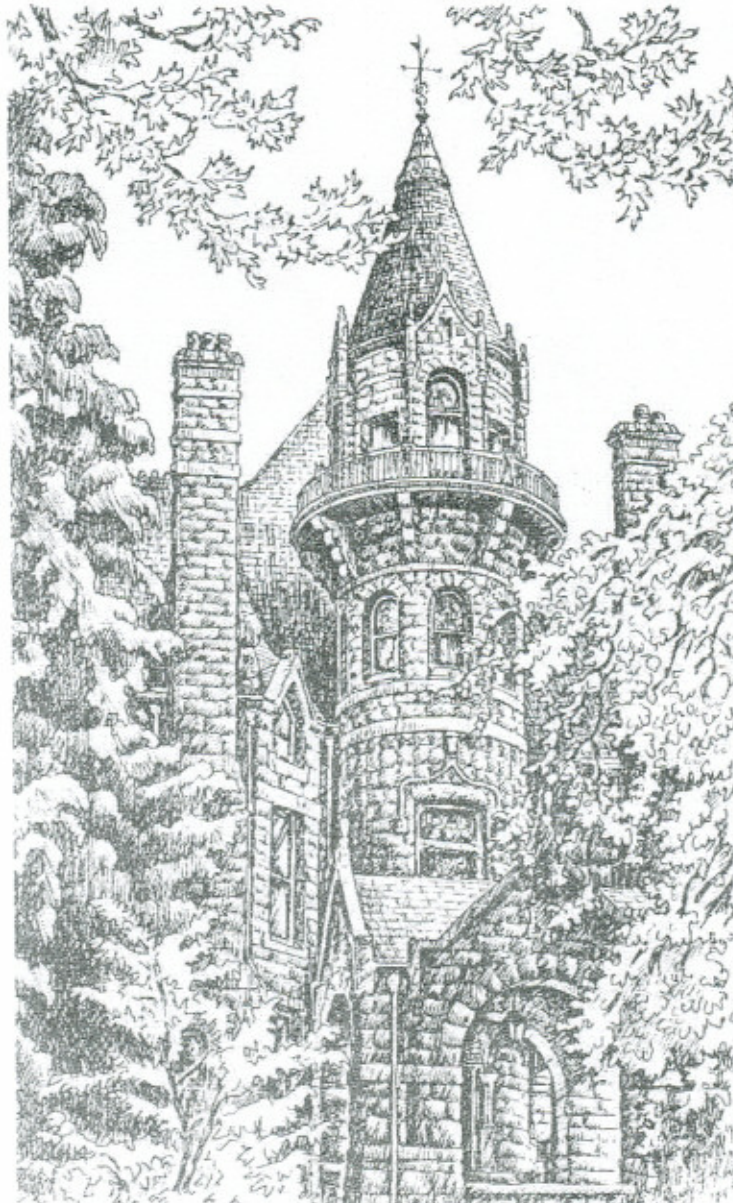

ROCKLAND Neighbourhood Plan

Adopted September 10 1987





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City of **VICTORIA** *British Columbia*

October 1, 1987

The Rockland Plan 1987 is primarily a guide for managing land use in the neighbourhood. Its focus is on the conservation of the essential character of Rockland while providing for limited growth and change. This plan document is the product of a six-month planning process which has involved neighbourhood residents, the Rockland Area Association, the City's Advisory Planning Commission, City Council and City staff.

The objectives, policies and recommendations of the plan do not represent hard-and-fast regulations. In Councils' view they have merit, but residents are further encouraged to discuss, comment and suggest improvements on them. With the benefit of a general consensus of opinion and understanding, the plan which is finally evolved will represent the realistic aspirations of many interests and will have the best possible opportunity for successful implementation.

Alderman W. E. Simmons
Planning Chairman

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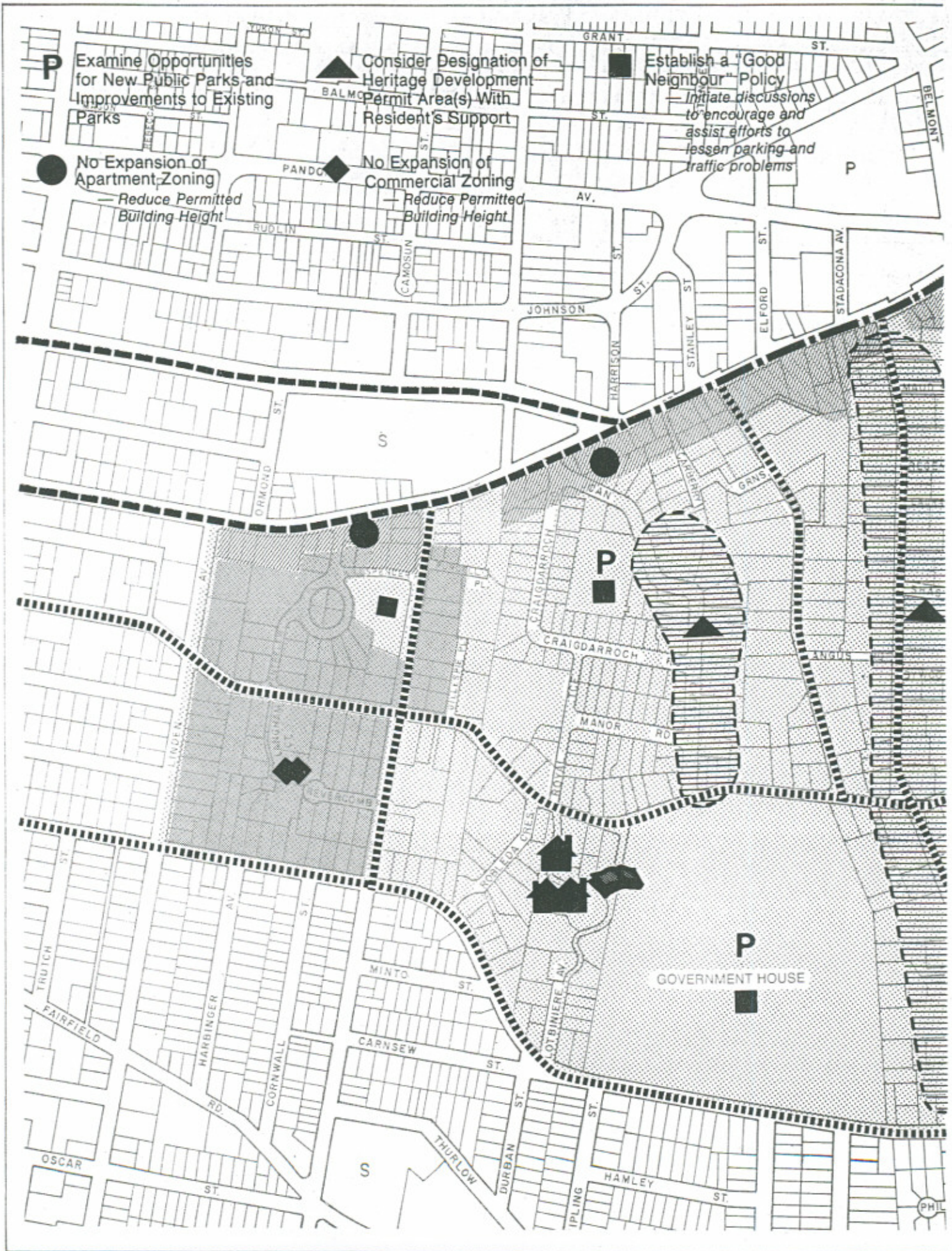
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1.0 MAJOR RECOMMENDATIONS

