



JUBILEE NEIGHBOURHOOD PLAN

ADOPTED BY VICTORIA CITY COUNCIL JUNE 13, 1996



FOREWORD

This document is a statement of the planning goals, objectives and policies of the Jubilee Neighbourhood. The plan is the outcome of work carried out between February 1994 and September 1995. The plan is a collaboration between the Jubilee neighbourhood, represented by the Jubilee Plan Review Steering Committee and City Staff.

The different sections of the plan are interrelated and should be taken as a whole. Two related documents, the *Open House/ Workshop Results* and the *Summary of Issues*, provide details of the issues identified during the first stage of the planning process.

The members of the Jubilee Plan Review Steering Committee spent countless hours formulating, reviewing and discussing the information in this plan.

STEERING COMMITTEE MEMBERS

Paula Rose	Don Juzwishin
Ann McAlister	Jackie Cox-Ziegler
Roger Smeeth	Don Main
Janice Stewart	Jim Jaarsma (Advisory Planning Commission)
Michael Dillistone (Planning Department)	

The Committee appreciated Councillor Geoff Young's attendance at several of the Steering Committee meetings and other Council members' attendance at open houses and workshops in the neighbourhood.

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1. INTRODUCTION

1.1 INTRODUCTION AND SUMMARY

The Jubilee neighbourhood is home to some 6000 residents, a number of businesses and several large institutions including the Royal Jubilee Hospital. Jubilee is bounded by the Oaklands, Fernwood and Gonzales neighbourhoods and the municipalities of Saanich and Oak Bay. Its location provides easy access to the downtown and other parts of the region. The neighbourhood is not defined by distinctive natural boundaries; its planning boundaries are more the result of the location of municipal boundaries and major streets than a perception of the neighbourhood.

Current land use patterns in the neighbourhood are largely the result of zoning and policies put in place by the City in 1976 as part of a planning review completed in 1977.

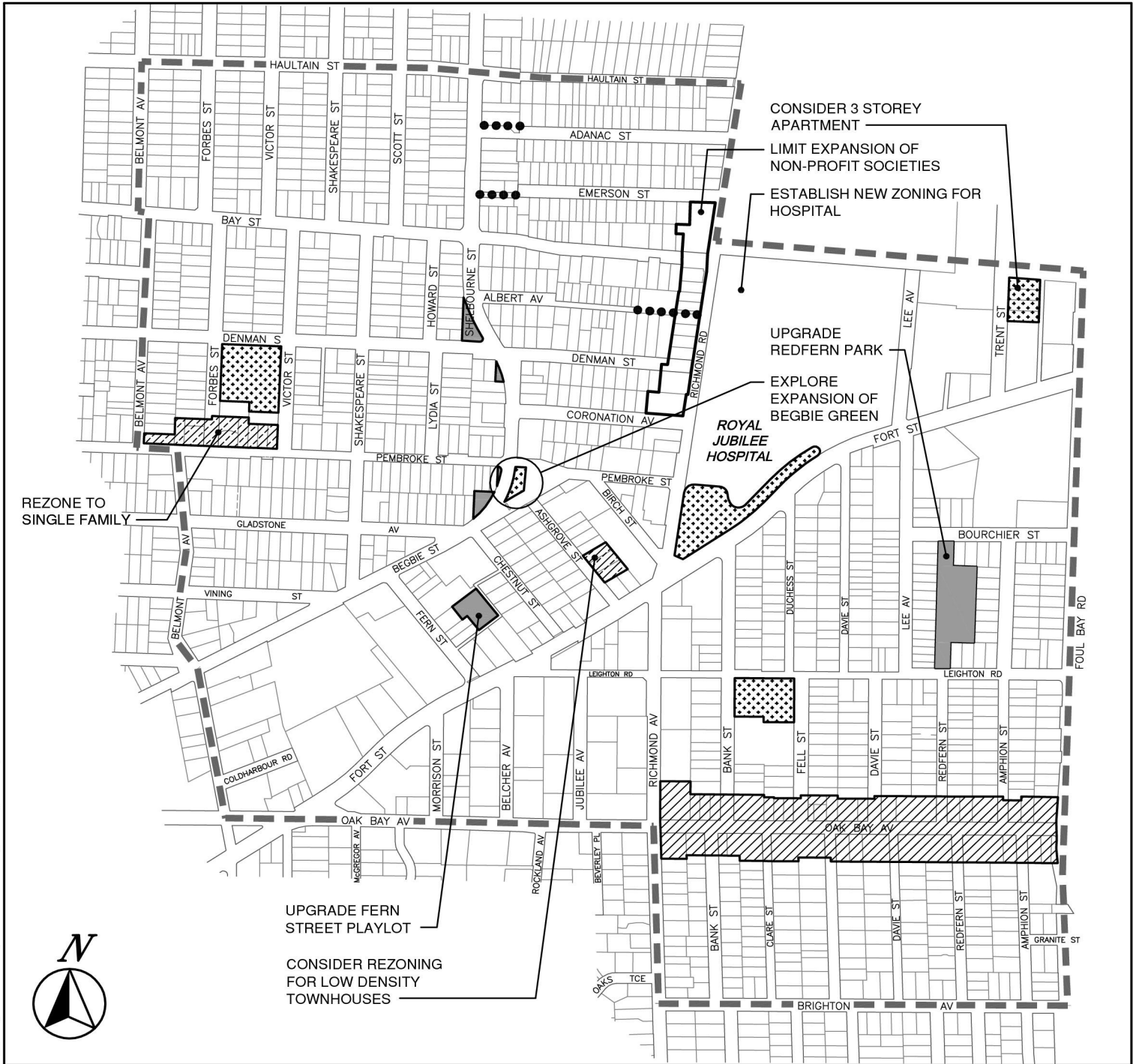
Three community associations represent residents within the area defined as Jubilee in the 1977 plan: North Jubilee, South Jubilee and Fernwood. (The plan recommends the re-drafting of the neighbourhood planning boundaries to reflect these different areas).

In 1994, City Council appointed a Steering Committee to review the 17 year old plan for the neighbourhood. The committee was instrumental in the formulation of the review process and preparation of this plan (see appendix A for a chronological review of the plan review process).

The Jubilee neighbourhood will continue to experience a very low rate of growth over the next five to ten years. The majority of land will continue to be used for low density housing such as single family and duplexes. The increase in residential density contemplated by this plan will not

significantly increase the neighbourhood population. In fact, given present trends, it is estimated that the neighbourhood population will not grow by more than three to four hundred people over the next ten to twenty years. This is a plan of consolidation and refinement. However, this does not mean there will not be change. It can be anticipated that as land prices increase in neighbourhoods like Jubilee, which are close to the Downtown, some of the existing housing stock will be replaced by new single family dwellings. Oak Bay Avenue will experience an increase in residential population through the development of new mixed-use buildings. It is also expected that the Royal Jubilee Hospital will continue to change to keep up with changes in health care.

The *Plan Summary Map* identifies where change is least likely to occur and where change might occur in the next five to ten years. As a general statement, very little change is expected to take place in the established single-family areas of the neighbourhood.



JUBILEE NEIGHBOURHOOD PLAN, MAP 1

PLAN SUMMARY

LEGEND

- MAINTAIN CURRENT ZONING (CONSIDER DUPLEXES AND SMALL LOT SINGLE FAMILY DWELLINGS MEETING ESTABLISHED CITY CRITERIA)
- CHANGE ZONING TO REINFORCE MIXED USE CONCEPT
- CONSIDER REZONING FOR LOW DENSITY TOWNHOUSE
- PARK AREAS - CITY-OWNED
- OTHER IMPORTANT OPEN SPACES
- WALKWAYS
- NEIGHBOURHOOD BOUNDARY (SEE MAP 2)



1.2 NEIGHBOURHOOD PLANNING

Neighbourhood planning is an important aspect of the ongoing evolution of a community. Working with municipal staff and Council members, the process of neighbourhood planning is an opportunity for interested people in the community to become involved in making decisions that will affect the future of their neighbourhood.

Planning is an ongoing process that must be able to respond to change. The planning process does not stop with the adoption of this neighbourhood plan. Plans, like the neighbourhoods they represent, must evolve over time to reflect changing community goals. This plan will only be kept alive through the continuing involvement of the community that it represents.

1.3 NEIGHBOURHOOD DEMOGRAPHICS

The people who live in the Jubilee neighbourhood represent a variety of age groups and family structures. In 1991 (the most recent census information), the population of Jubilee made up approximately 9% of the total population of the City. In many ways the demographics of the neighbourhood mirror those of the City as a whole. The two age groups that made up the highest percentage of the population in the 1991 census were young adults, 20-34 years of age (31%) and those 65 years of age and over (23%). There were a higher percentage of females (58%) than males (42%). (This represents one of the highest female to male ratios in the City in 1991). English is listed as the mother-tongue of 88% of the total population in the neighbourhood.

63% of the total number of private dwellings in the neighbourhood in 1991 were apartments compared to 37% single family dwellings, duplexes and townhouses. Of these dwellings, 62% were rented and 38% were owned. This was a slightly higher level of ownership than in the City as a

whole where 66% of dwellings were rental and 34% were owned.

There were 590 families recorded as having children at home in 1991. The majority of these families (56%) had 1 child. 36% of these families were single parent. The percentage of single parent families varies significantly in different neighbourhoods, but as a total represents 38% of families with children at home in the City.

Jubilee's population increased by 5.2% from 1986 to 1991, from approximately 5800 to 6100 people. Except for Gonzales and Fairfield, this percentage of growth is the lowest of any neighbourhood in the City over the same period. Since 1971, the neighbourhood's population has increased by 5.9%.

YEAR	POPULATION
1971	5798
1976	5884
1981	5695
1986	5835
1991	6140

2. COMMUNITY

2.1 ISSUES AND OBSERVATIONS

There is a strong sense of community in Jubilee, even though the neighbourhood is divided by a number of major streets. The perception of the neighbourhood, however, does not relate to the planning boundaries set out in the 1970s. Map 2 proposes re-defined neighbourhood boundaries for Jubilee based on the neighbourhood association's boundaries. The new boundaries propose a smaller Jubilee, with two distinct precincts, South and North Jubilee, while the area west of Shelbourne Street will become part of Fernwood and the area south of Oak Bay Avenue part of Gonzales. The new North Jubilee precinct would also extend on the east side of Shelbourne Street up to Hillside Avenue. It will be important to recognize that while the north and south sides of Oak Bay Avenue may be in different neighbourhoods, that both sides should be dealt with in a consistent manner with input from both affected neighbourhoods.

The City has undertaken a number of initiatives to strengthen neighbourhoods and build community. Perhaps the most visible recent examples of these have been the update of the City's *Official Community Plan 1995*, the *Victoria Neighbourhood Development Policy 1993* with its accompanying *Neighbourhood Funding Program*, and the *Community Policing Initiative*. The key directions of the Social Planning chapter of the *Official Community Plan 1995* states:

"Strengthen the sense of community and neighbourhood quality by building around local needs and retaining the human scale; concerns relate particularly to quality of life, health, and safety, especially for women and children."

