

ROYAL OAK LOCAL AREA PLAN



THE CORPORATION OF THE
DISTRICT OF SAANICH
BRITISH COLUMBIA

References to General Plan,
1993 throughout this
document means the Official
Community Plan, 2008 as
adopted by Bylaw 8940 on
July 8, 2008.

ROYAL OAK LOCAL AREA PLAN

Appendix I to Bylaw 8940

Prepared by the Planning Department
The Corporation of the District of Saanich

THE CORPORATION OF THE DISTRICT OF SAANICH

BYLAW NO. 8940

TO ADOPT AN OFFICIAL COMMUNITY PLAN

WHEREAS Section 875 of the *Local Government Act* provides that an official community plan is a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan, respecting the purposes of local government;

AND WHEREAS under Section 876 of the *Local Government Act*, a local government may adopt an official community plan;

AND WHEREAS under Section 876 of the *Local Government Act*, an official community plan must designate the area covered by the plan;

AND WHEREAS an official community plan has been prepared for all areas of the District of Saanich consisting of the General Plan, twelve Local Area Plans, and Development Permit Areas Justifications and Guidelines, attached hereto as Schedule "A" and comprising the following appendices:

Appendix "A"	-	General Plan
Appendix "B"	-	Blenkinsop Local Area Plan
Appendix "C"	-	Cadboro Bay Local Area Plan
Appendix "D"	-	Carey Local Area Plan
Appendix "E"	-	Cordova Bay Local Area Plan
Appendix "F"	-	Gordon Head Local Area Plan
Appendix "G"	-	North Quadra Local Area Plan
Appendix "H"	-	Quadra Local Area Plan
Appendix "I"	-	Royal Oak Local Area Plan
Appendix "J"	-	Rural Saanich Local Area Plan
Appendix "K"	-	Saanich Core Local Area Plan
Appendix "L"	-	Shelbourne Local Area Plan
Appendix "M"	-	Tillicum Local Area Plan
Appendix "N"	-	Development Permit Areas, Justification and Guidelines

NOW THEREFORE the Municipal Council of The Corporation of the District of Saanich in open meeting assembled enacts as follows:

1. The official community plan attached hereto as Schedule "A" comprising appendices "A" to "N" inclusive and made a part of this Bylaw is hereby designated as the Official Community Plan for the District of Saanich.

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Official Community Plan Bylaw, 2008, No. 8940

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2. Bylaw No. 7044, being the "Official Community Plan Bylaw, 1993" is hereby repealed except insofar as it may repeal any other bylaw.
3. This Bylaw may be cited as the "Official Community Plan Bylaw, 2008, No. 8940".

Read a first time this 23rd day of June, 2008.

Public Hearing held at the Municipal Hall on the 8th day of July, 2008.

Read a second time this 8th day of July, 2008.

Read a third time this 8th day of July, 2008.

Adopted by Council, signed by the Mayor and Clerk and sealed with the Seal of The Corporation on the 8th day of July, 2008.

"CARRIE MacPHEE"

Municipal Clerk

"FRANK LEONARD"

Mayor

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1.0 INTRODUCTION

Background

The Saanich Official Community Plan comprises the General Plan 1993 and twelve local area plans. The General Plan provides a policy framework from an overall municipal perspective, while the local area plans provide more detailed policies at a neighbourhood level.

The local area plans set out comprehensive policies that help guide the future of individual communities. They supplement the General Plan by creating a local context and specific policies and guidelines to which Council can refer when making decisions on development proposals and capital works. The local area plan is also intended to provide residents, property owners and others with an interest in this area with a reasonable level of certainty about future use and development and the quality of life to be achieved within the area. The local area plan also sets a context for considering development proposals in the area, many of which may not have been anticipated when the Plan was updated. Council may amend the local area plan, following a public hearing, in response to a specific development proposal.

The first Royal Oak Local Area Plan was adopted by Council December, 1981. The Planning Department initiated a major review and a new plan was adopted by Council December, 1989. Since then, a number of amendments have occurred in response to specific development proposals; however, the basic policies have not changed.

On November 20, 1995, Council endorsed a program to update all local area plans before 2001. A public participation process was approved that focused on tapping into the local knowledge and interests of residents through the local community associations. The program recognizes that, while most of the basic land use policies are generally relevant, changes are required to update statistics and maps and to acknowledge a new awareness of environmental and social issues.

Public Involvement

Although the public participation process was simplified for this update, opportunity was provided for residents to be involved in the review. The public process included advertisements in the local newspapers; meetings with the Broadmead Area Residents' Association, Falaise Crescent Community Associations and the Royal Oak Community Association. An opinion survey was delivered to all residents March, 1998. The results of the survey are included in Appendix 1. A Community Visioning workshop was held June, 1999 to receive community input about the future goals of the Royal Oak Area. A Community Vision Statement was created which set the direction for the Local Area Plan. Local residents reviewed the draft plan and a Community Open House was held April, 2000 to receive community feedback. The plan was amended as necessary and considered by Council at Committee of the Whole December, 2000.

The Public Hearing was held April, 2001.

To facilitate discussion the area is divided into three neighbourhoods shown on Map 1.1 – Broadmead, Falaise and Viewmont.

Community Associations

The Royal Oak area is represented by three community associations (refer to Map 1.2). The Broadmead Area Residents' Association represents most of the area east of Pat Bay Highway to the north and south of Royal Oak Drive. An exception is the Falaise Crescent Community Association which represents residents of Falaise Drive, Falaise Crescent, Royal Wood Place and Adeline Place. The Royal Oak Community Association represents the area on the west side of Pat Bay Highway. Their area of representation extends beyond the local area boundary into the Carey and Rural Saanich local areas.

Other groups active in the area include the Rithet's Bog Conservation Society, dedicated to matters pertaining to the health of the bog and the Broadmead Covenant Enforcement Society which administers the covenants placed by Broadmead Farms on the properties in Broadmead.

Topography

Map 1.3 identifies topography in Royal Oak. Royal Oak is located in the Colquitz River watershed. There are prominent high lands on the eastern side of Pat Bay Highway; Boulderwood Hill, Rithet Reservoir, Maltwood Hill and Valewood Trail Hill. These are comparable to other significant hills in Saanich, such as Mt. Douglas, Mt. Tolmie and Christmas Hill. From the top of Boulderwood Hill the land slopes east toward Cordova Bay, to the south toward Rithet's Bog and to the west toward Pat Bay Highway. The Bog is a significant environmental and open space feature. From the Bog, the land rises to the east toward the Blenkinsop Valley and south toward Quadra Street.

The land on the west side of Pat Bay Highway slopes gradually to the south and the south-west from a high point to a low point near the Colquitz River. The river flows from north to south through parts of Royal Oak and Rural Saanich. The topography to the east of the river includes its tributaries of Normandy Creek, Gabo Creek and Mahon Brook. The land rises on the west side of the river.

Social Profile

The social profile identifies the demographic characteristics of Royal Oak. The data source for this section is Statistics Canada 1996 Census.

**MAP 1.1
REGIONAL CONTEXT**

MAP 1.2
COMMUNITY ASSOCIATIONS

**MAP 1.3
TOPOGRAPHY**

Figure 1 is an age comparison for Royal Oak from 1986 to 1996. Over the last ten years, the population of Royal Oak has grown by over 100% from 3,445 to about 7,000 persons. The proportion of persons in all age groups, with the exception of persons 45 to 54 years of age and those persons 65 years of age and over, has declined over the ten years. This reflects the fact that in 1986 there was a large proportion of persons 35 to 64 years of age who have now moved to older age groups. This may also indicate that older families have moved into the area.

Figure 1:

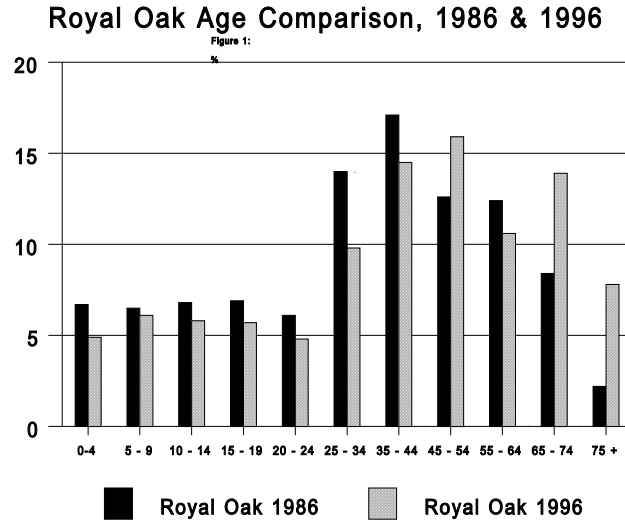


Figure 2 is an age comparison between Royal Oak, Saanich and the Capital Regional District (CRD). Royal Oak has a similar percentage of youth, a lower percentage of young adults, and a higher percentage of middle age adults and seniors.

Figure 2:

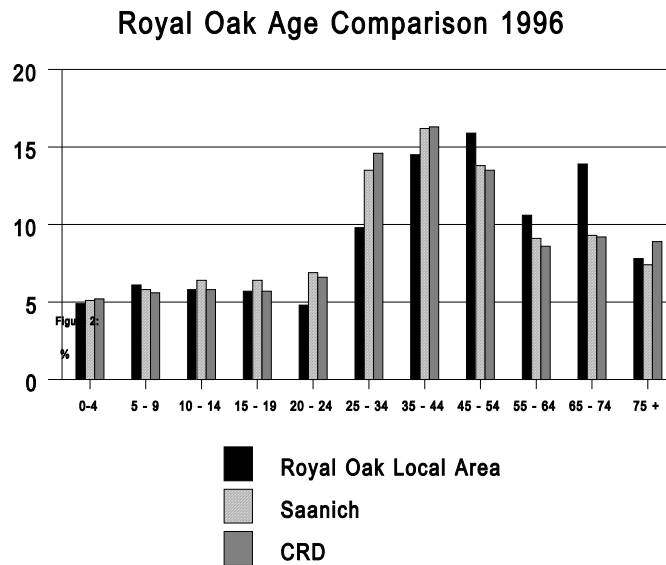


Figure 3 is an age comparison between the three neighbourhoods in Royal Oak; Broadmead, Falaise and Viewmont. Falaise has the lowest percentage of youth and young adults, while Viewmont has the highest percentage of each. Broadmead has the highest percentage of middle age adults and Viewmont has the lowest. Falaise has the highest percentage of seniors and Viewmont has the lowest.

Figure 3:

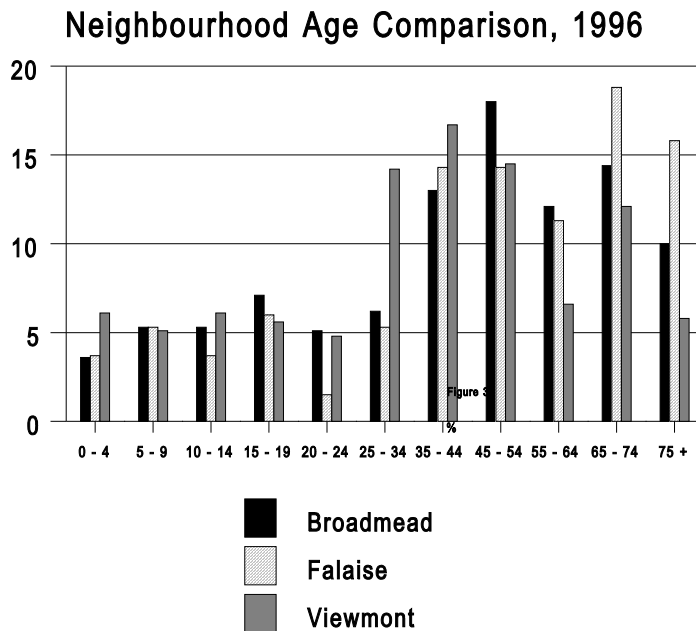


Table 1.1 includes the private household characteristics of Royal Oak. The average size of private households is less and the average household income is higher than for Saanich as a whole.

Table 1.1: Private Household Characteristics, 1996		
Characteristic	Royal Oak Local Area	Saanich
Total private households	2800	39695
Average number of person per private households	2.5	2.8
Average household income	\$69,352	\$56,841

Source: Statistics Canada 1996 Census

Table 1.2 indicates that a higher proportion of Royal Oak residents own their homes than residents in Saanich as a whole. This may reflect the higher average income in Royal Oak than in Saanich as a whole.

Table 1.2: Housing Tenure, 1996		
Tenure	Royal Oak Local Area	Saanich
Owned	83.9%	73.7%
Rented	16.1%	26.3%

Source: Statistics Canada 1996 Census

Table 1.3 indicates that Royal Oak has lower labour force participation rates than in Saanich as a whole. This may reflect the higher proportion of middle age and seniors residents in Royal Oak than in Saanich as a whole, of which many may be retired.

Table 1.3: Labour Force Characteristics, 1996		
Labour Force	Royal Oak Local Area	Saanich
Participation	60.4%	65.5%
Male	65.3%	72.5%
Female	56.0%	59.0%

Land Use Character

Map 1.4 identifies zoning in Royal Oak. The land use is predominately single family housing, but there is multi-family housing, including both apartments and townhouses, throughout the area. A pocket of land in the Pipeline, Goyette and Cheeseman Road area has retained its rural character and lot sizes because it is located outside of the urban containment boundary.

Commercial uses are located primarily within Broadmead Village Shopping Centre, Royal Oak Shopping Centre, the Chatterton Way office complexes, and along West Saanich Road and Elk Lake Drive.

**MAP 1.4
EXISTING ZONING**

The one industrial site, owned by BC Hydro, is located on West Saanich Road south of the Royal Oak Shopping Centre and includes an office and warehouse complex. Institutional uses include a middle school, a fire and an ambulance station, four churches, a cemetery, two funeral homes and a residential care facility.

The area is well served by major roads and an arterial highway which provide good access to the rest of the region and the local area. The transportation corridors are utilized by private automobiles, commercial trucks, transit, bicycles and pedestrians.

Royal Oak is well serviced with open space and parkland, including Colquitz River Park, Rithet's Bog, Saanich Commonwealth Place and Royal Oak Burial Park. The Broadmead area has a system of trails and on-road pathways that wind through the area connecting small neighbourhood parks. Another significant feature of the Broadmead area is the preservation of trees under restrictive covenants.

2.0 COMMUNITY VISION STATEMENT

The Local Area Plan should provide clear direction for change in Royal Oak. This direction is based upon the residents' vision about the character of the area and the features that they would like to preserve and enhance. The participants at the Community Vision Statement Workshop worked in small groups to create community vision statements about what Royal Oak should look like in ten years time. The following community vision statement provides direction for the Local Area Plan policies in Royal Oak.

Royal Oak is a well maintained suburban community with a strong historical presence. Single family housing is the predominant land use. There is a good selection of multi-family homes that provide housing options for seniors and young families. New and expanded long term care facilities enable residents to live and age in their community. The urban containment boundary is maintained in order to manage growth and limit urban encroachment into rural Saanich. Urban development at the urban containment boundary is sensitive to adjacent rural properties.

