



## Council Report

For the Meeting of April 26, 2017

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**To:** Council **Date:** April 16, 2018  
**From:** Jonathan Tinney, Director, Sustainable Planning and Community Development  
**Subject:** Proposed Victoria West Neighbourhood Plan and Associated Official Community Plan Amendment Bylaws

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### RECOMMENDATION

1. That Council give first and second readings of Official Community Plan Amendment Bylaw (Bylaw No. 18-056) concerning Urban Place Designations and Development Permit Areas in the Victoria West Neighbourhood at the April 26, 2017 Council meeting;
2. That Council consider the Official Community Plan Amendment Bylaw in conjunction with the City of Victoria 2018-2022 Financial Plan, the Capital Regional District Liquid Waste Management Plan and the Capital Regional District Solid Waste Management Plan pursuant to Section 477(3)(a) of the Local Government Act, and deem those Plans to be consistent with the proposed Official Community Plan Amendment Bylaw.
3. That Council consider approval of the Victoria West Neighbourhood Plan, 2018, at the same Council meeting at which the above Bylaws are considered and allow public comment.
4. That upon approval of the Victoria West Neighbourhood Plan, 2018, that Council rescind the Victoria West Neighbourhood Community Plan (1988).

### EXECUTIVE SUMMARY

The purpose of this report is to present Council with the proposed Victoria West Neighbourhood Plan, 2018 for consideration of approval (Attachment 1), and associated Official Community Plan bylaw amendments (Attachment 2) for consideration of 1<sup>st</sup> and 2<sup>nd</sup> readings. The plan has been created over the last 24 months with participation from the community, Council and staff. Council provided feedback on the draft Victoria West Neighbourhood Plan on October 19, 2017, considered the proposed Official Community Plan (OCP) amendments on December 7, 2017 and directed staff to undertake public consultation on the revised draft plan and proposed OCP amendments.

Engagement results showed support for the revised draft plan and OCP amendments, with specific concerns related to some topics. Staff have responded by making some additional changes to the neighbourhood plan policies and associated OCP amendments to address this feedback. The changes include:

- New revisions to the Employment-Residential urban place designation in certain areas to emphasize retention of, and flexibility in, employment use if residential uses are included;
- Re-instatement of the Traditional Residential urban place designation for some properties on the south end of Mary Street and at Skinner and Russell Streets that were considered

for Urban Residential in earlier versions of the plan, with new changes to support multi-unit housing up to 3 storeys in height;

- Revisions to the proposed development permit area boundaries and guidelines to further emphasize sensitive transitions to lower-scale residential development in specific areas;
- Revisions to the development permit guidelines for attached residential developments to further address townhouse compatibility;
- Revisions to clarify uses and provide more design guidance for Pioneer Co-op site; and
- More detail related to parks, transportation, waterfront access and food systems, and new content related to population trends.

## **PURPOSE**

The purpose of this report is to seek Council's approval of the proposed Victoria West Neighbourhood Plan, 2018, and introduce an Official Community Plan amendment bylaw for consideration of 1<sup>st</sup> and 2<sup>nd</sup> reading to align with the proposed neighbourhood plan.

## **BACKGROUND**

The draft Victoria West Neighbourhood Plan, proposed Official Community Plan (OCP) amendments and proposed consultation came before Council on December 7, 2017 where the following resolutions were approved:

1. Consider consultation under Section 475(1) and 475(2) of the *Local Government Act* and direct staff to undertake consultation with those affected by the proposed amendments to the Official Community Plan through online consultation and a public open house concurrent with public review of the proposed Victoria West Neighbourhood Plan.
2. Consider consultation under Section 475(2)(b) of the *Local Government Act* and direct staff:
  - a. to refer the proposed Official Community Plan amendments to the Songhees Nation, the Esquimalt Nation, the Township of Esquimalt and School District 61;
  - b. that no referrals are necessary to the Capital Regional District Board, Island Health or the provincial or federal governments.
3. Direct staff to prepare Official Community Plan amendment bylaws following consultation to adjust urban place designations, adjust development permit area boundaries and guidelines in accordance with feedback received on the proposed Official Community Plan amendments.
4. Refer the proposed Victoria West Neighbourhood Plan to the meeting of Council at which the above Official Community Plan amendments Public Hearing is held, for consideration of final approval.
5. Following approval of the proposed Victoria West Neighbourhood Plan, rescind the Victoria West Neighbourhood Community Plan (2002).

