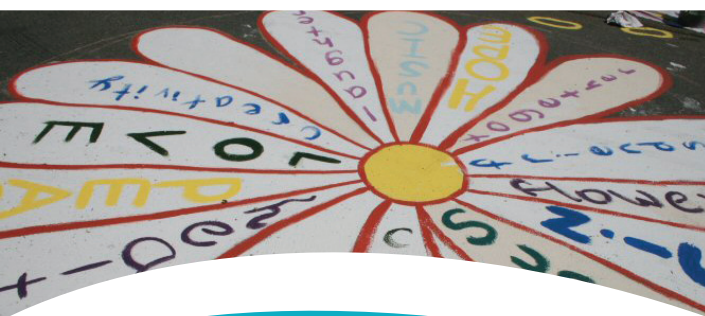




# South End

## Neighbourhood Plan





# **South End** Neighbourhood Plan

Adopted November 22, 2010



## Acknowledgements

The South End Neighbourhood Plan was produced by the City of Nanaimo Community Planning Section with the assistance of the following individuals:

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## Part 1 Introduction

- 1.1 Neighbourhood Plan Context
- 1.2 Purpose of the Neighbourhood Plan
- 1.3 Neighbourhood Profile



## 1.1 Neighbourhood Plan Context

This plan forms part of the City's Official Community Plan (OCP). In British Columbia, the legal authority for local governments to adopt an OCP is derived from the *Local Government Act (LGA)*. The *LGA* outlines required content for community plans, primarily focused on the location, type and form of various land uses. The *LGA* also provides local governments with the ability to address policies related to social issues, economic activities, and the natural environment.

The OCP acts as a guide for decision making on planning and land management issues by City Council. The Plan provides direction related to elements such as the location and type of residential, commercial and industrial development; the availability of transportation choices and utility servicing; and also considers environmental, social and economic issues.

All future land use decisions must be consistent with the OCP. However, the OCP is a living document, and the City may amend the OCP to adapt to new trends in the community, or respond to changing conditions.

The OCP established the overarching city wide principle of striving toward a more sustainable Nanaimo and set the following key goals:

- 1 Manage Urban Growth** by focusing urban development within a defined Urban Containment Boundary (UCB).
- 2 Build a more Sustainable Community** by creating urban nodes and corridors that support higher densities and a wider range of amenities and services than found in the surrounding residential neighbourhoods.
- 3 Encourage Social Enrichment** whereby Nanaimo is considered a socially sustainable community that nurtures a caring, healthy, inclusive and safe environment, and which empowers all of its citizens to realize their aspirations.
- 4 Promote a Thriving Economy** through efforts to grow and diversify the local economy from the current tax base, affording opportunities for residents and businesses, while staying within the capacity of the natural environment.
- 5 Protect and Enhance Our Environment** by looking after Nanaimo's natural diversity of terrestrial, freshwater and marine ecosystems in the course of land use and development.
- 6 Improve Mobility and Servicing Efficiency** by creating greater accessibility and more opportunity for safe and convenient movement around the city by transit, cycle and on foot.
- 7 Work Towards a Sustainable Nanaimo** which is the critical goal for moving from "planning to action." Nanaimo strives to meet the vision of the OCP to build upon the strengths of the City and work to improve those areas where changes in economic, social, environmental conditions would create a stronger, more effective, sustainable city.

## 1.2 Purpose of the Neighbourhood Plan

The South End Neighbourhood Plan forms part of the OCP, providing a means to realize goals and objectives of the OCP and offer greater detail on issues such as land use, transportation and infrastructure.

The Neighbourhood Plan is critical to achieving the objectives of the Official Community Plan:

- It speaks to the specific needs and desires of the neighbourhood within the context of the OCP.
- It brings together the broader needs of the community with the local knowledge of the neighbourhood.
- It responds to both the needs of the neighbourhood and the greater community in a way that creates more livable neighbourhoods.

## 1.3 Neighbourhood Profile

### Neighbourhood Plan Area

The South End neighbourhood is located directly south of Nanaimo's downtown core and covers a land area of approximately 157 hectares. It is bounded by Downtown Nanaimo on the north, the Assembly Wharf / CP Lands, Snuneymuxw Reserve #1 and the Nanaimo Harbour on the east, Chase River on the south, and Harewood / Nob Hill on the west, as noted on Figure 1: Plan Area.

### Land Use

The majority of land use in the plan area is residential, comprised primarily of single family residences. With respect to housing mix, a majority of the housing stock is single detached houses (54%), with semi-detached / row / duplex housing forming 23% of the housing stock. Apartments make up 16% of the stock, with manufactured homes making up the final 8%. 39% of this housing was constructed before 1946, with an additional 59% constructed between 1946-1995. Only 2% of the housing stock was constructed between 1996-2006.

Additional uses include a roughly equal mix of commercial and industrial land, and a small proportion of land devoted to institutional and public use purposes. A number of small, vacant lands are located throughout the neighbourhood, with the largest proportion of vacant land found in the southwestern portion of the plan area primarily along Old Victoria Road.



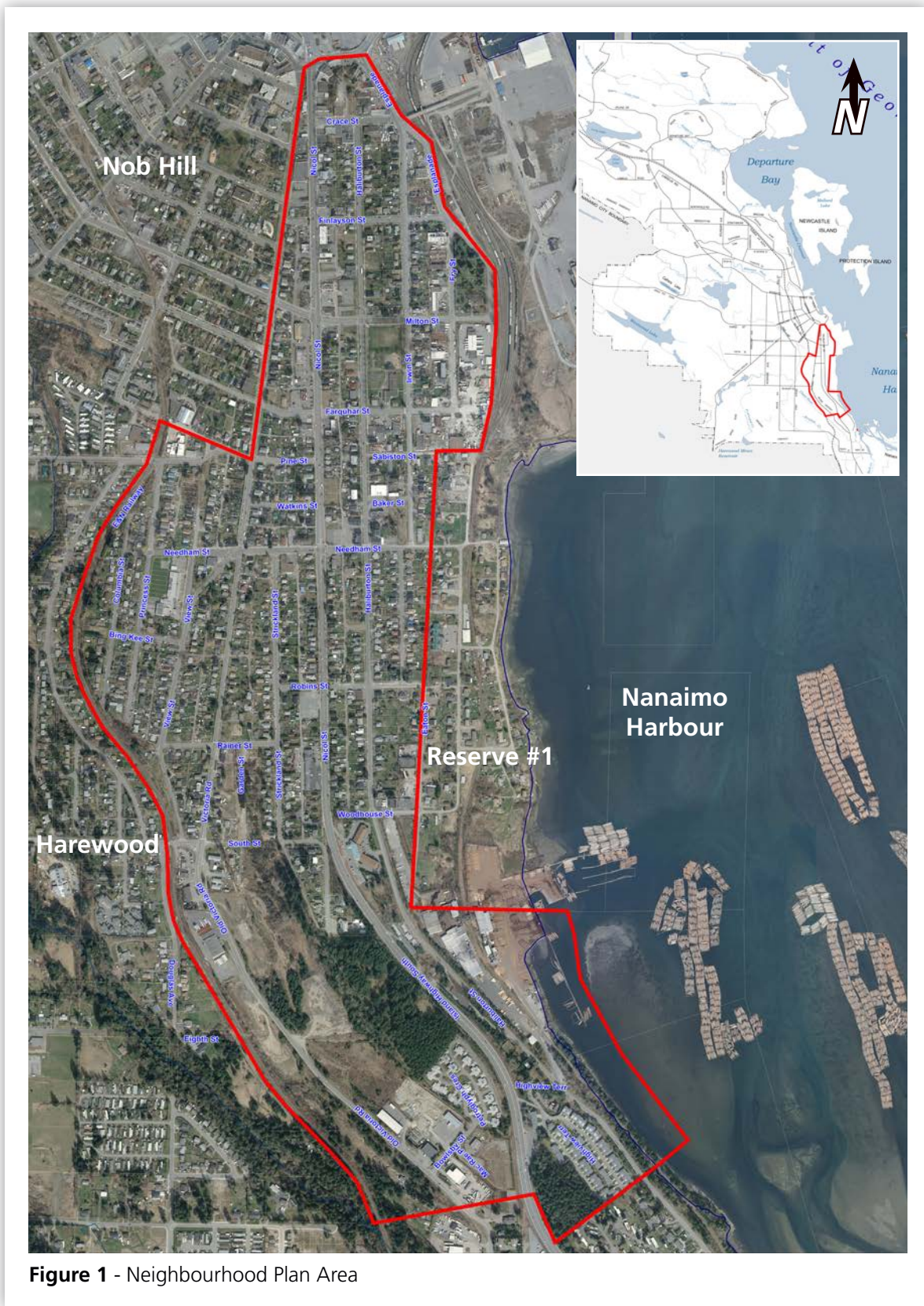
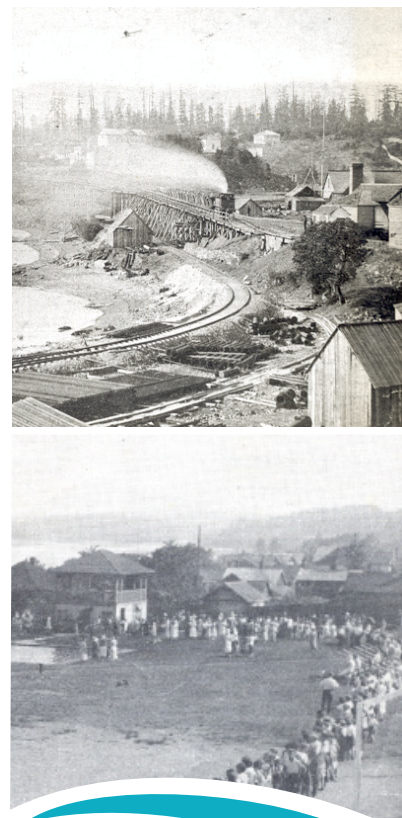


Figure 1 - Neighbourhood Plan Area

### Demographic Summary

The South End Neighbourhood Plan Area has an estimated 2006 Census population of 2,475 persons (3% of Nanaimo’s total population) fairly evenly distributed throughout the neighbourhood. The population grew by 205 or 8% between 2001 and 2006, although a majority of this growth occurred in the neighbourhood’s southern areas. The population density is 1,091.3 persons per square km, with a dwelling density of 547.3 per square km. Overall, the neighbourhood can be statistically defined by the following key indicators.



<b>Demographic Indicators</b>	Average Age = 42 years <i>(city wide = 42 years)</i>	Non-Movers (same address 5 years ago) = 39% <i>(city wide = 45%)</i>
Average Persons per Household = 2 <i>(city wide = 2.3)</i>	Average Persons per Family = 2.6 <i>(city wide = 2.7)</i>	Average Monthly Rent = \$663 <i>(city wide = \$736)</i>
Average Household Income = \$35,695 <i>(city wide = \$56,744)</i>	Average Value of Dwelling = \$210,457 <i>(city wide = 313,464)</i>	Two-Parent Families with Children at home = 26% <i>(city-wide = 36%)</i>
Percentage of renter-households that pay 30% or more of their gross income on rent = 54% <i>(city wide = 43%)</i>	Owned Dwellings = 61% <i>(city wide = 70%)</i>	Unemployment Rate = 13.7% <i>(city wide = 7.2%)</i>

Please note, census area for the above summary extends beyond the plan area to include those lands between and north of the Haliburton Road and Old Victoria Road intersection with the Island Highway.



## Neighbourhood History

The Snuneymuxw, a Coast Salish people, have lived on the Nanaimo Harbour for thousands of years. Their origin stories reveal that the first man and woman came down from Mt Benson to live on the shores of Nanaimo Harbour. Their children established many villages, one in the south end of the present City of Nanaimo. Reserve #1, as it is known today, was an important location to access the abundant resources of the Nanaimo River Estuary. A long row of longhouses once lined the sandy beach and canoes were anchored to the shore. Extensive fish weirs and fish traps were set out in the estuary and a number of high nets strategically placed to catch ducks as they flew by. Shellfish such as clams, oysters, mussels and crabs were also abundant and the Estuary was known as the 'breadbasket' of the Nation. Deer and elk were hunted and a number of plants were harvested in the forested woods behind the longhouses. Also close by, were many sacred sites that were evidence of Haals the creator as he transformed the land for the Snuneymuxw people to use. Petroglyph Park was one such site that is linked to an important story of the creation of the area.

The South End first welcomed non-native settlers in the 1850s, and by the 1880s, the area was home to most of Nanaimo's population. Named for Thomas Chandler Haliburton, a Nova Scotian who owned shares in the coal company, Haliburton Street was the neighbourhood's main street and was lined with residences, hotels, and small stores. While the working class majority lived in the now iconic miner's cottages still scattered throughout the area, there were also pockets of grander housing.

The Neighbourhood was also the historical location of Nanaimo's "Second Chinatown". The first Chinatown was a scattered collection of buildings in the Victoria Crescent / Esplanade area. The "Second Chinatown" consisted of eight acres outside the City limits in the View / Princess Street area, set aside for the Chinese by the coal company in 1884. Here, the Chinese were permitted to build dwellings and shops rent-free, except that workers on the payroll were levied a tax of one dollar per month. Around 1908, a Chinese merchant acquired the lease on the property and introduced rents. In response, resentful residents formed a mutual society, purchased property at Hecate and Pine Streets and moved all the buildings to the "Third Chinatown" near the intersection of Pine and Hecate Streets in the City's Nob Hill and Old City areas.

The South End's industrial heritage is the city's most significant. At the time of its closure in 1938, the No. 1 Mine, located at the foot of Milton Street, was the oldest operating coal mine in British Columbia. Over 18 million tons of coal had been removed from beneath Nanaimo's Harbour. During its 55 years of operation, the mine was the city's biggest employer. The huge tipples and adjacent buildings were daily reminders of the community's dependence on an often unstable and always dangerous industry. In fact, labour unions arose from the terrible working conditions in Nanaimo's mines. In 1887 alone, 150 miners were killed by an explosion at the No. 1 Mine. In the late 1800s and the early 1900s, miners organized into unions such as the One Big Union and the Mine Mill and Smelter Workers Union to fight (often bitterly) for workers safety and better wages through the ensuing decades.

After the mine closed, other industries developed, most notably at the Assembly Wharf, but none were as dominant as coal mining. The area became increasingly commercial after the 1950s and many residences on Nicol Street were demolished to make way for stores, motels, and service stations. Today, the area is a mix of residential, commercial and industrial uses. The neighbourhood's strong, working class roots are evidenced in this mix and in the number of miner's cottages and other heritage buildings still in existence.

*[For further reference, see Appendix B: Historic Street Names and Points of Interest and key historical buildings and sites identified on the brochure entitled "South End Heritage Walk: A Walk Through Time" produced by the City of Nanaimo and posted on the heritage section of the City's website at [www.nanaimo.ca](http://www.nanaimo.ca).]*



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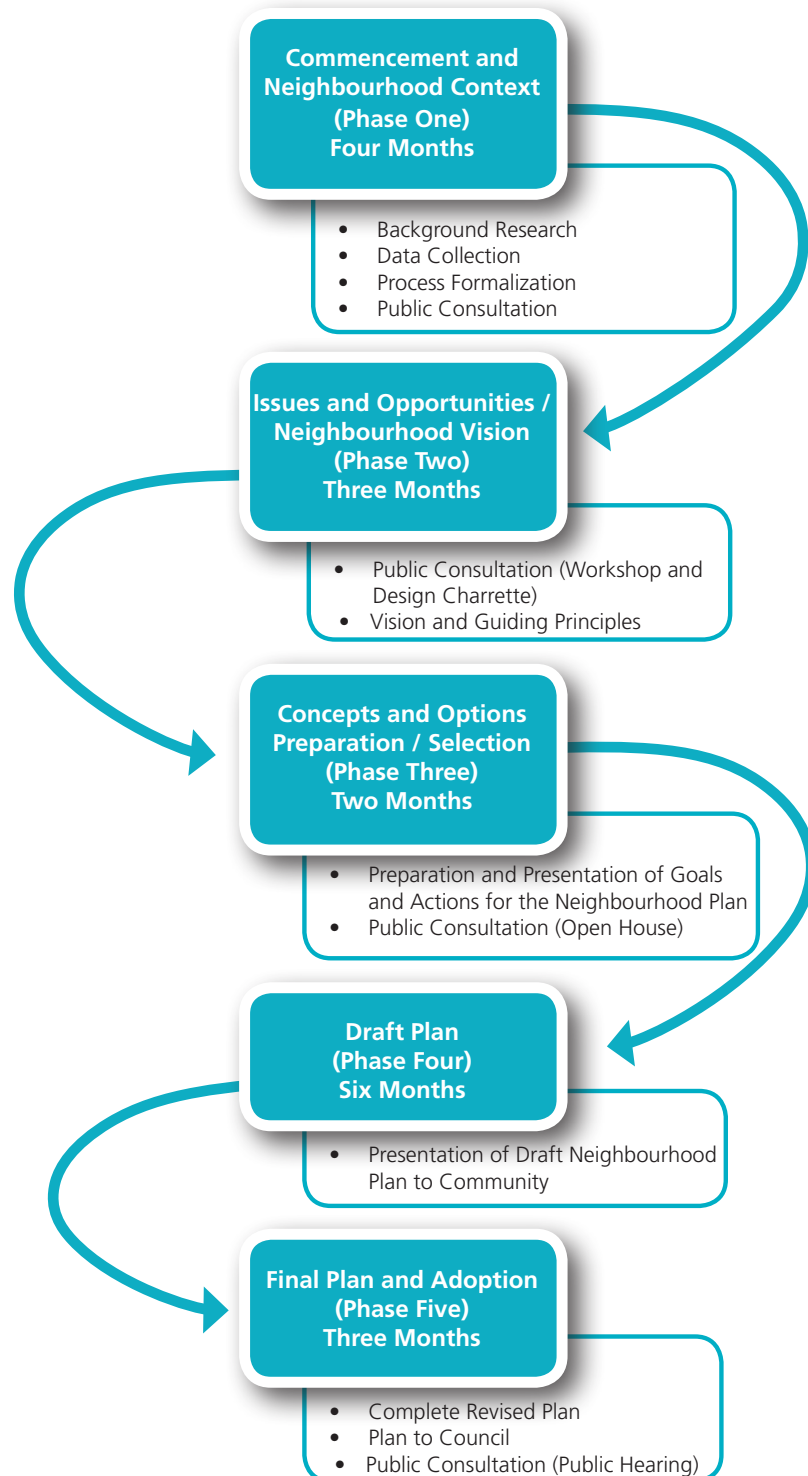
## Part 2 Neighbourhood Plan Process

### 2.1 Process Outline



## 2.1 Process Outline

The South End Neighbourhood Plan process progressed through five phases spanning a time period of approximately eighteen months starting in July, 2009.



### Phase One: Commencement and Neighbourhood Context

This phase included the initial research work required to produce a community profile. Information compiled included summaries of the plan area's existing demographic statistics, land use, topography, development projects, infrastructure, and projects on the City's Five Year Capital Plan. Survey work was also completed to photograph the neighbourhood and confirm actual land use.

The South End Neighbourhood Plan Committee was also formed and comprised of the following members:

- Five members of the South End Community Association
- Two residential, at large members
- Two business, at large members
- One industrial property owner representative
- One seniors representative
- One youth representative

An orientation session to outline the neighbourhood plan process and introduce the members was held on 2009-JUL-02. This was followed by two neighbourhood committee walkabouts in late July.

In addition, an in-house technical advisory committee was created with representatives from the City's Parks, Recreation and Culture, Current Planning, Engineering and Economic Development Departments to review the plan document as it evolved, and provide input to the project team.

An urban design team, including members from Urban Forum Associates and Ramsay Warden Architects was hired to develop content for the plan's urban design framework and design guideline sections.

An open house was held 2009-OCT-06 to introduce the neighbourhood plan process and community profile information to local residents and business owners. A comment sheet was given out requesting input on strengths and weaknesses of the neighbourhood. Over 120 people attended and 57 filled out and returned the comment sheet.

### Phase Two: Issues and Opportunities / Neighbourhood Vision

An Issues and Opportunities Workshop was held 2009-NOV-12 to confirm issues and suggest ideas for addressing these issues, and identify draft guiding principles for the plan. Over 42 people participated in the workshop and were divided into 5 working groups with facilitators drawn from the neighbourhood. The working groups addressed a series of questions together. In addition, 18 people independently completed an associated work sheet.





### **Phase Three: Concepts and Options Preparation / Selection**

A two day design workshop was held on 2010-JAN-08 and JAN-09, in association with the City's urban design consultants. Approximately 43 residents and businesses owners from the neighbourhood participated in developing a series of urban design concepts for the neighbourhood.

A Concepts and Options Open House was held on 2010-MAR-02 to present draft guiding principles, land use options and plan concepts to the public. Over 102 people attended and 54 filled out a comment sheet seeking feedback on the guidelines and concepts, and preferences with respect to land use options.

### **Phase Four: Draft Plan**

An open house was held 2010-JUN-17 to present the draft plan to the public. Over 74 people attended and 19 filled out comment sheets seeking input with respect to the draft plan.

The draft plan was formally referred to the City's in-house technical advisory committee for review and input, as well as local stakeholder agencies and organizations impacted by the neighbourhood plan including the Snuneymuxw First Nation, Nanaimo Port Authority, Ministry of Transportation, Ministry of Environment, Department of Fisheries and Oceans, Vancouver Island Health Authority, School Board #68, Island Corridor Foundation, Downtown Nanaimo Business Improvement Area and abutting neighbourhood associations.

### **Phase Five: Final Plan and Adoption**

Based on input received from stakeholder agencies and organizations, the City's in-house technical advisory committee and the neighbourhood committee, a final draft of the plan was completed in September, 2010, reviewed by the Plan Nanaimo Advisory Committee, and then adopted by Council as an amendment to the Official Community Plan.



## Part 3 Neighbourhood Sustainability

- 3.1 What is a Sustainable Neighbourhood?
- 3.2 Sustainability Concepts as Applied to the South End's Neighbourhood Design



### 3.1 What is a Sustainable Neighbourhood?

Working toward a more sustainable city is the overarching principle of the City's Official Community Plan. There is some urgency to this goal. As noted in a City of Vancouver planning report for the Southeast False Creek neighbourhood: "Projections indicate that the population of the world will surpass 10 billion people within the next 30 years. *Our Common Future*, a 1987 United Nations report on the environment and development, established that if we continue to develop with current practices, the earth will not be able to supply enough resources or absorb the waste and pollution for a population of this size." The rising challenges of the new century such as global warming and climate change, energy and resource shortages, food shortages, and economic and social instability, require a new approach to our development and consumption patterns in order to sustain ourselves into the foreseeable future.

Sustainability is a product of three interacting and equally important spheres of interest – environment, society and the economy. As described in the OCP, "Sustainability is about recognizing that our economy exists within society; society exists within the environment; and the environment surrounds and supports society."

Within the context of the City of Nanaimo, a community that fits this sustainable model is defined as one that offers homes that are located near shops, schools, recreation, work and other daily destinations.

It is a community that offers safe and convenient opportunities to walk, cycle or take public transit. This helps to reduce the time and money spent on driving, reduces greenhouse gas emissions, makes efficient use of land and services, and improves residents' physical health.

And finally, it is a community that has an increased housing density to generate a population base that will support commercial services, other utilities and the provision of public transit. In addition, mixed use development is supported so that a variety of uses and affordability levels can be found within a convenient distance; and investment in alternative modes of transportation, including pedestrian and cycling trails that connect one place to another, is viable.

## 3.2 Sustainability Concepts as Applied to South End Neighbourhood Design

At the neighbourhood level, the basic concepts of sustainability recognize the following:

- There is need to reduce our carbon footprint.
- Ecosystems are complex, so we need to enhance habitat and responsibly manage water resources, in particular, through alternative stormwater management methods.
- Walkability and connectivity are critical, and are achieved through:
  - short blocks;
  - multiple pedestrian pathways with a variety of routes;
  - goods and services located close to home;
  - cost effective and convenient transit;
  - safe and pleasant sidewalks and intersection crossings; and
  - compact mixed use building forms.
- Increased density and greater variety in housing choices helps to support local services and transit, and reduces greenhouse gas emissions:
  - a mix of housing types allows people through all stages of life to find a place in the neighbourhood;
  - increased density reduces service and infrastructure costs; and
  - increase housing choice contributes to social sustainability and creation of a more complete community.
- Energy sharing and district energy systems are important strategies.
- Introduction of Green Building Standards is critical to allow for opportunities to incorporate natural habitat elements into building design (e.g. green roof and walls) where appropriate.
- Re-use and adaptation of existing buildings to reduce waste to landfill.



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## Part 4 Guiding Principles

## Guiding Principles

The following ten guiding principles are based on areas of importance identified by the community through the plan process and are numbered in order of priority. These principles form a bridge between the overarching goals of the City's Official Community Plan, and the Neighbourhood Plan's policies and actions.



- 1 Develop a strong sense of community by promoting neighbourhood beautification, gathering places, neighbourhood interaction and crime prevention.** The South End neighbourhood strongly supports initiatives that improve both the physical and social fabric of the community, and promotes a strong sense of community identity and stability through community interaction and mutual aid.



- 2 Work toward a safe, vibrant, sustainable, mixed-use neighbourhood.** The neighbourhood considers increased residential density and a greater variety of commercial uses located in the neighbourhood to serve its residents a priority. A complete, compact community that achieves the sustainability goals of the City's Official Community Plan is supported.



- 3 Build neighbourhood pedestrian interconnectivity by ensuring availability of well-connected open space including waterfront access.** Improved connectivity between existing parks and open spaces is encouraged by the neighbourhood, particularly in a manner that would better connect the eastern and western areas of the neighbourhood that are currently bisected by Nicol Street. Connection to the waterfront is also a key consideration.



- 4 Develop an effective and safe transportation network.** The neighbourhood supports the efficient use of public transit within the community, balanced with a safe road network, and the creation of greenways that give increased priority to cyclists and pedestrians.



- 5 Preserve, enhance and restore the natural environment.** The preservation and enhancement of the neighbourhood's remaining natural areas and waterfront is valued, along with the need to "green" existing parks and urban areas, and promote the use of sustainable building technologies and alternative energy sources.



**6 New development should reflect neighbourhood character.** Preference was shown for development that integrates well within the neighbourhood's existing built form and that reflects historic design characteristics found in the community.



**9 Provide for a range of housing choices and affordability.** The creation of housing choice and affordability is supported within the neighbourhood through the creation of residential development that supports a variety of income levels, ages and tenure.



**7 Preserve heritage buildings and historic sites, and promote cultural tourism.** The neighbourhood supported the preservation of the areas built heritage, both for its tangible connection to the area's mining history and also for its cultural tourism value.



**10 Encourage local economic activity.** The neighbourhood supports a diverse, vibrant local economy that provides increased commercial activity, local job and business development opportunities. The neighbourhood also sees investment in local business and development as a key economic driver in the area's revitalization.



**8 Maintain key views and unique vistas.** The neighbourhood exists on a slope which faces toward the Nanaimo Harbour to the east as well as Harewood to the west, and is therefore supportive of the maintenance of these views, particularly at natural view points and along the alignment of the community's road network.

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## Part 5 Neighbourhood Plan Policies

- 5.1 Land Use and Development
- 5.2 Open Space and Connectivity
- 5.3 Transportation and Infrastructure
- 5.4 Social Enrichment and Culture
- 5.5 Environmental Protection and Enhancement
- 5.6 Economic Development



## Neighbourhood Plan Policies Introduction

The following policies form the core of the neighbourhood plan and establish how the neighbourhood objectives identified throughout the plan process will be achieved. The neighbourhood envisioned by these objectives will be sustainable with a strong sense of community. It will be compact, with many forms of mixed use development resulting in a healthy and safe community life that is economically vibrant and diverse. The neighbourhood's open spaces and streets will be well connected, and will permit safe, pedestrian oriented mobility throughout the neighbourhood and in particular to the adjoining waterfront. The neighbourhood's natural environment will be safeguarded, nurtured and enhanced. New development will reflect the neighbourhood's unique historical character, provide a variety of commercial and housing opportunities, and will respect key public views and vistas. The corresponding policy actions will make this vision a reality ultimately resulting in a neighbourhood that is characterized by the plan's guiding principles.

For organizational purposes, the policies are grouped under the following key headings:

- Land Use and Development
- Open Space and Connectivity
- Transportation and Infrastructure
- Social Enrichment and Culture
- Environmental Protection and Enhancement
- Economic Development

Maps are used to convey geographic information related to a policy, or for illustrative purposes. Finally, an implementation strategy which prioritizes the policy actions is included in Part 7 of the Neighbourhood Plan.

## 5.1 Land Use and Development

The policies contained in this section direct the neighbourhood's future built form by guiding future land use and residential density. Increased residential density will be focused along the neighbourhood's primary roads and near the neighbourhood's interface with the adjoining Assembly Wharf / CP Lands. Mixed use development will be centred along Nicol Street and two key strategic points within the neighbourhood – near the intersection of Haliburton and Needham Streets, and next to the Assembly Wharf / CP Lands. Small scale commercial will be promoted within the neighbourhood's lower and medium density residential areas and density in these areas will be increased overall to ensure a local market for the neighbourhood's commercial uses. Public view sheds and street end views will be protected and the impact of industrial uses on surrounding land uses will be moderated.