Broadmead Village Shopping Centre and Royal Oak Shopping Centre provide retail and professional services. The recommendations of the West Saanich Road Streetscape Study have been implemented to create a Village Centre with good pedestrian linkages, bicycle lanes, and enhanced landscaping. The Thatch/Maltwood property is a historical community amenity and the former municipal properties to the south include commercial uses, public facilities, and open space. The commercial office uses located on the west side of Chatterton Way offer professional services and provide local employment opportunities.

There have been no new industrial sites created in the community. The BC Hydro site continues to operate as an office and warehouse complex in accordance with high community and neighbourhood standards.

The conservation and enhancement of natural systems is an important community goal. Environmental features and open space continue to benefit from environment policies and a strong community interest in promoting a healthy environment. Development proposals continue to be assessed for impact on watercourses, vegetation, wildlife, and visual impacts. The urban forest is maintained to meet aesthetic and wildlife goals and boulevards are naturalized with native planting. Greenways in the community provide environmental connections, as well as pedestrian and bicycle linkages. Land acquisition has been completed along the Colquitz River.

While Saanich Commonwealth Place is a municipal wide facility, it continues to be a focus of the Royal Oak community. Programs and activities, particularly those to service youth and seniors, are also established through local schools, churches, service clubs, and a full service youth centre. In addition to formal programs and activities, public space in community parks and commercial areas exist to promote informal activities and interaction between all age groups.

Community Associations continue to play an important role in the community by liaising with the District of Saanich and coordinating neighbourhood programs and activities. Pat Bay Highway provides good access to the ferries, downtown, and via the Trans Canada Highway to up island. The noise and visual concerns associated with the highway are resolved. Royal Oak Drive is an important east-west connector that includes pedestrian, bicycling, and interchange improvements. Traffic calming is implemented on residential streets where appropriate to reduce the volume and speed of motor vehicles. On-street parking issues on residential streets adjacent to commercial areas are resolved.

The private automobile continues to be a major mode of transportation in the area; however, residents are using transit, walking and bicycles more. BC Transit route location and frequency of service responds to demand and a new transit exchange is constructed. Bicycle lanes exist on major and most collector roads and bicycle parking facilities are established at destinations. Sidewalks, trails, and neighbourhood transportation management have improved pedestrian and bicycle safety, particularly between institutional and commercial nodes, as well as at the Royal Oak Drive overpass and Royal Oak Avenue underpass.

The Royal Oak Area is a community that provides for the needs of its current residents while keeping connections with its past and looking to its future.

3.0 SOCIAL AND CULTURAL SERVICES

Goal: Ensure the provision of social and cultural services is adequate for the health and well-being of the community.

Social and cultural services are important components of communities. The adequacy of facilities, programs and services can be measured relative to a community's demographics (refer to Social Profile Section in Chapter 1.0 – Introduction). The ability of existing social and culture services to address the issues of different age groups can be assessed through an inventory of facilities, programs and services in the community.

Municipal Facilities

Saanich Commonwealth Place is a community recreation centre. There are several swimming pools, a hot pool and waterslide, as well as a number of meeting rooms, gymnasium and Bruce Hutchinson Library. There is an extensive program of activities and services for families, preschool children, youth, adults and seniors.

The Royal Oak School House is a designated heritage building at 4525 West Saanich Road. The parcel on which the old schoolhouse is located is owned by the District of Saanich and is for sale. The schoolhouse should be preserved in its existing location as part of a new development or moved to another site in the area. The schoolhouse should continue to be available for use by community organizations.

Municipal parks and the facilities they contain (refer to Chapter 10.0 – Open Space and Parks) are used for active recreation and open space, but can also provide opportunities for social and cultural amenities.

Royal Oak Burial Park is a full service cemetery, crematorium and community mausoleum. The burial park, established in 1923, is jointly owned by the District of Saanich and the City of Victoria.

Municipal Recreation and Community Services

The District of Saanich Recreation Services Department coordinates recreation and community services and programs in conjunction with other stakeholders. These services and programs are beneficial to all residents in Saanich.

During Youth Week 1998, Saanich Council endorsed a "Municipal Youth Strategy" developed by staff and community youth, parents, schools and other youth agencies. One of the recommendations from the report is the development of full services youth centre in Royal Oak. Due to the difficulty of crossing Pat Bay Highway, the siting of a youth facility that can be accessible to those residing in Viewmont, Falaise and Broadmead neighbourhoods will be a challenge.

Service Clubs and Non-Profit Organizations

The Royal Oak Women's Institute owns the Royal Oak Hall at 4516 West Saanich Road. Monies raised by the institute through fund raising activities are donated to local charities. The hall is used seven days a week for a variety of community activities such as dance classes, bazaars and teas.

The Royal Oak Lions lease the Royal Oak School House. They make it available for Scouts, Guides, Lions' activities and community groups.

The St. Vincent de Paul Society operates the Ozanam Sheltered Workshops as a day program for disabled and special needs clients at 4349 West Saanich Road. The program services the greater Victoria area. The Life Cycles Program grows vegetables in garden space at this location.

Local churches provide space and coordinate activities and programs for youth and seniors.

The Board of Cemetery Trustees of Greater Victoria is a non-profit organization working on behalf of the District of Saanich and the City of Victoria. It is responsible for the maintenance, operation and development of the Royal Oak Burial Park. The six member board comprises of three Mayoral appointees from each municipality.

Community Associations

Community associations play an important role in representing community interests and conveying these interests to the municipality. They have a strong interest in the quality of life of their communities. While interest in land use and development is more apparent, these associations also play an important role in promoting other issues such as safety, and neighbourhood and recreational services. For example, the Broadmead Area Residents Association has a community safety program that includes Block Watch and disaster preparedness. Community associations benefit from being supported by the municipality.

Safety

Fire and police protection are provided by the District of Saanich. Fire Station No. 2 is located at 4595 Elk Lake Drive at the intersection with Royal Oak Drive. The police station is located outside the area at the Municipal Hall complex. The emergency preparedness program is coordinated by the Saanich Fire Department through the 'Saanich Emergency Program'. The four community recreational centres are designated primary reception centres following a major disaster. The Ambulance Service of British Columbia operates an Ambulance Station at 4528 Viewmont Avenue.

Arts and Culture

Saanich Recreational Services delivers over 120 arts and cultural programs during each four month program session through the four municipal recreational centres.

Claremont Secondary School located in Cordova Bay was renovated in the early 1990's to increase its capacity and to include a theatre and other recreational facilities that are available to students and the wider community.

The Royal Oak Design Charrett identified live/work residences as an optional land use on the municipal properties south of the Thatch/Maltwood property. This concept would provide an opportunity to establish a focus for art and crafts in the area and municipality, which would complement the many local artists' studios, as well as assist in the creation of the Village Centre concept along West Saanich Road.

POLICIES

- 3.1 Continue to increase the provision of facilities and recreational activity programs to meet the health and well-being of the local community (e.g. Increasing activity programs for teens, with emphasis on youth at risk).
- 3.2 Consider establishing a full service youth centre.
- 3.3 Continue to monitor the need to expand support services for seniors.
- 3.4 Encourage Community Associations and Parent Advisory Committees to have a consistent role in determining the need for community services.
- 3.5 Encourage and assist Community Associations to implement neighbourhood programs such as Block Watch, emergency preparedness and recreational programs for youth.
- 3.6 Support the inclusion of social and cultural amenities in development proposals.
- 3.7 Evaluate opportunities for social and cultural amenities in Saanich parks.
- 3.8 Continue to encourage development of community arts through the use of public facilities such as the theatre at Claremont Secondary School and Saanich Commonwealth Place.

4.0 HISTORICAL RESOURCES

Goal: Preserve and enhance significant heritage resources.

The Royal Oak area is rich in history. Much of it has been farmed since the 1860's and early landowners included such familiar names as Goyette, Cheeseman, Quack and Rithet. The Royal Oak name is attributed to Jane Cheeseman who was said to describe a particularly large oak tree as a "Royal Oak". The heritage structures along West Saanich Road are a reminder of the village character and its rural roots. Early residents in Royal Oak were responsible for the incorporation of Saanich as a municipality in 1906. The municipal hall was located in Royal Oak until the current municipal hall was built in 1965.

Saanich Heritage Management Plan

The Saanich Heritage Management Plan, 1999 was adopted by Council in 2000. It allows municipal staff, the Saanich Heritage Advisory and Archival Committee, property owners and the public to better understand and manage situations involving changes to heritage resources.

One of the Plan's recommendations is to establish a West Saanich Road Heritage Conservation Area. The municipality should initiate a joint regional study with Central and North Saanich to determine the feasibility of protecting heritage resources along the entire length of the road corridor.

Heritage Structures

Saanich Heritage Structures, An Inventory, published in 1991, identifies 265 sites of heritage significance in Saanich and has been adopted by Council as a Community Heritage Register. It identifies a broad range of structures that illustrate all phases of Saanich's historical development that provide a tangible link with the past and a meaningful sense of historical continuity. Sites in the Register are classified as either designated or inventoried heritage structures. Each classification includes preservation tools that can be used by the municipality. Heritage structures in Royal Oak include the old Saanich Municipal Hall, Royal Oak Community Hall, Royal Oak School House, Thatch/Maltwood Property, Saanich War Memorial Health Centre, Crematorium Chapel and Retort at the Royal Oak Burial Park, and five residences. Map 4.1 identifies heritage structures in Royal Oak.

Significant Trees

The Heritage Tree Project was initiated by the Victoria Horticultural Society in 1972. The purpose of the project is to identify and record significant native and exotic trees within the Capital Regional District. The goal of this project was to stimulate public interest in trees and to educate the public about the importance of tree preservation and protection. The Saanich Significant Tree Committee continues to identify trees that are important to the community for their heritage or landmark value, or as wildlife habitat. Map 4.1 identifies significant trees in Royal Oak.

MAP 4.1
HERITAGE STRUCTURES
AND SIGNIFICANT TREES

Neighbourhood Development

The Viewmont and Falaise neighbourhoods have developed following a traditional pattern of subdivision. Larger lots have been subdivided into smaller lots without following a comprehensive plan. The majority of the Viewmont area has been developed since the 1970's and into the 1980's. There may be opportunity for a limited number of small scale subdivisions and infill lots. Viewmont area also includes multi-family developments, mostly developed in the 1990's. They are primarily located along Marsett Place and near the West Saanich Road commercial area. Reflecting historic development patterns, commercial and industrial uses continue to be concentrated along West Saanich Road. The Falaise area was originally subdivided in the 1950's, with another phase of subdivision occurring in the 1980's. There may be some single family infill opportunities.

The Broadmead area was originally owned by R.P. Rithet, a Victoria pioneer, who used the property as a horse farm. Upon his death, his land holdings were placed in a company called Rithet Consolidated that was operated by family members. In the 1950's limited subdivision was undertaken around the perimeter of the property along Quadra Street and Royal Oak Avenue. In the 1960's the company decided that piecemeal subdivision was not appropriate and hired a Vancouver planning firm to prepare a comprehensive plan to guide development of the properties. Certain aspects of the plan were questioned by a number of directors of the company and local developer/planner Gordon Rolston was hired to review the plan. His review concluded that the plan did not respect the topography and environmental features of the site. He was hired to prepare a new plan. Because the lands were owned by a single owner, it provided him the opportunity to experiment with a new residential design concept that respected the landscape and created linked green spaces. A new company call Broadmead Farms Ltd., which included Gordon Rolston, acquired the lands in 1965. The company and the area were named for one of R.P. Rithet's famous race horses. The comprehensive plan was approved by the municipality and display homes were constructed in the Carol wood and Edgewood areas in 1965 through 1967. In 1969/70 the proposed Broadmead Village Shopping Centre site was identified as a regional centre. In 1972 the Guinness family, who developed the British Properties in North Vancouver, acquired a 75% interest in Broadmead Farms. A trunk sewer was extended to Broadmead in 1976 allowing the multi-family sites to be developed. The development of the Tillicum Shopping Centre in 1978 resulted in the Broadmead Village site being downgraded to a neighbourhood shopping centre. In the early 1980's the Guinness family acquired full ownership of Broadmead Farms. Broadmead Farms closed its site office in 1994, but continued to play a role in the development of several properties in the area until 1999. Company design control, strict covenants and enforcement, and the retention of the trees has resulted in a unique development with high standards of design and maintenance. The Broadmead Covenant Enforcement Society enforces the design control covenants.

POLICIES

- 4.1 Preserve the public visibility of heritage structures identified on Map 4.1.
- 4.2 Preserve and protect the significant trees identified on Map 4.1.
- 4.3 Encourage design compatibility when considering rezoning, subdivision and development permits in the vicinity of heritage structures and significant trees.
- 4.4 Support the efforts of the Saanich Heritage Foundations, Heritage Advisory and Archival Committee and Significant Tree Committee to preserve heritage resources in Royal Oak.
- 4.5 Implement the recommendations of the Saanich Heritage Management Plan, 1999 to preserve the heritage resources in Royal Oak, including the establishment of a West Saanich Road Heritage Conservation Area in cooperation with Central and North Saanich.
- 4.6 Continue to seek opportunities for the preservation and re-use of the Royal Oak School House.
- 4.7 Support the Broadmead Covenant Enforcement Society in its enforcement of the Broadmead design control covenants that protect and preserve the features of this neighbourhood.

5.0 URBAN CONTAINMENT BOUNDARY

Goal: Contain urban growth within the Urban Containment Boundary

The Urban Containment Boundary (UCB) identifies the division between urban and rural areas and continues to be one of the main tools of the Saanich Growth Management Program. It generally encompasses the sewered area of the municipality. Land within the boundary is expected to be serviced and developed as urban uses. Land outside the boundary is expected to remain rural and outside the Sewer Service Boundary (SSB) (refer to Chapter 6.0 – Public Works). The UCB in Royal Oak is identified on Map 5.1.

The Royal Oak Burial Grounds and First Memorial Funeral Services are located outside the UCB. The use of these lands is not expected to change and, therefore, there is no plan to expand the boundary to include them.

Cheeseman, Pipeline, Goyette and Rosehill Roads' area is located outside the UCB, but the SSB was extended beyond the UCB to service the Goyette and Rosehill Roads area and Pipeline Road area. (Refer to Chapter 6.0 – Public Works). There are no plans to expand the UCB to include this area despite numerous applications by property owners. The applications to date have been denied as such an amendment is considered to be major and is, therefore, restricted by Saanich General Plan 1993 Policies 3.5 and 3.6.

Policies 3.5 and 3.6 of the Saanich General Plan 1993 are as follows:

Policy 3.5 "Do not adopt any bylaw or resolution providing for a major expansion to the UCB before December 31, 2001".

Policy 3.6 "Do not adopt any bylaw or resolution providing for a major extension to the UCB after December 31, 2001, without first obtaining the assent of the electors".

Minor amendments to the UCB may be approved by Council, if additional information indicates that gravity sewer service is possible to an existing sewer system without replacing or deepening existing sewers.

POLICIES

- 5.1 Consider only minor amendments to the urban containment boundary to include land which can be serviced by gravity to the sanitary sewer system without replacing or deepening existing sewers.

MAP 5.1
URBAN CONTAINMENT & SEWER
ENTERPRISE BOUNDARIES

6.0 PUBLIC WORKS

Goal: Coordinate the provision of public works with land use and transportation in an efficient, cost effective and environmentally sensitive manner.

Municipal sewers, storm drains and water service are shown on Map 6.1. BC Hydro supplies electricity; Telus, Shaw Cable and others provide communication services and Terasen Gas provides natural gas.

