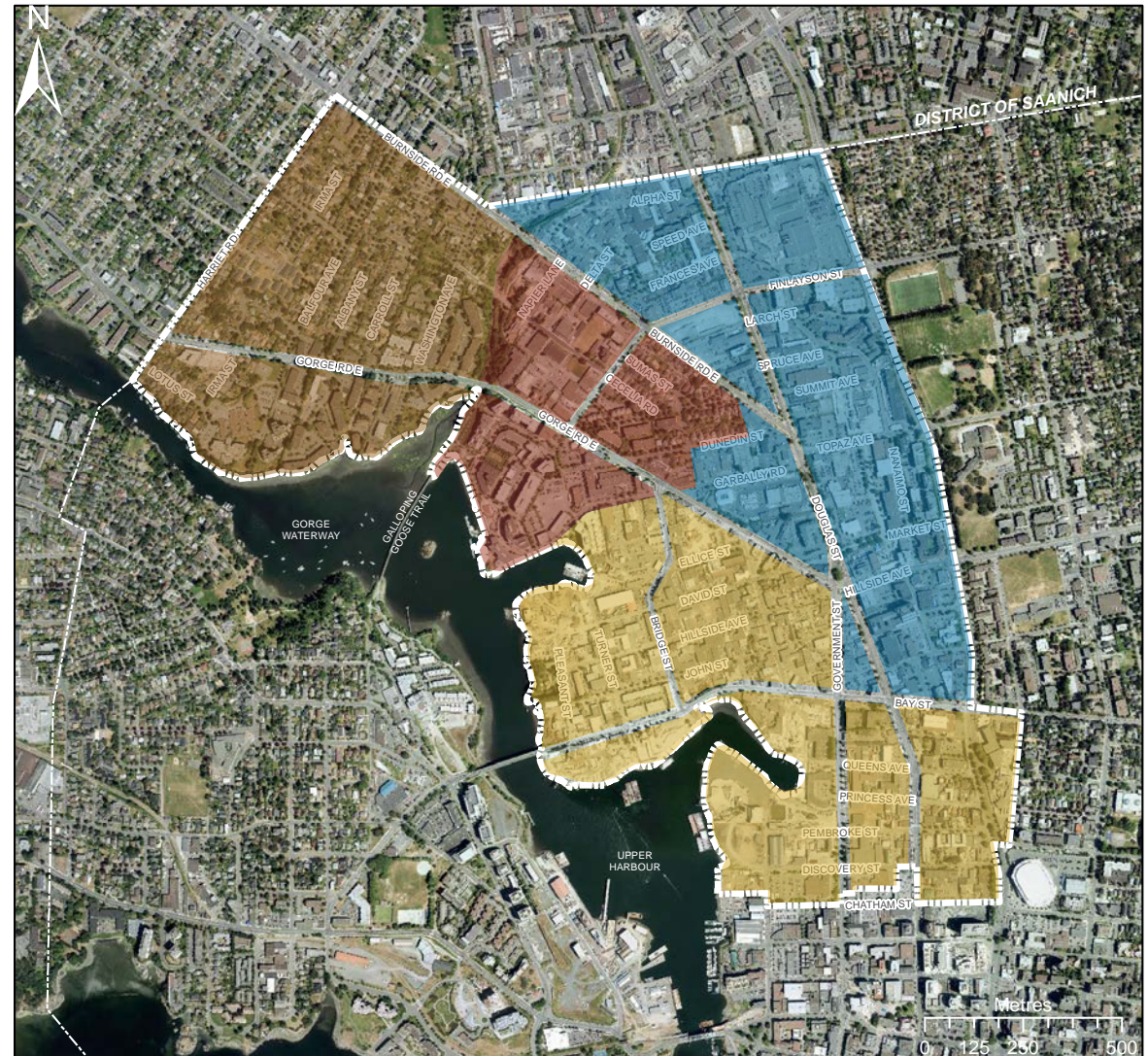
# 2. Project Context

## 2.1 Neighbourhood Context

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

The neighbourhood is comprised of four sub-areas:

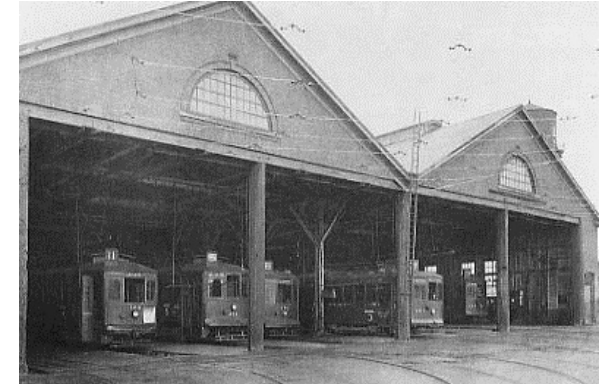
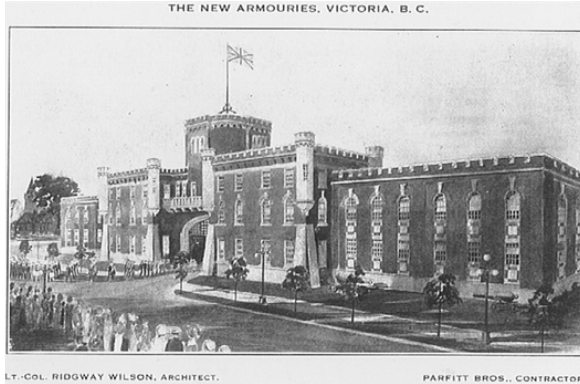
-  **Gorge Sub-Area:** The largely residential neighbourhood west of Cecelia Ravine, characterized by primarily ground-oriented housing with multi-unit housing along Burnside Corridor, and a mix of multi-unit housing and tourist accommodations along Gorge Road, the former Island Highway.
-  **Selkirk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



Map 1: overview map of the Burnside Gorge Neighbourhood



## 2.2 Historical Context



### History of Burnside Gorge Neighbourhood

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

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

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

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

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

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

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

## 2.3 Neighbourhood Issues and Analysis

### Future Housing and Housing Diversity

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

### Local Gathering Places

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

### Pedestrian and Bicycle Environment

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

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

### Access to the Waterfront

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

### Access to Greenspace

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

### Industry and Employment

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

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

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

### Douglas Corridor

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

## 2.4 Neighbourhood Snapshot

### Residents



#### Median Age



#### % Families that are Single Parent Families



#### Low-income Households



#### % Households with Children at Home



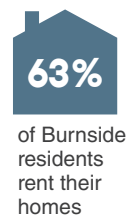
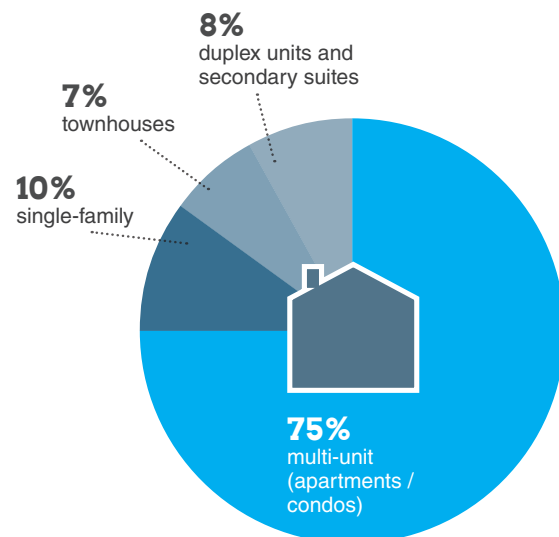
#### % Households that are One-Person Households



#### Median Household Income



### Housing



of Burnside residents rent their homes



of City of Victoria residents rent their homes

### Employment



## Transportation

### Douglas St



**24,000**

people by car per day



**250**

people by bicycle per day



**21,000**

people by bus per day

### Burnside Rd



**13,000**

people by car per day



**190**

people by bicycle per day



**4,000**

people by bus per day

### Gorge Rd



**40,000**

people by car per day



**220**

people by bicycle per day



**3,000**

people by bus per day

### Selkirk Trestle



**3,200**

people by bicycle per day

## Commuter mode

**59%**  
car,  
truck,  
or  
other

**41%**  
walk,  
bike, or  
transit

### Burnside

**16%**  
take transit

**17%**  
walk

**8%**  
bike

**52%**  
car,  
truck,  
or  
other

**48%**  
walk,  
bike, or  
transit

### City of Victoria

**14%**  
take transit

**23%**  
walk

**11%**  
bike

## Industry



### Made in Burnside

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



## 2.5 Policy Context

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

### Official Community Plan

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

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

### Transit Future Plan (2011)

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

### Bicycle Master Plan (2016)

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

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

### Greenways Plan (2003)

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

### Pedestrian Master Plan (2008)

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

### Parks Master Plan (underway, 2017)

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

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

### Arts and Culture Master Plan (underway, 2017)

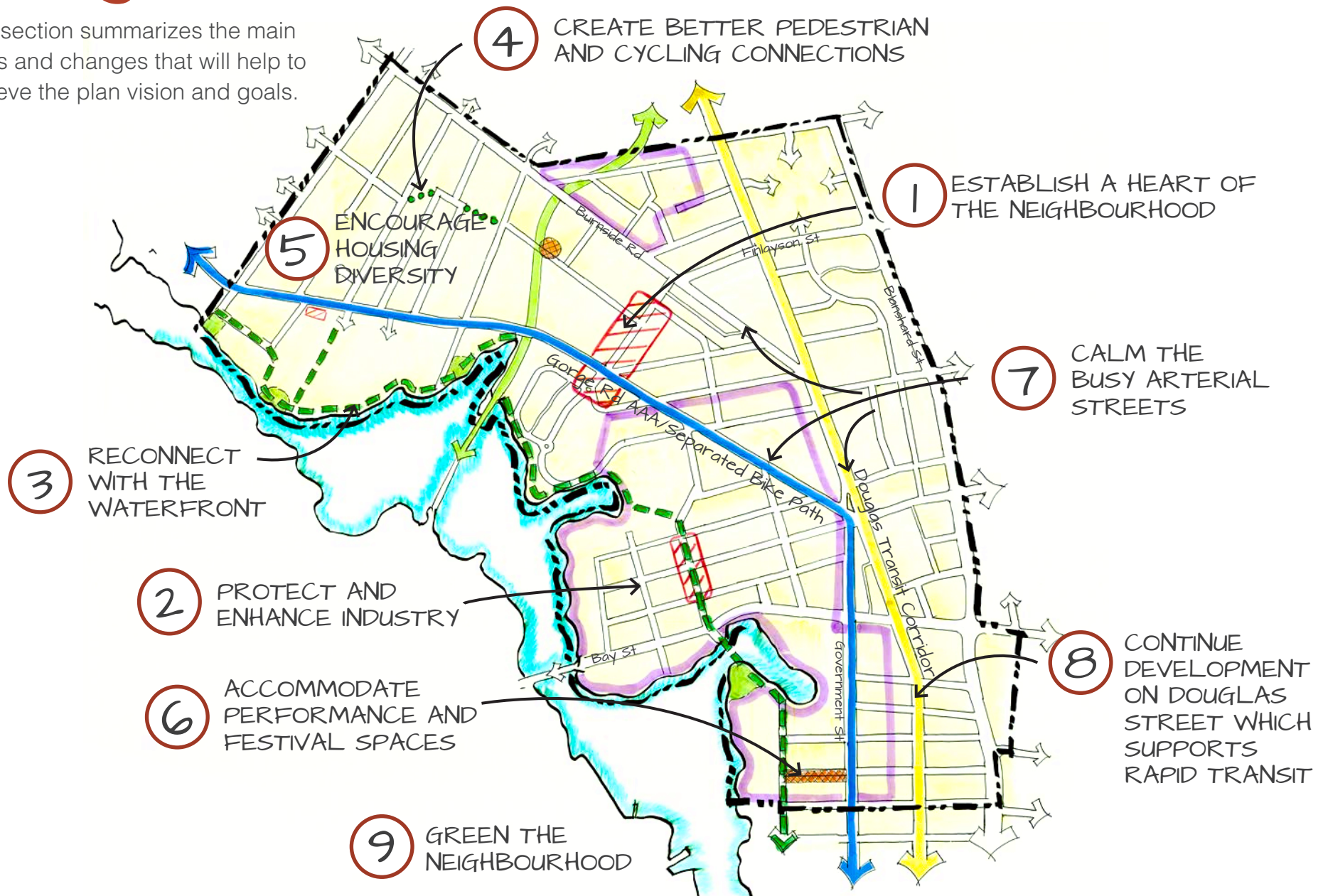
Because of the importance of this neighbourhood for artists and artisans and opportunities for public performance spaces, several directions have been provided which can be explored further through the Arts and Culture Master Plan.

### Infrastructure Master Plans

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

# 3. Big Moves

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







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

### What we heard

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

### How the plan addresses what we heard

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

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

### For more information on this Big Move

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







2

## Protect and Enhance Industry

### What we heard

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

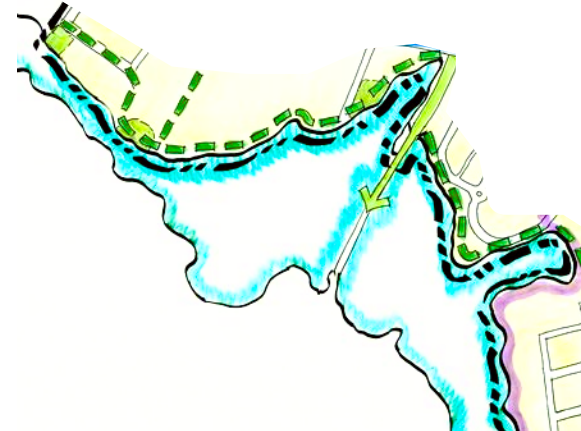
### How the plan addresses what we heard

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

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

### For more information on this Big Move

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



3

## Reconnect with the Waterfront

### What we heard

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

### How the plan addresses what we heard

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

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

### For more information on this Big Move

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



## Create Better Pedestrian and Cycling Connections

### What we heard

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

### How the plan addresses what we heard

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

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

### For more information on this Big Move

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



## Encourage housing diversity

### What we heard

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

### How the plan addresses what we heard

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

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

### For more information on this Big Move

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



## Accommodate Performance and Festival Spaces

### What we heard

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

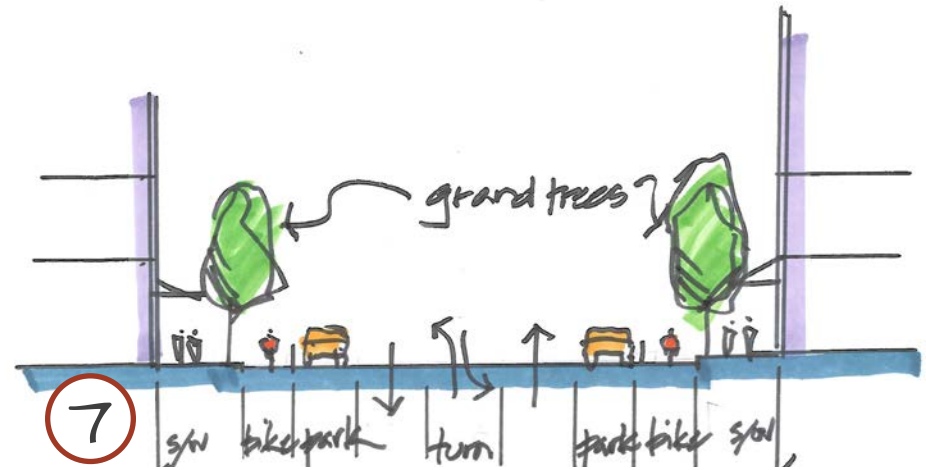
### How the plan addresses what we heard

Two revitalized spaces are identified:

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

### For more information on this Big Move

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



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

### What we heard

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

### How the plan addresses what we heard

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

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

### For more information on this Big Move

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





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

## Continue Development on Douglas Street which supports future Rapid Transit

### What we heard

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

### How the plan addresses what we heard

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

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

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

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

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

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

### For more information on this Big Move

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



## Green the Neighbourhood

### What we heard

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

### How the plan addresses what we heard

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

### For more information on this Big Move

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



# 4. General Land Use and Urban Design Policies

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

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

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

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





# 4.1 General Policies for Land Management and Development

**4.1.1. Support the development of a variety of new housing forms:** Opportunities to develop new housing should include a range of housing types attractive to different households. New housing opportunities should include apartments, mixed-use buildings, and ground-oriented housing such as townhomes.

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

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

**4.1.4. Maintain the character of existing traditional residential areas while supporting the incremental addition of ground-oriented and appropriately scaled infill housing where it is appropriate:** The Official Community Plan allows a variety of ground-oriented housing types within traditional residential

areas, including townhouses and duplexes, depending on context. This plan identifies conditions such as lot sizes, frontages and site conditions that are particularly suited for further ground-oriented housing, including fee-simple row houses, as well as smaller apartment buildings.

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

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

**4.1.7. Ensure that new development enhances its environment through appropriate and attractive design:** Different parts of the neighbourhood call for unique design guidelines – whether for emerging urban villages, residential corridors, working industrial

lands and areas with heritage value.

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

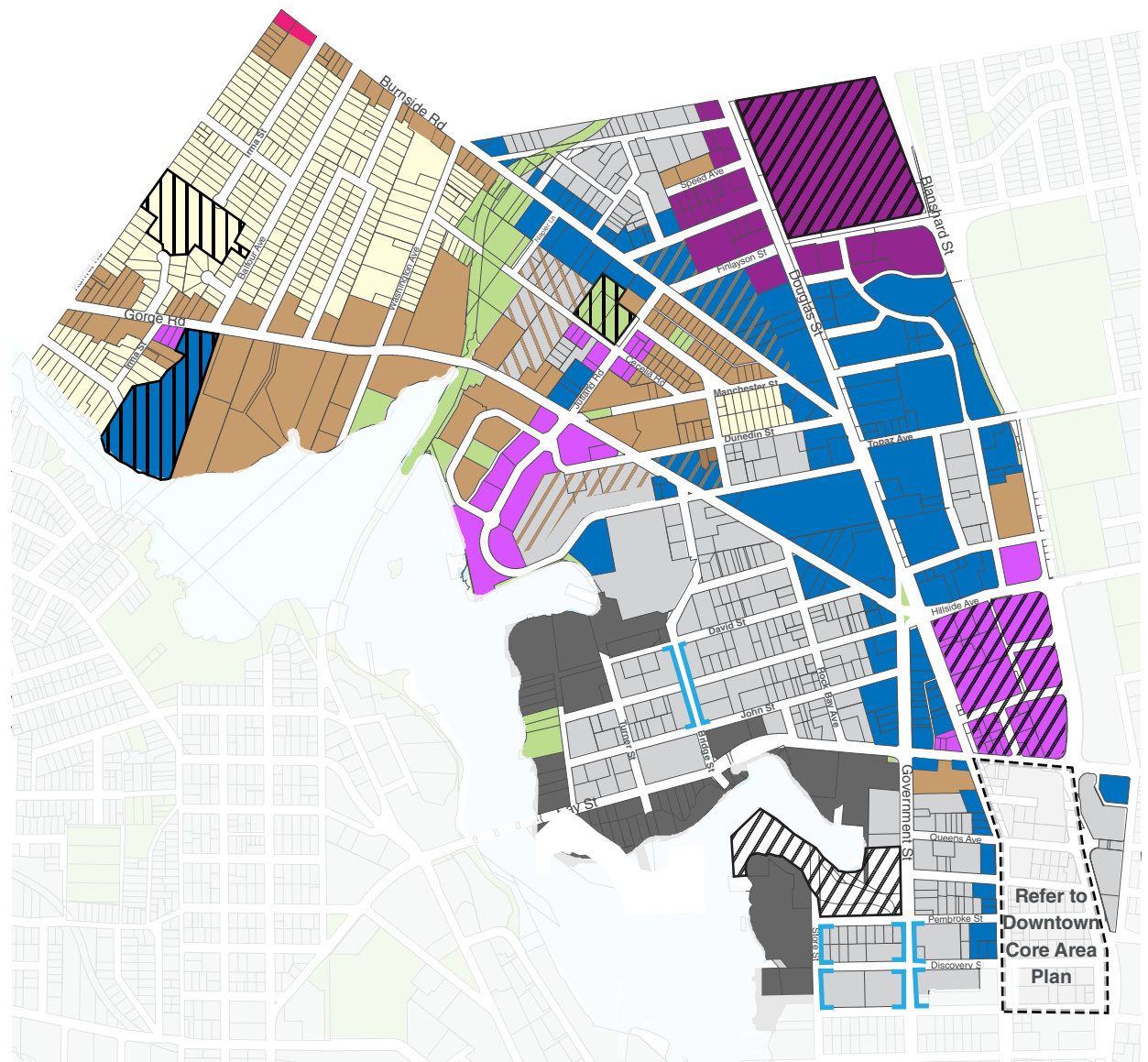
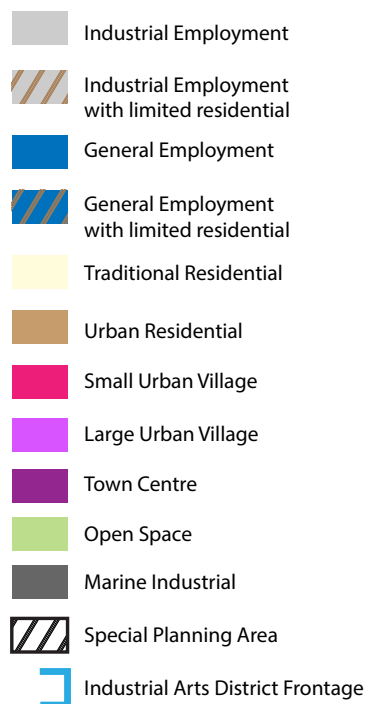
**4.1.9. Support Transit-Oriented Development:** Development along transit routes and near future station areas is encouraged, with amenities at and near transit stations.

