



Shelbourne Valley Action Plan



Acknowledgments

In the fall of 2009 the Shelbourne Valley Stakeholders Committee was formed. The Committee's purpose was to help facilitate the citizen engagement process, identify attributes and issues, provide feedback on ideas and concepts, and realize a vision for the Valley. The Committee met almost monthly over the first two years of the planning process to help develop and distribute a vision survey, support a community mapping exercise, and organize open houses and community events related to the Action Plan. The meetings often featured guest speakers who spoke about issues and topics related to the Plan area. The Committee continued to meet up until the Plan was presented to Council, providing valuable feedback on the studies, as well as drafts of this Plan.

Through the work and effort of the Committee it is hoped that the implementation of this Plan will result in an effective environment for the residents and stakeholders of the Shelbourne Valley.

Members and contributors to the Shelbourne Valley Action Plan Committee include:

Mark Adams (Mt. Tolmie Community Association)	Ken Josephson (UVic office of Community Based Research)
Doug Anderson (resident)	Lisa Kadonaga (resident, UVic Dept. of Geography)
Mei Ang (resident)	Steve Katchur (Lifecycles)
Bev Bain (Shelbourne Plaza)	Travis Lee (area property owner and developer Tri Eagle Developments)
Natalie Bandringa (Bowker Creek Initiative)	Maeve Lydon (UVic office of Community Based Research)
Chris Bartlett (Quadra Cedar Hill Community Association)	Patty Mack (Mt. Tolmie Community Association)
Dee Barton (resident)	Meredith Maddern (business owner)
Adam Beech (Camosun Community Association)	Helena Mahoney (Lifecycles)
Marlene Bergstrom (Mt. Tolmie Community Association)	Annie McKittrick (social planner and multi cultural consultant)
Steve Coe (Gordon Head Residents Association)	Duncan McLelland (Victoria Cycling Coalition)
Neil Connelly (UVic Campus Planning)	Michael Murgatroyd (St. Michael's University School)
Shannon Craig (Camosun College)	Jean Newton (resident)
Nikki Curnow (Bowker Creek Initiative)	Tom Newton (resident)
Mark Davie (resident)	Judith Sales (resident)
Matthew Desjardins (resident)	Paul Sales (resident)
Roberta Ferguson (Morguard Investments Ltd)	John Schmuck (Quadra Cedar Hill Community Association)
Theresa Fingler (UVic office of Community Based Research)	Ted Sheldon (resident)
Michael Fisher (Greater Victoria Cycling Coalition)	Peter Spurr (Mt. Tolmie Community Association)
Rita Fromholt (Sustainability Coordinator UVic)	Alana Stewart (Gordon Head Residents Association)
James Gardiner (real estate agent and developer)	Ray Straatsma (resident)
Andrea Gleichauf (resident)	Barbara Tabata (Gordon Head Residents Association)
Tanis Gower (Bowker Creek Initiative)	Regina Ternus (Gordon Head Residents Association)
Ian Graeme (Bowker Creek Initiative)	Lee Thiessen (resident)
Don Gunn (Gordon Head Residents Association)	Lisa Timmons (resident)
Elsie Habbick (resident)	Alan Toews (resident)
Karin Hanwell (Camosun College)	Ray Travers (resident, Western Front Association – memorial trees)
Soren Henrich (Bowker Creek Initiative)	Alastair Wade (Gordon Head Residents Association)
Tim Hewitt (planning consultant)	James Wadsworth (Transportation Planner BC Transit)
Julie Higginson (Camosun College)	Jody Watson (CRD Planner)
David Hill (resident)	Sarah Webb (CRD Active Transportation Program Manager)
Kathy Hogan (Victoria Urban Development Institute)	Elaine Weidner (resident)
John Holland (UVic Bike Users Committee)	Pam Williams (resident)
Caleb Horn (Camosun Community Association)	Mary Wise (University Heights Shopping Centre)
Daniel Hsu (resident)	Harald Wolf (North Quadra)
Delano James (resident)	Sandie Wood (Brannigans Restaurant)
Derek Johnston (resident)	Don Wuest (business owner)

The development of the Shelbourne Valley Action Plan was supported by two studies completed by consultants that analyzed and provided recommendations on core plan content:

- D'Ambrosio Architecture + Urbanism in collaboration with Landeca – Land Use and Urban Design Study
- Urban Systems – Transportation Study

Shelbourne Valley Action Plan 2017

Appendix O to Bylaw 8940
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Prepared by the District of Saanich Planning Department
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INTRODUCTION



1.1 | What is an Action Plan?

All planning in Saanich is guided by the objectives and policies of the Official Community Plan (OCP). Action Plans, like Local Area Plans, translate OCP objectives into detailed policies and initiatives that reflect local community values and context.

Action Plans, while inclusive and holistic, usually focus around certain objectives specific to an area's needs. For the Shelbourne Valley, the most urgent needs are mobility network enhancements to better accommodate walking, cycling, and public transit and land use and urban design changes to create Centres and Villages that are exceptional places to live, work and play.

The Shelbourne Valley Action Plan is about identifying tangible, achievable actions that materially implement the goals of the OCP and other higher level plans such as the Regional Growth Strategy, the Climate Action Plan and the Transit Future Plan.

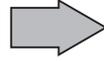
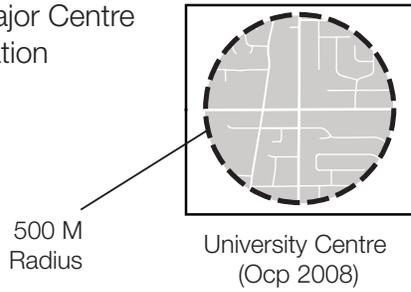


Shelbourne Street Rainbow: Soren Henrich

Land Use

Official Community Plan:

OCP Major Centre Designation



Action Plan:

Detailed Land Use and Height Designation



Transportation

Various Policy Documents:

Separated On-street Bike Route



CRD PCMP Pedestrian & Cycling Master Plan (2011)

Frequent Transit Corridor

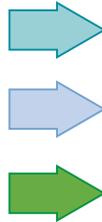


Transit Future Plan BC Transit 25-yr Plan (2011)

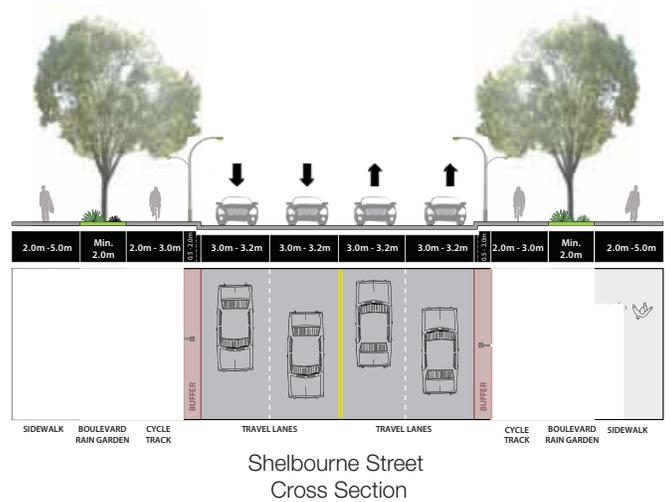
Major Road Commuter Bikeway



Saanich OCP (Official Community Plan 2008)



Action Plan:



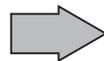
Urban Design

Official Community Plan:

Urban Design & Accessibility Policies



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Action Plan:

Shelbourne Valley Urban Design Principles

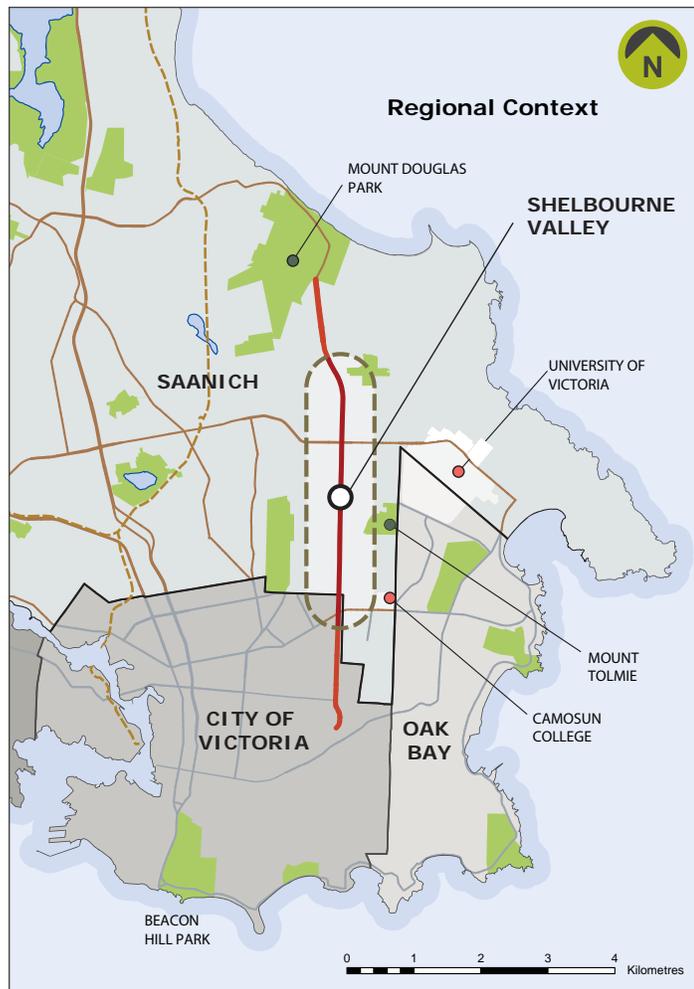


Figure 1.1 | From Official Community Plan to Action Plan

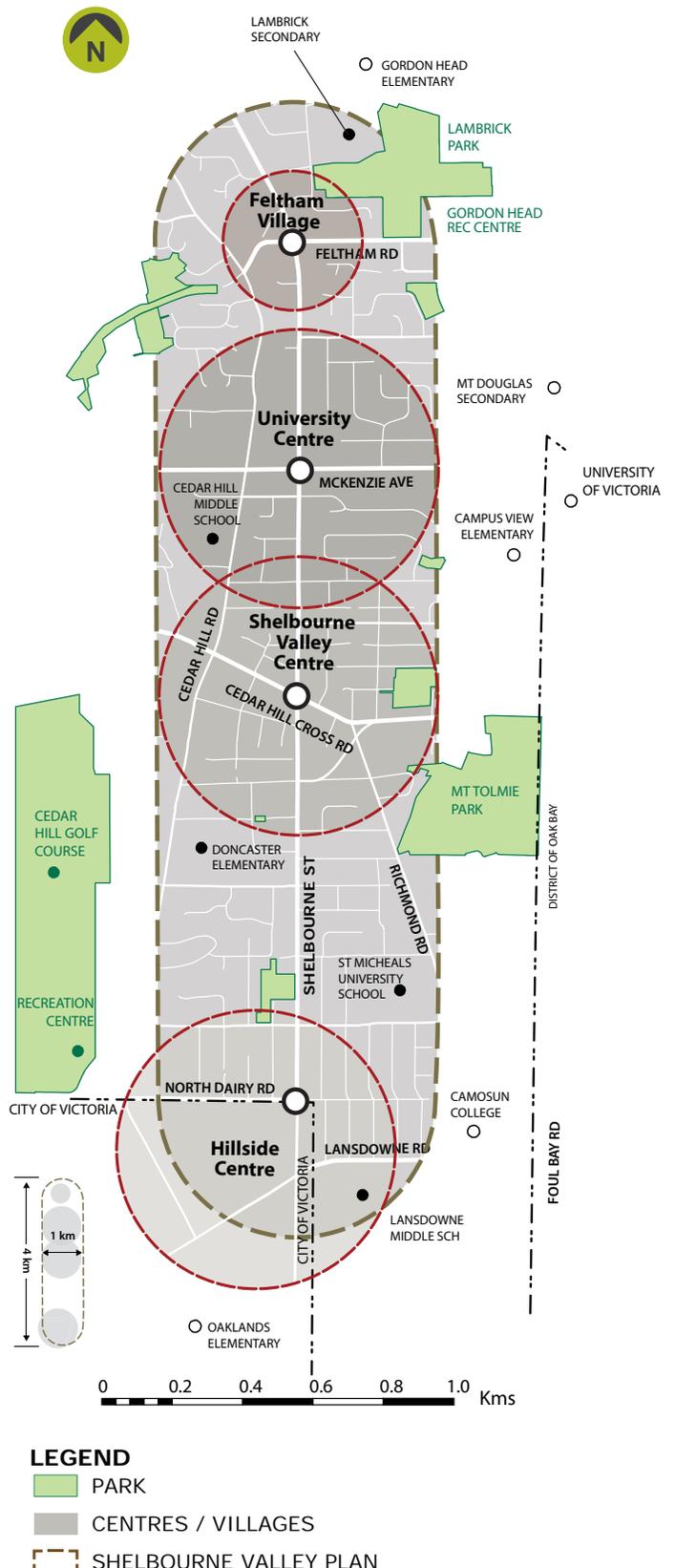
1.2 | Planning Area

The Shelbourne Valley Action Plan area (Map 1.2) is approximately 4 km in length. The boundaries extend 500 m north of Feltham Road and 500 m south of North Dairy Road. From east to west the Plan area extends 500 m on either side of Shelbourne Street. The Valley's four major intersections act as the focal points for the Valley's Centres and Village: Feltham Village, University Centre, Shelbourne Valley Centre and Hillside Centre. Currently, the Centres and Village contain a mix of commercial, institutional, and multi-family residential uses that are largely surrounded by low density single family housing.

Shelbourne Street is a major north-south route in the regional transportation network, connecting much of eastern and northern Saanich with major regional destinations, such as Camosun College, the University of Victoria, Hillside Mall and downtown Victoria. The Valley itself is an important regional destination, supplying goods and services to an area far beyond its boundaries. Map 1.1 shows the Shelbourne Valley in the regional context.



Map 1.1 | Regional Context



Map 1.2 | Shelbourne Valley Planning Area

1.3 | Plan Purpose

The purpose of the Shelbourne Valley Action Plan is to create a comprehensive 30 year vision and implementation plan for the Shelbourne Valley. It is intended to build on and directly implement the Official Community Plan's vision of environmental integrity, social well-being and economic vibrancy. While the Action Plan comprehensively addresses a range of topics, the primary focus is to deliver land use and mobility enhancements. These enhancements seek to fundamentally change the character of the Valley to create vibrant and liveable Centres and Villages and a balanced mobility network where walking, cycling and public transit are inviting options for all ages and abilities.



Mt. Tolmie Summit - Looking North

1.4 | Community Engagement

Development of the Action Plan involved extensive public engagement with stakeholders who live, work, play, shop, study and travel in the Valley. The following is a summary of key stages and events in the engagement process:

Project Initiation

- The Shelbourne Valley Stakeholders Committee, representing a diverse range of Valley interests, is formed to help guide the engagement process, identify issues, and assist in engaging citizens.
- Open House #1, attended by over 200 people, is held to initiate the process and introduce the Vision Survey and Community Mapping exercise. An identical virtual open house was also available online.

Community Visioning

- A Vision Survey identified issues, gaps and a vision for the Valley and was completed by 797 people.
- A Community Mapping exercise conducted at the same time as the Vision Survey is completed by an estimated 1000 people.
- Open House #2 held to display the results of the Vision Survey and Community Mapping exercise. Attended by approximately 200 people.
- Stakeholder initiated activities were undertaken that linked directly to the objectives of the Action Plan, including:
 - A forum on the human and natural history of the Valley;
 - Two video showings on how to make a community walkable; and,
 - Stakeholder drafted “Creating a Walkable Shelbourne Community” report.

Exploring Options

- Three Open Houses, and a virtual on-line open house, held to review the ideas, concepts and recommendations of the Transportation and Land Use and Urban Design studies. Approximately 400 people attended the 3 open houses and 334 completed the accompanying survey at the open houses and on-line.
- Focus groups held with 14 stakeholder groups to review the ideas, concepts and recommendations of the studies.

Draft Plan Review

- Four open houses, and a virtual on-line open house, held to review the first draft of the Plan. Approximately 1,000 people attend the open houses and 359 complete the accompanying survey.

Short Term Mobility Actions

As directed by Council, staff explored short-term mobility actions to accelerate pedestrian and cycling improvements in the Valley, consultation included:

- Five open houses attended by approximately 1,500 people;
- Two surveys to assess preferred short-term implementation options (2,652 total completed surveys);
- Twelve meetings with stakeholder group; and
- Information available online through virtual open house, videos of full design options for Shelbourne Street and an online survey.



1.5 | Organization of the Plan

The Shelbourne Valley Action Plan is organized into eight sections.

Sections 1 to 3 provide context on the role of an Action Plan, the Plan's vision and goals, the community engagement process used to create the Plan, and the history, challenges and opportunities in the Valley.

Sections 4 to 7 are the policy sections of the Plan and cover the topics of environment, land use, mobility and urban design and accessibility. These sections identify a series of policies that will be implemented over the course of 30 years to achieve the vision for the Shelbourne Valley.

Section 8 outlines a series of implementation actions and identifies short, medium and long term priorities. Complementing the overall implementation plan, the Short Term Mobility Action Program identifies a series of mobility actions that will be completed in the near term to address pressing issues. A framework has also been established to track progress towards the goals of the Plan.

Section 9 contains appendices, including a Glossary providing definitions of the terms used in the Plan, and a list of amendments.



Richmond Gate Townhouses, Pear Street

2

VISION & GOALS





2.1 | Community Vision

The 30 year vision for the Shelbourne Valley reflects not only the Official Community Plan, but also the vision articulated by the Valley's community members and stakeholders throughout an extensive public engagement process (See section 1.4 Community Engagement). The following narrative describes the 30 year vision for the Valley.



Wide sidewalks line all major streets, separated from traffic by treed boulevards. Cycle tracks run along both sides of Shelbourne Street, while bike lanes are incorporated onto other major streets. Greenways provide safe routes for cyclists and pedestrians to weave their way through the Valley, connecting major destinations within and beyond the Valley. Connectivity is increased by new pathways for cycling and walking. Frequent transit runs down Shelbourne Street on dedicated transit lanes with comfortable, safe, accessible weather protected bus stops. Major intersections are made “skinnier” to allow for safer, shorter crossing distances for people with mobility challenges and an enhanced public realm reinforces Shelbourne Street’s role as the Valley’s walkable main street.