Sewers

Most of Royal Oak is within the Sewer Service Boundary (SSB) which defines the area served by a sanitary sewer system (refer to Map 5.1). The SSB was extended beyond the UCB to service the Goyette and Rosehill Roads area in 1983. Three properties on Pipeline Road were included in the SSB in 1985 and another was included in 1990. The purpose of this extension was to resolve environmental concerns resulting from malfunctioning septic fields. The installation of sewers in this area was not to create new development opportunities and the area remains outside of the UCB. At the time, Council adopted the following policy:

“extend the Sewer Service Boundary outside of the Urban Containment Boundary to encompass the small lot subdivision in the Rosehill/Goyette area to ensure that the problem of sewage disposal is resolved in an economic and efficient manner. This exception to normal policy is to deal with the specific problem and should not be used as precedent or a means to encourage further subdivision in the area.”

Sewage in Royal Oak flows by way of Saanich trunk sewers to Marigold pump station where it enters the Capital Regional District trunk sewers. The sewage then flows via the City of Victoria to Macaulay Point where it receives preliminary treatment prior to being discharged through an outfall into the Strait of Juan de Fuca.

Storm Drains

The storm drainage system is a combination of piped service, open ditches and watercourses that drain to the Colquitz River. Except for a small area in the north-west and the designated watercourses, the area has piped service. The Municipal Watercourse Bylaw that designates Colquitz River, Rithet’s Bog, Gabo Creek, Normandy Creek and Mahon Brook regulates the maintenance of natural watercourses, ditches and drains for stormwater management and water quality. The Deposit of Fill Regulation Bylaw that applies to Colquitz River and Rithet’s Bog, is intended to maintain the stormwater capacity of designated watercourses. Contemporary stormwater management practices also incorporate, where possible, on-site retention and detention that can include stormwater management ponds.

MAP 6.1
SEWERS, DRAINS & WATER

Water Service

Capital Regional District Water Services supplies water to the municipality from the Sooke Lake Watershed. Royal Oak is serviced by the municipal water system that includes the Rithet water reservoir located in Broadmead. It stores 22 to 27 million litres and services Broadmead, Cordova Bay, Blenkinsop Valley and parts of Gordon Head and North Quadra.

POLICIES

- 6.1 Consider only minor amendments to the Sewer Service Boundary to include land which can be serviced by gravity to the sanitary sewer system without replacing or deepening existing sewers.
- 6.2 Require the Engineering Department to design infrastructure alternatives which preserve important landscape features when underground services are constructed and maintained.
- 6.3 Enhance water quality, streetscape, safety and environmental features when undertaking projects that affect stormwater.

7.0 AGRICULTURE

Goal: Rationalize parcels designated as Agricultural Land Reserve

The Royal Oak area has a strong agricultural history. In the past, agriculture was a valuable part of the economy. It enhanced the local food supply and created rural views. Suburban development in the area, however, has displaced agricultural uses and fragmented agricultural lands. There are a number of rural zoned parcels remaining in the area that permit agricultural uses (refer to Map 1.4). A parcel may be zoned to permit agricultural uses without being designated a Provincial Agricultural Land Reserve (ALR).

The ALR was established in 1974 to preserve high quality agricultural lands from development. The *Land Commission Act* requires that lands within the ALR be used or retained for agricultural purposes. Changes to land use, including the subdivision of land, must be supported by the municipality and approved by the Land Commission.

Saanich General Plan 1993 identifies parcels off Elk Lake Drive and Pipeline Road for exclusion from the ALR (refer to Map 7.1). As a housekeeping measure, the municipality should support applications to the Land Commission to exclude these parcels from the ALR, independent of other land use decisions.

4660 Elk Lake Drive

The ALR parcel at 4660 Elk Lake Drive is zoned A-3 (Rural Zone) and is used as a garden centre with greenhouses and a retail store which sells plants grown off-site. Although the garden centre and the associated greenhouses could be considered an agricultural use, the operation is a retail commercial use. Therefore, the ALR designation does not accurately reflect the existing and potential uses of the site.

Parcels East of Pipeline Road

Since the last local area plan review in 1989, 4636 Elk Lake Drive (Saanich Commonwealth Place) and 4631 and 4657 Pipeline Road have been excluded from the ALR. The parcels remaining in the ALR include the Royal Oak Golf course and three private parcels. These parcels are not contiguous to other ALR parcels in Rural Saanich.

Rithet's Bog

Rithet's Bog was used for agriculture from the 1880's to 1994. The ALR designation and its location within the floodplain development permit area provided a measure of protection from development prior to 1994. The bog was acquired by the municipality in 1994 and identified as an environmentally sensitive area. Accordingly the bog is zoned P-5 (Conservation Zone). There are no plans by the Municipality to farm any part of the bog as agricultural activity would seriously degrade its ecological features by displacing native species which is detrimental to its

MAP 7.1
AGRICULTURAL LAND RESERVE

continued restoration. As the bog will not be used for agriculture and its ecological features are protected by the P-5 zoning and development permit area, the municipality should initiate an application to exclude the bog from the ALR. The bog's ecological features are discussed in Chapter 8.0 – Environment.

POLICIES

- 7.1 Support applications to exclude from the Agricultural Land Reserve the parcels identified on Map 7.1.
- 7.2 Initiate an application to exclude Rithet's Bog from the Agricultural Land Reserve.

8.0 ENVIRONMENT

Goal: Identify and protect areas of ecological significance, restore ecologically damaged sites and enhance the overall health of ecological systems.

Royal Oak has a diverse natural environment ranging from watercourses such as the Colquitz River, to the vegetation of Rithet's Bog, Broadmead urban forest and Garry oak ecosystems. Fish and wildlife are important components of the environment and indicators of environmental health.

The Saanich Environmentally Significant Areas Atlas, 1999 focuses on detailed field-based assessment of environmental features, specifically streams, lakes, wetlands and riparian zones (streamside vegetation). Some areas of native vegetation and rare plant sites are also identified. Map 8.1 identifies the environmental features in Royal Oak. For more detailed information, refer to the atlas.

Watercourses and Fish Habitat

The Municipal Watercourse Bylaw restricts fouling, obstructing or impeding the flow in watercourses in order to maintain the quality of water and the rate of flow. As salmon bearing streams, Colquitz River and its tributaries are also governed under the Provincial *Fish Protection Act* and Federal *Fisheries Act*. The *Local Government Act* provides Council the authority to establish a development permit area for the protection of the natural environment by a variety of means, including specifying lands subject to hazards, requiring preservation of natural watercourses, regulating development of lands above natural boundaries of watercourses, and if requested by the Minister of Environment Lands and Parks, protecting fisheries through erosion control or protection of watercourse banks.

Watercourses in Royal Oak include the Colquitz River and its tributaries of Gabo Creek and Rithet's Bog; Mahon Brook and Normandy Creek. Grosbeak Creek flows to Blenkinsop Lake. Haliburton Brook flows to Beaver Lake. The Colquitz River and its tributaries are fish bearing watercourses. The Colquitz River watershed covers all of the Royal Oak area and extends far beyond the local area.

A watercourse is a river, stream, creek, waterway, lagoon, lake, spring, swamp, marsh or other natural body of fresh water or a canal, ditch, reservoir or other man-made surface feature in which water flows constantly, intermittently or at any time.

Source: Saanich Bylaw No. 7501 for the Regulation and protection of natural watercourses, ditches, and drains.

Day lighting takes a watercourse out of a culvert, exposes it to day light and restores it to a more natural condition which may create fish and wildlife habitat.

MAP 8.1
ENVIRONMENTAL FEATURES

Parts of Gabo Creek, Normandy Creek and Halburton Brook are culverted. Where possible, the day lighting of the culverted reaches of each watercourse should be considered.

The environmental significance of the Colquitz River and its riparian zone is being protected through the Colquitz River land acquisition program which was initiated by the Municipality in 1969. Most of the land adjacent to the river south of West Saanich Road is within Colquitz River Park and zoned for recreation and open space or natural park. An important part of this park is the Quick's Bottom natural park which is located outside Royal Oak in Rural Saanich. Much of the land adjacent to the river north of West Saanich Road is designated for future park and is still to be acquired by the municipality. Acquisition and the development of the corridor as a greenway is discussed in Chapter 10.0 – Open Space and Parks.

Fish found in the Colquitz River and its tributaries include coho salmon, cut-throat trout, chum salmon (historically), pumpkinseed sunfish, brown bullhead and prickly sculpin.

Development can affect fish habitat by changing water quality, quantity and riparian zones. Water quality problems occur because pollutants, such as oil, gas, lead, heavy metals and pesticides run off property and streets directly into receiving streams via the storm drains. Water quality in streams is also negatively affected by excessive amounts of nutrients (nitrogen and phosphorous) from fertilizers, composting grass and leaves deposited along banks and animal faeces. The removal of vegetation and the creation of impervious surfaces increase the speed and volume of surface water moving through a watershed. Managing water quality and quantity in a watershed includes many variables including the maintenance of healthy riparian zones adjacent to watercourses, minimization of impervious surfaces in watersheds and an education strategy to help residents understand that their actions can directly affect the health of watercourses.

The riparian zone is the area adjacent to streams, lakes or wetlands that is the transition between water and land. In a healthy ecosystem, the riparian zone is vegetated, often with plants, shrubs and trees that are distinct from the surrounding uplands. Riparian zones provide:

- pollution removal through filtering which is especially important in agricultural areas, along golf courses and in urban areas where runoff contains high levels of sediment and nutrients;
- shade for the stream which keeps the water cool in the summer;
- large woody debris in the stream;
- stream channel stabilization;
- water, cover and food for animals, including invertebrates, birds and fish;
- movement corridors for wildlife; and
- areas of high biodiversity.

Impervious surfaces are anything that prevents the infiltration of water into the soil. Examples include rooftops, roads, driveways, patios, parking lots, and sidewalks, as well as bedrock outcrops and compacted soils.

Vegetation and Wildlife Habitat

Indigenous vegetation, including tree, shrub and under storey species, provides habitat for fish and wildlife and creates natural viewscales. The Royal Oak area contains large areas of indigenous vegetations; Colquitz River Park in Viewmont, Royal Oak Burial Park in Falaise, Rithet's Bog and the urban forest in Broadmead and remnants of the Garry oak ecosystem located throughout the area.

Royal Oak Burial Park is a large open space. It contains landscaped areas and significant natural vegetation along with its lot boundaries, particularly the northern and eastern slopes. The vegetation provides wildlife habitat, natural viewscales and is located in the headwaters of Normandy and Haliburton Creeks. Future development in the park should consider the importance of vegetation and use of the grounds for public trails and open space.

Rithet's Bog is the last remaining peat bog in Greater Victoria. The bog was used for agriculture from the 1880's to 1994 and as such is located in the Agricultural Land Reserve. In 1994, the Guinness family, owners of Broadmead Farms, donated 42 ha of the bog to Saanich. At that time agricultural activities ceased and water levels were no longer manipulated. In 1995 the municipality added two small parcels at the eastern edge and north-west corner and rezoned the land to P-5 (Nature Sanctuary). The bog is identified for exclusion from the Agricultural Land Reserve in Chapter 7.0 – Agriculture.

The Bog is classified as a coniferous treed type basin bog. Basin bogs are typically small with accumulations of organic peat. The rapid succession of Rithet's Bog to shrub and tree dominated vegetation is attributable to disruptions to local hydrology and nutrient regimes caused by the ditches excavated to improve drainage for agriculture and increased impervious surfaces from urban development in the bog's watershed resulting in faster runoff. The Bog provides habitat for a number of plant species with restricted distribution in southern Vancouver Island. The vegetation communities include shore pine, Labrador tea forest, cottonwood stands, shrub thickets, marsh plants, Garry oak rock outcrops and hedgerow, Douglas fir forest and disturbed areas dominated by exotic vegetation.

The Rithet's Bog Conservation Strategy, 1997 includes recommendations for further research and management. Rithet's Bog Conservation Society is an independent advisory group which works closely with Saanich Parks staff to specify objectives and actions for conservation, research, educational interpretation and operation of the bog lands.

Almost all of Broadmead has been built with an emphasis on tree preservation. The development was designed to fit in with the topography, thereby reducing the clearing and grading necessary for construction. The linear park system of Broadmead reinforces this emphasis on vegetation and open space. In addition to the Municipal bylaw to regulate and prohibit the cutting of trees, the maintenance of trees on private property in Broadmead is required through a conservation covenant administered by the Broadmead Covenant Society. The Covenant Enforcement Society is operated independent of municipal policy and bylaws, but its role in tree preservation is significant. Issues of concern include the removal of dangerous trees and the planting of new trees to eventually succeed those that exist.

Another component of the urban forest is the Garry oak ecosystem. It is important that the remnants in the local area are protected and restored. A Garry Oak Ecosystem Restoration Project has been recently initiated to identify and restore site in Saanich through a partnership between the municipality, community groups, schools and private landowners. One of the first projects was in Brydon Park in Viewmont.

Garry Oak Ecosystems:

- contain woodlands, meadows, grasslands, scattered Douglas fir stands, and open rocky areas;
- existed in Greater Victoria as the largest continuous occurrence of Garry oak woodlands in BC prior to the impacts of urban development.

Wildlife is affected by development which removes and fragments habitat and vegetation. Linear corridors that link natural areas, parks, open spaces and riparian zones are valuable as they preserve habitat and facilitate the movement of wildlife. Royal Oak, particularly in Broadmead, contains extensive linear corridors that should be preserved and maintained.

Council has endorsed the Naturescape Program British Columbia in principle and directed staff and committees to identify naturescape opportunities in Saanich, and to suggest appropriate guidelines and policies for municipal properties and promote this program on private lands. The purpose of the Naturescape Program is to restore, preserve and enhance wildlife habitat in urban and rural landscapes.

Saanich Green/Blue Spaces

Green/blue spaces planning recognizes the structure of natural systems and the importance of clean land, clean air and clean water. Saanich Green/Blue Spaces – A Framework for Action builds on the Regional Blue/Green Spaces Strategy of the Capital Regional District and Provincial Capital Commission. Saanich green/blue spaces are defined as:

Land and water areas of high ecological, scenic, renewable resource, outdoor recreation, greenway and/or social value. Green/blue spaces could include developed, partly developed or undeveloped public and private spaces.

Within Royal Oak the green/blue space concept is particularly evident because the open space areas have important ecological significance – Colquitz River, its tributaries and Rithet's Bog. The extensive trail system in Royal Oak is part of the East/West Regional Trail greenway connection between Mount Douglas Park and Goldstream Provincial Park.

POLICIES

- 8.1 Establish a development permit area to protect watercourse riparian zones, including Colquitz River, Normandy Creek, Mahon Brook, Gabo Creek, Grosbeak Creek, Haliburton Brook, Rithet's Bog and their tributaries.
- 8.2 Consider day lighting the culverted reaches of watercourses.
- 8.3 Consider the requirements of fish and wildlife habitat in the acquisition, development and maintenance of open space, parks and greenways.