The City's *Victoria Neighbourhood Development Policy 1993* states:

"Neighbourhood is a process whereby local people are effectively involved in the continuing determination of those decisions, policies, and programs that affect all their lives. Neighbourhood development is a shared process in which the City and the neighbourhood work together. These partnerships will maximize this involvement and determination in order to satisfy neighbourhood needs and aspirations in the context of overall City goals."

Through the plan review process, a number of issues were raised with regard to the sense of community in Jubilee: the lack of a focal point for the neighbourhood, the lack of a local gathering or meeting space to serve the neighbourhood, the concern over safety and security (personal and property) both for residents and business people, the concern over traffic issues and the continued need to address youth issues among others (refer to the *Issue Identification and Summary of Issues* documents for a listing of these issues).

2.2 COMMUNITY GOAL

RECOGNIZE THE COMMUNITY AND HELP
TO DEVELOP ITS CHANGING FACE.

2.3 COMMUNITY OBJECTIVES

- 1 Promote safety and security in the neighbourhood as an integral part of Community.
- 2 Support the Neighbourhood Development Policy initiative.
- 3 Encourage the provision of Community meeting space.
- 4 Recognize the neighbourhood boundaries described by the community associations and adopt them as Planning Boundaries.
- 5 Support the Community Policing initiative.

2.4 COMMUNITY POLICIES AND RECOMMENDATIONS

- 1 Through this plan and its policies, ensure that future developments and redevelopments take the safety and security of residents into consideration.
- 2 Effective with the adoption of this plan, the neighbourhood boundaries as set out in Map 2 are to be established as the future planning boundaries for the Jubilee area.
- 3 Explore opportunities for the provision of community meeting space through major rezoning and redevelopment applications as amenities to the community. Consider a bonus density as an incentive for developers to provide such space. As a guideline any applicable space must be readily accessible to residents and centrally located in the neighbourhood.

- 4 The community associations should initiate discussions with the Jubilee Hospital to explore the potential for meeting space in Begbie Hall at the corner of Fort Street and Richmond Road. There may be an opportunity for office space here as well.
- 5 Evaluate development proposals in light of the diversity of age groups and family structures in the neighbourhood and explore opportunities to provide amenities for various age groups through the development review process.

3. HOUSING

3.1 ISSUES AND OBSERVATIONS

The character, type and density of housing vary throughout Jubilee. While parts of the neighbourhood have been developed for medium density apartments, the majority of the land zoned for residential use continues to be used for single family housing. This is especially true in the Fernwood and South Jubilee Precincts. The majority of housing in the neighbourhood is in good condition and well kept.

Once you move away from the major streets in Jubilee the predominance of single family housing establishes the character for the majority of the neighbourhood. However, even within these single family areas the character of housing varies tremendously. Streets such as Albert, Emerson and Adanac have smaller houses that were developed in the early part of this century; many of which are on traditional small lots. Some areas have predominantly post-war era bungalows with larger lots. Other areas have a mixture of these types of houses with new housing interspersed. The area south of Oak Bay Avenue is distinctive with its older homes and larger lots. The City's policy to permit the conversion of older single family homes to add suites has encouraged the retention of many of the larger old homes in the neighbourhood.

City policies and housing demand in the late 1960's and through the 1970's resulted in some areas of the neighbourhood being redeveloped for low-rise (3-4 storey) apartments. Some large buildings were built during this period and in several instances, entire blocks were redeveloped. While these buildings are typical of that period, viewed from today's perspective, their form, scale, and character was for the most part unsympathetic to the neighbourhood. They isolate residents from their neighbours rather than foster a sense of community. A recent example of development on upper Fort Street, adjacent to the Fern Street play lot has shown that

this type of unsympathetic treatment remains a possibility. As an alternative, the development on the corner of Fern and Begbie Streets incorporates townhouses as well as apartments into one development and provides for a more appropriate presence on the street.

New housing should fit in with the form and character of established housing especially that of the street into which it is being placed. This may be achieved through the massing, scale and architectural detailing of new buildings. It is most important that new housing be designed to build a sense of community. Buildings should be designed to encourage neighbours to meet (e.g. front doors facing the street, porches, common gardening areas etc.) and to maintain important parts of the neighbourhood (e.g. landscape features, walkways). Over the long-term, there may be opportunities, through the redevelopment of the large apartment blocks, to provide for different forms of housing and address some of the community's goals.

The 1977 plan identified much of the area between Fort and Begbie Streets for redevelopment to medium density apartments. Redevelopment took place on the majority of this land to a point where there are only a few remaining single family houses on Fern, Chestnut and Ashgrove Streets. This plan recognizes the importance of maintaining a mix of housing (within blocks as well as the neighbourhood as a whole) as part of the overall goals. In order to maintain a mix of housing in these blocks, it will be necessary to protect the small areas of single family zoned property which remain.

3.2 HOUSING GOALS

1. **MAINTAIN AND ENCOURAGE A MIX OF HOUSING TYPES AND TENURES FOR PEOPLE WITH DIFFERENT NEEDS INCLUDING A VARIETY OF INCOMES AND FAMILY STRUCTURES.**
2. **MAINTAIN THE PHYSICAL INTEGRITY, SCALE AND CHARACTER OF THE NEIGHBOURHOOD.**

3.3 HOUSING OBJECTIVES

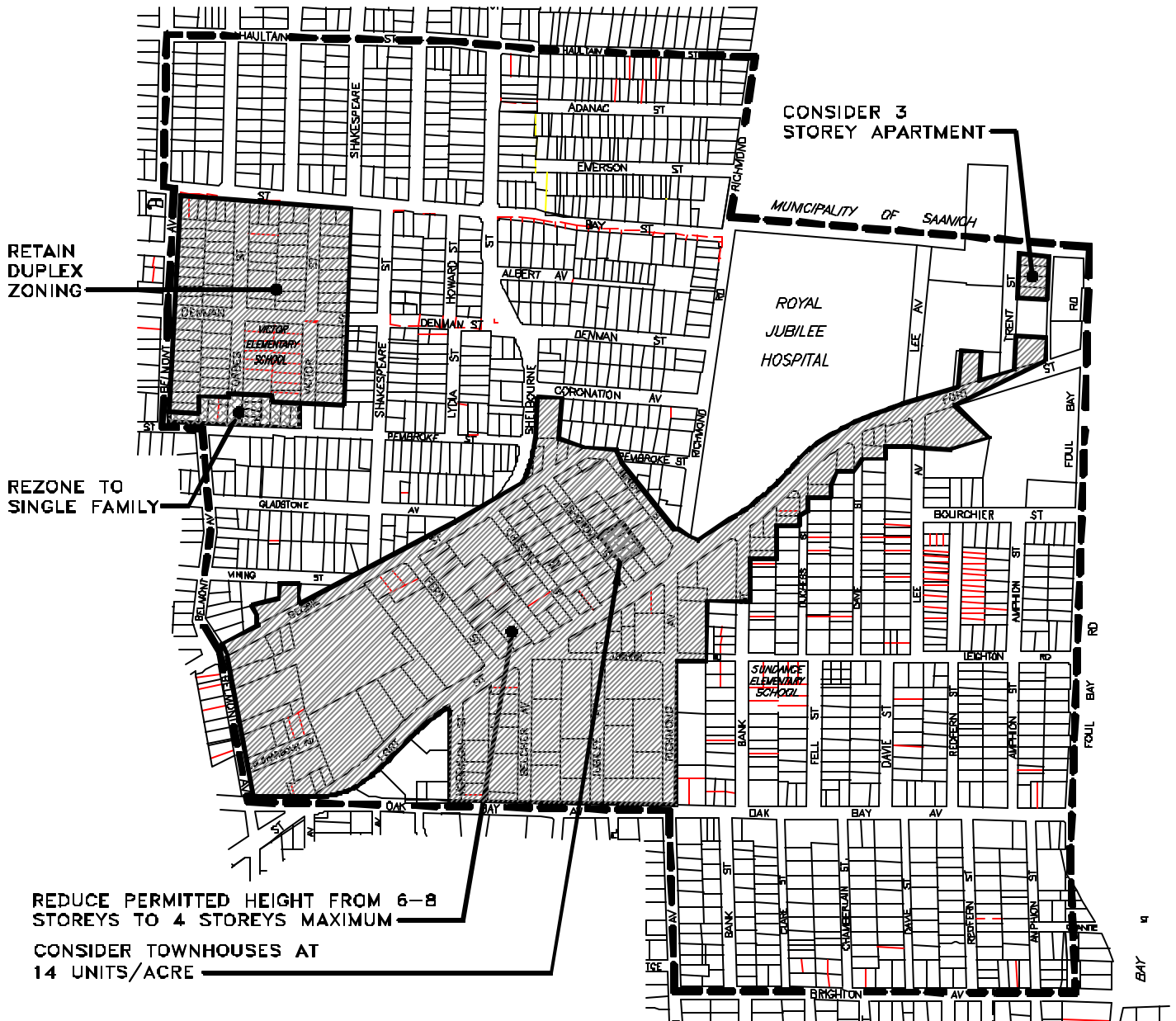
1. New residential development should respect the character of existing neighbourhood and street variety through the scale and form of housing.
2. Reduce the allowable height and overall scale of future apartment development in Jubilee.
3. New residential developments should provide individual unit entrances at ground level where possible facing the street.
4. New developments should respect the balance between adequate parking and green space.
5. Encourage the retention of existing viable housing stock
6. Permit sensitive, small-scale in-fill development.
7. Ensure new residential developments provide sufficient parking to meet their needs.
8. Encourage the development of non-profit and rental housing.

3.4 HOUSING POLICIES & RECOMMENDATIONS

1. That small lot subdivision and duplex rezoning be considered as infill housing within the R1-B zoned areas of Jubilee, through use of the criteria already established by the City, except in areas outlined in policies 3 and 4 below.
2. The City develop criteria for small lot and duplex zones, with particular emphasis on privacy/ overlook/ shading, window and patio placement, availability of useable open space and good contextual fit with the neighbourhood and surrounding properties.
3. That the R-2 zoned area west of Victor Street be retained (refer to attached housing map) and not be expanded with the exception that the properties on the north side of Pembroke Street (the 1500 blocks Pembroke St., illustrated on map 3 with the exception of 1554 Pembroke Street) which should be rezoned to R1-B to coincide with the policies in the Fernwood Plan 1994.
4. Retain the R1-B, Single Family zoned areas on Ashgrove, Chestnut and Fern Streets as areas for single family housing.
5. That the City initiate rezoning of the remaining R3-2 zoned lots on the east side of Ashgrove Street to the R-J zone to permit low-density townhouses (1921-1929).
6. Low-rise apartment (maximum 3 storey based on the R3-A2 zone) development will be considered for the R1-B zoned properties on the northeast side of Trent St. Any application for redevelopment on these sites should consider its relationship to the Bowker Creek flood plain.