Taken as a whole these policies support the following guiding principles identified in the plan process:

- **Work Toward a Safe, Vibrant, Sustainable, Mixed Use Neighbourhood;**
- **New Development Should Reflect Neighbourhood Character; and**
- **Maintain Key Views and Unique Vistas.**

### Policies

#### Neighbourhood Land Use

- 1 Neighbourhood land use designations are identified on Map 1: Neighbourhood Land Use and provide direction for the various forms of development which will occur within the community.

#### Urban Node

- 2 The Urban Node designation applies to the northern portion of Nicol Street and Victoria Road, as well as a portion of Fry Street, and serves as the southern extension of the Downtown Centre Urban Node defined as the City-wide and regional centre for arts and culture, celebrations and festivals, commercial services, government and professional offices, and higher density residential use. High density mixed use commercial/residential development is supported in this designation at 150+ dwelling units per hectare in two to six storey building forms.

#### Corridor – Mixed Use

- 3 The Corridor-Mixed Use designation applies to both the southern portion of Nicol Street and to a portion of Fry Street and Esplanade and is characterized by a mix of residential, commercial, professional



and service uses at a density range from 50-150 dwelling units per hectare in two to four storey building forms.

- 4 Commercial services within mixed use developments shall be supported in the Corridor-Mixed Use designation. In mixed use developments, ground floor uses will be retail, office, or community uses that invite public activity. Residential and/or professional uses will be encouraged in upper storeys.
- 5 Development in the Corridor-Mixed Use designation will address the interface between Corridor-Mixed Use and Neighbourhood. Design elements of building siting, height and massing (including stepped back upper floors) will be used to ensure a transition from the Corridor to the adjacent Neighbourhood scale.

#### **Corridor – Residential**

- 6 The Corridor-Residential designation applies to land located in the western portion of the neighbourhood primarily along Victoria Road, Old Victoria Road and Strickland Street. The designation supports residential densities of 50 to 150 dwelling units per hectare in two to four storey building forms.
- 7 Small scale commercial uses providing community and personal services for the day to day needs of local residents mixed with residential development is supported at street corners throughout the Corridor-Residential designation area.
- 8 Development in the Corridor - Residential designation will address the interface between Corridor - Residential and Neighbourhood. Design elements of building siting, height and massing (including stepped back upper floors) will be used to ensure a transition from the Corridor to the adjacent Neighbourhood scale.

#### **Commercial Centre – Neighbourhood**

- 9 The Commercial Centre – Neighbourhood designation applies to land surrounding the intersection of Needham and Haliburton Streets, and is characterized by a mix of residential, commercial, professional, and service with residential densities of 50 to 150 dwelling units per hectare in two to four storey building forms.
- 10 Stand alone commercial services shall be supported in the Commercial Centre-Neighbourhood designation.
- 11 Development in the Commercial Centre - Neighbourhood designation will address the interface between Commercial Centre - Neighbourhood and Neighbourhood. Design elements of building siting, height, and massing (including stepped back upper floors) will be used to ensure a transition from the Commercial Centre to the adjacent Neighbourhood scale.



## Neighbourhood

- 12 Predominately located on and near Haliburton Street and View Street, the Neighbourhood designation provides for lower density residential areas along with parks and open spaces, schools, and local service centres supporting residential neighbourhoods. Development on lands with the Neighbourhood designation will be characterized by a mix of low density residential uses and may include detached and semi-detached dwelling units, secondary suites, coach houses, special needs housing, mobile homes, duplexes, triplexes, quadruplexes, and townhouses. The designation supports residential densities from 10 to 50 dwelling units per hectare in two to four storey building forms.
- 13 Local service centres in the form of small scale commercial or mixed use development is supported at street corners along Haliburton Street on land designated Neighbourhood.
- 14 The infill of residential lots is encouraged and will be designed to complement existing neighbourhood character including the ground oriented nature of existing housing.
- 15 The integration of higher density forms of ground oriented residential housing that complement existing neighbourhood character shall be encouraged on major roads and within and adjacent to Commercial Centres – Neighbourhood.
- 16 Home-based business secondary to the principal residence will be encouraged provided that such businesses are compatible with existing adjacent uses and the environment.



## Light Industrial

- 17 The Light Industrial designation applies to land located in the southern portion of the neighbourhood straddling Old Victoria Road, and is generally characterized by processing, manufacturing and assembly operations, storage, warehousing, distribution, equipment sales and repairs, printing and reproduction, construction, wholesale, transportation, communications related to businesses, and auto parts retailers.
- 18 Land uses in the Light Industrial designation must not create noise or emissions, operate at hours incompatible with residential uses, require outdoor storage space or be unsightly, or use, generate or store hazardous materials.
- 19 Office uses will only be allowed as ancillary to permitted Light Industrial primary uses.
- 20 A substantial buffer of either natural or man-made features, or uses which provide adequate transition to residential uses will be provided between industrial and residential uses.



## Waterfront

- 21 The Waterfront designation applies to ocean and foreshore areas located south of Reserve #1, and is characterized by waterfront recreation uses, trails and public viewing opportunities.

## Parks and Open Space

- 22 Existing Parks and Open Space lands, as well as possible future park land, are identified on Map 1: Neighbourhood Land Use. The locations of potential future park land are intended to indicate general area only. These lands will be used for a range of uses that serve as parks, open space and recreation areas for the enjoyment of the general public.

## Neighbourhood Views

- 23 Maintenance of existing panoramic and street end views to the Nanaimo Harbour will be considered in the design of new development, particularly with respect to building siting.
- 24 The City will work with the Assembly Wharf/CP Lands stakeholders and South End Community Association to ensure any future planning or redevelopment on the Assembly Wharf/CP Lands considers impact on views to the harbour from the neighbourhood.

## Incompatible Land Use

- 25 Commercial and industrial uses that are incompatible with nearby residential uses will be encouraged to relocate to industrially designated land along Old Victoria Road or to industrially designated lands located outside of the neighbourhood.
- 26 In order to lessen future land use conflict with surrounding residential designations and reflect actual use, lands located at the southern portion of the neighbourhood along Old Victoria Road will be redesignated from Industrial to Light Industrial as identified on Map 1: Neighbourhood Land Use.

## Heritage Buildings and Sites

- 27 Reuse of the neighbourhood's historic buildings and sites is encouraged.
- 28 Sensitive infill on a heritage site is supported where the heritage value of the site, including buildings, trees and signage, is conserved.

## 5.2 Open Space and Connectivity

The policies contained in this section focus on improving the neighbourhood's parks and open space assets and pedestrian mobility. Walkway connectivity will be formalized throughout the neighbourhood, and in particular, waterfront and access along the E&N Rail Line. Existing parks and open space will be enhanced as well as new ones added and finally, urban agriculture and local food security will be promoted and community gardens established.

As a whole these policies support the following guiding principle identified in the plan process:

- **Build Neighbourhood Pedestrian Interconnectivity by Ensuring Availability of Well Connected Open Space Including Waterfront Access.**



### Policies

#### Parks and Open Space

- 1 The feasibility of future park and open space acquisition and development at the locations generally indicated on Map 1: Neighbourhood Land Use will be considered in future updates to the Parks, Recreation & Culture Master Plan, Trail Implementation Plan, and Official Community Plan.
- 2 A comprehensive trail system is encouraged for the vacant lands between South Street, Old Victoria Road and the Island Highway, in conjunction with any development proposed in this area.
- 3 To reinforce the neighbourhood's mining history and sense of place, a heritage theme will be considered when improvements are made to the neighbourhood's parks and open spaces.
- 4 More seating opportunities will be considered in the neighbourhood's parks and along pedestrian walkways, and environmentally friendly alternatives to traditional materials and design may be used in their construction.
- 5 The City will work with the South End Community Association to evaluate whether additional bike racks should be placed at Deverill Square Park, Knowles Park and other locations.
- 6 Improvements to Deverill Square Park will continue, building on the large investment made over the past two years under the Deverill Square Park Improvement Plan.



- 7 Parks and open spaces in the neighbourhood will be designed or improved in accordance with principles of universal access, barrier-free design and CPTED (Crime Prevention Through Environmental Design).
- 8 The strategic placement of observation and interpretive sites promoting the area's local history, geography and environmental features throughout the neighbourhood is encouraged.
- 9 The location of a view point at the northern end of View Street will be considered.

#### **Neighbourhood Connectivity**

- 10 Pedestrian connectivity opportunities in the neighbourhood will be encouraged via signage, road markings and road access improvements between parks and open spaces, and along existing streets running from east to west, consistent with the City's Parks, Recreation & Culture Master Plan, Trail Implementation Plan and Official Community Plan.

#### **Waterfront Access**

- 11 Additional waterfront access for the neighbourhood will be considered whenever waterfront development is implemented or occurs.
- 12 Access from the neighbourhood to the waterfront is supported along the following streets: Milton, Farquhar, Sabiston, Needham, Robins and Woodhouse.

#### **Waterfront Park / Walk / Boat Launch**

- 13 As part of a plan for the Assembly Wharf / CP Lands, the City will initiate discussions with both the Nanaimo Port Authority and the Snunemuxw First Nation to jointly design a new waterfront park, waterfront walkway, and public boat launch area within the future plan area just north of the Reserve #1 boundary.
- 14 The feasibility of extending a waterfront walk along the entire length of the neighbourhood, with particular focus along the existing rail access as a dual-use rail / pedestrian corridor, will be explored with the waterfront stakeholders.

#### **Community Gardens / Urban Agriculture**

- 15 The City will support the South End Community Association and local community garden / food security group efforts to enhance community garden and urban agriculture opportunities in the neighbourhood.

**E&N Multi-Purpose Trail**

- 16 The City will continue to work with the Island Corridor Foundation to develop the E&N Trail through the neighbourhood as an important cycling and walking corridor connection to / from Downtown and beyond. The corridor will integrate into the neighbourhood through connections to adjacent pedestrian cycling linkages, consistent with the City's Trail Implementation Plan, Bicycle Network Plan and Map 2: Pedestrian Connectivity and Road Classification.



### 5.3 Transportation and Infrastructure



The policies contained in this section primarily focus on the neighbourhood's traffic safety, vehicle mobility and streetscape condition. Vehicle and pedestrian safety will be improved along the neighbourhood's primary roads, as well as improved road maintenance particularly where roads lack curbs and sidewalks. Neighbourhood streetscapes will be greened and the pedestrian experience along these streets improved. Street lighting levels along both Haliburton Street and Victoria Road will be improved and transit service enhanced. And finally, a sense of entry into the neighbourhood will be created by the use of gateway signage at key entry points.

As a whole these policies support the following guiding principles identified in the plan process:

- **Develop Effective and Safe Transportation Networks.**

#### Policies

##### Road Classifications

- 1 The City's existing major Road Classifications for the neighbourhood as identified in the Official Community Plan are maintained as noted on Map 2: Pedestrian Connectivity and Road Classification.

##### High Street

- 2 Nicol Street will become the neighbourhood's focus for commercial and higher density residential uses. The street will be animated and commercially active, yet provide an improved, more comfortable pedestrian experience consistent with the streetscape design guidelines contained within this plan.

##### Pedestrian Greenways

- 3 Haliburton Street will become a pedestrian friendly greenway, and the focus of local retail and community gathering in the neighbourhood. Street redevelopment will be consistent with the design guidelines contained within this plan, and will encourage walking and cycling through an improved pedestrian experience and cycle lanes, reinforcing the street role as a dedicated cycle route under the Official Community Plan.
- 4 Victoria Road / Old Victoria Road will become a pedestrian oriented greenway that incorporates extensive landscaping and supports the existing residential heritage character along its length. Street redevelopment will be consistent with the design guidelines contained within this plan and will support efficient vehicle mobility within a pedestrian friendly streetscape.

- 5 South Street, Robins Street, Needham Street and Farquhar Street will be developed as east-west pedestrian greenways improving the pedestrian connection between the neighbourhood's western and eastern areas as bisected by Nicol Street, and encouraging access to the waterfront.

### **E&N Railway**

- 6 The creation of a flag stop at the intersection of the rail line and Fifth Street will be encouraged to promote rail access and use in the neighbourhood.

### **Parking**

- 7 To encourage alternative modes of travel and more compact, efficient urban building forms, reduced off-street parking will be supported on those lands designated Urban Node, Corridor-Mixed Use and Commercial Centre-Neighbourhood on Map 1: Neighbourhood Land Use.
- 8 On-street parking and off-street parking areas shall be placed and designed according to the parking design guidelines contained within this plan.

### **Traffic and Pedestrian Safety**

- 9 Pedestrian safety road design techniques will be considered for Nicol Street, Haliburton Street and Victoria Road to reduce traffic speeds and increase pedestrian safety and convenience, particularly at key intersection crosswalk points.
- 10 The City will work with the Provincial Government to evaluate the feasibility of installing a traffic light at the intersection of Haliburton Road and the Island Highway to address traffic safety concerns raised by neighbourhood residents and businesses.
- 11 To reduce through traffic and improve pedestrian safety on View Street, the feasibility of constructing a cul-de-sac between Rainer and South Streets, or limiting traffic movement to a right in, right out configuration at the intersection of View Street and South Street will be reviewed.
- 12 To improve vehicle and pedestrian safety at the intersection of Victoria Road and Needham Street, and on View Street in front of Bayview School, the feasibility of closing the section of Old Victoria Road intersecting with Needham Street to vehicle traffic to create a cul-de-sac / linear pedestrian park, or alternatively, converting this road section into a one way heading northeast, and reversing the direction of the existing one way on View street in front of Bayview School will be explored.





### **Road Maintenance**

- 13 Road and lane conditions throughout the neighbourhood will be evaluated for possible addition to the Five-Year Capital Plan where warranted.
- 14 Construction of sidewalks and curb upgrades at the locations identified in Map 3 - Transportation and Infrastructure, will be evaluated under the City's sidewalk construction program or Five-Year Capital Plan with priority given to Haliburton Street and Victoria Road.
- 15 The City will support the South End Community Association and property owners who abut lanes with their efforts to clean up and beautify the lanes.

### **Alternate Streetscape Design**

- 16 Development of alternate streetscape design standards for local and commercial roads, and lanes located in the neighbourhood will be considered that are greener and more environmentally sustainable than existing standards.
- 17 The City will continue to work with BC Hydro to evaluate where candidates for power line burial may exist under BC Hydro's power line burial program, and how these projects can be facilitated in cooperation with the City of Nanaimo.

### **Street Lighting**

- 18 A long term, phased lighting improvement plan will be developed for both Haliburton Street and Victoria Road starting at Crace Street and Victoria Crescent and moving south down both streets. Along both streets, the use of lower, pedestrian scaled light poles with Low Energy streetlight technology that reflect the neighbourhood design context will be considered.
- 19 Lighting levels along all lanes located in the neighbourhood will be evaluated and updated with pedestrian scaled light poles equipped with Low Energy streetlight technology where warranted and budget allows.

### **Transit Service**

- 20 The Regional District of Nanaimo Transit Authority will be encouraged to work with the South End Community Association and the City of Nanaimo to review transit use and improvements in the neighbourhood.

### **Gateways**

- 21 Gateway signage will be considered in order to better define entry into the historic South End and to highlight a unique sense of place.



## 5.4 Social Enrichment and Culture

The policies contained in this section encourage the neighbourhood's future social enrichment and cultural development. Neighbourhood beautification and the interconnection of small scale public spaces will be supported. Social service delivery will be dispersed and the stability of the neighbourhood's social ecosystem will be maintained with attention paid to crime prevention, public disorder, delivery of social services, and improving resources for seniors and youth. Communication amongst neighbourhood residents and with other groups such as the Snuneymuxw First Nation and the City of Nanaimo will be improved. The neighbourhood's historic resources will be recognized and conserved, and in particular, Petroglyph Park will be maintained and promoted as a heritage asset. And finally, existing community gathering spaces will be enhanced and new ones created.



As a whole these policies support the following guiding principle identified in the plan process:

- **Develop a Strong Sense of Community by Promoting Neighbourhood Beautification, Gathering Places and Neighbourhood Interaction and Crime Prevention;**
- **Provide for a Range of Housing Choices and Affordability; and**
- **Preserve Heritage Buildings and Historic Sites and Promote Cultural Tourism.**

### Policies

#### Neighbourhood Beautification

- 1 The City will work with the South End Community Association and the Downtown Nanaimo Business Improvement Association to initiate and support neighbourhood beautification / clean-up efforts.
- 2 Creation of a series of interconnected small scale public green spaces, public art spaces, and urban pedestrian nodes throughout the neighbourhood will be encouraged, with particular focus on Haliburton Street, Victoria Road and Needham Street.
- 3 The City will work cooperatively with the South End Community Association and the Snuneymuxw First Nation to develop and place interactive, public art in parks and open spaces throughout the neighbourhood under the City's Volunteers in Parks Program in order to reinforce the neighbourhood's unique sense of place.
- 4 The City will work with the Provincial Government to install wayfinding signage along Nicol Street which identifies key points of interest or locations in and around the neighbourhood (e.g. Deverill Square Park, SFN Reserve #1, Petroglyph Park, Knowles Park, VIU, Downtown).
- 5 The City will work with the South End Community Association to explore the feasibility of naming lanes located in the neighbourhood.



### **Social Services / Affordable Housing**

- 6 The City's existing decentralization, notification and community engagement policy with respect to the location of social service and supportive housing uses in the neighbourhood will be supported.
- 7 Construction of affordable housing units within new residential development in the neighbourhood, and setting a specific affordable housing unit target per development as part of the City's overall housing policy, will be encouraged.

### **Safety and Security**

- 8 Neighbourhood stability and continued security will be provided through the combined efforts of the City's Bylaw Services Department, RCMP, Snuneymuxw First Nation and neighbourhood residents.
- 9 The City will work in partnership with other stakeholders to initiate social planning, education and public health efforts in the neighbourhood that target the area's social issues including poverty, drug use and prostitution.

### **Seniors and Youth**

- 10 The City will work with the South End Community Association to develop park, recreation and culture opportunities in the neighbourhood that include both a senior and teenager focus, and promote universal accessibility in the design of park, trail and roadway improvements.
- 11 An adequate level of child care service located in the neighbourhood will be encouraged.

### **Communication and Partnerships**

- 12 Increased communication between the City, the neighbourhood, School District #68 and the Snuneymuxw First Nation for purposes of communication and partnership on servicing, security, community building, planning and arts / culture initiatives is encouraged.
- 13 The City will work with the South End Community Association to increase the Association's capacity for engaging and communicating with the neighbourhood as a whole.

### **Historic Buildings and Sites**

- 14 The review and placement of additional neighbourhood historical buildings and sites on the City's Official Heritage Register as listed in Appendix C is supported.

### Historical Interpretation

- 15 Public interpretation of the neighbourhood's mining history through signage, public art and educational programming will be supported.
- 16 The City will continue to work with the South End Community Association to promote the South End neighbourhood's history within the neighbourhood and the city.

### Petroglyph Park

- 17 The City will work toward a co-management agreement with the Provincial Government and Snuneymuxw First Nation similar to the agreements currently in place for Newcastle Island and Buttertubs Marsh, in order to implement maintenance improvements to Petroglyph Park, and to promote the park and its historical importance in the region.

### Community Gathering Spaces

- 18 The feasibility of adapting, in whole or in part, existing School District 68-owned buildings in the neighbourhood for use as a recreational, educational and social gathering place for the community will be explored through the City / School District 68 Joint Use Committee.
- 19 The Vancouver Island Regional Library, independently or in conjunction with the City / School District 68 Joint Use Committee, will be encouraged to locate a library in the neighbourhood.





## 5.5 Environmental Protection and Enhancement

The policies contained in this section focus on strategies for improving the neighbourhood's environmental profile. Recycling and garbage disposal efforts in the neighbourhood will be expanded. Cleanup and restoration efforts along the waterfront and at the Nanaimo / Chase River Estuary will be supported. Industrial impacts on the neighbourhood's residential areas will be reduced, and the neighbourhood's environmental characteristics will be monitored and enhanced. The use of sustainable technologies and environmental awareness throughout the neighbourhood will be promoted.

As a whole these policies support the following guiding principle identified in the plan process:

- **Preserve, Enhance and Restore the Natural Environment.**

### Policies

#### Recycling / Garbage Disposal

- 1 The City will work with the South End Community Association and neighbourhood residents and businesses to expand the scope of the neighbourhood's waste recycling and litter pick-up efforts.

#### Nanaimo River / Waterfront Cleanup

- 2 The City will continue to recognize the goals and objectives of the Nanaimo Estuary Management Plan and support the shared management approach being taken by the Nanaimo Estuary Management Committee.

#### Industrial Impacts

- 3 The City will continue to work with the South End Community Association and local industry to lessen industry related impacts on residential areas.

#### Environmental Monitoring, Resource Conservation and Emissions Reduction

- 4 Local utility companies will be encouraged to complete an Energy Audit of the Neighbourhood to identify how energy is being used in the neighbourhood and ways that government organizations, businesses and residents in the neighbourhood can reduce energy use.

- 5 The City will work with the South End Community Association and other stakeholders to establish a series of actions to meet the City's greenhouse gas emissions targets. These actions will include a baseline inventory, a specific emissions reduction plan and neighbourhood level performance goals for solid waste, transportation, energy use, air emissions, water use, open space protection/creation, tree planting and building construction as part of the city-wide Sustainability Action Plan and design guidelines.

### **Sustainable Building Technologies**

- 6 Energy efficiency retrofit programs for homes and businesses, and incentive programs to encourage use of sustainable building technologies (such as solar, geothermal and wind power) and green building standards will be promoted in the neighbourhood.
- 7 Green building performance standards for development in the neighbourhood (greater than 2 hectares (4.94 acres) will be encouraged.
- 8 Development of the Assembly Wharf / CP Lands as a model sustainable, green neighbourhood in a manner similar to Vancouver's Southeast False Creek or Victoria's Docksider Green is encouraged.
- 9 Exploration by the Vancouver Island Health Authority and School District #68 of the feasibility of using alternative energy sources such as wind, solar or geothermal power at Deverill Square Park / Princess Royal Family Centre, and at Bayview School will be encouraged.

### **Environmental Awareness**

- 10 The South End Community Association, with support from the City, will host periodic lectures and educational sessions promoting environmental and climate change awareness, and practical actions that can be taken by local residents and businesses to improve the neighbourhood's "green" profile.
- 11 The City's online Habitat Atlas will be used as an educational tool to highlight the neighbourhood's environmental features and the status of any monitoring / restoration programs in the community.





## 5.6 Economic Development

The policies contained in this section primarily focus on the neighbourhood's economic health and the promotion of revitalization. Development and redevelopment in the neighbourhood will be strategically promoted through development incentives. Investment in local, small scale commercial businesses through an economic development strategy will be encouraged. And finally, the neighbourhood will be actively promoted as a desirable location in which to invest and live.

As a whole these policies support the following guiding principle identified in the plan process:

- **Encourage Local Economic Activity.**

### Policies

#### Development Incentives

- 1 In order to encourage development and investment in the neighbourhood, the feasibility of establishing a Development Incentive Program designed to encourage commercial / residential development investment along the plan area's Urban Node, Mixed Use Corridors and Neighbourhood Commercial designated lands will be explored.
- 2 Lower off-street parking requirements will be considered for multiple family residential developments along the plan area's Urban Node, Mixed Use Corridors and Neighbourhood Commercial designated lands in order to encourage redevelopment and promote compact urban development, and alternative modes of travel.

#### Brownfield Redevelopment

- 3 In order to promote the timely redevelopment of vacant properties located on Nicol Street previously used as gas stations, the feasibility of establishing a Brownfield Redevelopment Program designed to encourage mixed used residential / commercial infill will be considered.

#### Community Economic Development

- 4 The location of a farmer's market within the neighbourhood will be encouraged.
- 5 Increased employment and business creation will be supported in the neighbourhood.
- 6 Increased incentives for heritage home rehabilitation in the neighbourhood will be considered.

#### Neighbourhood Promotion

- 7 The neighbourhood will be promoted as a good place to invest, grow a business, and live.



## Part 6 Urban Design Framework & Guidelines

- 6.1 Urban Design Framework
- 6.2 Urban Design Guidelines

## 6.1 Urban Design Framework Introduction

The Urban Design Framework for the South End Neighbourhood is intended to provide overall direction on neighbourhood-wide design systems and elements such as pedestrian connectivity, public open space, view protection, neighbourhood edges, building form and site design.

The intent of the Urban Design Framework is to establish the broad urban design strategies for the South End Neighbourhood Plan, so that other more site-specific and building-specific elements can then be integrated in a consistent manner. The Urban Design Framework establishes the context for the more specific Urban Design Guidelines that follow. The Framework also complements the policies contained in the neighbourhood plan, as well as supplements related development permit guidelines that currently form part of the Official Community Plan (specifically DPA's 5 and 9).

Implementation of the Urban Design Framework directions will result in a more coherent neighbourhood that is focused on a mixed-use neighbourhood centre, a higher density commercial High Street, a greenway, intensified residential densities in certain areas, an enhanced public realm, retention of heritage character, infill building form that is complimentary to the neighbourhood's existing built form, and improved access to the waterfront. It also reinforces the neighbourhood's existing sense of place as well as suggests a continuous waterfront trail, an extension of a trail along the E & N Railway line, improved connections to neighbouring areas, and additional green space.

In addition, the Framework establishes a hierarchy of pedestrian-oriented streets through the neighbourhood, a network of public open spaces that are connected by these routes, and identifies the key public views (both street-end and panoramic) that should be protected with future development.



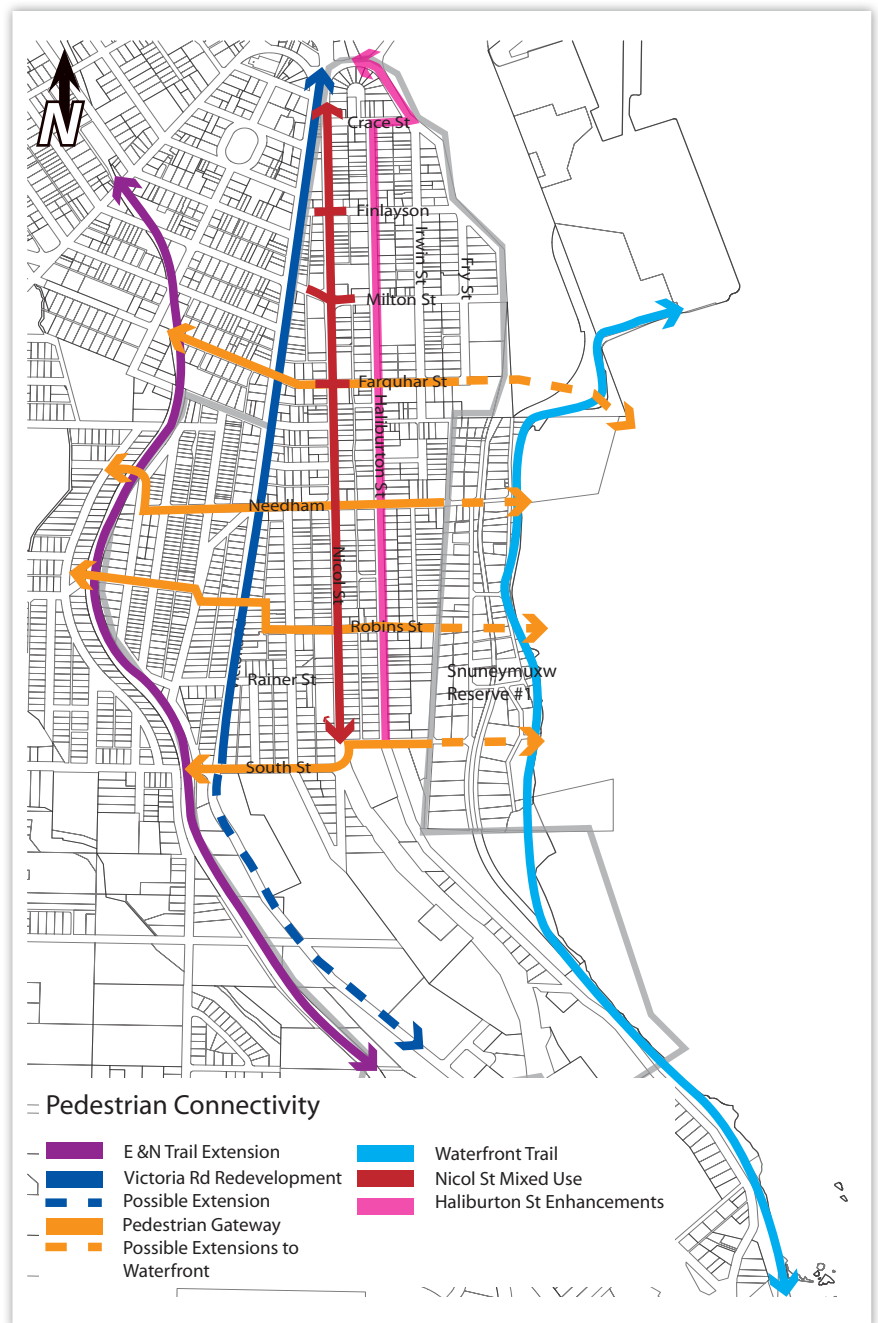


### 6.1.1 Pedestrian Connectivity

Pedestrian connections integrated into a fine grained network of streets, cycle and transit routes are the foundation for sustainable neighbourhoods. Successful new development should maintain and expand this important network.

