



Committee of the Whole Report

For the Meeting of May 5, 2022

To: Committee of the Whole **Date:** April 25, 2022

From: Karen Hoesel, Director, Sustainable Planning and Community Development

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

RECOMMENDATION

That Council:

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

EXECUTIVE SUMMARY

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

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

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

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

PURPOSE

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

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

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

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

BACKGROUND

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

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

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

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

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

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

ISSUES AND ANALYSIS

Engagement and Broader Community Issues and Ideas

Engagement Summary

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

Key elements of the engagement process included:

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

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

Broader Community Issues and Ideas

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

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

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

Proposed Urban Place Designations and Meeting Housing Needs

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

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

Mixed Residential

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

Urban Residential

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

Housing Opportunity

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

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

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

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

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

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

NEIGHBOURHOOD PLAN SUMMARIES

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

Hillside-Quadra

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

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

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

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

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

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

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

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

North Park Plan Summary

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

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

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

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

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

Fernwood Plan Summary

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

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

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

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

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

Development Permit Area Guidelines

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

General Urban Design Guidelines

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

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

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

Fernwood Guidelines (Heritage)

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

PLAN IMPLEMENTATION

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

Official Community Plan Amendments and Downtown Core Area Plan Updates

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

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

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

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

Inclusionary Housing and Community Amenity Policy Updates

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

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

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

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

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

Zoning Update Strategy

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

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

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

Rental Tenure Zoning

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

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

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

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

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

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

Destination Zones

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

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

OPTIONS & IMPACTS

Accessibility Impact Statement

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

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

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

2019 – 2022 Strategic Plan

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

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

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

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

Impacts to Financial Plan

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

Official Community Plan Consistency Statement

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

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

CONCLUSIONS

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

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

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

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

Respectfully submitted,

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Report accepted and recommended by the City Manager

List of Attachments

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

CITY OF VICTORIA | Sustainable Planning & Community Development

Village & Corridor Planning

North Park, Fernwood, Hillside-Quadra

Engagement Summary Report

April 2022



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



Executive Summary

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

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

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

Engagement at a Glance

Phase 1: January through April 2020

Phase 2: September 2020 to January 2021

Phase 3: November 2021 to January 2022



10,264
unique project
page visitors



884 people completed an
online survey (7 surveys)

350 people attended
14 in-person events



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

50
people participate
in a virtual
workshop series
during Phase 2



50
people provided
written feedback

Public Engagement Overview

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

Principles

Principles for Public Engagement included:

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

Engagement Objectives

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

Level of Engagement

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

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

Engagement Process

Phase 1: Early Engagement

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

Phase 2: Draft Policy and Design Directions

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

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

Phase 3 Engagement: Review/Revise Draft Policies and Guidelines

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



Engagement Opportunities

Community-Led Engagement

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

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

Phase 1: Early Engagement

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

Opportunities included:

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

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

Phase 2: Draft Policy and Design Directions

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

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

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

The online Open House included:

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

Additional opportunities in this phase included:

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

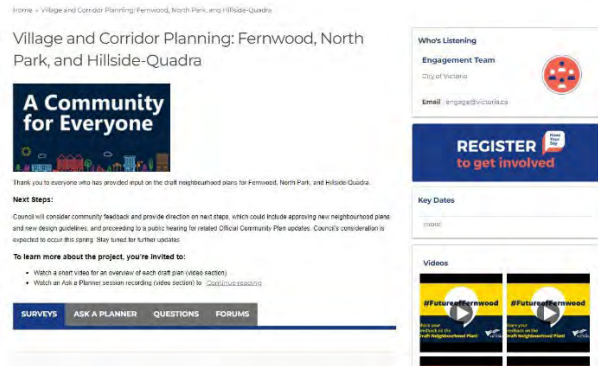
Phase 3: Review/Revise Draft Policies and Guidelines

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

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

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

Virtual Open House (1)



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

Open Houses (3)

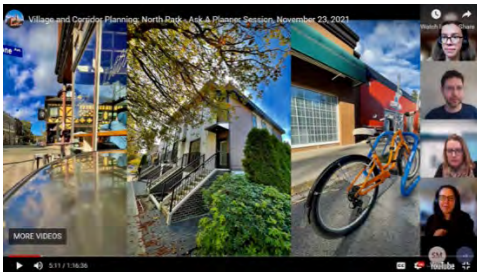
One in-person open house in each neighbourhood was offered with information about the Draft Plans and staff to listen and answer questions.





Walking Tours (6)

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



Ask a Planner Sessions (3)

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

Pop-Up Events (6)

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

Focussed Discussions

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

Promotion

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

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

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

What We Heard

Public Space Improvements for Making Connections

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

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

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

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

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

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

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

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

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

Living Car-lite and Getting Around

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

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

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

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

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

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

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

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

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

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

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

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

Building Design for Livability and Sense of Place

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

More, Diverse Housing

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

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

Housing Tenure and Location of Rental Housing

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

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

Affordable and Suitable Housing Options

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

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

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

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

Housing Form

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

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

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

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

Vibrant Urban Villages and 15 Minute Communities

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

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

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

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

Fernwood Village

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

Bay Street Villages

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

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

North Park Village

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

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

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

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

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

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

Quadra Cultural Corridor

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

Quadra Village

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

Quadra West

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

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

Northern Hillside-Quadra

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

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

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

Who Did We Hear From?

Engagement Phases 1 and 2

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

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

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

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

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

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

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

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

Engagement Phase 3

In Person / Virtual Events

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

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

Online Surveys

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

APPENDIX A.

Have Your Say Report

Summary Report

16 September 2020 - 04 April 2022

Have Your Say

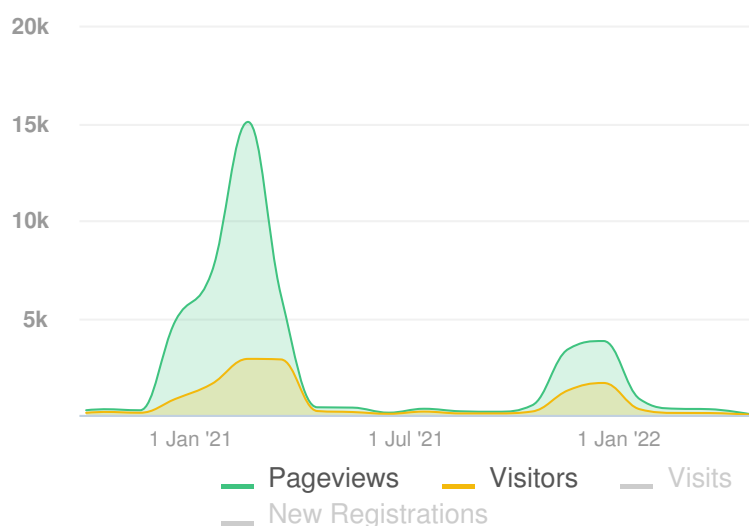
PROJECTS SELECTED: 1

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

FULL LIST AT THE END OF THE REPORT



Visitors Summary



Highlights

TOTAL VISITS

14.6 k

MAX VISITORS PER DAY

268

NEW REGISTRATIONS

273

ENGAGED VISITORS

908

INFORMED VISITORS

3.7 k

AWARE VISITORS

10.3 k

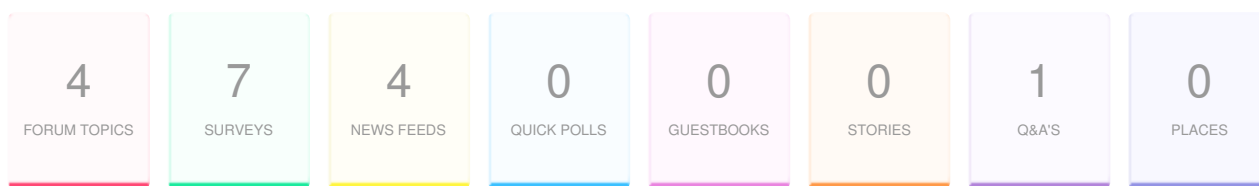
PARTICIPANT SUMMARY

| | | | | | | |
|----------|--|-----------------------------|------------|---|-----------|--|
| ENGAGED | | 908 ENGAGED PARTICIPANTS | | | (%) | |
| | | | Registered | Unverified | Anonymous | |
| INFORMED | | Contributed on Forums | 19 | 0 | 0 | Village and Corridor Plannin... 908 (8.9%) |
| | | Participated in Surveys | 884 | 0 | 0 | |
| | | Contributed to Newsfeeds | 0 | 0 | 0 | |
| | | Participated in Quick Polls | 0 | 0 | 0 | |
| AWARE | | Posted on Guestbooks | 0 | 0 | 0 | |
| | | Contributed to Stories | 0 | 0 | 0 | |
| | | Asked Questions | 17 | 10 | 0 | |
| | | Placed Pins on Places | 0 | 0 | 0 | |
| | | Contributed to Ideas | 0 | 0 | 0 | |
| | | | | * A single engaged participant can perform multiple actions | | |

| | | | | | | |
|----------|--|---------------------------------|--------------|--|-----|---|
| ENGAGED | | 3,720 INFORMED PARTICIPANTS | | | (%) | |
| | | | Participants | | | |
| INFORMED | | Viewed a video | 298 | | | Village and Corridor Plannin... 3,720 (36.3%) |
| | | Viewed a photo | 170 | | | |
| | | Downloaded a document | 930 | | | |
| | | Visited the Key Dates page | 92 | | | |
| AWARE | | Visited an FAQ list Page | 185 | | | |
| | | Visited Instagram Page | 0 | | | |
| | | Visited Multiple Project Pages | 2,621 | | | |
| | | Contributed to a tool (engaged) | 908 | | | |
| | | | | * A single informed participant can perform multiple actions | | |

| | | | | | | | |
|----------|--|---------------------------|--|--|--|--|--|
| ENGAGED | | 10,255 AWARE PARTICIPANTS | | | | | |
| | | | Participants | | | | |
| INFORMED | | Visited at least one Page | 10,255 | | | Village and Corridor Plannin... 10,255 | |
| | | | 5 | | | | |
| AWARE | | | | | | | |
| | | | | | | | |
| | | | * Aware user could have also performed an Informed or Engaged Action | | | * Total list of unique visitors to the project | |

ENGAGEMENT TOOLS SUMMARY



| FORUM TOPICS SUMMARY | |
|----------------------|---------------|
| 4 | Forum Topics |
| 19 | Contributors |
| 40 | Contributions |

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

| SURVEYS SUMMARY | |
|-----------------|--------------|
| 7 | Surveys |
| 884 | Contributors |
| 1.27 k | Submissions |

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

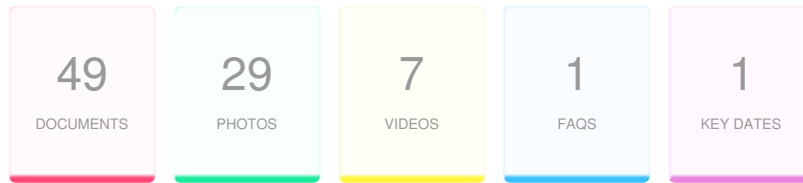
| NEWSFEEDS SUMMARY | |
|-------------------|----------|
| 4 | NewsFeed |
| 5 | Visits |
| 5 | Visitors |

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

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

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

INFORMATION WIDGET SUMMARY



| DOCUMENTS | |
|-----------|-----------|
| 49 | Documents |
| 930 | Visitors |
| 2.16 k | Downloads |

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

| PHOTOS | |
|--------|----------|
| 29 | Photos |
| 170 | Visitors |
| 866 | Views |

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

| VIDEOS | |
|--------|----------|
| 7 | Videos |
| 298 | Visitors |
| 482 | Views |

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

| FAQS | |
|------|----------|
| 1 | Faqs |
| 185 | Visitors |
| 228 | Views |

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

| KEY DATES | |
|-----------|-----------|
| 1 | Key Dates |
| 92 | Visitors |
| 100 | Views |

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

TRAFFIC SOURCES OVERVIEW

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

SELECTED PROJECTS - FULL LIST

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

APPENDIX B.

Meetings of City Committees & Organizational Letters

6. Draft Local Area Plan and Design Guidelines for Fernwood

Marc Cittone provided a brief presentation.

Panel Discussion and Comments

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

Avery Bonner left the meeting at 1:02pm

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

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

Motion to adjourn: Jim Kerr Adjournment: (Unanimous)

Adjourned at 1:40pm

6. Hillside-Quadra & North Park Draft Neighborhood Plan

Lauren Klose and Marc Cittone provided a brief presentation.

Questions and Comments

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

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

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

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

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

Imran left the meeting – 1:10pm

Motion:

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

Moved by Steve Barber

Seconded by Jim Kerr

Carried (unanimously)

Motion:

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

Moved by Steve Barber

Seconded by Veronica Strong-Boag

Carried (unanimously)

Motion to adjourn: Steve Barber

Seconded: Deniz Unsal

Adjournment: Unanimous

Adjourned at 1:30pm

3. PRESENTATION

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

Questions & Comments:

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

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

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

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

Regrets: Yuka Kurokawa (Co-Chair)
Azmina Janmohamed

Councillors Present: Councillor Potts

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

2. Approval of Agenda

Motion:

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

Discussion:

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

CARRIED UNANIMOUSLY

3. Adoption of Meeting Minutes

March 15, 2022, Meeting Minutes

Motion:

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

CARRIED UNANIMOUSLY

4. Village and Corridor Planning

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

The committee discussed:

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

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

DRAFT

KHALSA DIWAN SOCIETY:

COMMUNITY HUB DEVELOPMENT PROJECTS

Project Introduction

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

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

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

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

The Site

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

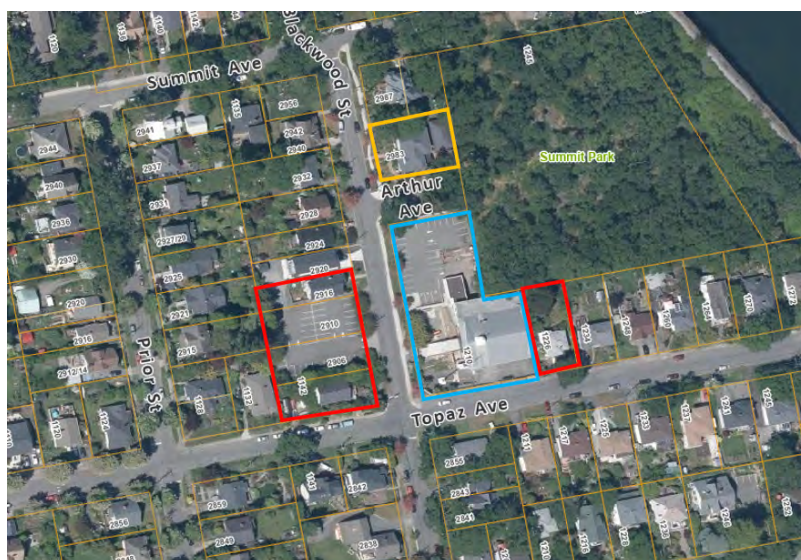


Figure 1

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

Table 1

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

Location

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

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

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

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

Vision and Goals

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

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

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

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

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

The Opportunity

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

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

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

Alignment with City of Victoria Projects and Policy

Projects

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

Policy

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

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

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

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

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

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

Land Designations

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

History and Experience

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

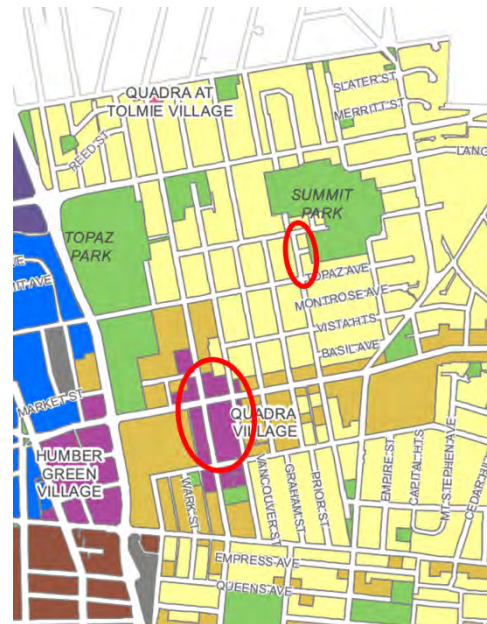


Figure 2

Involvement

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

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

Local Area Planning

Community Issues, Opportunities, and Implementation

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



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

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

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

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

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

What Local Area Planning Achieves

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

Updating the Official Community Plan

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

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

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

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

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

Implementing and Contributing to Other City-wide Plans

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

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

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

We Heard About More Than Housing and Land Use Though

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

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



Affordability

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

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

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

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

What we're doing now

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

Directions to explore

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

Parks, Facilities, and Community Funding

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

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

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

What we're doing now

Identified projects and processes include:

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

Directions to explore

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

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

Greenways, Walking, Rolling and Public Realm Improvements

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

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

What we're doing now

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

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

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

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

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

Directions to explore

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

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

Arts, culture and placemaking

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

What we're doing now

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

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

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

Parking Management and Modernization

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

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

What we’re doing now

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

Some current priorities include:

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

Directions to explore

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

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

Heritage

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

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

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

What we're doing now

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

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

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

Directions to explore

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

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

Community Well-being, Safety, and Inclusion

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

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

What we're doing now

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

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

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

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

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

Directions to explore

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

Family and Childcare

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

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

What we're doing now

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

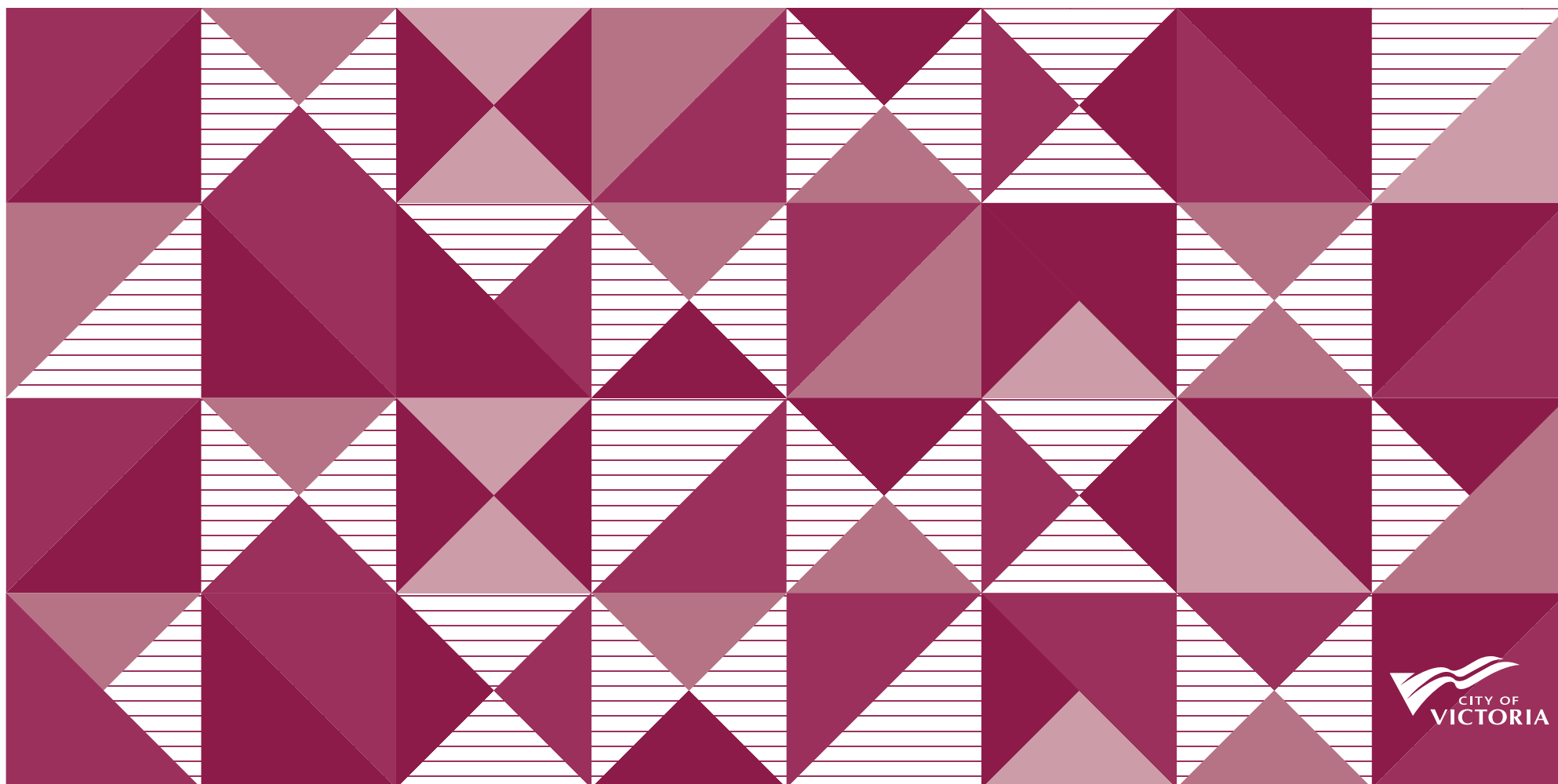
The *Victoria Housing Strategy* includes an action to develop a Family Housing Policy. In the interim, local area plans include policies to encourage family-sized and family-suitable housing. Zoning updates emerging through local area planning will also consider opportunities to encourage more two-bedroom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

2022

Fernwood

Neighbourhood Plan | City of Victoria

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



Publishing Information

| | |
|--------------------|---|
| Title: | Fernwood Neighbourhood Plan |
| Author: | City of Victoria |
| Status: | DRAFT for Council Approval (2022) |
| Disclaimer: | <p>This Plan may be subject to periodic updates and amendments.</p> <p>Please contact the City of Victoria Planning and Development Department for up-to-date information.</p> |
| Additional Copies: | <p>The City of Victoria</p> <p>Sustainable Planning and Development Department</p> <p>Victoria City Hall, 2nd Floor</p> <p>250.261.0382</p> <p>Electronic versions available on the City of Victoria website:</p> <p>www.victoria.ca</p> |

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

What is a Neighbourhood Plan?

This is the Plan for Fernwood 2040

Long-term Plans Working Together

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



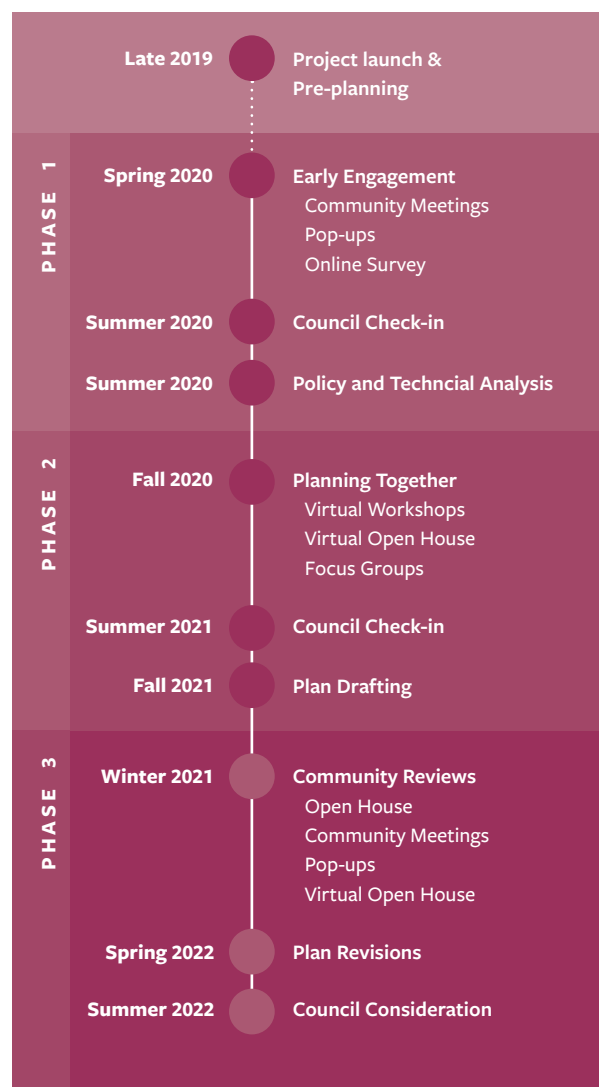
► **Keeping Up and Catching Up:** Between 2020 and 2040, Victoria will add 11,300 new households. Meanwhile, the City has some catching up to do to meet the housing needs of existing residents, including for those who cannot find suitable or affordable housing today.

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

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

Where Are We and How Did We Get Here?

This plan was drafted together with the community.



Early Engagement

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

Planning Together

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

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

Reviews and Revisions

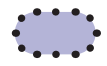





Based on the first two stages of engagement and policy and technical analyses, a draft plan was prepared and presented to the public for review. Based on community input, the plan was revised and presented to Council for consideration.

Implementation

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

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

Big Moves for Fernwood

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





1. Pedestrian Connections

What we heard

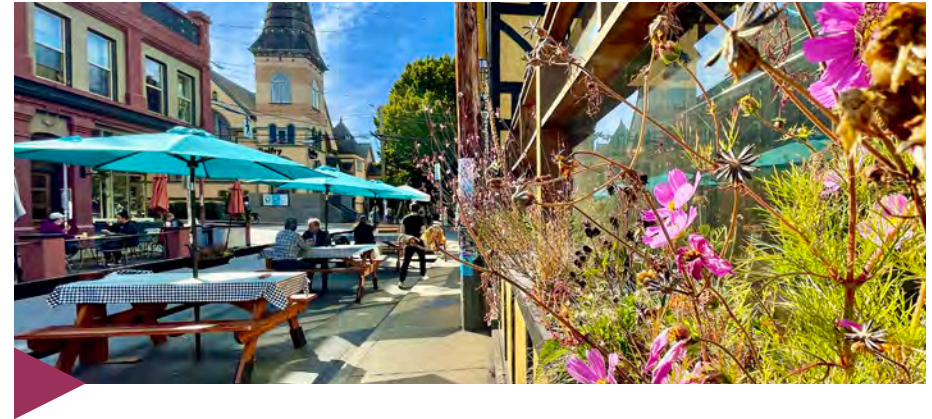
The community would like to see enhanced and accessible pedestrian connections throughout, particularly along Fernwood Road and near Fernwood Village. People noted the narrow sidewalks, uncomfortable crossings, and significant pedestrian traffic, notably near Fernwood Square and Victoria High School.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

What we learned

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

Where we're headed

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



2. Expand & Enhance Fernwood Village

What we heard

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

What we learned

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

Where we're headed

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



3. Support Diverse, Mixed Housing

What we heard

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

What we learned

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

Where we're headed

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

4. Revitalize Bay Street

What we heard

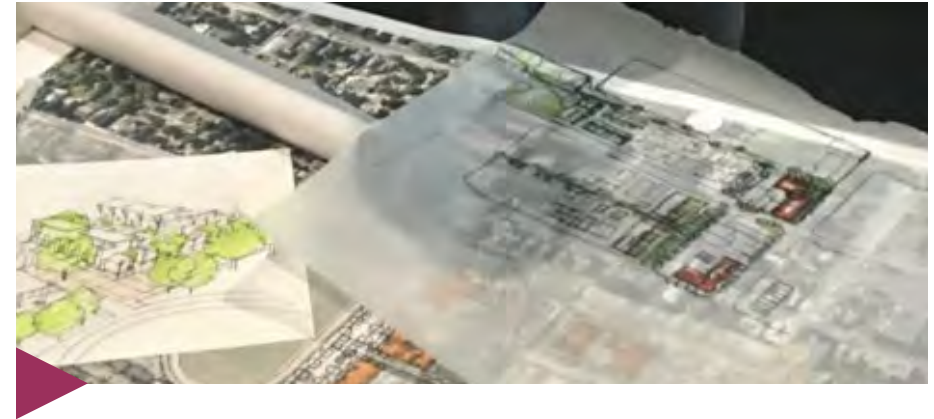
Bay Street is viewed as an uncomfortable road to walk along and a barrier to get from one part of the community to the other. Some recognized Bay Street as a good area to add multi-family housing, supported by transit, others were concerned such housing wouldn't be livable or comfortable along a busy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

What we learned

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

Where we're headed

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



5. Preserve & Enhance Green Space

What we heard

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

What we learned

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

Where we're headed

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

6. Future Planning

What we heard

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

What we learned

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

Where we're headed

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

Community Identity

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



Guiding Principles and Objectives

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

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



11 Fernwood Neighbourhood Plan | CITY OF VICTORIA

About the Fernwood Neighbourhood

Fernwood Today

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

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

Community Assets

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

Map 1: Fernwood Boundaries



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

About Fernwood

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

Community Make-up

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

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

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

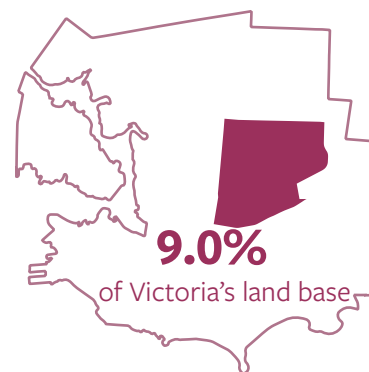
Avenue and the Fort Street Corridor). Apartment buildings are typically three to four storeys and include both rental and strata, most were built between the 1960's and 1990's.

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

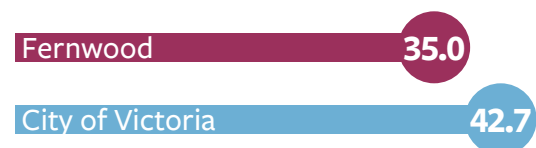
See the Neighbourhood Snapshot on page 13 for more statistics.



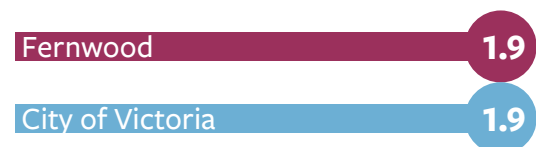
Neighbourhood Snapshot



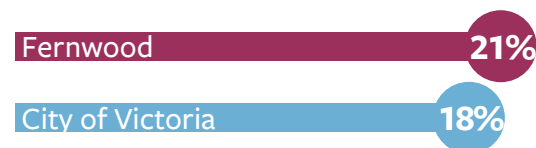
Median Age



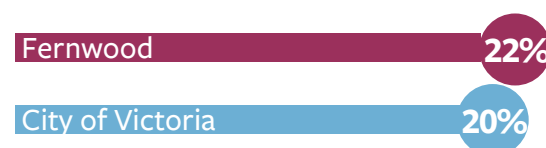
Average household size



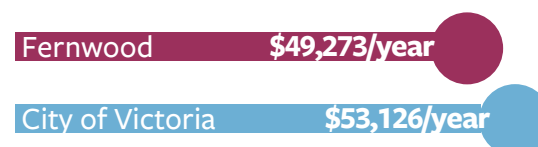
% Total of households that have children at home



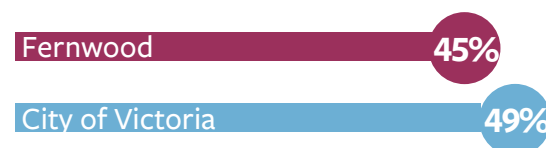
Low-income Households



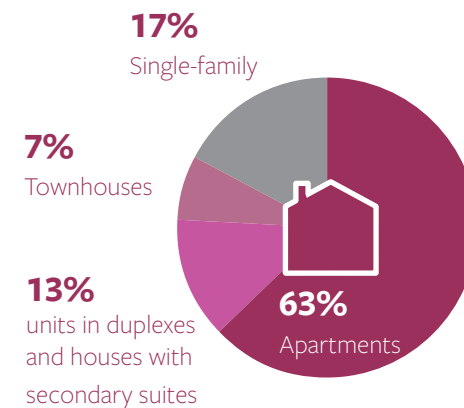
Median Household Income



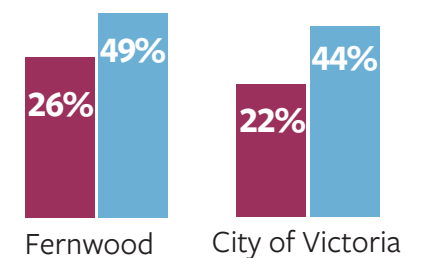
% Households that are one-person households



Housing Types

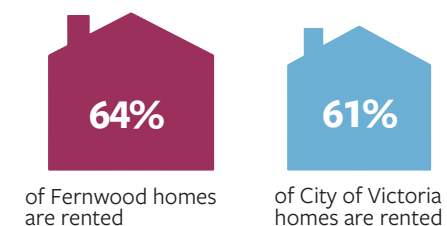


Housing Affordability



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

Rental Housing



About Fernwood

History and Heritage

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

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

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

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

Fernwood Heritage Features Map

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

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

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

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

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



About Fernwood

About this Map

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

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

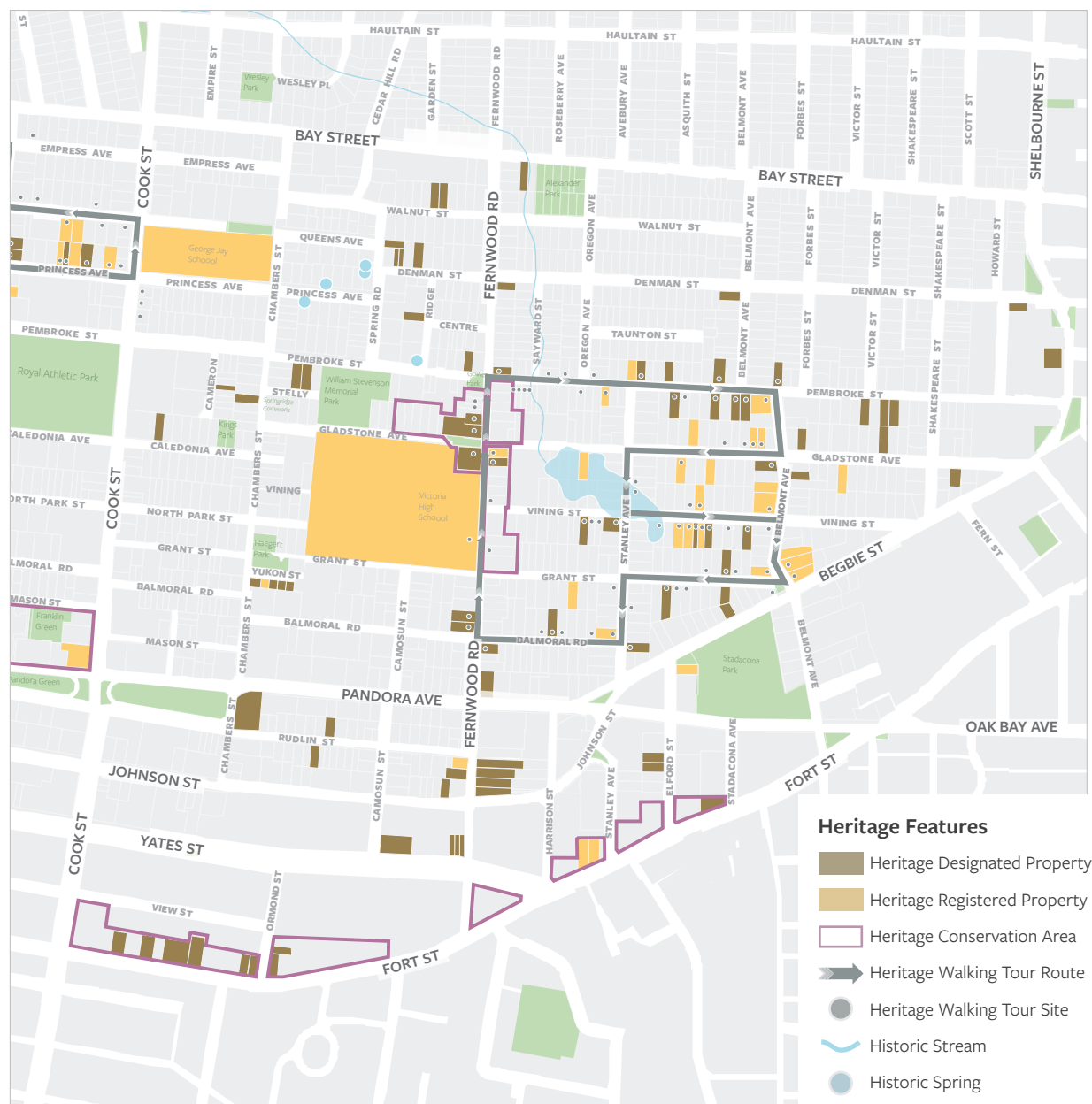
Heritage Conservation Areas are another tool to protect, preserve or enhance the heritage value or character of related properties with collective historical significance. Properties within these areas require a heritage alteration permit for changes to the property.

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

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

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

Map 2: Fernwood Heritage Features



Neighbourhood History

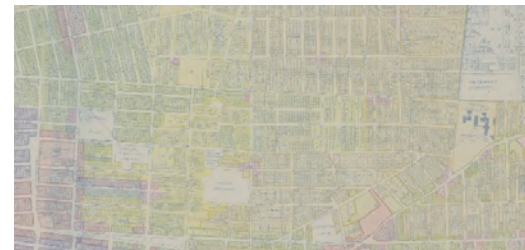


Lekwungen people live, hunt and harvest in the area, cultivating camas fields and Garry Oak meadows. What is now Fernwood is marked by springs and forests.

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

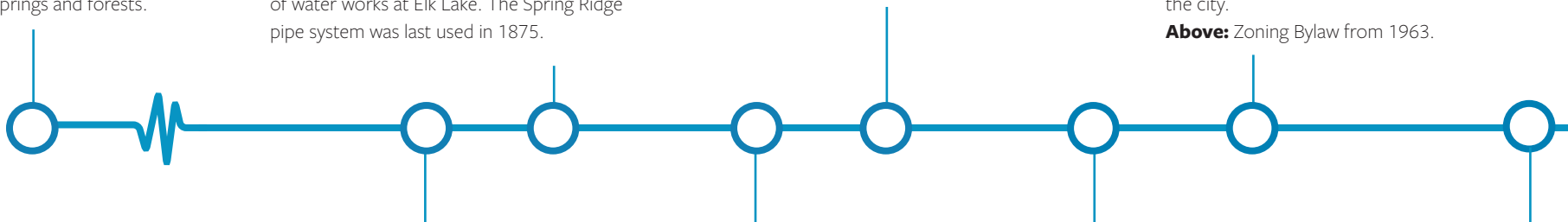


1891: The streetcar line terminating in what is now Fernwood Square is opened. This instigated the development of the square as the commercial hub of the community, including business such as the Rennie and Taylor Bakery and the Parfitt Brothers construction firm.



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

Above: Zoning Bylaw from 1963.



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



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



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

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

Future Land Use Summary

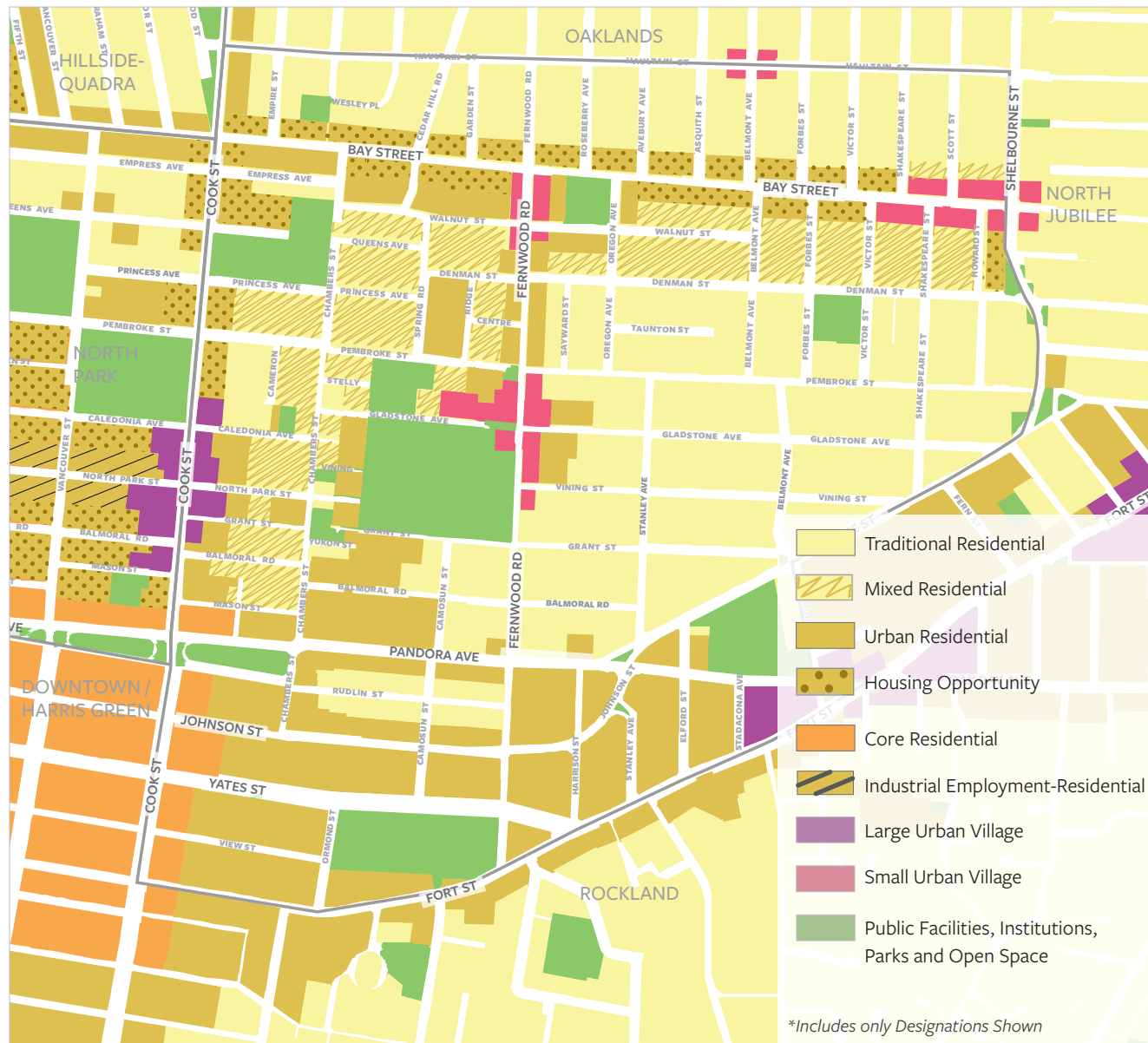
This section provides a summary of future land uses envisioned for the Fernwood Neighbourhood.

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

Relevant Policies and Bylaws

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

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



Land Use Summary Table

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

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

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

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

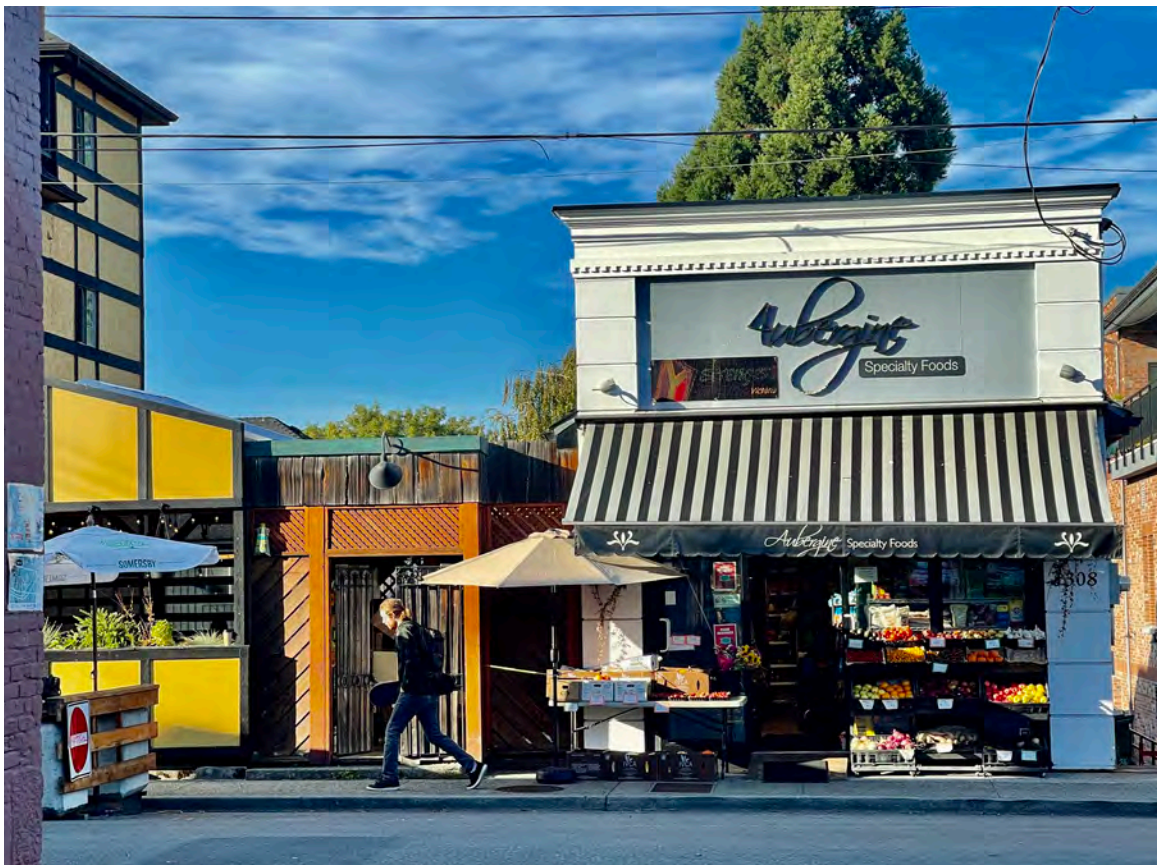
Future Land Use - Land Use Summary Table

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

Urban Villages

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

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



► **Support the development and evolution of villages that enables all residents to have walkable access to shops and services.**

► **Support the vitality and resiliency of local businesses.**

► **Enable diverse housing options for people of all household types, lifestyles, and incomes.**

► **Encourage design that reflects the identity of the community.**

► **Encourage and support the creation and enhancement of vibrant and inclusive public gathering spaces.**

Relevant Policies and Bylaws

Official Community Plan

Inclusionary Housing and Community Amenity Policy

Design Guidelines (DPAs)

Zoning Bylaw

Tree Protection Bylaw

Arts and culture Master Plan

Urban Villages

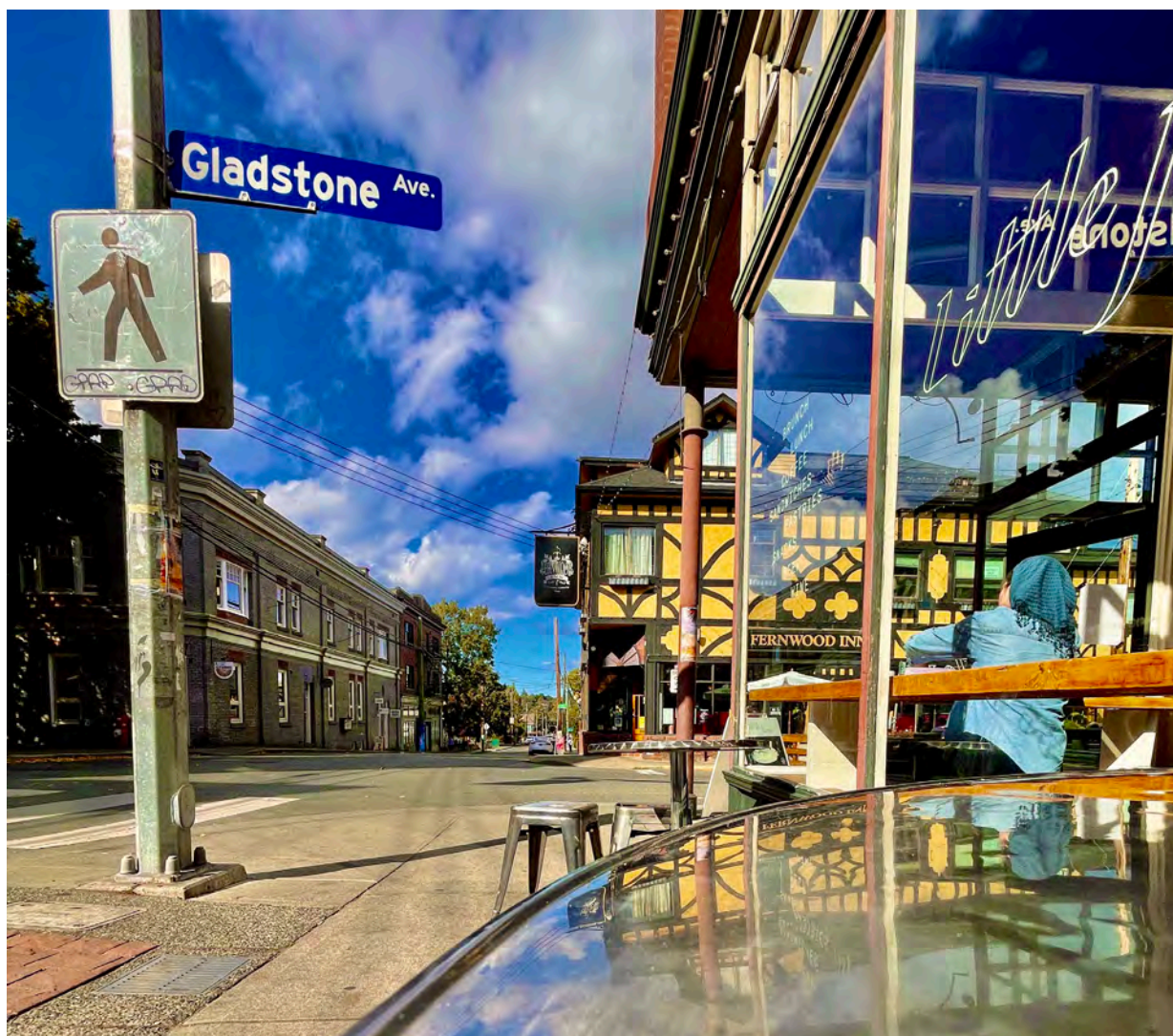
1. Fernwood Village

About Fernwood Village

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

Nearby Assets

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



Urban Villages | Fernwood Village

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

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

Connections and Village Features

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

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

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



Fernwood Village Directions

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

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

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



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

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

Retain existing heritage buildings, considering sensitive additions.

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

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

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

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

Intent and Objectives

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

Historic Character

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

Thoughtful Expansion

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

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

Sensitive Urban Design

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

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

Community Identity and Public Space

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

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



Urban Villages | Fernwood Village - Intent and Objectives

Arts and Culture

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

Business Diversity

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

Placemaking and Public Space

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

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

Housing Choice

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

Sustainable Mobility

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

Urban Forest and Landscapes

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



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

**Parking
in the
Village**

Policies

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

General Land Use - Fernwood Village

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

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

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



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

Urban Villages | Fernwood Village - Policies

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

1.4 Commercial-Desired Approach:

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

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

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




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

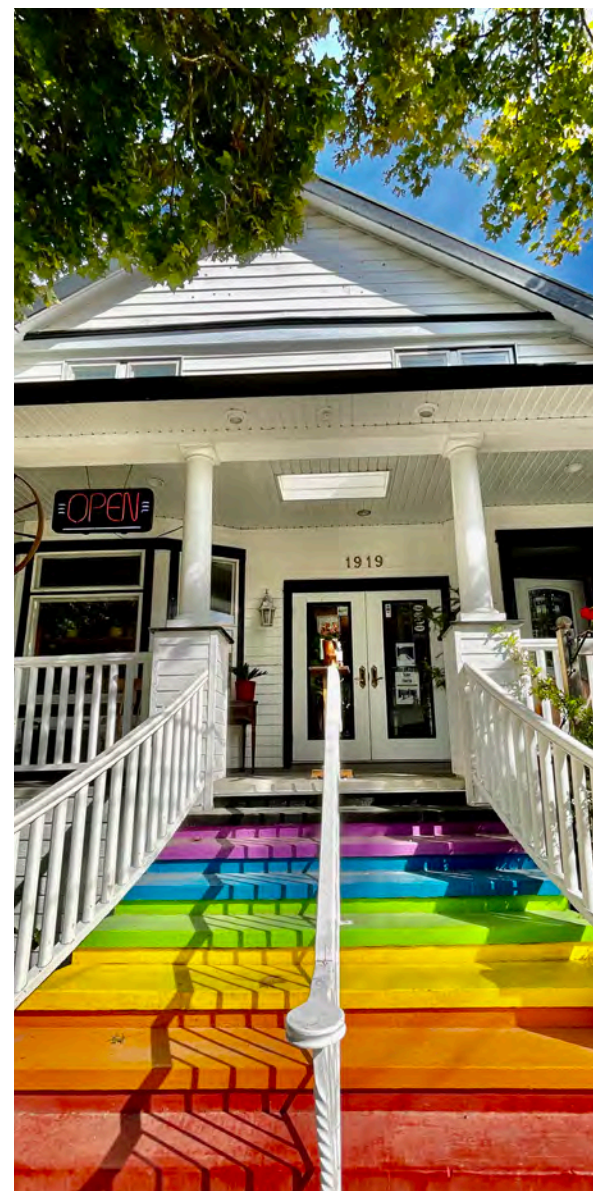
(such as shared laundry, bike storage, and other on-site amenities) that may enliven or activate the street.

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

Map 4: Fernwood Village



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



Heritage and Character

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

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

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

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

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

Business Diversity

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



Heritage in Fernwood

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

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

Public Space and Mobility

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

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

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

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



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

Arts, Culture and Community Uses

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

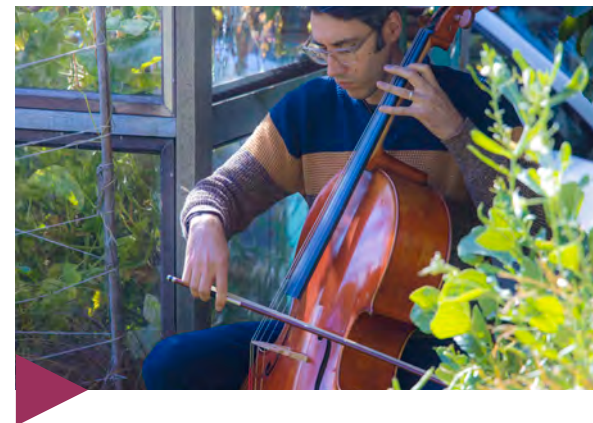
1.15 Encourage Diverse Public Art:

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

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

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

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



Arts and Culture in Fernwood

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

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



Urban Villages

2. Bay Street Villages

About Bay Street

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

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

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

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

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

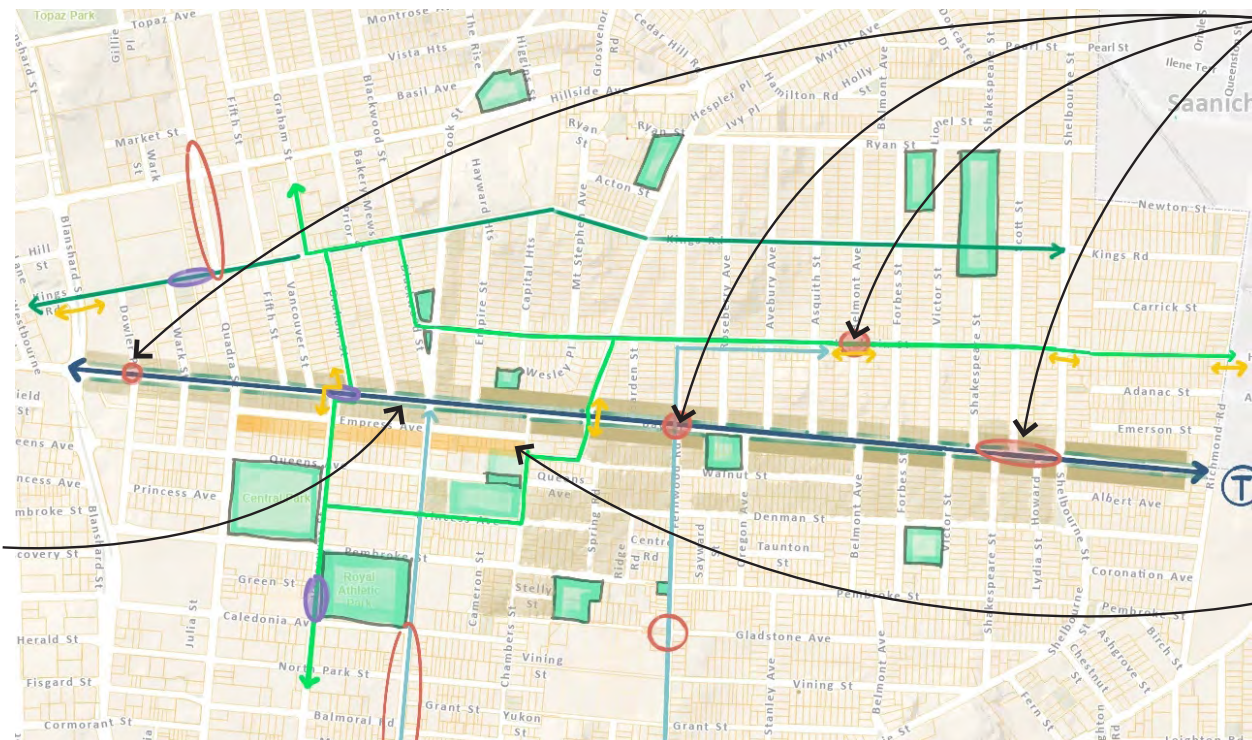
discussed in the subsequent section, and specific themes related to design, mobility, and housing for Bay Street are included in the corresponding sections of this plan.



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

Bay Street Directions

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



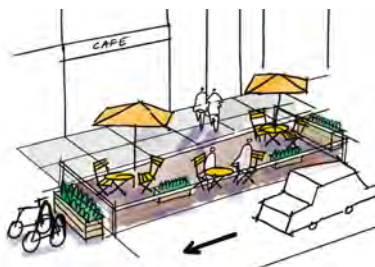
Allow small villages and commercial corners to evolve along the route and support the diverse needs of Oaklands, Fernwood, North Park, Hillside-Quadra.



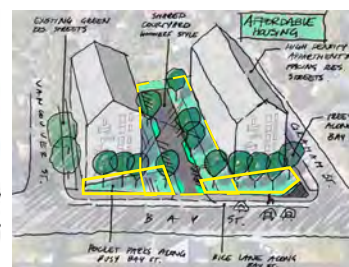
Retain and enhance heritage assets.



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



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



Intent and Objectives

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

Community Serving Businesses

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

Sustainable Mobility

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

Green and Leafy Streets

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

Public Space

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

Quality Urban Design

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

Placemaking and Public Space

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

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

Housing Choice and Livability

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



Urban Villages | Bay Street Villages

Policies

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

Bay at Fernwood Village

2.1 Envision a Bay at Fernwood Village:

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

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

2.3 Redevelopment with Public Benefit:

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

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

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

2.5 West Side - Commercial-Required:

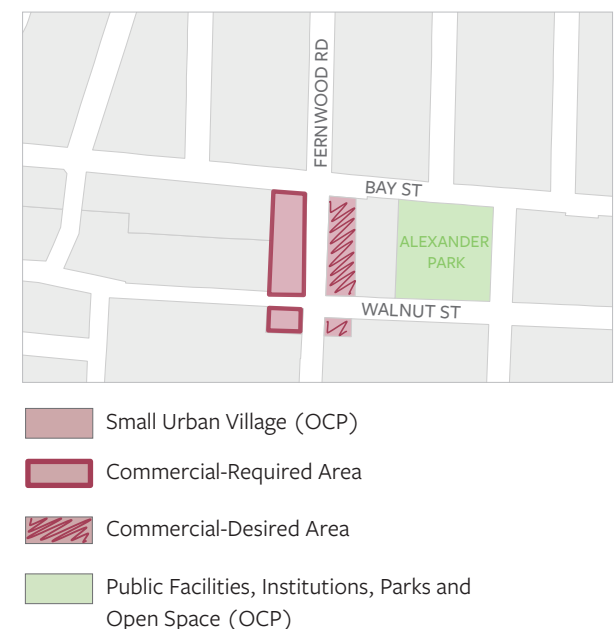
Consider the following strategies for the “Commercial-Required Area” identified on Map 5 (generally on the west side of Fernwood Road from Bay Street to just south of Walnut Street):

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

commercial uses that provide amenities and services for surrounding areas.

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

Map 5: Bay at Fernwood Village



Urban Villages | Bay Street Villages - Policies

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

2.6 East Side - Commercial-Desired:

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

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

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

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

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

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



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

East Bay Street Village

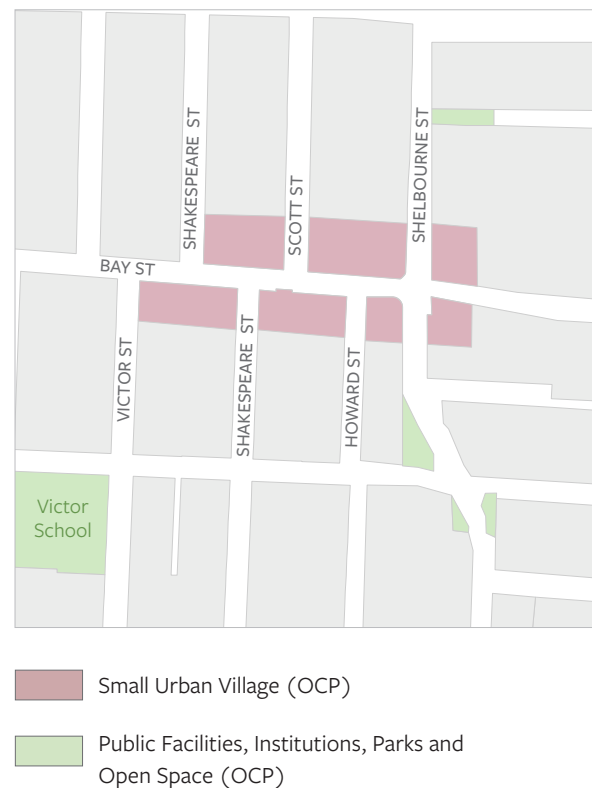
2.9 Envision a Future East Bay Street Village:

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

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

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

Map 6: East Bay Street Village



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

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



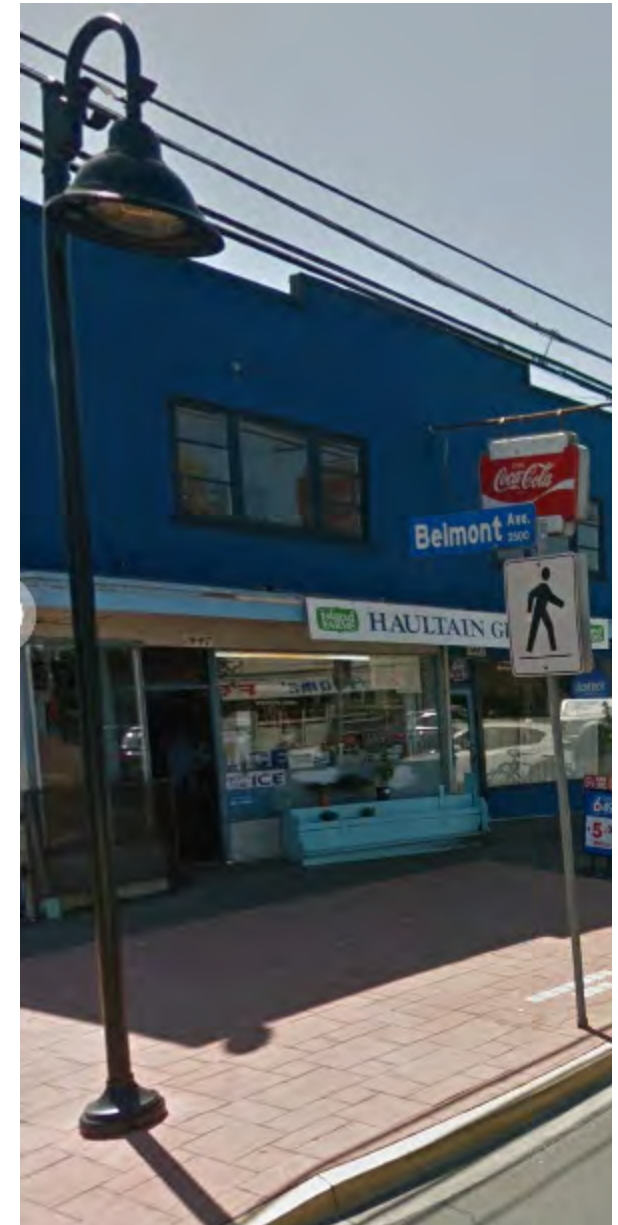
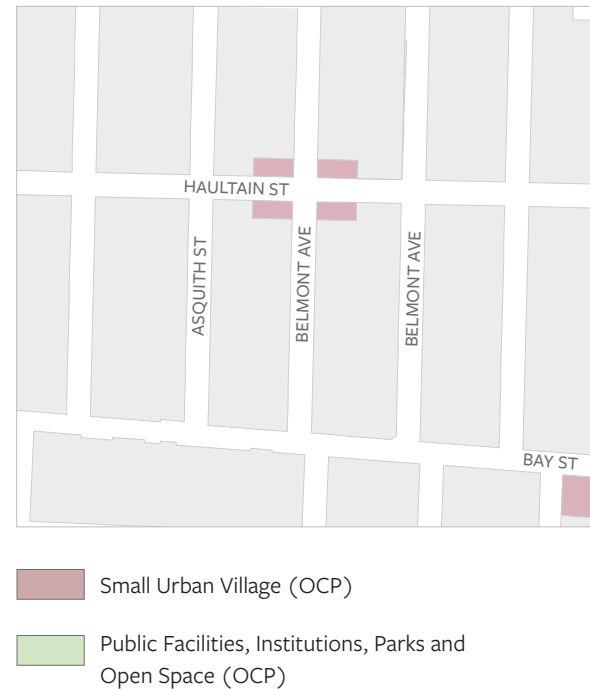
Conceptual view of Bay Street looking east toward Shelbourne Street of a new East Bay Street Village. Illustrates the type of redevelopment that could accommodate some additional village activity and provide improvements to the public realm, such as boulevards, wider sidewalks, street trees and patio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

Haultain Corners Village

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

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

Map 7: Haultain Corners



Urban Villages

3. Shared Large Urban Villages

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

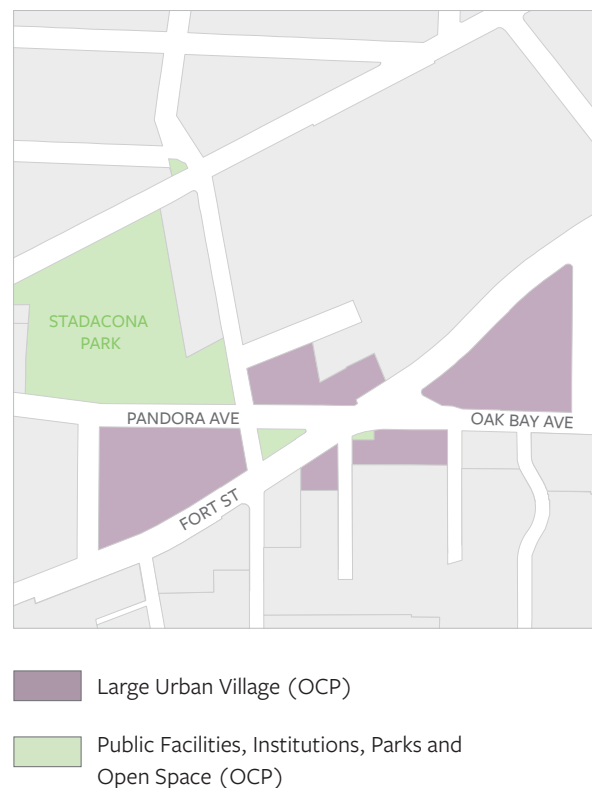
Stadacona Village

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

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

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

Map 8: Stadacona Village



Urban Villages | Shared Large Urban Villages

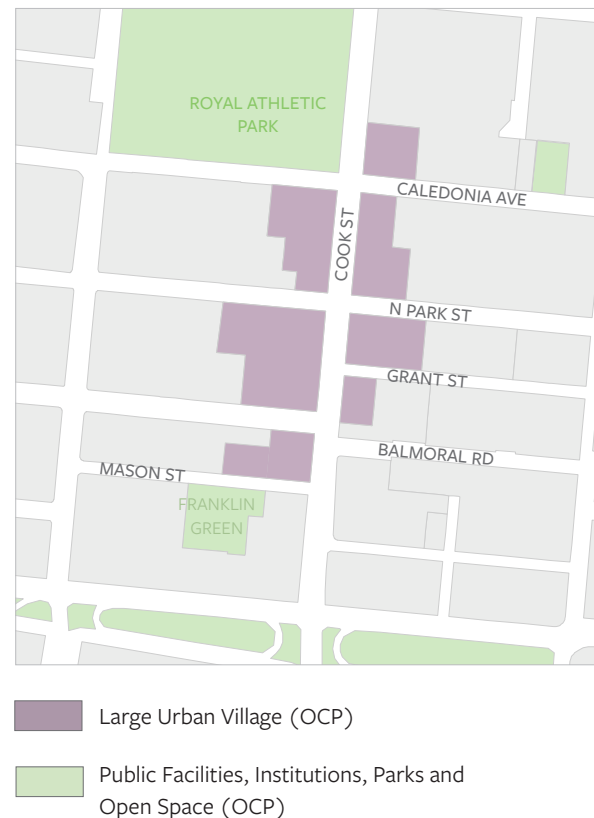
North Park Village

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

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

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

Map 9: North Park Village



4. Design and Built Form

About

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

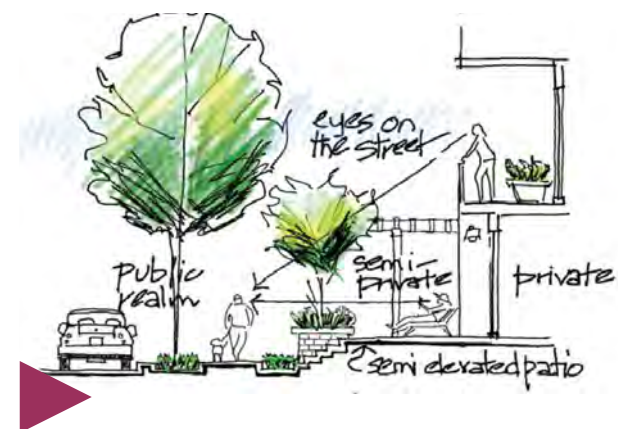
Design Considerations in Fernwood's Villages

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

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

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

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



How Design Guidelines Work

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

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

Intent and Objectives

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

Fernwood Village Historic Character

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

Great Streets

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

Human Scale

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

Community Identity

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

Community Identity features on page 10 of this plan.

Livability

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

Neighbourliness

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

Urban Forest

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

Sustainable Mobility

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

Incorporate Public Spaces

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

Urban Villages | Design and Built Form

Village Design Guidance

Village Design Guidance

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

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

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



Relevant Design Guidelines

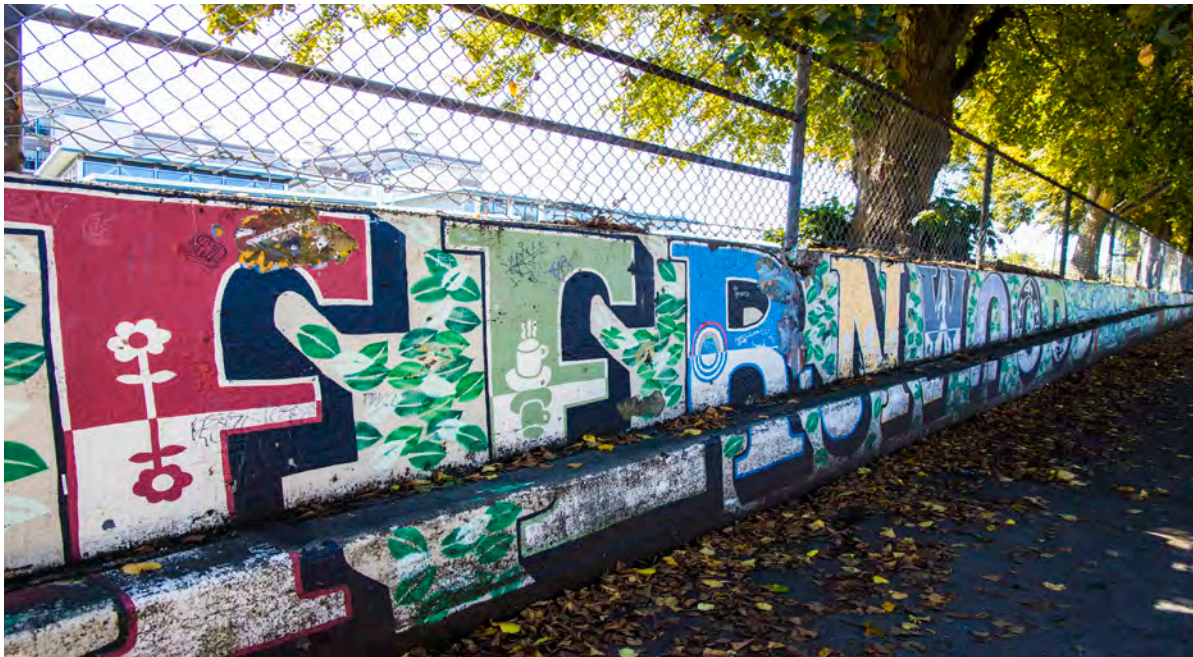
Fernwood Village Design Guidelines (2022).

General Urban Design Guidelines (2022).

Public Space and Placemaking

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

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



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

Relevant Policies and Bylaws

Official Community Plan

Parks and Open Spaces Master Plan

Placemaking Toolkit

5. Public Space and Placemaking

About

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

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



Fernwood Public Space Considerations

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

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



Placemaking in Fernwood

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

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

Public Space and Placemaking

Intent and Objectives

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

Identity

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

Public Spaces

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

Incremental and Flexible Improvement

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



Public Space and Placemaking Policies

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

Public Space

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

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

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

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

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



Public Space and Placemaking - Policies

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

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

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

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

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



Housing

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

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

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

▶ **Encourage housing that is diverse in size, tenure, and form to support diverse populations.**

▶ **Encourage housing that is designed to be livable and complement its surroundings.**

▶ **Enable housing forms and scales that can support diverse tenures.**



Relevant Policies and Bylaws

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

Housing

Intent and Objectives

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

Diverse, Sustainable Locations

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

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

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

Diversity in Form and Tenure

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

Preserving Affordable Housing

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

Making Room for More Affordability

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

Complement Ground-Oriented Forms and Heritage Features

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



Housing

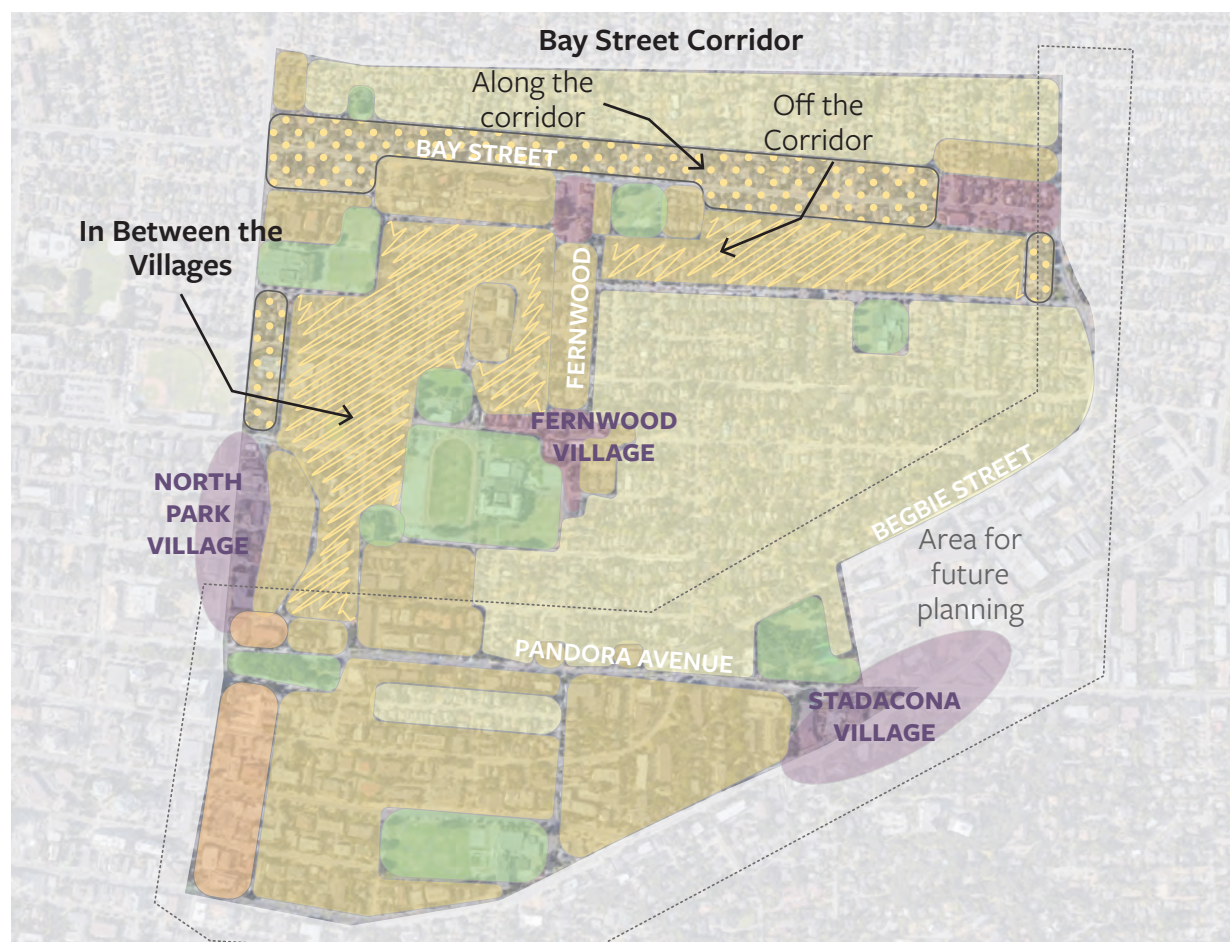
6. Housing and Residential Areas

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

In Between the Villages

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

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



Fernwood Housing and Residential Areas

Housing | Housing and Residential Areas

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

Bay Street Corridor

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

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



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

Housing | Housing and Residential Areas

the designation provides opportunity where there is potential.

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

New housing along the corridor is desirable for many reasons:

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

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

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



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

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

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

Village Mixed Use

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

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

Traditional (Ground-oriented) Areas

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

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



Meeting Housing Needs in Fernwood

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

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

Housing | Housing and Residential Areas

Policies

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

Considerations for All Housing Areas

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

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

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

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



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

**Heritage
Conservation
Areas**

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

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

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

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

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

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



6.10 Building Forms and Site Layout

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

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

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

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



View of the Olympic Mountains from Fernwood.



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

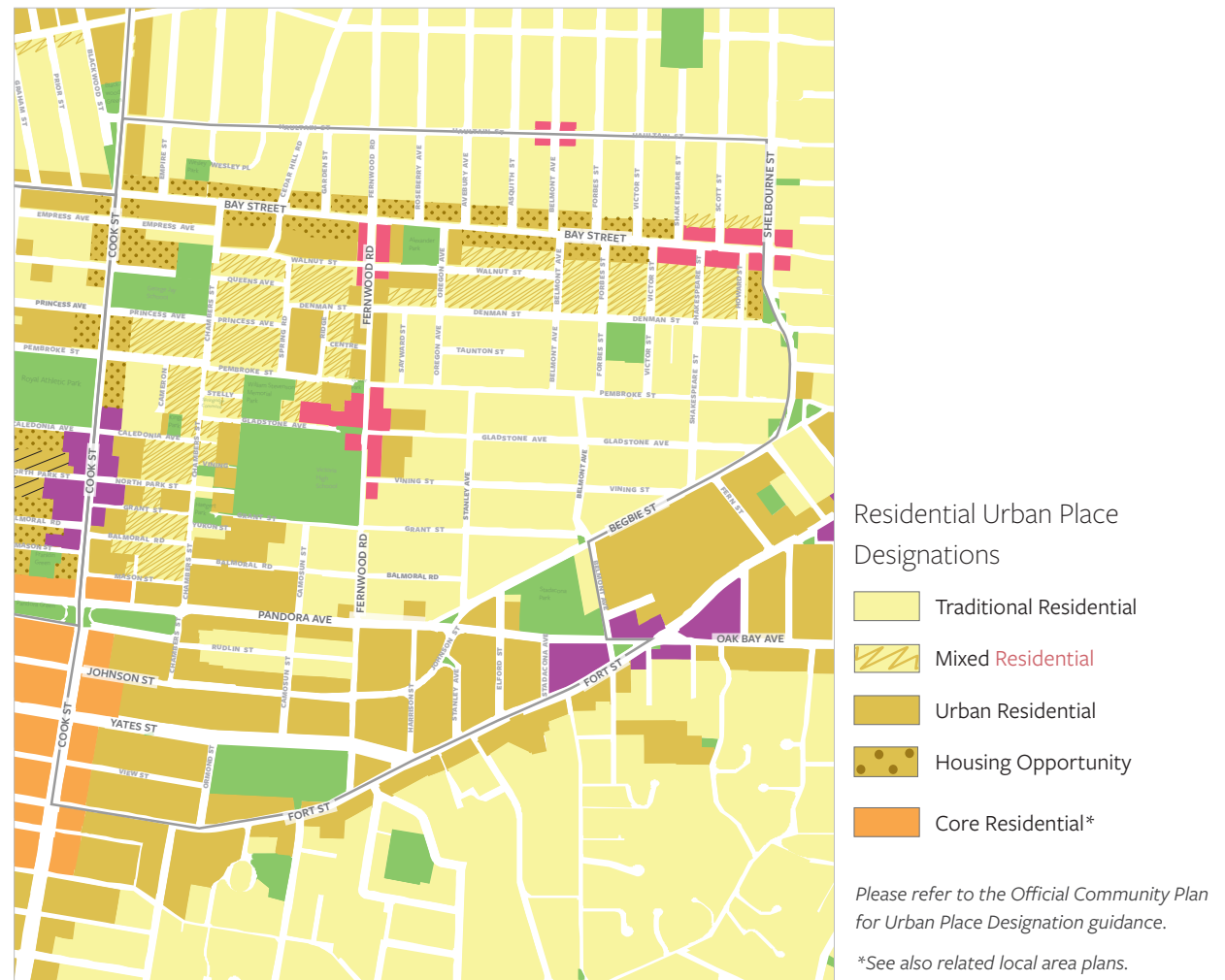
**Urban
Forest**

Traditional Residential

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



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



Mixed Residential Areas

6.15 Intent - Space for a Diverse Mix of Housing:

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

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

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

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

6.18 Heritage - In Between the Villages:

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



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



Urban Residential

6.19 Redevelopment: Within Urban Residential areas, as generally shown on Map 10, consider new, primarily **low- to mid-rise** residential development **consistent with City policies**. Scale and built form should be guided by the OCP Urban Place Designations and Development Permit Area Design Guidelines. **Heights and densities** are dependent on site conditions and the ability to sensitively transition to the surrounding context and mitigate impacts on adjacent properties (see policy 6.1).

6.20 Redevelopment with Public Benefit: Within Urban Residential areas, consider **increased density**, as described in the OCP, where public benefit is provided consistent with the objectives of this plan and City policies, including but not limited to public amenity contributions, non-market or affordable housing, or heritage conservation.



Housing Opportunity Areas

6.21 Redevelopment: Within Housing Opportunity areas, as generally shown on Map 10, consider new, primarily **mid-rise** residential development **consistent with City policies**. Scale and built form should be guided by the OCP Urban Place Designations and Development Permit Area Design Guidelines. **Heights and densities** are dependent on site conditions and the ability to sensitively transition to the surrounding context and mitigate impacts on adjacent properties (see policy 6.1).

6.22 Space for Larger Scales with Public Benefit: Within Housing Opportunity areas, consider **increased density, as described in the OCP**, where public benefit is provided consistent with the objectives of this plan and City policies, including but not limited to public amenity contributions, non-market or affordable housing, or heritage conservation. **At the higher end of envisioned densities described in the OCP, substantial public benefit is envisioned (such as secured rental with additional amenity contribution).**

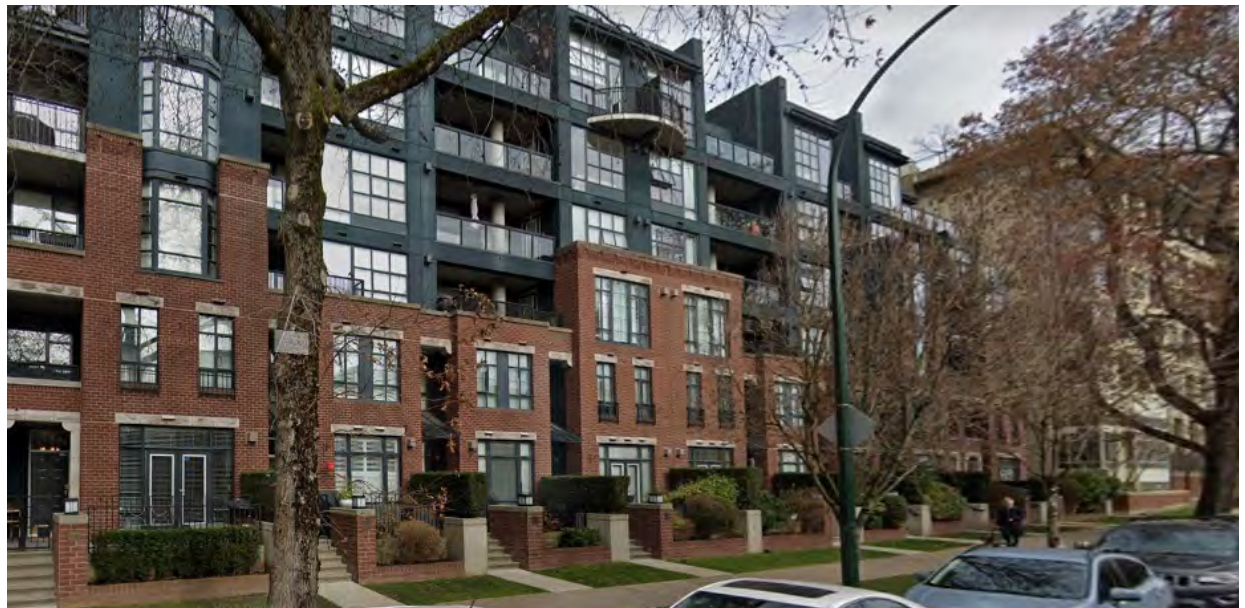
Co-location of Housing

6.23 Affordable Housing at the Fernwood Community Centre: If redevelopment of the Fernwood Community Centre is considered to renew or expand the community facility, consider opportunities to co-locate affordable housing on the site together with the community space. While uses, heights, and densities on the site should be informed a **comprehensive planning and engagement process**, generally consider **densities and built forms similar to those identified for Housing Opportunity areas**.

Future Planning

6.23 Future Planning: Continue to explore opportunities for new multi-unit housing near Stadacona Village and the Pandora, and Begbie-Shelbourne Corridors in future planning processes.

Urban Villages provide room for mixed-use residential development and will play an important role over time in providing housing options in good locations, see the Urban Villages section for more information.



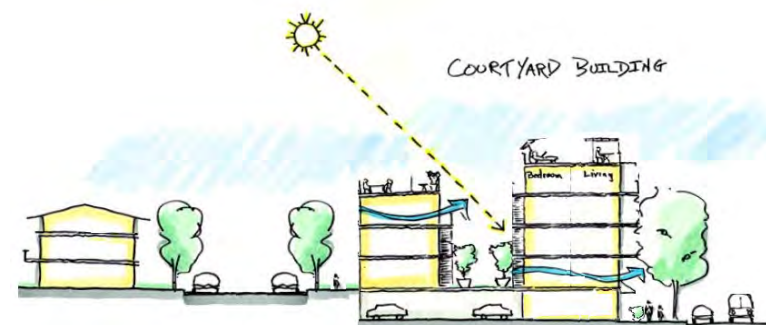
Housing

7. Housing Design

About

Similar to the community's desire to maintain and enhance a high quality built environment in villages, centres, and Downtown, there is desire for a high quality, neighbourly, and livable built form in residential areas.

The City of Victoria actions this desire through the Zoning Bylaw and Development Permit Area design guidelines for the form and character of multi-family development.



Intent and Objectives

Making Room

Make room for new multi-family housing for different incomes, household types, and lifestyles, in close walking distance to urban villages, Downtown and Frequent Transit routes, considering a diversity of locations both on- and off- of busier corridors to provide equitable choices.

Sustainable Mobility

Integrate support for sustainable mobility options into building and public space design including for walking, cycling, transit, shared mobility (like car or bike shares), electric vehicles, and reduced on-site parking.

Amenity and Diversity

Support the ability of multi-family housing to deliver both rental and strata tenure homes and to provide public amenities, affordable housing, family-sized housing, accessibility, and other benefits identified in broader City policies to support housing options for a diverse community (recognizing that no one project will address all of these objectives).

Human Scale

Design buildings and open spaces that create visual interest, diversity, and identity when approached by pedestrians.

Great Streets

Design, locate, and shape buildings to create sunny, welcoming, walkable, green and leafy public streets.

Urban Forest, Landscape and Ecology

Support a healthy, mature urban forest along streets and on private lands, and integrate sustainable landscapes and ecological services into sites (e.g., stormwater retention, climate resilience).

Energy Efficiency and Climate Change

Support built forms that allow new development to meet increasing energy efficiency requirements and design strategies such as passive house design, while continuing to meet all principles in this plan.

Livability

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

Neighbourliness

Ensure new buildings are good neighbours within streets and public spaces, and transition sensitively to existing and future buildings next door.



Housing Design Guidance

Housing Design Guidance

Design guidance for **multi-unit** (apartments and condos) and **ground-oriented attached** housing is provided in **design guidelines associated with relevant Development Permit Areas in the Official Community Plan**.



Relevant Design Guidelines

General Urban Design Guidelines (2022).

Ground-oriented, attached, or missing middle housing design guidance as required.

Integrated Mobility

Safe, sustainable, and integrated local mobility options can support individual well-being, community vitality, and climate action objectives.

This plan seeks to support city-wide mobility objectives by identifying opportunities to improve Fernwood's local transportation system.



- ▶ **Over time, transform transit corridors as places for people, that prioritize efficient service, placemaking, urban forest and accessibility.**
- ▶ **Improve local connectivity to key destinations throughout the neighbourhood.**
- ▶ **Make walking, wheeling, and transit safer, more efficient, and more enjoyable.**
- ▶ **Test parking management strategies that better balance the needs of businesses, residences, public space**

Relevant Policies and Bylaws

Official Community Plan
GO Victoria, Sustainable Mobility Strategy
Streets and Traffic Bylaw
Subdivision and Development Servicing Bylaw
Zoning Bylaw (parking)

Integrated Mobility

Intent and Objectives

These objectives provide context and overarching guidance for mobility in Fernwood when interpreting the policies that follow.

Support Sustainable Mobility in Victoria

Advance the policy objectives and targets outlined in *GO Victoria*, the City's sustainable mobility strategy:

- Integrate land use and transportation.
- Align different transportation networks.
- Improve multi-model level of service.
- Value the public right-of-way.
- Operate and maintain our assets.

Advance the six key priority areas in *GO Victoria*:

- Achieve Vision Zero to eliminate traffic fatalities.
- Transform public transit.
- Accelerate active and accessible transportation.
- Shift to zero emissions.
- Rethink the curb.
- Harness data and technology to improve transportation choice and efficiency.

Transform Corridors

Enhance corridors as places for pedestrians, those using mobility devices, and transit.

Improve Walking and Wheeling

Consider enhancements to mobility for people walking, cycling, or using mobility devices to support the future vision for Fernwood's villages, placemaking features, and improved connections.



8. Mobility Corridors - General Directions

Frequent Transit Corridors provide opportunities to make room for new housing, advance reliable, sustainable mobility options, and transform busy streets into places for people. This plan works together with city-wide policies and regulations to guide the design and functions of **mobility corridors** in Fernwood.

Fernwood Road Corridor

Priority Travel Modes: Recognizing the limited right-of-way and limited opportunities to procure additional right-of-way, improvements are focused on the following priority travel modes:

- Walking
- Transit
- Vehicles

Pedestrian and Transit User Focus:

Opportunities to create wider sidewalks and improved transit facilities through redevelopment or as funding and programming permits are a priority for this corridor.

Placemaking Through Mobility:

Enhancements or interventions near Fernwood Road and Gladstone Avenue should support the future vision for Fernwood Square, and the surrounding area.



Integrated Mobility | Mobility Corridors - General Directions

Bay Street Corridor

A Future Place for People: Future plans, public improvements, and development related decisions should focus on pedestrian conditions and landscape improvements, while accommodating key transportation functions, including transit and emergency response.

Pandora Avenue Corridor

Priority Travel Modes: Cycling, walking, and multi-modal movement are prioritized through the implementation of the All Ages and Abilities (AAA) network along Pandora Avenue.

Future Planning: Land use changes may be considered in future planning processes together with neighbouring communities, specifically along Pandora Avenue east of Cook Street, to support increased access to the high-quality active travel mode facilities.

Begbie-Shelbourne Corridor

Future Planning: The future of the Begbie-Shelbourne Corridor will be considered in future planning processes together with neighbouring communities.

