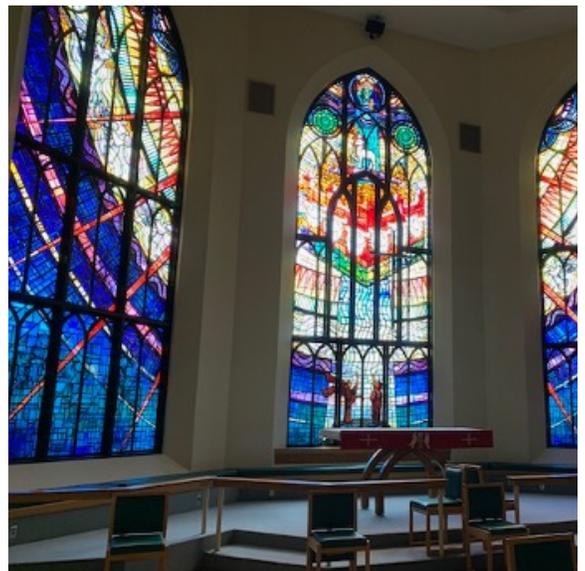
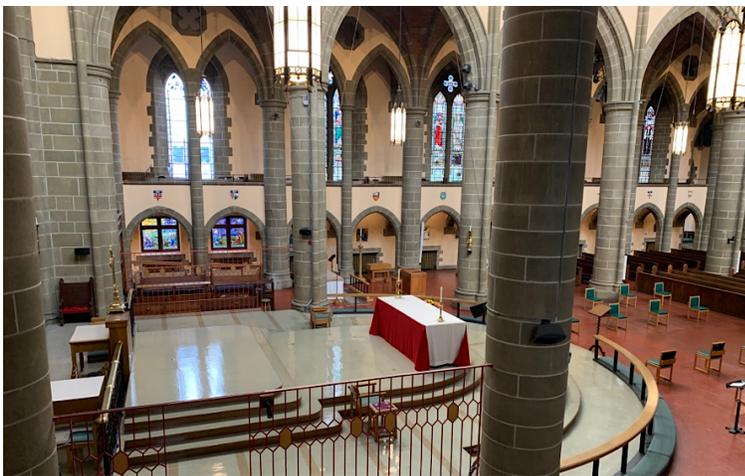


# CHRIST CHURCH CATHEDRAL PRECINCT

# Building for the Future Phase One Report

March 2022



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# Glossary

**CAC (Community Amenity Contribution):** Growth and development often lead to a demand for community amenities beyond what are provided by development cost charges a municipality requires. Community amenity contributions are an opportunity to offset the impacts of increased density and residents to an area; for example, contributions to local parks, recreation centres, cultural, environmental or socially oriented community activities and spaces can be negotiated during a rezoning process.

**Cathedral:** Christ Church Cathedral, Victoria is the diocesan cathedral for the Anglican Diocese of Islands and Inlets. It is also the home of a flourishing parish community of approximately 350 households. At present, about a dozen worship services a week take place there, as well as numerous meetings, rehearsals, performances and other events. More than 20,000 people visit the Cathedral every year.

**CCCB (Christ Church Cathedral Buildings Ltd.):** CCCB is a separate not-for-profit entity, chaired by the Bishop, which has responsibility for the capital maintenance and upkeep of two buildings on the Precinct: the Cathedral and Memorial Hall (current home of the School).

**Christ Church Cathedral School (School):** Christ Church Cathedral School is an Anglican independent School, offering an excellent education at an affordable price to approximately 200 students from Junior Kindergarten to Grade 8. Kindergarten to Grade 8 classes currently take place on the Precinct. The School recently embarked on a multi-year program to double its enrollment.

**DCAP (Downtown Core Area Plan):** 30-year Plan that is premised on concerted effort and collaboration by both public and private sectors; currently undergoing an update.

**Diocese:** The Anglican Diocese of Islands and Inlets (traditionally known as the Diocese of British Columbia) includes 46 worshipping communities on Vancouver Island, the Gulf Islands of the Salish Sea (Strait of Georgia), Broughton Archipelago and Kingcome Inlet. The Diocese is the owner of all church properties and buildings within its boundaries, including the Cathedral Precinct.

**DPA (Development Permit Area):** Local governments have the authority to designate development permit areas or DPAs. These areas identify locations that need special treatment for certain purposes including the protection of development from hazards, establishing objectives for form and character in specified circumstances, or revitalization of a commercial use area. The Precinct is part of the Cathedral Hill Precinct DPA 14 in the current Official Community Plan of the City of Victoria.

**OCP (Official Community Plan):** Official Community Plans describe the long-term vision of communities. They are a statement of objectives and policies that guide decisions on municipal and regional district planning and land use management. These decisions impact communities' sustainability and resilience.

**Precinct:** The Cathedral Precinct is defined as the block bounded by Quadra and Vancouver Streets, Burdett and Rockland Avenues. The three resident stakeholders on the Precinct are the Cathedral, the Cathedral School, and the Synod Office of the Diocese.

**STEAM (Science, Technology, Engineering, the Arts and Mathematics):** STEAM is an educational approach to learning that uses Science, Technology, Engineering, the Arts and

Mathematics as access points for guiding student inquiry, dialogue, and critical thinking. The end result is students who take thoughtful risks, engage in experiential learning and persist in problem-solving.

**Synod Office:** The administrative headquarters for the Diocese, housing the office of the Bishop and other diocesan staff, as well as the Diocesan Archives, is located on the Cathedral Precinct.

**TOR (Terms of Reference):** A TOR is document shared with external stakeholders to communicate a clear understanding of the shared vision, goals and objectives of a project or entity. In this case, a TOR was issued to potential community developers to communicate the Precinct's process and vision to identify potentially aligned future partners.

# Phase One Overview

*Throughout mediaeval Europe, the crowning glory of any great city was its cathedral.  
These beautiful edifices were more than places of worship.  
They were the very heart of the communities' culture and society.*

-Christ Church Cathedral, Ottawa, ON

*An Anglican centre  
for spirituality, culture, learning, heritage and community  
on these Islands and Inlets.*

-“Building for the Future” Vision Statement  
Christ Church Cathedral, Victoria, BC

## Introduction

### Goals and Objectives

The goals and objectives of Building for the Future, Phase One are firmly grounded in the principles and strategy that will thoughtfully guide the Cathedral Precinct's capacity, growth and evolution into the middle of the 21st Century.

To broaden engagement in Phase One, on-site visits, building analysis and inspections, precedent research, stakeholder sessions with Cathedral internal and external stakeholders and School Board of Directors, staff and parents were undertaken. In addition, the team has reached out to the development community to gauge the interest in development on or adjacent to the Precinct. With each exchange, the team has looked to understand the issues, possibilities, opportunities and challenges in creating an evolving Cathedral for the City,

Islands and Inlets. Concurrently, the City of Victoria is also looking toward its future. The City's Official Community Plan (OCP) vision statement demonstrates short-term goals that are in keeping with Building for the Future: *"By 2022, Victoria will be a bold, thriving, inclusive and happy city that people love. We will be known globally for our climate leadership practices, multi-modal transportation options, innovative approaches to affordable housing, and for meaningful reconciliation with the Songhees and Esquimalt Nations on whose homelands our city was built."*

The City of Victoria Strategic plans - including the Welcoming City Task Force, Create Victoria, Arts and Culture Master Plan and the Victoria Music Strategy - all demonstrate an innovative and progressive approach to city building. The City of Victoria's Official Community Plan defines culture as practices and values, heritage and place, the arts, diversity, and social history. The Cathedral Precinct reflects this definition of culture in Victoria.



Figure 1: Christ Church Cathedral - Chapel of the New Jerusalem

## The Process of Framing

The Phase One Framing of the Building for the Future Master Plan has created a baseline of issues, vision, needs and requirements. Wiser Projects and FaulknerBrowns Architects were engaged to create a framing process that is authentic, practical, and visionary. Phase Two will introduce site planning, municipal approvals, conceptual design, development plans, detailed costing, funding, and financing plans. Phase Three will be the detailed design, construction, and commissioning period.

Since May 2021, Wiser Projects has met bi-weekly with Ian Alexander, Chair of the Building for the Future Steering Committee and monthly with the full Committee. These meetings have provided valuable comment, insight, and direction on the early framing process.

In summary, the early framing process has included:

- A review of all established baseline data including the building survey, site plans, building drawings and floor plans.
- Preliminary functional, operational and needs assessment data from the Cathedral, the School, and the Synod Office of the Diocese.
- Stakeholder sessions with parishioners, the Diocese, internal and external stakeholders, School staff, parents, School Board of Directors.

- Local planning review of the Official Community Plan, land use plans, regional growth plans, local bylaws and zoning for Fairfield and the Downtown, to determine the development and adaptive permissions and regulations from the City of Victoria.
- Development of a set of Terms of Reference issued to 15 local Victoria land developers to entice development ideas and opportunities.
- Successful grant applications and funding received from the City of Victoria, Cultural Initiatives Program to focus on the re-purposing and design of the Cathedral interior.
- Cathedral site tours in England, conducted by Paul Rigby, FaulknerBrowns Architects.
- Preliminary site planning and Cathedral conceptual interior design.
- Consideration of a new building on-site to feature new administration, conference and community rooms, rehearsal space and café/retail at grade. This will provide increased opportunities for Parish and Diocesan gatherings, meetings, and community use.
- Possible consideration of the pros and cons of residential development as a means of revenue generation for the Precinct and a missional fulfillment of the residential needs in the neighborhood.
- Consideration of the Precinct's ability to meet the needs of the community and its neighbors going forward.
- An order-of-magnitude capital budget for Phase Two of the project.
- Preliminary partnership discussions with the Victoria Symphony Orchestra.
- City of Victoria engagement through the Cultural Spaces grant process for interior Cathedral works, and discussions with planning staff around the land use and heritage designation of the site.

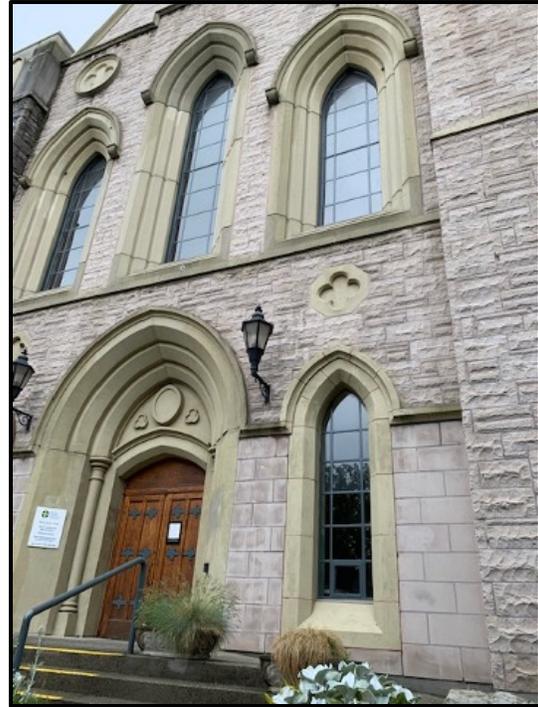


Figure 2: Christ Church Cathedral - SE Entrance

## Guiding Principles

The Cathedral's Aspirational Statements and the School's Strategic Framework have strongly informed the process throughout Phase One. Both documents very clearly state organizational values and beliefs, and have provided clear rationale and direction for all building, site, and municipal planning; community considerations, functional requirements, and development opportunities throughout Phase One. The team understands that the Synod Office is about to embark on a process of organizational review and strategic

planning. At the earliest appropriate time, the Synod's guiding principles and organizational directions will be added to Phase One.

## **The Aspirations of Christ Church Cathedral**

The Aspirations have been central to guiding all decisions taken in Phase One. The Aspirations include:

- *Worship that Equips:* Christ Church Cathedral's liturgy, study, and preaching provide inspiration, comfort, challenge, healing, learning, and spiritual formation for all ages so that the Church may be the heart and hands of God in the world.
- *Intentional Diversity:* Christ Church Cathedral values and welcomes all who seek God, regardless of race, religion, age, physical ability, mental wellness, class, sexuality, gender-identity, dress, or rank. We seek reconciliation with those who have not experienced such welcome.
- *"What" Trumps "Who":* Christ Church Cathedral welcomes partnership with all who feel compelled to serve the city.
- *Broad Collaboration:* Christ Church Cathedral aspires to build relationships and collaborate with people of other denominations, other faiths, and those who live outside faith traditions.
- *Advocacy:* The Cathedral speaks out on issues affecting both the Church and society, and advocates on behalf of those whose needs are discounted or whose voices cannot be heard.
- *Environmental Concern:* Christ Church Cathedral takes seriously the imperative to safeguard, sustain and renew the life of the earth.
- *Befriending the Church:* Christ Church Cathedral embraces its role as resource and collaborator with parishes across the diocese.
- *Intelligent Faith:* Christ Church Cathedral values informed and intelligent faith that embraces complexity and ambiguity, and to this end, is committed to providing varied opportunities for learning about God's world to all age groups.
- *Spiritual Refreshment:* As an oasis for spiritual refreshment and a physical marker of the unseen world of the divine spirit, Christ Church Cathedral is a community that upholds the beauty of holiness in all aspects of its life, including liturgy, the visual arts, music, communications, and its buildings and grounds.
- *Open to Change:* Christ Church Cathedral is a community that responds faithfully to changing context and emerging needs through continual renewal in people, vision, and mission.

## Christ Church Cathedral School's Strategic Framework

The Christ Church Cathedral School Strategic Framework, April 6, 2021, identifies the ethos, values, aspirations and strategic priorities of the School to guide development and growth. The Strategy has been the basis for the decisions and perspective of Phase One planning.

All Phase One decisions will reflect the mission, vision and values of the School. The mission is to provide a values-based curriculum accessible to students of all beliefs while nurturing the spiritual, social, physical and intellectual growth of every child. The vision is to foster a vibrant, caring and inclusive community where children can discover the path toward the best version of themselves. The School's values include community, excellence in teaching and learning, service to others, diversity and accessibility. The School is strategically focused on creating well-rounded educational approaches that will equip children to thrive in a time of social, economic and scientific change.

Phase One has particularly focused on the enrollment growth and capital expansion projects in the Strategy. In response to steady demand for admissions across all grade levels, the School intends to expand to a double cohort with student enrollment doubling over the next several years. The strategic focus for capital expansion will be planned in partnership with the Cathedral, the Diocese and the City of Victoria.