#### Key Strategies

- Nicol Street to be developed as a vibrant, urban, pedestrian friendly, mixed use street.
- Haliburton Street to be developed as a neighbourhood greenway with small scale neighbourhood oriented commercial development at street intersections.
- The area around Haliburton Street / Needham Street to be redeveloped as the historic neighbourhood center.
- Victoria Road to be developed as a pedestrian oriented thoroughfare.
- Develop a continuous Waterfront Trail in partnership with waterfront stakeholders.
- Develop a continuous trail along the E & N Railway.
- South Street, Robins Street, Needham Street and Farquhar Street to be developed as primary east-west pedestrian greenways with potential connections to the waterfront, pedestrian crossings at street intersections and connections to surrounding neighbourhoods.



### 6.1.2 Public Open Space

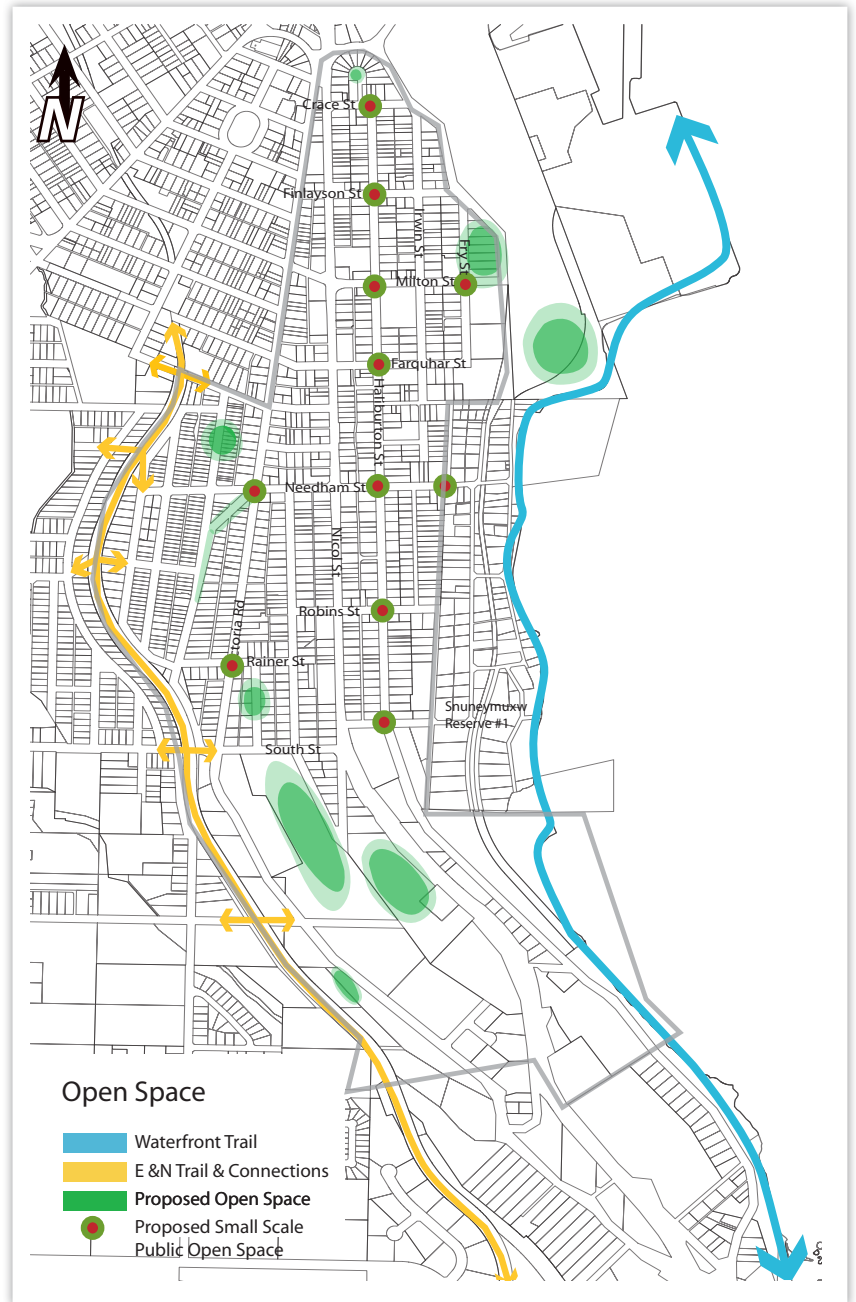
The development of high quality public open spaces combined with a fine grained pedestrian network supports neighbourhood sustainability goals and builds on existing neighbourhood assets. A variety of public open spaces such as designated parks, community gardens or informal spaces incorporated into the street design can meet the future needs of the community.

#### Key Strategies

- Preserve and enhance existing parks, waterways and ecologically sensitive areas.
- Create a major park linked to a trail network on the vacant land in the southwest portion of South End.
- Develop a neighbourhood park/beach/boat launch at the foot of Farquhar Street.
- Create a lookout park at the natural high point at the northern end of View Street.
- Incorporate small scale public open spaces (indicated by ● below) for seating or planting into the Haliburton streetwall and key neighbourhood intersections (refer to adjacent diagram).



- Connect small scale public open spaces with pedestrian oriented streets.
- Extend the trail along the E & N railway and provide connections to the surrounding community.
- Develop a habitat corridor through a series of interconnected small scale public green spaces.
- Provide opportunities throughout the neighbourhood for community gardens and urban agriculture.

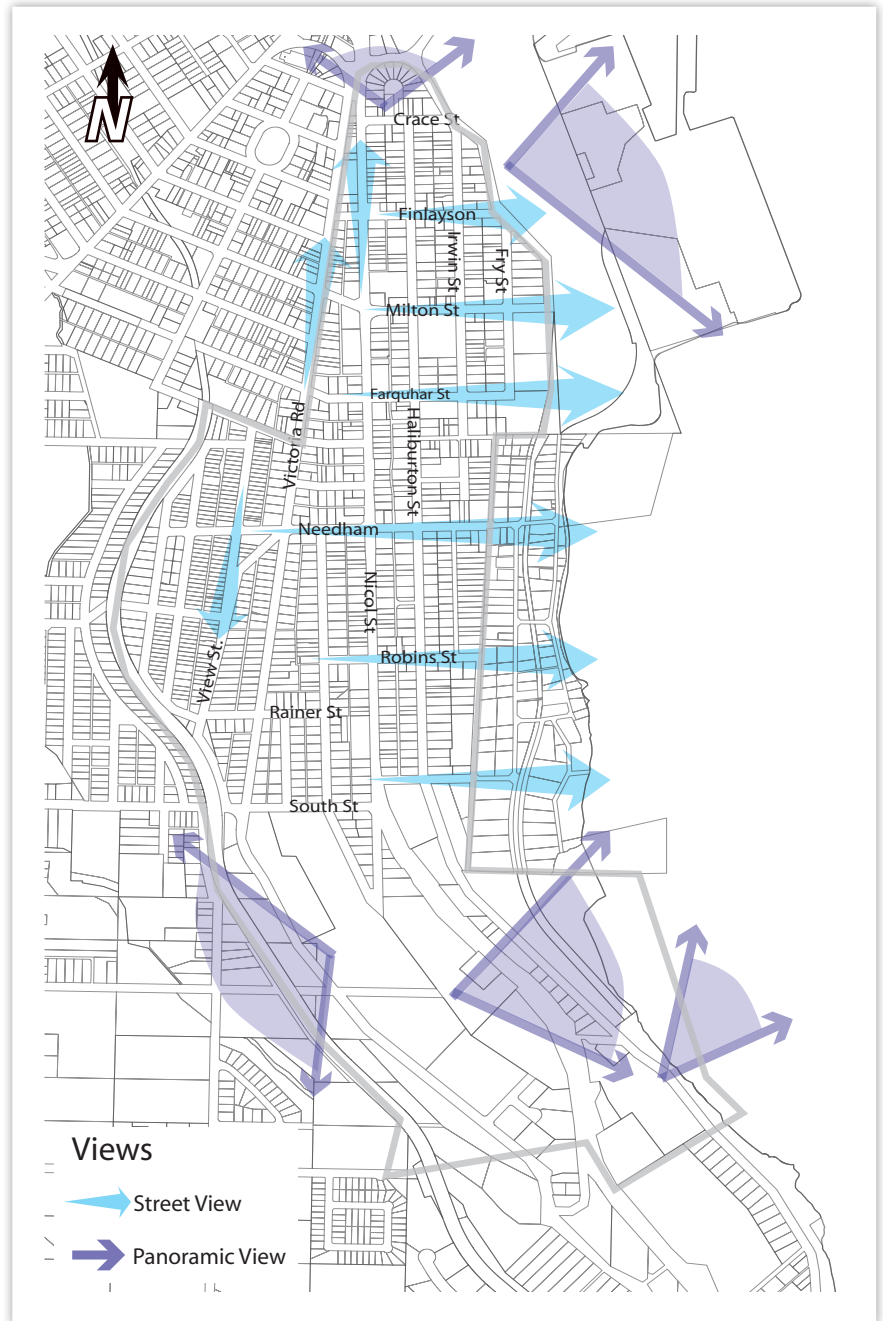


### 6.1.3 Views

The topography of the South End and its proximity to the water and downtown afford a range of excellent views that will shape future development forms.

#### Key Strategies

- Maintain existing street end views to Nanaimo Harbour.
- Develop public view opportunities at natural high points.

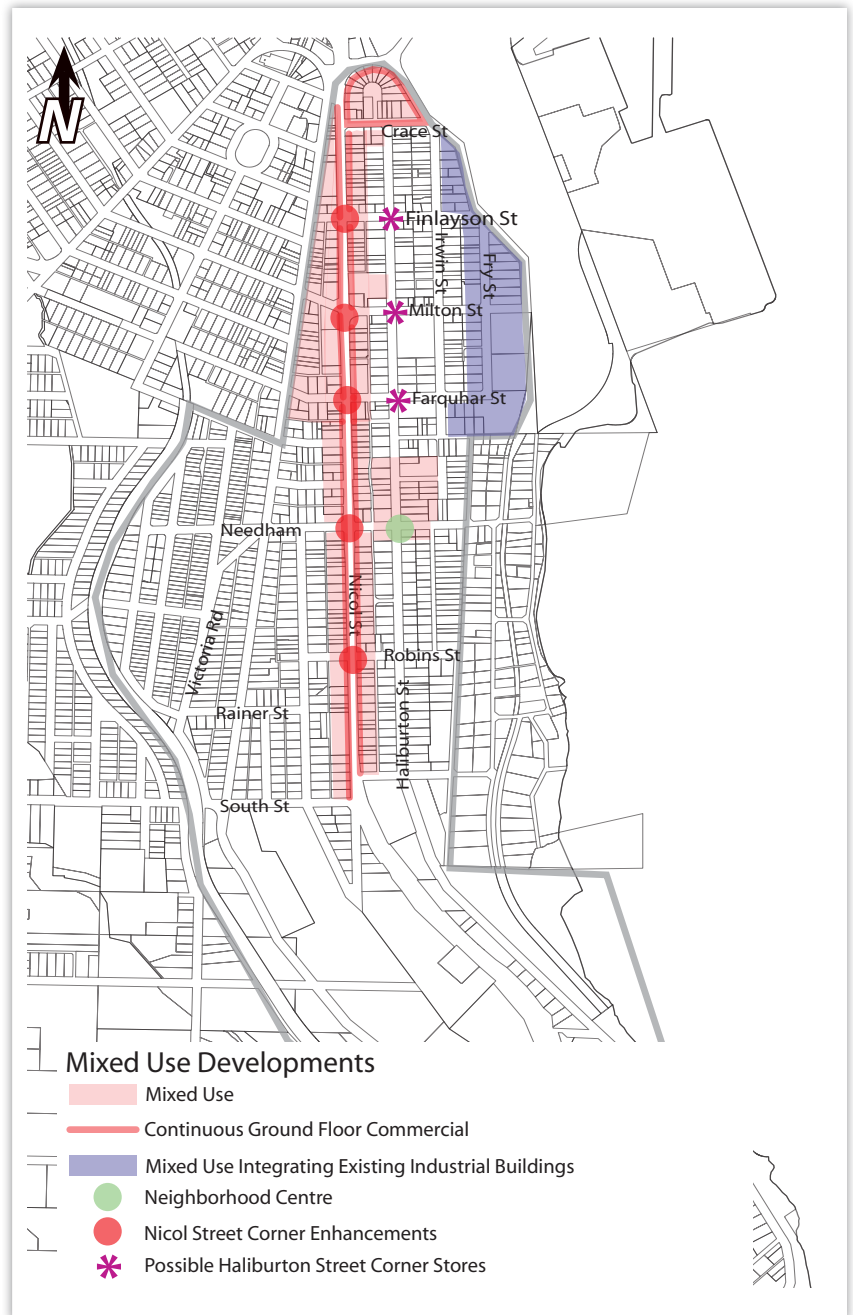


### 6.1.4 Mixed Use Development

Nicol Street is intended to develop as an urban edge through the South End with continuous commercial at the street level. Mixed Use developments combine places to live, shop, work, obtain services and access transit, supporting Nanaimo's commitment to sustainable development.

#### Key Strategies

- Concentrate commercial development on Nicol Street (north of Farquhar) as the neighbourhood High Street or busiest commercial and retail street.
- Develop up to 6 storey mixed use along Nicol Street with continuous commercial use at the street level.
- Develop a mixed use neighbourhood node including community gathering space around the Haliburton/Needham Street intersection.
- Encourage buildings along Nicol Street to acknowledge street corners, creating active places with landscaping, public art and/or places to sit.
- Create a "Granville Island" inspired development around Fry/Esplanade/Finlayson Streets including live-work, artisan studios and marketplace opportunities.
- Mixed use built forms should step down in scale as a transition to adjacent residential neighbourhoods.

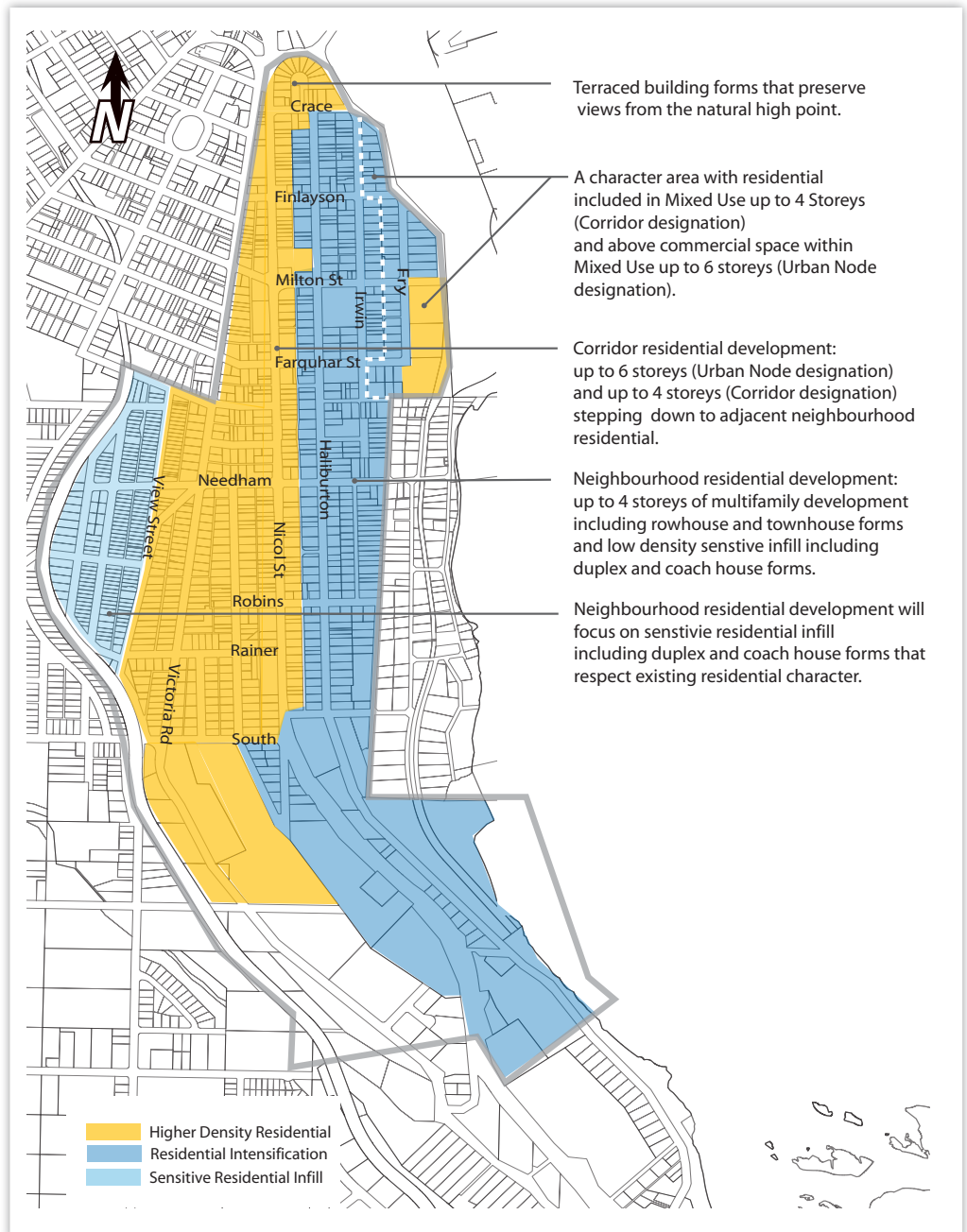


### 6.1.5 Residential Development

Successful residential development in the Corridor, Neighbourhood and Urban Node designations will increase housing choice with compact building forms that support a pedestrian oriented neighbourhood.

#### Key Strategies

- Preserve character of residential areas west of Victoria Road and within the southeast area of the South End.
- Allow multiple dwelling and compatible infill in the residential areas along Haliburton Street and the area between Nicol Street and Victoria Road.
- Allow higher density residential development along Nicol Street and the area east of Victoria Road.
- Provide a range of housing choices with new residential development.

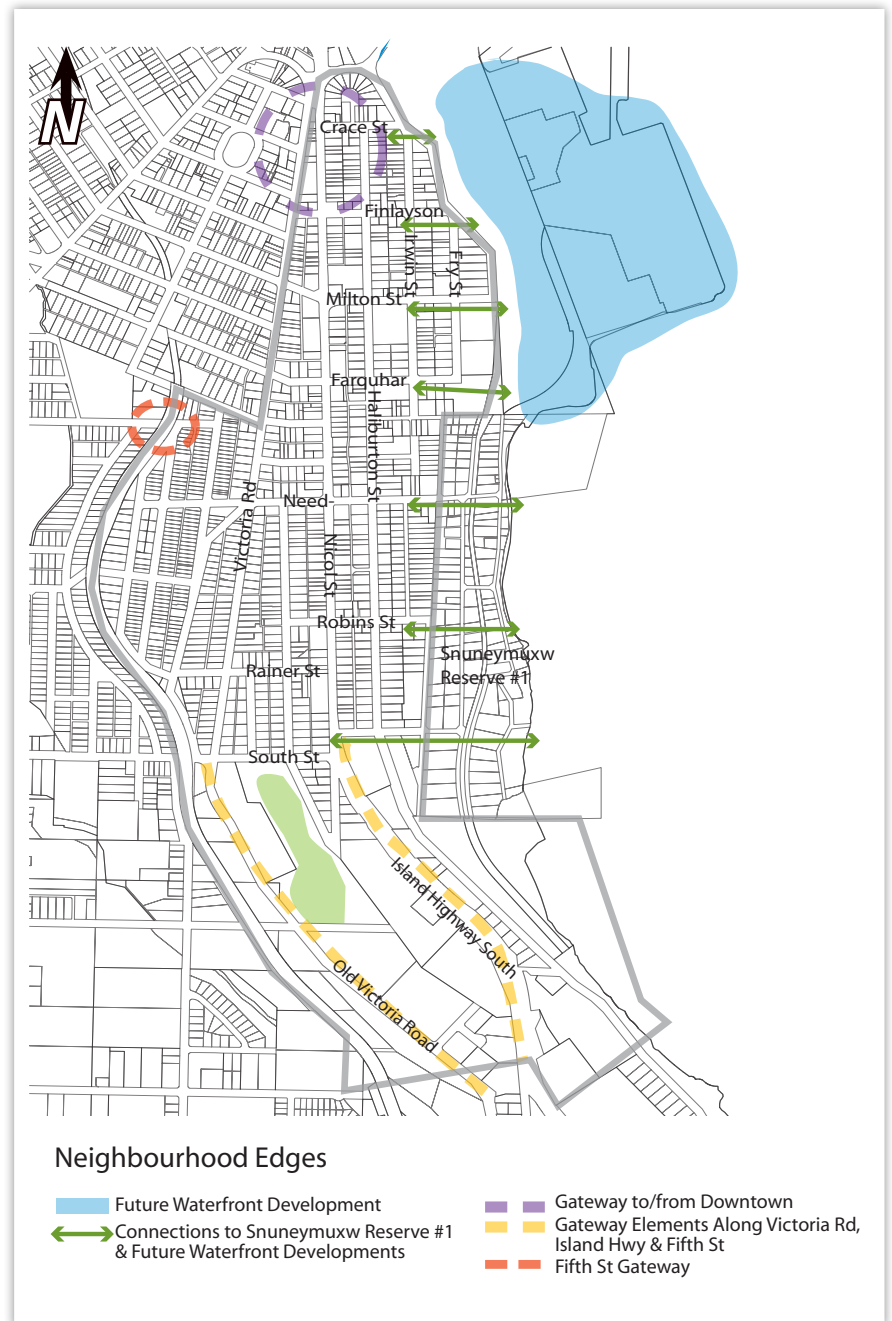


### 6.1.6 Neighbourhood Edges

The South End's boundaries are diverse, providing opportunities for gateway elements that define the neighbourhood edges. Maintaining and strengthening connections to adjacent neighbourhoods and the waterfront are important for future developments.

#### Key Strategies

- Integrate neighbourhood services and potential waterfront developments with the Snuneymuxw Reserve #1.
- Create a gateway between the downtown and South End on Nicol Street near Crace Street.
- Create a series of gateway features along Old Victoria Road, Island Highway South and Fifth Street.



## 6.2 Urban Design Guidelines Introduction

The intent of the urban design guidelines is to foster better design, reduce negative impacts on competing uses, and enhance the neighbourhood's existing urban form and public realm. The design guidelines are also intended to ensure that new development supports the neighbourhood context and the City's move towards more sustainable forms of urban settlement.

These guidelines focus on urban design, street design, parking design and building design, as well as Sustainability and Crime Prevention Through Environmental Design (CPTED).

The Street Design Guidelines are applicable to several of the key streets in the neighbourhood, including Nicol Street, Haliburton Street, and Victoria Road.

The Building Design Guidelines are applicable to both Corridor-designated building types and Neighbourhood-designated building types. A series of Guideline Illustrations are provided to help visualize the proposed urban form and provide quick reference models for the various design guidelines.

These guidelines should be read in conjunction with associated zoning schedules for the area. They are also supplementary to the OCP development permit guidelines and will be used in addition to the OCP guidelines for review of proposed development within the neighbourhood. In addition, detailed design review for individual buildings and sites will be guided by the Development Permit Area Guidelines as defined in the OCP (DPA's 5 and 9).

Because the guidelines will only be applied when development occurs, it will require many years to fully realize the comprehensive street and urban forms envisioned.





A variety of permeable surfaces combined with drought tolerant groundcover.



Corner bulges reduce crossing widths and provide opportunities for indigenous, drought tolerant plants and water infiltration.

### 6.2.1 Street Design Guidelines

The following streetscape guidelines apply to the South End's three primary traffic-carrying streets, and serve to link the community and provide a focal point for the neighbourhood. The guidelines are intended to foster a sense of place and support pedestrian activity that is consistent with each street's intended role and adjacent land use.

Nicol Street is currently classified as a Provincial Highway and provides a major north / south link through the neighbourhood for city-wide and regional vehicle movement, as part of the Trans-Canada Highway.

Haliburton Street is primarily a local road providing access to the neighbourhood's local residences. However, the section between Milton and Needham Streets is currently classified as a Minor Collector, serving as a key vehicle collector to and from the neighbourhood's core commercial / industrial area.

Victoria Road is currently classified as a major collector serving as an alternate route to Nicol Street through the neighbourhood and into and out of the Downtown core.

These are generic design guidelines, and are intended to be generally applicable to the entire length of each street. It is recognized that the design guidelines will need to be adapted at various specific locations where physical circumstances vary from what has been drawn.

Each set of streetscape design guidelines includes a conceptual cross section of the street, a part plan of the street, and the accompanying text. These components should be reviewed together. The guidelines are not specifications but simply meant to guide future road design.



a. General Street Design

**Water Management and Permeable Surfaces**

Stormwater management strategies that increase water filtration and minimize direct runoff into city stormwater systems and adjacent waterways are expected and may include rain gardens, swales, and rainwater collection systems integrated into street and landscape designs.

Permeable paving allows rainwater to penetrate the soil, minimizing runoff and diverting pollutants from the City’s sewer system. It can eliminate the need for plant irrigation.

- Consider permeable surfaces on select locations such as sidewalks, streets, off-street parking, cafe or restaurant patios, driveways, crosswalks or plazas for special events areas.
- Consider using a ‘signature’ permeable material throughout the city to support a neighbourhood identity, to allow for bulk orders, stockpiling of extra material and ease of maintenance.
- Rainwater and stormwater should be harvested for irrigation and other on-street uses.
- Use native drought-tolerant plants for landscaping.
- Intensify water management strategies and water retention facilities around community garden sites.

**Sidewalks**

Well-designed and generous sidewalks enrich the quality of the public realm. These guidelines support upgrading existing discontinued sidewalks with a well-connected, fine-grained pedestrian network.

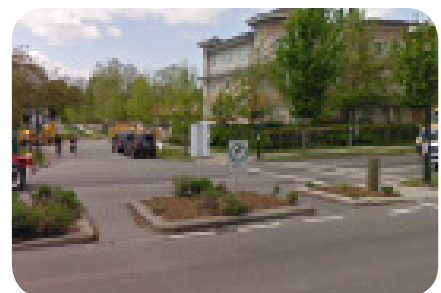
- Ensure continuous sidewalks.
- Sidewalks should be paved with concrete and sloped to drain towards a continuous curb and gutter. Sidewalks to be durable, even-surfaced and readily maintained or replaced. All surfaces should be barrier-free.
- Texture can be introduced to sidewalks by scoring, saw-cutting and brushing concrete. Consider introducing stamped decoration such as neighbourhood logos or motifs into the concrete.
- Sidewalks to have a minimum clear width of 1.8 m except to allow a minimum width of 1.5 m for adjacent boulevards with street trees where sidewalk widths may be reduced to 1.5 m clear to ensure street tree health.
- Provide permeable surfaces wherever possible.



Rainwater collection can be combined with public art for unique neighbourhood expression.



Sidewalks enrich the quality of the urban realm.



Center medians incorporating pedestrian and cyclist crossings improve traffic flow.



Continuous sidewalks are the foundation of a walkable community.



On-street parking calms traffic and supports adjacent businesses.



A mixture of permeable surfaces provide texture and interest.



Push buttons at intersections for cyclists help improve the cycle network.

- Sidewalks should have curb drops at all intersections, crosswalks and driveways.
- Street trees, street furniture, poles and signage should be accommodated in additional sidewalk width beyond 1.8 m (see above).

### Cycle Lanes

Designated cycle lanes ensure safety and allow for smooth flow of bicycle moving traffic.

- Designated cycle lanes to be minimum 1.5 m wide, and designed in accordance with the City's Cycling Guidelines 2002 document.
- Clearly define cycle lanes using painted lines and markings.
- Cycle routes to be clearly identified. Major intersections to include pedestrian / cyclist-activated crossing lights.

### On-Street Parking

On-Street parking to be incorporated into residential and commercial streets for convenience and to facilitate traffic calming. Parked cars can provide a buffer between traffic and pedestrians.

- On-street parallel parking is proposed on both sides of all streets, except where grading or other site-specific variations restrict available road width.
- Reduce parallel parking lanes to a maximum of 2.4 m to maximize sidewalk width and boulevard / landscaping opportunities.
- Provide corner bulges to minimize crossing distances and to facilitate maximum visibility of pedestrians.

### Off-Street Parking

Off-street parking and driveways should contribute to an attractive and functional streetscape.

- Refer to section 6.2.1.(f) for detailed off-street parking guidelines.
- Limit the width of each driveway crossing to 6 m.
- Upgrade sub-standard driveways to meet guideline standards.
- Access to off-street parking areas from the lane is recommended in future developments. Where lane access is not available, off-street parking may be accessed from the street, provided crossing widths and the impact on pedestrian and cycle routes are minimized.

### Pedestrian Crossings

Place clearly identified, barrier-free pedestrian crossings at all major streets and intersections, including curb bulges, wherever possible.

- Incorporate white markings, reflective paint, contrasting paving, lighting and signage to increase pedestrian visibility during night and day.
- Introduce curb extensions or curb bulges to shorten crossing distances on wide streets and to improve pedestrian visibility.
- Introduce landscape and other pedestrian scale features such as bollard treatments or other decorated edges into curb bulges to improve the overall appearance of the street and to provide a buffer between pedestrians and traffic.
- Provide centre medians as refuges for pedestrians on wide streets.



Safe pedestrian crossings include painted lines, signage and planted curb extensions.

### Street Trees and Landscaping

Enhanced landscaping within the public realm adds beauty to the city, increases pedestrian comfort, adds visual relief to paved streets and supports the creation of “habitat corridors” through the neighbourhood.