7. Support the location of small-scale non-profit housing projects in the areas identified for potential rezoning subject to the densities and policy statements above.
8. That the land currently zoned R3-2, Multiple Dwelling District, in the Jubilee Neighbourhood be rezoned to R3-AM-2, Mid-Rise Multiple Dwelling District in order to reduce the permitted height from 6-8 storeys to a maximum 4 storeys.
9. In evaluating the design of applications that have a housing component, for rezoning and development permit, the following will be considered:
 - the *Social Planning Development Guidelines* with particular emphasis on the impact on immediate neighbours and provision of appropriate amenities for project residents,
 - the *Advisory Design Guidelines for Buildings, Signs and Awnings*,
 - the character of the neighbourhood and surrounding properties (refer to the introduction section on character),
 - the provision of individual unit entrances at ground level, where possible facing the street,
 - site planning should balance useable green space and paved areas for parking, with an emphasis on retention of existing mature landscape features.
10. Discourage the "orphaning" of lots in identified redevelopment areas.
11. The City review the *Highway Access Bylaw* for the potential to increase the number of driveway crossings permitted for multiple dwellings, including townhouses, in order to explore opportunities for better site planning and a reduction in paved areas.

MAP 3 - HOUSING SUMMARY



RETAIN
DUPLEX
ZONING

REZONE TO
SINGLE FAMILY

CONSIDER 3
STOREY APARTMENT

MUNICIPALITY OF SAANICH

ROYAL
JUBILEE
HOSPITAL

VICTORIA
ELEMENTARY
SCHOOL

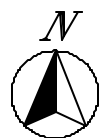
SUNNANCE
ELEMENTARY
SCHOOL

REDUCE PERMITTED HEIGHT FROM 6-8
STOREYS TO 4 STOREYS MAXIMUM

CONSIDER TOWNHOUSES AT
14 UNITS/ACRE

MAINTAIN EXISTING ZONING IN THE
MAJORITY OF THE NEIGHBORHOOD

CONSIDER REZONING FOR SMALL LOT
SUBDIVISION AND DUPLEXES THROUGH USE
OF CRITERIA ESTABLISHED BY THE CITY



4. HERITAGE

4.1 ISSUES AND OBSERVATIONS

The Jubilee neighbourhood has a long and varied history. The neighbourhood has gone through many different periods of development, beginning with its subdivision into large estates as early as 1860, when 'Fernwood Manor' was built. Several of the early houses are still in the neighbourhood. The Royal Jubilee Hospital opened in 1890 and some of its early buildings still exist. (See the report *Jubilee Neighbourhood Heritage Resource Review* produced by F.G. Consultants).

As part of the preparation of this plan the City retained F.G. Consultants to review the inventory of heritage resources in the neighbourhood. As well as confirming the importance of the existing identified heritage resources in the neighbourhood, the consultants identified an additional 48 buildings as the most significant surviving heritage structures in Jubilee (identified on Map 4). These properties, which include residential, commercial and institutional buildings, are important to the overall character of the neighbourhood.

4.2 HERITAGE GOAL

TO ENCOURAGE THE CONSERVATION OF SIGNIFICANT HERITAGE RESOURCES IN THE NEIGHBOURHOOD WITH A VIEW TO MAINTAINING THEM FOR FUTURE GENERATIONS.

4.3 HERITAGE OBJECTIVES

1. Promote positive public awareness of heritage resources in the Jubilee neighbourhood.
2. Identify significant resources in the neighbourhood that should be retained and enhanced.

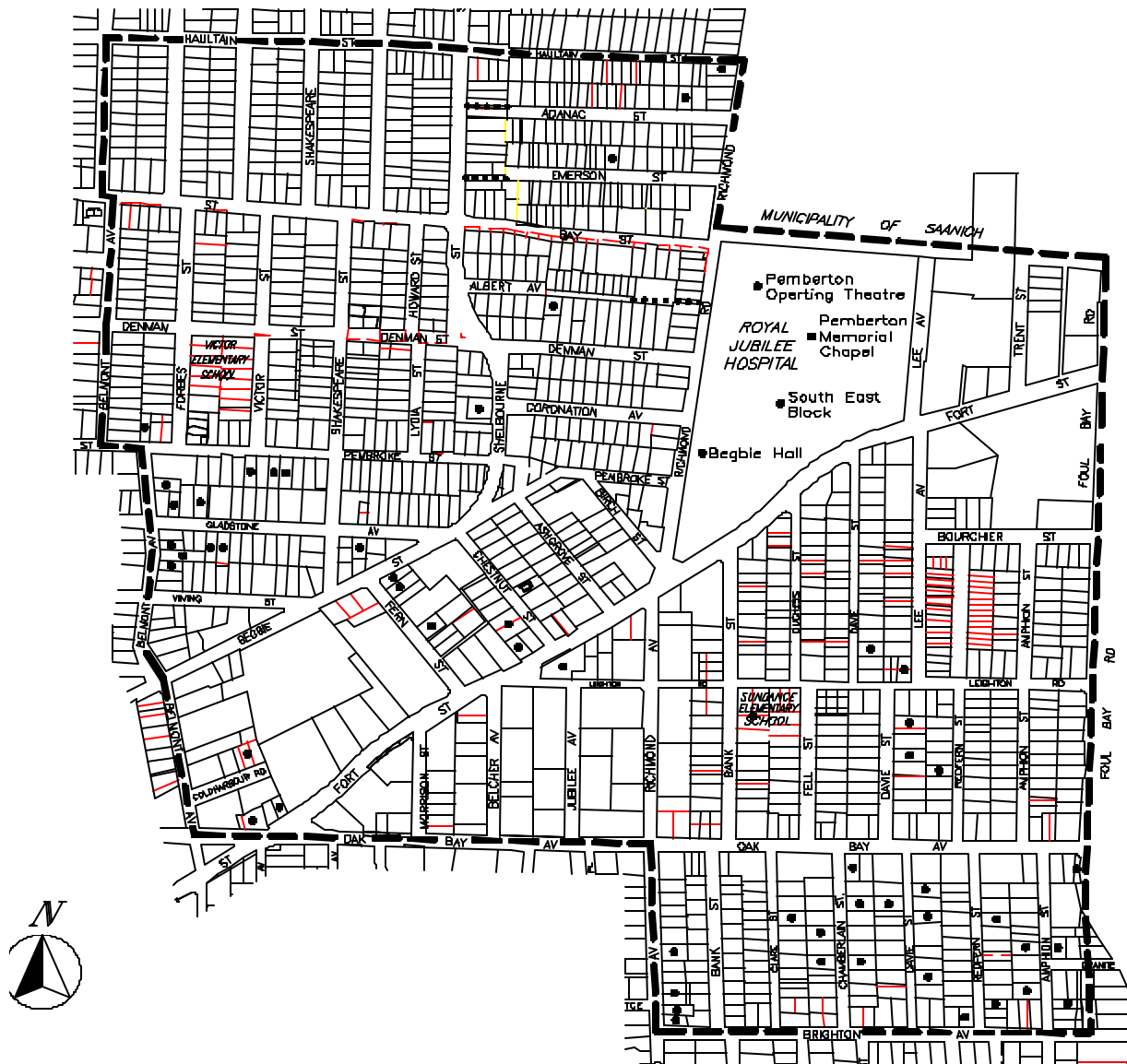
3. Wherever possible significant natural and built features such as streetscapes, landscapes, rock outcrops, mature trees, stone walls, fences, gateposts etc. should be retained.

4.4 HERITAGE POLICIES AND RECOMMENDATIONS

1. Work towards the addition of the properties identified in the Jubilee Residential Heritage Inventory review report (prepared by the Foundation Group Consultants) to the City's Heritage Registry to ensure they are recognized as significant heritage resources in the Jubilee neighbourhood.
2. Encourage the voluntary designation of buildings listed on the Heritage Registry as a means of providing long term protection of buildings. Promote voluntary designation through awareness of the Victoria Heritage Foundation's house grants program. Further, that heritage designation be required when incentives are provided to the building owner.
3. Provide other economic incentives such as changes of use, parking relaxations, density bonuses (consistent with heritage conservation standards) or density transfers which assist in the conservation of heritage resources. Where required, consider new uses, compatible with the neighbourhood, to assist with the economic viability of heritage conservation.
4. Ensure land use policies and zoning standards are consistent with the *Heritage Registry*. The City should consider initiating rezoning where permitted densities threaten heritage resources. Where heritage resources listed on the Heritage Registry are threatened with demolition, the City should consider designating the resource.

5. All owners of public buildings on the Heritage Registry should be encouraged to apply for heritage designation (including schools and hospitals).
6. Promote public awareness of appropriate methods of rehabilitation and conservation of heritage resources and seismic stabilization techniques for older wood frame houses.
7. Promote public awareness of heritage conservation with local heritage organizations through publications, walking tours, displays, awards programs, educational programs, presentations and other means as appropriate.

MAP 4 - HERITAGE AND NEIGHBOURHOOD FEATURES



EXISTING DESIGNATED RESOURCES

- 1052 AMPHION STREET
- 1829-31 FERN STREET
- 1900 FORT STREET
- 1508 GLADSTONE
- 1609 GLADSTONE AVENUE
- 1381 PEMBROKE STREET
- 1689 PEMBROKE STREET

EXISTING REGISTRY RESOURCES

- 1731 ALBERT STREET
- 1803 BELMONT STREET
- 1811 BELMONT STREET
- 1528 COLD HARBOUR ROAD
- 1718 FORT STREET
- 1739 FORT STREET
- 1656 PEMBROKE STREET

RECOMMENDED REGISTRY RESOURCES

- | | |
|-------------------------|------------------------|
| 1784 ADANAC STREET | 1520 GLADSTONE AVENUE |
| 1007 AMPHION STREET | 1533 GLADSTONE AVENUE |
| 1018 AMPHION STREET | 1537 GLADSTONE AVENUE |
| 1625 BANK STREET | 1950 GRANITE STREET |
| 1911-21 BELMONT STREET | 1863 OAK BAY AVENUE |
| 1923 BELMONT STREET | 1224-32 PANDORA AVENUE |
| 2023 BELMONT STREET | 1516 PEMBROKE STREET |
| 1940 BRIGHTON STREET | 1011 REDFERN STREET |
| 1008 CHAMBERLAIN STREET | 1003 RICHMOND AVENUE |
| 1027 CHAMBERLAIN STREET | 1008 RICHMOND AVENUE |
| 1028 CHAMBERLAIN STREET | 1018 RICHMOND AVENUE |
| 1038 CHAMBERLAIN STREET | 1048 RICHMOND AVENUE |
| 1057 CHAMBERLAIN STREET | 2101 RICHMOND AVENUE |
| 1043 CLARE STREET | 2236 RICHMOND AVENUE |
| 1023 DAVIE STREET | 1611 VINING STREET |
| 1071 DAVIE STREET | 1531 VINING STREET |
| 1078 DAVIE STREET | 1818 CHESTNUT STREET |
| 1077 DAVIE STREET | 1063 DAVIE STREET |
| 1633-35 DAVIE STREET | 1715 DAVIE STREET |
| 1760 EMERSON STREET | 1910 LEIGHTON STREET |
| 1857 FERN STREET | 1969-71 OAK BAY AVENUE |
| 1871 FERN STREET | 1069 REDFERN STREET |
| 1808 FORT STREET | 1602 REDFERN STREET |
| 1900 FORT STREET | 2228 SHELBOURNE STREET |

5. COMMERCIAL

5.1 ISSUES AND OBSERVATIONS

Much of the commercial development in Jubilee over the past 20 years has been of a regional nature primarily because of its location, on the edge of Oak Bay and Saanich, and its proximity to the Jubilee Hospital. Commercial activity has centred around the major intersections of Fort Street and Foul Bay Road, Fort Street and Richmond Road, and Oak Bay Avenue, Pandora Avenue and Fort Street. Other commercial development is sporadic and lines the major streets. Each of these areas has a different character and relationship to the neighbourhood.

