

# selkirk

urban design manual

# waterfront

prepared for the City of Victoria  
on behalf of  
Jawl Holdings Ltd

by  
de Hoog D'Ambrosio Rowe architects

June 1993

2. ADVISORY PLANNING COMMISSION APPLICATION NO. 93-07 - SELKIRK WATERFRONT PROJECT - 371 GORGE ROAD EAST: It was moved by Councillor Hughes, seconded by Councillor Acton, that:

- (1) The conditions attached to approval of the application which Council had requested at its meeting of March 11, 1993, be revised and read as follows:

"1.1 (1) Amend the Official Community Plan to include the site as a Development Permit Area with the requirement that each development permit application for subdivision include a restrictive covenant under Section 215 of the Land Title Act to limit the maximum floor area and uses on the lot.

(2) Amend Maps 1, 4, 6, and 8 to include designation as a "Secondary Centre" and "Apartment Residential (Developing)". Also to include proposed parks.

(3) Amend the Major Street Network to include the proposed Jutland Road extension.

(4) That the Minister of Municipal Affairs, Recreation and Housing be requested to classify the Development Permit Area as a Revitalization Area subject to Section 945 (4) (d) of the Municipal Act.

1.2. Establishment of the Comprehensive Development Zone Development tracking system to the satisfaction of the Director of Planning.

1.3 Amend the Burnside Neighbourhood Plan to include the policies for the Selkirk Waterfront Project.

1.4. Advisory Design Panel approval of the Development Permit Guidelines for the site including details of building massing, street cross-sections, and illustration of proposed building setbacks.

1.5. Master Development Agreement regarding works and services, provision of parks, and phasing of development to the satisfaction of the City Solicitor, Director of Parks, Director of Planning and the City Engineer.

1.6. Securing a site for affordable housing to the satisfaction of the Director of Planning and the Capital Region Housing Corporation.

1.7 Consolidation of the lots contained within the site with the exception of the site occupied by Centra Gas (Lot 1, VIP55775) and Lot 1, Plan 17158. Also excluded are the Federally-owned properties described as the Bed of the Public Harbour of Victoria and that part of the Bed of the Victoria Harbour shown outlined in red on Plan 1801-R which fronts on Lot 1, Section 5, Victoria District, Plan 17158."

(2) GORGE ROAD IMPROVEMENTS:

The high priority works planned for Gorge Road, particularly the Gorge/Jutland intersection with the funding committed by Jawl Holdings, be completed and the other works be delayed until further grant applications can be made in 1994, and if necessary in 1995 and 1996. The actual timing of the lower priority works can depend on the availability of grant funds and the build up of traffic as the site develops and regional traffic increases. Ultimately the City may have to find the additional \$200,000 (in 1993 dollars) if no grant is approved. It is recommended this be drawn from the Tax Sale Lane Reserve.

(3) DRAFT CD-1 ZONE AMENDMENT:

The City Solicitor be instructed to amend the Draft Zone CD-1 Zone, Selkirk Comprehensive District as outlined in the report dated June 1, 1993, from the Director of Planning.

(4) DEVELOPMENT PERMIT APPLICATION NO. 2044 - SELKIRK WATER PROJECT - 371 GORGE ROAD EAST:

The issuance of a Development Permit No 2044 be authorized to vary Subdivision Bylaw No. 82-14 in accordance with plans dated June 3, 1993, subsequent to amendment of the Official Community Plan to include the site as a Development Permit Area.

Carried

SELKIRK WATERFRONT URBAN DESIGN MANUAL:

It was moved by Councillor Acton, seconded by Councillor Hughes, that Council's March 11, 1993 conditions also include the adoption of the Selkirk Waterfront Urban Design Manual dated June, 1993 as a local planning document.

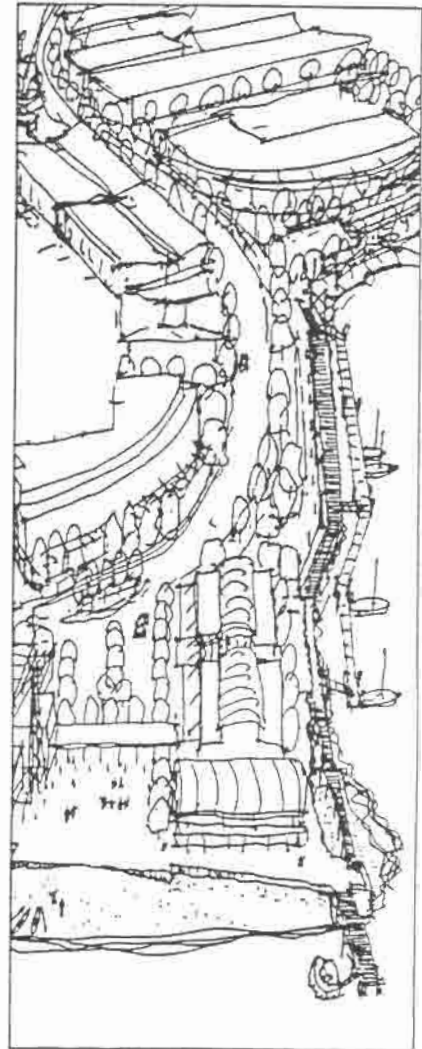
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# Table of Contents

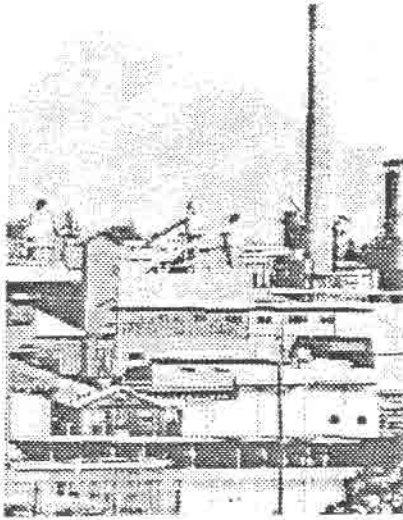
|                                |  |    |
|--------------------------------|--|----|
| <b>Introduction</b>            | Background.....                          | 1  |
| <b>Context</b>                 | Context and Site Description.....        | 2  |
|                                | Site History .....                       | 3  |
|                                | Natural Environment.....                 | 4  |
| <b>Urban Design Objectives</b> | Urban Design Objectives .....            | 5  |
| <b>Use</b>                     | Land Use.....                            | 6  |
|                                | Mixed Use .....                          | 8  |
|                                | Housing.....                             | 9  |
|                                | Public Amenities .....                   | 13 |
|                                | Office and Workplace.....                | 15 |
|                                | Industry.....                            | 16 |
|                                | Shopping .....                           | 17 |
| <b>Open Space</b>              | Parks and Open Space .....               | 18 |
|                                | A Public Water's Edge.....               | 21 |
|                                | Views .....                              | 23 |
| <b>Circulation</b>             | Walking .....                            | 25 |
|                                | Barrier-free Access .....                | 26 |
|                                | Cycling.....                             | 27 |
|                                | Public Transit.....                      | 28 |
|                                | Streets and Traffic .....                | 29 |
|                                | Parking.....                             | 34 |
| <b>Guidelines</b>              | Development Permit Guidelines .....      | 35 |
|                                | Building Heights .....                   | 42 |
| <b>Implementation</b>          | Zoning.....                              | 43 |
|                                | Phasing .....                            | 44 |
| <b>Appendices</b>              | 1 Project Data                           |    |
|                                | 2 Credits and Acknowledgments            |    |
|                                | 3 Comprehensive Zoning Bylaw ( removed ) |    |
|                                | 4 Street Sections                        |    |
|                                | 5 List of Plant Material                 |    |
|                                | 6 Illustrative Sketches                  |    |
|                                | 7 Illustrative Site Plan                 |    |

*Identity is the extent to which a person can recognize or recall a place for being distinctive from other places as having a vivid, unique, or at least a particular character of its own.*

Kevin Lynch, *The Image of the City*, 1960, p37



## Introduction and background



The planning process for the Selkirk Waterfront property was under way when the site was purchased by the current owner in September, 1991. The second draft of the Burnside Neighbourhood Plan had been submitted to the Advisory Planning Commission of Victoria in March, 1991. A Review Committee had been formed to consider the Plan and was nearing the completion of its work.

Some consensus had been reached, including the concept of mixed use and the provision for public access to the waterfront. Other issues, such as road patterns, park space, and public amenities, were still unresolved. One aspect that had been absent from the process was the active participation of the property owner. The immediate task of the new owner was to introduce this perspective and then bring together all the various interests and concerns to form a balanced, coherent, and comprehensive development concept.

The Selkirk Waterfront Project proposal was offered concurrently with the third draft of the Burnside Neighbourhood Plan. The concept was endorsed by the Advisory Planning Commission and City Council in March, 1992. Approval of the concept was followed by more detailed design work. Specific engineering, planning and legal issues were identified. The urban design team worked with a technical committee which included representation from the various municipal departments. Most of the issues were satisfactorily resolved, clearing the way for the formal subdivision and rezoning applications.

The Urban Design Manual forms part of the rezoning application. The proposal is to establish a single Comprehensive Development Zone covering the entire Selkirk Waterfront property. The zoning and other associated mechanisms will provide the City with regulatory control over the development and use of the site and ensure no substantial variation from the approved concept.

The first phase of the project, the Centra Gas Operations Centre, was completed in November, 1992. The Centra project was consistent with both the current zoning and the approved urban design concept, and therefore was allowed to proceed prior to rezoning.

The remainder of the project will be developed in several phases. The development sequence will be determined by market conditions. It will likely begin with the remaining light industrial area at the south east corner of the site, then proceed northward to the office and retail areas and finally to the residential areas. The quality of the site work, buildings and amenities in the earlier phases will establish the credibility that will be needed for market acceptance of the residential phases.

Our overall objective is to bring together elements that will make an interesting and vital neighbourhood. The mix of non-residential uses programmed for the site and the variety of housing types proposed for the residential area, will ensure diversity. The mix of uses may not be typical of recent developments. While the concept may seem somewhat new, the principles of good urban design on which it is based are not. If successfully implemented it will contribute to the transition of the Burnside-Gorge District and perhaps establish an acceptable pattern for other developments in the region.

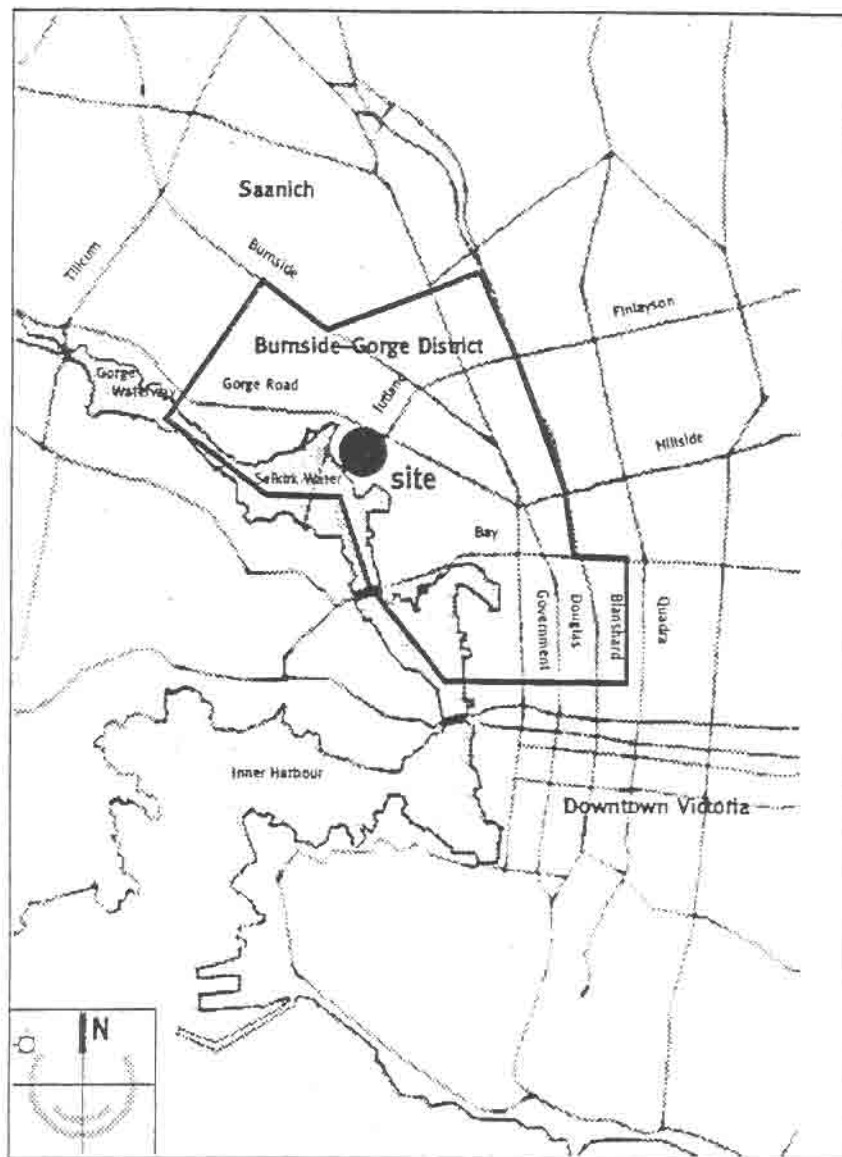
## Context

The Selkirk Waterfront Project will be part of the Burnside–Gorge District of the City of Victoria. The district is adjacent to the municipality of Saanich along its north and west boundaries. This proximity means that land use policy in Saanich, as well as in Victoria will influence the character of the area.

The Burnside-Gorge District is the vehicle gateway to Victoria and, as such, it is affected by a substantial volume of through traffic. Businesses, particularly along or near the main traffic arteries, enjoy good accessibility and high visibility. The residential areas, however, suffer the consequences of this busy street system.

The District was for many years home to many of the industries that provided the base for the economic health of the region. The Gorge Waterway provided marine access to the sawmills and shipyards that until recently dominated the shoreline.

The residential community in the District is emerging from a long period of dormancy in time to influence the substantial transition which is currently under way. It has, through the Burnside-Gorge Community Association, identified some of its concerns and needs and has taken a strong position on the land use, engineering and planning policies that will shape the future of the area.



## Site Description

The Selkirk Waterfront site is a 24 acre parcel of land currently zoned for heavy industrial use (M3). It is located north of the city centre in the Burnside–Gorge District of the City of Victoria. It is bounded by Cecelia Creek and the CNR right-of-way on the north; Gorge Road on the northeast; the Royal Canadian Legion, Tower Fence Co and the City Works Yard to the east; a small bay to the south; and the Selkirk Water to the west. A 150 meter wooden train trestle spans Selkirk Water, connecting the north west corner of the site with Victoria West on the opposite shore.

The site is the terminus of Jutland Road, Dunedin Street, and Garbally Road. In 1989, after the removal of the sawmill structures, the site was left substantially bare and scarred. All but one of the former sawmill structures have been demolished. The old sales office has survived and now serves as a site office for the project.

## Site History

Written accounts of the Selkirk Waterfront date back to 1864 when it was the site of a small cottage belonging to the Woods family. They named their bungalow "Garbally", meaning house on a hill, after their ancestral home in Ireland.

Halkett Island was commonly known to early settlers as Deadman's Island because of its use by Natives as a burial ground.

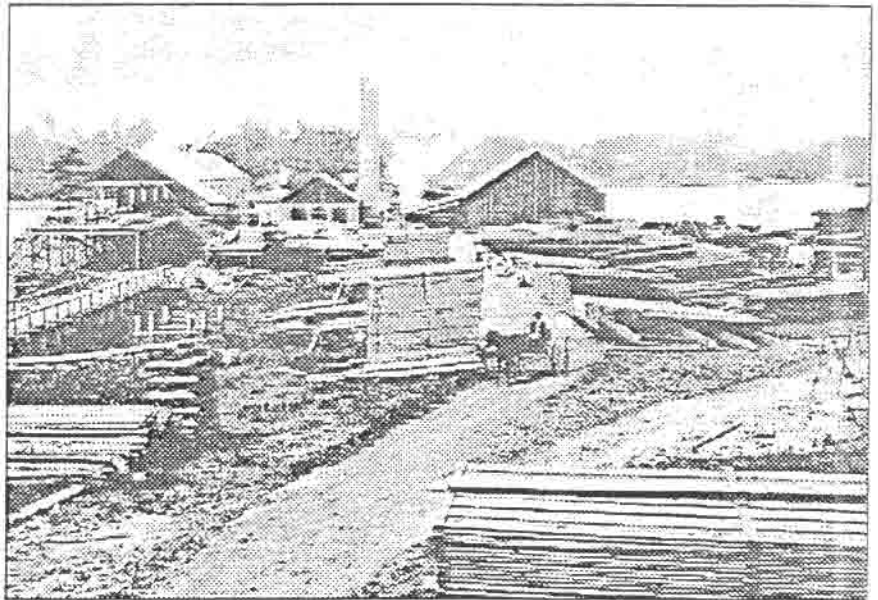
At the turn of the century, industry came to the Selkirk Water. The Cameron Brothers Sawmill was built in 1908. The sawmill was destroyed by fire, rebuilt, expanded on numerous occasions and passed through different ownership three times during the next eighty years. It was a substantial employer and a significant part of the local economy throughout this period. It touched many people's lives.

Many Victoria residents can remember the buildings, smokestacks, night lights, sounds, and smells of the old sawmill. Neighbouring residents still recall the whistle and bustling chaos that was the daily ritual of shift change. The closing of the sawmill in 1989 ended another chapter in the city's biography.

The planning of the Selkirk Waterfront Project acknowledges the historic context of the site. Our intention has been to design a landscape image inspired by the area's industrial history as well as its indigenous and historic character previous to European settlement. The project will use the traces of the mill buildings and structures left on the ground to inspire new site design and architectural characteristics of future buildings and open spaces.

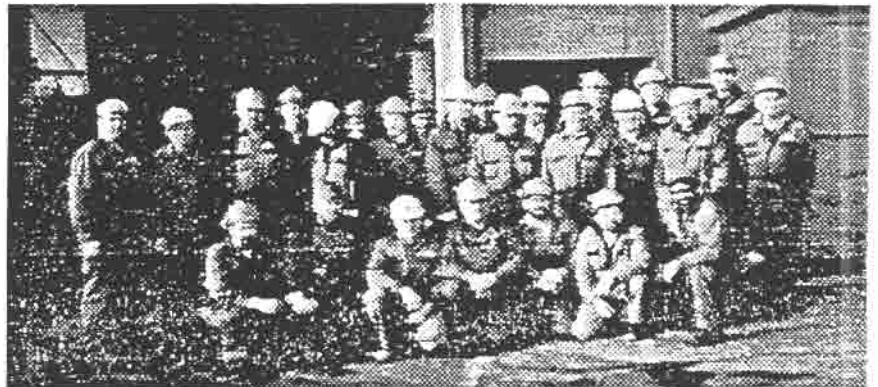
Old railway alignments will be adapted to serve as pedestrian pathways. The remnants of the steam crane railway and dock structure along the southern shore will be integrated into a new quayside promenade and boardwalk. Special commemorative markers will be devised and placed at important locations throughout the site to ensure that future users of the site do not forget its historical significance.

The cultural and spiritual significance of Halkett Island will be respected by avoiding encroachment into the waters around it. An effort will be made to interpret and explain the history of the island at a waterfront viewpoint.



Cameron Brothers Sawmill, 1908

Courtesy BC Archives



The Last Work Crew, 1989

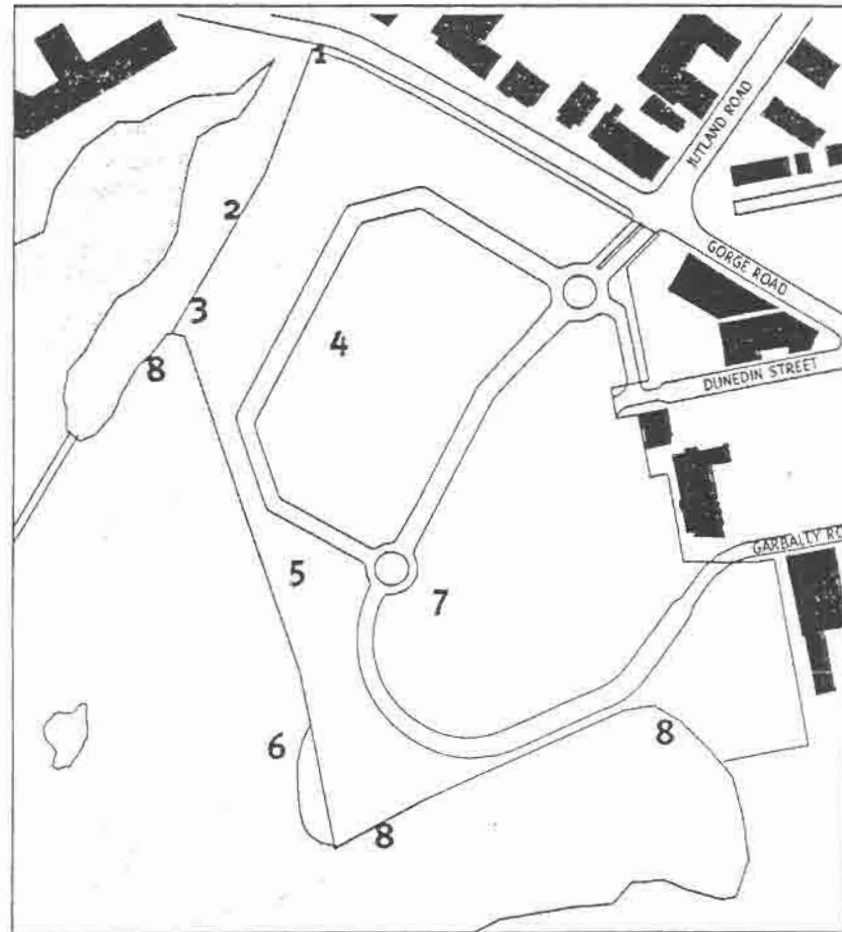
Courtesy Gary Cunningham



## Natural Environment

The original natural condition of the Selkirk Waterfront site has been obscured by the industrial development and processes occurring here since the late 1800's. The shape of the water's edge, the characteristics of the topography, and the vegetation have all been severely altered, covered or completely removed. The repair of landscape and animal habitat as part of the currently proposed urban redevelopment is considered essential.

A Government-mandated environmental clean-up was completed in 1991 by Fletcher-Challenge Canada Limited, the former owners of the site. Debris and old pilings were removed from the sea bed off the western shoreline. A program of upland soil pollution removal was implemented. This clean-up achieved a provincially certified Level B environmental status which qualifies the site for residential use. The current owner is committed to monitoring site excavations to ensure that if any further remedial work is necessary it will be carried out.



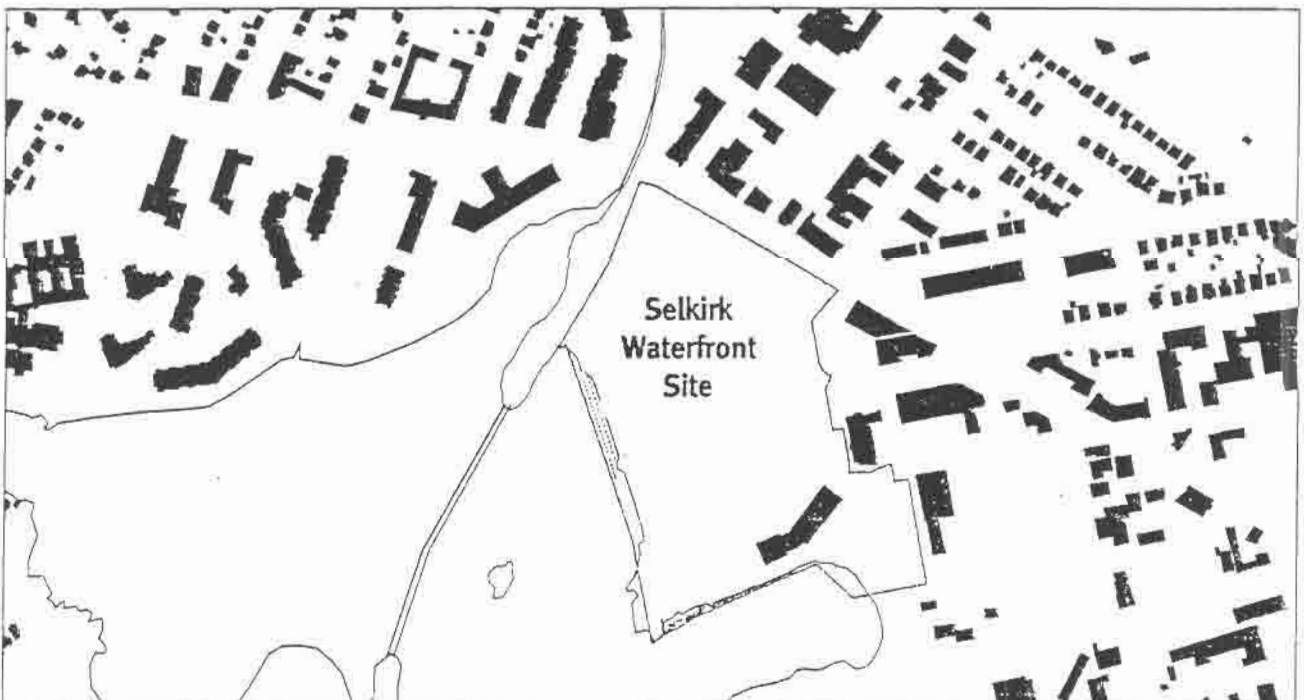
### Features:

- |                                   |                                 |
|-----------------------------------|---------------------------------|
| 1 enhancement of landscape        | 5 lagoon                        |
| 2 restoration of native landscape | 6 stone beach                   |
| 3 restoration of shoreline        | 7 tree planting in parking lots |
| 4 extensive tree planting         | 8 habitat restoration           |

Broken concrete and asphalt will be removed and the water's edge will be restored and stabilized. Large areas of planting, hundreds of trees and extensive riparian vegetation will be put in place. Over the years these efforts will make new habitat for birds, waterfowl, fish and small mammals. The species which share urban waterfront environments with people will return to the site and re-inhabit it, thereby contributing to the revitalization of the new neighbourhood.

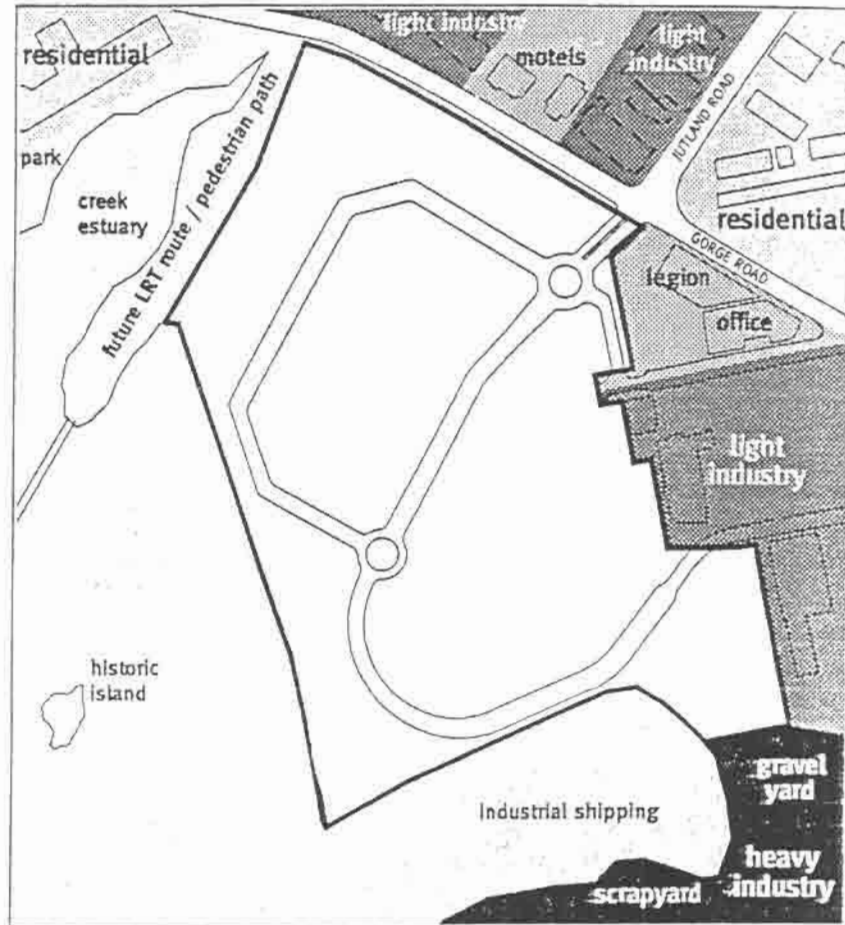
## Urban Design Objectives

- Take the opportunity offered by this cleared site to repair a waterfront and rejoin it to the Burnside-Gorge District of Victoria.
- Maintain a continuous and accessible public water's edge.
- Design a clear and simple street system, with no culs de sacs, which links to the city street network in a rational and easy-to-use manner.
- Accommodate pedestrians and cyclists in the streets.
- Establish a network of paths which will connect residential areas and work places with the waterfront and public open spaces on and off the site.
- Provide public open spaces of different sizes to accommodate a variety of recreational activities, large and small gatherings, special events, or solitude.
- Compose a landscape for the site which is inspired by indigenous and historic landscapes as well as its industrial history.
- Use the traces of the mill structures left on the ground as well as historic documents to inspire new site design and architectural characteristics of future buildings and open spaces. Where possible, preserve historic remnants to commemorate the heritage of the site.
- Design public rights-of way that serve as places for social interaction and pedestrian activity. Encourage slow vehicle traffic.
- Accommodate vehicle parking in small screened lots, behind buildings and in garages.
- Include a variety of housing types to encourage a diversity of residents and to help foster a real and vital neighbourhood.
- Encourage waterfront activity with marine-oriented recreation, compatible retail, commercial and light industrial uses.
- Enrich the diversity of activity on the site by allowing shops and offices along with residential development.
- Allow vertical mixing of uses within buildings to give character to the street. This means allowing, where appropriate, residential uses over offices, retail, or light industrial uses.
- Initiate and maintain public participation in the project through information meetings, presentations and personal contact throughout the planning process.
- Cooperate with Municipal Departments to achieve a plan which is compatible with the City planning goals for the District.
- Establish a Comprehensive Zoning which will ensure adherence to the approved concept and allow for flexibility and incremental growth in response to future economic conditions, user demands and planning goals.
- Design to allow for incremental implementation.



## Land Use

Note : All maps and diagrams in this manual are schematic only. For current legal areas and boundaries refer to survey by Hughes and Taylor Surveyors.



Adjacent Land Use

In determining the most appropriate distribution of uses on the Selkirk Waterfront site the current surrounding land uses were considered.

The most significant impact on the site is from neighbouring heavy industrial uses to the south and southeast. These include the Budget Steel metal reclamation and recycling operation, the Ralmax Sand and Gravel yard, and the City of Victoria works yard. These industries are sources of dust and intermittent low frequency noise. To some they are also visually unattractive due to the exposure of their operations and the stockpiles of rusted steel, rock and gravel.

At the other end of the land use spectrum lie the residential areas to the north and northwest of the site across Cecelia Creek. These are separated from the site by Arbutus Park and Cecelia Creek estuary.

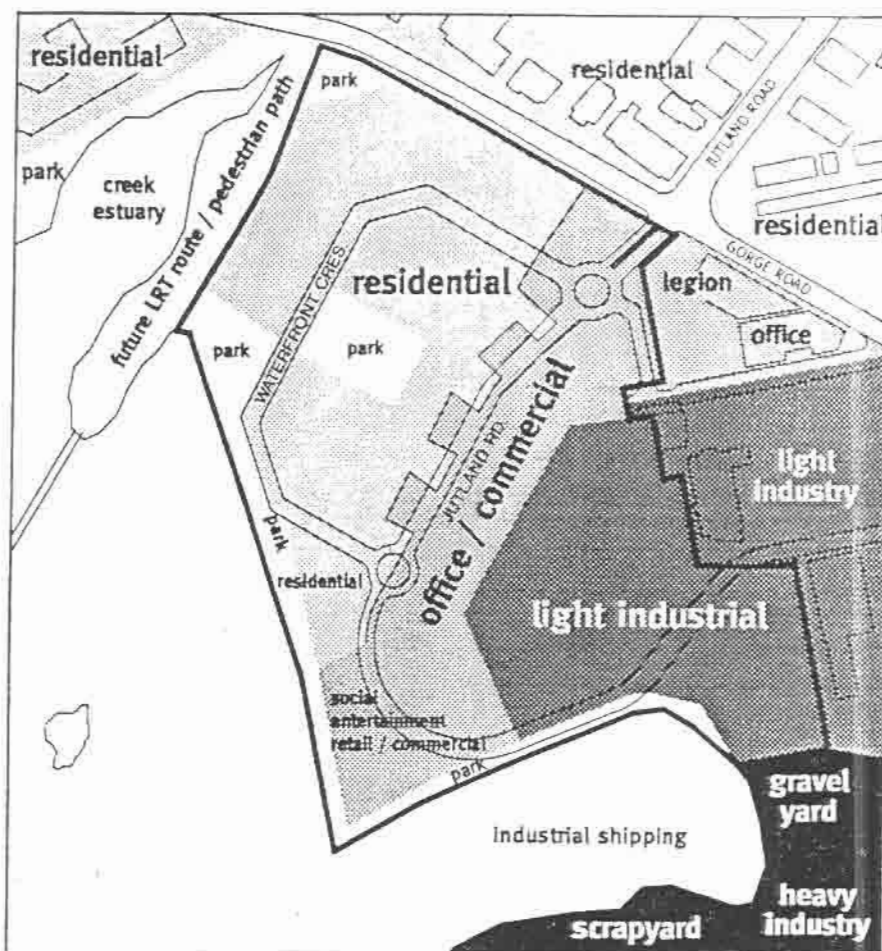
Northeast of the site across Gorge Road are a series of motels, commercial and warehouse businesses, and at Jutland, a multi-family housing project.

