



## **Committee of the Whole Report**

**For the Meeting of July 13, 2017**

---

**To:** Committee of the Whole **Date:** June 23, 2017  
**From:** Jonathan Tinney, Director, Sustainable Planning and Community Development  
**Subject:** Council Workshop - Draft Gonzales Neighbourhood Plan

---

### **RECOMMENDATION**

That Council:

1. Refer the draft Gonzales Neighbourhood Plan and draft Design Guidelines for Intensive Residential Development - Townhouse and Rowhouse to the Advisory Design Panel for comment.
2. Refer the draft Gonzales Neighbourhood Plan to the Heritage Advisory Panel for comment.
3. Direct staff to create Gonzales-specific guidelines or exemptions for the proposed Heritage Conservation Areas that address feedback from homeowners, community and Heritage Advisory Panel.

### **EXECUTIVE SUMMARY**

The purpose of this report is to present Council with the draft Gonzales Neighbourhood Plan, receive initial feedback from Council, and receive further direction on the Heritage Conservation Areas proposed in the draft plan.

In the spring of 2016, a joint process was launched to develop a new neighbourhood plan for Gonzales and Fairfield neighbourhoods, involving residents, business owners and community groups. A series of engagement events was held in the fall of 2016 to develop a neighbourhood-specific vision, goals and dig deeper into key planning issues.

In December 2016, the Fairfield and Gonzales processes were separated to reflect the different complexities and pace of planning in each neighbourhood. A ten member Gonzales-specific Working Group was established, composed of original Working Group members and new members appointed following an open call for applications. The Working Group has played an important role contributing to the planning and hosting of engagement events, encouraging members of the community to participate through their networks, and acting as a sounding board on emerging policies.

Based on input from the broader community and the Working Group, staff collaborated across departments to develop a draft Gonzales Neighbourhood Plan (Attachment 1). The draft plan builds on the existing 2003 plan. Key proposed directions include:

- allowing secondary suites in duplexes and small lot houses
- encouraging townhouses, rowhouses and small apartment buildings in certain locations

- completing active transportation connections and addressing “hot spots”
- adding social gathering features to parks
- establishing three new Heritage Conservation Areas
- establishing a new Small Urban Village at Fairfield Road/Lillian Street / Wildwood Avenue
- enhancing facilities, access and ecosystem health at Gonzales Beach
- encouraging housing in Queen Anne Heights / Foul Bay Road / Gonzales Hill that retains remnant open spaces.

This draft plan also proposes an Action Plan with recommendations for implementation actions which may inform future staff priorities, capital budget processes and the adoption of regulatory tools such as zoning and development permit area guidelines. New proposed design guidelines for townhouses and rowhouses are also included, to encourage forms of development are compatible with the existing streetscapes and pattern of development.

The community was invited to review the draft plan from mid-May to mid-June 2017. Over 130 people attended open houses, 112 surveys were completed and over 80 people attended living room meetings hosted by neighbours. Overall, early feedback suggestions positive support for most of the plan directions. Staff are currently analyzing the feedback and a verbal summary of results will be presented to Council during the workshop.

There has been a mix of perspectives on Heritage Conservation Areas (HCAs) and staff are seeking further direction from Council regarding how to proceed. While there is strong support for establishing three new HCAs among the broader community, there is a mix of opinions among property owners in these areas, who provided feedback through a homeowner meeting and correspondence. The highest level of support from property owners was for the Redfern Street and Lower Foul Bay Road areas. While there was some support for a Heritage Conservation Area for Upper Foul Bay Road, there was also strong opposition from some homeowners. Key concerns include restricting rights of property owners, requirements for permits in houses without heritage merit, uncertainty about when a permit is required, and implications for individual property values. Several of these concerns could be addressed through Gonzales-specific revisions to the proposed Heritage Conservation Area guidelines, including requiring newer buildings with no heritage merit to obtain a Heritage Alteration Permit for major exterior changes only such as new construction or major additions.

Following the Council workshop, staff will consider Council direction and public feedback and prepare a final plan for consideration by Council.

## **PURPOSE**

The purpose of this report is to present Council with the draft Gonzales Neighbourhood Plan, receive initial feedback from Council, and report on early community feedback on the draft plan.

## **BACKGROUND**

In the spring of 2016, a joint process was launched to develop a new neighbourhood plan for Fairfield and Gonzales neighbourhoods. A Neighbourhood Working Group was appointed, comprised of a diverse group of residents, business owners, renters, youth, school representatives and the Fairfield Gonzales Community Association and Land Use Committee. The Advisory Group played an important role contributing to the planning and hosting of engagement events, encouraging members of the community to participate through their networks and acting as a sounding board on emerging policies.