In fulfillment of the Strategy, the School program objectives will require an adapted facility to deliver an innovative kindergarten to grade eight curriculum and build a strong and vibrant educational culture and community. The music curriculum and program requires and involves mutual support with Cathedral space and program. The School's Strategic Plan guides the School's intent to develop the STEAM programming, enhance the music curriculum, attract excellent teachers and staff, expand service learning, secure long-term enrollment, and sustainable funding.

The sentiment gathered from Board members, staff and parents through stakeholder engagement, provides a strategic direction for future planning and design.

The parents at Christ Church Cathedral School (School) are committed to the School and the Precinct. Parents are realistic and practical. They want to be involved and want the School to be an innovative and progressive educational experience for students. They recognize the limitations of the space and how this hinders innovation in the curriculum and educational programming. They understand the value of revenue generation through rental with the community, and space sharing with other buildings on the Precinct site. They are ambitious for high standards in the School's academics, community relations, family relations and cultural opportunities. Parents value being together for family events and fundraising events and finding ways to engage with teachers to build community.

## Conclusion

The process undertaken to complete the 'frame' of Phase One has provided aspirational and concrete direction for the recommendations and process suggested for Phase Two. Of importance for the Phase Two process:

- **Broad and specific engagement.** The diversity of internal and external stakeholders that have a vested interest in the Precinct adds tremendous value to the real and perceived importance of the site. Continuing to ensure a variety of engagement

activities are undertaken to generate interest, knowledge share, and communicate will be crucial to establish early in Phase Two.

- **Grounding aspirations.** The aspirational and strategic work done to date by the School and Cathedral has given rise to a potential 'North Star' for the Master Planning process; namely, the creation on the Precinct of an Anglican centre for spirituality, culture, learning, heritage and community on these Islands and Inlets. Upon inclusion of Synod/Diocese strategic input, Phase Two will focus on grounding these aspirations into reality through project delivery.
- **Community support.** The Precinct is a central figure in daily spiritual, community and socio-economic life to many; the City, arts and music community, and development community realize this. The Phase Two process offers further opportunity to advocate, educate and partner with some of these entities to realize shared community needs and visions.

# Stakeholder Engagement

## Introduction

It is a well-known truism, grounded in centuries of history and borne out in contemporary experience on every continent, that cathedrals are never finished. Here in Victoria, discussions and consultations about the evolution of the Cathedral Precinct have been going on for almost a century and a half, going back even before the international public competition for the design of the present Cathedral in 1891.

The subject came back into the foreground during the planning of the East End extension in the 1980s, and the seismic upgrading of Memorial Hall a few years later. Several earlier rounds of consultation about “precinct renewal” have also taken place over the past decade or so.

Most recently, through the Greater Works and other stakeholder consultations, it has become clear that a master plan is required to realize the shared vision of the Precinct into the mid-part of the 21<sup>st</sup> century. Given the driving nature of the School expansion, market conditions, and a quickly evolving neighbourhood and community needs, time is of the essence.

The stakeholder engagement sessions for the Cathedral and the School provided crucial in-person and on-line discussion and direction for Phase One. The Steering Committee approved a questionnaire that was discussed in-person by internal Cathedral stakeholders on September 24<sup>th</sup> and 25<sup>th</sup>, 2021, and on-line with parents of the School on November 16<sup>th</sup>, 2021. Questionnaires were distributed to external Cathedral stakeholders, teachers and the Board of Directors of the School. A summary of findings appears in this section while **Appendix C** includes further documentation from all of the sessions.

## Cathedral Internal Stakeholders

Cathedral stakeholders assembled on September 24 and 25<sup>th</sup>, 2021 to participate in facilitated stakeholder sessions. Stakeholders responded to the following questions:

1. What they valued most about the Cathedral Precinct and what was most important to preserve and enhance with future generations?
2. The limitations to current space on the Precinct.
3. What they had seen or learned from other Cathedrals and Churches?
4. Regarding the Cathedral’s aspirational statements, how could spaces enhance worship and devotional life; better accommodate music, visual and performing arts; and be more welcoming to the public?

5. If they were building Christ Church Cathedral today, what would we do differently or the same?

There was much consensus and overlap of thought across the groups. The following is a summary of stakeholder values, sentiment and recommendations. Please reference **Appendix C** for a full accounting of all facilitated Cathedral Stakeholder Session Findings.

## **Values and Sentiment**

Stakeholders describe the nave as majestic, beautiful and magnificent. They particularly value the small chapels and spaces for quiet contemplation and worship. They recognize the rich history of the Precinct buildings and site.

Stakeholders also value the unique integration of Diocese, School and Parish and the opportunities for synergies and growth. They recognize the unique contribution of the School families and the Cathedral children and youth.

Stakeholders recognize the balance between cherishing the Precinct history and innovating for the future. Innovation is required to enhance gatherings, hospitality, music, visual and dramatic arts, local community connections and developing a supportive relationship with the City of Victoria.

Stakeholders also acknowledged the Precinct property as likely the most valuable asset to pass on to future generations.

## **A Vision of the Future**

The vision for the Precinct is a beautiful place that attracts and supports the next generation. Examples of this could include: flexible new spaces to host conferences, community events, learning and hospitality; a community support space to host health clinics and aid for the homelessness; a comfortable drop-in space for games, conversation, and friendship; and better physical integration of School and the Cathedral for kitchen and gathering spaces.

There are also clear opportunities to redesign the nave to accommodate music, worship, and performance in more flexible ways, bringing warmth and connection on all sides to worship, music, concerts and Parish life. Again, examples might include: an opportunity to become Victoria's signature music, arts, performance venue and an innovator in music and the arts; a plaza connection to Burdett Avenue with a café; a connection to the new park at the Courthouse; and the possibility of becoming a housing provider.

## **Challenges to the Cathedral's Growth and Innovation**

The current nave design presents challenges for children, people with limited mobility, clear visibility, placement of choir members, dramatic presentations and optional/adapted seating for worship and gatherings.

The shape and size of the chancel, with its multiple levels and distant, removed feeling is characterized as “neither functional nor pleasing. A stylistic mismatch with the building.” Limited sight lines, acoustics and accessibility are challenges throughout the building. The limited number of volunteers within the Parish affects the ability to plan for the future.

The north side of the building along Rockland Avenue presents municipal limitations. The small, dark, cloistered narthex is seen as “dim, dingy and foreboding.” There is inadequate exterior lighting and signage around the building. The small kitchen and inadequate Chapter Room are problematic for current programming and future growth. There is a lack of multi-functional and flexible space.

The Deanery/Synod office work and meeting spaces function poorly and there is a lack of centralized administration space. Administration is located separately from the Cathedral proper.



Figure 3: Christ Church Cathedral - looking east from the floor of the Nave

### **Cathedral External Stakeholders**

Many of the third-party respondents to the questionnaire stated that the biggest musical/performance advantage comes from the Cathedral’s openness and eagerness to embrace new programming and partnership opportunities, and its obvious and willing support for the arts. Local arts organizations appreciate the engagement of Cathedral administration and programming staff. The Cathedral is seen as “quick and creative, open-minded and supportive.” They make the arts organizations feel welcomed, appreciated and at home.

It’s widely acknowledged that carefully chosen music programming attracts a broad cross section of the public into the Cathedral building. This brings value to the community and serves as public outreach to the community regardless of religious affiliation.



Figure 4: The Deanery Gardens

## Findings and Trends

- The community would benefit by a gathering room that is larger and better equipped for hospitality than the Chapter Room.
- The use of the Chapel of the New Jerusalem could easily be transferred elsewhere, but the powerful presence of its large stained glass window must be preserved.
- Consideration of the use of the School for community and artistic groups should be considered.
- Potential temporary home for the VSO in the School, as well as the opportunity for the VSO as a permanent site partner.
- Upgrades to nave and narthex include acoustics, seating, choral seating, hospitality, ticketing, event management.

## School Stakeholders

There was consensus amongst the engagement activities related to the School that the site could be utilized in far more efficient and effective ways to support the STEAM vision and the double cohort growth anticipated. This includes an enhanced relationship between the Cathedral and the School, but also the overall Precinct and the School indoor and outdoor activities.

## Findings and Trends

- School parents: utilize the School site in more efficient ways, including: maximize the basement; improve pick up/drop off access; carry STEAM vision throughout spaces both indoor and outdoor; improve health and safety through renovations and new design, including environmental health; improve connections between School and remainder of Precinct.
- School staff: improved 5G and technological access across the site; uniformity in design, materiality and furnishings; improved parking and site access; improved building maintenance.
- School Board of Directors: focus on teacher and staff needs more holistically; improve welcoming of physical building and experience for staff and students; focus on improved space not just for double cohort but STEAM vision specifically visual and performing arts.

**Appendix C** provides detailed feedback from stakeholders including the School parents, staff, and Board of Directors.

## Conclusion

The findings, trends, and recommendations throughout the engagement process were provided iteratively to the project team and committee to ensure a continual input from the community and stakeholders. What was identified in the findings, trends and recommendations has led to the recommendation of areas of opportunity and priorities for work in Phase Two. A variety of mutually beneficial partnerships were identified throughout this process that warrant further exploration in Phase Two; e.g. a possible partnership with

the Victoria Symphony and further alignment between the School and Cathedral from a physical and programmatic perspective.

# Needs Assessment and Functional Programming

## Introduction

The needs assessments and functional programming for the Cathedral and the School included several rounds of defining organizational and functional needs and requirements going forward. Below are summaries for the Cathedral and School project future requirements and opportunities to meet these needs into the middle of the 21<sup>st</sup> Century. This information was used to inform the design opportunities, with some potential opportunities to address them have been identified through this process.

It is important to stress that the following tables are illustrative, and by no means definitive. They provide concrete examples of the kinds of improvements and expansions that would be necessary to realize the occupants’ aspirations. Working out the details about the best way to achieve these goals and meet these needs will be at the heart of the Phase 2 master planning process.

Table 1: Cathedral Needs Assessment Summary

Program area / Priority	Needs and Goals	Future Design/ Utility Consideration
<b>MAIN LEVEL</b>		
<b>Narthex</b> <b>Welcoming / Hospitality</b>	Vehicle drop-off zones	Quadra, Burdett/Rockland, School
	Brighter, more welcoming Narthex	Visitor centre/info, ticketing, retail shop, bar, movable refreshment stations for multiple locations
	Improved signage and wayfinding here and throughout the building	Linkage to ceremonial entrance to South Lawn
	More washrooms with better accessibility throughout the building	Including some at West End
<b>Multi-Faith Chapel</b>	Improve design and usage	Permanently in the Narthex? Perhaps portable elsewhere.

<p><b>Cathedral Office and Custodial Space</b></p>	<p>A public-facing office in the Cathedral itself</p> <p>Need proper custodial space.</p> <p>Nursey/Meeting space suitable location for on-site office or custodial space</p>	<p>Linked to Welcoming/Hospitality</p> <p>Repurpose Nursey/ Meeting Space</p>
<p><b>Kitchen</b></p>	<p>Expanded kitchen facility - need to provide meals for neighbours and service large Cathedral receptions</p> <p>Currently not enough kitchen space and volunteers</p> <p>Still need a larger kitchen, but less than an industrial kitchen</p>	<p>For Cathedral events and community outreach</p> <p>What kind of kitchen will serve the community?</p> <p>Where should kitchen be located?</p> <p>Perhaps one shared commercial kitchen attached to the School and a second better non-commercial kitchen to service internal Cathedral needs</p>
<p><b>Nave Worship and Liturgical Music Concerts and Public Events</b></p>	<p>Chancel - Reconfigured chancel area to be more accessible and approachable for worship and for concerts</p> <p>Altar - Consider altar move into the centre of the space</p> <p>Choir - Location(s) for choir on main floor</p> <p>Replace most/all pews with movable chairs and replace floor</p> <p>Storage - Need chair storage area, A/V storage area</p>	<p>Improve utility, acoustics and aesthetics, not quantity of visitors</p> <p>Cathedral to be open to the public 9:00 a.m. to 6:00 p.m. seven days as week</p>
<p><b>Sacristy, Chancel Guild, Server's Vestry and Clergy Vestry</b></p>	<p>Reconsider function of spaces</p>	<p>Aesthetics, acoustics, practical considerations</p>
<p><b>Chapter Room</b></p>	<p>Used as Green Room for concerts and meetings</p> <p>Improve ventilation, acoustics and size</p>	<p>Sacrifice this room to build more washrooms</p>
<p><b>LEVEL 2 EAST</b></p>		
<p><b>Chapel of the New Jerusalem</b></p>	<p>Preserve chapel areas</p> <p>Need to find a way to demarcate spaces.</p> <p>Improve acoustics, sound and video</p> <p>Currently used for junior chorister practice, Sunday School, small meetings</p>	<p>For quiet prayer, meditation, small services</p> <p>Community use by AA, Tai Chi, Yoga, Island Mental Health</p> <p>Retain event planner to program the space and increase staff</p> <p>Consider re-design for Worship, Liturgical Music, Concerts and Public Events</p>

<b>Storage, Reference Library, Classroom, Guild</b>	Repurpose rooms Mostly storage for AV, Guilds, Harpsichord, Guild of St. Matthew, Sunday School, Resource Library	
<b>Rehearsal Space for Choirs</b>	Rehearsal space(s) for choirs including junior choristers Choir, on the sides, too far away from rehearsal space. Currently using South tower room and CNJ	Location and accessibility Are CNJ and north area the best space for rehearsal?
<b>Third Floor Art Room</b>	Remote location, currently storage	Needs repurposing
<b>Columbarium</b>	Improve physical accessibility	Revisit previous work by CitySpaces
<b>NEW BUILD</b>		
<b>New Build to accommodate community and conference facility</b>	Large meeting room, flexible for multiple configurations, users and purposes Provide learning centre for the community	Kitchen to service 250-300 people Demolish deanery and replace with new build
<b>Administration/ Meetings</b>	Mini conference centre and smaller, flexible meeting rooms Possible residential above for revenue purposes?	
<b>Kitchen</b>	Kitchen Retail and NFP enterprises at grade	

