

# 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.

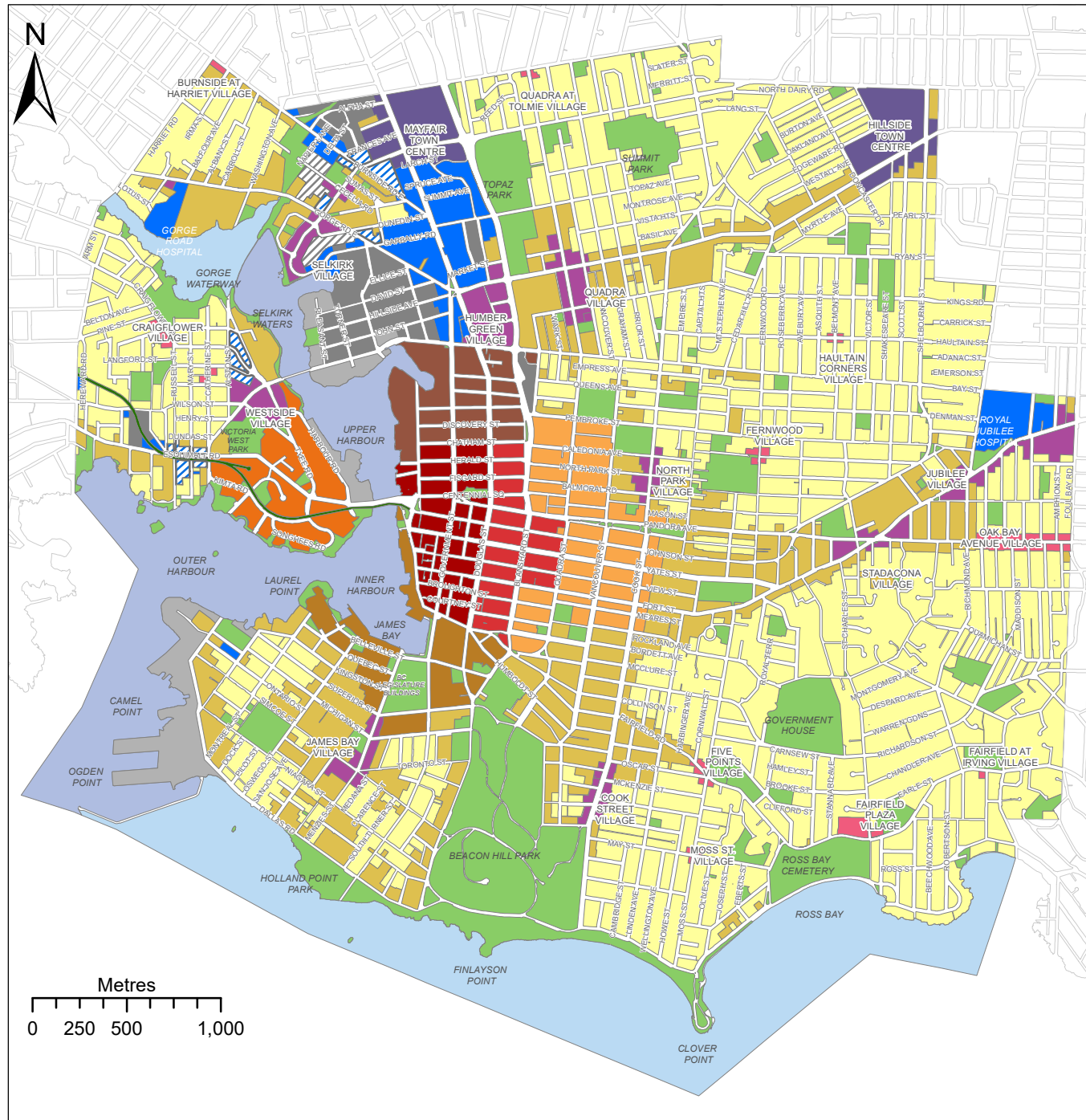
- 6 (g) That all 13 city neighbourhoods contain a range of housing types suitable to people with a mix of incomes, living in a variety of household types, throughout their lives.
- 6 (h) That the Harbour is strengthened as an area of significant economic, transportation, recreational and cultural activity 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 **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.
- 6.1.7 **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.
- 6.1.8 **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.
- 6.1.9 **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.
- 6.1.10 **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.
- 6.1.11 **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.
- 6.1.12 **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.
- 6.1.13 **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.