### **Phase 1: Pre-Planning (April - June 2016)**

- Community meeting to launch project (90 participants)

### **Phase 2: Imagine (June - October 2016)**

Numerous joint engagement events were held to identify planning issues for Gonzales and Fairfield and develop neighbourhood-specific goals and a vision for each neighbourhood. Opportunities for input included:

- On-line survey (354)
- Community workshop (100 participants)
- Sounding boards (1190 ideas)
- Citizen-led meetings (3)

### **Phase 3: Co-Create (October 2016 - May 2017)**

A series of workshops was held in late fall to explore and dig deeper into key planning issues in both Gonzales and Fairfield, and identify early direction for the neighbourhood plan. Gonzales-focused events included:

- Gonzales: Future of Housing and Urban Villages Forum
- Renters Forum
- Parks, Trees, Open Space and Recreation Forum
- Transportation Forum
- Placemaking, Public Spaces, Arts and Culture Forum
- Heritage Forum
- Sustainability and Neighbourhood Resiliency Forum.

In December 2016, the Fairfield and Gonzales processes were separated to reflect the different complexities and pace of planning in each neighbourhood. A 10-member Gonzales-specific Working Group was established, composed of original Working Group members and others appointed following an open call for applications.

Key tasks during this phase included:

- Analysis of Gonzales-specific community feedback
- Technical studies (viability of redevelopment; future retail needs)
- Analysis of housing options
- Assessment of potential heritage conservation areas
- Plan drafting, in collaboration with City departments
- Working Group review of early draft plan
- Refinements to early draft plan.

The engagement summary of Phases 1, 2 and 3 is available on the City's website.

### **Phase 4: Draft Plan Review (May 2017 - present)**

The draft Gonzales Neighbourhood Plan was released to the community for review from May 16 to June 8. The intent of the public review was to receive feedback from the community on the content of the draft plan, to determine if the plan effectively reflects what was heard and the community's vision for the future. Based on this input, a final plan will be brought forward to

Council for consideration of approval later this year.

Staff used a variety of formats, venues and techniques to communicate the contents of the plan and engage with the neighbourhood. Engagement tools include:

- Two formal open houses (130+ participants)
- Two drop-in events outside a coffee shop and grocery store (30 participants total)
- Six "Pizza and a Planner" living room meetings hosted by community members (80 participants)
- On-line survey (112 responses)
- Information session for property owners in proposed Heritage Conservation Areas (17 participants).

Because of the shared engagement with Fairfield earlier in the process, additional efforts were made to raise neighbourhood awareness of the plan. The plan was promoted through:

- Summary brochure mailed to every household and business (1,300 addresses)
- Emails to neighbourhood plan distribution list
- Neighbourhood posters and signs at key locations
- Advertising in the Fairfield Gonzales Observer.

Feedback on the plan was gathered at the events, through an online survey and email correspondence.

Staff are presently compiling the engagement results and will use this feedback, along with direction from the Council workshop, to prepare a detailed engagement summary indicating what was heard and how this feedback influences the final proposed plan. The detailed engagement summary will be presented to Council with the final plan.

## **ISSUES AND ANALYSIS**

### **1. Proposed Key Moves in the Plan**

Based on community feedback, the draft plan proposes new policy direction for some topics such as heritage, urban villages and housing. For other areas, such as transportation and parks, the draft plan builds on existing direction in the existing (2003) Gonzales Neighbourhood Plan. The Plan's Key Moves include:

1. Add housing that fits the neighbourhood's character and increases family housing, homeowner affordability and rental housing supply. The plan proposes:
  - allowing duplexes with secondary suites and small lot houses with secondary suites
  - reducing the size of lot where duplexes are permitted from 555 m<sup>2</sup> to 460 m<sup>2</sup>
  - encouraging rowhouses on wider lots throughout Gonzales
  - encouraging townhouses between Fairfield Road and Richardson Street (west of Richmond Road) and near Glenlyon Norfolk School
  - introducing new design guidelines for townhouses and rowhouses.
2. Make it easier to leave the car behind, including:
  - completing and adding new connections for neighbourhood walking, cycling and transit
  - improving safety at key locations.
3. Create "community living rooms," including:
  - adding new features in parks to encourage residents to gather

- encouraging partnerships to establish an indoor gathering space.
- 4. Celebrate neighbourhood heritage, including:
  - establishing three new Heritage Conservation Areas
  - supporting different housing types on heritage-designated properties.
- 5. Protect existing neighbourhood commercial corners, including:
  - establishing a new small urban village at Fairfield Road / Lillian Road / Wildwood Avenue.
- 6. Enhance Gonzales Beach, including:
  - creating a plan for better access, improved visitor facilities and ecological restoration.
- 7. Protect neighbourhood ecosystems, including:
  - encouraging housing forms and site plans that retain remnant natural areas in Queen Anne Heights / Foul Bay Road / Gonzales Hill area
  - requiring permeable parking areas in new residential development.

