
Oaklands Neighbourhood Plan



**City of Victoria
Council Adoption
June 1993**

FOREWORD

This document is the final version of the Oaklands Neighbourhood Plan, approved by City Council following a Hearing on June 10, 1993. It is the outcome of a study undertaken between February, 1991 and September, 1991 by CitySpaces Consulting Ltd. in consultation with the City of Victoria.

Public participation was encouraged as an important part of the neighbourhood study. With the assistance of the Community Council of Greater Victoria, a combination of small group discussions and larger events were undertaken throughout the eight month period.

The "draft" Plan was the subject of further review in the community from November, 1991 to March, 1992, by the Oaklands Plan Steering Committee. This Committee of eight citizens, representing a variety of interests in the neighbourhood, was appointed by City Council.

A review was also undertaken by members of the Advisory Planning Commission and the Advisory Transportation Committee in the fall of 1992.

This document consists of text, a summary map and four more detailed maps and accompanying statistical material in chart format. Five technical appendices accompany this document. A companion report describes the details of the first two public meetings that were held during the process.

Oaklands Neighbourhood Plan — June 1993

September 1993

Dear Reader,

The Oaklands Neighbourhood Plan reflects Council's strong commitment to citizen participation in planning for the future of Victoria's neighbourhoods. The many meetings on the Plan with residents were extremely well attended. It is clear that residents care very much about the neighbourhood and want to be involved in determining its future direction.

The Plan will serve as a guide to decision-making for residents, City staff and Council on land use, traffic, parks, public works and heritage. It recommends policies and actions which are to be undertaken in these areas over the next five to 10 years.

The Plan does not promote any widespread land use change. Where change is likely to occur, however, it must be well managed and an asset to the neighbourhood.

Your ideas and comments on the Plan and suggestions for improvement are most welcome. With the benefit of continued discussion and comments, the Plan will have the best possible opportunity for successful implementation.


Councillor Laura Acton
Chair of Planning



Mayor

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ACKNOWLEDGEMENTS

The Plan is the result of the work, commitment and strong interest of a large number of people. These include:

CitySpaces Consulting Ltd. (Linda Allen, Bruce McDougall, and Susan Morgan) who prepared the draft Plan.

The Community Council of Greater Victoria (Lynda Patterson, Gretchen Hartley) who facilitated the workshops.

The Oaklands Neighbourhood Plan Steering Committee:

Peter Clark, Chair
Hugh Gow
Sang-Kiet Ly
Neil Williams
Sara Mansi
Nancy Ashworth
Judith Padley
Rene Dickman

The members of the A.P.C. and A.T.C. who jointly reviewed the Plan:

from A.P.C.:

Daniel Harper
Wayne Poohachoff
Mike Leavy
Steve Orcherton

from A.T.C.:

Rosie Hyde
Dr. David Popham
Bo Martin

The Fernwood Community Association, whose members have helped with delivery of flyers, participated in the process and been supportive throughout.

All the hundreds of residents who attended the meetings and filled out the questionnaires and provided their thoughts, ideas and comments and gave their time to this Plan.

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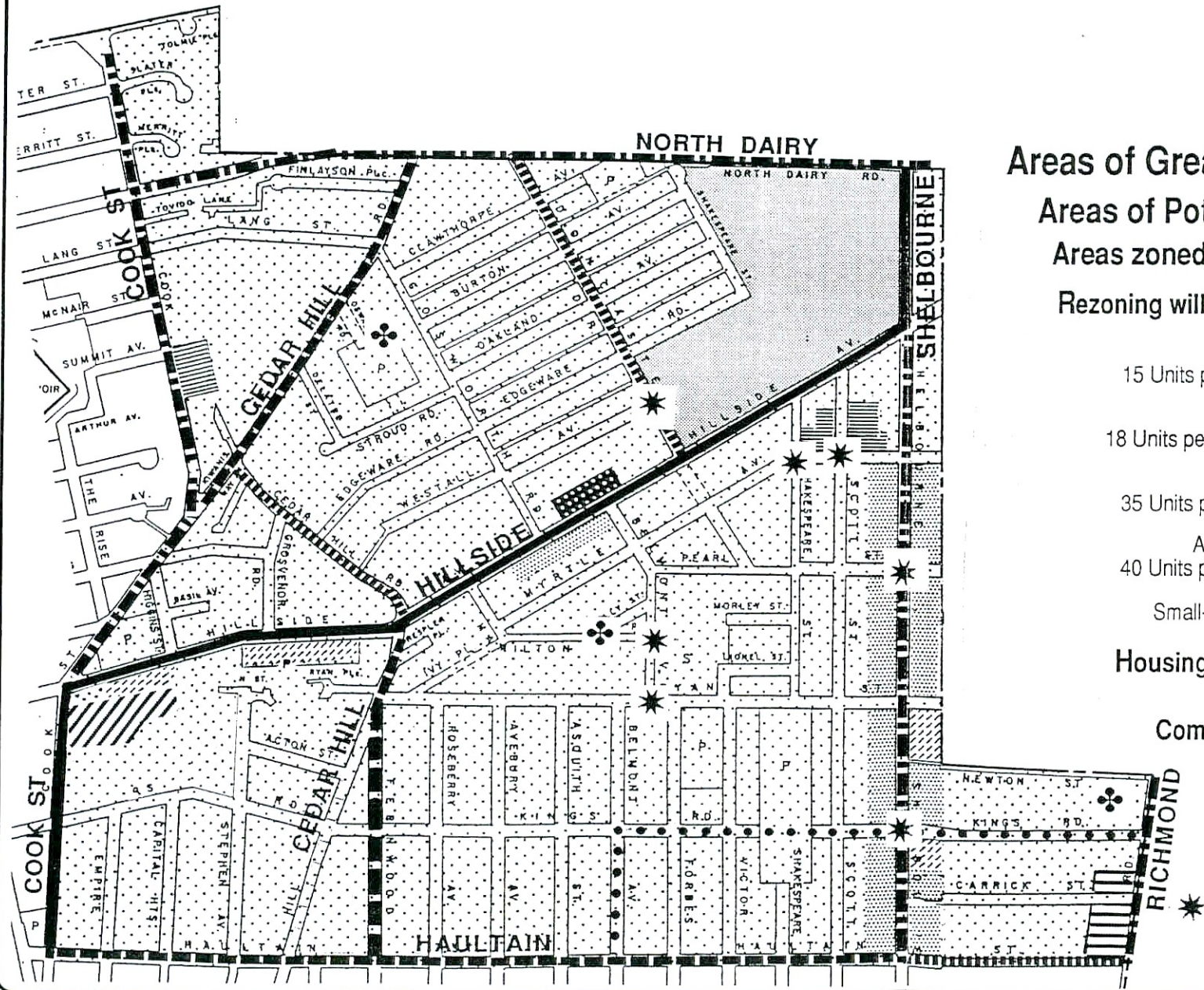
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UNDER SEPARATE COVER:

Oaklands Public Participation Program

OAKLANDS NEIGHBOURHOOD





Areas of Greatest Stability 


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Areas zoned for multi-family: 

Rezoning will be considered for:


Townhouses up to 15 Units per Acre - 3 Storey Limit 

Townhouses up to 18 Units per Acre - 2.5 Storey Limit 

Townhouses up to 35 Units per Acre - 3 Storey Limit 

Apartment Housing up to 40 Units per Acre - 4 Storey Limit 

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Housing to be Encouraged with any Commercial Expansion 


Road Classification

Arterial 

Secondary Arterial 

Collector 

Secondary Collector 

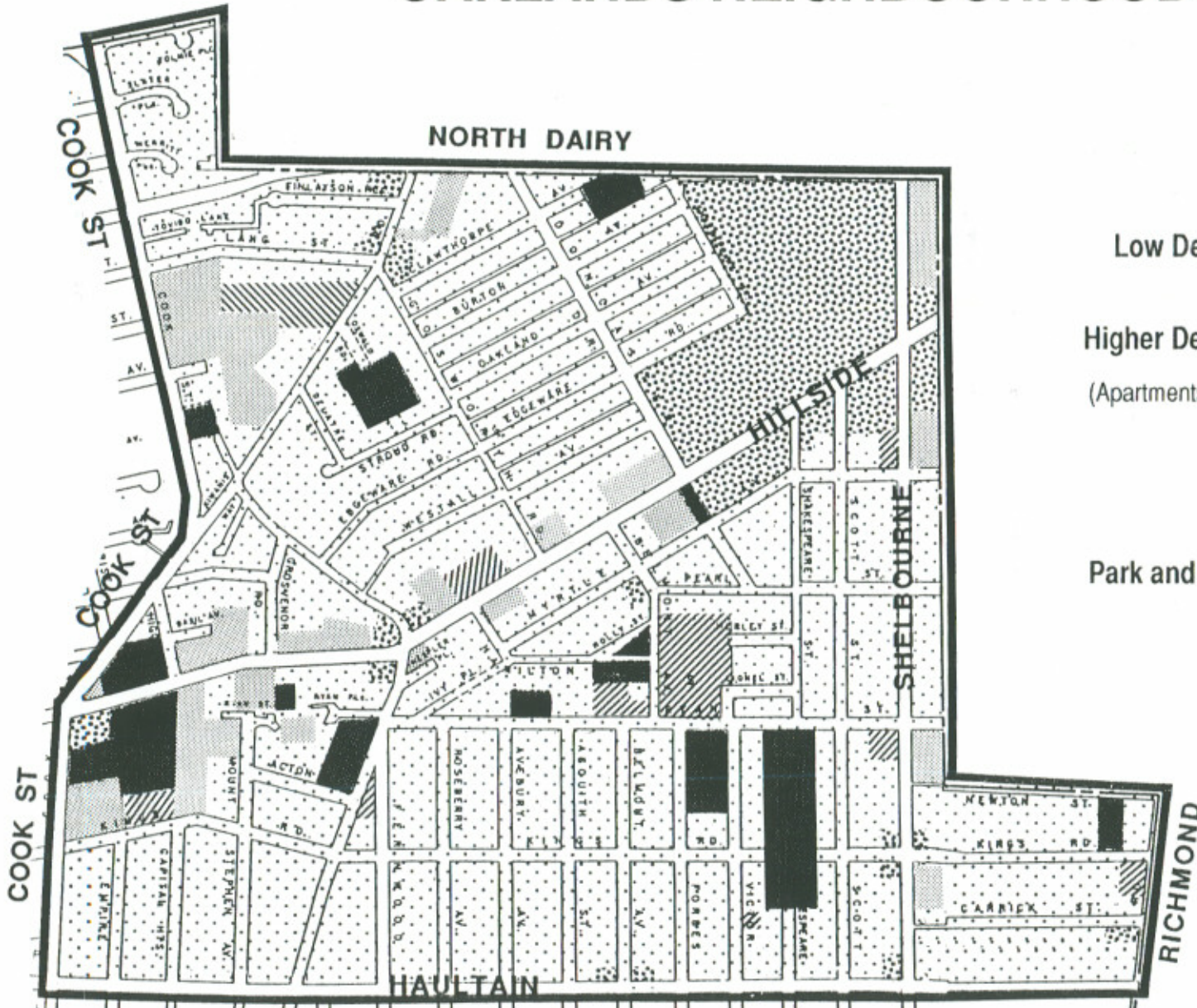
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OAKLANDS NEIGHBOURHOOD



Low Density Family



Higher Density Family



(Apartments, Townhouses)

Institutional



Park and Open Space



Commercial



Existing
Land
Use

MAP

B

Introduction

Oaklands is one of Greater Victoria's most attractive and affordable neighbourhoods. Home to 6,300 people, Oaklands is centrally located within the City of Victoria, in walking distance of downtown and well served by the regional transit system. Cleared and farmed in the 1800s, Oaklands has developed gradually over the past 100 years to become an "inner city" neighbourhood. Only a few vestiges of its agricultural history remain tucked away in fertile backyard gardens.

Different parts of Oaklands have decidedly different characters, depending on the era in which they were subdivided and developed. Most of the housing, however, is of modest size and affordable for people of moderate incomes. Homes in Oaklands sell within days of being on the market.

Wherever one goes in the neighbourhood, there is a sense of permanence and maturity — well maintained homes, new

gardens, small additions and everywhere, trees! Chestnuts in the south, flowering fruit trees throughout the central area and Garry oaks in the north and west contribute to this sense of community.

History

The Oaklands area was originally heavily forested and was the principal source of timber for the construction of Fort Victoria. Permanent settlement of the area began about 140 years ago with the acquisition of large estates and farms by European settlers. Records indicate that one of the first farms in the area was the Work Estate. This 1,300 acre farm occupied much of what is now considered the "Hillside" area of Oaklands. The area west of Belmont and north of Haultain was settled by the Ross family.

In 1860, the Jewish Cemetery was established at the crest of "Fernwood Hill" west of Cedar Hill Road, south of what is now Ryan Place. For many

years, the site at the top of Fernwood Hill was relatively isolated. It was only in 1908 that Ryan Street was laid out, with other streets in the vicinity being introduced in 1912.

During the 1880s much of the Oaklands area was surveyed into a traditional grid pattern with residential lots. It was some time, however, before development occurred and much of the area remained in agricultural use until the turn of the century. In 1893, the large and imposing B.C. Protestant Orphanage (now the Cridge Centre for the Family) was opened at Cook and Hillside.

By 1900, Victoria's public transit system was reaching outwards from the city centre. Typically, wherever extensions occurred to the system, housing followed. The Oaklands area was no different. By 1909 the western part of Oaklands was subdivided into 500 lots.

In the pre-war years of 1910–13, the Oaklands area experienced a significant building boom. With new housing came



*South lawn, Oaklands School,
circa 1940.*

*Courtesy:
Greater Victoria School District Archives*

the demand for a school, and in 1913 the Oaklands School was opened. An addition was completed in 1915 to accommodate a quickly growing population.

During this period a number of well-designed and attractive homes were constructed. Several of these homes have been recognized as having "heritage value" and are identified separately in a subsequent section of this plan. Approximately 20% of the houses in the neighbourhood were built before 1920.

Shelbourne Street, named after Governor General Lord Shelbourne Lansdowne, dates from the late 19th century. In 1913 the road was improved considerably to provide a new and smooth route for farmers in Gordon Head to transport their

strawberries to the railroad terminal in downtown Victoria.

Following World War One there was a decision to plant trees along Shelbourne Street as a "living memorial" to those who died serving their country. The planting of the first trees on October 2, 1921 was witnessed by thousands of Victorians. In later years, the tradition was continued, resulting in the planting of 350 trees reaching as far north as Mount Douglas Park. As development continued in Saanich, Shelbourne was widened north of Hillside Avenue, resulting in the loss of many fine, mature trees. The most attractive and continuous remaining boulevard of trees lines Shelbourne through the Oaklands area. For many people, these trees not only

provide shade and an attractive edge to the busy thoroughfare, they also give the street a distinctiveness that few other arterial routes have within the growing metropolitan area.

Why neighbourhood planning?

Victoria's Official Community Plan, adopted in 1986, establishes a series of general city-wide goals and policies for land use, transportation, parks and open space, economic development, downtown and other matters of city-wide concern. The Plan calls for a continuation of the existing neighbourhood planning program and indicates that this will be "of considerable significance in keeping the Official Community Plan up to date." Since the Community Plan was approved, six neighbourhood planning programs have been undertaken in the areas of Victoria West, Songhees, James Bay, Rockland, Downtown and Burnside.