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

# Burnside Neighbourhood Land Use Map







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

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








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

# Land Use Category Matrix

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



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

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

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

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



# 5. Transportation and Mobility

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



## Transform Arterial Streets into Complete Streets

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

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



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

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



## Support Urban Villages, New Housing and Employment

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

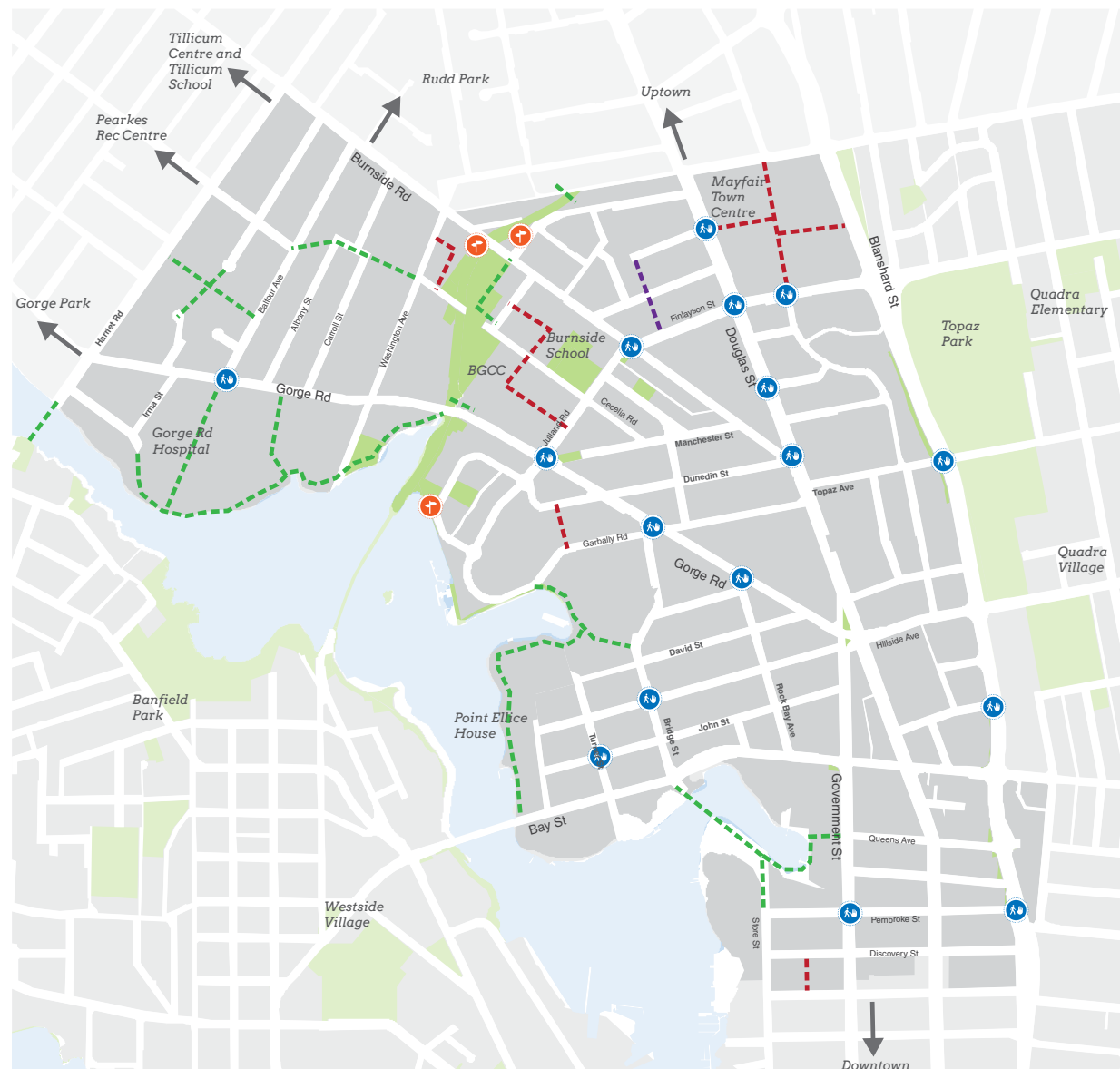


# Transportation and Mobility

## 5.1 Walking Routes

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

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








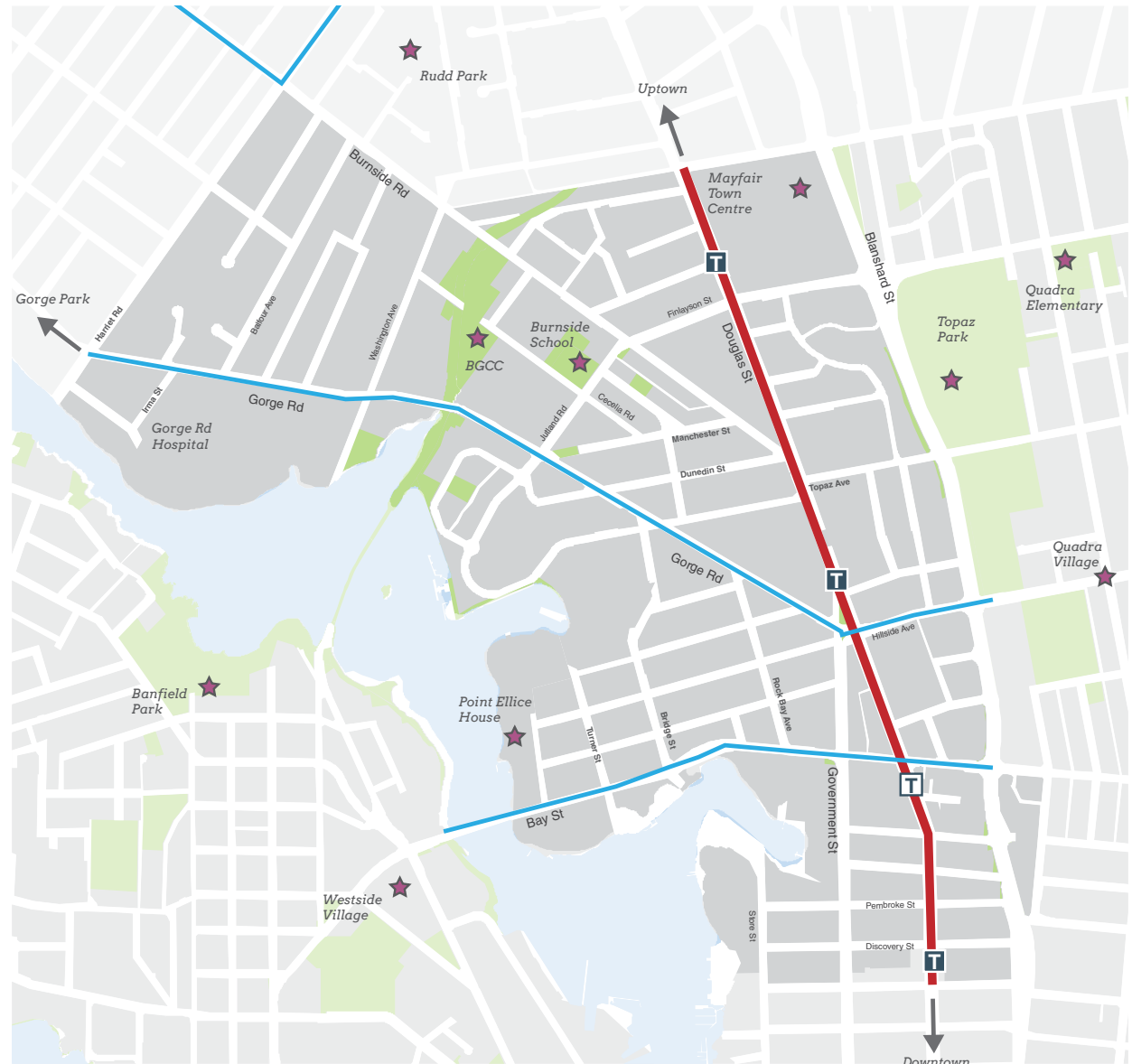
Map 3. Present and future priority pedestrian routes in the Burnside Gorge Neighbourhood

## Transportation and Mobility

# 5.2 Transit Routes

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

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



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

# Transportation and Mobility

## 5.3 Cycling Routes

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

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



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



## Transportation and Mobility

# 5.4 Priorities for Improvements

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

### 1. Burnside Road

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

### 2. Doric Connector and Cecelia Road

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

### 3. Gorge-Government All Ages and Abilities Bicycle Route

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

### 4. Connections to the Galloping Goose Regional Trail

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

### 5. Waterfront Pathway

Complete a pedestrian pathway between Lotus Street and Arbutus Park.

### 6. Bridge Street Streetscape Enhancement and Crossing

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

### 7. Rock Bay Sub-Area Improvements

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

### 8. Kings Road Bikeway

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

### 9. Blanshard and Topaz Avenue

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

### 10. Burnside Road Bicycle Lanes

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

### 11. Harbour Pathway Rock Bay Connection

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

### 12. Discovery Festival Street

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

### 13. Humber Green Intersection Design

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

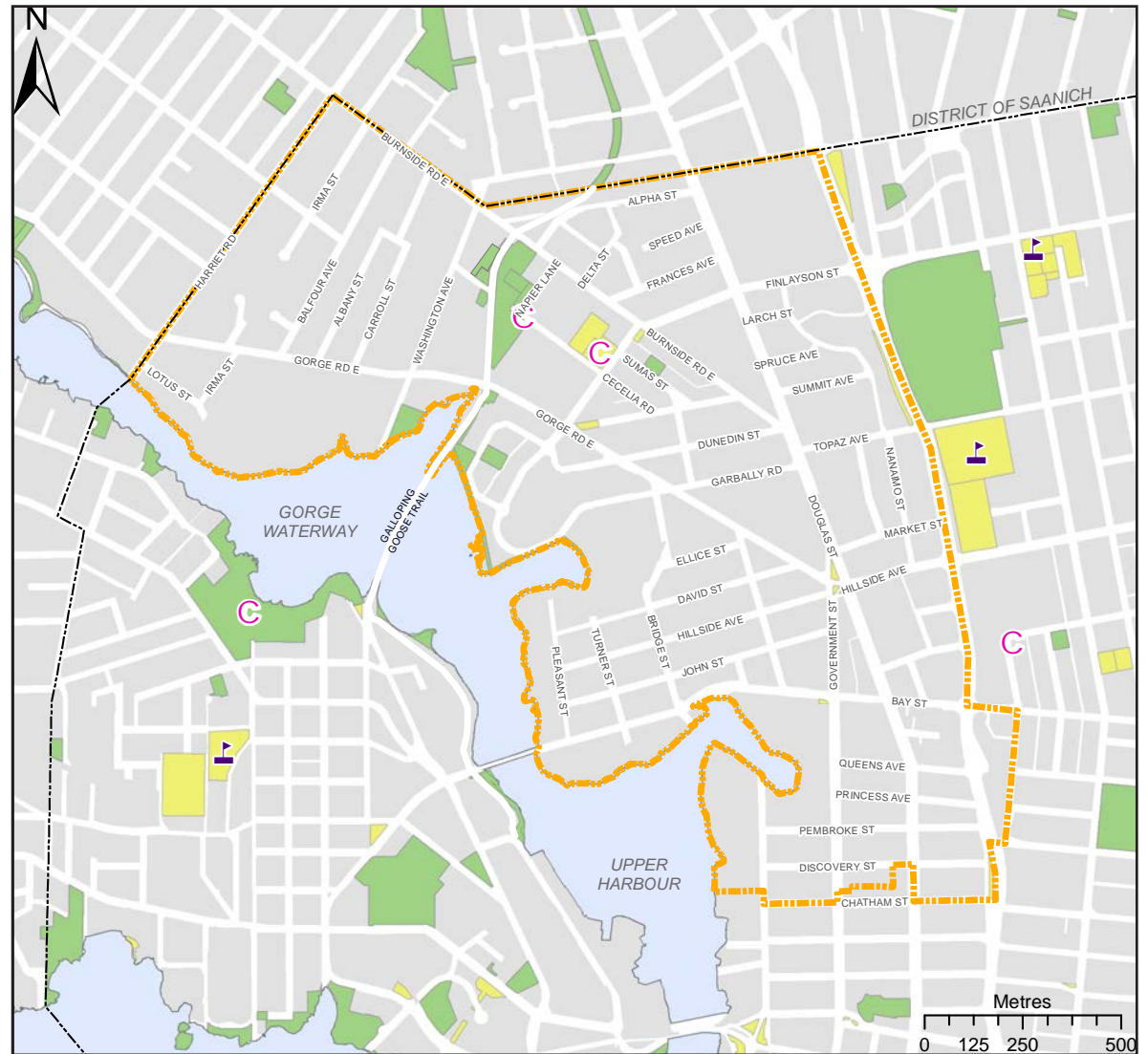
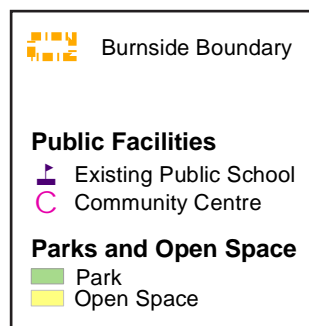


# 6. Parks, Trails, and Open Space

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

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

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



Map 6: Parks in Burnside Gorge Neighbourhood



# 6.1 Principles for Parks, Trails and Natural Areas



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

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



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

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

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



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

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

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

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

# 7. Infrastructure

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



## 7.1. Sanitary Sewer Policies

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

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



## 7.2. Stormwater Policies

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

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

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



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

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

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

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





# 8. Heritage

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

## 8.1 Heritage Policies

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

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

## 8.2. Heritage Actions

The City will undertake the following:

8.2.1. Amend the Official Community Plan to include the properties identified on Dunedin Street (north block) and Manchester Road (south block), as shown in Figure 19, within Heritage Conservation Area HCA 1: Traditional Residential.

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

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

8.2.4. Consider additional Heritage Conservation Areas proposed by citizens through the City's Citizen-Initiated Heritage Conservation Areas policy.

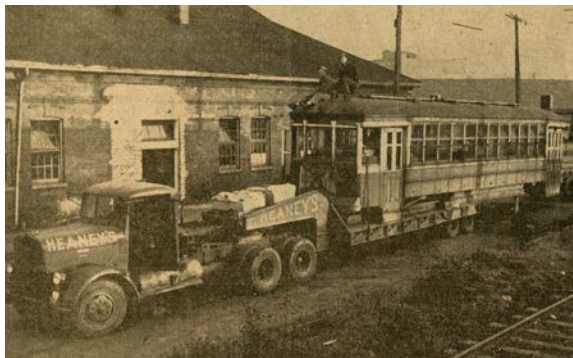
8.2.5. Work with the Province and the Point Ellice House Preservation Society to enhance visibility and access to the site and, support its ongoing use as a cultural destination for both locals and visitors, and as a valuable open space within the Rock Bay area.

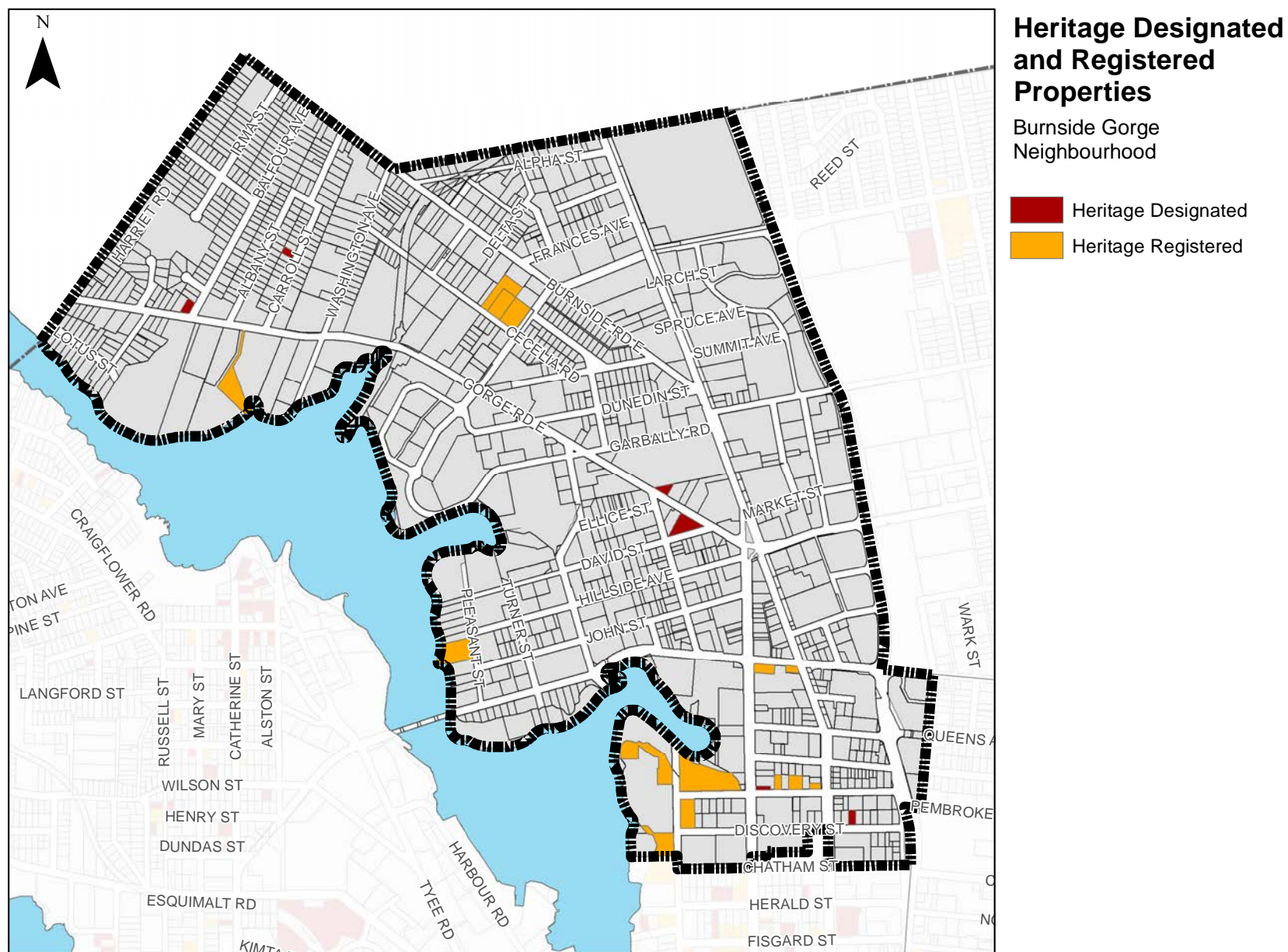
a. update zoning to reflect the site's use as a cultural destination and space for events and visitation.

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

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

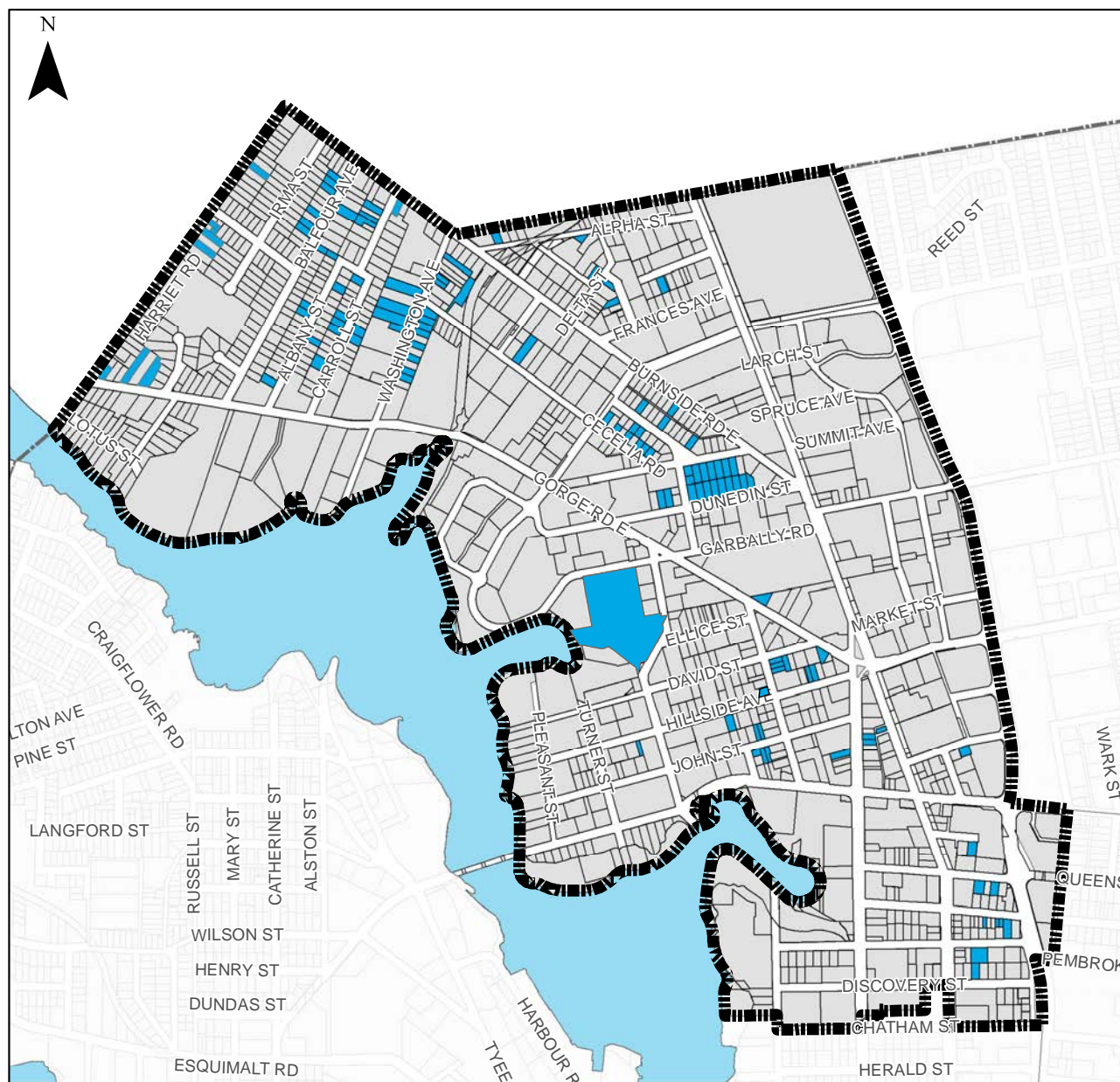
d. explore enhanced access to the grounds and site.





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





## Additional Buildings of Heritage Merit

Burnside Gorge Neighbourhood

Buildings of Heritage Merit

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

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





# 9. Business Vitality

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

Overall, this area provides:

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

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

The vision for the various employment lands is:

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

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

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

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

**Douglas Corridor General Employment Lands:**

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



## Business Vitality Strategies

### 9.1. Business Support and Marketing

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

### 9.2. Environmental Quality

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

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

### 9.3. Business-Ready Buildings

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

### 9.4. Space for Business and Arts Incubation

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

### 9.5. Public Parking Management

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

### 9.6. Urban Villages, Shops and Services

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



# 10. Arts and Culture



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

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



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



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

## 10.1. Space for Creation and Production

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

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

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

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

## 10.2. Support Creative Entrepreneurs

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

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

## 10.3. Space for Performance

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

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

## 10.4. Public Art

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

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

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

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

## Creative City Concept

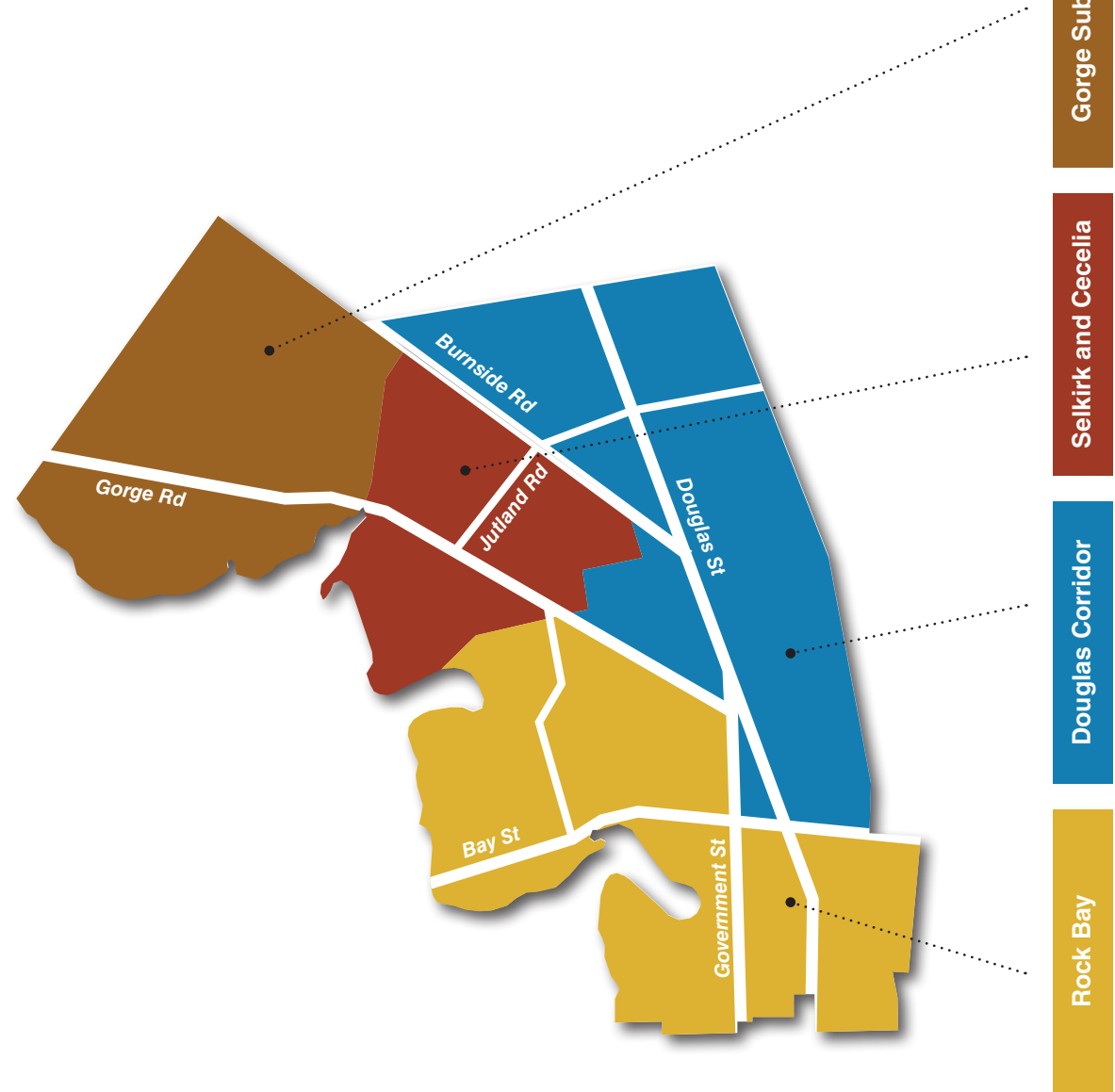
Cities can build culturally rich, urban environments that integrate place, culture and economy. Creative cities create opportunities to attract, retain and nurture talent and to foster the clustering of innovative enterprises. A creative city includes a sense of belonging and social cohesion supported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

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

# 11. Neighbourhood Sub-Areas

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

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

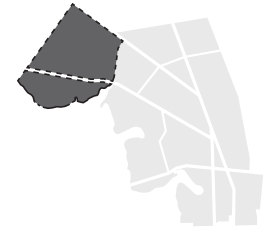






# 12. Gorge Residential Sub-Area

## Future Land Use Directions and Urban Design



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

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

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



Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

# Gorge Residential Sub-Area

## Land Use Policies

### 12.1. Gorge Road and Burnside Road Residential Corridors

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

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

### 12.2 Gorge Road Land Use Policies

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

- i) Development generally up to four storeys on the north side of Gorge Road, to maintain compatibility with the lower-density areas to the north, and generally up to six storeys on the south side consistent with Map 9.
- ii) a base density of 1.2 FSR and a maximum density of up to 2.0 FSR where amenities are provided to offset the impacts of additional density.

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

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

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

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

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

### 12.3 Burnside Road Land Use Policies:

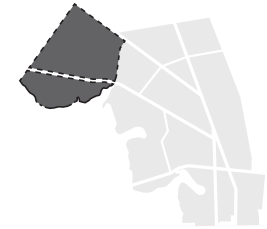
12.3.1. New multi-unit buildings on the south side of Burnside Road up to four storeys in height will be supported subject to the following criteria:

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



# Gorge Residential Sub-Area

## Land Use Policies cont'd



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

Denser ground-oriented housing (for example, townhomes) with a significant proportion of units oriented to families with children are supported with redevelopment on the large lots on the west side of Washington Avenue. (12.5.4.)

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

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

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



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

Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

## Gorge Residential Sub-Area

# Land Use Policies cont'd

### 12.4 Areas for ground-oriented housing:

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

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

### 12.5 Ground-Oriented Housing Policies

12.5.1. Ground oriented housing including attached or detached townhouses and fee simple row houses, will be supported subject to the following criteria:

a) Setbacks should be based on the following guidance:

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

creating semi-private space which encourages social interaction.

