



# **Town of View Royal**

## **OFFICIAL COMMUNITY PLAN BYLAW NO. 811**

## **AMENDMENT BYLAWS**

<u>Bylaw #</u>	<u>Description</u>
834	Schedule L – adopted 07/12
848	Schedule L – adopted 07/13
	Schedule P – adopted 07/13
883	Schedule L – adopted 03/14
893	Part 1 (1) – Community Development Framework – adopted 09/14
	Part 1 (1) – Land Use Designations – adopted 09/14
	Part 5 – adopted 09/14
	Schedule L – adopted 09/14
896	Schedule L – adopted 09/14
917	Schedule P – adopted 06/15
933	Schedule L – adopted 11/15
963	Schedule L – adopted 07/17
972	Schedule P – adopted 07/17
996	Schedule L – adopted 07/18
1003	Schedule L – adopted 09/18
1024	Schedule 1 – adopted 02/20
1060	Part 4 – Dev. Permit Area: Neighbourhood Mixed Use – adopted 04/21
	Part 1 (1) – Policy LU1.5 Land Use Designations – adopted 04/21
	Schedule L – adopted 04/21
1139	Schedule P – adopted 06/24
	Part 4 – Dev. Permit Area: Intensive Residential – Garden Suite – adopted 06/24
1156	Schedule L – adopted 12/25
	Policy LU1.5 – adopted 12/25
	Policy LU4.14 – adopted 12/25
	Housing Need Requirements – adopted 12/25
	Policy HS1.9 – adopted 12/25
	Policy HS1.12 – adopted 12/25

## ***Foreword and Acknowledgements***

This Plan is the outcome of over a year of research, public participation and planning. Many individuals and groups contributed to the development of the ideas and policies contained in this document. The authors are grateful to everyone who provided interest, perspective, and support. In particular, we wish to recognize the following people for the exceptional amount of time and energy they invested in the planning process.

### ***Town Council***

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### ***Staff and Students at***

### ***Shoreline Community Middle School and Eagle View Elementary School***

The successful implementation of this Plan is dependent on the collaboration of individuals, organizations and government bodies. Working together, the results of this collaboration will build a strong, sustainable future for View Royal.

Respectfully submitted,

CitySpaces Consulting Ltd.  
Eric Vance & Associates  
Chow Low Hammond Architects  
Sustainability Solutions Group

April 2011

## **Youth Art in the OCP**

During the fall of 2009, students at Eagle View Elementary School and Shoreline Community Middle School spent time considering the future of their community. They identified elements of View Royal that were important to them, and developed ideas for how the community might change to better meet the needs of youth and all residents. Student representatives presented their ideas for making View Royal their Dream Town to Town Council, teachers, planning staff and the OCP consultant team. All parties were impressed by the thoughtfulness, creativity and relevance of the students' recommendations. Ideas and images created by the students are included throughout this Plan, and have informed the development of policies in each chapter.



*Student representatives from Shoreline Community Middle School at Town Hall with View Royal Town Council.*



*Artwork from students at Eagle View Elementary School.*



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*Data Source: Geography Division, Statistics Canada, Boundary Files, 2006 Census 92-160-XWE/XWF.  
Other data supplied by the Capital Regional District and the Town of View Royal.*

*Note: For graphical reference only; data accuracy pending verification.*



# INTRODUCTION

## OVERVIEW

View Royal is an attractive, largely residential community of over 9,400 people in the centre-west part of the Capital Region. It shared boundaries with several other jurisdictions – Esquimalt, Saanich, Langford, Colwood, Highlands, and the Esquimalt and Songhees First Nations. The municipality was incorporated in December 1988; previously, it had been an Electoral Area of the Capital Regional District (CRD). In 1996, a large tract of land north of Thetis Lake Regional Park was annexed to View Royal. The Town's previous Official Community Plan (OCP) was adopted in 1999.

The Town is traversed by three major transportation routes – Highway 1 (Trans-Canada Highway), the Island Highway and the E & N (Esquimalt and Nanaimo) rail line. These routes have had a significant impact on the development pattern of View Royal for several decades.

The form and character of View Royal has also been shaped by a rich variety of ecosystems. These include the salt-water environment of Esquimalt Harbour and Portage Inlet, the blending of salt and fresh waters in Craigflower and Millstream Creeks and their estuaries, and the fresh water ecosystems of Thetis, Prior and McKenzie Lakes. Terrestrial environments are equally varied, ranging from the moist Douglas Fir forest habitat to the drier, rockier areas that produce the unique and rich Garry Oak meadows.

Urban-type development in View Royal dates from the 1930's when homes and cottages were built along Esquimalt Harbour and Portage Inlet. Much of View Royal was developed in the 1960s and 1970s. The lack of sewers postponed development during the late 1980s and early 1990s. In 1998, trunk sewers were extended through View Royal, to Colwood and Langford, as part of a major infrastructure program coordinated through the CRD, with significant federal and provincial funding. The extension of services provided opportunity for new development and redevelopment at higher densities in some parts of View Royal.

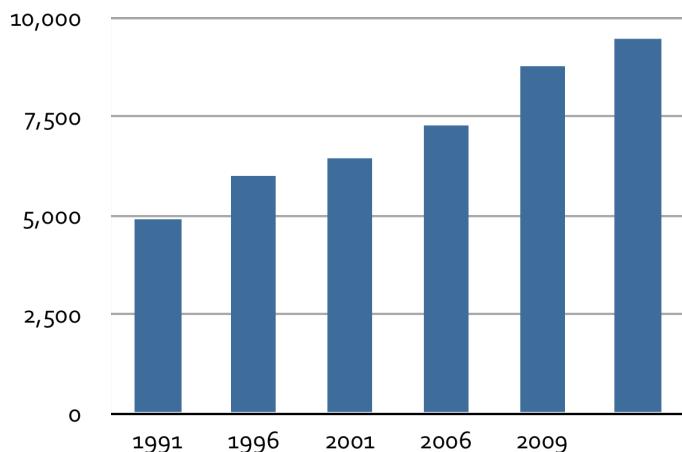
Victoria General Hospital is centrally located in View Royal. This regional facility is one of the largest employers on Vancouver Island and accounts for at least one third of the approximately 4,000 jobs in View Royal. Despite the high number of jobs in View Royal, relatively few people (7.5% of the population) live and work in the Town. This means that most of the working population commutes to other municipalities for their jobs.

The tax base in View Royal is lopsided to residential. The residential sector accounts for 74% of the municipal tax base. The business sector accounts for 25%.

Since the adoption of the 1999 OCP, View Royal has experienced substantial residential growth and felt the impacts of a rapidly changing region. Although View Royal is identified as part of the regional "Core" – which is expected to experience gradual and moderate growth over the coming decades – it borders the West Shore communities where the majority of new regional growth is anticipated. Colwood and Langford project a need for nearly 30,000 new housing

units over the next two decades to house a combined population that is expected to reach more than 80,000. View Royal's pivotal location within the Capital Region, easy access to transportation corridors, and reputation as a desirable place to live, mean that this once semi-rural community is also changing.

### Population Growth, 1986 to 2009



The population has grown 93% between 1986 and 2009.

Sources:  
Census of Canada and CRD

View Royal has set strong goals for shaping new growth and change. As a signatory to the BC Climate Action Charter, View Royal is committed to becoming a carbon neutral and sustainable community. Among other things, this means reducing greenhouse gas emissions, promoting compact development, conserving natural resources, providing jobs and amenities locally, supporting affordable housing, and creating healthy and vibrant social and cultural spaces. This represents a significant paradigm shift for a community historically characterized by detached, ground-oriented housing and a commuting work force.



The OCP is View Royal's best opportunity to guide local planning decisions in a manner that promotes sustainability. *Policies set forth in this Plan solidify View Royal's determination and ability to grow from being a bedroom community for Victoria to becoming a complete and inclusive town all its own.*

## COMMUNITY VISION STATEMENT

*The following statement sets out the community's aspirations for what type of place View Royal should be in 20 years and beyond. It describes the state of the community in the future as residents wish it to evolve. The Vision was developed through extensive consultation with the community and is the guiding force behind the policies of this Plan.*

View Royal is a dynamic and inclusive community that manages growth, while retaining the charm of its traditional neighbourhoods. It is home and workplace to people from all walks of life. Its neighbourhoods are attractive, affordable, walkable and safe. Each neighbourhood has an identifiable character and is connected to nearby centres – and a recognizable central community gathering place – through greenspace corridors and pedestrian/cyclist-friendly streets. Some centres are parks for families to gather and youth to play sports. Others are bustling, mixed-use places with a range of services, amenities, businesses and housing.

View Royal recognizes the impacts of climate change, and is responding by actively promoting energy-efficient, sustainable development, and environmental protection. Well-designed compact housing ensures choice, affordability and better use of land. Infill and redevelopment near neighbourhood centres and transit corridors provides jobs and services closer to where people live – minimizing the need for commuting, and creating pedestrian-friendly streets and destinations.

The local economy is diversified and strong, providing employment, shopping and service options to local and regional residents. Heritage tourism and eco-tourism are promoted as sustainable ways to stimulate the economy and showcase View Royal's environmental and cultural assets.

Getting around safely by foot, bike, bus and train is convenient and enjoyable, and a viable alternative to car travel. Train, light rail and other forms of rapid transit are supported by development that facilitates ridership and walkable places.

The Town is endowed with unique natural environments – Thetis Lake Park, Millstream Creek, Craigflower Creek, Esquimalt Harbour and Portage Inlet. The integrity and beauty of these natural amenities are protected and enhanced, while public access to recreation and natural areas is improved. The Town's vast recreation assets are well promoted and integrated into the community. Environmental stewardship and better use of resources – such as alternative energy generation and enhanced waste management – are pursued.



Community members participate in the "Options for the Future" workshop.

View Royal, in embracing fiscal sustainability and economic wellness, “lives within its means” and adapts to change. The community is healthy, diverse, innovative, and well prepared to meet the needs of the present and plan for those of the future.

Nine goals expand on the vision and set the framework for the plan:

1. Promote a strong sense of community in all areas and neighbourhoods of the Town, and create an enhanced sense of place and identity, which draws on the Town’s array of parks, trails and recreational activities, as well as its unique waterfront setting.
2. Create an inclusive community that provides housing, transportation and healthy living options, and services and facilities for families and individuals of diverse backgrounds, cultures, ages and economic means.
3. As the community grows, recognize the unique relationship between the highly valued natural and residential characteristics of View Royal, and maintain these values.
4. Confirm View Royal as an environmentally responsible community committed to becoming a more sustainable place and planning for global climate change.
5. Recognize, preserve and protect the substantial historic and cultural resources in View Royal.
6. Ensure that community services and amenities can be provided within the financial means of the municipality, and strengthen partnerships with regional service providers to increase local opportunities.
7. Identify suitable land areas and development incentives for commercial, institutional and mixed-use activities as a means of supplying local employment opportunities, broadening the municipal tax base, and promoting View Royal as a business-friendly community.
8. Recognize the regional role of the community as a link in major transportation and environmental systems, and cooperate with other municipalities and governments to address regional issues, while also protecting local values and promoting long-term sustainability.
9. Ensure that all citizens of View Royal have opportunities to be informed and meaningfully involved in planning and decision-making processes.

### ***Sustainability***

The term ***sustainability*** was used and discussed during the community visioning process. Based on those discussions, and other accepted interpretations of the term, sustainability is understood to mean the long-term viability of View Royal as a complete and inclusive community, and its commitment to plan for the health of the natural, economic, cultural and social environments in a balanced and integrated manner. Sustainable planning in View Royal will support environmental stewardship, decreased auto dependency, compact development, more local food production, alternative energy generation and energy conservation, social and cultural planning, economic diversification, stronger community identity, and enhanced street life. All of this will be done to create a healthy community today and lasting legacy for future generations.

## PURPOSE AND SCOPE

The Official Community Plan (OCP) contains a series of goals, objectives, policies and implementing actions that guide the way View Royal will grow and change in the coming years, and establishes priorities for decision-making. The Plan is the second update of the first OCP, adopted in 1990, two years after the Town of View Royal was incorporated. It reflects the changes that have happened in the community since the late nineties when the last update was completed, responds to prevailing values and interests of today's residents, and anticipates the future needs of the community.

The OCP is primarily intended to guide the plans and decisions of landowners, businesses and Town Council regarding land use, roads and services. While the OCP contains some statements about how development should occur, other Town Bylaws, notably the Zoning Bylaw and the Subdivision Bylaw, regulate the details of land development.

The Town is authorized and mandated to create an OCP through legislation contained in the *Local Government Act*. The OCP provides guidance, but not absolute certainty, about the future use of land and municipal services. As circumstances warrant, the Town Council may amend the Plan. The OCP must respect the jurisdiction of other levels of government and other public agencies.

The OCP covers the entire area of the Town of View Royal. In total, the Town covers an area of 1,731 hectares, including Thetis Lake Regional Park (224 hectares). View Royal is divided into eight distinct neighbourhoods, which also serve as planning areas in the OCP.

## PLANNING PROCESS

Planning for the OCP Update began in the spring of 2009 with the initiation of an existing conditions analysis and community visioning process. From the onset, the planning process was designed to be inclusive and far-reaching, with the goal of receiving input from both those who normally participate in municipal planning efforts, and from those who do not. During the year that followed, a diversity of individuals, organizations and agencies shared their views for creating a great future for View Royal. The updated OCP is the result of research, analysis, discussion, and the insightful input of all those who participated in the planning process.

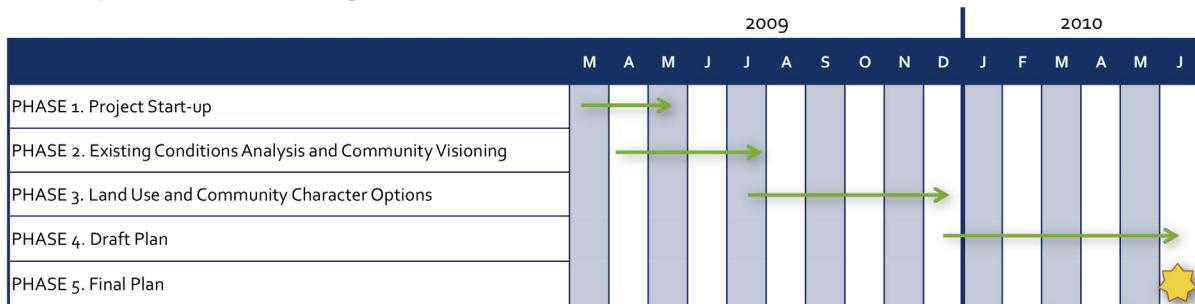
The community engagement strategy for the OCP Update included both traditional and non-traditional involvement methods implemented over the course of about a year:

- *Community Visioning Workshop* engaged residents and stakeholders in discussions about the desired future for the Town.
- *Community Options Workshop and Preview Nights* focused on identifying a preferred approach for achieving the Community Vision.
- *Seven Neighbourhood Conversations and Walkabouts* organized with the help of a dedicated group of volunteer residents representing the Town's different neighbourhoods.
- Three *Newsletters* mailed to all residents via Canada Post.

- *Online Engagement* conducted through an interactive project website, mini-surveys, email list and Facebook® page.
- Four *Dream Town Student Workshops* at Shoreline Community Middle School that resulted in a special meeting of Town Council to receive recommendations developed by the students.
- *Dream Town Art Projects* completed by Eagle View Elementary Students and displayed at Town Hall during the month of December 2009.
- *Stakeholder Interviews* conducted in-person, and over the phone, with large property owners, developers, real estate professionals, and representatives from local businesses, community organizations, service providers and non-profit groups.
- *Communications, notification letters and meetings with other levels of government, and regional, provincial and federal agencies.*
- *Community Open House* to showcase the draft plan and receive input.
- *Town Council Review* at key points in the planning process.

The Planning Process also benefited significantly from the work of the *OCP Community Committee*. Composed of volunteer View Royal residents, the Committee met seven times to provide advice to the planning team on the process and overall direction of the Plan.

#### View Royal OCP Review Planning Process



Shoreline Community Middle School students illustrate and articulate their ideas for the future of View Royal.

## REGIONAL CONTEXT STATEMENT

The first Regional Growth Strategy (RGS) was adopted by the Capital Regional District in August 2003 and was succeeded by a new RGS in 2018. The Town's Official Community Plan (OCP) was adopted in 2011 and is the third OCP since incorporation in 1988. The OCP is consistent with the current RGS through goals, objectives and policies that guide long-term growth and change in a healthy and sustainable manner as follows:

### *Vision*

The RGS vision and objectives are for a vital economy, livable communities, environmental stewardship, management of natural resources and collective action on climate change. The OCP's Community Vision Statement and the nine goals are consistent with this vision, in particular the following goals:

- A diversified and strong economy
- An inclusive community that provides housing, transportation and healthy living options, and services and facilities for families and individuals of diverse backgrounds, cultures, ages and economic means
- An environmentally responsible community committed to becoming a more sustainable place and planning for global climate change

### *Population Projection*

Year	Population	Dwellings	Employment	Source
2011	9600	4100	4800	Statistics Canada Census
2016	10408	4299	5340	Statistics Canada Census
2038	15000	6700	5900	CRD RGS projection

Based on 2011 Census figures, the RGS projects that View Royal will have a population of 15,000 by 2038. This represents an increase of 5400 residents. Between 2011 and 2016 View Royal's population increased by 9.5% to 10,408. The 2038 target could be achievable if the trend of 160-200 additional residents per year continues.

An RGS amendment is currently in the consultation phase to adopt updated projections at the sub regional level instead of the municipal level. View Royal is part of the Core Sub Region for which a population increase of 14.5% is projected between 2018 and 2038. If the Town's average population growth of 161 people per year for the 2011-2016 period were to continue, the population would increase from 11,200 in 2018 to 12,816 in 2038 for an increase of 14.4%.

### *Managing and Balancing Growth*

#### *Keep Urban Settlement Compact*

The OCP has established an Urban Growth Boundary (see *Schedule K*) that is consistent with the Urban Containment Policy Area shown on RGS Map 3(a) (Growth Management Concept Plan). Parts 1, 2, 3 and 4 of the OCP contains a range of policy tools that direct growth and servicing to create complete communities within the RGS Urban Containment Policy Area. The OCP explicitly directs new growth into higher density mixed-use centres and as infill in existing neighbourhoods. Auto-dependent suburban growth patterns and outward expansion of non-rural uses beyond the Urban Growth Boundary are not supported in the OCP, contributing to the RGS target to accommodate a minimum of 95% of the region's new dwelling units within the Urban Containment Policy Area.

### ***Protect the Integrity of Rural Communities***

View Royal plays a part in the regional management of urban sprawl as a considerable area of privately held rural land (mostly in the Thetis Planning Area) is separated from the Town's urban area by the RGS Urban Containment Boundary. The OCP is consistent with RGS Objective 1.2 to protect the integrity of rural communities through policies such as Policy LU1.5 to ensure that the character of rural areas are maintained through low residential densities, limited uses and open space conservation and Policy LU12.2 to focus growth within the Urban Growth Boundary.

Environment-related policies are also consistent with RGS objectives for the integrity of rural areas, such as OCP policy NE2.15, which seeks a balance between protecting the natural environment and supporting rural and agricultural uses north of Thetis Lake Regional Park.

## ***Environment and Infrastructure***

### ***Protect, Conserve and Manage Ecosystem Health***

The OCP aligns with RGS Objective 2.1 to protect, conserve and manage ecosystem health through policies such as the following:

1. Acquire 100% of the sea to sea green/blue belt running from Saanich Inlet south to Juan de Fuca Strait and complete 100% of the Regional Trail Network.
  - Thetis Lake Regional Park and Mill Hill Regional Park are regionally significant parks. The OCP designates these parks and other major parks as Parks, Open Spaces and Recreation. This land use designation and OCP Policies LU12.1 and PR2.2 support the long-term protection of these parks and are consistent with the RGS Capital Green Lands Policy Area.
  - OCP policy LU6.1 supports the preservation of existing parks, trails and conservation areas, and the acquisition of additional dedicated greenspace. Policy TR1.7 also supports the expansion of both local and regional trail networks to enhance connectivity and public access.
  - View Royal contains the lower sections and estuaries of Millstream and Craigflower Creeks, and also includes a notable portion of the Esquimalt

Harbour. Specific policies are directed to acquiring protection of and access (where suitable) along riparian corridors, and to marine waterfronts that are privately held. The OCP establishes environmentally sensitive areas that are protected through comprehensive Development Permit Guidelines in Part 4 of the OCP

2. Reduce contaminants to fresh and marine water bodies

- The Environmental Protection and Natural Hazard Development Permit Areas contain guidelines for the protection of natural watercourse/shoreline areas and sensitive terrestrial ecosystems. Along with Policy NE2.7 to manage stormwater discharges, these aim to minimize environmental impacts and to enhance the quality of fresh and marine water.
- Policies NE1.9, NE1.10, and NE1.12, which respectively support inter-jurisdictional watershed planning, community stewardship, and public education.

### ***Manage Regional Infrastructure Services Sustainably***

The OCP is consistent with RGS Objective 2.2 for the management of regional infrastructure for water and sewer service in a cost-efficient and sustainable manner by promoting densification for more efficient infrastructure through policies such as Policy IS1.1 to support a sustainable development pattern for the extension of services, and Policy IS1.2 to ensure adequate and appropriate infrastructure. Very limited greenfield development sites remain. Since future population growth would through densification, RGS Policy 2.2.2a regarding growth in water demand would be addressed by upgrading rather than extending infrastructure.

### ***Housing and Community***

#### ***Create Safe and Complete Communities***

RGS Objective 3.1 to locate services, jobs and amenities closer to where people live is supported throughout the OCP. The creation of more self-sufficient neighbourhoods and a complete community is a cornerstone of the Plan. Chapter 1 includes a wide range of policies related to developing a series of compact, mixed-use centres throughout the Town to promote walkability, enhance access to services, reduce automobile reliance, strengthen the Town's sense of place and increase housing choice. Chapter 1 and Chapter 3 include policies for supporting higher density housing and a variety of housing forms to create choice and diversity in the mixed-use centres. The key policies are LU1.1 to create self-sufficient neighbourhood centres, LU4.6 to address the unique housing needs of families, seniors and people with disabilities and HS1.2 to support aging in place. Chapter 2 further describes how the centres will be interconnected and easily accessed from established neighbourhoods through a multimodal transportation network. In accordance with RGS Objective 3.1 Policy 3, OCP Policy NE3.4 and

the guidelines of the Natural Hazard development permit area discourage development near potential seismic, slope stability and water hazards.

In keeping with Local Government Act Section 447 (1)(b) to bring the OCP into consistency with the RGS, consideration will be given towards setting a municipal target for the number of people living in complete communities when the OCP is reviewed in the future.

### ***Improve Housing Affordability***

In accordance with RGS Objective 3.2, the policies in OCP Part 3 encourage affordability in the development of both market and non-market housing. These include the following policies: LU2.4 to support the continuation of the Town's existing Secondary Suites Program, LU1.6 to encourage financial contributions to the Regional Housing Trust Fund, HS1.8 to support collaborations and partnerships with other levels of government and non-market housing providers, HS1.9 to encourage innovative approaches residential infill, and HS1.10 to facility "affordability by design", i.e. adjusting development standards to reduce construction costs.

Action HS3 supports an Affordable Housing Policy that identifies issues, establishes strategies and sets targets. The policy should also address RGS targets to increase the supply of affordable housing and to reduce the number of people in core housing need.

In keeping with Local Government Act Section 447 (1)(b) to bring the OCP into consistency with the RGS, consideration will be given towards the reducing the number of people who are homeless when the OCP is reviewed in the future.

## ***Transportation***

### ***Improve Multi-Modal Connectivity and Mobility***

To address the goals of RGS Policy 4.1 to achieve a transportation system by 2038 that sees 42% of all trips made by walking, cycling, transit, the OCP draws on the View Royal Transportation Master Plan, which is consistent with the Regional Transportation Plan in the identification of major routes and the goal of a strong regional multimodal network. The OCP is consistent with the RGS in emphasizing multimodal transportation throughout the Town, and recognizing walking, cycling and transit as priority transportation modes. Key policies include TR1.1 to encourage multimodal transportation system streetscape enhancements, TR1.2 for pedestrian improvements, TR1.3 to encourage cycling facilities, and Policies TR1.4, TR1.5 and TR1.6 to support expanded transit services, rapid transit and commuter rail.

The OCP directs the Town to work with community organizations, transportation agencies and other levels of government towards improvement of local and regional networks, including multiuse trails, rapid transit service and commuter rail. All the transportation policies in Chapter 2 of the OCP are consistent with RGS Objective 4.1 and are supported with complementary land use policies aimed at locating people closer to transit, trails and multimodal corridors, including:

- LU1.1 for the creation of compact, walkable and cycling friendly hubs

- LU1.2 and LU2.2 for centres connected to neighbourhoods and surrounding areas by a range of transportation choices

## ***Economic Development***

### ***Realize the Region's Economic Potential***

RGS Settlement Concept Map (3)b identifies three nodes in View Royal: Hospital Neighbourhood Centre (Eastern Gateway Corridor), Town Centre and Atkins Centre (Western Gateway Corridor) areas in the OCP. Policies ED1.1, ED1.3, LU11.2 (Hospital) LU8.2 (Eastern Gateway), and LU6.3 (Atkins) supporting investment, economic development, and employment in these areas are consistent with. In keeping with Local Government Act Section 447 (1)(b) to bring the OCP into consistency with the RGS, consideration will be given towards RGS Objective 5.1's target of a jobs/population ratio of 0.60:1 in the Core Area when implementing Action ED1 to create an Economic Development Strategy or when the OCP is reviewed in the future. There are no RGS Renewable Resource Lands within the Town.

## ***Food Systems***

### ***Foster a Resilient Food and Agriculture System***

There is very little active farmland and only one parcel within the Agricultural Land Reserve. Nevertheless, Part 1 of the OCP supports RGS Section 6.1 through policies such as: LU5.8 encouraging the preservation of existing farmland, LU5.9 supporting urban agriculture, and Action LU10 to consider a food security strategy. In keeping with Local Government Act Section 447 (1)(b) to bring the OCP into consistency with the RGS, consideration will be given towards the Town's contributions to achieving RGS Objective 6.1's target of a 5000ha increase in crop-producing land in the region when the OCP is reviewed in the future.

## ***Climate Change***

### ***Significantly Reduce Community-Based Greenhouse Gas Emissions***

One of the nine principal goals of the OCP is "to confirm View Royal as an environmentally responsible community committed to becoming a more sustainable place and planning for global climate change." This is consistent with RGS objectives of a low-carbon built form that supports efficient energy use, the provision of clean and renewable district energy, active transportation modes, transit service, and low/zero emissions vehicles of a low-carbon built form to reduce energy demand. Following RGS Objective 7.1 Policy 2 to adapt to climate change and set greenhouse gas emission (GHG) targets, OCP targets for the Town's contributions are set out in the following policies:

Policy	Target
NE4.2	<ul style="list-style-type: none"> <li>12% reduction (or 13,480 Co<sub>2</sub> tonnes) by 2017 for total community-wide GHG emissions output of 27,369 CO<sub>2</sub> tonnes).</li> <li>33% reduction (or 32,678 Co<sub>2</sub> tonnes) by 2030 for total community-wide GHG emissions output of 8,171 CO<sub>2</sub> tonnes).</li> </ul>
NE4.3	<ul style="list-style-type: none"> <li>community-wide 12% reduction of on-road transportation and building source GHG emissions from 2007 levels by 2017</li> </ul>
NE4.4	<ul style="list-style-type: none"> <li>10% reduction of corporate (Town of View Royal) GHG emissions from 2008 levels by 2018</li> </ul>
NE4.5	<ul style="list-style-type: none"> <li>carbon neutral corporate operations, transport, facilities and waste by 2012</li> </ul>

In keeping with Local Government Act Section 447 (1)(b) to bring the OCP into consistency with the RGS, consideration will be given towards the Town's contributions to achieving RGS Objectives for 2038 community greenhouse gas emissions by 33% (from 2007 levels) by 2020, and by 61% by 2038 when the OCP is reviewed in the future.

## USING THE OCP

The OCP includes ten topic-specific policy chapters. These chapters are organized into three parts, representing fundamental components for planning a sustainable future: Physical Environment, Social Environment and Economic Environment. Each chapter includes an overview of the planning context, and descriptive objectives, policies and implementing actions for carrying forward the Vision of the plan. A separate chapter on implementation follows this introduction, and information on Development Permit Areas is located in Part 4, ahead of the Glossary and Appendices.

Callout boxes are used throughout the plan to draw attention to specific ideas, concepts or definitions. Photos, diagrams and maps help illustrate physical and spatial concepts, and relationships referenced in the text.

### *Objectives, Policies and Implementing Actions*

The following terms are used extensively throughout the OCP to communicate the Town's policy direction, and to identify planning and implementation priorities.

- **OBJECTIVES** are broad, long-term aspirations.
- **POLICIES** provide specific guidance for decision-making.
- **IMPLEMENTING ACTIONS** are discrete steps for achieving the objectives and carrying out the policies.



*The Community Conversation and Walkabout Group visits the Atkins Neighbourhood.*



# PART 1 – PHYSICAL ENVIRONMENT

## 1 | Land Use and Urban Design

### OVERVIEW

The Land Use and Urban Design chapter of the OCP sets out a framework for decision-making on land use and community placemaking in View Royal. The chapter establishes objectives, policies and implementing actions for a new approach to development in View Royal that focuses growth and development around mixed-use centres, transit and trails. It also describes preferred outcomes for the scale and character of public and private development, favouring compact and people-friendly design that contributes to an increasingly sustainable and dynamic community.

#### GOALS:

- Create an inclusive community that provides housing and transportation options, and services and facilities for families and individuals of diverse backgrounds, cultures, ages and economic means.
- Promote a strong sense of community in all areas and neighbourhoods of the Town, and create an enhanced sense of place and identity throughout.
- As the community grows, recognize the unique relationship between the highly valued natural and residential characteristics of View Royal, and maintain these values.

### VIEW ROYAL TODAY

View Royal's approximate 16.2 square kilometres includes Thetis Lake Regional Park and portions of Esquimalt Harbour and Portage Inlet. Much of the Town is covered in water or protected natural areas. Undeveloped and protected land is concentrated in the north half of the community, outside the region's Urban Containment Boundary. View Royal Park and Portage Park, located in the south half of View Royal, are two of the largest local parks of the over 50 parks and greenspaces in the community.

Commercial uses are predominately limited to locations along the Island Highway, Admirals Road and major intersections. Much of the commercial development is low intensity and auto-oriented; typified by single level buildings with large parking areas, often set back or oriented away from the road. Unlike many



*Small businesses along the Island Highway.*

communities in the Capital Regional District, View Royal does not have an identifiable commercial town centre, or central gathering place, for civic and cultural activities.

Three schools, two community halls, municipal buildings and the hospital account for most of the Town's public facilities.

Most of the developed land in View Royal is designated as residential and can be characterized as suburban neighbourhoods. View Royal has historically been a bedroom suburb of Victoria.



*The majority of recent residential development has occurred in the Atkins Neighbourhood.*

The original View Royal subdivision (today's Harbour Neighbourhood) dates back to 1912. This neighbourhood, and much of the area between the Island Highway and Esquimalt Harbour, is characterized by older detached homes with lush yards, old motels, hilly residential roadways, and vistas out to the water and other areas. Much of the shoreline is occupied by private homes and is inaccessible to the public. Newer shopping centres, anchored by Thrifty Foods and Canadian Tire are located along Admirals Road.

### ***Infill Development***

*Infill Development* – or *Infill* – is a term used to describe new development that is constructed in an already developed area. Infill can come in different forms, scale and character. Placing additional housing units on a residential lot, dividing detached homes into multiple units, building on a vacant lot, redeveloping a surface parking area, and demolishing and replacing an entire shopping mall are all forms of infill.

Much of View Royal has already been developed, with the greatest exception being the planned Mill Hill residential area, which is termed a “greenfield development”.

Infill makes use of existing infrastructure and already disturbed land, reduces development pressure on natural areas, and can support increased walking, biking and transit use. In View Royal, infill has the added benefit of bringing more people closer to existing and planned mixed-use and commercial centres, increasing the viability and vitality of these important activity hubs.

Infill needs to be thoughtfully-planned and considerate of existing conditions. Potential impacts on neighbourhood character, traffic safety, and property values are often concerns that may be raised by existing residents.

The area between the Island Highway and the Trans Canada Highway includes a wide range of suburban housing types, low intensity strip commercial, local parks, the Galloping Goose Regional Trail and two schools. Many detached homes and buildings date back to the early and mid 20<sup>th</sup> century. There are also several newer residential developments, including townhomes and apartments.

Thetis Lake Regional Park and the Victoria General Hospital dominate the section of View Royal north of the Trans-Canada Highway. The park and adjacent lands provide a large natural recreation area with sparse rural housing. Newer residential subdivisions connect along Burnside Road and Watkiss Way. The eastern part of this area includes some undeveloped and small agricultural parcels, in the area known as Strawberry Vale. There are several small older homes in this area, as well as limited convenience commercial and community facilities.

### ***Integrating Land Use and Transportation***

The distribution and form of the built environment is deeply connected to the design of transportation and servicing infrastructure. Just as past development was shaped by suburban streets, View Royal's future development will be dictated by how, where and what type of infrastructure is planned and built.

To become a more sustainable place and reduce greenhouse gas emissions, View Royal must plan land use and infrastructure in tandem, in a manner that decreases reliance on vehicle travel and supports compact development. This means expanding bike and pedestrian facilities; improving transit service; locating housing close to jobs and amenities; supporting higher density and mixed-use development; and creating vibrant places that entice people to walk, bike and ride the bus.

In View Royal there is a unique opportunity to integrate higher land use and transportation at nodes along the main east-west transportation routes – rapid transit along the Trans-Canada Highway, the E & N rail line, and Old Island Highway. *See also Chapter 2, Transportation and Mobility.*

Pockets of View Royal can be considered “walkable” but, as a community, the Town is not well designed for pedestrians. The majority of development is suburban in character and designed to house people who get around by car. However, this is changing as more people are drawn to this part of the region, alternative transportation infrastructure is developed and the Town encourages compact, sustainable development and placemaking. The case for compact and infill development is further substantiated by the fact that there is very little vacant and developable “greenfield” land remaining in View Royal – resulting in the need to think creatively about how to make the most efficient use of developed land and infrastructure. View Royal's adoption of a secondary suites

bylaw was an initial and important step in responding to the changing planning context. The OCP identifies further steps to move the Town to a more sustainable future.

### ***Regional Rapid Transit and Commuter Rail***

Regional options are being studied to reduce traffic congestion and provide commuter travel options through rapid transit. The proposed rapid transit corridor from the West Shore to downtown Victoria runs through View Royal, with major stops planned near the Trans-Canada overpass and at the Victoria General Hospital. The corridor is planned to serve daily commuters who would otherwise drive on the regional roadways.

Initiating rapid transit service will have an impact on the development potential of surrounding properties, significantly increasing the viability of development nodes in these areas.

The E&N Rail tracks also run through View Royal, connecting the Town to the region's urban centre and destinations as north as Courtenay. Community groups have been working hard to initiate commuter rail service on the E&N. The Town supports the use of this corridor for this purpose. Potential future rail stations include the existing daily service flag stop at the Fort Victoria RV Park. *See also Chapter 2, Transportation and Mobility.*

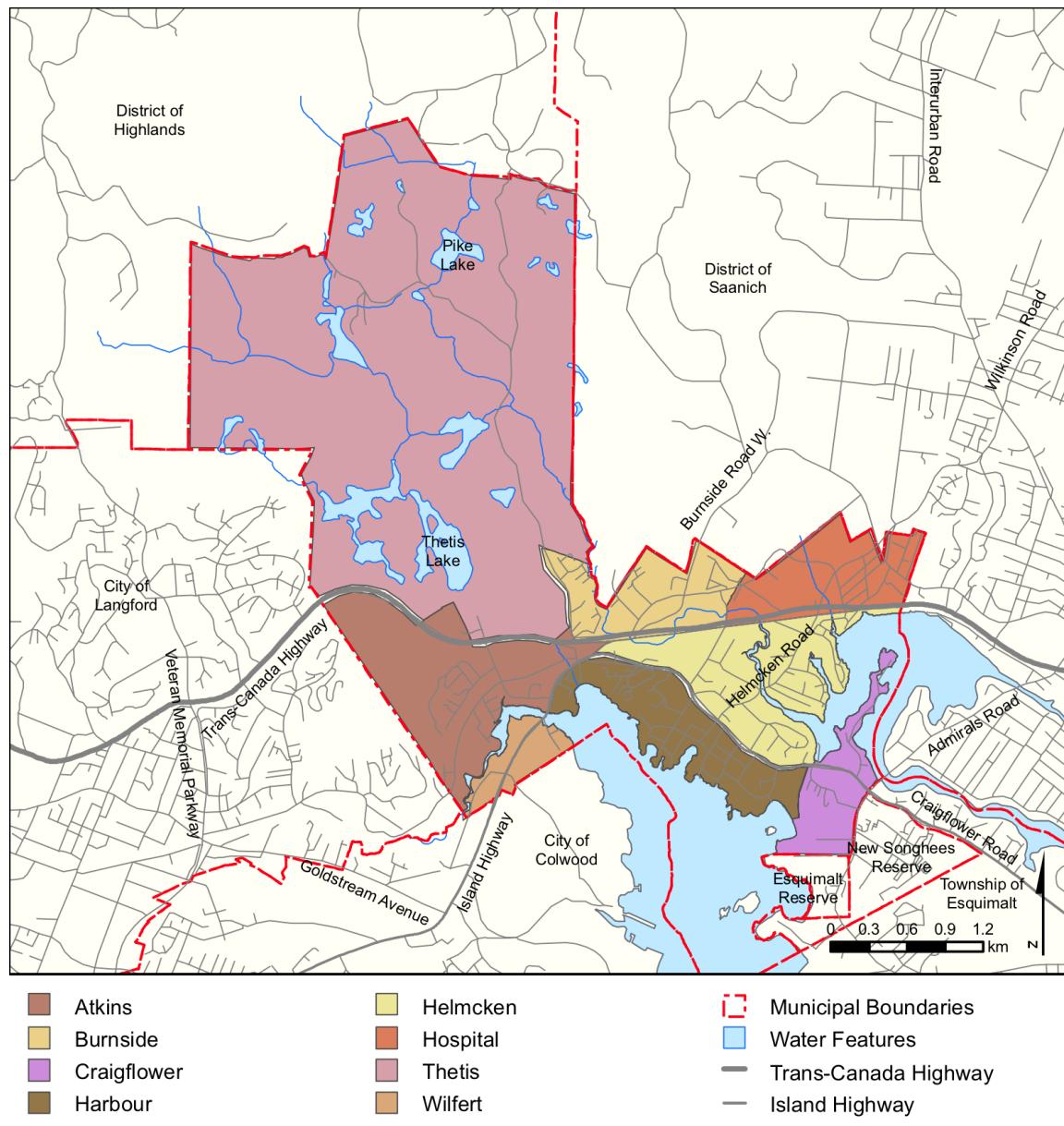


*Images and ideas created by students at Shoreline Community Middle School.*

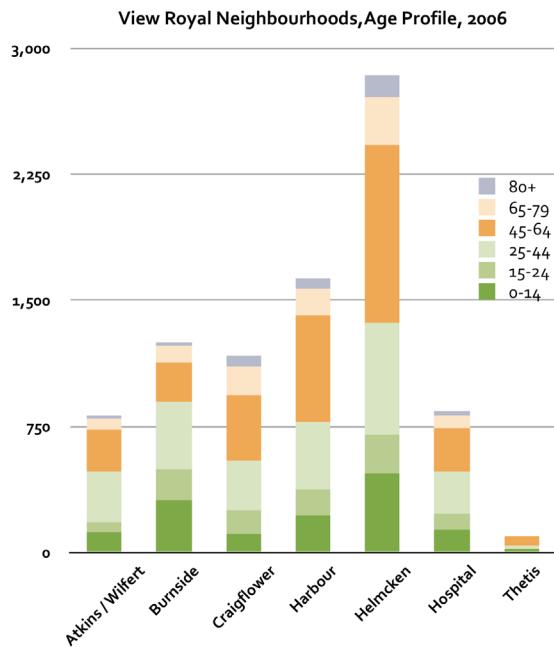
## VIEW ROYAL'S NEIGHBOURHOODS

View Royal is divided into eight neighbourhoods<sup>1</sup>. Each neighbourhood is a unique part of the Town with its own characteristics, opportunities and planning issues.

**Schedule B** (below) depicts the location and boundaries of the neighbourhoods. Defining characteristics of each neighbourhood are described on the following pages.



<sup>1</sup> View Royal neighbourhoods are identified as Local Planning Areas in earlier OCPs. The original boundaries remain unchanged in this OCP.



## Atkins

The Atkins Neighbourhood is bounded by the Trans-Canada Highway and Thetis Lake Park to the north, the City of Langford to the east and southeast, Millstream Creek to the southwest, and the Island Highway to the west.

Many different land uses exist in the Atkins Neighbourhood, including a mix of old and new residential, park and recreation, commercial and agriculture. Defining elements of the Atkins Neighbourhood include:

- Hilly topography.
- Millstream Creek.
- Newer, detached and hillside housing located on curvilinear streets and cul-de-sacs.
- Numerous neighbourhood-serving parks .
- Mill Hill Regional Park, and proximity to Thetis Lake Park and natural areas.
- Galloping Goose Regional Trail.
- Auto-oriented commercial on and near the Island Highway.
- Historic Six Mile Pub.

The majority of View Royal's recent residential growth has occurred in the Atkins Neighbourhood, primarily off of Chilco Road. In addition to a variety of detached housing, Atkins also contains apartment and townhouse dwellings. Residents have excellent access to parks and regional transportation routes. The planned **Lakeside Village Neighbourhood Centre** and **Atkins Neighbourhood Centre** will provide the residential areas with supporting shops, services, and additional housing and transportation options. Further residential development is anticipated on the lower slopes of the **Mill Hill Residential Area**.

### Schedule C: Atkins Neighbourhood



## **Burnside**

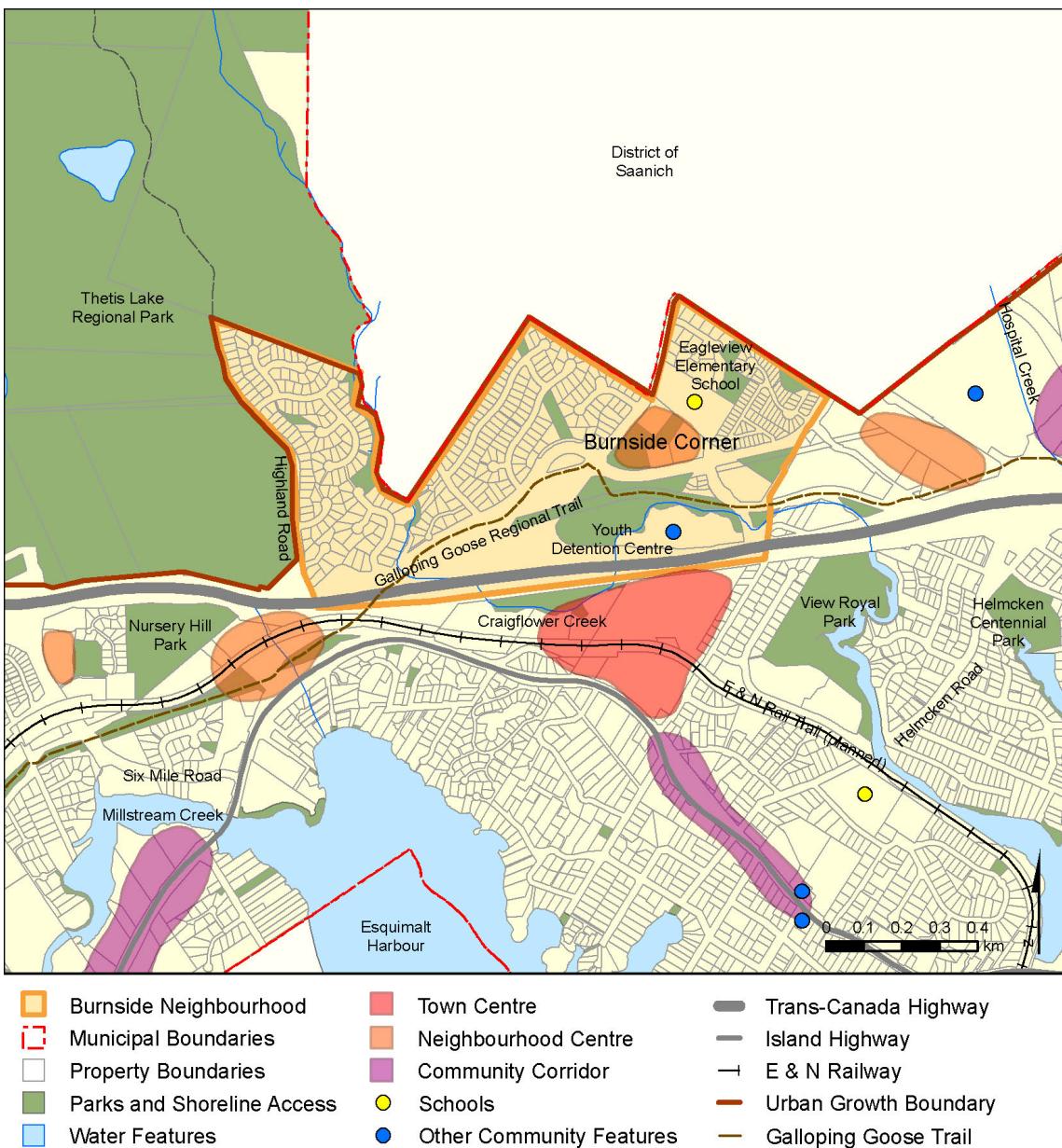
The Burnside Neighbourhood is bounded by Thetis Lake Regional Park to the west, the Trans-Canada Highway to the south, Talcott Road, Game Road and Watkiss Way to the east and the District of Saanich to the north.

Land use in the Burnside Neighbourhood is characterized by newer, large detached homes, many of which are located along steep slope areas. Defining elements of the Burnside Neighbourhood include:

- Hilly topography.
- Craigflower Creek.
- A natural ambience provided to significant portions of the neighbourhood in close proximity to Craigflower Creek, Thetis Lake Regional Park and rural land.
- Eagle View Elementary School.
- Galloping Goose Regional Trail.
- Newer, detached and hillside housing located on steep residential streets with sweeping views.

Despite its relatively small population, Burnside is very well-served by park land and the school. The planned **Burnside Corner Neighbourhood Centre** will provide new housing options and introduce small scale commercial uses to serve nearby residents.

## Schedule D: Burnside Neighbourhood



## *Craigflower*

The Craigflower Neighbourhood is bounded by Portage Inlet to the north, Admirals Road, Portage Inlet and the Songhees Nation lands to the east, Hallowell Road and the Esquimalt Nation lands to the south and the E&N Rail corridor to the west.

There are a wide range of land uses in the Craigflower neighbourhood, including low to medium density residential, extensive commercial development, institutional and park. Defining elements of the neighbourhood include:

- Hilly topography.
- Extensive marine shoreline along Portage Inlet and Esquimalt Harbour.
- Portage Park.
- The Island Highway and Admirals Road transportation corridors that transect the neighbourhood and bring transit service close to nearly all neighbourhood homes and businesses.
- An established and thriving commercial centre at Admirals Walk/Nelson Square.
- Shoreline Community Middle School.
- Craigflower Manor National Historic Site.
- Mixed density and mixed income housing.
- E&N Rail corridor and the planned E&N Rail Trail.

Craigflower is the eastern gateway to View Royal and an important link for those traveling between Victoria along the Island Highway. The location of **Eastern Gateway Community Corridor** also brings many local and regional residents to the neighbourhood for day-to-day goods and services needs.

The **Thetis Cove Neighbourhood Centre** is planned for the former industrial site at the end of Hallowell Road, along the E&N regional trail. Thetis Cove will be a predominantly residential development with supporting commercial uses, and new public park and shoreline access.

The combination of Admirals Walk and Thetis Cove will create a dynamic mixed-use hub on the eastern edge of the Town, with residential, commercial and recreation uses within walking distance of transit.