- 6.1.14 **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.
- 6.1.15 **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.



## MAP 2

### Urban Place Designations

- Core Historic
- Core Business
- Core Employment
- Core Inner Harbour/Legislative
- Core Songhees
- Core Residential
- General Employment
- Employment-Residential
- Industrial Employment
- Industrial Employment-Residential
- Marine Industrial
- Town Centre
- Large Urban Village
- Small Urban Village
- Urban Residential
- Traditional Residential
- Public Facilities, Institutions, Parks and Open Space
- Rail Corridor
- Working Harbour
- Marine

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 <b>floor space ratios</b> up to approximately 0.1:1.

Designation	Built Form	Place Character Features	Uses	Density
Public Facilities, Institutions, Parks and Open Space	Public buildings prominently sited in landscaped open space and formal grounds with variable heights.  Recreational, institutional, educational buildings and structures within open space.	Variable with landmark buildings and open spaces deployed across the city, serving as local, city-wide, regional or provincial destinations.	Government office, administration and ceremonial uses.  Accessory residential uses.  Recreational uses.  Institutional uses including education, health and research, culture, and assembly.  Accessory commercial services.	Total floor space ratios ranging up to approximately 0.5:1.
Traditional Residential	Ground-oriented buildings up to two storeys.  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.  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.	Houses with front and rear yards, with variable setbacks, oriented to face the street.  Variable landscaping and street tree planting.  Small apartments and local retail stores along arterial and secondary arterial roads, at intersections, and pre-existing in other locations.  On-street parking and individual driveways.	Ground-oriented residential including single, duplex and attached dwellings.  House conversions.  Accessory residential such as <b>secondary suites</b> and <b>garden suites</b>  Freestanding commercial at the intersection of major roads.  Low-rise multi-unit residential and mixed-use along arterial and secondary arterial roads.  Home occupations.  Limited local-serving commercial uses considered in limited locations identified in neighbourhood plans.	Total floor space ratios up to approximately 1:1.  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.
Urban Residential	Attached and detached buildings up to three storeys.  Low-rise and mid-rise multi-unit buildings up to approximately six storeys.	Variable yard setbacks with primary doorways facing the street.  Variable front yard landscaping, boulevard and street tree planting.  On-street parking and collective driveway access to rear yard or underground parking.	Ground-oriented multi-unit residential.  House conversions.  Low to mid-rise multi-unit residential.  Low to mid-rise mixed-use along arterial and secondary arterial roads.  Home occupations.  Visitor accommodation along Gorge Road and in pre-existing locations.	Total floor space ratios generally up to 1.2:1.  Increased density up to a total of approximately 2:1 may be considered in strategic locations for the advancement of plan objectives.  (SEE POLICY 6.22)  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.

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 for the advancement of plan objectives.</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>
Large Urban Village	<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 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 <b>street wall</b>.</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>



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, <a href="#">mid-block walkways</a>, 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 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> <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>

Designation	Built Form	Place Character Features	Uses	Density
Core Residential, cont.				<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. 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
<b>Industrial Employment</b>	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.
<b>Industrial Employment-Residential</b>	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.
<b>Marine Industrial</b>	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>	Total floor space ratios up to approximately 2:1.
Employment-Residential	Commercial, light industrial or mixed-use buildings up to approximately five storeys in height.	<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 As a fully urbanized city, there are no sand and gravel deposits suitable for future sand and gravel extraction defined in this plan.
- 6.7 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.
- 6.8 Encourage the logical assembly of development sites that enable the best realization of permitted development potential for the area.
- 6.9 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

- 6.10 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:
  - 6.10.1 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;
  - 6.10.2 Expanding the Core Business area as the primary location for offices and other forms of commercial development;

- 6.10.3 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;
  - 6.10.4 Accommodating and fostering a greater range of housing options throughout the Downtown Core Area, including non-market housing;
  - 6.10.5 Identifying strategies to acquire and develop key public amenities, including urban plazas, park spaces, Government Street Mall extension and the [Harbour Pathway](#);
  - 6.10.6 Introducing additional financial incentives to support and encourage the seismic upgrading of heritage buildings within the Downtown;
  - 6.10.7 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;
  - 6.10.8 Strengthening Rock Bay as a key employment centre within an attractive urban setting;
  - 6.10.9 Supporting the economic function and role of the Working Harbour, while recognizing opportunities to improve public access to the waterfront;
  - 6.10.10 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,
  - 6.10.11 Providing a careful transition of use intensity, development density and building height to adjacent areas.
- 6.11 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].