The "neighbourhood" is generally regarded as the foundation for community development. It is the area within which residents usually share community facilities and social activities

and, for most of us, it is an area where we feel we "belong". All parts of the neighbourhood are usually within walking distance and residents of this area generally have a common interest in changes that might occur.

Some neighbourhoods have a common heritage and a strong physical character; others have developed incrementally over the years without a strong focal point. In the Victoria context, neighbourhoods like James Bay or Vic West are strongly defined by their physical characteristics and location within the City.

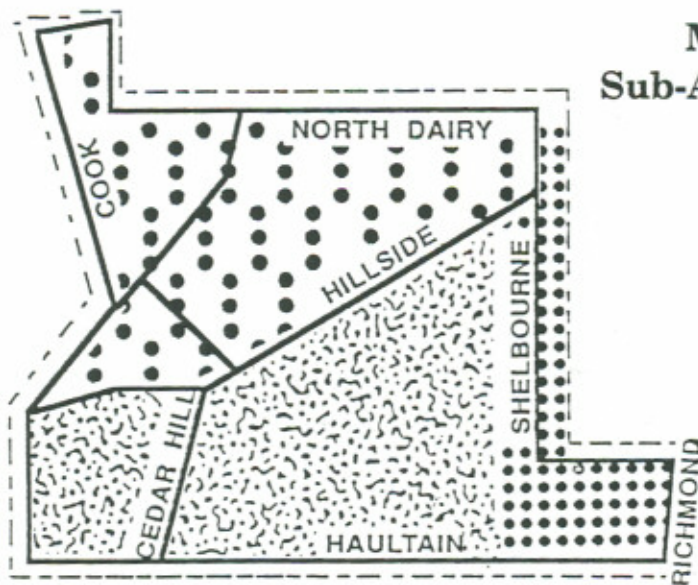
"The neighbourhood is generally regarded as the foundation for community development."

Neighbourhoods like Oaklands or Jubilee are not as easily identified but still have enough common characteristics and shared facilities to be considered

as neighbourhoods by many of their residents.

At the first Oaklands neighbourhood meeting held in mid-February, people were asked the following question, "When you tell someone what neighbourhood you live in, what do you call it?" Less than 40% responded with "Oaklands", although it was the most frequent response. Other responses were split among "Sears", "Hillside", "Shelbourne" and "Fernwood".

Oaklands is divided by two major roads — Hillside Avenue and Shelbourne Street. Historically, both roads have served as important connectors within the City and currently carry traffic volumes exceeding 18,000 vehicles per 24 hour period. While both roads are barriers to easy movement within the neighbourhood, the pavement width and increasing volumes of traffic on Hillside combine to effectively separate the residential area to the north from the remainder of the neighbourhood. **Map 1** identifies three sub-areas within Oaklands.



**Map 1
Sub-Areas**

Public participation

Public participation was encouraged as an important part of the neighbourhood study. A combination of small group discussions and larger events were undertaken throughout the four-month period.

Two public meetings were held during the planning program. The first meeting, held on a stormy winter's evening in mid-February, was attended by approximately 200 people. The meeting served to introduce the Oaklands residents to the planning process and to gener-

ate discussion about the key concerns and issues within the neighbourhood. The facility in which it was held, the Parkwood Retirement Centre on Shelbourne Street, was an effective, if non-traditional, setting for a planning meeting. On-site child care was provided.

The event was well publicized in advance and door-to-door distribution of two flyers aided in achieving such a high turn-out. The format of the session began

with an informal "Open House", followed by a short presentation by the planners. The majority of the evening was devoted to participants discussing their opinions of the current issues in their sub-area of the neighbourhood.

The second public meeting was held on June 5th — a balmy summer's evening. About 230 people attended, with about 40% having attended the February session. A "Discussion Draft" of the plan was presented and the recommendations of the plan were reviewed. The meeting was held in the centrally located Oaklands School, with on-site child care provided. The high turn-out was attributed to a high level of awareness of the on-going study, combined with traditional advertising, posters, and door-to-door flyer distribution. Details of both meetings



are included in a companion document.

Many neighbourhoods in Victoria have active, ongoing residents' associations which have become involved in previous neighbourhood planning programs. At the time the study was undertaken, the Oaklands neighbourhood was partially covered by the Fernwood Community Association. Some members of this association (the Fernwood neighbourhood lies immediately south of Oaklands) maintained an active interest in the planning process.

Why a neighbourhood plan now?

As the City and the Capital Region grow, there will be increasing pressure on inner-city neighbourhoods to provide more housing — through new development, infill and redevelopment.

Oaklands is not immune to these pressures and a number of

rezoning applications have come forward during the past seven years. One of the principal reasons for undertaking the Oaklands Plan at this time is to assess the situation — to see whether change should occur and if so, where and under what “rules”. **Planning for some change now ensures that, as much as possible, future development will be a “good fit” with the existing community.**

As an inner-city neighbourhood, there is likely to be more traffic passing through Oaklands as each year goes by — cars, buses, trucks, cyclists. It's important to ensure that this traffic goes through the community on streets that are designed for this purpose and to ensure the safety of pedestrians and cyclists.

The primary purpose of the neighbourhood plan is to:

- Identify where land use changes might occur and under what conditions;
- Provide direction for investments by the City of Victoria in

the areas of parks, sidewalks, roads and traffic control, underground services;

- Provide guidelines in order that new developments or redevelopments can be appropriately designed by developers and architects and effectively evaluated by City officials and City Council.

Planning for stability

The policies of this Plan are intended to strengthen the essential qualities of the neighbourhood through the actions taken, and services provided, by the City of Victoria. No widespread change is being promoted. There are some areas, however, where change is likely to occur and, if well managed, can be an asset to the community.

The Plan benefited from public input at the beginning of the planning study in February and throughout the Spring by way of individual and small meetings with residents and interest

groups. Additional input is anticipated through review of the ideas and suggestions put forward in this document.

Map 2 identifies where change is least likely to occur and where change might occur within the next five to eight years. As a general principle, very little change is expected in the established family-oriented areas of the community. The areas where some change can be expected occur along the three major roads — Hillside, Shelbourne and Cook.

Objectives of this plan

Housing

- To make provision for a range of housing types and sizes in the Oaklands neighbourhood through limited infill, redevelopment and new housing;
- To maintain the low-scale, family-oriented housing character of much of Oaklands;

- Where infill, redevelopment and new development occur, to encourage the provision of family-oriented housing;

- To ensure that any major redevelopment is in keeping with the established scale and character of the existing neighbourhood and is generally located along existing major roads.

Commercial

- To confine the expansion of commercial activities to existing, established commercial areas within the neighbourhood;
- To encourage the provision of an adequate buffer and high quality landscaping between commercial activities and adjacent residential properties.

Traffic

- To establish a neighbourhood traffic management plan to facilitate movement and minimize conflicts among car, bicycle, pedestrian and bus traffic travelling within, and through, Oaklands;

- To minimize the impact of motorized traffic on the community and ensure that through traffic is discouraged from using local streets;

- To introduce measures which will improve safety for pedestrians and bicyclists, particularly in the vicinity of schools and along Shelbourne Street and Hillside Avenue.

Parks, open space and community facilities

- To maintain the existing system of City parks and school grounds in Oaklands and, where possible, upgrade and add to this system in keeping with the changing needs of the neighbourhood.

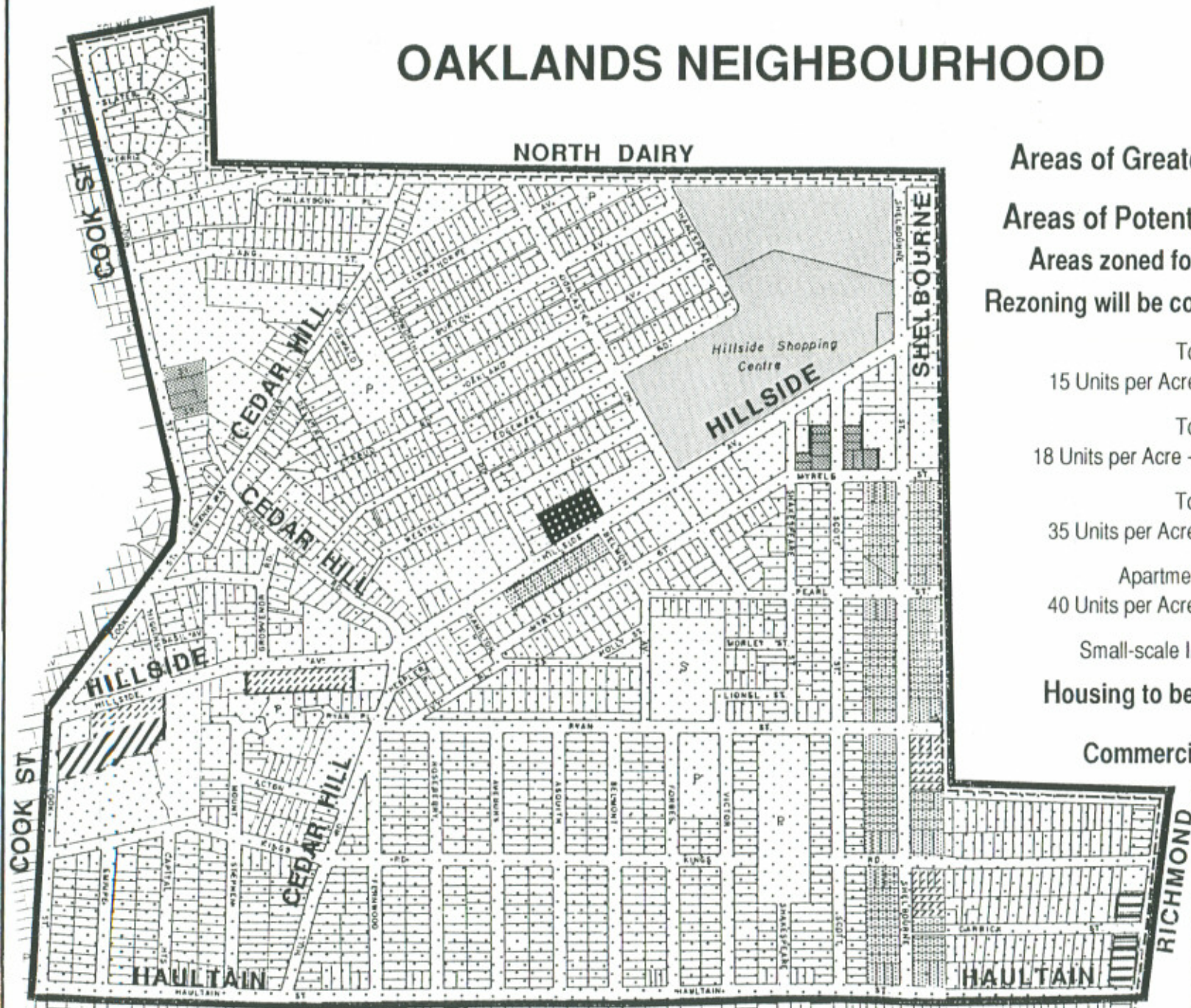
Heritage

- To identify and acknowledge the heritage characteristics of Oaklands, with a view to maintaining them for future generations, including buildings of architectural, cultural or historic value.

OAKLANDS NEIGHBOURHOOD



NORTH DAIRY



Areas of Greatest Stability



Areas of Potential Change:



Areas zoned for multi-family

Rezoning will be considered for:

Townhouses up to
15 Units per Acre - 3 Storey Limit



Townhouses up to
18 Units per Acre - 2.5 Storey Limit



Townhouses up to
35 Units per Acre - 3 Storey Limit



Apartment Housing up to
40 Units per Acre - 4 Storey Limit



Small-scale Institutional Uses



Housing to be Encouraged
with any
Commercial Expansion



Residential
Development
Potential

MAP
2

Housing

The City of Victoria is committed to maintaining "healthy" neighbourhoods which appeal to a wide range of people of different ages, incomes and lifestyles. The City has also demonstrated its commitment to encouraging new residential development where adequate community services and facilities already exist or where they can be easily provided. Areas such as Harris Green, Songhees and the former Fletcher Challenge site are examples of new or planned neighbourhoods within an already built-up City.

Council policies and practices also favour the development of more affordable housing through infill and some redevelopment.

"Infill" housing refers to new housing which is built on vacant residential lots, on lots which are created from larger properties through a legal subdivision, or on properties which have been formerly used for non-residential uses that are more

appropriately used for housing. In the context of the Oaklands neighbourhood, recent examples of "infill" housing are the ten townhouses on Shakespeare and a single family home on Westall. "Redevelopment" refers to the demolition of existing buildings for the construction of new housing. Several properties along Shelbourne have recently been redeveloped for higher density housing in the form of townhouses, apartments and seniors' care facilities.

"The City is committed to maintaining 'healthy' neighbourhoods."

During the past five years, new housing projects have been built in almost every neighbourhood of the City. In Oaklands, four family-oriented townhouse projects have been built and one more has been approved. One condominium apartment has been built and two more apart-

ment buildings have been approved, and a seniors care complex has been built on Shelbourne. Additional development applications have come forward that have either been declined or have been deferred.

At this time, it is apparent that there is a build-up of development interest along Shelbourne and Hillside but there is little evidence of this interest spilling over into other parts of the neighbourhood. Some properties along Shelbourne and Hillside have been acquired with a view to redevelopment and there are at least two land assemblies occurring. Our research indicates that there are still a majority of owner-occupants along Shelbourne Street, however.

Oaklands is unusual among the City's neighbourhoods in that it is more family-oriented than most. The accompanying series of charts illustrates some of the differences between Oaklands and the City as-a-whole.

Chart #1 illustrates the difference between the neighbourhood and the City as a whole in the proportion between single family and multi-family housing.

