

DRAFT



HISTORIC DOWNTOWN NEIGHBOURHOOD PLAN

SEPTEMBER 2018





## HOW TO USE THIS PLAN

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The Historic Downtown Neighbourhood Plan is intended to be used by everyone who is interested in the growth and development of this neighbourhood within the City of Abbotsford. The Plan has been organized to allow the user to easily find the information most pertinent to their interest, or to sequentially read the entire document. It is important to note that the Plan has been created to comprehensively address changes to the neighbourhood and facilitate the redevelopment process.

**CITY COUNCIL** should use this plan to guide decision-making for the neighbourhood.

**NEIGHBOURHOOD RESIDENTS AND BUSINESSES** should use this plan to understand the long-term vision for Historic Downtown, and to gain an understanding of how the neighbourhood will change over the coming years.

**DEVELOPERS** should use this plan to determine the allowable uses, building form and densities in order to understand where and what type and scale of development may occur within the neighbourhood. The Plan also provides an understanding of the public realm, and the developer's role in its creation through the funding and installation of infrastructure.

**CITY STAFF** should use this plan with a lens to each department's responsibilities:

**PLANNING** should use the plan to guide form and density through zoning, public space integration; and, character and urban design.

**ENGINEERING** should use the plan to guide utility servicing upgrades, frontage improvements, road dedication, and related street infrastructure upgrades.

**PARKS, RECREATION, AND CULTURE** should use this plan to guide park, trail, recreation, culture, and amenity space creation, and required upgrades to the public realm.

**HOUSING** should use this plan to guide housing policy and project development.

**FIRE RESCUE SERVICE** should use this plan to guide fire hall planning.





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- Figure 14 – [cloudinary.com](http://cloudinary.com)
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# **PART 1 INTRODUCTION AND VISION**

**CONTEXT AND EXISTING CONDITIONS**

**PURPOSE AND SCOPE**

**PLAN PROCESS**

**HISTORIC DOWNTOWN VISION**





## CONTEXT AND EXISTING CONDITIONS

Historic Downtown is set apart from other neighbourhoods in Abbotsford by its remnants of the past, including historic buildings and streets used by horse carriage and rail, before the arrival of vehicles. The history of this place both tells a story about Abbotsford's past, and offers a unique foundation for its future.

The neighborhood is located east of the City Centre along South Fraser Way, the CPR rail line, and George Ferguson Way. It is situated at the eastern-most and northern-most locations of the Primary Transit Corridor, and is approximately a 20 minute walk from the City Centre and Mill Lake. Historic Downtown was the original town site for the Village of Abbotsford, subdivided in 1891 and incorporated in 1924.

The study area is approximately 130 hectares (320 acres) and includes a complex overlay of topography, land uses, and networks of movement, open space, green infrastructure, and more. At the centre of the study area is a core area of retail high streets that comprise a destination for both residents and visitors.



Map 1 – Plan Boundary



## Historic Downtown Through the Years

**10,000 years**

**Stó:lo (people of the river)**  
 Long before Abbotsford existed as a community and Canada as a country, the Stó:lo (people of the river) occupied the land called S’ólh Téméxw in the Fraser Valley. They lived in this large geographic area from Yale to Vancouver and spoke Halq’eméylem, also known as the upriver dialect. The Fraser River, its tributaries and fertile lands continue to be essential to the Stó:lo way of life.

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**1891 - 1924**

**Townsite Established and Village Incorporated**  
 In 1891, a town site was established in the location of Historic Downtown, and the Canadian Pacific Railway and several buildings followed. While fire destroyed many of the earliest buildings, several buildings have survived such as the Copping Block (1909) on Essedene Avenue. In the 1920s and 1930s, Abbotsford was incorporated, Jubilee Park was established, and many more buildings were constructed including Hansen’s Barber Shop, Trinity Memorial Church, the Royal Canadian Legion.

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**1950s - 1960s**

**Development Boom**  
 In the 1950s and 1960s, other additions that remain today include: the Courthouse, the Post Office, Hub Motors Garage, the Royal Bank, the Bank of Montreal, Saan, and more. With this influx of development, the Village installed several hundred feet of sidewalk and over 200 parking meters, beautified Five Corners, planted the Christmas Tree, built the Jubilee Park band shell, and opened the MSA Centennial Library.

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**1970s - 1990s**

**The Rise of Strip Malls**  
 However, the decades that followed this development boom saw major shifts in the development pattern of Abbotsford and central Fraser Valley area, which was characterized by automobile-oriented strip malls and enclosed shopping malls. Although the City of Abbotsford had planning policies to support Historic Downtown, these external forces led to a decline in the vibrancy and vitality of the historic area.

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**1990s - 2000s**

**The Abbotsford Downtown Business Association Forms**  
 The Abbotsford Downtown Business Association (ADBA) was formally created and registered as a society in 1989. Sidewalk improvements on Montrose Avenue and other investments were made in Historic Downtown in the late 1990s, and improvements to building facades were seen in the early 2000s. Ongoing improvements and new development began to take hold, remaining steady into the 2010s.

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**Now**

**Growing Together**  
 Today there are many active and interested groups opening new businesses, proposing new developments, and participating in the resurgence of the area. This renewed enthusiasm in the area comes along with the challenge of aligning goals for what the next chapter will be in this cherished neighbourhood. This Plan process was an opportunity for residents, businesses, visitors, and government to come together and establish a path for the future.



## Historic Downtown Today

The data presented in this section, unless otherwise noted, draws on a larger surrounding community area beyond the neighbourhood plan boundary shown in Map 1. This area can be considered Historic Downtown’s primary commercial trade area and provides a broad representation of neighbourhood characteristics.

### Population and Demographics

Historic Downtown has been experiencing population growth in recent years, growing faster than the city overall. Between 2006 and 2016, the neighbourhood grew by approximately 11%, and currently has over 11,000 residents. Historic Downtown is anticipated to grow to a population of approximately 21,900 residents in the next 25 years, doubling the current population.

The population density is about 28 people per hectare, near the minimum density (32 people per hectare) required to see shifts in transportation modes away from predominantly vehicle use. Today, vehicles are the predominate mode of transportation to work, with only 10% of trips by an alternative mode. The majority of this residential density exists around the edges of the area, with almost no people living in the historic commercial core.

Historic Downtown has a relatively balanced population age mix. There is a greater proportion of young adults and a lower proportion of children compared with Abbotsford overall. The result is a smaller average household size than Abbotsford overall, with 2.3 persons per household in Historic Downtown.



Figure 1 – Neighbourhood Profile

There are fewer immigrants in Historic Downtown compared to the city-wide number, at 15% of the population compared with 27% city-wide. Of the residents who are immigrants, the largest number are from India, followed by the United Kingdom and the United States.



Historic Downtown displays a large diversity of income among individuals, with approximately half earning less than \$30,000, although the household average income of just over \$61,000 is near the city-wide average.

Almost 2/3 of homes in Historic Downtown are apartment units, compared with only one quarter across Abbotsford overall. The remaining housing units are a mix of single detached, duplexes, and townhouses. In addition, about half of all housing units were built before 1980, representing a significant portion of the older housing stock in Abbotsford overall.

## Commercial Space

Historic Downtown is a key commercial node in the city, with its commercial uses focused on four dense urban blocks of specialty retail and offices that act as the neighbourhood's commercial and cultural core. Although Historic Downtown achieves relatively low market capture from much of Abbotsford – with 9% of the city's retail and service space – it has a unique identity, strong branding, and appealing venues that bring a unique and dedicated set of tenants and customers to the neighbourhood (Table 1).

Retail category	Historic Downtown		City-wide	
	Total (ft <sup>2</sup> )	%	Total (ft <sup>2</sup> )	%
Grocery & Supermarkets	35,800	4%	813,200	100%
Pharmacy	3,200	4%	85,000	100%
Alcohol	11,700	19%	61,200	100%
Services	91,000	20%	454,400	100%
Financial Services	14,800	6%	253,500	100%
Healthcare Services	25,300	15%	164,900	100%
<i>Convenience Retail</i>	<i>181,800</i>	<i>10%</i>	<i>1,018,300</i>	<i>100%</i>
Apparel	34,600	7%	508,600	100%
Cosmetics, Health, Beauty	3,000	3%	117,000	100%
Electronics & Appliances	6,900	3%	264,700	100%
Footwear & Accessories	2,700	4%	60,000	100%
Home Furnishings	42,300	9%	455,300	100%
Home Improvement	2,600	1%	378,400	100%
Jewelry & Watches	2,200	20%	11,200	100%
Multimedia & Books	7,800	18%	43,500	100%
Sports & Recreation Goods	14,600	8%	189,800	100%
Pet Goods, Toys, Hobbies	37,200	17%	220,600	100%
<i>Comparison Retail</i>	<i>153,900</i>	<i>7%</i>	<i>2,249,000</i>	<i>100%</i>
Food & Beverage	95,400	15%	634,900	100%
Entertainment	21,500	10%	219,100	100%
Leisure	17,100	7%	228,800	100%
<i>Restaurants &amp; Entertainment</i>	<i>134,000</i>	<i>12%</i>	<i>1,082,800</i>	<i>100%</i>
Vehicles & Parts	2,200	1%	364,400	100%
Auto Service	21,400	8%	273,800	100%
Gas Stations	1,000	1%	146,700	100%
<i>Auto Related</i>	<i>24,600</i>	<i>3%</i>	<i>785,100</i>	<i>100%</i>
Vacant	101,300	23%	438,500	100%
<b>Total</b>	<b>595,600</b>	<b>9%</b>	<b>6,387,600</b>	<b>100%</b>

Table 1 – Commercial Space Inventory (2017)

Between 2017 and 2040 the market capture of the neighbourhood is expected to increase slightly, and an estimated 160,000ft<sup>2</sup> of new retail space demand is forecasted (Table 2). In the same period, an estimated 100 rooms (or one hotel) is projected to be needed in either Historic Downtown or City Centre (Table 2).



Historic Downtown has 18% of Abbotsford's office space, and offices in the area account for 32% of the total commercial floor space in the study area. Office tenants tend to be smaller, locally owned businesses such as medical offices and accounting or design firms. Between 2017 and 2040, an estimated 86,000-98,000 ft<sup>2</sup> of new office space demand is forecasted (Table 2).

Retail category	Growth Intervals (ft <sup>2</sup> , new per period)				
	2017-2020	2021-2025	2026-2030	2031-2035	2036-2040
Convenience Retail	0	1,100	15,000	17,900	21,600
Comparison Retail	0	0	7,700	12,700	11,300
Restaurants & Entertainment	12,500	8,600	13,800	16,400	19,800
Auto Service	0	0	2,000	2,400	2,800
Office	0	34,000 to 44,000		52,000 to 53,000	
Accommodation	0 rooms	100 rooms	0 rooms	0 rooms	0 rooms

**Table 2 – Commercial Space Forecasted Growth**

Characterized by a mix of old and new, the neighbourhood is sparking a renewed wave of interest within the development community after years of modest growth. With an emerging group of developers and small business owners spearheading the next phase of renovation and reclamation of Historic Downtown, the neighbourhood is continuing to transition into a city-wide specialty shopping and dining destination, which is bringing spending back into the area.

## Transportation

Historic Downtown is a car dependent neighbourhood with 90% of residents commuting to work by car either as drivers or passengers. Since Historic Downtown has a strong pedestrian-oriented urban fabric, it is likely that many residents are employed in other parts of the city, which may be inconvenient to reach by foot or on transit. As such, these choices are likely also a reflection of mobility challenges in Abbotsford generally.

The blocks that make up the core of Historic Downtown are small and laid out on a grid, a structure that is characteristic of pre-World War II planning, before the rise of the automobile. Moving outward, the evolution of blocks reflect later development patterns both in terms of their large size and their configuration (i.e. incorporation of cul-de-sacs). While block structure in the retail core is fine-grained and highly connected, surrounding industrial and residential lands have reduced permeability and resulted in larger travel distances by foot.

Within the retail core of Historic Downtown, between George Ferguson Way and South Fraser Way, pedestrian-oriented storefronts and streetscapes create a comfortable human scale. However, much of the public right-of-way is devoted to automobiles and many sidewalks are narrow with few pedestrian amenities or places for storefront activity to spill outdoors.

The five minute walking distances from where Essendene and Montrose Avenues intersect – which is the centre of the core retail area – demonstrate that the downtown core has good connectivity, with nearly all retail areas being within convenient walking distance of one another.

The existing cycling network is limited to the northeast and south edges of Historic Downtown. At present, the only marked bicycle lanes exist on McDougall Avenue / South Fraser Way (southeast of McDougall Avenue) and George Ferguson Way (east of Gladys Avenue).



Historic Downtown is well served by bus transit with four major (high frequency) and five minor (local) bus routes connecting through the study area. An on-street transit exchange is located on one block of Montrose Avenue between Laurel Street and McDougall Avenue.

A staff survey of parking indicates that parking supply accommodates parking demand in Historic Downtown as a whole. However, parking demand is unevenly distributed, with the highest demands in the central part of the neighbourhood where some on-street parking capacity is met or exceeded on weekday morning, weekday afternoon, and Saturday peaks.

### Natural Features

Historic Downtown is located in a natural bowl-shaped depression between the central Abbotsford uplands and the eastern slopes up to McKee Peak and Sumas Mountain. The result of this topography is numerous steep slopes, watercourses, and floodplains in and around the area. The landscape also creates spectacular views of distant mountains to the north and south east, as well as to the City Centre skyline.

### Public Spaces and Amenities

Jubilee Park is an important, centrally-located park space in the neighbourhood that includes programming such as pickle ball courts, a playground, and spaces for community events. Recent capital investment has been completed to add important pathway connections and improved parking facilities. Other parks in Historic Downtown include Walnut Park and Switzer Park. Just outside of Historic Downtown to the west is Ravine Park, with trails that connect to Mill Lake Park through Farrant Crescent.

Historic Downtown is a magnet for people and events, including the annual Christmas Tree Lighting celebration, Jam in Jubilee, Berryfest, and Classic Car Show. A key cultural destination in Historic Downtown is the weekly Abbotsford Farm and Country Market, which is a street market that occupies Montrose Avenue north of George Ferguson Way on Saturday mornings from May to October.

Public art throughout Historic Downtown celebrates Abbotsford's history, culture, and setting, including through sculptures, murals, and artistic street benches.

Other community amenities and services in Historic Downtown include a fire hall, school, library (under renovation), event spaces, and several social services, places of workshop, and other community organizations.



## PURPOSE AND SCOPE

### Official Community Plan

In 2016, City of Abbotsford Council adopted a new Official Community Plan (OCP) through a process called 'Abbotsforward'. The OCP brings together two years of background research, growth scenarios, and broad community engagement. The engagement activities effectively reached a significant amount of diverse residents and its results continue to inform city policies and practices.

The OCP paints a picture of what Abbotsford will be like at 200,000 residents and includes a vision that speaks to '7 Big Ideas', and each Big Ideas is a policy section in its own right with the second entitled 'Establish Distinct and Complete Neighbourhoods'.



### Establish Distinct and Complete Neighbourhoods

Historic Downtown is undergoing revitalization as one of Abbotsford's premier distinct and complete neighbourhoods. It is being rediscovered due to its commercial distinctiveness, walkable streets, attractive built form, and unique character. It is a place where people gather to celebrate a community that's set apart from other places – one that is embracing change while seeking to preserve its unique qualities.

To build on this momentum and help implement the Official Community Plan, the City worked with the community to develop a vision for the future of this neighbourhood, and a plan to bring the vision to life.

### Urban Structure and Growth Plan

The OCP provides clear guidelines about how and where the City will grow in coming years. Abbotsford's urban structure is defined by a hierarchy of mixed use centres which are connected by a primary transit corridor (Figure 2). Historic Downtown is identified as an Urban Centre within Abbotsford's Urban Core, which is where redevelopment and intensification of uses are focused. More broadly, 75% of new residential growth will be directed to existing built up areas of the City, the majority of which will be in the Urban Core.



Urban Centres like Historic Downtown are secondary to the City Centre in terms of intensity and scale. However, in addition to serving surrounding neighbourhoods, they also have city-wide draw and function. Historic Downtown in particular has distinct character for community gathering, employment, and destination amenities.

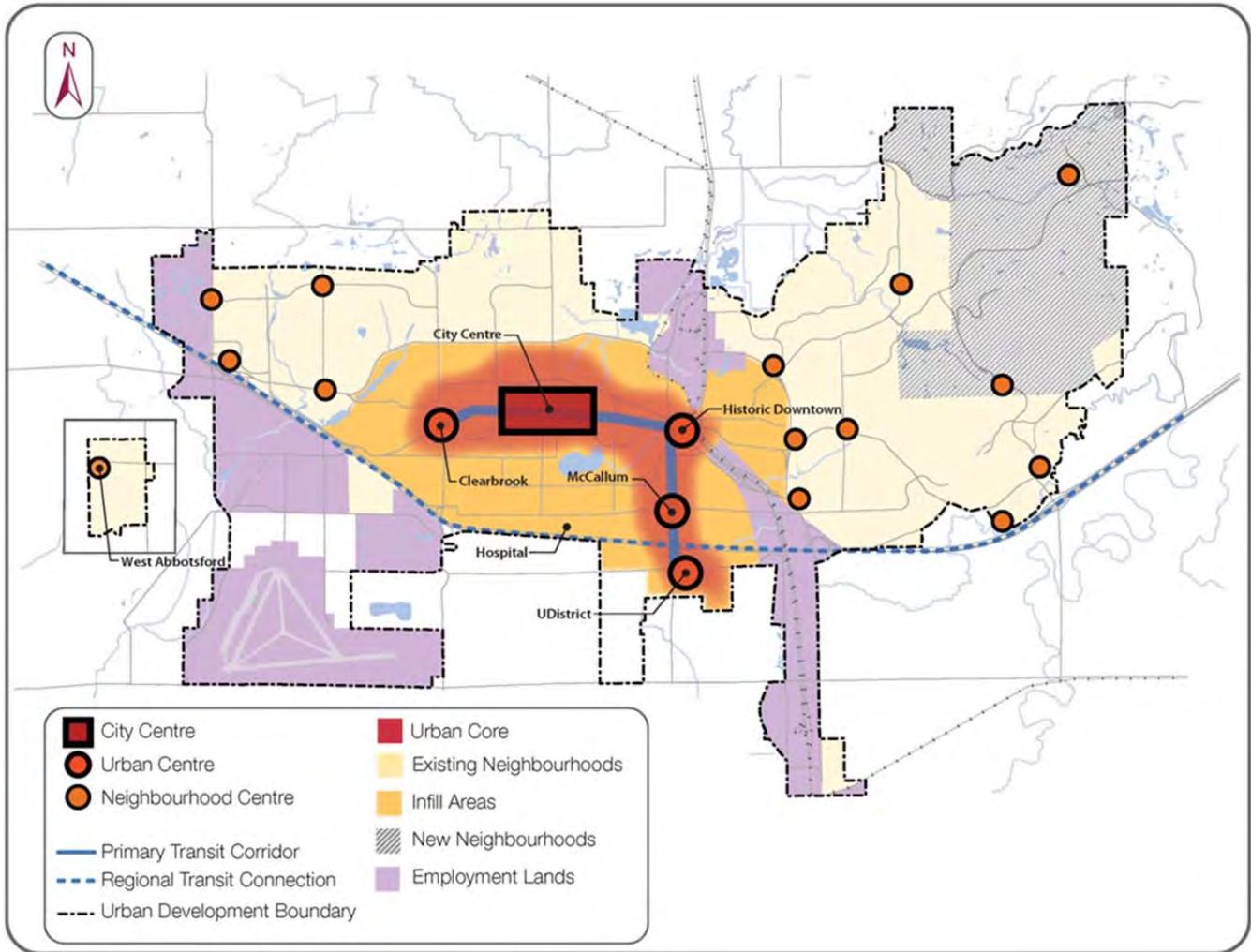


Figure 2 – Official Community Plan Urban Structure

### OCP Conformance

When adopted by City Council, the Historic Downtown Neighbourhood Plan (HDNP) will form part of the City’s OCP. As part of the OCP, the HDNP must be consistent with the overall policy framework and demonstrate how it conforms to the plan, realizes the ‘Big Ideas’, and supports the urban structure and overall growth objectives. However, regulations within this Neighbourhood Plan will supersede the OCP and prevail in cases where it provides greater detail or differs from the OCP. Where the HDNP does not contain guidance or direction the OCP continues to apply.



## Plan For 200K

The creation of several Neighbourhood Plans is part of a broader City initiative called Plan For 200K. The initiative coordinated City departments as they updated master plans and strategies to reflect the vision and objectives of the OCP.

In this sense, the HDNP and other Neighbourhood Plans have an opportunity to work alongside and contribute to the development of nearly 20 other plans. The alignment between departments ensures implementation is focused, planned, and smooth. Master Plans and strategies that have a direct impact on the HDNP include:

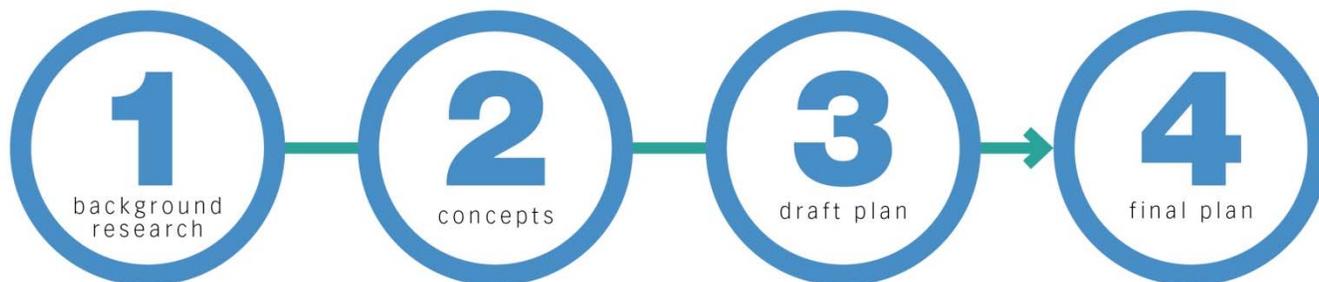
- Transportation
- Transit
- Parks, Recreation & Culture
- Zoning Bylaw
- Housing
- Utilities



## PLAN PROCESS

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The Neighbourhood Plan was completed through a four stage process, as illustrated below.



### Stage 1 – Background Research

This stage included analysis of current conditions to better understand the necessary tools and priorities to make the Historic Downtown a vibrant and complete neighbourhood.

### Stage 2 – Concept

This stage focused on exploring options and preparing a preferred concept to form the structure of the HDNP. This was done through an engagement process framed by concept options created from the planning issues identified in Stage 1.

### Stage 3 – Draft Plan

This stage involved preparing the first draft of the new HDNP using the technical and engagement findings from Stage 1 and 2. It also included a technical analysis of infrastructure needs and market feasibility of development.

### Stage 4 – Final Plan

This involved refining the new HDNP and preparing it for adoption as a bylaw by Council.



## Community Engagement

### Community Vision, Goals, and Ideas

The first phase of the Historic Downtown Neighbourhood Plan process involved a number of community engagement activities in 2017 that sought input on goals and ideas for the future of the neighborhood. Activities included interactive Conversation Boards that were hosted in businesses throughout Historic Downtown over a two-week period, and were also used to engage at community events such as Berryfest and the Farmer’s Market. Overall, each board received comments from an average of 230 participants. A Concepts Workshop and Public Open House were also held, allowing for additional participation from stakeholders, Councilors, City staff, and the general public. This engagement enabled the co-creation of ideas, goals and a vision, all of which provided the foundation for the final Neighbourhood Plan.



Public Open House at the Jam in Jubilee



Concepts Workshop



Conversation Boards at the Berry Fest



Conversation Boards at the Saturday Farmers Market



### Developing the Plan

Many of the ideas developed in the early engagement gave shape to draft concepts for land use, mobility, open space, built form, shopping and amenities, and more. Through an online survey in 2018, **over 6,200 participants** provided their input on these ideas, which were used to prepare the draft Plan and will help guide implementation.

### Most Favoured Themes

The following two themes that emerged from the previous engagement received the most favourable responses in this round of engagement:



### Top Three Priorities

When asked about their top 3 priorities for the neighbourhood, participants rated **Shopping Experiences**, **Protected History**, and **Parking Throughout** as their highest priorities:



### Top Three Projects

When asked about the top 3 projects that should be built in the neighbourhood, participants most frequently choose **Gateway Plazas**, **Redesign Essendene**, and **Trails and Pathways**:



#### Gateway Plazas

Create new gateway plazas to create a sense of arrival in Historic Downtown. This could include market space, patios, seating, and multipurpose seasonal event space.



#### Redesign Essendene

Provide more space for sidewalks, bikes, patios, and street trees on Essendene Avenue by reducing vehicle space and keeping on-street parallel parking.



#### Trails and Paths

Build trails and paths to and through the neighbourhood, connecting it to destinations such as Jubilee Park, Ravine Park, Mill Lake, the railway corridor, and the Discovery Trail.

### Completing the Plan

TBC



## HISTORIC DOWNTOWN VISION

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*Historic Downtown is the soul of Abbotsford. The historic buildings and streets offer a glimpse into the past, reinforcing a sense of shared history, identity, and civic pride. They also provide a backdrop and stage for bustling local businesses whose activities spill onto the streets, contributing to vibrant public life unfolding in public spaces. In this way, Historic Downtown also offers a glimpse into Abbotsford's future, as neighbourhoods increasingly evolve into places best experienced on foot, with unique experiences and events for residents and visitors alike.*



## Plan Goals

Five goals provide the building blocks of the vision, forming the foundation of the plan and an organizing framework for the policies.



### A Historic Place

Historic buildings and streetscapes offer a sense of discovery, wonder, intimacy, and uniqueness, setting this area apart from other places in Abbotsford.



### Diverse Destinations and Experiences

Eclectic events, vibrant businesses, and diverse spaces and places establish Historic Downtown as a people-magnet, and help create a neighbourhood in which people can live, play, work, socialize, and explore within walking distance of home.



### People-Centred Streets

Pedestrians come first in this human-scaled, dynamic neighbourhood. The sidewalks and plazas of Historic Downtown provide the stage for rich public life, while the buildings provide the backdrop.



### Transportation Choices

People come to Historic Downtown to stroll and discover. Visitors and residents travel safely, comfortably, and delightfully on foot, supporting street life, business prosperity, improved physical and mental health, and reduced greenhouse gas emissions.



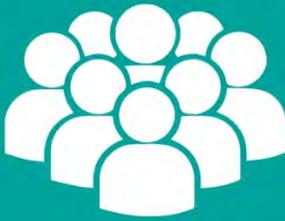
### A Green Neighbourhood

Historic Downtown's green spaces and networks provide ecological function, create beauty, and support recreation, social interaction, connection to nature, and retreat from sounds and sights of busy urban areas.



## Projections\*

The projected population, housing units and student numbers are estimated below for when the neighbourhood is developed over the next 25 to 30 years.

	<b>Current</b>	<b>Projected</b>
	<b>11,300</b> people	<b>21,900</b> people
	<b>Current</b>	<b>Projected</b>
	<b>4,708</b> units	<b>9,125</b> units
<b>Grade (Age)</b> Preschool (0-4) Elementary (5-10) Middle (11-13) High (14-17)	<b>Current</b>	<b>Projected</b>
	<b>580</b> students <b>655</b> students <b>275</b> students <b>435</b> students	<b>800</b> students <b>1025</b> students <b>500</b> students <b>625</b> students
	<b>TOTAL</b> <b>1,945</b> students	<b>TOTAL</b> <b>2,950</b> students

Statistics Canada data - Abbotsford 2016

Table 3 – Residential and Student Population Projections

\* The data presented in this section follows the same area as “Historic Downtown Today” described earlier in Part 1.





## **PART 2 LAND USE**

**NEIGHBOURHOOD STRUCTURE**

**LAND USE DESIGNATIONS**



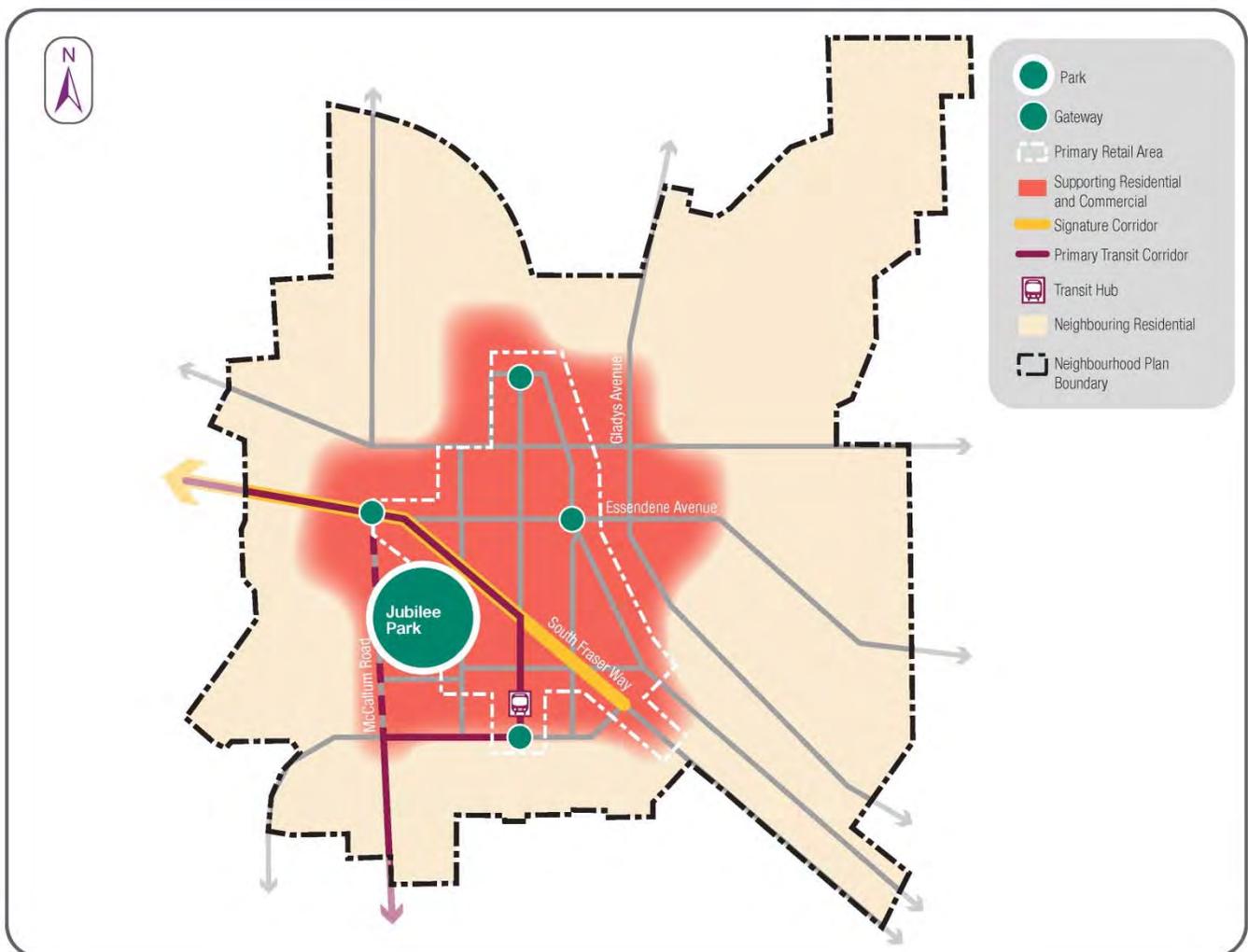


## NEIGHBOURHOOD STRUCTURE

### Land Use

The neighbourhood structure is designed to focus redevelopment efforts generally within the area bounded by Pine Street (N), Cyril Street (E), McDougall Avenue (S), and McCallum Road (W).