- 6.12 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.
- 6.13 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].
- 6.14 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].
- 6.17 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.
- 6.18 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.
- 6.19 Prepare local area plans for Large and Small Urban Villages consistent with the broad objectives of the Official Community Plan.
- 6.20 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].

## TOWN CENTRES AND URBAN VILLAGES

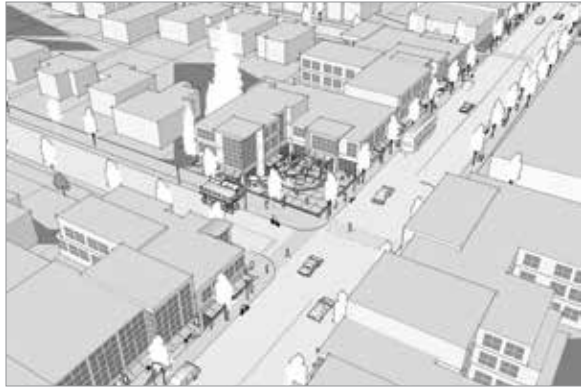
- 6.15 Town Centres and Urban Villages should progress towards, as a result of new development and local area planning, a complement of community and commercial services and public amenities appropriate to each level of the hierarchy of villages and centres described in the guidelines shown in Figure 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.
- 6.16 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.

**Figure 9: Guidelines for Complete Town Centres and Urban Villages**

Element	Small Urban Village*	Large Urban Village*	Town Centre
<b>Commercial and Community Services</b>	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. <b>Social services.</b> 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.
<b>Parks and Open Space</b>	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.
<b>Pedestrian and Bicycle Network</b>	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.
<b>Public Transportation</b>	Local transit stop or within 200 metres of a frequent transit stop	Frequent transit stop.	Rapid or frequent transit station.
<b>Conceptual Illustrations</b>	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