ROCKLAND PLAN - 1987

1.0 MAJOR RECOMMENDATIONS

- 1.1 In accord with the City's policy for neighborhood conservation and the retention of family housing, the R1-A (Rockland Single Family Dwelling District) and the R1-B (Single Family Dwelling District) zoning which covers the majority of Rockland should be retained.
- 1.2 The low density townhousing provisions of the R1-A (Rockland Single Family Dwelling District) zoning should be retained but modified as follows:
 - 1.2.1 A requirement for side or rear yard siting only;
 - 1.2.2 Permitted site coverage reduced from 40% to 25%; and
 - 1.2.3 The inclusion as "attached dwellings" units within an existing house to allow a combination of townhouses and suites at the R1-A townhouse density of one unit per 9000 ft² of land.
- 1.3 Any proposal for a combination of townhouses and suites in an existing large house at higher than standard R1-A townhouse density (1 unit per 9000 ft² of land) should be considered on a site specific basis through the rezoning process. The maximum number of units, whether suites or townhouses, should not exceed the number possible by means of conversion to suites alone. The site and/or the existing large house should have features and characteristics which justify consideration of any such rezoning.
- 1.4 Design guidelines should be developed and published by the City for townhouse developments. The guidelines should stress sensitivity to the neighborhoods' overall heritage character but also recognize the existing diversity of architectural styles and the value (in certain areas and instances) of contemporary as well as traditional design approaches.
- 1.5 The City should consider the designation of a Heritage Development Permit Area or Areas (e.g. St. Charles Street, Craigdarroch Road, Moss Street) where there are heritage designated houses which justify it and where there is support from affected owners and residents. Such a designation would enable greater design control for new developments.
- 1.6 The scale of the next generation of apartments and commercial development along Fort Street and Oak Bay Avenue should be related to the residential properties to the south and the appropriate rezonings initiated by the City.
- 1.7 No expansion is warranted of the existing apartment or commercial zoned areas in Rockland.
- 1.8 The City should encourage and assist efforts to lessen parking and traffic problems associated with Government House, Craigdarroch Castle and other institutions in the neighborhood. A "good neighbor policy" emphasizing the residents' and institutions' mutual responsibilities within the neighborhood should be developed. Discussions should be initiated between the City and these institutions (as well as, for example, tour bus operators) to explore ways this can be done (i.e. physical improvements, new parking regulations, alternative bus routes, and schedules etc.)
- 1.9 The City should examine opportunities for the provision of new public park areas as the amount of neighborhood/community park space in Rockland is significantly below City standards.
- 1.10 Wherever possible, Rockland's unique and attractive neighborhood features (e.g. heritage buildings, streetscape and landscape features) should be retained and enhanced.



P Examine Opportunities for New Public Parks and Improvements to Existing Parks

● No Expansion of Apartment Zoning
 — Reduce Permitted Building Height

▲ Consider Designation of Heritage Development Permit Area(s) With Resident's Support

◆ No Expansion of Commercial Zoning
 — Reduce Permitted Building Height

■ Establish a "Good Neighbour" Policy
 — Initiate discussions to encourage and assist efforts to lessen parking and traffic problems

P
 GOVERNMENT HOUSE

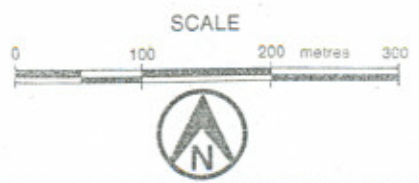


MAP 1

ROCKLAND PLAN PROPOSALS












-  **Retain R1•A (Rockland Single Family Zoning)**
 - Sfd's on large lots (min. 8000 ft.²)
 - Houses converted into suites, child & adult care facilities
 - Low density townhouses
-  **Modify R1•A Townhouse Provisions**
 - Side or rear yard siting only
 - Max. 25% site coverage
 - Combination townhouses & suites in existing large houses (R1•A density)
-  **Develop Townhouse Design Guidelines**
-  **Retain R1•B (Single Family) Zoning**
 - Sfd's (min. 5000 ft.² lots)
 - Houses converted into suites, child & adult care facilities
- Consider Rezoning Applications Where:**
 - Plan Objectives Advanced
 - Infill Development/ Redevelopment Appropriate