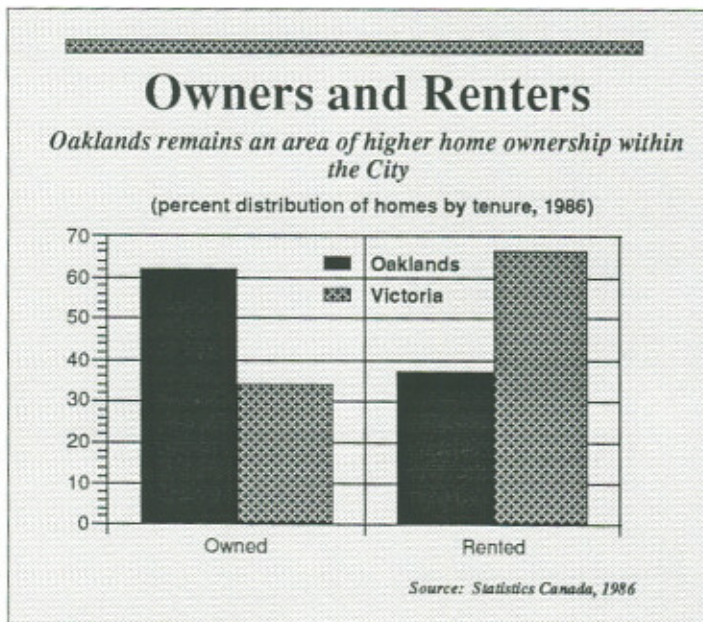
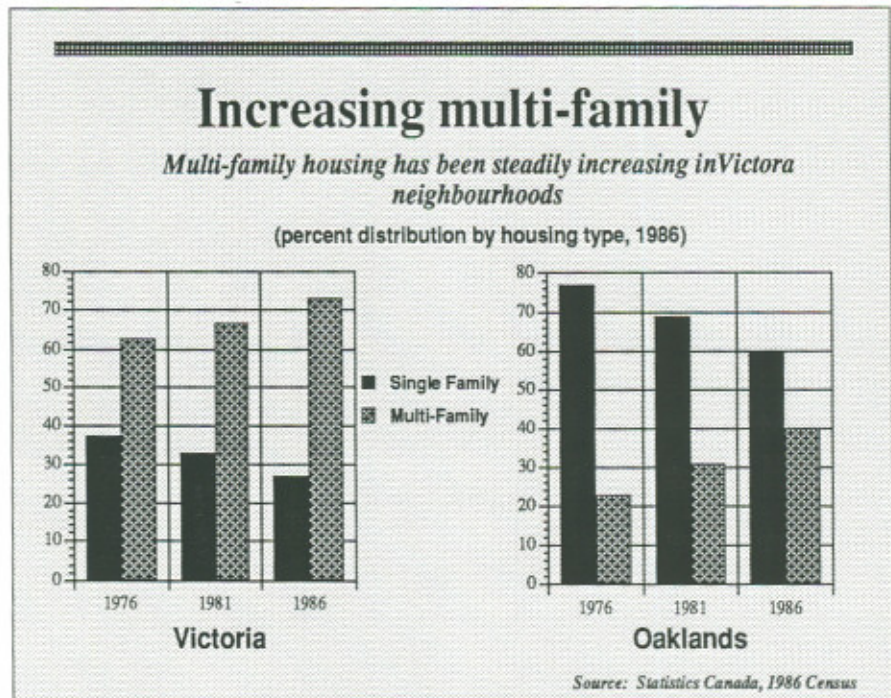
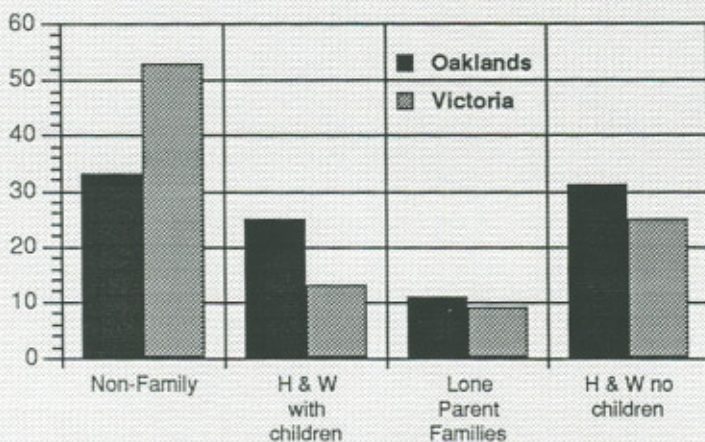


Chart #2 presents a comparison of home ownership and rental housing in the City and Oaklands between 1981 and 1986. The proportion of home owners in Oaklands remains noticeably higher than in the City as a whole.

Family-oriented

Families with children make up 36% of all households in Oaklands

(percent distribution of households by type)



Source: Statistics Canada, 1986 Census

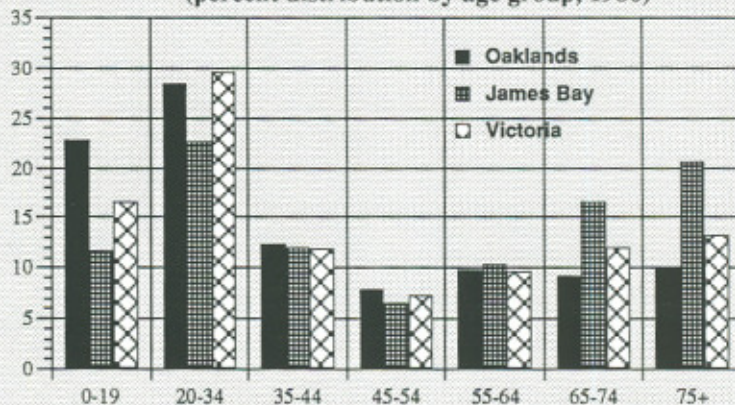
Chart #3 illustrates the contrast in the type of households in Oaklands and the City as a whole in 1986. This shows that in 1986 the percentage of families with children at home was considerably higher than for the City as a whole.

Chart #4 contrasts the age profile of the populations of Oaklands and James Bay. The difference between the two neighbourhoods is dramatic — Oaklands has a much higher proportion of school age children and a much lower proportion of seniors.

Younger Population

Oaklands has more young people and fewer older people than other parts of the City

(percent distribution by age group, 1986)



Source: Statistics Canada, 1986 Census

During the past ten years about 400 homes have been added to the Oaklands neighbourhood (see Appendix 1). Of these, 130 have been either rental or owner-occupied townhouses, 130 have been apartments for seniors, 95 have been condominium apartments, 18 have been located in two family dwellings and 26 have been single detached homes. Three rental apartment projects are underway which will add approximately 200 new homes.

“Density” is an urban planning term which relates to both the mass of a building — its height and floorspace — and to the relationship of number of buildings within a specified area. In the context of this Plan, “density” refers to the number of housing units built per “net residential acre” — a commonly used unit of measurement which excludes roads, parks and other non-residential uses.

In single family housing areas of Oaklands, densities range from about 7 to 10 units per net acre. A fairly typical block south of Hillside might contain 26 lots of 5,500 sq.ft. each, for a density of

close to 8 units per acre. In Oaklands, townhouses generally range between 15 and 18 units per net acre, and apartments range up to 70 units per net acre. Outside the Oaklands neighbourhood, apartment densities are allowable up to about 130 units per net acre, while townhouse densities have ranged up to 35 units per acre.

Housing recommendations

The recommendations which follow are made in consideration of the established social profile of the community and with the objective of strengthening this family-oriented character yet encouraging the development of some new, affordable housing.

H1.

With the exception of the specific areas identified on **Map 2**, little change in the type or size of housing is expected, or promoted through this Plan, in the majority of the neighbourhood. Typically, lots in much of the Oaklands area are 50' wide by 110' deep, resulting in a lot size of 5500 sq.ft. Expressed on a

density basis, there are about 8 homes per net residential acre.

Single family homes will remain the dominant housing type in the large area shown on **Map 2**. If building applications do come forward for single family homes on “small lots” or for new two family dwellings, these will be considered on their own merits at the time of application and will conform to the criteria already established by the City.

Conversions of single homes to include additional suites may also occur in these areas provided they meet the City’s building standards and parking requirements. Experience in Oaklands and other parts of the City has indicated that conversions allow for the creation of more affordable housing opportunities without resulting in major changes to either the exterior of the home or the neighbourhood.

H2.

Gradual change in the type and density of housing will be considered along the **Hillside and Shelbourne corridors**. As a

general principle, rezonings for townhouses will be favoured over apartments.

This policy is designed to **strengthen the family-oriented character** of Oaklands and to support the existing public investments in the neighbourhood school and parks. Housing change in the neighbourhood should be to reinforce this long-established character.

H3.

Rezonings for a change in housing type and density will be considered in the following areas under certain conditions:

H3.1 Ground-oriented townhouses will be considered as an appropriate use on Shelbourne Street between Myrtle and Haultain Street. As a general principle the townhouses would be no more than 2.5 storeys with a density of up to 18 units per acre.

Consideration will be given to a slight reduction in normal parking requirements for both types of townhouses in light of their location on existing major bus

routes. As a general principle, car entrances/exits to any new project should be from east-west streets rather than directly from Shelbourne. To minimize unsafe driveway accesses, two family dwellings will generally not be encouraged along Shelbourne Street or Hillside Avenue.

There are currently 126 lots along the east and west sides of Shelbourne between Myrtle Street on the north and Haultain Street on the south. Some of these lots contain dwellings with more than one unit in them.

Although an exact number of dwellings was not established, it is estimated that there are about 145–150 dwellings along this length of Shelbourne. If rezonings occurred consistent with the recommendations of this plan, the total number of units that would result is about 400. This is referred to as a “theoretical maximum” and it is very unlikely that this would occur. If the entire area were developed as apartments, rather than as townhouses, the “theo-

retical maximum” would be in excess of 1,000 units.

H3.2 Ground-oriented townhouses with a 2.5 storey height limit at a density of up to 18 units per acre will also be considered as an appropriate use in the block between Hamilton and Belmont on the south side of Hillside Avenue. A project of this type has recently been completed at the intersection of Hillside and Hamilton.

H3.3 Ground-oriented townhouses with a 3 storey height limit at a density of up to 35 units per acre will also be considered as an appropriate use in two locations on the north side of Myrtle Street, west of Shelbourne. These areas are adjacent to commercial properties and were identified as suitable locations for multi-family rental housing in a study undertaken by the City of Victoria in 1989/90.

H3.4 Ground oriented townhouses with a three storey height limit at a density of up to 35 units per acre will be considered adjacent to the existing Kiwanis Villa on Cook

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| <p>Street. Owing to the sloping nature of the site and its relationship to Cook Street, access would of necessity need to be provided through Summit Avenue.</p> <p>(NOTE: Appendix 2 illustrates multi-family housing of various densities.)</p> <p>H4. Apartments are permitted along Hillside Avenue west of Cedar Hill Road. No change is recommended in this Plan.</p> <p>The trees on the Bishop Cridge site should be recognized for their value. These trees and the land should be carefully reviewed in any development on the site.</p> <p>H5. Housing should be encouraged in conjunction with any expansion of Hillside Shopping Centre.</p> <p>No residential uses are currently permitted at Hillside Shopping Centre, although expansion potential of about 437,000 sq. ft. exists. The</p> | <p>current building area of the Centre is approximately 465,000 sq. ft. This Plan recommends that the policy be changed to encourage a residential component as part of any future expansion.</p> <p>While past planning practice has been to separate commercial and residential uses, mixed residential-commercial developments are becoming increasingly common and an acceptable living environment for non-family households. The Oakridge Shopping Centre is a recent and successful example in a Vancouver South neighbourhood. Locally, the James Bay Square and Stadacona Centre present other examples of a mixed-use project.</p> <p>From an environmental perspective, shopping centre surface parking lots are viewed as being very unattractive and a poor use of increasingly scarce urban land resources. Hillside Shopping Centre's 29.59 acre site presents a unique opportunity for residential infill with limited impact on the surrounding neighbourhood.</p> | <p>Although it is outside the mandate of this study to make recommendations regarding any property outside the Oaklands area, Council may wish to extend this policy to Mayfair Mall, the only other regional shopping centre inside the City boundaries.</p> |
|---|---|---|

Commercial / institutional

Oaklands residents have good access to a full range of commercial facilities — a regional shopping centre with surrounding commercial uses, medical-dental and professional offices, restaurants and neighbourhood convenience stores. No further retail commercial development is being promoted through this Plan, although the current zoning allows for some expansion to occur in the Hillside-Shelbourne Area.

The greatest potential for new commercial development is at **Hillside Shopping Centre**. The current zoning for the site permits an expansion of almost two times the existing floor space, provided the parking requirements for this expanded floor area could be achieved. There are no immediate plans for an expansion of the Centre, although the owners periodically assess possible future changes to the property. If the policies of this Plan are approved (refer to housing sec-

tion), some amount of housing would be encouraged as a component of any commercial expansion.

In the past several years, properties along Richmond Road have been redeveloped as small scale institutional uses. The Canadian National Institute for the Blind (CNIB) and the Arthritis Society have been well designed and are considered to be a “good fit” with their residential neighbours.

Commercial recommendations

C1. Landscaping should be improved at the Hillside Shopping Centre and along the perimeter of properties fronting the south side of Hillside Avenue through a jointly organized program between property owners and the City of Victoria.

Hillside Shopping Centre is a major asset of the Oaklands neighbourhood. Generally viewed by local residents as a “good neighbour”, the management of the Centre has been

“Oaklands residents have good access to a full range of commercial facilities.”

| | | |
|---|--|--|
| <p>sensitive to the concerns of surrounding neighbourhood since the Centre first opened in the mid-60s. While the perimeter of the site is well landscaped along Shakespeare, Edgeware and Doncaster, the landscaping along Hillside is less attractive and less complete, leaving the impression of a "hard edge" to the property. Additionally, the expanse of surface parking, particularly in the south-east portion of the site could benefit from additional tree planting.</p> <p>Similarly, the commercial properties along the south side of Hillside Avenue lack a cohesive landscaping program. Gradual improvements to this side of the street would aid in "softening" the look of the area and bring it more into character with the surrounding residential neighbourhood.</p> <p>C2. Redevelopment of properties fronting onto Richmond Road between Haultain and Kings will be considered for small scale institutional uses similar to the CNIB and the Arthritis Centre on Richmond Road.</p> | <p>Medical-dental offices, or other uses that generate a large amount of traffic will not be considered.</p> | |
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Transportation

Oaklands is divided by two arterial roadways — Shelbourne Street and Hillside Avenue — which carry large volumes of traffic throughout the day and, particularly, during the morning and evening home-to-work “peak periods”. The neighbourhood is also bordered on the west by Cook Street, another busy arterial roadway. Any increased right-of-way widths are incorporated in required “setbacks” when rezoning occurs.

The heaviest traffic flow in the neighbourhood occurs on Shelbourne, north of Hillside, where 1989 vehicle volumes were almost 27,000 on a 24 hour basis. South of Hillside the volumes drop off by about 30%. On Hillside the 24 hour volumes are in the order of 20,000 to 25,000. As a comparison, the equivalent traffic on a local road ranges from 1,000 to 4,000 vehicles per 24 hour period.

The intersection of Hillside and Shelbourne is one of the busiest

in the City, and until improvements were made to the timing of the traffic signals, there were a number of accidents each year. In 1988, this intersection was ranked by the the City Engineering Department as the first priority for improvements to the signal timing system.

“It is unlikely that the growth of traffic volumes will be as great in the future as in the recent past.”

While accidents have not been entirely eliminated, these improvements have reduced the accident rate.

Residents of the Oaklands neighbourhood have expressed concerns about the level of traffic and pedestrian safety on some streets, and, in particular, on Shelbourne Street south of Hillside Avenue. In 1989 and 1990 the City reviewed the situation and, subsequently,

some improvements were made to reduce conflicts between motorists and pedestrians. In early 1991 the City was asked to re-examine the situation on Shelbourne in response to a petition from local residents.

Traffic volumes on Shelbourne and Hillside have grown in parallel with the increase in population north of the City limits. During the past two decades there has been considerable new housing in the Saanich “panhandle” and in the Gordon Head area as well as development at the University of Victoria. Discussions with Saanich planners confirm that the majority of this area has been sub-divided and is coming within sight of being “built-out”. While some infill housing at medium densities will occur along Shelbourne over the next ten years, it is unlikely that the growth of the past will be repeated during the life of this plan. It is unlikely, therefore, that the growth of vehicular traffic will be as great in the future as in the recent past. An in-depth traffic engineering study undertaken in 1989 identified that the growth in

traffic was much greater on Shelbourne north of Hillside than to the south.

"Short-cutting" through Oaklands on local streets in a north-south direction is becoming a major, continuing problem. One area where this is becoming a problem is south of Hillside, as a result of vehicles exiting from the parking lots of the shopping areas into the local road network, rather than returning to Hillside.