## Schedule E: Craigflower Neighbourhood



## **Harbour**

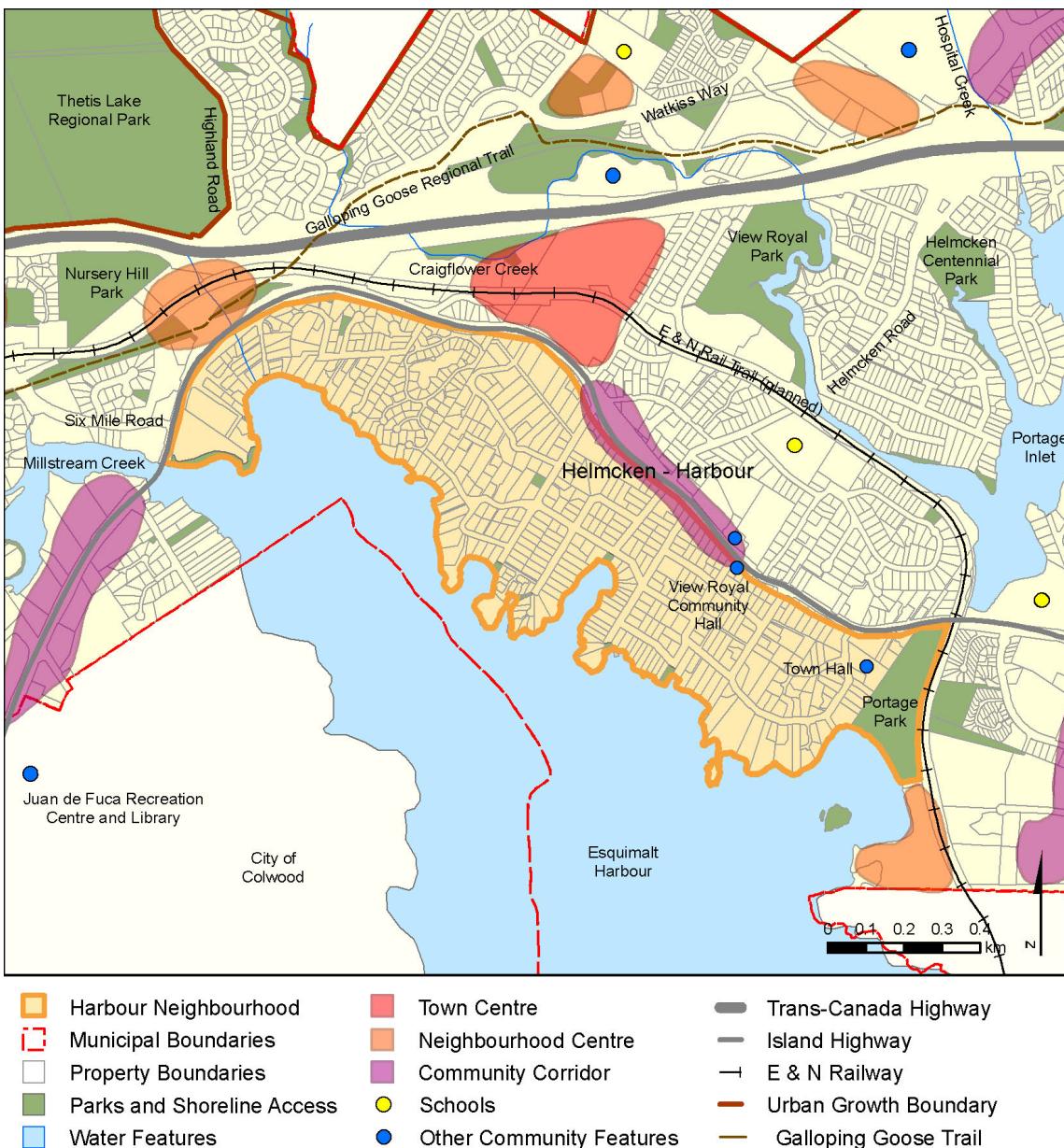
The Harbour Neighbourhood is bounded by Esquimalt Harbour to the south, the E&N Railway to the east and the Island Highway to the north and west.

The neighbourhood is predominantly low density residential with commercial uses and some medium density residential fronting on the Island Highway. Defining elements of the neighbourhood include:

- Hilly topography.
- Harbour views and intimate road end accesses to the waterfront.
- Residential, seaside ambience with mature landscaping and detached housing on large lots.
- Meandering roads, many of which are narrow, tree lined crescents that follow the outline of Esquimalt Harbour.
- Portage Park.
- Small businesses on shallow lots, concentrated near the intersection of the Island Highway and Helmcken Road.
- Town Hall.
- Historic Four Mile Pub.
- Historic All Saints Anglican Church.
- E&N Rail Corridor and planned E&N Rail Trail.

The **Harbour-Helmcken Community Corridor** mixed-use area is planned along the Island Highway located between the Harbour and Helmcken neighbourhoods. Mixed residential and limited, ground-level and small format commercial development will support a more pedestrian-friendly environment, intended to serve local residents in both neighbourhoods. The revitalization of this corridor will reinforce the Island Highway-Helmcken Road intersection as an important “crossroads” in the community.

## Schedule F: Harbour Neighbourhood



## **Helmcken**

The Helmcken Neighbourhood is bordered by the Trans-Canada Highway to the north and northwest, Portage Inlet and the District of Saanich to the east and the Island Highway to the south.

Helmcken is the most populated neighbourhood in View Royal and, although dominated by detached houses, has a reasonable amount of affordable and seniors housing. Recreation and public uses also exist in the neighbourhood, along with commercial uses located alongside the Island Highway. Defining elements of the Helmcken Neighbourhood include:

- Sloping topography.
- Craigflower Creek and Portage Inlet.
- Portage Inlet views and park accesses to the waterfront.
- Helmcken Road transportation corridor that bisects the neighbourhoods and includes some of the best streetscape and traffic calming features in View Royal.
- View Royal Park, which has been identified by Town residents as an important community gathering place.
- Helmcken Centennial Park and sports field.
- View Royal Elementary School.
- E&N Rail corridor and planned regional trail.
- Mixed density and mixed income housing, with a substantial portion of the Town's families living in the neighbourhood.
- Fort Victoria RV Park.

While little development potential remains for the existing residential sections of the neighbourhood, major opportunities for increasing housing options and locating more services close to residents exist through the planned **Island Highway and Harbour-Helmcken Community Corridor** mixed-use area and **Town Centre**. There is great potential to connect these areas to residential streets, Helmcken Road, the school, View Royal Park and the E&N Rail Trail to create a complete neighbourhood, and an active and attractive central area of the Town.

## Schedule G: Helmcken Neighbourhood



## **Hospital**

The Hospital Neighbourhood is bounded by the Trans-Canada Highway to the south, Watkiss Way, Talcott Road and Game Road to the west, and the District of Saanich to the north and east.

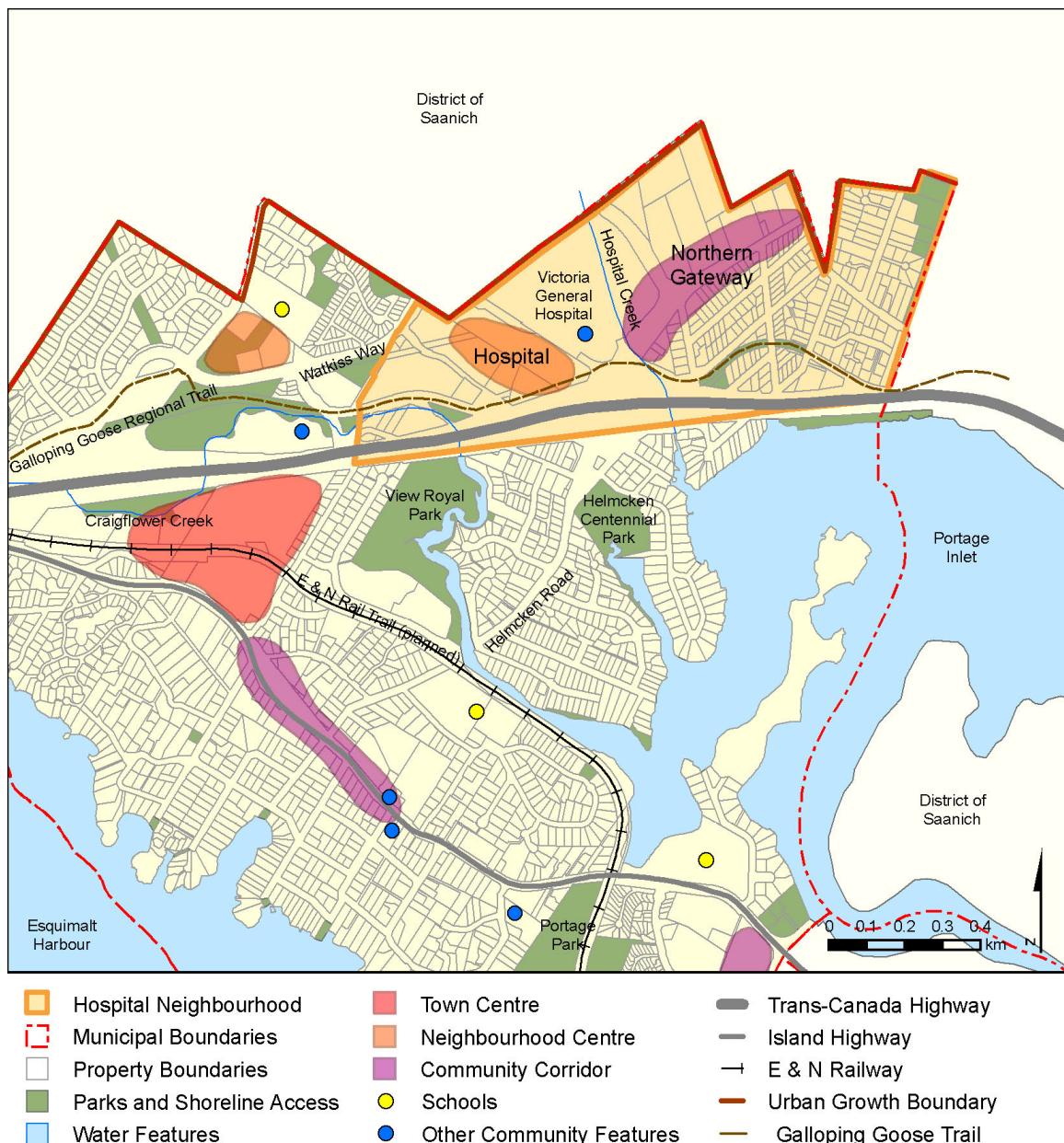
Helmcken Road runs through the middle of the neighbourhood. Land uses to the west include the Victoria General Hospital (VGH), semi-rural land, and attached residential. Older detached housing is the primary use to the east. Defining elements of the Hospital Neighbourhood include:

- Mature landscaping and natural areas including seasonal streams and small stands of Garry Oak.
- Small, older homes and newer infill housing connected by intersecting streets and pedestrian pathways.
- Victoria General Hospital and the Regional Hospital Laundry Facility.
- Neighbourhood-serving market at Helmcken Road and Watkiss Way.
- Several large undeveloped lots along Watkiss Way and adjacent to VGH.
- Historic Strawberry Vale Community Hall.
- Historic St. Columba Anglican Church.
- Galloping Goose Regional Trail.

Also referred to as North View Royal, the Hospital Neighbourhood serves as the northern gateway to the Town. The regional draw of VGH brings thousands of people to the neighbourhood each day. While most new development in the Hospital Neighbourhood has been in the form of incremental residential infill, the planned **Northern Gateway Community Corridor** and **Hospital Neighbourhood Centre** anticipate the development of higher density housing and other uses that will benefit from and support VGH and the regional rapid transit stop (planned near Helmcken Road and the Trans-Canada Highway).

Opportunities to create a stronger north-south pedestrian and cycling connection between the Hospital and Helmcken neighbourhoods are supported in the OCP.

## Schedule H: Hospital Neighbourhood



## ***Thetis***

The Thetis Neighbourhood is bounded by the Trans-Canada Highway to the south, the District of Langford to the south and west, the District of Highlands to the west and the District of Saanich to the north and east. Thetis is the only neighbourhood located entirely outside the Urban Growth Boundary.

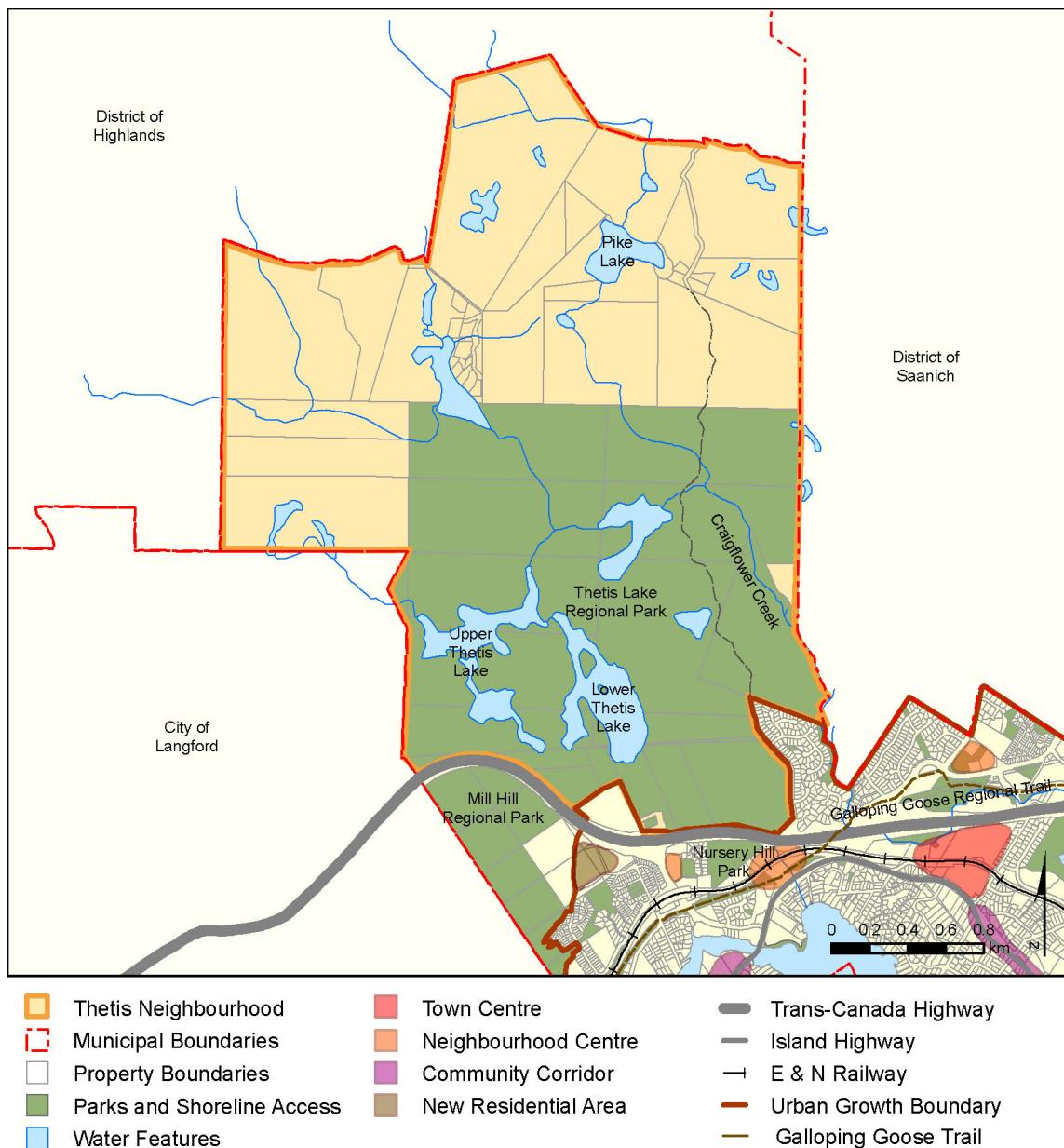
Thetis Lake Regional Park occupies the majority of the land in the Thetis Neighbourhood. Rural lands with sparse residential development and large natural areas lay north of the park.

Defining elements of Thetis Neighbourhood include:

- Thetis Lake Regional Park, which includes Thetis Lake, recreation areas and trails, a seasonal concession stand, forested natural areas, streams and creeks.
- Large land holdings with vast expanses of natural areas, a wide variety of terrain types, old-growth forest, streams and lakes.
- Critical habitat for flora and fauna.
- Highland Road provides the main access to the north portion of the neighbourhood.
- Limited transportation access, services and infrastructure.

The Thetis Neighbourhood is located outside of the Regional Urban Containment Boundary, and is identified in the Regional Green/Blue Spaces Strategy and in the Provincial Sensitive Ecosystem Indicators (SEI) Project as having high greenspace value. The neighbourhood plays an important role as a greenway corridor and regional trail connector. Major new development in this area is undesirable due to environmental impacts and servicing costs. Preserving the environmental integrity of Thetis Lake Park and adjoining natural areas remains a planning priority.

**Schedule I: Thetis Neighbourhood**



## **Wilfert**

The Wilfert Neighbourhood is bounded by Millstream Creek to the north and west, the boundary with the City of Colwood and Department of National Defence lands to the south, and Esquimalt Harbour to the east.

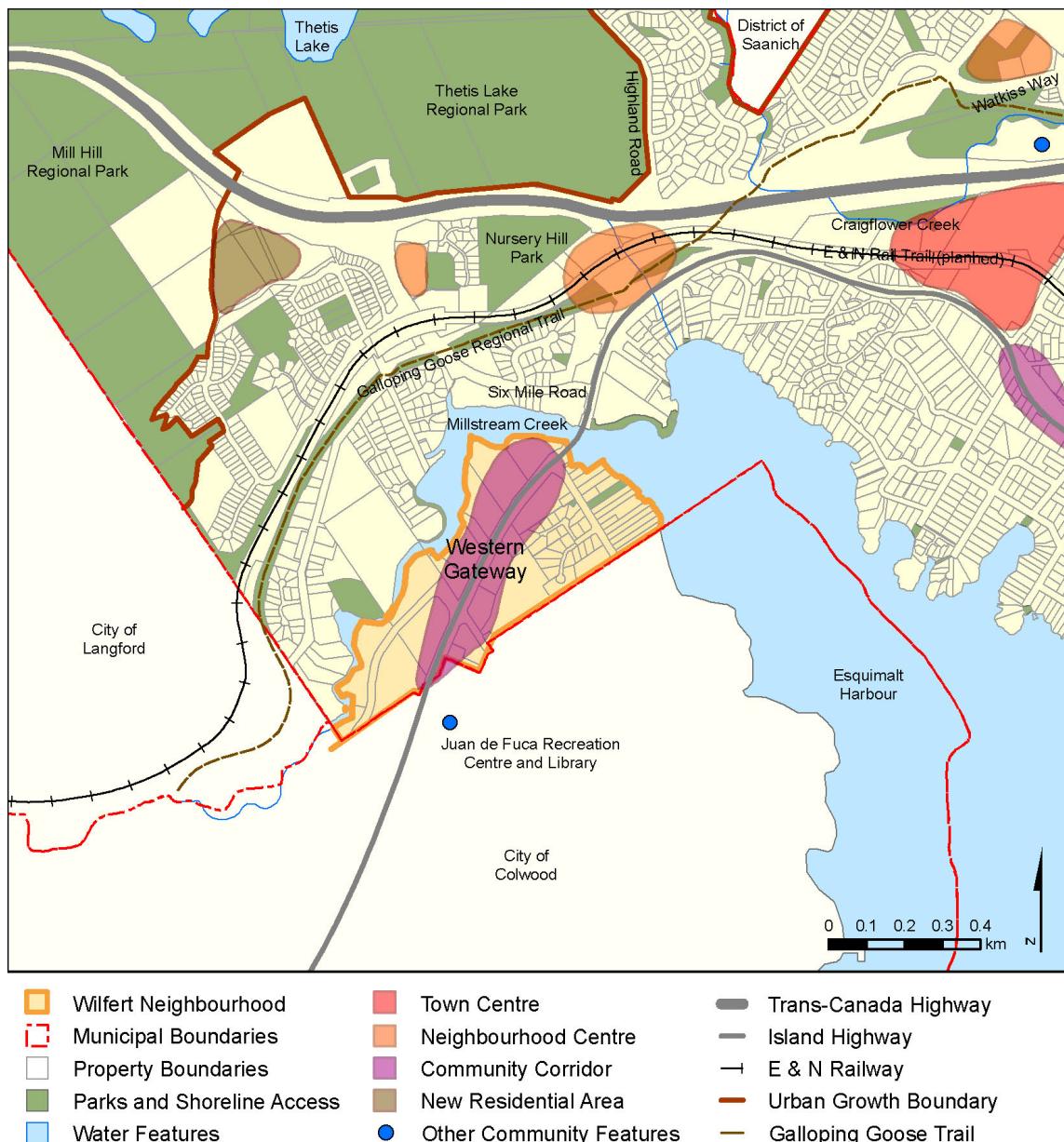
Land use in the neighbourhood is largely defined by auto-oriented commercial development along the Island Highway. Natural area and detached low density housing occupy other areas of the neighbourhood, including along the harbourfront. Defining elements of the Wilfert Neighbourhood include:

- Millstream Creek.
- Island Highway transportation corridor.
- Auto-oriented businesses and parking lots on large commercial lots fronting the Island Highway.
- Detached and waterfront housing on deep residential lots on Hart Road and Lloyd Place.
- Great Canadian Casino.
- Parsons Bridge.

The Great Canadian Casino is the most significant recent development in the Wilfert Neighbourhood – an area of View Royal that has otherwise experienced slow and incremental change. The casino acts as a regional draw and provides revenue to the Town.

The planned **Western Gateway Community Corridor** envisions an enhanced western entry into the Town, a more appealing and safe street-level environment, new rapid transit infrastructure, and mixed residential and intensive commercial uses that make better use of available land. Development along the Island Highway is planned to intensify and become more attractive as a shopping destination for local and regional residents. Instead of catering only to auto traffic, the Community Corridor will connect to residential areas and other destinations through stronger links with existing and future pedestrian, cycling and transit infrastructure.

## Schedule J: Wilfert Neighbourhood



■ Wilfert Neighbourhood  
□ Municipal Boundaries  
□ Property Boundaries  
■ Parks and Shoreline Access  
□ Water Features

■ Town Centre  
■ Neighbourhood Centre  
■ Community Corridor  
■ New Residential Area  
● Other Community Features

— Trans-Canada Highway  
— Island Highway  
— E & N Railway  
— Urban Growth Boundary  
— Galloping Goose Trail

## COMMUNITY DEVELOPMENT FRAMEWORK

The Community Vision lays out a future for View Royal that clearly places the Town on a path to becoming a more sustainable and inclusive community. Key to achieving the Vision is a new framework for community development that promotes compact and walkable places, respects the charm and scale of established residential areas, revitalizes commercial areas, and protects natural areas and resources.

A fundamental component of the Community Development Framework is the recognition of areas where land use and design character change is desirable and should be encouraged, and stable areas of the Town where significant change is not practical or supported. *Change Areas* make up a small amount of the total land in the Town, and are mostly characterized by underutilized land located along or near major roads. *Stable Areas* represent most of the Town and are predominantly established residential areas and parkland.

The OCP Change Areas are identified on Schedule K (Community Development Framework). All other areas of the Town are considered Stable Areas.

- Mill Hill
- Lakeside Village
- Western Gateway Corridor
- View Royal Transit Exchange
- Burnside Corner
- Town Centre (Fort Victoria)
- Harbour-Helmcken Corridor
- Hospital
- Northern Gateway Corridor
- Thetis Cove

Development and improvement in the Change Areas must respond to the unique economic, environmental and social context of the individual locations, and fit within the Community Vision, and therefore is more likely to be implemented with site specific development proposal or local area planning rather than the next replacement of the Land Use Bylaw with new zoning bylaw.

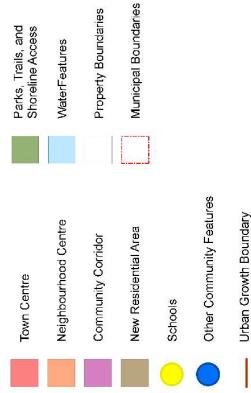
### ***Amendment Bylaw No. 893, 2014***

The Community Vision describes View Royal as a community of neighbourhoods, with identifiable **Neighbourhood Centres** connected together by greenspace, trails and multimodal streets. The Community Vision also contemplates the development of a community-serving **Town Centre**, revitalized **Community Corridors**, and a new **Residential Area** at Mill Hill. Each of these place typologies are listed and described in the following sections.

Although Stable Areas are not identified for significant land use or design character change in the OCP, these areas may be well suited for infill development and improvements such as better transportation connections or public space enhancements. This is especially significant for the **Eastern Gateway Community Corridor** that, although considered a stable area in terms of land use, could benefit from improved pedestrian and cycling connections, and a more inviting street-level environment.

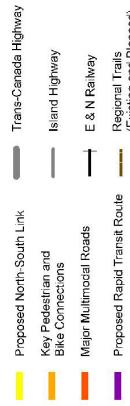


## Schedule K Community Development Framework



CITY SPACES | Planning | Project Management | Applied Research

## Major Transportation Routes



April 19, 2011

### Conclusion

Source: Geography Division, Statistics Canada, Boundary Files, 2006 Census 92-100-XWE-XWF. Other data



## ***Mixed-use Centres***

Two types of mixed-use centres are supported in the OCP, local-serving Neighbourhood Centres and a community-serving Town Centre. Mixed-use centres include areas where there is existing development or active development interest, as well as areas where the Town will encourage more interest and planning.

## ***Neighbourhood Centres***

Neighbourhood Centres are local-serving mixed-use centres – vibrant activity hubs that fit well within the scale and character of their surroundings. These centres support the established residential areas by providing services, shops and employment opportunities closer to where people live. These centres also allow for more diverse and higher density housing forms. While the scale and character of the Neighbourhood Centres will be context-driven, each is intended to be a walkable, people-friendly place where neighbours and visitors have opportunities to come together and interact.

The OCP identifies five mixed-use Neighbourhood Centres:

- Lakeside Village
- Atkins
- Burnside Corner
- Hospital
- Thetis Cove

### **LAKESIDE VILLAGE**

The Lakeside Village Neighbourhood Centre is located on the east side of Six Mile Road between Nursery Hill Drive and the Trans-Canada Highway. Uses at Lakeside Village include apartment dwellings and ground-level commercial. The Neighbourhood Centre incorporates a small, walkable, activity hub and provides amenities for the newer residential developments across Six Mile Road and Chilco Road, as well as visitors to Thetis Lake Regional Park.

### **ATKINS**

The Atkins Neighbourhood Centre is planned for the Atkins Neighbourhood in the area between the Trans-Canada Highway and the Island Highway, where the E&N Rail corridor and Galloping Goose Regional Trail cross. One of three regional rapid transit exchanges is planned for this area. A transit-oriented Neighbourhood Centre is envisioned to maximize the benefit of the rapid transit infrastructure to the Atkins Neighbourhood and the entire View Royal community. This means creating an appealing place for people to come together, live and work rather than simply providing a park and ride facility. Uses may include commercial and attached housing designed to support transit and trail use. The Neighbourhood Centre will be oriented to the Island Highway, E&N and the Galloping Goose.

### **BURNSIDE CORNER**

The Burnside Corner Neighbourhood Centre is planned and zoned for the area north east of the Burnside Road-Watkiss Way intersection in the Burnside Neighbourhood. The site is close to the hospital, the Trans-Canada Highway and the Galloping Goose Regional Trail, and has good visibility from both Watkiss Way and Burnside Road. The Neighbourhood Centre is envisioned to include a park; small format, ground level commercial; and a mix of attached housing forms, including townhouses and apartment dwellings.

### **HOSPITAL**

The Hospital Neighbourhood Centre is planned for the vacant land immediately west of the Victoria General Hospital. New development on this site is intended to create and support synergies between the hospital, planned rapid transit stop, Galloping Goose trail, and existing and future housing. Uses may include attached housing and hospital-related commercial such as offices, accommodations and restaurants. Improving connections to trails and transit will take precedent over providing facilities for cars. As is the case with the Atkins Centre, this area is planned to be a vibrant and appealing activity hub rather than a park and ride.

### **THETIS COVE**

The Thetis Cove Neighbourhood Centre is planned and zoned for the largest undeveloped waterfront site in View Royal, at the end of Hallowell Road in the Craigflower Neighbourhood. Development at Thetis Cove is intended to take advantage of waterfront views, shoreline access and adjacencies to Portage Park and the E&N Rail Trail. New attached housing and supporting commercial uses will complement and support the Admirals Walk Neighbourhood Centre. Importantly, the development of the Thetis Cove Neighbourhood Centre will create new publicly accessible park and waterfront areas for walking, sitting and gathering.

## **Town Centre**

The visioning process for the OCP revealed a strong desire to plan for a central community gathering place to be the civic and cultural heart of View Royal. More specific discussion of this idea demonstrated the Town's support for the development a new Town Centre to serve the entire community and potentially create a regional draw.

The Fort Victoria RV Park site is identified in the OCP as the preferred location for the View Royal Town Centre. This site was selected by the community for its large land area; central location; and excellent proximity to transportation infrastructure, including the planned regional rapid transit corridor, two regional highways, two regional trails, and the E&N Rail corridor. In articulating a vision for this site, the community has consistently described compact, high-density, transit-oriented development with a diverse mix of residential, commercial, civic and cultural uses. The community has also expressed the need for the Town Centre to include a great public gathering space, a transit station or exchange, connections to the neighbourhoods in north and south View Royal, and a strong link with View Royal Park.

The OCP goals and policies support the development of the Fort Victoria RV Park as the View Royal Town Centre if and when the land becomes available for this use. It is understood that current conditions do not allow for immediate planning, but that Town planning decisions will recognize the Community Vision and not preclude the eventual development of the Town Centre.

The Neighbourhood Centres will remain the underpinning of the Community Development Framework and will be pursued as an OCP priority.



*Artist rendering of how the View Royal Town Centre could appear; Chow Low Hammond Architects.*

## **Community Corridors**

The planning context in View Royal is defined very much by existing roads and right-of-ways. These transportation routes represent both significant planning challenges and opportunities. While the role of major transportation corridors is addressed in the Transportation and Mobility chapter, Community Corridors – major transportation corridors that are also Change Areas or major activity hubs – are described in this section because of the need to plan for land use and transportation in tandem.

Community Corridors have similar roles to play in the Community Development Framework as Neighbourhood Centres. The major differences are the linear structure of these areas and their inherent relationships to the major arterials they border. Community Corridors function both as centres and destinations, and connectors within and between neighbourhoods.

The OCP identifies four mixed-use Community Corridors:

- Harbour-Helmcken Corridor
- Western Gateway Corridor
- Northern Gateway Corridor
- Eastern Gateway Corridor

The Western Gateway, Northern Gateway and Eastern Gateway Community Corridors are particularly unique in that they serve as major entries into the Town. These corridors also have the potential to draw both local and regional visitors, and will need to be planned to accommodate regional access.

### **Rails and Trails**

View Royal is fortunate to be connected to the region by multiuse trails and the E&N Rail corridor. These great community amenities provide unique recreation and transportation options for View Royal residents and visitors. The transportation issues and opportunities of these amenities are further discussed in Chapter 2: Transportation and Mobility.

### **Western Gateway Community Corridor**

The Western Gateway Community Corridor includes all of the land fronting the Island Highway in the Wilfert Neighbourhood, and stretches from the City of Colwood boundary to Parsons Bridge. This is the western gateway to View Royal and a well-traveled section of the Island Highway. The vision for the Western Gateway Community Corridor includes intensive commercial of a scale appropriate to a major arterial roadway, and designed to create an attractive activity hub. Commercial uses may include high tech, research and development, light manufacturing uses and offices. Buildings should be planned to relate to and enhance the street-level environment, and connect with surrounding residential areas, trails, bike routes and transit.

### ***Harbour-Helmcken Community Corridor***

The Harbour-Helmcken Community Corridor is located along the Island Highway between the Helmcken and Harbour neighbourhoods. This section of the Island Highway has historically supported small-format commercial uses combined with a mix of housing. New housing and limited mixed-use development will be encouraged to concentrate around the intersection of Island Highway and Helmcken Road and will be restricted to lots fronting the Island Highway. The area around the intersection is envisioned to be a small, walkable activity hub with supporting residential land uses extending east and west. The character and scale of the Harbour-Helmcken Community Corridor will need to respond to shallow lot sizes, limited parking and the valued character of adjacent residential areas. This Plan envisages the remainder of the properties outside the Helmcken/Island Highway intersection as a mix of residential types, including townhouses and low-rise apartments.

### ***Northern Gateway Community Corridor***

The Northern Gateway Community Corridor includes the lots fronting Helmcken Road between Burnside Road and the Trans-Canada Highway, and a few lots on Watkiss Way on the east side of the Helmcken intersection. The corridor has experienced incremental infill development in the form of higher density housing. A continuation of residential infill that will bring more housing closer to the hospital and revitalize underutilized land is envisioned for the Northern Gateway Community Corridor. Ancillary commercial and hospital-related uses will also be encouraged as part of mixed-use projects closer to the Trans-Canada Highway and the larger parcels near Watkiss Way.

### ***Eastern Gateway Community Corridor***

The Eastern Gateway Community Corridor Neighbourhood Centre encompasses the existing Admirals Walk, Nelson Square and Canadian Tire shopping centres. The area is already a busy activity hub in the community, and is envisioned to continue as such into the future.

Although the land use pattern is planned to remain the same, there are many opportunities to improve this area. These include enhancing its presence as a gateway; public space and streetscape upgrades that improve the area's aesthetic appeal and street-level comfort; stronger and safer pedestrian and cycling connections; and new connections to Thetis Cove. Over time, there may be additional opportunities to redevelop surface parking, intensify commercial uses and add residential uses.

### ***Mill Hill Residential Area***

The Mill Hill Residential Area is a unique Change Area in View Royal. Unlike the other Change Areas that support mixed-use development, Mill Hill is envisioned as a mixed-density residential enclave, well connected to surrounding residential streets and parkland. Development in this area is characterized by new residential development, and will continue to accommodate a variety of housing forms, including detached residential and townhomes. Development should continue to be clustered and significant parkland dedication pursued to ensure the protection of the exquisite natural setting. Public space and transportation connections should be planned to ensure the safety and comfort of families and small children.

## LAND USE DESIGNATIONS

View Royal's land use designations are described in this section. The designations identify the broad uses allowed in Town, and describe the general form and character for each.

Maximum density is expressed as Floor Space Ratio or FSR. The corresponding Land Use Designations Map (Schedule L) graphically represents the planned land use pattern and distribution.

### *Relationship to the Zoning Bylaw*

The OCP established an overall vision, framework and distribution pattern for land use and urban design decisions in View Royal. However, it is the Zoning Bylaw that regulates land uses and establishes permitted densities and lot sizes. These two documents work together to guide and regulate long term change and to implement the community vision.

It is anticipated that the Land Use Bylaw is to be repealed and replaced with a new Zoning Bylaw, however it is not intended that all regulations of each property and each zone be reviewed against each designation in this OCP for the initial updating of the zoning bylaw. Notwithstanding any other provisions of this Plan, any policies concerning zone categories including permitted uses and densities in this Plan are, where necessary to achieve consistency, expanded to include the existing regulations under the Land Use Bylaw, and all its amendments up to and including its repeal and replacement by the new zoning bylaw, including as carried forward into the new zoning bylaw. For certainty, this provision is limited to the situation where the existing zoning of a property permits a use, density or other development regulation different than otherwise identified in this Plan for that property; by virtue of this provision, this Plan incorporates and permits those zoning regulations for that property such that there is no inconsistency with this Plan. However, all subsequent amendments of the new zoning bylaw must be consistent with this Plan without recourse to the regulations of Land Use Bylaw No. and this provision.

***Amendment Bylaw No. 893, 2014***

### *Density Bonusing and Phased Development Agreements*

In almost all cases, a rezoning application will be required before the FSR envisioned by the OCP can be achieved on a given site, and the rezoning is likely to be site specific where the 2013/2014 replacement of the Land Use Bylaw, 1990, No.35 with a new zoning bylaw does not reflect the FSR's noted in this OCP (see above). The FSR appropriate for any site will depend on a number of factors including the location in the community, relationship to the neighbourhood, site topography and environmental features. This Plan assumes that in most circumstances the maximum FSR will only be achieved through amenity density bonusing or as part of Phased Development Agreements. Provision of community and neighbourhood amenities – such as affordable housing, parkland development, public art, community facilities, heritage conservation – will allow developments to achieve a higher density and result in additional community benefits. This plan identifies the need to develop a community amenities policy in conjunction with a new zoning bylaw.

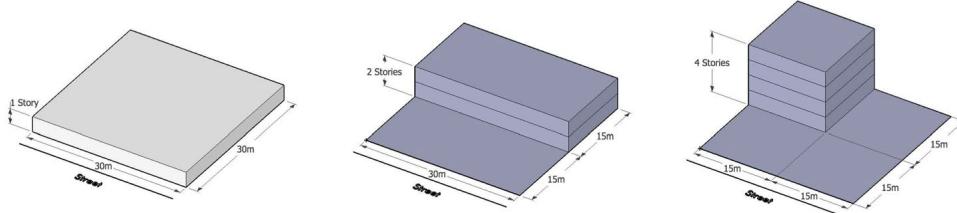
***Amendment Bylaw No. 893, 2014***

## Floor Space Ratio (FSR)

FSR expresses the ratio of built (or buildable) area to land area. The definition of buildable area varies between jurisdictions but usually includes the development footprint area plus the floor area of upper building levels. The land area is the development site or parcel(s).

$$\frac{\text{Amount of Built/Buildable Area}}{\text{Land area}}$$

Example:  
$$\frac{2,000 \text{ m}^2 \text{ buildable area}}{2,000 \text{ m}^2 \text{ site}} = 1.0 \text{ FSR}$$



FSR indicates the intensity of development and – different from the other density measurements – gives some indication of massing options. This provides both parameters and flexibility for designers and developers. FSR also takes into account all types of land uses, including residential and commercial – making this measurement method a preferred option in communities seeking to encourage mixed-use and transit-oriented environments.

## Schedule L Land Use Designations



*Amendment Bylaw No. 1156, 2025*

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## COMMUNITY-WIDE OBJECTIVES AND POLICIES

The following section sets forward the Town's community-wide Land Use and Urban Design objectives and policies for the Town to pursue in order to implement these portions of the OCP.

### OBJECTIVE LU1

**Create a more complete and sustainable community by directing the majority of new growth into compact, mixed-use centres, connected by excellent, multimodal transportation infrastructure.**

***Policy LU1.1 Neighbourhood Centres***

***Create a network of neighbourhood-serving, mixed-use centres. Encourage the majority of new and infill residential and commercial growth into these areas to create compact, walkable and cycling-friendly activity hubs.***

***Policy LU1.2 Connected Centres***

***Ensure each neighbourhood centre is served and connected to the surrounding area by a range of transportation choices including transit, and bike and pedestrian pathways. Similarly, ensure that residential densities at neighbourhood centres increase the viability of transit, bike and pedestrian travel modes.***

***Policy LU1.3 North-South Connections***

***Provide stronger pedestrian and cycling connections across the Trans-Canada Highway to improve access and create a unified sense of identity between View Royal's north and south neighbourhoods.***

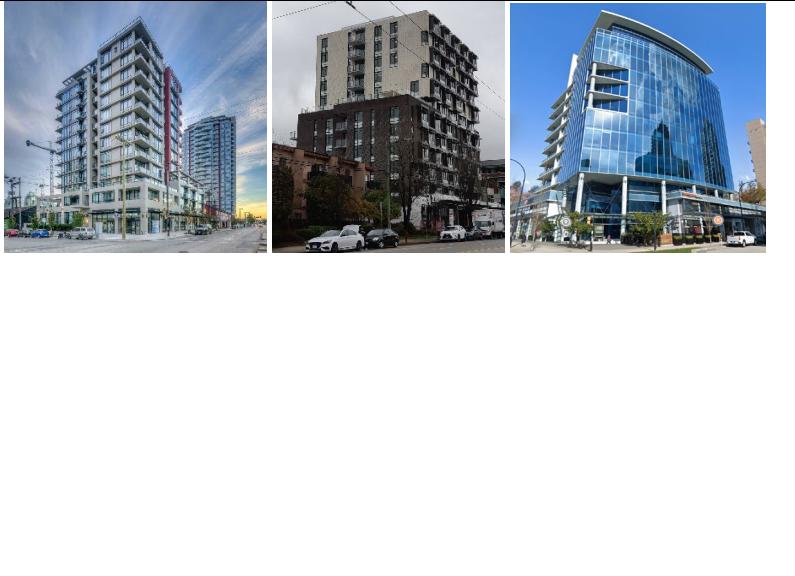
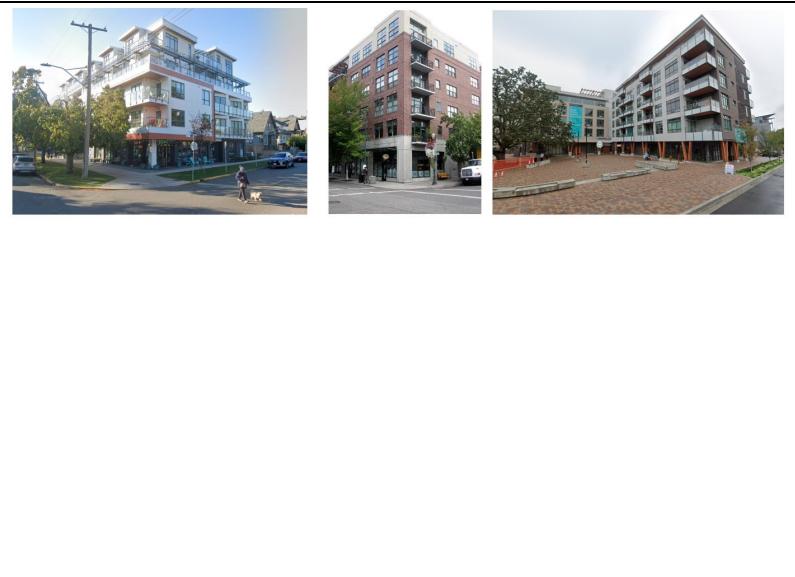
***Policy LU1.4 Diversity of Forms and Uses***

***Support a variety of residential and commercial forms and uses to encourage socio-economic diversity, and provide for the diverse needs of youth, families and an aging population.***

### Policy LU1.5 Land Use Designations

The OCP establishes the following land use designations, as mapped on Schedule L and listed in the following table:

Land Use, Form & Character*	Examples
<b>Small-Scale, Multi-Unit Residential</b> <ul style="list-style-type: none"> <li>• Uses include Detached and Attached Dwellings, such as Detached Residential, Duplex, Secondary Suite, Garden Suite, Rowhouse, Townhouse, Houseplex, and Apartments.</li> <li>• Up to 3 storeys</li> <li>• Up to a maximum of 6 dwelling units</li> </ul>	
<b>Mixed Residential</b> <ul style="list-style-type: none"> <li>• Small Lot Detached Houses, Townhouses and Low-Rise Apartments</li> <li>• Up to 3 Storeys/1.25 FSR Permitted</li> <li>• 4 Storeys/1.6 FSR Permitted for Apartment Dwellings</li> </ul>	
<b>Neighbourhood Mixed Use</b> <ul style="list-style-type: none"> <li>• Commercial with Townhouses and Low-Rise Apartments</li> <li>• Up to 3 Storeys</li> <li>• 1.5 FSR Permitted</li> </ul>	
<b>Neighbourhood Centre</b> <ul style="list-style-type: none"> <li>• Commercial with Apartments</li> <li>• Up to 6 storeys</li> <li>• 3.0 FSR Permitted</li> </ul>	

<p><b>Intensive Mixed Use</b></p> <ul style="list-style-type: none"> <li>• Commercial with Townhouses and Low-Rise Apartments</li> <li>• Up to 4 Storeys</li> <li>• 2.5 FSR Permitted</li> </ul>	
<p><b>Commercial</b></p> <ul style="list-style-type: none"> <li>• Retail, Office, Technology and Service Commercial</li> <li>• Up to 4 Storeys</li> <li>• 2.5 FSR Permitted</li> </ul>	
<p><b>Hospital Transit-Oriented Area</b></p> <ul style="list-style-type: none"> <li>• Uses include Mixed-use with Apartments, Visitor Accommodations, Restaurants, Retail, Office, Institutional (i.e. Hospital), and Civic Use (e.g. daycares, libraries, public gathering and amenity spaces).</li> <li>• Up to 10 Storeys</li> <li>• Up to 3.5 FSR permitted</li> </ul>	
<p><b>Neighbourhood Village</b></p> <ul style="list-style-type: none"> <li>• Uses include Small-scale, Mixed-use buildings, such as Multi-unit Housing and community serving Commercial and Civic uses (schools, offices, restaurants, retail, small grocery store, and community spaces).</li> <li>• Up to 6 storeys</li> <li>• Up to 2.5 FSR permitted</li> </ul>	

<b>Park, Open Space, Recreation</b> <ul style="list-style-type: none"> <li>• Local and Regional Parks and Trails</li> <li>• Protected Natural Areas and Open Space</li> </ul>			
<b>Community Facility</b> <ul style="list-style-type: none"> <li>• Government Buildings &amp; Publicly Owned Facilities, including Schools</li> <li>• Community Centres</li> </ul>			
<b>Rural</b> <ul style="list-style-type: none"> <li>• Agricultural, Recreation and Large Lot Residential</li> <li>• Up to 2 Storeys</li> <li>• 1 unit per 10 hectares</li> </ul>			
<b>Comprehensive Development Areas (CDAs)</b>  Areas with unique Comprehensive Development designations.			

\* Allowable density is expressed as a Floor Space Ratio (FSR) for mixed use and commercial land uses. Density for all land uses will be specified in the Zoning Bylaw. Additional density may be determined for development applications with increased community amenities such as affordable housing, public art, child care facilities and park dedication.

**Amendment Bylaw No. 1156, 2025**

**Policy LU1.6 Community Amenities**

*Foster the provision of community and neighbourhood amenities associated with new development through the development of amenity density bonus provision in the zoning bylaw or through negotiated Phase Development Agreements.*

**Policy LU1.7 Density**

*Density (lot size) at the site level will be determined through the Land Use Bylaw.*

**Policy LU1.8 Temporary Use Permits**

*Temporary Use Permits will be considered on a case by case basis throughout the Town.*

**OBJECTIVE LU2**

*Preserve the valued ambiance, scale and character of established residential neighbourhoods while enhancing connections between neighbourhoods and to mixed-use centres.*

**Policy LU2.1 Residential Character**

*Protect the rural and suburban character of established residential areas located outside of the mixed-use centres by maintaining zoning and development standards that identify detached housing as the priority use, and through the establishment and enforcement of Form and Character Development Permit Areas (See Part 4.).*

**Policy LU2.2 Connected Neighbourhoods**

*Strengthen connections between existing residential neighbourhoods and the mixed-use centres through transportation, urban design and public space improvements, to the effect that neighbourhoods identify with one or more of the mixed-use centres.*

**Policy LU2.3 Targeted Residential Infill**

*On a case-by-case basis, allow limited residential infill in established residential areas as a means of providing greater housing options and addressing the demand for ground-oriented family housing.*

*Infill should be designed to blend into the existing neighbourhood and should adhere to Infill Guidelines to be developed by the Town following the adoption of this plan.*

**Policy LU2.4 Secondary Suites**

*Continue to promote the inclusion of secondary suites as permitted by zoning.*

**Policy LU2.5 Water and Shoreline**

*Recognize View Royal's watercourses and marine waterfronts as character-defining elements of the community. Work to increase public access to the water and to protect waterfront habitat and ecosystems, and encourage landowners to restore the ecological function of disturbed shorelines.*

**OBJECTIVE LU3**

*Support the development of a new community-serving Town Centre as the economic, cultural and civic heart of View Royal.*

**Policy LU3.1 Town Centre Site**

*Recognize the Fort Victoria RV Park site as the community's preferred location for a new Town Centre.*

**Policy LU3.2 Town Centre Vision**

*Explore options for realizing the Town Centre vision if and when the preferred site becomes available for this use. Any options considered for the site should be consistent with the Community Vision and include the following elements:*

- *Compact, medium to high density, transit-oriented development that capitalizes on its proximity to regional transportation infrastructure including the E&N Trail, Galloping Goose Trail, Trans-Canada Highway, the planned rapid transit route, and the future E&N commuter rail corridor.*
- *A central public gathering place.*
- *A mix of residential, commercial and civic/public uses, including a range of attached housing forms, and shops and services.*
- *Strong connections to View Royal Park, and the north and south neighbourhoods.*
- *A potential rail or transit station.*

**Policy LU3.3 Town Centre Master Plan and Community Consultation**

*Ensure a Town Centre master plan is developed in consultation with the community in advance of any rezoning of the preferred site. The master plan should specify the use, density, form and character of development, and address infrastructure, servicing and phasing issues.*

**OBJECTIVE LU4**

*Support high-quality development and design that creates safe, dynamic, and sustainable places for people to meet their daily needs and enjoy life, and that provides a strong sense of place and identity for View Royal.*

**Policy LU4.1 Form and Character Development Permit Areas**

*Establish Form and Character Development Permit Areas for areas designated as Residential, Mixed Residential, Neighbourhood Mixed-use, Intensive Mixed-use and Commercial (See Part 4.).*

**Policy LU4.2 Support Walking, Cycling and Transit**

*Encourage higher density and mixed-use development at neighbourhood centres and along major transit corridors to promote walkability, cycling and transit use. Support higher residential density, commercial intensity and reduced parking requirements in areas well served by transit.*

**Policy LU4.3 Complete Streets**

*Promote "complete streets" that provide safe and attractive pedestrian and cycling amenities, and are well connected to adjacent areas. Examples of pedestrian and cycling*

*amenities include street trees and landscaping; wide sidewalks with comfortable building enclosure; street furnishings and pedestrian scale lighting; fenestration with transparent glazing; bike racks; and weather protection.*

**Policy LU4.4 High-quality Development**

*Promote high-quality design, planning, construction and maintenance of public and private development and infrastructure projects.*

**Policy LU4.5 Street-oriented Buildings**

*Encourage street-oriented buildings where practical in terms of physical terrain and street configuration.*

**Policy LU4.6 Place-based Community Development**

*Apply a place-based approach to community development that responds to the unique social, cultural and environmental characteristics of each area of the Town. This applies in particular to development in the mixed-use areas. Land use and urban design decisions in these areas should build on the existing characteristics of the neighbourhoods and address needs of current and future area residents.*

**Policy LU4.7 Public Gathering Places and Outdoor Markets**

*Encourage the development of public gathering places such parks, plazas and landscaped seating areas near activity-generating uses and mixed-use centres.*

*Support public and outdoor markets in the Eastern Gateway Community Corridor, the Northern Gateway Community Corridor and the future Town Centre site through streamlined permitting and relaxed parking requirements.*

**Policy LU4.8 Community-wide Standards**

*Support the development of community-wide urban design and street standards that assist in building the Town's identity and establish a unified sense-of place. Consideration should be given to lighting standards, street furnishing, public art and gateway features.*

**Policy LU4.9 Universal Design**

*Apply universal design principles and guidelines to public space design and improvements.*

**Policy LU4.10 Reuse of Historic Buildings, Structures and Sites**

*Support reuses and retrofitting of historically significant buildings, structures and sites.*

**Policy LU4.11 Nuisance**

*Require light and noise mitigation to be incorporated into the design of new buildings to prevent conflicts, discomfort and nuisance, especially along major transportation routes.*

**Policy LU4.12 Crime Prevention Through Environmental Design**

*Integrate Crime Prevention Through Environmental Design (CPTED) principles and best practices into all design guidelines.*

**Policy LU4.13 Sustainable Structures and Buildings**

*Encourage the design and construction of sustainable and environmentally responsible structures and buildings that reduce demand for services, create less waste, make efficient use of resources and create healthier living environments.*

**Policy LU4.14 Mixed Commercial Development**

*Development four-storeys or greater should incorporate commercial or public use space.*

*Amendment Bylaw No. 1156, 2025*

**OBJECTIVE LU5**

**Protect and enhance natural features and resources, and parks.**

**Policy LU5.1 Conservation Designations**

*Maintain all protected natural areas through existing conservation and park designations, and the establishment and enforcement of Environmentally Sensitive Areas Development Permit Areas (See Part 4.).*

**Policy LU5.2 Sustainable Development Patterns**

*Direct new growth away from environmentally sensitive areas, and promote sustainable development patterns and building forms that result in a more efficient use of limited land.*

**Policy LU5.3 Green Infrastructure**

*Promote “green” infrastructure and building systems to create a more sustainable built environment, and reduce adverse impacts on natural systems and resources. Plan for adaptability by ensuring new buildings and infrastructure can be easily retrofitted over time.*

**Policy LU5.4 Urban Growth Boundary**

*Maintain the Urban Growth Boundary (UGB) and continue to direct new urban development and improvements within the boundary.*

**Policy LU5.5 Subdivision of Waterfront Property**

*Closely regulate the subdivision of waterfront lots to protect the integrity of the shoreline, aquatic environments and ecologically sensitive areas*

**Policy LU5.6 Parkland**

*Support the acquisition, development and enhancement of parkland as a means of protecting the natural environment and providing important social space.*

**Policy LU5.7 Parkland and Open Space Integration**

*Promote the integration of parkland, open space and natural features into the built environment.*

**Policy LU5.8 Farmland**

*Encourage the retention of existing, active farmland.*

**Policy LU5.9 Urban Agriculture**

*Promote urban farming and agriculture, community gardens, edible landscaping and farmers markets as ways to access and celebrate local food and healthy lifestyles.*

## NEIGHBOURHOOD OBJECTIVES AND POLICIES

Following are the neighbourhood-specific land use and urban design objectives and policies. These address both land use and urban design issues in the Stable Areas of neighbourhoods as well as the Change Areas identified in previous sections of this chapter.