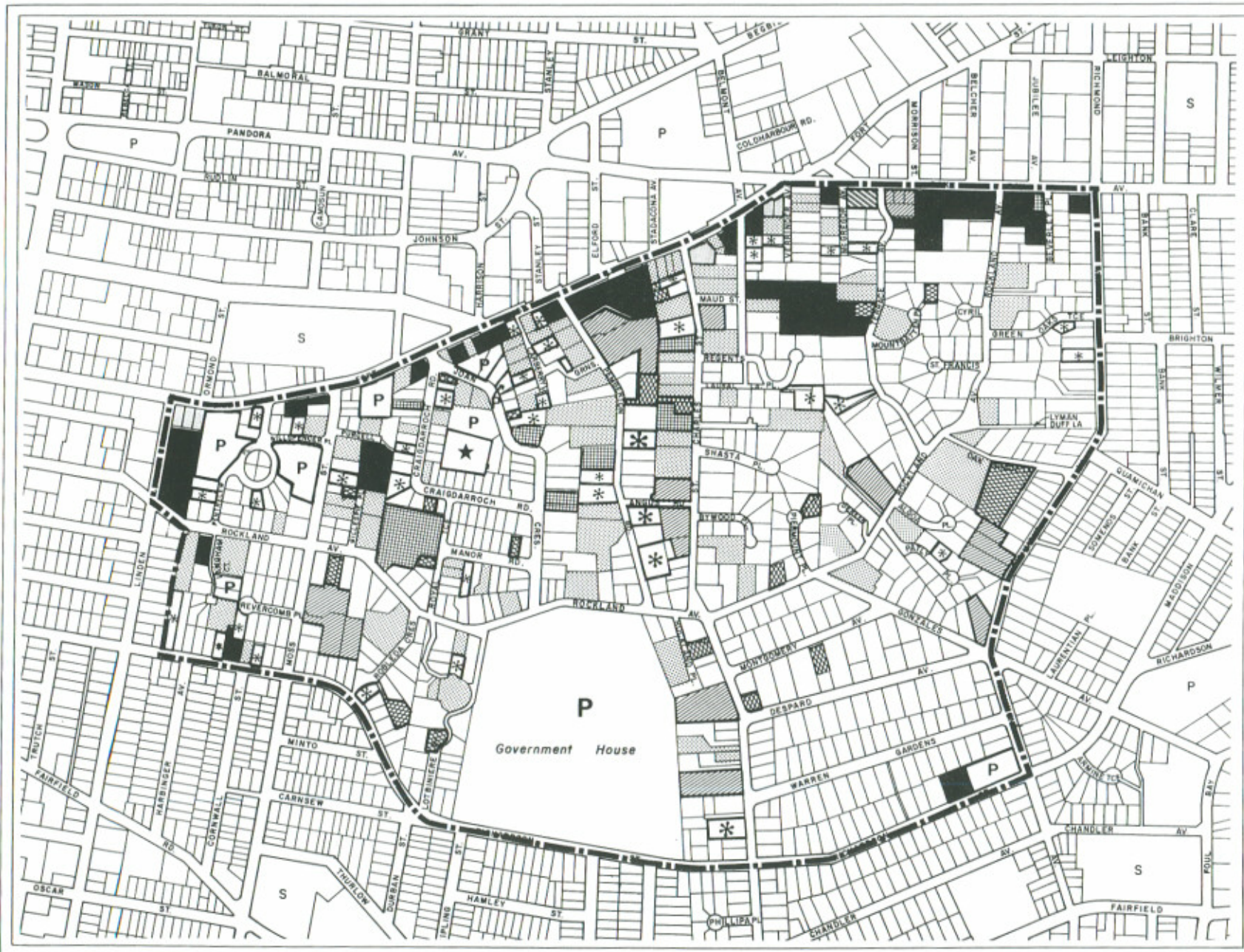
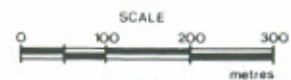
STREETS
 ARTERIAL 
 SECONDARY ARTERIAL 
 SECONDARY COLLECTOR 
 LOCAL 



MAP 2

EXISTING LAND USE

-  Single Family Dwelling
-  Duplex
-  Apartments
-  Conversions
-  Townhouses
-  Care Facilities
-  Public Building
-  Public Open Space/Park
-  Vacant Land
-  Retail Commercial
-  Offices