## **PUBLIC FEEDBACK**

Between January 10 and February 28, 2018, staff sought input on revisions to the first draft plan and proposed OCP amendments (Attachment 3) as per Council direction. A summary and compilation of the engagement results is attached (Attachment 4).

Engagement results showed support for many of the proposed OCP amendments and revisions to the draft plan, with specific concerns related to some topics. The Victoria West Community Association also led a targeted review of the revised plan and OCP amendments with their members, which indicated different results from City-led engagement on some issues.

Key results from the latest round of engagement include:

- People were **generally satisfied with their involvement** in the plan, and with some feeling they had not been as involved as they wanted to be due to lack of awareness or busy schedules.
- Some **expressed concern regarding additional housing and associated impacts** on neighbourhood character, traffic, parking and food-growing potential outside of the master planned communities, particularly for building heights or new Urban Residential areas (particularly south of Esquimalt Road). Many highlighted the need for sensitive transitions.
- Others were **concerned the plan is not ambitious enough**, particularly in supporting new housing, future housing attractive to families with children, sufficient height or density to support non-market housing, or missed opportunities to locate more housing near transit and downtown.
- There was **general support for changes to employment areas, with some concerns** that employment be the top priority, that flexibility of use (between light industry and office) be maintained, that different areas be treated the same, and that employment uses transition sensitively to residential areas. The Community Association is concerned about the building heights proposed in these areas.
- There was **general support for changes to urban villages**, with some differing opinions on appropriate heights or densities, and extent of commercial uses at/adjacent to small urban villages. Community Association feedback recommended removing the proposed expansion of Craigflower Village and limiting the proposed Catherine at Edward Village to 2 ½ storeys.
- There was a **mix of opinions regarding three proposed changes from Traditional to Urban Residential designation**, with support for changes along Esquimalt Road, mixed opinions for the change adjacent to Craigflower Village, and low support for a change on south Mary Street.
- There was **support for changes to increased building heights within Traditional Residential areas, with some concerns** for impacts on neighbours, character and traffic, particularly for Pioneer Housing Cooperative, south of Esquimalt Road and for new infill housing. The Community Association feedback recommended building heights throughout traditional residential areas be 2 ½ storeys.
- There was a desire for additional detail for park and transportation improvements, waterfront access, and stronger food systems content.
- Community Association feedback recommended more information including population projections, visualization of future development, prior zoning and consultation on future public amenities.

## STATUTORY CONSULTATION

Correspondence received from the Township of Esquimalt supports the proposed amendments to the OCP, particularly increased density along Esquimalt Road and the retention of employment lands. The Township indicated an interest in working with the City of Victoria to establish a prominent gateway at 760 Esquimalt Road.

Staff met with administration from School District 61 and Victoria West Elementary School to receive feedback, and have incorporated suggested changes regarding future childcare and public trails across the playing fields.

## CHANGES AND CONSIDERATIONS

After considering all of the feedback received, staff have made some changes to the proposed OCP amendments that were first presented to Council on December 7, 2017. Staff have also made revisions to the proposed Victoria West Neighbourhood Plan. Major changes, and their rationale, are detailed as below. Additional changes and rationale are included in a matrix in Attachment 5.

#### Changes to Proposed OCP Amendments

- 1. Employment Lands:** In response to some concerns from the community and staff regarding the need for strong but more flexible policies for employment lands, staff propose the following:
  - a) revising proposed urban place designations to apply the same urban place designation, Employment-Residential, to most Vic West employment lands. This designation supports both employment and light industrial uses, and provides the option for limited residential uses, thus maximizing the flexibility of employment areas over time. The revised designation will maintain the maximum height limits specified in the plan policies and will slightly increase maximum floor space ratio for those areas previously proposed as Industrial- Employment (from 2.2 to 2.5);
  - b) revising the Employment-Residential designation to limit residential floor area to one half of the total floor area; and
  - c) revising plan policies to encourage light industrial, artisan or flexible uses at grade in certain locations.
  