# Christ Church Cathedral School Needs Assessment Summary

Table 2: Christ Church Cathedral School Needs Assessment Summary

Program Area Priority	Needs and Goals	Future Design / Utility Consideration	Potential Community Connections
<b>Fabrication Shop and Art Room(s)</b>	<p>A place for students to design, build and take apart things as they solve 'real-world' problems by creatively using tech, science, engineering, and the creative arts</p> <p>Use in summer for community courses/camps</p>	<p>Multi-age use (5 - 14)</p> <p>Room for 24 students in each space</p> <p>Lots of storage, durable tables, good air circ., safety equipment, lots of electrical outlets, etc</p>	<p>Partner with VIATEC companies to showcase technology, coding, design and fabrication skills and build interest</p>
<b>Music Programming</b>	<p>Soundproof practice, performance and recording spaces for bands and choirs –a separate area for each</p> <p>Appropriate for students and community group use</p> <p>Private and semi-private practice rooms</p> <p>This is a major strategic focus for the School</p>	<p>Instrument storage</p> <p>Sound and Video recording capacity</p> <p>Safe acoustic design</p> <p>Flexible seating - bands, jazz bands, quartets, choirs, small ensembles</p> <p>Space for sectional workshops</p>	<p>Christ Church Cathedral</p> <p>Victoria Conservatory of Music</p> <p>Local children's choirs, bands</p> <p>Local music teachers</p>
<b>Classrooms</b>	<p>Improved and larger learning spaces with sufficient storage,</p>	<p>Middle School classrooms available</p>	<p>Local College / University satellite campus for adults</p>

	<p>fully equipped technologically</p>	<p>for community rentals evening/weekends</p> <p>Where possible, organized around a central space or learning commons, perhaps different hubs for primary, intermediate, and middle School levels.</p> <p>Flexibility of design to allow multi-function use and varied seating/furniture set up</p>	<p>Cathedral Parish could use in evenings / weekends</p> <p>School could offer community classes in evenings / weekends</p>
<p><b>Physical education spaces</b></p>	<p>As we grow, we will require twice the gym space.</p> <p>Consider using rooftop area to maximize available area.</p> <p>Consider a very large, dividable gym to allow for after School tournaments.</p> <p>Bleachers to accommodate spectators</p>	<p>Could double up as performance area with removable stage</p> <p>Available for rentals evening/weekends</p>	<p>Potential to seek partnership with YMCA-YWCA if located close by</p>
<p><b>Office and meeting rooms (parents, and staff)</b></p>	<p>Properly sized rooms for staff meetings and parent meetings</p> <p>Main office area that is welcoming, interesting, with space to showcase student art and work</p> <p>Separate teacher workspace for individual and collaborative work</p>	<p>7-8 persons - office: Head, Assistant Head, Exec assistant, admissions, development, reception, facilities, etc.</p>	

<b>Health Room</b>	<p>For one or two students and one adult supervisor</p> <p>First Aid storage, eye wash station, cot for students who are injured or ill</p>		
<b>Counselling room</b>	<p>Private room for small groups of students (4-6) and a counsellor</p>		
<b>A Central Commons</b>	<p>The heart of the School, a gathering place that is centrally located, lots of light and seating for visitors and students/staff</p> <p>Sometimes called the learning commons, this space could incorporate an open concept library with seating for relaxing, reading, or small lectures</p> <p>Could double as performance or practice area</p> <p>160 student capacity</p>		
<b>Speciality subjects: Art, drama, technology (steam plus digital tech capacity)</b>	<p>Learning spaces that are tailored for optimal teaching of these subjects</p> <p>Art: sinks, drying racks, storage, display</p> <p>Drama: stage area, audio-visual equip</p> <p>Digital tech: connected displays</p> <p>Could be available for community rental or for summer and holiday break camps provided by the School</p>		
<b>Kitchen</b>	<p>Located near large gathering space (gym, central commons, performance space) to serve large functions</p> <p>Community food preparation such as Christmas potlucks, School pizza dances, etc.</p> <p>School community use and cooking classes</p> <p>Kitchen with 4-6 stations (12 students)</p> <p>Students prepare foods for supportive housing</p> <p>Could be available to Parish for events</p>		

	Should accommodate cooking classes for students (and community)	
<b>Playgrounds</b>	Must meet the needs of 300 students  Should include a turf area and a hard surface for ball sports  Playground time could be staggered as could drop-off, pick-up times	Consider rooftop areas

## Conclusion

The needs assessment undertaken on the preliminary function program needs to be aligned closely with the findings of the stakeholder engagement process. It is this alignment that will form a strong foundation of shared understanding of prioritization for Phase Two. Further, the needs assessment underscored the need for more detailed functional program analysis for the School, given its capital plans and unique institutional needs, and the Synod’s needs as it continues to explore its operational needs into the middle part of the 21<sup>st</sup> century. The information gathered has been used to provide the foundation of the design exercise undertaken.

# Opportunities and Constraints

## Introduction

Based on the community, stakeholder and and policy context work of the previous chapters, it is possible to identify significant opportunities and constraints for the site. These are addressed below. The purpose of this section is to provide a picture of how the site encourages or limits future development, based on broad land use possibilities, and informed by what internal and external stakeholders have told us about their experiences and expectations of the site.

Opportunities are those characteristics that may encourage certain types of uses, development or partnerships. Constraints are those characteristics that may limit or restrict use, pose significant risk, or do not add value in alignment with the vision, mission or goals of the Precinct. There are often inherent conflicts between opportunities and constraints, which will need to be evaluated with the intent of optimizing the two sets of factors, while minimizing risk to the Cathedral stakeholders and community.

**Appendix D** provides a detailed overview of potential development/land use/programming opportunities categorized under new development; administration/operations space; education space; Precinct lands/outdoor Space; and Cathedral space. Each section is then filtered by 5 key considerations, where opportunities and constraints are presented for each of the following categories: policy, political, community, programming and partnerships, and financial.

The following section builds on this analysis to present several informed recommendations about the site and its buildings.

## Analysis

The work to date has focused on understanding project vision and situating the project potential within the aspirations and physical attributes of the current Precinct structure. The approach has been to identify what is possible and broadly assess available strategies for project delivery. This section provides a summary of the recommendations identified through the opportunities and constraints process.

## **Development of the Cathedral Precinct**

Key considerations:

- A better-used, more community-focused Cathedral, visited and appreciated by more people, more often.
- Enhance the Cathedral's position as a significant civic asset within the urban fabric of the City - e.g. What is the arrival sequence? How does the Cathedral have a positive impact on context?
- Renew and expand the School, with a completion target of 2025.
- New construction to accommodate additional Cathedral needs and shared services.
- Explore potential opportunities to introduce other socially appropriate uses to the Precinct, such as housing.
- Identification of spaces that could be usefully shared and used by a variety of stakeholders and user groups.

Figure 5 describes project considerations under specific titles relating to activities hosted in the Cathedral. The organizational chart groups topics into Worship and Non-Worship uses. Worship use includes services, chapels, and support. Non-worship uses include community uses, events and visitors.

## **Modernization and reformatting of the existing Cathedral**

Key considerations:

- Maximize the effective usage of the existing building.
- Improve accessibility, welcoming and wayfinding.
- Upgrade existing facilities.
- Explore flexible formats to support a variety of worship scenarios.
- Explore flexible formats that enhance the capability to accommodate a variety of musical and other cultural events.
- Identify spaces that can be enhanced to provide additional shared space for use by the School.

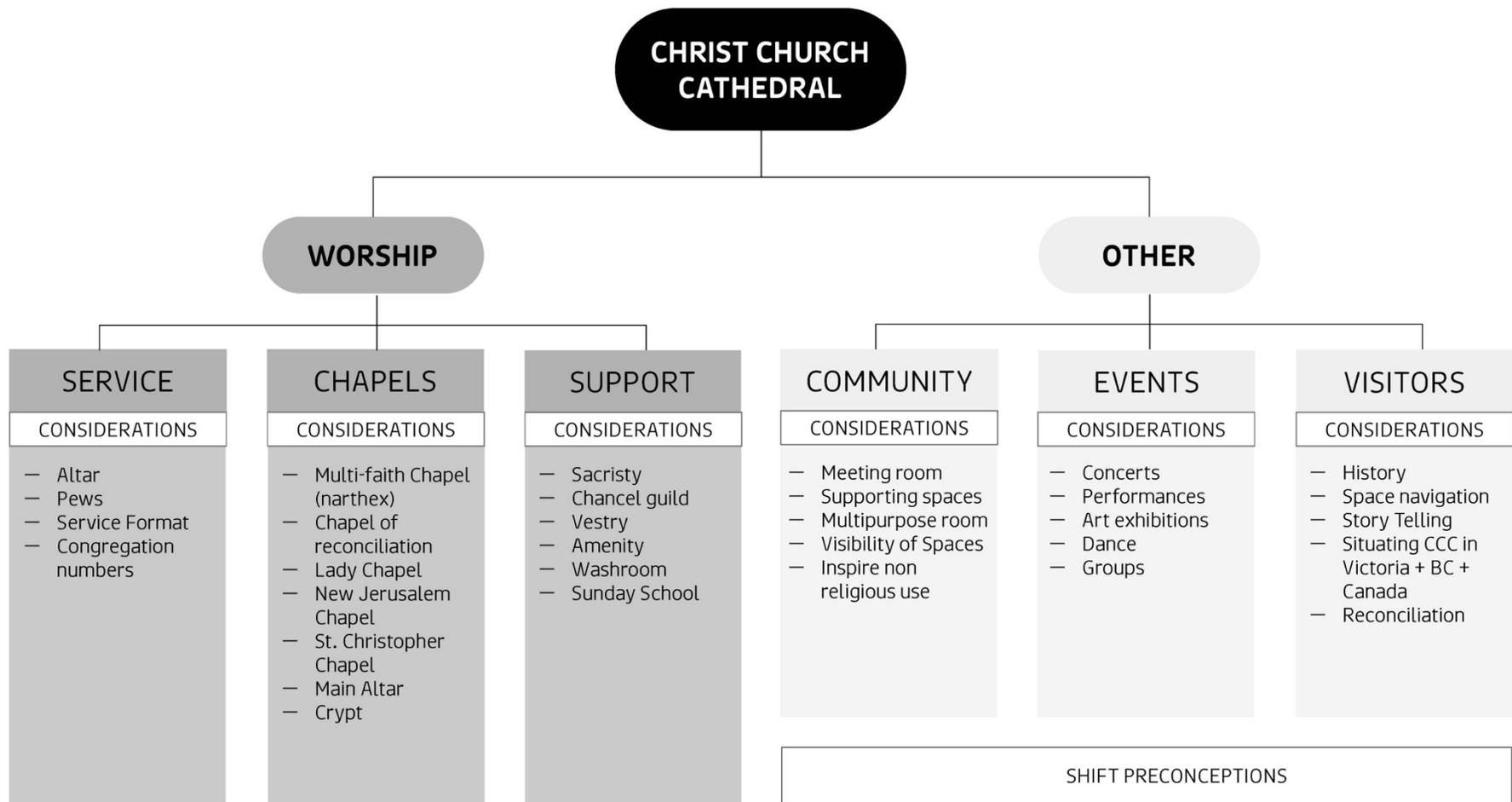


Figure 5: Summary of Phase One Findings and Recommendations

# Existing Cathedral

Exploration was undertaken in three parts. These parts are detailed below and in **Appendix E**.

1. Building analysis.
2. Programmatic use.
3. Opportunities to shape the future.

## Building Analysis

### An Unfinished Vision

The existing Cathedral is an interesting but unfinished vision. The current building is made of two phases of construction the original nave space and then the 1990's "East End" extension on the area traditionally planned as 'the crossing'. The Cathedral does not have the traditional compositional elements often found in churches of this type, such as transepts, quire and high altar. The bones of the existing church consist of a simple rectangular space for worship and other events.

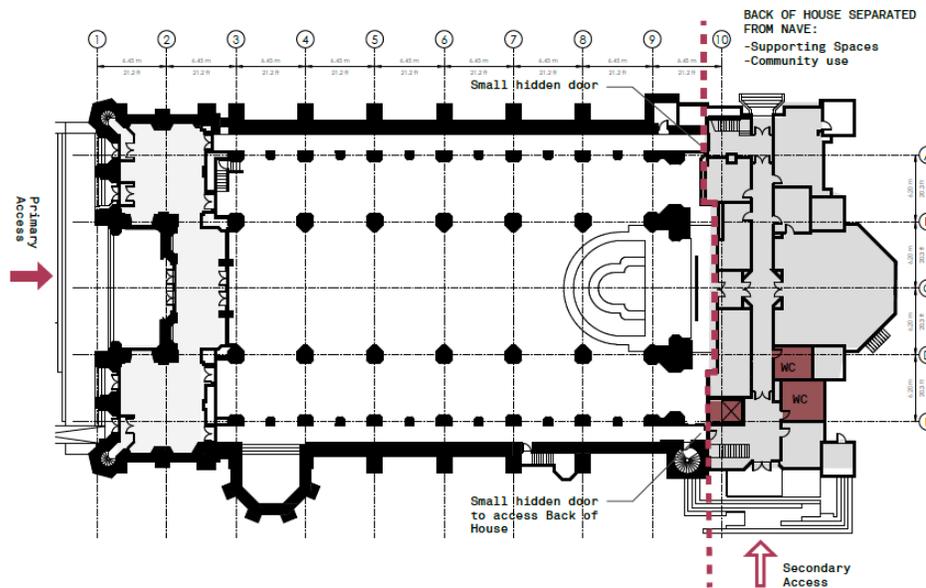


Figure 6: Current layout of Christ Church Cathedral

## Wayfinding and Arrival

A place of worship should be accessible, as defined by the building code and the Accessibility Canada Act, and welcoming for all. The current entry sequence and the experience of arriving at the church can be improved. Here are some specific opportunities.

- The Cathedral has two entry points: the main west doors and the secondary southeast access to multipurpose spaces. Neither entrance has clarity of purpose nor is obviously open to all. Clarity should be communicated through design as well as signage.
- The Narthex is a space of odd, constrained proportions, that delivers an uncomfortable, unwelcoming arrival sequence. Expansion of the narthex to deliver a more generous lobby space would deliver many benefits and opportunities for how this space is used.
- Multipurpose spaces and spaces for community programs are hidden and difficult to find. Natural wayfinding and clarity of signage would be beneficial.
- There is a disconnection between spaces making the 'whole' church difficult to experience, understand and navigate, especially for visitors and tourists who are unfamiliar with the layout. Many of the key spaces are accessed through hidden circulation routes. Signage and improved visual connection between spaces would improve the situation.
- There is limited elevator access, leaving many spaces inaccessible to people with disabilities. Additional elevator provision could be incorporated in any refurbishment work.