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

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

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

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

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

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

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

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

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

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



# Gorge Residential Sub-Area

## Urban Design Policies

### 12.6 Gorge Residential Urban Design Actions

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

12.6.1. To ensure new development is compatible, neighbourly and creates a good fit within these established residential neighbourhoods

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

12.6.3. To ensure a sensitive transition to the Gorge water way and the larger lots adjacent to it

12.6.4. To preserve important views towards the Olympic Mountains from north-south streets intersecting with Gorge Road

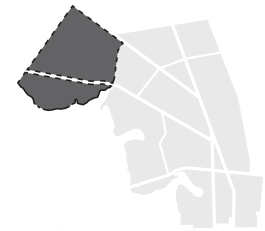
12.6.5. To preserve, enhance or establish native shoreline ecosystems and maintain habitat and views of a green shoreline from the adjacent water and from public trails on the opposite shore

12.6.6. To mitigate the impacts of noise from traffic along these two corridors on adjacent dwelling units through design features and building orientation

12.6.7. To minimize impacts of off-street parking on the pedestrian environment.



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



Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay



# Gorge Residential Sub-Area

## Urban Design Policies

### 12.7 Gorge Sub Area Ground-oriented Housing Urban Design Policies

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

12.7.1. present a friendly face, with units adjacent to the street or other public spaces

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

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

12.7.4. ensures livability and considerations for outdoor space

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

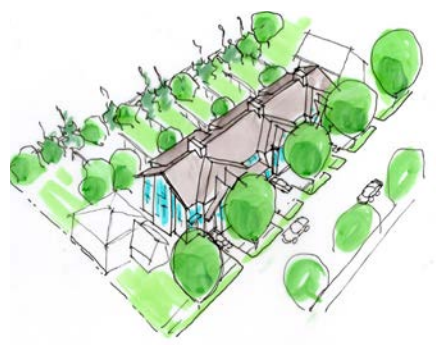
12.7.6. emphasizes green building and site sustainability approaches

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

Duplex or Houseplex



Free Simple Rowhouse



Townhome Cluster



Perpendicular Townhome Cluster



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

## Gorge Residential Sub-Area

# Placemaking and Public Realm

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

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

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



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



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

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



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

Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

## Gorge Residential Sub-Area

# Special Planning Areas

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

### 12.8. Gorge Road Hospital Site Policies

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

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

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

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

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

12.8.5. Establish a waterfront park and small boat launch

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

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

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

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

12.8.10. Seek opportunities to improve tree canopy.

Gorge Road Hospital Site concept plan

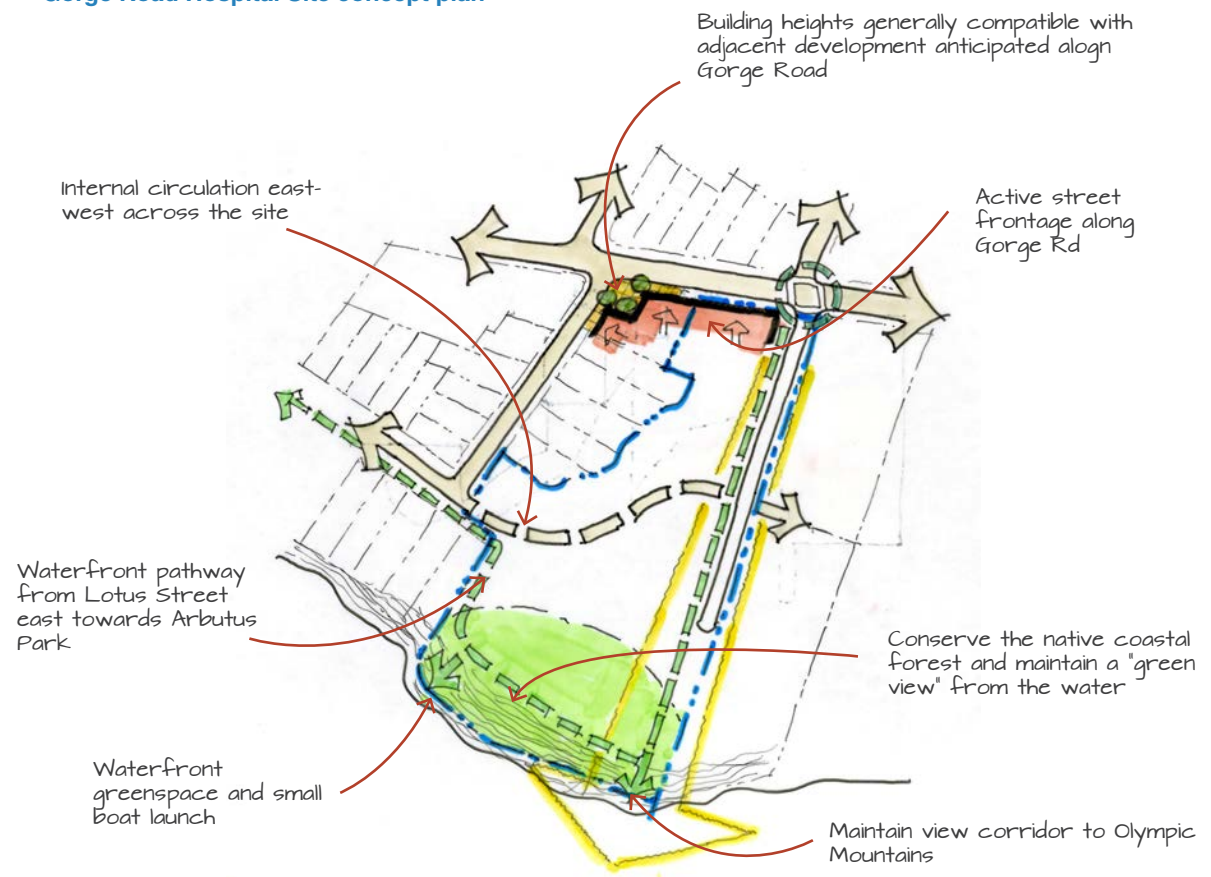
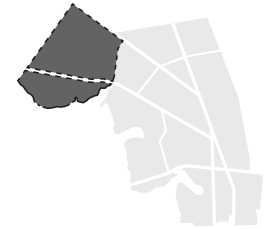


Figure 2. concept sketch showing principles for Gorge Road Hospital Site



# Gorge Residential Sub-Area

## Special Planning Areas Cont'd



### 12.9. Chown Place Policies

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

12.9.1. Any redevelopment of the site should maintain its affordable housing function

12.9.2. Protect or replace all existing non-market housing units

12.9.3. Provide circulation for pedestrians through the site to connect with the existing street network

12.9.4. Protect the existing Garry Oak Meadow and views at the end of Irma Street

12.9.5. Consider a mix of townhomes, stacked townhomes or low-rise multi-unit buildings up to 3 storeys in height and up to 1.0 FSR to site

12.9.6. Enhance the tree canopy including tree species within the landscape which reflect the site's history as an orchard.

Gorge Sub-Area

Selkirk and Cecelia

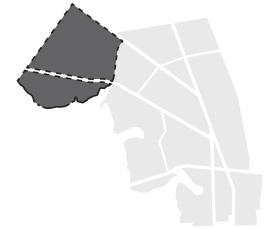
Douglas Corridor

Rock Bay



## Gorge Residential Sub-Area

# Walking and Cycling Improvements



### 12.10. Walking and Cycling Priorities

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

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

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

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

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

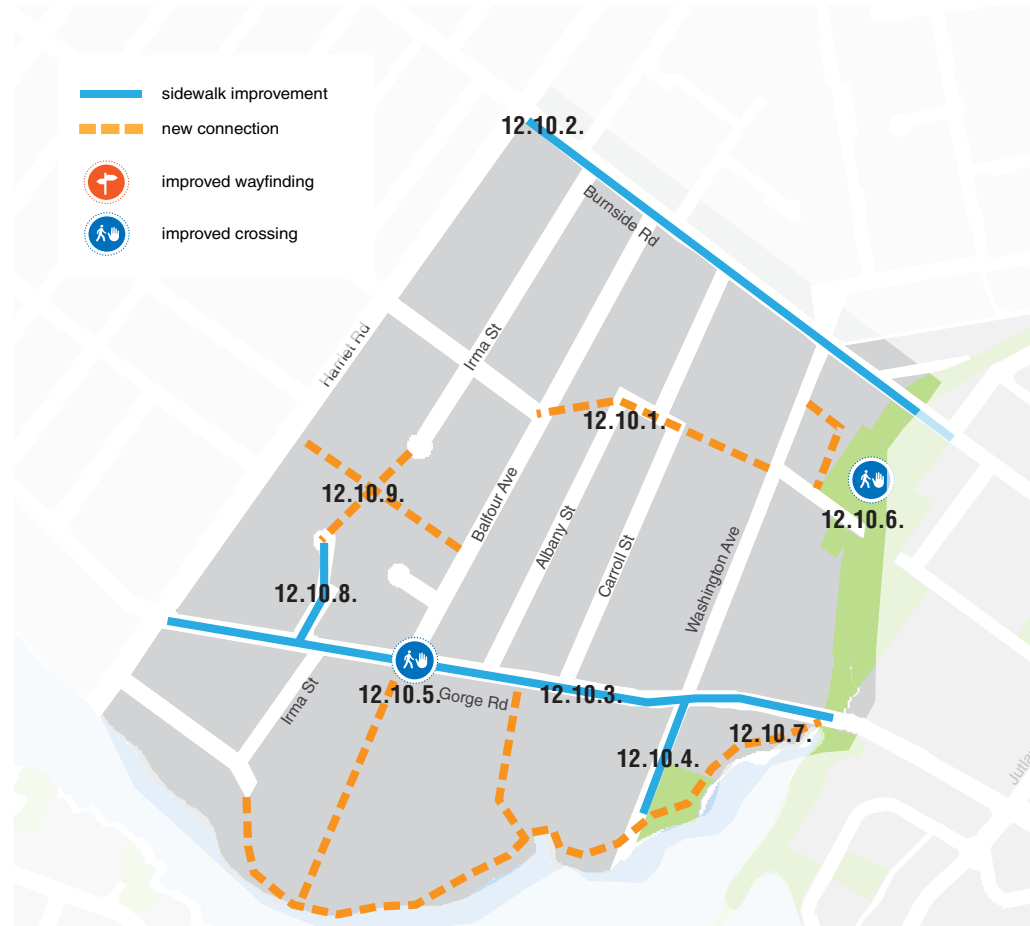
12.10.5. Gorge Road and Balfour Avenue: Create the fourth leg of the crosswalk across Gorge Road and install sidewalk on east side of Balfour where missing (immediately north of Gorge Rd).

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

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

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

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



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

# Gorge Residential Sub-Area

## Roadway Improvements

### 12.11. Burnside Road

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

#### 12.11.1. Interim Improvements

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

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

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

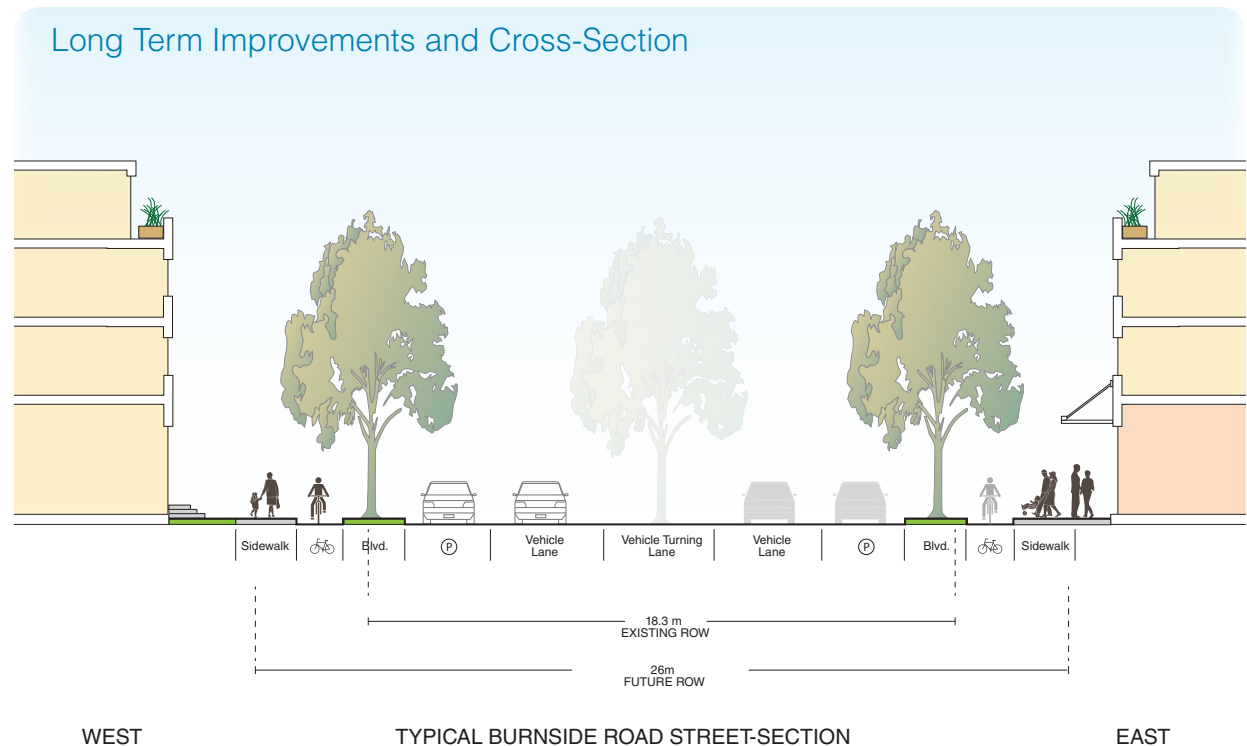
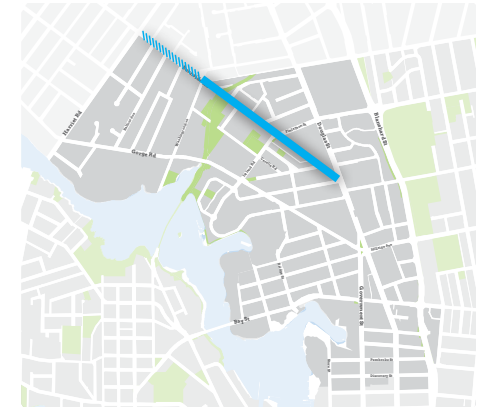


Figure 3: Long term cross section for Burnside Road

# Gorge Residential Sub-Area

## Roadway Improvements



### 12.12. Gorge Road

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

#### 12.12.1. Interim Improvements

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

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

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

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

#### Long Term Improvements and Cross-Section

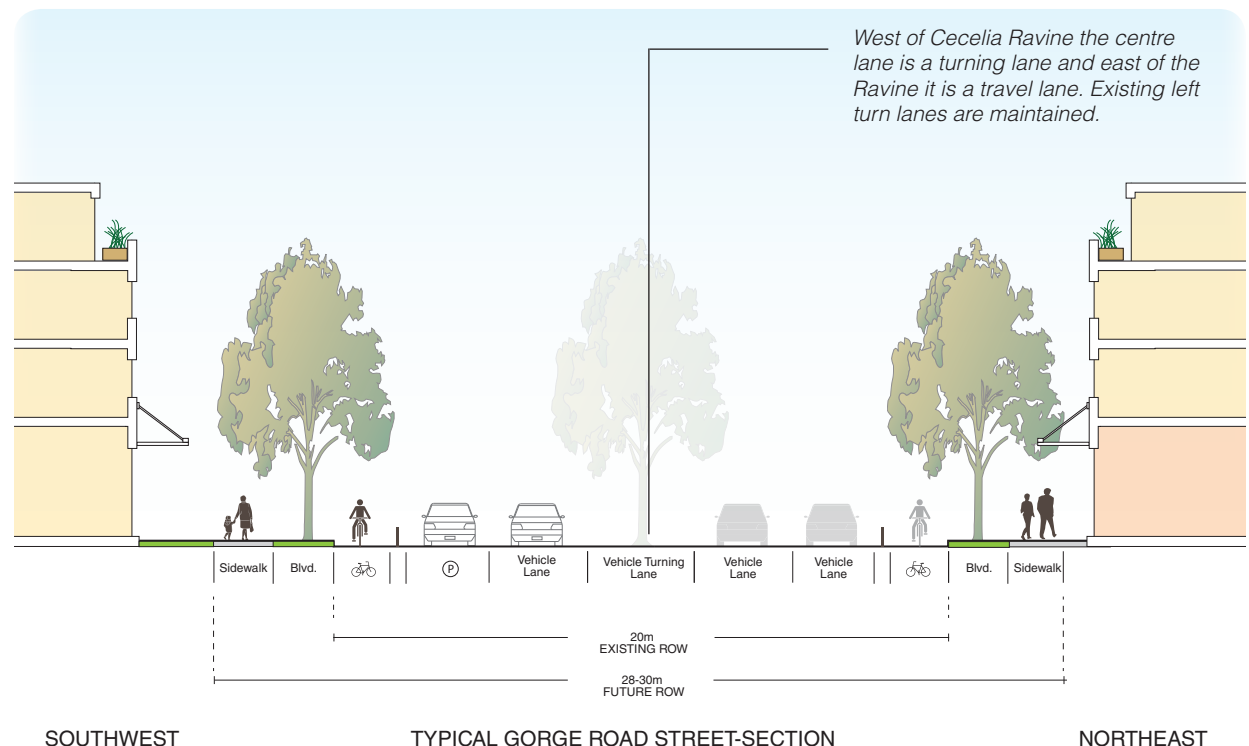
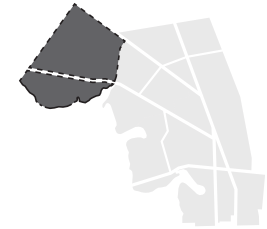


Figure 4: Long term cross section for Gorge Road

# Gorge Residential Sub-Area

## Parks, Open Space and Trails



### 12.13. Enhancing Existing Parks and Natural Areas

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

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

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

### 12.14. New Parks and Public Spaces

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

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

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

### 12.15 Paths and Trails

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

- Accelerate completion of a pathway link between the Galloping Goose and Arbutus Park, designed for pedestrians and cyclists.
- The pathway west of Arbutus Park may be designed for pedestrians only, or for pedestrians

and cyclists depending on the available widths and existing habitat, slopes and other constraints.

- Emphasize the preservation and enhancement of shoreline and aquatic habitats in any waterfront pathway development.
- Seek opportunities along the pathway to interpret the history and natural environment of the Gorge Waterway.
- Provide seating places and shaded areas to accommodate people of all abilities

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

### 12.17 Natural Environment

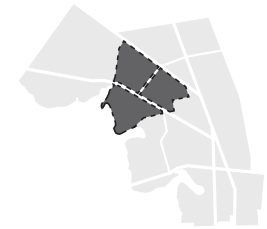
**12.17.1. Habitat restoration:** Continue to work with the Gorge Waterway Initiative and other partners to support the restoration of shoreline and aquatic ecosystems through habitat enhancement projects. Continue to work on invasive species removal and the planting of native vegetation in Cecelia Ravine.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





# 13. Selkirk and Cecelia Village Sub-Area

## Future Land Use Directions and Urban Design



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

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

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

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



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

# Selkirk and Cecelia Village

## Land Use Policies

### 13.1. Land Use Policies

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

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

13.1.2. Along local streets in the Sumas residential area east of Jutland Road, new intensive residential development will be supported through redevelopment subject to the following:

- a. Stacked townhomes or small apartments up to three storeys, with density up to 1.2 FSR, are appropriate generally on consolidations of two lots or on larger lots, consistent with Map 10. Less intensive infill options are supported on smaller lots between Sumas Street and Cecelia Road.
- b. homes listed on the Heritage Register, or of heritage merit, should be retained and protected through heritage designation as a condition of any rezoning which adds density (See Figure 19-21).

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

- a. New attached dwellings or apartments, up to four storeys, are encouraged generally on consolidations

of two or more lots.

b. A base density of 1.2 FSR is supported, with density up to 2.0 FSR where amenity contributions are provided to offset the impacts of density.

c. New residential development may include commercial uses on the ground floor, except retail and restaurant uses unless adjacent to Jutland Rd.

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

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

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

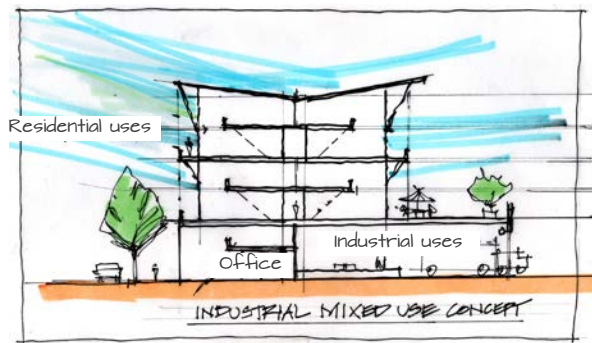


Figure 6: an example of an Industrial Employment and Residential mixed use development featuring industrial/flex space at ground level, with residences above.

### Heritage Conservation Area - HCA1: Traditional Residential for Dunedin Street (North) and Manchester Road (South)



Figure 19. Proposed Heritage Conservation Area - HCA1: Traditional Residential for Dunedin Street (North) and Manchester Road (South)

This block of houses is significant as it is one of the few remaining areas of the Burnside Gorge neighborhood which has retained its original housing stock for more than a hundred years.

The majority of these homes were built during a construction boom that Victoria experienced from 1900 to 1913. The block contains several different styles of home design popular at the turn of the twentieth century. There are Edwardian colonial bungalows present, as well as Arts and Crafts styled houses, and a Queen Anne revival styled cottage built in 1893.

This block is also significant for its association with notable figures from Victoria's past who once lived here. This includes Mother Mary Agnes, founder of the St. Clare's Monastery and politician Noah Shakespeare.

# Selkirk and Cecelia Village

## Land Use Policies

### Legend

-  Industrial Employment
-  Industrial Employment with limited residential
-  General Employment
-  General Employment with limited residential
-  Traditional Residential
-  Urban Residential
-  Large Urban Village
-  Heritage Conservation Area
-  Park/Open Space
-  Special Planning Area - see page 68
- #** Anticipated Building Height (storeys)

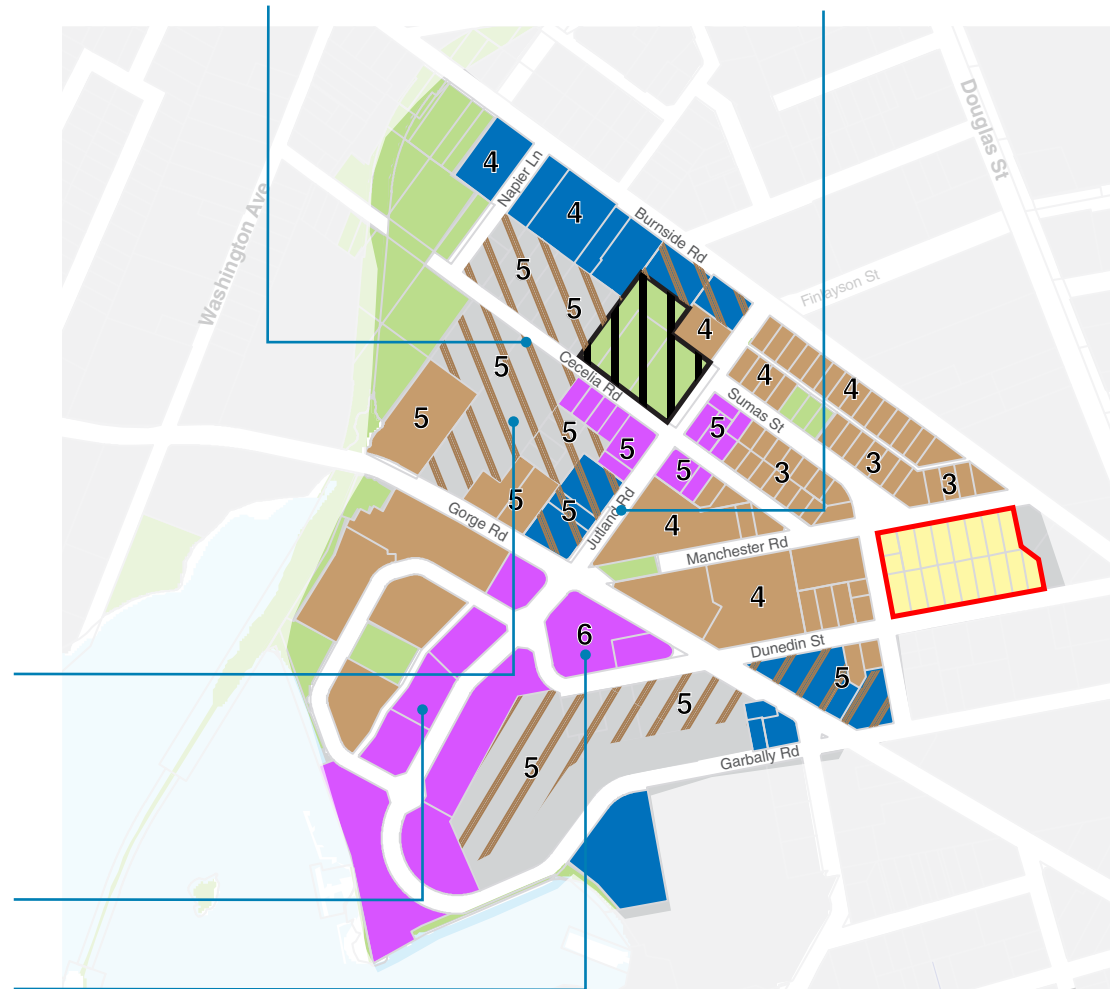
13.1.6 With any future redevelopment of the GVSD works yard, a mix of light industrial employment and residential uses, with connectivity established throughout the site, and an urban village frontage on Cecelia Road opposite the Burnside School site, would be supported.