At the centre of this focused redevelopment is the Primary Retail Area, which includes the core historic streets with walkable, niche retail. Buildings in this retail core will generally be 2 to 3 storeys in height and frame the streets with transparent storefronts that spill out onto the street. Surrounding this retail core is a ring of supporting residential and commercial uses. The majority of buildings in this area will include apartment buildings ranging from 4 to 6 storeys, and additional small office spaces.



Map 2 – Neighbourhood Structure



Beyond the Primary Retail Area, and supporting residential and commercial spaces, is an area of Neighbouring Residential, including townhouses that scale down to 2 to 3 storeys and further transition to single detached neighbourhoods in the northeast, northwest, and south.

## Mobility

Historic Downtown is at the geographic centre of Abbotsford, playing a role as a focal gathering place for all residents. Both the Primary Transit Corridor and Signature Corridor feature as important options for people to travel to the area. The Primary Transit Corridor is anchored by a Transit Hub on Montrose Avenue at the southern entrance to the retail area, which over time becomes the transit focal point for the city overall (Figure 3). The Signature Corridor in turn links the area to the City Centre along South Fraser Way, featuring a high quality public streetscape including a generous tree canopy, bicycle and pedestrian facilities, and on street retail parking.

## Open Space

Jubilee Park features as the largest open space in the neighbourhood and over time becomes a city-wide destination for special events and recreation opportunities. Supporting this central open space are Gateways at important entrance points to the neighbourhood at either end of Essendene and Montrose Avenues. These Gateways, along with Jubilee Park, draw people through the Primary Retail Area to support the walkable retail streets.



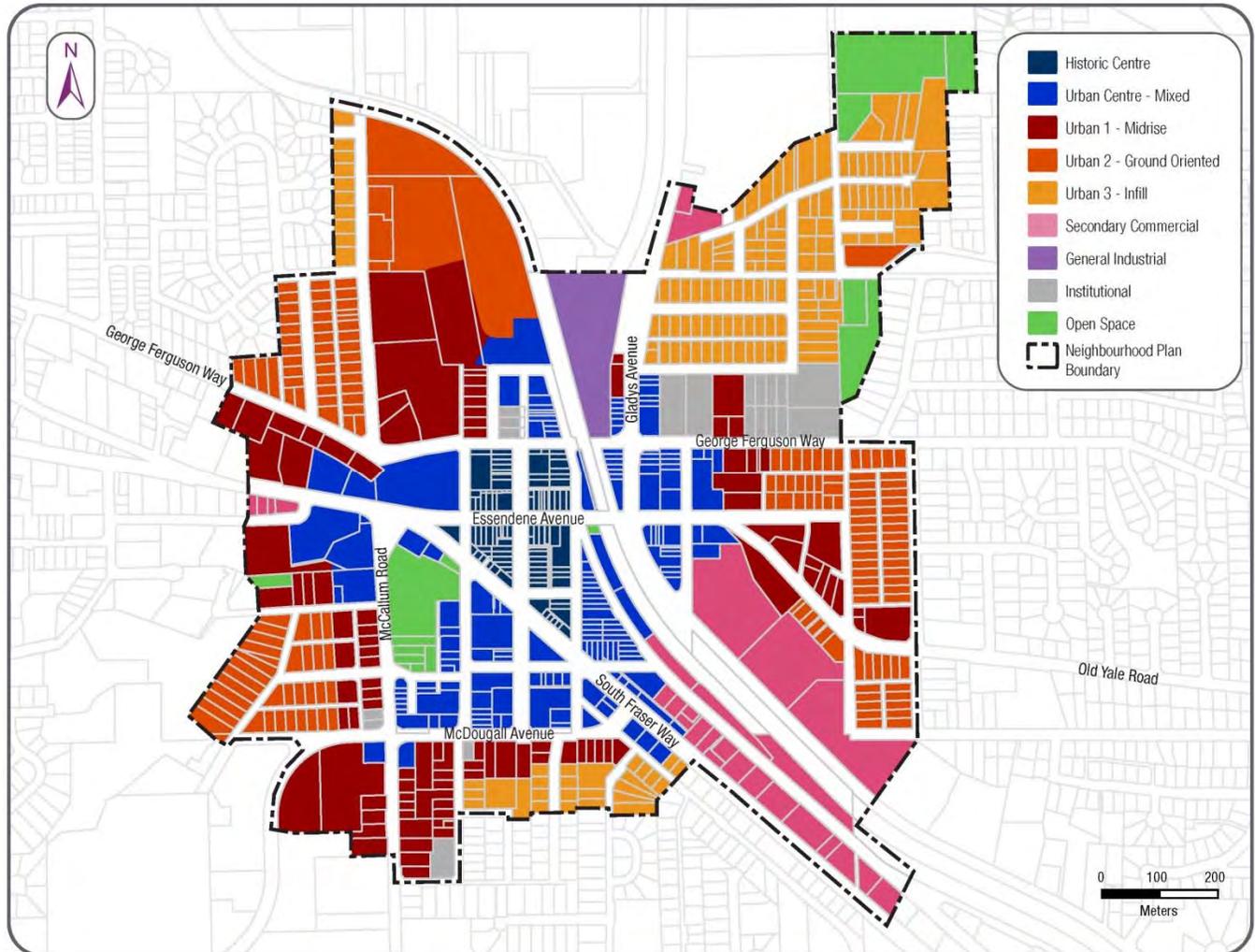


**Figure 3 – Concept Rendering: Transit Hub on Montrose Avenue**  
(view north from McDougall Avenue)



## LAND USE DESIGNATIONS

The land use designations in the Historic Downtown Neighbourhood Plan are mapped below (Map 3) and described in the following table. They supersede the land uses found in the Official Community Plan.



Map 3 – Land Use Designations



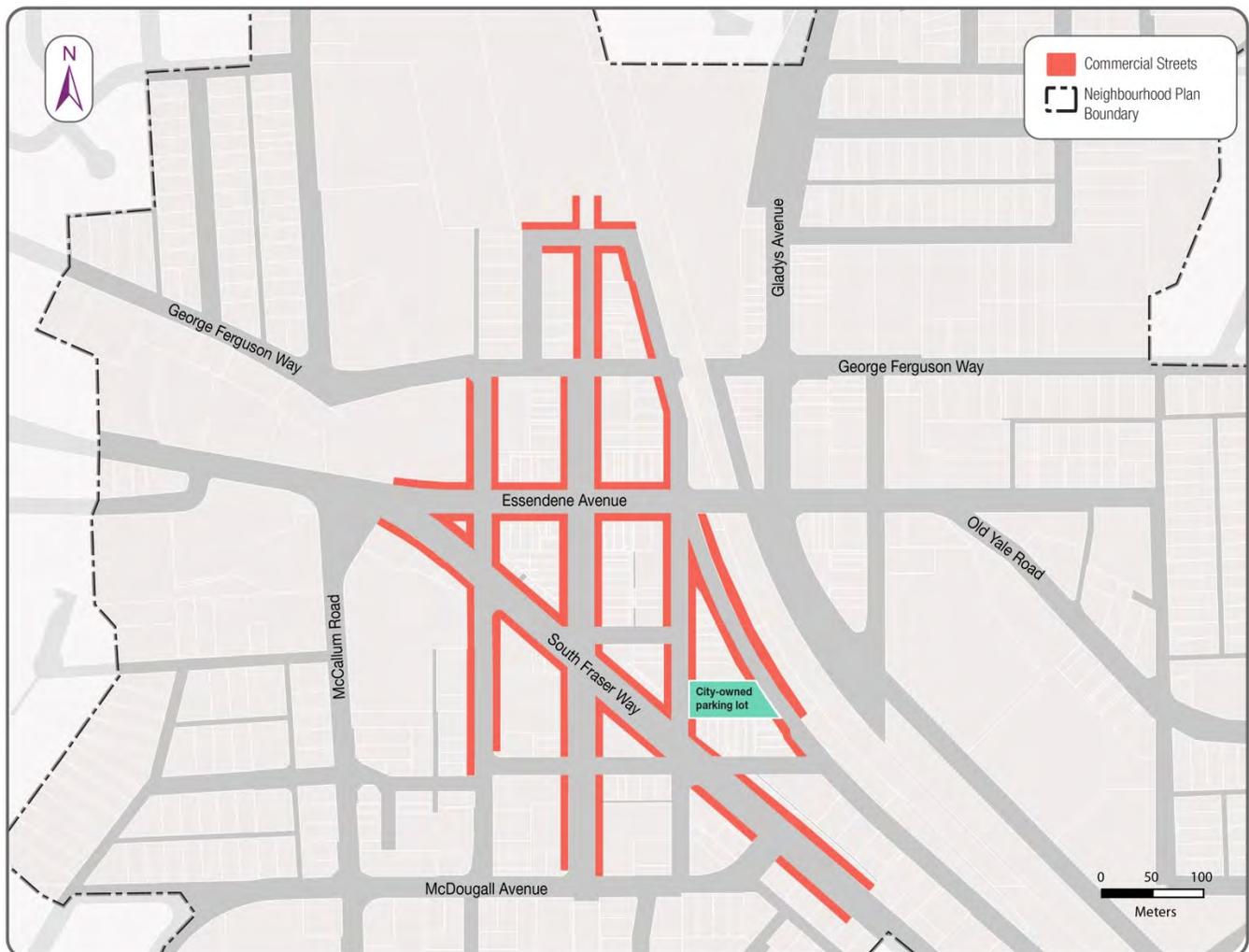
## Commercial Streets

Commercial Streets in Historic Downtown modify the land use designations by requiring certain uses that support ground floor activity along the building edges facing Commercial Streets (Map 4). The following uses must occur along the ground floor, and each must have individual access to the street:

- commercial retail
- commercial services

Uses other than those listed above may only occur on very limited building frontages. Examples include entry vestibules for commercial offices or residential lobbies, which may be located behind retail/services on the ground floor or on upper floors.

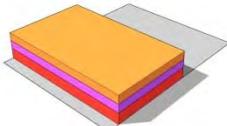
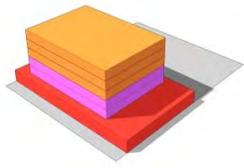
For the City-owned parking lot between West Railway Street and Montvue Avenue, the ground floor commercial uses are not required as the intent is to maximize future public parking opportunities for the neighbourhood.



Map 4 – Commercial Streets

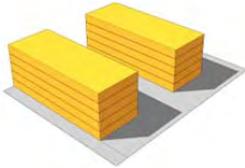
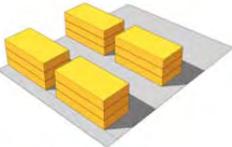
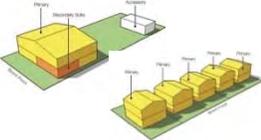


## Urban Centre

Designation	Purpose and Designation	Building Type and Height	Uses	Density (min and max)
<p><b>Historic Centre</b></p> 	<ul style="list-style-type: none"> <li>• Enable a mix of commercial uses that creates a strong hub of activity in the core of Historic Downtown</li> <li>• Maintain a historic main street character of small scale retail</li> </ul>	<p>Multi storey buildings with narrow street frontage.</p> <p>Heights are a maximum of 3 storeys</p>	<p>Commercial</p> <p>Mixed use (residential and commercial)</p>	<p>100% lot coverage</p>
<p><b>Urban Centre – Mixed Use</b></p> 	<ul style="list-style-type: none"> <li>• Enable a mix of uses to support the Historic Centre with higher residential density and commercial uses</li> <li>• Support main street retail character on certain streets outside the Historic Centre</li> </ul>	<p>Multi storey buildings including low and mid rises</p> <p>Heights are a minimum of 3 storeys and a maximum of 6 storeys</p>	<p>Mixed use (residential and commercial)</p> <p>Multi unit residential</p> <p>Commercial</p>	<p>1.0 to 2.5 FSR</p> <p>(up to 3.0 on existing or consolidated properties that are 1,250m<sup>2</sup> or less)</p>
<p><b>Commercial Streets</b></p> 	<ul style="list-style-type: none"> <li>• The ground floor <b>must</b> be commercial retail or commercial services with individual access to the street</li> </ul>	<p>Per the underlying land use designation</p>	<p>Per the underlying land use designation</p>	<p>Per the underlying land use designation</p>

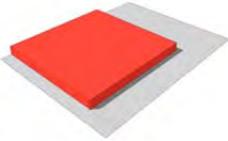
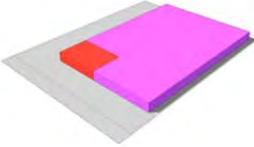
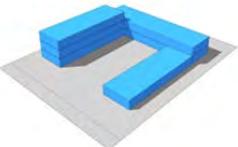


## Residential

Designation	Purpose and Designation	Building Type and Height	Uses	Density (min and max)
<p><b>Urban 1 – Midrise</b></p> 	<ul style="list-style-type: none"> <li>Per the Official Community Plan</li> </ul>	<p>Multi storey buildings including low and mid rises, and integrated ground oriented units.</p> <p>Heights are a minimum of 4 and a maximum of 6 storeys</p> <p>Large sites (1 ha or greater) may incorporate ground oriented buildings</p>	<p>Per the Official Community Plan</p>	<p>Per the Official Community Plan</p>
<p><b>Urban 2 – Ground Oriented</b></p> 	<ul style="list-style-type: none"> <li>Per the Official Community Plan</li> </ul>	<p>Per the Official Community Plan</p>	<p>Per the Official Community Plan</p>	<p>Per the Official Community Plan</p>
<p><b>Urban 3 – Infill</b></p> 	<ul style="list-style-type: none"> <li>Per the Official Community Plan</li> </ul>	<p>Per the Official Community Plan</p>	<p>Per the Official Community Plan</p>	<p>Per the Official Community Plan</p>



## Supporting Lands

Designation	Purpose and Designation	Building Type and Height	Uses	Density (min and max)
<p><b>Secondary Commercial</b></p> 	<ul style="list-style-type: none"> <li>Per the Official Community Plan</li> </ul>	Per the Official Community Plan	Per the Official Community Plan	Per the Official Community Plan
<p><b>General Industrial</b></p> 	<ul style="list-style-type: none"> <li>Per the Official Community Plan</li> </ul>	Per the Official Community Plan	Per the Official Community Plan	Per the Official Community Plan
<p><b>Institutional</b></p> 	<ul style="list-style-type: none"> <li>Per the Official Community Plan</li> </ul>	Per the Official Community Plan	Per the Official Community Plan	Per the Official Community Plan
<p><b>Open Space</b></p> 	<ul style="list-style-type: none"> <li>Per the Official Community Plan</li> </ul>	Per the Official Community Plan	Per the Official Community Plan	Per the Official Community Plan





## **PART 3 POLICIES**

**A HISTORIC PLACE**

**DIVERSE EXPERIENCES AND DESTINATIONS**

**PEOPLE-CENTRED STREETS**

**TRANSPORTATION CHOICES**

**A GREEN NEIGHBOURHOOD**





## A HISTORIC PLACE



Historic Downtown’s historic buildings and public realm are the backbone of its unique character, contributing to the unique, human-scaled streetscapes and setting the neighbourhood apart from other areas in Abbotsford. By preserving the existing character and reinforcing it through new development, the neighbourhood can continue to be a historic destination.

### 3.1 Character Reinforcing Treatments

Use treatments and materials that reflect the authentic historic character of the Historic Downtown (refer to the Development Permit Guidelines in Part 4 and the Public Realm Guidelines in Part 5).

### 3.2 Historic and Expressive Installations

Integrate art, expressive installations, and local and historic artifacts into the public realm, including at Gateways and along Commercial Streets (Map 4).

### 3.3 Historic Buildings

Preserve buildings with historic qualities that have generally maintained their original materials and appearance, and were constructed around the 1950s or earlier (refer to the Development Permit Guidelines in Part 4).

### 3.4 New Buildings

Require that new development respect traditional lot patterns and be compatible with the scale, massing, orientation, limited setbacks, materials, and colours of neighbouring historic buildings.



Figure 4 – Character Reinforcing Treatments



Figure 5 – New Buildings



### 3.5 C.P. Rail Station

Relocate and restore the C.P. Rail Station to, or near, its original location south of Essendene Avenue and east of West Railway Street. Integrate it with the West Railway Plaza and explore possibilities for indoor programming.

### 3.6 Demolition and Salvage

Use salvaged building materials where demolition occurs for landscaping, public art, and/or new building construction.



Figure 6 – C.P. Rail Station



## DIVERSE EXPERIENCES AND DESTINATIONS



Historic Downtown is a city-wide destination, and a cultural and social heart within Abbotsford. The entrepreneurial spirit and niche retail of the neighbourhood is the foundation of success by creating jobs; meeting residents' daily needs; and contributing to the area's vibrant and neighbourly quality. Building on this strong base of diverse uses, amenities, and celebrations will further establish Historic Downtown as a complete community with diverse experiences and destinations.

### 3.7 Views

Protect views from public open spaces to the mountains to the north and to Mount Baker to the southeast, as well as visual links to the City Centre, which is a 20 minute walk away. Update the Development Bylaw Streetscape Contribution Levy with additional target streets in Historic Downtown in order to reduce cluttered views along streets and from important vantage points by putting utility lines underground.

### 3.8 Gateways

Establish unique gateway treatments to create a strong sense of arrival to Historic Downtown at either end of Essendene and Montrose Avenues ("Neighbourhood Plazas" on Map 5). These gateways should indicate to travelers they are entering a unique place through the use of features that create visual interest – such as significant trees, public art, or plaza spaces – and a perceived street narrowing to slow vehicle traffic. Views into the Historic Centre should be reinforced in order to emphasize these gateway experiences.

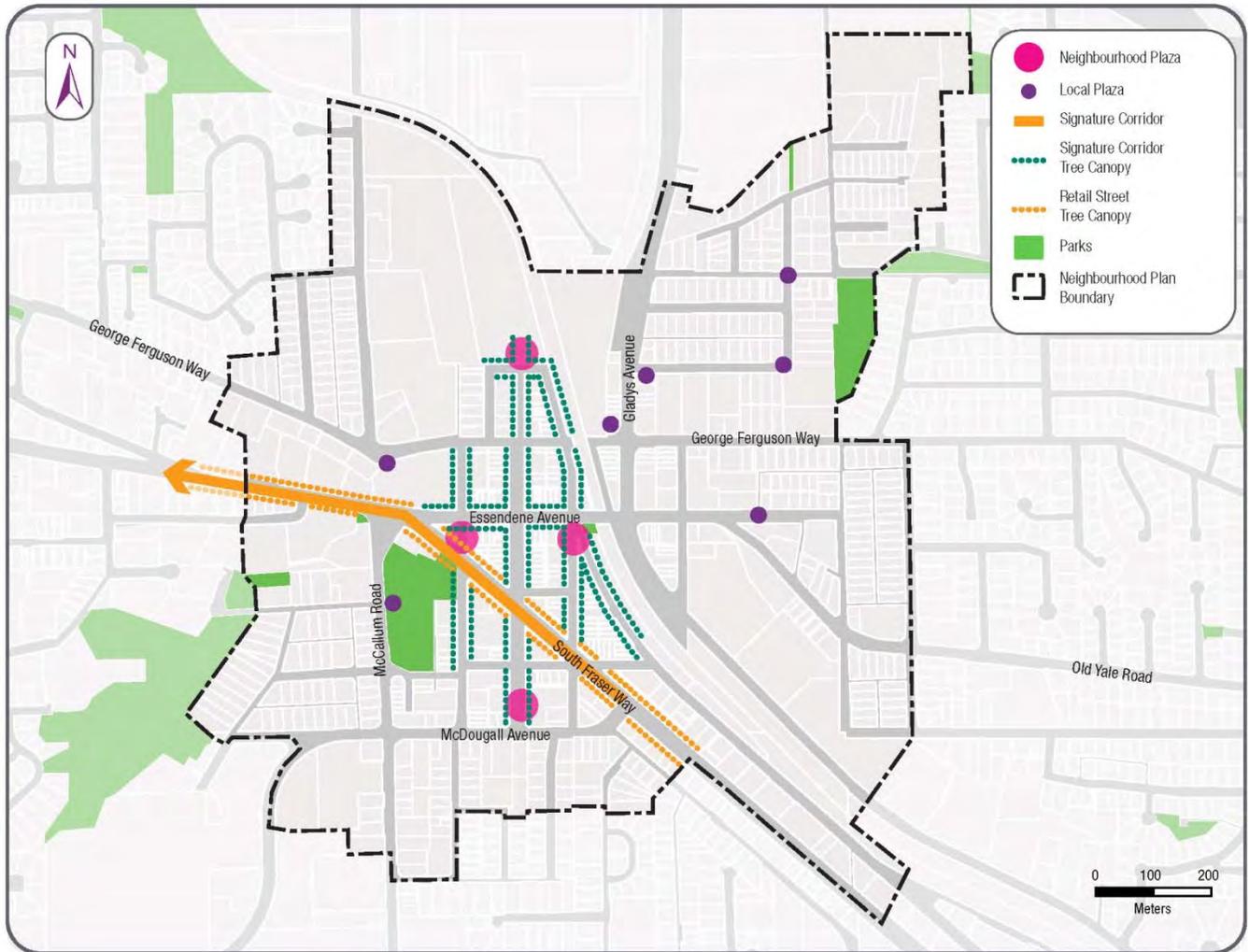


Figure 7 – Views: East towards Mt. Baker from George Ferguson Way



Figure 8 – Gateways





Map 5 – Parks, Plazas and Street Trees

### 3.9 Niche Retail and Complete Community

Support, maintain, and update as needed the policies and design guidelines in this Plan to further develop a specialized small-scale boutique and artisan niche retail market that capitalizes on the historic setting, while also providing commercial services that are necessary for a complete and affordable community, such as a grocery store.

### 3.10 Markets and Food Destination

Celebrate and support a local food culture that includes opportunities for farmers markets, and establish a year-round, weather protected market space that can be used for all types of markets, including farmers, crafts, artisans, and more.



Figure 9 – Niche Retail



### 3.11 Employment Lands

Foster a mix of employment opportunities by preserving the commercial land base.

### 3.12 Partnerships

Continue supporting ongoing dialogue and working relationships between the City of Abbotsford, the Abbotsford Downtown Business Association, and other neighbourhood partners to improve and promote retail and amenity areas. Work with local businesses to explore ways to encourage an expanded business sector, including retail and office uses, through initiatives such as branding, incentives, and “buy local” or similar campaigns.



Figure 10 – Markets: Abbotsford Farm and Country Market



Figure 11 – Festivals and Events: Jam in Jubilee

### 3.13 Festivals and Events

Continue supporting existing festivals and events through public realm enhancements and programming, including the Abbotsford Farm and Country Market, annual Christmas Tree Lighting / Winter Jubilee celebration, Jam in Jubilee, and Berryfest.

### 3.14 Arts, Culture, and Community Facilities

Continue supporting and creating facilities and spaces that foster arts, culture, and community in and near Historic Downtown. Support for these facilities can include pedestrian and public realm improvements adjacent to them.



### 3.15 Public Art and Creative Expression

Build on existing strengths in public art and creative expression by maintaining and creating new sculptures, artistic street benches, and murals that celebrate Abbotsford's history, culture, and setting.

### 3.16 Cultural Inclusivity

Recognize that some cultural and ethnic groups, including indigenous people and immigrants, are under-represented in Historic Downtown and establish spaces and ways of cultural representation that are inclusive of these groups' unique histories, perspectives, and experiences.

### 3.17 Social Services

Ensure that through redevelopment and investment in Historic Downtown social service needs are considered. Continue supporting social services and infrastructure that address vulnerable and higher-need groups.

### 3.18 Appropriate Housing Choices

Establish housing choices that are reflective of the area demographics and accommodating of a broad mix of future household sizes, needs, and priorities, including: young adults and others residing in smaller households, 3 or more bedrooms for families, and purpose built rental. Leverage the opportunities provided by a walkable and transit-friendly neighbourhood by reducing parking requirements in multi-unit residential buildings in order to increase affordability.

### 3.19 Fire Hall No. 6

Replace the current Fire Hall No. 6 (2427 West Railway Avenue) building from a functional, life cycle, and seismic perspective, as described in the Abbotsford Fire Rescue Service Master Plan. If the most appropriate new location to meet fire service objectives is determined to be within Historic Downtown, consider the vision of this Plan, and in particular the unique design and intent for Commercial Streets, to help mitigate impacts on the neighbourhood.

### 3.20 Rail

Buildings should consider the Federation of Canadian Municipalities' Rail Proximity Guidelines and target minimum setbacks of 30 metres for residential and institutional uses, and 15 metres for commercial and other uses. Where this is not feasible, buildings shall be oriented to minimize the length of the building face along the rail corridor.



Figure 12 – Public Art



Figure 13 – Cultural Inclusivity



## PEOPLE-CENTRED STREETS



If buildings are the backdrop to public life, then the sidewalks and streetscapes – including the plazas and open spaces – are the stage. In Historic Downtown, these public spaces are fundamental to creating a vibrant street life, which in turn improves business prosperity, social wellbeing, and makes walking and cycling realistic transportation choices for all ages and abilities.

### 3.21 Spill Out Activities

Encourage spill out activities from businesses into the public realm, such as sidewalk patios, provided they maintain enough width for the pedestrian movement zone (refer to Part 5).

### 3.22 Plazas

Establish four neighbourhood plazas (Map 5) that provide opportunity for public life, enjoyment of views, and create anchors on important Commercial Streets. These plazas should primarily be intimate spaces but large enough to accommodate temporary, seasonal, or long term programming. Frequent access points from abutting sidewalks to the edges of these plazas and other open spaces should be provided. Additional size and design considerations can be found in the Street and Public Realm Guidelines in Part 5.



Figure 14 – Plazas



Figure 15 – Spill Out Activities





Figure 16 – Concept Rendering: West Railway Plaza

### 3.23 Accessibility

Require that all streetscapes and public building entrances be accessible. While improving accessibility of existing historic buildings, innovative design solutions should be considered that also retain prominent architectural features. Building ramps should not encroach onto the sidewalk.

### 3.24 Sidewalk Seating

Provide pedestrian seating on sidewalks and in parks and plazas. Prioritize areas with views, and along sloping streets in order to create opportunities for rest.



**3.25 Commercial Street Improvements**

Expand sidewalks and support high quality improvements to all pedestrian facilities along Commercial Streets (Map 4). These improvements should include street trees and landscaping, and sidewalk furnishings.

**3.26 Restricted Access**

Limit driveway access along Commercial Street frontages by requiring rear lane or shared access points to reduce vehicle interruptions in the public realm.



Figure 17 – Commercial Street Improvements



Figure 18 – Concept Rendering: Commercial Street Improvements



### 3.27 Laneway Connections and Activation

Ensure laneway and public right of ways provide opportunities for people to gather or travel between blocks (Map 13). Where laneways and right of ways are provided, support activating the space through public art, pedestrian lighting, temporary or permanent programming, spill-out activities from adjacent businesses, and more. These activities should be designed for compatibility with rear-building access, loading, delivery, and emergency services.

### 3.28 Human Scale Design

Create a street wall rhythm that corresponds to pedestrian scale and space in all commercial, mixed-use, and residential areas of the Historic Downtown (refer to Part 4).

### 3.29 Welcoming Pedestrians

Define and animate the base of all buildings to welcome pedestrians to enjoy their features and, in the case of commercial and mixed-use buildings, to come inside. Achieve this through transparency (i.e. ample glazing), windows that open, spill-out activities, and frequent entries accentuated through height, width, recesses, canopies, and/or landscaping. Avoid blank walls and articulate existing walls without windows and doors with features such as vertical gardens and murals.

### 3.30 Weather and Light Protection

Maximize possible access to light and solar gain, and provide protection from wind and inclement weather through building form, building alignment, surface articulation, overhangs and canopies, and materials and features that disrupt strong winds and provide shelter.

### 3.31 Integration with Topography

Optimize interest for pedestrians on active street walls on slopes by integrating uses and access points into the topography, stepping frontages up or down the slope and avoiding ground floor levels that are sunken below grade.



Figure 19 – Laneway Activation



Figure 20 – Laneway Activation



Figure 21 – Integration with Topography



### 3.32 Private Parking Structures

Encourage active ground-floor uses in above-ground private parking structures to reduce the negative impact of long, blank, inactive facades common to parking structures (refer to the Development Permit Guidelines in Part 4).