## Accessibility

Approximately 37% of the current spaces in the Cathedral are not accessible. Inaccessible spaces include:

- Altar
- Chapel of Reconciliation
- Columbarium
- North and South Galleries
- Balconies of Chapel of the New Jerusalem
- Choir Room, Organ Loft and North Tower Room
- Ringing Chamber and Bell Tower

## Recommendation

In total, 37% or 900m<sup>2</sup> of the Cathedral's total floor space is not accessible. To deliver best value for the community and make the most of the Cathedral as culturally rich and available asset, new and improved accessibility and circulation features should be included in any refurbishment strategy.

It may be possible to provide inter-level connectivity at the west end of the Cathedral, delivering full access to the Columbarium, North Gallery, Choir Room, Organ Loft, Towers and Parapet. This could be a major attraction for visitors, and a potential source of revenue. It could also open up opportunities for more effective use of under-exploited space, e.g. in the Tower Rooms.

## Washrooms

Washroom provision is currently below accepted standards, especially when considering congregation and concert numbers at significant services and events.

## Recommendation

Any refurbishment project should include additional and appropriately located washroom facilities. A key consideration of this facility expansion is usage patterns. Given that there are multiple occasions per year when the Cathedral is full to capacity, we recommend around 200% more washrooms than would be required day to day within a variety of locations, levels of accessibility, and public availability.

## Programmatic Uses

### Services and Service Format

Currently, the nave is home to a large, fixed chancel or altar platform, taking up about 11% of available floor area. Seating is provided largely by fixed pews; many seats have obscured sight lines due to the placement of large pillars.

The current layout provides opportunities to enhance the position of the Cathedral as a top performance venue that combines its cultural pastimes with religious worship in a way that is accessible to all.

We have explored the potential and flexibility offered by removal of all fixed pews to be replaced by portable seating. This format of seating, combined with a portable altar, could provide many different formats for both worship and performance. This flexibility and operational consequences of this will be explored in more detail during Phase Two of the project.

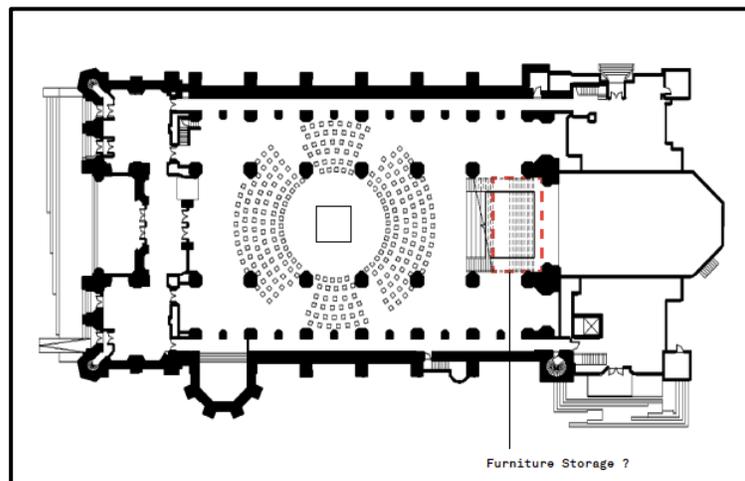


Figure 7: Opportunity for Worshipping in the Round

## Chapels

Chapels are an important feature of any cathedral. Their function is to provide peaceful, intimate space for small services, private prayer and devotion, personal reflection and meditation, quiet conversation and pastoral counsel. The Cathedral currently has 6 chapels, of widely varying configurations. Many of those spaces are either not accessible, underused, or suboptimal in terms of layout, format, enclosure and acoustic separation. Following the Phase One review of the spaces, a full detailed appraisal of how each space functions and the frequency of use should be undertaken to identify what, if any, scope there is for a consolidated approach to provision of chapels. The historic meaning and value of the Lady Chapel and its furnishings is recognized. The location of the Chapel of the New Jerusalem and the spaces directly beneath it affords intriguing opportunities for a new, consolidated chapel space that delivers optimum format and high-quality acoustics.

## Liturgical Support Spaces

There is an extensive suite of liturgical support spaces and multi-purpose rooms located below and around the chapel of New Jerusalem. The relationship between rooms that support liturgical activity, such as the Sacristy and Vestries, and multi-purpose rooms like the Chapter Room is blurred, potentially creating operational conflicts in certain scenarios. The warren of small rooms on the second floor seems confusing and inefficient. There is opportunity for a functional and operational review to be undertaken with the aim of consolidating spaces and making clear distinctions between private spaces that support liturgy and rooms used by the public.

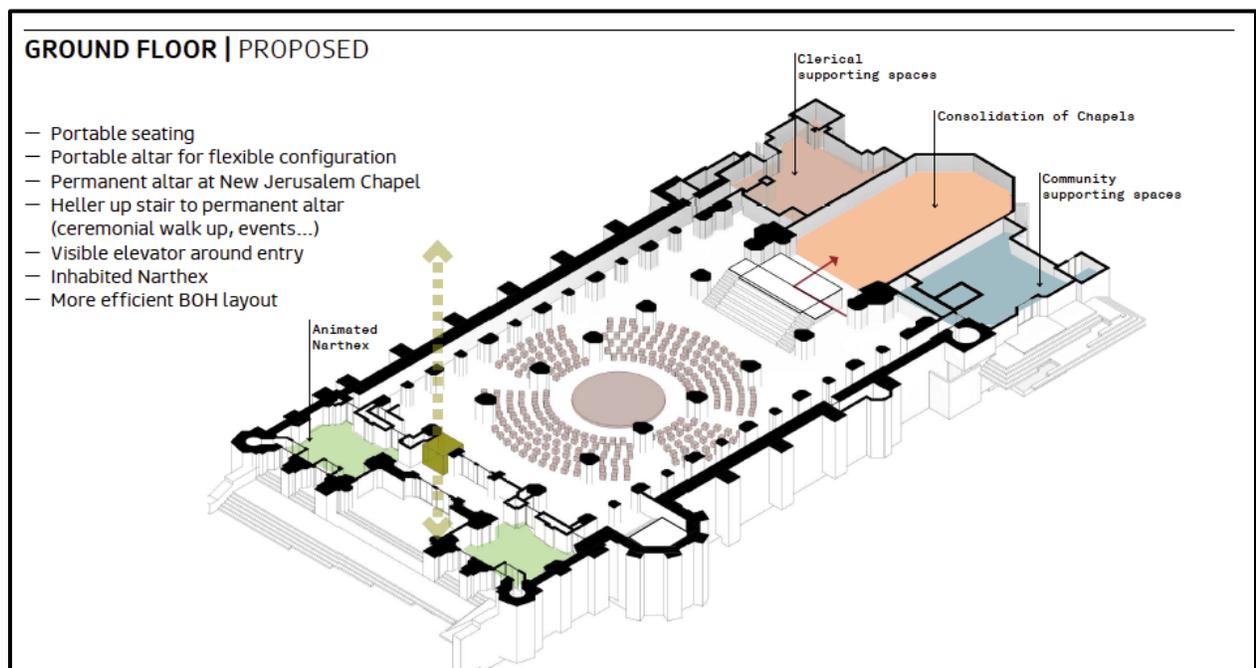


Figure 8: Opportunity Ground Floor

## **Other Events**

There is a growing demand to find ways in which the Cathedral can be used by other organizations to host events, including, but by no means limited to, musical performances and other cultural events. Other examples include public lectures, art exhibitions, conferences, etc. - whether organized by the Cathedral, or by outside groups, or in partnership. Removal of fixed pews and their replacement with flexible seats will go a long way towards creating flexibility to accommodate such events, in a variety of formats. There is the opportunity to take this further and add in fixed or temporary locations for bleacher / terraced seating to host performers and or audience. Phase One identifies high level potential for innovative spatial formats that will provide the foundation for further analysis and development during Phase Two.

## **Visitors and Tourists**

The Cathedral is a significant heritage landmark in Victoria, and a rich part of the history of BC. Its location close to the downtown core suggests that it should be a significant destination for visitors to the city. And indeed, it does attract approximately 20,000 visitors per year. However, the Cathedral has only begun to realize its potential as a tourist attraction, in terms of numbers of visitors, length of stay, quality of experience, and revenue potential. There are significant opportunities for improvement in this regard; e.g.:

- Enhance the significance of the Cathedral in its urban context.
- Make it clear to the community and visitors that the Cathedral is open to all daily.
- Consider how visitors interpret the building and its history.
- Add additional service facilities for visitors such as visitor centre, café, bookstore, proper washrooms, spaces for rest and reflection.
- Consider modifications to the building to offer additional attractions such as rooftop viewing terrace and gallery spaces.

## **Opportunities to Shape the Future**

### **Spatial Hierarchy and Legibility**

Currently, the spatial hierarchy in the Cathedral is not clear. To consider refurbishment interventions in the context of what currently exists, the following figure is a zonal map that identifies spaces in a hierarchy while identifying opportunities:

- Central Nave: primary space for worship and events.
- Secondary public seating spaces in side aisles.
- Chapel of the New Jerusalem, premier chapel space.
- Towers and their potential to provide public amenity.
- Narthex and its role in orientation on arrival.
- Chapel of Reconciliation and its potential to be the focus for outreach.

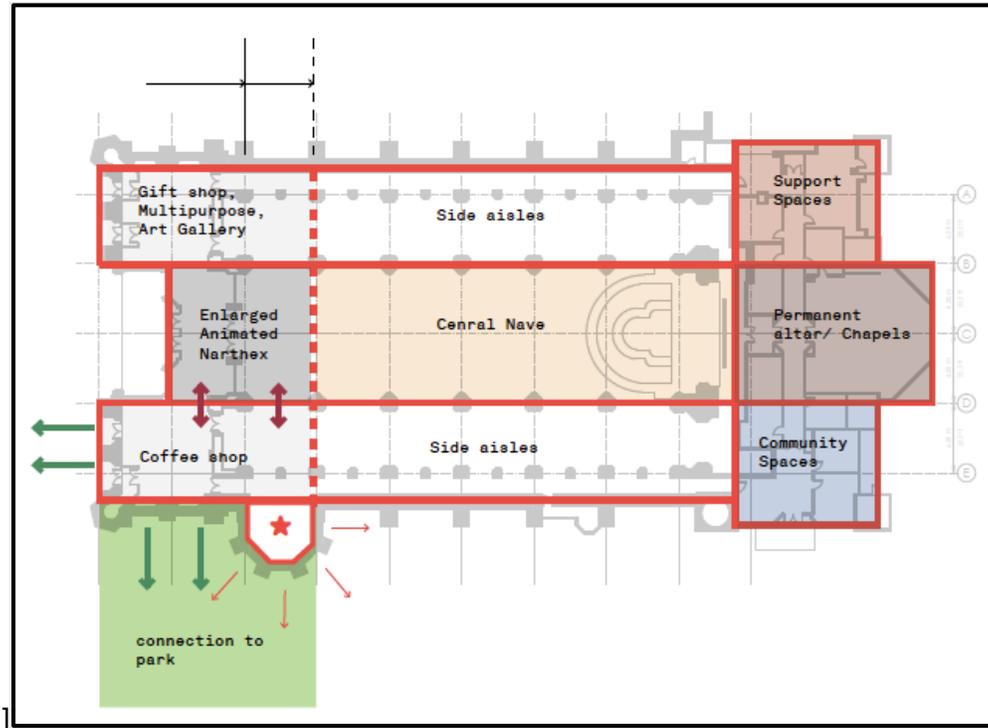


Figure 9: Potential future use layout of Christ Church Cathedral

The list below identifies potential refurbishment interventions that will enhance the space's flexibility to accommodate a wider range of uses and improve flexibility.

Interventions include:

- Elevator connection between the crypt and the roof located at the west end close to the west entrance. This intervention has the potential to make the crypt, the balconies, the choir loft, the bell room, the towers, and the roof accessible.
- Removal of fixed pews and replacement with flexible seating.
- A newly animated and expanded Narthex. Animation of the space would come from integration of café and gallery spaces.
- Additional multipurpose and studio spaces for musical rehearsal, practice, art, and other community uses. These would be located as new floor spaces within the volume of the towers.
- Completion of the gallery loop. This would provide a full circuit of space for audience and display purposes.
- Potential terraced stairs connecting the nave to the CNJ. This feature would provide space for choir, performance or audience.
- Consolidated back of house support and community spaces at the east end
- Consolidated chapel space in the location of CNJ at either ground or first floor level (or both, in a double-height space).

- Accessible viewing platform at the top of the towers. A non-worship tourist attraction aimed at lifting visitor numbers.