2.0 OBJECTIVES AND POLICIES

2.1 HOUSING OBJECTIVES AND POLICIES

- 2.1.1 RETAIN THE R1-A (ROCKLAND SINGLE FAMILY DWELLING DISTRICT) ZONING WHICH ENCOURAGES A DIVERSITY OF POPULATION AND HOUSING WHILE HELPING TO MAINTAIN THE NEIGHBORHOOD'S HERITAGE AND ESTATE CHARACTER.
- 2.1.2 NO CITY INITIATED CHANGE IS WARRANTED IN THE BOUNDARIES OF THE R1-A (ROCKLAND SINGLE FAMILY DWELLING DISTRICT), R1-B (SINGLE FAMILY DWELLING DISTRICT) AND APARTMENT ZONING IN ROCKLAND.
- 2.1.3 RETAIN EXISTING SUBDIVISION REGULATIONS AND GUIDELINES IN THE R1-A ZONED AREAS OF ROCKLAND (WHICH INCLUDE REQUIREMENTS FOR LARGE LOTS, THE PROVISION OF "BREATHING ROOM" FOR EXISTING HOUSES, THE RETENTION OF VIEWS TOWARDS TRADITIONAL HOUSES AND THE CONSERVATION OF OTHER HERITAGE FEATURES).
- 2.1.4 MOST OF ROCKLAND'S EXISTING SINGLE FAMILY DWELLINGS SHOULD BE RETAINED AND ENHANCED.
- 2.1.5 RECENT CITY-WIDE CHANGES IN THE R1-B (SINGLE FAMILY DWELLING DISTRICT) ZONING TO ENSURE NEW HOUSING IS MORE COMPATIBLE WITH THE EXISTING ARE APPROPRIATE IN THE R1-B ZONED AREAS OF ROCKLAND.
- 2.1.6 THE LARGE HOUSE/LARGE LOT CHARACTER OF MANY EXISTING HOUSES IN THE R1-A ZONED AREAS OF ROCKLAND DOES NOT NECESSITATE SIMILAR CHANGES TO THOSE MADE IN THE R1-B ZONE.
- 2.1.7 SUITES IN CONVERTED HOUSES ARE AN ESTABLISHED AND IMPORTANT COMPONENT OF ROCKLAND'S HOUSING STOCK WHICH SHOULD BE CONSERVED.
- 2.1.8 THE CITY'S EXISTING STRATA CONVERSION POLICY IN WHICH A CHANGE OF EXISTING DWELLINGS TO STRATA-TITLE UNITS IS NOT PERMITTED WHEN THE CITY'S VACANCY RATE IS BELOW 3 PERCENT SHOULD BE MAINTAINED (AS WELL AS THE RIGHT TO APPEAL TO COUNCIL).
- 2.1.9 THE CONVERSION OF HOUSES BUILT BEFORE 1931 TO ADULT AND CHILD CARE FACILITIES IN THE R1-A AND R1-B ZONED AREAS OF ROCKLAND SHOULD CONTINUE TO BE PERMITTED.
- 2.1.10 THE SCALE OF THE NEXT GENERATION OF APARTMENTS ALONG FORT STREET AND OAK BAY AVENUE SHOULD BE RELATED TO THE RESIDENTIAL PROPERTIES TO THE SOUTH.
- 2.1.11 LOW DENSITY TOWNHOUSING PERMITTED UNDER THE R1-A (ROCKLAND SINGLE FAMILY DWELLING DISTRICT) ZONING IS A DESIRABLE ALTERNATIVE TO SUBDIVISION AND SHOULD BE RETAINED, AS IT PROVIDES GREATER FLEXIBILITY FOR SENSITIVE SITE DEVELOPMENT AND THE RETENTION OF ROCKLAND'S ESTATE CHARACTER.
- 2.1.12 THE LOW DENSITY TOWNHOUSING PROVISIONS OF THE R1-A ZONING SHOULD BE REVISED TO PREVENT THE LOSS OF VIEWS TOWARDS LARGE HOUSES BY REQUIRING SIDE OR REAR YARD SITING ONLY.

- 2.1.13 THE PERMITTED SITE COVERAGE FOR LOW DENSITY TOWNHOUSING SHOULD BE REDUCED FROM 40 TO 25 PERCENT TO BETTER SAFEGUARD EXISTING PRIVATE GREEN SPACE AND ESTATE FEATURES.
- 2.1.14 THE LOW DENSITY TOWNHOUSING PROVISIONS SHOULD BE MODIFIED TO PERMIT A COMBINATION OF LOW DENSITY TOWNHOUSES AND SUITES IN A LARGE HOUSE AT THE EXISTING R1-A DENSITY OF ONE UNIT PER 9000 FT² OF LAND.
- 2.1.15 ANY CONSIDERATION OF A PROPOSAL FOR A COMBINATION OF TOWNHOUSES AND SUITES IN A LARGE HOUSE AT A DENSITY ABOVE THE R1-A TOWNHOUSING STANDARD SHOULD BE MADE ON A SITE SPECIFIC BASIS THROUGH THE REZONING PROCESS. AS A GUIDELINE, THE MAXIMUM NUMBER OF UNITS, WHETHER SUITES OR TOWNHOUSES, SHOULD NOT EXCEED THE NUMBER POSSIBLE BY MEANS OF CONVERSION TO SUITES ALONE. THE SITE AND/OR THE EXISTING LARGE HOUSE SHOULD HAVE FEATURES AND CHARACTERISTICS WHICH JUSTIFY CONSIDERATION OF ANY SUCH REZONING.
- 2.1.16 STACKED TOWNHOUSING ALONG THE FORT STREET AND OAK BAY AVENUE FRONTAGES OF THE NEIGHBORHOOD MAY BE A DESIRABLE ALTERNATIVE TO APARTMENT REDEVELOPMENT.
- 2.1.17 AN APPLICATION FOR R1-S (SINGLE FAMILY DWELLING (SMALL LOT) DISTRICT) ZONING IN ROCKLAND SHOULD BE GIVEN CONSIDERATION WHERE THE CITY'S LOCATIONAL CRITERIA FOR THIS ZONING ARE MET AND WHERE OBJECTIVES OF THE PLAN ARE ADVANCED.
- 2.1.18 IN THE R1-B ZONED AREAS OF ROCKLAND, AN APPLICATION FOR DUPLEX OR SMALL SCALE TOWNHOUSING SHOULD BE GIVEN CONSIDERATION WHERE INFILL DEVELOPMENT OR REDEVELOPMENT IS APPROPRIATE.

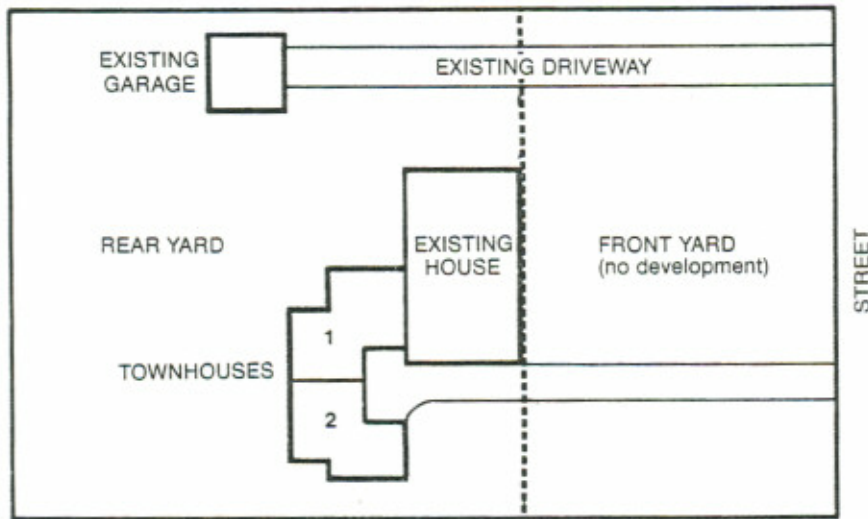


DIAGRAM 1

ROCKLAND LOT AND HOUSE ZONED RIA

Proposed Zoning Modifications:

No Townhouses Permitted in the Front Yard.