### *Atkins Neighbourhood*

#### OBJECTIVE LU6

**Support the Atkins Neighbourhood in becoming a complete and inclusive neighbourhood with a wide range of complementary uses and amenities, and dynamic mixed-use centres.**

##### *Policy LU6.1 Mill Hill Residential Area*

*Continue to support the completion of developments planned for the Mill Hill Residential Area and new developments that fit within the vision for Mill Hill. Acceptable development is restricted to clustered, mixed residential uses – including detached housing and townhomes – within the Urban Growth Boundary. Significant parkland dedication, conservation areas and trail connections will be pursued.*

*Through the subdivision and development permitting processes, all development in Mill Hill will be required to meet high standards of design, with special attention to protecting the natural environment and natural systems.*

##### *Policy LU6.2 Lakeside Village Neighbourhood Centre*

*Promote the development of Lakeside Village as a vibrant Neighbourhood Centre that includes:*

- *Ground level, neighbourhood-serving commercial.*
- *Outdoor seating and/or public gathering space.*
- *Strong and safe linkages to the surrounding neighbourhood, parks and trails.*
- *Apartment dwellings.*

##### *Policy LU6.3 Atkins Centre*

*Plan for and promote the development of the Atkins Centre as mixed-use, transit-oriented hub.*

*Development in the Atkins Centre should be carefully reviewed to consider the following:*

- *Appropriate land uses and densities for supporting transit use.*
- *Logistical and engineering issues related to the transit exchange.*
- *Placemaking and the quality of the built environment.*
- *Relationships between the development area, the transit exchange, and the regional trails and roadways.*
- *Access and improvements to Atkins Road and Six Mile Road.*

- *Inclusion of attached and higher density housing types with any parking facility.*
- *Design and location of parking facilities to minimize surface parking and promote a vibrant and walkable pedestrian environment.*
- *Servicing needs.*

**Policy LU6.4 Rural Lands**

*Encourage and consider creative proposals for maintaining rural land uses within the Atkins Neighbourhood, such as accommodation, agri-tourism and eco-tourism.*

**Policy LU 6.5 Street and Public Space Improvements**

*Explore opportunities for improving streets and public space in the Burnside Neighbourhood to create a safer and more enjoyable pedestrian environment.*

**Burnside Neighbourhood**

**OBJECTIVE LU7**

*Protect the natural ambience and residential character of the Burnside Neighbourhood while promoting increased housing options, local-serving amenities and walkability.*

**Policy LU7.1 Burnside Corner Neighbourhood Centre**

*Promote the development of the Burnside Corner Neighbourhood Centre as a medium scale mixed-use project.*

*The Neighbourhood Centre should be predominantly attached residential and include ancillary commercial uses that cater to local residents. Connections between the Neighbourhood Centre, trails and public facilities should be improved to support walking and transit use.*

*Special needs or affordable housing is encouraged for this location.*

**Policy LU7.2 Street and Public Space Improvements**

*Explore opportunities for improving streets and public space in the Burnside Neighbourhood to create a safer and more enjoyable pedestrian environment.*

**Policy LU7.3 Provincial Capital Commission Lands**

*Work with the Provincial Capital Commission (PCC) to plan for the decommissioning of surplus PCC lands in View Royal. Ensure that environmentally sensitive features on these properties are protected, and promote the development of new parkland and trails, and limited clustered residential development.*

**Craigflower Neighbourhood**

**OBJECTIVE LU8**

*Promote new development and public improvements in the Craigflower Neighbourhood to provide housing options, enhance trail connectivity and shoreline access, and increase the customer base for local businesses.*

#### **Policy LU8.1 Thetis Cove Neighbourhood Centre**

*Promote the development of Thetis Cove as a vibrant Neighbourhood Centre that includes:*

- *Ground level, neighbourhood-serving commercial.*
- *A mixture of commercial uses that provide employment opportunities and add vibrancy to the area.*
- *Significant public waterfront parks and gathering spaces.*
- *Strong and safe linkages to the surrounding neighbourhood, parks and trails.*
- *A mixture of Single Family, Townhouse and Apartment dwellings.*
- *The provision of significant community amenities.*

*Special planning consideration should be given to the relationship and connection between Thetis Cove and the Admirals Walk Neighbourhood Centre. Development at Thetis Cove should support Admirals Walk as an important commercial hub, and provide strong pedestrian connections between the shopping area, shoreline and new housing.*

*Additional consideration should be given to ensure public walkways and shoreline access at Thetis Cove, and connections to the E&N Rail Trail, Portage Park and the surrounding Neighbourhood.*

#### **Policy LU8.2 Eastern Gateway Community Corridor**

*Promote the Eastern Gateway Community Corridor as a significant activity hub and commercial centre. Encourage improvements and enhancements to buildings, public space, and urban design features to increase the comfort, safety and enjoyment of pedestrian.*

*Create stronger and safer pedestrian and cycling connections to Admiral's Road from Thetis Cove and other residential areas, and along Admiral's Road. This may include the introduction of new or improved sidewalk and cycling facilities between Admirals Walk and Nelson Square and Canadian Tire shopping centres, streetscape beautification, and new crosswalks and signaling.*

*Over time, support the redevelopment of underutilized buildings and surface parking lots, and the intensification of commercial uses within the Community Corridor. Ensure that any redevelopment is consistent with the Community Vision and other policies in the OCP.*

#### **Policy LU8.3 Eastern Gateway Enhancements**

*Support public space enhancements along Admirals Road, Hallowell Road and the Island Highway to create a safe and enjoyable pedestrian environment, and to reinforce the Craigflower Neighbourhood as View Royal's eastern gateway.*

*Enhancements may include:*

- *Sidewalk widening and improvements.*
- *Coordinated street furnishing and lighting standards.*
- *Public art, banners and gateway features.*

- *Wayfinding signage.*
- *Improved bike facilities and crossings.*

**Policy LU8.4 Christie Point**

*Encourage any future redevelopment at Christie Point to include a mix of medium density residential and park uses. Development at this location should be carefully reviewed to ensure that environmentally sensitive areas are protected, potential sea-level rise issues are addressed, and safe and efficient road access from the Island Highway is maintained.*

**Harbour Neighbourhood**

**OBJECTIVE LU9**

*Preserve the residential scale and character of the Harbour Neighbourhood while accommodating new housing options, shops and amenities closer to where people live.*

**Policy LU9.1 Harbour-Helmcken Community Corridor**

*Support the development of the Harbour-Helmcken Community Corridor along the portion of the Island Highway located between Burnett Road and Beaumont Avenue.*

*The Community Corridor area includes lots fronting the Island Highway and some adjoining lots on the north side of the Island Highway. Limited mixed-use intensification and public space improvement should be concentrated at the Helmcken Intersection, with residential uses occupying the other portions of the corridor.*

*Development in the Harbour-Helmcken Community Corridor should be carefully reviewed to consider the following:*

- *Mixed-use intensities appropriate for the corridor's lots sizes and adjacent residential areas. Commercial uses should be neighbourhood-serving and limited to properties located near the Helmcken Intersection.*
- *Circulation, access and parking.*
- *Right-of-way conditions and pedestrian safety, including connections across the Island Highway and Helmcken Road.*
- *Placemaking and the quality of the built environment.*
- *Strong and safe connections to surrounding residential areas, the waterfront, Helmcken Road, View Royal Elementary School and the planned Town Centre.*
- *Opportunities to consolidate and rezone lots fronting the Island Highway to higher residential densities.*

*The Harbour-Helmcken Community Corridor should be planned to compliment and not compete with the future Town Centre. Planning decisions in the Harbour and Helmcken neighbourhoods should recognize the community's aspiration for the development of the Town Centre and ensure that land use planning in other areas does not inhibit eventual*

*development of the Fort Victoria site. Development outside the Community Corridor shall be discouraged.*

**Policy LU9.2 Pocket Parks and Road Ends**

*Support ongoing improvements to municipally owned pocket parks, road ends and water accesses along Esquimalt Harbour.*

### ***Helmcken Neighbourhood***

**OBJECTIVE LU10**

*Support the revitalization of the Helmcken Neighbourhood through the creation of vibrant mixed-use areas and improved community connections and amenities, while preserving the scale and character of existing residential areas.*

**Policy LU10.1 Integrated Planning Approach**

*Encourage an integrated approach to planning in the Helmcken Neighbourhood that recognizes and relates the significant opportunities planned for the neighbourhood, including:*

- *Harbour-Helmcken Community Corridor mixed-use area.*
- *View Royal Town Centre.*
- *View Royal Park improvements.*
- *E&N Rail Trail and the possibility of commuter rail on this corridor.*
- *Stronger pedestrian and cycling connections across the Trans-Canada Highway.*

*New initiatives in the Helmcken Neighbourhood should be planned to connect and interrelate with the neighbourhood's residential areas, View Royal School, Centennial Park and other adjacent neighbourhoods.*

**Policy LU10.2 View Royal Park**

*Recognize View Royal Park as an important community-gathering place, and support significant improvements and connections to this public amenity. See also Objective LU3, Policies LU3.1 – 3.3 and Policy LU9.1*

**Policy LU10.3 Portage Inlet**

*Continue to pursue improved public access to Portage Inlet.*

### ***Hospital Neighbourhood***

**OBJECTIVE LU11**

*Support the revitalization of the Hospital Neighbourhood through the development of vibrant mixed-use areas, and improved community connections and amenities.*

**Policy LU11.1 Northern Gateway Community Corridor**

*Support developing the Northern Gateway Community Corridor mixed-use area along Helmcken Road south of Burnside Road.*

*The Community Corridor will be predominantly mixed residential with ancillary commercial permitted near, and south of, Watkiss Way. New development will be focused on lots fronting Helmcken Road and select lots located off of Watkiss Way. Infill development on adjacent lots in the established residential area will be considered on a case-by-case basis.*

*Development in the Northern Gateway Community Corridor should be carefully reviewed to consider the following:*

- *Uses and densities that benefit from the Corridor's proximity to the Victoria General Hospital and the planned regional rapid transit stop. Attached housing, including townhomes and apartments, should be encouraged throughout the Corridor. Ground level commercial uses should be encouraged on the large parcel at the northwest corner of Helmcken Road and Watkiss Way and the southeast corner of Helmcken Road and Chancellor Avenue. Acceptable commercial uses include medical offices and related facilities, small format retail, restaurants, food stores and accommodations. Unacceptable uses include big box retail and wholesale outlets.*
- *Access and circulation.*
- *Quality of the built environment.*
- *Wayfinding and placemaking elements that reinforce the Hospital Neighbourhood as the northern gateway to View Royal, and create a strong sense of place in the area surrounding the hospital and leading into the southern areas of the Town.*
- *Connections to the planned hospital rapid transit stop, Galloping Goose Regional Trail, Trans-Canada Highway and established residential area east of Helmcken Road.*

**Policy LU11.2 Hospital Neighbourhood Centre**

*Explore possibilities for developing a transit-oriented Hospital Neighbourhood Centre on the land immediately west of the Victoria General Hospital and abutting the planned regional rapid transit stop.*

*Development in the Hospital Neighbourhood Centre should be carefully reviewed to consider the following:*

- *Uses and development forms that benefit from and support the Victoria General Hospital.*
- *Potential economic development opportunities that exist in proximity to the hospital.*
- *Appropriate land uses and densities for supporting transit use.*
- *Location and design of parking facilities to minimize surface parking and promote a safe and enjoyable pedestrian environment.*
- *Access and circulation.*
- *Logistical and engineering issues related to the transit stop and right-of-way.*
- *Quality of the built environment.*

- *Connections to planned hospital rapid transit stop, Galloping Goose Regional Trail, Trans-Canada Highway and established residential area east of Helmcken Road.*
- *Potential noise, light, smell and nuisance issues related to the site's proximity to VGH, the laundry facility and the Trans-Canada Highway.*

## ***Thetis Neighbourhood***

### **OBJECTIVE LU12**

Preserve the recreational and environmental integrity of Thetis Lake Regional Park and adjoining natural areas.

#### ***Policy LU12.1 Thetis Lake Regional Park***

*Continue to support the preservation of Thetis Lake Regional Park as an important recreational amenity and significant natural resource.*

*Support planning initiatives that:*

- *Improve local and regional access and connections to the park.*
- *Expand the park boundaries.*
- *Enhance the recreational amenities within the park without compromising critical habitat or sensitive species.*

#### ***Policy LU12.2 Urban Growth Boundary***

*Support the intentions of the regional Urban Containment Boundary and View Royal's Urban Growth Boundary by promoting conservation and discouraging development in the natural and rural areas north of Thetis Lake Regional Park.*

*Any new development proposed for north of Thetis Lake Regional Park should be carefully reviewed to consider the following:*

- *How it fits within the Regional Growth Strategy and the Development Framework set out in the OCP.*
- *Potential impacts on the natural environment.*
- *Infrastructure and servicing costs and impacts.*
- *Uses and densities appropriate for a service and access limited area.*
- *Opportunities for clustering development to reduce the overall development footprint and maximize the retention of natural areas.*
- *Opportunities for rural uses, including agriculture, camping, recreation, sustainable resource and rural industrial uses and eco-tourism.*
- *Conservation easements and park land dedication.*
- *Public access to lakes, streams, creeks and lookouts.*

#### ***Policy LU12.3 Tourism Commercial***

*Support recreation and tourism commercial uses that support the preservation of the natural environment, such as camping, on the site located between Thetis Lake Regional Park and the Trans-Canada Highway.*

## **Wilfert Neighbourhood**

### **OBJECTIVE LU13**

*Support the revitalization of the Wilfert Neighbourhood and View Royal's western gateway through land use intensification and improvements along the Island Highway.*

#### ***Policy LU13.1 Western Gateway Community Corridor***

*Support the development of the Western Gateway Community Corridor as a high intensity mixed-use area, with an emphasis on commercial uses and high quality urban design.*

*Development in the Western Gateway Community Corridor should be carefully reviewed to consider the following:*

- *High intensity commercial and mixed uses that support an attractive street-level environment and multimodal transportation.*
- *Quality of the built environment.*
- *Quantity and location of parking to ensure that street frontages are people-friendly and designed for the comfort of those arriving by foot, bike and transit, as well as by car. Specifically, buildings should be designed closer the Island Highway and include sidewalk entries. Parking should be located behind the building, away from the Island Highway, or in underground garages and parking structures.*
- *Housing densities and design that are compatible with high intensity commercial development.*
- *Adjacencies and interfaces with Millstream Creek, trails and established residential areas.*
- *Roadway, sidewalk and other public space enhancements that will create a safe and enjoyable street-level environment, and a sense of place and continuity along the Community Corridor.*
- *Increasing parkland along Millstream Creek and providing pedestrian connections.*

## IMPLEMENTING ACTIONS

### ***ACTION LU1***

Update the Zoning Bylaw to reflect the policies of this OCP and establish land use regulations for implementing the Development Framework.

### ***ACTION LU2***

Update the Transportation Master Plan to support the development of a connected network of walkable Neighbourhood Centres and Community Corridors.

### ***ACTION LU3***

Update the Parks and Trail Master Plan to include linkages between the mixed-use centres, and to identify park requirements for the Change Areas.

### ***ACTION LU4***

Ensure the development of Town Centre Master Plan if and when the Fort Victoria RV Park site becomes available for this purpose.

### ***ACTION LU5***

Develop a community amenities policy to guide the level of amenity contribution required for density bonus or phased development agreements.

### ***ACTION LU6***

Develop an infill development guidebook that includes recommendations and options for residential and mixed-use infill.

### ***ACTION LU7***

Explore developing Town-wide urban design and street standards, and an implementation strategy for improving public space.

### ***ACTION LU8***

Establish and regularly update Form and Character and Environmentally Sensitive Areas Development Permit Areas to guide and regulate development (See Part 4.).

### ***ACTION LU9***

Coordinate with BC Transit to plan for transit-oriented development at the planned regional rapid transit exchange and rapid transit stops in View Royal.

### ***ACTION LU10***

Continue to support the expansion of commuter rail service, rail stations and supporting land uses along the E&N rail corridor.

### ***ACTION LU11***

Explore developing a food security strategy that includes the identification of suitable sites for agriculture, urban farming, community gardens and farmers' markets.

## 2 | Transportation and Mobility

### OVERVIEW

The Transportation and Mobility chapter sets out goals, objectives, policies and implementing actions for developing a dynamic transportation system in View Royal to support compact, sustainable development, provide greater transportation choice, and reduce car use and greenhouse gas emissions.

#### GOALS

- Create an inclusive community that provides housing and transportation options, and services and facilities for families and individuals of diverse backgrounds, cultures, ages and economic means.
- Confirm View Royal as an environmentally responsible community committed to becoming a more sustainable place and planning for global climate change.
- Recognize the regional role of the community as a link in major transportation and environmental systems, and cooperate with other municipalities and governments to address regional issues, while also protecting local values and promoting long-term sustainability.

### VIEW ROYAL TODAY

Historically, View Royal has functioned as a suburb of Victoria. Although the Town provides great residential areas and parks, residents often have to travel long distances by car to go to work, and to access goods, services and other amenities. The Town's excellent proximity to regional trails and transit has not yet enticed the majority of the driving age population to leave their cars behind. The challenge for View Royal is to provide more transportation options while promoting community development that reduces the need to travel by car.



*The Galloping Goose Trail offers a safe commuting alternative for cyclists and pedestrians.*

#### *Existing Transportation Infrastructure*

View Royal's location between the region's Urban Core and West Shore communities has resulted in the Town being well served by transportation infrastructure. The Town boasts good access to highways, arterial and local roads, regional trails, transit routes, and the Esquimalt and Nanaimo (E&N) railway corridor.

## **Walking and Cycling**

Many of View Royal's original neighbourhoods and roadways were not designed with pedestrians and cyclists in mind. Over the past decade, View Royal has made significant progress in developing continuous and safe pedestrian and bicycle routes within and through the community. This includes introducing traffic calming improvements on busy roads, improving crossings near schools, providing new sidewalks, creating trail connections, and adding bike lanes on commuter routes.

Despite this progress and the Town's ongoing work to enhance the safety and comfort of cyclists and pedestrians through prioritized improvements, many neighbourhoods in View Royal remain without adequate connections. A community-wide issue is the fragmentation that is caused by the lack of a safe and inviting connection across the Trans-Canada Highway. Neighbourhoods to the north (Burnside, Hospital, Thetis) are largely disconnected from those in the south. This impacts access to amenities and presents a major challenge in establishing a shared sense of community within the Town.



*A pedestrian tunnel under the E&N rail tracks connects the Thetis Vale subdivision to the Galloping Goose Trail.*

## **Regional Trails**

The Galloping Goose Trail and several regional bike routes connect View Royal locally and to the region. These routes are widely used by bike commuters and for recreation purposes. The Galloping Goose extends east-west through View Royal via Colwood from Sooke, and connects to Victoria and the Peninsula trails that extend past Sidney.

Another regional trail, the E&N Rail Trail, is planned within the E&N railroad right-of-way that also runs east-west through the Town. The first phase of construction for the E&N Rail Trail, which includes bridge construction and trail development in eastern View Royal, will be complete in 2011. The final trail will run from Victoria to Goldstream Park, and is planned to connect with the Galloping Goose and the future Trans-Canada Trail.

## **Bus and Rapid Transit**

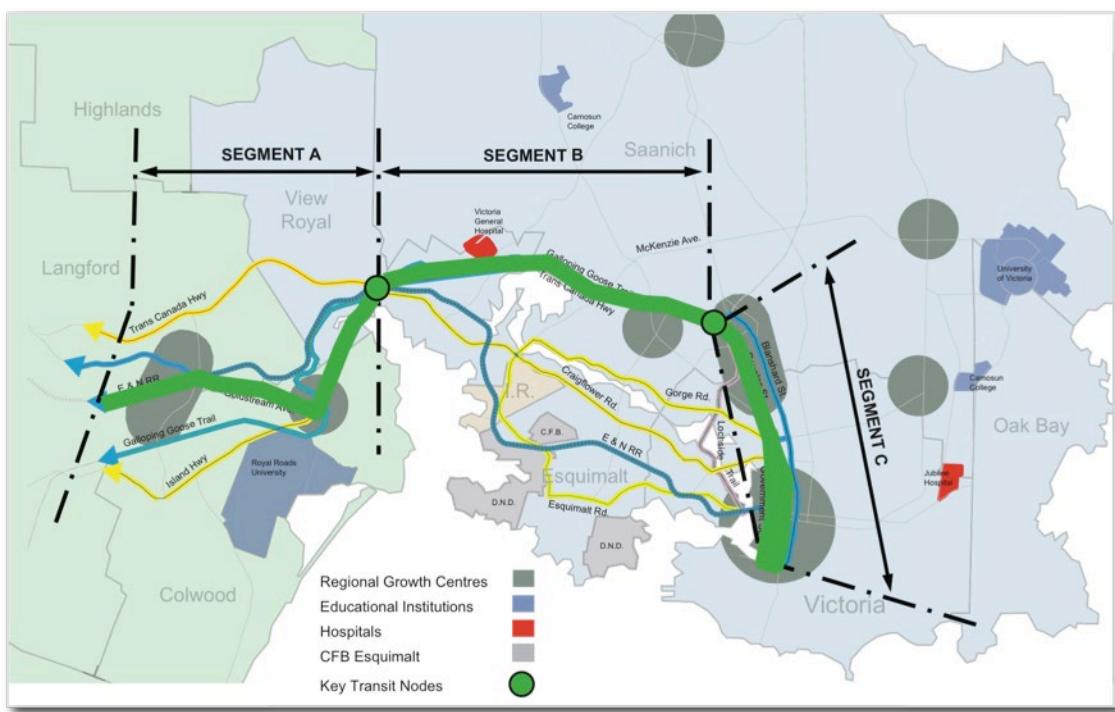
Several bus routes provide transit service in View Royal. The Town works in conjunction with BC Transit in the planning of appropriate bus routes and bus stop locations. BC Transit also provides feedback on anticipated service needs and routing for proposed developments in View Royal. At the time this Plan was written, the level of service in several neighbourhoods warranted review, particularly in the underserved Thetis Vale area.

In 2009-10, the Ministry of Transportation and Infrastructure (MOT), Capital Regional District (CRD) and BC Transit studied options for introducing rapid transit service between the West Shore communities and downtown Victoria. The goal of the project is to reduce traffic congestion and provide a viable car alternative travel option to commuters. A preferred alignment was identified in 2009, with two stops included within View Royal – a major transit

exchange near the juncture of the Island Highway, Galloping Goose Trail and E&N right-of-way; and a stop adjacent to the Victoria General Hospital near Helmcken Road and the Trans-Canada Highway. Studies are underway to refine the alignment and identify a preferred rapid transit technology. Rapid bus and light rail technology are among the options being explored.

### **Inter City and Commuter Rail**

The existence of the E&N railway corridor presents a unique opportunity for the introduction of commuter rail service. The rail corridor runs from Victoria, through the West Shore, all the way to Courtenay, connecting southern Vancouver Island with up-island communities. The tracks are currently used for a daily train service catering to tourist and sightseers. View Royal is one of the many communities that continues to advocate for increased service on the E&N to accommodate passengers traveling for employment, education, shopping and excursion purposes. Although there is currently no formal planning or funding for this project, View Royal joins communities such as Langford and Colwood in identifying commuter rail service on the E&N as a part of its long-term vision. The Town will continue to lobby other levels of government to make commuter rail a regional priority.



Source: BC Transit

### **Major Roads**

The Town is traversed by two major east-west roads – Highway 1 (Trans-Canada Highway) and the Island Highway. While residents of View Royal travel on these roads, the majority of users live beyond the Town's boundaries. The effect of these two high volume highways has been to separate View Royal's neighbourhoods from each other. In particular, the Trans-Canada Highway separates neighbourhoods to the north of the highway from those to the south. On

weekdays, “rush hour” traffic begins piling up on the Island Highway around 2:30 pm. This daily gridlock dramatically slows down local access to homes and businesses, and creates significant noise, air and visual impacts.

Other major roads in View Royal include Admirals, Helmcken Road, Six Mile Road, Watkiss Way and Burnside Road. All of these roads experience high volumes of traffic at peak times. Some are busy for most of the day. Traffic and noise generated by these roadways often detracts from the ambience of adjacent neighbourhoods or inhibits comfortable social interactions on the bordering sidewalks and properties. Like the Island Highway and Trans-Canada Highway, major roads can be barriers between and within neighbourhoods.

### **Water Transportation**

View Royal’s location and shoreline present opportunities for people to explore the waterfront by canoes, kayaks and small boats. Many people utilize these options for recreation and commuting purposes. In order to support water transportation, better infrastructure needs to be provided within the Town in the form of public boat launches and docks.

### **Major Transportation Routes**

(See also Schedule M.)

#### **Major Roads**

Trans-Canada Highway (Highway 1)  
Island Highway  
Watkiss Way  
Burnside Road  
Six Mile Road  
Helmcken Road  
Admirals Road

#### **Regional Trails**

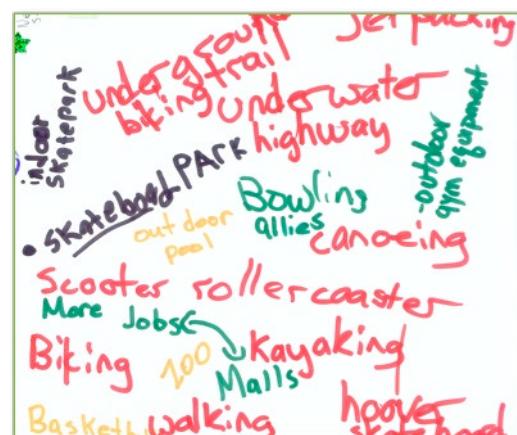
Galloping Goose Trail  
E & N Rail Trail (Planned)

#### **Rapid Transit and Commuter Rail**

Regional Rapid Transit Alignment (Planned)  
E & N Rail Alignment (Future Opportunity)



Artwork created by students at Eagle View Elementary School.



Images and ideas created by students at Shoreline Community Middle School.

## Schedule M Major Transportation Routes

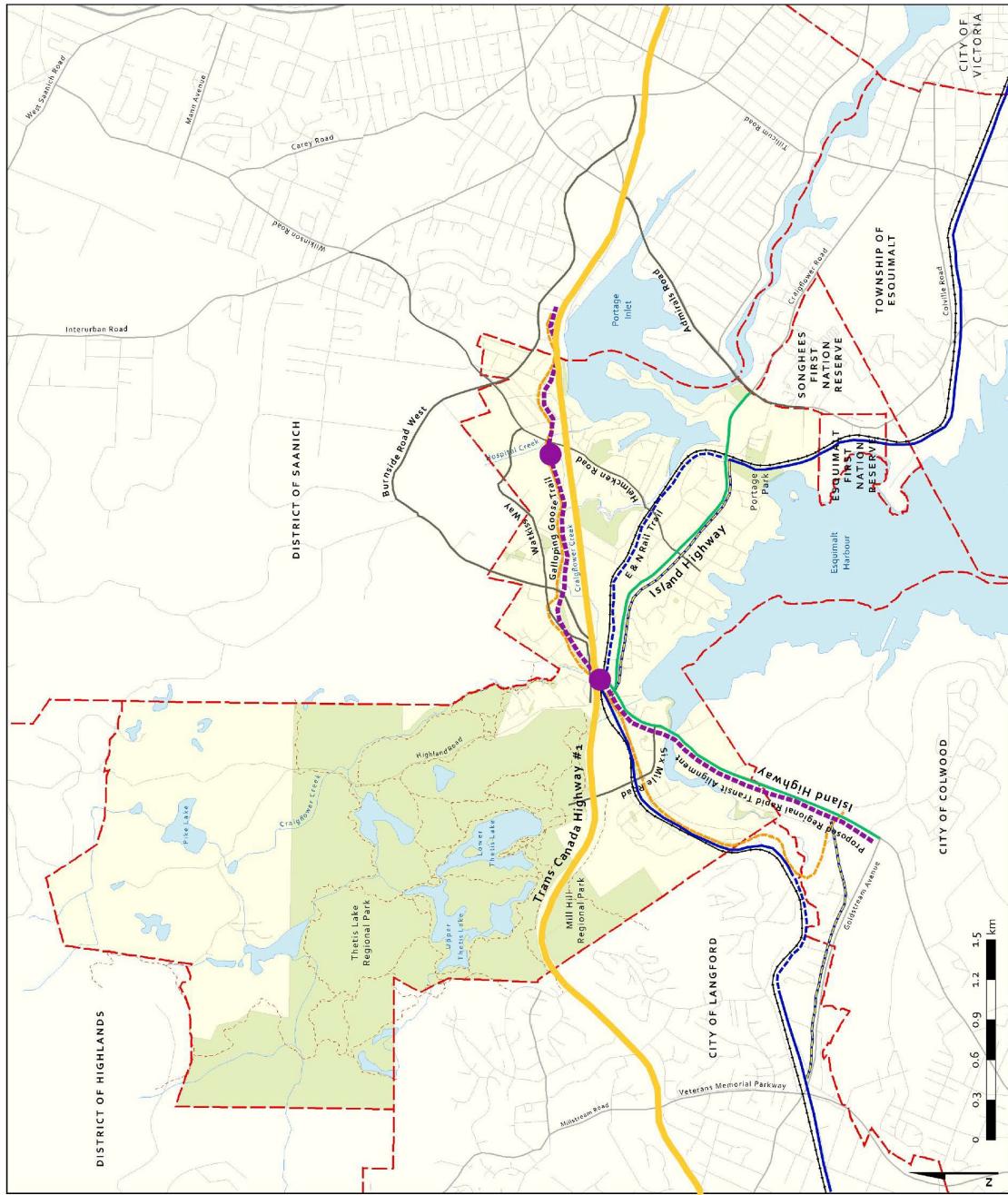
- E & N Railway Line
- Regional Rapid Transit Alignment (future)
- Regional Rapid Transit Key Nodes (future)
- Galloping Goose Trail
- E & N Rail Trail
- E & N Rail Trail (future)
- E & N Rail Trail (use of road cycle lanes)
- Other Trails
- Trans Canada Highway #1
- Island Highway
- Major Roads
- Roads
- Jurisdictional Boundaries
- Water Features
- Parks

CITY SPACES  
Planning | Project Management | Economic Research



April 13, 2010

Source: Geography Division, Statistics Canada, Boundary Files, 2006 Census 20-2006XWB. Other data supplied by the Capital Regional District and the Town of View Royal. Note: For graphical reference only, data accuracy pending verification.



## **Transportation Plans**

### **Transportation Master Plan**

The View Royal Transportation Master Plan was adopted in 2008 to guide transportation decisions and investments in the Town. The Master Plan includes an analysis of existing conditions, recommendations for improvements and implementation strategies. Overall the Master Plan establishes strong direction for prioritizing walking, biking and transit; reducing automobile dependency; and improving safety and comfort on local roadways.

Recommendations in the Master Plan include:

- Exploring possible diversion routes to support calm and efficient traffic through View Royal.
- Improving bike and pedestrian infrastructure.
- Working with BC Transit to improve transit service through View Royal.
- Encouraging the development of land use bylaws that promote mixed-use, transit-oriented development.



*Watkiss Way includes wide shoulders and a dedicated lane for cyclists.*

### **TravelChoices Regional Transportation Strategy**

The TravelChoices Strategy was adopted by the CRD in 2005 as the region's long-range transportation planning framework. The Strategy aims to promote a balanced, sustainable and affordable transportation system, and achieve the goals and targets identified by the Regional Growth Strategy (RGS).

The Strategy's broad vision is to "significantly increase the proportion of people walking, cycling, using transit, ride-sharing or using other alternatives to driving alone." More specific elements of the strategy seek to:

- Integrate land use and transportation policies.
- Enhance alternatives to driving alone.
- Manage transportation systems.
- Manage transportation investments.

### **Regional Pedestrian and Cycling Master Plan**

The CRD is developing a Regional Pedestrian and Cycling Master Plan. The Plan will build on the RGS and the TravelChoices Strategy, setting out specific priorities for improvements to the regional pedestrian and cycling networks.

## PLANNING FOR CHANGE

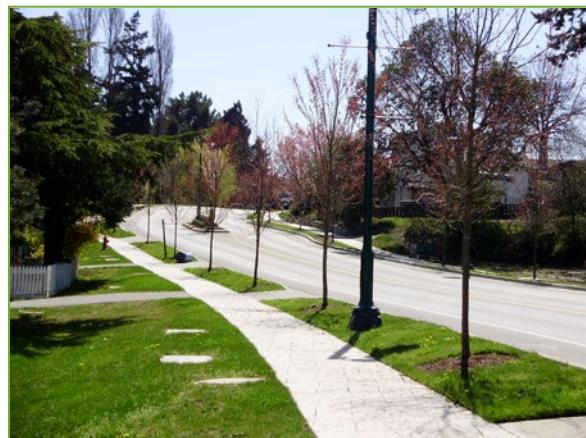
Transportation planning has entered a new era, in which the wide reaching and long-term impacts of transportation decisions are better understood, and communities are actively seeking new solutions to their transport and mobility needs. Instead of being limited by a primary goal of moving people and goods as efficiently as possible, planners, engineers and communities are now working to find ways to reduce automobile dependency and greenhouse gas emissions, encourage other transportation modes, create safer streets, and promote healthy lifestyles.

Sustainable planning requires transportation to be planned in concert with land use. Transportation decisions should support sustainable settlement patterns by providing car alternative options close to where people live, work and play. In turn, land use decisions should ensure that new development is directed to areas well served by transportation infrastructure, and that population densities provide the ridership numbers required to make transit service financial viable. This is especially important in areas surrounding transit stations.

The Town's Community Vision intimately ties growth and change in View Royal to increased transportation choice and a shift away from prioritizing automobile travel. Concentrating new growth in the mixed-use Change Areas will reduce the need to travel long distances and provide population densities necessary to increase transit service. Similarly, targeted infill development will support transportation improvements in established neighbourhoods. The Transportation Master Plan supports planning land use in conjunction with transportation, and sets out strategies for improving transit, cycling and walking networks. Together, the OCP and Transportation Master Plan will provide strong guidance for creating a viable multimodal transportation system in View Royal that will meet the evolving needs of residents, businesses and visitors.



*A pedestrian path creates a convenient shortcut in the Hospital Neighbourhood.*



*Medians, landscaping, sidewalks and bikes lanes slow down traffic, increase safety for pedestrians and cyclists, and beautify the street.*

## OBJECTIVES AND POLICIES

Following are objectives and policies for directing transportation decisions in View Royal. The content in this section should be reviewed alongside the recommendations and implementation strategies contained in the Transportation Master Plan.

### OBJECTIVE TR1

**Recognize walking, cycling and transit as priority modes of transportation in View Royal. Support the expansion of these transportation networks as a means for reducing dependency on car travel and associated greenhouse gas emissions, and promoting a healthy, walkable community.**

#### ***Policy TR1.1 Multimodal Transportation System***

Support and encourage the development of View Royal's pedestrian, cycling, public transit networks as part of an interconnected multimodal transportation system.

Roads within View Royal shall be viewed as a "community resource" for the benefit of all users of the road, not just motor vehicle users. New measures to enhance opportunities for walking and cycling will increase their appeal, convenience and safety for all residents. Walking, cycling, bus transit and other alternatives to the motor vehicle will be integrated into the Town's regulations, plans, budgets, programs and operations.

#### ***Policy TR1.2 Pedestrian Improvements***

Enhance pedestrian access and movement through the development of a system of sidewalks, multi-use trails and pedestrian paths integrated with public transit in all areas. Improvements should be carried out according the Transportation Master Plan.

#### ***Policy TR1.3 Cycling Infrastructure***

Promote cycling for commuting, personal transport and recreation purposes through improvements to infrastructure and facilities as identified in the Transportation Master Plan.

The inclusion of bicycle parking areas and facilities such as showers, lockers, and change rooms shall be encouraged at commercial, institutional, public, recreational, and multi-family residential development sites.

#### ***Policy TR1.4 Transit Services***

Promote transit use as a viable alternative to car travel. Advocate for increased transit service and options to meet the diverse needs of the community, including youth, working adults, seniors and people with mobility challenges. Continue to work with BC Transit to improve the level of service to View Royal's neighbourhoods, particularly in the Thetis Vale area.

#### ***Policy TR1.5 Rapid Transit***

Work cooperatively with BC Transit and other stakeholders to develop and implement a rapid transit corridor that will link View Royal to Victoria and the West Shore communities. Ensure that the corridor includes stops in View Royal and that planning for those locations considers land uses and amenities necessary to support mixed-use development, and fit within the Vision of the OCP.

Rapid transit stops and stations should be planned and designed to enhance the local area, and function as transportation hubs – well connected to other trails, transit routes and roadways. Extensive surface parking lots and “park-and-ride” facilities without activity-generating amenities and land uses are not supported.

***Policy TR1.6 Commuter Rail***

Continue to advocate for the introduction of commuter rail service on the E&N corridor. Ensure that planning decisions do not inhibit expanded rail service or future station area development.

***Policy TR1.7 Trail System***

Support the development of a comprehensive multiple-use trail system in View Royal. This includes continued improvements to the Galloping Goose Trail and local trails, and development of the E&N Rail Trail.

Trails should be planned and developed in accordance with regional plans, the Transportation Master Plan and a parks and trail master plan. Considerations for trail planning include:

- Meeting the needs of a variety of users through regional multiple-use trails as well as local connectors, footpaths and nature trails.
- Ensuring trails provide safe connections to destinations such as parks, schools, neighbourhoods, amenity areas and other trails.
- Securing land dedications or statutory right of ways from private owners at the time of subdivision or development in order to create high quality pedestrian and cycling-friendly neighbourhoods.
- Utilizing surplus road or railway rights-of-way.
- Co-operating with community organizations, non-profit organizations and other public agencies.
- Ensuring that development does not preclude the use of former railroad rights-of-way or easements as transportation or recreation corridors.
- Ensuring consistency with existing and planned trails in adjacent municipalities.

***Policy TR1.8 Transportation Demand Management***

Encourage Transportation Demand Management (TDM) measures for new developments and existing areas that could benefit from TDM, particularly large employers. TDM plans and strategies should include education, incentives and disincentives, and travel options to support walking, cycling, ridesharing and transit, and reduce single occupancy vehicle trips and private car ownership.

Consider decreasing parking requirements for development proposals that incorporate site-specific TDM strategies and that can demonstrate a decrease in the demand for car travel and an increase in the use of other travel options.

***Policy TR1.9 Small Boat Launch***

Support non-motorized water transportation in View Royal. Investigate opportunities to expand infrastructure for canoes, kayak and smalls boats in Esquimalt Harbour and Portage Inlet. This includes identifying and pursuing opportunities for providing public boat launches, docks and associated facilities.

***Policy TR1.10 Greenways***

Continue to support the implementation of a “greenways system” to provide alternative ways to navigate the Town’s neighbourhoods and connect to regional greenways networks.

***Policy TR1.11 Wayfinding***

Work to improve wayfinding systems (signage and other methods) to encourage use of View Royal’s trails and greenways.

**OBJECTIVE TR2**

**Plan transportation infrastructure to support a more compact and sustainable settlement pattern. Ensure Neighbourhood Centres, Community Corridors, neighbourhoods, parks and public facilities, and the future Town Centre site are well connected through pedestrian, bike and transit networks.**

***Policy TR2.1 Land Use and Transportation***

Ensure all transportation planning supports the development of the Neighbourhood Centres and Community Corridors as compact, walkable places. These areas should function as neighbourhood transportation hubs where local travel routes intersect and many transportation modes can be accessed.

***Policy TR2.2 Access to Services***

Plan and prioritize new pedestrian, cycling and transit improvements to enhance access to Neighbourhood Centres, Community Corridors, parks, shopping areas, schools and residential areas with higher population densities.

***Policy TR2.3 Connecting Neighbourhoods***

Support the development of improved north-south connections to better link neighbourhoods on either side of the Trans-Canada Highway, enhance the Town’s sense of identity, and create safe connections for pedestrians and cyclists. In exploring new or improved connections, the Town should consider locations that maximize access to View Royal Park and other recreation areas, Neighbourhood Centres, Community Corridors, the future Town Centre site, rapid transit stops, and existing and planned trails and transit routes.

***Policy TR2.4 Connecting to the Juan de Fuca Recreation Complex***

Improve multimodal connections and wayfinding between View Royal and the Juan de Fuca Recreation Complex.

## **OBJECTIVE TR3**

Ensure that transportation in and through View Royal is safe, comfortable and efficient, and that negative impacts on local residents and businesses are minimized.

### ***Policy TR3.1 Transportation Master Plan***

Support the safe and efficient movement of vehicles, cyclists and pedestrians throughout View Royal in accordance with the priorities and strategies established in the Transportation Master Plan.

### ***Policy TR3.2 Minimize Neighbourhood Traffic***

Support the development of a regional transportation system which not only serves the travelling public but also minimizes the negative impacts of through traffic on View Royal neighbourhoods.

### ***Policy TR3.3 Commuter Traffic***

Encourage regional commuter and truck traffic to use Highway 1 and other routes that minimize impacts on local neighbourhoods.

### ***Policy TR3.4 Accessible Transportation***

Apply transportation design and servicing standards that support universal access and allow people of all mobility levels to use sidewalks, trails and transit. Prioritize accessibility improvements in locations with higher concentrations of young children, seniors and people with disabilities, and places where residents go to access essential goods and services.

### ***Policy TR3.5 Safe Routes to Schools and Parks***

Support and prioritize safety improvements on roads adjacent to schools and parks.

Encourage the school district and parent associations to develop and periodically update safe route-to-school plans in consultation with the Town.

### ***Policy TR3.6 Traffic Calming***

Incorporate traffic calming techniques and controls in road design to ensure safe and non-congested roadways, while facilitating ease of movement for pedestrians, vehicles and bicycles.

Monitor traffic calming interventions to ensure effectiveness over time.

### ***Policy TR3.7 Beautify Streets***

Beautify the appearance of the major transportation corridors in conjunction with traffic calming.

### ***Policy TR3.8 Neighbourhood Streets***

Ensure that roads, pathways and trails are designed to contribute to neighbourhood character and livability. Roads, pathways and trails should be designed to support day-to-day social interactions and increase the sense of community within and between neighbourhoods.

### ***Policy TR3.9 Sound Attenuation***

Address existing and potential traffic noise impact, and ensure noise mitigation is considered in new developments.

### ***Policy TR3.10 Community Engagement***

Encourage the involvement of residents in both identifying transportation issues and finding solutions.

***Policy TR3.11 Encourage Environmentally Friendly Transportation***

Support more environmentally friendly vehicular alternatives to single occupancy vehicles and private car ownership. This includes encouraging vanpooling, carpooling and ridesharing; car co-ops; and high efficiency or clean energy vehicles.

***Policy TR3.12 Electric Vehicle Infrastructure***

***Encourage new developments to install infrastructure that will serve plug-in electric or hybrid vehicles.***

## IMPLEMENTING ACTIONS

### ***ACTION TR1***

Update the View Royal Transportation Master Plan to address the following:

- *Consistency with the OCP.* Special attention should be given to creating strong multimodal connections between the planned Change Areas, and existing parks and neighbourhoods, and providing strategies to support the mixed-use Change Areas as compact, walkable places.
- *Improvement standards for all streets in View Royal, including local roads.* Improvement standards should provide direction on mobility and beautification elements that create a safe environment for walking, cycling and social interaction. Specific guidelines should be included on the locations and standards for sidewalks and bike lanes, vehicular travel lanes and parking, curbs and drainage, and other streetscape features (**Note:** These standards will also be incorporated into the Town's Subdivision and Development Standards Bylaw). Attention should be given to ensuring compatibility with regional standards and applying sustainable design practices.

### ***ACTION TR2***

Develop a long-range plan for sidewalk construction and upgrades, with the goals of filling in the “gaps” and ensuring that all sidewalks are accessible to people with disabilities and limited mobility. This may be accomplished in conjunction with other transportation and engineering initiatives.

### ***ACTION TR3***

Develop a long-range plan for bike lane and bike path construction and upgrades, with the goals of filling in the “gaps” and ensuring the connections exist from all neighbourhoods to the Galloping Goose and E&N Trails and to major neighbourhood nodes.

### ***ACTION TR4***

Adopt a Parks and Trail Master Plan for View Royal that identifies existing and planned trail connections. The Master Plan should build directly from the draft Parks and Trail Master Plan and include strategies for improving the regional and local trail network, as well as establish investment priorities for the Town.

### ***ACTION TR5***

Liaise with BC Transit to maximize opportunities for transit use, maintain long-term options for improvements, and coordinate effort to ensure transit infrastructure is planned to support the Community Vision and sustainable, local development.

### ***ACTION TR6***

Continue to advocate to all level of government for the establishment of commuter rail service on the E&N corridor.

***ACTION TR7***

Develop a Transportation Demand Management Guide to aid and encourage the incorporation of TDM measures in development proposals and for existing businesses and institutions.

***ACTION TR8***

Investigate funding options for developing and implementing Transportation Demand Management measures in existing areas.

***ACTION TR9***

Access all available sources of funds from federal, provincial, Crown corporations and the private sector to assist the Town in improving its multimodal transportation system.

## 3 | Housing

### OVERVIEW

This Chapter identifies the Town's priorities for residential development and housing. Housing objectives, policies and actions establish a strong direction for increasing housing choice, and planning for an inclusive community with diverse lifestyles and housing needs.

#### GOAL:

Create an inclusive community that provides housing and transportation options, and services and facilities for families and individuals of diverse backgrounds, cultures, ages and economic means.

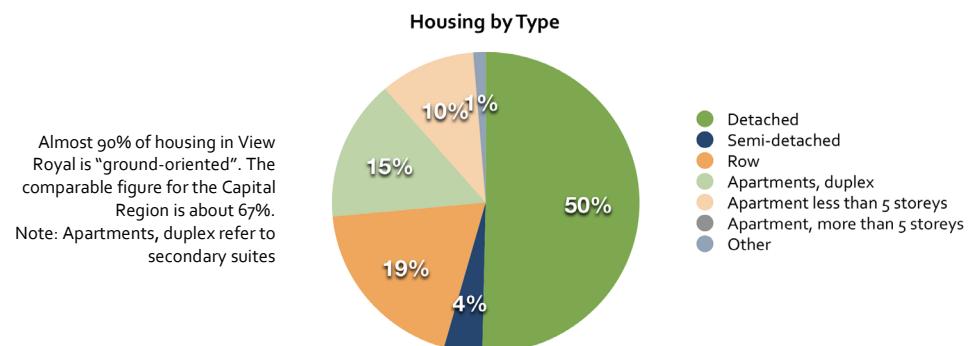
### VIEW ROYAL TODAY

View Royal became a municipality in 1988 when the population was less than 5,000. Today, there are more than 9,200 residents living in approximately 3,800 housing units divided among the eight neighbourhoods. Many of these areas have good access to parks and transit, and well-maintained houses, landscaping and public space.

The current settlement pattern is suburban in character. Housing is predominantly low scale and "ground oriented" — meaning that the front doors open to the outdoors rather than to a corridor. Newer areas tend to have sidewalks, whereas older areas are often without. The majority of subdivisions are designed to accommodate cars as the primary mode of transportation.



Apartment dwellings in the Craigflower Neighbourhood.



This figure (above) shows housing by structural type, according to the 2006 Canadian Census.

View Royal's housing stock is relatively new. Over 40% of View Royal's homes were built between 1981 and 2000. More than half the dwellings in the Atkins and Wilfert neighbourhoods have been built since 2006.

About 25% of View Royal's housing is rented. All neighbourhoods have a mix of rented and owned dwellings. The Craigflower Neighbourhood has the highest percentage of rented dwellings at nearly 50%. Since 2007, View Royal has managed a secondary suites program that allows and encourages rental units in most residential areas.

In terms of housing development that has traditionally typified the Town, View Royal is largely "built-out". There is very little vacant residential land remaining within the Urban Containment Boundary for new, detached housing. The greatest exemption to this is the Mill Hill Residential Area, where new detached and attached housing is anticipated. Residential growth outside of Mill Hill will need to be accommodated through redevelopment in other Change Areas and targeted infill housing in existing neighbourhoods.

The Capital Regional District (CRD) projects that View Royal's population will increase by approximately 2,460 people over the next two decades, and that approximately 1,270 new housing units will be built during the same period. The majority of those units (50% - 80%) are forecasted to be ground-oriented, based on projected demand in the Urban Core and West Shore areas of the region<sup>2</sup>.