### 3.33 Vacant Storefronts

During business turnover, vacancy, or renovation, avoid boarding up of storefronts and instead use creative methods of “dressing up” storefronts such as temporary display space or public art. At a minimum, use clean, bright, professional materials, and avoid unkempt materials such as brown kraft paper.



Figure 22 – Vacant Storefronts

### 3.34 Underground Utilities

Work with developers and private utilities to transition overhead service connections into underground connections over time, particularly along Commercial Streets. This includes ensuring utility boxes are located underground as much as possible, or locating them away from sidewalk and plaza spaces, wrapped with attractive displays of art, landscaping, and/or cladding.



### 3.35 Street Animation

Encourage street-oriented activity along building edges to support a lively downtown by using the public right-of-way for outdoor activities such as patios for adjacent restaurants while maintaining width for the pedestrian movement zone (see Part 5). These could be provided in place of some curbside parking through seasonal or permanent installations.



Figure 23 – Concept Rendering: Street Animation BEFORE



Figure 24 – Concept Rendering: Street Animation AFTER

## TRANSPORTATION CHOICES



The success of Historic Downtown depends on the ability of people to travel safely, comfortably, and delightfully on foot. Pedestrians support street life, business prosperity, and social wellbeing – even people arriving by car ultimately become pedestrians. The neighbourhood’s small blocks, frequent street and pedestrian intersections, and buildings close to sidewalks mean people come to Historic Downtown to stroll and discover, a unique opportunity not available anywhere else in the city.

### 3.36 Integration with City Network

Integrate the neighbourhood with planned street improvements and strengthen connections into Historic Downtown, including with South Fraser Way, Essendene Avenue, and George Ferguson Way. Add redundancies to east-west vehicular travel outside the neighbourhood to improve cross-city travel and support local street changes such as slowing traffic in Historic Downtown. South Fraser Way is intended to provide multi-modal connections between Historic Downtown and City Centre, Clearbrook, and other centres and destinations.

### 3.37 Local Street Network

Further enhance the fine-grained street network to improve connectivity for all modes, including new connections through the former Clayburn Brick site, new lane connections in the Historic Centre, and potential surplus street and lane closures (Map 13).

### 3.38 Street Design

Design streets in Historic Downtown primarily as destinations and places for people to gather, and manage vehicle uses and speeds accordingly. Focus particularly on the Historic Centre (Map 3) and Commercial Streets (Map 4).

### 3.39 Rail Crossings

Design rail crossings in Historic Downtown to meet the needs of pedestrians and people on wheels (bicycles, wheel chairs, strollers, etc) with targeted improvements to achieve smooth, level, and safe crossings that meet Transport Canada regulations.



Figure 25 – Street Design



### 3.40 Pedestrian Network

Complete the pedestrian network by filling in sidewalk gaps, ensuring frequent, safe crossings are available to pedestrians throughout the neighbourhood as warranted (Map 6). Prioritize pedestrians in the crossing design, including curb extensions, automatic walk signals, and responsive signal changes. Integrate these connections with the laneways and public right of ways (Map 13).



Map 6 – Pedestrian Facilities

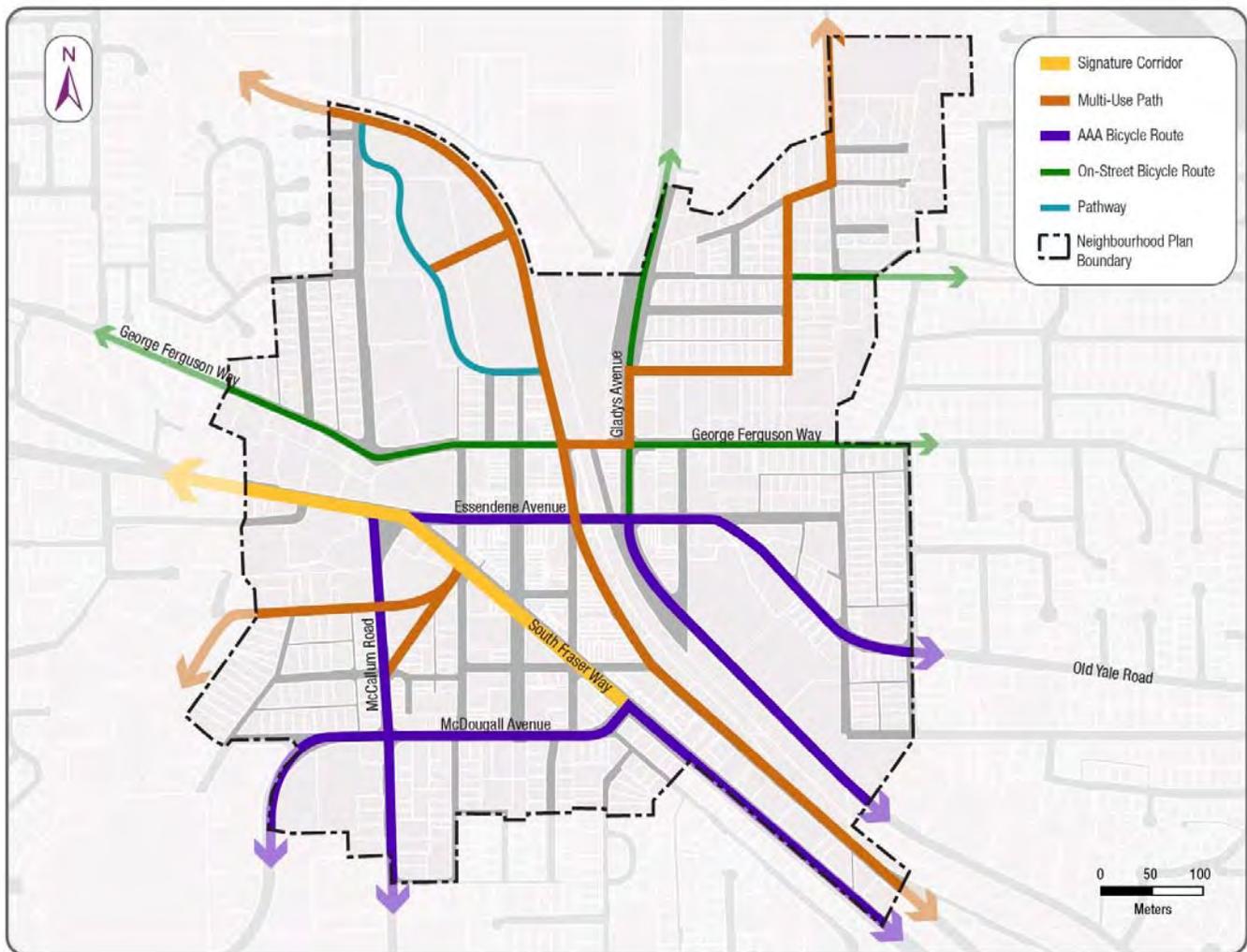


### 3.41 Bicycle Network

Establish a network of well-connected all-ages-and-abilities (AAA) bicycle facilities, including off-street paths, protected bicycle lanes on higher-traffic streets, and local street bikeways on lower-traffic residential streets (Map 7). To supplement AAA bicycle facilities, establish supporting facilities to expand the bicycle network in all areas of Historic Downtown. All facilities should be constructed with a uniform, smooth surface material such as asphalt.



Figure 26 – Protected Bike Lane

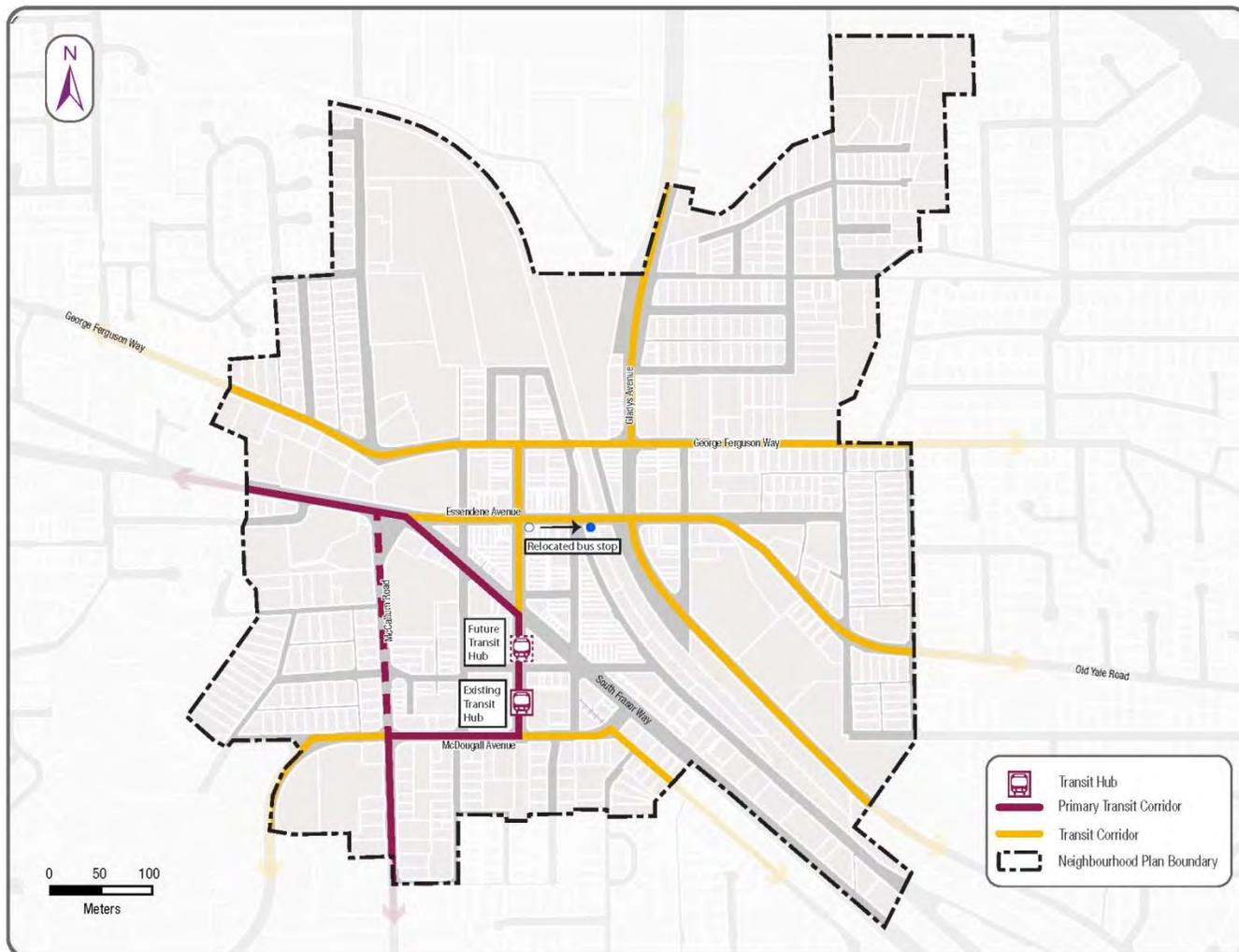


Map 7 – Pathways and Bicycle Facilities



### 3.42 Transit Network

Strengthen direct public transit connections from Historic Downtown to other areas of the city with the Primary Transit Corridor and supporting Transit Corridors (Map 8). In addition, relocate the transit stop on the southeast corner of Essendene and Montrose to the southeast corner of Essendene and West Railway. Other stops may be relocated as determined in the future.



Map 8 – Transit Facilities



### 3.43 Transit Hub

Create a high quality Transit Hub on the two southernmost blocks of Montrose Avenue, considering the following elements:

- A public plaza at the northwest corner of McDougall and Montrose Avenues
- High-quality pedestrian crossings at all intersections.
- Safe, well-lit, comfortable, and weather-protected seating and waiting areas.
- A publicly accessible washroom facility integrated into an adjacent building or amenity.
- Reduced bus layover to mitigate air quality and noise impacts.

### 3.44 Frequent Transit Access

Work with BC Transit to support increased frequency of transit service so that all areas of Historic Downtown are within a 5-minute walk (400 meters of street network distance) of frequent transit stops.



Figure 27 – Concept Rendering: Transit Hub on Montrose Avenue  
(view north from McDougall Avenue)



### 3.45 Redesign Essendene Avenue

Redesign Essendene Avenue as an important destination street that prioritizes shopping, walking, and biking by expanding and improving pedestrian facilities and establishing all-ages-and-abilities cycling facilities. Reallocate the existing four mixed-movement vehicle lanes into two through lanes and a centre left turn to separate turning traffic from through traffic. Keep existing on-street parallel parking. Use the resulting right-of-way space to increase and enhance sidewalks, provide space for spill-out activities, and add bicycle facilities. Consider adding street tree pockets within the parking lane.



Figure 28 – Concept Rendering: Essendene Avenue

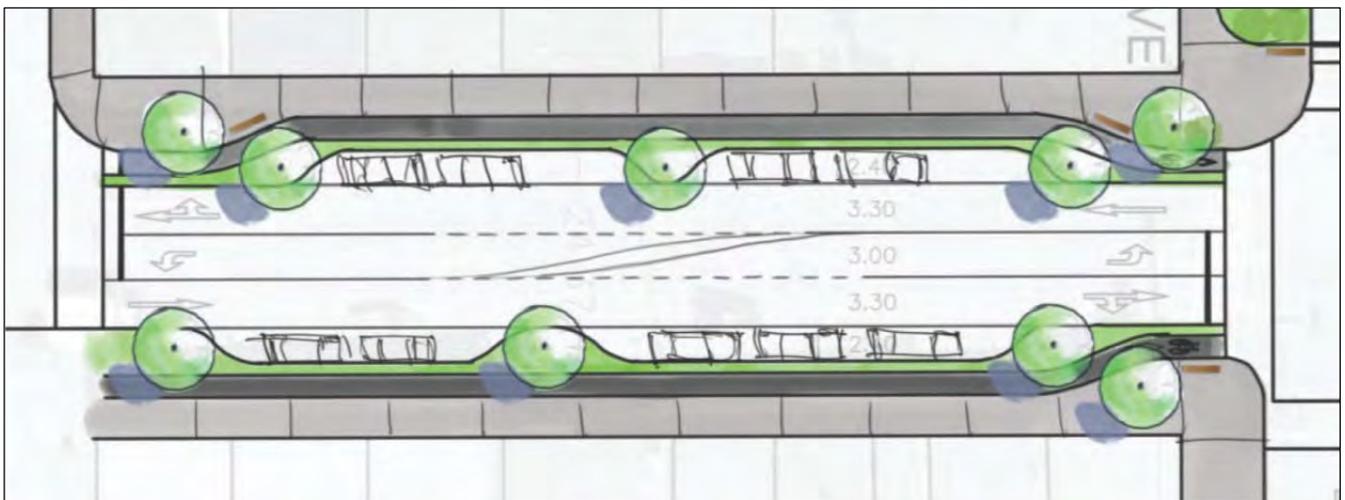


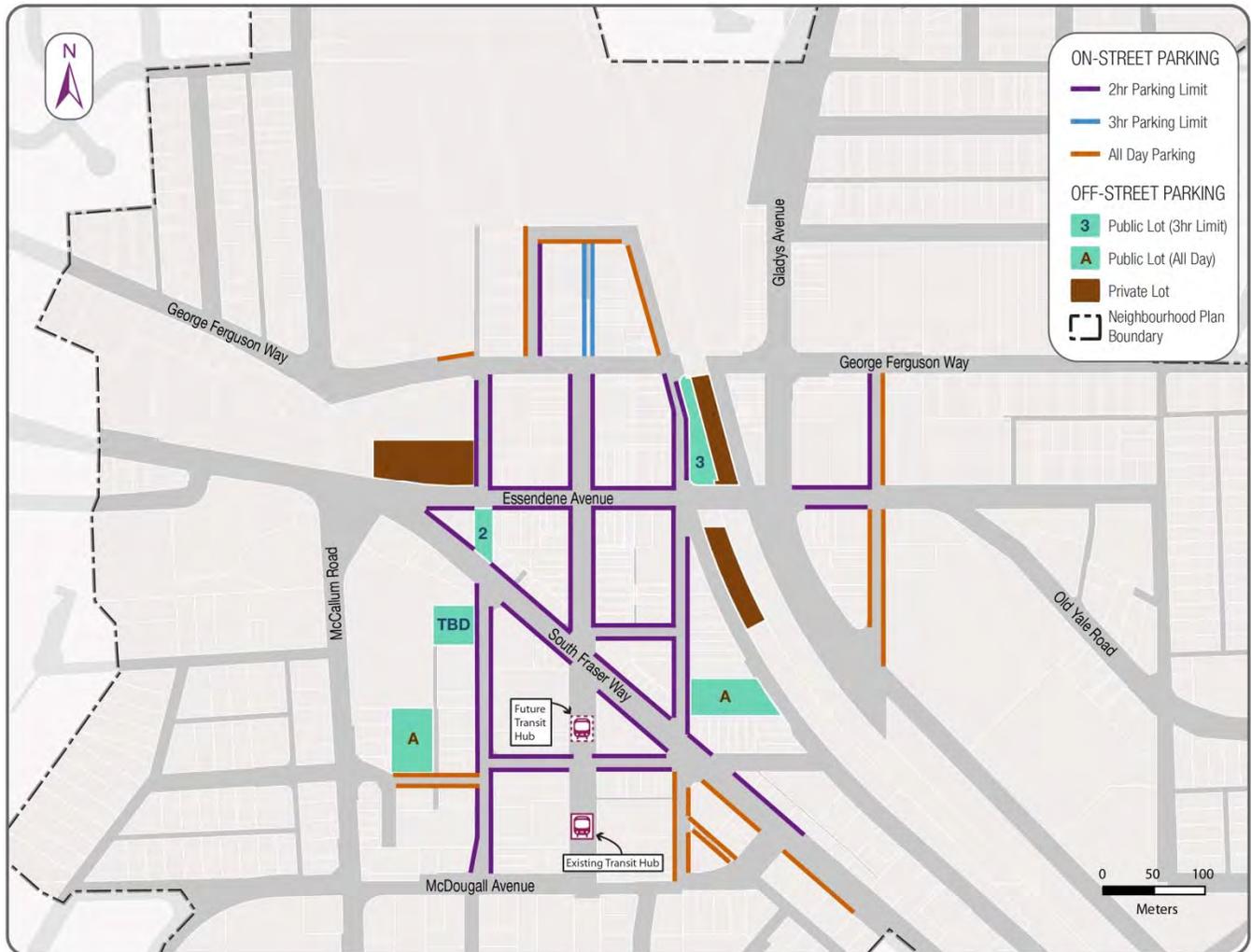
Figure 29 – Corridor Sketch: Essendene Avenue

### 3.46 On-Street Parking

Use on-street parking for customers and short term visitors to Historic Downtown, and manage it accordingly. Particularly consider the needs of Commercial Streets and establish occupancy targets according to best practices to help guide on-street parking management (Map 9).



Figure 30 – On-Street Parking



Map 9 – Existing Parking Facilities



### 3.47 Off-Street Parking

Use off-street parking for employees and long term visitors to Historic Downtown, including underground parking and parking structures with active ground floor uses. For long term parking needs, use the City-owned parking lot between West Railway Street and Montvue Avenue for a future multi-level parkade. Consider proximity to Commercial Streets in helping determine the most appropriate management approach (Map 9).



Figure 31 – Off Street Parking

### 3.48 Parking Study

Conduct a parking study to understand overall parking supply, occupancy, duration, and turnover. Use the findings to develop a long term strategy for providing parking in the neighbourhood, guided by the policy directions of this plan. It should include the following:

- a. Determine the appropriate neighbourhood parking supply, considering future residential and commercial growth, and transportation shifts to more transit, walking and biking.
- b. Update existing programs and policies, such as the cash-in-lieu contributions in the Zoning Bylaw, parking management approach, occupancy benchmarks, inventory and occupancy studies, enforcement, pricing, permit areas, Transportation Demand Management (TDM) practices, and more.
- c. Create trip planning tools such as wayfinding, digital apps, and signage to provide efficient information about parking availability and location.
- d. Establish a parking district to manage parking demand and coordinate supply and cash-in-lieu contributions that aligns with other downtown administrative tools such as the Business Improvement Area.



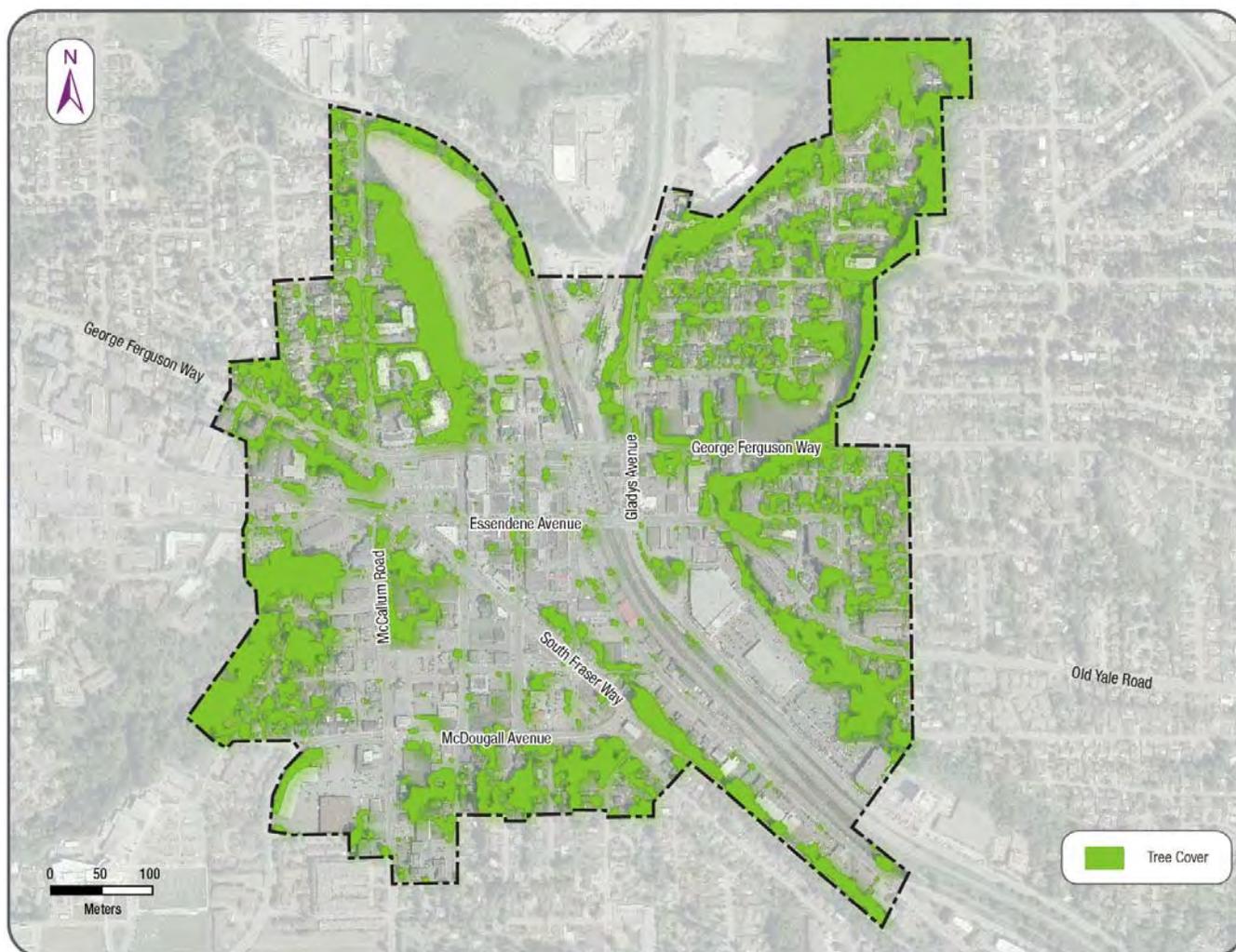
## A GREEN NEIGHBOURHOOD



Jubilee Park and the numerous steep slopes, watercourses, green spaces, and flood plains in and around Historic Downtown create beauty and form an important part of its character and ecological function. Green spaces and networks also support stormwater management, recreation and social interaction, connection to nature, and retreat from the sounds and sights of busy urban areas.

### 3.49 Tree Canopy

Protect and enhance the urban tree canopy (Map 10).



Map 10 – Existing Tree Canopy



### 3.50 Street Trees

Plant and maintain street trees on all streets, ensuring they are pruned to branch at heights above 3m in order to provide clear sight lines to storefronts and sign bands on building facades. Over time, transition street trees to align with the Signature Corridor and Commercial Streets themes below (Map 5).

#### Signature Corridor

- Alternate the use of both trees along the Signature Corridor to create a pattern and sense of rhythm along the street. This could be in ones, twos, or threes as fits the context.



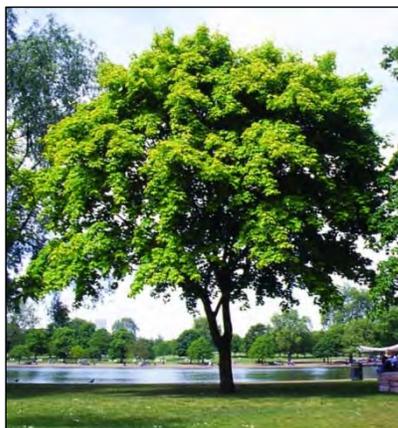
**Tree one:**  
Kentucky coffee tree, *Gymnocladus dioicus*  
(source: whatgrowswhere.com)



**Tree two:**  
Silver linden, *Tilia tomentosa* 'sterling silver'  
(source: pnwisa.org)

#### Commercial Streets

- Use the primary tree as the most frequent and predominant tree along Commercial Streets, and use the feature tree in prominent and feature locations.



**Primary tree:**  
Cappadocian maple, *Acer cappadocicum* 'aureum'  
(source: hillier.co.uk)



**Feature tree:**  
Carolina silverbell, *Halesia caroliniana*  
(source: oregonstate.edu)

### 3.51 Jubilee Park

Continue to support and improve the facilities and programming within Jubilee Park, which is an important neighbourhood amenity that also has a city-wide draw during special events. Incorporate Crime Prevention Through Environment Design (CPTED) principles during upgrades, and improve pedestrian connections to and from the park and surrounding areas.

### 3.52 Public Open Space

Meet the public open space needs of the neighbourhood by providing greenways, plazas, trails, parks, treed streets, seating areas, and more. These should be considered collectively when determining the specific park area requirements identified in other master plans.



Figure 32 – Street Trees

### 3.53 Natural Area Protection

Consistent with the Natural Area Development Permit Guidelines, protect natural and sensitive areas including steep slopes and streams through development setbacks and managing human access to these places.

### 3.54 Willband Creek

Celebrate natural features such as Willband Creek with design gestures that raise awareness about the area's bioregional context. For example, where Willband Creek is piped, provide educational signage or other design features that help restore ecological links, such as rain gardens.

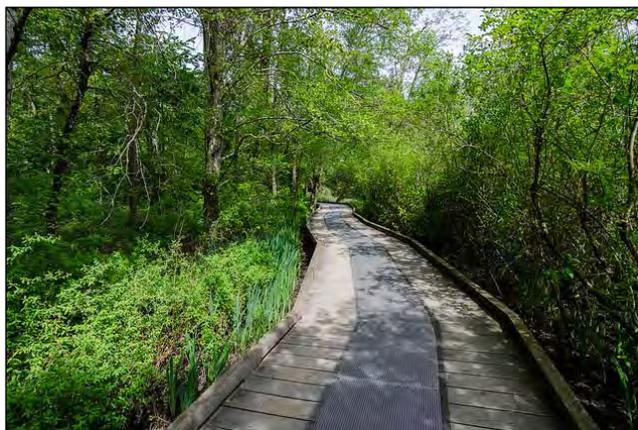


Figure 33 – Trail Connections and Greenways

### 3.55 Trail Connections and Greenways

Use existing green networks to establish trail connections and greenways – which are characterized by abundance tree plantings and landscaping, naturalized green spaces and habitat, and integrated stormwater management infrastructure – in the following ways:

- a. Working with neighbouring areas to establish a trail connection or greenway from Mill Lake Park through Farrant Crescent to Ravine Park and Jubilee Park, and that integrates further eastward with the pedestrian network in the Historic Centre that ultimately connects to the trail in Walnut Park;
- b. Establishing a new multi-modal connection or greenway along West Railway, leveraging the somewhat naturalized character of the railway corridor, and providing a connection between the new development at the former Clayburn Brick factory site and planned West Railway Plaza, and further south; and
- c. Establishing a connection along the piped Willband Creek north from Jubilee Park to the new development at the former Clayburn Brick factory.



### 3.56 Rainwater Management

Adopt integrated rainwater management practices on roofs, parks, streets, and parking areas, particularly in the Historic Centre where the traditional block pattern and small-scale lots prevent a significant amount of infiltration on private lots.



Figure 34 – Rainwater Management



Figure 35 – Concept Rendering: Rainwater Infiltration



## **PART 4 DEVELOPMENT PERMIT GUIDELINES**

**HISTORIC INFLUENCE**

**HISTORIC CORE**

**FAÇADE RETENTION**





## DEVELOPMENT PERMIT GUIDELINES

Local governments are authorized to create and adopt Official Community Plans (OCP) through the *Local Government Act* in British Columbia. Official Community Plans provide the long term vision for a community and set the policies relating to land use management within the area covered by the plan.

Within the OCP, local governments can designate Development Permit Areas (DPAs) for several reasons, such as:

- the protection of the natural environment,
- protection from hazardous conditions,
- protection of agricultural lands,
- and/or to guide the form and character of development.

Development Permit Areas can help to achieve the objectives set forth in the Official Community Plan. Once an area has been designated, land development and construction can only take place after a development permit has been issued.

To establish objectives for the form and character of development in the Historic Downtown, the City designates lands as subject to Historic Downtown Form and Character Development Permit Guidelines. All development outside these areas remain subject to the Official Community Plan Development Permit Guidelines.