- 2. South Mary Street Urban Place Designation:** In response to a mix of community opinions on the proposed change from Traditional Residential to Urban Residential (up to 4 storeys) on the east side of Mary Street, south of Esquimalt Road, staff propose re-instating the Traditional Residential designation for this area with a new amendment to support apartment buildings or townhouses up to 3 storeys in height and 1.2 FSR (Housing Sub-area 2). This revision strikes a balance between maintaining the traditional residential character, while providing the opportunity for adding some additional housing density and diversity near transit and the waterfront.
  
- 3. Development Permit Areas and Guidelines:** In response to community and staff feedback regarding development permit guidelines, staff have made the following revisions:
  - a) revised Design Guidelines for Attached Residential Developments (formerly referred to as townhouse guidelines) to strengthen design guidance for sensitive transitions to parks, natural areas, waterfronts and trails; and for the location and screening of mechanical equipment;
  - b) revised Guidelines for Corridors, Villages and Town Centres to include area-specific guidelines for sensitive transitions to adjacent residential areas at Catherine Street and Edward Street small urban village, and between employment areas and residential areas on Esquimalt Road and at Alston Street/ Tyee Road/ Langford Street;
  - c) added new plan policies to emphasize sensitive transitions to adjacent lower scale development in relevant locations
  - d) Skinner Street corridor shifted from proposed Development Permit Area 7A (which is a DPA for the purpose of revitalizing areas where commercial use is permitted) to Development Permit Area 15F (which is a DPA for the purpose of guiding form and character of intensive residential) given Skinner Street's traditional residential character.
  
- 4. Density Bonus:** In response to recent Council direction to consider on-site affordable

housing as a community amenity contribution within the current limits of the Official Community Plan, staff have removed the OCP amendment that would have permitted an additional 10% density with the provision of affordable housing and other community amenities for certain urban place designations. Plan policies have also been updated to reflect this change.

5. **Russell Street at Skinner Street:** In response to mixed community feedback on the suitability of 3-4 storey mixed use buildings on this half-block adjacent to Craigflower Village, staff have revised the proposed OCP amendment to re-instate the original Traditional Residential urban place designation for this area, with a new amendment to support townhouses or apartments up to 3 storeys on this half-block. Plan policies have been revised to reflect this change.
6. **Westside Village:** In response to further urban design analysis, the opportunity for buildings over 6 storeys in height has been removed from this area. Due to the large property sizes, the anticipated densities in the plan can be achieved within the current 6 storey height limit. An OCP amendment for additional height is no longer proposed, and the plan policies have been revised reflect this change. The OCP has been amended to refer to the area as “Westside Village”, consistent with the neighbourhood plan.

#### Changes to Proposed Plan Policies

7. **Pioneer Co-op:** In response to some community concern about potential impacts of buildings up to 3 storeys and allowing limited commercial or service uses on the Pioneer Co-op site, staff have revised the plan policies to clarify that any commercial uses should be limited in scale and not result in significant traffic increases (6.4.6., 6.10.2); and that buildings should be designed and located to minimize shading and privacy impacts on neighbouring properties (6.4.5.)
8. **Parks:** In response to community feedback requesting more detail for potential park improvements and waterfront features, staff have made the following revisions:
  - a) added new sub-sections for most neighbourhood parks to outline potential improvements
  - b) revised Map 6 to show current and potential waterfront access points
9. **Transportation:** In response to community feedback suggesting additional transportation improvements, staff have made the following revisions:
  - a) revised policy 3.4.1. to provide more detail about future Bay Street Bridge improvements
  - b) referred Alston and Langford Streets for evaluation as part of update to pavement management plan (3.3.10)
  - c) added new policy to evaluate Craigflower Road, Tyee Road, Bay Street, Wilson Street and Esquimalt Road for consistency of speed limits along the corridor and across municipal borders (3.6.9.)
  - d) revised policy 3.4.4. to add evaluation of pedestrian crossing at Craigflower Road and Raynor Street
10. **Food Systems:** In response to community feedback for more neighbourhood food system content in the plan, staff have met with the Vic West Food Security Collective and revised the plan policies to provide more recognition of Vic West's contribution to food security,

encourage and support the growing of food in a variety places (12.2.3), and provide examples of how food features can be included in new multi-unit development (12.3.1).