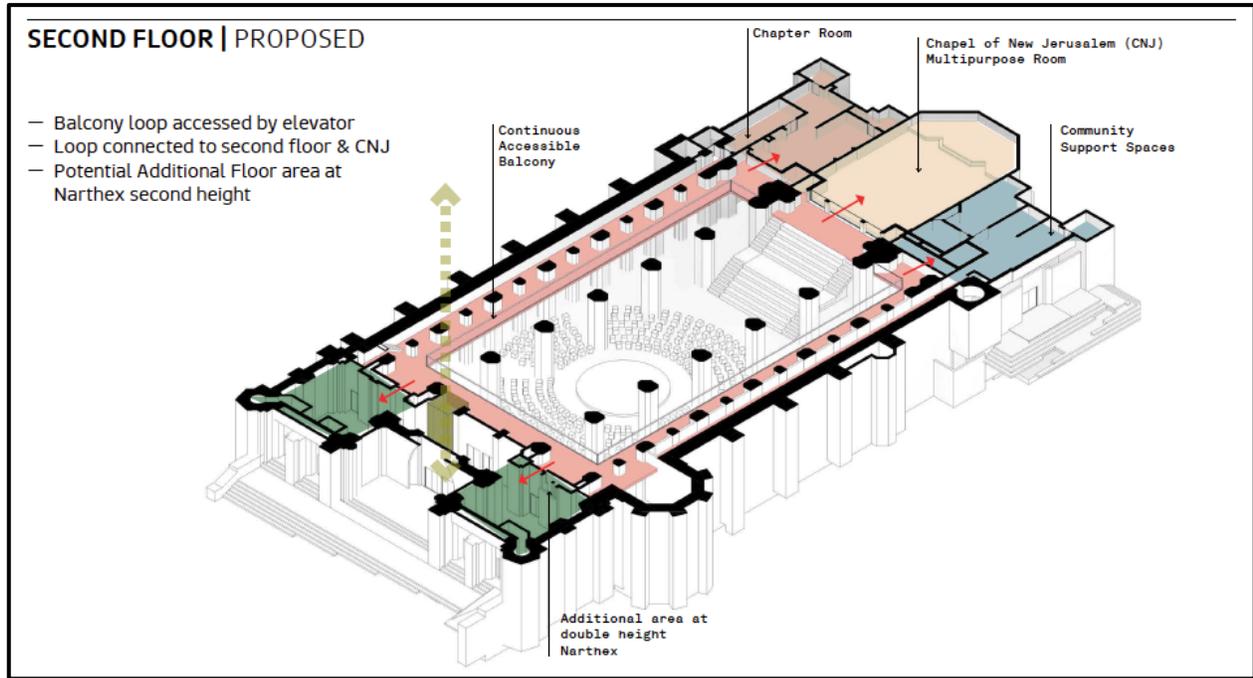


Figure 10: Potential Second Floor Interventions

# Project Vision, Precinct Masterplan

A high-level review of the opportunities available in a scenario where the Cathedral Precinct is redeveloped is based on the following understanding of the key project goals:

- Improve the situation and status of the Cathedral in context.
- Improve accessibility and spatial relevance of Cathedral itself, with the goal of extending its community and social purpose.
- Provide an expansion or new School.
- Consolidate spaces occupied by diocese and synod.
- Create new flexible community spaces to support operations and goals of Cathedral and stakeholder partners.
- Consider other on site uses that could add richness to the Precinct or provide funding for development.



Figure 11: Site Location

## The Cathedral as a City Landmark

Currently the Cathedral does not make the most of its context. It sits on the site in a manner that does not invite the community to engage. Redevelopment of the site creates an opportunity to generate a positive dialogue between the Cathedral and the City.

Opportunities include:

- Creation of a democratic public square as a “welcome mat” at the Cathedral’s main west entrance. This space would be a shared surface and give priority to people over cars. Discussion with the City should begin to consider reducing the presence of cars on this part of Quadra Street.
- Enhance the landscape boulevard qualities of Courtney Street. Request that the City triples the pedestrian sidewalk space and cuts in half the width of the street given over to vehicles.
- Identify uses and spaces that can be enhanced to bring visual life to the towers. There is the opportunity to add to the top and open large parts of the blank facade to reveal what is going on inside.
- Locate a café or other use to animate the park, the new square, and the entrance area.

## Site-Wide Framework for Redevelopment

The site was analyzed, and a framework generated within which a variety of options for redevelopment exist. Key considerations in the site-wide analysis were:

- The merits of each of the heritage assets.
- The setting, presence and geometries of the Cathedral.
- Delivery phasing.
- Green spaces.

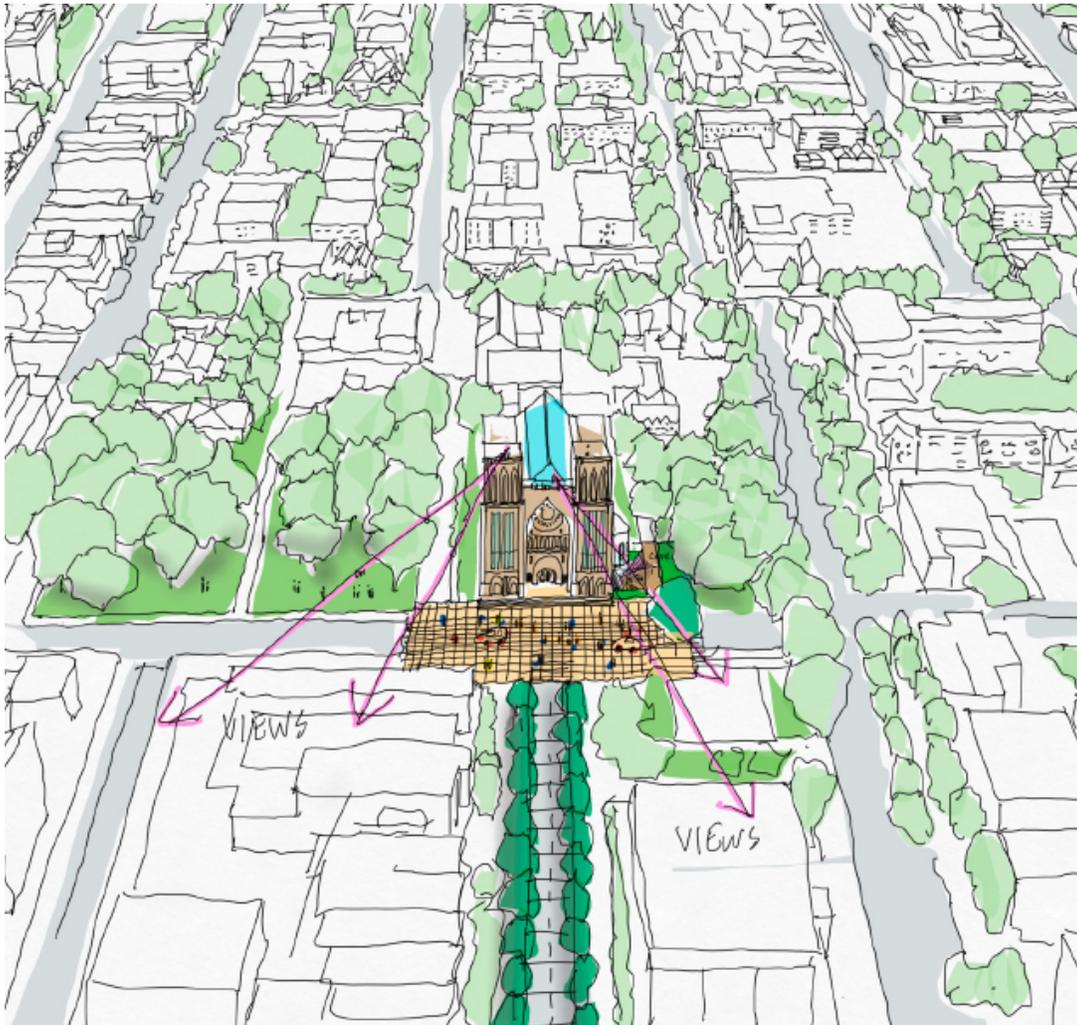


Figure 12: Greenspace and setting, presence and geometries of the Cathedral considerations

Through this site wide framework exploration, various permutations for configuring the site have been explored. Two main approaches arose through this process: that of the School and Cathedral being physically connected, and of them remaining independent structures on

the Precinct. Two options within each of these approaches are provided here for illustrative purposes to communication visual opportunities and potential constraints for consideration in Phase Two.

**Option 1: Co-location of School and Cathedral on current parking lots**

- a. New School building constructed while the existing building remains occupied.
- b. Opportunity for programming connections and shared amenities across Cathedral and School.
- c. Existing School building (Memorial Hall) becomes future development or use opportunity.

**Option 2: Co-location of School and Cathedral through expansion of Memorial Hall**

- a. Addition to existing School (Memorial Hall) constructed while remaining of School building remains occupied.
- b. Opportunity for programming connections and shared amenities across Cathedral and School.
- c. Retention of heritage School structure.

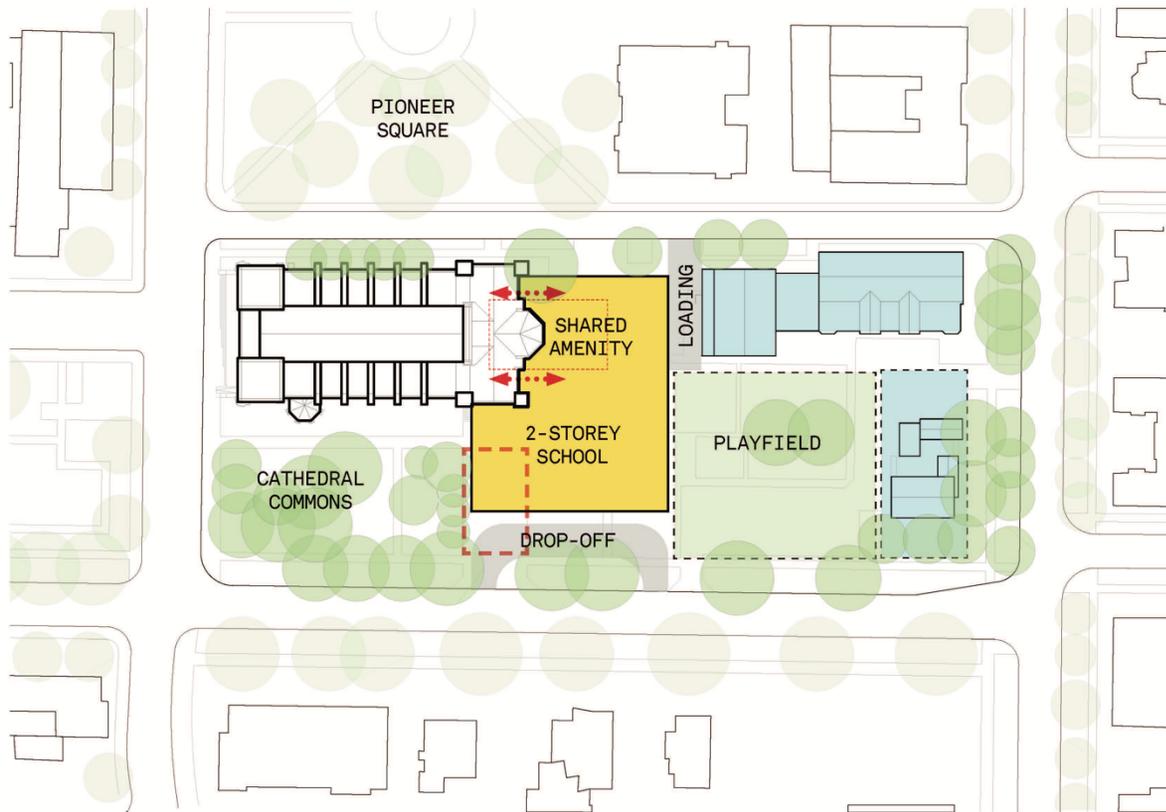
**Option 3: New purpose-built School on existing School site**

- a. School must relocate during construction.
- b. New enlarged School building.
- c. Opportunity for some heritage retention.
- d. Clear separation between School and Cathedral remains.
- e. Opportunity for programming connections and shared amenities across Cathedral and School.

**Option 4: New purpose-built School on existing playground and Synod area.**

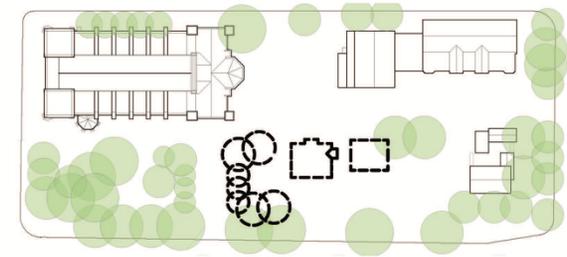
- a. New School building constructed while existing School remains occupied.
- b. Existing School (Memorial Hall) becomes future development and program opportunity.
- c. Existing parking lots and potentially Deanary building become future playfield/greenspace between Cathedral and School.

## SITE OPPORTUNITIES & CONSTRAINTS | OPTION 1



### Option Description:

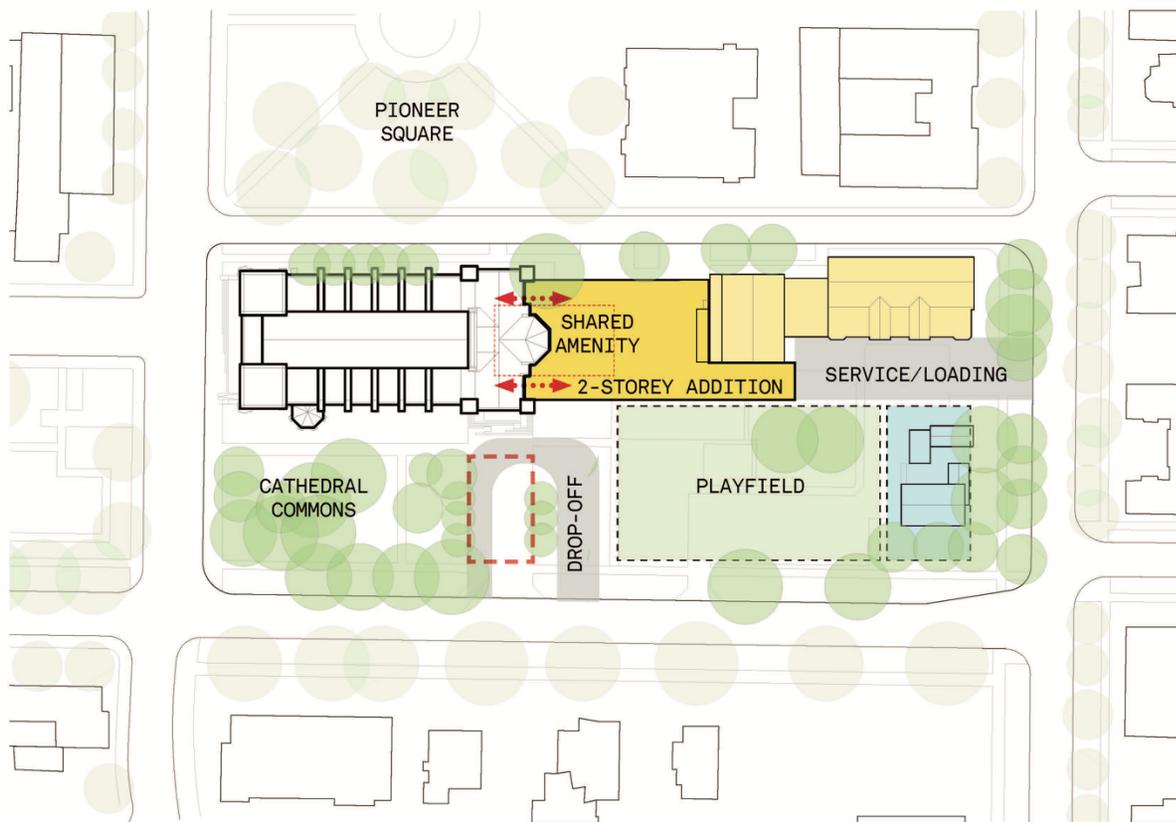
- New school building constructed while the existing building remains occupied
- Opportunity for programmed connection and shared amenities between school and cathedral
- Existing school building becomes an opportunity for future development
- Potential massing challenges for heritage features of the cathedral