During the summer of 1991 the City Engineering Department undertook 24 hour traffic counts at 13 locations in Oaklands in response to concerns that were raised about traffic volumes on local streets during the planning period. This revealed that at the time the counts were undertaken, 4 locations had traffic volumes that exceeded the normal expected volumes – Scott south of Hillside, Ryan west of Belmont, Belmont north of Ryan and Shakespeare south of Hillside. Traffic volumes were also higher than expected on Doncaster, north of Hillside.

Five transit routes pass through Oaklands. The two busiest routes are on Shelbourne Street where, during peak periods, the frequency of service is every seven minutes. In 1989, the combined total for these two routes on weekdays approached 4,500 rides in a 24 hour period. Comparable ridership in 1989 on the Cook Street route was 986 rides per 24 hour period, on the Gorge/Haultain route the figure was 3,237. The cross-town Hillside route had a total of 2,859 rides per day. Ridership is reported by BC Transit as increasing between 12% and 20% each year.

Traffic recommendations

As a general objective, traffic **"short-cutting"** throughout the neighbourhood must be slowed down, discouraged and eventually eliminated. Physical measures such as posting "local residential traffic only" signs, installing speed-bumps, diversions and partial closures should be seriously considered. In addition, opportunities for alternative modes of transporta-

tion for traffic passing through the neighbourhood to other destinations are to be identified.

T1.1 Implement a **neighbourhood traffic management study** encompassing an appropriate planning area to define effective measures to achieve the stated objectives.

Map 3 accompanies the following recommendations. Appended to this Plan are a series of typical road "cross-sections" for various types of roads within the City (Appendix 3). These "cross-sections" form the basis for new road design and road improvements used by the City's traffic engineers.

The City of Victoria's Official Community Plan contains a **Street Classification Plan** which sets out a series of street categories. These form the basis for decisions regarding future road improvements and changes. This Plan proposes the confirmation of the Official Plan with two exceptions:

T1.2 Re-classification of **Doncaster Drive** between Hillside Avenue and North

OAKLANDS NEIGHBOURHOOD

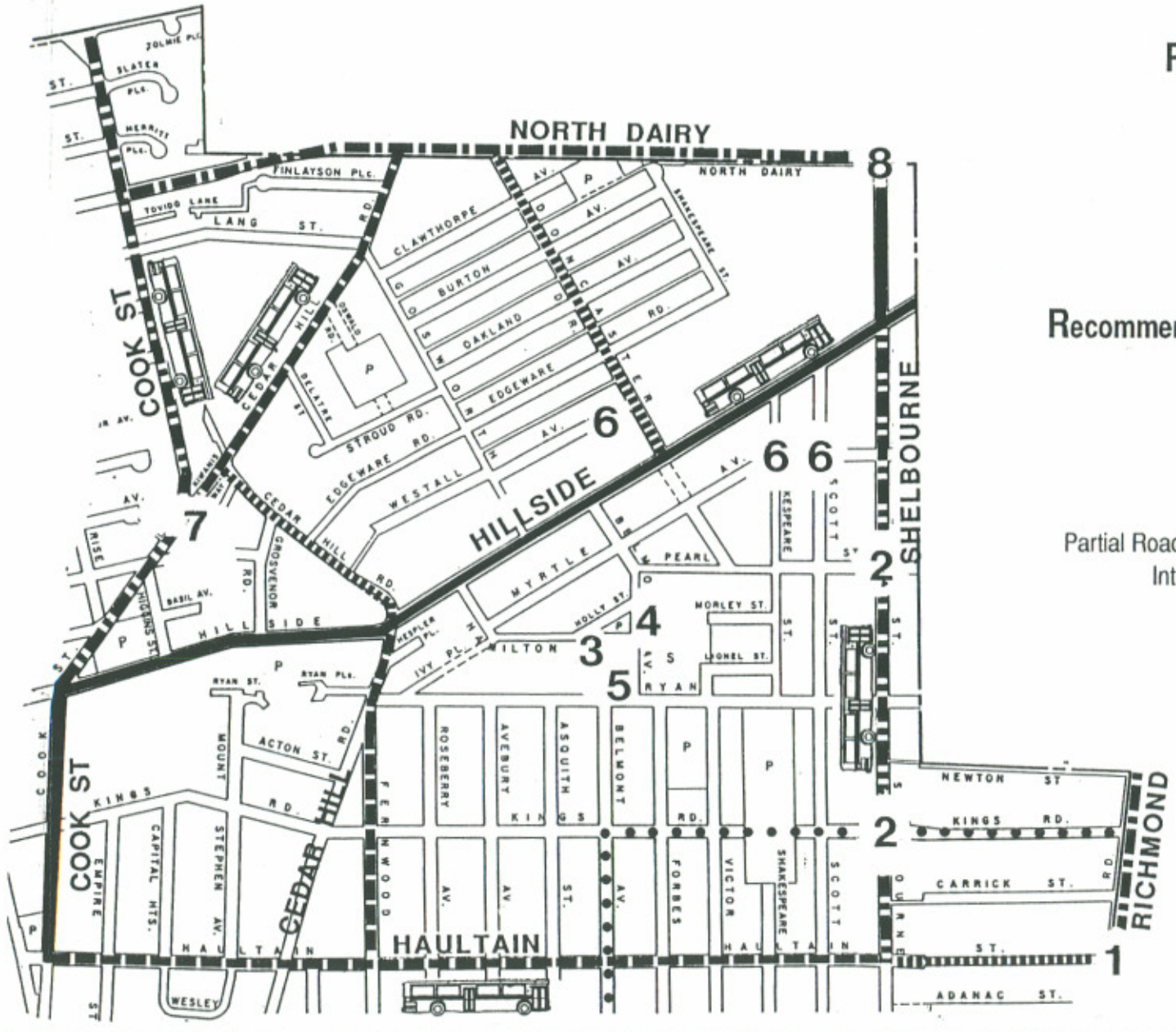


Road Classification

- Arterial
- Secondary Arterial
- Collector
- Secondary Collector
- Cycle Paths
- Bus Routes

Recommended Improvements

- Add Traffic Signal 1
- Improve Crosswalk 2
- Close Road 3
- Add Crosswalk 4
- Add Stop Sign 5
- Partial Road Closure/Special Study 6
- Intersection Special Study 7
- Change Traffic Signal 8



Traffic Management Plan

MAP 3

Dairy Road from a Collector to a Secondary Collector. This street serves as a collector from the relatively small residential area to the north of Hillside, does not have a bus route and is not intended to be upgraded. It should not be seen as a "short-cut" between two arterial roads, nor should it be seen as a major entry or exit from the Hillside Shopping Mall.

T1.3 Re-classification of **Haultain Street** from a Secondary Collector to Collector between Cook and Shelbourne. This change acknowledges the actual use of the street as a link between four arterial roads (Cook, Shelbourne, Richmond, Foul Bay), and as a frequent-service bus route. No improvements to this route are required.

T2.

No upgrading to Shelbourne Street is recommended that would result in the increase of "vehicle capacity" during the life of this Plan. A future widening is not anticipated.

The effect of the policy would be to protect the memorial trees planted along the east and west

side boulevards and preserve the overall character of the street. It is recognized, however, that Shelbourne will continue to play an important north-south street linking downtown to the University and the residential areas of north-east Saanich.

T3.

If redevelopment does occur along the west side of **Shelbourne Street**, a set-back should be taken by the City of a sufficient depth to allow some possible, future widening of the roadway. *(Note: even if a wider right-of-way is achieved along the length of the west side of Shelbourne, it may never be needed for widening to accommodate more vehicles. If additional capacity is deemed necessary at some future period in time, the widened right-of-way might be used as an exclusive bus lane or as a location of an alternative mode of transit such as light rail. The trees could be retained.)*

A number of specific recommendations follow:

T4.1 A traffic signal should be installed at the intersection of **Haultain Street and Richmond Road**. This busy intersection has been the location of several accidents in the past few years. Traffic volumes on both streets are likely to increase with the upgrading and expansion of the Jubilee Hospital.

T4.2 The existing pedestrian crosswalks on **Shelbourne Street at Pearl Street and Kings Road** should be improved to ensure that vehicle traffic is made more aware of the potential of pedestrians crossing at these locations. These improvements should be introduced as a priority item. Traffic signals or pedestrian-activated lights (similar to that at Bay and Dowler) should be implemented as a priority. Every effort should be made to increase the visibility of pedestrians at crosswalks on Shelbourne. The police enforcement of speed limits on Shelbourne Street should be improved.

| | | |
|--|--|---|
| <p>T4.3 Four improvements should be made in the vicinity of Oaklands school to improve safety conditions for school children. These are:</p> <ul style="list-style-type: none"> • a stop sign south-bound on Belmont at Ryan; • the closure of Hamilton between Belmont and Holly Place; • re-instatement of a crosswalk on Belmont in the vicinity of Oaklands School; • the redefinition of Ryan Street west of Belmont with an appropriately designed curb, gutter, sidewalk and landscaped boulevard. <p>T4.4 There should be a partial road closure or other appropriate diversion of through traffic at three locations:</p> <ul style="list-style-type: none"> • Myrtle at Scott • Myrtle at Shakespeare • Full closure of Doncaster at Westall | <p>The detailed design of these diversions would be undertaken through a special study by the City's Engineering Department. The impacts of any partial road closures on adjacent streets should be carefully examined.</p> <p>T4.5 A special traffic engineering study should be undertaken as a priority at the intersection of Cook Street at Kiwanis Way to determine what changes might be made to improve traffic safety. This study should consider the possibility of eliminating left turns from Kiwanis Way south-bound onto Cook Street.</p> <p>T4.6 Changes to the traffic signals at Shelbourne Street and North Dairy Road should be made to improve traffic movements at this intersection. In particular, improvements should be made to facilitate the westbound turn onto North Dairy for vehicles travelling northbound on Shelbourne Street.</p> <p>T5. The City's "Safe Route to School" program should be initiated as a demonstration</p> | <p>project within the Oaklands neighbourhood.</p> <p>This program, an initiative of the Engineering Department and the City Police, involves parents, teachers and students in establishing and promoting the safest walking routes for children on their way to and from school.</p> <p>The program is particularly well-suited to busy inner-city neighbourhoods such as Oaklands where many elementary school aged children cross Hillside Avenue daily.</p> |
|--|--|---|

Parks, open space & community facilities

Oaklands has a number of parks, open spaces and community facilities that appear to meet the needs of the community reasonably well.

There are six City parks which together total just over 13 acres. In addition, Oaklands school has a play area and playground which augments this inventory.

| Park | Size |
|--------------------------|------------|
| Oaklands Park | 5.90 acres |
| Oswald Park | 2.80 acres |
| David Spencer Playground | 1.78 acres |
| Hillside Playground | 1.57 acres |
| Clawthorpe Playlot | .75 acres |
| Mt. Stephen | .54 acres |

Just outside the boundaries of the neighbourhood in Saanich, Lansdowne and Richmond schools and the Cedar Hill Recreation Centre provide other

near-by opportunities for outdoor and indoor recreation.

Recent changes at **Oaklands Park** have been very welcomed and have helped create a true "community focus" in the vicinity of Oaklands school. The new adventure play equipment is very popular with young children and the park has become a real meeting place for parents and care-givers. The other well-used park is the Little League Park at Hillside and Cook. Other parks in the neighbourhood are less well used but provide welcomed open and green space within the City.

In the near future the City's Parks and Recreation Department will be working with the residents of the Oaklands area on a neighbourhood parks planning program.

Bowker Creek used to flow through the north-east part of the neighbourhood. Considered to be a hazard by many people at that time, it was put into a culvert system in the mid-60s when Hillside Shopping Centre was developed. Much of the system is buried under existing

roads. Three City-owned vacant properties, however, remain as easements for the creek.

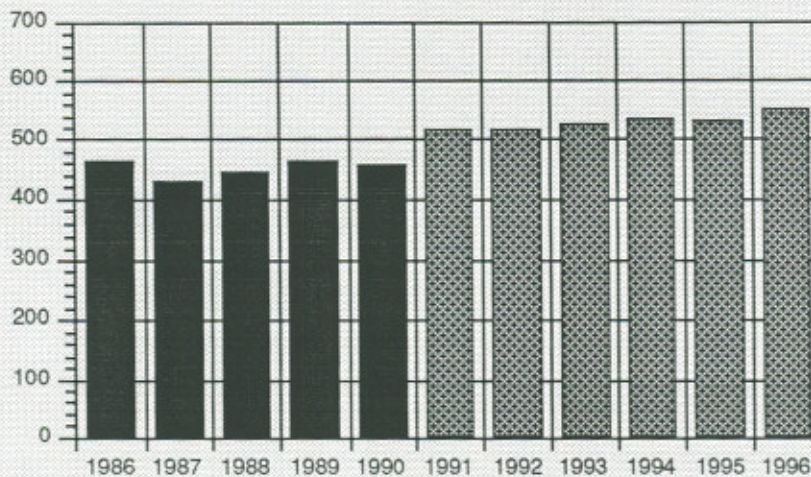
Oaklands School serves a catchment area that includes most of the Oaklands neighbourhood except the area east of Shelbourne and part of the area north of Hillside. It also extends south of Bay and east of Belmont. Enrolment is holding reasonably steady at about 500-520 students, well down from a peak enrolment of 1085 in 1963.

According to a School District study completed in December, 1990, 442 children of elementary school age lived in the catchment area in 1989. Of these, 278 attended Oaklands school; the remainder of the enrolment came from children living outside the catchment area.

A small increase in enrolment is projected by the Victoria School Board over the coming decade. The School District study projects an enrolment of 550 by 1996. If this figure is attained, some programming changes or boundary moves would be necessary to accommodate this growth.

Student Population Stabilizing

A modest increase is projected for the coming six years
(number of students enrolled, Oaklands School, past and projected)



Source: Greater Victoria School District, 1991

Chart #5 illustrates the pattern of past and anticipated enrolments.

While the school is not officially designated as a "community school", it is very well used by local residents and by groups from outside the neighbourhood. The gymnasium is booked almost continuously.

In the recent past, consideration was given to the establishment of the school as a "community school" and the incorporation of a day care facility. This is not being pursued actively at this time.

A number of programs — sports, academic and social — have

been initiated at the school during the past six years which have brought about positive changes. There is a small but increasing number of ESL (English as a Second Language) students.

The Cridge Centre for the Family located at Cook and Hillside offers a number of programs including day care and out-of-school activities.

Existing community facilities, including day cares, private hospitals, nursing homes, places of worship and schools are

identified on **Map 4**. The special needs of young and old are supported in the Oaklands neighbourhood through various organizations. Five child-care centers are currently operating for pre-schoolers, the Discovery School addresses the needs of young students with learning disabilities, and the Aberdeen Hospital, the Kiwanis Villa and the Parkwood Congregate and Intermediate Care facilities serve the needs of an aging population.

Parks, open space & community facilities recommendations

P1.

The two City-owned vacant properties which serve as an easement over the culverted Bowker Creek should be maintained as open space but improved as follows:

P1.1 Create a **demonstration community organic garden and/or a demonstration community composting and recycling depot** on the two City-owned lots between Newton and Kings. These sites are currently vacant and overgrown. Their size and location make them an ideal location for the suggested uses. Existing CRD, Provincial and Federal funding programs are available to the City or community groups.

