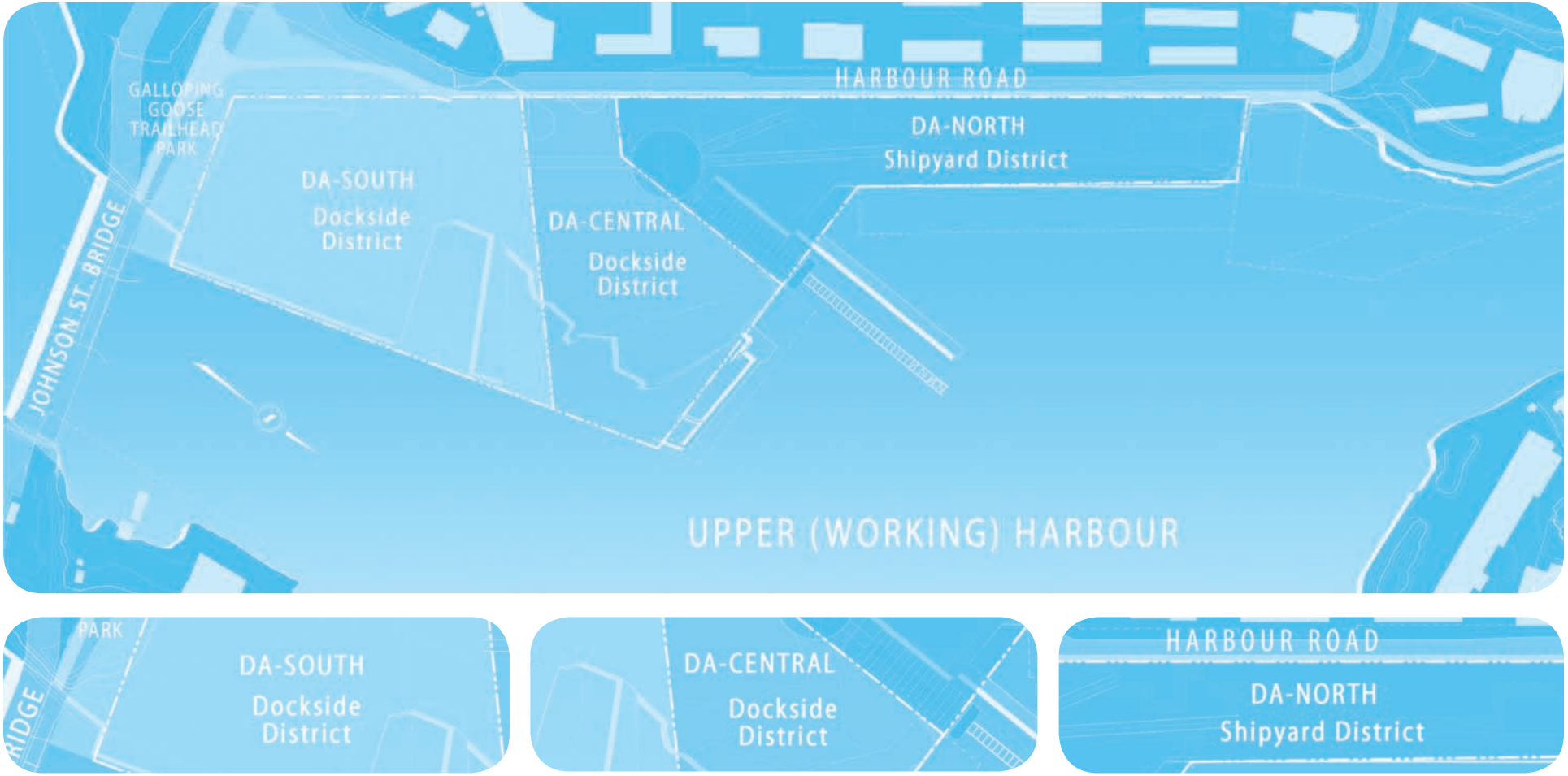

HARBOUR ROAD INDUSTRIAL WATERFRONT

Design Guidelines | October 2008

CITY OF VICTORIA

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1.0 OVERVIEW

The City of Victoria and various community organizations have long sought to retain a marine industrial presence and ensure that a working harbour is maintained in the Upper (Working) Harbour. The retention of the area's marine industrial character is reflected in the City's *Zoning Bylaw, Official Community Plan* and the *Victoria Harbour Plan.* The Harbour Road Design Guidelines use these documents as their framework.

The overall goal of the City's planning policies is to preserve the Working (Upper) Harbour as a characteristic of Victoria, while supporting its importance as part of the economy. Achieving this goal has become more complex as the harbour has changed. It involves ensuring the economics of marine industrial use can be supported, while balancing the integration of new waterfront uses, including the desire for public access.

Currently, the Harbour Road Industrial Waterfront area has a predominantly marine industrial character. Ship repair is a central feature, with the vessels themselves contributing a major visual element. Associated buildings, equipment and structures are large and include a central turntable. These features impart a distinct identity and provide an interesting industrial landscape.

Locals, residents, passersby and visitors mainly view the area from the street level of Harbour Road, from across the Working (Upper) Harbour on the Swift Street waterfront and from the Johnson Street Bridge (SEE IMAGES 1 TO 4).

The zoning for more than half the industrial waterfront area north of the Johnson Street Bridge also allows for the following uses; permitting restaurants, clubs, neighbourhood pubs and cabarets, as well as public amenities including parks, museums and cultural facilities (SEE MAP 2, PAGE 8). These Design Guidelines also provide guidance, should these uses occur, by providing Development Option 2.

Image 1: Street level view from Harbour Road

Image 2: Waterview from Swift Street Waterfront

Image 3: Waterview of Point Hope Shipyard

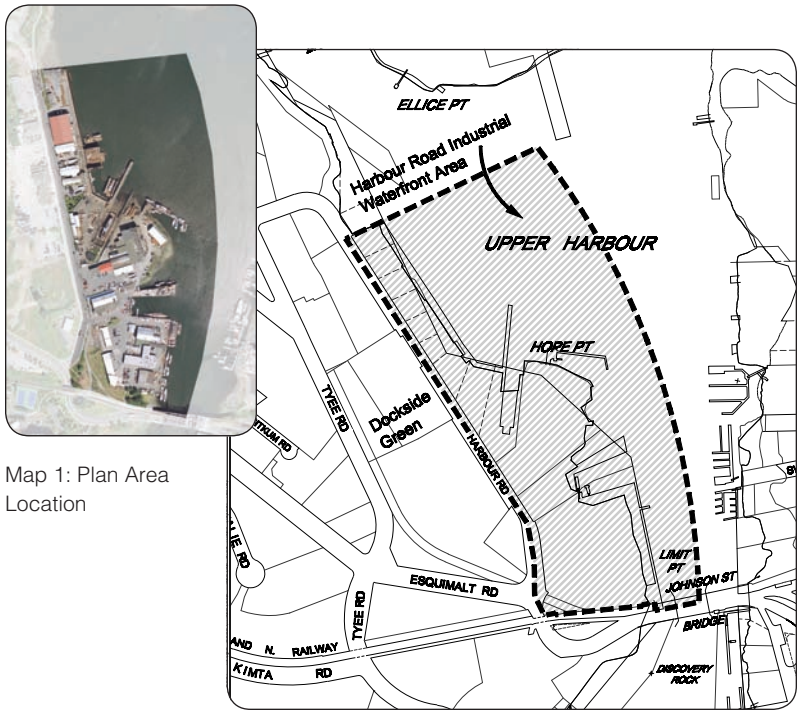
Image 4: Elevated view from Johnson Street Bridge

1.1 Purpose

The purpose of these design guidelines is to direct future development of the Harbour Road Industrial Waterfront Area.

The guidelines assist the City in regulating the form and character of buildings, as well as exterior design, finishes and landscaping.

These guidelines are intended as a reference for future designers to understand the community's values and the City's goals, objectives, and site design principles for high quality marine industrial development, as well as to assist Council's decision-making with respect to future development proposals.



Map 1: Plan Area Location

1.2 Plan Area

The City-owned Harbour Road Industrial Waterfront site (5.3 hectares) is located in the Victoria West neighbourhood, between Harbour Road and the Upper (Working) Harbour. It is located directly adjacent to the north side of the Johnson Street Bridge, and east of the Dockside Green development, facing the northern reaches of Downtown (SEE MAP 1).

1.3 How To Use These Guidelines

Guidelines applicable to the entire site are included in the *Overall Design Guidelines* section, while those specific to sub-areas are included in the *Development Area Specific Design Guidelines* section.

These guidelines use the 2007 zoning boundaries when describing sub-areas of the site. *The City of Victoria Zoning Bylaw* separates the site into three zoning districts (SEE MAP 2, PAGE 8).

The Shipyard District, *S-PH ZONE* refers to the northern portion of the site. The remainder of the site is separated into two Dockside Districts; the central area is designated SD-2 ZONE and the southern portion is SD-1 ZONE.

In these guidelines, the three districts are named DEVELOPMENT AREAS (DAs): DA-NORTH for the S-PH ZONE, DA-CENTRAL for the SD-2 ZONE and DA-SOUTH for the SD-1 ZONE (SEE MAP 3, PAGE 12).

Buildable areas have been identified for each development area and form the basis for two architectural building layout options for each of the development areas.

1.4 Plan Interpretation

Must, Will and Shall

Throughout this document the terms *must, will,* and *shall* are used to describe mandatory guidelines or provisions, which must be met. There is no recourse for negotiation as long as these items remain part of these guidelines.

Figures and Illustrations

Figures, maps and plans have been included to assist in the explanation and description of certain concepts. These are for illustrative puposes only. Building shapes, sizes, forms and locations are subject to change.

Plan Precedence

These guidelines form part of a series of regulatory documents that, when combined will direct future development on the site. Readers should refer to *Section A.4 Relevant Planning Regulations* in the appendices of this document for an overview of existing City policies.

Once adopted, these guidelines will form part of the *Official Community Plan*, which along with the *Zoning Bylaw*, take precedence over previously developed planning policies.

Changes to the Document

This document may be amended as required. Always refer to the City's Planning and Development Department to obtain the most up-to-date information.

1.5 Timeframe

The timeframe for the Harbour Road Industrial Waterfront Design Guidelines is intended to be long-term, extending beyond the lifespan of the existing buildings. After adoption, portions of the guidelines may be amended from time to time through a formal bylaw amendment process.

2.0 OVERALL DESIGN GUIDELINES

2.1 The Future of the Lands: Existing Zoning and Implications

Although the site has a predominantly marine industrial character, the area is split into three zones, each permitting different building heights, development densities and land uses.

The *Shipyard District S-PH ZONE (DA-North)* covers approximately one third of the site and is zoned mostly for marine industry. The *Dockside Districts, SD-1* and *SD-2 ZONES (DA-South and DA-Central)*, are very similar to each other, permitting marine industries and also restaurants, clubs, neighbourhood pubs and cabarets, as well as public amenities such as parks, museums and cultural facilities (SEE MAP 2, PAGE 8).

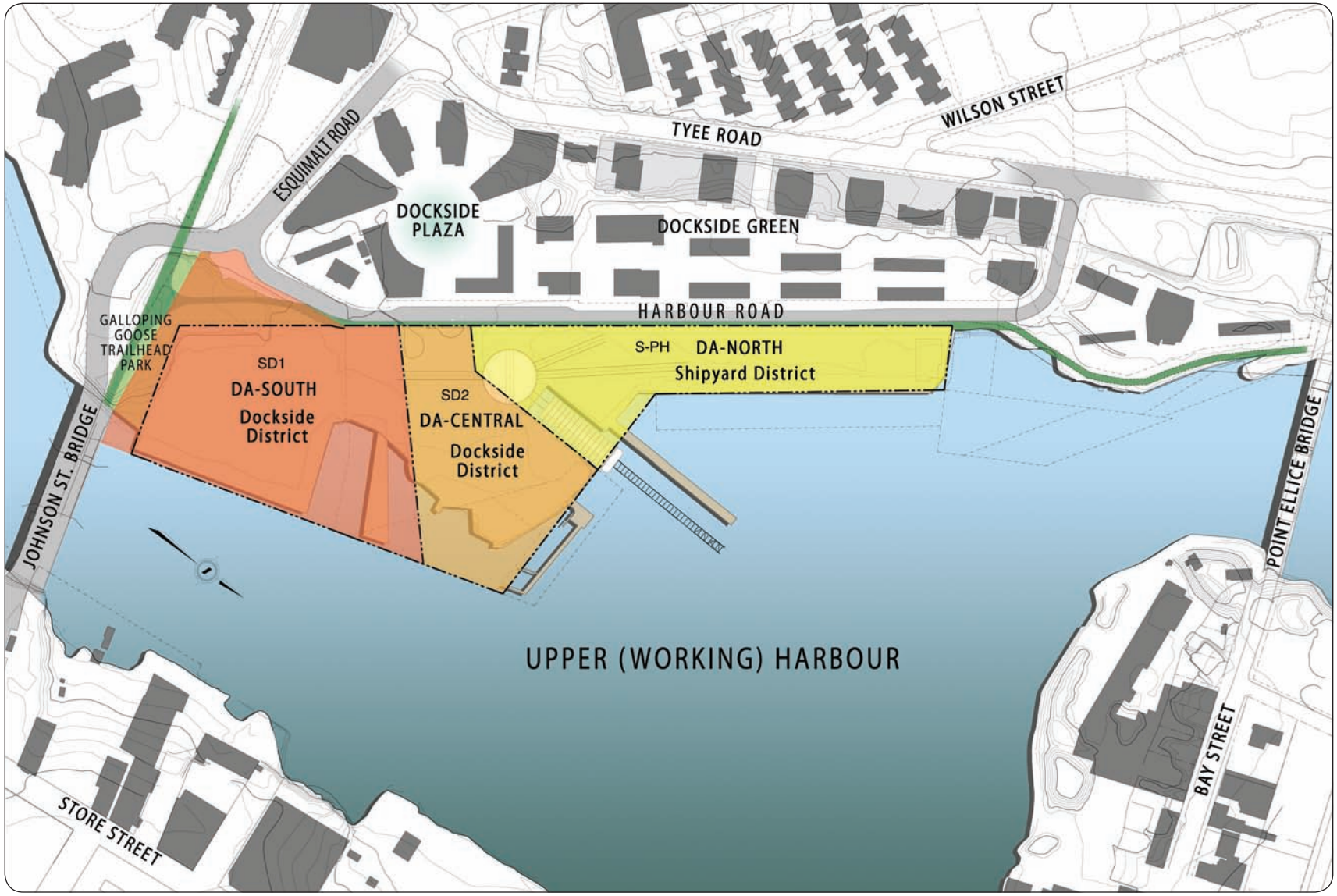
At this time, the Ralmax Properties Ltd. (Point Hope Shipyard) lease extends over the DA-North, the middle DA-Central, and a portion of the southerly DA-South.

Zoning for the overall area could lead to two quite different land use areas. Although there is a common theme of marine industry, the *S-PH ZONE* of DA-North permits marine industrial use and largely discourages public access. The zoning for the *SD-1* and *SD-2 ZONES* in the DA-South and DA-Central envisages a people place, complete with public access and a range of commercial uses.

As leases expire on the southerly lands of DA-South, Council will face choices about the land uses it wishes to encourage through new leases. If Victoria City Council chooses land uses that under the current zoning allow for commercial activities and extensive public access, then design should reflect this. However, Council may choose to support an extension of the marine industrial uses.

These guidelines have been structured to recognize existing zoning, as well as possible future alternatives for the site, which are captured in two development options for each development area.

Development Option 1 accommodates marine industrial use, whereas Development Option 2 suggests an alternative use as a “people place”.