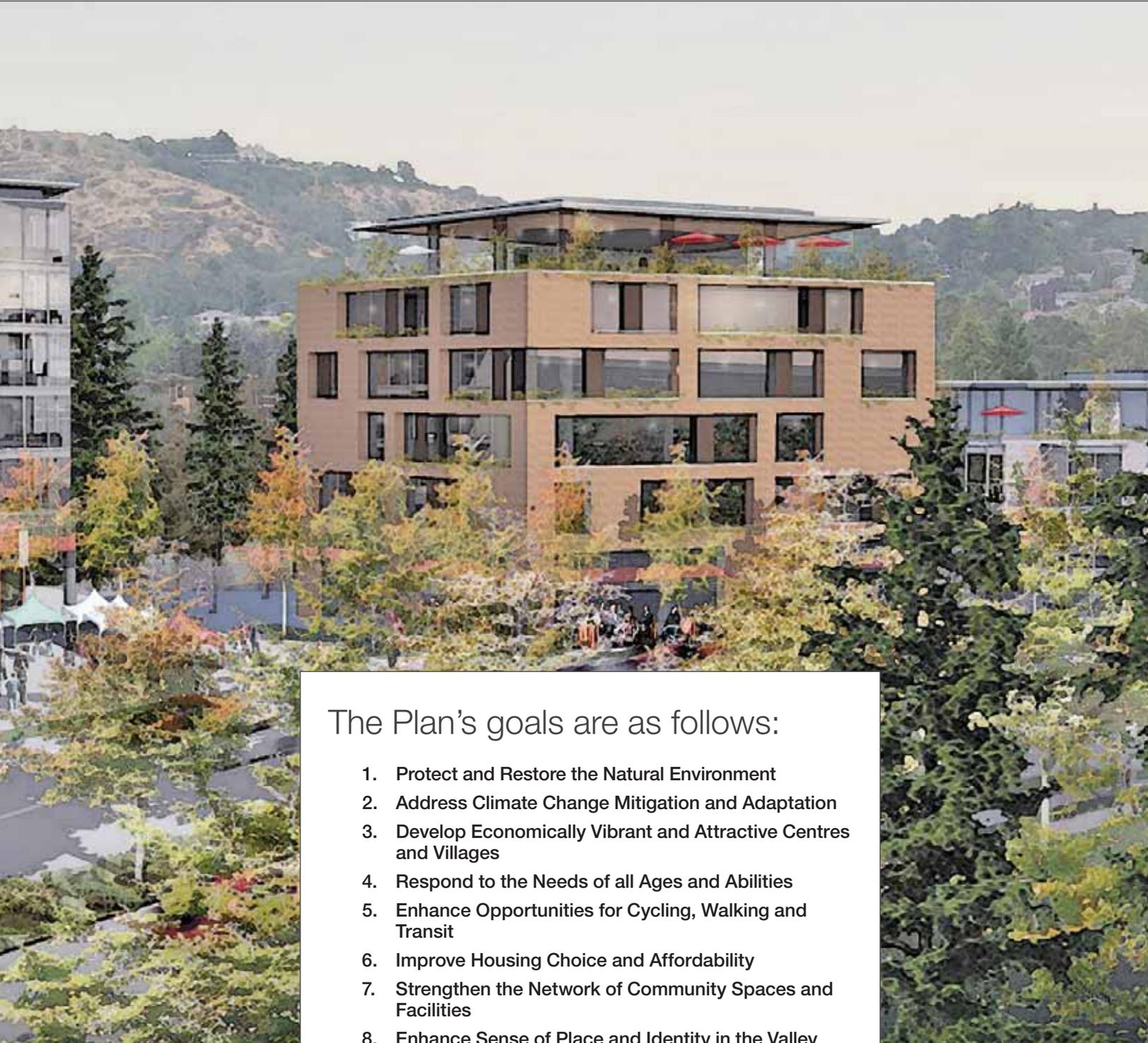
The Shelbourne Valley is recognized as a place to be, with vibrant mixed-use Centres and a Village that are hubs of community activity and are easily accessible by bike, foot and public transit. Centres, through incremental redevelopment, are now characterized by mixed use development, with building height moderated by quality design and ample open space. Feltham Village, University Centre, Shelbourne Valley Centre, and Hillside Centre each have their own unique ‘sense of place’. A variety of housing is available within each Centre and Village and along Shelbourne Street, supporting a diverse population in livable and complete neighbourhoods that provide easy access to a range of goods and services.

The core of each Centre and Village is people friendly with both public and private spaces for community gatherings, sidewalk patios, public art and other attributes that invite people to interact and explore. The Valley’s natural environment is protected, respected and acknowledged. Bowker Creek flows again and is an integral part of the Valley and swales and rain gardens are incorporated into new developments and streetscapes. Tree planting, new boulevards and other landscaping features further enhance the appearance of the Valley, while new parks address the needs of a growing population. Shelbourne’s role as a Boer and First World War memorial street is revived with the planting of London Plane trees on its boulevards.



2.2 | Plan Goals

The Shelbourne Valley Action Plan builds on the policies and principles of the Sustainable Saanich Official Community Plan. The Action Plan's goals reflect community aspirations for the Valley and provide an overarching framework for the Plan to achieve a livable, sustainable Valley. Detailed objectives embedded within each of the chapters further express the broad intentions of the Plan.



The Plan's goals are as follows:

1. **Protect and Restore the Natural Environment**
2. **Address Climate Change Mitigation and Adaptation**
3. **Develop Economically Vibrant and Attractive Centres and Villages**
4. **Respond to the Needs of all Ages and Abilities**
5. **Enhance Opportunities for Cycling, Walking and Transit**
6. **Improve Housing Choice and Affordability**
7. **Strengthen the Network of Community Spaces and Facilities**
8. **Enhance Sense of Place and Identity in the Valley**

2.3 | Shelbourne Street Vision

The Shelbourne Valley Action Plan process was largely initiated based on a desire to transform Shelbourne Street into a Great Street that brings people of all ages together, inspires a sense of community and provides a space for urban public life. Each section of the Plan includes directions that will contribute to transforming Shelbourne Street into a Great Street – some building on existing assets, while others incorporating new elements. Here are some of the key building blocks in each chapter:

Environment

- Trees that provide a character and a canopy to the street
- Rain gardens and bioswales that treat stormwater and soften the public realm
- Bowker Creek restoration that reconnects people with nature

Land Use

- Shops and institutions that provide a range of goods and services and create streetfront activity and vibrancy
- Parks and open spaces that foster social interaction and animate Centres and Villages
- More housing opportunities suited to a range of demographics, incomes and household sizes
- Community facilities that are prominent hubs of activity

Mobility

- Comfortable, wide sidewalks supported by benches, water fountains and other pedestrian amenities
- Cycle tracks that provide a high quality cycling experience along the full extent of Shelbourne Street
- High quality, frequent transit service supported by a transition to dedicated transit lanes on Shelbourne Street
- A better connected pedestrian network with shorter crossing distances and more route options

Urban Design and Accessibility

- Buildings that support and engage the pedestrian realm
- Public spaces that are well-designed and have a direct connection to the street
- High quality street furniture and public art that reinforce the identity of the Valley
- A barrier free public realm that is comfortably accessible for all ages and abilities



The Vision for Shelbourne Street, which acts as the “spine” of this community, is based upon foundational Planning work in the areas of: Sustainable Development; Healthy Communities; Complete Streets and Placemaking.

Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

~Brundtland Report 1987

The Healthy Communities approach addresses multiple determinants of health (social, economic, environment, physical) and is based on five essential strategies - or building blocks- to build on a community's existing capacity to improve community health and well-being: Community engagement; Multi-sectoral collaboration; Political commitment; Healthy public policy; and Asset-based community development.

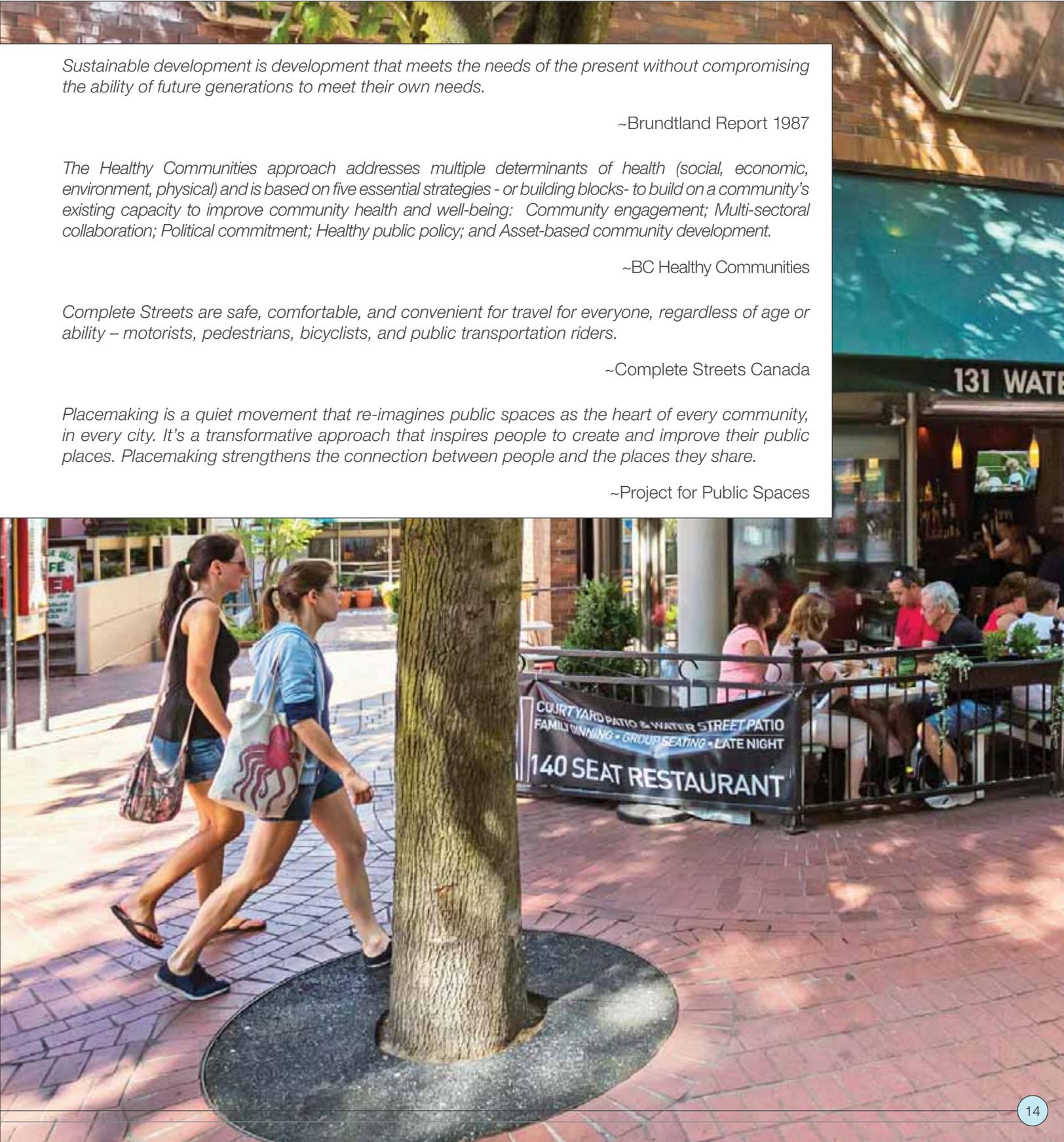
~BC Healthy Communities

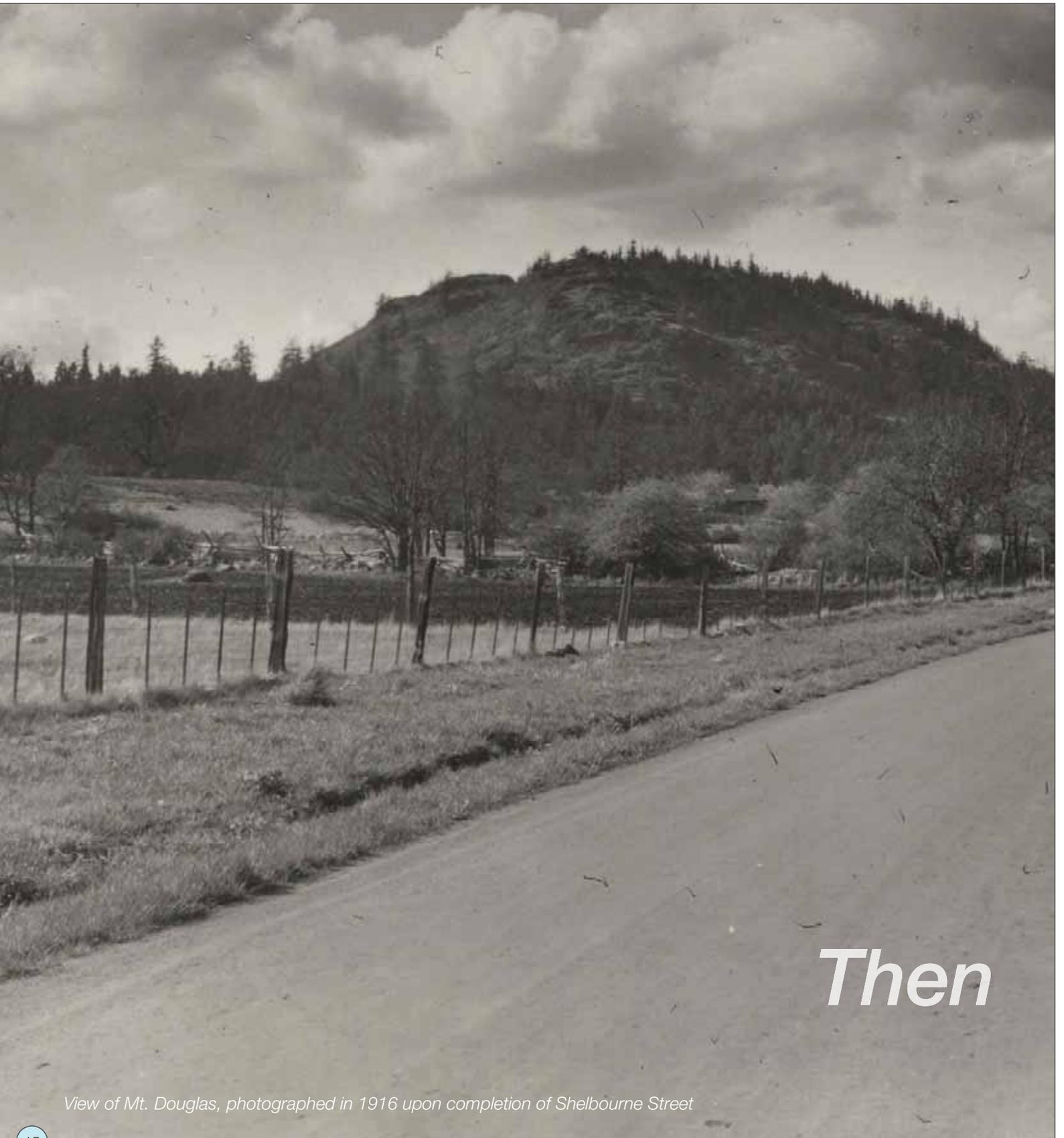
Complete Streets are safe, comfortable, and convenient for travel for everyone, regardless of age or ability – motorists, pedestrians, bicyclists, and public transportation riders.

~Complete Streets Canada

Placemaking is a quiet movement that re-imagines public spaces as the heart of every community, in every city. It's a transformative approach that inspires people to create and improve their public places. Placemaking strengthens the connection between people and the places they share.