### ***Housing Need Requirements***

In 2023, the Local Government Act was amended to require municipalities to prepare an Interim Housing Needs Report (IHN) by January 1, 2025, and to use the Housing Need Requirement Method to identify 5- and 20-year housing need in their community. Furthermore, municipalities are required to update their Official Community Plan by December 31, 2025, to ensure that the housing requirement identified in the IHN is viable and permitted in the land use designations of the OCP over the next 20 years.

Housing needs reports help communities better understand their current and future housing needs and identify gaps in housing supply by collecting and analyzing quantitative and qualitative data about local demographics, household incomes, housing supply, as well as other local and regional factors.

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<sup>2</sup> *Although the CRD's projected demand is largely for ground-oriented housing, View Royal has limited remaining capacity within its existing Urban Growth Boundary. If demand materializes as projected, there may be more need for creative approaches to ground-oriented housing – accessory dwelling units, secondary suites, stacked townhouses, and small lot subdivision.*



*Detached home in the Harbour Neighbourhood.*

The Town's 5-year housing need is 842 units, and the Town's 20-year housing need is 2,889 units, to meet housing needs related to extreme core housing need, persons experiencing homelessness, suppressed household formation, anticipated growth, rental vacancy adjustment, and local demand in View Royal.

The form and tenure of housing that the Town chooses to enable and encourage will influence who can and will choose to live in the Town. Supporting more age-friendly, family-friendly, housing may support a more inclusive community and support more families and seniors, while a focus on rental housing may support lower income earners, and provide housing for a diversity of jobs and incomes.

### Housing Needs

Housing Need By Type	5-year Housing Need	20-year Housing Need
Extreme Core Housing Need	43.59	174.36
Persons Experiencing Homelessness	28.32	56.65
Suppressed Household Formation	35.56	142.24
Anticipated Growth	621.66	2064.76
Rental Vacancy Rate Adjustment	11.57	46.28
Additional Local Demand	101.11	404.44
<b>TOTAL</b>	<b>842</b>	<b>2889</b>

*Amendment Bylaw No. 1156, 2025*

### *Housing Choice*

Overall, View Royal has less rental housing and less variety of housing types than the regional average. Participants in the planning process identified the need to expand the quantity and range of housing options to support a diverse population and ensure residents can remain in the community as their housing needs change. In particular, participants requested increased housing choice for young families, seniors and low-income households. Each of these groups has varying housing needs. For example, ground-oriented housing in close proximity to schools and parks may be attractive to young families, while smaller apartment units located near to shops and transit may better suit seniors.

In 2007, the Town took a significant step to increase housing choice through the adoption of an amendment to the Land Use Bylaw to allow secondary suites in owner-occupied homes in several residential zones. To ensure these suites remain as rentals, the Bylaw states that a secondary suite cannot be subdivided as a "strata lot".

## ***Ground-oriented Housing***

In supporting greater housing choice, it is important for the Town to recognize the continued demand for ground-oriented, family housing. This represents the largest forecasted demand for View Royal and the surrounding municipalities. The demand results from regional demographics and economic conditions, View Royal's location and predominantly residential character, and the fact that demand for apartment dwellings is greater closer to major urban and employment centres. While land use in the Change Areas will support a substantial amount of new housing, many of those areas are not well positioned to accommodate the quantity of ground-oriented housing needed to meet the needs of families wanting to live in View Royal. In view of the existing settlement patterns, projects in the planning stage, and the Urban Growth Boundary, there could be a shortfall of between 400 and 800 ground-oriented units. If an adequate supply of new ground-oriented housing is not available, families may be deterred from living in View Royal and growth in the community will likely be slowed. Both these outcomes will inhibit the development of the Mixed-Use Centres, which require a strong residential base and workforce.

The demand for ground-oriented housing can be addressed through the inclusion of townhouses and stacked units in the Change Areas and new infill housing in existing residential neighbourhoods. Infill housing may include small lot detached houses, "granny flats" or carriage houses, duplex and multiplex houses, and secondary suites.

## ***Housing Affordability***

Lack of affordable housing is a major issue for many communities. In View Royal, rising land and building costs have made much of the existing housing stock unavailable for many segments of the population. Over time, this could result in a more homogenous community in which young families, students, young adults and seniors cannot afford to live. To ensure that View Royal is an inclusive place for both existing and future residents, the Town should use its legislative powers to increase the supply of affordable rental and ownership units in all neighbourhoods.



*Infill housing in the Hospital Neighbourhood.*

Accomplishing this will require the Town to be creative, develop partnerships and explore options that have demonstrated success in View Royal or elsewhere. These may include density bonuses, permitting incentives, encouragement of compact housing forms, alternative tenures (co-housing, life lease, etc.), and non-market projects.

## Affordable Housing

The OCP applies a broad interpretation as to what constitutes "affordable housing". There are three factors that directly impact housing affordability in every community – the price of housing, household income and, for aspiring homeowners, the costs of borrowing. Typically, households who spend less than 30% of their gross incomes on housing have "affordable housing". Households that do not have a choice, and must spend 30% or more of their gross incomes for suitable, adequate housing are considered to be in "core housing need". The 2006 Census indicated that 28% of renters and 20% of home-owners of View Royal residents spent more than 30% of their gross income on housing in View Royal.

## Livability and Sustainability

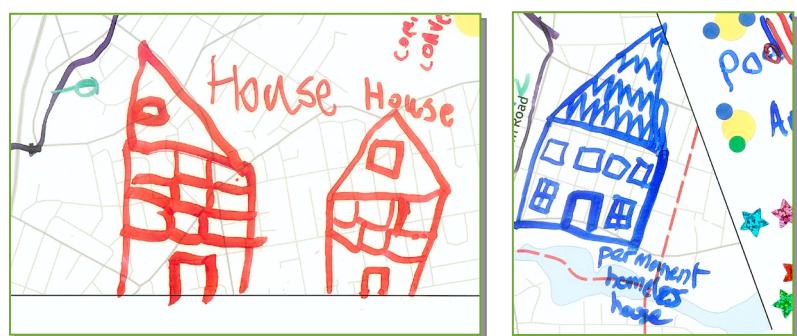
Two fundamental components of View Royal's Community Vision are to become a more sustainable community, and preserving the character and ambience of established residential areas. In relation to housing, both of these aspirations can be met through carefully planned and designed redevelopment and infill.

By directing higher density residential development into the mixed-use Change Areas, the Town will support the creation of activity hubs that place housing close to amenities, jobs and transit, reducing the need to drive and increasing opportunities for community interaction.

Targeted infill in established residential areas will provide much needed ground-oriented housing without compromising the prevailing character and scale of the neighbourhoods, or consuming land outside the Urban Containment Boundary. Infill development will also support the viability of the Neighbourhood Centres by increasing the number of local customers and the municipal tax base required to fund public amenities.



*Small lot, detached homes in the Atkins Neighbourhood.*



*Images and ideas created by students at Shoreline Community Middle School.*

## OBJECTIVES AND POLICIES

The following section sets forward the Town's objectives and policies for improving housing choice and accommodating the changing housing needs of residents in View Royal.

### OBJECTIVE HS1A

**Create and maintain a range of housing types and tenures to meet the needs of current and future View Royal residents, including families, seniors, people with disabilities and low-income households.**

### OBJECTIVE HS1B

**Work toward an increase in the supply of housing that is affordable to young families, and encourages existing residents to remain in the community as their lifestyles and income levels change.**

#### ***Policy HS1.1 Range of Housing Types***

Ensure the policies of this Plan and the regulations of the Zoning Bylaw support a range of housing, including detached homes, small lot subdivisions, apartments, townhouses, secondary suites and other typologies that meet the housing needs of current and future residents.

- Special consideration will be given to the provision of ground-oriented units in order to accommodate continued demand for family housing. Increasing the number of garden suites, townhomes, small lot detached houses and other housing forms with ground level entries is essential to realizing the Town's Vision.

#### ***Policy HS1.2 Age in Place***

Encourage appropriate housing – both market and non-market – for seniors to allow residents to age in place within the View Royal community. This includes promoting the development of accessible and adaptable units that are specifically designed for those with physical constraints and mobility limitations.

#### ***Policy HS1.3 Regional Housing Trust Fund***

Continue annual financial contribution to the Regional Housing Trust Fund, administered by the Capital Regional District Housing Secretariat, in support of the Fund's ongoing initiatives to provide capital grants for "bricks and mortar" in the acquisition, development and retention of housing that is affordable to households with low or moderate incomes.

#### ***Policy HS1.4 Housing Amenity Contributions***

***Ensure that any proposed multi-unit residential development requiring a rezoning provides a "housing amenity" contribution to the Town, which could be directed to the Regional Housing Trust Fund as part of the Town's annual contribution.***

#### ***Policy HS1.5 Regeneration of Non Market Housing***

***Support the provision of incentives for applications for regeneration or new development by non-market housing providers. Such incentives as a time-limited tax exemption, reduced parking requirements, and processing priority could be considered.***

#### ***Policy HS1.6 Loss of Rental Housing***

Where a proposed subdivision or multi-unit residential development would result in the loss of rental housing for low income households or special needs clients, require the applicant to provide a statement outlining what provisions have been made regarding notice and relocation assistance to the tenants. This also applies to any proposed redevelopment of manufactured home parks and low-cost motels, typically rented on a monthly or longer-term basis.

#### ***Policy HS1.7 Multi-Unit Housing***

Support the development of multi-unit market housing in conjunction with the provision of public amenities and park space in appropriate locations, including Thetis Cove and the property on the corner of Helmcken Road and Watkiss Way.

#### ***Policy HS1.8 Partnerships***

Develop partnerships and cooperate with other levels of government, non-market housing providers and faith-based organizations, foundations, the real estate community and other community resources to facilitate the development of affordable and special needs housing in View Royal. Explore the use of surplus land as an incentive for developing affordable housing through partnerships.

#### ***Policy HS1.9 Innovative Approaches***

Support innovative approaches to creating affordable housing including market rental, cooperatives, shelters for persons experiencing homelessness and housing for those at risk of homelessness, co-housing and other forms of shared ownership, mixed market and non-market projects, and public-private partnerships.

*Amendment Bylaw No. 1156, 2025*

#### ***Policy HS1.10 Affordability Through Design***

Promote “affordability through design” by encouraging housing forms that are less expensive to build and maintain such as small lot subdivisions, townhomes, multi unit houses, stacked units, apartments, and secondary suites.

#### ***Policy HS1.11 Housing Programs and Incentives***

Raise awareness of existing federal and provincial Housing Programs through the Town’s existing communications channels to ensure that View Royal residents are well informed of the various programs that can assist them to maintain and improve their housing. As of mid-2010, these programs include:

- ***BC Property Tax Deferral Program.***
- ***BC Financial Hardship Property Tax Deferment Program.***
- ***BC First Time Home Buyers Program.***
- ***Federal (CMHC) Residential Rehabilitation Assistance Program (RRAP).***
- ***Federal (CMHC) Residential Rehabilitation Assistance Program for Rental Property.***
- ***Federal (CMHC) Home Adaptation for Seniors Initiative (HASI).***

#### ***Policy HS1.12 Non-Market Units***

Support the development of non-market housing to serve lower-income populations through collaborative efforts with agencies and non-profits, housing providers, developers, local and regional governments, and Songhees and Esquimalt Nations.

Where possible, development incentives may be negotiated to improve development viability.

*Amendment Bylaw No. 1156, 2025*

## **OBJECTIVE HS2**

**Promote a more sustainable settlement pattern by encouraging the location of new compact housing near amenities, services and transit in the Change Areas, and within existing residential areas inside the Urban Containment Boundary as targeted infill development.**

### ***Policy HS2.1 Change Areas Housing***

***Promote the location of higher density housing in the mixed-use Change Areas to bring people closer to transit, shops and services, create vibrant activity hubs and reduce the need for car travel. New housing should respond to housing needs not currently met in the community. This includes housing for young adults, young families and seniors.***

### ***Policy HS2.2 Infill Housing***

Consider targeted infill housing within established residential areas to provide new ground-oriented housing, with a focus on providing new family-oriented housing close to parks, schools and other community amenities.

- Establish a set of criteria to guide where and when infill housing will be considered, and support applications that meet the criteria on a case-by-case basis. (See also Policy LU2.3.)

## IMPLEMENTING ACTIONS

### ***ACTION HS1***

Regularly review and update municipal housing policies and programs, including the secondary suites program, to ensure they remain current, reflect community aspirations and make best use of available planning tools.

### ***ACTION HS2***

Consider preparing a comprehensive Housing Strategy to address housing issues in View Royal, such as identifying gaps in the provision of non-market and market housing options, provision and replacement of affordable housing , seniors housing, family-oriented, workforce housing, and special needs housing, and residential infill development.

### ***ACTION HS3***

Develop and adopt an Affordable Housing Policy to clearly establish affordable housing issues, priorities ,strategies and targets n View Royal.

### ***ACTION HS4***

Encourage the design of Adaptable Housing to increase the future supply of units available for people with physical disabilities or limited mobility, and seniors.

### ***ACTION HS5***

Prepare an Infill Development Guidebook (*See also Action LU2.3.*)

## 4 | Natural Environment, Energy and Climate Change

### OVERVIEW

This chapter identifies priorities for protecting and enhancing natural features in View Royal, ensuring the long-term sustainability of the natural environment, and planning for climate change.

#### GOALS:

- As the community grows, recognize the unique relationship between the highly valued natural and residential characteristics of View Royal, and maintain these values.
- Confirm View Royal as an environmentally responsible community committed to becoming a more sustainable place and planning for global climate change.
- Recognize the regional role of the community as a link in major transportation and environmental systems, and cooperate with other municipalities and governments to address regional issues, while also protecting the environment, local values and promoting long-term sustainability.

### VIEW ROYAL TODAY

Ensuring the sustainability of the natural environment has long been a priority for the View Royal community. Residents recognize the need to secure the integrity of the natural environment as habitat and an essential component to the health of humans and other species. Locals also cherish the local natural setting for its recreational opportunities and aesthetic beauty – two of View Royal's defining features.

With continued threats to the natural environment by human settlement and activities, and the more recently understood impacts of global climate change, environmental conservation and stewardship have become of even greater importance to the local, regional and global communities. This means not only including the protection of greenspace, but also addressing nearly every facet of how we plan and manage developed areas. Initiatives by the Province of British Columbia, the CRD, the Town of View Royal and environmental groups aim to educate the public; increase the amount of protected habitat; and promote land use, transportation, servicing, consumption and waste management practices that have less impact on the natural environment and human health.



*Garry Oaks border Watkiss Way.*

## ***View Royal's Ecosystems***

Biodiversity depends upon the conservation of ecosystems, which support habitats for all flora and fauna. The environment of View Royal is home to a rich variety of ecosystems. Marine systems occupy the salt waters of Esquimalt Harbour and Portage Inlet and their long foreshores and shorelines. A blending of salt and fresh water ecosystems occurs in Craigflower and Millstream Creeks, and in their estuaries. Freshwater systems are found in Thetis, Prior, Pike and McKenzie Lakes, and they intermingle with terrestrial ecosystems on the lakeside foreshores and along the shorelines and riparian zones of the rivers. Terrestrial ecosystems are equally varied. The land rises from foreshores to the slopes of Mill Hill, Scafe Hill, and Knockan Hill, where rocky outcrops and cliffs stand watch over marshlands and meadows. The vegetation of the Coastal Douglas Fir Zone is predominant in the Town. It is one of the smallest ecological zones in BC, but supports one of the most abundant and diverse ranges of ecosystems. These ecosystems range from the Douglas fir forest habitat to dry, open outcroppings and slopes that support the rare and rich Garry Oak Meadows, where rare and endangered species live.

Portions of both the Gorge Waterway and Esquimalt Harbour regional watersheds occupy area in View Royal. Other important watersheds include Craigflower Creek, Millstream Creek and Hospital Creek.

## ***Climate Change and Greenhouse Gas Emissions Reduction***

As a signatory to the *BC Climate Action Charter*, View Royal is one of over 170 local BC governments committed to becoming a carbon neutral and sustainable community. Among other things, this means reducing greenhouse gas (GHG) emissions, promoting compact development, conserving natural resources, providing jobs and amenities locally, supporting affordable housing, and creating healthy and vibrant social and cultural spaces.

BC's 2007 *Greenhouse Gas Reduction Targets Act* establishes a province-wide 33% reduction target from 2007 levels by 2020. An amendment to the *Local Government Act* in 2008 (Bill 27) requires local municipalities to amend their OCPs to include GHG reduction targets, and policies and actions for meeting these targets.



*Natural vegetation is protected in Knockan Hill Park.*



*Evergreen trees border Craigflower Creek in the Burnside Neighbourhood.*

## ***Community Energy and Greenhouse Gas Emissions Inventory***

In 2007, the Provincial Government introduced Community Energy and Greenhouse Gas Emissions Inventories (CEEI) for every municipality in BC to assist local and regional governments with tracking and reporting community-level energy and GHG emissions. The inventories were developed with input from multiple agencies and include energy and emissions data for on-road transportation, buildings and solid waste.

View Royal's CEEI shows that the majority of the community's CO<sub>2</sub> emissions can be attributed to on-road transportation (66%), followed by buildings (30%) and solid waste (4%).

## ***Environmental Planning Initiatives and Tools***

The View Royal community has a long history of environmental stewardship and activism. Many Town and regional initiatives reflect the widely shared goal of protecting and restoring the integrity of the natural environment, and planning for sustainability.

### ***Draft Urban Forest Stewardship Strategy***

The draft Urban Forest Stewardship Strategy was developed in 2001 to establish clear processes for reducing tree loss and ensuring that View Royal remains a treed community. The definition of urban forest used in the draft Strategy to describe both natural and developed areas that "contribute important ecological benefits".

### ***Draft Parks and Trails Master Plan***

In 2007, the Town produced a draft Parks and Trails Master Plan with the vision of creating "an enduring parks and trails system that protects and enhances ecological diversity and natural ecosystems, illustrates distinctive seaside character, provides varied recreational opportunities, connects people and places, and promotes healthy living for all." Environmental conservation and sustainability are among the draft Master Plan's priorities. The document also contains a significant amount of information regarding the natural landscape and protected areas, and the implementation process for enhancing and increasing green and blue spaces in the Town.

### ***Regional Growth Strategy and Regional Green/Blue Space Strategy***

The Capital Regional District's Regional Green/Blue Space Strategy and Regional Growth Strategy hold important information for planning for the natural environment. Both documents prioritize conservation of natural areas, ecosystems and biodiversity, and promote settlement patterns and strategies for minimizing human impacts on the natural environment. In addition to identifying areas that are already protected, the Regional Green/Blue Space Strategy notes important land and water areas that remain at risk. These include the lands near Mill Hill Regional Park, the lands north of Thetis Lake Regional Park, the mouth of Millstream Creek and the creek itself, Portage Inlet, and Craigflower Creek.

These documents are particularly significant because of their regional scope and the recognition that ecosystems do not respect municipal boundaries.

### ***Harbour Ecological Inventory and Rating Project***

The Harbour Ecological Inventory and Rating (HEIR) Project is an initiative of Victoria and Esquimalt Harbours Environmental Action Program (VEHEAP). Data gathered between 1998 and 2002 includes biological processes, habitat, and land use information in the intertidal zone (high tide to low tide) and the backshore area (approximately 50 metres from the high tide line or to the nearest street) of the shoreline. Based on this data, the shoreline areas were assigned an ecological rating from *very high* to *very low*, according to species diversity, habitat diversity, naturalness of habitat, and significance to key species.

### ***Sensitive Ecosystems Inventory***

In 1997, the Canadian Wildlife Service, the Ministry of Sustainable Resource Management, and the Ministry of Water, Land and Air Protection, conducted a Sensitive Ecosystems Inventory (SEI) for East Vancouver Island and the Gulf Islands: "to identify areas of greatest ecological concern...to promote a proactive approach to land use decisions". In 2004, the study was updated.

Sensitive ecosystems are significant because they support or include:

- Specific habitats that cannot be found elsewhere.
- Breeding and/or nesting grounds for numerous fauna species.
- Rare soil and climatic conditions required for rare or endangered native plant species.
- Greenway environmental corridor linkages.
- Historical value.

Of the nine Sensitive Ecosystems defined by the study, seven are situated within View Royal. Schedule N shows the location of these ecosystems and descriptions for each are included on page 87. Note: There are also small pockets of these ecosystems throughout View Royal, but owing to the methodology and scale of the SEI these have not been mapped.

### ***Other Planning Tools***

The BC Ministry of the Environment identifies and maps Environmentally Sensitive Areas (ESAs). Through the *Local Government Act*, municipalities also have the authority to identify and map ESAs, and establish a "development permit" process for these areas. The permitting process allows municipalities to establish development guidelines and review proposed developments in relation to their potential environmental impacts. Several ESA Development Permit Areas have been established by the Town of View Royal (See Part 4 for maps, descriptions and guidelines.).

Further federal and provincial laws offer environmental protection: *BC Fish Protection Act*, *Federal Fisheries Act*, *BC Wildlife Act*, federal *Species At-Risk Act*, and the provincial *Best Management Practices* (BMPs).

## ***View Royal's Sensitive Ecosystems***

**Terrestrial Herbaceous:** Open wildflower meadows and grassy hilltops, usually interspersed with moss-covered rock outcrops. The majority of these sites are in Thetis Lake Regional Park, with some in Mill Hill Regional Park and some in and around Knockan Hill Park.

**Older Forest:** Older Forest is defined as conifer-dominated forest with an average tree age of 100 years or greater. These stands are structurally complex, with an understorey that may contain snags, coarse woody debris in all stages of decomposition and a fully developed moss layer. Most Older Forest areas occur in Thetis Lake Regional Park and northwestern View Royal.

**Riparian:** Riparian ecosystems are found, in varying widths, on floodplains adjacent to lakes, streams and rivers, where high soil moisture and light conditions support distinct soils and plant communities. These ecosystems exist along the creeks in Thetis Lake Regional Park and along Millstream Creek in the Wilfert Park Area.

**Woodland:** Woodlands are dry, open forested areas comprising pure stands of Garry Oak and mixed stands of Douglas fir/Garry Oak and Douglas fir/Arbutus. Their understoreys are characterized by a rich mosaic of wildflowers, grasses, shrubs and mosses. Most of View Royal's woodlands are found in Mill Hill Regional Park and its surrounding area, and in Thetis Lake Regional Park.

**Wetland:** Wetland ecosystems are characterized by seasonal or year-round water, either at or above the soil surface, or within the root zone of plants. They are found in areas of flat, undulating terrain and a colder, wetter climate. All wetlands identified in the inventory are in northern View Royal, and over half of these areas are within the boundary of Thetis Lake Regional Park.

**Older Second Growth Forest:** Older Second Growth Forests are the most common forested ecosystem in the study area. All Second Growth Forests have been disturbed by logging or other human activities. They function as both essential habitat areas for many wildlife species, and as primary connections between ecosystems. Most of the Second Growth Forest areas are in northwest View Royal inside and outside the boundary of Thetis Lake Regional Park.

**Seasonally Flooded Agriculture Fields:** Seasonally Flooded Agricultural Fields are lands that have been modified for agricultural use, but have important wildlife habitat value during specific times of the year. They are primarily located in rural areas in northwest View Royal.

*There are other important ecosystem areas in View Royal that are not included in the Inventory. Ecologically important greenspaces, such as Portage Park or Nursery Hill Park, are valuable homes to flora and fauna species. Watercourses, such as Craigflower Creek and Millstream Creek, provide essential fish habitat. Marsh areas, such as Stoneridge Wetland and Tidewater Marsh, offer productive estuarine habitat. Intertidal flats are specialized coastal ecosystems that are home to species that rely on physical processes, including wave action and sedimentation. While parts of such greenspace, stream and marsh ecosystems have not been identified as sensitive ecosystems, they are important ecosystems that warrant protection.*

## NATURAL ENVIRONMENT OBJECTIVES AND POLICIES

This section provides specific objectives and policies to guide Town decision-making related to the natural environment and natural hazards.

### OBJECTIVE NE1 ENVIRONMENTAL CONSERVATION

**Conserve and protect the Town's sensitive and unique natural ecosystems to ensure the long-term sustainability of the natural environment.**

#### *Policy NE1.1 Environmental Conservation*

**Ensure the long-term health and sustainability of important terrestrial, aquatic and riparian ecosystems, species of concern, and Environmentally Sensitive Areas (ESAs). Protection and conservation strategies may include:**

- **Development permitting.**
- **Negotiations at the time of rezoning.**
- **Public land acquisition at the time of subdivision.**
- **Conservation covenants with willing landowners.**
- **Permissive tax exemptions.**
- **Transfer of development rights (TDRs.)**

#### *Policy NE1.2 Environmentally Sensitive Areas Development Permit Areas*

**Designate ESAs as Development Permit Areas (DPAs) on public and private land for the purpose of protecting representative and special ecosystems and restricting development within natural hazard areas. Proposed development in these areas must identify ecosystems and plant and animal species of concern, and take one or more measures to ensure their protection. Measures to protect ESAs may include:**

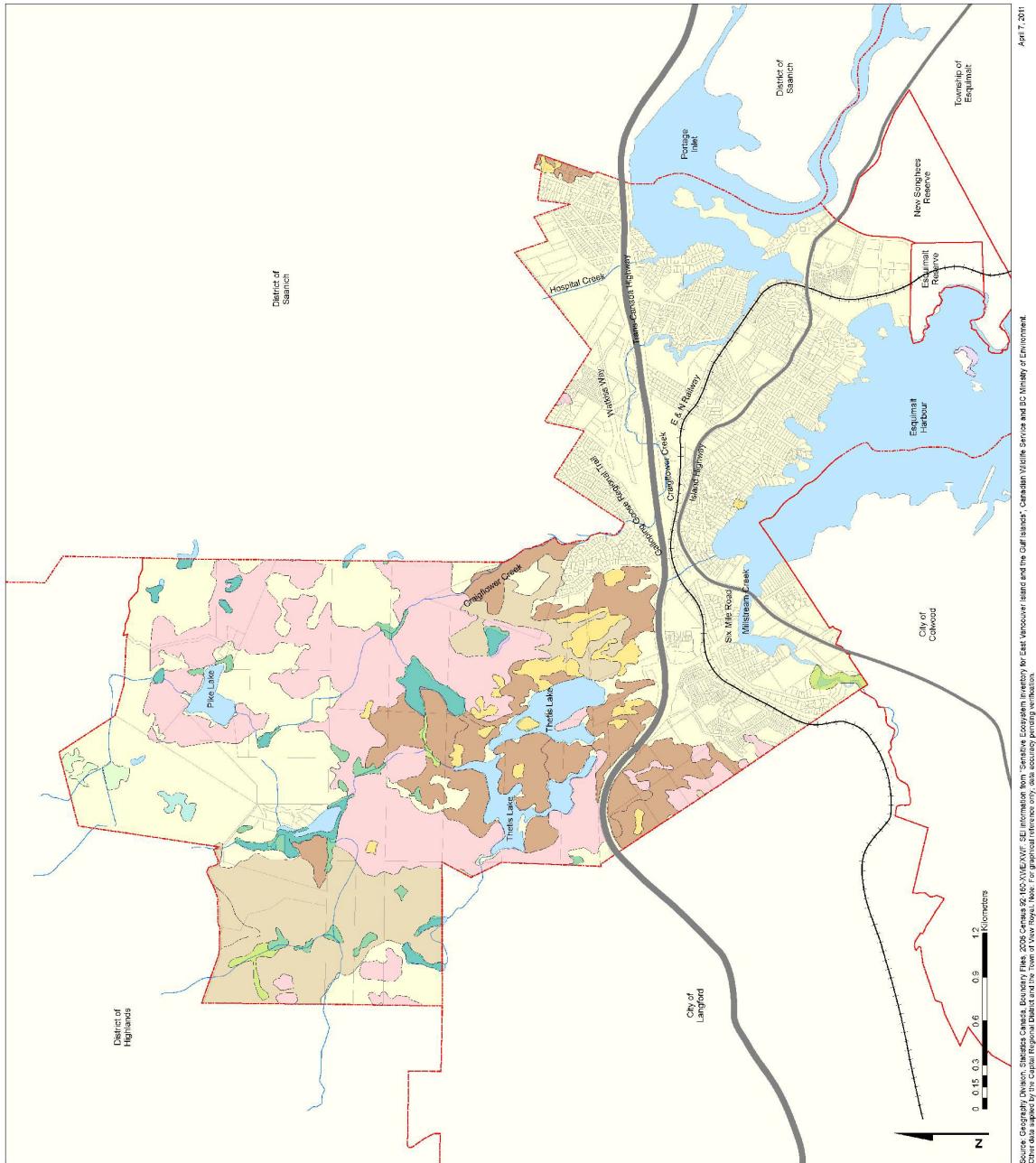
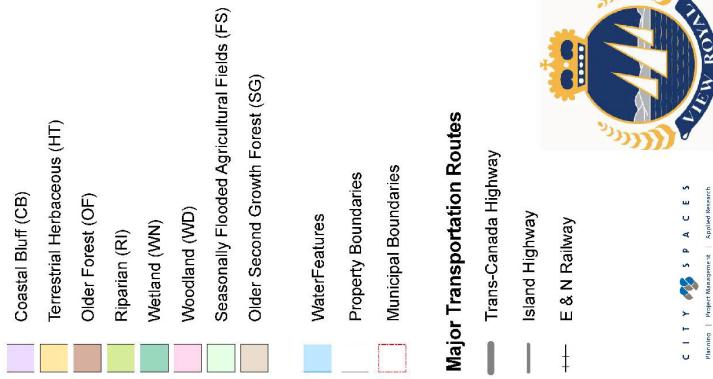
- **Designation as a natural park with special management criteria.**
- **Dedication as a private land trust for conservation purposes.**
- **Conservation covenants.**
- **Stewardship projects for conservation of privately owned land.**
- **Conservation zoning and density transfers (land swapping).**
- **Other creative preservation initiatives involving public/private partnerships, conservation organizations, tax benefits for legacies or dedications, low impact development, tree protection standards, and best management construction practices.**

#### *Policy NE1.3 Scientific Data*

**ESAs and other environmental information and mapping should be based on the best available scientific data. Municipal environmental policies and programs should be regularly reviewed and updated to incorporate new and proven scientific data and best practices.**



## Schedule N Sensitive Ecosystem Inventory



**Policy NE1.4 Covenants**

*Continue to use and maintain covenants to permanently protect greenspaces, greenway connections and environmentally sensitive spaces from future development.*

**Policy NE1.5 Aquatic and Riparian Resources and Ecosystems**

*Ensure the protection of aquatic habitat, riparian ecosystems and marine waterfronts.*

*Protection and conservation strategies should include:*

- *Encouraging a setback or vegetated buffer of up to 15 metres from the natural boundary of the marine waterfront and shoreline areas, and up to 30 metres for other watercourses. Setbacks or buffers on waterfront properties and properties with natural watercourses should be site-specific to address actual circumstances, ensure adequate protection of water habitats, and meet established regulations.*
- *Eliminating and controlling human-generated pollution from entering watercourses and marine habitats.*
- *Using biological systems and vegetation to control erosion, promote sustainable stormwater management, and support natural processes.*
- *Limiting the removal of existing riparian and backshore vegetation, and encouraging restoration planting of native species in previously disturbed areas.*

*Most land altering activities, including subdivision, building construction, major landscaping works and native species removal, on waterfront properties and properties with natural watercourses will require a Development Permit (See Part 4.).*

**Policy NE1.6 Native Trees and Vegetation**

*Encourage the protection of native trees and vegetation in natural and developed areas.*

- *Promote the retention and restoration of native habitat.*
- *Actively promote the removal of invasive trees and plants, and the use of native species in private and public landscaping through education, incentives and regulations.*
- *Encourage the use of native trees and plants species in all municipal landscaping and public works projects. Exceptions may be allowed for seasonal projects, such as hanging baskets and targeted annual gardens.*
- *Enforce the provisions of Town's Tree Protection bylaw. A permit is required for cutting down or altering trees of specific species and size.*

**Policy NE1.7 Urban Forest**

*Maintain a healthy urban forest by encouraging the retention of trees and ecological features, promoting tree coverage expansion and enhancing wildlife biodiversity.*

**Policy NE1.8 Nature Corridors**

*Ensure natural areas, parks and open spaces are connected to facilitate the movement of wildlife and greater biodiversity.*

***Support the protection of nature corridors to connect natural habitat areas in conjunction with initiatives by the Provincial Capital Commission and Capital Regional District.***

***Policy NE1.9 Watershed Planning***

***Work co-operatively with the CRD, other municipalities and organizations to protect local and regional watersheds. Support and implement watershed plans established for Millstream Creek, Hospital Creek and Craigflower Creek.***

***Policy NE1.10 Community Stewardship***

***Encourage residents, businesses, schools and community groups to get involved in conserving the health of the natural environmental. Community-based initiatives such as the following will be encouraged:***

- ***Habitat restoration and monitoring.***
- ***Community gardens.***
- ***Recycling and composting.***
- ***Greenspace and farmland conservation.***
- ***Water, energy and natural resource conservation, and pollution reduction.***
- ***Habitat clean-up days.***
- ***Carpooling programs and car alternative transportation campaigns.***



*Thetis Lake is the largest of several lakes in the Thetis Neighbourhood.*

***Policy NE1.12 Public Education***

***Work with other municipalities and levels of governments, local community groups, schools, and environmental organizations to develop and disseminate environmental conservation and community stewardship information to the public.***

**OBJECTIVE NE2**

**Achieve a balance between the living biological environment and the non-living built-form of the community.**

***Policy NE2.1 Human-Nature Interface***

***Minimize the impact of development and human activity on ESAs and other ecological areas through careful planning at interfaces. Planning considerations should include:***

- ***Limiting human and dog access and activities with potentially detrimental impacts.***
- ***Encouraging lower intensity uses, such as park, rural and low density residential along interface areas in the Thetis Neighbourhood.***
- ***Requiring development and infrastructure projects in interface areas to adhere to ecologically sensitive design standards.***

- *Providing educational information and signage to advise the public of habitat and wildlife concerns, the ecological significance of ESAs, regulations or other relevant information.*
- *Incorporating FireSmart Wildland/Urban interface management strategies.*

**Policy NE2.2 Access to Nature**

*Encourage interaction between residents and the Town's natural environment, including riversides and seashores, by providing access opportunities that protect native vegetation and do not harm the sustainability of the ecosystem. Standards for construction of trails and access installation will be developed to ensure avoidance and mitigation of harmful impacts on the natural environment.*

**Policy NE2.3 Natural Setting**

*Conserve the quiet, natural character of established residential and rural areas. Planning considerations for these areas should include:*

- *Protecting open space and greenspace.*
- *Mitigating the detrimental impacts of urban development and infrastructure on ecological features.*
- *Protecting and enhancing the verges and boulevards of roads as natural spaces, providing shade, shelter, texture and colour, and habitat.*
- *Planting hedgerows and groves of trees along roadways to absorb noise and the effects of pollution.*
- *Maintaining important public views to natural areas and scenic vistas.*

**Policy NE2.4 Environmental Impacts**

*Consider the natural limitations of the land when assessing the type and intensity of proposals for development in View Royal. Enact and enforce environmental impact assessment standards for the Town in concert with federal, provincial and regional governmental agencies, and ensure the proper undertaking and supervision of environmental reviews.*

**Policy NE2.5 Ecologically Sensitive and Energy Efficient Design**

*Ensure that all private and public building and infrastructure projects support environmental enhancement practices and the policies contained in this OCP. Encourage development proposals that design "with the land", and employ best practices for ecological sensitivity and energy efficiency. Planning and design considerations should include:*

- *Integration of natural features and topography into the planning and design.*
- *Measures to maximize the amount of greenspace and reduce the development footprint.*
- *Protection of soil and vegetation during construction.*
- *Use of native landscaping.*

- *Energy and water efficient building design.*
- *Bio-retention, alternative energy and best practices for reducing energy needs, and promoting resource conservation, onsite wastewater management and natural systems.*
- *Measures to minimize impermeable surface areas.*
- *Measures to avoid light pollution from artificial lighting and mitigate noise from development, transportation and other human-generated sources.*
- *Restriction of utilities to underground corridors wherever possible.*

**Policy NE2.6 Environmental Inventories**

*Development application packages should include a complete environmental inventory of existing vegetation, wildlife, topography, soils, and drainage. The resulting detailed understanding of natural factors will provide the basis for comprehensive planning.*

**Policy NE2.7 Stormwater Discharge**

*Ensure that the discharge of stormwater does not negatively impact adjacent water quality and that there is no increase in stormwater discharges as a result of new development. Encourage innovative design techniques that maximize groundwater recharge.*

**Policy NE2.8 Ecosystem Restoration**

*Ensure that ecosystems degraded by construction, drainage, enclosure, contamination and invasive or introduced plant species are restored to the capacity to sustain themselves indefinitely.*

**Policy NE2.9 Amenity Zoning and Density Bonusing**

*Consider the use of amenity zoning and density bonusing in exchange for environmental protection and restoration.*

- *The concept of "amenity zoning", represented by the clustering of development on parcels to free up greenspace, shall be fully supported in conjunction with the use of parkland dedication to permanently prevent intrusions into such greenspace. Amenity zoning may be applied to detached, single-family homes on downsized, clustered lots and is not restricted to multiple-family residential development.*
- *Through the zoning bylaw, a landowner may be entitled to a higher development density than generally allowed in return for the provision of public amenities, such as parks and trails.*

**Policy NE2.10 Comprehensive Development Zoning**

*Comprehensive Development zoning may be required in areas that require special care in dealing with difficult terrain, preservation of natural features and access challenges. Due regard should be given to maintaining special natural characteristics.*

***Policy NE2.11 Urban Growth Boundary***

***Maintain an Urban Growth Boundary to preserve greenspace and habitat outside of the Boundary and encourage more sustainable development settlement patterns within the boundary.***

**Policy NE2.12 Sustainability Indicators**

*Track and regularly report on the Sustainability Indicators (See Part 5: Implementation.), in accordance with the monitoring schedule to provide consistent and useful information regarding the Town's efforts to become more sustainable.*

*Periodically review and update the Sustainability Indicators to ensure that they are relevant and based on the best available scientific data. Work with the CRD and other agencies to develop and update data sources for these purposes.*

**Policy NE2.13 Pesticides and Integrated Pest Management Strategy**

*Encourage the use of Integrated Pest Management (IPM) to minimize the non-essential use of pesticides on both public and private lands within View Royal to the benefit of environmental and human health.*

**Policy NE2.14 Chemical Pesticides**

*Support regional effort to closely regulate or ban the cosmetic use of chemical herbicides and pesticides. Ensure that regulations enforced in View Royal are based on the best available scientific data.*

**Policy NE2.15 Resource Areas**

*Work with higher levels of government to identify, map and regulate resource areas in View Royal. Support limited and sustainably managed resource extraction, agriculture and related uses north of Thetis Lake Regional Park. Ensure that such uses do not threaten the long-term integrity of the natural environment. There are no known sand or gravel resources within the Town.*

**OBJECTIVE NE3**

*Identify natural hazardous areas<sup>3</sup>, and closely regulate any development in these areas to ensure public safety and protect the natural environment.*

**Policy NE3.1 Natural Hazardous Areas Development Permit Areas**

*Identify, map and designate natural hazardous areas as DPAs (See Part 4.). Any application to subdivide, build or alter an existing building may require a Development Permit. This includes areas susceptible to flooding and wild fires, and lands with steep slopes in excess of a 20% grade.*

**Policy NE3.2 Steep Slopes**

*Establish and enforce criteria for development and infrastructure projects on steep slopes. Requirements may include:*

- *Geotechnical assessments and, subsequently, covenants to be registered to title that indicate that the land may be used safely, subject to conditions contained in the geotechnical report.*

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<sup>4</sup> Hazardous areas include lands susceptible to flooding, wild fires, erosion, landslip or rock fall.

- *Specified measures to avoid or remediate the hazard(s) and ensure the protection of surrounding lands and properties. These may include protection of special natural features such as rock outcrops, ridges and cliffs; restricted removal of soil and rock; minimized disturbance of vegetation; prohibited filling or dumping; and stabilizing slopes with native plants and other erosion prevention strategies.*

**Policy NE3.3 Wild Fires**

*Develop strategies to prevent and reduce wild fires. This includes the integration of FireSmart principles for vegetation management, the development of defensible space, community firebreaks, and building and landscaping standing standards into Town policies and bylaws.*

**Policy NE3.4 Natural Disasters**

*Work with other levels of government to identify areas susceptible to impacts from natural disasters, such as tsunamis and earthquakes. Integrate best practices for regulating development in these areas to reduce or avoid threats to human life, property and the natural environment.*

## ENERGY AND CLIMATE CHANGE OBJECTIVES AND POLICIES

This section provides specific objectives and policies for addressing planning issues related to climate change, setting Greenhouse Gas Emissions reduction targets, and promoting energy efficiency.

### OBJECTIVE NE4

**Plan for climate change mitigation, adaption and leadership.**

***Policy NE4.1 Reduction of Greenhouse Gas Emissions (GHG)***

***Work with other municipalities and levels of government, public agencies and organizations to reduce GHG emissions through land use, energy and transportation planning; infrastructure design; building retrofits; water and energy conservation; solid waste management; and green procurements.***

***Policy NE4.2 Community Greenhouse Gas Emissions Reduction Targets***

***Achieve or exceed the provincial targets for community-wide GHG emissions from 2007 levels. The baseline figures for these targets are derived from the BC Ministry of the Environment's Community Energy and Greenhouse Gas Emissions Inventory (CEEI) for View Royal.***

- ***12% reduction (or 13,480 Co<sub>2</sub> tonnes) by 2017 for total GHG emissions output of 27,369 CO<sub>2</sub> tonnes).***
- ***33% reduction (or 32,678 Co<sub>2</sub> tonnes) by 2030 for total GHG emissions output of 8,171 CO<sub>2</sub> tonnes).***

***Policy NE4.3 Sector-specific Greenhouse Gas Emissions Reduction Targets***

***Endeavour to meet or exceed a community-wide 12% reduction of on-road transportation and building source GHG emissions from 2007 levels by 2017.***

***Policy NE4.4 Corporation<sup>4</sup> Greenhouse Gas Emissions Reduction Target***

***Implement the 2010 View Royal Corporate Energy and Emissions Plan to meet or exceed a corporate 10% reduction of GHG emissions from 2008 levels by 2018.***

***Continue to identify strategies for reducing corporate emissions.***

***Policy NE4.5 Corporation Carbon Neutrality***

***Reduce GHG emissions caused by Town of View Royal operations, transport, facilities and waste, and purchase offsets to be carbon neutral by 2012.***

***Policy NE4.6 Climate Change Impacts***

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<sup>4</sup> The term "corporate" refers to the Town of View Royal's municipal operations in the context of Policies NE 4.4 and NE 4.5.

*Consider the impacts of climate change as a key determinant in community planning and land use management decisions. Consider if mitigation has been adequately addressed in subdivision and development proposals, and if further measures are required.*

**Policy NE4.7 Energy Efficiency**

*Promote greater energy efficiency in new development and through the retrofit of existing buildings and infrastructure. Strategies for encouraging best practices include:*

- *Encouraging residential rezoning applications to meet or exceed BuiltGreen® "Gold", EnerGuide 8o or an equivalent certification for energy efficiency.*
- *Updating municipal bylaws, regulations and guidelines to encourage energy efficiency and climate change mitigation.*
- *Providing information and guidelines for energy efficient design.*
- *Supporting the development of local renewable energy production and energy conservation techniques.*

**Policy NE4.8 Adaptation**

*Work with other public agencies to identify and plan for the long-term impacts of climate change. This includes developing adaptation strategies to manage impacts caused by sea-level rise, increased fire risk, altered seasonal temperatures and precipitation, air pollution and waterborne contaminants.*

**Policy NE4.9 Alternative Transportation**

*In accordance with other sections of this plan, encourage the use of car alternative transportation and support the reduced dependence on private vehicle travel.*

**Policy NE4.10 Public Education**

*Gather, develop and disseminate information on climate change, GHG emissions reduction, and energy conservation and efficiency. This information should be made available to municipal staff, development and building professionals, and community members to increase the shared understanding of these matters and promote sustainable planning.*

## IMPLEMENTING ACTIONS

### **ACTION NE1**

Replace the Land Use Bylaw with a Zoning Bylaw, and Subdivision and Development Standards Bylaw, to reflect the priorities and policies identified in this chapter.

### **ACTION NE2**

Undertake an update of the Town's inventory of Environmentally Sensitive Areas (ESAs). Using the Sensitive Ecosystems Inventory as a base, incorporate regional and local data to develop a complete record of natural areas that require special consideration or protection, and establish DPA guidelines for all ESAs in View Royal. This should include developing maps and guidelines for streams and other small natural water features.

### **ACTION NE3**

Establish priorities for managing conservation covenants and consolidate monitoring procedures. Drawing on best practices, include specific enforcement strategies and clear penalties for violations.

### **ACTION NE4**

Develop an Invasive Species and Native Habitat Restoration Strategy. The Strategy should establish clear priorities and procedures for removing invasive species from private and public land, and restoring native vegetations.

### **ACTION NE5**

Identify "remnant" or non-contiguous natural spaces in south View Royal and establish an approach for protecting these areas.

### **ACTION NE6**

Partner with residents, businesses and stakeholder groups to coordinate community involvement in the interests of environmental conservation, sustainability, climate change mitigation, natural habitat, water quality, clean air, clean land, and resource and waste management.

### **ACTION NE7**

Continue to support and participate in initiatives by other municipalities and other levels of government, community organizations and environmental groups to protect and restore natural ecosystems and habitat.

### **ACTION NE8**

Work with other public agencies, organizations and building industry representatives to build knowledge, capacity and experience in energy efficient and green building practices.

*Esquimalt Harbour is a defining feature of the community and provides important aquatic habitat.*



# 5 | Community Infrastructure and Services

## OVERVIEW

Effective and reliable infrastructure and services are essential to meeting the needs of local residents and businesses. These are also significant investments for the Town that should be planned to meet the community's Vision of becoming more environmentally and fiscally sustainable. This chapter presents a summary of the infrastructure and services available within the community, and identifies goals, objectives, policies and implementing actions to direct long-term planning of these investments.

### GOALS:

- Confirm View Royal as an environmentally responsible community committed to becoming a more sustainable place and planning for global climate change.
- Ensure that community services and amenities can be provided within the financial means of the municipality, and strengthen partnerships with regional service providers to increase local opportunities.
- Recognize the regional role of the community as a link in major transportation and environmental systems, and cooperate with other municipalities and other governments to address regional issues, while also protecting local values and promoting long-term sustainability.

## VIEW ROYAL TODAY

Since incorporating as a municipality, the Town of View Royal has made substantial investments in upgrading local infrastructure and ensuring that residents have access to wide range of community services. Today, the vast majority of residents and businesses located inside the Urban Growth Boundary are connected to urban infrastructure and services. These include urban sewer, water and drainage systems; garbage, composting and recycling collection; and protective and emergency services.

Residents also have access to two library systems and a variety of other community services and opportunities that support social health and community wellbeing.

A major challenge for the Town is continuing to provide the high quality infrastructure and services the community expects in a fiscally sustainable manner. The Town also needs to identify and pursue opportunities to incorporate environmentally sustainable technologies and service delivery methods into its established systems. Since the Capital Regional District (CRD) provides many



Artwork created by students at Eagle View Elementary School.

of the community services in View Royal, it will be necessary for the Town to collaborate closely with the CRD and other agencies in addressing these challenges.

### **Water System**

View Royal is connected to the regional water distribution system. The system is owned, operated and maintained by the CRD Water Department. Residents and businesses in the Town are on metered water services and receive direct billing from CRD for water consumption.

The CRD installs fire hydrants at locations requested by the View Royal Fire Department. The cost of installing hydrants is borne by the CRD and the costs of maintenance, amortization of capital costs and water consumed is included in the retail water rate.

Supply mains to the majority of the Town provide sufficient quantities of water for current commercial, institutional and domestic uses, as well as for fire protection purposes. Areas outside the Urban Growth Boundary, in the Thetis Neighbourhood, have more limited water service. Several properties rely on alternative sources for both consumable water and fire protection.

### **Sewer System**

For its size, the Town of View Royal has a complex sewer system comprising seventeen (17) pump stations, approximately thirty kilometres (30 km) of pipeline and a state of the art monitoring system. All domestic sewage is eventually pumped from the Craigflower Pump Station on Shoreline Drive to McCauley Point in Esquimalt. These last two components of the system are operated and maintained by the CRD.

The CRD's Environmental Services Department has a Regional Source Control program aimed at reducing the amount of contaminants discharged into sanitary sewer systems. The program accompanies the CRD's Sewer Use Bylaw that specifies the types of wastes that are prohibited or restricted for discharge into the sanitary sewer systems. The purpose of these initiatives is to ensure the functionality of the system, and protect human and environmental health.

The existing sewer system is adequate for the existing residential and commercial development within the Urban Growth Boundary. However, sewer system upgrading is required for any substantial development or redevelopment to occur.

### **Drainage System**

Stormwater management for much of View Royal is addressed through open ditches, culverts and driveway culverts that drain to either Craigflower or Millstream Creeks, or directly into the Esquimalt Harbour or Portage Inlet.

The open ditch drainage system provides reasonable protection against local flooding.