The challenge has been to achieve an effective transition across the site from the heavy industrial uses to the south to the residential uses to the north.

*This site is recommended for a mix of uses, focusing on residential development and a neighbourhood commercial centre to serve the developing neighbourhood. One portion of the site is recommended for light industrial use as a buffer and transitional use from the adjacent heavy industries.*

Burnside Neighbourhood Plan  
March 1991

Proposed Land Use



The Selkirk Waterfront Project is intended to integrate with surrounding land uses.

Generally, the new uses and building sizes proposed for the Selkirk Waterfront site are stratified from southeast to northwest to develop a buffer for the residential area. Light industrial uses such as warehouse and light indoor manufacturing on the site will be located next to the heavy industry off-site to the south. The street of office/commercial buildings is located next to the light industrial area, on the south side of the Jutland Road extension. The ground floor/street fronts of these buildings will mainly contain service, retail and lobby spaces. This will foster a lively street/sidewalk character.

On the north side of the proposed Jutland Road extension, four-storey apartment buildings, with potential for ground floor commercial areas, will make the transition from the office/commercial area across the street. The quieter residential areas are located at the northern end of the site and will be compatible neighbours to the apartments and motels along Gorge Road as well as those across Cecelia Creek. The social/entertainment/retail area at the southwest point ("Sawmill Point") is located at a nexus of light industrial, office/commercial, and residential areas, and will form the social hub of this new neighbourhood.

## Mixed Use

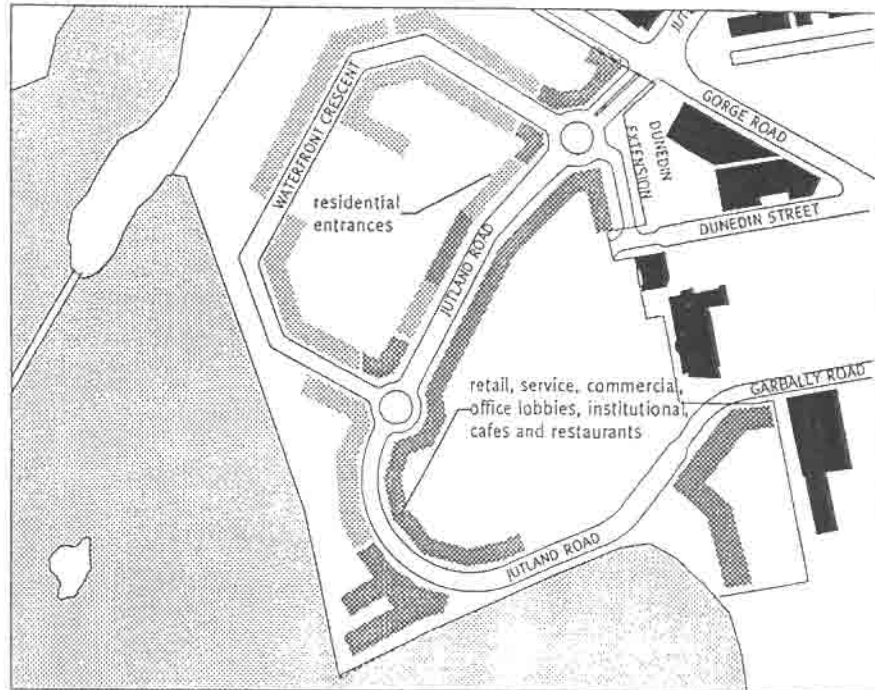
Mixed use was identified as an independent objective, not merely a means of achieving integration with surrounding uses.

Approximately six acres of the site is proposed for light industrial use, including the four acres which has already been developed as the Centra Gas Operations Centre. There will be office-commercial area along the Jutland Road extension; the Sawmill Point development will include retail-commercial space. The residential developments may reach a maximum of 460 units.

The proposed zoning by-law allows some flexibility in the allocation of uses. The potential exists, for example, to transfer some of the floor space allocation for office/commercial to residential.

The preliminary locations, configuration, and form of the buildings intended for various uses have been established in this manual. Subsequent refinements will occur as the urban design is developed in detail and as demand for various uses is accommodated. In principle, different but compatible uses can be allowed in adjacent buildings, and where appropriate, within the same structure.

A mixed-use neighbourhood offers the potential for residents to work, shop, socialize, attend school and reside in the same localized area. We anticipate that a significant and increasing number of people will walk or cycle to a work place at the Selkirk Waterfront. Several aspects of the plan acknowledge and encourage this possibility.



### Sidewalk-level Uses

*Both work community and residential community can gain by sharing facilities and services, restaurants, cafes, and libraries.*

Christopher Alexander et al. *A Pattern Language*

An interconnection of work-place, home, recreation, and natural amenity will be encouraged by designing streets for good walking and cycling experiences, making a variety of routes to, from, and through the site, providing bicycle parking at every building, and creating numerous stopping and sitting areas.

Successful integration of uses depends on a number of conditions. It is important to have a range of use-mixed areas in a neighbourhood. All buildings or streets may not be appropriate locations for multiple uses. The plan can provide a range of urban environments, from all-residential buildings or townhouses on quiet streets, to apartments over a store at a lively corner.

Uses should be allowed to change over time. Urban buildings, once established, evolve according to social and economic forces. It is not uncommon for warehouses to be converted to apartments or for apartments to become retail shops, offices, or institutional use such as daycare and schools.

While it is impossible to plan for every eventuality, an urban design which considers potential change is important. By providing good vehicular and pedestrian circulation in and around buildings, well-defined entry points, adequate open spaces and appropriate landscaping, a neighbourhood can accommodate future uses ranging from residential to institutional.

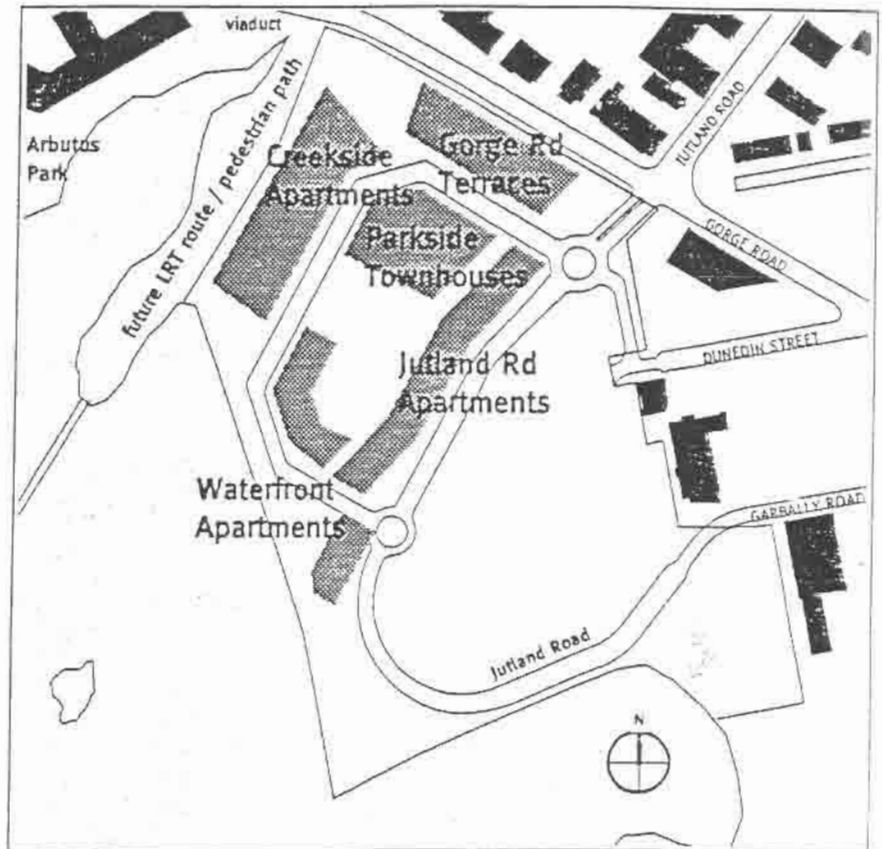
# Housing

In general, housing supply is driven by market forces, and the nature and location of land which is appropriate for development. These change over time and thereby cause the ebb and flow of development and the availability of various housing types.

The waterfront is the most significant feature of this site. The relationship of dwellings to the water's edge will be a compelling determinant of building form, orientation, and market.

The site is situated on the north shore of the Selkirk Water. This orientation, along with the peninsula-like geography, make the Selkirk Waterfront a particularly good site for sun exposure, views and non-arterial traffic. These conditions are ideal for the development of good housing.

Many factors determine housing costs. The available tools designers have to control housing value are unit size and location. It is desirable to encourage as wide a range as possible of housing types. This, along with a variety of physical settings, will accommodate diverse people with different life styles.



## Residential areas

### Housing Types

The residential neighbourhood will consist of several sub-areas. These enclaves will have particular identities and character arising from their respective locations on the site, special features, and proximity to the waterfront. The following are character descriptions of the housing sub-areas.

#### *Creekside Apartments*

Along the north boundary of the site, the former CNR right-of-way on the bank of Cecelia Creek has become a publicly owned pathway to the waterfront. This area will be overlooked by a series of terraced buildings assembled around landscaped areas facing the mouth of the creek and Arbutus Park beyond. On the street side of these buildings the ground floor units will likely have direct front door access and porches. With designated build-to limits requiring only a small display garden, these facades will, along with the buildings opposite, define a human-scaled street.

At the western edge of this area, the junction of the waterfront walkway and the old CNR right-of-way, there will be a small park. From this focal point the buildings will step from four to five storeys until, nearest to the Gorge Road Viaduct, they will be six storeys in height. This viaduct over the Cecelia Ravine is a significant and picturesque landmark.

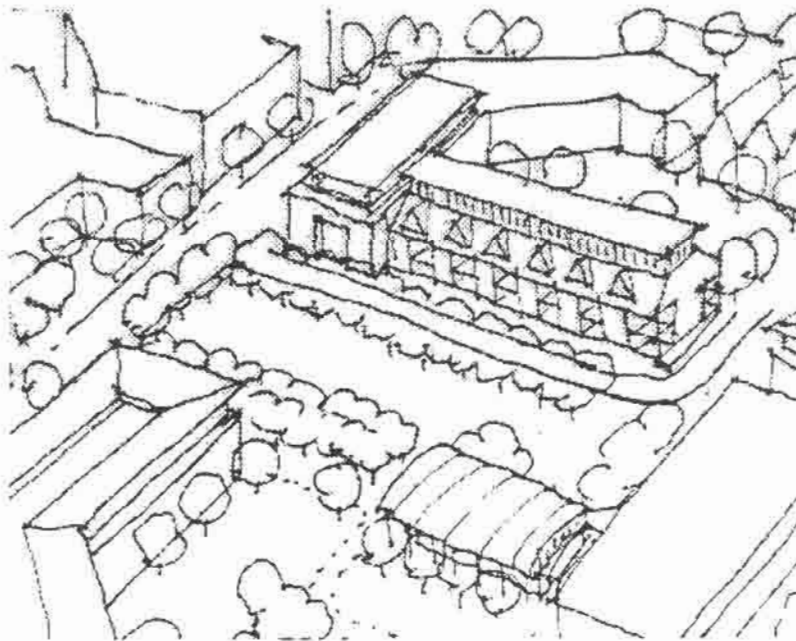
### **Gorge Road Terraces**

This housing is named to reflect the site topography along Gorge Road. There are changes in elevation of between one and two storeys between the road and the grade of the site below. The housing form in this area will consist of multi-family dwellings with landscaped courtyards. From Gorge Road the buildings will appear to be about four storeys in height (approximately the same as those on the north side of Gorge Road). There will be secondary entrances to these buildings along Gorge Road, both for the convenience of the residents and to acknowledge Gorge Road as an urban street rather than as the back side of the development. From the new street below the buildings will terrace up to six storeys with parking garages within the lower levels behind entrances and ground-floor units. These front doors will form the street edge and define landscaped yards.

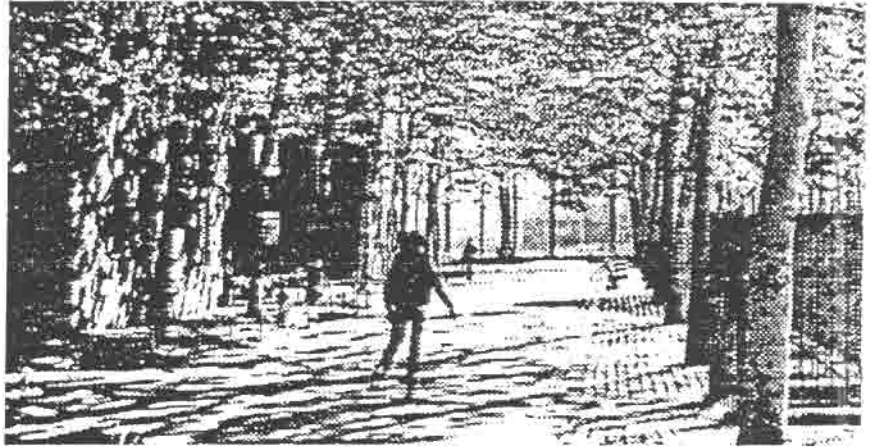
The buildings are the tallest proposed for the site and many of the dwellings will have views of the waterfront due to the sloping elevation of the site and the alignment of the residential streets.

### **Parkside Townhouses**

At the heart of the residential area will be a neighbourhood park: "Selkirk Green". This 0.75 acre open space will be landscaped and surrounded by trees. Townhouses will be located on the north side of the park. If government programs to support starter-house projects are in place at the time of this area's development, it could be an ideal location for this housing type. With their front porches and main living spaces facing the park, the attending casual surveillance will contribute to the security of the area.



Houses along the north side of Selkirk Green



Anticipated character of lane adjacent to Selkirk Green

#### **Waterfront Apartments**

The street running along the water's edge will be lined on the opposite side by four storey buildings. Front entrances and porches of the main floors of these buildings will be raised one meter above the street level. A six storey building will be located on a lagoon at the intersection of the residential street and the Jutland Road extension. With large terraces facing the water these buildings are located to take advantage of sun and views, as well as providing landmarks on the site. On the ground floor/street-front of the lagoon building a public or civic use could be accommodated.

#### **Jutland Road Apartments**

Housing along the new Jutland Road extension will be the most urban of all at the Selkirk Waterfront. Of consistent size and with similar frontage, these buildings will define the scale of the street. All dwellings will enjoy good exposure to sunlight and views. Along the street level, units will be designed to be separate from the street without being totally disconnected. This means that while they may be raised to control direct views from the street, some views from the residences of activity on the street, sidewalks and boulevards will be maintained.

Entrances to these units will vary according to their location along Jutland Road. Those at mid-block will have access directly from the street through appropriate transition areas. Corner buildings will likely be entered from the smaller residential street sides. In general, as many dwellings as possible will be designed to have their own separate entrances.



*"Residential development shall incorporate a mix of housing types and densities to create a socially diverse community that will provide affordable family housing."*

Burnside Neighbourhood Plan

March 1991

### **Housing Affordability**

In general, housing prices at the Selkirk Waterfront will be a function of floor area, orientation, and distance from the waterfront.

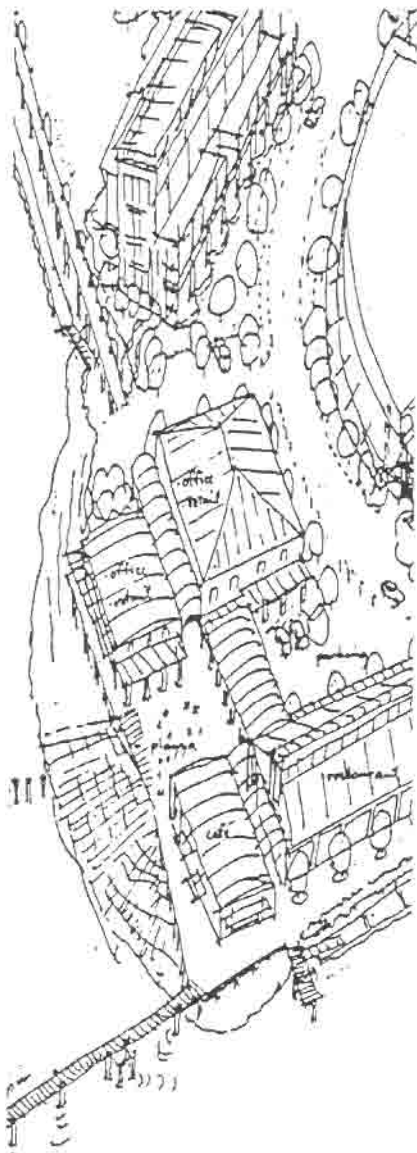
Efforts to increase residential mixing will be made with seniors' housing, narrow lot starter-home projects, and housing for moderate and middle income families. Government programs will be monitored and reviewed to take advantage of any opportunities to make housing more affordable.

A proposal for a seniors housing project consisting of 42 dwellings will be submitted to the BC Housing Management Commission in response to their 1993 call for proposals. The Capital Region Housing Corporation will be the project sponsor.

## Public Amenities

With residential development comes the need for community services. Activities such as daycare, preschool or other social amenity should be accommodated at appropriate locations on the site.

Access to the water's edge will create new opportunities for community activities and should be considered in the design of adjacent buildings and open spaces.



REV 2.2 FEB 93

### Social Settings

Provision has been made in the design to allow community-related uses to occupy ground level spaces in buildings adjacent to parks, public open spaces, and focal points such as street intersections and corners.

Selkirk Green will accommodate local community-initiated events such as block parties, charity functions, or children's field days.

The piazza at Sawmill Point is a natural location for social gatherings and cultural activities. Viewpoints for marine activity on the Gorge Waterway, are located along the entire waterfront walkway. Two small boat-launching ramps will be provided to encourage use of the waterway.

### Public Elements

The urban design of the Selkirk Waterfront has been developed around three key public elements.

#### Waterfront

The waterfront will consist of a series of waterside features linked by rights-of-way providing permanent public access. Hard-surfaced pathways, wooden boardwalks, bridges, and tidal shelf habitat enhancement areas along the water's edge will be built in stages as the adjacent upland area is developed. Detailed design of the various portions will include consultation with City Planning, Engineering and Parks Departments prior to construction.

#### Park

Park is an indispensable component of any neighbourhood and an important priority in the Burnside-Gorge District where a deficiency in park space has been identified. There will be three main parks at the Selkirk Waterfront Project.

The centerpiece of the residential quarter will be Selkirk Green, a  $\frac{3}{4}$  acre green space surrounded by driveways, pathways, and rows of trees. This park will contain a large grassy area and a children's playground. This area will be designed to provide a range of play opportunities for children of various ages. The design process for landscaping and structures for the park and playground will include consultation with the City Parks and Planning Departments.

In addition to Selkirk Green, two smaller triangle parks will be developed. Cecelia Cove Park at the north west corner of the site near the junction of the waterfront walkway and the old CRN right-of-way, and The Gorge Viaduct Access which contains existing arbutus trees. These areas are considered important entrances to the site and links to the surrounding public paths and waterfront.

#### Schools

An elementary school, Burnside Elementary School, is located on Jutland Road a short distance from the development. There is sufficient capacity in Burnside Elementary School to accommodate the expected requirements generated by the Selkirk Waterfront.

are on-going to program and design a street system and right-of-way configurations which support a wide range of public uses.

The ability of streets to accommodate vehicle, pedestrian, and bicycle movement, as well as social interaction (meeting, talking, playing, etc) is widely acknowledged.<sup>2</sup> While not replacing dedicated park space, the streets, with their trees, planting, lighting, sitting places, and general activity, can be interesting and lively public places and contribute to the positive life of a neighbourhood.

It is for these reasons that streets and their adjacent open spaces are considered a valuable part of the public amenities of the Selkirk Waterfront Project. Many aspects of the urban design have been influenced by the desire to foster a street life rather than allow streets to divide or sever the life of the neighbourhood.

#### **Schools & Daycare**

Burnside Elementary School is located a short distance from the development and will satisfy the requirement for public schools. It is possible that a privately operated daycare and school will be developed on the site. These institutional uses could also contribute to the locally available amenity space with their yards and multi-purpose indoor areas.

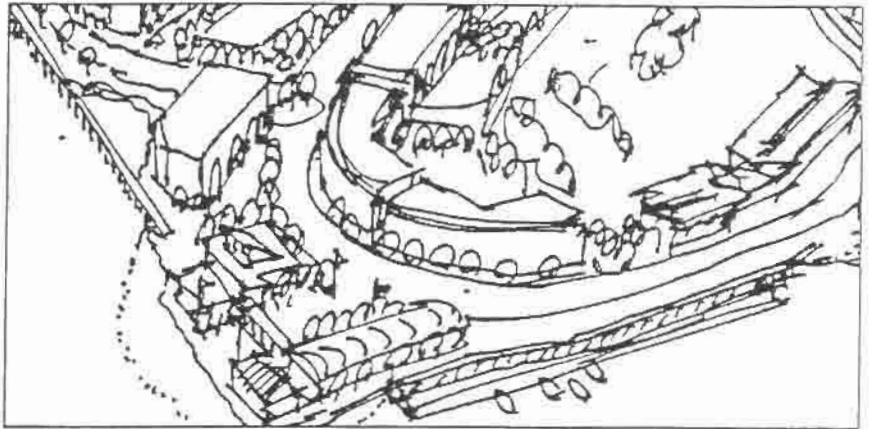
<sup>1</sup> "Greenways, Public Ways", Urban Task Force, Vancouver, 1992.

<sup>2</sup> "Traffic Calming", S.T.O.P.

## Offices/Work places

The following are excerpts from a report from the Victoria office of Colliers Macaulay Nicolls Real Estate Services. Their report assesses the potential impact of office development at the Selkirk Waterfront Project on the downtown Victoria office core.

- *Despite trends throughout North America to establish office parks in suburban areas closer to the workers residences and away from the congestion and relatively high prices of the downtown core, Greater Victoria has lagged behind the national average in this regard with 77% of its office space located in the downtown area. Local leasing firms have had an increasing number of requests from potential tenants for suburban office space.*
- *The type of offices which will be attracted to the Selkirk Waterfront are those that would normally locate in a suburban setting, such as public agencies, medical offices, or high-tech industries. Consequently there is no threat to the vitality of the downtown business centre posed by the Selkirk Waterfront project.*
- *Selkirk office space will be relatively close to downtown, but with the amenities of suburban locations such as convenient access and retail services.*
- *The office workers will provide extra support for these retail and neighbourhood services over and above the level that can be provided by the proposed residential component on the north part of the site.*



*If you spend eight hours of your day at work, and eight hours at home, there is no reason why your workplace should be any less of a community than your home.*

Christopher Alexander et al,  
*A Pattern Language*

The creation of an interesting and positive work environment at the Selkirk Waterfront is a priority. The mixed use principle on which the project is based will only succeed if all aspects of daily life are provided for. Opportunities for diverse activities, both casual and programmed, have been considered.

People will be able to travel to and from work in a number of ways. The walk from the Gorge Road bus stops to the most distant point on the site is less than five minutes. The project streets will be designed to be convenient and safe for bike-commuters. The seabus service from the Inner Harbour will stop at the Selkirk Waterfront and provide an interesting addition to transportation modes in the city. Victoria West commuters may eventually be able to walk across the old CNR train trestle to offices and other work places at the Selkirk Waterfront. The possibility of an LRT service along the CRN right-of-way would further enhance transportation to and from the site. The interim development of the right-of-way as a recreational corridor will itself substantially shorten the distance to the site.

As they leave their offices, workers will walk past small shops, cafes, and restaurants. The piazza at the point will be a few minutes away and will be a meeting place. More natural amenities will be reached by walking north along the waterfront walkway to the park near Cecelia Cove. At intervals along the way will be places for people to sit and eat lunch or take in the view. Along the south shore people will be able to sit and watch the industrial operations across the water. Those with nautical interests will eventually be able to stroll along the docks and look at the moored boats. Those living on the site could go home for lunch. Daycare facilities will be available on-site.

Rather than simply present blank curtained windows to the street, ground floor office areas will be designed to make a positive contribution to the street scene. This will be accomplished by locating uses with public access requirements at sidewalk level. These could even be office/institutional uses such as a government book store, motor vehicle license bureau, or library.

## Industry

Under its current zoning the project site could be developed for heavy industrial uses. From a planning point of view this is not a desirable option. The Burnside-Gorge District is trying to emerge from years of accommodating a disproportionate share of the region's industrial activities. The community is anxious to stabilize and augment the residential capacity of the area. This new direction is not intended to exclude industry from the area but to achieve a more compatible balance of land uses.

The City Works Yard is located just south of the Selkirk Waterfront site. The existence of the facility in this location is important to the City. Materials used for street and other city infrastructure repairs now arrive at this central location by waterborne transport. The alternatives to this location would involve increased inconvenience and cost.

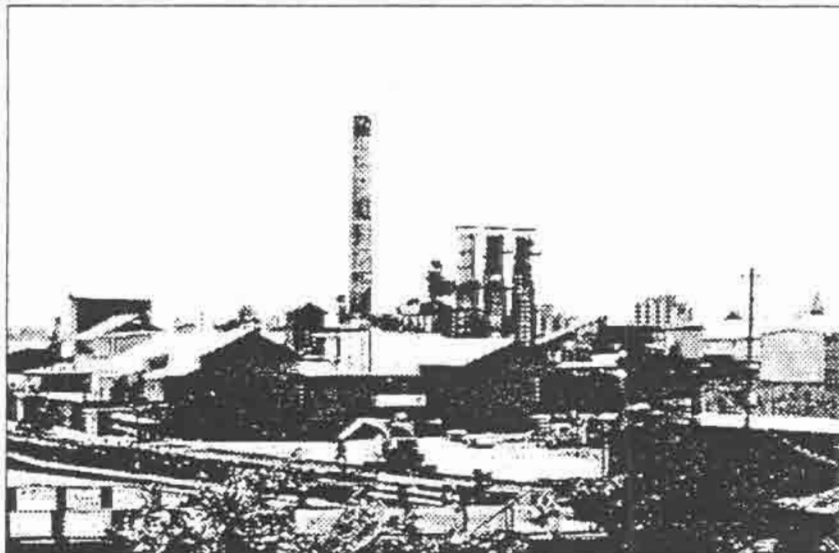
It is not desirable that every urban waterfront be purged of industrial activity. Negative or dangerous effects of industrial operations can often be mitigated or eliminated. Some forms of industrial activity are not only compatible with other uses but can significantly add to the interest of an area.

The reduction of work places in the city, with commensurate loss of jobs and other negative effects, is another reason to modify and make compatible, rather than eliminate industrial activities in the city.

In the proposed plan, the southern portion of the Selkirk Waterfront site has been designated for light industrial uses. Buildings will be kept to a maximum height of three storeys and will be designed to mitigate their close proximity to non-industrial structures and streetscapes. The desirable massing and material palette is reflected in the first building constructed (Centra Gas Operations Centre). This building (essentially Phase One of the project) conforms to both existing City zoning regulations and the overall objectives of the Selkirk Waterfront Project urban design.

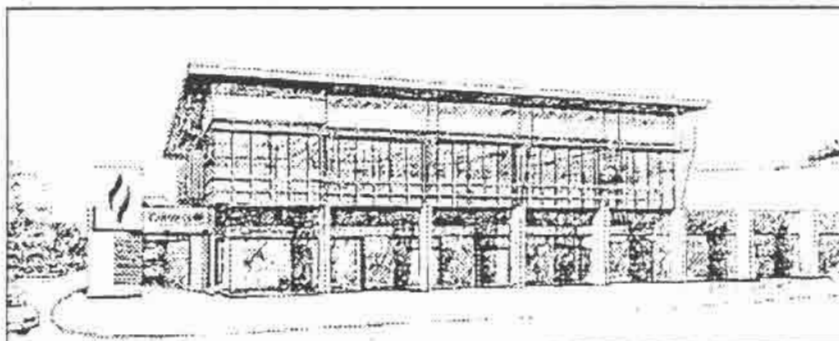
The Centra Gas Project will form part of a transition area within the site between the heavy industry to the south and the predominantly residential portion to north.

Another industrial site is located at the southeast corner of the Selkirk site, next to the City Works Yard. As yet no firm proposal has been developed for this parcel. Whatever is located there will complete the definition of the waterfront street, establish a public water's edge walkway and enhance the buffer separating the existing heavy industrial uses.



The Victoria Sawmill during its last days of operation.

Rolf Bettner photo

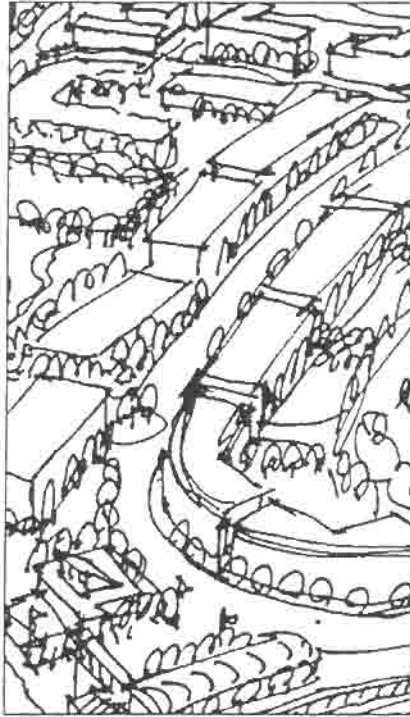


Phase 1 of the Selkirk Waterfront Project: Centra Gas Operations Centre  
deHoog D'Ambrosio Rowe architects

## Commerce and Institutions

The Burnside Neighbourhood Plan recommends a village commercial area be located near Gorge Road and the Selkirk Waterfront site. The extension of Jutland Road from Gorge Road will provide appropriate locations for retail and service outlets such as dry cleaning, housewares, hardware, electronics, specialty foods, bookstore/newsstand, café/restaurants, and other businesses.

A regional shopping centre (Mayfair Mall) is relatively close by. The scale of the retail shops at the Selkirk Waterfront will be smaller, more specialized and locally-oriented. A character such as that found along the stretch of Cook Street commonly known as the "Cook Street Village" would be desirable.



Jutland Extension: a lively commercial street.

The mixed-use concept guiding the project allows for the integration of retail, light industrial, office and residential uses across the site. The extension of Jutland Road will become a tree-lined street with storefronts along wide sidewalks. Entrances to offices above the shops, commercial, service and institutional fronts as well as passageways to parking areas will open onto this street and contribute to its activity and character.

The size of retail stores, as well as the design of signs, display windows and entrances, will be regulated to maintain an attractive, small-scale streetscape. Canopies or colonnades, landscaped boulevards, and ample public seating will add to the comfort and convenience of this mixed-use street and encourage year-round use.

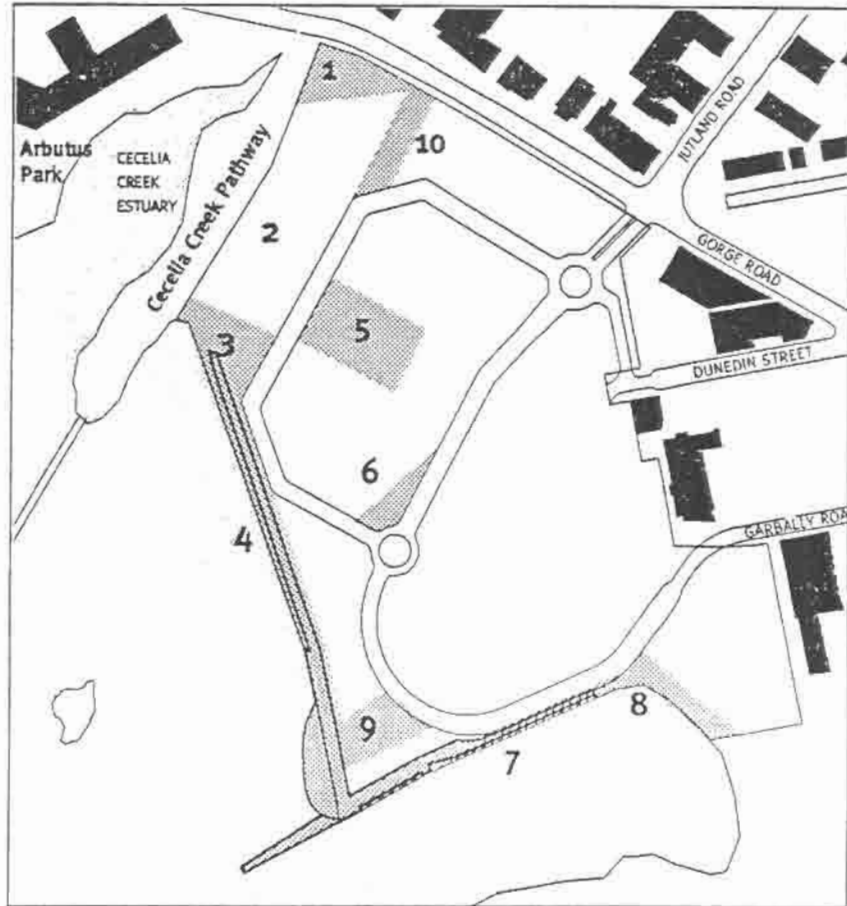
A school and daycare facility may be an institutional use that would be located at about mid-block of Jutland Road with the rear of the site adjacent to a lane along Selkirk Green. This institution could be a combination of educational, child-care, and shared-use spaces such as meeting room or gym. A variety of frontage and perimeter edge conditions are anticipated here.