- Street trees provide screening, shade, pedestrian scale and color to neighbourhoods. A single row of trees is recommended on both sides of all streets. Trees should be regularly spaced (6.0 - 8.0 m spacing is optimum), and should be planted in appropriate growing medium, with sufficient space for roots, using root barriers or other technology to prevent root damage to sidewalk paving and tree grates.
- Street trees should be chosen in accordance with Section 14 of the City’s Engineering Standards and Specifications manual, as well as the Urban Forest Plan.
- Trees to be set within tree grates on commercial streets. Consider a ‘signature’ South End design for tree grates.
- Special varieties of tree species are recommended as gateway elements or to give local streets their own identity.
- A limited variety of street trees should be used on the Haliburton Street greenway.
- In areas where ocean or mountain views are to be maintained, use street trees with a compatible compact form.
- Landscaping should consider using native plants and drought-resistant species. If irrigation is necessary, drip-irrigation and other water-efficient irrigation systems should be used. Plant diversity, plants that are native to the region and microclimate, and those which naturally grow together and are self-sustaining (i.e. reseed and spread without much maintenance) are preferred.
- Provide planting that complements the character of the built environment. Use non-native flowering shrubs and trees where they can be most appreciated: adjacent to walks, recreational areas or as framing devices for building entries, stairs and walks. Provide planting designs that supports pedestrian movement or viewsapes.



Regularly spaced street trees transform neighbourhoods providing scale, colour and shade.



Native, drought tolerant plants reduce irrigation requirements and add colour and fragrance to the street.



Street furniture and generous landscaping contribute to a successful pedestrian-friendly environment.



Successful urban spaces increase the living standard for residents in compact housing forms and incorporate well designed seating and lighting.



Transit shelters within curb extensions give priority to transit users and

- Community garden spaces should be incorporated into the public realm where possible, including curb bulges and boulevard areas. Areas designated as community gardens should be organized and designed in such a way that they remain esthetically pleasing during non growing seasons. Organized community groups could be given responsibility for assigned garden plots.
- Stormwater retention areas and rainwater collection cisterns are recommended.
- Introduce planted “traffic circles” within street intersections to provide vistas of lush landscaping and for traffic calming.

### Street Furniture

Street furniture and accessories contribute to street character and encourage neighbourhood street life.

- Street furniture includes benches, themed bus shelters, bicycle racks, garbage and recycling receptacles, information signs and / or kiosks, banners and lighting fixtures.
- Avoid lighting options that contribute to light pollution. Consider enhancing street character through the integration of decorative or seasonal lighting. Pedestrian level lighting could be incorporated into street furniture including benches, bus shelters and planters, at a recommended height of 1.0 m.
- Community gardens to include benches and garbage, recycling and compost receptacles.
- Locate benches to avoid conflict with planted material, pedestrian circulation and adjacent residences.
- The design of street furniture could be developed as a local street art program.
- Bike racks to be located wherever possible throughout the public realm.

### Transit Shelters

Transit shelters provide an opportunity for signage and art.

- Transit shelter design should be consistent or compatible with other street furnishing and consistent throughout the neighbourhood.
- Transit shelters to be located within curb extension to expand the sidewalk width and eliminate the need for buses to merge into traffic.
- Consider design competition for transit shelter designs.
- Consider incorporating art, graphics, street furniture and / or signage into the shelter design that identifies the street or neighbourhood.

### Fences and Walls

Fences and walls that are part of the urban realm should be carefully considered.

- Incorporate planting into retaining walls adjacent to sidewalks.
- Fences should incorporate materials and colors that contribute to the public realm.
- Can be treated as public art.

### Public Art

Public art by local artists or neighbourhood-inspired art creates a local identity. Public art can include large and impressive gateway elements, or smaller scale pieces that enrich and add interest to the public realm, or can even be temporary in nature.

- Gateway elements are (potentially) free-standing landmark artworks, located on public plazas, at entrances to public parks and open spaces, or marking the intersections of important streets.
- Consider neighbourhood art under the Volunteers In Parks (VIP) program, which can be repeated through the neighbourhood to provide a sense of place, including street furnishings, banners and signage, pavement patterns and mosaics, garbage receptacle design, fountains, rainwater storage devices, manhole covers, street signs, benches, retaining walls, surface drainage channels, light standards and bike racks.
- Large scale public art projects may be considered in accordance with the City's Community Plan for Public Art.

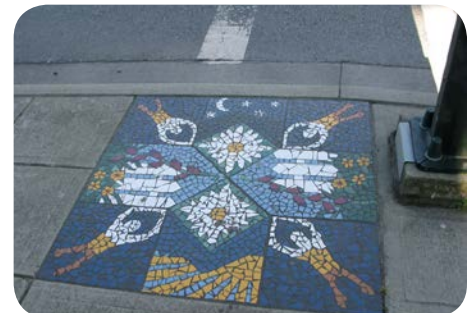
### Weather Protection

Pedestrians need protection from the rainy west coast climate.

- Require continuous weather protection (canopies, awnings, overhangs) along new development with commercial uses at grade.
- Appropriate forms of weather protection include fabric awnings, glass canopies and structural overhangs. Arcades are discouraged.
- Awnings, overhangs and canopies along commercial streets improve the public realm by providing human scale, street character and identity to individual buildings, and weather protection for pedestrians.



Significant sculptural pieces create memorable neighbourhood landmarks and define city gateways.



Incorporating public art into the neighbourhood fabric increases neighbourhood esteem and supports a local identity.



Well designed awnings and canopies provide human scale, a sense of enclosure, color, signage and weather protection to neighbourhood streets.



Photo of existing conditions along Nicol Street.

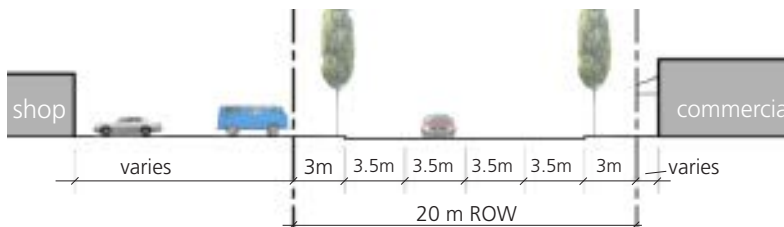
b. Nicol Street

Existing Conditions

Nicol Street has a 20 m right-of-way. It currently consists of two driving lanes in each direction, with no on-street parking. It is the primary transportation corridor through the South End, a major route in and out of Nanaimo, and is designated as a provincial highway. As such, its primary function is to move significant quantities of traffic (both goods vehicles and personal vehicles) efficiently. This has meant that vehicle access from side streets has been restricted and a very limited number of pedestrian crossings have been developed. The street is designed to minimize disruptions to traffic flow and consequently is not a comfortable pedestrian environment. Sidewalks are minimal in width and lack public realm amenities. Street trees are separated by large gaps along significant portions of the street.



Aerial photo of existing conditions along Nicol Street

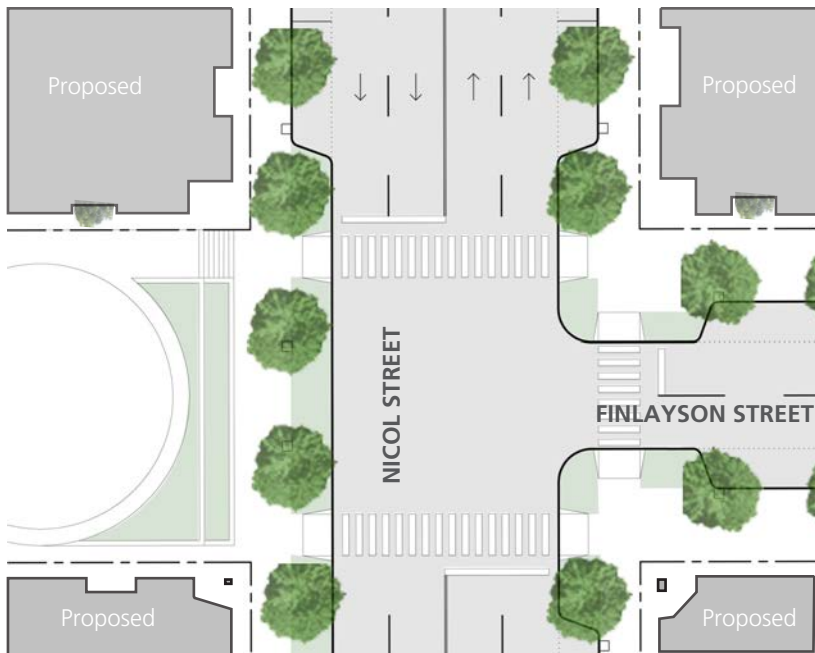


Section of typical existing conditions along Nicol Street

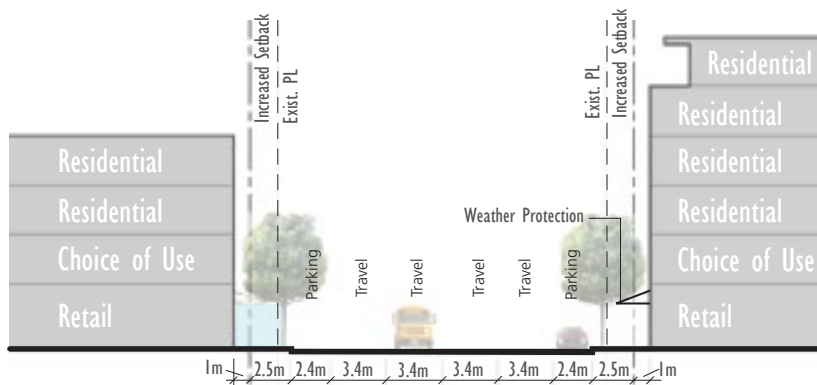
**Intent**

It is intended that Nicol Street become the South End Neighbourhood High Street, with mixed-use development up to four storeys, and up to six storeys along the northern section of the street. Typically the ground floor will be retail or commercial service use, with commercial and residential above. These guidelines propose to increase the available street width by 1.7 m on both sides of the street, to be implemented over time in accordance with the city’s road widening protocol and in cooperation with the Provincial Government.

These design guidelines are intended to rebalance the environment along Nicol Street (in particular, the northern portion designated Urban Node), to improve the pedestrian experience and to help create a more animated, commercially active high street.



Nicol Street Proposed Plan



Nicol Street Proposed Section



A continuous canopy of street trees and a variety of permeable landscaping materials contributes to a high quality public realm.

## Guidelines

### Parking

- It is recommended that on street parking be considered on both sides of Nicol Street for the portion between the intersection with Farquhar Street and Victoria Crescent/Esplanade.
- Unless future developments have no access to a rear mid-block lane, off-street parking entries should be prohibited.

### Cycle Lanes

- Dedicated cycle lanes are not recommended for Nicol Street. Haliburton Street is the closest recommended dedicated cycle route through the South End.

### Sidewalks

- Encourage wider sidewalks with redevelopment, through building setbacks, including articulation of building faces and at corners.
- Sidewalks should have a minimum clear width of 2.5 m.

### Landscaping

- Landscaping should be urban in scale and form, and focus on street trees and hardscape.
- Pockets of ground cover / landscaping could be introduced at corner bulges and mid-block bulges between parking bays.
- Hardscaping could include patterned paving material, corner bulges, seating structures, etc.



c. Haliburton Street

**Existing Conditions**

Haliburton Street has a 20 m right-of-way. It currently consists of one driving lane in each direction, with no painted on-street parking lane. Some blocks do not have curbs and gutters, and parallel parking occurs on the gravel / grass verge.

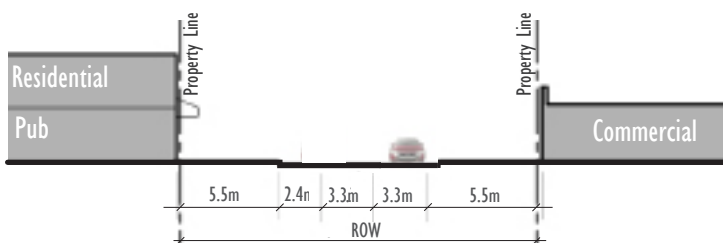
Haliburton Street is a major corridor through the South End. It straddles the full length of the neighbourhood and has remnant pockets of local commercial nodes and civic uses, including the only formal park space in the area (Deverill Square). Some intermittent street trees exist.



Existing conditions along Haliburton Street.



Aerial photo of existing conditions along Haliburton Street



Section of typical conditions along Haliburton Street

**Intent**

It is intended that Haliburton Street be redeveloped as a neighbourhood Greenway with small scale commercial development at street corners. A series of small scale public green spaces are intended to create a habitat corridor through the neighbourhood.

It is intended that Haliburton Street become the focus of local retail services and community gathering for the South End Neighbourhood, with an intensified activity node around the Needham Street intersection. The area around this intersection is intended to be redeveloped as the historic neighbourhood centre supported by community services.

Land uses along Haliburton Street are intended to include residential intensification in the form of infill, townhouses, coach housing and duplex housing, with higher density mixed use residential / retail developments up to four storeys at the Needham Street intersection. Typically the ground floor will be residential with retail or commercial service uses on corner sites, and residential above.

The cross streets of Woodhouse Street, Robins Street, Needham Street and Farquhar Street are intended to be developed as east-west pedestrian greenways that connect to the waterfront, with pedestrian crosswalks at Haliburton Street intersections.

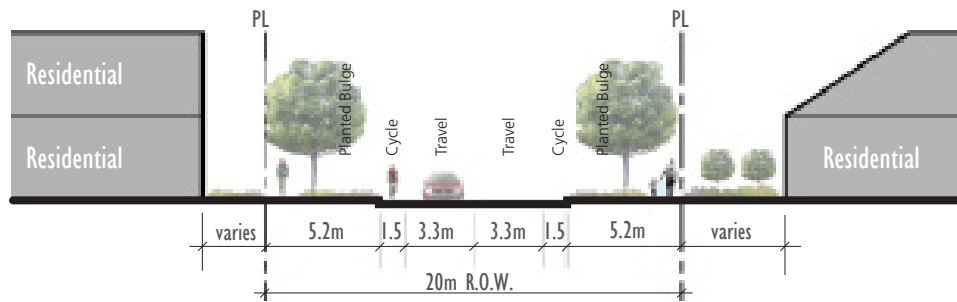
The intent of these design guidelines is to re-establish Haliburton Street as a pedestrian-oriented street at the heart of the neighbourhood.



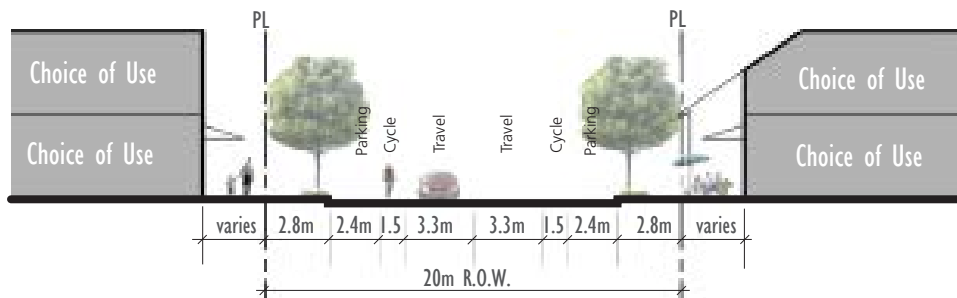
Sketch proposal of Haliburton Street



Plan of proposed changes to Haliburton Street



Typical section through planting bulges



Typical section through on street parking



On street parking on both sides of the street contributes to traffic calming. Street trees provide a buffer between cars and pedestrians.

**Guidelines**

**Setbacks**

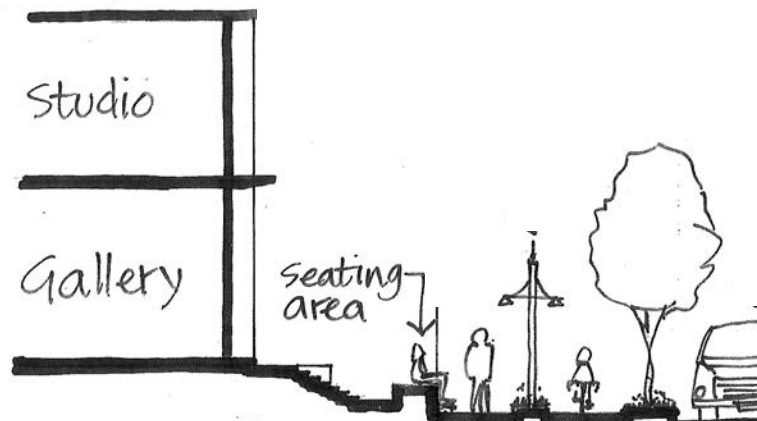
- Encourage setback variations within new developments and between adjacent developments, to create pedestrian nodes or pockets along the street. These pockets should be used for a range of pedestrian activities such as outdoor sidewalk cafe tables and public seating areas.
- Pockets could include fixed seating structures or low walls that separate the public sidewalk from semi-private space.

**Parking**

- It is recommended that a parallel on-street parking lane be incorporated into both sides of the street.
- It is proposed that parking lanes be reduced to 2.4 m wide, in order to permit wider sidewalks and landscaped strips.
- Off-street parking entries on Haliburton Street should be restricted in future development, with access to off-street parking from rear lanes where these exist. Where access is not available via a rear mid-block lane, off-street parking may be accessed off the street, provided such access crossings are carefully located and designed to minimize impacts on pedestrians.

**Cycle Lanes**

- Dedicated bicycle paths are recommended on both sides of Haliburton Street.
- Cycle paths should have a minimum clear width of 1.5 m.



Front setbacks that include public spaces that incorporate grade changes, landscaping, gates, outdoor displays and/or public art contribute to vibrant streets and an enriched pedestrian environment.

**Sidewalks**

- Sidewalks should have a minimum clear width of 1.8 m.

**Landscaping**

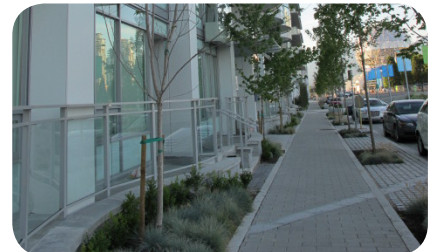
- Landscaping should be generous and expansive in scale and form, and focus on street trees, low native shrubs and bushes and other soft landscape elements.

**Street Furniture**

- Street furniture could include bus shelters, benches, bike racks, garbage and recycling bins, information signs and / or kiosks, banners and lighting.

**Fences / Walls**

- Low walls could be incorporated as seating walls, separating the sidewalk and semi-private setbacks behind the property lines.
- Solid vertical fences are discouraged along Haliburton Street. Where residential developments require separation between the public realm and private realm, low planted hedges are encouraged.



Vibrant, sustainable street design successfully combines a variety of permeable surfaces drought tolerant, indigenous plants and street furniture.



d. Victoria Road

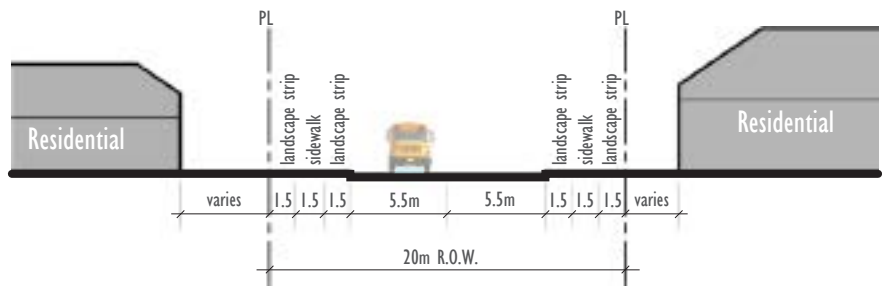
**Existing Conditions**

Victoria Road has a 20 m right-of-way. It currently consists of one driving lane in each direction, and on-street parking lanes in both directions.

Victoria Road is a major north-south route through the South End. It traverses the full length of the neighbourhood, becoming Old Victoria Road in the southern portion.



Aerial photo of existing conditions along Victoria Road



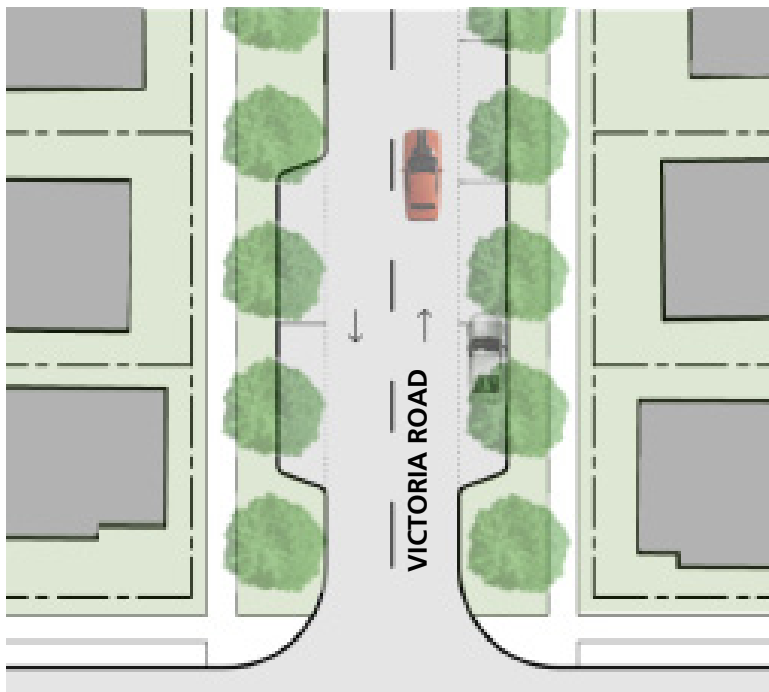
Section of typical conditions along Victoria Road

**Intent**

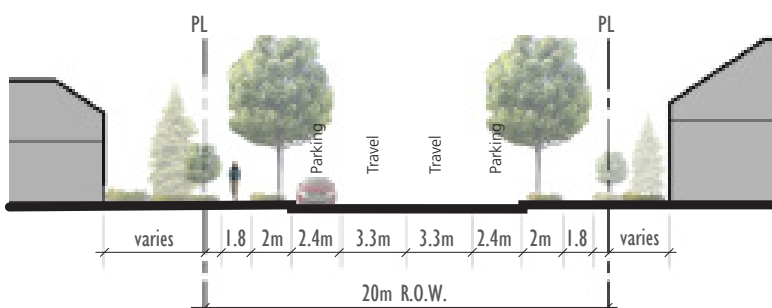
It is intended that Victoria Road will be redeveloped in the northern section (north of Farquhar Street) with high-density residential uses. The remaining section of Victoria Road is intended to be developed as a pedestrian-oriented thoroughfare, characterized by areas of native planting and low density residential housing forms.

Land uses along Victoria Road are intended to include residential infill that is compatible with and builds on existing heritage assets, with higher density residential development up to six storeys in the northern section of the street.

The intent of these design guidelines is to re-establish Victoria Road as a pedestrian-oriented street that supports the existing heritage character assets along its length, and incorporates extensive landscaping.



Proposed Victoria Road plan



Proposed Victoria Road section



Low walls incorporated into grade changes or as transitions between public and private space are opportunities for seating and landscaping.

## Guidelines

### Setbacks

- Generous setbacks are encouraged for all new residential developments, to create wider sidewalks, permit extensive landscaping, and accommodate grade changes (typically on the west side of the street). Setbacks may vary in depth but should be at least 3.0 m.
- Setbacks should accommodate plantings including large trees, both deciduous and evergreen, and native plants. Storm water retention areas are encouraged.
- Setbacks could include fixed seating structures or low seating walls that separate the public sidewalk from the semi-private space in front of new buildings.

### Parking

- It is recommended that parallel on-street parking lanes be retained on both sides of the street.
- It is proposed that the parking lanes be reduced in width to approximately 2.4 m wide, in order to permit wider sidewalks and landscaped strips.
- Off-street parking entries on Victoria Road should be carefully located and designed to minimize impacts on pedestrians.

### Landscaping

- Landscaping should be generous, lush and expansive in scale and form, and focus on street trees, native shrubs and bushes, groundcover and other soft landscape elements.

### Fences/Walls

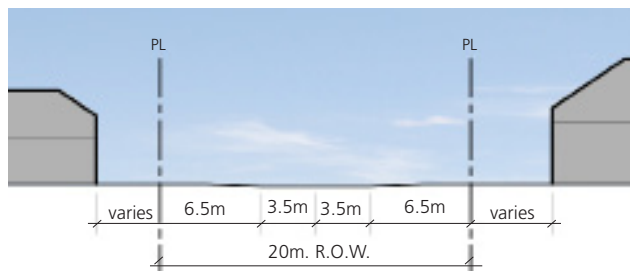
- Low walls could be incorporated as seating walls separating the sidewalk and semi-private setbacks behind the property line.
- Solid vertical fences are discouraged along Victoria Road. Where residential developments require separation between the public realm and the private realm, low-planted hedges and other extensive landscaping are encouraged.



## e. Enhanced Local Streets

### Existing Conditions

A number of streets within the South End neighbourhood lack conventional pedestrian features such as sidewalks, street trees, curbs and crossings, resulting in a discontinuous pedestrian network.



Section of typical neighbourhood street (dimensions are approximate and may vary)



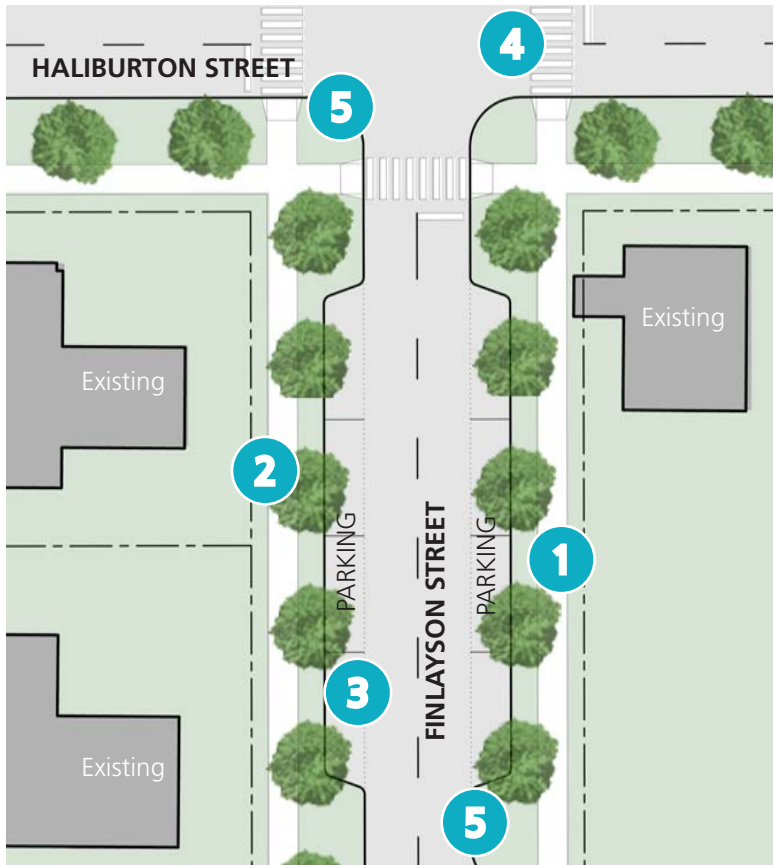
Plan of disconnected pedestrian realm (existing sidewalks shown as blue line)

### Intent

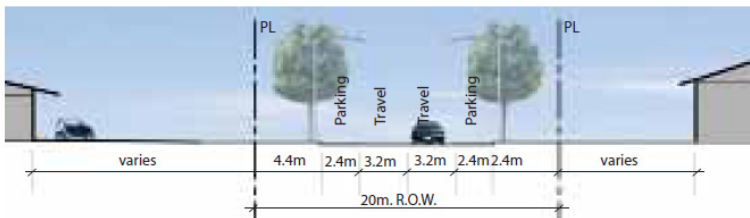
The intent of these design guidelines is to create a network of Enhanced Local Streets, which will provide pedestrian-friendly connections throughout the neighbourhood. The incremental addition of street trees, continuous sidewalks, crosswalks with curb drops and planted boulevards will create a lush, green, pleasant, livable and walkable environment for residents and visitors.

The guidelines for Enhanced Local Streets are as follows:

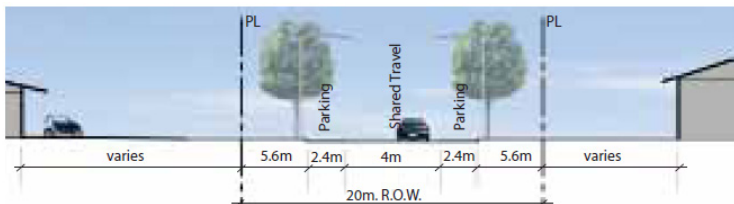
- Improve safety for both pedestrians and cyclists.
- Increase urban green space, improve air quality and reduce air temperature by adding street trees, landscaping and boulevards on all streets.
- Queuing streets to be implemented on streets with lower traffic volumes.
- Two traffic lanes recommended on streets with higher traffic volumes.
- Provide on-street parking.