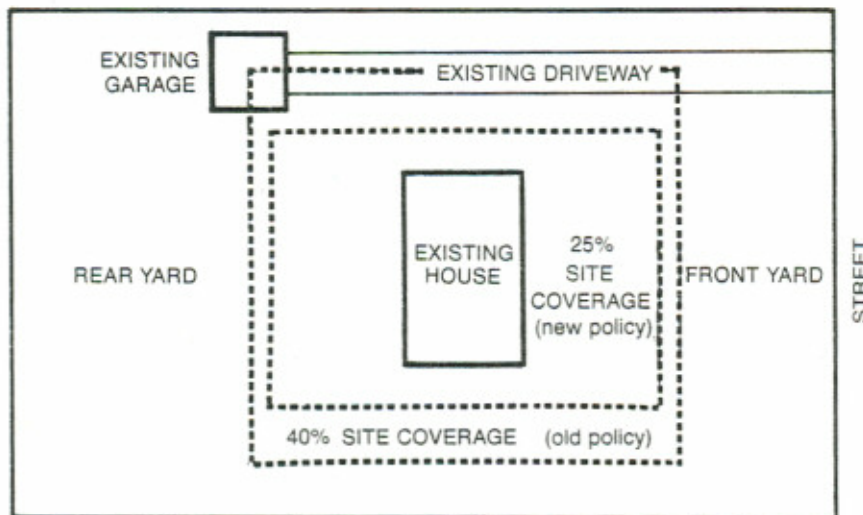


DIAGRAM 2

ROCKLAND LOT AND HOUSE ZONED RIA

Proposed Zoning Modifications:

Maximum permitted site coverage reduced from 40% to 25%..

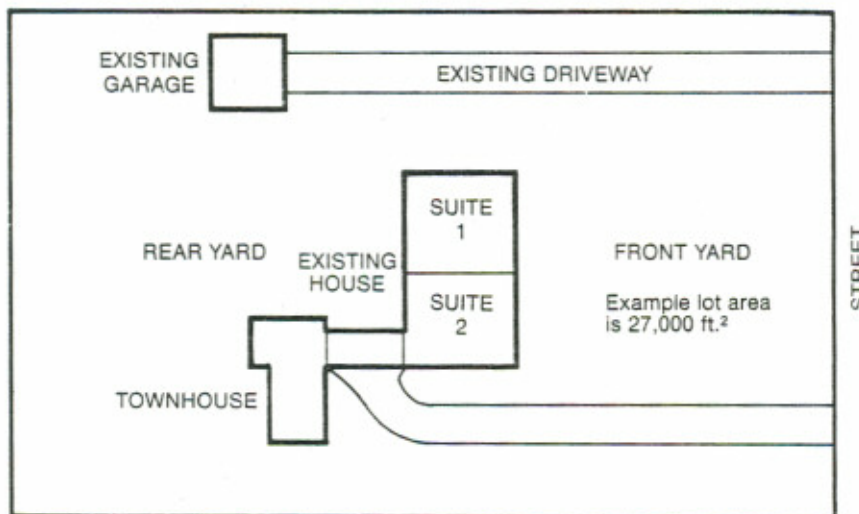


DIAGRAM 3

ROCKLAND LOT AND HOUSE ZONED RIA

Proposed Zoning Modifications:

A combination of suites in an existing house and townhouses permitted at existing townhouse density of one unit per 9000 ft² of land.

2.2 ROADS AND TRAFFIC OBJECTIVES AND POLICIES

- 2.2.1 THE EXISTING ROAD SYSTEM AROUND AND WITHIN THE NEIGHBORHOOD IS ADEQUATE TO MEET FUTURE TRAFFIC DEMANDS FOR THE NEXT DECADE, AT LEAST.
- 2.2.2 THE WIDENING OF THE SIDEWALK RIGHT OF WAY TO INCLUDE A BOULEVARD ALONG FORT STREET SHOULD BE PURSUED AS THE NEXT GENERATION OF DEVELOPMENT OCCURS.
- 2.2.3 WITHIN THE BOUNDS OF SAFETY AND PRACTICALITY THE DIVERSE CHARACTER OF ROCKLAND'S STREETS SHOULD BE RETAINED. WHERE WIDENING AND "STANDARDIZING" LOCAL STREETS IS NECESSARY OR OTHERWISE WARRANTED, THE NEIGHBORHOOD'S RESIDENTS SHOULD BE CONSULTED.
- 2.2.4 GIVEN ROCKLAND'S UNIQUE AND VARIED ROAD PATTERN, ENFORCEMENT OF CITY PARKING AND TRAFFIC REGULATIONS IS PARTICULARLY IMPORTANT.
- 2.2.5 EXISTING STOP SIGNS AND SPEED LIMITS SHOULD BE RETAINED TO DISCOURAGE THROUGH OR COMMUTER TRAFFIC ON COLLECTOR OR LOCAL NEIGHBORHOOD STREETS.
- 2.2.6 NEIGHBORHOOD BUS SERVICE SHOULD BE MAINTAINED AND WHERE POSSIBLE IMPROVED.
- 2.2.7 WAYS TO MINIMIZE THE SEASONAL IMPACT OF TOUR BUS TRAFFIC SHOULD CONTINUE TO BE PURSUED.