P2.

Oswald Park should be the subject of a special parks planning study. This 2.8 acre park is located in a family-oriented sub-area of the neighbourhood north of Hillside Avenue is of a size

that allows both active and passive areas. Very little investment has been made in this Park over the years and some money should be invested in its development.

P3.

A landscaping program should be undertaken in conjunction with the proposed traffic improvements in the vicinity of Oaklands School for the Ryan Street right-of-way. The over-sized right-of-way is both untidy and unsafe in its present configuration and can be improved with limited investment. Repaving of the road is required and, at the very least, part of the right-of-way should be designated for pedestrians. Design options should be developed to review with adjacent property owners, neighbours, and staff and the Parent Consultative Committee of Oaklands School.

P4.

A landscaping program should be undertaken in conjunction with the property owners along Hillside Avenue to improve the appearance and overall ambience of this impor-

tant shopping street. This program should be initiated by the City through a meeting of all adjacent property owners and tenants. A jointly-funded local improvement should be considered with the City taking the lead role in the design and project management.

P5.

The City should review its own inventory of land in the neighbourhood, with a view to increasing the supply and diversity of parks. Existing parks should also be reviewed with a view towards realizing their full potential for use and enjoyment by neighbourhood residents.

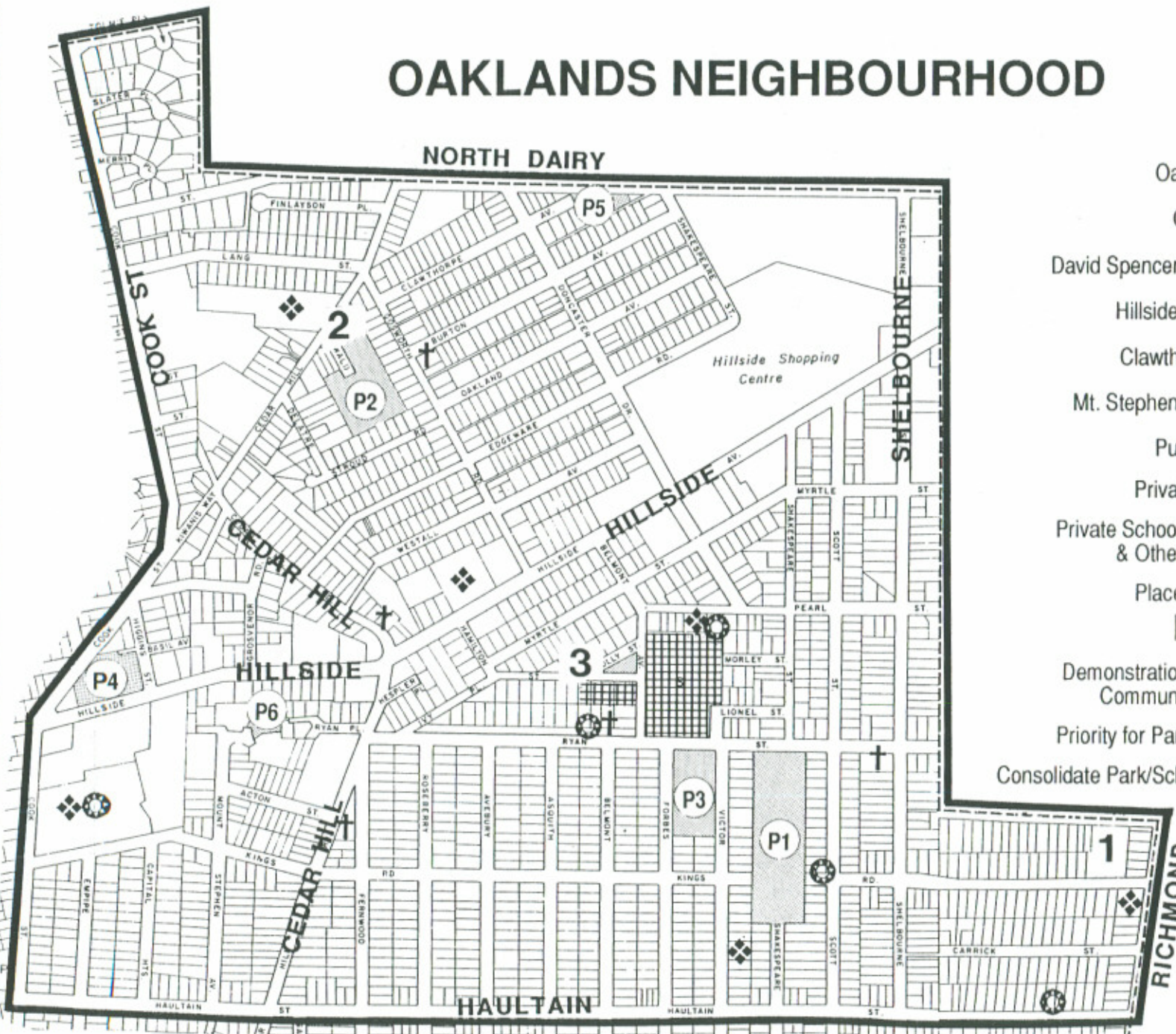
P6.

The City should initiate discussions with the School District to designate Oaklands School a "**community school**". Such a school would have facilities and programs open to the neighbourhood residents' use and enjoyment as well as meeting the needs of students.

P7.

A public library should be established in the neighbourhood.

OAKLANDS NEIGHBOURHOOD



Existing

- Oaklands Park P1
- Oswald Park P2
- David Spencer Playground P3
- Hillside Playground P4
- Clawthorpe Playlot P5
- Mt. Stephen Playground P6
- Public Schools [Grid]
- Private Day Care [Circle with dot]
- Private Schools, Hospitals & Other Institutions [Diamond]
- Place of Worship [Cross]

Proposed

- Demonstration Garden or Community Compost 1
- Priority for Parks Planning 2
- Consolidate Park/School Ground 3

**Parks,
Open Space
&
Community
Facilities**

**MAP
4**

Public works

The City's Engineering Department is responsible for the maintenance and improvement of the road, sidewalk, lighting and sewer systems in the Oaklands area. A continuous needs assessment of this infrastructure is undertaken and a five year budget is prepared to allocate sufficient funds to allow for improvements where warranted. The City's "pay as you go" policy has meant that the budget for repairs is modest and must be spread throughout the City.

It is recommended that the City's "pay as you go" policy be reviewed with a view towards repairing and upgrading the City's deteriorating public works infrastructure (e.g. roads, sidewalks, sewers, water) in the residential neighbourhoods.

In late 1990 widespread flooding of basements was experienced in the parts of Oaklands that are drained by Bowker Creek. A number of downstream improvements have been made this

year, which together with improvements upstream in Saanich, should prevent similar drainage problems again. Historically, this part of Oaklands experienced poor drainage. In the mid-1960s Bower Creek was buried from its origins north of North Dairy Road through the Hillside-Shelbourne area and then channeled through the Saanich Panhandle and parts of Oak Bay. This eliminated much of the flooding problems which frequently occurred along the watershed.

Other storm drainage problems are being addressed. These include the installation of a storm drain lift station at the south end of Oaklands Park to improve the quality of the playing fields, and plans for new storm drains along Roseberry and Avebury Avenues.

Street lighting in the Oaklands area is being improved through two City-wide programs. The first is the conversion of older mercury vapour street lamps with more efficient, high-pressure sodium lamps. These are proven to provide a better quality of lighting and will

benefit pedestrians, cyclists and motorists. A second program is the systematic pruning of tree branches that block street lighting.

A series of road improvements (road, curb, gutter and sidewalk) have been undertaken in the past six years and the five-year program identifies several more to come. These are listed below:

| Year / Street | From / To |
|-----------------|------------------------|
| 1992 | |
| Roseberry | Ryan-Bay |
| Victor | Kings-Haultain |
| Stroud | Delatre-Gosworth |
| Oakland | Doncaster-Shakespeare |
| Ryan | Belmont-Cedar Hill |
| 1993 | |
| Capital Heights | Kings-Haultain |
| Forbes | Kings-Haultain |
| Shakespeare | Hillside-Ryan |
| Grosvenor | Cedar Hill-Hillside |
| Westall | Cedar Hill-Doncaster |
| 1994 | |
| Edgeware | Cedar Hill-Shakespeare |
| Myrtle | Hamilton-Shelbourne |

Heritage

Permanent settlement of the Oaklands area began about 140 years ago with European settlement and the first farms. During the 1880's much of the area was surveyed for residential development, but agricultural uses continued until the building boom at the beginning of this century. Approximately 20% of the neighbourhood's houses were built before 1920. Much of Oaklands was developed, however, after 1940. Only a few heritage buildings have been identified in the neighbourhood. One institution and four residences have been identified as being of considerable heritage value and have been formally "designated" as municipal heritage sites under the authority of the *Heritage Conservation Act*. There are also three buildings that have been identified as being of heritage significance and are maintained on the City's Heritage Registry. No additions to the Registry have been identified through this Plan nor are

any registered properties recommended for formal designation.

The following properties have been designated under the authorizing legislation.

* 2691 Cook Street (B.C. Protestant Orphanage/Bishop Cridge Hall — constructed in 1892)

* 2667 Empire Street (single home in the "California Mission Style")

* 1785 Carrick Street (single home in the "Italianate Style")

* 1790 Carrick Street (single home in the "California Bungalow Style")

* 2744 Avebury Avenue (single home in the "Tudor Revival Style")

□ **The London Plane trees on Shelbourne Street** are the most prominent and well known "heritage trees" in the neighbourhood. These were planted along the length of Shelbourne Street as far north as Mount Douglas Park following World

War One as a memorial to local soldiers. When enabling legislation permits, they should be formally "designated" as "heritage". As an interim measure the City should continue to take measures to preserve and protect these trees. Additional steps should be taken to better identify, in a more visible manner, the heritage nature and significance of the London Plane trees on Shelbourne Street.

□ **The Jewish cemetery** is a heritage feature of the neighbourhood.

Putting this plan to work!

The City has the authority and the financial resources to implement most of the recommendations contained in this neighbourhood plan. In light of existing programs and already-established priorities, only some of these can be undertaken in the immediate future. Others will need to be undertaken over a longer period of time.

Zoning

□ The City has the authority to control land use and various aspects about the type and size of buildings on a property through its **Zoning Bylaw**. Arising out of this Plan, only one zoning change should be initiated by the City and the remainder should be left to property owners to initiate.

□ The following zoning change is recommended to be initiated by the City: to add multi-family residential as a permitted use on the property occupied by Hillside Shopping Centre.

□ All other zoning changes should be by application of the property owner or his/her agent in accordance with the policies set out in the housing and commercial sections of this Plan. This "site specific" rather than "blanket" approach to rezoning allows City Council to have greater control over future land use changes.

□ The area identified on **Map 5** should be formally established as a "**Development Permit Area**" under the authority of the Municipal Act. This will enable Council to evaluate the "form and character" of development in Oaklands. This designation as a Development Permit Area is required to ensure that the type of development is compatible in form and character with the surrounding neighbourhood. Any single family or two family dwellings within this area should be exempted from this review.

In submitting development proposals for approval by the City in the Shelbourne-Hillside Development Permit Area, the

applicant should take the following guidelines into account:

* The scale and massing of buildings should relate to adjacent buildings and provide an easy transition between the proposed development and its neighbours;

* The shape, siting, roof lines and exterior finishes of buildings should be sufficiently varied to avoid a monotonous appearance;

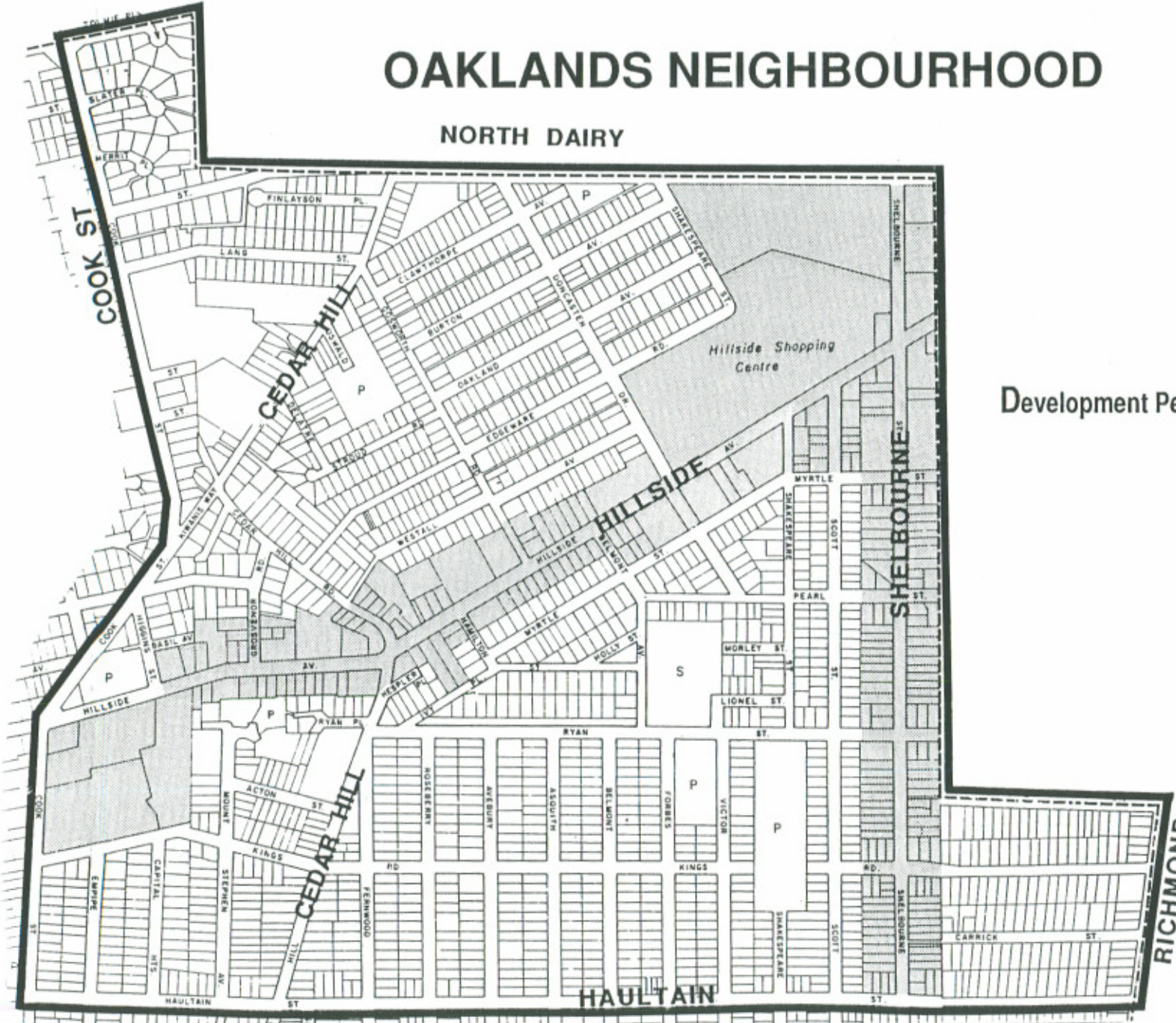
* Exterior lighting and signs should be unobtrusive and be in scale with their surroundings;

* The location, height and form of buildings should be in keeping with the topography;

* The landscaping treatment on commercial properties abutting residential areas should be designed to provide an immediate effect and a good buffer between these uses.