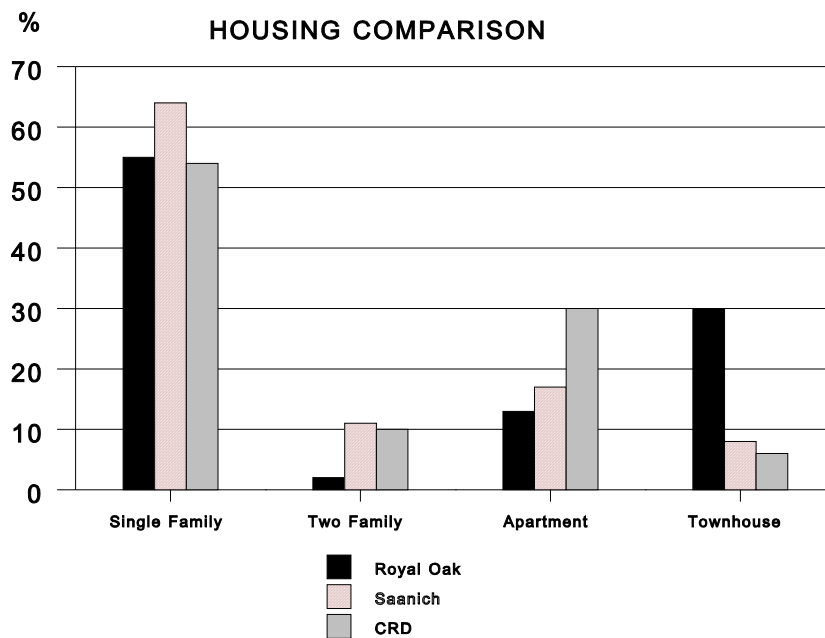
- 8.4 Seek opportunities to preserve and restore indigenous trees, shrubs, plants and rock outcrops within public open space, parks, boulevards and unconstructed road right-of-ways and on private lands through the Naturescape Program.
- 8.5 Work with the Royal Oak Burial Park to complete a Master Plan within five years that includes the retention of natural vegetation, including visual buffers along its lot boundaries and considers environmental issues, such as watercourses and wildlife habitat, in its management.
- 8.6 Continue to consider the recommendations of the Rithet's Bog Conservation Strategy, 1997 and the Rithet's Bog Conservation Society in the management of the bog.
- 8.7 Support the preservation of the urban forest in Broadmead by supporting the Broadmead Covenant Society in the enforcement of its vegetation covenants.
- 8.8 Support the Garry Oak Ecosystem Restoration Project in the identification and restoration of sites in Royal Oak.
- 8.9 Develop, implement and monitor a watercourse and riparian zone restoration plan and environmental education program for the Colquitz River watershed in partnership with the community, stewardship groups, industry, schools and universities, and other government agencies.

9.0 HOUSING

Goal: Provide a variety of housing types, including sensitive infill and multi-family, while maintaining neighbourhood character and livability.

The locations of housing types in Royal Oak are identified on Map 1.4. Viewmont has single family housing, townhouses (attached housing) and apartments. Falaise has single family housing. Broadmead has single family house, townhouses and apartments. The percentage of housing types by the number of dwelling units of each in Royal Oak, Saanich and Capital Regional District (CRD) are compared in Figure 4.

Figure 4: Housing Type Comparison between Royal Oak, Saanich and the CRD.



Single Family Housing

Single family dwellings are the predominant land use in Royal Oak and account for 55% of the dwelling units. Lot sizes are slightly larger than the standard lot size in Saanich. These lot sizes exist in conformity with the policies of the former Local Area Plan which identified minimum parcel sizes for Viewmont and Falaise. The minimum lot size policies of the 1989 Local Area Plan provided some opportunity for single family infill development.

It is difficult to estimate the subdivision opportunities that may exist as a result of these policies due to lot area, lot width and road frontage bylaw requirements, as well as vegetation, streetscape and environmental considerations. The location of existing structures will also influence subdivision potential. Subdivision applications are considered on their own merit on a site by site basis. Sites A and B on Map 9.1 are sites where there are known opportunities for potential single family infill subdivision. Development guidelines for consideration at the time of rezoning and/or subdivision are included in Table 9.1.

Consideration should be given to permitting smaller lot sizes where appropriate. Smaller lot sizes if integrated with the neighbourhood, can provide more affordable and diverse housing alternatives, more efficient use of municipal services and generally support the principles of sustainability and reinforce commercial centres. Small single family lot sizes can be considered on Site B and the potential multi-family and mixed residential housing sites identified on Map 9.1.

Site A: South side of Royal Oak Avenue where the lot areas and widths are considerably larger than the minimum requirements of the RS-10 (Single Family Dwelling Zone) and provide potential single family infill opportunities under this zoning. Policy 9.4 was included as an amendment to the 1989 Local Area Plan at Council’s direction.

Site B: Fifteen larger single family housing lots located around Viaduct Avenue East, Leney Place and Viewmont Avenue. Subdivision to permit single family infill lots has already occurred in the surrounding area.

Table 9.1: Single Family Development Guidelines		
Site	Area	Guidelines
A	n/a	<ul style="list-style-type: none"> refer to Policy 9.4
B	n/a	<ul style="list-style-type: none"> single family infill lots created using Policy 9.5 are in keeping with existing infill subdivision in the area. 5 of 15 lots could permit a single infill lot using the lot area, width, and depth requirements of Policy 9.5 for standard and panhandle lots. Minor variances and shared driveway access may be required. 3 of 15 lots could permit a single family infill lot if the dwelling was moved or removed. alternatively, 11 of 15 lots meet the lot area and width requirements for a two-family dwelling.

Two-Family Housing

Two-family dwellings can provide a more efficient use of a limited land resource. Well designed units with adequate off-street parking can be compatible with single family dwellings and streetscape. There are 21 parcels zoned for two-family dwellings in Royal Oak. Two-family dwellings are governed by Policies 6.5 and 6.6 of the General Plan which require:

MAP 9.1
HOUSING POTENTIAL

- a larger lot area than adjacent lots (1.3 times);
- a slightly wider lot than adjacent lots (20 m or 1.3 times);
- consideration of neighbourhood context and lot size, and building scale and design, access and parking.

Neighbourhood context, the quality of the proposal and community support will impact the acceptance of two-family dwelling development. A parcel must be rezoned and a development permit approved that addresses site and building design before a two-family dwelling can be constructed.

There are properties in Royal Oak that meet the lot area and width criteria for two-family dwellings. An example is Site B on Map 9.1 which consists of the larger single family housing lots located around Viaduct Avenue East, Leney Place and Viewmont Avenue. Site B is also identified as having potential for single family infill housing. Alternately, 11 of 15 lots meet the lot area and width requirements necessary to consider a two-family dwelling. The three of 15 lots that require the moving or removal of the dwelling unit to facilitate single family infill subdivision should be considered for a two family dwelling if the building and site design is appropriate. Development guidelines for consideration at the time of rezoning and development permit for two-family dwellings in Site B are included in Table 9.2.

Table 9.2: Two-Family Development Guidelines		
Site	Area	Guidelines
B	n/a	<ul style="list-style-type: none"> • 11 of 15 lots meet the lot area and width requirements for a two-family dwelling. • design should replicate a single family streetscape that would have been created if single family infill subdivision had occurred. • a front and rear unit would be appropriate, except for corner lots.

Multi-Family Housing

Multi-family housing consisting of apartment buildings and townhouses are located throughout Royal Oak and account for 45% of the dwelling units in the area. This type of housing provides for a wider choice of housing types and can offer more affordable accommodation for young people and couples, as well as for empty nesters and seniors wishing to reduce their home and yard size. It also provides a more efficient use of limited developable land, infrastructure and energy. Vegetation, environmental features and open space can be maximized through site design and its form can be integrated with adjacent uses, including single family housing, through appropriate building and site design.

The planning approach has been to develop healthy and complete communities by locating multi-family dwellings in and near existing service centres. Healthy and complete communities promote residents being able to walk to shopping, employment, entertainment and transit. This approach is symbiotic as the residents support the services and the services support the residents. A convenient walking distance is 400 metres which is about a five minute walk. Map 12.1 identifies a 400 metre walking distance from commercial zoned properties in Royal Oak. Sites 2 and 3 are located within 400 metres of the West Saanich Road Village Centre.

Residential dwellings are an important component of any village centre. The development of commercial uses in the Village Centre along West Saanich Road should be encouraged to be mixed commercial-residential use (commercial use of the first storey and residential use above).

There is one undeveloped site zoned for multi-family housing and two sites that could be considered for potential multi-family housing that are identified on Map 9.1. Development guidelines for consideration at the time of rezoning and/or development permit are included in Table 9.3.

Site 1: The 1.25 ha site is zoned for apartment use. It comprises three parcels fronting the west side of Elk Lake Drive north of Marsett Place. Elk-Beaver Lake Regional Park is located to the north, attached housing to the west and south, apartments to the south, and Pat Bay Highway to the east.

Site 2: The 0.65 ha parcel is located at 4335 Viewmont Avenue. To the north and west, across Viewmont Avenue, is single family residential. To the east is the BC Hydro property that is zoned industrial and to the south are the BC Hydro tennis courts.

Site 3: The 0.58 ha site is located at 4583 and 4591 Wilkinson Road. To the north is a commercial retail property and attached housing, to the east and south is the Royal Oak Middle School and to the west is Wilkinson Road with rural single family residential beyond.

Table 9.3: Multi-Family Development Guidelines		
Site	Area	Guidelines
1	1.25 ha	<ul style="list-style-type: none"> • zoned RA-3 (Apartment Zone), but is undeveloped • development permit is approved for 98 units
2	.65 ha	<ul style="list-style-type: none"> • attached housing or a small apartment building, maximum three stories • ensure pedestrian opportunities on Viewmont Avenue • consider retaining pedestrian circulation opportunities to BC Hydro site • on-site parking on the east side of the lot adjacent to the BC Hydro property do not overshadow the single family dwellings to the north and west • landscape screening to the north and south • maintain or redevelop the existing landscape screening along the Viewmont Avenue frontage

Site	Area	Guidelines
3	.58 ha	<ul style="list-style-type: none"> • attached housing • site design needs to incorporated Garry oaks and rock outcrops • difficult site access from Wilkinson Road • joint access agreement with Royal Oak Middle School would reduce driveway accesses near the busy Wilkinson and West Saanich Road intersection

Mixed Residential Housing

Mixed residential housing designation provides for a reasonable balance between a variety of housing types (e.g. single family, attached housing and apartments) and/or a variety of single family lot sizes to allow design flexibility, protection of important natural features and unit clustering to protect views and trees on the site. The benefits of small lot single family and multi-family housing apply. Sites II and IV are located within 400 metres and Site I and III are located within 500 metres of the West Saanich Road Village Centre.

The five sites to be considered for potential mixed residential housing are shown on Map 9.1. Development guidelines for consideration at the time of rezoning and/or subdivision and/or development permit are included in Table 9.4.

Site I: The 1.3 ha site is the west part of 500 Royal Oak Drive. The east part of the site is a vacant rural single family property located to the east across Royal Oak Drive that is identified as Site IV. Rural single family residential is located to the north and west and single family residential is located to the east.

Site II: The 3.4 ha site comprises four parcels between West Saanich Road and Royal Oak Drive. Attached housing is located to the west and south across West Saanich Road. The West Saanich Road Village Centre is located to the south. Single family residential is located to the east across Elk Lake Drive and to the north across Royal Oak Drive. The BC Transit exchange is located adjacent to the site at the intersection of Elk Lake Drive and Royal Oak Drive.

Site III: The 4.0 ha parcel is located at 4657 Pipeline Road. A golf course is located to the north, rural single family residential to the west, single family residential to the south, and Saanich Commonwealth Place to the east.

Site IV: The 0.68 ha site is the east part of 500 Royal Oak Drive. The west part of the site is a rural single family property located to the west across Royal Oak Drive, which is identified as Site I. Attached housing is located across Pipeline Road to the north and across West Saanich to the south and a single family residence is located to the east.

Site V: This 0.51 ha parcel is located north of Royal Oak Drive, south of Normandy Drive, west of Elk Lake Drive and the east of Pipeline Road. Single family residential is located to the north, east and west, and attached housing is located to the south across Royal Oak Drive. It is zoned A-1 (Rural Zone) and located within the Urban Containment Boundary. It could be rezoned to RS-8 (Single Family Dwelling Zone) and subdivided in accordance with Local Area Plan Policy 9.5.

Table 9.4: Mixed Residential Development Guidelines		
Site	Area	Guidelines
I	1.3 ha	<ul style="list-style-type: none"> • small single family lots and/or attached housing • road access from Pipeline Road • requires subdivision from east part of lot • stormwater management concerns to the Colquitz River • tree retention and maintenance of the urban forest is a priority • landscape screening along the Royal Oak Drive frontage in keeping with the boulevard street designation
II	3.4 ha	<ul style="list-style-type: none"> • attached housing and/or apartments • consider congregate care and assembly uses • encourage consolidation and a comprehensive development proposal to avoid isolated parcels or undevelopable land packages • orientate the site design toward Elk Lake Drive and West Saanich Road • maximum building height three stories • vehicle access from West Saanich Road and Elk Lake Drive • on-site parking to be located at the interior of the site or underground • require pedestrian access through the site • incorporate existing vegetation into site design • landscape screening along the Royal Oak Drive frontage in keeping with the boulevard street designation • refer to the <u>West Saanich Road Streetscape Study</u> recommendations • provide landscape screening adjacent to the attached housing to the west
III	4.0 ha	<ul style="list-style-type: none"> • small single family lots and/or attached housing • access to the site needs to be resolved prior to development being considered. Access options to consider include Pipeline Road and/or the east-west park strip at the north side of Saanich Commonwealth Place. An impact study of either access option will be required. • obtain pedestrian access through the site to the park strip to the north and Saanich Commonwealth Place to the east • ensure adequate buffers and quality of the stormwater discharge to Normandy Creek, its tributary and wetland • Policy 10.5 identifies the east portion of this parcel as a proposed addition to Saanich Commonwealth Place
IV	.68 ha	<ul style="list-style-type: none"> • small single family lots and/or attached housing • access from Pipeline Road • requires subdivision from west part of lot • tree retention and maintenance of the urban forest is a priority • landscape screening along the Royal Oak Drive frontage in keeping with the boulevard street designation • refer to the <u>West Saanich Road Streetscape Study</u> recommendations

V	.51 ha	<ul style="list-style-type: none"> • preferred road access to Normandy Road, but other options will be considered such as a right turn in and right turn out to Royal Oak Drive • consider small single family lots to permit creative site planning to deal with the awkward lot line • consider privacy issues of adjacent residential properties • landscape screening along the Royal Oak Drive frontage in keeping with the boulevard street designation • consider limiting the height of buildings to integrate with the building heights in the surrounding neighbourhood
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Seniors and Special Care Housing

Seniors' housing in Royal Oak includes St. Andrew Victoria Housing Society at 4353 and 4383 West Saanich Road, Capital Region Housing Corporation at 4450 Viewmont Avenue and the Victoria Christian Retirement Society at 4535 Viewmont Avenue. The Lodge at Broadmead is a residential care facility and is discussed in Chapter 13.0 – Institutions and Public Assembly. Condominiums and townhouses in Royal Oak have a large senior's population. Consideration should be given to additional seniors housing in Royal Oak, so that special needs residents and long time residents can remain in the area as their housing needs change. While specific sites for seniors and special care housing have not been identified in the plan, these facilities should be located close to transit, have a network of sidewalks in the area to allow for safe walking and wheelchair/scooter routes and if possible, be near commercial services.