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

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

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

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



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

Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay



# Selkirk and Cecelia Village

## Urban Design Policies

### 13.2. Urban Design Policies

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

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

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

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

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

#### Principles for development of the Cecelia Village Area

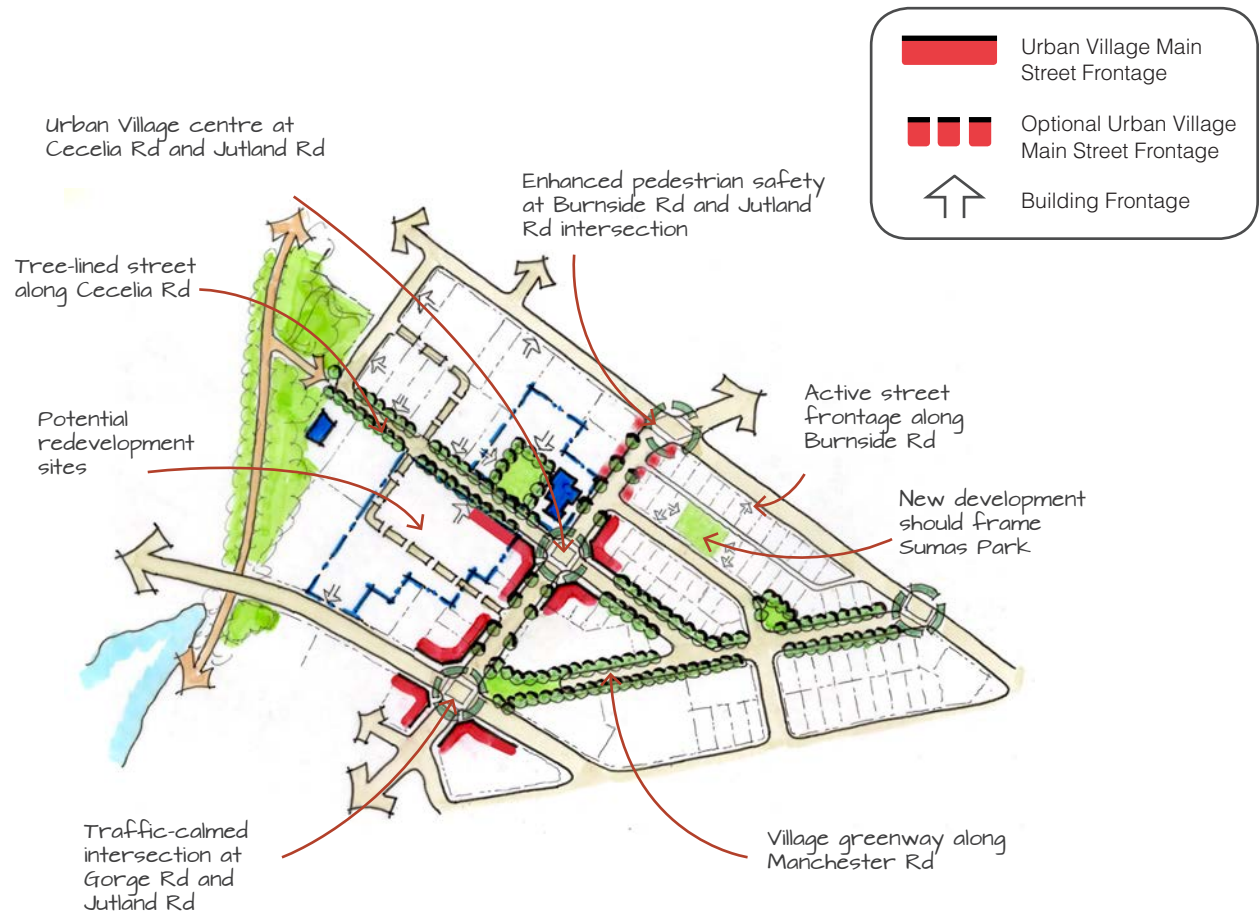


Figure 7. concept sketch showing principles for development of the Cecelia Village Area

## Selkirk and Cecelia Village

# Placemaking and Public Realm

### 13.3. Placemaking Priorities

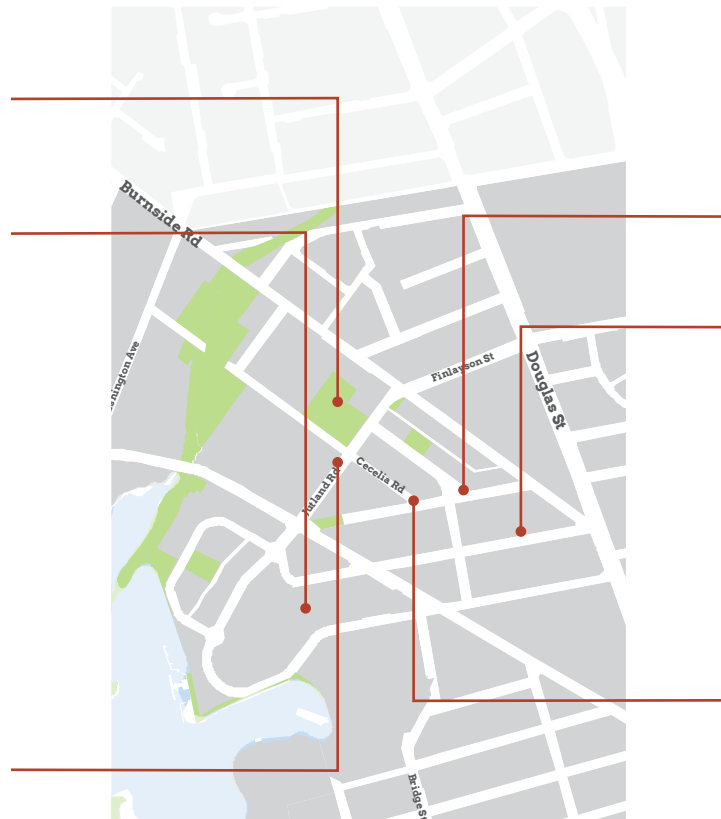
Placemaking within this area is intended to support the extension of an urban village along Jutland Road with an added focus at the Cecelia-Jutland intersection.

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

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



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

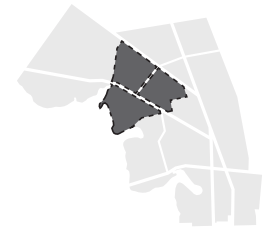


Expand and enhance the greenspace at Sumas and Manchester Streets to create a more attractive small public space.

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



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



Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

# Selkirk and Cecelia Village

## Special Planning Areas

### 13.4. Burnside School Site

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

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

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

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

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



## Selkirk and Cecelia Village

# Walking and Cycling Improvements

### 13.5. Walking and Cycling Priorities

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

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

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

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

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

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

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

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

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



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

Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay



# Transportation and Mobility

## Roadway Improvements



### 13.6. Jutland Road

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

#### Interim Improvements

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

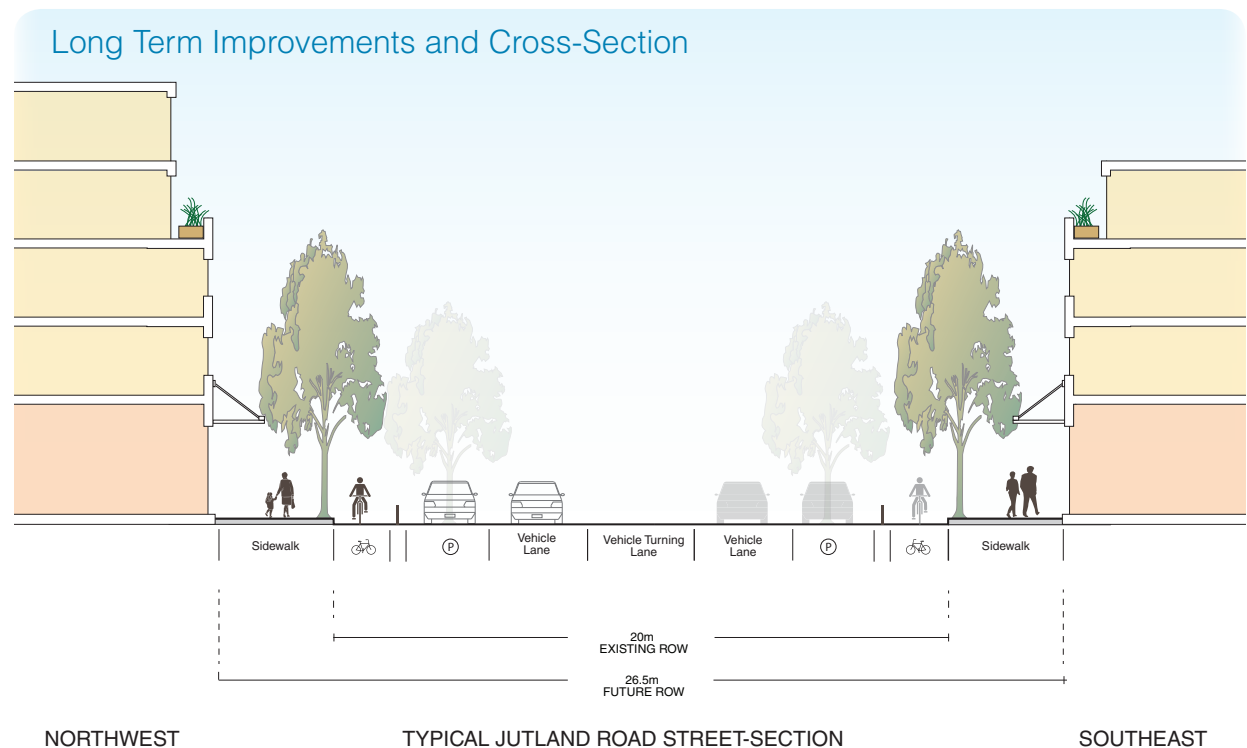


Figure 8: Long term cross section for Jutland Road

# Selkirk and Cecelia Village

## Parks, Open Space and Trails



### 13.7 Enhancing Existing Parks and Natural Areas

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

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

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



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

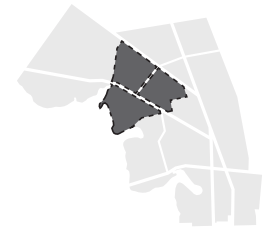
### 13.8. New Parks and Public Spaces

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

### 13.9. Paths and Trails

**13.9.1. Galloping Goose:** Work with the CRD to:

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





# 14. Douglas Corridor Sub-Area

## Future Land Use and Urban Design

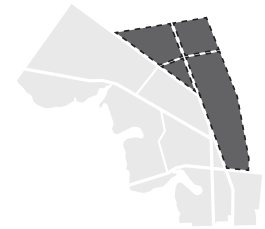
Douglas Corridor is envisioned to be the future Rapid Transit spine for the region, with stations envisioned at Mayfair Town Centre, near the intersection of Douglas Street and Finlayson Street, and at Humber Green, near the intersection of Douglas Street and Market Street.

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

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



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





# Douglas Corridor

## Land Use Policies

### 14.1. Humber Green

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

#### Humber Green Land Use Policies:

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

### 14.2. Mayfair Town Centre:

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

#### Mayfair Town Centre Land Use Policies:

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

### 14.3. Douglas Corridor General Employment Lands

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

#### General Employment Lands Land Use Policies

- 14.3.1. Maintain industrial or general employment zoning within these areas, consistent with the Official Community Plan and Map 12.
- 14.3.2. Areas of general employment uses with residential uses on upper floors may be developed only along Burnside Road between Frances Street and Manchester Road as shown in Map 12. Lots which front onto both Burnside Road and Douglas Street may contain residential uses at grade if a significant employment component is included in the part of the lot along Douglas Street which is designated as General Employment.

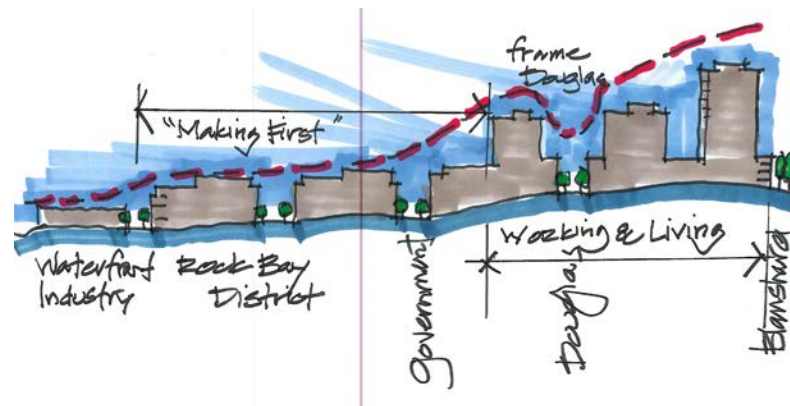
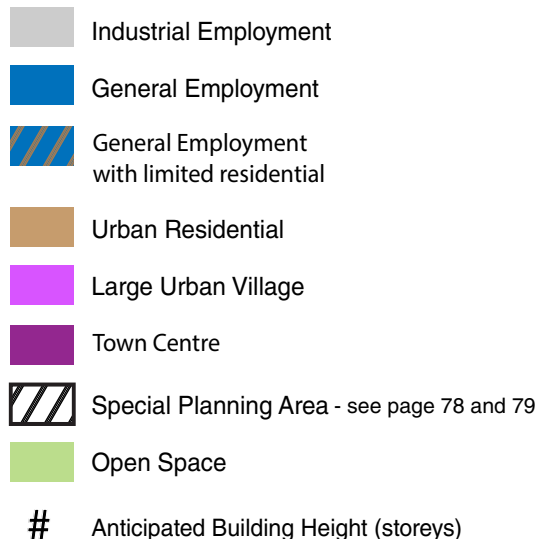


Figure 10: Land Use Concept showing a 'stepping down' of density from the Douglas Corridor to Rock Bay and the Waterfront

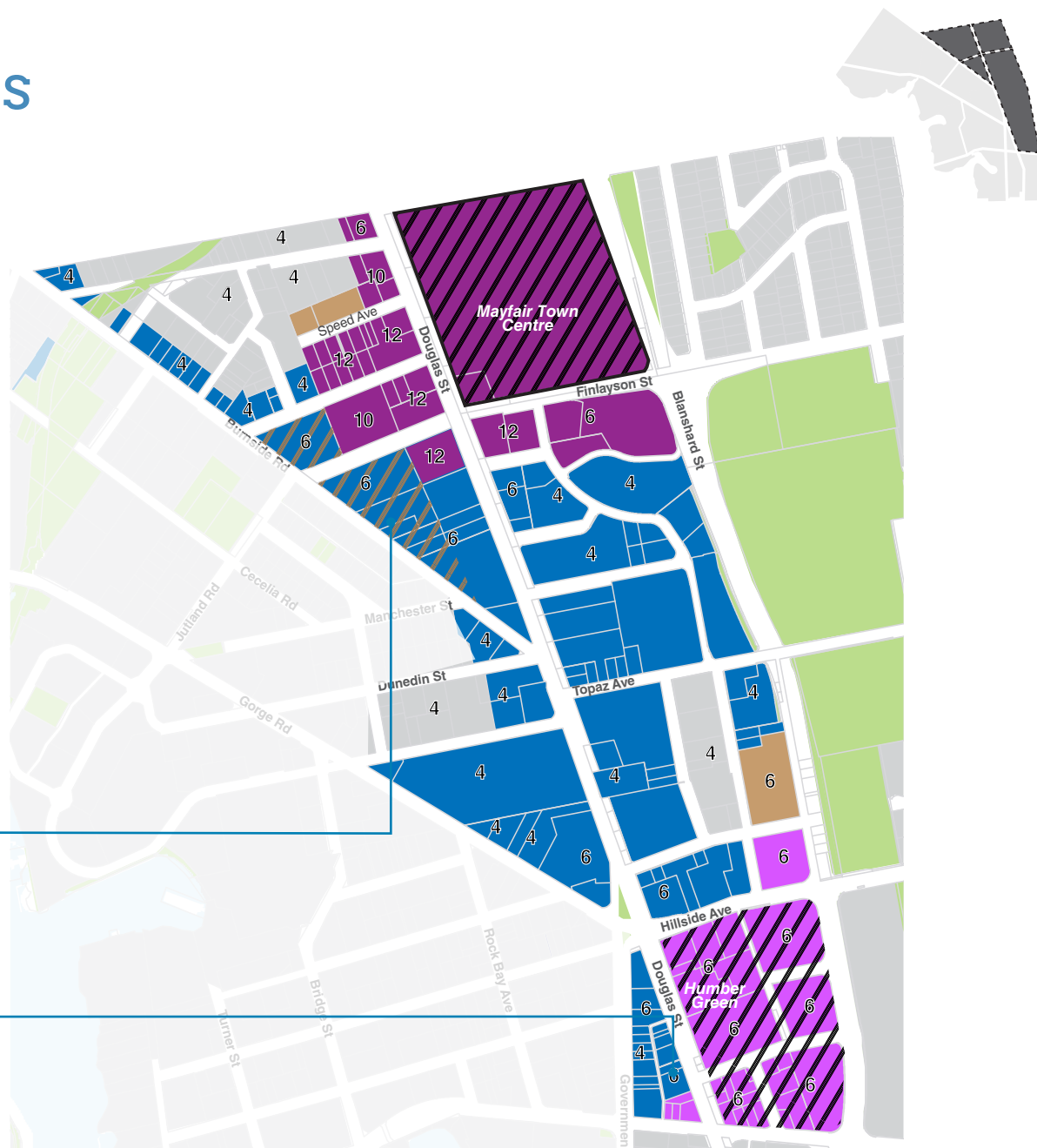
# Douglas Corridor

## Land Use Policies



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

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



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

Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

# Douglas Corridor

## Urban Design Policies

### 14.4. Douglas Corridor Urban Design Policies

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

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

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

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

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

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

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

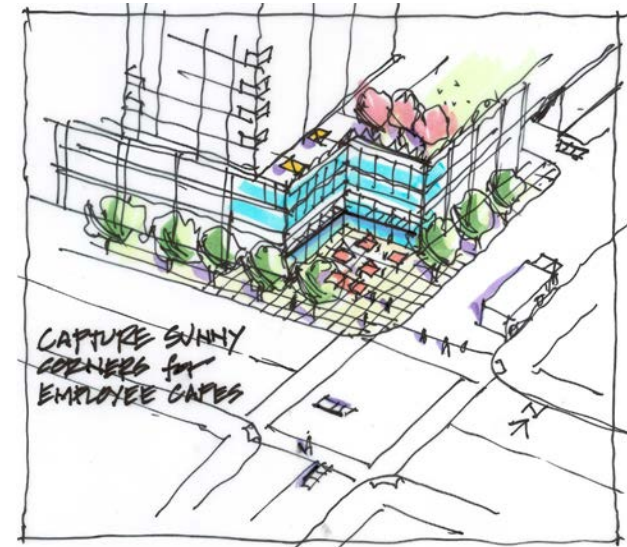


Figure 11: illustrating the concept of incorporating small transit plazas for future rapid transit stations that are defined and activated by new development.



Example of an architectural feature at a terminating vista.

## Douglas Corridor

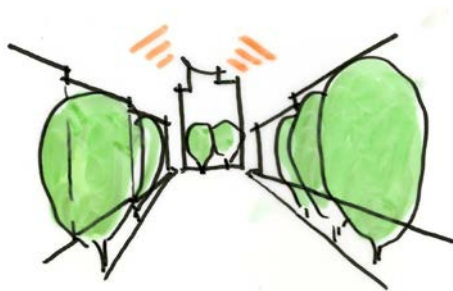
# Placemaking and Public Realm

### 14.5. Placemaking Priorities

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

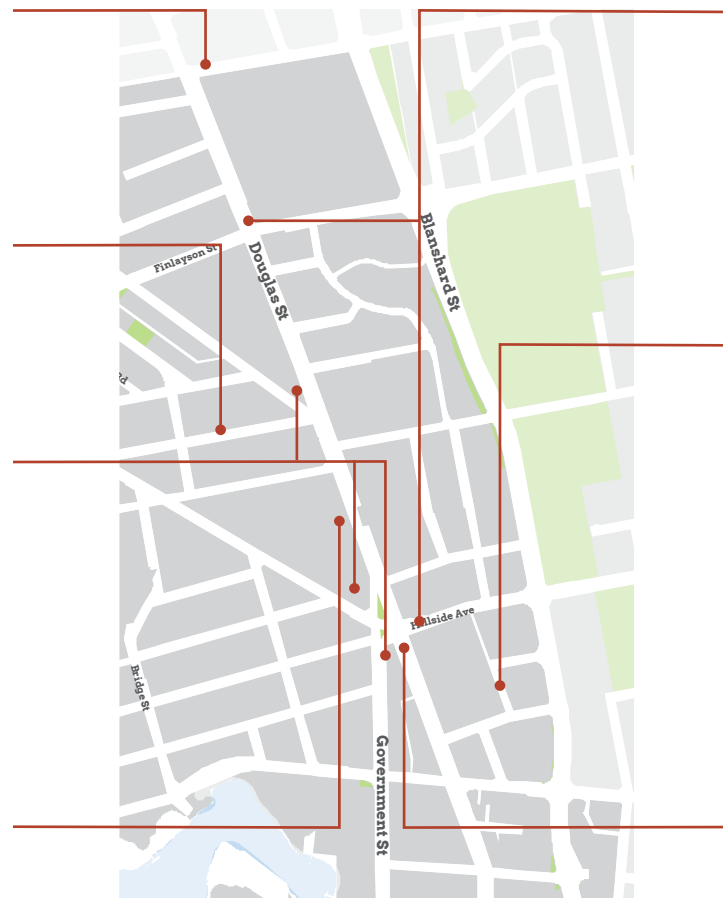
Develop Douglas Street as a corridor supportive of pedestrian activity, with mature street trees, distinctive street furnishings and separation of pedestrians from traffic. Over time, establish a cohesive urban design that continues the character of downtown extending to the Humber Green intersection.

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

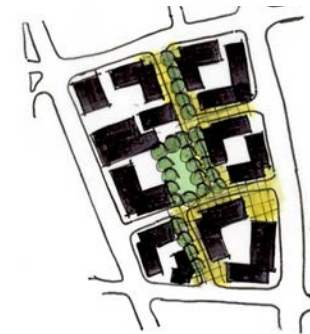


Establish prominent buildings at street-end vistas at these locations.

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



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

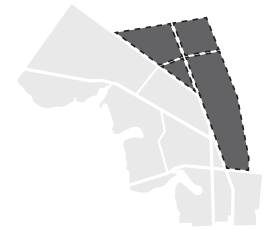


Develop the internal streets within Humber Green (Ross Lane, King's Street and Westborough Place) as shared spaces (e.g., "woonerfs") to create a strong pedestrian orientation.