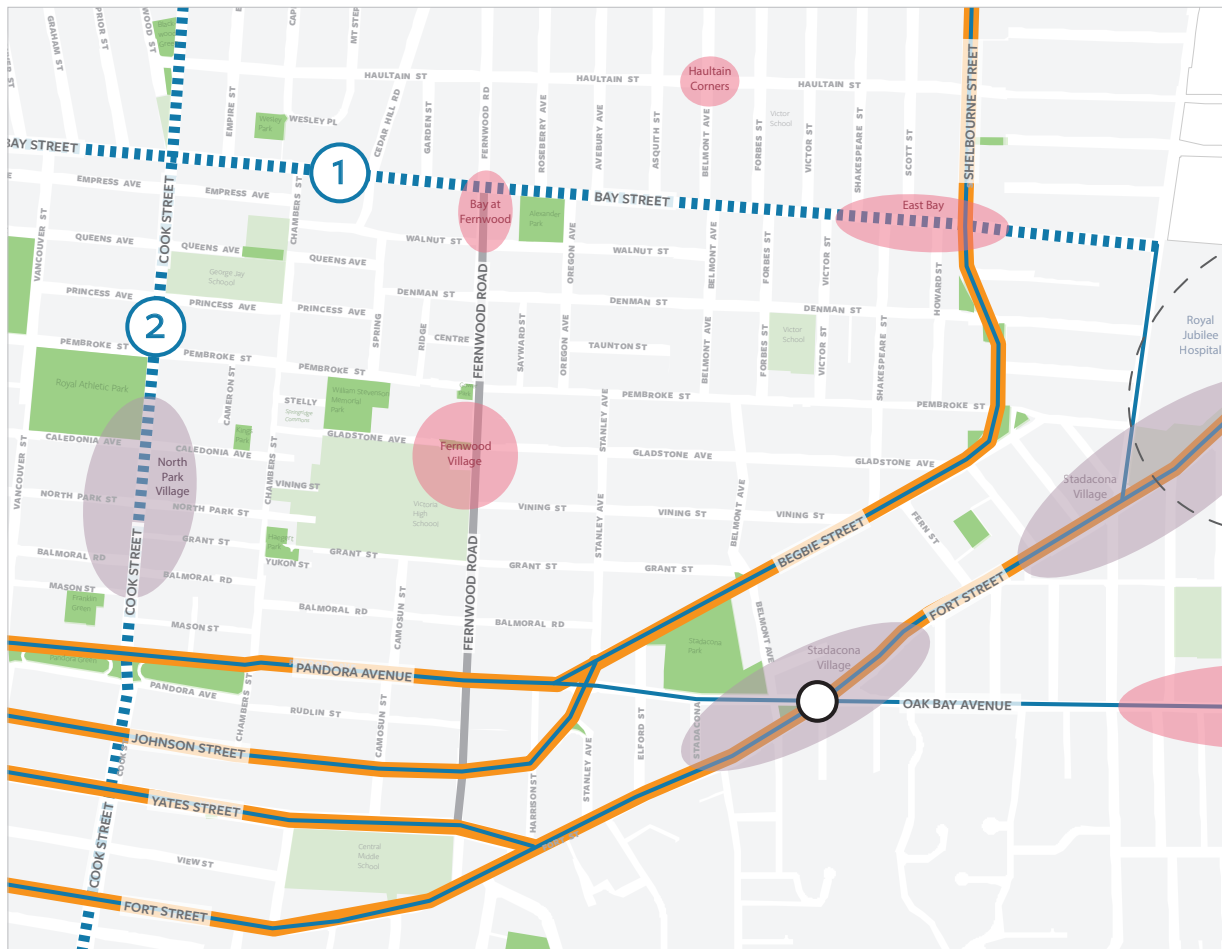
Urban Villages

Public Realm Standards: The City will develop Urban Villages Public Realm Design Standards, to apply city-wide, as an update to existing pedestrian standards, which will consider desired sidewalk widths to accommodate accessibility, village activity, pedestrian traffic, and furnishing and frontage zones consistent with best practices and local contexts.



Integrated Mobility | Mobility Corridors - General Directions

Map 11: Victoria Transit Priority Corridors (for reference only, please see Official Community Plan).



Legend

- Frequent & Express Service / Rapid Bus Candidate
- Cumulative Frequent Service
- Frequent Service Candidate
- Bay Street
- Cook Street
- Local Transit Service
- Mobility Hub
- Transit Exchange
- Large Urban Village
- Small Urban Village
- Park

The "Victoria Region 25 Year Transit Future Plan" and "Victoria Regional RapidBus Implementation Strategy" are administered by BC Transit and may be subject to change (Transit Exchange Study Areas and Mobility Hubs provided as approximate areas of opportunity).

9. Local Mobility - Policies

Safe, comfortable and efficient walking, wheeling, and rolling options advance sustainability and contribute to happier, healthier, and more vibrant communities. This plan identifies improvements to local networks that can happen over time through regular city processes or redevelopment.

Fernwood Village and Fernwood Road

9.1 Adding Bike Parking: Create more public bicycle parking in and near the village.

9.2 Fernwood Square Improvements: At the intersection of Fernwood Road and Gladstone Avenue, adjacent to Fernwood Square:

9.2.1 In the short-term, consider features to improve pedestrian comfort and safety at the crossing of Fernwood Road at Gladstone Avenue; balance interventions with placemaking features that may also increase comfort and retain and enhance the feel of the village.

9.2.2 In the long-term, consider additional improvements for comfort, safety, and enhanced sense of place at the crossing of Fernwood Road at Gladstone Avenue, including a tabletop intersection that continues the design themes of Fernwood Square. (A tabletop intersection is an

intersection that is raised to signal to motorists that this is a priority area for pedestrian traffic).

9.2.3 Continue to monitor the success of the current partial closure and traffic calming measures along Gladstone Avenue east of Fernwood Road and explore opportunities for a full and/or more permanent closure of the road through community-initiated placemaking or a Community-Led Action process, if there is interest.

9.3 North of the Square: On Fernwood Road between Gladstone Avenue and Bay Street:

9.3.1 Seek wider, accessible sidewalks, as well as transit stop improvements or boulevard spaces as applicable when redevelopment is proposed.

9.3.2 To facilitate the improvements described above in areas where



redevelopment is unlikely (e.g. adjacent to heritage or character homes), consider removing on-street parking (for instance, south of Denman Street), balancing the need to accommodate parking and loading near Fernwood Village and the proposed Bay at Fernwood Village with desired pedestrian improvements.

9.3.3 In the Bay Street Village, encourage new development to accommodate patio spaces on private land to provide lively interaction with the street.

9.3.4 Consider a new crossing of Fernwood Road at Pembroke Street.

9.4 South of the Square: On Fernwood Road between Gladstone Avenue and Pandora Avenue:

9.4.1 Consider opportunities to improve or relocate bus stops near Gladstone Avenue to enhance public space and bus waiting areas.

9.4.2 Consider removing on-street parking on the east side of the road, south of Grant Street, to facilitate wider sidewalks and boulevards, in conjunction with a broader program of parking management to support village businesses and cultural institutions.

9.4.3 Consider additional curb bulges at Vining Street.

9.5 East of the Square: On Gladstone Avenue, from Chambers Street to Fernwood Square:

9.5.1 Through redevelopment seek wider, accessible sidewalks and boulevard spaces.

9.5.2 Consider temporary, partial closures of Gladstone Avenue to facilitate placemaking in connection with Fernwood Square.

9.5.3 Continue to facilitate truck and delivery access to the Belfry Theatre and Fernwood Square businesses and seek opportunities to improve turning movements and facilitate the expansion of the Square if redevelopment occurs.



Bay Street

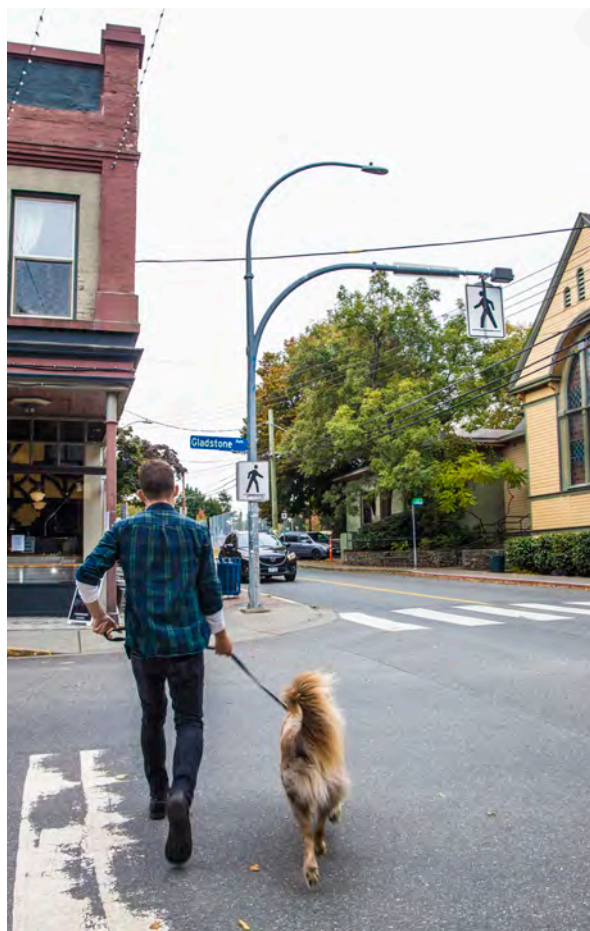
9.6 Pedestrian Improvements: Continue to implement improvements along Bay Street for pedestrian comfort, to encourage traffic to slow down, to make it easier to cross, and to enhance transit rider experiences (e.g. with improved bus waiting).

9.7 Integrated Mobility Study: Complete a comprehensive integrated mobility study for Bay Street between Blanshard Street and Richmond Road, with the following considerations and draft directions:

9.7.1 Prioritize investments and development contributions to support walking, frequent transit, and vehicle movement as the priority modes.

9.7.2 Define the right-of-way acquisition that would be required through new development to realize the priorities described above, and ways to balance acquisition requirements with the desire to accommodate quality residential developments (as described in related sections), giving special consideration to the varied size and shape of lots along Bay Street.

9.7.3 Identify opportunities to establish a sidewalk on the south side of Bay Street between Wark Street and Quadra Street.



Improving Local Mobility in Fernwood

Local mobility improvements are realized in multiple ways, often through the redevelopment of private properties or through capital programs.

Fernwood residents can request improvements, like speed humps or new crosswalks, through the City's mobility programs. Some improvements are identified in this plan while others may be identified through future processes or community requests. Requests are reviewed from a technical perspective and how they align with road safety objectives, and then prioritized with other locations city-wide.

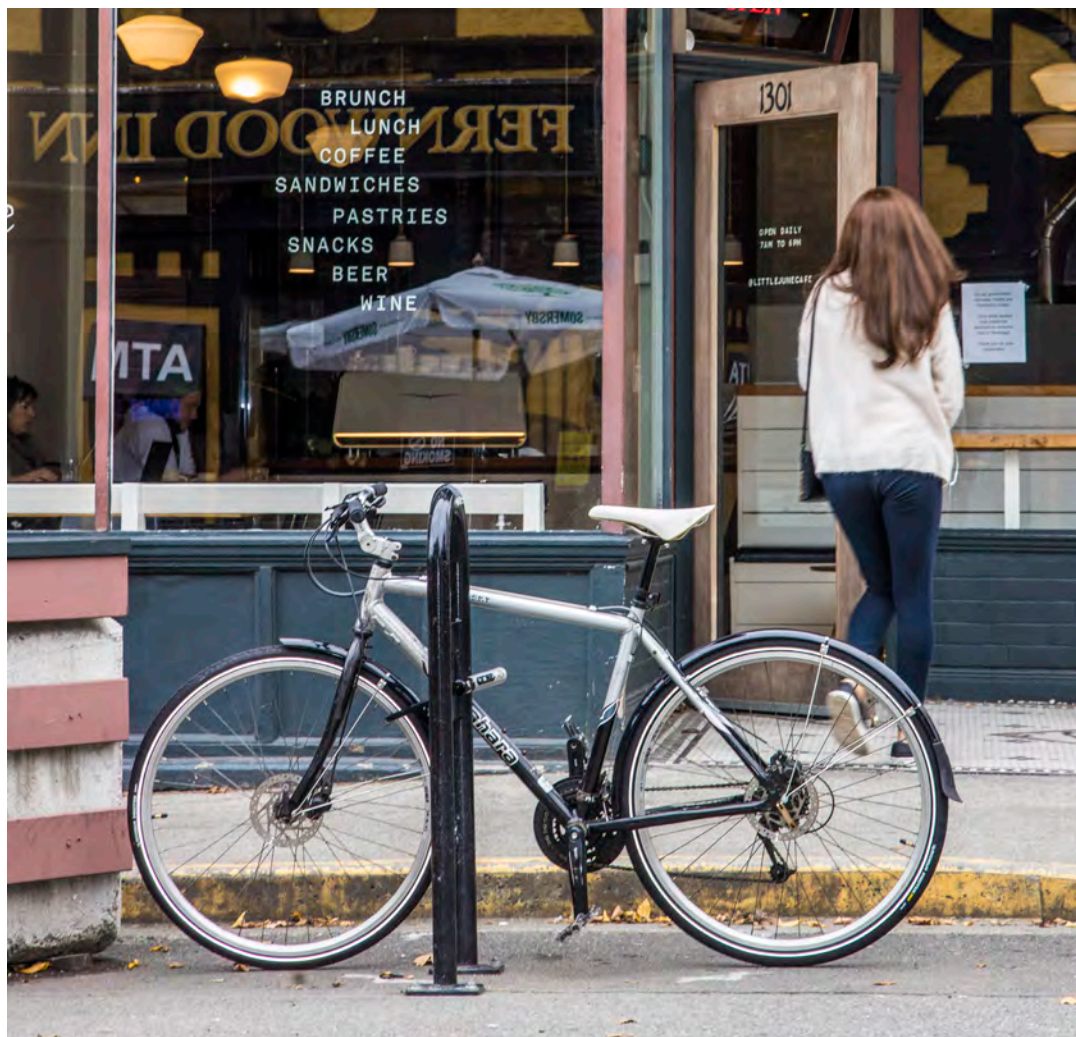
Neighbourhood Connections

9.8 Development - Sidewalks: Through redevelopment seek wider, accessible sidewalks with a boulevard accommodating street trees.

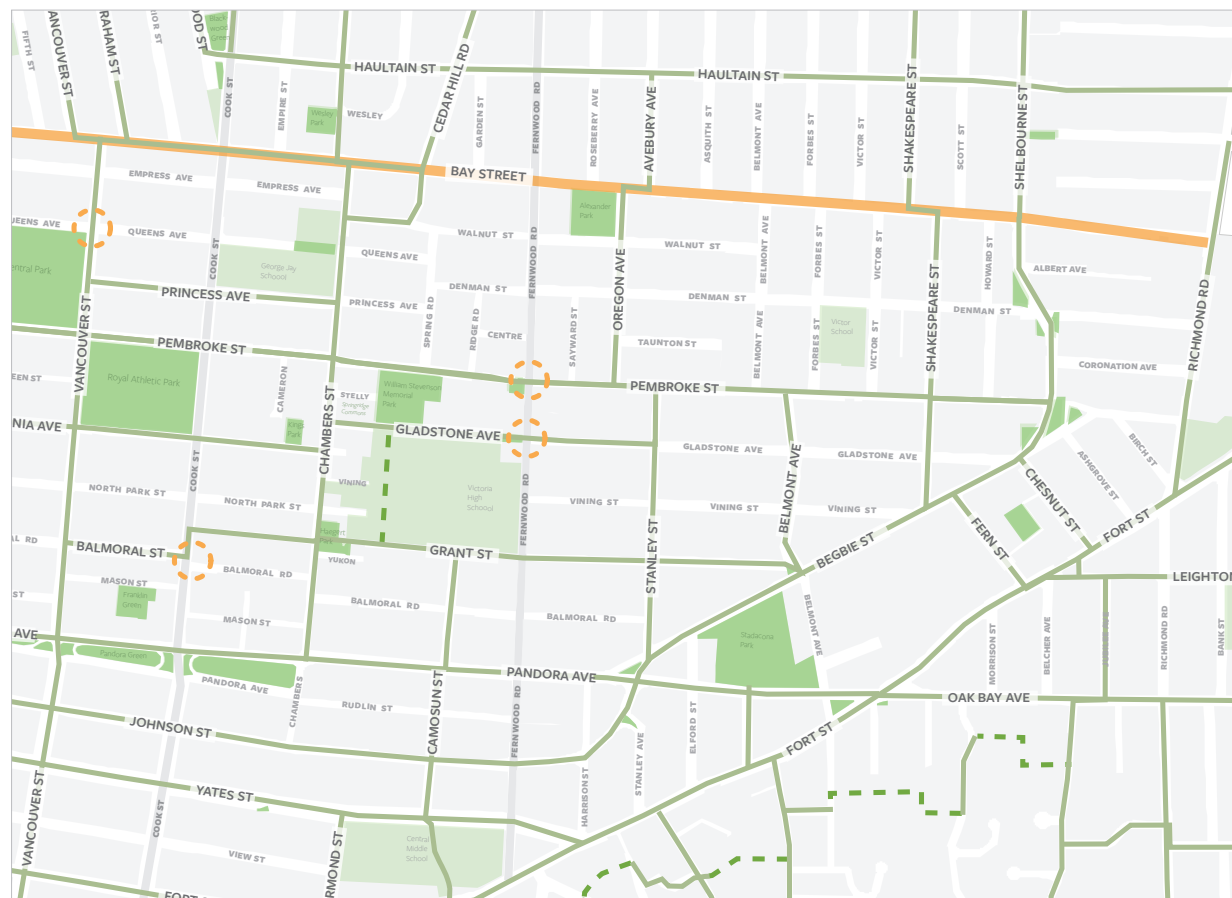
9.9 Development - Vic High Path: Build an accessible pathway from Fernwood Square to the Vic High grounds through new development for a cultural space that may be considered west of the Belfry Theatre.

9.10 Haegert Park Connections: Through potential future expansion of Haegert Park, consider a closure of Chambers Street in front of the park with placemaking features and cycling access.

9.11 Cycling Connections: Complete bicycle connections from Haultain Street via Princess and Chambers streets and Oregon and Stanley streets.



Map 12: Greenways Network with desired pedestrian and crossing improvements (for reference only, please see Official Community Plan).



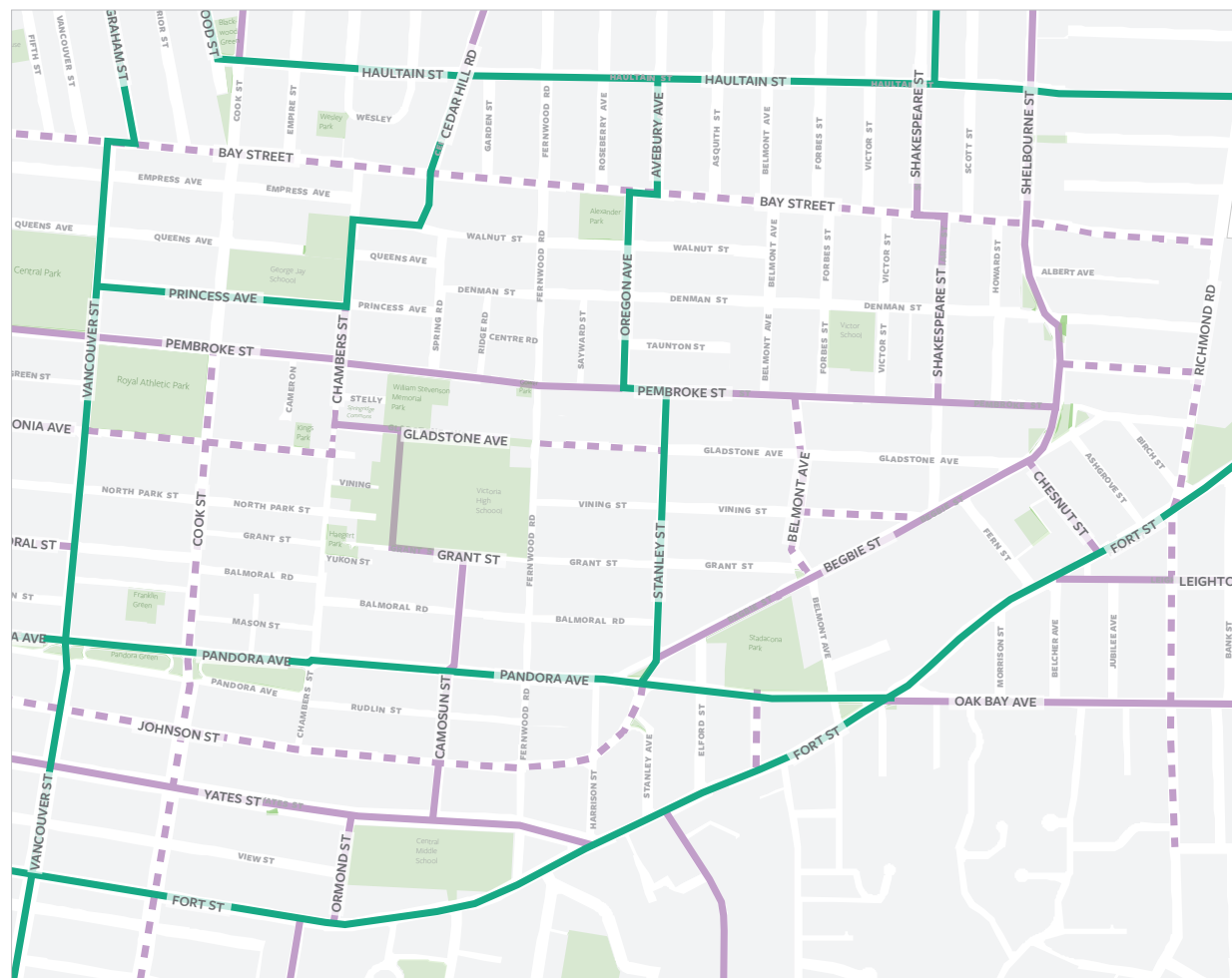
Legend

- Neighbourhood Greenways
- Key transit corridor in need of pedestrian improvements
- Future Greenway Opportunities
- Desired crossing or crossing improvement

About the Greenways Network

The Greenways Network Map illustrates existing and desired routes for safe, convenient, and/or pleasant walking and wheeling. Improvements to greenways may be realized through several City programs including the *Traffic Calming and Crosswalk Program*, the *Pedestrian and Bicycle Master Plan* implementation, the *Transit Shelter Program*, *Road Rehabilitation Program*, *Active & Safe Routes to School* initiatives, regional transportation network investments, and major redevelopment projects.

Map 13: Cycling Network (for reference only, please see Official Community Plan).



Legend

- AAA Priority Network
- AAA Expanded Network
- Other Existing and Community-Identified Cycling Routes

About the Cycling Network

The Cycling Network Map highlights existing and planned All Ages and Abilities (AAA) bicycle facilities. AAA facilities offer a greater degree of safety and comfort. Design treatments will vary depending on the context. Examples include protected bicycle lanes (one-way and two-way), off-street pathways (cycle only or multi-use), and shared-use streets with lower vehicle volumes, speeds, and signage (advisory bicycle lanes and neighborhood bikeways).

The City's AAA plan was adopted in 2016. Once the network is complete, 95% of the municipality will be within 500m of a AAA cycling route, providing safe and convenient access to village centres, parks, recreation centres and schools for all types of riders.

Other components of the cycling network are shown (both existing and desired). These may include painted bicycle lanes, painted buffered bicycle lanes, and signed bicycle routes. Working with partners and private land-owners, the City will continue to be opportunistic to add facilities and improve existing facilities (including addition to the long-term AAA network) as appropriate.

10. Parking - Intent and Objectives

These objectives provide context and overarching guidance for mobility in Fernwood when interpreting the policies that follow.

Value the Right-of-Way

Per the goals and objectives in *GO Victoria*, the City's sustainable mobility strategy, value the city's limited right-of-way to support access for people, sustainable travel behavior and convenient access for high-occupancy, low-carbon, and active travel modes and the efficient delivery of goods.

Manage Parking for All Needs

Given the limited allocated parking and curb space in and near Fernwood Village, prioritize parking management to encourage turn over and align with broader goals, including accessibility, vibrancy, and local economic development.



Parking - Policies

Parking influences how we live and move about the city, how businesses thrive, and our sustainability objectives. Curb space is valuable public space. This plan works together with city-wide policies and regulations to guide parking in Fernwood.

Parking Management

10.1 On-Street Parking: As part of a city-wide parking modernization program, seek to implement parking management solutions in and near Fernwood Village and along Bay Street in areas proximate to commercial uses, including:

10.1.1 Working with neighbours and local businesses to reallocate public space from vehicle parking to bicycle parking, in addition to other placemaking initiatives.

10.1.2 Piloting the elimination of or modifications to resident-only parking programs to better support local businesses.

10.1.3 Piloting time-limited parking that supports improved turn-over of business patrons.

10.1.4 In the long-term, consider transportation demand management (TDM) methods such as increased and diverse bicycle parking, car share spaces, and others.

10.1.5 Expand accessible parking options serving urban villages.

10.2 Parking Requirements: Consider updates to relevant bylaws which reduce parking requirements for commercial uses where appropriate (e.g., where the use does not require extensive parking and/or where alternative mobility options are highly accessible).



Managing Curb Space in Fernwood

On-street parking in Fernwood is a mix of time-limited, residential only, and unrestricted. This parking is public space that can serve a multitude of needs, including for businesses and residences, cars and bikes, and public spaces like seating or greenery. It can also provide additional space for walking and wheeling.

The City manages curb space and a key target in GO Victoria is to ensure that by 2023 all curb space in the city is valued, managed and prioritized.

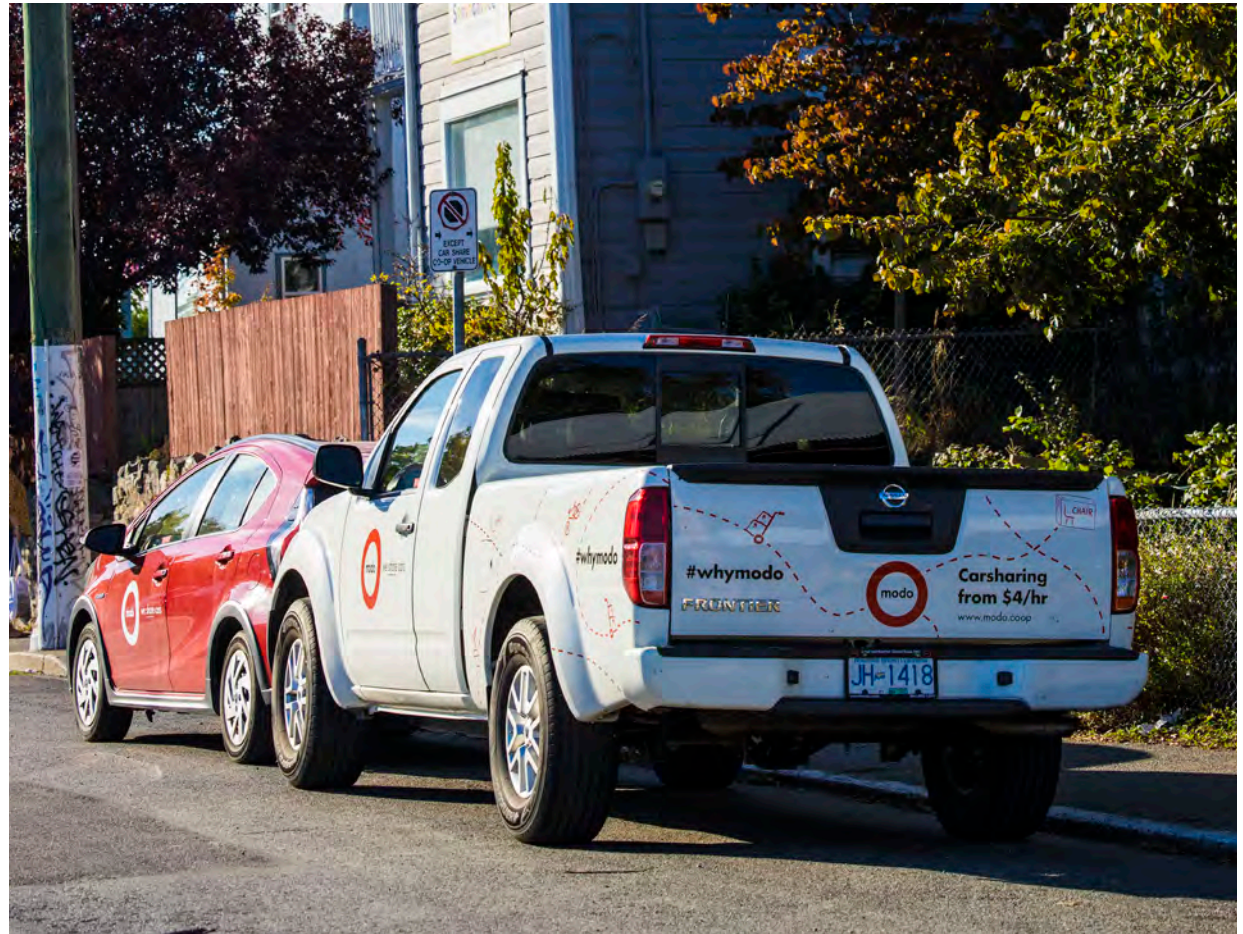
Parking Modernization

10.3 Parking in New Development:

Seek to implement parking management solutions for new housing, including shared parking, reduced parking requirements, and transportation demand management (TDM), particularly for purpose-built rental projects and for new housing near large urban villages, active transportation routes and frequent transit routes.

Transportation Demand Management (TDM) supports more sustainable transportation choices by offering incentives, information, and infrastructure, like bike shares, that make it easier and more appealing to live car-light.

Transportation
Demand
Management



Parks, Facilities, and Community Assets

Parks and open spaces are a centerpiece to Fernwood's character, culture and vibrancy, while facilities and other community assets provide spaces and programs to connect and build a resilient community.

This plan seeks to support city-wide objectives and identifies priorities for local use of these spaces.

- ▶ **Meet the parks and open space needs of the growing population.**
- ▶ **Emphasize equity, diversity and inclusion in planning, designing, and improving parks, open spaces, and community facilities.**
- ▶ **Grow the urban forest in public and private lands.**



Relevant Policies and Bylaws

Official Community Plan
Parks and Open Space Master Plan
Urban Forest Master Plan
Tree Protection Bylaw
Design Guidelines
(Development Permit Areas)
Zoning Bylaw

11. Parks, Facilities, and Community Assets

Parks and Open Space Planning

The City's *Parks and Open Space Master Plan* provides a high-level road map guiding planning, management, and investment over 25 years. It includes priority short-term, medium-term, and ongoing actions. Individual parks and open spaces may have a park improvement plan to guide improvements. Funding for municipal park improvements comes primarily from the City's tax base or capital reserves. New development also contributes Development Cost Changes (DCCs), which can help to fund park improvement and acquisition based on needs generated by the anticipated population increase.

Parks and Open Spaces in Fernwood

The *Official Community Plan* calls for 99% of Victorians to have a park or open space within 400m of home by 2041. Fernwood as a whole meets this target.

Though some opportunities for expanding green space or environmental enhancement are identified in this plan, the emphasis is on improving existing assets for greater public use.

The greenspaces around Vic High have provided opportunities for both the school population and residents to enjoy sport and recreation for many decades. The planned upgrades at Vic High by the School District will provide further opportunities for new and enhanced amenities.

The *Parks and Open Space Master Plan* reflects a theme that was common throughout engagement – the desire to locate a water/spray park in the northeast area of the city because of the limited access to the waterfront.



Improving Parks and Open Space in Fernwood

Parks and Open Space improvements are guided by the *Parks and Open Space Master Plan*. This plan identifies ways to improve parks for the desired uses identified by residents, and aligned with city-wide plans.

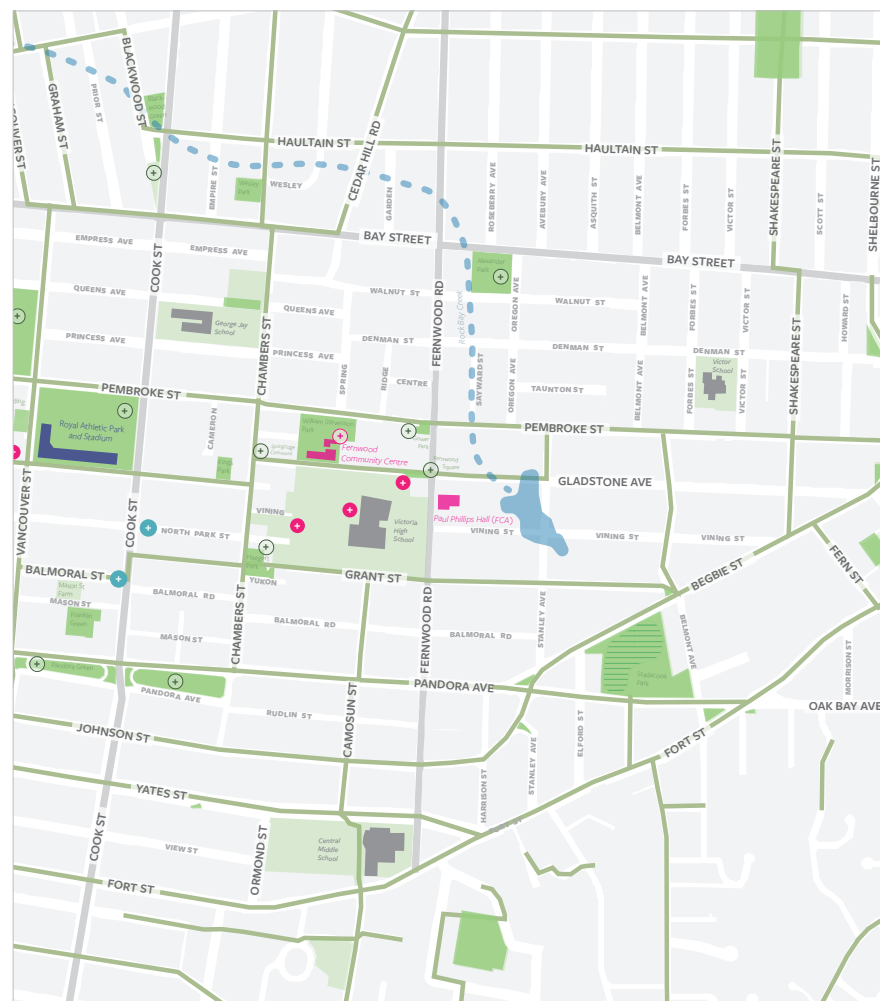
Prioritization and resourcing for parks planning, acquisition, and improvement projects are provided through shorter-term strategic plans and budgeting.

Parks, Facilities, and Community Assets

Parks, Open Spaces and Community Amenities serving Fernwood

Gower Park
 Grant Park
 Haegert Park
 Spring Ridge Commons
 (School District Property)
 Vic High Lands
 (School District Property)
 William Stevenson Park
 Alexander Park
 Compost Education Centre
 Fernwood Community Centre
 Fernwood Community Association
 (FCA) (Paul Phillips Hall)
 Pandora Green

Map 14: Existing and Desired Parks, Open Spaces and Community Assets in Fernwood.



Legend

Existing amenities

- Park or Open Space
- Community or Recreation Centre
- School
- Stadium or Arena
- Neighbourhood Greenways (see Map 12)

Desired amenities

- Enhancement to existing park/open space
- Desired community amenity*
- Enhancement to existing community amenity
- Desired plaza or public space*

Ecological assets for enhancement, recognition, or preservation

- Former route of Rock Bay Creek
- Sensitive Ecosystem (Woodland) Identified in Official Community Plan

*Greater Victoria School District properties provide valuable green and open space to the community. While not owned or managed by the City, the spaces are shown here to reflect their importance and the community desire to continue to provide public access or enhanced community use.

*Locations are general or approximate and may represent one idea among many; additional planning may be required.

Intent and Objectives

These objectives provide context and overarching guidance for parks, facilities, and community assets in Fernwood when interpreting the policies that follow.

Protect the Environment

Parks and open spaces protect and improve native ecosystems and help the city adapt to climate change.

- Increase protection and enhancement of native ecosystems in parks and open spaces across the city.
- Improve sustainability and ecosystem services.
- Mitigate and adapt to climate change.

Foster Engaging Experiences for Everyone

The parks and open spaces system meets current and future needs of Victoria residents, provides a range of different experiences, encourages active living and is multi-functional, inclusive, and accessible.

- Parks and amenities are equitably distributed and well maintained.
- Expand the variety of experiences and activities within the parks and open spaces system.

- Parks and open spaces offer a wide variety of activity spaces that contribute to the health and wellness of residents and engage youth and children.
- Improve and maximize the utility of existing sports amenities.
- Encourage community gardening and local food production by providing multi-generational, collaborative opportunities for learning and growing.
- Parks and amenities are easy to find and well-connected by pedestrian and cycling routes.

Celebrate Victoria

Special places and amenities in the parks and open spaces system animate the city and support events for residents and visitors.

- Parks and open spaces highlight Victoria's unique features and character, and support arts, culture, and tourism.



Parks, Facilities, and Community Assets - Intent and Objectives

Strengthen Partnerships

Community members, stewards, and partners help enhance all parks and open spaces in the city.

- Collaborate with owners of public green space, other partners, and volunteers throughout the city to maximize community benefits.

Maintain and Enhance the Urban Forest

The urban forest, habitat, and native ecosystems are maintained and enhanced per the directions in the *Urban Forest Master Plan*.

Community Facilities

Continue to support the current and evolving needs of the diverse population in Fernwood including households of all ages, incomes, family types and lifestyles.

Local Food Systems

Build on the strong network of community food systems in Fernwood to reflect the values of food security and sustainability.

Continue to support opportunities to grow, access, and learn about food close to home and encourage the prioritization of equity, diversity and inclusion in food, cooking, and gardening programs.



Policies

Parks and open spaces, community facilities, and other assets contribute to the well-being of Fernwood and can help to foster a more equitable, inclusive community.

Parks

11.1 Community Priorities: Through the future expansion of parks or the development of park improvement plans, consider the following community priorities:

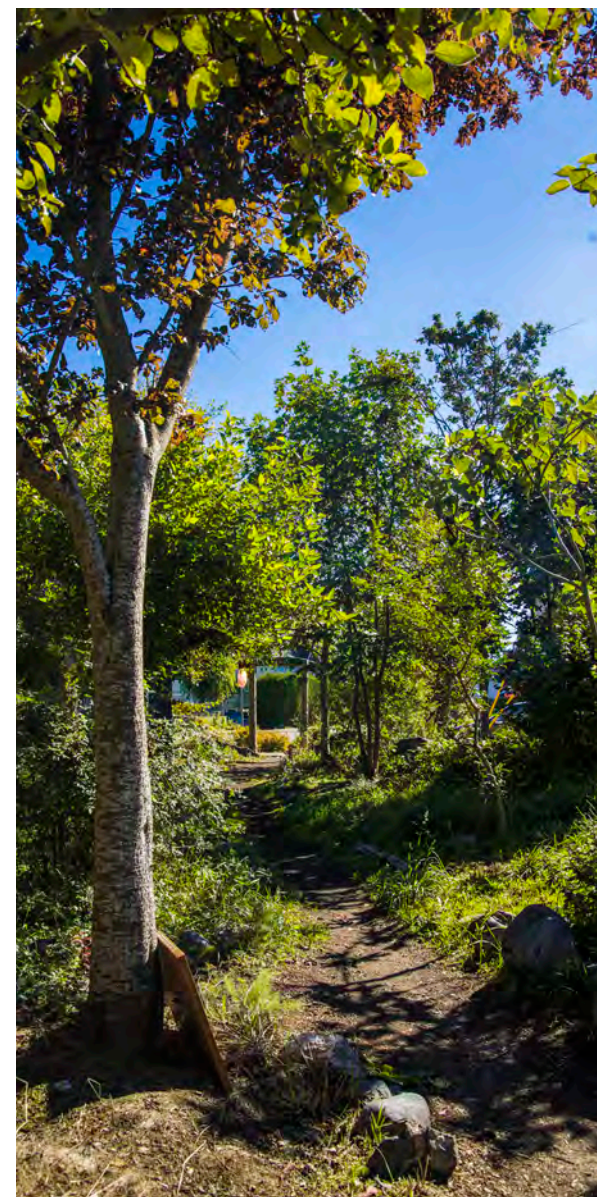
- Explore introducing a water or spray park and/or other water features that help draw people to and animate the space in a park in the north-central neighbourhoods of Victoria.
- Incorporating more benches, tables, and shade structures for weather protection and seasonal comfort in parks and public open spaces.
- Incorporating public washrooms and drinking fountain facilities.

11.2 Indigenous Spaces: In partnership with Indigenous people, seek opportunities to create or enhance spaces that support gathering and cultural practices.

11.3 Outdoor Music: Through planning for arts and culture facilities and implementation of the *Music Strategy*, consider the location of an outdoor space designed to accommodate small-scale, outdoor music performance in the northern/central neighbourhoods of Victoria, complementing the Cameron Bandshell at Beacon Hill Park.

11.4 Haegert Park Improvements: Seek opportunities to enhance or expand Haegert Park including through redevelopment, land acquisition, street closures (see Mobility section) and/or a park improvement plan that considers the community priorities noted above.

11.5 Stevenson Park Improvements: Consider future enhancements to Stevenson Park through a park improvement plan that considers the community priorities noted above.



Parks, Facilities, and Community Assets - Policies

11.6 Gower Park Improvements: Consider future enhancements to Gower Park that considers the community priorities noted above. The following ideas were mentioned during consultation:

- Supporting mobility connections through the park.
- Design features and space planning that better connects the park to Fernwood Square (e.g., seating areas).

11.7 Alexander Park Improvements:

Consider future enhancements to Alexander Park through a park improvement plan and planning process, in coordination with the community.

11.8 Pandora Improvements: Consider future enhancements to Pandora Green / Harris Green and consider ideas developed during the Pandora Green Charrette.

11.9 Pockets of Green: Support community initiatives to explore opportunities to create small green spaces, pockets of nature or food production on underused lands, including through placemaking programs and the Growing in the City program.

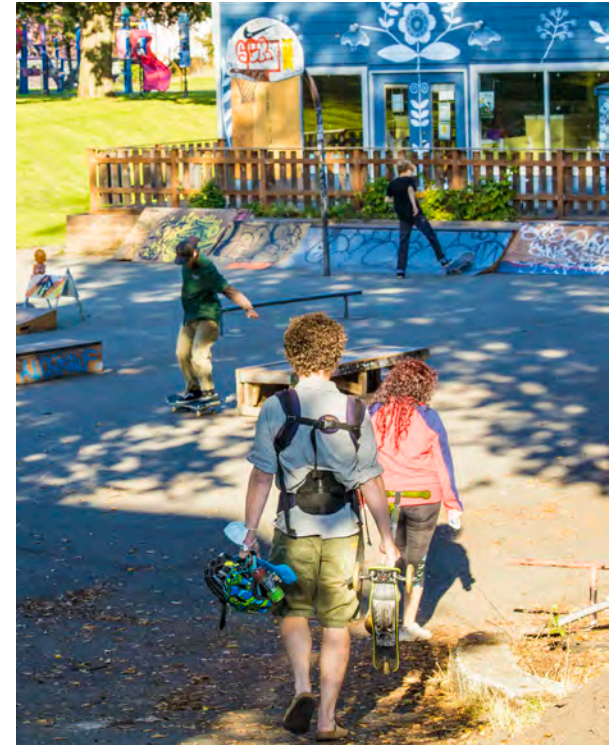
11.10 Fernwood Square Refresh: Consider improvements to Fernwood Square (see Public Space and Placemaking section).

11.11 Fernwood Skateboarding: Explore opportunities for permanent skate infrastructure in collaboration with the community.

11.12 Greenways: Better connect green spaces to one another and to areas of higher-density housing through new greenways (see Mobility section).

11.13 Use of School Lands: Work with the Greater Victoria School District to continue to provide public access **to and maintain the Vic High grounds as a public asset**. Work with the School District to enhance and program the Spring Ridge Common space for community use and enjoyment.

11.14 Rock Bay Creek: Identify opportunities for daylighting or celebrating Rock Bay Creek, focusing on public spaces (considering how daylighting would interact with other uses of these spaces), large sites that might redevelop in the future, and streets (Haultain Street, Blackwood Street, Kings Road).



Parks, Facilities, and Community Assets - Policies

Community Facilities

11.15 Indigenous Spaces: In partnership with Indigenous people, seek opportunities to create or enhance spaces that support gathering and cultural practices.

11.16 Community Programming: Continue to work with the Fernwood Neighbourhood Resource Group, the Fernwood Community Association and others to sustain and enhance community programming, services, and facilities that meet the evolving needs of the community.

Support equity, diversity, and inclusion in services and engagement with the community, in line with the City's emerging equity framework.

11.17 Fernwood Community Centre:

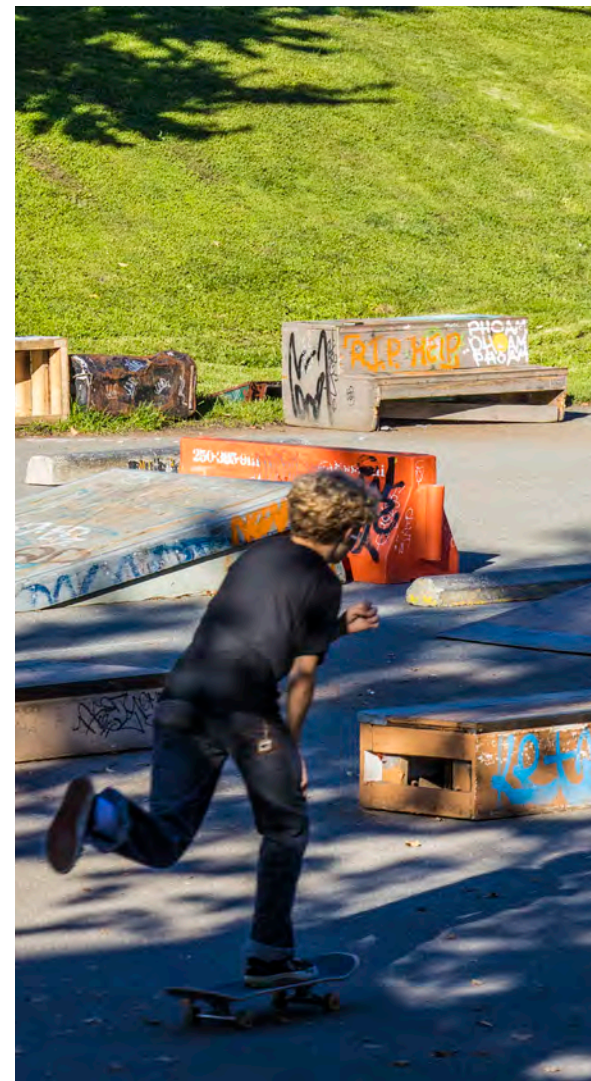
Work with the Fernwood Neighbourhood Resources Group in exploring the potential redevelopment and enhancement of the Fernwood Community Centre, including community services and amenities, and opportunities to co-locate affordable housing.

11.18 Community Space Near Vic High:

Establish an indoor community amenity space as part of the planned affordable and mixed-income housing west of Vic High, with access to outdoor spaces.

11.19 School Facilities: Work with the School District to make school facilities more broadly available for community programming, sports, and indoor and outdoor gathering.

11.20 Indigenous Spaces: In partnership with Indigenous people, seek opportunities to create or enhance spaces that support gathering and cultural practices.



Parks, Facilities, and Community Assets - Policies

Local Food Systems

11.21 Compost Education Centre: Continue to encourage community programming and public education at the Compost Education Centre.

11.22 Community Gardens: Support community-led efforts to enhance or establish additional community gardens including allotment gardens, native plantings, pollinator gardens or community orchards through the Growing in the City program and other placemaking programs.

11.23 Food Security: Support community programs to distribute food and enhance food security, including “Good Food Boxes”, community supported agriculture, and others.

11.24 Food Programs: As part of any expansion in community facilities, support additional capacity for commercial kitchen uses and space for family meal programs, community teas and other social connections around food (e.g., “Family Dinners,” cooking programs, or social enterprises).

11.25 Food in Public Space: Support the development and enhancement of public spaces that includes opportunities to share, sell, and grow food.

11.26 Future Food Systems Planning: Support further exploration of local food systems improvements through community-led planning, including a Community-Led Action process, if there is interest.

Future Planning

11.27 Future Planning: Additional planning for parks, facilities, and community assets may be identified in future stages of local area planning.



Supporting Food Systems in Fernwood

Growing, cultivating, and sharing food is important to Fernwood residents.

Victoria's Growing in the City program supports urban food production on public and private land. The program supports urban food production on private land in new developments, provides resources and support for community-led boulevard gardening, bee and hen keeping, urban food trees, rooftop greenhouse, the establishment of community gardens, and more. Short-term Fernwood priorities can be identified in a Community Action Guide.

Implementation and Next Steps

Implementation of this plan will be ongoing. Some ideas may be realized in the near-term, others could take time. This plan will also be updated as required when additional planning takes place.

The policies and ideas in this plan will be implemented over time, in some cases through City strategic plans and annual budgets. In other cases, concepts may only come to fruition as opportunities arise, including through redevelopment proposals or community-led action.

When development proposals or grant submissions are considered by the City,

this plan will be used as reference to guide decision making, together with the *Official Community Plan* and other City plans, policies, and initiatives.

Planning will also continue and this plan may be amended as future work proceeds. Some future work may be coordinated by the City and completed together with the community, other work may be community-led.

▶ **The City will continue to engage Fernwood when considering areas shared with neighbouring communities through future local area planning processes, specifically as noted in this plan.**

▶ **The City will support a process to develop a Community-led Action Guide if community members and organizations find such a process to be appropriate or useful.**

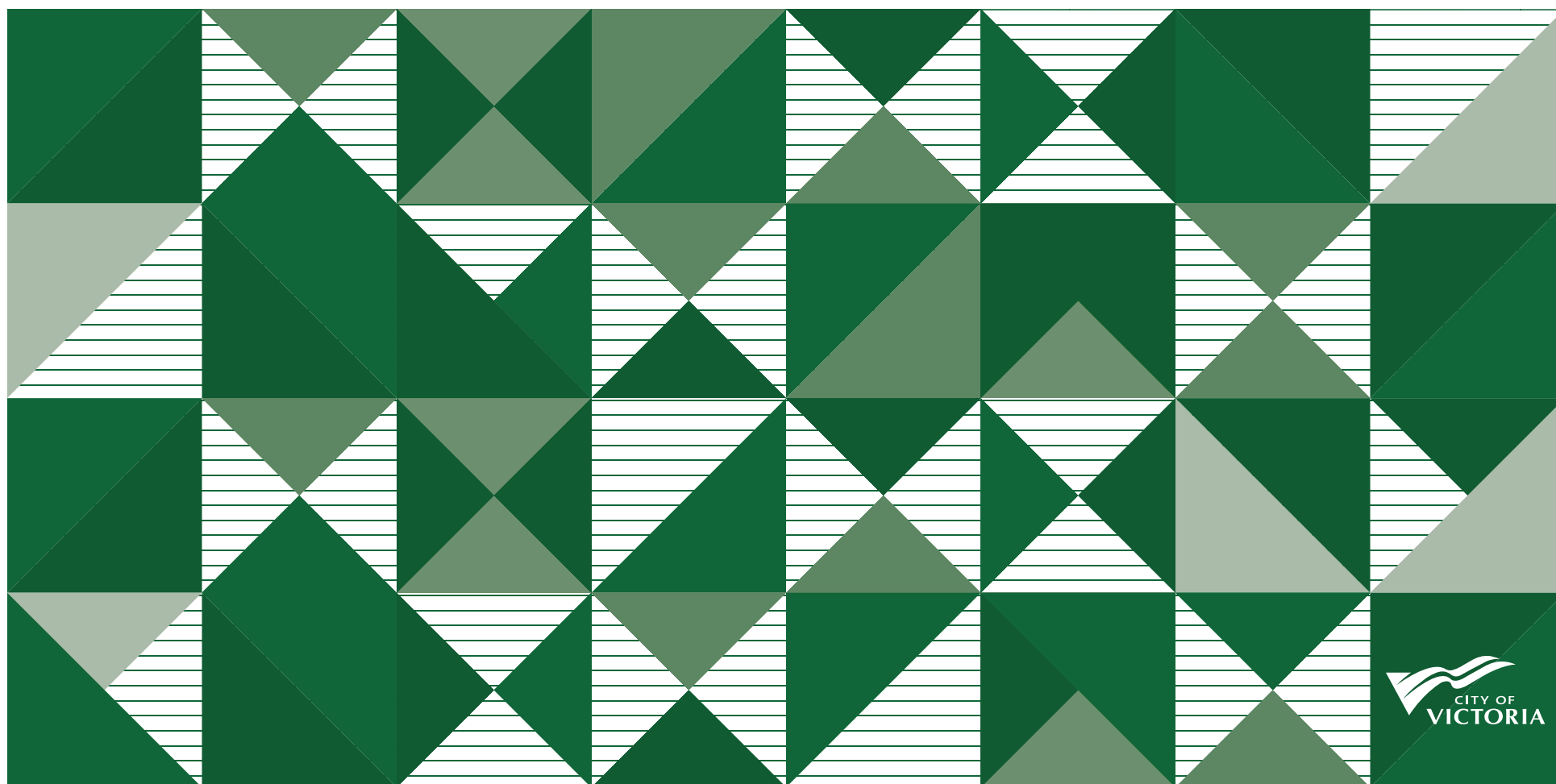


2022

Hillside Quadra

Neighbourhood Plan | City of Victoria

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



Publishing Information

| | |
|--------------------|--|
| Title: | Hillside-Quadra Neighbourhood Plan |
| Author: | City of Victoria |
| Status: | DRAFT for Council Approval (Spring 2022) |
| Disclaimer: | This Plan may be subject to periodic updates and amendments. Please contact the City of Victoria Planning and Development Department for up-to-date information. |
| Additional Copies: | The City of Victoria Sustainable Planning and Development Department Victoria City Hall, 2nd Floor 250.261.0382 Electronic versions available on the City of Victoria website: www.victoria.ca |

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

What is a Neighbourhood Plan?

This is the Plan for Hillside-Quadra 2040

Long-term Plans Working Together

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



Keeping Up and Catching

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



Addressing Climate Change:

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

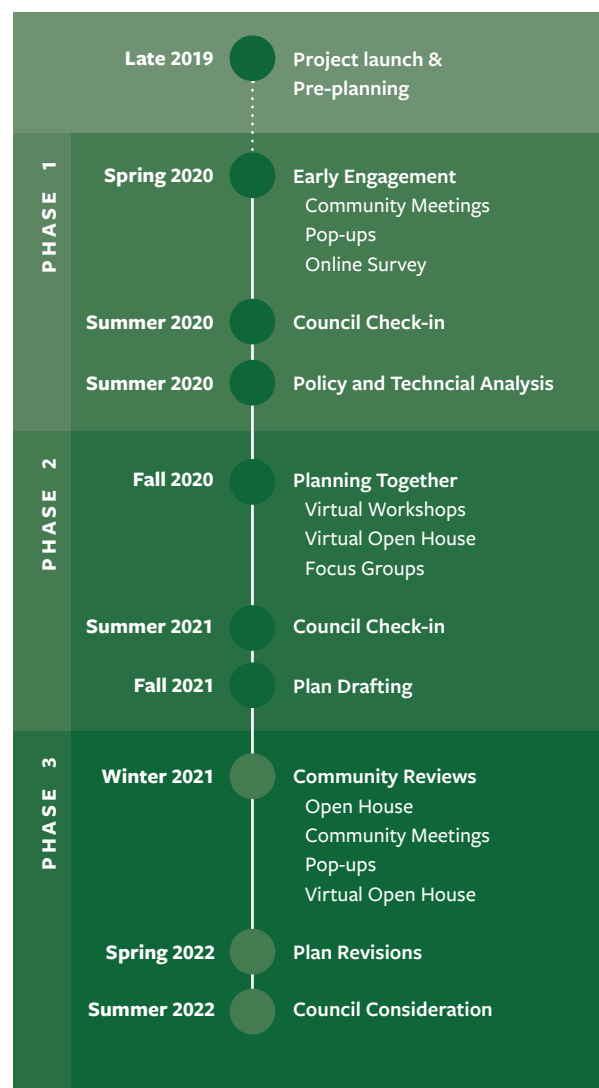


Advancing Equity, Diversity

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

Where Are We and How Did We Get Here?

This plan was drafted together with the community.



Early Engagement

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

Planning Together

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

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

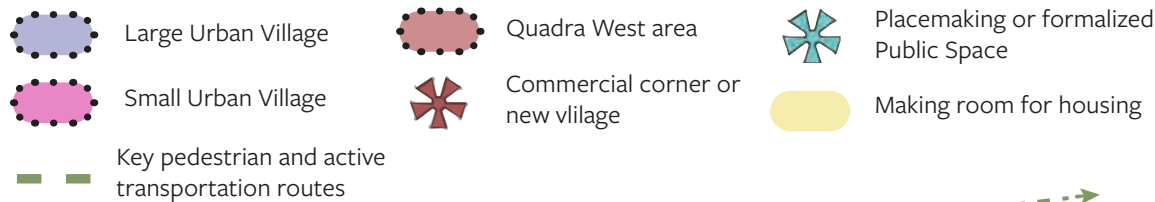
Reviews and Revisions

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

Implementation

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

Big Moves for Hillside-Quadra



8 Support “15-minute communities” with commercial corners, smaller villages, and places to gather throughout the neighbourhood

2 Support the evolution of Quadra Village with an eclectic, diverse mix of shops and smaller buildings

4 Support the future evolution of “Quadra West” as a diverse, mixed-income and sustainable community with amenities for residents

5 Create integrated green spaces and places to gather around Kings Road



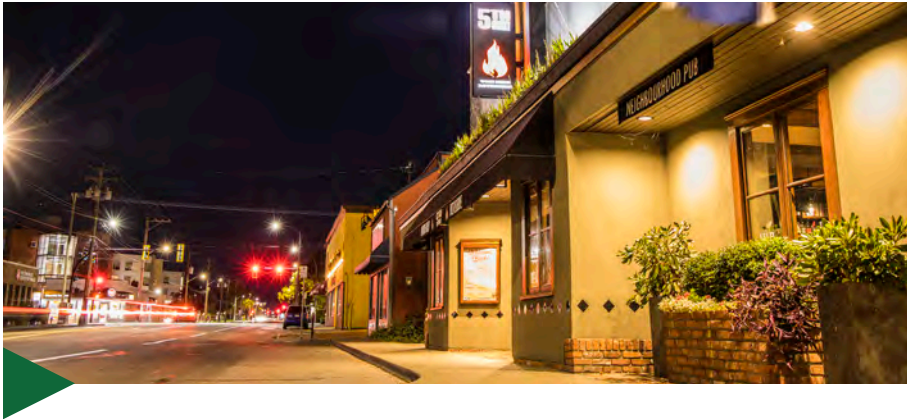
6 Preserve and enhance a connected system of green spaces

7 Support sustainable and diverse housing choices near the Village and key transit corridors

1 Revitalize Hillside Avenue as a comfortable place for people

3 Consider future changes to large sites in the village that add public space and opportunities for arts, culture, business and housing diversity

9 Future planning for near-term actions may be explored through a community-led process



1. Revitalize Hillside Avenue

What we heard

Some residents refer to Hillside Avenue as the “Hillside Highway”. There has been a long desire to reshape the road and slow things down, particularly through Quadra Village and to support the comfort and safety of pedestrians and transit users. People would like to see better connections and relationships between the north and south side of Hillside Avenue, a sense of place where Hillside meets Quadra Street, and an ambiance that the village continues north of here.

What we learned

- Hillside Avenue is a key frequent bus route and east west connector, with a major transfer point to the Quadra Street bus route.
- Near the village, parts of Hillside Avenue have narrow sidewalks, few trees, and limited on-street parking near the village.
- Additional retail could be supported in the coming decades, without impacting existing local businesses.

Where we’re headed

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



2. Eclectic Quadra Village

What we heard

Quadra Village is beloved for its multi-cultural character, local serving businesses, and everyday services and amenities. Many would like to see the small and eclectic storefronts on Quadra Street preserved, with opportunities for more of the same. Some smaller scale redevelopment that can offer public realm improvements, like an enhanced connection to Quadra West through a pass-through; and create active, interesting fronts along “Quadra Mews”.

What we learned

- The diverse small commercial spaces allow for a thriving village
- Maintaining the small-footprint scale of buildings as the village grows would require relaxing parking requirements for small lots
- New development can create wider sidewalks, spaces for patio dining and new housing options.

Where we’re headed

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



3. Quadra Village Opportunity Sites

What we heard

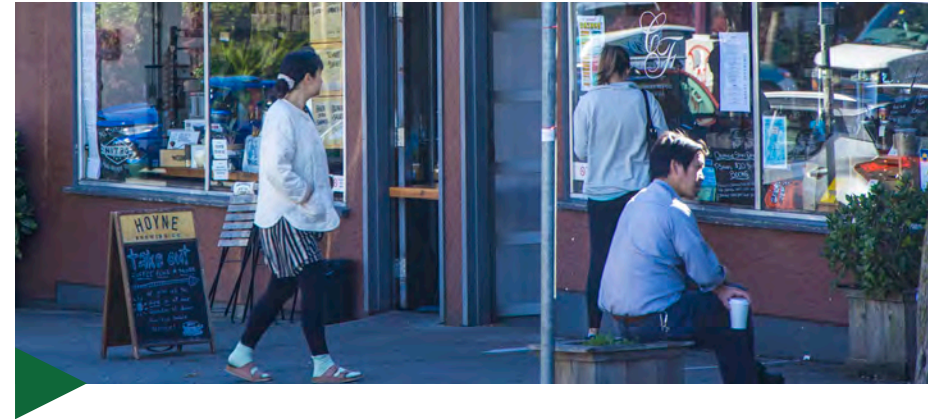
The large shopping centre on the east side of Quadra Street in the Village houses valuable shops and services, including a full service grocer, pharmacy, clinic, and liquor store. The cultural opportunity of the Roxy Theatre is a key part of the village's identity. At the same time, people recognize the opportunity that larger sites can provide to add a central plaza, diverse housing, and improved arts and cultural assets through redevelopment, while retaining existing functions.

What we learned

- A public gathering space is among the most desired additions to the village.
- Any new development should include a mix of shops, services, cultural space and housing opportunities for diverse residents.

Where we're headed

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



4. Diverse, Inclusive Quadra West

What we heard

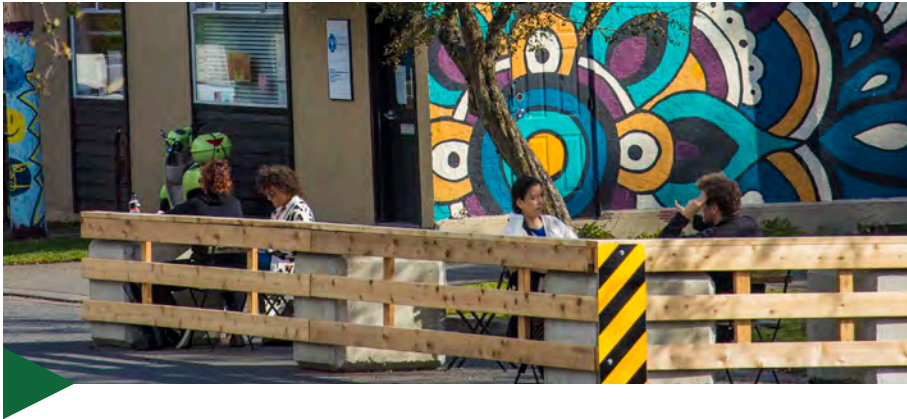
Quadra West includes major sites that could influence the shape and identity of the community in years to come. The community highlighted key principles should anything be proposed. We heard that preserving and adding green space - both for the public and for residents of Evergreen Terrace - is important. There is a desire for inclusive housing for different household types, including both affordable and market-rate options, expanded community services, and quality, sustainable options to get around.

What we learned

- Changes are likely to come to 950 Kings (the former Blanshard School) and Evergreen Terrace (BC Housing) during the time frame of this plan, so its important that the community create principles to guide change.

Where we're headed

To learn more about how the plan addresses what we heard and learned, **see Section on Quadra West.**



5. Kings Road Gathering Places

What we heard

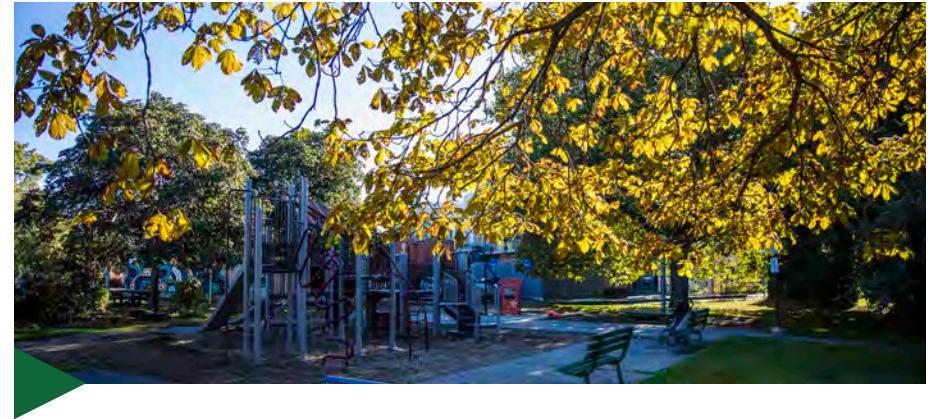
Kings Road is an active route through the community, connecting neighbourhoods to the east to Quadra Village and Quadra West, the Quadra Village Community Centre, and Downtown. The green space at 950 Kings is used for informal gathering, while Wark Street Park is valued for its green space, commons garden, and playground. Kings Road itself hosts major events and celebrations and there is desire for more. As the community evolves, people want to build upon these assets with opportunities for diverse ages and activities, including youth and seniors. A central gathering place is a priority.

What we learned

- Kings Road is an emerging pedestrian and bicycle route for the city.
- It is possible to close part of the street for public space while still offering alternative access to the area for cars and bicycles.

Where we're headed

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



6. Connected Green Spaces

What we heard

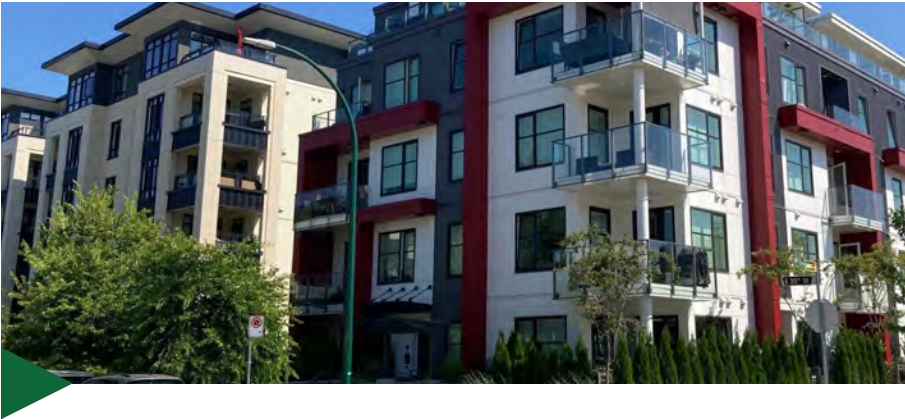
There is a strong desire to preserve and formalize green spaces in the heart of the neighbourhood (near Quadra Village), where there is greater population and diversity of incomes. Diverse green spaces are desired to serve different ages and interests, picnicking and socializing, community gardens, and quiet recreation. There is also a desire for better connections to and among the larger parks in the north side of the community.

What we learned

- There are significant green spaces in the community that can meet evolving needs. While the north side of the community is close to major parks, the public green spaces nearer Quadra Village are largely not owned or designated as parkland.

Where we're headed

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



7. Housing Choice

What we heard

Residents feel the pains of the housing crisis. Renters and young families find it difficult to find suitable, affordable housing. The community would like to see a mix of housing in type and tenure. Most support making room for more, diverse housing forms to meet these needs, but want to ensure that it reflects and enhances what people love about the neighbourhood, is livable, and is neighbourly. There is a desire for new housing to be near transit, villages, and parks, but people also voiced concern that housing choices not be limited to the busiest streets.

What we learned

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

Where we're headed

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



8. 15-Minute Communities

What we heard

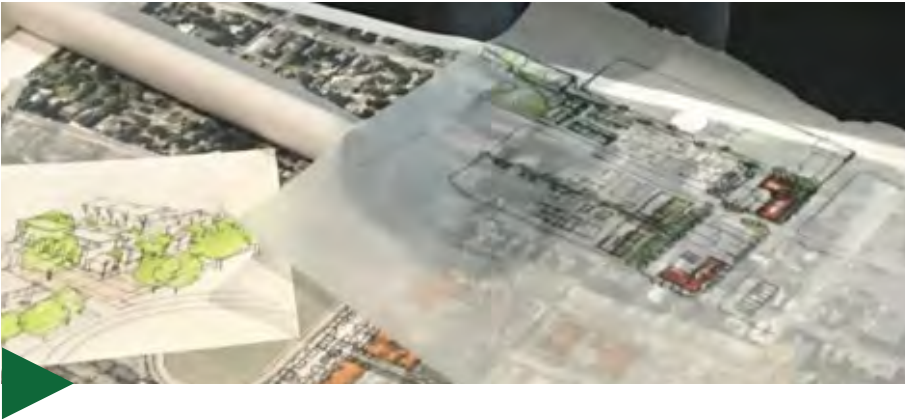
While people love Quadra Villages shops and services, many people in the northern and eastern parts of the neighbourhood find themselves a long walk from a village or centre, and would like to see smaller opportunities for local-serving shops, services, and places to meet neighbours. Merchants at Quadra and Tolmie felt that this area could better serve the neighbourhood with more local retail and a “sense of place” through street trees, seating and improved sidewalks that can come with new development.

What we learned

- Northeastern parts of Hillside-Quadra are a 15 to 20 minute walk or more from a large village that provides daily services.
- Quadra at Tolmie can support new businesses given the nearby population in Saanich and Victoria. Smaller “community corners” could be supported along Finlayson.

Where we're headed

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



9. Future Planning

What we heard

Residents may desire additional opportunities to work together to advance other community desires and initiatives, like the location of new community gardens, support for community programs and initiatives, or consideration of additional community services and facilities.

What we learned

- Subjects of community interest can be advanced by the community with City support through a Neighbourhood Action Guide Process and ongoing grants and programs.
- City-wide initiatives that work to advance equity, diversity, and inclusion, can engage the Hillside-Quadra community on their unique perspectives and circumstances.

Where we're headed

Visit engage.victoria.ca to sign-up for updates related to initiatives you care about. To learn more about Neighbourhood Action Guides, contact your Community Association or the City's Neighbourhoods Team.



Community Identity

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



Guiding Principles and Objectives

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

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

What people **love** about Hillside-Quadra today



↑ What people
hope to love about
Hillside-Quadra in the future



About the Hillside-Quadra Neighbourhood

Hillside-Quadra Today

Hillside-Quadra is a vibrant neighbourhood with working class roots. The community has a long and proud history of welcoming diverse people, including new Canadians, families, youth, low-income residents, and marginalized groups. As of 2016, 23% of Hillside-Quadra residents were members of what the Census of Canada categorizes as a visible minority ethno-cultural group (compared to 15% city-wide). The area's history of celebrating diversity is reflected in the active and beloved multi-cultural and local businesses found in Quadra Village.

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

Community Assets

Quadra Street and Douglas Street (a block west of the neighbourhood) connect the area by transit to the Downtown Core, Uptown (a growing neighbourhood in the

Map 1: Hillside-Quadra Boundaries



The neighbourhood is situated between several major roadways: Blanshard Street, Bay Street, Cook Street, and the city's northern border at Tolmie Avenue.

About Hillside-Quadra

District of Saanich with a planned regional transit hub) and the rest of the south island. The historic Rock Bay Creek flows through the neighbourhood, mostly in underground culverts. Two large parks - Topaz and Summit - provide larger areas of greenspace in the northern part of the neighbourhood and preserve important Gary Oak ecosystems.

Community Make-up

The neighbourhood is home to over 7,500 residents and over 3,600 households. It is a family-oriented area: of all Victoria neighbourhoods, it has the highest share of children aged 0-14 (making up about 14% of the neighbourhood's population). Hillside-Quadra and the neighbouring Oaklands area, have among the highest shares of households with children in the city, while Hillside-Quadra has the single highest share of single parent households. [2016 Census figures]

Most of the housing in the neighbourhood is either multi-family apartment buildings, especially near Quadra Village, or single detached houses (with and without suites). Apartment buildings are typically three to four storeys and include both rental and strata, mostly built between the 1960's

and 1990's. The tenure of households in the neighbourhood, 41% owner and 59% renter, is similar to that of the city as a whole (2016). There are relatively few registered or designated heritage buildings in Hillside-Quadra, though there are a number of older character homes. There are few formal house conversions identified by BC Assessment (which tends to capture both conforming and non-conforming conversions), although there may be some additional houses that function as multi-unit rentals.

The area has seen little growth in recent years. According to the City's building permit data, just 42 new housing units were built in the neighbourhood between 2012 and 2018. Development has increased of late, with 241 units approved between 2018 and 2020, 30% of which are dedicated affordable (non-market or below-market). Of the total recently approved homes, 20% are two-bedroom homes and 10% are three-bedroom or larger homes

See the Neighbourhood Snapshot on page 15 for more statistics.

Community-led Equity Study

As part of the process to develop this plan the

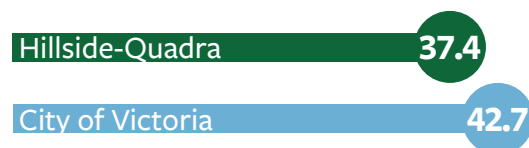
Downtown Blanshard Advisory Committee (the community association in Hillside-Quadra) commissioned an equity study using City grant funds for community-association-led planning. The intent was to encourage the integration of equity considerations into the planning process and outcomes. Key findings of the study have informed the policies of this plan, and in many cases relate to what was heard in public consultation and are reflected in other City plans and policies.

The study's findings show that Hillside-Quadra residents face many of the challenges facing the city and region, including how people of different incomes are impacted by the need for affordable housing and/or broader housing choices; the opportunity to enhance transit and reduce travel times (recognizing Hillside-Quadra is relatively well-served by Frequent Transit compared to much of the city); and the opportunity for enhanced walkability, accessibility, and universal and age-friendly design. The study noted to impacts of high-traffic corridors; a desire for green spaces and services in the economically diverse Quadra Village area, and limited economic diversity and walkable villages in the northern parts of the neighbourhood.

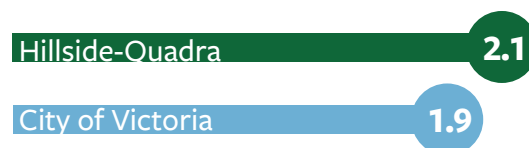
Neighbourhood Snapshot



Median Age



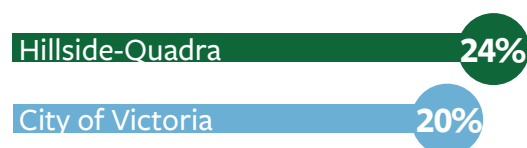
Average household size



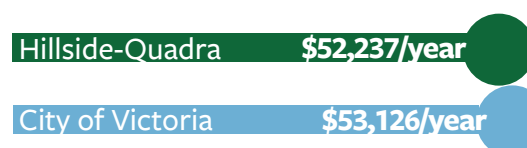
% Total of households that have children at home



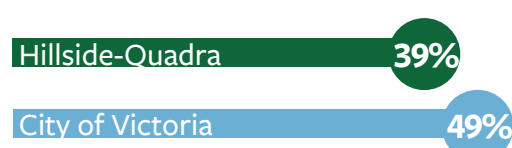
Low-income Households



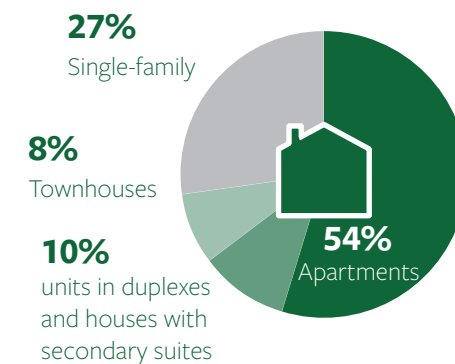
Median Household Income



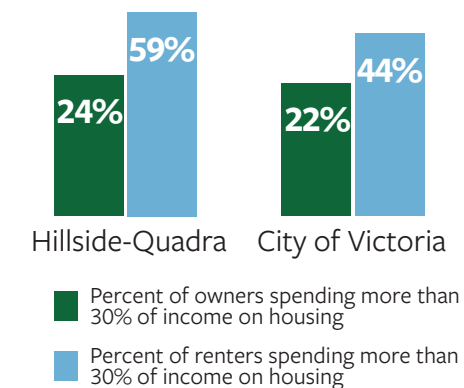
% Households that are one-person households



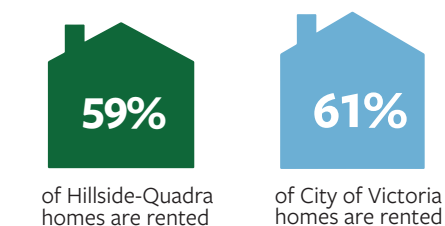
Housing Types



Housing Affordability



Rental Housing



About Hillside-Quadra

History and Heritage

Before the early 20th century, Hillside-Quadra was sparsely populated and largely agricultural in character, some of which can still be seen in its large intact green spaces, such as Topaz Park.

As Victoria began to suburbanize, the northern part of the neighbourhood became known as Smith Hill and the southern part as Rose Blanshard.

Gurdwara (The Khalsa Diwan Society) was first established in 1912, though Sikhs have been part of the community since the first immigrants from India came to Victoria in 1904. The current building of Gurdwara (the Sikh temple), located near Summit Park, dates from 1969, designed by architect H.S. Griffith in 1912.

Through the early and mid century, subdivision continued and a variety of single detached homes were added. The neighbourhood is home to a classic example of post-war subdivision design (north of Finlayson and west of Quadra).

In the later part of the 20th century, multi-

unit housing began finding a place in the neighbourhood, first in the form of low-rise, purpose built rental, and later with strata complexes.

See the Moments in History on pages 18-19 for more of Hillside-Quadra's history.

Hillside-Quadra Heritage Features Map

The Heritage Features Map (Map 2 on the following page) illustrates some key heritage features in the neighbourhood. The map recognizes registered and designated heritage properties in the neighbourhood in addition to a number of older character homes and heritage features.

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

However, it is important to note there are limits to what is shown on the map, or what is otherwise known, understood, and valued about the neighbourhood's history and identity. For example, heritage of Indigenous and immigrant communities is often not

evident in the built form - this may be referred to as intangible heritage.

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



About Hillside-Quadra

About this Map

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

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

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

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

Map 2: Hillside-Quadra Heritage Features



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

About Hillside-Quadra

Neighbourhood History

Right: Class photo taken at Hillside School c. 1913

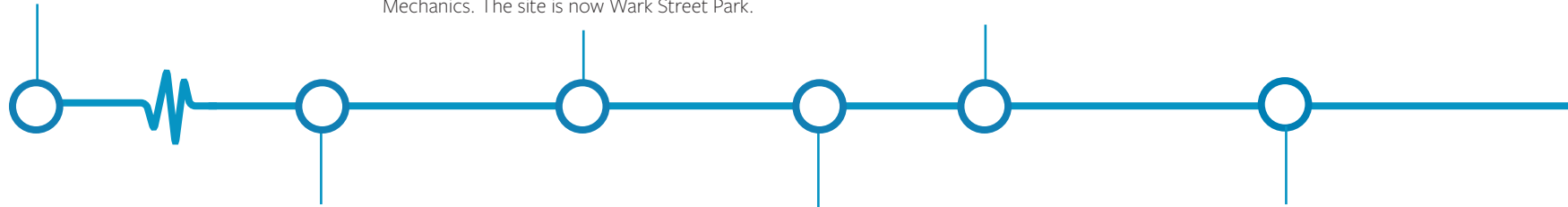


c. 1900: Hillside School, later Kings Road School, is built to ease overcrowding at North Ward School. In 1921 the school became a segregated school largely for Chinese children. By the 1940s it was the Dominion-Provincial School of Auto-Mechanics. The site is now Wark Street Park.



1909: The Khalsa Diwan Society purchases four lots at the corner of Topaz and Blackwood in order to build a Gurdwara. Civic officials attempt to block the building permit, resulting in legal action from the Sikh community. The community is successful and construction starts in 1912. The Gurdwara was largely rebuilt in 1969.

Lekwungen people live, hunt and harvest in the area, cultivating camas fields and Garry Oak meadows. The swampy lands near what is now Hillside and Quadra Streets provided fish and waterfowl.



1852: Hillside Farm is established by Hudson's Bay Company Chief Factor Hon. John Work (Wark). Subdivision of the farm into a residential neighbourhood would begin in 1885 with the 'Hillside Extension', the area bordered by Bay St, Douglas St, Hillside Ave and Quadra St.



1908: Smith Hill reservoir created on land once important for Camas cultivation. When Victoria secured the Sooke Lake Waterworks, Smith Hill reservoir became largely redundant. Summit Park was created in 1972, protecting Gary Oak meadows.



1927: The first zoning bylaw is implemented, shaping the growth and development of Hillside Quadra and the rest of the city. Single-family detached zoning made it more difficult to build alternatives to the detached house, which excluded many people from living in the most desirable neighbourhoods in the city. **Above:** Zoning Bylaw from 1963.

Neighbourhood History, continued

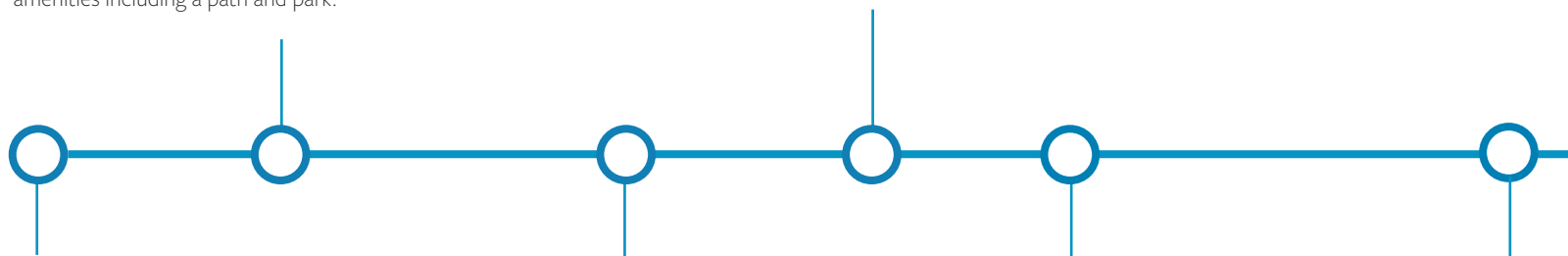


1946: Topaz Heights is developed for returning veterans and their families by Housing Enterprises Canada Ltd. This was the last portion of Hillside-Quadra to be developed, and features modern planning with curved streets and inter-street amenities including a path and park.



Left: McBride Street c. 1957 (now part of Blanshard), Bay to Queens.

1963: The Blanshard Street corridor is completed to speed traffic between the downtown and burgeoning suburbs, resulting in the loss of houses and buildings and the cutting off of the neighbourhood on the western side.



1929: Topaz Park opens. The northern portion of the current park was purchased in 1967 as an extension to the park. These lands were previously part of a large clay quarry and brickyard operated by Baker Brick and Tile into the early 1960's. **Above:** Baker Brick and Tile Co. circa 1962, City of Victoria Archives.



1961: The Urban Renewal Report recommends the clearing of the 'Hillside Extension'. Blanshard Court was built on the cleared land to create 120 units of community housing. North Ward School was demolished and Blanshard Elementary School, closed in 2003, was built.



1996: Quadra Village Community Centre opens, providing services to area residents.



2006: Fairway Market opens in Quadra Village at the former Brick site, breathing new life into the Village.

Future Land Use Summary

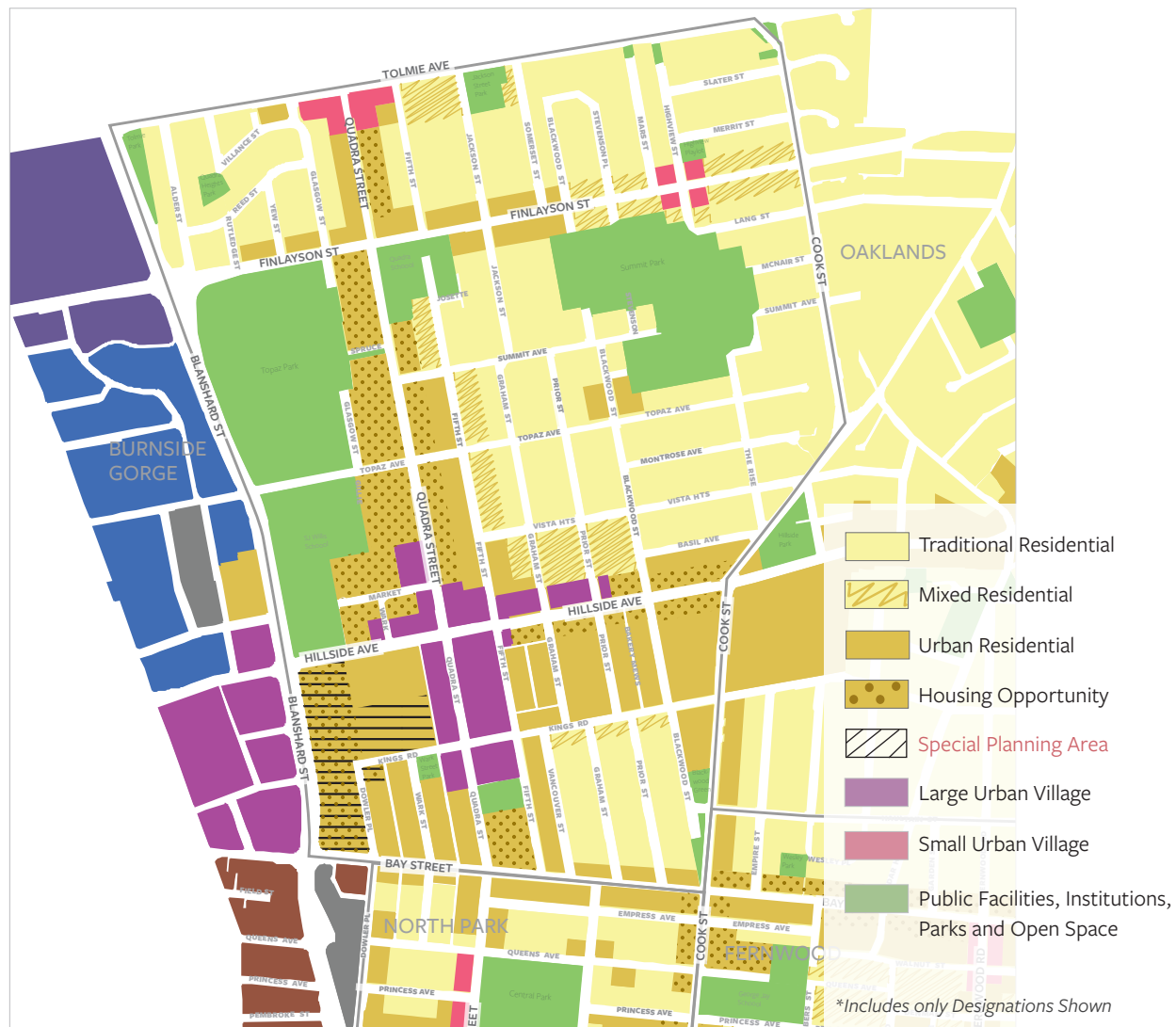
This section provides a summary of future land uses envisioned for the Hillside-Quadra Neighbourhood.

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

Relevant Policies and Bylaws

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

Map 2: Hillside-Quadra Land Use (for reference only, please see OCP)



Land Use Summary Table

Envisioned future land uses are illustrated as Urban Place Designations on Map 4 and are summarized here for convenience. Please see the Village and Housing Chapters for additional details.

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

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

| | Intent | Envisioned Scale and Form | Overarching Policy* |
|----------------------------------|---|--|--|
| Traditional Residential | To encourage a variety of housing options throughout the community and consider small scale commercial on a case-by-case basis in appropriate locations. | Primarily ground-oriented residential forms, including houseplexes and townhouses, consistent with City plans and policies. | Please see, as appropriate, policies and bylaws noted on page 21, plus: <ul style="list-style-type: none"> > Missing Middle Housing Policy (under development) > House Conversion Regulations > Secondary Suite Regulations > Garden Suite Regulations |
| Mixed Residential Housing | To encourage the transition of ground-oriented residential areas to a mix of ground-oriented and multi-unit housing that provide diverse living options at neighbourly scales, including through the retention of character homes through conversion. | A mix of ground-oriented and apartment residential forms at densities of approximately 1.6:1 FSR, consistent with City plans and policies. | Please see, as appropriate, policies and bylaws noted on page 21, plus: <ul style="list-style-type: none"> > House Conversion Regulations > Secondary Suite Regulations > Garden Suite Regulations |

Future Land Use - Land Use Summary Table

| | Intent | Envisioned Scale and Form | Overarching Policy* |
|------------------------------|--|---|---|
| Urban Residential | To encourage a variety of multi-family housing options in low- to mid-rise buildings. | A mix of low- to mid-rise apartment residential forms at densities of approximately 1.2:1 to 2.5:1 FSR, with densities at the highest end of this range considered where substantial public benefits or affordable housing are provided, consistent with City plans and policies. | Please see, as appropriate, policies and bylaws noted on page 21. |
| Housing Opportunity | To encourage a variety of multi-family housing options in low- to mid-rise buildings with additional density to support the provision of affordable housing and community amenity, where the site and context allow. | A mix of low- to mid-rise apartment residential forms at densities of approximately 1.2:1 to 2.5:1 FSR, with higher densities in this range considered where public benefits or affordable housing are provided, consistent with City plans and policies. | Please see, as appropriate, policies and bylaws noted on page 21. |
| Special Planning Area | To signify the need for additional, comprehensive site planning guided by principles in this plan. | An underlying Urban Place Designation may provide general guidance for the envisioned scale and character but does not constrain potential for other uses, densities, or built forms which should be established through additional planning and engagement. | Please see relevant sections of this plan (Housing, Quadra West). |
| Small Urban Village | To encourage a mix of commercial and community services primarily serving the surrounding residential area. | Low-rise apartment residential and mixed-use buildings at densities of approximately 1.5:1 to 2.0:1 FSR, with higher densities in this range considered where public benefits or affordable housing is provided. | Please see, as appropriate, policies and bylaws noted on page 21. |
| Large Urban Village | To encourage ground-level commercial, offices, community services, visitor accommodation, and multi-unit residential apartments. | Low- to mid-rise mixed-use buildings at densities of approximately 1.5:1 to 2.5:1 FSR, with higher densities in this range considered where public benefits or affordable housing are provided, consistent with City plans and policies. | Please see, as appropriate, policies and bylaws noted on page 21. |

Urban Villages and Quadra West

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

This plan seeks to maintain and strengthen Quadra Village as the community's heart and considers its unique relationship to Quadra West. It encourages small villages to evolve and serve the growing population.



Relevant Policies and Bylaws

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

- ▶ **Support the development and evolution of villages that enables all residents to have walkable access to shops and services.**
- ▶ **Support the vitality and resiliency of diverse local businesses.**
- ▶ **Enable diverse housing options for people of all household types, lifestyles, and incomes.**
- ▶ **Encourage design that reflects the identity of the community.**
- ▶ **Encourage and support the creation and enhancement of vibrant and inclusive public gathering spaces.**
- ▶ **Ensure that major sites, like those in Quadra West, redevelop in a manner that meets current and future local needs.**

Urban Villages

1. Quadra Village

About Quadra Village

Quadra Village is the heart of the Hillside-Quadra neighbourhood. Commercial activity near the intersection of Hillside and Quadra has been steady since the later half of the 20th Century, likely stirred by a flush of purpose-built rental apartment developments in the 1960s. Today, residents appreciate the variety of shops and services available throughout the Village which now spans along Quadra Street from north of Hillside Avenue to the south past Kings Street and spills both east and west along Hillside.

Quadra Village is identified as a Large Urban Village in Victoria's *Official Community Plan*. The area has many of the features that characterize a Large Urban Village, including:

- Ground-oriented commercial and community service buildings that line the west side of Quadra Street, primarily made up of local businesses occupying older commercial or mixed-use buildings with smaller footprints. Services include restaurants, cafés, convenience stores,



Urban Villages | Quadra Village

and health care, personal and professional services.

- A large format grocery store, liquor store, post office, pharmacy, and medical building occupy the large parcel on the east side of Quadra Street.
- Design guidelines from the 1990s have helped to contribute to a more pedestrian-friendly environment despite busy traffic on the major cross streets.
- Cohesive design features such as outdoor furnishings, public art features and flags marking the entrance to the Village have improved the public realm.
- On-street, short-term parking is available on Quadra Street during off-peak hours, as well as on some surrounding streets.

However, some important features of a Large Urban Village are not yet present, including a full range of services (childcare is currently available only at the Quadra Village Community Centre) and a central public gathering space. Some key concepts in the existing neighbourhood plan and design

guidelines have yet to be realized (e.g. a public plaza; a sense of place along Hillside Avenue; mid-block connections).

Community Assets

There are several major community assets in and near the Village that strengthen social and physical connections in the neighbourhood and enliven the area. The Quadra Village Community Centre (QVCC) is located a block west of Quadra Street on Kings Road and provides year-round programming, primarily for youth, seniors, and families. Near the QVCC is Wark Street Park, a popular park, playlot and community garden, and the former Blanshard Elementary School site at 950 Kings, which provides an informal greenspace and a community gym that is programmed by the QVCC.

A grocery store, pharmacy and clinic, and liquor store are the main commercial and service anchors of activity along Quadra and Hillside. Smaller retail businesses, consignment stores, diverse restaurants, coffee shops, and a pub, all draw customers



Map 3: Quadra Village and Sub-Areas

This plan considers the unique nature of Quadra Village sub areas. Policies and directions are provided for each: Hillside Avenue (A), Quadra Village East (B), Quadra Village West (C), and Quadra West (D).

Urban Villages | Quadra Village

from across the city and region as well. On the north end of Quadra Street is The Roxy Theatre, operated by the Blue Bridge Theatre Company, featuring live music, theatre and film screenings. Dance Victoria and the Victoria Ballet Company are key cultural anchors on the north end of Quadra, while the old Warehouse School (formerly home to Vancouver Island School of Art) anchors the south end.

Both Hillside and Quadra are important bus routes, providing Frequent Transit connections to Downtown jobs and services as well as the University of Victoria. On a typical weekday prior to the COVID-19 pandemic, 3,000 people started or ended transit trips in Quadra Village. The Kings-Haultain connector (east-west) and Vancouver Street (north-south) will provide safe cycling opportunities to and through Quadra Village and the surrounding neighbourhood in the near-term

as part of the priority All Ages and Abilities network.

Shared mobility is also gaining momentum in this neighbourhood with the addition of designated car share stalls. The neighbourhood's travel mode share, however, reveals there is still notable car dependency (as of 2016, vehicle-based trips by residents for commuting are 54%, slightly higher than the city-wide average of 44%).