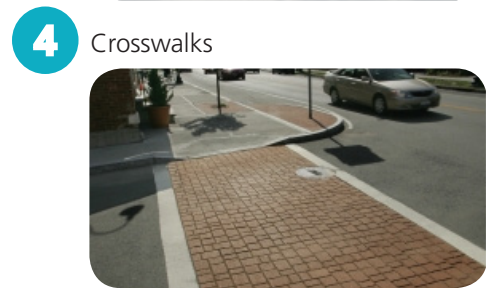
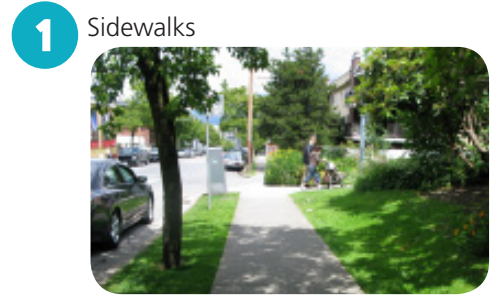
Enhanced Local Street Plan



Enhanced Local Street Section - 2 traffic lanes



Enhanced Local Queuing Street Section



## f. Off Street Parking Guidelines

### General Off Street Parking Guidelines

- Minimize the footprint of parking areas through measures such as shared parking areas, reduced parking supply requirements near transit routes and reserved parking spaces for car-share programs.
- Encourage multiple developments and mixed-use developments to share common parking.
- Consider reduced parking stall dimensions.
- Provide access via rear mid-block lanes (preferred) and minor and major streets (when necessary). Minimize access from major thoroughfares so as to reduce the impact to through-traffic movement.



Neighbourhood sustainability values clearly stated.

### Commercial Parking Guidelines

- Generally, commercial off-street parking will be separated and screened from the fronting street and located towards the side or rear of the site wherever possible.
- Site surface parking shall be at the rear of the building and accessed from the lane, where there is a lane. If there is no rear lane, parking shall be accessed by a side driveway from the fronting street.
- For corner lots, parking should be accessed from the flanking street if there is no lane.
- Where parking is located under the rear of the building, the parking area shall be screened from view with plantings, hedges or screens.
- Parking areas that are shared between multiple units and / or provide parking based on complementary parking demands such as commercial day-time parking and residential night-time parking are highly encouraged.
- The use of raised curbs, landscaped medians and boulevards, and dedicated pedestrian circulation pathways around and through parking lots are encouraged in order to break up the size and visibility of larger parking lots.
- Loading areas shall be at the rear of the building and accessed from the lane, where possible.



Light colored permeable surfaces, generous landscaping and pedestrian pathways can humanize parking areas.



Shared driveways with permeable surfaces.



Off street parking that is well landscaped and incorporates permeable surfaces minimizes the impact of the car in the neighbourhood.

### Residential Parking Guidelines

- In general, off-street surface parking or covered parking (including garages) shall be located beneath or at the rear of the building and accessed from the lane, where there is a lane.
- Where no lane exists, driveway access from the street, with flared curb cuts, will be allowed along side of the building. In such cases, shared driveways between adjacent buildings is highly encouraged.
- Parking areas should not be visible from the principle fronting street.
- Surface parking lots shall be screened from view with plantings, hedges or screens.
- The use of raised curbs, landscaped medians and boulevards, and dedicated pedestrian circulation pathways around and through parking lots are encouraged, in order to break up the size and reduce the visual impacts of larger parking lots.
- Driveways and parking areas should have a textured surface.
- Parking areas should be designed as a parking court which adds security and a design aesthetic to the site.

## 6.2.2 Building Design Guidelines

### a. Urban Node (Mixed Use up to 6 Storeys)

The form and character of well-designed, mixed-use streets contribute to a cohesive neighbourhood identity and provides a rich and varied pedestrian environment. These Design Guidelines consider mixed-use buildings with commercial use on the ground floor and commercial and residential use above.

#### Building Massing

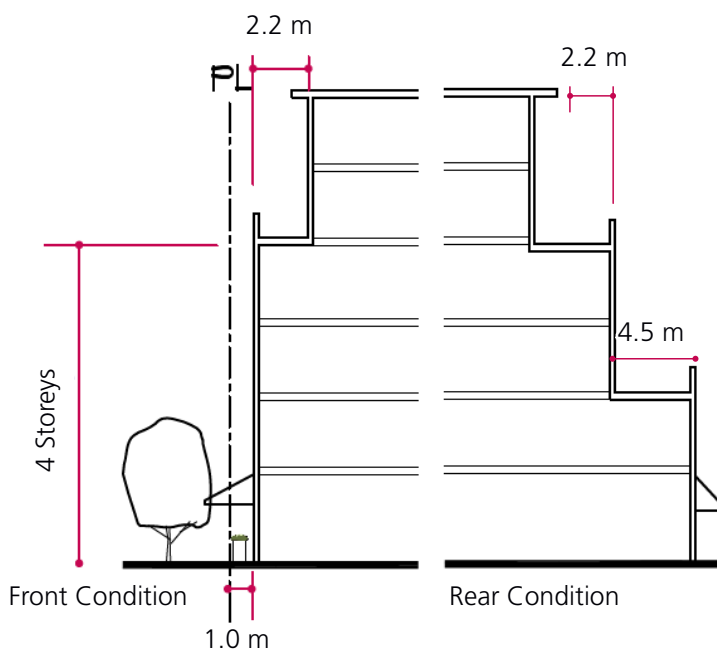
- Maintaining a minimum 1.0 m front setback provides opportunities for landscaping, awnings, canopies, street furniture, merchandise display and other street side accessories.
- In addition to the minimum setback, an increased setback of 2.2 m above 4 storeys is preferred to provide variety along the street wall, provides opportunities for outdoor spaces and landscaping and to modulate shadowing to the street. Structural limitations may allow only the 5th floor to be setback.
- Stepped building forms provide a transition between contrasting building forms and mass and respect access to light and privacy. Minimum 2.2 m is recommended for building steps that provide outdoor space.
- A floor to floor height of 4.0 m is recommended for the ground floor.



Successful mixed use buildings combine a strong unifying base with an expression of individual shops.



Successful Corridor mixed use buildings step down in scale, incorporate planting and residential forms on elevations facing adjacent Neighbourhood areas.



**Form and Character**

- Simple combinations of materials and architectural forms is recommended.
- Architectural elements and detailing should contribute to and complement the overall building massing.
- Provide visual breaks between shopfronts to create a rhythm and provide differentiation.
- Provide weather protection, landscaping and architectural detail at the street level to maintain a pedestrian scale and interest for taller building forms.
- Consider the use of repeating elements including balconies, awnings, signage and architectural embellishments as opportunities to create texture, rhythm and visual interest on building elevations.



Increased areas of glazing on the top floor reinforces the overall horizontal building proportions.

Corner balconies provide depth and interest to the elevation.

Large areas of glazing complement the brick facade, creating a balance between solid and transparent.



Architectural elements should provide visual interest and complement the overall building design.

The curved stair form (adjacent) continues the building's window alignment and external finish while providing visual interest using a contrasting form and height.



Using a variety of materials, including green walls, and changes in plane on the facade reduces the overall scale and contributes to a varied streetscape.

Increased setbacks for portions of the ground floor provide places for merchandize display and/or seating.



This 3 storey streetwall incorporates large areas of floor to ceiling glazing divided by brick pilasters, recalling historic warehouse proportions. The canopy at the second floor line provides weather protection and a pedestrian scale.

## Shopfronts

### Materials and Proportions

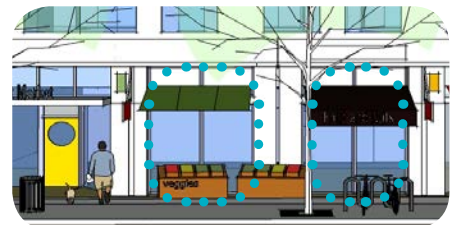
- Tall, narrow shop fronts recall heritage building proportions and streets.
- Generous areas of shop front glazing provide views into and out of shop interiors.
- Well-defined ground floors that provide an obvious base to the buildings are recommended to frame glazed shopfronts and provide street continuity.
- Shopfront windows should comprise no less than 75% of the total shopfront area.
- 4.0 m minimum dimension for ground level floor to floor heights is recommended.
- Ground floor elevations recognizable as building bases provide continuity along the streetscape and anchor taller building forms.
- Shopfront exteriors should be constructed of high quality materials that are durable, resistant to graffiti, complement the overall appearance of the building and are compatible with adjacent shopfronts.
- The use of vinyl or aluminum siding discouraged.

### Signage

- Pedestrian oriented signage treatments are preferred and include: overhead hanging signs perpendicular to the shopfront, painted window signs, signage incorporated into awnings or canopies and other methods of creating individual identities.
- Signs should complement the style, composition, materials, colors and details of the building
- Overhead signs should not extend above the first storey or conflict with design details, windows or cornices.
- Window signage should be limited to 15% of the available window space.
- Backlit acrylic signs are not acceptable..



High quality materials, transparent shopfronts, attractive and individual signage and landscape treatments all support a good business and a walkable community.



Tall, narrow shopfronts help to break up larger building forms and create a visually interesting rhythm along the street.



Well designed commercial signs complement the overall building design and contributing to a vibrant streetscape.



Corner buildings that address the principal and flanking streets help make corners into places.



The design of awnings and canopies impact the quality and character of the street.



Well designed exterior lighting improves the streetscape.

### Entrances

- Shopfront entrances should be clearly marked and provide a visual focus for the commercial exterior.
- Side entrances should be located as close to the front street as possible.
- Buildings that wrap around street corners are encouraged, marking corners as activity nodes and introducing variety along the street.
- Shop entrances set into the building face maximize opportunities for glazing and signage and reflect local heritage precedents.

### Awnings and Canopies

- Awnings and canopies provide opportunities for signage, color and weather protection.
- High quality materials including canvas and fire-resistant acrylic are preferred awning materials.
- Awnings on a multiple-storefront building should be consistent in character, scale and location but need not be identical.
- Canopies or overhangs should emphasize individual shopfronts thereby helping to break down large building masses and reducing the impact of larger development forms.

### Landscaping / Street Furniture

- Planters, window boxes and / or seating integrated into commercial exteriors softens building forms, creates a connection between the ground plane and upper storey, supports neighbourhood walkability and looks good.

### Exterior Lighting

- Exterior lighting on mixed use streets should illuminate facades, entrances and signage and provide an adequate level of personal safety.
- Exterior lighting should highlight building elements, signs or other distinctive features.
- Exterior lights should not produce glare onto streets, public ways or adjacent properties.
- The lighting fixture should complement the building facade.



## Residential

### Materials and Proportion

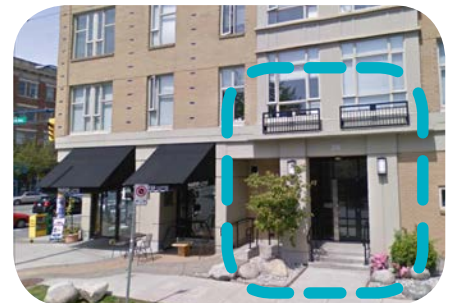
- Residential elements in mixed use buildings should be distinguishable from and complementary to adjacent commercial uses.
- High quality materials that complement the overall building design and contribute to the streetscape are expected.
- Setting back residential storeys above the ground floor buffers units from the street, minimize overlook and shadowing onto adjacent residences and provide private outdoor spaces.
- Landscaping incorporated into upper floor setbacks screens overlook into adjacent property, softens the building edge and creates visual interest above the street level.



Stepped residential building forms help moderate the transition from one building form to another.

### Entrances

- Residential entrances in mixed-use buildings should complement adjacent shopfront proportions but be clearly identified as residential.
- Entrances recessed into the building face provide weather protection and privacy.
- Incorporating planting and seating into the building entrance contributes to a residential identity and variety along the street.

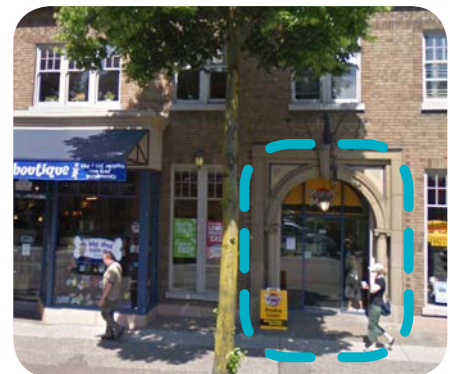


### Signage

- Residential signage, including addresses, should be clear and obvious and consistent in quality with adjacent shopfronts.

### Exterior Lighting

- Exterior lighting should clearly illuminate the residential entrances, address and exterior lobby.
- Exterior lights should not produce glare onto streets, public ways or adjacent properties.
- The lighting fixture should complement the building facade and be distinguished from adjacent commercial lights.



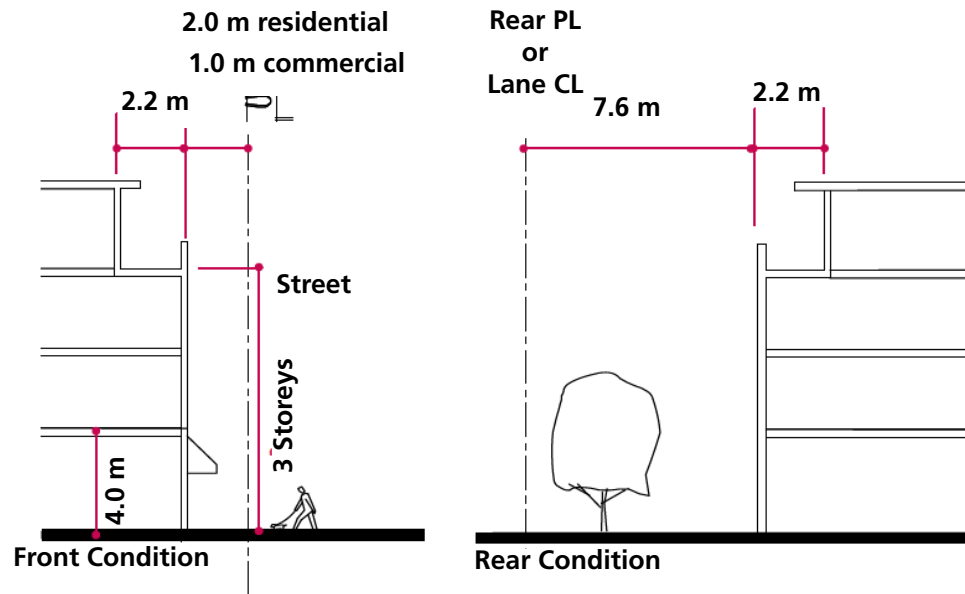
Residential entrances provide variety along the street.

**b. Mixed Use Corridor / Neighbourhood Commercial Centre  
(Mixed Use up to 4 Storeys)**

Mixed Use buildings in Corridor designations allow commercial uses on the first storey with commercial and residential use above. This typology supports neighbourhood development by providing flexibility of use and opportunities for design innovation.

**Building Massing**

- A 1.0 m setback from the front property line is recommended for developments with ground floor commercial use.
- A 7.5 m setback is recommended from the rear property line or 5.5 m where the property line abuts a lane.
- An increased setback of 2.2 m from the front property line above 3 storeys is recommended
- A floor to floor height of 4.0 m is recommended for the ground floor.



**Form and Character**

- Commercial office space and live / work uses are appropriate for Mixed Use on the first two storeys.
- Simple combinations of materials and forms are recommended.
- Long lasting, durable building materials are recommended to establish a high quality streetscape for as long as possible.
- A balance between solid and transparent materials is recommended to create visual interest and balance on building elevations.



Commercial use at building corners can transform street intersections into neighbourhood meeting places.

Increased areas of glazing, weather protection, signage that complements the overall building design and landscaping are recommended to animate corners.



Emphasize building proportions by alternating solid and transparent materials. Vertical proportions are expressed here.

Materials and/or colors should transition where there is a change in plane to avoid a “pasted on” appearance.

Create a building base, middle and top to be expressed. Continuous ground floor commercial, separated by weather protection provides a visual base. The increased setback on the top floor clearly contrasts with the middle section.

### c. Residential Corridor (Multiple Dwelling Units and Compatible Infill up to 4 Storeys)

Multiple Dwellings provide a higher density building form that can transition between Mixed Use Corridor and Neighbourhood areas. Lower density Multiple Dwelling Units provide compact, compatible infill within Neighbourhood areas.

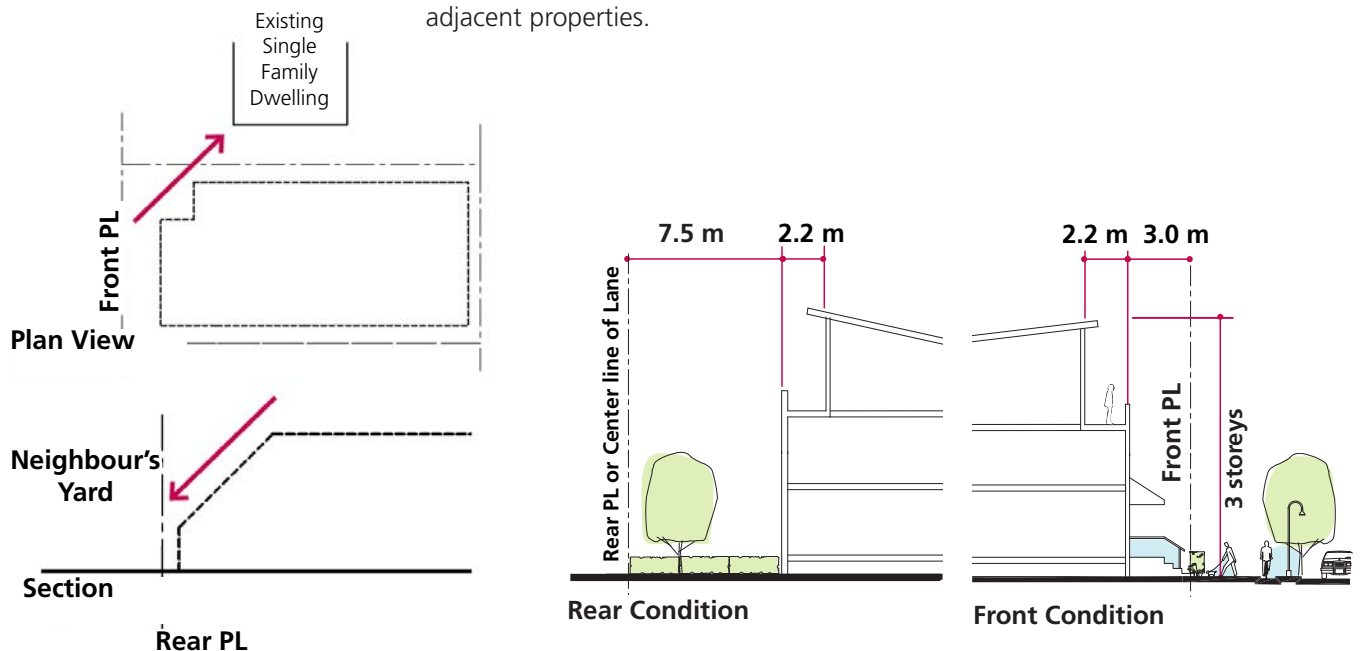
#### Building Massing

##### General Guidelines

- Infill housing should preserve adjacent building's access to light and privacy.
- Incorporate pedestrian walkways through long Multiple Dwelling developments to improve neighbourhood walkability.
- An additional setback of 2.2 m above the 3rd storey is recommended to ensure variety along the building facade, reduce the impact of taller buildings on the street and complement the scale of single family houses.

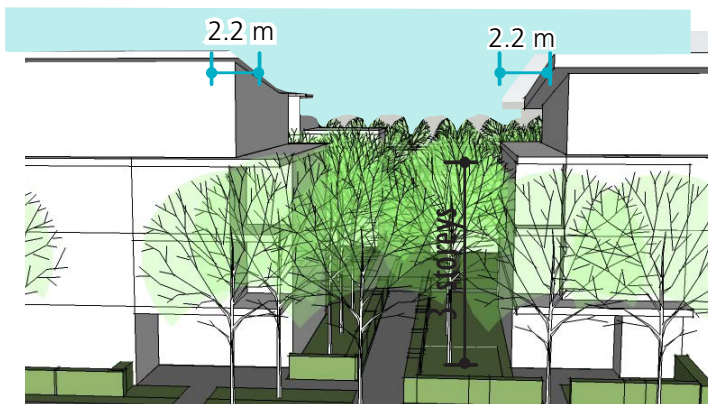
##### 2-3 Storey Developments

- The form and massing of 2-3 storey Multiple Dwelling Units (ie: Townhouses and Row houses) should accentuate individual units, reflecting the single family neighbourhood context.
- Buildings adjacent to smaller scale developments should step down to provide a transition in scale, reduce shadowing and overlook into adjacent properties.

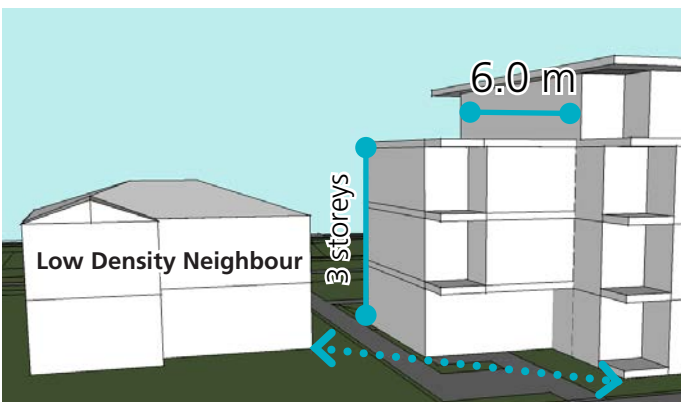


### 4 Storey Developments

- Residential Corridor developments should consider increasing the front setback for the portion of the building within 6.0 m of the interior side yard adjacent to a low density development, providing a transition to existing front setbacks.
- Reducing the building height to 3 storeys adjacent to lower developments within the 6.0 m portion of the building (see above) is recommended
- Orienting unit entrances and private outdoor spaces, fences and gates of ground floor units to the street is recommended to maintain existing neighbourhood patterns.
- Residential Corridor developments are encouraged to incorporate walkways between buildings to provide pedestrian connections between the Neighbourhood and Mixed Use Corridors.



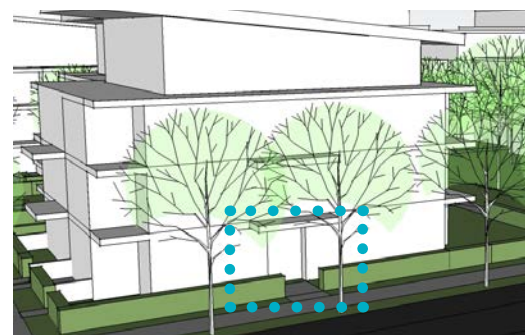
Reducing building heights to 3 storeys adjacent to walkways maintains a high quality pedestrian realm.



Higher density developments are recommended to acknowledge heights and setbacks of lower density neighbours.



Pedestrian paths through multi-family developments increase safety and provide alternate neighborhood walking routes.



Corner developments should orient entrances for ground level units to both streets.



**Form and Character**

**General Guidelines**

- Attractive landscaping contributing to a high quality public realm and continuity along the street should be provided.
- The re-use of heritage elements and forms in new residential construction should be carefully considered. Design should incorporate traditional building elements and vocabulary. Details that are not consistent in material, proportion, color and application with authentic heritage architecture could create “imitation heritage” and dilute the impact of the existing heritage stock.
- A modern interpretation of heritage forms, elements and details is an appropriate option, however the success of future residential construction in the South End is not dependent on historical references. Innovative, modern architecture should be an integral part of the South End’s development.
- Residential infill developments should be designed and constructed to a high standard.
- Amenity spaces should be directly oriented to residential units.
- Amenity space landscaping should provide privacy while maintaining visual access, especially where playground space is provided.
- Amenity spaces should include seating, opportunities for shade, and surfaces that are appropriate for year round use.
- Avoid arrangements where the front of one dwelling faces the back of another unless the units in the back row have articulated rear facades, recessed garages and extensive landscaping.
- Entrances, addresses, pathways, parking and landscaped areas should be illuminated at night while avoiding light spilling into residential units.
- Community garden spaces are recommended where possible including in amenity spaces or in “left over” spaces.
- Strategies to maximize stormwater infiltration, including the use of permeable surfaces and minimum building footprints are encouraged, also consider use of green roofs and walls.
- Refer to 6.2.4 for CPTED strategies for Multiple Dwelling Developments.



Raised entries, landscaping, fences and gates provide a transition between the front door and the street, allowing reduced front yard setbacks.



## 2-3 Storey Developments

- The adjacent images illustrate form and character precedents ranging from modern/contemporary (top) to heritage inspired (bottom).
- Rowhouse and townhouse developments with a scale and rhythm based on individual units mix well in a predominately single family neighbourhood.
- Building elements including porches, raised entries, bay windows, roof extensions, fences, screens and landscaping are recommended to provide a transition from the sidewalk to the front door, allowing reduced front setbacks and a vibrant pedestrian realm.



A simple combination of natural wood with industrial materials is recommended. Individual units are identifiable within the overall street elevation.

Fences, garden gates and landscaping define private outdoor spaces.



Strong, simple roof shapes and generous glazing proportions provide a modern form to this development. Brick and wood siding refer to traditional residential architecture.



Heritage elements including gabled roof forms, porches and extensive architectural detailing and trim illustrate a modern interpretation of the arts and crafts style.

Large window sizes support modern building proportions.



Extensive trim and detailing and large window proportions distinguish this new development.

Individual units are expressed within the gabled roof forms.

A lower roof from reduces the overall building scale.



Building entrances should be clearly identified, welcoming, safe, include weather protection and provide architectural interest on the front facade.



Individual front entrances with gardens and space for plants and outdoor furniture increase the quality of life in compact housing.



The 4th floor is expressed with a darker material, a floor level cornice line and a larger, divided glazing pattern.

Individual gardens continue the pattern of green front setbacks.



Incorporate solar shading devices into the architecture.



A varied roof line creates visual interest and reduces overall building mass.

2 storey bays identify individual units.

#### 4 Storey Developments

- Continuing neighbourhood patterns including green front yards is encouraged.
- Reducing the overall building scale is encouraged through the use of layered elevations and combinations of contrasting materials and colors.
- Building entrances should be highly visible and contribute to the overall streetscape.
- Setting back the 4th storey emphasizes the 3 storey form on the streetscape.
- Elevations that are simply and clearly organized using high quality materials are encouraged.
- Natural building materials including wood, brick, stone and metal are recommended.
- An overall earth toned color palette is recommended.
- Bright, saturated colors should be limited to entrances and discrete architectural features.



#### d. Neighbourhood (Small Scale Residential Infill up to 3 Storeys)

Innovative, small scale developments including single family houses and duplexes increase neighbourhood housing choice.

##### Building Massing

- Massing, footprints and heights should complement existing neighbourhood forms including existing residential setbacks.
- Where there is a uniform front yard setback, infill buildings should respect this setback and fit into the streetscape.
- Create a transition in building heights if the new development is higher than the neighbours.
- Create a transition in building widths if the new development is significantly larger than adjacent buildings by visually dividing the building width into smaller sections that approximate the width of the neighbours.
- Building envelopes should slope or step down to provide access to light and privacy onto side yards.



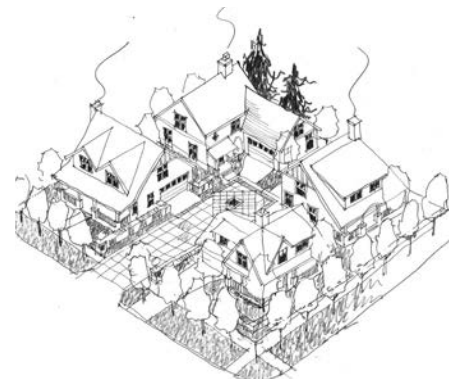
Small lots are opportunities for design innovation.

##### Form and Character

- New developments can introduce new architectural styles to a street while respecting the scale, mass and pattern of the street.
- Where the architectural style and building form is new to the street, high quality materials and detailing can increase neighbourhood acceptance.
- Whenever possible, access off street parking from the lane.
- Landscape design and materials should complement the overall building design and contribute to the public realm where they intersect with the street and adjoining landscaping
- Strategies to maximize stormwater retention, including the use of permeable surfaces and minimum building footprints are encouraged.



Shared driveways and walkways provide connections within higher density developments.



Single family clusters are efficient, compact housing forms.

e. Neighbourhood (Coach Houses)

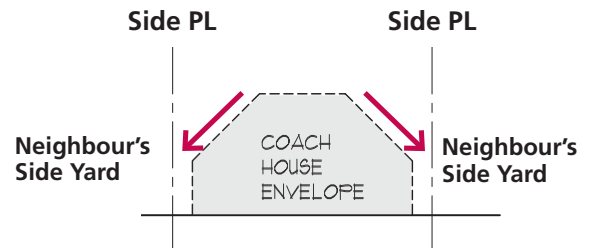
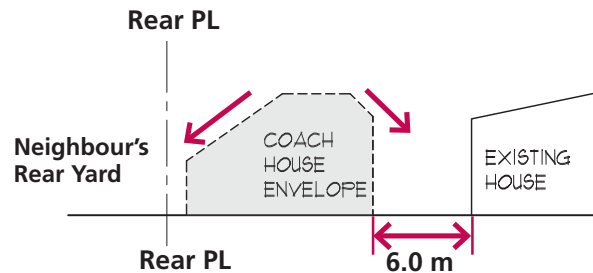


Coach houses can provide valuable living space with minimum impact on neighbour's privacy and private outdoor space.