OAKLANDS NEIGHBOURHOOD

NORTH DAIRY



Development Permit Area



Development
Permit
Areas

MAP

5

Capital works - priorities for 92/93

A number of recommendations are contained within the Plan that have a budget implication for the City or which are a "call to action" by private property owners.

The following are recommended as priorities for implementation within the next two years by the City or in co-operation with other levels of government or property owners.

Traffic

- * Improvements to pedestrian crosswalks on Shelbourne Street (see T.4.2);

- * Improvements in the vicinity of Oaklands School, and in particular in the vicinity of Ryan and Belmont (see T.4.3);

- * Installation of a traffic Signal at Haultain and Richmond (see T.4.1).

- * Full closure of Doncaster at Westall (see T.4.4)

- * The redefinition of Ryan Street west of Belmont with an appropriately designed curb, gutter, sidewalk and landscaped boulevard (see T.4.3).

Parks

- * Establishment of a public library (see P.7);

- * Demonstration community garden / composting on the two City-owned lots between Newton Street and Kings Street. Regional, Provincial and Federal funding are available for this purpose (see P.1.1);

- * Parks planning for Oswald Park (see P.2);

- * Tree planting program: Ryan west of Belmont (see P.3);

- * Tree planting program: north and south sides of Hillside (jointly with property owners) (see P.4).

Special studies

This plan identifies two studies which should be initiated by the City whose scope is beyond the

neighbourhood's boundaries. These are:

- * Housing as a "permitted use" on "regional" shopping centre sites. The current by-laws do not include housing as a permitted use on regional shopping centre sites. These are large sites which are relatively "underdeveloped" by urban standards and offer the opportunity for additional housing within the City.

- * The development of a new zoning category to respond to the need for a zone which allows townhouses to be built at higher densities than existing categories. The City's current zoning by-law contains only two zoning categories for townhouses.

The "R-J" category allows about 14 units per acre to be built; the "R-K" category allows about 22 units to be built. Other municipalities have zoning categories that allow higher densities — up to a maximum of about 35 units per acre. These zones encourage a "stacked" form of townhouse, with all units hav-

ing a front door with “ground access”. This allows family townhousing to be built economically.

The City’s existing zoning categories for apartments allow densities between about 53 units per acre to 130 units per acre. The wide gap in multi-family housing densities (“R-K” at 22 units per acre and “R3-A1/2” at 53 units per acre) suggests that a study is necessary to ensure there are sufficient incentives to encourage family-oriented housing in the City.



Updating this plan

This plan will be a guide to residents, planners, developers and City Council for several years to come in making decisions regarding land use changes and new developments, traffic management and, among other things, parks planning. No plan can be fully followed, or implemented, as written. Circumstances and priorities change over time, and as these

changes occur, the Plan will need to be reviewed and updated.

APPENDICES

1. New housing developed in Oaklands Neighbourhood by type 1981–1991
2. Multi-family housing of various densities
3. Typical street cross sections
4. Duplex Rezoning Guidelines
5. Small Lot Single Family Dwelling Rezoning Guidelines

A P P E N D I X 1

**New Housing
Developed in Oaklands Neighbourhood
by Type
1981-1991**

APPENDIX 1
HOUSING IN OAKLANDS NEIGHBOURHOOD
1981-1991 BY TYPE

| YEAR | SINGLE DETACHED | TWO FAMILY DWELLINGS | TOWN- HOUSES | APART- MENTS | SENIORS' HOUSING | TOTAL |
|------------------------------|--------------------|-------------------------|--------------------------|-------------------------|-------------------------|------------|
| 1981 | 3 | — | 30 | 63 | — | 96 |
| 1982 | 1 | 1 | — | — | 18 | 20 |
| 1983 | 2 | — | — | — | — | 2 |
| 1984 | 1 | — | 50 | — | — | 51 |
| 1985 | 2 | 3 | 21 | — | — | 26 |
| 1986 | 4 | 2 | — | — | 8 | 14 |
| 1987 | 2 | 2 | — | — | 104 | 108 |
| 1988 | 4 | 1 | 3 | — | — | 8 |
| 1989 | 1 | — | 8 | — | — | 9 |
| 1990 | 5 | — | 10 | 32 | — | 47 |
| 1991 | 1 | — | 8 | — | — | 9 |
| TOTAL - 1981-1991 | 26 | 9 | 130 (+ 18 U/C) | 95 (+150 U/C) | 130 (+56 U/C) | 390 |

A P P E N D I X 2

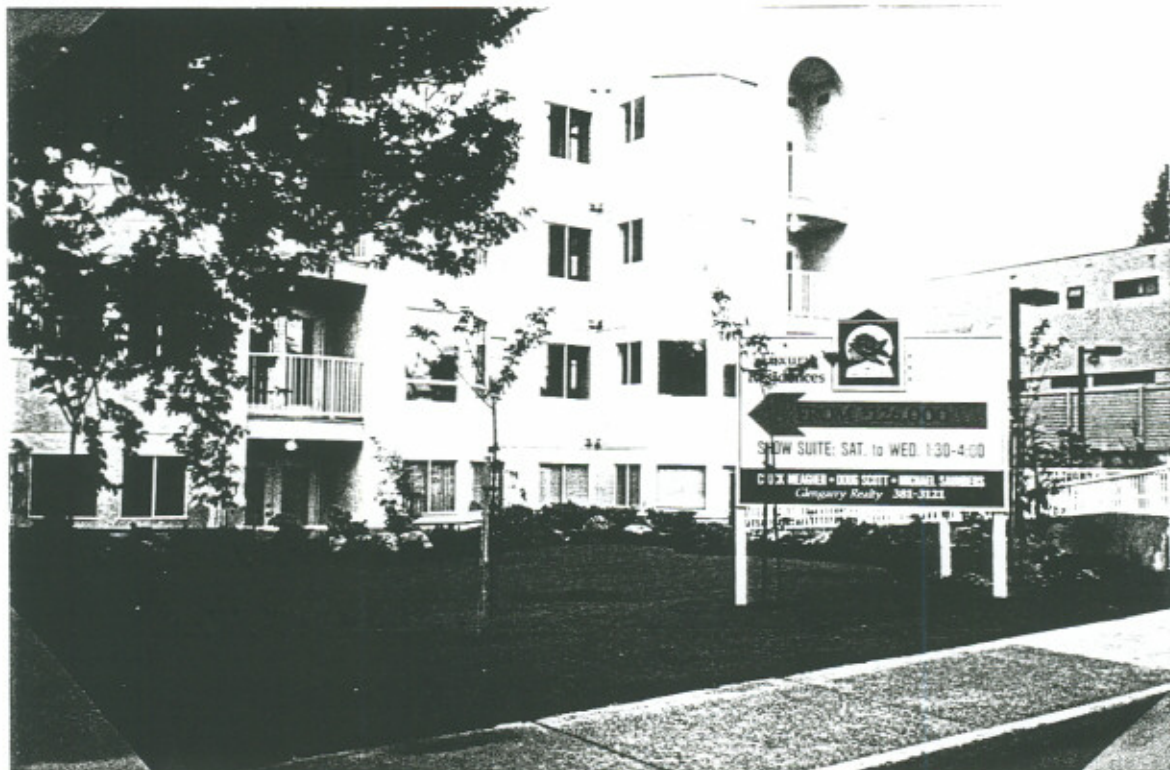
Multi-family Housing of Various Densities



The Hamlet — Shakespeare Street

Total lot area = .63 acre; Number of units = 10 (2 x 4-bedroom; 8 x 3 bedroom)

Density = 15 units per acre



The Tiffany

Total lot area = .71 acre; Number of units = 32

Density = 45 units per acre



Fifteen Sixty Hillside
 Total lot area = 1.3 acres; Number of units = 59
 Density = 43 units per acre



Hillside @ Hamilton
 Total lot area = .42 acre; Number of units = 8
 Density = 19 units per acre



Arbutus View – stacked townhouses / Saanich
Total lot area = 49,785 sq.ft.; Number of units = 23
Density = 20 units per acre



Village on the Green – stacked townhouses / Victoria
Number of units = 38
Density = 32 units per acre

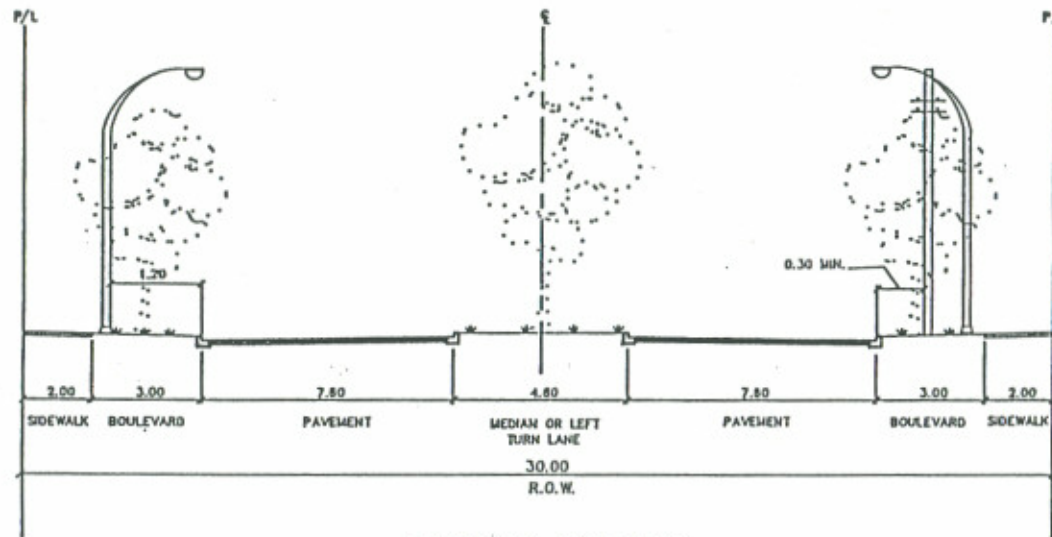
APPENDIX 3

Typical Cross Sections for Streets in The City of Victoria

| | |
|------------------------------------|-----|
| ARTERIAL STREETS | 3-1 |
| SECONDARY ARTERIAL STREETS | 3-2 |
| COLLECTOR STREETS | 3-3 |
| SECONDARY COLLECTOR STREETS | 3-4 |
| LOCAL STREETS | 3-5 |
| LANE | 3-6 |
| SHELBOURNE STREET (LONG TERM)..... | 3-7 |


Appendix 3

These are examples of standard "cross sections" used by the City of Victoria.
They are illustrative only and are not meant to imply specific changes to streets in Oaklands.



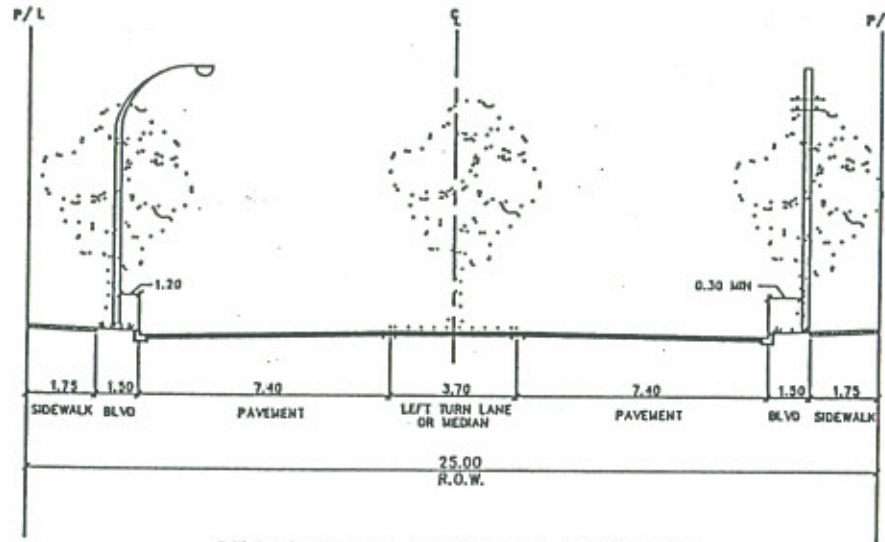
ARTERIAL STREETS

- NOTES: - ALL DIMENSIONS IN METRES UNLESS NOTED OTHERWISE
- OVERALL DIMENSIONS AND R.O.W. MAY VARY AT INTERSECTIONS

| | | |
|---|---|--|
| CORPORATION OF THE CITY OF VICTORIA | | |
|  | TITLE STREET CROSS SECTION ARTERIAL STREETS | |
| | CITY ENGINEERING DEPARTMENT | |
| DRAWN BY E.I. SECTION | DIV'N MANAGER | SCALE N.T.S. |
| CHECKED BY | CITY ENGINEER | DATE 89-04-07 DRAWING NUMBER - 001 |

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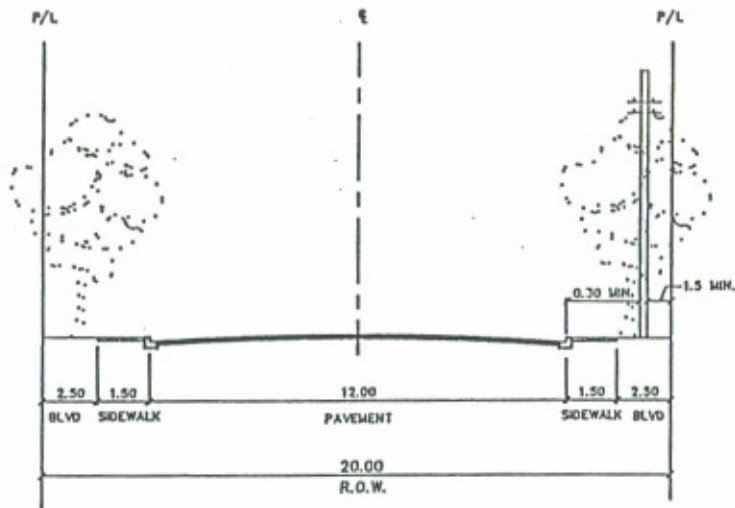
SECONDARY ARTERIAL STREETS

- NOTES: - ALL DIMENSIONS IN METRES UNLESS NOTED OTHERWISE
 - OVERALL DIMENSIONS AND R.O.W. MAY VARY AT INTERSECTIONS
 - SIDEWALK SETBACK OF 2 METRES FROM CURB WHERE PARKING IS PROHIBITED

| | | |
|-------------------------------------|---|----------------|
| CORPORATION OF THE CITY OF VICTORIA | | |
| | TITLE STREET CROSS SECTION SECONDARY ARTERIAL STREETS | |
| | CITY ENGINEERING DEPARTMENT | |
| DRAWN BY | DIVN MANAGER | SCALE N.T.S. |
| E.J. SECTION | . | DATE 89-04-07 |
| CHECKED BY | CITY ENGINEER | DRAWING NUMBER |
| | | - 002. |


Appendix 3

These are examples of standard "cross sections" used by the City of Victoria.
They are illustrative only and are not meant to imply specific changes to streets in Oaklands.