Quadra Village and Quadra West Directions

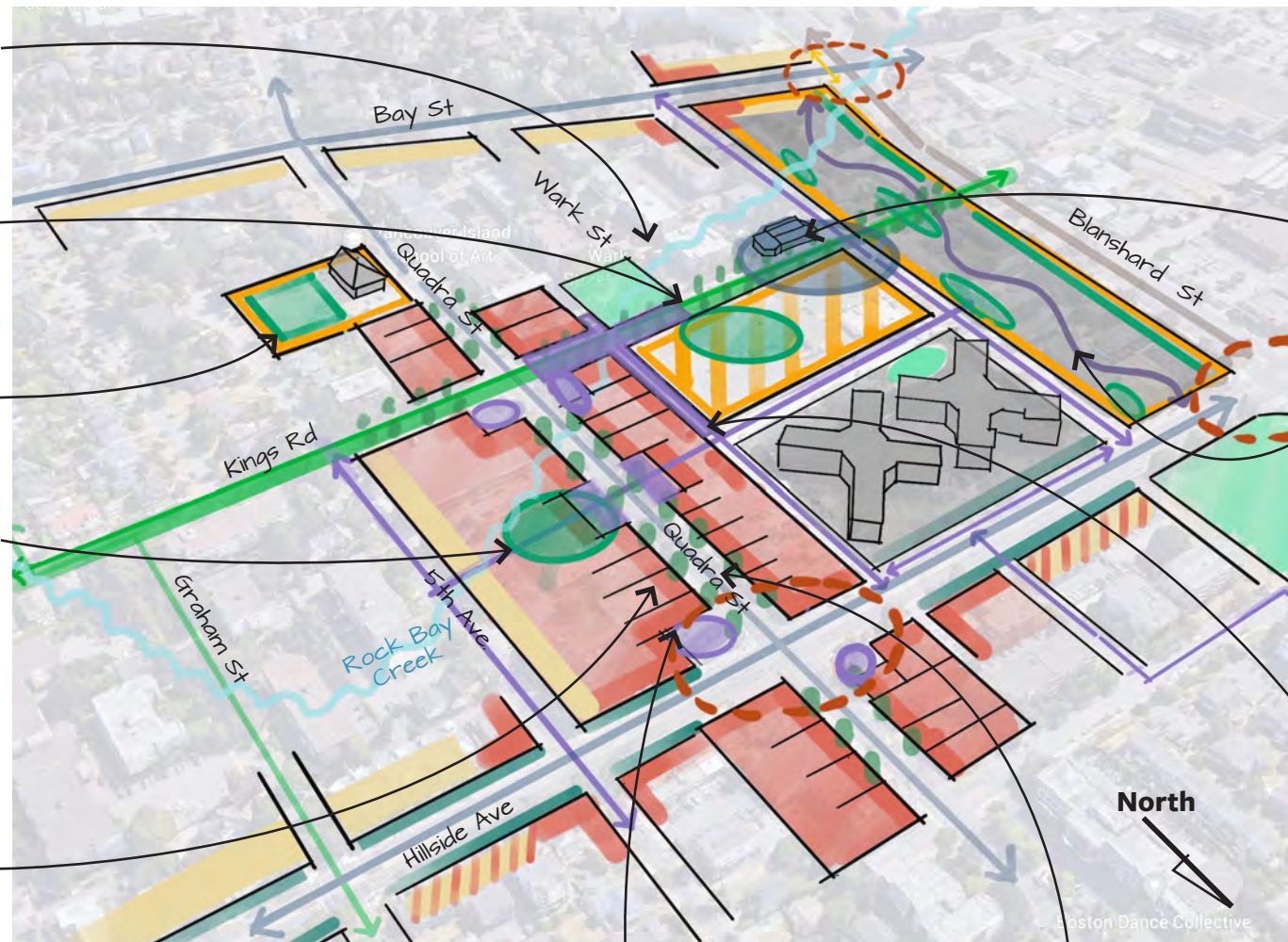
Seek to daylight or celebrate the covered Rock Bay Creek on public or private lands.

Create an integrated series of green spaces near Kings Road.

Seek to retain green space for community use at the Warehouse School.

Maintain a mix of shops and services, including a full-sized grocery. Consider added housing and public space, with any taller buildings located to the centre of the block.

Seek to renew the performing arts venue at the Roxy Theatre.



Consider a “community hub” with more community services complementing the current community centre.

Consider future renewal of Evergreen Terrace that adds affordable and mixed-income housing in a mix of building types, green spaces and amenities, and sustainable transportation options.

Support the evolution of the lane into a pedestrian-friendly “Quadra Mews”.

Re-imagine Hillside Ave. as a more comfortable space for pedestrians, drawing people east and north from the village.

With new development, create a public plaza at Hillside and Quadra for pedestrians, patrons and bus riders.

In any new development, create human-scaled buildings with wider sidewalks, healthy street trees, small storefronts, and patio seating. Step upper floors back.

Intent and Objectives

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

Incremental Change

Create opportunities for smaller footprint buildings rather than assemblages of existing smaller lots, in order to retain the local-serving nature of the Village reflected in its practical and inclusive commercial uses, public art and placemaking features, and mix of older and new buildings with diverse designs.

Business Diversity

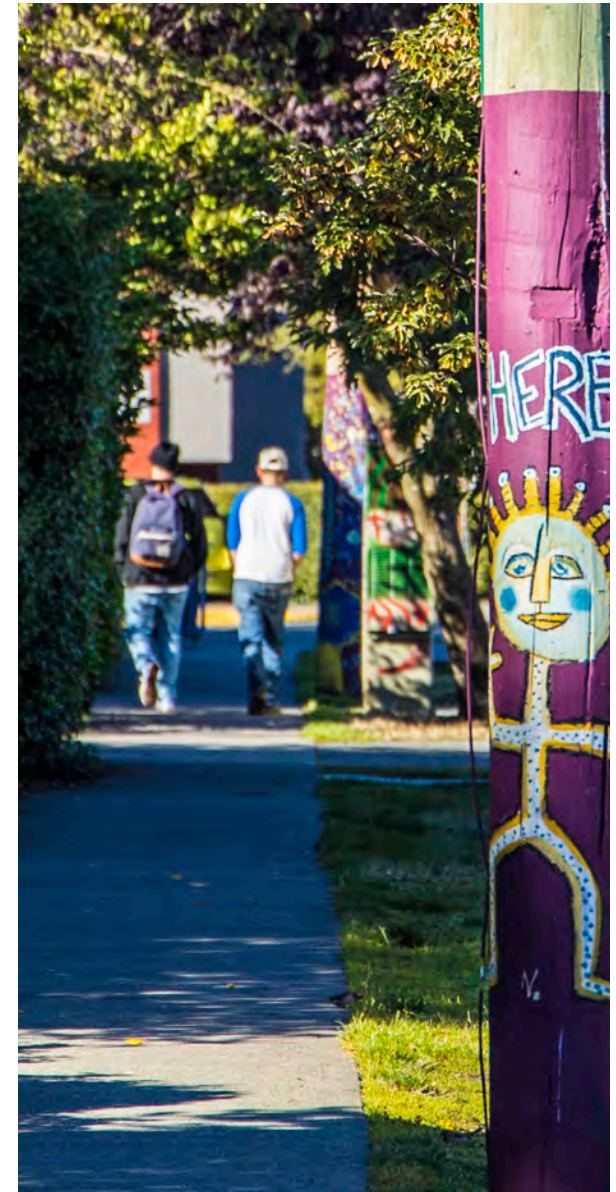
Support and strengthen key shops and community services, and a diversity of local eateries, through improved public realm and use of placemaking programs and the maintenance of a variety of smaller-size storefronts.

Arts and Culture

Support the retention and attraction of arts and culture spaces for performance, production, learning and sale, and affordable living opportunities as an important aspect of the community, consistent with City strategies.

Quality Urban Design

Seek a high-quality design in new buildings and public spaces, guided by the Principles for Urban Design, Quadra Village (see Design and Built Form and Public Space and Placemaking sections).



Urban Villages | Quadra Village - Intent and Objectives

Connected Public Realm

Create a high-quality pedestrian realm through a series of interconnected, accessible open spaces and pedestrian pass-throughs, an improved “Quadra Mews”, enhanced sidewalks on Quadra Street and Hillside Avenue, and enhanced crossings in and near the village, through public and private investments and new development.

Placemaking and Public Space

In the short-term, seek to provide a dedicated public gathering space in or near the village through community-led and City-supported Placemaking initiatives, with a focus on the Kings Road area west of Quadra Street. In the short term, seek to provide a gathering space through placemaking and shared use of Kings Road west.

Housing Choice

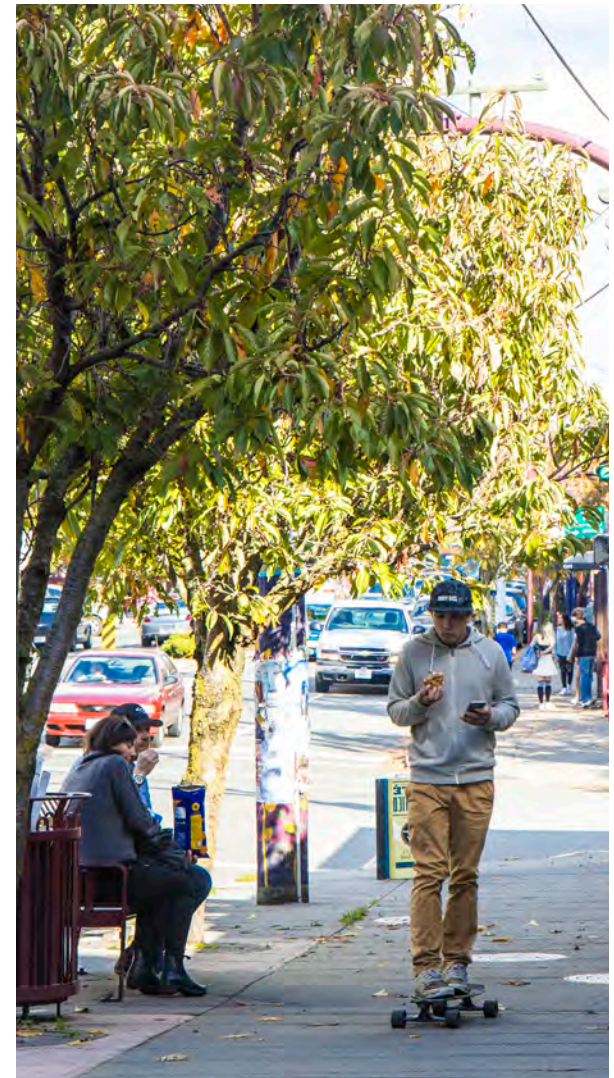
Create opportunities to add a mix of housing in and near the village that supports people of different incomes, lifestyles, and household types.

Sustainable Mobility

Support growth and change that encourages walking, cycling and transit, and shared mobility options (e.g., car share, bike share). Ensure access for deliveries, commercial needs, and those with mobility challenges.

Incorporating Nature

Consider opportunities to bring experience of nature into the area, including healthy street trees, public and private landscapes, and opportunities to daylight or celebrate Rock Bay Creek (which once flowed through the area and has been redirected to a series of storm sewers).



Policies

Quadra Village is designated as a Large Urban Village. This plan seeks to preserve the local-serving business in the village while supporting redevelopment that can contribute to the vibrancy of the community.

General Land Use - Quadra Village

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

1.2 Redevelopment with Public Benefit: Consider increased density, as described in the OCP, where public benefit is provided consistent with the objectives of this plan and City policies.

1.2.1 When considering development that can provide public benefit, generally encourage heights of 4 to 5 storeys at densities consistent with the OCP, particularly on the west side of the village, to support a scale that is sympathetic to the existing context and identity of the area (see Policy 1.23 and 1.24).

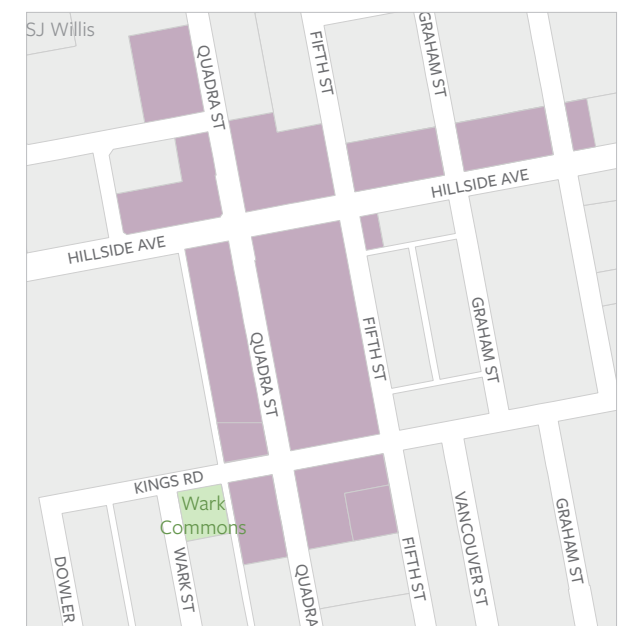
1.2.2 Heights and densities above those outlined in the OCP, particularly on the east side of the village, may be considered where significant amenity is provided as described in this plan (see Policy 1.4, 1.21, and 1.22).

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

1.4 Desired Village Amenities: Where public benefit in the form of community amenity can be provided, the desired amenities include:

- A cultural space (e.g., a mid-sized performance venue) as part of redevelopment plans in this area, in partnership with an arts organization.

Map 4: Quadra Village



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

Urban Villages | Quadra Village - Policies

- Spaces for arts production, display, or education.
- Public spaces as generally described in this plan.
- Space for services such as community centre facilities, childcare, health services, or other community-serving purposes.
- Space for a library branch.
- Retention of community-service spaces at the Norway House.
- Non-market and affordable housing.

1.5 Encourage Housing Diversity in the Village: Integrate housing for a variety of households and incomes into mixed-use developments, including rental-tenure housing and non-market or affordable housing.

1.6 Encourage Small Storefronts and Frequent Entries: Maintain a walkable village feel by encouraging most new developments to have smaller footprints (15.2-30.5 metres frontages with no more than 8-10 metres between entries), including by reducing, eliminating, or minimizing vehicle parking requirements for such forms (see Mobility section for more details).

Business Diversity

1.7 Encourage Local Business Growth:

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

Public Space and Mobility

1.8 Seek a Central Plaza: Seek opportunities to create a central gathering place in the village (see directions for the east side of the village).

1.9 Improve Connections: Seek an enhanced mid-block crossing along Quadra Street to connect the east side of the village to the west, and through to the amenities in Quadra West.

1.10 Support the Quadra Mews: Seek public right-of-way to support the evolution of the lane to the west of the village into a pedestrian-friendly “Quadra Mews” as described in the previous section.



1.11 Seek Space for Pedestrians: Secure public rights-of-way through development to facilitate wider sidewalks, boulevards and street trees throughout the village, with a focus on Quadra Street and Hillside Avenue. Where feasible and consistent with City policies, encourage undergrounding of utilities for an improved public realm.

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

Arts, Culture and Community Uses

1.13 Support the Village's Cultural Assets: Support initiatives and development that retain or enhance the area's cultural assets like the Roxy Theatre and nearby dance studios, consistent with *Create Victoria*, the Arts and Culture Master Plan and needs identified in the upcoming *Cultural Spaces Road Map*.

1.14 Encourage Diverse Public Art: Encourage public art programs through community action and existing grant programs, to create events, murals, art installations, and other artistic and cultural expressions identified by the community, that contribute to the features of the Quadra Cultural Corridor and empower, and reflect Indigenous and multi-cultural people and perspectives.

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

- Provide opportunities for local artists and entrepreneurs, including through temporary or seasonal markets, or more permanent fixtures like kiosks and food trucks.
- Provide gathering places in and near the village, with a focus on Kings Road (See Public Space and Placemaking and Mobility sections)



Arts and Culture in Hillside-Quadra

Quadra Village is a key node on the Quadra Cultural Corridor (see the North Park Plan for more) with several cultural assets and opportunity for art. *Create Victoria* is the City's Arts and Culture Master Plan which sets out to nurture conditions for creativity to flourish throughout the city. It is supported by specific arts strategies, grant programs and the Cultural Policy Framework.

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

Hillside Avenue

1.16 New Activity on Hillside: Encourage an improved sense of place along Hillside Avenue near Quadra Street through thoughtful design of new buildings, public spaces, and landscaping that draws pedestrians to Hillside Avenue and up Quadra Street north of Hillside Avenue.

1.17 Retain and Enhance Pedestrian Connectivity: Seek permeability of larger sites with pedestrian connections between streets and to adjacent larger developments.

1.18 Encourage Diverse, Active, Complementary Uses: Consider a range of ground floor uses including commercial spaces, maker spaces for artisan and small-scale production, and flexible or live-work uses.

1.19 Norway House: Seek to retain community-serving space at the Norway House (1110 Hillside Avenue).

1.20 Pedestrian Comfort: Identify opportunities to improve the pedestrian environment along Hillside Avenue and balance concerns of pedestrians, transit users, business access, and automobiles (see Design and Built Form and Mobility sections).



1.21 Redevelopment at the Intersection:

Recognizing the desire to support quality public realm at the prominent intersection of Hillside Avenue and Quadra Street and preserve the cultural asset at the Roxy Theatre site, consider larger redevelopments of generally 6 storeys where public benefit is provided, and encourage the following features:

1.21.1 Seek to create smaller plaza spaces near the intersection, providing space for pedestrians and transit users along with public seating, and gathering for patrons of arts and culture venues.

1.21.2 Encourage the provision of a medium-sized cultural venue consistent with direction in *Create Victoria*, the Arts and Culture Master Plan, the *Music Strategy*, and upcoming *Cultural Spaces Strategy*, as a public amenity in partnership with an arts organization and as part of redevelopment involving the Roxy Theatre site.



Conceptual view of the Hillside-Quadra intersection with a redeveloped southeast corner, a renewed Roxy Theatre, plaza space and pedestrian improvements, including street trees and bus shelters.

East Side of the Village

1.22 Creating a Central Plaza and Integrated Redevelopment: Recognizing the opportunity in size and location of the large sites on the east side of Quadra Street, consider the following in any redevelopment:

1.22.1 Seek to create a central gathering space (public plaza) that incorporates seating, activity, landscaping, and trees, and is fronted by businesses and other active uses; consider sunlight access and comfort within the gathering space.

1.22.2 Provide flexibility in building height and density to achieve amenity objectives and include diverse housing choices (e.g., inclusion of rental housing and/or affordable housing consistent with City policies) while creating human-scaled frontages along public streets through setbacks and stepbacks of upper floors.

1.22.3 Create permeability through the site with east-west pedestrian connections and connections to adjacent development to the north (as described along Hillside Avenue).

1.22.4 Seek to maintain a mix of business sizes and spaces that support a full-service grocery store, one or more mid-sized uses (e.g., drugstore/pharmacy, medical office, hardware store), small-scale businesses, and services (e.g. medical offices, education, childcare), and arts.

1.22.5 Consider opportunities to daylight or celebrate Rock Bay Creek with any major public or private redevelopment adjacent to Kings Road.



Conceptual view of the east side of Quadra Village illustrating an enhanced mid-block crossing, and a central plaza that could be achieved through redevelopment.

West Side of the Village

1.23 Reinforce the Diversity of Local Businesses:

Businesses: Recognizing the highly valued, small and eclectic storefronts and fine-grained fabric of the west side of the village, encourage redevelopment to reflect and complement the existing urban form and pattern.

1.24 Adding Mid-block Connections: Seek to establish a series of mid-block connections, crossings and public open spaces as identified in the Quadra Village Key Directions diagram.

West Side of the Village and a new Quadra Mews

1.25 Envision a Quadra Mews: Envision the lane directly west of Quadra Street and north of Kings Road as a multi-use, pedestrian-friendly “Quadra Mews” that supports enhanced landscapes, private patios, and storefronts. The properties on the west side of Quadra Street (backing onto the Mews) are envisioned to host eclectic, active, ‘back-of-house is front-of-house’ uses that can evolve over time.



Conceptual view of the west side of Quadra Village illustrating an enhanced mid-block crossing connected to an active and engaging pedestrian pass-through connected to the envisioned Quadra Mews.

1.26 Encourage Uses on the West Side of Quadra Street to Support the Mews:

Encourage properties that back onto the Mews to establish active uses at grade fronting the lane (e.g., commercial, artisan or production spaces, or patios secondary to the Quadra Street frontage), including through any redevelopment.

1.27 Seek Right-of-Way to Support the Village and the Mews:

Right-of-way and frontage work requests in redevelopment adjacent to the lane should balance the diverse objectives of this sub-area. For instance, on the east side of the lane, at 950 Kings Road, setbacks or additional right-of-way requests should be minimal to allow for future buildings or patios to interface with the lane.

1.28 Consider the Interaction Between

950 Kings and the Mews: Future evolution of 950 Kings provides the opportunity for comprehensive improvements on the west side of the envisioned Quadra Mews. Elements that should be considered along this part of the lane include:

- A continuous pedestrian sidewalk along the west side of the lane.
- Street trees, preferred on the west side of the lane to provide shade and canopy.

- Boulevards/rain gardens to mitigate drainage issues.
- On-street parking (short-term parking).
- Public seating areas.
- Space for auto and bicycle circulation and access to individual sites, emphasizing slow movement.

1.29 Consider the Interaction Between Public Space and the Mews: With any future development at 950 Kings, seek to arrange

the site so that publicly useable open spaces and/or buildings with active ground floors and pedestrian-scale architecture are located adjacent to the envisioned Quadra Mews (see Quadra West section).

1.30 Enliven and Activate the Mews in the Short-term: Including through public realm improvements and seating areas or temporary uses on existing private lands (see Placemaking section).



Concept of the Quadra Mews west of the west side of Quadra Village, illustrating diverse activities that support local businesses and activate the lane as a key connector between the Village and Quadra West.



2. Quadra West

Intent and Objectives

A Cohesive Community

Treat the identified Quadra West (illustrated in the figure to the right) as a cohesive community in all proposed redevelopments and planned investments, considering aspirations for the entire area and implications for potential future redevelopments or capital investments.

Public Space and Mobility

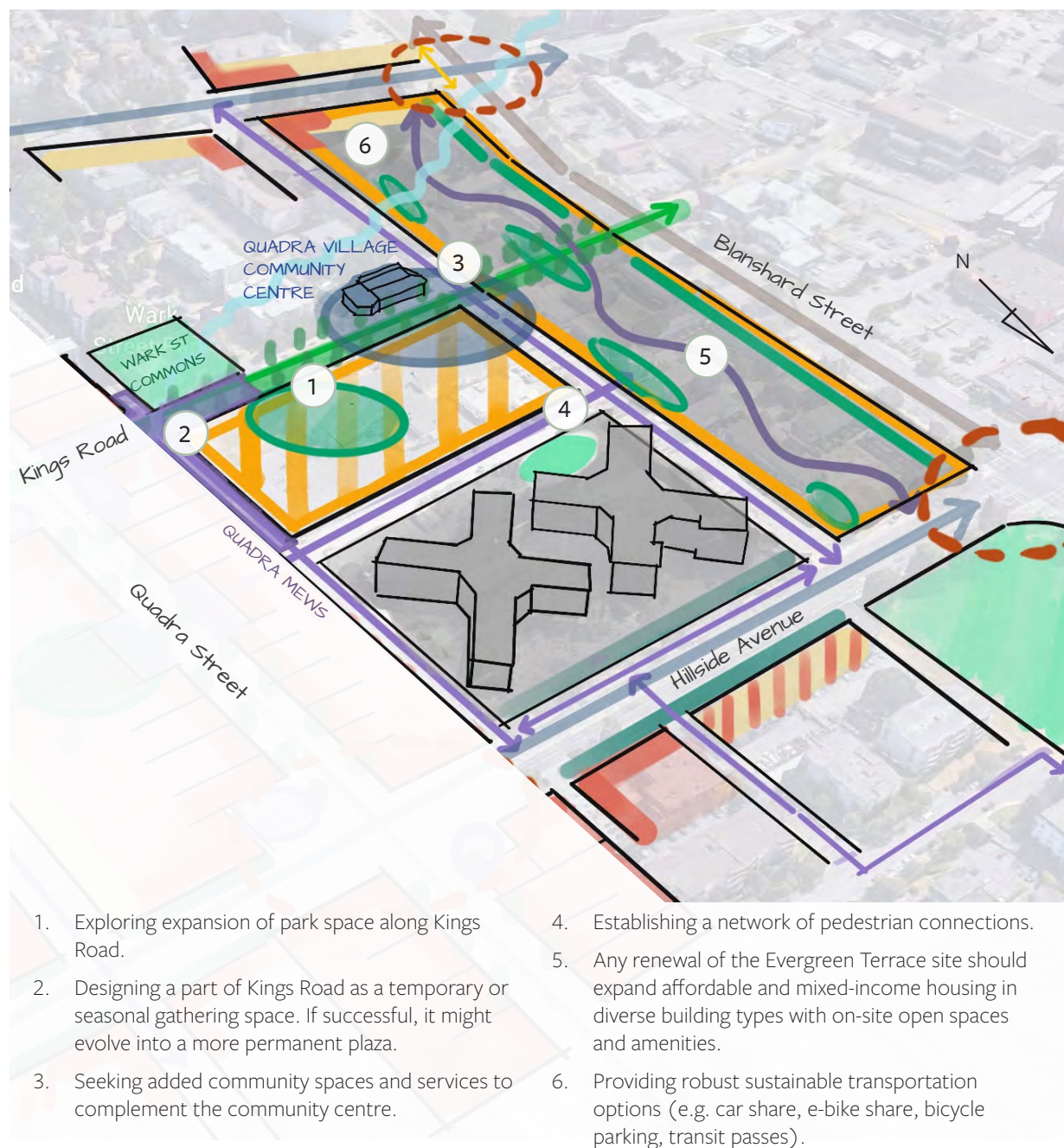
Identify ways to create lively community gathering places while optimizing routes for pedestrians, cyclists, and vehicles.

Welcoming and Inclusive Community

Support a diversity of housing (affordable and market-rate), with community services and welcoming and inclusive public open spaces for residents to gather and recreate.

A Sustainable Community

Support diverse mobility options exemplifying best practices for a more sustainable future.



Policies

Kings Road

2.1 Envision an Inclusive Public Space: Seek to create an inclusive public space along Kings Road that supports local business, considers mobility needs, and meets the needs of the community for everyday uses, and smaller and larger events and community celebrations (see Placemaking section).

2.2 Integrate Public Space and Mobility: After the establishment of an All Ages and Abilities (AAA) mobility route in 2021, seek to establish improved public space through community- and city-led placemaking initiatives (see Placemaking section).

2.3 Prioritize Accessibility and Inclusion: Through the programming of this space, welcome people with diverse needs and interests, including families with children, youth, seniors, and those with different abilities.

2.4 Incorporate Mobility Facilities: Support cycling and rolling access to the village with end-of-trip facilities (e.g., quality covered bicycle parking, maintenance station, public seating).

2.5 Support the Potential for Road Closures: Consider, plan, and design infrastructure for temporary or partial closures on Kings Road for festivals and markets, including opportunities for live music and a farmers' market.

2.6 Ensure Continued Access: Maintain access for businesses and residents, including to the lane directly west of and parallel to Quadra Street (i.e. the envisioned Quadra Mews).

2.7 Seek Right-of-Way to Support Kings Road and Related Uses: Seek public space and appropriate frontage works that complement Kings Road through any rezoning of 950 Kings.

2.8 Formalize a Space in the Long-term: Envision a more permanent space that complements the village, the AAA mobility route, and adjacent green spaces. Build on 'what works' in interim placemaking projects with future capital investments by the community, public, or private sectors.



950 Kings (former Blanshard Elementary School site)

2.9 Special Planning Area: 950 Kings is designated as a Special Planning Area. Please see the Housing section for more information.

2.10 Principles for 950 Kings

Redevelopment: The following principles should guide consideration of any redevelopment at 950 Kings:

- Seek the creation or dedication of public green space as a public amenity through redevelopment or partnership opportunities. Open space should be guided by the following considerations:
 - » Front onto Kings Road for visibility and public access.
 - » Seek to provide landscaped public open space area at least equivalent to the current landscaped open space on the southern part of the 950 Kings site.
 - » Provide a green, landscaped amenity with canopy tree plantings.
 - » Establish visual connectivity between the new open space, the Summit Health Facility, Kings Road and Wark Street Park, and function as part of a whole when public celebrations or festivals occur.
- » Be programmed for everyday uses that complement Wark Street Park, considering ideas suggested by the community (e.g., picnic seating, activities for teens and youth such as climbing, and skating, space for informal sports or pop-up music, and outdoor movie nights).
- » Establish connectivity for pedestrians coming from the Summit Health facility.
- While the concepts focus on maintaining green space adjacent to Kings Road, consider at least one active use that creates “eyes on the street” for the Kings Road area.



Urban Villages | Quadra West - Policies (950 Kings Principles)

- At 950 Kings and/or Evergreen Terrace, through community amenity contributions and/or partnerships, seek a dedicated community space that complements the uses at the Quadra Village Community Centre to provide a full range of programming for the community, considering desired activities such as gym space, family meals and food programs, youth spaces, and childcare.
- Encourage the inclusion of uses that provide services to the community such as medical offices, childcare, arts, or other community-serving uses.
- Establish strong pedestrian connections, including an E-W landscaped pathway along the boundary of 950 Kings and the Summit Health care facility.
- Consider the location of community services (e.g. health care, child care) along with residential uses on the 950 Kings site. Consider small commercial spaces on the ground floor fronting Kings Road or the Quadra Mews laneway.



Evergreen Terrace
(formerly known as Blanshard Courts)

2.11 Special Planning Area: Evergreen Terrace is designated as a Special Planning Area. Please see the Housing section for more information.

2.12 Evergreen Terrace Comprehensive

Redevelopment: Given the size and significance of the Evergreen Terrace site, and the likelihood of a phased redevelopment, a Master Development Agreement (MDA) between the City and the property owner should address community and citywide objectives, including but not limited to:

- Unique site and contextual conditions, and other design considerations
- Urban design and open space framework
- Housing mix (type, size, and tenure)

- Energy performance
- Green infrastructure
- Urban forest and local ecological context (e.g., Rock Bay Creek)
- Transportation Demand Management (TDM) measures
- Active transportation infrastructure
- Amenity provisions
- Densities, heights, and built forms
- Tenant relocation
- Development phasing, if required



2.13 Intent and Principles for Evergreen Terrace

Terrace: The following principles should guide the creation of the MDA and redevelopment at this site:

Intent and First Principles

While the Evergreen Terrace site is designated Housing Opportunity (envisioning residential densities of approximately 2.5:1 FSR and heights of generally 4-6 storeys), the Special Planning Overlay in this plan signifies that the ultimate uses, heights, and densities on the site should be informed by a comprehensive planning process as well as the principles noted here. The Special Planning Overlay further acknowledges that greater heights and densities may be required to meet these principles, specifically affordability of net-new units on-site and expanded community spaces to address current and future demand as the area redevelops.

The site is substantial in size and significant to the Hillside-Quadra community. Plans should consider, as a first principle, a variety of ways to knit any new development together with the broader community, including through thoughtful site layout and

design, physical connections, housing for a range of incomes, ages, and lifestyles, and the provision of commercial or community serving uses that would draw residents from throughout the area.

Given the potential impact of redevelopment, engagement should include involvement with the broader community, including meaningful engagement with Indigenous community members.

Housing Principles

Recognizing that the site currently provides valuable, affordable housing to over 160 households, the opportunity of the site to achieve housing objectives, and the anticipated impact of redevelopment on community service needs, consider the following housing principles:

- » Seek to provide opportunities for residents to be re-housed, on-site if they desire, with minimal disruption.



Urban Villages | Quadra West - Policies (Evergreen Terrace Principles)

- » Seek to, at a minimum, retain the current floor space and number of non-market housing units, without diminishing the ability to serve very low to moderate income households.
- » Seek to deliver a minimum of 400-500 net new non-market housing units. Within those net new units, provide diverse affordability for people with very low, low, and median incomes in accordance with the *Victoria Housing Strategy*.
- » Consider opportunities for market rental housing to fund amenity contributions toward identified community space needs for the area (e.g., an expanded Quadra Village Community Centre), and to contribute to the creation of a diverse community (see also principles under Co-location and Partnership below).
- » Seek a thoughtful and equitable spatial distribution of non-market, below-market, and market units in different buildings and locations on the site to avoid segregation of households by income and location.
- » Seek to create a mix of housing units that

can accommodate household types that are currently under-served by the market, such as family-friendly units with 2 and 3 bedrooms (and as further described in policy 6.7), accessible units, and units with lock-off suites or other features that can serve a range of household sizes, needs, and lifestyles.

- » When considering operational models for new buildings on the site, explore opportunities to incorporate co-operative housing, coordinating with other agencies and organizations as appropriate.

Residential and Community Use Principles

- » Seek to create a mix of housing and community spaces that support multi-generational use.
- » Consider the needs of urban Indigenous and newcomer households when planning for housing forms and amenities (e.g., multi-generational living opportunities; family-oriented housing and spaces, and culturally supportive services, uses, and amenities).

Indoor and Outdoor Amenity Spaces

- » Consider incorporating indoor and outdoor amenities that foster a sense of agency and stewardship among residents.
- » Consider incorporating indoor and outdoor spaces and amenities that meet a variety of needs, including opportunities for hobbies, play, social connection, creativity, and social enterprise as well as community and support services (e.g., childcare, community kitchen).



Urban Villages | Quadra West - Policies (Evergreen Terrace Principles)

- » Consider incorporating amenities that support food security, such as meal sharing and community gardening, recognizing the social, health, and environmental benefits of these activities.
- » Explore opportunities to integrate existing or planned green space at 950 Kings Road into public and open space plans for Evergreen Terrace.

Co-location and Partnership Principles

- » Consider partnerships with the City of Victoria to co-locate housing and community serving uses, including a potential coordinated redevelopment and expansion of the existing Quadra Village Community Centre at 901 Kings.
- » Consider opportunities to incorporate other commercial and community uses on the site that may provide expanded services and amenities, complement the assets at Humber Green and Quadra Villages, and knit the site together with the broader community.
- » Incorporate a small, ground-floor active or commercial use at the northwest corner of Bay Street and Dowler Street

to help create a sense of place at the Bay-Dowler intersection, and to complement existing and future small-scale commercial uses at adjacent corners (see Small Villages and Community Corners section of this plan).

Built Form and Urban Design Principles

Site-specific design guidelines (in addition to the City's existing development permit area guidelines for form and character) may be created together with the City, to guide redevelopment and should consider the following principles:

- » Incorporate diverse housing types and building forms with direct access to the ground for first-floor homes (front doors).
- » Orient buildings, windows, balconies, and entries to promote a sense of safety on public and private streets, walkways, and open spaces through natural surveillance.
- » Seek a site layout and building orientations that provide high-quality circulation with easy and direct access to services, amenities, and sustainable transportation options, and considers

shadowing and other livability impacts on adjacent properties, including residents at the adjacent Summit long-term care facility.

- » Seek a site layout that buffers living and community gathering spaces from heavily trafficked roads (Blanshard Street and Hillside Avenue), including through strategic location of commercial or community uses or landscape elements.
- » While maintaining appropriate buffers from heavy traffic and noise, particularly for residences and public spaces, ensure the site's edges and access points are designed in manner that are generally welcoming to the surrounding community.
- » Locate commercial and community uses near edges or access points in a manner that seamlessly integrates the site with the surrounding community, specifically considering the relationship with the All Ages and Abilities Cycling facility along Kings Road.
- » Locate, orient, and design taller buildings on the site in a manner that maintains access to sunlight and sky views from

Urban Villages | Quadra West - Policies (Evergreen Terrace Principles)

open spaces, achieves livability and privacy for individual residential units, and contributes to the visual interest of the site.

- » Incorporate landscape, open space, and trees (see also Natural Features and Amenity related principles).

Access and Mobility Principles

- » Consider ways to provide connectivity, permeability, and shared public spaces between and within Evergreen Terrace, 950 Kings Road, the Quadra Village Community Centre, and The Summit Hospital Building, including a north-south walking and cycling route (“Dowler-Glasgow Greenway”).
- » Integrate the Kings Road and Blanshard Street All Ages and Abilities cycling route into plans for the site, considering opportunities to connect future public spaces, community services, and amenities to the route.
- » Consider opportunities at the Hill Street intersection to provide additional connections from the site to Humber Green Village.
- » Consider additional opportunities to

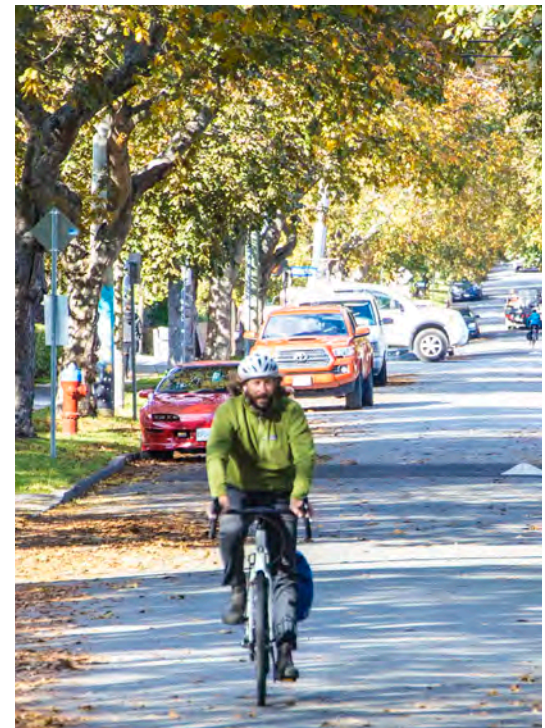
improve the pedestrian experience through generous unobstructed sidewalks separated from the roadway by street trees and improved accessibility through and along the site, including Blanshard Street and Hillside Avenue frontages.

- » Consider transportation demand management measures that make the site a model for supporting residents to live comfortably without owning a car, including car share, enhanced bike parking and maintenance facilities, bike share, access to transit, and innovative parking approaches, while considering access and needs for private automobiles.

Environment and Natural Features Principles

- » Seek to incorporate Rock Bay Creek (where it flows under the site in a culvert) into landscape design, considering daylighting of the creek as an amenity, or if that is not possible, celebration of the creek through landscape design.

- » Seek to incorporate natural features such as tree plantings and stormwater mitigation into the site.
- » Explore opportunities to demonstrate leadership in sustainability and green building approaches, including through the development of high-performance buildings and consideration of sustainable materials, such as mass timber for taller structures.



3. Small Villages and Community Corners

Filling Gaps in 15-Minute Communities

While Hillside-Quadra has a strong and beloved central village and is well connected to surrounding areas by diverse mobility options, many areas of the community don't have walkable access to daily goods and services. This plan seeks to close that gap by identifying new areas for commercial and community uses to evolve throughout the neighbourhood, transforming it over time into a 15-minute community.

Tolmie Village

Tolmie Village is envisioned to grow over the next twenty years into a high street with a mix of smaller footprint shopping and services, housing, and human-scale streetscapes featuring trees, enhanced sidewalks, and patio seating. A vibrant and active area is envisioned both along Quadra Street and along Tolmie Avenue directly adjacent to Quadra Street, where a quieter, neighbourhood high street feel may evolve.

Finlayson-Highview Area

The Finlayson-Highview area provides opportunities for further small-scale retail and community uses in a pleasant environment near parks and greenways. The area is connected to high-quality mobility routes being planned and developed.

Adjacent to this area, the west side of the Cook-Finlayson intersection also provides opportunities for future retail, commercial or services. Because only one node is likely to be viable in the coming years, this plan provides flexible policies to be opportunistic depending on which location evolves first.

Community Corners

Community corners can help to fill retail and service gaps with a flexible approach that is focused on enlivening residential areas. Two corners are suggested as places to retain or expand ground-floor retail and service uses primarily as a strategy to add activity and eyes on the street at important corner locations, and anticipate the needs of future residents, pedestrians, and transit users.



Intent and Objectives

These objectives provide context and overarching guidance for the evolution of Hillside-Quadra's Small Villages and should be considered when interpreting the policies that follow.

Community Serving Businesses

Considering the current and future needs of residents in Hillside-Quadra and Oaklands areas, support the development of commercial uses in smaller and medium-sized spaces in the emerging villages and community corners to enhance access to goods and services within a 15-minute walk of home, while ensuring existing commercial areas continue to flourish.

Sustainable Mobility

While considering the diverse functions of the neighbourhood's corridors and streets, **continue to enhance the comfort and safety of pedestrians and those using mobility devices.** Support growth and change that encourages walking, cycling, transit, and shared mobility. Ensure access for deliveries, commercial uses, and those with mobility needs.

Green and Leafy Streets

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

Public Space

In the designated villages and community corners, support placemaking and public realm improvements, including spaces along public sidewalks or at corners, for patios, pedestrians, and public seating.

Quality Urban Design

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

Housing Choice and Livability

Create opportunities to add a mix of housing near the evolving villages and the corridors that connect them to support people of different incomes, lifestyles, and household types. Prioritize livability in development and building design.



Policies

Hillside-Quadra's network of small villages and community corners reinforces Quadra Village to support the evolution of a 15-minute community.

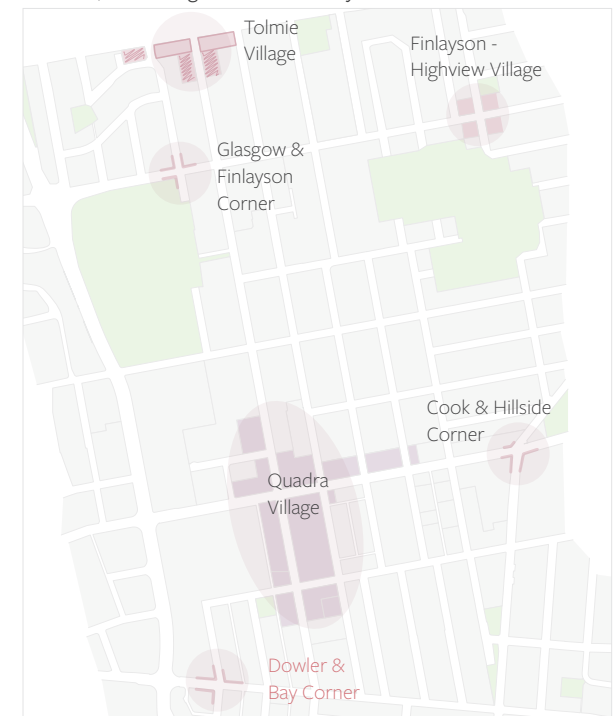
All Small Villages and Community Corners

3.1 Seek Space for Pedestrians: Secure public rights-of-way through development to facilitate wider sidewalks, boulevards and street trees throughout the village, with a focus on Quadra Street and Hillside Avenue. Where feasible and consistent with City policies, encourage undergrounding of utilities for an improved public realm.

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

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

Hillside-Quadra Villages and Community Corners

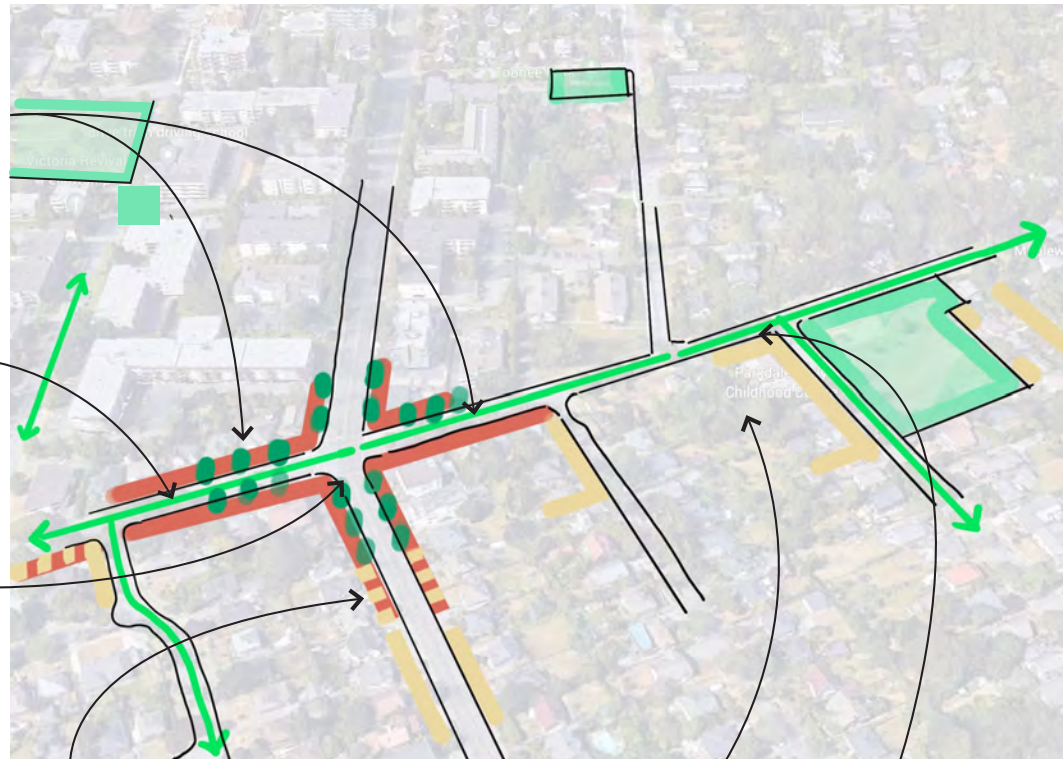


Tolmie Village Directions

Support the creation of a village “Main Street” along Tolmie Avenue and Quadra Street, with mixed-use development, small storefronts, street trees and seating.

Support the Frequent Bus transit route along Quadra Street

Make the Quadra-Tolmie intersection more of a people place with features that create a naturally slow traffic (e.g. through gateway features, enhanced sidewalks and crossings, and public art).



Encourage new development along Quadra Street to create spaces for shops, services and patio dining, with better sidewalks and trees.

Consider additional mixed-density housing including “missing middle” housing and smaller multi-family buildings in the area near Tolmie Avenue and Jackson Park.

Complete the Graham-Vancouver bikeway and consider future enhancements to the long-term bicycle routes along Fifth Street and along Tolmie Avenue, linking the neighbourhood to the Galloping Goose Regional Trail.

Urban Villages | Small Villages and Community Corners - Policies (Tolmie Village)

Tolmie Village

3.4 Envision an Expanded Tolmie Village:

Support the evolution of the Tolmie Village into a high street with a mix of smaller footprint shops and services, housing, and human-scale streetscapes that feature trees, enhanced sidewalks, and patio seating. Seek the evolution of the village along Quadra Street and along the blocks of Tolmie Avenue adjacent to Quadra Street, where a quieter, neighbourhood high street feel may evolve (see the Tolmie Village Diagram on page 49).

3.5 Redevelopment: Within the Tolmie Small Urban Village, consider *new primarily mixed use development consistent with City policies*. Scale and built form should be generally guided by the OCP Small Urban Village Designation and take into consideration the existing and envisioned context of the surrounding area (see policy 3.3).

3.6 Redevelopment with Public Benefit:

Consider *increased density*, where public benefit is provided consistent with the objectives of this plan and City policies, as follows:

3.13.2 Along Tolmie Avenue, consider approximately 2.0:1 Floor Space Ratio.

3.13.1 Along Quadra Street, consider approximately 2.5:1 Floor Space Ratio.

3.7 Reflect Existing Pattern: Encourage small format ground floor uses to better support a diversity of local businesses and to maintain the existing pattern of smaller shop fronts with commercial, service, or arts and maker spaces on the ground floor that support both local and destination customers and enliven the area.



Conceptual view of an expanded Tolmie Village illustrates the type of redevelopment that could accommodate medium scale retail and provide improvements to the public realm, such as a gateway to the neighbourhood, pockets of green space and public seating.

3.8 Tolmie High Street - Commercial

Required: Consider the following strategies for the “Commercial-Required Area” identified on Map 5 (generally along Tolmie Avenue between Glasgow Street and Fifth Street, and along Quadra Street for approximately 50 metres south of Tolmie Avenue):

3.8.1 Support mixed-use development for this area with publicly-oriented ground floor commercial uses that provide amenities and services for surrounding areas.

3.8.2 Encourage local-serving businesses and a diversity of services that meet daily needs, by providing smaller commercial spaces along with space sufficient medium-scale retail to serve the surrounding area, but is not a regional destination.

3.9 Around the Village - Commercial

Desired: Consider the following strategies for the “Commercial-Desired Area” identified on Map 5 (generally along Quadra Street, south of the Commercial Required areas, as well as along Tolmie Avenue between Yew Street and Glasgow Street):

3.9.1 Support mixed-use development for this area with publicly-oriented active ground floor commercial uses or ground floor residential use with “doors on the street” and functions that enliven the area (including community gathering spaces, shared laundry, bike storage, and other on-site amenities that activate the frontage).

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

3.10 Creating a Sense of Place: Consider improvements on Quadra Street that enhance pedestrian comfort and safety and create a sense of destination that signals to drivers to slow down, including through banners, gateway features, pavement treatment, public art, pedestrian-scale lighting, street trees, and the design of new buildings and streetscapes (see Placemaking and Mobility sections).

Map 5: Tolmie Village



Urban Villages | Small Villages and Community Corners - Policies (Northeast Village Areas)

Future Northeast Village Areas

This Plan recognizes the need for additional village amenities and services to meet the needs of some residential areas. The policies that follow promote a responsive and flexible approach to encourage commercial space and the evolution of a complete small village in the northeast area of Hillside-Quadra, without being overly prescriptive regarding the location.

3.11 Potential Activity Along the Finlayson Corridor: Reflecting the desire for complete, walkable communities in the northern portion of the community, consider local commercial and community serving uses in the ground floor of new housing developments along the stretch of the corridor from Mayfair Town Centre to Cook Street, where opportunities arise (see Policy 6.8).

3.16 Encourage Community Serving Uses: Consider community-serving uses, including social enterprises, childcare, and small-scale food service or other businesses, along the Finlayson Street corridor between Cook Street and Quadra Street.

3.17 Support Placemaking in the Area: Support the creation of a smaller public gathering space in the vicinity of Highview Street and Finlayson Street through placemaking projects.



Urban Villages | Small Villages and Community Corners - Policies (Northeast Village Areas)

3.12 Envision a Finlayson-Highview Village:

Support the evolution of the area around Finlayson Street and Highview Street, shown on Map 6, into a Small Urban Village. **Provide flexibility in how the village evolves to be a local serving node**, as described in the following policies.

3.13 Redevelopment: Within the Finlayson-Highview Small Urban Village, consider **new primarily mixed use development consistent with City policies**. Scale and built form should be generally guided by the OCP Small Urban Village Designation and take into consideration the existing and envisioned context of the surrounding area (see policy 3.3).

3.14 Redevelopment with Public Benefit:

Consider **increased density**, where public benefit is provided consistent with the objectives of this plan and City policies.

3.15 Commercial-Required First: Consider the following strategies for flexibility in meeting community needs and desires:

3.15.1 Support mixed-use development with publicly-oriented ground floor commercial, services, artisan production, or live-work uses that provide amenities and services for the surrounding areas.

3.15.2 Encourage local-serving businesses and a diversity of services that meet daily needs through smaller commercial spaces.

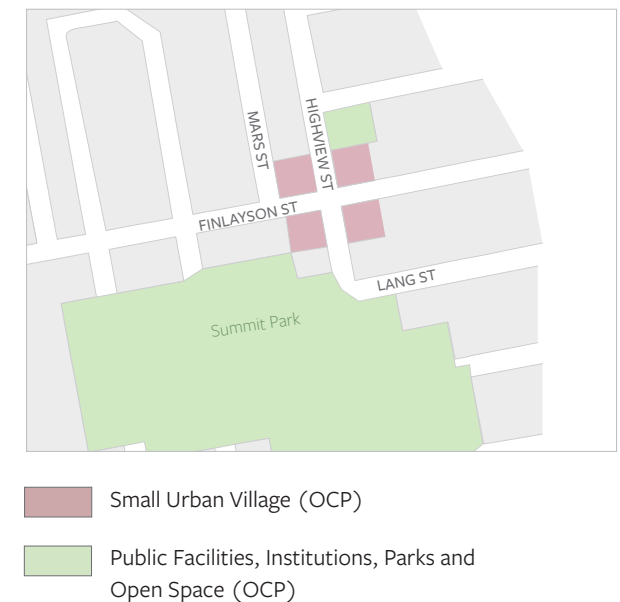
3.15.4. Provide public amenities such as seating areas near the Highview and Finlayson corners to enliven the area.

3.15.3 If the local market for commercial space has already been met elsewhere on the Finlayson Corridor, this area may be considered for alternative publicly-oriented active ground floor uses that provide flexibility to accommodate residential, commercial, artisan production or local services over time. These spaces are encouraged to be designed with ground-floor features that enliven the adjacent public realm (e.g., outdoor seating or patios, visible common spaces, artisan work areas, gardens).

3.18 Retain Historic Character Shop

Building: Encourage the retention and continued use of the character house at 1302 Finlayson Street for commercial, artisan production or public purposes.

Map 6: Finlayson-Highview Village



3.15 Potential Activity at Cook and Finlayson:

Finlayson: If redevelopment is proposed at the intersection of Cook Street and Finlayson Street prior to development of a small village or retail activity elsewhere on the Finlayson Corridor, consider the following commercial-desired strategies along the half-block of Finlayson Street west of the Finlayson-Cook intersection:

3.15.1 Support mixed-use developments that build ground floor space appropriate for future commercial uses (e.g. shops, services, artisan production) but allow residential occupancy in the interim. These spaces are encouraged to be designed with ground-floor features that enliven the adjacent public realm (e.g., outdoor seating or patios, visible common spaces, artisan work areas, gardens).

3.15.3 If the local market for commercial space has already been met elsewhere in the Finlayson Corridor area, this area may be considered for purely residential uses.

Community Corners

3.19 Quadra-Finlayson Corner: At the corners of Quadra Street and Finlayson Street, added ground-floor commercial options can help enliven a corner that already contains a school and service station.

3.20 Hillside-Cook Corner: At Hillside Avenue and Cook Street, ground-floor commercial opportunities are meant to complement the live-work space being built on the southeast corner and create a sense of place and eyes on the street at this intersection.

3.21 Dowler-Bay Corner: At the northwest, southwest, and southeast corners of Dowler Street and Bay Street, ground-floor commercial opportunities are meant to complement the existing commercial uses, create a sense of place, and eyes on the street along a neighbourhood connector.

Map 7: Hillside-Quadra Community Corners



Urban Villages | Small Villages and Community Corners - Policies (Community Corners)

3.22 Commercial Desired Corners: Consider redevelopment consistent with the forms and densities of the *Official Community Plan* Urban Residential designation and the following commercial desired strategies for both the Quadra-Finlayson and Hillside-Cook Corners:

3.22.1 Support mixed-use developments that build ground floor space appropriate for future commercial uses (e.g. shops, services, artisan production) but allow residential occupancy in the interim. These spaces are encouraged to be designed with ground-floor features that enliven the adjacent public realm (e.g., outdoor seating or patios, visible common spaces, artisan work areas, gardens).

3.22.2 Consider buildings with smaller commercial spaces directed to the corner (e.g., a single commercial unit).

3.21.3 Consider developments that build ground floor space appropriate for future commercial uses but allow residential occupancy in the interim.

3.22 Preserve Heritage at 3107 Quadra: Encourage the conservation and retention of the heritage-registered building at 3107 Quadra Street, **including through adaptive reuse.**

3.23 Preserve Rental Buildings: Encourage the retention of existing purpose-built rental apartment buildings in and near community corners, consistent with City policies.



Future Urban Villages

2.1 Future Hillside-Quadra and Oaklands

Related Villages: Continue to explore opportunities for emerging small villages and community corners that serve both the Hillside-Quadra and Oaklands Neighbourhoods through future local area planning processes, including:

- At Cedar Hill Road and Hillside Avenue.
- Emerging Gosworth Village near the Gosworth-Cedar Hill area.

4. Design and Built Form

About

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

Design Considerations in Hillside-Quadra Villages

Quadra Village has cohesive design and public realm, largely due to a streetscape improvement project in 1996, with planted medians (interrupted by turning lanes), street trees, pedestrian scale lighting and banners, and gateway features.

The fine-grained fabric of the buildings along the west side of the street is one of the village's defining characteristics and has enabled the diversity of shops and businesses that is highly appreciated. Informal pedestrian passthroughs provide some east-west connectivity, but they are mostly unmarked and unsecured (e.g., walking through parking lots). Sidewalks are narrow and crossings are infrequent given the level of activity, but there is a strong tree canopy and intermittent on street parking which increase levels of pedestrian comfort. There are limited curb cuts on the west side of the street, with two parking areas in front of buildings.

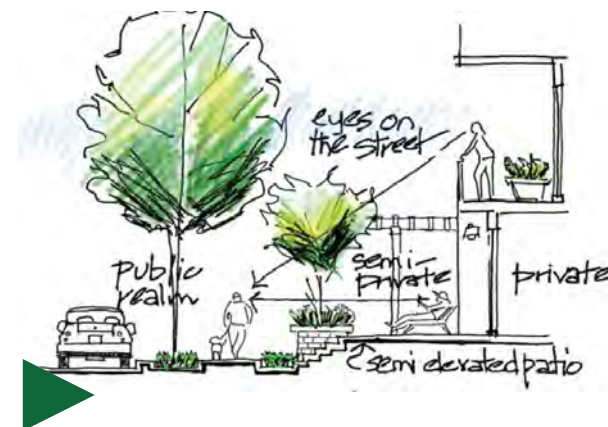
On the west side of Quadra Street in particular, buildings are built near the property line, with modest variable setbacks accommodating pedestrian activity, frequent storefronts, entries, and large areas of windows that establish a coherent urban village pattern. Buildings range from a single



Urban Villages | Design and Built Form

storey to four storeys. On the east side of the street, high amounts of surface parking contribute to a less cohesive feel while supporting a range of activity and creating informal pedestrian connections. While there is a coherent building form in parts of the village, there is no coherent architectural style to the village, which evolved over time primarily in the post-World War II era.

Outside of the Village, the Quadra Street Corridor has a mix of building forms and several heritage assets, mostly in the southern portion of the corridor in North Park. North of Bay Street, outside of the Village, there are a mix of single-family and apartment forms and emerging villages and commercial corners.



How Design Guidelines Work

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

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

Intent and Objectives

These objectives provide context and overarching themes for built form design in Hillside-Quadra's villages. Design regulation and guidance is provided in zoning bylaws and design guidelines.

Great Streets

Design, locate and shape buildings to create sunny, welcoming and walkable public streets with space for pedestrians, patio seating and greenery emphasizing Quadra St and Hillside Avenue as the core retail and pedestrian spines.

Human Scale

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

Community Identity

Encourage new developments and investments in the public realm to reflect the Community Identity features on page 10 of this plan.

Livability

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

Neighbourliness

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

Urban Forest

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

Sustainable Mobility

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

Incorporate Public Spaces

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

Create a series of interconnected, accessible public spaces of different sizes designed to welcome diverse use, both everyday and for smaller and larger events, in three or four seasons. (See Public Space and Placemaking Chapter for more.)

Design Guidance

Village Design Guidance

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

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



Relevant Design Guidelines

General Urban Design Guidelines (2022).

Public Space and Placemaking

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

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

- ▶ **Support placemaking initiatives that reflect the community's past, present, and desired identity as reflected in this plan's **Community Identity** (page 12).**
- ▶ **Support placemaking and the development of public space in areas where people naturally gather.**
- ▶ **Encourage placemaking that supports local artists, creators, and entrepreneurs.**



Relevant Policies and Bylaws

Official Community Plan
Urban Forest Master Plan
Placemaking Toolkit

5. Public Space and Placemaking

About

The City of Victoria encourages the community to utilize public areas for placemaking. Streets, alleyways, sidewalks, boulevards, parking areas all can serve as a canvas for creating new public spaces. The City's Placemaking Toolkit provides direction, guidelines, and support for realizing placemaking opportunities. Community-led Action is a way for the community to come together and create strategic directions for placemaking opportunities and other issues of community importance.



Hillside-Quadra Public Space Considerations

The *Official Community Plan* outlines the desired aspects for the public realm in a Large Urban Village, including tree-lined streets with wide sidewalks, seating, and a central gathering space or plaza. Quadra Village has some of these elements, but others (including a central gather space) are desired in and near the Village.

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



Placemaking in Hillside-Quadra

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

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

Public Space and Placemaking

Intent and Objectives

These objectives provide context and overarching guidance for public space and placemaking in Hillside-Quadra when interpreting the policies that follow.

Identity

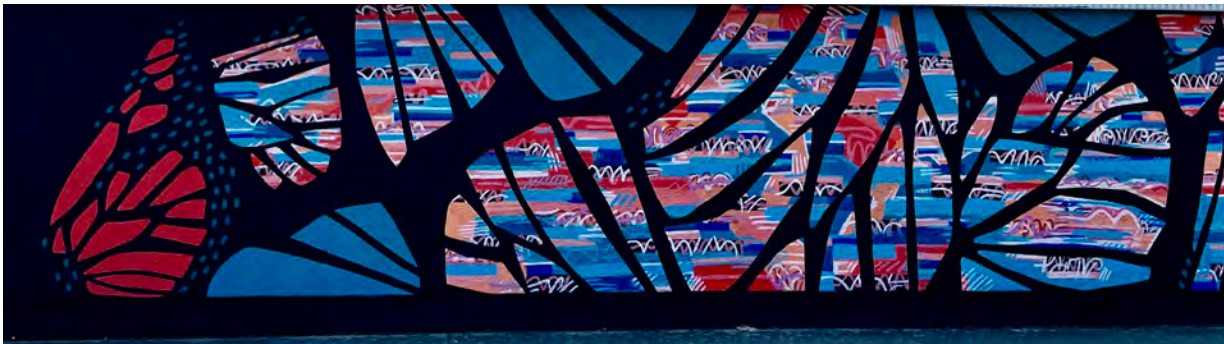
Create a series of welcoming, diverse and inclusive public spaces that support community gathering, celebrate creativity, reflect the community's identity, and adapt to its changing needs over time.

Public Spaces

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

Incremental and Flexible Improvement

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



Public Space and Placemaking Policies

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

Public Space

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

5.2 Placemaking Locations: Consider community-initiated placemaking opportunities through City and community programs, including but not limited to:

- Kings Road west of Quadra Street (see Quadra West section).
- Locations along the Graham Street bikeway.
- The north side of Kings Road east of Quadra Street, directly south of Fairway Market (this area currently lacks “eyes on the street” and presents opportunities to activate the space, either in the public realm or in partnership with adjacent landowners).
- In conjunction with private property owners, at the Fairway Market site to create an outdoor seating / dining opportunity and enhance pedestrian comfort.
- In conjunction with the School District, the lands at the Warehouse School at 2549 Quadra Street and at the S.J. Willis school site.
- Locations along Fifth Street adjacent to the Fairway site.
- Locations along Fifth Street from Quadra Village northwards towards Quadra Elementary School.
- Near the corner of Finlayson and Highview Street and/or Highview and Lang Street to create opportunities for community gathering.

5.3 Formalizing Placemaking Pilots:

Consider options for more permanent



Public Space and Placemaking - Policies

public spaces and features, through future capital spending, frontage works by new development, amenity contributions or grants, especially in locations where temporary placemaking has been successful.

5.4 Kings Road: Maintain the Kings Road-Quadra Street intersection as a heart of the village, integrating a unique pavement design and seek to integrate current and future public spaces in the area, including Wark Street Commons, the AAA bicycle facility, and space at 950 Kings; consider adding kiosks to support activity and entrepreneurship along the road.

5.5 Tolmie Village: At Quadra Street at Tolmie Avenue, identify improvements within and adjacent to the right-of-way that help create a sense of place and image for a growing small urban village, enhance pedestrian comfort, and influence drivers to slow down and be more aware of their surroundings.

5.6 Small Urban Villages and Commercial Corners: Seek to establish a sense of place in these areas, including through:

- Setbacks for patio seating and other outdoor activity.

- Features in the right-of-way, such as pedestrian-style lighting, planters, and bicycle parking.
- Small public seating and gathering areas appropriate to the scale of the area, including temporary elements in both public and private spaces.

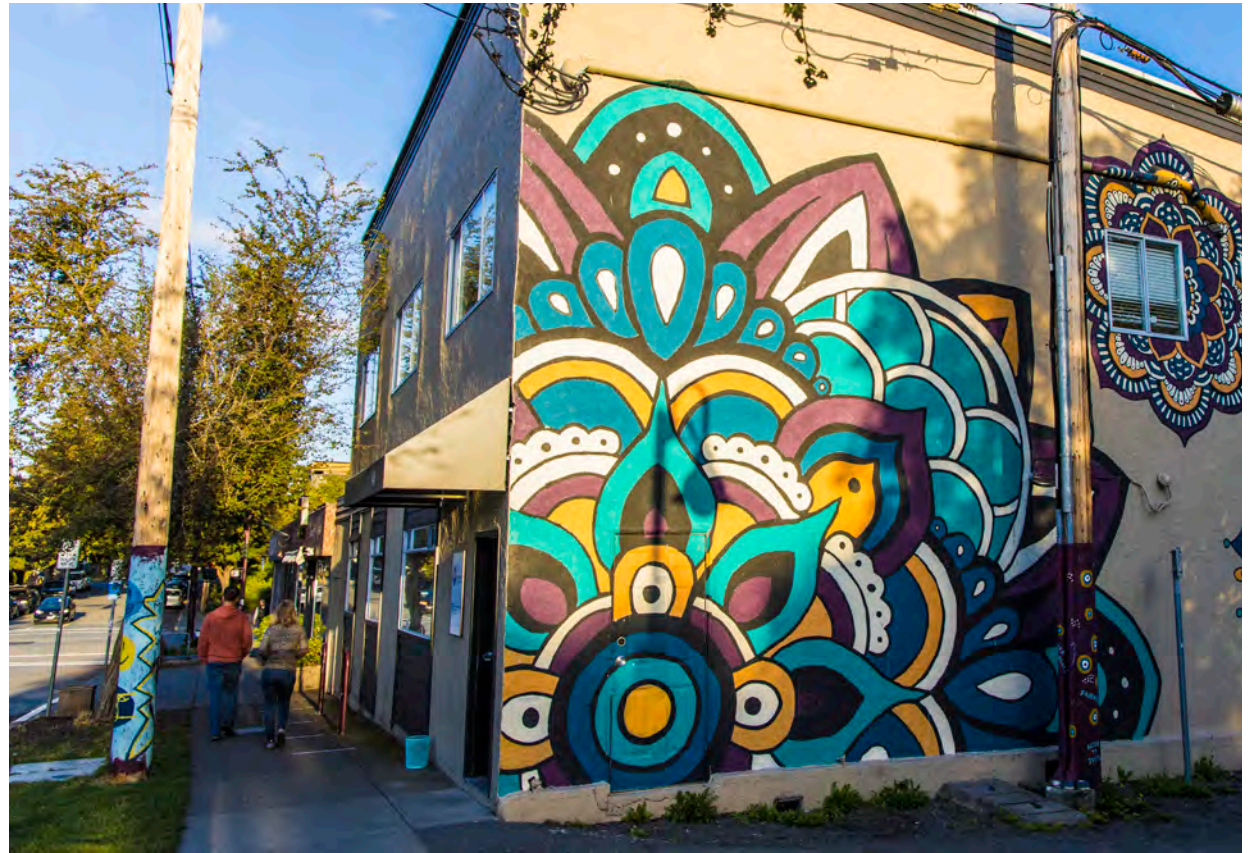
5.7 Accessible Public Space: In the design of public spaces:

- Integrate accessibility principles for all users, including those with different abilities, and to provide a range of spaces and activities for people of different ages, incomes, and interests.
- Include seating and picnic areas in public spaces that welcome both business customers and the general public.
- Design for three- or four-season enjoyment, considering shelter from rain, sun, and wind at different seasons.
- Accommodate small and pop-up events as well as larger community celebrations.
- Include landscaping, canopy trees, and interactive elements in public spaces.



Public Space and Placemaking - Policies

5.8 Future Placemaking: The community may identify or implement additional placemaking through future processes, like a Community-led Action Guide, local area planning, or individual or collective initiatives, supported by City programs and grants.



Housing

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

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

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



▶ **Encourage housing that is diverse in size, tenure, and form to support diverse populations.**

▶ **Encourage housing that is designed to be livable and complements its surroundings.**

▶ **Enable housing forms and scales that can support diverse tenures.**

Relevant Policies and Bylaws

Official Community Plan

Inclusionary Housing and
Community Amenity Policy

Victoria Housing Strategy

Design Guidelines (Development
Permit Areas)

Zoning Bylaw

Housing

Intent and Objectives

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

Diverse, Sustainable Locations

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

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

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

Diversity in Form and Tenure

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

Preserving Affordable Housing

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

Making Room for More Affordability

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

Complement Ground-Oriented Forms and Heritage Features

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



Housing

6. Housing and Residential Areas

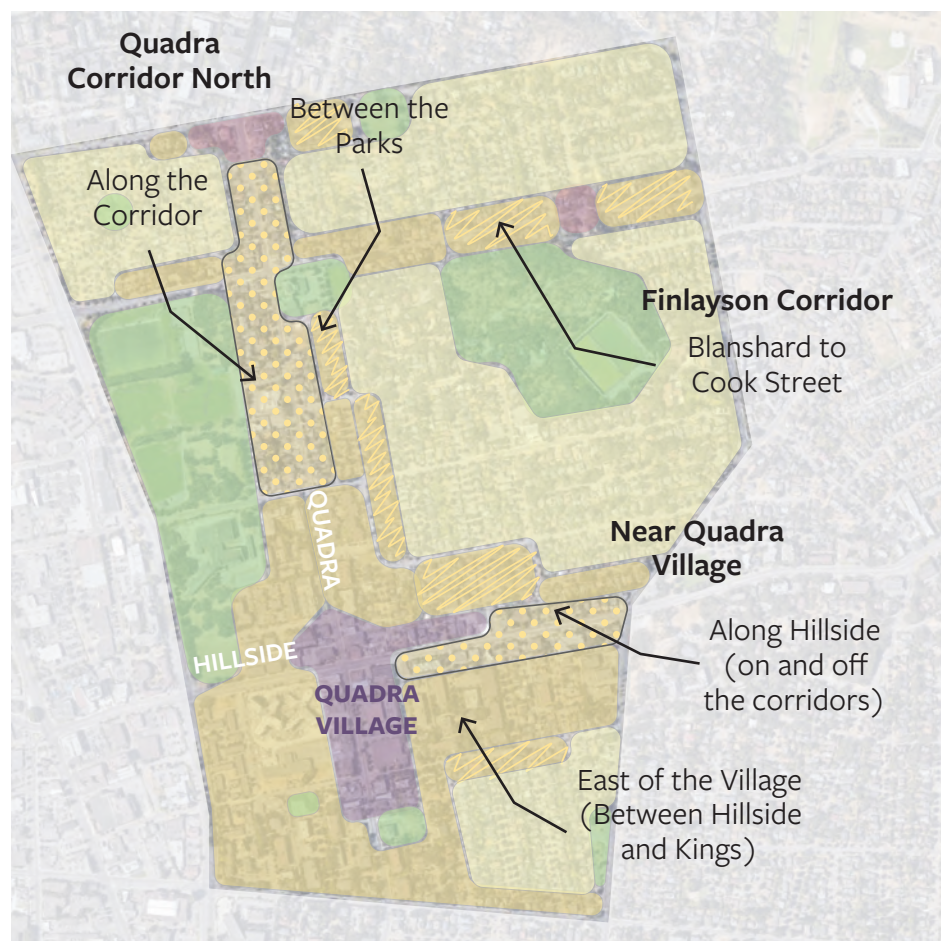
This plan identifies areas to make room for new multi-unit housing, like apartments and condos while keeping a diversity of options through the community and maintaining the residential feel and heritage character.

Near Quadra Village

Areas around Quadra Village have a mix of Urban Place Designations, including Housing Opportunity (mostly along the Hillside and Quadra Corridors), Urban Residential, and Mixed Residential. This mix of designations was established with the intent to preserve affordable residential rental and commercial buildings in and near the village, while making room for a diversity of housing options - including affordable rental - close to amenities, services, and sustainable transportation options.

Properties in these area have a range of lot sizes and development types that could support multi-family housing. The area has many desirable attributes to support new housing:

- Walkable access to shopping, services, and employment in Quadra Village and a short bus ride or 15-to-20-minute walk to the Downtown Core.



Hillside-Quadra Housing and Residential Areas

Housing | Housing and Residential Areas

- Good mobility options, including the All Ages and Abilities (AAA) bicycle network, and current and future Frequent Transit bus service.
- Several parks within walking distance, and planned enhancement of public green spaces nearby.
- Proximity to current and future amenities, like Crystal Pool and community centres.
- Added population can boost the success of local businesses in Quadra Village and support transit investments.
- Places for multi-family housing options that are not located on busy transportation corridors, yet still have access to transit and urban villages.
- Opportunities to transform busy corridors through redevelopment.
- Opportunities to create a mix of market rental and strata, as well as affordable, contributing to the diversity of the community.

East of the Village: This area provides opportunities for diverse housing choices in a quieter residential area that still has excellent access to Quadra Village and sustainable transportation options.

Opportunities for off-corridor multi-family housing (on quieter neighbourhood streets) is strongly desired, particularly as an option for renters.

Parts of the area are designated Mixed Residential, while some are designated Urban Residential because the lots can support high-quality multi-family housing at slightly larger scales while maintaining good transitions to surrounding buildings (due to presence of laneways, frontages on two streets, lot sizes and/or slopes).



Housing | Housing and Residential Areas

Along the Hillside Corridor: There is currently a mix of smaller and larger multi-unit buildings and single-storey commercial buildings along Hillside Avenue, within the Quadra Village designation. To the north is primarily single-detached homes and religious establishments.

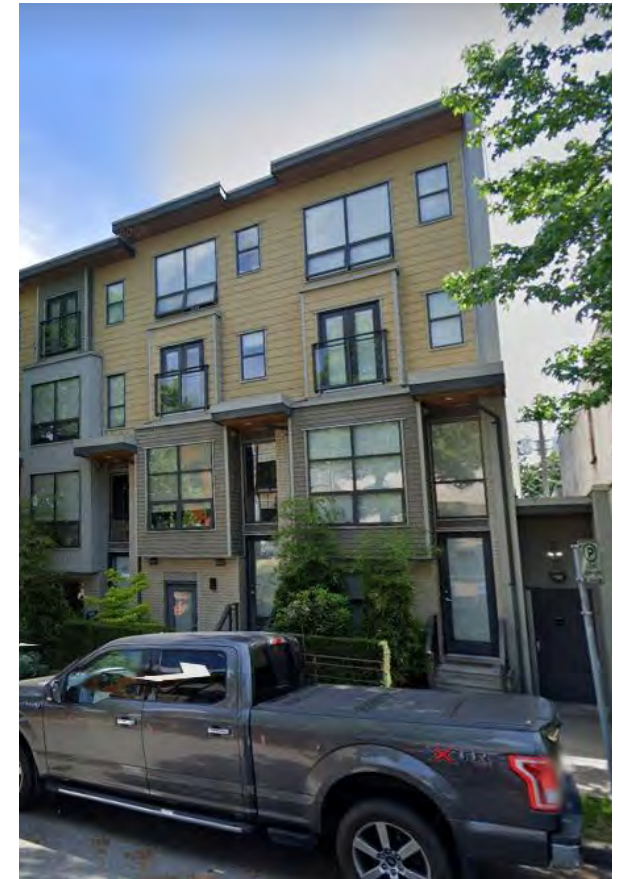
Lots along Hillside Avenue vary in depth in depth and redevelopment in some areas could be challenging due to the shallow nature of these lots, combined with the desired additional right-of-way desired for Hillside Avenue.

At the same time, this area presents the opportunity to transform the corridor as a place for people by widening sidewalks and supporting street trees, and supporting housing proximate to transit. The diverse lot sizes and shapes mean that contiguous redevelopment at larger scales is unlikely, but the Housing Opportunity and Urban Residential Designations make room where there is potential on individual sites or through site assembly, while providing space to transition to lower density Urban Place Designations.

North of Hillside Corridor: The areas north of Hillside Avenue are a short walk from Quadra Village, with its mix of shopping and services.

The area also benefits from mobility options and parks noted above, in addition to two large parks nearby (Topaz Park and Summit Park) that provide a combination of natural area and diverse activities.

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



Quadra Corridor North

Between the Parks: The area from Glasgow Street to 5th Street has a diversity of attributes that could support new housing over time, with good access to mobility, services, and green spaces including Topaz and Summit parks.

It offers opportunities for housing both proximate to the frequent bus service along the Quadra Corridor and nearby on quieter residential areas.

Deeper lots on Quadra Street (40m) can accommodate a variety of built forms, including courtyard housing or buildings with generous setbacks that provide for more livability along a busier street.

Much of the area slopes gently upwards toward the north, making transitions to adjacent development easier.

New development along Quadra Street can help establish separated sidewalks and landscaped boulevards supporting street trees.

A mix of Housing Opportunity, Urban Residential, and Mixed Density are identified for this area **based on varying lot and contextural conditions**.

Along the Corridor from Finlayson to

Tolmie: The upper stretch of Quadra Street between Finlayson Street and Tolmie Avenue has several attributes that make it a desirable location for new multi-family housing. It is supported by nearby frequent transit bus service and AAA cycling routes and in addition, Tolmie Avenue is identified as a long-term bicycle route linking to the Galloping Goose.

While less proximate Quadra Village (a 10-to-15-minute walk south), the envisioned expansion of the Tolmie at Quadra

Village supports evolution of a 15-minute neighbourhood. Thrifty plaza in Saanich lies approximately 7-to-10-minute walk to the north, and additional services can be found on Douglas Street.

Lots on the east side of Quadra Street are **designated Housing Opportunity** in particular, because they are over 40m deep, present opportunities for flexible design approaches including courtyard forms or buildings with more generous setbacks, that can provide enhanced livability.



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

Finlayson Corridor

Blanshard Street to Cook Street: Finlayson street provides opportunities to allow for expanded housing choice in both Mixed Residential and Urban Residential forms, with some access to mobility options and parks for residents. Areas closer to Quadra Street have greater access to transit, active transportation and services than do areas further east.

Neither Finlayson Street nor Cook Street are currently categorized as Frequent Transit Network, although both host local bus routes and the City of Victoria has identified both routes for potential future frequent service.

Finlayson Street is a pleasant tree-lined street with median landscape islands, and bicycle lanes; additional marked pedestrian crossings are desired. While vehicle volume does not exceed that expected for a minor arterial, delays occur during rush hours as it is one of the few uninterrupted east-west vehicle corridors in the area.

Parts of the area are more than a 15-minute walk from Quadra Village or other shopping and services, however, envisioned smaller villages and community corners would add walkable options.

Village Mixed Use

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

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

Traditional (Ground-oriented) Areas

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

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



Meeting Housing Needs in Hillside-Quadra

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

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

Housing | Housing and Residential Areas

Policies

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

Considerations for All Housing Areas

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

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

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

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



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

**Heritage
Conservation
Areas**

6.5 Interim Rental Retention Policy:

Until the *Official Community Plan* policy regarding rental retention is updated through implementation of the *Victoria Housing Strategy* (expected in 2022), any proposed rezoning that would displace existing, quality purpose-built rental units is generally discouraged, unless the proposal provides considerable housing benefit, including provisions for affordability and significant increase in net new, high quality rental units.

6.6 Continued Protection for Renters in

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

6.7 Interim Family-Oriented Housing

Policy: Until a policy supporting the provision of housing for families with children at home is developed through implementation of the *Victoria Housing Strategy*, family-

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

6.8 Commercial and Community Serving

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

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



6.10 Building Forms and Site Layout

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

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

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



Urban Forest

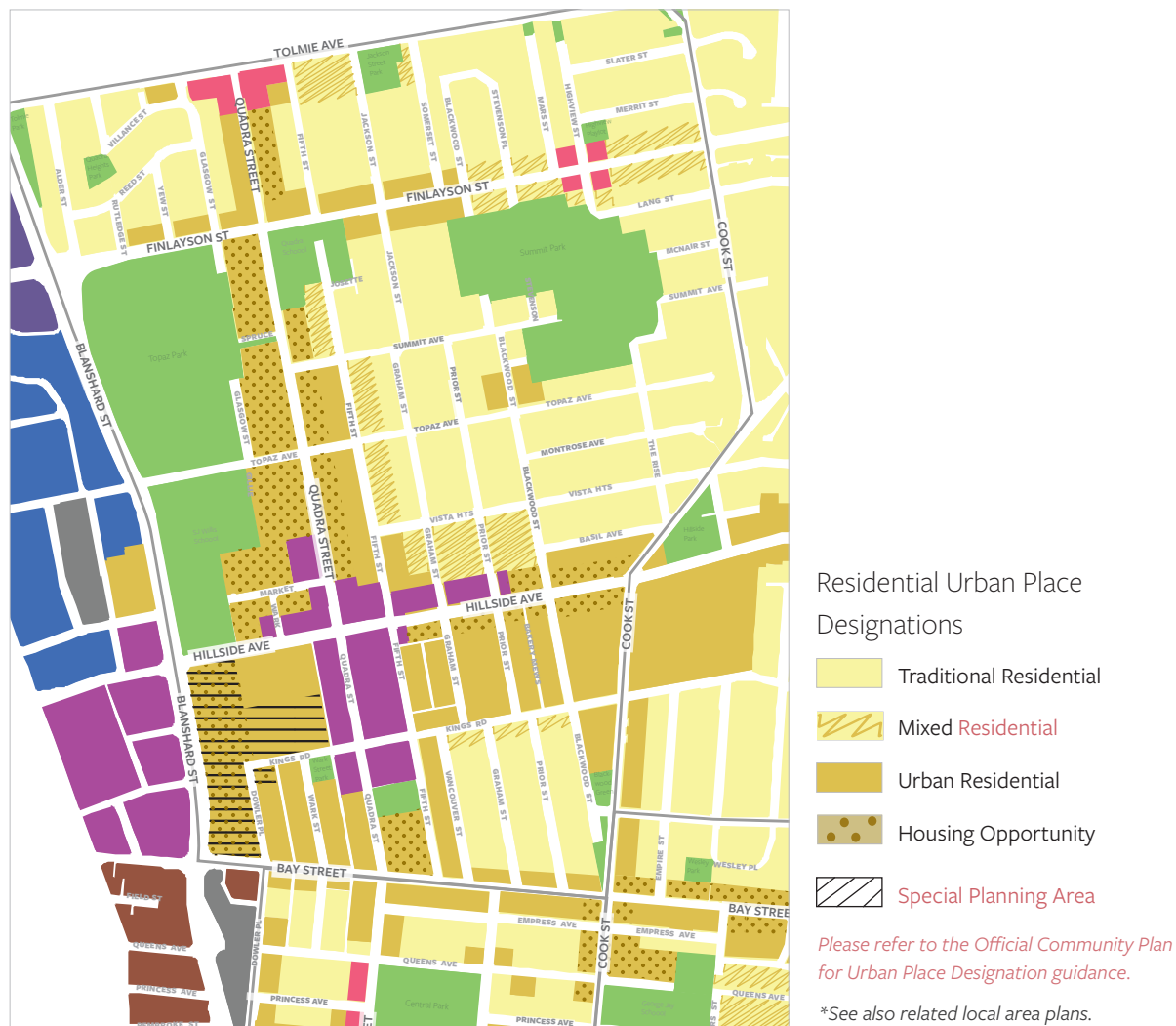
Hillside-Quadra residents desire more trees and green spaces, and would like to see existing trees protected. The City's Tree Protection Bylaw applies to trees on private property and supports growth of the urban forest more evenly across the city.

Traditional Residential

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



Map 8: Hillside-Quadra Land Use - Residential Uses (for reference only, please see OCP)



Mixed Residential Areas

6.14 Intent - Space for a Diverse Mix of Housing:

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

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

6.16 Flexibility for Diverse Types and Tenures:

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



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



Urban Residential

6.17 Redevelopment: Within Urban Residential areas, as generally shown on Map 10, consider new, primarily **low- to mid-rise** residential development **consistent with City policies**. **Scale and built form** should be guided by the **OCP Urban Place Designations and Development Permit Area Design Guidelines**. **Heights and densities** are dependent on site conditions and the ability to sensitively transition to the surrounding context and mitigate impacts on adjacent properties (see policy 6.1).

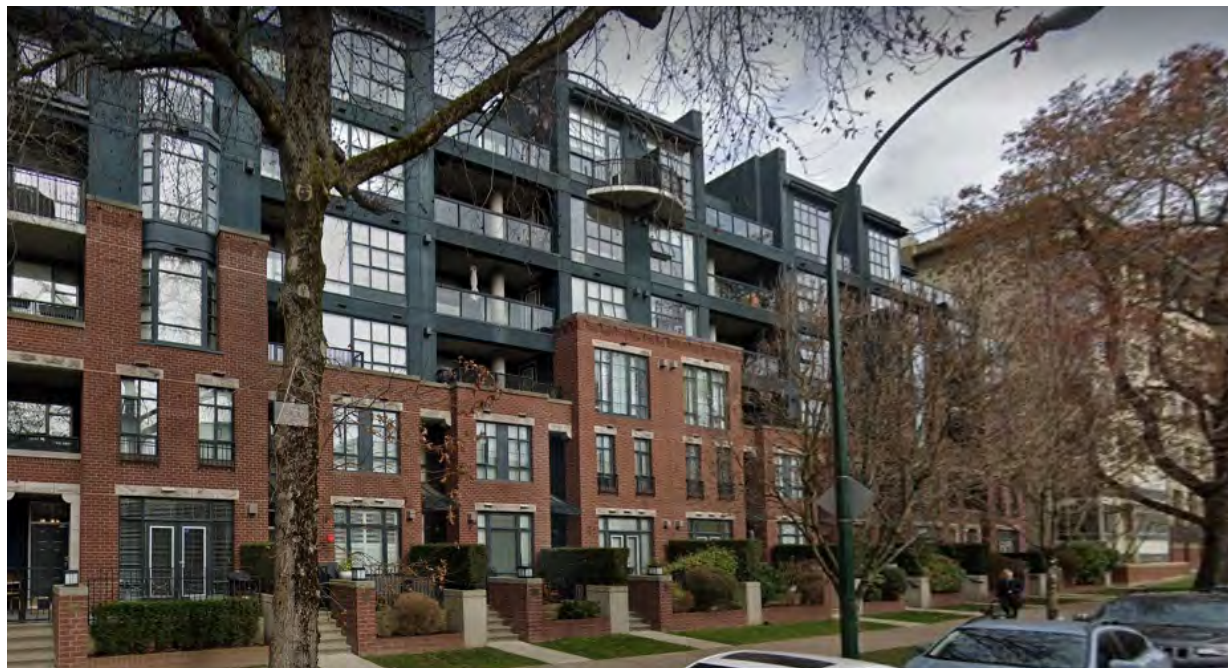
6.18 Redevelopment with Public Benefit: Within Urban Residential areas, consider **increased density**, as described in the **OCP**, where public benefit is provided consistent with the objectives of this plan and City policies, including but not limited to public amenity contributions, non-market or affordable housing, or heritage conservation.



Housing Opportunity Areas

6.19 Redevelopment: Within Housing Opportunity areas, as generally shown on Map 10, consider new, primarily **mid-rise** residential development **consistent with City policies**. Scale and built form should be guided by the OCP Urban Place Designations and Development Permit Area Design Guidelines. **Heights and densities are** dependent on site conditions and the ability to sensitively transition to the surrounding context and mitigate impacts on adjacent properties (see policy 6.1).

6.20 Space for Larger Scales with Public Benefit: Within Housing Opportunity areas, consider **increased density, as described in the OCP**, where public benefit is provided consistent with the objectives of this plan and City policies, including but not limited to public amenity contributions, non-market or affordable housing, or heritage conservation. **At the higher end of envisioned densities described in the OCP, substantial public benefit is envisioned (such as secured rental with additional amenity contribution).**



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

Special Planning Areas

6.21 Quadra West Special Planning Areas

- Intent: While the underlying Urban Place Designations provide a general sense of the envisioned scale, the Special Planning Overlay recognizes the identified sites have significant redevelopment potential, unique planning requirements, and special opportunities to realize the objectives of this plan.

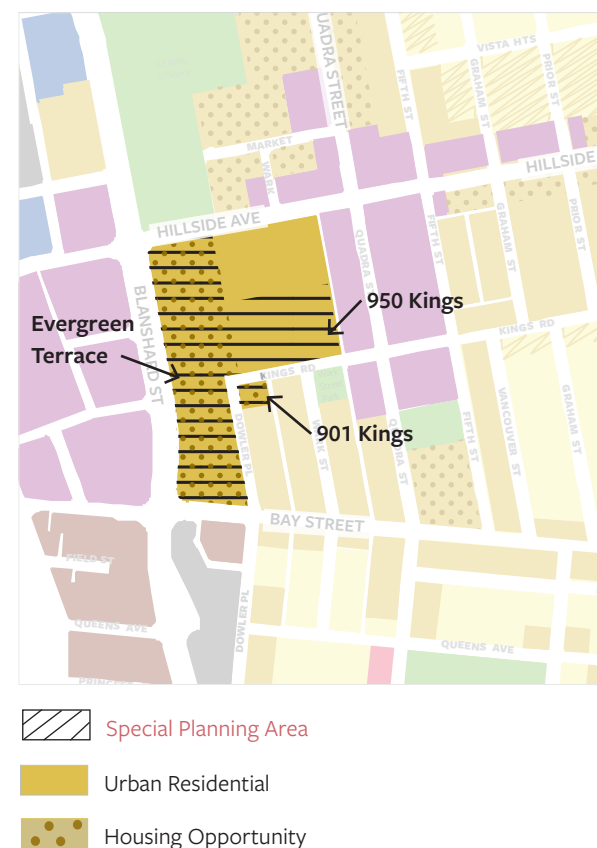
6.22 Evergreen Terrace: The Special Planning Overlay at Evergreen Terrace (see map to the right) signifies flexibility to explore a diversity of densities, built forms, and residential and community serving uses to meet the needs of residents on site, as well as the broader community.

6.22.1 Though flexible, the final uses, forms, and densities should be consistent with good urban design principles, responsive to the surrounding context, guided by community engagement, and informed by the principles established in policy 2.13 of this plan (Quadra West – Evergreen Terrace).

6.22.2 Demonstration that the principles will be considered, explored, and realized in any phased development proposal should be clearly outlined in a Master Development Agreement between the City and the property owner (see policy 2.11 of this plan).

6.23 950 Kings and 901 Kings: The Special Planning Overlay is applied to adjacent sites at 950 Kings (with an Urban Residential underlay) and 901 Kings (with a Housing Opportunity underlay) to encourage coordination and the exploration of partnerships between the three sites that may help realize community desires outlined in this plan, including the provision and thoughtful location of community green space and an expanded community centre. Please also see the principles for 950 Kings established in policy 2.10 of this plan (Quadra West – 950 Kings).

Special Planning Areas



The Evergreen Terrace site (located along Blanshard Avenue between Hillside Avenue and Bay Street), and the adjacent Quadra Village Community Centre (QVCC) site (located at 901 Kings) each have a Housing Opportunity Area designation with a Special Planning Overlay. The adjacent former Blanshard School Site (located at 950 Kings) has a designation of Urban Residential with a Special Planning Overlay.

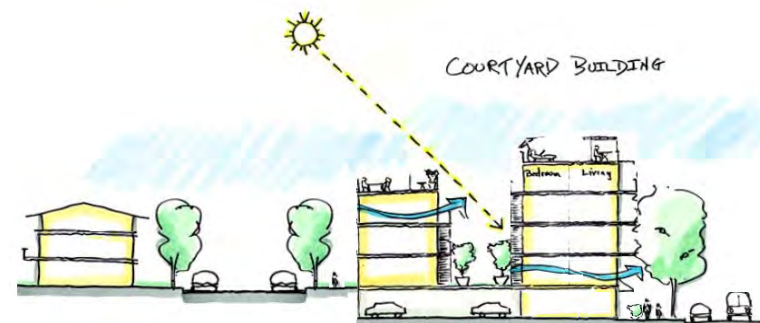
Housing

7. Housing Design

About

Similar to the community's desire to maintain and enhance a high quality built environment in villages, centres, and Downtown, there is desire for a high quality, neighbourly, and livable built form in residential areas.

The City of Victoria actions this desire through the Zoning Bylaw and Development Permit Area design guidelines for the form and character of multi-family development.



Intent and Objectives

Making Room

Make room for new multi-family housing for different incomes, household types, and lifestyles, in close walking distance to urban villages, Downtown and Frequent Transit routes, considering a diversity of locations both on- and off- of busier corridors to provide equitable choices.

Sustainable Mobility

Integrate support for sustainable mobility options into building and public space design including for walking, cycling, transit, shared mobility (like car or bike shares), electric vehicles, and reduced on-site parking.

Amenity and Diversity

Support the ability of multi-family housing to deliver both rental and strata tenure homes and to provide public amenities, affordable housing, family-sized housing, accessibility, and other benefits identified in broader City policies to support housing options for a diverse community (recognizing that no one project will address all of these objectives).

Human Scale

Design buildings and open spaces that create visual interest, diversity, and identity when approached by pedestrians.

Great Streets

Design, locate, and shape buildings to create sunny, welcoming, walkable, green and leafy public streets.

Urban Forest, Landscape and Ecology

Support a healthy, mature urban forest along streets and on private lands, and integrate sustainable landscapes and ecological services into sites (e.g., stormwater retention, climate resilience).

Energy Efficiency and Climate Change

Support built forms that allow new development to meet increasing energy efficiency requirements and design strategies such as passive house design, while continuing to meet all principles in this plan.

Livability

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

Neighbourliness

Ensure new buildings are good neighbours within streets and public spaces, and transition sensitively to existing and future buildings next door.



Housing Design Guidance

Housing Design Guidance

Design guidance for **multi-unit** (apartments and condos) and **ground-oriented attached** housing is provided in **design guidelines associated with relevant Development Permit Areas in the Official Community Plan**.



Relevant Design Guidelines

General Urban Design Guidelines (2022).

Ground-oriented, attached, or missing middle housing design guidance as required.

Integrated Mobility

Safe, sustainable, and integrated local mobility options can support individual well-being, community vitality, and climate action objectives.

This plan seeks to support city-wide mobility objectives by identifying opportunities to improve Hillside-Quadra's local transportation system.



Over time, transform transit corridors as places for people, that prioritize efficient service, urban forest, placemaking and accessibility.

Improve local connectivity to key destinations throughout the neighbourhood.

Make walking, wheeling, and transit safer, more efficient, and more enjoyable.

Test parking management strategies that better balance the needs of businesses, residences, public space and sustainable mobility.

Relevant Policies and Bylaws

Official Community Plan
GO Victoria, Sustainable Mobility Strategy
Urban Forest Master Plan
Streets and Traffic Bylaw
Subdivision and Development Servicing Bylaw
Zoning Bylaw (parking)

Intent and Objectives

These objectives provide context and overarching guidance for mobility in Hillside-Quadra when interpreting the policies that follow.

Support Sustainable Mobility in Victoria

Advance the policy objectives and targets outlined in *GO Victoria*, the City's sustainable mobility strategy:

- Integrate land use and transportation.
- Align different transportation networks.
- Improve multi-model level of service.
- Value the public right-of-way.
- Operate and maintain our assets.