~Project for Public Spaces





Then

View of Mt. Douglas, photographed in 1916 upon completion of Shelbourne Street



Now

View of Mt. Douglas, from Shelbourne Street

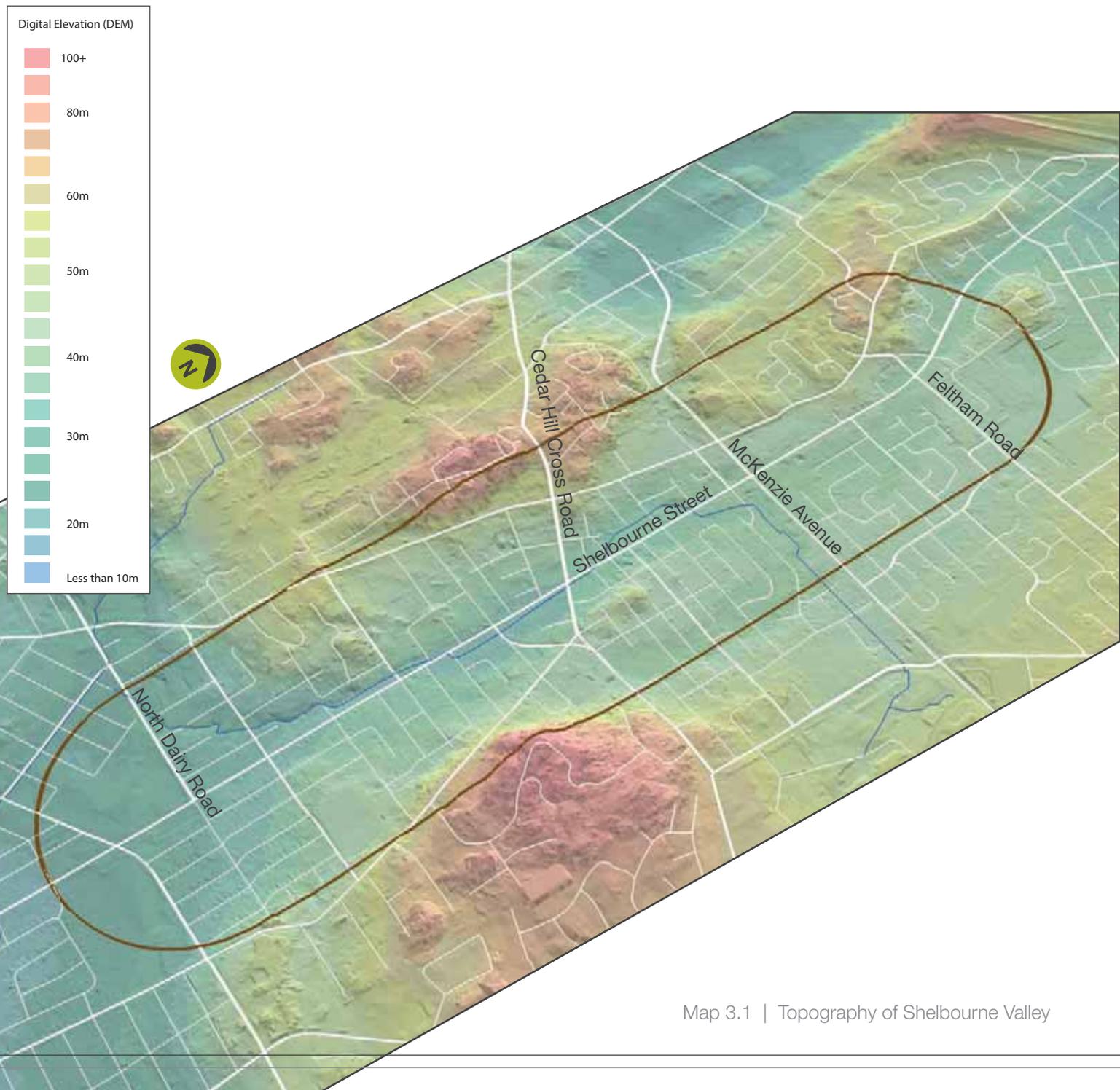


3 PLANNING CONTEXT



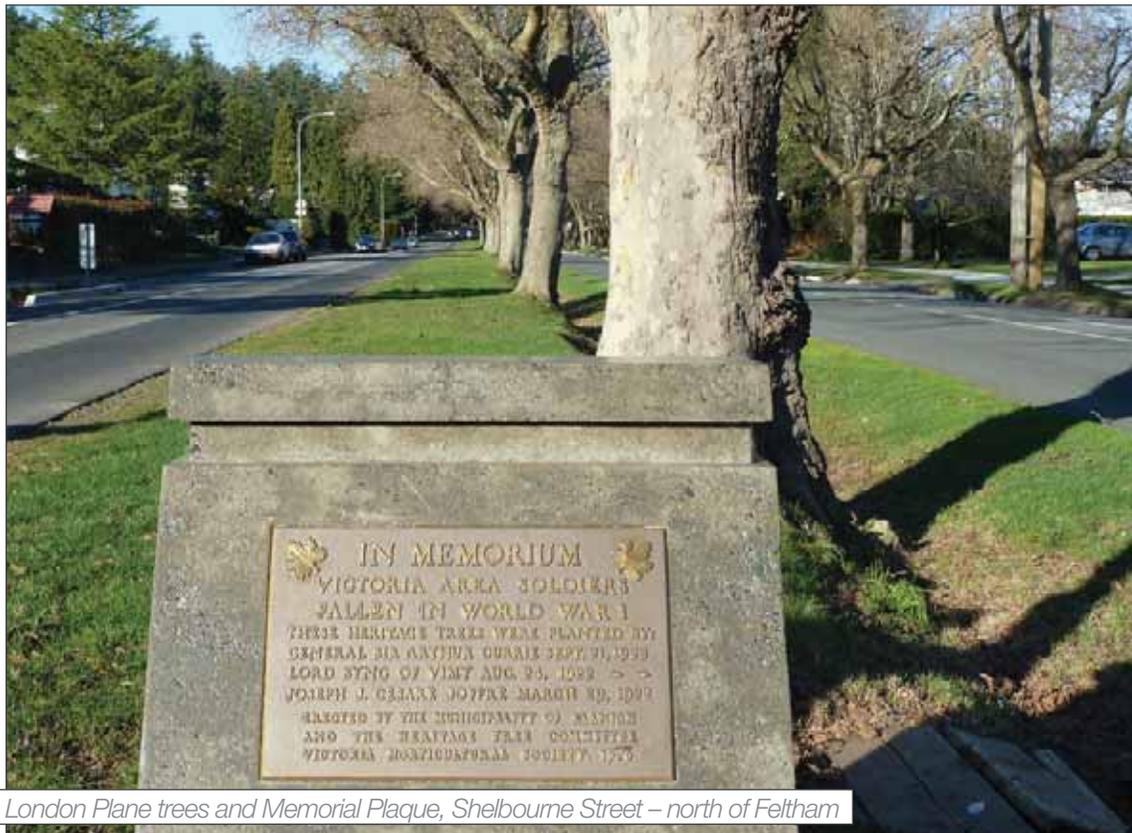
3.1 | Physical Setting

The Shelbourne Valley is framed by Mt. Tolmie to the east, the Doncaster Escarpment to the west and Mt. Douglas to the north. The glacier carved valley is relatively flat with a due north alignment, making it an ideal transportation corridor. Bowker Creek was a prominent feature in the Valley before being piped underground. A small stretch of the Creek remains open at the south end of the Valley.



Map 3.1 | Topography of Shelbourne Valley

3.2 | History of the Shelbourne Valley



London Plane trees and Memorial Plaque, Shelbourne Street – north of Feltham



Human settlement in the Shelbourne Valley dates back over 4,000 years ago. The Songhees First Nation were attracted to the Valley by the bulb and root crops that grew in extensive Garry Oak meadows. Early European settlers arrived after the establishment of Fort Victoria in 1843 and began planting crops and raising livestock in the Valley.

The first trails through the Valley were established by First Nations people travelling to Fort Victoria from Cordova Bay. The trail followed the current route of Cedar Hill Road to avoid the flood prone Valley floor. Eventually, to reduce flooding, tiled ditches were installed along Bowker Creek and later replaced by pipes, which carry the Creek underground through most of the Valley.

In 1912, it was decided to build a more level and direct road between the Valley's farms and Victoria. Shelbourne Street was completed in 1916. In 1921, Shelbourne Street was dedicated as Canada's first Road of Remembrance in honour of BC residents killed during the Boer and First World Wars. The project, which involved the planting of a London Plane tree for each fallen soldier, was never finished. Reminders of what the street once looked like can be seen north of Feltham Road where rows of London Plane trees parallel the northbound lanes.

Throughout the 20th century, much of the Valley's original farms were subdivided into single family lots as motor vehicles allowed residents to live further from work and services. Shopping centres and strip malls began to appear in the late 1950s' serving the Valley's rapidly developing neighbourhoods.

In the early 1960s' construction of the University of Victoria began. In anticipation of what the University would mean to the surrounding area, a Plan for the University Area (1966) was developed that recommended new roads, sewers, as well as apartment buildings and commercial uses along Shelbourne Street to serve the University population. Since the 1970s, low rise apartment buildings, townhouses and congregate care homes were built along major streets and intersections to take advantage of convenient access to transit and services.



Saanich Archives

3.3 | Population Characteristics

Population: Approximately 11,000 people live within the boundaries of the Shelbourne Valley Plan Area. Between 2006 and 2011, the population increased by approximately 300 people, an annual growth rate of 0.56%, approximately double that of the rest of Saanich. Figure 3.1 shows the age distribution in the Valley and Saanich as a whole.

Seniors: The Shelbourne Valley is home to an aging population. Nearly one quarter of the population is 65 years and over, compared to 18% for Saanich as a whole. This reflects the number of apartments and seniors' congregate care facilities in the Valley. By 2026, it is expected that 1 in 3 Saanich residents will be over the age of 55.

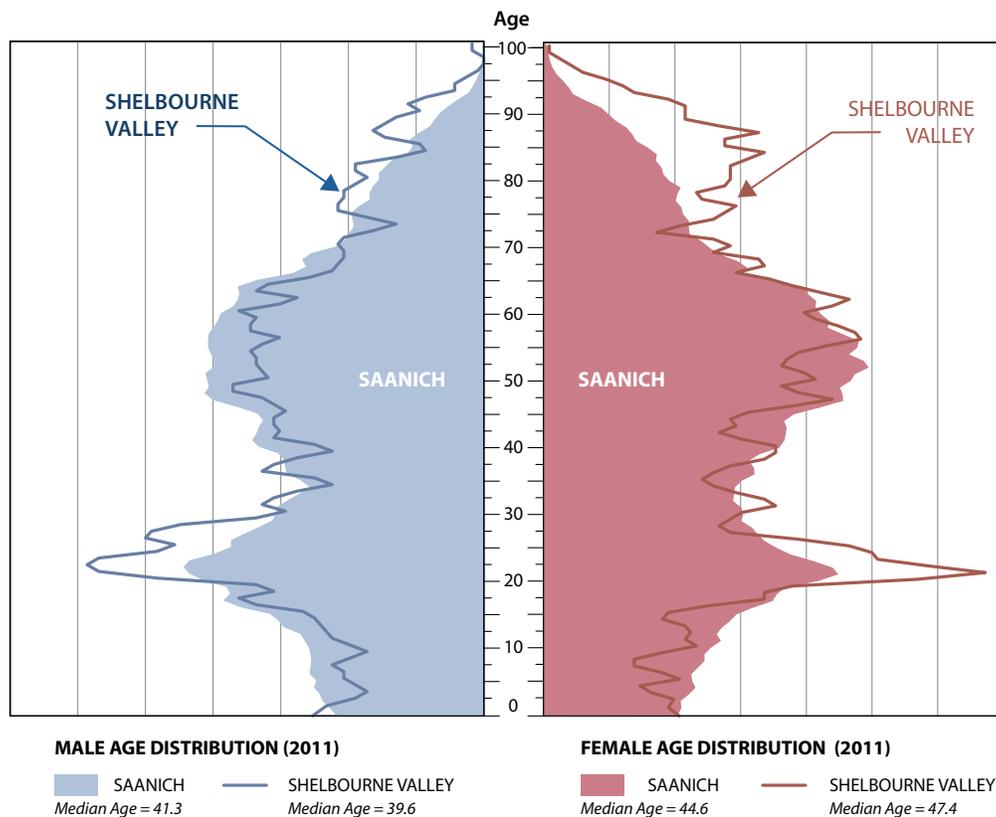
Young Adults and Children: The Valley has a smaller percentage of family households with children than Saanich as a whole. Conversely, there are far more young adults between 20 and 34 years of age in the Valley than Saanich as a whole, a reflection of the large number of college and university students in the area.

Household Size: The Valley has an average household size of 2.1 persons, on par with the regional average. Average household size in Saanich has been dropping over the past several decades, in part because of lower birth rates and an aging population.

Rental Housing: Rental households are more common in the Valley than in Saanich (37.4% compared to 26.9%), reflecting a higher proportion of apartments, seniors' care facilities, and a sizeable student population in the Valley. Proximity to the University of Victoria and Camosun College creates strong demand for rental accommodation in the Valley.

Transportation Preferences: Valley residents are less likely to use single occupant motor vehicles than Saanich residents as a whole. In part, this corresponds to the convenience of transit use, but also a higher percentage of university and college students, who are less likely to own a car and are within walking or cycling distance of campus, and a higher percentage of older seniors who may no longer drive.

Source: Adapted from Statistics Canada; Census of Population, 2006 and 2011



Source: Statistics Canada; Census of Population, 2011

Figure 3.1 | Population Age Distribution – Saanich and the Shelbourne Valley

3.4 | Opportunities and Challenges

The Shelbourne Valley presents tremendous opportunities to implement innovative approaches that reflect the sustainability vision of the Official Community Plan (OCP). Existing services and amenities and proximity to major regional destinations give the Valley prominence in Saanich and the region as a whole. While many of the functional elements are in place, the Valley's urban structure requires adaptation to truly advance the goals of this Plan. Key opportunities and challenges in the Valley include:

Redesigning the Street Network to Prioritize Walking and Cycling

Most of the Shelbourne Valley's transportation facilities were designed when free movement of automobiles was the top priority. Contemporary transportation planning and community values are now more aligned with an approach that accommodates all modes in a meaningful way. Redesigning the street network to add connections for pedestrians and cyclists, break up superblocks, improve crossings of major streets, create safe and comfortable sidewalks and implement cycling facilities, will require a significant investment and ongoing effort.

Fulfilling the Many Visions for the Future of Shelbourne Street

Shelbourne Street has been identified in numerous plans as a vital corridor to implement regionally and locally important goals. Its designation as a major cycling route, frequent transit route, and major road all have implications for the physical design of the street. Aspirations around the restoration of Bowker Creek, enhancement of the urban forest, and public realm improvements provide an added layer of complexity to consider in the design. Even as Shelbourne Street's narrow right of way is expanded, trade-offs will still need to be made to best optimize the numerous, but vitally important, goals.

Achieving Redevelopment in Centres and Villages and along Shelbourne Street

Implementation of much of this Plan relies on redevelopment. The addition of public space, enhancement of cycling and walking facilities, and redesign of the public realm largely depends on opportunities presented at the time of redevelopment. At present, a large portion of the Valley is underdeveloped relative to existing zoning. New land use and height designations need to strike a balance between providing sufficient incentive for properties to feasibly redevelop and achieving a scale that is appropriate for the area. Redevelopment in these areas will result in improvements throughout the Valley and also advance broader climate change and energy goals.

Creating a Sense of Place in the Valley

Valley stakeholders indicated a strong desire for public spaces that foster a sense of community, however there are very few spaces of this kind in the Valley. Existing public spaces are either disconnected from the commercial cores of the Village and Centres or significantly impacted by motor vehicles. New public spaces, in the form of plazas, parks and greenways, will help to provide locations for social interaction and natural features, such as Bowker Creek. However, the largest portion of public space, road right of ways, will also need to incorporate placemaking elements, be reinforced by buildings with a pedestrian orientation and generally provide a high quality, livable environment that fosters social engagement and interaction.

Adapting to an Aging Population and Attracting Families

Saanich's population of seniors is expected to grow significantly. The Shelbourne Valley is an ideal location to accommodate this segment of the population, as well as families, due to the availability of services and amenities within each Centre and Village. Accommodating a diversity of housing forms with varying levels of support services will help to make the area suitable for a range of people. Additionally, improvements to the mobility network will be needed to ensure safe and convenient travel for a range of abilities.



3.5 | Planning Framework

The Shelbourne Valley Action Plan works in concert with a number of other documents to provide direction for future change in the community. The Shelbourne Valley Action Plan overlaps the boundaries of three Local Area Plans. In instances where there is direct conflict between the Shelbourne Valley Action Plan and a Local Area Plan, the Shelbourne Valley Action Plan will take precedence.

Saanich Official Community Plan (2008):

Planning in Saanich is guided by the Official Community Plan (OCP). The OCP is an expression of the fundamental values and goals of the community and is the principal legislative tool for guiding future growth and change. Local Area Plans (of which there are three in the Valley) and Action Plans adapt the policies and principles of the OCP to guide planning decisions within specific areas and neighbourhoods.

Quadra Local Area Plan (2001):

The Quadra local area includes the area west of Cedar Hill Road between McKenzie Avenue and Derby Road. Key directions in the Plan include retention of single family housing as the dominant housing type, multi family housing located near commercial centres close to public transit, supports for improvements to transit and cycling facilities and preservation of streetscapes as part of neighbourhood character.

Gordon Head Local Area Plan (1997):

The Gordon Head local area includes all of the Action Plan area north of McKenzie Avenue. Key policies include keeping single family housing as the primary form of development and making the community more bicycle and pedestrian friendly. The Gordon Head Action Plan: Greenways, Bikeways and Pedestrian Mobility supports the Local Area Plan by identifying further cycling and walking improvements in the area.

Shelbourne Local Area Plan (1998):

The Shelbourne local area includes most of the Valley south of McKenzie Avenue. The Plan was the first to recommend an action plan that considers future land use, the pedestrian environment, streetscape, and cycling facilities. Key elements of the Plan focus on compatibility of multi family housing and commercial uses with the neighbourhood, encouragement of local retail opportunities and a sustainable village at Shelbourne Street and Cedar Hill Cross Road.

Bowker Creek Blueprint (2011):

The Blueprint is a 100 year plan for protecting, enhancing and reviving the Bowker Creek watershed, much of which flows underground in the Shelbourne Valley. Short term objectives include removal of invasive species and riparian restoration while long term objectives include channel widening, re-sloping creek banks, realignment, daylighting, and expanding the Bowker Creek Greenway to connect parks and natural areas in the Valley.

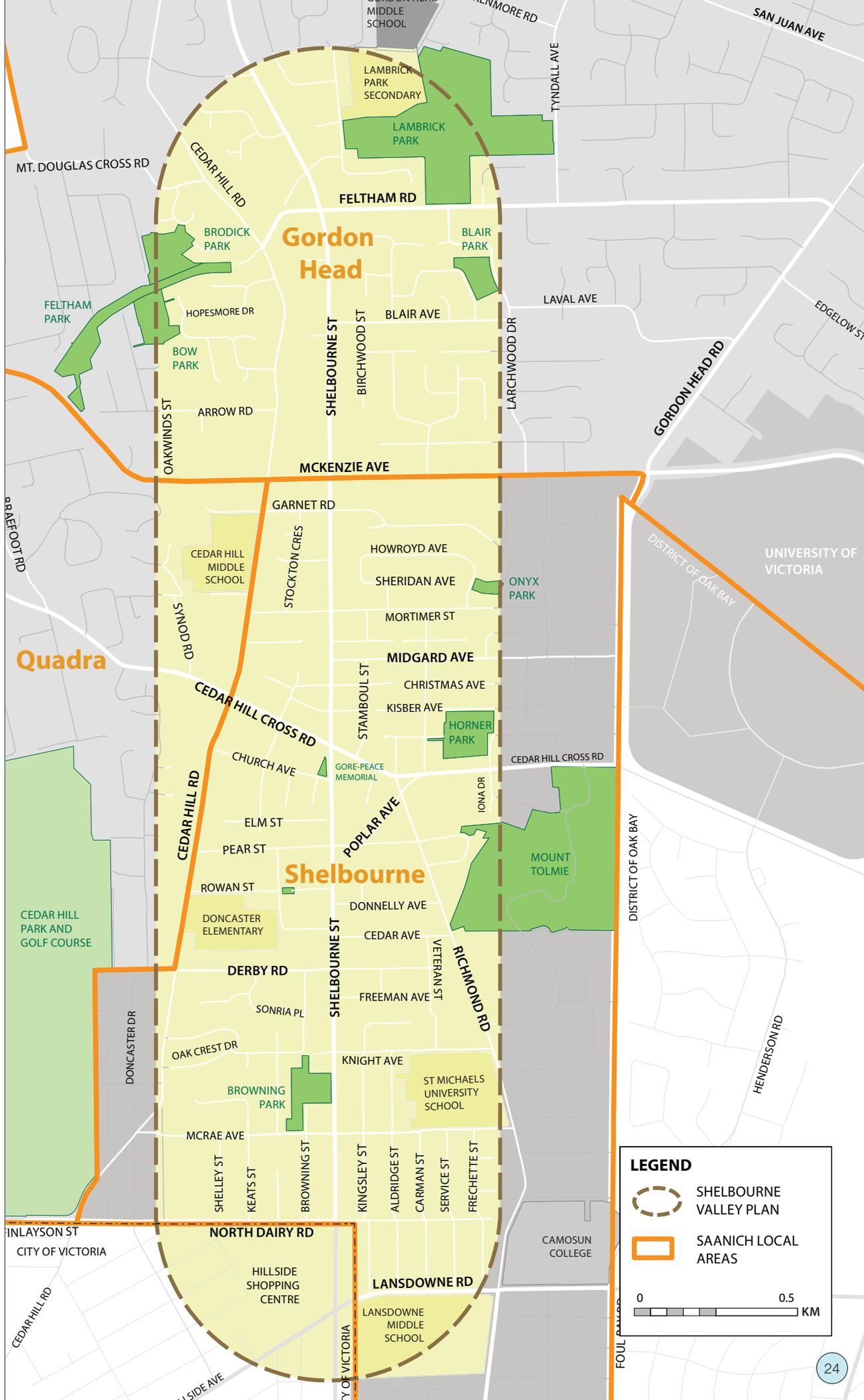
Other Regional and Municipal Plans:

Other regional and municipal plans (i.e. Regional Sustainability Strategy, Regional Pedestrian and Cycling Master Plan, Climate Action Plan, Urban Forest Strategy) also have an influence on the Valley and Action Plan directions.