There is a lot of concern over the regional nature of commercial development and the tendency of this development to turn its back (blank walls) on the neighbourhood. The impact of traffic and parking that this type of development entails is also a concern. A predominance of offices, especially medical/dental offices deaden the commercial areas after hours.

This plan recommends the consolidation and reinforcement of the commercial areas and encourages that future commercial developments take into consideration its relationship to pedestrians, cyclists and the neighbourhood rather than exclusively the region and the automobile. Mixed residential and commercial use is seen as a positive way to encourage additional housing, enliven buildings and add to the safety and security of businesses and residents.

In 1983, the City produced the Oak Bay Avenue Guidelines, which put forward a vision of Oak Bay Avenue as a low-rise mixed residential/neighbourhood shopping street. The guidelines resulted in the rezoning of properties along Oak Bay Avenue to permit low-rise (three storey), mixed-use buildings. For the most part, this vision has not taken hold. With the exception of a few buildings most properties

remain as they were in 1983. Where development has taken place, owners have opted for alternative forms of development (i.e. one storey commercial buildings). The 1983 guidelines also resulted in the establishment of a Development Permit Area on Oak Bay Avenue to ensure some regulation of the form and character of buildings. The notion of right angle parking on side streets, as set out in these guidelines, seems impractical given the size of the parcels of land facing onto Oak Bay Avenue. This may have contributed to the lack of interest in redevelopment. This plan recommends changes to several aspects of the policies and zoning put in place for Oak Bay Avenue in 1983 to reinforce the vision of this important street and encourage its revitalization.

5.2 COMMERCIAL GOAL

<p>REINFORCE EXISTING NEIGHBOURHOOD COMMERCIAL AREAS AS VIBRANT, PEDESTRIAN-ORIENTED PLACES FOR LOCAL SHOPPING, SERVICES AND SOCIAL INTERACTION.</p>

5.3 COMMERCIAL OBJECTIVES

1. Encourage commercial growth within defined areas by permitting a broad range of businesses that are compatible with the neighbourhood.
2. Develop different characters for the neighbourhood commercial areas within Jubilee through physical improvements.
3. Encourage mixed commercial - residential use, within the defined commercial areas, between properties and on individual properties with residential use above ground floor commercial.
4. Ensure compatibility, safety and security through design of buildings and public spaces, and through mixed use.

5. Recognizing the regional nature of many businesses in Jubilee, new development should respond to surrounding properties and the scale of the neighbourhood.
6. Provide adequate parking for commercial uses without undue impact on residential streets.

5.4 COMMERCIAL POLICIES AND RECOMMENDATIONS

1. Limit commercial redevelopment to those areas already zoned for commercial use, with the following exception:
 - 1.1 Consider the rezoning of the two parcels presently zoned R3-2, Multiple Dwelling District, on the south side of the 1700 block Fort Street (refer to attached map) to CR-3, Commercial Residential Apartment District.
 - 1.2 No expansion of the commercial uses presently at the corners of Bay and Shakespeare Streets.
2. Establish Fort Street between Foul Bay Road and the intersection with Oak Bay Avenue as a Development Permit Area to recognize the importance of this section of Fort Street to the character of the neighbourhood and as a major entry into the City. An important objective of this designation is the compatibility of new developments with adjacent residential areas and the neighbourhood. Include as an objective: to reinforce and enhance the character of Upper Fort Street as a significant entry into the City and portions of it as a neighbourhood shopping area and to ensure that new development is compatible with adjacent residential areas and the neighbourhood.

3. Amend Development Permit Area 12, Oak Bay Avenue to establish it as a revitalization area which will allow control over exterior design and finish of buildings and also establish landscaping standards. Amend the objectives of this DPA to include: to reinforce and enhance the character of Oak Bay Avenue as a neighbourhood shopping area and ensure that new development is compatible with adjacent residential areas and the neighbourhood.
4. In evaluating the design of commercial or mixed-use buildings, within the Development Permit Areas, the following should be considered:
 - the *Social Planning Development Guidelines*
 - the *Advisory Design Guidelines for Buildings, Signs and Awnings*
 - the character of surrounding properties and the neighbourhood
 - pedestrian orientation at street level.
5. The City advise merchants and property owners, in the identified commercial districts, of the benefits of becoming a Business Improvement Area and/or obtaining provincial funding for revitalization. As a part of this the City should be open to joint efforts of merchants and property owners to improve and beautify commercial areas in a coordinated manner. The emphasis of these improvements should be to establish distinct pedestrian oriented, neighbourhood shopping districts.

6. Amend the 1983 Oak Bay Avenue Guidelines to include the following:
 - 6.1 Rezone properties presently zoned C1-NM on Oak Bay Avenue to CR-3, Commercial Residential Apartment District, to reinforce residential use of buildings over 1 storey. Exclude those properties that have been redeveloped for commercial development under the C1-NM zone.
 - 6.2 Amend the CR-3 zone on Oak Bay Avenue to include the following provisions:
 - (a). permit an increase in density from 1.0:1 to 1.4:1 where residential units are provided (within the context of a mixed-use building) and at least 70% of the required parking spaces are located under the main building.
 - (b). reduced street setbacks for mixed-use buildings to allow for a more pedestrian oriented streetscape and greater flexibility for design.
 - 6.3 Delete the concept of right-angle parking on side streets from the guidelines. Provide areas for parallel parking instead.
7. That the City develop an improvement plan for Oak Bay Avenue, to show design criteria for future development in this Development Permit Area with regard to context; pedestrian access; massing; scale; roof line; street relationship and landscaping plan.
8. If the neighbourhood boundaries change as suggested in this plan, then care should be taken to ensure that both the Jubilee and Gonzales area residents are involved in future decisions regarding Oak Bay Avenue. It is important that Oak Bay Avenue be dealt with in a comprehensive manner to ensure its integrity as a neighbourhood shopping area.
9. Rezone the properties on the southeast and southwest corners of Richmond Road and Fort Street to exclude 'service station' as a permitted use.
10. Rezone the split-zoned property at 1505 Fell Street from R1-B and CR-3 to R1-B to limit the intrusion of commercial redevelopment on Fell Street.

6. INSTITUTIONAL

6.1 ISSUES AND OBSERVATIONS

The Royal Jubilee Hospital is an important part of the Jubilee neighbourhood and the region. As one of the primary medical facilities in the region, the hospital is also one of the City's largest single employers. Many of the hospital's existing buildings are out of date and do not meet current seismic standards. It is important that the long-term plan to redevelop the hospital facilities, to bring them up to date and to provide for changes in the health care system, be accommodated in a way that will harmonize its relationship with the surrounding neighbourhood. There may be opportunities for community use of space in Begbie Hall. The municipality of Saanich has been and should continue to be involved in plans for redevelopment.

The potential for a predominance of medical and dental offices in proximity to the hospital could have a deadening effect in the neighbourhood's commercial areas (see commercial policy section). There is the same concern with the clustering of too many smaller scale non-profit societies in any one residential area.

Small-scale (6-8 bed) residential types of uses (e.g. Ronald McDonald House) related to the hospital are appropriate in the neighbourhood if they are not all clustered in one residential area.

6.2 INSTITUTIONAL GOAL

<p>ENSURE THAT INSTITUTIONAL USES IN JUBILEE ARE SENSITIVE AND RESPONSIVE TO THE SURROUNDING NEIGHBOURHOOD.</p>
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6.3 INSTITUTIONAL OBJECTIVES

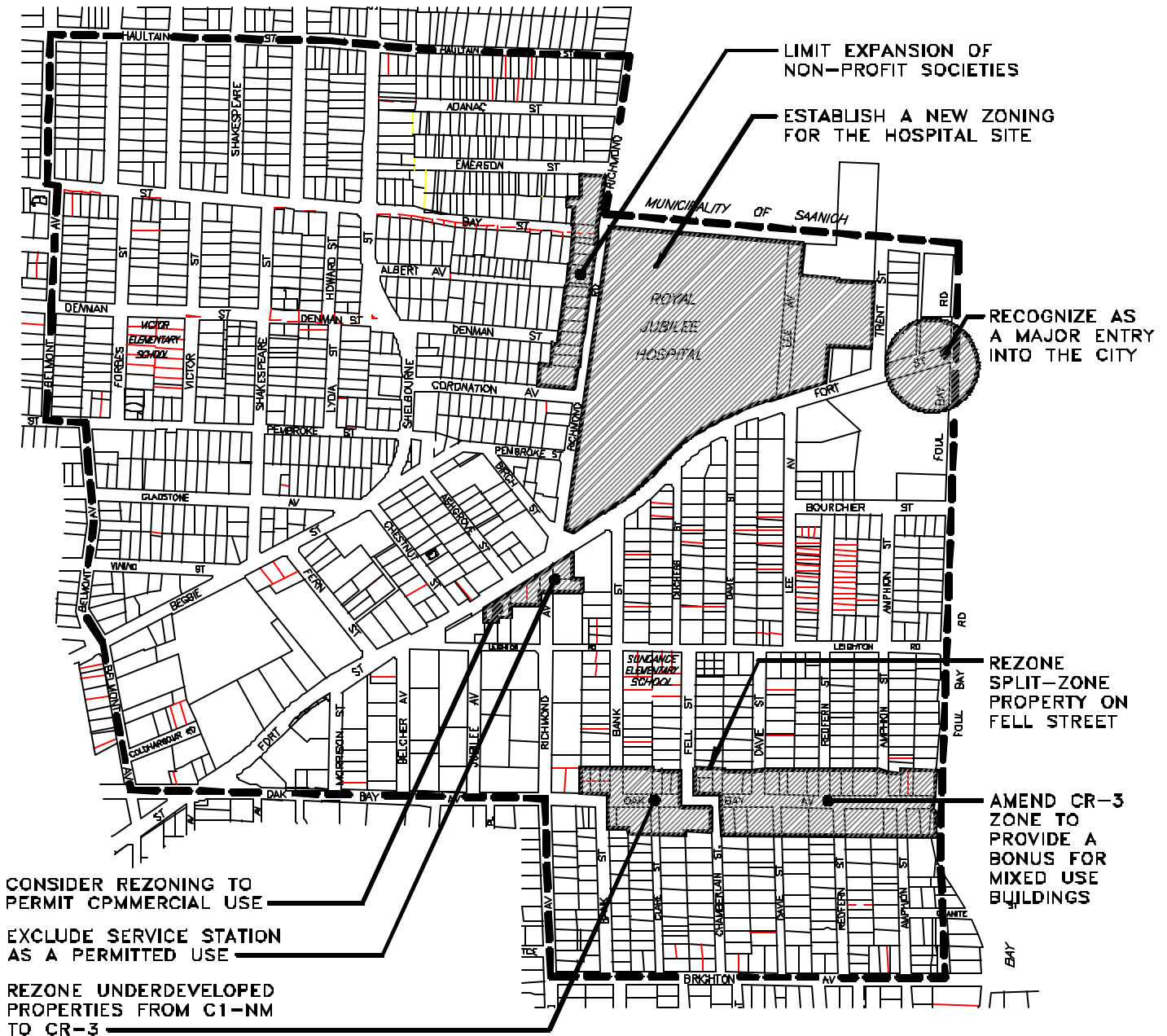
1. Recognize the significant impact of the Royal Jubilee Hospital on the surrounding neighbourhood and support the ongoing dialogue between the GVHS and the community associations on all aspects of mutual interest.
2. Limit the expansion of small-scale institutions and non-profit societies to defined areas.
3. Consider small-scale non-commercial uses as they relate to larger institutions in scattered locations (e.g. Hart House).

