VICTORIA HARBOUR PLAN

CITY OF VICTORIA

Adopted by Victoria City Council November 1, 2001

Revised August 30, 2012

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INTRODUCTION

PURPOSE

The purpose of the Harbour Plan is to provide direction and certainty for land uses and marine dependent activities in and around the Victoria Harbour. Providing this direction is important because the harbour and surrounding lands support a diverse range of activities and interests and these activities have a direct impact on the marine environment. The Harbour Plan aims to eliminate or mitigate potential conflicts associated with this range of activities and at the same time, take advantage of opportunities and compatibilities.

Much of the diversity that exists in and around the harbour is a result of the gradual increase in residential and tourism uses in an area that has been largely industrially-focused. Traditionally, Victoria's harbour has been considered a "working harbour", containing uses such as fishing fleets, sea transportation, cargo terminals and marine-dependent industries, as well as residential, recreational and tourist uses. Today, expanding residential and tourism related activities pose a threat to maritime linked industry. There is also a growing public expectation that marine environments and natural habitats will be treated sensitively. In addition, preserving historical sites and heritage buildings around the harbour presents unique opportunities and issues for future development. (See Appendix 1 for an historical account of the Victoria Harbour).

The challenge is to manage change in a manner that maintains "working" aspects of the harbour while accommodating new emerging uses and growing residential and tourism uses. This must be accomplished in a manner that minimizes land use conflicts, addresses safety, health and environmental concerns and respects the City's heritage.

GEOGRAPHIC CONTEXT

The Victoria Harbour, Gorge Waterway and Portage Inlet together form a tidal watercourse which extends approximately 9 kilometers and crosses through the municipalities of Saanich, Esquimalt, View Royal and Victoria. (Map 1)

The scope of this plan is limited to the portions of the Victoria Harbour and Gorge Waterway that are within the City of Victoria's municipal boundaries. (Map 2)

For ease of reference, the geographic area covered by this plan has been divided into the following 5 harbour areas:

- Outer Harbour
- Inner Harbour
- Upper (Working) Harbour
- Selkirk Water
- Gorge Waterway

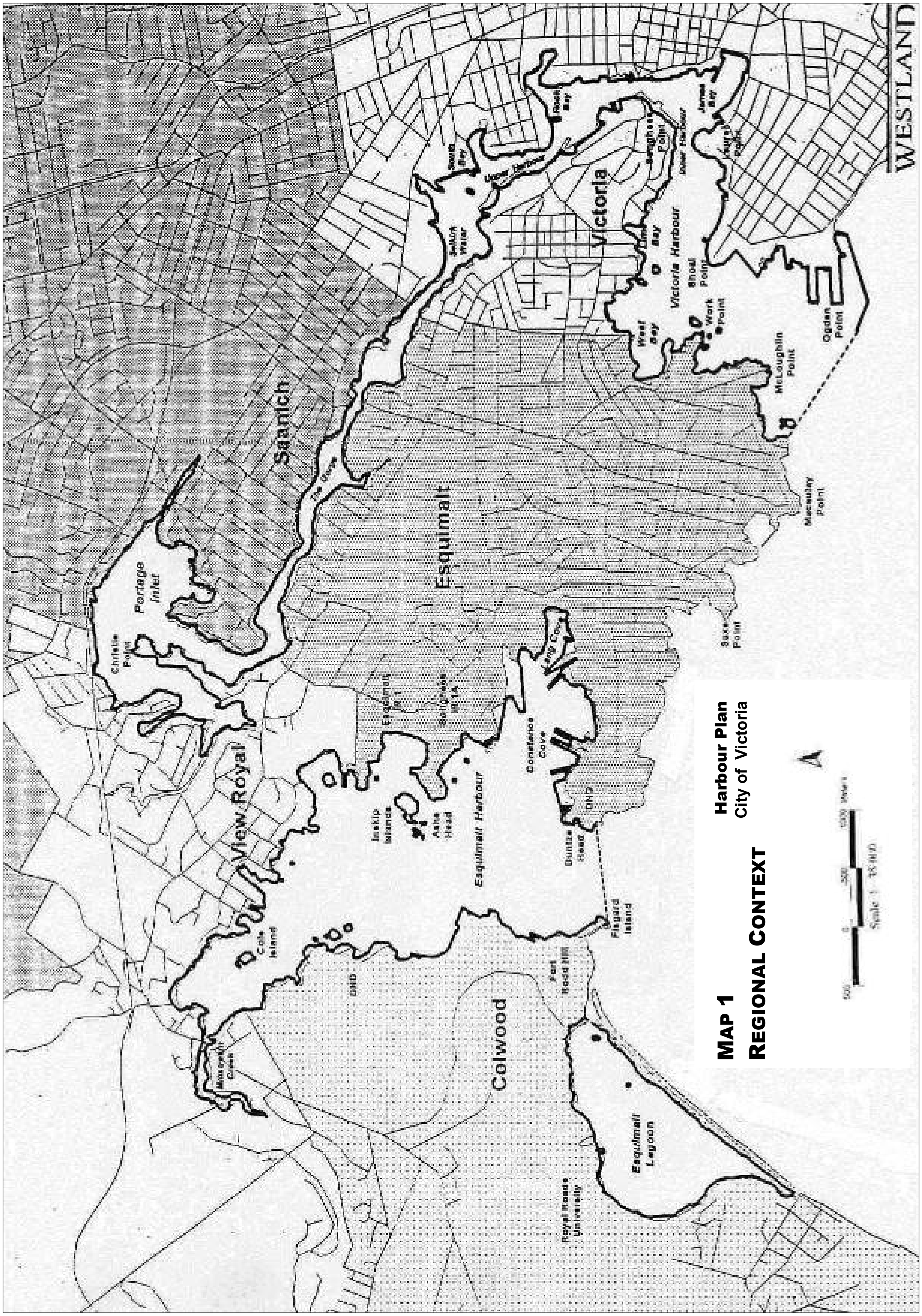
PLAN FORMAT

The Victoria Harbour Plan contains 9 sections and 2 appendices. In addition, there are 15 maps and 3 figures that illustrate locations, issues and concepts.

Following this introduction, the second section, entitled ***Plan Summary***, details locations around the harbour where change is expected. An accompanying map highlights the areas of change and lists the relevant page numbers for a more detailed description of the locale, issues and strategies to achieve change.

Section 3 is entitled, ***Victoria Harbour – General Issues***. It outlines issues that affect either the whole harbour or large portions of it.

Each of the next 5 sections deals with 1 of the 5 harbour areas (as described above). Each section begins by describing some of the general and environmental characteristics found in the area and is followed by:


MAP 1
REGIONAL CONTEXT
Harbour Plan
City of Victoria
Saanich
Esquimalt
Victoria
View Royal
Colwood
Portage Inlet
Victoria Harbour
Esquimalt Harbour
Esquimalt Lagoon
Upper Harbour
Selkirk Water
Rock Bay
James Bay
West Bay
Ogden Point
McLoughlin Point
Macaulay Point
Saxe Point
Constance Cove
Duntze Head
Fisgard Island
Cole Island
Inskip Islands
Ashe Head
Christie Point
Shoal Point
Work Point
Royal Roads University
WESTLAND

- a detailed description of ***issues/ opportunities*** found at different sites within each harbour area
- planning ***objectives*** aimed at addressing the issues
- ***strategies*** to achieve the planning objectives. The *Strategy* sections also include Design Guidelines for important sites.

A map is provided at the beginning of each section highlighting the key sites in each harbour area.

The final section of the plan contains an ***Implementation Schedule*** that includes strategies, the implementation mechanism, responsibilities and time frames.

PROCESS

The *Victoria Harbour Plan* builds upon the work completed in the *Official Community Plan*, 1995. The *Official Community Plan* is a general statement of the broad land use, transportation, social and economic policies of the City.

The *Official Community Plan* identified key directions for the harbour, acknowledging that there was *"support for an active Working Harbour with mixed use activities, provided all uses, including residential, recognize and are compatible with Harbour traffic activities".*

The *Harbour Plan* also builds upon the neighbourhood plans. It has been prepared in a collaborative process involving interested parties who represent a variety of interest groups living and working on and around the harbour. A series of meetings were held with representatives of the neighbourhood associations, harbour transportation, industrial and marine users, the Victoria/Esquimalt Working Harbour Association, government officials, tourism interests, members of the fishing fleet, and Rock Bay Ratepayers Association. A public meeting was organized by the Victoria/ Esquimalt Working Harbour Association to review the purpose of the study and seek public feedback on key issues concerning the harbour. Information meetings were held with the Harbour Advisory Committee that was formed to advise on the divestiture of Victoria Harbour.

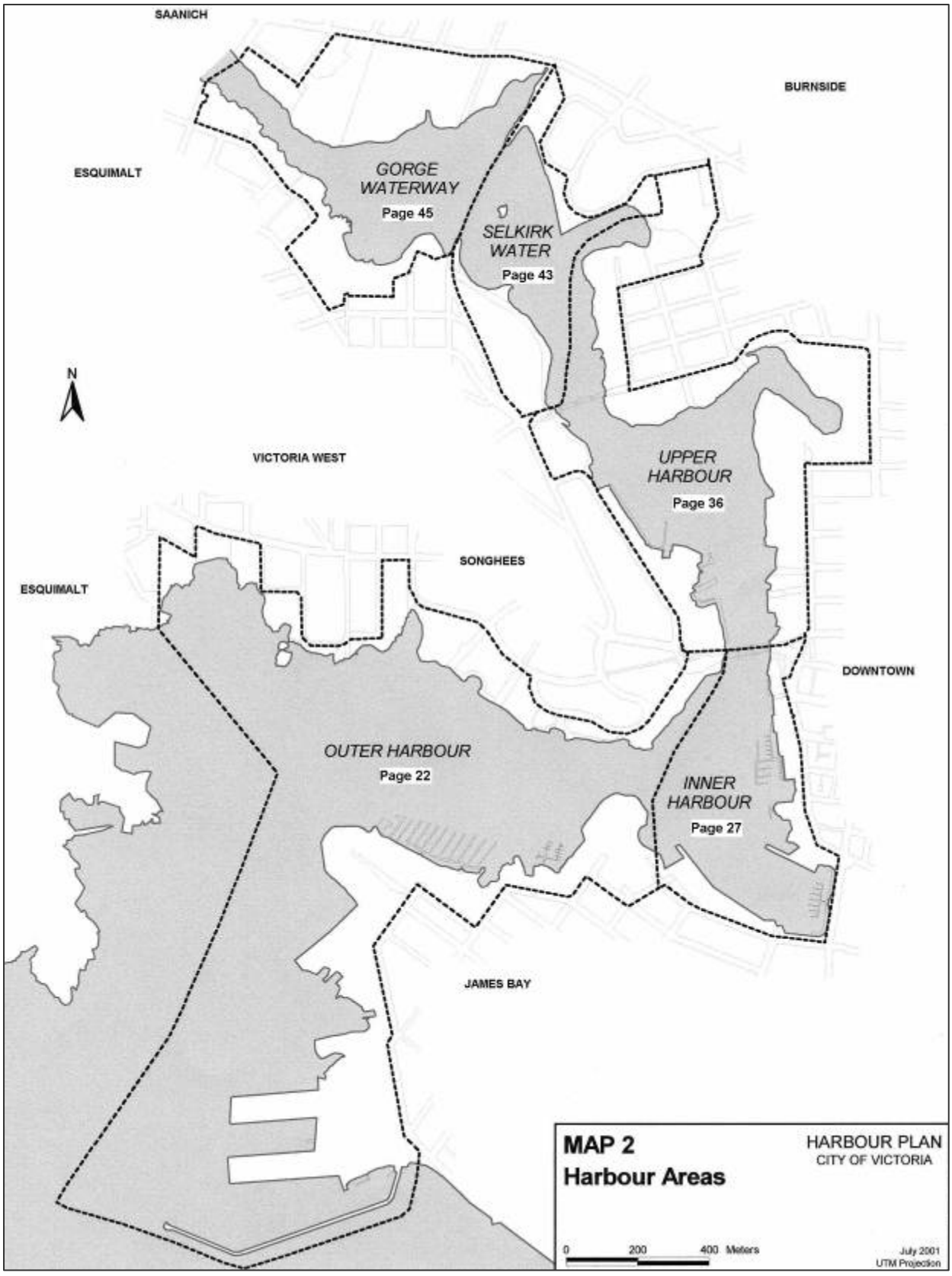
In the spring of 2001, a final community consultation phase took place. At that time, approximately 550 copies of the plan were distributed. In addition, an open house was held which attracted over 180 participants and generated 125 completed surveys. The plan was also referred, with a request for feedback, to 30 organizations, the Advisory Planning Commission, the Environment and Shoreline Advisory Committee and the Heritage Advisory Committee.

The issues, opportunities, objectives and strategies reflect the vast community input that has taken place.

CITY OF VICTORIA PLAN AND POLICY HIERARCHY

This document forms the basis for urban planning policies and regulations for the areas illustrated on the accompanying maps. Where discrepancies occur between these planning policies and those of earlier neighbourhood plans (e.g. Burnside, Downtown, James Bay, Victoria West or Bayside) this plan takes precedence.

The City of Victoria *Official Community Plan*, (1995) will be amended to reflect the strategies and policies of the *Harbour Plan* finally adopted by Council.


SAANICH
BURNSIDE
ESQUIMALT
GORGE WATERWAY
Page 45
SELKIRK WATER
Page 43
N
VICTORIA WEST
UPPER HARBOUR
Page 36
SONGHEES
ESQUIMALT
DOWNTOWN
OUTER HARBOUR
Page 22
INNER HARBOUR
Page 27
JAMES BAY
MAP 2
Harbour Areas
HARBOUR PLAN
CITY OF VICTORIA
0
200
400 Meters
July 2001
UTM Projection

PLAN SUMMARY

The City's *Zoning Regulation Bylaw* is an important planning tool to manage land use and density, as well as related development characteristics such as siting, height and parking. Zoning provides a degree of certainty by specifying what developments are allowed.

As part of the plan preparation, existing zoning, as well as current use, has been examined. The use and density that is permitted in the *Zoning Bylaw* may differ significantly from the actual use and density of a property. For example, a property that is currently used for a one-storey home may have zoning that permits a shipyard or fish processing plant. Where there is a discrepancy between current zoning and land use and/or the current zoning and the envisioned use, strategies to minimize potential conflict and move towards the desired vision have been included in the plan text.

The following map (Map 3) divides the current zoning into three categories:

1. properties where the current zoning is consistent with the plan and where major regulatory change is not anticipated. (These areas are left blank on the map).

2. properties where the City needs to initiate zoning changes in order to achieve the planned future. (These areas are marked with a "C" on the map).

3. properties where applications for zoning changes from owners are anticipated to achieve the planned future. (These areas are marked with an "A" on the map).

In some cases where rezoning applications are anticipated, Council may negotiate public amenities to support the plan's objectives. The plan includes guidelines where amenities are desired and increased density may be appropriate.

Map 3 also provides page numbers that direct the reader to the section of the plan that contains the planning objectives and strategies related to specific sites.

VICTORIA HARBOUR – GENERAL ISSUES

Within the Victoria Harbour there are a number of issues that affect the entire harbour or large portions of it. The following sections will describe these issues and provide objectives and strategies under each of the following headings: *Marine and Air Safety, Jurisdiction, Harbour Divestiture, Noise, Site Contamination, Natural Environment, Water and Sediment Quality, Working Harbour, Seismic Conditions, Public Path System* and *Heritage Sites.*

MARINE AND AIR SAFETY

ISSUES/OPPORTUNITIES

There are many marine users in the harbour, including ferries, aircraft, barges, tour operators and fishing fleets, as well as both human powered and motorized recreational vessels. This creates a dynamic, yet sometimes congested, area.

The Victoria Harbour Water Airport (Map 4) is situated in the Outer Harbour. The Water Airport falls within federal legislative authority and is not subject to local government regulations. In the year 2000, there were approximately 36,000 aircraft movements. Around 21,000 movements were made by seaplanes and 14,000 by helicopters. Nearby residents have expressed concerns regarding noise, fumes and safety.

Although the City of Victoria seeks to maintain a working harbour and vibrant downtown core which benefits from convenient marine and air transportation, public safety is paramount. The City relies on Transport Canada to ensure the safe operation of floatplanes, helicopters and vessels in the Victoria Harbour.

The City of Victoria currently has a limited ability to provide an on-water emergency response in the event of a crisis or disaster, (e.g. fire).

OBJECTIVE

1. Achieve a positive relationship between floatplanes, helicopters, vessels and upland uses.

STRATEGIES

1. The City will continue to encourage pro-active management of harbour operations to accommodate mixed uses in a safe manner.
2. The City will provide public launch ramps for small “car top” recreational boats in the Selkirk Water and Gorge Waterway to encourage recreational boaters to utilize portions of the harbour which do not experience high levels of marine traffic.
3. In evaluating applications for rezoning, the City will consider the impact of marine traffic on new uses and give special consideration to design to mitigate conflict.
4. The City will support federal initiation of a comprehensive marine and air safety compliance and enforcement program.
5. The City will continue to request funding from the Federal Government to acquire an on-water fire and emergency response capacity.

JURISDICTION

ISSUES/OPPORTUNITIES

There are several government agencies that have jurisdiction over various aspects of the Victoria Harbour.

The Victoria Harbour is designated as a Federal Harbour, which means that Transport Canada is responsible for administering and managing the Federal seabed, foreshore and several port facilities. Transport Canada is also responsible for managing activity on the surface of the water.

Other Federal agencies also have areas of jurisdiction in the Victoria Harbour:

- Department of Fisheries and Oceans is responsible for preserving and protecting marine species and habitat and regulates a range of activities including culvert placement, foreshore construction, marine painting guidelines and marina development.
- Environment Canada administers the pollution control provisions of the *Fisheries Act* and *Migratory Bird Act*.
- Canadian Coast Guard is responsible for marine communications and traffic services and protecting navigable waters.

Federal properties (land and water based) are exempt from local government land use regulations. Federal activities such as the operation of the Heliport or Water Airport and the activities of Federal lessees are exempt from municipal regulations. For these reasons the City is not able to enforce its' bylaws and must rely on a good relationship and cooperation with the Federal Government to achieve its goals.