Map 3.2 | Local Areas



4 ENVIRONMENT







Introduction

The health and functioning of natural systems is critical to the well-being of communities, both locally and globally. Addressing the issues of climate change, resource depletion and energy security is critical to the health of future generations. All sections of the Plan work towards improving conditions with respect to each of these issues, while the Environment section specifically focuses on natural resources and systems and how they can be best managed in the Valley to improve environmental outcomes.

Watercourses, the urban forest and other natural areas are vital to the community's liveability, health and environmental sustainability. They support biodiversity, cleaner air and water, animal and plant habitat, stormwater management and contribute to climate change resiliency. They provide opportunities for residents to connect with nature, enjoy a quiet moment, and better understand natural processes and systems.

The Shelbourne Valley has a number of significant remnant natural features and areas which have historically been important components of the Valley's natural environment. Over the years, however, they have been altered, diminished and, in some cases, lost. Land was initially cleared to create farm fields, followed by extensive residential and commercial development that impacted the two primary environmental features in the Valley: extensive Garry Oak ecosystems; and, Bowker Creek.

Energy security is a critical element of a resilient community. By encouraging less energy intensive housing forms, providing better walking, cycling and public transit options, and integrating environmental considerations into urban design overall energy consumption can be reduced. Also, through increasing densities and updating infrastructure, the feasibility of establishing a localized district energy system will be improved.

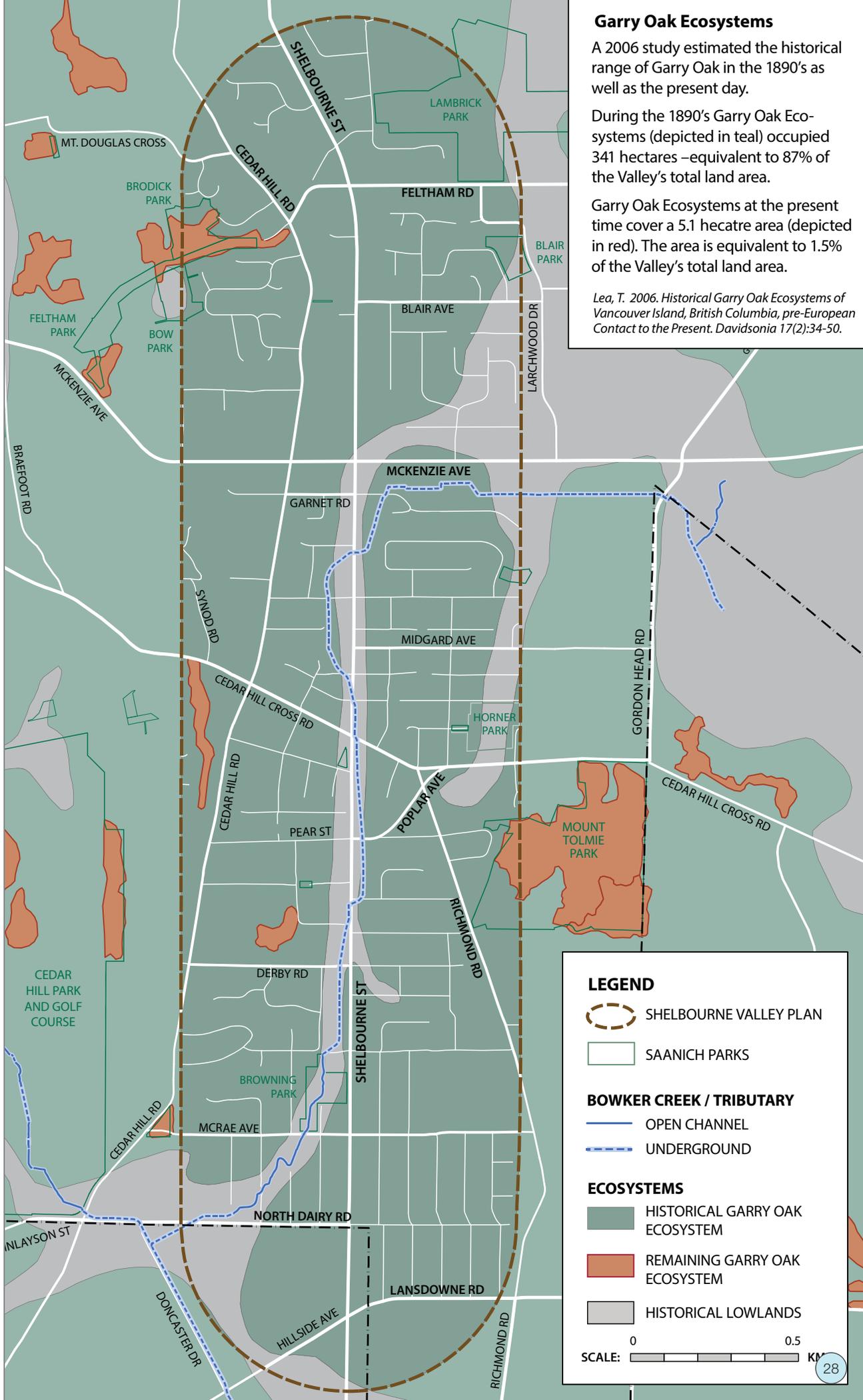
This Plan seeks to improve land use and transportation conditions through increasing housing options, supporting sustainable transportation modes and creating Centres and Villages that are vibrant hubs for community activity. Implementing these land use and transportation changes in a way that also enhances the parks and open space network, advances the restoration of Bowker Creek and other natural assets, and incorporates green infrastructure to better prepare for adaptation to the impacts of climate change will be essential to developing a more sustainable community.

Environmental Objectives

- A. Protect and restore areas of ecological value**, including Garry Oak ecosystems.
- B. Restore watershed health** and rehabilitate Bowker Creek.
- C. Improve urban forest** health and promote no net loss of tree canopy cover.
- D. Promote conservation and resiliency** through green buildings, energy efficiency, district energy systems, and green infrastructure.
- E. Enhance capacity to adapt to climate change impacts** in both natural and human systems.



Map 4.1 | Historical Ecosystems



Garry Oak Ecosystems

A 2006 study estimated the historical range of Garry Oak in the 1890's as well as the present day.

During the 1890's Garry Oak Ecosystems (depicted in teal) occupied 341 hectares –equivalent to 87% of the Valley's total land area.

Garry Oak Ecosystems at the present time cover a 5.1 hectare area (depicted in red). The area is equivalent to 1.5% of the Valley's total land area.

Lea, T. 2006. Historical Garry Oak Ecosystems of Vancouver Island, British Columbia, pre-European Contact to the Present. Davidsonia 17(2):34-50.

LEGEND

SHELBOURNE VALLEY PLAN

SAANICH PARKS

BOWKER CREEK / TRIBUTARY

OPEN CHANNEL

UNDERGROUND

ECOSYSTEMS

HISTORICAL GARRY OAK ECOSYSTEM

REMAINING GARRY OAK ECOSYSTEM

HISTORICAL LOWLANDS

SCALE: 0 0.5 KM

4.1 | Natural Areas

Significantly altered from its original state, the Shelbourne Valley was once dominated by Garry Oak Ecosystems (Map 4.1). Over time, this ecosystem's extent has been reduced from 87% of the Valley's area in the 1890s to only 1.5% today. The remaining larger remnant ecosystems have been protected in Saanich through the designation of Environmental Development Permit Areas, which ensures the impact of development or land alteration activities are managed and mitigated. Going forward, a restorative approach will be needed to ensure land use changes improve overall ecosystem health.

Building on the Official Community Plan direction to continue to protect and restore native species habitats, this Plan looks to further identify and protect smaller areas of ecological value, guide the restoration of damaged areas and create more connected habitat corridors.

Policies

Ecosystem Management

- 4.1.1 Continue to protect and restore Garry Oak and wetland / riparian ecosystems.
- 4.1.2 Encourage the use of native species and climate change resistant plants for landscaping on both public and private lands and continue to promote the principles of Naturescape.
- 4.1.3 Use Natural State Covenants to protect remnant Garry Oak ecosystems as part of development proposals or through voluntary submissions.

Environmental Protection

- 4.1.4 Consider additional areas of environmental significance, including those identified on Map 4.2, for inclusion in the Environmentally Significant Areas Atlas.
- 4.1.5 Require an environmental assessment for redevelopment proposals located on properties identified as having "Potential Environmentally Significant Areas" on them as per Map 4.2.

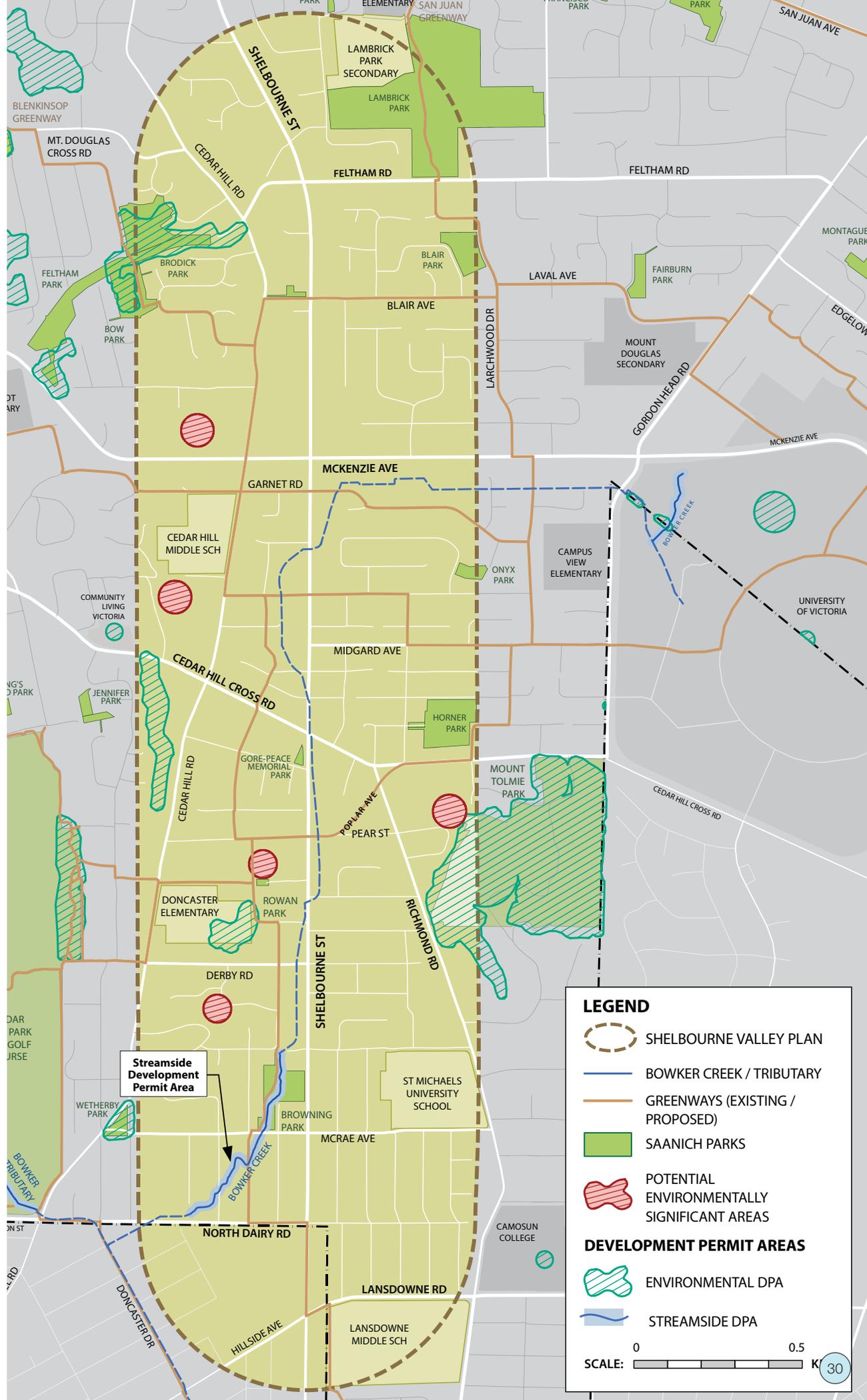
Greenways and Trails

- 4.1.6 Design and enhance greenway and trail networks to link environmentally significant areas and enhance habitat corridors.



Mid-Slope Mount Tolmie - Looking North-West

Map 4.2 | Environmentally Significant Areas



LEGEND

- SHELBOURNE VALLEY PLAN
- BOWKER CREEK / TRIBUTARY
- GREENWAYS (EXISTING / PROPOSED)
- SAANICH PARKS
- POTENTIAL ENVIRONMENTALLY SIGNIFICANT AREAS
- ENVIRONMENTAL DPA
- STREAMSIDE DPA

DEVELOPMENT PERMIT AREAS

- ENVIRONMENTAL DPA
- STREAMSIDE DPA

SCALE: 0 0.5 1.0 KM

4.2 | Watersheds and Stormwater Management

The Shelbourne Valley falls primarily within the Bowker Creek Watershed, with the northern portion of the Valley in the Douglas Creek Watershed (Map 4.3). Bowker Creek was once a prominent feature of the Valley, and was situated roughly along the alignment of Shelbourne Street south of McKenzie Avenue. Today much of the Creek's flow is captured in pipes, except for a section between Browning Park and North Dairy Road. Modifications to the Valley's drainage patterns and the introduction of impervious surfaces has impacted the health of both the Bowker Creek and Douglas Creek watersheds. An increase in impervious surfaces in the Douglas Creek Watershed has also impacted the quality and quantity of stormwater that drains into Mount Douglas Park, where salmon habitat is being restored.

The Bowker Creek Watershed Management Plan and Bowker Creek Blueprint provide detailed direction for the improvement of watershed health and the restoration of Bowker Creek. This Plan looks to reinforce these documents through improving stormwater management on public and private land, highlighting Bowker Creek as a placemaking feature and advancing opportunities to restore the Creek and improve riparian areas.

Bowker Creek Watershed Principles

- Use creek-friendly management approaches wherever possible.
- Adopt requirements to reduce effective impervious area for new developments.
- Construct infiltration and retention features in boulevards.
- Incorporate Bowker Creek goals into municipal plans.
- Maintain effective communication of the Bowker Creek vision, goals, and actions.
- Plant trees and shrubs and protect existing trees.
- Purchase and protect key land in the watershed.
- Incorporate proposed greenways into land use planning.
- Include climate change adaptation and mitigation in all activities.

Policies

Stormwater Management

- 4.2.1 Adopt a District-wide Stormwater Management Bylaw, to reduce stormwater impacts on the Douglas Creek and Bowker Creek watersheds.
- 4.2.2 Minimize impervious surfaces in building and site designs and incorporate features that will encourage ground water recharge such as green roofs, vegetated swales and pervious paving material.

Bowker Creek Watershed

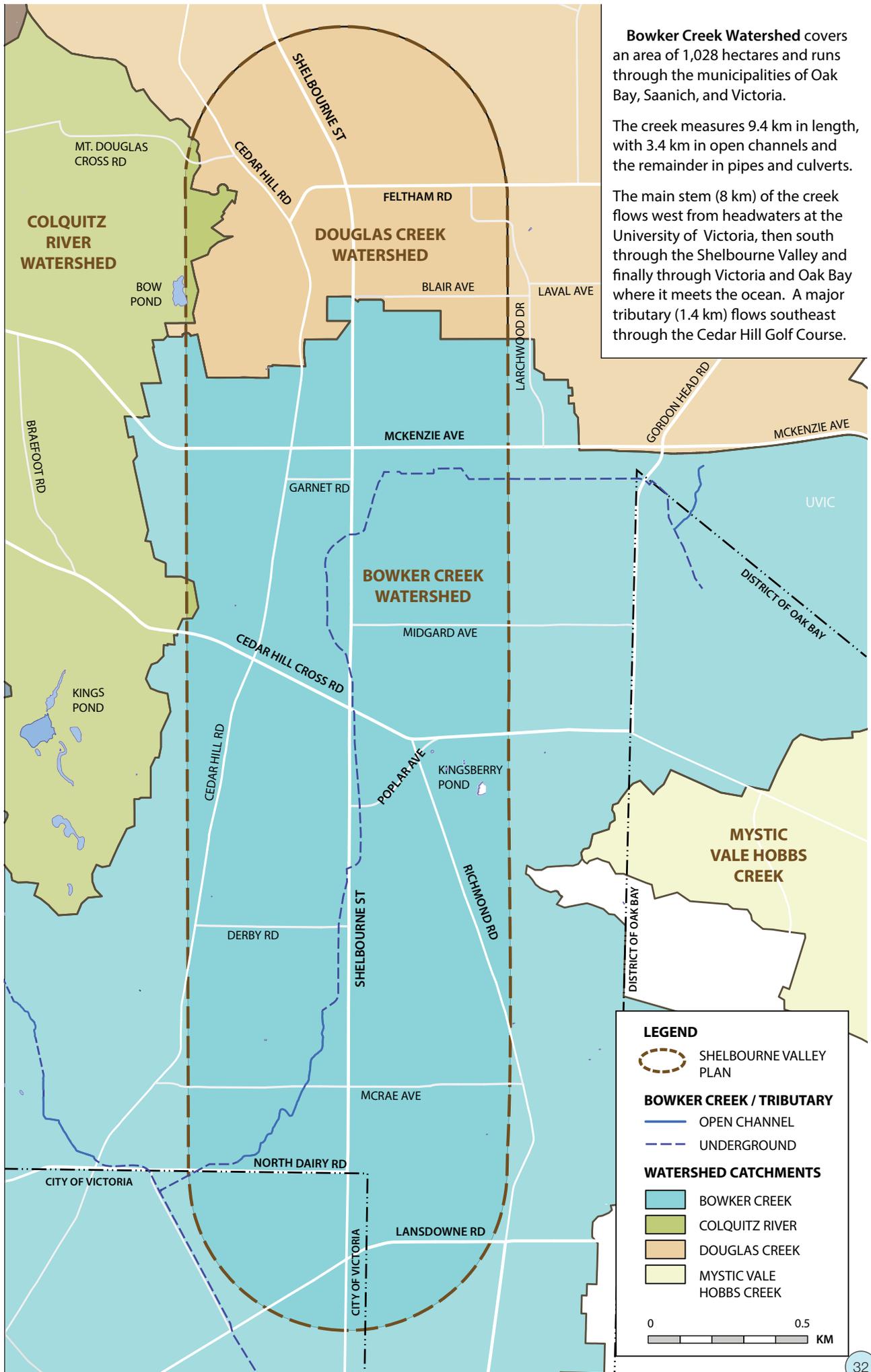
- 4.2.3 Integrate the principles and actions identified in the Bowker Creek Blueprint as part of redevelopment proposals and infrastructure replacement.
- 4.2.4 Acquire key properties to facilitate the restoration of Bowker Creek, including for the purposes of daylighting sections, enhancing riparian areas, and improving stormwater management.
- 4.2.5 Employ a flexible approach to achieve the daylighting of Bowker Creek, including re-routing or partially daylighting the Creek in stretches where technical constraints exist.
- 4.2.6 Work cooperatively with the City of Victoria and the District of Oak Bay to develop common Development Permit guidelines or other tools to help implement the Bowker Creek Blueprint on private lands within the Bowker Creek Watershed.
- 4.2.7 Support the Bowker Creek Initiative in the development of a study to assess the technical opportunities and constraints of daylighting Bowker Creek in the Shelbourne Valley.
- 4.2.8 Promote daylighting or enhanced stormwater management on greenways that align with the Bowker Creek channel to reinforce the location of the Creek and create a community asset.
- 4.2.9 Consider reducing streamside setbacks and removing other barriers to daylighting to acknowledge urban conditions and land use constraints in the Valley.
- 4.2.10 Encourage the daylighting of Bowker Creek, by considering additional building height allowances, including up to six storeys on sites designated for apartments.