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

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

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



Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay



# Douglas Corridor

## Special Planning Areas

### 14.6: Principles for Redevelopment of Mayfair Shopping Centre

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

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

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

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

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

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

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

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

#### Principles for development of Mayfair Mall

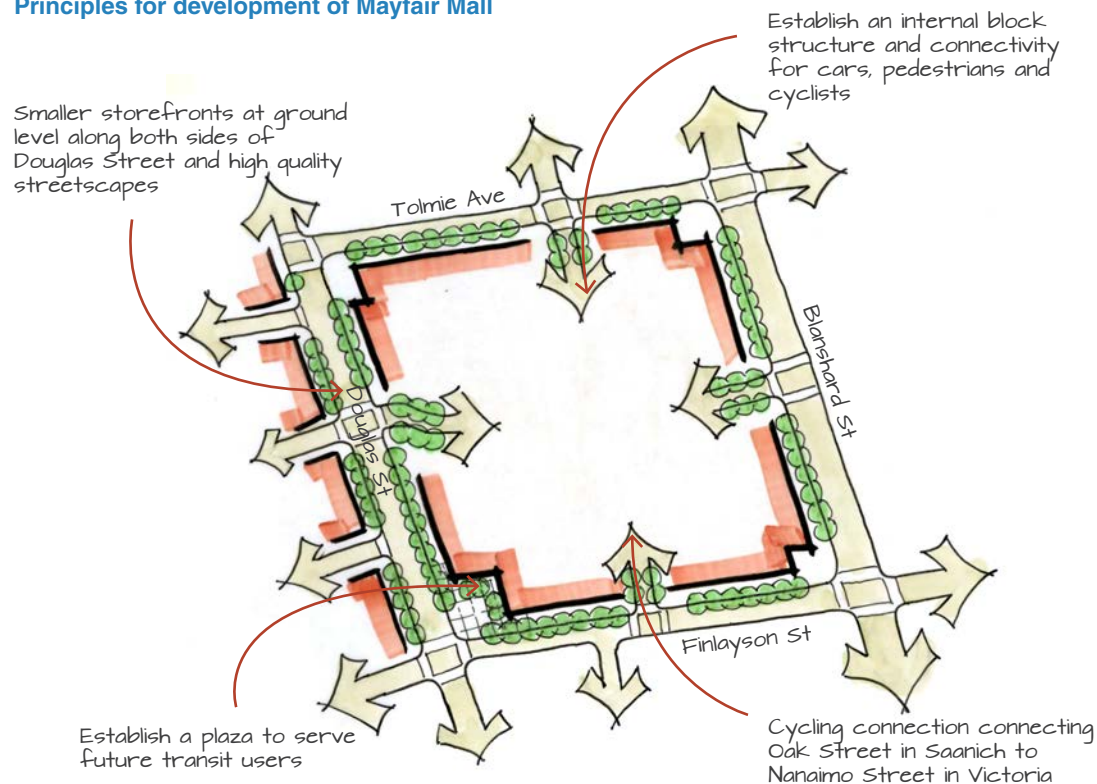


Figure 12: concept sketch showing principles for development of Mayfair Mall

# Douglas Corridor

## Special Planning Areas

### 14.7 Principles for Redevelopment of Humber Green Area

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

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

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

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

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

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

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

#### Principles for development of Humber Green

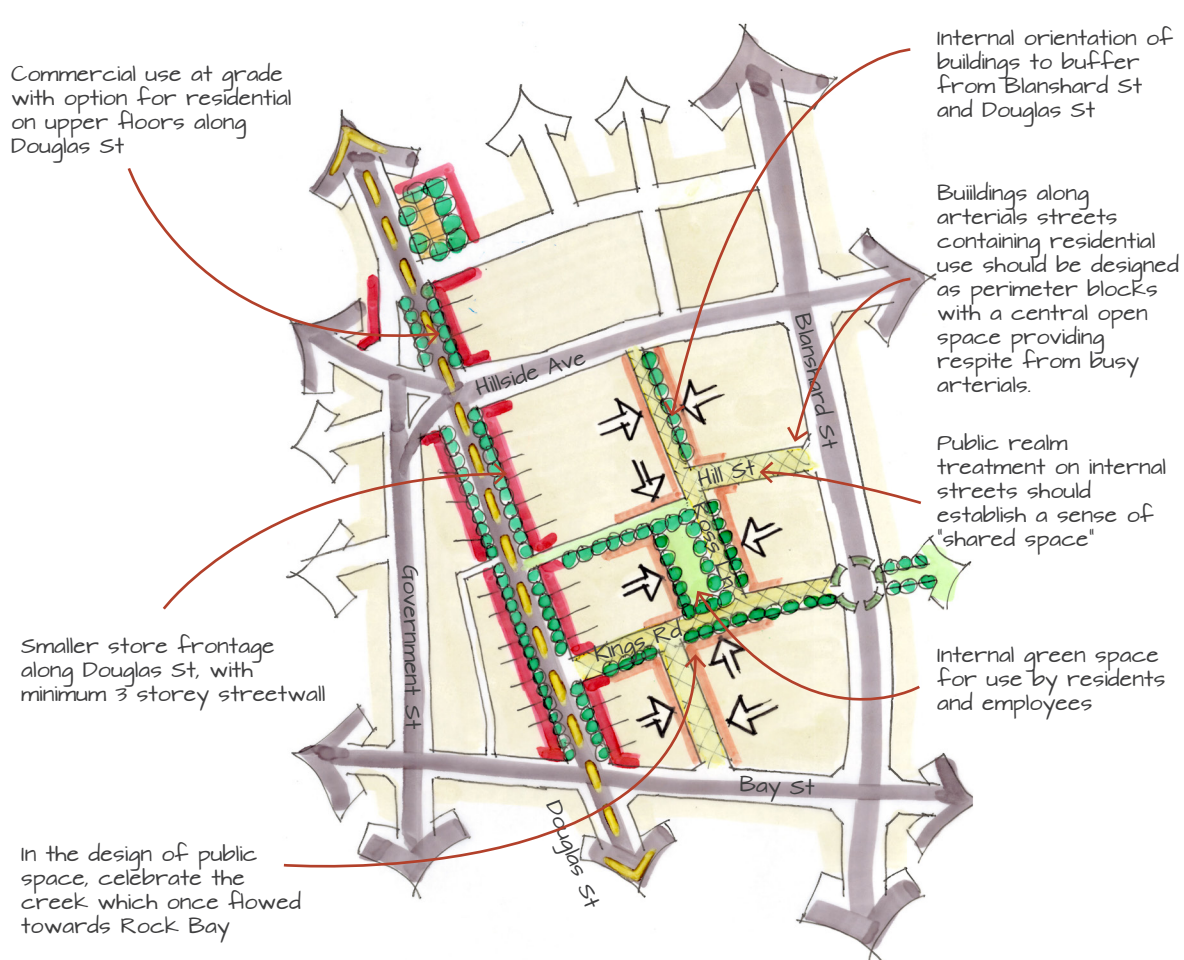


Figure 13: concept sketch showing principles for development of Humber Green

# Douglas Corridor

## Walking and Cycling Improvements

### 14.8: Walking and Cycling Priorities

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

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

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

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

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

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

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

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

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

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

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



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

# Transportation and Mobility

## Roadway Improvements



Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

### 14.9. Finlayson Street

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

#### Interim Improvements

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

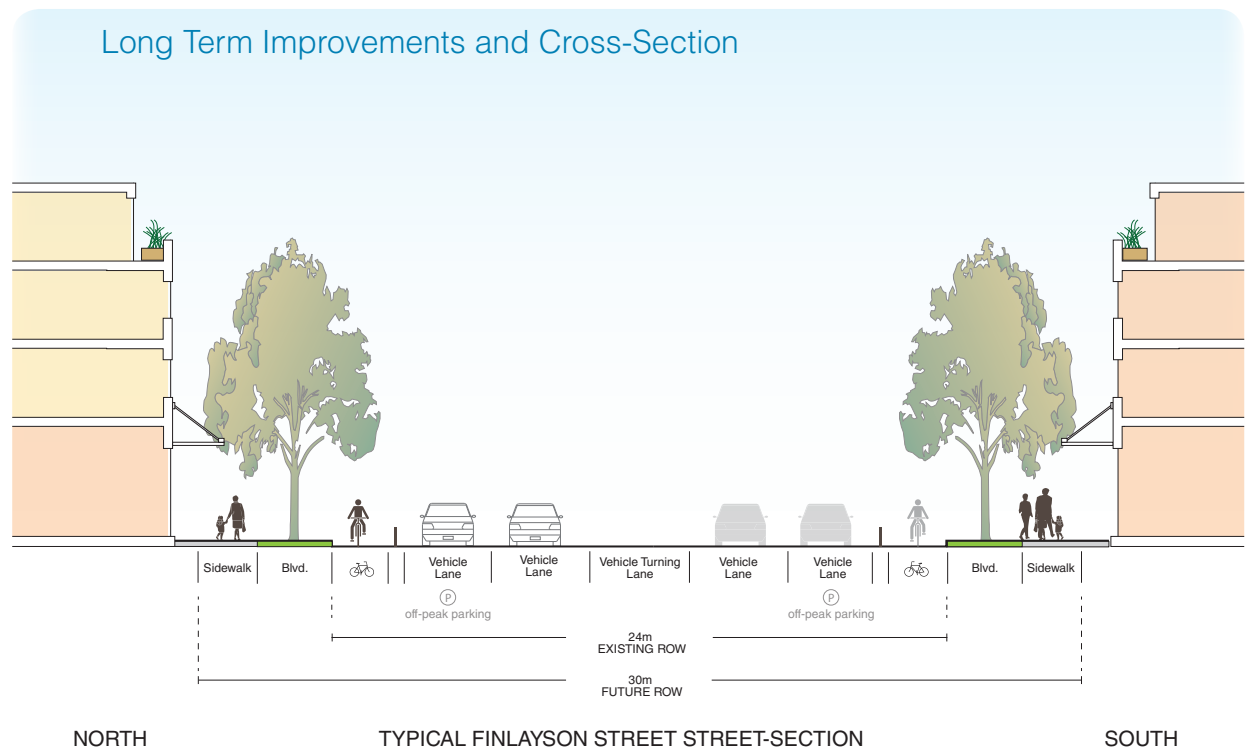


Figure 14: Long term cross section for Finlayson Street



# Transportation and Mobility

## Roadway Improvements

### 14.10. Douglas Street

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

#### 14.10.1. Transportation and Design Elements

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

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

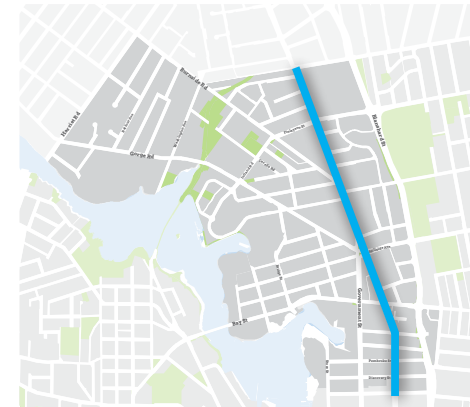
- If future transportation capacity allows for a reduction in general purpose lanes north of Hillside Avenue, excess space should be reallocated to enhance pedestrian-oriented streetscapes and landscape, and/or provide on-street parking supporting a "main street" character.

#### 14.10.2. Douglas Street Right of Way

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

#### 14.10.3. Interim Improvements

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



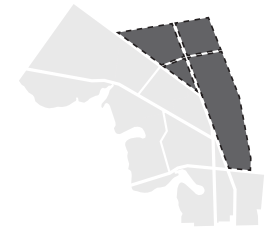
- Maintain Douglas Corridor as a green corridor with planted boulevards and street trees.
- Work with BC Transit to support improvements (e.g. signal prioritization, enhanced bus shelters supporting real-time information) to support the evolution towards a Frequent Transit level of service as a step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

## Douglas Corridor

# Parks, Open Space and Trails

### 14.1. Policies for New Parks and Public Spaces

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



Gorge Sub-Area

Selkirk and Cecelia

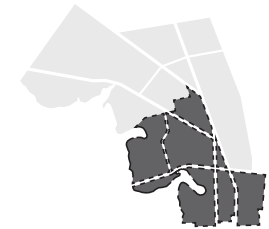
Douglas Corridor

Rock Bay



# 15. Rock Bay Employment Sub-Area

## Future Land Use Directions and Urban Design



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

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

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

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



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



# Rock Bay Employment Area

## Land Use Policies

### 15.1. Heavy Industrial Areas

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

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

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

### 15.2. Industrial Employment Areas

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

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

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

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

15.2.3. Buildings up to 4 storeys and 2.0 FSR are supported except where noted on Map 14 (page 85). South of Bay Street and west of Douglas Street,

up to 5 storeys and 2.5 FSR is supported

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

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

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

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

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

### 15.3. Industrial Arts

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

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

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

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

### 15.4. General Employment

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

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

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

### 15.5 Rock Bay Downtown Core Area Mixed Use

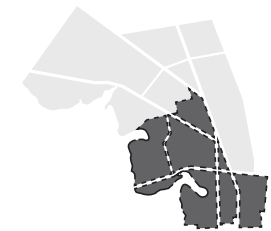
These areas have been identified in the Downtown Core Area Plan for residential and mixed use development at the north end of Downtown.

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

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

# Rock Bay Employment Area

## Land Use Policies



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

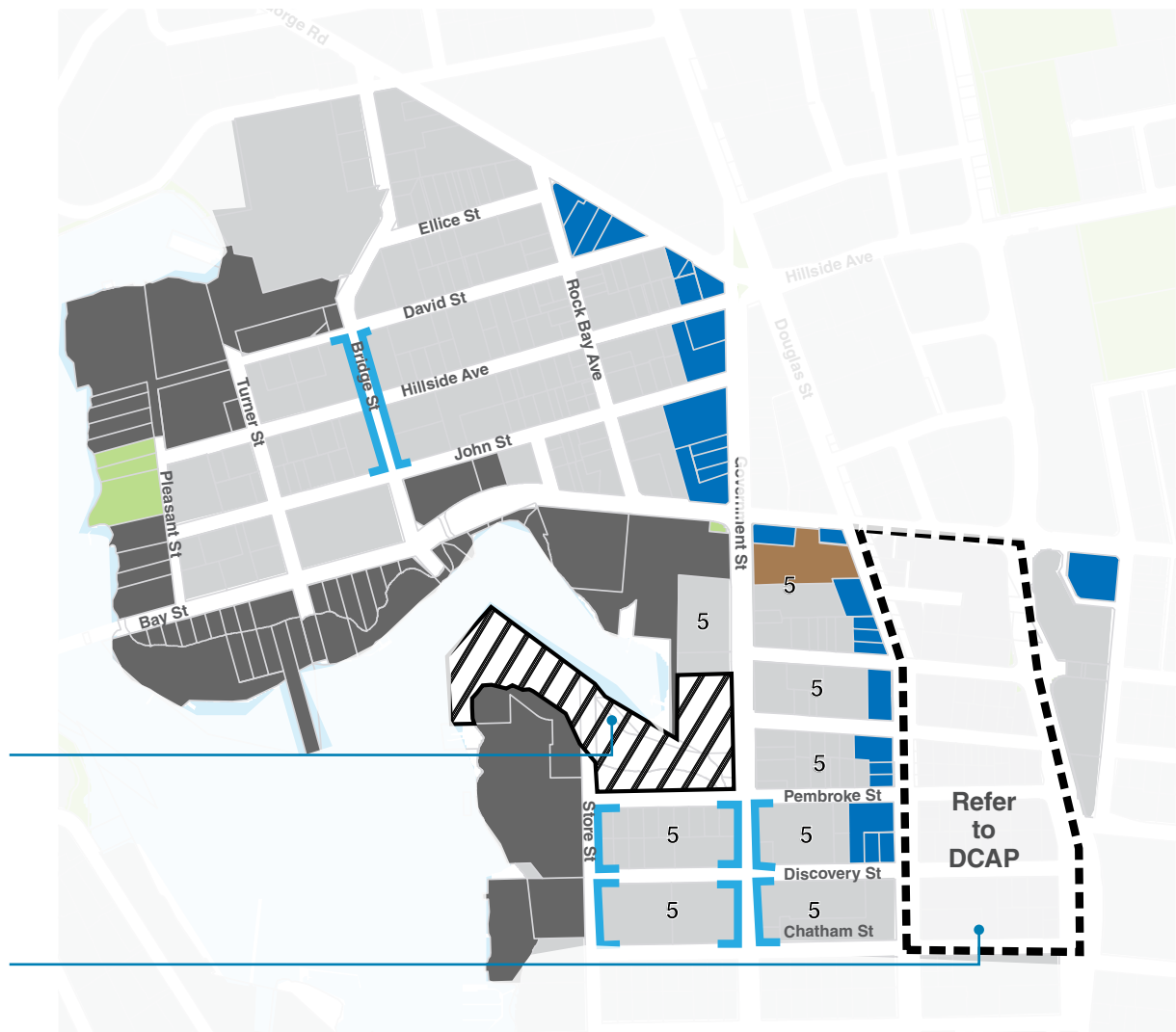
Industrial Arts District Frontage

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

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

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

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



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

Gorge Sub-Area

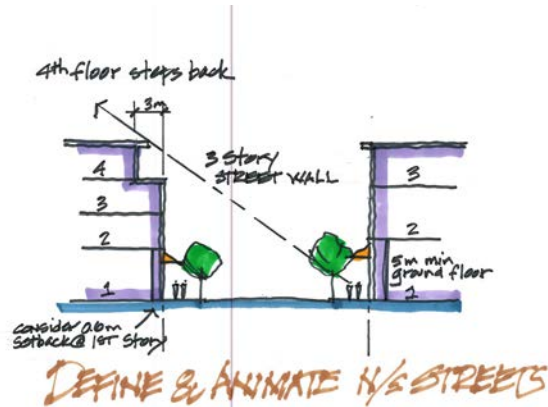
Selkirk and Cecelia

Douglas Corridor

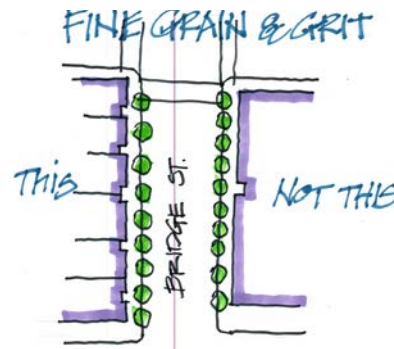
Rock Bay

# Rock Bay Employment Area

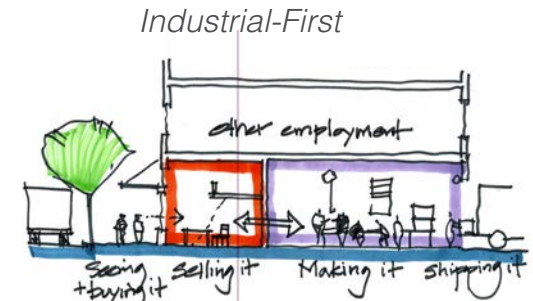
## Urban Design Policies



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



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



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

### 15.6. Urban Design Policies

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

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

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

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

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

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

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

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

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

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

## Rock Bay Employment Area (North)

# Placemaking and Public Realm

### 15.7. Placemaking Priorities

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

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

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

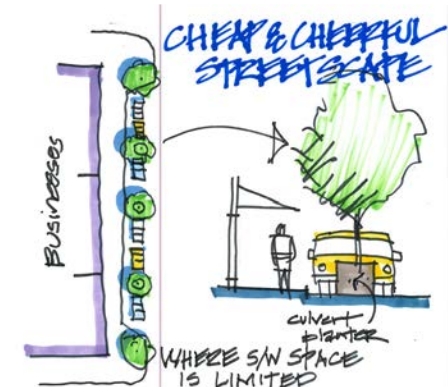
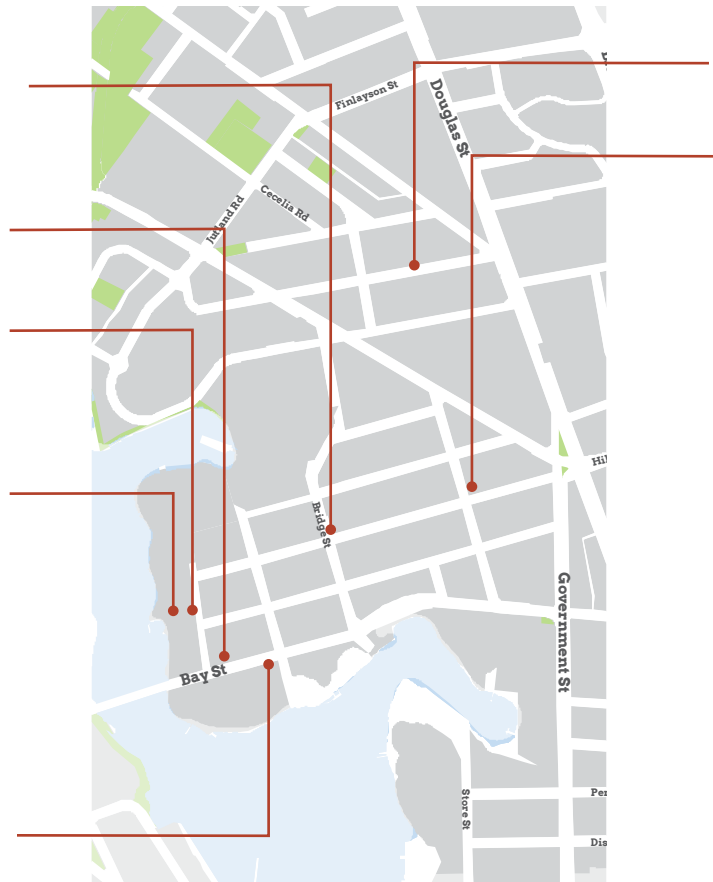
Enhance landscape and streetscape design along the north side of Bay Street as permitted by existing utilities.

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

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



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



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

Enhance landscape and streetscape along Rock Bay Avenue.

### Overall Placemaking Policies for Rock Bay

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

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

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

Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay



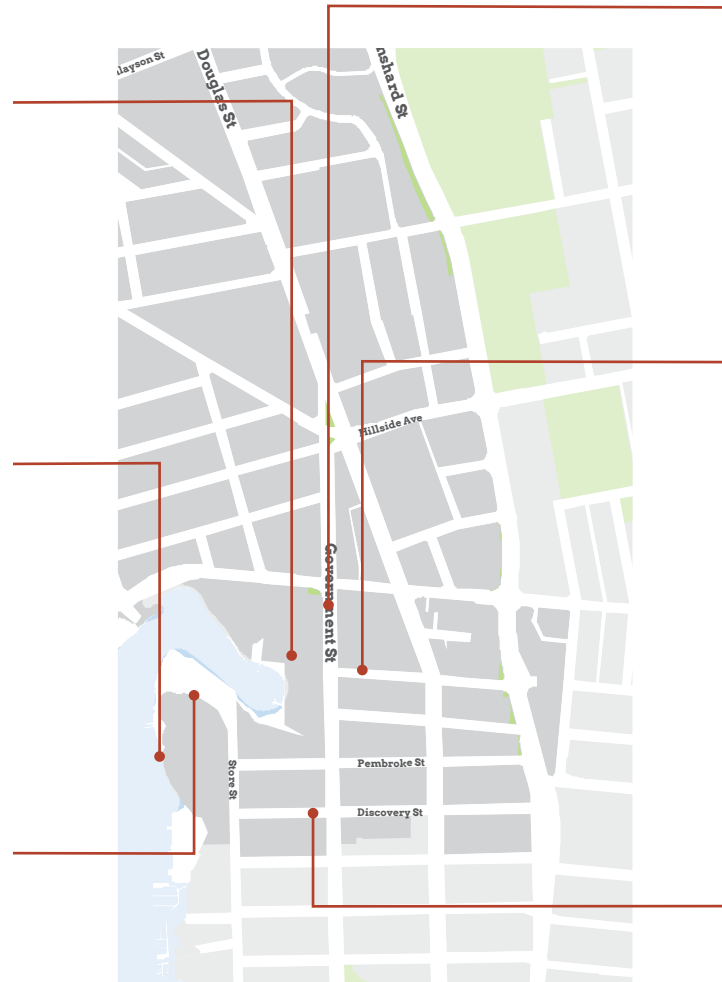
## Rock Bay Employment Area (south)

# Placemaking and Public Realm

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

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

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



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

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



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

# Rock Bay Employment Area

## Special Planning Areas

### 15.8. Rock Bay Remediation Lands Policies

Following remediation in 2016, the lands at Barclay Point and wrapping around the south side of Rock Bay are transitioning to ownership by the Songhees Nation and Esquimalt Nation, re-establishing an important connection to the Upper Harbour. As a Special Planning Area, it is the intent of the City to work with the land's owners to refine and support a vision for the future. The following guidance reflects city policies and aspirations of the community:

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

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

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

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

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

#### Principles for development of the Rock Bay Remediation Lands

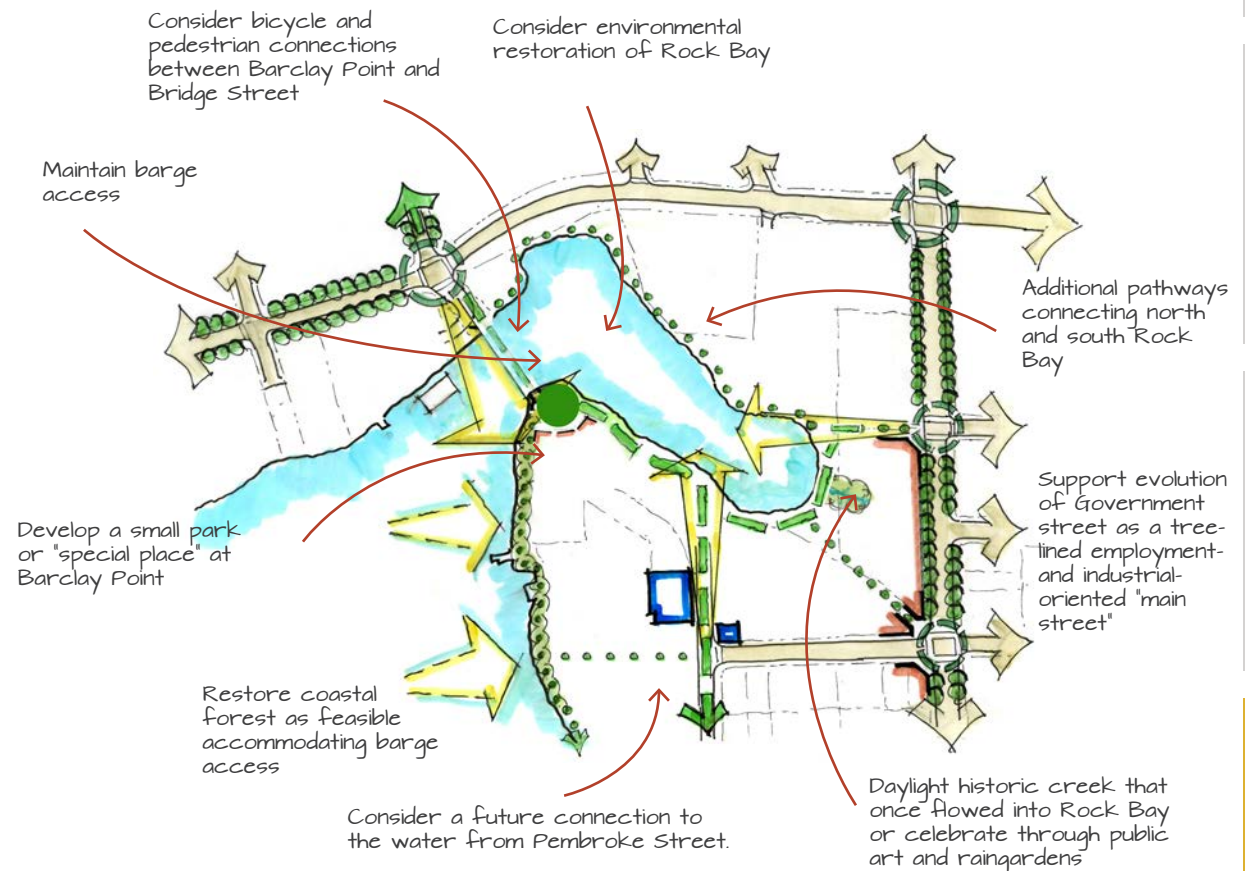
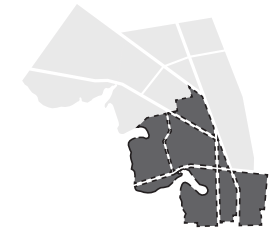