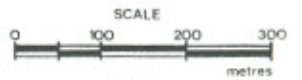
2.3 HERITAGE BUILDINGS AND OTHER NEIGHBOURHOOD FEATURES – OBJECTIVES AND POLICIES

- 2.3.1 PROPERTIES OF HERITAGE CHARACTER AND MERIT SHOULD BE CONSERVED, MAINTAINED AND ENHANCED.
- 2.3.2 EXTERIOR CHANGES AND ADDITIONS TO BUILDINGS OF HERITAGE MERIT SHOULD BE IN KEEPING WITH THEIR HERITAGE CHARACTER.
- 2.3.3 ROCKLAND'S UNIQUE AND ATTRACTIVE NEIGHBORHOOD FEATURES SHOULD BE RETAINED AND ENHANCED.
- 2.3.4 WHEREVER POSSIBLE NATURAL AND MAN-MADE STREETScape AND LANDSCAPE FEATURES SUCH AS ROCK OUTCROPS, MATURE TREES, STONE WALLS, FENCES, GATEPOSTS, ETC. SHOULD BE RETAINED.
- 2.3.5 NEIGHBORHOOD VIEWS SHOULD BE MAINTAINED, PARTICULARLY PUBLIC VIEWS TOWARDS BUILDINGS OF ARCHITECTURAL AND HERITAGE MERIT.

