December 7, 2016

RE: Development Variance Permit Application No. 00179 at 1328 Vining Street

Dear Victoria City Council,

We are writing this letter in response to the opportunity for public input regarding the proposed Development Variance Permit Application No. 00179 at 1328 Vining Street. We are the owners and occupants at 1334 Vining Street, which is adjacent to 1328. Due to travel commitments, we are unable to attend the public hearing in person, but we are eager to give our input into this matter.

We feel that the proposed development would have negative impacts at the city, community, and individual property levels. We are strongly opposed to it for the following reasons:

1. The applicant's property is zoned as R1-B zone, single family dwelling. Specifically, in item 1.2.1.a this zoning stipulates the following permitted uses:

   "*Single family dwelling with no more than one of the following accessory uses: Secondary suite subject to the regulations in Schedule "J"; or Roomers and/or Boarders up to a maximum of 4* "

There is already a basement suite in this house, which has been rented continuously for at least the past three years and currently has a tenant. The submitted building plans conspicuously do not show this suite, and refer to the basement as an "enclosed garage". We are concerned that the proposed addition, which will be a fully separate unit and not merely an addition to the existing living space, will turn this house into a three-unit building, which is out of line with the zoning regulations. The applicant has stated that he has "decommissioned" the basement suite by removing the stove, but he is still renting it out. Further, he has stated a variety of occupancy options for the new suite, including building it to a standard and size that would enable him to rent it out in the future. If this development is approved, it would set a precedent for homes with multiple rental units on our street.

2. We believe that the proposed changes are in conflict with the official Fernwood Community Plan (see pg 12 of the attached document). For Vining Street and surrounding streets, it recommends the "*maintenance of the integrity, appearance and character of single family dwellings with consideration of small lot infill housing which meets criteria established by the City*."

   It is our opinion that the proposed changes will affect the *integrity, appearance* and *character* of our block, which is characterized by modest-sized single family homes on large lots, which results in a substantial, valuable urban greenspace.

   With this Development Variance Permit application, the City is being asked to override the recommendations of the Fernwood Community Plan. We request that the City considers that this decision may affect all of Vining Street, not just 1328. Should the development of

1328 proceed as proposed, the footprint of the existing home will effectively double. This will set a precedent that would presumably enable similar changes to all properties on the 1300 block, dramatically reshaping the integrity, appearance and character of our area of Fernwood.

- Related to this point, several properties on our block have large vegetable gardens on our extremely fertile soil, and we, along with some of our neighbors, have plans to embrace the City's new bylaw permitting urban farm stands. We are concerned that the proposed doubling of a home footprint at 1328 Vining Street may set a precedent for developing prime urban arable land on our block.

3. The appearance and character of our block of Vining Street are significant contributing factors to the market value of our property. While we recognize that esthetics are intrinsically subjective, we feel that the proposed development, as the third addition onto a character bungalow, would create a large structure (the length of the house would be approximately 75 feet) that would negatively affect surrounding property values by reducing sunlight, sightlines, and greenspace.

4. We are fully supportive of the City's initiatives to increase the number of long-term rental units through higher-density housing. Speaking directly to the issue of density in this application, we would like to point out that the proposed changes will double the footprint of the existing three-bedroom structure at 1328, but only add a one-bedroom unit. Thus, by our accounts, this change actually decreases housing density in Fernwood.

In summary, if the City grants these variances for the proposed development at 1328 Vining Street, they will be endorsing:

- A structure that contains three separate units.
- A precedent for changes on our street that are in conflict with the Fernwood Community Plan.
- A large structure that is inconsistent with the rest of the street and that may impact the values of surrounding properties and consume limited arable land.
- A sprawling addition that provides a minimum of additional rental units.

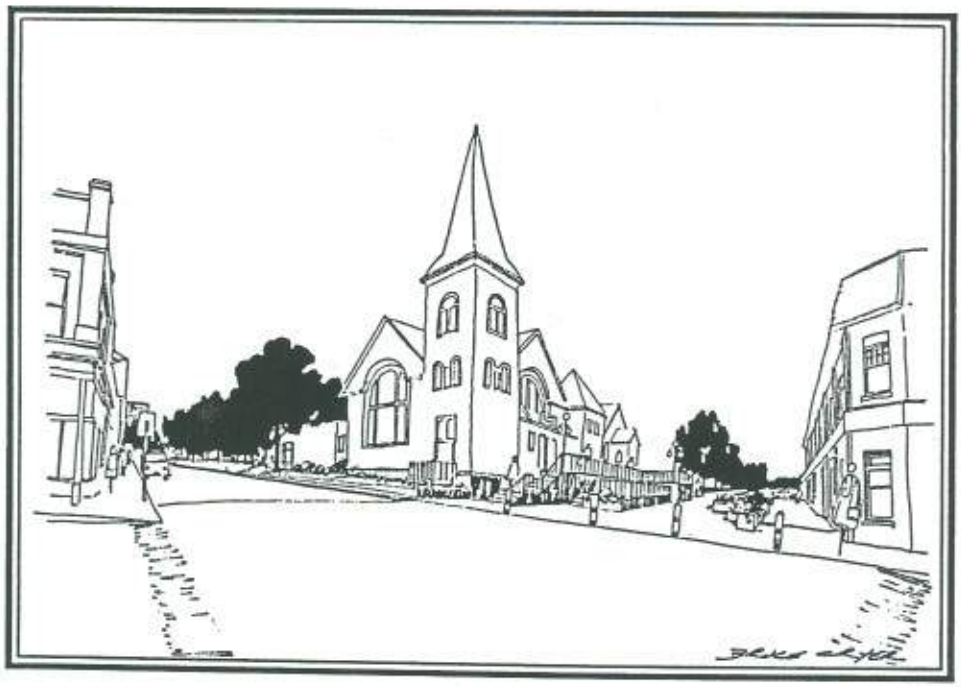
Should these changes be approved, we assume the City would be obliged to approve similar applications from each property on the 1300 block of Vining Street. We ask the Council to discuss if the outcome would be consistent with their vision for our neighborhood. If so, we accept that decision, but do respectfully request that the Fernwood Community Association be consulted on this change before final approval is granted.

With Best Regards,

Chris and Julia Nelson

Fernwood Neighbourhood Plan

'A Heritage Community Plans for the Year 2000'



City of Victoria
Council Adoption
October 1994

Preface

The content of Fernwood Neighbourhood Plan is based on the August 1993 Steering Committee Edition with amendments, additions and deletions as adopted by City Council on October 13, 1994. Improvements to graphics are intended to make the document easier to use.

This plan was made possible by the work of Yates, Thorn & Associates Consulting Services in conjunction with a Steering Committee appointed by City Council to represent a broad cross-section of the community. The committee made a generous contribution of time and ideas to the planning process. Members included:

Ron Spence, Chair	Carol Sokoloff
Tom Masters	Joan Kennedy
Valerie Rawlings	Carol Hubberstey
Daryl Parfitt	Charles Blackhall
George Cook	Lee Ritchie

City staff provided technical expertise to the plan and the Advisory Planning Commission also provided its comments and suggestions for improvements. Fernwood residents also provided their thoughts, ideas and gave their time to this plan in many well-attended meetings.

The plan is published by Council to serve as a guide to decision-making for residents, City staff and Council on land use, traffic, parks, public works and heritage. It recommends policies and actions which are to be undertaken in these areas of the next five to 10 years.

The plan does not promote any widespread land use change. Where change is likely to occur, however, it must be well managed and an asset to the neighbourhood.

Please note the plan is not considered a static document. It is expected that improvements will be made by way of Council amendment on an on-going basis, with annual review meetings in the neighbourhood.

Your suggestions for improvements will be welcome.

Councillor Alan Lowe
Chair of Planning

c. Laura Acton, Neighbourhood Liaison, Fernwood

'A Heritage Community Plans for the Year 2000'

"Victoria's Fernwood Neighbourhood has played an important role since the City's early beginnings. Located on the perimeter of the original urban area, the streams and hills of Spring Ridge provided the growing town of Victoria with fresh water and quarry sand upon which to build such edifices as the Empress Hotel. It is a modest Neighbourhood of finely built family homes, many from the turn of the century and also boasting some stately heritage mansions. The streets are narrow, often with the feel of a country lane, lined with Garry Oaks and flowering Hawthorne and Plum. Time and change seem to have left this Neighbourhood relatively untouched. And current residents are committed to preserving this character for the future. We seek to use the best of current planning to sustain the happy mix of cultures, socio-economic strata, families, young and old — a liveable Neighbourhood."

Carol Ann Sokoloff
For the Neighbourhood Planning Steering Committee

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Section 1
Background

Background

The Fernwood Neighbourhood lies at the heart of Victoria, and through its entire history has been central to its growth and importance. It last experienced neighbourhood planning in the 1970s with first the Neighbourhood Improvement Program and then as part of the Inner City Neighbourhoods Report in 1976. This work has guided development over the past 16 years, and in 1991 Council decided it was time to update that report, by developing a new Neighbourhood Plan. The planning area chosen also includes the planning area referred to as the Eastern Approaches.

The wish of the community and of Council was to produce a holistic plan covering a wide range of social as well as land use objectives. The purpose was to focus on developing an ongoing process for planning at the Neighbourhood level and to involve the community earlier and more completely in plan preparation. Thus the final plan for Fernwood would be reflective of the community's needs and aspirations. A further benefit is that, by looking more broadly at the Neighbourhood, the overall plan would be more robust and resilient to change and provide Council with a better sounding board against which to review future decisions.

"A holistic approach (social and land use) to managing Neighbourhood change, within the context of the surrounding city"

Study Terms of Reference – January 1992
City of Victoria

Public involvement was therefore critical to the process of plan preparation. It was particularly critical in Fernwood since the community has felt somewhat excluded from the planning decision-making process over the last several years.

The initial consultation process involved existing local agencies including:

- Fernwood Community Association
- Fernwood Community Centre Society
- Fernwood Merchants' Association
- Autumn Glow Seniors
- Victoria High School

Representatives of these agencies and other members of the community were involved in setting the terms of reference and in selecting the consultants.

Once this was complete, a Neighbourhood Planning Steering Committee was appointed by City Council to ensure that the consultants were in direct contact with the emerging thoughts of the community at all stages.

Other public involvement included:

- a public meeting on February 10, 1992;

- two "walkabouts" with local residents and representatives of the Steering Committee;
- six topic specific workshops;
- a questionnaire survey distributed to local residents[1];
- a second public meeting to review the draft plan and confirm its content.

Following the second public meeting, the draft plan was revised prior to presentation to City Council.

"it is wonderfully eclectic;
beautiful old homes
mixed in with the new;
narrow streets
filled with trees"

Questionnaire response

The planning process has resulted in two documents which together will guide City Council in its decision-making regarding the Fernwood Neighbourhood:

- The **Fernwood Neighbourhood Plan**, which focuses on the policies and recommendations, and the actions which need to be taken to implement these recommendations and continue the process of developing Neighbourhood planning in Fernwood;
- The **Fernwood Neighbourhood Plan Background Report**, an in-depth description of the project investigations and analyses, together with all the results and materials from the Workshops, Survey, etc.

The Fernwood planning area is made up of two neighbourhood areas. One is called "Spring Ridge", and is bounded by Cook, Haultain, Belmont and Pandora; the other, called the "Eastern Approaches", is bounded by Cook, Pandora and Fort Streets.

[1] The results of the workshops and the questionnaire survey are bound separately in the Background Report; some comments and tables are included in this report.

History

The name Spring Ridge denotes the area's original contribution to Victoria as the source of the municipal water supply until 1875 when water began to be pumped from Elk Lake. The area's first major settlement was Fernwood Manor, built in 1860 on 300 acres between Denman, Begbie, Fernwood and Belmont.

Other significant buildings in the area which date from these early years are Victoria High School with its present building opened in 1914, George Jay School which was built in 1910, and the Emmanuel Baptist Church, now the Belfry Theatre, which was built in 1890.

Around these buildings grew up residential suburbs for both the working and middle classes between 1880 and 1930. They were served by a mixture of commercial and other services, one of the more notable ones being the Fernwood Line Streetcar, with its terminus at Fernwood and Gladstone.

"reminds me of my childhood Neighbourhood— working-class, not fancy, houses owner occupied"

Questionnaire response

From 1930 to 1970 was a period of some physical decay in the area, with little new housing as growth occurred on the outskirts of the City. In the 1970s the area received considerable funding through the Neighbourhood Improvement Program (NIP) and some considerable urban amenity upgrading took place.

Location

The location of the Fernwood Planning Area within the City of Victoria is shown on Map 1.

Fernwood lies on the north eastern edge of downtown Victoria. It has the neighbourhoods of Rockland to the south, and Oaklands to the north. To the east is an area which is referred to as Jubilee because of the significant presence of the Hospital of that name.

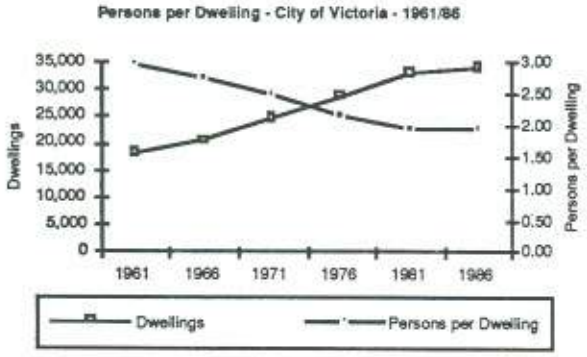
To the west lies the downtown and an area known as North Park Planning Area[2], which is currently the planned location of significant new residential development.