These guidelines supersede the Form and Character Development Permit Guidelines contained in the Official Community Plan. Where there are inconsistencies between the Official Community Plan Development Permit Guidelines and the Historic Downtown Development Permit Guidelines contained in this chapter, the latter will supersede.



## HISTORIC DOWNTOWN DEVELOPMENT PERMIT GUIDELINES

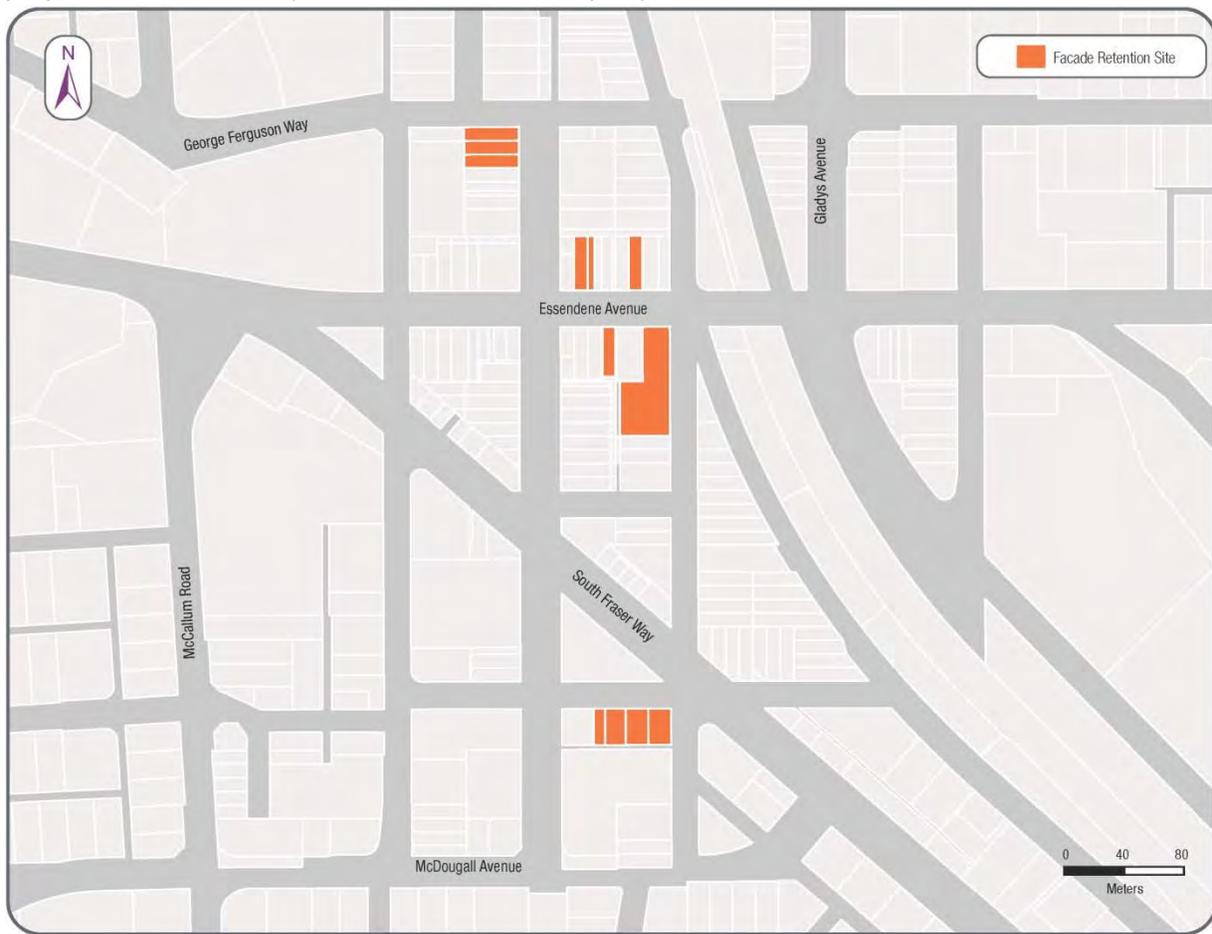
### AREA

All development occurring in the Historic Centre and Urban Centre – Mixed land use designations is subject to these Form and Character Development Permit Guidelines. The guidelines are grouped below in increasing levels of priority (Historic Influence < Historic Core < Façade Retention), with each subsequent level adding to and modifying the previous level(s). Where a higher priority guideline conflicts with a lower priority guideline, the higher priority will prevail.

**Historic Influence** guidelines apply to all development in both land use designations.

**Historic Core** guidelines apply *in addition to the Historic Influence guidelines* to all development in the Historic Centre land use designation or building facades abutting Commercial Streets (Map 4) in the Urban Centre – Mixed land use designation.

**Façade Retention** guidelines apply *in addition to the Historic Influence and Historic Core guidelines*, for properties listed in FR1 (also shown below on Map 11).



Map 11 – Façade Retention Sites

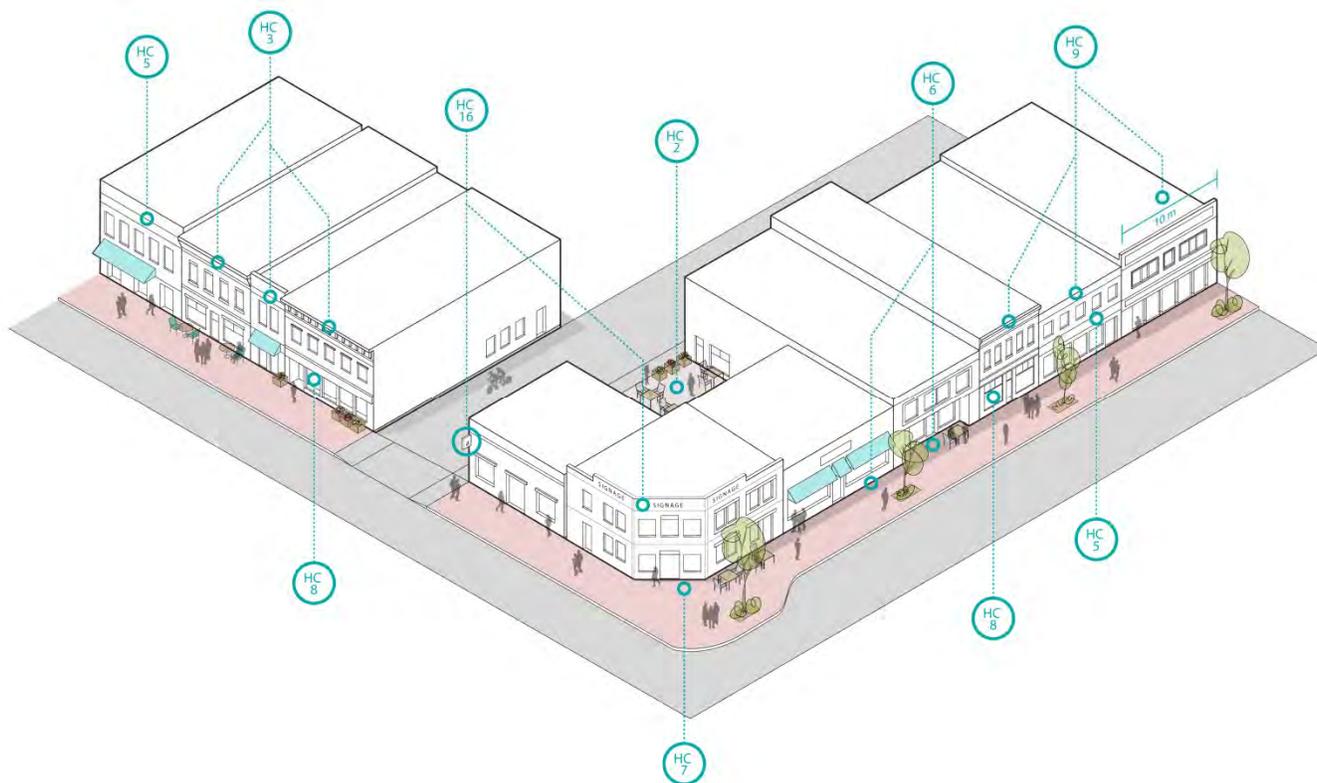


## JUSTIFICATION

Historic Downtown is a focal point for the entire City of Abbotsford. As Historic Downtown grows, it will be important for this area to retain its historic character, and for higher intensity uses to be developed in a manner that meets both neighbourhood and city-wide objectives. The general period of reference for architectural character is 1920 to 1950.

## OBJECTIVES

The following guidelines are encouraged to protect and elevate the historic character of Historic Downtown, and the creation of authentic, memorable, walkable, and animated shopping streets, as well attractive and walkable residential streets. All development should enhance the public realm and provide opportunities for residents and visitors to gather and socialize. Crime Prevention Through Environmental Design (CPTED) principles have been incorporated directly into many of these guidelines, but does not preclude additional specific CPTED analysis as required. The figure below illustrates how individual guidelines work together to create vibrant streets in Historic Downtown.



## EXEMPTIONS

1. Subdivision
2. Interior Renovations
3. Façade renovation in Historic Influence that is limited to repainting and recladding without changing the building roofline, footprint, or openings
4. Façade renovation in Historic Core that is limited to maintenance and repainting without changing the building's exterior appearance, colour, material, roofline, footprint, or openings
5. Murals on building facades that do not face a public street, to the satisfaction of the City.
6. Signage copy changes that do not change the sign structure
7. Minor landscaping improvements that do not reduce or remove amenity space
8. Emergency circumstances to remove an immediate danger
9. Buildings that have been destroyed by fire and/or natural disaster less than 75%, as determined by the building inspector, provided the building massing, siting and appearance are as prior to destruction and the use conforms to the City's Zoning Bylaw 2014

## GUIDELINES

The following guidelines provide direction for all development in Historic Downtown and may be applied when setting Development Permit conditions.

### Historic Influence

#### *Site Context*

To guide the design of development sites that fit within the broader context of Historic Downtown and are compatible with adjacent properties.

#### **HI1 Neighbourhood Connectivity**

Design the site to enhance direct pedestrian and bicycle connections in the area, particularly for sites that are within or adjacent to the Historic Core, where walking is a priority mode.

#### **HI2 Historic Urban Fabric**

Design the site to respond to the traditional Historic Downtown urban fabric, ensuring that new streets and connections reinforce a highly connected fine-grained block pattern.

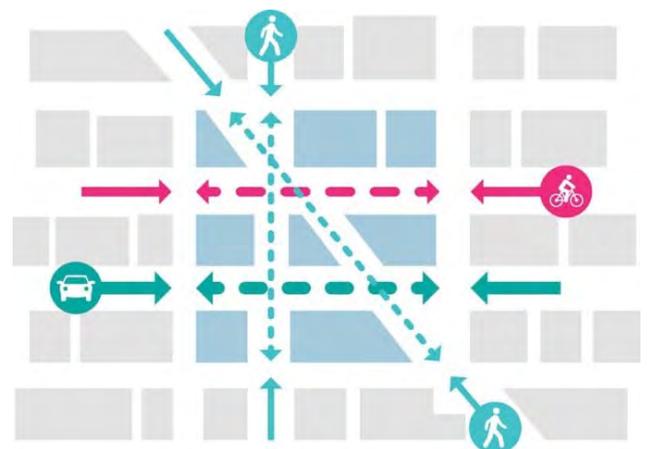


Figure 36 – Neighbourhood Connectivity



**HI3 Streetwall Continuity**

Reinforce the historic, pedestrian-oriented character of the commercial and mixed-use streets by requiring continuous streetwalls.

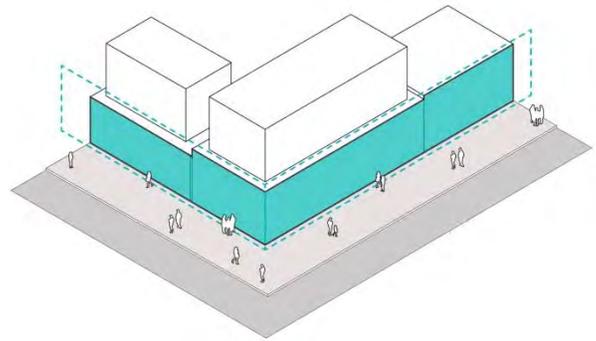


Figure 37 – Streetwall Continuity

**HI4 Landscape Integration**

Design sites to integrate with topography, such as by incorporating window and doorways along all heights and stepping down with the slope. Large changes in grades and stairways between streets should incorporate wayfinding elements to assist pedestrians with route connections.

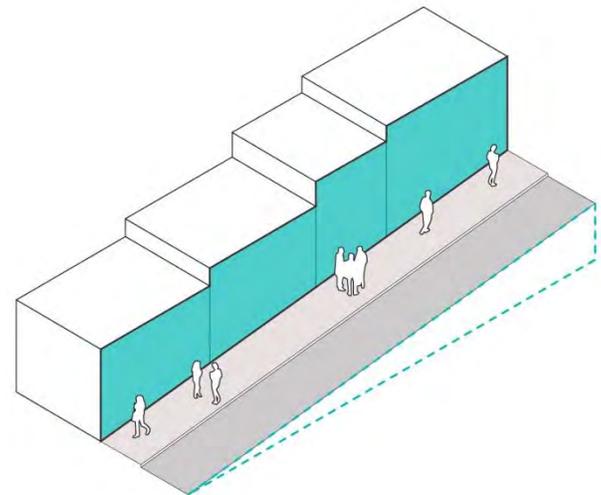


Figure 38 – Landscape Integration

**HI5 Climate and Comfort**

Maximize the benefits of sun exposure to public open spaces, nearby buildings, and dwelling units.

*Site Planning*

To guide the design of development sites in Historic Downtown with efficient circulation, safety and positive interfaces with public streets.

**HI6 Passive Solar Design**

Lay out development sites to optimize solar gain for each building.

**HI7 Public Art**

Encourage the establishment of public art, including but not limited to, installations that reflect location history, in order to enrich Historic Downtown’s unique sense of place.

**HI8 Views**

Orient views from buildings and open spaces towards prominent features including significant civic frontages, historic landmarks, and natural features including the distant mountains to the north and south east.

**HI9 Hierarchy of Spaces**

Define the spaces that are public from those that are private with elements such as grade changes, fencing, landscaping, etc.

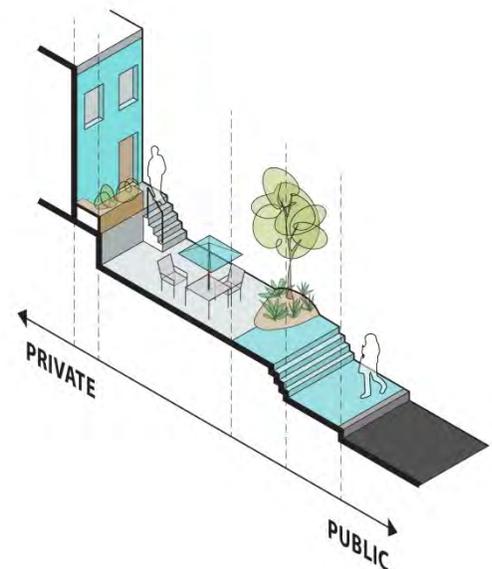


Figure 39 – Hierarchy of Spaces



### HI10 Walking Connections

Connect main entrances and unit entrances to public sidewalks, trails, and adjacent residential and commercial sites (existing and future) with a minimum 1.5 metre pathway.

### HI11 Public and Private Amenity Spaces

Integrate usable public and private open spaces, including squares, parks, and roof top gardens. Locate these adjacent to active uses (cafes, shops, small businesses, etc). Provide benches, shelter and other amenities near main entrances.

### HI12 Residential Public Overlook

Ensure housing units overlook public spaces and connections such as trails, park land, or strata roads to ensure they have views over activity areas.

### HI13 Street Relationship

Require that buildings either: front directly onto the street property line to reinforce the continuity of building facades along the street; or be set back to allow space for outdoor functions of the building occupancies. Parking shall not be located between the street and the building.

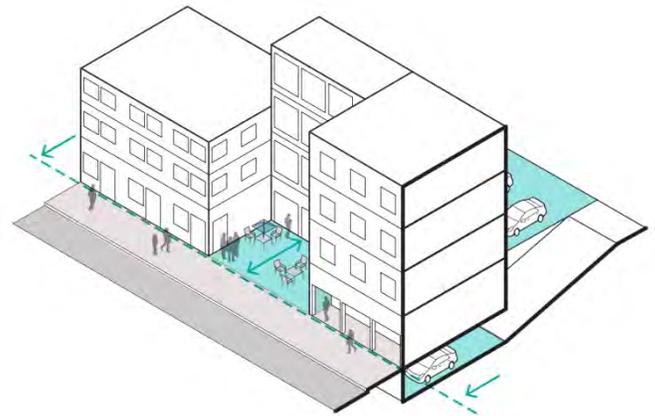


Figure 40 – Street Relationship

### HI14 Retaining Walls

Avoid the use of retaining walls. Step buildings along the length of a sloping street. When retaining walls are required, limit them to a height of 1.0 metres and, terrace and landscape them. Materials can include split face concrete block, natural stone, or cast-in-place concrete. Lock block style retaining walls are not permitted.

### HI15 Bike Parking

Provide secure and weather protected long term bike parking in the form of a cage or locked room where bicycles can be fastened to a rack. These facilities should be conveniently located near building entrances, preferably on the main floor. Provide bike racks for short term use near building entrances and in highly visible locations, preferably covered.

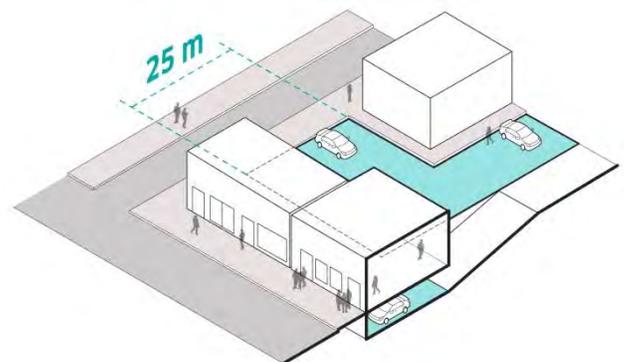


Figure 41 – Parking Location and Limited Access

### HI16 Parking Location and Limited Access

Locate parking underneath and behind buildings. Along Commercial Streets, limit access to lanes only, or a single consolidated access shared by multiple properties to avoid interruptions to the public sidewalk. Along other streets, parking may occur beside buildings, limited to a maximum of 25 metres along public streets (including vehicle access points). Ensure it is visually deemphasized and screened with landscaping.



**HI17 Underground Parking**

Underground parking should not exceed grade level. Where it must be partially above grade, limit it to 1.0 metre above grade and use high quality materials on the exposed structure, screened with landscaping.

**HI18 Parking Structures**

Design private parking structures that are next to public streets to be compatible, in terms of scale, form, and materials, with neighbouring properties to ensure streetwall continuity. Along Commercial Streets, wrap the ground floor with active commercial uses to screen the parking use from the public street. Limit vehicle entrances and ensure they are architecturally integrated into the structure, while ensuring pedestrian entrances and stairwells are prominent and highly visible from the sidewalk.

**HI19 Drive Thru Facilities**

Drive thru facilities for any purposes are not permitted.

**HI20 Storage, Garbage and Recycling**

Locate storage, garbage, composting and recycling areas behind buildings and not between any building and abutting streets. Permanently screen these areas with attractive, high quality materials and architectural treatments that are complementary with the associated building(s).

**HI21 Loading Areas**

Make loading areas and facilities accessible to service vehicles without interfering with pedestrian circulation and screen them with landscaping and fencing.

*Building Design*

To guide the design of buildings that are people focused, attractive and functional with the streets in Historic Downtown.

**HI22 Palette of Materials**

Use a modified palette of materials drawn from HC13. Vinyl siding is not permitted.

Primary materials include:

- stained or painted wood siding such as board and batten, shiplap and shingles
- imitation wood panel
- brick
- formed, painted concrete
- cement board
- metal panel
- glass
- aluminum siding

Accent materials include:

- stucco



**HI23 Colour**

Draw from the colours outlined in HC14.

**HI24 Building Entrances**

Locate main entrances adjacent to the public street on which a building is facing. Design entrances to be easily identifiable and architecturally distinct.

**HI25 Corner Buildings**

Design a building at the corner of two streets to front both streets. Strongly mass the building at its corner to exhibit a visually prominent, landmark architecture.

**HI26 Residential Ground Floors**

Incorporate ground oriented units into residential buildings along public streets. Design each unit with an individual front door accessible from the street. Elevate the entrance 0.5m from the public right-of-way for privacy where existing grades permit.

**HI27 Retail and Transparent Fronts**

Design street facing ground level storefronts and lobbies to promote visibility with large amounts of transparent glazing. Do not obscure ground level facades with reflective glazing or excessive window signage.

**HI28 Self Contained Uses**

For mixed use buildings, separate and distinctly design entrances for upper storey uses from the entrances to ground floor commercial uses. Design buildings to ensure each different use is self contained with a focus on security for residential uses.

**HI29 Building Length**

Buildings should not exceed 70 metres in length along public streets.

**HI30 Architectural Interest**

Vary building materials, colours, rooflines, and other architectural elements. Establish a rhythm to the streetscape by integrating vertical elements and breaks in the façade of a building. Large expanses of singular materials and blank walls are not permitted.

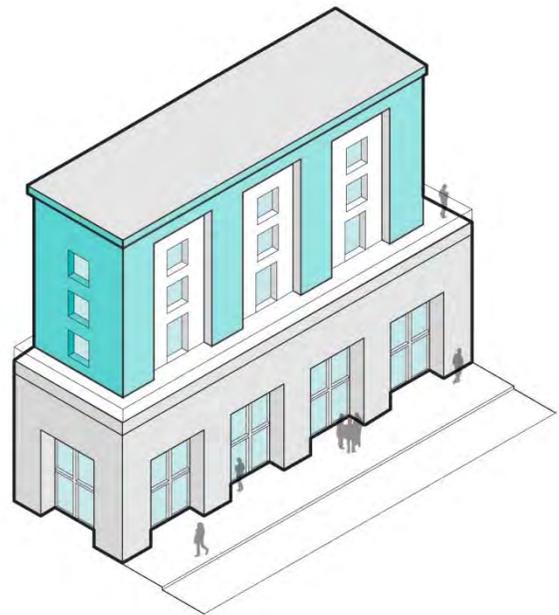


Figure 42 – Architectural Interest



**HI31 Scale Transition**

Incorporate complementary building forms and transitional heights to harmonize with the height and scale of adjacent buildings, especially when next to lower density residential land use designations.

**HI32 Grade Transition**

On sloping sites, step ground floor slabs to ensure a level transition between the sidewalk and the building/storefront entrances. Similarly, design the roofline to follow the slope of the site.

**HI33 Top Floor Setback**

Consider setting back the top floor of buildings by 2.0m to reduce the apparent height, add architectural interest, and provide amenity spaces.

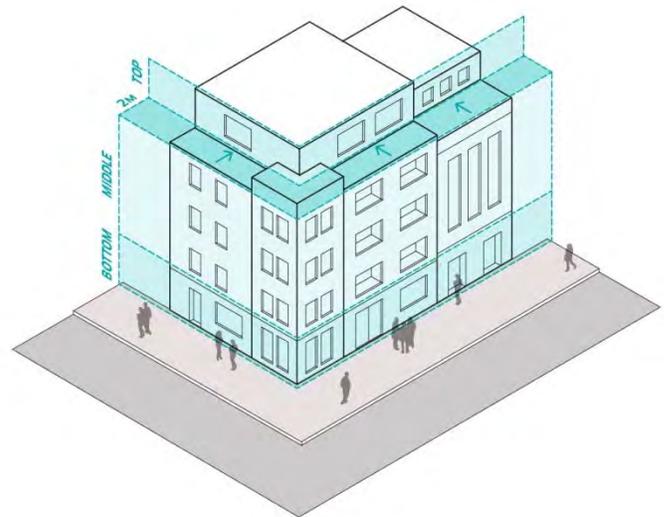


Figure 43 – Top Floor Setback

**HI34 Residential Building Setback**

Set back all residential buildings from the street property line to enable privacy and broaden pedestrian facilities, and to allow for front patios, courts, and gardens for ground floor units. Upper floors may step back further to accommodate outdoor balconies or decks. Parking shall not be placed between the street and the building.

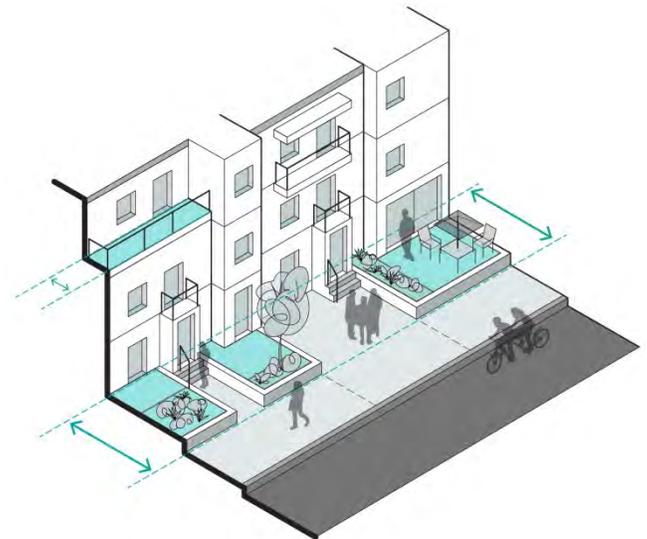


Figure 44 – Residential Building Setback

**HI35 Accessibility**

Design building entrances and buildings to address the functional needs of persons with disabilities including those who are mobility, visually and hearing impaired, and/or have reduced strength or dexterity.

**HI36 Vertical Expression**

Visually break down the length of a building in larger projects by establishing a vertical emphasis in the façade treatment. Techniques include undulations in plan, bay windows, vertical windows, and varying materials along the length of the building.

**HI37 Weather Protection**

Provide weather protection along the street frontage of buildings. For commercial uses the entire street frontage of a building requires weather protection that may be adapted to the building context with occasional breaks, and 2.0m of depth is desirable. For residential uses, weather protection may be used more sparingly to highlight windows or other façade features, but is required at building entrances.



**HI38 Integrated Signage**

Directly integrate signage into building façades. Design signage to be architecturally consistent with associated buildings. Pole mounted and back-lit box signs are not permitted.

*Landscaping*

To guide the design of landscaping for a development's natural beauty, legibility, and ecological sustainability.

**HI39 Visual Interest**

Provide landscape elements to enhance visual interest and define the pedestrian experience, integrating with architectural details of street front buildings. Screen unsightly areas such as blank walls, loading bays, garbage, composting and recycling areas, and storage areas with the use of landscaping elements.

**HI40 Public Realm**

Design the spaces between buildings and street curbs as safe, convenient and interesting people places. Street and site furnishings shall be designed to meet the needs of a wide range of users including children, seniors and those with disabilities. Enliven the public realm with attractive amenities such as seating, plantings, transit shelters, public art and water features.

**HI41 Climate and Comfort**

Strategically plant trees, shrubs, and other vegetation to protect from high winds and excessive heat.

**HI42 Tree Retention**

Where possible, preserve mature trees and significant specimens and integrate them with new landscaping and buildings.

**HI43 Tree Plantings**

Ensure tree plantings match site conditions. Consider soil volume, tree siting, and mature tree size, and plant appropriate tree species that align with the conditions.

**HI44 Tall Hedges**

Avoid using tall, visually concealing hedges along public sidewalks and streets.

**HI45 Native Species**

Where appropriate, use native and drought tolerant plant and tree species.

**HI46 Fence Height and Design**

Keep fences below 1.2m along public streets and use high quality materials such as matte stainless steel, powder coated metal, or aluminum, which are visually permeable. Chain link fences are not permitted along public streets.



**HI47 Stormwater Infiltration**

Incorporate bioswales and rain gardens into landscaped areas. Consider the use of permeable pavement for paved surfaces.

*Lighting*

To guide the design of lighting for the protection of residents from light pollution and for a development's security.

**HI48 Light Pollution**

Avoid light pollution by directing lighting downwards and using full cut off fixtures with horizontally aligned flush mounted (non-protruding) lens.

**HI49 Pole Mounted Lighting Height**

Place lighting fixtures no higher than 6.0 metres from the ground.

**HI50 Pole Mounted Lighting Orientation**

Direct lighting fixtures on the perimeter of a site 45 degrees downwards away from adjacent residential uses with a side-to-side horizontal aiming tolerance of no more than 22.5 degrees. Lighting fixtures located inside the perimeter may be lit at 90 degrees from the pole.

**HI51 Up-lighting**

Use up-lighting sparingly and only for accenting architectural elements or landscape features.

**HI52 Sensor Activated Lighting**

Use sensor activated lighting for security lighting.

**HI53 Even Wash**

Create an even wash of light across surfaces desired to be lit that are not adjacent to rural and residential uses.

**HI54 Nighttime Use**

Do not light areas not intended for nighttime use. Focus lighting on popular pathways that provide key connections between destinations that people desire to use at night.



## Historic Core

To guide the design of development sites in the Historic Centre or along Commercial Streets.

### HC1 Gateways

Use design elements to distinguish a clear sense of arrival to the Historic Downtown with priority gateways as identified on Map 2 and neighbourhood plazas as identified on Map 5.

### HC2 Laneways

Activate laneways as multi-use corridors that attract pedestrians to public spaces and commercial destinations such as retail and restaurants, recognizing that careful consideration must be given to rear building access, parking, delivery, and emergency services. When storefronts are proposed, incorporate design elements from HC8.

### HC3 High Street Character

New development should consider neighbouring buildings on each side and match their heights, base, middle, and cap architectural elements to ensure compatibility of built form (HC8). Consideration should also be given to landscape integration (HI4).

### HC4 Building Height

Development in the Historic Centre land use designation is limited to a height maximum of 3 stories when constructing new buildings or additions. All other development where the Historic Core guidelines apply should setback street-facing building façades above 3 stories. This setback would satisfy HI33, and an additional top floor set back would not be required.