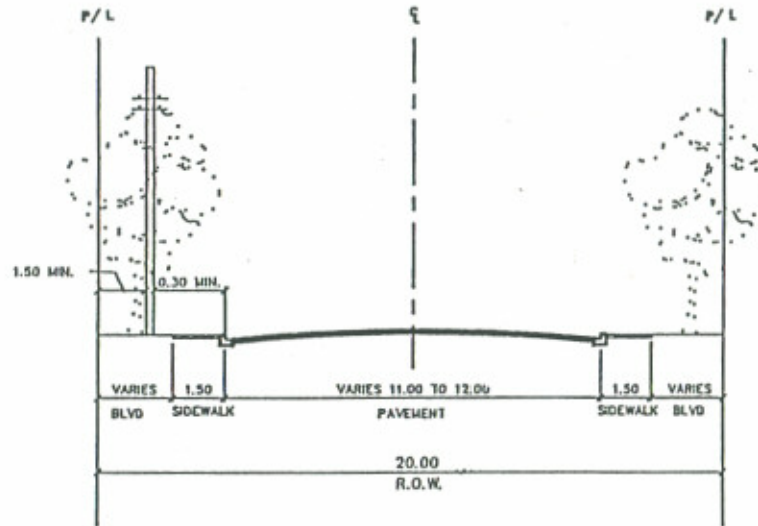
COLLECTOR STREETS

- NOTES: - ALL DIMENSIONS IN METRES UNLESS NOTED OTHERWISE
 - OVERALL DIMENSIONS AND R.O.W. MAY VARY AT INTERSECTIONS
 - SIDEWALK SETBACK OF 2 METRES FROM CURB WHERE PARKING IS PROHIBITED

| | | |
|---|---|-------------------------------|
| CORPORATION OF THE CITY OF VICTORIA | | |
|  | TITLE STREET CROSS SECTION COLLECTOR STREET | |
| | CITY ENGINEERING DEPARTMENT | |
| DRAWN BY E.I. SECTION | DIV'N MANAGER | SCALE N.T.S. DATE 89-04-07 |
| CHECKED BY | CITY ENGINEER | DRAWING NUMBER STD - 003 |

Appendix 3

These are examples of standard "cross sections" used by the City of Victoria.
They are illustrative only and are not meant to imply specific changes to streets in Oakland.



SECONDARY COLLECTOR STREETS

- NOTES: - ALL DIMENSIONS IN METRES UNLESS NOTED OTHERWISE
 - OVERALL DIMENSIONS AND R.O.W. MAY VARY AT INTERSECTIONS
 - PAVEMENT WIDTHS
 TRUCK AND BUS ROUTES 12m
 OTHER 11m
 - SIDEWALK SETBACK OF 2 METRES FROM CURB WHERE PARKING IS PROHIBITED

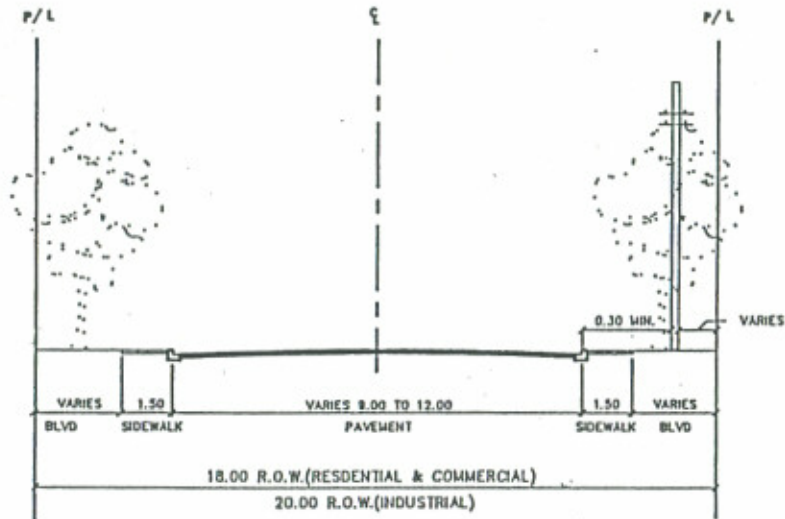
CORPORATION OF THE CITY OF VICTORIA



| | | |
|-----------------------------|---------------|----------------|
| TITLE | | |
| STREET CROSS SECTION | | |
| SECONDARY COLLECTOR STREETS | | |
| CITY ENGINEERING DEPARTMENT | | |
| DRAWN BY | DIV'N MANAGER | SCALE N.T.S. |
| E.I. SECTION | | DATE 89-04-07 |
| CHECKED BY | CITY ENGINEER | DRAWING NUMBER |
| | | D - 004 |

Appendix 3

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They are illustrative only and are not meant to imply specific changes to streets in Oaklands.



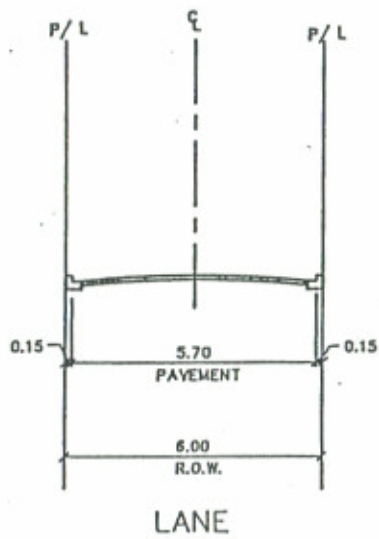
LOCAL STREETS

- NOTES: - ALL DIMENSIONS IN METRES UNLESS NOTED OTHERWISE
- OVERALL DIMENSIONS AND R.O.W. MAY VARY AT INTERSECTIONS
 - PAVEMENT WIDTHS
 - SINGLE FAMILY TO LOW DENSITY TOWNHOUSE 9m
 - HIGH DENSITY TOWNHOUSE TO LOW RISE APARTMENTS 10m
 - AND NEIGHBOURHOOD COMMERCIAL CENTERS 11m
 - HIGH RISE APARTMENTS AND REGIONAL COMMERCIAL CENTERS 12m
 - INDUSTRIAL


| | | |
|-------------------------------------|--|----------------------------|
| CORPORATION OF THE CITY OF VICTORIA | | |
| | TITLE STREET CROSS SECTION LOCAL STREETS | |
| | CITY ENGINEERING DEPARTMENT | |
| | DRAWN BY E.I. SECTION | DIV'N MANAGER |
| CHECKED BY | CITY ENGINEER | DEPARTMENT NUMBER - 005 |

Appendix 3

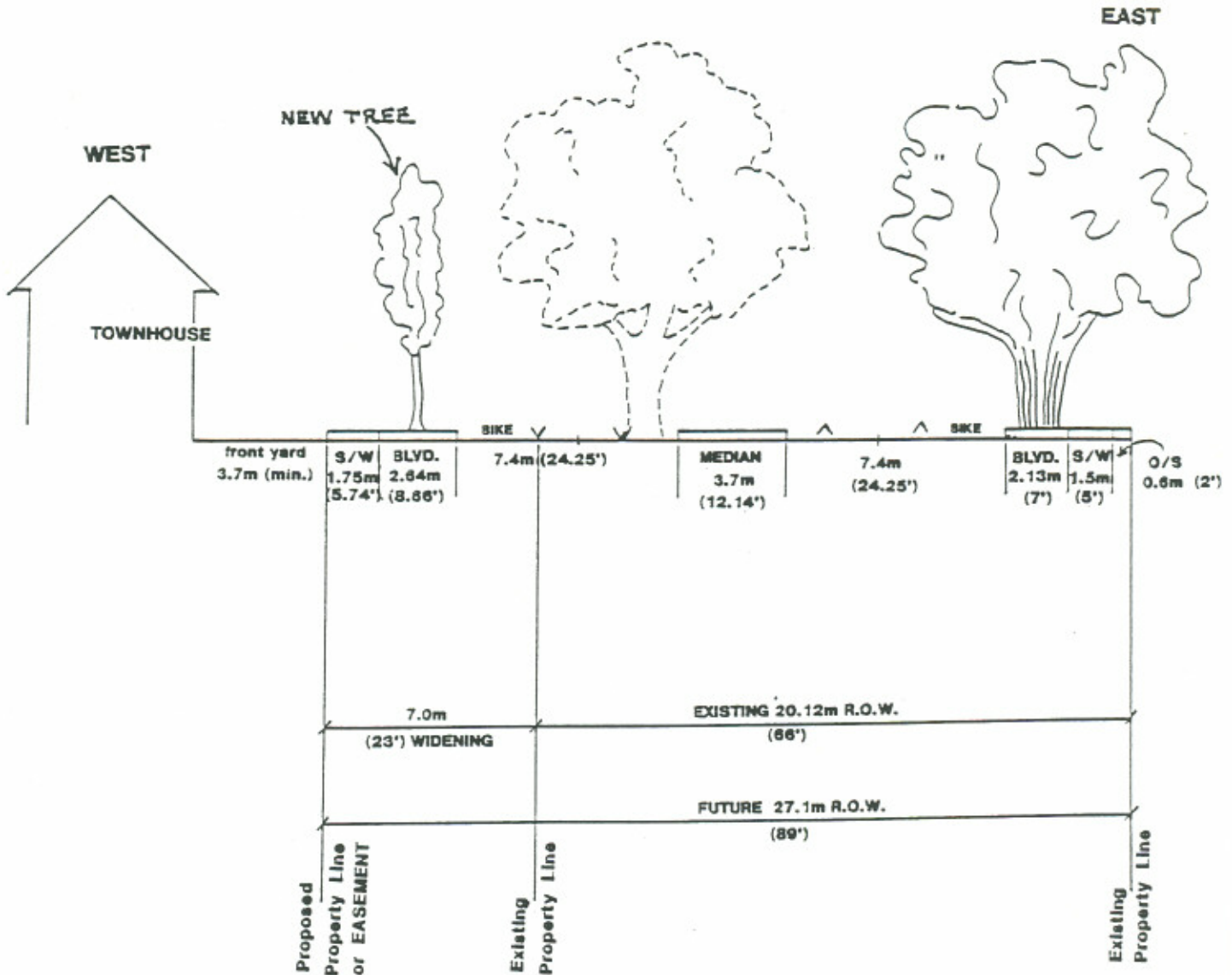
These are examples of standard "cross sections" used by the City of Victoria.
They are illustrative only and are not meant to imply specific changes to streets in Oaklands.



NOTES: - ALL DIMENSIONS IN METRES UNLESS NOTED OTHERWISE
- RELOCATE UTILITY POLES AS REQUIRED

| | | |
|---|------------------------------------|--|
| CORPORATION OF THE CITY OF VICTORIA | | |
|  | TITLE STREET CROSS SECTION LANE | |
| | CITY ENGINEERING DEPARTMENT | |
| DRAWN BY E.I. SECTION | DIV'N MANAGER | SCALE N.T.S. |
| CHECKED BY | CITY ENGINEER | DATE 89-04-07 DRAWING NUMBER STD - 006 |

SHELBOURNE ST. LONG TERM X SECTION (SECONDARY ARTERIAL)



This cross-section is illustrative of the long term (50 years+) Shelbourne Street right-of-way. At its meeting on October 14, 1993 City Council approved the following motion:

- 1) The building setback for redevelopment and rezoning on the west side of Shelbourne Street between Myrtle Avenue and Bay Street allow for a future highway right-of-way widening of 7 metres (23 feet).
- 2) The building setback for new town houses be at least 10.7 metres (35 feet).

A P P E N D I X 4

Duplex Rezoning Guidelines

March 28, 1985

His Worship Mayor G. Peter A. Pollen
and Members of Council Assembled
City of Victoria

Subject: Study Case #214-97 - Housing Policy
Duplex Re-zoning in the R1-B Single Family Dwelling
District Zone

At its January 24, 1985 public hearing, prior to declining the application for 1123 Vista Heights rezoning from R1-B Single Family Dwelling District to R-2 Two Family Dwelling District, City Council stated that neighbourhood policies needed clarification.

The Advisory Planning Commission submits the following criteria as policy guidelines in evaluating future "R-2" re-zoning applications, with the recommendation that they be endorsed by Council:

1. MINIMUM STANDARDS:

- (a) In all instances, the site area shall be a minimum of 5,975 sq. ft. (555 m²);
- (b) The minimum average lot width shall be 49.2 ft. (15 m);
- (c) Two independent off-street parking spaces shall be provided on the lot;
- (d) Site coverage by all buildings shall not exceed 40%.

2. PREFERRED GENERAL SITE CHARACTERISTICS (TO INCLUDE ONE OR MORE OF THE FOLLOWING)

- (a) Corner lots or sites having frontage onto two streets (through-block lots);
- (b) "Double lots" where existing house is centred on the property and subdivision is not possible;
- (c) Interior sites (i.e. not corner lots) having a site area in excess of 7,200 sq. ft.;
- (d) Sites containing special buildings which merit rehabilitation (e.g. heritage designated house);
- (e) "Transitional lots" which are located between single family and other less restricted zones; e.g. adjoining apartments, townhouses, neighbourhood commercial or institutional land uses.

3. DESIGN:

Reference is made to Section 716(2) of the Municipal Act which states:

"716(2) In making regulations under this section, the Council shall have due regard to:

- (a) the promotion of health, safety, convenience and welfare of the public;
- (b) prevention of the overcrowding of land and preservation of the amenities peculiar to any zone;

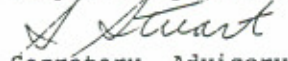
- (c) the securing of adequate light, air and access;
- (d) the value of land and the nature of its present and prospective use and occupancy;
- (e) the character of each zone, the character of the buildings already erected and the peculiar suitability of the zone for particular uses; and
- (f) the conservation of property values."

4. SPECIAL DISTRICT:

As policies for attached housing in Rockland have been adopted, criteria will NOT apply in the R1-A Rockland Single Family Dwelling District zone.

Note: If these criteria are acceptable to Council, neighbourhood plans will be amended accordingly.

Respectfully submitted,


Secretary, Advisory
Planning Commission

A P P E N D I X 5

Small Lot Single Family Dwelling Rezoning Guidelines

Full size copies available from:

Victoria Planning Department
City Hall
#1 Centennial Square
Victoria, B.C.
V8W 1P6

CITY OF VICTORIA

COUNCIL REVIEW OF SINGLE FAMILY DWELLING (SMALL LOT) ZONING

ENDORSED JULY 13, 1989

1. SUMMARY

Although the R1-S, Small Lot Single Family zoning has been very successful in adapting to neighbourhood demands for gradual infilling, its standards, first established in 1981, failed to keep up with evolving changes in the R1-B Single Family Dwelling District zoning. It has been refined so that the siting, size and height of permitted housing will be more complimentary to its setting. Accordingly, the R1-S has been split into two separate zones differentiated by height limits of one and two storeys. Also, it incorporates a house size limit, and privacy standards in keeping with the R1-B. "Public buildings" have been deleted as a permitted use.

Unless there are exceptional circumstances, it is not proposed that a separate zone be created for every small lot single family application. Instead, the City has petitioned the Provincial Government to alter the Municipal Act in such a way as to permit "Development Agreements" ensuring that a design proposed at a rezoning public hearing be secured in an enforceable manner.