MAP 4

HERITAGE BUILDINGS

- Heritage Designation
- ★ Heritage Registry

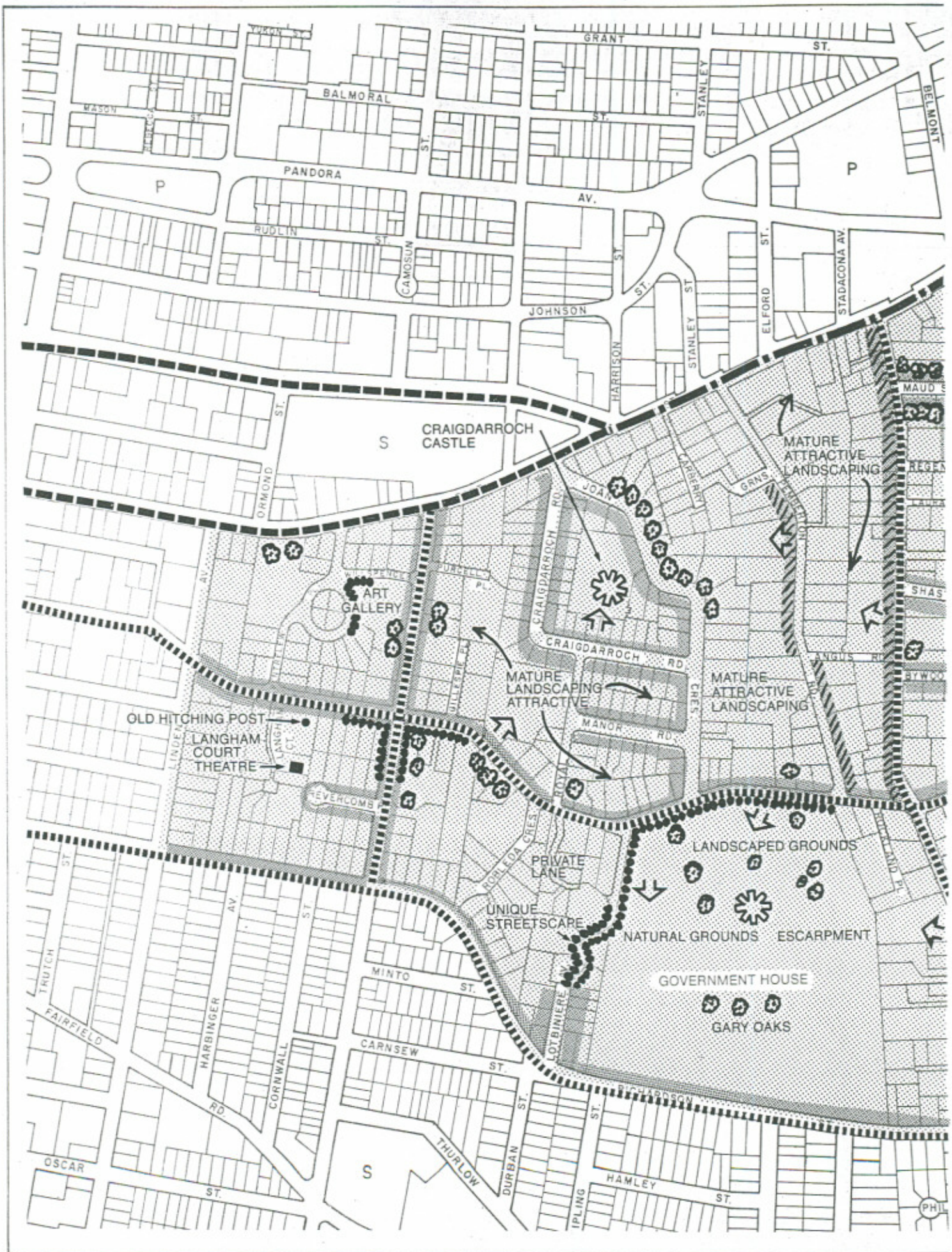


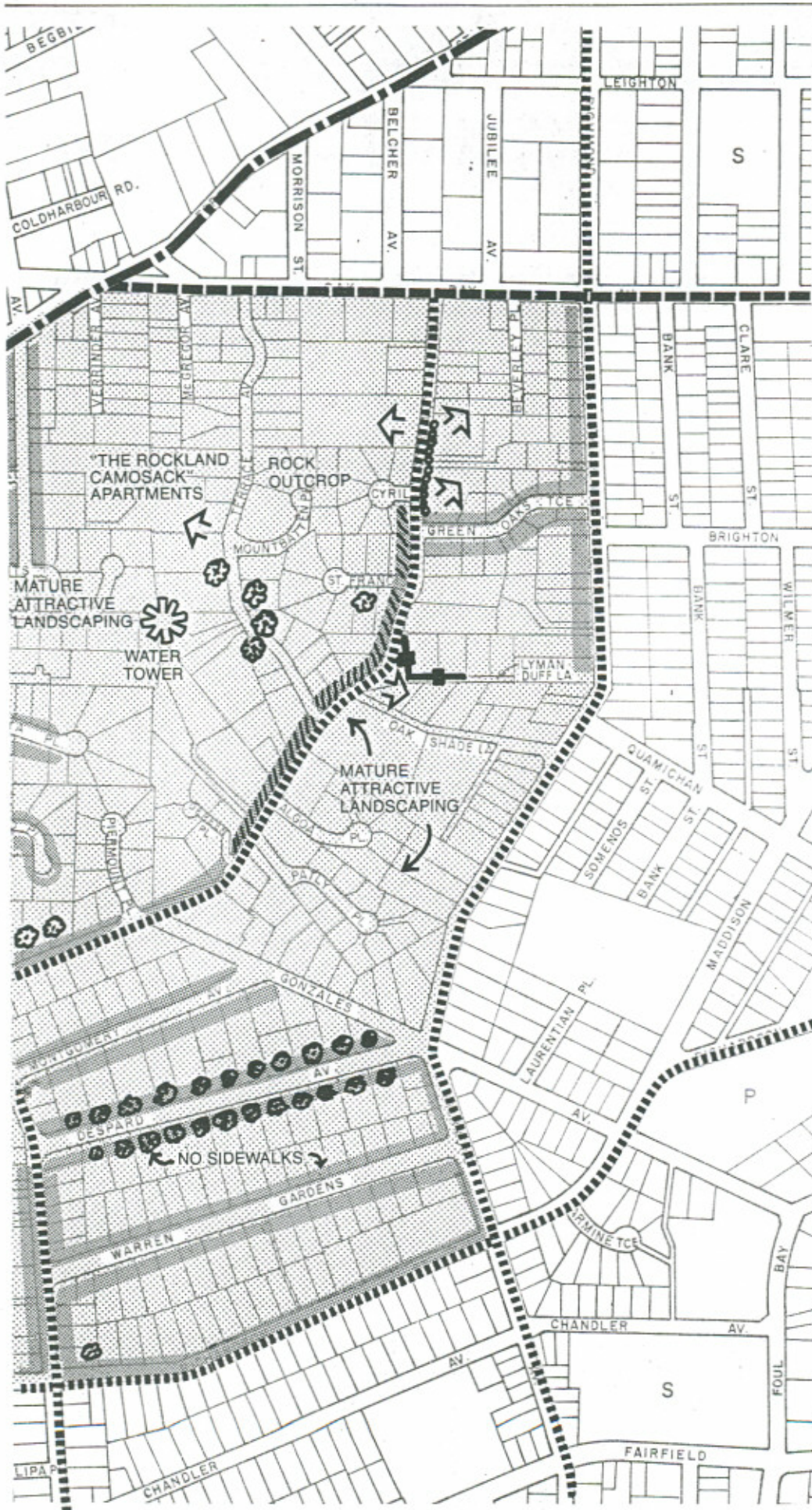
2.4 ARCHITECTURE OBJECTIVES AND POLICIES

- 2.4.1 EXCELLENCE IN ARCHITECTURAL DESIGN AND CONSTRUCTION THAT IS COMPATIBLE WITH THE CHARACTER AND HIGH QUALITY OF THE ROCKLAND ENVIRONMENT SHOULD BE ENCOURAGED.
- 2.4.2 CITY AND NEIGHBORHOOD PRIDE IN ROCKLAND'S UNIQUE ARCHITECTURAL AND HISTORICAL CHARACTER SHOULD BE STRENGTHENED.
- 2.4.3 THE ARCHITECTURAL CHARACTER OF NEW DEVELOPMENT SHOULD COMPLIMENT NEARBY HERITAGE SITES. THIS PRINCIPLE IS ESPECIALLY IMPORTANT IN THE CRAIGDARROCH-ST. CHARLES SUB-AREA.
- 2.4.4 THE DIVERSITY OF ARCHITECTURAL STYLES AND THE VALUE IN CERTAIN AREAS AND INSTANCES OF CONTEMPORARY AS WELL AS TRADITIONAL DESIGN APPROACHES SHOULD BE RECOGNIZED.
- 2.4.5 THE CITY SHOULD CONSIDER THE DESIGNATION OF A HERITAGE DEVELOPMENT PERMIT AREA OR AREAS (E.G. ST. CHARLES STREET, CRAIGDARROCH AVENUE, MOSS STREET) WHERE THERE ARE HERITAGE DESIGNATED HOUSES WHICH JUSTIFY IT AND WHERE THERE IS SUPPORT FROM AFFECTED OWNERS AND RESIDENTS. SUCH DESIGNATION WOULD ENABLE GREATER DESIGN CONTROL FOR NEW DEVELOPMENTS.
- 2.4.6 THE CITY SHOULD DEVELOP AND PUBLISH DESIGN GUIDELINES FOR TOWNHOUSING IN ROCKLAND, BASED ON THE ARCHITECTURAL AND LANDSCAPING PRINCIPLES IDENTIFIED IN THE NEIGHBORHOOD.