6.4 INSTITUTIONAL POLICIES AND RECOMMENDATIONS

1. Include the Royal Jubilee Hospital site and the Eric Martin Institute properties in the Fort Street Development Permit Area.
2. Work with the Greater Victoria Hospital Society and the Community to develop a new zoning for the Royal Jubilee Hospital site which will relate more closely to the intended use and future redevelopment. Any consideration of comprehensive development zoning should include potential ancillary uses to the medical services that are encroaching into the neighbourhood, which will alleviate pressures mentioned in points 6.4.3 and 6.4.4.

3. Limit the expansion of non-profit societies on Richmond Road. Individual applications will be considered on their merit through the rezoning process. Proposals should be limited to properties that face on Richmond Road and will be evaluated for their impact on traffic on Richmond Road (refer to Map 5).
4. Consider small scale, non-profit, supportive-residential uses related to the Royal Jubilee Hospital in scattered locations through the rezoning process.

MAP 5 - COMMERCIAL AND INSTITUTIONAL SUMMARY



CONSIDER REZONING TO PERMIT COMMERCIAL USE

EXCLUDE SERVICE STATION AS A PERMITTED USE

REZONE UNDERDEVELOPED PROPERTIES FROM C1-NM TO CR-3

LIMIT COMMERCIAL ZONING TO ALREADY ESTABLISHED COMMERCIAL AREAS

ESTABLISH A NEW DEVELOPMENT PERMIT AREA ON FORT STREET AS A MAJOR ENTRY INTO THE CITY



7. PARKS, RECREATION AND OPEN SPACE

7.1 ISSUES AND OBSERVATIONS

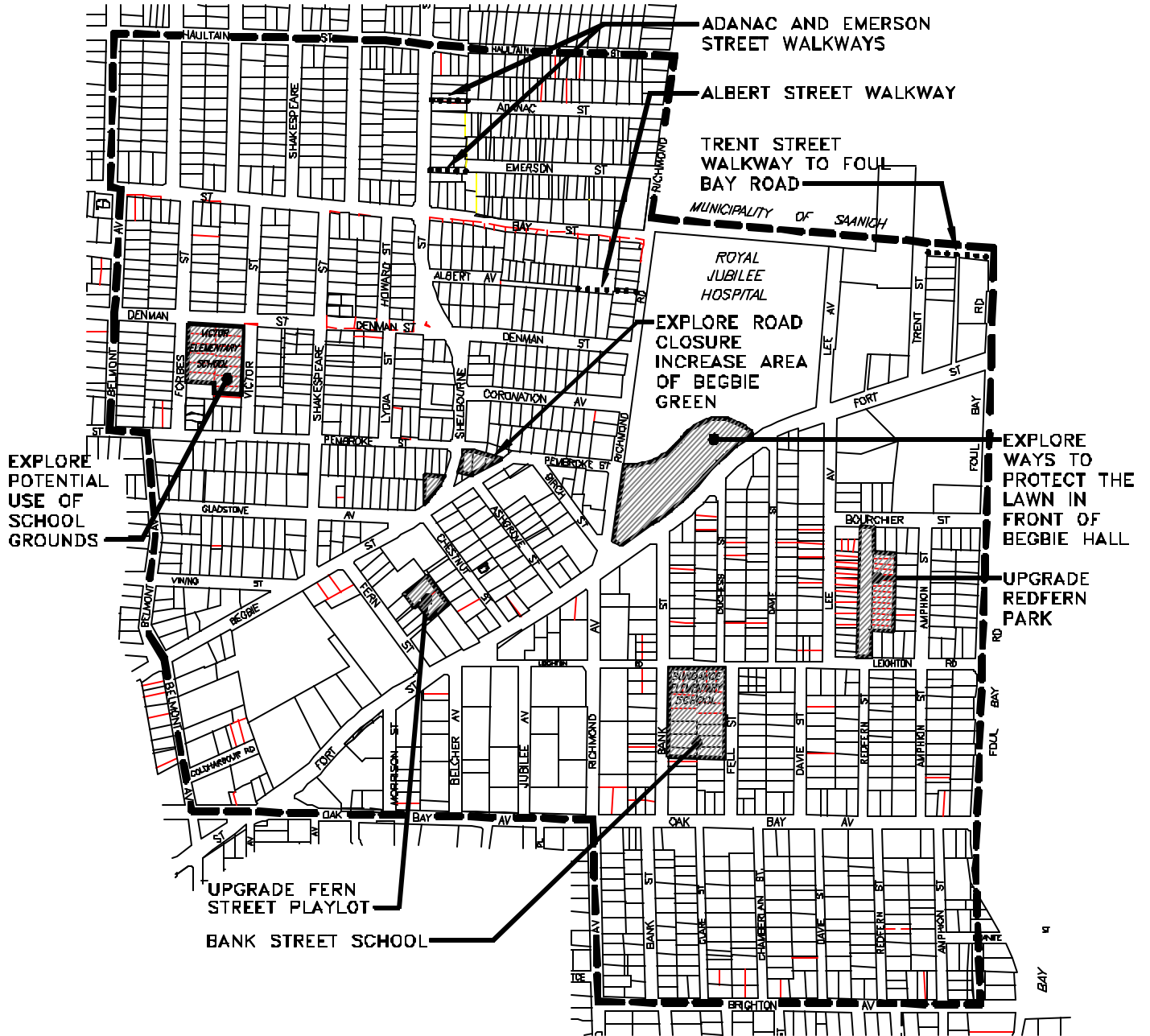
Jubilee has very little designated park space within its defined boundaries. The area has approximately 0.17 hectares (0.42 acres) of parkland per 1000 population. This is one of the lowest ratios of parkland to population in the City (the City's *Official Community Plan* proposes a standard of 0.61 hectares (1.5 acres) of neighbourhood parkland per 1000 population). It is estimated that the shifting of neighbourhood boundaries, as contemplated in this plan, will increase the parkland to population ratio to 0.22 hectares (0.54 acres) per 1000 population. There are a number of other important open space and recreational resources in the neighbourhood and in close proximity to it. Open areas associated with the school grounds at Sundance School and Victor Street are among these. While not in the City, the Oak Bay Recreation Centre is an important resource for area residents.

In a 1990 study, the Parks and Recreation Department identified that residents in the Northeast quadrant of Jubilee were further than 0.4 km. from a neighbourhood park (0.4 km. is considered to be a standard for proximity to a neighbourhood park in the City). Obviously, it is an expensive venture for the City to contemplate the purchase of new parkland in an established neighbourhood. However, the City should explore creative ways to provide new park space and ensure that other open space resources are protected. The lack of designated park area makes it all the more important to retain and develop existing parks and to encourage a broader range of possible recreation. For example, Redfern Park and the Fern Street Play Lot should include facilities for people of different ages. The City-owned "walk-throughs" from the dead end streets onto Shelbourne Street are important open spaces and should be retained and maintained by the City. School grounds provide an important open space

resource in the community and in some instances there may be opportunities to improve them for recreational purposes.

Privately owned open space and landscaping is an important neighbourhood resource. Mature trees on public and private property help to establish the character of the neighbourhood. New developments should incorporate open space and landscaping as an integral part of their design. Mature landscaping should be saved, where possible, and new landscaping should be in context with the neighbourhood. The open space and mature trees associated with the hospital, especially the lawn and mature trees south of Begbie Hall, are centrally located and are significant to the neighbourhood and the City. Some recent examples of 'family oriented' developments have inadequate open space and play areas associated with them.

MAP 6 PARKS AND OPEN SPACE



EXPLORE POTENTIAL USE OF SCHOOL GROUNDS

UPGRADE FERN STREET PLAYLOT
BANK STREET SCHOOL

ADANAC AND EMERSON STREET WALKWAYS
ALBERT STREET WALKWAY
TRENT STREET WALKWAY TO FOUL BAY ROAD

MUNICIPALITY OF SAANICH
ROYAL JUBILEE HOSPITAL
EXPLORE ROAD CLOSURE INCREASE AREA OF BEGBIE GREEN

EXPLORE WAYS TO PROTECT THE LAWN IN FRONT OF BEGBIE HALL

UPGRADE REDFERN PARK

LEGEND

-  EXISTING AND POTENTIAL PARKS AND OPEN SPACE RESOURCES
-  WALKWAYS



7.2 PARKS GOALS

- | |
|---|
| <ol style="list-style-type: none">1. PRESERVE, ENHANCE AND WHERE POSSIBLE PROVIDE ADDITIONAL CITY-OWNED PROPERTY IN THE NEIGHBOURHOOD FOR LOCAL USE, INCLUDING PARKS, OPEN SPACE, BOULEVARDS AND WALKWAYS.2. RECOGNIZE THE IMPORTANCE OF PRIVATE LANDSCAPE AND OPEN SPACE TO THE CHARACTER OF THE NEIGHBOURHOOD.3. ENCOURAGE NEW DEVELOPMENT TO RESPECT EXISTING LANDSCAPING AND IMPORTANT OPEN SPACES. |
|---|

7.3 PARKS OBJECTIVES

1. Provide for more neighbourhood parks to meet the needs of the local neighbourhood.
2. Preserve and enhance existing City-owned property for local use.
3. Encourage the retention of important existing landscape features as part of new developments and on private property.
4. New development in the neighbourhood, especially housing planned for families, should provide adequate on-site open space and amenities.
5. New development where appropriate should provide public use space and amenities.

7.4 PARKS POLICIES AND RECOMMENDATIONS

1. The City should initiate discussion with the GVHS to explore opportunities to protect landscaped open space on the hospital grounds in order that it be retained as an important open space amenity in the neighbourhood. This is especially true for the significant green area at the corner of Fort Street and Richmond Road, south of Begbie Hall (see Map 6).

An example of a form of protection may be the registration of an easement over this portion of the property in favour of the City for open space purposes.