Map 2: Zoning Districts and Development Area Designations

2.1.1 The Dockside Districts

The *Dockside Districts* refer to the *SD-1* and *SD-2 ZONES* on the southern portion of the site, adjacent to the Johnson Street Bridge, (designated *DA-South* and *DA-Central*).

While including many marine industrial uses, zoning for the *Dockside Districts* also permits restaurants, clubs, neighbourhood pubs and cabarets, as well as public amenities like parks, museums and cultural facilities. The *Dockside Districts* are envisioned as mixed-use areas with public access.

The *Dockside Districts*, *SD-2 ZONE (DA-Central)* and a portion of the *SD-1 ZONE (DA-South)* are currently leased to Ralmax Properties Ltd. (Point Hope Shipyard) exclusively for shipyard operations. The lease expires in April 2045.

Should there be a new leaseholder before 2045, the use of this area can remain marine industrial, or change to commercial and cultural uses, without rezoning.

The remainder of the *SD-1 ZONE (DA-South)* is leased to Western Subsea Technology Ltd. on a month-to-month basis, to the Sail and Life Training Society – SALTS (lease expires November 2008), and to Carmanah Technologies Corporation (lease expires August 2011).

In the event the City leases the remainder of the *Dockside District SD-1 ZONE (DA-South)* to a new leaseholder, with a commercial or cultural use focus and major public/ cultural use is placed in this area, consideration should be given to use a contemporary architectural style that would be distinctive, but still speak to some of the materials and colours of this marine industrial area. (SEE IMAGES 5 TO 8)

These guidelines address this possibility by including an alternative design theme for built form and massing, character, signage and access strategies.

Image 5: Illustrative View 'Cafe/Restaurant' Best Practices – Granville Island, Vancouver, BC

Image 6: Illustrative View 'Food Services' Best Practices – Nelson, New Zealand

Image 7: Illustrative View 'Maritime Museum' Best Practices – Freemantle, Australia

Image 8: Illustrative View 'Theatre' Best Practices – Singapore, Malaysia

2.1.2 The Shipyard District

The *Shipyard District* refers to the *S-PH ZONE (DA-North)*, which permits a range of marine industrial uses.

This property is currently leased to Ralmax Properties Ltd. (Point Hope Shipyard), with the lease expiring in April 2045. The lease indicates exclusive use of the property as a shipyard operation.

Should there be a new leaseholder before 2045, the use of this property remains marine industrial, according to the *Zoning Bylaw.*

2.2 Site Design Principles

The following site design principles are based on the objectives of the City and the community for the future development of the Harbour Road Industrial Waterfront area:

1. Improve the aesthetics, function and business vitality of the area; design for the industrial, commercial and public realm with the use of building materials, signage and landscaping theme.
2. Build on the existing marine character and diversity with a coherent architectural style; enhance character with colour and material schemes, fenestration, lighting and distinctive roof lines.
3. Ensure appropriate height and massing are consistent with the site's location along the Upper Harbour.
4. Respect and enhance the site's maritime past through authentic building forms and detailing.
5. Ensure the protection of key view corridors and vistas over the "private domain" areas as illustrated on Map 8.
6. Provide visual interest along Harbour Road and the waterfront edge with a variety of building heights and roofscapes.
17. Create waterfront focal points and access on both ends of the site for the public.
8. Promote visibility of functions and activities via building placement and physical openings into buildings.
9. Establish a link to the existing local network of pedestrian/cyclist pathways.
10. Ensure future design compatibility with the Dockside Green development through site planning, building forms and heights, view corridors, site landscaping, building designs and materials.
11. Design Harbour Road and site access for safety and security.
12. Apply the *City of Victoria Green Building Policy* standards, wherever possible.

2.3 The Public and Private Domains

It is recognized that there are two domains within the Harbour Road Industrial Waterfront area, the public and private domain.

The Public Domain

Areas within the *public domain* such as Harbour Road, potential parkland areas and trails, and some viewing platforms are largely the responsibility of the City of Victoria. Guidelines for these areas focus on lighting, landscaping, signage, surface materials and parking. The DA-SOUTH lands may be leased out for private use and, under the existing zoning, may permit public access and, therefore, become part of the public domain.

The Private Domain

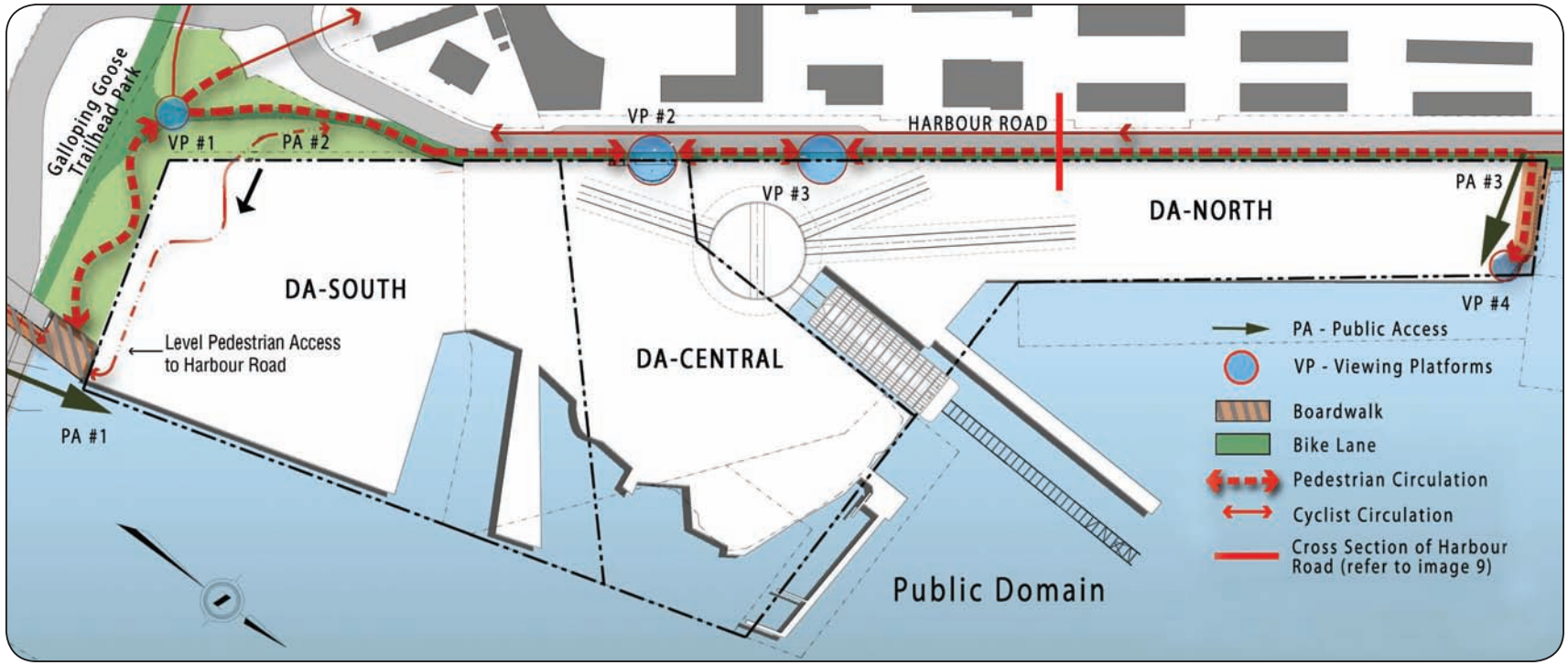
In these guidelines, the term private domain refers to the lands predominantly used by private industry and, for the most part, restrict public access. The building structures of the industrial operations characterize these lands and, therefore, the guidelines focus on these structures and their overall visual impact, including massing, locations, colours and view corridors.

2.3.1 The Public Domain: Roads, Paths and Open Space

The following illustrations on Map 3 (PAGE 12) display the Public Domain of the Harbour Road Industrial Waterfront area.

The public domain of roads, pathways, open spaces and amenities in and surrounding the Harbour Road Industrial Waterfront, includes:

- Harbour Road;
- A possible access road connection into the DA-South that may become public;
- Galloping Goose Trailhead Park (adjacent to the Johnson Street Bridge);
- A future waterfront path connection under the Johnson Street Bridge; and
- Public amenities, including viewing platforms and interpretation signage along Harbour Road, the water's edge and within green space areas.



Map 3: Public Domain

2.3.1.1 Harbour Road

As a public road and the main vehicular access to the industrial waterfront area, Harbour Road will be the interface between these lands and the Dockside Green development. Harbour Road serves a number of functions, accommodating a wide range of users, including industrial and commercial traffic, private vehicles, pedestrians and significant cyclist traffic drawn to the Galloping Goose Trail and waterfront. Upon completion of the Dockside Green development and the proposed extension of Harbour Road to connect to Tyee Road, traffic along Harbour Road is expected to increase significantly over the next ten years.

The regional Galloping Goose Trail is a hiking and cycling path running within the Harbour Road right-of-way, along the entire length of the industrial waterfront area. It is used as a major corridor for pedestrian and cyclist activity (SEE IMAGE 9).

When designing Harbour Road:

- Safe design for all modes of transportation, traffic and pedestrians should be incorporated by introducing designated bicycle and pedestrian pathways, as well as associated signage, lights, changes in pavement patterns and temporary barriers.

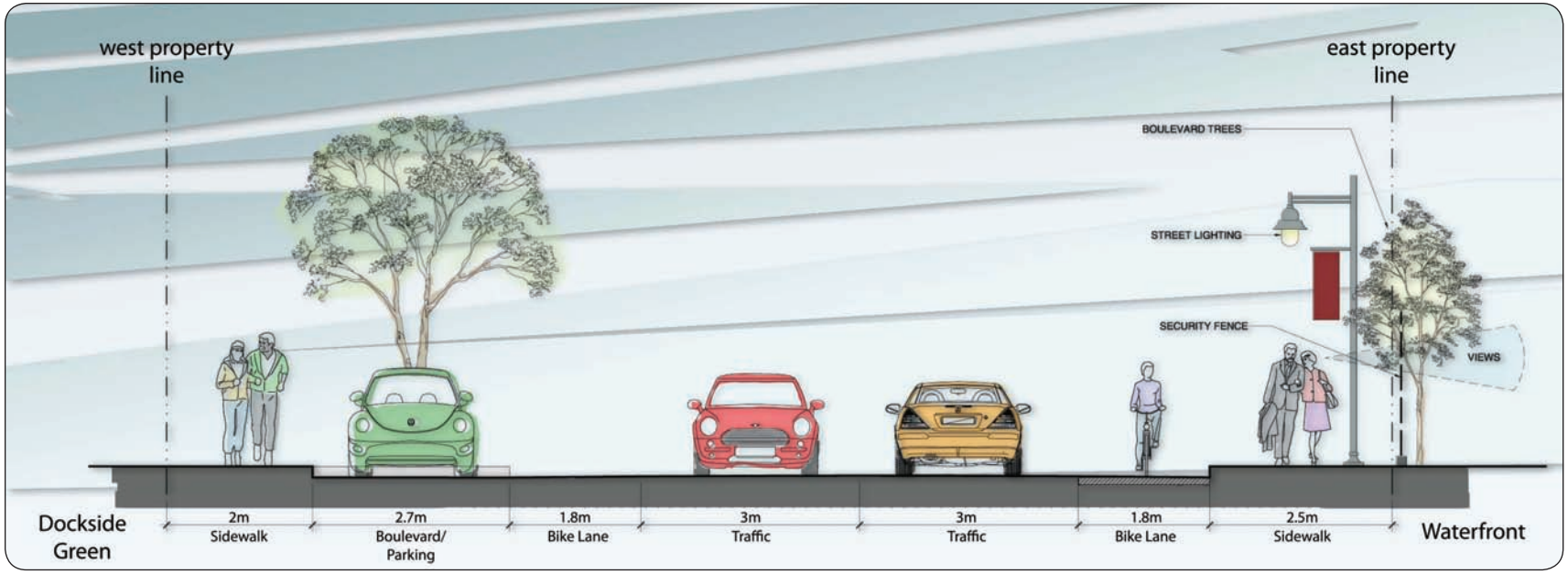


Image 9: Illustrative Plan: Cross-section and Conceptual Alignment for Harbour Road – Looking North
(Please refer to Maps 3 and 4 and also refer to the Design Guidelines for the Dockside Area, Policy Plan 2005)

- Build on the concept of watching industrial activities through observation windows and view platforms at the north and south ends; protect existing and add additional view platforms.
- Incorporate the marine industrial character of the area in the landscaping design by using hard landscaping and complementing, rather than dominating the streetscape, with boulevard trees and shrubbery. The extension of the existing boulevard tree design and spacing is recommended.
- Harbour Road has a total right-of-way of approximately 16 to 17 metres with 4.8 metres for each travel lane, including surface bike lanes of 1.8 metres on each side. A 2.5 metre sidewalk should be installed along the eastern side of Harbour Road up to the property line, which requires a possible easement south of the observation point.
- There must be no gravel strips along the sidewalk and the Harbour Road Industrial Waterfront area property line. Curbs should be utilized to keep debris off the sidewalks and bike lanes for safety reasons.
- Street lighting and signage should be installed along Harbour Road in vehicular and public site access areas and on viewing platforms.
- Surface street parking on the eastern side of Harbour Road, adjacent to the industrial waterfront area, cannot be provided within the road right-of-way.
- The cycling portion of the Galloping Goose Trail will be accommodated within the travel lanes of Harbour Road (1.8 metres each side).
- When redevelopment occurs, it is recommended that the overhead wiring would be buried underground along the entire length of Harbour Road.

2.3.1.2 Public Access – Pedestrian/Cyclist

Unrestricted public access to the Harbour Road Industrial Waterfront area is both a safety and a security concern, even though the zoning for the Dockside Districts *(DA-South and DA-Central)* envisions public access to a mixed-use area.

In total, three locations for public access (PA) have been identified (SEE MAP 3, PAGE 12). These locations should be accessible by pedestrians and cyclists only. Vehicles should be limited to the site road access, designed with signage and surface materials that discourage major use by private cars.

Public Access Area #1 – PA #1

In order to gain access from the south, via Songhees Point Park, a new pedestrian waterfront walkway, extending underneath the Johnson Street Bridge into the southern docks of the *DA-South*, is required. A possible level path could be considered to connect the waterfront path with Harbour Road.

Public Access Area #2 – PA #2

Depending on the future uses of *DA-South and DA-Central*, site access needs to be formalized through a road that may be private or public. Consideration should be given to a short access road into DA-South from Harbour Road to the waterfront, and the southern dock area as a “pedestrian/cyclist only” extension of the site entrance road.

Public Access Area #3 – PA #3

A preferred third public access area could be from Harbour Road to the northern water's edge of *DA-North*. This access could be accommodated in a 10-metre right-of-way on level grade with the road.

When designing public access areas:

- Harbour Road and the surrounding network of paths and trails should physically connect with the industrial waterfront area;
- Safe circulation of industrial, vehicle and pedestrian/ cyclist traffic must be accommodated;
- Landscape design should build on the design theme of maritime character (hard landscaping), and include a variety of pavement materials and surface treatments, as well as lighting and street furniture;
- Visual interest should be provided by promoting visibility of the functions involved in the marine industrial operations, or other uses on site and along the water's edge;
- Provide for signage (building, directional and interpretative);
- Do not allow parking within the 10-metre buffer along the waterfront; and
- Provide barrier free access for an unobstructed path from Harbour Road to the water's edge for pedestrians and cyclists, as well as wheelchairs and scooters.

2.3.1.3 Viewing Platforms

A public viewing platform has been constructed mid-block on Harbour Road, providing the opportunity to observe marine industrial operations at the turntable location. (VIEW POINT 2) This viewing platform must be retained in Option 1 (SEE MAP 3, PAGE 12 AND IMAGES 10 AND 11, PAGE 16).