2.5 OTHER LAND USE OBJECTIVES AND POLICIES

- 2.5.1 THE INSTITUTIONAL AND SEMI-INSTITUTIONAL LAND USES IN ROCKLAND CONTRIBUTE GREATLY TO THE NEIGHBORHOOD'S CHARACTER AND SHOULD BE SUPPORTED.
- 2.5.2 THE CITY SHOULD ENCOURAGE AND ASSIST EFFORTS TO LESSEN ANY PARKING AND TRAFFIC PROBLEMS ASSOCIATED WITH INSTITUTIONAL LAND USE IN THE NEIGHBORHOOD.
- 2.5.3 THERE SHOULD BE NO EXTENSION OF THE EXISTING COMMERCIAL ZONING ALONG FORT STREET AND OAK BAY AVENUE.
- 2.5.4 THE HEIGHT OF ANY FUTURE REDEVELOPMENT ON EXISTING COMMERCIAL ZONED SITES ALONG FORT STREET AND OAK BAY AVENUE SHOULD BE IN SCALE WITH THE RESIDENTIAL PROPERTIES TO THE SOUTH.
- 2.5.5 SMALL BED AND BREAKFAST ESTABLISHMENTS (ONE OR TWO BEDROOMS) SHOULD CONTINUE TO BE PERMITTED IN ROCKLAND AND ANY LARGER ESTABLISHMENTS SUBJECT TO THE CITY'S LOCATIONAL GUIDELINES AND REZONING PROCESS.









MAP 5

NEIGHBOURHOOD FEATURES

STREETS

-  arterial
-  secondary arterial
-  secondary collector
-  local

-  boulevards
-  views
-  landmark
-  stone fences
-  attractive trees
-  hedges
-  wood fence



2.6 PARKS AND PUBLIC OPEN SPACE OBJECTIVES AND POLICIES

- 2.6.1 THE RETENTION OF EXISTING PRIVATE GREEN SPACE IS IMPORTANT AS THE AMOUNT OF NEIGHBORHOOD/COMMUNITY PARK SPACE IS BELOW CITY STANDARDS.
- 2.6.2 OPPORTUNITIES FOR THE PROVISION OF NEW PUBLIC PARK AREAS SHOULD BE EXAMINED (SUCH AS THE CITY-OWNED LOT OFF TERRACE AVENUE AND POSSIBLY THE CITY WATER TOWER) AND LAND ACQUISITION POSSIBILITIES INVESTIGATED.
- 2.6.3 CONSIDERATION SHOULD BE GIVEN BY THE CITY TO IMPROVEMENTS TO THE PARK AT CRAIGDARROCH CASTLE (SUCH AS IMPROVED ACCESS FROM THE EAST SIDE).
- 2.6.4 FURTHER CONSIDERATION SHOULD BE GIVEN BY THE CITY AND THE PROVINCE TO THE FUTURE USE OF GOVERNMENT HOUSE GROUNDS FOR THE BENEFIT OF NEIGHBORHOOD AND CITY RESIDENTS.

3.0 IMPLEMENTATION

3.0 IMPLEMENTATION

One of the major functions the Rockland Plan can perform is to provide a frame of reference for the coordination of public and private initiatives within the neighborhood.

The plan is a guide for decision-making by Council, appointed City bodies, City Departments, other public agencies, the general public and, most importantly, the residents of Rockland.

By successfully coordinating the wide variety of decisions that will affect the neighborhood's physical development and improvement over the next five to ten years the objectives and policies of the plan can be achieved.

The following is a list of City initiatives for implementation of the plan's policies and objectives. These City initiatives and the plan's proposals are graphically illustrated on the proposed City Zoning Actions Map (Map 6) and the Rockland Plan Proposals Map (Map 1)

3.1 CITY ZONING / REZONING

- 3.1.1 Rezone from R3-2, Multiple Dwelling District to R3AM-2, Mid-Rise Multiple Dwelling District on Fort Street to reduce size and height of future redevelopment (4 storeys).
- 3.1.2. Rezone from R3-2, Multiple Dwelling District to R3A-2, Low Profile Multiple Dwelling District properties on Oak Bay Avenue between Oak Bay Junction and Richmond Avenue to reduce size and height of future redevelopment (3 storeys).
- 3.1.3 Amend the R1-A, Rockland Single Family Dwelling District, zone to preclude front yard siting for low density townhousing in association with an existing house so views towards an existing building are maintained.
- 3.1.4. Amend the R1-A, Rockland Single Family Dwelling District zone to reduce maximum permitted site coverage for townhousing from 40% to 25%.
- 3.1.5 Amend the R1-A, Rockland Single Family Dwelling District, to include as "attached dwellings" units in a large house (in combination with townhouses) at the existing R1-A density of one unit per 9000 ft² of land.
- 3.1.6 Rezone the two properties on Fort Street and Oak Bay Avenue zoned C1N, Neighborhood Shopping District to C1-NM, Neighborhood (Modified) Shopping District to reduce size and height of future redevelopment (3 storeys).

3.2 OTHER CITY INITIATIVES

- 3.2.1 Maintain the City's Strata-Conversion Policy: "When the rental vacancy rate in the City of Victoria falls below 3 percent, no conversion of existing residential rental accommodation to strata units shall be permitted (except by way of appeal to Council)."
- 3.2.2 Initiate a 'good neighbor policy' to emphasize the responsibilities of all concerned and propose ways to lessen visitor and tour bus parking and traffic impacts in the neighborhood in consultation with the residents, neighborhood institutions (e.g. Craigdarroch Castle, Government House) and the Provincial Motor Carrier Commission .
- 3.2.3 Maintain the City's residential heritage incentives and information programs to encourage designation of heritage houses in the neighborhood.
- 3.2.4 Develop and publish design guidelines for townhousing in Rockland.
- 3.2.5 Exercise available design controls in the Fort Street and Oak Bay Avenue Development Permit Areas.
- 3.2.6 Consider the establishment of a Heritage Development Permit Area or areas (e.g. St.Charles Street, Craigdarroch Avenue, Moss Street) where there are heritage designated houses which justify it and where there is support from affected owners and residents.
- 3.2.7 Examine opportunities for the provision of new public park areas (e.g. Terrace Avenue) and improvements to the city park at Craigdarroch Castle (e.g. a stairway on the east side).
- 3.2.8 Initiate discussions with the Province to improve public access to Government House's grounds with particular reference to improved pedestrian circulation between Rockland Avenue and Richardson Street and the conservation of landscape amenities.