Education

- 4.2.11 Promote public awareness of the Valley's natural systems through the introduction of interpretive displays in key locations.



Map 4.3 | Watersheds / Bowker Creek Alignment



4.3 | Urban Forest

The urban forest is the sum total of all trees and their associated ecosystems and includes trees on private lands, parks, boulevards and other public spaces. The urban forest is a critical component of the functional green infrastructure system and sequesters carbon, filters air and water, reduces energy demands, creates shade and contributes to social well-being.

The Urban Forest Strategy sets a goal of no net loss of tree canopy for the District. Meeting this goal within the Valley will be a challenge, as a shift to higher density building forms and an increased demand for utility corridors, wider sidewalks, cycle tracks and vehicle turn lanes within road right of ways will impact space available to plant trees. However, opportunities will also be presented through future redevelopment, where sites dominated by surface parking can be redeveloped to better integrate the urban forest and right of ways can be expanded to accommodate appropriate planting areas for trees to thrive.



Giant Sequoia – St Luke's Church

Policies

General

- 4.3.1 Retain existing tree canopy cover where possible, promote additional tree planting, and acknowledge the importance of contiguous tree canopy cover.
- 4.3.2 Implement the Urban Forest Strategy by retaining and planting trees along boulevards, on municipal properties, in riparian areas, in parks and on private lands as a means to expand the urban forest, establish street tree canopies, and act as a climate change mitigation measure.

Planting Locations and Standards

- 4.3.3 Improve tree planting standards on designated greenways to provide a visual differentiation from other local streets and to help offset potential tree canopy loss in other areas.
- 4.3.4 Cluster tree and shrub plantings at major intersections (or other focal points) to create a visual respite in areas of extensive pavement and provide opportunities for significant understorey planting.
- 4.3.5 Seek to achieve adequate soil volumes in boulevard tree plantings through a minimum 2 metre wide planting area and through the use of engineered soil cells to ensure long term viability.
- 4.3.6 Explore opportunities to incorporate fruit and nut bearing trees on suitable public lands.
- 4.3.7 As part of street design, identify line assignments for trees to facilitate early planting in advance of road dedication.

Native Species

- 4.3.8 Through periodic updates to the Tree Protection Bylaw and Environmental Development Permit Areas, promote the protection and designation of native, significant and wildlife trees.
- 4.3.9 Introduce native tree and shrub species on boulevards and public space plantings, where appropriate.

London Plane Trees

- 4.3.10 Preserve remaining London Plane trees and assess ways in which new street trees can be selected and planted to complement them.
- 4.3.11 Where feasible, plant London Plane trees on boulevards along Shelbourne Street as an acknowledgement of the street's designation as a Road of Remembrance.

4.4 | Energy Planning

The first priority of energy planning is conservation. The Action Plan encourages sustainable development focused in the Centres and Village and along Shelbourne Street. By focusing future growth, residents will be able to live in close proximity to services, employment opportunities and green space, reducing transportation related energy use. Additionally, the higher density mixed-use and multi-family building forms identified in the Plan typically result in significantly lower overall per capita energy consumption. This combination of locational efficiency and denser building forms will move the Shelbourne Valley much closer to a sustainable level of energy consumption.

An essential component of building a sustainable community is developing energy infrastructure that supports alternative fuels and district energy systems. For district energy systems to function effectively, a concentration of medium to high density development is required to create adequate demand to make a system feasible. After the Uptown Area, the Shelbourne Valley had been identified in a 2012 District Energy Review Study as the area of Saanich that could best support a future district energy system. To support the potential implementation of district energy, this Plan looks to increase density in the Centres and Village, begin to implement required infrastructure, and encourage systems in buildings that can be easily connected to a small or larger scale district energy system.

New developments will be expected to demonstrate environmental leadership and contribute to the green aesthetic of the Valley. Through encouraging green buildings that perform beyond conventional practice and fulfil directions of the Saanich OCP, sustainability can be further integrated into the fabric of the Valley.

Policies

Green Building

- 4.4.1 Encourage the use of “green technologies” in the design of all new buildings, with a focus on measures that improve energy performance.
- 4.4.2 Encourage “green” development practices by considering variances, increased density, modified/ alternative development standards or other appropriate mechanisms when reviewing development applications.

District Energy

- 4.4.3 Encourage district energy feasibility studies for properties larger than 1 hectare.
- 4.4.4 Encourage hydronic heating systems in new developments to prepare for connections to a future district energy system.
- 4.4.5 Consider installing pipes and other infrastructure within the Shelbourne Street right of way that would support a future district energy system.

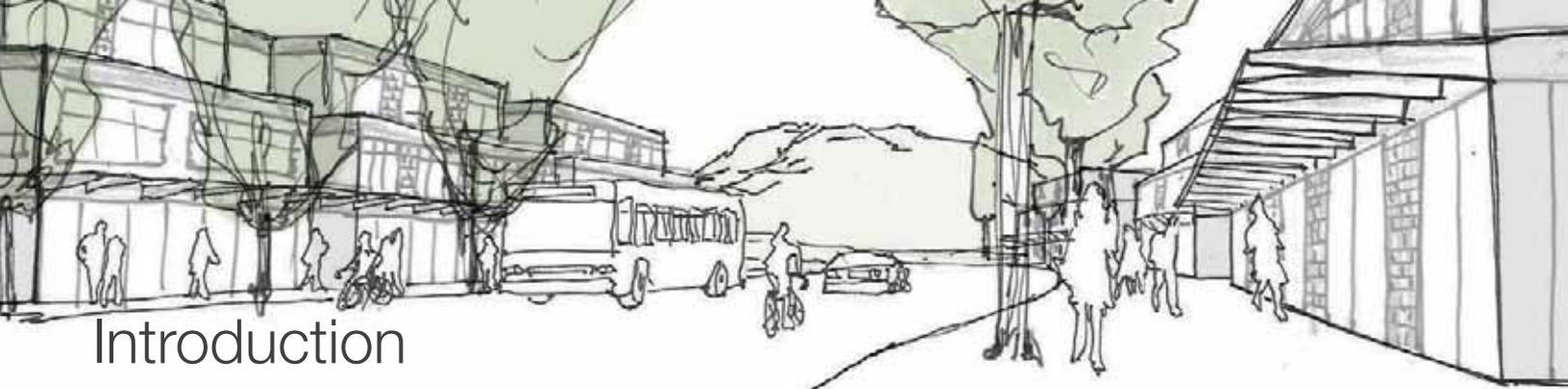


Bernhardt Passive Home, 1535 Oak Crest Drive. Photo courtesy Derek Ford

5 LAND USE







Introduction

The Official Community Plan (OCP), seeks to focus the majority of future growth towards Centres and Villages with the goal of creating complete, sustainable neighbourhoods. By accommodating more households, businesses, and institutions within Centres and Villages support can be provided to public transit, cycling and walking facility upgrades, public utility servicing cost reductions, and future district energy system feasibility. Additionally, elements such as green space and community facilities can be added to improve the overall quality of the living environment. The Shelbourne Valley, with three Centres and one Village, is a key area where the vision for Centres and Villages articulated in the OCP can be implemented.

Providing adequate parks, open spaces and community facilities suited to a range of ages and user groups will be essential to the success of this Plan. While housing and mobility options are important elements of a successful community, well-designed, plentiful and diverse community spaces are essential to the quality of life of citizens. Changing demographics and the transition towards focusing the majority of future growth in the three Centres and one Village will require additional parks and open space and careful consideration of what spaces will best serve the needs of those who live, work or play in the Shelbourne Valley.

Projected demographic and household changes in the Valley, particularly with respect to a significant increase in the number of seniors, means a need for a greater range of housing choices. Providing housing options that will allow seniors to age in place, young families to afford to live in the Valley, and students to find affordable rental units is a significant driver behind land use intensification directions. Additionally, trends indicate that more people want to live in compact mixed use neighbourhoods with services within walking distance and more convenient mobility options. The availability of services and amenities and proximity to key destinations like the University of Victoria, Camosun College and Downtown Victoria, make the Shelbourne Valley a prime location where growth can support alternative transportation investments and optimize existing infrastructure.

This Plan will serve as a guide to creating more vital and diverse communities within the Centres and Village and throughout the Shelbourne Valley. The land use and height designations in this Plan seek to strike a balance between respecting established neighbourhoods and setting conditions that will enable financially viable redevelopment.

Establishing a threshold that will enable redevelopment is essential, as many of the Plan's broader aspirations around new public space, greatly enhanced pedestrian and cycling facilities, high quality urban design and environmental restoration are reliant on changes implemented at the time of redevelopment. These changes will happen incrementally, but through alignment with mobility, urban design and open space policies they will create a more complete, sustainable Shelbourne Valley.

Land Use Objectives

- A. Focus new growth in Centres and Villages and along Shelbourne Street to support a more vibrant public realm and mobility improvements.
- B. Support land use changes with public space additions, urban design improvements and walking, cycling and transit enhancements.
- C. Encourage a mix of uses and activities within the Valley's Centres and Village through the integration of multi family residential, commercial, and public land uses.
- D. Provide gradual transitions of height and density with the apex near the core of each Centre and Village transitioning to the lowest height and density at the periphery
- E. Retain and enhance strong and vibrant neighbourhoods by building on attributes that define the character of the Valley's neighbourhoods.
- F. Accommodate current and projected demographic changes by developing housing, services and amenities suited to seniors, young adults and families.
- G. Provide ample green space, including play areas, meeting places, tree cover, natural areas, parks, greenways and trail systems, to serve existing and future population.
- H. Provide a wide range of inclusive and accessible parks, trails and recreational opportunities to help people pursue healthy and active lifestyles.

5.1 | General Land Use

The proposed land use framework builds on the existing pattern of commercial areas, and strengthens the role of the Centres and Village as mixed-use nodes of community activity. The Plan also reinforces the role of major and collector streets through apartment and townhouse designations along these routes. These designations look to achieve a greater variety of housing options, accommodating a range of demographics in locations where convenient access is available for walking, cycling and public transit.

As properties redevelop, careful consideration is needed to ensure effective transitions are provided between the Centres and Village and existing neighbourhoods. The assembly of multiple smaller parcels is encouraged, particularly in areas newly designated for townhouses or apartments. By consolidating smaller properties into a larger parcel design, features can be integrated to provide better transitions to existing neighbourhoods and adjacent properties. The urban design section of this Plan outlines policies and design principles to further guide a sensitive transition to adjacent properties and existing neighbourhoods.

Policies

Land Use Designations

- 5.1.1 Consider changes to use, density and height in the Shelbourne Valley based on designations identified on Map 5.1.
- 5.1.2 Consider site-specific changes to land use and height designations, where projects advance overall plan objectives and provide significant community contributions.

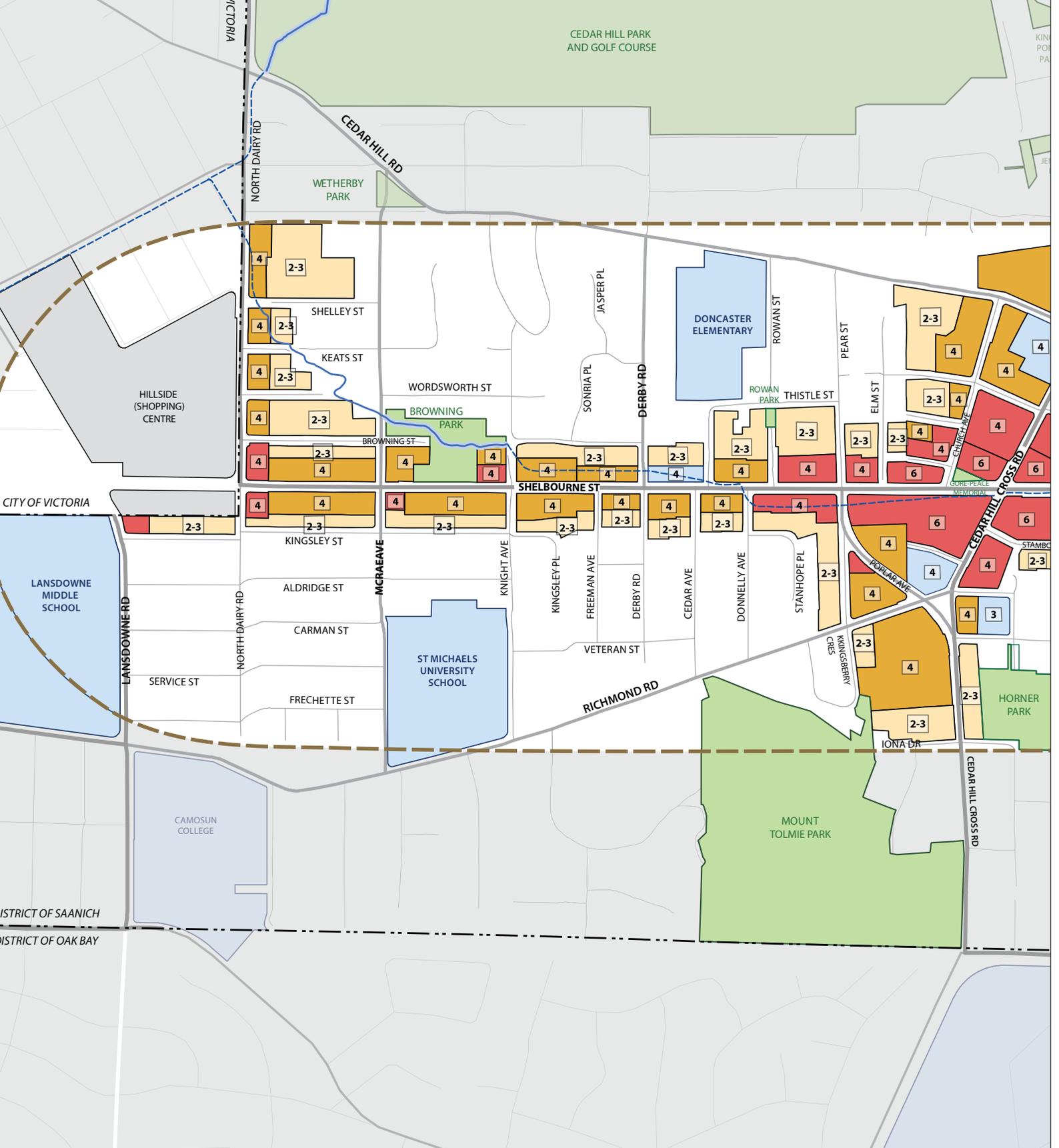
(See also Policy 4.2.10 - Bowker Creek)

Land Assembly

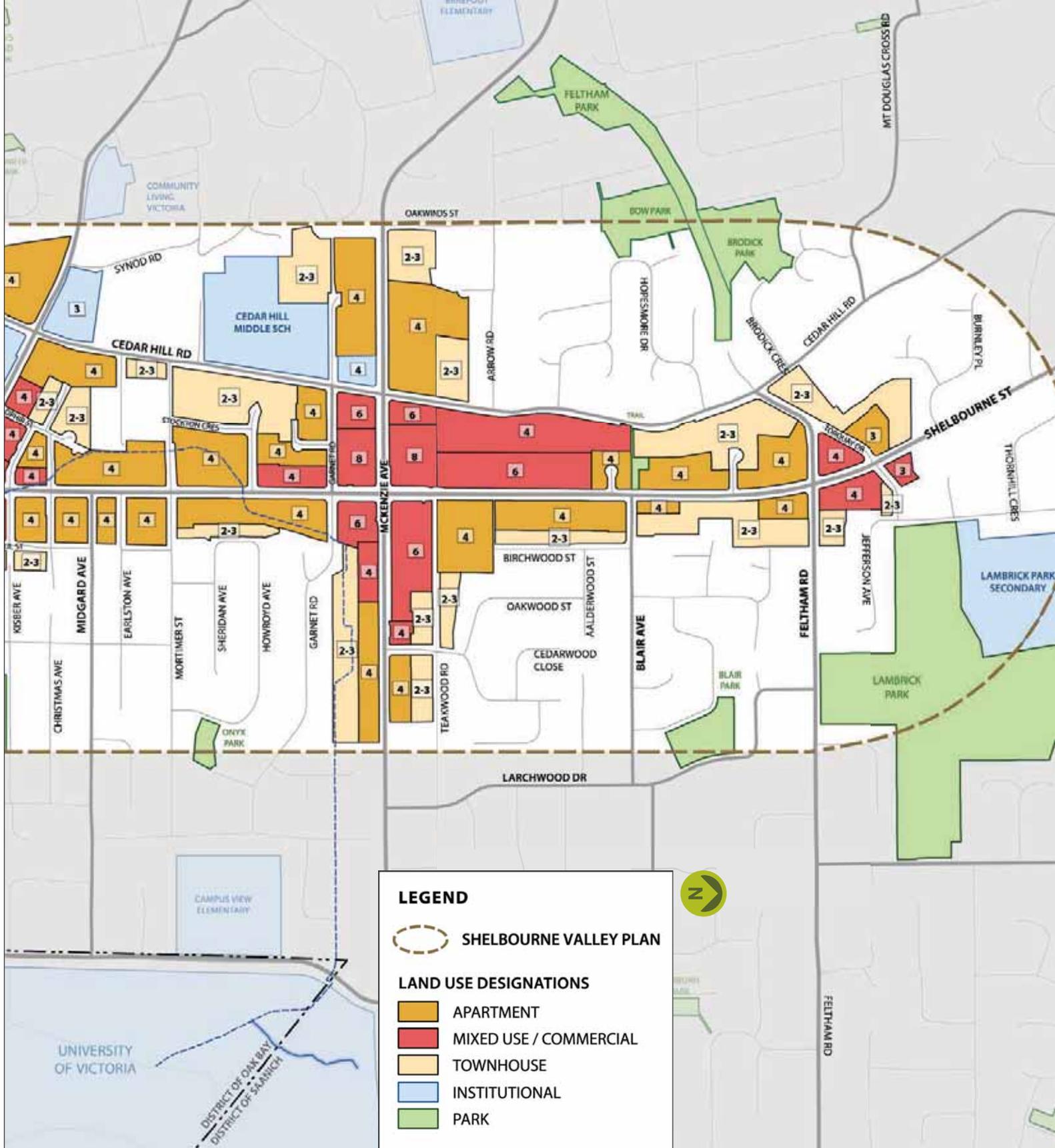
- 5.1.3 Encourage land assembly that allows impacts of access and parking to be mitigated.
- 5.1.4 Discourage the orphaning of lots designated for multi-family or commercial redevelopment where the resulting frontage would be less than 30 metres.