[2] There is some debate around these boundaries. For more information see section 3, Defining the Neighbourhood

MAP 1 – LOCATION OF FERNWOOD PLANNING AREA

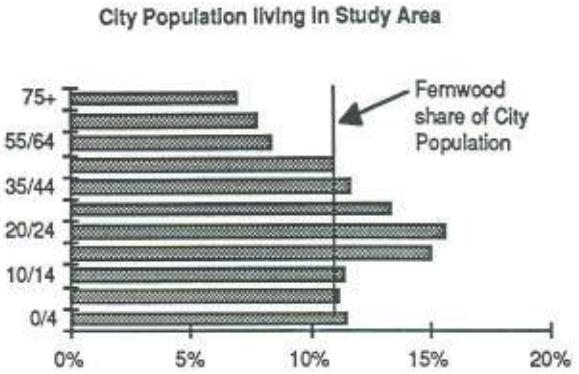
Population

Since 1971 the population of Fernwood, including the Eastern Approaches, has declined very slightly from 7,566 to 7,355 in 1986. All of this decline came in the 1970s, and since 1981 the population has actually grown slightly. Within the area, this relative stability has been the net result of major growth in the Eastern Approaches as housing has gradually changed to higher density apartments and townhouses, and a substantial population decline in the Spring Ridge area as the average number of persons per dwelling has declined.



City of Victoria — Social and Economic Data, Victoria 1989

In terms of age, the population of the Plan Area is generally younger than the City average. The area has 11% of the City's population, but a greater share of the City's residents between the ages of 15 and 29 years and less over 55 years. The school and preschool age populations reflect the Neighbourhood's share of the overall population.



City of Victoria — Social and Economic Data, Victoria 1989

As a result of this age distribution, the Plan Area has more single people over 15 years, and fewer widowed persons than the City average. It also has a higher proportion of families with lone parent heads than does the City as a whole.

FERNWOOD PLAN

Rezoning to the CR-3M Commercial Residential Apartment District zone

Retention of Duplex Zoning

The improvement of social, educational and community services with an integrated approach to their delivery.

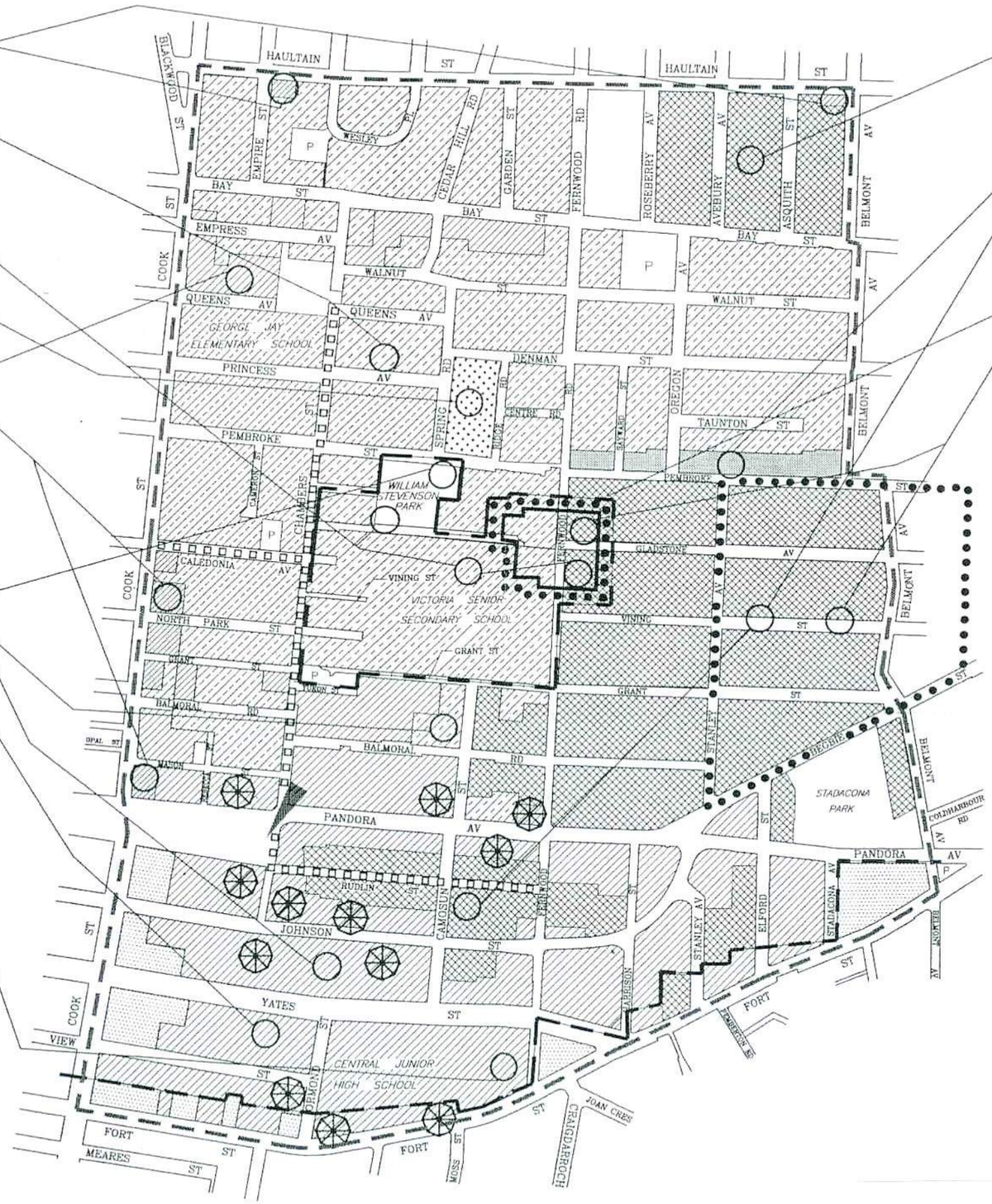
Rezoning to R3-AM-2, R3A-2 Multiple Dwelling Districts and to R-2, Two Family Dwelling District

Rezoning to CR-3M Commercial Residential Apartment District

Reduction in the height and overall scale of future apartment buildings in the neighbourhood with stacked townhouses rather than apartments on sites currently zoned for, but unoccupied,by apartments

The preparation and implementation of a Neighbourhood Traffic Management Plan to reduce shortcutting and speeding.

The acquisition of additional parkland in the Eastern Approaches and improvements to existing parks with a priority given to William Stevenson Memorial



N

SCALE IN METRES

0 50 100 200

Maintenance of the integrity, appearance and character of single family dwellings with consideration of small lot infill housing which meets criteria established by the City

Rezoning to R1-B (Single Family)

Designation of Heritage Development Permit Areas for the "Fernwood Village" commercial centre and the Belmont Cluster of Heritage houses to ensure development sensitive to their heritage character

The enhancement and revitalization of the "Fernwood Village"commercial centre (including Vic High) through the coordinated efforts of the School District, the City, the merchants and the residents.

SUMMARY MAP

MAJOR RECOMMENDATIONS

RESIDENTIAL

- Retention of Single Family Zoning (R1-B) and consideration of Small Lot Infill Housing
- Retention of Duplex Zoning (R-2)
- Rezoning of Apartments to maximum of 3 to 4 Storeys (R3-A2 & R3-AM-2)
- Consider Rezoning Sites to new stacked Townhouse Zone (35 units per acre)
- Rezoning to R3-AM-2,R3A-2 Multiple Dwelling Districts and to R-2, Two Family Dwelling District
- Rezoning to Single Family (R1-B)

COMMERCIAL

- Rezoning to CR-3M Commercial Residential Apartment District Zone
- Retain Commercial Zoning

HERITAGE

- Enhancement and Revitalization of Fernwood Village
- Proposed development Permit Areas
- Area Recommended for creation of an integrated Site Plan
- Special consideration for protection of Streetscape
- Existing Development Permit Area
- Retention of Olympic View Vista

FILE - FW-LU.DWG DATE - FEB. 1996

Section 2
Policies and Recommendations

The Heart of the Neighbourhood

The public consultation process rapidly identified an area at the heart of the Plan Area as in need of special planning emphasis.

This area is shown in Map 2, and is generally bounded by Fernwood, Pembroke, Chambers and Grant, but including the commercial centre at Fernwood and Gladstone and Haegert Park and the Yukon Street cluster of heritage houses.

This area requires special emphasis because:

- its planning and implementation is considerably more detailed than is dealt with in Neighbourhood plans, being more focused on urban design issues than the "holistic social and land use planning" which was the focus of this process;
- a number of public agencies are significant land owners, especially the School Board, and they are not represented on the Steering Committee;
- the planning options are numerous with complex interrelationships and trade-offs, which require a confirmed or at least well accepted Neighbourhood plan as their context and anchor;
- the planning for the largest land user, Victoria High School, is underway, and involves actions at both the District level, where the issue is how should Victoria's secondary schools be rationalized, and at the School level, where the emphasis is on adapting to these future directions; the City has endorsed the process underway and it would not be timely to bring forth other recommendations in advance of this.

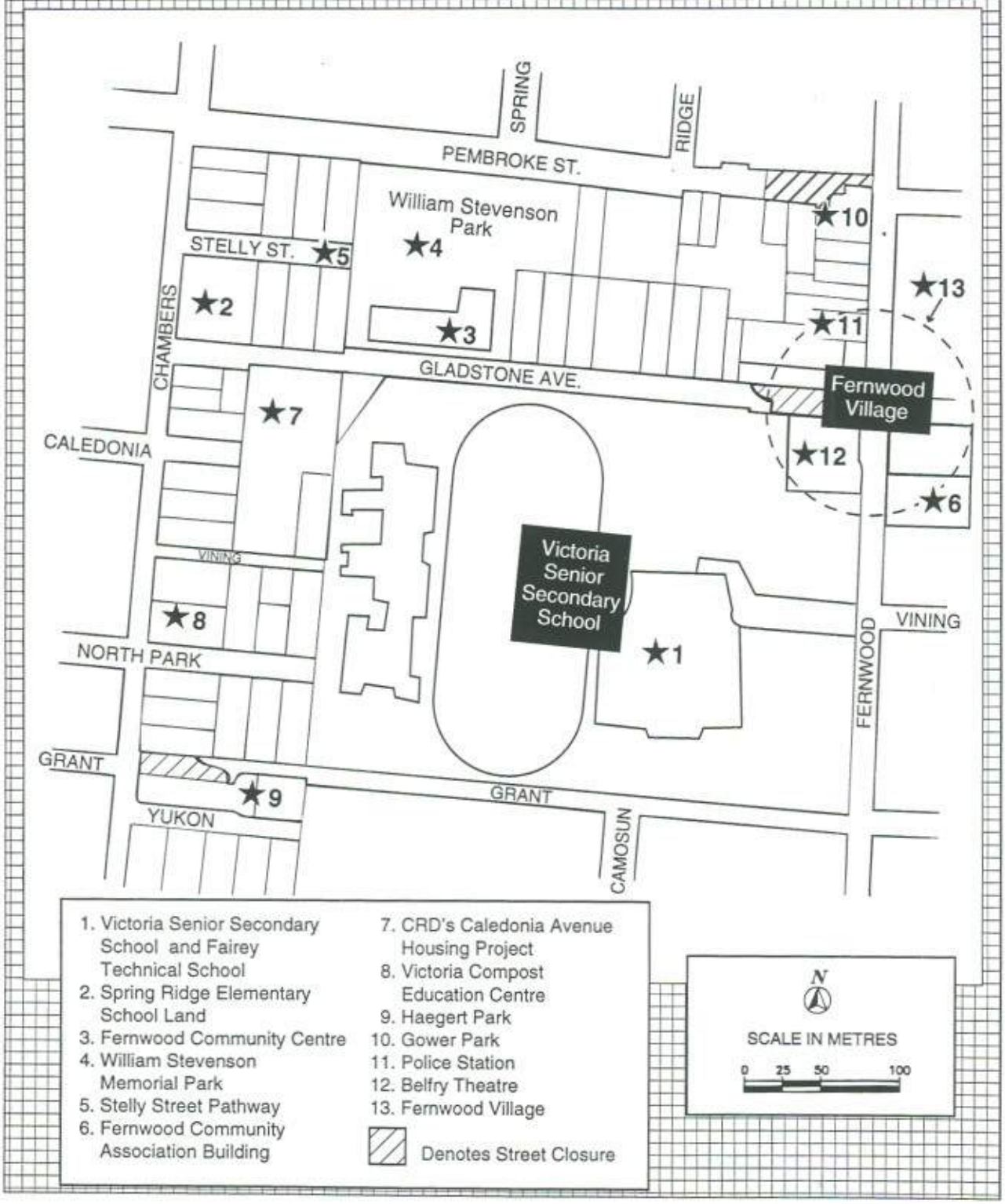
"more community uses — seasonal festivals, craft fairs, family picnic style"

Questionnaire response

Part of the vision for the area includes the following:

- the reorientation of existing lands and facility use to improve the overall mix of neighbourhood recreation, park and social services for all age levels; the possibility exists to make the grounds around Victoria High School more "community intensive" — an area where people want to go, rather than an area where they are reluctant to venture;
- the joint and extended community use of lands and facilities held in public ownership, particularly those lands and facilities owned by the City of Victoria; there are several smaller pieces of property such as the road closures and parks which could be more intensively developed;
- the provision of attractive public outdoor space with appropriate amenities; the development of William Stevenson Park should be a priority;

MAP 2 – FERNWOOD INTEGRATED SITE COMPONENTS



- the improvement of personal safety in public places; providing better access across the High School site, and in the vicinity of the Belfry would be a priority;
- the enhancement of the commercial vitality of Fernwood Village; this is the Neighbourhood's key commercial area and, with promotion and revitalization, could provide improved services for all the community;
- the overall beautification of streetscapes and public places; in addition to Fernwood Village, the Yukon Street cluster of heritage houses could be set off more appropriately from an upgraded Haegert Park;
- the positive interpretation of local history in the context of Neighbourhood identity; the identification of the original springs through a fountain or water park in William Stevenson Park is one example of what might be done;
- the improvement of circulation patterns for pedestrians, bicycles and vehicles; some ideas discussed were the relocation of the Gladstone Street closure to the Chambers end of the block, thus improving parking and access for the Village and Belfry; however there was broad community support for keeping all the present street closures;
- the provision of well designed off-street parking to support enhancements; again the possibility of relocating the Victoria High School tennis courts and using that area for parking was discussed;
- complementary, co-operative planning efforts between agencies and jurisdictions; the realization that no one agency controls all the land, and that action would only be successful from a coalition of agencies;
- the improved overall level of maintenance of lands, facilities, streetscapes and public places.