## Parks and Landscaped Open Space

*The landscape concept is based on a local tradition of creating environments that integrate natural features and vegetation. This approach was first undertaken in the Victoria area by the famous landscape architect John C. Olmstead in his plan for Uplands in 1909. The plan successfully combines existing landscape features and natural growth with new development.*

*Similar principles have guided the design of the landscape for the Selkirk Waterfront Project. Special attention has been given to the water's edge with a design attitude guided by ecological, recreational and aesthetic considerations. The balanced result will provide for the preservation and enhancement of natural areas for wildlife and a diverse, lively and comfortable place for people.*

Cornelia Hahn Oberlander, Landscape Architect  
CM LLD (Hon) MBCSLA, MASLA



Open space key plan

The Selkirk Waterfront project has been designed to provide a variety of meaningful and functional parks and open spaces that respond to the following issues: **Site character** based on location and history; **local and regional landscape**; **built form**; **coherence and legibility** of the greater site; **site linkages** and integration; **functional constraints**; **views**; **recreational needs** and opportunities; **sustainable landscape**; **water access**; and **user delight** throughout the seasons. The site design offers a generous amount of varied open space including waterfront, linear greenways, a neighbourhood park, streetscapes, plazas, natural habitat and landscaped connections throughout the site.

The planning takes advantage of small gaps, corners and pedestrian linkages throughout the site to create a number of pocket greens. These smaller, more intimate spaces will incorporate landscaping, seating, lighting and special features. Opportunities to use these spaces will be made by locating them adjacent to building entries, information kiosk, bus stops and outdoor cafés. The pocket greens will become places to meet, a spot for a coffee break, or a rest area during the neighbourhood stroll.

The following are character descriptions of the various landscaped open spaces.

**1 Viaduct Park**

A public link to a previously private waterfront. Existing planting will be protected and enhanced. Further planting will consist of a variety of native species already found on site or in the area. The existing informal access up to Gorge Road near the viaduct will be improved with an upgraded pathway and landscaping. The Burnside-Gorge Neighbourhood Association, with the support of the Selkirk Waterfront Project and local business, has already begun this improvement. It is important that any building wall facing this park be designed to enhance and beautify the landscape.

**2 Cecelia Creek Pathway**

Site development adjacent to this northern edge will respect the existing 'natural' quality of the Cecelia Spit. An adequate building setback coupled with a grade separation between the residential development and the pedestrian greenway and possible LRT route, will reinforce the public nature of the pathway.

**3 Cecelia Cove Park**

This area is the meeting place of the natural lands of Cecilia Spit and the landscape of the Selkirk Waterfront. The significance of the location is acknowledged by an open green. It will provide a terminus for the public boardwalk, and form an intersection for people heading to Burnside or the Gorge, Victoria West via the trestle, Sawmill Point via the boardwalk or to the adjacent Selkirk neighbourhood. The treatment of the landscape will include enhancement of the natural shoreline and wildlife habitat. Opportunities for bird watching or relaxing by the water will result. The interesting visual relationship of the historic trestle, Halkett Island and Cecelia Spit can be enjoyed from here.

**4 Railspur Boardwalk**

This is a boardwalk to be built on the existing rail trestle used by the former sawmill. The boardwalk will bridge the water from Cecelia Cove Park to Sawmill Point and offer unique perspectives both to the waterway and to the Selkirk Waterfront project. The boardwalk will attract people to the water's edge by providing seating, places to fish, and a location from which to watch marine events.



**5 Selkirk Green**

A central park of simple proportions, the neighbourhood green is at the heart of the community, adjacent to the residential road. Rows of large trees will surround an open area, a place to sit or stroll. The space will provide opportunity for informal sports or a community picnic. It could offer a pleasant, safe and functional space for both active and passive play. The park can be reached from many directions and is located to allow visibility to and from the water's edge. Surveillance of the park from the surrounding dwellings will encourage appropriate uses and provide security.

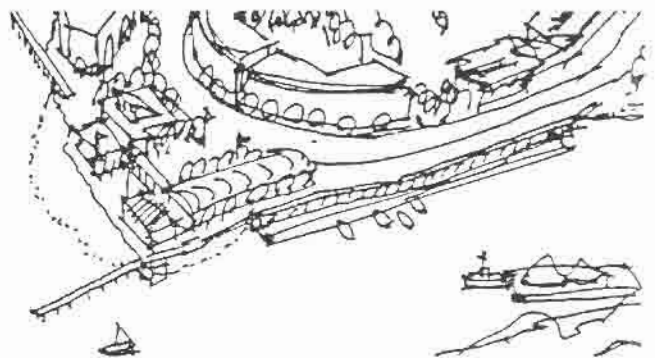
**6 The Jutland Wedge**

The Jutland Wedge is a triangle of pedestrian space occurring at the intersection of Jutland Road and the residential crescent. With a bosque of trees, the space will have a unique character. In conjunction with a feature landscaped area such as a circular traffic island, it marks the change from a residential precinct to a more active commercial retail area. This area will feature a rich variety of paving materials and street amenities such as special lighting and seating. This intersection will also offer framed views to the waterfront and Halkett Island.



**7 Steamcrane Quay**

A public walkway along the historic steam crane track and a water's edge boardwalk will highlight this area. The adjacent road will ensure the 'public' nature of this area and will be lined by a simple row of trees. The walkway leads to Sawmill Point, the public activity hub of the project.





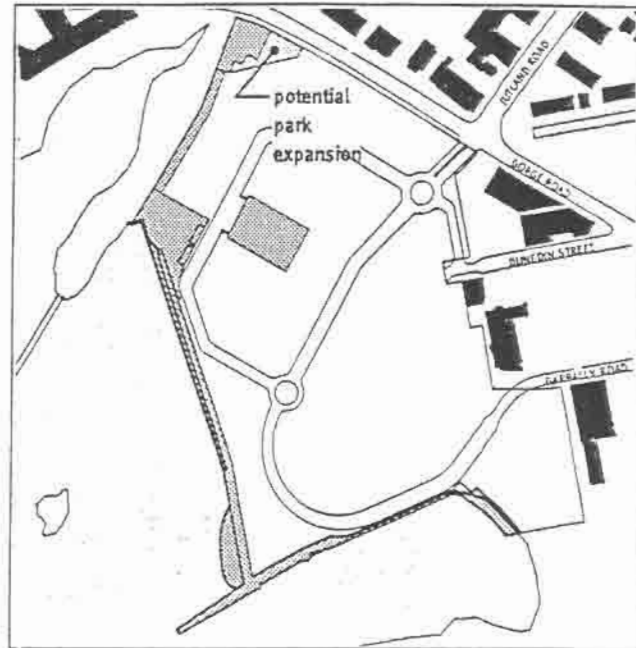
**8 Garbally Landing**

This is the southern entrance to the Selkirk Waterfront and is adjacent to an existing shoreline in need of repair. Wildlife habitat will be enhanced and the waterfront walkway will be extended. In the future, developments south of the Selkirk Waterfront site could provide further extensions of the walkway, ultimately to the downtown area.

**9 Sawmill Point**

Sawmill Point will be the focal point of public activity in the Selkirk Waterfront Project. The space will be used for commercial, recreational and community purposes. A variety of functions and events will be programmed here. The area will be enlivened by restaurants, bistros and shops. Parking areas will be provided on site within a pleasant and easy walking distance.

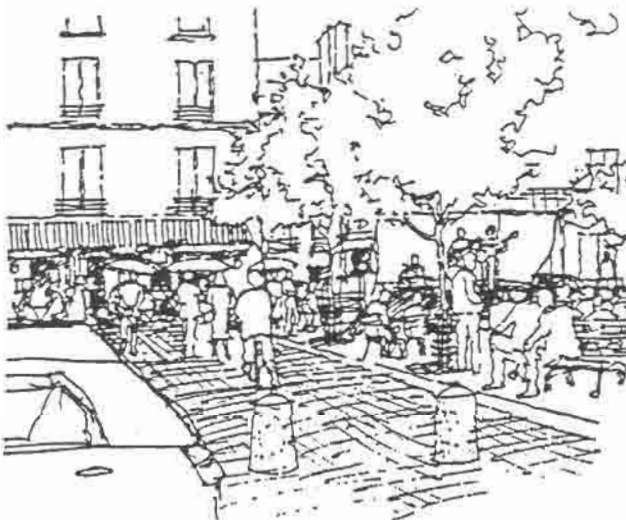
Trees will play an important role in softening and visually enriching these areas as will a gently sloped stone beach on the water side of the piazza.



Public Park

**Public Park**

The aggregate amount of public park and open space will be determined by reference to the standards in the Official Community Plan. The requirement is based on the anticipated residential population. As the rezoning by-law allows some flexibility in the amount of residential development, some potential for park expansion has been identified.



A neighbourhood "piazza"

**10 Gorge Steps**

This pedestrian link between the new neighbourhood and the Gorge Road sidewalk is made by stairs through a landscape of trees and shrubs. Views of the Selkirk Waterfront will be a feature of this location.

## A Public Water's Edge

The Selkirk Waterfront site is located at the northern edge of the industrial portion of the Gorge Waterway. Further north, recreational and residential areas line the Upper Gorge. The Gorge Waterway is recognized as an important public amenity for both recreation and industrial transportation. These two types of use are not mutually exclusive and they should be preserved, if not actually enhanced, by new development.

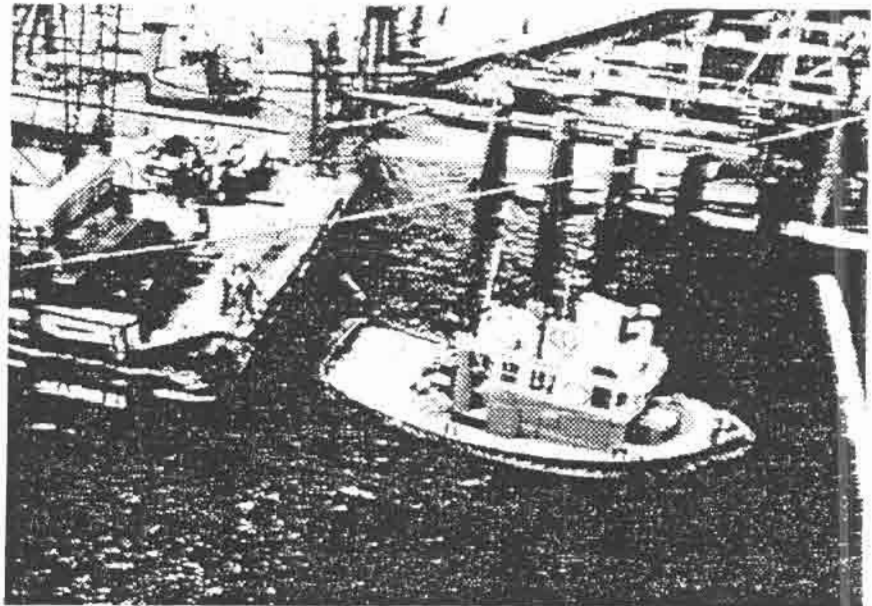
The water lots adjacent to the Selkirk Waterfront are not currently part of this project (they are still leased by the former owner), but they will likely be included at some future date and some general recommendations for their use will be made.

The small bay to the south of the site is currently used by large tug-towed scows serving both the Ralmax Sand and Gravel yard and Budget Steel salvage yard. This activity gives the bay an industrial character and may preclude intensive recreational use.

Past Sawmill Point to the north, commercial water transport ceases and the recreational character takes over. The waterway here is crossed by the wooden train trestle from Cecelia Spit to Victoria West. Halkett Island is prominent in the centre of the waterway.

The Gorge Waterway provides an important visual open space that is one of the site's most valuable assets. Almost half of the site's boundary is waterfront.

The Gorge Waterway is surprisingly close to many major streets in the area but tends to be accessible only to glimpse or distant views. The water's edge along the Selkirk Waterfront has long been inaccessible to the neighbourhood because of intensive industrial use on the land.



An Active and Interesting Waterfront

photo courtesy Gary Cunningham

The re-connection of the Burnside-Gorge District to this particular waterfront is a major priority in the redevelopment of the site. Historic activity on the Gorge Waterway included industrial transport, rowing, canoeing, and swimming. A stone-paved "beach" proposed for Sawmill Point will be designed to accommodate launching small craft, and the adjacent public open space is able to support large gatherings of people.

Although the site-related water lot leases extend out towards it, the important cultural and spiritual significance of Halkett Island to the native community will be respected by not encroaching on the island with piers or docks.

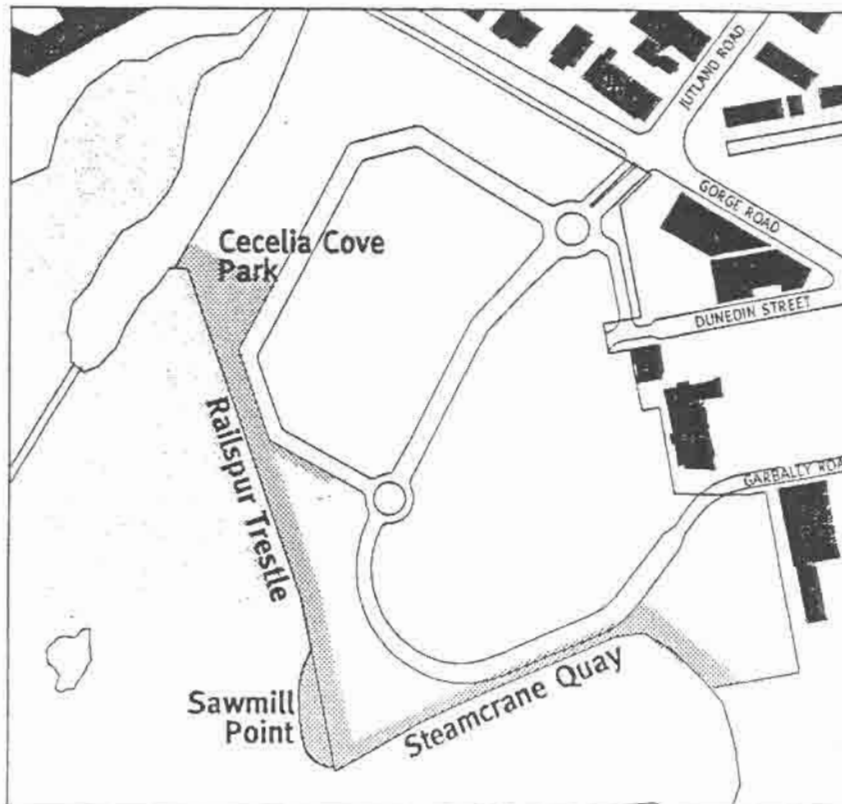
The industrial character of the small bay to the south will be reflected in the treatment of the water's edge. The bay must be kept clear for navigation to service the existing industrial uses around it.

The planning of the site incorporates the Gorge Waterway as an orientation feature and for view compositions.

All existing waterway uses will be accommodated and more encouraged. Marine activity from the site will be small scale. The proposal does not include a large scale marina or a live aboard community. A limited number of floating docks arranged for stern-on moorage may be provided once the water lot leases are acquired. These docks would form a water-level waterfront walkway.

Additional marine activities will include facilities for launching car-top water craft into the south bay from Garbally Landing and rent canoes or kayak at Sawmill Point. The dock or the pier adjacent to Sawmill Point will be a stop for motor launches on the waterway.

Continuous public access along Victoria's waterfront is highly desirable. Connection of the Selkirk Waterfront site to other waterfront walkways around the Gorge Waterway or Inner Harbour is now precluded by either intensive heavy industrial use of the shoreline, steep topography or private occupancy. Nevertheless, the Selkirk Waterfront site provides a significant amount of scenic waterfront to a neighbourhood long cut off from it by the former industrial use.



Four waterfront character areas

The waterfront walkway will extend along the entire shoreline and link all areas of the site to one another and to the pathway along the old CNR railroad right-of-way. It will provide a variety of experiences along the length of the walkway, rather than a single continuous undifferentiated condition. The walkway will be a series of paths, each with its own particular architectural and landscape treatment, linking a number of areas of activity.

The walkway will parallel the change from residential to light industrial use, from the natural landscape of the Cecelia Creek area, through a more structured section near Sawmill Point, to the hard-edged industrial section along the south bay.

**Steamcrane Quay**

This area, which is adjacent to light industrial uses, will be a paved roadside walkway above a stone wall. This wall will rise from the stone rip-rap which will stabilize the bank and prevent erosion of the shoreline. The public sidewalk will follow the tracks of the steam crane which formerly ran along this quay. The stone wall will be parallel to a wooden boardwalk and form part of the public water's edge walkway. Once the water lot leases are acquired, floating docks may be added for boat moorage.

**Sawmill Point**

This water's edge will include timber-decked wharf structures, stone sea-wall, and a sloping stone beach suitable for launching small boats.

**Railspur Boardwalk**

The existing railway spur trestle over the water's edge will be reconstructed as a pedestrian walkway. A lower level floating dock providing stern-in moorage could be built if there is sufficient depth to allow it.

**Cecelia Cove Park**

This park, may incorporate massive concrete machinery foundations. It will link the walkway to the Cecelia Creek Pathway and to other parks on site.

New landmarks will identify special locations along the waterfront walkways. Where appropriate, these landmarks could involve either art works or an historical interpretive marker. The shape of the water's edge and the paving materials of the paths and public open spaces, will be varied along the walkway to reflect their different locations, surroundings and uses.

## Views

As more of Victoria's waterfront is developed, there will be an increasing desire to maintain visual contact with it. Orientation is also important to the comfort and pleasure of living, working, or visiting in the city. Views of both natural and man-made landmarks help us find our way around. When they become familiar to us we know where we are and we can easily direct others.

The views to and from the Selkirk Waterfront site are many and varied. There is a unique perspective of Victoria when looking south from the site. The Budget Steel operation and the Ralmax Sand and Gravel yard form an active industrial foreground. Beyond is the office and commercial middle ground formed by the area south of downtown and the Point Ellice Bridge to the southwest. On a clear day the backdrop of the Olympic Mountains completes the scene.

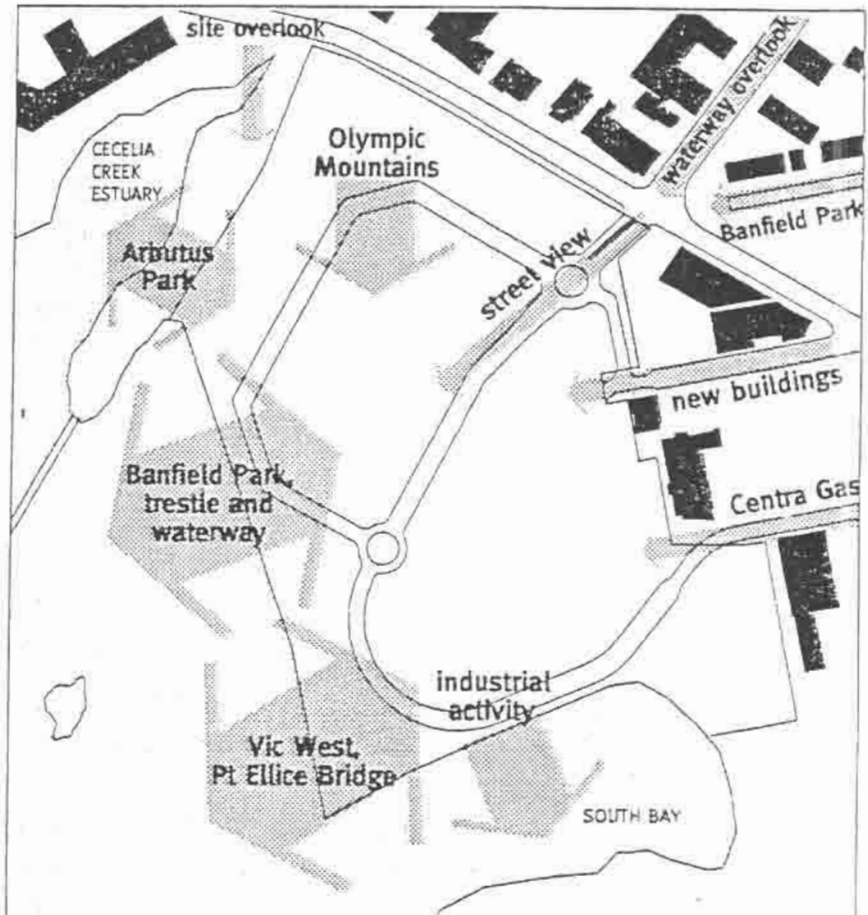
The view to the west is an established hillside neighbourhood of single family houses set among mature trees.

Gorge, Jutland, Dunedin and Garbally Roads are not now waterfront streets but Jutland and Garbally will be once they are extended into the site. There will also be water views from the street through the residential area.

Close views as well as distant ones are important in the siting of individual buildings and landscape elements.

Interesting views can be composed along streets, intersections and through public open spaces.

The orientation of windows and entrances can allow views for surveillance of streets and public open space.



**Main views to and from the site**

Views to the Selkirk Waterfront will be composed to create anticipation and invite people to enter the site. Viewpoints located within the site will be marked with special features and be located at natural stopping points and landmarks.

Traveling down Jutland, for instance, the view of the Selkirk Water will be momentarily obscured but a framed view will be revealed at the bend in the road. When turning at the point, another framed view of the bay appears. The technique is similar at the Garbally entrance with a glimpse of the bay. Wider panoramic views appear as one approaches the water's edge.

The waterfront walkway plus the rights-of-way of the waterfront streets will ensure a truly public water's edge. Separating the buildings from the shore with streets ensures that permanent panoramic views will be available to all.

Distant views have been correlated with locations on the site. From the residential area north of Jutland Road only views of Halkett Island and Victoria West are apparent. The views of nearby industrial activity are seen from the site's own industrial area and will provide overlook of interesting activities from Sawmill Point.

In the residential neighbourhood, the park is viewed on three sides from buildings, and from a street on the fourth. In addition to being visually pleasing to residents, the views facilitate casual surveillance of the park, increasing security.

When boating up the Selkirk Waterway from the south the first feature to come into view will be the buildings at Sawmill Point, their massing recalling the previous mill structures. In front, a public pier will extend into the water. Drifting into the bay along the south boundary of the site, one will see boats tied to floating docks. Above the dock will be a boardwalk running the length of the north edge of the bay meeting the pier at the point. Beyond the walkway will be the brick, glass and silver-grey metal of the Centra Gas Operations Centre. Paddling underneath the pier you will pass a small pebble beach. It will be overlooked by a piazza next to the Sawmill Point buildings. Northward there will be another public walkway on the railspur trestle along the western water's edge. The large proportions of its framework will remind people of the industrial history of the structure. Boats may be tied to the front of it. Above this walkway will be a tall building with special siting and architectural features that will mark the change to the residential area and the meeting of the various uses on the site.

To the north, past the boardwalk, is a park and small cove formed by the Cecilia Spit. Beyond the cove is the old CNR trestle, another remnant of the industrial use of the area. This picturesque structure aligns with the Cecilia Creek pathway. There are many exceptional views of the old trestle and the site plan reflects a careful exploitation of these views.

The roofscape of the Selkirk Waterfront buildings will form a distinctive composition within the city skyline. When viewed from off-site, roofs will generally step up away from the water, while others will define and distinguish special urban design features.

## Walking

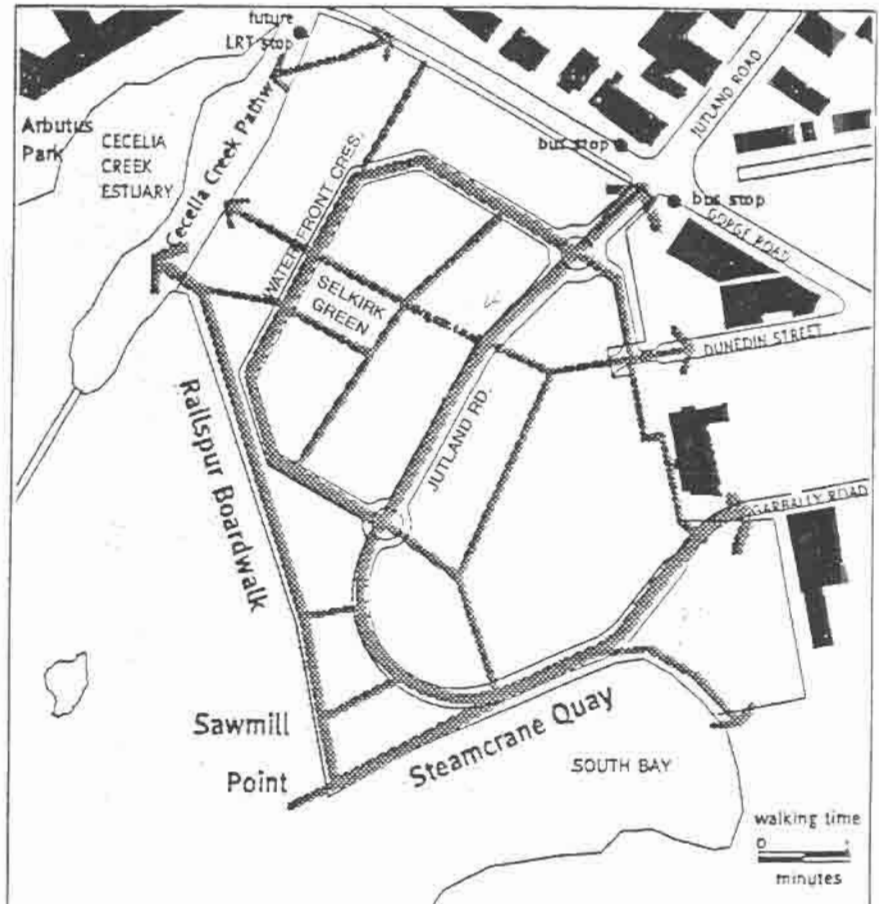
Existing pedestrian routes near the site are limited to sidewalks following the current street network. Pedestrian connections between Gorge Road and adjoining areas are minimal. Convenient pedestrian routes to the redeveloped waterfront will be essential.

The pathway along Cecelia Creek and the former CNR right-of-way has the potential to form an important link in a linear park network connecting Victoria West and Burnside.

A rich network of paths not only enlivens residents' or visitors' enjoyment of a district, but also encourages walking instead of driving if routes are convenient, enjoyable and safe.



Neighbourhood pathways



### Pedestrian routes

The proposed streets will connect with an open space network containing publicly-owned and maintained neighbourhood parks, water's edge walkways, and a series of publicly dedicated pedestrian easements between, and in some cases over, privately-owned properties.

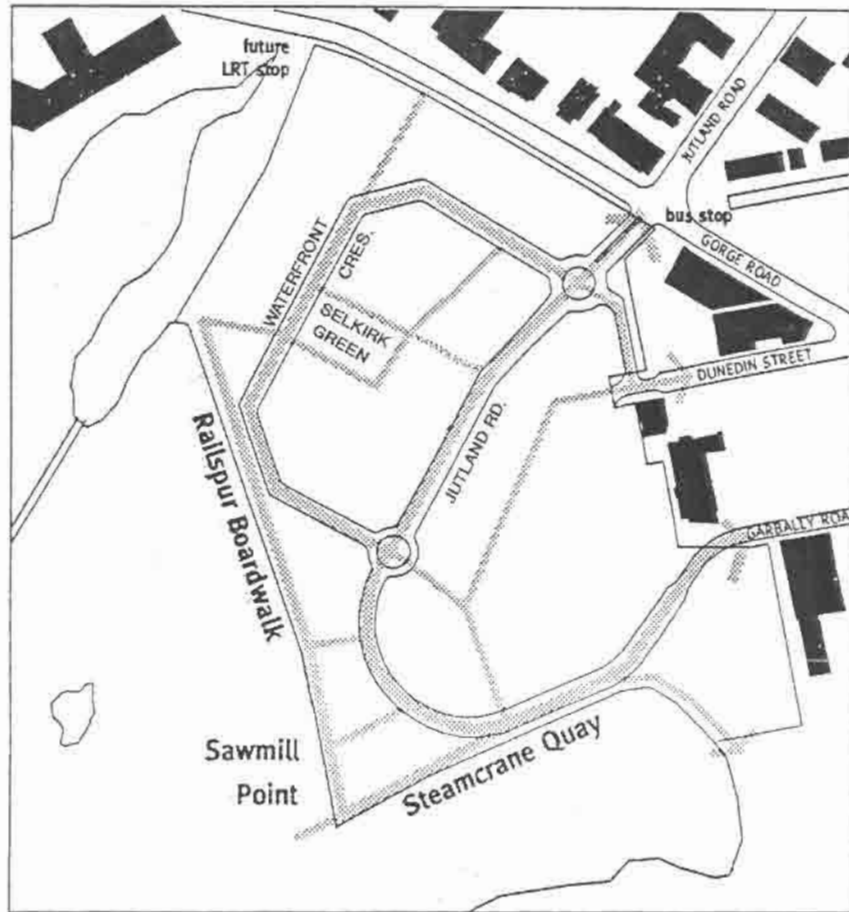
The site is connected to the Cecelia Creek Pathway at three points: at the northern terminus of the waterfront walkway, through an easement pathway from the residential crescent and a foot/cycle path down from Gorge Road at the northeastern corner of the site. This last route will also facilitate emergency vehicle access to the Cecelia Creek Pathway.

A Mid-block easement pathway will be provided at one location from the Jutland extension through to the neighbourhood park, and from there to the waterfront. A set of terraces and steps provides a path from Gorge Road down into the residential area. Pedestrian routes are also provided from Sawmill Point through the office/commercial buildings into the parking/service areas to the east. Pathways may be hard-surfaced or paved with crushed stone, according to their location and character.

Following general principles of 'defensible space', buildings facing pedestrian paths will be designed to provide good overlook from windows, allowing surveillance to enhance personal security in the public realm.

## Barrier-free Access

Physically challenged persons expect and deserve increasing independence of movement. This is reflected in the accessibility requirements of the Building Code. As a matter of course, all public open space will be designed for unassisted access by the handi-capped. Various other special needs groups will also be considered and designed for.



### Barrier-free pedestrian routes

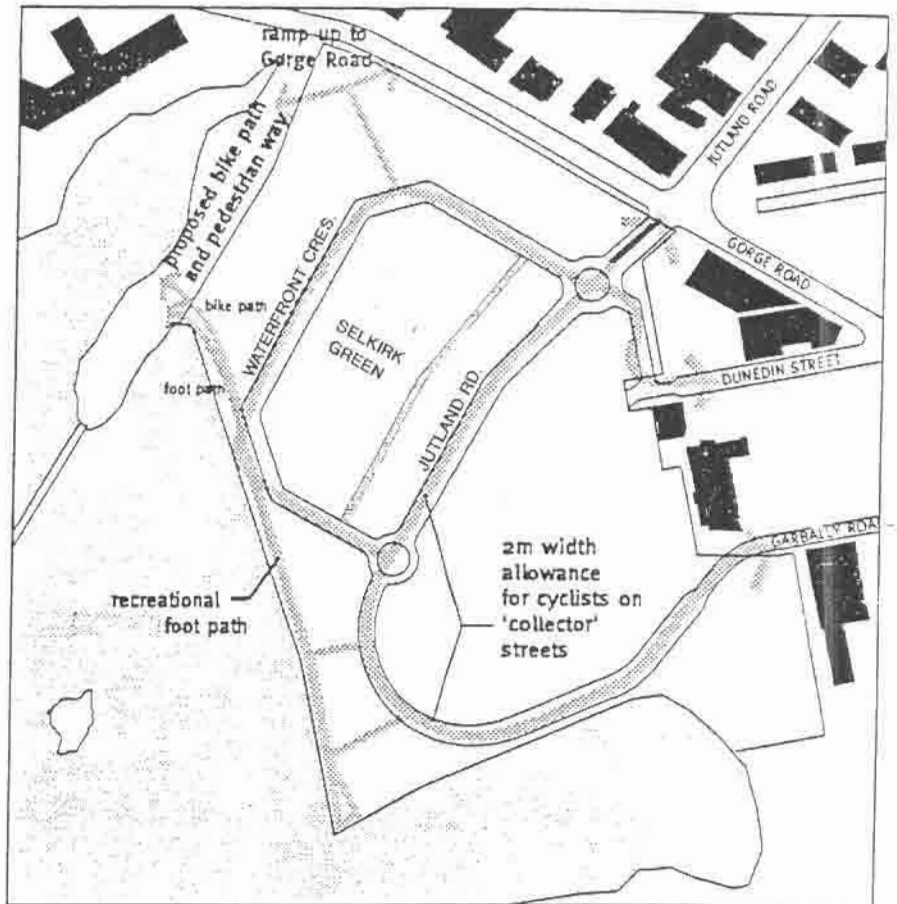
Paving materials and curbs that do not impede wheelchairs and other wheeled vehicles will be used. A "clear-zone" on the sidewalk for the visually-impaired will be provided for along all streets. This means that in the commercial areas, bollards, bike racks, light posts, mail and newspaper boxes, and sandwich board signs will be consistently kept out of a portion of the sidewalk to provide an unobstructed path for blind or visually-impaired pedestrians. Wheelchair ramps, and designated parking spaces will be used to make the Selkirk Waterfront accessible to persons with special needs.