*Millstream Creek is part of the natural drainage system and an important component of the regional watershed.*



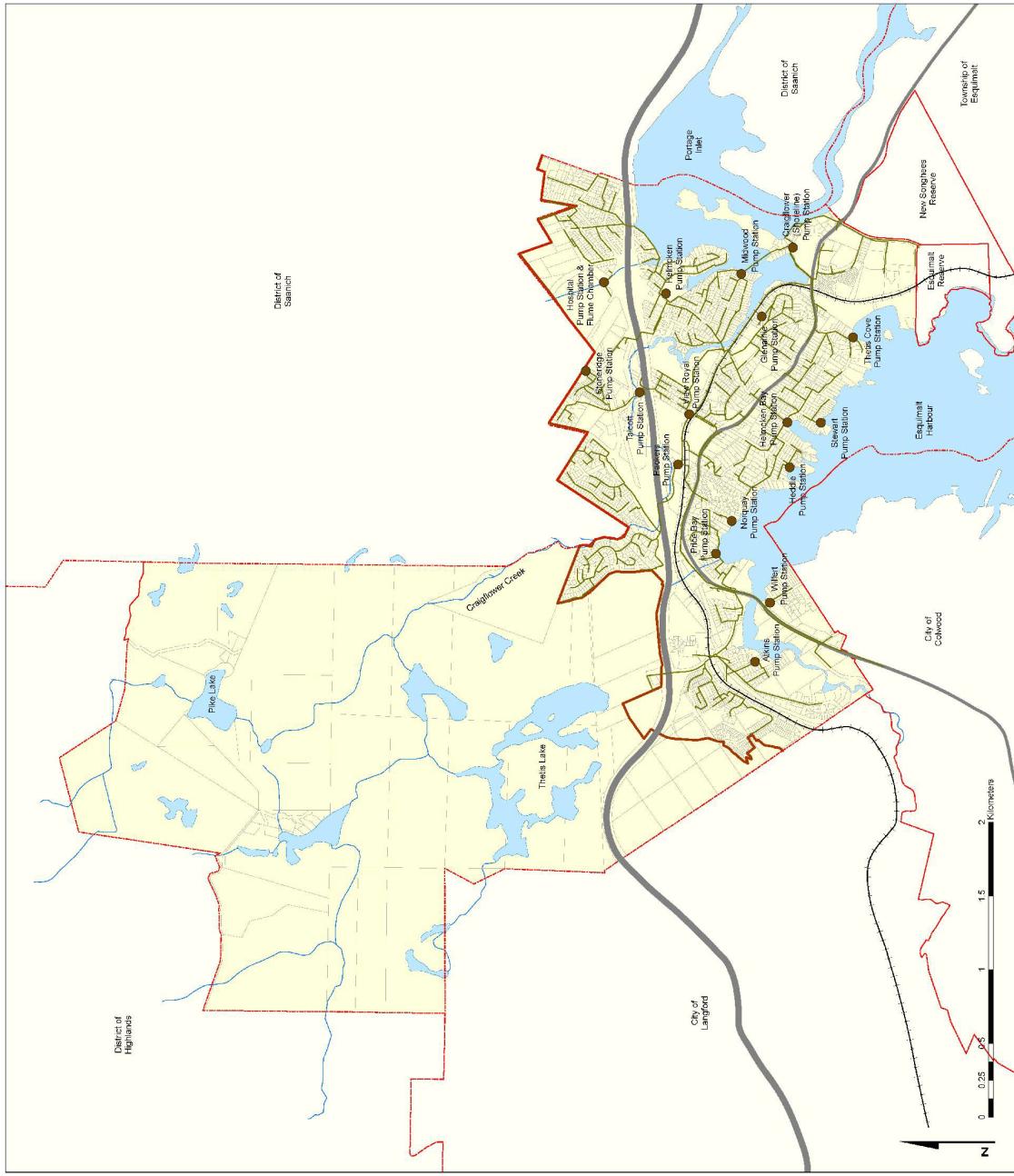
Schedule O  
Sanitary Sewer System



CITY SPACES | Project Management | Applied Research

April 7, 2011

Source: Geography Division, Statistics Canada, Boundary Files 2006 Census 92-160-X201C/201F. Other data supplied by the Capital Regional District and the Town of View Royal. Note: For graphical reference only, data accuracy pending verification.



The Provincial Fish and Wildlife Branch advises that open ditches have advantages over pipes in that they allow some groundwater discharge, so that less water reaches the creeks, and the vegetation tends to trap some of the oils and other pollutants.

The Town of View Royal has an aggressive fifteen-year drainage program, and has been working systematically to improve the quality of stormwater that reaches Esquimalt Harbour and Portage Inlet. This includes major investments in bioswales and treatment wetlands associated with road improvement projects. In addition, all new development is required to develop a stormwater management plan that addresses issues of stormwater quality and volumes. This includes both on and off-site strategies and a range of solutions from small rain gardens, to infiltration systems, to roadside bioswales, to large constructed wetlands.

### ***Garbage, Composting and Recycling Collection***

The Town contracts a company to collect residential garbage and household food waste on a weekly basis. These two waste streams are collected in separate colour-coded containers supplied to each household by the company. Residential garbage is disposed at the Hartland Road Landfill, which is owned and operated by the CRD. Food waste is taken to a composting facility. The Canteen Composting Facility in Esquimalt is available to View Royal residents free of charge at the gate. Lawn and garden waste is also collected three times per year at the curbside. Weekly curbside recycling is offered to all View Royal residents through the CRD Environmental Services Branch. The CRD also operates a recycling program for condos and apartments.

### ***Fire Protection***

The Town of View Royal has a Fire Department with several full-time staff and a large volunteer force. In addition to responding to fire-related incidents, the Fire Department provides prevention information and education, emergency response and life saving services, code inspections and enforcement, and it participates in regional emergency and safety initiatives. The Fire Department works cooperatively with other municipal departments and adjacent municipalities to ensure the best available coverage for all area residents and businesses.

### ***Town of View Royal Emergency Program***

Through the Fire Department, the Town of View Royal provides the Emergency Program to its residents and businesses. View Royal's Emergency Program works closely with both the Provincial Emergency Preparedness Program (PEP) and the Federal department, Public Safety and Emergency Preparedness Canada (PSEPC).

The Emergency Program also includes Emergency Social Services (ESS) and Personal Disaster Assistance Program (PDA) components. ESS is a community based provincial emergency response program providing short-term assistance to people forced to leave their homes because of fire, floods, earthquakes or other emergencies. This assistance includes food, lodging, clothing, emotional support and family reunification. The Personal Disaster Assistance Program provides relief for small groups of people for up to seventy-two hours.

## ***Police Protection***

The Town of View Royal is serviced by the West Shore Royal Canadian Mounted Police (RCMP) detachment located in Langford. The West Shore RCMP provides 24-hour police service to four other municipalities – Colwood, Highlands, Langford, Metchosin – and two aboriginal communities – the Songhees and Esquimalt First Nations.

In addition to the regular policing services, the West Shore RCMP is dedicated to various community-based services and programs administered by over one hundred volunteers. These services and programs include Community Safety Watch, Restorative Justice, Speed Watch, Victim Services and the Auxiliary Constable program. The Block Parent and Nights Alive programs are also run in conjunction with the West Shore detachment.

## OBJECTIVES AND POLICIES

This section contains the Town's objectives and policies related to providing and maintaining community infrastructure and services in View Royal.

### OBJECTIVE IS1

#### COORDINATE INFRASTRUCTURE AND SERVICES WITH LAND USE PLANNING

Ensure that infrastructure and services investments are planned to coincide with the community Vision and long-term land use planning priorities. This includes supporting compact development near existing infrastructure, and protecting natural areas and ecosystems.

##### *Policy IS1.1 Sustainable Development Pattern*

*Plan new infrastructure and services to support compact and sustainable development. Prioritize investments that support new housing, commercial and facility development within the planned Town Centre, Neighbourhood Centres, Community Corridors areas.*

*Extension into un-serviced areas will only be built in tandem with new development and will be financed by development projects. Extension of services in areas outside the Urban Growth Boundary or for developments that are not in conformance with the policies of this plan will not be supported.*

##### *Policy IS1.2 Adequate and Appropriate Infrastructure*

*Ensure that development will only occur if appropriate infrastructure systems (water, wastewater, and sewer) and standards are in place, and designed to the satisfaction of the Town. Work with developers and regional agencies to ensure adequate systems that promote conservation and expand only as necessary to accomplish goals and policies within this plan.*

*The presence of adequate infrastructure is not in itself a justification for development.*

##### *Policy IS1.3 Servicing Standards*

*Establish standards for servicing, which ensure desired safety, convenience, environmental protection and aesthetic qualities, rather than relying on conventional, possibly outdated, standards.*

##### *Policy IS1.4 New Development*

*Ensure that new developments utilize best practices for infrastructure design, operations and maintenance. Developers will be required to meet the Town's standards and should be encouraged to incorporate innovative strategies, such as:*

- *On-site stormwater management and surface stormwater treatment.*
- *Underground services.*
- *Water conservation and wastewater reduction.*
- *Use of pervious surfaces and permeable landscaping materials.*



*Vegetated and hard pervious ground treatments reduce stormwater runoff and promote natural filtration.*

**Policy IS1.5 Comprehensive Drainage Studies**

*Require comprehensive drainage studies that include drainage improvement recommendations and implementation procedures for all major developments.*

**Policy IS1.6 Curbs and Gutters**

*Curbs and gutters will be required for new development in all commercial, mixed residential and mixed-use areas. The Town may adjust this requirement if a development proposal includes alternative approaches to stormwater management that support sustainable development, protect the natural environment, and are designed and implemented to the satisfaction of the Town.*

**Policy IS1.7 On-site Sewage Disposal**

*Require strict adherence to the Vancouver Island Health Authority and Ministry of Environment guidelines for on-site sewage disposal and private wells in areas not served by the Town's sewer system.*

**Policy IS1.8 Emergency Access**

*Require developments to make adequate provision for emergency vehicle access and manoeuvrability, as well as ensure that the infrastructure necessary to support fire protection activities is in place.*

**Policy IS1.9 Fire Protection**

*Ensure fire protection is an important element in site and building design, with the view to shifting the burden of fire suppression to the developer and property owner.*

**Policy IS1.10 Coordinate Public Projects**

*Plan new infrastructure in conjunction with roads, community facilities, parks and other public spaces. Planning considerations should include:*

- *Stormwater management.*
- *Watershed issues.*

- *Integration of parks, greenways and natural systems.*

## OBJECTIVE IS2

### ENVIRONMENTAL SUSTAINABILITY AND PROTECTION

Ensure that new growth is balanced with the capacity of natural systems.

Preserving the integrity of the natural environment and protecting human health should be a major determinant in all infrastructure and services decisions.

#### *Policy IS2.1 Environmentally Sensitive Design*

*Ensure that infrastructure and services are designed and located to be sensitive to surrounding land uses, and reduce or eliminate adverse impacts to the natural environment.*

*Design considerations should include:*

- *Utilizing natural features and systems such as trees, vegetation, and riparian areas for natural stormwater absorption and treatment.*
- *Mimicking and incorporating natural systems*
- *Strategies to minimize the amount of stormwater entering the sewer system*
- *Sustainable approaches to wastewater management, such as site-specific wastewater infrastructure for private developments*
- *Utilizing pervious surfaces on driveways, parking lots and access roads*
- *Xeriscaping, infiltration basins, and green roofs as a means of reducing stormwater runoff and the heat island effect.*

#### *Policy IS2.2 Green Infrastructure*

*Expand green infrastructure systems throughout the Town.*

*Green infrastructure includes existing natural watercourses and drainage systems, engineered bioswales and groundwater recharge areas, green roofs, pervious surfaces, etc.*

#### *Policy IS2.3 Sustainable Standards*

*Establish sustainable infrastructure standards for the Town of View Royal that incorporate innovative technologies and green infrastructure, and ensure long-term resiliency and stability of services.*

#### *Policy IS2.4 Water Conservation*

*Support strategies and develop incentives for reducing water consumption and wastewater generation. Strategies could include rainwater collection, grey water reuse (Including the use of treated water for irrigation purposes) and dual piping systems.*

#### *Policy IS2.5 Safe Water Supply*

*Work with the CRD and other agencies to protect the drinking water supply and prevent water contamination.*

#### *Policy IS2.6 Stormwater Discharge*

*Ensure that the discharge of stormwater does not negatively impact adjacent water quality. Diverted stormwater collection and discharge systems require provision for grease, oil, hydrocarbon, and sedimentation removal facilities and on-going maintenance of these facilities. Such systems shall be engineered to the satisfaction of the Town.*

*Where a net benefit for fish habitat can be demonstrated, the Town may consider proposals from applicants to enhance fish habitat, including in-stream works or the creation of wetland areas, as part of alternative design options for development projects. Approval for these projects may be subject to approval from applicable provincial and federal government authorities.*

**Policy IS2.7 Infiltration and Detention**

*Support stormwater management practices that emphasize infiltration and detention to minimize the effect of stormwater discharge into Esquimalt Harbour, Craigflower Creek, Millstream Creek and other natural watercourses.*

**Policy IS1.8 Siltation Prevention**

*Ensure construction and other human activities near natural watercourses are carried out to minimize siltation effects.*

**Policy IS2.9 Waste Reuse**

*Recognize waste as a viable resource. Work with the CRD, other agencies and businesses to develop strategies to reuse solid waste, liquid waste and wastewater generated in View Royal.*

**Policy IS2.10 Systems Longevity**

*Facilitate adequate operation and maintenance programs in order to maximize the life of infrastructure systems, reduce frequency of replacement, and ensure proper functionality.*

**OBJECTIVE IS3**

**FISCAL SUSTAINABILITY**

*Ensure infrastructure and services are planned within the financial means of the Town, and that investments continue to meet the high standards expected by the community.*

**Policy IS3.1 Prioritize Investments**

*Prioritize infrastructure and services investments throughout the Town to best address local needs and maximize community benefit.*

**Policy IS3.2 New Development Costs**

*Require that the cost of system upgrades to accommodate new development be borne by developers.*

**Policy IS3.3 Local Improvements**

*Encourage the use of local improvements financing for systems upgrades and improvements in residential areas.*

*"Local Improvements" refers to those works and services that directly benefit a local area or neighbourhood and not necessarily the community at large. Property owners may petition Council to undertake local improvements, whereupon Council would determine an appropriate proportionate sharing of the cost (e.g. 100% local area, 60% - 40%, etc).*

#### **OBJECTIVE IS4**

##### **SOLID WASTE MANAGEMENT**

**Reduce the amount of solid waste entering the landfill from View Royal.**

***Policy IS4.1 Waste Separation***

*Continue to support three stream waste separation systems (garbage, recycling, composting) as a means of reducing the amount of solid waste reaching the landfill. Ensure that all collection programs are convenient and well promoted to increase participation.*

***Policy IS4.2 Household Food Waste Collection***

*Explore the expansion of the household food waste collection program to condos and apartments.*

***Policy IS4.3 On-site Composting***

*Support small scale composting on appropriate residential properties and in community gardens.*

***Policy IS4.4 Construction Waste***

*Support regional initiatives to reduce construction waste, and encourage sustainable waste reduction practices.*

#### **OBJECTIVE IS5**

##### **PROTECTIVE SERVICES**

**Maintain a high level of protective services presence and programs in View Royal to ensure community safety and security.**

***Policy IS5.1 Safety and Policing***

*Coordinate directly with the West Shore RCMP on safety and policing matters. Enhance the community's sense of safety, security and confidence in its police service by ensuring that:*

- *Emergency calls and complaints are consistently handled in an appropriate professional manner.*
- *Traffic control and the response to traffic accidents are as effective as possible.*
- *Bylaw enforcement is consistently carried out.*
- *Citizen participation in crime prevention activities is improved.*
- *The principles of Crime Prevention Through Environmental Design (CPTED) are systematically applied to on-going and future development in View Royal.*

***Policy IS5.2 Fire Protection***

*Maintain a composite Fire Department comprised of career and volunteer members. Continue the Fire Department's commitment to providing the highest level of life and property safety with caring professionalism through effective training in the delivery of fire prevention, control, rescue and public education services.*

*Enhance the delivery of fire protection services through a well-coordinated approach to infrastructure improvements and review of development projects.*

***Policy IS5.3 Comprehensive Emergency Response Plan***

*Enhance disaster preparedness through the ongoing review and implementation of a comprehensive emergency response plan (ERP).*

***Policy IS5.4 Flood Planning***

*Plan for safety of people and property in the occurrence of major flood events:*

- *Identify flood prone areas and discourage development within floodplains.*
- *Require buildings located in areas susceptible to flooding to be adequately flood-proofed.*
- *Collaborate with adjacent municipalities to establish a routing strategy for major storm events*
- *Coordinate flood planning with the CRD and other agencies.*
- *Establish Development Permit area guidelines for flood-prone areas*

## IMPLEMENTING ACTIONS

### ***ACTION IS1***

Update municipal sanitary sewer and drainage plans to ensure consistency with the policies in the OCP.

### ***ACTION IS2***

Develop a new Subdivision and Development Standards Bylaw to reflect the policies of the OCP, including green infrastructure alternatives.

### ***ACTION IS3***

Continue to collaborate with the CRD to ensure adequate systems, incorporate best practices, prioritize improvements, develop incentives for innovations and conservation, and implement public education initiatives.

### ***ACTION IS4***

Review and implement the Emergency Response Plan:

- Identifies each type of disaster, the specific roles, responsibilities and action plans required to manage the disaster as well as the subsequent recovery/restoration process. The ERP will cover, but not be limited to, the following types of events: Earthquake, tsunami or other 'all-encompassing' disasters; localized disasters such as forest fires, derailments or hazardous materials/chemical spills; events such as snow storms that, over time, will overwhelm resources.
- Includes participation of local residents in an Emergency Response Model.
- Builds on existing local and regional emergency plans and programs, including the View Royal Emergency Program.

### ***ACTION IS5***

Continue to support the emergency preparedness planning committee comprised of municipal officials, representatives of Fire and Police Services, and volunteer positions.

### ***ACTION IS6***

In collaboration with the CRD, other agencies and organizations, provide information and education on water conservation and protection, solid waste management and waste reduction to residents and businesses in View Royal.

### ***ACTION IS7***

Consider mapping the Town's green infrastructure as a means of identifying gaps and opportunities for enhancements.

### ***ACTION IS8***

Develop a bylaw to regulate minimum building elevations in flood-prone areas.



## PART 2 – SOCIAL ENVIRONMENT

### 6 | Parks and Recreation

#### OVERVIEW

Parks and recreation are defining characteristics of View Royal. Recreation spaces constitute a significant portion of the Town's land, and support an active lifestyle close to nature. Many residents point to their proximity to multi-use trails, natural areas and parks as primary reasons for living in the community. Well-managed parks also contribute to the Town's economic resiliency by attracting visitors, supporting eco-tourism, and making View Royal an attractive place to work and do business. As the Town matures, it is important to protect and enhance View Royal's recreation resources, and to pursue new opportunities to meet the evolving needs of an increasingly diverse population.

#### GOALS:

- As the community grows, recognize the unique relationship between the highly valued natural and residential characteristics of View Royal, and maintain these values.
- Ensure that community services and amenities can be provided within the financial means of the municipality, and strengthen partnerships with regional service providers to increase local opportunities.
- Confirm View Royal as an environmentally responsible community committed to becoming a more sustainable place and planning for global climate change.
- Design and maintain parks and recreational spaces to encourage residents of all ages and abilities to enjoy a healthy, active lifestyle.

#### VIEW ROYAL TODAY<sup>5</sup>

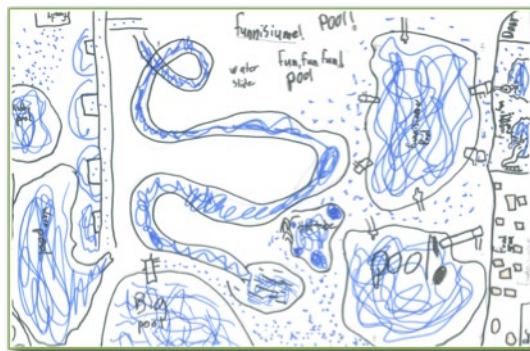
As a community, View Royal is well served by parks and recreation resources. More than 50 parks and water accesses account for approximately 40% of the municipality's land base. The largest among these is Thetis Lake Regional Park. Over 540 hectares of the 835-hectare park are situated in View Royal. In addition to providing many unique recreation opportunities to local and regional residents, the park also serves to protect environmentally sensitive areas and natural features. The largest local park is the 6.6-hectare (16.3 acres) View Royal Park.

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<sup>5</sup> Information for this section was obtained from the Draft View Royal Parks and Trails Master Plan, April 2007.

Indoor and more structured recreation facilities are largely provided to residents through the Juan de Fuca Recreation Centre, located just outside of View Royal in Colwood. View Royal is one of six jurisdictions that contribute funds to the recreation centre. Residents can access a multitude of facilities and activities including an arena, pool, gym and studio space, sports fields and courts, community and seniors meeting rooms, curling, and a nine-hole golf course. Other recreation facilities frequented by View Royal residents include local schools and Pearkes Recreation Centre (in the District of Saanich).

Over 15 km of trails throughout the Town connect many of the community's parks and recreation spaces to neighbourhoods, shopping areas and the greater region. The 55-km Galloping Goose Trail is a regional recreation and commuter trail running east-west through the Town, connecting View Royal to Victoria and other communities. The E&N Rail Trail is another regional trail being built through View Royal at the time this Plan was adopted. These long multi-use trails are supported by a local trail system that includes a variety of pedestrian and cycling routes.



*Artwork created by students at Eagle View Elementary School.*

## ***Regional Parks***

Two regional parks lie within the Town's boundaries – Thetis Lake Regional Park in the northwest and Mill Hill Regional Park in the west. Thetis Lake Regional Park, established in 1993, encompasses 835 ha of land in View Royal, Highlands, and Saanich, with the vast majority of this located in View Royal. The park contains extensive ecosystems, freshwater lakes, beaches, picnic areas, and hiking trails. Mill Hill Regional Park includes 61 hectares of land in View Royal and Langford, with about 22 ha in View Royal. This park is known for its Garry Oak forests and herbaceous ecosystems, and provides hiking trails and expansive viewpoints.

While the regional parks are managed and maintained by the CRD, methods of incorporating these significant areas into View Royal's recreation system should be considered, with special attention to providing access and connections from other parks, trails and neighbourhoods. It is important to make these parks accessible to View Royal residents, including those who live in the eastern sections of Town.

Despite having many exceptional parks, trails, natural areas and other recreation resources, the Town is confronted with challenges in meeting the recreation needs of local residents. Major planning issues include:

- *Underserved neighbourhoods.* The distribution of parkland in View Royal is not equal throughout the Town. Several neighbourhoods lack sufficient park space and/or access to particular types of recreation facilities. The Hospital and Harbour Neighbourhoods in particular have very little parkland and is physically quite isolated from parks located south of the Trans-Canada Highway and in the northwest portion of the Town. Some neighbourhoods have an adequate amount of parkland but do not have park amenities or facilities designed to meet the needs of local residents. For example, some neighbourhoods are without play areas for small children or playing fields for older youth.
- *Underserved demographic groups.* On average, View Royal has a higher percentage of youth and families than elsewhere in the CRD. However, very few recreation spaces have been designed specifically for teenagers and several neighbourhoods continue to be underserved by play areas for young children. View Royal is also home to many older adults and seniors with their own unique health and recreation needs.
- *Connectivity.* Fragmentation due to the Trans-Canada Highway, Island Highway, E&N right-of-way and watercourses makes accessing nearby parks difficult for many residents. Residents in the eastern portion of the Town have the additional challenge of overcoming longer distances to access the regional parks and the Juan de Fuca Recreation Centre. Gaps in the trail system still exist that further isolate areas and obstruct non-vehicular transportation alternatives.

Ecological connectivity is also a planning issue within View Royal recreation spaces. Parks and trails provide important habitat for plant species and wildlife. Natural connections between these spaces should be maintained to provide wildlife corridors, support biodiversity and ensure the overall integrity of the natural environment.

- *Shoreline and water access.* Most lands along Millstream and Craigflower Creeks and the shores of Portage Inlet and Esquimalt Harbour are under private ownership. Several of the existing publicly owned accesses are undeveloped, located in inaccessible locations, or do not provide amenities that encourage park use. However these watercourses and shoreline areas are valuable open space resources for the community. Some of these accesses have potential to be utilized in a manner that protects the fragile waterfront ecosystems, while providing public access to the shoreline.
- *Launch facilities.* Given the extent of the shoreline and the sense-of-identity it provides the community, View Royal is also underserved by launch facilities that allow residents and visitors to launch and land their kayaks, canoes and small boats.



*Public viewpoint at the end of Helmcken Road.*

- *Community gathering place.* The planning process identified a need for a large, outdoor public space for hosting community events, festivals, farmers markets and other gatherings that brings together broad sections of the community. View Royal Park, Centennial Park and Portage Park were all mentioned as existing public spaces that could be better designed to facilitate large gatherings and special events. Future opportunities for this type of public space were also identified at Thetis Cove and Town Centre Change Areas.
- *Fiscal Sustainability.* Developing parks and recreation facilities, and providing amenities and upkeep is resource intensive. The Town will need to look for funding and partnership opportunities, and set investment priorities in order to maintain high standards expected by the community.

## **Park Classifications**

For the purpose of acquiring parks and open space through the development and subdivision process, the demand for park space has been classified according to the five types of parks. Each of the five types of parks has a different function and serves a different user group. It is important that all neighbourhoods have access to the various types of parks, and that there are pedestrian pathways and natural open space linkages between the parks.

### **Town Park**

Large parks with a variety of active recreational facilities that serve the entire population of the municipality. They also provide passive recreation areas, often with special natural features. View Royal Park is an example of this type of park.

### **Community Park**

Parks approximately 4 to 6 hectares (10 to 15 acres) in size, which offer active and passive open space to several neighbourhoods, and some recreational facilities.

### **Neighbourhood Park**

Local parks of approximately 0.5ha to 2ha (1.25 to 5 acres), which provide playfields, children's playgrounds, and passive recreation within a walking distance of about .8 kilometres (one-half mile). Where possible, neighbourhood parks should be located adjacent to elementary schools.

### **Neighbourhood Greenspace**

Small parks and open spaces usually less than 0.4 hectare (1 acre) which may offer children's playground equipment or passive seating areas within residential areas. In some cases, these mini-parks are dedicated to the Town during subdivision development. Other mini-parks are created within multiple family developments, and ownership and maintenance remains in the private sector.

## **Natural Greenspace**

Natural greenspace includes areas that remain undeveloped by virtue of natural features, such as watercourses, ravines, steep slopes, unstable soil conditions, or unique characteristics.

The recreational use of natural open space is usually limited to passive enjoyment and informal pedestrian routes. The Galloping Goose Parkway and large parts of Thetis Lake Park are natural greenspaces.

In addition to the five main park categories, the Town also acknowledges other important spaces in the Town that contribute to the community's recreation lifestyle and access to nature. These are:

### **Shoreline Access**

In addition to several waterfront parks, there is a network of shoreline accesses along Esquimalt Harbour and Portage Inlet providing, or capable of providing, additional access to the water. In some cases, these accesses are undeveloped, or access is prohibitive due to steep terrain.

### **Regional Park**

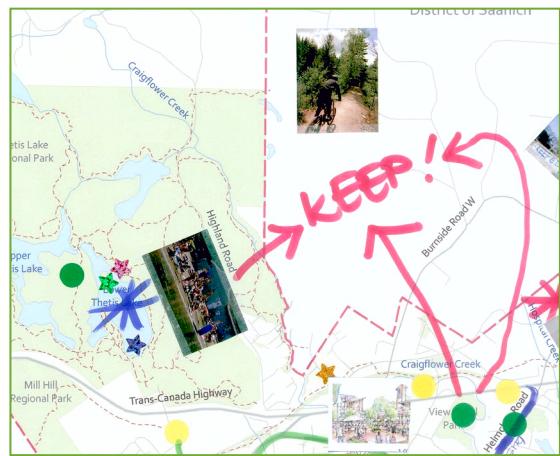
Regional parks provide recreational facilities for the entire Capital Regional District and surrounding areas. Regional parks protect significant natural ecosystems, encourage outdoor recreation, and provide opportunities for interaction with nature. Regional parks vary in size.

### **Linear Park**

Connecting open space and natural habitat are important functions of a parks and trails system. While these links are often made through trail development, linear parks also play a role in



Swimmers enjoy the lake at Thetis Lake Regional Park



Images/ideals by students at Shoreline Community Middle School.



Runners and dog walkers in View Royal Park.

providing connections, walking and hiking opportunities, and wildlife corridors. Parsons Bridge Park along Esquimalt Harbour is an example of a linear park.

### **Public School**

Schools have an important role in providing learning and recreation space to local students during school hours, and community access to sports fields and playgrounds on weekends and evenings. The three public schools in View Royal are owned and maintained by the Greater Victoria School District.

### **Special Purpose Areas**

Special purpose areas cover points of interest including historical, cultural, and social attractions, within the community. These points of interest appeal to residents and visitors alike. Within View Royal, Craigflower Manor is a historical special purpose area.

## **Trail Classifications**

Four types of trails and trail connections compose the trail network in View Royal.

### **Multi-Use Trail**

Multi-use trails are pathways suitable for both walking and cycling. These trails are separate from roads and adjacent land uses. Generally, these paths are at least two metres wide and are part of a larger system that connects to significant destinations. Multi-use trails are used by local residents, visitors, and tourists for recreation and commuting.

### **Walking/Hiking Trail**

Walking/hiking trails provide pedestrian access within parks, natural areas and neighbourhoods. Walking/hiking trails can vary in width from less than one metre to more than three metres. These trails provide recreational opportunities and alternative travel options.

### **Sidewalk**

While sidewalks are not trails in a traditional sense, they play a key role in View Royal's overall pedestrian network. They are separated from vehicular lanes by boulevards and/or curbs, are surfaced with concrete or asphalt and are usually 1.5 to 2 metres wide. They can connect trails and can run along road rights-of-way without encroaching on private property.

### **Shared Roadway**

Shared roadways are routes that incorporate pedestrian and/or cycling movement with vehicular traffic. There are two types:

- Quiet residential or rural roads that provide pleasant cycling and walking opportunities.
- Highways that have wide paved and maintained shoulders, used especially by cyclists.

## Parks, Recreation and Trail Planning

In 2007, the Town completed a draft Parks and Trails Master Plan intended to guide parks and trails development over a ten-year period. Although the Master Plan had not been adopted by Town Council at the time this Plan was written, it contains a significant amount of information regarding current conditions, community needs and parks trends, and recommends a vision, improvement opportunities and implementation process for enhancing community's park and trail system.

The vision outlined in the draft Master Plan and developed in consultation with the community is as follows:

"The Town of View Royal wishes to create an enduring parks and trails system that protects and enhances ecological diversity and natural ecosystems, illustrates distinctive seaside character, provides varied recreational opportunities, connects people and places and promotes healthy living for all."

The draft Master Plan also established several priorities to guide enhancements and improvements:

- *Ecological Diversity & Habitat Conservation.* Move beyond preservation of natural systems, to rehabilitation and enhancement.
- *Water.* Emphasize water as a defining feature of the community.
- *Linear Linkages.* Link the Town's natural and recreation resources to form a complete greenspace network.
- *Spaces for Everyone.* Provide a variety of open spaces are needed to suit people of different ages, activity levels, abilities and interests.
- *Sustainability.* Ensure ecologically and physical sustainability – that the Town can maintain a high standard of service delivery as the community grows.
- *Heritage.* Incorporate View Royal's rich history into park planning and design.
- *Equitability.* Locate and service parks so that all residents may benefit from nearby outdoor greenspace.

Other important parks and trails planning documents include the CRD Regional Green/Blue Space Strategy and Regional Growth Strategy, and the View Royal Greenway Master Plan (2002). The Regional Green/Blue Space Strategy identifies Thetis Lake Regional Park, Mill Hill Regional Park and Knockan Hill Park as significant greenspaces already protected. It suggests that significant greenspaces not currently protected are found in the lands near Mill Hill



*Galloping Goose Regional Trail*

Regional Park and the lands north of Thetis Lake Regional Park. It points out blue spaces that require protection, including the mouth of Millstream Creek, the creek itself, Portage Inlet and Craigflower Creek.

## OBJECTIVES AND POLICIES

The objectives and policies in this section will guide Town planning decisions related to parks and recreation.

### OBJECTIVE PR1

**Provide a variety of parks and recreation amenities that meet the diverse social and recreational needs of current and future residents.**

***Policy PR1.1 Neighbourhood Greenspace***

***Provide each neighbourhood with easily accessible greenspace to meet the social and recreational needs of local residents.***

***Prioritize parkland acquisition and improvements in neighbourhoods with an identified shortage of greenspace, such as the Hospital and Harbour Neighbourhoods, or where current parks lack amenities necessary for meeting residents' needs.***

***Needs and priorities should be identified in a Parks and Trails Master Plan that is regularly updated through a public consultation process. Special attention should be given to underserved demographic groups, such as children and teenagers, and other groups with unique recreation and access needs.***

***Policy PR1.2 Accessibility***

***Remove barriers and improve access, including ease of access for seniors, people with disabilities and small children, to all parks, recreational facilities, public waterfront areas, viewpoints and greenways while remaining sensitive to the preservation of natural habitat areas.***

***Support the incorporation of universal design standards into all parks and recreation facilities, including outdoor play areas for children.***

***Policy PR1.3 Youth Recreation***

***Increase the number of recreation opportunities for youth throughout View Royal. Encourage the development of new facilities as well and improvements to existing assets. Potential improvements may include:***

- ***Additional playing fields, basketball courts and active outdoor recreational facilities.***
- ***New mountain bike trails.***
- ***A skateboard or bike park.***
- ***Additional play equipment, including climbing walls.***
- ***Beach and shoreline facilities.***

- *Interactive water features, swimming facilities or waterpark.*
- *Asphalt hockey or lacrosse court*

*Youth oriented facilities should be prioritized in neighbourhoods with high percentages of young families and/or where a school is located, such as the Helmcken, Craigflower and Atkins neighbourhoods. Facilities intended for teen use should be planned to be accessible via transit.*

**Policy PR1.4 Parkland Standard**

*As a broad guideline, use a minimum standard of 5.0 hectares (10 acres) of parkland per 1,000 people, and neighbourhood/community parks at a ratio of one hectare (2 acres) for each 1,000 people, excluding regional parks and schools, while considering other significant factors affecting acquisition.*

**Policy PR1.5 Parkland and Recreation Facilities Acquisition and Development**

*Consider and use the following methods and strategies to acquire, improve and maintain parks and recreation facilities that meet the needs of current and future residents.*

- *Levy Development Cost Charges at the time of subdivision or building permit for the purpose of providing and improving parkland (Section 933, Local Government Act).*
- *Depending on the circumstances, at the time of subdivision of land, either acquire parkland of an amount and in a location acceptable to the Town, or secure an amount that equals the market value of the land (Section 941, Local Government Act).*
- *Acquire parkland or recreational facilities as an amenity in exchange for rezoning a property that entitles the owner to a higher density than generally applicable for the zone (Section 904, Local Government Act).*
- *Acquire park improvements or recreational facilities in partnerships with other organizations and levels of government. This may include providing Town-owned land as an incentive for external investments.*
- *Protect natural greenspace and habitats through covenants and easements held by third parties, such as an environmental charity.*

**Policy PR1.6 Neighbourhood Priorities**

*The type of park or greenspace to be acquired through any of the methods and strategies set out in Policy PR1.5 should be defined in response to ecological, social and recreational priorities for each neighbourhood and in accordance with Policy PR1.1.*

**Policy PR1.7 Minimum size at Time of Subdivision**

*In relation to the parkland dedication, at the time of subdivision the minimum area must be 1,000 (contiguous) square metres in a location suitable to the Town. If this is not achievable, cash in lieu of land will be required by the Town.*

**Policy PR1.8 Juan de Fuca Recreation Centre**

*Continue to support the Town's inter-municipal facility sharing agreement for the Juan de Fuca Recreation Centre. Explore options for increasing local benefits from this partnership.*

**Policy PR1.9 Facility Sharing and Partnerships**

*Consider cost sharing recreational facilities on an inter-municipal basis when:*

- *It is not economical for the Town to independently develop and manage recreational facilities.*
- *It is determined to be in the overall best interests of the Town.*

**Policy PR1.10 Sustainable Investments**

*Ensure that recreation investments are sustainability over the long-term and that the Town is able to maintain high quality parks and facilities.*

**Policy PR1.11 Safety and Crime Prevention**

*Support the safety and comfort of parks and recreation facility users by employing best practices for crime prevention, play equipment safety, natural and active surveillance, and public awareness information.*

**OBJECTIVE PR2**

*Create an integrated network of parks and trails that facilitate connectivity between Neighbourhood Centres, Community Corridors, neighbourhoods, recreation areas and schools.*

**Policy PR2.1 Connectivity**

*Encourage improved connections between parks, greenspaces, recreation facilities, schools and residential areas via linear parks, public trails, transit, and sidewalk connections.*

*Support the establishment of multi-use corridors that connect neighbourhoods with other areas of the Town and the regional trail system.*

*Recognize that improved connections to parks and recreation facilities will better integrate these assets into the community, increase the walkability of the Town and promote healthy lifestyles. Also recognize that parks themselves can serve as connectors and links between neighbourhoods and residential areas. Ensure park entries and pathways are designed to connect and benefit all adjacent areas.*

**Policy PR2.2 Connect Major Facilities**

*On a town-wide basis, prioritize improving connections to the Juan de Fuca Recreation Centre, Thetis Lake Regional Park and View Royal Park so that all residents have access to and a sense of ownership of these public assets.*

**OBJECTIVE PR3**

*Increase public access to the water and shoreline to provide all residents opportunities to enjoy these natural features.*

**Policy PR3.1 Water and Shoreline Access**

*Identify and develop public accesses to the water, beach, shoreline areas and significant viewpoints. Planning considerations for development of water and shoreline accesses include:*

- *Avoiding or minimizing ecological impacts. This may necessitate excluding people and dogs from vegetated shoreline buffers.*
- *Ensuring safety, convenience, accessibility and good wayfinding.*
- *Prioritizing accesses in areas where access is currently most limited or where the greatest public benefit can be achieved.*
- *Creating connections to other parks and trails.*

**Policy PR3.2 Waterfront Development Sites**

*In reviewing development proposals for waterfront sites, encourage new public water and shoreline accesses, parks and boat launches. This includes, but is not limited to, future development at Thetis Cove.*

**Policy PR3.3 Public Boat Launches**

*Support the establishment of public launches for non-motorized boats at public waterfront access points. Opportunities for new public launches should be pursued at sites currently owned by the municipality as well as other sites. Boat launch planning should occur in consultation with local residents.*

**Policy PR3.4 Public Waterfront Walkways**

*Continue to seek opportunities to establish public waterfront walkways along Esquimalt Harbour between Portage Park and the boundary with the City of Colwood.*

**OBJECTIVE PR4**

*Identify and develop spaces for large, outdoor events, festivals, farmers markets and other community gatherings.*

**Policy PR4.1 View Royal Park**

*Support the redevelopment of View Royal Park as the primary town park. In addition to providing for a range of recreation activities that will attract a broad section of the community, ensure that there is sufficient space and amenities to facilitate large community gatherings such as festivals and group picnics.*

**Policy PR4.2 Social Gathering Places**

*Support the development of social gathering places in larger parks and public areas, and as part of large development proposals, including Thetis Cove and the future Town Centre.*

**OBJECTIVE PR5**

*Protect and restore ecologically sensitive areas and features within the parks and trail system to ensure the integrity of the natural environment, maintain the natural setting, and preserve these features for the appreciation of future generations.*

**Policy PR5.1 Green and Blue Spaces**

*Acquire, develop, manage and preserve various forms of green/blue spaces in suitable locations throughout the Town that meet the needs of both present and future View Royal residents.*

**Policy PR5.2 Environmentally Sensitive Areas**

*Continue to identify and review Environmentally Sensitive Areas (ESA) to ensure that these areas are adequately protected within Development Permit Areas (DPA). Periodically update DPA guidelines to respond to new scientific information and incorporate best practices.*

**Policy PR5.3 Ecologically Sensitive Planning and Design**

*Support ecologically sensitive park/trail planning and design. Planning consideration to include:*

- *Maintaining biodiversity and natural features.*
- *Designing with natural networks and systems. This includes respecting existing terrain and drainage patterns, and identifying the least intrusive approaches to facilitating recreation needs.*
- *Providing a context for learning and understanding the natural systems within the Town.*

**Policy PR5.4 Sound Parks Management and Construction Practices**

*Protect ecosystems in natural parks through sensitive management and minimal construction, ensuring that any works shall be carried out in an environmentally sensitive manner with proper professional consultation.*

**Policy PR5.5 Parks and Environmental Health**

*Recognize and support parks as contributors to the environmental health of View Royal and the region through stormwater management, riparian area protection, climate change adaptation and mitigation, increased shade and CO<sub>2</sub> sinks.*

**Policy PR5.6 Parks and Population Health**

*Recognize and support parks as contributors to the overall health and well-being of View Royal and regional residents by providing opportunities for fitness and passive enjoyment.*

**Policy PR5.7 Integrate Parks and Recreation Planning**

*Ensure park and recreation planning is integrated with broader Town planning efforts, land use and transportation decisions, and public realm planning and design.*

**Policy PR5.8 Invasive Species Removal and Habitat Restoration**

*Support the rehabilitation of areas degraded by invasive plants and species, and the restoration of native vegetation. When possible, employ preventative measures to protect native habitat within View Royal parks.*

## IMPLEMENTING ACTIONS

### ***ACTION PR1***

Update and adopt the draft Parks and Trails Master Plan. The Master Plan should incorporate strategies for including and connecting parks with the Neighbourhood Centres, Community Corridors and Town Centre site. Other revisions should include:

- Identification of specific neighbourhood parks, trails and recreation priorities.
- Prioritization of investments and initiatives.
- Updated direction on removal of invasive species within parks.

### ***ACTION PR2***

Seek cooperative capital funding for parks and recreation improvements that may include federal or provincial funding, private donations, service clubs, conservation organizations and business.

### ***ACTION PR3***

Work with the CRD and Provincial Capital Commission in the implementation of the Regional Green/Blue Spaces Strategy.

### ***ACTION PR4***

Review the Development Cost Charges Bylaw, based on the updated Parks and Trails Master Plan, to help recover a portion of the cost of acquiring and improving parks and trails.

### ***ACTION PR5***

Work with adjacent municipalities and other agencies to develop a greenbelt system for the West Shore and Urban Core areas of the region.

# 7 | Community Facilities and Social Well-being

## OVERVIEW

This chapter addresses community, cultural and heritage resources in View Royal, and establishes goals, objectives, policies and implementing actions for protecting these resources and better integrating them as assets into the community's social and physical landscape. The chapter also includes general statements related to social well-being. A fundamental premise of this OCP is that planning is a comprehensive and integrated process which links land use, physical, economic, environmental, and social factors. Through its authority to plan and make decisions within its jurisdiction, the Town will have a significant influence on social and community well-being. The Town can also support the efforts of other governments, public agencies and service providers in a collective effort to work towards social sustainability.

### GOALS:

- Recognize, preserve and protect the substantial historic and cultural resources in View Royal.
- Provide, or facilitate, community services and facilities that meet the needs of View Royal's residents of all ages, abilities and cultural backgrounds.
- Enhance the quality of life for View Royal residents.
- Continue to proactively involve youth in the Town's civic affairs.
- Promote a strong sense of community in all areas and neighbourhoods of the Town, and create an enhanced sense of place and identity throughout.

### *Community and Social Well-being*

Communities are much more than buildings, parks and infrastructure. The character of a community is directly related to the "quality of life" and "social well-being" experienced by its residents. Community well-being is reflected in the achievement of:

- Personal and public health
- Satisfaction of basic material needs
- Economic security and opportunity
- Protection from violence, threat, abuse and discrimination
- Mobility and ease of access
- Sense of identification, belonging and connections to the past
- Availability of choices and self-determination
- Active participation in decision-making in community life and larger societal processes
- Access to knowledge and personal skill development
- Sustainable natural and physical environments

Through its authority to plan and make decisions within its jurisdiction, the Town can have a significant influence on community well-being. The Town can also support the efforts of other governments, public agencies and service providers in a collective effort to work towards social sustainability.

The Town of View Royal has not traditionally taken a proactive role in identifying and addressing residents' social needs. Policy leadership and funding has generally been by social, health and educational providers, and the Community Social Planning Council has undertaken considerable community-based research on matters related to quality of life and social inequities. However, as View Royal continues to grow, its demographic make-up changes, and the resources of other levels of government become more constrained, the Town recognizes that it can make a positive contribution to address social issues and concerns. From a jurisdictional perspective, this role will focus on facilitation, advocacy and information exchange. Of relevance are matters related to affordable housing (*See also Part 1, Chapter 3.*), accessibility for persons with disabilities, child care, family support, access to health care, life-long education, literacy, and food security. (A number of these matters are also referenced in other parts of the Plan).

The Town has a particular focus on youth, as was evident from the outreach and consultation undertaken in the OCP planning process. Today's young people are tomorrow's leaders and View Royal is committed to finding ways to continue to engage youth in matters of civic and societal interests.

As is the case throughout the region and Canada, the population in View Royal is expected, on average, to become older. The OCP planning process identified the need to accommodate View Royal residents aging in place. This involves recognizing and accommodating seniors' unique transportation and mobility needs (*See also Chapter 2.*), housing choices (*See also Chapter 3.*) and recreation abilities and interests (*See also Part 2, Chapter 6.*). An aging population will also create particular demands for health and social services that serve seniors effectively.

## Heritage

View Royal has a rich history marked by many events, industries, peoples, stories and structures. These provide links to locally and regionally important historic reference points such as the Hudson Bay Company, Royal Navy, and the lumber, farming and hospitality industries. View Royal is also the traditional territory of the Songhees First Nation and Esquimalt First Nation, and is the location of traditional hunting grounds, camping sites, and other areas of importance. First Nations presence in current day View Royal goes back many centuries, predating the Town's colonial history that can be traced to the 1850s.



*Four Mile Pub is the fourth oldest colonial house in Greater Victoria.*

Today, the history of View Royal is retained through storytelling, writings, photographs, artifacts, structures and sites. Some of these assets are widely recognized as being of historical or cultural significance and are protected, while others exist without the same reassurances. The Town has a heritage registry but has not yet used its authority to designate any heritage properties. While some of the resources within View Royal are recorded in other inventories or registries, most are not and should be protected. The quantity and variety of culturally and historically important structures and sites in View Royal is impressive. Sites and structures range from protected colonial buildings such as Craigflower Manor and Six Mile Pub; to documented First Nations archaeological sites; to early industrial sites such as the lime kiln; to older homes, community halls and churches that are still in active use but not formally designated by any level of government.

All of these resources play important roles in telling the story of the community, establishing a sense-of-place, and providing a context for present day social and cultural activities.

Legislation provides the Town with substantial powers and tools for protecting heritage structures and sites, and providing space and opportunities for cultural sharing and expression.

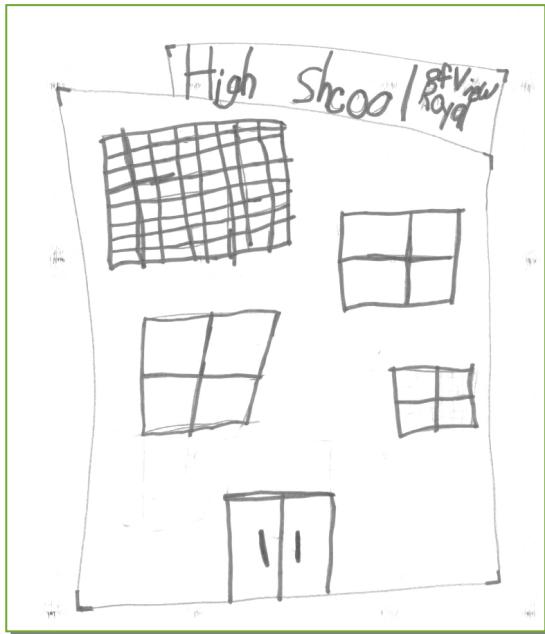
## Cultural Resources

Cultural resources in View Royal include local schools, day cares, places of worship, public art and streetscaping, local events and celebrations, community groups, and arts and sports organizations.

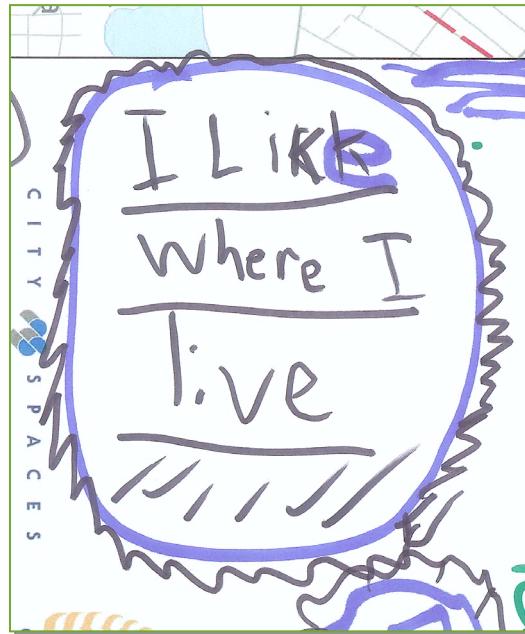
Schools, in particular, play a very important role in the community. They provide essential education for youth, social and educational enrichment opportunities, recreation spaces, and community meeting and gathering places. Shoreline Community Middle School, Eagle View Elementary School and View Royal Elementary School are located within the Town's boundaries. High schools in Colwood, Saanich and Esquimalt also serve local students.

The Town of View Royal is a member of the Greater Victoria Public Library (GVPL). This membership allows View Royal residents free access to all of the GVPL branches, the closest of which is located at the Juan de Fuca Recreation Centre Complex in Colwood. In addition, the Town has its own reading centre. The View Royal Reading Room is free to all View Royal residents and offers a circulating collection for all ages of over 15,000 materials. The Reading Room participates in the provincial inter-library loan system, allowing patrons to request and borrow books from any library in British Columbia.

Through the planning process, the community expressed support for protecting and strengthening all of these resources and facilities, and finding ways to better integrate them into the social and physical landscape of View Royal.



Artwork by students at Eagle View Elementary School.



Images and ideas by students at Shoreline Community Middle School.

## OBJECTIVES AND POLICIES

The objectives and policies in this section provide a long-range framework for protecting heritage resources, promoting heritage conservation, meeting community and social needs, involving youth, and supporting and strengthen View Royal's cultural assets.