Objective

1.1 To enhance the heart of the Fernwood Neighbourhood through improved planning of site interrelationships between Neighbourhood commercial, recreation, park, school and community services and the accessibility and quality of these features, and to emphasize the site's historic values.

Recommendations for Policy and Action

1.1.1 To prepare an integrated site plan.

The first steps in this process are outlined in the Implementation Section, with emphasis on the following activities:

- creating a community-based Committee to oversee the complete project (recommendation 11.1.1);
- developing a Revitalization Strategy for Fernwood Village (recommendation 4.1.1);
- developing a site plan for Victoria High School;
- undertaking a Local Transportation Management Plan (recommendation 9.1.1/2).

The implementation process would be further refined through other recommendations, in particular, recommendations

- 3.1.2
- 6.1.1
- 6.2.1
- 6.3.1/2
- 6.3.5
- 6.4.1
- 7.1.1

Housing

City-wide issues

The pressure for additional housing units in Victoria comes from two sources:

- population growth;
- fewer people living in each unit.

In addition, there is an increasing awareness of the cultural and environmental benefits of living close to downtown. All these factors contribute to pressures on existing housing in the Neighbourhood.

The majority of housing units which have been built in Fernwood over the last decade are strata-title units. Most of the market rental properties have been built in the Eastern Approaches area, while some have been non-market. Indeed, the Spring Ridge area has been the location for half the non-market projects built in Victoria over the last five years[3].

Considerable land still remains in the Eastern Approaches which is zoned for apartments up to 7 storeys. In addition, some of the older units, both there and in the Spring Ridge area, are approaching the age when their redevelopment is imminent; consideration needs to be given to the appropriate nature of this replacement housing.

Neighbourhood Issues

- There is sufficient zoned land in the Eastern Approaches to meet housing needs over the next decade (Note: The maximum housing capacity of the Eastern Approaches is estimated to be an additional 62 townhouses and 98 apartments, having a population capacity of approximately 300. The likely projected population growth for all of Ferwood to 2001 is approximately 300);
- A desire among residents to contain the growth in height and density within the Eastern Approaches;

"stop spread of unimaginative overbuilt apartment developments"

Questionnaire response

Preferences–New Housing

	1st Choice	2nd Choice
One family houses	50%	27%
Convert houses to duplexes	21%	30%
Convert houses for suites	17%	18%
Townhouses	6%	20%
No new houses	5%	3%

Preferences – New Apartments

No new apartments	50%	29%
3 storey apartments	40%	32%
4 storey apartments	7%	33%
High rise apartments	3%	5%

Questionnaire response

- A desire among residents to preserve the current look and image of the single family and duplex zoned areas of the Neighbourhood;
- A preference among residents for conversions and duplexes, and to a

[3] See Background Report, Appendix E.

lesser extent townhouses, rather than apartments, as a way of increasing density, although a concern regarding the on-street and front yard parking that is created;

- A feeling among residents that residences above commercial space contribute to the vitality of commercial areas;
- A need to manage development pressures that are spilling into the western edge of the Neighbourhood from the North Park and Downtown areas;
- A concern among some residents that land prices and available low cost public land are the only criteria being used to identify and allocate land for non-market housing, and a sense that the area has absorbed its fair share of such projects, at least for the time being.

"prefer a more family atmosphere, townhouses and duplexes more conducive to this but if must, 3 storey apartments"

Questionnaire response

Objectives

2.1 To encourage future Neighbourhood housing development in Fernwood which maintains the integrity, look and character of the single family and duplex housing stock.

2.2 To reduce the allowable height and overall scale of future apartment buildings in the Neighbourhood.

2.3 To contain the pressures for housing redevelopment in the area between Cook Street and Chambers Street.

2.4 To encourage a more balanced approach to the future development of non-market housing projects.

2.5 To encourage a mixed residential-commercial approach in conjunction with any future redevelopment within the existing C1 Limited Commercial Zones in Fernwood.

Preferences—Non-Market Housing

I don't mind more non-profit housing	53%
I don't want more non-market housing	33%
Don't know	14%

Questionnaire response

Recommendations for Policy and Action

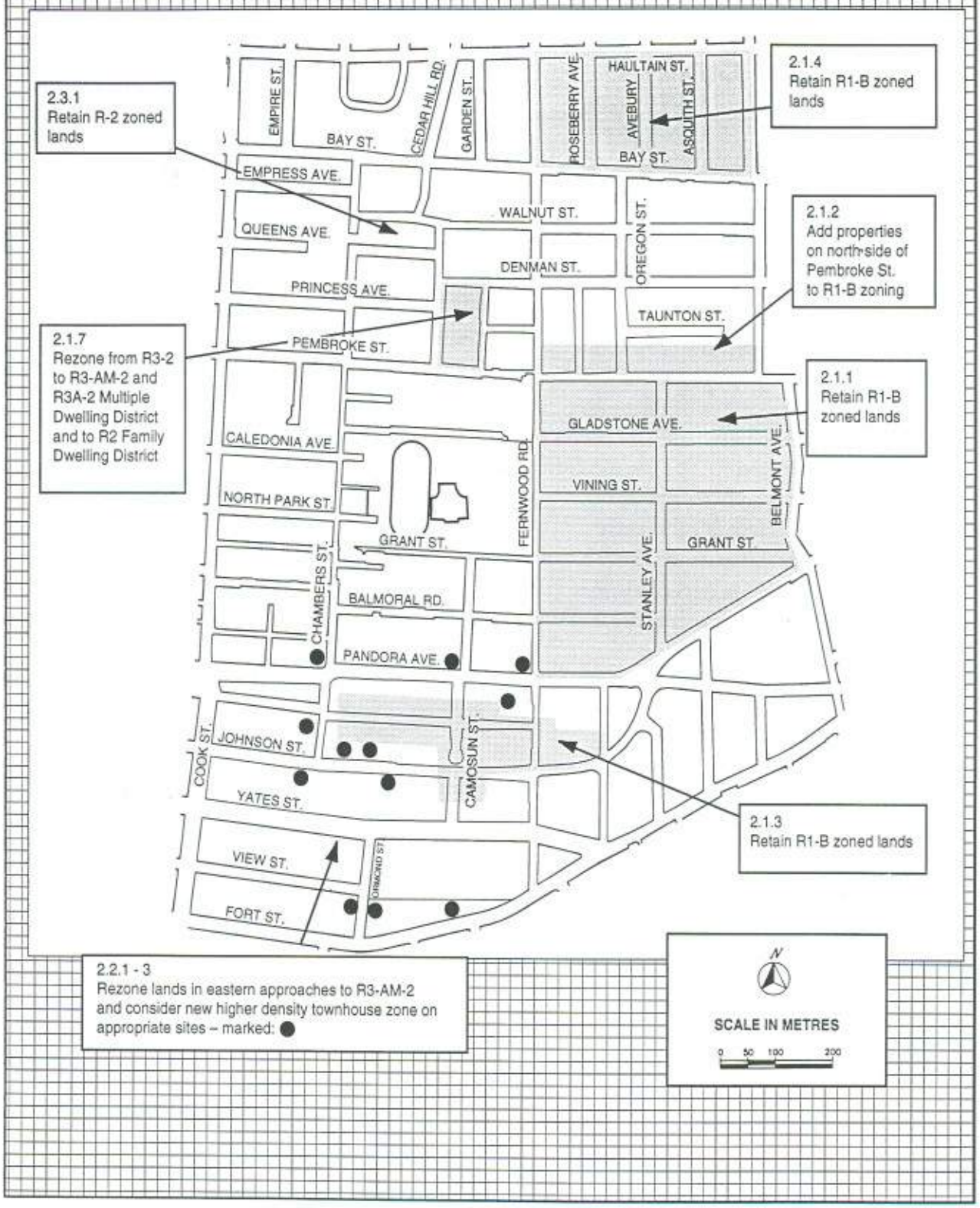
See Map 3.

2.1.1 That the R1-B Single Family Dwelling Zone centered on the area bounded by Pembroke Street, Begbie/Johnson, Belmont Avenue and Fernwood Road be retained.

2.1.2 That the properties on the north side of Pembroke Street be rezoned to R1-B, in order to maintain the integrity of Pembroke Street.

2.1.3 That the R1-B Single Family Dwelling Zone centered on Rudlin Street be retained.

MAP 3 – FERNWOOD HOUSING RECOMMENDATIONS



2.1.4 That the R1-B Single Family Dwelling Zone centered on Haultain/Bay/Fernwood/Belmont Streets be retained.

2.1.5 That future small lot subdivision be permitted for infill housing within the R1-B zones, through use of the City's Single Family Detached Small Lot Infill Housing Zones. When building applications come forward for single family houses on small lots, these will be considered on their own merits at the time of the application and will conform to criteria already establish by the City. The City should develop distinct criteria for small lot and duplex zones, with particular emphasis on privacy/overlook/shading, window and patio placement, and good contextual fit, as part of the Planning Department Work Program.

2.1.6 That the parking guidelines in the City's *Design Guidelines for Single Family Detached Small Lot Infill Housing* also be applied to any provision of parking in the front yards of duplex conversions in the R1-B and R-2 zones.

2.1.7 For the block bounded by Denman/Pembroke/Spring/Centre, the existing four-storey apartment buildings should be rezoned to R3-AM2, Mid-Rise Multiple Dwelling District, and the three-storey buildings should be rezoned to R3-A2, Low Profile Multiple Dwelling District. The existing houses should be rezoned to R-2, Two Family Dwelling District.

2.2.1 That all land in the neighbourhood currently zoned R3-1 and R3-2 Multiple Dwelling Zones, except those sites occupied by apartment buildings over 4 storeys, be rezoned to R3-AM-2 Mid-Rise Multiple Dwelling Zone.

2.2.2 That a new zone be developed for townhouses at a higher density (35 units per acre) than currently allowed in the R-K zoning.

2.2.3 That consideration be given to rezoning sites appropriate for higher density and stacked townhouses (see Map 3), to the new townhouse zone recommended in 2.2.2.

2.3.1 That all the R-2 zoned areas north of North Park Street be retained.

2.4.1 That a City Housing Policy be developed to ensure the achievement of a more balanced distribution of non-market housing projects throughout the City of Victoria.

2.4.2 That the focus of future non-market housing for the Fernwood area should be for seniors and family cooperative[4] housing.

"I would like to see more non-market housing if kept small and well separated"

Questionnaire response

2.4.3 That the scale of development of non-market housing should reflect that of surrounding housing, being generally small scale and lower density.

2.5.1 That future redevelopment within the C1 Limited Commercial Zone should favour upper storey residential use.

[4] All Federal and Provincial programs for cooperative housing development are currently discontinued.

Heritage

Fernwood developed around the turn of the Century and has both many heritage homes and an overall natural heritage ambience, both of which are critical to its neighbourhood character. Protecting and enhancing this character are crucial to the development of Fernwood.

City-wide Issues

- Neither the zoning, development permit processes, nor the Heritage Registry fully protect the heritage character of neighbourhoods, although they do provide some measure of protection for individual heritage houses, and other buildings of heritage value;
- At the present time only limited funding for restoration and ongoing maintenance of heritage homes is available through the House Grants Program;
- Public information is critical to both interpreting heritage values, and to creating the necessary awareness of it.

"I like the sense of heritage associated with the area I live in"

Questionnaire Response

Neighbourhood Issues

See Map 4.