The Provincial Government also has areas of jurisdiction:

- The Ministry of Water, Air and Land Protection is responsible for the Waste Management Act and the *Contaminated Sites Regulation* as well as preserving wildlife habitat.
- The British Columbia Assets and Land Corporation manages the Provincial seabed and water lot leases (North of the Selkirk Trestle).

The management of Provincial property is subject to local government bylaws.

The Capital Regional District (CRD) is responsible for sewage disposal and monitoring shoreline stormwater outfalls. The CRD is also responsible for coordinating the Environment Action Program which is implemented through the Victoria and Esquimalt Harbours Environmental Action Program (VEHEAP), an inter-governmental initiative to protect and improve the environmental quality of the harbours. The municipalities of Esquimalt, Saanich and View Royal also border the Victoria Harbour and Gorge Waterway and have their own land use by-laws.

OBJECTIVES

1. Achieve the City's planning objectives for the Harbour by working cooperatively with senior levels of government and neighbouring municipalities.

STRATEGIES

1. The City will communicate the City's planning objectives for the harbour to all federal and provincial agencies and neighbouring municipalities.

2. The City will request that the Federal Government ensure its lessees are in compliance with the City's bylaws as a condition of lease.

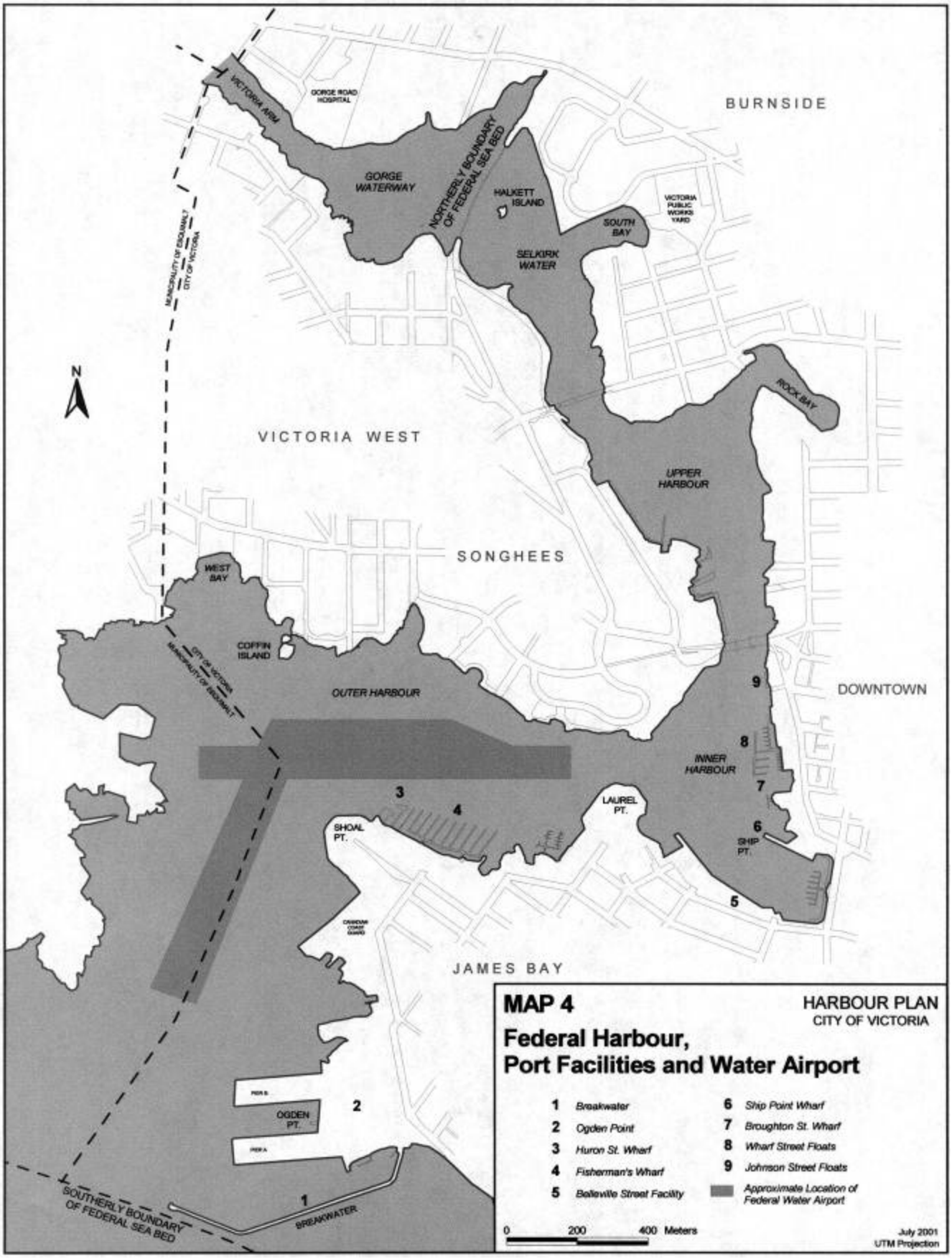
HARBOUR DIVESTITURE

ISSUES/OPPORTUNITIES

Currently, the harbour seabed, from Ogden Point and West Bay to the Selkirk Trestle Bridge and several port facilities, are owned by Transport Canada. (Map 4.) The harbour divestiture will result in the transfer of ownership to a local governing body responsible for planning, management, operation and development of the harbour and port facilities.

The divestiture program commenced in 1995 as a result of a new National Marine Policy. The City of Victoria is a member of the Victoria/Esquimalt Harbour Divestiture Partnership, which is made up of representatives from the Provincial Government, the Township of Esquimalt, and the Victoria/Esquimalt Harbour Society.

Transport Canada and the Local Harbour Partnership are working towards a smooth and timely transfer. However, due to the variety of interests and issues that exist around the harbour, including First Nations negotiations and site contamination, the final transfer of all Federal Harbour assets


BURNSIDE
VICTORIA WEST
SONGHEES
DOWNTOWN
JAMES BAY
VICTORIA ARM
GORGE ROAD HOSPITAL
GORGE WATERWAY
NORTHERLY BOUNDARY OF FEDERAL SEA BED
HALKETT ISLAND
SELKIRK WATER
SOUTH BAY
VICTORIA PUBLIC WORKS YARD
ROCK BAY
UPPER HARBOUR
MUNICIPALITY OF ESQUIMALT
CITY OF VICTORIA
N
WEST BAY
COFFIN ISLAND
CITY OF VICTORIA
MUNICIPALITY OF ESQUIMALT
OUTER HARBOUR
INNER HARBOUR
LAUREL PT.
SHOAL PT.
SHIP PT.
OGDEN PT.
SOUTHERLY BOUNDARY OF FEDERAL SEA BED
BREAKWATER
1
2
3
4
5
6
7
8
9
MAP 4
HARBOUR PLAN
CITY OF VICTORIA
Federal Harbour,
Port Facilities and Water Airport
1 Breakwater
2 Ogden Point
3 Huron St. Wharf
4 Fisherman's Wharf
5 Belleville Street Facility
6 Ship Point Wharf
7 Broughton St. Wharf
8 Wharf Street Floats
9 Johnson Street Floats
Approximate Location of Federal Water Airport
0 200 400 Meters
July 2001
UTM Projection

will likely take a number of years to completely resolve. In the meantime, through a phased process, the following facilities may be transferred at an earlier stage: (Map 4)

1. Ogden Point Breakwater
2. Ogden Point
3. Huron Street Wharf
4. Fisherman's Wharf
5. Belleville Street Facility
6. Ship Point Wharf
7. Broughton Street Wharf
8. Wharf Street Floats
9. Johnson Street Floats

Many small properties where there are existing public pathways and other community amenities may also be the subject of an earlier transfer to the City of Victoria.

The complexity and duration of the process creates a level of uncertainty for a number of properties and waterlots around the harbour. In the face of this uncertainty, development of some sites and waterlots has been impeded.

Some of the federal properties being divested are contaminated. Transport Canada requires that these sites be identified and the contamination addressed before the properties are transferred. (Also see "Site Contamination" section)

OBJECTIVES

1. Communicate the City's planning objectives for the Harbour to Transport Canada and any new governing body.

2. Maintain public amenities and pathways where they exist on federal lands.

STRATEGIES

1. The City will work with the Local Harbour Partnership and Transport Canada to expedite the divestiture process.

2. The City will ensure that its interests are represented in the divestiture negotiations.

3. The City will work with existing federal and new upland property owners, as well as the local harbour authority, to ensure that new development is in keeping with the Harbour Plan.

NOISE

ISSUES/OPPORTUNITIES

With the increase of residential uses on the harbour and its continued use for traditional activities, noise generated by these activities has become a point of contention between the traditional uses and the residential community.

Transport Canada has jurisdiction over marine transportation in the harbour.

While many of the traditional noise-generating activities will continue around the harbour, the City will encourage the use of new technology and noise abatement measures to minimize noise.

OBJECTIVE:

1. Minimize noise impacts in and around the Harbour.

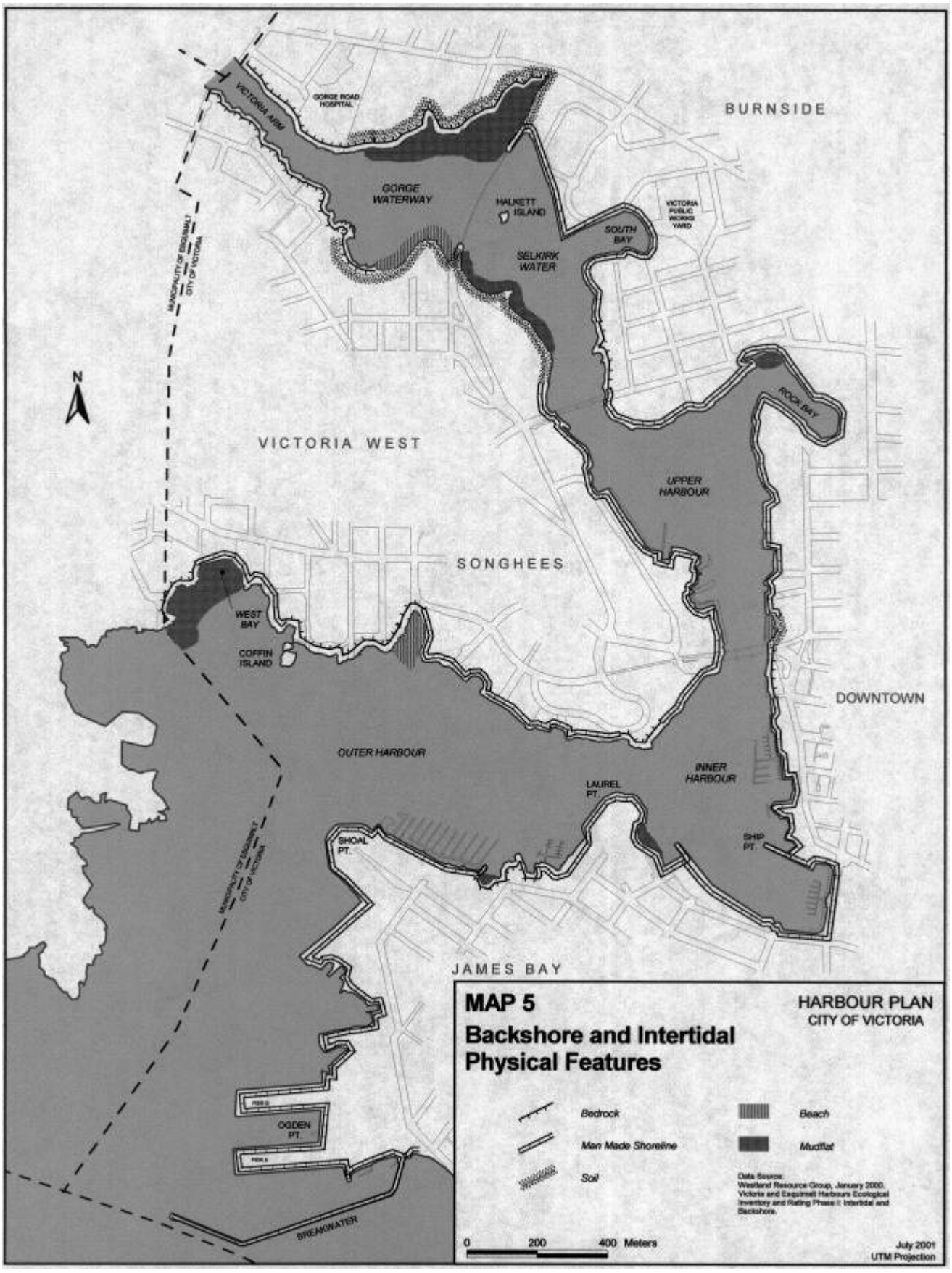
STRATEGY

1. The City will amend the *Guidelines for Development Permit Areas* surrounding the harbour to require new building and development to include noise abatement measures in their design and construction.

SITE CONTAMINATION

ISSUES/OPPORTUNITIES

As previously mentioned, there are sites around the harbour that are contaminated. Sites that have been used for industrial, and in some cases commercial and transportation-related activities, are subject to provincial "Contaminated Sites Regulation". Historically, many harbourfront properties have been used for industrial or commercial uses.


BURNSIDE
VICTORIA WEST
SONGHEES
DOWNTOWN
JAMES BAY
VICTORIA ARM
GORGE ROAD HOSPITAL
GORGE WATERWAY
HALKETT ISLAND
VICTORIA PUBLIC WORKS YARD
SOUTH BAY
SELKIRK WATER
ROCK BAY
UPPER HARBOUR
WEST BAY
COFFIN ISLAND
OUTER HARBOUR
INNER HARBOUR
LAUREL PT.
SHOAL PT.
SHIP PT.
OGDEN PT.
BREAKWATER
MUNICIPALITY OF ESQUIMALT
CITY OF VICTORIA
N
MAP 5
Backshore and Intertidal Physical Features
HARBOUR PLAN
CITY OF VICTORIA
Bedrock
Man Made Shoreline
Soil
Beach
Mudflat
Data Source:
Westland Resource Group, January 2000.
Victoria and Esquimalt Harbours Ecological Inventory and Rating Phase II: Intertidal and Backshore.
0
200
400 Meters
July 2001
UTM Projection

When applications for subdivision, rezoning, development or development variance permits, soil removal or demolition, are made to a municipality, the *Contaminated Sites Regulation* is triggered. Where environmental remediation is required, the costs can be significant.

Federal properties are not subject to the Provincial *Contaminated Sites Regulation,* however, Transport Canada is conducting remediation even where new development or a change of use is not proposed. The Federal Government has adopted a "polluter pay" policy.

OBJECTIVE

1. Achieve site remediation standards appropriate to the health and safety of persons using the land.

STRATEGIES

1. The City may contribute to site remediation viability by considering variances and increased density to offset higher site preparation costs related to remediation.

2. The City will consider joint ventures with other municipalities and agencies to remediate contaminated sites in such a way that economies of scale are achieved.

NATURAL ENVIRONMENT

ISSUES/OPPORTUNITIES

There is growing public expectation that natural habitat and wildlife species will be protected. The value of the natural environment is tied, not only to aesthetic and quality of life issues, but is also linked to the region's tourism and recreation industries. Preserving natural marine habitat and species is important for the local economy. In addition to public expectation, there are several regulatory mechanisms that require the sensitive treatment of marine species, environments and natural habitats, (i.e. *Migratory Bird Sanctuary Regulations, Fisheries Act, Streamside Protection Act*).

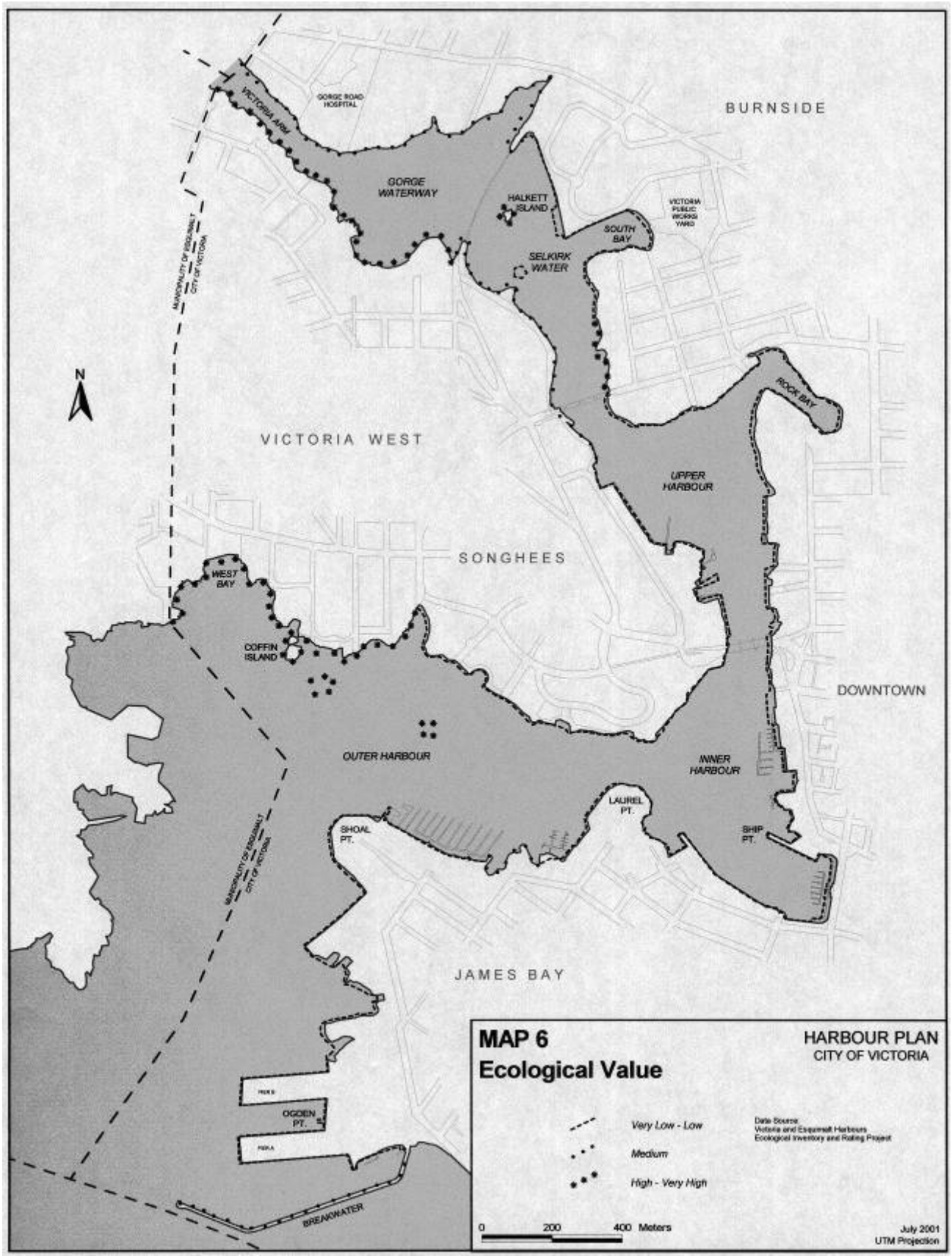
Recently, there have also been a number of publications produced that provide information regarding the Victoria Harbour and/or marine environments in general. One such document is the *"Report on the Environment: Monitoring Trends in the Capital Regional District,"* (Westland Group, March 1999). It includes the following information:

- Coastal backshore lands have been degraded by human activity throughout the region, particularly in the Core (98% of lands are degraded).
- Much of the remnant natural ecosystems in the region have been lost to development.
- Invasive non-native species continue to threaten native plant populations.
- Salmon populations fluctuate dramatically naturally, but are still declining from historic levels in the Colquitz system.