These design guidelines build on the concept of public access to views of marine industrial operations on the Harbour Road lands, as well as the waterfront activities of the Upper (Working) Harbour and the water's edge of the Harbour Road Industrial Waterfront. Any newly installed viewing platform or observation area/window should provide views consistent with this concept.

Viewing platforms are to be defined spaces, and include signage describing the history and current uses of the area.

A total of three additional viewing platform locations should be considered as follows (SEE MAP 3, PAGE 12):

- In the DA-South within the Galloping Goose Trailhead Park (Viewing Platform, VP #1). The installation of a viewing platform at the end of the future access road to the site at the water's edge is optional.
- In the DA-North along Harbour Road (Viewing Platform, VP#3).
- The installation of a viewing platform as part of the future public access to the water's edge (Viewing Platform, VP #4).

In the case of future development necessitating the removal of any viewing platform and/or observation area/window, that element should be reinstalled in proximity to the previous location.

Amenities to be accommodated in each platform should include (but are not limited to):

- Seating;
- Signage (wayfinding, historic and activity based);
- Safe, secure and barrier free access from Harbour Road and the Galloping Goose Trail;
- Protection/safety railing along the dock edge, with a security fence between the viewing platform and the main site; and
- Adequate lighting (SEE SECTION 2.6 FOR DETAILS).

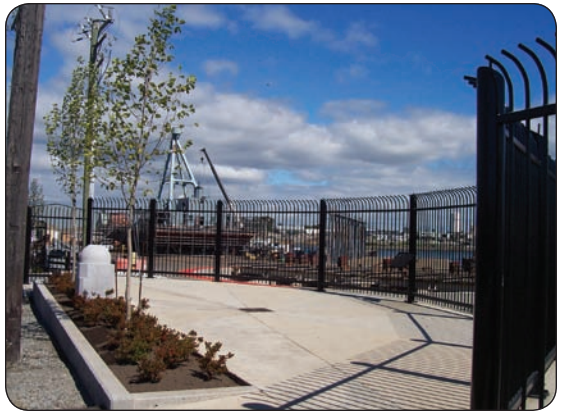
2.3.1.4 Galloping Goose Trailhead Park

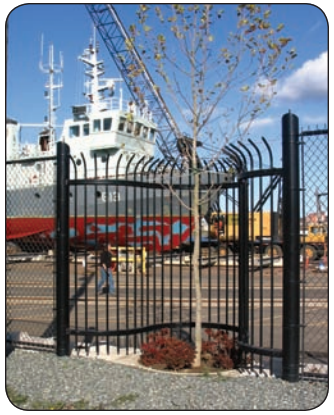
The existing Galloping Goose Trailhead greenspace adjacent to the Johnson Street Bridge offers opportunities for redevelopment into a public park (SEE MAP 3, PAGE 12 AND IMAGE 12).

Redevelopment opportunities could include a proposed linkage of the Galloping Goose Trail and a path under the Johnson Street Bridge, connecting the Upper (Working) Harbour with the Inner Harbour trail network.

When redeveloping the Galloping Goose Trailhead Park:

- An existing underground Telus installation and right-of-way that runs from the trailhead to the water's edge will have to be considered;
- A pathway connection, via staircase and bicycle ramp, should be installed to connect the Galloping Goose Trailhead with the future waterfront walkway under the Johnson Street Bridge;





Images 10 and 11: Best Practices – Existing Viewing Platform #2, Mid-block on Harbour Road in DA-Central.

Image 12: Best Practices – Existing Galloping Goose Trailhead Park, Viewed From Harbour Road/Esquimalt Road Intersection

- The landscape design should build on the overall design theme of the Harbour Road Industrial Waterfront, particularly with respect to viewing platforms, interpretive signage and the Crime Prevention through Environmental Design (CPTED) principles (SEE SECTION 2.8.2 FOR DETAILS).

Existing natural environment should be carefully considered.

2.3.2 The Private Domain: Industrial and Commercial

The private domain of the Harbour Road industrial waterfront area relates to overall marine industrial and commercial operations, as well as to the site areas facing Harbour Road and the water's edge.

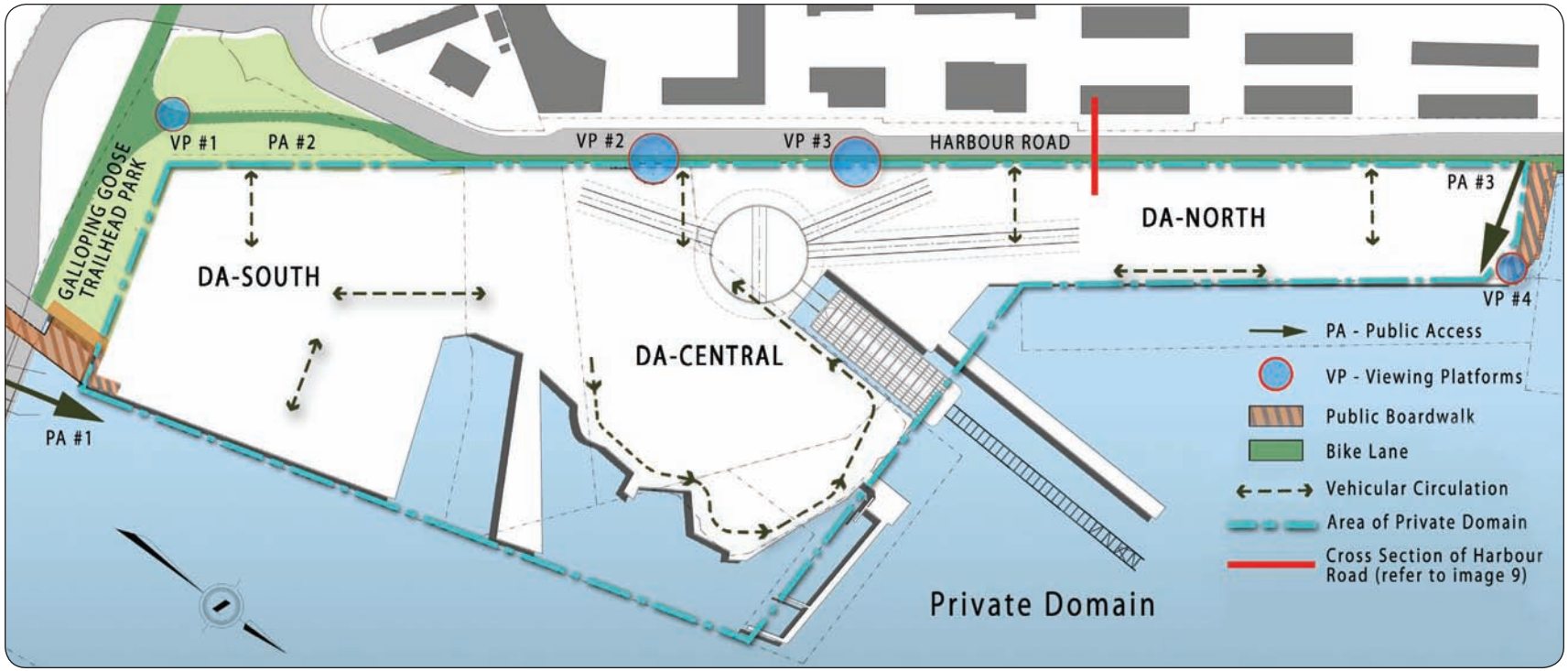
The following illustrations on Map 4 (PAGE 18) display the private domain of the Harbour Road Industrial Waterfront area.

2.3.2.1 Harbour Road Streetscape

The industrial waterfront area occupies nearly 500 metres of street frontage, representing a substantial presence to the public along Harbour Road. In general, the Harbour Road streetscape should maintain the marine industrial character of the existing buildings through building colours, materials and forms, with views into the industrial lands and, where possible, to the water.

Specifically, when designing the streetscape along Harbour Road:

- Irregular streetfront of building faces, setbacks, colours and materials should be maintained. Long and monotonous walls and building shapes shall be avoided;
- Landscaping that is inconsistent with the industrial character of the area should be minimized;
- Opportunities for viewing the marine industrial work within the lands should be maintained, by providing views into these areas;
- Signage should be utilized that describes and reflects the marine industrial uses and enhances visual interest (SEE SECTION 2.7 SIGNAGE STRATEGY FOR DETAILS);
- Key view corridors from Harbour Road to the water's edge should be protected and enhanced; and
- If necessary, fencing material should be used that permits views through to the industrial operations.



Map 4: Private Domain

2.3.2.2 Water's Edge Design: Upper (Working) Harbour

Viewed from the east, the area runs approximately 550 metres in length to the Upper (Working) Harbour. The site can be viewed at waterfront level from the Inner Harbour, buildings and walkways fronting Swift Street, and from the Johnson Street and Point Ellice Bridges.

Traditionally, the wharves on the water's edge of the Harbour Road lands were made from wooden pile docks. Sheet pile docks have since replaced wooden ones in *DA-North* at the northern end of the site. There are currently wooden pile docks in use in the *DA-South*, which the City anticipates replacing with sheet pile docks.

When redevelopment of the DA-South docks occurs, the character of the traditional pile dock style should be retained where possible to avoid looking at blank walls when viewed from the waterfront across the harbour, and particularly from the water level.

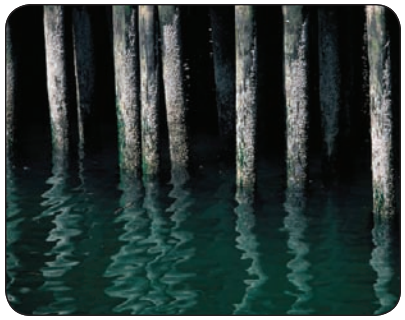
The piling does not need to be functional and is meant to be installed for aesthetic purposes only. Piling material could be steel, concrete or wood (SEE IMAGES 13 AND 14).

When redeveloping the waterfront of the Galloping Goose Trailhead Park, the soft shoreline should be retained and restored.

In general, the Harbour Road Industrial Waterfront should maintain the existing marine industrial character of the wharves. The minimum building setback from the high water mark, or the seaward edge of any dock or wharf, should be six metres, unless otherwise regulated in the *Zoning Bylaw.*

Specifically, when designing the waterfront:

- An irregular combination of building faces, heights, forms, massing, setbacks, colours and materials must be maintained. Long and monotonous walls and building shapes shall be avoided wherever possible;
- Multiple opportunities for viewing ships and activities associated with their repair and maintenance must be maintained at the intersections within the public domain wherever possible;
- Landscaping that is inconsistent with the industrial character of the area should be avoided;
- Surface car parking should be avoided whenever possible; and
- Signage in a variety of sizes and forms should be utilized to provide visual interest and reflect the marine industrial use. This also includes large painted lettering on building faces. Signage must take into consideration the City's Sign Bylaw.



Images 13 and 14: View/Best Practice – Traditional dock pile-style design, viewed from water level

2.3.2.3 Vehicular Site Access and Internal Circulation

The main goal when designing for site access and internal circulation must be to emphasize public safety at the intersections of the public and private domains, as well as internal security and efficiency (SEE MAP 4, PAGE 18):

- The number of vehicle access points to Harbour Road from the industrial lands should be limited to two for *DA-North* and one each for *DA-South* and *DA-Central*.
- When designing the site access, sightlines along Harbour Road should be maintained to ensure maximum pedestrian/cyclist safety.
- Future building location proposals and design should demonstrate and accommodate safe and secure internal circulation flow of industrial, vehicular and pedestrian/cyclist traffic, and accommodate site access points from Harbour Road.
- Truck deliveries and parking are a necessary part of the industrial use of the area, and relate to the functions of the various buildings and internal circulation. In *DA-South* and *DA-Central*, future vehicle access may include servicing restaurants and bars.
- Within the area of the Harbour Road Industrial Waterfront lands, internal circulation should accommodate secondary emergency exits along Harbour Road.
- Internal circulation should be unobstructed along the dock edges.

2.4 Landscaped Areas

A combination of soft and hard landscaping should be used to provide a transition between areas that are publicly accessible and those of predominantly industrial use (SEE MAP 5, PAGE 22 AND IMAGE 15, PAGE 21).

If the area continues to function primarily as marine industrial, landscaping should be complementary, but not a dominant element of the overall design:

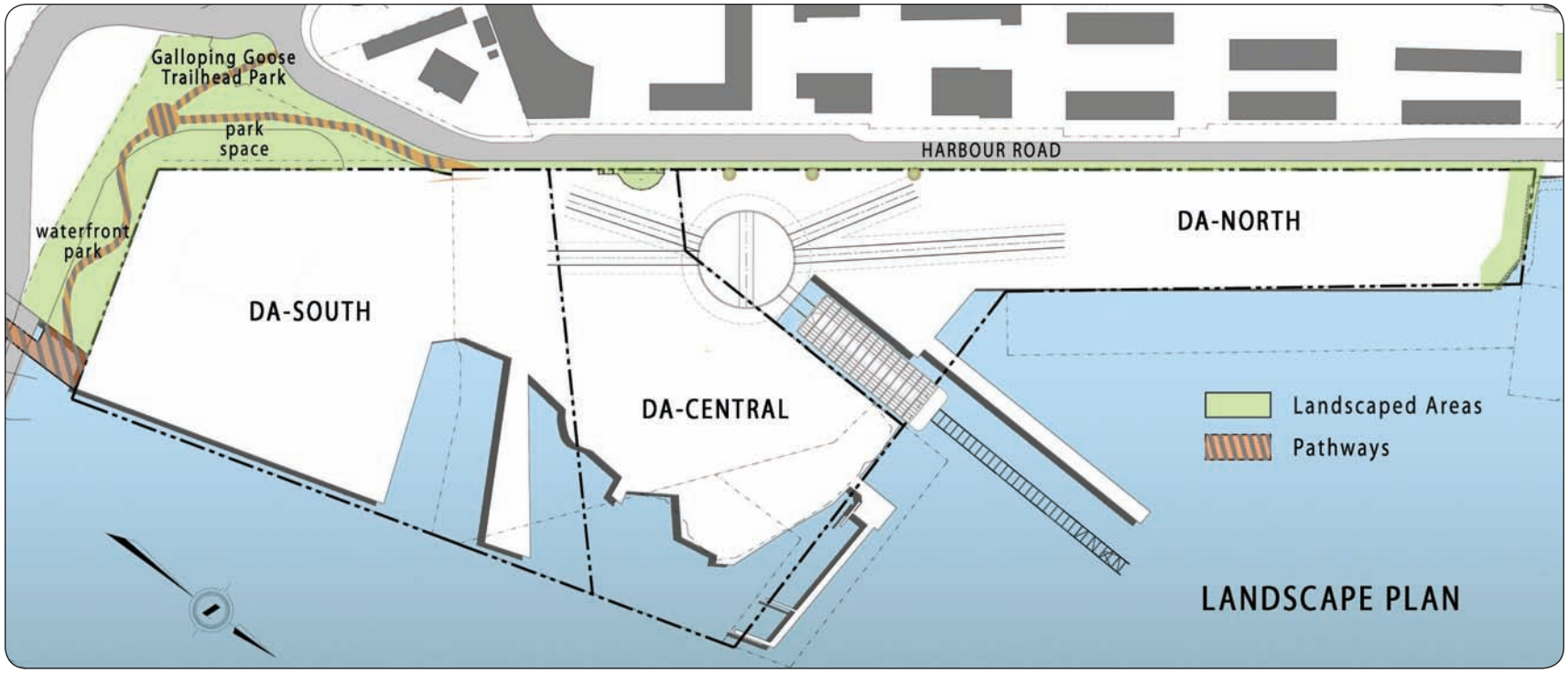
- Landscaping should be provided at main and secondary entrances to the site, office entrances from Harbour Road and within the project area, surface parking lots, outdoor storage, loading and equipment areas, and public open space and access areas.
- Preferred plant materials are to be predominantly indigenous and adaptive species and, depending on the level of public access, not dominate or obstruct the marine industrial operations or Harbour Road.
- Driving, parking, and pedestrian/cyclist areas should be distinguished by changes in material and/or the colour of the paving to provide for the safe interconnection of vehicle, pedestrian and cycle routes in this area.
- While curb and gutter is used to separate traffic and pedestrians on Harbour Road, bollards may be used for vehicle control, traffic separation, and tree protection in other public domain areas (SEE IMAGE 16, PAGE 21).