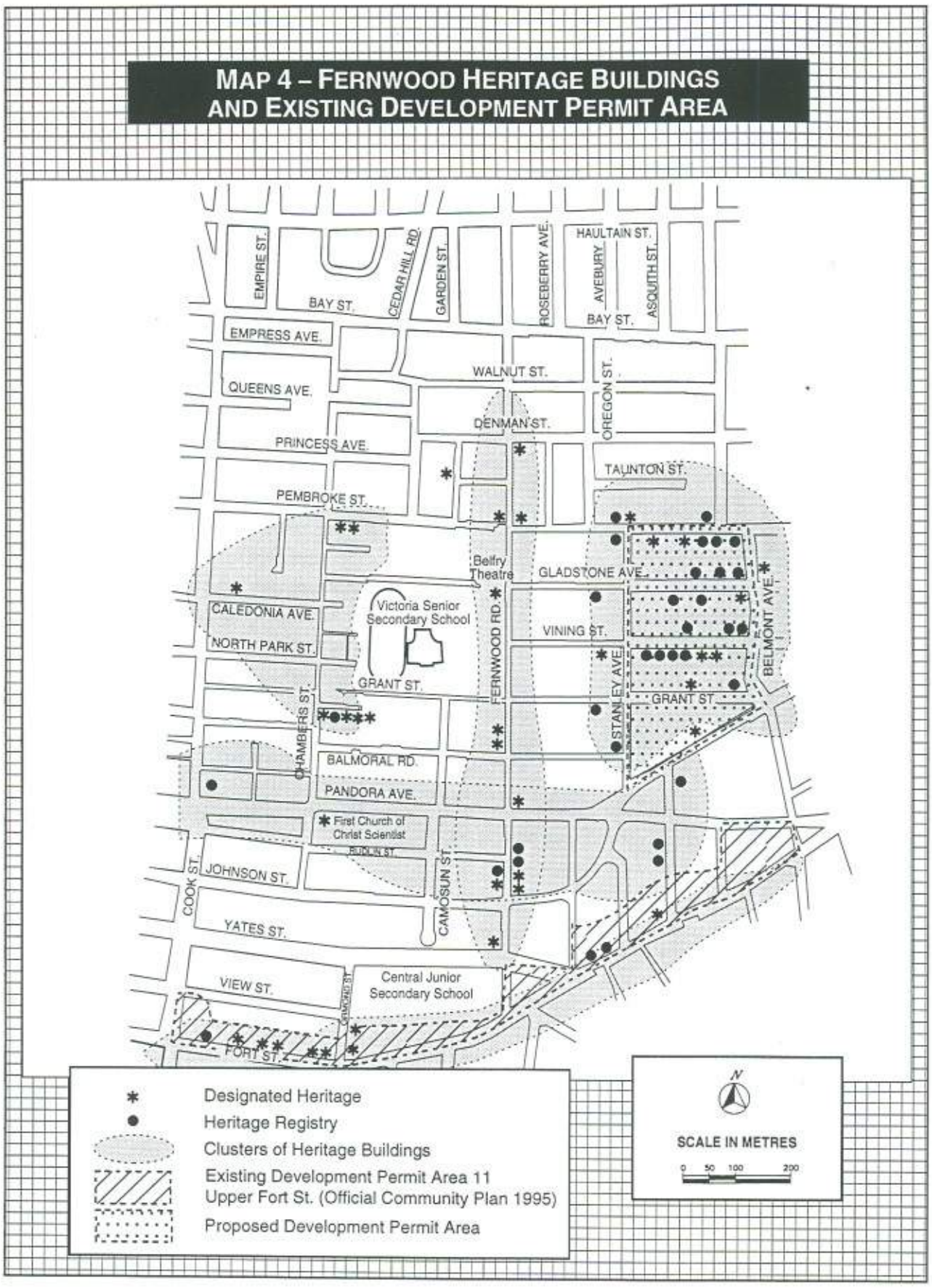
- The Fernwood Neighbourhood has five noted clusters of heritage homes, the area has 16.5% of the City's current inventory of heritage homes; some of these clusters, particularly the Belmont Ridge cluster, continues over the Plan Area boundary;
- One of the heritage clusters, that along Upper Fort Street, is a Development Permit Area;
- In addition the Neighbourhood has significant other "natural heritage" features, especially trees;
- The community is strongly supportive of preserving and enhancing the heritage qualities of the Neighbourhood;
- There are no public buildings listed in the Heritage Registry in the Neighbourhood.

Support for Heritage Actions

	Yes	No
Enact bylaw to protect heritage trees on public property	81%	6%
More information about grants to repair homes	81%	11%
Change zoning to preserve areas with many heritage homes	67%	13%
Add more homes to Heritage Inventory	50%	24%

Questionnaire Responses

MAP 4 – FERNWOOD HERITAGE BUILDINGS AND EXISTING DEVELOPMENT PERMIT AREA



Objectives

3.1 To encourage the conservation of heritage buildings and associated streetscapes, views, trees of special merit, and other elements of the natural heritage in Fernwood, with a view to maintaining them for future generations.

3.2 To promote positive public awareness of heritage resources in Fernwood.

Heritage is "more than just one old house on a street"

Planning Workshops

Recommendations for Policy and Action

3.1.1 That the City consider amending *Official Community Plan for the City of Victoria* to create a Fernwood Heritage Development Permit Area centered on Belmont ridge from Pembroke Street in the north to Begbie Street in the south, based on the existing cluster of *Heritage Inventory* residences, where there is support from affected owners and residents. (Note: This designation should follow the cluster boundary rather than the boundary of the Plan Area.)

3.1.2 That a further amendment to the *Official Community Plan* be considered to create a Fernwood Village Heritage Development Permit Area centered on the commercial area at Gladstone and Fernwood, where there is support from affected owners and residents.

3.1.3 That Development Permit Area No. 11 Upper Fort Street be continued as currently designated in the *Official Community Plan.*

3.1.4 That special consideration be given by Council, when reviewing development proposals to protecting the streetscapes of Yukon, Caledonia, Chambers Rudlin and Spring Streets, and the Olympic view vistas from the Pandora/Chambers ridge. (Note: There are other equally significant streetscapes throughout the community and streetscape and vista protection should be a City-wide policy. This will require definition and identification of long, medium and short-range vistas and streetscape elements and other criteria for urban design throughout Victoria. The location of the view from the Pandora/Chambers ridge is shown on the Plan Summary Map and will largely be maintained through rezoning for stacked townhouses (three storeys) rather than apartments in two locations (see Map 3). The elements of the identified streetscapes to protect and encourage in any new developments include the following: reduced front yard setbacks and traditional house features such as front porches, wood and shingle siding, wood window frames and pitched roofs.)

3.1.5 That the Heritage Inventory be updated for buildings in public and private ownership, through Neighbourhood initiatives coordinated with the City of Victoria and funded by the B.C. Heritage Trust.

3.1.6 That the City move rapidly to establish a program which uses the newly announced amendments to the Municipal Act to protect all heritage trees in the Neighbourhood, and the City adopt a policy to encourage the replacement of trees that die

or are removed. (Note: A City-wide policy should be developed.) 3.2.1 That historic buildings and events be interpreted through a civic signing or plaque program and supported through public donation and fundraising.	

Commercial

The proximity of the Neighbourhood to downtown has limited the growth and viability of its commercial enterprise. The main commercial core is Fernwood Village, and it would appear that there is sufficient capacity within its current C-1 zoning to accommodate expansion in the short and medium term. There are other small areas zoned C-1 in the area, but they have little potential for development beyond their present size.

Neighbourhood Issues

- There is a desire on the part of the merchants and community to both expand the range of services and physically revitalize Fernwood Village.

Fernwood Village should be "an integrated complex and revitalized area"

Questionnaire response

Objective

4.1 To encourage the commercial enhancement of Fernwood Village and Fernwood Square as the Heart of the Fernwood Neighbourhood.

Recommendations for Policy and Action

4.1.1 That the Fernwood Village Merchants' Association, in partnership with the City of Victoria, act to obtain a start-up grant to prepare a Village Revitalization Strategy under the provincial Downtown Revitalization Program.

4.1.2 That the C-1 lands at Haultain/Empire and Haultain/Belmont and along Cook between Caledonia and Pandora be rezoned to the CR-3M, Commercial Residential Apartment Modified District, zone.

Municipal Services

The services which lie under the streets, that provide our water supply, and remove storm and sanitary sewage, together with the streets and sidewalks themselves, are critical to the quality of life in any neighbourhood.

A continuous assessment of these municipal services is carried out by the City Engineering Department which results in a five year budget forecast and annual workplan; neighbourhood priorities are thus set within the overall City context. In recent years, the City's "pay-as-you-go" policy has limited upgrading of these services throughout the City. This has had a particular impact on Fernwood since it has some of the more difficult servicing problems in the City due to its age and development patterns, and its topography, both height and variations in height.

Neighbourhood Issues

- Trunk storm drains are inadequate in the area of Stanley and Vining;
- Many residential properties do not have separate storm and sanitary connections;
- Sanitary sewer capacity is adequate for the present zoning, but is close to capacity;
- Water pressure is variable and low pressure areas exist around Chambers, and between Begbie and Fort, providing current concerns for fire fighting, and little capacity for future redevelopment to higher densities;
- All lead piping for water will be gone from the public system by the end of 1992, but lead pipes still exist in public buildings (especially schools) and in many private homes;
- Many of the local roads are in poor repair and some repaving is scheduled in the Engineering Department's five year budget forecast;
- Tree pruning to improve the effectiveness of street lighting sometimes lacks sensitivity to tree shapes.

Objectives

5.1 To upgrade municipal services in Fernwood as required.

5.2 To initiate the enhancement of the Neighbourhood in conjunction with the improvement of municipal services.

Recommendations for Policy and Action

5.1.1 That required improvements be made to connect the area of Stanley from Begbie to, and including, Vining with trunk storm drains.

5.1.2 That required improvements be made to upgrade the water distribution system where undersized mains are located in the areas centered around Chambers Street and between Begbie and Fort.

5.1.3 That road and sidewalk improvements on Gladstone Avenue from Fernwood to Chambers and the entire length of Chambers Street (west side only for sidewalk) from Pandora to Queens, be incorporated in the next five year maintenance schedule.

5.1.4 That all designated bike routes through the Neighbourhood be resurfaced, and curb cuts be installed at every pedestrian crossing, especially on walking routes to school. 5.2.1 That an underground wiring program be commenced in conjunction with the renovation of major services in the Neighbourhood. (Note: Current economic reality makes this item and long term priority.) 5.2.2 That BC Hydro be required to be more sensitive to the aesthetics and ecology of trees when pruning around hydro lines.	

Parks, Recreation and Open Space

The provision of adequate parks and recreation services is critical to the quality of life for people of all ages.

City-wide Issues

- A hierarchy of parks exists in the City, from those serving regional and City-wide needs (e.g. Beacon Hill Park) to those serving local Neighbourhood needs;
- Parks are supplemented as open space by school grounds;

Parks and School Grounds

	Size in hectares
Stadacona Park	1.96
Harris Green	1.08
William Stevenson Park	0.84
Bay Street Playground	0.61
Wesley Place Park	0.22
Haegert Park	0.13
King Park	0.12
Gower Park	0.06
Victoria High School	4.66
Central Jr. Sec.	2.47
George Jay Elem.	1.06
Queens Playlot	0.57

Parks and Recreation Dept., City of Victoria

- The *Official Community Plan* standards for parks space are 0.6 hectares per 1,000 people for Neighbourhood parks and 1.5 hectares per 1,000 people for neighbourhood and community parks combined[5];
- Proposed standards for park amenities are described in *Public Recreational Open Space Analysis*[6];
- Recreation facilities most used by City residents were parks and playgrounds, while least used were track and field facilities.

Neighbourhood Issues

See Map 5.

- All parks in the Neighbourhood are classified as "Secondary"[7] — there are nine in number totalling 5.59 hectares or 0.68 hectares per 1,000 people; in addition there are three school grounds providing 8.76 additional hectares of open space;

"Changes to Neighbourhood Parks?

	Yes	*No*	*Don't Know*
William Stevenson Park	27%	21%	52%
Bay Street Playground	22%	26%	51%
Stadacona Park	20%	42%	38%
Gower Park	16%	34%	50%
King Park	15%	25%	60%
Haegert Park	14%	25%	61%
Wesley Place Park	12%	20%	68%
Harris Green	10%	35%	56%

Questionnaire response

- Only Stadacona Park can be said to meet the proposed amenity standards for Secondary parks;
- Parks are not well distributed

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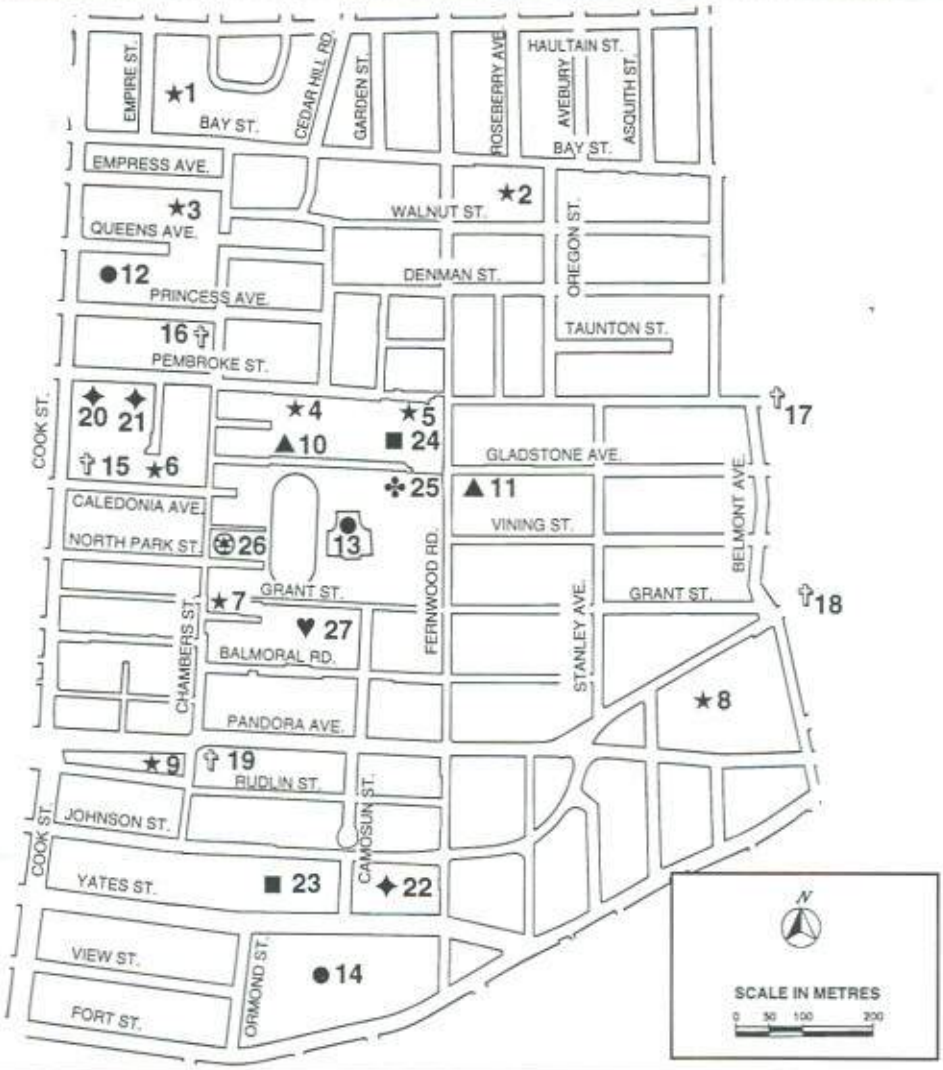
[5] Community parks can be outside a Neighbourhood.