Map 5 provides an overview of the backshore and intertidal physical features around the harbour and Map 6 shows the ecological value of different areas around the harbour. The ecological value rating summarizes the overall ecological value of each section of shoreline based on interpretation of 4 supporting biological topics:

- diversity of obvious species
- habitat diversity
- naturalness of the habitat
- importance of the shoreline to key life cycle activities of major species (i.e. reproductive area, food supply or shelter).

In general, areas with an overall ecological value rating of high or very high tend to contain a diversity of natural habitats, support a diversity of species and/or are important to a key life cycle for a major species. Areas with a low ecological value rating tend to have altered shorelines, low diversity of habitats and/or species, and/or are not important for a life cycle function of a major species. Moderate ratings fall somewhere in between.


BURNSIDE
VICTORIA WEST
SONGHEES
DOWNTOWN
JAMES BAY
GORGE WATERWAY
HALKETT ISLAND
SELKIRK WATER
SOUTH BAY
ROCK BAY
UPPER HARBOUR
INNER HARBOUR
OUTER HARBOUR
WEST BAY
COFFIN ISLAND
LAUREL PT.
SHIP PT.
SHOAL PT.
OGDEN PT.
BREAKWATER
GORGE ROAD HOSPITAL
VICTORIA ARM
MUNICIPALITY OF ESQUIMALT
CITY OF VICTORIA
N
MAP 6
Ecological Value
HARBOUR PLAN
CITY OF VICTORIA
Very Low - Low
Medium
High - Very High
Data Source
Victoria and Esquimalt Harbours
Ecological Inventory and Rating Project
0
200
400 Meters
July 2001
UTM Projection

Central to habitat and species protection is ensuring good water and sediment quality. Please refer to the following section for strategies and objectives that are specific to water and sediment quality.

OBJECTIVE

1. Preserve and enhance the natural environment in and around Victoria Harbour.

STRATEGY

1. Specific strategies are included throughout this plan to ensure that shoreline and intertidal areas are protected.

WATER AND SEDIMENT QUALITY

ISSUES/OPPORTUNITIES

Elevated levels of fecal coliform are found near the shoreline in a number of locations within the harbour. (Map 7) This may be attributed partly to stormwater outfalls, however, boats and live-aboards discharging effluent, as well as direct run-off from upland properties, also contribute to the problem.

Transport Canada, with the Ministry of Water, Air and Land Protection, has initiated a program to declare the harbour a "No Pump-out" area. This will likely reduce levels of fecal coliform, however, it should also be accompanied by the provision of marine pump-out facilities.

Chemical contaminants are also a concern, particularly in the Upper Harbour. Sources of chemical pollution include road pavement materials, automobiles, inadequate waste management practices around residential, commercial and industrial areas and seepage from contaminated soils. Chemical contaminants tend to bind with sediment particles, making remediation particularly challenging and underscoring the importance of preventing further contamination. Some contaminated areas in the harbour are not near storm water outfalls and are a result of other polluting sources. Source control measures, including Best Management Practices, are an important tool to reduce all types of pollutants from entering the harbour.

Impervious cover associated with paved roads, driveways, asphalt parking lots, large sprawling buildings and other aspects of urban landscape, directly impact water quality in the Victoria Harbour. Reducing impermeable surfaces would serve 2 functions. First, it slows the rate at which water collects and runs off into either the storm water system or directly into the harbour - reducing the speed of run-off also serves to reduce the level of sedimentation in stormwater. Secondly, reducing impervious surfaces allows water to filtrate through the ground, which helps to remove chemicals and other pollutants before it enters a natural watercourse. Amending the City's Development Permit Areas to consider measures that would reduce impermeable surfaces will help to improve water quality in the Harbour.

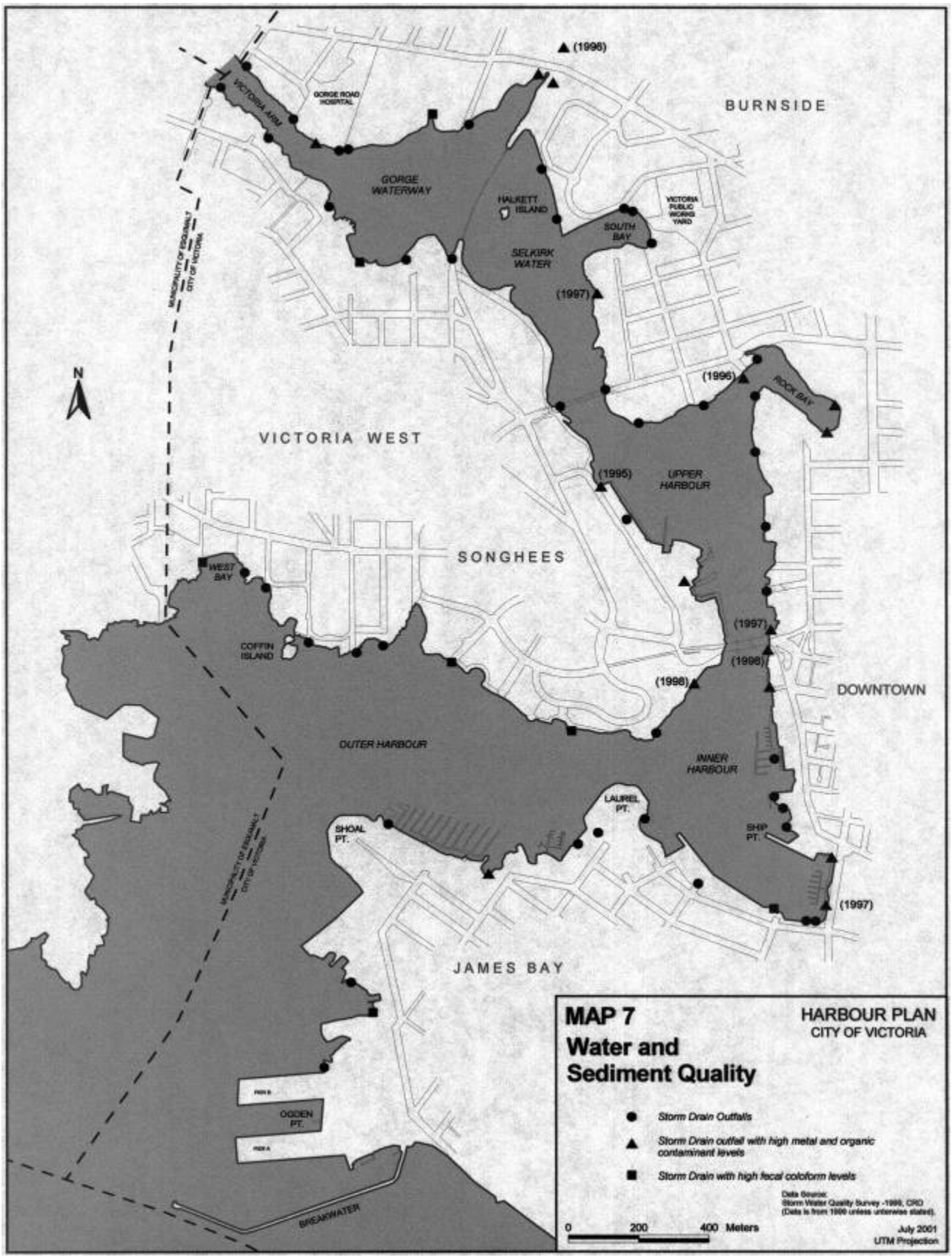
To address environmental issues associated with storm water management, the City has embarked on a process to develop Codes of Practice, Best Management Practices and other comprehensive solutions, including requirements for developments to incorporate storm water management plans.

OBJECTIVE

1. Improve the water and sediment quality in the Victoria Harbour.

STRATEGIES

1. The City will work with neighbouring municipalities, senior levels of government, businesses and the community, to implement measures that will improve the water quality in the harbour.
2. In consultation with senior levels of government, the City will support the installation of pump-out facilities at moorage sites.


(1996)
BURNSIDE
VICTORIA ARM
GORGE ROAD HOSPITAL
GORGE WATERWAY
HALKETT ISLAND
VICTORIA PUBLIC WORKS YARD
SOUTH BAY
SELKIRK WATER
(1997)
(1996)
ROCK BAY
MUNICIPALITY OF ESQUIMALT
CITY OF VICTORIA
N
VICTORIA WEST
(1995)
UPPER HARBOUR
SONGHEES
WEST BAY
COFFIN ISLAND
(1997)
(1998)
(1998)
DOWNTOWN
OUTER HARBOUR
INNER HARBOUR
LAUREL PT.
SHOAL PT.
SHIP PT.
(1997)
JAMES BAY
OGDEN PT.
BREAKWATER
MAP 7
Water and Sediment Quality
HARBOUR PLAN
CITY OF VICTORIA
Storm Drain Outfalls
Storm Drain outfall with high metal and organic contaminant levels
Storm Drain with high fecal coliform levels
Data Source:
Storm Water Quality Survey -1999, CRD
(Data is from 1999 unless otherwise stated).
0
200
400 Meters
July 2001
UTM Projection

3. The City will consider supporting rezoning applications for float homes and live-aboards only where adequate connections can be made with the sanitary sewer system or environmental equivalencies can be achieved.
4. The City will continue its process to develop Codes of Practice, Best Management Practices and other comprehensive solutions, including requirements for developments to incorporate storm water management plans.

WORKING HARBOUR

ISSUES / OPPORTUNITIES

Victoria's Working Harbour extends north to the Selkirk Trestle Bridge, with key industrial areas at Ogden Point and along the North shoreline of the James Bay Neighbourhood. The primary focus in the Upper Harbour is also industrial.

Maintaining Victoria Harbour as a "working harbour" is important to the overall economy of the City and Region as it provides a transportation hub, as well as a marine-focused industry base. In addition, the qualities that are inherent in a working harbour add vibrancy and interest to the adjoining upland neighbourhoods.

It is a challenge to both preserve the natural environment and support the continuation of industrial activities around the harbour.

Objectives and strategies that will promote the continuation of the harbour in its "working capacity" are included in each of the relevant sections of the Harbour Plan.

OBJECTIVES

1. Ensure that areas within Victoria Harbour, including Ogden Point and the north shore of the James Bay neighbourhood and between the Johnson Street Bridge and the Selkirk Trestle Bridge, continue as a working harbour.
2. Ensure that the "working" aspects of the harbour are conducted in such a way as to minimized adverse environmental impacts.

STRATEGIES

1. The City will explore developing new mechanisms to assist industrial/ transportation-focused businesses in operating in an environmentally sensitive manner. One possibility is the expansion of its Best Management Practices Pilot Project developed as part of the Cecilia Creek Clean-Up Project.

SEISMIC CONDITIONS

ISSUES / OPPORTUNITIES

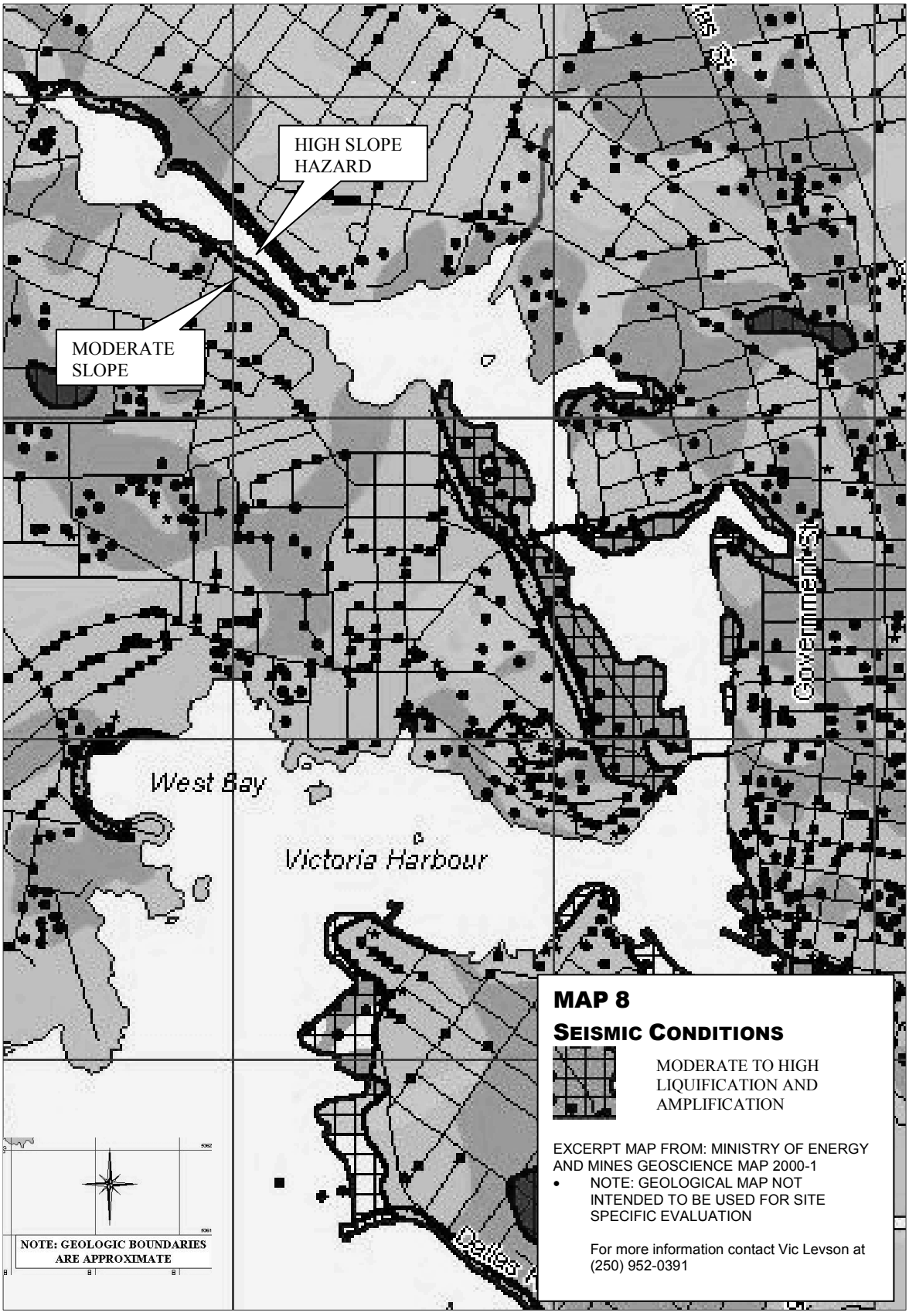
Southwestern B.C. has the highest earthquake risk in Canada. Many areas around the Victoria Harbour (Map 8) are at moderate to high risk for amplification and liquefaction. Areas that have been filled such as the Belleville Terminal, Upper and Lower Causeway, Bayside Lands and Dockside Lands are at particular risk. High to moderate slope hazards exist along the Victoria Arm.

OBJECTIVES

1. Mitigate effects of future earthquakes with disaster prevention and preparedness measures.
2. Recognize that tourist/visitor populations in the Inner Harbour are particularly vulnerable and will have special needs in the event of an earthquake.
3. Ensure the City is able to provide an adequate emergency response in the event of an earthquake.

STRATEGIES

1. The City will continue to ensure that future development utilizes construction and engineering standards to mitigate earthquake effects in higher risk areas.
2. The City will continue to develop and implement an emergency response strategy.



MAP 8

SEISMIC CONDITIONS

MODERATE TO HIGH LIQUIFICATION AND AMPLIFICATION

EXCERPT MAP FROM: MINISTRY OF ENERGY AND MINES GEOSCIENCE MAP 2000-1

- NOTE: GEOLOGICAL MAP NOT INTENDED TO BE USED FOR SITE SPECIFIC EVALUATION

For more information contact Vic Levson at (250) 952-0391

PUBLIC PATH SYSTEM

ISSUES / OPPORTUNITIES

Developing a continuous public path system around the harbour has been a long-term goal of the City of Victoria. In many areas pathways have been built, however, there are gaps where the City needs to acquire public rights-of-way. (Map 9) In other areas signs marking access points and en route "way finding" are missing. Pathway improvements and additions are described in each of the relevant sections of the Harbour Plan.

The City may negotiate waterfront pathways through the development process. At this stage, consideration should be given to requiring the developer to build and maintain the public pathway. Early in the process of negotiating new pathways/ easements, approval and input from senior levels of government should also be sought.

In some areas public access is not compatible with environmental features or land uses such as heavy industry or transportation terminals. In these instances, the path system should be diverted around the sensitive or unsafe area, but visual access should be provided via viewpoints through the site.

Balancing the needs of cyclists, pedestrians and other user groups, including those with special needs, along shoreline pathways is a challenge.