Housing Unit Potential

Table 9.5 identifies the numbers of single family and multi-family units in Royal Oak, as well as the number of potential housing units which could result as a result of the development of the sites identified on Map 9.1.

Housing Type	Existing Units	% of Total Existing Units	Potential New Units^A	Total Projected Units	% of Total Projected Units	% Growth
Single family	1765	54.6%	0	1752 ^C	48.7%	- 7%
Multi – family	1469	45.4%	378 ^B	1847	51.3%	25.7%
TOTAL	3234	100%	378	3599	100%	11.3%

- A** Potential single family infill, two-family dwellings and institutional site not estimated
- B** Total potential multi-family and mixed residential housing site area; 50% at one unit / 400 m² and 50% at one unit / 275 m²
- C** Reduced by 13 units to account for single family dwelling units that will be removed when potential multi-family and mixed residential housing sites are developed. Some sites do not have single family dwellings.

POLICIES

- 9.1 Maintain single family housing as the predominant land use and promote appropriately located and designed small lot single family, multi-family and mixed residential housing.
- 9.2 Consider rezoning and subdivision for single family infill development in established neighbourhoods that is compatible with and contributes to the character and quality of the community and preserves the privacy of dwellings.
- 9.3 Establish an average lot area of 780 m² in Falaise provided no lot is less than 655 m².
- 9.4 Consider relaxing the 10% frontage requirement for subdivision applications, for those lots on the south side of Royal Oak Avenue identified as Site A on Map 9.1, having regard to house location, tree retention, slope and impact on adjoining amenities.
- 9.5 Continue to support the subdivision of lots in Viewmont based upon a minimum lot size of 655 m² except that rezoning to permit smaller infill lots may be considered where they would be comparable with the neighbourhood and the subdivider is willing to commit to an acceptable/compatible dwelling design.
- 9.6 Consider applications for two-family dwellings in accordance with General Plan 1993 Policies 6.5 and 6.6.
- 9.7 Apply the development guidelines in Table 9.2 when considering rezoning and development permit applications for two-family dwellings on Site B identified on Map 9.1.
- 9.8 Consider single family, multi-family or mixed residential housing for the potential housing sites identified on Map 9.1.
- 9.9 Apply the development guidelines in Tables 9.1, 9.3 and 9.4 when considering rezoning and/or subdivision and/or development permit applications for the potential housing sites identified on Map 9.1.

- 9.10 Consider applications for seniors and special care housing on:
- a) multi-family zoned properties;
 - b) sites identified for potential multi-family and mixed residential housing;
 - c) commercially zoned properties that permit residential uses; and,
 - d) institutionally zoned properties.
- 9.11 Give regard to the following locational criteria when considering proposals for seniors or special care housing:
- a) proximity to transit service;
 - b) condition of sidewalks that can accommodate wheelchairs and scooters;
 - c) access to retail commercial and medical services; and
 - d) access to social services such as libraries and recreation centres.
- 9.12 Encourage mixed commercial-residential use (commercial use of the first storey and residential use above) on commercially zoned parcels shown on May 12.1:
- a) adjacent to West Saanich Road between Elk Lake Drive and Quadra Street; and,
 - b) adjacent to Elk Lake Drive between Marsett Place and Normandy Road.

10.0 OPEN SPACE AND PARKS

Goal: Protect and enhance the system of open space and parks.

Open spaces and parks create opportunities for informal and organized outdoor recreational experiences and significant natural features and habitat. Linear open spaces allow for pedestrian, bicycle, equestrian and wildlife corridors.

The Parks Priority Study, 1994 identifies and prioritizes park acquisitions and guides public open space acquisitions. Parks in the Municipality are classified into three categories; municipal, community and neighbourhood. Municipal parks serve the entire municipality and are the largest and most diverse in terms of amenities and attractions offered. Community parks serve a number of neighbourhoods. Neighbourhood parks serve a small catchment zone within walking distance of the people they serve. Parks are also described qualitatively in terms of their nature and function.

The municipal, community and neighbourhood parks in Royal Oak are identified on Map 10.1 and Table 10.2. Table 10.1 compares the minimum open space standards in Saanich to the open space categories of Royal Oak in 1991 and 1996.

Table 10.1: Comparison of Municipal Open Space Standards and Royal Oak Open Space			
Open Space Categories	Recommended Municipality Standards (ha/1000 persons)	Royal Oak Open Space 1991 (ha/1000 persons[#])	Royal Oak Open Space 2000 (ha/1000 persons[*])
Municipal	2.4	0.89	6.89
Community	1.4	1.58	1.36
Neighbourhood	1.2	3.27	3.96
Combined	5	5.74	12.21
# Royal Oak Area 1991 Census Statistics (6061 persons) * Royal Oak Area 1996 Census Statistics (7010 persons)			

The Royal Oak area is well served by each of the three categories of parks. The area has an abundance of neighbourhood and municipal parks. The community park area is only slightly below the municipal standard. Park area is further enhanced by the Capital Regional District's Elk-Beaver Lake Regional Park that is located to the north of Royal Oak.

MAP 10.1
OPEN SPACE & PARKS

Table 10.2 Royal Oak Park Summary

Category	Park	Total Area (ha)	Park Type
Neighbourhood Parks	Autumnwood	0.357	Natural
	Boulderwood Hill	7.492	Natural
	Broadmead	1.320	Natural, Unstructured recreation
	Brydon	1.837	Unstructured recreation
	Chatterton Hill	0.801	Natural
	Emily Carr	1.850	Natural, Unstructured recreation
	Faithwood	0.170	Natural
	Falaise	0.720	Unstructured recreation
	Kentwood	0.815	Natural
	McMinn (south part)	1.590	Natural
	Maltwood	0.903	Unstructured recreation
	Normandy	0.186	Unstructured recreation
	Parkwood	0.615	Natural, Unstructured recreation
	Perez Park	0.350	Natural, Unstructured recreation
	Pondwood	0.400	Natural, Unstructured recreation
	Rithet Reservoir	0.609	Natural, Unstructured recreation
	Rithetwood	0.570	Natural
	Shadywood	4.190	Natural
	Stoneywood	0.336	Natural
	Valewood	1.603	Natural
Wildflower	0.083	Natural	
	TOTAL Neighbourhood Parks	26.797	
Community Parks	Saanich Commonwealth Place	5.241	Special
	Royal Oak Middle School *	2.445	Structured athletic, Unstructured recreation
	TOTAL Community Parks	7.686	
Municipal Parks	Colquitz	5.601	Natural
	Rithet's Bog	42.735	Nature sanctuary
	TOTAL Municipal Parks	48.336	
	TOTAL ALL PARKS	82.819	

* half of the school site is defined to be community park

Acquisition Priorities

Map 10.1 and the Parks Priority Study, 1994 identify park acquisitions priorities in Royal Oak. Rithet's Bog has been acquired, but additions to Brydon Park and Colquitz River Park have not been completed.

Brydon Park is an undeveloped open space classified as unstructured recreational. It should be developed as a neighbourhood park to provide activities such as tennis, playground, trails and open space. The proposed Brydon Park addition identifies the acquisition of the tennis courts and trail located on the BC Hydro property. This acquisition would consolidate park facilities and remove any uncertainties related to the BC Hydro Land Use Contract. The trail is particularly important as part of the East/West Regional Trail.

The vision for the Colquitz River Park is to create a continuous park corridor and trail from Beaver Lake to Portage Inlet. The municipality has acquired property over the past 30 years. Much of the lands remaining to be acquired are within Royal Oak between West Saanich Road and Pipeline Road and one parcel on Lindsey Street.

Opportunities for future expansion at Saanich Commonwealth Place (SCP) exist at the rear of the site. Acquisition of the eastern portion of 4657 Pipeline Road would be desirable to provide for future park and recreational needs. Opportunities should be considered relative to the long term needs of SCP.

An administration priority is to rezone the municipally owned Rithet Reservoir. The land surrounding the reservoir structure has been identified for neighbourhood park use.

Trails

The existing and proposed trails in Royal Oak are identified on Map 10.2. Broadmead contains an extensive system of trails and linear parks. This system was a significant component of the initial planning of Broadmead. Trails in Viewmont are located in Colquitz River Park and the BC Hydro property and the proposed trails will create parts of a circular network within the neighbourhood. The trail connection with Boulderwood Hill is the only trail in Falaise, except for a proposed trail located along the Royal Oak Burial Park frontage as a pedestrian link between Falaise Drive and Cherry Tree Bend.

Trails provide pedestrian routes, opportunities for outdoor recreation and ideally form a circular network. The hills of Broadmead may provide opportunities to develop viewpoints as part of the trail system. Trail surfaces include dirt, wood chips and asphalt. The Parks Department expects to upgrade the dirt and chip trails, over time, to compacted gravel.

**MAP 10.2
TRAILS**

Greenways and Boulevard Streets

Royal Oak has a foundation for a greenway system on both sides of Pat Bay Highway; the Colquitz River Park to the west and the trail and linear park system in Broadmead to the east. Map 10.3 identifies proposed greenways and boulevard streets. The proposed greenways are an opportunity to link existing trails. The boulevard streets recognize existing levels of landscaping and acknowledge opportunities for streetscape improvements, such as boulevard tree planting in defined areas.

Greenways are significant linear green corridors that link natural areas, scenic views, coastal areas, parks, and important destinations. Greenways can be on both public and private lands and may include remnant natural areas, beaches, pathways, streets, and bikeways. They provide opportunities for fish and wildlife habitat, outdoor recreation and enhance the experience of nature in urban areas.

Boulevard streets are major and collector streets that create a pleasant environment for walking, bicycling, and driving. The primary feature are trees planted along one or both sides of the street. The trees can be planted between the road and the sidewalk to provide a safety feature and a visual screen from the street.

The Saanich Green/Blue Spaces Strategy identifies green/blue spaces linkages in the municipality and each of the local areas, to provide a framework for an integrated greenway system. The trails in Royal Oak are an important part of this system. The proposed greenway between Lochside Trail and Colquitz River Park via Rithet's Bog, Royal Oak Avenue pedestrian/bicycle underpass and proposed BC Hydro trail, forms part of the East/West Regional Trail. The Royal Oak Avenue pedestrian/bicycle underpass is an important link in the proposed greenway. It requires improved accessibility, safety and aesthetics.

Highway Scenic Access

The Royal Oak area contains the suburban portion of the Pat Bay Highway scenic access corridor. The Scenic Access Corridor Study, 1984 includes both general and specific policies along Pat Bay and Trans Canada Highways that deal with scenic access elements and viewscales. Policies include eliminating overhead wiring adjacent to the highway, developing a formal landscape plan applicable to both private and public lands and the use of native vegetation. Specific policies include landscape screening between Pat Bay Highway and Elk Lake Drive and retaining the open paddock setting south of the Thatch/Maltwood property. The study identified the following landscape and visual amenities in Royal Oak.

Structured Athletics

Structured athletic facilities are open spaces designed for relatively formalized activities and include sport fields and tennis courts. Structured athletic facilities in Royal Oak include tennis courts, McMinn Park and Royal Oak Middle School. Additional facilities are located nearby outside Royal Oak at Layritz and Beckwith Parks and Lochside Elementary School. Municipal tennis courts are located at Perez, Parkwood, Maltwood and McMinn neighbourhood parks, as well as the BC Hydro property. The BC Hydro Land Use Contract provided that tennis courts would be constructed by BC Hydro on their property for public use. The terms of the contract specify that the Municipality of Saanich is to operate and maintain them. Saanich Parks has leased the courts to the Saanich Tennis Club who are responsible for maintenance. The Club has constructed a small clubhouse and members have first priority on the courts. The courts are made available to the public during specific hours. Expansion of the facility by constructing two additional courts is being considered.

**MAP 10.3
GREENWAYS AND
BOULEVARD STREETS**

McMinn Park, the south half is in Royal Oak and the north half is in Cordova Bay, is a neighbourhood park that serves both these local areas. There are two tennis courts, as well as a basketball/hockey court, playground and open playing fields.

The Royal Oak Middle School has a playing field that has been improved recently with new grading, grass and irrigation. There is also a wood chip jogging trail.

POLICIES

- 10.1 Acquire and reserve land for neighbourhood, community and municipal parks, as shown on Map 10.1.
- 10.2
 - a) Assign high propriety to develop Brydon Park.
 - b) Prepare a concept plan in consultation with local residents.
- 10.3 Acquire the BC Hydro lands shown on Map 10.1 for public parks and trail purposes.
- 10.4 Continue to acquire land abutting the Colquitz River as shown on Map 10.1, as it becomes available, as part of the overall Colquitz River Park acquisition program.
- 10.5 Consider acquiring the eastern portion of 4657 Pipeline Road as identified on Map 10.1 for consolidation with Saanich Commonwealth Place.
- 10.6 Prioritize, acquire and complete the construction of the proposed trails identified on Map 10.2.
- 10.7 Designate the greenways identified on Map 10.3 as par of the East/West Regional Trail.
- 10.8 Continue to work with the Ministry of Transportation and Highways to improve accessibility, safety and aesthetics of the Royal Oak Avenue pedestrian/bicycle underpass, recognizing that it is an important link in the East/West Regional Trail.
- 10.9 Designate the boulevard streets identified on Map 10.3 and enhance the streetscape where required.
- 10.10 Work with the Ministry of Transportation and Highways and Royal Oak Burial Park to develop a trail between Falaise Drive and Cherry Tree Bend.
- 10.11 Retain unconstructed road rights-of-way to provide informal open spaces and trail linkages.
- 10.12 Petition the Province to raise title to the undeveloped portion of Casa Linda Drive between Mann Avenue and Lindsay Street and zone as park.

- 10.13 Work with the Royal Oak Burial Park to complete a Master Plan within five years that includes the preservation of open space and construction of the proposed trails identified on Map 10.2.
- 10.14 Consider the recommendations of the Rithet's Bog Conservation Strategy, 1997 and the Rithet's Bog Conservation Society in the management of the bog.
- 10.15 Protect important viewscales through land use policies, development permit area guidelines and consideration of land acquisition in conjunction with other government agencies.
- 10.16 Continue to endorse the Scenic Access Corridor Study, 1984 concept along Pat Bay Highway:
- a) require a high standard of landscape design, including retaining natural vegetation, when considering approval of new land uses on adjoining properties.
 - b) co-operate with the Ministry of Transportation and Highways toward upgrading the highway boulevards, medians and noise attenuation features.

11.0 MOBILITY

Goal: Provide an aesthetic, convenient and safe mobility network that balances private automobiles, commercial trucks, transit, bicycles and pedestrian needs.

Mobility refers to private automobile, commercial truck, transit, bicycle and pedestrian trips. The public consultation process included considerable discussion about mobility issues. All modes need to be addressed by a balanced road and pedestrian network.

Road Network

Map 11.1 identifies highways, major roads, collector streets and residential streets in Royal Oak.

Pat Bay Highway is the primary access to Greater Victoria from Saanich peninsula, Swartz Bay ferry terminal and Victoria International Airport. The Provincial Ministry of Transportation and Highways has a long term goal to upgrade Pat Bay Highway to freeway status with grade separated interchanges from McKenzie Avenue to Swartz Bay ferry terminal. In Royal Oak, motor vehicle access is limited to the Royal Oak Drive and Quadra Street overpasses. There is also a pedestrian/bicycle underpass beneath the highway at the west end of Royal Oak Avenue that connects to the West Saanich Road Village Centre. The highway restricts mobility between the Viewmont and Falaise/Broadmead neighbourhoods.