Advance the six key priority areas in *GO Victoria*:

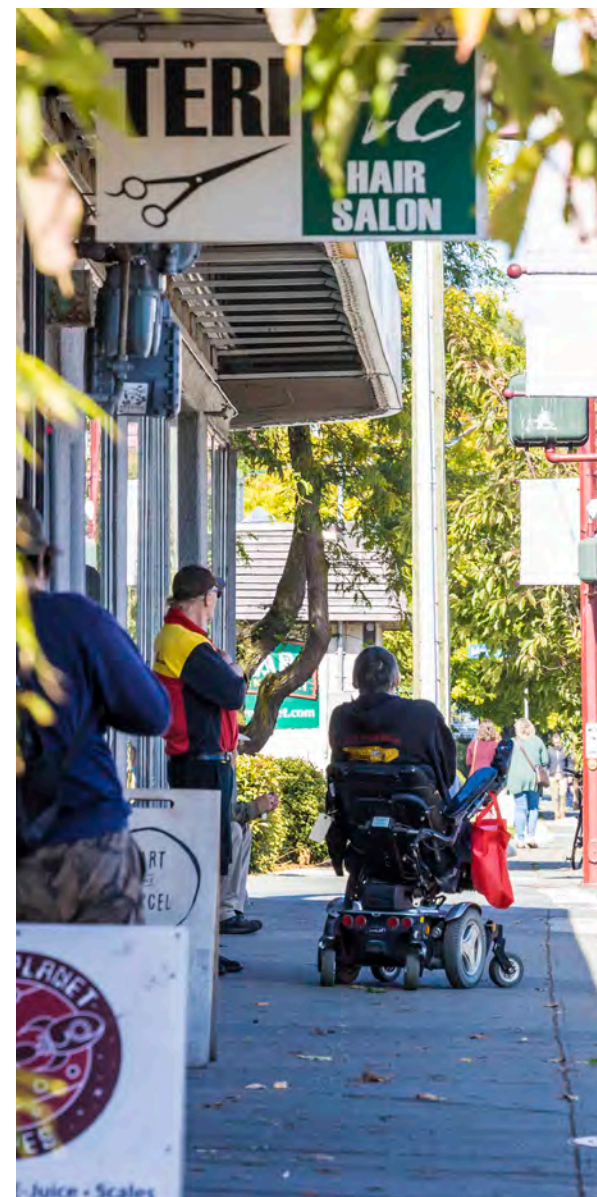
- Achieve Vision Zero to eliminate traffic fatalities.
- Transform public transit.
- Accelerate active and accessible transportation.
- Shift to zero emissions.
- Rethink the curb.
- Harness data and technology to improve transportation choice and efficiency.

Transform Corridors

Enhance corridors as places for pedestrians, those using mobility devices, and transit.

Improve Walking and Wheeling

Consider enhancements to mobility for people walking, cycling, or using mobility devices to support the future vision for Hillside-Quadra's villages, placemaking features, and improved connections.



8. Mobility Corridors - General Directions

Frequent Transit Corridors provide opportunities to make room for new housing, advance, reliable, sustainable mobility options, and transform busy streets into places for people. This plan works together with city-wide policies and regulations to guide the design and functions of **mobility corridors** in Hillside-Quadra.

Quadra Street Corridor

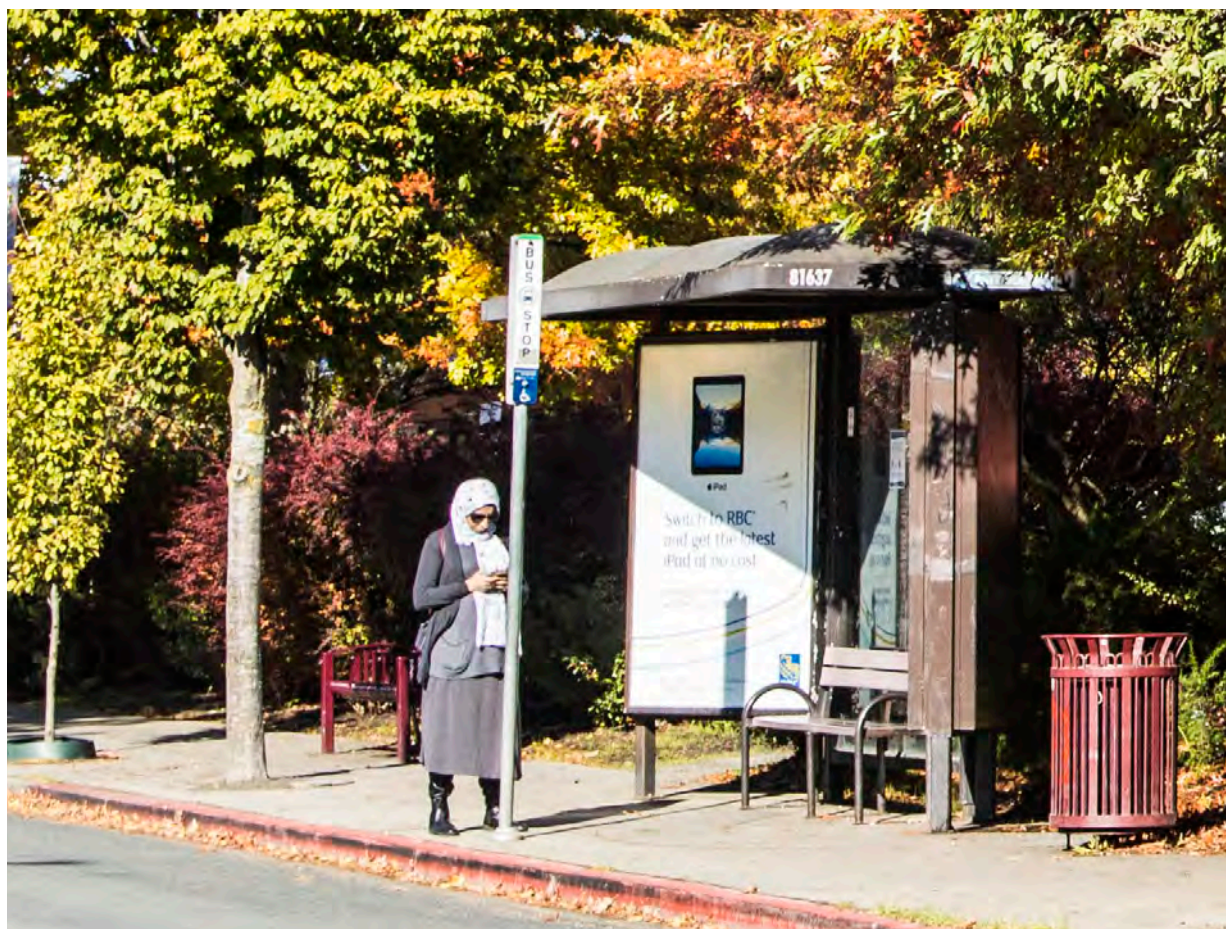
Priority Travel Modes: Recognizing the limited right-of-way and limited opportunities to procure additional right-of-way particularly in areas with heritage assets, improvements are focused on the following priority travel modes:

- Walking
- Transit
- Vehicles

Pedestrian and Transit User Focus:

Opportunities to create wider sidewalks and improved transit facilities through redevelopment or as funding and programming permits are a priority for this corridor.

A Cultural Corridor: Consider the unique role of Quadra Street as an Arts and Cultural Corridor in land use and mobility policies and decisions.



Hillside Avenue Corridor

Priority Travel Modes: Recognizing the limited right-of-way and limited opportunities to procure additional right-of-way particularly in areas with heritage assets, improvements are focused on the following priority travel modes:

- Walking
- Transit
- Vehicles

Urban Villages

Public Realm Standards: The City will develop Urban Villages Public Realm Design Standards, to apply city-wide, as an update to existing pedestrian standards, which will consider desired sidewalk widths to accommodate accessibility, village activity, pedestrian traffic, and furnishing and frontage zones consistent with best practices and local contexts.



Integrated Mobility | Mobility Corridors - General Directions

Map 11: Victoria Transit Priority Corridors (For reference only, please see Official Community Plan).



The "Victoria Region 25 Year Transit Future Plan" and "Victoria Regional RapidBus Implementation Strategy" are administered by BC Transit and may be subject to change (Transit Exchange Study Areas and Mobility Hubs provided as approximate areas of opportunity).

9. Local Mobility - Policies

Safe, comfortable and efficient walking, wheeling, and rolling options advance sustainability and contribute to happier, healthier, and more vibrant communities. This plan identifies improvements to local networks that can happen over time through regular city processes or redevelopment.

Quadra Street

9.1 Integrated Mobility Study: Complete a comprehensive integrated mobility study and design for Quadra Street between Pandora Street and Tolmie Avenue, to inform investments to be made through capital programs and adjacent private re-developments, with the following considerations and draft directions:

9.1.1 Through redevelopment and investments, plan for future improvements on Quadra Street as an inter-municipal mobility route that serves transit and emergency services, as well as pedestrians and those with mobility devices.

9.1.1 Enhance the pedestrian environment and transit experience in and adjacent to villages with wider sidewalks and street trees, seeking to balance the needs of people walking, cycling, using mobility devices, taking transit, and driving.

9.1.1 Develop convenient bicycle parking with new commercial development, and in the public realm in key locations, such as Kings Road, Fifth Street, and Graham Street for cyclists accessing Quadra Village; at small urban villages; and other key destinations including schools and community facilities.

9.1.1 Pilot an integrated location for safe, secure, and sheltered bicycle parking combined with a bicycle maintenance station in Quadra Village, possibly along Kings Road near Quadra Street.

9.1.1 Establish a mid-block crossing of Quadra Street between Hillside Avenue and Kings Road as resources allow.

9.1.1 Explore a crossing in the area of Summit Street as part of a Summit Street greenway.

9.1.1 Identify opportunities to enhance pedestrian comfort in the area of Quadra and Tolmie.



Hillside Avenue

9.2 Integrated Mobility Study: Complete a comprehensive integrated mobility study for Hillside Avenue between Blanshard Street and Cedar Hill Road, to inform investments to be made through capital programs and adjacent private re-developments, with the following considerations and draft directions:

9.2.1 Prioritize public transit and pedestrian amenities on Hillside Avenue, while retaining some commercial loading functions.

9.2.3 Reallocate road space on Hillside Avenue to support public transit and accessible pedestrian environments.

9.2.4 Consider changes to the management of the Hillside right-of-way that support pedestrian comfort, mobility for transit and automobiles, and access to businesses and cultural venues. This may include prioritizing transit service during peak hours, allowing on-street parking during off-peak (non-rush-hour) times, upgrading, enhancing, or adding pedestrian crossings, and replacing parking bays with landscaping, pedestrian areas, and/or transit stops where sidewalk width is currently compromised.

9.2.5 Explore the feasibility and desirability of additional pedestrian crossings in the areas of Wark Street (as part of the Dowler-Glasgow Greenway), Fifth Street, and/or Prior Street.

9.2.6 Determine longer-term right-of-way needs to support transit and automobile movement, pedestrian comfort, and street trees that can be implemented through redevelopment.

Cook Street

9.3 Integrated Mobility Study: Complete a comprehensive integrated mobility study for Cook Street between Pandora Avenue and Finlayson Street, to inform investments to be made through capital programs and adjacent private re-developments, as outlined in the North Park Neighbourhood Plan.



Improving Local Mobility in Hillside-Quadra

Local mobility improvements are realized in multiple ways, often through the redevelopment of adjacent properties and asking for additional public right-of-way.

Hillside-Quadra residents can request other improvements, like new crosswalks, through the City's Traffic Calming Program. Some are identified in this plan while others may be identified through future processes or individual or community requests. Requests are reviewed to see if traffic calming is the best solution, and then prioritized with other locations city-wide.

Neighbourhood Connections

9.4 Greenway System: Develop an integrated system of tree-lined greenways linking homes and parks, urban villages, community centres, schools, and other destinations with comfortable, safe connections for people walking, riding or rolling.

9.4.1 Consider improvements to comfort and safety, crossing enhancements, and integration of trees, landscapes, and natural habitats on corridors.

9.5 Lang and Highview: Consider opportunities to support a Lang Street-Highview Street public space and community commercial corners through community-initiated placemaking and development.

9.6 Crossings: Consider enhancements to crossings as indicated on Map 10, as well as at Vista Heights and Cook Street and/or Higgins at Cook (not pictured on map).

9.7 Development - Sidewalks: Through redevelopment seek wider, accessible

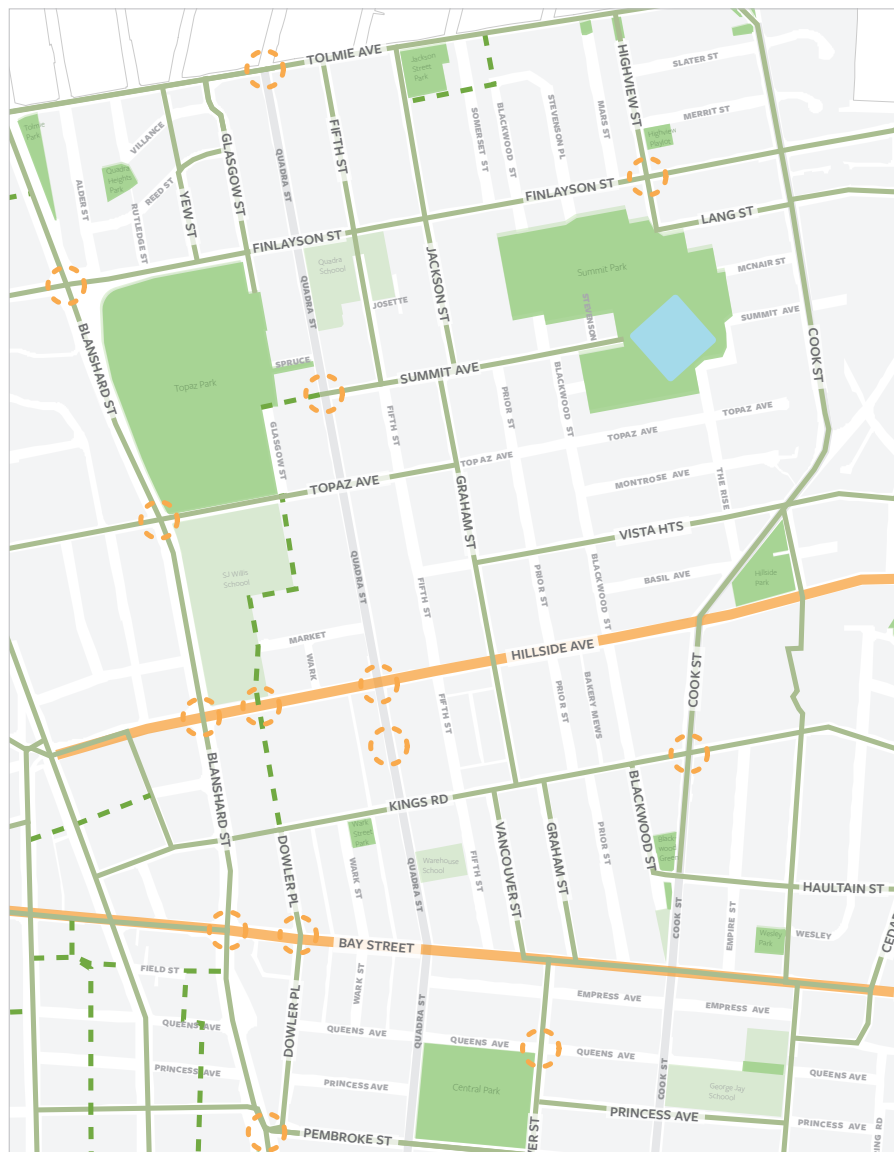
sidewalks with a boulevard accommodating street trees.

9.8 Cycling Connections: Complete bicycle connections as part of the All Ages and Abilities Cycling Network.

9.9 Summit Long-term Care Facility: Consider opportunities to improve connections between the Summit, Quadra Village, and other neighbourhood assets and amenities, including through accessible access to the envisioned Quadra Mews.



Map 12: Greenways Network with desired pedestrian and crossing improvements (for reference only, please see Official Community Plan).



About the Greenways Network

The Greenways Network Map illustrates existing and desired routes for safe, convenient, and/or pleasant walking and rolling. Improvements to greenways may be realized through several City programs including the *Traffic Calming and Crosswalk Program*, the *Pedestrian and Bicycle Master Plan* implementation, the *Transit Shelter Program*, *Road Rehabilitation Program*, *Active & Safe Routes to School* initiatives, regional transportation network investments, and major redevelopment projects.

Legend

- Neighbourhood Greenways
- Future Greenway Opportunities
- Key transit corridor in need of pedestrian improvements
- Desired crossing or crossing improvement

About the Cycling Network

The Cycling Network Map highlights existing and planned All Ages and Abilities (AAA) bicycle facilities. AAA facilities offer a greater degree of safety and comfort. Design treatments will vary depending on the context. Examples include protected bicycle lanes (one-way and two-way), off-street pathways (cycle only or multi-use), and shared-use streets with lower vehicle volumes, speeds, and signage (advisory bicycle lanes and neighborhood bikeways).

The City's AAA plan was adopted in 2016. Once the network is complete, 95% of the municipality will be within 500m of a AAA cycling route, providing safe and convenient access to village centres, parks, recreation centres and schools for all types of riders.

Other components of the cycling network are shown (both existing and desired). These may include painted bicycle lanes, painted buffered bicycle lanes, and signed bicycle routes. Working with partners and private land-owners, the City will continue to be opportunistic to add facilities and improve existing facilities (including addition to the long-term AAA network) as appropriate.

Map 13: Cycling Network (for reference only, please see Official Community Plan).



10. Parking - Intent and Objectives

These objectives provide context and overarching guidance for mobility in Hillside-Quadra when interpreting the policies that follow.

Value the Right-of-Way

Per the goals and objectives in *GO Victoria*, the City's sustainable mobility strategy, value the city's limited right-of-way to support access for people, sustainable travel behavior and convenient access for high-occupancy, low-carbon, and active travel modes and the efficient delivery of goods.

Manage Parking for All Needs

Given the limited allocated parking and curb space in and near Hillside-Quadra's villages, prioritize parking management to encourage turn over and align with broader goals, including accessibility, vibrancy, and local economic development.



Parking - Policies

Parking influences how we live and move about the city, how businesses thrive, and our sustainability objectives. Curb space is valuable public space. This plan works together with city-wide policies and regulations to guide parking.

Parking Management

10.1 Parking Strategy: Evaluate and deliver parking management strategies for Quadra Village and small urban villages which seek to balance the needs of mobility, access to businesses, residential parking and other curb uses.

10.1.1 Expand bicycle parking at key destinations, including urban villages.

10.1.2 Evaluate the viability of adding off-peak-hour on-street parking to Hillside Avenue as term-limited parking.

10.1.3 In and near small urban villages, seek a balance between residential parking and allowance for term-limited parking during business hours to support the vitality of businesses, most of which must rely on both local and destination customers.

10.1.4 Evaluate the introduction of pay parking within Quadra Village to encourage turnover.

10.1.5 Support the creation of public spaces within the right-of-way where appropriate.

10.1.6 Expand accessible parking options serving urban villages.

10.1.7 In the long-term, support transportation demand management (TDM) methods such as increased and diverse bicycle parking, car share spaces, and others.

10.2 Parking Requirements: Consider updates to relevant bylaws which reduce parking requirements for commercial uses where appropriate (e.g., where the use does not require extensive parking and/or where alternative mobility options are highly accessible).



Managing Curb Space in Hillside-Quadra

On-street parking in Hillside-Quadra is a mix of time-limited, residential only, and unrestricted. This parking is public space that can serve a multitude of needs, including for businesses and residences, cars and bikes, and public spaces like seating or greenery. It can also provide additional space for walking and wheeling.

The City manages curb space and a key target in GO Victoria is to ensure that by 2023 all curb space in the city is valued, managed and prioritized.

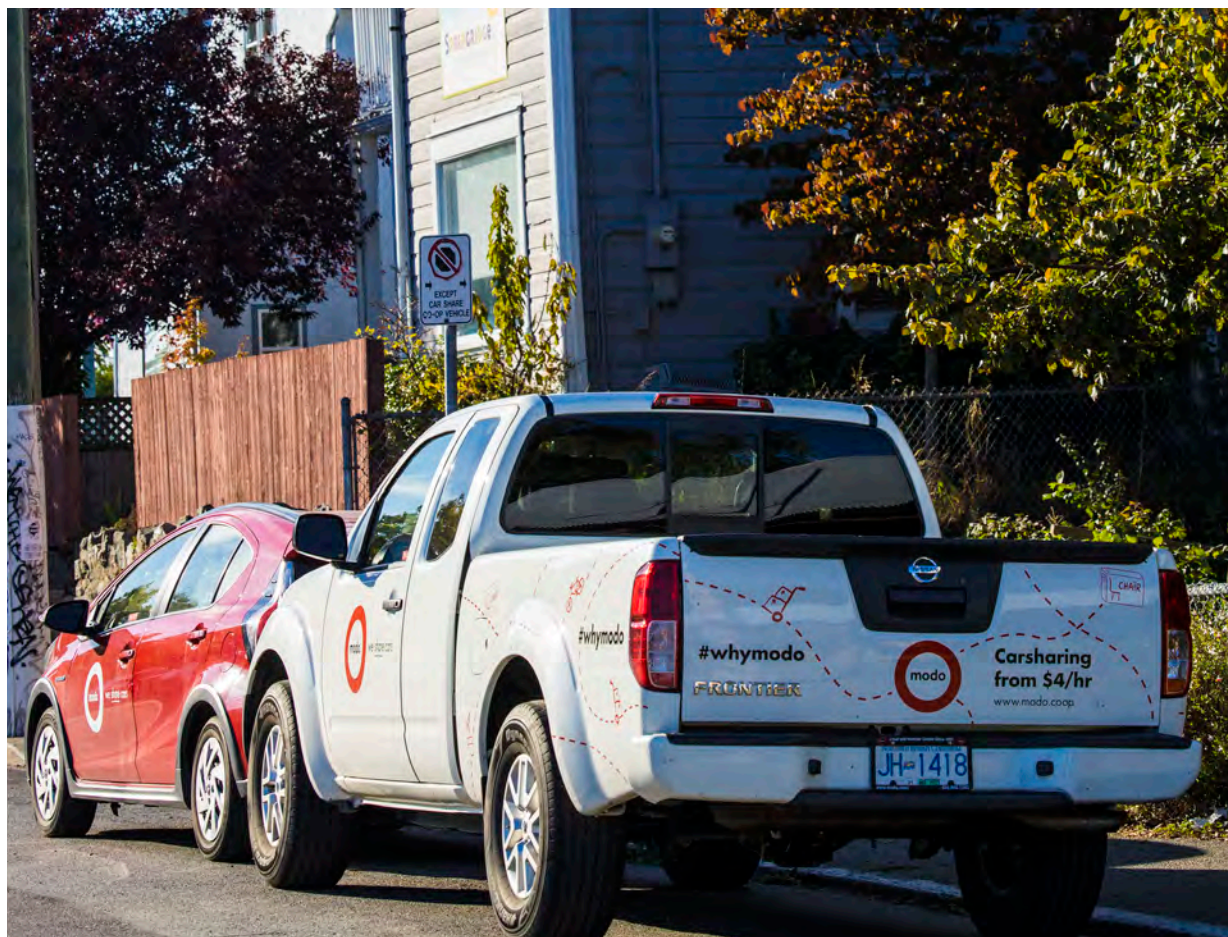
Parking Modernization

10.3 Parking in New Development:

Seek to implement parking management solutions for new housing, including shared parking, reduced parking requirements, and transportation demand management (TDM), particularly for purpose-built rental projects and for new housing near large urban villages, active transportation routes and frequent transit routes.

Transportation Demand Management (TDM) supports more sustainable transportation choices by offering incentives, information, and infrastructure, like bike shares, that make it easier and more appealing to live car-light.

**Transportation
Demand
Management**

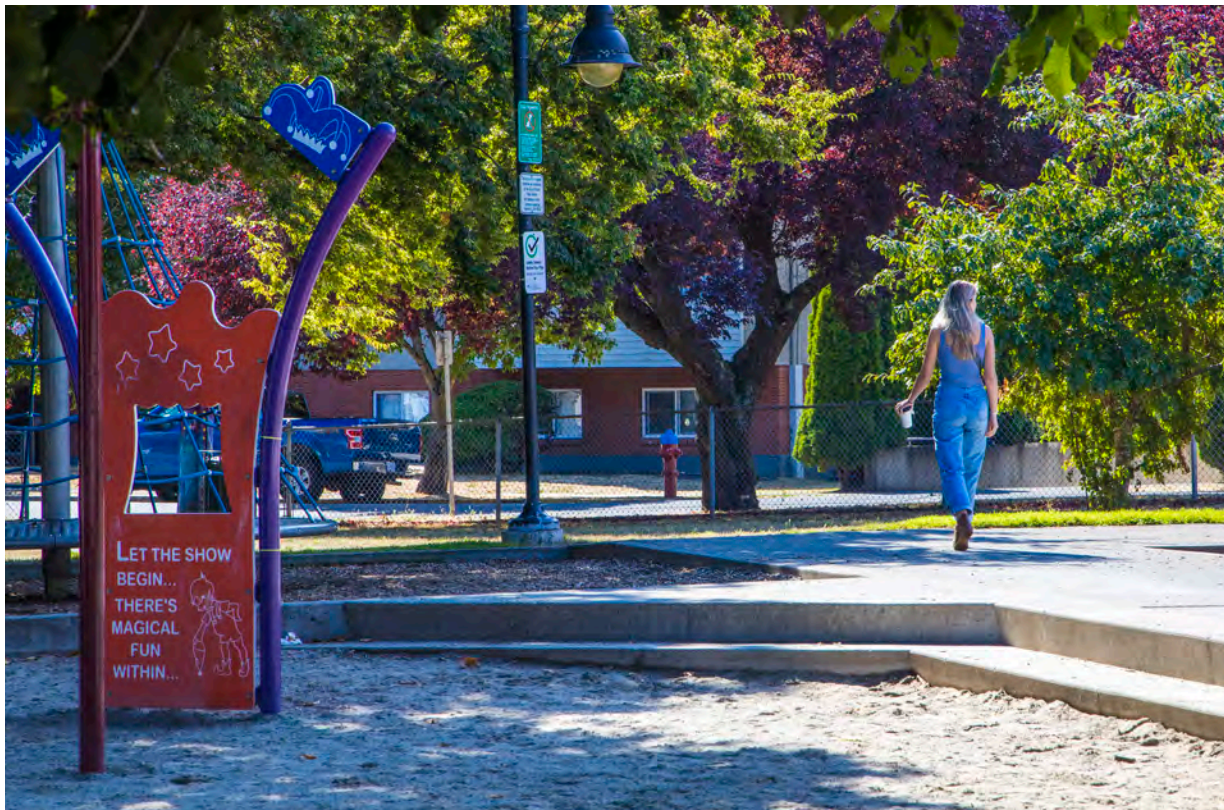


Parks, Facilities, and Community Assets

Parks and open spaces are a centerpiece to Hillside-Quadra's character, culture and vibrancy, while facilities and other community assets provide spaces and programs to connect and build a resilient community.

This plan seeks to support city-wide objectives and identifies priorities for local use of these spaces.

- ▶ **Meet the parks and open space needs of the growing population.**
- ▶ **Emphasize equity, diversity and inclusion in planning, designing, and improving parks, open spaces, and community facilities.**
- ▶ **Grow the urban forest in public and private lands.**



Relevant Policies and Bylaws

Official Community Plan
Parks and Open Space Master Plan
Urban Forest Master Plan
Tree Protection Bylaw
Design Guidelines
(Development Permit Areas)
Zoning Bylaw

11. Parks, Facilities, and Community Assets

Parks and Open Space Planning

The City's *Parks and Open Space Master Plan* provides a high-level road map guiding planning, management, and investment over 25 years. It includes priority short-term, medium-term, and ongoing actions. Individual parks and open spaces may have a park improvement plan to guide improvements. Funding for municipal park improvements comes primarily from the City's tax base or capital reserves. New development also contributes Development Cost Charges (DCCs), which can help to fund park improvement and acquisition based on needs generated by the anticipated population increase.

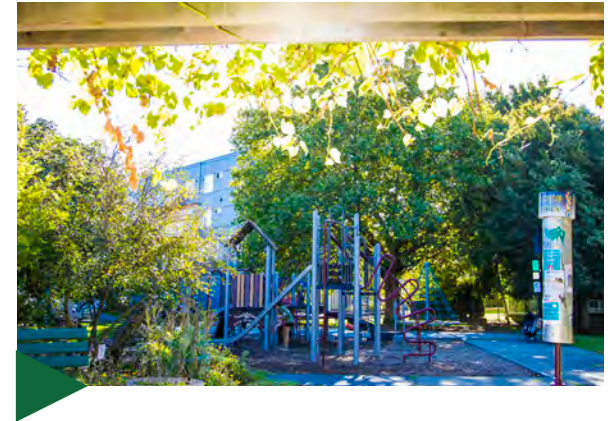
Parks and Open Spaces in Hillside-Quadra

The *Official Community Plan* calls for 99% of Victorians to have a park or open space within 400m of home by 2041. Hillside-Quadra as a whole meets this target.

However, some of the open spaces highly valued and used by the community are not permanent and ideas to fill gaps are highlighted in this plan. Opportunities to add or expand green space or environmental enhancement are also identified.

The *Parks and Open Space Master Plan* reflects a theme that was common throughout engagement – the desire to locate a water/spray park in the northeast area of that city because of the limited access to the waterfront.

The *Topaz Park Improvement Plan* provides a long-term vision for enhancements to the largest greenspace in Hillside-Quadra. Through 2021-22 the City is investing approximately \$8 million in the initial phase of implementation, adding a new skate park, bike skills park, improved accessibility features, and artificial turf sport fields. Future phases will offer new sport courts, upgraded recreation amenities, new pathways, an improved dog off-leash area, and more.



Improving Parks and Open Space in Hillside-Quadra

Parks and Open Space improvements are guided by the *Parks and Open Space Master Plan*. This plan identifies ways to improve parks for the desired uses identified by residents, and aligned with city-wide plans.

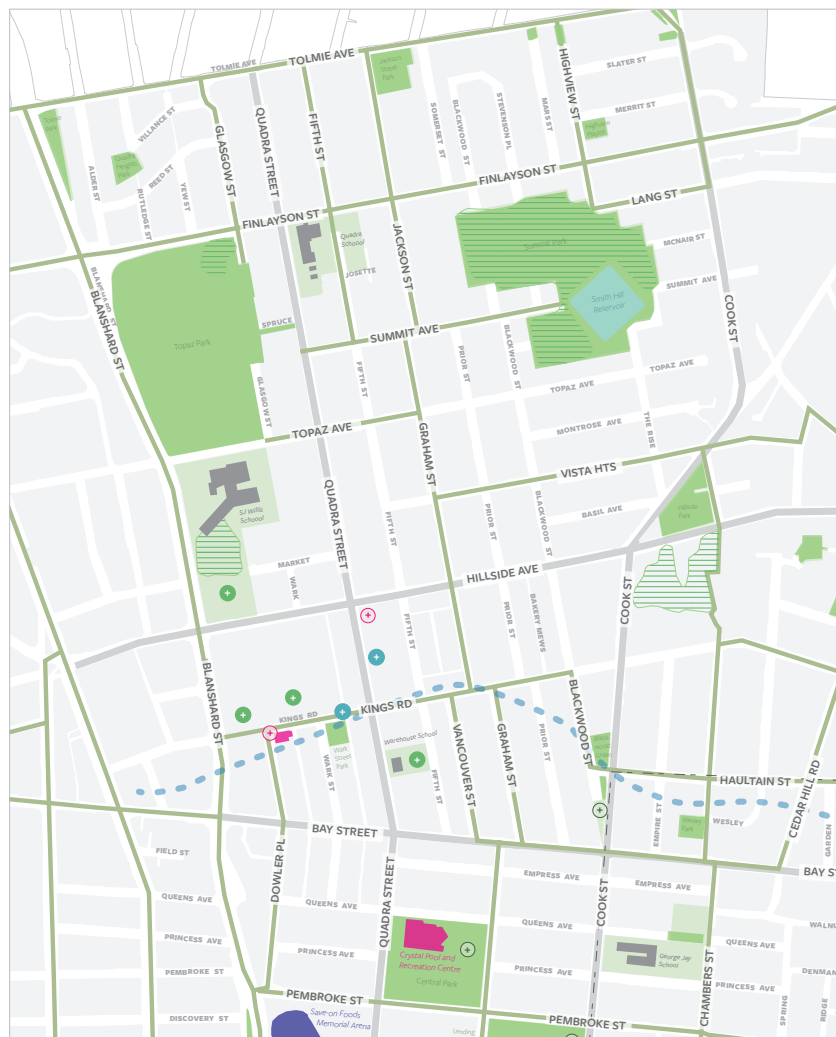
Prioritization and resourcing for parks planning, acquisition, and improvement projects are provided through shorter-term strategic plans and budgeting.

Parks, Facilities, and Community Assets

Hillside-Quadra Parks, Facilities, and Community Assets

Jackson Park
 Highview Park
 Quadra Heights Park
 Peacock Hill Park (Saanich)
 and Mars Street Park
 Topaz Park
 Summit Park
 Blackwood Park and
 Blackwood Green
 Wark Street Park
 Quadra Village Community Centre
 Community Garden at the Summit
 Health Care Facility
 (Island Health Property)
 Quadra School Playlot
 (School District Property)
 SJ Willis School
 Apothecary Garden at
 Warehouse School
 (School District Property)






Map 12: Existing and Desired Parks, Open Spaces and Community Assets in Hillside-Quadra



*Greater Victoria School District properties provide valuable green and open space to the community. While not owned or managed by the City, the spaces are shown here to reflect their importance and the community desire to continue to provide public access or enhanced community use.

Legend



Existing amenities

-  Park or Open Space
-  Community or Recreation Centre
-  School
-  Stadium or Arena
-  Neighbourhood Greenways (see Map 12)

Desired amenities

-  Desired park or open space*
-  Enhancement to existing park or open space
-  Enhancement to existing community amenity
-  Desired plaza or public space*

Ecological assets for enhancement, recognition, or preservation

-  Former route of Rock Bay Creek
-  Sensitive Ecosystem (Woodland) Identified in Official Community Plan

*Locations are general or approximate and may represent one idea among many; additional planning may be required.

Intent and Objectives

These objectives provide context and overarching guidance for parks, facilities, and community assets in Hillside-Quadra when interpreting the policies that follow.

Protect the Environment

Parks and open spaces protect and improve native ecosystems and help the city adapt to climate change.

- Increase protection and enhancement of native ecosystems in parks and open spaces across the city.
- Improve sustainability and ecosystem services.
- Mitigate and adapt to climate change.

Foster Engaging Experiences for Everyone

The parks and open spaces system meets current and future needs of Victoria residents, provides a range of different experiences, encourages active living and is multi-functional, inclusive, and accessible.

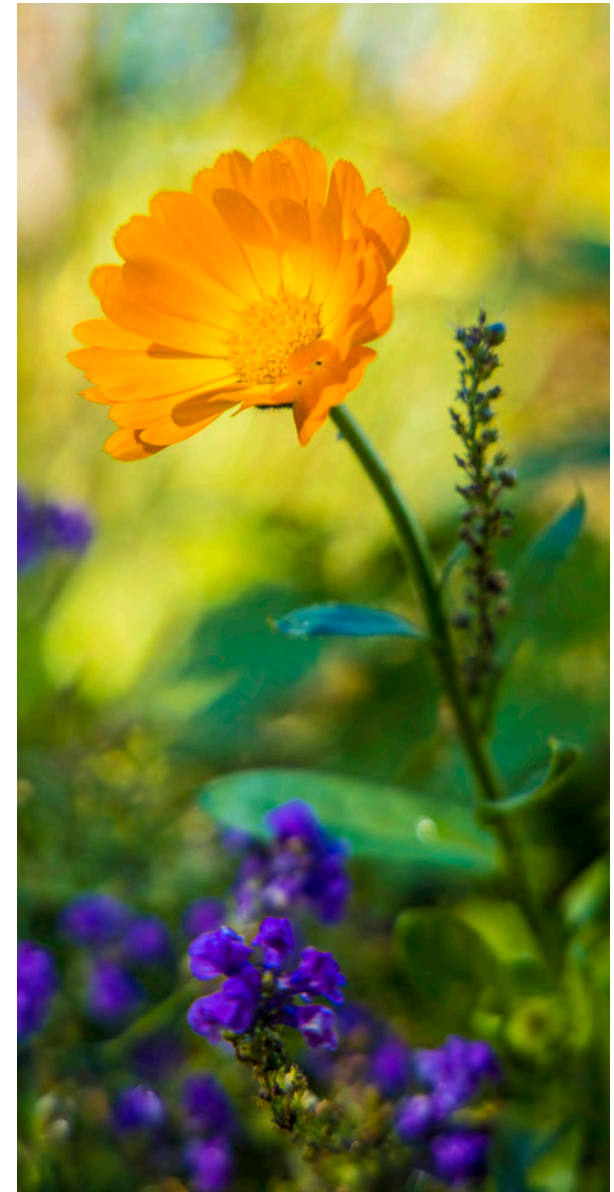
- Parks and amenities are equitably distributed and well maintained.
- Expand the variety of experiences and activities within the parks and open spaces system.

- Parks and open spaces offer a wide variety of activity spaces that contribute to the health and wellness of residents and engage youth and children.
- Improve and maximize the utility of existing sports amenities.
- Encourage community gardening and local food production by providing multi-generational, collaborative opportunities for learning and growing.
- Parks and amenities are easy to find and well-connected by pedestrian and cycling routes.

Celebrate Victoria

Special places and amenities in the parks and open spaces system animate the city and support events for residents and visitors.

- Parks and open spaces highlight Victoria's unique features and character, and support arts, culture, and tourism.



Parks, Facilities, and Community Assets - Intent and Objectives

Strengthen Partnerships

Community members, stewards, and partners help enhance all parks and open spaces in the city.

Collaborate with owners of public green space, other partners, and volunteers throughout the city to maximize community benefits.

Maintain and Enhance the Urban Forest

The urban forest, habitat, and native ecosystems are maintained and enhanced per the directions in the *Urban Forest Master Plan*.

Community Facilities

Continue to support the current and evolving needs of the diverse population in Hillside-Quadra including households of all ages, incomes, family types and lifestyles.

Local Food Systems

Build and enhance access to a network of community food systems to reflect the values of health, social connection, food security and sustainability.

Continue to support opportunities to grow, access, and learn about food close to home and encourage the prioritization of equity, diversity and inclusion in food, cooking, and gardening programs.



Policies

Parks and open spaces, community facilities, and other assets contribute to the well-being of Hillside-Quadra and can help to foster a more equitable, inclusive community.

Parks and Open Space

11.1 Community Priorities: Through the future expansion of parks or the development of park improvement plans, consider the following community priorities:

- Introducing a water or spray park and/or other water features that help draw people to and animate the space.
- Incorporating more benches, tables, and sheltered areas for weather protection and seasonal comfort in parks and public open spaces.
- Incorporating public washrooms and drinking fountain facilities.

11.2 Indigenous Spaces: In partnership with Indigenous people, seek opportunities to create or enhance spaces that support gathering and cultural practices.

11.3 Outdoor Music: Through planning for arts and culture facilities and implementation of the *Music Strategy*, consider the location of

an outdoor space designed to accommodate small-scale, outdoor music performance in the northern/central neighbourhoods of Victoria, complementing the Cameron Bandshell at Beacon Hill Park.

11.4 School District Sites: Seek to preserve, program, and enhance green spaces at School District properties for public use, including:

11.4.1 At the Warehouse School at 2549 Quadra Street.

11.4.2 At the SJ Willis School.

11.5 Greenway Network: Develop an integrated system of tree-lined greenways linking homes and parks, urban villages, community centres, schools, and other destinations with comfortable, safe connections for people walking or rolling, as indicated on Map 10. Along greenway routes, consider enhancements to comfort and safety, crossing enhancements, and integration of trees, landscapes, and habitat corridors.



Local Food Systems

11.6 Community Gardens: Support community-led efforts to enhance or establish additional community gardens (including allotment gardens, commons gardens or community orchards) and to develop other community-led gardening initiatives through the Growing in the City program.

11.6.1 Continue to support the establishment of the community garden at 955 Hillside Avenue.

11.6.2 Support the efforts to establish a community garden at Evergreen Terrace and seek community garden spaces for residents as part of any rezoning of this site.

11.6.3 Coordinate with community partners and the School District to develop a long-term plan for the community garden (Apothecary Garden) at the Warehouse School site.

11.7 Food Security: Through community-led programming, support programs and spaces that encourage food security and social cohesion. This may include:

11.7.1 Offer programs to involve more people, including lower-income households, in community gardening to realize social, health and food security benefits.

11.7.2 Continue food distribution and food security programs (e.g., “Good Food Box”, Free Market) within the neighbourhood.

11.7.3 As part of any future expansion in community facilities, consider the need for additional capacity for commercial kitchen uses and space for family meal programs (e.g., “Family Dinner”, cooking programs, social enterprise).

11.7.4 Through community-led efforts, identify opportunities for a youth-run social enterprise (e.g., youth operated café).



Supporting Food Systems in Hillside-Quadra

Growing, cultivating, and sharing food is important to Hillside-Quadra residents.

Victoria’s Growing in the City program supports urban food production on public and private land. The program supports urban food production on private land in new developments, provides resources and support for community-led boulevard gardening, bee and hen keeping, urban food trees, rooftop greenhouse, the establishment of community gardens, and more. Short-term priorities can be identified in a Community Action Guide.

Parks, Facilities, and Community Assets - Policies

11.8 Food and Vendor Markets: Through community-led efforts, consider future opportunities to establish a food/vendor's market or Farmers' Market serving the area or in the northern/central neighbourhoods of Victoria.

11.9 Gardening in New Housing: Encourage community gardening opportunities in new and existing multi-family housing through voluntary design guidelines, and through general design guidelines for useable open spaces in new development (with opportunities for urban agriculture being identified as one possible use).

11.10 Future Food Systems Planning: Support further exploration of local food systems improvements through community-led planning, including a Community-Led Action process, if there is interest.



Parks, Facilities, and Community Assets - Policies

Community Facilities

11.11 Indigenous Gathering Spaces: In partnership with Indigenous people, seek opportunities to create or enhance spaces that support gathering and cultural practices.

11.12 Community Programming and Space: Expand community facilities / community centre space, through partnerships, facilities planning, and opportunities for amenity contributions through rezoning. Consider the establishment of a “Community Hub” consisting of the Quadra Village Community Centre and expanded spaces that can provide a full range of desired facilities and programming.

11.13 Kings Road Gathering Spaces: Seek to establish an integrated series of public spaces along Kings Road west of Quadra Street, consisting of the existing Wark Street Park, a public plaza or shared street concept for Kings Road, and opportunities for a “Village Green” at 950 Kings Road that may be achieved through partnership and/or amenity contribution.

11.14 Seek amenity contributions through redevelopment: In any rezoning for major sites that add significant residential space, seek indoor and outdoor on-site amenities to support future residents. Specific opportunities include:

11.14.1 Seek indoor and outdoor amenities with any major rezoning of Evergreen Terrace to support current and future residents of Evergreen Terrace, as identified in this plan.

11.14.1 With any major rezoning, seek a public plaza (Quadra Village Public Square) at the Fairway Market site aligned with a mid-block crossing of Quadra Street.

11.15 School Facilities: Work with the School District to make school facilities more broadly available for community programming, sports, and indoor and outdoor gathering.

11.16 Inclusive Services and Programs: Support community organizations and groups to prioritize equity, diversity, and inclusion in their services and engagement with the community, in line with the City’s emerging equity framework.



Implementation and Next Steps

Implementation of this plan will be ongoing. Some ideas may be realized in the near-term, others could take time. This plan will also be updated as required when additional planning takes place.

The policies and ideas in this plan will be implemented over time, in some cases through City strategic plans and annual budgets. In other cases, concepts may only come to fruition as opportunities arise, including through redevelopment proposals or community-led action.

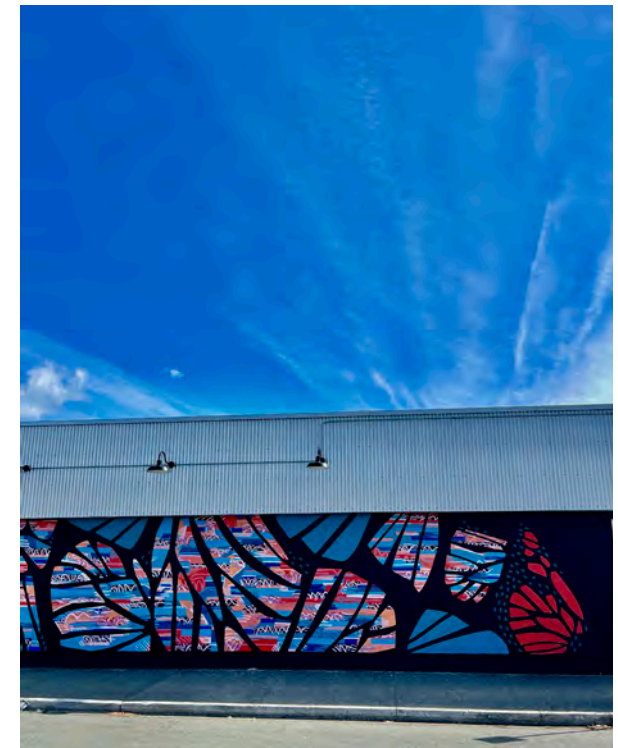
When development proposals or grant submissions are considered by the City,

this plan will be used as reference to guide decision making, together with the *Official Community Plan* and other City plans, policies, and initiatives.

Planning will also continue and this plan may be amended as future work proceeds. Some future work may be coordinated by the City and completed together with the community, other work may be community-led.



The City will support a process to develop a Community-led Action Guide if community members and organizations find such a process to be appropriate or useful.

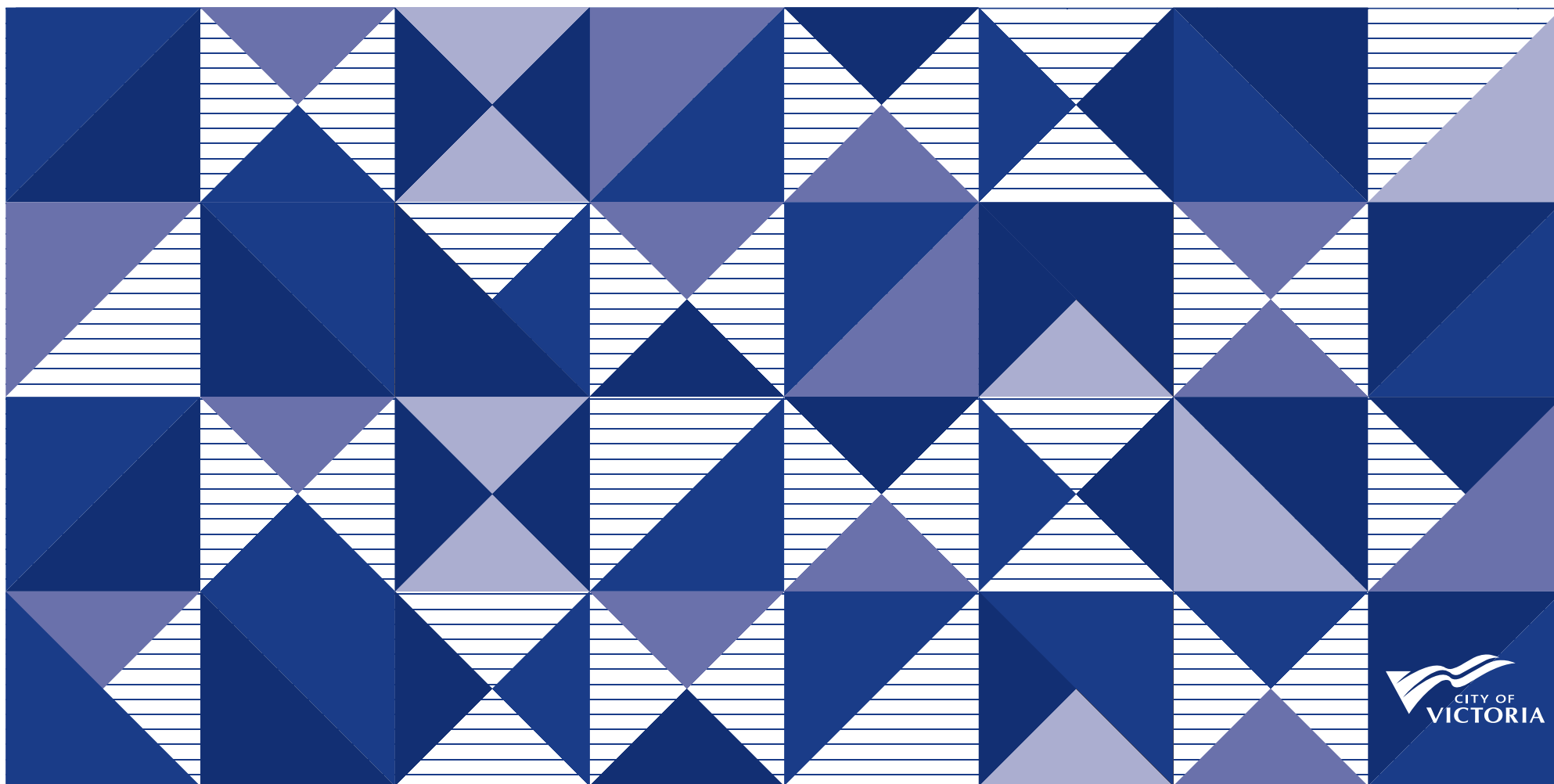


2022

North Park

Neighbourhood Plan | City of Victoria

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



Publishing Information

| | |
|--------------------|---|
| Title: | North Park Neighbourhood Plan |
| Author: | City of Victoria |
| Status: | DRAFT for Council Approval (Spring 2022) |
| Disclaimer: | <p>This Plan may be subject to periodic updates and amendments. Please contact the City of Victoria Planning and Development Department for up-to-date information.</p> |
| Additional Copies: | <p>The City of Victoria Sustainable Planning and Development Department Victoria City Hall, 2nd Floor 250.261.0382</p> <p>Electronic versions available on the City of Victoria website: www.victoria.ca</p> |

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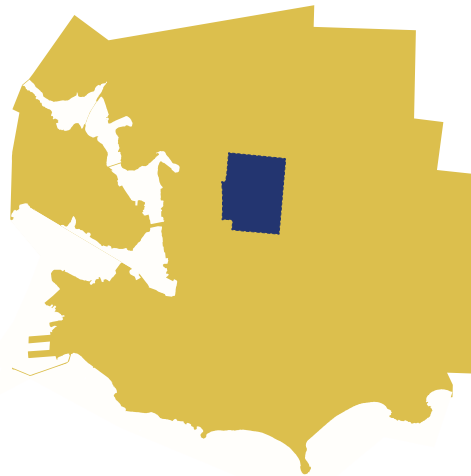
THE CITY OF VICTORIA IS LOCATED ON THE HOMELANDS OF THE SONGHEES AND ESQUIMALT PEOPLE.

What is a Neighbourhood Plan?

This is the Plan for North Park 2040

Long-term Plans Working Together

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



Keeping Up and Catching

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



Addressing Climate Change:

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



Advancing Equity, Diversity

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

Where Are We and How Did We Get Here?

This plan was drafted together with the community.



Early Engagement

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

Planning Together

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

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







Reviews and Revisions

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

Implementation

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

Big Moves for North Park

-  Large Urban Village
-  Commercial corner or new village
-  Placemaking or formalized Public Space
-  Support artisan production
-  Making room for housing
-  Key pedestrian and active transportation routes





1. Envision a Quadra Cultural Corridor

What we heard

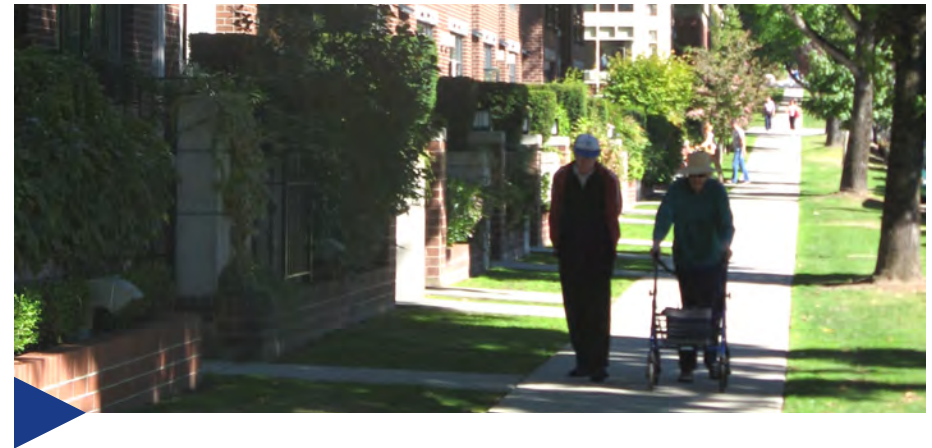
The community identified the many community and cultural assets along Quadra Street, from the Royal Theatre downtown up to the dance studios north of Quadra Village. Residents would like to embrace these assets and enhance the corridor with new activity, while transforming into a comfortable place for pedestrians, with new opportunities for housing and local businesses. The preservation and views of the heritage assets near the downtown is a priority.

What we learned

- Quadra Street is an important bus route.
- The area along Quadra Street near Central Park can accommodate new businesses without impact existing local businesses.

Where we're headed

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



2. New Housing on Green, Leafy Streets

What we heard

While the crossover between North Park and the Downtown Core provides benefits to the North Park community, North Park residents desire a built form that is distinct from the towers of Downtown. New housing is desired for diverse households but residents want a more residential feel, with room for landscaped boulevards, street trees, and front doors that provide better connection to the community.

What we learned

- We need to catch up with housing needs today and keep up with future needs as 11,300 households form between 2020 and 2040.
- The residential area east of Quadra Street can support multi-family housing forms, including rental, but may require flexibility on things like parking requirements to achieve desired forms.

Where we're headed

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



3. Support Space for Makers, Artisans

What we heard

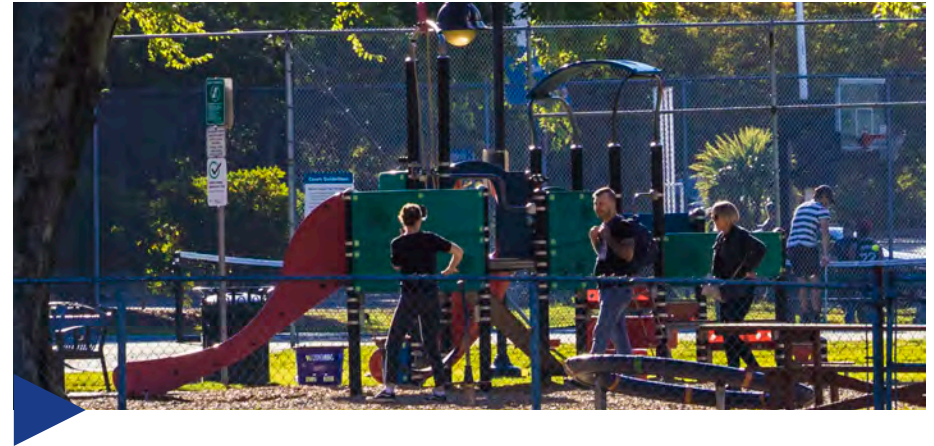
The maker spaces and artisans that operate in and near North Park Village reflect the community's unique identity, provide good jobs and space for creativity. There is desire to support these types of uses into the future, specifically along North Park Street. The need for housing and public realm improvements was also noted.

What we learned

- North Park Street is home to some of the limited stock of light industrial land in the city, and is important to the local economy.
- Innovative approaches to co-locating light industrial and residential uses in a neighbourly way are being explored elsewhere in BC.

Where we're headed

To learn more about how the plan addresses what we heard and learned, **see Section on North Park Street Artisan Area.**



4. Enhance and Expand Access to Parks

What we heard

North Park residents desire more access to green, open spaces. Central Park was identified as an important community asset, serving as a multi-generational gathering place. The nearby Royal Athletic Park is viewed by some as a regional asset with limited local use, that could be better designed and programmed to serve the local community.

What we learned

- The community's desire for more access to open space is reflected in the *Official Community Plan*, which identifies the need for an additional park or open space serving North Park neighbourhood.
- The community values programming by the City and Community Association at Royal Athletic Park has been provided in recent years.
- A new community centre is being planned in this neighbourhood.

Where we're headed

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



5. Envision a People Focused Village

What we heard

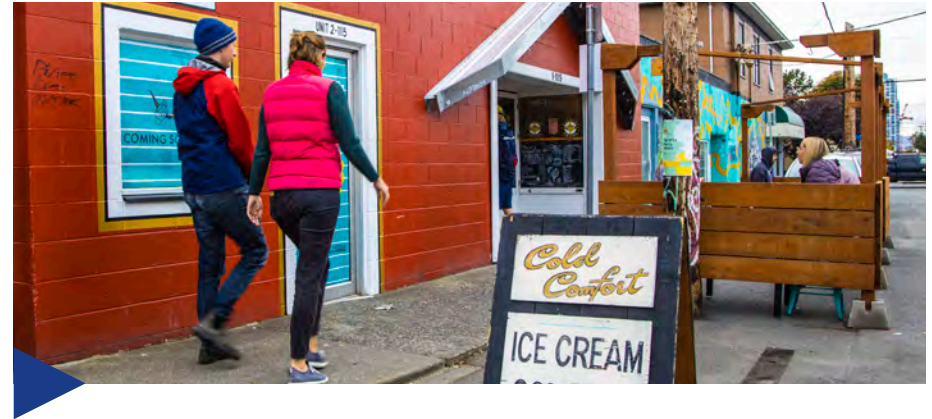
Residents appreciate the variety, age, and size of buildings in North Park Village which allow for a diversity of businesses to thrive. There was general support for some redevelopment to support public space improvements, but some residents highlighted that the level of change and density taking place in nearby Harris Green is not suitable for North Park. Community members highlighted a desire for more trees, and concern for the parking needs of local businesses.

What we learned

- Narrow sidewalks with obstructions run through most of the village and public spaces are limited.
- Businesses in the village today rely on patrons who arrive by foot, bike, bus, and car.
- While the footprint of the village will largely stay the same, some additional business space could be supported within it.

Where we're headed

To learn more about how the plan addresses what we heard and learned, **see Section on North Park Village.**



6. Create Lively Public Spaces

What we heard

Having a central public gathering space in North Park Village was a theme that carried throughout engagement. Residents and businesses see the need for a public plaza that can support a diversity of everyday and special event activity. Near term ideas, like partial or temporary street closures were proposed. In the longer term, a more permanent plaza through redevelopment is desired.

What we learned

- The North Park Community Association worked with the City to establish a plaza along the Vancouver Street cycling route.
- Murals continue to be added throughout the community.

Where we're headed

To learn more about how the plan addresses what we heard and learned, **see Sections on North Park Village and Public Space and Placemaking.**



7. Future Planning

What we heard

Residents may desire additional opportunities to work together to advance other community desires and initiatives, like the location of new community gardens, support for community programs and initiatives, events and markets, and consideration of services to support marginalized, or struggling members of the community.

What we learned

- Subjects of community interest can be advanced by the community with City support through a process like the Neighbourhood Action Guide and ongoing grants and programs.
- City-wide initiatives that work to advance Equity, Diversity, and Inclusion, can engage the North Park community on their unique perspectives and circumstances.

Where we're headed

Visit engage.victoria.ca to sign-up for updates related to initiatives you care about. To learn more about Neighbourhood Action Guides, contact your Community Association or the City's Neighbourhoods Team.



Community Identity

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



Guiding Principles and Objectives

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

1. Advancing equity, diversity, and inclusion.
2. Making room for everyone.
3. Recognizing North Park's role in supporting the city's marginalized residents.
4. Recognizing the community's need for multi-functional, inclusive gathering places.
5. Envisioning the evolution of North Park that is distinct from Downtown, with opportunities to grow the urban forest and foster local connections.
6. Supporting space for makers, artisans, and creative entrepreneurs that have been part of North Park's history and emerging culture.



CITY OF VICTORIA | North Park Neighbourhood Plan 12

About the North Park Neighbourhood

North Park Today

North Park is a neighbourhood characterized by its vibrant, inclusive community and proximity to the downtown core. The community is known for being home to artists, artisans, and makers, as well as families and workers. Many of North Park's residents benefit from its proximity and connections to the downtown core and North Park Village.

Once known as a blue-collar neighbourhood, North Park had some of the highest shares of singles and young adults aged 15-34 in the city in 2016.

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

Map 1: North Park Boundaries



The neighbourhood is bounded by Bay Street to the north, Pandora Avenue to the south, Cook Street to the east, and Amelia Street, Blanshard Street, and Dowler Place to the west.

About North Park

Community Make-up

The neighbourhood has close to 3,600 residents and over 2,000 households. North Park's household composition is diverse, composed of families, seniors, youths, couples, and singles.

The neighbourhood has a high share of multi-family housing and apartments, as well as some single-family homes (with and without suites). Most apartment buildings are closer to Downtown, Pandora Avenue, and Quadra, and Caledonia streets, are typically three to four storeys, and include both rental and strata. Most were built between the 1960's and 1990's. The neighbourhood has a higher share of renters (79% of households) than the city as a whole (at 60%).

See the Neighbourhood Snapshot on page 14 for more statistics.

Community Service and Growth

The area has seen some growth in recent years. According to the City's building permit data, 233 new housing units were built in the neighbourhood between 2012 and 2018, with 3 more building permits approved in 2019-2020. Recently approved project proposals

would result in an additional 148 residential units, primarily in the redevelopment of the Wellburns Building (with retention of historic facades) and a proposed rest home west of North Park Village.

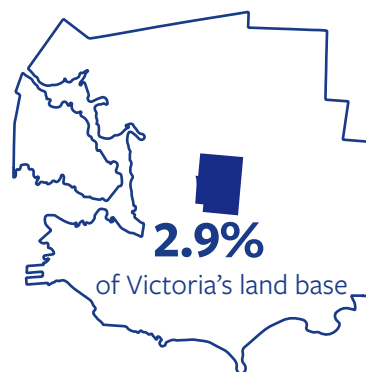
The City recently acquired land at 930 Pandora Avenue for the purpose of creating housing and amenity space. **The site may have the potential to accommodate approximately 200 units of rental and supportive housing in partnership with the Capital Regional District and BC Housing, as well as a community amenity space for North Park and Downtown neighbourhoods.**

In recent years, parts of North Park, as well as other areas within the city, have housed temporary shelters for those without stable housing. During the COVID-19 pandemic, Central Park was used for temporary sheltering by several individuals experiencing homelessness. **In 2021, Community organizations, The Coalition to End Homelessness, BC Housing and the City, worked together with support from the community to establish "tiny homes" at 940 Caledonia, a City owned parking lot across from Royal Athletic Park to support those without stable housing.**



About North Park

Neighbourhood Snapshot



Median Age



Average household size



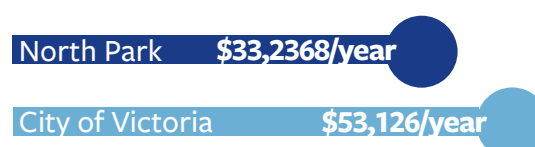
% Total of households that have children at home



Low-income Households



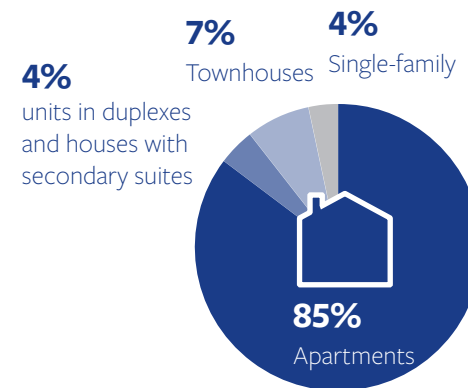
Median Household Income



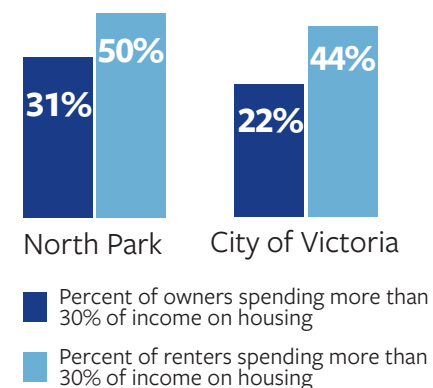
% Households that are one-person households



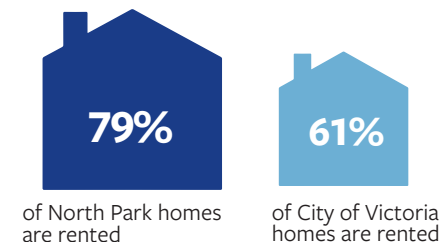
Housing Types



Housing Affordability



Rental Housing



About North Park

Downtown Context

North Park is on the shoulder of Victoria's downtown, an important area for accommodating growth and realizing the Official Community Plan's Growth Framework targets. As such, parts of the neighbourhood are subject to the Downtown Core Area Plan (DCAP), as shown on Map 3.

The area, generally west of Quadra Street and fronting Pandora Avenue is designated Core Residential. The DCAP provides guidance for development in these areas, including a density bonus framework and design guidance aligned with the envisioned development of downtown. The DCAP also provides direction for the conservation of heritage assets along Quadra Street.

This plan sets the land use and framework for areas east of Quadra Street and north of Mason Street, as well as the overarching objectives for the community as a whole.

Map 3: North Park Areas in the Downtown Core Area Plan's Residential Mixed-use District



Legend

- North Park Neighbourhood Boundary
- Portions of North Park within the Downtown Core Area (Residential Mixed-Use District)
- Areas subject to the Downtown Core Area Density Bonus Framework and Design Guidelines



About North Park

History and Heritage

North Park is one of Victoria's oldest neighbourhoods, and it has always had a diverse character and diverse residents, with a variety of building styles, types and uses.

Many prominent members of Victoria's Chinese community have called North Park home, building homes on the neighbourhood's leafy streets as the early farm estates were subdivided.

Parts of North Park's history is still evident in its built form, notably along Quadra Street in the form of older church buildings, in addition to several older character homes near Central Park. More recently, North Park has become one of Victoria's more diverse neighbourhoods, and places of worship for different faiths have been established.

This plan encourages considering and responding to North Park's history and heritage context when designing new buildings, spaces and amenities.

See the Moments in History on page 17 for more of Fernwood's history.

North Park Heritage Features Map

The Heritage Features Map (Map 2 on the following page) illustrates some key heritage features in the neighbourhood. The map recognizes the numerous registered and designated heritage properties in the neighbourhood, particularly in and near Fernwood Village, in addition to a number of older character homes and heritage features.

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

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

Victoria's Official Community Plan recognizes both tangible and intangible heritage features are important. However, most tools to protect, enhance, or recognize heritage tend to be limited to tangible features, largely evident in the built form - a limitation reflected

in the features identified on Map 2. The City of Victoria continues to work to advance its heritage program, together with other organizations and levels of government.



Neighbourhood History

Lekwungen people live, hunt and harvest in the area, cultivating camas fields and Garry Oak meadows. They harvested bark from the meadows and alongside the creeks that marked what is now North Park.

1864: Five acre lots for sale in the southern portion of the neighbourhood are advertised in the Colonist. Originally part of the Hudson's Bay Company's town plans, these lots were quickly subdivided into smaller lots for residential and business use.



c.1902: Royal Athletic Park is used as a playing field. Professional baseball began on the site in 1908, and the City purchased it in 1925 for \$30,000.

1851: Hudson's Bay Company Chief Factor Roderick Finlayson purchases 103 acres, including the northern part of North Park, from the company. Subdivision of the estate began after Finlayson's death in 1892.



1890: The electric streetcar line to North Park is completed, quickening the pace of development. North Park emerges as a working-class neighbourhood not far from the industries of Rock Bay.



1906: The City of Victoria acquires the land for Central Park, the city's second oldest park.

Neighbourhood History, continued



1913: The Sands Funeral Parlour is established at 1612 Quadra Street. In 1933 the business moves to its current location at 1803 Quadra Street.



1948: The Memorial Arena, known as the “Barn on Blanshard,” is built. It was replaced by the Save-On-Foods Memorial Centre in 2005.

Above: The Memorial Arena just after it was built, in 1949.



1927: The first zoning bylaw is implemented, shaping the growth and development of North Park and the rest of the city. Single-family detached zoning made it illegal to build alternatives to the detached house, while existing houseplexes, rooming houses, and apartments in North Park became non-conforming use. **Above:** Zoning Bylaw from 1963.



1971: The Crystal Pool is built, seen above under construction.

Future Land Use Summary

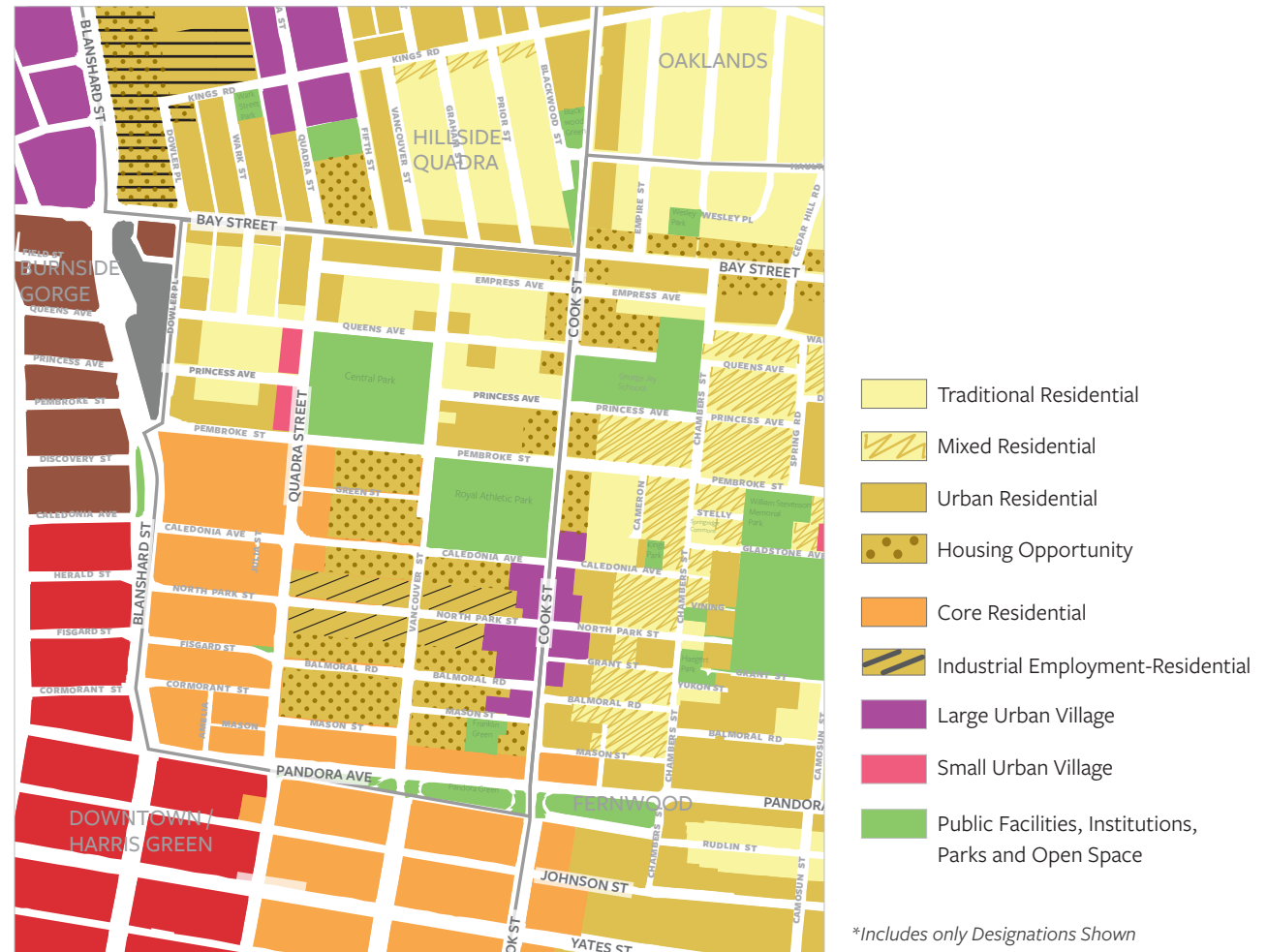
This section provides a summary of future land uses envisioned for the North Park Neighbourhood.

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

Relevant Policies and Bylaws

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

Map 4: North Park Land Use (for reference only, please see OCP).



Land Use Summary Table

Envisioned future land uses are illustrated as Urban Place Designations on Map 4 and are summarized here for convenience. Please see the Village and Housing Chapters for additional details.

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

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

| | Intent | Envisioned Scale and Form | Overarching Policy* |
|----------------------------------|--|---|---|
| Traditional Residential | To encourage a variety of housing options throughout the community and consider small scale commercial on a case-by-case basis in appropriate locations. | Primarily ground-oriented residential forms, including houseplexes and townhouses , consistent with City plans and policies. | Please see, as appropriate, policies and bylaws noted on page 21, plus: <ul style="list-style-type: none"> > Missing Middle Housing Policy (under development) > House Conversion Regulations > Secondary Suite Regulations > Garden Suite Regulations |
| Mixed Residential Housing | To encourage the transition of ground-oriented residential areas to a mix of ground-oriented and multi-unit housing that provide diverse living options at neighbourly scales, including through the retention of character homes through conversion. | A mix of ground-oriented and apartment residential forms at densities of approximately 1.6:1 FSR, consistent with City plans and policies. | Please see, as appropriate, policies and bylaws noted on page 21, plus: <ul style="list-style-type: none"> > House Conversion Regulations > Secondary Suite Regulations > Garden Suite Regulations |
| Urban Residential | To encourage a variety of multi-family housing options in low- to mid-rise buildings. | A mix of low- to mid-rise apartment residential forms at densities of approximately 1.2:1 to 2.0:1 FSR, with higher densities in this range considered where public benefits or affordable housing are provided, consistent with City plans and policies. | Please see, as appropriate, policies and bylaws noted on page 21. |

Future Land Use - Land Use Summary Table

| | Intent | Envisioned Scale and Form | Overarching Policy* |
|--|--|---|---|
| Housing Opportunity | To encourage a variety of multi-family housing options in low- to mid-rise buildings with additional density to support the provision of affordable housing and community amenity, where the site and context allow. | A mix of low- to mid-rise apartment residential forms at densities of approximately 1.2:1 to 2.5:1 FSR, with densities at the highest end of this range considered where substantial public benefits or affordable housing are provided, consistent with City plans and policies. | Please see, as appropriate, policies and bylaws noted on page 21. |
| Core Residential | To encourage a variety of multi-family housing options in low-, mid-, and high-rise mixed use buildings in and proximate to the Urban Core. | A mix of low-, mid-, and high-rise mixed-use buildings at densities that range based on location and context. | Please see, as appropriate, policies and bylaws noted on page 21 in addition to the <i>Downtown Core Area Plan</i> and related policies and guidelines. |
| Small Urban Village | To encourage a mix of commercial and community services primarily serving the surrounding residential area. | Low-rise apartment residential and mixed-use buildings at densities of approximately 1.5:1 to 2.0:1 FSR, with higher densities in this range considered where public benefits or affordable housing is provided. | Please see, as appropriate, policies and bylaws noted on page 21. |
| Large Urban Village | To encourage ground-level commercial, offices, community services, visitor accommodation, and multi-unit residential apartments. | Low-to mid-rise mixed-use buildings at densities of approximately 1.5:1 to 2.5:1 FSR, with higher densities in this range considered where public benefits or affordable housing are provided, consistent with City plans and policies. | Please see, as appropriate, policies and bylaws noted on page 21. |
| Industrial Employment Residential | To encourage light industrial and ancillary uses while accommodating residential on upper floors, as well as live-work uses. | Mixed use buildings with ground floors designed specifically to support light industrial functions with densities of approximately 2.0:1 FSR, with not more than 1.5:1 comprised of housing. Densities of 2.5:1 FSR may be considered for non-market housing projects where the light industrial ground floor build form is still met. | Please see, as appropriate, policies and bylaws noted on page 21. |

Urban Villages and Activity Areas

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

This plan seeks to maintain North Park Village as a unique place with opportunity to meet a diversity of needs, and seeks to support the evolution of other activity areas, including a Central Park Village.



▶ **Support the vitality and resiliency of local businesses.**

▶ **Enable diverse housing options for people of all household types, lifestyles, and incomes.**

▶ **Encourage and support the creation and enhancement of vibrant and inclusive public gathering spaces.**

▶ **Support makers and artisans in the light industrial areas near North Park Village.**

▶ **Encourage the Quadra Cultural Corridor to evolve to further enhance and accommodate creative uses, improved public spaces and housing.**

Relevant Policies and Bylaws

Official Community Plan

Inclusionary Housing and Community Amenity Policy

Design Guidelines (DPAs)

Zoning Bylaw

Tree Protection Bylaw

Arts and Culture Master Plan

Urban Villages and Activity Areas

1. North Park Village

About North Park Village

North Park Village is the heart of the North Park neighbourhood. Residents appreciate the variety of shops and services available throughout the village which spans along Cook Street north of Caledonia Avenue and south past Mason Street, and spills both east and west of Cook Street (including into the Fernwood neighbourhood).

A large hardware store, a pharmacy and clinic, cafés and bakeries, and a liquor store are the main commercial and service anchors of activity in the Village. The Parsonage Cafe, Patisserie Daniel, Castle Building Supply, North Park Bike Shop, WIN Consignment, Jones BBQ, and Mason Street Farm draw residents from across the city and region.

The Village, and the larger neighbourhood, have a long history of serving and supporting marginalized communities. Pandora Avenue is home to Our Place Society which offers diverse support to residents throughout the community. There are several substance use support services and dispensaries in and near North Park Village as well, in addition to the



Urban Villages and Activity Areas | North Park Village

Harbour Overdose Prevention Site, and the Sobering Centre at the Cook Street Health Unit.

Nearby Assets

There are several major community assets in and near the village that strengthen social and physical connections in the neighbourhood and enliven the area. The Crystal Pool & Fitness Centre is located in Central Park and provides year-round programming to all residents of Victoria. Royal Athletic Park offers a variety of sports and recreation opportunities including the Victoria Harbour Cats baseball team, community programming, as well as festivals such as Victoria Beer Week and historically the Rifflandia Music Festival. Nearby Victoria High School grounds offer residents and dog owners a place to gather and socialize. Finally, Franklin Green Park provides a playlot, sport court and community gardens for residents of the neighbourhood.

Connections and Village Features

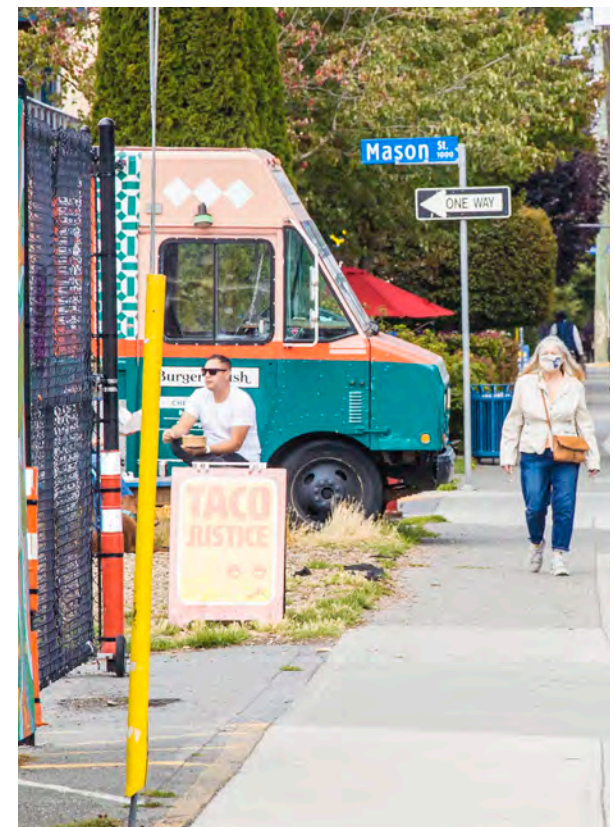
Both Pandora and Cook Street are important bus routes, providing strong connections

to downtown jobs and services as well as connection to Cook Street Village and the waterfront at Dallas Road. The Pandora Avenue protected bike lanes and the Vancouver Street All Ages and Abilities route provide safe cycling opportunities to and around North Park Village and the surrounding neighbourhood. As of 2016, 43% of trips are made by car, slightly lower than the city as a whole (44%), with the balance of trips by walking, cycling, transit or other means.

North Park Village is identified as a Large Urban Village in Victoria's *Official Community Plan*. The area has many of the features that characterize a Large Urban Village, including:

- Ground-oriented commercial along Cook Street, primarily made up of local businesses occupying older commercial or mixed-use buildings with smaller footprints. Services include restaurants, cafés, convenience stores, and personal and professional services.
- A large format grocery store in close proximity, a hardware store, pharmacy, and medical building.

- Cohesive design features such as pedestrian islands, public art features, and banners marking the entrance to the village have improved the public realm.



North Park Village Directions

Maintain and renew light industrial and maker/artisan spaces on ground floors along North Park Street, considering housing above.

Enliven public spaces at or near the village (Royal Athletic Park, Franklin Green, Park, Central Park, and Pandora Green) and seek to add **publicly-accessible** green space.

Encourage the village to “turn the corner” with opportunities for commercial and mixed use along Mason Street to encourage people to walk to and from Franklin Green Park.



Maintain the “fine grain” of smaller **shops** and storefronts in small and medium footprint, car-lite buildings.

Create public plaza space through the evolution of a shared street, temporary or partial closure, or development of a plaza **on a side street**, such as North Park or Balmoral.

Establish a future sense of “gateway” to the village north of the Pandora and Cook Street intersection.

Enhance pedestrian comfort along Cook Street through corner bulb-outs, and establish space for wider sidewalks or corner open spaces, street trees, and patio seating.

Establish a north-south laneway as new development occurs, enabling sensitive transition of buildings in the village to adjacent multi-family housing directly to the east.

Intent and Objectives

These objectives provide context and overarching guidance for North Park Village and should be considered when interpreting the policies that follow.

Incremental Change

Create opportunities for smaller footprint buildings rather than assemblages of existing lots to retain the local-serving nature of the village. Encourage the retention of other features that reflect this nature, like the practical and inclusive commercial uses, public art and placemaking features, and mix of older and new buildings with diverse designs. Support some larger scale redevelopment that complements smaller spaces with visually eclectic storefronts and that can provide a public amenity in the form of a permanent public plaza in a central area of the village.

Business Diversity

Support and strengthen key shops and community services, and a diversity of local eateries, through public realm improvements, outdoor places for gathering and eating, the use of placemaking programs, the maintenance of a variety of smaller-

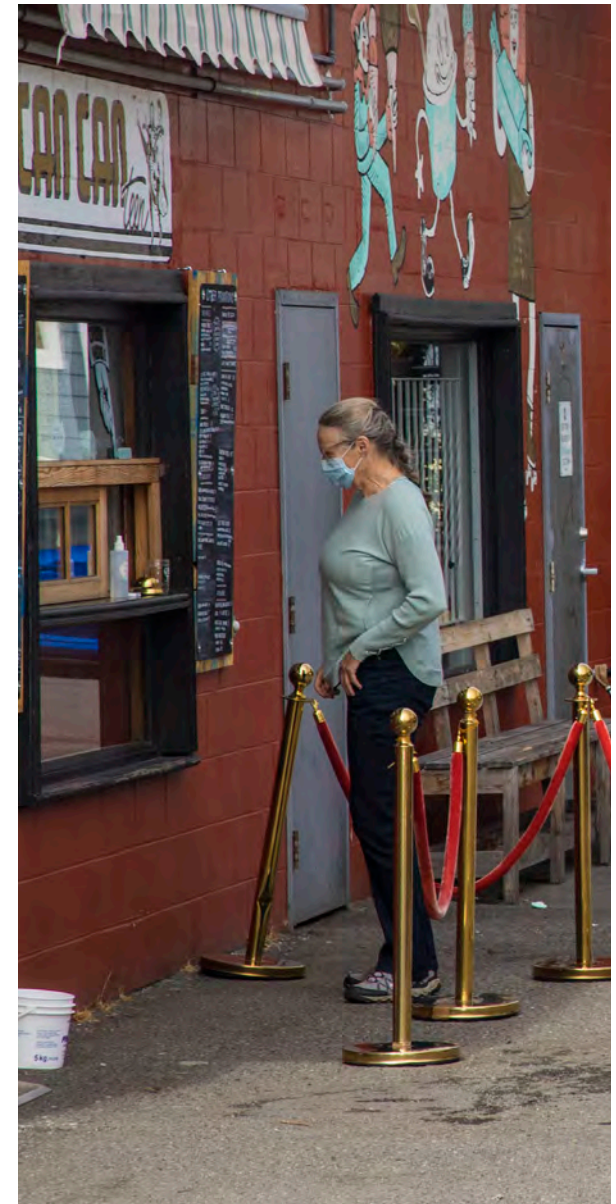
size storefronts, and changes to parking management such as metered parking or flexible parking that accommodates businesses during the day and residents at night.

Arts, Culture and Maker Spaces

Support the retention and attraction of arts and culture spaces for performance, production, learning, and sale, as well as affordable living opportunities. Focus on supporting continued light industrial, artisan and “maker” spaces along North Park Street.

Quality Urban Design

Seek a high-quality design in new buildings and public spaces, guided by the Principles for Urban Design (see Design and Built Form and Public Space and Placemaking sections).



Urban Villages and Activity Areas | North Park Village - Intent and Objectives

Connected Public Realm

Create a high-quality pedestrian realm with interconnected, accessible open spaces, enhanced sidewalks, and laneway connections through public and private investments and new development.

Placemaking and Public Space

In the short-term, seek to provide a dedicated public gathering space in or near the village through community-led and City-supported Placemaking initiatives.

Housing Choice

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

Sustainable Mobility

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

Urban Forest and Landscapes

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

Parking in the Village

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



Policies

North Park Village, along the Cook Street Corridor, is designated as a Large Urban Village. This plan seeks to retain its local-serving, inclusive character while providing some opportunity for redevelopment that can incorporate a central plaza.

General Land Use - North Park Village

1.1 Redevelopment: Within North Park Village, consider **new primarily mixed use development consistent with City policies**. Scale and built form should be generally guided by the OCP Large Urban Village Designation and take into consideration the existing and envisioned context of the **surrounding area** (see policy 1.4).

1.2 Redevelopment with Public Benefit: Consider **increased density, as described in the OCP**, where public benefit is provided consistent with the objectives of this plan and City policies.

1.2.1 When considering development that can provide public benefit, generally encourage heights of 4 to 5 storeys at densities consistent with the OCP, to support a scale that is sympathetic to the existing context and identity of the area.



Conceptual view of North Park Village from Cook Street looking North, illustrating potential public realm improvements, including street trees and wider sidewalks that could be realized through thoughtful redevelopment.

1.2.1 Encourage community amenity in the form of a public plaza where the redevelopment site has a desirable location or context for a central gathering place, consistent with the intent and objectives of this plan.

1.3 Flexibility for Amenity: Provide flexibility in building height and density to achieve amenity objectives and include diverse housing choices (e.g., inclusion of **market** rental housing and/or **non-market** housing consistent with City policies) while creating human-scaled frontages along public streets through setbacks and stepbacks of upper floors.

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

1.5 Encourage Small Storefronts and Frequent Entries: Maintain a walkable village feel by encouraging most new developments to have smaller footprints (15.2-30.5 metres

frontages with no more than 8-10 metres between entries), including by reducing, eliminating, or minimizing vehicle parking requirements which tend to encourage larger building forms (see Mobility section for more details).

1.5 Encourage Housing Diversity in and near the Village: Integrate housing for a variety of households and incomes into mixed-use developments where possible, including rental-tenure housing and non-market or affordable housing.

Business Diversity

1.6 Encourage Local Business Growth:

Encourage small format ground floor uses to better support a diversity of smaller, local businesses and to maintain and create a narrow shop front pattern. Consider the inclusion of “micro” commercial spaces (as small as 150-300 square feet) for emerging businesses.

1.7 Encourage Diverse Commercial and Community Serving Uses: Encourage a diversity of uses within and near the village that reflect the guidelines for a complete Large Urban Village as defined in the OCP.

1.7.1 Recognizing that North Park Village and surrounding area provide valuable services to community members experiencing housing insecurity or health issues, seek to maintain and support these services in a manner that advances the well-being of the entire community, focused on a sense of safety and inclusion for all.

1.7.2 As new housing and services providers contemplate locations within the city, consider OCP policies and objectives that encourage a fair distribution of community

services, social services and facilities across the city, to support all parts of the population.

1.7.2 Recognizing that North Park Village does not have a full diversity of commercial and community serving uses, and the expressed desire for more opportunities to meet daily needs, encourage, where possible, businesses or services to locate in

and near the village that are currently lacking (such as a full service restaurant or food retail store).

1.7.3 Encourage community organizations and businesses to coordinate with service providers, as well as the City’s Business Hub and Planning Department to achieve the desired diversity of uses and services, and integration with the community.



Village Turning the Corner

1.8 New Activity on Mason Street:

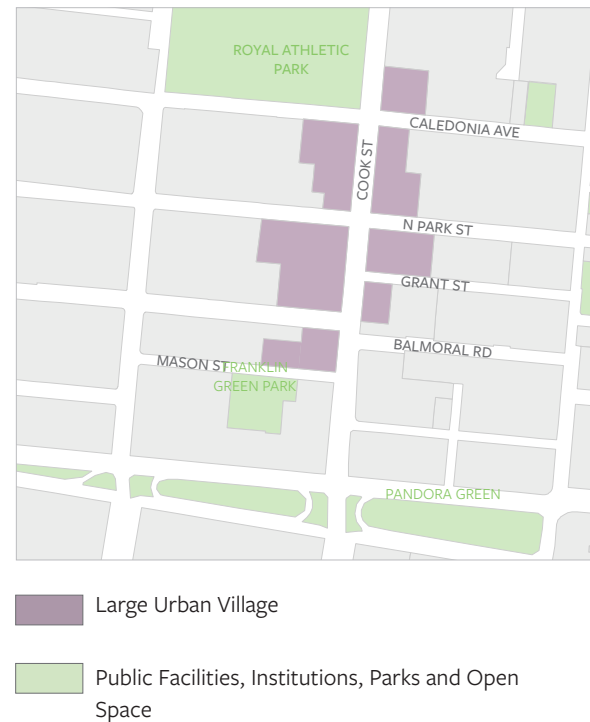
Encourage active uses to locate on Mason Street between Cook Street and the existing businesses located in the historic building at 1046 Mason Street, to encourage people to walk between the park and the village, considering:

1.8.1 Uses that encourage “eyes on the park” at Franklin Green Park through additional village activity.

1.8.2 Opportunities to complement the character of the historic building at 1046 Mason Street, including through sensitive design of new buildings, or conversion of existing character buildings.

1.8.3 Ways to avoid or minimize shadowing impacts on Franklin Green Park and the nearby Mason Street Farm.

Map 5: North Park Village



Public Space and Mobility

1.9 Seek Space for Pedestrians and Street Trees:

Secure public rights-of-way through development to facilitate wider sidewalks, boulevards and street trees throughout the village. Where feasible and consistent with City policies, encourage undergrounding of utilities for an improved public realm.

1.10 Seek Space for a Formal Laneway:

Should redevelopment be proposed, seek public right-of-way parallel to Cook Street (on the east side) to create a formal north-south laneway that provides transition to the village while accommodating new multi-family housing, with active building frontages and landscaping where possible, as shown in the North Park Village Directions diagram (see also Placemaking and Mobility sections).

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

1.12 Placemaking for Community and Local Businesses:

Consider community-led placemaking initiatives, partnerships, and public investments that:

- Provide opportunities for local artists and entrepreneurs, including through temporary or seasonal markets, or more permanent fixtures like kiosks and food trucks.
- Provide a central public gathering place in the village (see also Placemaking and Mobility sections), including through partial or temporary road closures on North Park Street from Cook Street to roughly the border of the village, or Balmoral Street

from Cook Street to roughly the border of the village.

1.13 Encourage Diverse Public Art:

Encourage public art programs through community action and existing grant programs, to create events, murals, art installations, and other artistic and cultural expressions identified by the community. Seek to involve, empower, and reflect Indigenous and multi-cultural experiences and perspectives.



Envisioning what a future public space in North Park Village could look like, accommodating everyday gathering and small markets and celebrations.

2. North Park Street Artisan Area

Light Industry on North Park Street

Along North Park Street, there is a mix of residential, service, and light industrial uses and zoning reflecting the working history of this area. Over the years, spaces for small businesses have slowly been replaced by residential uses, resulting in the mixed pattern today despite policies recognizing the value of these spaces.

Recent studies by the Capital Regional District show a strong need for light industrial spaces in the region. These businesses provide well-paying jobs, support start-ups, and enhance the creative and artistic economy. *Create Victoria*, the Arts and Culture Master Plan, also indicates a need for these spaces.



Light Industry in North Park

Vacancy for light industrial spaces has been near 1% for years. These spaces are important for production, service, artisan, and artist businesses (sometimes called “maker spaces”). There is a clear local and regional need for spaces that accommodate these uses, and such uses also reflect the inclusive and creative character of the North Park Village and community.

Intent and Objectives

These objectives provide context and overarching guidance for the North Park Street Artisan Area and should be considered when interpreting the policies that follow.

Preserving and Enhancing Light Industry

Preserve the current and future potential for light industrial, artisan and “maker” spaces, given the limited opportunities for such spaces in the region, their value to artists, creative businesses and employment, and their relevance to the history of North Park as well as its future.

Neighbourly Uses

Consider uses which are good neighbours within a mixed residential neighbourhood.



Conceptual view of North Park Street looking east toward Cook Street, illustrating potential improvements to the North Park Artisan Area, include ground floor maker spaces, with residential above, and streetscape and mobility improvements.

Urban Villages and Activity Areas | North Park Street Artisan Area

Policies

2.1 Intent – Encourage the Evolution of a Vibrant North Park Artisan Area: The Industrial Employment-Residential Designation along North Park Street is intended to retain and renew light industrial and artisan spaces between Quadra Street and Cook Street. Future rezonings in this location for purely residential or retail uses are discouraged. New buildings should take cues from and respond to the existing and envisioned built environment and the Community Identity described on page 11.

2.3 Redevelopment: Within the Industrial Employment-Residential area along North Park Street, consider a variety of building forms that provide adequate space for light industrial uses with limited residential components on upper floors, consistent with the intent and guidance provided in Victoria's Official Community Plan and related City policies.