Demolition/Removals Diagram

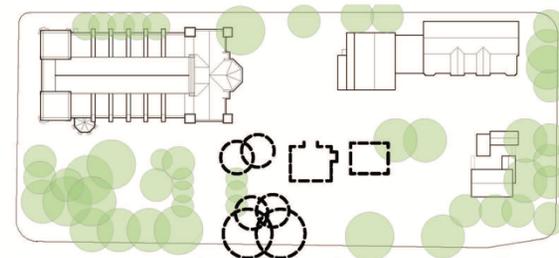
Figure 13: Preliminary Option 1

## SITE OPPORTUNITIES & CONSTRAINTS | OPTION 2



### Option Description:

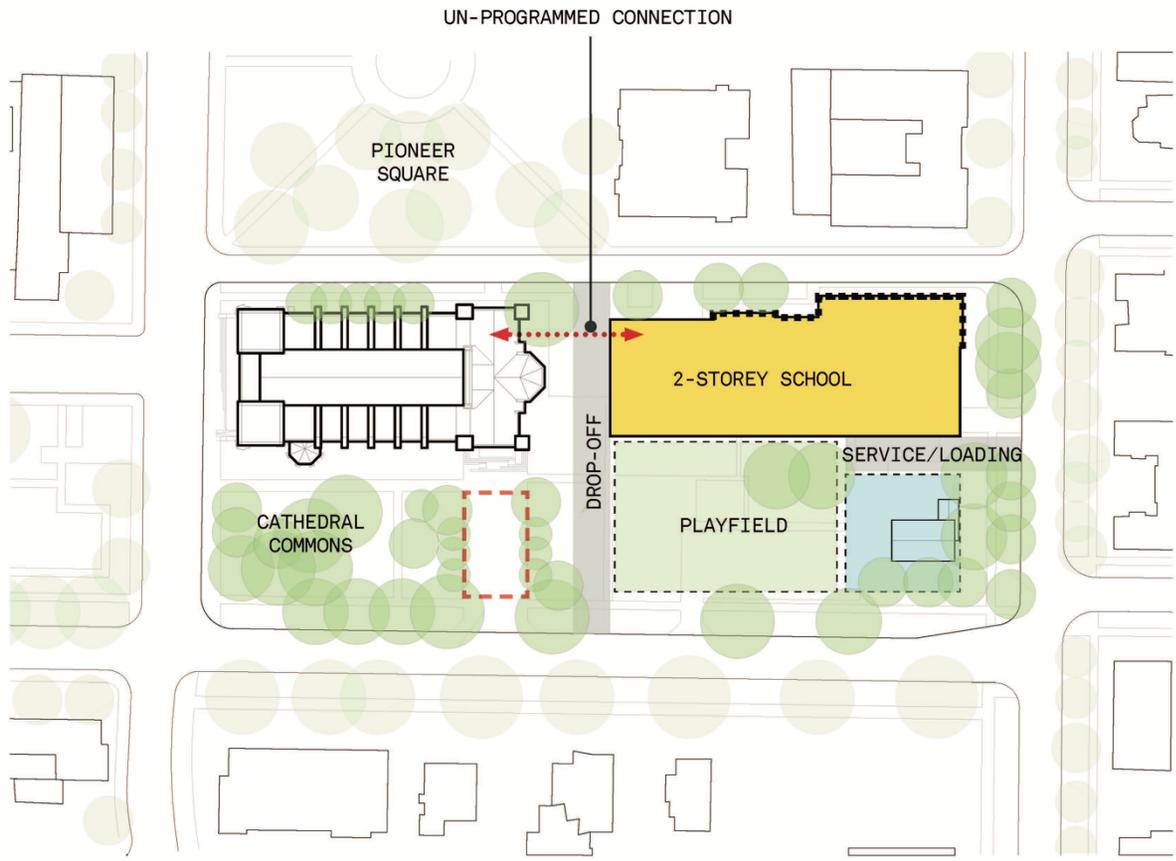
- Addition to the school building is constructed while the existing building remains occupied
- Retention of heritage school structure
- Opportunity for programmed connection and shared amenities between school and cathedral
- Potential massing challenges for heritage features of the cathedral



Demolition/Removals Diagram

Figure 14: Preliminary Option 2

## SITE OPPORTUNITIES & CONSTRAINTS | OPTION 3



**Option Description:**

- New, enlarged school building constructed on the current school site. Existing school operations would have to move during construction.
- Opportunity for retention of some heritage facades
- Clear separation between the school and cathedral

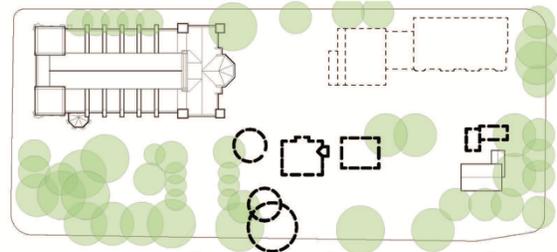


Figure 15: Preliminary Option 3

## SITE OPPORTUNITIES & CONSTRAINTS | OPTION 4

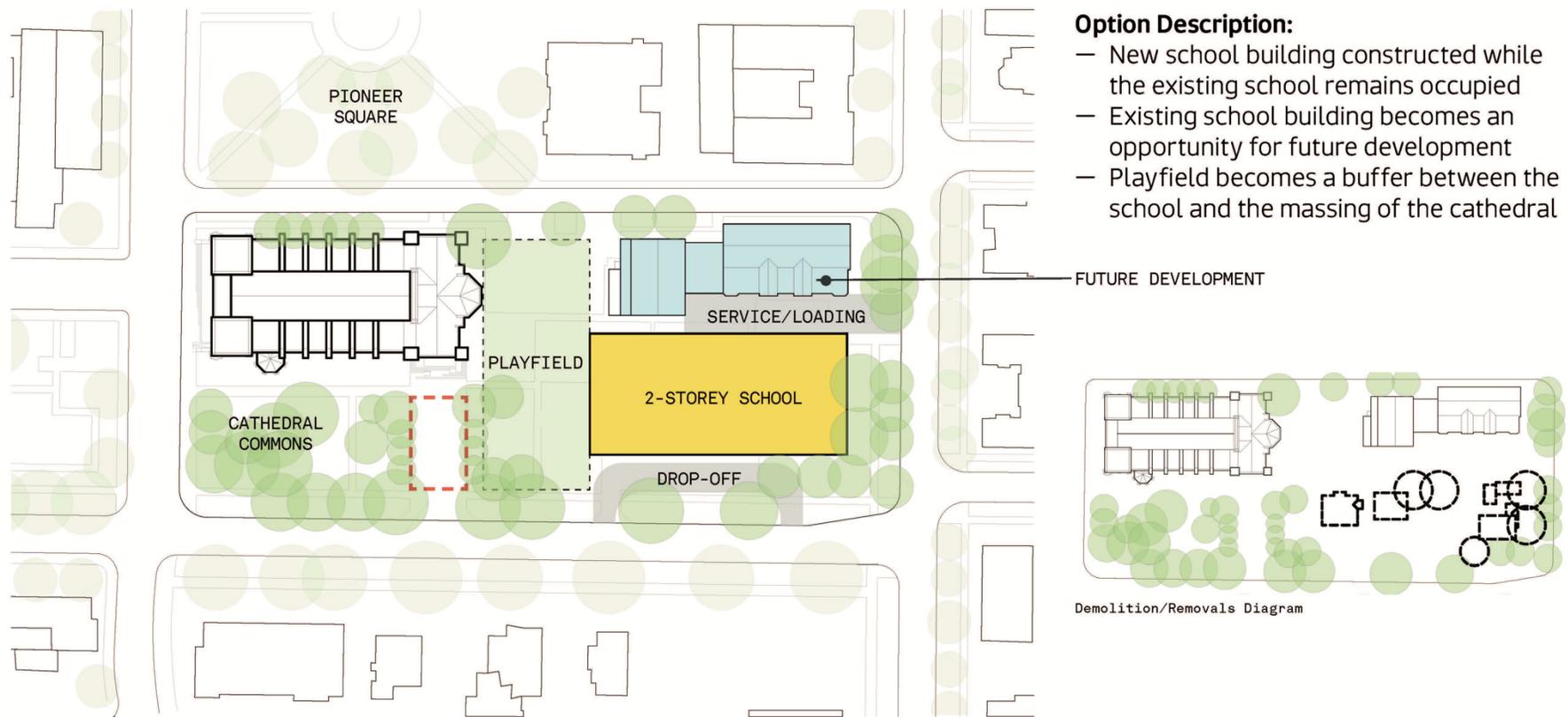


Figure 16: Preliminary Option 4

## Conclusion and Recommendation

Constraints, risks and opportunities for each approach and each sub-option was explored, and strategic, financial and operational realities considered. Approach 2 and its potential sub options is recommended as the most effective way to meet the shared goals of the Precinct stakeholders. Of key importance, this option allows for the continued exploration of 'meanwhile uses' on the Precinct and within the Cathedral, as there are other priority works that need to be undertaken in parallel. 'Meanwhile' uses allows for the continued operations and programming in existing or temporary spaces, while renovation and renewal works are undertaken. This flexibility allows continuity, to the extent possible, for the staff, community, and parishoners throughout a mulit-year redevelopment project. The criteria evaluated to support this recommendation is outlined in the table below.

Table 3: Evalation Criteria for Redevelopment Approach

<b>Criteria</b>	<b>Considerations</b>
<b>Vision alignment (Aspirational statements, Strategic Plans, etc.)</b>	Does the approach maximize the opportunities to deliver space and programs that align with communicated visions, plans, and goals of all Precinct stakeholders?
<b>Financial opportunities</b>	Does the approach maximize the diversity of financial opportuniites for the Precinct for now and future generations - past the middle-part of the 21 <sup>st</sup> century? Which approach may bring the most financial value in the short, medium, and long-term (capital, operations, endowment). What limitations may the approach present?
<b>Operational efficiencies</b>	Does the approach address currently known operational inefficiencies while providing flexibility for known and unknown future operational needs?
<b>Disruption and displacement impact</b>	What impact does the approach have on current stakeholders, staff, visitors, and community users? What impact does may it have on operations that will need to be re-housed or displaced during construction? What are the associated socio-economic impacts of that displacement or disruption?
<b>Schedule and delivery</b>	Can the approach meet short, medium, and long-term schedule requirements? Can the approach be delivered in a way that allows for 'meanwhile' uses and ongoing activities with minimal disruption?
<b>Community/policy alignment</b>	Does the approach respect currently known policy and community priorities, and reflect future knows? How does it provide opportunity for adjacent growth in the neighbourhood, City, CRD, and the Island and Inlets? Which land uses are supported (residential, institutional, heritage, community, commercial) and which are currently not? Where might there be flexibility?

<b>Partnership potential</b>	Does the approach create opportunities for partnerships through opening up land use on the Precinct (for residential, commercial, institutional or community uses?) Does the approach constrain areas of the Precinct or adjacent properties from future partnerships?
<b>Meets current needs</b>	How does the approach address the currently known functional program needs? Where does it fall short?
<b>Meets identified future needs</b>	How does the approach address the identified future needs of current and anticipated future user groups?

A detailed assessment of the viability of a redevelopment strategy for this approach will be prioritized early in during Phase Two.

# Community and Partnership Principles

## Introduction

Over the years, the Precinct has been approached by public and private players in the development industry. Due to market conditions, policy and political context, and an increased consideration of community values and partnerships from the private sector, the Building for the Future Steering Committee agreed to proactively respond to the current development environment. Rather than be reactive to individual requests for participation or collaboration, in September 2021, a set of Terms of Reference (TORs) for Precinct Development Partnerships was issued to 16 potential partners<sup>1\*</sup>.

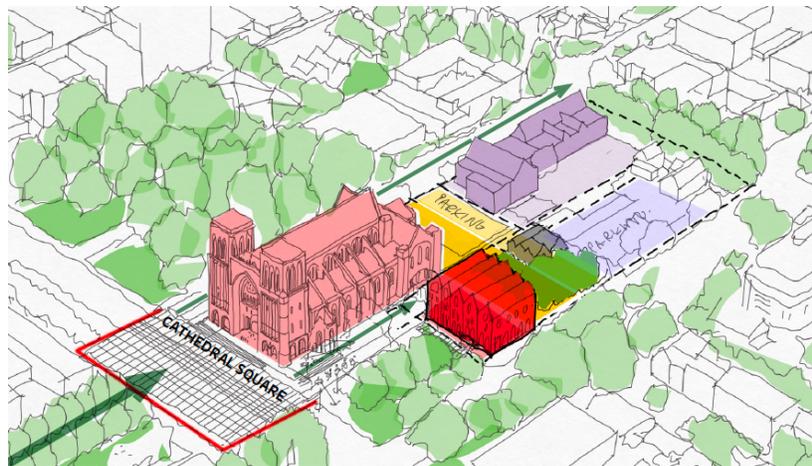


Figure 17: Conceptual additional amenities on the Precinct

The goal of this exercise was to proactively reach out to interested and aligned developers to inform them of the vision, mission and goals of the Precinct and seek their ideas for alignment to meet Precinct needs. These partners were identified through their adjacent or active project sites, previous relationship with the Precinct and Project Team, and recommendations through the development and planning industry in Victoria. Four site visits

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<sup>1</sup> \*Development Community members that were communicated with include: Concert Properties, Aryze Development, Cox Development, Three Point Properties, Reliance Properties, GMC Projects, Empressa Properties, Jawl Residential, Abstract Development, Chard, Starlight, Curate Developments/Formwell, Parc Residence, Townline, Sakura Development and Urban Core Ventures.

were conducted between the Project Team and potential partners, over a dozen virtual meetings were held, and three formal responses were received that communicated these parties potential alignment from a vision, mission and capacity perspective. This process has aimed to focus the lens on potential partners for proceeding more formally in the future as needed.