Figure 16: concept sketch showing principles for development of the Rock Bay remediation lands



15.8.6. Explore environmental restoration of Rock Bay and its shoreline, as compatible with land use and access.

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

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



Map 16. The historic path of the Creek that once flowed into Rock Bay (map courtesy of Fernwood Community Association)

## Rock Bay Employment Area

# Walking and Cycling Improvements

### 15.9. Walking and Cycling Priorities

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

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

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

15.9.3. Pave Hillside Avenue between Turner Street and Pleasant Street

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

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

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

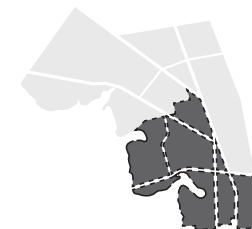


Map 17: pedestrian improvements for the Rock Bay Sub-Area



## Rock Bay Employment Area

# Pedestrian Improvements (cont'd)



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

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

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

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

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

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

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

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

Gorge Sub-Area

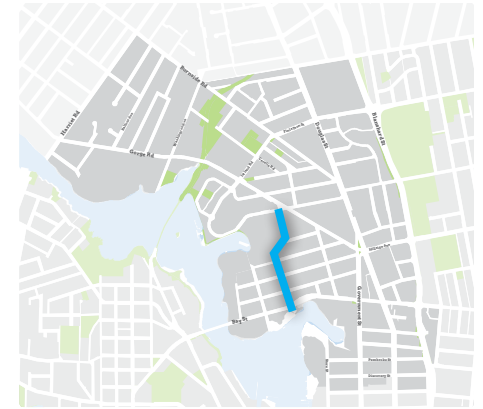
Selkirk and Cecelia

Douglas Corridor

Rock Bay

# Transportation and Mobility

## Roadway Improvements



### 15.10. Bridge Street

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

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

#### Interim Improvements

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

15.10.2. Complete streetscape enhancements supporting the placemaking vision.

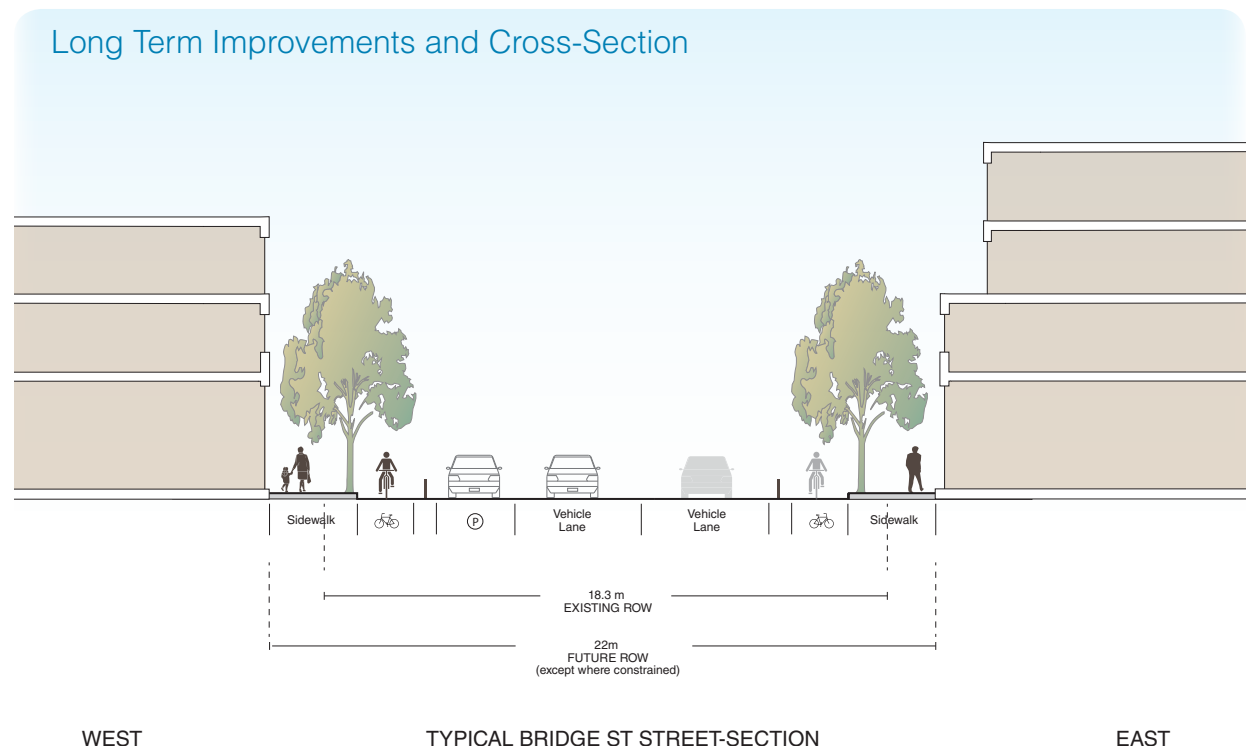


Figure 17: Long term cross section for Bridge Street

# Transportation and Mobility

## Roadway Improvements

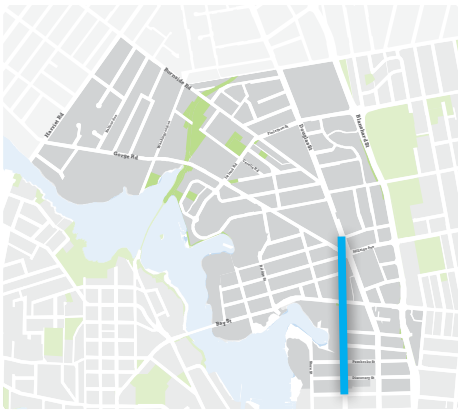


### 15.11. Government Street

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

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

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



Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

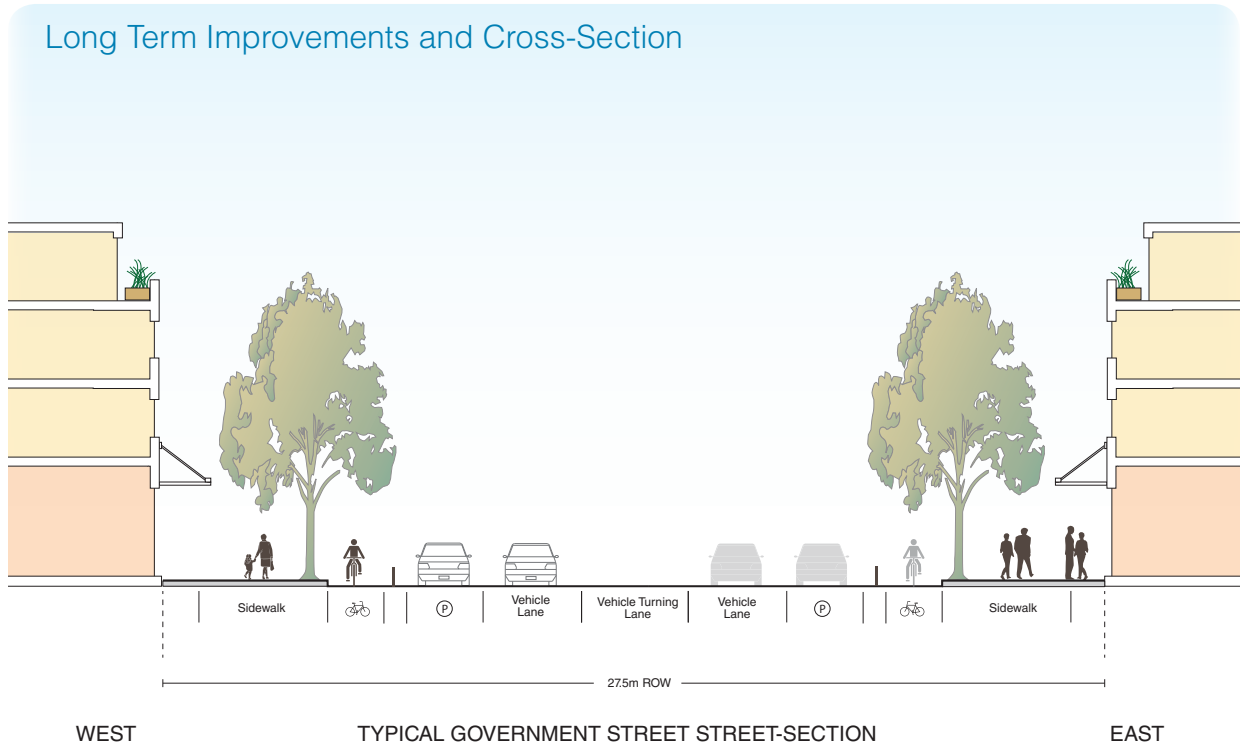


Figure 18: Long term cross section for Government Street

## Rock Bay Employment Area

# Parks, Open Space and Trails



### 15.12. Policies for New Parks and Public Spaces

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

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



### 15.13. Policies for Paths and Trails

#### 15.13.1 Harbour Pathway / Rock Bay Connection:

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

### 15.14. Natural Environment Policies

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

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

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

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



# Rock Bay Employment Area

## Environmental Policies



### 15.15. Energy Conservation Policies

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

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

15.14.1. Consider the adoption of incentives for energy efficiency in existing and/or new employment and industrial use buildings.

15.14.2. Encourage the development of District Energy where a large new industrial or employment use is introduced into the Rock Bay Area.

15.14.3. As part of the consideration of District Energy, identify the likely receiving area for District Energy and consider guidelines and/or incentives for new construction to be ready to accept district energy.

### 15.16. Natural Hazards Policies

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

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

15.15.1.1. Protecting this area from future inundation; and/or,

15.15.1.2. Adopting zoning or Development Permit Area protections which require new construction to be resilient to flooding.

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

11.4.2.1. Consider the extension of the Heritage Revitalization Tax Incentive Program to the heritage buildings in this area.

11.4.2.2. Consider the extension of tax incentives to non-heritage buildings for seismic retrofit projects.

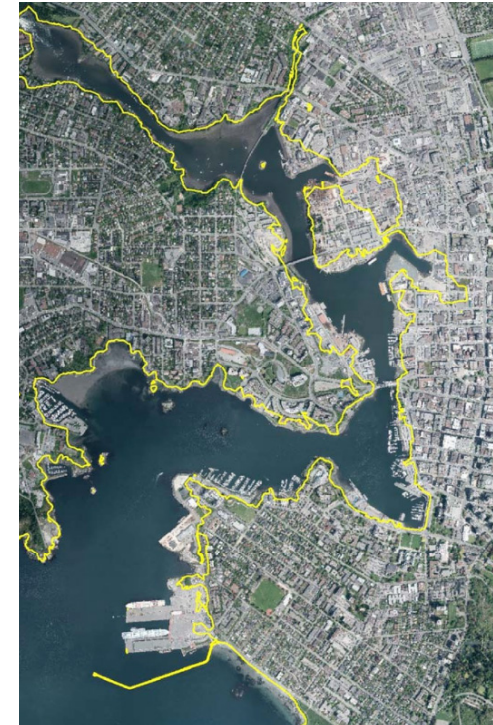
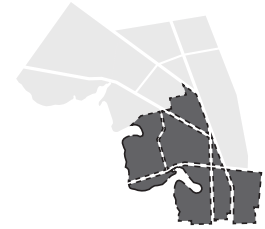


Figure 19: Tsunami hazard line map from CRD report: "Modelling of Potential Tsunami Inundation Limits and Run-Up", June 2013



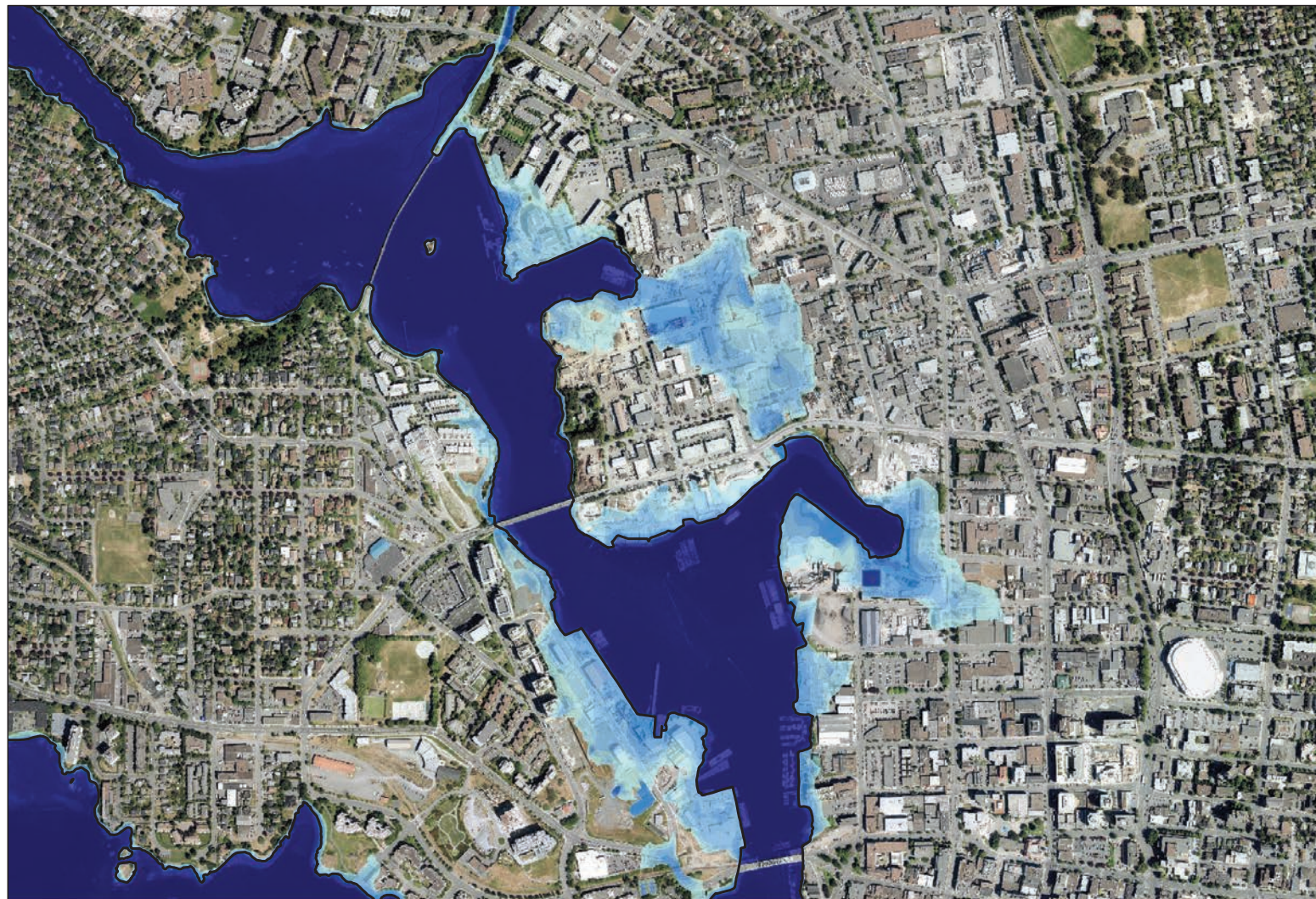
Gorge Sub-Area

Selkirk and Cecelia

Douglas Corridor

Rock Bay

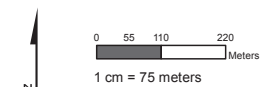
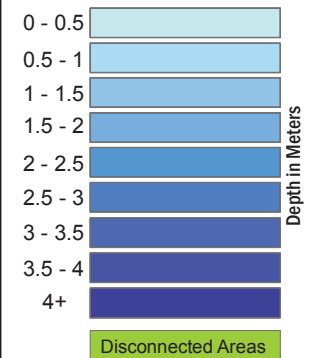




## CRD Inundation Mapping Gorge View Industrial Land

Shoreline —————

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



**AECOM**

Projection: UTM Zone 30N, North American Datum 1983  
Vertical Datum: CGVD98 Date: 9/22/2014



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

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

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





# 16. Implementation

This section contains the following:

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

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

## Plan Monitoring

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

## Neighbourhood Improvement Priorities

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

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

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

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

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

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

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

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

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



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

### 16.3. Rock Bay Area Priorities

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

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

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

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

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

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

### Douglas Corridor Priorities

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

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

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

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

## Action Plan: Timetable, Lead Entities and Funding

### 16.4. Action Plan

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

Action items include:

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

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

### 16.5. Recommended Timeframe

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

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

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

### 16.6. Priority:

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

## Short Term (0-3 year) Actions

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

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

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



## Ongoing Actions (Operational)

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

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

## Medium Term (3-10 years) Actions

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

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

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

### Long Term (10+ years) or as redevelopment occurs

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

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

# Appendix A: Glossary of Terms

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

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

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

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

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

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

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

of ownership and often pay a monthly housing charge.

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

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

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

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

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

**Duplex:** A two family dwelling.

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

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



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## Proposed Official Community Amendments to Urban Place Designations

**Figure 8: Urban Place Designations**

*Note: Only the Urban Place Designations for which changes are proposed, are shown below. Proposed additional language is underlined. Proposed deletions are ~~struck through~~. Proposed map revisions follow.*

Designation	Built Form	Place Character Features	Uses	Density
Town Centre	<p>Low-rise, mid-rise and high-rise multi-unit buildings up to approximately 10 storeys including row-houses, apartments, freestanding commercial and mixed-use buildings.</p> <p><u>In Mayfair Town Centre, buildings up to approximately 12 storeys in the western half of the Mayfair Shopping Centre site, and along the west side of Douglas Street south of Speed Street.</u></p>	<i>No change proposed</i>	<i>No change proposed</i>	<p>Total floor space ratios generally up to 2:1.</p> <p><u>Notwithstanding the above, for Mayfair Town Centre, total floor space ratios generally up to 1.5:1.</u></p> <p>Increased density up to a total of approximately 3:1 may be considered <del>in</del> <u>strategic locations</u> for the advancement of plan objectives.</p>
Core Employment	<p><del>Buildings up to approximately ten storeys.</del></p> <p><u>West of Douglas Street, or east of Blanshard Street: Buildings up to approximately five storeys designed to accommodate light industrial uses on the ground floor and commercial or light industrial uses above. Building forms with limited retail uses fronting onto Government Street south of Pembroke Street, and Store Street.</u></p> <p>Buildings from eight to approximately 15 storeys in height between Douglas Street and Blanshard Street.</p>	<i>No change proposed</i>	<p>Mix of predominantly industrial, light industrial, high technology, marine industrial, research and development, commercial, office and complimentary retail.</p> <p><u>Residential uses on upper floors in buildings containing light industrial and commercial uses are supported in the half-block north of Chatham Street.</u></p> <p>Residential mixed-use, work/live, and commercial, including office, hotels and other visitor accommodation, located between Douglas Street and Blanshard Street.</p>	<i>No change proposed</i>



Designation	Built Form	Place Character Features	Uses	Density
<u>Employment-Residential</u>	<u>Commercial, light industrial or mixed-use buildings up to approximately five storeys in height.</u>	<u>Ground-oriented buildings set close to the sidewalk.</u> <u>Off-street parking to the rear or side-yard.</u> <u>Landscape screening for service and parking areas.</u>	<u>Commercial, including office and retail.</u> <u>Light industrial on the ground floor.</u> <u>Work-live.</u> <u>Residential uses on upper floors where commercial or light industrial uses comprise the ground floor.</u>	<u>Total floor space ratios up to approximately 2.5:1.</u> <u>Of total floor space, residential uses may comprise up to 1.5:1 floor space ratio.</u>
<u>Industrial Employment</u>	<u>Industrial buildings and structures from one storey up to approximately four storeys.</u> <u>Light industrial or mixed-use buildings ranging from one storey to approximately four storeys, with ground floor features (including floor-to-ceiling heights and loading bays) supporting light industrial uses.</u>	<u>Large lots with large structures including on-site circulation, storage, parking, and materials handling and processing.</u> <u>Ground-oriented buildings set close to the sidewalk with active uses at grade where appropriate.</u> <u>Sidewalks with regularly spaced tree planting.</u> <u>Off-street parking to the rear or side-yard.</u> <u>Landscape screening for service and parking areas.</u>	<u>Primary processing, manufacturing, warehousing, shipping, bulk materials handling, and other industrial uses and accessory offices and commercial.</u> <u>Predominantly light industrial uses including manufacturing, warehousing, distribution, and repair, as well as ancillary retail or office uses, on the ground floor.</u> <u>Commercial or light industrial uses on upper floors.</u>	<u>Total floor space ratios ranging up to approximately 3:1 in the Burnside Gorge neighbourhood west of Bridge Street.</u> <u>Total floor space ratios ranging up to approximately 2:1 elsewhere.</u> <u>Of total floor space, upper-floor commercial uses may comprise up to 1.5:1 floor space ratio.</u>

Designation	Built Form	Place Character Features	Uses	Density
<u>Industrial Employment-Residential</u>	<p><u>Buildings up to approximately five storeys, with ground floor features (including floor-to-ceiling heights and loading bays) supporting light industrial uses.</u></p>	<p><u>Ground-oriented buildings set close to the sidewalk.</u></p> <p><u>Off-street parking to the rear or side-yard.</u></p> <p><u>Landscape screening for service and parking areas.</u></p>	<p><u>Light industrial uses, as well as ancillary retail or office uses, on the ground floor.</u></p> <p><u>Residential, commercial or light industrial uses on upper floors.</u></p> <p><u>Industrial work/live uses.</u></p> <p><u>Along Cecelia Road, a variety of uses which activate the street or provide local services are permitted, including food services, retail uses, and personal services, within buildings which are designed to accommodate light industrial tenants.</u></p>	<p><u>Total floor space ratio up to approximately 2.0 FSR.</u></p> <p><u>Of the total floor space, residential uses may comprise up to 1.5:1 floor space ratio.</u></p>
General Employment	<p>Large floor-plate buildings from one storey up to approximately four storeys.</p> <p><u>Buildings up to approximately six storeys in the following locations: adjacent to the Douglas-Hillside-Gorge-Government intersection; along the west side of Douglas Street north of Burnside Road; and along the east side of Douglas Street north of Spruce Avenue.</u></p> <p>Buildings up to 9 storeys or 10 storeys in select interior locations at Royal Jubilee Hospital.</p>	<i>No change proposed</i>	<p>Commercial, including office and retail.</p> <p>Light industrial.</p> <p>Industrial work/live.</p> <p>Education, research and development, health services.</p>	<i>No change proposed</i>