The Falaise Crescent Community Association is interested in mitigating the noise in its neighbourhood from the traffic volumes of Pat Bay Highway. The Association has proposed the construction of a noise attenuation barrier along the Falaise Drive frontage between their neighbourhood and Pat Bay Highway to resolve these concerns. Residents of the apartments at Marsett Place and Royal Oak Avenue/Chatterton Way have also expressed interest in noise attenuation barriers between their developments and the highway. The construction of noise attenuation barriers is within the jurisdiction of the Ministry of Transportation and Highways. The Ministry's policy states that "noise mitigation will only be considered during new construction or substantial upgrading of a freeway". Therefore, the Ministry will not pay for construction of these barriers, but it is not opposed to the construction of these barriers. The Municipality of Saanich will not pay for the construction of barriers on provincial highways, but can coordinate the creation of a Local Improvement Area or Specified Area charge. These can be created through the *Local Government Act* by which those residents who benefit from the noise attenuation barriers would collectively pay for their construction.

Royal Oak Drive is one of the primary east-west routes in the municipality. The community has raised concerns about the Royal Oak Drive overpass. It is difficult to turn left onto Royal Oak Drive when traveling southbound on Pat Bay Highway and to turn left from Royal Oak Drive to travel southbound on Pat Bay Highway. At peak times there are long delays using these ramps.

Motorists often use Elk Lake Drive to access Royal Oak Drive as there is a traffic signal which facilitates left turns. The result is an increase in the volume of through traffic on Elk Lake Drive. Ministry of Transportation and Highways is aware of the community concerns at the overpass.

**MAP 11.1
ROAD NETWORK**

Another concern is the difficulty of pedestrians and bicycles crossing the Royal Oak overpass because motor vehicles currently have priority. Pedestrians must cross four intersections at the locations of the on/off ramps at the overpass, where driver attention may be focused on motor vehicles and not pedestrians. Bicyclists using Royal Oak Drive do not find this route safe due to the lane configuration from Falaise Drive through to Elk Lake Drive. It is not clear where bicyclists should travel through this area. Children going to and from the Royal Oak Middle School use this overpass to cross between the east and west sides of the highway.

The 1989 Local Area Plan identified the need to investigate pedestrian safety to and from Royal Oak Middle School and Lochside Elementary School based on the model used at Cloverdale Elementary School. The issues were identified on an inset map. The pedestrian environment has been improved through sidewalk construction and further improvements will occur through the priority sidewalk construction identified on Map 11.5. Mobility across Pat Bay Highway, including safety issues associated with motor vehicle, bicycle and pedestrian conflicts at the Royal Oak Drive overpass remain a concern. The Royal Oak Drive overpass is under the jurisdiction of the Ministry of Transportation and Highways, therefore any improvements will need to be initiated and coordinated by the Ministry. Other road network issues that have been identified by the community in this area include access to Royal Oak Drive from Broadmead Village Shopping Centre and employee on-street parking in the vicinity of the Shopping Centre.

The 1989 Local Area Plan identified the opportunity to develop a frontage road along the east side of Pat Bay Highway as an extension of the Falaise Drive right-of-way to Cherry Tree Bend. This policy was included to maintain an access alternative should further access restrictions be implemented by closing some intersections and/or restricting turning movements onto and off of Pat Bay Highway as part of future highway upgrading to full freeway status with grade separated interchanges. Developing the frontage road would increase traffic volumes on Falaise Drive and the Royal Oak Drive overpass. This would add to the automobile traffic concerns of the residents on Adeline Place, Royal Wood Place and Falaise Drive which have expressed concern about pedestrian safety and emergency vehicle access resulting from funeral traffic on these residential streets. As discussed in the previous paragraph, there are safety issues at the Royal Oak Drive overpass and additional traffic using the overpass would only increase these problems. Therefore, the 1989 policy should be replaced by a new policy that does not support the construction of a frontage road in this location.

The West Saanich Road Streetscape Study addresses mobility issues between Wilkinson Road and Quadra Street. Concerns about automobile traffic volume and speed, the pedestrian and bicyclist environment, the intersection of West Saanich Road and Viewmont Avenue, the pick up/drop off by motor vehicle of Royal Oak Middle School students at the school's driveway access across from Pipeline Road and the school crosswalk across West Saanich Road at Elk Lake Drive is being addressed. West Saanich Road Village Centre will benefit from improved pedestrian, bicycle and transit access by reconfiguring road lanes, additional sidewalks and crosswalks and improved landscaping.

The Wilkinson/Helmcken Road Pilot Project, April 1998 was a community planning project to develop social and environmental criteria for major roads. The project's concept plan was endorsed in principal by Council and the Engineering Department was directed to work with the community to address the plan and priority issues. The plan recommends retaining two lanes with limited left turn lanes, bike lanes on both sides, and where possible, have sidewalks on both sides.

Truck Routes

Truck routes provide for the movement of goods and services within the community. That portion of the truck route in Royal Oak is shown on Map 11.2. Bylaw No. 6346 identifies routes that can be used by trucks over 5,500 kilograms gross vehicle weight. A truck that exceeds 5,500 kilograms can only use a non-designated street to access a specific delivery location. Designation of truck routes can provide a level of protection for adjacent collector and local residential streets from the safety and noise issues related to truck traffic. Members of the community have expressed concern over the size, speed and noise associated with trucks on Wilkinson Road and Royal Oak Drive.

The Truck Route Bylaw was amended May, 2000 to remove Wilkinson Road from the truck route network. A Truck Route Network Study is to be undertaken in the municipality to assess the overall truck route network, examine the removal of this and other roads from the truck route network and gross vehicle weight restrictions. There is a moratorium on requests to remove existing truck routes from the network until the study is completed. If problems subsequently arise with local truck traffic, then there is a provision for the bylaw to be revisited and allow local truck traffic to use Wilkinson Road.

Transit Service

BC Transit provides service to Royal Oak with connections to downtown Victoria, Victoria General Hospital and western communities, University of Victoria and Saanich Peninsula via a transit exchange. Map 11.3 identifies transit routes, transit exchange and a distance of 400 metres from the transit routes, which is considered to be a convenient walking distance to transit service.

The exchange, consisting of three bus stops, is located at Elk Lake Drive just south of Royal Oak Drive intersection. Due to the number of buses using this exchange, an off-street exchange or a more formal on-street pedestrian and traffic pattern should be established to improve safety and reduce neighbourhood conflicts. BC Transit has expressed interest in creating a more formal transit exchange in this area. They would like to remain close to the Saanich Commonwealth Place which they consider to be a major destination.

The south portion of Pipeline Road is a major access route for BC Transit as it provides a right turn onto Royal Oak Drive and access to Elk Lake Drive as buses cannot make the right turn at West Saanich Road onto Royal Oak Drive due to the roadway configuration. Local residents have asked BC Transit to stop using this portion of Pipeline Road. This cannot be done until a location for a transit exchange is finalized and Wilkinson Road/Royal Oak Drive/West Saanich Road intersection is improved.

MAP 11.2
TRUCK ROUTES

**MAP 11.3
TRANSIT SERVICE**

There is an informal park and ride established across from the Elk-Beaver Lake Regional Park entrance on the east side of Elk Lake Drive in the Pat Bay Highway road right-of-way. Parking and access issues should be addressed by formalizing the parking layout, as well as the aesthetics associated with Highway Scenic Access (refer to Chapter 10.0 – Open Space and Parks), and the parking of commercial trucks in this location. Ideally, a park and ride would be included as part of a formalized transit exchange.

Bicycle Facilities

Bicycle facilities include commuter and local connector bikeways of the bicycle network and bicycle parking at destinations. Commuter bikeways provide free flow direct links for commuter cyclists to major commercial, institutional and employment centre in Saanich and Greater Victoria. Local connector bikeways provide neighbourhood connections and connections to commuter bikeways. Bicycle parking is required as part of new multi-family, commercial, industrial, institutional, cultural and recreational developments in Saanich.

The designated and developed bikeways in Royal Oak are identified on Map 11.4. The Wilkinson Road commuter bikeway is to be constructed in accordance with the recommendations of the Wilkinson/Helmcken Road Pilot Project, April, 1998. The West Saanich Road commuter bikeway is to be constructed in accordance with the recommendations of the West Saanich Road Streetscape Study. The other designated commuter bikeway locations need to be assessed on a site by site basis, including road right-of-way width, to determine if an exclusive bike lane or shared motor vehicle/bicycle lane is most appropriate. The locations of designed local connector bikeways require these streets to become more bicycle friendly by displaying local connector bikeway signs and providing for minor infrastructure improvements.

Pedestrian Network

Saanich Engineering specifications require sidewalks on both sides of major roads, on one side of collector streets, on one side of residential streets that are designated as a 'safe route' to an elementary school and along road frontages of multi-family developments. The type and quality of sidewalks varies from concrete to asphalt pathways. Map 11.5 identifies sidewalks in Royal Oak and indicates high priority concrete sidewalk construction. Map 10.2 identifies trails and Map 10.3 identifies potential greenways and boulevard streets in Royal Oak. Where practicable and adequate right-of-way width exists, sidewalks are to be separated from the roadway.

The pedestrian/bicycle underpass beneath Pat Bay Highway at the west end of Royal Oak Avenue is an important linkage between the east and west sides of the highway, including commercial areas and access to local schools. It is also an important link in the proposed greenway on Map 10.3 which is part of the East/West Regional Trail. The community has identified concerns regarding access routes to and from the underpass, access through the underpass and security in its vicinity. If accessibility, safety and aesthetics are improved, it could be promoted as an alternative to the Royal Oak Drive overpass. The barriers, at each entrance designed to stop motorcycles from using it, are an inconvenience to bicyclists and restricts scooters and wheelchairs. Opportunities for improving safety include enhancing sight lines to and from the West Saanich Road entrance to create visual surveillance and upgrade lighting in and near the underpass. Improved maintenance, including garbage and graffiti removal, should also occur.

MAP 11.4
BICYCLE FACILITIES

There are safety concerns with students walking and bicycling to and from the Royal Oak Middle School on adjacent streets and crossing the Royal Oak Drive overpass. In response to these safety concerns, parents drop off/pick up their children by motor vehicle which increases traffic congestion and makes student walking and bicycling safety worse. Traffic congestion causes internal circulation problems on the school site and on surrounding streets that increase pedestrian and vehicle conflicts. The school, Parents Advisory Committee and ICBC have been working to develop a school safety program to identify key pedestrian routes which need improvements such as sidewalks and crosswalks, enhance student security on pedestrian routes such as the Royal Oak Avenue pedestrian/bicycle underpass, address motor vehicle drop off/pick up by parents and improve traffic circulation on the school site.

There are also safety concerns regarding students walking and bicycling to Claremont Secondary School from Royal Oak. Existing north-south routes include Pat Bay Highway, Boulderwood Drive and Amblewood Drive. For students from Viewmont and Falaise, the highway is not the safest option. Therefore, a trail is proposed as identified on Map 10.2, between Cherry Tree Bend and Falaise Drive to create a safer route to school.

Pedestrian safety concerns also exist on Falaise Drive caused by funeral traffic that creates traffic congestion and on-street parking problems. A portion of the street has been designated as a no parking area to ensure motor vehicles can access Adeline Place. There are concrete sidewalks in front of the Royal Oak Burial Park and McCall Bros. and a path exists in front of First Memorial. Council has requested that First Memorial install a concrete sidewalk on Falaise Drive and review their commitments to the Municipality concerning parking issues such as the promise to develop a 'valet' concept for parking.

Sidewalks are normally constructed by a developer as part of a new development or redevelopment and by the municipality as road improvements of 'safe route' to school initiative. In some cases a developer may be required to provide cash in lieu for future sidewalk construction if the municipality has not finalized the sidewalk plans. The Viewmont and the area-wide Development Cost Charge (DCC) bylaws provide for some sidewalk construction. (Refer to Chapter 14.0 – Development Cost Charge Areas for an explanation of the DCC areas.) Residents may also petition for a Local Improvement Program levy for sidewalks. A portion of the cost of the work is applied directly to benefiting properties and may be amortized over 15 years. Alternatively a Specified Area Charge can be created to fund sidewalk construction. This would spread the cost over a larger number of parcels.

Neighbourhood Transportation Management

Residents are concerned about the volume and speed of automobile traffic on major, collector and residential streets and its conflict with pedestrians and bicycles. Map 11.6 identifies traffic and pedestrian concern locations in Royal Oak. Streets influence the character of a neighbourhood and should provide for safe pedestrian, bicycle and automobile mobility. Problems often arise when residential streets accommodate traffic with both origins and destinations outside of the neighbourhood. This 'through' or 'short cutting traffic' often uses the residential streets to avoid traffic signals and delays on major and collector roads. Short-cutting does not appear to be a major problem in Royal Oak because of the major and collector road network. A [Manual on Policy and Procedures for Traffic Calming in Saanich](#) can be used by residents, community associations and the Engineering Department to identify, evaluate, prioritize and create solutions to transportation problems in Royal Oak.

**MAP 11.5
SIDEWALKS**

POLICIES

- 11.1 Adopt the traffic circulation network and road classification shown on Map 11.1.
- 11.2 Request the Ministry of Transportation and Highways to:
- a) Address the safety and access issues associated with the Royal Oak Drive overpass, especially the southbound on/off ramps and pedestrian and bicycling environments.
 - b) Formalize off-street parking, access and Highway Scenic Access issues of the informal park and ride on the east side of Elk Lake Drive across from the Elk-Beaver Lake Regional Park entrance.
 - c) Improve access to and safety of the Royal Oak Avenue pedestrian/bicycle underpass, recognizing that it is an important link in the East/West Regional Trail.
 - d) Consider landscape screening and noise attenuation features along Pat Bay Highway when and where requested by the adjacent neighbourhood and the Municipality.
- 11.3 Continue to endorse the Highway Scenic Access Corridor Study, 1984 concept along Pat Bay Highway:
- a) require a high standard of landscape design, including retaining natural vegetation when considering approval of new land uses on adjoining properties.
 - b) cooperate with the Ministry of Transportation and Highways toward upgrading the highway boulevards, medians and noise attenuation features.
- 11.4 Consider construction of noise attenuation features on a site by site basis, recognizing that funding may be required through Local Improvement Areas and Specified Area Charges.
- 11.5 Do not support the construction of a frontage road along the east side of Pat Bay Highway north of the Falaise Drive right-of-way to Cherry Tree Bend.
- 11.6 Ensure that changes to West Saanich Road between the Quadra Street overpass and Wilkinson Road conform to the committee goals, design principles and overall concept plan in the West Saanich Road Streetscape Study, April 2001.
- 11.7 Maintain a standard of two travel lanes on Wilkinson Road, except at major intersections or land uses where extra lanes may be necessary to accommodate turning movements.
- 11.8 Support the Engineering Department in developing an implementation strategy for Wilkinson Road in consultation with the community to address priority issues such as pedestrian access, the concept plan (from the Wilkinson/Helmcken Road Pilot Project, April 1998) and the rural streetscape.
- 11.9 Petition the Province to raise title to the undeveloped portion of Casa Linda Drive between Mann Avenue and Lindsay Street that is shown on Map 10.2 and zone as park.