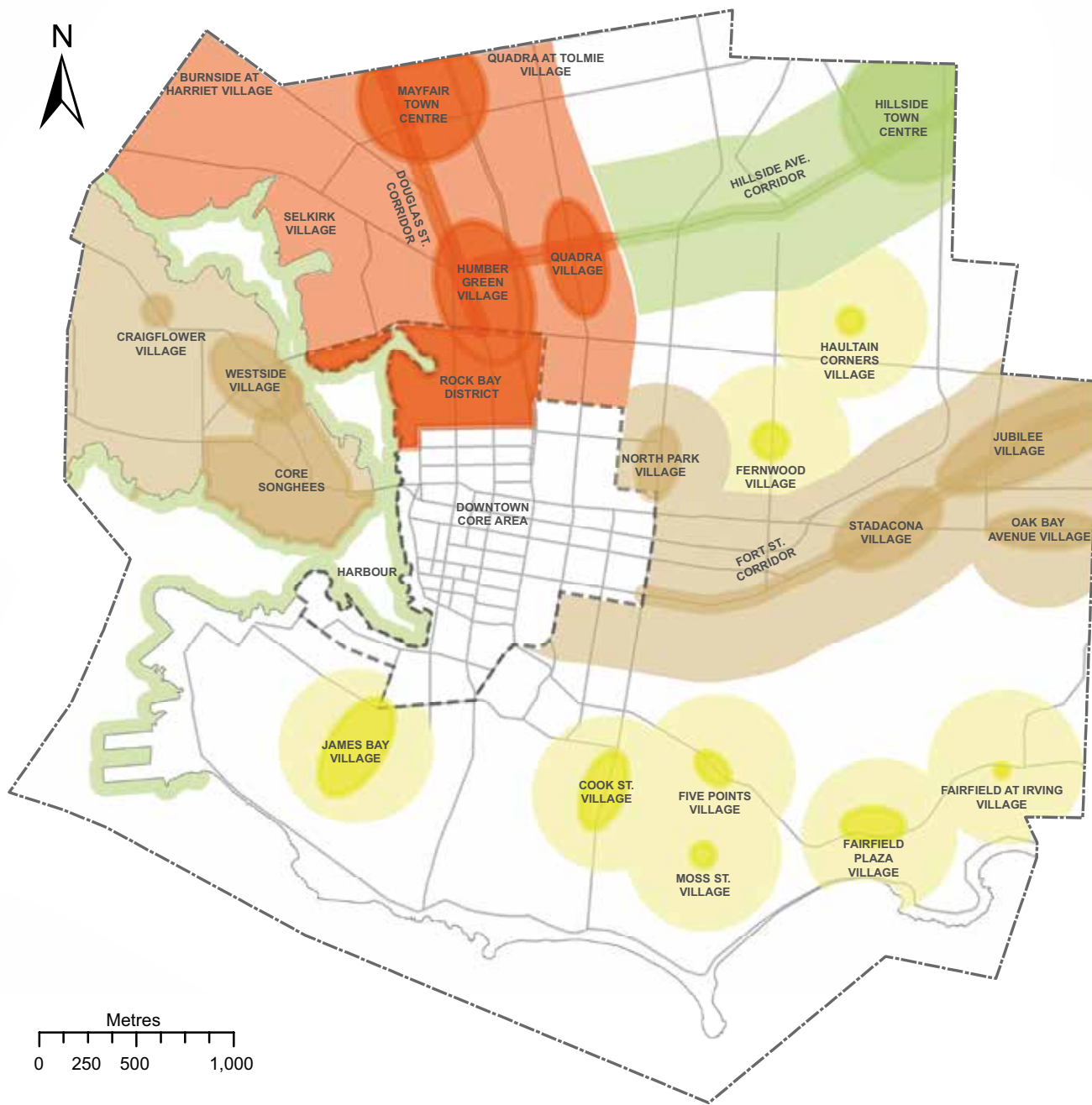
Small Urban Village – Street View



Large Urban Village – Street View

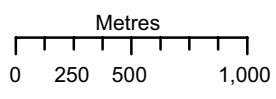
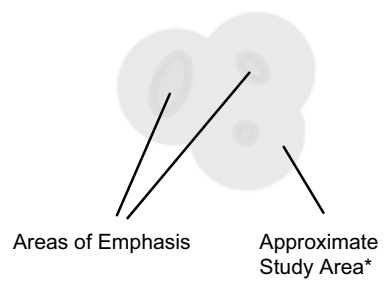


Town Centre – Street View



**MAP 3**  
Local Area  
Planning Priorities

- Priority 1
- Priority 2
- Priority 3
- Priority 4



\*The boundaries of study areas are approximate and will be defined for each local area on a case-by-case basis.

## URBAN AND TRADITIONAL RESIDENTIAL

- 6.21 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].
- 6.22 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:
  - 6.22.1 within 200 metres of the Urban Core; or
  - 6.22.2 within 200 metres of Town Centres or Large Urban Villages; or
  - 6.22.3 along arterial or secondary arterial roads
 [SEE ALSO POLICY 6.3]

## EMPLOYMENT LANDS

- 6.23 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

- 6.24 Support marine-related industry, water-borne transport, marine air transportation, and tourism activities in Victoria Harbour by:
  - 6.24.1 Limiting new residential development on lands immediately adjacent to the Upper Harbour south of the Point Ellice Street Bridge and north of Swift Street;
  - 6.24.2 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,
  - 6.24.3 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.

- 6.25 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.
- 6.26 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.
- 6.27 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

- 6.28 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].
- 6.29 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.
- 6.30 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.
- 6.31 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

- 6.32 The following targets should be considered in measuring progress towards the plan's land management and development objectives:
- 6.32.1 Victoria accommodates a minimum of 20,000 additional residents from 2011 to 2041;
  - 6.32.2 The Urban Core accommodates a minimum of 10,000 additional residents from 2011 to 2041;
  - 6.32.3 Victoria accommodates a minimum of 20% of the region's cumulative new dwelling units to 2041;
  - 6.32.4 The Urban Core accommodates a minimum of 10% of the region's cumulative new dwelling units to 2041; and,
  - 6.32.5 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.