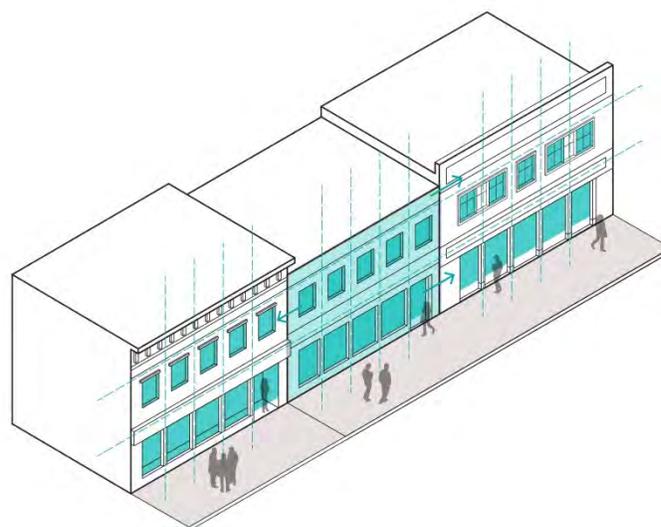


Figure 45 – High Street Character

### HC5 New Buildings

New development should respect the scale, massing, materials, fenestration (window and door openings), and colours of neighbouring historic buildings. New buildings should not try to replicate old buildings of the area exactly, but rather interpret historic character into new and appropriate present-day construction.



**HC6 Build-to and Setbacks**

Front all buildings directly onto the street property line to reinforce the continuity of retail fronts and building facades along the street. If necessary, a maximum setback of 2.0 metres is allowed provided the space is used for elements such as outdoor seating, commercial spill out, and awnings.

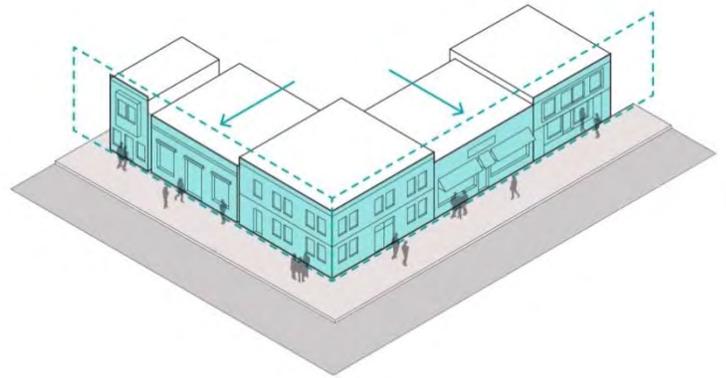


Figure 46 – Build-to and Setbacks

**HC7 Corner Truncations**

When a building is constructed at the corner of two Commercial Streets, it should be designed with a corner truncation that extends 4.5 metres back from the corner of the property line along both street facades.

**HC8 Traditional Architecture**

Design street facing facades with clearly distinguishable treatments for three segments of the wall: the ground floor ‘base’, the upper storey(s) ‘middle’, and the roofline ‘cap’. The base should appear overall larger than upper storeys.

*The base* should be primarily transparent, fixed plate glass windows punctuated with a small percentage of solid and opaque framing material, with a minimum of 70% transparency between 0.5 metres and 2.5 metres above the sidewalk. The bottom of the base should include a bulkhead. The top of the base should include a sign band and horizontal decorative treatment band to break the façade, indicating the top of the ground floor base and transition to the upper storeys.

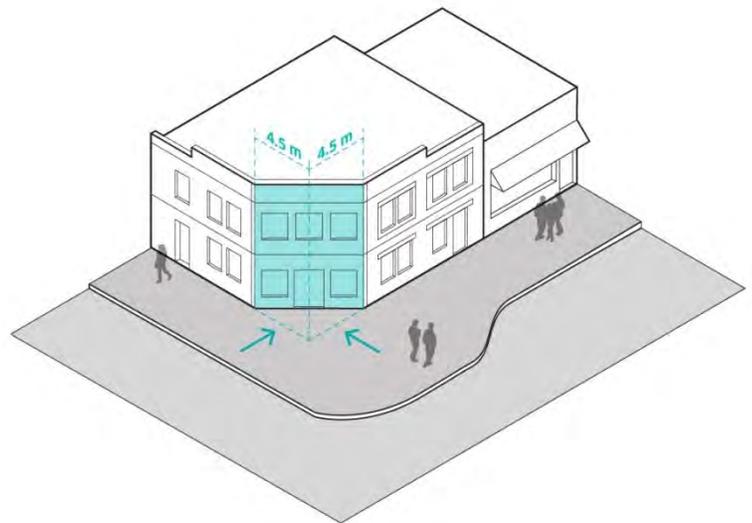


Figure 47 – Corner Truncations



*The middle* should be primarily vertically oriented windows that punctuate a solid wall, with windows that are generally twice as tall as they are wide. They should be evenly spaced and similarly sized to create human scale and pattern along the street, with grilles (functional or aesthetic) used sparingly.

*The cap* should be primarily the parapet and cornice molding that comprise the roofline and contributes to the visual continuity of the streetwall.

**HC9 Building and Retail Width**

Buildings and commercial retail units should reflect the underlying historic lot pattern with their width and massing, with generally 10 metres being the maximum individual width. Where a building is proposed on a larger lot, or multiple consolidated lots, it must not exceed 70 metres in length, and should have wall articulations and step backs along the façade to break up the mass and enhance visual interest. Monolithic buildings are not permitted.

**HC10 At-Grade Entrances**

Provide individual commercial unit entrances at grade. Step frontages up or down a sloped street front and avoid sunken or raised ground floor levels.

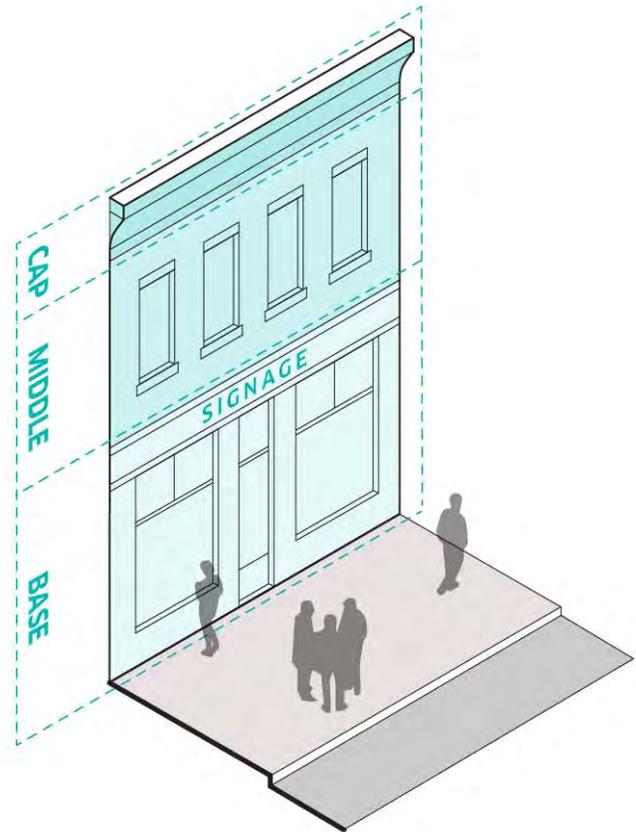


Figure 48 – Traditional Architecture

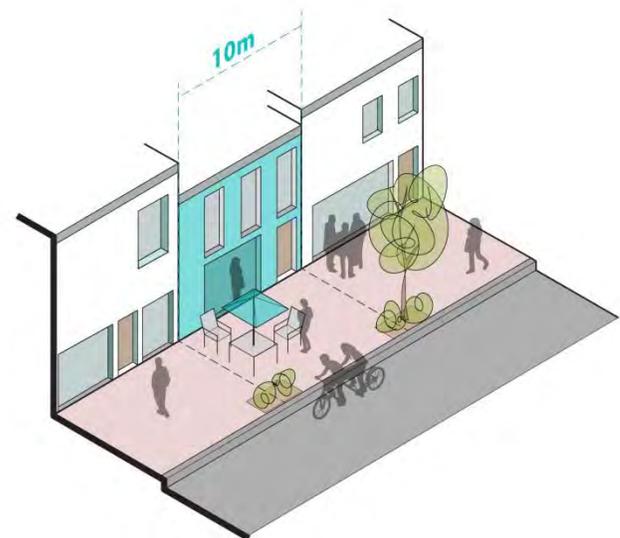


Figure 49 – Building and Retail Width



### HC11 Recessed Doorways

Consider tapered recessed doorways to establish a sense of invitation and to provide consistency with existing historic building character. Long, covered arcades with pillars, overhanging upper floors and/or 90° recesses deeper than door swing depth are discouraged.

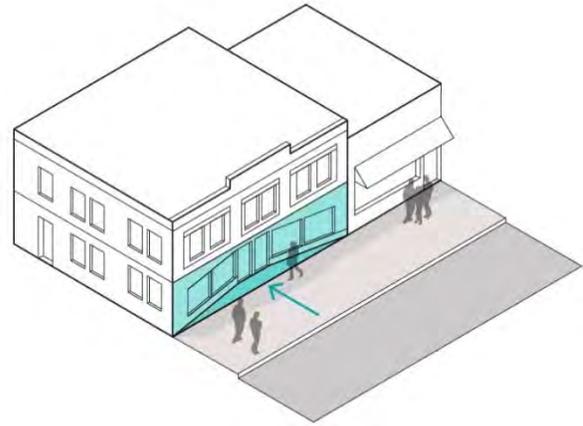


Figure 50 – Recessed Doorways

### HC12 Awnings and Shades

Notwithstanding HI37, use weather protection to fit more traditional architecture. Awnings and shades should limit the use of modern glass and use more historic materials such as metal or fabric that complement the building architecture. A variety of awning sizes, patterns, and colours are encouraged to identify individual stores and buildings. They should not be homogenous in design or continuous along multiple building frontages, but instead highlight entrances, windows, or patio spaces. They may be either fixed or retractable.

In order to support unified historic design, materials, and signage (e.g. HC13, HC16) the following are not permitted:

- vinyl or translucent back-lit fabrics
- quarter roll, bubble, domed, or curved shapes

### HC13 Palette of Materials

Use a palette of façade materials in a traditional manner to ensure a cohesive character and unified visual style for the neighbourhood. Vinyl or aluminum siding is not permitted.

Primary materials include:

- stained or painted wood siding such as board and batten, shiplap and shingles
- brick
- cement board

Accent materials include:

- stucco
- glass
- formed, painted concrete
- stone
- metal panel/cladding
- imitation wood panel

### HC14 Colour

Use colours and hues that are more traditional to add diversity and liveliness within a unified visual style for the neighbourhood (a few example palettes for reference are: Vancouver Foundation True Colours Palette, Benjamin Moore Historic Colours chart, or Sherwin Williams Historic Palettes).



### HC15 Window and Door Treatment

Window and door frames and grilles must be painted or coloured unpainted material. Bare metal (except black) and white vinyl are not permitted. Internal security bars should be avoided.

### HC16 Historic Signage

Notwithstanding HI38, use building signage that conveys the unique historic character of the neighbourhood and presents a unified visual style for the overall streetscape.

Appropriate sign types include:

- projecting (max. 1.0m protrusion, min. 2.0m clearance from the ground, below roofline)
- suspended (min. 2.0m clearance from the ground, within awning/canopy depth)
- façade (dimensional, mounted, or painted)
- sandwich board (max. 1.0m tall by 0.6m wide, located in front of building and maintaining 1.8m pedestrian movement zone)
- window (max. 30% of window area)
- awning or shade
- banners (tenant or events, bracket mounted)
- front-lit

Inappropriate sign types include:

- channel or changeable lettering
- box
- freestanding
- neon, flashing, animated, or moving electronic signs
- banners (grommet mounted or tied)
- back-lit

### HC17 Historic Lighting

Notwithstanding HI48-HI54, use lighting for building facades that conveys the unique historic character of the neighbourhood and presents a unified visual style for the overall streetscape. Lighting should be used primarily to illuminate signs, ground floor details, building entrances, and/or architectural details. Use shielded spotlighting and avoid glaring flood lighting, and up-light sparingly. Mimic daylight colours. Sodium or florescent lighting is not permitted.

Suggested lighting methods include:

- gooseneck
- pot/recessed
- spot
- wall sconce



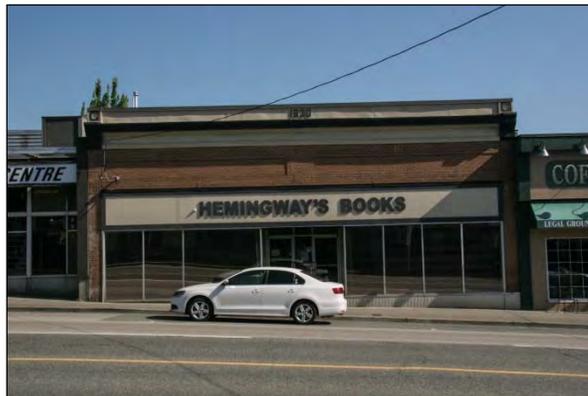
## Façade Retention Sites

### FR1 Significant Older Buildings

Preserve buildings with historic qualities that have generally maintained their original materials and appearance, and were constructed around the 1950s or earlier (Map 11). For clarity, the following civic addresses are included:



a. 2645 Montrose Avenue



b. 33765 Essendene Avenue



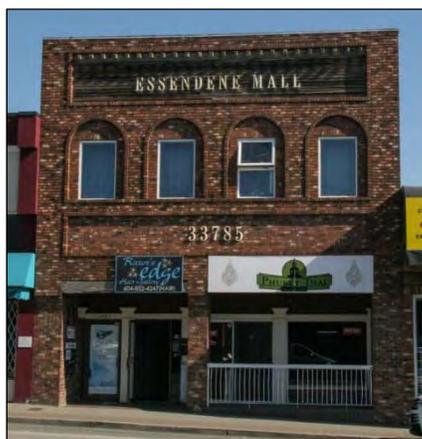
c. 33772 Essendene Avenue



d. 33780 Laurel Avenue



f. 33790 Essendene Avenue



e. 33783/5 Essendene Avenue

Figure 51 – Façade Retention Sites



**FR2 Building Additions**

Additions to these buildings – such as additional storeys – should be designed in a manner that draws a clear distinction between what is historic and what is new. Rooftop additions should be set back from the front façade plane such that it is inconspicuous when viewed from the near side sidewalk.

**FR3 Façade Retention**

The façades of these buildings should be retained and/or reconstructed. Consideration must be given to the following elements during façade changes in order to restore and/or improve building features.

- a. Retain or restore/reconstruct traditional architectural and character defining elements.
- b. Reintroduce original building features that may have been altered, based on archival evidence, and where it further achieves these development permit guidelines.
- c. Use original materials where possible when repairing or replacing façade elements.
- d. New additions, such as adding additional storey(s), should be visually distinguishable from and subordinate to the historic portion.
- e. Incorporate reasonable changes to support and address the Historic Core and Historic Influence guidelines where appropriate.





## **PART 5 INFRASTRUCTURE**

**TRANSPORTATION**

**UTILITIES**

**STREET AND PUBLIC REALM**





## TRANSPORTATION

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Street design in Historic Downtown plays a critical role in the success of this plan. This section supports the People-Centred Streets and Transportation Options policies in Part 3, and set the stage for the Street and Public Realm Guidelines that follow at the end of Part 5. All of these components of the plan used together will create streets in Historic Downtown that encourage people to visit, gather, linger, and enjoy a vibrant retail district.

Streets are divided into two types: Standard and Enhanced. Standard Streets maintain the Development Bylaw standard and Enhanced Streets modify the Development Bylaw standard.



Figure 52 – Montrose Avenue Boulevard

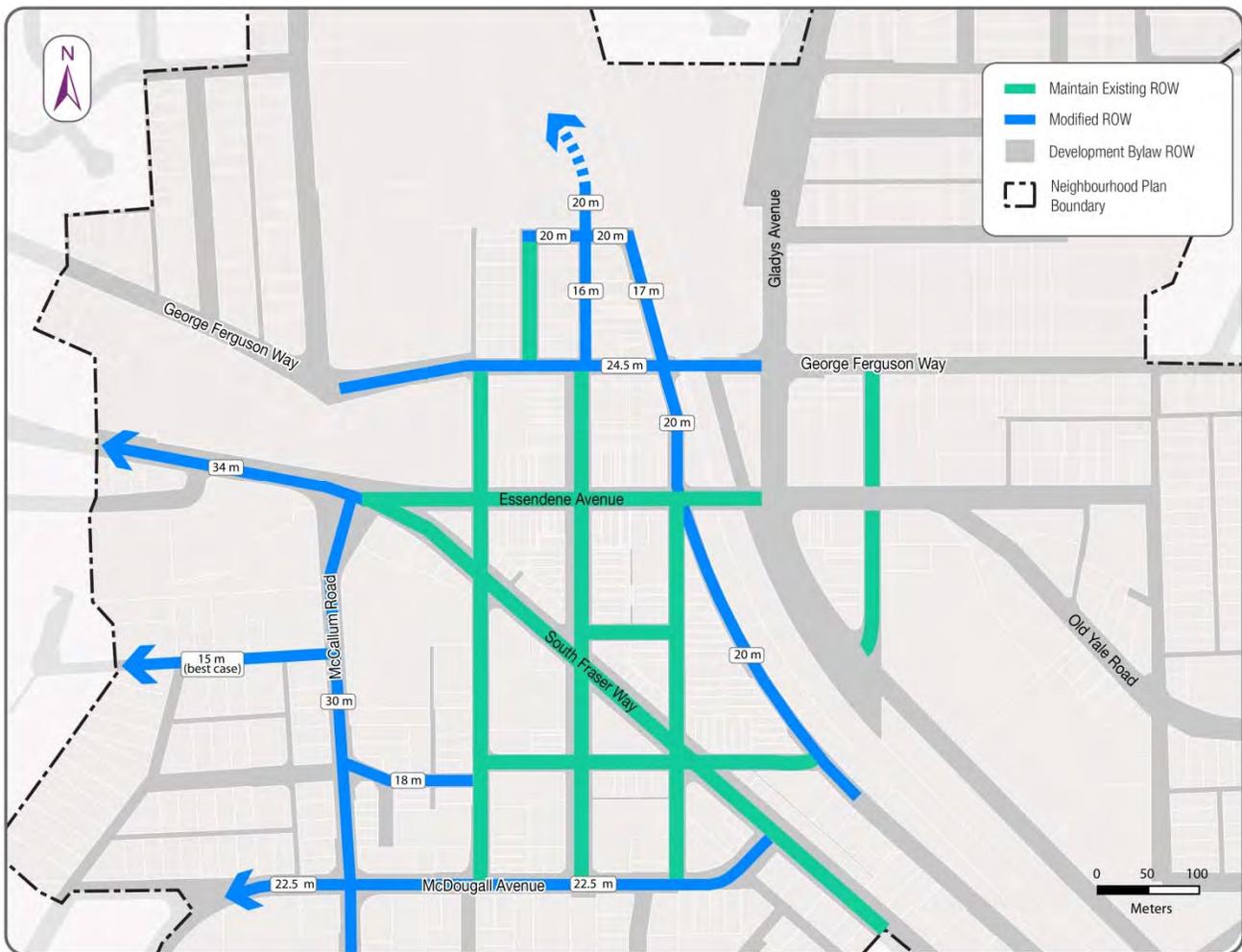


## All Streets

Historic Downtown streets were first established in the early 20<sup>th</sup> century. Over time, various events lead to areas of the neighbourhood being zoned for its highest and best use. The result is most streets today do not have the opportunity to expand the right of way and must be used in their existing, often constrained, conditions.

### Right-of-Way Width and Setbacks

- Set dedication requirements to achieve the right-of-way width identified in Map 12. This may be balanced between both sides of the right of way or unbalanced based on fixed conditions. Additional right-of-way may be required at intersections.
- Update zoning to set minimum and maximum setbacks that support small increases in the amount of public space along streets as development occurs to help achieve public realm objectives in this plan.



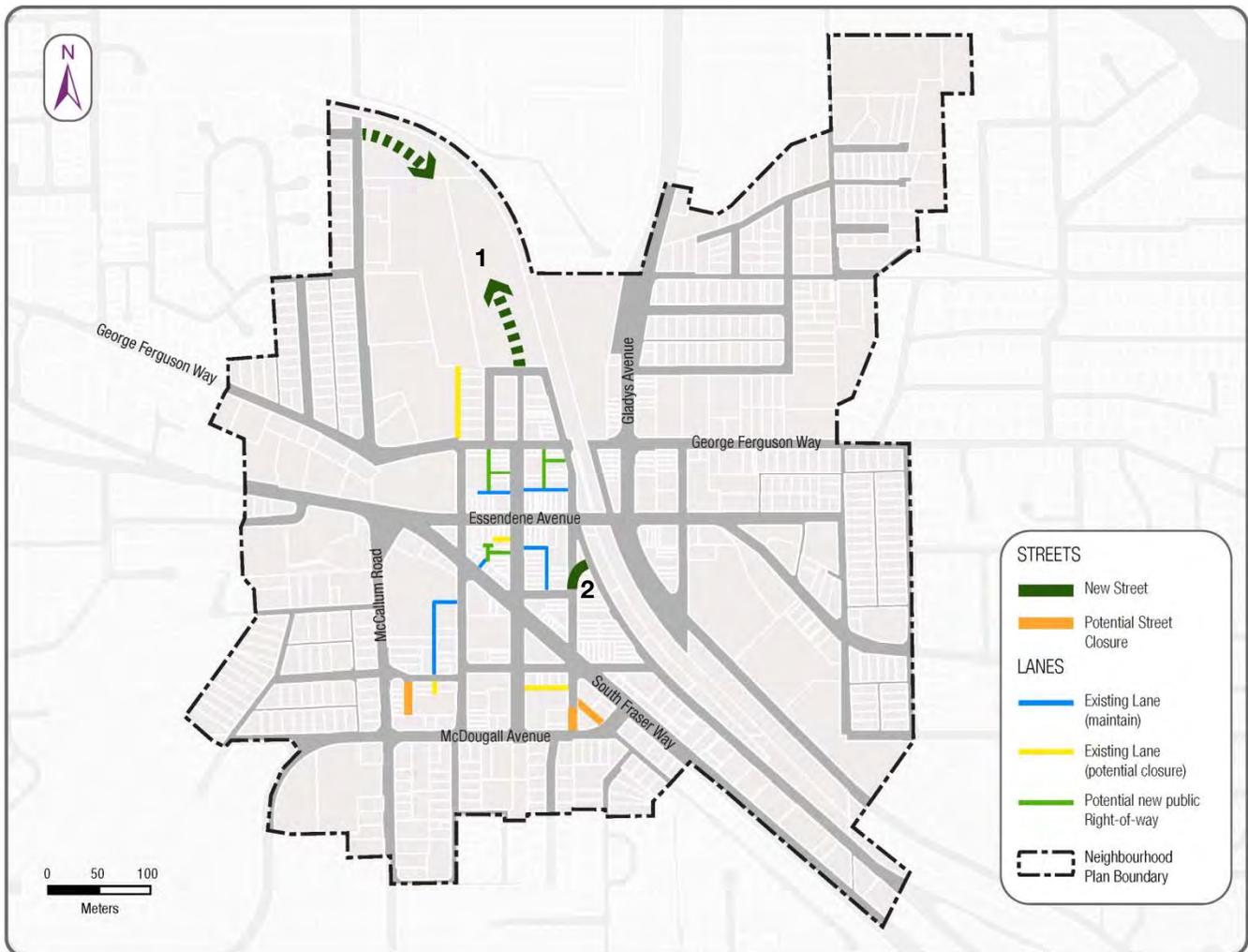
Map 12 – Right-of-Way Width



## Street and Lane Connections

The following street and lane connection changes are proposed in Historic Downtown (Map 13):

- Create a new street extending Montrose Avenue from Pine Street north to McCallum Road through the former Clayburn Brick site (1).
- Create a realigned Montvue Avenue connecting into West Railway Street. This realignment enables a public plaza and gateway at the intersection of Essendene Avenue and West Railway Street (2).
- Create or formalize new lane connections in the Historic Centre in order to reduce vehicle and access interruptions along Commercial Streets. These do not necessarily need to be dedicated, but could be public access easements provided they are designed to a high quality standard like other public realm improvements.
- Consider closing surplus lanes or streets to support additional development opportunities in areas where right of ways are not needed and underground utilities can be relocated.



Map 13 – Street and Lane Connections

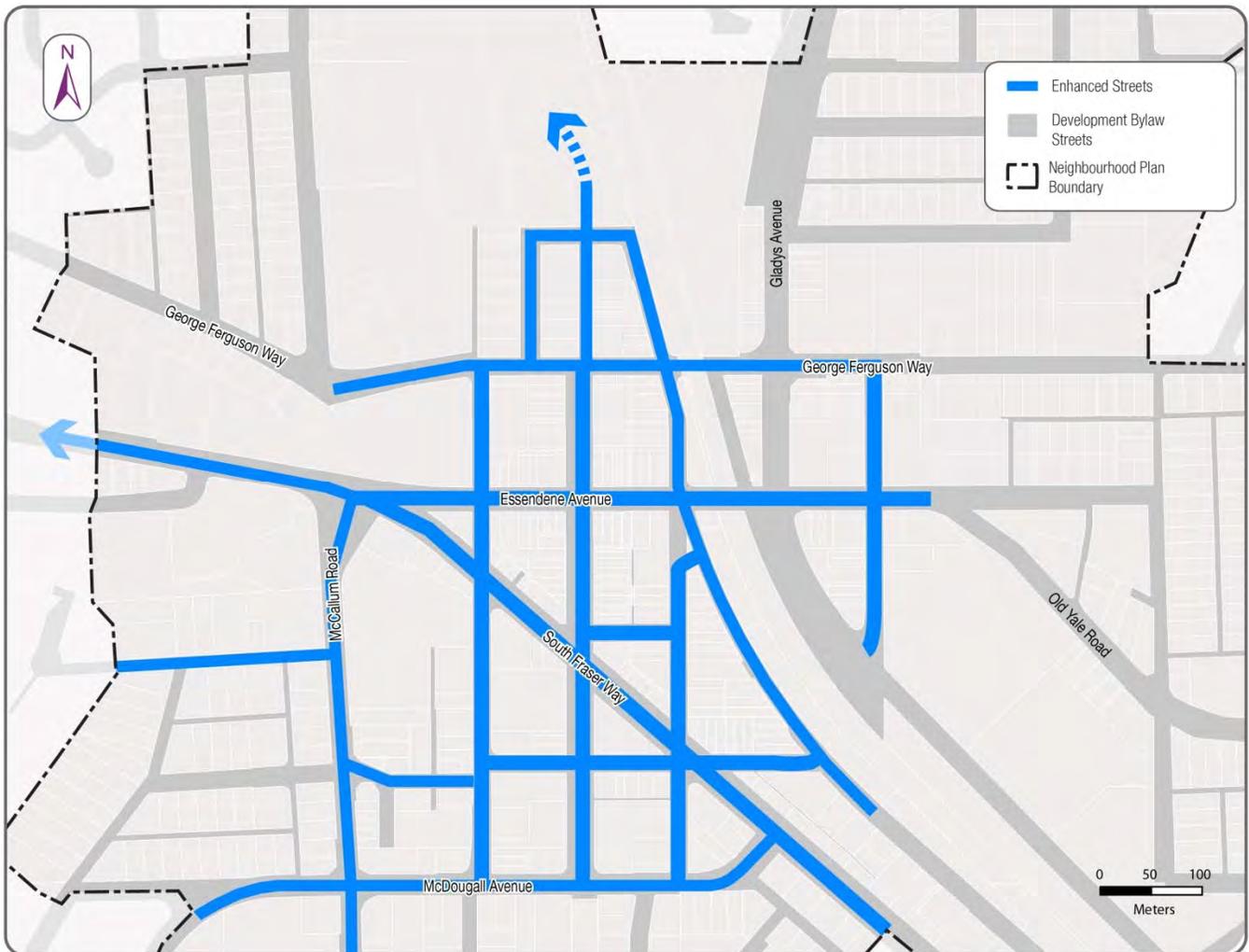


## Standard Streets

Standard Streets maintain the standard prescribed in the City’s Development Bylaw for all streets not identified as Enhanced Streets in Map 14.

## Enhanced Streets

Enhanced Streets modify the standard prescribed in the City’s Development Bylaw (Map 14), and serve as a model for the construction and improvement of the street network in Historic Downtown. All Enhanced Streets in Historic Downtown have a design and furnishing standard unique in the city that complement the Development Permit Guidelines (Part 4) and Street and Public Realm Guidelines (Parts 5 and 6). In addition, some Enhanced Streets also have specific cross sections to illustrate the intent for street function.



Map 14 – Enhanced Streets



## Sidewalk Zones

A sidewalk can be divided into three zones: Frontage, Movement, and Furnishing (Figure 53). On Enhanced Streets in Historic Downtown these zones are the frame for how a sidewalk should be designed in order to achieve the policies in Part 3 and support the development permits in Part 4.

**Furnishing Zone** is the area between the curb face and the movement zone that includes street furniture (seating, bike racks, garbage/recycling containers, street trees etc). It acts as a buffer between pedestrians and vehicles.

**Movement Zone** is the area between the furnishing zone and frontage zone that is the main path for people walking. Nothing should protrude into this zone and it should be free of obstacles, taking into consideration universal access.

**Frontage Zone** is the area between the movement zone and building façade that is the space for indoor building uses to spill outdoors. It helps animate the street with retail displays, signage, seating, and patio spaces. The space can be provided in the public right-of-way or on private land when the building is set back from the property line.