OBJECTIVE

1. Establish a continuous public path system around the Harbour.

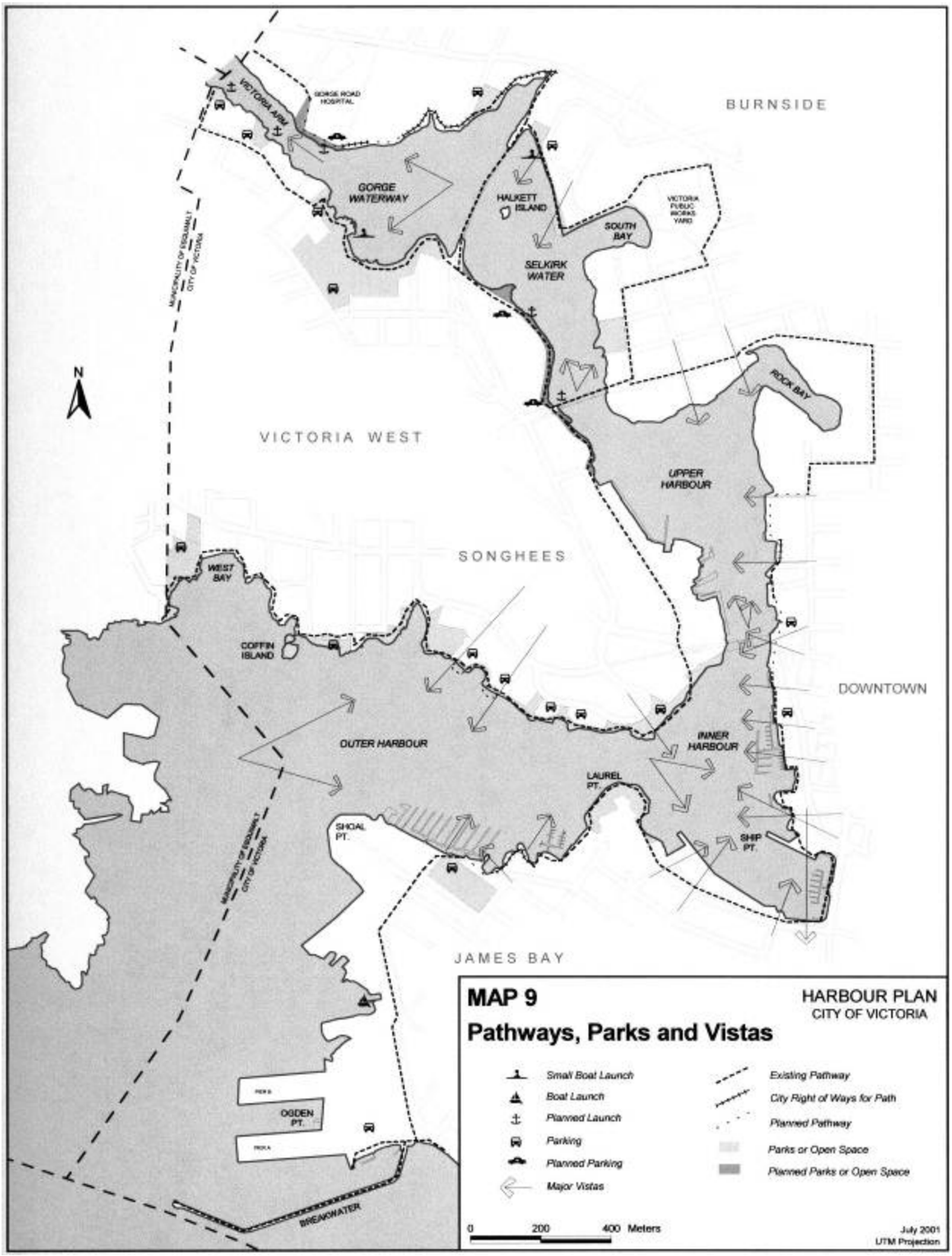
STRATEGIES

1. The City will continue to acquire public right-of-ways and pathway amenities through density bonus agreements, development and subdivision agreements and capital budget projects.
2. To safely accommodate pedestrians, cyclists and other user groups and to reduce environmental impacts, whenever possible, a corridor of between 5 and 7 metres will be sought so that design features can be developed to address the issues described below.
3. The City will endeavour to incorporate the following features in any new pathway designs and in improvements to existing pathways:
    - Include design details to balance the needs of cyclists, pedestrians and other recreational users to mitigate/ eliminate conflict.
    - Wherever possible, make the path and signage to the path universally accessible to all people.
    - Provide a soft edge to preserve areas of significant intertidal habitat.
    - Where safe and compatible with environmental characteristics, provide opportunities for the public to get close to the waters' edge.
    - Guidelines for environmentally-sensitive construction of pathways can be found in *Access Near Aquatic Areas: A Guide to Sensitive Planning Design and Management* developed by the Provincial Government.

HERITAGE SITES

ISSUES / OPPORTUNITIES

There are heritage buildings and sites around the harbour that are very important to the City of Victoria. (Map 10) Details about these sites, as well as strategies to protect and enhance them, are described in relevant sections of this plan. Much of the character and ambience of Victoria's Inner Harbour is defined by its heritage buildings and sites, extending from Francis Rattenbury's Legislative buildings, Empress Hotel and CPR Steamship Terminal to the collection of significant 1860s-era heritage buildings lining Wharf Street.

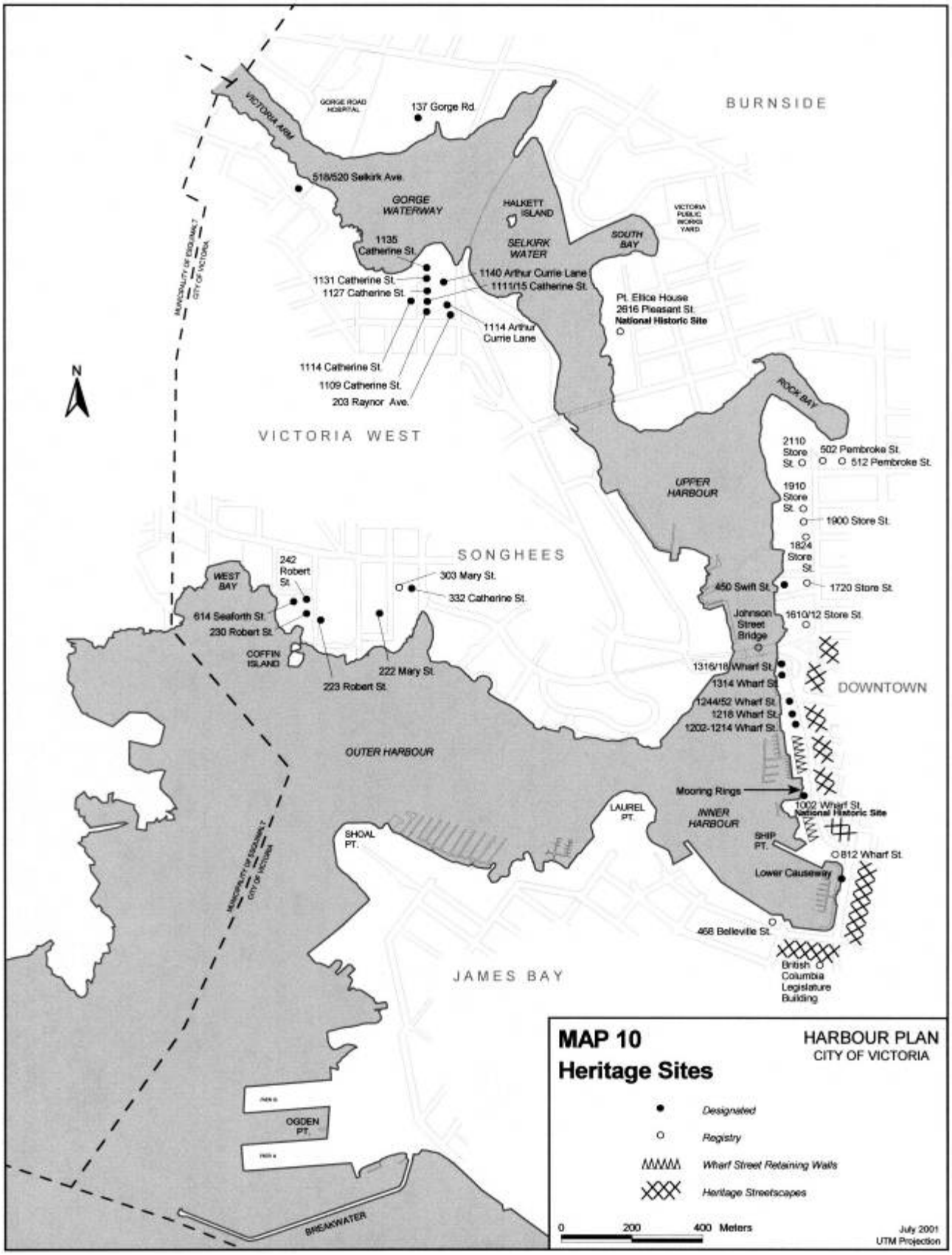

BURNSIDE
VICTORIA WEST
SONGHEES
DOWNTOWN
JAMES BAY
N
VICTORIA ARM
GORGE ROAD HOSPITAL
GORGE WATERWAY
HALKETT ISLAND
SOUTH BAY
SELKIRK WATER
VICTORIA PUBLIC WORKS YARD
ROCK BAY
UPPER HARBOUR
WEST BAY
COFFIN ISLAND
OUTER HARBOUR
INNER HARBOUR
LAUREL PT.
SHOAL PT.
SHIP PT.
OGDEN PT.
BREAKWATER
MUNICIPALITY OF ESQUIMALT
CITY OF VICTORIA
MAP 9
HARBOUR PLAN
CITY OF VICTORIA
Pathways, Parks and Vistas
Small Boat Launch
Boat Launch
Planned Launch
Parking
Planned Parking
Major Vistas
Existing Pathway
City Right of Ways for Path
Planned Pathway
Parks or Open Space
Planned Parks or Open Space
0
200
400 Meters
July 2001
UTM Projection

OBJECTIVE

1. Protect and enhance marine heritage sites around the harbour and ensure all new development is sympathetic to the heritage character and urban context.

STRATEGIES

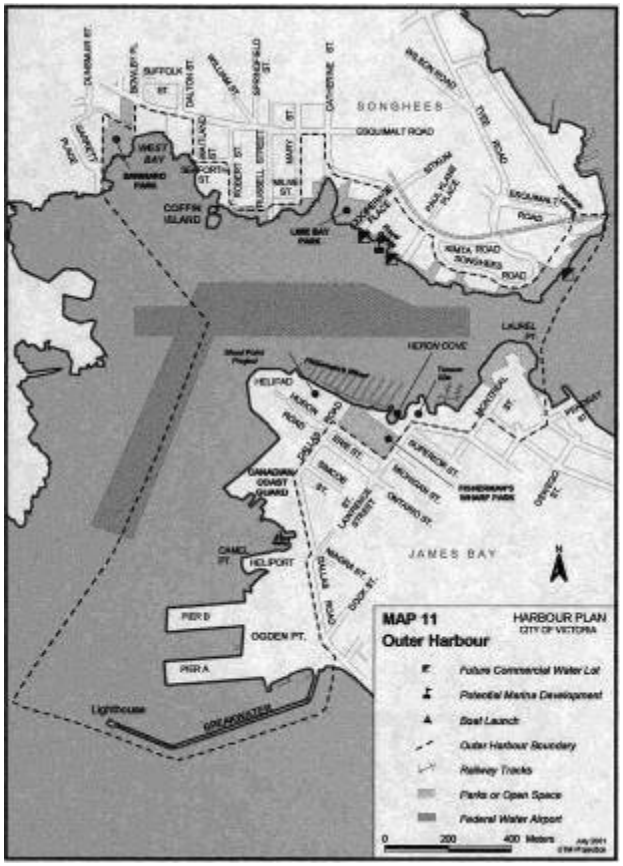
1. Utilize Heritage Designation and existing Heritage Conservation Area regulations to protect heritage buildings and sites from demolition and inappropriate alterations.
2. Continue using existing financial assistance and incentive programs to promote the rehabilitation of heritage buildings.


BURNSIDE
VICTORIA WEST
SONGHEES
DOWNTOWN
JAMES BAY
VICTORIA ARM
GORGE WATERWAY
HALKETT ISLAND
SELKIRK WATER
SOUTH BAY
ROCK BAY
UPPER HARBOUR
OUTER HARBOUR
INNER HARBOUR
WEST BAY
COFFIN ISLAND
LAUREL PT.
SHOAL PT.
SHIP PT.
OGDEN PT.
BREAKWATER
GORGE ROAD HOSPITAL
VICTORIA PUBLIC WORKS YARD
MUNICIPALITY OF ESQUIMALT
CITY OF VICTORIA
137 Gorge Rd.
518/520 Selkirk Ave.
1135 Catherine St.
1131 Catherine St.
1127 Catherine St.
1140 Arthur Currie Lane
1111/15 Catherine St.
1114 Arthur Currie Lane
1114 Catherine St.
1109 Catherine St.
203 Raynor Ave.
Pt. Ellice House
2616 Pleasant St.
National Historic Site
2110 Store St.
502 Pembroke St.
512 Pembroke St.
1910 Store St.
1900 Store St.
1824 Store St.
1720 Store St.
1610/12 Store St.
450 Swift St.
Johnson Street Bridge
1316/18 Wharf St.
1314 Wharf St.
1244/52 Wharf St.
1218 Wharf St.
1202-1214 Wharf St.
Mooring Rings
1002 Wharf St.
National Historic Site
812 Wharf St.
Lower Causeway
468 Belleville St.
British Columbia Legislature Building
242 Robert St.
303 Mary St.
332 Catherine St.
614 Seaforth St.
230 Robert St.
222 Mary St.
223 Robert St.
N
MAP 10
Heritage Sites
HARBOUR PLAN
CITY OF VICTORIA
Designated
Registry
Wharf Street Retaining Walls
Heritage Streetscapes
0 200 400 Meters
July 2001
UTM Projection

OUTER HARBOUR

GENERAL CHARACTERISTICS

There are a wide variety of vessels entering the harbour, including cruise ships, ferries, barges, recreational boats and charter boats. The Victoria Harbour Water Airport, which provides a take off and landing area for floatplanes, is also in the Outer Harbour.



Major facilities within the Outer Harbour include a heliport, cruise ship and ferry terminal at Ogden Point, Canadian Coast Guard site and Fisherman's Wharf. The Shoal Point project is a residential mixed-use development with a significant marine commercial component.

Development of the Texaco site will provide an opportunity to extend the harbour pathway and to provide a connection to Fisherman's Wharf Park.

ENVIRONMENTAL CHARACTERISTICS

Habitat (Maps 5 and 6)

Within the Outer Harbour, riprap or seawalls have altered much of the shoreline.

Natural shoreline is limited, with the exception of areas north of Camel Point, Heron Cove and portions of the Songhees waterfront. Heron Cove lies between Fisherman's Wharf and the Texaco site and includes a natural rock outcrop with overhanging arbutus and maple trees.

The area from Barnard Park to Coffin Island offers a range of habitat features. Various types of birds are found on Coffin Island and along the protected areas of the Victoria West shoreline.

Water Depth

Water depth from the Ogden Point breakwater to Shoal Point is generally greater than 18 metres and maintains that depth up to the Ogden Point piers. The depth of water at the Coast Guard site and Fisherman's Wharf ranges from 9 to 18 metres. The water depth at the Texaco site is less than 10 metres, but the shoreline configuration provides the opportunity for moorage close to shore.

Winds

Winds at the harbour entrance are generally from the southwest in the spring and summer with speeds ranging from 6-15 knots. In the winter the winds are from the north, with speeds averaging 10-20 knots and can reach 35-40 knots during storms. This often results in waves up to 4 metres at the Harbour entrance. These effects are mitigated on the east shore by the Ogden Point breakwater but the Songhees shore remains exposed to the wind and wave action.

Water and Sediment Quality (Map 7)

High bacterial contamination occurs at Camel Point, Heron Cove and on the Songhees waterfront near Royal Quays.

OGDEN POINT TO SHOAL POINT

ISSUES/OPPORTUNITIES

Ogden Point provides deep-sea port facilities for ferries, cruise ships and other large vessels. The 12-hectare site includes an 8300 m^2 warehouse on Pier A and a few businesses, including Trotac Marine and storage of horse drawn carriages. This marine industrial activity is important for maintaining a healthy diverse economy in the City. The *James Bay Neighbourhood Plan* recommends development of Ogden Point for marine-oriented uses that are compatible with the adjacent neighbourhood.

There is a need for public access onto the site. Efforts have been made by the Ogden Point Enhancement Society to provide landscaping and public space but the majority of the site remains as pavement.

The Heliport is located at Camel Point. The Secretary of State for Transport Canada has declared this as a permanent Heliport and has provided a lease until 2020. The Federal Government has legislative authority over aeronautics and aerial navigation. Therefore, the heliport is not subject to the City's land use regulations. In the past, residents of the James Bay neighbourhood have expressed concerns about noise and fumes from the helicopter operations. Relocating the landing/takeoff pad onto a dock may mitigate these concerns. However, issues related to fueling and emergency response procedures, etc. should be considered before a decision on relocation of the landing pad is made.

The James Bay Anglers Club and boat launch is located between Ogden Point and Shoal Point. The boat launch provides the only opportunity in the City of Victoria to launch pleasure craft requiring trailers.

OBJECTIVES

1. Ensure that Ogden Point remains accessible as a major access point to Vancouver Island and for heliport, deep-sea marine transportation and marine industrial uses.

2. Support the continued operation and activities of the Canadian Coast Guard Base.

3. Ensure that redevelopment of Ogden Point is compatible with the adjacent community, including issues related to urban design, traffic access points and street relationship.

4. Ensure that the types of amenities provided at the James Bay Anglers Club are preserved within the City of Victoria.

Ogden Point 1978

STRATEGIES

1. The City will rezone the Ogden Point site from M-2 Light Industrial District to MS-1 Marine Service (Outer Harbour) District in order to limit density to a maximum of 1.5 to 1 to ensure that development is marine related and compatible with the residential neighbourhood.

2. The City will encourage the Federal Government and heliport operators to mitigate the effects of noise in the James Bay neighbourhood.

3. The City will rezone the Canadian Coast Guard site from M-3 Heavy Industrial District, to MS-1 Marine service (Outer Harbour) District, in order to ensure that development is marine-related and compatible with the residential neighbourhood.