## Cycling



Cycling, as a primary mode of transportation, is rapidly increasing in popularity for people of all ages. As awareness of environmental and land use issues increases, communities like Victoria will require more useful, safe, and accessible bicycle routes.



### Recreation and Commuter Bicycle Routes

At the Selkirk Waterfront bicycle use is given high priority. In the residential precinct, the matrix method (shared streets) will ensure that cyclists as well as pedestrians will feel they can safely use the streets and share the right-of-way with automobiles.

Where certain pedestrian paths (such as the Railspur Boardwalk) cannot safely accommodate bicycles, alternate routes will be available. Alternatively, cyclists can dismount and enjoy a short walking break along their cycling route.

Different kinds of riding are considered in the urban design plan. Recreational riding can follow the shoreline and involve various riding and walking segments. Commuter cyclists can cut through the neighbourhood and link into the city street system to reach points beyond the site. Proper grade connections will be allowed for at the property boundaries. These will easily link to future bike paths coming from adjacent properties, especially along the water's edge.

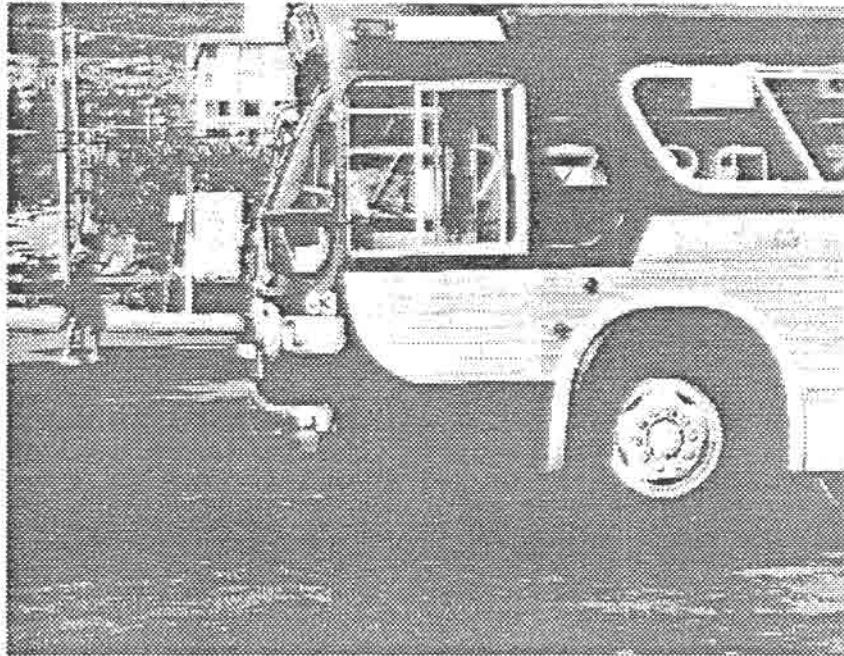


## Public Transit

The site is presently served by two bus stops, one north and one southbound on Gorge Road near the intersection of Jutland. There are no current plans to expand transit service into the site although this can be accommodated within the plan.

Preliminary plans for a light rail transit system in Victoria involve the possible use of the old CNR right of way along the north boundary of the site. Although this is not expected to be implemented soon, the impact of this system on the residential areas of the site should be considered.

The Gorge Waterway could provide a route for commuter water transit to the Inner Harbour from the Upper Gorge. Although the speed limit on the waterway currently makes this a relatively slow option, future pressures on the road system make it a viable one.



The most important contribution to a successful transit system is made by an extensive, interconnected and clear network of pedestrian routes leading from population centres to transit stops. Sidewalks along streets, lanes, pathways, alleys all provide the accessibility needed to encourage use of a transit system. The pedestrian routes throughout the Selkirk Waterfront have been designed to provide site-wide convenient circulation. It is hoped that this approach will encourage people to walk from any point within the site out to Gorge Road or Jutland Road transit stops.

Site design along the northern boundary of the Selkirk Waterfront Project will anticipate a future LRT line and a commuter station at the Gorge Road viaduct. This possible expansion of Victoria's transit system is seen as a positive development and could be accommodated when the time comes. The interim use of the right-of-way as a pedestrian and cycling corridor may demonstrate a potential that could be even more significant than an LRT line. The Gorge Waterway may provide a route for commuter water transit to the Inner Harbour from the Upper Gorge. In the future, water buses and water taxis may become a significant part of a city-wide public transit system.

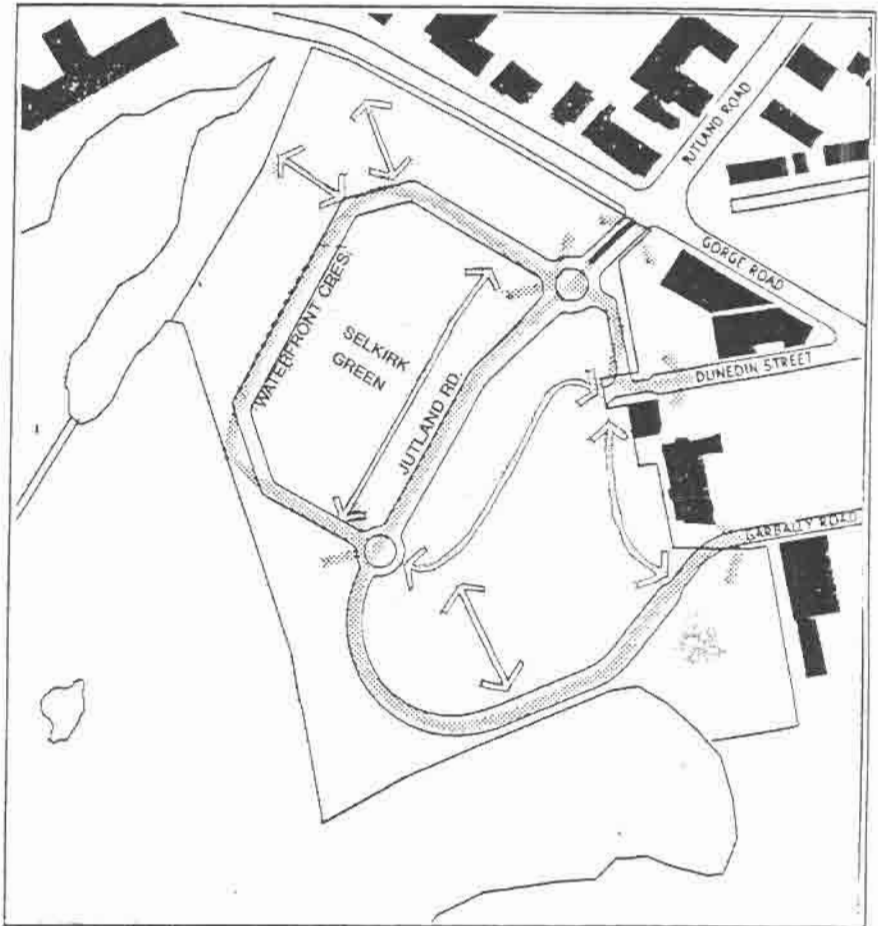
## Streets and Traffic

Projected traffic volumes generated by new developments in the area as well as regional growth may require changes to the local streets in coming years. This is a matter for study and determination by the traffic engineering department, and ultimately City Council.

Garbally Road and Dunedin Street now end at the site. Dunedin is used as a service lane but this is expected to change following occupancy of new buildings in the area. Garbally Road is used by traffic coming to and from the City Works Yard as well as other smaller industrial users.

It is evident that a continually expanding street system ultimately damages the quality of life for urban pedestrians and cyclists as well as increasing the already substantial negative effects of combustion emissions. The provision of more travel lanes or similar measures which favour the use of the private automobile over public transit and non-motorized travel have an arguable utility in solving urban transportation problems.

Traffic planning for the Selkirk Waterfront has been conducted in a manner which rejects the philosophy that the unencumbered rapid movement of the private automobile is the primary criterion for the design of streets and intersections. It takes instead as its starting point the desire for an increased quality of life on and around one of the most significant portions of the urban public domain, the street.



Streets and Driveways

*The street might well be a place not only for walking and mechanical transportation, but also for social activities: outdoor play of young children in front of their homes, the elderly sunning themselves on mini park benches, residents crossing to drop in on neighbours, joggers and cyclists partaking of healthful exercise*

Residential Street Design and Traffic Control

*Institute of Transportation Engineers, 1991*

## 1.0 Shared Streets

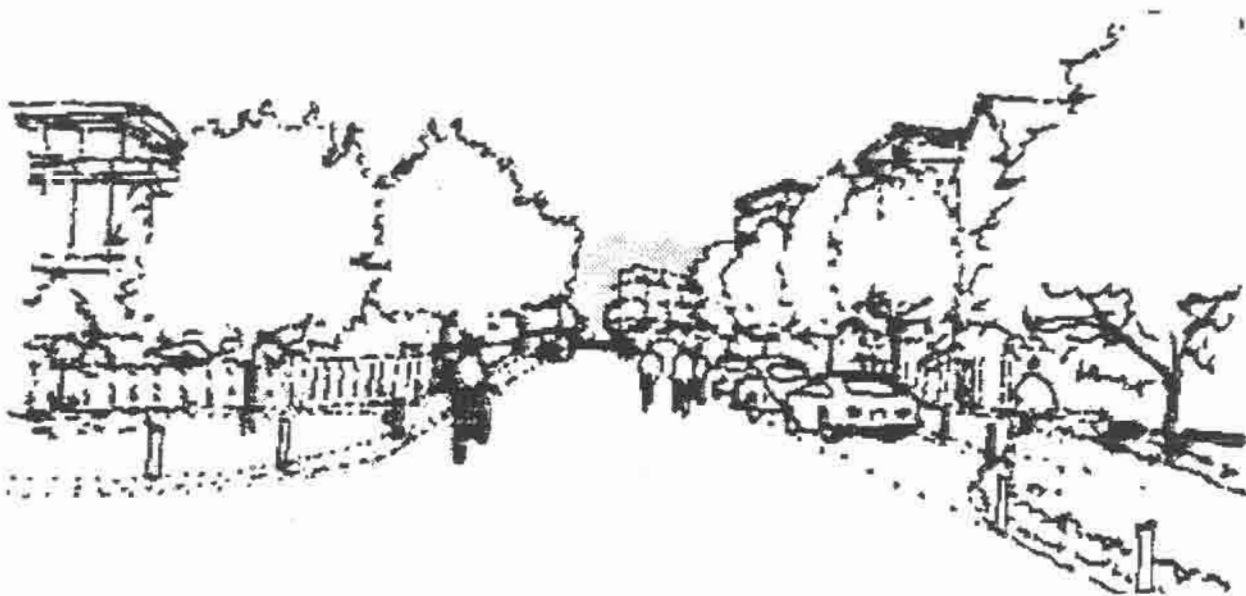
The street design will accommodate cyclists and pedestrians without necessarily segregating them. As required by law, cars will be expected to respect the right of cyclists and pedestrians to use the street. In addition, various techniques will be proposed which will encourage an enhanced level of respect and cooperation between drivers, pedestrians and cyclists.

The residential area is envisioned as a North American version of the "matrix" approach (known in the Netherlands as Woonerf or "living street") allowing the potential for pedestrians and cyclists to share the same pavement area with cars. Granville Island's street environment is a good example of this planning technique. Since existing regulations preclude a complete Woonerf, the Selkirk Waterfront version will incorporate all appropriate techniques which slow automobile speed and increase driver care. The overriding intention is to make the street a safer, less threatening, and more enjoyable place for all who wish to use it.

In some areas, especially along the residential crescent, sidewalk areas of the right-of-way will be paved in the same way as the parking/landscape boulevard. This lack of definition will increase driver caution and thereby discourage speeding. Where required for safety, separation of driving or parking lanes from pedestrians will be achieved through the use of bollards. Exact location of these separations will be shown and submitted for approval during future phases of planning and implementation of the project.

## 2.0 Traffic Calming

In recent years a body of knowledge has emerged which supports the idea that reduction of traffic speeds in urban areas is a key strategy for improving the quality of urban life. Safer, quieter and more usable streets are the result of reductions in vehicle speed. Reduction of the severity of vehicle accidents and injuries as well as increased use of public transit can be positive consequences of slower traffic speeds.



To encourage slow traffic speed the following methods are proposed:

- 2.1 Sensory Messages
- 2.2 Traffic Islands and Landscaped Medians
- 2.3 Raised Intersections and Speed Control
- 2.4 Textured Pavement

### **2.1 Sensory Messages**

It is accepted that an important component of traffic engineering is driver psychology. Understanding how drivers react to traffic management regulations and techniques influences the design of our streets. Therefore, this human factor plays a large role in the quality of our urban environment.

Effective traffic management requires good communication to drivers and an accurate response to conditions. Signs typically form the main means of this communication. Signs will be required at the Selkirk Waterfront but signs alone will not be depended on to communicate the intended shared-streets concept. Other useful methods combine visual and tactile indicators. Raised profile paving physically reminds the driver to slow down. Subtle changes in paving texture cause vibration and sound which alerts drivers to conditions ahead. Colour changes and combinations of paving material can indicate special areas. In addition to adding beauty to the neighbourhood, landscape plantings can limit the perceived scale of the street, mark entrances, or indicate other special features along the right-of-way. The final design and technical specifications of all proposed pavement treatment will be subject to City approval prior to construction.

### **2.2 Traffic Islands and Landscaped Medians**

Circular traffic islands in street intersections and driving lanes separated by landscaped medians are key elements in reducing vehicle speed. The circular islands proposed for the Jutland extension are 10 meters in diameter, including a 1 meter mountable curb around the perimeter. This curb will allow emergency vehicles the ability to negotiate the intersection at higher speeds. The circle will allow all sizes and wheel-bases of vehicles to negotiate all movements, compelling them, however, to proceed slowly. Experience in other jurisdictions indicates that this technique has produced acceptable results.

### **2.3 Raised Intersections and Speed Control**

With raised intersections the vertical elevation of the driving lanes are raised to match that of the adjacent pedestrian sidewalks. By increasing their awareness of approaching intersections, drivers are warned that pedestrian crossing is allowed in the area. The design consists of a slightly sloped surface on the approach to the intersection followed by a flat surface around the traffic island, followed by a sloped surface back down to the regular driving lane.

Further means may be necessary to discourage speeding. Research in other jurisdictions has shown that speed-control using profiled pavement is a plausible technique. Placed in the driving lanes with indicating markings to advise approaching drivers, these "humps" are designed to allow safe passage of vehicles traveling at the designated speed. Those exceeding this speed will feel an uncomfortable bump while those traveling at the allowed speed will only feel a gentle roll. Further analysis will be required prior to incorporation of this technique in the design of the Selkirk Waterfront streets. City approval will be required before construction.

#### **2.4 Textured Pavement**

Several types of textured surfaces are being considered. They include poured-in-place concrete with various finishes; patterned concrete and sand-set unit pavers in various colours and shapes. Stone paving using shot-rock material obtained from the site is also being considered. At the request of the City Engineering Department a test area of this material has been constructed for the purpose of determining its effects on vehicles and durability and maintenance requirements. Choice of pavement materials will be subject to City approval.

### **3.0 Streets and Travel Lanes Sized for the Future**

It is assumed that neither street rights-of-way nor travel lane widths will be enlarged in the future. The quality of the pedestrian domain, and not the convenience of the automobile driver, will be the principal form-determinant of the neighbourhood. There are a number of right-of-way widths proposed for the project. While right-of-way widths have been agreed to, the driving lane widths and other designated widths are subject to final design and approvals.

**3.1** The extension of Garbally Road and the extension of Jutland Road will form the principal street through the new neighbourhood and link it into the city street system. The right-of-way widths for these extensions will be 20 meters.

**3.2** The northern half of the site will be reached by a crescent through the residential area. The right-of-way for this street will be 18 meters.

In addition to establishing appropriate ROW widths it is important to maintain realistic dimensions for street travel ways. A typical maximum pavement width should be sufficient for two travel lanes and two on-street parking lanes. Near building entrances, and at intersections, where a larger pedestrian area is required, a raised landscaped area takes the place of parking. This will reduce perceived street widths and crossing distances, and discourage speeding.

### **4.0 The New Streets**

The street network at the Selkirk Waterfront consists of extensions of three existing city streets and a new residential crescent.

#### **4.1 Jutland Road Extension / Sawmill Point / Garbally Road Extension**

This new street will extend Jutland Road to the south from the Gorge Road intersection through the middle of the site, curving around to the east at the piazza at the extreme south-west corner of the site. From there a waterfront quayside street (the extension of Garbally Road) will continue up to Garbally Road. As the Jutland extension enters the Sawmill Point area, a paving change will distinguish it as a public place. Paving and landscaping techniques will provide visual cues encouraging drivers to slow down in this area. Textured paving at intersections, bollards, mountable and conventional curbs will be used in combination. While vehicles can cross through, drivers will be encouraged to yield to pedestrians and cyclists. It is acknowledged that the Motor Vehicle Act governs street rights-of-way. However, conditioned behaviour and the desire of residents and the general public to control their own local environment can be compelling aspects of urban and transportation design.

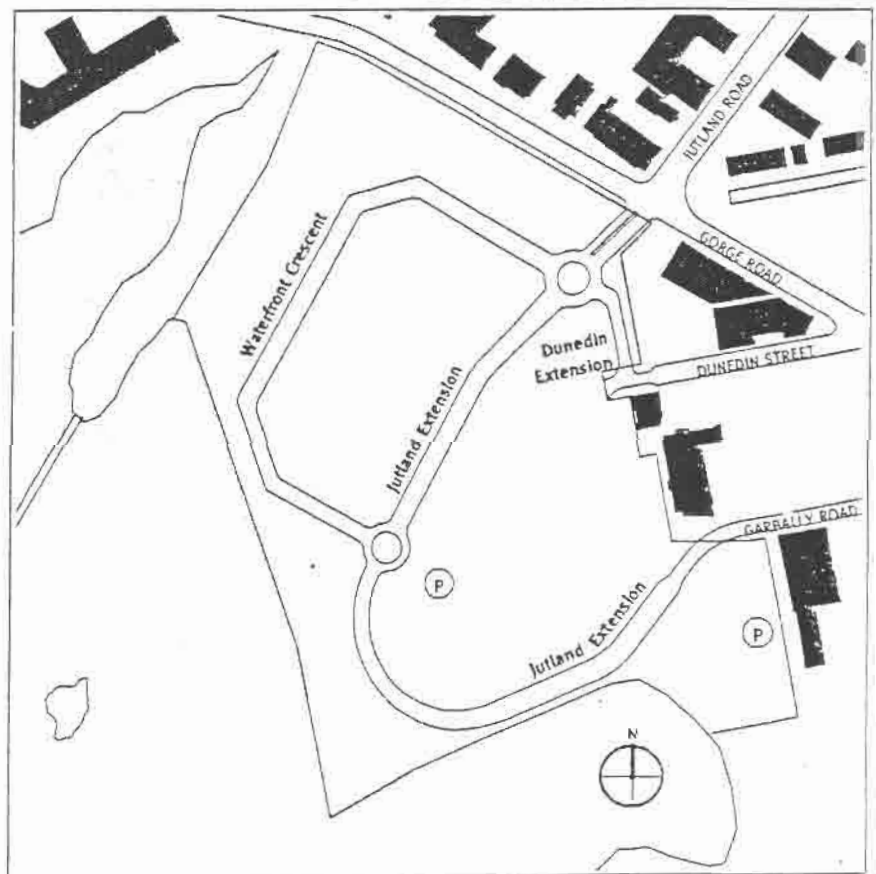
#### 4.2 Dunedin Street

Dunedin Street will connect to the Jutland extension, providing an additional route in and out of the site. It will also provide access to the parking areas behind the buildings along the south side of the Jutland extension. The City proposes to restrict movements at the intersection of Gorge Road and Dunedin Street to right turns. While it remains the position of the Selkirk Waterfront Project that all possible road access and movements should be maintained, it is acknowledged that the City ultimately controls the policy and implementation of traffic management strategies.

#### 4.3 The Residential Crescent and Intersection Islands

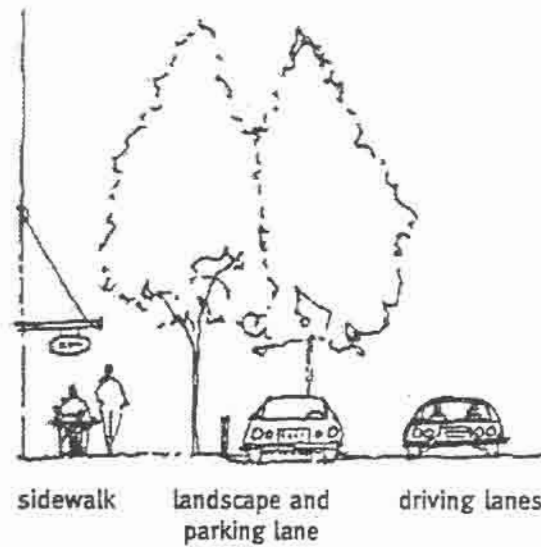
The Residential Crescent intersects the new Jutland extension near Gorge and near Sawmill Point. These intersections will be designed to have raised, landscaped, circular islands. The residential streets employ a version of the Woonerf method of providing one shared pavement surface to be used by pedestrians and cyclists as well as cars. Paving texture changes, undifferentiated pavement of sidewalk and parking lanes, unit paving, slight grade changes, and other "traffic calming" techniques in the street are intended to encourage drivers to slow down and drive carefully. Parking lanes will be broken at intervals by landscaped areas and trees to further enhance the pedestrian environment and visually reduce the scale of the street.

### New streets and Potential Parkade Locations (P)



## Parking

Solving parking issues for this development will mean finding a compromise between conventional suburban expectations for highly convenient private automobile use and a more pedestrian-oriented urban environment. This means that the provision of large parking lots in immediate proximity to businesses and residences is a desirable objective but not an overwhelming priority, particularly where it threatens other aspects of the project urban design. Lack of extreme parking convenience can be balanced by a high-quality pedestrian environment with safe, easy and enjoyable access to most parts of the site. Quality of the pedestrian environment should not be damaged by auto storage considerations. It is acknowledged that City By-laws govern parking requirements. Therefore, the Selkirk Waterfront Comprehensive Development By-law will include parking regulations which are acceptable to City authorities.



Parking will be accommodated principally behind or under buildings. Commercial and industrial vehicle parking, loading areas, utility access, and works yards are kept in the inner area of commercial blocks. Most parking in the residential area will be below grade in individual buildings.

Commercial/office parking is accommodated mainly behind buildings. On-street parking along Jutland Road will be maximized for businesses that require short-term parking. In the future, more parking may be required. Sites have been identified and provisions have been made in the zoning by-law for multi-level parking. These sites are within a 3 or 4 minute walking distance to any point in the Selkirk Waterfront site.

Where surface parking is provided near the waterfront or at Sawmill Point, it has been divided into several small lots instead of a large single lot. Extensive tree planting, special lighting, and screening devices such as hedges and walls, will be used to minimize the visual presence of parking and other service areas.

On-street parking for transient users is important because as well as bringing activity to the street front, it provides a buffering effect against passing traffic. The amount of parking provided in this manner will augment business or residential parking. Rear driveway access parking for regular or appointment users does not need to be highly visible since it is not likely to be used in an impulsive manner as it would be in a strip (or "sellscape") environment.

## Development Permit Guidelines

This section provides specific requirements and recommendations for the form and character of private development sites at the Selkirk Waterfront. These guidelines must be used in conjunction with the entire Selkirk Waterfront Urban Design Manual in order that they be understood in context and properly applied.

The urban design is intended to link streets and open spaces into an integral and coherent whole. The success of the urban design will depend on the proper placement and relationship between buildings, orientation, and massing. These aspects of architecture, and the extent to which the buildings accommodate the activities of living and working in and around them, are important to that success.

Because the owner of the site will likely construct or control the construction of all buildings, streets, and paths, a measure of consistency and predictability of the aesthetics of the built form can be expected. The urban design (the way in which buildings relate to each other, and to streets, pathways and open spaces) will be defined in the Comprehensive Development Zoning By-law. In addition, the site will become a Development Permit Area, making all new buildings subject to review by the Advisory Design Panel and City Council. The Form and Character of the development will be guided by this manual.

*Though the study of old towns and their buildings is most useful, and is almost essential to any due appreciation of the subject, we must not forget that we cannot, even if we would, reproduce the conditions under which they were created. While, therefore, we must study and admire, it does not follow that we can copy; for we must consider what is likely to lead to the best results under modern conditions, what is and what is not attainable with the means at our disposal.*

Raymond Unwin *Town Planning in Practice*, 1909

### Introduction

A beautiful and contemporary architectural expression can be achieved by using materials carefully and honestly and by designing responsively to climate, site orientation and user needs. An informed and sensitive response to context and architectural history is important, but simply mimicking history is not acceptable. With this manual, we would like to encourage and direct the design of good modern architecture which is socially responsive and environmentally sensitive.

The use on the site of natural, authentic building materials such as timber, stone, brick, concrete, metal, and glass, is encouraged. The use of mirrored glass, vinyl siding, artificial stone, artificial brick, or artificial wood is inappropriate.

The following guidelines are applicable to all Development Areas (DAs 1 to 4) as outlined on the map on page 39 of this manual. Guidelines specific to particular Development Areas are included at the end of this section.



## Design Guidelines applicable to all Development Areas

### **Massing and Streetfront**

Design considerations such as framing of views, establishment of orienting landmarks, and careful proportioning of streets have all contributed to the proposed building massing.

Building facades are the walls of the public domain. They must provide definition and enclosure of outdoor spaces, as well as control access and views to and from those spaces. They should reflect the activity which goes on within and express the structure of the building.

A consistent building frontage which clearly defines the space of the street is desired. This is the reason for the zoning bylaw's build-to line requirement. Streetfront elevations which do not maintain the consistency of the street space because they are overly complex in plan are discouraged. Continuity of the streetwall and cornice line may be maintained with structural framework, railings, balconies, or trellises, as well as with the wall itself.

Larger and longer buildings should be visually broken into "human-scaled" proportions.

Massing should be devised to minimize shadowing effects on surrounding buildings or open spaces. Proportional relationships between street width and buildings must also be considered.

Windows should be placed to allow overlook of streets, lanes, sidewalks, pedestrian passages, children's play areas, parking areas, public open spaces and the water's edge to increase neighbourhood security.

Overhangs and canopies are encouraged, especially on commercial buildings. They should provide shelter from rain and sun as well as usable outdoor area for shops and restaurants. All canopies and awnings should be designed to integrate with the architecture of the building. No back-lit fabric-covered canopies are allowed. Refer also to:

**Appendix 6, Illustrative Sketches.**

### **Structure**

The construction of artificial structure (purely ornamental columns, fake pediments, etc) is discouraged.

### **Building height**

The Building Height Map in the Urban Design Manual (page 38) illustrates massing intentions for the site. It provides the height criteria for evaluating individual building designs, and where more stringent, takes precedence, notwithstanding the possibilities implied in other parts of the Urban Design Manual or the CD1 zoning bylaw.

### **Entrances**

Entrances should be clearly visible and directly accessible from the principal frontage street. If this is not possible, an architectural element such as gateway may be used to signify and indicate the location of the entrance.

Steps, porches, or alcoves will be appropriate in some circumstances to help make a transition from the public street to the semi-private realm of the house or apartment. Porch and entry design should be in scale and character with the building, and carefully integrated with the overall architectural approach. Details and finishing materials should avoid a rustic or rural character.

Exits from emergency stairs and parking garages should be detailed carefully. User safety and opportunities for positive social interaction should be considered. Refer also to:

**Appendix 6, Illustrative Sketches.**

- Wall cladding** High-quality natural materials which weather gracefully are preferred. Brick, concrete, stone, and cement stucco are all examples of recommended cladding materials. Wood siding can be used but should be detailed to avoid a rural or rustic appearance. Vinyl siding is not permitted. Artificial materials (those that are made to appear as something they are not) are not permitted. Metal cladding is not recommended for residential buildings, being an unconventional material. The merits of its use will be considered in specific proposals, however.
- Roofs** Roofs should be considered as usable outdoor space and be accessible from inside buildings wherever possible and appropriate. Choice of roof materials must take into consideration the possibility of overlook. The pale green roofing colour which mimics patinated copper is discouraged. Brightly coloured roofing is discouraged. Traditional roof forms intended for low building types should not be used on the higher buildings.
- Colour** Natural colours are preferred. "Tropical" shades of peach or pink are strongly discouraged. Ideally, the predominant colour palette will come from integrally-coloured natural materials such as stone and brick.
- Site works** Private driveways and lanes should be paved and detailed in a complementary manner to neighbouring public streets in the Selkirk Waterfront. Surface parking and driveway areas should be considered primarily pedestrian places, with vehicle access permitted. Design and detailing should take this priority into account. Appropriate materials include stone setts, concrete, precast concrete pavers, "grasscrete" pavers, river rock set in concrete. Surface parking located behind buildings may be surfaced with asphalt.

Changes of colour, material, and pattern should be used to distinguish driving, parking, and pedestrian areas. Surface parking spaces should be marked with a material or colour change, or with individual domed studs, rather than with painted lines. Bollards are a recommended means of vehicle control, traffic separation, and tree protection.

Care should be given to the design and integration of traffic control signs on private sites, if they are required. Description of all sign design is a mandatory part of the Development Permit application.

The design and materials of fences and walls should be complementary to the building's architecture. Off-the-shelf wood lattice fencing is discouraged. Hedges

and other landscaping elements are also acceptable devices for screening and separation.

Refuse containers must be enclosed and fully screened from the main street and from other residences. Provision should be made for proper storage of recyclable materials.

Lighting should be designed to avoid the harsh and washed-out look of over-lighting by maintaining illumination levels at safe minimums. Low bollards and/or low pole-mounted fixtures are desirable. Fixtures should be kept in scale with the adjacent buildings. In general, lighting designs should employ lower fixtures spaced more closely together. The use of lighting fixtures similar to those used in the public open space is encouraged. To prevent unnecessary over-lighting, shielded sources should be used on all lighting, especially along the water's edge and in residential areas.

Benches or sitting places on and in walls should be provided where appropriate. Ideal locations are near front doors and the street or sunny locations facing interior lanes and courtyards where children might play.

Refer also to:

**Appendix 6, Illustrative Sketches.**

- Bicycle Parking** Provisions for secure bicycle parking must be made at every building. Where underground parking is provided for vehicles, facilities for bicycles should be included.
- Car Parking** Surface parking lots should be visually screened from sidewalks, pedestrian walkways, and bicycle paths, with walls, fences, or landscaping. Parking lot fixtures must have shielded sources and cannot exceed 16 feet in height, except in industrial yards. Surface parking areas should be broken into small portions with landscaped dividers. A consistent canopy of trees throughout the lot will help break down the scale of parking lots, screen them from high level views, and provide summer shade.
- Signs** Signs will be regulated by City of Victoria sign by-laws and the following guidelines: Maximum dimensions of signs and letters must be specified and their locations must be illustrated on architectural design drawings for review as part of the Development Permit application.
- Sign Guidelines vary by site sub-area in order to enhance or preserve the intended character of each area: Neon signs are only allowed on the facade of buildings facing Jutland, Garbally and Sawmill Point. Back-lit sign boxes are not allowed, and neon tube lights with a surface area greater than 0.25 m<sup>2</sup> are not allowed above the first floor, except at Sawmill Point. Appropriate sign types and materials include wall-mounted, hanging, individual letters, neon tube, punched metal, porcelain enamel, carved stone.
- Walkways** While pedestrian circulation is an important consideration throughout the Selkirk Waterfront Project, there are some key locations where provision should be made for pedestrian passageways. Pathways may be hard-surfaced or paved with crushed stone, according to their location and character. The map on page 25 of

the following locations are most desirable for pedestrian passageways:

- at approximately mid-block, along Jutland Road between the Jutland sidewalk and Selkirk Green.
- between the curved segment of Jutland Road and the waterfront walkway near Sawmill Point.
- between Dunedin Street and Garbally Road (along the Centra Gas and Tower Fence Co boundary).

**Parkades** Parkade design should follow the Design Guidelines for the Development Area in which they are located.

**Undeveloped sites and phased construction** Incomplete structures, street works, or landscaping shall be left in a condition which is visually inoffensive and physically safe. Description of areas or structures to be left incomplete and the anticipated duration of their incomplete state must be submitted to the City of Victoria at time of application for Development Permit and for Building Permit.