### OBJECTIVE CH1

**Identify and protect significant cultural and heritage resources.**

**Policy CH1.1 Municipal Heritage Register**

*Continue to identify and add heritage properties to the Town's Heritage Register.*

**Policy CH1.2 Protection of Heritage Structures and Sites**

*Encourage the protection, restoration and upkeep of heritage structures and sites in View Royal to support the long-term sustainability of these assets.*

**Policy CH 1.3 View Royal Community Archives**

*Continue to promote the View Royal Community Archives as an important local heritage resource. Encourage volunteerism, grants and donations as other mechanisms for maintaining the Archives.*

**Policy CH1.4 Heritage Organizations**

*Develop and strengthen relationships with heritage organizations in the region, such as the Land Conservancy, to support the research of heritage matters in View Royal.*

**Policy CH1.5 Archaeological Sites Referrals**

*Continue to refer development applications on or adjacent to archaeological sites to the B.C. Archaeology Branch.*

**Policy CH1.6 Temporary Protection**

*Consider establishing temporary protection of property having potential heritage significance when alterations or redevelopment are proposed for such a property that has not been designated for protection. The temporary protection of the property should be carried out in accordance with the Heritage Act for the specific purpose of determining if the property should be designated as heritage property.*

**Policy CH1.7 Heritage Trees**

*Support and encourage the protection of heritage trees and culturally modified trees.*

**Policy CH1.8 Heritage Revitalization Agreements**

*Consider adopting a bylaw authorizing a Heritage Revitalization Agreement (HRA) as a means of approving the redevelopment of a heritage property. The goals of enabling an HRA include:*



*St. Columba Anglican Church in the Hospital Neighbourhood is a community landmark.*

- Ensuring the protection of heritage features
- Supplementing or varying existing bylaws
- Providing incentives for heritage conservation and innovation reuse of a heritage property
- Establishing and enforcing the term of heritage conservation

## OBJECTIVE CH2

**Integrate View Royal's cultural heritage and cultural assets into the social and physical landscape of the Town to communicate the community's past, strengthen its sense of place, and increase public awareness.**

### ***Policy CH2.1 Public Education and Awareness***

***Support increased public education and awareness of the Town's history and culture, including local First Nations history and culture. This may include educational campaigns and exhibits, collaborations with local schools, installations of historical plaques or markers, permanent displays, and specific events or meetings.***

### ***Policy CH2.2 Adaptive Reuse***

***Encourage adaptive reuse of heritage buildings. Work with the development community and owners of heritage buildings to find innovative solutions that will permit change, while minimizing the impact on heritage values and finding uses that recognize the existing cultural function of heritage buildings.***

### ***Policy CH2.3 Culture and Heritage Integration***

***Support the integration of heritage and cultural features into the public realm as landmarks and points of interest. Encourage planning and design that responds to local heritage features and includes cultural expressions.***



*Strawberry Vale Community Hall is one of the oldest community facilities in View Royal.*

### ***Policy CH2.4 Design Compatibility***

***Consider design compatibility of proposed developments adjacent to sites containing buildings or features identified as having heritage significance.***

### ***Policy CH2.5 Local First Nations***

Be welcoming to local First Nations culture through the participation of Songhees First Nation and Esquimalt First Nation peoples in public art initiatives, public meetings and local celebrations.

### **Objective CH3**

**To facilitate, advocate and share information on community needs and emerging social issues.**

#### ***Policy CH3.1 Collaboration***

***Encourage a coordinated approach to the identification of community needs and responses to these needs through collaboration with government and non-profit social agencies/organizations, as well as with View Royal's policing agency, the West Shore RCMP.***

#### ***Policy CH3.2 Communication***

***Communicate and collaborate regularly with a full range of public and non-profit providers of health and social services, including early childhood educators.***

#### ***Policy CH3.3 Capacity Building***

***As time and resources permit, assist in building community capacity among community groups in relation to social and community needs.***

#### ***Policy CH3.4 Advocacy Positions***

***Advocate to others levels of government in relation to local social needs and issues. In an advocacy role, the Town will ensure that its position is supported by thoroughly-documented research, whether undertaken by the Town or others.***

#### ***Policy CH3.5 Access to Government Programs***

***Assist residents of View Royal to access grants or funding from other levels of government in relation to social needs by providing access to current information at the Town Hall, in newsletters, and on the Town's website.***

#### ***Policy CH3.6 Crime and Harm Prevention Initiatives***

***Support community-based and agency initiatives to prevent crime and reduce potential harm to individuals. Advocate for the continuation and promotion of RCMP community-outreach programs, including drug awareness and other programs offered through elementary schools, neighbourhood watch, speed watch, and the "Keep in Touch" program for seniors living alone.***

### **Objective CH4**

**To facilitate the creation of dedicated space for community needs.**

#### ***Policy CH4.1 Child Care Spaces***

***Work with the development community and non-market housing providers to develop housing projects that include space for community child care facilities.***

#### ***Policy CH4.2 Child Care Spaces***

***Work with other agencies to promote and encourage larger employers to provide on-site space for community child care.***

#### ***Policy CH4.3 Community Meeting Spaces***

***Consider the development of a policy to require new commercial, business and larger multi-unit residential development to provide common meeting space areas for use by the local community and/or areas to be used by public and non-profit service providers.***

## OBJECTIVE CH5

*To provide youth with access to facilities, programs and other opportunities that help to encourage a life-long interest in community, social and civic issues.*

### *Policy CH5.1 Engaging Schools*

*Continue to involve the administrations of View Royal Elementary, Eagle View Elementary and Shoreline Community Secondary schools in the Town's planning initiatives.*

### *Policy CH5.2 Consider Needs of Youth*

*Ensure that the interests of youth are fully-considered in Town-initiated planning initiatives, events and activities.*

### *Policy CH5.3 Youth Recreation and Leadership*

*As a municipal member of West Shore Parks and Recreation, continue to support opportunities for youth to be involved in leadership roles in recreational and leisure activities.*

## OBJECTIVE CH6

**Support cultural activities, events and expressions that contribute to a positive social environment, public education, greater cultural understanding and a stronger sense of local identity and pride.**

### *Policy CH6.1 Public Gathering Places*

*Encourage the development and enhancement of public gathering places that can be used for social and cultural events and activities. These may be purpose-built spaces as well as multi-use spaces, such as plazas, parks, community halls, schools, outdoor performance areas, waterfront areas and streets.*

### *Policy CH6.2 Community and Cultural Organizations*

*Support community and cultural organizations that operate in View Royal, and local cultural event and activities such as annual celebrations, fairs and festivals, outdoor markets, and arts and sports events.*

### *Policy CH6.3 Public Art*

*Increase the amount of public art throughout View Royal. Support the integration of public art into public and private development, transportation and infrastructure projects.*

*A mural and play equipment add colour and enrich the public space outside View Royal Elementary School.*



## OBJECTIVE CH7

### PUBLIC SCHOOLS

Ensure the long-term presence and function of public schools in View Royal to meet educational, social and cultural needs of the community.

#### *Policy CH7.1 Public Schools*

*Recognize public schools as important community gathering places, community education centres, and cultural activity spaces in View Royal.*

*Strengthen relationships between the Town and individual schools, the School District and groups operating within the schools to support the further development of these facilities as community resources.*

#### *Policy CH7.2 School Planning*

*Work collaboratively with the School District to plan facility upgrades, school development projects, and the long-term use of surplus facilities or land.*

*Support the continued operation of the existing public schools in View Royal, and work with the School District to access and plan for future needs.*



Shoreline Community Middle School offers a variety of community classes and learning opportunities for residents of all ages.

## OBJECTIVE CH8

### LIBRARY SERVICES

Ensure convenient, local access to library services and resources.

#### *Policy CH8.1 Greater Victoria Public Library*

*Continue to support the Town's membership in the Greater Victoria Public Library, and encourage initiatives to better connect local residents with the library system.*



Juan de Fuca Recreation Centre is located just outside View Royal in Colwood.

## IMPLEMENTING ACTIONS

### ***ACTION CH1***

Develop an inventory of heritage properties in View Royal to identify structures and sites that are deemed by the community to have heritage value or heritage character, or that have been identified as being of archaeologically importance. The inventory should be developed in accordance with the *Local Government Act* and the 1994 *Heritage Conservation Amendment Act*.

### ***ACTION CH2***

Establish a comprehensive approach for the long-term identification, protection and planning of heritage properties in View Royal, in accordance with the *Local Government Act*, the *Heritage Act* and the *Heritage Conservation Statutes Amendment Act*. In developing an approach, the Town should consider the following options provided under the legislations:

- Developing a Community Heritage Registry that includes designation of protected heritage properties.
- Adopting a Heritage Site Maintenance Standards Bylaw.
- Creating a Heritage Strategy that includes clear objectives, actions, roles and responsibilities for implementation.
- The approach should be developed in consultation with the community and interested agencies and stakeholders.

### ***ACTION CH3***

Consider developing a Public Art Plan to establish priorities and procedures for integrating public art into private and public projects throughout View Royal, and identifying specific public art initiatives such as art-in-the-parks or a banner program.

### ***ACTION CH4***

Host a semi-annual meeting with School Principals (or their designate) of View Royal Elementary, Eagle View Elementary and Shoreline Community School to exchange information.

### ***ACTION CH5***

Proactively encourage youth and young adults to participate as members of the Town's advisory committees.

### ***ACTION CH 6***

Consider developing a Public Art Plan to establish priorities and procedures for integrating public art into private and public projects throughout View Royal, and identifying specific public art initiatives such as art-in-the-parks or a banner program.

### ***ACTION CH 7***

Identify public spaces, including streets, in View Royal suitable for community celebrations, fairs, festivals, outdoor markets and other events. Encourage community groups to hold local cultural events in these spaces by establishing a streamlined process for securing temporary use.



## PART 3 – ECONOMIC ENVIRONMENT

### 8 | Economic Development

#### OVERVIEW

This chapter of the plan examines the importance of a strong local economy to View Royal's future and the critical relationship between economic development and land use.

#### GOALS:

- Encourage economic development in View Royal.
- Provide suitable land and incentives for commercial, institutional and mixed-use activities as a means of supplying local employment opportunities, broadening the municipal tax base, and promoting View Royal as a business-friendly community.

#### VIEW ROYAL TODAY

##### *A Sustainable Economy*

A sustainable economy is vital to the quality of life enjoyed by View Royal's residents, labour force and visitors. How this economy changes in the coming years will affect many facets of the community, such as the types of jobs available for residents, local business and shopping opportunities, municipal revenues and services, the ability to move people and goods throughout the community, and the form and character of the built environment.

As part of promoting sustainability, the Town will encourage businesses that:

- create job opportunities suited to local residents;
- help strengthen the municipal tax base;
- provide goods and services that meet local needs;
- can be mixed with, or placed in close proximity to, housing; and
- do not adversely impact on the natural environment.

The OCP does not allow for heavy industrial development because of topography and constrained land supply.



*Victoria General Hospital (VGH) is the largest employer in View Royal, and a regional hub for health-related professions.*

## ***Local Employment Opportunities***

Creating more jobs locally benefits View Royal by providing more choices for residents to work in their own community rather than having to commute elsewhere in the region. It also keeps more income in the community to support local businesses.

As of the 2006 Census, there were 3,950 jobs in View Royal, which was 2.3% of the jobs in the Capital Regional District.

The Regional Growth Strategy has set a jobs-to-population ratio target of 0.35 by 2026 for the urban West Shore to help achieve the strategy's goals. View Royal's ratio in 2006 was 0.45, meaning that it is well ahead of the target ratio for the sub-region. However, as the Town continues to add residents, it will also have to find ways to add employment to ensure that its jobs-to-population ratio remains strong. But, the challenge will not be just to increase the number of jobs but to ensure that the types of employment opportunities available are suited to the skills of View Royal's resident labour force.

Creating more jobs also means that an appropriate supply of land must be made available for employment generating uses. View Royal has virtually no industrial land base, so there will be continued heavy reliance on commercial activities, such as retail, business and personal services, and institutional activities, such as health and education, to generate many of the new jobs. Home-based businesses will also be an important part of the community's economy as it grows.

A priority from an economic development perspective will be on encouraging existing View Royal businesses to grow and prosper that can create quality jobs and that make efficient use of the community's limited land base.

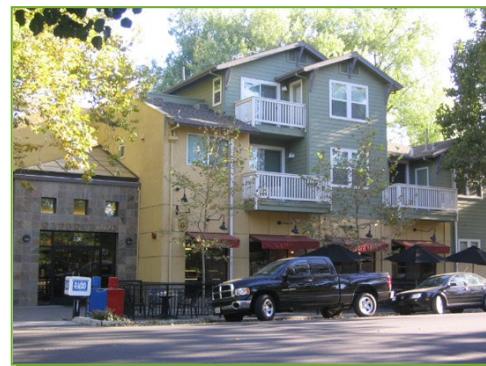
## ***The Tax Base***

Diversifying and strengthening the tax base is one of View Royal's sustainability objectives.

The residential sector accounted for 74% of the Town's property tax billings in 2009, a share that has increased slightly over the past five years. With more commercial development, the Town may be able to reduce the share of municipal property taxes paid by its residential sector.



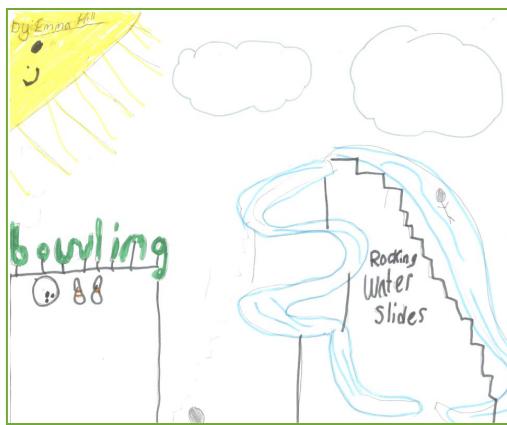
*Reliable Controls – Technology development is a dynamic and evolving sector that can provide good paying jobs.*



*Mixed-use Centres locate employment opportunities, goods and services close to where people live. Increased residential densities sustain businesses by providing a local customer base.*

## Population Growth and Economic Development

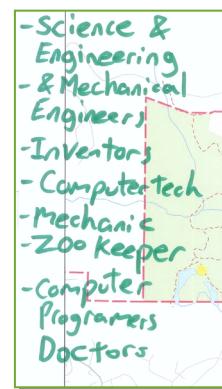
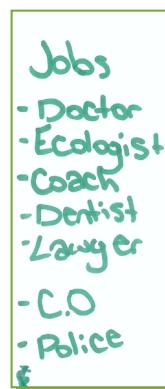
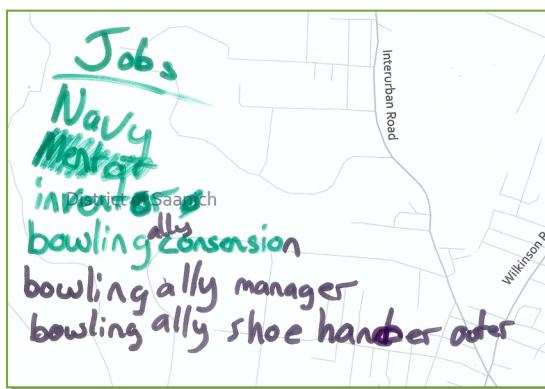
There is a strong link between population growth and economic development. View Royal needs more residents if it wishes to support more businesses, especially the types of businesses that are attracted to mixed-use neighbourhoods and town centres. Given the limited supply of developable residential land in View Royal, the Town's future housing needs to include a larger share of small lot single detached accommodate more people. These denser housing forms will also allow more people to live within walking distance of commercial and community services. The proposed Town Centre, as well as the smaller neighbourhood centres, are critical to both of these denser housing forms being achieved, and more businesses being accommodated in View Royal.



Artwork by students at Eagle View Elementary School.

## Key Areas of Economic Activity

A significant share of the new commercial development will be in mixed-use development that also includes a residential component. This will not only make more efficient use of the Town's limited land base but also bring people, jobs and services closer together.



Images and ideas by students at Shoreline Community Middle School.

## **Home-Based Business**

The number of home-based businesses is increasing in View Royal, as it is in many communities. The 2006 Census found that 7.0% of View Royal's residents who were in the labour force were primarily working from home. This is sometimes the first step in nurturing businesses that ultimately seek commercial space in the community. Home-based businesses benefit View Royal not only in terms of their contribution to the local economy but also by reducing demands on the transportation system imposed by commuting. A key issue in promoting home-based businesses is ensuring that they fit well with the surrounding neighbourhood.

## **OBJECTIVES AND POLICIES**

The following section sets forward the Town's Economic Development objectives and policies for creating a more economically diverse and sustainable community.

### **OBJECTIVE ED1**

**To support commercial and institutional development that serves the needs of residents and visitors to the community, including retail, professional, financial, education, health, accommodation and other services.**

***Policy ED1.1 Mixed-Use***

***Mixing commercial and residential uses is encouraged in designated neighbourhood centres and arterial commercial development areas to make efficient use of land and to bring residents, jobs and services into close proximity.***

***Policy ED1.2 Existing Businesses***

***Support existing businesses in the community, especially those that provide jobs suited to the resident labour force, and are located in designated mixed-use centres and community corridors.***

***Policy ED1.3 New Businesses***

***Pursue opportunities to attract new businesses to View Royal that meet the community's economic development and land use goals and objectives.***

### **OBJECTIVE ED2**

**To provide commercial development that meets daily shopping needs in proximity to residential areas.**

***Policy ED 2.1 Daily Shopping***

***Encourage the location of new businesses in existing commercial areas and the mixed-use centres. Business uses in mixed-use centres should support the development of walkable, people-friendly places.***

### OBJECTIVE ED3

**To encourage commercial development that generates employment opportunities for local residents and helps strengthen View Royal's tax base.**

#### ***Policy ED3.1 Local Employees***

Ensure an adequate match between housing stock and the housing needs of local employees, with the intent to reduce long commutes and create a balanced and inclusive community.

### OBJECTIVE ED4

**To support home-based businesses.**

#### ***Policy ED4.1 Home-Based Businesses***

***Support home-based businesses that are compatible with residential uses throughout View Royal as a means of providing alternative employment options, reducing commutes and providing more services locally.***

## IMPLEMENTING ACTION

### ***ACTION ED1***

Prepare an updated Economic Development Strategy that supports the goals, objectives and policies of this OCP. The Strategy should, among other items, explore the viability of incentives that might stimulate commercial development in the neighbourhood centres, such as revitalization tax exemptions and reducing the ratio between the residential and business property tax rates.



## PART 4 – DEVELOPMENT PERMIT AREAS

### Introduction

The *Local Government Act* provides municipalities with the authority to establish a development permitting system. Unless exempted by this Plan or a zoning bylaw, any proposed building and subdivision within a Development Permit Area (DPA), shown on Schedule P, requires a development permit issued by the Town of View Royal. In accordance with the *Local Government Act*, this Plan sets out the special conditions that justify each DPA.

Development permits are one of the most effective legal tools for the protection of environmentally sensitive areas, avoiding development in hazardous conditions, and setting out expectations regarding “form and character” of development. Local governments may designate Development Permit Areas (DPAs) in an OCP. When an area is designated, the local government must describe the special site conditions or objectives that justify the designation, and specify guidelines to achieve those objectives.

This section sets out a number of Development Permit Areas for View Royal, and provides the justification for their designation.

The Town may designate Development Permit Areas under Section 919.1(1) of the *Local Government Act* for the following purposes:

- a. Protection of the natural environment, its ecosystems and biological diversity;
- b. Protection of development from hazardous conditions;
- c. Protection of farming;
- d. Revitalization of an area in which a commercial use is permitted;
- e. Establishment of objectives for the form and character of intensive residential development;
- f. Establishment of objectives for the form and character of commercial, industrial or multi-family residential development;
- g. Establishment of objectives to promote energy conservation;
- h. Establishment of objectives to promote water conservation; and
- i. Establishment of objectives to promote the reduction of greenhouse gas emissions.

In order to ensure that the goals and objectives of View Royal regarding new development and natural areas are met, the OCP designates certain areas of the Town as Development Permit Areas as shown on Schedule P.

With respect to guiding form and character of development and promotion of energy conservation, four areas are designated as Development Permit Areas, consistent with the Land Use Designations shown on Schedule L:

- Mixed Residential.
- Neighbourhood Mixed Use.
- Intensive Mixed Use.
- Commercial.

Two Development Permit Areas, as shown on Schedule Q, have also been established for the protection of the natural environment and the protection of development from hazardous conditions:

- Natural Watercourse and Shoreline Areas.
- Sensitive Terrestrial Ecosystem Areas.

# Form and Character of Development

## DEVELOPMENT PERMIT AREA: INTENSIVE RESIDENTIAL - GARDEN SUITE

Pursuant to Section 488(1) of the Local Government Act, the entire Town is designated Development Permit Area: Intensive Residential - Garden Suite, for the purpose of establishment of objectives for form and character of intensive residential development.

### *Justification*

To provide a range of housing types that meet the housing needs of current and future residents, special consideration is given to the provision of ground-oriented rental units in the form of a garden suite. This form of rental housing serves to:

- Create opportunities for infill housing and a diversity in housing choice;
- Maintain character of existing neighbourhoods while increasing the overall supply of rental housing in the Town;
- Provide an opportunity for homeowners to utilize existing or new accessory building for residential uses as an alternative to secondary suites;
- Provide accommodation for family members or caregivers;
- Provide rental income (mortgage helper) for homeowners; and
- Create opportunities to age in place.

### *Objectives*

The objectives that justify this Development Permit Area designation are to:

- Provide renters with ground-oriented housing as a rental housing option that may be suitable for households with children;
- Achieve attractive infill housing options that exhibit a high quality of architecture and landscaping, enhance neighbourhoods and minimize conflicts with immediate neighbours.
- Promote water and energy conservation, and reduce greenhouse gas emissions.

### *Exemptions*

A Development Permit is not required for:

- Development that is not Intensive Residential – Garden Suite;

- Residential single-family dwellings and their other accessory buildings and structures;
- Residential duplexes and their accessory buildings and structures;
- Commercial, or multi-family residential development;
- The subdivision of land;
- Internal alterations to a garden suite; or
- Minor exterior renovations to a garden suite that would not significantly alter the footprint or character of the building in the opinion of the Director of Development Services.

## DESIGN GUIDELINES

### Preliminary Site Design and Layout

*Intent:*

Preliminary site design and layout for garden suites prioritize privacy of neighbours, access to the suite, retention of green space and trees, and focus design on the natural topography of the site.

*Guidelines:*

- i. The location of the garden suite should minimize opportunities for overlook and shading of adjacent properties.
- ii. Protecting and retaining existing mature trees on subject and adjacent properties should be a key consideration in site design and layout, including associated parking and access areas.
- iii. Minimize hard (impervious) surfacing on a lot.
- iv. Access to the garden suite shall be provided by a minimum 1.0m wide path that is clearly identifiable and provides direct access from the street to the garden suite.
- v. Siting of a garden suite should respond to the natural topography of the lot. Significant excavation and/or retaining walls shall be discouraged.
- vi. A garden suite should be designed to the natural stepping and sections along the natural slope and topography of the land.
- vii. A garden suite should be located to be at least partially visible from the street.

- viii. In the case of corner lots, a garden suite should be directly oriented to the flanking yard of the adjacent public right-of-way. For clarity, the front doors and windows should be directly oriented to the street, and the landscaping should reinforce the garden suite entryway.

## **Building Design**

### ***Intent:***

Integration of a garden suite in an established neighbourhood requires careful attention to architectural style and elements of building design. The design should complement the architectural elements of the residential detached dwelling and strive for liveability and comfort for the tenant.

### ***Guidelines – Design and Massing:***

- i. High quality architectural expression and the garden suite should relate to the principal building on site in terms of materials, roof form and general architectural expression; however the garden suite should not be a “miniature version” of the principal dwelling.
- ii. High quality and durable exterior finishes should be used to reinforce the residential character of the garden suite.
- iii. On steeply sloping sites, any vertical portion of the garden suite is discouraged from being greater than the prescribed maximum building height.

### ***Guidelines – Windows and lighting***

- i. The size and placement of windows should minimize overlook and be sensitive to neighbours' privacy. Windows should be maximized along those facades oriented to the interior of the site. On corner lots, windows should be oriented to the street.
- ii. Skylights, clerestory windows and obscured glazing are encouraged to minimize privacy impacts.
- iii. Lighting for the garden suite should complement the building and landscape design.
- iv. Lighting should be kept to a minimum necessary for pedestrian safety and visibility. Consideration should be given to the number, location, and style of light fixtures, as well as minimize lighting overspill on adjacent properties.

### ***Guidelines – Entries, Addressing and Mechanical Equipment***

- i. Unit entries should be oriented to the street. When this is not practical, entry to the garden suite should be located at the entry to the interior portion of the site.
- ii. Entrances should provide weather protection by recessed or covered entryways.
- iii. A garden suite must be assigned a unique and individual address. An address sign must be located at a clearly visible location from the nearest street frontage.
- iv. External mechanical equipment, such as heat pumps and utility metres should be located on a lot to minimize impacts on adjacent neighbours. External mechanical equipment, such as heat pumps and utility metres should be located on a lot to minimize impacts on adjacent neighbours.

### **LANDSCAPING AND OUTDOOR AMENITY SPACE**

#### ***Intent:***

High quality landscape design can preserve neighbourhood character and greenspace, maximize privacy, provide permeability and improve liveability. Protection of mature trees is a key element in quality landscape design.

### ***Guidelines – Landscaping***

- i. Mature trees and significant vegetation shall be retained where possible.
- ii. Native, pollinator, and drought tolerant trees and plants suitable for the local climate are encouraged. Invasive species are prohibitive.
- iii. Privacy screening, including landscaping and/or fencing is encouraged along interior side and rear lot lines. Chain link fencing is prohibited.
- iv. Flanking yards on corner lots should be designed and treated as the main entrance to the garden suite. Landscaping between the street and outdoor space should be used to define the transition from public to private space.

### ***Guidelines – Outdoor Amenity Space for Tenants***

- i. A minimum of 15 m<sup>2</sup> of semi-private outdoor space should be clearly associated with the garden suite. This may be achieved through plantings, changes in surface materials and grade.
- ii. Hard-surfaced areas are supportable for outdoor amenity space provided that these areas are permeable surface treatment, decorative in nature, and not used as a parking space.

## **SUSTAINABILITY**

### ***Intent***

Design that improves the natural environment by promoting water and energy conservation, and rainwater and stormwater management best practices are encouraged.

### ***Guidelines***

- i. Consider rooftop energy initiatives to reduce stormwater runoff, improve water quality, reduce the urban heat island effect, conserve energy, and prolong the life of the roof membrane, and installations such as:
  - a. solar panels;
  - b. solar hot water heating; and
  - c. green roofs.
- ii. Integrate water conservation into building and landscape design. This may include capturing rainwater from a roof and maximizing permeable surfaces on site.
- iii. Consider stormwater management practices that mimic natural systems. The use of rain gardens, green roofs, bioswales, and landscaping can help to slow and clean rainwater, allowing it to slowly filter back to the natural water table.

## **PARKING AND ACCESS**

### ***Intent***

Sufficient and useable site parking is a requirement for garden suites. Driveway and parking space design should consider stormwater and rainwater management, protection of trees and impacts on adjacent properties.

## *Guidelines*

- i. Driveway and parking space design should maximize rainwater infiltration through the use of permeable surfaces such as unit paving blocks, permeable concrete and asphalt, or driveway planting strips.
- ii. Parking for the garden suite can be provided on a shared driveway with the principal building.
- iii. Screening through the use of landscaping, plantings and/or fences shall be used where driveway accesses and parking spaces are located along an interior side lot line.

## **WASTE AND COMPOST**

### *Intent*

Storage of municipal waste and compost containers should consider visual impacts, as well as issues for adjacent neighbours.

## *Guidelines*

- i. A space should be provided for garbage, recycling and compost containers for the garden suite. Containers must be animal proof and should be screened from view.

Where possible, containers should not be stored in rear or interior side yard setbacks.

## DEVELOPMENT PERMIT AREA: MIXED RESIDENTIAL

Areas shown as Mixed Residential on Schedule P of the OCP are designated Development Permit Areas as per the *Local Government Act* Section 919.1(1)(e), (f) and (g) for the establishment of objectives and the provision of guidelines for the form and character of multi-unit and small lot intensive residential development in the Town of View Royal.

### ***Justification***

Development of single detached dwellings on small lots, new duplexes, townhouses and low-rise apartments in new and established neighbourhoods provides a variety of housing types, styles and costs. This variety ensures people of different ages, income levels and stage of life can find homes in View Royal. Small lot infill and multi-unit housing also serves to:

- Transition between single detached housing and areas of higher density;
- Maintain character of existing neighbourhoods while accommodating population growth;
- Incrementally replace aging housing stock; and
- Efficiently use land in an unobtrusive manner.

### ***Objectives***

The objectives of requiring a Development Permit in the areas identified as Mixed Residential are to:

- Create opportunities for higher density housing;
- Ensure small lot single detached housing, duplexes, townhouses and low-rise apartments; complement existing residential areas in terms of building style, visual character and scale;
- Ensure small lot housing, duplexes, townhouses and low-rise apartments contribute to a walkable public realm; and
- Achieve a high standard of design.

### ***Exemptions***

In all areas designated Mixed Residential, the following development is exempt from obtaining a Development Permit:

- Internal alterations to a building.
- Subdivision of land where a rezoning application was not required.
- Building additions, external building or site alterations, not exceeding an estimated construction value of \$30,000 which are so similar in their effect on the form and character of development as to not warrant an application in the opinion of the Director of Development Services.

## **GUIDELINES – DESIGN CHARACTER**

- i. Residential buildings should address the public realm and contribute to a positive pedestrian-friendly streetscape.
- ii. The exterior design and finish of new developments should be compatible with, and complementary to, existing housing in the neighbourhood.
- iii. Buildings should express a unified architectural concept that expresses both variation and consistency;
- iv. Materials should be durable and of high quality, reflecting the natural surroundings of View Royal and a “West Coast” design character, and bring in elements of wood, stone and a natural colour palette. Natural materials are preferred.
- v. Building design should promote “eyes on the street” for natural surveillance of the public realm through the provision of entrances, windows, patios, balconies, porches and decks facing public streets and spaces.
- vi. Direct access to private outdoor space, some of it covered, should be provided for all units.
- vii. Ground floor units in townhouses and multi-unit buildings should have individual front doors that are directly accessible and visible from the street. Ground floor units may be raised up to 0.6 metres (two feet) above grade to provide privacy for dwelling units.
- viii. All facades of residential buildings should be well designed, with consistent use of materials, windows, articulation and roof treatments. On corners and at intersections, both public frontages should present a consistent and visually appealing design.
- ix. Residential entrances should be visible from the street and emphasized with architectural detailing, glazing, colour or other defining features. Weather protection should be incorporated into the entrances of multi-unit buildings.
- x. Garage doors should not dominate the front elevation.



*Front porches provide “eyes on the street”.*

## **GUIDELINES – PUBLIC AND PEDESTRIAN REALM**

The design of public streets, sidewalks and private open spaces should be accessible, safe, comfortable and attractive to pedestrians, cyclists and residents alike, according to the following guidelines:

- Streetscape design should incorporate treatments that enhance the pedestrian experience and create a sense of local identity;

- Streetscape should incorporate a continuous planting of irrigated deciduous street trees on both sides of the street where possible;
- Where possible, corner and bus bulges should be incorporated into the streetscape design to enhance pedestrian crossings and provide space for landscaping and seating;
- Site and building design should incorporate the basic principles of Crime Prevention Through Environmental Design (CPTED).

#### **GUIDELINES – SITING, HEIGHT AND MASSING**

- i. Site design should respond to the topography and specific conditions of the site, and retain/work with existing grades and natural features such as rock outcroppings, mature trees and sensitive ecosystems such as Garry Oak meadow, riparian areas and shorelines.
- ii. Residential development should be oriented towards the street, except where natural features (slopes, rocks, vegetation) prevent this configuration.
- iii. Massing and siting of infill housing shall respect established neighbourhood patterns, including setbacks.
- iv. Create visual interest by providing variations in height, rooflines, massing.
- v. Attempt to maintain important public views to natural areas and scenic vistas through careful siting, building design and landscaping.
- vi. Building siting and placement of balconies, decks and windows should limit overlook and shadowing impacts on neighbours.
- vii. Buildings over two-storeys should utilize setbacks and/or terracing above the second level to reduce massing impacts on the street and surrounding neighbours, preserve view corridors and provide visual interest.

#### **GUIDELINES – LANDSCAPING**

- i. Retain mature trees and, wherever possible, established vegetation, especially around natural features (e.g. creeks, ponds, slopes and rocky outcroppings) for visual interest and to limit disruption of natural systems.
- ii. Utilize native species wherever possible in site landscaping. Invasive or nuisance species (e.g. English Ivy, Broom) should not be used. Plants should be chosen for seasonal interest and compatibility with the local climate. Large expanses of lawn are not encouraged.
- iii. Space for private or communal gardening and the use of native plants, edible plants, berry bushes and fruit trees in landscaping is encouraged.
- iv. Use a combination of soft and hard landscape elements to create functional and visually appealing private and semi-private outdoor space.

- v. Define the transition from public to private space with hard and/or soft landscape elements such as low hedging, low solid or a combination of permeable/transparent fencing (such as wrought iron above a solid base).
- vi. Landscaping of townhouse and apartment developments should contribute to a pedestrian-friendly streetscape, by providing street trees and other plantings to soften building edges, provide visual interest and establish a sense of pedestrian enclosure.
- vii. Low-rise apartment should consider the inclusion of common gathering areas with age-appropriate features, and sited in such a way as to maximize exposure to sunlight.
- viii. Landscape design strategies should be incorporated that minimize stormwater runoff, and promotes the natural infiltration and cleaning of runoff.
- ix. Landscaping should incorporate an automatic irrigation system.
- x. All landscaping work and plant material shall conform to the most recent edition of the British Columbia Landscape Standard published by the British Columbia Society of Landscape Architects.

#### **GUIDELINES – PARKING, ACCESS AND CIRCULATION**

- i. Residential parking for townhouse and low-rise apartments should be located underground wherever possible. Residential surface parking shall be limited to detached and semi-detached dwellings.
- ii. Residential surface parking should incorporate permeable features such as pavers, pervious asphalt or concrete or reinforced paving/grass to increase permeability. Gravel driveways or parking areas are not permitted.
- iii. The visual appeal surface parking areas should be enhanced with landscaping, screening and decorative materials.
- iv. Shared driveways are encouraged, where appropriate, to reduce impervious surfaces, preserve existing vegetation, provide larger areas for landscaping and limit the number of driveways crossing public sidewalks.
- v. Access to small lot residential lots should be through the lane, where a lane exists.
- vi. Driveways, pathways and entrances on low-rise apartment sites should be accessible to all residents and visitors.
- vii. Sidewalks should be provided on public streets.
- viii. In apartment developments, sheltered bicycle parking for visitors should be provided at an accessible location near the primary entrance and located so as to ensure passive surveillance.

- ix. Locate and screen off-site parking areas, garbage and recycling storage, vents, meters and transformers so as to minimize their visual impact on the public realm and neighbouring properties.

#### **GUIDELINES – LIGHTING**

- i. Building and site lighting should be sufficient to ensure pedestrian and motorist safety.
- ii. Outdoor lighting should be regulated to control the quantity, quality and direction of night lighting. Lighting fixtures that are “dark skies” friendly to limit light pollution at night are encouraged.
- iii. Where pole-mounted lighting is necessary, light standard luminaries shall be no more than 40,000 lumens and mounted on poles no more than 5 metres high.
- iv. Light fixtures should be consistent with the general design character of the building.

#### **GUIDELINES – SAFETY**

- i. All developments should be designed for safety and security by incorporating Crime Prevention Through Environmental Design principles and guidelines with particular attention to passive surveillance, good site lines, appropriate lighting, clear definition of private, semi-private and public space, and appropriate access control measures.

#### **GUIDELINES – OTHER**

- i. Implementation of “adaptable design standards” in residential development is encouraged to accommodate individuals with mobility challenges, and to facilitate “aging in place”.
- ii. Incorporation of Green Building strategies such as Leadership in Energy and Environmental Design (LEED®) or Built Green standards in the design and construction all buildings is highly encouraged.
- iii. Incorporation of resource and energy efficiency into the siting, design, construction and maintenance of buildings and structures is highly encouraged.
- iv. Where used, all signage should be architecturally compatible with the style, composition, materials, colours and details of the buildings, with no internal illumination, and method of installation hidden.

#### ***Variances***

- i. Variances to building setbacks, building height, off site works, parking and landscaped requirements may be considered where it can be shown that the variance does not impact substantial compliance with the intent of the guidelines.

## DEVELOPMENT PERMIT AREA: NEIGHBOURHOOD MIXED USE

Areas marked Neighbourhood Mixed Use or Neighbourhood Centre on Schedule P of the OCP are designated Development Permit Areas as per the *Local Government Act* Section 919.1(1) (f) and (g) for the establishment of objectives and the provision of guidelines for the form and character of multi-unit residential and commercial development in the Town of View Royal.

### ***Justification***

Neighbourhood mixed use areas will provide a central focus for neighbourhoods in View Royal. Offering a mix of residential accommodations and neighbourhood-serving commercial services, these areas will become compact, walkable and cycling –friendly local activity hubs.

### ***Objectives***

The objectives of requiring a Development Permit in the areas identified as Neighbourhood Mixed Use or Neighbourhood Centre are to:

- Facilitate the orderly development of Neighbourhood Mixed Use areas and Neighbourhood Centre areas and encourage compatibility in the scale and design character of buildings;
- Establish distinct neighbourhood centres offering a mix of retail services, employment opportunities, and a variety of housing types;
- Ensure neighbourhood centres are pedestrian-oriented and cyclist-friendly; and
- Achieve a high standard of design.

### ***Exemptions***

In all areas designated Neighbourhood Mixed Residential Use or Neighbourhood Centre, the following development is exempt from obtaining a Development Permit:

- Subdivision of land where a rezoning was not required.
- Internal alterations to a building.
- Building additions, external building or site alterations, not exceeding an estimated construction value of \$30,000 which are so similar in their effect on the form and character of development as to not warrant an application in the opinion of the Director of Development Services.

### **GUIDELINES – DESIGN CHARACTER, ALL DEVELOPMENTS**

- i. Buildings should address the public realm and contribute to a safe and comfortable pedestrian-friendly streetscape.
- ii. Materials should be of durable, high quality material and should reflect the natural surroundings of View Royal and a “West Coast” design character; bringing in elements of wood, stone and a natural colour palette. Natural materials are preferred.

- iii. Building design should promote “eyes on the street” for natural surveillance of the public realm through the provision of entrances, windows, patios, porches and decks facing public streets and spaces.
- iv. Main entrances should be clearly identified in the streetscape. Entrances may be emphasized with lighting, architectural detailing, colour, special paving, landscaping or other defining features. Weather protection should be incorporated into the entrances of multi-unit buildings.
- v. Long blank walls should be avoided. Public frontages should present a consistent and visually appealing design through use of materials, windows, articulation and roof treatments.
- vi. Unsightly roof elements, including mechanical equipment and vents, should be enclosed by roof parapets or other forms of solid screening.
- vii. Signage should be consistent with the overall design of buildings and should be oriented to pedestrians and cyclists, rather than motorists.
- viii. Design details such as street lighting standards and street furniture should be of a consistent design and contribute to an attractive streetscape.
- ix. Containers for garbage and recycling should be stored in a safe and convenient location and screened from view.

#### **GUIDELINES – DESIGN CHARACTER, COMMERCIAL/RESIDENTIAL MIXED-USE**

- i. Incorporate weather protection along public sidewalks with awnings, canopies or other features.
- ii. Developments should include areas for outdoor seating.
- iii. Small, distinctive commercial units are preferred to long, uninterrupted commercial façades.
- iv. Provide distinction between ground floor commercial and upper levels of residential development through variation in materials, massing, architectural detailing or other elements.



*Awnings provide weather protection for sidewalks.*

#### **GUIDELINES – DESIGN CHARACTER, RESIDENTIAL**

- i. Ground floor units in townhouses and low-rise apartments should have individual front doors that are directly accessible and visible from the street. Ground floor units may be raised up to 0.6 metres (two feet) above grade to provide privacy for dwelling units.

- ii. Direct access to private outdoor space, some of it covered, should be provided to as many units as possible.

#### **GUIDELINES – SITING, HEIGHT AND MASSING, ALL DEVELOPMENTS**

- i. New developments should respect the scale and general development pattern of the adjacent use.
- ii. Create visual interest by providing variations in height, rooflines and massing.
- iii. Buildings over two-storeys should utilize setbacks and/or terracing above the second level to reduce massing impacts on the street and surrounding neighbours, preserve view corridors and provide visual interest.
- iv. Residential units and balconies should not protrude further than the commercial façade below.
- v. Buildings should be located to maximize sunlight exposure to residential units, balconies and on-site common areas or outdoor seating areas.
- vi. Building siting and placement of balconies, decks and windows should limit overlook and shadowing impact on neighbours.

#### **GUIDELINES – SITING, HEIGHT AND MASSING, COMMERCIAL AND RESIDENTIAL MIXED USE**

- i. Buildings should be clustered on key roads and intersections to create a hub of residential density and services that is pedestrian-oriented and in keeping with the scale of the neighbourhood.
- ii. Buildings should be built to the front property line, articulated with generous areas of clear glass windows and doorway entrances set back into retail units.

#### **GUIDELINES – LANDSCAPING, ALL DEVELOPMENTS**

- i. Retain mature trees, vegetation and natural features wherever possible.
- ii. Landscaping should contribute to a pedestrian-friendly streetscape and may include street trees, planters, decorative paving, seating, and use of other materials or furniture to add interest and define the pedestrian realm.
- iii. Utilize native species wherever possible in site landscaping. Plants should be chosen for seasonal interest and compatibility with the local climate.
- iv. Drought-tolerant plant species are encouraged.
- v. Landscaping should incorporate an automatic irrigation system.
- vi. A combination of hard and soft landscaping elements should be used to define the transition between public and private space.

- vii. Parking areas visible from streets and adjacent residential buildings should be screened with substantial landscaping. Surface parking areas should incorporate trees in planting islands to increase permeability, provide shade and improve the visual appearance of parking areas.
- viii. Landscape design strategies should be incorporated that minimize stormwater runoff, and promotes the natural infiltration and cleaning of runoff.
- ix. All landscaping work and plant material shall conform to the most recent edition of the British Columbia Landscape Standard published by the British Columbia Society of Landscape Architects.

#### **GUIDELINES – PARKING, ACCESS AND CIRCULATION, ALL DEVELOPMENTS**

- i. Provide strong and safe linkages to surrounding parks, trails, schools and other neighbourhood destinations.
- ii. Pedestrian and cycling access routes should be designed to provide easy and convenient access to transit services, cycling routes, trails and sidewalks.
- iii. Sidewalks should be provided on public streets.
- iv. Access and circulation should be safe and convenient for pedestrians and vehicles.
- v. Parking should be accommodated underground wherever possible.
- vi. Surface parking should be limited to short term commercial or residential visitor parking and should be suitably landscaped to screen parking areas from public roads and pedestrian routes.
- vii. Sheltered bicycle parking for visitors should be provided at an accessible location near the primary entrance and located so as to ensure passive surveillance.

#### **GUIDELINES – PARKING, ACCESS AND CIRCULATION, COMMERCIAL AND RESIDENTIAL/COMMERCIAL MIXED-USE**

- i. If not accommodated underground, commercial parking should be located behind buildings, wherever possible.
- ii. Servicing and loading areas should be located in a manner that does not negatively impact the pedestrian realm.

#### **GUIDELINES – LIGHTING, ALL DEVELOPMENTS**

- i. Building and site lighting should be sufficient to ensure pedestrian and vehicle safety.
- ii. Outdoor lighting should be regulated to control the quantity, quality and direction of night lighting. Lighting fixtures that are “dark skies” friendly to limit light pollution at night are encouraged.
- iii. Light fixtures should be consistent with the general design character of the building.

- iv. Street lighting standards should be pedestrian scale, while providing sufficient light for automobile traffic.
- v. Street light standards should be consistent with street furniture and garbage/recycling receptacles.
- vi. Outdoor electrical outlets should be provided at regular intervals to facilitate the installation of seasonal/decorative outdoor lighting.
- vii. Where pole mounted lighting is necessary, light standard luminaries should be no more than 40,000 lumens and mounted on poles no more than 5 metres high.

#### **GUIDELINES – SAFETY**

- i. All developments should be designed for safety and security by incorporating Crime Prevention Through Environmental Design principles and guidelines with particular attention to passive surveillance, good site lines, appropriate lighting, clear definition of private, semi-private and public space, and appropriate access control measures.

#### **GUIDELINES – OTHER**

- i. Implementation of “adaptable design standards” in residential development is encouraged to accommodate individuals with mobility challenges, and to facilitate “aging in place”.
- ii. Incorporation of Green Building strategies such as Leadership in Energy and Environmental Design (LEED®) and Built Green standards in the design and construction all buildings is highly encouraged.
- iii. Incorporation of resource and energy efficiency into the siting, design, construction and maintenance of buildings and structures is highly encouraged.

#### ***Variances***

- i. Variances to building setbacks, building height, parking and landscape requirements may be considered where it can be shown that the variance does not impact substantial compliance with the intent of the guidelines.
- ii. Variances for parking standards may be considered where the request for such variances are supported by a satisfactory study prepared for the Town of View Royal by a qualified professional.”

## DEVELOPMENT PERMIT AREA: INTENSIVE MIXED-USE

Areas shown as Intensive Mixed-Use on Schedule P of the OCP are designated Development Permit Areas as per the *Local Government Act* Section 919.1(1) (d) and (f) for the establishment of objectives and the provision of guidelines for the form and character of multi-unit residential and commercial development in the Town of View Royal.

### ***Justification***

The Intensive Mixed Use designation includes provision for commercial with townhouses and low-rise apartments and will be found in three key locations around View Royal. The Intensive Mixed-Use areas will provide a mix of residential, commercial services and public amenities in a compact manner.

Detailed Design Guidelines should be developed for individual sites within the areas designated Intensive Mixed Use on Schedule L of this OCP, including the area identified as "Fort Victoria" on Schedule K: Community Development Framework.

### ***Objectives***

The objectives of requiring a Development Permit in the areas identified as Intensive Mixed-Use are to:

- Facilitate the orderly development of Intensive Mixed-Use areas and encourage consistency in the scale and design character.
- Promote development that concentrates residential density and commercial activity into an attractive, pedestrian oriented environment.
- Achieve a high standard of design.

### ***Exemptions***

In all areas designated Intensive Mixed-Use, the following development is exempt from obtaining a Development Permit:

- Internal alterations to a building.
- Building additions, external building or site alterations, not exceeding an estimated construction value of \$30,000 which are so similar in their effect on the form and character of development as to not warrant an application in the opinion of the Director of Development Services.

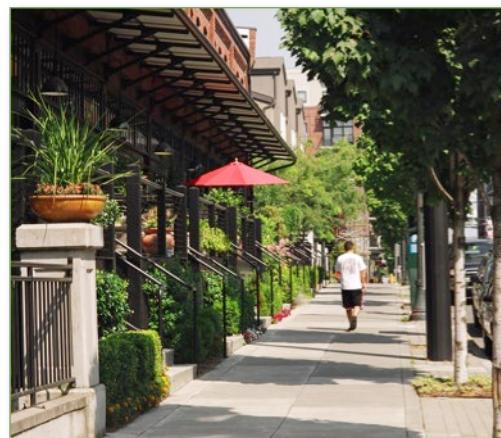
### **GUIDELINES – DESIGN CHARACTER, ALL DEVELOPMENTS**

- i. Buildings should address the public realm and contribute to a safe and comfortable pedestrian-friendly streetscape.
- ii. Materials should be durable, high quality and should reflect the natural surroundings of View Royal and a "West Coast" design character; bringing in elements of wood, stone and a natural colour palette. Natural materials are preferred.

- iii. Building design should promote “eyes on the street” for natural surveillance of the public realm through the provision of entrances, windows, patios, porches and decks facing public streets and spaces.
- iv. Main entrances should be clearly visible to vehicles and pedestrians. Entrances may be emphasized with lighting, architectural detailing, colour, special paving, landscaping or other defining features. Weather protection should be incorporated into the entrances of multi-unit buildings.
- v. Long blank walls should be avoided. All visible frontages should present a consistent and visually appealing design through use of materials, fenestration, articulation, roof treatments and landscaping.
- vi. Unsightly roof elements, including mechanical equipment and vents, should be enclosed by roof parapets or other forms of solid screening.
- vii. Signage should be consistent with the overall design of buildings and should be oriented to pedestrians and cyclists, rather than motorists.
- viii. Design details such as street lighting standards and street furniture should be of a consistent design and contribute to an attractive streetscape.
- ix. Containers for garbage and recycling should be stored in a safe and convenient location and screened from view.

#### **GUIDELINES – DESIGN CHARACTER, ALL DEVELOPMENTS**

- i. Commercial/Residential mixed-use buildings should be clustered on key roads and intersections to create a hub of residential density and services that is pedestrian-oriented and neighbourhood scale.
- ii. Incorporate weather protection along public sidewalks with awnings, canopies or other features.
- iii. Small, distinctive commercial units are preferred to long, uninterrupted commercial façades.
- iv. Provide distinction between ground floor commercial and upper levels of residential development through variation in materials, massing, architectural detailing or other elements.
- v. Developments are encouraged to provide outdoor plazas and open spaces to serve as gathering places for residents, visitors and employees. Plazas and open spaces should include various opportunities for seating and



*Townhouses with individual front doors raised above grade offer privacy.*

incorporate substantial hard and soft landscaping. Additional elements such as pergolas, trellises, public art and water features are encouraged.

- vi. In addition to outdoor plazas and open spaces, there should be one primary gathering place in each individual Intensive Mixed-Use area.

#### **GUIDELINES – DESIGN CHARACTER, RESIDENTIAL**

- i. Ground floor units in townhouses and low-rise apartments should have individual front doors that are directly accessible and visible from the street. Ground floor units may be raised up to 0.6 metres (two feet) above grade to provide privacy for dwelling units.
- ii. Residential units should be oriented to overlook adjacent parks, plazas and other public open spaces.
- iii. Direct access to private outdoor space, some of covered, should be provided to as many units as possible.

#### **GUIDELINES – SITING, HEIGHT AND MASSING, ALL DEVELOPMENTS**

- i. New developments should respect the scale and general development pattern of adjacent land uses.
- ii. Create visual interest by providing variations in height, rooflines and massing.
- iii. Buildings should be located to maximize sunlight exposure to residential units, balconies and on-site common areas or outdoor seating areas.
- iv. Use terraced designs to preserve public views, where they exist.