SHOAL POINT TO LAUREL POINT

ISSUES/OPPORTUNITIES

The area from Shoal Point to Laurel Point has undergone a transition from marine industrial uses to a mix of hotel, residential and marine commercial.

The rezoning for the Shoal Point project (formerly 40 Huron) was adopted by Council in November 1997. The mixed-use project includes marine commercial, high technology and research space and live/work and residential units.

Other sites in this area include Fisherman's Wharf and Fisherman's Wharf Park, and the former Texaco Tank Farm site. The Harbourside, Pier One and Laurel Point developments provide a combination of residential and tourist accommodation in this area. A natural remnant inlet exists at Heron Cove and is worthy of protection.

A waterfront public pathway is planned for the area between Fisherman's Wharf and Laurel Point. Most of this pathway is in place, however, there is no path around the Texaco site or Heron Cove.

In this area of the Outer Harbour, striking a balance between tourism, residential and marine industrial uses is important to the overall health and vibrancy of the City. Ongoing pressure from residential and tourism uses puts the continuation of marine industry at risk. A concerted effort to accommodate and encourage marine activities is required.

OBJECTIVES

1. Integrate marine-related uses into new development.

2. If float homes and live-aboards are permitted at Fisherman's Wharf, it should be upgraded to service them in an environmentally sensitive manner.

3. Improve access between Fisherman's Wharf Park and the waterfront.

4. Protect the natural features of Heron Cove and the natural shoreline around the former Texaco Tank Farm Site.

5. Provide public access for pedestrians and cyclists along the waterfront connecting Fisherman's Wharf and Laurel Point.

STRATEGIES

1. The City will improve connections between Fisherman's Wharf Park and the waterfront as a capital project by 2003.
2. The City will rezone Fisherman's Wharf Park from M-3 Heavy Industrial District, to R1-B Single Family Dwelling District, to reflect, more closely, its actual use.
3. The City will consider supporting rezoning applications for live-aboards and float homes at Fisherman's Wharf in cases where fire, sewer, water servicing and electrical, parking and building standards are met.

4. The City will amend Development Permit Area #3 in order to protect the natural features of Heron Cove.

5. The City will rezone the residential properties between the eastern boundary of Fisherman's Wharf and the Texaco Site from MS-1 Marine Service (Outer Harbour) District, to R1-B Single Family Dwelling District in order to protect Heron Cove. The City will support redevelopment of this site for hotel or residential use at a density of 0.5:1. A bonus density at a maximum of 1.4:1 will be considered where a public waterfront pathway is constructed and maintained and the natural tree and plant species are preserved along the upland portion of the shoreline.

6. The City will rezone waterlot #W8505078 (located in front of 640 Montreal Street) from M-3 Heavy Industrial District, to MS-1 Marine Service (Outer Harbour) District, to limit the range of marine uses to those which are compatible with neighbouring residential and tourism uses.

Fisherman's Wharf

TEXACO SITE

OBJECTIVES

1. Ensure development of the Texaco site is compatible with the surrounding community and the harbour by balancing public access and marine use with environmental conservation.

2. Ensure that the Texaco site is developed in accord with the Development Permit that was approved by City Council on November 23, 2000.

STRATEGIES

1. The City will support redevelopment of the Texaco site for hotel or residential use, marina and marine support facilities.

   (a) For transient accommodation, a base density of 0.5:1 will apply. The density may be increased to a maximum of 1.5:1 where a 5 metre waterfront pathway respecting the natural shoreline is constructed and maintained and marina servicing is provided on the upland.

2. The City will support the expansion of the Harbourside marina to utilize the potential for deep water moorage.

SONGHEES SOUTH SHORE

ISSUES/OPPORTUNITIES

Most of the Songhees South Shore has been developed. The *Policy Plan and Design Guidelines for the Songhees Area of Victoria West* have ensured a consistent treatment of the area. Vista points and direct public access have been achieved.

This area is primarily residential and may benefit from the introduction of commercial and marine uses to stimulate interest in the area and increase it as a destination for visitors and residents.

The Westsong Way path, which extends from Barnard Park to Catherine Street, was constructed in the late 1970s. There are places along this path where no formal easement or right-of-way has been established but a public path exists.

A shoreline pathway, designed for pedestrians and recreational bicyclists, has been built along the Songhees South Shore, however, non-pedestrian uses have been temporarily banned due to the perception that bike and pedestrian uses conflict. These shoreline paths and small parks are currently zoned M-3 Heavy Industrial District.

The Songhees development includes 3 commercial water lots. Two of the water lots in front of Royal Quays were rezoned in 1993 to limit the height to one storey. The remaining water lot in front of the Ocean Pointe Resort is currently owned by the Provincial Government and permits docks and a one-storey restaurant.

The potential for a marina development in front of the Royal Quays is outlined in the *Policy Plan and Design Guidelines for the Songhees Area of Victoria West*.

OBJECTIVES

1. Ensure consistent high quality design and treatment of the area is sensitive to the physical and environmental features of the area.

2. Include places of interest and activity for residents and visitors along the waterfront.

3. Formalize easements/right-of-ways along Westsong Way.

4. Design improvements with stakeholders, for the portion of the Songhees pathway extending between Ocean Point Resort to Spinnaker's Pub, to resolve pedestrian and bicycle conflict.

5. Maintain view corridors through to the water. (Map 7)

6. The City will continue to permit water lot development for restaurants, related commercial activities and marina uses.

7. Where rezoning is required, the City will encourage inclusion of features and activities attractive to both visitors and residents.

STRATEGIES

1. The City will continue to apply the *Policy & Design Guidelines for the Songhees Area of Victoria West*.

2. Along Westsong Way, obtain path right-of-ways as applications for development are made to the City.

3. The City will rezone the parks and public paths, from Lime Bay Park to Paul Kane Place, from M-3 Heavy Industrial District to MS-1 Marine Service (Outer Harbour) District.

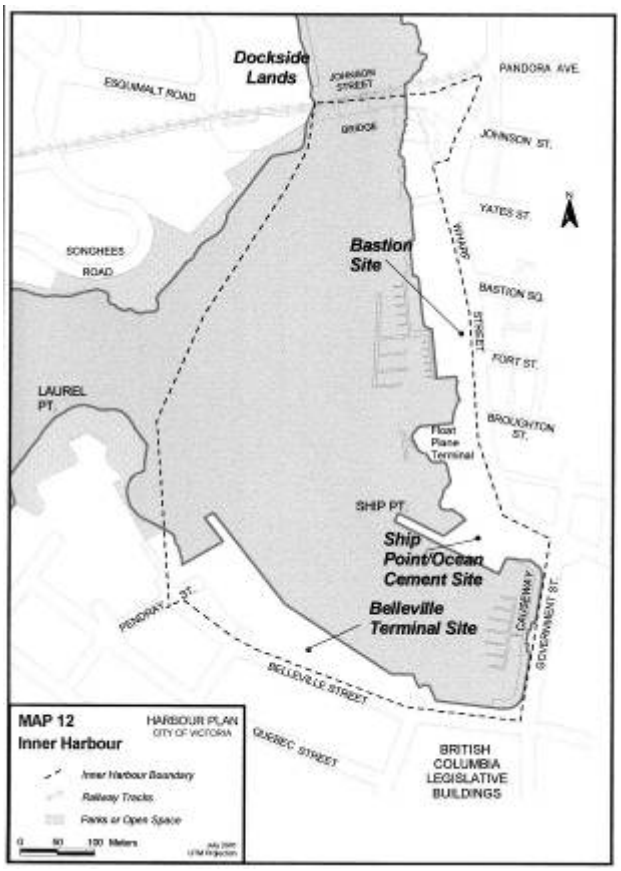
4. The City will rezone the parks and public paths, from Paul Kane Place to the Johnson Street Bridge, from M-3 Heavy Industrial District, to IH-Park Inner Harbour Parks and Causeway District.

INNER HARBOUR

GENERAL CHARACTERISTICS

Ferries, float planes and barges, as well as recreational and commercial boats, generate significant marine traffic in the Inner Harbour.

The Belleville Terminal, Ocean Cement/ Ship Point site and the Wharf Street site are all key facilities. Components of these sites are included in the Harbour Divestiture.



ENVIRONMENTAL CHARACTERISTICS

Habitat (Maps 5 and 6)

The shoreline in the Inner Harbour has been largely altered. A small, important feature is Belleville Cove. This site should be conserved.

Natural shoreline and an outcrop of bedrock extend from Reeson Park to the Johnson Street Bridge.

Water Depth

Water depth ranges from 9–18 metres and maintains this depth up to the shoreline at the Belleville Terminal and Ship Point. These sites provide important facilities for larger vessels and ferries. The water depth at the Causeway Floats and the Wharf Street Floats is generally less than 10 metres.

Water and Sediment Quality (Map 7)

An accumulation of fecal coliform is found along the shoreline from the Causeway to the Wharf Street site. This may be partly attributed to outfalls, but boats discharging effluent and waste from the nearby horse-drawn carriage base also contribute to the problem.

Inner Harbour

BELLEVILLE TERMINAL SITE

ISSUES/OPPORTUNITIES

The major use of the Belleville Terminal site is as a ferry terminal for the Coho, Victoria Clipper and Star Express. In 1997, approximately 876,000 passengers and 128,000 vehicles were handled by this facility. Ships using this terminal require substantial space to maneuvre and berth. The site includes the former CPR Terminal building which was constructed in 1924.

OBJECTIVES

1. Develop the site as a major transportation terminal for ferries.

2. Improve the Belleville Street frontage.

3. Introduce uses that will provide vitality, complement the terminal and make the project economically viable. Improve points of public access through the Belleville site and extend the Harbour pathway system around the site. (Map 7).

Belleville Terminal

STRATEGIES

1. The City will support the redevelopment of the Belleville Terminal site as a transportation terminal for ferries.

2. The City will implement the *Belleville International Terminal Design Principles & Guidelines*, as adopted by Victoria City Council on November 9, 2000, to ensure a design that complements the area and construction of an enhanced walkway along Belleville Street with access through the site to the water.

3. The property at the head of Pendray Street (the Clipper site) may be used for port expansion under current zoning. Variances for height or zone changes to accommodate uses similar to the Belleville Terminal and/or greater floor space, may be considered as a means to improve public amenities, e.g. waterfront access.

4. The City will encourage the restoration of the former CPR Terminal for uses that complement the Belleville Terminal site and the harbour.

5. The City will undertake improvements to Belleville Street such as sidewalks, lighting and street treatment as a capital budget project in conjunction with the development of the Belleville Terminal.

CAUSEWAY, LEGISLATURE AND EMPRESS HOTEL

ISSUES/OPPORTUNITIES

Much of the character and ambience of Victoria's Inner Harbour is defined by its heritage buildings and artifacts, including the Empress Hotel, B.C. Legislature Buildings, CPR Steamship Terminal and the causeway. These features provide a gateway to Victoria, as well as a setting for events such as Symphony Splash, Harbour Festival and the Classic Boat Festival.

When these types of events occur, the Inner Harbour and the lower and upper causeways, fill up with event participants and spectators.

During times when large main stage attractions are featured in the harbour, many risks must be managed. Upwards of 20,000 spectators can congregate in this area; creating a situation where access for emergency crews is extremely difficult. It would also be difficult to evacuate large crowds in an emergency or disaster. The lower causeway is particularly challenging because of the large wall to the east and the harbour to the west; access to and from this area is very restricted. This portion of the shoreline is built on fill and is subject to special hazards during an earthquake.

The City operates moorage floats in front of the Empress Hotel, which are often full with recreational vessels in the tourist season. The north finger of these floats is used for short-term commercial moorage.

OBJECTIVES

1. Continue to take advantage of the Inner Harbour as a site for festivals and events.

2. Retain the moorage floats in front of the Empress Hotel.

STRATEGIES

1. The City will continue to assess event applications on a case by case basis and will manage the risk through an inter-departmental technical committee.

2. As part of the City's Emergency Management Program, minimize risks to public safety.

3. Ensure any future development, including kiosks and streetscape works, respect the heritage character of the urban context.

SHIP POINT/OCEAN CEMENT SITE

ISSUES/OPPORTUNITIES

The Ship Point/Ocean Cement site includes a Federal pier, a number of properties owned by the Provincial Capital Commission, and the Ocean Cement site, which is owned by the City. The Victoria Marine Adventure Centre and a float plane terminal operated by West Coast Air, are also on the site. The remainder of the site is used for parking. This site has been used for a variety of festivals and events, including Folkfest, Blues Bash, Dragon Boat Festival and the Shakespeare Festival. The City has identified this as a festival site but the current configuration and lack of facilities is not conducive to success. There is also the possibility that this site could be developed as a performing arts centre.

OBJECTIVES

1. Create a tourist attraction that complements the harbour.

2. Develop the site as a place for performances and/or festivals.

3. Improve the harbour path system through this site. (Map 7).

4. Retain and enhance the site as a marine tourist facility.

STRATEGIES

1. The City will support community efforts to secure funding to develop a performance space.

2. The City will support a permanent festival/performance space or other public institution at this site via rezoning process.

3. As a means to improve public amenities, (e.g. waterfront access/festival infrastructure) a density bonus of 0.20:1 to a maximum of 1.0:1 and/or a height variance above Wharf Street will be considered on the northerly portion of the site in accordance with the design guidelines.

4. The City will work with floatplane operators and Transport Canada to develop a single central float plane terminal. If, for operational safety reasons, another location is required, it is expected that a plan amendment, in consultation with stakeholders, be achieved.

5. The City will implement the *Ship Point/Ocean Cement Design Guidelines* as described on the next page.

Ship Point/Ocean Cement

SHIP POINT/OCEAN CEMENT DESIGN GUIDELINES

1. Development of the site reflects its visual prominence as a place of arrival and the special nature of its location on the water.

2. The north portion of the site could include development above the level of Wharf Street, provided it respects the scale, form and character of adjacent historic buildings. (Fig.1)

3. Development of the site includes a prominent view of the Legislative Buildings and the harbour, from both Wharf Street level and the waterfront. (Fig. 1)

4. Through building design and landscape treatment, an attractive transition from the water to Wharf Street is established.

5. Performance space is integrated with the development of the site and is designed so it is multi-functional.

6. Buildings along Wharf Street and the waterfront must have facade designs enticing to pedestrians and animate these frontages. Development on Wharf Street and the waterfront must provide opportunities for public interaction with the building structure/facility.

7. Streetscaping and street furniture complements the site and public areas and is in keeping with the *Downtown Beautification Strategy*.

8. Continuous public access along the waterfront is provided.

9. Vehicle access to the waterfront must be provided for emergency vehicles and service vehicles.

10. Sound attenuation devices will be utilized to minimize the impact of harbour noise.

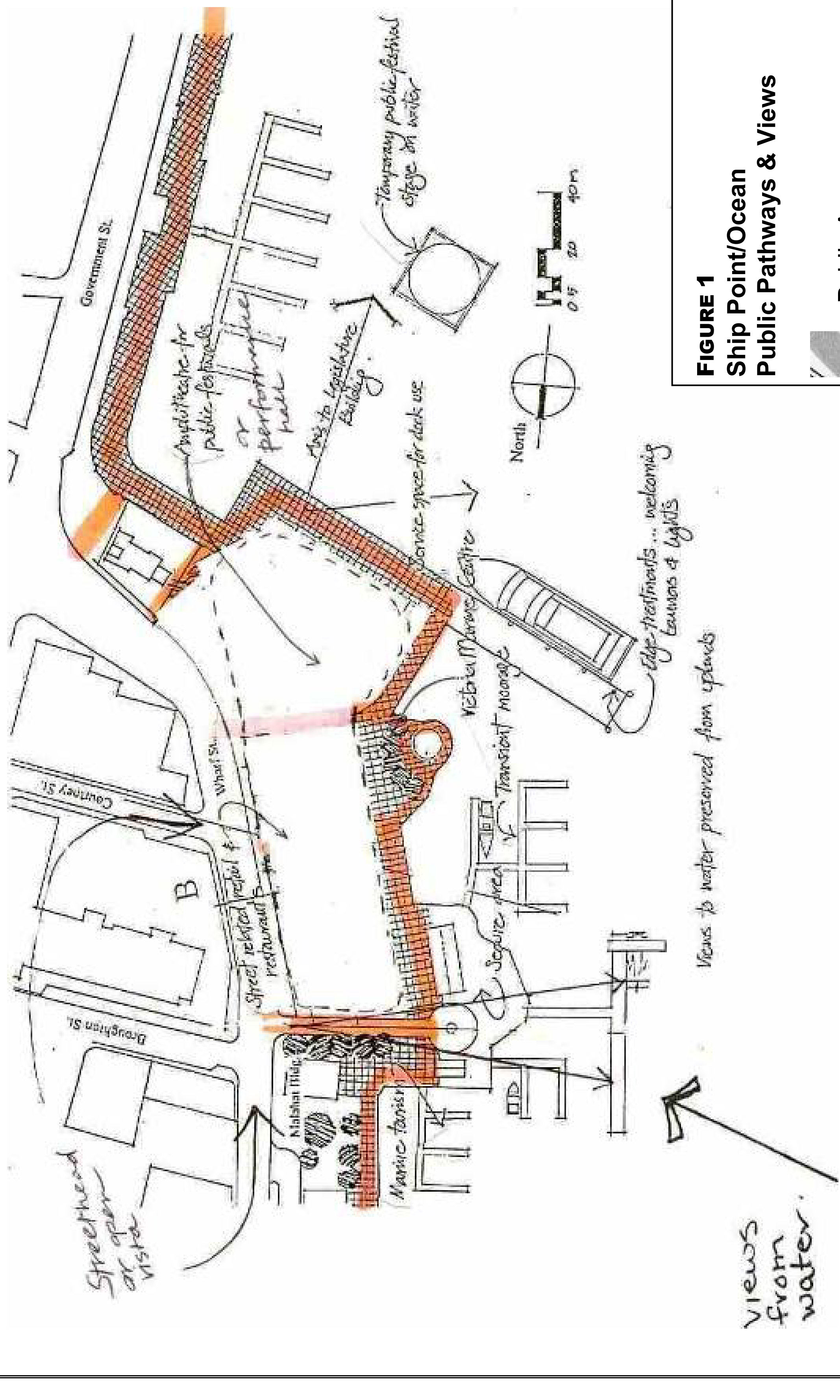


FIGURE 1
Ship Point/Ocean
Public Pathways & Views

Public Access

BASTION SITE

ISSUES/OPPORTUNITIES

The Bastion site, as shown in Map 12, is owned by the Provincial Capital Commission and is currently used as a parking lot. Adjacent to this are the Wharf Street floats. The Bastion site is isolated from the rest of the Inner Harbour because of the poor pedestrian connections along the waterfront and Wharf Street. The context of this site is important from a heritage standpoint with the Malahat Building to the south and Hartwig Court to the north. On the east side of Wharf Street there is a significant historic streetscape and public open space (Bastion Square) with excellent harbour views.