2.3 Redevelopment with Public Benefit: Consider additional density, of approximately 2.5:1 Floor Space Ratio, for diverse, affordable housing (non-market rental, affordable ownership, or live-work spaces) in this area in developments that continue to reflect the

intent of the OCP Industrial Employment-Residential designation by:

2.3.1 Maintaining space for ground-floor light industrial uses and an industrial-residential ratio that is generally proportionate to what is defined in the OCP (this may include maker and artisan spaces, as well as light industrial-flex spaces, such as business incubators, or community kitchens).

2.3.2 Enabling future industrial use of the ground floor through the provision of generous ceiling heights (with or without mezzanine), appropriate access and circulation, loading bays, and adequate separation from uses above (as consistent with OCP policies).

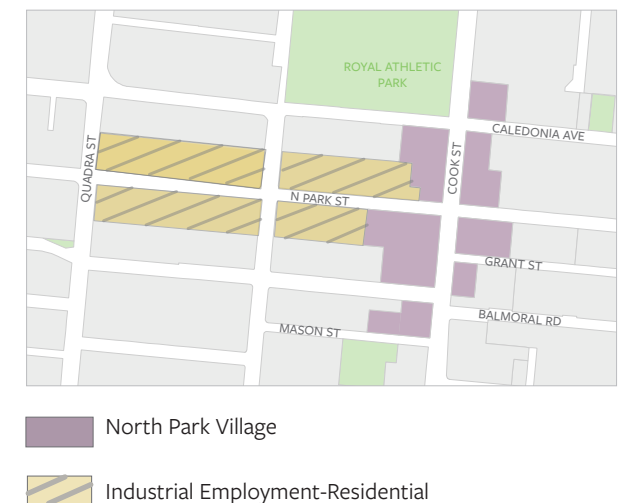
2.4 Neighbourly Uses: The types of light industrial uses should not create significant off-site impacts in terms of noise, odours, glare, and other impacts.

2.5 Compatible Forms: Building forms should create sensitive transitions between employment uses and residential uses,

whether on the same site or adjacent areas, subject to design guidelines for industrial-residential buildings.

2.6 Parking Reductions and Transportation Demand Management: Consider reduced private vehicle parking requirements, particularly for site that include rental housing, in tandem with Transportation Demand Management measures (e.g., high-quality bicycle parking, car share, transit passes), while still considering the need for accessible parking spaces and sufficient access and loading space for industrial uses.

Map 6: North Park Artisan Area



3. Quadra Cultural Corridor and Central Park Village

About the Quadra Cultural Corridor

The Quadra Street Corridor is a prominent north-south connector in the city and was identified as an important asset to North Park and surrounding communities. It is described as an emerging cultural corridor, rich with arts and culture assets that stretch from Quadra Village through North Park and into the Downtown Core. The corridor provides several opportunities to increase housing choice in diverse locations. And, as a Frequent Transit route that connects Victoria's downtown to Saanich, it presents opportunities to align land use, mobility, and climate action objectives, while developing complete communities along the way.

The diagram on the following page summarizes the assets that exist along the corridor today; assets that can be preserved, enhanced, and built upon in the coming decades.

Central Park Village

The emerging village along Quadra Street across from Central Park could further activate the corridor and serve local residents and visitors alike.

Specific themes related to design, mobility, and housing for Quadra Street are included in the corresponding sections of this report.



Quadra Cultural Corridor



Intent and Objectives

These objectives provide context and overarching guidance for the Quadra Cultural Corridor and should be considered when interpreting the policies that follow.

Arts and Culture Focus

Maintain and enhance the potential for Quadra Street to be a vibrant Arts and Cultural Corridor and asset to the city's residents and visitors.

Community Serving Uses

Consider the current and future needs of residents in North Park, Hillside-Quadra and downtown areas to ensure diverse needs are met and existing commercial areas flourish.

Meeting Mobility Needs

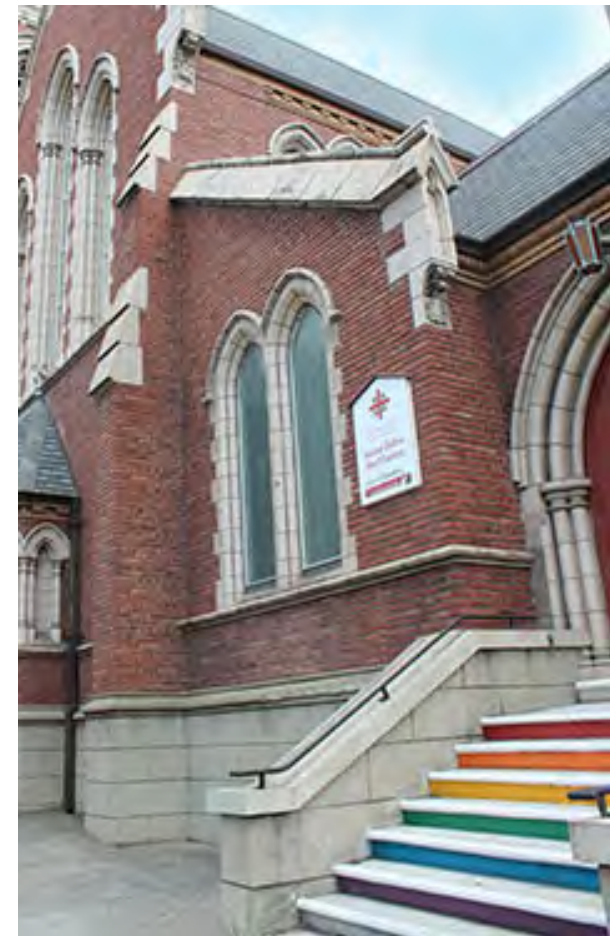
Through redevelopment and investments, consider the current and future function of Quadra Street as a mobility route for transit and emergency vehicles, as well as pedestrians and those with mobility devices (see Mobility section for further details).

Housing Choice and Livability

Create opportunities to add a mix of housing along and near Quadra Street that supports people of different incomes, lifestyles, and household types. Prioritize livability in development and building design.

Retaining and Complementing Heritage

Preserve the heritage assets along the Quadra Street Corridor and ensure all new development complements them.



Urban Villages and Activity Areas | Quadra Cultural Corridor and Central Park Village

Policies

Quadra Street is a Frequent Transit Corridor with opportunities for diverse housing, an improved public realm, and an emphasis on maintaining and enhancing the unique arts and cultural assets found in nodes along the length of the corridor.

Corridor Improvements

3.1 Enhance the Corridor as a Place for People:

Consider and seek improvements on Quadra Street that enhance pedestrian comfort and safety. Seek to create a sense of “destination” for various nodes along the corridor that signal to drivers to slow down, including through banners, gateway features, pavement treatment, public art, pedestrian-scale lighting, street trees, and the design of new buildings and streetscapes.

3.2 New Housing: Consider multi-unit housing along the Quadra Corridor, consistent with the Housing section of this plan and other City policies and plans, to provide diverse housing options, enhance the corridor as a place for people, and complement nearby heritage and cultural assets.

3.3 Diverse Housing Types: Support the creation of affordable and non-market housing and, where appropriate along the corridor

and in proximity to it, live-work spaces that encourage artists to locate in the area.

3.4 Consideration of Context: The form and scale of new development is dependent upon site size, orientation, and context. Achievable

densities may be limited by the ability to adhere to good urban design principles, consistent with the City’s design guidance, and to be responsive to the existing and envisioned context of the surrounding area. See Village Design and Built Form section.



Conceptual view of Quadra Street looking south toward Church Row, illustrating potential public realm improvements, including street trees, wider sidewalks, and bus priority that could be realized through redevelopment sensitive to the heritage and residential context.

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

Arts and Cultural Assets

3.5 Retaining Assets: Support the retention and renewal of arts, community, and cultural assets along the Quadra Street Corridor, including those identified in Figure 5: Quadra Cultural Corridor Key Assets.

3.6 Supporting New Arts and Cultural Uses: Consider zoning for and creation of arts and culture spaces, including low-impact artisan production where appropriate along the corridor.

Public Art and Placemaking

3.7 Quadra Village Node: Support the placemaking, arts, and cultural related directions in this plan and the Hillside-Quadra Neighbourhood Plan to ensure Quadra Village remains a central node along the Quadra Cultural Corridor.

3.8 Creating a Sense of Place: Encourage public art programs through community action and existing grant programs, to create events, murals, art installations and other artistic and cultural expression identified by the community.

3.9 Reflecting and Honouring Indigenous Arts and Culture: Encourage public art programs and events that involve, empower, and reflect Indigenous and multi-cultural people and perspectives.



Central Park Village

3.10 Envision a Central Park Village: Support the evolution of the area across Quadra Street from Central Park and Crystal Pool into a small village with services, amenities, and features that serve the local community and visitors to the nearby community assets, including the park and the Memorial Arena. Consider both medium and small scale retail and encourage public realm improvements through redevelopment.

3.11 Redevelopment: Within the Central Park Small Urban Village, consider **new primarily mixed use development consistent with City policies. Scale and built form should be generally guided by the OCP Small Urban Village Designation and take into consideration the existing and envisioned context of the surrounding area** (see policy 1.4), and:

3.11.1 Encourage mixed-use development with commercial, service, or arts and maker spaces on the ground floor that support both local and destination customers and enliven the area.

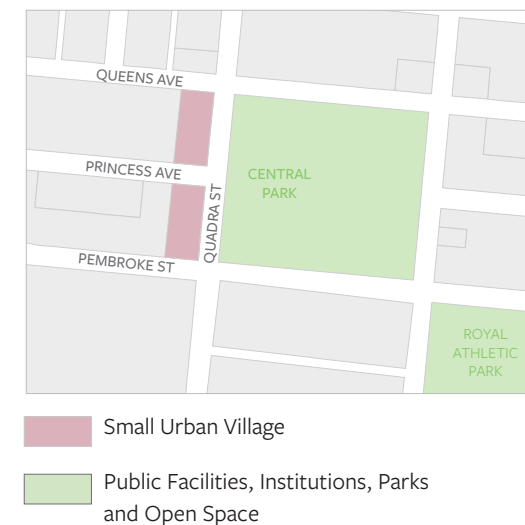
3.11.2 Encourage small format ground floor uses to better support a diversity of smaller, local businesses.

3.12 Redevelopment with Public Benefit:

Consider **increased density, of approximately 2.5:1 Floor Space Ratio and generally 4 to 5 storeys**, where **on-site** public benefit is provided consistent with the objectives of this plan and City policies, **taking into consideration the existing and envisioned context of the surrounding area.**

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

Map 7: Central Park Village



Conceptual view of Quadra Street from Central Park, illustrating potential redevelopment, improved streetscape and more gathering features in the park.

4. Design and Built Form

About

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

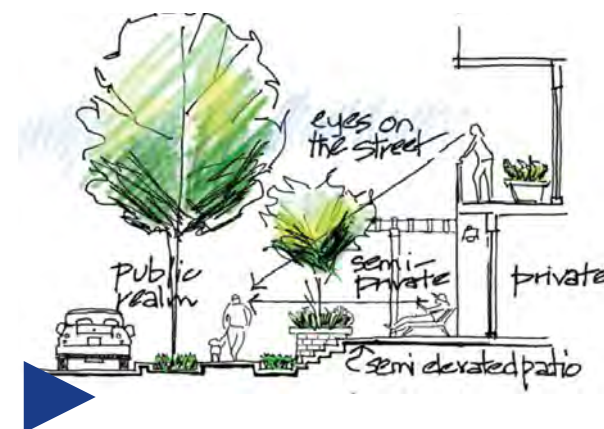
Design Considerations in North Park's Villages and Activity Areas

In North Park Village along Cook Street there are a mix of building forms, including **buildings with heritage merit** older apartment buildings, mixed-use buildings, commercial office, and free-standing commercial retail, all which contribute to the vibrancy of the village.

There is a mix of smaller and medium-sized storefront buildings along Cook Street and side streets; full-block mixed-use buildings such as the Castle at 1720 Cook Street, and shopping plazas with parking lots. Many buildings are older, some which may have heritage merit, and are loved for the sense of inclusion they provide and their contribution to the “edgy” identity of the community.

North of the village, there are several large sites that occupy full blocks, including Royal Athletic Park, a site owned by the Public Health Authority, and the George Jay School.

The Quadra Street Corridor has a mix of building forms and several heritage assets, mostly in the form of older church buildings. Given the heritage assets in certain locations, a consistent pattern of redevelopment that could contribute to expansion of the right-of-way (for instance, to accommodate wider sidewalks) may be complicated or require coordinated efforts.



How Design Guidelines Work

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

Applicants must apply for a Development Permit and meet the relevant guidelines for a property within a DPA prior to developing or altering buildings. This permit is distinct from a building permit that would also be required at a later stage in the process.

Intent and Objectives

These objectives provide context and overarching themes for built form design in North Park's Village and Activity Areas. Design regulation and guidance is provided in zoning bylaws and design guidelines.

Great Streets

Design, locate, and shape buildings to create sunny, welcoming, and walkable public streets with space for pedestrians, patio seating, and greenery.

Emphasize Cook Street and opportunities for public gathering along side streets in North Park Village, and Quadra Street including an emerging small urban village near Central Park as key pedestrian areas.

Human Scale

Design buildings and open spaces to create visual interest, diversity and identity when approached by pedestrians.

Community Identity

Encourage new developments and investments in the public realm to reflect the Community Identity features on page 10 of this plan.

Livability

Ensure homes of all types have sufficient access to sunlight, **fresh** air, privacy, open spaces, and other amenities that support livability, with special consideration for buildings along busy arterial streets.

Neighbourliness

Ensure new buildings are good neighbours within the street and neighbourhood and to existing and future buildings next door.

Urban Forest

Support a healthy, mature, and continuous tree canopy along all streets with a priority for key gathering spaces, pedestrian routes, connections to parks and other greenspaces, and the maintenance and establishment of mature tree canopy along key corridors and residential streets.

Sustainable Mobility

Integrate support for sustainable mobility options (walking, cycling, transit, shared vehicles, and reduced on-site parking) into building and public space design. Support enhancements to Frequent Transit bus service and high quality pedestrian space on Quadra Street, and Cook Street in the future.

Incorporate Public Spaces

Encourage a new central gathering space to evolve in North Park Village through placemaking or redevelopment and support additional community-led placemaking elsewhere in the community (see Public Space and Placemaking Chapter for more.)

Urban Villages | Design and Built Form

Village Design Guidance

Village Design Guidance

Design guidance for built form in all urban villages is provided in design guidelines associated with relevant Development Permit Areas in the Official Community Plan.

Public realm design guidance will be provided in an Urban Villages Public Realm and Streetscape strategy.



Relevant Design Guidelines

General Urban Design Guidelines
(2022).

Public Space and Placemaking

Public spaces provide opportunities for daily gathering and community celebration. Placemaking helps to shape public spaces with meaning, identity and a sense of shared value, strengthening the connection between people and the places they share.

This plan seeks to highlight opportunities for creative, collaborative placemaking to enhance or develop places for gathering.



► **Support placemaking initiatives that reflect the community's past, present, and desired identity as reflected in this plan's **Community Identity** (page 11).**

► **Support placemaking and the development of public space in areas where people naturally gather.**

► **Encourage placemaking that supports local artists, creators, and entrepreneurs.**

Relevant Policies and Bylaws

Official Community Plan
Urban Forest Master Plan
Placemaking Toolkit

5. Public Space and Placemaking

About

The City of Victoria encourages the community to utilize public areas for placemaking. Streets, alleyways, sidewalks, boulevards, and parking areas can all serve as a canvas for creating new public spaces.

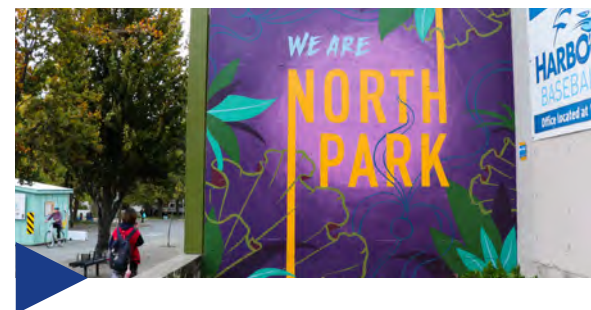
The City's *Placemaking Toolkit* provides direction, guidelines, and support for realizing placemaking opportunities. The City's *Neighbourhood Led Action Plan Guide* can help come together and create strategic directions for placemaking opportunities and other issues of community importance.



North Park Public Space Considerations

The *Official Community Plan* outlines the desired aspects for the public realm in a Large Urban Village, including tree-lined streets with wide sidewalks, seating, and a central gathering space or plaza, all of which are desired in North Park Village.

Programming parks and open spaces, including both for one-time events, like festivals and markets, and more permanent fixtures, like benches and tables can be supported by the City through permits, grants, and coordination.



Placemaking in North Park

Placemaking is a collaborative process where people work together to create vibrant public spaces that contribute to people's health, happiness, and well-being.

The City has a *Placemaking Toolkit* that helps to bring people together to enhance their neighbourhood, with a grassroots focus, supported through City programs and grants. Key ideas for placemaking are noted here, but others may be identified outside of this plan, including *Neighbourhood Let Action Planning*, or through individual or collective organization.

Public Space and Placemaking

Intent and Objectives

These objectives provide context and overarching guidance for public space and placemaking when interpreting the policies that follow.

Identity

Create a series of welcoming, diverse and inclusive public spaces that support community gathering, celebrate creativity, reflect the community's identity, and adapt to its changing needs over time.

Public Spaces

Create joyful and welcoming public spaces for everyday use and community celebration, incorporating public seating and gathering areas appropriate to the scale of urban villages and commercial corners.

Provide opportunities for public spaces or shared use streets at key locations near North Park Village, including North Park Street, Balmoral Street, and corners in general, while also turning the corner to better connect to Franklin Green Park and Pandora/Harris Green.

Incremental and Flexible Improvement

Pilot new public space ideas through placemaking in the public realm and/or on private lands. Successful ideas may evolve to become more permanent features for public gathering and enjoyment in the future.



Public Space and Placemaking Policies

The policies noted here include ideas to enhance public spaces to improve the everyday lives of residents and visitors. Other ideas may emerge over time.

Public Space

5.1 Parks and Open Spaces: See the Parks, Facilities and Community Assets chapter for objectives and policies related to parks and open green spaces.

5.2 Public Space: Together with the community, prepare a design and seek funding for a new public space in North Park Village that considers the following options and community desires:

- Further assessment of options off Cook Street at both North Park Street (east) and Balmoral Street (west).
- Elements to encourage use and provide comfort in all seasons.
- Diverse opportunities to gather for people of all ages, abilities, cultures, and lifestyles.
- Elements that reflect the history and story of the community, including multicultural art and spaces.

- Pockets to stay and enjoy, as well as routes that allow people to pass through.
- Pockets that support free, public enjoyment of the space as well as opportunities to support the nearby businesses and community spaces.

5.3 Laneway East of Cook Street: Seek right-of-way acquisitions and frontage works when redevelopment is proposed directly east of Cook Street between North Park and Grant Streets to support the evolution of a pedestrian-friendly lane that includes vehicle access and egress for adjacent multi-family housing; consider placemaking features within the lane to make it inviting and attractive (see Mobility and North Park Village section for more details).

5.4 Parklets in Parking Spaces: Consider the introduction of parklets (pop-up patios) in parking spaces along Cook Street and/or side streets, where proposed by area businesses.

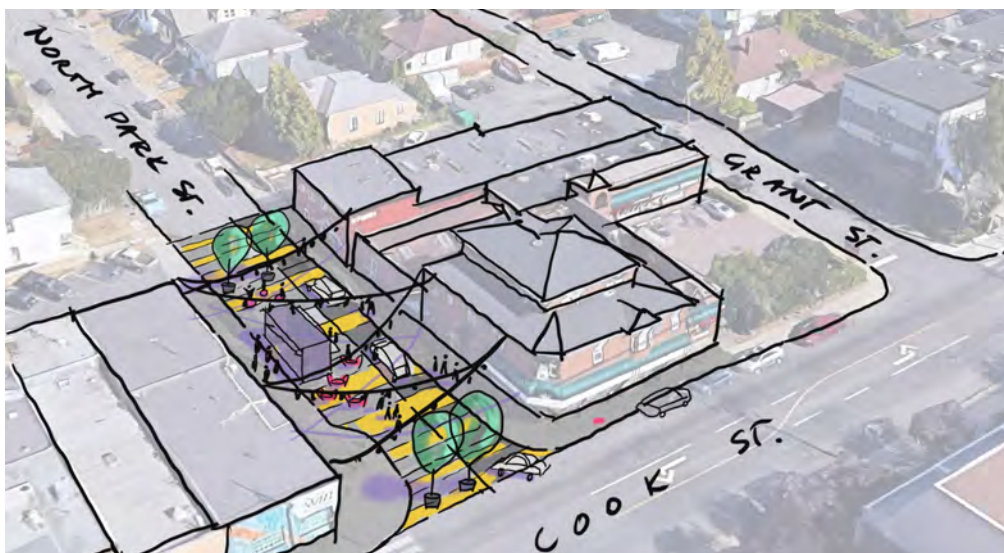


Public Space and Placemaking

5.5 Sidewalk Bulb-outs: Consider expanded sidewalk bulb-outs at corners to accommodate pedestrian spaces, landscape, and public seating near intersections while maintaining parking in other areas to support businesses (see also Mobility section).

5.6 Accessible Public Space: In the design of public spaces:

- Integrate accessibility principles for all users, including those with different abilities, and to provide a range of spaces and activities for people of different ages, incomes, and interests.
- Include seating and picnic areas in public spaces that welcome both business customers and the general public.
- Design for three- or four-season enjoyment, considering shelter from rain, sun, and wind at different seasons.
- Accommodate small and pop-up events as well as larger community celebrations.
- Include landscaping, canopy trees, and interactive elements in public spaces.



Concept developed during engagement for the evolution of a interim public gathering space centrally located in North Park Village (bottom). Ideas for locations include North Park Street (as shown) or Balmoral Street. Precedent image (top) shows a potential look and feel. Partial or temporary street closures together with placemaking features would provide spaces for residents and business patrons.

Public Space and Placemaking - Policies

5.7 Enlivening Other Areas of North

Park: Support community-led placemaking initiatives that activate other parts of the village and neighbourhood, including:

- Temporary or seasonal markets and festivals.
- Flexible, but more permanent fixtures like kiosks and food trucks.
- Improved lighting, planters, benches, murals, and other elements of art.

5.8 Additional Placemaking Opportunities:

Outside of North Park Village and existing parks, locations suggested for enhanced placemaking include but are not limited to Vancouver Street along the west side of Royal Athletic Park.

5.9 Consider the Role of Pandora Avenue and the Pandora Green:

Recognize the unique role of Pandora Avenue within North Park, including the significant number of community organizations and supportive and

affordable housing that serves marginalized members of the community, those facing mental health issues, or those struggling to find suitable housing. **Consider this role, as well as the unique physical nature of Pandora Green, when considering placemaking and public space improvements to best serve the entire community** (see also the Parks, Facilities, and Community Assets section).



Housing

Housing shapes the neighbourhood, the city, and people's daily lives. **The diversity of housing types and tenures influences who can live in an area and contributes to the community's identity.**

Where new housing is located, how it is designed, and policies that regulate and support its development all influence community and individual well-being, as well as our **collective** ability to meet sustainability objectives.

This plan seeks to make room for new and diverse housing options that reflect North Park's identity and meet current and future needs.



▶ **Encourage housing that is diverse in size, tenure, and form to support diverse populations.**

▶ **Encourage housing that is designed to be livable and complements its surroundings.**

▶ **Enable housing forms and scales that can support diverse tenures.**

▶ **Encourage housing forms on the edges of the Downtown Core that distinguish North Park from the Downtown.**

Relevant Policies and Bylaws

Official Community Plan

Inclusionary Housing and
Community Amenity Policy

Victoria Housing Strategy

Design Guidelines (Development
Permit Areas)

Zoning Bylaw

Housing

Intent and Objectives

These objectives provide context and overarching guidance for public space and placemaking when interpreting the policies that follow.

Diverse, Sustainable Locations

Support multi-family, rental, and affordable housing in all of Victoria's neighbourhoods.

Support rental as well as strata housing in a variety of locations, not just on busy street corridors, but in quieter locations, to support varied needs, lifestyles, and preferences.

Make room for housing that is proximate to Downtown, urban villages, and **sustainable** transportation corridors with access to shops, services, amenities, parks, and open spaces to enhance livability and **support Victoria's greenhouse gas emissions reduction targets**.

Diversity in Form and Tenure

Support the creation of varied tenure options including rental housing. Support the inclusion of homes of various sizes **and designs** for different household types.

Preserving Affordable Housing

Provide opportunities to meet Victoria's housing needs while minimizing displacement of existing purpose-built rental housing.

Making Room for More Affordability

Support the creation of below-market and non-market housing. **Provide diverse mobility options and opportunities for people to choose car-light lifestyles, improving environmental outcomes for the community and reducing the Housing + Transportation cost burden for the household.**

Complement Ground-Oriented Forms and Heritage Features

Complement ground-oriented housing, including **anticipated missing middle forms, existing lower scale residential, and heritage assets, with diverse forms and tenures of new housing that emphasize high-quality design, livability, and neighbourliness.**



Housing

6. Housing and Residential Areas

This plan identifies areas to make room for new multi-unit housing, like rental and condo apartments, while keeping a diversity of options throughout the community and enhancing North Park's unique character.

Downtown Shoulder

Downtown Core Residential

The Downtown Core Residential area is within the North Park Neighbourhood, but is also part of the Downtown Core Area Plan. Generally west of Quadra Street, and south of Mason Street, this area envisions residential and mixed use multi-unit buildings in a variety of mid- to high-rise forms. The access to Victoria's downtown amenities, commerce and transit make this an ideal area to support housing within North Park.

North Park Transitional Area

The transitional area of North Park, generally east of Quadra Street and north of Mason Street, is on the shoulder of Victoria's Downtown Core. Most of this area is designated Housing Opportunity which is generally supportive of medium scale multi-unit residential building forms, and densities



North Park Housing and Residential Areas

somewhat higher than the Urban Residential designation if substantial public benefits is provided.

The intent of the Transitional Area is to provide a transition from the **taller, compact built forms in Downtown** to the North Park neighbourhood. The transition should define North Park with a distinct residential feel, including through new multi-unit housing on “green and leafy” streets (with street trees and front yard setbacks).



Concept of multi-unit housing on green and leafy streets.

A key objective in this area is to provide affordable and non-market housing in a **good location**, avoiding displacement of those with lower incomes.

The area has a number of attributes that support multi-unit housing:

- Walkable access to Downtown and North Park Village.
- Proximate to local transit routes, future frequent transit routes, and the regional transit hub provided by Downtown bus routes.
- Along All Ages and Abilities cycling routes.
- Proximity to current and planned amenities, like Crystal Pool and the regional assets of Downtown.
- Several parks within walking distance, and planned improvements (including a new park for the community as defined in the OCP).
- A place for multi-family housing options that are not located on busy transportation corridors, yet still have access to transit and urban villages.



Meeting Housing Needs in North Park

The development and design of new housing is guided by several city initiatives. The *Victoria Housing Strategy* identifies actions to support better family-friendly housing, accessible and adaptable housing, and affordable housing. These actions will be realized throughout the city, including in North Park, through city-wide regulatory tools and policies that exist or are planned.

This plan and the OCP help to provide the foundation for those actions to be realized by making room for the housing needed today and over the coming decades.

Cook Street Corridor

This corridor relates strongly to North Park Village and housing here would provide opportunities to live in a walkable neighbourhood, support the success of the Village, and advance mobility objectives for Cook Street. Like the Transitional Area, it is primarily designated as Housing Opportunity and offers many of the same benefits, including:

- A walkable area in close proximity to three urban villages (Quadra, North Park and Fernwood villages) and not far from the Downtown Core.
- Access to mobility options, including Frequent Transit Network (on Quadra Street and future service on Bay Street) and All Ages and Abilities bicycle network.
- If Cook Street is considered for Frequent Transit in the future, housing would help to integrate land use and transit objectives.
- Several parks within walking distance, including Central Park, Stevenson Park, and Blackwood Park, as well as the Fernwood Community Centre.

Bay Street Corridor

Proximate to two Frequent Transit corridors, Downtown and several urban villages, the Bay Street Corridor offers many of the same locational characteristics described in other areas. In addition to the mentioned existing and planned parks and public spaces, the Hillside-Quadra Neighbourhood Plan proposes opportunities for adding green space between Bay Street and Hillside Avenue.

Many lots front onto both Bay Street and Empress Avenue. There is a mix of building types in the area, including character houses typical of North Park. Double-fronting lots provide the opportunity to develop new housing that is sensitive to existing buildings of heritage merit.

Concept of new housing along Bay Street with public realm improvements like wider sidewalks, boulevards and bulb-outs, street trees, and activation and engagement at the ground floor.



Pandora Corridor

The Pandora Avenue Corridor is an important bus and bike route in Victoria. It connects Downtown, North Park, Fernwood and areas east. Growing residential and commercial uses near downtown attract residents and several community support services are on or near Pandora. The community recognizes the opportunities and challenges created by Pandora's current functions and desires an inclusive approach to future planning processes - including for those who needs supports and others who spend time in the area.

In Between the Villages (Fernwood)

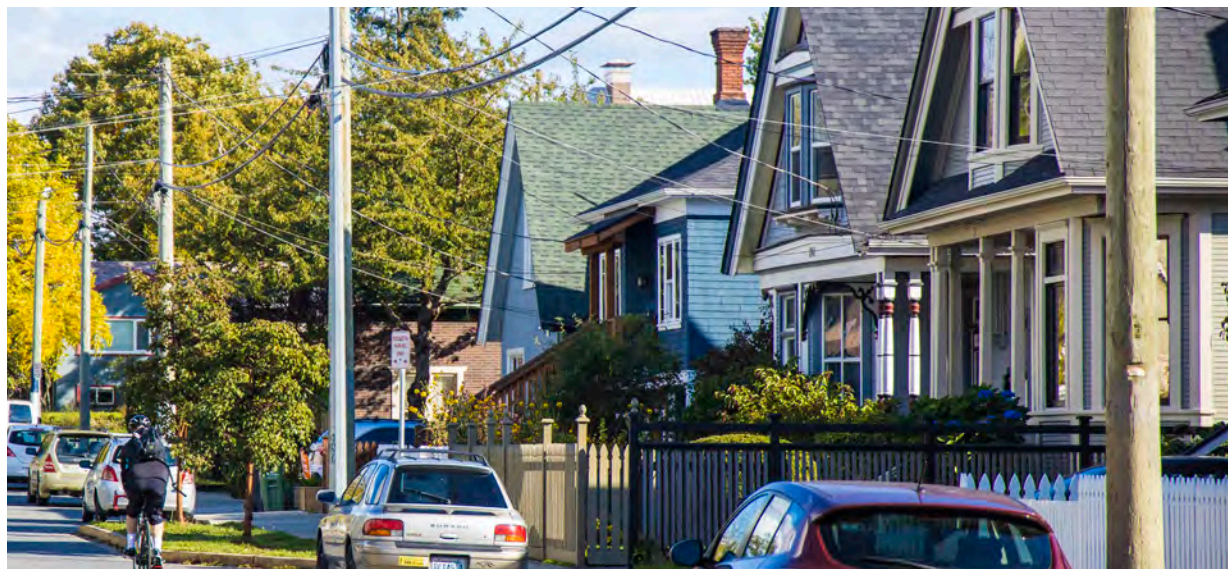
The area between Fernwood and North Park Villages is generally identified as Mixed **Residential**. The designation is supportive of lower scale multi-family forms that can help to realize a range of housing options with design parameters that support different building types that can co-exist in a neighbourly manner, considering impacts like shadowing and rhythm of the built form. Buildings are intended to be diverse in form and **tenure** to achieve housing options in a unique area that has a mix of existing forms, lot sizes, and heritage features.



*Illustrative concepts of a Mixed **Residential** area, supporting a variety of housing types at compatible forms and scales.*

Community members supported new multi-family housing in this area, recognizing it as a place where people want to live. It has many desirable attributes:

- Walkable access to two established urban villages and an array of shopping and services.
- Within a 10- to 15-minute walk of the Downtown Core.
- Good mobility options, including the All Ages and Abilities (AAA) bicycle network, and current and future Frequent Transit.
- Proximity to current and future amenities, like Crystal Pool and community centres.
- Several parks within walking distance, and planned enhancement of public green spaces nearby.
- Added population will boost the success of local businesses and support transit investments.
- A place for multi-family housing options that are not located on busy transportation corridors, yet still have access to transit and urban villages.



Mixed Use Residential

Urban villages and other activity areas support additional housing in good locations by including residential uses above other uses, including commercial, light industrial, and live-work uses.

Traditional (Ground-oriented) Areas

The City's *Official Community Plan* identifies Traditional (Ground-oriented) Residential areas that are supportive of a diversity of lower scale forms, including single-detached homes (with or without suites) and duplexes, as well as lower scale forms that can accommodate more units, like houseplexes, townhouses, and low-rise apartment buildings.

These forms of housing are an important part of the city's housing stock, particularly those that can offer more units in a form that complements its surroundings and offers a diversity of housing options. **At the time this plan was developed, the City was undertaking a Missing Middle Housing Initiative to encourage these forms throughout the city.**



Housing | Housing and Residential Areas

Policies

The City's *Official Community Plan* defines the Urban Place Designations that guide future housing development. The policies in this plan **are provided for reference and, in some cases,** additional guidance.

Considerations for All Housing Areas

6.1 Consideration of Context: The appropriate form and scale of new housing is dependent upon the site size, orientation, and context. Achievable densities may be limited by the ability to adhere to good urban design principles, consistent with the City's design guidance, and the ability to be responsive to the existing and envisioned context of the surrounding area. See Housing Design section for more.

6.2 Application of City-wide Policies: All relevant City policies and regulations, including policies for rental housing, tenant protections, inclusionary housing and community amenity contributions, energy efficiency and green building, urban forest, and heritage, continue to apply in these areas.

6.3 Heritage Retention and Reuse: Wherever possible, heritage register buildings should be retained and reused as part of any rezoning that adds density. Encourage the retention and continued use of buildings with heritage merit (such as those identified on heritage walking tours or heritage surveys), including through conservation and adaptive reuse that adds housing.

6.4 Heritage Advancement: Heritage surveys, heritage registration and designation, and consideration of Heritage Conservation Areas where merited are encouraged to advance the City's heritage objectives, and to support the retention of local heritage assets and complementary design approaches in new builds.



Heritage conservation areas (HCAs) are districts with special heritage value. They enable the City to manage change in the area and ensure that new construction is appropriate. Learn more about how residents can nominate HCAs at victoria.ca

**Heritage
Conservation
Areas**

6.5 Interim Rental Retention Policy: Until the OCP policy regarding rental retention is updated through implementation of the *Victoria Housing Strategy*, any proposed rezoning that would displace existing, purpose-built rental units is generally discouraged, unless the proposal **provides** considerable housing benefit, including provisions for affordability and significant increase in net new, high quality rental units.

6.6 Continued Protection for Renters in Zoning Changes: Where City-initiated zoning changes are considered to facilitate the rapid supply of rental housing, and existing rental protections may not apply, seek to mitigate displacement of residents, including through the provision of on-site affordability, right of first refusal, and other protections for existing tenants, or by focusing City-initiated changes in locations that do not have existing, secured, affordable rental housing.

6.7 Interim Family-Oriented Housing Policy: Until a policy supporting the provision of housing for families with children at home is developed through implementation

of the *Victoria Housing Strategy*, family-oriented housing should be encouraged in any proposed development, including the provision of two- and three-bedroom units (including on more affordable lower floors, and/or adjacent to on-site open spaces), ample storage space, access for strollers, and indoor and outdoor amenity spaces that can serve families and youth. Family-oriented secured rental projects are particularly encouraged in locations proximate to schools and amenities (e.g., community and rec centres or parks and open spaces).

6.8 Commercial and Community Serving Uses in Residential Areas: Limited local serving commercial and community services (e.g., medical offices, childcare) may be considered in primarily residential designations, including Traditional Residential, Mixed Residential, Urban Residential, and Housing Opportunity areas, where the use provides community benefit and contributes to the overall objectives of this plan and citywide objectives, like creating walkable neighbourhoods with access to goods and services.

6.9 Logical Lot Assemblies: Encourage lot assemblies that create suitable space for the envisioned scale of housing, minimize “orphaning” of smaller lots between larger ones, and, particularly along busy streets, limit the number of access driveways and interruptions to pedestrian space.



6.10 Building Forms and Site Layout

Focused on Livability: Along busier arterial corridors, building forms that maximize livability for individual units are encouraged. Depending on lot sizes and depths, this may include forms like courtyard buildings that provide multiple frontages for individual units; “T-shaped”, “L-shaped”, or “C-shaped” buildings; corner buildings oriented to side streets; buildings with greater front yard setbacks; buildings with shared rear yard green spaces; and buildings with commercial-style ground floors.

6.11 Parking Reductions and TDM: New housing, particularly rental housing, should allow for reduced parking requirements in tandem with Transportation Demand Management measures (e.g., high-quality bicycle parking, car share, or transit passes) in line with City policy, while still considering the need for accessible parking spaces for people with limited mobility.

6.12 Public Realm: Establish an accessible pedestrian network with generous, unobstructed sidewalks and safe crossings alongside landscaped boulevards that accommodate healthy mature canopy street trees.



Urban Forest

North Park residents desire more trees and green spaces, and would like to see existing trees protected. The City’s Tree Protection Bylaw applies to trees on private property and supports growth of the urban forest more evenly across the city.

Traditional Residential

6.13 Redevelopment: Within Traditional Residential areas, as generally shown on Map 10, consider new, primarily **ground-oriented** residential development, **consistent with the intent and guidance provided in the OCP Urban Place Designations** and related City policies, including the *Missing Middle Housing Policy* (see also policy 6.1).



Map 8: North Park Land Use - Residential Uses (for reference only, please see *Official Community Plan*)



Mixed Residential Areas

6.14 Adjacent Communities and Future

Areas: See relevant local area plans (e.g. the Fernwood Neighbourhood Plan) for objectives and policies for Mixed Residential areas in neighbouring communities shown on this map. Consider future establishment of Mixed Residential Areas within North Park through future local area planning or site specific amendments, guided by the intent and parameters of the designation established in the Official Community Plan.

Urban Residential

6.15 Redevelopment: Within Urban Residential areas, as generally shown on Map 10, consider new, primarily low- to mid-rise residential development consistent with City policies. Scale and built form should be guided by the OCP Urban Place Designations and Development Permit Area Design Guidelines. Heights and densities are dependent on site conditions and the ability to sensitively transition to the surrounding context and mitigate impacts on adjacent properties (see policy 6.1).

6.16 Redevelopment with Public Benefit:

Within Urban Residential areas, consider increased density, as described in the OCP, where public benefit is provided consistent

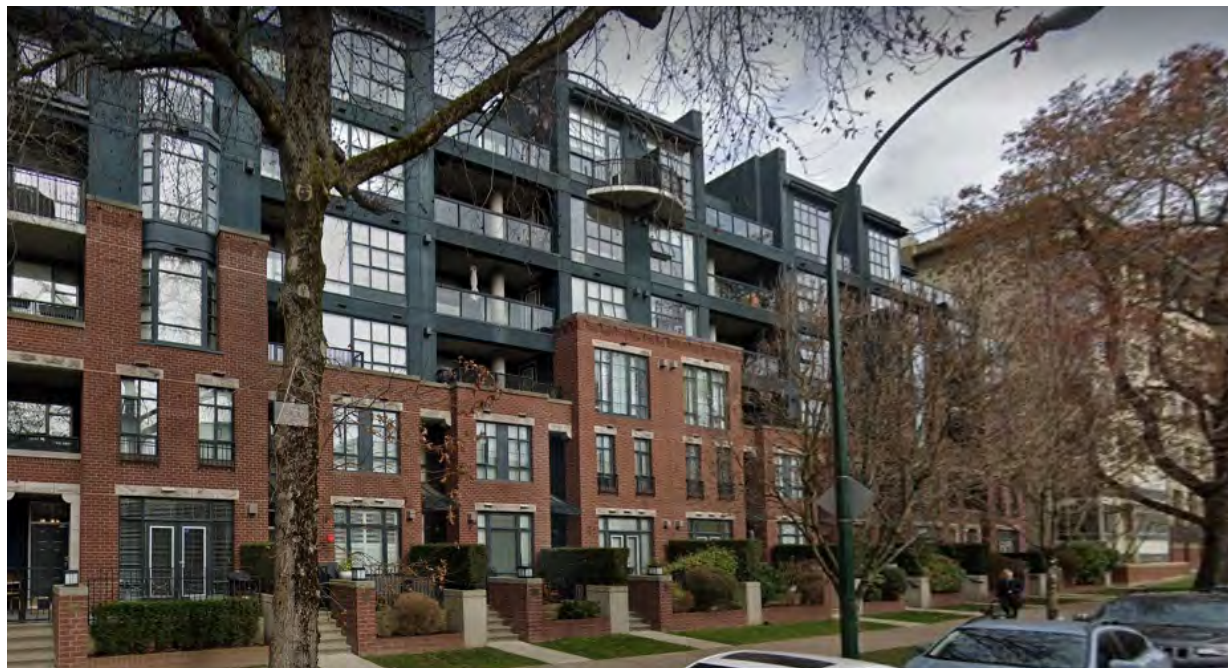
with the objectives of this plan and City policies, including but not limited to public amenity contributions, non-market or affordable housing, or heritage conservation.



Housing Opportunity Areas

6.17 Redevelopment: Within Housing Opportunity areas, as generally shown on Map 10, consider new, primarily **mid-rise** residential development **consistent with City policies**. **Scale and built form should be guided by the OCP Urban Place Designations and Development Permit Area Design Guidelines**. **Heights and densities are** dependent on site conditions and the ability to sensitively transition to the surrounding context and mitigate impacts on adjacent properties (see policy 6.1).

6.18 Space for Larger Scales with Public Benefit: Within Housing Opportunity areas, consider **increased density, as described in the OCP**, where public benefit is provided consistent with the objectives of this plan and City policies, including but not limited to public amenity contributions, non-market or affordable housing, or heritage conservation. **At the higher end of envisioned densities described in the OCP, substantial public benefit is envisioned (such as secured rental with additional amenity contribution).**



Concept of new housing along the corridor that provides public realm improvements, like street trees, incorporates livable design oriented away from the corridor, and transitions to the surrounding community.

Downtown Core and Transitional Area

6.19 Redevelopment on the Downtown

Edge: For areas designated Core Residential, consider development consistent with policies in the *Official Community Plan* and the *Downtown Core Area Plan*.

6.19.1 For sites that front the east side of Quadra Street between North Park Street and Caledonia Street, consider development of approximately 3:1 Floor Space Ratio, where public benefit is provided consistent with the objectives of this plan and City policies, including but not limited to public amenity contributions, non-market or affordable housing, or heritage conservation.

6.19.2 For the block between Caledonia Avenue and Pembroke Street, and Blanshard Street and Quadra Street (location of the Save-on Foods Memorial Arena, Victoria Police Department, and Victoria Curling Club), densities of 2.0:1 Floor Space Ratio are generally envisioned. However, any redevelopment on this site should consider community desires for public space and facilities (see Parks, Facilities, and

Community Assets section), the envisioned Quadra Cultural Corridor, and connections to Central Park and the Central Park Small Urban Village (see Urban Village and Activity Areas section). Final uses, built forms, densities, and amenity provisions should be guided a comprehensive planning and engagement process if redevelopment is considered.



6.20 Infill Sensitive to Heritage Assets:

This plan and the Downtown Core Area Plan recognize the significance of the heritage properties and properties with heritage merit along Quadra Street in the southwest portion North Park and encourage new development to be sensitive and complementary to these assets.

6.20.1 In proposed redevelopment in this area, give specific consideration to the heritage assets along Quadra Street south of North Park Street, including the church buildings and spires, and ensure new buildings respond to these landmarks through siting, massing, and design that maintains the prominence and public views of these landmark buildings and steeples. See the Downtown Core Area Plan and the Official Community Plan for additional guidance.



Concept of sensitive development along Quadra Street near “Church Row.”

6.21 Envision Transition to the East with Green and Leafy Streets: In the **Transitional Area**, generally between Quadra and Vancouver Streets and Mason and Pembroke Streets, envision a diversity of new multi-unit housing that transitions Downtown to the residential areas of North Park.

6.21.1 For sites that front the east side of Quadra Street between North Park Street and Caledonia Street see policy 6.15.

6.21.2 Moving east into the neighbourhood from Quadra Street, consider new residential and mixed-use development that is consistent with the Housing Opportunity area designation (excluding those parcels that are designated Industrial Employment-Residential).

6.22 Redevelopment Near North Park's Light Industry Area: Retain and renew light industrial and artisan spaces along North Park Street between Quadra Street and Cook Street, consistent with the OCP's Industrial Employment with Limited Residential designation.

6.23 Enhancing the Quadra Cultural Corridor: Along Quadra Street between Pandora Avenue and the north side of North Park Street, encourage commercial, production, arts and culture, or other active uses on the ground floor.

Urban Villages and Activity Areas provide room for mixed-use residential development and will play an important role over time in providing housing options in good locations, see the Urban Villages section for more information.



Below: Concept for “green and leafy streets” the Transitional Area. New, compatible housing can bring opportunities for wider sidewalks, boulevards and streets (image not site-specific).

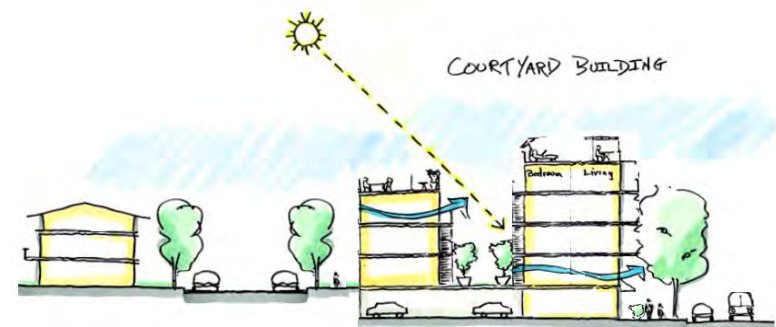
Housing

7. Housing Design

About

Similar to the community's desire to maintain and enhance a high quality built environment in villages, centres, and the downtown, there is desire for a high quality, neighbourly, and livable built form in residential areas.

Victoria actions this desire through the Zoning Bylaw and Development Permit Area design guidelines for the form and character of multi-family development.



Intent and Objectives

Making Room

Make room for new multi-family housing for different incomes, household types, and lifestyles, in close walking distance to urban villages, Downtown and Frequent Transit routes, considering a diversity of locations both on- and off- of busier corridors to provide equitable choices.

Sustainable Mobility

Integrate support for sustainable mobility options into building and public space design including for walking, cycling, transit, shared mobility (like car or bike shares), electric vehicles, and reduced on-site parking.

Amenity and Diversity

Support the ability of multi-family housing to deliver both rental and strata tenure homes and to provide public amenities, affordable housing, family-sized housing, accessibility, and other benefits identified in broader City policies to support housing options for a diverse community (recognizing that no one project will address all of these objectives).

Human Scale

Design buildings and open spaces that create visual interest, diversity, and identity when approached by pedestrians.

Great Streets

Design, locate, and shape buildings to create sunny, welcoming, walkable, green and leafy public streets.

Urban Forest, Landscape and Ecology

Support a healthy, mature urban forest along streets and on private lands, and integrate sustainable landscapes and ecological services into sites (e.g., stormwater retention, climate resilience).

Energy Efficiency and Climate Change

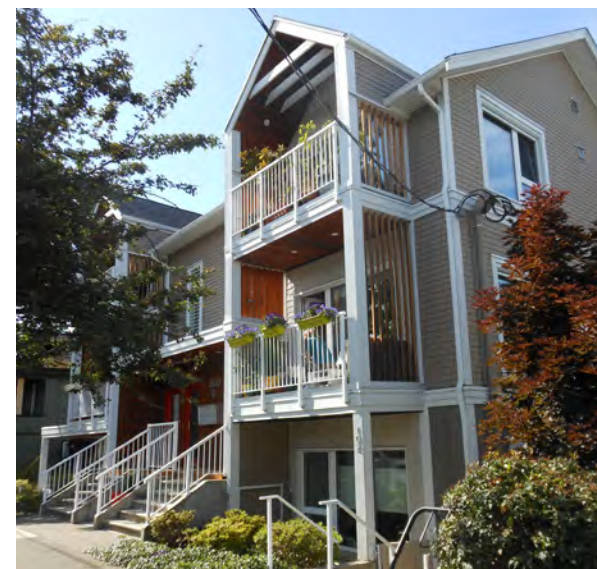
Support built forms that allow new development to meet increasing energy efficiency requirements and design strategies such as passive house design, while continuing to meet all principles in this plan.

Livability

Ensure homes of all types have sufficient access to sunlight, **fresh** air, privacy, open spaces, and other amenities that support livability, with special consideration for buildings along busy arterial streets.

Neighbourliness

Ensure new buildings are good neighbours within streets and public spaces, and transition sensitively to existing and future buildings next door.



Housing Design Guidance

Housing Design Guidance

Design guidance for **multi-unit** (apartments and condos) and **ground-oriented attached** housing is provided in **design guidelines associated with relevant Development Permit Areas in the Official Community Plan.**



Relevant Design Guidelines

General Urban Design Guidelines (2022).

Ground-oriented, attached, or missing middle housing design guidance as required.

Integrated Mobility

Safe, sustainable, and integrated local mobility options can support individual well-being, community vitality, and climate action objectives.

This plan seeks to support city-wide mobility objectives by identifying opportunities to improve North Park's local transportation system.



▶ **Over time, transform transit corridors as places for people, that prioritize efficient service, urban forest, placemaking and accessibility.**

▶ **Improve local connectivity to key destinations throughout the neighbourhood.**

▶ **Make walking, wheeling, and transit safer, more efficient, and more enjoyable.**

▶ **Test parking management strategies that better balance the needs of businesses, residences, public space and sustainable mobility.**

Relevant Policies and Bylaws

Official Community Plan

GO Victoria, Sustainable Mobility Strategy

Urban Forest Master Plan

Streets and Traffic Bylaw

Subdivision and Development Servicing Bylaw

Zoning Bylaw (parking)

Intent and Objectives

These objectives provide context and overarching guidance for mobility in North Park when interpreting the policies that follow.

Support Sustainable Mobility in Victoria

Advance the policy objectives and targets outlined in *GO Victoria*, the City's sustainable mobility strategy:

- Integrate land use and transportation.
- Align different transportation networks.
- Improve multi-model level of service.
- Value the public right-of-way.
- Operate and maintain our assets.

Advance the six key priority areas in *GO Victoria*:

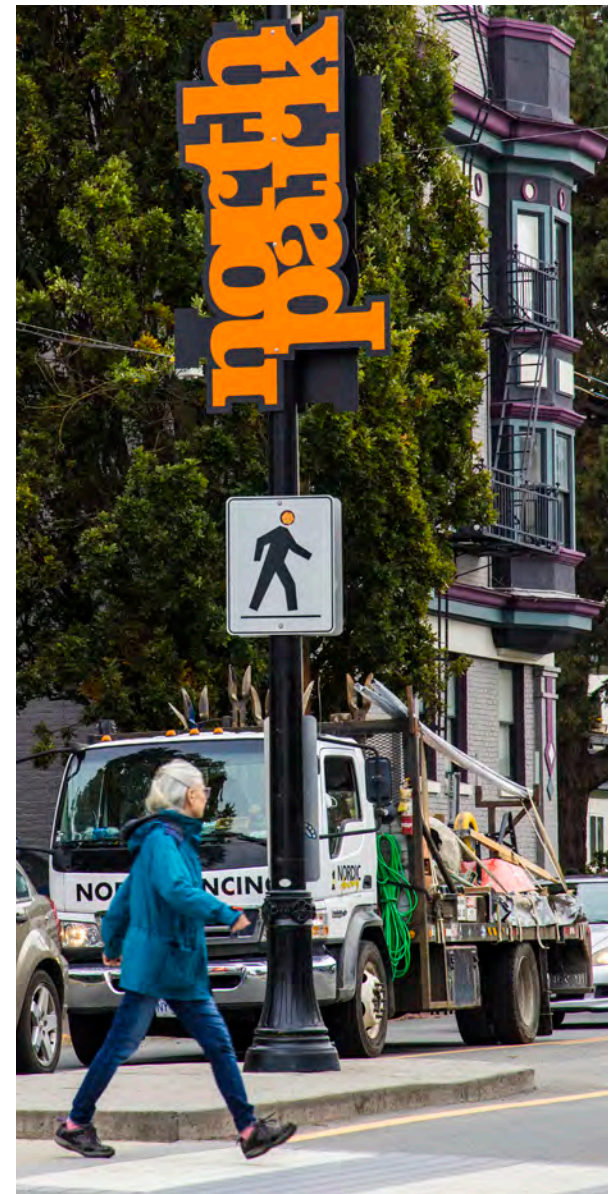
- Achieve Vision Zero to eliminate traffic fatalities.
- Transform public transit.
- Accelerate active and accessible transportation.
- Shift to zero emissions.
- Rethink the curb.
- Harness data and technology to improve transportation choice and efficiency.

Transform Corridors

Enhance corridors as places for pedestrians, those using mobility devices, and transit.

Improve Walking and Wheeling

Consider enhancements to mobility for people walking, cycling, or using mobility devices to support the future vision for North Park Village, placemaking features, and improved connections from the village to the surrounding areas.



8. Mobility Corridors - General Directions

Frequent Transit Corridors provide opportunities to make room for new housing, advance reliable, sustainable mobility options, and transform busy streets into places for people. This plan works together with city-wide policies and regulations to guide the design and functions of **mobility corridors** in North Park.

Quadra Street Corridor

Priority Travel Modes: Recognizing the limited right-of-way and limited opportunities to procure additional right-of-way particularly in areas with heritage assets, improvements are focused on the following priority travel modes:

- Walking
- Transit
- Vehicles

Pedestrian and Transit User Focus:

Opportunities to create wider sidewalks and improved transit facilities through redevelopment or as funding and programming permits are a priority for this corridor.

A Cultural Corridor: Consider the unique role of Quadra Street as an Arts and Cultural Corridor in land use and mobility policies and decisions.



Pandora Avenue Corridor

Priority Travel Modes: Cycling, walking, and multi-modal movement are prioritized through the implementation of the All Ages and Abilities (AAA) network along Pandora Street.

Other Functions: Recognize that current uses on Pandora Avenue, within North Park, includes several community and agency organizations, along with supportive programs which serve marginalized members of the community, those facing mental health issues, or those struggling to find suitable housing. The corridor design, its role as an emergency route, and the unique nature of the Pandora Green (see also the Parks, Facilities, and Community Assets section) may require creative mobility solutions and public space allocation.

Cook Street Corridor

Priority Travel Modes: Walking, vehicles, and future transit are priority modes for Cook Street which will likely evolve as the corridor densifies and transit investments become possible.

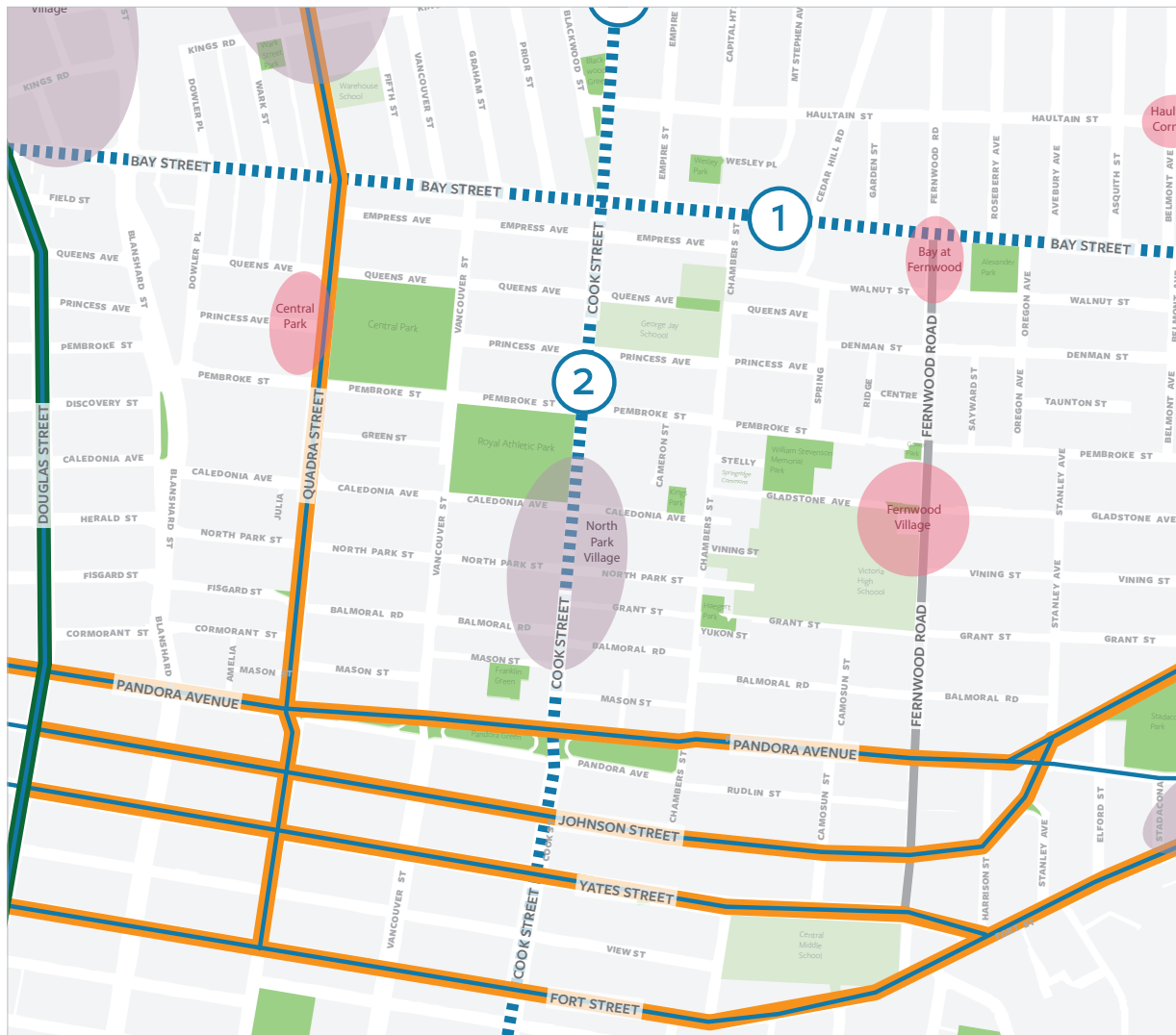
Urban Villages

Public Realm Standards: The City will develop Urban Villages Public Realm Design Standards, to apply city-wide, as an update to existing pedestrian standards, which will consider desired sidewalk widths to accommodate accessibility, village activity, pedestrian traffic, and furnishing and frontage zones consistent with best practices and local contexts.













Integrated Mobility | Mobility Corridors - General Directions

Map 11: Victoria Transit Priority Corridors (For reference only, please see Official Community Plan).



Legend

-  Frequent & Express Service / Rapid Bus Candidate
-  Cumulative Frequent Service
-  Frequent Service Candidate
-  Bay Street
-  Cook Street
-  Local Transit Service
-  Mobility Hub
-  Large Urban Village
-  Small Urban Village
-  Park

The "Victoria Region 25 Year Transit Future Plan" and "Victoria Regional RapidBus Implementation Strategy" are administered by BC Transit and may be subject to change (Transit Exchange Study Areas and Mobility Hubs provided as approximate areas of opportunity).

9. Local Mobility - Policies

Safe, comfortable and efficient walking, wheeling, and rolling options advance sustainability and contribute to happier, healthier, and more vibrant communities. This plan identifies improvements to local networks that can happen over time through regular city processes or redevelopment.

Quadra Street

9.1 Integrated Mobility Study: Complete a comprehensive integrated mobility study and design for Quadra Street between Pandora Street and Tolmie Avenue, to inform investments to be made through capital programs and adjacent private re-developments, with the following considerations and draft directions:

9.1.1 Prioritize investments and development contributions to support walking, frequent transit, and vehicle movement as the priority modes.

9.1.2 Define the right-of-way acquisition that would be required through new development to realize the priorities described above, and ways to balance acquisition requirements with envisioned land uses and built forms (as described in related sections).

9.1.3 Identify priority locations for transit shelter improvements, bus waiting areas, and any additional required right-of-way acquisition that may be needed.

9.1.4 Identify opportunities to add crossing and other interventions to support safety in key zones, including at North Park Street, in Quadra Village, and near Central Park.

9.1.5 Consider opportunities for small-scale placemaking on local intersecting streets that could accompany mobility improvements described above.



Cook Street

9.2 Integrated Mobility Study: Complete a comprehensive integrated mobility study and design of Cook Street between Pandora Street and Finlayson Street, to inform investments to be made through capital programs and adjacent private re-developments, with the following considerations and draft directions:

9.2.1 Prioritize investments and development contributions to support walking, local transit, potential future frequent transit, and vehicle movement as the priority modes.

9.2.2 Define the right-of-way acquisition that would be required through new development to realize the priorities described above, and ways to balance acquisition requirements with envisioned land uses and built forms (as described in related sections).

9.2.3 Identify priority locations for transit shelter improvements, bus waiting areas, and any additional required right-of-way acquisition that may be needed.

9.2.4 Identify opportunities to add crossing and other interventions to support safety in key zones, including in North Park Village (specific considerations detailed in the North Park Village section below), at Royal Athletic Park, and at the crossing of Cook Street at Kings Road.

9.2.5 Consider opportunities for small-scale placemaking on local intersecting streets that could accompany mobility improvements described above.

9.3 Future Transit Improvements: Together with BC Transit, explore opportunities to increase levels of transit service along Cook Street as the population of the area grows.



North Park Village

9.4 Bike Parking: Create more bike parking in and near the village at public sites, including Royal Athletic Park and the Save On Food Memorial Arena, through the renewal of Crystal Pool, through reallocation of curb space, and through redevelopment.

9.5 Improvements on Cook Street in the Village: On Cook Street in North Park Village (Mason Street to just north of Caledonia Avenue):

9.5.1 Through redevelopment, curb use changes, and capital programs seek wider, accessible sidewalks, as well as transit stop improvements or boulevard spaces as applicable.

9.5.2 To better facilitate the improvements described above, consider applications to add parklets w, and consider further expansions of features like corner bulb-outs where feasible. Where redevelopment occurs, seek wider sidewalks, spaces for street trees, and setbacks for patios on private land to preserve the right-of-way for pedestrians while encouraging lively street frontages.

9.6 On North Park Street east of Cook Street:

9.6.1 Continue to monitor the success of the current placemaking features (patios in on-street parking sounds in front of 1107 and 1115 North Park Street).

9.6.2 As part of the design of a public space in the village consider a partial closure of part of North Park Street or Balmoral Street (see Placemaking section for further details).

9.6.3 Should a closure and additional placemaking features be designed, funded, and implemented, ensure access to truck loading zones, and consider the parking needs of adjacent businesses.

9.7 Laneway Parallel to Cook Street:

Through redevelopment, formalize a laneway to the east of North Park Village that connects Grant Street and North Park Street for the use of businesses and new multi-family housing, as well as public access as appropriate.

9.8 At the intersection of Balmoral and Cook Streets:

Consider traffic calming measures, including bulb-outs and other pedestrian realm improvements through the City's Traffic Calming Program.



Neighborhood Connections

9.9 On North Park Street between Cook Street and Quadra Street:

9.9.1 Prioritize road and right-of-way space for deliveries and movement of small trucks to support existing light industrial businesses and the future vision for ground floor artisan and maker spaces, including through the implementation of a flex space approach that includes adaptable stalls with parking permits (see also key directions for parking below).

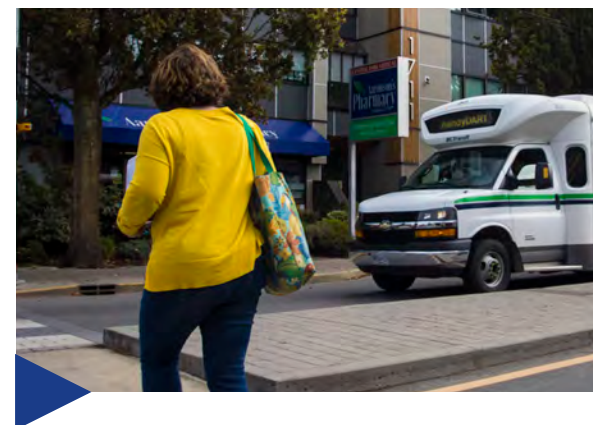
9.9.2 As sites redevelop, in addition to ensuring right-of-way allocation to support businesses as described above, identify frontage improvements to support walking and accessibility, including wider sidewalks, relocation of utility polls, and landscaping as possible.



9.10 Seek Right-of-Way: Ensure boulevards and street trees are achieved with new development, including through establishing desired right-of-way to support them in model zones and other city-initiated zoning updates.

9.11 Cycling Connectors: Complete bicycle connectors on Vancouver Street and support community-led placemaking along the route, including the proposed project at Vancouver Street and Caledonia Street.

9.12 Chambers Street: For key directions related to Chambers Street see the Fernwood Neighbourhood Plan.

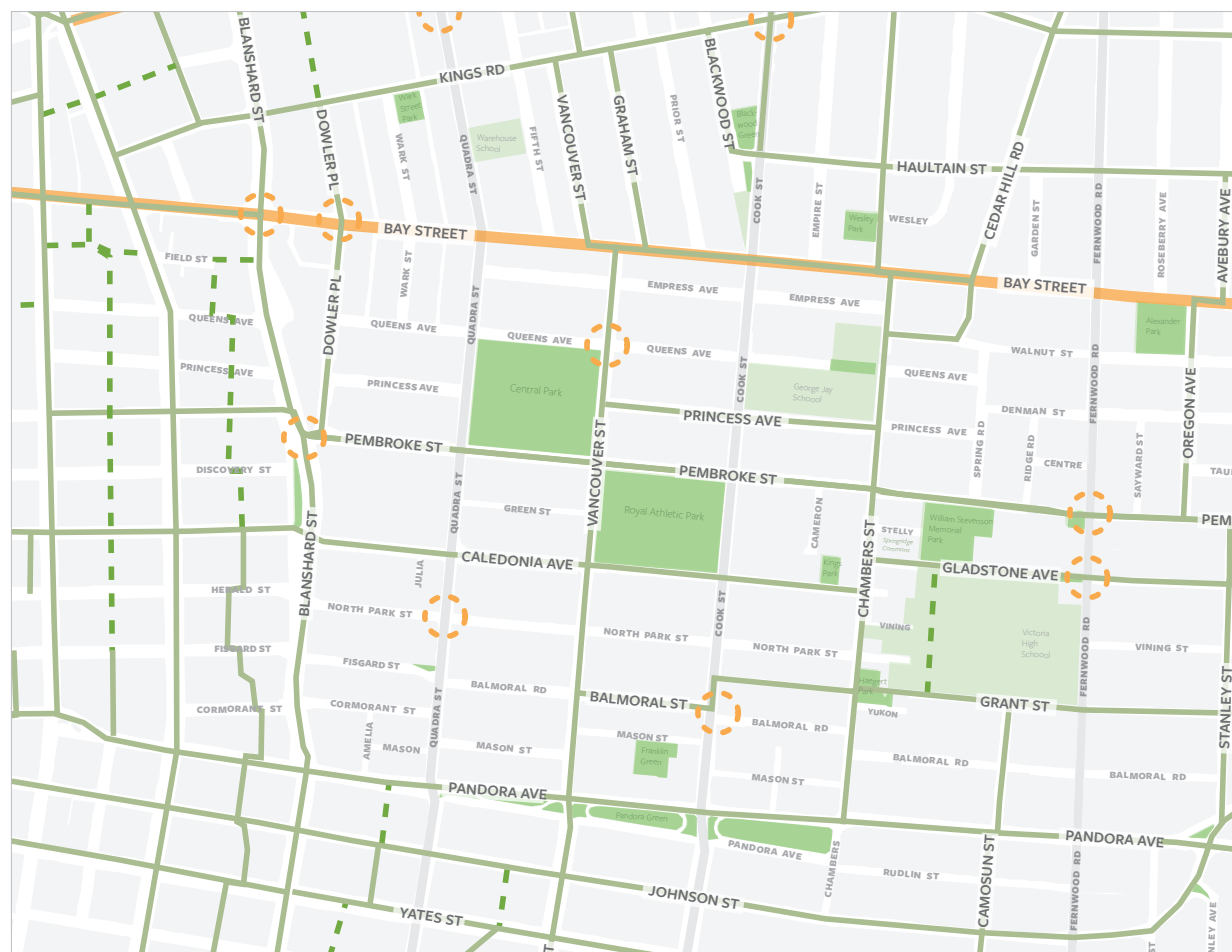


Improving Local Mobility in North Park

Local mobility improvements are realized in multiple ways, often through the redevelopment of private properties or through capital programs.

North Park residents can request improvements, like speed humps or new crosswalks, through the City's mobility programs. Some improvements are identified in this plan while others may be identified through future processes or community requests. Requests are reviewed from a technical perspective and how they align with road safety objectives, and then prioritized with other locations city-wide.

Map 12: Greenways Network with desired pedestrian and crossing improvements (for reference only, please see Official Community Plan).



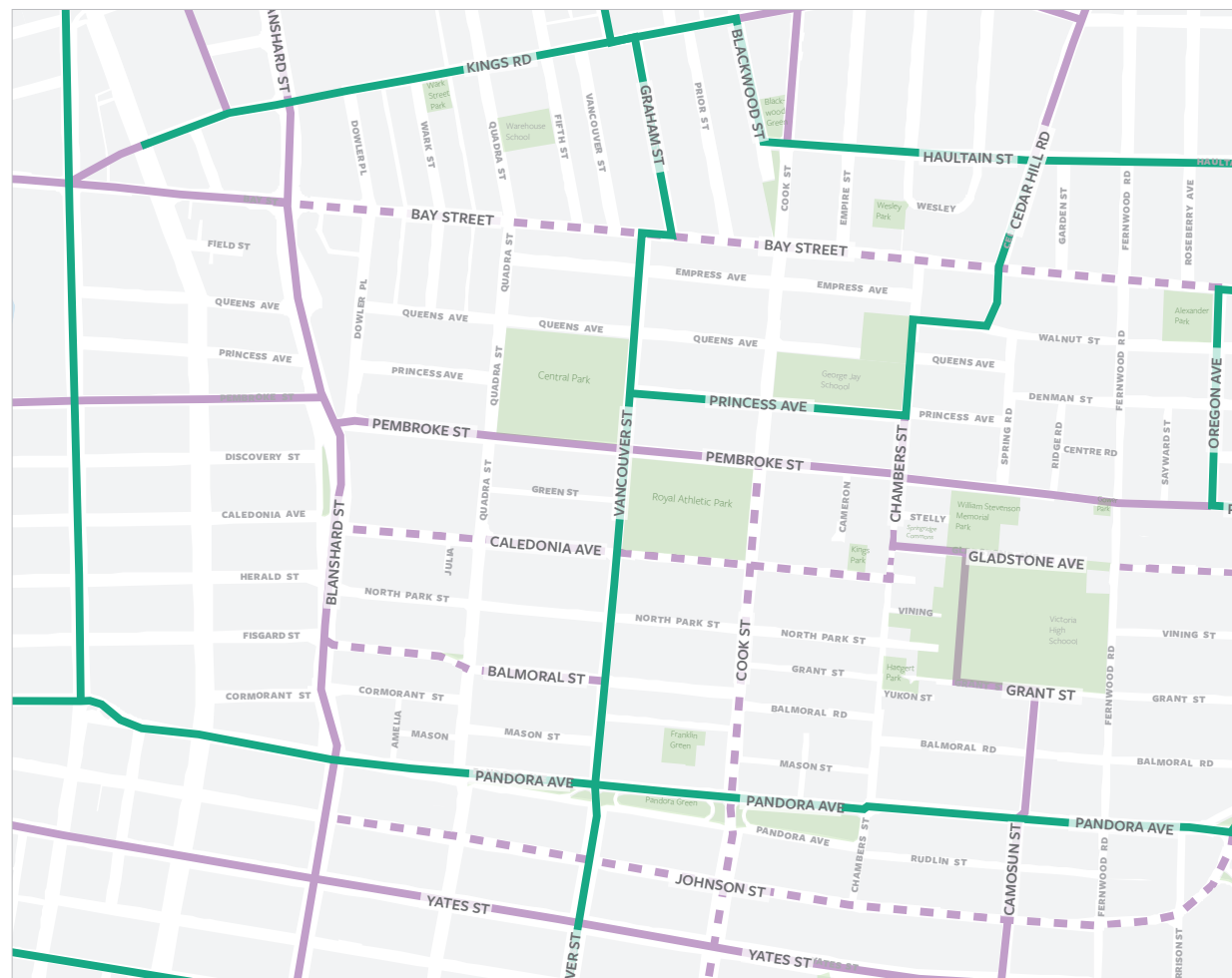
Legend

- Neighbourhood Greenways
- Key transit corridor in need of pedestrian improvements
- Future Greenway Opportunities
- Desired crossing or crossing improvement

About the Greenways Network

The Greenways Network Map illustrates existing and desired routes for safe, convenient, and/or pleasant walking and wheeling. Improvements to greenways may be realized through several City programs including the *Traffic Calming and Crosswalk Program*, the *Pedestrian and Bicycle Master Plan* implementation, the *Transit Shelter Program*, *Road Rehabilitation Program*, *Active & Safe Routes to School* initiatives, regional transportation network investments, and major redevelopment projects.

Map 13: Cycling Network (for reference only, please see Official Community Plan).



Legend

- AAA Priority Network
- AAA Expanded Network
- Other Existing and Community-Identified Cycling Routes

About the Cycling Network

The Cycling Network Map highlights existing and planned All Ages and Abilities (AAA) bicycle facilities. AAA facilities offer a greater degree of safety and comfort. Design treatments will vary depending on the context. Examples include protected bicycle lanes (one-way and two-way), off-street pathways (cycle only or multi-use), and shared-use streets with lower vehicle volumes, speeds, and signage (advisory bicycle lanes and neighborhood bikeways).

The City's AAA plan was adopted in 2016. Once the network is complete, 95% of the municipality will be within 500m of a AAA cycling route, providing safe and convenient access to village centres, parks, recreation centres and schools for all types of riders.

Other components of the cycling network are shown (both existing and desired). These may include painted bicycle lanes, painted buffered bicycle lanes, and signed bicycle routes. Working with partners and private land-owners, the City will continue to be opportunistic to add facilities and improve existing facilities (including addition to the long-term AAA network) as appropriate.

10. Parking - Intent and Objectives

These objectives provide context and overarching guidance for mobility in North Park when interpreting the policies that follow.

Value the Right-of-Way

Per the goals and objectives in *GO Victoria*, the City's sustainable mobility strategy, value the city's limited right-of-way to support access for people, sustainable travel behavior and convenient access for high-occupancy, low-carbon, and active travel modes and the efficient delivery of goods.

Manage Parking for All Needs

Given the limited allocated parking and curb space in and near North Park Village, prioritize parking management to encourage turn over and align with broader goals, including accessibility, vibrancy, and local economic development.



Parking - Policies

Parking influences how we live and move about the city, how businesses thrive, and our sustainability objectives. Curb space is valuable public space. This plan works together with city-wide policies and regulations to guide parking in North Park.

Parking Management

10.1 On- Street Parking: As part of a city-wide parking modernization program, seek to implement parking management solutions in and near North Park Village and along Quadra Street in areas proximate to commercial uses, including:

10.1.1 Working with neighbours and local businesses to reallocate public space from vehicle parking to bicycle parking, in addition to other placemaking initiatives.

10.1.2 Piloting the elimination of or modifications to resident only parking programs to better support local businesses.

10.1.3 Piloting time-limited parking that supports improved turn-over of business patrons.

10.1.4 In the long-term, consider transportation demand management

(TDM) methods such as increased and diverse bicycle parking, car share spaces, and others.

10.1.5 Expand accessible parking options serving urban villages.

10.2 Village Parking Management: Create a parking management plan for North Park Village which considers parking management and wayfinding signage, and potential future opportunities at 940 Caledonia Street.

10.3 Support the North Park Artisan Area: Implement flexible approaches to parking along North Park Street that support access and delivery for existing and future maker and artisan spaces.

10.4 Public Parking: Encourage the inclusion of an underground, public parkade at the existing parking lot located at 940 Caledonia Street (adjacent to Royal Athletic Park)

should the site redevelop for permanent a public use including a community facility, affordable or rental housing (following the conclusion of the current Temporary Use Permit on the site for the Tiny Village).

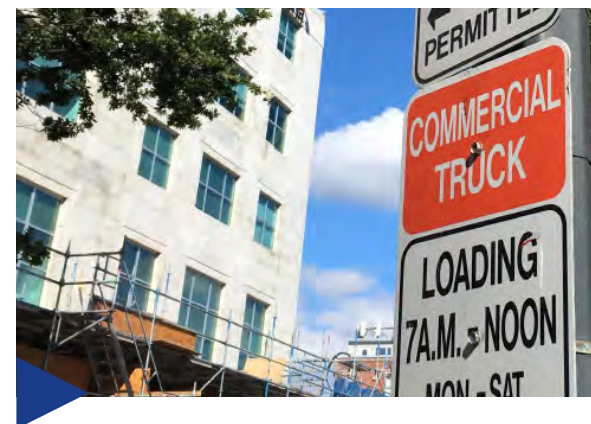
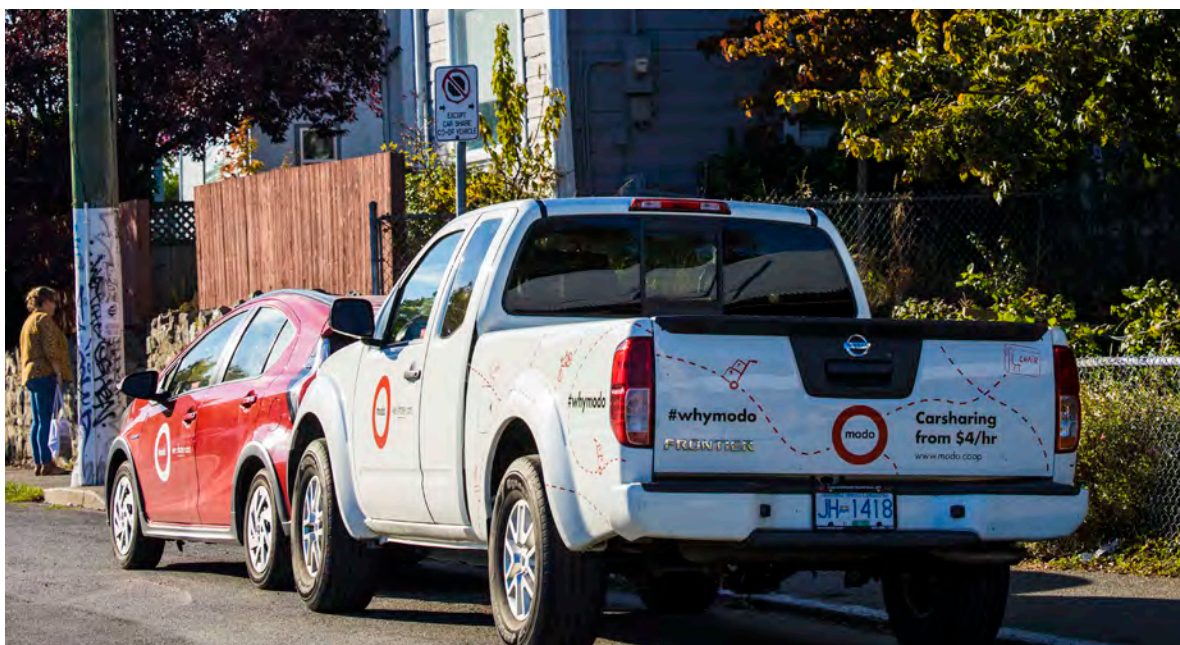
Transportation Demand Management (TDM) supports more sustainable transportation choices by offering incentives, information, and infrastructure, like bike shares, that make it easier and more appealing to live car-light.

Transportation Demand Management

Parking Modernization

10.5 Parking in New Development:

Seek to implement parking management solutions for new housing, including shared parking, reduced parking requirements, and transportation demand management (TDM), particularly for purpose-built rental projects and for new housing near large urban villages, active transportation routes and frequent transit routes.



Managing Curb Space in North Park

On-street parking in North Park is a mix of time-limited, residential only, and unrestricted. This parking is public space that can serve a multitude of needs, including for businesses and residences, cars and bikes, and public spaces like seating or greenery. It can also provide additional space for walking and wheeling.

The City manages curb space and a key target in *GO Victoria* is to ensure that by 2023 all curb space in the city is valued, managed and prioritized.

Parks, Facilities, and Community Assets

Parks and open spaces are highly valued and well used in North Park by people of all ages, incomes, and lifestyles, while there is a strong desire for additional facilities and assets to provide opportunities to connect and build a resilient community.

This plan seeks to support city-wide objectives and identifies priorities for local use of these spaces.

- ▶ **Meet the parks and open space needs of the growing population.**
- ▶ **Emphasize equity, diversity and inclusion in planning, designing, and improving parks, open spaces, and community facilities.**
- ▶ **Grow the urban forest in public and private lands.**



Relevant Policies and Bylaws

Official Community Plan
Parks and Open Space Master Plan
Urban Forest Master Plan
Tree Protection Bylaw
Design Guidelines
(Development Permit Areas)
Zoning Bylaw

11. Parks, Facilities, and Community Assets

Parks and Open Space Planning

The City's *Parks and Open Space Master Plan* provides a high-level road map guiding planning, management, and investment over 25 years. It includes priority short-term, medium-term, and ongoing actions. Individual parks and open spaces may have a park improvement plan to guide improvements. Funding for municipal park improvements comes primarily from the City's tax base or capital reserves. New development also contributes Development Cost Changes (DCCs), which can help to fund park improvement and acquisition based on needs generated by the anticipated population increase.

Parks and Open Spaces in North Park

The *Official Community Plan* (OCP) calls for 99% of Victorians to have a park or open space within 400m of home by 2041. While North Park as a whole meets this target, the OCP seeks a proposed park in the neighbourhood that has yet to be realized.

The *Parks and Open Space Master Plan* reflects a theme that was common throughout engagement – the desire to locate a water/spray park in the northeast area of that city because of the limited access to the waterfront.



Improving Parks and Open Space in North Park

Parks and Open Space improvements are guided by the *Parks and Open Space Master Plan*. This plan identifies ways to improve parks and locate parks for the desired uses identified by residents, and aligned with city-wide plans.

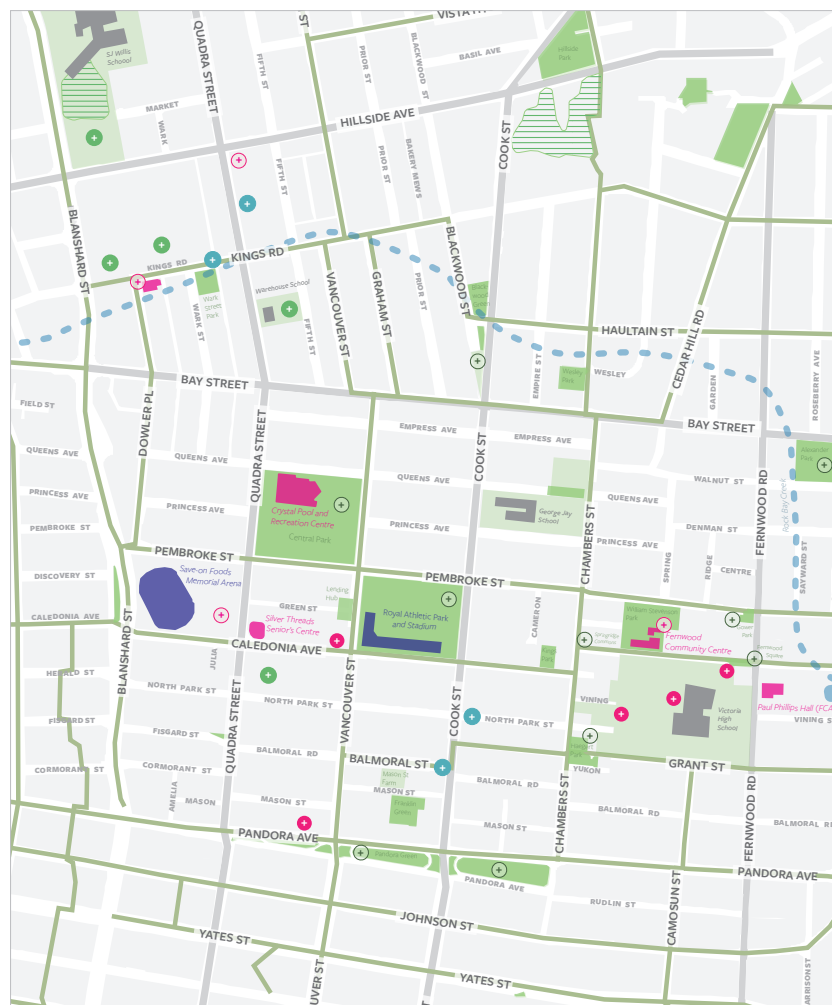
Prioritization and resourcing for parks planning, acquisition, and improvement projects are provided through shorter-term strategic plans and budgeting.

Parks, Facilities, and Community Assets

Parks, Open Spaces and Community Amenities serving North Park

Central Park
 Crystal Pool and Fitness Centre
 Franklin Green Park
 Royal Athletic Park
 Curling Club
 Save-on Foods Memorial Arena
 Silver Threads Senior's Centre
 Mason Street Farm
 (privately owned)






Map 12: Existing and Desired Parks, Open Spaces and Community Assets in North Park.








*Greater Victoria School District properties provide valuable green and open space to the community. While not owned or managed by the City, the spaces are shown here to reflect their importance and the community desire to continue to provide public access or enhanced community use.

Legend



Existing amenities

-  Park or Open Space
-  Community or Recreation Centre
-  School
-  Stadium or Arena
-  Neighbourhood Greenways (see Map 12)

Desired amenities

-  Desired park or open space*
-  Enhancement to existing park or open space
-  Desired community amenity*
-  Enhancement to existing community amenity
-  Desired plaza or public space*

Ecological assets for enhancement, recognition, or preservation

-  Former route of Rock Bay Creek
-  Sensitive Ecosystem (Woodland) Identified in Official Community Plan

*Locations are general or approximate and may represent one idea among many; additional planning may be required.

Intent and Objectives

These objectives provide context and overarching guidance for parks, facilities, and community assets in North Park when interpreting the policies that follow.

Protect the Environment

Parks and open spaces protect and improve native ecosystems and help the city adapt to climate change.

- Increase protection and enhancement of native ecosystems in parks and open spaces across the city.
- Improve sustainability and ecosystem services.
- Mitigate and adapt to climate change.

Foster Engaging Experiences for Everyone

The parks and open spaces system meets current and future needs of Victoria residents, provides a range of different experiences, encourages active living and is multi-functional, inclusive, and accessible.

- Parks and amenities are equitably distributed and well maintained.
- Expand the variety of experiences and activities within the parks and open spaces system.

- Parks and open spaces offer a wide variety of activity spaces that contribute to the health and wellness of residents and engage youth and children.
- Improve and maximize the utility of existing sports amenities.
- Encourage community gardening and local food production by providing multi-generational, collaborative opportunities for learning and growing.
- Parks and amenities are easy to find and well-connected by pedestrian and cycling routes.

Celebrate Victoria

Special places and amenities in the parks and open spaces system animate the city and support events for residents and visitors.

- Parks and open spaces highlight Victoria's unique features and character, and support arts, culture, and tourism.



Parks, Facilities, and Community Assets - Intent and Objectives

Strengthen Partnerships

Community members, stewards, and partners help enhance all parks and open spaces in the city.

- Collaborate with owners of public green space, other partners, and volunteers throughout the city to maximize community benefits.

Maintain and Enhance the Urban Forest

The urban forest, habitat, and native ecosystems are maintained and enhanced per the directions in the *Urban Forest Master Plan*.

Community Facilities

Continue to support the current and evolving needs of the diverse population in North Park including households of all ages, incomes, family types and lifestyles.

Local Food Systems

Build on the strong network of community food systems in North Park to reflect the values of food security and sustainability.

Continue to support opportunities to grow, access, and learn about food close to home and encourage the prioritization of equity, diversity and inclusion in food, cooking, and gardening programs.



Policies

Parks and open spaces, community facilities, and other assets contribute to the well-being of North Park and can help to foster a more equitable, inclusive community.

Parks

11.1 Community Priorities: Through the establishment of new parks or development of park improvement plans, consider the following community priorities:

- Consider introducing a water or spray park and/or other water features that help draw people to and animate the space.
- Incorporating more benches, tables, and shade structures for weather protection and seasonal comfort in parks and public open spaces.
- Incorporating public washrooms and drinking fountain facilities.

11.2 Indigenous Spaces: In partnership with Indigenous people, seek opportunities to create or enhance spaces that support gatherings and cultural practice.

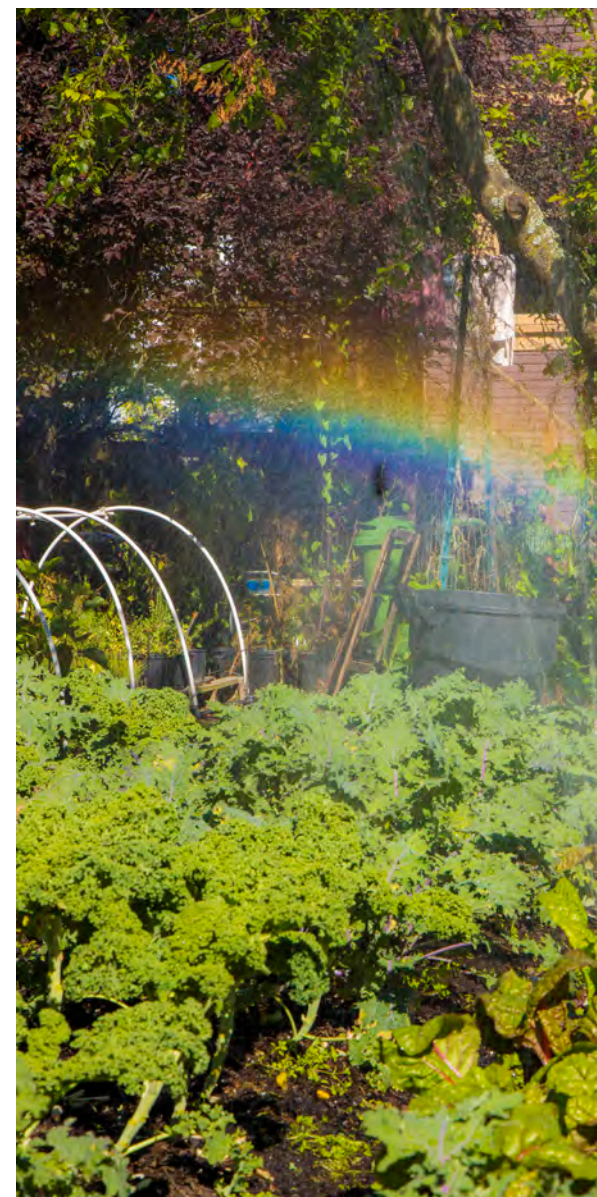
11.3 Outdoor Music: Through planning for arts and culture facilities and implementation

of the *Music Strategy*, consider the location of an outdoor space designed to accommodate small-scale, outdoor music performance in the northern/central neighbourhoods of Victoria, complementing the Cameron Bandshell at Beacon Hill Park.

11.4 Establishing New Park Spaces: Seek to establish a new park or significant public open space in the North Park neighbourhood.

11.5 Vancouver Street Plaza Space: Explore opportunities for high quality public open space as part of planning for the Vancouver Street Greenway and the City owned land at Vancouver and Caledonia Streets.

11.6 Central Park Improvements: Continue to consider improvements to Central Park through a park improvement plan. If the Crystal Pool is relocated or redeveloped, engage the community on the development



Parks, Facilities, and Community Assets - Policies

of a comprehensive site plan and consider the community priorities noted above, including reinforcing and enhancing the park for multi-cultural, multi-generational use.

11.7 Franklin Green Park Improvements:

Consider future enhancements to Franklin Green Park through a park improvement plan that considers the community priorities noted above, in addition to the following:

- Improving management of pet zones and added protection to the off-leash dog area.
- Enhancing its role as a place for picnicking and gathering for residents.

11.8 Pandora Green Improvements:

Consider future enhancements to Pandora Green / Harris Green, including consideration of ideas developed during the Pandora Green Charrette.

11.9 Curling Club: Work with the Victoria Curling Club to identify additional opportunities for increased public use of the facility.

11.10 Royal Athletic Park: Continue to expand public access and programming at Royal Athletic Park **and consider other changes and improvements as part of a future planning process.**

11.11 Pockets of Green: Support community initiatives to explore opportunities to create small green spaces, pockets of nature or food production on underused lands, including through placemaking programs and the *Growing in the City* program.

11.12 Green Space Connections: Better connect green spaces to one another and to areas of higher-density housing through new greenways (see Mobility section).

Community Facilities

11.13 Adding Community Centre Space:

Seek to add community centre space to serve North Park and area residents.

11.14 Indoor Amenity at 930 Pandora: **Carry out Council direction for a new community facility as part of the multi-use development planned in partnership with BC Housing and other stakeholders.**

11.15 Community Facility at 940 Caledonia:

Consider the potential for a public building, whether a community facility or affordable housing, at the 940 Caledonia Parking lot in future.



Parks, Facilities, and Community Assets - Policies

Local Food Systems

11.16 Community Gardens: Support community-led efforts to enhance or establish additional community gardens (including allotment gardens, commons gardens or community orchards) and to develop other community-led gardening initiatives through the Growing in the City program.

11.17 Food Security: Support community programs to distribute food and enhance food security, including “Good Food Boxes”, community supported agriculture, and others.

11.18 Food Programs: As part of any future community facilities, support additional capacity for commercial kitchen uses and space for family meal programs, community teas and other social connections around food.

11.19 Food in Public Space: Support the development and enhancement of public spaces that includes opportunities to share, sell, and grow food.

11.20 Mason Street Farm: Support the continued use of the Mason Street Farm as Urban Agriculture enterprise or location.



Supporting Food Systems in North Park

Food security and opportunities to grow and share food are a priority for North Park residents.

Victoria’s Growing in the City program supports urban food production on public and private land. The program supports urban food production on private land in new developments, provides resources and support for community-led boulevard gardening, bee and hen keeping, urban food trees, rooftop greenhouse, the establishment of community gardens, and more. Short-term North Park priorities can be identified in a Community Action Guide.



Implementation and Next Steps

Implementation of this plan will be ongoing. Some ideas may be realized in the near-term, others could take time. This plan will also be updated as required when additional planning takes place.