Coach Houses are appropriate infill prototypes on lots with existing single family houses. They can provide additional space for families, extended families, home office use or provide rental income. Respecting adjacent residents' access to light and privacy determines their success within the neighbourhood.

**Building Massing**

- Massing, footprints and heights should complement existing neighbourhood patterns and forms.
- Recommended coach house height should not exceed 2 storeys.
- The principal house should be higher than the coach house.
- Coach house massing should slope down to preserve access to light and privacy for neighbours and the principal dwelling.
- 6:12 is typically recommended for sloped portions of the building mass.
- 8:12 degrees is recommended for portions of the coach house adjacent to the rear property line with no lane.
- 6.0 m is the recommended separation between the principal house and the coach house.



### Form and Character

- Infill housing prototypes should increase housing choice while preserving neighbourhood patterns.
- Coach Houses should enhance the character of the lot through high quality design, materials and detailing.
- Design innovation is encouraged: the architectural style of the Coach House is not limited to the style of the principal dwelling but should respect valued neighbourhood characteristics.
- Well proportioned facades, openings and architectural elements that are appropriately scaled to the overall building form are encouraged.
- Driveways should be shared wherever possible to maximize on street parking opportunities and sidewalk continuity and to minimize the amount of paved surfaces.
- Strategies to maximize stormwater retention, including the use of permeable surfaces and minimum building footprints are encouraged.
- The design of exterior lighting should carefully consider privacy between the Coach House and principal house: pathways and driveways should be illuminated at night without light spilling into adjacent properties.
- A minimum private outdoor space of 30 m<sup>2</sup>, directly accessible from a private outdoor space is recommended for Coach Houses.
- Ground level private outdoor spaces are preferred to balconies and roof top decks to maximize access to privacy and light for adjacent properties.



The simplicity of miner's cottages, including cottage roofs and front porches are appropriate, local precedents for Coach House design.



Selected heritage elements including bay windows, simple, steeply pitched roofs forms and painted wood cladding are appropriate for heritage style Coach House designs.



Gabled roofs, wood cladding, generous trim proportions, simple building forms and careful landscaping allow coach houses to fit into existing neighbourhoods and complement heritage style properties. [Photo credit: smallworks.ca]



Well designed, contemporary forms including strong, simple roof shapes, large areas of glazing, deck and patios spaces that extend interiors and simple building forms can be appropriate options for Coach Houses. [Photo credit: lanefab.com]



Strategic use of cladding, colors and window and entrance placement can break down the scale of large facades increasing visual interest.

### f. Light Industrial Buildings

Light industry is proposed along Old Victoria Road south of Eighth St., and on Bowsley St., and MacRae Pl. Orienting the public or non-industrial portions of the buildings to the street with street-friendly facades reduces the impact of these large, often blank building forms on the neighbourhood.

#### Building Massing

- Orient non-industrial uses including showrooms, retail and office spaces and staff rooms to the street within lower building forms, providing “eyes on the street” and a human scaled interface between the street and the larger industrial building.
- Reduce the visual scale of large building masses facing the street through the use of panelled cladding materials, contrasting colors and strategic window placement.
- Materials that emphasize horizontal proportions are recommended to reduce the building’s perceived height and mass.
- Maximum 4.0 m front setback for the non-industrial, lower scale portion of the building is recommended. Avoid locating parking within the front setback.
- Maintain a minimum 2.0 m setback between the low scale, street oriented portion of the building and larger adjacent industrial forms.



Reducing the building height and mass at the street level allows industrial uses to become more neighbourly



The impact of higher, massive industrial forms on the street is reduced by bringing lower, smaller scaled portions closer to the sidewalk

### Form and Character

- Provide human scaled building entrances that include canopies, awnings, or trellises, clearly visible from the street.
- A material palette that includes simple, robust industrial materials including corrugated steel and concrete block, combined with natural materials including heavy timbers and glulams, is recommended.
- Entrance materials that provide texture, color and warmth are recommended to offset large, less articulated industrial facades.
- Locate loading and service areas away from the street where possible or provide landscaping including trees, screens or berms to buffer these uses from the street and neighbouring properties.
- The design of screens and fences visible from the street should be consistent in quality with the street facade.
- Include planted areas at the building entrance and screens and/or buffers, including trees, between the street the building.
- Siting and building design should recognize and incorporate natural site features.
- Special attention to CPTED guidelines are important for the safety of the industrial site and neighbouring properties.



Attention to details including the entrance, signage, landscaping, materials and color improve the building's interface with the street.



Screens and fences that are visible from the street should complement the overall building design. Black vinyl chain line is the recommended minimum standard.



Trees provide a human scale to large industrial forms and areas.



Screening service and parking areas from the street reduces the impact of industry on the neighbourhood.

### 6.2.3 Sustainability

These design guidelines incorporate sustainable community design principles and best practices. The following is a summary of the basic design principles in order of priority:

#### Green Building Standards

- All new multi-family residential renovation, mixed use and commercial projects to conform and be built to the City’s green building standards and design guidelines.
- Use green building products.
- Use practices during construction to avoid run-off, dust, noise and pollution affecting neighbours.
- Use best practices to recycle waste during construction.

#### Building Design

- Use optimal shading strategies for passive solar design that include:
  - maximizing south facing windows and minimizing north facing ones;
  - the use of shading devices such as roof overhangs, shrubs, trees, trellises to reduce solar gain during the summer;
  - planting deciduous trees to provide summer shading and winter light and heat penetration;
  - the use of solar mass to store energy during the day and reradiate it at night;
  - window placement that allows for cross ventilation; and
  - outdoor spaces (especially in multiple dwelling design) that maximize southern exposure.
- Minimize shadowing of neighboring properties.
- Incorporate best practices for energy efficient and durable building envelopes, including optimizing insulation values, to reduce heating and cooling demands.
- Use durable materials which require minimum upkeep.
- Overhangs to protect exterior wood frame walls are encouraged.
- Design residential projects for accessibility.
- Design of residential projects for aging in place is encouraged.



Beautifying the neighbourhood public realm can be achieved through good sustainable design practices that combine stormwater management and indigenous planting.



Parks and public open spaces that are low maintenance and conveniently located support neighbourhood sustainability.

### Landscape Design

- Protect natural areas on and off site, including soil stabilization where necessary.
- Retain and protect significant trees and plants where possible.
- Maintain and extend natural pathways or corridors through the neighbourhood as *habitat corridors* that allow animals and plants to access more resources, have a better chance at survival and maintain genetic diversity in their populations because of improved breeding opportunities.
- Use of native landscaping, edible landscaping, and drought tolerant plants is encouraged.
- Consider optimal use of trees for shading and wind protection.
- Provision of gardens, including on decks and roofs, is encouraged.

### Stormwater Management

- Minimize impermeable surfaces areas wherever possible to levels specified in the City's green building standards and design guidelines.
- Use of green roofs is encouraged.
- No increased surface drainage offsite.
- No draining or filling of existing wetlands.

### Water Savings

- New and remodeled buildings to use less water than code standard as specified by the City's green building standards and design guidelines.
- Avoid use of potable water for irrigation and other uses not requiring potable water. Collection of rain water, including use of rain barrels, is encouraged.
- Use irrigation controls in gardens and landscaped areas.
- Adhere to best practices standards, or a green building standard, for low flow plumbing fixtures.
- Encourage consideration of greywater recycling, and in particular, consider providing rough-in for grey water management system.



Passive building design is encouraged in all development forms.



Consider prevailing wind orientation for cross ventilation and wind generated power opportunities.



Secure, convenient bike storage encourages use.

### Sustainable Energy Use

- New and remodeled buildings to use less energy than code standard as specified by the City's green building standards and design guidelines.
- Major developments are encouraged to provide an engineering study to be prepared to be included in a neighborhood energy utility, and to pre-install infrastructure including piping and conduits as recommended.
- Consider renewable energy systems and advanced technologies either attached to or integrated into building exteriors.
- New buildings and major renovations to have roof space allocated and services rough-in for solar equipment.

### Transportation

- Provide outlets for electric cars in parking area.
- Provide bike racks and bike storage in Multi-family, Mixed Use, and Commercial buildings – commercial uses encouraged to provide lockers and change rooms for cycle commuters.

### Sustainable Local Economy

- Providing spaces usable for home employment in residential buildings is encouraged.
- Providing spaces which are robust and adaptable for different uses over time is encouraged.



## 6.2.4 Crime Prevention Through Environmental Design (CPTED)

Successful neighbourhood and building design reinforces the creation of safe, livable communities by providing a built environment that discourages criminal behavior. The following strategies for providing “defensible space” in the South End focus on commercial shopfronts, multiple dwellings and neighbourhood design based on three CPTED strategies: Natural Access Control, Natural Surveillance, and Territorial Reinforcement. (Maintenance and Management CPTED strategies are not included in these Design Guidelines).

### Neighbourhoods

Highly visible public spaces and traffic calming strategies increase neighbourhood safety. Neighbourhoods that are well maintained, that attract pedestrian use and with many “eyes on the street” deter criminal activity.

#### Natural Access Control

- Design elements that clearly indicate public spaces including special paving treatment, landscaping and gateway elements to guide visitors away from private spaces.

#### Natural Surveillance

- Avoid landscaping that creates blind spots or hiding places.
- Locate open green spaces and recreational areas so they are visible from nearby homes and streets.
- Laneway developments provide “eyes on the lane”.
- Use pedestrian scale lighting in high pedestrian traffic areas to help people recognize potential threats at night.
- Ensure bus stops and the routes to them are well illuminated at night and visible from adjacent properties.
- Provide well designed public open spaces to attract users throughout the day and with surveillance from adjacent properties at night.

#### Territorial Reinforcement

- Design lots, streets and houses to encourage interaction between neighbours.
- Clearly identify homes with street address numbers that are visible at night.
- Define property lines with gates, low fences and shrubs.



Green spaces that are located close to units and are visually accessible are safe and better used.



Parking lots are safer when there is visual access from adjacent buildings.

### Commercial Shopfronts

In order for businesses to succeed, commercial streets need to be and feel safe for customers and neighbourhood residents.

#### Natural Access Control

- Clearly indicate public vs private spaces to discourage non-employees from entering private space.
- Prevent access to the roof.
- Provide entrances into the shop from rear parking lots.
- Clearly indicate parking areas and entrances.

#### Natural Surveillance

- Install windows for surveillance onto adjacent parking lots.
- Illuminate shop exteriors and parking lots at night.
- Avoid hiding areas around loading bays.
- Maintain visibility between passing vehicles, parking areas, sidewalks and shop interiors.
- All entrances should be visually accessible.

#### Territorial Reinforcement

- Mark property boundaries wherever possible with low fences, gates or low hedges.
- Clearly distinguish private from public property.
- Include shop signs onto rear parking lots.
- Include awnings above windows and doors, shop signage, landscaping and a tidy appearance at the rear of the shop.

### Multiple Dwellings

Multiple Dwellings can capitalize on “safety in numbers”. Well connected communities are often the safest ones by providing pedestrian activity.

#### Natural Access Control

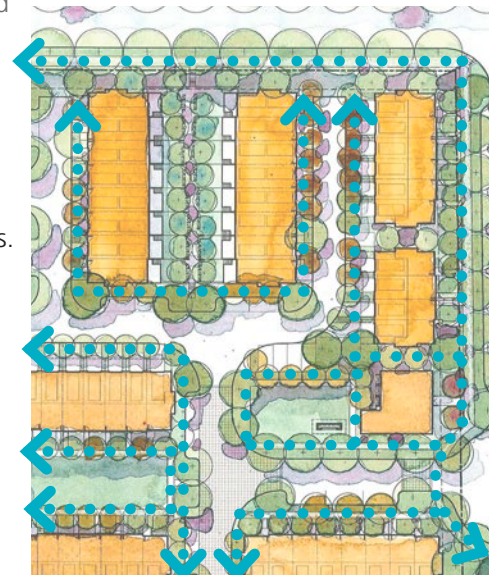
- Clearly define site entrances, including parking areas.
- Provide good illumination in public spaces, especially hallways.
- Eliminate dead end and visually inaccessible interior and exterior areas.
- Design visual access to elevator lobbies and stairwells.
- Limit the number of building access points to 2.
- Common building entrances should automatically lock upon closing.

#### Natural Surveillance

- Design exterior doors that are visible to the street and neighbours.
- Install windows on all building sides, if possible.
- Discourage unauthorized parking by assigning specific parking stalls to residents near their units.
- Designate visitor parking.
- Illuminate parking areas and pedestrian walkways.
- Locate recreation areas so they are visible from residential units.
- Elevators and stairwells should be clearly visible.
- Restrict landscaping height to 1.0 m in vulnerable areas.
- Site buildings to allow visibility between units without direct overlook.
- Playgrounds should be visible from units but not be located adjacent to parking lots or streets.

#### Territorial Reinforcement

- Define property lines with landscaping or fencing.
- Maintain visibility between units and the street by restricting the height of landscaping, screens and fences.
- Accentuate building entrances with architectural elements, lighting and / or landscaping.
- Individual mailboxes at unit entrances are more secure than group mailboxes.



Incorporating a network of pedestrian routes in multiple dwelling developments increases safety and provides connections to the surrounding neighbourhood.



Multiple dwelling developments provide many “eyes on the street”.

## 6.2.5 Guideline Illustrations

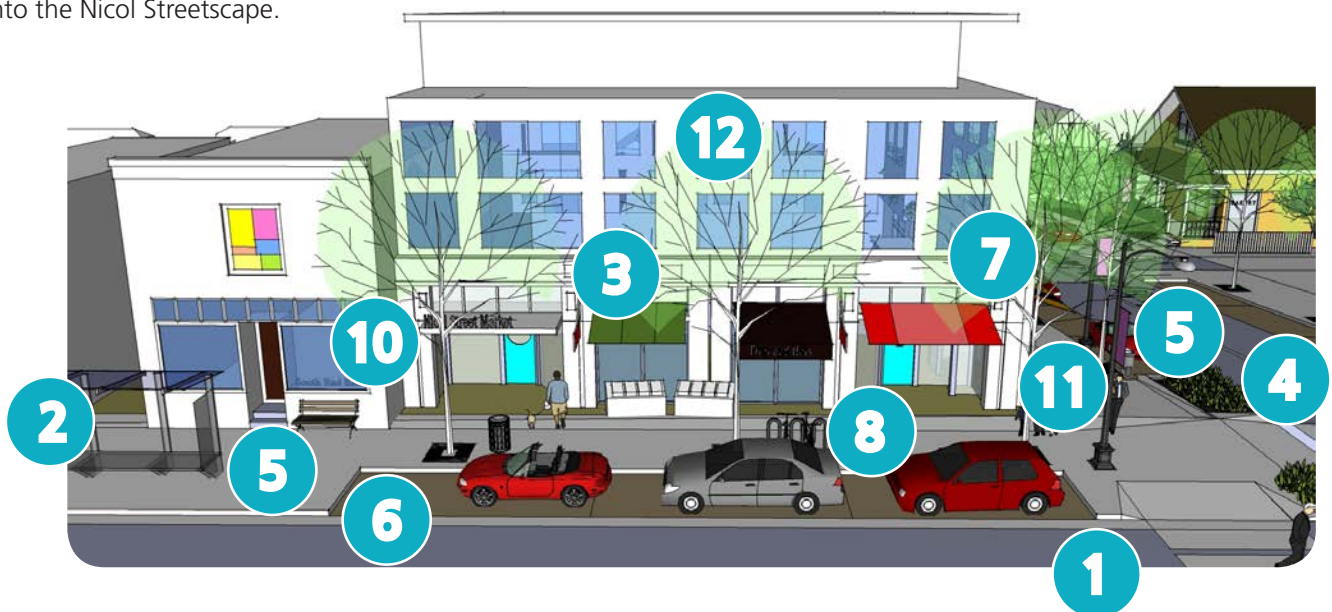
### a. Nicol Street

This illustration envisions Nicol Street as an urban spine through the South End. Proposed on-street parking on both sides supports the commercial development and calms traffic. Continuous street trees, wide sidewalks, landscaping and corner bulges allow pedestrians to safely cross Nicol Street. Building design that creates a strong street face but allows for the expression of individual businesses builds on existing neighbourhood patterns. Integrated residential development adds to variety along the street and provides important housing options.



#### Related Guidelines

- 1 Pedestrian oriented intersection.
- 2 Transit stop locations that extend the sidewalk.
- 3 Pedestrian oriented signage.
- 4 Landscaping that supports sustainable design and walkability.
- 5 Usable, well located street furniture.
- 6 Convenient, traffic calming on street parking.
- 7 Buildings that shape neighbourhood corners as activity nodes.
- 8 Recessed shop entrances.
- 9 Maximum glazing at shopfronts.
- 10 Building design that emphasizes individual shops.
- 11 Buildings with well defined ground floors.
- 12 Upper floors setbacks.
- 13 Integrating greenspaces and meeting places into the Nicol Streetscape.



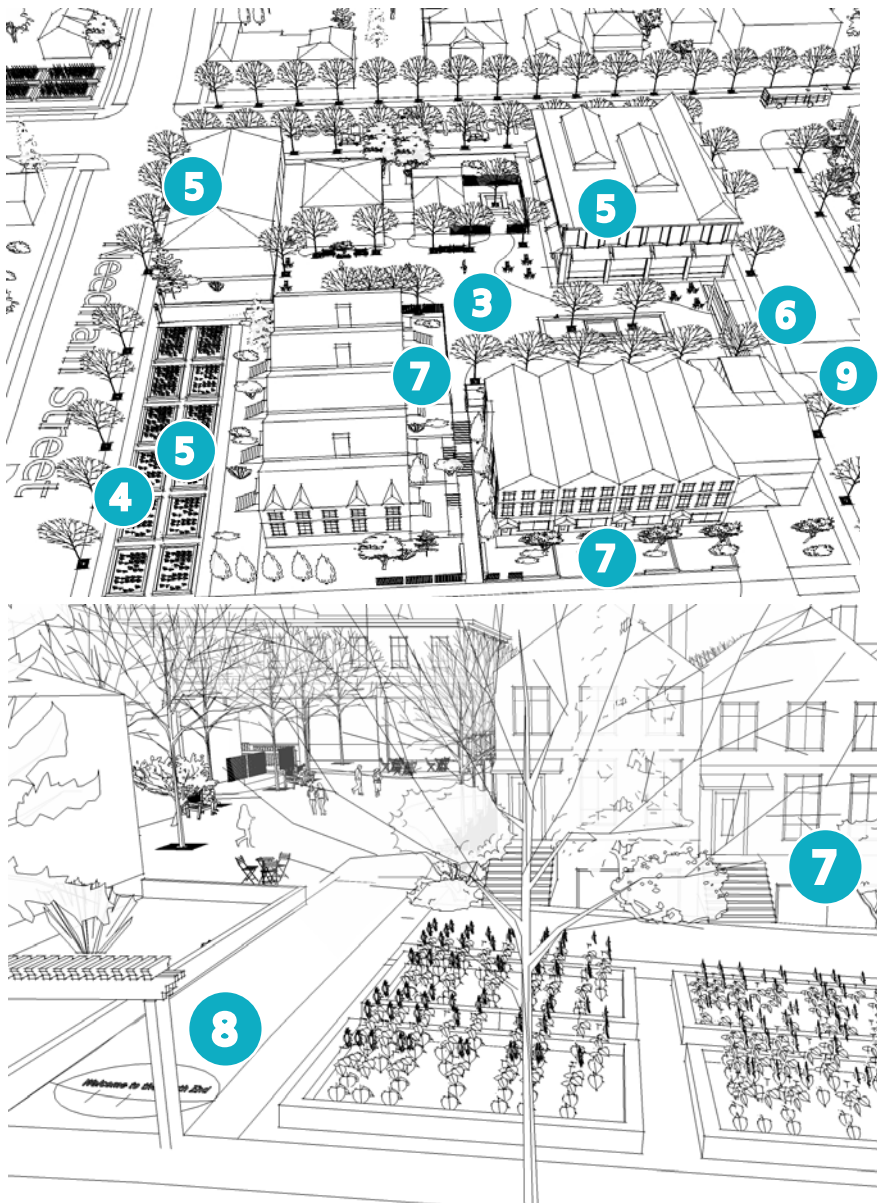
## b. Haliburton Street - Needham Street Neighbourhood Commercial Centre

This area around Haliburton and Needham Streets is the historic center of the South End. This illustration envisions a new neighbourhood commercial center on and around this site that combines a public courtyard, community meeting spaces, Mixed Use development (live-work, residential, commercial and / or office) and townhouse developments. Pedestrian access to and through this area will help connect it to the surrounding neighbourhood. Community garden spaces provide a focus for activity, extend open space opportunities for residents in adjacent compact housing, and celebrate a tradition of gardening in the South End that is a current neighbourhood asset.



### Related Guidelines

- 1 A variety of building forms and uses as a vibrant neighbourhood center.
- 2 Neighbourhood meeting places and support facilities.
- 3 A public open space / courtyard with landscaping, permeable surfaces and as a neighbourhood gathering place.
- 4 Opportunities for community gardens.
- 5 A range of housing choices.
- 6 Gateways incorporated into the neighbourhood center, marking it a special place.
- 7 Transitions between the public and private realm.
- 8 Public art that celebrates the South End including sculpture, garden design, mosaics and gateway features.
- 9 Links to the surrounding neighbourhood with pedestrian friendly intersections and crosswalks.



### c. Finlayson Street

This illustration envisions Finlayson Street as one of several neighbourhood streets that connect Nicol Street to the adjacent residential area.

#### Related Guidelines

- 1 Buildings that shape neighbourhood corners as activity nodes.
- 2 Upgraded and reinvented existing buildings (cottage transforming to local bakery).
- 3 Details, colors and architectural elements that recall local historical precedents.
- 4 Building forms step down to meet the scale of existing, smaller buildings.
- 5 Residential entrances that contribute to a neighbourhood streetscape.
- 6 Landscape design that softens the transition between higher density buildings and lower density neighbours.



### d. Neighbourhood Infill

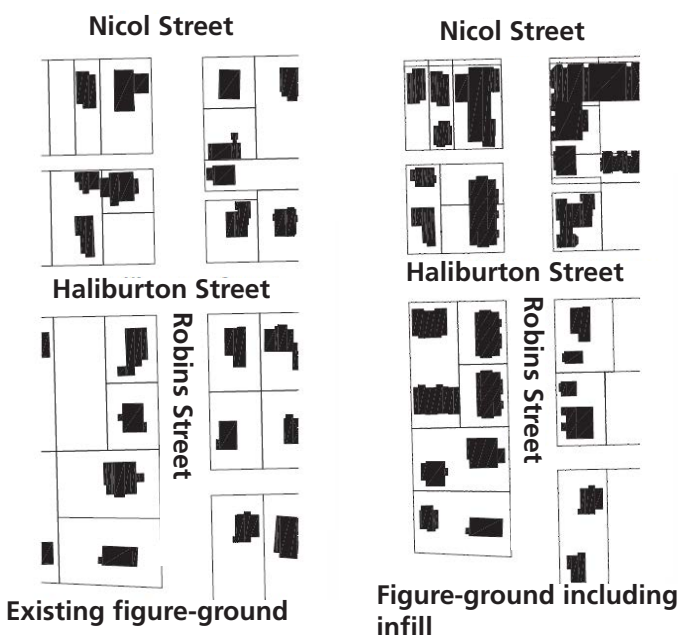
This illustration refers to Robins Street, but is intended to represent an approach to infill for similar east-west streets.

Well designed residential infill projects increase densities while improving and enriching the neighbourhood. Integrating existing neighbourhood patterns into infill projects provides continuity and increases neighbourhood acceptance. Multiple Dwelling Units that respect the proximity of smaller scale developments will be good infill neighbours. Emphasizing the value of the pedestrian realm, especially in Multiple Dwelling Units, will ensure that the neighbourhood develops in a sustainable manner.



#### Related Guidelines

- 1 Building forms that step down in density and height from Nicol Street to the eastern edge of the neighbourhood.
- 2 Transitions from the sidewalk to the front door.
- 3 Passageways between buildings that create pedestrian connections through the neighbourhood.
- 4 Buildings that define a street edge that includes areas for landscaping and "outdoor rooms" adjacent to the street.
- 5 Shared off street parking areas.
- 6 Compatible infill that maintains a neighbourly edge with the predominately single family Snuneymuxw Reserve #1.
- 7 Permeable surfaces on parking areas, access lanes and crosswalks to support sustainable rainwater management.



e. Fry Street

The Fry Street and Esplanade area currently contains a mix of industrial, residential and mixed use buildings with minimal pedestrian interest. This illustration envisions incremental development of this area into a mixed use, pedestrian-oriented precinct that would include the reuse and adaptation of existing industrial and heritage buildings with the goal of creating a unique place for neighbourhood residents and visitors to Nanaimo. The area bound by Finlayson, Fry and Milton Streets is illustrated as a development prototype as indicated below.



Related Guidelines

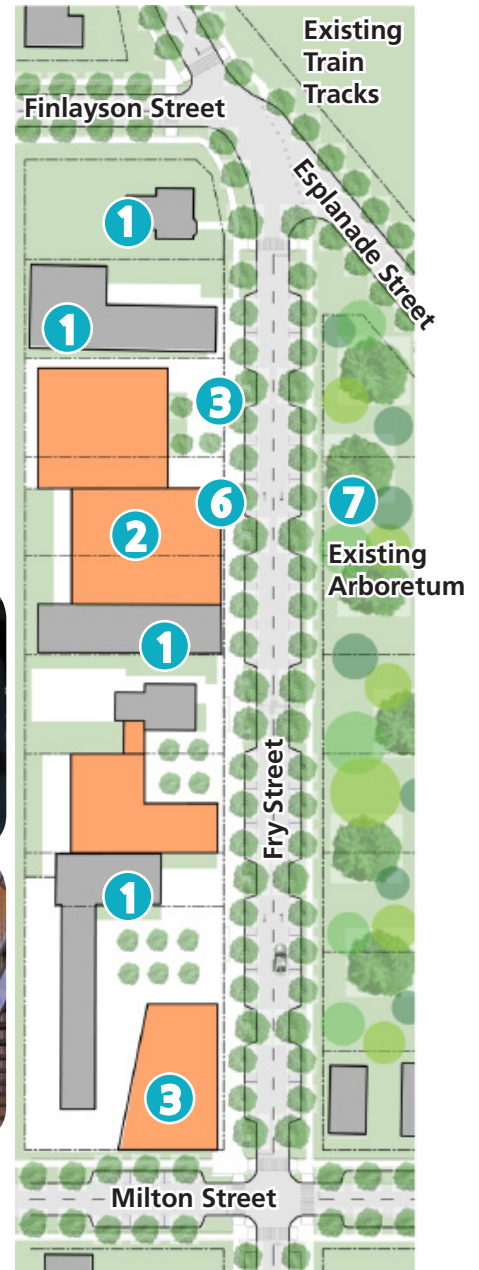
- 1 Retain and revitalize existing industrial buildings and heritage houses.
- 2 Encourage form and character that links new structures with the existing industrial uses by incorporating colorful siding, industrial doors and detailing, and robust materials into new developments.
- 3 Continue the existing pattern of varying setbacks into new developments, including courtyard spaces where appropriate, to support activity and interest along the street.
- 4 Screen parking from the front street with generous landscaping, attractive paving and screening consistent with new high-quality building forms.
- 5 Introduce a language of screening “walls” that combine a mix of seating, fencing, planting and artwork display spaces to define the street edge.
- 6 Street facades with a high degree of transparency that include glazed overhead industrial-style doors, large proportions of glazing and weather protection contribute to a pedestrian-oriented streetscape.
- 7 The existing arboretum is a neighbourhood asset. Retaining and protecting these valuable heirloom trees is highly recommended, especially for new developments proposed for this site.



Mixed Use prototypes



Existing Conditions along Fry Street



Proposed Fry Street Plan



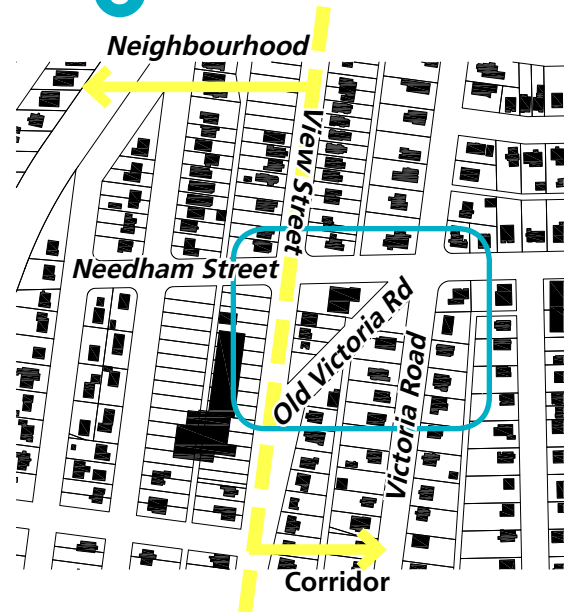
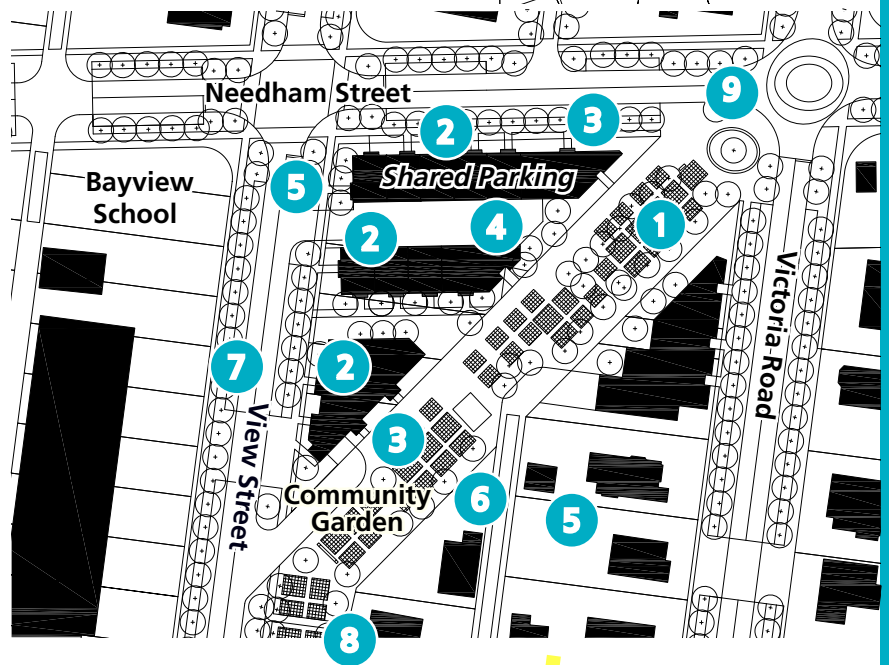
### f. Bayview School Area

Bayview Elementary School is surrounded by an established single family area bounded by Victoria Road, the E & N Railway line, South Street and Pine Street. This illustration envisions integrating a community garden “greenway” into the Old Victoria Road right of way between Princess Street and Victoria Road. Increasing pedestrian access to the school across Victoria Road and Princess Street and along proposed green lanes is recommended. Limiting the height of new developments to 4 storeys within the Corridor-Residential boundary is recommended as a transition between the Corridor and Neighbourhood designations.