The northern terminus of the Inner Harbour is marked by the heritage "Northern Junk" buildings. These buildings are currently vacant but there is an opportunity for them to be used in a manner that complements Reeson Park and at the same time, contribute to the objectives of waterfront access and active uses on the harbour.

OBJECTIVES

1. Develop the Bastion site as a lively, active, public area.

2. Encourage amenities at the Bastion site that complement the adjacent wharves.

3. Complete path linkages from Ship Point/Ocean Cement site to the north side of Johnson Street Bridge.

STRATEGIES

1. The City will consider partnerships with a new Harbour Authority and the Provincial Capital Commission as a means to achieve the objectives for the Bastion site.

2. Encourage the provision of public amenities, e.g. washrooms, laundry facilities, showers and improved public pathways when development occurs and through bonus density.

3. The City will consider applications to expand the site of the Northern Junk Buildings and increase density by up to 0.2:1 to a maximum of 1.2:1 in order to promote the revitalization of the heritage buildings and improve public access and open space at the bridgehead.

4. The City will support efforts to maintain transient short-term moorage, particularly for larger vessels.

5. The City will implement the *Bastion Site Design Guidelines* as described on the next page.

Bastion Site

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BASTION SITE DESIGN GUIDELINES

1. Development of the Bastion site emphasizes public space with a lively and active atmosphere.

2. New buildings respect the scale, form and character of adjacent historic buildings.

3. Views out over the harbour from Bastion Square and Fort Street are protected. (Fig. 2)

4. Accommodate parking, preferably within new buildings or against the rock escarpment face.

5. The Wharf Street retaining walls and mooring rings as identified in the *Downtown Heritage Management Plan* are conserved. (Map 10)

6. The Bastion site, at street level, responds to the open space in Bastion Square and includes a pathway to link the square to the waterfront.

7. Establish a continuous public pathway and access system along the waterfront using a common palette of street furniture, paving system, planting and lighting. Please refer to the *Downtown Beautification Guidelines*.

8. Streetscaping and street furniture complement the site and public areas.

9. Vehicle access that is adequate for goods pick-up and drop-off, as well as emergency use is provided.

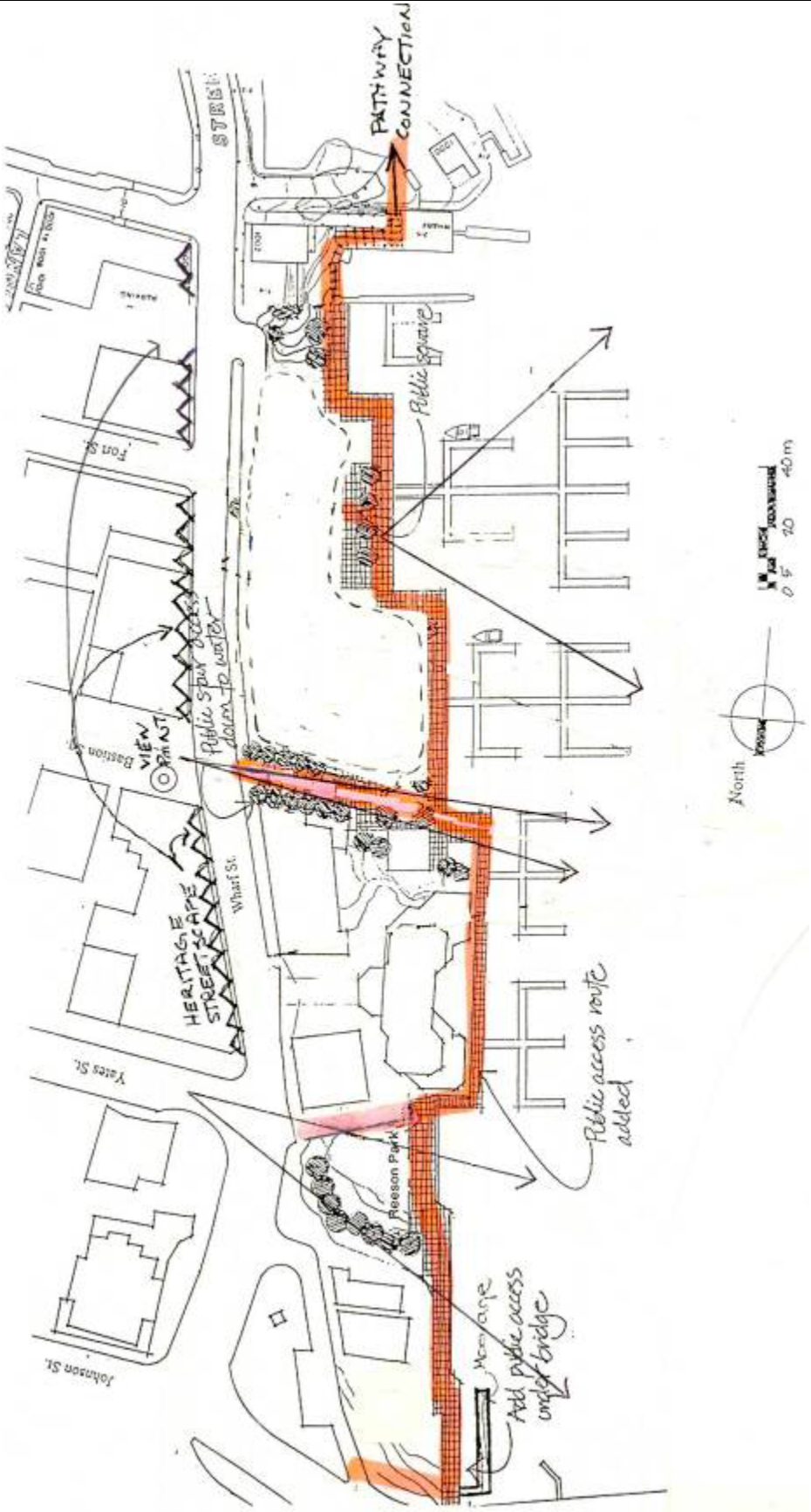


FIGURE 2
Bastion Site
Public Pathways & Views

Public Access

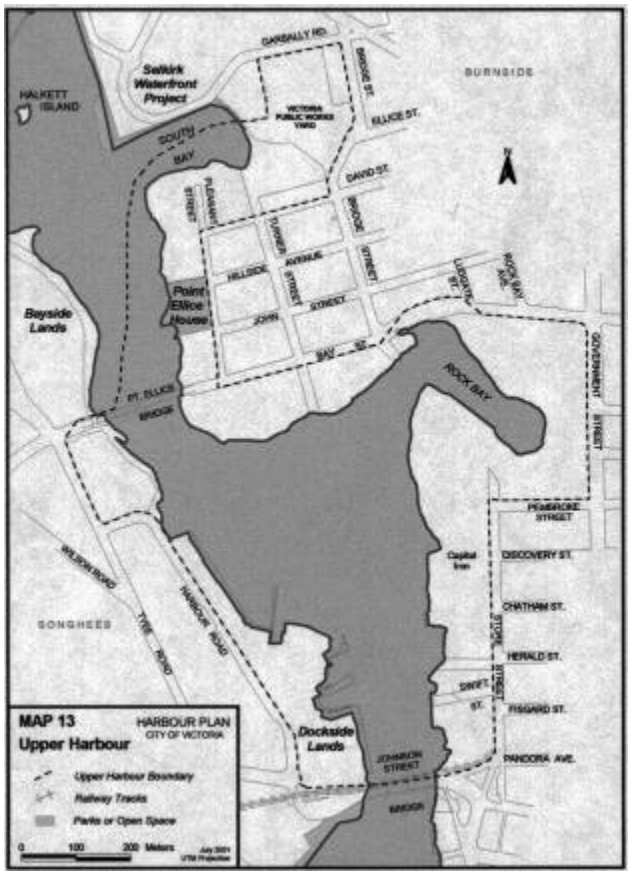
UPPER (WORKING) HARBOUR

GENERAL CHARACTERISTICS

The main focus of the Upper Harbour is marine industry. Dockside primarily provides sites for ship repair and construction.

The area from the Johnson Street Bridge to the Capital Iron site is emerging as an area with a mix of retail, restaurants, limited residential and marine uses.

The area from Rock Bay to the City's Public Works Yard is largely marine industrial. Barge access to these sites is a critical part of operations. Point Ellice House with its natural setting is a distinct departure from its industrial surroundings.



ENVIRONMENTAL CHARACTERISTICS

Habitat (Maps 5 & 6)

Despite a history of industrial use, this area still has sections of natural shoreline. The waterfront in front of the Janion Hotel contains a gently sloping beach that is punctuated by exposed bedrock to the Value Village site. The shoreline becomes a gravel bank north of the Capital Iron site.

The waterfront at Point Ellice House contains a natural shoreline. The rocky cliffs provide a roosting area for seabirds.

Water Depth

The water depth ranges from 9–18 metres with deeper water extending up to the docks at Point Hope Shipyards. Water becomes shallow in Rock Bay decreasing to a depth of less than 9 metres.

Water and Sediment Quality (Map 7)

Water and sediments in this area contain high concentrations of chemical contaminants, particularly in Rock Bay. The Upper Harbour has numerous stormwater outfalls with elevated levels of metal and organic contaminants.

DOCKSIDE

ISSUES/OPPORTUNITIES

The portion of Dockside between the waterfront and Harbour Road is approximately 5.8 hectares and is owned by the City of Victoria. Major tenants include the Pacific Marine Technology Centre, United Engineering and Point Hope Shipyards. Uses include docks for larger vessels and haul out facilities.

The Galloping Goose bicycle and pedestrian path runs along Harbour Road and links to the Selkirk Trestle Bridge. Connections from this path to downtown are being upgraded.

At the northern end of the Dockside lands there is a 10 metre wide strip of property (Point Ellice Park) that will be developed to provide public green space and access to the water. Adjacent to the open space, a vehicle access to Bayside is planned.

A portion of the Dockside lands may provide a location for a marine-based emergency response center. An on-water fire-fighting unit, to respond to potential marine emergencies and to fight on-water and shoreline fires, may be located here. Locating an emergency response center on the Victoria West side of the harbour would also improve the City's ability to respond to crises in Victoria West, in the event that one or both bridges are inaccessible.

OBJECTIVES

1. Ensure that the Dockside waterfront continues as a base for marine industry.

2. Improve connections to and from the Galloping Goose Trail and public access to the water.

3. Improve the ability to respond to fire emergencies in and around the Harbour.

STRATEGIES

1. The City will retain the existing zoning for marine industrial uses and resist further encroachment by non-industrial uses except park.

2. The City will construct a boat launch for human powered boats as part of the development of Point Ellice Park by utilizing senior government sponsored programs, by 2010.

3. The City will work with the Harbour Authority to establish a marine-based emergency response centre on the Victoria West side of the harbour by 2010.

JOHNSON STREET BRIDGE TO DISCOVERY STREET

ISSUES/OPPORTUNITIES

The area from the Johnson Street Bridge to Discovery Street is a mix of uses, with little orientation to the harbour. This has begun to change with the "Canoe Club" and "Mermaid Wharf" projects on Swift Street. This area has the potential to extend the texture of Old Town with an added marine emphasis.

The Janion heritage building was built in 1891 and operated as a hotel initially, but was used as offices for the E & N Railway Company until 1948. The federal waterlots behind the Janion building are critical in linking the harbour pathway from the south side of the Johnson Street Bridge.

The Capital Iron site provides a major retail draw to the area. It also includes an enclave of heritage buildings. On the waterfront is a federal lease on filled foreshore, currently used for vehicle storage.

The *Downtown Core Area Plan* supports the location and operation of marine dependent activities along the waterfront while also providing additional policy guidance with special attention to the policies for the Historic Commercial District and Rock Bay District.

OBJECTIVES

1. Develop the area for a mix of commercial and marine-oriented uses with further residential south of Swift Street.

2. Provide waterfront access as part of the Harbour pathway.

STRATEGIES

1. The City will limit residential development to the area south of Swift Street.

2. The City will acquire remaining easements and construct a pathway, which will provide a connection under the Johnson Street Bridge to the Store Street frontage of Capital Iron, by 2010. Opportunities such as increased densities and partnerships with senior government, will be utilized to achieve this. Refer to Capital Works Action schedule.

3. The City will implement the *Johnson Street Bridge to Discovery Street Design Guidelines* as described in this document.

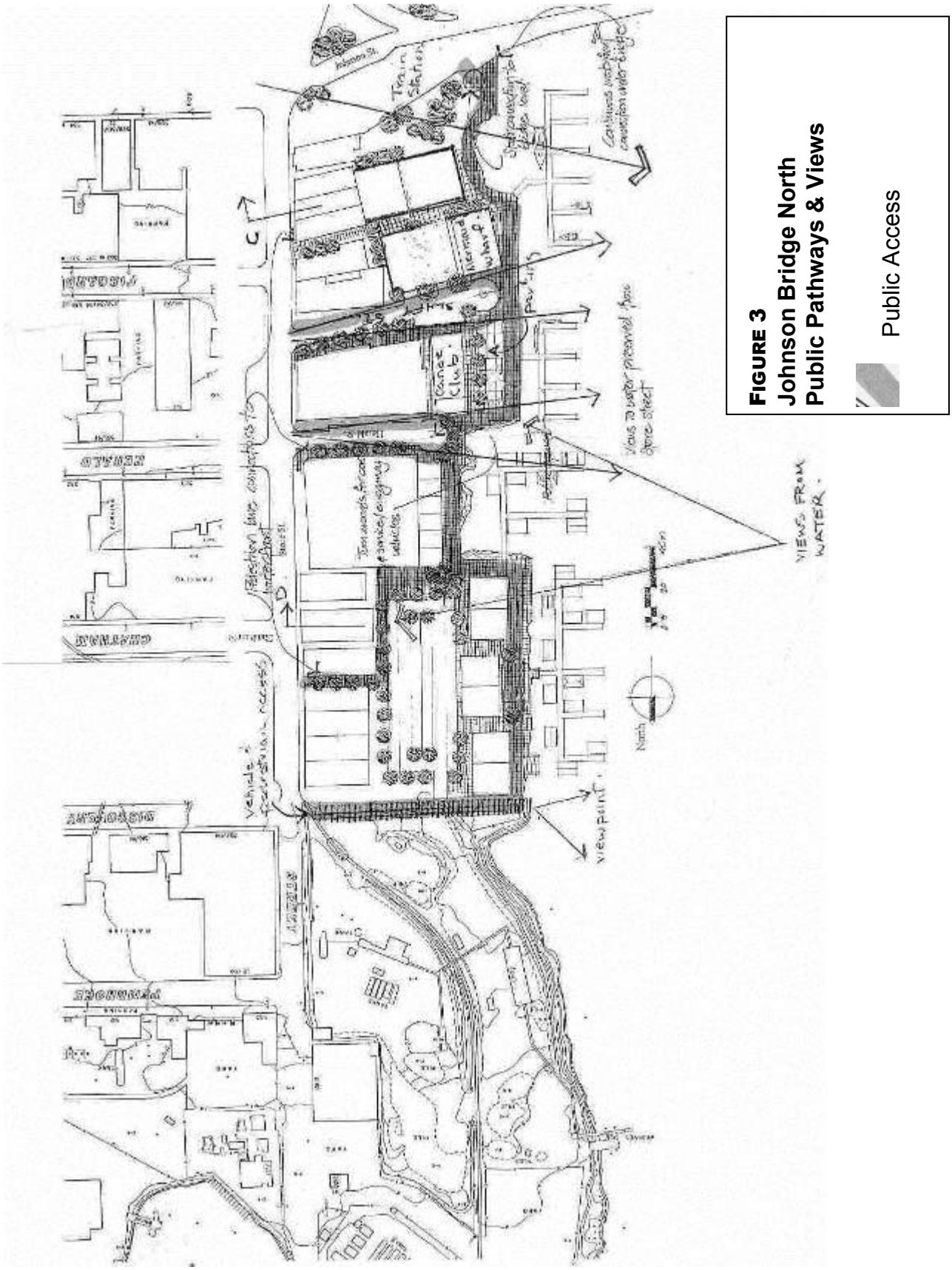


FIGURE 3
Johnson Bridge North
Public Pathways & Views

JOHNSON STREET BRIDGE TO DISCOVERY STREET DESIGN GUIDELINES

GENERAL

1. Redevelop the waterfront to create a public place. (Fig. 3)

2. Use the change in elevation between Store Street and the waterfront to establish a stepped development that takes advantage of views and height separation.

3. Streetscaping and street furniture design and colour must be consistent with the *Downtown Beautification Strategy*.

STORE STREET FRONTAGE

1. Limit buildings to a maximum of 5 storeys in height.

2. Building access is encouraged from side streets and public paths.

3. New buildings and temporary kiosks reflect the heritage ambience of Store Street, e.g. texture, material.

4. Locate parking so it does not dominate the street frontage or waterfront.

5. Create pedestrian connections from Store Street to the water to help establish greater urban connectivity.

HARBOUR FRONTAGE

1. Building heights respond to the change in topography between the street and the waterfront.

2. Building access is provided at the waterside of buildings.

3. Attractive, service-oriented uses are encouraged on the waterside, (e.g. restaurants, small destination inns and marine-related activities).

4. Preserve side street vehicle and pedestrian access between Store Street and the Harbour.

5. Design buildings to mitigate noise and night time light from industries.

PUBLIC ACCESS

1. Develop a waterfront pathway with associated public space from Capital Iron on Store Street through to and under Johnson Street Bridge to provide a connection to the existing waterfront pathway.