Paragon Building, 1590 Cedar Hill Cross Road



Map 5.1 | Land Use and Building Height Designations



LEGEND

 **SHELBOURNE VALLEY PLAN**

LAND USE DESIGNATIONS

-  APARTMENT
-  MIXED USE / COMMERCIAL
-  TOWNHOUSE
-  INSTITUTIONAL
-  PARK

BUILDING HEIGHT DESIGNATIONS

 NUMBER IN SQUARE DESIGNATES MAXIMUM BUILDING HEIGHT IN STOREYS

5.2 | Centres and Villages

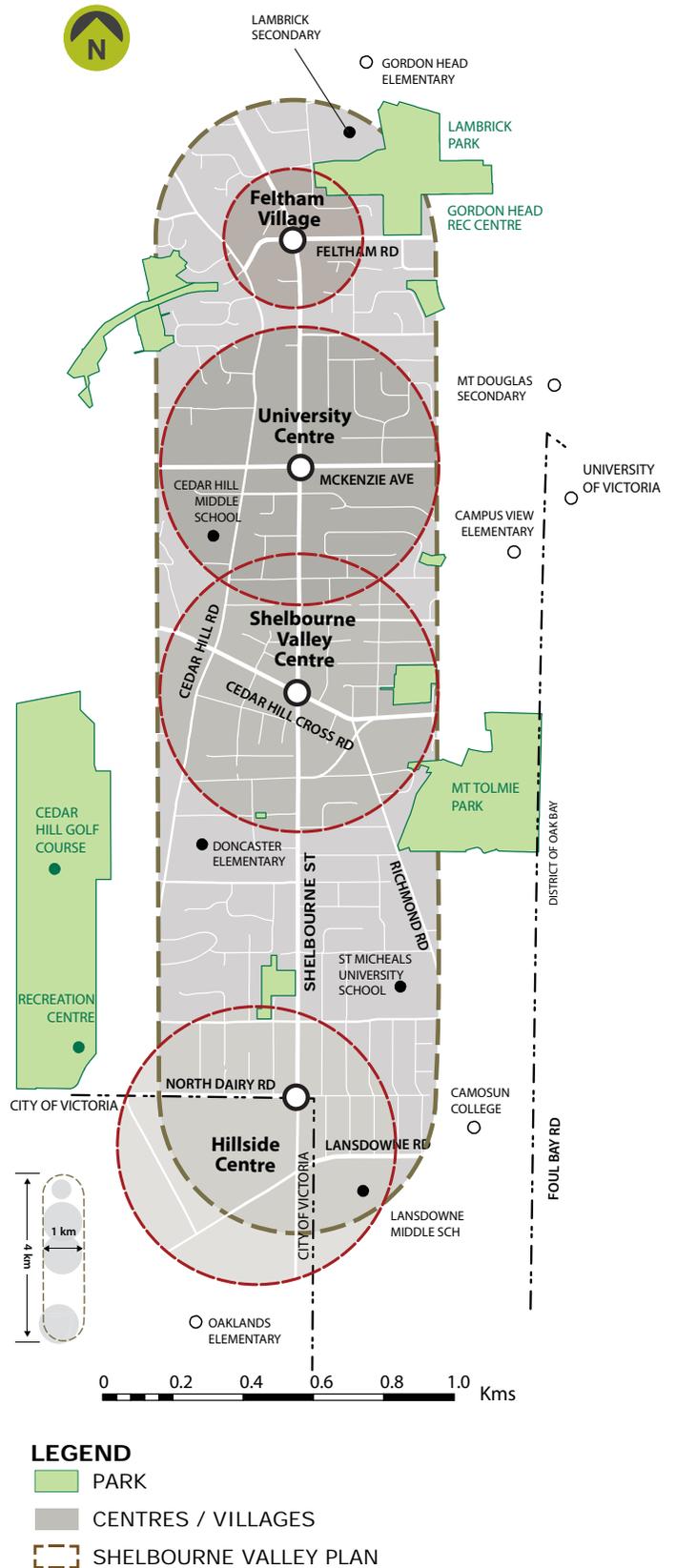
The Saanich Official Community Plan (OCP) identifies distinct types of Centres and Villages based on their function in serving the community and region. In the Shelbourne Valley, the designations are as follows:

- **Hillside Centre** and **University Centre** are **Major Centres**, which are intended to meet a broad range of community and regional commercial and service needs.
- **Shelbourne Valley Centre** is a **Neighbourhood Centre** -smaller in scale than a Major Centre, it provides a narrower range of commercial and service options, primarily focused on the needs of the immediate neighbourhood.
- **Feltham Village** is a **Village** – a small local node that meets local residents’ basic commercial and service needs.

A description is provided for each Centre and Village in the Valley indicating current characteristics and a vision of their role , function and appearance in the future.

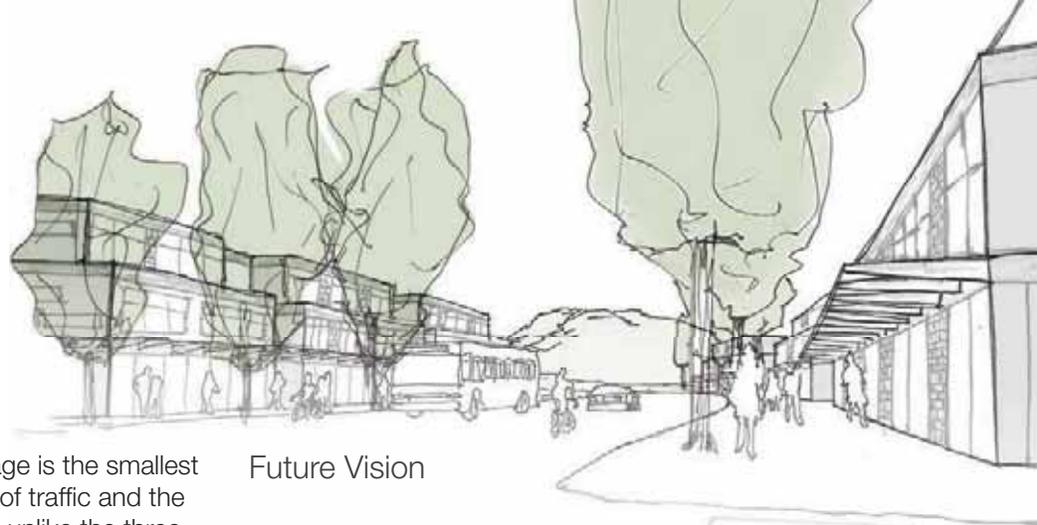
Overall, the OCP supports development in Centres and Villages that:

- Provide for accessible community spaces as focal points within each Centre/Village.
- Sets aside land for natural areas, parks, community assembly.
- Protects and encourages traditional “main street” features.
- Provides a range of housing options by location, type, price, and tenure.
- Supports institutional uses as community focal points.
- Integrates and supports alternatives to private motor vehicles.
- Creates and enhances each Centre and Village’s unique “sense of place”



Map 5.2 | Shelbourne Valley Planning Area

5.2.1 | Feltham Village



Existing Conditions

The Valley's northern gateway, Feltham Village is the smallest of the Valley's nodes with the least amount of traffic and the fewest transit connections. Feltham Village, unlike the three Centres, includes a number of community institutions and parks, including Lambrick Park Secondary School and the Gordon Head Recreation Centre.

The Village provides a range of goods and services, primarily catering to adjacent neighbourhoods. A limited mix of housing, including a seniors' congregate care facility and townhouses surrounded by single family dwellings, exists today. Development is generally one to three storeys in height, with parking and landscaping separating buildings from the street. While built to a scale that would normally support walking, the Village's pedestrian environment presents challenges for many people.

Future Vision

The future vision for Feltham Village is of a pedestrian-oriented village with a mix of commercial and institutional uses that provides a range of goods and services to local residents. Additional multi-family housing will offer housing options for seniors, families and students in a walkable, community-oriented area. Wide sidewalks separated from traffic and buildings set closer to the street will provide a more safe, comfortable and interesting pedestrian experience and create opportunities for social interaction. The Village's close proximity to a number of parks, including Mt. Douglas, and memorial trees on Shelbourne Street north of the Village will continue to give the Village a unique connection to the Valley's natural and historic legacy.



Map 5.3 | Feltham Village

5.2.2 | University Centre



Existing Conditions

Taking advantage of its location next to the Valley's busiest intersection, University Centre is a major regional shopping node. The Centre contains the Valley's only interior shopping mall and big box store, as well as three large grocery stores and a movie theatre, all indicative of its regional importance. The area is characterized by an inconsistent public realm, with parking lots separating buildings from the street.

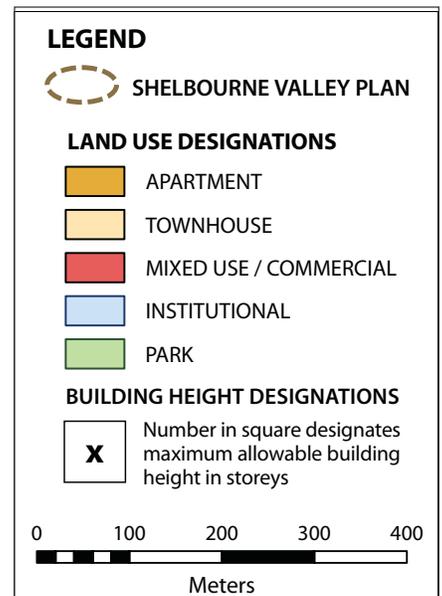
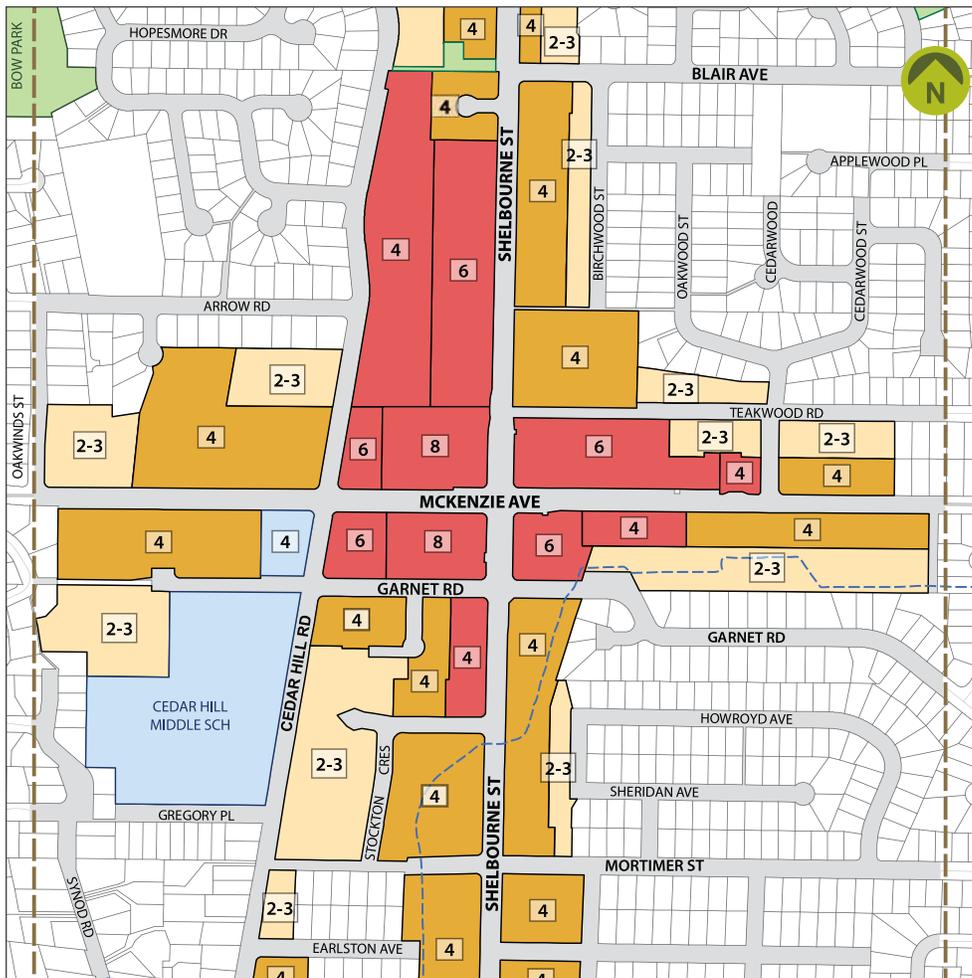
University Centre is arguably the least pedestrian friendly of the Valley's Centres. Pedestrian areas have limited separation from wide streets with high traffic volumes. The Centre's appeal is further diminished by a general lack of public amenities, aside from Cedar Hill Middle School and the Nellie McClung Library. There are no parks or significant natural features in the Centre, although Tuscany Village Shopping Centre contains a small plaza with fountain.

Future Vision

University Centre is envisioned as a lively urban hub serving both local and regional populations. As the highest density mixed-use centre in the Valley, University Centre will host a diverse mix of retail, service, employment, community and residential spaces in a walkable environment. New buildings will be introduced at the street's edge, creating a lively interface between sidewalks and building frontages. Larger commercial sites will be redeveloped with smaller mixed-use buildings and parking will be moved underground or to the rear of buildings. The superblock between Shelbourne Street and Cedar Hill Road north of McKenzie Avenue will be broken up with cycling and pedestrian paths to create more direct route options. A new plaza space suitable for community celebrations and gatherings will serve as a community focal point.

The connection to the University of Victoria will be strengthened through a range of commercial, institutional and residential uses developed in close proximity to the University.

Retail, entertainment and eating establishments in the Centre will attract students and faculty, along with a mix of housing choices and a hotel for visitors. New development opportunities make the Centre attractive as a location for businesses feeding on the research and innovation occurring at the University.



Map 5.4 | University Centre

5.2.3 | Shelbourne Valley Centre



Existing Conditions

Shelbourne Valley Centre is considered by many to be the heart of the Shelbourne Valley. Here the Valley’s natural topography is most pronounced with Mt. Tolmie to the east, Doncaster Heights to the west and views of Mt. Douglas to the north lending a sense of geographical distinction to the Centre.

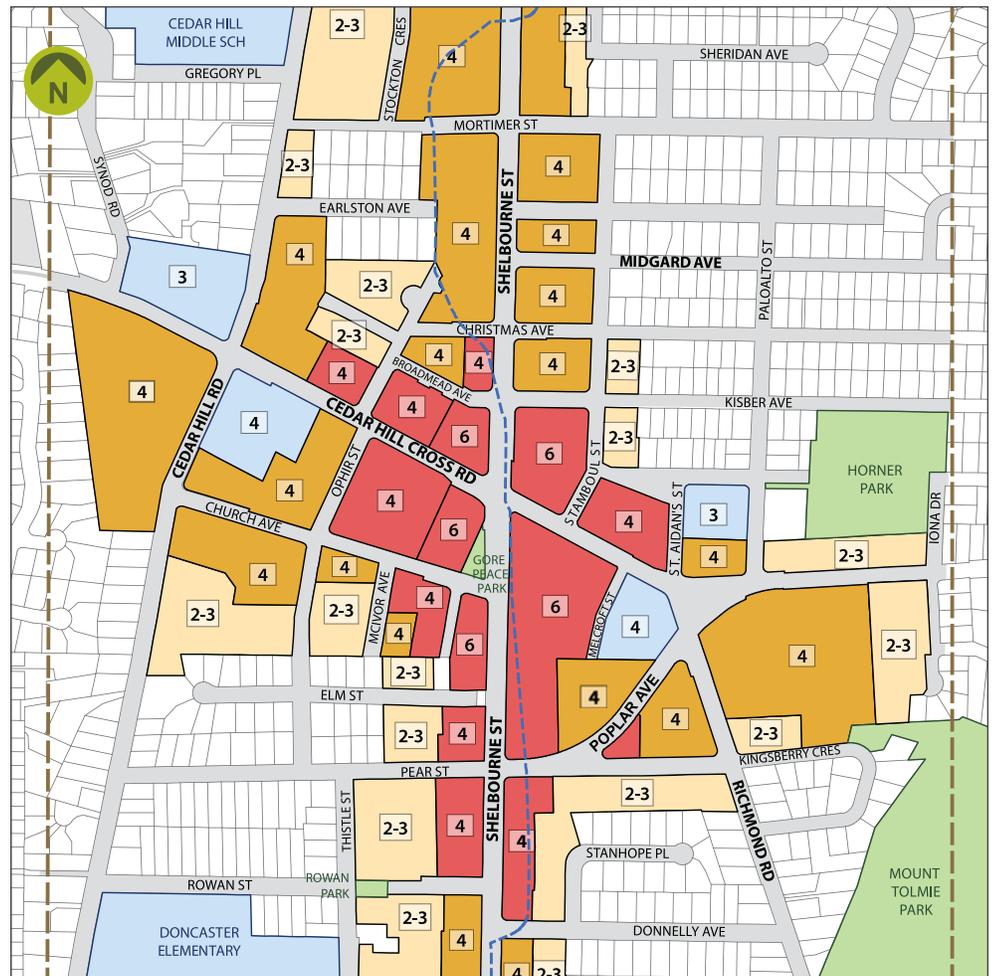
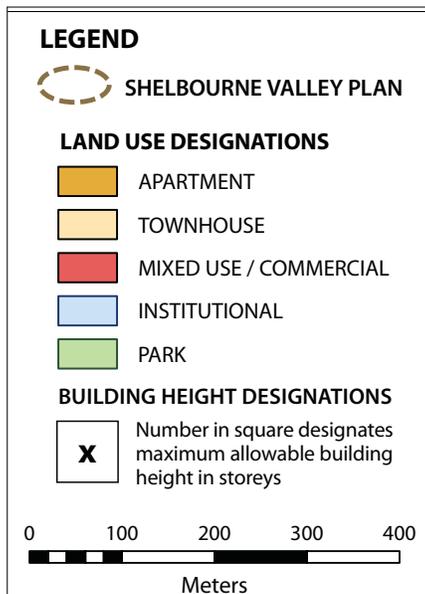
Shelbourne Valley Centre is viewed as the most “complete” of the Valley’s Centres in terms of the range of goods and services available to local residents, including many small locally owned businesses. It is relatively compact with a good mix of commercial, office, institutional and apartment uses. Seniors’ housing is clustered around the intersection of Cedar Hill Cross Rd. and Cedar Hill Rd. Despite the presence of two strip malls, most development is either close to the street or set back a short distance, adding to the Centre’s walkability.

Shelbourne Valley Centre is the only Centre or Village with a park, albeit small, next to its major intersection. Gore Peace Memorial Park at the corner of Shelbourne Street and Cedar Hill Road is the site of Saanich’s original cenotaph and provides a welcome reprieve from the busy intersection. Horner Park and Doncaster Elementary School provide playing fields and community space.