2. Upgrade the Fern Street play lot and Redfern Park to provide greater opportunities for use by residents. Conduct a survey of local residents to determine their preferences for how the park could be used.
3. Explore the opportunity to use portions of the City-owned Victor Street School property for neighbourhood recreation needs. A priority would be greater access to the school grounds.
4. Explore opportunities for the neighbourhood use of schools and school property within the neighbourhood with the School District.
5. Retain and continue to maintain the City-owned walkways from Adanac and Emerson Streets to Shelbourne Street, from Albert Street to Richmond Road, from Chestnut Street to Fern Street and from Trent Street to Foul Bay Road as important amenities to the neighbourhood.
6. Provide better signage describing the location of existing parks for the information of residents.
7. Explore the opportunity to create additional park space by closing Begbie Street between Shelbourne and Birch Street and incorporating the resulting area into Begbie Green. This proposal should be investigated during the *Neighbourhood Traffic Management Plan* for its effects on adjacent streets and provides an important opportunity for the provision of additional park space in the neighbourhood.

8. The City should encourage the retention and maintenance of significant landscape and open space features through the development approval process. This could include significant trees, plantings, rock outcrops and man-made features such as rock walls. (significant features should be identified on a map).
9. The City should investigate ways to ensure that significant landscape features are considered as an important element in any public or private redevelopment proposals e.g., Tree Bylaw.
10. Continue the program of street tree planting including local residential streets. When street trees are removed ensure that they are replaced in a timely fashion. (This policy is also included in the Transportation section).
11. Ensure that new developments provide for useable open space through the development approval process. Developments over 6 units in size should provide for on-site amenities. An example of this might be the provision of a playground area in family oriented developments. The *Social Planning Development Guidelines* should be used as a guide for appropriate amenities.

8. TRANSPORTATION

8.1 ISSUES AND OBSERVATIONS

One of the largest and most complex set of issues in the Jubilee neighbourhood are those that deal with traffic and its impact on the neighbourhood (see the *Summary of Issues* document for a discussion of specific issues). The planning area is separated by a number of major streets (Arterial, Secondary Arterial and Collector streets). While these streets are barriers to community at a neighbourhood scale, they play an important role in the movement of traffic within the region.

The most significant concerns in the neighbourhood relate to the volume and speed of traffic and its effect on safety and the character of the neighbourhood. The safety of children from the neighbourhood and those passing through the neighbourhood on their way to school, the safety of seniors and other pedestrians moving from one part of the neighbourhood to another and the safety of operating a motor vehicle in the neighbourhood.

The policies in this section provide a framework for the consideration of specific issues related to traffic in the Jubilee neighbourhood and for the future *Neighbourhood Traffic Management Plan*.

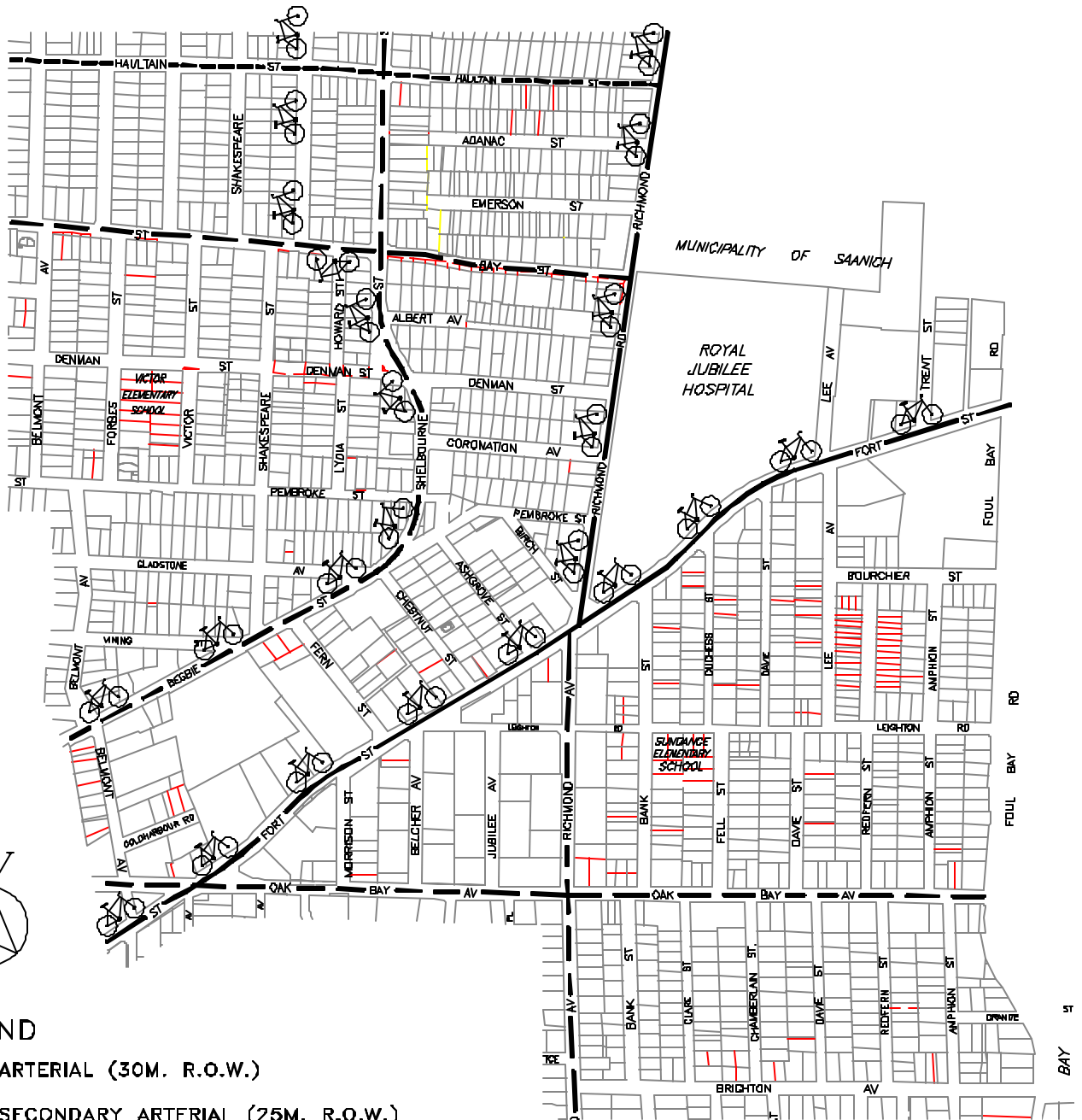
8.2 TRANSPORTATION GOALS

1. PROVIDE FOR THE EFFICIENT, SAFE AND SENSITIVE MANAGEMENT OF TRAFFIC IN THE NEIGHBOURHOOD IN ORDER TO REDUCE IMPACTS OF MAJOR ARTERIALS ON RESIDENTIAL AREAS.
2. ENCOURAGE ALTERNATIVE MODES OF TRANSPORTATION OTHER THAN THE SINGLE OCCUPANCY VEHICLE

8.3 TRANSPORTATION OBJECTIVES

1. Prepare and implement a *Neighbourhood Traffic Management Plan*
2. Discourage non-local traffic on local residential streets.
3. Develop "safe routes" for pedestrians and cyclists especially to and from school and the hospital.
4. Discourage increased road surface for the movement of motor vehicles where possible and encourage increased boulevard landscaping in direct proportion to increased road surface.
5. Redistribute traffic in the neighbourhood to provide for a more equitable use of arterials and collectors.
6. Promote the use of bicycles and transit as alternatives to use of cars.

MAP 7 - TRANSPORTATION SUMMARY



LEGEND

- ARTERIAL (30M. R.O.W.)
- - - SECONDARY ARTERIAL (25M. R.O.W.)
- · - · COLLECTOR STREETS (20M. R.O.W.)
- BICYCLE ROUTES (CITY OF VICTORIA MASTER PLAN)

8.4 TRANSPORTATION POLICIES AND RECOMMENDATIONS

- 1 The Transportation Section of the Engineering Department will include \$25,000 in the core budget to carry out a neighbourhood transportation management plan to address, among other things, the strategies and policies necessary to implement objectives # 2, 3 and 6.
- 2 By way of development approvals (e.g. rezoning, variance permit and development agreements, if they become available) continue to negotiate space and rights-of-way to achieve the City standards for sidewalks, trees, boulevards and bicycle lanes on arterials, secondary arterials and collector roads.
- 3 Discourage the widening of local streets in order to retain the character of existing streetscapes, except where the street is designated as a bike route in the *City's Bicycle Master Plan*.
- 4 Consider the retention of existing mature street trees as an important element in any road widening program, especially along major streets such as Richmond Road.
- 5 Continue the program of street tree planting including local residential streets. When street trees are removed ensure that they are replaced in a timely fashion.
- 6 In any road widening include improvements to the boulevard and street tree planting in the planned widening, especially along major vehicular routes.
- 7 Install a row of large-scale street trees along the 1600-1900 Block Fort Street and along the length of Oak Bay Avenue from Richmond Road to Foul Bay Road in order to enhance the pedestrian environment.
- 8 Explore potential funding mechanisms to place the above ground wiring along Oak Bay Avenue underground in any upgrade of the boulevard.
- 9 In the design and construction of curbs, sidewalks, boulevards, and the parking portions of the public right-of-way, consider the needs of disabled persons to park and manoeuvre.
- 10 Review the measures in place for pedestrian safety at important intersections in the neighbourhood, especially:
 - Bay Street and Richmond Road
 - Fort Street and Richmond Road
 - Fort Street and Foul Bay Road
 - Oak Bay Avenue and Richmond Road
 - Bay Street and Shelbourne Street
 - Haultain Street and Richmond Road
 - Lee Avenue and Fort Street
- 11 Explore the need for a marked crosswalk at the intersections of Pembroke and Shelbourne Streets, Denman and Shelbourne Streets and in the commercial area of Oak Bay Avenue.
- 12 Extend the program of residential only parking in the neighbourhood on the following streets (*This can only be done through the individual blocks petitioning City Council*):
 - 1500-1600 Block Davie Street
 - 1000 Block Redfern Street
 - 1000 Block Amphion Street
 - 1800 Block Leighton Street
 - 1600 Block Albert Avenue
 - 1700 Block Haultain Street
- 13 Support the Royal Jubilee Hospital in the development and implementation of a Traffic Demand Management program to encourage the reduction of automobile traffic coming to the hospital. Encourage other employers to do the same..

- 14 Encourage new large-scale commercial and institutional developments to provide facilities for bicyclists such as storage lockers and employee showers, through the development approval process. Explore mechanisms to require these types of facilities.
- 15 Recognize, support and facilitate the bicycle routes as set out in the City's *Bicycle Master Plan* (shown on Transportation map).
- 16 Cooperate with B.C. Transit to continue the high level of transit service from Jubilee to the Downtown. Encourage B.C. transit to increase cross-town routes.
- 17 The City review the *Highway Access Bylaw* for the potential to increase the number of driveway crossings permitted for multiple dwellings, including townhouses, in order to explore opportunities for better site planning.
- 18 Cooperate with businesses, especially along Oak Bay Avenue, to facilitate programs to direct their customers to available parking.

9. PUBLIC WORKS

9.1 ISSUES AND OBSERVATIONS

The City Engineering Department is responsible for maintaining the infrastructure of all areas of the City and budgeting for improvements. Generally, the infrastructure in the Jubilee area is considered to be satisfactory. Very few problems were identified by residents for consideration as part of the neighbourhood review process. The concerns that were raised include:

- That there may still be some lead pipes being used for water service in the neighbourhood.