## Specific guidelines: DA 1

**Character** This predominantly residential area is made up of three, four, five and six storey buildings. This housing is mostly adjacent to parkland: Selkirk Green, Cecilia Cove Park, Viaduct Park, and the former CNR right-of-way. The architectural expression of these buildings should therefore take advantage of views of the water and green spaces afforded by their locations. Generous amounts of glass are desirable. Large balconies and terraces will take advantage of views and facilitate desirable stepped massing.

Buildings overlooking the Cecilia Creek pathway (former CNR right-of-way) will be terraced, and arranged around landscaped areas facing the creek mouth and Arbutus Park. Along Gorge Road, the buildings will be stepped and terraced from the Waterfront Crescent to the higher level of Gorge Road. Around tree-ringed Selkirk Green, three and four storey buildings will make a consistent and residential edge to the park.

**Entrances** To reinforce the identity and positive quality intended for the street, ground floor units on the street and park sides should have, where possible and appropriate, direct ground floor access and individual entry alcoves or porches.

Refer also to: **Housing**, page 9; **Parks and Landscaped Open Space**, page 18; **Appendix 6**, Illustrative Sketches.

## Specific guidelines: DA 2

**Character** This area is a truly mixed-use zone within the Selkirk Waterfront. It may be made up of residential, commercial, daycare/educational, and office buildings. Along the north side, the buildings will be predominantly residential. Their ground floors facing Jutland, however, will accommodate retail shops and other uses.

These buildings will have a dual expression. To the north, Selkirk Green and the landscaped open space of other residential buildings are seen, while to the south,

Jutland provides a more urban street environment.

**Massing/building height**

The buildings in this DA along Jutland should be mainly 4 storeys high, except for the western end at the waterfront where a 6 storey landmark building will be located. Any building at mid-block that is not 4 storeys in height should be a minimum of two full storeys along the entire length of its site. No particular landmarking is required at the mid-block location, however an appropriately institutional expression should communicate the nature of a facility such as a school and daycare that may locate here. The massing shall maintain the continuity of the third storey parapet line and the third floor setback line of the neighbouring buildings. An effort shall also be made to address the height difference between the mid-block site and its neighbouring buildings.

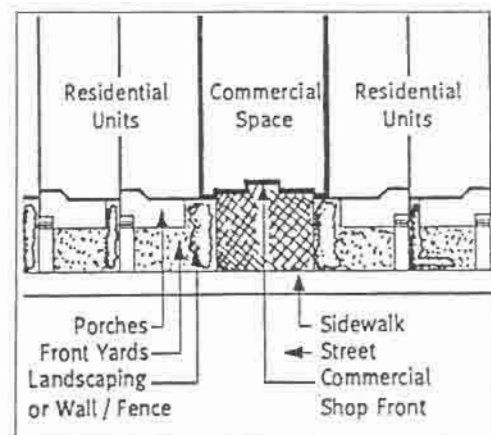
The Selkirk Green side of mid-block sites will be less formal than the Jutland Road side and more strongly related to the lane and park setting. This side could include sheltered outdoor areas and special landscape treatment. The size and scale of the adjacent green space will allow massing to be substantial without dominating the area.

The waterfront site adjacent to Sawmill Point is suitable for a six-storey landmark building. This massing is an appropriate response to the historical character of the site, recalling the dense forms of the sawmill buildings right on the edge of the waterfront. Some terracing of this building may be appropriate, in order to create useful outdoor decks and patios.

**Entrances**

In mixed-use buildings, care should be taken to make an architectural distinction between residential entries and shopfronts, commercial, or institutional entrances. Where residential and commercial entrances occur on the same building, proper separation and clarity of their identities is essential. There are many historic examples of such combinations.

An institutional use such as a school or daycare at the mid-block location will require the building to provide entrances and frontages to both the park and the street. The park/ lane side will be used for vehicle drop-off, since no vehicle entry is allowed off Jutland. The major symbolic and pedestrian entrance should be on Jutland Road. The Jutland Road facade must meet the build-to line in order to maintain continuity of the street wall, the constant defining edge of the public realm.



The diagrams on the preceding page illustrate typical situations:

- 1) Along the predominantly commercial street, shops have their display windows and entries. Around the corner and with its address on the smaller residential street, a well landscaped court leads to the residential apartment doors and entrance lobby.
- 2) At a mid-block location, shop windows, social spaces and doors should be kept away from residential front yards. Suitable landscaping, walls, and fencing can be used to separate commercial and residential frontages.

Refer also to: **Mixed Use**, page 8.; **Housing**, page 9 ff; **Offices/Work Places**, page 15; **Shopping**, page 17; **Schools & Daycare** page 13.

### Specific guidelines: DA 3

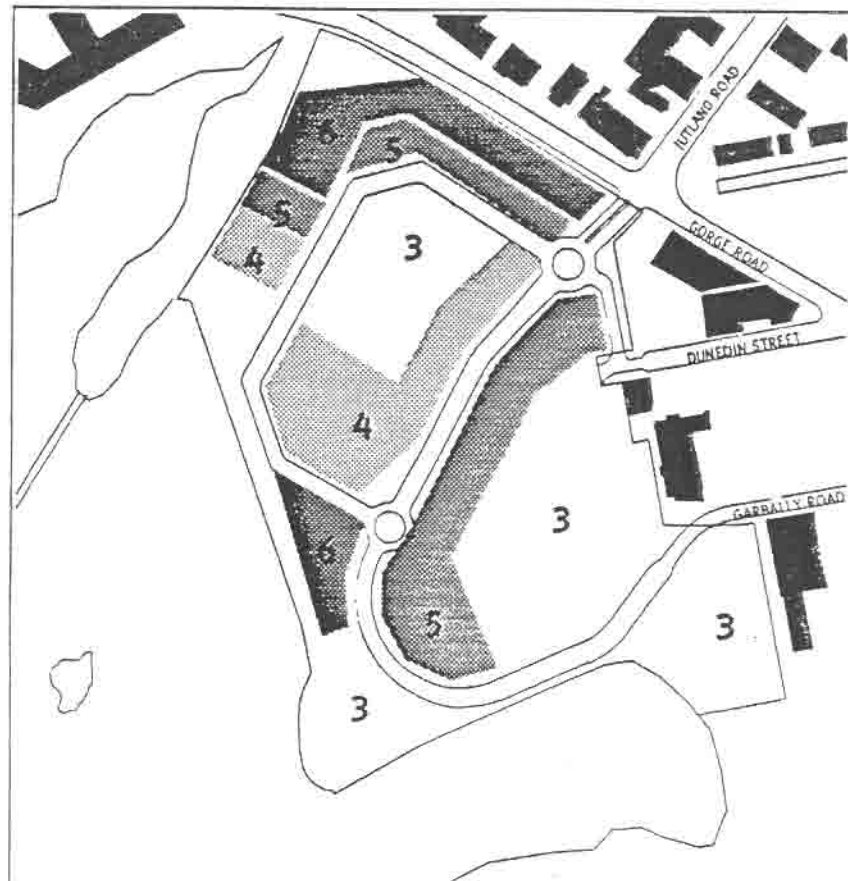
- Character** The southern portion of the Selkirk Waterfront site has been designated for light industrial uses. Buildings will be kept to a maximum height of three storeys and should be designed to mitigate any close proximity to non-industrial structures and streetscapes. The desirable massing and material palette is reflected in the first building constructed (Centra Gas Operations Centre).
- Site works** In industrial works yards and parking areas that are behind buildings, asphalt is an acceptable paving material.
- Wall cladding** Metal cladding is an acceptable material.
- Lighting** Light fixtures in industrial works yards must have shielded sources and may not exceed 25 feet in height.

Refer also to: **Industry**, page 16.

### Specific guidelines: DA 4

- Character** Sawmill Point will be the public focus at Selkirk with commercial, recreational and community activities. It will be enlivened by restaurants and shops. Parking will be provided within a pleasant and easy walking distance.
- Across the street on a curving site a 5 storey building with a maximum height of five storeys will contain offices with retail shopfronts at grade. Panoramic views of the water, city and mountains, will make these spaces some of the most dramatic on the site. The facade of this building should reflect its south and west orientation, its sweeping plan geometry and its high visibility from the water.
- Buildings at Sawmill Point will be inspired by the original buildings of the former sawmill. However, this does not mean that the new buildings should look like a mill. The composition of mill buildings should be studied for visual and formal clues for the new ones.
- Wall Cladding** Along with the industrial area DA 3, buildings in the Sawmill Point area of DA 4 can be clad with metal siding.
- Refer also to : **Offices/Work Places**, page 15. **Shopping**, page 17; **Sawmill Point**, page 20. **Appendix 6**, Illustrative Sketches.

## Building Heights



Maximum building heights in storeys.

The maximum height of buildings on the site will be six storeys. The six storey buildings are restricted to three locations: along Gorge Road, at the northeast corner of the site adjacent to the old CNR right-of-way, and at the corner of Jutland and the waterfront residential street.

Building designs should allow maximum light penetration to interiors and minimize overshadowing effects on adjacent open spaces.

There is a maximum two storey grade change between the site and Gorge Road. This means future buildings will rise four to five stories above Gorge Road with a potential two levels of parking located below four floors of apartments.

Along the Cecelia Creek Pathway boundary, building heights will vary from six storeys next to the Gorge Viaduct to three

storeys adjacent to Cecelia Cove Park at the north-west corner of the site.

Three and four storey buildings are located in the centre of the residential area. These will include dwellings with front entrances and porches facing the neighbourhood park.

The waterfront street and the north side of Jutland Road, will be made up of four storey residential buildings and a six storey 'landmark' building is envisioned adjacent to the waterfront boardwalk.

The commercial buildings along Jutland Road will be four and five storeys high. The light industrial buildings will be kept to a three storey maximum. The Centra Gas Operations Centre is a one and two storey structure. At Sawmill Point waterfront buildings will be limited to three storeys.

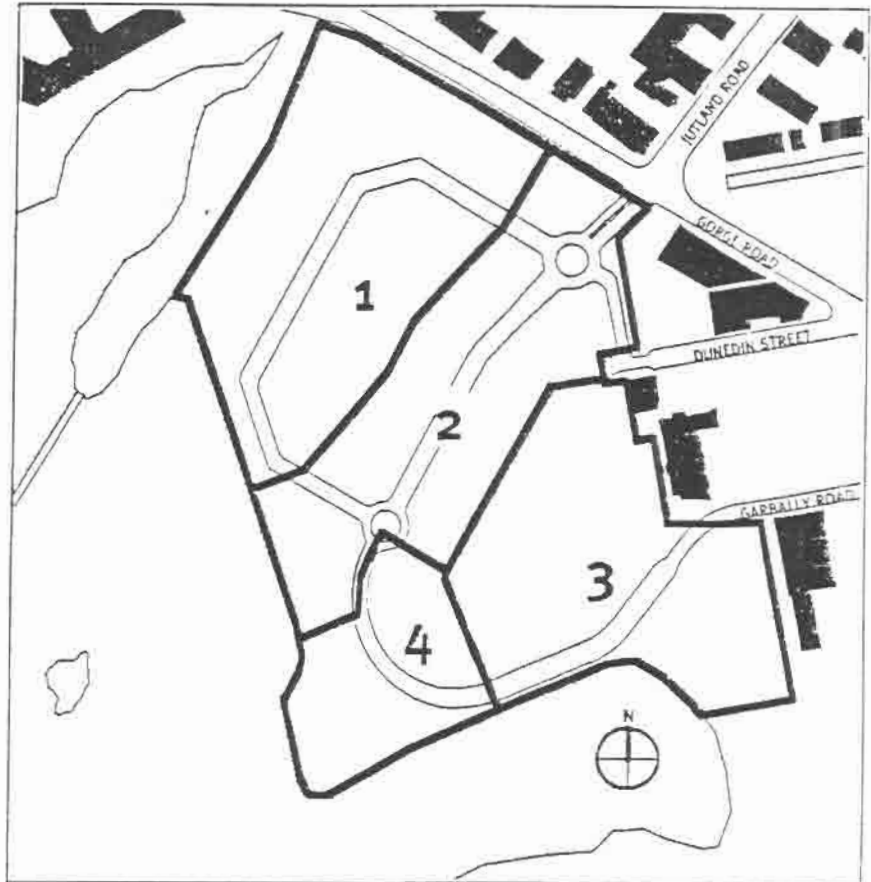
## Zoning

Zoning by-laws are the mechanism by which land use and urban form are regulated. In the past, single use zoning divided and distributed land uses according to their relative compatibility and location within the city. This use-segregating approach is suited to situations where a particular land use would negatively affect another or have a negative impact on local infrastructure (ie. roads, utilities, etc.)

More recently, an integrated approach to land use zoning has emerged. In some respects, this "mixed-use" or "comprehensive" zoning recognizes an historic precedent. It allows different but compatible uses to co-exist in reasonably close proximity. As in old towns and cities, where the ground or street level is "zoned" for commercial or retail activity, the upper floors may contain offices and dwellings. To achieve this healthy mixing and variability of zoned uses, while retaining sufficient controls, the City can put in place a Comprehensive Development Zoning By-law.

*"The Selkirk Waterfront will be the first development project in Victoria to use the innovative Comprehensive Development Zoning approach. The CD-1 zone was the result of many hours of work by the developer and the consultants in co-operation with the City's solicitors, planners and engineers. This approach gives the City control over density, land use and urban form. A new CD-1 administrative procedure is provided to track by-law compliance at little or no cost to the city."*

Doug Makaroff, Registered Planner  
Rabnett Makaroff Planning Consultants Ltd.



Four development areas

The comprehensive development zoning approach (with the Development Permit process) will create a single zone for the coordinated development of the entire 24 acre Selkirk Waterfront site. It is designed to provide the City with long-term certainty about the form, character and type of land uses, while allowing flexibility for the design of buildings, the exact location of land uses, and the size and timing of subdivisions.



## Phasing

The negative connotations and environmental impact of neighbouring heavy industry precludes residential development on the site during the early stages.

Careful phasing of the project will minimize disruptions due to on-site construction traffic and noise. Site development may occur in several major increments.

The on-site and off-site servicing requirements have for the most part been identified and reviewed with City staff with the intention of developing a logical servicing schedule. The servicing requirements include improvements to existing roads, construction of new roads, replacement of sanitary sewers and storm drains, and completion of parks and other public amenities.

Site development is expected to occur in several increments over a period of approximately five to seven years. The development sequence will be determined primarily by market conditions. Ideally, the development of the non-residential areas will precede the residential areas. The non-residential developments would establish a physical and psychological buffering effect and help to erase any stigma attached to the neighbourhood. Unfortunately, the market may dictate an alternate sequence. The objective in establishing a phasing schedule is to match the timing of the servicing with the timing of the need.

Garbally Road is currently being extended along the frontage of the Centra Gas Operations Centre. The remainder of the Garbally Road extension and the extension of Jutland Road will be required at the time of the next development to establish the link to Gorge Road and maintain reasonable traffic movement through the site. The residential crescent will be built as the adjacent residential properties are developed.

The proposed improvements for Gorge Road will be carried out by the City. The timing of this work will depend on the anticipated growth of traffic volumes, and on securing financial contributions from third parties.

The waterfront walkways and the proposed water's edge treatment will be completed as the adjacent properties are developed. It may proceed more quickly if there are efficiencies in doing it all at once, but as a minimum it will proceed in step with the adjacent development.

The park space will be developed as adjacent residential properties are developed, with the proviso that all park and open space will be completed before 70% of the residential floor space is in place.

The sanitary sewers and storm drains will be installed as the capacity of the existing lines is exhausted.

The servicing obligations and the phasing principles will be recorded in a Master Servicing Agreement between the City and the property owner. Specific servicing requirements will be listed at the time of each application for subdivision allowing development of a specific parcel to proceed. A Works and Services Agreement will be prepared and executed, and security for performance will be posted with the City by the property owner.



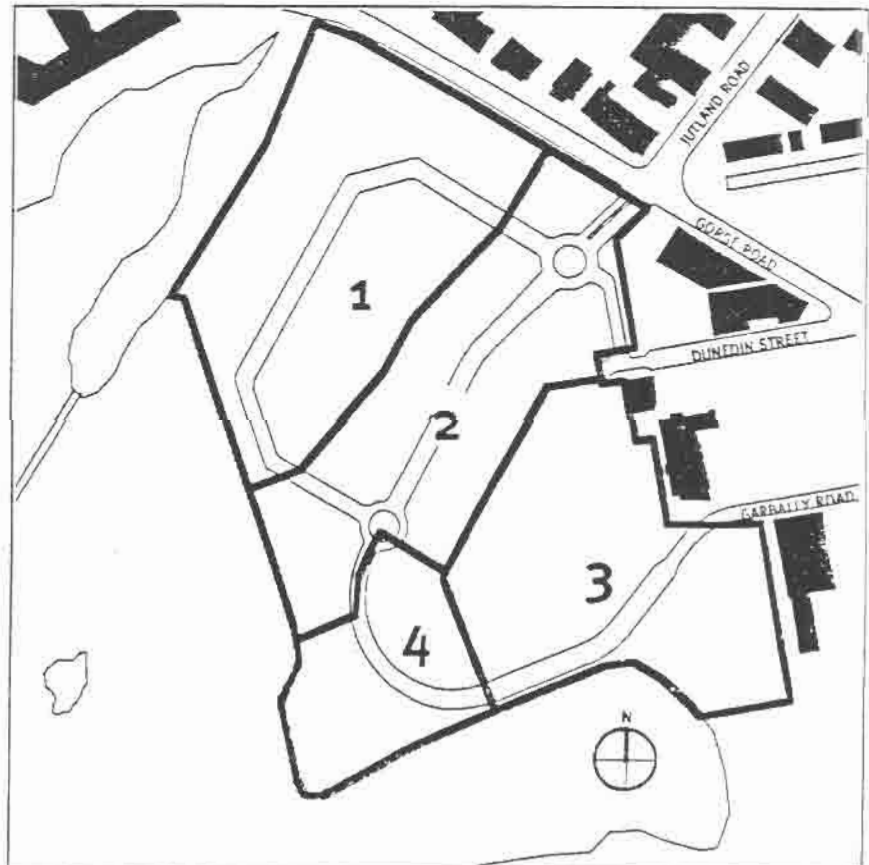
## Appendix 1: Project Data

### Development Areas ( Gross Areas )

|               |               |                |                  |               |              |
|---------------|---------------|----------------|------------------|---------------|--------------|
| da-1          | 3.318         | 33,180         | 357,158          | 8.199         | 33%          |
| da-2          | 2.817         | 28,170         | 303,229          | 6.961         | 28%          |
| da-3          | 2.680         | 26,800         | 288,482          | 6.622         | 26%          |
| da-4          | 1.306         | 13,060         | 140,581          | 3.227         | 13%          |
| <b>Totals</b> | <b>10.121</b> | <b>101,210</b> | <b>1,089,451</b> | <b>25.009</b> | <b>100%</b>  |
|               | ha            | sq m           | ft <sup>2</sup>  | acres         | % total site |

### Public Rights of Way ( Streets and Boulevards )

|  |              |               |                 |               |              |
|--|--------------|---------------|-----------------|---------------|--------------|
| da-1   | 0.485        | 4,850         | 52,207          | 1.198         | 5%           |
| da-2   | 0.771        | 7,710         | 82,992          | 1.905         | 8%           |
| da-3   | 0.259        | 2,590         | 27,879          | 0.640         | 3%           |
| da-4   | 0.249        | 2,490         | 26,803          | 0.615         | 2%           |
| <b>Totals</b>                                  | <b>1.764</b> | <b>17,640</b> | <b>189,882</b>  | <b>4.359</b>  | <b>17%</b>   |
|  | ha           | sq m          | ft <sup>2</sup> | acres         | % total site |
| <b>Net Developable</b>                         | <b>8.357</b> | <b>83,570</b> | <b>899,569</b>  | <b>20.650</b> | <b>83%</b>   |
| <i>(Gross area minus Public Rights of way)</i> |              |               |                 |               |              |



Note: These areas are based on preliminary survey information and are subject to confirmation prior to land title registration.

## Appendix 2: Credits and Acknowledgments

The ideas of the owners and their professional consultants, along with the advice of the City of Victoria Planning and Engineering staff, Provincial and Federal Agencies, and the thoughtful contribution of the residents of the Burnside–Gorge neighbourhood, have combined to give form to The Selkirk Waterfront Project. This manual represents the cooperative efforts of the individuals and organizations listed below. In the coming years they, along with many others, will bring the vision described in this document into reality.

### Owners:

**Jawl Holdings Ltd**

Urban design, master planning, manual:

**deHoog D'Ambrosio Rowe** architects

### Consultants:

Landscape architecture:

Cornelia Hahn Oberlander with  
Christopher Phillips and Associates

Planning and By-law consultants:

Rabnett Makaroff Planning Consultants Limited

Civil engineering:

CW Bullock & Associates

Surveyors:

Hughes and Taylor

Environmental consultant:

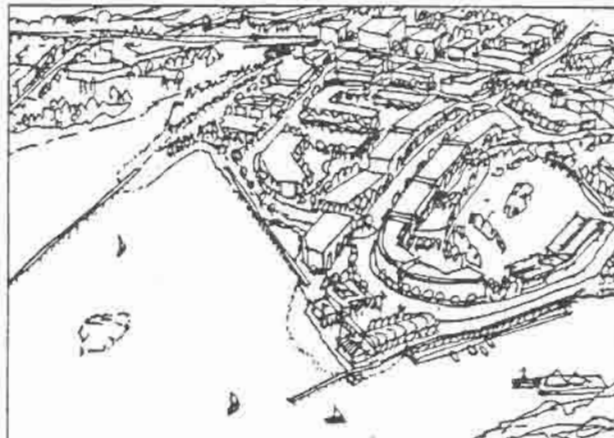
Stevens Management

Archeological consultants:

Boston Group

Transportation engineer:

Richard James and Associates



The cooperation and assistance of the following individuals and agencies is gratefully acknowledged:

City of Victoria:

Planning Department; Engineering Department; City Solicitor, Parks & Recreation Department; Mayor and Members of City Council; Advisory Planning Commission; Advisory Transportation Commission; Fire Department; Police Department

Capital Region Housing Corporation

Government of Canada: Fisheries and Oceans

Canadian Wildlife Service

Canadian Coast Guard

Royal British Columbia Museum

BC Ministry of Municipal Affairs: Archeological Branch

Gary Cunningham – former sawmill manager

Verna Shephard, Dora Jarrat – historic artists

Members of the Royal Canadian Legion, Pro Patria Branch

The Songhees Native Indian Band

The Gorge Waterway Action Society

The Burnside–Gorge Community Association, and all the neighbours and friends of The Selkirk Waterfront Project.

Note: the inclusion of any individual or agency in this list does not imply their official sanction or approval of any aspect of the contents of this manual.

### Appendix 3: Draft Comprehensive Development By-Law

Copies of the By-Law, entitled " By-Law No, 93-91, CD-1 Zone, Selkirk Comprehensive District ", may be obtained from the Planning Department, City of Victoria.  
The Draft version has been deleted from this manual.



# Selkirk Waterfront Project, Victoria BC

Jawl Holdings Ltd

## Package of Plans to accompany the Development Permit Application to vary certain standards of the Subdivision Control By-Law 82-14

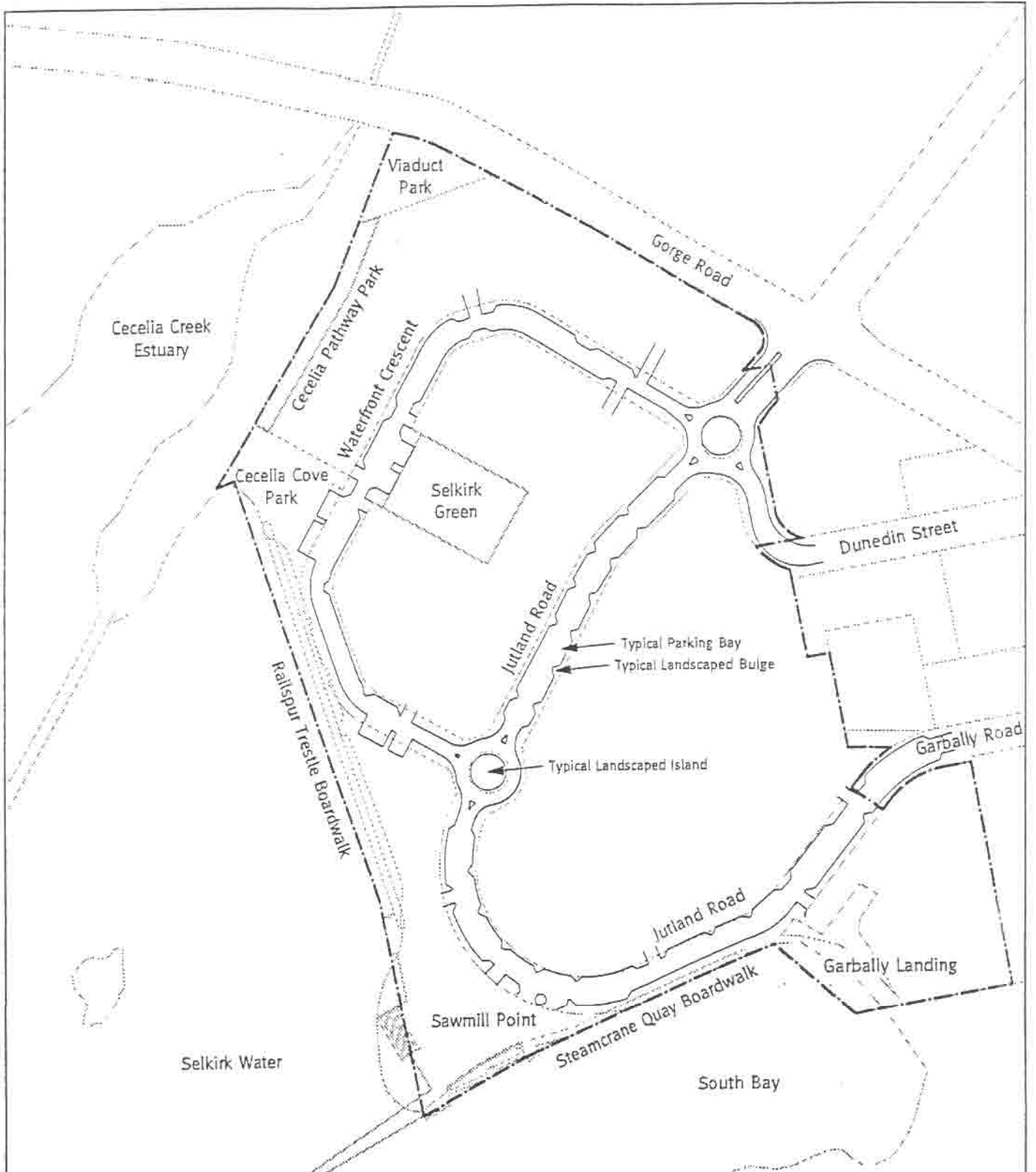
### Index:

|         |                                     |
|---------|-------------------------------------|
| Plan 1  | Schematic Site Plan                 |
| Plan 2  | Jutland at Garbally Road            |
| Plan 3  | Steamcrane Quay                     |
| Plan 4  | Sawmill Point                       |
| Plan 5  | Jutland Road 1                      |
| Plan 6  | Jutland Road 2                      |
| Plan 7  | Waterfront Crescent 1               |
| Plan 8  | Waterfront Crescent 2               |
| Plan 9  | Waterfront Crescent At Water's Edge |
| Plan 10 | Dunedin Street 1                    |
| Plan 11 | Dunedin Street 2                    |
| Plan 12 | Jutland at Gorge Road Intersection  |
| Plan 13 | South Traffic Circle                |
| Plan 14 | North Traffic Circle                |
| Plan 15 | Street Design Concept               |

prepared by de Hoog D'Ambrosio Rowe architects  
03 June 93



**DEVELOPMENT PERMIT**  
No. 2044



Plan 1  
Schematic Site Plan

Showing Parking and Landscape Locations and the Street Network.

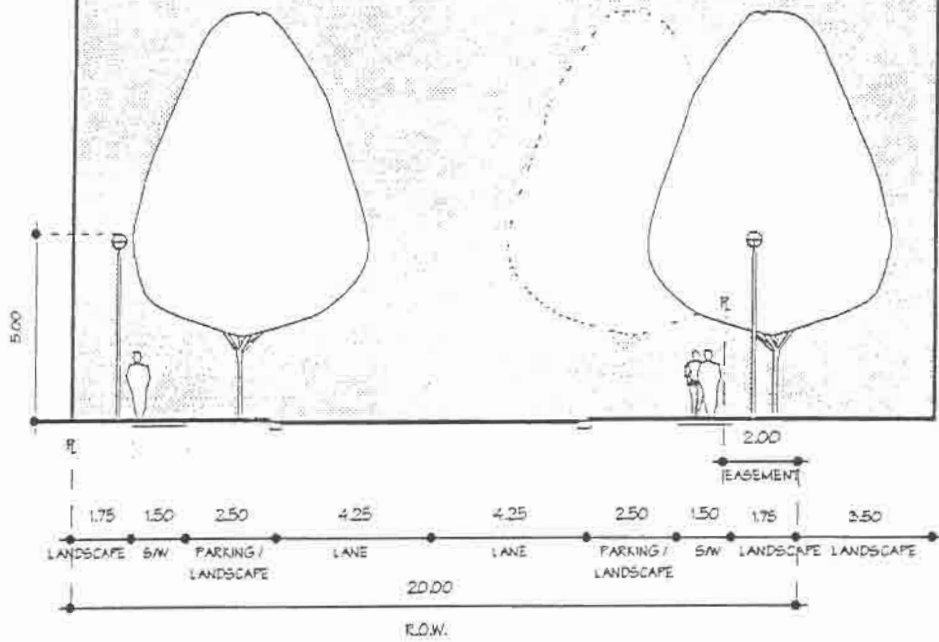
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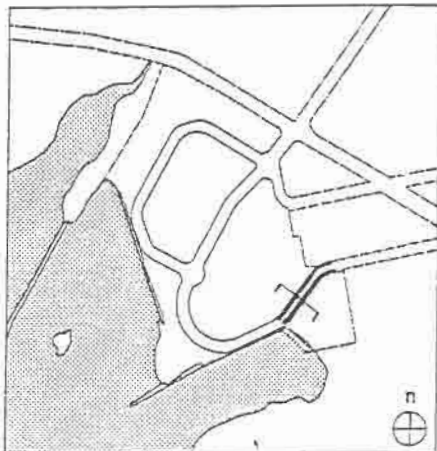
de Hoog D'Ambrosio Rowe architects  
9212/ gen plan 03 June 93

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**No. 2044**



LOCATION PLAN

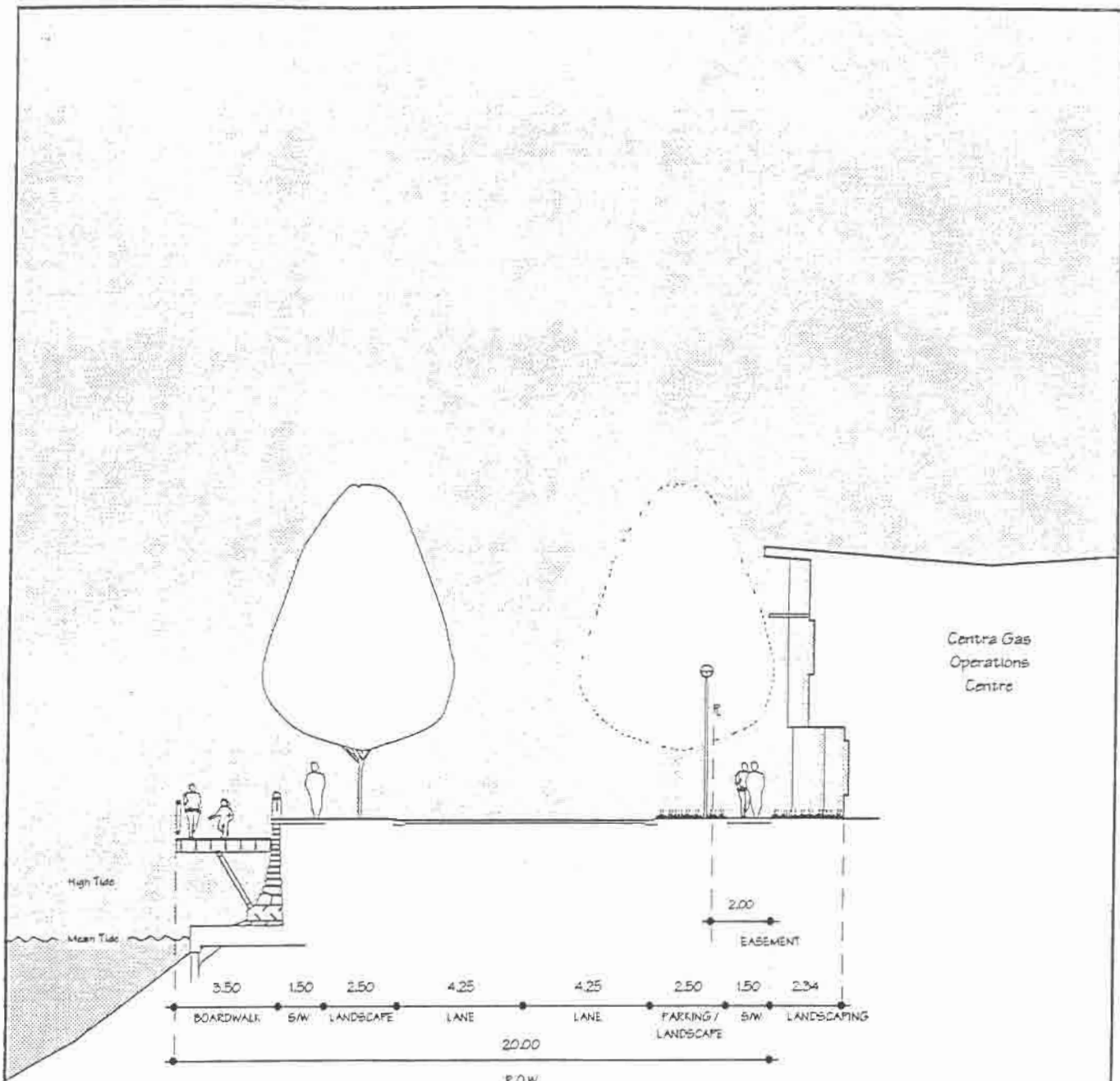
## Plan 2 Jutland at Garbally Road

Refer to Plan 15 for materials and details.