2. Develop public viewing areas at key points along the waterfront.

3. Through a close grid of easements for alleys/paths, connect Store Street and the waterfront.

ROCK BAY

ISSUES/OPPORTUNITIES

Rock Bay (this includes the area from Discovery Street to Point Ellice Bridge) is ringed by industrial sites, including Island Asphalt, Ralmax and Ocean Cement. These sites all rely on waterfront access for barge transportation. There are 3 significant heritage industrial buildings in this area.

In the long term, properties east of Douglas Street have the potential to be redeveloped for multi-family residential uses. However, strategies would need to be developed to mitigate/buffer the impact of the industrial uses around Rock Bay. The area bounded by the harbour, Bay, Blanshard and Chatham Streets will be the focus of a planning study in 2001-2002.

Most of Rock Bay is contaminated and is undergoing analysis by Transport Canada. Given the importance of preventing further unnecessary alteration of our shoreline, the possibility of remediating and rehabilitating Rock Bay in its current state should be vigorously explored as the option of choice. The possibility of sealing and filling Rock Bay should be considered only as a last resort and on the condition that marine habitat can be created or rehabilitated in other areas of the harbour to ensure a net benefit to the natural environment.

OBJECTIVES

1. Support the present industries in their continued use of these properties.

2. Protect and enhance significant heritage buildings and landmarks around Rock Bay as identified on Map 8.

3. Achieve environmental remediation for contaminated sites.

4. Develop a comprehensive plan for the Rock Bay area.

STRATEGIES

1. The City will encourage the rehabilitation and retention of heritage industrial buildings adjacent to Rock Bay through its heritage program. (Map 8)

2. In some cases, the City may grant variances and increased density to offset site remediation costs, as well as to assist in achieving public amenities, e.g. heritage revitalization and/or public access (viewpoints) to the harbour.

3. The City will undertake a planning exercise for the area bounded by the harbour, Bay, Blanshard and Chatham Streets in its 2001-2002 work program.

POINT ELLICE BRIDGE AND THE CITY OF VICTORIA PUBLIC WORKS YARD

ISSUES/OPPORTUNITIES

The area from the Point Ellice Bridge to the City's Public Works Yard is within the Selkirk Water, however, its primary function relates more to the Upper (Working) Harbour so it is described here. The City-owned land adjacent to Point Ellice House is used for storage and the sale of garden materials and was acquired for the future widening of the bridge.

Point Ellice House, built about 1861 as a family home, is the last reminder of a residential area that prevailed until the 1950s. The Provincial Government now operates it as an historic site and tourist attraction. There may be an opportunity to increase public access in this area.

The Budget Steel site extends over 2.8 hectares. The operation processes scrap material and then barges the product to international markets. The site is adjacent to the Selkirk Waterfront Project and the planned Bayside residential areas across Selkirk Water.

OBJECTIVES

1. Maintain existing marine dependent industrial base.

2. Protect and enhance Point Ellice House and public access in this area.

STRATEGIES

1. The City will retain the industrial zoning for this area except for Point Ellice House.

2. Explore and take advantage of opportunities to provide safe public access adjacent to Point Ellice House.

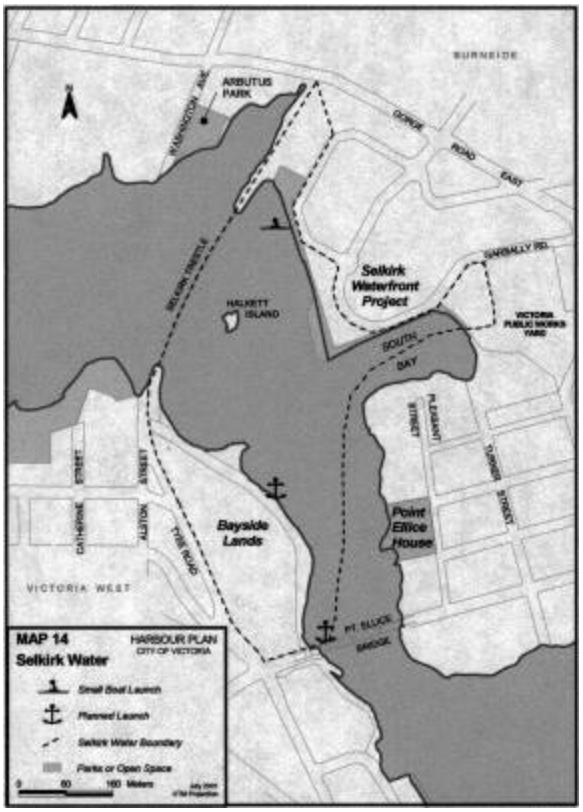
SELKIRK WATER

GENERAL CHARACTERISTICS

Selkirk Water is primarily used by recreational boaters and is a popular route for the harbour ferry. The Selkirk Trestle was converted in 1996 to a pedestrian/ bicycle bridge crossing and now provides an important link in the Galloping Goose Trail.

Halkett Island is a small island in the Selkirk Water that was a traditional native burial ground. It was transferred to the Songhees Band in 1985 and now has reserve status.

The Selkirk Waterfront Project and the Bayside Lands are two major development sites fronting on to this part of the harbour.



ENVIRONMENTAL CHARACTERISTICS

Habitat (Maps 5 & 6)

This area includes a significant natural habitat adjacent to the Bayside Lands. The vegetation along the shoreline and the marsh grass in the mud flats provides a rest area for migrating birds and a foraging area for fish and other wildlife. Halkett Island and Sister Rocks provides a roosting area for sea birds.

Water Depth

North of the Point Ellice Bridge, the water depth decreases to less than 9 metres. The depth of water is less than 2 metres along the Bayside waterfront.

Water and Sediment Quality (Map 7)

Concentrations of fecal coliform and chemical contaminants occur adjacent to Budget Steel and the City's Public Works Yard.

SELKIRK WATERFRONT PROJECT

ISSUES & OPPORTUNITIES

The 10-hectare site was rezoned in 1993 for a mixed-use project that includes 8,000m^2 of light industrial, 40,000m^2 of commercial and 450 residential units. The project includes a waterfront pathway and a series of parks. Part of the project has been constructed and a rowing club and small craft public launch ramp have been established.

The property immediately south of the Selkirk Waterfront Project is used for heavy industry.

OBJECTIVES

1. Achieve the vision described in the *Selkirk Waterfront Project Urban Design Manual*.

STRATEGIES

1. The City will continue to guide development at this site through the *Selkirk Waterfront Project Urban Design Manual*, a Master Development Agreement, development permits and zoning regulations.

BAYSIDE LANDS

ISSUES/OPPORTUNITIES

The Canadian National Railway used this site as a rail yard from 1919 to 1989. The 4.7 hectare site was rezoned in 1995 to permit 3,700m^2 of commercial space, 400 residential units, parkland and a waterfront pathway, including preservation of some natural habitat and a pier for launching canoes and kayaks. The *Bayside Village Urban Design Guidelines* were adopted in February 1995.

Since 1995, new information about this portion of the harbour, as well as the decision to abandon the LRT corridor which ran through the site, has raised possibilities for making changes to the approved plan and improvements to the waterfront treatment. An opportunity may exist here to incorporate high tech uses into the redevelopment of this site and to refine the subdivision plan, similar to the Selkirk Waterfront Project.

The properties immediately across the Selkirk Water are used for heavy industry.

OBJECTIVES

1. Incorporate the redundant LRT corridor into development plans for the Bayside Lands.

2. Ensure that the marine habitat/shoreline of the Bayside Lands are protected.

STRATEGIES

1. The City will consider rezoning applications for the site for mixed use, e.g. high tech, where:

   (a) an improved subdivision plan is established;

   (b) the shoreline and marine habitat are enhanced and protected

   (c) public amenities, including a continuous public pathway, public docks and public parking, are provided in an environmentally sensitive fashion.

2. The City will rezone the waterlot in front of the Bayside Lands from M-3 Heavy Industrial District, to M-S Marine Service District, to limit the range of marine uses to those which are compatible with the proposed residential uses at that site.

Bayside Lands

GORGE WATERWAY

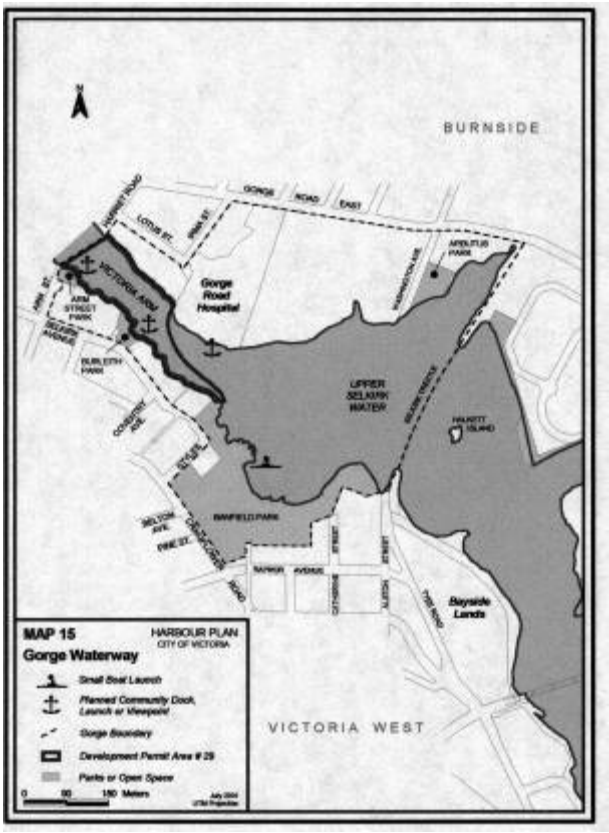
GENERAL CHARACTERISTICS

The Federal Harbour ends at the Selkirk Trestle. From the Selkirk Trestle north, the harbour is under provincial jurisdiction.

The primary marine activity in this part of the harbour is recreational boating.

ENVIRONMENTAL CHARACTERISTICS

Habitat (Maps 5 & 6)



The area contains the largest extent of natural shoreline in the harbour. The mud flats at the mouth of Cecelia Ravine provide important habitat for a variety of fish and waterfowl, however, the shoreline of this area has been degraded by introduced species.

Since 1999, the Gorge Waterway has seen a significant increase in eelgrass beds which provide spawning grounds for herring.

Water Depth

The water depth through the Gorge is less than 9 metres and decreases to less than 2 metres at the mouth of the Cecelia Ravine.

Water and Sediment Quality (Map 7)

The major issue regarding water quality in the Gorge Waterway is the high fecal coliform counts and chemical contamination found at the mouth of the Cecelia Ravine. However, there have been marked improvements in this area in the last 2 years. There are also high levels of chemical contamination near the Gorge Road Hospital.

UPPER SELKIRK WATER

ISSUES/OPPORTUNITIES

This area is bordered by Banfield Park, multi-family residential and the Gorge Road Hospital.

The Capital Health Region is considering options for the possible redevelopment of the Gorge Hospital Site. The current R-N Zone at the Gorge Hospital permits all uses in the R-2 zone plus nursing homes and hospitals at a density of .65 to 1. Other privately-owned properties in the area are in the T-1 Limited Transient Accommodation zone, which permits hotels at a density of 1.2:1 and 21.5m in height.

Eel grass beds and intertidal mudflats in this area provide natural habitat, which should be preserved.

The City's *Zoning Regulation By-law* prohibits docks in this area, however, a number of non-conforming docks exist.

The City has long-standing policies, at the corporate and neighbourhood levels, to develop a public pathway along both sides of the Upper Selkirk Water. A path has been established on the Victoria West side through Banfield Park. On the Burnside/ Gorge side, easements or paths have been achieved on all properties except for two parcels (135 Gorge Road and the Gorge Road Hospital). (Map 9)

OBJECTIVES

1. Conserve the natural environment.

2. Establish environmentally sensitive pathways and public access points (vistas, launch ramps, community docks). (Map 9)

3. Maintain and expand multi-family residential uses between Arbutus Park and the Gorge Road Hospital.

STRATEGIES

1. The City will establish a Development Permit Area for the east side of the Upper Selkirk Water to protect the unique natural features of this area and include guidelines for the creation of environmentally sensitive pathways and public access points. This work will utilize the *Draft Principles for Development Along Victoria's Gorge Waterway* as a basis. Please see Appendix II for the draft guidelines.

2. Although the City's zoning bylaw prohibits docks in the Upper Selkirk Water, property owners who, as of October 19, 2000, have maintained a water lot licence or can demonstrate legal, non-conforming status (e.g. continuous existence of the entire dock structure from May 1956 until present) may maintain their docks. The City will not permit dock expansions or new private docks in this area.

3. The City will acquire the remaining easements for paths and establish pathways and public access amenities (viewpoints, launch ramps, community docks) through density bonus, capital budget projects and partnering with senior levels of government by 2010. Possible locations for public access improvements include Banfield Park and Gorge Road Hospital.

4. The City will support rezoning the Gorge Road Hospital for multi-family residential (R-J zone, Low Density Attached Dwelling District). The City may support a rezoning to a maximum density of 1.2:1 if a public waterfront pathway, a community dock and public parking are provided.

5. The City will support rezoning of T-1 Limited Transient Accommodation zoned sites to facilitate improved landscaping, environmental protection and to reinforce residential use, e.g. to R3-A zone. A density bonus of 0.4:1 will be considered where public amenities are provided, e.g. a waterfront path, public docks, path linkages from shoreline to street

VICTORIA ARM

ISSUES

The Victoria Arm extends to the municipal boundaries with Esquimalt and Saanich (Arm/Harriet Streets). The close proximity of these three municipal boundaries highlights the need for a coordinated approach to planning and environmental issues along the entire length (across boundaries and areas of jurisdiction) for the Gorge Waterway.

Both sides of the Victoria Arm are flanked by low density residential. The City owns Burleith Park and Arm Street Park on the Victoria West side of the Arm.

The Victoria Arm is narrow and provides a corridor of natural habitat connecting two eel-grass beds. There are a number of properties where the native landscape and natural foreshore are substantially intact. Other properties have significantly altered intertidal and backshore areas and would benefit from habitat restoration, rehabilitation and enhancement.

Although the City's *Zoning Bylaw* regulations for this area prohibit docks, some properties have private, non-conforming docks.

In the past, there was a plan to provide a link to the Esquimalt and Saanich path system along the shoreline of the Victoria Arm. However, given the topography and ecological significance of this area, it would be difficult to accommodate a pathway immediately adjacent to the shoreline without degrading the environment.

On October 19, 2000, Victoria City Council enacted Development Permit Area #29 to ensure that the natural habitat in the Victoria Arm is protected.

OBJECTIVES

1. Preserve and protect the natural environment.

2. Provide public access to the Victoria Arm in an environmentally sensitive manner.

STRATEGIES

1. The City will participate in a comprehensive inter-governmental/ inter-agency process addressing issues in the Victoria Arm and the Gorge Waterway.

2. The City will not support further subdivision and rezoning within this area (e.g. panhandle lots, small lot single family or duplex.)

3. The City will investigate and, if feasible, will develop a Tax Incentive Program, providing an incentive to property owners who restore the shoreline area, remove docks and register a conservation covenant on the property's title.

4. The City will investigate and, if feasible, develop a partnership with a local land preservation group such as The Land Conservancy of B.C.

5. Although the City's zoning bylaw prohibits docks in the Victoria Arm, property owners who, as of October 19, 2000, have maintained a water lot licence or can demonstrate legal, non-conforming status (e.g. continuous existence of the entire dock structure from May 1956

until present) may maintain their docks. The City will not permit dock expansions or new private docks in this area.

6. The City will develop public access points (launch ramps, community docks and/or viewpoints) through its Capital Works Budget by 2005. Possible locations include Burleith Park, Arm Street Park and the foot of Harriet Street. (Map 9)

Victoria Arm

IMPLEMENTATION

The following table summarizes each of the recommended strategies and identifies what action is necessary to implement it. In addition the table identifies which City department is responsible for the strategy and recommends a time frame for completion. Only those strategies which have a defined implementation mechanism are included in this table other strategies are included in the body of the plan.