#### **GUIDELINES – SITING, HEIGHT AND MASSING, COMMERCIAL/RESIDENTIAL MIXED-USE**

- i. Commercial units should be built to the front property line, articulated with generous areas of clear glass windows and doorway entrances set back into retail units.
- ii. Residential units and balconies should not protrude further than the commercial façade below.

#### **GUIDELINES – LANDSCAPING, ALL DEVELOPMENTS**

- i. Retain mature trees, vegetation and natural features wherever possible.
- ii. Landscaping should contribute to a pedestrian-friendly streetscape and may include street trees, planters, decorative paving, seating, and use of other materials or furniture to add interest and define the pedestrian realm.
- iii. Utilize native species wherever possible in site landscaping. Plants should be chosen for seasonal interest and compatibility with the local climate.
- iv. Drought-tolerant plant species are encouraged.
- v. Landscaping should incorporate an automatic irrigation system.

- vi. A combination of hard and soft landscaping elements should be used to define the transition between public and private space.
- vii. Parking areas visible from streets and adjacent residential buildings should be screened with substantial landscaping. Surface parking areas should incorporate trees in planting islands to increase permeability and provide shade.
- viii. Landscape design strategies should be incorporated that minimize stormwater runoff, and promotes the natural infiltration and cleaning of runoff.
- ix. All landscaping work and plant material shall conform to the most recent edition of the British Columbia Landscape Standard published by the British Columbia Society of Landscape Architects.

#### **GUIDELINES – PARKING, ACCESS AND CIRCULATION, ALL DEVELOPMENTS**

- i. Provide strong and safe linkages to surrounding parks, trails, schools and other neighbourhood destinations.
- ii. Pedestrian and cycling access routes should be designed to provide easy and convenient access to transit services, cycling routes, trails and sidewalks.
- iii. Sidewalks should be provided on public streets.
- iv. Access and circulation should be safe and convenient for pedestrians, cyclists, people with reduced mobility and vehicles.
- v. Parking should be accommodated underground wherever possible.
- vi. On-site surface parking should be limited to short term commercial or residential visitor parking and should be suitably landscaped to screen parking areas from public roads and pedestrian routes.
- vii. On-site surface parking should incorporate permeable features such as pavers, pervious asphalt or pervious concrete to increase permeability and natural infiltration.
- viii. Traffic calming measures, such as curb bump-outs, landscaped boulevards, street trees, street parking and raised or textured pedestrian crossings should be incorporated into internal circulation systems.
- ix. Sheltered bicycle parking for visitors should be provided at an accessible location near the primary entrance and located so as to ensure passive surveillance.



*Traffic calming measures.*

## **GUIDELINES – PARKING, ACCESS AND CIRCULATION, COMMERCIAL/RESIDENTIAL MIXED-USE**

- i. If not accommodated underground, commercial parking should be located behind buildings, wherever possible.
- ii. Servicing and loading areas should be located in a manner that does not negatively impact the pedestrian realm.

## **GUIDELINES – LIGHTING, ALL DEVELOPMENTS**

- i. Building and site lighting should be sufficient to ensure pedestrian and vehicle safety.
- ii. Outdoor lighting should be regulated to control the quantity, quality and direction of night lighting. Lighting fixtures that are “dark skies” friendly to limit light pollution at night are encouraged.
- iii. Lighting fixtures should be consistent with the general design character of the building.
- iv. Street lighting standards should be pedestrian scale, while providing sufficient light for automobile traffic.
- v. Street lighting standards should be consistent with street furniture and garbage/recycling containers.
- viii. Outdoor electrical outlets should be provided at regular intervals to facilitate the installation of seasonal/decorative outdoor lighting.
- ix. Where pole mounted lighting is necessary, light standard luminaries should be no more than 40,000 lumens and mounted on poles no more than 5 metres high.

## **GUIDELINES – SAFETY**

- i. All developments should be designed for safety and security by incorporating Crime Prevention Through Environmental Design principles and guidelines with particular attention to passive surveillance, good site lines, appropriate lighting, clear definition of private, semi-private and public space, and appropriate access control measures.

## **GUIDELINES – OTHER**

- i. Implementation of “adaptable design standards” in residential development is encouraged to accommodate individuals who are physically-challenged and to facilitate “aging in place”.
- ii. Incorporation of Green Building strategies such as Leadership in Energy and Environmental Design (LEED®) and Built Green standards in the design and construction all buildings is highly encouraged.
- iii. Incorporation of resource and energy efficiency into the siting, design, construction and maintenance of buildings and structures is highly encouraged.

## DEVELOPMENT PERMIT AREA: COMMERCIAL

Areas shown as Commercial on Schedule P of the OCP are designated Development Permit Areas as per the *Local Government Act* Section 919.1(1) (d) and (f) for the establishment of objectives and the provision of guidelines for the form and character of commercial development including: retail; office; technology; and service commercial in the Town of View Royal.

### **Justification**

Commercial development includes retail, office, technology and service commercial. These uses provide services and employment opportunities for View Royal residents and contribute to a sustainable local economy. Much of View Royal's commercial development is located in key gateway locations and should have a distinct and consistent character.

### **Objectives**

The objectives of requiring a Development Permit in the areas identified as Commercial are to:

- Facilitate the orderly development of commercial areas and encourage consistency in the scale and design character.
- Ensure development is pedestrian-oriented.
- Promote the revitalization of key commercial gateways in View Royal.
- Achieve a high standard of design.

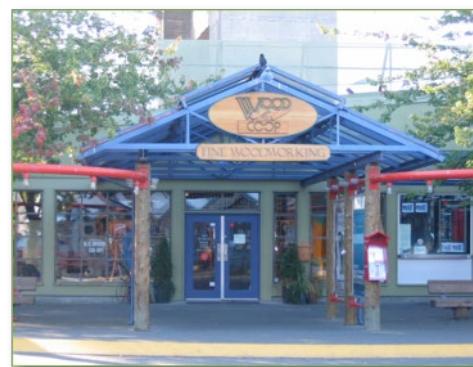
### **Exemptions**

In all areas designated Commercial the following development is exempt from obtaining a Development Permit:

- A proposed development is limited to subdivision.
- Internal alterations to a building.
- Building additions, external building or site alterations, not exceeding an estimated construction value of \$30,000, which are so similar in their effect on the form and character of development as to not warrant an application in the opinion of the Director of Development Services.

### **GUIDELINES – DESIGN CHARACTER**

- i. Buildings should address the public realm and contribute to a safe and comfortable pedestrian-friendly streetscape.
- ii. Materials should be durable, high quality and should reflect the natural surroundings of View Royal and a "West Coast" design character;



*Emphasized entrance.*

bringing in elements of wood, stone and a natural colour palette. Natural materials are preferred.

- iii. Main entrances should be clearly visible from streets and internal vehicle and pedestrian circulation routes. Entrances may be emphasized with lighting, architectural detailing, colour, special paving, landscaping or other defining features. Weather protection should be provided at entrances.
- iv. Long blank walls should be avoided. Public frontages should present a consistent and visually appealing design through use of materials, windows, articulation and roof treatments.
- v. Unsightly roof elements, including mechanical equipment and vents, should be enclosed by roof parapets or other forms of solid screening.
- vi. Signage should be consistent with the overall design of the building.
- vii. Design details such as street light standards and street furniture should be of a consistent design and contribute to an attractive streetscape.
- viii. Containers for garbage and recycling should be stored in a safe and convenient location and screened from view.
- ix. Commercial units should incorporate substantial amounts of glazing along pedestrian routes.
- x. Developments are encouraged to provide outdoor plazas to serve as gathering places for employees and patrons. Plazas should include various opportunities for seating and incorporate substantial landscaping. Additional elements such as pergolas, trellises, public art and water features are encouraged.
- xi. Identify appropriate areas for gateway features and provide features that express the natural, heritage, cultural or economic identity of View Royal.

#### **GUIDELINES – SITING, HEIGHT AND MASSING**

- i. Buildings should be positioned to frame public streets and internal circulation routes.
- ii. New developments should respect the scale and general development pattern of adjacent land uses.
- iii. Create visual interest by providing variations in height, rooflines and massing.
- iv. Buildings should be oriented to maximize sunlight exposure on pedestrian routes and public plazas.

## GUIDELINES – LANDSCAPING

- i. Retain mature trees, vegetation and natural features wherever possible.
- ii. Landscaping should contribute to a pedestrian-friendly streetscape and may include street trees, planters, decorative paving, seating, and use of other materials or furniture to add interest and define the pedestrian realm.
- iii. Utilize native species wherever possible in site landscaping. Plants should be chosen for seasonal interest and compatibility with the local climate.
- iv. Drought-tolerant plant species are encouraged.
- v. Landscaping should incorporate an automatic irrigation system.
- vi. Tree species of sufficient height and canopy spread should be used to provide shade and improve the visual appearance of parking areas.
- vii. Buffers between commercial and residential uses
- viii. Landscape design strategies should be incorporated that minimize stormwater runoff, and promotes the natural infiltration and cleaning of runoff
- ix. All landscaping work and plant material shall conform to the most recent edition of the British Columbia Landscape Standard published by the British Columbia Society of Landscape Architects.



*Pedestrian-friendly streetscape.*

## GUIDELINES – PARKING, ACCESS AND CIRCULATION

- i. Provide strong and safe linkages to surrounding parks, trails, schools and other local destinations.
- ii. Pedestrian and cycling access routes should be designed to provide easy and convenient access to transit services, cycling routes, trails and sidewalks.
- iii. Access and circulation should be safe and convenient for pedestrians, cyclists, people with reduced mobility and vehicles.
- iv. Provide safe and direct pedestrian access from parking areas to building entrances.
- v. Pedestrian routes and crossing areas should be defined with textured paving materials, patterns and/or colour.
- vi. Parking should be located underground, wherever possible.
- vii. Surface parking areas should be located behind buildings or in internal parking courts, and should incorporate substantial landscaping and trees in planting islands to increase permeability, provide shade and improve the visual appearance of parking areas.

- viii. On-site surface parking should incorporate permeable features such as pavers, pervious asphalt or pervious concrete to increase permeability and natural infiltration.
- ix. Servicing and loading areas should be located in a manner that does not negatively impact the pedestrian realm.
- x. Sheltered bicycle parking for visitors should be provided at an accessible location near the primary entrance and located so as to ensure passive surveillance.

#### **GUIDELINES – LIGHTING**

- i. Building and site lighting should be sufficient to ensure pedestrian and vehicle safety.
- ii. Outdoor lighting should be regulated to control the quantity, quality and direction of night lighting. Lighting fixtures that are “dark skies” friendly to limit light pollution at night are encouraged.
- iii. On-site lighting standards should be pedestrian scale, while providing sufficient light for automobile traffic.
- iv. Lighting standards should be consistent with street furniture and garbage/recycling containers.
- v. Outdoor electrical outlets should be provided at regular intervals to facilitate the installation of seasonal/decorative outdoor lighting.
- vi. Where pole mounted lighting is necessary, light standard luminaries should be no more than 40,000 lumens and mounted on poles no more than 5 metres high.

#### **GUIDELINES – SAFETY**

- i. All developments should be designed for safety and security by incorporating Crime Prevention Through Environmental Design principles and guidelines with particular attention to passive surveillance, good site lines, appropriate lighting, clear definition of private, semi-private and public space, and appropriate access control measures.

#### **GUIDELINES – OTHER**

- i. Incorporation of Green Building strategies such as Leadership in Energy and Environmental Design (LEED®) and Built Green standards in the design and construction all buildings is highly encouraged.
- ii. Incorporation of resource and energy efficiency into the siting, design, construction and maintenance of buildings and structures is highly encouraged.

#### ***Variances***

- i. Variances to building setbacks, building height, parking and landscape requirements may be considered where it can be shown that the variance does not impact substantial compliance with the intent of the guidelines.

- ii. Variances for parking standards may be considered where the request for such variances are supported by a satisfactory study prepared for the Town of View Royal by a qualified professional.



# Environmental Protection & Natural Hazard Development Permit Areas

This section of the OCP discusses the environmental protection areas in the Town of View Royal. All areas identified on Schedule N as being environmentally sensitive are hereby designated as Development Permit Areas, and as Development Approval Information Areas, for the purpose of protecting the natural environment, its ecosystems and biological diversity from development.

## DEVELOPMENT PERMIT AREA:

### NATURAL WATERCOURSE AND SHORELINE AREAS

Areas outlined in blue on Schedule Q: Environmental Protection and Natural Hazard Development Permit Areas are designated as Development Permit Areas as per the *Local Government Act* Section 919.1(1) (a) for the establishment of objectives and the provision of guidelines for the purpose of protecting the natural environment, its ecosystems and biological diversity from development and section 919.1(1) (b) for the protection from hazardous conditions development on steep slopes or flood prone areas. The Development Permit Area includes all land within 30 metres of the natural boundary of streams and similar watercourses or within 30 metres of the top of bank of a ravine containing a watercourse, in each case as defined in the Riparian Areas Regulation, and all those upland and foreshore areas above and below and within 15 metres of the natural boundary of the sea, and Schedule Q shall be interpreted in that manner.

Natural watercourses and shoreline areas include Esquimalt Harbour, Portage Inlet, Craigflower Creek and Millstream Creek.

Riparian areas and shorelines are important for their ecological value and contribution to the physical and cultural identity of View Royal. These areas support a rich diversity of flora and fauna and are integral elements of greater local and regional environmental systems. Unnecessarily disturbing these sensitive environments may harm their vitality and the ecological services they provide. This Development Permit Area has been established to ensure that the ecological value of sensitive watercourse and shoreline areas have been considered prior to development, and that measures will be taken to limit or avoid damage to these ecosystems. To the fullest extent possible all shorelines and riparian zones should be kept in a natural state and restored if they have been disturbed by development intrusions or public activity.

Owners of land within this Development Permit Area must not do any of the following without first obtaining a development Permit in accordance with the guidelines for this Development Permit Area:

- Alter lands, including soil disturbing activities and removing or altering vegetation;
- Subdivide lands; or
- Construct or alter a building or structure.

## **Objectives**

The objectives of requiring a Development Permit in the areas identified as Natural Watercourse and Shoreline Areas are to:

- Plan and regulate new development in a manner that preserves and protects the physical and ecological integrity of shorelines and watercourses.
- Protect endangered species and ecosystems.
- Guard against erosion and avoid damage to public property.
- Ensure public safety.
- Balance development opportunities with ecological conservation.
- To ensure compliance with the Riparian Area Regulations.
- To foster Development that follows recognized best management practices (BMPs) such as outlined in the B.C. Ministry of Environment's *Develop with Care* manual and related publications.

## **Exemptions**

The following do not require a development permit:

- Repair, maintenance, alteration or reconstruction of existing legally or legally non-conforming sited buildings, structures or utilities provided there is no alteration of undisturbed land or vegetation.
- Emergency repairs to existing structures and public walkways where a potential safety hazard exists.
- Removal of trees deemed to be hazardous by a qualified arborist that threaten the immediate safety of life and buildings.
- Removal of hazardous trees with a valid Tree Alteration and Cutting Permit.
- Small-scale removal by hand ( $10m^2$  or less) of invasive species or noxious weeds.
- Larger-scale removal of invasive species or noxious weeds in accordance with a vegetation management plan prepared by a Registered Professional Biologist or other qualified professional.
- Within an existing landscaped area that is outside of a Streamside Protection and Enhancement Area, the placement of impermanent structures, such as benches, tables and garden ornaments and the gardening and yard maintenance activities, such as lawn mowing, tree and shrub pruning, vegetation planning and minor soil disturbances that do not alter the contours of the land.

- The construction of a small accessory building, such as a pump house, gazebo, garden shed or playhouse, if all the following apply:
  - The building is located within an existing landscaped area;
  - No native trees are removed;
  - The building is located outside of a Streamside Protection and Enhancement Area, or a minimum of 10 metres from the high water mark of the ocean; and
  - The total area of small accessory buildings is less than 10m<sup>2</sup>.
- Municipal public works, undertaken or authorized by the Town of View Royal.
- Park and works services, undertaken or authorized by the Town of View Royal, the Province of BC or the Capital Regional District.
- Emergency actions required to prevent, control or reduce an immediate threat to human life, the natural environment or public or private property including:
  - Forest fire, flood, and erosion protection works;
  - Protection, repair or replacement of public utilities;
  - Clearing of an obstruction from a bridge, culvert, dock, wharf or stream;
  - Bridge repairs; and
  - Removal of hazardous trees.

#### **GUIDELINES – GENERAL**

- i. Development in freshwater riparian areas – e.g. adjacent to streams, lakes, wetlands and other freshwater watercourses – must comply with the requirements of the Riparian Area Regulations.
- ii. Development of riparian and shoreline areas should be limited and not negatively impact the ecological health of the immediate area or impede public access.
- iii. Retention of existing healthy riparian and shoreline vegetation should be maximized with any paths, structures or other constructed areas sited to minimize impact on trees and sensitive areas.
- iv. Restoration of riparian and shoreline vegetation and habitat, including removal of invasive species, is encouraged for all properties within this Development Permit Area. Development should result in a net increase in native vegetation in almost all circumstances including trees, shrubs and grasses.
- v. For shoreline areas heavily impacted by previous development, target the restoration of ecologically appropriate vegetation for an average 15m wide (minimum 5 m) shoreline zone over 50% of the shore length.
- vi. Riparian and shoreline area development should sensitively manage storm water, focusing on infiltration and release of storm water in ways and quantities that mimics natural patterns, avoids scouring and erosion and results in storm water free from pollutants.

- vii. Shoreline protection measures should be limited to those necessary to prevent damage to existing structures or established uses on adjacent upland.
- viii. In the design of new developments or re-development, the use of soft engineered and innovative alternatives to stabilizing shorelines and preventing erosion, such as bioengineering rather than traditional hard engineered measures should be used. In general, the harder the construction measure, the greater the impact on shoreline process, including sediment transport, geomorphology and biological functions. Hard" measures refer to those with solid, hard surfaces, such as concrete bulkheads, while "soft" structural measures rely on less rigid materials, such as biotechnical vegetation measures or beach enhancement. There is a range of measures varying from soft to hard that include:
  - Vegetation enhancement.
  - Upland drainage control.
  - Biotechnical measures.
  - Beach enhancement.
  - Anchor trees.
  - Gravel placement.
  - Rock (rip rap) revetments.
  - Gabions.
  - Concrete groins.
  - Retaining walls or bulkheads.
- v. Where hard measures can conclusively be shown to be the only means of effectively preventing erosion, they should be designed in consultation with a registered professional biologist, qualified environmental professionals and professional engineers, as appropriate.
- vi. The preservation and enhancement of native trees and shrub clusters that overhang the waters edge is strongly encouraged as these provide shade, protection and feeding habitat for fish and wildlife.
- vii. Any new public pathways or public access should be designed and constructed in consultation with a registered professional biologist or qualified environmental professional, as appropriate, and the Town of View Royal Parks Department.

#### **GUIDELINES – CONSTRUCTION OF NEW AND REPLACEMENT OF EXISTING DOCKS AND BOAT LAUNCH FACILITIES**

- i. Docks and wharves should ensure that public access along the shore is maintained, and should serve multiple users as much as possible rather than one dock per property.
- ii. Design, size and location of docks and wharves should not limit opportunities for water access for neighbouring private properties.
- iii. Private docks and wharves should be designed to provide access to the water and seasonal boating opportunities, rather than sized to facilitate year round moorage of boats.

- iv. Docks and wharves should be sited to avoid impacts on sensitive ecosystems such as eelgrass beds, fish habitat, and natural processes such as currents and littoral drift.
- v. Docks should be constructed in a manner that permits the free flow of water beneath. Supports should be located on a hard substrate.
- vi. Floating docks should not rest on the bottom at any time and a minimal, moveable ramp should be utilized to connect the dock with the shore rather than a fixed wharf or pier.
- vii. Piers and pilings and floating docks are preferred over solid-core piers.
- viii. Docks should be constructed of stable materials that will not degrade over time. The use of unenclosed plastic foam or the use of creosote treated pilings is strongly discouraged.

#### **GUIDELINES - SPECIFIC OCEAN SHORELINE TYPES**

*Rocky Shores* consist primarily of rock platform, and may include steep cliffs or shelves overlain with beach veneer of boulders, gravel or rubble. While shore protection measures are generally not required on rocky shores as the bedrock provides adequate protection from erosion the following guidelines apply:

- i. Ensure that a minimum 15-metre setback for new buildings and structures, additions to existing buildings and structures or the placement and removal of fill is maintained.
- ii. A setback of less than 15-metres may be considered if it is supported by a report by a qualified coastal professional (for geotechnical and coastal process considerations) and a registered professional biologist (for biological/environmental considerations) and satisfies all of the guidelines associated with this development permit area.
- iii. Due to the inherently stable nature of this type of shoreline, applications for shore protection measures will generally not be accepted unless evidence is provided by a qualified coastal professional that there is a substantial risk of damage or loss of structures.

*Beach Shores* may consist of broad silty/sandy beaches or gravelly/blocky rubble beaches or mixed rock with beach sediment, and may be classified as either a drift-sector or pocket beach. With this type of shoreline, the following guidelines apply:

- i. Ensure that a minimum 15-metre setback for new buildings and structures, additions to existing buildings and structures, or the placement and removal of fill is maintained.
- ii. Where shore protection measures are necessary, make use of "beach nourishment" designs, which add appropriately sized material to the upper beach, creating a natural beach slope and beach armour.
- iii. Use of seawalls and rip rap embankments are generally not acceptable except when no alternative shore protection design is possible.

*Marsh Shores* include both mudflat and delta areas, and are generally highly sensitive and productive natural areas. The intertidal (foreshore) zone in this area is typically dynamic,

changing in response to large stream flows and storm events. Though dynamic, the shore zone in these areas is generally accreting rather than eroding. It is important to allow sufficient space to allow these natural sediment processes to occur. With this type of shoreline, the following guidelines apply:

- i. Provide a property-specific assessment with respect to building setbacks and shore protection designs, as stream sediment processes are important and will vary from site to site.
- ii. Dredging or filling of marsh shore should not be permitted.
- iii. Use of marsh shore areas should be limited to park or conservation uses that do not require structural intrusions.
- iv. Where shore protection measures are necessary, make use of "beach nourishment" designs, which add appropriately sized material to the upper beach, creating a natural beach slope and beach armour.
- v. Sea walls and rip rap embankments should not be used to protect these shoreline areas.

#### **GUIDELINES FOR DEVELOPMENT APPLICATIONS**

- i. Development applications shall include an impact assessment report, following recognized best-management practices, prepared by a registered professional biologist with the following information:
  - Detailed identification of all environmentally sensitive areas within the site;
  - Criteria used to define the boundaries of ESAs;
  - Inventory of significant fish species, red and blue list species, sensitive ecosystems, wildlife trees and related habitat classification within the site;
  - Impact statement describing effects of the proposed development on natural conditions;
  - Recommendations for mitigating habitat degradation, including management of sedimentation and erosion, stabilization and re-vegetation of degraded or impacted areas, identification of areas that should remain free of development or be subject to special conditions, and recommendations as to any rearrangement of proposed development activities on the site that would be beneficial to the protection of ESAs Guidelines for mitigating habitat degradation, including limits of proposed leave strips and buffer zones.
  - Recommended development permit conditions under s. 920(7) of the Local Government Act, to be considered by the Town in issuing a development permit, including any recommendations regarding the timing and sequence of development activities and the monitoring of those activities by the professional biologist

- ii. In relation to watercourse areas, the impact assessment report shall be prepared by a qualified environmental professional in accordance with the assessment methods for riparian area assessments prescribed under the Riparian Areas Regulation and shall provide the information listed in the previous guideline.
- iii. Where development is within this Development Permit Area, design details of proposed mitigating measures are to be provided in an environmental management plan prepared by qualified project consultants with the assistance of a registered professional biologist. Minimizing sedimentation and erosion, stabilizing and re-vegetating impacted areas, and monitoring requirements must also be addressed in the management plan.
- iv. Where development is within this Development Permit Area, a storm water management plan must be prepared by a qualified engineer in consultation with a registered professional biologist.
- v. Where steep or unstable slopes exist or there is risk of flooding, a report from a geotechnical engineer must be provided.
- vi. Design details for all shoreline works must be submitted by qualified engineer.

## DEVELOPMENT PERMIT AREA: SENSITIVE TERRESTRIAL ECOSYSTEMS

Those lands, as shown on Schedule Q (3), are designated as a Development Permit Area for the protection of the natural environment and protection of development from hazardous conditions in accordance with the Section 919(1)(a) and (b) of the *Local Government Act*.

### ***Justification***

These areas of View Royal consist of both large areas and small pockets of high value ecosystems beyond the boundaries of the Natural Watercourse and Shoreline Development Permit Area. These sensitive terrestrial features include remnants of terrestrial herbaceous, Garry Oak woodland and older forest ecosystems as well as relatively mature second growth forest with important natural and wildlife habitat values. It is in these areas where examples of threatened and endangered species are mostly to be found in View Royal.

- The area adjacent to Mill Hill and Thetis Lake Regional Park is also a “wildland/urban interface” area and includes steep slopes, which results in greater hazards to development that must be understood and managed.

Owners of land within this Development Permit Area must not do any of the following without first obtaining a development Permit in accordance with the guidelines for this Development Permit Area:

- Alter lands, including soil disturbing activities and removing or altering vegetation;
- Subdivide lands; or
- Construct or alter a building or structure.

### ***Objectives***

The objectives of requiring a Development Permit in the areas identified as Sensitive Terrestrial Ecosystem Development Permit Area are to:

- Plan and regulate new development in a manner that preserves and protects the physical and ecological integrity of sensitive ecosystems.
- Protect endangered species and ecosystems.
- Cluster development away from the most sensitive ecological areas.
- Ensure public safety.
- Minimize the threat of wildland fires and damage to property and public injury as a result of wildland fires.
- Balance development opportunities with ecological conservation.
- To foster Development that follows recognized best management practices (BMPs) such as outlined in the B.C. Ministry of Environment’s *Develop with Care* manual and related publications.

## **Exemptions**

The following do not require a development permit:

- Repair, maintenance, alteration or reconstruction of existing legally or legally non-conforming sited buildings, structures or utilities provided there is no alteration of undisturbed land or vegetation.
- Development, upon submission to the Director of Development Services of a written statement from a professional biologist with relevant experience confirming the absence of a sensitive ecosystem within the area that would be affected by the proposed work.
- Emergency repairs to existing structures and public walkways where a potential safety hazard exists.
- Construction of a fence so long as no native trees are removed and the disturbance of native vegetation is restricted to 0.5 metres on either side of the fence.
- Removal of trees, deemed to be hazardous by a qualified arborist, that threaten the immediate safety of life and buildings.
- Removal of hazardous trees with a valid Tree Alteration and Cutting Permit.
- Repair and maintenance of existing roads, driveways, paths and trails, provided there is no expansion of the width or length of the road, driveway, path or trail, and no creation of additional impervious surfacing, including paving, asphalting or similar surfacing.
- Small-scale removal by hand (10m<sup>2</sup> or less) of invasive species or noxious weeds.
- Larger-scale removal of invasive species or noxious weeds in accordance with a vegetation management plan prepared by a registered professional biologist, with appropriate relevant experience.
- Gardening and yard maintenance activities within an existing landscaped area, such as lawn mowing, tree and shrub pruning, vegetation planting and minor soil disturbance that do not alter the general contours of the land.
- Forest harvesting and related activities that comply with the *Private Managed Forest Land Act* on properties assessed as Managed Forest under the *BC Assessment Act*.
- Within an existing landscaped area that is outside of a Streamside Protection and Enhancement Area, the placement of impermanent structures, such as benches, tables and garden ornaments and the gardening and yard maintenance activities, such as lawn mowing, tree and shrub pruning, vegetation planning and minor soil disturbances that do not alter the contours of the land.
- Municipal public works, undertaken or authorized by the Town of View Royal.
- Park and works services, undertaken or authorized by the Town of View Royal, the Province of BC or the Capital Regional District.

- The construction of a small accessory building such as a pump house, gazebo, garden shed or play house if all the following apply:
  - The building is located within an existing landscaped area;
  - No native trees are removed;
  - The building is outside of a Streamside Protection and Enhancement Area, or a minimum of 10 metres from the high water mark of the ocean; and
  - The total area of small accessory buildings is less than 10 m<sup>2</sup>.
- Emergency actions required to prevent, control or reduce an immediate threat to human life, the natural environment or public or private property including:
  - Forest fire, flood, and erosion protection works;
  - Protection, repair or replacement of public utilities;
  - Clearing of an obstruction from a bridge, culvert, dock, wharf or stream;
  - Bridge repairs; and
  - Removal of hazardous trees.

### **GUIDELINES – GENERAL**

The following guidelines apply to all development permit applications in all Sensitive Terrestrial Ecosystem Development Permit Areas:

- i. Identify critical areas containing important, rare or fragile sensitive ecosystems or habitat.
- ii. Avoid locating development in areas containing important, rare or fragile sensitive ecosystems or habitat where reasonable alternative sites exist.
- iii. The area cleared and disturbed for development should be minimized.
- iv. Fewer, but larger, undisturbed areas should be retained, rather than small or isolated undisturbed areas.
- v. Buildings and associated infrastructure should be sited with sufficient undisturbed space around significant mature or established trees to protect root systems.
- vi. Undeveloped buffer areas should be retained around sensitive ecosystems, features or habitat where feasible. Buffer areas should be of sufficient width to limit access by invasive plants.
- vii. Natural features should be retained through incorporation into the design of the development. In particular, unique or special natural features such as native grasses, rare plants, unique land forms, rock outcroppings, mature trees, spits and dunes should be protected.

- viii. Connections and corridors should be maintained to provide continuity between sensitive ecosystems and important habitat.
- ix. Use of drought resistant and native plants in landscaping is encouraged.
- x. The planting or introduction of non-native plants should be avoided.
- xi. Avoid the introduction of invasive species.
- xii. Soil removal or deposit within or adjacent to a sensitive ecosystems or habitat should be avoided.
- xiii. Alteration of natural drainage systems in ways that increase or decrease the amount of water available to a sensitive ecosystem should be avoided.
- xiv. Septic fields should be located in such a manner to avoid the possibility of polluting sensitive ecosystems or habitat.
- xv. Driveways and other accesses should be limited to the number required for safe access, with shared driveway access where feasible. Driveway lengths and widths should be limited to the minimum necessary. If possible, the use of impervious surfaces should be discouraged.
- xvi. The permit conditions may include:
  - Construction of permanent or temporary fencing around sensitive features;
  - Fencing, flagging and posting of notices during construction;
  - Limits on blasting in sensitive areas;
  - Limits on construction timing;
  - Provision of works to maintain or restore the quantity or quality of water reaching environmentally sensitive areas or habitat;
  - Restoration or enhancement of disturbed sensitive ecosystems and habitat; and
  - Registration of restrictive covenants.

## **GUIDELINES –WILDLAND/URBAN INTERFACE AND STEEP SLOPE AREAS**

- i. Building and site design should seek to minimize fire risk in the Town of View Royal Community Wildfire Protection Plan area.
- ii. Development in wildland/urban interface areas should follow BC FireSmart principles with specific consideration given to the following:
  - Use tile, steel or other non-combustible material for roofing. Include closed-in soffits.
  - Keep roofing clear of combustible material accumulation.
  - Use siding materials such as stucco, steel, aluminum or cementitious material.
  - Avoid decks and porches, or construct with non-combustible material. Alternatively, build using wood materials with underside fully enclosed.
  - Underground wiring should be installed for power supply to the building or structure. If overhead wires, avoid physical contact with adjacent trees.
  - Ensure availability of water for entire building, exterior and roof.
  - Ensure vehicle access to adjacent forest land. Avoid dead-end access roads with no turn-around provision.
  - Establishing a 10 metre fuel free zone around buildings and, where landscaped, planted with lawn or native fire resistant species and irrigated. Remove coniferous trees within 10 metres of buildings.
- iii. Development should avoid siting on steep slopes wherever possible.
- iv. Where steep slopes cannot be avoided development should seek to minimize alteration of existing topography through excavation and blasting and employ building designs that work with existing topography.
- v. All development on or adjacent to steep slopes must be certified safe by a geotechnical engineer.

## **GUIDELINES FOR DEVELOPMENT APPLICATIONS**

- i. Development applications shall include an impact assessment report prepared by a registered professional biologist with the following information:
  - Detailed identification of all environmentally sensitive areas within the site.
  - Criteria used to define the boundaries of ESAs.
  - Inventory of red and blue list species and ecosystems and sensitive ecosystems within the site.
  - Impact statement describing effects of the proposed development on natural conditions.
  - Guidelines for mitigating habitat degradation, including limits of proposed no development zones and buffer areas.

- ii. Where development is in proximity to this environmentally sensitive area, design details of proposed mitigating measures are to be provided in an environmental management plan prepared by qualified project consultants with the assistance of a registered professional biologist. Minimizing sedimentation and erosion, stabilizing and re-vegetating impacted areas, and monitoring requirements must also be addressed in the management plan.
- iii. Where development will encroach on this Development Permit Area, a storm water management plan must be prepared by a qualified engineer in consultation with a registered professional biologist.
- iv. Where steep or unstable slopes exist or there is risk of flooding, a report from a geotechnical engineer must be provided.
- v. Where required by the Riparian Area Regulations, the completion and submittal of a Riparian Area Assessment Report.
- vi. In the area north of Thetis Lake Regional Park and the lands in the vicinity of Mill Hill Regional Park, a Wildland/Urban Interface Fire Smart risk assessment and management plan must be provided.

### ***Variances***

The Town may consider variances to siting or size regulations where the variance could result in enhanced protection of an environmentally sensitive area.

## Schedule Q Environmental Protection and Natural Hazard Development Permit Areas

- Terrestrial Sensitive Ecosystem and Natural Watercourse and Shoreline Development Permit Area
- Terrestrial Sensitive Ecosystem Development Permit Area
- Natural Watercourse and Shoreline Development Permit Area

For details on the extent of these Development Permit Areas, refer to page 166.

- Municipal Boundaries
- Property Boundaries
- Water Features

### Major Transportation Routes

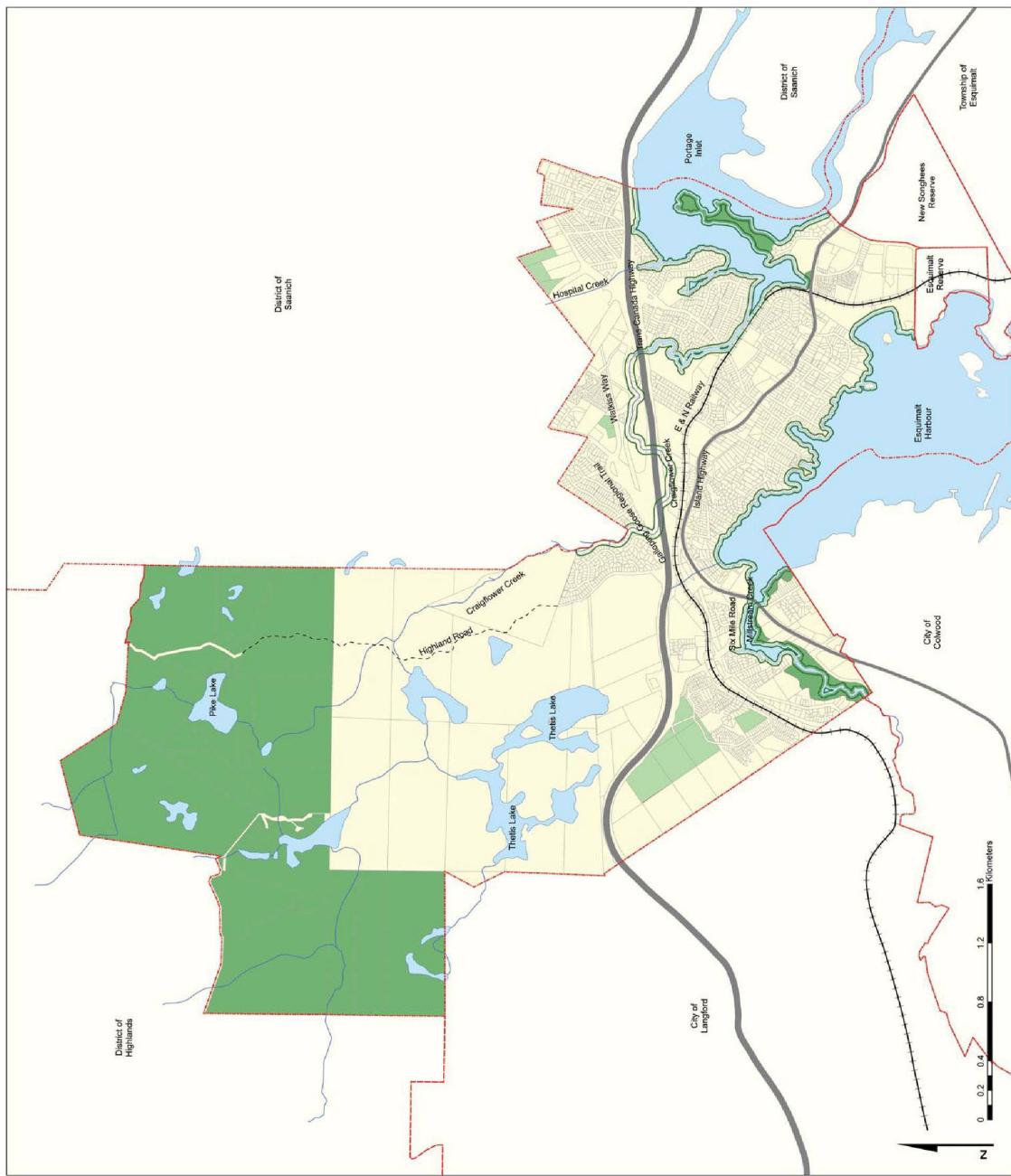
- Trans-Canada Highway
- Island Highway
- ++ E & N Railway



CITY SPACES  
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April 7, 2011

Source Geography Division, Statistics Canada, Boundary Files, 2009 Census 92-105-XWE/XWF. Other data supplied by the Capital Regional District and the Town of View Royal. Note: For graphical reference only, data accuracy pending verification.





## PART 5 – IMPLEMENTATION

The Plan's implementation depends on the collective decisions and actions of the Town of View Royal residents, businesses, service providers, and Federal and Provincial agencies that have jurisdiction on certain matters.

The Town's means of implementing the Plan include zoning, building permits, development permits, subdivision, and fiscal programs to support land acquisitions, covenants, building permits, and rights-of-way.

While the *Local Government Act* does not require the Town to commit to, or authorize, any specific project set out in the Plan, it does indicate that all decisions should be consistent with the Plan.

### ***Plan Implementation Objectives and Policies***

Below are specific objectives and policies for guiding the implementation of this Plan. In order to influence a progressive and orderly implementation of the policies of this Plan, the more significant implementation measures are identified in this section.

#### **OBJECTIVE PI1**

**Take steps to carry out and enforce the policies outlined in this Plan.**

#### **OBJECTIVE PI2**

**Consult with affected and interested parties during the implementation of this Plan.**

##### ***Policy PI1.1 Implementation Tools***

***The Plan identifies a number of actions to be undertaken or initiated by the Town. These actions will be implemented through:***

- ***Updates of the Town's bylaws, including the Land Use bylaw, with the 2013/2014 creation of a new zoning bylaw expected to update most but not all of the specific policies, in particular leaving comprehensive development area designations to be updated at time of site-specific proposals.***
- ***Annual spending as adopted by the Town in its budget through capital works and operating activities.***
- ***Communications and potential partnerships with community groups to advance the objectives and policies of this Plan.***

***Communications and advocacy with other levels of government and their agencies to advance the objectives and policies of this Plan. Amendment Bylaw No. 893, 2014***

##### ***Policy PI1.2 Land Use Bylaw***

***Following adoption of this Plan, the Town will review and amend the Land Use Bylaw to reflect the policies in this Plan.***

#### **IMPLEMENTING ACTIONS\***

Policy and action statements in this Plan commit the Town to undertake specific actions, initiatives and communications. The table, starting below, lists these actions and indicates the approximate timeline for initiating implementation.

**Note:** Not all measures are within the Town's jurisdiction, as some items are dependent on other levels of government actions or assistance, and co-operation from other agencies and community organizations. The Town's methods of implementing the Plan are primarily land use related, including land use bylaws, subdivision regulations, development permits, building permits, as well as capital spending and staffing.

OCP ACTION	TARGET INITIATION TIMEFRAME AFTER OCP ADOPTION				
	1-2 years	3-5 years	5-10 years	Ongoing/Periodic	Responsibility**
<b>LAND USE AND URBAN DESIGN</b>					
<b>Action LU1</b> Update the Zoning Bylaw to reflect the policies of this OCP and to establish land use regulations for implementing the Development Framework.	√				Planning
<b>Action LU2</b> Update the Transportation Master Plan to support the development of a connected network of walkable Neighbourhood Centres and Community Corridors.	√				Engineering
<b>Action LU3</b> Update the Parks and Trails Master Plan to include linkages between the mixed-use centres, and to identify park requirements for the Change Areas.	√				Planning
<b>Action LU4</b> Ensure the development of a Town Centre Master Plan if, and when, the Fort Victoria RV Park site becomes available for this purpose.			√		Planning
<b>Action LU5</b> Prepare an Infill Development Guidebook.	√				Planning
<b>Action LU6</b> Explore developing Town-wide urban design and street standards, and an implementation strategy for improving public space.		√			Planning

OCP ACTION	TARGET INITIATION TIMEFRAME AFTER OCP ADOPTION				
	1-2 years	3-5 years	5-10 years	Ongoing/ Periodic	Responsibility**
<b>Action LU7</b> Establish and regularly update Form and Character, and Environmentally Sensitive Areas Development Permit Areas.				✓	Planning
<b>Action LU8</b> Coordinate with BC Transit to plan for transit-oriented development at the planned regional rapid transit exchange and rapid transit stop in View Royal.				✓	Engineering /Planning
<b>Action LU9</b> Continue to support the expansion of commuter rail service, rail stations the E&N Rail corridor.				✓	Council
<b>Action LU10</b> Explore developing a Food Security Strategy.			✓		Planning
TRANSPORTATION AND MOBILITY					
<b>Action TR1</b> Update the View Royal Transportation Master Plan.	✓				Engineering
<b>Action TR2</b> Develop a long-range plan for sidewalk construction and upgrades.		✓			Engineering
<b>Action TR3</b> Develop a long-range plan for bike land and bike path construction and upgrades.		✓			Engineering
<b>Action TR4</b> Adopt a Parks and Trails Master Plan for View Royal that identifies existing and planned trail connections.	✓				Planning
<b>Action TR5</b> Liaise with BC Transit on transit planning issues.				✓	Planning/ Engineering /Council
<b>Action TR6</b> Continue to advocate to all levels of government for the establishment of commuter rail service on the E&N Rail corridor.				✓	Council

OCP ACTION	TARGET INITIATION TIMEFRAME AFTER OCP ADOPTION				
	1-2 years	3-5 years	5-10 years	Ongoing/Periodic	Responsibility**
<b>Action TR7</b> Develop a Transportation Demand Management Guide.		✓			Engineering
<b>Action TR8</b> Investigate funding options for developing and implementing Transportation Demand Management measures in existing areas.		✓			Engineering
<b>HOUSING</b>					
<b>Action HS1</b> Regularly review and update municipal housing policies and programs.				✓	Planning
<b>Action HS2</b> Consider preparing a comprehensive Housing Strategy.			✓		Planning
<b>Action HS3</b> Develop and adopt an Affordable Housing Policy.		✓			Planning
<b>Action HS4</b> Encourage the design of Adaptable Housing.				✓	Planning
<b>NATURAL ENVIRONMENT, ENERGY AND CLIMATE CHANGE</b>					
<b>Action NE1</b> Update the Subdivision Bylaw and Land Use Bylaw to reflect the priorities and policies identified in Part 4.	✓				Engineering /Planning
<b>Action NE2</b> Undertake an update of the Town's inventory of Environmentally Sensitive Areas (ESAs).		✓			Planning and Parks
<b>Action NE3</b> Establish priorities for managing conservation covenants and consolidate monitoring procedures.		✓			Parks
<b>Action NE4</b> Develop an Invasive Species and Native Habitat Restoration Strategy.		✓			Parks/Planning

OCP ACTION	TARGET INITIATION TIMEFRAME AFTER OCP ADOPTION				
	1-2 years	3-5 years	5-10 years	Ongoing/ Periodic	Responsibility**
<b>Action NE5</b> Identify "remnant" or non-contiguous natural spaces in south View Royal and establish an approach for protecting these areas.		√			Parks/ Planning
<b>Action NE6</b> Partner with residents, businesses and stakeholder groups to coordinate community involvement.				√	All
<b>Action NE7</b> Continue to support and participate in initiatives by other municipalities and other levels of government, community organizations and environmental groups.				√	All
<b>Action NE8</b> Work with other public agencies, organizations and building industry representatives to build knowledge, capacity and experience in energy efficient and green building practices.				√	All
<b>Action NE9</b> Consider developing a Town-wide FireSmart Study.		√			Fire
COMMUNITY INFRASTRUCTURE SERVICES					
<b>Action IS1</b> Update municipal sanitary sewer and drainage plans.		√			Engineering
<b>Action IS2</b> Update the Subdivision Bylaw to include green infrastructure alternatives, and to reflect the policies of the OCP.	√				Engineering /Planning
<b>Action IS3</b> Continue to collaborate with the CRD on infrastructure and servicing planning issues and initiatives.				√	Engineering

OCP ACTION	TARGET INITIATION TIMEFRAME AFTER OCP ADOPTION				
	1-2 years	3-5 years	5-10 years	Ongoing/Periodic	Responsibility**
<b>Action IS4</b> Review and implement an Emergency Response Plan.		√			Fire
<b>Action IS5</b> Continue to support the Emergency Preparedness Planning Committee.	√				Fire
<b>Action IS6</b> Provide information and education on water conservation and protection, solid waste management, and waste reduction to residents businesses in View Royal.				√	Engineering
<b>Action IS7</b> Consider mapping the Town's green infrastructure.		√			Engineering /Planning
PARKS AND RECREATION					
<b>Action PR1</b> Update and adopt the draft Parks and Trails Master Plan.	√				Planning
<b>Action PR2</b> Seek cooperative capital funding for parks and recreation improvements.				√	Engineering /Planning
<b>Action PR3</b> Work with the CRD and the Provincial Capital Commission in the implementation of the Regional Green/Blue Spaces Strategy.				√	All
<b>Action PR4</b> Review the Development Cost Charges Bylaw.		√			Engineering
<b>Action PR5</b> Work with adjacent municipalities and other agencies to develop a greenbelt system for the West Shore Urban Core areas of the region.				√	Parks/Planning
CULTURAL AND HERITAGE RESOURCES					
<b>Action CH1</b> Develop an inventory of heritage properties in View Royal.		√			Planning

OCP ACTION	TARGET INITIATION TIMEFRAME AFTER OCP ADOPTION				
	1-2 years	3-5 years	5-10 years	Ongoing/ Periodic	Responsibility**
<b>Action CH2</b> Establish a comprehensive approach to long-term identification, protection and planning of heritage properties in View Royal.	√				Planning
<b>Action CH3</b> Consider developing a Public Art Plan.			√		Planning
<b>Action CH4</b> Identify public spaces, including streets, in View Royal suitable for community celebrations, fairs, festivals, outdoor markets and other events.		√			All
<b>ECONOMIC DEVELOPMENT</b>					
<b>Action ED1</b> Prepare an updated Economic Development Strategy.		√			Planning

\*Redundant actions will be cross-referenced and amalgamated in the final OCP.

\*\*The lead Town Department responsible for initiating and managing each action will be identified in the final OCP.

## OCP SUSTAINABILITY INDICATORS

One of the major goals of this Plan is to guide View Royal to becoming a more sustainable community. Below is a list of Sustainability Indicators the Town will use to benchmark its progress on achieving this goal over time.

The indicators rely heavily on analysis and data compiled by the Capital Regional District (CRD) and are organized to match the CRD's reporting format. The Town will coordinate with the CRD to create, compile, analyze and report on the Sustainability Indicators. Reporting will occur in the first year after the adoption of this Plan, and every five years thereafter.

### *Indicators*

#### *1. Sustainable Development Patterns*

INDICATOR	DATA SOURCE
<b>Urban Containment</b>	
Share of new dwelling units located inside the Urban Growth Boundary	CRD/VR
Net change in land use area of the Urban Growth Boundary	CRD/VR
<b>Efficient Land Use</b>	
Percentage of labour force living and working in View Royal or subregion	CRD/VR/Census
Jobs to population ratio	CRD/VR/Census
Number of home occupations/home-based businesses	VR/Census
Number of secondary suites	VR
<b>Centre Development</b>	
Share of population and dwelling unit growth within major centres	CRD/VR
Share of total dwelling unit within walking distance of commercial or mixed-use centre	CRD/VR

#### *2. Economic Sustainability*

INDICATOR	DATA SOURCE
<b>Employment Growth</b>	
Number of jobs in View Royal	VR/Census
Percentage of businesses with 10 employees or less	CRD/VR/Census
Commercial to residential tax ratio	VR

### 3. Sustainable Transportation

INDICATOR	DATA SOURCE
<b>Travel Behaviour</b>	
Percentage of all trips by auto	CRD/VR
Home to work distance	CRD/VR
<b>Cycling</b>	
Total length of cycling infrastructure in View Royal	CRD/VR
<b>Transit</b>	
Percentage of population that lives within a 10 minute walk of a transit stop	CRD/VR

### 4. Social Wellbeing

INDICATOR	DATA SOURCE
<b>Income</b>	
Percentage of households with incomes over \$20,000	CRD/VR/Census
Persons in low income constraint	CRD/VR/Census
<b>Safety</b>	
Violent and property crime rates in View Royal	RCMP
Number of vehicle accidents and associated injuries/fatalities in View Royal	RCMP

### 5. Housing

INDICATOR	DATA SOURCE
Contributions to the CRD Housing Trust Fund	CRD/VR
Income spent on housing	CRD/VR
Number of rental units in View Royal	CRD/VR
Ownership to rental ratio	VR/Census

### 6. Waste Management

INDICATOR	DATA SOURCE
Per capita disposal of solid waste	CRD/VR
Diversion of solid waste from Hartland landfill (recyclables)	CRD/VR

## 7. Water and Watersheds

INDICATOR	DATA SOURCE
Marine health at outfall locations	CRD/VR
Average per capita consumption of potable water	CRD/VR

## 8. Climate Change

INDICATOR	DATA SOURCE
Greenhouse Gas Emissions	CEEI/VR
Energy Use	CEEI/VR

## 9. Greenspaces

INDICATOR	DATE SOURCE
<b>Greenspace Protection</b>	
Total length of trail system in View Royal	CRD/VR
Percentage of protected green and blue space	CRD/VR
<b>Parkland</b>	
Annual and cumulative parkland acquisition in View Royal	CRD/VR
<b>Urban Forest</b>	
Percentage of View Royal covered by more than 50% in tree canopy	CRD/VR



## GLOSSARY OF TERMS

### A

**"Adaptable Housing"** refers to residential dwelling units that are designed to allow easy conversions or modifications that will ensure that the units are physically accessible to everyone and that occupants can *age-in-place* as their ability levels change.