2. CONSOLIDATED POLICY

- 2.1 There are a significant number of double frontage lots where subdivision appears reasonable but parcel width or area cannot be met under the R1-B regulations, i.e. the standard single family zoning rules. Also, certain corner lots could reasonably be subdivided providing the Small Lot Single Family zoning is available and acceptable to Council.
- 2.2 By establishing such a zone, Council may, at its discretion, permit two, 15 m wide lots to be subdivided into three, 10 m wide lots. Where the retention of an existing building prohibits subdivision at the present standard, Council may allow the creation of one small lot in addition to that of the existing building. In all cases, rezonings are necessary and Council is in a position to assess the merits of each application.
- 2.3 Zoning categories for small lot single family dwellings will be periodically monitored and updated for compatibility with neighbouring buildings and zoning.
- 2.4 The existing R1-S Single Family Dwelling (Small Lot) District zone is to be retained as applicable against sites that have been rezoned to date.
- 2.5 Small Lot Single Family Zone standards:
 - .1 Permitted Uses Single family dwellings, home occupations and accessory uses.
 - .2 Minimum Side Yard 1.5 m.
(R1-B permits one side yard to be 1.5 m)

- .3 Setback for Habitable Room Window Any window to a room other than a kitchen, storage room, toilet, bathroom or sauna room shall be set back not less than 2.4 m from any property line. (Similar to R1-B).
- .4 Minimum Front Setback 6 m
(R1-B requires 7.5 m)
- .5 Minimum Rear Setback 6 m.
(R1-B requires the greater of 7.5 m or 25% of lot depth)
- .6 Minimum Lot Area 260 m²
(R1-B requires 460 m²)
- .7 Minimum Lot Width 10 m.
(R1-B requires 15 m)
- .8 Maximum Height (a) 7.5 m/2-storeys
(R1-B limit is 7.6 m)
- (b) 5 m/1 storey - for sites where shading would adversely affect property on the north side.
- Note - For purposes of calculating height, any basement floor level that is less than 1.2 m below grade shall be considered the first "storey" (i.e. same as R1-B). See Appendices A1 - A3.
- .9 Maximum Building Size First storey - 160 m²;
Combined first and second storey - 190 m².
- Note: These floorspace limits exempt any required parking space, as well as low basements

FOR FURTHER INFORMATION, PLEASE CONSULT THE
OFFICIAL COMMUNITY PLAN AND NEIGHBOURHOOD PLANS

APPENDICES

- A1 Example of how the new R1-S1 (Single Storey) zone could be used to develop a small lot.
- A2 New R1-S1: Example of height sensitive site - 5 m limit.
- A3 New R1-S2: Example of sites where full height is warranted - 7.5 m.
- A4 R1-S1 Zone, Restricted Small Lot (One Storey) District regulations.
- A5 R1-S2 Zone, Restricted Small Lot (Two Storey) District regulations.

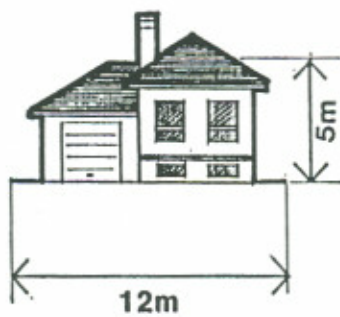
DK
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Example of how the new R1-S1(Single Storey) Zone
could be used to develop a small lot.

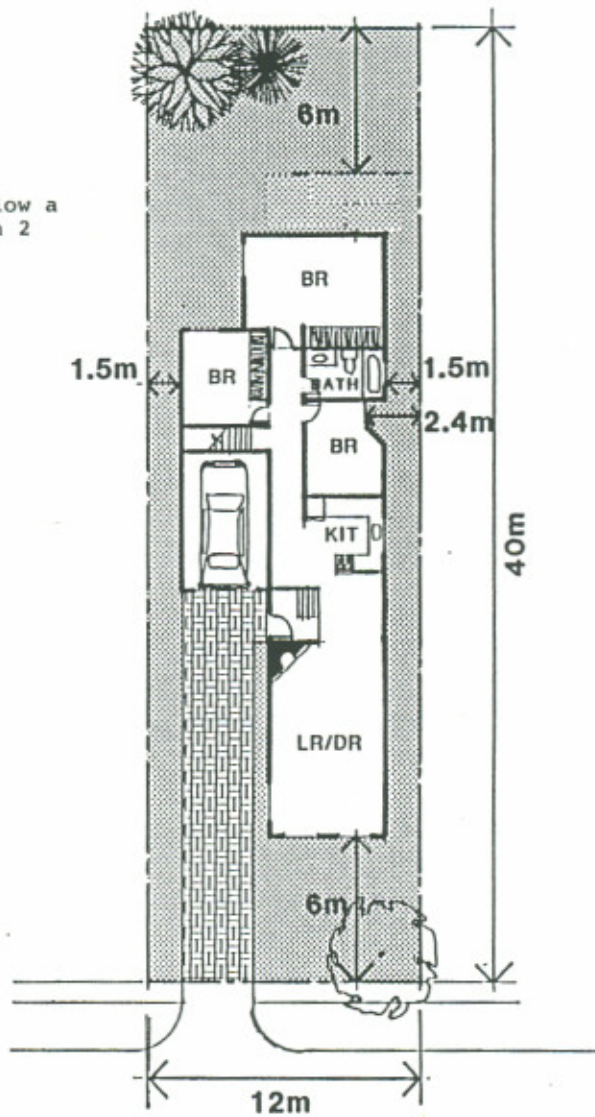
Lot: 475m²
 Coverage: 40%
 Height: 5m/1 storey
 Maximum House Size:
 160m²* (existing R1-S would allow a
 house of approximately 350m² in 2
 storey format)

*Excluding basement
 and one car garage

Front Elevation

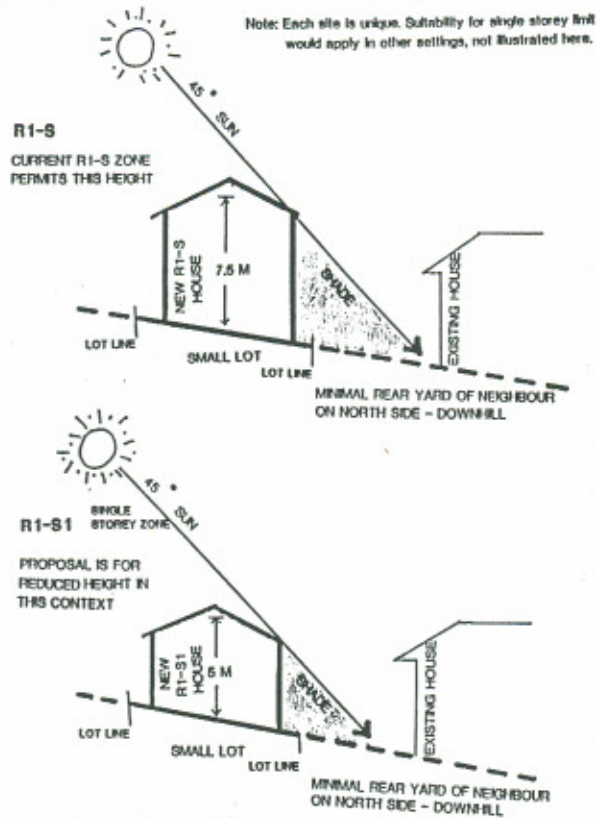


Plan



NEW R1-S1 (One Storey)

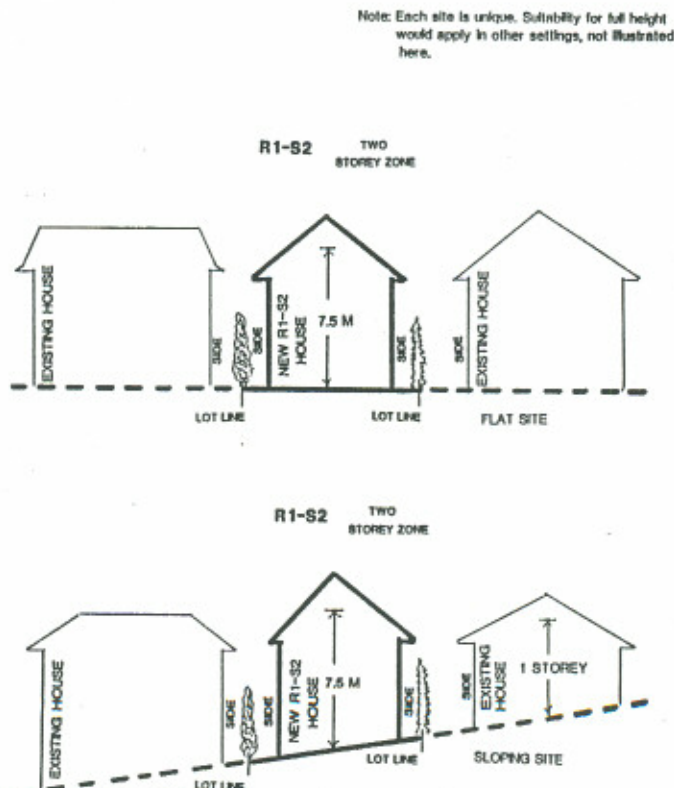
Examples of height sensitive site — 5m. limit



APPENDIX A3

NEW R1-S2 (Two Storey)

Examples of sites where full height is warranted — 7.5 m.



R1-S1 ZONE, RESTRICTED SMALL LOT (ONE STOREY) DISTRICT

| | |
|---------------------|---|
| Permitted Uses | 1 The following uses are permitted: (a) <u>Single family dwelling</u> and <u>accessory uses</u> ; (b) <u>home occupations</u> ; (c) <u>accessory buildings</u> ; (d) not more than 2 <u>garage sales</u> in any year. |
| Accessory buildings | 2 Subject to the provisions of Section 3, any <u>accessory building</u> shall (a) not exceed 4 m in <u>height</u> ; (b) be located in a <u>rear yard</u> ; (c) not occupy more than 30% of the <u>rear yard</u> . 3 Any <u>accessory building</u> or <u>car shelter</u> shall be located (a) at least 18 m from the <u>street front</u> ; and (b) so as to provide a passage of at least 2.4 m between the <u>accessory building</u> or <u>car shelter</u> and the principal <u>building</u> . 4 Where any <u>accessory building</u> or <u>car shelter</u> opens on to any lane, it shall be located at least 1.5 m from the lane. 5 On a corner lot, no <u>accessory building</u> may be located closer to the flanking <u>street</u> than the minimum <u>setback</u> required for the principal building on the adjoining <u>lot</u> of such flanking <u>street</u> . |
| Height | 6 The <u>height</u> of any <u>building</u> shall not exceed 5.0 m, nor 1 <u>storey</u> . 7 For any <u>building</u> , the <u>total floor area</u> shall not exceed 160 m ² . 8 For the purpose of the preceding section; and section 6, the first <u>storey</u> shall include any basement <u>floor area</u> that is less than 1.2 m below <u>grade</u> . |
| Setbacks | 9 The minimum <u>setback</u> for any portion of a <u>building</u> which is not used as a kitchen, storage room, toilet, bathroom or sauna and which has a window shall be 2.4 m from any <u>lot line</u> . |
| General Regulations | 10 Except as provided in this part, the regulations applicable in the R1-S Zone, Single Family Dwelling (Small Lot) District apply in this zone. |

For convenience the applicable R1-S zone regulations are referenced below:

| | | | |
|-----------------------------|--|---------------------------|--|
| Lot Occupancy | 3. Not more than 40% of a <u>building site</u> shall be occupied by <u>buildings</u> . | Side Yard on a Corner Lot | 7. On a corner lot, the minimum <u>side yard</u> along a <u>flanking street</u> shall be 2.4 m. |
| Setback | 4. The minimum <u>setback</u> of the main structure shall not be less than 6 m from the property line and the <u>front yard</u> so provided shall be unobstructed by any form of building construction, except for an entrance porch and <u>steps</u> having a maximum projection from the main wall of 2.5 m and whose height including any vertical enclosure to the porch and <u>steps</u> , does not exceed 1.7 m from the ground level, and provided that any roof to such porch and steps shall have a maximum projection from the main front wall of 1.6 m and shall be unsupported by vertical supports in front of the main front wall. | Site Area and Lot Width | 8. For a <u>single family dwelling</u> or any other <u>building</u> , there shall be provided within the <u>lot</u> a <u>site area</u> of not less than 260 m ² with an average width of not less than 10 m for each <u>single family dwelling</u> or any other building (not being an <u>accessory building</u>). |
| Yard | 5. A <u>rear yard</u> shall be provided of not less than 6 m. | Parking | 9. Each <u>single family dwelling</u> shall be provided with at least one parking space which shall be farther away from the <u>front lot line</u> than the front wall of the <u>building</u> closest to the <u>front lot line</u> . |
| Side Yards Interior Site | 6. On a site other than a corner lot, a <u>side yard</u> shall be provided on each side of the principal <u>building</u> of not less than 1.5 m. | | |

SCHEDULE
PART 1.23R1-S2 ZONE, RESTRICTED SMALL LOT (TWO STOREY) DISTRICT

| | |
|---------------------|--|
| Permitted Uses | 1 The following uses are permitted: <ul style="list-style-type: none"> (a) <u>Single family dwelling and accessory uses;</u> (b) <u>home occupations;</u> (c) <u>accessory buildings;</u> (d) not more than 2 <u>garage sales</u> in any year. |
| Accessory buildings | 2 Subject to the provisions of Section 3, any <u>accessory building</u> shall <ul style="list-style-type: none"> (a) not exceed 4 m in <u>height;</u> (b) be located in a <u>rear yard;</u> (c) not occupy more than 30% of the <u>rear yard.</u> <p>3 Any <u>accessory building</u> or <u>car shelter</u> shall be located <ul style="list-style-type: none"> (a) at least 18 m from the <u>street front;</u> and (b) so as to provide a passage of at least 2.4 m between the <u>accessory building</u> or <u>car shelter</u> and the principal <u>building.</u> <p>4 Where any <u>accessory building</u> or <u>car shelter</u> opens on to any lane, it shall be located at least 1.5 m from the lane.</p> <p>5 On a corner lot, no <u>accessory building</u> may be located closer to the flanking <u>street</u> than the minimum <u>setback</u> required for the principal building on the adjoining <u>lot</u> of such flanking <u>street.</u></p> </p> |
| Height | 6 The <u>height</u> of any <u>building</u> shall not exceed 7.5 m, nor 2 <u>storeys.</u> |
| | 7 For any <u>building</u> , the sum of the <u>total floor areas</u> of the first and second <u>storey</u> shall not exceed 190 m ² . |
| | 8 For the purpose of the preceding section and section 6, the first <u>storey</u> shall include any basement <u>floor area</u> that is less than 1.2 m below <u>grade.</u> |
| Setbacks | 9 The minimum <u>setback</u> for any portion of a <u>building</u> which is not used as a kitchen, storage room, toilet, bathroom or sauna and which has a window shall be 2.4 m from any <u>lot line.</u> |
| General Regulations | 10 Except as provided in this part, the regulations applicable in the R1-S Zone, Single Family Dwelling (Small Lot) District apply in this zone. |

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| Yard | 5. A <u>rear yard</u> shall be provided of not less than 6 m. | Parking | 9. Each <u>single family dwelling</u> shall be provided with at least one parking space which shall be farther away from the <u>front lot line</u> than the front wall of the <u>building</u> closest to the <u>front lot line.</u> |
| Side Yards Interior Site | 6. On a site other than a corner lot, a <u>side yard</u> shall be provided on each side of the principal <u>building</u> of not less than 1.5 m. | | |