Future Vision

Shelbourne Valley Centre is envisioned as a pedestrian-scaled “main street” destination within the Valley. It is the heart of its surrounding neighbourhood, serving as the principal shopping, service and cultural centre for local residents. Daily shopping destinations, including cafes, restaurants, specialty shops and grocery stores will provide an exceptional range of options for Valley residents.

The look and feel of the Centre will be transformed, as strip malls are redeveloped with medium rise mixed use buildings fronting the street. Plazas are built on top of old parking lots. Gore Peace Memorial Park becomes better integrated with the Centre through redevelopment and improvements to the pedestrian realm. Low rise apartment buildings extend down both sides of Shelbourne Street to the south and north, their development resulting in much needed boulevards, cycle tracks and wider sidewalks.



Map 5.5 | Shelbourne Valley Centre

5.2.4 | Hillside Centre



Existing Conditions

Hillside Centre, the southern gateway to the Valley, is shared with the City of Victoria. The Centre is dominated by the Hillside Shopping Centre, one of the region's largest shopping malls. Commercial use within the Saanich portion of the Centre is limited to a handful of locations along Shelbourne Street and North Dairy Road. Single family dwellings dominate the Saanich portion of the Centre with several low rise apartments fronting North Dairy Road, and a few townhouse developments between North Dairy Road and McRae Avenue. There are no multi-family developments on Shelbourne Street within the Centre.

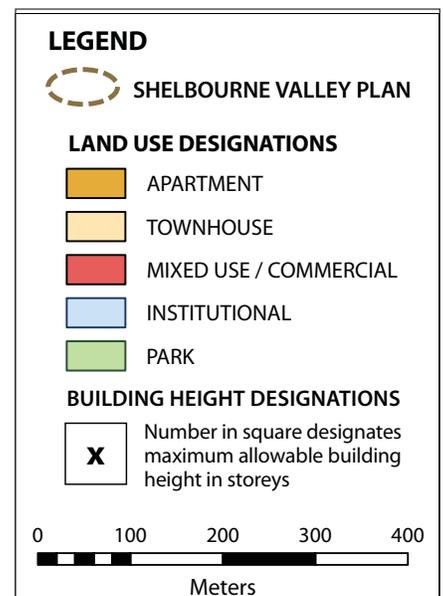
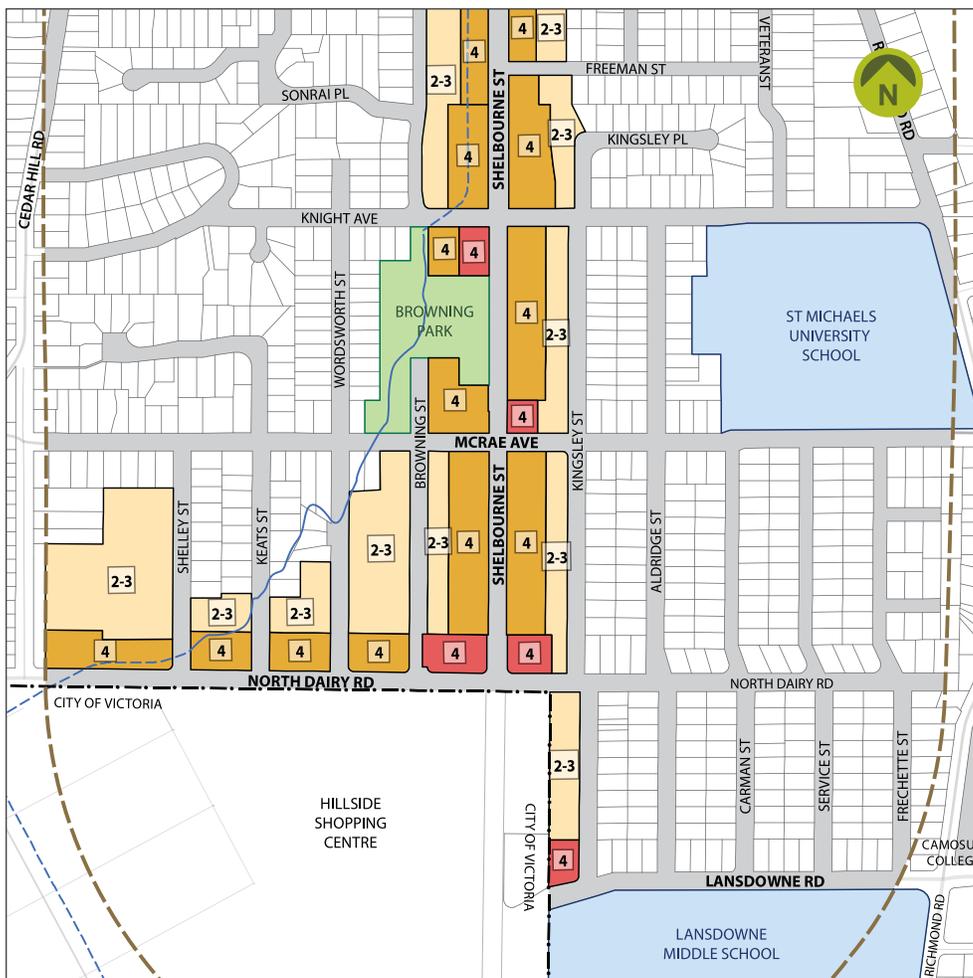
Amenities include an open stretch of Bowker Creek extending north from North Dairy Road into Browning Park. Bowker Creek Greenway roughly follows the Creek to the Park's north end. St. Michael's University School, the Lansdowne campus of Camosun College, and Lansdowne Middle School are large institutions that provide significant open space and landmark buildings in proximity to this Centre.

Future Vision

Hillside Centre serves as a gateway to the Valley, with the design of the right of way and treatment of the pedestrian realm providing a noticeable transition at the municipal boundary. Cycle tracks, generous landscaping, signage and a distinct suite of street furnishings clearly demarcate the gateway for pedestrians, cyclists and motorists and signal the treatment of Shelbourne Street that is carried throughout the Valley. New building forms create a continuous streetscape along Shelbourne Street.

New housing opportunities will be provided through low rise apartment buildings along North Dairy Road and Shelbourne Street and townhouses extending north of North Dairy Road to Bowker Creek.

Redevelopment provides opportunities to widen the Shelbourne Street right-of-way to create additional pedestrian, cyclist and landscape space. Improvements will result in further restoration of Bowker Creek and the creation of major community gathering places. The Bowker Creek Greenway is extended north of the Park providing a safe walking and biking route to other destinations within the Valley.



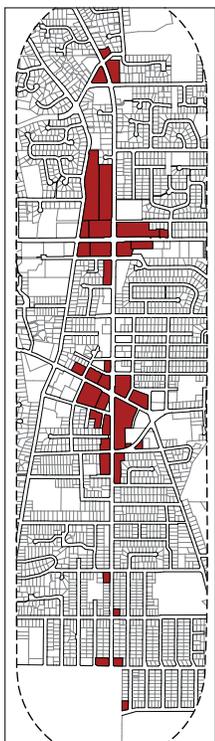
Map 5.6 | Hillside Centre

5.3 | Commercial and Mixed-Use

Commercial uses, which include retail, office and hotel, provide jobs and economic activity in a community, as well as goods and services for residents. Increasingly, in urban centres, it is seen as desirable to combine commercial with residential to create mixed-use developments in order to provide vitality and ambiance to an area and bring more people closer to stores, services and employment.

In the Shelbourne Valley, the size and number of commercial businesses exceeds the needs of its 11,000 residents and is indicative of the Valley's role as a regional shopping and service destination. Currently, most Valley businesses are located in car oriented strip malls along Shelbourne Street and the Valley's two indoor shopping malls, the University Heights and Hillside shopping centre (located in Victoria). Smaller neighbourhood oriented businesses, distributed throughout the Valley, provide additional local shopping and service opportunities within walking distance of many residences.

The primary challenge going forward is to redevelop the Valley's existing commercial areas, many of which are underdeveloped based on current zoning, so they are vibrant, pedestrian-oriented spaces. By adding residential dwellings above commercial uses in the Valley's Centres and Village, a livelier neighbourhood can be created with a greater number of housing options. A sense of place and pedestrian orientation can be further enhanced by encouraging smaller stores suited to local business owners, discouraging drive-thrus, and developing new public spaces.



LEGEND
■ MIXED USE / COMMERCIAL

Map 5.7 | Commercial/Mixed Use Designations

Policies

Mixed-Use

- 5.3.1 Support mixed use development near the core of each Centre and Village.
- 5.3.2 For properties designated as mixed-use/commercial strongly encourage retail or other pedestrian-oriented commercial use on the main floor.
- 5.3.3 Encourage residential above the first floor in all properties designated for mixed-use/commercial.
- 5.3.4 Permit hotels as a use in the University Centre.
- 5.3.5 Foster employment-generating uses such as commercial, medical/dental offices, high-tech and knowledge-based industries in University Centre.

Commercial outside Centres and Villages

- 5.3.6 Encourage the retention of existing commercially zoned properties outside the Valley's designated Centres and Village.
- 5.3.7 Consider new locations for small neighbourhood oriented commercial uses on major and collector roads outside the Valley's designated Centres and Village.

Commercial Restrictions

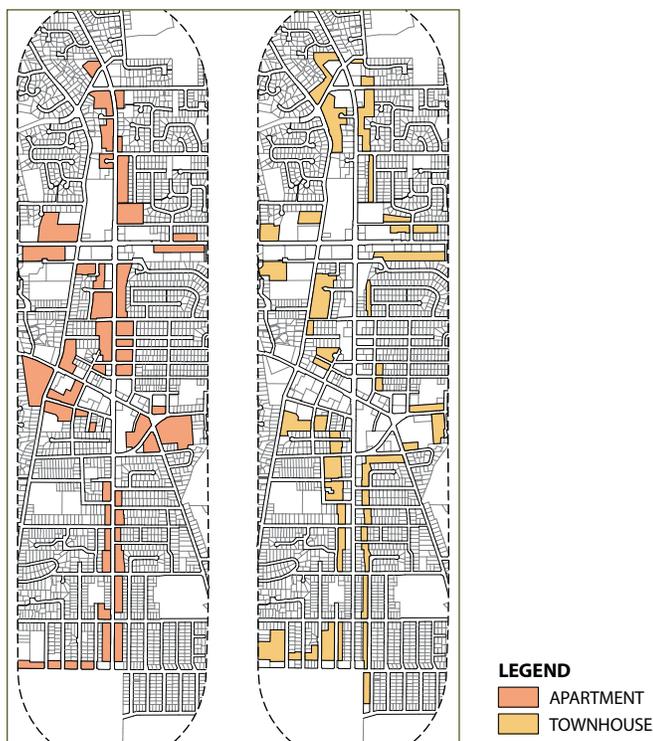
- 5.3.8 Strongly discourage the further development of drive-thru businesses in the Valley in order to reduce the unnecessary idling of motor vehicles and support more pedestrian oriented commercial development
- 5.3.9 Restrict the size of retail stores in the Valley's Centres and Village, other than University Centre, to a maximum of 3500 sq. m. (approximately 38,000 sq. ft.), in order to create the potential for a larger number and variety of stores and services.

5.4 | Housing

Increasing population within the Valley's Centres and Village and along Shelbourne Street is largely dependent on increasing the amount of multi-family housing, defined as apartments and townhouses. The introduction of new multi-family housing will broaden the diversity and affordability of available housing and provide options suitable for seniors, families, students, and singles/couples just entering the housing market.

Residential development in the Shelbourne Valley is dominated by single family dwellings dating from the late 19th century to the present, with the majority built following the Second World War. This Plan seeks to retain the integrity of single family dwelling neighbourhoods, while broadening the range of services and amenities available to residents through the intensification of each Centre and Village. Family-oriented housing, in the form of townhouses, is encouraged near parks and schools as well as in transitional areas between major streets and established neighbourhoods. This will provide housing options for families within walking distance of schools and encourage a greater demographic mix in the community.

The Shelbourne Valley is home to a significant seniors' population. Nearly 25% of the Valley's population is over the age of 65, compared to about 18% for Saanich as a whole. Seniors' housing, in the form of apartments, congregate care, and nursing homes, dominates certain areas of the Valley. Enabling housing with a variety of levels of support services in close proximity to the Centres and Village will make the Shelbourne Valley an ideal location to accommodate anticipated growth in the seniors' age demographic, and allow current residents to age "in place" without needing to change neighbourhoods.



Map 5.8 | Townhouse and Apartment Designations

Policies

General

- 5.4.1 Promote a range of housing types, forms and tenures to support a diverse, inclusive and multigenerational community.

Multi-family Housing

- 5.4.2 Support apartment buildings on major and collector roads where designated on Map 5.1.
- 5.4.3 For areas designated for townhouses on Map 5.1:
- Support 3 storey townhouses along major and collector roads, including stacked townhouses (patio apartments on main floor with townhouses occupying the 2nd and 3rd floors);
 - Support 2 storey townhouses along residential streets; and,
 - Consider 3 storey townhouses (but not stacked townhouses) on residential streets only where their height and massing will not be out of character with or overshadow adjacent properties
- 5.4.4 Encourage family oriented multi-family housing around schools by encouraging three bedroom units with family oriented amenities.

Seniors Housing

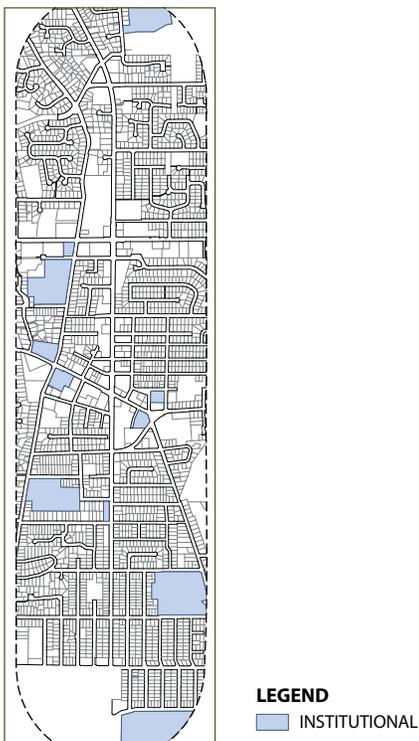
- 5.4.5 Subject to the Zoning Bylaw, seniors housing and care facilities, including congregate housing and nursing homes, shall be permitted in all areas designated for apartment housing.
- 5.4.6 Encourage seniors housing in walkable areas convenient to services and without hilly topography.

5.5 | Institutional

A diversity of institutional uses serve the Valley. The Valley includes four public schools – Doncaster Elementary School, Lansdowne and Cedar Hill Middle Schools, and Lambrick Park Secondary School - and one private school, St. Michael's University School. The Valley's places of worship help serve spiritual, as well as community, recreational and social needs, while the Nellie McClung Library provides a range of community programs. The Gordon Head and Cedar Hill Recreation Centres, located just outside the Valley study area, are important recreation facilities for Valley residents.

The University of Victoria and Camosun College's Lansdowne Campus are located just beyond the study area boundaries. With a combined student and staff population of over 30,000, both institutions significantly influence the Valley's housing market and transportation conditions. Creating more diverse and affordable housing in the Valley, more commercial and institutional uses, improved transportation conditions and an inviting public realm, may help facilitate a dynamic off campus community for students and staff.

Strengthening the role of institutional uses, particularly community focal points such as libraries, will help to better serve residents and strengthen opportunities for social interaction. This Plan encourages the retention of existing, and the introduction of new, institutional uses. Complementing this direction are mobility upgrades to improve access to existing institutions and new housing stock, in order to attract key demographics that are needed to support the long term viability of schools and other institutions.



Map 5.9 | Institutional Designations

Policies

General

- 5.5.1 For properties currently zoned for institutional use, with the exception of public school sites, consider commercial, mixed-use, apartment or townhouse uses, consistent with adjacent land use designations in this Plan.
- 5.5.2 Where appropriate, consider institutional uses on properties designated for mixed-use commercial and apartment, provided the institutional use is compatible with adjacent uses and doesn't exceed the designated height for the site.

Centres and Village

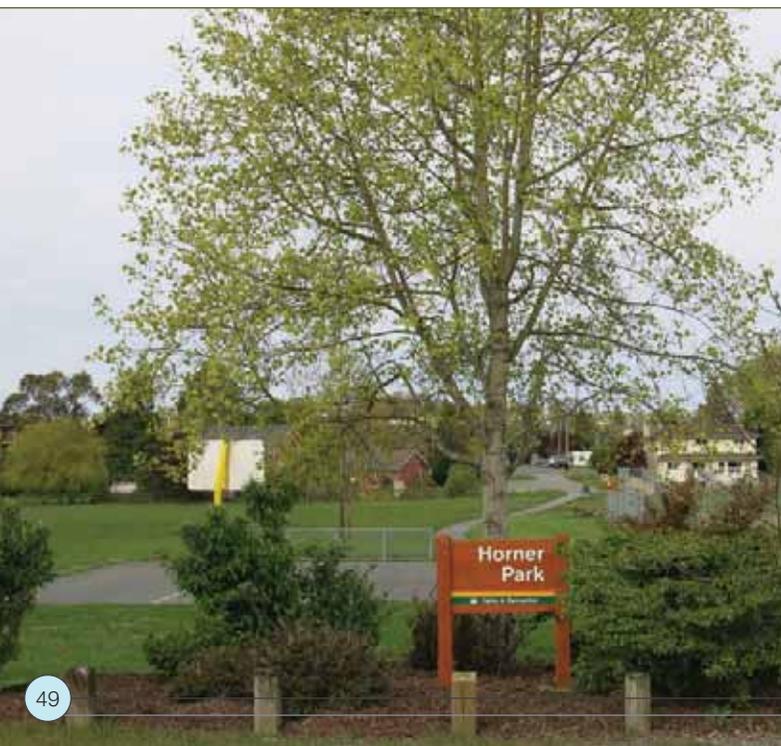
- 5.5.3 Support institutional uses as community focal points within each Centre and Village.
- 5.5.4 Encourage the following uses within the mixed-use cores of each Centre and Village: post offices; community centres; community policing stations; live theatre venues; libraries; seniors' centres; child and adult daycares; and recreation facilities.

5.6 | Parks and Open Spaces

Parks and open spaces play a diversity of roles in the community and range from completely natural to completely urban (i.e. plaza). Providing adequate and suitable park space to serve an increased Valley population, particularly in Centres, and an increasingly diverse number of user groups will be a critical challenge going forward. As more residents move into housing forms that have limited or no access to private outdoor space providing high quality and easily accessible parks and open spaces will help ensure a good quality of life for all citizens.

A diversity of parks currently exist in the Shelbourne Valley (Map 5.10) and includes: some primarily designed to protect natural areas such as Mt. Tolmie Park, Feltham Park, Bow Park and Brodick Park; some that provide significant recreation facilities such as Lambrick Park and Horner Park; and others, such as Browning Park that combine natural features with recreational opportunities. Generally speaking, the Shelbourne Valley is park deficient when compared to other neighbourhoods, or Saanich standards for various park types. The parks system is supported by open spaces, which include public school grounds, plazas, boulevards and pedestrian connections.