### **Development Partnership Considerations**

In parallel to developing the Terms of Reference, a method for evaluating the responses received was established. As the TOR was written from a values-perspective, the following development matrix has been created to support the Precinct in making informed decisions about these potential partners on the basis of mission and values alignment. The criteria in the matrix aim to cover the priorities outlined in the Precinct stakeholder vision documents (Cathedral Aspirational Statements and School Strategic Framework) under the following guiding partnership statement:

*Development partnerships will result in opportunities that enhance existing Precinct assets and values, while supporting the realization of the aspirations of each of the Precinct Stakeholders and Partners.*

The following key factors have been identified as partnership considerations from the Phase One work; an evaluation structure is recommended to be applied to each of the potential partners to support an informed and transparency decision making process.

Table 4: Partnership Considerations

<b>Criteria</b>	<b>Considerations</b>
<b>Experience in Community Partnerships</b>	Formal or informal relationships and agreements with non-profits, faith-based organizations, public entities or other similar partners.
<b>Experience in City of Victoria</b>	Local government knowledge, experience, relationships and reputation with community, staff, and the political entities at the City and Region.
<b>Clarity on Vision and Mission</b>	Ability to communicate vision and mission alignment with Cathedral Precinct and/or recognition of values-based development..
<b>Equity Position/Contribution</b>	Demonstration of equity position in local projects to support Cathedral Precinct on or off-site; demonstration of understanding of value of capital or operational contributions for their projects or our own; understanding of financial positions of non-profits.
<b>Schedule/Delivery</b>	Demonstration of understanding of development and construction schedules and ability to deliver within desired timeline of Cathedral Precinct. Consideration of immediate/interim needs and long-term goals.
<b>Commitment to Quality and Community</b>	Demonstration of commitment to quality projects and processes that include, reflect and enhance the local community context and needs.

As Phase Two of the Master Planning work begins, further evaluation matrices to support informed, balanced decision-making will be developed in collaboration with the Master Planning governance structure.

## Evaluation of Partnership Responses

The following table provides a summary of the responses received to date under the TOR issued with recommendations for each. All the responses received are provided in **Appendix F**. In addition to these potential proponents identified, the Project Team continues to be in communications with developments adjacent to and therefore influential to the Precinct (such as Three Point Properties, on the Mt. St. Angela site, and PARC Senior Living at the corner of Broughton and Quadra). Dialogue with all of these developers will remain on-going.

Table 5: Summary of TOR Responses

<b>Respondent</b>	<b>Submission</b>	<b>Comments</b>	<b>Opportunities</b>
<b>Concert</b>	Detailed CV of organization by CEO	Clearly communicated understanding of Precinct as crucial partner in YMCA (851 Broughton) property; highly capable organization; demonstrated partnerships and ability to add-value to community partners; communicative and transparent.	CAC from YMCA redevelopment in exchange for being project champion; cash, in-kind (public plaza and external upgrades), infrastructure, information sharing and potentially community space
<b>Cox Developments</b>	High level brief proposal	Experienced in Victoria in unique projects; smaller organization but have REIT funding; Sanctuary and reconciliation hotel and short-term accommodation concepts. Identified architect. Demonstrated vision alignment. Unique perspective.	Potential airspace parcel stratification development for tourist-oriented accommodation with School component
<b>Aryze Developments</b>	Detailed CV of organization and partnerships	Well-respected and experienced local organization with construction side of company; team with national experience on liturgical and School renovations.	Demonstrated partnerships for delivering public and community spaces within residential and commercial spaces

## Precedents

To support open dialogue and creativity in the partnership discussions, a variety of precedents were considered. These precedents include interior Cathedral renovation and renewal opportunities, as well as site-wide interventions. Many of these precedents were realized through partnerships, financial and in-kind, and are opportunities for short, medium and long term relationships with the potential partners identified through the TOR process. These are included in **Appendix G**.

## Conclusion

The three submissions by developers may support the short-, medium-, and long-term needs of the Precinct in a variety of socio-economic and community ways. It is recommended that in 2022, further discussions with each are undertaken to move towards a Memorandum of Understanding with one or all of them to formalize the relationships in a way that could be publicized. A roadmap for how partnership agreements may unfold, based on project milestones, is suggested to also provide certainty, and minimize risk for all parties involved; this would include a legal review of the agreement process. Meanwhile, the areas of opportunity through the TOR process have become clear as the development community realizes the value of the Diocese as a potential champion and the respectful owner of a crucial urban site:

Community Amenity Contributions (CACs) required by adjacent developers, which could take the form of:

- Cash
  - In-kind (data and information, technical expertise/support, shared infrastructure upgrades).
  - Space (rental or ownership).
- Land partnerships
  - Air space parcel stratification in exchange for cash (immediate and long term) or space.
  - Sale of or lease other Diocesan lands, off site.
- Development partnerships
  - Components of space within larger developments led by developer or Diocese; paid for or cost shared.

# Context Analysis<sup>2</sup>

## Introduction

The municipal context within which Master Planning decisions will be taken includes the current site and zoning, relevant municipal policy, and current projects and developments taking place near this site. Future enhancement and development of the Precinct site will occur in coordination with the City of Victoria's policy, zoning, and long-term vision for downtown Victoria.

The following updated municipal context for Precinct includes the current site and zoning, references past development proposals for the Site, relevant municipal policy, and current projects and developments taking place near this site.

## Current Zoning and Site Background

The site is located at the north-east corner of the Fairfield neighbourhood. This neighbourhood is within walking distance of Downtown Victoria, as well as Cook Street Village, making it an attractive option for development opportunities.

The project site is **currently zoned CHP-PB: Cathedral Hill Precinct (public buildings) District**, which is a site-specific zone. The permitted uses of the CHP-PB zone are as follows:

- Public buildings and accessory buildings.
- Churches and accessory buildings, including church halls, manses, rectories, and other buildings used solely as a place of residence for a clergyman, minister, priest, rabbi or person holding a similar office, and for the members of his or her household.
- Community recreational facilities owned and occupied by a charitable or philanthropic organization, and used only for the pleasure and recreation of the public.
- Theatres, and as an accessory use to such theatre a restaurant in the same building operated exclusively for the comfort and convenience of the persons using or employed in the theatre.

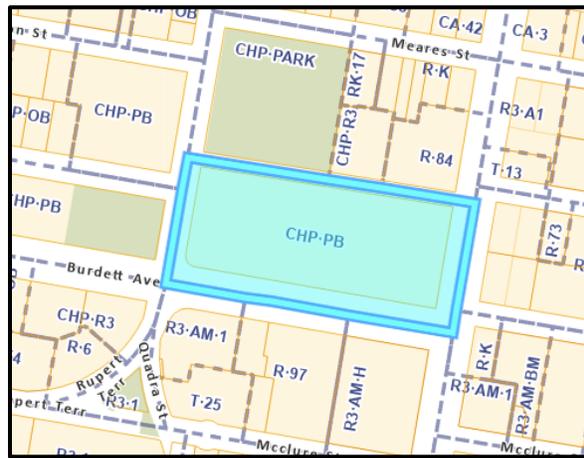


Figure 18: Project site and zoning

<sup>2</sup> Glossary of terms for many of the technical references in this section can be found immediately following the Table of Contents of this report.

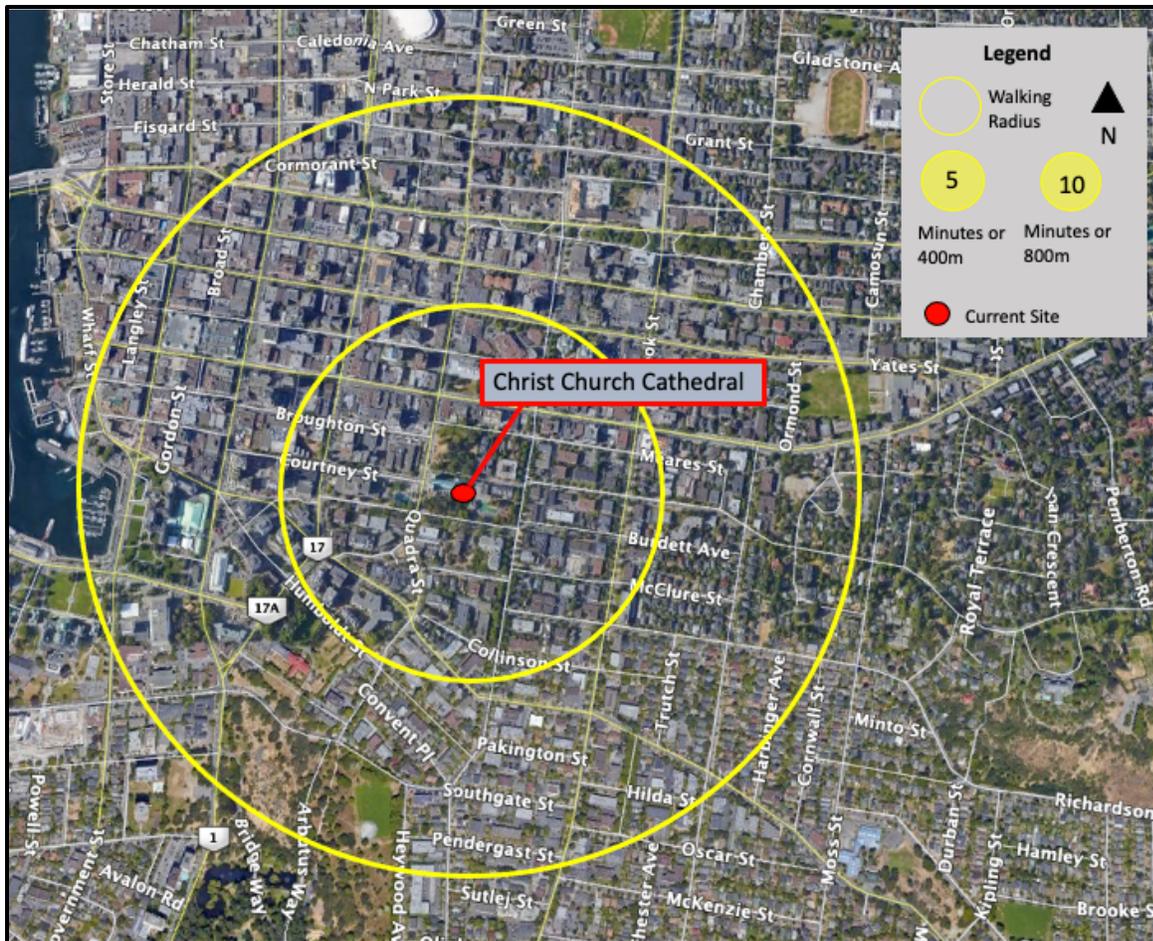


Figure 19: Walking radius from site

Table 8: CHP-PD Zoning requirements

Maximum Height (in metres)	FSR	Maximum lot Coverage	Setback from street (in metres)
22.5m	2	40%	7.5

## City of Victoria Policy Context

As the conceptual plans prepared in the past are nearly a decade old, much has changed within the municipal planning context, including the scale and scope of potential development with more modern planning policies. Below provides an update on relevant policies at the time of writing.

### Regional Growth Strategy

The Regional Growth Strategy (RGS), created January 2018, is a bylaw adopted by the Capital Regional District (CRD) that outlines the vision and objectives for growth over the next 20 years. The strategy has 7 goals, of which the first objective is to “keep urban settlement

compact.” To achieve this objective, the CRD recommends complete communities that allow for walking, cycling and transit and that are a “dense mix of housing, employment, services and public open space.” Much of the proposed functional programming proposed for the Master Plan would conform to the RGS by providing dense urban amenities.

## **The Official Community Plan**

The Official Community Plan (OCP) for the City of Victoria (created 2012, last updated February 2020) covers 13 different topic areas. Within these topic areas are objectives and policies that are relevant to the Master Planning process. Those policies that are relevant to public/cultural uses, including land management and development; placemaking - urban form; housing and homelessness; and arts and culture are summarized below.

The OCP outlines areas of expected population growth by 2041, citing how the urban core area is expecting to accommodate a growth factor of 50%. Between 2011 and 2041, 10,000 new residents are expected to move to urban core areas and will need to be accommodated by new housing developments and community supports.

The OCP notes that “while Victoria remains the regional centre for arts and culture facilities, events and activities, the arts community faces relatively high costs for rental space, and limited availability of suitable venues.” An overview of the relevant Arts and Culture Policy from the OCP is provided below. Further policy can be found under the *Create Victoria: Arts and Culture Master Plan* heading later in this report.

## **Master Planning: OCP and Neighbourhood Plan Considerations**

- Site is within the Fairfield Neighborhood Plan boundaries, and will aim to advance relevant objectives and policies.
- Site is within 200m of the urban core, and can significantly advance objectives of OCP and the Downtown Core Area Plan.
- Provision of cultural and community space is aligned with the Cathedral’s Aspirational Statements in OCP.
- Site is an important landmark to the City, and new development will consider viewscales and impacts on the site.
- Site redevelopment will consider the “sense of place” and existing form and character.
- Redevelopment and re-purposing will conserve existing heritage while revitalizing the site.
- Enhanced Cathedral community programming and partnerships will support the development of support services for housing in the area.

## **Downtown Core Area Plan**

The Downtown Core Area Plan (DCAP) is a 30-year Plan that is premised on concerted effort and collaboration by both the public and private sectors; this Plan is currently undergoing a review by the City. The Precinct site is located just outside of the DCAP boundaries, but is

surrounded on two sides by the Residential Mixed-Use District of the Plan. Key features of relevance to the Precinct include:

- The Density Bonus System, which establishes a density framework for the Downtown Core Area that balances the need for increased density in some areas with the need to maintain livable communities, through the contribution and provision toward key public amenities. It restricts density in some areas to a pre-determined maximum level, but allows developers the possibility of acquiring additional density in other strategic areas, up to a specified maximum, by providing or contributing to key public amenities.
- Heritage Buildings - Introduces an additional financial incentive to support and encourage the seismic upgrading of heritage buildings within the Downtown. It also explores the potential to expand the Heritage Tax Incentive Program within the Downtown Core Area and lengthen its term up to 15 years.
- Livability - Identifies and supports the concept of improving vitality and livability within the Downtown Core Area through initiatives and strategies to create an attractive and functional public realm, well-designed and diverse built forms, and a range of amenities to serve the daily needs of residents, businesses and visitors and an improved local economy.
- Supporting the location of leisure, education, arts and cultural activities within the Downtown Core Area to both encourage greater local use, and increase tourism and investment.
- Creating memorable streets and places that serve both to attract people and to benefit the community. Celebrating Victoria's architectural and cultural heritage at every opportunity, and ensuring that new development complements both the existing architecture and natural environment of the Downtown Core Area.