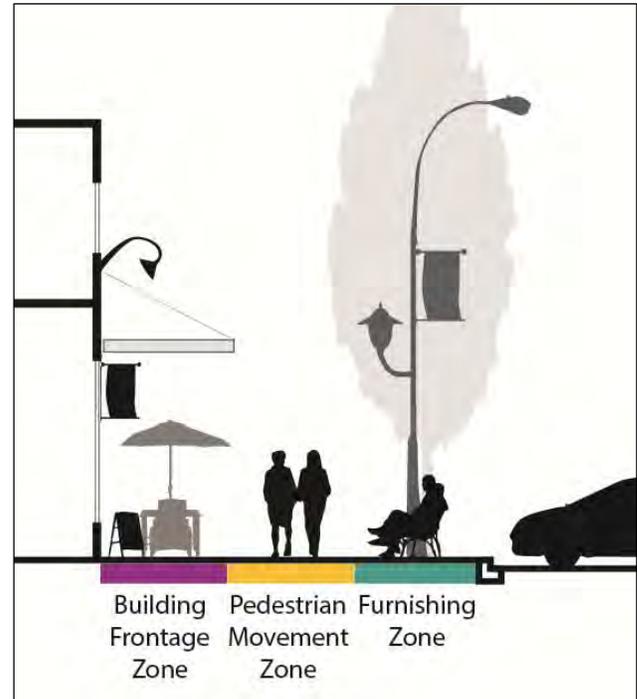


Figure 53 – Sidewalk Zones

## Street Cross Sections

The street cross sections on the following pages serve as a guide for the construction and improvement of the street network in Historic Downtown. They provide an illustration of the function of the street that supports a complex mix of transportation movement and people activity.

- Individual elements may vary in width as fits the context, and should be determined on a case by case basis for each street block and corridor in Historic Downtown. Final dimensions and configurations may be subject to revisions in later stages of street and corridor planning and design.
- All Ages and Abilities (AAA) cycling elements are included on several cross sections, and final facility types may be determined in accordance with the Transportation and Transit Master Plan, Development Bylaw, and/or best practices.



### Montrose Avenue – North (16m)

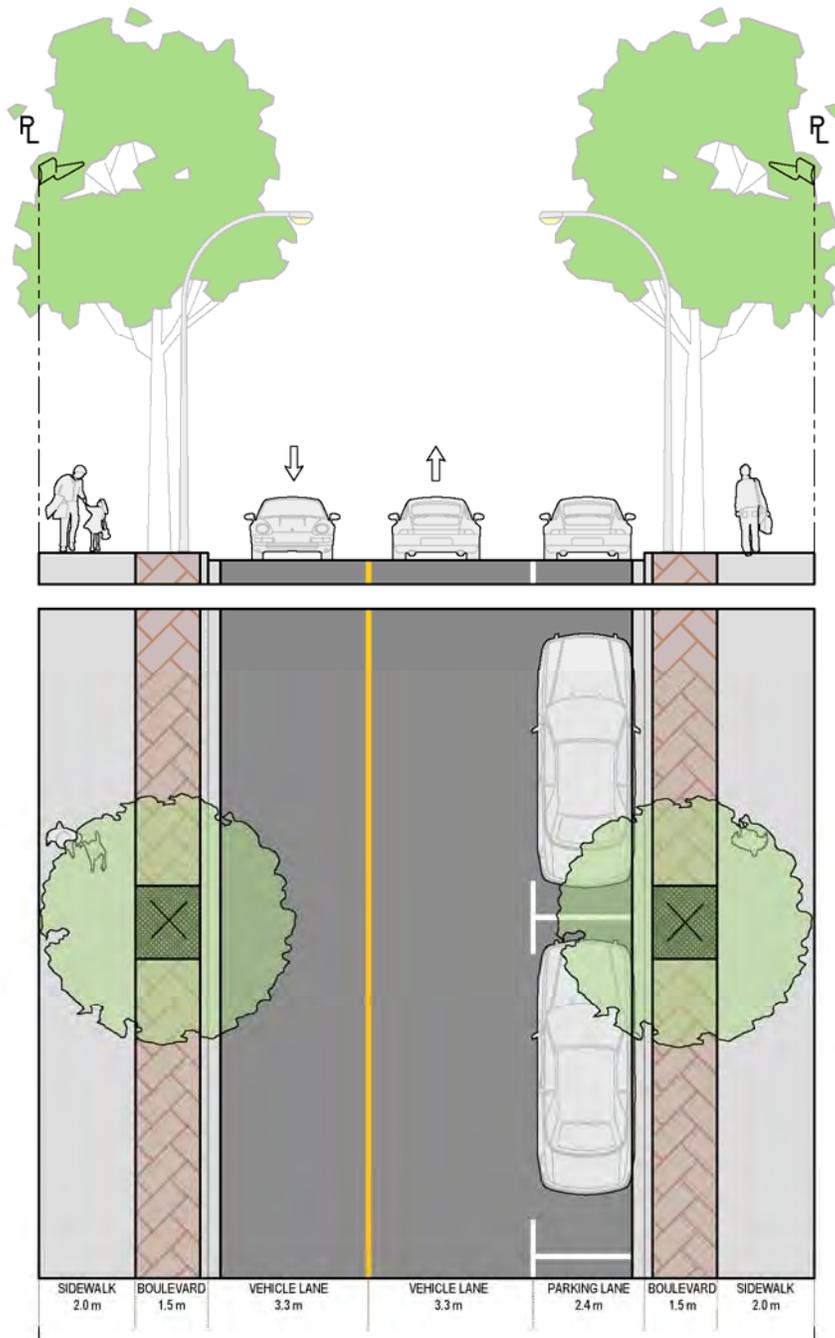


Figure 54 – Cross Section: Montrose Avenue (north)

#### Elements

- One block from George Ferguson Way to Pine Street
- Sidewalk and tree strip on both sides
- Parallel parking on the east side
- One travel lane in each direction



### Montrose Avenue – Retail (27.4m)

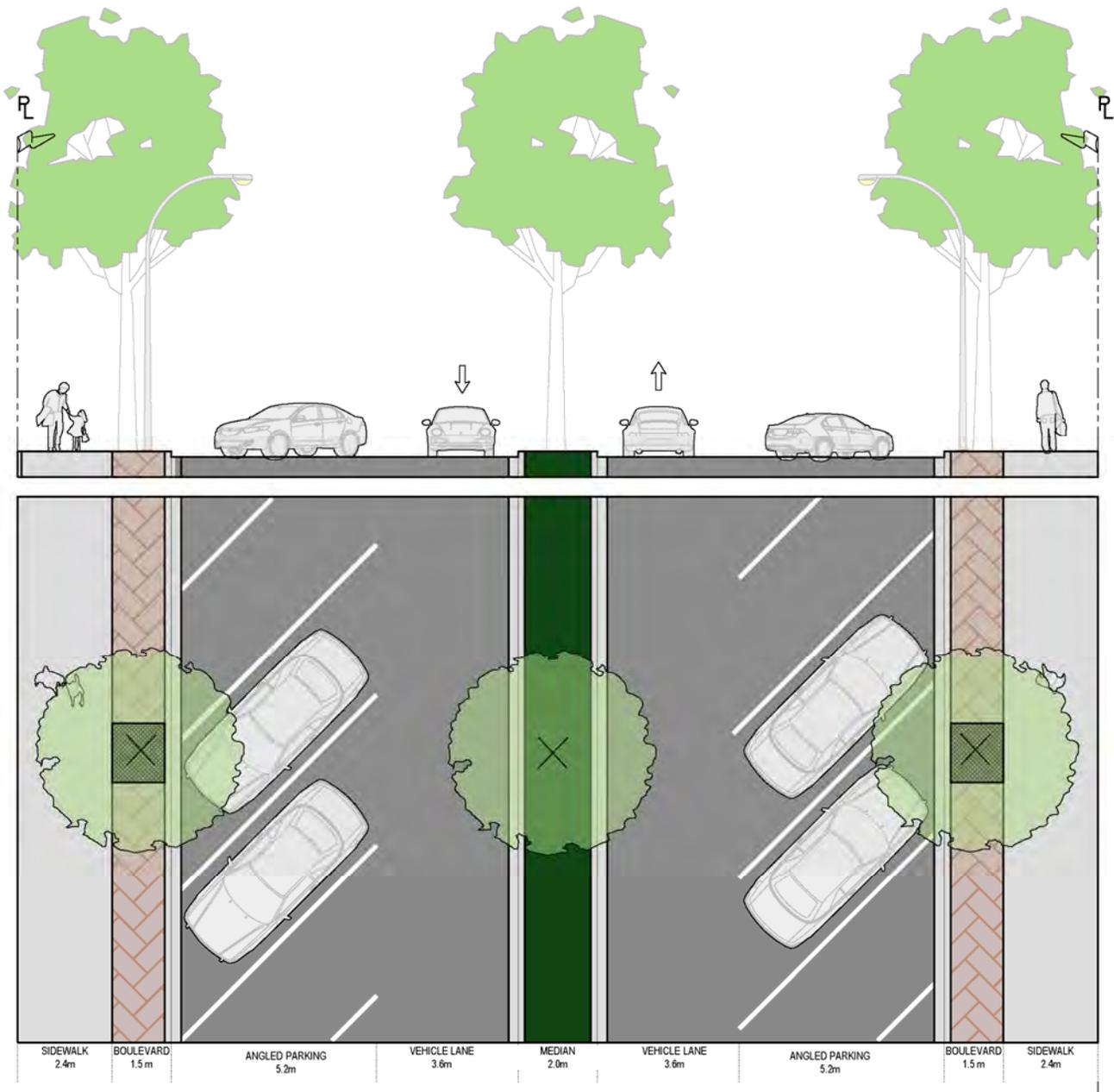


Figure 55 – Cross Section: Montrose Avenue (retail)

#### Elements

- Two blocks from South Fraser Way to George Ferguson Way
- Sidewalk and tree strip on both sides
- Angle parking on both sides
- One travel lane in each direction with added left turn bay at intersections
- Central boulevard with trees (without barrier fencing)



### Montrose Avenue – Transit (27.4m)

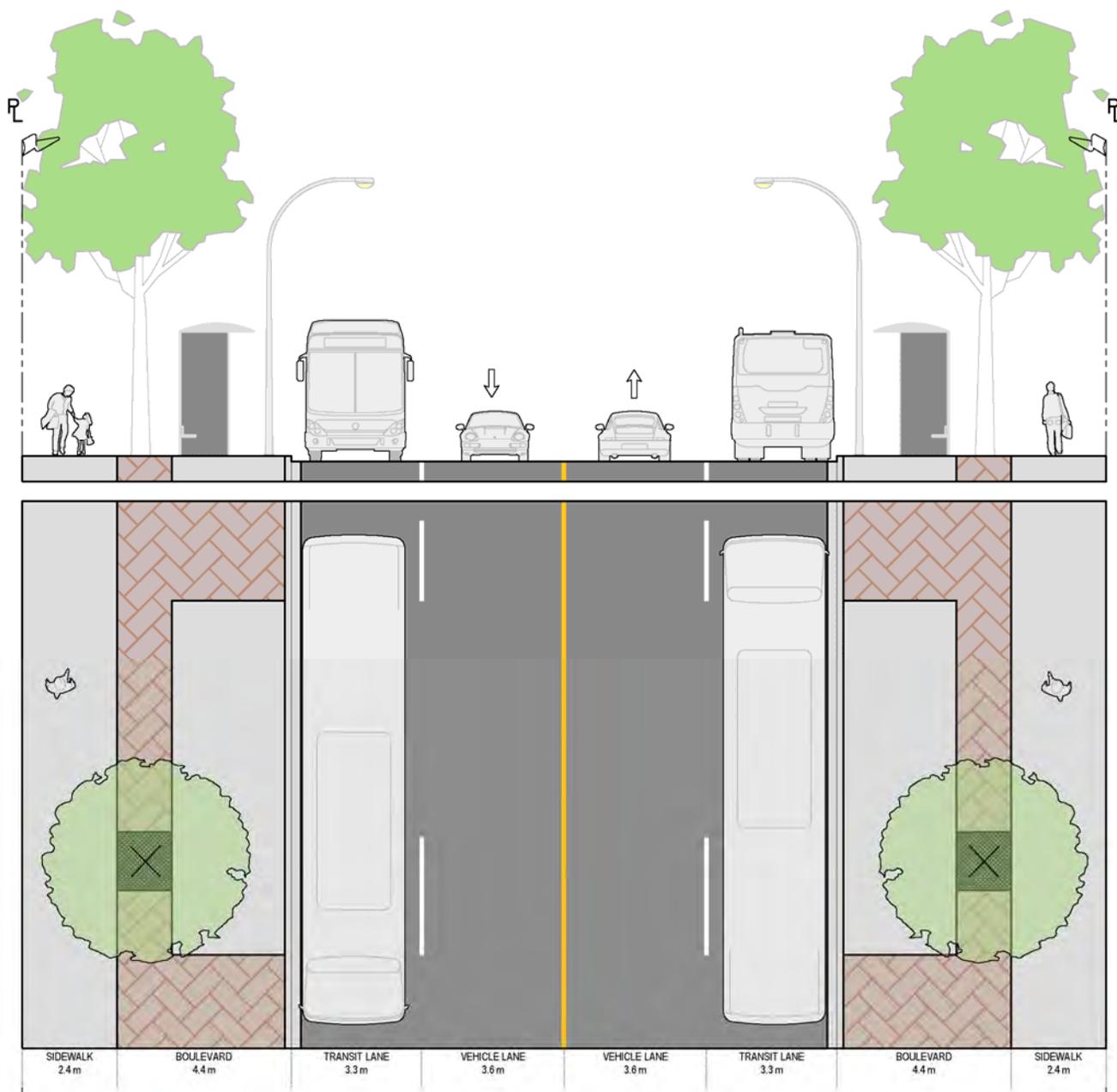


Figure 56 – Cross Section: Montrose Avenue (transit)

#### Elements

- Two blocks from McDougall Avenue to South Fraser Way
- Sidewalk, tree strip, and transit shelters on both sides
- One bus lane in each direction (sawtooth or straight curb)
- One travel lane in each direction



**Essendene Avenue – (24.4m)**

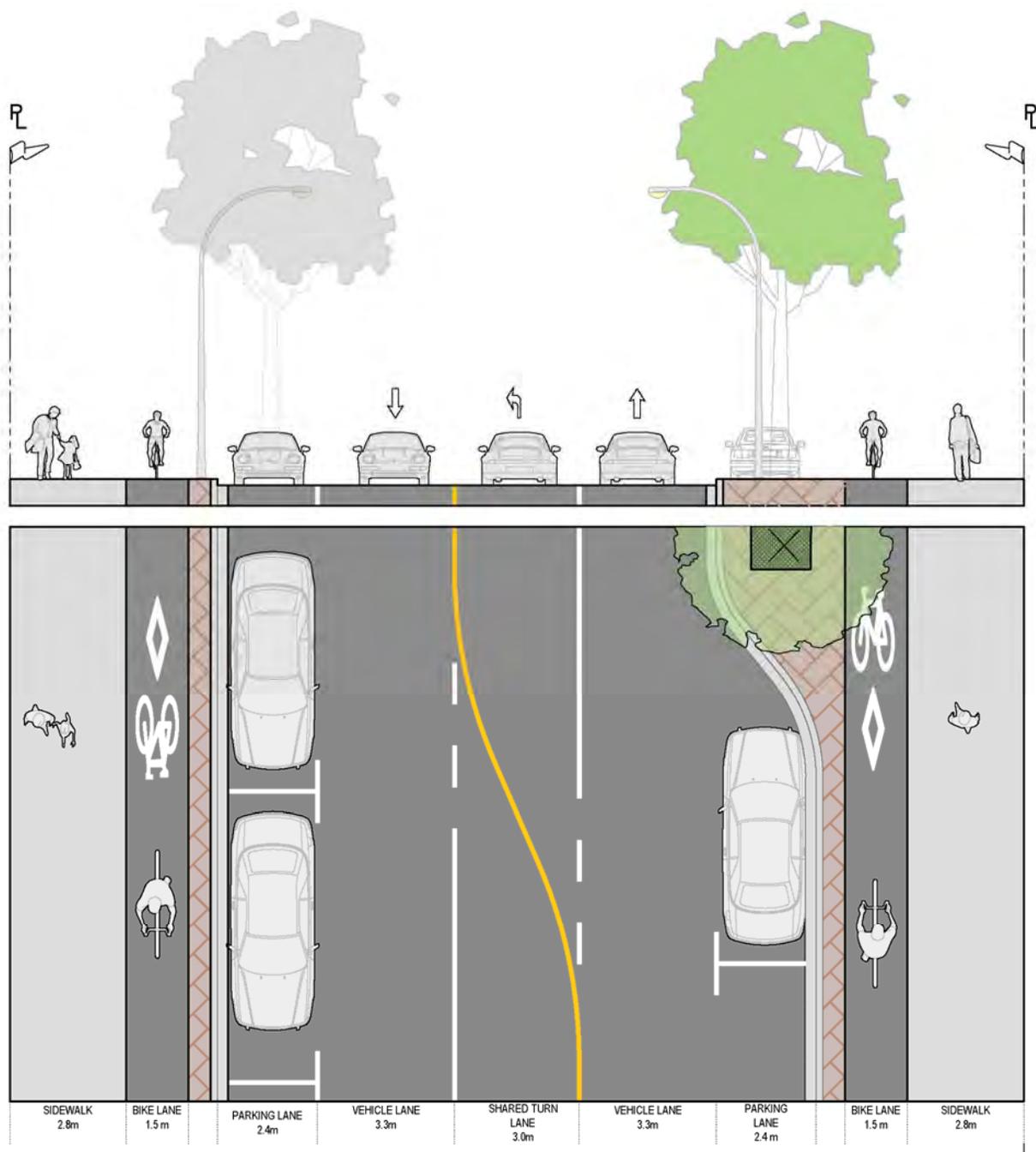


Figure 57 – Cross Section: Essendene Avenue

**Elements**

- From South Fraser Way to Cyril Street
- Sidewalk and AAA bike lane on both sides
- Parallel parking on both sides (with possible tree pockets)
- One travel lane in each direction
- Left turn lanes at intersections



**South Fraser Way (27.3m to 30.3m)**

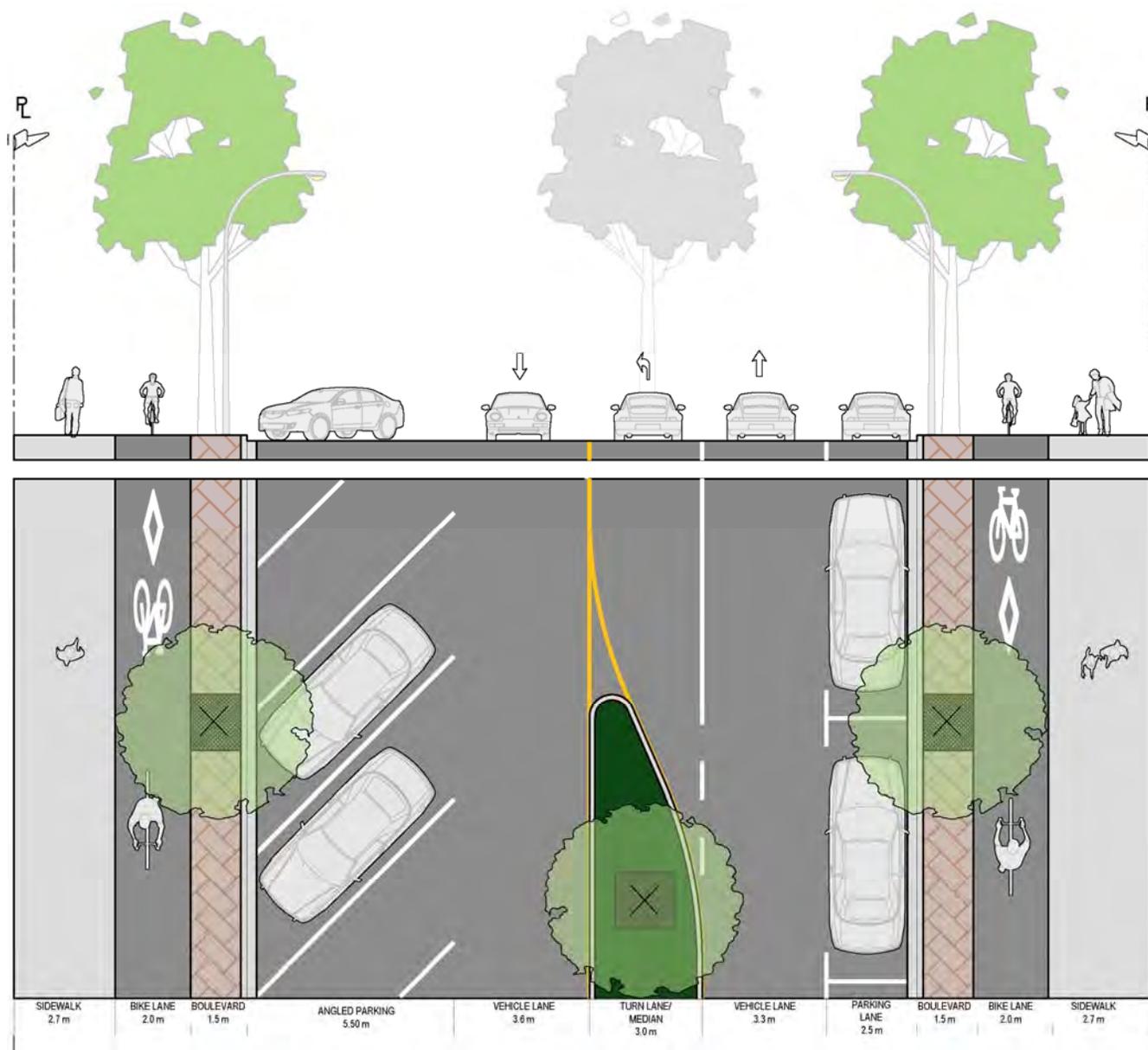


Figure 58 – Cross Section: South Fraser Way

**Elements**

- From McCallum Road to McDougall Avenue
- North side angle parking, south side parallel parking
- One travel lane in each direction
- Left turn lanes at intersections (with central boulevard and trees between intersections)
- West of Montrose Avenue has sidewalk/bike lane/boulevard elements reduced in width to accommodate cross section within a 27.3m ROW



### West Railway Street (17.5m to 20m)

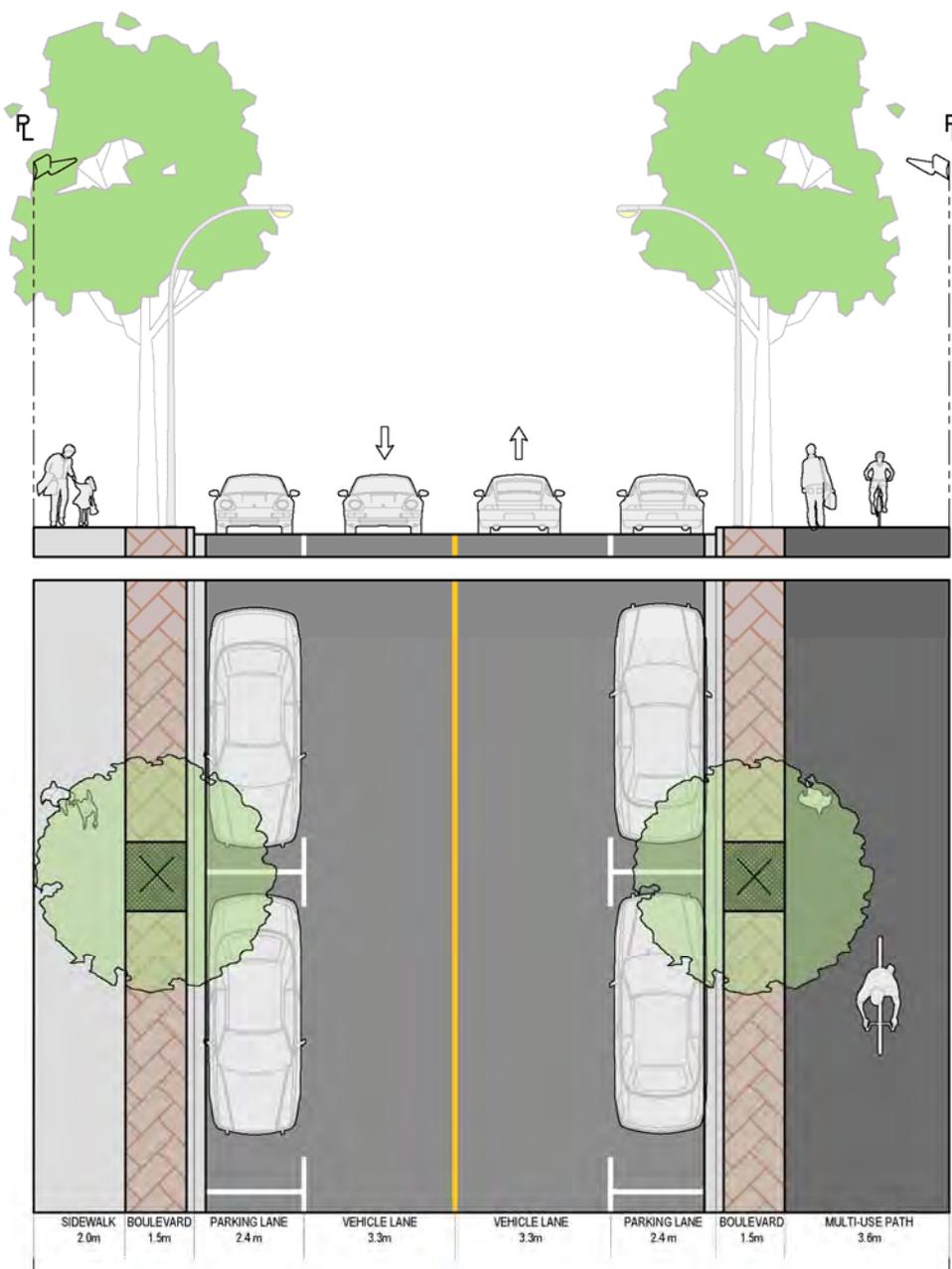


Figure 59 – Cross Section: West Railway Street

#### Elements

- From Laurel Street to Pine Street
- Multiuse path on east side, sidewalk on west side, tree strip on both sides
- Parallel parking on both sides
- One travel lane each direction
- North of George Ferguson Way has sidewalk/multiuse path elements reduced in width and one side parallel parking removed to accommodate cross section within a 17.5m ROW



### McDougall Avenue (22.5m)

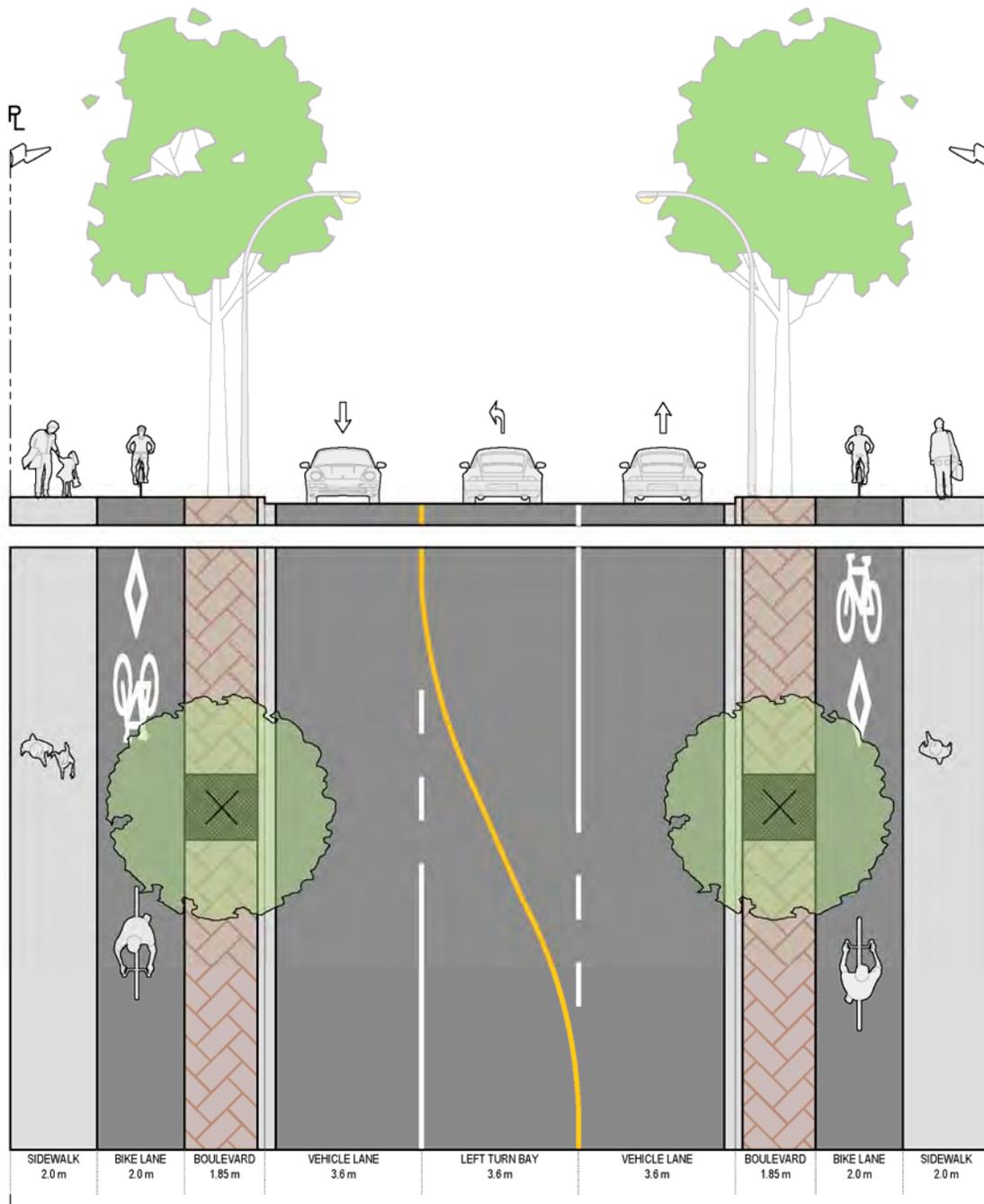


Figure 60 – Cross Section: McDougall Avenue

**Elements**

- From Cannon Avenue to South Fraser Way
- Sidewalk, tree strip and AAA bike lane on both sides
- One travel lane in each direction
- Left turn lanes at intersections