**"Agricultural Land Reserve"** refers to Agricultural land designated as an agricultural land reserve under the *BC Agricultural Land Commission Act*.

**"Aging-in-place"** means that an individual or group of people grows older without having to change their place of residence and/or community.

**"Amenities"** mean items that add to the physical, aesthetic, or functional appeal of a particular site, neighbourhood, or the community in general.

**"Affordable Housing"** means housing where the rent or mortgage plus taxes is 30 percent or less of a household's gross annual income.

**"Apartment Building"** is a residential building containing three or more self-contained dwelling units. Dwelling units share a common entry access, and may be separated from one another vertically and/or horizontally.

**"Accessibility"** refers to the ability to access goods, services, places, people or housing. In the context of transportation, accessibility is the ability to access transportation choices and easily get around without prohibitive physical or financial barriers.

**"Accessory Dwelling Unit"**, *See Secondary Suite*.

### B

**"Bed and Breakfast"** means the provision of sleeping accommodation, toilet facilities and a breakfast meal to paying guests as a home occupation.

**"Bioswale"** refers to a vegetated area used to retain and filter stormwater runoff.

**"Boarding"** means furnished sleeping accommodations with the provision of meals to a lodger as a home occupation.

**“Building Code of British Columbia”** is the legislation that regulates buildings standards in the Province of British Columbia.

## C

**“Carbon Neutral”** refers to achieving a balance between the amount of greenhouse gas emissions being produced and the amount of clean-energy or environmental rehabilitation projects being undertaken to offset those emissions.

**“Character”** refers to the distinct quality and appearance of a building or place that comes from a unique mix of defining physical and social attributes.

**“Climate Change”** refers to any long-term significant change in the “average weather” that a given region experiences. Average weather may include average temperature, precipitation and wind patterns. It involves changes in the variability or average state of the atmosphere over durations ranging from decades to millions of years. These changes can be caused by dynamic process on Earth (ocean processes, volcanoes), external forces including variations in sunlight intensity, and more recently by human activities.

**“Cluster Development”** means the grouping of lots or single family dwellings in a location on a parcel, without increasing the permitted density of lots or dwellings within the parcel, so that the development area is smaller than would otherwise be used if the complete parcel was developed and the remaining area that is not developed is created as a greenspace.

**“Community Water System”** means a water system improvement district or water user's community under the *Water Act*, a water utility under the *Water Utility Act*, a water system local service provided by a regional district, a water system specified area provided by a municipality, or any other private water distribution system that serves five or more parcels that is constructed in accordance with “Design Guidelines for Rural Residential Community Watersystems” as published by the Province of British Columbia.

**“Crime Prevention through Environmental Design (CPTED)”** refers to a series of design interventions and strategies for reducing opportunities for crime and empowering legitimate users to feel ownership over both public and private space.

## D

**“Density”** refers to the number of residential dwelling units allowed within one legal parcel based on its land area. In this Plan, all densities are net of roads, parks, utilities, and other non-residential, but complementary uses. (See *Schedule L*.)

**"Density Transfer"** means the concept of transferring the right to create new parcels through subdivision of land from one location to another either within one property or between two properties, with the transfer registered on titles. The process involves the affected property owners negotiating an agreement to transfer the right of development in principle and then applying for a rezoning to implement the transfer.

**"Development Cost Charge"** means a levy applied by a municipality to new development to offset the long-term cost of providing new or extended services to the community.

**"Development Permit Area"** refers to area designated pursuant to the *Local Government Act* where approval of a development permit is required before a building permit can be issued or a subdivision is approved with specified exemptions.

**"District Energy System"** refers to centralizing the production of heating or cooling for a neighbourhood or community.

**"Duplex"** refers to two attached, ground-oriented dwelling units.

**"Dwelling Unit"** means one or more structurally separate rooms, used as a unit for the residential accommodation of one household and containing sleeping, cooking, and toilet facilities.

## E

**"Ecosystem"** A complete system of living organisms interacting with the soil, land, water, and nutrients that make up their environment. An ecosystem is the home of living things, including humans. It can be any size, but it always functions as a whole unit. Ecosystems are commonly described according to the major type of vegetation, for example, an old-growth forest or a grassland ecosystem.

**"Environmentally Sensitive Area"** (ESAs). A term often used loosely to mean a site or area that has environmental attributes worthy of retention or special care. ESAs are important in the management of all landscapes and their functioning condition. ESAs range in size from small patches to extensive landscape features. They can include rare or common habitats, plants, and animals. ESAs require special management attention to protect fish and wildlife resources and other implicit natural systems or processes. They have also been broadly defined to include other scenic, historic, or cultural values, and may also include hazard lands.

## F

**"Firebreaks"** are barriers to fire spread constructed by clearing and/or thinning fuels on a strip of strategically located land.

**"Fuel-Breaks"** are trenches dug down to mineral soil that stop fire spread, through ground fuels, by depriving the fire of fuel.

## G

**"Green Building"** refers to a systems approach to building design and construction that uses techniques that minimize environmental impacts and reduce ongoing energy consumption while contributing to the health and productivity of its occupants.

**"Greenhouse Gas (GHG)"** refers to gases present in the atmosphere, which reduce the Earth's loss of heat into space and therefore contribute to global temperatures through the greenhouse effect. Greenhouse gases are essential to maintaining the temperature of the Earth, however, an excess of greenhouse gases can raise the temperature of a planet to uninhabitable levels. Current levels of CO<sub>2</sub> are approximately 100 ppmv higher than during pre-industrial times. Greenhouse gases include water vapour, carbon dioxide (CO<sub>2</sub>), methane (CH<sub>4</sub>), nitrous oxide (N<sub>2</sub>O), sulphur hexafluoride (SF<sub>6</sub>) and ozone (O<sub>3</sub>).

**"Greenspace"** means any area that should be maintained in perpetuity because of its environmental, educational, scientific, recreational or aesthetic qualities and may include trails, parks, reserves, natural forest, wet lands and any other land set aside for such a purpose through agreement between the Town of View Royal and the property owner.

**"Greenway"** refers to linear greenspace corridors that connect natural areas and communities, associated with watercourses, trails, and transportation routes, which provide wildlife habitat and increase recreational opportunities.

**"Ground-oriented Housing"** means a residential unit with direct access to ground level outdoor space. (See page 77.).

## H

**"Home Based Business"** means any business for gain or support clearly secondary to the principal residential use of a property, but does not include occupations which may be permitted as principal uses of a property or which are secondary to principal non-residential uses of a property. (e.g., agricultural use on land zoned to allow agriculture as a principal use is not a home occupation).

**I**  
“**Identity**”, *See “Sense-of-place”*.

“**Infill Development**” or “**Infill**” is new development within an already developed area. (*See page 14.*).

“**Intermittent**” or “**Seasonal Stream**” means a stream in contact with groundwater that flows only at certain times of the year, such as when the ground water table is high, and/or when it receives water from springs or from some surface source. The stream ceases to flow above the streambed when losses from evaporation or seepage exceed the available stream-flow.

**L**

“**LEED®**” refers to the Leadership in Energy Efficient Design certification program that supports the design and development of energy efficient and ecologically sustainable buildings and neighbourhoods.

“**Livability**” refers to the overall quality of life experienced in a given space. This might be a building, street, neighbourhood, an entire community or a larger spatial area. Places that are considered to be “livable” are desirable because of their ease of mobility, access to amenities, aesthetic appeal and healthy lifestyle options.

“**Local Government Act**” is legislation enacted in British Columbia to establish, give powers to and regulate local governments. Part 26, Division 2 of the Act provides regulation and guidance of the development and use of an Official Community Plan. (*See Appendix A.*).

“**Lodging**” means the provision of furnished sleeping accommodation for permanent rather than transient paying guests as a home occupation.

**M**

“**Mixed-use**” means development that combines two or more types of development: residential, commercial or community facility.

“**Mobility**” refers to the ability to move and travel easily.

“**Multimodal Transportation**” means the provision and accommodation of a variety of transportation modes including, but not limited to, walking, cycling and transit.

**“Multi-unit Dwelling”** means any building containing more than three (3) or more dwelling units.

## N

**“Natural boundary”** means the visible high water mark of any lake, river, stream, ocean, or other body of water where the presence and action of the water are so common and usual and so long continued in all ordinary years as to make upon the soil of the bed of the lake, river, stream, ocean or other body of water a character distinct from that of the banks thereof, in respect to vegetation, as well as in respect to the nature of the soil itself (*Section 1, BC Land Act*).

**“Non-Market Housing”** refers to housing designed for independent living by single persons or families who cannot afford to pay market rents or who have needs that are not being met by the market, and where the housing units are owned and operated by a government agency or a not-for-profit society.

## P

**“Permanent Stream”** means a stream that flows continuously throughout the year.

## Q

**“Qualified Professional”** refers to an applied scientist or technologist specializing in a particular applied science or technology including ecology, agrology, biology, chemistry, engineering, geology or hydrogeology. A Qualified Professional must be a registered member of the appropriate professional organization in BC, adhere to that organization’s Code of Ethics and is subject to disciplinary action by that organization.

## R

**“RUCSPA”** refers to the Regional Urban Containment Servicing Provision Area boundary established in the Regional Growth Strategy marking the limit between a defined urban growth and servicing provision area and other areas such as rural and resource area, where such urban growth is discouraged..

**“Renewable Resource”** refers to natural resources that can be replenished within the natural environment.

**"Right-of-way"** means a defined easement or strip of land that allows passage of people, trails, roads, rail tracks, utilities or other community services.

**"Riparian Area"** means a transitional zone between upland and fresh water ecosystems. The vegetation it supports is in contact with the stream, or is sufficiently close, to have a major influence on the total ecological character and functional processes of the stream.

## S

**"Secondary Suite"** means an additional living space within a detached home that is separated from, and smaller than, the primary dwelling. A secondary suite is intended for the use of a separate household and contains its own entrance, cooking facilities and sanitary facilities.

**"Sense-of-place"** refers to the essential character of an area that makes it unique from other places. Physical, social, cultural and economic elements contribute to an area's sense-of-place.

**"Single Detached House"** means a single dwelling not attached to any other dwelling or structure (except its own garage or shed). A single-detached house has open space on all sides, and has no dwellings either above it or below it.

**"Special Needs Housing"** refers to the residential use of a building operated specifically to accommodate persons with special needs including the elderly, or physically or mentally challenged.

**"Steep Slope"** refers to an incline of 20 percent or greater.

**"Stream"** means a watercourse containing flowing water, at least part of the year, supporting a community of plants and animals within the stream channel and the riparian zone. Streams include ephemeral, intermittent or seasonal and permanent streams.

**"Sustainability"** (See page 4.).

**"Subdivision"** means a parcelization of land defined under the *Land Title Act* or the *Strata Property Act*.

## T

**"Townhouse or Townhome"** means one of three or more dwellings joined side by side (or sometimes, side to back), but not having any other dwellings either above or below.

**“Traffic Calming”** refers to engineering and urban design measures used to slow down the flow of traffic and create safer and more comfortable streets for pedestrians, cyclists and adjacent residents.

**“Transit-oriented Development (TOD)”** means mixed-use development clustered around a transit station or stop designed to encourage transit use. Many communities define the TOD area using a walking radius of  $\frac{1}{4}$  mile or  $\frac{1}{2}$  mile from the transit station, and apply minimum residential densities required to support the particular form of transit.

**“Transportation Demand Management (TDM)”** refers to the use of strategies, incentives and disincentives to reduce personal vehicle use, and encourage walking, cycling, transit and ride sharing.

## U

**“Universal Design”** means designing buildings and environmental that are safe and useable to everyone regardless of their age or ability level.

**“Urban Agriculture”** refers to the cultivation, processing and distribution of food within an urban area.

**“Urban Design”** refers to the functionality, appearance and arrangement of space within streets, neighbourhoods and communities, with an emphasis on the relationship of elements within and visible from public space.

## W

**“Walkability”** refers to the extent to which an area is safe, comfortable and accommodating for pedestrians and cyclists.

**“Wastewater”** means the used or expelled water from homes, businesses, community uses and industry.

**“Watershed”** is a defined drainage and runoff area that contributes water to a particular body of water.

## X

**“Xeriscaping”** means landscaping that uses native and drought-resistant plant species.



## Appendix A

### ***Local Government Act – Excerpt***

The *Local Government Act* sets out a skeleton for an Official Community Plan — Part 26, Division 2. It **must** include statements and maps in relation to eight matters:

- Location, amount, type and density of residential development required to meet anticipated housing needs over a period of at least five years;
- Location, amount and type of present and proposed commercial, industrial, institutional, agricultural, recreational and public utility land uses;
- Location and area of sand and gravel deposits;
- Restrictions on the use of land that is subject to hazardous conditions or that is environmentally sensitive to development;
- Location and phasing of any major road, sewer and water systems;
- Location and type of present and proposed public facilities, including schools, parks and waste treatment and disposal sites;
- Policies respecting affordable, rental and special needs housing; and
- Targets for the reduction of greenhouse gas emissions in the area covered by the plan and policies and actions of the local government proposed with respect to achieving those targets.”

An Official Community Plan **may** include policies relating to:

- Social needs, well-being and social development;
- A regional context statement;
- Maintenance and enhancement of farming; and
- Preservation, protection, restoration and enhancement of the natural environment, its ecosystems and biological diversity.

In addition to sections specifically related to Official Community Plan, the *Local Government Act* encourages an Official Community Plan to work towards the “purpose and goals” referred to in Section 849 (regional growth strategy). There are 14 statements:

- Avoiding urban sprawl and ensuring that development takes place where adequate facilities exist or can be provided in a timely, economic and efficient manner;
- Settlement patterns that minimize the use of automobiles and encourage walking, bicycling and the efficient use of public transit;
- The efficient movement of goods and people while making effective use of transportation and utility corridors;
- Protecting environmentally sensitive areas;
- Maintaining the integrity of a secure and productive resource base, including the agricultural land reserve;
- Economic development that supports the unique character of communities;
- Reducing and preventing air, land and water pollution;
- Adequate, affordable and appropriate housing;
- Adequate inventories of suitable land and resources for future settlement;
- Protecting the quality and quantity of ground water and surface water;
- Settlement patterns that minimize the risks associated with natural hazards;
- Preserving, creating and linking urban and rural open space including parks and recreation areas;
- Planning for energy supply and promoting efficient use, conservation and alternative forms of energy; and
- Good stewardship of land, sites and structures with cultural heritage value.

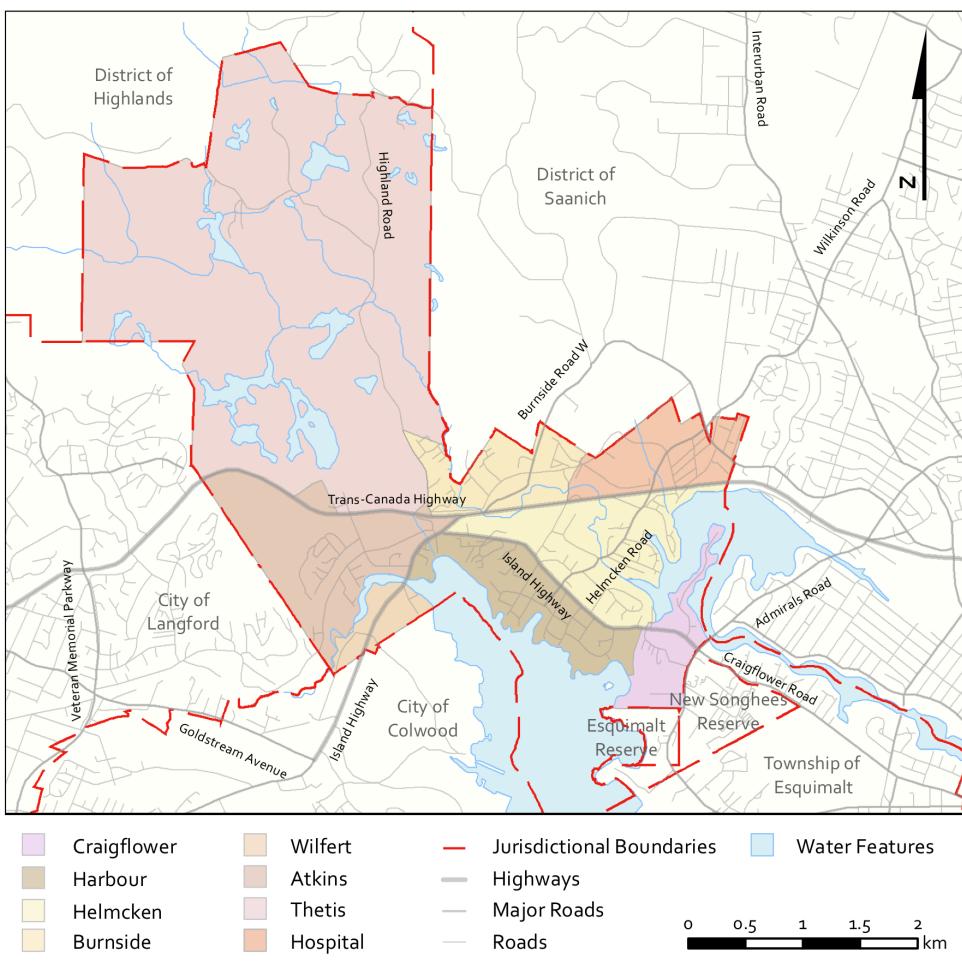
# Appendix B

## *Existing Conditions Summaries*

- Community Profile
- Economic Development
- Land Use and Mobility
- Natural Environment

**Communities are always changing.** Sometimes the changes are immediately apparent, at other times the changes are gradual and go unrecognized for several years. Understanding how the community has changed — and what it looks like today — is the starting point for reviewing and updating the View Royal OCP. This profile provides some key statistical information about View Royal and its neighbourhoods. The majority of the statistical information is derived from the Census of Canada, undertaken every five years.

For planning purposes, the Town is sub-divided into eight local areas as shown in the accompanying map.



May 2009



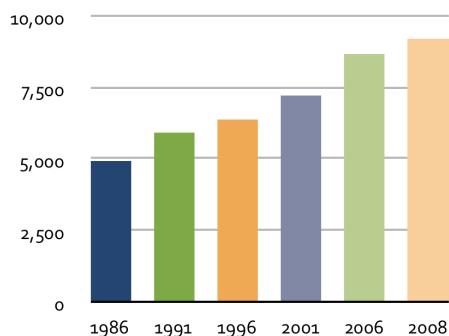
## POPULATION PROFILE

View Royal officially became a municipality in 1988, when the population was less than 5,000. Today there are more than 9,200 residents living in View Royal.

### POPULATION GROWTH

The population has increased by 85 percent since 1986 — an average increase of almost four percent each year.

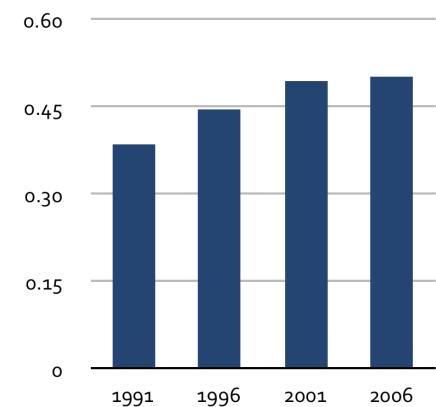
Figure 1: Population Growth, 1986 to 2008



### POPULATION STABILITY

One indicator of population stability is how long a person or family has lived at the same address. The accompanying chart shows this pattern for View Royal.

Figure 2: Households at Same Residence as 5 Years Previous

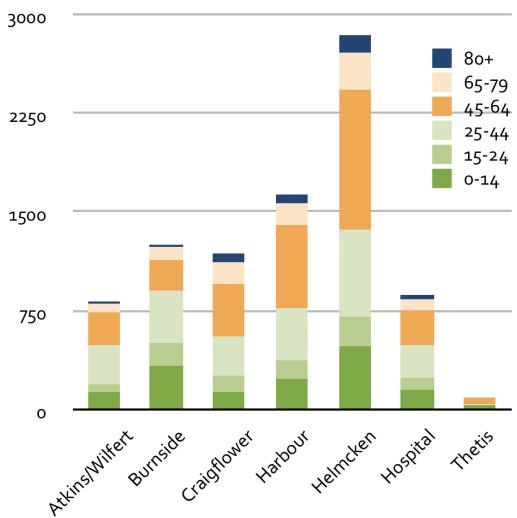


May 2009

### POPULATION AGE PROFILE

The accompanying figure shows both the relative population of View Royal's neighbourhoods, and their respective age make-up. It is evident that the Helmcken neighbourhood is the largest and most age-diverse. The age profiles of the Burnside and Atkins/Wilfert neighbourhoods are indicative of young family areas.

Figure 3: Neighbourhoods, Population Age Profile, 2006



### PLANNING CONSIDERATIONS ...

- What local and external factors will affect the future rate of population growth?
- Are there vacant properties or areas suitable for redevelopment as housing? Where are these located?
- View Royal is a relatively young community. How are children's and teen's needs being considered?

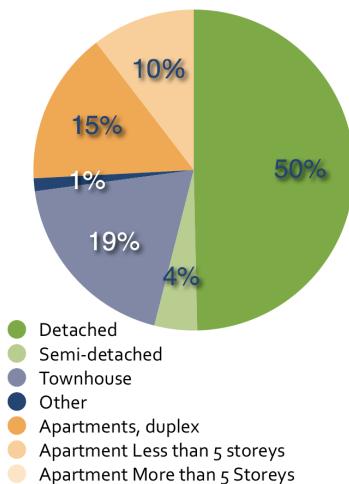
## HOUSING PROFILE

In 2006, there were 3,340 housing units in View Royal. These three charts show some the key housing characteristics — type, tenure and age.

### HOUSING TYPE

Almost 90% of all housing in View Royal is ground-oriented — the front door opens to the outdoors, not a corridor. The comparable figure for the Capital region is about 67%. The accompanying figure shows housing by structural type, as of 2006. **Note:** Apartments, duplex refers to secondary suites.

Figure 4: Housing by Type, 2006



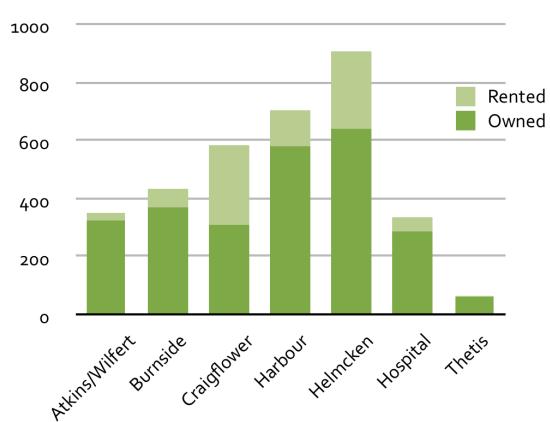
### PLANNING CONSIDERATIONS ...

- Is the mix of housing sufficiently broad to accommodate a range of ages, incomes and household sizes?
- Can people who work in View Royal afford to live here?
- Is there a mix of housing types / tenures in every neighbourhood?
- What is happening to older, smaller homes? Are they being renovated? Rebuilt? Redeveloped?

### HOUSING TENURE

About 25% of View Royal's housing is rented. This compares to 34% for the Capital Region as a whole. All neighbourhoods have a mix of rented and owned dwellings. Craigflower has the highest percentage of rented dwellings at 48%.

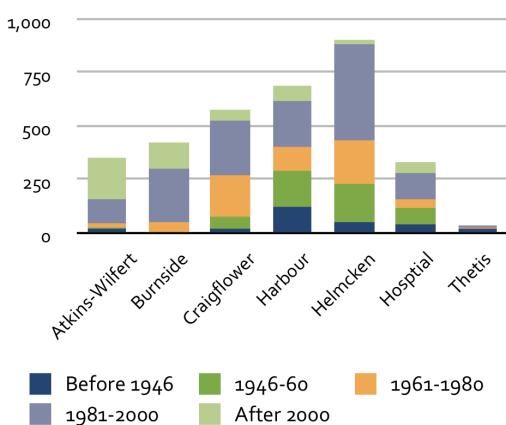
Figure 5: Tenure by Neighbourhood, 2006



### HOUSING AGE

More than 40% of View Royal's homes were built between 1981 and 2000.

Figure 6: Age of Housing by Neighbourhood, 2006



May 2009

## OTHER CONSIDERATIONS

Of the many statistics that are available from the 2006 Census, the planners note the following:

- Relatively few people both live and work in View Royal — 7.3%.
- More than three-quarters of the working population drive to their place of work.
- The median age of View Royal's population is similar to the Capital Region — 43.5 years compared to 43.6. The BC population is younger, at 40.8 years.
- In View Royal, there were more than twice as many children living at home (2,290) as people over the age of 65 (1,015).
- Nine percent of View Royal's population identified themselves as a "visible minority". The equivalent figure for the Capital Region was 10%.
- 230 View Royal residents had immigrated to Canada between 1991 and 2006.
- The participation rate of men and women in the labour force is similar — 71.8% and 67.5%.
- Twenty-six percent of the population between age 20 and 64 had a university degree.
- The median income of couple households with children living at home was \$77,200. The equivalent figure for BC as a whole was \$68,639.

### The Capital Region

The CRD encompasses an area of 236,735 hectares, stretching from Port Renfrew in the west to Oak Bay in the south-east, and Salt Spring Island on the north. In 2006, the population was just over 345,000, an increase of almost six percent from 2001.

#### For more information:

[www.viewroyalocp.ca](http://www.viewroyalocp.ca)

Lindsay Chase,  
Director of Development Services  
(250) 479-6800  
[lchase@town.viewroyal.bc.ca](mailto:lchase@town.viewroyal.bc.ca)



The Town of View Royal is a signatory to the Regional Growth Strategy. This agreement, updated in 2003, includes eight strategic initiatives that together express a 25-year vision for the CRD's 13 municipalities.

- Keep urban settlement compact;
- Protect the integrity of rural communities;
- Protect regional green and blue space;
- Manage natural resources and the environment sustainably;
- Build complete communities;
- Improve housing affordability;
- Increase transportation choice; and
- Strengthen the regional economy.

The area within the "urban containment area" is 16,420 ha., representing less than seven percent of the total area of the Capital Region.

### Our Near Neighbours

View Royal has five municipal neighbours — Esquimalt, Saanich, Highlands, Langford and Colwood. Each of these municipalities has its own OCP. The following points provide a brief synopsis of each of the population and projected growth for these communities.

- Colwood: In 2006, the population was 15,527. The OCP forecasts continued population growth, reaching 32,480 by 2028. To house this anticipated population, an additional 8,000 dwellings will be needed.
- Esquimalt: In 2004, the population was 17,038. The Town's OCP anticipates growth to 21,000 by 2026.
- Highlands: In 2006, there were 1,900 residents living in 730 homes. Only modest growth is supported, at about 15 units per year, with a "buildout" of 1,020.
- Langford: In 2006, the population was 24,892 and 8,650 dwelling units. The OCP forecasts continued growth to 47,244 by 2028. To house that future number of residents, the OCP projects a need for 19,685 dwellings.
- Saanich: In 2007, the population was estimated at 133,529. Only modest growth is planned to 2026, at which time the population is projected to be 139,300.



A strong economy is vital to the quality of life enjoyed by View Royal's residents, labour force and visitors. How this economy changes in the coming years will affect many facets of the community, such as the types of jobs available for residents, local business and shopping opportunities, municipal revenues and services, the ability to move people and goods throughout the community, and the form and character of the built environment.

Sustainability is one of the overarching themes of View Royal's Vision Statement, as set out in the Town's Strategic Plan, 2009 - 2011:

*The Town of View Royal is determined to be one of the best places to call home: liveable, green and sustainable.*

The Town of View Royal, working with its various partners, has an important role to play in helping guide this change, ensuring that the type of economic development that is encouraged is based on sustainable practices. In doing so, it must be with the recognition that the traditional division of sustainability into economic, environmental and social spheres often leads to a discussion of trade-offs and balances between these three elements. Yet the key to sustainability is not balance, which suggests that gains in one sphere come at the expense of another, but integration, so that gains in one sphere support gains in the other spheres.

## Local Employment Opportunities

Creating more jobs locally benefits View Royal by providing more choices for residents to work in their own community rather than having to commute elsewhere in the region. It also keeps more income in the community to support local businesses.



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As of 2006, there were 3,950 jobs in View Royal, which was 2.3% of the jobs in the Capital Regional District.

The CRD's Regional Growth Strategy has set a jobs-to-population ratio target of 0.35 by 2026 for the Western Communities. As of 2006, View Royal's ratio was 0.45, meaning that it is well ahead of the target ratio for its western neighbours. However, as population grows, it will have to find ways to add employment to ensure that its jobs-to-population ratio remains strong. The challenge will not be just to increase the number of jobs, but to ensure that the types of employment opportunities available are suited to the skills of View Royal's resident labour force.



economic development

As indicated in the table below, there is only one occupational category – health – where there are significantly more jobs in View Royal than there are View Royal residents employed in that occupation. The vast majority of these jobs are at Victoria General Hospital.

Creating more jobs also means that an appropriate supply of land must be made available for employment generating uses. View Royal does not have an industrial land base, so there will be a heavy reliance on commercial activities, such as retail, business and personal services, and institutional activities, such as health and education, to generate many of the new jobs.

The first priority from an economic development perspective should be on encouraging existing View Royal businesses that are able to create quality jobs to grow and prosper. This will make the most efficient use of the community's limited land base.

There are several ways in which the Town's commercial and mixed commercial/residential growth might occur. The OCP could focus on the development of a number of smaller nodes throughout the town that can also act as community gathering places and might include certain public amenities. Alternatively, View Royal could encourage the development of a larger central node that can serve as a Town Centre if an appropriate location can be found. Or, perhaps a combination of the two concepts could be explored.

**Figure 1: Occupational Match of View Royal Jobs and View Royal**

Occupations	Jobs in View Royal	Share (%)	View Royal Resident Labour Force	Share (%)	Difference
Management	355	9	640	13	-285
Business, finance and administrative	635	16	1055	21	-420
Natural and applied sciences and related	135	3	375	7	-240
Health	1315	34	385	8	930
Social science, education, government service and religion	205	5	400	8	-195
Art, culture, recreation and sport	55	1	185	4	-130
Sales and service	970	25	1270	25	-300
Trades, transport and equipment operators and related	155	4	590	12	-435
Occupations unique to primary industry	30	1	35	1	-5
Occupations unique to processing, manufacturing and utilities	90	2	75	1	15
<b>Total</b>	<b>3,950</b>	<b>100%</b>	<b>5,025</b>	<b>100%</b>	<b>-1,075</b>

Sources: Statistics Canada, 2006

## The Tax Base

View Royal has identified diversifying and strengthening the tax base as one of its sustainability objectives. As indicated in the table below, the residential sector currently accounts for 74% of the Town's property tax billings, a share that has increased slightly over the past five years.

Figure 2: Municipal Tax Billings by Property Class

	2004		2008	
Residential	\$2,087,779	72%	\$2,973,083	74%
Utilities	\$16,341	1%	\$8,567	<1%
Industrial - Light	\$8,615	<1%	-	-
Business	\$776,311	27%	\$1,008,405	25%
Recreation / Non Profit	-	-	\$48,370	1%
Farm	\$3,513	<1%	\$1,135	<1%
<b>Total</b>	<b>\$2,892,579</b>	<b>100%</b>	<b>\$4,039,561</b>	<b>100%</b>

Source: Tax Base, Town of View Royal, 2008 Annual Report

View Royal is in the middle of the pack when compared with nearby municipalities in terms of the share of taxes paid by the residential sector. Highlands, Esquimalt and Saanich are notably higher, at 86%, 80% and 80%, while Langford and Colwood are lower, at 62% and 69%. By way of contrast, the City of Victoria's figure is 47%.

If View Royal residents want to have the types of amenities and services typically associated with a growing urban area, the Town may need to attract significantly more commercial development, or consider other measures to increase municipal revenues.



## Development Trends

With the exception of 2008, the residential sector has dominated development in View Royal over the past five years in terms of the value of construction, as indicated in the table below. It accounted for 57% of the total value of the permits issued.

Comparing just residential versus commercial (since much of the institutional development does not pay property taxes), the residential sector accounted for 69% – over two-thirds – of the total value of the permits issued.

Figure 3: View Royal Building Permits (\$'000s)

	2004		2005		2006		2007		2008	
	#	\$	#	\$	#	\$	#	\$	#	\$
Commercial	12	\$1,276	6	\$62	8	\$734	1	\$50	2	\$31,500
Industrial	1	\$10	1	\$4,500	0	\$0	1	\$90	0	\$0
Institutional	9	\$3,109	2	\$2,282	4	\$1,665	5	\$1,291	4	\$10,086
Residential	157	\$18,614	96	\$13,622	70	\$14,173	61	\$21,721	67	\$8,200
<b>Total</b>	<b>179</b>	<b>\$23,009</b>	<b>105</b>	<b>\$20,466</b>	<b>82</b>	<b>\$16,572</b>	<b>68</b>	<b>\$23,152</b>	<b>73</b>	<b>\$49,787</b>

Source: Building Permits, Capital Regional District, Quarterly Building Permit Reports



### PLANNING CONSIDERATIONS

- What kinds of jobs and businesses should View Royal be attracting?
- Where should commercial development be located and what should it look like?
- Should the OCP encourage a series of smaller commercial nodes spread throughout the community, focus efforts on creating a Town Centre or some combination of the two?
- What share of property taxes should be borne by the residential sector versus other sectors?

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Over the past decade View Royal has experienced substantial residential growth and felt the impacts of a rapidly changing region. Its pivotal location within the Capital Region, easy access to transportation corridors, and reputation as a desirable place to live, have meant that this once semi-rural community is changing.

View Royal has already set strong goals to guide new growth and change. As a signatory to the BC Climate Action Charter, View Royal is committed to become a carbon neutral and sustainable community. Among other things, this means reducing green house gas emissions, promoting compact development, conserving natural resources, providing jobs and amenities locally, supporting affordable housing, and creating healthy and vibrant social and cultural spaces. The Official Community Plan is View Royal's best opportunity to guide local land use and transportation decisions in a manner that promotes sustainability. This is the time to consider the location and form of housing, jobs and community amenities in relation to one another and in connection with important infrastructure and regional planning efforts.

## Planning Context

View Royal is located about 7 kilometers west of Victoria. The Town shares boundaries with the municipalities of Saanich, Esquimalt, Highlands, Colwood and Langford, and the Songhees Nation and Esquimalt Nation reserves.

View Royal's approximate 16.2 square kilometres includes Thetis Lake Regional Park and portions of Esquimalt Harbour and Portage Inlet. Much of the town is covered in water or protected natural areas.



Two of the region's most significant roadways pass through View Royal. The Trans Canada Highway and the Old Island Highway physically divide the community into three sections. For planning purposes, the community is divided into eight local areas.

The right-of-way for the former Esquimalt and Nanaimo (E & N) rail service also passes through View Royal. Portions of the corridor have been developed or are planned as a regional multi-use trail. The possibility of reinstating rail service along the right-of-way is currently under review.

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## Land Use and Community Character

The majority of land in View Royal is designated for rural or park uses and is undeveloped. These uses are concentrated in the north half of the community, outside the region's "urban containment boundary". Some of this area is covenanted conservation space intended to prevent encroachment on protected areas and the shoreline. Thetis Lake Regional Park is the largest of the over 50 parks and green spaces in the community.

Most of the developed land in View Royal is designated as residential and can be characterized as suburban neighbourhoods, largely indistinguishable from the suburbs of adjacent municipalities.

Commercial development is predominately limited to locations along the Old Island Highway, Admirals Road and major intersections. Most of the commercial development is low intensity and auto-oriented; typified by single level buildings with large parking areas, often set back or oriented away from the road. Unlike most communities in the CRD, View Royal does not have an identifiable commercial town centre, or central gathering place for civic and cultural activities. The only industrial designated land in the Town is currently developed as storage. Three schools, two community halls, municipal buildings and the hospital account for most of the land designated for public facilities.

View Royal has historically been a bedroom suburb of Victoria. The original View Royal subdivision (today's Harbour neighbourhood) dates back to 1912. This neighbourhood, and much of the area between the Old Island Highway and Esquimalt Harbour, is characterized by older detached homes with lush yards, old motels, hilly residential roadways, and vistas out to the water and other areas. Much of the shoreline is occupied by

private homes and is inaccessible to the public. Newer shopping centres anchored by Thrifty Foods and Canadian Tire are located along Admirals Road.

The area between the Old Island Highway and the Trans Canada Highway includes a wide range of suburban

housing types, low intensity strip commercial, local parks, the Galloping Goose regional trail and two schools.

Many detached homes and buildings date back to the early and mid 20th century. There are also several newer residential

developments, including townhomes and apartments.

Thetis Lake Regional Park and the Victoria General Hospital dominate the section of View Royal north of the Trans Canada Highway. To the west the park and adjacent lands provide a large natural recreation area with sparse rural housing. Newer residential subdivisions connect along Burnside Road. The eastern part of this area includes some undeveloped and small agricultural parcels, in the area known as Strawberry Vale. There are several small older homes in this area as well as limited convenience commercial and community facilities.

Pockets of View Royal can be considered "walkable" but, as a community, the Town is not well designed for pedestrians. The majority of development is suburban in character and designed to house people who get around by car. However, this is changing as more people are drawn to this part of the region, alternative transportation infrastructure is developed and the Town encourages compact, sustainable development and placemaking.



## Integrating Land Use and Transportation

The distribution and form of land use and development is deeply connected to the design of transportation and servicing infrastructure. Just as past development was shaped by suburban streets, View Royal's future development will be dictated by how, where and what type of infrastructure is planned and built.

To become a more sustainable place and reduce greenhouse gas emissions, View Royal must plan land use and infrastructure in tandem, and in a manner that decreases reliance on vehicle travel and supports compact development. This means expanding bike and pedestrian facilities; improving transit service; locating housing close to jobs and amenities; supporting higher density and mixed-use development; and creating vibrant places that entice people to walk, bike and ride the bus.

View Royal is well served by two regional highways and an arterial road system. While these roads provide good connections to the rest of the region, they also create significant traffic impacts for View Royal. "Rush hour" traffic begins piling up on the Old Island Highway around 2:30 pm. This daily gridlock is locally, and often begrudgingly, referred to as the "Colwood Crawl" and dramatically slows down local access to neighbourhoods and businesses. The Town's Transportation Master Plan recommends a study of possible diversion routes to support calm and efficient traffic through View Royal. The Plan also recommends improving bike and pedestrian infrastructure, encouraging the development of land use bylaws that promote mixed-

use, transit-oriented development, and working with BC Transit to improve transit service through View Royal.

At the regional level, options are being studied to reduce traffic congestion and provide commuter travel options through rapid bus, light rail or commuter rail service. The commuter rail option is proposed along the existing E & N right-of-way. Initiating either form of rapid transit service will have a profound impact on the development potential of surrounding properties, significantly increasing the viability of creating transit-oriented development nodes near bus stops or rail stations. The Colwood and Langford OCPs plan for improved commuter service and support transit-

oriented development along these routes.

The community is fortunate to also be connected locally and to the region by the Galloping Goose regional trail and several regional bike routes. This infrastructure is widely used by bike commuters and for recreation purposes. The

Galloping Goose currently extends east-west through View Royal from Colwood, within planned improvements near the Colwood Interchange.

Improvements to the pedestrian and bicycle network are planned to

create continuous and safe routes within and through the community. Funding is already in place for improvements on the Old Island Highway between Admirals Road and Helmcken Road, and in the Wilfert Planning Area.



## Planning Initiatives

Since adopting the current OCP in 1999, View Royal has experienced substantial residential growth and development interest. The population increased by about 24%. View Royal, together with Colwood and Langford are the fastest growing municipalities in the Region. These communities are expected to absorb the majority of the regional growth over the next several decades.

As a member municipality of the Capital Regional District, View Royal is committed to achieving the goals of the Regional Growth Strategy: Keep urban settlement compact; protect the integrity of rural communities; protect regional green/blue space; manage natural resources and the environment sustainably; build more complete communities; improve housing affordability; increase transportation choice; and the regional economy.

The adjacent communities of Langford, Colwood, Esquimalt and Saanich have updated their OCP to support regional and local goals for sustainable growth.

View Royal has recently completed several major local planning efforts including a Parks and Trails Master Plan, Master Drainage Plan, Secondary Suites Bylaw, Transportation Master Plan and an updated strategic plan. All of these documents support innovative planning and design approaches such as using bioswales to filter and disperse stormwater, creating a continuous sidewalk system and increasing density in existing residential neighbourhoods.

*Sources: Town of View Royal, Capital Regional District, Statistics Canada, City of Langford, City of Colwood, Craigflower Country*

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The Town's Strategic Plan sets out priorities that inform the OCP update process. These include improving the Town's identity and image; attracting new business; enhancing safety and appearance; addressing regional growth and transportation issues; strengthening emergency preparedness; promoting parks and open space stewardship; and encouraging proactive steps towards managing growth. One of the Plan's objectives for 2009 is to explore the option of developing a Town Centre Local Area Plan that would identify a site, vision and development policy for a central business district and activity node.

### DEVELOPMENT

Large development projects currently underway in View Royal include expansions at the Victoria General Hospital and the Great Canadian Casino. The Thetis Cove project – planned as the largest new residential development in the community – is on hold pending funding. The proposed development plan for Thetis Cove includes detached and attached housing, a central park, public pier and waterfront trail. A limited number of other large development sites include the partially complete Lakeside Village on Six Mile Road, a number of properties near the Hospital, the slopes below Mill Hill, and the Burnside/Watkiss Way corner.



### KEY PLANNING CONSIDERATIONS

- How can the identity of the community be strengthened to create a stronger sense-of-place?
- What character-defining elements should be promoted as the community grows and changes?
- How can land use and transportation be planned to provide jobs for View Royal residents locally, minimize the need to commute out of the community, promote alternative transportation and reduce green house gas emissions?
- How should the demand for new housing be met?
- What opportunities are there for infill and redevelopment?
- How should commercial lands be developed over time?
- Should there be a Town Centre and/or central public gathering place in? What would this look like? Where would it be located?

View Royal is defined by the parkland, natural areas and waterways within its boundaries. These areas provide local and regional recreation opportunities, significant habitat, beautiful scenery, and space for generating important resources — fresh water and clean air.

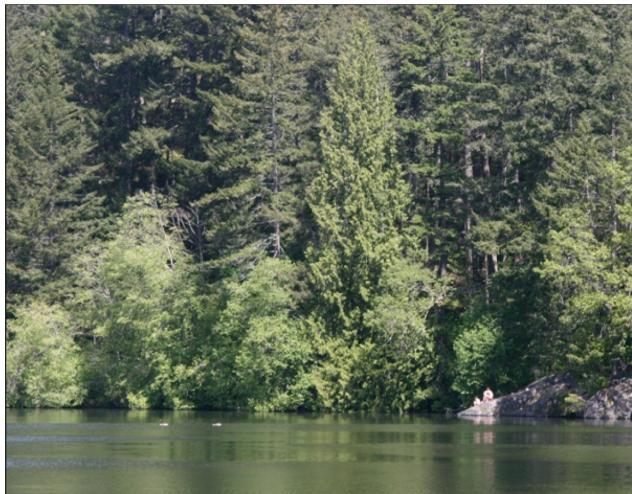
The diversity and beauty of the landscapes and vistas in View Royal are impressive. It has ocean shoreline, rocky hills, grasslands, forest, and a network of lakes and streams. The many parks — most notably Thetis Lake Regional Park — allow for recreational access while protecting sensitive ecosystems and regionally significant ecological resources. However, many of the Town's natural areas, including the shoreline and waterways, have limited public access. Improved connections could increase the public's enjoyment, awareness and sense of stewardship of the local natural environment.

## Geography

View Royal has a diverse set of geographic features. To the south it borders the ocean along Esquimalt Harbour and Portage Inlet. Farther north, bedrock hills reach elevations of over 135 metres. The hilly topography provides many expansive views of the ocean, neighbouring municipalities, and beyond. There are also a number of fresh water creeks and lakes within View Royal.

## Ecosystems

View Royal is located within the Coastal Douglas Fir (CDF) Zone — one of BC's sixteen major biogeoclimatic zones. This zone is characterized by having warm dry summers and mild wet winters. Common plant species include Douglas Fir, Western Red Cedar, Grand Fir, Arbutus, Garry Oak, Red Alder, Oceanspray, Oregon Grape, Salal, and Snowberry.



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Much of View Royal is covered with mixed deciduous-coniferous forest but it also has rare Garry Oak ecosystems, which are only found in the CDF Zone. The diverse ecosystems in View Royal range from moist low-land creeks and estuaries to dry meadows. These include the saltwater environment of Esquimalt Harbour and Portage Inlet, the estuarine environment where Craigflower and Millstream creeks meet the ocean, and the fresh water environments of Thetis, Prior and McKenzie Lakes.



n a t u r a l e n v i r o n m e n t

The ecosystem of Portage Inlet and the Gorge waterway provides habitat to a rich diversity of species. It supports spawning herring, cutthroat trout and coho salmon, as well as dense colonies of sponges, anemones, sea squirts, and large areas of eelgrass. This area is also a sanctuary for migratory birds. Many species of birds depend on the waterways and their shores for roosting and nesting. A healthy ecosystem is essential to support the fish and shellfish that these seasonal and year-round birds feed on.

## Sensitive Ecosystems Inventory

In the mid-1990s government agencies conducted the first Sensitive Ecosystems Inventory (SEI) for East Vancouver Island and the Gulf Islands through a combination of air photo study and field observations. The study identified eight percent of the area as being one of nine sensitive ecosystems. When the study was updated in 2004, a loss of 11% of the original sensitive ecosystem was observed.

The 2004 study showed almost 13 hectares of sensitive areas had been lost in View Royal over the previous decade. Within Thetis Lake Regional Park about 9.6 hectares were lost to road and trail development, and in northern View Royal, about 3 hectares of forest was cleared.

Seven of the nine Sensitive Ecosystems are found in View Royal. These are identified and described in the Town's Parks and Trails Master Plan (2007).



- Terrestrial Herbaceous – open wildflower meadows and grassy hilltops. Twenty-seven hectares located primarily in Thetis Lake Regional Park, some in Mill Hill Regional Park and some in and around Knockan Hill Park.
- Older Forest – average tree age 100 years +. Area of 385.3 hectares, principally in Thetis Lake Regional Park and northwestern View Royal.
- Riparian – on floodplains adjacent to lakes and streams. The total area of riparian ecosystem in View Royal is identified as 7.4 hectares, along the creeks in Thetis Lake Regional Park and along Millstream Creek in the area of Wilfert Park.
- Woodland – dry, open forested areas, comprised of pure stands of Garry Oak and mixed stands of Douglas Fir / Garry Oak and Douglas Fir / Arbutus. The total area of woodland is identified as 21.8 hectares, principally in Mill Hill and Thetis Lake Regional Parks.
- Wetland – seasonal or year-round water, either at or above the soil surface, or within the root zone of plants. All wetlands in View Royal – 28.7 hectares – are in the northern reaches, either in Thetis Lake Regional Park or in close proximity to Pike, McKenzie and Prior Lakes.
- Older Second Growth Forest – previously logged or used for human settlement. A total of 152.5 hectares is identified in View Royal, principally in Thetis Lake Regional Park.



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- Seasonally Flooded Agriculture Fields – land used for agriculture but with important wildlife habitat value during specific times of the year. View Royal has 6.8 hectares of this ecosystem, located in the rural areas of the northwest.

#### **OTHER IMPORTANT ECOSYSTEMS**

The research undertaken as part of View Royal's 2007 Parks and Trails Master Plan identified additional land and water ecosystems that had not been identified by the SEI. Specifically, these include:

- Portage Park, Nursery Hill Parks – valuable flora and fauna habitat
- Criagflower Creek, Millstream Creek – essential fish habitat
- Stoneridge Wetland, Tidewater Marsh – productive estuarine habitat

### **Local Conservation Initiatives**

Environmentally sensitive areas in View Royal have been compromised and threatened by over a century of forestry, agriculture and suburban development. In recent decades, community and environmental groups, and government have worked to restore and protect the View Royal's natural resources.

Several initiatives are underway to improve water quality and habitat areas in Portage Inlet and the Gorge Waterway. These include work being undertaken by the Portage Inlet Protection Society — an association of waterfront residents – and an inter-governmental partnership titled Victoria and Esquimalt Harbours Environmental Action Program (VEHEAP). The latter organization is conducting the Harbours Ecological Inventory and Rating (HEIR) project, a major initiative to identify and rate the biological and physical features of the backshore, intertidal and subtidal portions of the harbours.

Local conservation initiatives include expanding protected areas through conservation covenants and parkland dedication, removing invasive plant species, and encouraging native planting and responsible waste management. The CRD's Regional Growth Strategy also supports conservation in View Royal through the establishment of an urban containment boundary and conservation strategies, and the encouragement of compact development forms.



### **Key Planning Considerations**

- How can new growth and development be distributed and designed to ensure the long-term integrity of the natural environment?
- How can public access to the shoreline and natural areas be improved to support increased public awareness and enjoyment of these resources?
- What innovative techniques should be encouraged to reduce the impact of human activity on the natural environment?

#### **Sources**

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BC Ministry of Environment  
Parks Canada*

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