#### Related Guidelines

- 1 Integrate a community garden “greenway” into the Old Victoria Road right of way between View and Needham Streets.
- 2 Limit new developments to 4 storeys within the Corridor-Residential boundary.
- 3 Orient new developments to the new greenway and adjacent streets.
- 4 Encourage shared off-street parking areas buffered from the street with landscaping / screens.
- 5 Infill single family lots with coach house developments.
- 6 Develop lanes as pedestrian greenways.
- 7 Increase pedestrian access to Bayview School across Victoria Road and View Street.
- 8 Extend the alignment of View Street south of Needham Street, provide parallel on street parking and incorporate community garden space between the road right of way and adjacent property line.
- 9 Reinforce neighbourhood identity through public art, special paving treatments and gateway features.



g. Mixed Use Street Facades

Mixed Use buildings up to 6 storeys are allowed within the Urban Node designation. The architecture of these buildings will determine the character of these streets. This illustration outlines building massing, proportions, materials, colors and details recommended for Mixed Use street facades. These principles can be applied to 4 storey mixed use buildings as well.



Related Guidelines

- 1 Consider organizing building facades into base, middle and top.
- 2 The building base anchors the building and provides a datum for windows, signage, entrances and weather protection at the street level.
- 3 The base can be defined using a contrasting color and/or material, change of plane and/or cornice line.
- 4 The height of the building base should reinforce the overall building proportions and may extend to the second storey.
- 5 The middle section can extend up to the 4th storey in a 6 storey building.
- 6 Middle sections can be defined using a contrasting color, material, window pattern and/or change of plane.
- 7 The top 2 floors of a 6 storey mixed use building are required to set back 2.2 m from the front property line and may incorporate a change of color, material and/or window pattern to reinforce the overall building proportions.
- 8 Durable, high quality materials are basic to sustainable building design. Color and material choices should consider a long building lifespan and stand the test of time. Bright, saturated colors are appropriate for entrances, signage and decorative details.
- 9 Natural materials including wood, stone and brick are encouraged, especially at the street level.
- 10 Building proportions based on the Golden Section = 1: 1.618 are highly recommended.



Vertically proportioned base and middle section



Horizontal proportions with a 2 storey base



Horizontal proportions with a 1 storey base

- Vertical building proportions with a contrasting top section.
- A cornice line that defines the building base.
- A ground floor treatment that combines a variety of forms and details using similar details and colors.
- Contrasting color and signage differentiates the residential entrance.
- Horizontal proportions dominated by a 2 storey base.
- A top section that incorporates contrasting window proportions.
- Commercial and residential entrances are given their own identity with contrasting, bright colors.
- The building base is defined using a change of plane and cornice detail and underscores the signage and window awnings.
- Horizontal building proportions emphasize the middle building section.
- A contrasting color applied to the building base creates visual interest and provides a human scale at the street level.

### h. Esplanade Neighbourhood Edges

Esplanade defines a boundary between the Assembly Lands and the South End neighbourhood. This illustration envisions the redevelopment of Esplanade into a destination walkway along the east side which could be the location for weekend markets or festivals and offer residents a public space. Potential development along the west side of Esplanade between Crace Street and Finlayson Street is illustrated below as well as in the Fry Street area guideline illustration.



#### Related Guidelines

- 1 Define the neighbourhood edge with seating, planting and a wide pedestrian walkway along the east side of Esplanade Street.
- 2 Consider continuing the walkway through to Center Street.
- 3 Incorporate trees and planting to provide shade, buffer near views of industrial land and to establish a pedestrian scale.
- 4 Provide pockets of on street parking to support future commercial developments and encourage use by non-residents.
- 5 Provide street banners, public art and signage to establish this as a neighbourhood destination.
- 6 Integrate, where appropriate, interior and exterior spaces, to animate the street and support commercial use.
- 7 Encourage existing industrial uses to provide screens and landscaping buffers where appropriate.
- 8 Encourage a mix of natural and industrial materials that complement the industrial context and waterfront location.
- 9 Consider a contrasting surface material for the walkway along the east edge of Esplanade.
- 10 Incorporate gateways, access points and other required connections to future Assembly Wharf / CP Land developments.



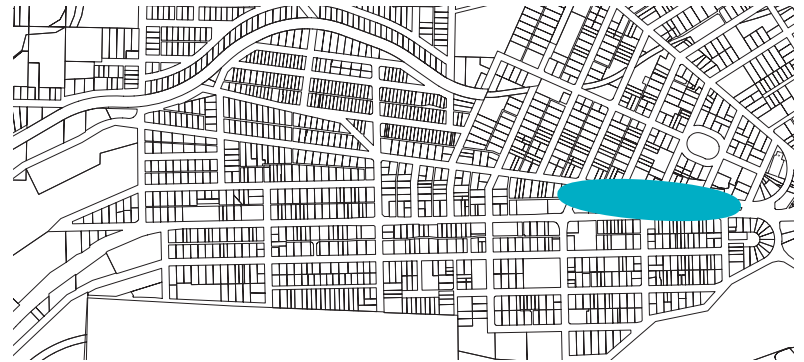
Seating, planting and a wide pedestrian walkway along the east side of Esplanade



New commercial and choice of use mix with existing residential and industrial uses between Crace Street and Finlayson Street

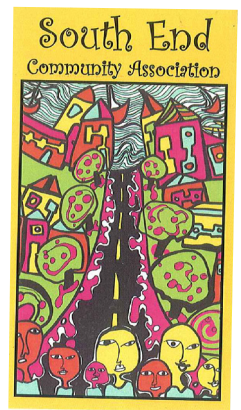
i. Neighbourhood Gateways

Defining gateways promotes neighbourhood identity and spirit and defines neighbourhood edges. This illustration focuses on Nicol Street and Victoria Road between Cavan Street and Robarts Street as a gateway location. The principles outlined here are intended to be adaptable for other entry points to the neighbourhood.



**Related Guidelines**

- 1 Introduce a contrasting paving material or texture along Nicol Street and Victoria Road between Cavan Street and Robarts Street (refer to illustration for extents).
- 2 Include a special variety of street trees between Cavan Street and Robarts (as indicated in illustration).
- 3 Incorporate a landscape design that showcases one or more neighbourhood themed public art pieces (proposed areas shown as orange in illustration).
- 4 The green space at the western foot of Crace Street is a potential site for a public art/structure/“artboard” to showcase local artists, community projects or other inspired neighbourhood ideas.
- 5 Consider new mixed use developments along Victoria Road between Cavan Street and Robarts Street that define the street edge and include landmark architectural elements, reinforcing this gateway into the South End.
- 6 Consider developing an image that represents the South End that can be incorporated into neighbourhood banners, public art and other community initiatives.



Potential banner graphic (by South End Community Association)



Gateway building example (Fremont neighborhood in Seattle)



Green space community project example (from SECA website)



## Part 7 Neighbourhood Plan Implementation Strategy

- 7.1 Implementing the Neighbourhood Plan
- 7.2 Monitoring the Neighbourhood Plan
- 7.3 Implementation Strategy



## 7.1 Implementing the Neighbourhood Plan

The South End Neighbourhood Plan will be implemented through a variety of measures, ranging from bylaw amendments to the direct involvement of citizens, landowners and stakeholders. Certain actions will be achievable relatively quickly while others may require months or years to complete. Some actions will be ongoing from year to year.

An Implementation Strategy for the neighbourhood plan is outlined as follows. This Strategy identifies actions, timing and responsibilities of the City, other agencies of various governments, organizations and community groups. Plan implementation is the responsibility of both the City of Nanaimo and partners of the City recognizing that certain issues require the involvement of residents, business interests, and / or other stakeholders. The following table outlines key implementation actions, broken down into five time-frames:

- **Immediate** (to be initiated within one year of the plan's adoption)
- **Short Term** (to be completed within 5 years of the plan's adoption)
- **Medium Term** (to be completed within 5 to 10 years of the plan's adoption)
- **Long Term** (to be completed over 10 to 20 years); and
- **Ongoing** (to be initiated in the short term with no planned date of completion)

## 7.2 Monitoring the Neighbourhood Plan

Throughout the implementation process it is important that the City maintains open communication with neighbourhood members on the plan's progress. Upon adoption, the plan will be monitored by City Staff and the plan's progress will be reviewed annually with the Neighbourhood Plan Committee. The main purpose of monitoring the plan is to:

- ensure that projects in progress are moving forward as anticipated;
- assess the impacts of current projects;
- ensure that actions are still in line with community aspirations; and
- keep the plan valid by carrying out an annual review to identify accomplishments and actions still needed or not previously identified.

### 7.3 Implementation Strategy

Implementation Action	Plan Reference	Timing	Completed
<b>Land Use and Development</b>			
<i>Amend Map 1: Future Land Use of the OCP to match Map 1: Neighbourhood Land Use contained in South End Neighbourhood Plan.</i>	<i>Section 5.1.(1)</i>	<b>Immediate</b>	
<i>Amend the Development Permit Area 9 guidelines contained in Section 7.4. of the OCP to include the South End Urban Design Guidelines.</i>	<i>Section 6.2.</i>	<b>Immediate</b>	
<b>Open Space and Connectivity</b>			
<i>Consider adding parkland and open space identified on Map 1: Neighbourhood Land Use as acquisition priorities in the Parks Master Plan</i>	<i>Section 5.2.(1)</i>	<b>Medium term</b>	
<i>Create more opportunities to sit in parks and along pedestrian walkways using environmentally friendly alternative designs and materials.</i>	<i>Section 5.2.(4)</i>	<b>On-going</b>	
<i>Evaluate the need for additional bike racks at Deverill Square and Knowles Park.</i>	<i>Section 5.2.(5)</i>	<b>Immediate</b>	
<i>Add a basketball/multi-use court, public art piece, and a small special event/performance space at Deverill Square Park in accordance with the Deverill Square Park Improvement Plan.</i>	<i>Section 5.2.(6)</i>	<b>Medium term</b>	
<i>Construct an observation and interpretive site on Esplanade or Crace street cul-de-sac which provides information on local history and information on local geographic and environmental features (e.g. Protection Island and Nanaimo River Estuary).</i>	<i>Section 5.2.(8)</i>	<b>Medium term</b>	
<i>Work with the Provincial Government to add a public viewpoint at Petroglyph Park. Also, encourage the Provincial Government to add signage noting the view point's existence at the park's highway access.</i>	<i>Section 5.2.(8)</i>	<b>Medium term</b>	
<i>Construct view point at the northern end of View Street.</i>	<i>Section 5.2.(9)</i>	<b>Long term</b>	
<i>Create and implement a comprehensive Pedestrian Connectivity Plan for the neighbourhood based on Map 2: Pedestrian Connectivity and Road Classification.</i>	<i>Section 5.2.(10)</i>	<b>Medium term</b>	
<i>Work with the Nanaimo Port Authority and Snuneymuxw First Nation to explore the feasibility of establishing pedestrian access points from the neighbourhood to the waterfront along Milton, Farquhar, Sabiston, Needham, Robins and Woodhouse streets.</i>	<i>Section 5.2.(12)</i>	<b>Short term</b>	

Implementation Action	Plan Reference	Timing	Completed
<i>Initiate discussion to jointly design a new waterfront park, waterfront walkway, and public boat launch area with both the Nanaimo Port Authority and the Snuneymuxw First Nation as part of a plan for the future Assembly Wharf / CP Lands.</i>	Section 5.2.(13)	Short term	
<i>Initiate discussion with waterfront stakeholders to explore feasibility of extending a waterfront walk along the entire length of the neighbourhood.</i>	Section 5.2.(14)	Short term	
<i>Prepare an urban agriculture strategy for the neighbourhood that identifies food security, constraints, opportunities and an action plan.</i>	Section 5.2.(15)	Medium term	
<i>Develop a promotional program which publicly recognizes home gardens and food self-sufficiency efforts in the neighbourhood.</i>	Section 5.2.(15)	Short term	
<i>Promote community gardens on park and open spaces lands under the City's Volunteer in Parks (VIP) Program as well as an interim use on privately owned, vacant lots, with particular focus on Nicol and Haliburton Streets.</i>	Section 5.2.(15)	Ongoing	
<i>Explore feasibility of amending the City's Animal Control Bylaw to allow resident-based bee keeping and limited livestock husbandry in the neighbourhood.</i>	Section 5.2.(15)	Short Term	
<i>Work with the Island Corridor Foundation to plan and construct an extension of the E&amp;N Trail through the neighbourhood.</i>	Section 5.2.(16)	Medium term	
<b>Transportation and Infrastructure</b>			
<i>Update the City's Manual of Engineering Standards and Specifications for street construction in the neighbourhood to reflect street design concepts contained within this plan.</i>	Section 5.3.(2-5)	Short term	
<i>Construct a flag stop at the intersection of the rail line and Fifth Street.</i>	Section 5.3.(6)	Medium term	
<i>Work with the Provincial Government to evaluate possible pedestrian safety road design techniques for Nicol Street, including crosswalk points at key intersections.</i>	Section 5.3.(9)	Short term	
<i>Work with the Provincial Government to evaluate possible installation of bike triggered intersection lights along Nicol Street.</i>	Section 5.3.(9)	Short term	



Implementation Action	Plan Reference	Timing	Completed
<i>Work with the Provincial Government to evaluate feasibility of installing a pedestrian controlled flasher light at the intersection of Nicol Street and Farquhar Street, and pedestrian activated crosswalk buttons at the other intersections.</i>	Section 5.3.(9)	Short term	
<i>Use mobile Speed Reader Board on Victoria/Old Victoria, Nicol and Haliburton Streets, and in proximity to Bayview School to slow traffic speeds.</i>	Section 5.3.(9)	Immediate	
<i>Focus enforcement of the 50 km/h vehicle speed limit on Victoria/Old Victoria, Nicol and Haliburton Streets, and 30 km/h in proximity to Bayview School.</i>	Section 5.3.(9)	Immediate	
<i>Evaluate vehicle traffic speeds and traffic intensity on Victoria Road to determine whether traffic calming solutions would be warranted.</i>	Section 5.3.(9)	Short Term	
<i>Consider removal of Victoria Road, north of South Street, from the truck route designation.</i>	Section 5.3.(9)	Immediate	
<i>Work with the Provincial Government to evaluate feasibility of installing a traffic light and directional signage for cycle routes through the neighbourhood at the intersection of Haliburton Road and the Island Highway.</i>	Section 5.3.(10)	Short term	
<i>Evaluate the feasibility of constructing a cul-de-sac on View Street, between Rainer and South Streets, or limiting traffic movement at the intersection of View and South Streets.</i>	Section 5.3.(11)	Medium term	
<i>Evaluate feasibility of closing section of Old Victoria Road intersecting with Needham Street to vehicle traffic to create a linear park, or into a one way heading northeast and reversing one-way on View Street in front of Bayview School.</i>	Section 5.3.(12)	Medium term	
<i>Evaluate road and lane conditions in the plan area and adjust Five-Year Capital Plan where warranted.</i>	Section 5.3.(13)	Short term	
<i>Consider sidewalk and curb upgrades at the locations identified in Map 3: Transportation and Infrastructure.</i>	Section 5.3.(14)	Long term	
<i>Support neighbourhood efforts to clean up and beautify neighbourhood lanes.</i>	Section 5.3.(15)	Ongoing	
<i>Develop alternate streetscape design standards which encourage use of non-standard surfacing materials, pervious pavements and on-site stormwater retention.</i>	Section 5.3.(16)	Medium term	

Implementation Action	Plan Reference	Timing	Completed
<i>Work with BC Hydro to evaluate where candidates for power line burial may exist in neighbourhood and how they can be completed.</i>	<i>Section 5.3.(17)</i>	<b>Medium term</b>	
<i>Develop a long-term, phased lighting improvement plan for Haliburton Street and Victoria Road.</i>	<i>Section 5.3.(18)</i>	<b>Short term</b>	
<i>Evaluate lane lighting levels and upgrade where necessary.</i>	<i>Section 5.3.(19)</i>	<b>Medium term</b>	
<i>Work with RDN Transit Authority to evaluate feasibility of using smaller buses and more frequent bus service through neighbourhood.</i>	<i>Section 5.3.(20)</i>	<b>Short term</b>	
<i>Consider locating new bus shelters at Milton Street (between Nicol and Haliburton), Haliburton (between Finlayson and Milton), Victoria Road (between Milton and Kennedy), Haliburton (near the intersections with Sabiston and Needham Streets), and Victoria Road (near the intersection with Rainer).</i>	<i>Section 5.3.(20)</i>	<b>Medium term</b>	
<i>Work with RDN Transit Authority to evaluate feasibility of establishing a looped, express bus connection between the neighbourhood, Downtown and Harewood, with specific stops at John Barsby Secondary School, Nanaimo District Secondary School and Vancouver Island University.</i>	<i>Section 5.3.(20)</i>	<b>Medium term</b>	
<i>Work with RDN Transit Authority to evaluate feasibility of constructing a looped street car or electric bus line along Victoria Road and Haliburton Street connecting to the Downtown.</i>	<i>Section 5.3.(20)</i>	<b>Medium term</b>	
<i>Work with RDN Transit Authority to evaluate feasibility of consolidating Victoria Road/Haliburton Street transit routes onto Nicol Street in order to improve user experience and system efficiency.</i>	<i>Section 5.3.(20)</i>	<b>Medium term</b>	
<i>Place neighbourhood gateway signage at the following locations:</i> <ul style="list-style-type: none"> <li>• <i>east side of Island Highway, near the intersection of the Island Highway, Haliburton Street, and Old Victoria Road; and</i></li> <li>• <i>near the intersection of Esplanade/Victoria Crescent with the Island Highway.</i></li> </ul>	<i>Section 5.3.(21)</i>	<b>Short term</b>	
<i>Work with the Island Corridor Foundation to install neighbourhood gateway signage near intersection of rail line with Fifth Street.</i>	<i>Section 5.3.(21)</i>	<b>Medium term</b>	

Implementation Action	Plan Reference	Timing	Completed
<b>Social Enrichment and Culture</b>			
<i>Repair or replace landscaping and fencing along the eastern edge of Nicol Street.</i>	<i>Section 5.4.(1)</i>	<b>Short term</b>	
<i>Expand the street banner program along Nicol Street.</i>	<i>Section 5.4.(1)</i>	<b>Short term</b>	
<i>Plant boulevard trees along Nicol Street, Haliburton Street, and Victoria Road, as well as along Grace Street, Esplanade, Irwin Street, Milton Street, Needham Street and View Street.</i>	<i>Section 5.4.(1)</i>	<b>Ongoing</b>	
<i>Encourage local residents to participate in the City's graffiti removal program.</i>	<i>Section 5.4.(1)</i>	<b>Immediate</b>	
<i>Create and distribute information brochure on City's nuisance and unsightly properties regulations to neighbourhood residents.</i>	<i>Section 5.4.(1)</i>	<b>Immediate</b>	
<i>Create a strategy for stabilizing and revitalizing vacant properties that may include the following:</i> <ul style="list-style-type: none"> <li>• <i>a property monitoring system;</i></li> <li>• <i>a comprehensive approach to nuisance enforcement and property maintenance requirements such as found in the International Property Maintenance Code; and/or</i></li> <li>• <i>a mechanism for the City to facilitate property acquisition and use.</i></li> </ul>	<i>Section 5.4.(1)</i>	<b>Short term</b>	
<i>Create and implement a Neighbourhood Cleanup Program that may include the following:</i> <ul style="list-style-type: none"> <li>• <i>publicly recognizes well maintained properties and encourages pride of ownership;</i></li> <li>• <i>targets derelict or unkempt properties for community cleanup efforts; and</i></li> <li>• <i>creates voluntary external repaint initiative for residences and businesses located along the eastern side of Nicol Street, with priority given to the section between Milton and Farquhar Streets.</i></li> </ul>	<i>Section 5.4.(1)</i>	<b>Immediate</b>	
<i>Place public art in neighbourhood parks and open spaces in cooperation with the South End Community Association and Snuneymuxw First Nation.</i>	<i>Section 5.4.(3)</i>	<b>Ongoing</b>	
<i>Install way finding signage along Nicol Street for key points of interest or locations in and around the neighbourhood.</i>	<i>Section 5.4.(4)</i>	<b>Immediate</b>	
<i>Work with the South End Community Association to assign names to lanes in plan area.</i>	<i>Section 5.4.(5)</i>	<b>Short term</b>	

Implementation Action	Plan Reference	Timing	Completed
<i>Work with South End Community Association and local pub owners to develop Good Neighbour Agreements to lessen negative impacts on surrounding residential areas.</i>	Section 5.4.(8)	Short term	
<i>Prepare a comprehensive CPTED evaluation of the neighbourhood for use by both the City and local property owners.</i>	Section 5.4.(8)	Medium term	
<i>Create comprehensive social planning, education and public health strategy in the neighbourhood, focused on poverty, drug use and prostitution reduction.</i>	Section 5.4.(9)	Medium term	
<i>The South End Community Association will work with the Provincial Government and local child care providers to evaluate the supply and demand for child care services within the neighbourhood and determine the need for additional resources.</i>	Section 5.4.(11)	Short term	
<i>Setup formal liaison between South End Community Association, the Snyeymuxw First Nation, School District #68 and the City for purposes of communication and partnership on servicing, security, community building, planning and arts/culture initiatives in the neighbourhood.</i>	Section 5.4.(12)	Short Term	
<i>Erect community notice boards at Deverill Square and Knowles Park.</i>	Section 5.4.(13)	Short term	
<i>The South End Community Association, with City of Nanaimo support, will conduct a resident survey every three years to gauge resident satisfaction and to aid in issue and solution identification.</i>	Section 5.4.(13)	Ongoing	
<i>Evaluate and add neighbourhood buildings and sites as listed in Appendix C to the City's Official Heritage Register, subject to owner support.</i>	Section 5.4. (14)	Medium term	
<i>Work with the South End Community Association to identify opportunities for heritage interpretation and heritage themed public art in the neighbourhood, specifically along the South End Heritage Walk route.</i>	Section 5.4.(15)	Medium term	
<i>Work with the Provincial Government and Snuneymuxw First Nation to develop a co-management agreement for Petroglyph Park.</i>	Section 5.4.(17)	Short term	
<i>Explore feasibility of adapting an existing School District #68 owned building to be used as a recreational, educational and social gathering place in the neighbourhood.</i>	Section 5.2.(18)	Short term	
<i>Work with Vancouver Island Regional Library to explore feasibility of locating a library in the neighbourhood.</i>	Section 5.2.(19)	Medium term	

Implementation Action	Plan Reference	Timing	Completed
<b>Environmental Protection and Enhancement</b>			
<i>Expand “Green Box” Kitchen Waste Recycling Program to the neighbourhood.</i>	<i>Section 5.5.(1)</i>	<b>Immediate</b>	
<i>Consider providing complimentary garbage tags annually for use under the South End Community Association’s Art Bin program.</i>	<i>Section 5.5.(1)</i>	<b>Ongoing</b>	
<i>Lessen the impacts of industry on surrounding residential areas by means of “good neighbour agreements”, bylaw enforcement, improved buildings and landscape design, and improved property maintenance.</i>	<i>Section 5.5.(3)</i>	<b>Ongoing</b>	
<i>Work with local utility companies to complete an energy audit of the neighbourhood.</i>	<i>Section 5.5.(4)</i>	<b>Medium term</b>	
<i>Work with BC Hydro through its “PowerSmart Sustainable Communities” program to explore the feasibility of introducing a district energy system in the neighbourhood.</i>	<i>Section 5.5.(4)</i>	<b>Medium Term</b>	
<i>Complete periodic measurement of neighbourhood’s percent of permeable surface and tree canopy areas to monitor change in these rates.</i>	<i>Section 5.5.(5)</i>	<b>Ongoing</b>	
<i>Create a Neighbourhood Air Quality Strategy with local business and residents to minimize the neighbourhood’s contributions to air pollution.</i>	<i>Section 5.5.(5)</i>	<b>Medium term</b>	
<i>Create a Neighbourhood Water Management Plan with the objective to reduce potable water consumption, retaining more surface and grey water runoff on site, and better managing neighbourhood water demand.</i>	<i>Section 5.5.(5)</i>	<b>Medium term</b>	
<i>Continue to promote “Woodstove Change Out” and “Burn It Smart” programs to lessen woodstove emissions in the neighbourhood.</i>	<i>Section 5.5.(5)</i>	<b>Ongoing</b>	
<i>Work with the Provincial Government to measure neighbourhood air quality and evaluate the results.</i>	<i>Section 5.5.(5)</i>	<b>Ongoing</b>	
<i>Work with South End Community Association and other stakeholders to create a greenhouse gas emissions baseline inventory for the neighbourhood and set neighbourhood based performance goals under the Sustainability Action Plan.</i>	<i>Section 5.5.(5)</i>	<b>Medium Term</b>	
<i>Target neighbourhood for energy efficiency retrofit and green technology incentive programs for homes and businesses.</i>	<i>Section 5.5.(6)</i>	<b>Ongoing</b>	

Implementation Action	Plan Reference	Timing	Completed
<i>Work with South End Community Association to promote Low Flow Toilet Rebate Program in the neighbourhood.</i>	<i>Section 5.5.(6)</i>	<b>Ongoing</b>	
<i>Explore the feasibility of using alternative energy sources in VIHA and School District buildings located in the plan area.</i>	<i>Section 5.5.(9)</i>	<b>Medium term</b>	
<i>Hold periodic lectures and educational sessions promoting environmental and climate change awareness, and practical actions that can be taken to improve the neighbourhood's "green" profile.</i>	<i>Section 5.5.(10)</i>	<b>Ongoing</b>	
<i>Work with the South End Community Association to map the neighbourhood's environmental features and the status of any monitoring/restoration programs by means of the City's online Environmental atlas.</i>	<i>Section 5.5.(11)</i>	<b>Short term</b>	
<p><b>Economic Development</b></p> <p><i>Review the feasibility of establishing a Development Incentive Program that encourages mixed use commercial/residential development on land designated Mixed-Use Corridor, Urban Node, and Neighbourhood Commercial on Map 1: Neighbourhood Land Use. The program may include the following incentives:</i></p> <ul style="list-style-type: none"> <li><i>expansion of Downtown Development Cost Charges exemption area south of Pine Street;</i></li> <li><i>creation of a Revitalization Tax Exemption Area as permitted under Section 226 of the Community Charter;</i></li> <li><i>residential density bonusing;</i></li> <li><i>pre-zoning of subject lands.</i></li> </ul>	<i>Section 5.6.(1)</i>	<b>Immediate</b>	
<i>Consider amending the City's Development Parking Regulations Bylaw by lowering the multiple family residential on-site parking requirements for properties identified as Mixed-Use Corridor on Map 1: Neighbourhood Land Use to match the requirements for Schedule C, Area #3 found in the downtown core.</i>	<i>Section 5.6.(2)</i>	<b>Short term</b>	
<p><i>Review the feasibility of establishing a Brownfield Redevelopment Program that encourages mixed-use redevelopment of old gas station sites on Nicol Street. The program may include the following:</i></p> <ul style="list-style-type: none"> <li><i>Development Cost Charge exemption;</i></li> <li><i>revitalization property tax exemption under Section 226 of the Community Charter;</i></li> </ul>	<i>Section 5.6.(3)</i>	<b>Immediate</b>	

Implementation Action	Plan Reference	Timing	Completed
<ul style="list-style-type: none"> <li>Residential density bonusing;</li> <li>Development/building permit fee waivers;</li> <li>Cash grant per residential unit created on the site.</li> </ul>			
<p>Work with the South End Community Association and local businesses, food producers, and community garden groups to encourage the establishment of a farmer's market within the neighbourhood.</p>	Section 5.6.(4)	Medium term	
<p>Initiate business education campaign to promote creation of home based businesses in the neighbourhood.</p>	Section 5.6.(5)	Short term	
<p>Work with the Provincial Government to promote community economic development, employment and skill training efforts in the neighbourhood.</p>	Section 5.6.(5)	Ongoing	
<p>Increase the City's Heritage Home Grant Program budget specifically targeting heritage building rehabilitation in the South End.</p>	Section 5.6.(6)	Short term	
<p>Initiate media promotion campaign for South End.</p>	Section 5.6.(7)	Short term	