(The City finished a program of replacing lead water service in the neighbourhoods in 1994. Through that program, the City replaced all of the known lead water service in the City within the public right-of-way.

There continues to be a policy to replace lead water service when it is found, however, it is expected that in the majority of areas this has already been done).

- There is a problem with flooding at a low point on Davie Street south of Oak Bay Avenue.
- There is a need for a sidewalk on the 1800 block of Leighton Avenue.

This section of the plan does not contain any specific recommendations regarding public works. Reference should be made however to the Parks and Transportation sections of this plan for recommended capital projects. A number of improvement projects have been identified by the City's Engineering Department, as part of its 1995 work program. These projects are described on the following table.

LOCATION	DESCRIPTION OF WORK
Fort Street and Richmond Road intersection	Install southbound left turn signals in the intersection
North side of Leighton Road between Richmond Road and Bank Street	Sidewalk, curb and gutter rehabilitation.
Oak Bay Avenue between Davie Street and Redfern Street	Rebuild storm drain main
Redfern Street and Oak Bay Avenue	Sanitary sewer main repair
Redfern Street between Oak Bay Avenue and Bouchier Street	Reconstruct storm drain main
Richmond Road/Jubilee Hospital	Replace existing water mains
Shakespeare Street between Pembroke Street and Gladstone Avenue and between Begbie Street and Gladstone Avenue	Sidewalk, curb and gutter rehabilitation

10. PUTTING THIS PLAN TO WORK

The City has the authority and the financial resources to implement most of the policies and actions in this plan. However, budget limitations and previous commitments will mean some elements of the plan may be implemented over the next five to ten years.

Neighbourhood residents and community associations also play an important role in the implementation of their plan. This can be anything from lobbying Council for a specific action to participating in and providing feedback in processes in which decisions are made which are the direct

result of the application of this plan. An example of this might be the review of development applications through the rezoning process, which will ensure that new developments fit into the community.

The following table lists each of the recommended policies and actions in this plan in summary form and identifies what action is necessary to implement them. Additionally, it identifies which City department is responsible for the action and recommends a time frame.

COMMUNITY				
	RECOMMENDED POLICY OR ACTION (SUMMARY)	IMPLEMENTING MECHANISM	LEAD CITY DEPARTMENT	SUGGESTED TIME FRAME
2.4.1	Consider safety and security of residents in new development	Development review process	Planning and Police	Ongoing
2.4.2	Amend neighbourhood planning boundaries	Plan adoption	Planning	Upon adoption of the plan and in future neighbourhood planning studies
2.4.3	Opportunities for community meeting space	Large-scale rezoning applications	Planning	Ongoing
2.4.4	Community discuss potential for Begbie Hall meeting space with GVHS	not applicable	Community Associations	1996
2.4.5	Opportunities to provide amenities for diverse age groups and family structures	Rezoning process	Planning	Ongoing

HOUSING				
	RECOMMENDED POLICY OR ACTION (SUMMARY)	IMPLEMENTING MECHANISM	LEAD CITY DEPARTMENT	SUGGESTED TIME FRAME
3.4.1	Consider small lot and duplex housing where appropriate	Rezoning process	Planning	Ongoing
3.4.2	Develop criteria for small lot and duplex zones	not applicable	Planning	1995-1996
3.4.3	Retain existing R-2 zoning west of Victor Street, except lots on north side of Pembroke Street to be rezoned to R1-B	City-initiated rezoning	Planning	1997
3.4.4	Retain existing R1-B zoned properties on Fern, Chestnut and Ashgrove Streets	Existing zoning in place	Planning	Ongoing
3.4.5	Consider rezoning for low-density townhouses on identified sites	Rezoning process	Planning	As applications are made
3.4.6	Consider rezoning for low-rise apartment on Trent Street	Rezoning process	Planning	As applications are made
3.4.7	Support small-scale non-profit housing	Rezoning process	Planning	As applications are made
3.4.8	Rezone R3-2 zoned properties to R3-AM-2	City initiated rezoning	Planning	1997
3.4.9	Evaluate proposal design	Rezoning and development permit process	Planning	As applications are made
3.4.10	Discourage orphaning of lots	Neighbourhood Plan policy	Planning	Ongoing
3.4.11	Review Traffic Access Bylaw	Traffic Access Bylaw	Engineering and Planning	1998

HERITAGE				
	RECOMMENDED POLICY FOR ACTION (SUMMARY)	IMPLEMENTING MECHANISM	LEAD CITY DEPARTMENT	SUGGESTED TIME FRAME
4.4.1	Work towards the addition of identified properties to the City's Heritage Registry	Heritage Registry	Planning	Begin in 1996
4.4.2	Encourage voluntary designation of buildings	Heritage Program	Planning	Ongoing
4.4.3	Provide other incentives for conservation	Explore mechanisms	Planning	Ongoing
4.4.4	Ensure policies and zoning are consistent with heritage objectives	Plan review and zoning	Planning	Ongoing
4.4.5	Encourage owners of public Registry buildings to apply for designation	Heritage Program	Planning	Ongoing
4.4.6	Promote public awareness of rehabilitation and conservation methods	Heritage Program	Planning	Ongoing
4.4.7	Promote public awareness of heritage conservation and local heritage	Heritage Program	Planning	Ongoing

COMMERCIAL				
	RECOMMENDED POLICY FOR ACTION (SUMMARY)	IMPLEMENTING MECHANISM	LEAD CITY DEPARTMENT	SUGGESTED TIME FRAME
5.4.1	Limit commercial redevelopment to those areas zoned for commercial use	Existing zoning	Planning	Ongoing
5.4.1.1	Consider CR-3 zone for properties in the 1700 Block Fort Street	Rezoning process	Planning	As applications are made
5.4.2	Establish Fort Street new DPA between Foul Bay Road and Oak Bay Avenue	Official Community Plan amendment	Planning	1997
5.4.3	Amend DPA #12 Oak Bay Avenue	Official Community Plan amendment	Planning	1997
5.4.4	Evaluate proposal design	Rezoning and development permit process	Planning	As applications are made
5.4.5	Encourage a Business Improvement Area			Ongoing
5.4.6.1	Rezone C1-NM properties on Oak Bay Avenue to CR-3	City initiated rezoning	Planning	1997
5.4.6.2	Amend the CR-3 zone	City initiated zoning amendment	Planning	1997
5.4.9	Rezone properties on Fort and Richmond corners to preclude service stations	City initiated rezoning	Planning	1997
5.4.10	Rezone split zoned property at 1505 Fell Street to R1-B	City initiated rezoning	Planning	1997

INSTITUTIONAL				
	RECOMMENDED POLICY FOR ACTION (SUMMARY)	IMPLEMENTING MECHANISM	LEAD CITY DEPARTMENT	SUGGESTED TIME FRAME
6.4.1	New Fort Street Development Permit Area to include RJH and Eric Martin sites	Official Community Plan amendment	Planning	1997
6.4.2	Establish new zoning for the RJH to reflect redevelopment	Rezoning process	Planning	Start in 1996
6.4.3	Limit small-scale institutions and non-profit societies	Plan policies and rezoning process	Planning	Ongoing
6.4.4	Consider small-scale supportive-residential type uses	Rezoning process	Planning	Ongoing

PARKS, RECREATION AND OPEN SPACE				
	RECOMMENDED POLICY FOR ACTION (SUMMARY)	IMPLEMENTING MECHANISM	LEAD CITY DEPARTMENT	SUGGESTED TIME FRAME
7.4.1	Explore alternatives to protect landscaped areas on the hospital grounds	Explore alternatives	Planning and City Solicitors	Start in 1997
7.4.2	Upgrade Fern Street play lot		Parks and Recreation	Determine prior to final adoption
7.4.3	Explore use of Victor Street school grounds		Parks and Recreation	Determine prior to final adoption
7.4.4	Explore use of neighbourhood schools		Parks and Recreation	Determine prior to final adoption
7.4.5	Retain City-owned walkways	Plan policies	Administration	Ongoing
7.4.6	Better parks signage		Parks and Recreation	Determine prior to final adoption
7.4.7	Explore potential to close Begbie Street for additional park space	Neighbour-hood Traffic Management Plan	Engineering and Parks and Recreation	As part of NTMP
7.4.8	Encourage retention of significant landscape features	Plan Policies	Planning	Ongoing
7.4.9	Explore mechanisms to protect significant landscape features	Explore alternatives	Planning and Parks and Recreation	Start in 1996
7.4.10	Continue street tree planting program	Street Tree Planting Program	Parks and Recreation	Ongoing
7.4.11	Ensure useable open space in new developments	Rezoning and development permit process	Planning	As applications are made

TRANSPORTATION				
	RECOMMENDED POLICY FOR ACTION (SUMMARY)	IMPLEMENTING MECHANISM	LEAD CITY DEPARTMENT	SUGGESTED TIME FRAME
8.4.1	Secure funding for NTMP	Budget process	Engineering	1996
8.4.2	Continue to secure R.O.W.s for arterials, secondary arterials, and collector roads	Development approval process	Engineering	Ongoing
8.4.3	Limit widening of local streets	Plan policies	Engineering	Ongoing
8.4.4	Consider retention of mature trees as important element in road widening	Plan policies	Engineering	Ongoing
8.4.5	Continue street tree planting program	Street Tree Planting Program	Parks and Recreation	Ongoing
8.4.6	Include boulevard improvements in any planned road widening		Engineering	Ongoing
8.4.7	Install a row of large street trees on portions of Fort Street and Oak Bay Avenue	Capital Budget Program	Parks and Recreation	Determine prior to final adoption
8.4.8	Explore funding for underground wiring on Oak Bay Avenue	Explore alternatives	Engineering	When any boulevard improvements are proposed
8.4.9	Provide for accessibility in the design of curbs, sidewalks and boulevards	Construction standards	Engineering	When any boulevard improvements are proposed
8.4.10	Review pedestrian safety at intersections	NTMP	Engineering	As part of NTMP
8.4.11	Explore need for crosswalks	NTMP	Engineering	As part of NTMP
8.4.12	Extend the residential parking only areas	Resident petitions	Engineering	Consider as petitions are received
8.4.13	Support RJH Traffic Demand Management	Plan policies	Engineering and Planning	Ongoing
8.4.14	Encourage bicycle facilities in commercial and institutional development	Development approval processes	Engineering and Planning	Ongoing
8.4.15	Recognize City bicycle routes	Plan policies	Engineering and Planning	Ongoing
8.4.16	Encourage B.C. Transit to increase cross-town routes	Not applicable	Engineering and Planning	Ongoing
8.4.17	Review Traffic Access Bylaw	Traffic Access Bylaw	Engineering and Planning	1997
8.4.18	Facilitate programs on Oak Bay Avenue to direct customers to available parking	Not applicable	Engineering and Planning	Ongoing

GLOSSARY OF DEFINITIONS AND COMMON ZONES

PLEASE NOTE: These definitions and zone descriptions are provided to further the understanding of this plan. They are not intended in any way to be a substitute for the actual descriptions and regulations set out in the *Zoning Regulation Bylaw*.