- Design of hard and soft landscaping should limit the amount of stormwater run-off. Permeable surfaces should be used wherever feasible outside the working area of industrial operations. (SEE IMAGE 17).
- Landscaping must take into consideration Crime Prevention through Environmental Design (CPTED) principles, and the impacts of greenery location and height have to be considered with safety issues in mind (SEE SECTION 2.8.2 FOR DETAILS).
- Provision should be made for the implementation of a signage strategy, as described in section 2.7, including signage materials and design theme, particularly for wayfinding and interpretation signage.
- Ensure street furniture (lights, benches and drinking fountains) is consistent with the marine industrial style.
- When designing waterfront walkways, allow for use by pedestrians and cyclists, as well as wheelchairs and scooters.

Image 15: 'Hard and Soft Landscaping'

Image 16: 'Bollard Design'

Image 17: 'Permeable Surface Design' Cellular Concrete Pavers in which natural grass can be grown



Map 5: Landscape Plan

2.4.1 Parking

Parking within the Harbour Road Industrial Waterfront area should be regulated according to the City of Victoria's parking requirements articulated in the City of Victoria's Zoning Bylaw.

The visual impact of car parking should be minimized, and not be a dominant visual element of the site.

To reduce the visual impact of parking, expansive paved areas close to Harbour Road, or at site access points, or in street setbacks or along the water's edge should be avoided; multiple, smaller, lots between buildings should be provided, incorporating landscaping and screening (SEE IMAGE 18).

2.4.2 Fencing and Screening

- Security fencing should be installed along Harbour Road, and where industrial operations are adjacent to public access, in order to separate the working domain from areas accessible by the public.
- Screening should be architecturally integrated in terms of materials, colours, shapes and sizes, and blend with building design. For areas with security and public safety concerns, a continuous screen is desirable.
- Screening for outdoor storage of building materials should be determined by the height of the material being screened. Chain link fencing with appropriate slatting is an acceptable screening material for areas not visible from the street, the waterfront or the Johnson Street Bridge.
- Outdoor storage, particularly along Harbour Road, should be confined to portions of the site least visible to public view from the waterfront, Johnson Street Bridge and opposing shoreline.
- The design of security fences should enhance the maritime character of the overall architectural theme. Fencing systems, required for safety reasons to separate industrial operations from the public realm, must consider utilizing the black vertical bar railing and wrought iron fencing style theme as established at existing Viewing Platform #2 along Harbour Road (SEE IMAGES 19 AND 20).

Solid fencing, such as walls of concrete block, steel or wood are not acceptable. There should be no solid fencing along Harbour Road, blocking public views into the industrial site.

Image 18: 'Screened Parking" Best Practices – City of Richmond

Image 19: Best Practices – Existing Fencing Along Harbour Road

Image 20: 'Solid Base Fencing' Best Practices – New York City, USA

2.5 Building Character: Materials, Colours and Roofscapes

The form and character of the Harbour Road Industrial Waterfront lands should reflect the area's marine industrial use and history. Traditionally, large marine industrial buildings have been constructed from corrugated steel, and smaller buildings have been wood clad.

The building design theme of these guidelines is based on the use of these traditional materials (metal, glass and wood).

2.5.1 Exterior Cladding

To distinguish public-oriented buildings from industrial and commercial buildings, the use of two compatible building material sets are suggested, reflecting historic West Coast wooden waterfront architecture.

Corrugated metal is the preferred dominant cladding material (horizontal and vertical) for large industrial or other large buildings in all the development areas: *DA-North, DA-Central* and *DA-South*. This cladding is also appropriate for smaller storage buildings.

In order to enhance the quality and marine character of the industrial and commercial buildings, there should be additional trims and details that augment the standard prefabricated industrial building model. Such detailing should include metal trims to articulate window frames and sills, building corners, cladding seams and joints; extended roof overhangs and thicker fascia panels proportional to building height; industrial glazing with rectangular mullion proportions located low for views into buildings; oversized door openings aligned at each end or through sides for glimpses into and through buildings; high level windows and/or clerestory glazing (SEE IMAGES 21 TO 23).

Horizontal wood siding has been a long-standing cladding material in DA-South and *DA-Central.* As this area is redeveloped, this cladding, or a manufactured equivalent (wood-look cement fibre board), can be utilized.

Heavy timber framing, with exposed structural elements, is also encouraged.

Image 21: 'Oversized Door' Best Practices – City of Vancouver, BC

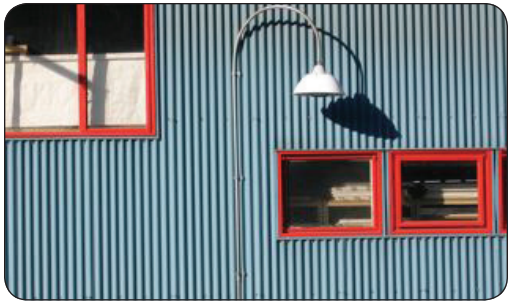


Image 22: 'Corrugated Metal Exterior Cladding' Best Practices – City of Vancouver, BC

Image 23: 'Trims and Details on Industrial Buildings' Best Practices – Germany

2.5.2 Colours

A variety of colours can be used on buildings. Generally, subdued colours should be used for larger buildings, with brighter colours reserved for accent and detailing; smaller buildings can use brighter colours. All roofs should appear in subdued colours.

2.5.3 Roofscapes

These lands are often viewed from elevated positions around the site, and also mark the entrance to the Upper (Working) Harbour.

To provide visual interest and architectural quality, roofscapes should include a variety of roof forms, heights, proportions and pitches that include:

- Traditional roof forms – gable roof enhanced with clerestory windows (SEE IMAGE 24).
- Roof forms in series – creates rhythm and continuity with the overall site (SEE IMAGES 25 AND 26).
- Proportional roof forms – stepping down roofs of adjacent structures reduces the perceived mass of large buildings; integrated skylights and roof top access contribute to interest and character (SEE IMAGE 27).

Significant building forms and roof types should be considered in *DA-South* and *DA-Central* to mark the entrance to the site, and to signify the entrance to the Upper (Working) Harbour, north of the Johnson Street Bridge.

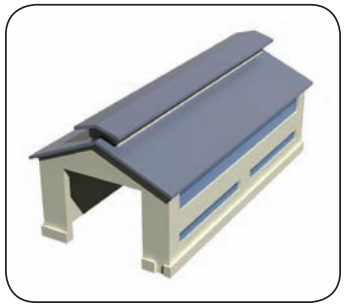


Image 24: 'Traditional Roof Form' Best Practices – Chow Low Hammond Architects

Image 25: 'Roofline Example' Best Practices – Granville Island, Vancouver, BC

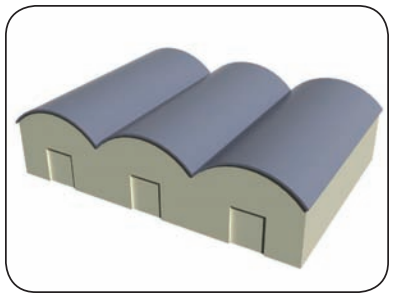


Image 26: 'Roof Form in Series' Best Practices – Chow Low Hammond Architects

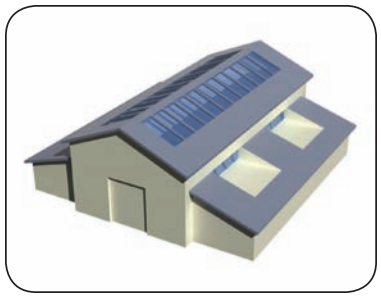


Image 27: 'Proportional Roof Form' Best Practices – Chow Low Hammond Architects

2.6 Lighting: Security, Safety and Illumination

The site offers the opportunity for a subdued night-lit landscape, with the illumination of selected buildings, ships and equipment, especially during the tourist season. This, in combination with lighting for security (to minimize unauthorized entrance) and safety and functionality (for night and early morning shifts), can create subtle, but dramatic nightscapes (SEE IMAGES 28 AND 29).

Light management provides for the aesthetic and architectural enhancement of the area at night, and should be used in future developments.

Effective design strategies, using efficient low-energy and long-life technologies, should be employed in the public and private domains of the Harbour Road lands.

Lighting systems should correspond with the overall architectural concept and colour scheme for the area, using colour and contrast for dramatic effects. Lighting on building frontages should reinforce street lighting (SEE IMAGES 30 TO 32). Lighting systems in the public access areas shall match the systems already used in the City of Victoria.

In order to avoid light spillage within and outside the work area, and wherever safety and site operation is not compromised, low-glare, shielded lighting systems with internal optics controls should be used, following Leadership in Energy and Environmental Design (LEED) standards and criteria for exterior lighting (SEE SECTION 2.8.1 FOR DETAILS).

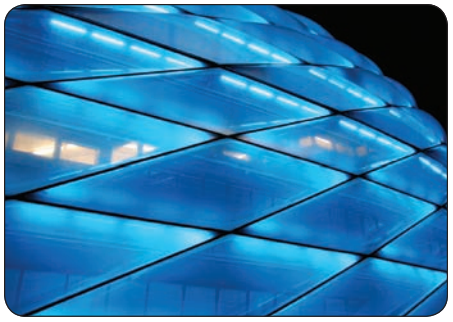


Image 28: 'Illuminated Roof'

Image 29: 'Night-lit Landscape' Best Practices – Copenhagan, Denmark

Images 30 to 32: 'Lighting Design Marine Character'

2.7 Signage Strategy

The site should be appropriately signed, giving directions to specified areas related to the industrial operations, potential future commercial and cultural uses in *DA-South* and *DA-Central*, and to the public domain. Where public access and amenities exist, wayfinding strategies need to be addressed. Signage can be promotional, directional (wayfinding) and informational. A variety of signage sizes and large painted lettering on building faces is encouraged and may include:

- Signage for industrial and commercial operations (typically located at the main entrance), including major destination signage and the industrial area's signature, a business directory and directional signage to visitor parking, loading, deliveries, materials' handling and special areas (SEE IMAGES 33 AND 34).
- The marine industrial and commercial identity of the site should be reflected in signage design, providing visual interest and wayfinding by the choice of materials, scale and colour.
- Signage for the public domain includes wayfinding signage, referring to amenities located on site (e.g., directions to the Galloping Goose Trail and links to public walkways in the area), and interpretive signage providing information about the area's history, geography and industrial operations (SEE IMAGES 35 AND 36).
- Public signage design should correspond and comply with the City's Sign Bylaw requirements for overall directional and interpretation signage (SEE IMAGES 37 AND 38).

Readability during the day and at night should be considered in developing the overall signage concept.

- Signage design and locations should be shown on all development submissions and is the responsibility of the applicant.
- Signage is also to be considered as a component of *DA-South* and *DA-Central* if commercial uses are developed that are consistent with the zoning for these areas. Signage should contribute to the development of a distinct identity for this area. Consider metal signs; encourage colour and humour, and build on the maritime industrial theme of the area.

Images 33 and 34: 'Marine Character' Best Practices – Town of Sidney, BC

Image 35: 'Heritage Signage' Best Practices – Existing

Image 36: 'Recreational Signage' Best Practices – Existing

Image 37: 'Wayfinding Signage' Best Practices – Victoria, BC

Image 38: 'Interpretation Signage' Best Practices – Singapore, Malaysia

2.8 Environmental Design Considerations

The City of Victoria encourages sustainable measures in site servicing, building design and construction, and these measures should be incorporated into the site as it redevelops over time. There are significant opportunities in both the public and private domains for the use of recycled materials in building design elements and stormwater management.

Future design of the shoreline and dock edges of the Upper (Working) Harbour should consider artificial habitat enhancement along the hard shoreline and retention and enhancement of the soft shoreline, wherever possible.

2.8.1 Leadership in Energy and Environmental Design (LEED)

LEED offers a green standard for sustainable design and construction practices in new and renovated buildings. The City of Victoria is managing these standards through its Green Building Policy. (Refer to the *Green Building Policy* adopted by the City of Victoria).

When undertaking developments in the public domain:

- Consider the use of recycled materials in fencing structure and signage;
- Apply stormwater management strategies and manage run-off from shipyard activities; and
- Utilize permeable surfaces where appropriate.

2.8.2 Crime Prevention Through Environmental Design (CPTED)

Existing patterns of undesirable activities in the local area suggest that design strategies should be implemented to maximize public safety and security, and to minimize unacceptable behaviour or criminal conduct. Among others, these strategies might include: specifications for access, security fencing, sightlines, elimination of blind spots and hidden areas, lighting, electronic surveillance and acoustic interference. For new development CPTED must be considered throughout the site (Refer to CPTED guidelines adopted by the City of Victoria).

2.9 Phased Development

Should development occur in a phased manner, the main intention of a phasing strategy is to keep the site aesthetically pleasing in the intermediate stages.

All visible frontages and accessible areas of completed phases are required to look consistent with site design principles, and provide the opportunity to tie-in future development phases.

Any incomplete structures, street works or landscaping should be physically safe and visually inoffensive. Temporary edges should be finished such that their surfaces have the appearance of being finished. Description of the finishing of any incomplete portions of the development should be required at the time of application for a development permit

3.0 DEVELOPMENT AREA SPECIFIC DESIGN GUIDELINES

These guidelines have been structured to recognize existing zoning, as well as possible future alternatives for the site which are captured in two development options for each development area. Development Option 1 would better accommodate continued marine industrial life, whereas Development Option 2 would suggest an alternative future of public access and a range of commercial and cultural uses in DA-South.

3.1 View Corridors

The guidelines also recognize primary public views of the site and through the site. The Harbour Road lands can be seen from various locations surrounding the site at street and waterfront levels and – unusual for Victoria – from elevated locations looking down onto the area.