The Master Planning exercise will consider the opportunities and advantages of public amenities to meet the aspirations, goals and objectives of the Cathedral, School and Diocese. Further information on current, relevant policy direction can be found in **Appendix A**.

## **Create Victoria: Arts and Culture Master Plan**

In 2018, Victoria published an Arts and Culture Master Plan. This plan sets out several strategic priorities, goals, and actions to support arts and culture within the City. The number one priority of the plan is that "everyone feels welcome and able to access affordable spaces for creative participation, production and enjoyment." The current and proposed operations for the Cathedral align with the City's Strategic Priorities.

### **Strategic Priority #1: Connecting People and Spaces**

- The Cathedral is looking to increase accessibility for those with disabilities, and to make its spaces more open to all.

### **Strategic Priority #2: Building Cultural Leadership**

- The City suggests holding conversations between not-for-profits and businesses to support their facilities.

- This site could secure CACs from a developer to help support renovations.

### **Strategic Priority #3: Telling Our Story**

- The Cathedral is already known for its concerts and events and could expand this capacity.
- Due to its heritage status and connection with the history of Victoria and British Columbia, the Cathedral already attracts both residents and tourists interested in exploring these subjects. Tourist activity at the Cathedral is already considerable, and steps are underway to enhance it further.

### **Strategic Priority #4: Being Future-ready**

- The Cathedral has already invested thousands of dollars in high-tech video equipment to run their services live-stream online

## **Victoria Music Strategy**

The Victoria Music Strategy identifies five priority areas that require support from the City and the greater community. These priority areas align with the strategic priorities of the City and the project vision:

- Remove regulatory barriers and create music-friendly policies.
- Preserve existing spaces and encourage the development of new spaces.
- Build local capacity for artists to develop their music careers.
- Grow audiences and expand access to music in all its forms.
- Seek partnerships and collaborations to explore new innovative music platforms and experiences.

## **Development Permit Area**

### **Development Permit Area (DPA) 14: Cathedral Hill Precinct**

Within the OCP, the Cathedral Hill Precinct occupies a special development permit area with its own policies and conditions.

Relevant policies relating to DPA 14:

- 1(b): Establishment of objectives for the form and character of commercial, industrial and multi-family residential development.
- 3(b): High and medium density multi-unit residential and commercial on the west portions and park space and lower-density residential and park space on the east portion.
- 4(b): Enhance the Cathedral Hill Precinct through a high quality of architecture, landscape and urban design that reflects the function of a major residential centre on the edge of a central business district in scale, massing and character.

- Additionally, within DPA 14, design guidelines allow for new buildings that are similar in height and scale to existing buildings. According to these guidelines, new buildings within the DPA could be built of similar height to the Cathedral and the Cathedral School.

## Heritage Considerations

**Deanery:** Although not included in the designation bylaw, the Deanery is listed on the Heritage Register and [Canadian Register of Historic Places](#). The statements of significance for the other buildings mention the importance of the relationship among all four buildings. The City would seek to conserve and designate the building *in situ* through a future development application; however, negotiations with City staff and politicians are recommended to explore an alternative heritage contribution.

**Memorial Hall:** According to the Statement of Significance, Memorial Hall has architectural and design value. Its architect, JCM Keith, also designed the Cathedral. All portions of Memorial Hall are protected, and there are no portions identified as unplanned or disposable elements. The segment of the building on the west end was originally anticipated to connect with the Cathedral, and may be a natural location for an addition.

**Cathedral:** The entire Cathedral is designated, including the East End, with its “Chapel of the New Jerusalem,” constructed in 1991.

**Land Use:** The east half of the site is designated “Public Facilities, Institutions, Parks and Open Space,” which permits a narrow range of uses. The west half comprises the Cathedral and Cathedral Commons, which are both heritage-protected. An OCP amendment would be needed to open development potential on the east half of the site.

## Indigenous Considerations

The City of Victoria municipal referral process requires public consultation with neighbours, Community Association Land Use Committees, City Staff and Advisory Committees, and strongly encourages public engagement with local First Nations as part of the rezoning process. The Province is legally obligated to consult and accommodate First Nations on land and resource decisions that could impact their Indigenous interests.

The Precinct is located on the traditional, ancestral and unceded territories of the Lekwungen peoples, known today as the Esquimalt and Songhees Nations. Songhees Nation is governed by a Chief and Council who are elected under the First Nation Elections Act for four-year terms.

The Cathedral has already built a close relationship with these First Nations, through programming, invitations to participate in services and events, and most recently, a mutual covenant regarding the redevelopment of the Cathedral Commons. An intercultural youth day camp is being planned for next summer.

As Precinct redevelopment continues, further engagement with Songhees Nation should be conducted early and often to help develop a strong and lasting relationship. Early engagement provides an opportunity to discuss how deeply and how often the Nation would like to be engaged. Once the appropriate level of engagement has been established, it may open the door to build a collaborative relationship that adds value to both parties. Personalized invitations to First Nations staff and community members to attend scheduled

engagement events, as well as providing an opportunity to meet staff and tour the existing property, can be an effective means of relationship building.

## Policy Opportunities

Overall, the OCP supports a revitalization of the Precinct which could include educational, public, and cultural uses. Residential use may be supportable despite the current non-residential zoning, as several policies promote denser development in this area and half of the property holds the Urban Residential designation. This also reflects the ongoing housing demand and support by current City staff, policies and Council to incentivize development through the provision of housing.

Table 9: Policy Opportunities

<b>Opportunity</b>	<b>Immediately available within policy and bylaws</b>	<b>Within policy direction</b> <b>*Short-term</b>	<b>Future anticipated policy</b> <b>*Future community context</b>
<b>Housing</b>	Residential buildings up to six storeys in height (22.5m)  Create opportunities for more people to live close to downtown, jobs, amenities and transit (Neighborhood Plan)	Encourage more housing in NW quadrant (Neighborhood Plan)	Property adjacent (east) to maximum building height allowance of 30m or 10 residential storeys (DCAP)
<b>Transportation &amp; Infrastructure</b>	Frequent and local transit routes within 300m  Rockland Avenue Greenway	Approved All ages and Abilities bicycle route linking downtown with the waterfront  Assess for pedestrian or bicycle comfort and safety, and/or vehicle speed and volume on Vancouver St.  Evaluating opportunities for traffic calming and diversion (Neighborhood Plan)	Future Urban Plaza and future Park or Open Space proposed nearby (within 500 meters) (DCAP)
<b>Educational space</b>	Christ Church Cathedral School	Support to expand School	Continued support for expansion and

			collaboration/shared spaces with other uses
<b>Cultural</b>	Theatre and restaurant as an accessory use in the same building operated for comfort and convenience of the persons using or employed in the theatre. (Zoning)	Expand artsvictoria.ca to allow users to identify unused, underused or available types of cultural spaces as part of on-going cultural mapping (CVCP)	
<b>Recreational facilities</b>	Owned and occupied by a charitable or philanthropic organization, and used only for the pleasure and recreation of the public and parking of motor vehicles	Co-location of shared spaces for increased residents in the neighbourhood through CACs	Co-location of shared spaces for increased residents in the neighbourhood through CACs
<b>Park and Open Space</b>	Lot coverage 40%; specific open space requirements	South lawn dedication can meet a variety of Precinct and other local greenspace and community goals	Opportunity for further dedication for local and larger community uses; connection with adjacent spaces with new developments
<b>Heritage</b>	Designated heritage site (Neighborhood Plan)	Adjacent development is designed to complement the site through building placement, design, mass and uses (Neighborhood Plan)	Conversations started around 'conservation' versus 'preservation,' defining value, and increase in flexible policies

## Community Amenity Contributions (CACs)

### City of Victoria Inclusionary Housing and Community Amenity Policy

The City of Victoria has a Community Amenity Policy whereby developers may build beyond the allowable density of a zone in exchange for a Community Amenity Contribution (CAC). CACs are only applicable to condominium projects, and do not apply to 100% purpose-built rental projects or 100% non-market projects owned by non-profit or government agencies (and secured by a legal agreement). CACs may either be limited to a fixed amount per square foot or negotiated to up to 75% of the "land lift" (the "extra" value of the land generated by the increase in allowable density).

Developers can often give cash-in-lieu, which would be used for an amenity, or can provide housing units in their project. There are two levels of Bonus Density including (1) re-zoning at OCP density and (2) re-zoning above OCP density.

Table 10: City of Victoria Community Amenity Contributions

Type of Bonus	Affordable housing and Amenity Contribution Target	
<b>Rezoning at OCP Density</b>	\$5/sf of bonus floor space	
<b>Rezoning above OCP Density</b>	Urban core	Depending on size of project: <ul style="list-style-type: none"> <li>• \$35/sf of bonus floor space for small (&lt;60 units) projects</li> <li>• 20% of the project’s total FSR or total units for large projects (&gt;60 units) where affordable units are offered as rentals</li> <li>• Number of affordable units determined by economic analysis for large projects (&gt;60 units) where affordable units will be ownership units</li> </ul>
	Urban Residential	\$20/sf of bonus floor space

## Possible Rezoning Options

These opportunities are based on the zoning of neighbouring properties and are taken from the 2018 Zoning Regulation Bylaw (No. 80-159).

### R3-AM-1 and R3-AM-2 Zones: Mid-rise multiple dwelling district

- This is the most common current zone for properties adjacent to the site. This multiple dwelling zone allows for mid-rise buildings and is limited to 4-storeys in height.
- Housing type: Multiple dwellings
- Density (FSR): Dependent on building height. Table 4 below shows density based on having underground parking

Table 11: R3-AM-1 and R3-AM-2 Densities

Storeys	FSR	Maximum lot Coverage	Setback (street in m)
1	0.4	40%	7.5
2	0.8	40%	7.5
3	1.2	40%	9
4	1.6	40%	10.5

### R3-C Zone: Central area residential district

Although this zone is less common than the R3-AM-1 and R3-AM-2 Zones previously mentioned and the R3-1 and R3-2 zones below, there are still several properties within proximity to the site that use this zone. This zone is an attractive option because it offers a relatively high density compared to other residential zones, as well as lower setback requirements.

- Housing type: Multiple dwellings
- Height cannot exceed 37m
- Lot coverage cannot exceed 50%
- Density (FSR): Dependent on building height

Table 12: R3-C Densities

FSR	Maximum lot Coverage	Setback (street in m)
2.5	50%	4.5
2.6	46%	4.5
2.7	42%	4.5
2.8	38%	4.5
2.9	34%	4.5
3.0	30%	4.5

### CHP-3 zone: Cathedral Hill Precinct (multiple dwelling) district

The CHP-3 zone uses the same regulations and densities as in R3 zones summarized below but are located within the Cathedral Hill Precinct district. 950 Rockland Avenue (just north and across Rockland Avenue from the site) uses this zoning and is occupied by a multi-unit apartment complex.

### R3-1 and R3-2 zones

These are other common zones used by properties in close proximity to the site. These zones allow for the same densities as the R3-AM zones, but are not limited to mid-rise heights (4 floors).

- Housing type: Multiple dwellings
- Density (FSR): Dependent on building height. Table below shows densities based on having underground parking.

Table 13: R3-1 and R3-2 Densities

Storeys	FSR	Maximum lot Coverage	Setback (street in m)
1	0.4	40%	7.5
2	0.8	40%	7.5
3	1.2	40%	9.0
4	1.6	40%	10.5
5	1.6	32%	12.0
6 or more	1.6	30%	13.5

### Conclusion

While a zoning amendment may be possible for the proposed Master Plan, neither of the zones within the new zoning bylaw support the densities or uses anticipated. In addition, many of the new developments in the area use site-specific zones that allow for more density, setbacks, and height. Specifications for these zones are determined through discussions with City. Throughout Phase One, engagement with the various relevant planners has occurred, and is anticipated to become a more collaborative conversation throughout Phase Two to generate staff support wherever possible.

# Conclusion and Recommendation

Through the Greater Works and other stakeholder consultations, the three occupants of the Precinct (School, Synod Office, and Cathedral) have agreed that a masterplan is required to realize the shared vision of the Precinct into the mid-part of the 21<sup>st</sup> century. Given the driving nature of the School expansion, market conditions, and a quickly evolving neighbourhood and community needs, time is of the essence.

While the Phase One process has identified two key approaches with a variety of options within each, it is recommended that Phase Two begin with the assumption that the School expansion and Cathedral renewal will be undertaken as one project, with other Precinct/Cathedral initiatives being undertaken on separate but complementary tracks.

There are significant advantages to taking this approach including minimizing impacts on existing School and Precinct operations; maximizing potential funding and financing options; and perhaps most important, solidifying the relationship between the School and Cathedral (and thereby Diocese) to support ongoing growth, collaboration, and energy into the future of the Anglican community. By undertaking a unified, sizeable capital project, the other interior, exterior and partnership projects may occur independently given they will have other schedules reflecting their own approval, financing, and partnership requirements. This leaves the Cathedral and School unencumbered to proceed.

This document has been reviewed by the Building for the Future Steering Committee and a variety of other advisors.

## **Next Steps:**

1. Committee decision about preferred option to focus on in Phase Two for the site:
  - a. This also provides clarity on exploring, concurrently, the 'meanwhile' opportunities within the Cathedral and Precinct.
2. Financial decision around Masterplan process, including procurement, scopes of work, and project team.
3. Governance decision around Masterplan process:
  - a. Formalize Project Team membership and budget and direct senior staff to execute contracts with Project Team to provide ongoing support.
  - b. Direct Project Team to establish Terms of Reference for a Development Committee and interview and engage participants.
  - c. Direct Project Team to draft engagement plan for Phase Two.

4. TOR decision: The acceptance of recommendations to proceed with further exploration of promising development partners.