BURNSIDE AT  
HARRIET VILLAGE

DISTRICT OF SAANICH

MAYFAIR  
TOWN  
CENTRE

Cecilia Ravine  
Park

BLAKESHAW ST

New  
Designations

GORGE  
ROAD  
HOSPITAL

Arbutus  
Park

Cecelia Cove  
Park

GORGE  
WATERWAY

SELKIRK  
VILLAGE

Boundary  
Adjustments

SELKIRK  
WATERS

HUMBER  
GREEN  
VILLAGE

Point Ellice  
House

VICTORIA  
WEST

UPPER  
HARBOUR

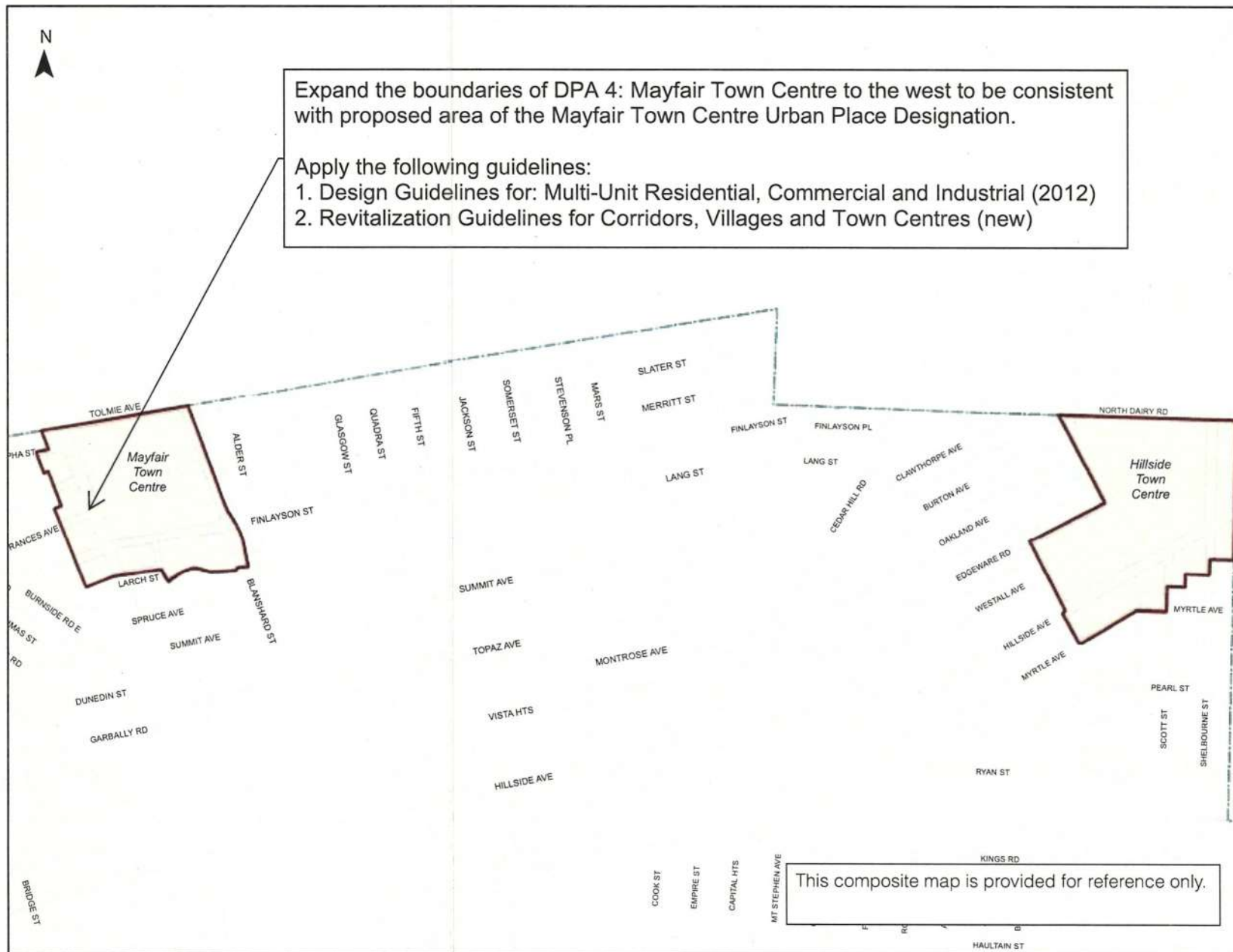
DOWNTOWN

## Proposed amendments to Official Community Plan

### Urban Place Designations

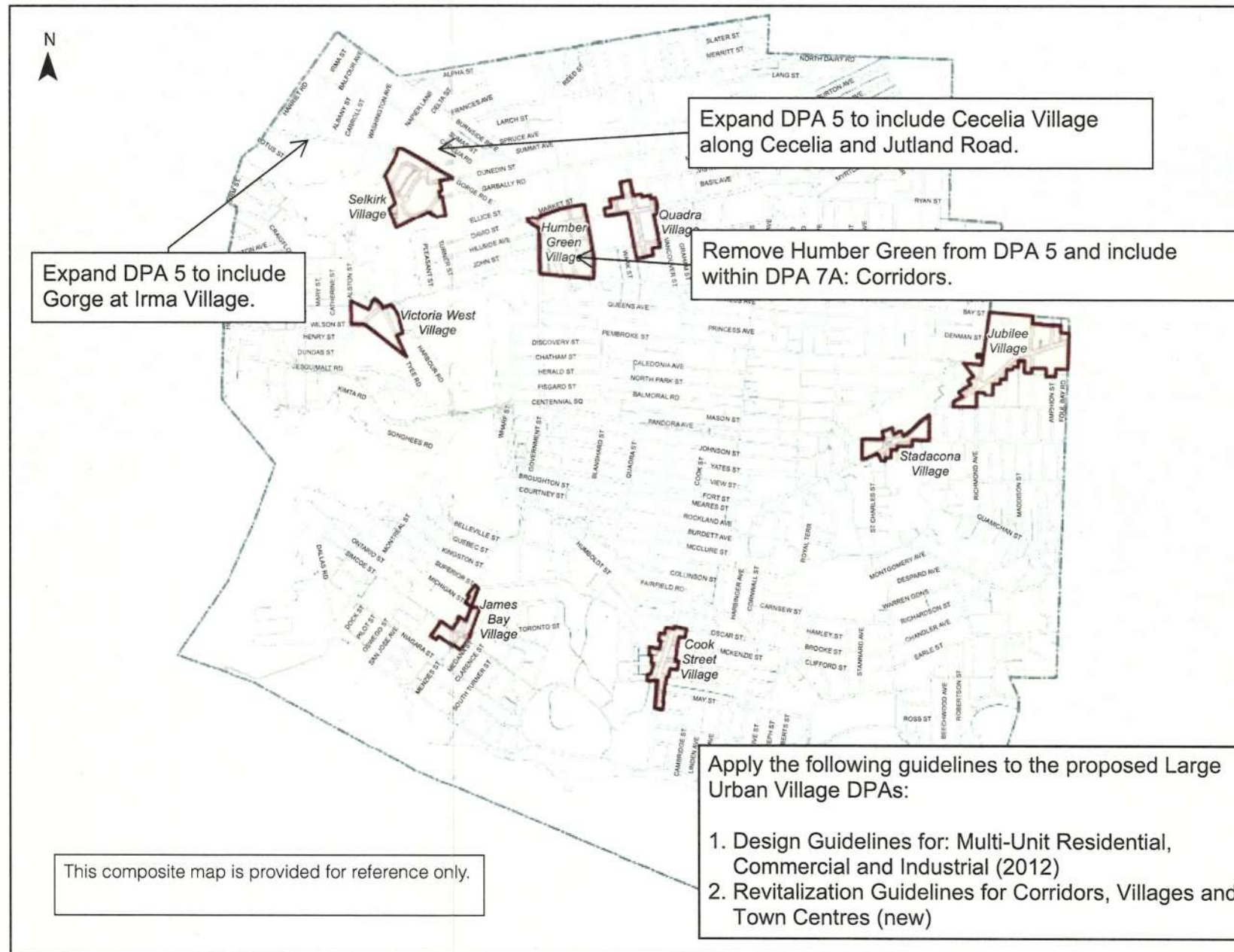
- Core Employment
- Industrial Employment
- Employment-Residential
- Industrial Employment-Residential
- Marine Industrial
- General Employment
- Town Centre
- Large Urban Village
- Small Urban Village
- Urban Residential
- Traditional Residential
- Public Facilities, Institutions, Parks and Open Space
- Working Harbour
- Marine

## Attachment 3A: Existing Town Centre DPAs and Proposed Amendments

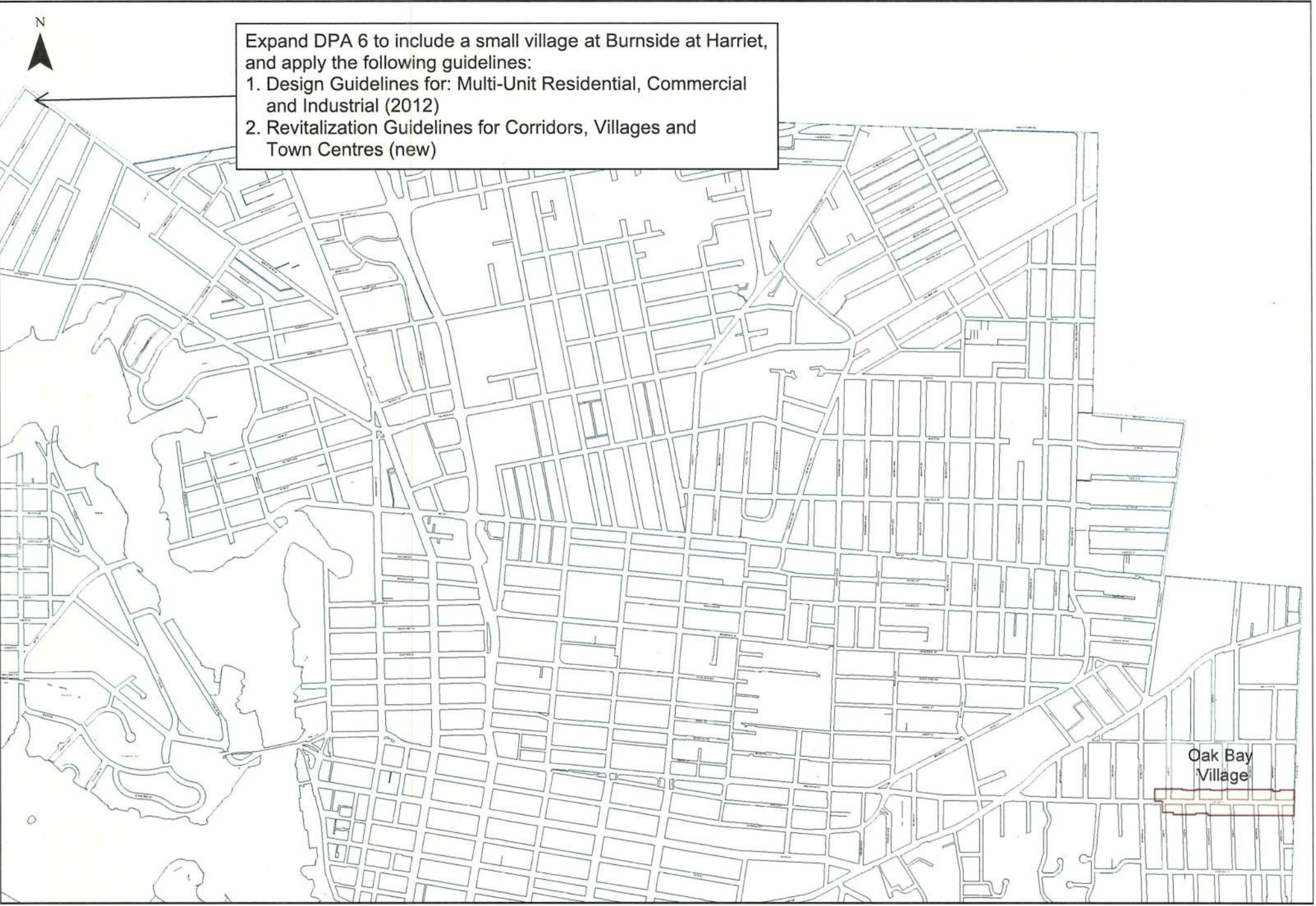




# Attachment 3B: Existing Large Urban Village Development Permit Areas and Proposed Amendments



Attachment 3C: Existing Small Urban Village Development Permit Areas and Proposed Amendments



This composite map is provided for reference only.  
Please see the detailed maps for legal information.





## Attachment 3D: Existing Corridor Development Permit Areas and Proposed Amendments

Expand DPA 7A to the entire Burnside Road East Corridor.

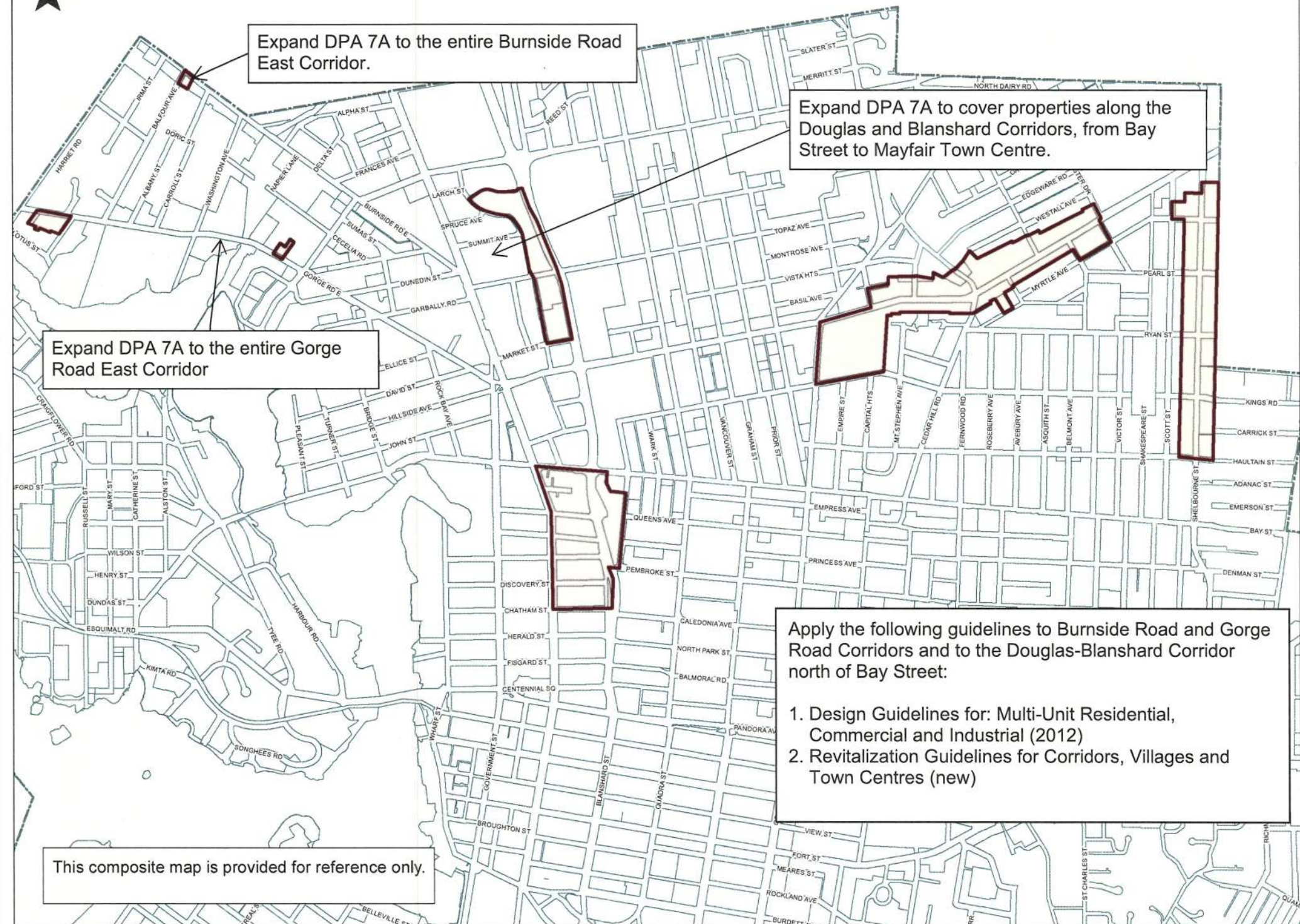
Expand DPA 7A to cover properties along the Douglas and Blanshard Corridors, from Bay Street to Mayfair Town Centre.

Expand DPA 7A to the entire Gorge Road East Corridor

Apply the following guidelines to Burnside Road and Gorge Road Corridors and to the Douglas-Blanshard Corridor north of Bay Street:

1. Design Guidelines for: Multi-Unit Residential, Commercial and Industrial (2012)
2. Revitalization Guidelines for Corridors, Villages and Town Centres (new)

This composite map is provided for reference only.





## REVITALIZATION GUIDELINES FOR CORRIDORS, VILLAGES AND TOWN CENTRES

### Preamble:

These guidelines apply to designated Corridors, Villages and Town Centres and are intended to supplement the *Design Guidelines For: Multi-Unit Residential, Commercial and Industrial, July 2012* which address form and character of developments across the city.

It is intended that both guideline documents will be considered together in conjunction with other applicable guidelines noted in each designated development permit area as detailed in the *Official Community Plan*. Collectively, the guidelines are intended to guide applicants in achieving new development and additions to existing buildings that result in design excellence, livability, and high-quality pedestrian environments. This is intended to contribute to sense of place and urbanism that is responsive to Victoria's context, while enabling flexibility and fostering creativity.

All visuals in this document are provided for illustrative purposes only to support description of the guidelines. {further diagrams to be added}

### GENERAL GUIDELINES

#### 1) Context and Streetscapes:

- a. Buildings flanking streets should create a sense of enclosure and human scale. To achieve this, buildings fronting streets should provide a "street wall" that is at a height approximately 1/2 to 1/3 the width of the flanking street. This can be expressed as a street-wall-to-street-width ratio range of approximately 1:2 to 1:3. For buildings located on corner sites, this principle should be applied to the facades facing both streets where possible.

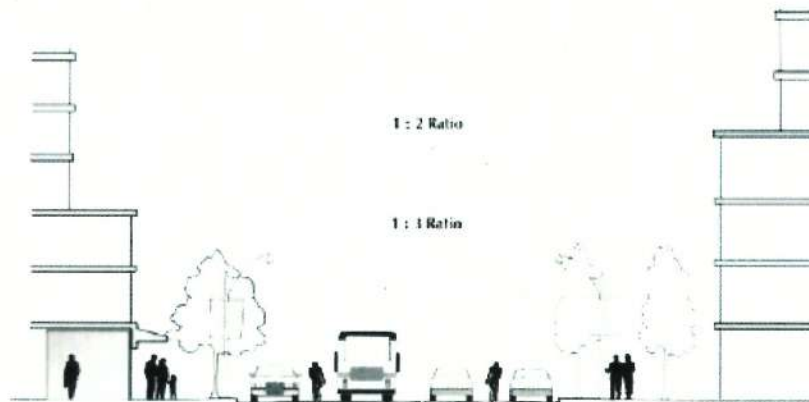


Figure 1: A building height-to-street-width ratio of between approximately 1:3 and 1:2 is recommended to frame streets and provide human scale. Portions of buildings above the street wall are encouraged to step back.

- b. To mitigate the visual impact of building height and to maximize sunlight exposure to the street, the upper portions of buildings above the street wall should be set back by at least two metres.
- c. The front facade of new buildings should be generally aligned with adjacent buildings to create visual continuity along the streetscape. Where the context includes a variety of



building placement, strive to align the street wall with the average setback of adjacent buildings.

- d. Portions of the front facade may be set further back from adjacent properties to accommodate features such as patios, courtyards or seating areas.
- e. Buildings should create “eyes on the street” and public spaces by orienting doorways, windows and balconies to overlook sidewalks, walkways, parks and other open spaces.
- f. Consider unique rooflines for taller buildings that have a visually prominent location in order to create a distinct landmark and to support wayfinding.

## 2) Building Design:

- a. Building facades, especially those facing streets, should be well-designed and articulated with human-scale architectural features that create visual interest for pedestrians. Facade designs should consider the rhythm and pattern of existing building facades and architectural elements in the surrounding context, such as building articulation, window placement, entryways, canopies and cornice lines.
- b. Large expanses of blank walls should be avoided. Where it is not possible, such as at the back of buildings, design treatments such as vertical plant materials, landscaping, art (e.g. mosaic, mural or relief) or the use of other building materials and building elements are encouraged to add visual interest.
- c. Weather protection for pedestrians should be provided through the use of individual canopies or awnings, especially at building entrances. The underside of canopies should be illuminated. Canopies with translucent or frosted glazing are encouraged to maximize winter sunlight, particularly for north-facing facades.
- d. For buildings located on a corner, the primary building entrance should be located within a chamfered or setback corner.
- e. The first storey of a mixed-use or commercial building should be designed with a minimum floor-to-ceiling height of at least 4m and a minimum depth of approximately 10 metres to accommodate a range of commercial uses.
- f. Buildings with commercial uses at grade should be designed with a series of modulated storefronts and entrances, with transparent glazing. This design strategy is encouraged even where the building has a single tenant or use.

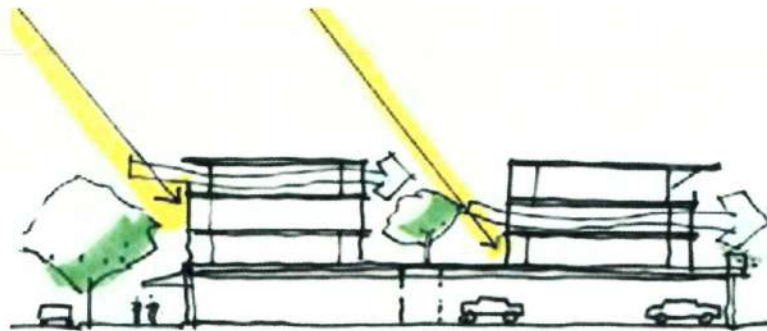


*Figure 2: Modulated, transparent storefronts create interest for pedestrians and encourage activity along the street.*

- g. Buildings that extend along sloping sites should be designed to follow and respond to the natural topography while maintaining a strong relationship of facades and building entrances to the street. Where retaining walls are unavoidable, they should be designed to ensure that they do not negatively impact the pedestrian experience along adjacent sidewalks.

### 3) Livability:

- a. Where two or more buildings are located on a single site, or where a single structure contains two or more building elements above a common base or podium, a comfortable separation space should be provided for residential units.



*Figure 3: Comfortable separation space allows for sunlight access to individual units and outdoor spaces.*

- b. Multi-unit buildings should be designed to provide a sensitive transition in scale to adjacent, smaller developments through considerations for massing and other design features. Strategies to achieve this may include but are not limited to setting upper storeys back, varying roof lines, siting or scaling buildings to reduce shading, etc.
- c. Residential building designs are strongly encouraged to include common outdoor space such as a landscaped courtyards or common rooftops, where possible.
- d. Buildings with residential use should be designed so that units receive daylight and natural ventilation from at least two sides of the building, or from one side and a roof. Where possible, provide dwelling units with a choice of aspect: front and back, or on two sides (for corner units).
- e. Residential buildings located along busy arterial streets should incorporate design features that minimize noise and pollution impacts (e.g. triple-pane glazing, residential units oriented towards courtyards, design of residential units with multiple orientations or side orientations, and building air intakes located away from the road).
- f. As a means to improve privacy between adjacent buildings, consider design solutions such as window size, window height, window placement and orientation, exterior landscaping, privacy screens and the use of frosted glazing on balconies.
- g. Pedestrian walkways that connect the primary entrance of multi-unit residential or commercial buildings with the adjacent public sidewalk should be a minimum of 2m wide and distinguishable from driving surfaces by using varied paving treatments.



#### **4) Materials and Finishes:**

- a. Exterior materials that are high quality, durable and capable of withstanding a range of environmental conditions throughout the year are strongly encouraged, particularly on lower portions of buildings that are more closely experienced by pedestrians. High quality building materials include but are not limited to:
  - Natural wood
  - Composite materials
  - Brick masonry
  - Glazed tile
  - Stone
  - Concrete
  - Flat profile "slate" concrete tiles
  - Glass and wood for window assemblies
  - Standing seam metal roofing
- b. Landscape vegetation and plant materials should be appropriate for the local climate as well as drought-tolerant.
- c. Light-coloured, heat reflective and permeable paving materials are encouraged for hard surfaces such as parking areas, walkways, patios and courtyards as a means to reduce storm water run-off and reduce heat-island effects. Light-coloured or heat reflective materials are also encouraged for rooftops to reduce heat island effects.

#### **5) Landscaping and Open Space:**

- a. Buildings that include residential units should include private open space (e.g. balconies, porches) or easily accessed shared open space in the form of courtyards, shared green spaces, terraces, yards, play areas, community gardens or rooftop gardens.
- b. The rear yard of multi-unit or mixed-use buildings adjacent to lower scale residential development should provide landscaping and trees that mitigate the appearance of massing and contribute to a transition in scale.
- c. Landscape design should consider water efficiency through species selection, efficient irrigation systems or design of unirrigated landscapes, use of run-off for irrigation, presence of rain gardens and other approaches.
- d. Consider features in landscaping or open space that add to sociability, such as shared areas to sit, garden plots, play areas, balconies fronting courts, etc.

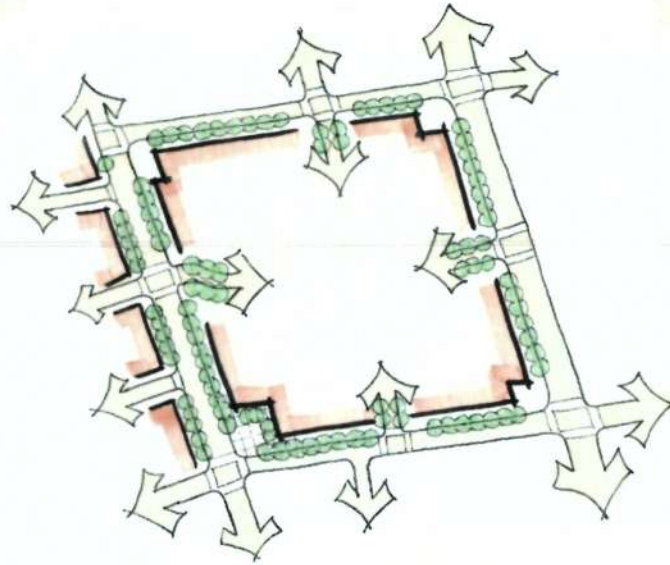
#### **AREA-SPECIFIC GUIDELINES:**

In addition to the General Guidelines, the following guidelines apply to each specific designated area.

##### **1) Mayfair Town Centre:**

- a. Taller buildings should generally be focused in the western part of the site, near Douglas Street.
- b. Design taller buildings to have a clear architectural distinction between the base (podium or street wall portion), middle and upper portion of the building.

- c. The podium base or street wall portion of buildings are encouraged to be three to five storeys (approximately 10-15m) in height.
- d. Major redevelopment of the Mayfair Shopping Centre should incorporate an internal network of public streets and connections between Speed Street, Nanaimo Street and Oak Street for pedestrians, cyclists and vehicles.



*Figure 5: Major redevelopment of the Mayfair Shopping Centre site should establish an internal block structure connecting to adjacent streets.*

- e. Building design that results in a landmark expression is encouraged at the intersection of Douglas and Finlayson Streets.
- f. The tower portions of buildings above six storeys in height should generally be sited and designed to maintain access to sunlight, with a sufficient face-to-face separation distance between towers on the same site, and a sufficient clear distance to lot lines abutting other developable parcels. A desired face-to-face separation distance for towers at the Mayfair Shopping Centre site (the area bounded by Douglas Street, Nanaimo Street, Blanshard Street and Tolmie Avenue) is 25 metres.
- g. Building design should emphasize Douglas Street as the primary retail street of the Mayfair Town Centre.

## **2) Gorge at Irma Village:**

- a. Development within this village should create multiple smaller storefronts facing Gorge Road and possibly Irma Street to support a variety of neighbourhood-oriented commercial uses.