[6] Parks and Recreation Dept, City of Victoria, 1991.

[7] Secondary neighbourhood parks provide open space for unstructured leisure activities and non-organized athletics. They are generally smaller in size and are developed to a lesser degree than primary parks.

MAP 5 – FERNWOOD PARKS & COMMUNITY FACILITIES



★ **PARKS**
1. Wesley Street Playlot
2. Bay Street Playground
3. George Jay School Park (Queens Playlot)
4. William Stevenson Memorial Playground
5. Gower Park
6. Kings Playlot
7. Haegert Park
8. Stadacona Park
9. Harris Green

▲ **COMMUNITY FACILITIES**
10. Fernwood Community Centre
11. Fernwood Community Offices

● **PUBLIC SCHOOLS**
12. George Jay Elementary
13. Victoria Senior Secondary
14. Central Junior Secondary

PLACES OF WORSHIP
15. St. Nicholas Ukranian Catholic Church
16. Unity Church
17. Belmont United Church
18. St. Barnanbas Anglican Church
19. First Church of Christ Scientist

✦ **REGIONAL SERVICES**
20. CRD Health Services
21. Youth Detention Centre (Provincial)
22. Boys & Girls Clubs

■ **MUNICIPAL SERVICES**
23. Fire Hall
24. Fernwood Community Police Station

CULTURAL SERVICES
25. Belfry Theatre

ENVIRONMENTAL SERVICES
26. Chambers Street Composting Demonstration Project

♥ **HEALTH SERVICES**
27. Private Hospital

- Parks are not well distributed throughout the Neighbourhood; their provision in the Eastern Approaches is particularly lacking;
- Improved parks and green spaces were the most favoured recreation facilities noted by community members in the 1990 Residents Survey conducted by Fernwood Community Centre;

"Increased Community Use of Schools?"

	Yes	*No*
Victoria High School	74%	7%
George Jay Elementary	70%	9%
Central Junior Secondary	69%	9%

Questionnaire response

- Neighbourhood residents would like to make better use of school buildings and grounds;
- Neither the Fernwood Community Centre nor Fernwood Community Association buildings fully meet Fernwood's community and cultural needs, with the Fernwood Community Association building fulfilling more of a social and cultural than a recreational role.

Objectives

6.1 Over the long term, to increase the amount of park space within Fernwood to that in the proposed City of Victoria's *Public Recreational Open Space Analysis* (p. 15), namely a neighbourhood park within 0.4 kms of every household.

6.2 To establish a hierarchy of parks within Fernwood at a classification level which accommodates the recreation needs of the community.

6.3 To improve the amenities within Fernwood parks to the proposed standards for parks.

6.4 That recreation services in Fernwood be improved through better community use of existing facilities and schools.

Recommendations for Policy and Action

6.1.1 That more intensive use for park purposes be made of school grounds, through joint development and maintenance agreements between the City and the School Board.

6.1.2 That a parks acquisition strategy be prepared to acquire new park sites south of Pandora Avenue in the Eastern Approaches. (Note: While the area of the existing neighbourhood parks is and will remain above the Official Community Plan standard (based on population projections), there is an area in the southwest corner of the Eastern Approaches where the Public Open Spaces Recreational Analysis, 1991 standard of a neighbourhood park within 0.4 km is not met. One strategy identified in this study prepared for the City of Victoria Parks and Recreation Department (p. 102) is that "one or two properties near the north east boundary of Fairfield be purchased and designed and developed into neighbourhood park space. A neighbourhood park in this region will also serve Eastern Approaches, Harris Green and Rockland residents.")

6.2.1 That William Stevenson Memorial Park be reclassified as a Primary Neighbourhood park.

6.3.1 That William Stevenson Memorial Park be selected as a priority for parks improvement. The Fernwood Community Association and other community groups should be encouraged to become involved.

6.3.2 That the drainage in William Stevenson Memorial Park be improved; consideration should be given to creating a fountain or water park to celebrate the location as the original "springs" of Victoria.

6.3.3 That improvements be carried out to Stadacona Park to increase the level of public safety, through better lighting on the main north-south pathway linking Begbie Street and Pandora Avenue, and a sidewalk for the south side of Begbie, preferably within the Park.

6.3.4 That improvements be carried out to Bay Street Playground (Alexander Park) through screening along Bay Street, landscaping, and redesign to improve public safety.

6.3.5 That landscaping improvements be carried out to Haegert Park to take advantage of the Yukon Street cluster of heritage residences, and to improve the unused land on the north side of the park.

6.4.1 That recreation services be increased for all age groups through the City of Victoria Parks & Recreation Department, using the Fernwood Community Centre as a base for outreach programming activity.

Social , Cultural and Community Services

The provision of social, cultural and community services is a priority for the residents of the Fernwood area. The need for an integrated approach to their delivery has been frequently identified, most recently in "Planning for Tomorrow", the report of the Mayor's Task Force for Young Children.

"I would like to see a variety of family-related services such as are offered through James Bay (Centre/School)"

Questionnaire response

Neighbourhood Issues

- Community services for youth in their teen years or young adults are nonexistent outside the school system, although these are the largest age groups in the community;
- Services for families, particularly those with young children, are very limited, although there is a significant number of lone parent and other families;
- Local services for seniors, provided largely from the Fernwood Community Centre, are inadequate in terms of facilities and programs, and generally remote from those who live in the Eastern Approaches;
- Community measures which address personal safety at night, crime and urban design for safety are a high priority for Neighbourhood residents.

Objective

7.1 To extend the range of community and social services available within Fernwood.

Recommendations for Policy and Action

7.1.1 That the Fernwood Community Association building serve as one of the primary location(s) for the delivery of social, cultural and community information services in the Neighbourhood.

7.1.2 That the mandate for this location should be giving life to the recently passed municipal policy *"...develop a clustering of facilities and resources in each Neighbourhood that would provide a variety of supports and programs for intergenerational use"*[8].

7.1.3 That the Fernwood Community Centre focus on programs for youth, families (particularly those with young children) and seniors.

7.1.4 That public safety issues be considered a priority and be addressed, where appropriate, through urban design considerations.

7.1.5 That around-the-clock community police services be provided out of the Fernwood Station, as modelled on the current pilot project in the James Bay Station.

[8] Planning for Tomorrow — Report of the Mayor's Task Force for Young Children.

Education

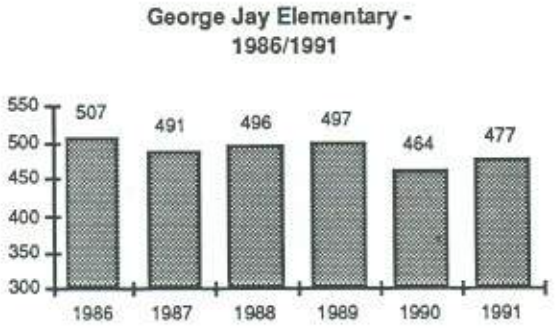
Education is seen by residents of Fernwood as a vital service which should be available on a "cradle to grave" basis, rather than simply a service for those aged 5 to 19 years. Those years are the responsibility of the School District, which has three schools in the area, while regulation of preschool and childcare services is a Regional District function. Adult and continuing education is provided by Camosun College, although over 200 adults are registered within the enrolment at Victoria High School.

City-wide Issues

- Child care and preschool services are generally insufficient to meet demand, especially for infant/toddlers and out-of-school care;
- The School District has excess capacity in some of its secondary schools, and is currently reviewing its options for rationalization;
- Post-secondary enrolments have grown and are projected to continue to do so.

Neighbourhood Issues

- There is an adequate supply of child care, especially for 3–5 year olds, but much would appear to be unlicensed;
- After-school care/recreation services are very limited, especially given the area's higher than average youth population;
- The majority of the Neighbourhood's elementary age children attend George Jay; its enrolment has not grown over the last few years and is projected to remain stable over the next few years;



Greater Victoria School District
Sept. 30th enrolment data

- Both Central and particularly Victoria High School have some spare capacity.

Objectives

8.1 To encourage improved quantity and quality of licensed child care services for children up to 12 years of age.

8.2 To ensure that the contribution of the schools as community facilities is maximized.

8.3 To provide opportunities for adult learning within the Neighbourhood.

Recommendations for Policy and Action

8.1.1 That the Capital Region Health Department facilitate the licensing of currently unlicensed family daycares, through improved communication with parents and care givers.

8.1.2 That more community programming be provided in after-school hours in ways that can be used by parents for child care purposes.

8.2.1 That the City encourage the School Board to designate Victoria High as a "Community School", and to participate with the School Board in the required funding agreement.

8.3.1 That the School Board consider the continued use and possible expansion of adult learning at Victoria High School.

8.3.2 That Camosun College be encouraged to use Victoria High School as a venue for continuing education courses.

Transportation

Fernwood is close to Downtown, the hub of much of the region's commuting traffic, and is therefore subject to major traffic flows whose origins and destinations are outside the Neighbourhood. It is both surrounded and traversed by major arterial routes which carry large volumes of traffic; in addition many commuters use the smaller neighbourhood streets to avoid the traffic volumes on these arterials, thus posing hazards for residents.

City-wide Issues

- There is currently a Regional Transportation Study being undertaken by the CRD with a 1993 completion date;
- The range of transportation options to be reviewed by the Regional Transportation Study team will include those designed to reduce car traffic and promote alternative traffic modes such as walking, bicycles, and public transit.

24 Hour Traffic Volumes – 1989/1990

Pandora	13,996
Johnson	12,532
Cook at Pandora (S)	10,520
Cook at Pandora (N)	10,496
Fort	10,106
Bay at Fernwood (E)	8,001
Bay at Fernwood (W)	6,306
Fernwood (N)	3,662
Fernwood (S)	3,648

City of Victoria, Engineering Dept.

Neighbourhood Issues

See Map 6.

- The major streets are classified as "Arterials" or "Secondary Arterials" — Johnson, Pandora, Begbie, Yates, Fort, Cook and Bay;
- The next level of street is the "Collector" or "Secondary Collector" — Haultain and Fernwood;
- All other streets are classified as "Residential–Local";