## 2. Heritage Conservation Areas

The draft plan proposes that three new areas be added to Heritage Conservation Area 1-Traditional Residential: Redfern Street (11 units on 11 properties), Upper Foul Bay Road (25 units on 21 properties) and Lower Foul Bay Road (11 units on 5 properties). A map and rationale for these areas is in Attachment 2. The areas along Foul Bay Road were identified as potential Heritage Conservation Areas in the existing Gonzales Neighbourhood Plan (2003). Redfern Street was identified through a community workshop on neighbourhood heritage in October 2016. The proposed policies regarding Heritage Conservation Areas are in Chapter 7 of the draft plan.

Property owners from these proposed areas were invited to a meeting to find out more about Heritage Conservation Areas, what this may mean for their property and to provide feedback. Property owners provided additional feedback by phone and email.

### Support from Broader Community

There is positive support from the broader community for establishing the proposed HCAs.

Percentage of survey respondents who “strongly supported” or “supported” HCAs in the following areas (112 responses):

Redfern Street	73%
Lower Foul Bay Road	77%
Upper Foul Bay Road	79%

### Support from Property Owners within Proposed HCAs

Among property owners who provided feedback, the level of support for Heritage Conservation Areas varied based on the area.

- Redfern Street: Support from many, but not all, property owners for proposed Heritage Conservation Areas as a means to conserve the area’s character, recognize the block’s pride and ensure appropriate future development. Concerns included additional permit

requirements, additional costs, potential restrictions on green infrastructure and concern that both sides of the street are not included.

- Lower Foul Bay Road: General support – although not unanimous- for proposed Heritage Conservation Area as a tool to preserve architecture and trees, and to limit inappropriate building design. Concerns that area does not include both sides of the street and that property value may be negatively impacted.
- Upper Foul Bay Road: While there was some support for the value of conserving the character of the area, many property owners expressed opposition to establishing a Heritage Conservation Area. Concerns included the need for permits, infringement on property rights, level of discretion left to City staff / City Council, desire for homeowners to choose designation rather than be part of an HCA, potential impact on property values, the need for houses without historic merit to comply with the same regulations as designated or registered properties, and a lack of clarity about when a Heritage Alteration Permit is required.

A summary of property owner feedback on proposed Heritage Conservation Areas is attached to this report (Attachment 3).

### **3. New Design Guidelines for Townhouses and Rowhouses**

New design guidelines for townhouses and rowhouses are being proposed in conjunction with the draft plan (see Attachment 4). Currently, these forms of development are regulated by DPA 16 (General Form and Character for commercial, industrial and multi-family residential development) which does not include guidelines specific to the types of townhouse or rowhouse typologies that should be encouraged. The new guidelines encourage building design that is friendly to the street and compatible with the surrounding pattern of development. Detailed guidance is provided for building form, siting, building entrances, windows, and open space for new townhouse and rowhouse developments. It is recommended that the Advisory Design Panel review the proposed guidelines and provide comment prior to Council's consideration of the final plan.

### **4. Early Engagement Feedback**

Staff are still analyzing the community feedback on the draft plan and a summary will be presented to Council at the workshop. Early results from the survey and open houses suggest positive support for the plan, with most proposed policies receiving "strongly support" or "somewhat support" rankings from respondents.

Some key comments noted in early results:

- diversity of opinions regarding proposed Heritage Conservation Areas from property owners in these areas (see #3 above)
- better acknowledgement of the 2003 Gonzales Plan and what has changed
- strong support of transportation policies. Identification of additional transportation issues, including tour bus routes, traffic flow, preserving feel of local roads, and parking management
- very strong support for all initiatives relating to more social gathering spaces in parks, Gonzales Park improvements and protecting neighbourhood ecosystems
- some concern regarding proposed small urban village and building heights at Fairfield Road / Lillian Street / Wildwood Avenue

- general support for additional rental suite opportunities with concern about on-street parking impacts
- concern regarding parking and design impacts of townhouses and, to a lesser degree, rowhouses
- concern about loss of traditional streetscape feel with more modern architecture, and general impacts of increased residential density.

## 5. Action Plan

The plan includes a draft Gonzales Action Plan (Chapter 11) to inform future work plan priorities and capital budget processes, and to identify new regulatory tools such as zoning and development permit area guidelines with which to implement the plan. The Action Plan recommends actions for the short term (2017-2019), medium term (2019-2022), or longer term (2022+). Implementation of the Action Plan must be balanced with available resources and City priorities, and will be accomplished through a variety of sources including capital programming, amenity contributions, grants and partnerships.