## **3) Douglas-Blanshard Corridor:**

- a. In the Humber Green area between Douglas and Blanshard Streets, buildings with residential units are encouraged to be oriented to inner courtyards or quieter interior streets to mitigate noise impacts from adjacent arterial traffic. However, building designs should not "turn their backs" to Douglas and Blanshard Streets but provide facades that



address both streets and are consistent with the General Guidelines for Building Designs (Section 2).

**4) Gorge Road East Area**

- a. Redevelopment along Gorge Road East should consider site planning and building massing to preserve and enhance view corridors looking south from Balfour Street and Carroll Street toward the Olympic Mountains.

## Proposed Official Community Plan Amendment to Heritage Conservation Areas

The following area is proposed for designation as HCA 1: Traditional Residential – Manchester-Dunedin, based on the statement of significance (Attachment 6):



Consistent with HCA 1: Traditional Residential, development within this area would require a Heritage Alteration Permit.

The following guidelines would apply to this area:

- Standards and Guidelines for the Conservation of Historic Places in Canada
- City of Victoria Heritage Program Sign & Awning Guidelines (1981)
- Advisory Design Guidelines for Buildings, Signs and Awnings (1981)

Consistent with HCA 1: Traditional Residential, the following would be exempt from the requirement for a Heritage Alteration Permit:

- Building envelope remediation which does not result in changes to materials, appearance or design when the remediation is completed.
- In-kind replacements of missing, worn or damaged exterior materials, so long as there are no changes to appearance or design when the replacements are completed.

## **MANCHESTER- DUNEDIN HERITAGE CONSERVATION AREA STATEMENT OF SIGNIFICANCE**

### **Description of Historic Place**

This heritage conservation area is bounded by Sumas Street to the west, Dunedin Street to the south, Burnside Road to the East, and Manchester Road to the North. The area is characterized by single family homes all built within a twenty year period, from 1893 to 1913. The homes were all originally designed in the late Victorian and Edwardian architectural style, although many of them have since lost their decorative elements and ornamentation. The bordering residential streets of Dunedin, Sumas, and Manchester are characterized by their narrow width and symmetrical rows of planted trees lining both sides of the street.

### **Heritage Value of Historic Place**

This block of houses is significant as it is one of the few remaining areas of the Burnside-Gorge neighborhood which has retained its original housing stock for more than a hundred years. Initially the only means of access to this area was by water, but once land-transportation routes were established, these holdings were settled as some of Victoria's first suburbs, beginning in 1861. With the construction of bridges and a street car line in the later part of the nineteenth century, Burnside became accessible to middle class families who built numerous Victorian and Edwardian styled cottages and bungalows.

The block of houses bounded by Sumas, Dunedin, Burnside and Manchester exemplify the vernacular architecture of Victoria's early suburbs. The majority of these homes were built during a construction boom that Victoria experienced from 1900 to 1913, just before the outbreak of World War I. The block contains several different styles of home design popular at the turn of the twentieth century. There are Edwardian colonial bungalows, Arts and Crafts styled houses, and the oldest building located here is a Queen Anne revival styled cottage built in 1893.

This block is also significant for its association with the history of Victoria's transportation system, as well as a couple of notable figures from Victoria's past. Several of the houses located here were the original homes of streetcar motormen and operators. Burnside-Gorge was a popular home for motormen as it was affordable and close to the former streetcar barn on Pembroke Street. Another house with a notable history is the home at 632 Dunedin Street, which once acted as a chapter house of the Poor Clares, a Franciscan order of Roman Catholic nuns. The founder of the Poor Clares' Monastery, Mother Mary Agnes, lived here from 1912 to 1914. Lastly, this block also contains the retirement home of Noah Shakespeare at 636 Dunedin Street. Shakespeare was a former mayor of Victoria and Member of Parliament in the 1880's.

### **Character Defining Elements**

Key elements that define the heritage character of this block of houses include, but are not limited to, its:

- rows of symmetrically planted street trees planted along Dunedin Street, Sumas Street, and Manchester Road
- continuous use as a residential neighborhood since the 1890's
- consistent height and massing of single family homes ranging from one to one and a half storeys
- vernacular architectural features from the late Victorian and Edwardian era, including corbelled brick chimneys, hipped roofs, dormer windows, box bay and cutaway windows
- association with Victoria's streetcar motormen, the Poor Clares order of nuns, and Noah Shakespeare.





February 07 2017

Marc Cittone  
Senior Planner, City of Victoria  
1 Centennial Square  
Victoria, BC V8W 1P6

Dear Mr. Cittone

**Subject: Comments on the draft Burnside Gorge Neighbourhood Plan**

The Victoria Esquimalt Harbour Society (VEHS) is an organization with the mission to protect and advance our harbours' social, economic, environmental and cultural vitality as Working Harbours. VEHS comprises a diverse group of stakeholders that represent some of the key marine commercial, industrial and recreational interests at the land-sea interface of Victoria and Esquimalt Harbours. As such, we are very interested in the outcomes of the Burnside Gorge Neighbourhood Plan and appreciate this opportunity to provide input into the draft plan.

The waterfront portions of the Burnside/Gorge Neighbourhood Plan are within the operating areas of our members in the Rock Bay and Selkirk/Cecilia Village Sub-Areas. VEHS agrees with the overall zoning for these areas. In particular, we support Big Move items (2) "Protect and enhance industry" and (3) "Reconnect with the waterfront." We are pleased to see that the plan includes zoning that maintains heavier industries that are dependent on access to the Upper Harbour near to the waterfront. We are also pleased that the plan recognizes the need to protect and restore shoreline habitats.

Our one area of concern pertains to plans to improve public access to the water and create a waterfront trail in the Rock Bay Sub-Area. This planned access is shown as trails and open spaces along the waterfront in front of potential industrial waterside sites. We caution that this kind of interface between public and industrial use requires careful planning to be integrated and work well together. We would be concerned if the City proceeds in the future with public amenities that result in constraints on industry and the economic health of the harbour.





The potential for between the public and industrial users was recognized by the Victoria/Esquimalt Harbour Society (then the Working Harbour Society) in the 1990s and our organization engaged a consultant to plan a harbour walkway from Ships Point to the Bay Street Bridge. The walkway was designed to provide the public with maximum possible access to the waterfront while allowing industry to function with a minimum of intrusion. The completed plan was delivered to the City of Victoria and may still be in their possession and available to the planners.

Sincerely,

A handwritten signature in black ink, appearing to read "Hannah Horn", written over a horizontal line.

Yours truly,

Hannah Horn  
President, Victoria Esquimalt Harbour Society



28 November 2016

625 Fisgard Street, PO Box 1000  
Victoria BC V8W 2S6  
Tel: 250-360-3299

File: 0360-20  
Gorge Waterway Initiative  
Correspondence / Other

Mr. Marc Cittone, Senior Planner  
Sustainable Planning and Community Development  
City of Victoria  
1 Centennial Square  
Victoria, BC V8W 1P6

Dear Marc,

**RE: GWI Comments Regarding Draft Burnside Gorge Neighbourhood Plan**

Thank you for the opportunity for the Gorge Waterway Initiative (GWI) to provide comments on the **Draft Burnside Gorge Neighbourhood Plan** (Plan). A presentation about the neighbourhood and the Plan development process was given (by yourself) at the GWI meeting of May 20, 2015, at the start of the public consultation process, and the Aug. 2016 Draft Plan was discussed by the GWI at our regular meeting on November 16, 2016. A summary of the discussions and concerns expressed at the May 2015 meeting are attached in Appendix A, and detailed comments about the draft Plan of August 2016 are in Appendix B.

The GWI is a collaborative, community-driven group of organizations dedicated to the protection and enhancement of the natural and cultural features of the Gorge Waterway, Portage Inlet and surrounding watersheds. The goals of the GWI are to promote education, stewardship and awareness programs, and to encourage and advocate for the protection, restoration and enhancement of the waterway and its watersheds. Many of the top 10 improvements desired by the community, as outlined in the Burnside Gorge Neighbourhood Plan Engagement Summary, were also shared by the GWI. These included: restoration of shoreline habitat, incorporating trees and greenery in the neighbourhood, and using green infrastructure to improve water quality. GWI recommends strengthening the policy wording around green infrastructure, and is not supportive of a trail along the waterfront of Selkirk Arm unless it is pedestrian-only, is placed at the top of the slope, and that no trees are removed from the waterfront. GWI also recommends that Green Shores policies be included in the document.

Thank you again for the opportunity to provide comments on the draft Plan. If you have any questions or require clarification on the comments provided, please contact me at 250-360-3299 or at [klloyd@crd.bc.ca](mailto:klloyd@crd.bc.ca). We look forward to continuing to work with the City of Victoria to ensure the protection of the Gorge Waterway and its unique ecosystems.

Sincerely,

Kitty Lloyd, Coordinator  
Gorge Waterway Initiative

KL:slw

Attachments: 3 (Appendices A-C)



**Summary of GWI concerns and priorities expressed at May 20, 2015 presentation:**

**Green Space:**

- Lack of green space in this local area, consider more green space near buildings
- Need a greenway through the concrete batch plant area

**Alternative Transportation Options/Galloping Goose:**

- Burnside is very car-centric; adding street amenities will attract businesses
- Galloping Goose is an important wildlife corridor between the Gorge and Swan Lake; could be impacted if trail is widened
- Could have a harbour ferry stop at Rock Bay for access
- Cycling network in this area is poor, need to have better cycling routes; Gorge Road – needs dedicated bike lanes
- Connection from Galloping Goose to Maddock to access the Cecelia area
- Burnside Road more pedestrian-/bike-friendly
- Bay Street including the Point Ellice Bridge is a big issue, improve sidewalks/bike lanes

**Waterfront:**

- Need for more shoreline vegetation for wildlife and aesthetics
- Retain vegetation and plant more trees and shrubs along the shoreline and Cecelia Ravine
- Seasonal secure kayak/canoe storage along the water

**Birds and Wildlife:**

- Need education/awareness about the Migratory Bird Sanctuary, lots of herons, cormorants and mergansers and other birds in this area – pilings could be used here for roost sites and more purple martin nest boxes
- Juvenile fish are often at the entrance to Rock Bay
- Algae bloom in the harbour starts in Rock Bay in the spring, likely due to increased nutrient and contaminant inputs entering the harbour there
- Keep wildlife needs on the neighbourhood planning agenda
- Promote connection along shore by planting more waterfront trees

**Heritage and Cultural Values:**

- This area is important for Songhees and Esquimalt Nations, needs to be acknowledged and incorporated
- Point Ellice House property supports an important but isolated stand of native mature forest along a very industrial shoreline

**Village Centre:**

- No grocery store in the area, basic requirement that should be associated with a village centre
- Need places to shop, through Selkirk area or in Rock Bay
- Offset the buildings from the road or place on an angle to prevent a wall effect

**Industry and Infrastructure:**

- Scrap metal recycling – don't hide it, celebrate it, interpret it as is done along Harbour Road for industrial working harbour area
- Area has a high percent of impervious surfaces – major efforts on stormwater management need to occur in this area
- Address issues around old infrastructure e.g., cross-connections between sewer and stormwater systems
- Address high level of contamination from storm drains, which flow directly into the Gorge
- Promote green infrastructure, e.g., green roofs/rain gardens to manage quantity and quality of rainwater



## Summary of GWI Comments and Concerns RE: Draft Burnside Gorge Neighbourhood Plan

GWI members were pleased to see that the Neighbourhood Plan addresses many of the concerns expressed in Appendix A. Following are comments and concerns about specific sections of the Plan:

### 2.2 Historical Context (page 10)

- Reference to the Gorge/Camosung should be in the present tense: this site still remains a very significant First Nations site

### 2.3 Neighbourhood Issues and Analysis - Access to the Waterfront (page 11) and

### 3. Big Moves #3 Reconnect with the Waterfront (page 18); see also comments under 12.8, page 4 of this document

- Public access to the shoreline should be for pedestrians only, not multi-use (i.e., not a bicycle trail)
- If a waterfront trail is being considered from Arbutus Park westward to Harriet Street, GWI members feel that it will pose a potentially serious threat to the small remnant of shoreline forest along this section of Selkirk Arm. This section of the Gorge Waterway shoreline is rated as very high ecological value by the Victoria and Esquimalt Harbours Ecological Inventory and Rating (2000)<sup>1</sup> report. The orthophoto in Appendix C shows that this is one of the few remaining tree-lined shores along the waterway. This section of shoreline is also steep, and trail-building and accompanying tree removal could cause erosion and slope failure. If a trail is built here, it should be at the top of the slope, above the trees. Viewpoints could be built where there are existing gaps between the trees.
- Some GWI members are not in favour of an additional boat launch along this section of shoreline, especially in such close proximity to the mudflats at the mouth of Cecelia Creek. These mudflats are an important feeding and resting area for birds and other wildlife in the Victoria Harbour Migratory Bird Sanctuary.
- There is concern that building a waterfront trail through several private properties may be problematic
- How will people get from the Galloping Goose Trail in Cecelia Ravine onto the trail in Arbutus Park?

### 7. Tame the Arterials – Transform the Roads into Complete Streets for all Users (page 20)

- GWI supports the concept of Green Streets, incorporating low impact development (green infrastructure) into any redevelopment of road and sidewalk infrastructure, to minimize the contaminants in urban runoff into local waterways. See comments below under Roadway Improvements (page 58).

## 4. General land Use and Urban Design Policies

### 4.1.8. (p. 24)

- Good to see recognition that shoreline habitat is an important natural asset. Development of improved public access to the shoreline must be created in a manner that respects ecosystems and does not contribute to shoreline erosion or degradation.
- Ensure that transportation improvements include installation of Green Streets: rain gardens and other infrastructure that allows stormwater infiltration.
- GWI requests clarification about what the Development Permit Area criteria would be for the shoreline area. Doesn't City of Victoria already have a DPA for the waterfront? How would this DP area be different?

### 6.1.1 (Provide access to the waterfront) and 6.1.2 (Protect environmental values) (page 34)

- GWI supports implementing incentives for waterfront homeowners to plant native trees and shrubs along the waterfront.
- Any development/improvements along the waterfront should be done using Green Shores principles (See note at bottom of this document).



## 7.2 Stormwater Policies (page 35):

- Great to see the emphasis on improving water quality in Cecelia Creek, and daylighting more of that creek, as well as Rock Bay Creek. GWI supports the goal of reduction in impermeability for the neighbourhood, one of the most hardened in the City, and incorporation of Green Streets in Rock Bay area.
- GWI would like to see stronger commitment in the wording of these policies, rather than "...consider integrating green stormwater infrastructure..."

## Heritage (page 37)

- As pointed out in the Plan, Point Ellice House is a major heritage site in the neighbourhood. The site is difficult to access and is cut off from the rest of the neighbourhood. This could be addressed by improving the walkability and connectedness of the adjacent area.

## Business Vitality Strategies (page 42)

### 9.2 Environmental Quality

- Encourage businesses to be good neighbours by reducing contaminants such as dust. The GWI worked to restore the waterfront at Point Ellice House for several years, and the dust from industrial neighbours was a constant threat to the heritage artifacts on site. Noise could be added as an impact as well.

## Gorge Residential Sub-Area: Placemaking and Public Realm (page 53)

- GWI members support the improvements suggested for Cecelia Ravine Park, but caution that these amenities should not be installed in the riparian area of the creek, and should be done along with complementary additional planting of native vegetation. As long as the creek water remains as contaminated as it is now, public access to the creek should be restricted with strategic planting of shrubs such as Nootka Rose (prickly!).

## Special Planning Areas – 12.8 Gorge Road Hospital Site

### 12.8.3, 12.8.4 and 12.8.10 (page 54)

- GWI supports a waterfront pathway along here only if there is no loss of large trees, as stated above. This is one of the few remaining stands of mature trees along the Gorge, providing crucial roosting and nesting habitat for birds and other wildlife along this Migratory Bird Sanctuary.
- Great to see incorporation of policies to conserve native coastal forest and improve tree canopy. This may be inconsistent with construction of a waterfront pathway.

### 12.8.5

- Members expressed concern that caution must be exercised when/if construction of waterfront access is built at Gorge Road Hospital. The slope is steep and erosion and slope failure could be problems in this fragile ecosystem.
- Not all GWI members are supportive of a boat launch here. There are increasing incidences of paddler/wildlife conflicts along the Gorge and adding another boat launch in this area where many birds congregate may cause added stress for urban wildlife.

## Roadway Improvements – Burnside and Gorge Roads (pages 57-58)

- Long term Improvements and cross-sections should show green infrastructure (bioswales, rain gardens, etc.) to help decrease the contamination in road runoff before it enters the stormwater collection system and flows into the Gorge.
- Sediment collected from 6 of the 9 stormwater discharges evaluated by CRD staff on the shoreline in the Burnside Gorge neighbourhood have levels of metals and/or polycyclic aromatic hydrocarbons that may adversely affect marine aquatic life in the Gorge. One of the sources for this contamination is road runoff, although other sources exist (e.g., contaminated fill, old infrastructure, spills).

### 12.10.1 Arbutus Park (page 59)

- Good to see recognition of the importance of minimizing environmental impacts to shoreline and mudflats.



- Any shoreline development plans should be based on Green Shores principles.
- Pathways constructed in this area should be narrow pedestrian pathways, not wide multi-use ones.
- GWI would like to be consulted when any detailed planning gets underway for trails, access points or other changes to shoreline areas along the Gorge Waterway.

#### 12.12 1 Waterfront pathways

- See comments above, narrow pedestrian-only pathways throughout, no loss of waterfront trees, build pathways on top of slope.
- Signage should interpret natural environment as well as history of the Gorge.

#### 12.13 **Natural Environment** (page 59)

##### 12.13.1. Habitat restoration

- Great to see that removal of invasive plants in Cecelia Ravine Park is a priority, and that collaboration with the GWI is mentioned.
- Also good to see recognition that waterfront pathway design and other waterfront installations must not cause negative impacts on shoreline and aquatic ecosystems.

#### **Selkirk and Cecelia Village Parks Open Space and Trails** (page 69)

##### 13.4.1 Cecelia Ravine Park

- Good to see that removal of invasive plants and improving native habitats has priority, thought the language could be stronger. GWI supports the concept of making the mouth of the creek more fish-friendly, although that is only a small part of the whole creek. The entire watershed of Cecelia Creek needs rehabilitation.

#### **Douglas Corridor – Special Planning Areas**

##### 14.6 Principles for Redevelopment of Humber Green

- Area maps at the beginning of the Plan might be helpful, as many people will not be familiar with the name Humber Green (map on page 77).

#### **Rock Bay Employment Area (North) Placemaking and Public Realm** (page 87)

- GWI is strongly in support of the statement: "Enhance the coastal forest and aquatic habitat on City-owned land north of the Bay Street Bridge." The GWI has expressed concern about this property to City of Victoria several times, because of the invasive plants such as Poison Hemlock growing unchecked along the waterfront, and loose soils and compost materials often spilling down the slope. Enhancing the coastal forest along this waterfront area will complement the restoration work that GWI completed at the adjacent shoreline property at Point Ellice House in 2014.

##### 15.6 Overall Placemaking Policies for Rock Bay (page 87)

##### 7.9.3 (numbering here may be a typo, should these policies be #15.6.?)

- GWI is very supportive of a policy of installing green stormwater features such as bioswales. Recommend using stronger wording, i.e., rather than "consider" use the word "install".

#### **Rock Bay Employment Area (south) Page 88:**

- GWI members support the policy statements on this page, referring to green shorelines and protection of coastal and aquatic habitats. Presently, the remnant of old growth coastal forest at Point Ellice House shoreline is an isolated patch of forest along the Gorge Waterway. Establishing a corridor of shoreline trees along this area will help improve wildlife corridors along the waterway.

##### 15.10 Rock Bay Remediation Lands Policies Page 89:

- All of the policies here are in line with the goals and objectives of the GWI. We support establishment of a park at Barclay Point, and the restoration of shoreline in this bay. As a formerly vibrant First Nations camp in early colonial days, this area has great historical and cultural significance which should be recognized and celebrated, especially as the area has finally been cleaned up after decades of industrial contamination.
- There was concern expressed about building a pedestrian bridge across Rock Bay.



**Parks, Open Space and Trails (page 94)**

15.11, 12, 13

- The policies outlined here also align well with GWI goals and objectives, as outlined above, with respect to restoring and enhancing shoreline habitat. Daylighting of the Rock Bay Creek is an excellent policy, as is celebrating the vibrant working waterfront of Victoria Harbour through signage and viewscaping along pathways.

**Additional information:**

**Green Shores:** [www.greenshores.ca](http://www.greenshores.ca)

Green Shores is based on 4 guiding principles:

- Preserve the integrity or connectivity of shoreline processes
- Maintain or enhance habitat diversity and function
- Minimize or reduce pollutants to the environment
- Reduce cumulative impacts to the shoreline environment

Key components of the Green Shores program include education and outreach, and resources and technical information, available for homeowners, as well as developers, planners, engineers and other professionals.

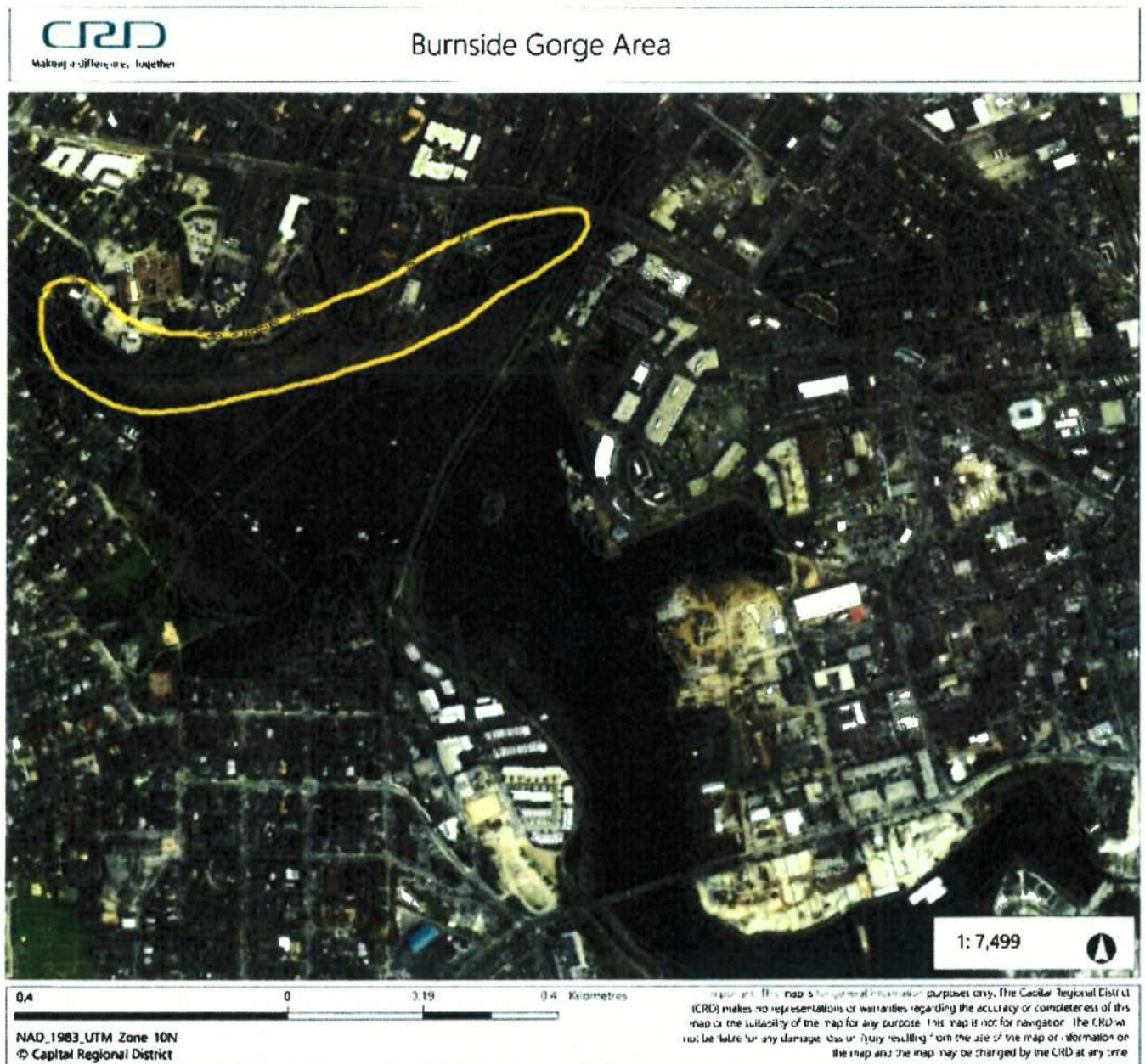
Many resources are available through the Stewardship Centre for BC ([www.stewardshipcentrebc.ca](http://www.stewardshipcentrebc.ca)) and may be useful for planning purposes and bylaw wording.

Green Shores for Coastal Development Credits and Rating Guide – A reference to help minimize the environmental impact of waterfront properties and development 2010.

Policy and Regulatory Tools for Local Governments: A survey of shoreline management in bylaws, plans and policies. Revised May 2016

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<sup>1</sup> Victoria and Esquimalt Harbours Ecological Inventory and Rating. Phase 1: Intertidal and Backshore Final Report by Westland Resource Group for Victoria & Esquimalt Harbours Environmental Action Program, 2000



Map of Burnside Gorge neighbourhood and adjacent Gorge Waterway in Victoria. Yellow highlight indicates the remnant mature forest along the Selkirk Arm. GWI members are concerned that a waterfront pathway along here could compromise wildlife habitat and ecological integrity of the foreshore environment.