Perceived Transportation Problems

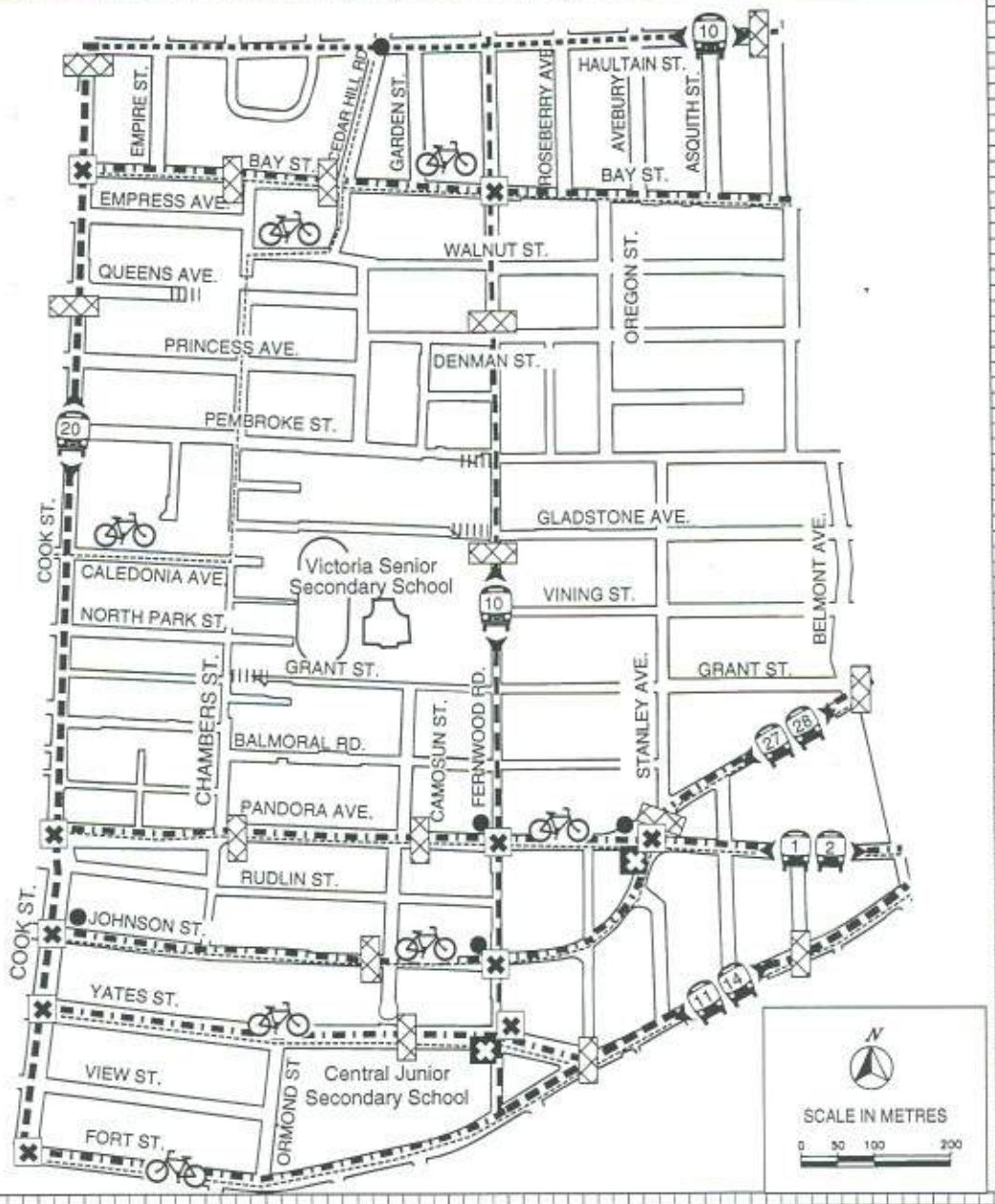
	Yes	No[9]
Speed of traffic	68%	30%
Amount of traffic	66%	30%
Condition of roads	65%	27%
Pedestrian safety	59%	33%
Street safety for bicyclists	56%	27%
Residents parking	53%	36%
Condition or lack of sidewalks	41%	48%

Questionnaire response

- The patterns of traffic are such that the Residential–Local streets act as short-cuts to the Arterials and Secondary Arterials, while the Collectors carry heavier traffic than Arterials in most other parts of the City;

[9]Figures do not add to 100% due to 'don't knows' which make up the balance.

MAP 6 – FERNWOOD NEIGHBOURHOOD TRANSPORTATION FEATURES



STREET CLASSIFICATION

- ARTERIAL - 18,000+ vehicles per 24 hours
- SECONDARY ARTERIAL -5,000 to 20,000 vehicles per 24 hours
- COLLECTOR - 3,000 to 8,000 vehicles per 24 hours
- SECONDARY COLLECTOR - 1,000 to 4,000 vehicles per 24 hours
- RESIDENTIAL OR LOCAL - less than 1,000 vehicles per 24 hours
- STREET CLOSURES
- BUS ROUTES

INTERSECTIONS

- SIGNALIZED INTERSECTIONS
- PEDESTRIAN ACTUATED SIGNALS
- PEDESTRIAN CROSSWALKS
- Intersections included in Victoria's twenty top accident locations
- Bicycle Route, Bicycle Master Plan March 1994

- Six out of 20 of the City's top accident intersections are located in the Neighbourhood, as follows:
  - Pandora and Fernwood;
  - Johnson and Fernwood;
  - Johnson/Pandora and Begbie;
  - Johnson and Cook;
  - Fort and St. Charles;
  - Haultain and Cedar Hill.
- The four street closures of the 1970s NIP program are still supported by the community; [10]

Attitudes to Street Closures

	Reopen	*Keep Closed*
Chambers and Grant – Haegert Park	17%	59%
Chambers and Queens – George Jay School Park	17%	64%
Fernwood and Gladstone – Fernwood Village Mall	18%	67%
Fernwood and Pembroke – Gower Park	21%	60%

Questionnaire response

- Measures to improve pedestrian safety are a priority of the community;
- The lack of parking is a problem in specific areas of the Neighbourhood;
- Alternative modes of transportation are encouraged by the community, particularly improved bicycle routes and bus service.

[10] It should be noted that safety (e.g., access for fire vehicles) should be a consideration in examining whether or not road closures should be retained, removed or relocated.

Objectives

9.1 To undertake a Neighbourhood Transportation Management Plan in close cooperation with the community.

9.2 To ensure that the team undertaking the CRD Regional Transportation Study fully understands the frustrations and concerns of central city neighbourhoods concerning traffic issues.

9.3 To ensure that residents can proceed safely within the Neighbourhood.

Recommendations for Policy and Action

9.1.1 That the consultation process for the Neighbourhood Transportation Management Plan be built around involvement at the block level.

9.1.2 That the Neighbourhood Transportation Management Plan focus on:

- mitigating the inappropriately high through traffic volumes on Residential–Local streets, particularly Chambers, Belmont, Harrison, Stadacona, Stanley and Elford;
- mitigating the inappropriately high traffic speeds on Collectors and Secondary Arterials as at Fernwood, Shelbourne at Bay, Pandora and Johnson;
- reviewing the need for "residents only" on-street parking designations;
- developing a landscaping program for Arterials, Secondary Arterials, and Collectors in the Eastern Approaches;

- establishing bicycle routes that provide alternative access through the Neighbourhood.

9.2.1 That the City encourage the Regional Transportation Planning Team:

- to review the possibility of creating incentives for car pooling and alternatives to cars for commuters;
- to review the continued need for a one-way system of streets through the Eastern Approaches.

9.3.1 That the City investigate the engineering aspects of the high traffic accident intersections in the Neighbourhood.

9.3.2 That the Municipal Engineering Department and the School District work together to create "Safe Walking Routes to School" Program for all Fernwood schools.

9.3.3 That additional traffic surveillance be used on Fernwood Road and Begbie Street to enforce speed limits.

Environment

Among the residents of Fernwood, there is wide appreciation that the global environmental crisis requires actions at all levels, including the Neighbourhood level. The residents are prepared to both support and initiate community-wide projects. For instance, efforts to increase recycling, such as the regional demonstration composting facility and the Blue Box program, are supported by the community.

Neighbourhood Issues

- Increased municipal action on such matters as improvement of the storm and sanitary sewers in the Vining Street area will improve the operation of the regional liquid waste disposal system;
- Efforts to reduce car use will reduce air pollution.

Objective

10.1 To improve the current standards of environmental quality in the Neighbourhood through participation in programs, of all levels of government, which place Fernwood on the leading edge of environmental conservation.

Recommendations for Policy and Action

10.1.1 That a composting facility for use by Neighbourhood residents be established in the City of Victoria[11].

10.1.2 That the expanded CRD "Blue Box" program be extended to Fernwood.

10.1.3 That measures be undertaken to protect the Neighbourhood's natural environment, particularly its trees (see recommendation 3.1.6).

[11] The Victoria Compost Education Centre in the Neighbourhood is a demonstration project only and will not provide residents with a place to deposit their compost materials or recyclables.

Section 3
Continuing the Process

Continuing the Process

It is said that "plans are easy — action is more difficult". The Fernwood Plan needs to come to life over the coming years, and this section describes how that will happen, who needs to do what and when. The following issues focus on different aspects of the implementation process:

- the first need is to suggest a process for plan monitoring which is more formal than has existed in the past, and is based on a local input;

"the City needs more frequent Neighbourhood Plan review rather than continuous spot zoning"

Planning Workshops

- The second are some procedural matters such as the name of the area for future planning, and its boundaries;
- Thirdly, is the immediate need to continue the planning for the "Heart of the Neighbourhood";
- Fourthly, is an implementation schedule for the other elements of the plan, laying out for each recommendation a timeline for implementation and the agency which should be primarily responsible for leading that implementation.

Process for Plan Monitoring

It is 16 years since the last Neighbourhood Plan was developed, and it is true to say that it has stood up well in its broad direction for land use change. In recent years, however, as development pressures have diverged from those originally envisaged, Council has adopted different policy frameworks to address these pressures from those laid out in the plan. This will always happen, and the purpose of this part of the current plan is to confirm mechanisms for providing community input to Council regarding the process of managing such change.

Indeed the terms of reference for this planning study indicated that the Steering Committee wanted a different kind of process, one which focused on the longer term vision for the future and its management, rather than the more immediate, generally land use based issues which had often been the focus of other Neighbourhood plans. The community's interest was in creating a vision which was more robust and resilient to change, and which would provide Council with a reference point for making future decisions.

But in making these decisions, Council also needs advice from the local community; while the public meeting process for rezonings can serve this need, ongoing advice is also needed. The strengthening of community organizations so that they can play this important role would improve the responsiveness of the planning system in Victoria, and the Land Use Committee of the Fernwood Neighbourhood Association could fulfil this role.

Objective

11.1 To establish a process for plan monitoring which gives authority to the community to advise Council on plan-related decisions.

Recommendations for Policy and Action

11.1.1 To establish a Neighbourhood Planning Committee to monitor Plan implementation as an ad hoc committee in conjunction with the Fernwood Community Association.

Defining the Neighbourhood

The Neighbourhood planning process for Fernwood was charged with two tasks over and above those normally included in the preparation of a Neighbourhood Plan:

- finding the most universally acceptable name for the Neighbourhood;
- defining the boundaries of the area for future planning.

It was recognized before the planning process began that successful future community organization was dependent on the consensus around these questions.

Naming the Neighbourhood

While originally the study area was "the area around the springs", as early as the late 1880s it was known as the community of Fernwood. This name continued through the first 60 years of this century, until the area got a "bad name" in the 1960s and 1970s. In the 1974 Neighbourhoods Report, the title of Spring Ridge was suggested; old habits die hard, however, and the questionnaire results clearly showed that Fernwood was still the name of choice for the large majority of residents. The addition of the Eastern Approaches complicates matters slightly, but the overwhelming majority of those Eastern Approaches residents who attended the workshops felt that, if anywhere at all, Fernwood was the community with which most residents of the Eastern Approaches associated.

Preferred Neighbourhood Name

Fernwood	70%
Spring Ridge	22%
Other	8%

Questionnaire response

Objective

12.1 To refer to the area in future planning as "Fernwood".

Recommendations for Policy and Action

12.1.1 That the final version of this Plan be published by the City of Victoria as the Fernwood Neighbourhood Plan.

12.1.2 That the name Fernwood be used by the City in all future planning and community development projects, and in its general administration.

12.1.3 That the name Fernwood be used in any community event to enhance its community heritage.

Neighbourhood Boundaries

With the incorporation of the Eastern Approaches into the old Neighbourhood Plan Area, the combined area acquired new boundaries of Fort to the south, Cook to the west, Haultain to the north, and Belmont to the east. Response from the workshops and questionnaire showed that the south and west boundaries were generally supported by the community. There were mixed opinions about the northern boundary with a slight preference for Bay over Haultain; and a major preference for Begbie/Shelbourne over Belmont.

Preferred Boundaries – North

Bay	37%
Haultain	24%
Other	39%

Preferred Boundaries – East

Shelbourne/Begbie	67%
Belmont	8%
Other	24%

Questionnaire response

Recommendation for Policy and Action

13.1 To establish the boundaries of the area for planning and community development purposes as Cook, Bay, Shelbourne/Begbie and Fort.

Integrated Site Plan

Critical to the creation of the vision for Fernwood is creating momentum behind the integrated site plan for the lands around Victoria High School. Over the next few years change will occur from such initiatives as the Composting Demonstration Project and the new CRD Caledonia Street Housing Project, if not on the Victoria High School site itself. In addition, Victoria High School will likely acquire a new and expanded role, even though it is now too early to say exactly what this will be.

The concept for the integrated site plan is not necessarily for one major site planning exercise — this may be too unwieldy to undertake. It can, however, be seen as several planning exercises each separate from each other, but building toward a coherent whole for the community's heart. In this way it can be seen as three separate planning processes, linked through one Steering or Coordinating Committee (probably the Committee referred to in Policy 11.1). These three processes are as follows:

A Revitalization Strategy for Fernwood Village

(recommendation 4.1.1)

- Timeline
  - During 1993
- Steps
  - application for funding by City to Provincial Government
  - funding approval
  - prepare revitalization strategy
  - prepare revitalization concept plan
- Lead Agencies
  - Fernwood Merchants' Association
  - City of Victoria
  - School Board
  - other property owners
  - Fernwood Community Association
- Budget
  - total $30,000, cost shared between City, Province and Merchants' Association

"the square at Fernwood and Gladstone should be the location for community events"

Planning Workshops

Victoria High School — Site Planning

- Timeline
  - During 1993
- Steps
  - School Board approval of District-wide rationalization plan
  - preparation of terms of reference for site study, based on agreed role for Victoria High School
  - application for funding by School District to Provincial Government (Ministry of Education)
  - funding approval
  - appointment of planning team
  - preparation of site plan
- Lead Agencies
  - School District
  - Fernwood Community Association
  - Fernwood Community Centre
  - City of Victoria
  - Autumn Glow Society

Local Transportation Management Plan

- Timeline
  - September 1993 to September 1994
- Steps
  - agreement by Council to proceed
- Lead Agencies
  - City of Victoria Engineering staff

Once these three planning processes have been completed in an integrated fashion, the other planning issues in the integrated site plan area will easily fall into place, and can be completed by the staff of the Planning Department.

Other Recommendations

Implementing the Plan requires knowing more than just what should happen, but also who will do what and by when.