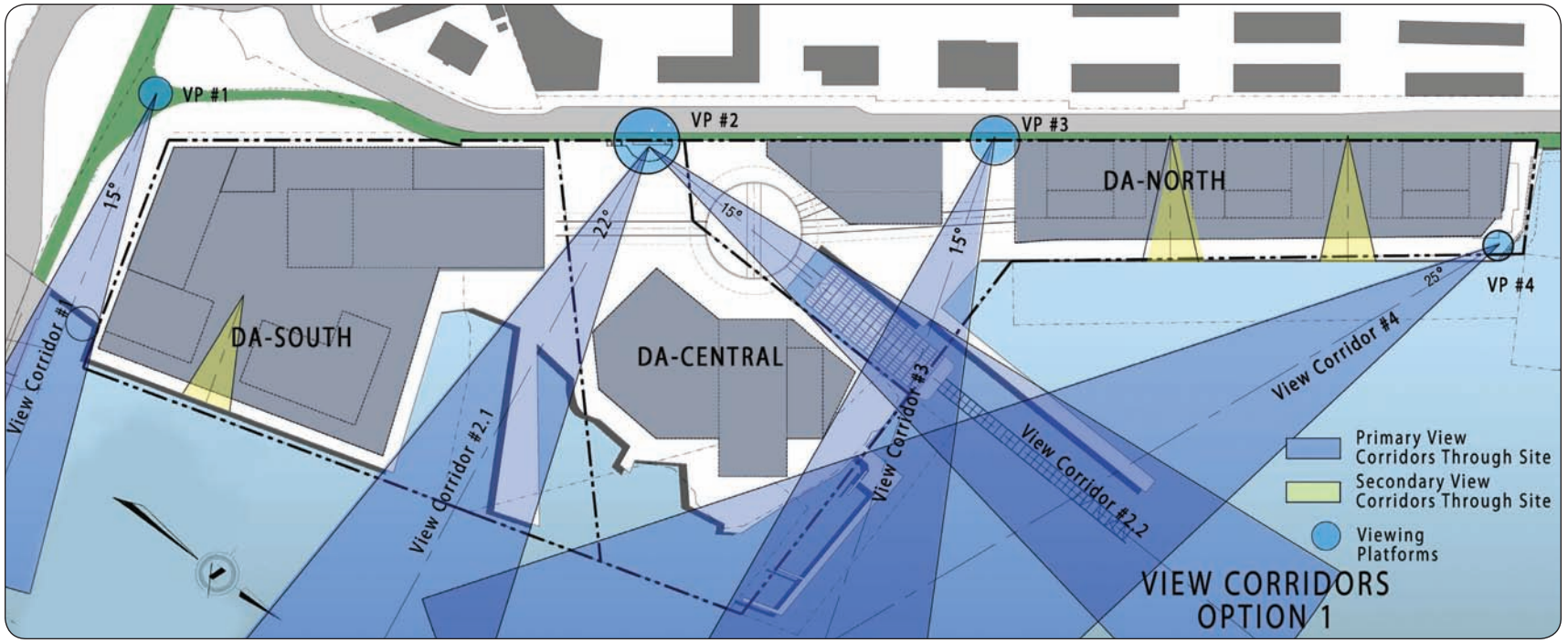
Viewed from *street level* along Harbour Road, the site offers a streetscape experience providing opportunities to watch marine industrial operations. In addition to views of the site itself and its operations, views through the site from Harbour Road offer glimpses of the water, the east side of the harbour and Mt. Tolmie Park.

The industrial waterfront buildings and docks can be seen at *waterfront level* from the Upper (Working) Harbour and the Inner Harbour, and from lands, buildings and walkways fronting Swift Street.

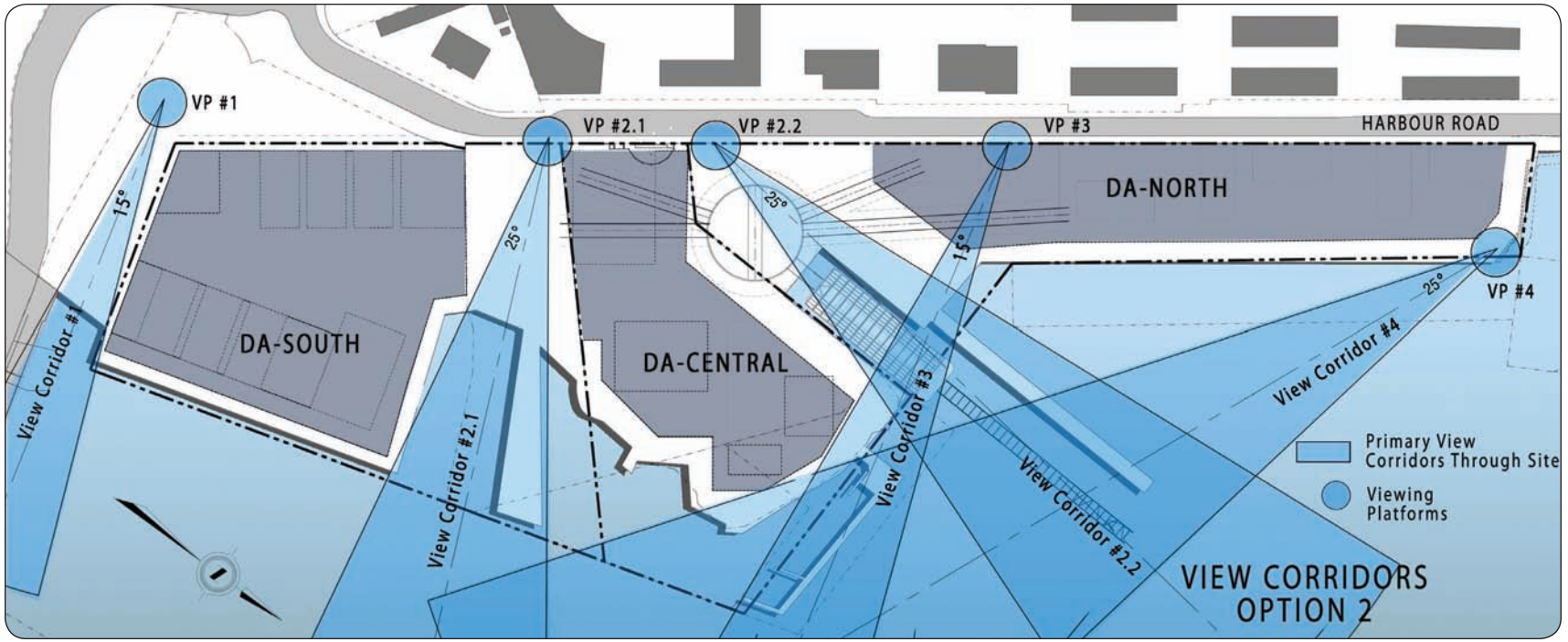
Elevated views from the Johnson Street and Point Ellice (Bay Street) Bridges, the Galloping Goose Trailhead greenspace (adjacent to the Johnson Street Bridge), along Tyee Road between buildings, and from the upper storeys of the future Dockside Green development, offer unique perspectives of the site.

In total, there are four (4) primary view corridors from Harbour Road and the Galloping Goose Trailhead Park that shall be protected and that must relate to the existing (if not relocated) and proposed viewing platforms (SEE SECTION 2.3.1.3 VIEWING PLATFORMS AND MAPS 6 AND 7, PAGE 30):

- View Corridor #1 into *DA-South from Galloping Goose Trailhead;*
- *View Corridor #2 into DA-Central from existing street level of Harbour Road;* and
- View Corridors #3 and #4: *DA-North from the existing street level of Harbour Road.*



Map 6: Harbour Road Design Guidelines – View Corridors Option 1



Map 7: Harbour Road Design Guidelines – View Corridors Option 2

3.1.1 DA-South – View Corridor #1

From the top of the berm of the Galloping Goose Trailhead Park to the Johnson Street Bridge, the view encompasses the Upper (Working) Harbour and the opposing shoreline, the southern land area and docks of the DA-South, a proposed public access trail to the water's edge, and the Harbour Road streetscape. The existing vegetation within that view corridor needs to be considered when developing the public trail. The view corridor view cone should be a minimum of 15 degrees.

Possible Secondary View Corridor

It is the intention in this development area to have an additional, non-mandatory secondary view corridor from the site out to the dock edge of the harbour. However, this point is flexible, depending on the functional needs of the leaseholder (SEE MAP 6, PAGE 30).

3.1.2 DA-Central – View Corridor #2

The view from the existing Viewing Platform #2 along Harbour Road into the Harbour Road lands is split into two view cones (SEE MAP 6, PAGE 30). The view corridor across to buildings and activities on the Swift Street waterfront should be a view cone of a minimum of 22 degrees. For the view corridor of the ship turntable and across to the Upper (Working) Harbour and Mt. Tolmie Park, the view cone should be a minimum of 15 degrees.

Should redevelopment occur in this location requiring the removal of this view corridor from the existing viewing platform as in Option 2, View Corridor #2 may be split into two new view corridors, #2.1 and #2.2, with view cones of 25 degrees each, towards the turntable and to the buildings and marina located at the foot of Swift Street on east side of the Upper (Working) Harbour (SEE MAPS 6 AND 7, PAGE 30).

3.1.3 DA-North – View Corridors #3 and #4

View corridors from Harbour Road into DA-North are meant to provide glimpses of the Upper (Working) Harbour and are oriented around the main shipbuilding and repair activities on the site.

View Corridor #3

This view corridor encompasses Harbour Road to the dock edge and the harbour between future buildings. The view cone should be a minimum of 15 degrees. Location on map is a suggestion only and there is flexibility as to its exact location.

View Corridor #4

This view corridor encompasses the northeastern dock edge (associated with the 10 metre pedestrian access right-of-way) to buildings and walkways fronting Swift Street, as well as the ship launching activities of the DA-North. The view cone should be a minimum of 25 degrees.

Possible Secondary View Corridors

It is the intention in this development area to have two additional, non-mandatory secondary view corridors from the Harbour Road frontage of the site out to the dock edge of the harbour.

3.1.4 Dockside Green View Corridors

Defining and protecting view corridors identified in the Dockside Area Design Guidelines is one of the City's objectives. All the view corridors that are related to the Harbour Road Industrial Waterfront are identified (SEE MAP 8, PAGE 33).

The views identified and maintained are:

View type A: Pedestrian level views into and through site

- View 1: From pedestrian level through the Dockside Green site to Harbour Road and marine industrial area to the east.
- View 2: From pedestrian level through the Dockside Green site to Downtown.
- View 3: From pedestrian level at the southern end of Triangle Park through the Dockside Green site to Harbour Road and Inner Harbour.
- View 4: Minimum of three views from pedestrian level at Tyee Road (centre line of the easterly sidewalk) into the Dockside Green site and Internal Greenway. Minimum views cone is 5°.

View type B: Intermittent, narrow pedestrian views into site

- View 5: Minimum of two views from pedestrian level at Tyee Road into the site and Internal Greenway. Minimum view shaft is 1.5m wide.

View Type C: Views toward the site

- View 6: From Johnson Street Bridge to the upper levels of the landmark buildings in DA-A and DA-B.

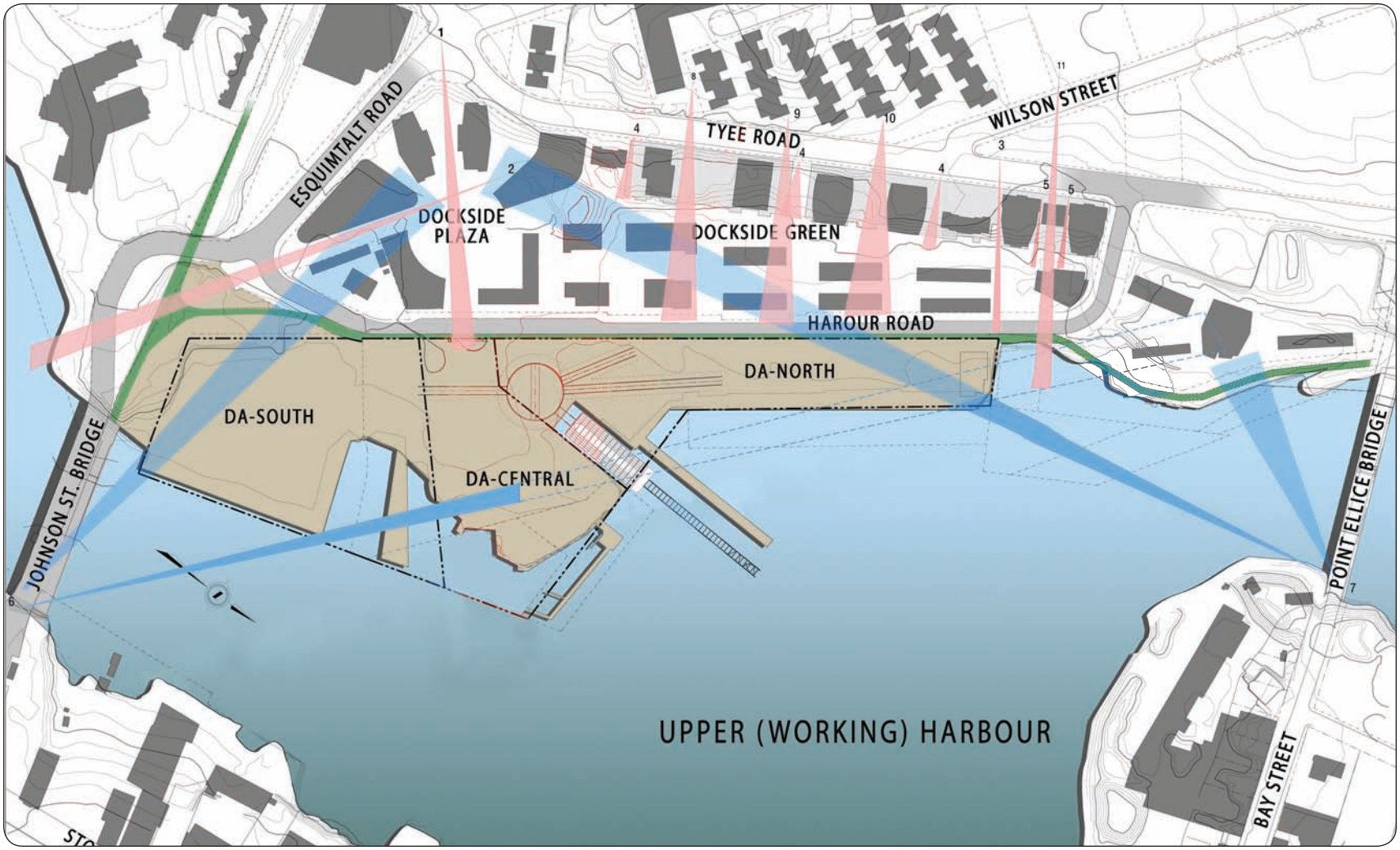
  It is noted that the view of the landmark building in DA-B (northern end of the Dockside Green development) is replaced by the view of the industrial building in Option 1 (Building A – Sandblast & Paint Shop) of the future Harbour Road Industrial Waterfront development. This particular view of DA-B is available again from the western half of the Johnson Street Bridge.

- View 7: From Bay Street Bridge to upper levels of the landmark buildings in DA-A and DA-B.

View Type D: Upper level views through site

- Views 8 & 9: From geodetic elevation 33.0m through the Dockside Green site to the city skyline. Minimum view cone is 15°.
- View 10: From geodetic elevation 27.0m through the Dockside Green site to the city skyline. Minimum view cone is 15°.
- View 11: From geodetic elevation 28.0m through the Dockside Green site to the city skyline. Minimum view cone is 10°.

Views 8 through 11 are intended to provide views above the low profile townhouses and between the taller buildings along Tyee Road. The views provide connection to the eastern city skyline from the upper storeys of the buildings on the west side of Tyee Road, Wilson Street and Upper Harbour Place. A minimum of five of these views must be provided. View cones 8 to 10 are taken from a maximum of 15m away from the western edge of Tyee Road and are permitted to vary in a north-south direction (parallel to Tyee). View cone 11 is taken from the west side of Wilson Street, across from Triangle Park.