## 6. Next Steps

Staff will compile and analyse feedback from the Council workshop and complete the analysis of community feedback on the draft plan. Revisions to the draft plan will be considered and incorporated, as warranted.

Staff will then prepare a proposed plan and engagement summary for Council's consideration, with an end of summer target date. This report will contain several components:

- Proposed plan
- Summary of engagement
- Design guidelines for townhouses and rowhouses
- Proposed OCP amendments (e.g. land use, Heritage Conservation Areas)
- Recommendation for consultation on OCP amendments
- Recommendation for a non-statutory public hearing on the proposed Gonzales Neighbourhood Plan.

## OPTIONS AND IMPACTS

### *Heritage Conservation Areas*

There was a mix of opinions among property owners regarding the proposed Heritage Conservation Areas in the draft plan. Key concerns are summarized earlier in this report. Staff are seeking further direction from Council on how to proceed regarding the Heritage Conservation Areas, and have identified several different options for Council's consideration:

**Option 1 (preferred): Revise proposed Heritage Conservation Areas to create Gonzales-specific guidelines or exemptions that address feedback from homeowners, community and Heritage Advisory Panel.**

This option recognizes the support expressed by the broader community and many property owners for conserving the heritage character of these areas, while also acknowledging specific concerns from other property owners. Several concerns could be addressed through Gonzales-specific revisions to Official Community Plan HCA 1 guidelines. These would be in addition to the guidance provided by the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

It is recommended that the draft plan be referred to the Heritage Advisory Panel for comment, which may provide additional suggested changes and feedback for Heritage Conservation Areas.

Staff would develop specific guidelines for Council's consideration when the proposed final plan and proposed OCP amendments are presented to Council. Additional consultation of property owners will be required.

Potential revisions to proposed HCAs in Gonzales	Rationale
For buildings without historic merit, and built after a certain date, require a Heritage Alteration Permit for major exterior changes only (e.g. construction of new building, addition over a certain size).	Addresses homeowner concerns that newer buildings with no historic merit are required to obtain Heritage Alteration Permits (HAP) for most exterior changes, such as new windows or a new deck. These are the same requirements as heritage designated or registered properties.  Requiring an HAP for new construction and major additions would maintain design oversight for compatibility with surrounding historic area.  Heritage-designated and heritage-registered properties would continue to require HAPs consistent with HCA 1.
Broaden HCAs in Redfern Street to include both sides of the street.	Addresses concerns that the design of houses across the street should be compatible with historic properties.
Consider additional guidelines or exemptions to balance sustainability upgrades (e.g. energy-efficient windows, solar panels) with heritage conservation.	Addresses concerns that HAP requirements may limit sustainable or green technologies.  Additional guidelines or exemptions would further clarify high-level guidance in Standards and Guidelines for the Conservation of Historic Places in Canada

**Option 2: Revise the draft Gonzales Neighbourhood Plan to remove Upper Foul Bay Road as a proposed Heritage Conservation Areas and proceed with Redfern Street and Lower Foul Bay areas.**

There was a mix of support for the proposed HCAs on Lower Foul Bay Road and Redfern Street, with a good appreciation of the benefits of HCAs in both areas. Although mixed, there was less support among homeowners for the Upper Foul Bay area. Recommending Redfern and Lower Foul Bay areas as HCAs recognizes the relative level of support and provides the opportunity for property owners and community members to formally share their views with Council through a future public hearing.

*2015 - 2018 Strategic Plan*

This milestone in the Gonzales 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*

Impacts to the Financial Plan will be outlined for Council when the final Action Plan and proposed final plan are presented to Council for consideration later this year.



## Official Community Plan Consistency Statement

Preparation of a new Gonzales Neighbourhood Plan is consistent with the Official Community Plan (OCP), which provides planning direction for ground-oriented housing, small urban villages, transportation network, heritage and other policy areas. While still in draft form, some policies will likely require amendments to the OCP to ensure consistency between the two plans, such as land use designations and new development permit area design guidelines. Key OCP amendments will be brought forward to Council along with final approval of the Gonzales Neighbourhood Plan.

Respectfully submitted,

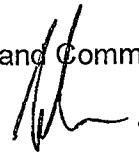


Kristina Bouris  
Senior Planner  
Community Planning



Jonathan Tinney  
Director  
Sustainable Planning and Community Development

**Report accepted and recommended by the City Manager:**



Date: July 4, 2017

### List of Attachments

- Attachment 1: Gonzales Neighbourhood Plan, May 2017 Draft
- Attachment 2: Gonzales Proposed Heritage Conservation Areas Map and Description
- Attachment 3: Summary of Property Owner Feedback on Proposed Heritage Conservation Areas
- Attachment 4: Design Guidelines for Intensive Residential Development - Townhouse and Rowhouse
- Attachment 5: Engagement Summary.