MAP 11.6
TRAFFIC & PEDESTRIAN
CONCERN LOCATION

- 11.10 Amend the Local Area Plan to incorporate the recommendations of the Truck Route Network Study when endorsed by Council.
- 11.11 Work with BC Transit to improve the interaction of transit buses, pedestrians, motor vehicles and the neighbourhood at the transit exchange located on Elk Lake Drive and Royal Oak Drive.
- 11.12 Support the establishment of a formal transit exchange in the vicinity of Saanich Commonwealth Place.
- 11.13 Support the removal of transit buses from the south part of Pipeline Road when an alternative route is identified.
- 11.14 Support the development of the commuter and local connector bikeways designated on Map 11.4.
- 11.15 Support transit, bicycling and pedestrian initiatives of institutions and businesses, such as Camosun College Interurban Campus as a means to reduce motor vehicle traffic in Royal Oak.
- 11.16 Assign a high priority to the construction of the concrete sidewalks identified on Map 11.5.
- 11.17 Continue to work with First Memorial to rectify the automobile traffic congestion and on-street parking problems on Falaise Drive caused by funeral traffic.
- 11.18 Continue to work with School District No. 63, Parents Advisory Committees of the Royal Middle School and Lochside Elementary School, ICBC, Citizens Advisory Committee and Advisory Traffic Committee to identify opportunities to develop safe routes to school, improve bicycle parking facilities at schools and address student drop off/pick up by motor vehicles.
- 11.19 Acquire rights-of-way for footpaths, sidewalks, bikeways and greenways, particularly at the time of subdivision or development and require construction by the developer where applicable, to ensure convenient access to schools, bus stops, shopping, parks and to provide circular pedestrian recreation routes.
- 11.20 Use the Manual on Policy and Procedure for Traffic Calming in Saanich to identify, evaluate, prioritize and create solutions to transportation problems in Royal Oak.

12.0 COMMERCIAL AND INDUSTRIAL

Goal: Maintain the range of commercial services and shopping opportunities.

Royal Oak includes commercial sites located at Broadmead Village Shopping Centre, Royal Oak Shopping Centre and along Chatterton Way, Falaise Drive, West Saanich Road and Elk Lake Drive. The only industrial site is the BC Hydro properties. Commercial and industrial uses are shown on Map 12.1. The variety of commercial activities and the area's proximity to transportation routes enable these uses to provide services to surrounding neighbourhoods and adjacent local area.

Commercial Uses

The Broadmead Village Shopping Centre is at the south-east corner of the Royal Oak Drive and Pat Bay Highway intersection. It is designated in Saanich General Plan 1993 as a Neighbourhood Centre. Broadmead also contains three concentrations of office buildings adjacent to Chatterton Way.

Falaise includes two funeral homes and a cemetery at Falaise Drive. While these are commercial operations, they are primarily considered to be institutional uses and are discussed in Chapter 13.0 – Institutions and Public Assembly.

Viewmont includes the West Saanich Road and Elk Lake Drive commercial areas. West Saanich Road between Wilkinson Road and Quadra Street is the historical Village Centre in Saanich. This area includes several of the heritage sites discussed in Chapter 4.0 – Heritage Resources. West Saanich Road, between the Royal Oak Shopping Centre and Elk Lake Drive, is designated in Saanich General Plan 1993 as a Village Centre. In 1999, a development permit was approved to allow redevelopment of the Royal Oak Shopping Centre, including moving the grocery store to the rear of the property, construction of additional floor space and improvements to on-site circulation and landscaping.

There are two commercially zoned properties adjacent to West Saanich Road west of the Elk Lake Drive intersection and a concentration of commercial uses along the west side of Elk Lake Drive between Normandy Road and Marsett Place. The Royal Oak Golf Course located at Marsett Place is a nine-hole public course with clubhouse facilities. The former Royal Oak Inn and Royal Oak Motel site located on 4680 Elk Lake Drive is zoned for school / commercial use and tourist accommodation use. A residential and/or office use on the school site may be appropriate. A development permit has been approved to redevelop the motel site. The garden centre located on Elk Lake Drive is zoned A-3 (Rural Zone) and is within the Agricultural Land Reserve. The use on the site has evolved from its agricultural origins to a major retail use that includes greenhouses, a nursery, a florist and a paved parking lot. An application to exclude this property from the Agricultural Land Reserve is discussed in Chapter 7.0 – Agriculture.

MAP 12.1
COMMERCIAL AND
INDUSTRIAL LAND USE

Industrial Uses

The one industrial site in Royal Oak is the BC Hydro properties located at 4400/4396 West Saanich Road. The site is zoned M-2 (Wholesale, Warehouse and Office zone) and is subject to a Land Use Contract. The Land Use Contract specifies the use of the property and the configuration of the structures and facilities. Changes to the uses on the site require an amendment of the Land Use Contract.

BC Hydro's operation at this location is changing, resulting in excess office space and land. BC Hydro has subdivided the parcel into two lots; Lot A containing the office building adjacent to West Saanich Road and Lot B containing the warehouse buildings at the rear. The community has concerns regarding the existing and future uses of this site and does not support more intensive or disruptive industrial land uses.

Potential Commercial Development

Commercial uses should be in keeping with the definitions of the Village Centre and Neighbourhood Centre designations of Saanich General Plan 1993.

The potential commercial site shown on Map 12.1 is a municipally owned property at the corner of West Saanich Road and Elk Lake Drive. Appropriate commercial development of this property will anchor the north end of the West Saanich Road Village Centre. The property includes a designated heritage structure that is to be incorporated as part of the development of the site or moved to an appropriate site for preservation.

Royal Oak, especially the Viewmont neighbourhood, is concerned about the potential for drive throughs associated with fast food and drive-in restaurants in their community. The neighbourhood perceives that traffic generated by drive throughs would be detrimental to the development of the West Saanich Road Village Centre. Recognizing that there are many properties within the Municipality zoned to permit fast food and drive-in restaurants, Council referred these concerns in November, 2000 to the Development Process Review Committee and Citizens Advisory Transportation Committee for consideration.

Of particular interest in the Village Centre is the Thatch/Maltwood property, which includes the Chantecler building and the municipality owned properties to the south. In 1998, the Royal Oak Design Charrette was undertaken to determine appropriate uses for the site. The Charrette proposed a combination of public open space and amenities, commercial uses and live/work residences. Council considered the recommendation of the Royal Oak Task Force in January, 1999 and endorsed the following motion:

That:

The basic concept outlined in the Charette of the Village Green, commercial and/or mixed use of the Chantecler building and its environs, multi-family housing along the north and east boundaries be endorsed as the basis for future discussions and future land sales;

The suggested changes to the form and alignment and intersections along West Saanich Road be referred to the streetscape project and not be considered as part of the Royal Oak land sale;

That the schoolhouse be moved from its current site to free up the sale of the property and that a call for Development Proposals be initiated;

The Chantecler building and the area immediately around it be sold or leased immediately and that any proposal from a potential purchase that requires additional uses be considered in light of the overall content of the Charette design; and;

The Task Force be restructured to tackle the Streetscape Project.

In November, 1999 the Thatch/Maltwood (Chantecler) building and surrounding property was sold and a Heritage Revitalization Agreement was approved for the heritage building to be used as a restaurant. The remaining municipal owned properties to the south should follow the basic concept outlined in the Charette of the Village Green, complement the design of the redeveloped restaurant to the north, maintain elements of the open space and consider the Highway Scenic Access that is discussed in Chapter 10.0 – Open Space and Parks.

The West Saanich Road Streetscape Study, completed by a committee of citizens, staff, Councillors and business representative, includes policies and guidelines for future redevelopment in this corridor, including vehicular traffic, parking, pedestrian walkways, bicycle lanes and landscaping.

Residential dwellings are an important component of any village centre. The development of commercial uses in the Village Centre is encouraged to be mixed commercial-residential use (commercial use of the first storey and residential use above). The creation of mixed commercial-residential use developments support the Healthy Community and Sustainable Community concepts that promote residents being able to walk or cycle to local retail shopping and/or employment opportunities. Map 12.1 identifies a 400 metre walking distance from commercial zoned properties in Royal Oak. It indicates that the majority of Broadmead and parts of Falaise and Viewmont are beyond the most convenient walking distances. The Royal Oak Avenue pedestrian/bicycle underpass beneath Pat Bay Highway is an important linkage between the east and west sides of the highway, including commercial areas.

POLICIES

- 12.1 Consider rezoning the potential commercial site identified on Map 12.1.
- 12.2 Encourage mixed commercial-residential use (commercial use of the first storey and residential use above) on commercial parcels shown on Map 12.1:
 - a) adjacent to West Saanich Road between Elk Lake Drive and Quadra Street; and,
 - b) adjacent to Elk Lake Drive between Marsett Place and Normandy Road.
- 12.3 Do not support rezoning of new industrial sites.
- 12.4 Consider any change to the Land Use Contract on the BC Hydro site within the context of the West Saanich Road Village Centre and potential community impacts.
- 12.5 Support commercial uses that are in keeping with the definitions of the Village Centre and Neighbourhood Centre designations of Saanich General Plan 1993.
- 12.6 Support the development of the West Saanich Road Village Centre based on the recommendations of the Royal Oak Design Charette, the Royal Oak Task Force study, and the West Saanich Road Streetscape Study.
- 12.7 Consider incorporating the recommendations of the West Saanich Road Streetscape Study in the West Saanich Road Development Permit Area guidelines.
- 12.8 Consider the village green concept of the Royal Oak Design Charette in evaluating development proposals for the southern portion of the Thatch/Maltwood property that is identified on Map 12.1.

13.0 INSTITUTIONS AND PUBLIC ASSEMBLY

Goal: Support community based institutional uses and services that respond to resident needs and respect neighbourhood character.

Institutional uses generally refer to schools, churches, cemeteries and day care centres, as well as residential care facilities. These uses can improve the quality of life in a neighbourhood if they are well integrated. On the other hand they have the potential to negatively impact a neighbourhood, particularly as a result of increases in traffic. Potential social and locational impacts should be considered when new institutional uses are proposed. Rezoning applications for institutional uses should be reviewed on the basis of use, access, traffic generation, transit routes, lot size, scale, neighbourhood context and environmental considerations.

Map 13.1 identifies the institutional uses in Royal Oak. These include four churches, a middle school, a cemetery, two funeral homes and one residential care facility. Saanich Commonwealth Place, Royal Oak School House, Royal Oak Woman's Institute and the St. Vincent de Paul Society Ozanam Sheltered Workshops are assembly uses and are discussed in Chapter 3.0 – Social and Cultural Services.

Churches

Royal Oak is sought after for church sites because of its central location in Greater Victoria and its proximity to major transportation routes. There are four church sites in Royal Oak. The churches are Royal Oak Baptist Church, Saanich Community Church Mennonite Bretheren, Greek Orthodox Church and Our Lady of Fatima Catholic Church. The Victoria Baptist Church site is located outside and adjacent to Royal Oak in the North Quadra local area at the south entrance to Broadmead. Development of the site should respect the character of Broadmead.

The Faith Congregational Church has recently purchased a property (Lot A, Plan 45835) north of Royal Oak Drive, south of Normandy Road, west of Elk Lake Drive and east of Pipeline Road. The parcel will need to be rezoned to permit a church. Development guidelines for consideration at the time of rezoning are included in Table 13.1. This property is also identified for potential single family housing as Site B in Chapter 9.0 – Housing.

Site	Area	Guidelines
Lot A, Plan 45835 Royal Oak Drive	.51 ha	<ul style="list-style-type: none">• preferred access to Normandy Road, but other options will be considered such as a right turn in and right turn out to Royal Oak Drive• due to the awkward lot line configuration, creative site planning is required• consider privacy issues of adjacent residential properties• landscape screening along the north side of Royal Oak Drive• consider limiting the height of buildings to integrate with the building heights in the surrounding neighbourhood

MAP 13.1
INSTITUTIONAL LAND USE

Schools

Royal Oak is within the catchment area of School District No. 63. Royal Oak Middle school is the only school located in the local area. Children residing in Royal Oak may also attend schools located outside of the area. Table 13.2 provides capacity and enrolment of each school.

Schools	Grade Configuration	Ministry Capacity	Enrollment September, 1999
Beaver Lake Elementary	3 to 5	175 Elementary	173
Cordova Bay Elementary	K to 5	50 K, 325 Elementary	315
Durrance Elementary	K to 5	50 K, 75 Elementary	99
Elk Lake Elementary	Special	50 Elementary	
Lochside Elementary	K to 5	50 K, 325 Elementary	432
Prospect Lake Elementary	K to 2	50 K, 150 Elementary	142
Claremont Senior Secondary	9 to 12	925	1103
Royal Oak Middle School	6 to 8	600	677

(Source: School District No. 63, 1999 Facilities Inventory and Student Capacities)

Royal Oak Middle school is concerned about the pedestrian environment around the school. Concerns include the Pipeline Road and West Saanich Road intersection, as well as the lack of raised sidewalks on the north side of West Saanich Road and along Wilkinson Road. There are also safety concerns about children from Falaise and Broadmead using the Royal Oak Drive overpass and the Royal Oak Avenue pedestrian/bicycle underpass. These concerns are discussed in Chapter 11.0 – Mobility.

Cemetery

The Royal Oak Burial Park is accessed by Falaise Drive. It includes an administration building, mausoleum, crematorium, columbaria and internment plots. It is operated by the Board of Cemetery Trustees of Greater Victoria which is a non-profit organization working on behalf of the District of Saanich and the City of Victoria. It is responsible for the maintenance, operation and development of the Royal Oak Burial Park. The six member Board is comprised of three Mayoral appointees from each Municipality.

The District of Saanich and City of Victoria created the Royal Oak Burial Park in the 1920's as the capacity of the Ross Bay Cemetery would be reached by 1960. The original land inventory of the Burial Park had a 150 year capacity and additional land has been acquired as it has become available. It is projected that there is 75 to 100 years of land available for traditional internment practices and over 200 years available for cremation memorials.

The current land inventory is 54.64 ha; 26.30 ha have been developed, 18.22 ha have development potential and 10.11 ha are undevelopable due to rock outcrops, steep slopes and its use as a vegetation buffer between neighbouring residences.

The Board of Cemetery Trustees of Greater Victoria Plan is committed to finalizing a Master Plan for the Burial Park within five years. The Master Plan will outline a vision of future development that will meet the service needs of the community, be environmentally sensitive and maintain the natural setting of the Burial Park as much as possible. It will be a comprehensive future development plan that is to include an environmental assessment and be completed by a cemetery architect.

Funeral Homes

First Memorial Funeral Services and Crematorium and McColl Bros. Funeral Directors and Sequoia Gardens Memorial are accessed by Falaise Drive. First Memorial has an administration and chapel building, columbaria and crematorium. McColl Bros. has a funeral chapel.

Development of the First Memorial crematorium in 1998 raised local residents' concerns about the impacts of the facility's emissions on air quality, in particular the proximity of the facility to their homes. Crematoria are operated pursuant to the requirements of the provincial *Cemetery and Funeral Services Act*. This Act enables the establishment of standards that govern the design of and emissions from crematoria. The provincial *Waste Management Act* regulates the disposal of waste, including air emissions. Residents of Adeline Place, Royal Wood Place and Falaise Drive have expressed concerns about pedestrian safety and emergency vehicle access resulting from funeral traffic on these residential streets. These concerns are discussed in Chapter 11.0 – Mobility.