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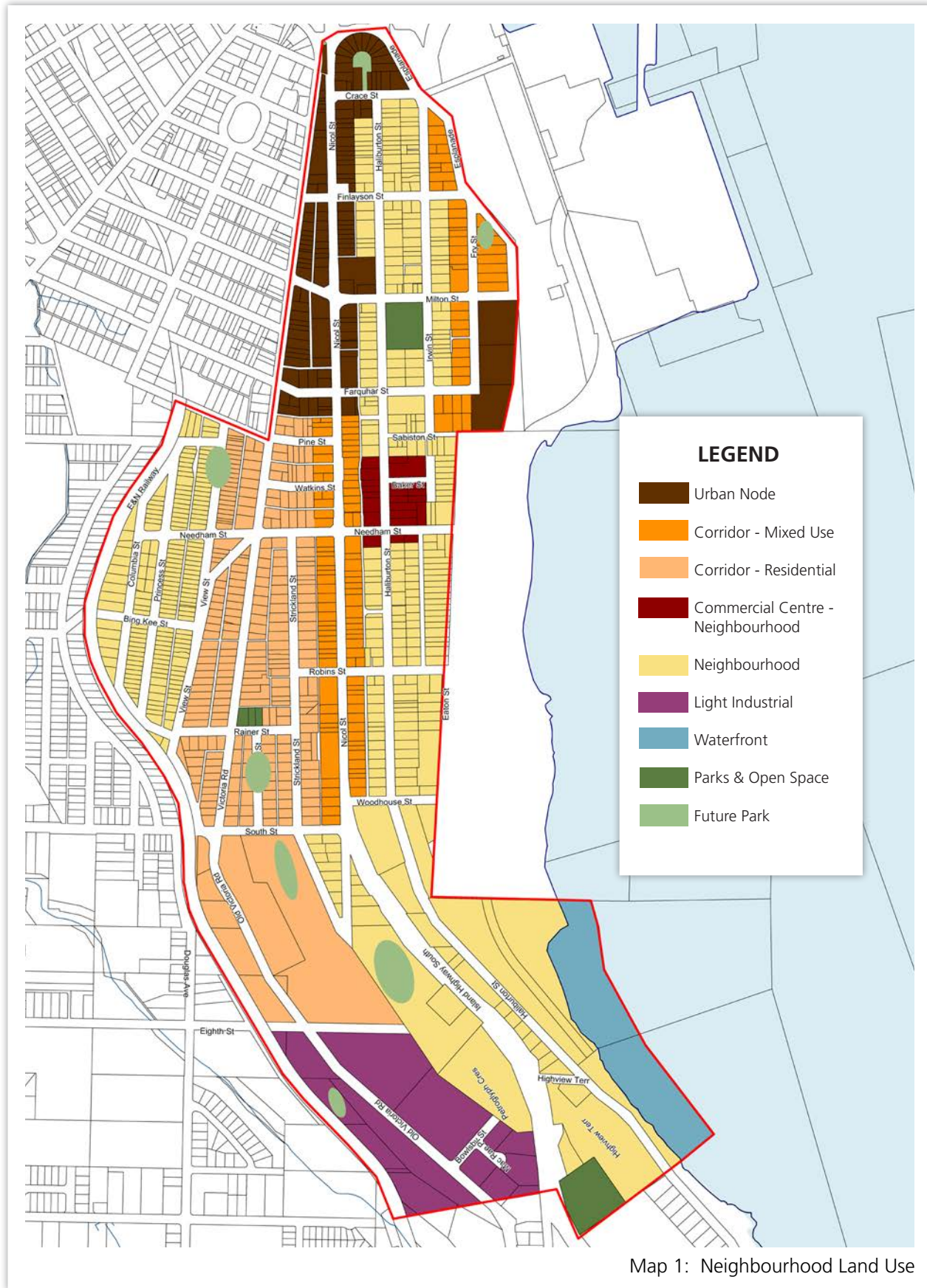
## Part 8 Mapping

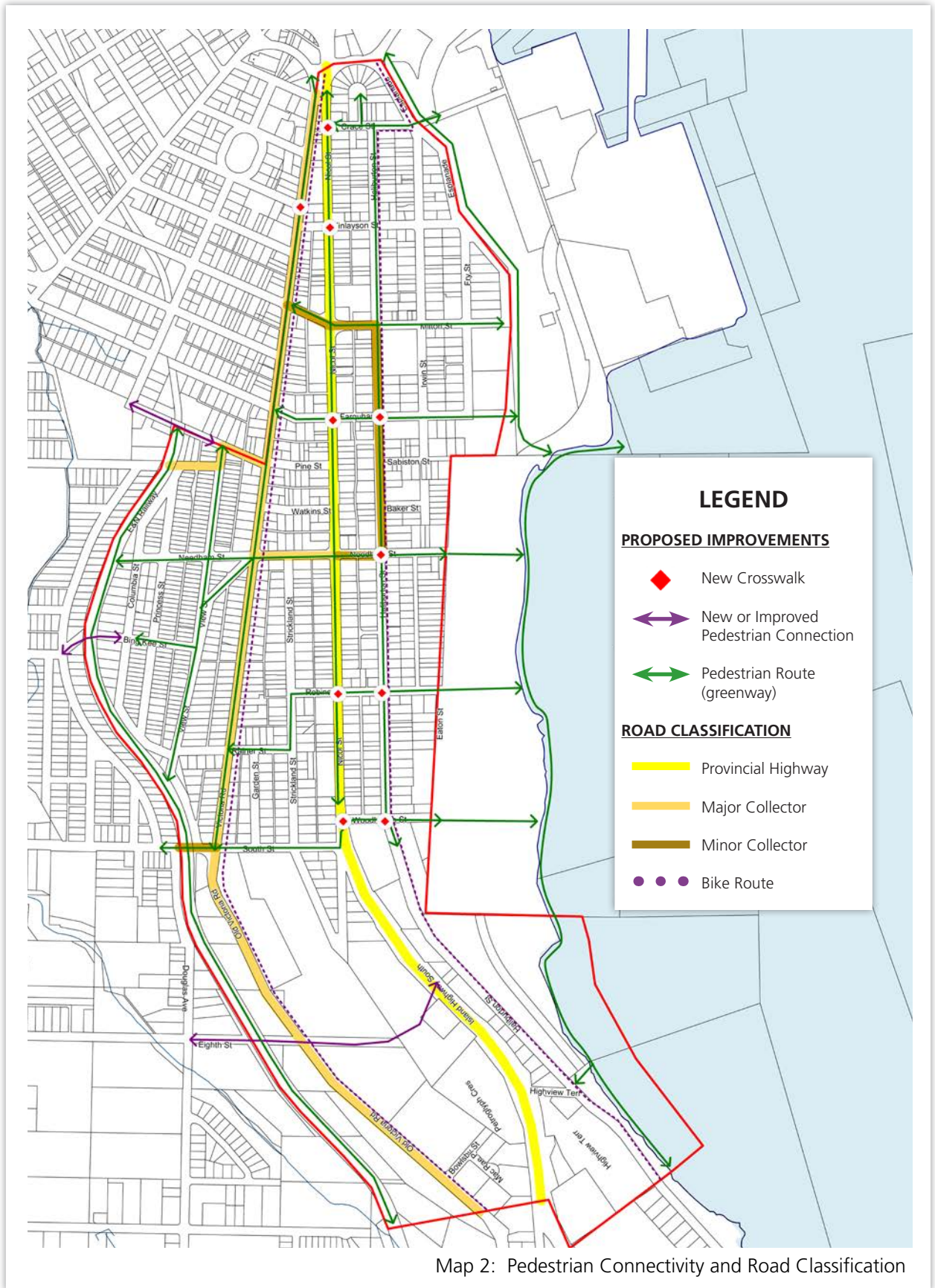
Map 1: Neighbourhood Land Use

Map 2: Pedestrian Connectivity and Road Classification

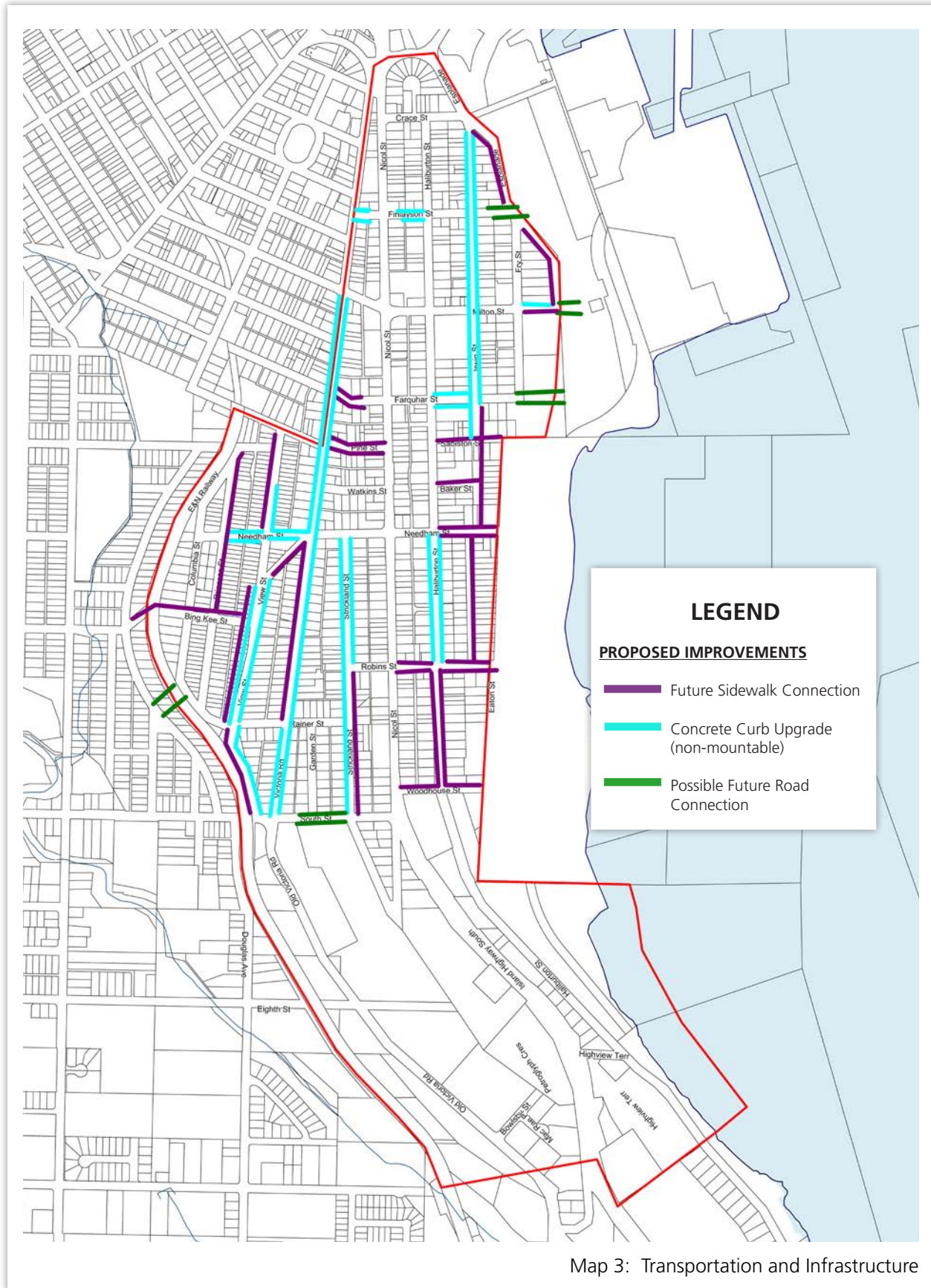
Map 3: Transportation and Infrastructure

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Map 2: Pedestrian Connectivity and Road Classification



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## Part 9 Appendices

Appendix A: Glossary

Appendix B: Historic Street Names and Points of Interest

Appendix C: List of Potential Building Additions to Heritage Register

## Appendix A: Glossary

### Affordable Housing

means housing that does not cost more than 30% of a household's gross income. This housing may take the form of rental accommodation, home ownership, and / or other forms with support services that extend beyond financial subsidy (for example, special needs housing, assisted living facilities, transitional housing).

### Boulevard

a strip of land, usually treed or vegetated, located between a sidewalk and a road or between opposing lanes of traffic in a road.

### Corridors

the linear focal areas for higher levels of residential densities, services, and amenities in the city on lands adjacent to urban arterials and major collector roads as designated in the City's Official Community Plan (planNanaimo). Corridors are intended to be the focus of medium density residential and mixed use development, particularly with commercial or public space at ground level with residential in the storeys above.

### Crime Prevention Through Environmental Design (CPTED)

designing buildings and structures, as well as the open spaces surrounding them, to reduce opportunities for crime and to increase public safety.

### Density (gross)

the number of dwelling units on a hectare of land, including land used for roads, parks, open space and all other uses. Expressed in "units per hectare."

### Density Bonusing

an increase in the number of dwelling units allowed on a given parcel of land in exchange for the provision of an amenity that is beneficial to the surrounding neighbourhood or community at large. Density bonusing is used as an incentive for developers to provide additional park land, major community facilities, affordable housing or similar benefits. Density bonusing is typically subject to a ceiling: for example a 5% or 10% increase in the density allowed under the given zoning.

### Estuary

the area where a freshwater source (a river or stream) empties into a body of salt water (such as the Strait of Georgia). The mixture of fresh and salt water creates a highly sensitive and unique habitat for aquatic and terrestrial species.

### Ground Oriented

dwelling units accessed from the natural grade of a lot, providing direct access to exterior space.

### Heritage

Nanaimo's resources of historically and architecturally significant buildings, structures, trees, natural landscapes and archaeological features.

### Heritage Register

a list of properties that has been recognized by Council as having heritage value.

### Infill

development on unused or underutilized land within the existing neighbourhood.

### Infrastructure

the "hard" services associated with development such as water, storm, and sewer services, utilities, roads, and trailways.

### Land Use

category of activity present on a property.

### Livable Neighbourhood

a neighbourhood with a range of characteristics, all of which are necessary to form a complete community including:

- Social, recreational and cultural opportunities that are widely available and equitably distributed throughout all areas of the neighbourhood;
- Opportunities for a mix of lifestyles and socio-economic levels throughout the neighbourhood;
- A variety of opportunities for informal public assembly;
- Family, child, youth and elderly friendly urban environment;
- Vibrant street life;
- Affordable, accessible public transportation;
- Affordable housing; and
- Food security.

### Mixed Use

lands containing more than one activity (for example, a development that incorporates residential and commercial uses).

### Neighbourhood

a land use designation including, but not limited to, single family dwellings and ground oriented



townhouses along major roads or in appropriate locations. A neighbourhood is a place of residence, local commercial services, and community facilities, typically defined by a unique character derived from the history, housing style, physical setting and people in that location.

### **Neighbourhood Plan**

a plan which encompasses the needs and desires of neighbourhoods within the city, in the context of the OCP. Neighbourhood plans are intended to incorporate land use strategies that respond to the broader issues of the city in a way that contributes to creating more livable neighbourhoods.

### **Official Community Plan (OCP)**

a statement of goals, objectives and policies to guide decisions on planning and land use management. Adopted by City bylaw, the OCP sets out the form and character of existing and proposed land use and servicing requirements. The OCP provides a vision statement for how the community will grow and must be consistent with an adopted Regional Growth Strategy. planNanaimo is the OCP for the City of Nanaimo.

### **Parks and Open Space**

a land use designation that applies to lands across Nanaimo that are titled as parkland or otherwise serve as parks for recreation. These lands may be in a “natural” state (nature parks, reserves, undeveloped lands such as flood plains and wetlands) or

“developed” state (playing fields, boulevards, squares, plazas, cemeteries). They may also be in the public domain (municipal or provincial parks, roads, pedestrian networks, commercial plazas), or in the private domain (golf courses, farms).

### **Policies**

Establishes how objectives and goals are achieved; statement of intent or philosophy, statements intended to guide future actions and decisions in accomplishing the Guiding Principles of the Neighbourhood Plan.

### **Social Service**

means a range of uses including counseling and advocacy services, dispensing of aid in the nature of food or clothing, drop in or activity space, and supportive housing.

### **Traffic Calming**

means of achieving a safe balance between vehicle traffic and pedestrian and cycle traffic; a process of reducing the physical and social impact of traffic, principally through mainly physical measures that reduce the negative effect of motor vehicle use, alter driver behavior and improve conditions for motorized and non-motorized street users. Traffic calming measures may include reduced speed limits, traffic control structures, roundabouts, regulation of delivery hours, design requirements such as delivery lanes, reduced parking requirements, or increased long term parking rates.

### **Urban Agriculture**

the activity of growing, processing and distributing food and food-related items within the city environment. Activities generally associated with urban agriculture include community gardens, backyard gardens, rooftop gardens, green streets, farmers markets and educational programs.

### **Urban Node**

the defined areas of concentrated urban use and activity in the neighbourhood.

## Appendix B: Historic Street Names & Points of Interest

(excerpted from *A Place In Time: Nanaimo Chronicles* by Jan Peterson, Nanaimo Museum, 2008)

### Baker Street

named for the George Baker family. George and his wife Marry Ann were Princess Royal pioneers. The couple had ten children, including Esther, their first child, who came with them on the long voyage from England. George was one of the disgruntled miners who left Nanaimo for better working conditions at the coal mine at Bellingham, only to return and be hired back by the Hudson's Bay Company. He owned land near the Nanaimo River, where he farmed and grew hay; he also owned land south of Dodd Narrows. After the HBC sold to the Vancouver Coal Company, he exchanged the Dodd Narrows property for a lot in town, where he built the house on Haliburton Street that would become the Dew Drop Inn (525 Haliburton, current location of the Patricia). The Bakers also operated a butcher shop.

### Bing Kee Street

named for Chinese entrepreneur Mah Bing Kee, a wealthy businessman who financed several small businesses in town. He also operated a small logging outfit and sawmill, with a retail lumberyard at the intersection of Hecate, Milton and Kennedy Streets. Bing Kee was born in Canton, China, in 1847, and as a young man participated in the California gold rush. Later he worked building the Canadian Pacific Railway. In 1887, he married Wong Foon, the daughter of a wealthy merchant in San Francisco. The couple had three daughters and one son. Bing Kee owned 1,000 acres at Timberlands, where he processed wood and cut it into slabs at his Cassidy sawmill. These he sent by rail to his lumberyard in Nanaimo, where he sold them to various lumber dealers in town.

### Coal Miners Memorial

located at the intersection of Milton Street and Esplanade, the memorial remembers the mine explosion of May 3, 1887 at the nearby No. 1 Esplanade Mine that claimed the lives of 147 miners and one rescuer, Samuel Hudson. It remains today the worst mining disaster in B.C. history.

### Crace Street

named for H. Winfield Crace, the secretary of the Vancouver Coal Company. Nanaimo's first public school was built in 1873 on the north side of the street. Mark Bate (Nanaimo's first mayor) wrote that the new school "was a transition from the old low stuffy dingy room, to lofty light airy commodious quarters, and was liked by trustees, teachers and scholars." Following the No. 1 Mine disaster of May 3, 1887, the school was used temporarily as a morgue.

### Deverill Square Park

also known as Haliburton Park, or Gyro No. 2 Playground, this is one of the city's oldest park squares. It was named as a memorial park for George Charles Deverill, who died in September 1868; he was an assistant manager of the Vancouver Coal Company, and son-in-law of Magistrate William Hales Franklyn. Each year at this location, old Nanaimo celebrated Guy Fawkes Night on November 5 with a giant bonfire of old railway ties and oil barrels. These items were stored in the square until the night of the bonfire. The storage area became known as the Tar Flats. The Black Diamond Fire Company had a hose reel house positioned here. There were five such reel houses in the Old Town, storing hoses varying in length between 400 and 500 feet. In 1901, the Fire Company ceased to exist, becoming the Nanaimo Fire Department when the city took over fire protection services.

### Eaton Street

named for Sam Eaton, a Snuneymuxw chief.

### Esplanade

this was the site of the largest coal mine in the area, the Esplanade No. 1 pit of the Vancouver Coal Company. The mine held the record in British Columbia for the total amount of coal produced from a single underground mine. From the start of production in December 1883 to its closure in October 1938, the total output was 18,000,000 tons. Located on the Wharf side was the machine shop of the Vancouver Coal Company and on the west side of the road were the residences of William McGregor; Captain Charles Honeyman (marine surveyor and stevedore); James Crossan (police chief); Captain P.M. Land; Mark Bate Jr.; and the offices of the Vancouver Coal Company.

### Farquhar Street

James Farquhar was a cashier and accountant for the Hudson's Bay Company at the time of the sale of the town from the HBC to the Vancouver Coal Company in 1862.

### Finlayson Street

named for Roderick Finlayson, an officer of the HBC who transferred the Nanaimo holdings of the HBC to the Vancouver Coal Company. Finlayson, aged 26, took command of Fort Victoria after the death of Charles Ross in 1844. Under his administration, the fort was made self-sufficient by establishing two dairies and cultivating over 300 acres of farmland. He remained in charge until James Douglas took over. In 1878 Finlayson was elected Mayor of Victoria, and by 1891 he was one of the largest property owners in the City of Victoria.

### Fry Street

named for Joseph Fry, a Vancouver Coal Company director.

### Haliburton Street

this was a main thoroughfare through South Nanaimo. The street was the end of the city limits. The extension to Chase River was completed in 1877. Named for Justice Tomas Chandler Haliburton, the first chairman of the Vancouver Coal Company. Haliburton was a lawyer from Nova Scotia, who was first called to the bar in 1820; he later became a judge of the provincial Supreme Court. After moving to England he was elected to the British House of Commons (1859-65). He was also an eminent author and a satirist, and the creator of the famous comic character Sam Slick. He wrote a number of books including *The Old Judge* (1849), and he edited a three-volume anthology, *Traits of American Humour by Native Authors* (1852). Haliburton County, a resort area in Ontario, was named in 1875 in his honour. Haliburton Street was the centre of the social life of the early mining community. With a school for boys, a Methodist Church and several hotels, the street played an important role in the lives of the miners. The hotels on the street were the Balmoral Hotel, Joe Guffalo's Italian Hotel at Haliburton and Needham streets, later named the Columbus Hotel, and the Dew Drop Inn at the corner of Baker and Haliburton Streets.

### Irwin Street

named after J.V.J. Irwin, a Vancouver Coal Company director.

### Milton Street

named for Viscount Milton (Charles Wentworth Fitzwilliam), second chairman of the Vancouver Coal Company. Fitzwilliam first visited Vancouver Island in 1853, then again in 1863. At this time he was Viscount Milton, heir to Earl Fitzwilliam. On his second journey west, he journeyed overland accompanied by five other Englishmen. This feat was remarkable because he was only five feet tall, not a strong man, and suffered from epileptic seizures. He experienced the Cariboo gold rush first hand when he returned by the same route a year later. Finnish settlers were among the first residents on Milton Street, an area that became known as Finn Town. A church they built at the corner of Milton Street and Victoria Road anchored the small congregation. Other Finns settled in Wellington, while some cleared farms in the Cedar District.

### Needham Street

named for Chief Justice Needham of the Supreme Court of British Columbia. Needham was regarded as a very capable and thoughtful judge. He was one of only two judges in the province in 1870, the other being Chief Justice Begbie. Samuel and Rhoda Drake lived on Needham Street, near the No. 1 Reserve. Drake served as sheriff in Nanaimo for twenty-four years and was known by most residents as "Uncle Sam." He played the bassoon in the Haliburton Street Methodist Church choir, and later formed Drake's Family Band and played at local events.

### Nicol Street

named for Charles S. Nicol, the first manager of the Vancouver Coal Company. The Royal Navy veteran negotiated the sale of Nanaimo from the HBC to the Coal Company. He was named Justice of the Peace for Nanaimo in 1864, and was appointed to the Vancouver Island Legislative Council on January 15, 1865. He also served as president of the Nanaimo Literary Society. In 1867 he moved to San Francisco. Later he worked in Russia as a mining engineer, then in

Spain as a general manager of a privately owned mine, and in Nicaragua. He retired to the Mill Valley area of San Francisco, where he died at age eighty-one.

### **Petroglyph Provincial Park**

in August 1948, the rocky area two miles south of Nanaimo known for its native carvings of fish, birds and animals became a Provincial Park. Canadian Collieries Ltd. general manager H.R. Plommer handed over the deed to the 3.84 acres of land in perpetuity to the provincial government. George Pearson, the MLA for Nanaimo and Provincial Secretary, accepted the gift on behalf of the province. This allocation of the land, however, did not come without controversy. Chief of the Snuneymuxw, Edison White, expressed his displeasure that the land had not been returned to the Snuneymuxw. Evidence of an ancient people is shown on the ancient stone carvings. Similar petroglyphs can be found up and down the coast, on rock faces, by beaches, and along rivers. However, the designs found here are unique to southern Vancouver Island. There are some stone carvings of humans, halibut and other fish, a crab-like animal and several canine figures.

### **Pioneer Square Cairn**

the cairn marks the location of the Park Head Slope, one of the first mine works in the area. The cairn was erected by the Nanaimo Pioneer Society on May 3, 1938. On the cairn is a plaque which reads "Erected to the memory of our pioneers, 1938". Above the plaque is a small diamond-shaped piece of the first coal hoisted out of the No. 1 Mine. A time capsule containing historical records and photographs of the city was buried within the cairn with instructions that they remain there for 100 years. The cairn will be opened and records given to a new generation in 2038. May 3 was chosen for the unveiling as it was the fifty-second anniversary of the No. 1 Esplanade Mine explosion.

### **Robins Street**

named for Vancouver Coal Company mine superintendent Samuel Robins who held that position for thirty-three years, until Western Fuel Company purchased the company. Robins was born in 1834 in Cornwall, England, and first saw Nanaimo in 1883 when he came to inspect the mines. He was so impressed that he returned the following year with his nephew F.W. Stead to take over management. His wife Maria joined him later. Robins earned the respect of miners in management-worker relationships, and for his work within the community. He was responsible for planting poplars along Esplanade and Wakesiah Avenue, beautifying the company property line. He also planted holly, sycamore, monkey-puzzle and chestnut trees throughout the city. Visiting sea captains brought him exotic plants from around the world. Robins Park at Fifth Street and Park Avenue, once known as the Cricket Grounds, is named in his honour. He died at age eighty-five in England.

### **Sabiston Street**

named for the pioneering Sabiston family who played a major role in the early days of coal mining and the harbour. John Sabiston developed the land through which the street travelled. He was one of three brothers, John, Peter and James, from the Orkney Islands, Scotland, who were hired by the HBC. James was a partner in the first Nanaimo Saloon. He then established his own hotel, the Identical, on Victoria Crescent. He died in 1875 at age thirty-six. John was a deck hand aboard the Beaver, rose from able seaman to captain, then was appointed Nanaimo harbourmaster and pilot in 1875. He held this position until his retirement in 1896. Peter married Lucy Bate, daughter to the first mayor Mark Bate. He was transferred to Fort Simpson, then returned to Nanaimo in 1858. He built several structures in town including St. Andrew's Presbyterian Church and the Prideaux Street Bridge. He was also a partner in a mining venture in the Mountain District, west of Nanaimo.

**Strickland Street**

named for Agnes Strickland, a director of the Vancouver Coal Mining and Land Company. Strickland is remembered for her biographies that recount the lives of historical figures of the time. In collaboration with her sister Elizabeth, she wrote twelve volumes of the Lives of the Queens of England. This was followed by the Lives of the Queens of Scotland and English Princesses.

**Victoria Road**

named for Queen Victoria. This road formed part of the old highway to Victoria before the Haliburton Street extension was built.

**Watkins Street**

named for Richard Watkins who built the Royal Hotel at Wharf Street and Commercial on the site of the former What Cheer House that was destroyed by fire. Prime Minister Sir John A. Macdonald stayed at the hotel after participating in the ceremony marking the completion of the E&N Railway in 1886.

## Appendix C: List of Potential Additions to Heritage Register

890 Crace Street	16 Irwin Street
926 Crace Street	153 Irwin Street
40 Esplanade	163 Irwin Street
311 Finlayson Street	21 Nicol Street
315 Finlayson Street	80 Nicol Street
232 Fry Street	87 Nicol Street
12 Gillespie Street	215 Nicol Street
14 Gillespie Street	630 Nicol Street
22 Gillespie Street	680 Nicol Street
70 Gillespie Street	756 Nicol Street
18 Haliburton Street	24 Strickland Street
38 Haliburton Street	210 Strickland Street
42 Haliburton Street	151 Victoria Road
102 Haliburton Street	249 Victoria Road
314 Haliburton Street	309 Victoria Road
390 Haliburton Street	421 Victoria Road
549 Haliburton Street	508 Victoria Road
603 Haliburton Street	518 Victoria Road
610 Haliburton Street	86 View Street
644 Haliburton Street	18 Watkins Street
648 Haliburton Street	21 Watkins Street
650 Haliburton Street	
707 Haliburton Street	
724 Haliburton Street	
804 Harbour View Street	
814 Harbour View Street	