### McCallum Road (30m)

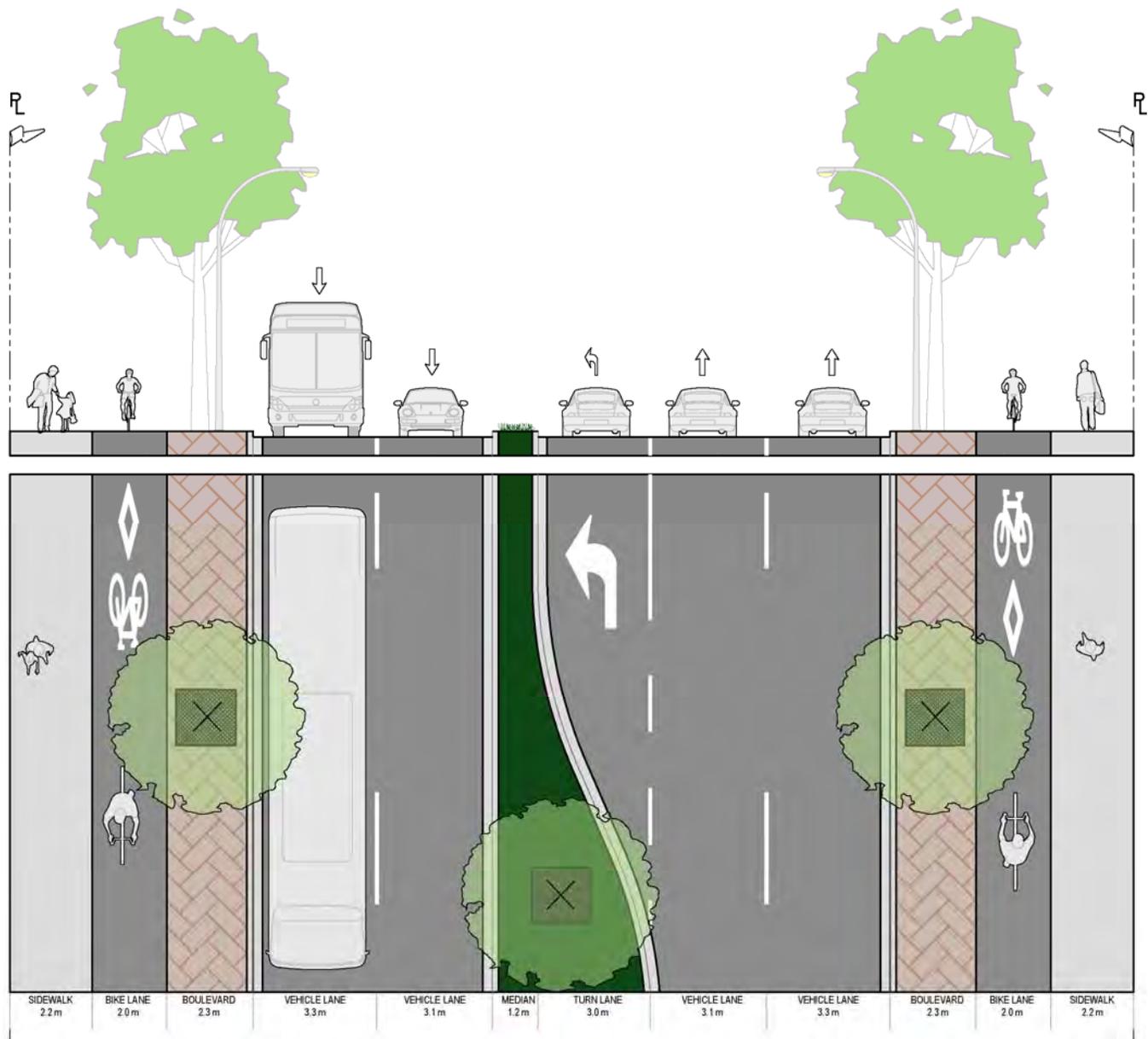


Figure 61 – Cross Section: McCallum Road

#### Elements

- From Marshall Road to South Fraser Way
- Sidewalk, tree strip and AAA bike lane on both sides
- Two travel lanes in each direction
- Left turn lanes at intersections (with central boulevard and trees between intersections)



## UTILITIES

The utilities section of this plan outlines the water, wastewater, and stormwater systems to service the growth and development planned within the Historic Downtown Neighbourhood Plan. The servicing is based on the land use (Map 3), and considers population projections and anticipated site coverage in model analysis of infrastructure systems. Any proposed land use changes to what is shown in this plan may require re-evaluation or modification of servicing infrastructure. The following subsections provide more detail for each of the three servicing systems.

### Water Assessment

Water servicing requirements for Historic Downtown have been assessed through hydraulic modeling of the impacts of increased water demand on system capacity due to projected population growth. Modeling was carried out for average day, maximum day, peak hour, and fire flow demands for each parcel in the neighbourhood.

The water assessment is meant to better understand system deficiencies at a neighbourhood scale and identifies improvements that make the entire system more efficient. These improvements do not preclude upgrades that may be required along property frontages at time of development permit, subdivision, or building permit, plus additional off site requirements at time of rezoning to meet the City of Abbotsford's Development Bylaw standard.

### Existing Water Infrastructure

The majority of Historic Downtown is connected to the City's water distribution system and there are very few fire flow pressure deficiencies. The area is divided into two pressure zones.

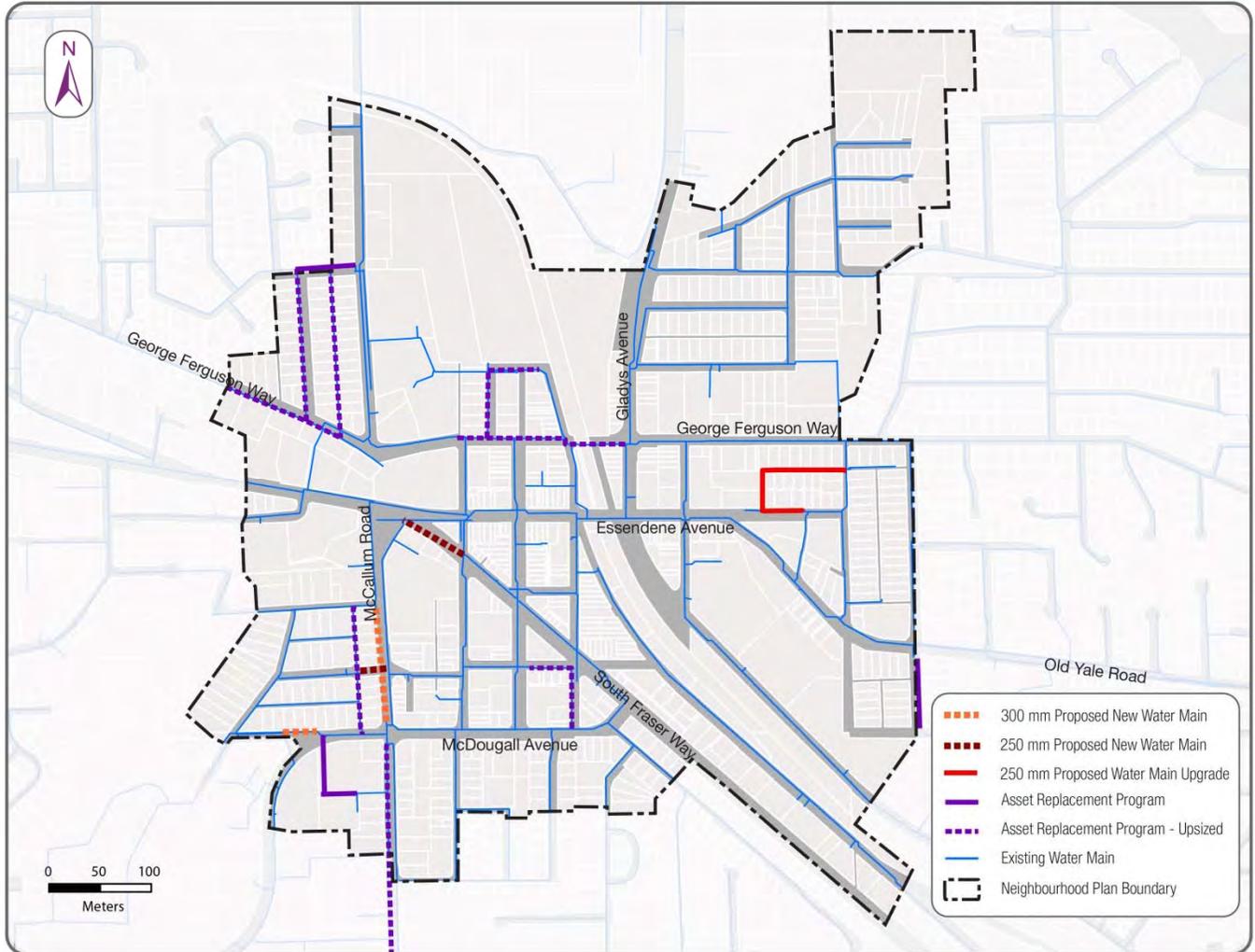
### Water System Improvements

Improvements have been modelled and recommended based on hydraulic capacity assessment of the City water distribution system under future development conditions. Table 4 summarizes the recommendations for the system based on deficiencies identified for servicing the planned development and growth in the neighbourhood. These recommendations may be subject to further review during the development application process. A total of ~500m of new pipes and ~200m of pipe upgrades are recommended at the locations shown in Map 15. An additional ~2,550m of pipes are part of the City's Asset Replacement Program and are not shown below. These pipes may be upgraded by development as it occurs, or at the end of the pipe's lifespan.

Pipe Location	Existing Diameter (mm)	Upgrade Diameter (mm)	Length (m)
Braun Avenue	n/a	250	~33
Cannon Avenue	n/a	300	~60
Car-Lin Lane	n/a	250	~85
McCallum Road	n/a	300	~197
South Fraser Way	n/a	200	~120
Car-Lin Lane	150 / 200	250	~113
Essendene Avenue	150	250	~81
<b>Total</b>			<b>~700</b>

Table 4 – Water Pipe Upgrades





Map 15 – Water Pipe Upgrades



## Wastewater Assessment

The wastewater assessment was completed using the City's latest sanitary sewer hydraulic model (InfoSWMM). The model was used to conduct a hydraulic capacity assessment of base sanitary load and diurnal patterns of system flows based on projected population growth. Recommendations were developed to uphold levels of service to accommodate growth and comply with the City's current design criteria for sizing new sanitary mains.

### Existing Wastewater Infrastructure

Most properties in Historic Downtown are serviced by the City's sanitary sewer collection system, and most of the system within the neighbourhood uses gravity mains, which collects wastewater and delivers it to the Gladys Trunk Sewer. This trunk sewer in turn leads into the CPR Trunk Sewer, and into the JAMES Trunk Sewer to the JAMES Wastewater Treatment Plant.

### Wastewater System Improvements

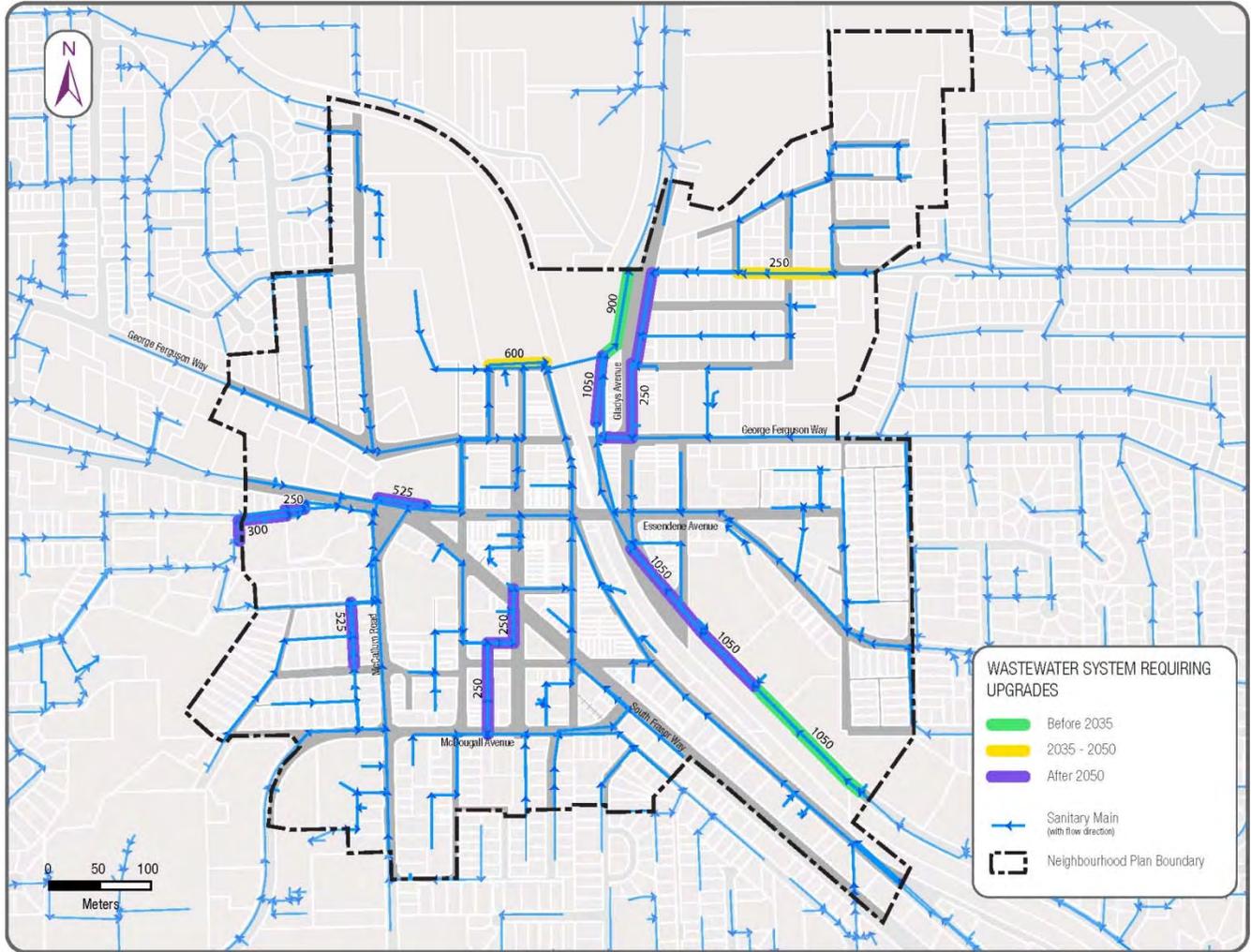
Improvements have been modelled and recommended based on hydraulic capacity assessment of the City wastewater collection system under future development conditions. Although there are two upgrades recommended in the next 15 years, most are not necessary until beyond 2035. Table 5 summarizes the recommendations for the system based on deficiencies identified for servicing the planned development and growth in the neighbourhood. A total of ~2,100m of pipe upgrades are recommended at the locations shown in Map 16. Timing of the upgrades listed below may change depending on the location of developments as the neighbourhood grows and evolves.

There are additional recommended upgrades that involve relocating wastewater mains in utility right of ways on private properties over the long term. This may require further study to determine the best new alignment and systematic implementation.

Pipe Location	Existing Diameter (mm)	Upgrade Diameter (mm)	Time Frame	Length (m)
Railway ROW (north of George Ferguson Way)	600	900	2021	~164
Gladys Avenue (south of George Ferguson Way)	750	1050	2031	~260
Pine Street	450	600	2046	~98
Montrose Street	200	250	2051	~297
Gladys Avenue (south of George Ferguson Way)	750	1050	2051	~320
Walnut Avenue	200	250	2051	~155
Roberts Avenue	200	250	2051	~26
Roberts Avenue	250	300	2051	~124
South Fraser Way	450	525	>2051	~84
McCallum Lane	450	525	>2051	~116
Railway ROW (north of George Ferguson Way)	750	1050	>2051	~115
Gladys Avenue (north of George Ferguson Way)	200	250	>2051	~346
<b>Total</b>				<b>~2,105</b>

Table 5 – Wastewater Pipe Upgrades





**Map 16 – Wastewater Pipe Upgrades**

\* the entire neighbourhood is in one sanitary catchment area, the Gladys truck sewer.



## Stormwater Assessment

The stormwater assessment was completed by building on the current Willband Creek Integrated Stormwater Management Plan (ISMP) project, which represents the existing conditions. Future conditions were applied in the Historic Downtown Neighbourhood Plan area to ensure a level of service for 1:10 year events. This is the City's current minimum requirement.

The assessment was done under three servicing scenarios:

1. **Worst Case:** Future land use build out with no on-site controls, climate change increases, and existing City infrastructure.
2. **Best Case:** Future land use build out with on-site controls, climate change increases, and existing infrastructure.
3. **Conservative/Preferred:** Future land use build out with no on-site controls, climate change increases, and storm sewer improvements preventing surcharge under a 1:10 year event.

## Existing Stormwater Infrastructure

A large portion of Historic Downtown is entirely impervious and lack on-site controls. Over time redevelopment represents an opportunity for some on-site controls to be introduced and improve the stormwater system.

The most significant stormwater infrastructure in the neighbourhood is a large main under Essendene and Montrose Avenues that conveys stormwater from Ravine Park in the southwest to Willband Creek in the north. The upstream source for this main is Mill Lake, which acts as a large detention facility controlling flow through Historic Downtown. Despite this upstream detention capacity, the stormwater main is a critical component that faces surcharging impacts in safely conveying 1:100 flow through the neighbourhood.

## Stormwater System Improvements

Table 6 summarizes the recommendations for the system based on deficiencies identified for servicing the planned development and growth in the neighbourhood. A total of ~1,500m of pipe upgrades are recommended at the locations shown in Map 17.

Priority	Minor (1:10 yr) Pipe Length (m)	Major (1:100 yr) Pipe Length (m)
<b>Priority 1:</b> Performance does not meet criteria with or without the application of site controls	~60	~180
<b>Priority 2:</b> Performance does not meet criteria if site controls are not applied	~1,130	~110
<b>Total</b>	<b>~1,190</b>	<b>~290</b>

Table 6 – Stormwater Pipe Upgrades

### Ravine Park Communal Detention Facility

There is a possibility of creating a communal detention facility with the use of a flow control structure in Ravine Park where Willband Creek enters the stormwater main under Historic Downtown (Map 17). The stormwater assessment determined a required capacity of 15,000m<sup>3</sup> with a release rate of 2m<sup>3</sup>/s, which could be accommodated at 33m elevation. Although this option requires further study and likely approvals from senior



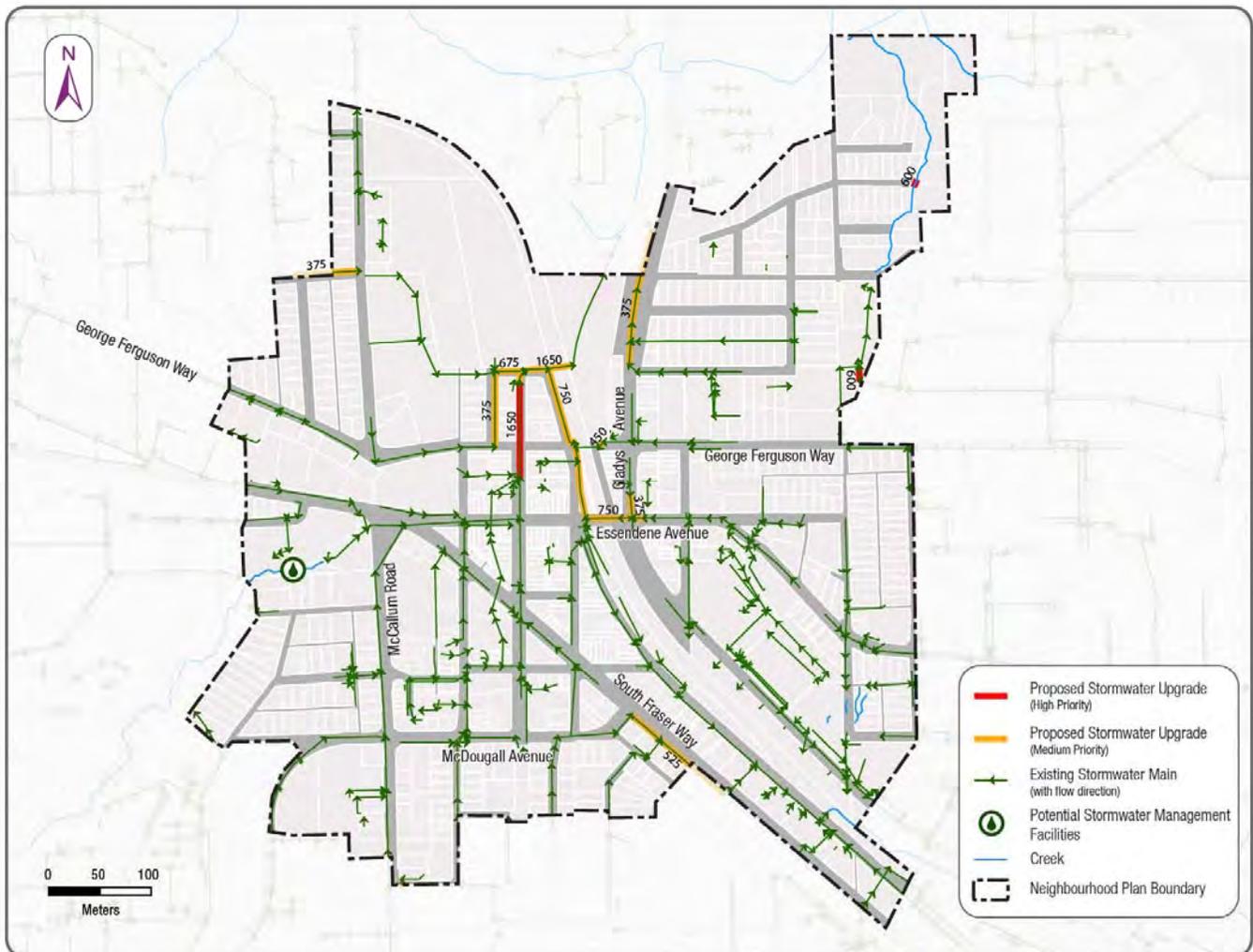
levels of government, it should be explored further. If it were implemented it would alleviate the need to upgrade the stormwater main under Montrose Avenue and eliminate the 1:100 year upgrades shown above (Table 6).

**Montrose Avenue – decommissioned main**

There is a stormwater main that parallels Montrose Avenue and runs below historic buildings on the west side of the street. This main is proposed to be abandoned with flow directed into new/upgraded mains in the South Fraser Way and Montrose Avenue right of ways.

**Historic Centre – reduced requirements**

All three scenarios included a sensitivity analysis for the Historic Centre land use designation (Map 3). This additional analysis determined that regardless of whether this area had, or did not have, on-site controls, there was no significant impact on storm sewer replacement requirements. Based on this finding, the City may relax the on-site control requirements for this land use designation only.



Map 17 – Stormwater Pipe/Detention Upgrades



## STREET AND PUBLIC REALM GUIDELINES

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Street design in Historic Downtown plays a critical role in the success of this plan. This section supports the People-Centred Streets and Transportation Options policies in Part 3, the Development Permit Guidelines in Part 4, and the Transportation infrastructure described earlier in this Part 5. All of these components of the plan used together will create streets in Historic Downtown that encourage people to visit, gather, linger, and enjoy a vibrant retail district.

### Historic Downtown Gateways

Gateway elements can help identify entrances and signal to visitors and residents that they have arrived at the threshold of a special community, neighbourhood or precinct. They can help define a sense of identity, place and community pride, and they can be key locations for special events, seasonal festivities or public art installations, or simply provide a compelling spot for photos to be taken. This plan identifies four gateways in Historic Downtown, which align with four neighbourhood plazas (Map 5).

#### Gateway Character

- Emphasize visual appeal through building massing and detailing, plantings, signage and/or public art and/or landscape structures, in conjunction with the Development Permit Guidelines in Part 4. For Essendene Avenue and West Railway Avenue, endeavor to integrate both sides of West Railway Avenue and include Christmas Tree Park into the design consideration of the gateway.
- Create a unique public realm feature at each gateway to draw visitors and pedestrians to and through different parts of the neighbourhood. This could be through art, sculpture, water, or some other structure.

#### Pedestrian Aspects

- Ensure gateway features are well integrated with improvements to pedestrian access, comfort and safety, with good sight lines, feature lighting, and seating.





Figure 62 – Concept Rendering: West Railway Plaza

## Plazas and Sidewalks

There is great potential to build on the finer grained character of the streetscape environments through Historic Downtown. Sidewalks are the main thoroughfare of any successful urban setting, and the retail environment is a very lively place, featuring commercial activity, site furnishings and adjacent landscaped areas.

### Plazas

- Establish four large neighbourhood plazas (Map 5) that provide opportunity for public life, enjoyment of views, create anchors on important Commercial Streets, and align with the neighbourhood gateways. They should primarily be intimate spaces, but large enough to accommodate temporary, seasonal, or long term programming. Frequent access points from abutting sidewalks to the edges of these plazas and other open spaces should be provided.
- Where plazas are shared or interface with vehicles, use special paving that is drivable, but fine-grained for pedestrian appeal. Consider raising the street to sidewalk level and replacing curbs with bollards.
  - a. **West Railway Plaza** – Create a signature, 1,000m<sup>2</sup> gateway plaza at the intersection of Essendene and West Railway Avenues, forming a space that can be used for gathering and events next to Christmas Tree park and support neighbouring retail and restaurants. Design it primarily as a gathering space with site furnishings for daily use that can be adapted during special events. Incorporate a feature structure that offers partial weather protection and defines and buffers the space from vehicle traffic. Elements of this feature structure could also be used on the east side of West Railway Avenue to tie the plaza with the Christmas Tree park.



- b. **Transit Plaza** – Create a large 1,000m<sup>2</sup> plaza integrated with the Transit Hub to create an interesting, safe, and dynamic public space adjacent to transit waiting areas, with connections to the adjacent buildings.
- c. **Clayburn Brick Plaza** – Create a medium sized 500m<sup>2</sup> plaza at the north end of Montrose Avenue in the development of the former Clayburn Brick site, bookending this important north-south Commercial Street.
- d. **Pauline Plaza** – Create a medium sized 500m<sup>2</sup> shared use plaza at the western end of Essendene Avenue in the Pauline Street parking lot, improving the entry into the historic core from Jubilee Park across South Fraser Way. The pedestrian connection across South Fraser Way into Jubilee Park should be considered in conjunction with this plaza design.

## Sidewalks

### Essendene Avenue

- In the redesign of Essendene Avenue, reconfigure curb extensions at the intersection of Essendene Avenue and Pauline Street, Montrose Avenue, and West Railway Street to increase areas for gathering and landscaped features, and to decrease lengths of crosswalks across Essendene Avenue.



Figure 63 – Concept Rendering: Essendene Avenue



## Montrose Avenue

- In the improvements of Montrose Avenue, establish a wider movement zone, free of any obstructions, for pedestrian traffic on both sides of the street. Combine this with a formal frontage zone along the building façade for spill-out activities, and a clear furnishing zone along the curb edge for landscaping, seating, and more.
- Choose a set of high quality paving materials as suites the context, which could include unit pavers and brushed, stamped, sandblasted, or sawcut concrete.



Figure 64 – Concept Rendering: Montrose Avenue

## Boulevards

- Plant street trees at regular intervals along Montrose Avenue, Essendene Avenue, South Fraser Way, West Railway Avenue and other streets where feasible. Use as tight a spacing as possible to enable continuous canopies.
- Locate site furnishings at strategic locations within boulevards relating to building use and high-use outdoor areas.
- Locate utilities such as hydrants, kiosks, roadway and pedestrian lights and signage in boulevards.



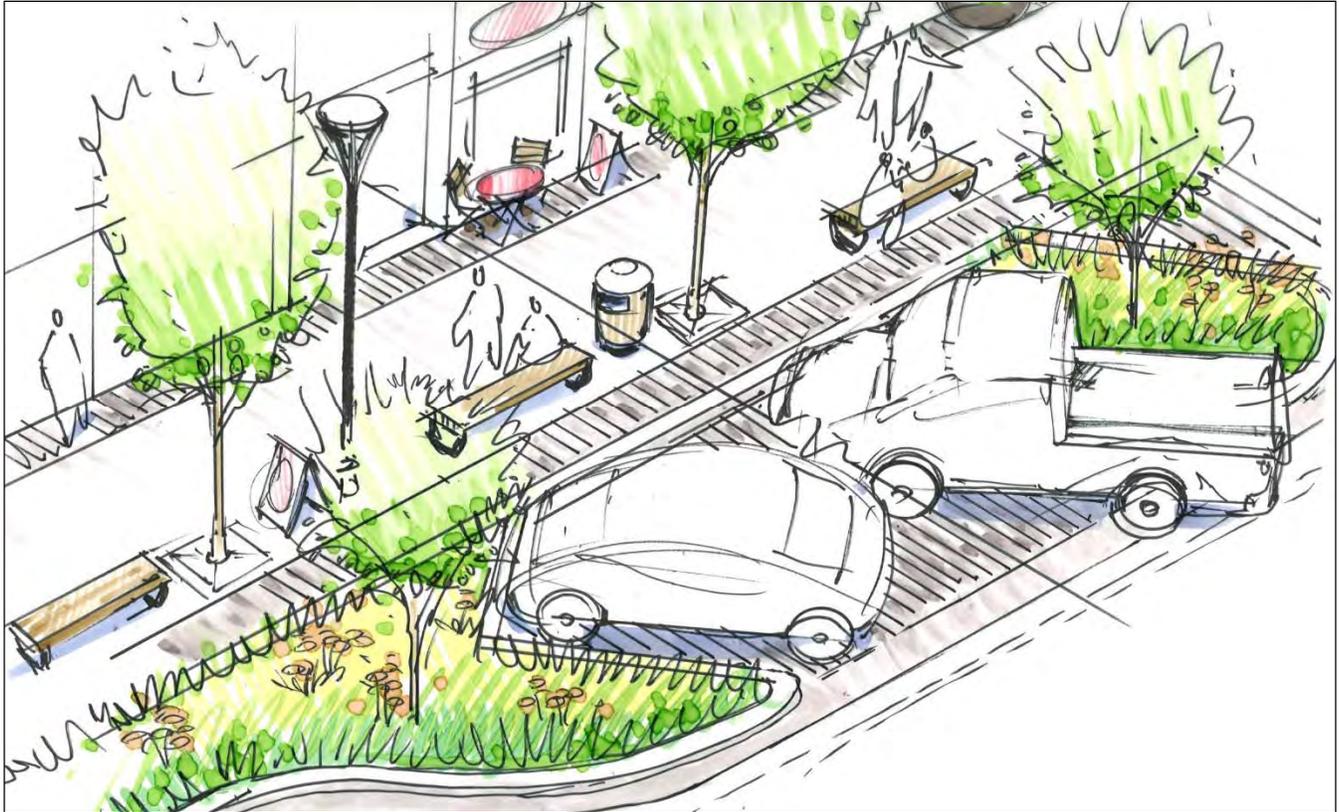


Figure 65 – Concept Rendering: Wide Sidewalks with Boulevards and Parking Pockets

### Crosswalks

- When changing right of ways and renovating streets, increase boulevard widths at intersections to shorten crossing distances.
- Install durable, high-visibility crosswalk markings at crosswalks that highlight the features of the neighbourhood.
- Consider decorative and/or enhanced crosswalk markings.