Map 8 : View Corridors related to the site as identified in Dockside Area Design Guidelines (Dockside Green Development)

Image 39: View DA-South:

Does Not Affect View Corridors from Dockside Green Development

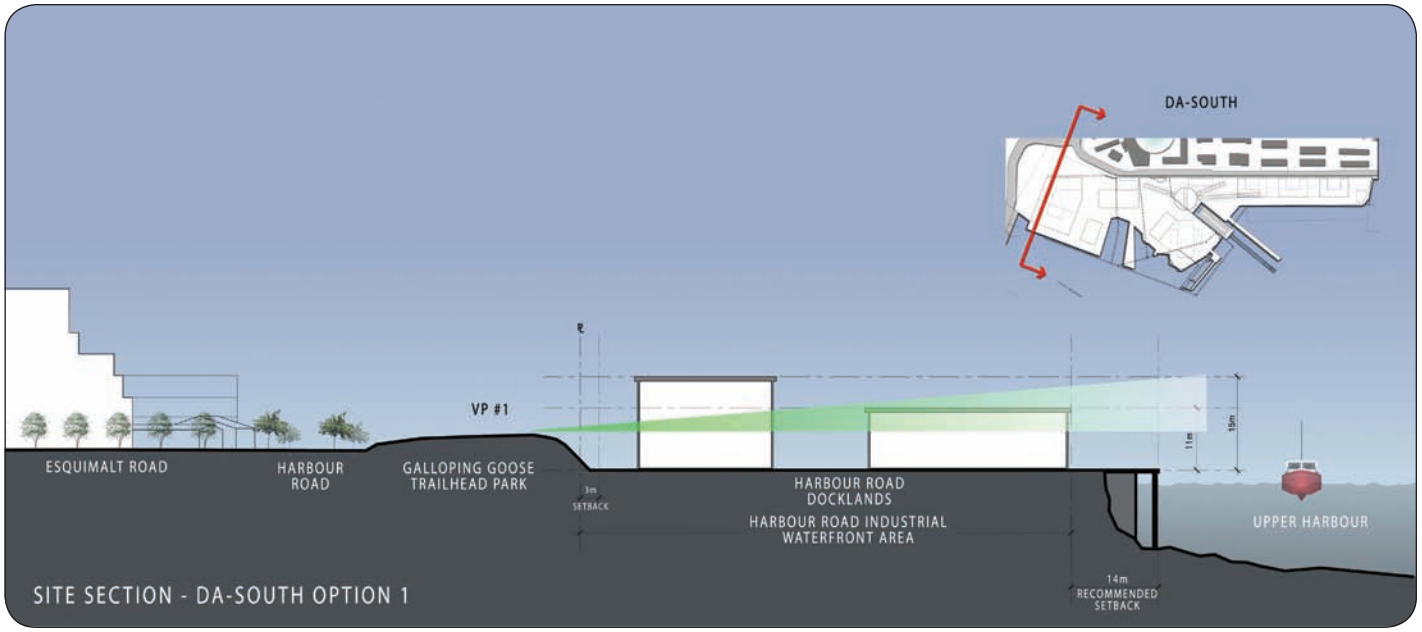
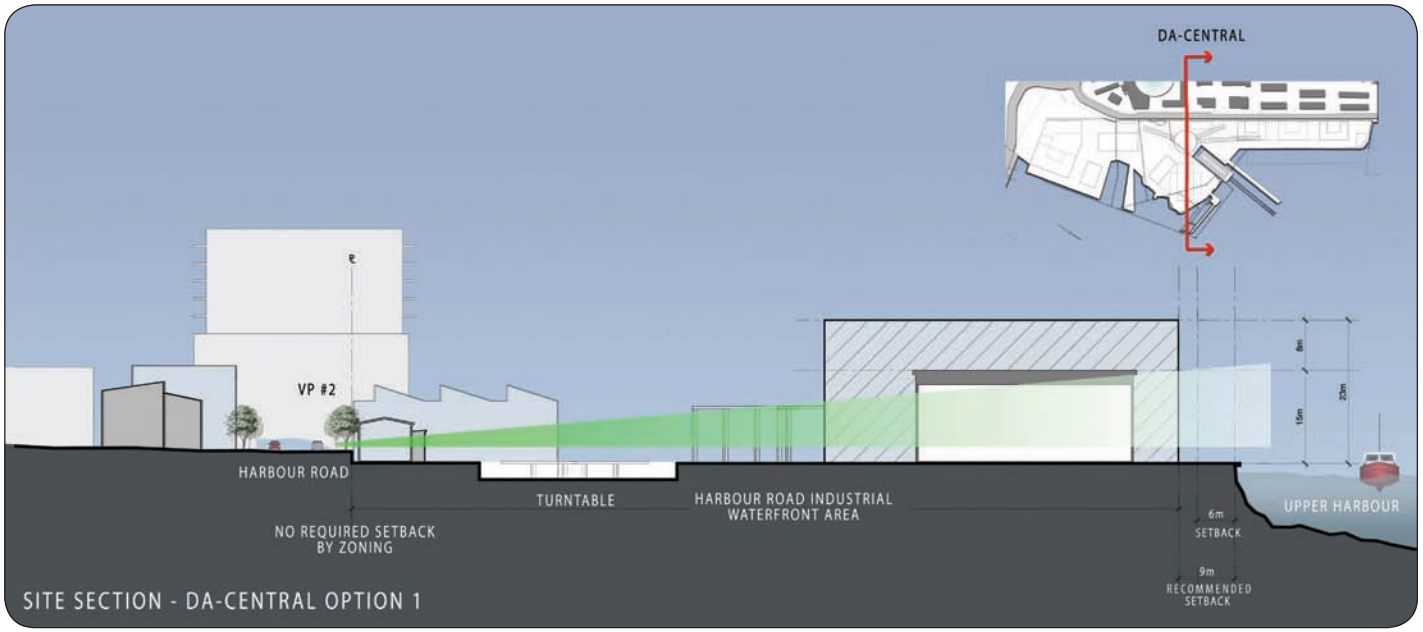


Image 40: View DA-Central:

Does Not Affect View Corridors from Dockside Green Development



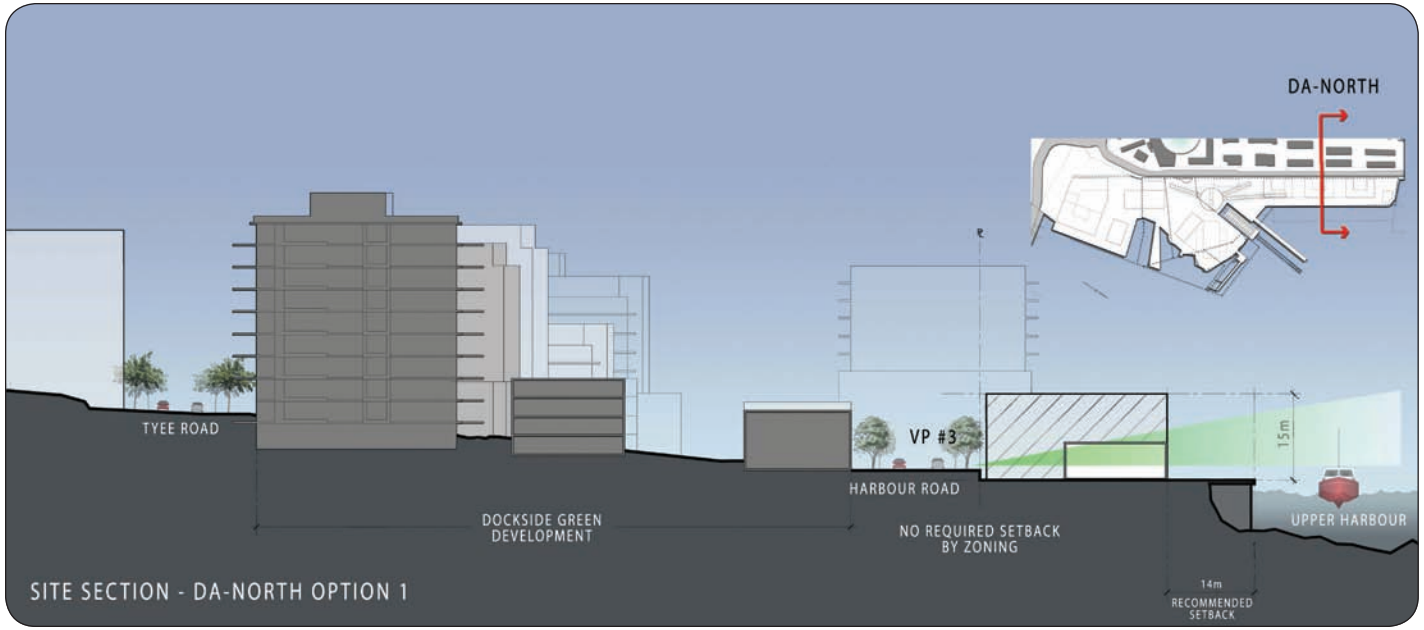


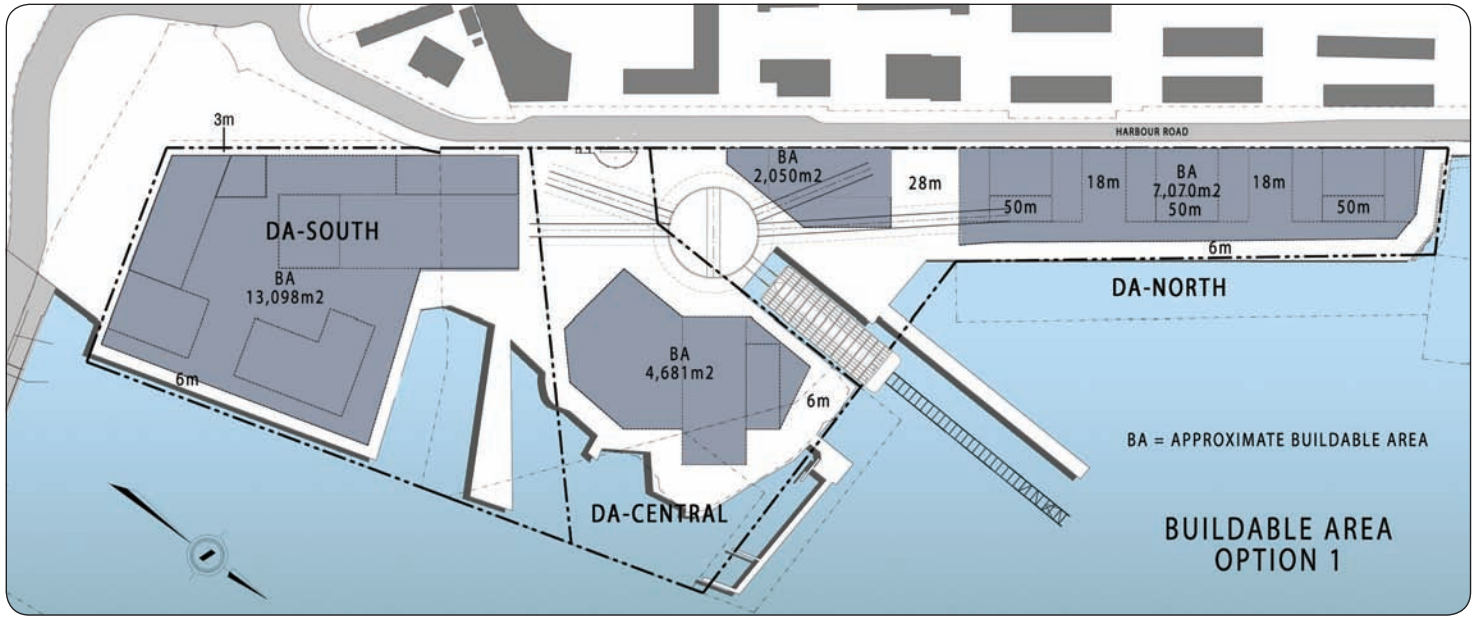
Image 41: View DA-North: Does Not Affect View Corridors from Dockside Green Development

3.2 Buildable Areas

The identified buildable areas (BA's) form the basis for the development of two architectural building layout options for each of the development areas.

The preferred BA determined for each of the three development areas of the Harbour Road Industrial Waterfront site, takes into consideration the spatial needs for marine industrial operations of current and future on-site stakeholders, public (including vehicle) access, open spaces, key views needing to be protected, and surrounding uses.

These options provide design solutions that balance the protection of view corridors and the variation in building heights and forms, with public access to the waterfront and the needs of increased industrial operations.



Map 9: Buildable Area (BA) – Development Option 1

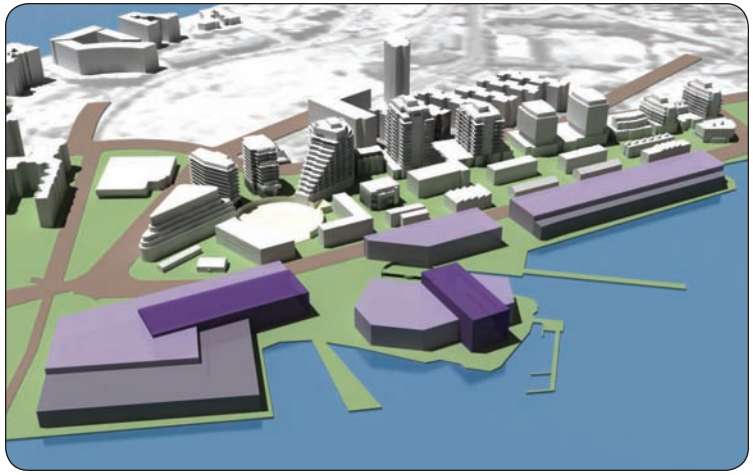


Image 42: 3D View of Buildable Area (BA) – Development Option 1

Development shall occur within the BAs, and is subject to zoning, and the form and massing requirements of these guidelines. Internal circulation and parking requirements shall be considered within these BAs, and may also be located outside the BAs.

3.2.1 Development Option 1

3.2.1.1 DA-South

In the DA-South, one BA has been defined by a three metre setback along the south and west property lines, and a six metre setback from the eastern and most northern dock edges (high water mark), following existing zoning regulations (SEE MAP 9 AND IMAGE 42, PAGE 36).

This produces a BA of 13,098 square metres. While this area represents the buildable area within which buildings can be located, there are a number of functions that must be accommodated such as:

- The main entrance into the site, and a public or private access road;
- On-site parking requirements and vehicular circulation;
- Emergency and industrial circulation between *DA-South* and *DA-Central*;
- Circulation and clearances between buildings to facilitate movement of materials, vehicles and equipment; and
- Level pedestrian access through the site from the south-east corner to Harbour Road.

While the allowable setback from any dock edge is six metres, according to the zoning, these guidelines recommend a setback of eight to twelve metres to better align with the shoreline edge, and with the Johnson Street Bridge abutment. This is more consistent with the current edge of the building face in this zone, and allows a better dock connection with the future pedestrian link under the Johnson Street Bridge.

3.2.1.2 DA-Central

In the *DA-Central*, one buildable area (BA) has been identified with a total area of 4,681 square metres (SEE MAP 9 AND IMAGE 42, PAGE 36).

This area is defined by two view corridors from Harbour Road, and by the need for industrial vehicular circulation around the buildings, especially along the eastern side at the water's edge.

Adequate space must be maintained between the water's edge and the BA to allow emergency vehicles to access the eastern edge and circulate back around to the main entrance at Harbour Road.

While the zoning requires a six metre setback from the dock edge (high water mark), the City of Victoria's requirements for emergency vehicular access must govern this particular setback to ensure adequate clearance between buildings and edge of heavy-duty road access, including required turning radius.

Development in this area is centred on the existing turntable spur lines into the site, with the condition of maintaining view corridors from the existing view platform.

3.2.1.3 DA-North

The current zoning permits building to the property line with no setback requirement for any lot boundary. These guidelines suggest a 10 metre right-of-way be accommodated along the north water's edge to allow for pedestrian access and a viewing platform at the northeast corner (SEE MAP 9 AND IMAGE 42, PAGE 36).

Furthermore, these guidelines recommend a minimum setback of six metres from the seaward edge of the dock, to match the zoning setback requirement for *DA-South* and *DA-Central*. This may potentially be increased to a minimum setback of 10 metres to accommodate light industrial vehicular circulation.

In Option 1 for the *DA-North*, two buildable areas (BA's) have been identified:

BA 1 = total area of 2,050 square metres

BA 2 = total area of 7,070 square metres

Total BA for *DA-North* in Option 1 is 9,120 square metres.