General Issues				
Page #	Strategy (summarized)	Implementation Mechanism	Lead City Department	Time Frame
Marine and Air Safety				
7	Provide public launch ramps for small "car top" recreational boats in Selkirk Water and Gorge Waterway	Density Bonus / Capital Works Projects / Partnerships with Senior Gov'ts	Planning / Parks	2010
7	Consider the impact of marine traffic on new development	Rezoning / Development Permit Process	Planning	Ongoing
Jurisdiction				
8	Request the Federal Government to ensure that its lessees are in compliance with the City's Bylaws	Letter / Follow-up meeting	Planning	October 2001
Site Contamination				
12	Consider variances and increased density to offset remediation costs.	Rezoning / Density Bonus/ Development Variance Process	Planning	As applications made
Water and Sediment Quality				
14	Work with other governments and the community to improve water quality in the Harbour	Meetings / Committee Work	Engineering	Ongoing
14	Support the installation of pump out facilities at moorage sites	Density Bonus / Development Permit Process	Planning / Engineering	As applications made
16	*Consider supporting rezonings for float homes and live aboards only where sewer and grey water treatment systems are implemented*	Rezoning	Planning	As applications made
16	Continue process to develop Codes of Practices and Best Management Practices and solutions related to storm water management.	Work Program	Engineering	2003

General Issues				
Page #	Strategy (summarized)	Implementation Mechanism	Lead City Department	Time Frame
Working Harbour				
16	Develop new mechanisms (i.e. expanded best management practices) to encourage industry/ transportation uses to operate in an environmentally sensitive manner	Work Program	Engineering	Ongoing
Public Path System				
18	Continue acquiring right-of - ways and pathway amenities between 5- 7 meters wide	Density Bonus / Subdivision agreements/ capital projects	Planning / engineering	As applications made
Heritage Sites				
20	Protect heritage buildings from demolition and inappropriate alteration	Heritage Designation and Heritage Conservation Area Regulations	Planning	Ongoing
20	Promote the rehabilitation of Heritage Buildings	Financial/Incentive Programs	Planning	Ongoing

Outer Harbour				
Page #	Strategy (summarized)	Implementation Mechanism	Lead City Department	Time Frame
24	Rezone Ogden Point from M-2 to MS-1	City initiated rezoning	Planning	2002
24	Rezone the Canadian Coast Guard Site from M-3 to MS-1	City initiated rezoning	Planning	2002
24	Improve connections between Fisherman's Wharf Park and waterfront	Capital Project	Parks	2003
24	Rezone Fisherman's Wharf Park from M-3 to R1-B	City initiated rezoning	Planning	2002
24	Consider supporting rezoning of float homes and live-aboards at Fisherman's Wharf meeting criteria	Rezoning process	Planning	As applications made
25	Amend DPA #3	OCP Amendment	Planning	2002
25	Rezone residential properties abutting Heron Cove from MS-1 to R1-B	City initiated rezoning	Planning	2002
25	Support rezoning of residential properties abutting Heron Cove for hotel/ residential use	Rezoning Process	Planning	As applications made
25	Establish public pathway around Heron Cove	Bonus Density	Planning	With development
25	Rezone waterlot #W8505078 from M-3 to MS-1	City initiated rezoning	Planning	2002
25	Support rezoning of the Texaco Site from MS-1 to hotel or residential uses	Rezoning Process	Planning	2000
25	Establish public pathway around Texaco Site	Bonus Density	Planning	With Development
26	Apply the Policy and Design Guidelines for the Songhees Area of Victoria West	Development Permit	Planning	Ongoing
26	Rezone the parks and public paths from Lime Bay to Paul Kane Pl. from M-3 to MS-1	City initiated rezoning	Planning	2002
26	Rezone the parks and public paths from Paul Kane Place to the Johnson Street Bridge from M-3 to IH-Park	City initiated rezoning	Planning	2002

Inner Harbour				
Page #	Strategy (summarized)	Implementation Mechanism	Lead City Department	Time Frame
28	Implement the Belleville Terminal Design Principles and Guidelines	Development Permit	Planning	Ongoing
28	Encourage the restoration of the CPR Terminal		Planning	
28	Undertake improvements to Belleville Street	In conjunction with development of Belleville Terminal	Engineering	Development of Belleville Terminal
29	Manage risk associated with events in the Inner Harbour	Special Event Applications	Community Services	Ongoing
29	Ensure streetscape work fits with heritage character of Causeway		Planning	Ongoing
29	Support fund raising efforts to develop performance space at Ship Point		City Wide	Ongoing
29	Support rezoning of Ship Point / Ocean Cement for festival / performance / other public institution use	Rezoning Process	Planning	As applications made
30	Improve waterfront pathway/public amenities along shoreline in front of Ship Point/ Ocean Cement	Bonus Density	Planning	With development
30	Implement the Ship Point / Ocean Cement Design Guidelines	Development Permit	Planning	As applications made
33	Encourage provision of public amenities and public access along shoreline in front of Bastion site	Bonus Density	Planning	As applications made
33	Revitalize Northern Junk Building and improve public access along adjoining waterfront	Rezoning / Bonus Density	Planning	As applications made
33	Implement Bastion Site Design Guidelines	Development Permit	Planning	As applications Made

Upper (Working) Harbour				
Page #	Strategy (summarized)	Implementation Mechanism	Lead City Department	Time Frame
37	Resist encroachment by non-industrial uses (except park) in Dockside	Existing Zoning	Planning	Ongoing
37	Construct a boat launch with Point Ellice Park Development	Park Development / Partnership with Senior Gov'ts	Parks	2010
37	Establish a marine based emergency response centre	Partnership with Senior Gov'ts	Fire	2010
38	Limit residential development to shoreline South of Swift Street	Existing Zoning	Planning	Ongoing
38	Establish a pubic pathway under Johnson Street Bridge to Capital Iron	Bonus Density/ Partnerships with Senior Gov'ts/ Capital Works	Planning and Parks	2010
38	Implement the Johnson Street Bridge to Discovery Street Design Guidelines	Development Permit	Planning	Ongoing
41	Encourage the rehabilitation of heritage industrial buildings adjacent to Rock Bay	Heritage Programs / Rezoning/ Bonus Density	Planning	Ongoing
41	Consider variances/bonus density to off set remediation costs	Development Variance Permit / Rezoning	Planning	As applications are made
41	Establish public access to shoreline / view points around Rock Bay	Bonus Density	Planning	As applications are made
41	Undertake a planning exercise for Rock Bay	Work Program	Planning	2001 – 2002
42	Maintain industrial zoning for area from Point Ellice Bridge to the Public Works Yard	Existing Zoning	Planning	Ongoing

Selkirk Water				
Page #	Strategy (summarized)	Implementation Mechanism	Lead City Department	Time Frame
44	Guide development at the Selkirk Waterfront Project using the Urban Design Guidelines/ Master Development Agreement	Development Permits	Planning	Ongoing
44	Support rezoning of Bayside Lands for mixed use	Rezoning Process	Planning	As applications are made
44	Rezone water lot in front of the Bayside Lands from M-3 to MS	City Initiated Rezoning	Planning	2002

Gorge Waterway				
Page #	Strategy (summarized)	Implementation Mechanism	Lead City Department	Time Frame
46	Establish a Development Permit Area for the East side of the Selkirk Water	Amend Official Community Plan	Planning	2002-2003
46	Enforce zoning policy regarding docks in the Selkirk Water	Existing Zoning	By-law Enforcement	Ongoing
46	Establish a pubic pathway, view points, launch ramps and community docks along the East side of the Selkirk Water	Bonus Density/ Capital Works Projects / Partnerships with Senior Gov'ts	Planning / Parks	2010
46	Support rezoning of T-1 zones on East side of Selkirk Water to reinforce residential uses	Rezoning Process	Planning	As applications made
46	Support rezoning of Gorge Road Hospital from R-N zone to a new zone which permits residential	Rezoning Process	Planning	As applications made
47	Participate in an integrated process to address issues in the Gorge Waterway	Intermunicipal Committee	Planning	2001
47	Decline support for further development along the Victoria Arm	Existing Zoning	Planning	Ongoing
47	Develop a Tax Incentive Program for property rehabilitation along the Victoria Arm	Work Program	Planning	2001
47	Partner with a Land Preservation Group to restore/protect properties	Work Program	Planning	2001
47	Enforce zoning policy regarding docks in the Victoria Arm	Existing Zoning	By-law Enforcement	Ongoing
47	Develop public access points (launch ramps, view points, community docks) along the Victoria Arm	Capital Works Project	Parks	2005

APPENDIX I

VICTORIA HARBOUR HISTORY

What is now referred to as the Victoria Harbour and Gorge Waterway played an important role in the lives of the Songhees (Songhish) First Nations Peoples. Various locations around the Harbour and Gorge Waterway served as sites for settlements, ceremonies, as well as fishing, hunting and gathering activities.

A seasonal camp, used for collecting camas root and rushes, was located near the current site of the Empress Hotel. Across the Inner Harbour, on the south Songhees shore, there was a ceremonial site that was used to deposit cradles after children learned to walk and to ensure them a long, healthy life. Halkett Island at the mouth of the Gorge Waterway was used as a burial ground and the Victoria Harbour and Gorge Waterway also served as a route into Portage Inlet.

Later in history, the Victoria Harbour's geographic position on the Straits of Georgia and Juan De Fuca and its relation to Vancouver, New Westminster and San Francisco, made Victoria a significant destination for early European settlers.

The site for Fort Victoria was chosen by the Hudson's Bay Company in 1842 as a British presence in the area. James Douglas had the area surveyed at that time and then returned in March 1843 to begin construction of the Fort. Victoria quickly became a centre for trade; not only with various native groups, but also with Russia, Hawaii and the United States.

The harbour was first surveyed in 1846 by Captain Henry Kellett of the Royal Navy aboard the HMS Herald, which was accompanied by a smaller surveying vessel, HMS Pandora. He called part of the harbour, Selkirk Water after his Scottish peer who colonized the Red River Valley in 1811.

The land directly across the Inner Harbour from downtown Victoria, at the western end of the Johnson Street Bridge, was the site of the Songhees Indian Reservation. The establishment and construction of Fort Victoria in 1843 brought many Songhees people from Cadboro Bay to Inner Harbour by 1850. That the Fort developed at all is largely due to the active support of the First Nations People upon whose lands it was erected. They assisted settlers with clearing of land and building the fort.

Ogden Point was built by the Federal Government between 1913-1915 to receive increased trade from traffic passing through the Panama Canal. Since Victoria was the closest Canadian seaport to Panama, it seemed likely that it would become a major trade centre. Unfortunately, the anticipated increase never came and the docks slumped. During the 1950s, however, they enjoyed a few years of prosperity after Hector Campbell convinced CNR to improve the area. Subsequently, about 50 small Vancouver Island mills used the dock to ship their products worldwide. As the lumber industry fell into a decline, Mr. Campbell and his partners realized that the site would be excellent for visiting cruise ships and could help to make Victoria a prime tourist destination.

The Songhees Band relocated to Esquimalt Harbour in the early 1900s allowing a transition to industrial use. It was home to Sweeney's Cooperage, Sidney Roofing (made Duroid shingles) and had large tank farms. With the redevelopment of the area in the late 1980s, the industrial use was replaced by residential developments, hotel and waterfront parks and pathway. Laurel Point was the site of the Pendray Soap Factory, which was replaced by BAPCo. Paints. Redevelopment of the site in the mid-1970s saw the construction of the Laurel Point Inn.

Sir James Douglas had the foresight to provide for a government reserve on the south side of the harbour (now the Parliament Buildings) and to build a bridge across James Bay (the bay was where the

Empress now sits). He believed that Victoria would grow. It is unlikely that he was able to conceive of the growth or envision the importance of the harbour.

At one time the Inner Harbour extended as far as the Church of Our Lord site. In 1902 a wall was built to separate the bay from the harbour. The reclamation of the bay now occupied by the Empress, the Crystal Gardens and a portion of Douglas Street involved pumping the mud out of the harbour and into the bay.

The Grand Truck Pacific and CPR wharves were built on the south side of the harbour (adjacent to the Parliament Buildings) for steamship service to the Mainland, Seattle and San Francisco. At the foot of the old customs house and north towards the Johnson Street Bridge were more docks for coastal freighters and small passenger ships, warehouse and loading areas of cargo and livestock.

Beyond the Johnson Street Bridge (built 1922) heading to the upper harbour but before the Selkirk Water, has always been an industrial area. The west side has traditionally been the site of shipbuilding and other marine industries. Point Hope shipyards and Cholberg Shipyards were among the earlier businesses located there. The CN Rail tracks terminated on this side of the harbour, just north of the Point Ellice Bridge. Their Roundhouse was located on the site.

The east side has typically been occupied by heavier industry such as the lumber mills, tanneries and gas works. The Sayward Mill, Puget Sound Lumber Co., Rock Bay Sawmill, Victoria Sealing Co. (later site of Victoria Machinery Depot) and the Victoria Gas Works were among the enterprises in this area. There was also a bridge across Rock Bay at the turn of the century. This bridge allowed the streetcars to get downtown from Esquimalt.

The Point Ellice Bridge was the scene of the worst streetcar disaster in North American history. In 1896, 55 people died when an overloaded streetcar caused the bridge to collapse sending people and wreckage into the harbour. The bridge was soon rebuilt to once again accommodate streetcars. The current bridge was constructed in 1957.

The waterfront along Pleasant Street was occupied by stately homes most notably Point Ellice House. It was bought in 1868 by Peter O'Reilly who held several key government positions. The O'Reilly family owned the house until 1975 when it was sold to the Province of British Columbia. The site now operates as a historic attraction and is supposedly haunted by ghosts of the O'Reilly family.

By 1908 the Cameron Lumber Company was established on what is now the site of the Selkirk Waterfront Project. By 1914 three sawmills were operating on the east shore of Selkirk Water. Boaters and residents often complained about the vast log booms.

The Gorge was lined by palatial homes built by the new wealthy professional and business class. A few of these homes still remain. John Teaque designed the 'Dingle' House (137 Gorge Road) in 1885 for the wealthy businessman Charles Thomson. 'Maplewood' (1140 Arthur Currie Lane) also designed by John Teaque and built in 1891 for Beaumont Boggs and 'Roslyn' (1135 Catherine Street) built for the industrialist, Andrew Gray. Harriet Street marks the City boundary and was named after one of James Yates' daughters when the farm was divided in the 1880s.

A few small boatworks operated along the Gorge. The Sunnyside Yacht Works (500 Sunnyside Avenue) was operated by Richard Stephens from 1892 to 1938.

The Gorge was considered a premier recreational area for swimmers and boaters. In 1906 the Pleasant Street Baths relocated to the warmer waters of the Gorge. Scenic boat tours were provided to the reversing falls at the Gorge Bridge.

The Queen's Birthday Regatta was first held in May 1867. The area near the Gorge rapids was filled with boaters and picnickers who came to watch the boat races and swimming competitions. Up until the 1920' s most competitive swimming took place on the Gorge. A grueling and chilling swim competition was the Victoria Swim commonly referred to as the 'three mile' that started at the Lower Causeway and finished at the Gorge Bridge

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APPENDIX II

DRAFT PRINCIPLES FOR DEVELOPMENT ALONG VICTORIA'S GORGE WATERWAY

SHORELINE PROTECTION/RESTORATION (SEE RECOMMENDED GUIDELINES 1, 2, 3 & 4)

- Generally, the area within 7.5m, measured horizontally of the high water mark or top of slope of the Gorge Waterway, should remain free of development and restoration of the riparian vegetation should be undertaken as a requirement of approval for new development if the vegetation is not intact and healthy (diversity of native shrubs and trees).

- Buildings and structures should be set back at least 10m, measured horizontally from the high water mark or top of slope of the Gorge Waterway.

- Generally, natural materials, including soil, rock and native vegetation, shall not be removed, or fill or other materials shall not be deposited, within 7.5m of the natural boundary of the Gorge Waterway.

- Tax incentives, educational programs or other means should be considered to encourage private landowners to restore riparian vegetation.

Docks, Sea Walls and Other Intrusions (See Recommended Guidelines 1, 2, 4, 6 and 7)

- Individual private docks or private launch ramps shall not be permitted except for docks or launch ramps legally constructed and in continuous use since May 1956 or where there has been a licence obtained and maintained from B. C. Assets and Lands prior to October 2000, may be repaired provided that the surface area is not increased.

- Community docks/launch ramps may be considered having regard for location, design, navigation, shading and impact on the natural environment.

- The impact on the health and diversity of plant life, wildlife and marine environments, and on the natural beach creation process should be carefully considered before issuing approvals for new development, installation of municipal services or sea walls and/or other works to control erosion adjacent to the foreshore.

- Tax incentives, educational programs and/or other means should be considered to encourage private landowners to remove docks and other intrusions.

PATHWAYS AND PARKING AREAS (SEE RECOMMENDED GUIDELINES 1, 2, 3, 4 AND 5)

- Generally, footpaths and parking areas should be set back at least 7.5m from the natural boundary of the Gorge Waterway and, where practicable, should be surfaced to reduce the amount of impervious cover. (See recommended Guidelines 1 and 3)
- Where appropriate, viewpoints, kiosks and other interpretive features, should be encouraged near pathways and parking areas to provide visual access to the waterfront and education about the waterway and the shoreline environment, having regard for the impact on adjoining properties, the shoreline environment and on views from the water.

- Lighting for pathways, parking lots and other public areas, should be shielded to minimize glare off the water and the impact on the night sky.

URBAN RUN-OFF (SEE RECOMMENDED GUIDELINES 1, 3 AND 5)

- The use of fertilizers, herbicides and pesticides should be discouraged on public and private lands to reduce the amount of pollutants entering the Gorge Waterway directly or indirectly through streams, run-off or storm drains.

- Municipal storm drainage systems should be designed using best management practices to protect quantity and quality of water reaching water bodies.

- Where a paved or impervious parking lot is constructed as part of any development, other than a single family or two-family dwelling, in-line oil and grease interceptors should be installed to intercept storm water run-off from the parking lot before it reaches the municipal drainage system.

CONSTRUCTION PRACTICES (SEE RECOMMENDED GUIDELINES 1, 2, 3, 4 AND 5)

- Best construction practices, including mitigation measures for control deposition of sediments and other materials, shall be employed where new development, installation of municipal services, or other work is being undertaken that has the potential to detrimentally impact on the water quality, habitat value or natural environment of the Gorge Waterway.

Recommended Practices

It is recommended that the following practices be referred to during the design and planning stages of any new or redevelopment on public or private lands along this area. It should be noted that extensive practice guides, which deal specifically with land development in coastal and marine areas, are under development.

1. ***Land Development Guidelines for the Protection of Aquatic Habitat,*** May 1992
Fisheries and Oceans Canada, Vancouver, BC, Ministry of the Environment, Lands and Parks, Victoria, BC, B. Chilibeck, G. Chislett and G. Norris

   - Section 1 Introduction
   - Section 2 Leave Strips
   - Section 3 Erosion and Sediment Control and Site Development Practices
   - Section 4 Stormwater Management
   - Section 5 Instream Work
   - Section 6 Fish Passage and Culverts
   - Section 7 Implementing the Land Development Guidelines
   - Section 8 Land Development Example

2. ***Access Near Aquatic Areas: A Guide to Sensitive Planning, Design and Management - The Stewardship Series.*** Produced by the Fraser River Action Plan (Fisheries and Oceans Canada) and the BC Ministry of Environment, Lands and Parks
ISBN 0-7726-3115-8

   - Section 1 Introduction
   - Section 2 The Ecological Context for Managing Aquatic ESAs
   - Section 3 Access Planning, Design and Management Principles
   - Section 4 Access Routing Near Sensitive Aquatic Area
   - Section 5 Design and Construction Standards for Public Access
   - Section 6 Trail Management and Maintenance in Aquatic ESAs
   - Section 7 Using Barriers to Protect Aquatic ESAs
   - Section 8 Tools for Protecting ESAs

3. ***Stream Stewardship: A Guide for Planners and Developers***, 1993/1994. Prepared by Lanarc Consultants Ltd. for Ministry of Environment, Lands and Parks and the Ministry of Municipal Affairs ISBN 0-7726-2237-x

4. ***Marine Guide to Preventing Shoreline Erosion*** – Fact Sheet
5. ***Marine Guide to Stormwater Run-off*** – Fact Sheet
6. ***Marine Guide to Small Boat Moorage*** – Fact Sheet
7. ***Marine Guide to Small Boat Launches*** – Fact Sheet