Residential Care Facilities

Residential Care Facilities provide housing and support services for seniors and special needs clients. These facilities are considered to be an institutional use, but their services include a significant housing component. Therefore, expansion and new developments should be evaluated using institutional and housing policies of the plan and Saanich General Plan 1993. Institutional sites, as well as existing and potential multi-family and mixed residential housing sites and commercial sites that permit residential uses, such as congregate housing, can also be considered.

The Lodge at Broadmead, a 225 bed extended and intermediate care facility, is the only residential care facility located in Royal Oak. Expansion of The Lodge is being considered by The Lodge Board in response to the demand created by an aging population in the Capital Regional District and Royal Oak. A development permit amendment is required. Development guidelines for consideration at the time of application are included in Table 13.3.

Table 13.3: Development Guidelines for The Lodge at Broadmead

Site	Area	Guidelines
4579 Chatterton Way	2.69 ha	<ul style="list-style-type: none"> • no vehicle access from Royal Oak Avenue • ensure adequate on-site parking for employees and visitors • minimize development impacts on the Garry oak ecosystem • minimize impervious surfaces • maximize the use of the building footprints before expansion of The building footprint is considered • provide landscape screening adjacent to residential properties • consider the viewscales and view planes of upland residences

POLICES

- 13.1 Evaluate access and egress when considering development or redevelopment of a site for institutional use and where possible, direct it to major and collector roads.
- 13.2 Consider the development guidelines identified in Table 13.1 when evaluating a rezoning application for an institutional use at Lot 1, Plan 45835 Royal Oak Drive.
- 13.3 Work with the Royal Oak Burial Park to complete a Master Plan within five years.
- 13.4 Consider applications for residential care facilities on:
 - a) institutionally zoned properties;
 - b) multi-family zoned properties;
 - c) sites identified for potential multi-family and mixed residential housing;
 - d) commercially zoned properties that permit residential uses; and,
 - e) potential commercial sites.
- 13.5 Consider applications for new and expanded Residential Care Facilities having regard to the proximity of commercial uses, recreational facilities and public transit.
- 13.6 Consider the development guidelines identified in Table 13.3 when assessing a development permit amendment application for The Lodge at Broadmead.
- 13.7 Development within Royal Oak Burial Park shall generally conform with the Royal Oak Burial Park Master Plan, June 30, 2005.

14.0 DEVELOPMENT COST CHARGE AREA

Council may, through a bylaw, set and impose Development Cost Charges (DCC) for the purpose of providing funds to assist the municipality in paying the capital costs of providing, constructing, altering or expanding sewage, water, drainage, highway facilities other than off-street parking facilities, and providing and improving parkland.

The intent is to obtain funding from new development to offset some of the servicing costs. Servicing costs within specific DCC areas are divided by the total number of benefiting properties. However, only the portion attributed to new development is recovered. The DCC funds received are applied to specific engineering works to be completed in each area. Additional funds must be taken from either a Local Improvement Levy or general revenues to subsidize the full costs. As development progresses, a DCC area may become fully financed and the charges subsequently removed.

Map 14.1 and Table 14.1 identify the DCC areas within Royal Oak.

DCC Area	Purpose
Viewmont A	Drainage and roads
Viewmont B	Drainage and roads
Viewmont C	Drainage and roads
Viewmont D	Water, drainage and roads
Viewmont E	All works completed at this time
Falaise	All works completed at this time

The Royal Oak area is also subject to a municipal wide DCC for major roads, bikeways and parks.

POLICIES

- 14.1 Continue to use Development Cost Charges to fund upgrades to underground servicing, street infrastructure, major roads, bikeways and parks.
- 14.2 Amend the Development Cost Charge Bylaw as required.
- 14.3 Work with the community to prioritize the projects identified for completion in the Viewmont DCC area.

MAP 14.1
DEVELOPMENT COST
CHARGE AREAS

15.0 DEVELOPMENT PERMIT AREAS

Section 919.1 of the *Local Government Act* permits Council to designate development permit areas. Within a development permit area an owner must obtain a development permit before subdividing land or construction, adding to or altering a building or specification unless specifically exempted by the Official Community Plan. Council may issue a development permit which may vary or supplement a regulation of the Subdivision or Zoning Bylaw. A development permit cannot vary use, density or a floodplain specification.

The Official Community Plan may contain objectives and guidelines affecting the form and character of commercial, industrial or multi-family development within a designated development permit area. Development permit guidelines may also specify the means of protecting the natural environment and farming, as well as development from hazardous conditions.

The four specific development permit areas in Royal Oak are shown on Map 15.1. Scattered commercial, industrial and multi-family residential development that are not located within a specific development permit area are subject to the guidelines of the Saanich General development permit area.

POLICIES

- 15.1 Require that new developments conform with the development permit guidelines contained in Appendix "N" to the Official Community Plan.
- 15.2 Consider designating additional site specific development permit areas through the zoning process.
- 15.3 Establish a development permit area to protect watercourse riparian zones, including Colquitz River, Normandy Creek, Mahon Brook, Gabo Creek, Grosbeak Creek, Haliburton Brook, Rithet's Bog and their tributaries.
- 15.4 Amend the Elk Lake development permit area as shown on Map 15.1 to designate 4657 Pipeline Road (Lot C of Part 2, Plan 3255).
- 15.5 Consider incorporating the recommendations of the West Saanich Road Streetscape Study into the West Saanich Road development permit area guidelines.
- 15.6 Amend the Broadmead development permit area as shown on Map 15.1 to designate all properties in the Broadmead neighbourhood where a form and character development permit is required.

MAP 15.1
DEVELOPMENT PERMIT AREAS

16.0 STRUCTURE MAP

The Local Area Plan includes policies which address specific issues in more detail than the Saanich General Plan. The structure map illustrates the comprehensive application of these policies within the local area. It shows general land use, the transportation network and major open space areas. It is not a zoning map and does not indicate density. It is for information only and does not form part of the plan.

The Local Area Plan must be considered in association with the General Plan. In the event, however, of a difference between the policy direction of the Local Area Plan and the General Plan, the Local Area Plan policy will apply. Where the Local Area Plan is silent on an issue, the policies in the General Plan provide the framework for decision making. (See back cover for Structure Map).

ROYAL OAK STRUCTURE MAP

DEFINITIONS

The following definitions clarify the intent and content of each of the major components on the structure map, as well as the terms used throughout the plan. The Saanich General Plan 1993 contains a more comprehensive list of definitions.

Arterial Highway – a highway under the jurisdiction of the Ministry of Transportation and Highways.

Boulevard Street – a major or collector street containing vehicle lanes, bicycle lanes and pedestrian facilities and designated for special consideration with respect to planting/retention of trees and other vegetation to create a pleasant ambience.

Collector Street – a street which provides services to secondary traffic generators (i.e. neighbourhood commercial centre and parks) and distributes traffic between neighbourhoods, as well as providing direct access to residential properties. Transit service is permitted.

Commercial – an area developed or zoned for a variety of commercial activities including retail, service station, office, medical and assembly type uses.

Community Parks – spaces intended to serve several neighbourhoods. They vary in size from five to 20 hectares and will attract users from up to three kilometres away. These parks contain attractors such as higher quality play fields and courts, or special natural or horticultural features. Fifty percent of secondary school yards are considered to be community level open space.

Commuter Bikeway – an on-road cycling route designated in Saanich General Plan 1993, to be developed as a commuter cycling route. This can mean separate assigned bike lanes or wider outside lanes which permit automobile traffic to pass a cyclist without leaving the lane.

Development Permit Area – an area designated under Section 919.1 of the *Local Government Act*, requiring special consideration for the natural environment, hazardous conditions or the form and character of commercial, industrial or multi-family residential development.

General Residential Area – mainly single family dwellings on serviced, urban sized lots with duplexes, townhouses and apartment permitted on a specific zoning basis. It also includes schools, churches, local parks, convenience stores and small institutional uses.

Greenway – a linear system of open spaces that can protect habitat and ecologically sensitive areas, provide recreational opportunities and buffer adjacent uses.

Infill Lot – a vacant lot or a new lot created by subdivision within the built-up area.

Institutional – public and private establishments including educational, research, health, correctional, administrative and cultural facilities and services.

Major Road – a highway, other than arterial, where direct access from abutting properties is limited to safeguard the flow of traffic and where major intersections are controlled by traffic lights.

Multi-Family Housing – a housing complex containing two or more dwelling units on a lot; includes townhouses and apartments.

Municipal Parks – parks that serve the entire municipality and are either large enough or contain unique or special amenities that will attract and serve individuals from the entire municipality.

Neighbourhood Centre – a commercial shopping area which provides for the sale of convenience good and personal services which meet the daily needs of an immediate neighbourhood trade area and includes a supermarket.

Neighbourhood Parks – a park that focuses on local use and attracts people within walking distance of up to 800 metres. These parks often provide play environments, unstructured open spaces and play fields for local use. Fifty percent of elementary school yards are included as neighbourhood open space.

Regional Centre – a commercial centre which has one or more full line department stores and provides shopping variety for general merchandise, food, apparel, furniture and home furnishings as well as those services supplied by district and neighbourhood centres.

Residential Street – a street designed to permit low speed travel within a neighbourhood and provides access to residential parcels.

Residential Zones – the classification under the Zoning Bylaw 6120 assigned to every residential parcel. The single family dwelling zones vary from RS-2 to RS-18, which reflects variations in lot width and area and building setbacks, height and size.

Sewer Service Boundary – a line defining the area approved by Council to be serviced or intended to be serviced with municipal sanitary sewers.

Urban Containment Boundary – a boundary established in the Saanich General Plan 1993 and/or the local area plans, to separate urban and rural development. Sewer service does not generally extend beyond the Urban Containment Boundary.

Village Centre – an identifiable centre based on factors of location, history, character and social considerations comprising residential, commercial, institutional and recreation components which cater to the neighbourhoods.

APPENDIX 1

ROYAL OAK LOCAL AREA PLAN UPDATE
COMMUNITY SURVEY RESPONSES
March 1998

1. Please indicate whether you agree or disagree with each of the following statements. (Please circle your choice)

a) Natural features like trees, watercourses and open space contribute to the quality of life for residents.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
92%	7%	>1%	>1%	0

b) There are a number of high quality trails, walkways and parks distributed throughout the Royal Oak area.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
63%	28%	6%	3%	>1%

c) Playgrounds and playing fields in the Royal Oak area are adequate.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
23%	29%	35%	9%	4%

d) The predominately single family homes, parks and topography contribute to the character of the Royal Oak area.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
74%	21%	3%	2%	>1%

e) There is a good selection of housing (e.g. single family, two-family, townhouse and multi-storey apartment units) in the Royal Oak area.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
53%	31%	8%	3%	>1%

f) Additional multi-family development (e.g. townhouses and apartments) should be considered in the Royal Oak area in some suitable locations near major transportation routes and other amenities.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
7%	22%	18%	22%	31%

g) The Royal Oak area has adequate amenities to serve seniors and youth residents.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
22%	37%	22%	14%	5%

h) Broadmead Mall and Royal Oak Shopping Centre meet most day-to-day needs.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
70%	25%	>1%	4%	>1%

i) Pedestrian safety is a major concern in the Royal Oak area.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
38%	30%	15%	13%	4%

j) The Royal Oak area has a good network of sidewalks.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
17%	39%	11%	21%	12%

k) The Royal Oak area has enough facilities to make bicycling safe.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
9%	19%	34%	24%	13%

l) The Royal Oak area is well served by public transit.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
33%	34%	20%	8%	4%

m) The Royal Oak area is well served by the road system.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
54%	34%	3%	7%	2%

n) A major issue for Royal Oak residents is traffic volume and speed on local residential streets.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
54%	26%	10%	7%	2%

o) A major issue for Royal Oak residents is traffic volume and speed on West Saanich Road and Royal Oak Drive.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
54%	26%	10%	8%	2%

p) Truck traffic on Royal Oak Drive and West Saanich Road is an issue.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
37%	22%	27%	11%	2%

q) Non-resident on-street parking near the shopping centres is an issue.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
31%	21%	35%	11%	3%

2. What do you like the most about living in the Royal Oak area that should be preserved in the Local Area Plan?

- Natural setting – wildlife, open space, trees, Elk/Beaver Lake, Rithet’s Bog, walking trails
- Single family character – semi-rural, mix of housing, low density, peace and quiet, safe
- Proximity to shops, services, parks, rural areas, ferries, downtown Victoria
- Broadmead restrictive covenants – quality of buildings and landscaping
- Services in area – Royal Oak Shopping Centre, Broadmead Village, banks, medical offices, Commonwealth Pool
- Access – good roadway access, trails and transit

3. What do you dislike the most about living in the Royal Oak area that should be addressed in the Local Area Plan?

- Proposed Chantecler development
- Too much multi-family development and commercial development
- Loss of green spaces
- Traffic volume and speed especially Wilkinson Road, Emily Carr Drive, Royal Oak Drive and West Saanich Road
- Difficult turn at Royal Oak Drive southbound to Pat Bay Highway on overpass
- Intersection improvements to Royal Oak Drive/Pat Bay Highway, Royal Oak Avenue/Elk Lake Drive, Royal Oak Drive/Boulderwood Drive, West Saanich Road/Royal Oak Drive, West Saanich Road/Viewmont Avenue, Emily Carr Drive/Chatterton Way, Royal Oak Drive/Amblewood Drive, Royal Oak Drive/Emily Carr Drive
- Truck traffic Wilkinson Road, West Saanich Road, Royal Oak Drive
- Pedestrian safety especially lack of sidewalks – Wilkinson Road and from Falaise Drive to Royal Oak Middle School and Commonwealth Pool
- Broadmead covenants too restrictive

- Lack of trail maintenance
- Lack of bicycle lanes
- More transit service
- Non-residential parking – Broadmead Village – cemeteries
- Number and operation of crematoriums
- Vandalism, littering
- Air and noise pollution from traffic
- Illegal suites
- Potential redevelopment of BC Hydro and 4657 Pipeline Road properties
- Changes to vegetation/water levels at Rithet's Bog
- Lack of youth facilities
- Need more playgrounds

4. Please indicate the frequency you or someone in your household does each of the following: *Please check the appropriate box.*

	Often	Occasionally	Never
a) Use commercial services in Broadmead Shopping centre	89%	10%	1%
b) Use commercial services in the Royal Oak Shopping centre	44%	51%	5%
c) Visit offices in Royal Oak Centre & along Chatterton Way	11%	46%	43%
d) Use the local trails and parks	62%	34%	4%
e) Drive to work and school or shops	80%	15%	5%
f) Use transit, cycling or walking as a primary transportation mode	20%	51%	29%
g) Use West Saanich Road as a primary route	23%	50%	27%
h) Use Pat Bay Highway as a primary route	68%	27%	5%
i) Use Royal Oak Drive as a primary route	73%	24%	3%
j) Use Viewmont/Greenlea as a primary route	10%	15%	75%
k) Use Wilkinson Road as a primary route	30%	50%	20%
l) Use Chatterton Way as a primary route	31%	48%	21%
m) Use Emily Carr Drive as a primary route	31%	31%	38%

5. Is there some other issue you feel strongly about? Please continue issues on an attached sheet, if necessary.

- Similar comments to #3 above