- 11. Gateway at Esquimalt/ Victoria border:** In response to feedback from the Township of Esquimalt, staff have revised the plan to encourage the City to work collaboratively with Esquimalt to establish a gateway at Esquimalt and Dominion Roads to recognize the transition between the two municipalities.
- 12. Victoria West School:** In response to feedback from School District 61, staff have revised the plan to show potential trail connections on the school field in a more conceptual manner, and to support potential expansion of out-of-school care services at Victoria West School.
- 13. Population Estimates:** In response to community feedback, a new sub-section on population and housing trends has been added to the plan's introduction.
- 14. Neighbourhood Visualization:** In response to community feedback for a comprehensive visualization of what Vic West could like in the future, staff have added a new map to show anticipated building heights in the neighbourhood. A more detailed visualization would require significant work to prepare accurately, and is outside the resources of the neighbourhood plan project.
- 15. Other Revisions:** In response to community feedback, staff have made a number of minor revisions for clarity, brevity, tone and detail throughout the plan. These are indicated in blue in the proposed plan.

Staff have carefully considered all feedback and do not recommend additional changes to the OCP amendments or proposed neighbourhood plan beyond those outlined here. In revising the draft plan, staff feel the proposed plan strikes a careful balance between accommodating future housing needs and types, maintaining neighbourhood character, supporting transit and local businesses, supporting the urban forest and preparing for a future population that is less reliant on vehicles.

The urban place designation amendments proposed to the Official Community Plan are consistent with the infrastructure needs identified in the Capital Regional District Liquid Waste Management Plan and the Capital Regional District Solid Waste Management Plan.

## **OPTIONS & IMPACTS**

### *Accessibility Impact Statement*

The neighbourhood plan contains a number of policies that will make public spaces more accessible to people of all abilities, including improving pedestrian crossings, sidewalks and trails.

### *2015 – 2018 Strategic Plan*

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

### *Impacts to Financial Plan*

Some initiatives related to the proposed Victoria West Neighbourhood Plan will have associated capital and operating costs. The funding status of identified implementation actions is outlined in

the Action Plan in Chapter 16 of the proposed plan. Implementation of the plan will need to be balanced with available resources and other City priorities. The actions may be accomplished through a combination of funding sources, including City capital programming, amenity contributions from development, senior government grants and other partnerships.

*Official Community Plan Consistency Statement*

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

**CONCLUSIONS**

Consideration of the proposed OCP amendments concurrent with approval of the Victoria West Neighbourhood Plan will ensure the two documents are in alignment immediately, which will provide more clarity for the public, landowners and developers seeking to submit development proposals to the City, and for staff in providing development advice to applicants.

Respectfully submitted,

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Senior Planner  
Community Planning

Jonathan Tinney  
Director  
Sustainable Planning and Community Development

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

**Date:** \_\_\_\_\_

**List of Attachments**

- Attachment 1: Proposed Victoria West Neighbourhood Plan, 2018
- Attachment 2: Official Community Plan Amendment Bylaw 18-056
- Attachment 3: Engagement Materials (January 2018): Summary of Revisions to First Draft of Victoria West Neighbourhood Plan
- Attachment 4: Engagement Summary and Feedback on Proposed OCP Amendments and Revised Draft Plan (April 2018)
- Attachment 5: Matrix of Revisions to OCP Amendments and Proposed Victoria West Neighbourhood Plan (April 2018)
- Attachment 6: Minutes from Advisory Design Panel, November 29, 2017