Within each BA, there is a maximum allowable building length of 50 metres along Harbour Road, with a minimum building separation of 18 metres to provide for open space views to the harbour. A 28-metre access-way, to allow for an additional viewing platform/view corridor or replacement space, also physically separates the two BAs (SEE MAP 9, PAGE 36).

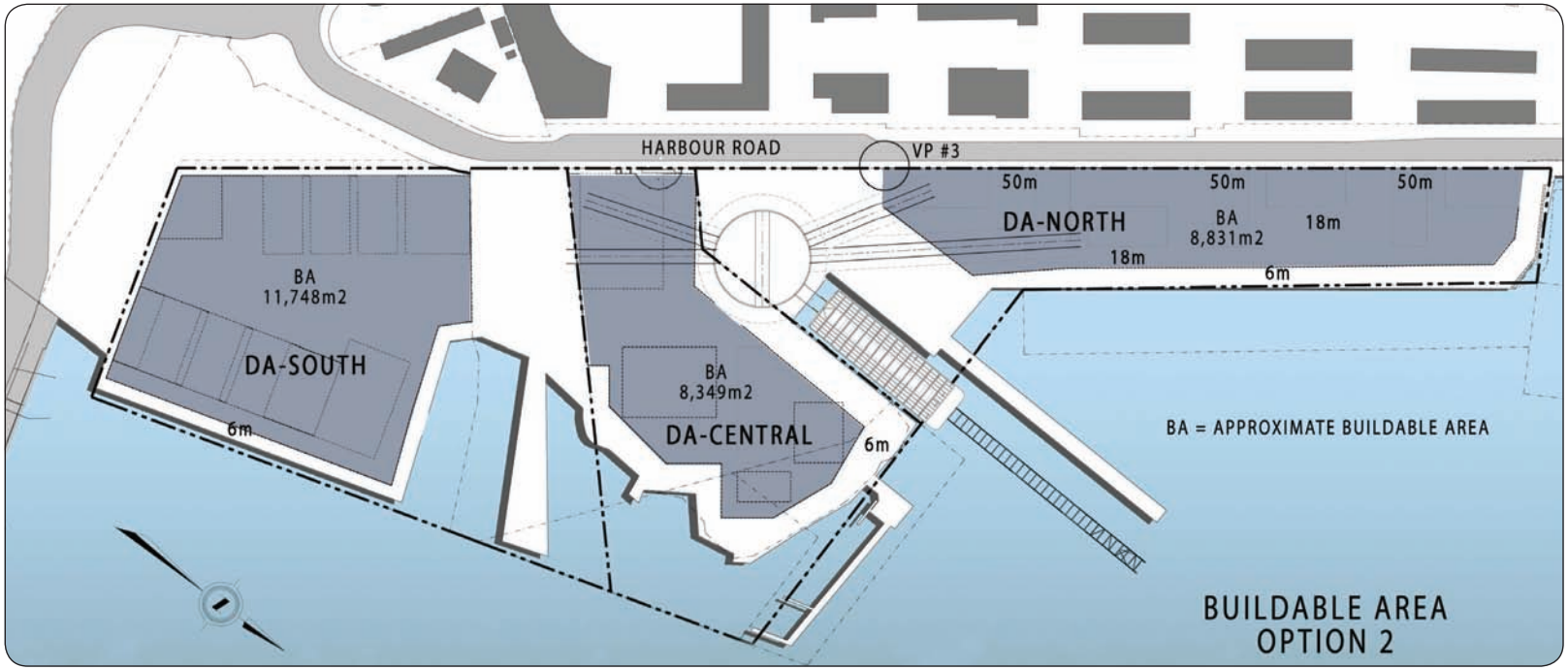
3.2.2 Development Option 2

3.2.2.1 DA-South

The buildable area for Option 2 of the *DA-South* is 11,748 square metres, and has the same defining parameters as Option 1 (SEE MAP 10 AND IMAGE 43, PAGE 39).

Option 2 restricts building development along the northern edge of *DA-South*, where the main entrance to the site is proposed. In this option the area has been designated building-free to allow for the construction of a road from the main entrance across the Harbour Road lands to the waters edge. Building arrangement within this BA also need to accommodate:

- On-site parking requirements and vehicular circulation;
- Circulation and clearances between buildings as stated in Option 1;
- Accommodation of a view corridor from within the site, out to the eastern dock edge, and over to the east shore of the Upper (Working) Harbour; and
- Level pedestrian access through the site from the southeast corner out to Harbour Road, described in Option 1.



Map 10: Buildable Area (BA) – Development Option 2

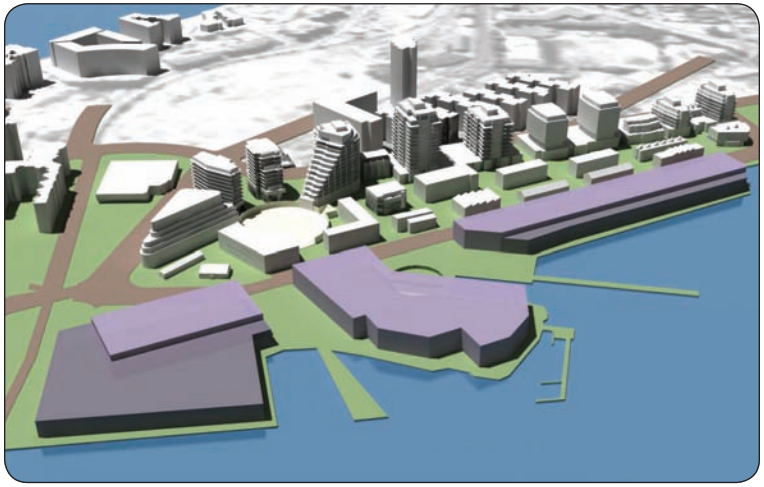


Image 43: 3D View of Buildable Area (BA) – Development Option 2

3.2.2.2 DA-Central

The buildable area for Option 2 of the *DA-Central* is 8,349 square metres and is more flexible than Option 1. Building to the three metre setback line along Harbour Road is permitted, provided that the existing viewing platform is relocated into *DA-South* and *DA-North*. The 6m zoning setback requirement around the eastern edge of the property applies to both options and needs to accommodate emergency and industrial circulation (SEE MAP 10 AND IMAGE 43, PAGE 39).

3.2.2.3 DA-North

In Option 2 for *DA-North*, one buildable area (BA) has been identified (BA 1 = total area of 8,830 square metres).

Within the BA, there is a maximum allowable length of building along Harbour Road of 50 metres, with a minimum separation of 18 metres to provide for open space views to the harbour.

Within this BA it is preferred that there is space allocated between buildings to accommodate an additional viewing platform (No. 3) and view corridor aimed at the boat launch and across to the east side of the harbour focusing on the Capital Iron building (SEE MAP 10 AND IMAGE 43, PAGE 39).

There is flexibility as to the exact location of the viewing platform, a suggested location is shown on Map 7 (PAGE 30) for Option 2.

3.3 Maximum Building Heights, Form and Massing

In general, new buildings should be a contemporary interpretation of traditional marine industrial architecture, with an emphasis on well designed proportional massing that is complementary to each adjacent building, and is well considered within the entire site.

These guidelines encourage a variety of building sizes and massing, with a caution to avoid long building elevations along Harbour Road and/or the waterfront. Buildings that are oriented “gable end on” to the waterfront are preferable. Where required buildings approach the maximum allowable building height allowed by zoning, they should be stepped down with auxiliary structures, where possible, to reduce the height impact. Refer to the specific zones section in this chapter for additional comments.

Openings into buildings, or glazing that provides visibility to industrial activities within buildings, is encouraged. Noise levels must be considered when placing openings and considering sound proofing levels for the openings.

While there are many opportunities to develop the northern end of the site, the two options convey some of the desired possibilities of achieving density, as well as visual relief, along Harbour Road and the dock edge.

3.3.1 Development Option 1

3.3.1.1 DA-South

These guidelines recommend that two areas within the *DA-South* have maximum building heights of 19 metres (geodetic) and 15 metres (geodetic) respectively, stepping down toward the water (SEE MAP 11 AND IMAGE 44, PAGE 43).

Also, a specific designated area has been identified to allow a building with a maximum height of 21 metres (geodetic), in order to accommodate future marine industrial needs.

The buildable area for this taller building is restricted to 30 metres wide by 73 metres long, with the long dimension parallel to Harbour Road and set back by 17–19 metres in order to accommodate the uneven property line and to adjust to the center of the rail spur line. An additional 25-metre length is reserved to the south of this buildable area to allow for future expansion. However, these guidelines recommend keeping this building as short as possible, due to its orientation.

Secondary buildings should be placed in an organized manner around the perimeter of the site, with sufficient space between buildings for industrial vehicular circulation and parking requirements.

Within each maximum building height area, the buildings should step down and alternate in building height, using various roof forms.

Buildings should be oriented gable end to the water along the dock edge, to allow glimpses of the water between buildings. At least one road access right-of-way to the eastern dock edge is required for views and access.

3.3.1.2 DA-Central

These guidelines recommend a maximum building height for *DA-Central* of 19 metres (geodetic), with a designated area to accommodate a tall and narrow industrial building:

The buildable area for this one tall building has a maximum of 26 metres wide by 60 metres long, oriented with the long axis perpendicular to Harbour Road, and aligned with the centre of the existing turntable. The maximum building height in this buildable area has a maximum of 30 metres (geodetic).

Attempts should be made to reduce the impact of tall buildings on the site and adjacent properties by stepping down tall buildings with lower adjacent structures and/or auxiliary buildings. The base of the tall building (below two metres) should also have a distinctive architectural treatment from the upper portion of the building through the use of form, materials and/or textures, in order to articulate a distinct building base. The roof of the tall building should be pitched (minimum 1:4), and may have multiple levels; a flat roof area is not envisioned on taller buildings.

3.3.1.3 DA-North

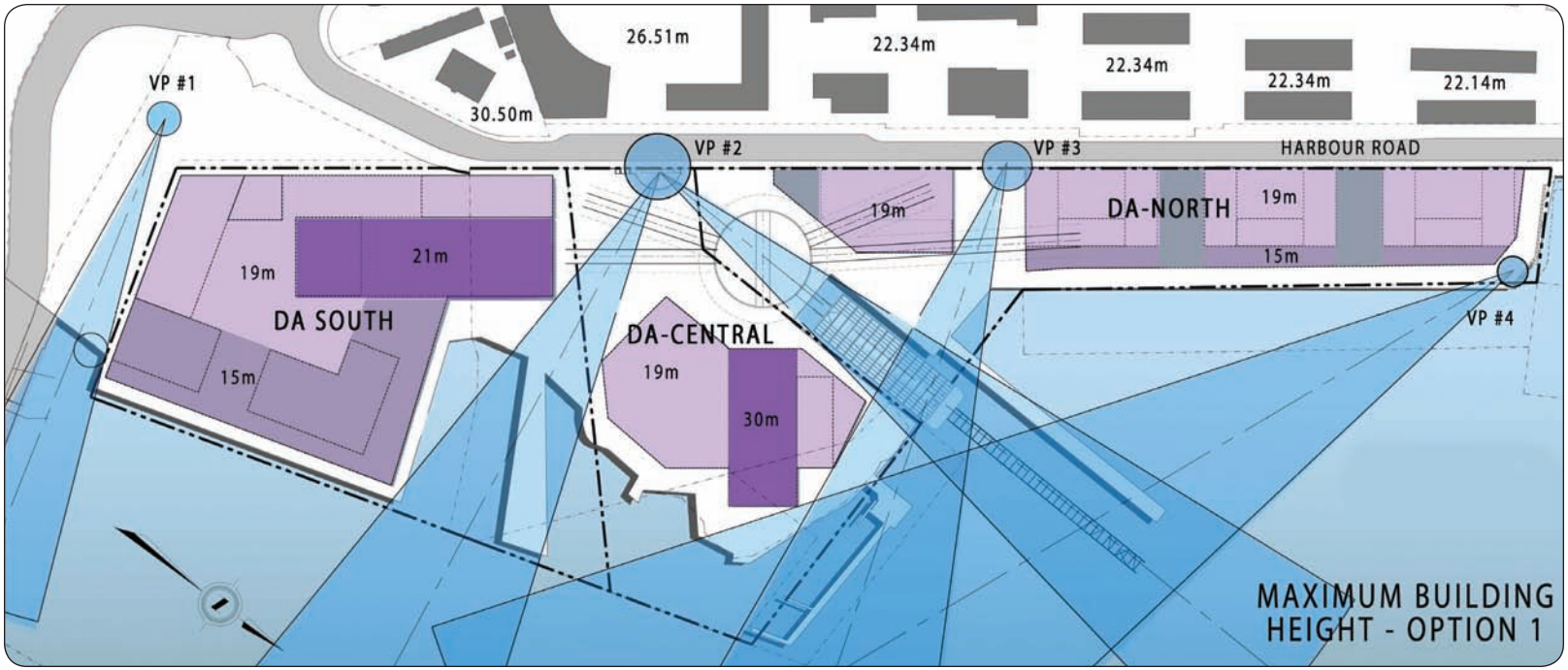
As previously mentioned, the tallest buildings should be oriented with the long dimension perpendicular to Harbour Road, with lower infill buildings located between taller buildings. The maximum length of continuous building mass along Harbour Road is 50 metres, with a minimum gap of approximately 18 metres to allow views to the water's edge from the road (SEE MAP 11 PAGE 43 AND IMAGE 44, PAGE 43).

When developing *DA-North*:

- Avoid blank walls and building shapes that are long and monotonous.
- Maintain an irregular streetfront with building faces, setbacks, varied building forms and heights.
- Provide secondary view corridors from Harbour Road to the water's edge.
- Create key viewing platforms and position buildings in a manner that preserves the required view corridors.
- Step down building heights along the water's edge and between taller buildings where possible.
- Opportunities should be maintained for viewing the marine industrial work by views into the industrial lands and buildings and, where possible, out to the water to enhance visual interest along Harbour Road.

While there are many opportunities to develop this end of the site, we provide two options to convey some of the desired possibilities of achieving density, as well as visual relief, along Harbour Road and the dock edge.

These guidelines recommend a maximum building height of 19 metres (geodetic). Option 1 shows courtyard buildings, with taller buildings positioned narrow end perpendicular to Harbour Road and lower infill buildings in between. These are located with the minimum 18-metre clear separation (SHOWN IN LIGHT GREY ON MAPS 11). It is further suggested that taller buildings step down towards the water to a maximum height of 15 metres (geodetic).



Map 11: Maximum Building Height – Development Option 1

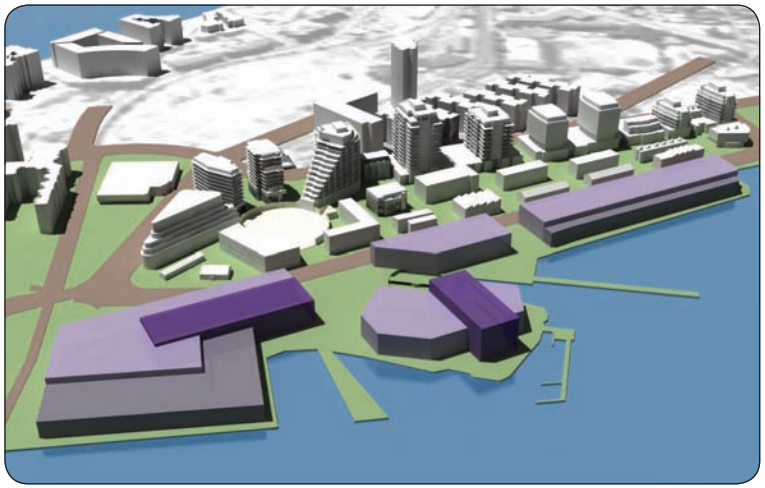


Image 44: 3D View of Maximum Building Heights – Development Option 1

3.3.2 Development Option 2

3.3.2.1 DA-South

These guidelines recommend two areas within the *DA-South* have maximum building heights of 19 metres (geodetic) and 15 metres (geodetic) respectively, stepping down toward the water (SEE MAP 12 AND IMAGE 45, PAGE 46).