The policies and ideas in this plan will be implemented over time, in some cases through City strategic plans and annual budgets. In other cases, concepts may only come to fruition as opportunities arise, including through redevelopment proposals or community-led action.

When development proposals or grant submissions are considered by the City,

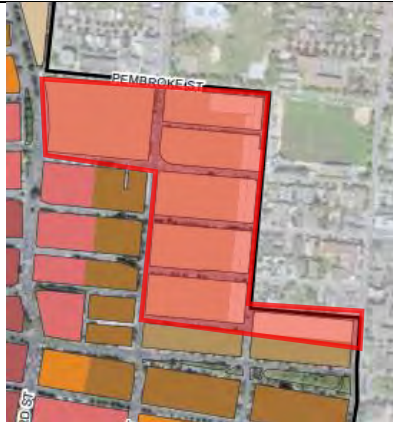
this plan will be used as reference to guide decision making, together with the *Official Community Plan* and other City plans, policies, and initiatives.

Planning will also continue and this plan may be amended as future work proceeds. Some future work may be coordinated by the City and completed together with the community, other work may be community-led.

▶ **The City will support a process to develop a Community-led Action Guide if community members and organizations find such a process to be appropriate or useful.**



Anticipated Edits to Downtown Core Area Plan to Align with North Park Plan (2022)

| Page | Edit | Notes |
|------|---|---|
| 33 | Residential Mixed-Use District <ul style="list-style-type: none"> Add new text: Quadra Street is also a special character area, recognized as a cultural corridor containing a series of prominent heritage landmarks, cultural institutions, and places of worship in the RMD. | Insert as a stand-alone fourth paragraph. |
| 34 | Residential Mixed-Use District <ul style="list-style-type: none"> Add and revise text: 3.96. Develop new zoning for the RMD that includes density levels to accommodate mid-rise to high-rise residential, commercial and or office development as described in this Plan, the North Park Neighbourhood Plan (2022) and the Fairfield Neighbourhood Plan (2019). | |
| 37 | On Map 14: Areas Exempt from Density Bonus System: <ul style="list-style-type: none"> Create a new area labelled “See North Park Neighbourhood Plan (2022) for details”. Delete current label on legend that indicates 2.0:1 Maximum Density (FSR). | Label needs to be applied to all areas that are currently shown in orange shading. |
| 45 | On Map 16: Pedestrian Network: <ul style="list-style-type: none"> Add brown shading to the block north of Amelia Street, between Cormorant Street and Figgard Street to denote ‘Priority Through-Block Walkway Area’. | |
| 69 | On Map 27: Parks, Plazas and Open Space <ul style="list-style-type: none"> Add a Minor Public Open Space label and symbol on the lower right corner of the Royal Athletic Park parking lot adjacent to Vancouver Street/ | |
| 79 | Map 29: Maximum Building Heights <ul style="list-style-type: none"> Add shading to the following blocks (illustrated on the map in notes): <ul style="list-style-type: none"> Save on Foods Arena site. Five blocks between Quadra Street and Vancouver Street, south of Pembroke Street and north of Mason Street. North half of block between Vancouver and Cook Streets and Pandora and Mason Streets. Add a note on the map legend to state: ‘See North Park Neighbourhood Plan (2022) for building height policies’. |  |

2022

CITY OF VICTORIA | Sustainable Planning & Community Development

General Urban Design Guidelines

Multi-Unit Residential, Commercial and
Industrial Development

*Note: Red text reflects key updates
since the last phase of engagement.*





Publishing Information

| | |
|---|---|
| Title: | General Urban Design Guidelines |
| Prepared by: | City of Victoria Sustainable Planning and Community Development Department |
| Status: | DRAFT for Adoption (April 2022) |
| Contact details: | The City of Victoria Sustainable Planning and Development Department Victoria City Hall, 2nd Floor 250.261.0382 Electronic versions available on the City of Victoria website: engage.victoria.ca |
| Cover photo credit: | Doug Clement, 2021 |
| Diagrams and photos used in this document are for illustrative purposes only. | |

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Introduction

Overview and Intent

These guidelines are meant to guide form and character of multi-family residential, commercial and industrial developments and to support the evolution of neighbourhood villages and key transportation corridors. They provide clear direction for designers, architects and property owners who are actively planning or considering a new building, retrofit or addition to an existing building within these neighbourhoods. The guidelines are also an important evaluation tool for City staff and municipal decision-makers when reviewing new development applications to ensure that a proposed development is a 'good fit' within its context, demonstrates an appropriate design response and enhances the public realm.

The guidelines are intended to foster innovative, creative and unique design responses to individual site conditions, opportunities and constraints by applying the broader design principles and goals established in the Official Community Plan and local area plans.

How to Use the Guidelines

The guidelines include a combination of general guidelines, along with guidelines specific to certain land uses, locations, contexts and conditions:

- ▶ Sections 2-7 are generally applicable to all building types and locations, with design guidance provided for specific land uses where applicable (e.g., residential vs commercial and mixed-use buildings).
- ▶ Section 8 addresses special considerations related to industrial buildings and uses, heritage context, building energy performance and accessible design, in addition to other applicable sections.
- ▶ Section 9 includes additional guidelines that apply to development within urban villages, in addition to section 2-8.



The guidelines are structured around a set of key urban design topics, with a clear statement of design intent articulated for each topic. A set of design strategies are included under each statement of intent to be considered in the application of the guidelines. Each design topic is also supplemented with photographs, diagrams, and images to illustrate how the design strategies can be implemented to achieve the broad design intent.

It is important to note that the design strategies included under each statement of intent are not an exhaustive list, and that additional design strategies may be considered in response to specific site conditions, constraints, adjacencies and further, to advance emerging innovation with building design, energy efficiency and sustainability on a case-by-case basis. In this way, the design guidelines are not intended to be an absolute checklist for all developments. Rather they function as a benchmark and design framework to ensure that careful thought and consideration has been given to important design objectives while still supporting creativity, innovation, and design excellence. Where alternative design approaches are proposed by an applicant, they will be reviewed against the statements of design intent to ensure that key design objectives are still being achieved. Applicants may be required to provide additional diagrams and studies to support the proposed design solutions.

Context

Victoria's neighbourhoods are diverse and unique. Many neighbourhoods are premised on a "15-minute" community: a place where a mix of housing types are located within walking distance of urban villages and amenities that provide goods, services and social opportunities for daily living. Victoria's neighbourhoods contain a mix of housing developed from the late 1800s to the present day, along with unique urban villages which have evolved over time. Within these areas are unique conditions related to lot and block size, topography, natural features and built environment, which will affect how these guidelines are applied in any location.

These areas are bisected by busy transportation corridors as well as quiet local streets. A defining feature of many residential areas is a pattern of "perimeter blocks", with primary residential buildings located near the front of the lot, and rear yards dedicated to open spaces, creating a unified open space at the interior of blocks. Another defining characteristic are the trees, front yards and front entries that line residential streets. These guidelines have been formulated to respond to these key features.

For additional context related to individual urban villages, see **Section 8.0 Urban Village Guidelines**.

Guiding Principles

These guidelines have been developed to:

- Guide new development that will enhance Victoria's character and create new benchmarks for the future.
- Address neighbourhood-specific contextual design needs that complement existing uses and scales.
- Foster human-scale environments that promote sociability and neighbourliness, provide adequate privacy, and allow for personalization.
- Support pedestrian comfort and safety in public open spaces.
- Achieve high-quality environments that promote livability and street activation; prioritize pedestrian and active transportation; and mitigate the effects of busy arterial streets.
- Promote innovation and eclecticism in architectural design.
- Encourage a more sustainable, accessible and resilient urban design that works with nature.

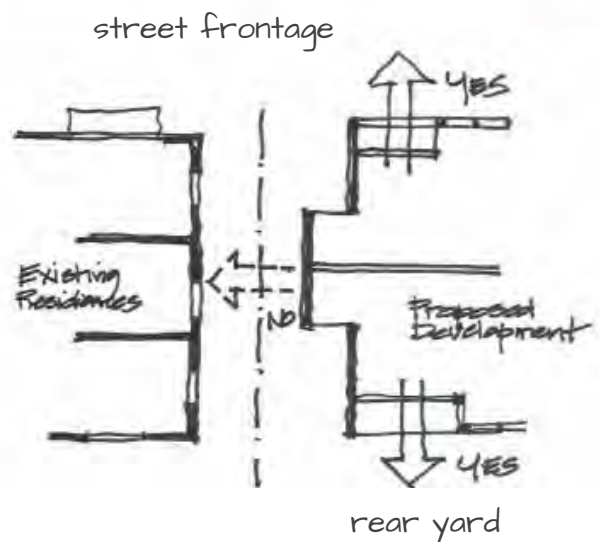


1.0 BUILDING FORM, SCALE AND ORIENTATION

Intent: To ensure new development complements existing neighbourhood development, considers positive relationships to potential future development on adjacent sites and contributes to a high quality, pedestrian-oriented public realm.

1.1 General Guidelines

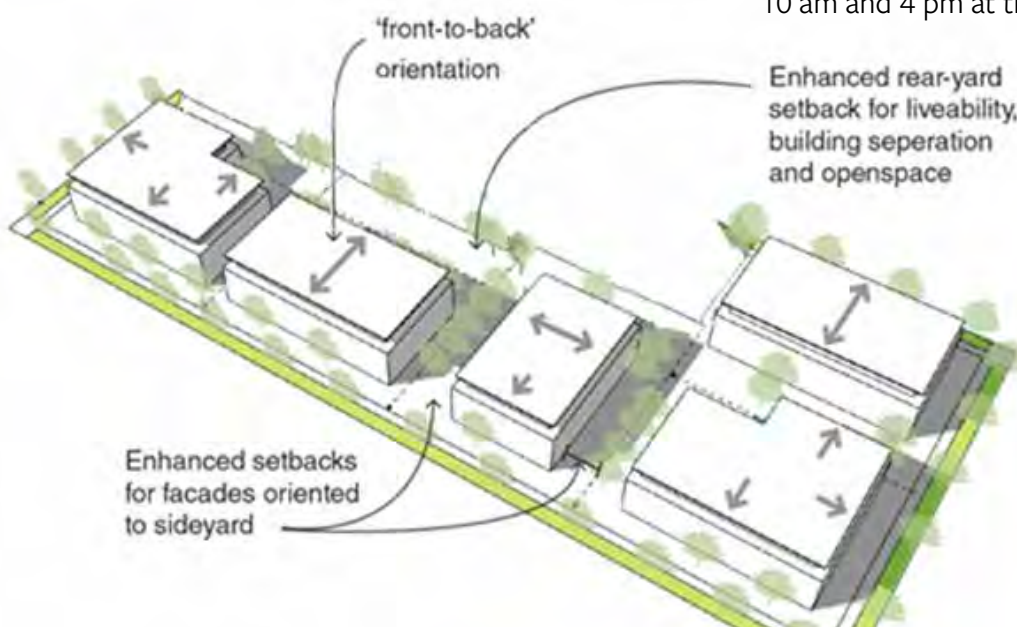
- a. Design buildings to orient towards and have a strong relationship with the fronting street and sidewalk or open space.
- b. Design buildings to respond to the established orientation of buildings to fronting streets and rear yards. Generally, building massing should be oriented parallel to the street with primary facades facing front and rear yards.
- c. Design buildings to sensitively transition in scale and provide sun access to adjacent open spaces by considering the following strategies:
 - Reduce massing in upper storeys through upper storey step-backs
 - Use building setbacks and building separation to mitigate shadowing and overlook
 - Orient buildings to reduce privacy impacts, particularly for portions of the development abutting the side yards of adjacent residential uses and open spaces
- d. Attention should be paid to the length, proportions and architectural articulation that result from variations of use, material and aesthetic expression along facades that are continuous and relatively long. Consider integrating a substantial break in the façade of longer buildings at intervals of 30m or less, with a lobby or ground level entryways.
- e. Buildings that extend along sloping sites should be designed to respond to the natural topography while maintaining a strong relationship with the street.



Orient primary facades and windows towards front and rear yards rather than side interior yards

- f. Punctuate highly visible sites, corner sites or buildings at terminated street corridors by considering distinctive massing, building articulation, roof features or architectural treatments;
- g. For buildings over 4 storeys, consider incorporating upper storey step-backs on the north, east and west facing facades of the base building to minimize shadowing of adjacent streets and open spaces;
- h. On corner sites, develop both street facing facades as front elevations;
- i. Buildings should be set back sufficiently from property lines to provide human scale spaces at the street, areas for landscaping and stormwater mitigation, and sun and air access for neighbouring buildings. The following setbacks are recommended:
 - Generally, front yard setbacks should maintain an average 4 m setback, and minimum 3 m setback, along fronting public streets and open spaces, depending on adjacent context and ground floor use;

- Consider reduced front yard setbacks for areas where lot depths are constrained or where there is a choice of ground floor use (residential or commercial) ;
 - Rear yard setbacks should be approximately 8m minimum;
 - Side yard setbacks should be approximately 3m minimum at the ground floor with consideration of greater setbacks for north facing sideyards to mitigate shadowing impacts;
 - Where a building is oriented with a primary façade (i.e., single aspect units) facing a sideyard, a setback average of approximately 6m is desired for the first three storeys, 7.5m for the fourth storey, and 10m for portions of the building above the fourth storey;
 - Avoid projection of underground parking or other structures into setback area to maintain sufficient soil volumes for trees and landscaping.
- j. Mitigate shadowing impacts on adjacent south, east and west facing sidewalks and public open spaces. Sun access and shadowing impacts should be demonstrated with a shadow study between 10 am and 4 pm at the equinoxes.

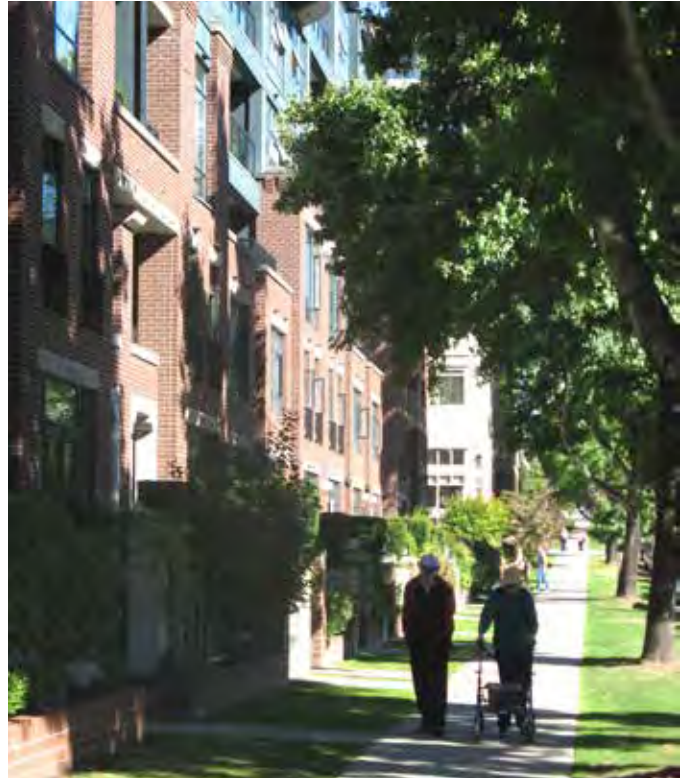


2.0 BUILDING-TO-STREET INTERFACE

Intent: To support street vitality, pedestrian activity, visual interest and safety through building designs and site planning.

2.1 General Guidelines

- a. Buildings and associated outdoor spaces should create “eyes on the street” and public spaces by orienting doorways, windows, patios and balconies to overlook sidewalks, walkways, parks and other open spaces.
- b. The primary building entrance should have clear sight lines and be accessible from the public sidewalk.
- c. Emphasize entrances to buildings with lighting, architectural detail or other design strategies so they are clearly visible and have direct access from public streets and sidewalks.
- d. Buildings should be located to provide an effective street edge and streetscape rhythm.
- e. Where an established pedestrian-friendly street wall exists, the front facade of new buildings should be generally aligned with adjacent buildings to create visual continuity along the streetscape, while accommodating desired spaces for pedestrians, residential or commercial patios, landscape transition zones and similar spaces.
- f. In places with tight setbacks, a greater setback than exists may be desired to create display zones, patios for commercial buildings, a landscaped transition zone or patio for residential ground floors.
- g. Buildings on corner sites should be designed to contribute to both facing streetscapes. Strategies to achieve this include but are not limited to a ground floor setback corner, a primary building entrance oriented to the corner, or features such as entries, windows, balconies, and storefronts (in commercial or mixed-use buildings) that address both fronting streets.



Residential buildings (above) and commercial mixed-use buildings (below) positively oriented towards public streets and open spaces



2.2 Commercial and Mixed-Use Buildings

- a. Locate publicly-oriented commercial uses at grade to enable street activity such as browsing, outdoor cafes and street entertainment, as well as to enable placement of outdoor seating, where appropriate.
- b. Incorporate a high proportion of transparent glazing at the street level to enhance the visual presence of ground floor uses and increase the interactions between pedestrians and interior spaces. Incorporate bird safe glazing or treatment to minimize bird collisions.
- c. Incorporate frequent entrances along commercial frontages to create visual interest and support pedestrian activity.
- d. Design ground floors that can be adapted into multiple configurations for future tenancing flexibility.
- e. Consider facades with slightly recessed building entrances to enhance the building address and provide 'punctuation' along the street.
- f. Smaller buildings, and portions of the front façade of larger buildings, may be set back from the front property line to accommodate features such as patios, courtyards or seating areas. Guidelines for individual urban villages may provide additional guidance.
- g. Avoid at-grade blank walls over 5m in length.



Ground floor setbacks incorporating patios, cafes and displays help animate the streets and public spaces



Frequent entries create visual interest and activity



- h. Mitigate blank walls where unavoidable, through screening, landscaping, public art, patios, special materials, or other solutions to make them more visually interesting.
- i. Incorporate generous floor heights for ground floor commercial space with a minimum height of **approx. 4.5m** floor-to-floor to allow for access to natural light, spaciousness and greater flexibility for future changes of use.
- j. A minimum depth of approximately 10 metres is recommended to accommodate a range of ground floor commercial uses.
- k. Locate large format commercial uses on upper floors or below grade to minimize impacts on ground floor frontages. Where at grade locations are necessary, locate large format uses toward the building interior and incorporate frequent entries, shop windows and where possible, smaller retail units around the periphery.
- l. Modulate commercial frontages based on the pattern of individual shop fronts, entryways and overall fenestration pattern of the building façade. This design strategy is encouraged even where the building has a single tenant or use.
- m. Primary entrances on commercial buildings should have direct access from a public sidewalk or from pedestrian routes within sites.
- n. In mixed-use buildings, residential and commercial entries should be differentiated.
- o. Commercial buildings are encouraged to consider incorporating atria to expand and enhance the open space network.



Transparent shop fronts with displays and seating spilling out into the sidewalk, help animate and create visual interest along the street



A large format commercial use incorporating smaller retail units and frequent entries around the periphery, and housing above.

2.3 Residential Buildings

- a. Residential use at street level should have strong entry features and building designs that encourage interaction with the street while considering privacy and liveability for individual units.
- Locate ground floor residential units approximately 3-6 m from the fronting property line. This distance may be varied based on adjacent street conditions.
Structures for outdoor occupancy such as raised semi-private patios are appropriate within this setback.
 - Ground-floor residential units whose primary frontage is onto a busy arterial street may call for a greater setback
 - A setback to the lower end of this range may be more appropriate where there is a full-width boulevard. Streets with attached sidewalks may call for greater setbacks.
 - Setbacks towards the lower end of this range may be more appropriate if they facilitate the creation of a more generous rear yard
 - Where street-facing units also have exposure to an internal courtyard, front setback dimensions may be reduced to make a larger courtyard.



Individual entries to ground floor units incorporating patios and stoops creates 'eyes on the street' and supports pedestrian activity



- In appropriate locations, live-work units or units designed to be flex spaces with a commercial character, may be located closer to the back of the sidewalk edge.
 - For ground floor units, incorporate individual entrances oriented towards and connecting to adjacent sidewalks, courtyards other open spaces.
 - The area between the public sidewalk and the **building** should contain a landscape transition zone and semi-private or shared open spaces (e.g. patios, porches, yards).
 - Elevate patios or stoops from the public sidewalk to create a semiprivate transition zone, balanced with provision of accessible entries.
 - Porches, steps, alcoves, raised terraces, forecourts, landscaping or other design features are encouraged to make transitions from the public realm of the street and sidewalk, to the private realm of residences.
- b. Building facades should be designed so that entrances for pedestrians are legible and prominent, and that vehicular entrances and doors are subordinate features.
- c. Incorporate lobbies with multiple access points to enhance building access and connectivity with adjacent open spaces.
- d. Locate and design common facilities such as bicycle storage rooms, lounges and other common rooms in a manner that does not result in ‘non active’ space along the street. Consider limiting the maximum length of the common area to 10 m along building elevations adjacent to a street to mitigate this. **The character of the street will inform the design response.**



2.4 Weather Protection

- a. Provide weather protection along all commercial streets and plazas. Retractable awnings are encouraged to respond to varying weather conditions.
- b. Individual canopies or awnings of sufficient depth should be provided at building entrances and entries to bicycle parking areas to protect pedestrians from inclement weather.
- c. The underside of canopies should be illuminated.
- d. Consider placement of awnings and canopies to balance weather protection with daylight penetration. Canopies with translucent or frosted glazing are encouraged to maximize winter sunlight, particularly for north-facing facades. Avoid continuous opaque (solid) canopies that run the full length of facades. Use bird-friendly glass on canopies that incorporate glazing.
- e. Consider architecturally distinctive weather protection at the entrances of major buildings, adjacent to bus zones and street corners where people wait for traffic lights, over store fronts and display windows, and any other areas where significant waiting or browsing by people occurs.
- f. Integrate and design awnings, canopies, and overhangs as an extension of the building's architectural expression.
- g. Consider locating canopies and awnings to correspond with the placement of windows in upper storeys of the facade.
- h. New developments adjacent to transit stops, particularly on routes designated by local and regional transit plans (e.g. designated "Frequent Transit" routes) are encouraged to incorporate canopies, seating and lighting into their facades or street-fronting setbacks to create waiting areas for transit passengers.



Locate weather protection to reflect the pattern of windows, entryways and building architecture



2.5 Signage and lighting

- a. Use lighting to highlight building features and illuminate the public realm, while avoiding over illumination that projects light into the sky or spills over on adjacent buildings.
- b. Warm colour temperature lights are strongly encouraged.
- c. Consideration should be given to lighting as a key element of design for the effect on building façades and any open spaces.
- d. Use high quality, durable light fixtures.
- e. Pedestrian scale lighting standards and fixtures, in addition to general area and street lighting, is encouraged for nighttime visibility, comfort and security.
- f. Limit signage in number, location and size to reduce visual clutter and make individual signs easier to see.
- g. Ensure signs on buildings are located in a manner that is easily identified and scaled to pedestrians.
- h. Locate exterior signs within the first floor of buildings at the street level to ensure clear visibility. Signs located on upper storey facades are discouraged and should be avoided.
- i. Visual or representational and iconic signs are encouraged to supplement conventional textual signs to help establish a special character.
- j. The following are preferred or acceptable types of commercial signs:
 - Projecting two-dimensional or ‘blade’ type signs suspended from canopies and awnings
 - Flush-mounted fascia signs
 - Externally lighted signs
 - Vertical banners
 - Individual cut-out or silhouette letter signs mounted on storefronts. Individual letters should not exceed 45 cm (18”) in any dimension.

- k. Backlit plastic box signs and banner signs, are discouraged and should be avoided.



Lighting used to highlight building features and create safety while avoiding over-illumination of the public realm



Integrated weather protection, signage and lighting scaled towards pedestrian activity

3.0 BUILDING COMPOSITION

Intent: To ensure new development provides visual interest and human scale for pedestrians and building users.

3.1 Building articulation, features and details

- a. The design of new buildings and renovated existing buildings should express a unified architectural concept, while incorporating variation in façade treatments. For example, building facades may be articulated into a series of intervals.
- b. Consider building articulation to create visual breaks in the massing of large and long buildings to achieve human-scaled proportions. Articulation can be achieved in a number of ways, including breaks in form, step-backs, projections, insets, balconies, bay windows, surface treatments, colours and textures, and building modulation.
- c. New development should incorporate building elements that are complementary to the existing context, such as street wall, façade rhythm, structural bays, rooflines and cornice lines, window placement and proportions, entryways, and canopies.
- d. The roof line of a building's façade should be distinguished from its walls through features like a cornice, projecting overhang, decorative motif or other terminating element or treatment.
- e. Design balconies as integral parts of buildings. Consider using **bird friendly glazing** or narrow metal spindle guardrails to maximize daylight penetration into dwellings.
- f. Balconies and patios should be designed to contribute to a cohesive facade composition **including building articulation**.
- g. Incorporate architectural features and design details into building facades to create variety and visual interest along the street. Examples of this include but are not limited to:



Examples showing different approaches to articulation and variation in facade treatment

- Treatment of masonry (such as ceramic tile, paving stones, brick patterns, etc.)
- Treatment of siding (such as the use of score lines, textures, different materials or patterning to distinguish between different floors)
- Ornament or integrated art work
- Integrated architectural lighting
- Detailed grills and railing
- Substantial trim details and moldings
- Trellises and arbors.

3.2 Materials

- a. Use high quality and durable materials to withstand a range of environmental conditions, and for building features and accents to provide visual interest, particularly on lower portions of buildings that are more visible by pedestrians. High quality building materials include but are not limited to:

- Natural wood
- Composite materials
- Brick masonry
- Glazed tile
- Stone
- Concrete
- Flat profile “slate” concrete tile
- Glass and wood for window assemblies
- Standing seam metal roofing
- **Metal siding**

- b. Higher quality materials used on the principal façade should be continued around any building corner or edge which is visible from the public realm. The use of quality, natural warm materials that complement the context is encouraged for developments adjacent to properties listed on the Heritage Register, Heritage Designated properties, properties of heritage merit, or in



Examples showing use of materials and architectural features and details

areas with a cluster of properties of heritage merit and/or streetscapes with a consistent or prominent historic character;

- c. Large expanses of composite materials should be avoided;
- d. Exposed party walls and blank side elevations, where necessary, should incorporate features such as texture, reveals, colours, plantings or other treatments to provide visual interest.
- e. The exposed undersides of soffits, balconies and porches that are visible from a street or public walkway should be clad with exterior materials that result in a finished appearance, and which complement the palette of exterior materials used on the rest of the building.
- f. Light-coloured or heat-reflective materials are encouraged for rooftops to reduce heat island effects.



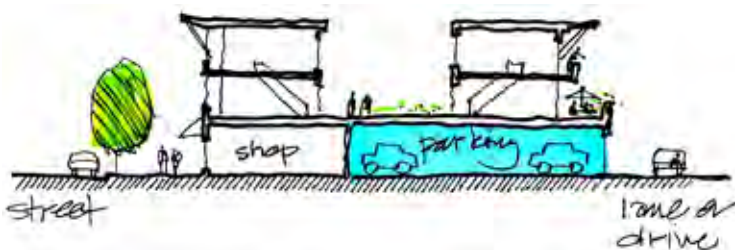
Incorporate bird friendly glass to help reduce bird collisions (above and left)

4.0 PARKING, CIRCULATION AND ACCESS

Intent: To ensure new development prioritizes pedestrian safety, promotes active transportation and mitigates service area noise and visual impacts.

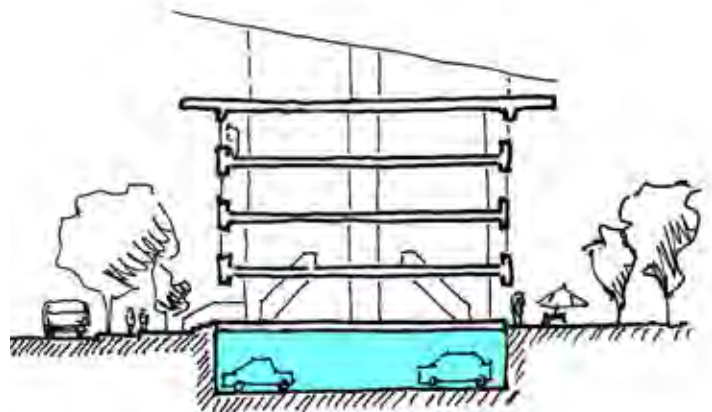
4.1 Access and circulation

- a. Design site access and internal circulation to emphasize public safety while ensuring efficient flow of travel for all modes. Safe movement of pedestrians should be prioritized above all other modes of transportation.
- b. Minimize vehicle and pedestrian conflicts in site design. Strategies to achieve this include but are not limited to the following:
 - Vehicle access should be designed to minimize the impact on streetscape appearance and disruption to pedestrian movement.
 - Use surface treatment, trees, plantings and street furnishings to delineate and separate the pedestrian realm from vehicular movement.
 - Pedestrian access to main and secondary entrances should be well marked, free of vehicles and emphasized in building and site design.
 - Vehicular access and egress routes should be well defined.
- c. The use of gathering places for pedestrians is encouraged, such as courtyards, gardens, patios and other landscaped areas.



4.2 Parking

- a. Parking should be located underground or tucked near the rear or side of buildings so as to minimize the impact on streetscape appearance, pedestrian circulation and to maximize ground level space for trees and landscaping.
- b. Underground parking entrances and garage doors should be designed and situated to provide an appealing entrance from the public street.



Underground parking minimizes impacts on the public realm



Tuck under parking (above and left)

- c. Where it is unavoidable to locate driveways and garage doors in building frontages, consideration should be given to design and landscape solutions that can minimize visual impacts, including recessing garage doors behind the main building line, and incorporating plantings to soften and frame driveways and garage entries.
- d. Where surface parking is unavoidable, it should be located to minimize visual impacts on public spaces.
- e. Landscape elements should be provided, such as planting, **rain gardens**, **trellises**, or fencing, to visually break up and screen surface parking from public streets and adjacent properties while still maintaining clear site lines to and from parking areas, avoiding creation of entrapment areas, and achieving other Crime Prevention Through Environmental Design principles.
- f. Where there is an established pattern of a perimeter block, with primary building facades oriented towards the street and landscaped rear yards and interior courtyards, alternatives to rear yard parking are desired. These strategies may be supported by reduced provision of parking through transportation demand management. This may also include strategies such as:
 - The inclusion of parking as tuck-under parking accessed from the side of a building
 - Inclusion of parking below-grade, or partially sunken
 - On lower-traffic streets, consider inclusion of a limited number of parking spaces in the front yard, especially to accommodate car share and accessible parking spaces in a building which does not otherwise provide parking on-site.



Examples showing design treatments to minimize visual impacts of parking entrances

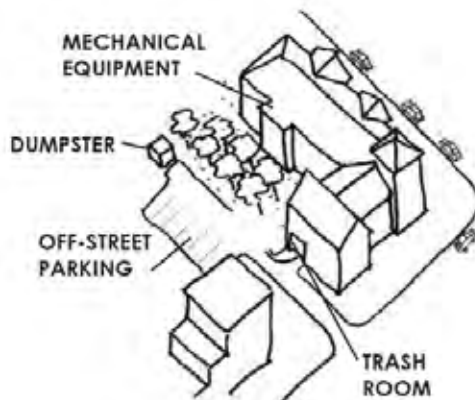


Surface parking screened and softened with trees and landscaping

- g. Short-term parking areas and drop-off pull-ins should be designed so that pedestrian areas are distinctly delineated from vehicular traffic areas. Paving materials that mark pedestrian areas, set aside parking areas, and make walkways distinct from traffic lanes are desirable.
- h. Use of high quality, permeable and durable paving materials in parking and pedestrian areas is encouraged. Paved surfaces with visual interest should be provided, while ensuring they are accessible and comfortable to use for people using mobility aids. This may include elimination of curbs, use of bollards, stamped concrete, unit pavers or other solutions. Generally, asphalt should be minimized by integrating a variety of paving materials, or by use of alternate surface treatments. Asphalt may be acceptable for industrial development.
- i. The use of alternative modes of transportation should be promoted in site design. This may include prominent bicycle racks for convenience and security, transit-supportive design features, or building entrances oriented to pedestrian areas.
- j. Visible and secure parking or storage should be provided for bicycles. Short-term bicycle parking should be sheltered, in well-lit locations, and clearly visible from a main building entrance and/or public roads. Bicycle storage facilities should be well-lit, and placed in a location with high volumes of pedestrian traffic. Entries to interior bicycle parking areas should be protected from rain.
- k. Consolidate driveway access points where possible, to minimize curb cuts and impacts on the pedestrian realm or common open spaces.
- l. The provision of shared parking between adjacent buildings and uses is encouraged to minimize the number of driveways, access points and in some cases the overall amount of parking required.
- m. Minimize the extent of site area dedicated to servicing, vehicular access and parking with shared infrastructure and efficient layouts.
- n. Minimize the size of service openings and garage doors visible from public streets and open spaces.
- o. Minimize negative impacts of parking ramps by using strategies such as, but not limited to incorporating a slight recess from the main building facade and through treatments such as enclosure, screening, high quality doors and finishes, sensitive lighting, and landscaping.
- p. Provide pedestrian and cyclist access to and from parking areas that is clearly visible, well-lit, convenient, and easily accessible from the street.
- q. Locate underground structures to minimize impacts on existing or future tree root health.
- r. Provide soil cells underneath the sidewalk and other hard landscape surfaces to provide structural support as well as ample growing medium for healthy street trees and landscaping, particularly in cases where underground parking extends underneath **areas with trees and plantings**.
- s. Ensure long-term viability of street trees and mobility objectives are not compromised by above ground and below-grade encroachments associated with the development.

4.3 Loading And Service Areas, Mechanical Equipment And Unenclosed Storage

- a. Loading and service areas should be separate from sidewalks and other pedestrian areas to enhance safety. Clear lines of sight to loading and service areas should be provided to enable casual surveillance.
 - Avoid free-standing vehicle ramps, loading areas and garbage storage and collection areas or enclosures.
- b. Vents, mechanical rooms and equipment (including any equipment associated with window cleaning) and elevator penthouses should be integrated with architectural treatment of the building, and screened with high quality, durable finishes compatible with building design.
- c. Placement of rooftop mechanical units and associated architectural treatments should take into account proximity to windows of adjacent residential buildings.
- d. Sound attenuation for rooftop mechanical units is strongly encouraged.
- e. Location and installation of gas and electrical meters and their utility cabinets should be carefully integrated into building and site design.
- f. Gas and electrical metres and utility cabinets on building frontages should be screened.
- g. Location of utility cabinets in areas of significant pedestrian activity and character, or on open space at side of streets, should be avoided.
- h. Ensure utility areas are clearly identified at the development permit stage and are located to not have negative impacts on public or common open spaces.
- i. Minimize impacts of Pad Mounted Transformers (PMT) on public spaces, tree planting and landscaping by locating on private property and integrating within development projects. Where



possible, place transformers within the building envelope and locate external transformer room doors within the façade facing the service street.

- j. Service functions such as fire exits, garbage and recycling receptacles and utility cabinets should be carefully located and designed to minimize visual and noise impacts.
- k. Ventilation shafts, grates and other above-ground mechanical or site servicing equipment should be located away from the public sidewalk and open spaces. Access to on-site loading and service areas for all uses should be as unobtrusive from the public realm as possible, appropriately shielded and protected from public streets.



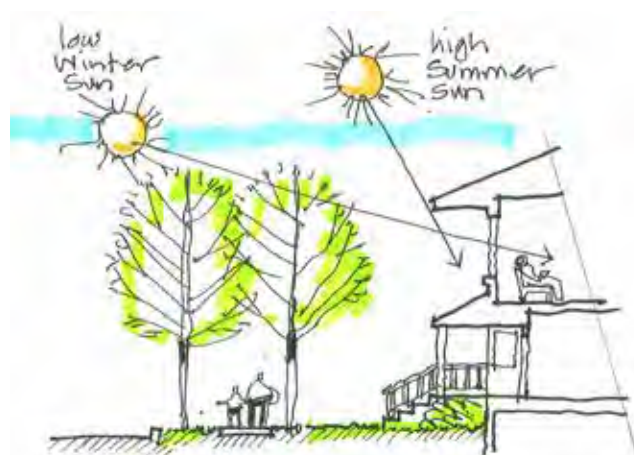
A combination of ornamental grill work and landscaping to screen mechanical equipment

5.0 OPEN SPACE AND LANDSCAPING

Intent: To ensure new development provides a range of shared or common outdoor amenity spaces that encourage social interaction, play, urban food production, and supports the urban forest.

5.1 General Guidelines

- a. Provide open space that is usable, attractive and well-integrated with the design of the building.
- b. Public and semi-public spaces should be distinguished from private spaces through design elements, including, but not limited to:
 - Changes in paving colour and texture where they do not create barriers to accessibility
 - Architectural features
 - Changes in landscape, raised planters or other landscaping features
- c. Consideration should be given to landscaped open space, accessible from the adjacent right-of-way, to soften the impact of larger and longer buildings. Possible locations include the corners of lots, at building entrances and walkway entrances.
- d. The scale and location of planting material should complement and be consistent with the scale and massing of buildings.
- e. Landscape design should preserve existing native vegetation where possible.
- f. Species selection should provide interest year-round. The inclusion of deciduous tree species in landscape plantings should be considered to permit light penetration in winter and shading in summer.
- g. Tree plantings within or adjacent to streets, sidewalks and other pedestrian pathways should generally be continuous with a spacing distance of 8 – 12 m depending on species.
- h. Landscape features should be designed and placed to allow clear, unobstructed views of surrounding areas.

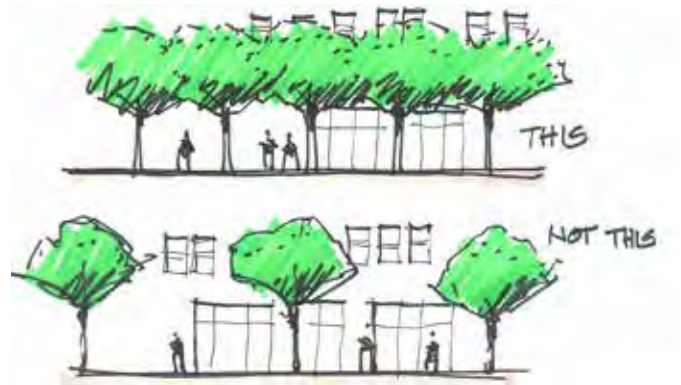


deciduous plantings provide shade in summer, and sunlight penetration in winter



Landscape used to soften impact of long buildings

- i. Landscape design should consider the local climate and water efficiency through species selection, including selection of draught-tolerant plants, efficient irrigation systems or design of unirrigated landscapes, use of run-off for irrigation, presence of rain gardens and other approaches.
- j. A minimum of 30% of the required common landscaped areas should include a diverse combination of plants and vegetation that are native to southern Vancouver Island, food-bearing (capable of being harvested for food and medicine) or that provide pollinator habitats.
- k. The design of landscaped areas should avoid the location of plants and trees immediately adjacent to air intakes on mechanical equipment and should also consider potential impacts from plant-based allergens within common outdoor gathering spaces.
- l. The rear yard and, where possible, side yards of buildings adjacent to lower-scale residential development should provide landscaping and trees that mitigate the appearance of massing and contribute to a transition in scale.
- m. Consider features in landscaping or open space that add to sociability, such as shared areas to sit, garden plots, play areas, patios fronting courts, etc.
- n. Developments are encouraged to incorporate outdoor common spaces into upper storey terraces, roof tops and/or internal courtyards to support a variety of activities, social interaction and gathering for all ages.
- o. Pedestrian walkways that connect the primary entrance of buildings with the adjacent public sidewalk should be a minimum of 2m wide and distinguishable from driving surfaces by using varied paving treatments.



Closely spaced street trees maximize urban forest and help create a sense of enclosure



Landscaping used to reduce perceived building scale



Residences fronting onto a green commons

- p. Locate and design shared outdoor spaces to:
- Maximize access to sunlight while providing areas of shade in the summer.
 - Provide direct access from adjacent private patios and terraces where applicable.
 - Provide clear access and visibility from circulation space to increase opportunities for social interaction and casual surveillance.
 - Minimize views into adjacent or nearby residential units by using fencing, landscaping or architectural screening while encouraging socializing and passive supervision.
 - Reduce the heat island effect by including planted and green roof areas with sufficient soil depths.
 - Include appropriate soil volumes and infrastructure for different types of urban agriculture.
- q. Light-coloured, heat reflective and permeable paving materials are encouraged for hard surfaces such as parking areas, walkways, patios and courtyards as a means to reduce storm water run-off and reduce heat-island effects.
- r. Where retaining walls are necessary, texture, planting, art or other strategies should be used to ensure a positive pedestrian experience.
- s. Trees and natural vegetation that line streets, along with associated root zones and soil volumes, should be protected. This may be accomplished by strategies that include but are not limited to:
- setting back of below-ground structures, including underground parking;
 - location of utility connections to protect existing root zones, and,
 - upper-floor setbacks where necessary to protect the health of current and future mature street trees where possible.
- t. Where buildings are located adjacent to public parks, trails, natural areas, plazas or other public green spaces:
- The design and placement of buildings and landscape should establish a sensitive interface with adjacent parks, trails, open spaces, and natural areas; consider landscaped edges; respect the root zones of adjacent trees; and minimize impacts on ecologically sensitive areas and natural features.
 - For new development adjacent to parks and larger public outdoor open spaces, design should clearly delineate private from public spaces, to avoid “privatizing” of public space. Strategies to achieve this may include location of a small pathway, low fence, hedge, similar landscape element, or arbor along the edge of a property adjacent to public open space.
 - Blank walls or extensive parking areas adjacent to parks, trails and natural areas are strongly discouraged.
 - **Where blank walls are necessary, consider screening with a landscape trellis, planter or green wall.**
 - Private fences located adjacent to parks, trails and natural areas should be designed to be attractive, permeable and low in scale to promote safety and comfort and to avoid overly enclosing adjacent pathways and trails.

5.2 PRIVATELY OWNED PUBLIC SPACES (POPS)

Intent: To encourage the provision of active and attractive publicly accessible open spaces, where practical and appropriate, as an extension of the pedestrian and open space network. The provision of compact forms of open space such as a patio, plaza, atrium or green space that are privately owned and maintained but designed to allow for public access are encouraged where they complement the adjacent public realm.

- a. Ensure the usability of POPS by providing visibility and access from adjacent public streets, parks and other public spaces. Allow for at least one edge open to the public sidewalk.
- b. Provide appropriate signage to identify POPS as open to the public, and to indicate their location when not fully visible from the street.
- c. Design POPS to enhance views of special features, heritage sites and landmarks in the area, where possible.
- d. Design POPS to complement character-defining elements of adjacent heritage buildings through use of materials and spatial proportions.



5.2.1 Small Plaza

Where a POP in the form of a plaza is proposed:

- a. Locate the plaza adjacent to a public street and consider its orientation to maximize sunlight access throughout the day with uses that take advantage of the sunny location (e.g. cafés and patios).
- b. Plazas should be of sufficient size to include tree plantings and seating areas.
- c. Locate the plaza at the same grade level as the public sidewalk where possible. Where there are changes in grade, design the plaza to accommodate universal access.
- d. Plazas should be of sufficient size to include tree plantings and seating areas.
- e. Line the edges of plazas with active uses at-grade, including building entrances, to animate and support the open space.
- f. Encourage spill-out spaces, such as patios and seating.
- g. For larger plazas:
 - Provide continuous weather protection in the form of canopies or arcades at the perimeter of the space.
 - Define smaller sub-areas within the plaza for ample seating and gathering in the sun and shade.
- h. Provide at least one primary building entrance facing the plaza, where possible.
- i. Provide pedestrian-scale lighting at appropriate locations.



5.2.2 Through-block walkways

- a. Consider providing a through-block walkway where identified in local area plans or where their provision improves or expands an existing pedestrian network.
- b. Where a through-block walkway is provided:
 - Design buildings facing through-block walkways to include ground floors with active edges oriented to the walkway, including entrances and windows facing the walkway to activate and provide casual surveillance of pedestrian areas
 - Provide clear sight lines at all access points and ensure adequate lighting, to increase public safety
 - Ensure that if gates are provided at walkway entry and exit points, that they are attractive and designed in a manner to be fully opened and do not impede access during public use hours
 - Use signage to identify connecting streets, adjacent buildings or open space
 - The width of a through-block walkway should relate to its expected level of pedestrian traffic, whether it accommodates seating, the height of adjacent buildings, needs for emergency access, and other factors. Generally, a minimum width of 3.6m is desired for pass-throughs that do not accommodate patio-style seating and do not expect heavy pedestrian traffic.



Residential (below) and commercial (above) through-block walkways improve amenity and connectivity



6.0 LIVABILITY

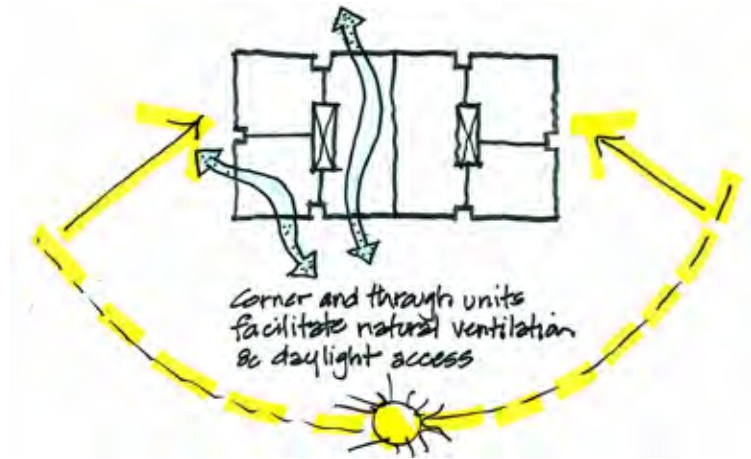
Intent: To ensure building design supports livability for residents. To encourage design responses that mitigate the impacts of busy streets.

6.1 General Guidelines

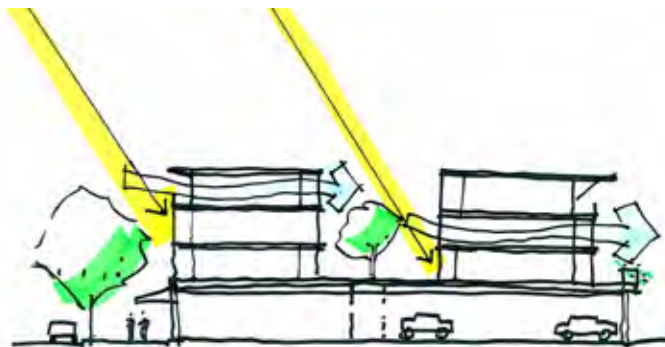
- a. Buildings that include residential units should provide private outdoor space in the form of balconies or porches, and shared open space in the form of courtyards, green spaces, terraces, yards, play areas or rooftop gardens.
- b. Patios, balconies and similar private outdoor spaces are encouraged to be of sufficient dimension to facilitate varied use (e.g. sitting, dining, container gardening). A minimum depth of 1.8m, a minimum width of 2.4m, and a minimum overall size of 4.6 m², is desired for balconies and patios.
- c. Consider buildings with upper level step-backs to provide opportunities for balconies and rooftop terraces that take advantage of sunlight and views.
- d. Design buildings to allow exposure to natural light to individual units and common areas while balancing solar gain and minimizing cooling loads.
- e. Consider higher window-to-wall ratios on north facing facades than on south facing facades to achieve greater natural daylight access.
- f. Buildings should be designed and positioned on their sites with careful consideration given to the experiential impacts on occupants and users of adjacent buildings and sites.
- g. Where two or more buildings are located on a single site, or where a single structure contains two or more building elements above a common base or podium:
 - A minimum separation space of 6m should be provided for residential units with a dual aspect.



- A minimum separation space of 14m should be provided where units with a single aspect are facing each other.
- h. Buildings should be designed to maximize the number of individual residential units that receive daylight and natural ventilation from at least two sides of the building, or from one side and a roof.
- i. Where possible, provide dwelling units with a choice of aspect: front and back, or on two sides (for corner units).
- j. On streets designated as major collectors or arterials and where street-facing units may be impacted by traffic noise and pollution:
- Consider increasing front setbacks to provide greater distances between traffic and dwelling units.
 - Consider orienting a portion of units to the side and rear while ensuring adequate side and rear yard setbacks and while still maintaining strong street orientation and definition.
 - Consider building plans that provide a mix of unit aspects (e.g., “C”, “L” or “T”-shaped buildings or buildings with courtyards)
 - Incorporate architectural features that reduce noise and pollution impacts (e.g. triple-pane glazing, building air intakes located away from the road, mechanical ventilation).



Generous residential building setback along a corridor



Courtyard building forms enable sunlight access, cross ventilation, and bedrooms located off of busy corridors



7.0 SPECIAL CONSIDERATIONS

7.1 Buildings with industrial uses

Intent: To ensure mixed-use neighbourhoods with light industrial uses provide a positive environment for users and to minimize impacts on adjacent non-industrial development.

The following guidelines are specific to industrial and industrial mixed-use development and building additions, and are supplemental to other applicable guidelines in this document.

- a. Production, showroom, and display areas are encouraged to be located at the ground floor and visible from the sidewalk to create visual interest along the street.
- b. Ensure appropriate floor to ceiling heights, and incorporation of loading bays, garage doors and other elements appropriate to support ground floor industrial uses.
- c. Industrial buildings are encouraged to incorporate atria as shared open space, where appropriate.
- d. Mitigate impacts of industrial uses on nearby residential development by:
 - Screening any outdoor storage areas, work areas or loading areas
 - Incorporating generous landscape areas
 - Providing walls, triple-pane windows or other noise mitigation measures where noise issues are likely
 - Locating outdoor loading, work and storage areas away from adjacent residential uses
 - Providing sufficient building separation from residential uses
 - Locating and screening mechanical and other equipment to minimize noise and visual impacts on residential uses
- e. Mitigate impacts of industrial uses on non-industrial uses in developments which mix these uses (including commercial and residential uses). These impacts include but are not limited to noise, odours, glare and visual impacts of outdoor storage and activity. Strategies to achieve this include but are not limited to the following:
 - Avoid residential overlook of loading areas or outdoor storage areas, through organization of building massing and orientation of windows and balconies.
 - Incorporate methods for noise mitigation (e.g. triple-glazed windows; organization of building massing).
 - Locate air intakes and exhausts away from loading, circulation or work areas.
- f. Where a lane does not exist and vehicle access, servicing and loading is required from the fronting street, the integration of pedestrian areas and where appropriate, landscaping, with commercial loading areas is encouraged provided pedestrian areas are clearly delineated and commercial loading does not interfere with the safe, convenient movement of pedestrians.
- g. Areas on site that are permitted to be used for seasonal unenclosed storage should be identified and not interfere with sight lines for pedestrians, cyclists, or vehicular traffic.
- h. Unenclosed storage should be located to the rear of buildings and screened from adjacent open spaces and residential properties through fencing or landscaping.
- i. The location of unenclosed storage is discouraged within any landscape area, unless integrated with landscaping in a visually discrete manner that does not damage or destroy plants, and does not interfere with sight lines.

7.2 Heritage building context and skyline

Intent: To ensure that the design of new buildings and additions to existing buildings complement adjacent heritage buildings.

- a. Ensure the design of new developments adjacent to heritage assets complements the character-defining elements of these assets, and mitigates negative impacts such as obscuring heritage buildings from public view. Heritage assets may include Heritage Designated properties, properties listed on the Heritage Register, properties with heritage merit, or properties within an area that has consistent or prominent historic character, evident in the clustering of properties or streetscape features. New buildings should respect the skyline prominence of heritage and other landmarks as identified in the Official Community Plan and Local Area Plans.



Buildings sited and designed to respect adjacent heritage context and landmarks

7.3 Universal accessible design and safety

Intent: To ensure that developments are safe and universally accessible to people of all abilities.

- a. A high standard of accessibility in site, building and landscape design is encouraged to address the needs of all users, including people who have disabilities.
- b. Disabled access should be appropriately designed and clearly visible from the main entrance, not relegated to a secondary building frontage for the sake of architectural convenience.
- c. When provided, access ramps and related elements should be visually integrated with the overall building design and site plan so as to not appear disjointed from the building façade.
- d. Smooth routes should be provided. Vertical disruptions along pedestrian routes should be avoided for ease of use by people with wheeled mobility devices, strollers, and bicycles.
- e. Landscaping should be accessible for people with varying levels of ability and mobility.
- f. Ensure accessible paths of travel between public sidewalks and pedestrian areas to common building entries.
- g. Exterior accessible paths of travel should:
 - have a minimum clear width of 1.5 m, to allow room for mobility devices and service animals going both ways along a path.
 - have minimum head room clearances of 2.1 m, to ensure paths are free of obstacles overhead that white canes cannot detect.
 - have firm, stable, and slip-resistant surfaces that canes, crutches, or the wheels of mobility devices will not sink into.
 - be free of stairs or other barriers to mobility aids.

- h. Smooth walking surfaces are preferred. Where interlocking pavers are used, they should be laid on a firm, well-compacted backing (e.g., concrete base) be level, and with joints no greater than 6 mm wide.
- i. Gratings or grills should generally be located to one side of accessible paths of travel.
- j. Any change in the level of a path should have a slope or ramp. Similarly, sidewalks with steep or depressed curbs should have curb ramps.
- k. Accessible paths of travel should have a minimum number of curb cuts to keep the accessible path of travel as level as possible.
- l. Where steeply sloping landscaped areas are located adjacent to pedestrian routes and where slope exceeds 3:1 (horizontal to vertical), a clear boundary edge; such as an up-stand curb or retaining wall, (minimum 150 mm high) is desirable as a locational aid for persons who have visual limitations.
- m. Common building entryways should be clearly lit and be fully accessible.
- n. Benches, bike racks, bins and other furnishings should be located to one side of accessible entryways and pathways, and maintain a minimum pathway clear zone of 1.5 m.
- o. Benches should be mounted on a firm and level base, with space made available beside the bench for at least one person using a wheelchair or scooter with a minimum hard surface clearance area of 1.0 m by 1.2 m.
- p. Signage should generally be designed using highly visible and contrasting colours.
- q. Gratings or grills should generally be located to one side of pedestrian walkways.
- r. Accessible entrances should provide basic protection from the weather and include doors and vestibules that are usable autonomously by persons with varying abilities.
- s. Main entrance doors and other accessible entrance and exit doors should be a minimum of 915 mm wide to allow safe passage of persons who use mobility aids.
- t. Entryways should be well light and clearly visible.
- u. In buildings where there is a significant amount of glazing at grade, it is recommended that door frames be clearly colour differentiated to aid in locating the entrance.
- v. Provide common spaces that are accessible to users of different abilities (e.g. areas for seating, gardening, etc.)
- w. Incorporate the following Crime Prevention through Environmental Design (CPTED) principles in site planning and landscape design for increased safety:
 - Design for visibility by others (seeing and being seen).
 - Avoid entrapment spots (small areas shielded on three sides).
 - Provide lighting (others' faces should be visible and blinding glare avoided).
 - Maintain sightlines (ability to see the route ahead and open spaces from buildings).

7.4 Sustainability

Intent: To design buildings that result in reduced energy demand while ensuring visual interest and a pleasing architectural composition.

Note: The BC Energy Step Code establishes measurable energy efficiency requirements for new construction, up to net-zero energy ready performance by the year 2032. The City of Victoria intends to incrementally raise minimum energy performance to the highest levels of the Step Code by 2025. Victoria's climate is also anticipated to change, with increased need for space cooling expected. Within this context, these guidelines are intended to highlight alignment between high performance buildings, high quality design and liveability.

- a. Consider building designs with a simplified form and massing, and fewer complex junctions to minimize building envelope heat loss, while also considering massing step backs to support liveability (based on relevant sections in this document)
- b. For simplified forms, consider other strategies to achieve architectural interest, including but not limited to:
 - Simple shifts in massing
 - Façade articulation
 - Balcony placement and design
 - Varied materials and textures
 - Other architectural details
- c. Consider a lower window-to-wall ratio on upper storeys to reduce heat gain and loss through the building envelope by increasing the area of insulated wall.
- d. Incorporate light coloured materials and/or planting to reduce heat island effect.
- e. Design and orientation of roofs and surfaces to accommodate solar energy and collection devices are encouraged.
- f. Consider the design and articulation of each building facade to respond to changes in solar orientation and increase opportunities for natural ventilation.
- g. Include operable windows, where possible, to provide natural ventilation and help reduce mechanical heating and cooling requirements.
- h. Consider passive heating, cooling, and lighting design principles in landscape and building designs, including, but not limited to:
 - Orienting for maximum solar-gain potential to reduce heating demand in colder months; and,
 - Using deciduous trees to provide natural shading to reduce over-heating in warmer months



7.5 Bird Friendly

Windows are considered one of the largest sources of direct human-caused mortality for birds in North America. Birds collide with windows because they are trying to fly into the habitats they see beyond or reflected by the glass. Untreated glass is responsible for virtually all bird collisions with buildings. The relative threat posed by individual buildings depends significantly on the amount, location, type, and design treatment of exterior glass within a facade. At the same time, light emanating from urban areas obscures natural navigation cues, which disorients and confuses migrating birds. In addition, habitat loss, in part due to human settlement and industry, has caused a decline in a representative sample of bird species in the Pacific Coast Region of Canada since 1970.

Intent: To reduce threats to birds in the urban built environment and reduce bird deaths caused by collisions with buildings. To reduce light pollution. To encourage opportunities to protect and create bird habitat through provision and design of landscape.

- a. Design buildings with a low window to wall ratio. Less than 40% window surface area relative to the entire façade is desired.
- b. Avoid large areas of glazing and fly-through conditions such as glass bridges and walkways, outdoor railings, free-standing glass architectural elements and building corners where glass walls or windows are perpendicular or other conditions where birds can see through them to the sky or habitat on the other side.
- c. Use of mirrored glass and glass with high reflectivity is strongly discouraged and should be avoided.
- d. Incorporate design treatments that increase the visibility of glass by integrating visual cues for birds to avoid, reduce and dampen glass reflection, and minimize light pollution.
- e. Apply visual markers with high contrast to the exterior of glass surfaces (markers on the interior surface of glass are less effective):
 - Examples of visual markers include etched glass, ceramic frit, sandblasted glass, and textured glass.
 - Incorporate patterns with high contrast into the exterior surface of glazing. Visual markers should be at least 5 mm in diameter. Gaps between markers should be no greater than 5 cm vertically or 10 cm horizontally.
 - A simple, repeating pattern such as dots or lines that are less obvious to the human eye, are encouraged.
- f. Where applied visual markers are not an optimal solution, interrupt reflective glass by increasing the density of external visual markers including spandrel panels, mullions, screen shutters, or ornamental grills. Other strategies can include adapted fenestration patterns, external blinds, shutters, sunshades, grilles, louveres, or artwork.
- g. Design corner windows, glass walkways, glass railings, and other similar features to reduce the appearance of clear passage to sky or vegetation, including through incorporation of visible markers (see above).



h. Application of visual markers should apply as follows:

- A minimum of 85 percent of all exterior glazing within the first 12 m of the building above grade or to the height of the surrounding tree canopy at maturity, whichever is greater.
- All glass balcony railings within the first 12 m of the building.
- Fly through or parallel glass conditions (see description above) at all heights.
- To the first 4 m of glazing above vegetation located on rooftops.

i. Reduce the dangers of attractants and landscape reflections by ensuring:

- Outdoor landscaping and features (e.g., trees, shrubs, fountains, ponds, storm water retention basins, wetlands swales) are located at appropriate distance from glass to reduce reflections.
- Measures should be taken to make glass visible (see strategies above).

j. Avoid interior landscaping near windows.

k. Reduce unnecessary light-spill through shielding, targeted lighting, and reduction of vanity lighting.

l. Use Dark Sky compliant, full cut off exterior fixtures and targeted lighting to reduce unnecessary light-spill/light trespass.

m. Down lighting should be selected over up lighting and floodlighting should be avoided.

n. Ventilation grates and drains should have openings no larger than 2 cm x 2 cm or 1 cm x 4 cm to ensure that birds cannot be trapped within.

o. The ends of all open pipes should be capped so that birds do not become entrapped when investigating these openings for nesting opportunities.

p. Consider landscape design that provides opportunities for food, shelter, and nesting sites.

q. Maintain existing or create new bird habitat where possible, by, for example:

- retaining existing and/or introducing new areas for large tree canopy and landscaping.
- incorporation of storm water management infrastructure into landscaping to mimic hydrological systems
- Increase vertical vegetation structure by planting and maintaining native trees and shrubs.
- Incorporating some areas within the landscape that minimizes direct disturbance from humans.
- Minimizing lawn areas
- Incorporating snags and downed wood where possible and appropriate.



8.0 VILLAGE SPECIFIC GUIDELINES

8.1 Overview

The following supplemental guidelines apply to Victoria's neighbourhood villages. These guidelines are intended to be used in combination with other relevant guidelines in sections 1-8 of this document.

Each neighbourhood village has a unique context and associated form and character. The villages are envisioned to become more complete over time, providing places for shopping, gathering and social interactions. They are an important part of "15-minute" communities where goods, services and social opportunities for daily living can be found within walking distance of homes. These guidelines are meant to guide future development within these special places.

While each village has its unique sense of place, there are common design principles that direct architects and designers to pick up on cues in the built, natural and cultural environment and respond appropriately. It's the application of good design principles to the specific context that is character-defining. In this way, the guidelines seek to guide physical change in a way that accommodates and builds on these unique characteristics.



8.2 Context and defining features of urban villages

8.2.1 Bay Street Villages Context and Defining Features

Bay Street is a designated Frequent Transit route that intersects with additional public transit routes and pedestrian corridors. The two designated villages along here represent emerging areas for retail, services and gathering.

The envisioned “commercial corners” at Bay Street and Fernwood Road has the potential to create a lively local “High Street” with storefronts and patio seating complementing, but separate from, the nearby Fernwood Village.

Further east, the emerging Bay Street Village is intended to serve as a focal point for the surrounding neighbourhoods. Bay Street is an east-west street with relatively constrained (shallow) lots in some areas. Therefore, areas of public seating or private patios may be focused on corners where Bay Street meets side streets, taking advantage of opportunities for a quieter environment and opportunities for access to sunlight. New buildings on Bay Street can accommodate transitions to the surrounding residential areas, as well as accommodating sunlight access to the north side of the street. Cross-streets here tend to be offset, creating T-intersections which provide opportunities for terminating vistas and sunlight access.



8.2.2 North Park Village Context and Defining Features

North Park Village, while close to Downtown, maintains a unique identity and will play a strong role for local gathering, shopping and services for the diversity of people who call the area home. The mix of small and medium storefronts allow for a diversity of shops, eateries and services along Cook Street. There are also quieter side streets, including North Park Street, that draw pedestrians with shopfronts and outdoor seating, providing a venue for neighbourhood gathering.

North Park Village is envisioned to evolve with wider sidewalks and space for pedestrians, patio dining and street trees. New mixed-use development is envisioned to maintain a mix of “micro-”, small- and medium-sized shopfronts to maintain diversity. Future development is expected to support the creation of a formal laneway parallel to Cook Street to the east, thereby formalizing opportunities for the flow of pedestrians and providing access to shops. A plaza space for community celebration and everyday enjoyment is a key desired amenity which may be supported through future development. To the west, the village intersects with North Park Street, envisioned as an area supporting “makers”, artisans and light industrial uses that are compatible within the residential context of North Park.

Cook Street itself currently serves as a local but important transit route, and there is a desire to maintain and enhance a strong sense of pedestrian comfort along the street.



8.2.3 Quadra Village Context and Defining Features

With its diverse mix of small shops and larger retailers providing for goods, services and social gathering, Quadra Village has emerged as a vibrant and multicultural village beloved by area residents and others across the region. Quadra Village's unique atmosphere is owed in part to the rich diversity of businesses and series of small storefronts throughout much of the village along both Quadra Street and Hillside Avenue. While these buildings do not have a particular architectural style, they are defined by their positive orientation to the street. They are characterized by frequent entries, large shopfront windows and patio cafes, creating diversity and interest along the street.

Quadra Village is also defined by its major streets that are regionally-designated Frequent Transit routes and carry significant auto traffic. As development has occurred in more recent years, buildings have been set back to allow for patio seating areas and display zones, creating opportunities for more vibrant life along Quadra Street in particular. There is a desire to ensure that the village maintains and enhances its pedestrian character, while accommodating all modes of travel.

The rhythm of small shops is punctuated by two larger shopping centres, which accommodate larger-format anchors such as a full-service grocery, with larger areas of surface parking. Any future redevelopment brings the opportunity for new building forms and public spaces that can provide a respite from busy streets, new pedestrian connections, and better relationships to Quadra Street, Kings Road or Hillside Avenue to complement the rest of the village.

The laneway directly west of Quadra Street, from Kings Road to Hillside Avenue, is envisioned as “Quadra Mews”, a unique shared street environment. It is envisioned to allow a mix of mobility and activities, with buildings creating a lively laneway that mixes shopfronts, pedestrian and seating areas, with needed vehicular access and loading to create a unique place.



8.2.4 Quadra at Tolmie Village Context and Defining Features

Quadra at Tolmie Village is strongly influenced by its location along Quadra Street, a major bus transit route with higher levels of auto traffic. There is significant nearby population, especially to the north and west in Saanich, with few nearby walkable retail locations. Designated bicycle routes and pedestrian-oriented “greenways” on Tolmie Avenue and Dowler and Fifth Streets are expected to create more pedestrian activity in the future.

There is a desire to create more “sense of place” along Quadra Street, signaling to passers-by that there is a destination and reason to slow down. Turning the corner onto Tolmie Avenue presents the opportunity to create a neighbourhood High Street with additional shops and seating areas oriented to this quieter street.



8.2.5 Finlayson and Highview Village Context and Defining Features

A commercial corners or small village is envisioned in this area, providing a gathering place (including outdoor public spaces) for a part of the neighbourhood which in 2022 lacks villages, shops and services within a short walk.

Finlayson street is a pleasant tree-lined street. Despite heavy through traffic volumes during peak times (owing to its function as one of few east-west corridors in this area), it maintains a sense of pedestrian comfort along the street with tree-lined boulevards, centre medians and slower traffic. Highview Street is designated as a north-south Greenway connecting Lang Street and Summit Park to a number of parks to the north and northeast and will become an important crossing. Not far away, Cook Street is envisioned by the City as a potential future corridor for enhanced bus service.

The intersection has long been anchored on the northeast corner by a historic shopfront building that over time has housed a grocer, brewing shop, and carpentry shop among others. The proximity

of Summit Park provides context, as the park lies one block south of Finlayson and may provide a backdrop to the village and future public spaces. The area is characterized by the presence of Gary Oak ecosystems which may impact siting and development.



8.3 Supplementary design guidelines for urban villages

8.3.1 General Guidelines

- a. Buildings should be set back approximately 0.5 – 2m from property lines to accommodate space for merchandise display or areas of patio seating.
- b. Additional setbacks are encouraged in locations of high pedestrian activity (e.g. near bus stops, main building entryways, areas where patrons may be gathering).
- c. Building setbacks at key pedestrian nodes are encouraged to accommodate patio seating. These nodes may include:
 - Locations adjacent to the entry to mid-block pedestrian walkways
 - Street corners where a main street meets a side street, especially along busy corridors where traffic noise is a concern.
- d. A three to four storey street wall is generally desired in Villages, to help achieve sunlight access to the street and to create comfortable street enclosure. Upper storey step backs are encouraged to incorporate a landscaped terrace overlooking the street.
- e. A maximum spacing distance of 10m between individual commercial storefront entries is recommended. Exceptions may be considered for developments incorporating large format commercial use (see guideline 3.2).
- f. Building designs should emphasize and positively respond to terminating vistas created by T-intersections by incorporating pedestrian-oriented features such as entryways, seating areas, court yards and patio cafes, and architectural features such as projecting bays and balconies, building modulation, and distinct roof lines.
- g. Consider unique rooflines for taller buildings that have a visually prominent location (e.g. at corners, gateways, or at terminating vistas of streets) in order to create a distinct landmark.



8.3.2 Additional Guidelines Specific to Bay Street at Fernwood Village

- a. Setbacks are encouraged to accommodate patio seating spaces fronting onto Fernwood Road to create a lively pedestrian-oriented atmosphere and interest.
- b. Building massing is encouraged to maintain views towards the Belfry Theatre steeple from the public realm.

8.3.3 Additional Guidelines Specific to Bay Street Village

- a. Increased building setbacks are encouraged to accommodate patio seating spaces fronting onto street corners and side streets. This is in recognition of constrained widths along Bay Street, to take advantage of locations further away from traffic noise, and create opportunities for sunlight exposure.

8.3.4 Additional Guidelines Specific to North Park Village

- a. Building setbacks at key pedestrian nodes are encouraged to accommodate patio seating. These nodes may include corners, planned plaza locations, key side streets like North Park Street, and locations where pedestrian pass-throughs meet the main street.



Buildings set back to accommodate patios



New building incorporating plaza space

8.3.5 Additional Guidelines Specific to Quadra Village

- a. Incorporate mid-block pedestrian pass-throughs and courtyards off of Quadra Street, where appropriate, with active frontages to help break up the mass of larger buildings, provide increased retail frontage and enhanced east-west pedestrian connectivity.
- b. For buildings located on the west side of Quadra Street adjacent to Quadra Mews:
 - Incorporate an active and attractive residential or commercial edge facing the mews, and integrate with servicing, loading and vehicle access to underground parking where provided;
 - ground floor setbacks of 3.5 m or greater are encouraged to enable incorporation of a pedestrian zone, along with patio seating, and landscaping to activate and soften the mews.
 - Consider incorporation of a generous step back after the first storey to create a commercial or residential terrace overlooking Quadra Mews, especially where a building does not achieve a strong presence of active frontages on the ground level.
- c. Where surface parking is incorporated adjacent to the mews, the edge of the parking area should be set back a minimum 3.5 m from the property line to incorporate a 1 m wide landscaped buffer and 2.5 m pedestrian/seating zone.



Pedestrian oriented streets and plazas



Mid-block pedestrian walkway



Quadra Mews

8.3.6 Additional Guidelines specific to Quadra at Tolmie Village

- a. Building setbacks are encouraged to accommodate patio seating along both Quadra Street and Tolmie Street.

8.3.6 Additional Guidelines specific to Finlayson Street Village

- a. Building setbacks are encouraged to accommodate patio seating along Finlayson Street and/or Highview street.
- b. Buildings should be massed to maintain views, *where they exist*, towards Summit Park *treetops* from the public right-of-way on the north side of the Finlayson-Highview intersection.



A walkable village at Tolmie and Quadra

9.0 Tall Buildings and Large Sites

In order to meet principles and objectives in the Official Community Plan, proposals for Large Sites and sites with Tall Buildings should include a comprehensive development plan.

- **Large sites** are defined as sites of sufficient size to accommodate multiple multi-family and/or mixed use buildings and that merit internal pedestrian networks and significant on-site open space amenities (approximately 5000 sq. m. or greater).
- **Tall buildings** are defined buildings taller than 21 m. or 6 storeys in height.

In addition to relevant guidelines in sections 1 through 8 of this document, proposals for Tall Buildings and/or Large Sites Comprehensive development will need to demonstrate response to the following site planning and building design elements and considerations:

9.1 Large Sites

Proposals for sites that are approximately 5000 sq. m. or greater.

Intent: To ensure large sites are planned in a comprehensive manner that achieves multiple objectives, including those related to pedestrian networks, urban ecology, urban forest and liveability.

- a. Integrate pedestrian paths and open spaces that connect to and extend the adjacent existing public open space network
- b. Maintain visual connections from key public spaces to prominent views and landmarks

- c. Ensure sufficient building separation through the siting, orientation and design of buildings to minimize shadowing impacts and achieve livability and privacy for individual residential units
- d. Respond to existing natural site or topographical features through siting, setbacks, landscaping and other strategies that retain and incorporate natural site and topographical features
- e. Consider a greater number of smaller footprint buildings versus fewer larger footprint buildings.
- f. Protect, enhance or restore environmental and ecological features
- g. Incorporate common open spaces and other community-oriented features, such as indoor gathering spaces or facilities for residential or community use.

9.2 Tall Buildings

Proposals that include buildings that are greater than 6 storeys, or 21 m in height.

Intent: To preserve sunlight access and quality of public spaces that are adjacent to tall buildings, and ensure livability and privacy for individual residential units.

Minimize massing and shadowing impacts of tall buildings through strategies that provide a sensitive transition in scale, including but not limited to:

- a. Set tall buildings back from streets, parks, open space, and neighbouring properties to reduce visual and physical impacts of tall buildings
- b. Locate and design tall buildings to sensitively transition to adjacent, less intensive uses and building forms
- c. Tall buildings should incorporate a building base to be the primary defining element for the site and adjacent public realm.

- d. Site and scale the building base to complement adjacent buildings and to create comfortable street edge definition:
 - The building base should be a maximum height of 12 metres.
 - Set tall buildings back a minimum of 5 metres from the established building base.
- e. Achieve minimum rear and side yard setbacks of 15 metres for portions of the building above 18 m in height.
- f. Incorporate slender floor plate sizes, and orient buildings in a north-south direction, to minimize shadowing and massing impacts
- g. Maintain sufficient separation of tall buildings to ensure adequate light, air, access and views for residents.
- h. Where a parcel contains more than one tall building, provide a minimum 30 m separation distance between the closest points of the tall buildings.
- i. Demonstrate through a sun and shadow study how the proposed tall building maintains as much access to sunlight as possible and adequately limits shadowing of neighbouring streets and open spaces:
 - Where unshaded by existing off-site conditions, a minimum of approximately 4 hours of cumulative sunlight provided on at least 60% of the length of the sidewalk located across the street from the development should be achieved between 10 a.m. and 4 p.m. on the equinoxes.
- j. Mitigate the bulk and scale of tall buildings by using vertical and horizontal articulation by, for example, incorporating changes of plane, stepped terraces or modulated plane and façade forms.
- k. Locate, orient and design tall buildings to minimize adverse wind tunnel impacts on adjacent streets, parks and open spaces, at building

entrances, and in public and private outdoor amenity areas. Strategies to achieve this include but are not limited to:

- Step back the tower from the building base to dissipate down drafts;
 - Incorporate landscaping into roof areas of building bases and terraces to further reduce wind speeds;
 - Incorporate architectural elements such as projecting cornices, screens, terraces, overhangs, permanent canopies, and colonnades to reduce effects of wind around the building base and within roof top areas;
 - Integrate and locate permanent site features such as walls, landscaping, and where feasible, berming to help reduce wind speed or to create sheltered areas;
 - Where a proposed development is likely to result in significant wind tunnel effects on the pedestrian realm, a wind tunnel study may be required at the discretion and to the satisfaction of the Director of Planning.
- l. Provide visual interest through variation in the design and articulation of tall building facades, and respond to differing facing conditions within the adjacent context.
 - m. Incorporate a distinctive roof top including creative screening of mechanical equipment and incorporating roof top landscaping and green roof features.
 - n. Design, place and pattern balconies to contribute to a cohesive tower composition and expression while minimizing increases to perceived bulk and mass of buildings.
 - o. Integrate a combination of indoor and outdoor private and common amenity space, where appropriate, into the design and massing of the upper floors and terraces of tall buildings, while minimizing increases to perceived bulk and mass of buildings.

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2022

CITY OF VICTORIA | Sustainable Planning & Community Development

Fernwood Village

Design Guidelines

Note: Red text reflects key updates since the last phase of engagement.



Publishing Information

| | |
|---|---|
| Title: | Fernwood Village Design Guidelines |
| Prepared by: | City of Victoria Sustainable Planning and Community Development Department |
| Status: | DRAFT for Adoption (April 2022) |
| Contact details: | The City of Victoria Sustainable Planning and Development Department Victoria City Hall, 2nd Floor 250.261.0382 Electronic versions available on the City of Victoria website: engage.victoria.ca |
| Cover photo credit: | Doug Clement, 2021 |
| Diagrams and photos used in this document are for illustrative purposes only. | |

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1. Introduction

1.1 Importance

Fernwood Village is the heart of the Fernwood neighbourhood, and a local and regional destination for arts, culture and dining. Its unique and human scaled heritage buildings and eclectic mix of restaurant patios, shops, arts and culture venues and organizations, frame and activate the public realm as a series of intimate and pedestrian oriented outdoor rooms. The renowned and iconic Belfry Theatre is a popular regional destination and neighbourhood landmark. The adjacent Fernwood Square is a popular neighbourhood gathering place and a venue for community events and festivals including the popular Fern Fest.

Fernwood, originally known as Spring Ridge, is located on the homelands of the Songhees and Esquimalt Nations, who have lived on Southern Vancouver Island for thousands of years. Their presence on and relationship with the land continues to this day. The original neighbourhood name is a reference to the springs and streams which used to mark the area, and provided the first source of drinking water for the city. The present-day name is derived from assistant colonial surveyor Benjamin Pearse's 1861 manor house and estate, which he called Fernwood. The estate, and others like it, made up the majority of the neighbourhood before being subdivided into the Fernwood of today, beginning in the 1880s. This subdivision created a mix of homes and residents, with worker's cottages located alongside grand homes.



Gladstone Ave and Fernwood Rd

1. Introduction - Importance

The Emmanuel Baptist Church on the corner of Fernwood and Gladstone and the terminus of the streetcar line in what is now Fernwood Square instigated the development of the Village as the centre for community life, where institutions such as the church as well as local businesses including Rennie and Taylor Bakery and Fernwood Pharmacy were all located. The church is now the Belfry Theatre, serving as a draw to the Village and an integral part of the culture and vibrancy of the diverse community. The surrounding buildings remain home to a variety of local businesses and community organizations, and the gazebo in the centre of the square serves as a common meeting point for friends attending a play or going for dinner, and even for the neighbourhood's teenagers.

Fernwood Village is made up of a cluster of well maintained, intact and regionally significant heritage buildings centred on the intersection of Fernwood Avenue and Gladstone Street. Fernwood Village is designated as a Heritage Conservation Area in the Official Community Plan, due to its value as a historic small urban village that serves as a commercial and community hub for the urban and traditional residential areas surrounding it. A number of the properties within the boundaries of the Heritage Conservation Area have been recognized by the City of Victoria as being individually significant through inclusion in the City of Victoria Register of Heritage Properties. A handful of these properties are also

formally protected through heritage designation bylaws.

As the Village and the surrounding neighbourhood grow and develop, it is important to retain the character that led to the Village's designation in the first place. Well designed new construction that is sensitive to the historic character, form and scale of the Village and its surroundings has the potential to enhance what makes this place special.



Emmanuel Baptist Church, ca. 1890

2. Context

2.1 Statement of Significance

The following section is a Statement of Significance for Fernwood Village and the immediate surrounding area.

Purpose of A Statement of Significance

A Statement of Significance is a summary of the historical, cultural, aesthetic, scientific or educational worth or usefulness of an historic place, whether it is an individual property or an area. It contains a description of the historic place and its key features, a summary of the area's heritage values and a list of character-defining elements. Character-defining elements are the aspects of an historic area that contribute to its heritage value and that should be retained in order to preserve this value. The guidelines in Chapter 5 should be interpreted with reference to the character defining elements and Statement of Significance.

Fernwood Village Statement of Significance

Fernwood Village is located on the homelands of the Songhees and Esquimalt Nations, and is the commercial and community hub for Fernwood and has been since the neighbourhood's origins. Today, Fernwood Village with the Belfry Theatre as its focal point, is also a regional destination for arts and culture. As such it has incredible social and cultural value to the neighbourhood, city and region as a whole. The orientation of the buildings centering around the square and the spire of the Belfry Theatre as a focal point and a draw into the space all foster the Village's role as a focal point for community life and public gathering. The buildings around the square host a diverse array of local businesses in ground floor commercial space with residential units above, making the Village a place where residents live and work, and come to spend their free time.

The Village also has architectural value. The commercial building styles and their positioning around the square with the church buildings as a focal point are reminiscent of village squares common throughout the United Kingdom at the end of the 19th century. The use of masonry as the primary construction material in the commercial buildings, three-part façades with a defined lower, middle and upper section, the buildings' location and orientation directly on the street frontage with no setback, and the rich and varied façades and pedestrian oriented shop fronts, all reinforce this association while contributing to a unique and cohesive village fabric.

The human scale and pedestrian orientation of the buildings further define the Village as being a place for people, and more local and community-centered in scale. The Belfry Theatre, with its bell tower, spire, and wood siding, provides contrast in form and scale to other buildings in the village, creating a prominent and distinctive village landmark and firmly locating the square in its civic and colonial context. The transition from the surrounding residential neighbourhood to the Village further underpins this context, going from predominantly wood construction one- or two-storey homes setback from the street to a continuous masonry street wall of commercial buildings. This sudden transition is one of the key elements that sets Fernwood Village apart from other urban villages in Victoria.

2. Context

2.2 Character Defining Elements

The following building elements are provided as a general representation of the range of architectural features and expressions that are evident in Fernwood Village in both heritage and non-heritage buildings.

These character-defining elements provide the basis for the related design guidelines outlined in this document and include:

- Orientation of buildings including primary entries and façades, towards and centering on the square and branching from it;
- Sudden transition when entering the Village from primarily wood construction buildings setback from the street to a continuous street wall of masonry buildings with chamfered/splayed building corners at street intersections;
- Views of the Belfry Theatre's spire serving as a landmark, focal point and visual terminus from the North, South, East and West;
- Primary use of high-quality masonry construction, predominantly brick or with brick accents;
- Classically inspired three-part building façades with a clearly defined base, middle and top;
- Vertical façades expressed by use of vertical elements and proportions including structural bays, and punched openings, including upper storey double-hung windows;
- Highly transparent and articulated ground floors incorporating recessed (raked) commercial entryways with large front display windows with multi-panelled bulkheads (window base) and continuous transom windows;
- Well crafted façade ornamentation and detailing;
- Low-scale buildings ranging from one- to three-storeys in height.



Two-part panorama of the staff at the Rennie and Taylor Bakery, ca. 1920

3. How to Use the Guidelines

The guidelines are a resource for designers, architects and property owners who are actively planning or considering a new building or addition to an existing building located within the Fernwood Village and Development Permit Area. They are also an evaluation tool for City staff and municipal decision makers reviewing proposals. The purpose of the guidelines is to clarify how to achieve the broad objectives for the Fernwood Village heritage conservation area. Designers, architects and property owners should reference the guidelines and consider the following questions before undertaking or planning any design work related to new buildings or building additions within Fernwood Village:

- ▶ How closely does the design adhere to the principles and intent of the guidelines?
- ▶ Where does it depart from the principles and intent of the guidelines and why?
- ▶ Does the design respond to the statement of significance and character-defining elements?

Design Guideline Structure

The design guidelines provide a range of baseline guiding statements that are intended to be used together to ensure that the design of new buildings or additions to existing buildings result in built forms that are complementary to the context of Fernwood Village and that reflect the design principles outlined in this document.

They provide detailed design intent, criteria and a rationale to guide, evaluate and support decision making on the overall form and character of new buildings and additions. Projects may also be subject to other guidelines depending on the zoning, proposed uses, location, building type and scale of project.

Each design topic is supplemented by an intent statement that describes the overall desired outcome followed by specific design guidelines. Each design topic is also supplemented with photographs and/or illustrations that support the intent statement and that provide examples of how the design guidelines can be implemented. Design guidelines should also be considered with the statement of significance and character-defining elements described in Section 2.

Applicants should clearly demonstrate compliance with all of the applicable design guidelines; however, it is also recognized that the ability to fully meet each design guideline may be influenced by land use, lot size, topography and the overall complexity of the development.

4. Design Principles

The following design principles provide the basis for the design guidelines in Chapter 5, which seek to ensure that new buildings and additions are responsive and complementary to the existing historic character, local topography, urban design and sense of place that is evident throughout Fernwood Village.

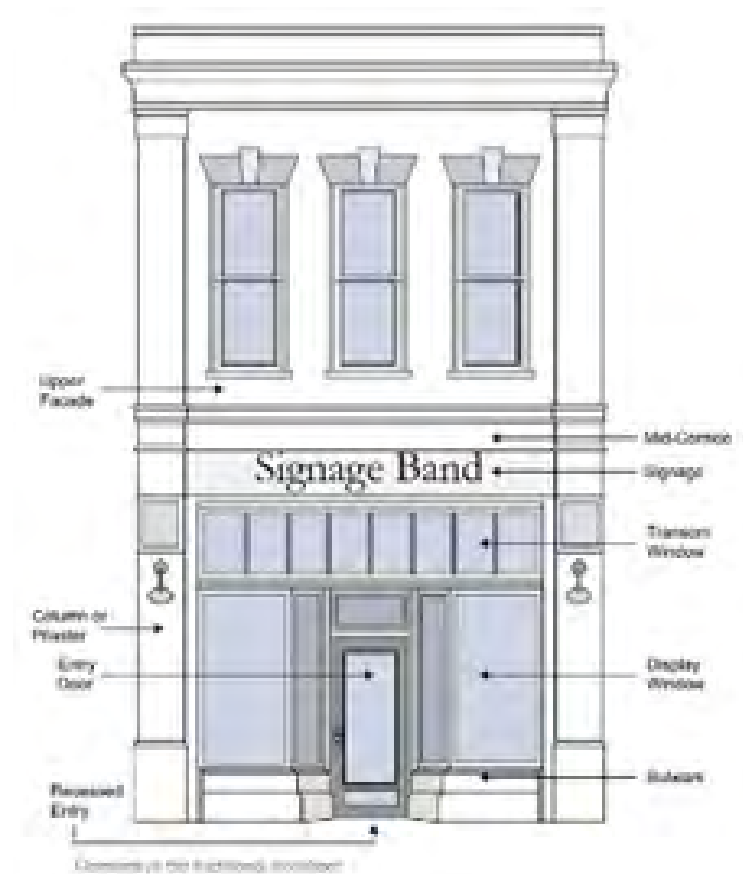
Good Fit: to foster infill building designs that respect, complement and contribute positively to the historic context of Fernwood Village while encouraging innovative, creative and timeless design solutions.

Reinforce Existing Character: to ensure that new buildings contribute and do not detract from the established character of the area.

Human Scale: to create visual interest and a comfortable environment for pedestrians by providing appropriately scaled building mass, articulating façades and incorporating a range of detailed building elements at street level.

Cohesiveness: to ensure that new buildings have a unified architectural composition that relates well to the fronting street and reflects the internal function and use.

Authenticity: to ensure that new buildings are distinguishable from the genuinely historic buildings of Fernwood Village (See Standard 11, Standards and Guidelines for the Conservation of Historic Places in Canada), while being sympathetic and compatible to their proportions, mass, scale and rhythm.



5. Design Guidelines for New Buildings and Additions



5.1 Building Form, Scale and Orientation

Intent: To ensure the design of new buildings and additions complements the form, scale, height and street wall pattern of nearby heritage buildings and the immediate context.

Guidelines

5.1.1 Within the boundary of the established Village, locate and site new buildings and additions to create a continuous 'street wall edge' consistent with the established street wall pattern. In the area directly adjacent to the established Village where new commercial and mixed use development is envisioned, locate and site new buildings and additions to achieve a minimum 4 metres from the curb to the face of building.

5.1.2 Design new buildings and additions to reflect the established proportions, composition and spatial organization of adjacent historic façades.

5.1.3 Design new buildings and additions in such a way as to preserve views of the Belfry Theatre's spire, including limiting height or utilizing stepbacks for upper storeys if necessary.

5.1.4 Include a distinct roof line in the building design, through such measures as a simplified or contemporary cornice or parapet.

5.1.5 Modulate the overall horizontal and/or vertical building mass on large buildings to reflect the pattern of structural bays, windows and entryways of adjacent heritage buildings.

5. Design Guidelines for New Buildings and Additions

5.2 Building to Street Interface

Intent: To ensure new buildings contribute to the established street rhythm and reflect the historic streetscape pattern. Buildings should relate positively to the fronting public street or open space and support pedestrian activity and achieve human scale.

Guidelines

5.2.1 For commercial and mixed-use buildings, incorporate frequent entryways at a spacing that reflects the pattern and frequency of entryways in adjacent heritage buildings.

5.2.2 Punctuate and emphasize entryways by incorporating recesses and a high level of design detail in the façade and ground plane.

5.2.3 Incorporate a rhythm of structural bays, windows, and features.

5.2.4 Articulate façades, especially for larger buildings, into a series of intervals, using vertically proportioned windows and bays, to reflect and fit within the established streetscape pattern.

5.2.5 Provide windows, doors and other architectural elements that are of a scale and proportion similar to the historic architectural pattern and that are designed to support the functional needs of existing and future businesses and residents.

5.2.6 Incorporate punched windows with vertical proportions in upper storeys to reflect the general pattern of structural bays in adjacent heritage buildings.

5.2.7 Design shopfront entryways with a high level of transparent glazing along the street level.

5.2.8 Consider recessed entryways with unique designs and finishes such as transom windows, use of trim details for windows and doors, and attractive finishing materials on entryway flooring.

5.2.9 Incorporate small setbacks for portions of the façade at street level to accommodate sidewalk cafés, patios and other outdoor seating areas that support animation of the street.

5.2.10 Reflecting the existing pattern, maintain a 4 metre minimum ground floor height to support ground floor commercial uses.

5.2.11 Ensure that the design and finish of the underside of balconies and soffits are considered and integrated with the overall building design.

5.2.12 Vary the planes and textures of storefronts to be similar to nearby heritage buildings.

5.2.13 Design façades with architectural details and materials that create shadows and depth to achieve a three-dimensional quality.



Cornerstone Building, 1301-1313 Gladstone (Fernwood NRG) Victoria, BC, built 1910-11.

This historic building is a good example of many of the features listed in 5.2, including façade composition, punched windows, transparent shopfronts and recessed entries.

5. Design Guidelines for New Buildings and Additions

5.3 Weather Protection, Signage and Lighting

Intent: To ensure weather protection, signage and lighting complement and enhance the fabric and proportions of the street without negative visual impact.

5.3.1 Integrate planned or future lighting and weather protection features to complement the building design and fenestration pattern.

5.3.2 Provide architecturally designed lighting elements that are appropriate for the use and scale of the building.

5.3.3 Use lighting to highlight building features and illuminate the public realm while avoiding over illuminating the building or projecting light into the sky or onto adjacent properties.

5.3.4 Incorporate pedestrian-scale lighting along the length of the building face.

5.3.5 Control the intensity and impact of building and signage lighting through dimming and variation in colours.

5.3.6 Design and orient commercial signs so that they are scaled to pedestrians and do not overwhelm the building façade.

5.3.7 Limit commercial signage in number, location and size to reduce visual clutter and make individual signs easier to see.

5.3.8 Avoid commercial signage above the ground storey.

5.3.9 Preferred sign types for Fernwood include projecting two-dimensional or 'blade' type signs, externally lit signs, external neon signs and small neon signs inside windows, and restored historic sidewall signs.

5.3.10 Back-lit plastic box signs are strongly discouraged and should be avoided.

5.3.11 Minimize the visual impact of security features such as movable gates or roll-down doors by inseting such features into the storefront bay opening.



1310 Gladstone Avenue (Christine Lintott Architects/Fernwood NRG) Victoria, BC.

The awning, signage and lighting on this new building are complimentary to the overall building design and pedestrian scaled.



1308 Gladstone Ave., Victoria, BC.

The awning, signage and lighting on this historic building are complimentary to the overall building design and pedestrian scaled.

5. Design Guidelines for New Buildings and Additions

5.4 Façade Composition

Intent: To ensure that new building façades and additions create balance with, and relate positively to, adjacent and nearby heritage buildings.

Guidelines

5.4.1 Distinguish and define the building base, middle and top through façade articulation (projections and recesses), architectural elements or changes in proportions, materials, and finishes.

5.4.2 Ensure that façade elements such as storey levels, doors, and windows reflect a balanced proportion with respect to their placement, relative height, width and size.

5.4.3 Maintain a generally consistent building wall or build-to-line along the sidewalk edge with added setbacks to accommodate wider sidewalks, patio seating, and door or display zones (see guidelines 5.1.1 and 5.2.9 above).

5.4.4 Generally align floor heights, mid-cornice lines, window sills and top edges with those of adjacent heritage buildings.

5.4.5 Provide varied roof lines across different buildings to create visual interest along the street.

5.4.6 Incorporate repetitive structural bays with punched window openings in a vertical proportion.

5.4.7 On corner lots, consider a chamfered building edge or ground floor with a doorway, opening or other architectural feature to enhance the corner location. Alternatively, consider a small plaza or seating area.

5.4.8 Windows and window openings should be of similar proportion, recess, and alignment to the original windows in the historic context.

5.4.9 Blank walls that face public streets and open spaces are strongly discouraged and should be avoided. Where unavoidable, blank walls should

be screened or enhanced with design elements appropriate to the context.

5.4.10 Locate and screen roof top structures and mechanical equipment so that they are not visible from the public realm.



1215 Broad Street, Victoria, BC

This new building has a defined base, middle and top, and vertical proportions.



4198 Main Street, Vancouver, BC

This new building has a defined base, middle and top, and vertically-proportioned window opening that fit a historic context.

5. Design Guidelines for New Buildings and Additions

5.5 Materials and Finishes

Intent: To ensure materials, colours and textures are complementary to those found in Fernwood Village.

Guidelines

5.5.1 Incorporate high quality, durable materials into buildings, façades and additions. Masonry construction and cladding is encouraged for commercial and mixed-use buildings within the Village.

5.5.2 Avoid the extensive use of highly reflective materials.

5.5.3 Use materials with textures and patterns that are visually interesting.

5.5.4 Avoid the use of paint on previously unpainted brick or masonry.

5.5.6 Use high-quality materials for canopies and awnings such as metal, wood, woven fabric, canvas or glass.

5.5.7 Use exterior materials and paint colours that reflect local heritage palettes (refer to municipal staff for specific guidance).



Fernwood Square

The majority of the historic buildings in Fernwood Square are masonry buildings, built with high quality materials and featuring a variety of textures and patterns.



Fernwood Village

Outside of the core village area, buildings are characterized by varied natural materials including wooden siding, posts and pillars.

5. Design Guidelines for New Buildings and Additions

5.6 Universal Accessible Design and Safety

Intent: To ensure that developments are safe and universally accessible to people of all abilities.

Guidelines

5.6.1. A high standard of accessibility in site, building and landscape design is encouraged to address the needs of all users, including people who have disabilities.

5.6.2. Disabled access should be appropriately designed and clearly visible from the main entrance, not relegated to a secondary building frontage for the sake of architectural convenience.

5.6.3. When provided, access ramps and related elements should be visually integrated with the overall building design and site plan so as to not appear disjointed from the building façade.

5.6.4. Smooth routes should be provided. Vertical disruptions along pedestrian routes should be avoided for ease of use by people with wheeled mobility devices, strollers, and bicycles.