DEFINITIONS

DENSITY

In land use planning, density refers to the size of building or number of dwellings that can be built within a given area. That area could be an individual lot or a neighbourhood. With regard to residential development and at a neighbourhood scale, density is usually expressed as a number of dwelling units per hectare/acre. Density can also be expressed as a floor space ratio (FSR) which is a ratio of the size of a building to the lot area. For example, with an FSR of 1.2:1, you could construct a building that has a floor area of 1.2 multiplied by the lot area.

LOW DENSITY

Generally, low-density residential development is described as the density that applies to typical single family, duplex and townhouse types of housing. This density would be typical of the R1-B, R1-S, R-2, and R-J zones. Expressed in units/hectare, these zones represent densities of 38 units/hectare (15 units/acre) and less.

MEDIUM DENSITY

Medium density residential development is typical of townhouse and apartment types of housing. Typical zones would be R-K, R3-1/2, R3-A1/A2, R3-AM-1/2 zones. These zones represent a range of densities from 54 units/hectare (22 units/acre) to 172 units/hectare (70 units/acre) and a range of floor space ratios from 0.6:1 to 2.5:1.

Buildings in these zones are generally a maximum of 3 to 8+ storeys depending on the specific zone regulations.

HIGH DENSITY

Victoria has very few high-density residential zones where the floorspace ration exceeds 2.5:1. Expressed as units/hectare high-density residential development represents 323 units/hectare (130 units/acre) or above. This density is typical of the CA-4 and R3-C zones.

DEVELOPMENT PERMIT AREAS

An area designated by the City's *Official Community Plan* because of its special characteristics. Within these areas, applications for development require review by the Advisory Design Panel and Council approval before issuance of a building permit. Differing types of areas imply differing levels of control over design.

HERITAGE DESIGNATION

B.C.'s *Heritage Conservation Act* allows municipalities to pass bylaws to protect properties of heritage significance from demolition and unsympathetic alteration. Heritage Designation is the official legal protection given to a property through a municipal heritage bylaw. A designated property may not be altered or demolished without the approval of City Council.

HERITAGE REGISTRY

A heritage registry property is officially listed in the *Heritage Inventory* because it may have sufficient heritage value to warrant protective actions by the City in the future. Heritage Registry is not the same as Heritage Designation. It is a system to ensure the review and monitoring of proposed changes to properties with heritage value. Applications for changes receive the benefit of Heritage Advisory Committee advice. Demolition applications are flagged for consideration of Heritage Designation.

INFILL HOUSING

Infill housing generally refers to the addition of housing in already established neighbourhoods through the subdivision of larger lots, additions to existing houses to create duplexes or redevelopment of sites for low-density attached housing and usually does not involve demolition of existing houses. Infill housing does not imply extensive redevelopment and usually does not involve demolition of existing housing.

NEIGHBOURHOOD PARKS

Neighbourhood parks vary in size and provide opportunities for passive and active recreation for local residents. Generally, they should be centrally located and within walking or short driving distance for residents. The Parks and Recreation Department define **Primary** and **Secondary** Neighbourhood Parks based on size and the type of recreation activities that they can meet. Generally, neighbourhood parks are located on City property.

DESCRIPTIONS OF COMMON ZONES

PART 1.2 - R1-B SINGLE FAMILY DWELLING DISTRICT

The R1-B zone makes up the majority of single family residentially zoned land in the City. Other than single family dwellings, the zone generally permits a range of residential uses including boarding or rooming of up to four persons, home occupations, and the conversion of existing single family houses into suites, rest homes and kindergartens subject to restrictions for parking, age of building and exterior conservation. Other permitted uses include public buildings, parks, commercial exhibits, churches, schools and daycare. Minimum lot size is 460 m² and width 15 m).

PARTS 1.22 AND 1.23 - R1-S1/R1-S2 SMALL LOT SINGLE FAMILY DWELLING DISTRICT

These zones permit the subdivision of lots for single family dwellings that have a minimum lot area (260 m², approx. 2800 ft²) and lot width (10 m, approx. 33 ft). The R1-S1 zone restricts buildings to one storey while the R1-S2 zone allows up to two storeys. Use is restricted to single family dwellings only.

PART 2.1 - R-2 TWO FAMILY DWELLING DISTRICT

This zone permits construction of a two family dwelling (Minimum lot size is 555 m² and width 15 m). The R-2 zone also permits the same uses as the R1-B zone.

PART 2.2 - R-J LOW DENSITY ATTACHED DWELLING DISTRICT

This zone allows townhouses at a density of one unit per 277 m² (approx. 3000 ft²) of lot area (minimum 555 m²) and all the low density and related uses of the R1-B and R-2 zones, subject to the regulations of that zone.

PART 2.3 - R-K MEDIUM DENSITY ATTACHED DWELLING DISTRICT

Uses permitted in this zone include townhouses at a density of one unit per 185 m² (approx. 2000 ft²) of lot area (minimum 555 m²) and all the low density and related uses of the R1-B and R-2 zones, subject to the regulations of that zone.

PART 3.9 - R3-A1 AND R3-A2 LOW PROFILE MULTIPLE DWELLING DISTRICT

These zones provide for a variety of residential uses including apartments up to 3 storeys in height. It also allows R1-B and R-2 uses (minimum lot area 920 m², maximum FSR 1-1.2:1).

PART 3.10 - R3-AM-1 AND R3-AM-2 MID-RISE MULTIPLE DWELLING DISTRICT

These zones provide for a variety of residential uses including apartments up to 4 storeys in height. It also allows R1-B and R-2 uses (minimum lot area 920 m², maximum FSR 1.2-1.6:1).

PART 4.14 - CR-3 COMMERCIAL RESIDENTIAL APARTMENT DISTRICT

This zone provides for a variety of residential uses including multiple dwellings and commercial-residential buildings where the ground floor may only be used for commercial purposes (no minimum lot area, maximum FSR 1.0:1, maximum height 3 storeys).

PART 4.3.1 - C1-NM NEIGHBOURHOOD (MODIFIED) SHOPPING DISTRICT

This zone provides for a variety of commercial uses and commercial-residential buildings where the ground floor may only be used for commercial purposes (no minimum lot area, maximum FSR 1.0:1, maximum height 3 storeys).

PART 8.10 - P-B PUBLIC BUILDING DISTRICT

This zone provides for a variety of public uses including hospitals, art galleries and churches. Its regulations make reference to the most restrictive zone to which the subject property abuts. In the case of the Jubilee Hospital, the regulations that govern the hospital are the same as those in the R1-B, Single Family Dwelling District of the adjacent properties on Richmond Road.

APPENDIX 1 – CHRONOLOGICAL LIST OF PLAN REVIEW PROCESS

December 1993	Introductory Public Meeting - Sundance School Approximately 100 people attended this meeting to introduce the plan review process and attempt to generate interest in the upcoming review.
February 1994	Appointment of Plan Review Steering Committee Council appointed members from the North Jubilee, South Jubilee and Fernwood Community Associations as well as a Business representative, a representative from the Royal Jubilee Hospital and a condominium owner. (The condominium owner left the committee after several meetings).
April 9, 1994	Issue Identification Open House/Workshop - Jubilee Hospital Approximately 100 people participated in this 4 hour open house/workshop to discuss what the issues were that should form part of the Plan review.
May 1, 1994	Open House/Workshop results
April - June 1994	Neighbourhood Steering Committee Meetings Meetings to come to an understanding and to clarify the issues raised in the Open House.
September 1994	Survey of Businesses in Jubilee
October 14, 1994	Summary of Issues Document
October 26, 1994	Youth Workshop Two Steering Committee members and the Community Development Planner hosted an informal discussion with 8 youths who live in the Jubilee area to discuss any issues they might have for the plan review.
September - December 1994	Neighbourhood Steering Committee Meetings Preparation and discussion of Plan Goals and Objectives.
January 21, 1995	Goals and Objectives Open House/Workshop - Jubilee Hospital Approximately 80 people attended this workshop to discuss the draft Goals and Objectives.
February -May 1995	Neighbourhood Steering Committee Meetings Preparation and discussion of draft policies and introductory sections of the plan.
June - September 1995	Draft Plan Preparation

APPENDIX 2 - APARTMENT AND TOWNHOUSE DEVELOPMENT IN JUBILEE 1981-1995

YEAR	ADDRESS	APARTMENT UNITS	TOWNHOUSE UNITS	OWNERSHIP TYPE
1981	1591 Bay Street	17	0	Strata
	1619 Morrison Street	51	0	Strata
1982	1655 Begbie Street	85	0	Strata
1983		0	0	
1984	1601 Belmont Avenue	13	0	Strata
1985		0	0	
1986		0	0	
1987	1720-28 Leighton Road	0	3	Strata
1988	2210 Shelbourne Street	21	0	Strata
	1805 Oak Bay Avenue	16	0	Strata
	1754-58 Bay Street	0	4	Strata
1989	1801 Fern Street	16	0	Strata
	1714 Fort Street	28	0	Strata
1990		0	0	
1991		0	0	
1992	1715 Richmond Road	42	0	Strata
1993	1850 Fern/Begbie Streets	15	6	Strata
1994	1708 Fort Street	24	0	Strata
To May 1995		0	0	
Total to Date		328	13	

APPENDIX 3 - JUBILEE POPULATION PROJECTIONS 1971-2011

YEAR	LOW	HIGH	LIKELY
1971			5798
1976			5884
1981			5695
1986			5835
1991	6140	6140	6140
1996	6200	6300	6200
2001	6200	6400	6300
2006	6300	6600	6400
2011	6300	6700	6500

Notes and Assumptions:

1. The 1971-1991 population figures are taken from the census information from Statistics Canada.
2. Projections are based on trends from census information.
3. The limit of population growth of 6900 people (capacity) is an estimate of the potential for growth given the existing zoning that is in place at this time. The estimate does not include the potential for the conversion of single family dwellings into suites or individual rezonings to duplex or small lot housing.
 - The estimated likely rate is one half the 1981-1986 rate of growth
 - The estimated low rate is the 1971-1986 rate of growth
 - The estimated high rate is the 1981 -1986 rate of growth
4. These estimates are based on the planning boundaries in place in 1991.

APPENDIX 4 - INVENTORY OF PARKS AND OPEN SPACE IN JUBILEE

1. CITY OWNED PARKS AND OPEN SPACE

PARK AREA	SIZE (HA.)
Begbie/Pembroke Green	0.22
Fern Street Play Lot	0.08
Leighton Green	0.03
Redfern Park	0.62
Shelbourne/Denman Green	0.13
Total Parks and Open Space	1.08

2. COMPARISON TO CITY STANDARDS

ESTIMATED POPULATION	6200
City owned Parks and Open Space (ha.) per 1000 population	0.17 ha. (0.42 acres)
Official Community Plan Neighbourhood Parks Standard per 1000 population	0.61 ha. (1.5 acres)
Difference	0.44 ha. (1.08 acres)

3. OTHER NEIGHBOURHOOD OPEN SPACE RESOURCES

DESCRIPTION	SIZE (HA.)
Royal Jubilee Hospital Grounds	0.80
Sundance School Grounds	0.67
Victor Street School Grounds	0.62
Total	2.09 (5.16 acres)