The "what" is clearly laid out in the recommendations given on each topic heading within the Plan. But in every case, an agency needs to be identified as responsible to make sure that recommendation is acted upon; and the public has a right to know when it will happen.

The following pages add this information for every recommendation in the topic sections. As time passes, this will provide a checklist for the community, the Plan Steering Committee and Council to review progress and action on the implementation of the Plan.

Implementing the Plan

Heart of the Neighbourhood

No.	Recommendation	Responsibility	Timeline
1.1.1	To prepare an integrated site plan.	City Council	During 1995

Housing

No.	Recommendation	Responsibility	Timeline
2.1.1	That the the R1-B Single Family Dwelling Zone be retained.	No action required	
2.1.2	That the properties on the north side of Pembroke Street be rezoned to R1-B.	City Council	During 1995
2.1.3	That the R1-B Single Family Dwelling Zone be retained.	No action required	
2.1.4	That the R1-B Single Family Dwelling Zone be retained.	No action required	
2.1.5	That future small lot subdivision be permitted for infill housing within the R1-B zones, through use of the City's Single Family Detached Small Lot Infill Housing Zones.	Planning Dept staff	When appropriate
2.1.6	That the parking guidelines in the City's Design Guidelines for Single Family Detached Small Lot Infill Housing also be applied to any provision of parking in the front yards of duplex conversions in the R1–B and R–2 zones.	Planning Dept staff	During 1995
2.1.7	For the block bounded by Denman/Pembroke/Spring/Centre, the existing four-storey apartment buildings should be rezoned to R3-AM-2, Mid-Rise Multiple Dwelling District, and the three storey buildings should be rezoned to R3-A2, Low Profile Multiple Dwelling District. The existing houses should be rezoned to R-2, Two Family Dwelling District.	City Council	During 1995

2.2.1	That all land in the Neighbourhood currently zoned R3-1 and R3-2 Multiple Dwelling Zones, except those sites occupied by apartment buildings over four storeys, be rezoned to R3-AM-2 Mid-Rise Multiple Dwelling Zone.	City Council	During 1995
2.2.2	That a new zone be developed for townhouses at a higher density than currently allowed in the R-K zoning	City Council	During 1995
2.2.3	That consideration be given to rezoning sites appropriate for higher density and stacked townhouses (see Map 3), to the new townhouse zone recommended in 2.2.2.	City Council	During 1995
2.3.1	That all the R-2 zoned areas north of North Park Street be retained.	No action required	
2.4.1	That a City Housing Policy be developed to ensure the achievement of a more balanced distribution of non-market housing projects.	City Council	As soon as possible
2.4.2	That the focus of future non-market housing for the Fernwood area should be for seniors and family cooperative housing.	No action required	
2.4.3	That the scale of development of non-market housing should reflect that of surrounding housing, being generally small scale and lower density.	No action required	
2.5.1	That future redevelopment within the C1 Limited Commercial Zones should favour upper storey residential use.	City Council	As required

Heritage

No.	Recommendation	Responsibility	Timeline
3.1.1	That the City consider amending *Official Community Plan for the City of Victoria* to create a Fernwood Heritage Development Permit Area centered on Belmont ridge where there is support from affected owners and residents	Affected owners and residents	
3.1.2	That a further amendment to the *Offical Community Plan* be considered to create a Fernwood Village Heritage Development Permit Area where there is support from affected owners and residents.	Affected owners and residents	On completion of Revitalization Strategy
3.1.3	That Development Permit Area No.11 Upper Fort Street be continued.	No action required	
3.1.4	That special consideration be given by Council to protecting streetscapes of Yukon, Caledonia, Chambers, Rudlin and Spring Streets, and Olympic views.	City Council	As required
3.1.5	That the *Heritage Inventory* be updated for buildings in public and private ownership.	Neighbourhood initiative coordinated with the City of Victoria and funded by the B.C. Heritage Trust	By 1996
3.1.6	That the City establish a program to protect all heritage trees in the Neighbourhood, and the City adopt a policy to encourage the replacement of trees that die or are removed.	City Council	During 1995
3.2.1	That historic buildings and events be interpreted through a civic signing or plaque program and supported through public donation and fundraising.	City Council	As soon as feasible

Commercial

No.	Recommendation	Responsibility	Timeline
4.1.1	Village Revitalization Strategy	Fernwood Village Merchants' Assocation and City Council	As soon as possible
4.1.2	That the C-1 lands at Haultain/Empire and Haultain/Belmont and along Cook between Caledonia and Pandora be rezoned to the CR-3M, Commercial Residential Apartment Modified District, zone.	City Council	

Municipal Services

No.	Recommendation	Responsibility	Timeline
5.1.1	That required improvements be made to connect the area of Stanley from Begbie to and including Vining with trunk storm drains.	Engineering Dept	In five year plan
5.1.2	That required improvements be made to upgrade the water distribution system where undersized mains are located in the areas centered around Chambers Street and between Begbie and Fort.	Engineering Dept	In five year plan
5.1.3	That road and sidewalk improvements on Gladstone Avenue from Fernwood to Chambers and Chambers Street from Pandora to Queens.	Engineering Dept	In five year plan
5.1.4	That all designated bike routes through the Neighbourhood be resurfaced, and curb cuts be installed at every pedestrian crossing.	Engineering Dept	In five year plan
5.2.1	That an underground wiring program be commenced in conjunction with the renovation of major services in the Neighbourhood.	BC Hydro	In five year plan
5.2.2	That BC Hydro be required to be more sensitive to the aesthetics and ecology of trees when pruning around hydro lines.	City Council	As soon as possible

Parks, Recreation and Open Space

No.	Recommendation	Responsibility	Timeline
6.1.1	That more intensive use for park purposes be made of school grounds.	City Council and School Board	As appropriate
6.1.2	That a parks acquisition strategy be prepared to acquire new park sites south of Pandora Avenue in the Eastern Approaches.	Parks and Recreation Dept staff	During 1996
6.2.1	That William Stevenson Memorial Park be reclassified as a Primary Neighbourhood park.	Parks and Recreation Dept staff	During 1995
6.3.1	That William Stevenson Memorial Park be selected as a priority for parks improvement. The Fernwood Community Association and other community groups should be encouraged to become involved.	Parks and Recreation Dept staff	During 1995
6.3.2	That the drainage in William Stevenson Memorial Park be improved.	Parks and Recreation Dept staff	In five year capital plan
6.3.3	That improvements be carried out to Stadacona Park to increase the level of public safety.	Parks and Recreation Dept staff	In five year capital plan
6.3.4	That improvements be carried out to Bay Street Playground.	Parks and Recreation Dept staff	In five year capital plan
6.3.5	That landscaping improvements be carried out to Haegert Park.	Parks and Recreation Dept staff	In five year capital plan
6.4.1	That recreation services be increased for all age groups.	Parks and Recreation Dept staff	During 1995

Social, Cultural and Community Services

No.	Recommendation	Responsibility	Timeline
7.1.1	That the Fernwood Community Association building serve as one of the primary location(s) for the delivery of social, cultural and community information services in the Neighbourhood.	City Council	Immediately
7.1.2	That the mandate for this location should be giving life to the recently passed municipal policy "*...develop a clustering of facilities and resources in each Neighbourhood that would provide a variety of supports and programs for intergenerational use*".	No action required	
7.1.3	That the Fernwood Community Centre focus on programs for youth, families (particularly those with young children) and seniors.	No action required	
7.1.4	That public safety issues be considered a priority.	No action required	
7.1.5	That around-the-clock community police services be provided.	City Police Dept	As soon as possible

Education

No.	Recommendation	Responsibility	Timeline
8.1.1	That the Capital Region Health Department facilitate the licensing of currently unlicensed family daycares.	CRD Health	As soon as possible
8.1.2	That more community programming be provided in after-school hours.	Parks and Recreation Dept	As feasible
8.2.1	That the City encourage the School Board to designate Victoria High as a "Community School".	City Council and School Board	As soon as possible
8.3.1	That the School Board consider the continued use and possible expansion of adult learning at Victoria High School.	School Board	As soon as possible
8.3.2	That Camosun College be encouraged to use Victoria High School as a venue for continuing education courses.	Camosun College	As soon as possible

Transportation

No.	Recommendation	Responsibility	Timeline
9.1.1	That the consultation process for the Neighbourhood Transportation Management Plan be built around involvement at the block level.	Engineering Dept staff	By 1995
9.1.2	That the Neighbourhood Transportation Management Plan focus on, etc.	Engineering Dept staff	By 1995
9.2.1	That the City encourage the Regional Transportation Planning Team, etc.	City Council	As soon as possible
9.3.1	That the City investigate the engineering aspects of the high traffic accident intersections in the Neighbourhood.	Engineering Dept staff	As soon as possible

9.3.2	....create "Safe Walking Routes to School" Program for Fernwood.	Engineering Department staff and School District staff	In progress
9.3.3	That additional traffic surveillance be used on Fernwood Road and Begbie Street to enforce speed limits.	City Police	As soon as possible

Environment

No.	Recommendation	Responsibility	Timeline
10.1.1	That a composting facility for use by Neighbourhood residents be established in the City of Victoria.	CRD Engineering	As soon as possible
10.1.2	That the expanded CRD 'Blue Box' program be extended to Fernwood.	CRD Engineering	As soon as possible
10.1.3	That measures be undertaken to protect the neighbourhood's natural environment, particularly its trees (see recommendation 3.1.6).	City Council	As soon as possible

Plan Monitoring

No.	Recommendation	Responsibility	Timeline
11.1.1	To establish a Neighbourhood Planning Committee to monitor Plan implementation as an ad hoc committee.	City Council	Upon review with APC and FCA.

Defining the Neighbourhood

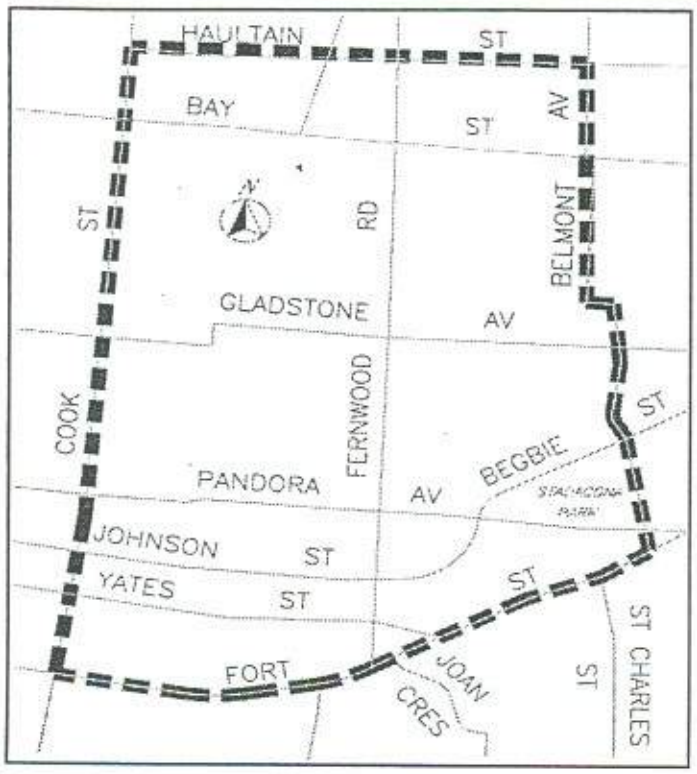
No.	Recommendation	Responsibility	Timeline
12.1.1	That the final version of this Plan be published by the City of Victoria as the Fernwood Neighbourhood Plan.	Planning Department Staff	1995
12.1.2	That the name Fernwood be used by the City in all future planning and community development projects, and in its general administration.	City Council and City Staff	Immediately
12.1.3	That the name Fernwood be used in any community event to enhance its community heritage.	City Council and City Staff	Immediately

Neighbourhood Boundaries

No.	Recommendation	Responsibility	Timeline
13.1.1	To establish the boundaries of the area for planning and community development purposes as Cook, Bay, Shelbourne/Begbie and Fort.	Planning Department Staff	1995