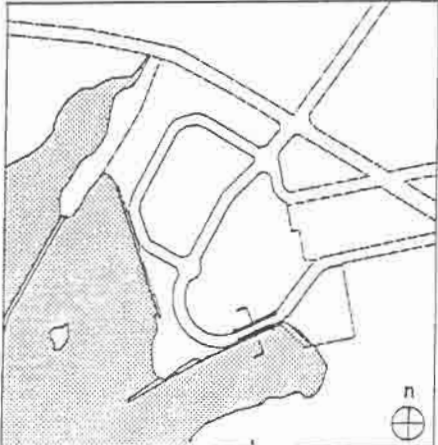
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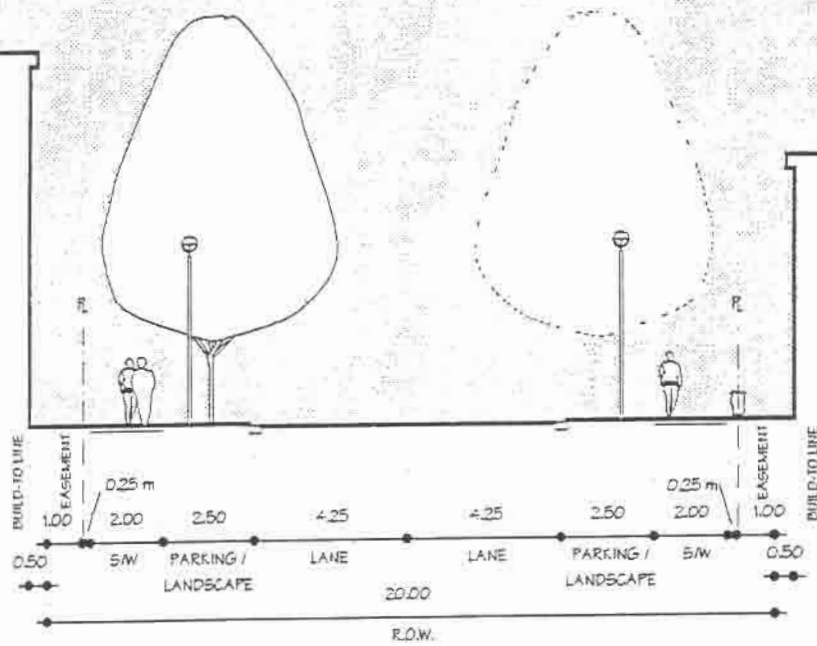
LOCATION PLAN

Plan 3  
**Steamcrane Quay**

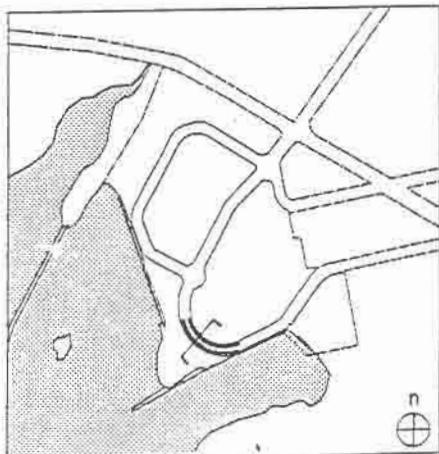
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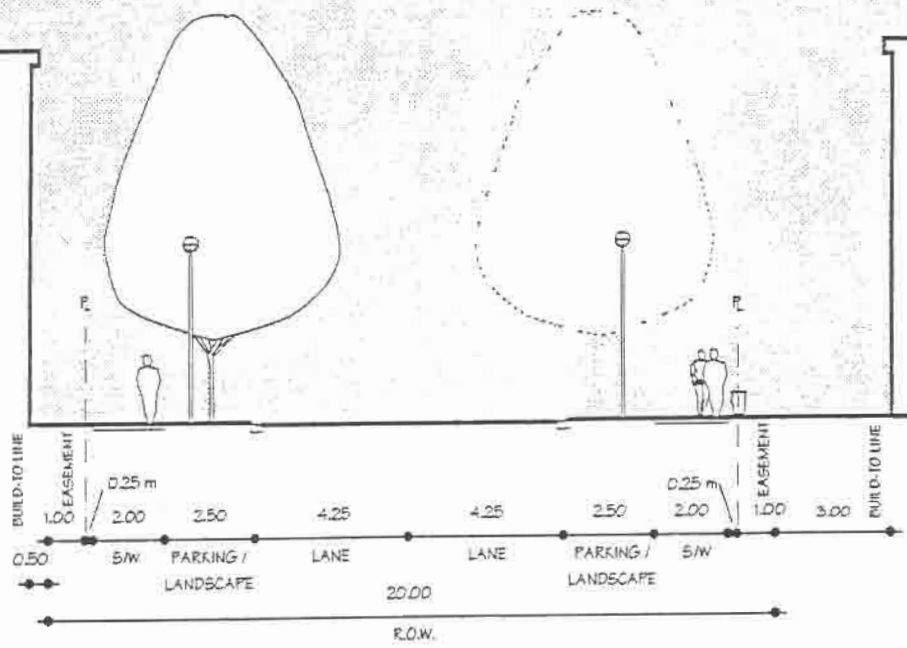


Plan 4  
 Sawmill Point

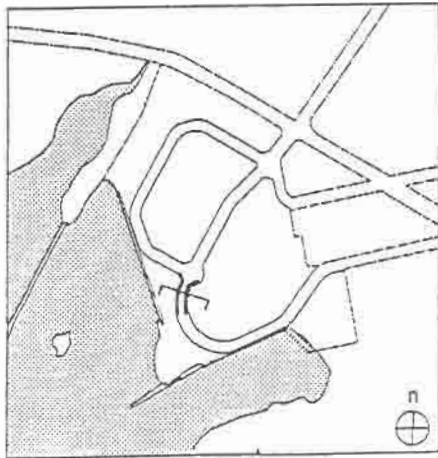
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*[Signature]* SELKIRK WATERFRONT PROJECT URBAN DESIGN MANUAL 03 JUNE 93



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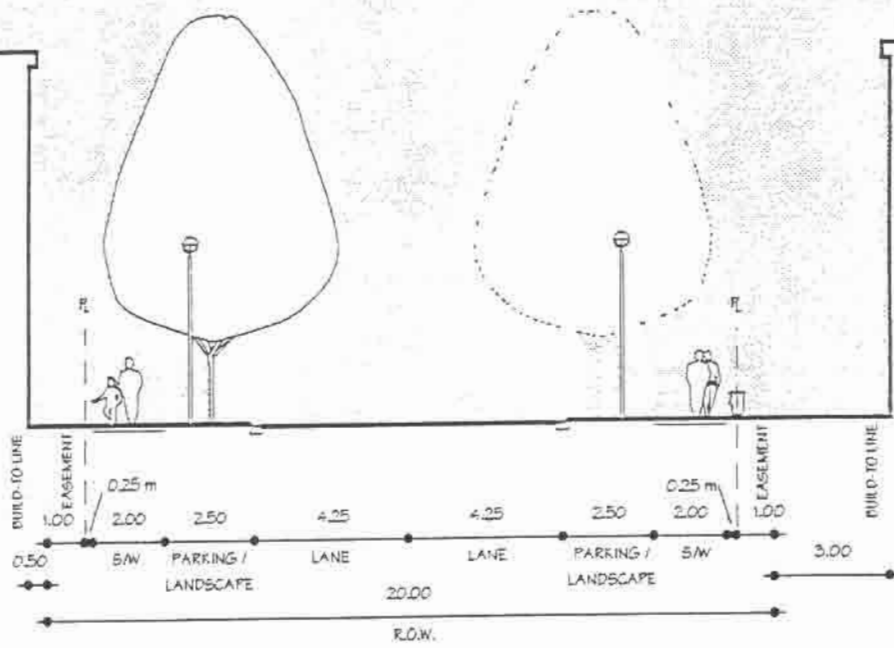
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Jutland Road 1

Refer to Plan 15 for materials and details.

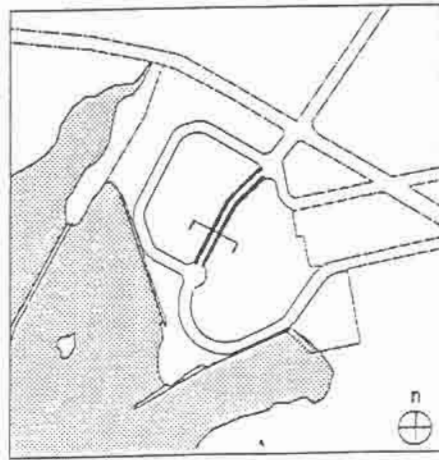
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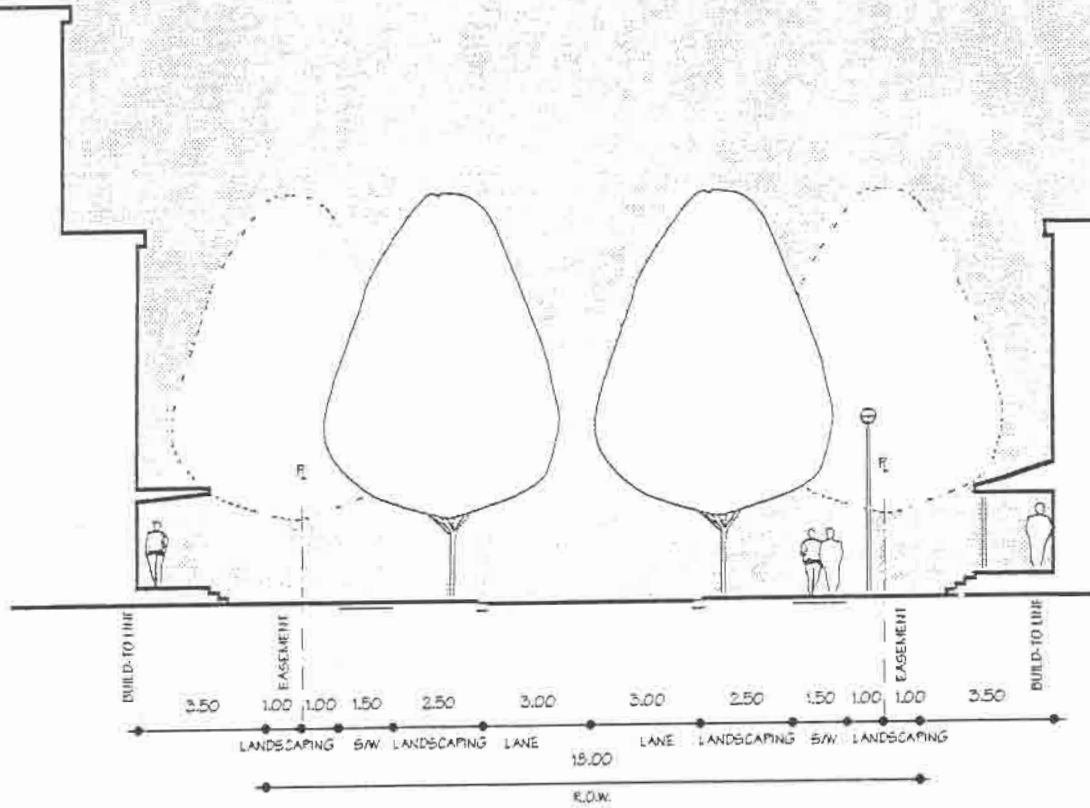
LOCATION PLAN

Plan 6  
 Jutland Road 2

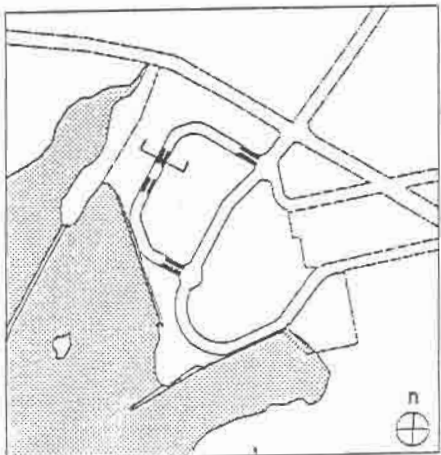
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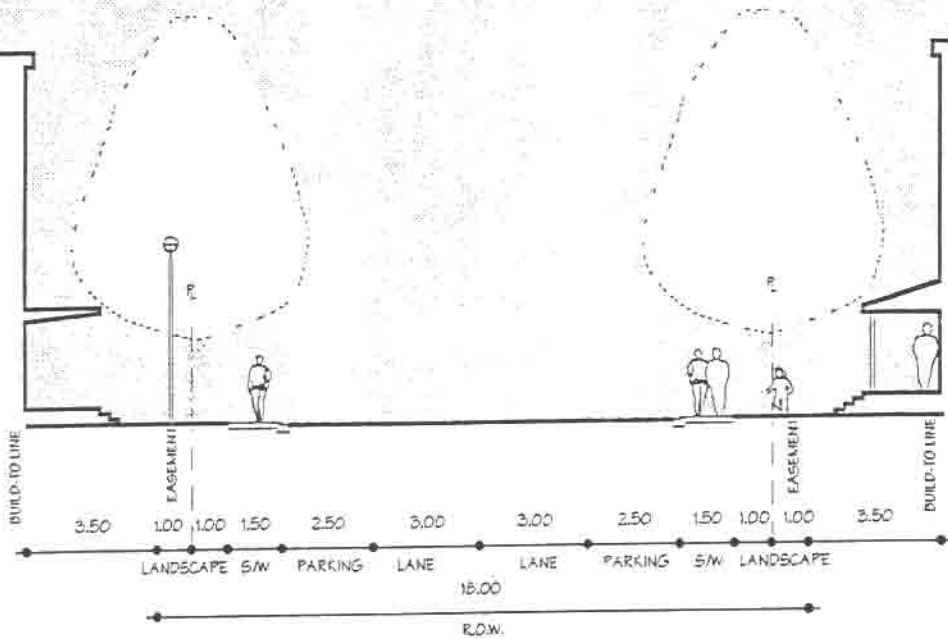


Plan 7  
Waterfront Crescent 1

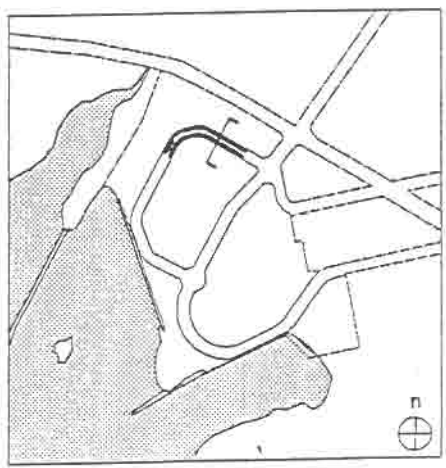
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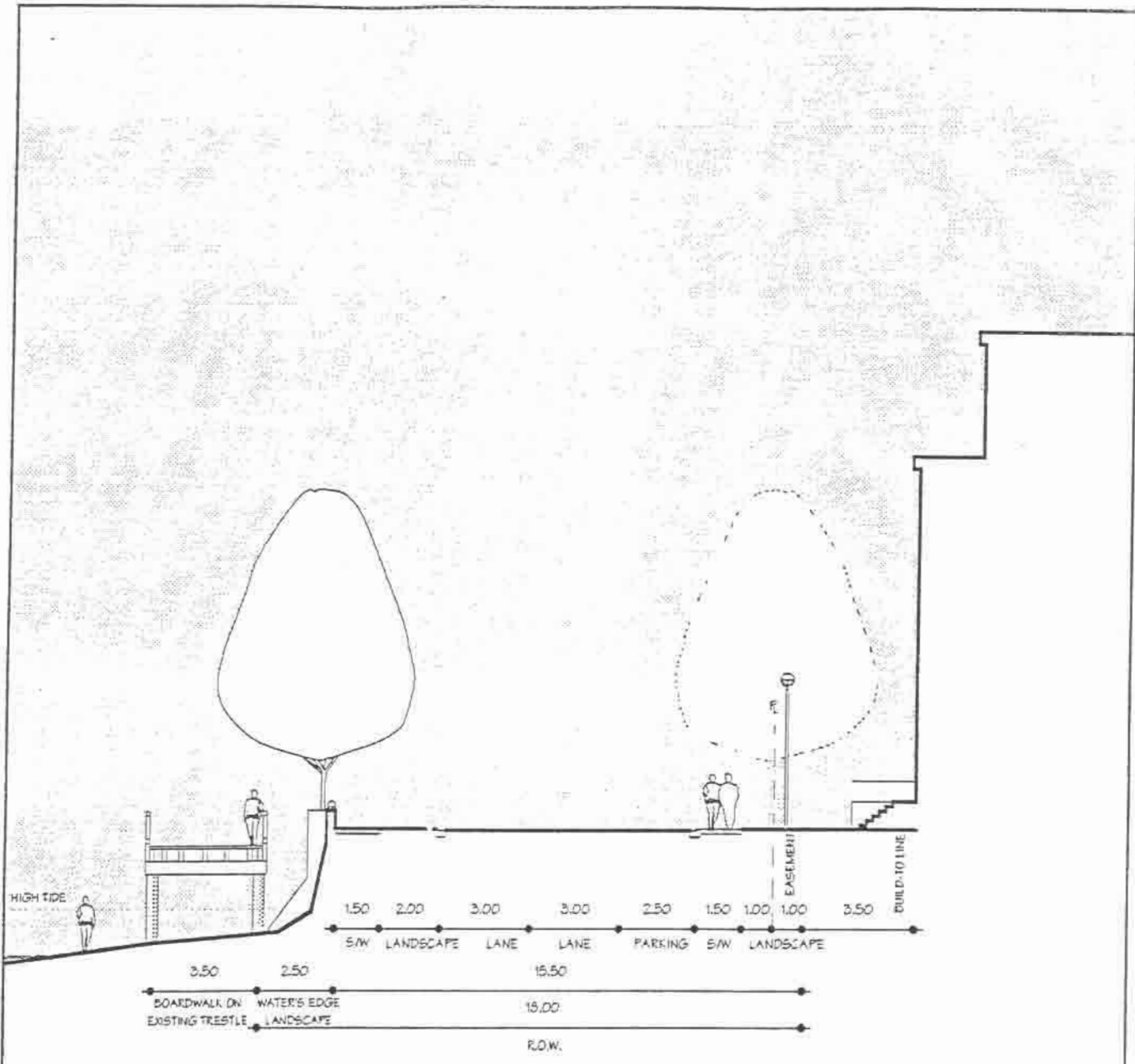
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 Waterfront Crescent 2

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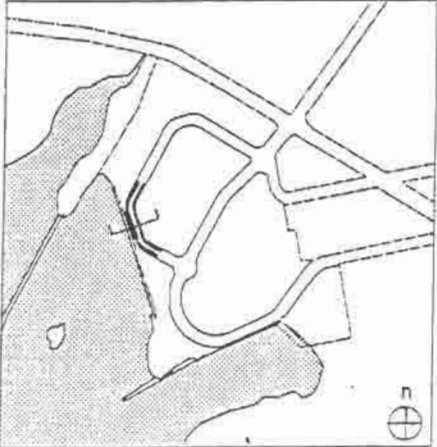
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SELKIRK WATERFRONT PROJECT URBAN DESIGN MANUAL 03 JUNE 93



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LOCATION PLAN

Plan 9  
**Waterfront Crescent at Water's Edge**

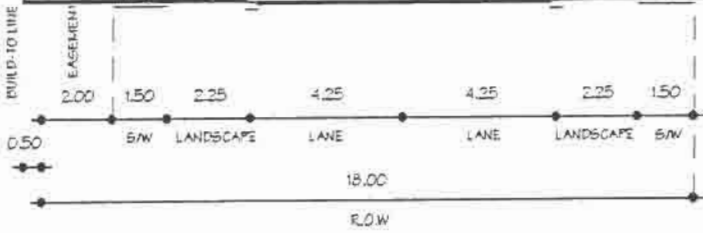
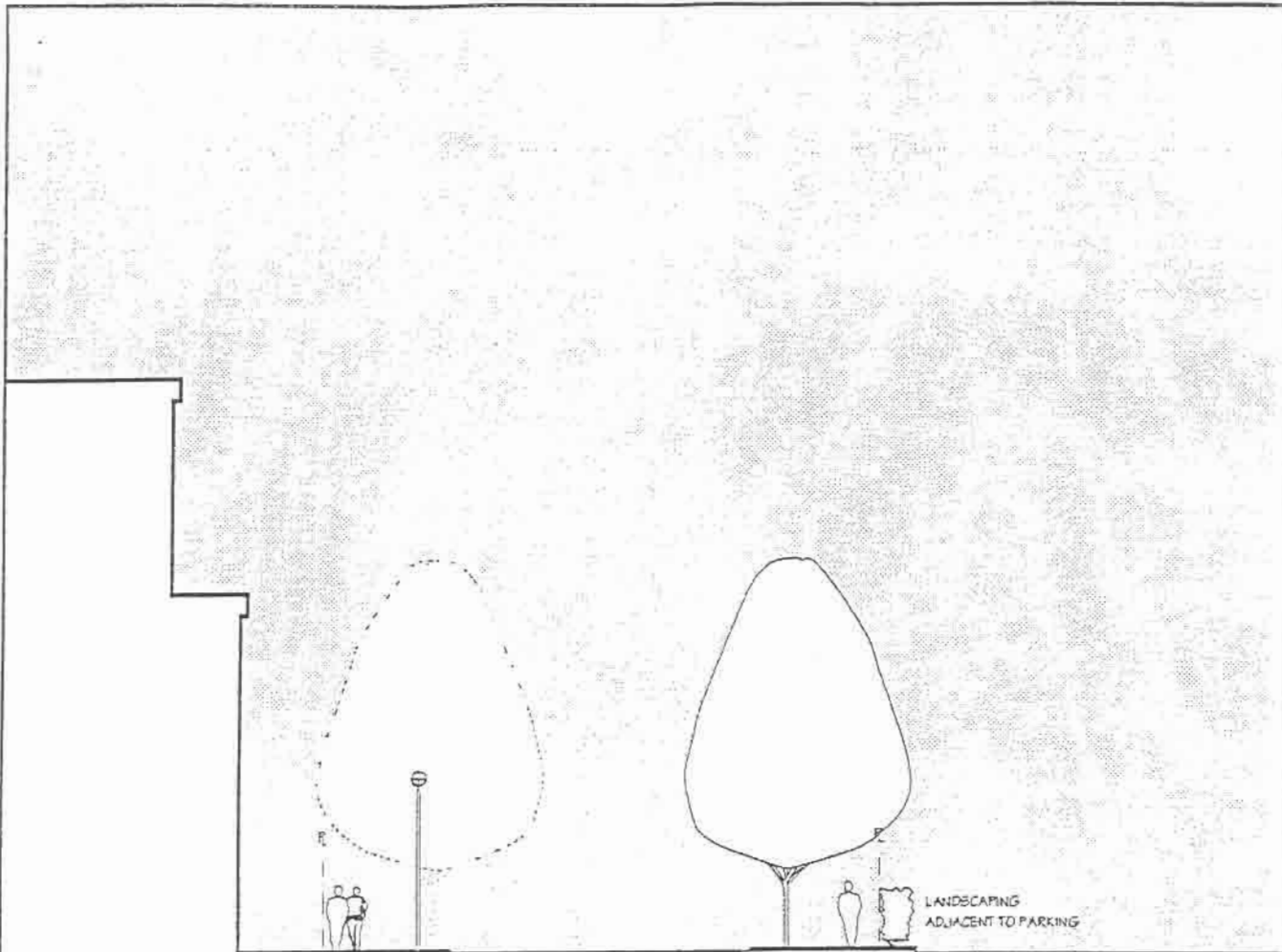
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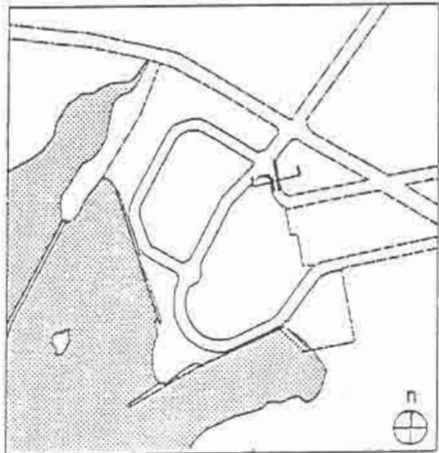


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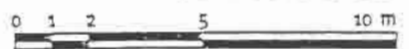
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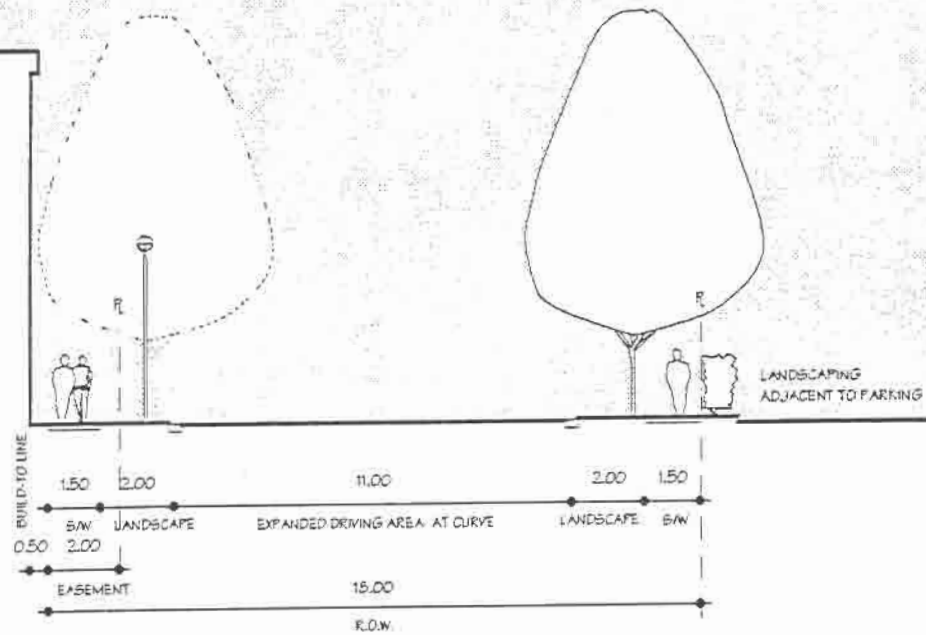
Plan 10  
Dunedin Street 1

Refer to Plan 15 for materials and details.

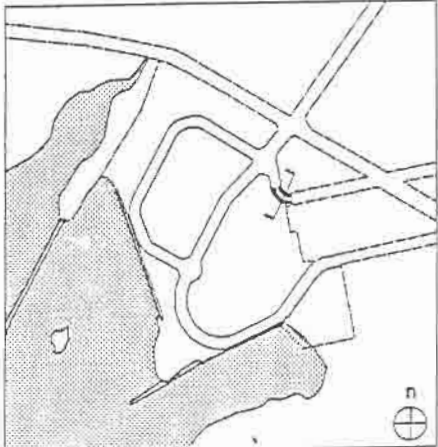
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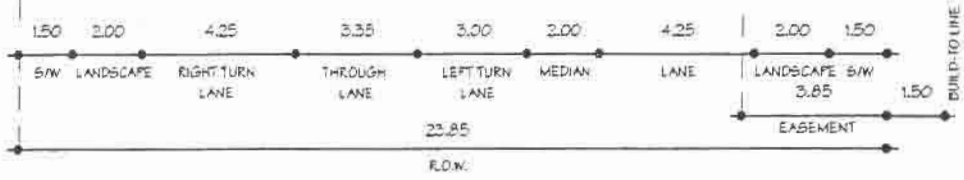
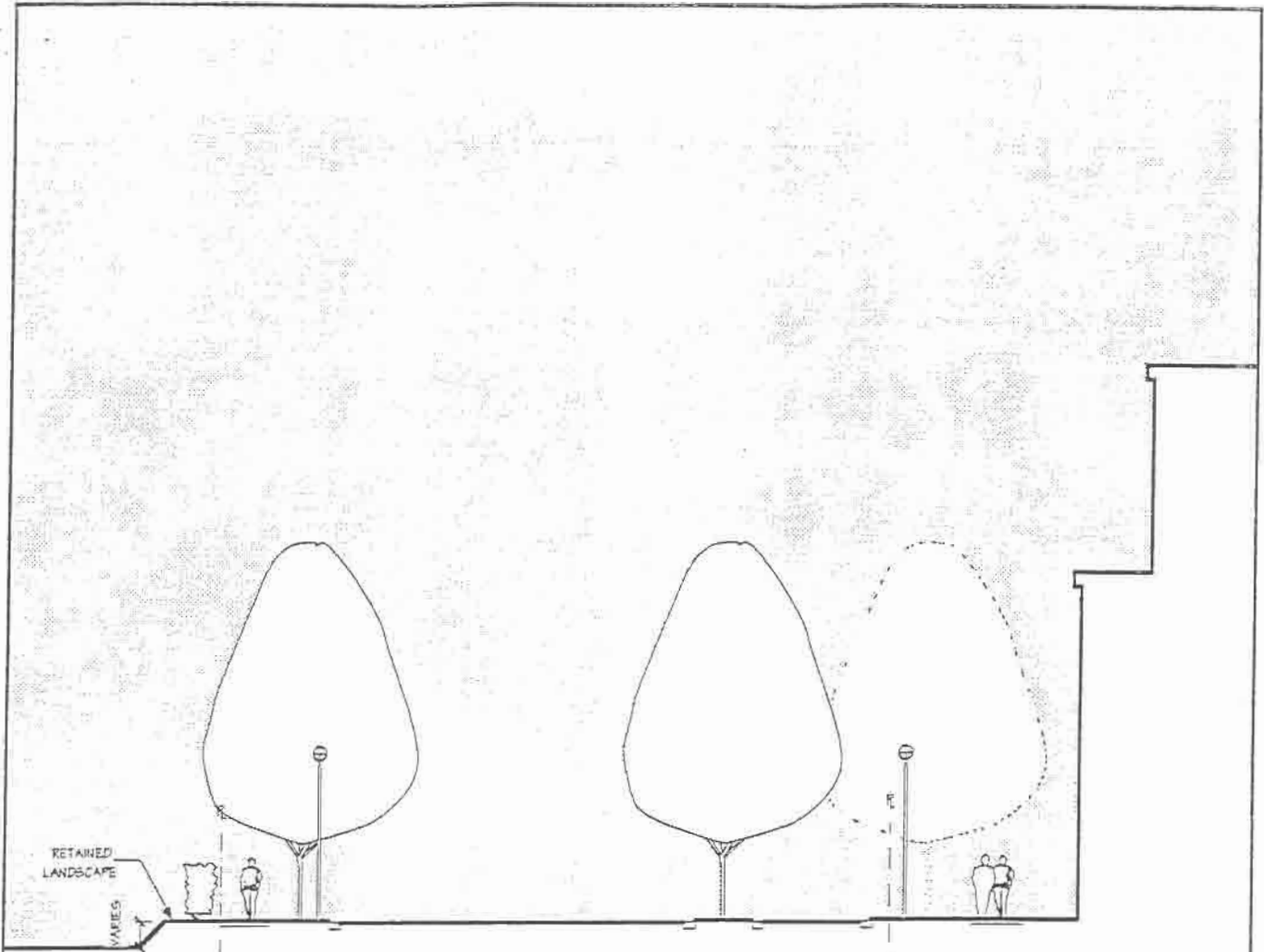
LOCATION PLAN