Buildings should be oriented narrow end perpendicular to the dock edge for the east side of the site, and perpendicular to the development boundary on the west side of the site.

Parking and circulation should be accommodated between buildings within the interior of the site.

Orient buildings gable end to the water along the dock edge to allow glimpses of the water between buildings. At least one road access right-of-way to the eastern dock edge is required for views and access.

3.3.2.2. DA-Central

While Option 1 was prepared to accommodate current marine industrial expansion, Option 2 is put forth as a solution for alternative future uses that are consistent with the zoning for this area (SEE MAP 12 AND IMAGE 45, PAGE 46).

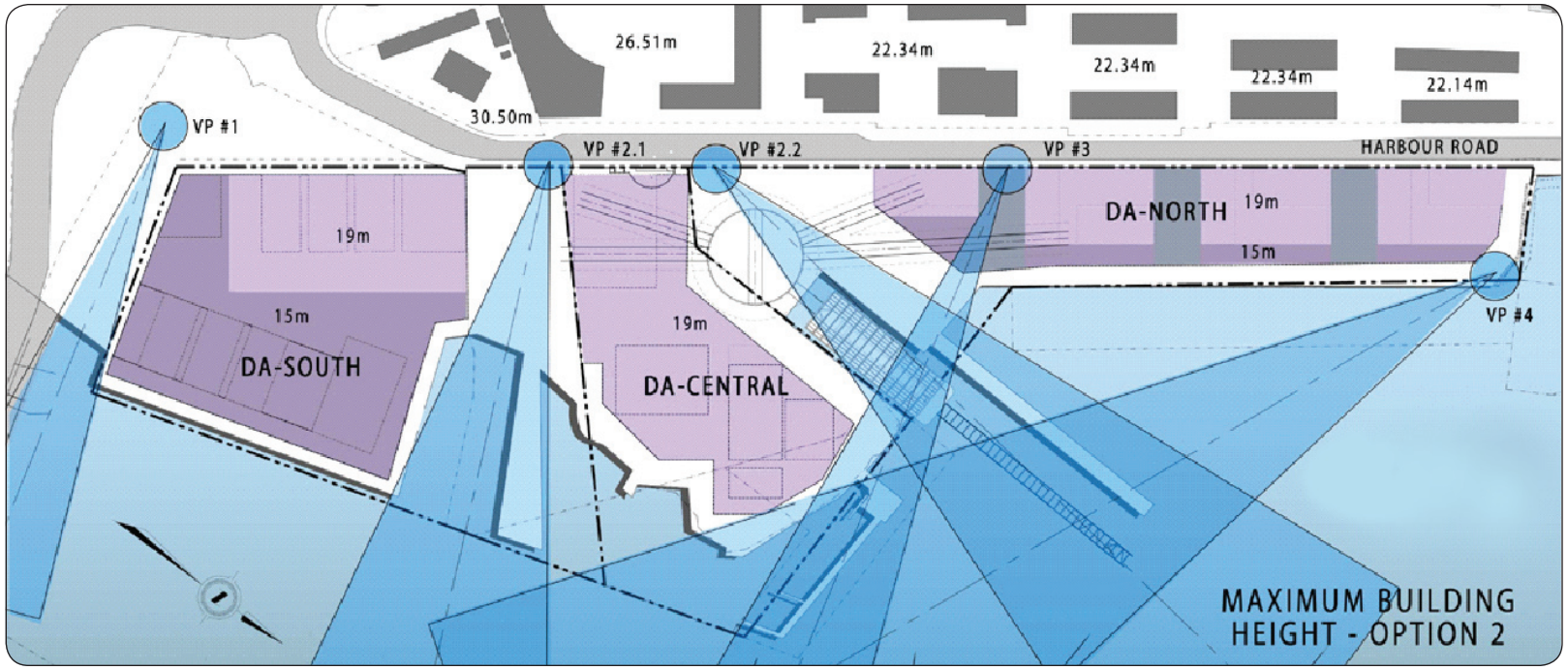
- These guidelines recommend a maximum building height of 19 metres (geodetic), with no provision for a tall building, as stated in Option 1.
- Attempts should be made to step down taller buildings with lower adjacent structures and/or auxiliary buildings. The bases of the taller buildings (below two metres) should also have a distinctive architectural treatment from the upper portion of the building, through the use of form, materials and/or textures, in order to articulate a distinct building base.
- The roofs of taller buildings should be pitched (minimum 1:4), and may have multiple levels; flat roofs are not acceptable on the taller buildings.
- Buildings should step down towards the water.

3.3.2.3 DA-North

As previously mentioned, the tallest buildings should be oriented with the long dimension perpendicular to Harbour Road, with lower infill buildings located between taller buildings. The maximum length of continuous building mass along Harbour Road is 50 metres, with a minimum gap of approximately 18 metres to allow views to the water's edge from the road (SEE MAP 12 AND IMAGE 45, PAGE 46).

When developing *DA-North*:

- Avoid blank walls and building shapes that are long and monotonous.
- Maintain irregular streetfront with building faces, setbacks, varied building forms and heights.
- Provide secondary view corridors from Harbour Road to the water's edge.
- Create key viewing platforms and position buildings in a manner that preserves the required view corridors.
- Step down building heights along the water's edge and between taller buildings where possible.
- Opportunities should be maintained for viewing the marine industrial work by views into the industrial lands and buildings and, where possible, out to the water to enhance visual interest along Harbour Road.
- These guidelines recommend a maximum building height of 19 metres (geodetic), with no provision for a tall building, as stated in Option 1.
- Option 2 shows a layout of taller buildings with different relationships to Harbour Road, creating courtyards from Harbour Road, as well as from the dock edge. Placing the building groups with 18-metre gaps in between also accommodates secondary view corridors (SHOWN IN LIGHT GREY ON MAP 12).



Map 12: Maximum Building Height – Development Option 2

Image 45: 3D View of Maximum Building Heights – Development Option 2

APPENDICES

Appendix 1: Consultation Process

The City of Victoria initiated the development of design guidelines for the Harbour Road Industrial Waterfront in January 2007.

The planning process included two key consultation elements:

1. Stakeholder Consultation via face-to-face interviews, mail drops and presentations; and
2. Public Consultation via walking tours and open houses, advertised in the Times Colonist newspaper.

A City of Victoria website for the project provided background information, and also served as a community feedback mechanism.

Stakeholder Consultation

The stakeholders identified by City staff included businesses operating from the industrial site, the neighbouring Dockside Green development, Esquimalt and Songhees First Nations, community associations, the Environmental and Shoreline Advisory Committee, the Victoria Police Department, the Greater Victoria Harbour Authority, City staff, the City's environmental consultant SNC Lavalin and other government agencies.

Public Consultation

Walking Tours

The focus of these two walking tours, held in August and September 2007, was to identify the main issues and opportunities to be considered in the design guidelines. A consultation package, which included some basic project background information, "site opportunities" and "site constraints" maps and a map of the walking route, was provided to participants.

Feedback from the walking tours was presented to City Council in November and posted on the project website.

Open Houses

The focus of the two public open houses, held in October 2007, was to provide an opportunity for stakeholders and the public to review and discuss the draft design guidelines for the Harbour Road Industrial Waterfront. An interactive computer model helped demonstrate the potential impacts of future industrial developments.

Appendix 2: Remembering the Past

Victoria has a long maritime history, and the west shore of the Upper Harbour was the site of some of the city's earliest shipyards – the first shipyard began operation in 1873. In the 1840s, the Songhees Indian Reserve was established on the west side of the harbour and included the waterfront lands (SEE IMAGE 48).

The transition to industrial use at the upper end of the harbour gathered speed in 1911 when the Provincial government purchased the area from the Songhees Band, and designated it for industrial purposes. By 1917, wooden, steam and cargo freighters up to 90 metres in length, were built on the Harbour Road Industrial Waterfront site[1]. The shipbuilding industry's need for accessibility of large vessels to the Upper Harbour was accommodated in the construction of a draw bridge in 1924, now known as Johnson Street Bridge. The opening of the bridge further contributed to the city's industrial development by improving the connection of the city centre to the industrial area across the harbour.

After 1911, the area included a shipyard operation, a rail line and associated freight storage buildings, an iron and metal trading operation, a propane operation, an asphalt plant and a cedar shingle mill. By the 1970s, most of these uses had closed down or relocated, leaving the area in a barren, contaminated condition, with the exception of the Harbour Road Industrial Waterfront, where marine industrial activities continue today.

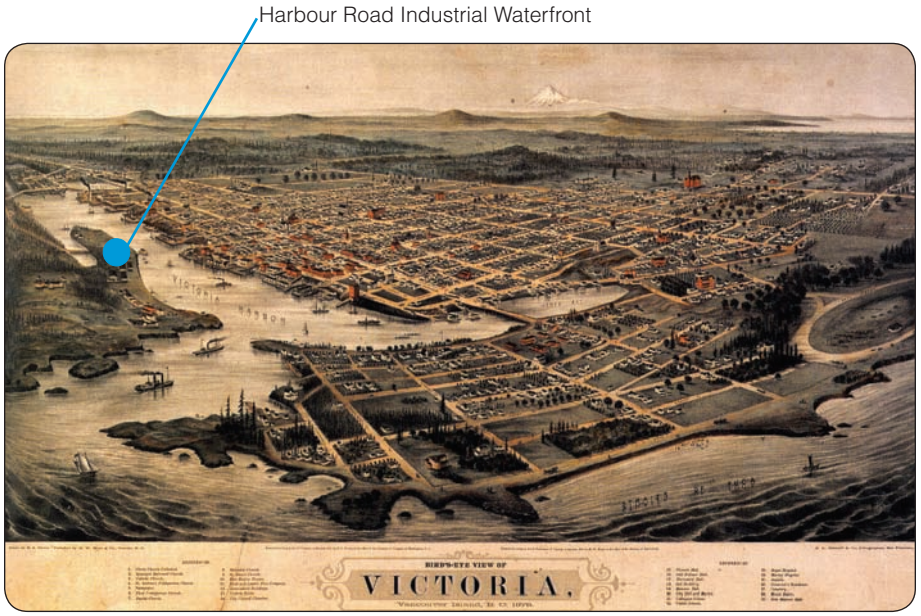


Image 48: Historic View of the Victoria Harbour

1 In comparison, the M.V. Coho, a vehicle and passenger ferry that currently connects Victoria to the town of Port Angeles WA, is 104 metres long.

Appendix 3: Relevant Planning Regulations

These design guidelines form part of a series of regulatory documents that, when combined, guide future development on the Harbour Road Industrial Waterfront.

Readers should also refer to:

1. The Zoning Bylaws as of March 2008;
2. Green Building Policy (Under Development);
3. Victoria Official Community Plan, OCP (Amended 2006);
4. Design Guidelines for the Dockside Area, Policy Plan 2005;
5. Design Guidelines for the Songhees Area of Victoria West (Amended 2005);
6. Buildings, Signs and Awning Advisory Design Guidelines (Amended 2005);
7. Crime Prevention Through Environmental Design (CPTED) (Amended 2004);
8. Victoria Harbour Plan – 2001; and
9. Victoria West Plan – 1986.

1. The Zoning Bylaw

Zoning for the Shipyard District envisions an area primarily characterized by, and zoning allows for, a range of marine-related industrial uses. The Dockside Districts' zoning includes industrial uses, but also permits restaurants, clubs, neighbourhood pubs and cabarets, as well as public amenities like parks, museums and cultural facilities. The two Dockside Districts, therefore, anticipate a mixed-use area with public access. Building height maximums are 10 metres in two Dockside District Zones (SD-1 and SD-2) and 15 metres in the Shipyard District (S-PH).

2. Green Building Policy (Under Development)

Council has endorsed a Green Building Policy for its own Civic Facilities which may extend to private sector development. A report has been prepared by Stantec Consulting relating to private sector development that provides an overview of the merits of green buildings, the rationale for the choice of LEED (Leadership in Energy and Environmental Design) as a standard, and specific measures the City can endorse to encourage greener buildings (with the focus on water and energy efficiency).

3. Victoria Official Community Plan (OCP) Amended 2006

A section within the OCP (Toward a Harbour Community) contains a series of objectives and policies that focus on Victoria's harbour and Upper (Working) Harbour areas, stressing the need for the retention of, "an active Working Harbour with mixed-use activities, provided all uses, including residential, recognize and are compatible with harbour traffic activities. Emphasis is on the need for integrated waterfront planning and its relationship to surrounding neighbourhoods, while maintaining balance between public access and marine priorities".

Policies especially relevant to the Harbour Road lands include, "encouraging marine industries that require waterfront access" and "securing public access wherever feasible".

4. Design Guidelines for the Dockside Area, Policy Plan 2005

Building heights of the Dockside Green development along Harbour Road vary from 22.14 metres[2] facing the S-PH Zone Shipyard District, to 26.5 metres[2] facing SD-2 Zone Dockside District, and 30.5 metres[2] at the south western corner facing the SD-1 Zone Dockside District. A view corridor from the Johnson Street Bridge across to Tyee Road and the Harbour Road Industrial Waterfront has been identified. Preferred building materials include concrete, wood, stone, brick, metal and glass. Crime prevention through environmental design must be considered throughout the project.

5. Design Guidelines for the Songhees Area of Victoria West (Amended 2005)

This plan and guidelines set out policies and a design character for the Songhees area. The established marine industrial character is enhanced by improved access and upgraded appearance. Land use policies support marine activities. Building heights vary from one to three storeys throughout the site, with the exception of three to five storeys at the north eastern corner of the Harbour Road/ Esquimalt Road intersection. Buildings are to step up and away from the water's edge. Pedestrian access under the Johnson Street Bridge to continue the waterfront walkway is desirable.

6. Buildings, Signs and Awnings Advisory Design Guidelines (Amended 2006)

These guidelines are meant to assist developers in achieving a design compatible with the characteristics of the neighbourhood. The guidelines are general in nature and intended to identify issues that should play a part in the design process. In evaluating a design, particular emphasis will be placed on the solution to these general aspects: comprehensive design approach, relevancy of expression, context, pedestrian access, massing, scale, roofline, detailing, street relationship, vistas, landscaping plan, colours and textures.

2 geodetic height: metres at mean tide level.

7. Crime Prevention Through Environmental Design (CPTED) (Amended 2004)

Design strategies for CPTED might include specifications for access, security fencing, sightlines, elimination of blind spots and hidden areas, lighting, electronic surveillance and acoustic interference.

8. Victoria Harbour Plan – 2001

The Harbour Road Industrial Waterfront site is part of the Dockside area of the Upper (Working) Harbour. Maintaining the Working Harbour is important to the overall economy of the city and the region, as it provides a marine focused industry base.

9. Victoria West Neighbourhood Plan (1986)

The Victoria West Neighbourhood Plan sets out land use policies for the Dockside Lands and the Harbour Road Industrial Waterfront, with the main objective to conserve most of Dockside's waterfront lands for port-related activities.

Appendix 4: Glossary of Terms

BUILDABLE AREA, BA – The confined land area within which future development shall occur, subject to zoning, form and massing requirements and these guidelines.

DEVELOPMENT AREA, DA – The Harbour Road Industrial Waterfront site is divided into three sub areas called Development Area North, Development Area Central and Development Area South.

DEVELOPMENT OPTIONS – Two architectural building layout options that are based on buildable areas.

GEODETIC HEIGHT – Refers height measurement in metres at mean tide level.