Appendices

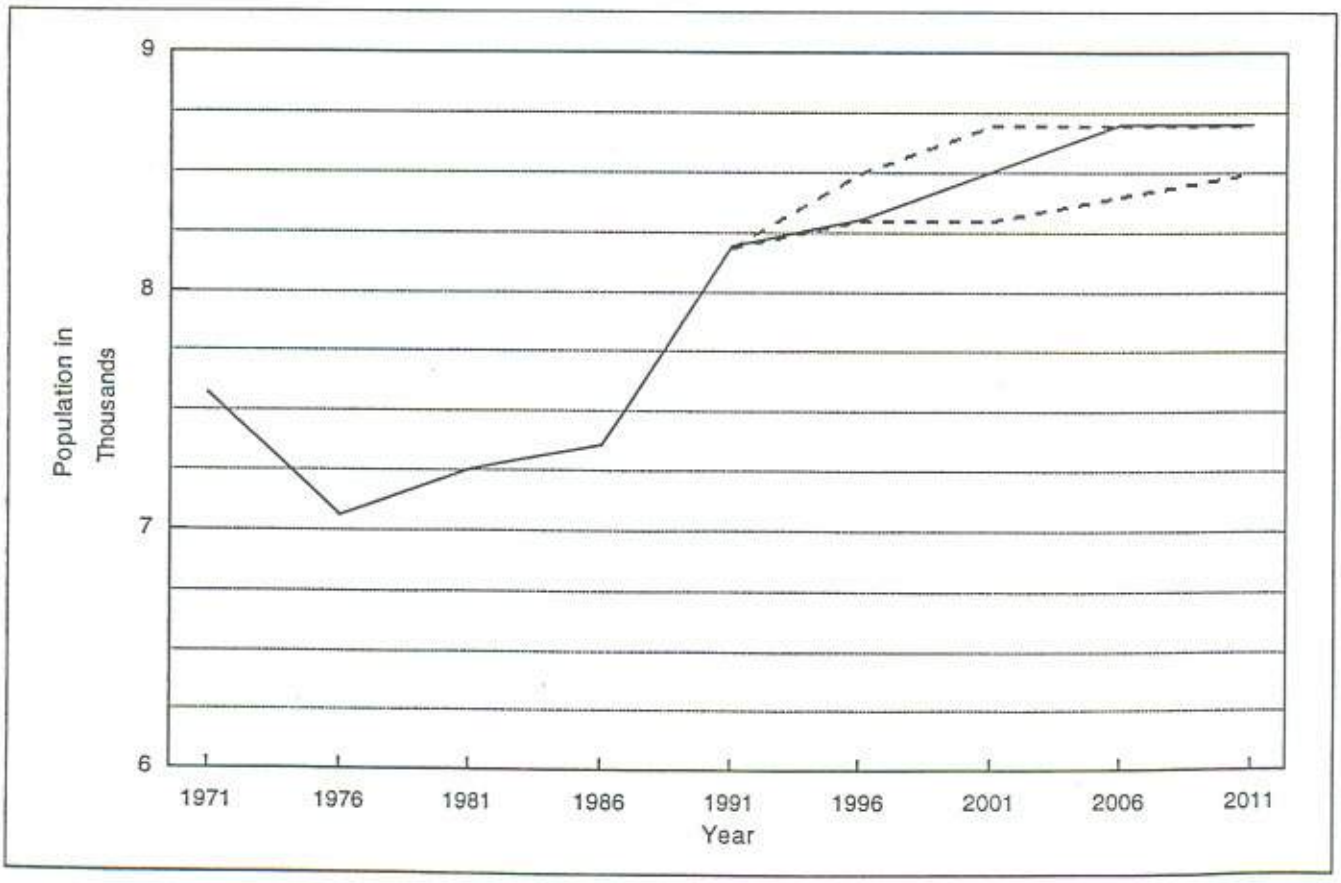
FERNWOOD POPULATION PROJECTIONS 1971 - 2011

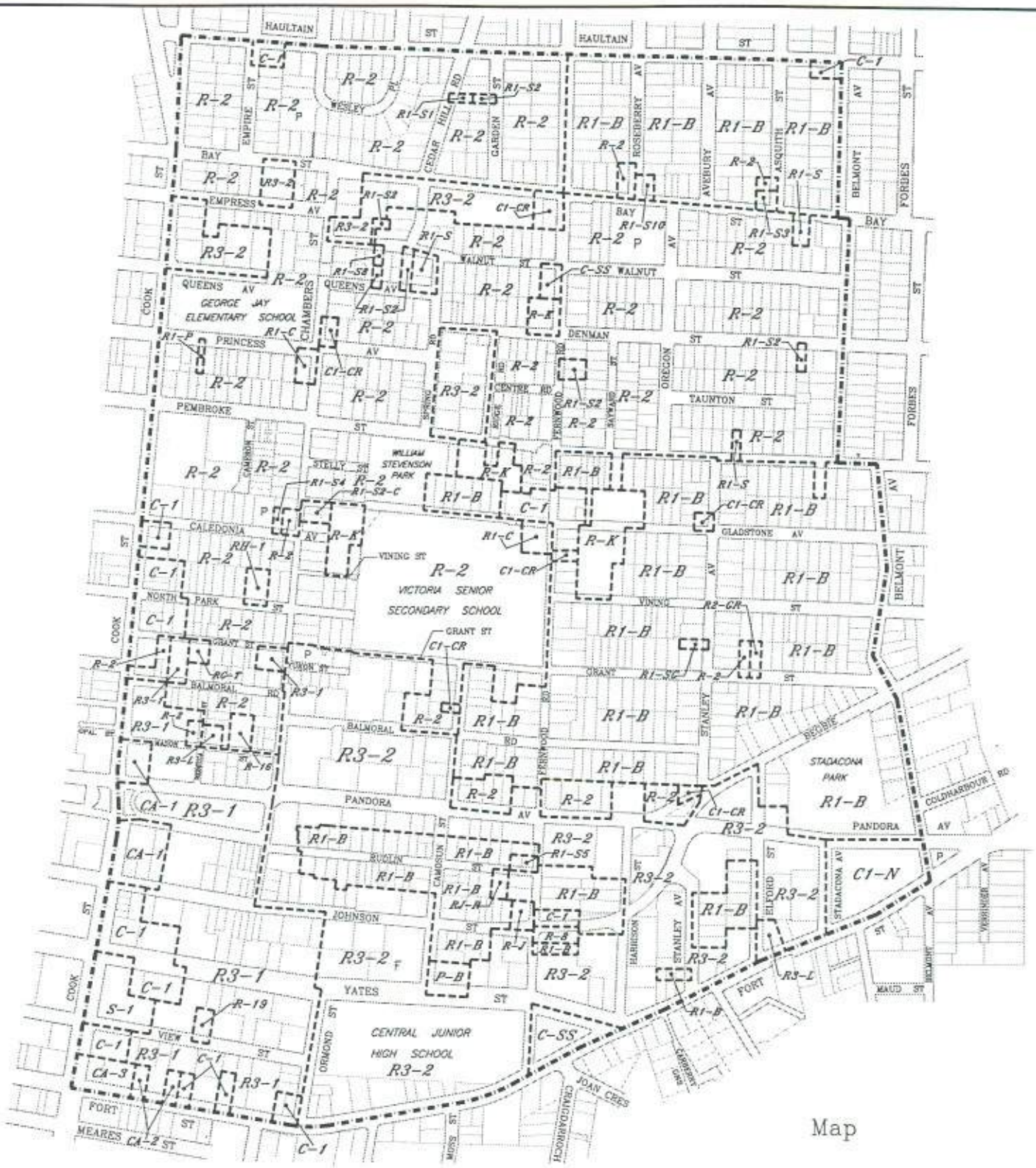


Capacity is 8700 people based on Existing Zones and Plan Policies.

- Likely rate is the 1971-1991 rate.
- Low rate is one half the 1971-1991 rate.
- High rate is two times the 1971-1991 rate.

YEAR	LOW	HIGH	LIKELY
1971			7566
1976			7061
1981			7250
1986			7355
1991	8186	8186	8186
1996	8300	8500	8300
2001	8300	8700	8500
2006	8400	8700	8700
2011	8500	8700	8700





Map

Fernwood Neighbourhood Zoning – January 1996

DETACHED DWELLING ZONES

- R1-A ROCKLAND SINGLE FAMILY DWELLING
- R1-B SINGLE FAMILY DWELLING
- R1-C SINGLE FAMILY DWELLING (Extended Use)
- R1-M SINGLE FAMILY DWELLING (Neighbourhood Medical)
- R1-BB SINGLE FAMILY DWELLING (Bed & Breakfast)
- R1-S SINGLE FAMILY DWELLING (Small Lot)
- R1-S1 RESTRICTED SMALL LOT (One Storey)
- R1-S2 RESTRICTED SMALL LOT (Two Storey)

ATTACHED DWELLING ZONES

- R-2 TWO FAMILY DWELLING
- R-J LOW DENSITY ATTACHED DWELLING
- R-K MEDIUM DENSITY ATTACHED DWELLING
- R-N RESIDENTIAL NURSING HOME

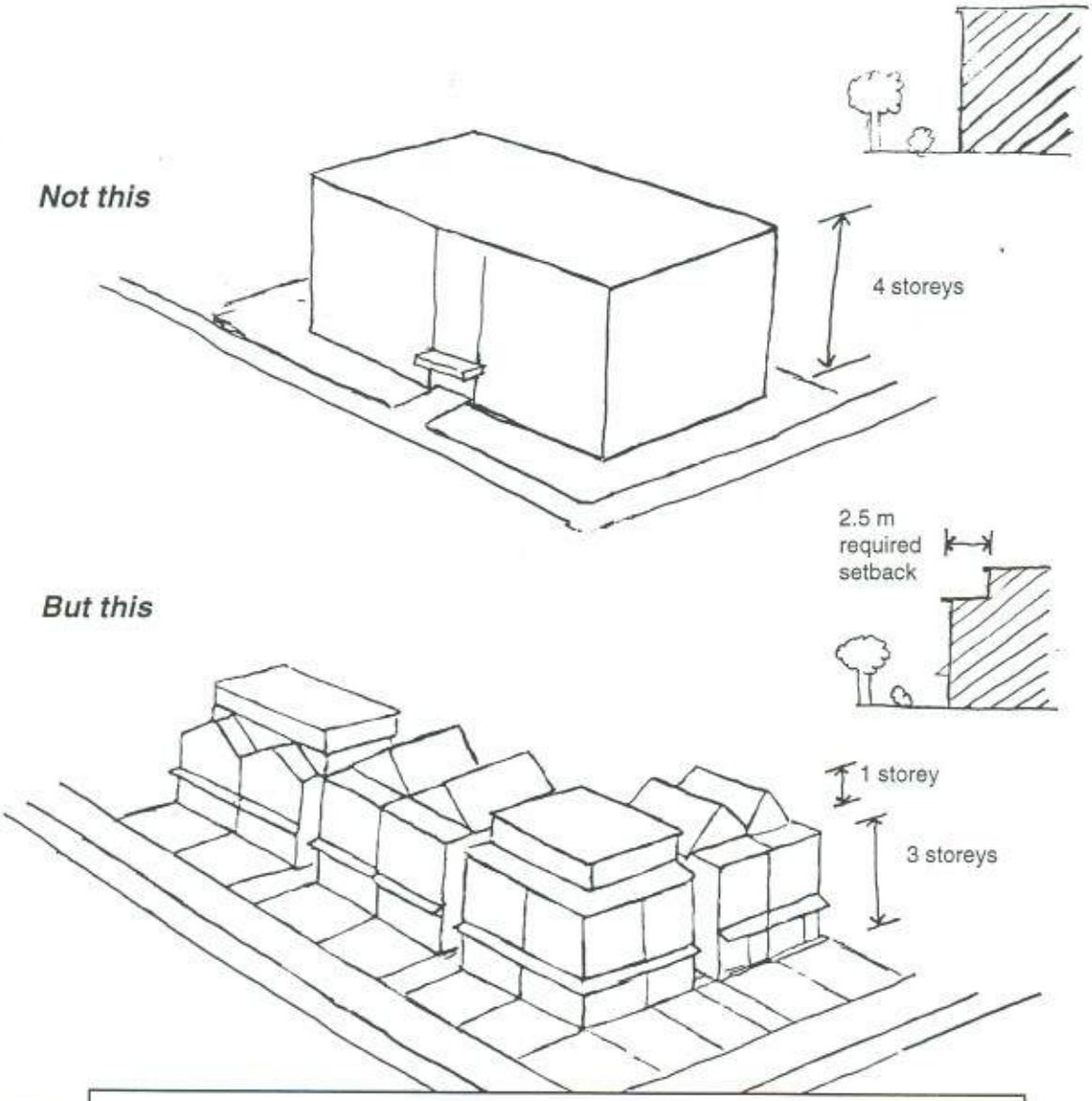
GENERAL COMMERCIAL ZONES

- C-1 LIMITED COMMERCIAL
- C1-S LIMITED COMMERCIAL SERVICE STATION
- C1-N NEIGHBOURHOOD SHOPPING
- C1-NM NEIGHBOURHOOD (Modified) SHOPPING
- CI-CR COMMERCIAL-RESIDENTIAL
- C1-FS LIMITED COMMERCIAL FREE STANDING FOOD SALES
- C1-SC LIMITED COMMERCIAL SHOPPING CENTRE
- C1-RC REGIONAL SHOPPING CENTRE
- C1-AS LIMITED COMMERCIAL AUTOMOTIVE SERVICE CENTRE
- CE LIMITED COMMERCIAL EXHIBIT
- C-1T LIMITED COMMERCIAL TRANSIENT ACCOMMODATION
- C-SS SPECIAL SERVICE STATION
- CR-3 COMMERIAL RESIDENTIAL APARTMENT
- CR-3M COMMERCIAL RESIDENTIAL APARTMENT MODIFIED
- CD-DC-1 SHOPPING CENTRE
- C1-DC-2 SUBURBAN SHOPPING CENTRE
- C1-L COMMERCIAL LANDSCAPE

MULTIPLE DWELLING ZONES

- R3-G GARDEN APARTMENT
- R3-L LOW DENSITY MULTIPLE DWELLING
- R3-1 MULTIPLE DWELLING
- R3-2 MULTIPLE DWELLING
- R3-C CENTRAL AREA MULTIPLE DWELLING
- R3-A1 LOW PROFILE MULTIPLE DWELLING
- R3-A2 LOW PROFILE MULTIPLE DWELLING
- R3-AM-1 MID-RISE MULTIPLE DWELLING
- R3-AM-2 MID-RISE MULTIPLE DWELLING

SUGGESTED COMBINATION OF LOWER TOWN HOUSES WITH UPPER, STEPPED BACK APARTMENTS



R3 AM 1-2 with 2 requirements:

1. Grade/Steet access to ground or near-ground suites
2. 2.5 m setback of 4th floor