Plan 11  
Dunedin Street 2

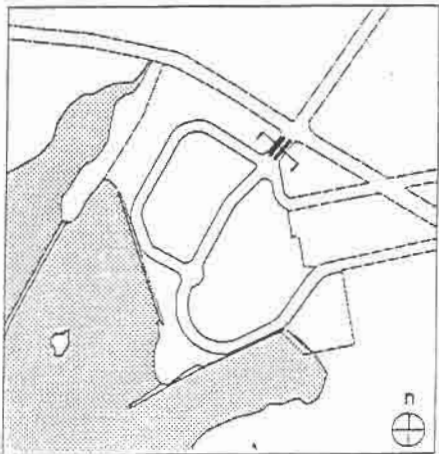
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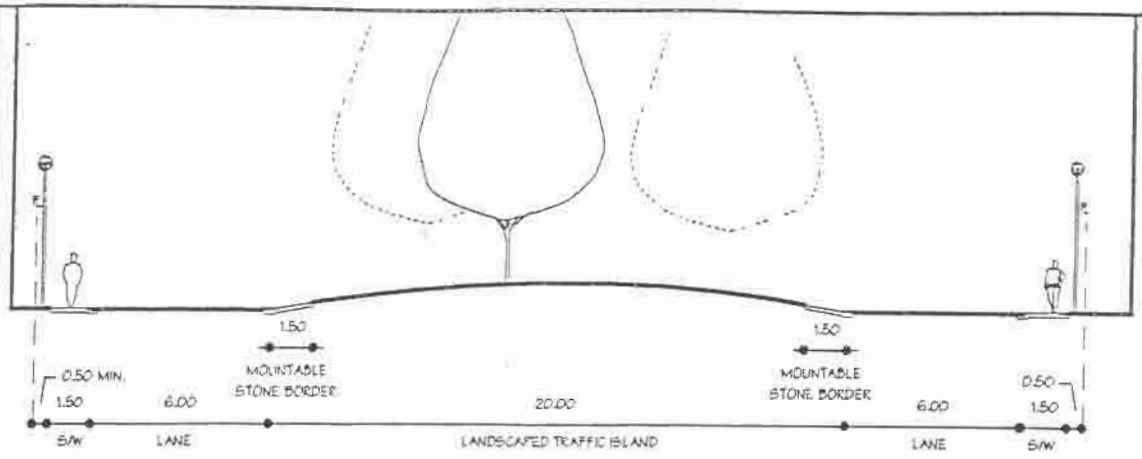
LOCATION PLAN

Plan 12  
Jutland At Gorge Road Intersection

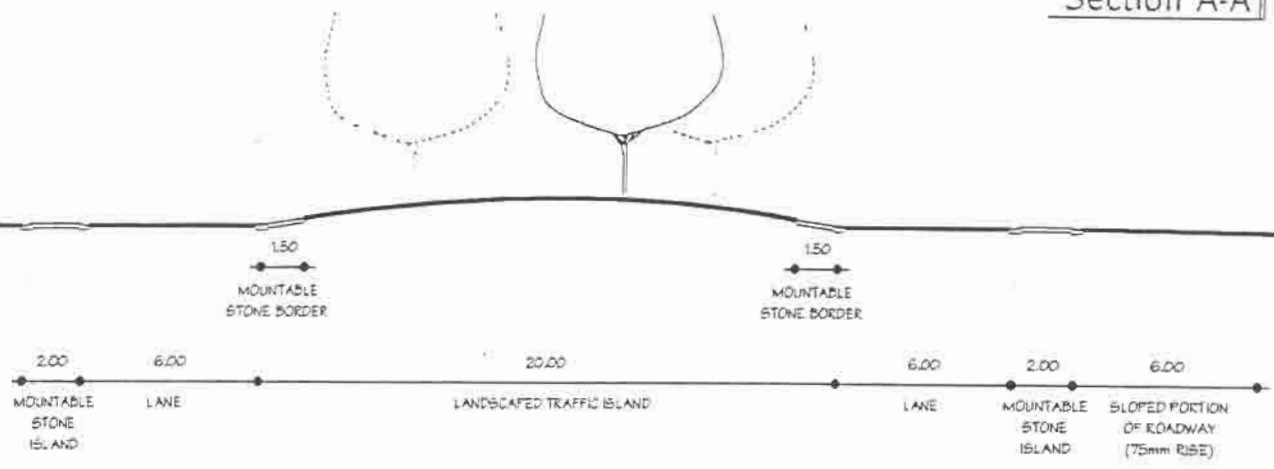
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Section A-A



Section B-B

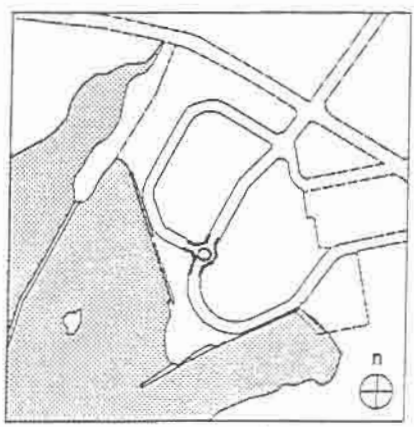
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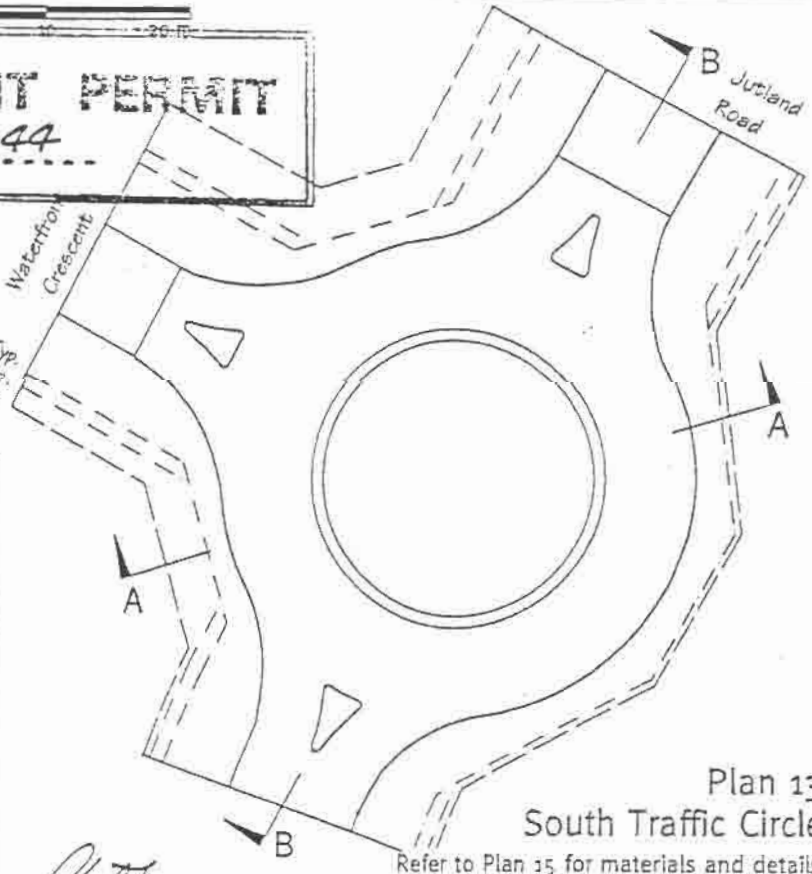
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No. 2044



LOCATION PLAN

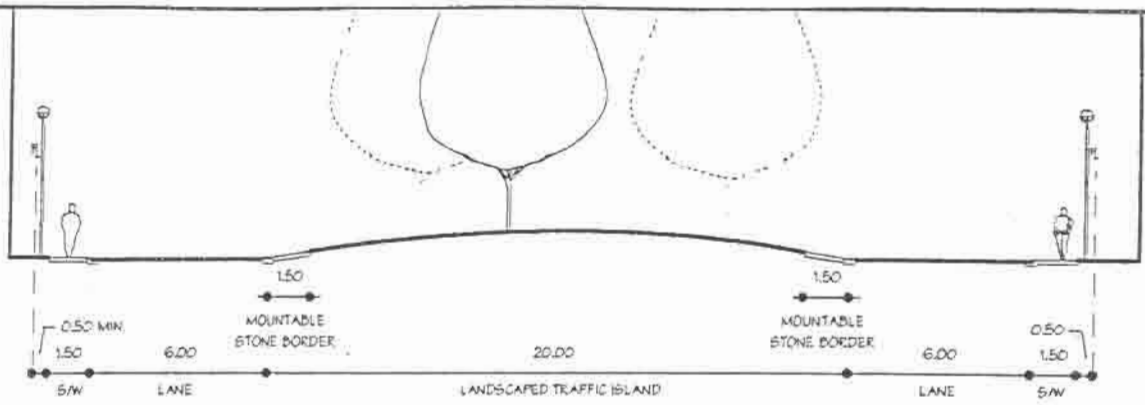


Plan 13  
South Traffic Circle

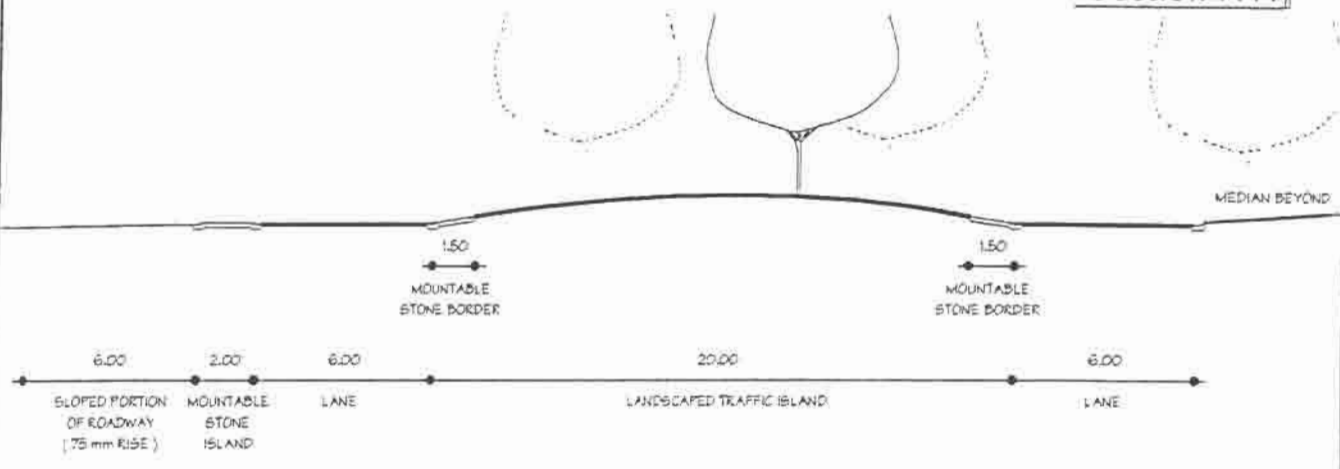
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Section A-A



Section B-B

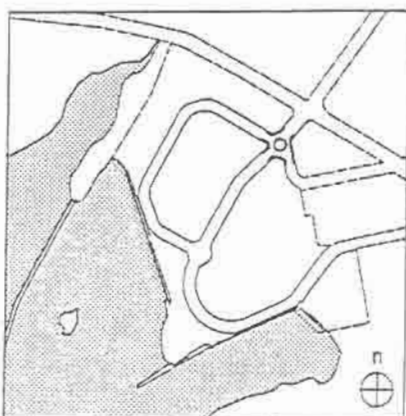
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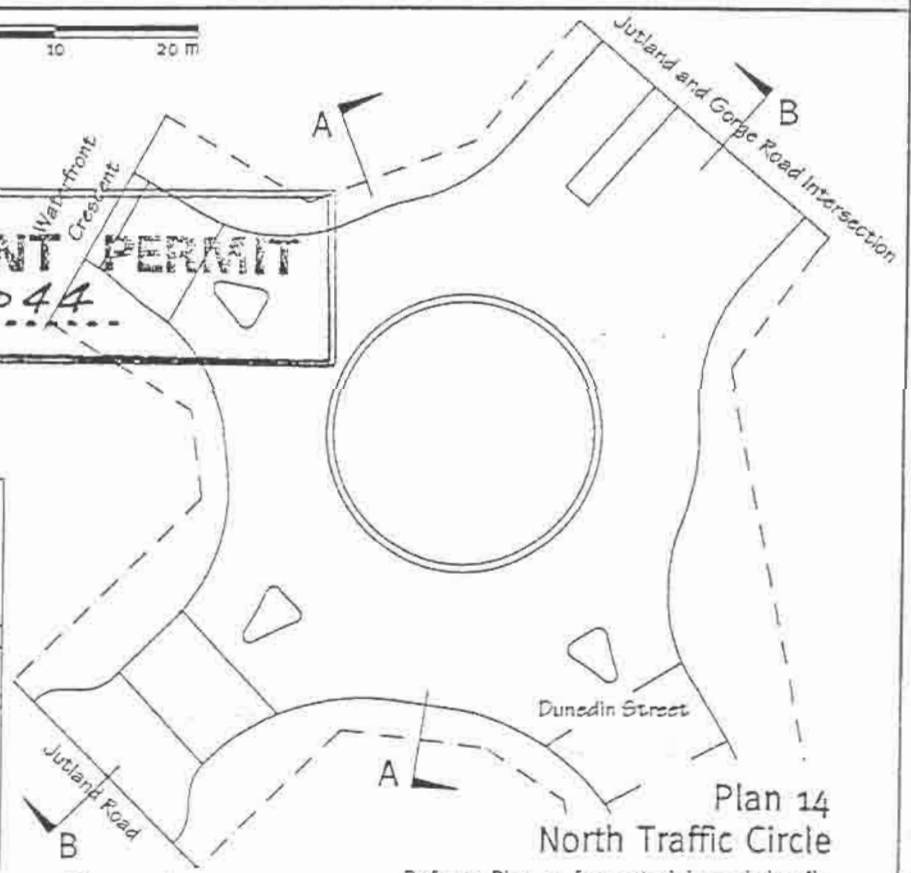
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No. 2044



LOCATION PLAN

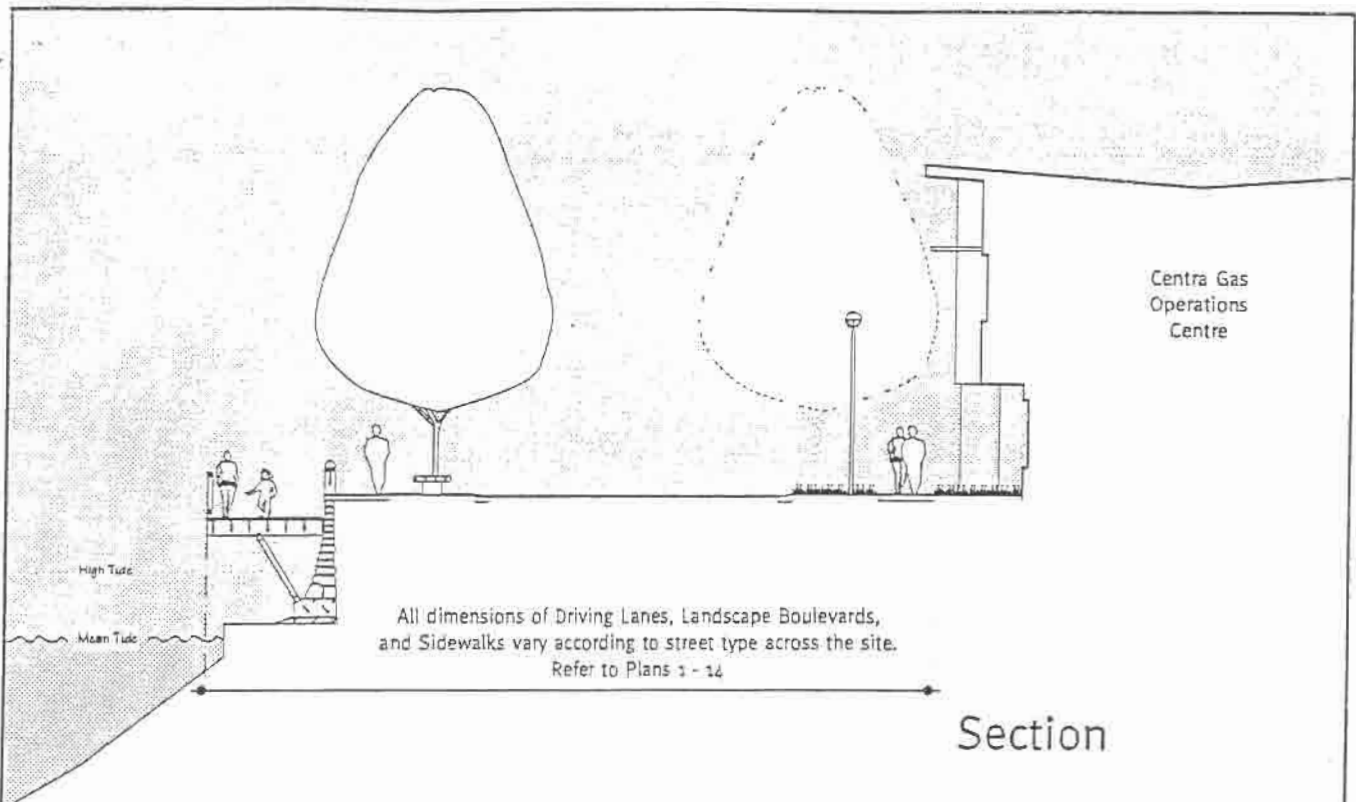


Plan 14  
North Traffic Circle

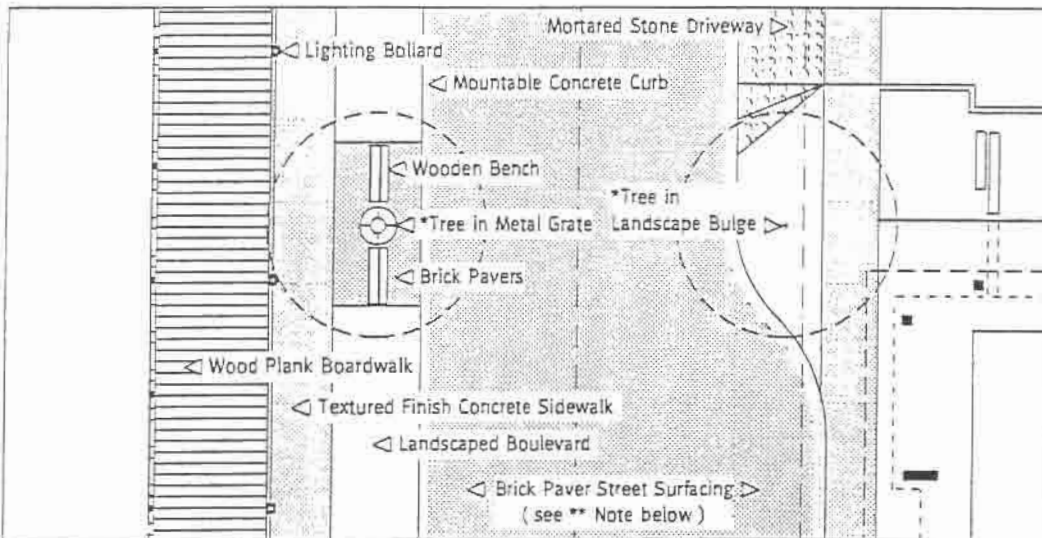
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SELKIRK WATERFRONT PROJECT URBAN DESIGN MANUAL 03 JUNE 93

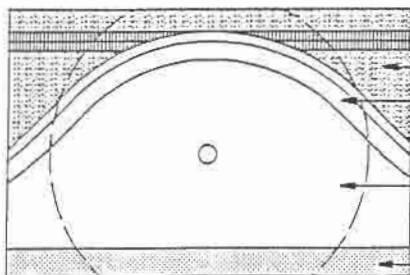
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Section



This is an example of the design and use of materials in Public Streets of the Selkirk Waterfront Project.



Typical \*Tree in Landscape Bulge

Plan

**DEVELOPMENT PERMIT**  
**No. 2044**

Plan 15  
 Street Design Concept  
 Steamcrane Quay

Drawn Scale 1 : 200



\* For description of tree types refer to Schedule 'G' of the Master Agreement

\*\* Material and Construction to be approved by City Engineer

de Hoog D'Ambrosio Rowe architects  
 9212/ DPG mat'l palette 03 June 93

## Appendix 5: List of Plant Material

### List of Plant Material for Parks, Streets and Open Spaces Selkirk Waterfront Project, Victoria BC

#### The Native Landscape/Water's Edge/Cecelia Cove

Tree type: Various indigenous species

##### Proposed selection alternatives:

- *Pseudotsuga menziesii*/ Douglas Fir
- *Quercus garryana*/ Garry Oak
- *Arbutus menziesii*/ Arbutus or Madrona
- *Cornus 'Eddie's White Wonder'*  
Flowering Dogwood
- *Pinus contorta*/ Shore Pine
- *Amelanchier alnifolia*/ Saskatoon Serviceberry
- *Acer macrophyllum*/ Big Leaf Maple
- *Alnus Rubra*/ Red Alder
- Appropriate and varied selection of native under-storey

#### Selkirk Green/Larger Open Spaces

Tree types:

1. Classic tree with large spreading canopy
2. Special large accent conifer and deciduous trees

##### Proposed selection alternatives:

- *Aesculus x carnea 'Briotti'*/ Red Horse Chestnut
- *Catalpa bignonioides*/ Indian Bean Tree
- *Fagus sylvatica*/ Beech
- *Sequoiadendron giganteum*/ Sequoia Wellingtonia
- *Cedrus atlantica glauca*/ Atlas Cedar
- *Paulonia tormentosa*/ Empress Tree
- *Metasequoia glyptostroboides*/ Dawn Redwood

#### Major Streets (Jutland and Garbally extensions)

Tree Type: large broadly columnar (or adaptive to this form)

##### Proposed selection alternatives:

- *Liriodendron tulpifera*/ Tulip Tree
- *Acer rubrum 'Bowhall'*/ Bowhall Red Maple
- *Liquidamber styraciflua 'Moraine'*/ Liquidamber
- *Carpinus betulis fastigiata*/ Pyramidal Hornbeam
- *Cercidiphyllum japonicum*/ Katsura Tree

#### Minor/Residential Streets (Waterfront Crescent)

Tree type: large spreading canopy

##### Proposed selection alternatives:

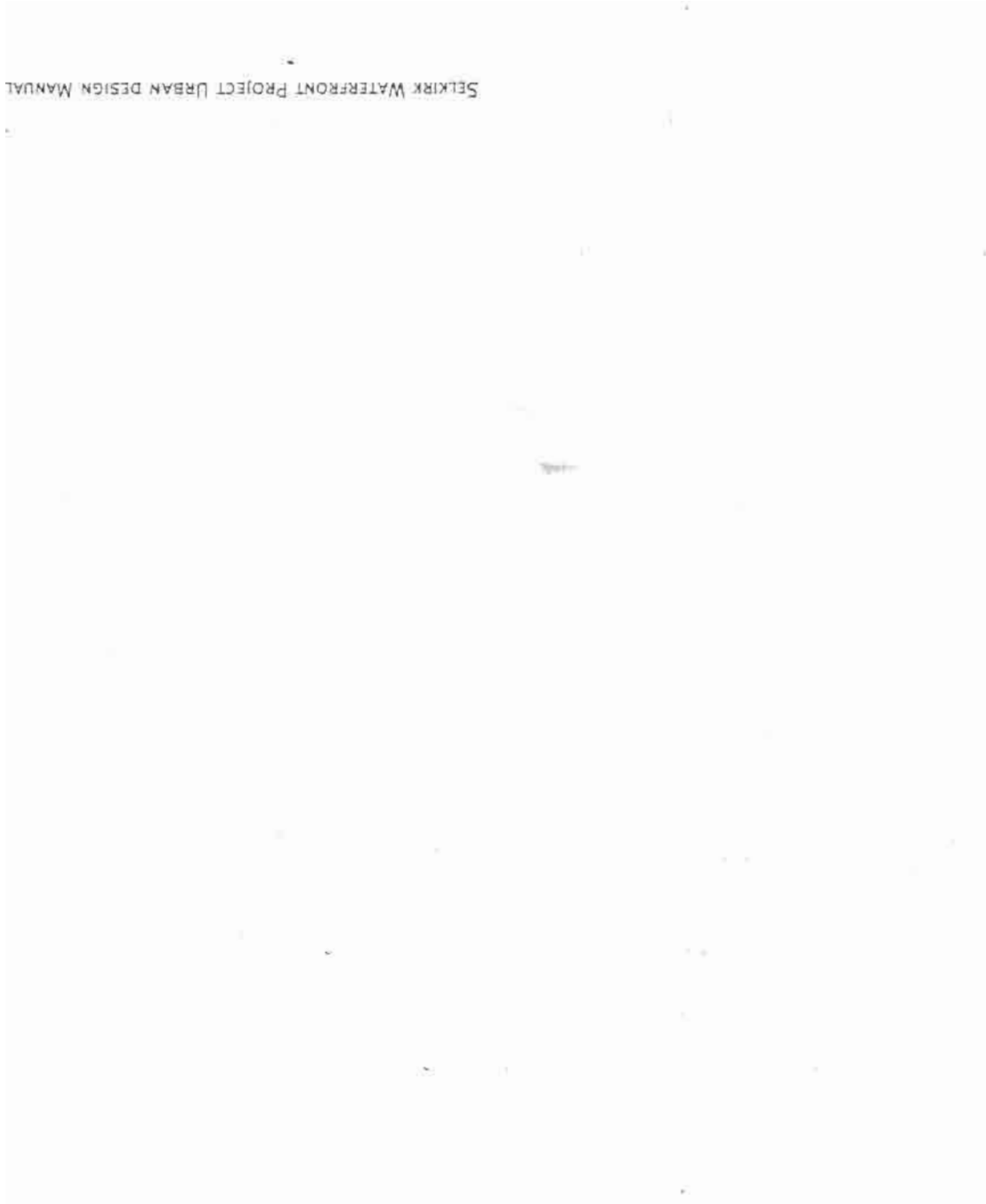
- *Acer rubrum x saccharinum 'Autumn Blaze'*/ Autumn Blaze Maple
- *Tilia euchlora*/ Linden Tree
- *Quercus rubra*/ Red Oak
- *Platanus x acerfolia*/ London Plane (limited use)
- *Zelkova serrata 'Village Green'*/ Village Green Zelkova
- *Sophora japonica*/ Japanese Pagoda Tree

#### Plazas and Hard Surface Open Space

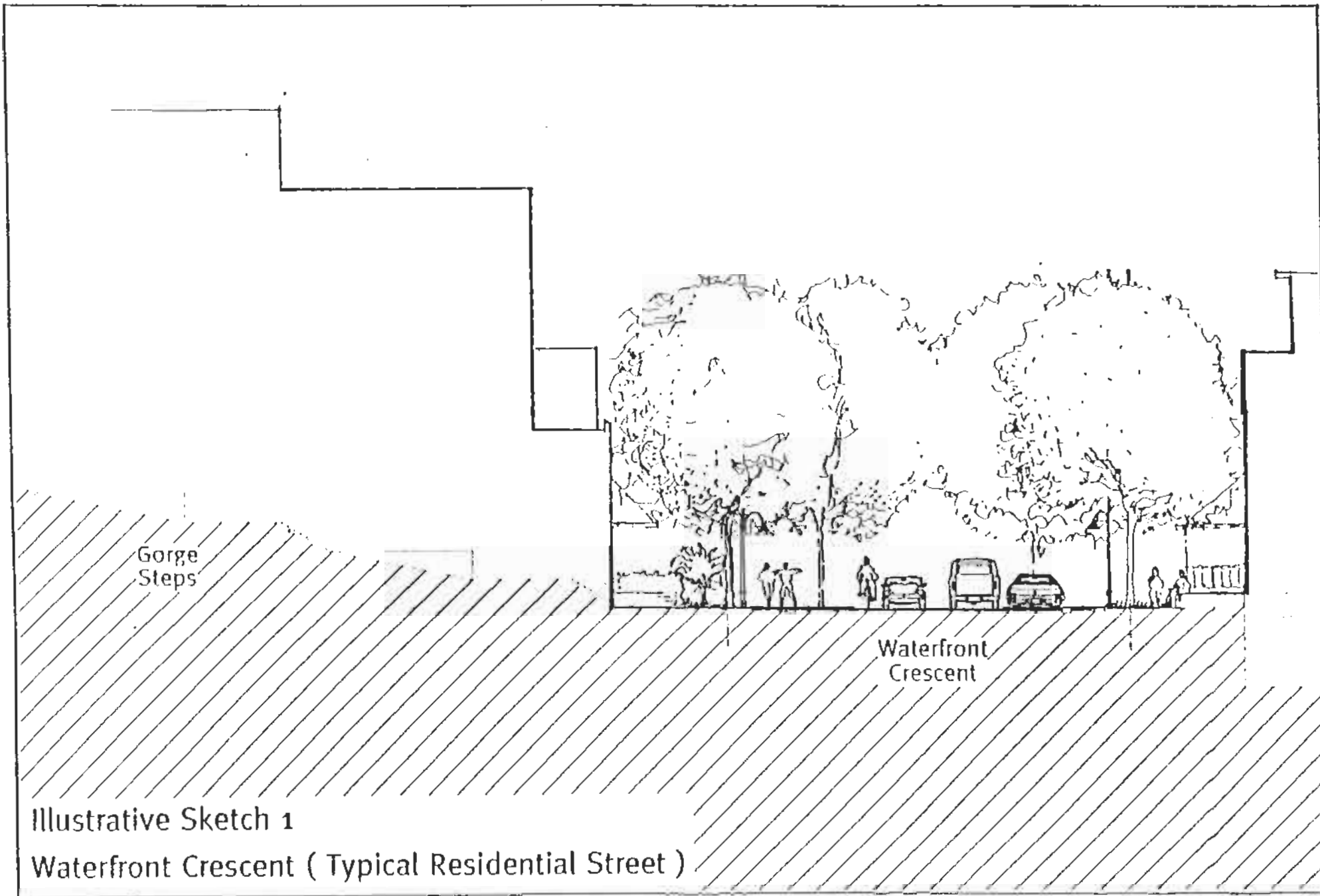
Tree type: small to medium trees with uniform trunk and canopy

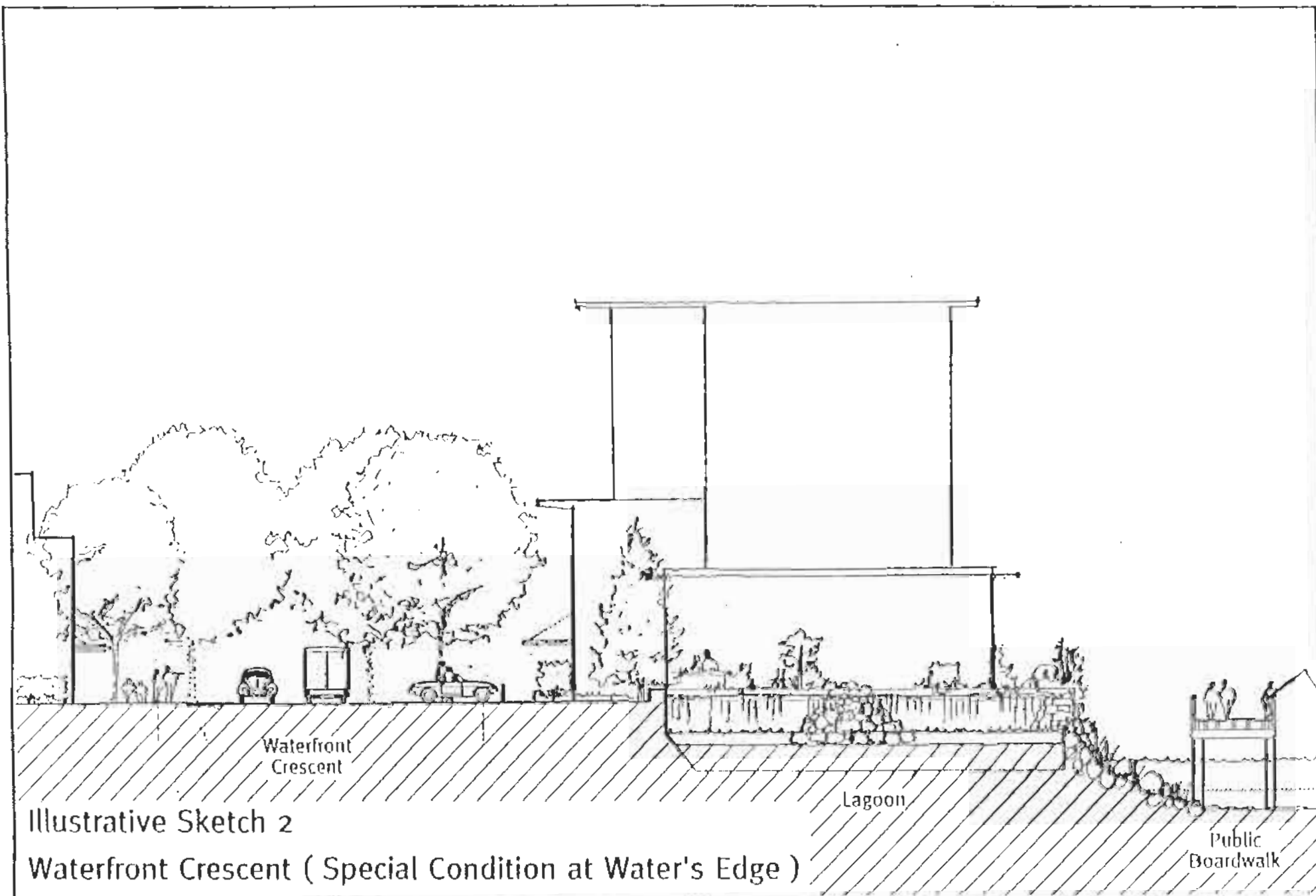
##### Proposed selection alternatives:

- *Tilia cordata*/ Little Leaf Linden
- *Pyrus calleryana 'Aristocrat'*/ Aristocrat Pear
- *Prunus yedoensis*/ Yoshimo Cherry
- *Ginkgo biloba*/ Ginkgo Tree



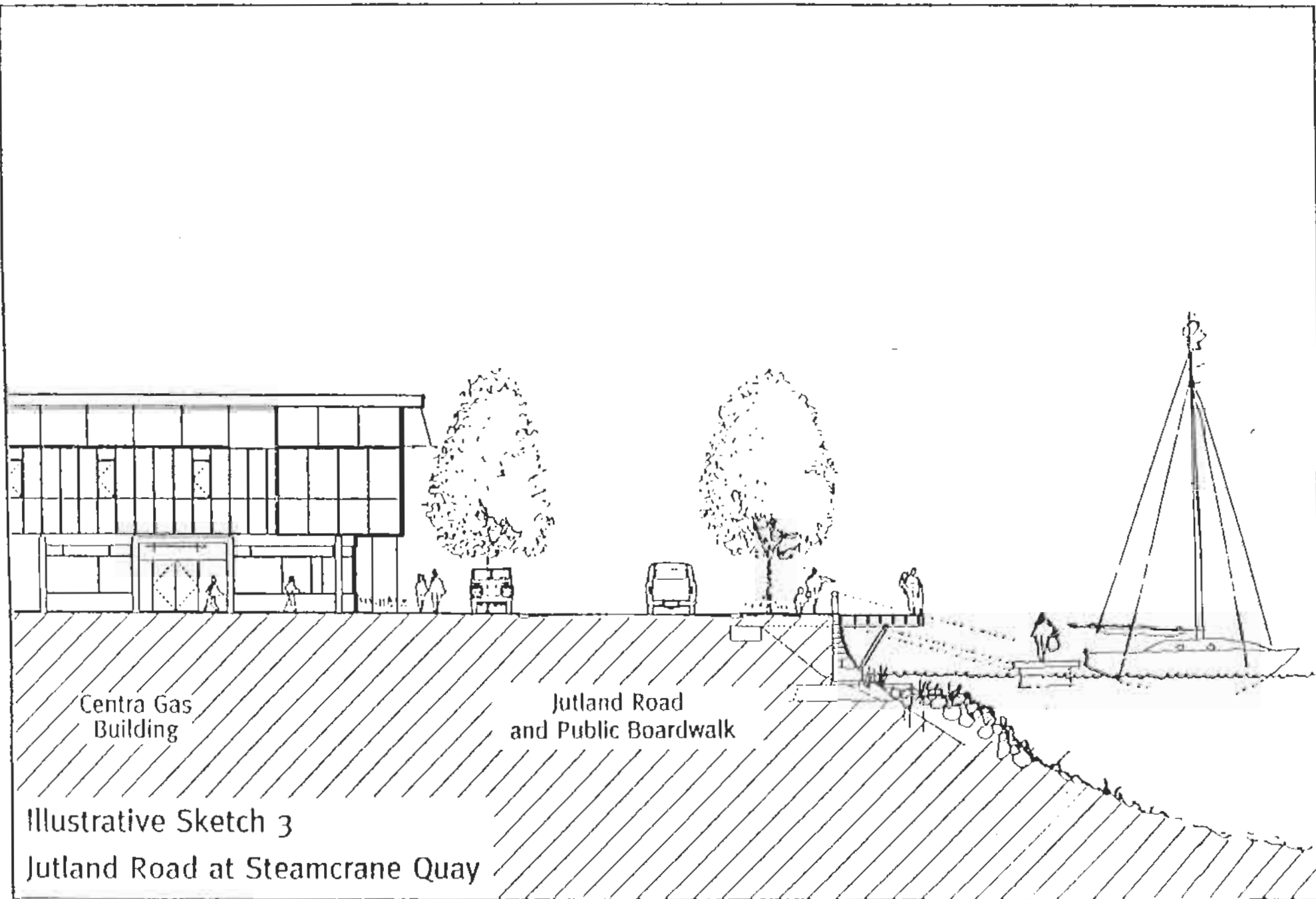




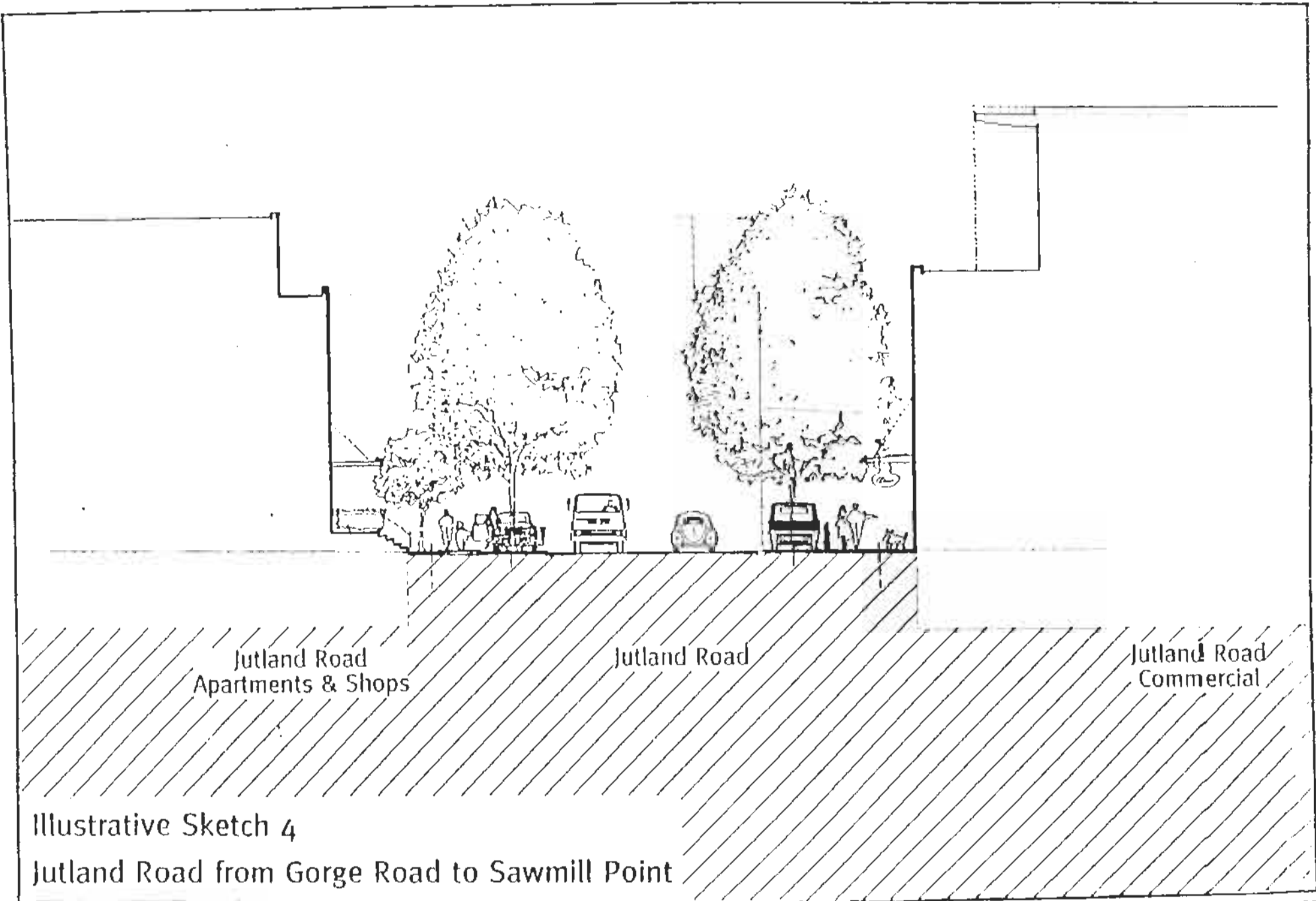


Illustrative Sketch 2

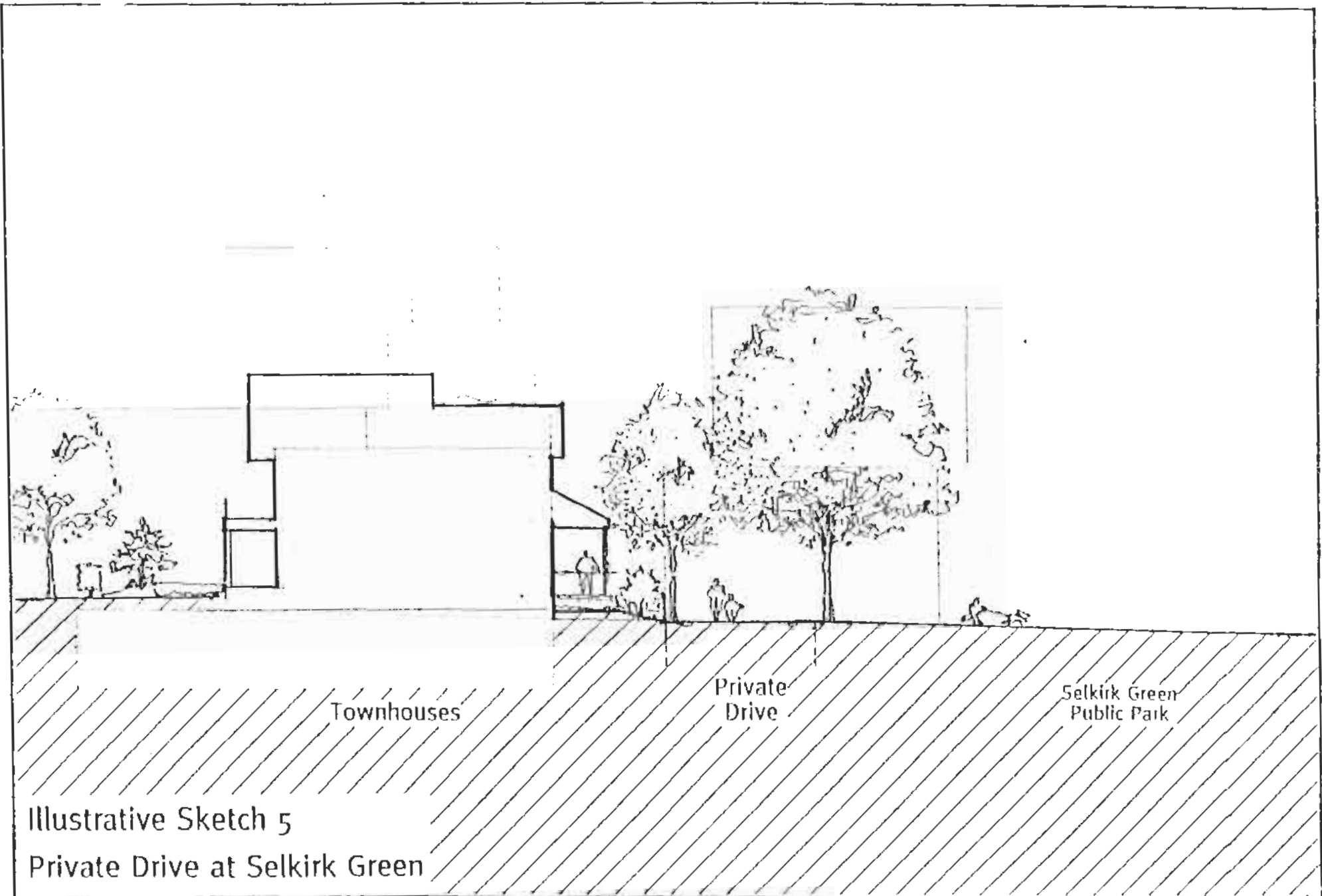
Waterfront Crescent ( Special Condition at Water's Edge )



Illustrative Sketch 3  
Jutland Road at Steamcrane Quay

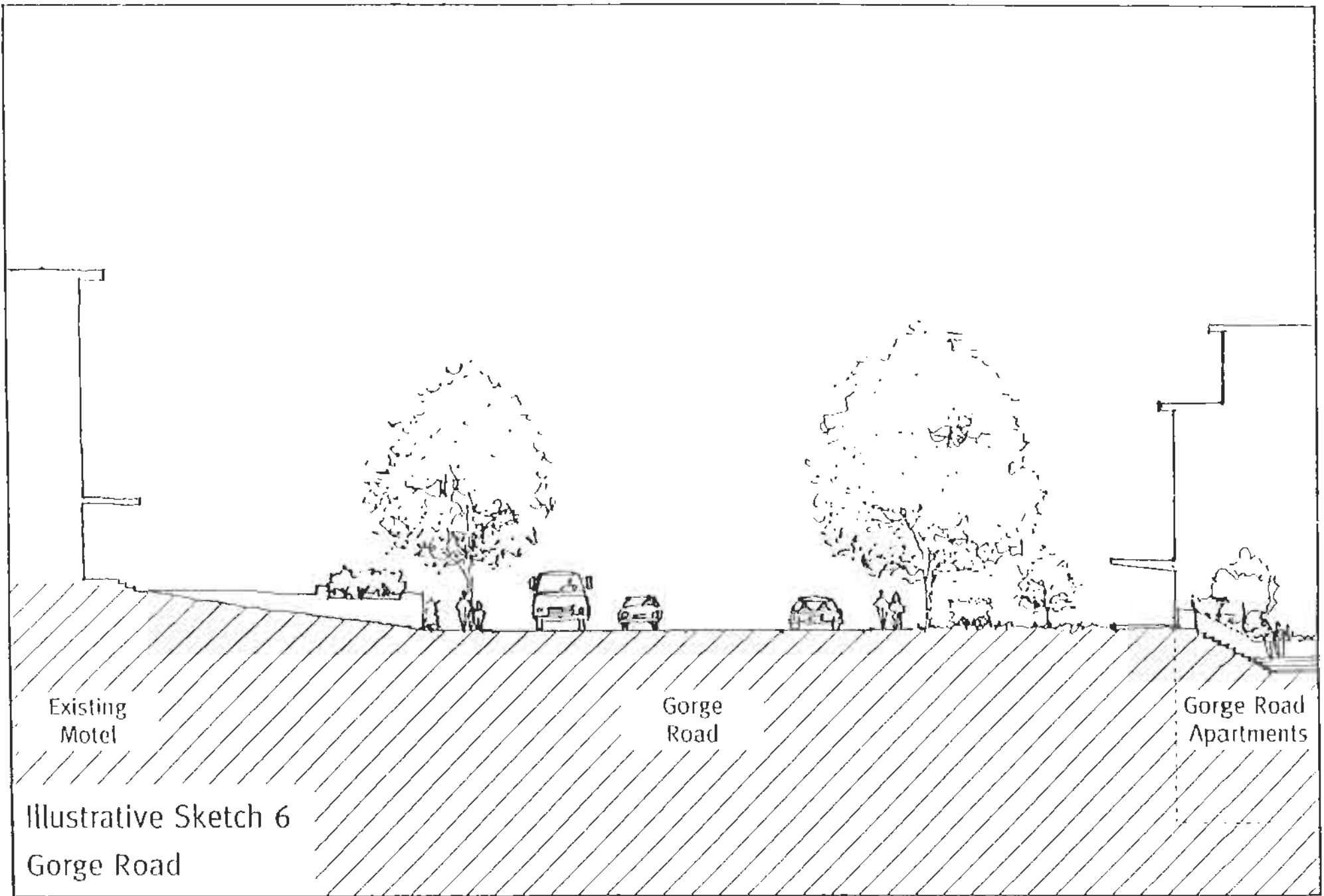


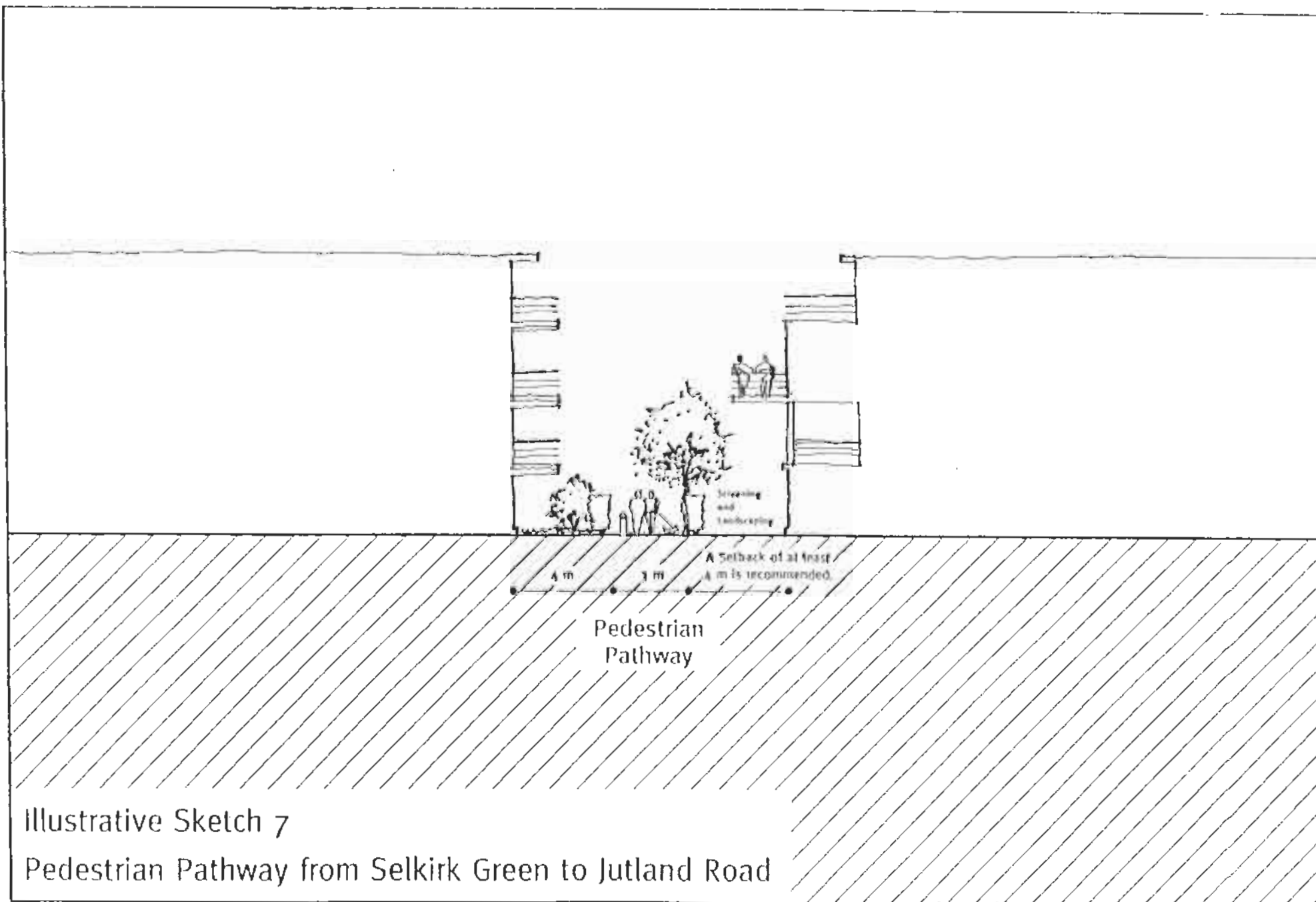
Illustrative Sketch 4  
Jutland Road from Gorge Road to Sawmill Point



Illustrative Sketch 5

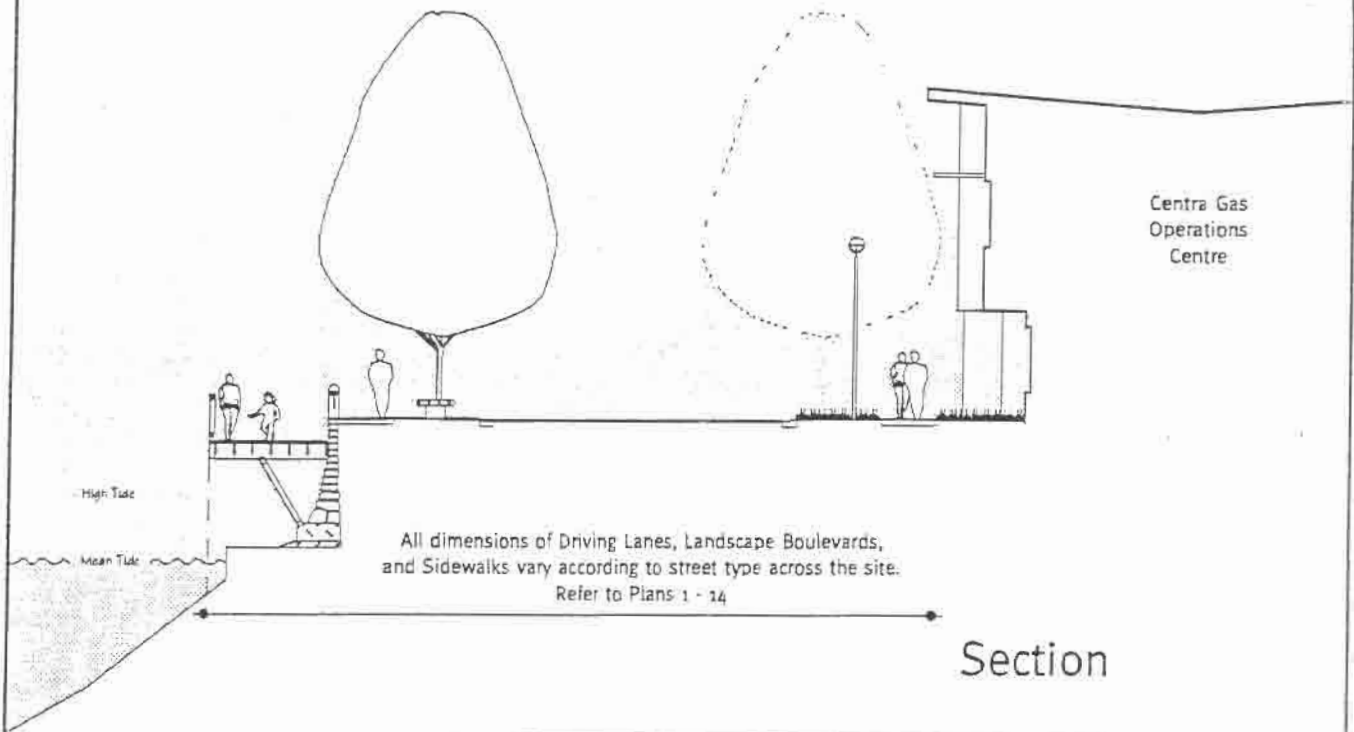
Private Drive at Selkirk Green



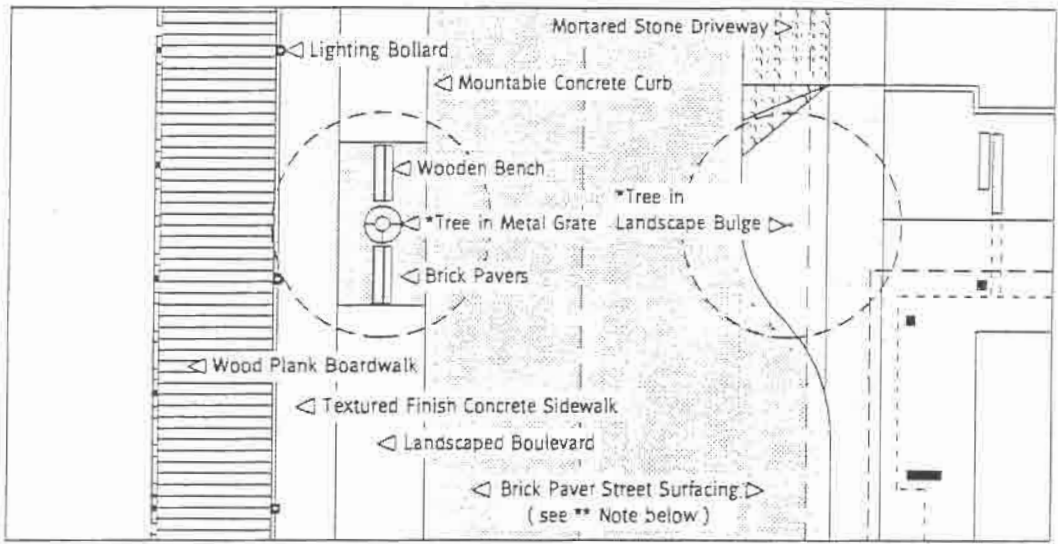


Illustrative Sketch 7

Pedestrian Pathway from Selkirk Green to Jutland Road

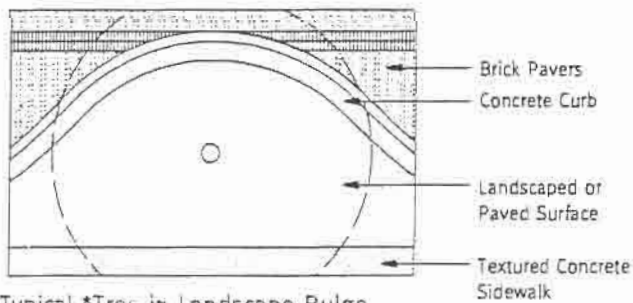


Section



This is an example of the design and use of materials in Public Streets of the Selkirk Waterfront Project.

Plan



Typical \*Tree in Landscape Bulge

# Illustrative Sketch 8 Street Design Concept Steamcrane Quay

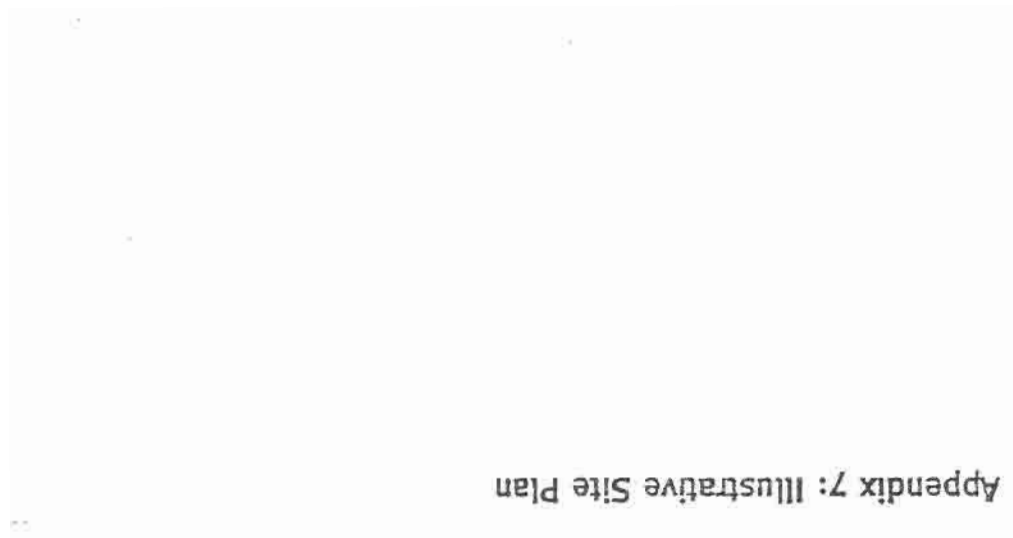
Drawn Scale 1 : 200



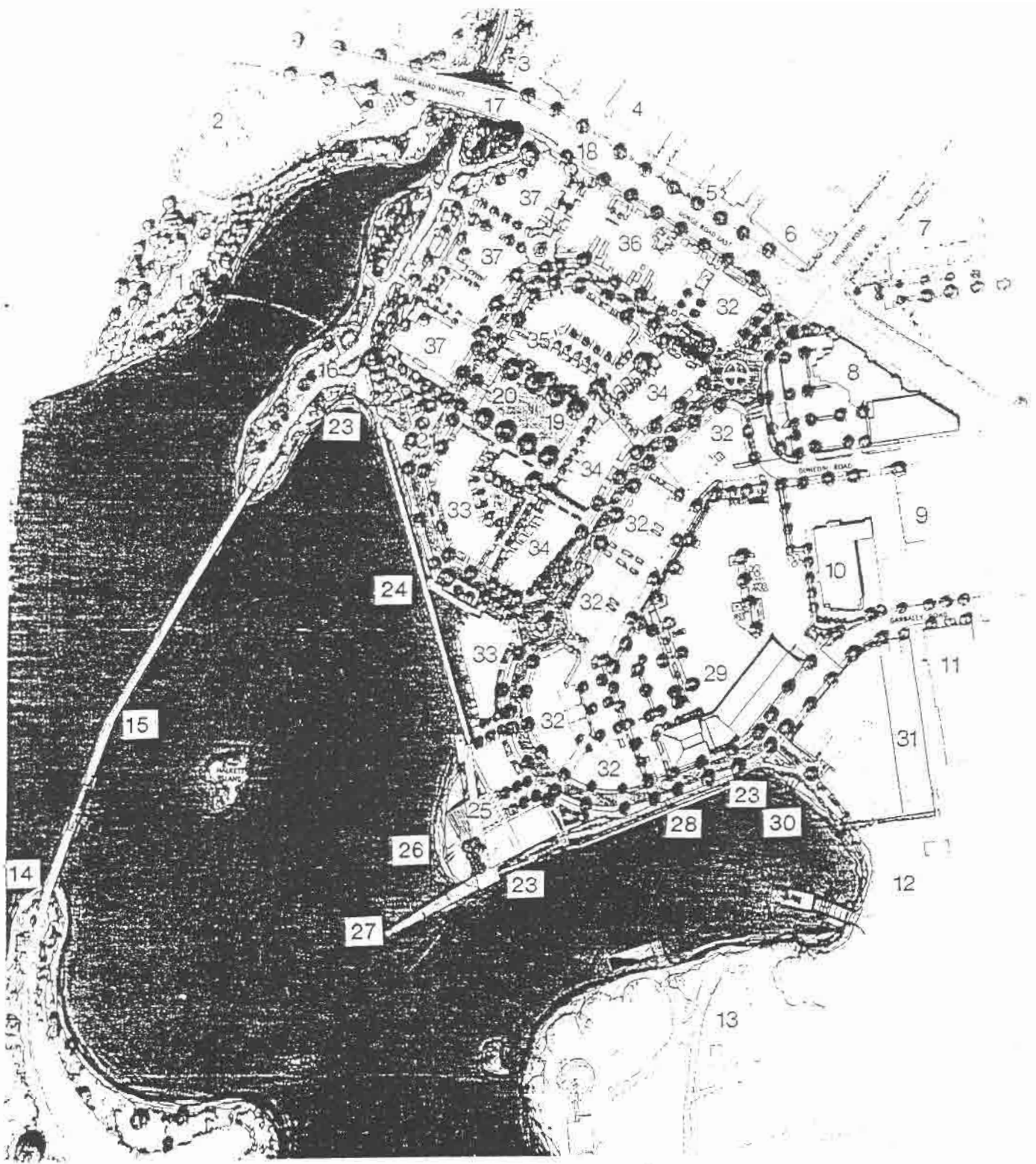
\* For description of tree types refer to Schedule 'G' of the Master Agreement

\*\* Material and Construction to be approved by City Engineer





Appendix 7: Illustrative Site Plan



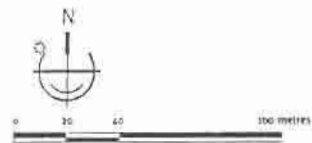
### Illustrative Site Plan

#### Legend

- |   |                                      |                                       |
|---|--------------------------------------|---------------------------------------|
| 1 Arbutus Park                              | 15 Cecilia Creek Pathway             | 31 Commercial and Office Parking      |
| 2 Existing Residential Buildings            | 17 Gorge Road Viaduct Park           | 32 Office, Commercial and Retail      |
| 3 Cecilia Ravine                            | 18 Gorge Road Steps                  | 33 Waterfront Apartments              |
| 4 Warehouse                                 | 19 Playground                        | 34 Juliard Road Apartments            |
| 5 Motels                                    | 20 Selkirk Green                     | 35 Parkside Townhouses and Apartments |
| 6 Commercial Building                       | 21 Neighbourhood Parking Area        | 36 Gorge Road Terraces                |
| 7 Residential Neighbourhood                 | 22 Cecilia Cove Park                 | 37 Creekside Apartments               |
| 8 Royal Canadian Legion-Pro Patria Branch   | 23 Wildlife Habitat creation project |                                       |
| 9 ICBC Claims Centre                        | 24 Rialpur Trestle Boardwalk         |                                       |
| 10 Tower Fence Company                      | 25 Sawmill Point                     |                                       |
| 11 City of Victoria Public Works Yard       | 26 Stone Beach                       |                                       |
| 12 Rainma Sand and Gravel Yard              | 27 Sawmill Point Pier                |                                       |
| 13 Budge Steel Recycling Company            | 28 Steamcrane Quay Public Boardwalk  |                                       |
| 14 Bamfield Park                            | 29 Centra Gas Operations Facility    |                                       |
| 15 Railway trestle structure (now inactive) | 30 Garbally Landing                  |                                       |

### Selkirk Waterfront

Burnside-Gorge District, Victoria, British Columbia  
Jawi Holdings Limited



de Hoog D'Ambrosio Rowe architects 1993