5.6.5. Landscaping should be accessible for people with varying levels of ability and mobility.

5.6.6. Ensure accessible paths of travel between public sidewalks and pedestrian areas to common building entries.

5.6.7. Exterior accessible paths of travel should:

- a. have a minimum clear width of 1.5 m, to allow room for mobility devices and service animals going both ways along a path.
- b. have a minimum head room clearance of 2.1 m, to ensure paths are free of obstacles overhead that white canes cannot detect.

c. have firm, stable, and slip-resistant surfaces that canes, crutches, or the wheels of mobility devices will not sink into.

d. be free of stairs or other barriers to mobility aids.

5.6.8. Smooth walking surfaces are preferred. Where interlocking pavers are used, they should be laid on a firm, well-compacted backing (e.g., concrete base) be level, and with joints no greater than 6 mm wide.

5.6.9. Gratings or grills should generally be located to one side of accessible paths of travel.

5.6.10. Any change in the level of a path should have a slope or ramp. Similarly, sidewalks with steep or depressed curbs should have curb ramps.

5.6.11. Accessible paths of travel should have a minimum number of curb cuts to keep the accessible path of travel as level as possible.

5.6.12. Where steeply sloping landscaped areas are located adjacent to pedestrian routes and where slope exceeds 3:1 (horizontal to vertical), a clear boundary edge; such as an up-stand curb or retaining wall, (minimum 150 mm high) is desirable as a locational aid for persons who have visual limitations.

5.6.13. Common building entryways should be clearly lit and be fully accessible.

5.6.14. Benches, bike racks, bins and other furnishings should be located to one side of accessible entryways and pathways, and maintain a minimum pathway clear zone of 1.5 m.

5. Design Guidelines for New Buildings and Additions

5.6 Universal Accessible Design and Safety (cont.)

5.6.15. Benches should be mounted on a firm and level base, with space made available beside the bench for at least one person using a wheelchair or scooter with a minimum hard surface clearance area of 1.0 m by 1.2 m.

5.6.16. Signage should generally be designed using highly visible and contrasting colours.

5.6.17. Accessible entrances should provide basic protection from the weather and include doors and vestibules that are useable autonomously by persons with varying disabilities.

5.6.18. Main entrance doors and other accessible entrance and exit doors should be a minimum of 915 mm wide to allow safe passage of persons who use mobility aids.

5.6.19. Entryways should be well light and clearly visible.

5.6.20. In buildings where there is a significant amount of glazing at grade, it is recommended that door frames be clearly colour differentiated to aid in locating the entrance.

5.6.21. Provide common spaces that are accessible to users of different abilities (e.g. areas for seating, gardening, etc.)

5.6.22. Incorporate the following Crime Prevention through Environmental Design (CPTED) principles in site planning and landscape design for increased safety:

- a. Design for visibility by others (seeing and being seen).
- b. Avoid entrapment spots (small areas shielded on three sides).
- c. Provide lighting (others' faces should be visible and blinding glare avoided).
- d. Maintain sightlines (ability to see the route ahead and open spaces from buildings).

5. Design Guidelines for New Buildings and Addition

5.7 Rooftop Additions

Intent: Ensure additions to buildings with heritage merit are compatible with Fernwood Village and maintain the prominence of the Belfry Theatre spire.

Guidelines

5.7.1 Rooftop additions should be generally avoided on buildings with heritage merit because of the unique, intact and small-footprint nature of the historic core of Fernwood Village, and the prominence of the Belfry Theatre spire viewed from the public realm.

5.7.2. Where it can be demonstrated that a rooftop addition can help conserve or enhance a building with heritage merit, ensure the rooftop addition is compatible, subordinate to and distinguishable from the historic façade, and minimize its visibility from the public realm.

5.7.3 When integrated, ensure new rooftop additions are designed sensitively to enable conservation of the entire historic building along with its original window openings and interior configurations to the greatest extent possible.

5.7.4 Combine the design of a new rooftop addition with the enhancement of the historic building through the restoration of missing original building features and the maintenance of existing features.

5.7.5 Minimize the detailing and articulation of rooftop additions and consider using simple forms and a subdued colour scheme in the same family as the dominant colour of the historic building.

5.7.6 Use high quality and durable materials.

5.7.7 Design and locate balcony railings, plantings, mechanical equipment, furniture or any other structures associated with a new addition so that they are minimally visible when viewed from the adjacent street.

5.7.8 Rooftop additions should be physically smaller in scale than the building they are connected to.

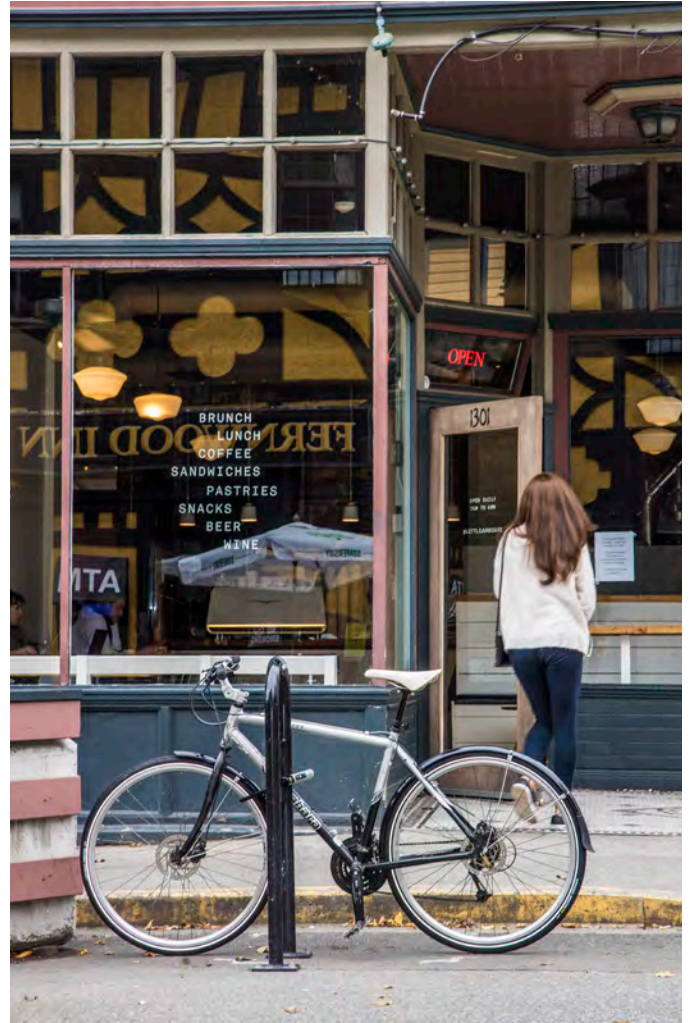
5.7.9 Rooftop additions should be stepped back from the primary façade a minimum 4 metres and further if necessary to preserve views of the Belfry Theatre's spire.

5.7.10 Use a less dominant colour or lighter shade of colour to reinforce the hierarchical relationship between the two buildings.

5.7.11 Design new rooftop additions with contemporary materials and finishes.

5.7.12 Use a slightly different ratio of solid to transparent materials than the historic building.

5.7.13 Incorporate setbacks from street-facing elevations to maintain the distinction between old and new construction.



Land Management and Development

6



GOALS

- > 6 (A). Victoria has compact development patterns that use land efficiently.
- > 6 (B). Victoria's bustling downtown and harbour are a prominent centre for business, government, arts and culture on Vancouver Island.
- > 6 (C). Neighbourhoods include centres of economic activity that serve the needs of residents within walking, wheeling or cycling distance.

OVERVIEW

Victoria is a harbour city largely developed before the use of automobiles was commonplace. Unlike communities that developed after the Second World War, where activities are broadly separated into single use industrial, commercial and residential districts accessed primarily by private automobile, Victoria exhibits a complex pattern of uses and building forms and relatively high average residential densities. This not only gives the city character, but enables people to meet many daily needs close to home. This traditional, walkable urban pattern of a compact downtown, village centres, corner stores, and small [apartments](#) found within primarily detached residential areas, with places of work and residences in relatively close proximity, is one that communities across North America try to emulate to become more sustainable and livable. In this context, where many of the negative effects historically associated with workplaces have disappeared due to economic change and technical improvement, management of urban

development should focus on building coherent, livable places of character, where a mix of uses and activities is the norm, where the goods and services people need are close to home, and where a range of housing choice is broadly available across the city. For Victoria, this means building on the advantages afforded by its traditional urban pattern as the city grows in future.

In a regional context, communities are situated along a continuum of increasing settlement density – from natural and rural areas, through suburbs, urban neighbourhoods and centres, to the city core. In the Capital Region, Victoria occupies the urban end of this continuum where walking, cycling and transit are most viable, where opportunities for face to face human interaction and exchange are greatest, and where climate and energy outcomes are best optimized. However, as a built-out city, a key challenge is to balance the accommodation of new development and population and employment growth with other values such as the retention of heritage resources, the provision of open space and the enhancement of the urban forest, all within a limited land base.

According to 2006 Statistics Canada figures, Victoria has remained above the CRD's Regional Growth Strategy target to accommodate 15% of the new dwelling units since 2001, attracting 24% of the regional total in 2006. However, forecast growth of approximately 20,000 additional residents by 2041 is expected to reach Victoria's capacity available under existing zoning for new ground-oriented residential and exceed that for apartments, running the risk that housing will become increasingly more expensive as available capacity is depleted.

To address these challenges, the plan seeks to focus anticipated future population and employment growth to support development of a strong downtown core that retains its predominant role in the regional economy, enhance and expand the network of Urban Villages and Town Centres, link thriving employment districts with high capacity and frequent public transit service, while conserving traditional residential character and enhancing quality of place. Complementary to the management of land, the plan also seeks to manage the harbour as a strategic resource by strengthening the Working Harbour, enhancing linkages between land and water uses, and improving waterfront access and vitality.

BROAD OBJECTIVES

The land management and development policies of this plan collectively address eight broad objectives:

- 6 (a) That at least 20,000 new residents and associated housing growth is shared across the city in the following approximate proportions: 50% in the Urban Core; 40% in or within close walking distance of Town Centres and Large Urban Villages; and 10% in Small Urban Villages and the remainder of residential areas.
- 6 (b) That new employment growth is focused in the Urban Core, Town Centres, employment districts, and along corridors served by rapid and frequent transit with new office development concentrated downtown.
- 6 (c) That the Downtown Core Area remains the Capital Region's primary economic, social, arts, cultural, and entertainment centre and where government employment and supporting services are retained and expanded.
- 6 (d) That Town Centres, Large Urban Villages and employment and Industrial districts develop to densities capable of supporting economically viable renewable district energy systems, community and commercial services and civic amenities appropriate to their different scales and roles in the city.
- 6 (e) That Rock Bay develops as an area of intensive employment specialized in the incubation, growth and retention of advanced technology and green enterprise.
- 6 (f) That Town Centres and Urban Villages become progressively more complete so that over time all residents can reach goods and services to meet daily needs within a 15 minute walk of home.

- 6 (g) That all 13 city neighbourhoods contain a range of housing types suitable to people with a mix of incomes, living in a variety of household types, throughout their lives.
- 6 (h) That the Harbour is strengthened as an area of significant economic, transportation, recreational and cultural activity and the Working Harbour and associated marine industries are retained [SEE ALSO SECTION 7 – TRANSPORTATION AND MOBILITY, SECTION 8 – PLACEMAKING, AND SECTION 14 – ECONOMY].

PLACE-BASED LAND USE MANAGEMENT

- 6.1 Urban place designations are established and identified on Map 2, including built form, place character, land use and density characteristics, to represent present and proposed conditions and to support the development of a diversity of places across the city defined generally as follows:
 - 6.1.1 Marine consists of sheltered or open marine waters that provide wildlife habitat and support recreational activities and marine transport, moorage, and harvesting except in those waters formally designated by senior government for habitat protection purposes.
 - 6.1.2 Working Harbour consists of a mixed-use harbour that supports a variety of water-dependent industrial, marine and air transport, commercial, institutional, marine residential and recreational uses.
 - 6.1.3 Rail Corridor consists of linear rights of way exclusively +intended for rail-based passenger and freight transport, cycling and pedestrian trails and linear recreation uses, underground or overhead utility lines, and structures and buildings accessory to these uses, including stations and platforms.
 - 6.1.4 Public Facilities, Institutions, Parks and Open Space consists of public and private open space, recreational facilities, public parks, schools, public and private institutions, and community facilities including government buildings and their grounds.

- 6.1.5 Traditional Residential consists primarily of residential and accessory uses in a wide range of primarily ground-oriented building forms including single, duplexes, townhouses and row-houses, house conversions, and low-rise multi-unit residential and mixed-use buildings up to three storeys in height located along arterial and secondary arterial roads.
- 6.1.6 Mixed Residential consists of multi-unit residential in both ground-oriented and low-rise apartment forms, serving as a transition between Traditional Residential and Urban Residential areas. Mixed Residential areas are envisioned to be diverse in housing type and tenure. Incentives and flexibility in height and density may be considered to encourage tenures beyond market strata. Limited local serving commercial may be considered where the use provides community benefit and contributes to the overall objectives of this plan. All forms should adhere to good urban design principles, consistent with the City's design guidance, and should be responsive to the existing and envisioned context of the surrounding area.
- 6.1.7 Urban Residential consists primarily of multi-unit residential in a wide range of detached and attached building forms, including townhouses and row-houses, low and mid-rise apartments, with a residential character public realm featuring landscaping and street tree planting, and mixed-uses located along arterial and secondary arterial roads. Urban Residential areas are generally located within 400 metres of the Urban Core, a Large Urban Village, Town Centre, or frequent transit route, or within 800 metres of a rapid transit station.
- 6.1.8 Housing Opportunity consists primarily of multi-unit residential in low and mid-rise apartment forms, with a public realm character similar to Urban Residential. At higher densities, Housing Opportunity areas are envisioned to accommodate primarily secured rental housing and provide public benefit, including on-site, non-market and affordable rental where possible. Limited mixed use may be considered where the use provides community benefit and contributes to the overall objectives of this plan. All forms should adhere to good urban design principles, consistent with the City's design guidance, and should be responsive to the existing and envisioned context of the surrounding area.
- 6.1.9 Small Urban Village consists of a mix of commercial and community services primarily serving the surrounding residential area, in low-rise, ground-oriented multi-unit residential and mixed-use buildings generally up to four storeys in height along arterial and secondary arterial roads and three storeys in height in other locations, serving as a local transit service hub.
- 6.1.10 Large Urban Village consists of low to mid-rise mixed-use buildings that accommodate ground-level commercial, offices, community services, visitor accommodation, and multi-unit residential apartments, with a public realm characterized by wide sidewalks, regularly spaced street tree planting and buildings set close to the street frontage, anchored by a full service grocery store or equivalent combination of food retail uses, serving either as a local, rapid or frequent transit service hub.
- 6.1.11 Town Centre consists of mixed-use, mid-rise building types that accommodate ground-level commercial, offices, community services, visitor accommodation, and multi-unit residential apartments, with a well-defined public realm characterized by wide sidewalks, regularly spaced street tree planting and buildings set close to the street frontage, anchored by a full service grocery store or equivalent combination of food retail uses and destination retail, serving either as a frequent or rapid transit service hub.
- 6.1.12 Urban Core consists of the highest density and greatest mix of uses in the city, including civic and institutional facilities of regional and provincial importance, primary retail, entertainment, office and other commercial uses, high-rise multi-unit residential apartment and office buildings, visitor accommodation and services, and intensive employment, marine-oriented industrial and transportation uses. The Urban Core is served by rapid and frequent transit, local circulating transit, and inter-regional rail, air, marine and bus transport, characterized by a well-defined public realm with wide sidewalks, public squares and open spaces, regularly spaced tree planting, and buildings set close to the street frontage, where walking, cycling, and public transit are preferred travel modes.

The Urban Core, as further defined in Figure 8 and as identified on Map 2, consists of six mixed-use sub-designations:

- › Core Business;
- › Core Historic;
- › Core Inner Harbour/Legislative;
- › Core Residential;
- › Core Songhees; and,
- › Core Employment.

6.1.13 Industrial Employment consists of light industrial areas where a range of manufacturing, processing, warehousing, distribution and repair activities occur. Ground floors include spaces appropriate for light to medium industry along with ancillary offices and retail sales. Upper floors may contain a range of light industrial or commercial uses, creating a mix of uses without displacing valuable space for industries.

6.1.14 Marine Industrial consists of marine-dependent uses including shipping, manufacturing, processing, transportation, warehousing, accessory office uses, and other marine industrial uses fronting the Working Harbour.

6.1.15 General Employment consists of primarily employment-generating uses and accessory mixed-uses including light industrial, commercial, and institutional uses contained within a wide range of low to medium-rise building forms, including those with large floor plates on lots with space suitable for vehicle circulation, shipping and delivery

6.1.16 Employment-Residential consists of a range of employment generating uses, with a limited amount of residential uses generally on upper floors. This designation is considered appropriate in transitional areas where the potential for general employment space should be retained but where residential uses may be introduced. Employment-generating uses may include commercial uses, such as office, as well as light industrial uses where appropriate.

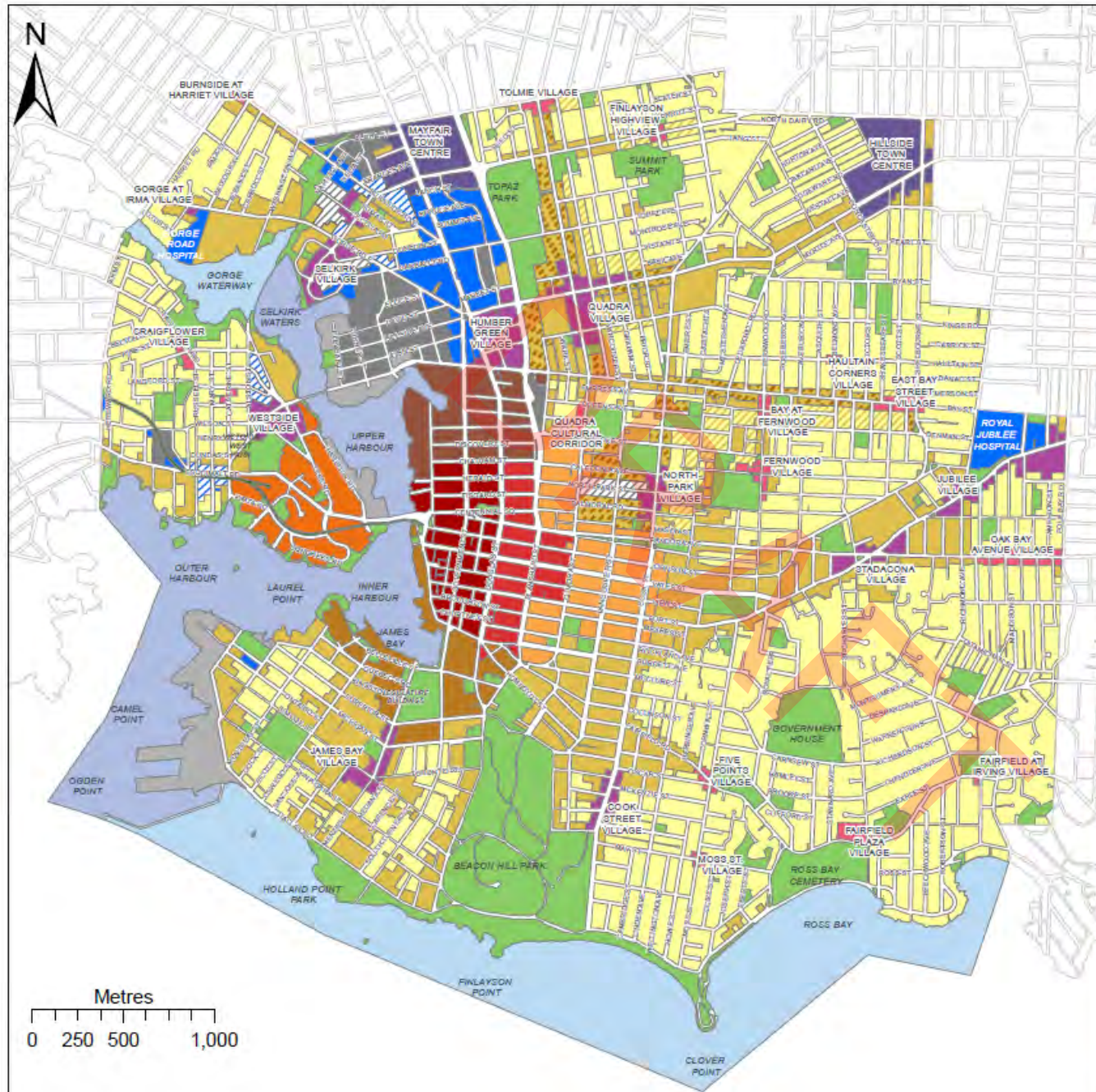
6.1.17 Industrial Employment-Residential consists of light industrial uses at ground level in order to preserve the City's stock of lands for light industrial businesses. Upper levels may include commercial or residential uses. This designation is appropriate in transitional areas close to residential neighbourhoods, but not in the heart of the City's industrial employment areas, as the types of light industrial uses which are compatible with residential uses are limited.

**Updated
Map**

MAP 2 Urban Place Designations

- Core Historic
- Core Business
- Core Employment
- Core Inner Harbour/Legislative
- Core Songhees
- Core Residential
- General Employment
- Employment with Limited Residential
- Industrial Employment
- Light Industrial Employment with Limited Residential
- Marine Industrial
- Town Centre
- Large Urban Village
- Small Urban Village
- Urban Residential
- Housing Opportunity
- Traditional Residential
- Mixed Residential
- Public Facilities, Institutions, Parks and Open Space
- Rail Corridor
- Marine - Harbour
- Marine - General

Urban Place Designations extend to the centerlines of adjacent streets.



6.2 To advance the place-based land use management vision described in policy 6.1, the City's local area plans and land use and development regulations, when updated, will consider the form, place character, use and density guidelines provided in Figure 8, providing finer grained policy and regulatory guidance in response to local context and development opportunity.

6.3 While the designations described in policy 6.1 and Figure 8 establish the general pattern of land use, it is the Zoning Bylaw that regulates the specific uses and density of development that are permitted to occur on the land. Within each designation, there will be a range of uses, densities and built forms. Decisions about the use, density and scale of building for an individual site will be based on site-specific evaluations of proposed developments in relation to the site, block and local area context and will include, but not be limited to, consideration of:

- 6.3.1 Consistency of proposal with all relevant policies within the Official Community Plan;
- 6.3.2 City policies; and
- 6.3.3 Local area plans.

Figure 8: Urban Place Guidelines

| Designation | Built Form | Place Character Features | Uses | Density |
|-----------------|---|---|---|--|
| Marine | Moorage and navigational structures. | Open marine waters. | Marine open waters and public foreshore areas. Marine transportation, recreation, moorage, and harvesting. | Not applicable |
| Working Harbour | Port structures including wharfs, piers, navigational structures, cargo and passenger handling and staging areas. | Mixed-use harbour environment characterized by marine traffic, marine industry, open water areas, moorage, and water-oriented recreation. | Marine industrial. Water borne and marine air transportation. Shipping, cargo handling, port facilities and navigation structures. Marinas, marine commercial services. Marine residential. Public foreshore areas, moorage and recreation | Range of densities determined on a site-specific basis (SEE POLICY 6.25). |
| Rail Corridor | Structures and buildings accessory to the primary transportation uses such as switching sheds, bicycle shelters, and transport stations and shelters, no greater than one storey in height. | Rail and trail corridor. | Rail-based freight and passenger transport and stations. Cycling and walking trails. Linear recreation uses. Open space. Utility lines. | Total floor space ratios up to approximately 0.1:1. |

| Designation | Built Form | Place Character Features | Uses | Density |
|---|--|--|---|---|
| Public Facilities, Institutions, Parks and Open Space | <p>Public buildings prominently sited in landscaped open space and formal grounds with variable heights.</p> <p>Recreational, institutional, educational buildings and structures within open space.</p> <p>Co-location of residential uses to achieve non-market rental housing objectives may be considered, as indicated in local area plans, depending on site conditions and context.</p> | <p>Variable with landmark buildings and open spaces deployed across the city, serving as local, city-wide, regional or provincial destinations.</p> | <p>Government office, administration and ceremonial uses.</p> <p>Accessory residential uses.</p> <p>Recreational uses.</p> <p>Institutional uses including education, health and research, culture, and assembly.</p> <p>Accessory commercial services.</p> | <p>Total floor space ratios ranging up to approximately 0.5:1.</p> <p>Total floor space ratios of a residential component for non-market housing may range up to approximately 2.5:1, as indicated in local area plans.</p> |
| Traditional Residential | <p>Ground-oriented buildings up to two storeys.</p> <p>Ground-oriented buildings up to two and one-half storeys may be considered for certain infill housing types, as indicated in the Victoria West and Fairfield neighbourhood plans.</p> <p>Multi-unit buildings up to three storeys, including attached residential and apartments on arterial and secondary arterial roads, and in other locations indicated in the Victoria West and Fairfield neighbourhood plans.</p> | <p>Houses with front and rear yards, with variable setbacks, oriented to face the street.</p> <p>Variable landscaping and street tree planting.</p> <p>Small apartments and local retail stores along arterial and secondary arterial roads, at intersections, and pre-existing in other locations.</p> <p>On-street parking and individual driveways.</p> | <p>Ground-oriented residential including single, duplex and attached dwellings.</p> <p>House conversions.</p> <p>Accessory residential such as secondary suites and garden suites</p> <p>Freestanding commercial at the intersection of major roads.</p> <p>Low-rise multi-unit residential and mixed-use along arterial and secondary arterial roads.</p> <p>Home occupations.</p> <p>Limited local-serving commercial uses considered in limited locations identified in neighbourhood plans.</p> | <p>Total floor space ratios up to approximately 1:1.</p> <p>Additional density may be considered where appropriate in certain limited areas in the Victoria West Neighbourhood up to a maximum indicated in the Victoria West Neighbourhood Plan.</p> |

| | | | | |
|-------------------|---|---|---|--|
| Mixed Residential | <p>Ground-oriented buildings and low-rise, multi-unit buildings that may generally range from 3 to 5 storeys, depending on site conditions and context.</p> <p>Forms that provide a transition between Traditional Residential and higher densities, while providing opportunities for diverse housing types and tenures.</p> | <p>Variable yard setbacks with primary doorways facing the street.</p> <p>Variable front yard landscaping, boulevard and street tree planting.</p> <p>On-street parking and collective driveway access to rear yard or underground parking.</p> | <p>Mix of residential forms, including those described for Traditional Residential, in addition to low-rise apartment forms.</p> <p>Limited local-serving commercial may be considered.</p> <p>Home occupations.</p> | <p>Total floor space ratios of approximately 1.6:1.</p> <p>Flexibility in height and density may be considered to encourage diverse housing types and tenures.</p> |
| Urban Residential | <p>Attached and detached buildings up to three storeys.</p> <p>Low-rise and mid-rise multi-unit buildings up to approximately six storeys.</p> | <p>Variable yard setbacks with primary doorways facing the street.</p> <p>Variable front yard landscaping, boulevard and street tree planting.</p> <p>On-street parking and collective driveway access to rear yard or underground parking.</p> | <p>Ground-oriented multi-unit residential.</p> <p>House conversions.</p> <p>Low to mid-rise multi-unit residential.</p> <p>Low to mid-rise mixed-use along arterial and secondary arterial roads.</p> <p>Home occupations.</p> <p>Visitor accommodation along Gorge Road and in pre-existing locations.</p> | <p>Total floor space ratios generally up to 1.2:1.</p> <p>Increased density up to a total of approximately 2:1 may be considered in strategic locations for the advancement of plan objectives.</p> <p>(SEE POLICY 6.22)</p> <p>Increased density up to 2.5:1 may be considered in certain areas identified in the Fairfield neighbourhood, generally, north of Fairfield Road and between Quadra Street and Vancouver Street.</p> |

| | | | | |
|---------------------|--|---|--|---|
| Housing Opportunity | Low-rise and mid-rise multi-unit buildings that may generally range from 4 to 6 storeys, depending on site conditions and context. | <p>Variable yard setbacks with primary doorways facing the street.</p> <p>Variable front yard landscaping, boulevard and street tree planting.</p> <p>On-street parking and collective driveway access to rear yard or underground parking.</p> | <p>Forms that reflect those described for Urban Residential with some opportunity for additional density where substantial public benefit is provided.</p> <p>Limited mixed use and local serving commercial may be considered.</p> <p>Home occupations.</p> | <p>Total floor space ratios of approximately 1.2:1.</p> <p>Increased density of approximately 2:1 may be considered where public benefit is provided consistent with the objectives of this plan and other City policies.</p> <p>Additional increased density of approximately 2.5:1 may be considered for projects where substantial public benefit is provided consistent with the objectives of this plan and other City policies, such as secured rental projects with additional benefits.</p> <p>(SEE POLICY 6.1.8)</p> |
|---------------------|--|---|--|---|

| Designation | Built Form | Place Character Features | Uses | Density |
|---------------------|---|---|---|--|
| Small Urban Village | <p>Single and attached buildings up to two storeys.</p> <p>Low-rise multi-unit buildings up to approximately three storeys including rowhouses and apartments, freestanding commercial and mixed-use buildings.</p> <p>Mixed-use buildings up to approximately four storeys on arterial and secondary arterial roads.</p> <p>Buildings of four and five storeys may be considered at Fairfield Plaza Village and other Small Urban Villages as indicated in local area plans for the advancement of plan objectives, depending on site conditions and context.</p> <p>Buildings of up to four storeys may be considered at sites that front onto Fairfield Road within Five Points Village.</p> | <p>Ground-oriented commercial and community services reinforce the sidewalk.</p> <p>One to three storey building facades define the street wall.</p> <p>Variable landscaping, boulevard and street tree planting.</p> <p>Rear yard off-street parking.</p> <p>Public green space or square.</p> <p>For Fairfield Plaza Village, refer to place character features identified in the Fairfield Neighbourhood Plan.</p> | <p>Low-rise multi-unit residential and mixed-use.</p> <p>Commercial.</p> <p>Home occupations.</p> <p>Live/work.</p> | <p>Total floor space ratios ranging up to approximately 1.5:1.</p> <p>Total floor space ratios up to approximately 2:1 along arterial and secondary arterial roads.</p> <p>Total floor space ratio up to approximately 2:1 may be considered in Fairfield Plaza Village, for advancement of plan objectives.</p> <p>Total floor space ratio up to 2:1 may be considered within Five Points Village, at sites that front onto Fairfield Road.</p> <p>Total floor space ratio up to 2.5:1 may be considered, as indicated in local area plans, for the advancement of plan objectives, depending on site conditions and context.</p> |

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|----------------------------|--|---|---|---|
| <p>Large Urban Village</p> | <p>Low-rise and mid-rise multi-unit buildings up to approximately six storeys including row-houses and apartments, freestanding commercial and mixed-use buildings.</p> <p>Buildings above six storeys may be considered where on-site public benefit is provided, as indicated in local area plans.</p> <p>Buildings up to approximately four storeys in Cook Street Village, consistent with the Fairfield Neighbourhood Plan.</p> | <p>Ground-oriented commercial and community services reinforce the sidewalk.</p> <p>One to three storey building facades define the street wall.</p> <p>Regularly spaced boulevard and street tree planting, wide sidewalks.</p> <p>Off-street parking underground, at the rear or otherwise screened.</p> <p>Central public green space or square.</p> <p>For Cook Street Village, streetwalls, setbacks and stepbacks identified in the Fairfield Neighbourhood Plan.</p> | <p>Low to mid-rise multi-unit residential and mixed-use.</p> <p>Commercial, including visitor accommodation.</p> <p>Live/work.</p> <p>Home occupations.</p> | <p>Total floor space ratios generally up to 1.5:1.</p> <p>Increased density up to a total of approximately 2.5:1 may be considered for the advancement of plan objectives.</p> <p>Densities above 2.5:1 may be considered where on-site public benefit is provided, as indicated in local area plans.</p> |
|----------------------------|--|---|---|---|

| Designation | Built Form | Place Character Features | Uses | Density |
|---------------|---|---|--|---|
| Town Centre | <p>Low-rise, midrise and highrise multi-unit buildings up to approximately 10 storeys including rowhouses, apartments, freestanding commercial and mixed-use buildings.</p> <p>In Mayfair Town Centre, buildings up to approximately 12 storeys in the western half of the Mayfair Shopping Centre site, and along the west side of Douglas Street south of Speed Street.</p> | <p>Ground-oriented commercial and community services reinforce the sidewalk.</p> <p>Three to five storey building facades define the street wall.</p> <p>Regularly spaced street treeplanting, wide sidewalks, and central public green space or square.</p> <p>Parking underground, at the rear or otherwise screened.</p> | <p>Low, mid and high-rise multi-unit residential and mixed-use.</p> <p>Commercial, including office, destination retail, and visitor accommodation.</p> <p>Live/work.</p> <p>Home occupations.</p> | <p>Total floor space ratios generally up to 2:1.</p> <p>Notwithstanding the above, for Mayfair Town Centre, total floor space ratios generally up to 1.5:1.</p> <p>Increased density up to a total of approximately 3:1 may be considered for the advancement of plan objectives.</p> |
| Core Historic | <p>Buildings up to approximately five storeys set close to the sidewalk with high site coverage.</p> | <p>Continuity of commercial uses at grade with wide sidewalks, tree planting in appropriate locations, through block pedestrian passageways, mid-block walkways, formal squares and plazas.</p> <p>Historic building forms and materials and compatible new construction.</p> <p>Public art and civic buildings sited in prominent locations.</p> | <p>Multi-unit residential and mixed-use.</p> <p>Commercial, including retail, office, and visitor accommodation.</p> <p>Home occupations.</p> | <p>Total floor space ratios ranging up to approximately 3:1.</p> |

| Designation | Built Form | Place Character Features | Uses | Density |
|------------------------------------|---|--|---|---|
| Core Inner Harbour/ Legislative | <p>Buildings from one to five storeys adjacent to the harbour.</p> <p>Buildings up to approximately five storeys south of Superior Street and along Menzies Street and Government Street facing the Provincial Parliament Buildings.</p> <p>Buildings up to approximately 15 storeys east of the Empress Hotel to Blanshard Street, and south of Belleville Street.</p> | <p>Formal arrangement of buildings and their grounds deployed to respect the form and character of signature landmarks, including the Empress Hotel, and the Provincial Parliament Buildings.</p> <p>Formal public realm comprising wide sidewalks, pedestrian promenades, regularly spaced tree planting, formal squares and greens, pathways along the harbour, and prominently placed public art.</p> <p>Active marine transportation including ferry staging and moorage.</p> <p>Site of major festivals, celebrations and special events.</p> | <p>Public institutional and assembly.</p> <p>Commercial, including office, retail, and visitor accommodation.</p> <p>Marine water and air transportation.</p> <p>Recreation and tourism-related uses.</p> <p>Multi-unit residential and mixed-use.</p> <p>Home occupations.</p> | <p>Total floor space ratio generally ranging up to 1:1. Increased density up to a total of 4:1 may be considered in strategic locations for the advancement of plan objectives.</p> |

| Designation | Built Form | Place Character Features | Uses | Density |
|------------------|---|--|--|--|
| Core Residential | <p>Multi-unit residential, commercial and mixed-used buildings from three storeys up to approximately 20 storeys.</p> <p>Large floor-plate commercial and institutional buildings oriented to the street.</p> <p>Buildings up to approximately eight storeys for the area east of Cook Street/ south of Pandora Avenue/ north of Meares Street.</p> <p>Buildings up to approximately six storeys for areas: south of Meares Street/ east of Quadra Street; and, north of Pandora Avenue/ east of Cook Street.</p> <p>Buildings up to approximately 12 storeys for areas on the south east corner of Cook Street and Yates Street.</p> | <p>Three to five storey building facades define the street wall with upper storeys set back above.</p> <p>Buildings set close to the street to define the public realm along retail streets, with landscaped setbacks in more residential areas, wide sidewalks, regularly spaced tree planting.</p> <p>Building heights are greatest along Yates Street and Blanshard Street.</p> <p>Off-street parking structured, underground or located at the rear.</p> | <p>Diverse housing types, including low, mid, and high-rise multi-unit residential and mixed-use.</p> <p>Commercial, including office and visitor accommodation.</p> <p>Institutional and complementary uses.</p> <p>Home occupations.</p> | <p>Total floor space ratios generally ranging from a base of 3:1 to a maximum of 6.8:1 for the eastern side of the block bounded by Johnson Street, Cook Street and Yates Street.</p> <p>Total floor space ratios generally ranging from a base of 3:1 to a maximum of 5.5:1 for the area south of Mason Street / east of Quadra Street / west of Vancouver Street; the north-west corner of the intersection of Johnson Street and Quadra Street; and, the area east of Vancouver Street / west of Cook Street/ on Pandora Avenue.</p> <p>Total floor space ratios ranging from a base of 2:1 to a maximum of 3:1 for areas on the east side of Quadra Street, between North Park Street and Pembroke Street.</p> <p>Total floor space ratios ranging from a base of 1:1 to a maximum of 2:1 for areas: on Mason Street/ east of Vancouver Street/ west of Cook Street.</p> <p>Total floor space ratios ranging from 1.2:1 up to approximately 2.5:1 for the area south of Meares Street / west of Vancouver Street / north of Rockland Avenue / east of Pioneer Square.</p> <p>Total floor space ratios ranging from 2:1 up to approximately 5:1 for the area: east of Blanshard Avenue/ south of Fort Street/ west of Quadra Street/ north of Courtney Street.</p> |

| Designation | Built Form | Place Character Features | Uses | Density |
|-------------------------|---|---|---|---|
| Core Residential, cont. | | | | <p>Total floor space ratios ranging from 2:1 up to approximately 3.5:1 for the areas: east of Cook Street/ north of Meares Street.</p> <p>Total floor space ratios ranging from 1.5:1 up to approximately 3:1 for the areas south of Meares Street/East of Vancouver Street.</p> <p>Total floor space ratios ranging from a base of 3:1 to a maximum of 5:1 for the area west of Quadra Street/ north of Pandora Avenue/ south of Caledonia Avenue.</p> <p>Total commercial floor space ratios up to 1:1 except along Pandora Avenue (base of 1:1 to a maximum of 3:1), the north-west corner of the intersection of Johnson Street and Quadra Street (base of 3:1 to a maximum of 5.5:1), and Yates Street and Fort Street (base of 3:1 to a maximum of 5.5:1 west of Cook Street and a base of 2:1 to a maximum of 3.5:1 east of Cook Street)</p> |
| Core Songhees | <p>Multi-unit residential, commercial and mixed-use buildings from three to six storeys.</p> <p>Buildings up to approximately 22 storeys in select locations.</p> <p>Commercial, light industrial and institutional buildings oriented to the street.</p> | <p>Buildings set close to the street to define the public realm along retail streets, with landscaped setbacks in more residential areas and ground-oriented commercial in mixed-use areas.</p> <p>Wide sidewalks, regularly spaced tree planting.</p> <p>Concentration of building height near the centre of the Songhees Peninsula along Esquimalt Road.</p> <p>Off-street parking structured underground or at the rear.</p> | <p>Diverse housing types and sizes, including low, mid, and high-rise multi-unit residential and mixed-use.</p> <p>Commercial, including office, retail and visitor accommodation.</p> <p>Institutional.</p> <p>Light industrial and complementary uses.</p> <p>Home occupations.</p> | <p>Total floor space ratios ranging up to approximately 2.5:1.</p> |

| Designation | Built Form | Place Character Features | Uses | Density |
|-----------------|--|--|---|---|
| Core Business | <p>Buildings up to approximately 24 storeys in height in select locations, with high site coverage.</p> <p>Commercial, institutional and mixed-use buildings oriented to the street.</p> | <p>Three to five storey building facades define the street wall with upper storeys set back above.</p> <p>Regularly spaced street tree planting, wide sidewalks with public squares and open spaces.</p> <p>Underground utility lines.</p> <p>Continuity of commercial uses – preferably retail – at grade, through-block passageways, mid-block crossings.</p> <p>Civic and institutional buildings.</p> <p>Off-street parking structured underground or at the rear.</p> | <p>Commercial, including office and retail along with complementary uses including residential, hotels and other visitor accommodation.</p> <p>Civic and public facilities.</p> <p>Home occupations.</p> | <p>Maximum residential floor space ratio of 3:1.</p> <p>Total commercial floor space ratios ranging from a base of 4:1 to a maximum of 6:1.</p> |
| Core Employment | <p>West of Douglas Street: Buildings up to approximately five storeys designed to accommodate light industrial uses on the ground floor and commercial or light industrial uses above. Building forms with at-grade spaces accommodating limited retail uses fronting onto Government Street south of Pembroke Street, and onto Store Street.</p> <p>Buildings from eight to approximately 15 storeys in height between Douglas Street and Blanshard Street.</p> | <p>Buildings set close to the street, wide sidewalks, regularly spaced tree planting and active uses at grade where appropriate.</p> <p>Green infrastructure.</p> <p>Large parcels / lots.</p> <p>Institutional and industrial buildings with common courtyard open grounds internal to the site.</p> <p>Landscape screening for service and parking areas.</p> | <p>Mix of predominantly industrial, light industrial, high technology, marine industrial, research and development, commercial, office and complimentary retail.</p> <p>Residential uses on upper floors in buildings containing light industrial and commercial uses are supported in the half-block on the north side of Chatham Street between Store Street and Government Street.</p> <p>Residential mixed-use, work/live, and commercial, including office, hotels and other visitor accommodation, located between Douglas Street and Blanshard Street.</p> | <p>Total floor space ratios up to approximately 3:1.</p> <p>Total floor space ratios ranging from a base of 3:1 to a maximum of 5:1 for the area south of Queens Avenue between Douglas Street and Blanshard Street. (Maximum residential floor space ratio of 3:1)</p> |

| Designation | Built Form | Place Character Features | Uses | Density |
|-----------------------------------|---|--|---|---|
| Industrial Employment | Light industrial or mixed-use buildings ranging from one storey to approximately four storeys, designed to support light industrial uses on the ground floor (e.g. with sufficient floor-to-ceiling heights, and loading bays). | Ground-oriented buildings set close to the sidewalk with active uses at grade where appropriate. Sidewalks with regularly spaced tree planting. Off-street parking to the rear or side-yard. Landscape screening for service and parking areas. | Predominantly light industrial uses including manufacturing, processing, warehousing, distribution, and repair, as well as accessory retail or office uses, on the ground floor. Commercial (including limited retail) or light industrial uses on upper floors. | Total floor space ratios up to 3:1 in the Burnside Gorge neighbourhood west of Bridge Street. Total floor space ratios ranging up to approximately 2:1 elsewhere. Of total floor space, upper-floor commercial uses may comprise up to 1.5:1 floor space ratio. |
| Industrial Employment-Residential | Buildings up to approximately five storeys, with ground floor designed to support light industrial uses (e.g. with sufficient floor-to-ceiling heights, and loading bays). | Ground-oriented buildings set close to the sidewalk. Off-street parking to the rear or side-yard. Landscape screening for service and parking areas. | Light industrial uses, as well as ancillary retail or office uses, on the ground floor. Residential, commercial or light industrial uses on upper floors. Industrial work/live uses. Along Cecelia Road, uses which activate the street or provide local services, including food services, may be supported, within buildings which are designed to accommodate light industrial tenants. | Total floor space ratio up to approximately 2.0 FSR. Of the total floor space, residential uses may comprise up to 1.5:1 floor space ratio. Total floor space ratios of approximately 2.5:1 FSR may be considered, as indicated in local area plans, for projects that advance both housing affordability objectives and industrial land objectives on-site. |
| Marine Industrial | Industrial buildings and structures from one storey up to approximately four storeys | Large lots with large structures including on-site circulation, storage, parking, and materials handling and processing. | Primary processing, marine industrial, marine transportation, warehousing, shipping, bulk materials handling, and other marine industrial uses and accessory offices. | Total floor space ratios ranging up to approximately 3:1. |

| Designation | Built Form | Place Character Features | Uses | Density |
|------------------------|--|---|---|--|
| General Employment | <p>Large floor-plate buildings from one storey up to approximately four storeys.</p> <p>Buildings up to approximately six storeys in the following locations: adjacent to the Douglas-Hillside-Gorge-Government intersection; along the west side of Douglas Street north of Burnside Road; and along the east side of Douglas Street north of Spruce Avenue.</p> <p>Buildings up to 9 storeys or 10 storeys in select interior locations at Royal Jubilee Hospital.</p> | <p>Ground-oriented buildings set close to the sidewalk.</p> <p>Large lots with on-site outdoor circulation, storage, and materials handling space.</p> <p>Institutional and industrial buildings defining open grounds.</p> <p>Off-street parking to the rear or side-yard.</p> <p>Landscape screening for service and parking areas.</p> | <p>Commercial, including office and retail.</p> <p>Light industrial.</p> <p>Industrial work/live.</p> <p>Education, research and development, health services.</p> | <p>Total floor space ratios up to approximately 2:1.</p> |
| Employment-Residential | <p>Commercial, light industrial or mixed-use buildings up to approximately five storeys in height.</p> | <p>Ground-oriented buildings set close to the sidewalk.</p> <p>Off-street parking to the rear or side-yard.</p> <p>Landscape screening for service and parking areas.</p> | <p>Commercial, including office and retail.</p> <p>Light industrial on the ground floor.</p> <p>Work-live.</p> <p>Residential uses on upper floors where commercial or light industrial uses comprise the ground floor.</p> | <p>Total floor space ratios up to approximately 2.5:1.</p> <p>Of total floor space, upper-floor residential uses may comprise up to 1.5:1 floor space ratio.</p> |

GENERAL DEVELOPMENT GUIDANCE

- 6.4 Parks, schools, public facilities and utilities, public assembly, community services, pathways, open space, urban food production, institutional, and recreational uses are permitted in all designations as determined in accordance with zoning.
- 6.5 Guidelines specified in policy 6.2 and Figure 8 may be varied to achieve heritage conservation objectives where alternative guidelines are established for a heritage property or properties, or a [Heritage Conservation Area](#) [SEE ALSO SECTION 8 – PLACEMAKING].
- 6.6 Where a site or area is providing primarily non-market housing or other significant public benefit, guidelines specified in policy 6.2 and Figure 8 may be varied, including through increases to height and density, if the development is consistent with City policies, good urban design principles, and the objectives of this plan, and is responsive to the envisioned context of the surrounding area. [SEE ALSO SECTION 13 – HOUSING AND HOMELESSNESS]
- 6.7 Site specific development can depart from Figure 8 if the development goes through a rezoning, is supported by the local area plan, and is consistent with City policies, good urban design principles, and the objectives of this plan, and is responsive to the envisioned context of the surrounding area.
- 6.8 As a fully urbanized city, there are no sand and gravel deposits suitable for future sand and gravel extraction defined in this plan.
- 6.9 Give consideration to minimum development densities necessary to support renewable technology and district energy systems in development decisions respecting major projects and in local area planning for the Urban Core, Town Centres, Large Urban Villages, and industrial and employment designations.
- 6.10 Encourage the logical assembly of development sites that enable the best realization of permitted development potential for the area.
- 6.11 Give consideration to site-specific amendments to this plan that are consistent with the intent of the Urban Place Designations and that further the broad objectives and policies of the plan, as appropriate to the site context.

URBAN CORE

- 6.12 Maintain and implement a detailed local area plan that supports the development of the Downtown Core Area, generally including those lands east and south of Victoria Harbour designated Urban Core on Map 2, as an economically vital, socially vibrant, and attractive mixed-use urban centre for the Capital Region by:
 - 6.12.1 Providing a framework for land use, building height and density that balances employment and residential development and concentrates higher density along the Douglas Street/ Blanshard Street corridor to relieve development pressure within the historic Old Town area, Chinatown and Victoria Harbour;
 - 6.12.2 Expanding the Core Business area as the primary location for offices and other forms of commercial development;
 - 6.12.3 Establishing a density framework that balances the need for increased density in some areas with the need to maintain livable communities through the provision of key public amenities;
 - 6.12.4 Accommodating and fostering a greater range of housing options throughout the Downtown Core Area, including non-market housing;
 - 6.12.5 Identifying strategies to acquire and develop key public amenities, including urban plazas, park spaces, Government Street Mall extension and the [Harbour Pathway](#);
 - 6.12.6 Introducing additional financial incentives to support and encourage the seismic upgrading of heritage buildings within the Downtown;
 - 6.12.7 Supporting the use of alternative modes of travel through the integration of infrastructure and public realm improvements, and the concentration of higher density, transit-supportive development within walking distance of the Douglas Street corridor;

- 6.12.8 Strengthening Rock Bay as a key employment centre within an attractive urban setting;
- 6.12.9 Supporting the economic function and role of the Working Harbour, while recognizing opportunities to improve public access to the waterfront;
- 6.12.10 Improving vitality and livability within the Downtown Core Area through initiatives and strategies to create an attractive and functional public realm, well-designed and diverse built forms, a range of amenities to serve the daily needs of residents, businesses and visitors and an improved local economy; and,
- 6.12.11 Providing a careful transition of use intensity, development density and building height to adjacent areas.
- 6.13 Maintain density bonus provisions to ensure that as the Downtown Core Area develops, public amenities are secured in the development process through either in-kind or monetary contributions to City funds with a focus on public realm improvements in the Downtown Core Area or the conservation and seismic upgrading of heritage properties
[SEE ALSO SECTION 19 – PLAN ADMINISTRATION].
- 6.14 Continue to secure and develop through-block passageways, plazas, squares and parks, through mechanisms such as dedication at subdivision, rezoning, density bonusing for amenities, and the application of Development Permit and Heritage Conservation Area guidelines, and other available mechanisms.
- 6.15 Prepare a local area plan focused on Rock Bay, including lands designated Marine Industrial and Core Employment, to support its transformation into an intensive employment district that includes the incubation, growth and retention of advanced technology and green enterprise supported by sustainable infrastructure, green buildings, renewable and district energy, rapid transit service, and complementary industrial properties to the north giving consideration as well to the guidelines for local area plan development for industrial and employment districts in policy 20.7 [SEE ALSO SECTION 14 – ECONOMY, SECTION 20 – LOCAL AREA PLANNING].
- 6.16 Prepare a local area plan for the Victoria West neighbourhood, with a focus on the lands designated Large Urban Village, Core Songhees, Small Urban Village, General Employment, and Urban Residential, to support the completion of its transition into a mixed-use, urban residential area with a focus on elements of placemaking that support

pedestrian activity, public realm animation, and harmonize urban design and economic relationships between the Songhees Peninsula, established areas of the Victoria West neighbourhood and the Downtown Core Area [SEE ALSO SECTION 20 – LOCAL AREA PLANNING AND SECTION 21 – NEIGHBOURHOOD DIRECTIONS].

TOWN CENTRES AND URBAN VILLAGES

- 6.17 Town Centres and Urban Villages should progress towards, as a result of new development and local area planning, a complement of community and commercial services and public amenities appropriate to each level of the hierarchy of villages and centres described in the guidelines shown in Figure 9, where each higher level centre includes the services and amenities identified for the prior lower level centre, except as otherwise indicated. It is recognized that different urban villages have different geographic sizes, and the services and amenities that are desired would vary as appropriate to that size.
- 6.18 Consider expanding or establishing Development Permit Areas and Heritage Conservation Areas in and around Town Centres and Urban Villages to achieve a unique character and sense of place in the design of each centre and village, and a high quality of architecture, landscape and urban design.
- 6.19 Consider the use of design and traffic calming techniques in Town Centres and Urban Villages to reduce vehicle travel speed, provide safe access and passage for other road users, and permit the temporary closure of streets for community activities or special events.
- 6.20 Prioritize local area planning for Town Centres, Large Urban Villages and Small Urban Villages as illustrated on Map 3, giving consideration to residential and commercial land forecasts to determine the pace of phasing, and the scope of local area plans proposed.
- 6.21 Prepare local area plans for Large and Small Urban Villages consistent with the broad objectives of the Official Community Plan.
- 6.22 Consider objective 6 (f) and the guidelines in Figure 9 in any proposals to establish new Town Centres and Urban Villages through local area plans or amendments to this plan, giving further consideration to locations which have, or will have, sufficient residential densities to support the range of services and amenities appropriate to an Urban Village or Town Centre [SEE ALSO SECTION 8 – PLACEMAKING, SECTION 20 – LOCAL AREA PLANNING AND SECTION 21 – NEIGHBOURHOOD DIRECTIONS].

Figure 9: Guidelines for Complete Town Centres and Urban Villages

| Element | Small Urban Village* | Large Urban Village* | Town Centre |
|-----------------------------------|--|---|---|
| Commercial and Community Services | Café, convenience food and retail. Full service restaurant. Personal services (e.g. hairdresser). Professional services (e.g. lawyer's office). Small scale health care services. Social services. Daycare. Public meeting and gathering space. Community composting and recycling. Public elementary school within 400 metres. | Plus: Small grocery store or equivalent food retail. Liquor store. Financial institution Health care services. (e.g. medical clinic) Full service pub. Farmer's market. Community recreation, education and cultural facilities. | Plus: City-wide destination retail. Large grocery store or equivalent food retail. City-wide recreation, education or cultural facilities. |
| Parks and Open Space | Public park and playground within 400 metres. | Plus: Public square or green. | Plus: Large formal, central public square with green and paved elements and public art. |
| Pedestrian and Bicycle Network | Located on a dedicated pedestrian and cycle network route. | Located on a dedicated pedestrian and cycle network route. | Located on a dedicated pedestrian and cycle network route. |
| Public Transportation | Local transit stop or within 200 metres of a frequent transit stop | Frequent transit stop. | Rapid or frequent transit station. |
| Conceptual Illustrations | SEE FIGURE 9A | SEE FIGURE 9A | SEE FIGURE 9A |

* It is recognized that different urban villages have different geographic sizes, and the services and amenities that are desired would vary as appropriate to that size.

Figure 9A: Guidelines for Complete Town Centres and Urban Villages – Conceptual Illustrations



Small Urban Village – Overview



Large Urban Village – Overview



Town Centre – Overview



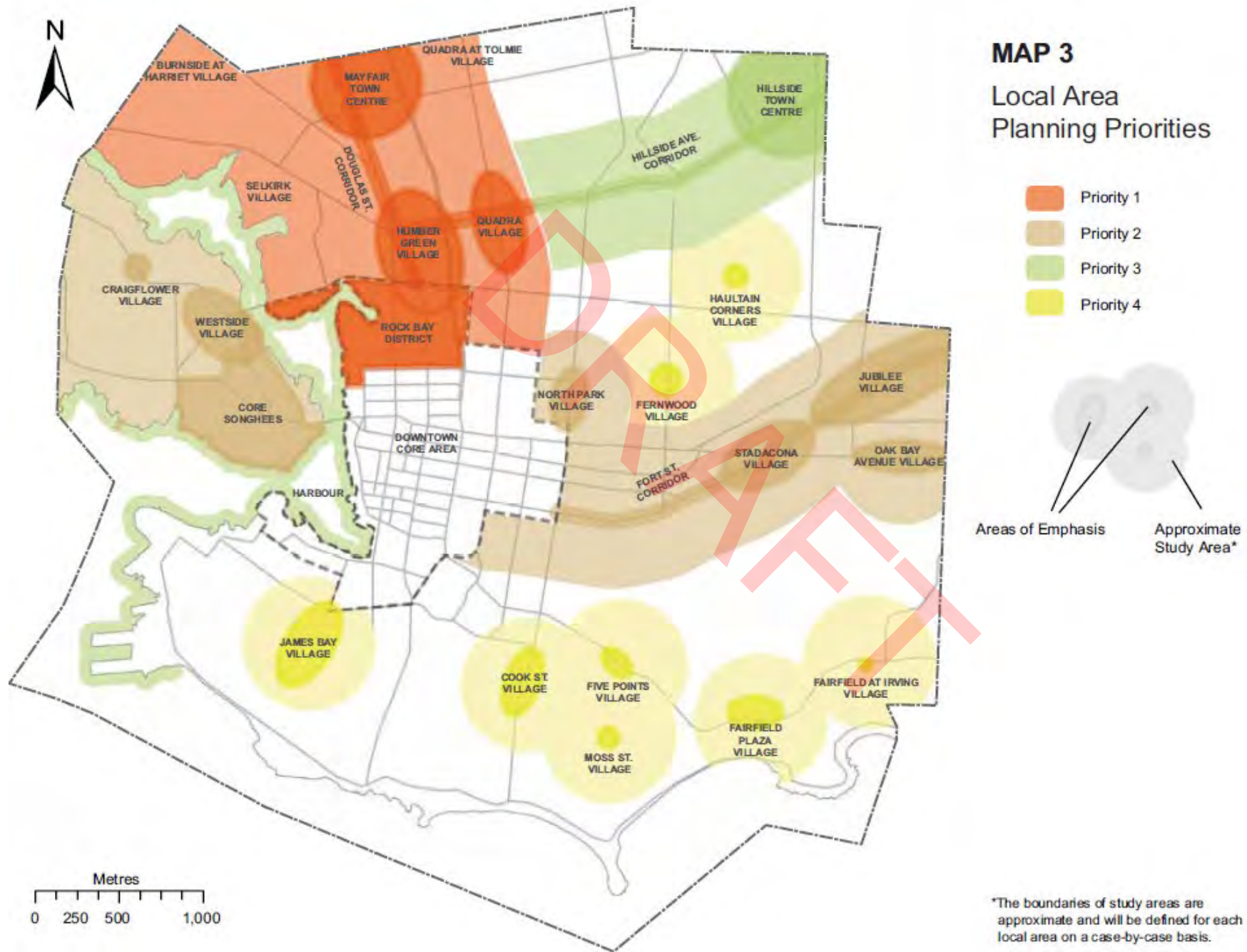
Small Urban Village – Street View



Large Urban Village – Street View



Town Centre – Street View



URBAN AND TRADITIONAL RESIDENTIAL

- 6.23 For areas designated Traditional Residential, consider new development, infill, and redevelopment consistent with the density and use ranges established in this plan, permitting their increase only as this plan provides or following the completion of a new local area plan for the area, and the subsequent amendment of this plan to give it effect [SEE ALSO SECTION 19 – PLAN ADMINISTRATION].
- 6.24 Generally support new development in areas designated Urban Residential that seeks densities toward the upper end of the range identified in Figure 8 where the proposal significantly advances the objectives in this plan and is:
 - 6.24.1 within 200 metres of the Urban Core; or
 - 6.24.2 within 200 metres of Town Centres or Large Urban Villages; or
 - 6.24.3 along arterial or secondary arterial roads
 [SEE ALSO POLICY 6.3]

EMPLOYMENT LANDS

- 6.25 Give consideration to future employment intensification opportunities at Royal Jubilee Hospital and Gorge Road Hospital through the preparation of site-specific master plans undertaken in partnership with the Health Authority.

WORKING HARBOUR, MARINE AND MARINE INDUSTRIAL

- 6.26 Support marine-related industry, water-borne transport, marine air transportation, and tourism activities in Victoria Harbour by:
 - 6.26.1 Limiting new residential development on lands immediately adjacent to the Upper Harbour south of the Point Ellice Street Bridge and north of Swift Street;
 - 6.26.2 Encouraging a mix of active shoreline uses including public recreation, small craft launching and moorage, marine restaurants, pubs and float homes, in locations that do not conflict with the safe operation of ferries and float planes; and,
 - 6.26.3 Seeking to retain circulation space and limited parking necessary to serve adjacent marine and marine transport uses when considering any proposals to develop the lands adjacent to the Inner Harbour west of Wharf Street.

- 6.27 Changes to density levels within the Working Harbour designation must be considered through a rezoning process that considers the policies of this plan, relevant context and other relevant plans, policies and design guidelines.
- 6.28 Maintain and update the Harbour Plan in partnership with the senior levels of government, property owners, including the Greater Victoria Harbour Authority, residents, and business and community partners.
- 6.29 Seek to protect the biophysical, visual and recreational attributes of the Marine waters of Juan de Fuca Strait east of the Ogden Point Breakwater and the Gorge Waters north of the Selkirk Trestle, as identified on Map 2. [SEE ALSO SECTION 10 – ENVIRONMENT].

TRANSIT CORRIDOR PLANNING

- 6.30 Through the preparation of local area plans, establish detailed policies, regulations, and guidelines for the design and development of the rapid transit station-oriented Mayfair Town Centre and Humber Green Village, where the scope of the planning study considers the lands generally 800 metres east and west of the proposed rapid transit alignment along Douglas Street, from Caledonia Avenue north to the municipal boundary, including Quadra Village and lands designated Core Employment. [SEE ALSO SECTION 7 – TRANSPORTATION AND MOBILITY].
- 6.31 Through the preparation of local area plans, establish detailed policies, regulations, and guidelines for the design and development of the frequent transit corridor-oriented Stadacona Village and Jubilee Village, where the scope of the planning study considers the lands generally 400 metres north and south of the proposed priority transit alignment along Fort Street from Cook Street to the municipal boundary at Foul Bay Road.
- 6.32 Through the preparation of local area plans, establish detailed policies, regulations, and guidelines for the design and development of frequent transit corridor-oriented Hillside Town Centre, where the scope of the planning study considers the lands generally 400 metres north and south of the proposed frequent transit service route along Hillside Avenue, from Blanshard Street to the municipal boundary at North Dairy Road.
- 6.33 Phase local area planning for transit corridors as illustrated on Map 3, giving consideration to residential and commercial land forecasts to determine the pace of phasing, and the scope of local area plans proposed [SEE ALSO SECTION 19 – PLAN ADMINISTRATION, SECTION 20 – LOCAL AREA PLANNING, AND SECTION 21 – NEIGHBOURHOOD DIRECTIONS].

MEASURING PROGRESS

- 6.34 The following targets should be considered in measuring progress towards the plan's land management and development objectives:
- 6.34.1 Victoria accommodates a minimum of 20,000 additional residents from 2011 to 2041;
 - 6.34.2 The Urban Core accommodates a minimum of 10,000 additional residents from 2011 to 2041;
 - 6.34.3 Victoria accommodates a minimum of 20% of the region's cumulative new dwelling units to 2041;
 - 6.34.4 The Urban Core accommodates a minimum of 10% of the region's cumulative new dwelling units to 2041; and,
 - 6.34.5 A minimum 90% of all dwelling units are within 400 metres either of the Urban Core, a Town Centre or an Urban Village by 2041.

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Parks and Recreation

9



GOALS

- 9 (A) Victoria is an active community where everyone enjoys convenient access to community parks, open spaces, facilities, amenities and programs close to where they live.

OVERVIEW

Parks, open spaces and both indoor and outdoor recreational facilities are critical components of a complete community. Collectively, they include a diversity of places such as playgrounds, sports fields, pathways, plazas, natural areas, pools, arenas, community and seniors centres, fitness centres, greenways, trails, dog parks, horticultural gardens, beaches, as well as associated services and programs. Victoria also has many other open spaces such as school yards and provincial and institutional lands that are used for recreational purposes but that are not designated City parks. Parks, open spaces and recreational facilities serve many different uses in an urban environment. They help to improve the livability of densely developed areas, enable active lifestyles and personal health, provide spaces for respite and contemplation, highlight historic and cultural landscapes, and provide indoor and outdoor gathering places. Many parks and open spaces also play an important role in providing animal and plant habitat and maintaining ecosystem services.

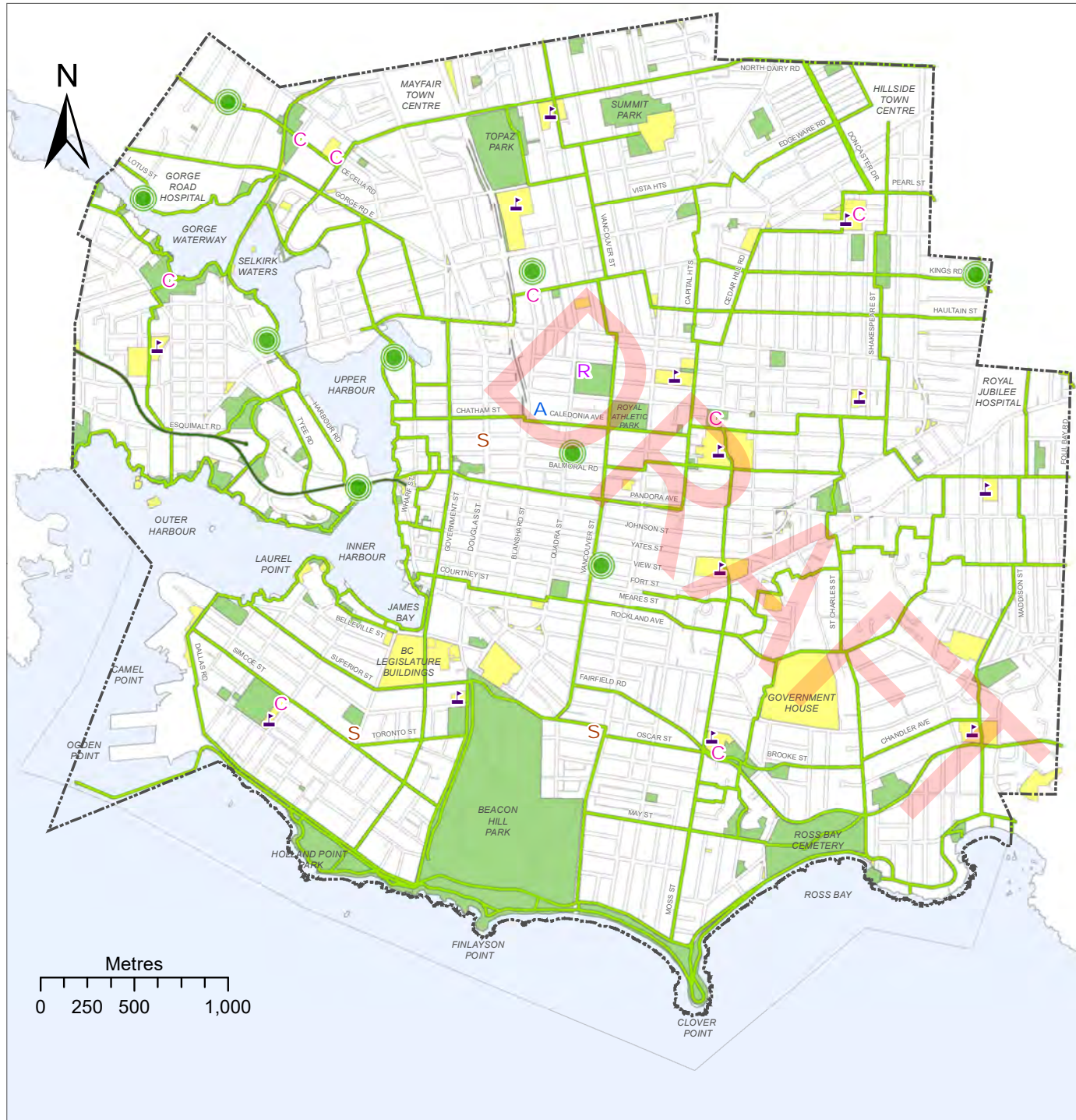
Currently, approximately 85% of residents have a City park within a five minute walk (400 metres) of home. While Victoria possesses a broad network of parks, open spaces and recreational facilities, several strategic additions will further enhance the livability of Urban Villages throughout the city. The City's parks are increasingly challenged with balancing demands for different types of activities on a relatively small land base. Acquiring additional land for ecological and recreational purposes will require creative approaches and the use of innovative tools. Many recreational facilities are already operated in partnership with other organizations, and approaches to maintaining and enhancing these assets and their programs will need to evolve in the face of a growing and aging population, and aging infrastructure.

The plan addresses these challenges by focusing the development of new parks, open spaces and recreational facilities in the Urban Core, Town Centres, and Urban Villages. Directions are provided to enhance existing parks, identify key locations for new parks, and enable tools to acquire sufficient parks and open space to meet the needs of a growing population. The plan also looks to new approaches to maintain and enhance the existing network of recreational facilities and programs. Greenways are envisioned to play a more prominent role in the city, expanding on their functions as human-powered transportation corridors and to provide an enhanced recreational experience. The plan also encourages parks to be planned and designed to meet the needs of many different users and uses.

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MAP 9

Parks, Open Space and Recreational Facilities



Park: Land managed by the City of Victoria as a park.

Open Space: Land that is generally publicly-accessible, other than City parks. Includes private lands, public lands and other City-held property, such as greens and street rights of way.

UPDATED MAP
(Proposed Park added in Hillside-Quadra)

This map is provided for information purposes only. Please refer to Map 2 and Figure 8 for designation information.

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Economy

14



GOALS

- 14 (A) Victoria generates economic growth through innovation, entrepreneurship and business formation, and attracts and retains sustainable enterprise well-suited to the region.
- 14 (B) Victoria contributes to global knowledge, produces and attracts talented researchers, incubates innovation, and brings new goods and services to market.
- 14 (C) Victorians have the knowledge and abilities to support a vibrant regional economy and the capacity to creatively adapt to economic change.
- 14 (D) Victoria is the headquarters of the Provincial Government, a premier tourism destination and a gateway to Vancouver Island.
- 14 (E) A broad range of employment opportunities exist across the city and region providing workers with income to financially support themselves and their families.

OVERVIEW

An economy is a system of producers, distributors and consumers of goods and services within a geographic area and involves supply and demand within the broader context of issues such as sector growth, wealth distribution and unemployment. Local economic development seeks to create and retain jobs, and to increase the standard of living and quality of life within a community. It is shaped by land use management through policies that respond to market demands, which often vary by sector and the scale of enterprises.

Victoria's economy is largely based on government, tourism and commercial activities serving the local population. The Inner Harbour functions as an economic gateway with marine and air transportation that support the city's role as the provincial capital and tourist destination while the Outer and Upper Harbour continues to host waterfront industries. However, modest growth of the public sector over the period of this plan may threaten Victoria as the centre for government headquarters in the Capital Region, and a strong Canadian dollar and high fuel costs may lead to less travel in a post-peak oil world. Victoria is also faced with ongoing competition from suburban municipalities with major retail centres and a greater supply of relatively inexpensive commercial and light industrial lands. While Victoria is committed to working with regional partners on growth of the regional economy, there is a need to expand the city's competitive advantage through diversification of the local economy and to strengthen the traditional mainstays of government and tourism.

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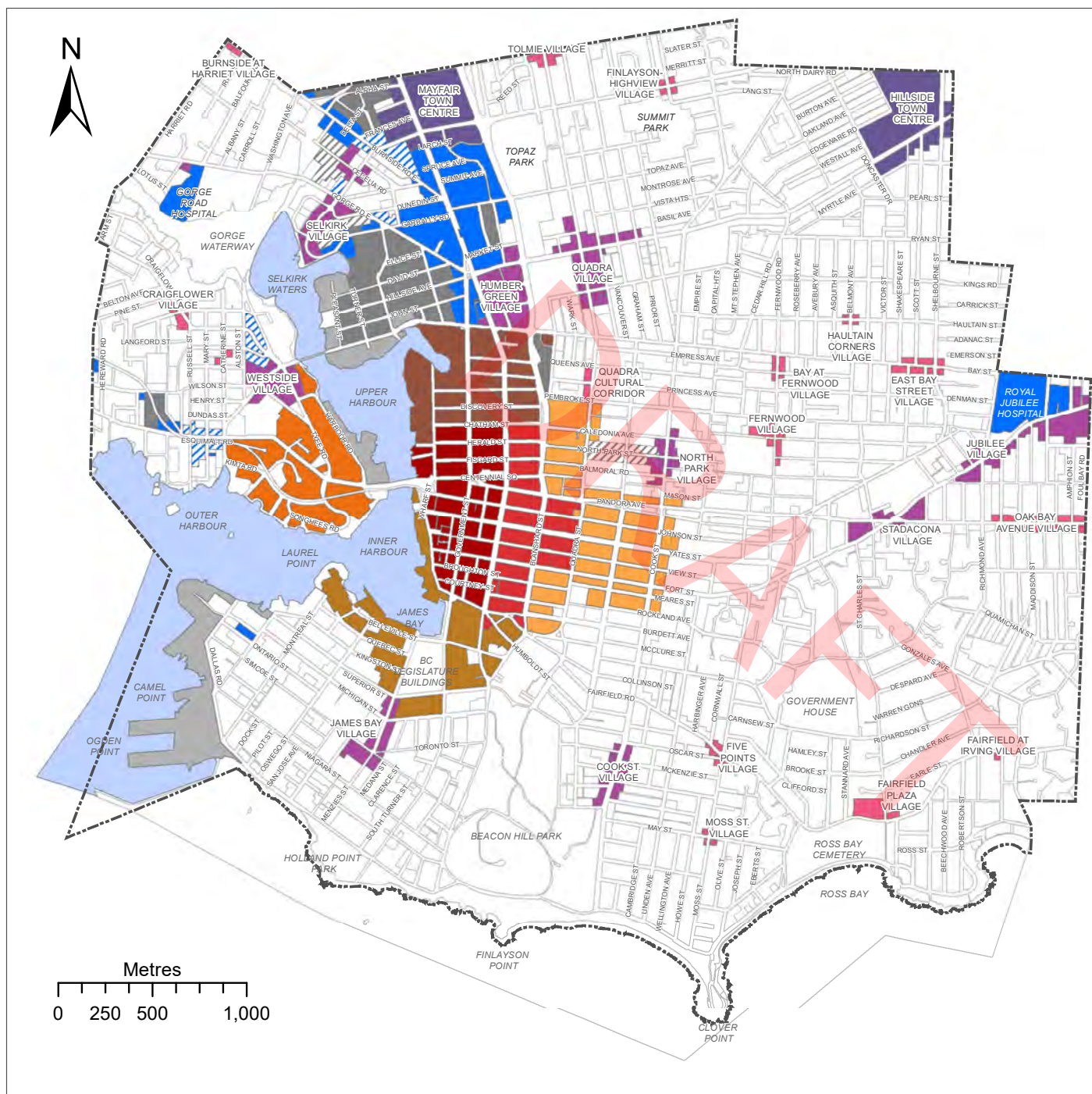
MAP 14

Employment Lands

- Core Historic
- Core Business
- Core Employment
- Core Inner Harbour/Legislative
- Core Songhees
- Core Residential
- General Employment
- Industrial Employment
- Marine Industrial
- Town Centre
- Large Urban Village
- Small Urban Village
- Marine - Harbour
- Employment-Residential
- Industrial Employment-Residential

UPDATED MAP
(New and
Expanded
Villages Added)

Urban Place Designations are provided for information purposes only. Please refer to Map 2 and Figure 8 for designation information.



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Neighbourhood Directions

21



OVERVIEW

A key element of this plan is the provision of citywide directions that can be implemented at the local level. This section summarizes key elements related to specific neighbourhoods, outlining how the neighbourhood fits within the citywide vision and how it is anticipated to change in future.

While the directions in this section are for the harbour and defined city neighbourhoods shown in Map 18, it is the local area plans at the corridor, Town Centre, Urban Village, neighbourhood, district and area level that will build on and implement the vision and directions identified. Section 20 – Local Area Planning includes policy direction for how local area plans will be developed and what they will address. This section summarizes, for convenience, the general strategic directions on a neighbourhood basis for future local area plans.

Each neighbourhood map illustrates the strategic directions that have a direct spatial reference, as well as indicating the location of key amenities such as parks and schools. The Urban Place Designations are provided for reference; refer to, Map 2 for accurate property designation information.

PAGES WITH NO REVISIONS HAVE BEEN SKIPPED



MAP 22

Fernwood Strategic Directions

Urban Place Designations*

- Core Residential
- Large Urban Village
- Small Urban Village
- Urban Residential
- Housing Opportunity
- Traditional Residential
- Mixed Residential
- Public Facilities, Institutions, Parks and Open Space

Public Facilities

- Existing Public School
- Community Centre

UPDATED MAP

*Urban Place Designations are provided for information purposes only. Please refer to Map 2 and Figure 8 for designation information.

FERNWOOD

21.1 Vision in the citywide context includes:

- 21.1.1 ~~Predominantly a ground-oriented neighbourhood with denser, mixed-use urban residential near Fort Street.~~ Residential character with mature streetscapes, ample heritage assets, and local-serving parks and amenities through much of the neighbourhood.
- 21.1.2 ~~Primarily~~ Local-serving commercial in several nodes throughout the neighbourhood, including along sustainable mobility corridors.
- 21.1.3 Central location that houses many citywide facilities including Victoria High School, and the No. 1 Firehall.
- 21.1.4 Community services and amenities in and near Fernwood Village and North Park Village. ~~Key local services at Fernwood Village and along Cook Street between Pandora Avenue and Caledonia Avenue.~~
- 21.1.5 Transition between the Urban Core and primarily ground-oriented Traditional Residential areas to the east.
- 21.1.6 Home to ~~a portion of the~~ several shared villages, including North Park Village, Haultain Corners, and Stadacona Village, ~~shared by several neighbourhoods.~~
- 21.1.7 ~~Potential growth area in Large Urban Village centred on North Park Street and Cook Street.~~ Diverse multi-unit housing options in and near the urban villages, including between North Park and Fernwood Villages.
- 21.1.8 Diverse multi-unit housing options on and off the Bay Street, Cook Street, and Fernwood Road corridors.

21.2 Strategic directions include:

- 21.2.1 Accommodate new population and housing growth within walking distance of North Park Village, Fernwood Village, and villages and mobility options along Bay Street, and improve pedestrian and cycling connections to the Downtown Core Area.
- 21.2.2 ~~Consider a new Development Permit Area for the North Park Village.~~
- 21.2.3 ~~Develop a transit corridor plan for the priority frequent transit service corridor along~~ Continue to explore options for the Fort Street and Yates Street corridors to evolve into high-quality frequent transit routes, including through diverse housing options, villages, and amenities within walking distance of the corridor. ~~including examining transit-supporting land uses and densities within walking distance of the corridor.~~
- 21.2.4 ~~Consider expanding Fernwood Village to provide capacity for a broader range of business and community services for residents within walking distance.~~ Enhance Fernwood Village with additional local-serving business, housing options, and refreshed public spaces.
- 21.2.5 Continue to explore opportunities to use neighbourhood school sites as community facilities for services serving the broader city population.
- 21.2.6 ~~Enhance Bay Street as a multi-modal corridor and emergency route.~~ Support the Bay Street corridor to evolve into a high-quality frequent transit route, including through diverse housing options, villages, and amenities within walking distance of the corridor.
- 21.2.7 Retain neighbourhood heritage character, buildings and streetscapes of significance while considering diverse and compatible multi-unit forms for a variety of housing choices.
- 21.2.8 Enhance east-west bike connection through the neighbourhood.
- 21.2.9 Develop a local area plan to enhance Stadacona Village.
- 21.2.10 Enhance Haultain Corners Village.

PAGES WITH NO REVISIONS HAVE BEEN SKIPPED



Enhance Tolmie Village with a broader range of businesses, services and public realm improvements

DISTRICT OF SAANICH

MAP 25

Hillside-Quadra Strategic Directions

Urban Place Designations*

- Large Urban Village
- Small Urban Village
- Urban Residential
- Housing Opportunity
- Traditional Residential
- Mixed Residential
- Public Facilities, Institutions, Parks and Open Space

Public Facilities

- Existing Public School
- Community Centre
- Proposed Park (approximate location)

UPDATED MAP

Enhance Finlayson and Quadra Corridors with diverse housing choices, small villages, and new places to gather

BURNSIDE

Explore opportunities to enhance community facilities at SJ Willis site

Support the evolution of Quadra West as a diverse, mixed-income, and sustainable community with amenities for the neighbourhood

Create an integrated network of public and green spaces near Quadra Village and connected to parks to the north

Protect Garry Oak woodlands and improve public access to Summit Park

OAKLANDS

Enhance Hillside Ave as a frequent transit corridor with diverse housing choices and public realm improvements

Enhance Quadra Village with new public spaces, opportunities for arts and culture, and business and housing diversity

NORTH PARK

FERNWOOD

*Urban Place Designations are provided for information purposes only. Please refer to Map 2 and Figure 8 for designation information.

HILLSIDE-QUADRA

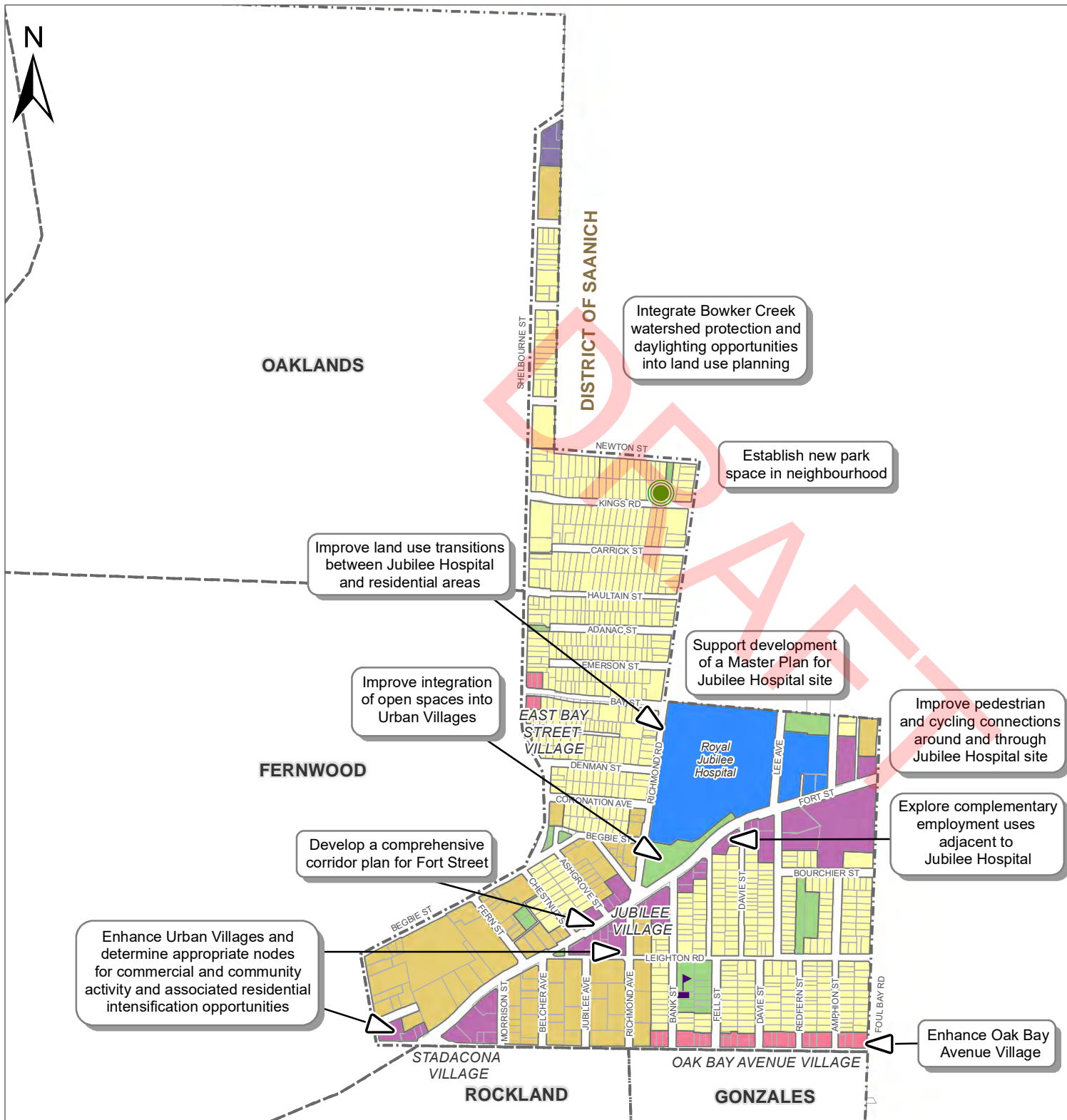
213 Vision in the citywide context includes:

- 21.3.1 ~~A significant growth area within walking distance of~~ Diverse multi-unit housing options near Quadra Village, Tolmie Village, and within walking distance of the Douglas, Finlayson, and Hillside ~~transit~~ mobility corridors and other community parks and amenities.
- 21.3.2 Local-serving commercial nodes throughout the neighbourhood including along sustainable mobility corridors.
- 21.3.3 Home to a citywide recreational facility at Topaz Park.
- 21.3.4 Location of a regionally significant sensitive ecosystem at Summit Park.
- 21.3.5 Key transportation corridors along Blanshard Street, Bay Street, Hillside Avenue, and Quadra Street, ~~and potential future frequent transit along Finlayson Street.~~

214 Strategic directions include:

- 21.4.1 Further develop Quadra Village as a complete Large Urban Village with housing options, diverse local-serving commercial and services for daily needs, cultural assets, and new public spaces. ~~increased residential and commercial density, community and commercial services, and additional public realm enhancements.~~
- 21.4.2 ~~Maintain~~ Complement the ground-oriented Traditional Residential character in the majority of the neighbourhood with diverse and compatible multi-unit forms for a variety of housing choices.
- 21.4.3 ~~Explore opportunities to enhance community facility opportunities at the S.J. Willis site and the community facility and residential development opportunities at the former Blanshard School site.~~ Consider opportunities to re-envision major sites in Quadra West, including the Evergreen Terrace site and the former Blanshard School site, with mixed-income housing, public open spaces, updated community serving amenities, and improved connections to other neighbourhood assets in the north and east.
- 21.4.4 Enhance Tolmie Village with additional local-serving business, housing options, and new public spaces. ~~the Small Urban Village at Quadra Street and Tolmie Avenue.~~
- 21.4.5 Protect, enhance and renew the significant stand of Garry Oak woodlands in Summit Park area and enhance public access.
- 21.4.6 Enhance Hillside Avenue, Bay Street, Cook Street and Blanshard Street, ~~and Finlayson Street~~ as multi-modal corridors.

PAGES WITH NO REVISIONS HAVE BEEN SKIPPED



MAP 27

Jubilee

Strategic Directions

Urban Place Designations*

- General Employment
- Town Centre
- Large Urban Village
- Small Urban Village
- Urban Residential
- Traditional Residential
- Public Facilities, Institutions, Parks and Open Space

Public Facilities

- Existing Public School
- Proposed Park (approximate location)

UPDATED MAP

*Urban Place Designations are provided for information purposes only. Please refer to Map 2 and Figure 8 for designation information.

JUBILEE

215 Vision in the citywide context includes:

- 21.5.1 Regionally significant employment centre at Royal Jubilee Hospital.
- 21.5.2 Major transportation corridor and priority frequent transit route along Fort Street connecting Esquimalt Dockyards, Downtown, Royal Jubilee Hospital with Camosun College and the University of Victoria.
- 21.5.3 Multi-family residential and commercial development within walking distance of Fort Street.
- 21.5.4 Urban Villages at Stadacona (Fort and Oak Bay), Jubilee (Richmond and Fort), Fort and Foul Bay, and Oak Bay Avenue, **as well as a shared Small Urban Village at Bay and Shelbourne.**
- 21.5.5 Important transportation corridor on Shelbourne Street including frequent transit service connecting to Hillside Town Centre.

Map 2 and Figure 8 for designation information.

216 Strategic directions include:

- 21.6.1 Enhance Fort Street corridor through a comprehensive corridor plan that examines land use, urban design, and transportation conditions.
- 21.6.2 Develop plans to enhance Urban Villages at Stadacona, Oak Bay Avenue, Jubilee, and Fort/Foul Bay, giving consideration to appropriate nodes for commercial and community activity and associated residential intensification opportunities.
- 21.6.3 Explore complementary commercial and other employment land uses that can be located adjacent to and within the Royal Jubilee Hospital site.
- 21.6.4 Integrate Bowker Creek watershed protection into land use planning and explore daylighting opportunities.
- 21.6.5 Improve land use transitions and minimize impacts of Royal Jubilee Hospital redevelopment and expansion on adjacent ground-oriented general residential areas.
- 21.6.6 Improve pedestrian and cycling connections around and through the Royal Jubilee Hospital site.
- 21.6.7 Improve streetscape and pedestrian conditions throughout the neighbourhood.
- 21.6.8 Support development of a master plan for Royal Jubilee Hospital, including investigating the feasibility of district energy systems, infrastructure, urban design and transportation improvements, and redevelopment potential.
- 21.6.9 Improve the integration of open spaces into Urban Villages, including Royal Jubilee Hospital green space at Richmond Avenue and Fort Street.
- 21.6.10 Establish new park space within the Jubilee neighbourhood.



HILLSIDE QUADRA

MAP 28

North Park Strategic Directions

Urban Place Designations*

- Core Residential
- Light Industrial Employment with Limited Residential
- Large Urban Village
- Small Urban Village
- Urban Residential
- Housing Opportunity
- Traditional Residential
- Mixed Residential
- Public Facilities, Institutions, Parks and Open Space

Public Facilities

- Proposed Park (approximate location)

UPDATED MAP

*Urban Place Designations are provided for information purposes only. Please refer to Map 2 and Figure 8 for designation information.

Envision the Quadra Cultural Corridor as a place for people, arts, and culture, with diverse housing, villages, and improved mobility options

BURNSIDE

Enhance pedestrian connections with Downtown and Douglas Street Rapid Transit Corridor

DOWNTOWN

Support maker spaces, areas for artisans, and light industrial uses along North Park Street

Transition the area between Downtown and North Park Village with diverse housing options on "green and leafy" streets

Establish high density mixed-use area along Pandora Avenue

Renew citywide recreational facilities and open spaces and explore opportunities for diverse public use

Enhance North Park Village with new public spaces and business and housing diversity

FERNWOOD

HARRIS GREEN



NORTH PARK

21.7 Vision in the citywide context includes:

- 21.7.1 Location of citywide recreation facilities at Crystal Pool, Royal Athletic Park, and the Save On Foods Memorial Centre.
- 21.7.2 ~~Areas west of Quadra Street and fronting Pandora Avenue~~ ~~Western portion of the neighbourhood identified~~ as a mixed use residential area within the Downtown Core Area.
- 21.7.3 Southern portion of the neighbourhood along Pandora Avenue identified for higher density mixed use development in the Downtown Core Area.
- 21.7.4 Key transition area linking higher density Downtown and Harris Green ~~with other residential areas of the city; the area between Quadra Street and North Park Village is a key transition zone envisioned to accommodate diverse housing options with a residential character and mature streetscapes. lower density general residential areas north of Princess Street and east of Cook Street.~~
- 21.7.5 Significant commercial area at North Park Village.
- 21.7.6 Significant cluster of heritage building along and near Quadra Street.
- 21.7.7 Light industrial (artisan and maker space) area along North Park Street between Quadra and Cook Streets.

21.8 Strategic directions include:

- 21.8.1 Renew citywide recreational facilities at Crystal Pool and Royal Athletic Park ~~and explore opportunities for diverse public uses.~~
- 21.8.2 ~~Accommodate new population and housing growth~~ Support diverse multi-unit housing options within walking distance of the North Park Village and within portions of the neighbourhood ~~designated Core Residential close to downtown amenities and frequent transit options.~~
- 21.8.3 Support the evolution of North Park Village as a complete Large Urban Village with housing options, diverse local-serving commercial and services for daily needs, and new public spaces.
- 21.8.4 Retain existing light industrial uses along North Park Street and support new similar uses to locate in the area, including ground floor artisan and maker spaces with residential uses above.
- 21.8.5 Establish a high density mixed use area along Pandora Avenue that responds to the surrounding skyline of visually prominent heritage landmarks.
- 21.8.6 Enhance pedestrian connections with Downtown and the Douglas Street rapid transit corridor.
- ~~21.8.7 Consider a new Development Permit Area for the North Park Village.~~
- 21.8.8 ~~Continue to~~ examine opportunities for the introduction of a central community space that serves the neighbourhood.
- ~~21.8.9 Reconsider the Urban Place Designation for the 1500 block of Cook Street in future local area planning for North Park Village.~~



MAP 29

Oaklands Strategic Directions

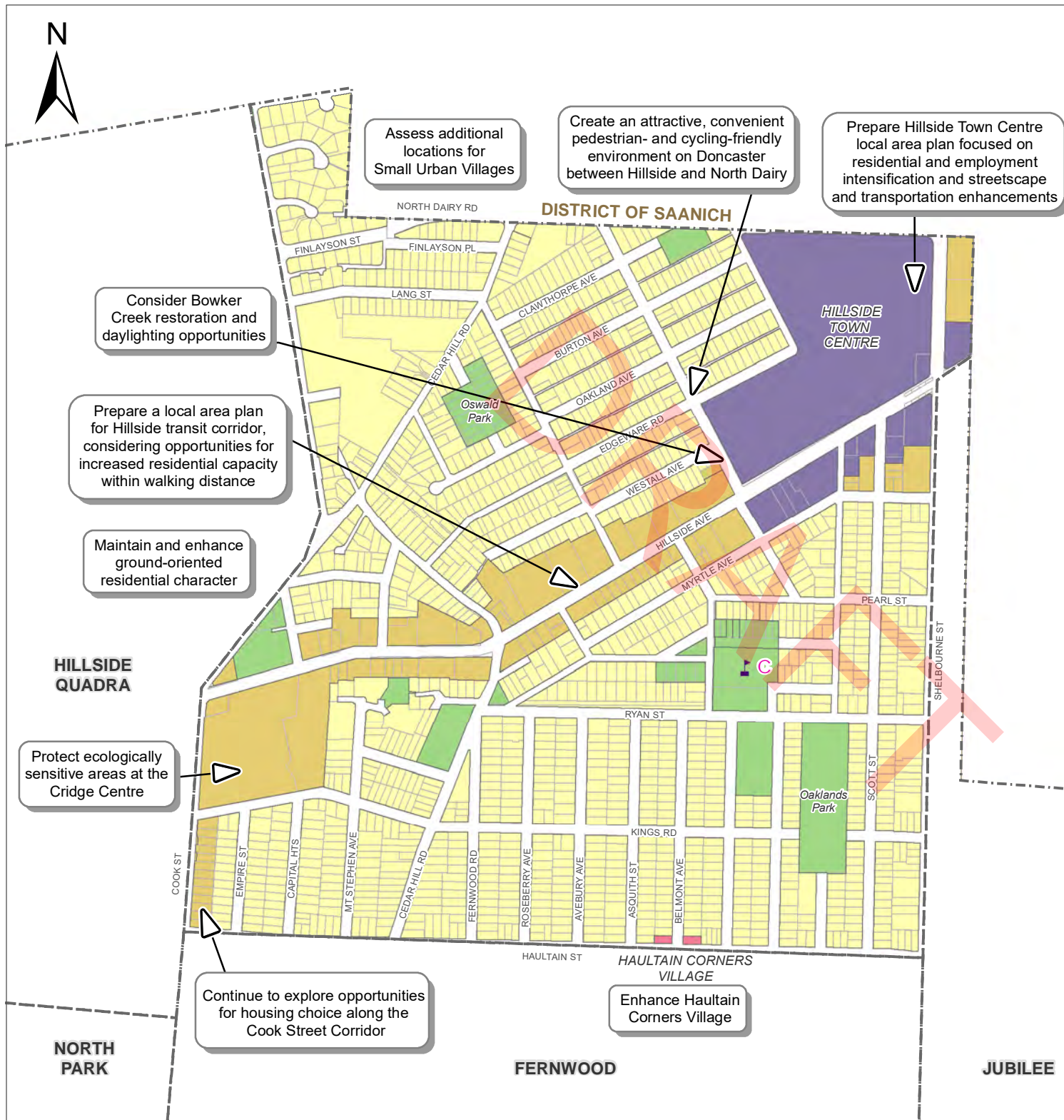
Urban Place Designations*

- Core Residential
- Town Centre
- Small Urban Village
- Urban Residential
- Traditional Residential
- Public Facilities, Institutions, Parks and Open Space

Public Facilities

- Existing Public School
- Community Centre

UPDATED MAP



*Urban Place Designations are provided for information purposes only. Please refer to Map 2 Figure 8 for designation information.