### Supporting Streets

- Implement a minimum 1.8m width movement zone on all other Enhanced Streets in Historic Downtown.
- Ensure a minimum 0.5m furnishing zone where street trees are not possible, and 1.5m when street trees are used on all other Enhanced Streets in Historic Downtown.



Figure 66 – Decorative and Enhanced Crosswalks





## **PART 6 IMPLEMENTATION**

**FINANCIAL STRATEGY**

**ZONING BYLAW**

**BUSINESS IMPROVEMENT AREA**

**PARKING STUDY**

**SIGN BYLAW**

**OUTDOOR PATIOS AND ENCROACHMENT**

**DEVELOPMENT BYLAW**





## FINANCIAL STRATEGY

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The Historic Downtown financial strategy is intended to assist in the orderly, predictable, and equitable development of the neighbourhood and is based on the principle that those creating additional demand and burden to the infrastructure pay for it. Generally, development is required to provide and pay for the infrastructure needed to support their development, and the City does not finance, nor provide infrastructure required for development. As such, the Transportation and Utilities sections in Part 5 identifies general infrastructure needed to support the entire Historic Downtown Neighbourhood Plan area.

### Developer Responsibility

As individual properties are developed in Historic Downtown, the developer is responsible to provide the infrastructure needed to support their individual development proposal. This may include frontage infrastructure works (with potentially enhanced finish and furnishings) as well as applicable offsite infrastructure works. In other words, the developer constructs and pays for the infrastructure needed to support their development proposal.

Applicable latecomer agreements may be an option if “excess” or “extended” infrastructure is required that benefits other developable properties along the upgraded infrastructure. This provides the developer a tool to collect from future benefitting developments for a maximum period of up to 15 years.

### Capital Programs

The City may decide to upgrade some of the infrastructure within or around Historic Downtown if there is a benefit to the broad community. For example, the City may decide to fund a specific transportation project such as building a parkade on City-owned land or upgrading the public realm of a target street in the neighbourhood. The infrastructure that may be funded through the capital program is unknown at this time.

### Grants

Senior government grant programs are constantly changing and there may be future opportunities for some infrastructure to be funded through these programs. Generally, these programs do not fund growth related projects but are available for more broad and strategic initiatives such as green infrastructure to reduce the community impact on the environment, or affordable housing partnership projects. The City may determine the need for a project in Historic Downtown aligns with an available grant program at any time during the life of this plan, and proceed with applying for and implementing that project.

### Development Cost Charges

The City has a Development Cost Charge (DCC) Bylaw to set fees that are collected from developers to offset some of the infrastructure costs incurred as a result of new development. The rates of fees are updated from time to time based on the need for projects to meet the demands of growth across the City.

If any of the infrastructure works identified in the Historic Downtown servicing study are included in a future DCC Bylaw, there may be opportunities for rebates and/or credits to be applied to the specific infrastructure works. The infrastructure that may be included in future DCC Bylaws is unknown at this time.



## ZONING BYLAW CHANGES

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The City of Abbotsford's Zoning Bylaw has several regulations specific to Historic Downtown that should be reviewed in the context of this neighbourhood plan. Each regulation is listed below, along with preliminary new directions that could be refined into new regulations to present to City Council for implementing this plan.

### C7 – Historic Downtown Commercial zone

#### Context

The C7 zone was created in 2002 to both encourage and discourage specific property uses in Historic Downtown. At the time it was developed the neighbourhood had seen a period of decline and disinterest, along with the influx of 'undesirable' uses. While the zone has had a positive impact on the neighbourhood over the past 15 years, there are particular regulations, uses, or conditions inhibiting more creative and flexible use of buildings.

In addition, the permitted development density of the zone is 1.75 FSR with an additional 1.0 FSR bonus based on providing the required off street parking underground. While this density can be achieved on larger sites where underground parking is feasible, it is challenging to achieve it on the historically small and narrow properties nearer the historic core.

#### Proposed New Direction

The feedback received through the neighbourhood plan process indicated a desire to update or replace the C7 zone so it is ready for new and future uses, and to align the density and development regulations with the neighbourhood plan direction. This could include the following:

- Additional permitted uses in either primary or accessory roles to support more diverse business opportunities and flexible use of buildings
- Refined existing uses
- Height limits to match the neighbourhood plan land use designations
- Ground floor retail requirements to match the neighbourhood plan Commercial Streets
- Maximum and minimum setbacks in order to provide modest flexibility during redevelopment to increase public space along building facades



## Off Street Parking Reductions

### Context

The Zoning Bylaw regulates the amount of off street parking that is required for different uses. In Historic Downtown there are reductions in the amount of parking required that apply based on the property location and use. In addition, certain conditions allow a property to pay a cash-in-lieu fee of \$3,000 per parking stall for up to 10 required parking stalls.

Although the off street parking reductions have been used by some developments in Historic Downtown, they do not take into consideration all of the property constraints, the new uses and development direction of the neighbourhood plan, or the market value of constructing underground or structured parking.

### Proposed Direction

The feedback received through the neighbourhood plan process indicated a desire to update these off street parking reduction provisions in anticipation of future uses and new development opportunities. These updates will also consider the results of the Parking Study (policy 3.48) and could include the following:

- Align the parking reductions with the business improvement area or neighbourhood plan land uses
- Additional parking reductions on historically small and narrow properties
- Market based prices for purchasing off street parking stalls that will be used for providing additional parking in the future, possibly through the construction of an above ground parking structure.
- Ability to pay for more than 10 required off street parking stalls

The parking reduction areas could align with other administrative tools in Historic Downtown such as the Business Improvement Area, Revitalization Tax Exemption, and potential Parking District to ensure a coordinated approach to implementation.



## BUSINESS IMPROVEMENT AREA

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Historic Downtown has several existing and potential new implementation tools to help encourage and support the growth of the neighbourhood. Existing tools should be updated to align with the physical boundaries and policy directions of the neighbourhood plan, and new tools could be introduced to further support the neighbourhood plan vision.

### Abbotsford East Downtown Business Improvement Area

#### Context

The Abbotsford East Downtown Business Improvement Area Bylaw was created in 1994 by the District of Abbotsford as a way to levy revenue for business improvement activities. These activities include general beautification and encouraging business activity in the area. In the most recent decade of the levy it has generated \$2.5 million in revenue for reinvesting in downtown activities.

#### Proposed Direction

With the neighbourhood plan creating a clear vision for the neighbourhood, aligning existing bylaws and other implementation tools should be completed. In this case, the improvement area map should be aligned with the Historic Centre and Urban Centre Mixed land uses of the neighbourhood plan. This change would include all existing C7 zoned properties, in addition to other properties along the edges of the neighbourhood where the neighbourhood plan land use supports a change from current zoning into the downtown C7 zone (e.g. the redevelopment of the former Clayburn Brick lands). It would also result in some properties being removed from the improvement area, most notable along Gladys Avenue south of Old Yale Road.

In addition, the bylaw revenue limit could be removed in its entirety (it was recently increased from \$300,000 to \$600,000 with Bylaw No. 2818-2018). This revenue limit removal would mean that as the downtown area sees growth and success, so the business association would be provided with more resources to continue improving the area, creating a self-supporting positive feedback mechanism that provides long-term funding.

Finally, a name change for this bylaw would help clarify the area where it applies. As it is currently titled, the reference to “east” could be confusing as the neighbourhood is in the central urban area, whereas a reference to “downtown” would bring it into alignment with the Tax Exemption Bylaw (see below).

The Business Improvement Area could align with other administrative tools in Historic Downtown such as the Off Street Parking Reductions, Revitalization Tax Exemption, and potential Parking District to ensure a coordinated approach to implementation.



## Abbotsford Downtown Revitalization Tax Exemption

### Context

The Abbotsford Downtown Revitalization Tax Exemption was created in 2005 as a way to stimulate the renovation and improvement of buildings in Historic Downtown through a 5 year deferred property tax program for commercial construction projects with an aggregate cost of at least \$100,000. Since its inception it has resulted in numerous projects that have contributed to a positive trend in the improvements of old buildings or construction of new buildings.

### Proposed Direction

With the neighbourhood plan creating a clear vision for the neighbourhood, aligning existing bylaws and other implementation tools should be completed. In this case, the revitalization area map should be aligned with the Historic Centre and Urban Centre Mixed land uses of the neighbourhood plan. This change would include all existing C7 zoned properties, in addition to other properties along the edges of the neighbourhood where the neighbourhood plan land use supports a change from current zoning into the downtown C7 zone (e.g. the redevelopment of the former Clayburn Brick lands). It would also result in some properties being removed from the improvement area, most notable along Gladys Avenue south of Old Yale Road, which do not have a direct link to the core Historic Downtown area.

In addition, reviewing and determining whether new construction continues to be part of the exemption bylaw should be completed. The current bylaw enables the exemption for both new construction and renovations or alterations to existing buildings. As the neighbourhood matures it may be necessary to continue supporting renovation exemptions, while allowing new construction to be viable based solely on market conditions with out tax exemptions.

Finally, a figure should be added to show the “revitalization area” where the tax exemption applies, as currently only text is used to reference a map in the Official Community Plan (OCP) that was removed when the OCP was updated in 2016. This removal was intentional in anticipation of completing more detailed neighbourhood plan work that would potentially refine the boundary.

The Revitalization Area could align with other administrative tools in Historic Downtown such as the Off Street Parking Reductions, Business Improvement Area, and potential Parking District to ensure a coordinated approach to implementation.



## PARKING STUDY

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### Context

Historic Downtown is beginning to face parking pressures on select streets in the core retail area on specific days of the week and at specific times of day. As there area continues to grow and attract more businesses, customers, and visitors, the parking pressure will not diminish. The neighbourhood plan contains policy direction about the different functions of on-street and off-street parking, and to conduct a comprehensive parking study.

### Proposed Direction

Based on the estimates and research conducted in the neighbourhood plan process, Historic Downtown overall has sufficient parking supply today that is not effectively managed. The plan also contains policy direction about conducting a parking study that would include many different aspects of on-street and off-street parking function, such as:

- Parking management practices (block specific time limits, permits, meters, etc)
- Parking occupancy and duration best practices
- Zoning Bylaw exemptions and cash-in-lieu options
- Above ground parking structure feasibility

The City currently owns land that has been identified as suitable for providing additional parking with an above ground parking structure between Montvue and West Railway Avenues, just north of South Fraser Way. Due to the elevation changes and two street frontages, it is possible to build a multi-level parkade in the future. This type of facility, used in conjunction with a comprehensive parking management strategy for the neighbourhood, could be a significant asset for long term parking needs in the neighbourhood.

The City also currently collects a nominal fee for relaxing parking requirements set in the Zoning Bylaw, with a total of \$27,000 collected to-date. The fee rate and applicable area are proposed to be updated (see Zoning Bylaw Changes described in previous pages) and this fee should be placed into a restricted revenue account.

The results of the parking study, and any implementation recommendations, should consider alignment with other administrative tools in Historic Downtown such as the Off Street Parking Reductions, Business Improvement Area, and Revitalization Tax Exemption to ensure a coordinated approach.



## SIGN BYLAW

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### Context

The City's Sign Bylaw regulates the use of signs in the city. In Historic Downtown, several recent development applications have proposed using signs that do not comply with the Sign Bylaw, in particular by using signs that project from a building face into public right of ways (Figure 67).

### Proposed Direction

Projecting signs are encouraged in historic districts as it is a style that aligns with historic streetscapes and is more proportionate to pedestrians and street level activity. It also alleviates the excessive use of sandwich board signs, which take up public sidewalk space that is necessary for through traffic or could be used for other amenities such as seating and wayfinding.



Figure 67 – Projecting sign

The Sign Bylaw could include updated text to add definitions for new types of signs that will be common in Historic Downtown, and permit these signs where the Historic Downtown Development Permit applies. This could be done by having the Sign Bylaw defer to the Historic Downtown Development Permit regulations, or by updating the Sign Bylaw based on the provisions in Part 4 of this plan.

In addition, encroachment into public right of ways for these signs will be required where a building is constructed at the front property line along the street. This form of development will be common along Commercial Streets (Map 4) in the neighbourhood.



## OUTDOOR PATIOS / ENCROACHMENT

### Context

Historic Downtown has a policy supporting outdoor patios within the Abbotsford East Downtown Business Improvement Area. The policy intent was to facilitate outdoor dining in public right of ways (i.e. sidewalks) while maintaining sufficient space for pedestrian through movement. Included with the policy were guidelines for the design, siting and maintenance of the patio spaces. Not many businesses use this policy in a formal way.

### Proposed Direction

The neighbourhood plan is proposing changes to the design of many streets in Historic Downtown that currently provide most space to vehicles and little space to people walking, biking, or gathering and socializing. The proposed changes include reallocating streets to increase the public space in front of buildings, supporting an area where businesses can spill outdoors. Much of this space would be on public right of ways where a building is constructed at the front property line along a street, which an updated outdoor patio or encroachment policy could provide more clarity for supporting.

In addition, maintaining a 1.5m clear width for the pedestrian movement zone, which the policy currently references, is generally not sufficient to allow people passing along a sidewalk, particularly when universal access is considered.

The patio policy could be updated into a more broad encroachment policy to not only address patios, but also other building frontage features such as awnings and signs. It could also allow encroachment across the movement zone and into the furnishing zone, or consider applications for temporary/seasonal patios that occur in the street or parking spaces.

In addition, the policy should align with Commercial Streets (Map 4) where particular attention is placed on the relationship between pedestrian movement, retail storefronts, and historic building design.



Figure 68 – Outdoor Patio



## DEVELOPMENT BYLAW

The City of Abbotsford’s Development Bylaw has a several regulations specific to Historic Downtown that should be reviewed in the context of this neighbourhood plan. Each regulation is listed below, along with preliminary new directions that could be refined into new regulations to present to City Council for implementing this plan.

### Streetscape Contribution Levy

#### Context

The Streetscape Contribution Levy is a reference to Schedules D “Streetscape Contribution Levy” and E “Target Street Light” of the Development Bylaw. These Schedules set the development fees charged and list the streets where the City has prioritized the undergrounding of utilities. The purpose of the program is to beautify the streetscape and remove above ground obstructions that can negatively impact pedestrians, street trees, and views. When enough fees have been collected, combined with supportive grant applications and utility provider partnerships, the City can improve the streetscape of a full block or more with the pooled financial resources.

#### Proposed Direction

The levy has been successful in beautifying several streets, including Trethewey Street between South Fraser Way and George Ferguson Way most recently. With the creation of this neighbourhood plan, and the emphasis on improved public realm design in Historic Downtown, new streets should be added to the target street list to ensure more streets in the area can be improved over time.

Schedule E “Target Street Light” could be updated to ensure all Commercial Streets (Map 4) are included as many are not in the current program. Most notably, both Montrose and West Railway Avenues are not identified in the current program.

SCHEDULE "E"			
TARGET STREET LIGHT			
Street Component	Name	From	To
1	Mount Lehman	Automall Drive	Sandpiper Drive
2	Old Yale Road	Clearbrook Road	Parkview Street
3	South Fraser Way	Countess Street	James Street
4	Trethewey Street	South Fraser Way	George Ferguson Way
5	South Fraser Way	Garden Street	McCallum Road
6	Allwood Street	End	South Fraser Way
7	Emerson Street	Simon Avenue	South Fraser Way
8	Gladwin Road	Garibaldi Drive	Hillcrest Avenue
9	Essendene Avenue	McCallum Road	Cyril Street
10	South Fraser Way	Essendene Avenue	Laurel Street
11	Marshall Road	Gladwin Road	McCallum Road
12	McCallum Road	King Road	McDougall Avenue
13	Sumas Way	Lonzo Road	Marshall Road

Figure 69 – Development Bylaw: Schedule E



## Development Standards

### Context

Within the Development Bylaw are standards that establish how city infrastructure is built. This includes everything from street design (travel lane width, sidewalk width, size of tree soil pits, tree boulevard width, street lights, etc) to service pipe sizes. The purpose of this bylaw is to ensure the safe delivery of service and movement of people in the community.

### Proposed Direction

While the details of what development standards are in the Development Bylaw may not be written in plain language, they are critically important to how City infrastructure is built. Plans often create inspiring visions but do not result in a different approach to building the city in the future (Figure 70).



Figure 70 – Existing vs Future Standard

As Historic Downtown has a unique identity in the city, it is important to update these development standards to match the vision and avoid missing the mark on implementation. Sidewalk space, bike facilities, parking configurations, tree soil volumes, stormwater infiltration, crosswalks, corner radius and curb letdowns, among many other things, should all be reviewed in the context of this plan.

The Development Bylaw standards should reflect the new direction for public realm design in Historic Downtown. This includes the possible creation of a specific schedule for the area that modifies a city-wide standard to the neighbourhood context. Preliminary, guiding direction is provided below for a variety of Development Bylaw elements.

### Street Furnishings

Street furnishings provide an important component to the public realm in any successful urban setting. Within Abbotsford as a whole Historic Downtown provides good street furnishings, including the historic-styled pedestrian-scaled light standards. However, over time these furnishings have been diluted with a random mix of additional advertising benches and other furnishings. The area should be refreshed with new furnishings over time that are sympathetic to the existing elements and maintain a historic feel. Exact replication of older ‘traditional’ styles and designs should be avoided. Rather, new elements should blend historic influences with contemporary architectural design and construction, and current urban design best

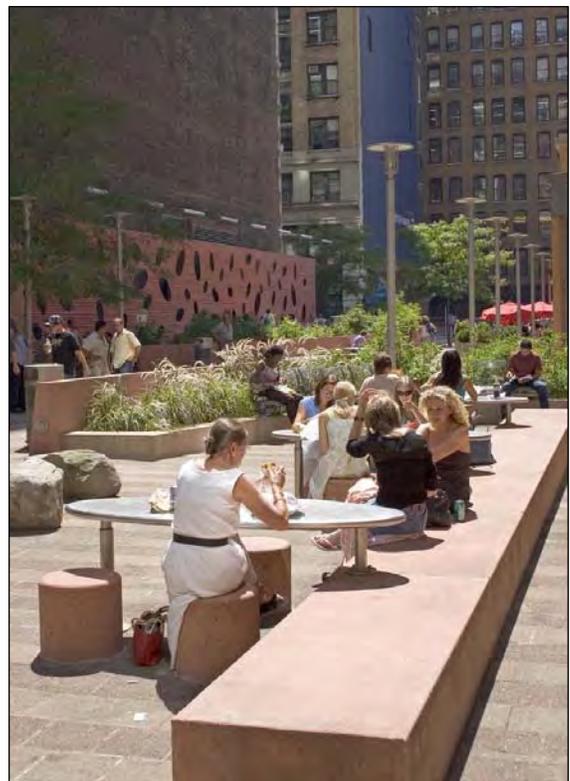


Figure 71 – Diverse Seating Options



practices, to create a classic and timeless street scene that complements historic buildings.

### Seating

- Establish a standard seating style that may be 'off the shelf', but explore potential custom designed seating options at feature locations.
- Provide diverse seating opportunities, including various sizes of benches, both fixed and movable, arranged linearly along the streetscape and in groupings at important areas.
- Place and orient seating to take advantage of views, sun, and shelter from wind and rain.
- Ensure a portion of seating accommodates elderly people, through measures such as higher bench seat elevation.
- Ensure the different seating components belong to a family of consistent forms, colours and materials.

### Tables

- In feature public plazas and park spaces provide table surfaces to complement seating.

### Bollards

- Establish a high-quality, powder-coated and/or black steel bollard standard to be applied throughout the Historic Downtown.
- Use lit bollards to augment and complement the existing historic light standards.
- Ensure both removable and permanent bollards are visually consistent and within the same family.
- Use bollards sparingly and only as necessary to prevent vehicle/pedestrian conflicts.

### Bicycle Racks

- Establish a high-quality, powder-coated and/or black steel bicycle rack standard to be applied throughout the Historic Downtown.
- Ensure bicycle racks are designed or specified to maximize ease of parking, secure locking and efficiency of space, including two points of contact with bicycles.
- Locate racks at prominent locations near doors, entries and public realm focal points, but ensure they are not the primary visual feature.

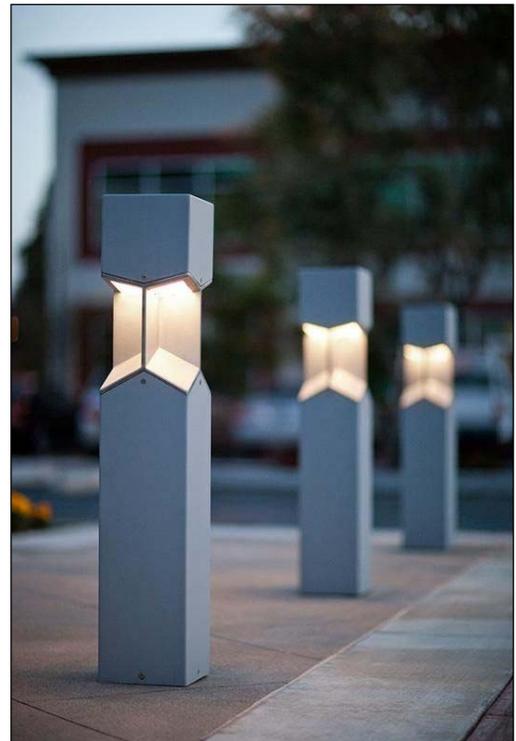


Figure 72 – Bollards With Lighting



Figure 73 – Bicycle Racks



### *Trash and Recycling Receptacles*

- Establish a high-quality, powder-coated and/or black steel receptacle standard for trash and recycling, within the same family, to be applied throughout Historic Downtown.

### *Drainage Grates*

- Use weathered steel, with a consistent visual and aesthetic appearance for trench drains, catch basin covers, gutter drains, manhole covers and miscellaneous utility covers.

### *Tree Grates*

- Use weathered steel with a consistent visual and aesthetic appearance for tree gates.
- Accommodate both standard, off-the-shelf designs and custom designs for feature locations.
- Incorporate public art into tree grate designs in feature locations

### *Lighting*

- Establish a standard for luminaire light colour and design, pole design and height, and overall spacing compatible with the current historic standard luminaires as they are either phased out over time with new development or refurbished with the latest technology (e.g. LED).
- Ensure all new fixtures have full cutoff design and to direct light downward and avoid skyward glare in support of dark sky principles.
- Visually coordinate light standards with traffic and street lighting infrastructure as much as possible.
- Complement pedestrian light standards with bollard, step and/or in-ground lighting at special locations such as gathering points, intersections and entrances to important buildings or public areas.

### *Planters*

- Ensure that planters are appropriately scaled to their surroundings.
- Use durable, permanent materials such as stone, smooth-finished concrete and metal. Avoid the use of ceramic, plastic, wood and exposed aggregate concrete planters



Figure 74 – Decorative Tree Grates



Figure 75 – Plantings in Soil Volumes and Interpretive Signage



## Soft Landscapes

The current landscaping in Historic Downtown can be enhanced by adding and integrating more soft landscapes with changes to street and sidewalk designs.

### *Plant Material*

- Concentrate new planted areas in boulevards on each sides of a street, close to pedestrian areas, where they can offer environmental benefits such as shade, wind protection, and visual appeal.
- Provide a balance of deciduous and evergreen plant material to give overall year-round appeal.
- Use feature plant material native to the Pacific Northwest.
- Avoid the use of hanging baskets unless their care and maintenance is specifically identified (e.g. individual store owners, business association, or City).
- Use native, near-native or adaptive plants for low maintenance, long plant life, and enhanced habitat.

### *Trees*

- Establish soil volume standards that allow trees to be longer lived and healthier, and prevent sidewalk heaving from tree roots. Implement best practices for street tree plantings, including continuous tree trenches in boulevards, soil cells, and/or structural soil.
- Provide high-efficiency automatic irrigation for all planted areas to ensure long-term viability of plant health and to minimize maintenance.

### *Stormwater*

- Implement best practices for streets, curb and gutter design to integrate stormwater management into the boulevard design.
- Use curb cuts to capture and convey on-street rain water into planted swales or 'rain gardens' that could be incorporated into existing street/boulevard planted areas.
- Add stormwater detention/infiltration capacity by incorporating soil cells under newly paved areas, such as sidewalk improvements or resurfaced angled parking areas, and in combination with permeable paving drainage system.

### *Social Sustainability*

- Design all building entrances and public realm areas to encourage interaction, seating, small scale gathering and ease of pedestrian access and circulation. Consider temporary or seasonal seating installations such as "pop up parks".



Figure 76 – Bioswale Stormwater Infrastructure





Figure 77 – Concept Rendering: Streetscape Animation

### Signage and Wayfinding

Signage identifies features and facilities, and provides wayfinding at strategic locations in a well-planned public realm.

- Establish a brand of wayfinding signage that is of consistent size, form, colour and height that maintains coherence within Historic Downtown. Apply this standard to all forms of wayfinding signage, including destinations, features, parking, and more.
- Establish a street sign standard that is unique in the city.



Figure 78 – Pop-up Park

## Public Art

Public art provides an extra dimension of appeal, distinction and narrative to the public realm. Public art procurement and placement will be decided by the City of Abbotsford. However, certain requirements are identified here for public art both in the private and public realm of Historic Downtown.

- Celebrate the unique cultural and natural features of the Historic Downtown as well as the larger agricultural and historical – including indigenous – contexts.
- Consider incorporation of public art into the design of gateway treatments and elements.
- Design art with durability, longevity, safety, interaction and whimsy in mind.
- In Terms of Reference documents for public art, stress the importance of integration with streetscape, buildings and public realm, as opposed to a “plop art” approach that is detached from its context.

## Vehicles and Parking

Effectively incorporating vehicles into the urban public realm is important to maintaining the human scaled character of Historic Downtown. Although large vehicles are required to deliver goods and services, the design of streets should not cater to these infrequent uses, but rather accommodate their movement through design interventions that place a primary emphasis on public realm quality.

### Vehicles

- Ensure driving lanes are no larger than the minimum width required for through traffic and street parking access, so more space within the street rights-of-way is available for non-vehicle public realm uses.
- Ensure buildings, street furnishings and plantings are designed to accommodate necessary sight lines for drivers, but do not sacrifice all furnishings for the sake of moving vehicles quickly.
- Design all road improvements, particularly at intersections, with a priority placed on pedestrians and cyclists

### Parking

- Consider extending unit paving or other unique paving treatment into on-street parking lanes to reduce the perceived width of the roadway. This includes the potential to maintain the sidewalk level and be adapted to accommodate temporary uses such as vendor or merchant kiosks or seasonal seating.

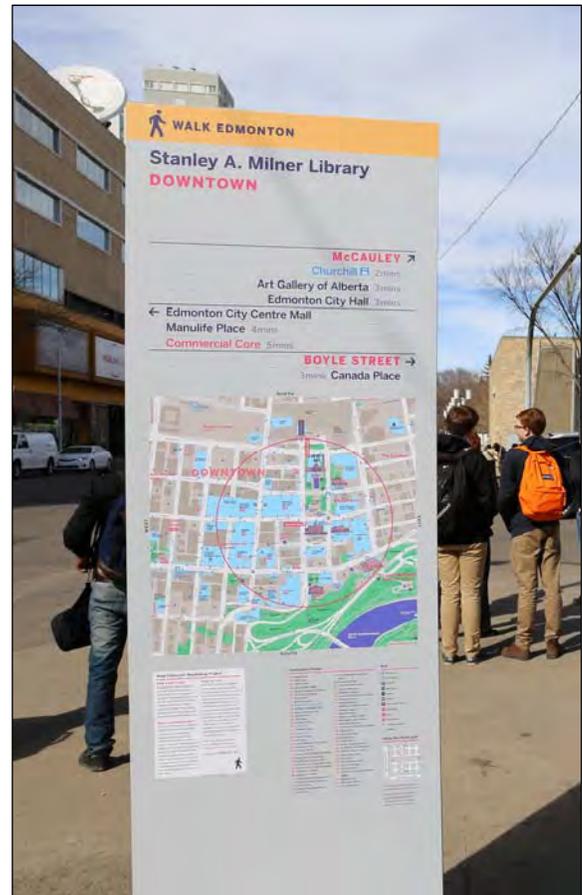


Figure 79 – Wayfinding Signage





# HISTORIC DOWNTOWN NEIGHBOURHOOD PLAN