OAKLANDS

- 219 Vision in the citywide context includes:
- 21.9.1 Location of a Town Centre anchored at Hillside Mall.
 - 21.9.2 Major transportation corridors located on Shelbourne Street and Hillside Avenue.
 - 21.9.3 Major apartment and mixed-use corridor along Hillside Avenue.
 - 21.9.4 Location of small urban village at Haultain Corners.
 - 21.9.5 Large areas of ground-oriented general residential housing suitable for families with children.

- 21.10 Strategic directions include:
- 21.10.1 Prepare a local area plan focused on the development of the Hillside Town Centre considering residential and employment intensification as well as transportation and streetscape enhancements.
 - 21.10.2 In consultation with the District of Saanich, prepare a local area plan focused on the Hillside transit corridor considering opportunities to increase residential densities within walking distance of the corridor.
 - 21.10.3 Maintain and enhance the ground-oriented general residential character in the majority of the neighbourhood.
 - 21.10.4 Progressively enhance the Small Urban Village at Haultain Corners and assess potential locations for additional Small Urban Villages, including at Cedar Hill Road at Finlayson Street.
 - 21.10.5 Integrate Bowker Creek watershed restoration into land use planning and consider daylighting opportunities.
 - 21.10.6 Create an attractive, convenient pedestrian and cycling friendly environment on Doncaster Drive between Hillside Avenue and North Dairy Road.
 - 21.10.7 Protect ecologically sensitive areas at the Cridge Centre property.
 - 21.10.8 In future local area planning, consider diverse housing options along and near the Cook Street Corridor to support sustainable mobility and housing objectives.

PAGES WITH NO REVISIONS HAVE BEEN SKIPPED

A

Development Permit Areas and Heritage Conservation Areas



OVERVIEW

The areas covered by Development Permit Area (“DPA”) and Heritage Conservation Area (“HCA”) designations include sensitive areas of the city. Appendix A includes guidelines that provide oversight for change in DPAs & HCAs and identifies purposes of designation, special conditions, objectives and guidelines that are specific to designated areas.

1. General Application

This Appendix includes multiple DPA and HCA designations and areas, some of which overlap.

- (a) Development Permits and Heritage Alteration Permits are required in accordance with the Local Government Act, subject only to the General Exemptions identified in the following section and the specific exemptions identified in each DPA and HCA.
- (b) Where land is located in more than one Development Permit Area or Heritage Conservation Area, the following applies:
 - (i) the provisions of each of those designated areas shall apply, and
 - (ii) an exemption relating to one designated area only relieves the requirement for a permit under that designation, not under other designations applicable to the land;

(c) Either or both a Development Permit and Heritage Alteration Permit may be required for the same property.

(d) One or more Development Permits and Heritage Alteration Permits may be combined into one document or permit.

2. General Exemptions for Development Permit Areas and Heritage Conservation Areas (collectively, the “General Exemptions”)

- (a) Development Permit Areas: In accordance with Section 488(4) of the Local Government Act, a Development Permit is not required in any designated Development Permit Areas under any of the following conditions:
 - (i) The demolition stage of an existing building or other structure, or part thereof, provided that:
 - (1) a Development Permit has been obtained for the construction of a new building or other structure, or part thereof which may include conditions (including the provision of security) that the property be fully and suitably landscaped;
 - (2) where a Development Permit is exempted or not required for the construction of a new building or other structure, or part thereof, a Building Permit has been obtained for the construction of a new building or other structure, or part thereof, which may include conditions (including the provision of security) that the property be fully and suitably landscaped; or,

- (3) an agreement is secured that the property be fully and suitably landscaped and properly maintained, such that it provides continuity with surrounding development, and that the pedestrian experience and street presence of the property be maintained or enhanced, which agreement may require provision of security.
- (ii) Building envelope remediation, so long as there are no changes to appearance or design when the remediation is completed, and the only change to materials is in-kind replacements;
- (iii) In kind replacements of missing, worn or damaged exterior materials, so long as there are no changes to appearance or design when the replacements are completed; ,
- (iv) The construction or installation of a rain garden, bioswale, permeable paving, green roof, or cistern that is no more than 9000 litres in capacity, that has been approved by the City's Director of Engineering and Public Works under the rainwater management credit program, as established under the Sanitary and Storm Water Utilities Bylaw, provided that:
- (1) the rain garden, bioswale, permeable paving, green roof or cistern is constructed in accordance with:
 - the plans and specifications approved by the Director of Engineering and Public Works;
 - all other terms and conditions of the approval given by the Director of Engineering and Public Works under the Sanitary and Storm Water Utilities Bylaw;
 - all other applicable regulations under the Building Bylaw, the Plumbing Bylaw, the Sanitary and Storm Water Utilities Bylaw, and the Zoning Regulation Bylaw; and
 - (2) this exemption shall not apply where the rain garden, bioswale, permeable paving, green roof or cistern is to be constructed or installed concurrently with or as an integral part of the construction of a new building; and
- (v) The subdivision of land, provided that:
- (1) it does not create or otherwise involve a panhandle lot; and
 - (2) it is not located in DPA 12(HC), Legislative Precinct or DPA 13, Core Songhees, subject to the exceptions provided in those DPAs;
- (vi) Altering land for small-scale commercial urban food production, provided the alteration is not done in association with another alteration of building or land which requires a Development Permit. For the purposes of this paragraph, small-scale commercial urban food production has the same meaning as the Zoning Regulation bylaw.
- (b) HCAs: In accordance with section 614(3)(a) of the Local Government Act, a heritage alteration permit is not required in any designated heritage conservation areas under any of the following conditions:
- (i) Building envelope remediation, so long as there are no changes to appearance or design when the remediation is completed, and the only change to materials is in-kind replacements;
 - (ii) In kind replacements of missing, worn or damaged exterior materials, so long as there are no changes to appearance or design when the replacements are completed;
 - (iii) The construction or installation of a rain garden, bioswale, permeable paving or cistern that is no more than 9000 litres in capacity, that has been approved by the City's Director of Engineering and Public Works under the rainwater management credit program, as established under the Sanitary and Storm Water Utilities Bylaw, provided that:
 - (1) the rain garden, bioswale, permeable paving or cistern is constructed in accordance with:
 - the plans and specifications approved by the Director of Engineering and Public Works;
 - all other terms and conditions of the approval given by the Director of Engineering and Public Works under the Sanitary and Storm Water Utilities Bylaw;
 - all other applicable regulations under the Building Bylaw, the Plumbing Bylaw, the Sanitary and Storm Water Utilities Bylaw, and the Zoning Regulation Bylaw; and
 - (2) this exemption shall not apply where the rain garden, bioswale, permeable paving or cistern is to be constructed or installed concurrently with or as an integral part of the construction of a new building; and
 - (iv) the subdivision of land, provided it does not create or otherwise involve a panhandle lot.

3. General Guidelines

These General Guidelines are in addition to guidelines identified in each DPA and HCA and are to be considered and applied for both Heritage Alteration Permits and Development Permits in all designated areas:

- (a) Regulations within City bylaws may be varied or supplemented to achieve development in a manner that best suits the guidelines of a particular designation, or that is not otherwise inconsistent with such guidelines.
- (b) Where development includes features related to amenities or publicly accessible areas, conditions may be included in a Development Permit to provide such in advance of other portions of development, provided such can be achieved safely.
- (c) Development should proceed expeditiously with minimal disruption to, and maximum integration with, adjacent land uses, buildings and other structures and therefore:
 - (i) The sequence and timing of construction may be further specified in conditions appropriate to the purpose of the designation area(s), the type of development, and the local area; and
 - (ii) Conditions may be included in a permit that the property be fully and suitably landscaped and properly maintained, and that the pedestrian experience and street presence of the property be maintained or enhanced including through the retention of existing frontages or creation of interim frontages, which conditions may be different before, during, and after construction.
- (d) Incomplete buildings and excavations are to be avoided and therefore conditions (including the provision of security) may be included in a Development Permit for interim landscaping, screening and other appropriate measures, including but not limited to safety, continuity with surrounding development, and maintenance or enhancement of the pedestrian experience.
- (e) All development should consider and be generally consistent with the Urban Place Guidelines (Figure 8) and the Walkable Urban Thoroughfare Guidelines (Figure 11) in this plan, in treatment of form and character and the public realm, respectively.

MAP 32

COMPOSITE MAP OF DEVELOPMENT PERMIT AREAS AND HERITAGE CONSERVATION AREAS

- DPA 1 (HC): Core Historic
- DPA 2 (HC): Core Business
- DPA 3 (HC): Core Mixed-Use Residential
- DPA 4: Town Centres
- DPA 5: Large Urban Villages
- DPA 6A: Small Urban Villages
- DPA 6B (HC): Small Urban Villages Heritage
- DPA 7A: Corridors
- DPA 7B (HC): Corridors Heritage
- DPA 8: Victoria Arm Gorge Waterway
- DPA 9 (HC): Inner Harbour
- DPA 10A: Rock Bay
- DPA 10B (HC): Rock Bay Heritage
- DPA 11: James Bay and Outer Harbour
- DPA 12 (HC): Legislative Precinct
- DPA 13: Core Songhees
- DPA 14: Cathedral Hill Precinct
- DPA 17 (HC): North Park Village Area
- HCA 1: Traditional Residential
- HCA 2: Robert Street Heritage Conservation Area
- DPA 15C: Intensive Residential Rockland

See Map 32A for the following Intensive Residential Development Permit Areas:

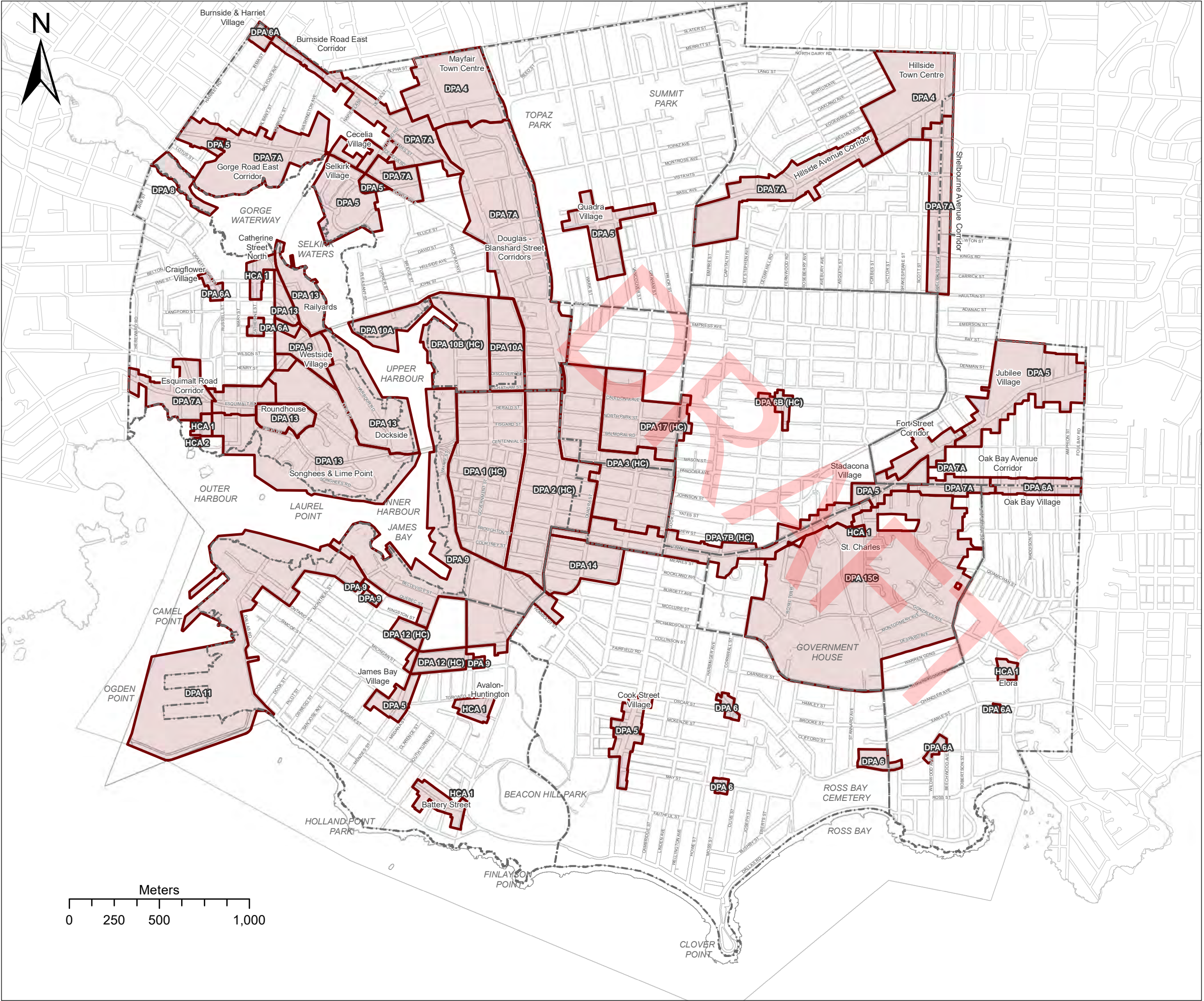
DPA 15F: Intensive Residential - Attached Residential Development

See Map 76 for DPA 16A: General Urban Design

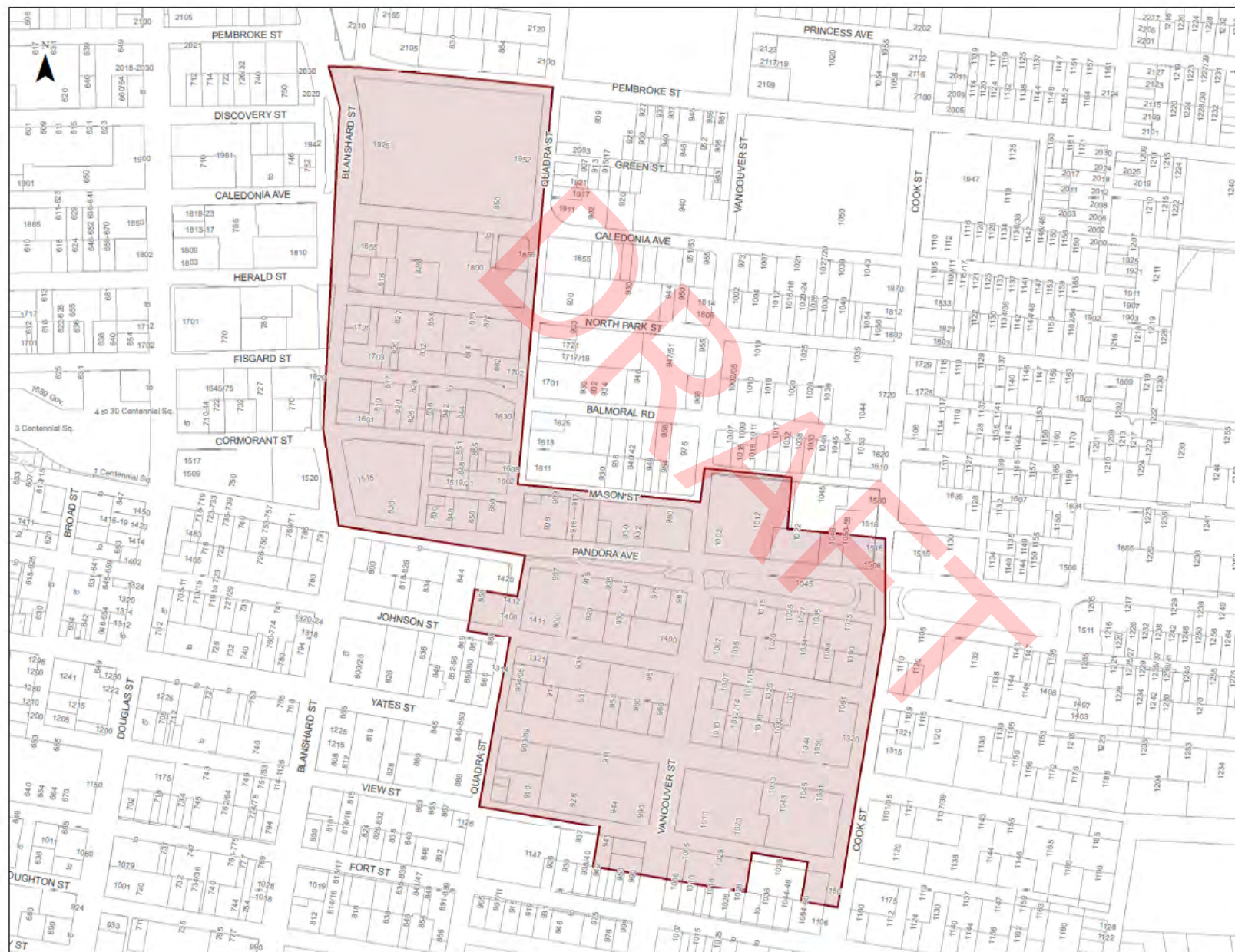
The following designations apply to all areas within the City of Victoria and are not shown on this map:

- DPA 15A: Intensive Residential Small Lot
- DPA 15B: Intensive Residential Panhandle Lot
- DPA 15D: Intensive Residential Duplex
- DPA 15E: Intensive Residential Garden Suites
- DPA 16: General Form and Character

This composite map is provided for reference only. Please see the map and provisions for each designated DPA and HCA for legal information.



PAGES WITH NO REVISIONS HAVE BEEN SKIPPED

UPDATED BOUNDARY**Map 35: DPA 3 (HC): Core Mixed-Use Residential**

DPA 3 (HC): CORE MIXED-USE RESIDENTIAL

1. Pursuant to Section 919.1(1) (d) and (f) and 970.1 (1) of the Local Government Act, the area that is shaded and circumscribed by solid lines on Map 35 is designated as Development Permit and Heritage Conservation Area DPA 3 (HC), Core Mixed-Use Residential, for the purposes of:
 - (a) Revitalization of an area in which a commercial use is permitted.
 - (b) Establishment of objectives for the form and character of commercial, industrial and multi-family residential development.
 - (c) Heritage conservation.
2. Application and Exemptions:
 - (a) Development Permits and Heritage Alteration Permits are required in accordance with the Local Government Act, subject only to the General Exemptions identified in the "Overview" section of this Appendix and the following exemptions.
 - (b) Specific Exemptions for DPA 3 (HC), Core Mixed-Use Residential:
 - (i) A Heritage Alteration Permit is not required except for land, buildings or other structures, or portions thereof, which are:
 - (1) listed on the City of Victoria Heritage Register;
 - (2) subject to a Heritage Designation Bylaw; or
 - (3) subject to a Covenant for heritage conservation.
 - (ii) A Development Permit is not required for:
 - (1) actions subject to and addressed in a Heritage Alteration Permit;
 - (2) residential single-family dwellings and their accessory buildings and structures; or,
 - (3) residential duplexes and their accessory buildings and structures.
3. The special features, characteristics and special conditions that justify this designation include:
 - (a) The Core Residential area is a major residential district on the edge of a regional commercial and employment district. It has lands available for residential growth through intensified multi-unit residential and mixed use development. There is also some capacity for commercial development close to the Core Business area, along Blanshard Street, Pandora Avenue and Yates Street.
 - (b) Medium-to-high density multi-unit and commercial development are identified in this plan for the Core Residential area with built form and place character appropriate to an urban, high-density, setting.
 - (c) The Core Residential area has heritage value for its role as a church precinct. The form and character of the area has evolved in response to clustering of churches along and near Quadra Street, with the spires of which have been prominent features in the surrounding skyline since the late 19th and early 20th century.
4. The objectives of this designation include:
 - (a) To transform the function, form and character of the Core Residential area through mid-to-high-rise residential mixed use and commercial buildings, with greatest heights along Yates Street and Blanshard Street, balanced with protection of views from public vantage points of heritage landmark buildings primarily clustered along Quadra Street, as identified on Map 8 in this plan.
 - (b) To conserve and enhance the heritage value, special character and the significant historic buildings, features and characteristics of this area.
 - (c) To enhance the area through a high quality of architecture, landscape and urban design that reflects the function of a major residential centre on the edge of a central business district in scale, massing and character, while responding to its context of a skyline with prominent heritage landmark buildings.

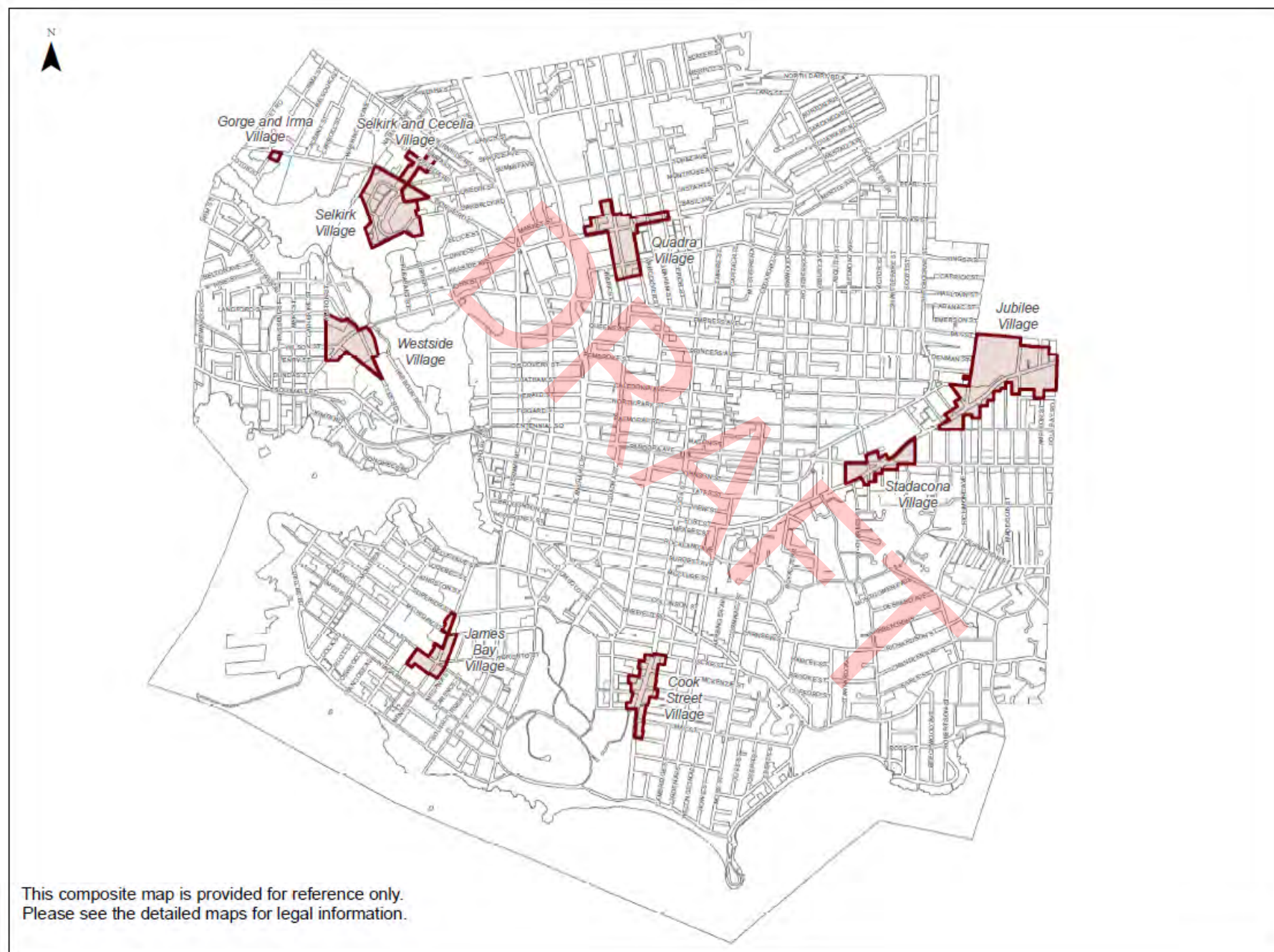
5. Guidelines:

These Guidelines are to be considered and applied for both Heritage Alteration Permits and Development Permits:

- (a) Downtown Core Area Plan (2011), revised 2021 – with special attention to the following sections:
 - (i) Appendix 1: Public Outward View Guidelines
 - (ii) Appendix 2: Public External View Guidelines
 - (iii) Appendix 3: Sidewalk Width Guidelines
 - (iv) Appendix 4: Building Design Guidelines
- (b) Guidelines for Fences, Gates and Shutters (2010)
- (c) Standards and Guidelines for the Conservation of Historic Places in Canada
- (d) Advisory Design Guidelines for Buildings, Signs and Awnings (1981)
- (e) City of Victoria Heritage Program Sign & Awning Guidelines (1981)

PAGES WITH NO REVISIONS HAVE BEEN SKIPPED

Map 39: DPA 5: Large Urban Villages



DPA 5: LARGE URBAN VILLAGES

1. Pursuant to Section 919.1 (1) (d) and (f) of the Local Government Act, the area that is shaded and circumscribed by solid lines in Maps 40, 40A, 41, 42, 43, 44, 45, 46 and 47 is designated as Development Permit Area DPA 5, Large Urban Villages, for the purposes of:
 - (a) Revitalization of an area in which a commercial use is permitted.
 - (b) Establishment of objectives for the form and character of commercial, industrial and multi-family residential development.
2. Application and Exemptions:
 - (a) Development Permits are required in accordance with the Local Government Act, subject only to the General Exemptions identified in the “Overview” section of this Appendix and the following exemptions.
 - (b) Specific Exemptions for DPA 5, Large Urban Villages:
 - (i) A Development Permit is not required for the following:
 - (1) residential single family dwellings and their accessory buildings and structures;
 - (2) residential duplexes and their accessory buildings and structures;
 - (3) the construction, placement or alteration of a building or structure having a total floor area, including any floor area to be added by alteration, no greater than 9.2m²; or
 - (4) changes to existing landscaping, other than landscaping identified in a development permit for the property.
3. The special conditions that justify this designation include:
 - (a) Large Urban Villages are nodes of commercial and community services that primarily support adjacent Traditional and Urban Residential areas, with some also serving nearby General Employment areas. The Large Urban Villages within this designation are at various stages of revitalization. Some have experienced redevelopment and improvements to property, while others have not yet become Large Urban Villages. All have remaining potential for revitalization and capacity for commercial, multi-family (multi-unit) residential and mixed-use development.
 - (b) Low to mid-rise building types that include commercial, multi-unit residential and mixed uses are identified in this plan for Large Urban Villages with built form and place character that defines streets and sidewalks with building facades and locates parking away from streets.
 - (c) Cook Street Village is a commercial node that serves nearby residents and attracts visitors from outside the neighbourhood given its close proximity to Beacon Hill Park and the Dallas Road waterfront. Cook Street is presently flanked by relatively low building forms with the potential for intensification of development. Mature trees with large canopies define and enclose the Cook Street corridor, contributing to a unique sense of place and character.
 - (d) Cecelia Village is a mixed commercial, light industrial and residential area proximate to the Galloping Goose regional trail and the Selkirk Waterfront. It includes unique opportunities for mingling future light industrial spaces with commercial and residential uses to define a unique place and a destination for the neighbourhood. Over time, this part of Jutland Road is envisioned to evolve into a high street supported by quality urban design and public spaces. Revitalization is needed to realize this vision.
 - (e) Gorge at Irma Village has been identified as a desired location for transformation from single detached homes into a mixed-use urban village serving the surrounding neighbourhood, adjacent to employment uses and at the convergence of existing and planned pedestrian routes.
 - (f) The James Bay Village is the centre of the James Bay neighbourhood and located at a five-point intersection of Menzies, Simcoe and Toronto Streets. It is a commercial node that includes mixed uses, community services and a park, containing a variety of building ages, types and forms. It lacks coherent design with respect to site planning and building placement. Some redevelopment has occurred on the east side of the Village along Menzies Street, however, the majority of the Village is characterized by low building forms and some surface parking lots oriented towards the streets with the potential for revitalization.
 - (g) Jubilee Village acts as the commercial centre of the Jubilee neighbourhood and is anchored by the Royal Jubilee Hospital campus and related commercial, retail and multi-unit residential development. The hospital is located adjacent to lower-density Traditional Residential

areas and is in the process of expanding hospital facilities and supporting commercial uses. As part of the Jubilee Village, East Fort Street is a commercial street that provides a significant entry into Victoria. Revitalization is needed to ensure sensitive transitions between the Royal Jubilee Hospital expansion including its associated commercial uses and flanking Traditional Residential areas. Portions of Fort Street that lie within this designation are also in need of beautification and human-scaled urban design.

- (h) Quadra Village is the commercial centre of the Hillside-Quadra neighbourhood. It is located at the intersection of Hillside Avenue and Quadra Street, both arterial streets designed to carry high volumes of traffic. Quadra Village contains a variety of building ages, types and forms including a large, central grocery store and a landmark cinema theatre that contributes to village character. Streetscape improvements have been introduced into the village to create a more human-scaled environment and quality pedestrian experience, however, further revitalization is needed.
- (i) The Selkirk waterfront was formerly a heavy industrial site in need of revitalization and has developed into a mixed-use village with a variety of housing types, commercial use, buildings that define a network of intimate streets, pedestrian pathways and open spaces, and public access along the waterfront. Revitalization of Selkirk has occurred and continues, but the vision for the area is not yet complete, with ongoing revitalization necessary to realize it as a complete neighbourhood village. Nearby industrial use along Garbally Road continues to operate and is included within this designation to improve compatibility with the adjacent mixed-use Selkirk waterfront area.
- (j) The Stadacona Village is a mixed use development that includes a food market, other commercial uses and multi-unit residential. It is located at the point at which different street patterns come together creating unusual lot configurations that offer opportunities for the provision of open space and distinctive urban design. The Stadacona Village is surrounded by green space at the intersection of Fort Street and Pandora Avenue and at Stadacona Park. It is within the Fernwood neighbourhood and borders other neighbourhoods with different characteristics affecting design. Revitalization is needed to permit intensification of development balanced with the open space character, to achieve a unique sense of place and coherent urban design.

- (k) The Westside Village is a commercial node serving the surrounding neighbourhood. It is located near the Galloping Goose Trail, Victoria West Park, adjacent to higher-density comprehensive developments and bisected by Bay Street, all which contribute to its vitality. It has not been fully realized as a complete village and is in need of revitalization, particularly along the north side of Bay Street which is currently under-utilized and envisioned for more intensive forms of residential development with ground level commercial use.

4. The objectives that justify this designation include:

- (a) To accommodate 40% of Victoria's anticipated population growth in the Town Centres and Large Urban Villages to encourage and support a mix of commercial and community services primarily serving the surrounding residential areas.
- (b) To revitalize areas of commercial use into complete Large Urban Villages through human-scale design of buildings, streets, squares and other public spaces to increase vibrancy and strengthen commercial viability.
- (c) To achieve a high quality of architecture, landscape and urban design in all Large Urban Villages to enhance their appearance and identify villages as important neighbourhood centres.
- (d) To achieve a unique character and sense of place in the design of each Large Urban Village, with consideration for potential new landmarks.
- (e) To establish gateways along prominent corridors to signal and celebrate arrival into the City and neighbourhoods within Humber Green Village, Jubilee Village and Stadacona Village.
- (f) To design all Large Urban Villages in a manner that encourages pedestrian and cycling use and enhances the experience of pedestrians and cyclists.
- (g) To develop Humber Green Village into a transit-oriented Large Urban Village.
- (h) To revitalize Jubilee Village through beautification of East Fort Street, urban design that integrates and improves the experience of pedestrians and cyclists throughout the village, and ensure sensitive transitions between the Royal Jubilee Hospital site, particularly its commercial uses with adjacent residential areas.
- (i) To complete revitalization of Selkirk Village with new residential and commercial mixed-use development that is compatible with nearby industrial uses along Garbally Road.

5. Guidelines:

These Guidelines are to be considered and applied for Development Permits:

(a) Guidelines for all Large Urban Villages:

- (i) Advisory Design Guidelines for Buildings, Signs and Awnings (1981).
- (ii) Guidelines for Fences, Gates and Shutters (2010).
- (iii) Where not specified by additional design guidelines, buildings are encouraged to have three to five storey facades that define the street wall with shop windows and building entrances that are oriented to face the street.

(b) In addition to the above guidelines, the following guidelines apply to specific Large Urban Villages:

(i) Cecelia Village:

- Design Guidelines for: Multi-Unit Residential, Commercial and Industrial (2012), revised 2019.
- Revitalization Guidelines for Corridors, Villages and Town Centres (2017).

(ii) Cook Street Village:

- Cook Street Village Guidelines (2019).
- Design Guidelines for: Multi-Unit Residential, Commercial and Industrial (2012).

(iii) Gorge at Irma Village:

- Design Guidelines for: Multi-Unit Residential, Commercial and Industrial (2012), revised 2019.
- Revitalization Guidelines for Corridors, Villages and Town Centres (2017).

(iv) Humber Green Village:

- Burnside Neighbourhood Plan (1992).
- Humber Green Guidelines (2010).

(v) Quadra Village:

- ➔ ~~Quadra Village Design Guidelines (1998)-~~
- General Urban Design Guidelines (2022)

(vi) Selkirk Village:

- Selkirk Waterfront Urban Design Manual (1993).

(vii) Stadacona Village:

- Oak Bay Avenue Land Use and Design Guidelines (2001).

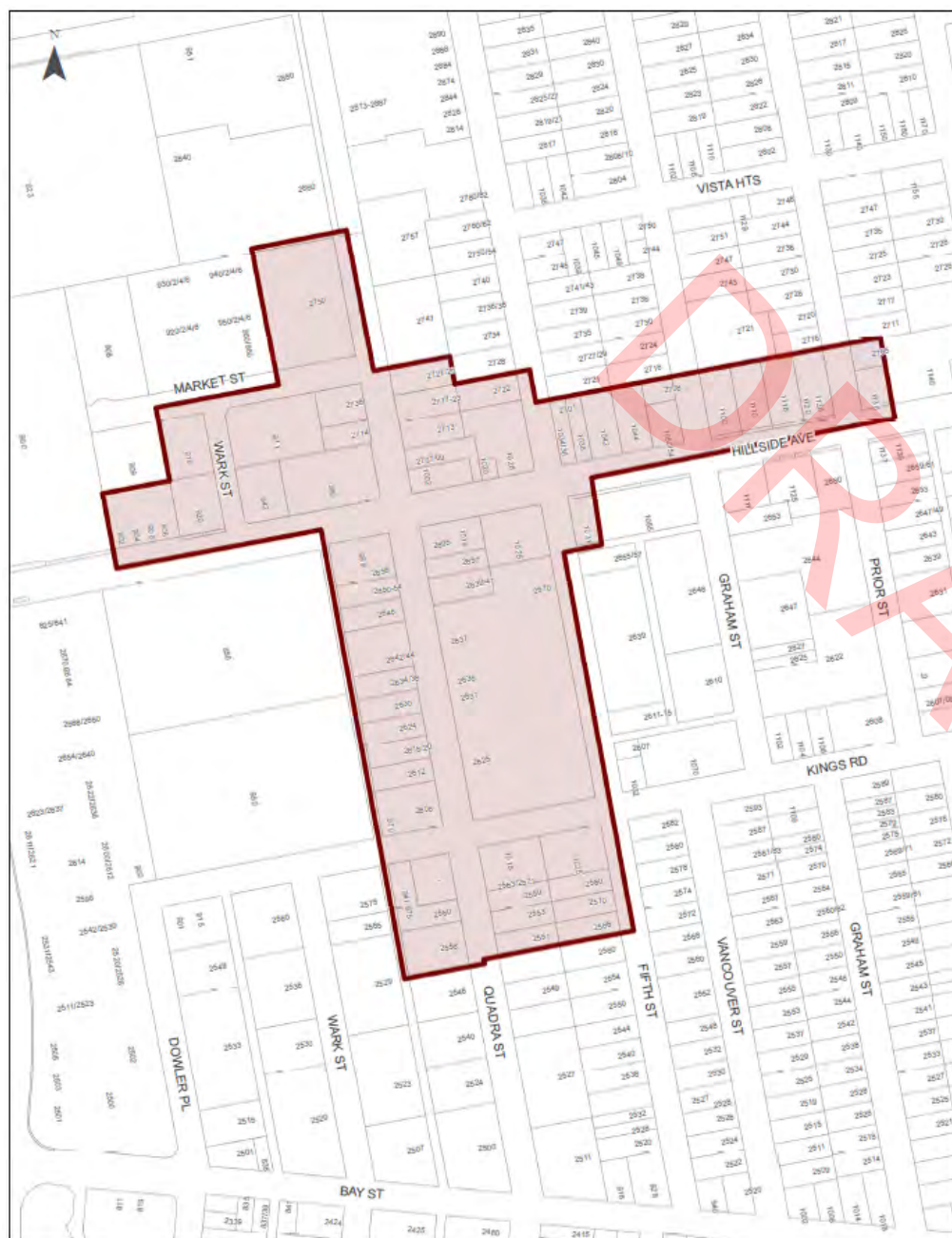
(viii) Westside Village:

- Policy Plan and Design Guidelines for the Songhees Area of Victoria West (2005).
- Design Guidelines for: Multi-Unit Residential, Commercial and Industrial (2012), revised 2019.
- Revitalization Guidelines for Corridors, Villages and Town Centres (2017).

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UPDATED BOUNDARY

Map 47: DPA 5: Large Urban Villages – Quadra Village



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DPA 6B (HC): SMALL URBAN VILLAGES HERITAGE

1. Pursuant to Section 919.1 (1) (d) and (f) and 970.1 (1) of the Local Government Act, the area that is shaded and circumscribed by solid lines on Map 49 is designated as Development Permit and Heritage Conservation Area DPA 6B (HC), Small Urban Villages Heritage, for the purposes of:
 - (a) Revitalization of an area in which a commercial use is permitted.
 - (b) Establishment of objectives for the form and character of commercial, industrial and multi-family residential development.
 - (c) Heritage conservation.
2. Application and Exemptions:
 - (a) Development Permits and Heritage Alteration Permits are required in accordance with the Local Government Act, subject only to the General Exemptions identified in the "Overview" section of this Appendix and the following exemptions.
 - (b) Specific Exemptions for DPA 6B (HC), Small Urban Villages Heritage:
 - (i) A Heritage Alteration Permit is not required except for land, buildings or other structures, or portions thereof, which are:
 - (1) listed on the City of Victoria Heritage Register;
 - (2) subject to a Heritage Designation Bylaw; or
 - (3) subject to a Covenant for heritage conservation.
 - (ii) A Development Permit is not required for the following:
 - (1) Actions subject to and addressed in a Heritage Alteration Permit;
 - (2) residential single family dwellings and their accessory buildings and structures; or
 - (3) residential duplexes and their accessory buildings and structures.
3. The special features, characteristics and special conditions that justify this designation include:
 - (a) Small Urban Villages are nodes of commercial and community services that support adjacent Traditional and Urban Residential areas. While some improvements in these areas are complete, there remains potential for revitalization through infill, building additions and heritage conservation. Small Urban Villages have some capacity for residential mixed use development with active commercial at the street level, freestanding commercial buildings and multi-family (multi-unit) residential.
 - (b) Low-rise commercial and multi-unit and residential mixed-use development are identified in this plan for Small Urban Villages with built form and place character appropriate to a node punctuating a surrounding residential area.
 - (c) Fernwood Village is a small commercial district with a majority of buildings that date to the Victorian and Edwardian era. Many buildings are listed on the City of Victoria Heritage Register, and some are protected heritage property.
4. The objectives of this designation include:
 - (a) To accommodate 10% of Victoria's anticipated residential growth and associated housing growth in Small Urban Villages, and residential areas, to encourage and support future and existing commercial and community services.
 - (b) To revitalize an area of commercial use through infill, building additions and heritage conservation including exterior alterations and interior improvements that could alter the exterior of a building.
 - (c) To conserve and enhance the heritage value, special character and the significant historic buildings, features and characteristics of this area.
 - (d) To enhance the area through infill and building additions with a high quality of architecture, landscape and urban design that responds to its heritage setting through sensitive and innovative interventions.
5. Guidelines:

These Guidelines are to be considered and applied for both Heritage Alteration Permits and Development Permits.

 - (a) Guidelines for all Small Urban Villages Heritage:
 - [Fernwood Village Design Guidelines \(2022\)](#).
 - Standards and Guidelines for the Conservation of Historic Places in Canada.
 - Advisory Design Guidelines for Buildings, Signs and Awnings (1981).
 - City of Victoria Heritage Program Sign & Awning Guidelines (1981).
 - Guidelines for Fences, Gates and Shutters (2010).
 - ~~➤ Buildings are encouraged to have shop windows and building entrances that are oriented to face the street.~~

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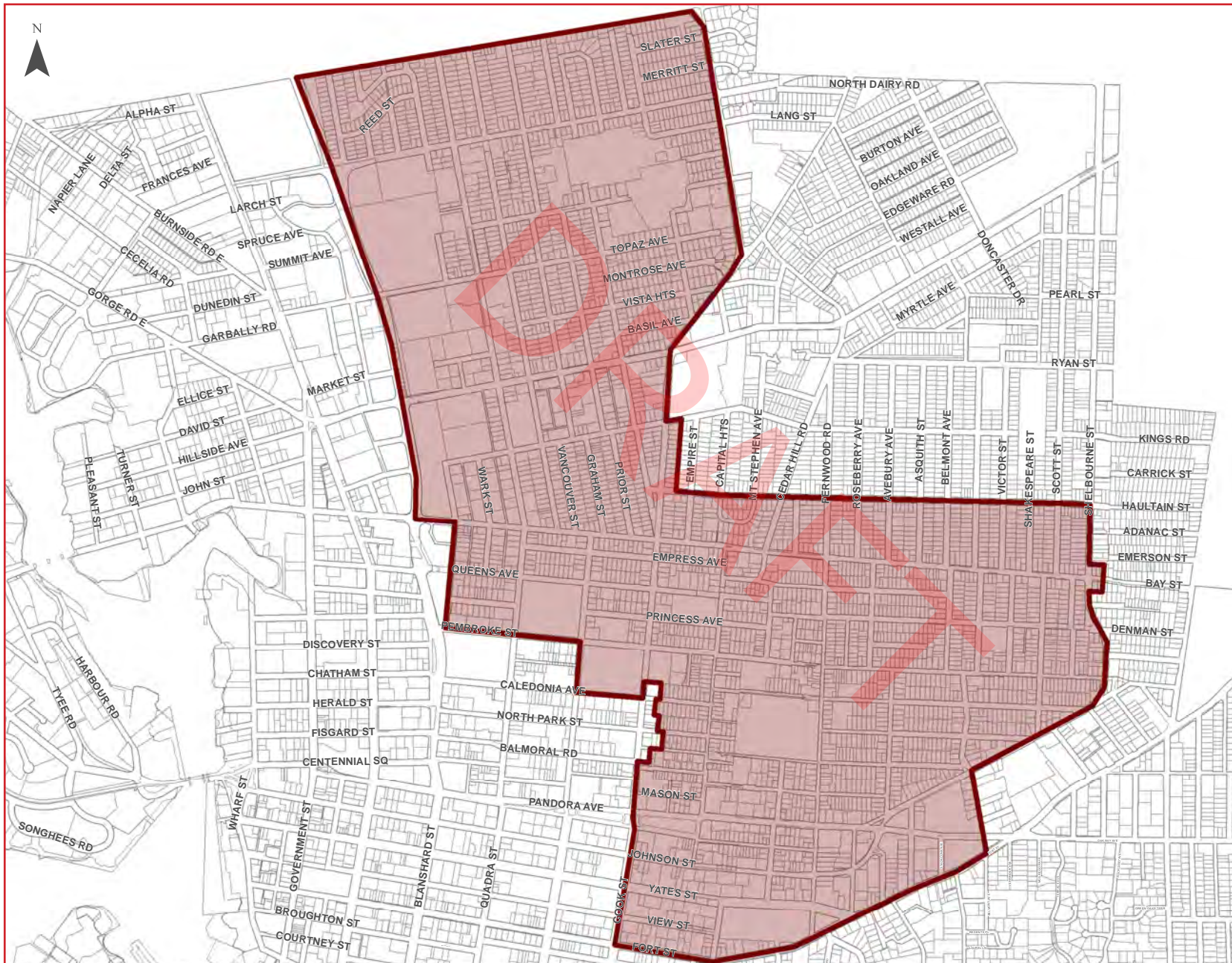
DPA 16: GENERAL FORM AND CHARACTER

1. Pursuant to Section 919.1 (1) (f) of the Local Government Act, the entire City is designated as Development Permit Area 16, General Form and Character for the purpose of establishment of objectives for the form and character of commercial, industrial and multi-family residential development.
 2. Application and Exemptions:
 - (a) Development Permits are required for multi-family (multi-unit) residential (three or more units), commercial and industrial development in accordance with the Local Government Act, subject only to the General Exemptions identified in the "Overview" section of this Appendix and the following exemptions.
 - (b) Specific Exemptions for DPA 16, General Form and Character:
 - (i) A Development Permit is not required for:
 - (1) the subdivision of land or the construction of, addition to or alteration of a building or other structure:
 - (A) within any of the following Development Permit Areas or Heritage Conservation Areas:
 - DPA 1(HC), Core Historic;
 - DPA 2(HC), Core Business;
 - DPA 3(HC), Core Mixed-Use Residential;
 - DPA 4, Town Centres;
 - DPA 5, Large Urban Villages;
 - DPA 6A, Small Urban Villages;
 - DPA 6B(HC), Small Urban Villages Heritage;
 - DPA 7A, Corridors;
 - DPA 7B(HC), Corridors Heritage;
 - DPA 8, Victoria Arm – Gorge Waterway;
 - DPA 9(HC), Inner Harbour;
 - DPA 10A, Rock Bay;
 - DPA 10B(HC), Rock Bay Heritage;
 - DPA 11, James Bay and Outer Harbour;
 - DPA 12(HC), Legislative Precinct;
 - DPA 13, Core Songhees;
 - DPA 14, Cathedral Hill Precinct;
 - DPA 16A, General Urban Design**
 - DPA 17 (HC), North Park Village Area**
 - HCA 1, Traditional Residential; or
- (B) for which a Development Permit is required, not exempt and has been applied for under:
 - DPA 15A, Intensive Residential – Small Lot;
 - DPA 15B, Intensive Residential – Panhandle Lot;
 - DPA 15C, Intensive Residential – Rockland;
 - DPA 15D, Intensive Residential – Duplex; or
 - DPA 15E, Intensive Residential – Garden Suites;
 - DPA 15F, Intensive Residential – Attached Residential Development
- (2) development that is not commercial, industrial or multi-family residential development, or that does not otherwise include a commercial, industrial or multi-family residential component including for greater certainty:
 - (a) residential single-family dwellings and their accessory buildings and structures,
 - (b) residential duplexes and their accessory buildings and structures,
 - (c) institutional development so long as such development does not include a commercial, industrial or multi-family residential component;
- (3) house conversion;
- (4) alterations to existing buildings, excluding new additions; or
- (5) the construction, placement or alteration of a building or structure having a total floor area, including any floor area to be added by alteration, no greater than 9.2m².
3. The special conditions that justify this designation include:
 - (a) Commercial, industrial and multi-unit residential developments are envisioned in designated areas throughout the city, with further growth identified in this plan.
 - (b) Multi-unit residential, commercial and industrial developments are often located along or visible from high traffic corridors and areas (vehicular and pedestrian) including positions at gateways. They therefore merit special attention to form and character to take advantage of visual prominence, to mitigate any negative impacts of intensity of development, and to enhance the established character of adjacent or nearby existing buildings and streetscapes, and surrounding areas.
 - (c) Commercial, industrial and multi-unit residential buildings often share an interface with Traditional Residential areas with low-rise built form and established character that require consideration for sensitive transition.

- (d) The presence of heritage properties throughout the city warrants special design consideration that balances heritage conservation and new development that responds to historic setting, where this is relevant
4. The objectives that justify this designation include:
- (a) To support commercial, industrial and multi-unit residential developments that provide a sensitive transition to adjacent and nearby areas with built form that is often three storeys, or lower.
 - (b) To integrate commercial, industrial and multi-unit residential buildings in a manner that is complementary to established place character in a neighbourhood or other area, including its heritage character.
 - (c) To enhance the place character of established areas and their streetscapes through high quality of architecture, landscape and urban design that responds to each distinctive setting through sensitive and innovative interventions.
 - (d) To achieve more livable environments through considerations for human-scaled design, quality of open spaces, privacy impacts, safety and accessibility.
5. Guidelines:
- These Guidelines are to be considered and applied for Development Permits:
- (a) Advisory Design Guidelines for Buildings, Signs and Awnings (1981)
 - (b) Design Guidelines for Multi-Unit Residential, Commercial and Industrial Development (2012), revised 2019
 - (c) Guidelines for Fences, Gates and Shutters (2010)

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Map 76: DPA 16A: General Urban Design

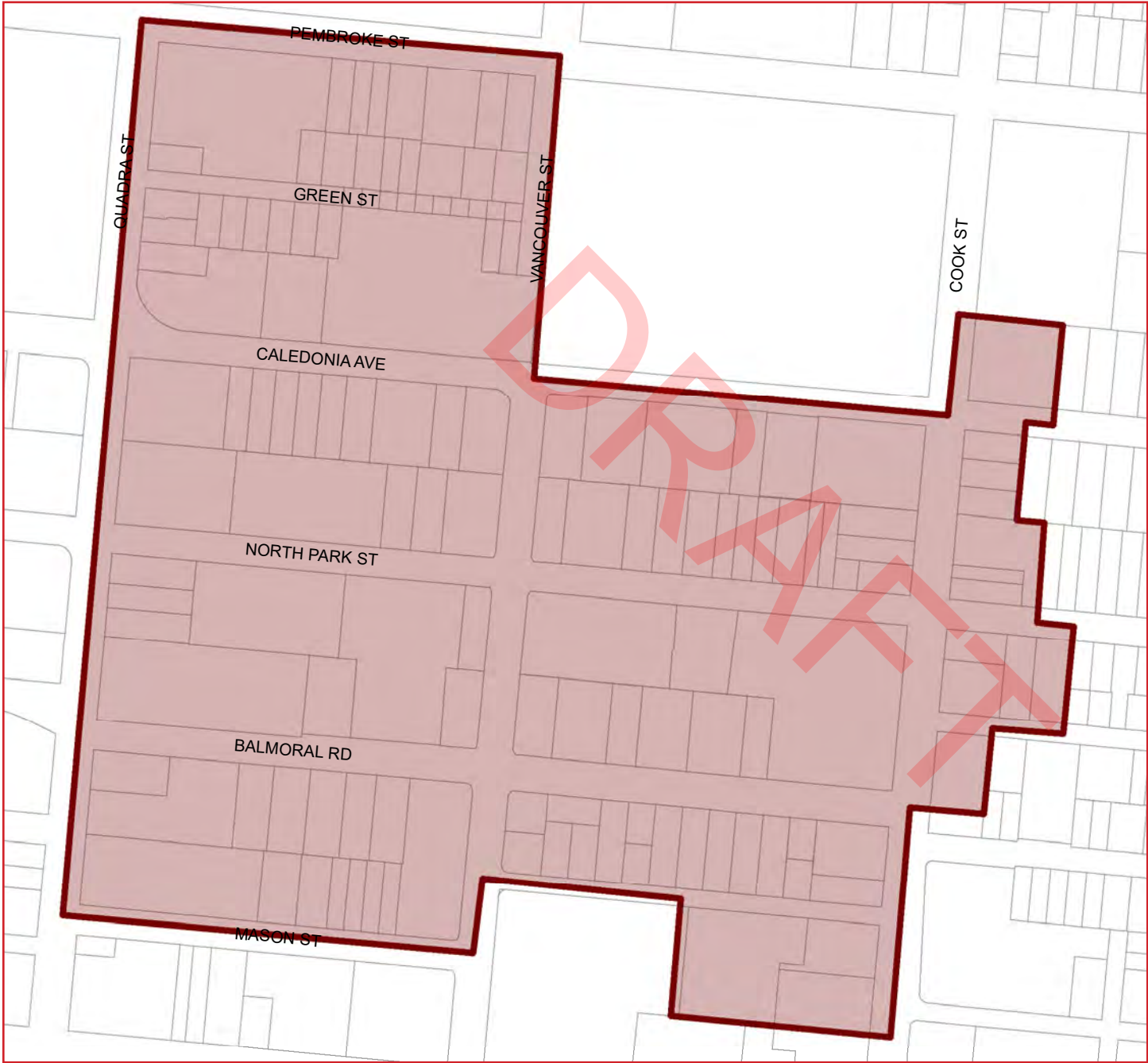


DPA 16A: GENERAL URBAN DESIGN

1. Pursuant to Section 488 (1) (e) (h) (i) and (j) of the Local Government Act, the area that is shaded and circumscribed by solid lines on Map 76 is designated as Development Permit Area DPA 16A, General Urban Design, for the following purposes:
 - (a) establishing objectives for the form and character of commercial, industrial and multi-family residential development,
 - (b) establishing objectives to promote energy conservation,
 - (c) establishing objectives to promote water conservation, and
 - (d) establishing objectives to promote the reduction of greenhouse gas emissions.
2. Application and Exemptions:
 - (a) Development Permits are required for multi-family (multi-unit) residential (three or more units), commercial, institutional and industrial development in accordance with the Local Government Act, subject only to the General Exemptions identified in the “Overview” section of this Appendix and the following exemptions.
 - (b) Specific Exemptions for DPA 16, General Urban Design:
 - (i) A Development Permit is not required for:
 - (1) the subdivision of land or the construction of, addition to or alteration of a building or other structure:
 - (A) within any of the following Development Permit Areas or Heritage Conservation Areas:
 - DPA 1(HC), Core Historic;
 - DPA 2(HC), Core Business;
 - DPA 3(HC), Core Mixed-Use Residential;
 - DPA 4, Town Centres;
 - DPA 5, Large Urban Villages;
 - DPA 6A, Small Urban Villages;
 - DPA 6B(HC), Small Urban Villages Heritage;
 - DPA 7A, Corridors;
 - DPA 7B(HC), Corridors Heritage;
 - DPA 8, Victoria Arm – Gorge Waterway;
 - DPA 9(HC), Inner Harbour;
 - DPA 10A, Rock Bay;
 - DPA 10B(HC), Rock Bay Heritage;
 - DPA 11, James Bay and Outer Harbour;
 - DPA 12(HC), Legislative Precinct;
 - DPA 13, Core Songhees;
 - DPA 14, Cathedral Hill Precinct;
 - DPA 17, North Park Village Area;
 - HCA 1, Traditional Residential; or
 - (2) development that is not commercial, industrial, institutional or multi-family residential development, or that does not otherwise include a commercial, industrial or multi-family residential component including for greater certainty:
 - (A) residential single-family dwellings and their accessory buildings and structures,
 - (B) residential duplexes and their accessory buildings and structures,
 - (3) house conversion;
 - (4) alterations to existing buildings, excluding new additions; or
 - (5) the construction, placement or alteration of a building or structure having a total floor area, including any floor area to be added by alteration, no greater than 9.2m².
 - (B) for which a Development Permit is required, not exempt and has been applied for under:
 - DPA 15A, Intensive Residential – Small Lot;
 - DPA 15B, Intensive Residential – Panhandle Lot;
 - DPA 15C, Intensive Residential – Rockland;
 - DPA 15D, Intensive Residential – Duplex; or
 - DPA 15E, Intensive Residential – Garden Suites;
 - DPA 15F, Intensive Residential – Attached Residential Development
3. The special conditions that justify this designation include:
 - (a) Commercial, industrial and multi-unit residential developments are envisioned in designated areas throughout the city, with further growth identified in this plan.
 - (b) Multi-unit residential, commercial and industrial developments may be located along or visible from prominent transit corridors, quiet streets or public spaces. They therefore merit attention to mitigate any

- (b) negative impacts, co-exist with adjacent existing or planned future development, support livability for new residents, and enhance the character of streetscapes and surrounding areas.
 - (c) Commercial, industrial and multi-unit residential buildings may share an interface with areas envisioned for low-rise built form that requires consideration for sensitive transition.
 - (d) The presence of heritage properties throughout the city warrants special design consideration that balances heritage conservation and new development that responds to historic setting, where this is relevant.
 - (e) Thirty-two percent of greenhouse gas emissions in Victoria are generated by multi-unit residential, commercial, institutional or industrial buildings and addressing these emissions in new buildings is an important aspect of climate change mitigation.
 - (f) Climate change is anticipated to lead to more extreme weather events, including more intense rainfall and heat waves. As new buildings and associated landscapes are built, consideration of energy and water conservation is an important aspect of climate change mitigation.
4. The objectives that justify this designation include:
- (a) To support commercial, industrial and multi-unit residential developments that provide a sensitive transition to adjacent and nearby areas with built form that is often three storeys, or lower.
 - (b) To integrate commercial, industrial and multi-unit residential buildings in a manner that is complementary to established place character in a neighbourhood or other area, including its heritage character.
 - (c) To enhance the place character of established areas and their streetscapes through high quality of architecture, landscape and urban design that responds to each distinctive setting through sensitive and innovative interventions.
 - (d) To achieve more livable environments through considerations for human-scaled design, quality of open spaces, privacy impacts, safety and accessibility.
 - (e) To reduce greenhouse gas emissions generated by new buildings.
 - (f) To enhance energy and water conservation qualities of new buildings and associated landscapes.
5. Guidelines:
- (a) For “Missing Middle Housing” defined as construction of, addition to or alteration of a building, accessory structure or landscape on a lot which includes missing middle housing (housing in which buildings are used or designed as two or more self-contained dwelling units, not counting accessory dwelling units, with the majority of units having direct access to the outside, at least two of which share a common wall or an area that forms the floor of one unit and the ceiling of the other and are not linked by a trellis, deck, breezeway or similar connection):
 - Missing Middle Design Guidelines (2022).
 - (b) For other development subject to a Development Permit requirement:
 - General Urban Design Guidelines (2022) with special attention to the following sections:
 - o 8.3 Supplementary design guidelines for urban villages.
 - Guidelines for Fences, Gates and Shutters (2010).

Map 77: DPA 17 (HC): North Park Village Area



DPA 17 (HC): NORTH PARK VILLAGE AREA

1. Pursuant to Section 488 (1) (d), (f), (h), (i), and (j) and 614 (1) of the Local Government Act, the area that is shaded and circumscribed by solid lines on Map 77 is designated as Development Permit and Heritage Conservation Area DPA 17 (HC), North Park Village Area, for the purposes of:
 - (a) revitalizing an area in which a commercial use is permitted,
 - (b) establishing objectives for the form and character of commercial, industrial and multi-family residential development,
 - (c) establishing objectives to promote energy conservation,
 - (d) establishing objectives to promote water conservation,
 - (e) establishing objectives to promote the reduction of greenhouse gas emissions, and
 - (f) heritage conservation.
2. Application and Exemptions:
 - (a) Development Permits and Heritage Alteration Permits are required in accordance with the Local Government Act, subject only to the General Exemptions identified in the “Overview” section of this Appendix and the following exemptions.
 - (b) Specific Exemptions for DPA 17 (HC), North Park Village Area:
 - (i) A Heritage Alteration Permit is not required except for land, buildings or other structures, or portions thereof, which are:
 - (1) listed on the City of Victoria Heritage Register;
 - (2) subject to a Heritage Designation Bylaw; or
 - (3) subject to a Covenant for heritage conservation.
 - (ii) A Development Permit is not required for:
 - (1) actions subject to and addressed in a Heritage Alteration Permit;
 - (2) residential single-family dwellings and their accessory buildings and structures; or,
 - (3) residential duplexes and their accessory buildings and structures.
3. The special features, characteristics and special conditions that justify this designation include:
 - (a) This part of North Park Neighbourhood is characterised by a significant residential district, evolving urban village and employment land on the edge of the Downtown Core Area. It has lands available for residential growth through intensified multi-unit residential and mixed use development.
 - (b) Thirty -two percent of greenhouse gas emissions in Victoria are generated by multi-unit residential, commercial, institutional or industrial buildings and addressing these emissions in new buildings is an important aspect of climate change mitigation.
 - (c) Climate change is anticipated to lead to more extreme weather events, including more intense rainfall and heat waves. As new buildings and associated landscapes are built, consideration of energy and water conservation is an important aspect of climate change mitigation.
 - (d) This part of the North Park neighbourhood has heritage value for its role as an early neighbourhood of the city that was home to a wide variety of businesses and residents, which informed its form and character and continues to do so. The diverse mix of uses and corresponding building types in a relatively small area gives it a unique character and value.
 - (e) Areas along Quadra Street have heritage value for their role as a church precinct. The form and character of the area has evolved in response to clustering of places of worship along and near Quadra Street, with the spires of which have been prominent features in the surrounding skyline since the late 19th and early 20th century.
4. The objectives of this designation include:
 - (a) To support a mix of mid-rise residential development within this district between Quadra Street and Cook Street, balanced with protection of views from public vantage points of heritage landmark buildings primarily clustered along Quadra Street, as identified on Map 8 in this plan.
 - (b) To support the continued evolution of North Park Village as a vibrant mixed-use centre for the surrounding neighbourhoods.

- (c) To support the continued evolution of parts of North Park Street as a location for artisan and light industrial employment compatible with its location within a residential area.
- (d) To conserve and enhance the heritage value, special character and significant historic buildings, features and characteristics of this area.
- (e) To enhance the area through a high quality of architecture, landscape and urban design that reflects its adjacency to, yet unique identity from the downtown, while responding to its context of a skyline with prominent heritage landmark buildings and enhancing the urban forest in the more urban parts of the North Park neighbourhood.
- (f) To reduce greenhouse gas emissions generated by new buildings.
- (g) To enhance energy and water conservation qualities of new buildings and associated landscapes.

5. Guidelines

These Guidelines are to be considered and applied for both Heritage Alteration Permits and Development Permits:

- General Urban Design Guidelines (2022), with special attention to the following sections:
 - 7.1 Buildings with industrial uses,
 - 7.2 Heritage building context and skyline, and
 - 8.3 Supplementary design guidelines for urban villages.
- Guidelines for Fences, Gates and Shutters (2010).
- Standards and Guidelines for the Conservation of Historic Places in Canada.
- City of Victoria Heritage Program Sign & Awning Guidelines (1981).

B

Glossary
of Terms

OVERVIEW

Definitions are provided for plain language convenience and are not intended to limit the statutory authority where the same term is defined within local government legislation.

DEFINITIONS

Accessory Dwelling Unit: A dwelling unit that is ancillary and subordinate to a primary dwelling unit. Examples include secondary suites, garden suites, accessory units within duplexes or townhouses, and lock-off suites in multi-unit housing.

Accessory Uses: A use that is normally incidental or normally associated with and subordinate to the principal use.

Adaptive Capacity: The ability of natural and human systems to accommodate changes with minimum disruption or minimum additional cost.

Adaptive Management: A structured, iterative process of learning from planning and management successes and failures, with an aim of improving policies and reducing uncertainty over time.

Advanced Technology: Areas of economic activity involving research, development, manufacture and trade of high-tech products, such as: computer software and hardware, telecommunications, electronics, robotics, biomedical devices and nanotechnology.

Affordable Housing: Housing that falls within the financial means of a household living in either market or non-market dwellings. Total costs for rent or mortgage plus taxes (including a 10% down payment), insurance and utilities should equal 30 percent or less of a household's gross annual income. Housing affordability is influenced by household income, and cost and supply of housing.

Aging in Place: A concept that supports the opportunity for residents to remain living in their own neighbourhood or community as they age through the availability of appropriate services, facilities and housing options.

Allotment Garden: A plot of land operated by member gardeners that is used to produce food, flowers, native and ornamental plants, edible berries and food perennials on public or private lands, and where products are mainly for the personal consumption of members.

Apartment: A dwelling located in a multi-story, multi-unit building that accesses the ground via shared corridors, entrances and exits.

Art in Public Places: Original artwork selected, commissioned, created or donated for location in public space, and created by an artist.

Arterial Road: A street that typically emphasizes a high level of traffic mobility at higher speeds and volumes and a low level of property access, serving longer distance trips including those between major activity centres and regional destinations. Secondary arterials represent a sub-classification of this street type.

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House Conversion: The change of use of a building constructed as a single family dwelling or duplex, to create a duplex, multiple dwelling, boarding house, rooming house, housekeeping apartment building, rest home – class B or a preschool.

Housing First: An approach to housing where homeless residents are provided immediate access to a place of their own without requiring treatment or sobriety as a precondition for housing. Residents are provided with options for support services and programs for their recovery and integration into the community.

Housing Spectrum: A framework for understanding the range of housing choices available to meet differing needs, life stages and circumstances within a community, organized by tenure.

Human Scale: The experience of comfort and fit between the size (height, distance, areal extent, details) of physical surroundings and its natural and built elements relative to the size of a human person with normal vision, hearing and walking ability. In contrast, automobile scale represents a built environment where buildings, sites, and signs are designed to be apprehended and reached by an observer moving at the speed of an automobile.

Indicator: Indicators are discrete, mutually exclusive units of measurement that measure inputs, activities, outputs and outcomes, as well as other aspects of performance that need to be monitored, such as service quality and cost. Process indicators measure inputs, activities and outputs. Outcome or impact indicators measure intended results.

Indoor Recreation Facility: Public space that supports indoor recreation, sports and leisure activities, such as arenas, gymnasiums, swimming pools, fitness centres, community centres, seniors centres, but not including private spaces, facilities or residences.

Light Industry: Uses typically have less intensive, and more consumer-oriented uses than heavy industry, but may still include a variety of production, distribution, and repair services. Light industrial uses are also characterized by the lighter impact they may have on adjacent or ancillary uses.

Intensification: The development of a property, site or area at a higher density than currently exists through: a) redevelopment, b) the development of vacant and/or underutilized lots within previously developed areas; c) infill development; and, d) the expansion or conversion of existing buildings.

Landmarks: Natural hilltops and built structures that by their prominence or distinction from the surrounding context, visually punctuate the physical profile of urban areas and express its skyline character. Landmarks generally are taller than the surrounding built fabric of a city, are visible from a distance, may exhibit a higher level of architectural design detail and articulation, and often serve important civic functions.

Light Pollution: Excessive or obtrusive artificial light, and resulting impacts on adjacent development, ecosystems, human health and illumination of the night sky.

Local Circulating Transit: Transit service designed to connect locations within a relatively small geographic area where there is a significant intensity of uses and destinations.

Local Roads: Streets with low levels of traffic mobility and a high level of land access, serving residential, commercial and industrial areas that fall under the conventional functional classification of local streets.

Local Transit: Transit network and service designed to connect neighbourhoods to local destinations and to Rapid and Frequent Transit services. In some cases smaller transit vehicles can be utilized to better match passenger demand and operating conditions on local roads.

Lock-Off Suite: A self contained accessory dwelling unit within an apartment unit with a door onto the common hallway.

Long-Term Residential Care: Type of community care facility that provides 24-hour professional care and supervision in a protective, supportive environment for people with complex care needs who are not able to live independently. Facilities may be publicly-funded or privately-funded. May be operated by public, private or non-profit sectors.

Low Barrier Housing: Transitional housing with on-site staffing that targets those with mental health and/or addictions, where abstinence is not required as a condition of tenancy. Ideally time-limited, with goal of transition to 'next-step' or permanent housing.

Low-Income Cut Off: A Statistics Canada measure of the income level at which a household may be in straitened circumstances because it has to spend a greater portion of its income on basic needs (food, clothing, and shelter) than an average household of similar size. The Low-Income Cut Off varies by household size and by community.

Low-Rise Building: A building four storeys or less in height.

Zoning Update Strategy

Residential Rental Tenure Zoning and Destination Zones Emerging from Local Area Planning

This document outlines a strategy to 1) implement residential rental tenure zoning in strategic areas that emerged through local area planning for North Park, Fernwood, and Hillside-Quadra; and 2) advance the development of “destination zones” to support high-quality, streamlined multi-unit residential development.

In addition to the proposed zoning strategy outlined in the following sections, staff would also identify any other required updates to the Zoning Regulation Bylaw to ensure alignment between local area planning and other citywide objectives and initiatives (such as the recently approved Rapid Deployment of Affordable Housing initiative).

1. Residential Rental Tenure Zoning

Background

Residential Rental Tenure Zoning (RRTZ, or rental tenure zoning) was introduced by the Province of British Columbia in 2018 and gives municipalities new legislative authority to limit housing tenure to rental in multi-unit residential zones. The intent of these changes is to give local governments greater ability to preserve and increase the overall supply of rental housing in their communities.

The *Victoria Housing Strategy 2019-2022* includes actions related to rental tenure zoning to increase supply and reduce competition for rental units, while increasing choice for renters. Specifically, the plan calls for consideration of city-initiated zoning for increased density with provisions for purpose-built rental and affordability in low density zones.

The City's *Strategic Plan 2019-2022* reinforces the actions and goals in the *Victoria Housing Strategy* with several priority actions to increase opportunities for and encourage development of new rental housing, including to:

- Identify opportunities for affordable housing in all neighbourhood plans.
- Explore pre-zoning opportunities for purpose-built rental and affordable housing.
- Support faith-based, charitable, and non-profit housing developers

Considering Rental Housing Through Local Area Planning

At the outset of the phased local area planning process for villages and corridors, the City recognized that the process would provide an opportunity to advance key directions from the *Strategic Plan* and the *Victoria Housing Strategy*. Rental housing objectives are also reflected in a commitment in the Terms of Reference for Local Area Planning to support equity not just in who is engaged, but in the outcomes of planning.

At the start of the local area planning process, the City completed an *Official Community Plan (OCP)* capacity assessment. As documented in the *2021 Housing Futures Report*, the assessment revealed that the OCP's Urban Place Designations fall short of meeting housing need now and in the future, reemphasizing the need to increase diverse housing supply through local area planning. Council directed adjustments to the phased process to incorporate planning in other areas of the city (Fairfield, Gonzales, Vic West, and Burnside Gorge) with the purpose of supporting housing opportunities in all neighbourhoods and strategic locations.

Making room for housing and considering opportunities to advance rental housing objectives was a key focus of engagement in the first phase of village and corridor planning (for areas in North Park, Fernwood, and Hillside-Quadra). Community members expressed that allowing a mix of housing choices in all neighbourhoods is important. A particular concern was that new housing include both rental and strata opportunities, and that existing, older, quality rental apartments (that tend to be more affordable) should be protected from rapid redevelopment. In addition, community members felt strongly that opportunities for rental housing should not be limited to Victoria's busiest transportation corridors.

Based on existing City direction and feedback from the community, the proposed local area plans emphasize opportunities for new, secured rental housing units without demolishing and replacing older purpose-built rental apartments. The first step in making room for rental is achieved by adding capacity within the OCP – redesignating strategic areas for multi-unit housing where it doesn't already exist. Considering City-initiated rental tenure zoning is a next step in ensuring these new opportunities support the diversity of housing that is desired.

Rental Tenure Zoning Opportunities and Risks

Determining where and how this zoning tool should be used requires thoughtful consideration, recognition of the opportunities it provides, and mitigation of any potential risks.

Opportunities: What Rental Tenure Zoning Can Achieve

City-initiated zoning changes for rental tenure can result in an array of benefits and opportunities. An applied multi-unit residential rental tenure zone may:

- Incentivize rental tenure development (which is often marginally financially viable compared to strata tenure) by removing the cost, time, and uncertainty of a rezoning application.
- Reinforce climate and equity objectives by more strongly directing new housing to areas near shops, services, transit, and amenities, thus reducing transportation emissions and the housing and transportation cost burden, which is typically highest for renters.
- Improve the public realm more rapidly (by encouraging near-term redevelopment which provides frontage improvements, like sidewalks and treed boulevards – improvements that are particularly desired along frequent transit corridors).
- Alleviate the pressure to redevelop existing rental buildings, thus maintaining a range of affordability in the city's rental stock, by creating new opportunities elsewhere (to this end a multi-unit rental tenure zone would not be applied to existing purpose-built rental sites, but rather used to create opportunities elsewhere).
- Support local businesses by increasing housing (and customers) near urban villages.
- Support transit investment by increasing housing (and potential transit users) close to transit.

Mitigating Risks: Thoughtful Zone Drafting and Site Selection

A key risk of City-initiated zoning changes for higher density forms of development is related to the loss of a potential future public process that could come from a rezoning application.

The rezoning process provides an opportunity to consider the proposed scale and built form of a redevelopment, and if it fits with the existing and envisioned community. The risk involved in not having this process for higher density rental can be largely mitigated through a thoughtful crafting of the design

parameters in the zone, strongly guided by the proposed *General Urban Design Guidelines*. It can be further mitigated by ensuring design review would still occur at the development permit stage.

Zoning a site for rental at higher densities, also means that the City won't have an opportunity to negotiate for voluntary public benefits that may be offered during a discretionary rezoning. These might include on-site amenities, dedication of public spaces, affordable housing, or protection of properties that have heritage merit, but are not designated or listed on the Heritage Register.

Though there is a risk in this potential opportunity loss, land economic studies show that most rental development is unlikely to result in substantial increases in land value and is thus typically unable to provide significant community amenity anyway. And, in the case that a property owner desires densities, uses, or tenures not outlined in the zone (for example, strata development, which typically can provide amenity) a rezoning would be required, and negotiations for voluntary contributions would again be possible.

Still, for the best possible outcome, risks related to a City-initiated rental tenure zoning can be mitigated by:

- Continuing to require Council consideration of the required development permit, measured against the proposed *General Urban Design Guidelines*.
- Aligning permitted density and height with lot size to ensure design guidelines can be met.
- Avoiding application of the zone on properties that have heritage merit (including Heritage Designated properties, properties on the Heritage Register, or properties recognized by a neighbourhood heritage survey or walking tour).
- Avoiding application of the zone on larger sites or sites where site-specific amenities are desired and should be negotiated.
- Requiring the dedication of appropriate public rights-of-way as a condition of multi-unit densities.

How an Applied Rental Tenure Zone Would Work

The multi-unit rental tenure zone would be initiated by the City and applied in select areas. The zone would allow for what exists on a property today (including homeownership) but would provide additional density and height entitlements to redevelop the property to a scale envisioned in the local area plan and OCP, if developed as purpose-built rental housing. Redevelopment above existing entitlements for any other tenure (strata) would require a rezoning application (like most properties throughout the city today). Development would be constrained by design parameters within the zone itself and the guidelines in the required development permit.

Selecting General Areas and Specific Sites

Based on the above opportunities and risks, the following criteria were established to identify appropriate locations for applying a multi-unit rental tenure zone:

- **Transit Richness:** Access to existing or desired frequent and rapid transit routes, particularly more than one route is desired (approximately a 5-minute walk, or 200 metres).
- **Services and Amenities:** Proximity to an urban village with a full range of services, parks, and other amenities is desired (approximately a 10-minute walk or 400 metres; or 15-20 minute walk of downtown).
- **Mix of On- and Off-Corridor Areas:** While proximity to transit is desirable for many, we heard strongly from the community that others, including renters, desire multi-unit housing in quieter

locations, near but not directly on major transit corridors. Traffic impacts (noise, pollution) was seen as an equity issue.

- **Appropriate Lot Configuration:** Lot depths can constrain the ability to physically accommodate the density required for rental housing to be viable (generally 2-2.5:1 FSR) and still meet the design guidelines.
- **Economic Viability:** Some areas are more likely to be economically viable for rental housing, per land lift analysis, and this should be taken into consideration. (However, it is not possible to ensure that all selected lots would be viable for rental housing today, at the densities being proposed, as viability is constantly changing and depends on factors such as land value, construction costs, market rents, interest rates, and other rental incentives).
- **Opportunity to Improve Public Realm:** Areas where public realm improvements are a priority are desirable locations to encourage housing through an applied rental tenure zone (particularly enhanced sidewalks, street trees, boulevards, and bicycle facilities where desired).

In all options, sites with certain features would be avoided to mitigate potential risks, as described above.

Excluded sites would include:

- Sites with existing multi-unit buildings (more than 2 units).
- Sites with buildings that have heritage designation, are on the Heritage Register, are subject to a Heritage covenant, or are identified in a neighbourhood survey / walking tour.
- Sites that do not meet the minimum lot depth to accommodate a desired density after any required street right-of-way dedication.
- Sites with cultural spaces.

Areas Considered for City Initiated Rental Tenure Zoning

Three different scenarios were explored for City-initiated rental tenure zoning. Areas were limited to the three communities involved in this most recent phase of local area planning (Fernwood, North Park and Hillside-Quadra) as the updated neighbourhood plans provide the new capacity required. Areas were selected based on an evaluation of the criteria above. See Table 1 for a more detailed evaluation of individual areas against the criteria.

Option 1: On and Near Frequent Transit Corridors (see Option 1 Map below)

This option focuses on three key corridors that have existing frequent transit, are candidates for frequent or rapid transit, and otherwise have good transit connectivity: Bay Street, Cook Street, Finlayson Street and Quadra Street.

- **Bay Street:** Bookended by major employment areas, Bay Street identified as a desired Frequent Transit route and is bisected by two other transit corridors (Quadra and Shelbourne Streets). New urban villages are proposed along Bay Street and it is within walking distance of Fernwood Village, Haultain Corners (small village) several parks, and the Crystal Pool.

Recent development pressures are resulting in the creation of small lots, duplexes and other smaller developments that are increasing driveway use and curb cuts along the street. Encouraging a more cohesive development pattern, with fewer curb cuts would reduce potential congestion and better support transit, pedestrians, emergency response, and improved walking and wheeling.

Although many lots along Bay Street are not deep enough to accommodate the higher densities

envisioned in the Housing Opportunity designation, economic analysis shows that it is one of the few areas where rental housing is likely to be economically viable at densities of 2:1 FSR or lower.

- Quadra Street is the region's busiest Frequent Transit route and a candidate for Rapid Transit investments.¹ Along its length, Quadra Street is within walking distance of Quadra Village, the Douglas Street transit route, large parks (Topaz Park, Summit Park, Rutledge Park), bicycle routes and greenways, and the proposed expanded small village at Quadra and Tolmie.
- Cook Street is identified as a desired Frequent Transit route in the North Park Neighbourhood Plan. Areas along Cook Street are close to North Park Village downtown, Central Park and Crystal Pool and within walking distance several transit routes.
- Parts of Finlayson Street share many of the benefits of Quadra Street, along a more livable secondary corridor. These areas are proximate to parks, Quadra Village, and Frequent Transit routes on both Quadra Street and Hillside Avenue. Finlayson Street is also noted as a desired Frequent Transit Corridor in the Hillside-Quadra Neighbourhood Plan.

At the same time, it is recognized that community members felt strongly that major corridors are not the most livable locations for all, and that opportunities for rental homes should also be provided in quieter areas. Bay Street, with its relatively narrow sidewalks and relatively high proportion of truck traffic, was particularly mentioned as an area that faced livability challenges.

Option 2: Off Corridors and Near Villages (see Option 2 Map below)

This option focuses on areas near three villages: Quadra Village, Fernwood Village and North Park Village. This option better supports the objectives of locating rental housing in walkable areas, close to villages, transit, and amenities, but not located directly along the busiest corridors, supporting the overall *Official Community Plan* vision and growth management framework, while being responsive to those community members who expressed livability and equity concerns. Locations near Quadra Village and North Park Village are also generally within walking distance to the downtown.

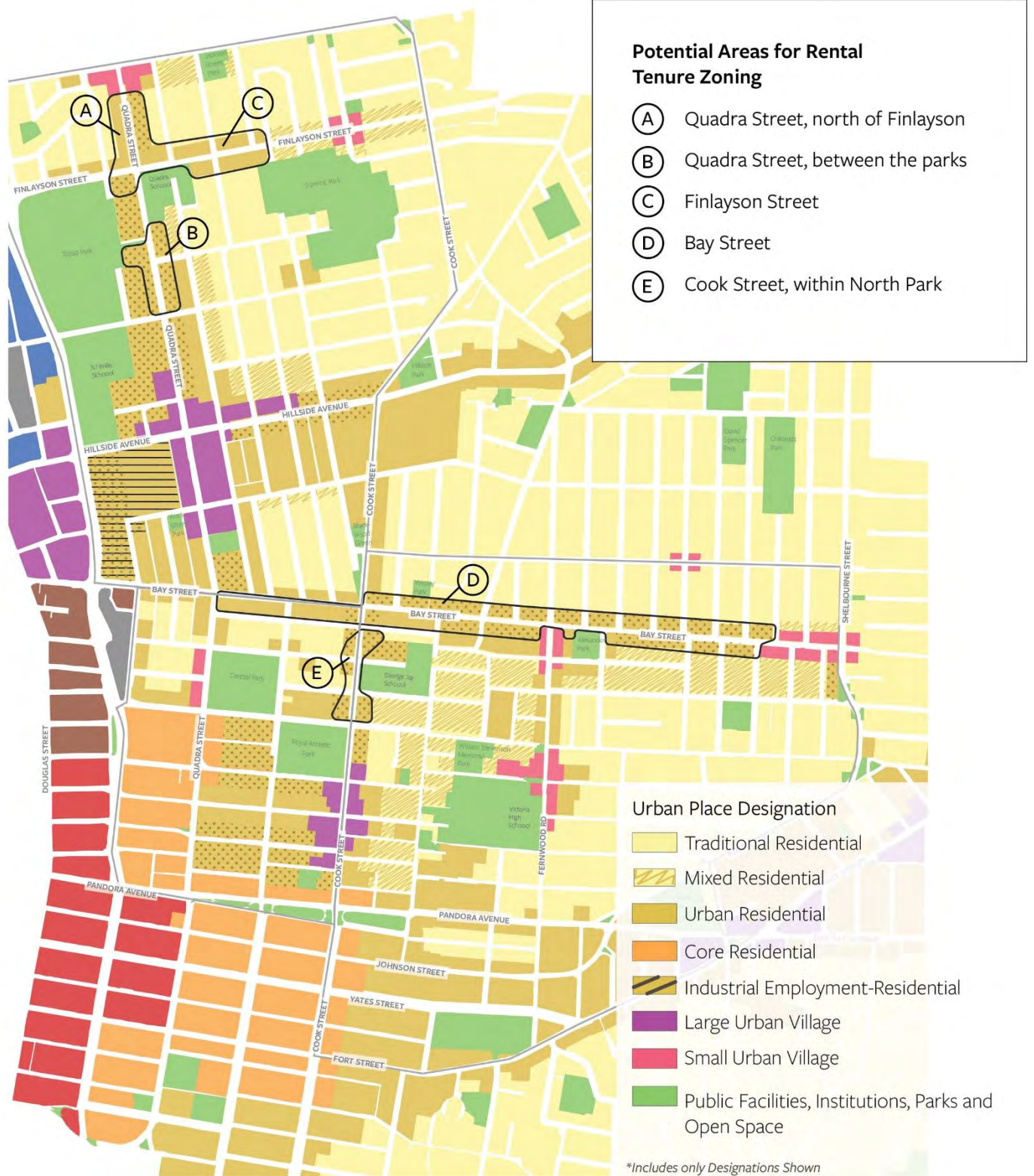
This proposal also includes areas proposed for medium density "Mixed Residential" development of 4 storeys. Because the densities in mixed residential areas are considered marginal for rental housing, and more likely to attract investment in strata housing, City-initiated zoning for rental tenure can help incentivize a mix of tenures in these areas.

Option 3: Hybrid (Recommended) (see Option 3 Map below)

This option focuses on parts of three major corridors (Bay Street, Cook Street and Quadra Street), with an emphasis on portions of Quadra Street closest to Quadra Village and two major parks (Topaz and Summit parks). It also includes areas of two secondary corridors (Finlayson Street and Fernwood Road) and some off-corridor areas proximate to Quadra Village, North Park Village, and Fernwood Village.

¹ Transit Futures Plan, BC Transit.

Option 1: On and Near Frequent Transit Corridors



Option 2: Off Corridors and Near Villages



Option 3: Hybrid

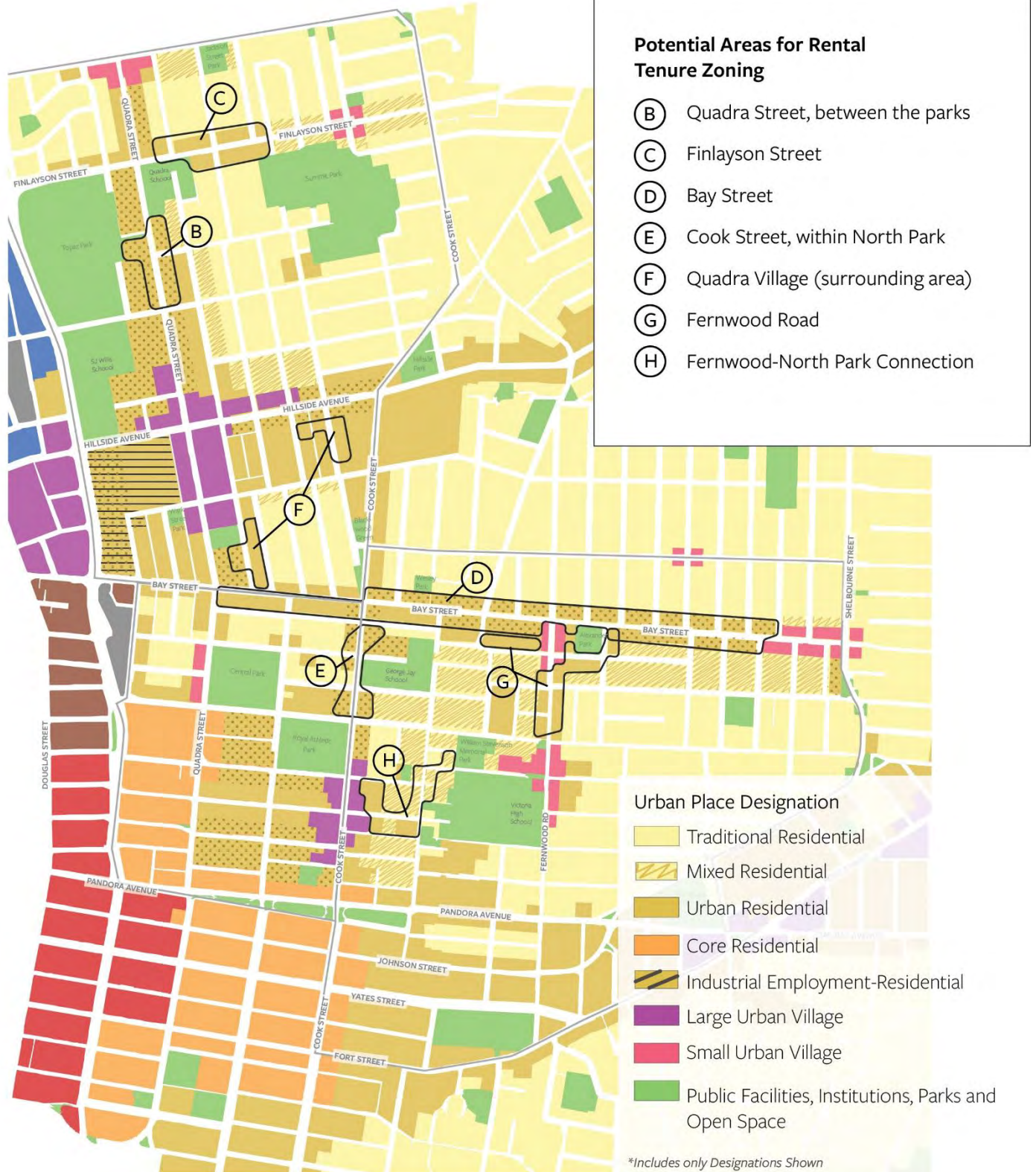


























































Table 1: Evaluation of Areas for Rental Tenure Zoning

| Options | Mapped Area | Transit Richness (more than one route) | Walkable to Villages | Walkable to Other Amenities | Appropriate Lot Sizes | Potentially Economically Viable for Rental | Opportunities for off-corridor housing | Opportunities for public realm improvements |
|---------|--------------------------------------|---|---|--|---|---|---|---|
| 1 | A. Quadra Street, north of Finlayson |  |  |  |  |  |  |  |
| 1 & 3 | B. Quadra Street, between the parks |  |  |  |  |  |  |  |
| 1 & 3 | C. Finlayson Street |  |  |  |  |  |  |  |
| 1 & 3 | D. Bay Street |  |  |  |  |  |  |  |
| 1 & 3 | E. Cook Street (within North Park) |  |  |  |  |  |  |  |
| 2 & 3 | F. Quadra Village (surrounding area) |  |  |  |  |  |  |  |
| 2 & 3 | G. Fernwood Road |  |  |  |  |  |  |  |
| 2 & 3 | H. Fernwood - North Park Connection |  |  |  |  |  |  |  |

Option 1. On and Near Frequent Transit Corridors
Option 2. Off Corridors and Near Villages
Option 3. Hybrid

 = most comparatively desirable
 = somewhat desirable
 = generally desirable
 = least comparatively desirable

Rental Tenure Zone Parameters

Parameters for a rental tenure zone would be similar to parameters for any high-quality multi-unit residential zone (see Section 2 of this document on Destination Zones for more). However, given that the intent is that the rental tenure zone would be City-initiated on specific sites there are additional parameters that should be considered to mitigate any risks.

Density and Height

The areas proposed have a range of Urban Place Designations including the proposed Mixed Residential and Housing Opportunity designations. Several zones will be required to align with the differing envisioned heights and densities. The zones would provide a base density that supports the pre-existing use, as well as maximum density and height based on the designation (ranging from 4 to 6 storeys and 1.6:1 to 2.5:1 floor space ratios). Victoria has diverse lot sizes and shapes, and urban design testing found that not all heights and densities would work on all sites, even as aligned with the designation. Additional measures may be considered to ensure design guidelines can be met, including desired setbacks and upper-storey stepbacks. Various parameters of the zone would further ensure objectives related the urban forest, open space, livability, and neighbourliness could be met (see Section 2 of this document for more).

Provision of Affordability and Public Benefit in Housing Opportunity Areas: The higher densities proposed in these areas are intended primarily for market rental and to provide additional public benefit (such as affordability). While this may be negotiated in discretionary rezonings, it is necessary to consider desired public benefits ahead of a City-initiated zoning. The community benefits sought would balance the desire for inclusion of below-market homes and other amenities with economic viability to ensure that rental housing supply can be added. The impact of public benefit provisions in the zone would be monitored and updated periodically in tandem with the *Inclusionary Housing and Community Amenity Policy*.

Unit Mix

During engagement, the need for units that can accommodate larger households (or roommates) was often mentioned. Just 1% of purpose-built rental housing today has 3 or more bedrooms. The *Victoria Housing Strategy* includes an action to develop a Family Housing Policy. In the interim, the rental tenure zone may require a percentage of units to have at least two bedrooms to ensure diversity.

Parking and Transportation Provisions

Policies for new housing were premised on providing car-lite living opportunities near transit, bike routes, mobility hubs, villages, and centres. This principle was woven into consultation as well as economic testing of rental housing viability, which assumed approximately one parking space for every two residential units – a ratio close to the 0.6 cars owned by an average renter in Victoria². Citywide bylaw updates to reflect these desires and trends are anticipated. In the interim, variances to the rental tenure zone could continue to be considered on a case-by-case basis to achieve the car-lite objective (typically the provision of Transportation Demand Management (TDM) measures is expected for such variances). A requirement for provision of right-of-way for pedestrian and other transportation needs, as specified in relevant bylaws, would be a condition for density above the base density to mitigate any opportunities that may be lost through a City-initiated zoning.

² Origin Destination Household Travel Survey, 2017. Capital Regional District.

2. Destination Zones for Multi-Unit Residential Development

Background

Creating new zones that may be used for multi-unit housing applications is a key part of implementing local area plans. These zones may be called “destination zones” since they are not proposed to be applied to specific properties by the City, but rather to guide applicants who may seek a rezoning. These zones thereby provide applicants, the City, and the community with clear expectations about aspects of future development, in order to support objectives related to compatibility, livability, setbacks, open spaces, and the urban forest, among others.

As part of implementing local area plans for Fernwood, Hillside-Quadra and North Park, staff propose the development of destination zones aligned with multi-unit densities envisioned in three *Official Community Plan* Urban Place Designations:

- Mixed Residential (1.6:1 FSR)
- Urban Residential (2:1 FSR)
- Housing Opportunity (2.5:1 FSR with substantial public benefit)

The creation of these destination zones will be guided extensively by the proposed *General Urban Design Guidelines* and the urban design testing which informed recent local area planning.

Zone Parameters

The proposed parameters that would inform the drafting of these destination zones are provided below.

Uses

- Multi-unit residential uses, including lock-off suites.
- Limited commercial or community-serving uses (primarily in Urban Residential and Housing Opportunity areas, these uses would be permitted to advance complete, walkable communities and may include uses like childcare, art studios, laundry, cafes, corner groceries, or health care offices, but would be ancillary to the residential use and generally limited by a maximum floor area on the ground floor).

Density and Height

At least three destination zones would be developed with different densities and heights:

- For 4 storeys (generally aligned with the Mixed Residential designation): 13.7m high and 1.6:1 FSR.
- For 5 storeys (generally aligned with the Urban Residential designation): 16.8m high and 2:1 FSR.
- For 5-6 storeys (generally aligned with the Housing Opportunity designation): 16.8-19.8m high and 2.5:1 FSR.

Setbacks, Site Coverage, Trees and Open Space

To meet objectives for neighbourliness, building separation, green backyards with tree-planting spaces, and “green and leafy” streets, the following would be incorporated:

- Site coverage generally consistent with the provisions of the proposed *General Urban Design Guidelines*.
- Minimum required on-site landscaped open space.
- Minimum contiguous areas and soil volumes to support large canopy trees.

Parking

Urban design and economic testing for multi-unit, secured rental housing was premised on a slight reduction in parking ratios compared to the existing Schedule C of the Zoning Regulation Bylaw. Local area planning policies are geared toward a broader approach that facilitates opportunities for “car-lite” living with lower parking ratios and more Transportation Demand Management measures. This approach is expected to be integrated into the upcoming update to Schedule C.

Parking variances may continue to be considered and would generally be weighed against the level of Transportation Demand Management measures proposed (e.g., on-site car share, bus passes).

Mix of Unit Types

We heard the desire for larger units that can accommodate families with children or roommates, in multi-unit housing forms, especially in areas off major corridors. Based on this, it is proposed that the destination zone for Mixed Residential areas:

- Require a percentage of units to have two or more bedrooms (e.g., 25-35%).

Further refinement to this approach is expected through the anticipated Family Housing Policy (an action in the *Victoria Housing Strategy*).

Staff would conduct additional research and testing to refine the parameters above and prepare destination zones for future use.