This Plan seeks to support future population and employment growth in Centres by introducing new parks and open spaces to animate public spaces and recreational opportunities. Figure 5.1 illustrates the diversity of parks and open spaces that will be needed to support a walkable Shelbourne Valley. Complementing existing and new park space will be greenways which will be implemented to provide linear recreation corridors for pedestrians and cyclists and to better connect major parks and recreation destinations.



Policies

New Parks and Open Space

- 5.6.1 Acquire new park space strategically to respond to demographic changes, connect greenways, protect areas of ecological value, expand existing parks and animate the Centres and Village.
- 5.6.2 Acquire new parks and publicly accessible open spaces that reflect the urban context of the Valley, provide amenity value in areas of higher density development, and support the overall hierarchy of walkable urban parks and open spaces shown in Figure 5.1.
- 5.6.3 Seek to acquire additional park space in close proximity to the core of University Centre and Shelbourne Valley Centre to support future population growth and aid their transition to more complete, people oriented Centres.
- 5.6.4 Support park acquisition locations identified in existing Local Area Plans.
- 5.6.5 Locate significant new urban open spaces in Feltham Village, University Centre and Shelbourne Valley Centre and design them to support animation and social interaction.
- 5.6.6 Encourage publicly accessible open spaces in new developments, such as plazas, walkways or small park nodes.
- 5.6.7 Consider private/public partnerships to acquire, develop and maintain open space within the Valley.

Access to Open Space

- 5.6.8 Encourage the retention and expansion of publicly accessible open space on private lands, including plazas.
- 5.6.9 Partner with School District 61 to improve access to school lands within the Shelbourne Valley.

Public Right of Ways

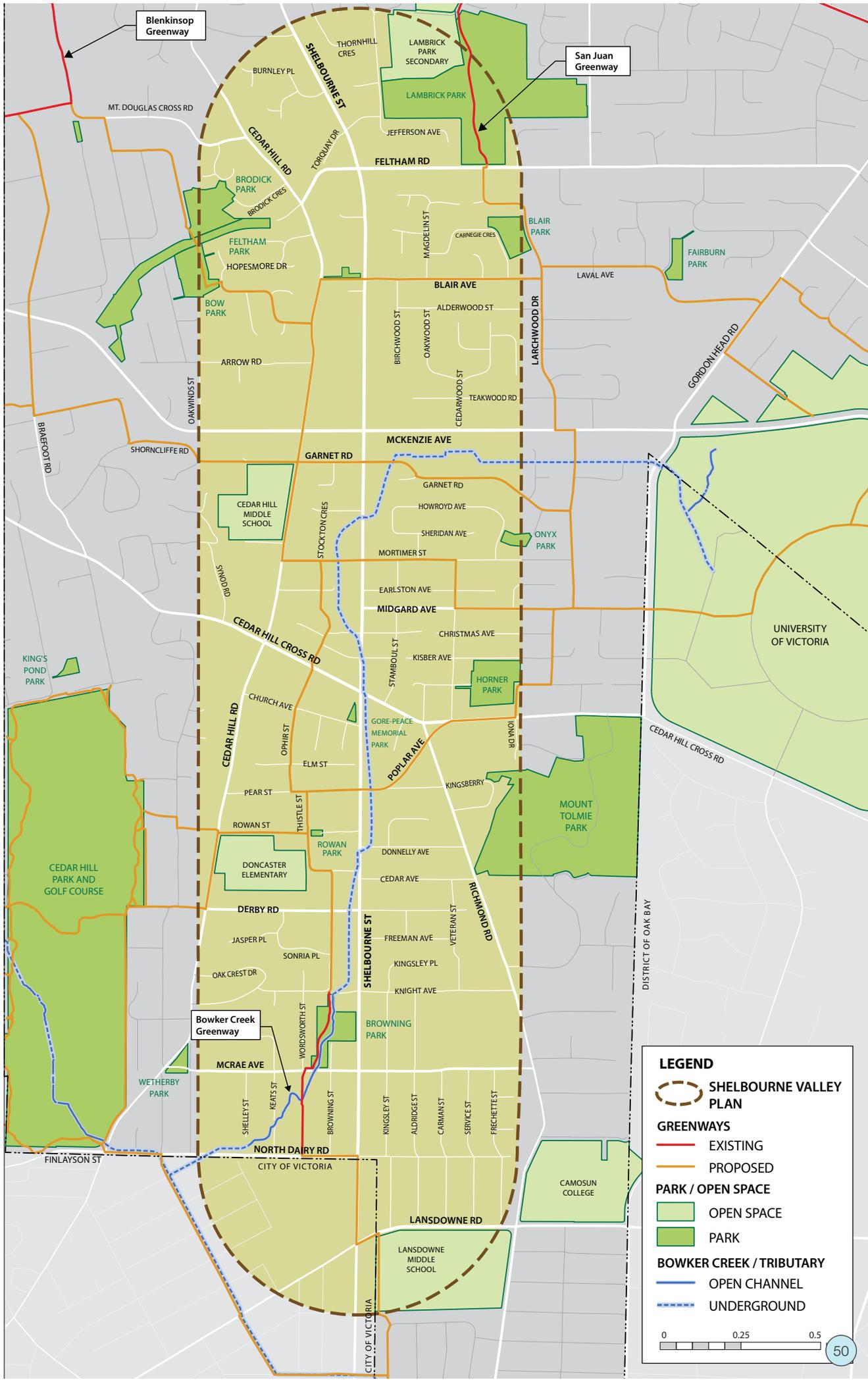
- 5.6.10 Improve the quality of recreation opportunities within the street network through:
 - enhancing landscaping and tree canopy on greenways;
 - increasing the number of pedestrian and cyclist connections; and,
 - introducing wayfinding signage to improve navigation to major destinations.

Community Gardens

- 5.6.11 Consider community gardens within existing or proposed parks, undeveloped parcels, and closed road right of ways as per the District of Saanich Community Gardens policy.



Map 5.10 | Parks and Open Spaces



Blenkinsop Greenway

San Juan Greenway

Bowker Creek Greenway

CEDAR HILL PARK AND GOLF COURSE

FELTHAM RD

BLAIR AVE

GARNET RD

MCKENZIE AVE

CEDAR HILL CROSS RD

MIDGARD AVE

MOUNT TOLMIE PARK

DERBY RD

CEDAR AVE

BROWNING PARK

NORTH DAIRY RD

LANSDOWNE RD

LANSDOWNE MIDDLE SCHOOL

CAMOSUN COLLEGE

UNIVERSITY OF VICTORIA

DISTRICT OF OAK BAY

CITY OF VICTORIA

CITY OF VICTORIA

MT. DOUGLAS CROSS RD

CEDAR HILL RD

SHELBOURNE ST

BURNLEY PL

THORNHILL CRES

LAMBRICK PARK SECONDARY

LAMBRICK PARK

JEFFERSON AVE

FELTHAM RD

TORQUAY DR

BRODICK PARK

BRODICK CRES

FELTHAM PARK

HOPEMORE DR

BOW PARK

ARROW RD

BLAIR PARK

CARNEGIE CRES

BLAIR PARK

FAIRBURN PARK

LAVAL AVE

GORDON HEAD RD

SHORNCLEIFFER RD

BRADFORD RD

OAKWINDS ST

STOCKTON CRES

GARNET RD

MCKENZIE AVE

GARNET RD

HOWROYD AVE

SHERIDAN AVE

MORTIMER ST

ONYX PARK

EARLSTON AVE

MIDGARD AVE

CHRISTMAS AVE

KISBER AVE

HORNER PARK

CECILIA DR

KING'S POND PARK

CHURCH AVE

OPHIR ST

ELM ST

PEAR ST

ROWAN ST

THISTLE ST

ROWAN PARK

DONCASTER ELEMENTARY

POPULAR AVE

KINGSBERRY

GORE-PEACE MEMORIAL PARK

CECILIA DR

CHURCH AVE

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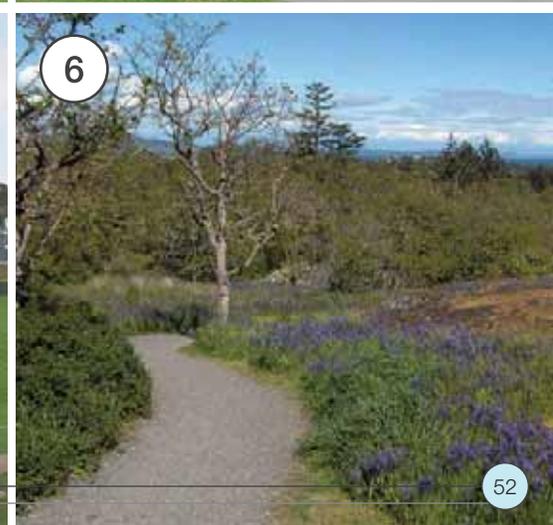
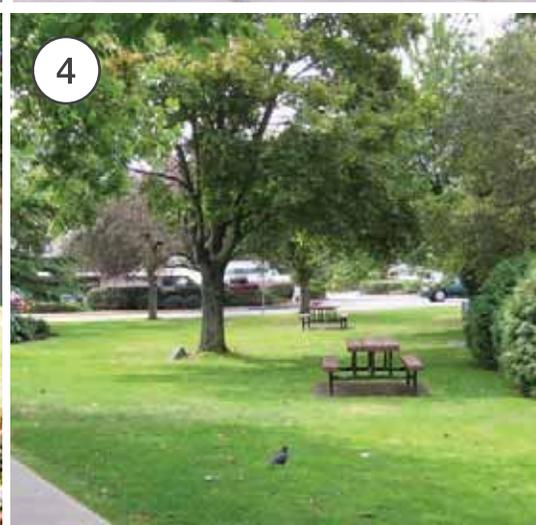
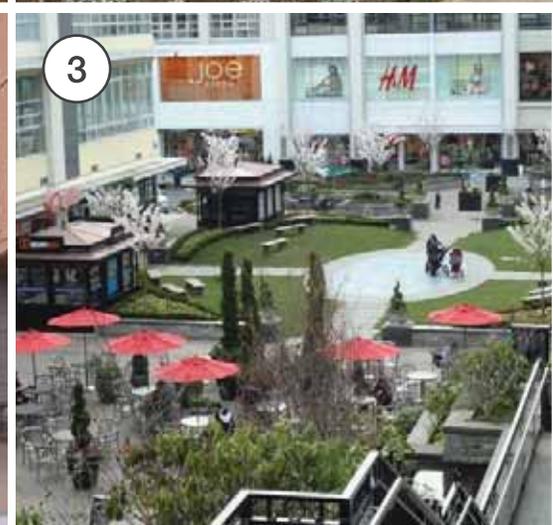
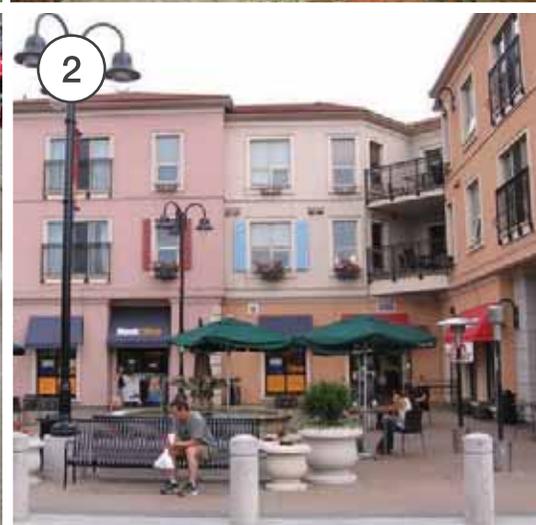
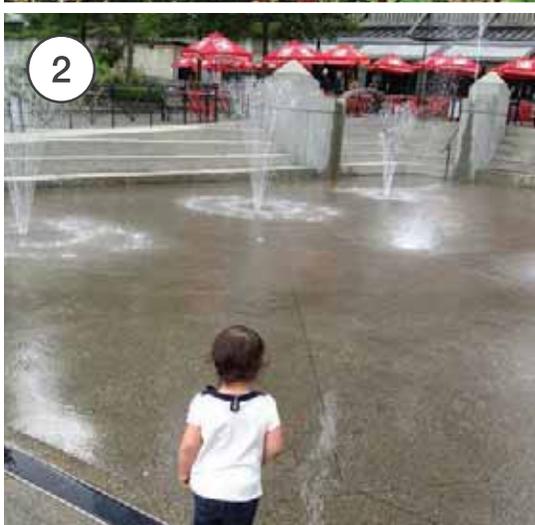
KINGSBERRY

Shelbourne Valley Parks and Open Space Framework

The Saanich Parks Property Inventory identifies a number of park type classifications based on the size of area they serve, the number and type, and the attractions offered. This system has resulted in the establishment of an exceptional park system within Saanich. However, the development of urban areas such as the Centres and Village in the Shelbourne Valley will require a more detailed approach that looks at a range of parks and open spaces. Figure 5.1 builds on existing park classifications to provide a framework to guide development of a high quality parks and open space network. The goal of the network is to provide a range of passive and active recreational opportunities, support active transportation, create community gathering places in Centres and Villages and increase the liveability and attractiveness of the Valley.

	Parks and Open Space Type	Purpose	Size	Walking Distance Guideline	Examples
1	Private Open Space	Provide outdoor space for private property/ strata developments	Various Sizes	n/a (addressed at site level)	Balconies, patios, courtyards, backyards, green roofs
2	Urban Plaza	Places for residents to gather on private and/ or public open spaces such as streetscapes	Various Sizes	2 min	Tuscany Village Plaza Closed public right of way
3	Village Green / Parkette	Provide small open spaces with seating areas, play areas, decorative elements including on private land with public access	<0.5 ha	5 min	Uptown Plaza
4	Neighbourhood Parks	Focus on local recreation for residents within 500m to 800m including play equipment, pathways, open grass, seating around play environments	Various Sizes	5-10 min	Gore Peace Park Onyx Park Horner Park Browning Park
5	Community Parks	Attracts users from 1 to 3 km away with high quality sports fields, playgrounds, trails, natural or horticultural features	5-20 ha	10-15 min	Lambrick Park
6	Municipal Parks	Serves the entire municipality with a range of park uses including natural features such as beaches and forests	20-200 ha	n/a	Mt. Douglas Park Mt. Tolmie Park

Figure 5.1 Parks and Open Space Framework



5.7 | Parking

One of the keys to the creation of a safe, walkable and attractive public realm is to reduce the impact of motor vehicles. Parking lots are currently a visually dominant feature of the Shelbourne Valley. By locating parking underground, under buildings or at the side or rear of buildings, the aesthetics and pedestrian orientation of the Valley can be greatly improved.

The supply of parking needed in the Valley is directly linked to the quality of public transit, cycling and walking options. New developments that provide infrastructure improvements that make it easier for residents, employees or shoppers to walk, cycle or take transit will be considered for parking reductions. Another option to better manage parking supply is to introduce on-street parking during off-peak traffic hours. This would provide additional parking supply, reduce traffic speeds and help to buffer sidewalks and cycle tracks from vehicle traffic.

Reducing potential areas of conflict between pedestrians, cyclists and motorists is a key safety consideration. Motor vehicle accesses, or driveways, represent areas of potential conflict. Combined accesses, raised pedestrian pathways through parking lots and accesses located off of major roadways can all help reduce potential areas of conflict.



Shelbourne Village Square

Policies *(See also Section 7.2 Urban Design Principles)*

Parking Location

- 5.7.1 Encourage underground parking for all new development and require it for all developments of 6 or more storeys.
- 5.7.2 Locate all surface parking to the rear of new development and screen from view.
- 5.7.3 Locate short-term bicycle parking in convenient locations near primary building entrances.

Parking Supply

- 5.7.4 Consider parking variances where contributions are made to enhance cycling, walking and transit infrastructure.
- 5.7.5 Undertake a parking study to review parking standards in the Centres and Village, taking into consideration transit proximity, land use mix, walkability and other factors that support the use of alternative transportation modes.

Parking Design

- 5.7.6 Incorporate raised pedestrian pathways across parking lots to provide safe pedestrian access between the street, the parking lot and building entrances.
- 5.7.7 Incorporate landscaping, street trees, bioswales, permeable paving and other stormwater best management practices into the design of surface parking lots.

Parking Access

- 5.7.8 Provide shared access to parking between developments
- 5.7.9 For the redevelopment of corner properties fronting a major or collector street, where the adjacent side street is residential, access to parking should be off the adjacent residential side street, where feasible, using private lanes. Consideration and encouragement should be given to designing the lanes so they can potentially be extended to adjacent properties designated for possible redevelopment.

5.8 | Community Contributions

A key component of building complete, sustainable neighbourhoods is providing a range of spaces and facilities to support the environmental, social and economic well-being of a community. The desirability of an area is largely dictated by the availability and quality of recreational, cultural and social spaces and facilities. Typical elements that are considered important to community quality of life are:

- Outdoor public space, such as parks or plazas;
- Indoor facilities that provide recreational, cultural, or social opportunities, such as libraries or community centres;
- Elements that improve overall community design, such as streetscape or greenway improvements or public art;
- Contributions to the social well-being of a community, such as affordable or social housing;
- Improvements to the mobility network, including new pedestrian and cycling paths; and,
- Restoration or enhancement of environmental assets.

While a network of community spaces and facilities exists today in the Shelbourne Valley, it is anticipated that further contributions will be needed to support additional population and employment growth and realize the goals of the Action Plan. As part of development applications within the Valley, an evaluation of appropriate community contributions will be made based on the policies in this Plan and site-specific conditions.



Camossung, Fred Dobbs (2009) - Gorge Waterway Park

Policies

Community Contribution Statements

- 5.8.1 As a component of rezoning applications, require a community contributions statement that indicates how specific components of the proposal contribute towards the objectives of the plan and items identified in Policy 5.8.2.

Community Contribution Priorities

- 5.8.2 For redevelopment proposals within the Shelbourne Valley plan area seek to achieve community contributions, with a priority on the following items:
- Parks or plazas
 - Bowker Creek daylighting or restoration
 - Enhancement of greenway or bikeway routes in accordance with Saanich standards
 - Dedications or easements that create new roads or pathways that improve the overall connectivity of the Valley, particularly for pedestrians and cyclists
 - Contributions to affordable housing
 - Significant contributions to public realm enhancement
 - Public art
 - Undergrounding of above-ground utilities
 - Stormwater management that treats run-off from off-site and/or provides flood attenuation at the watershed scale
 - Use of alternative energy or contributions to district energy infrastructure
 - Contributions to the Urban Forestry Fund
 - Daycare space

5.9 | Heritage

While most of the Valley was developed after the Second World War, there are buildings that date from before the War that are fine representatives of the Valley's agricultural past. Some of these buildings are designated as heritage sites and protected by bylaw, while others are registered as being significant heritage buildings but not protected (Map 5.11). Other buildings in the Valley from this era may also be worthy of registration.

Saanich also recognizes significant trees, including the London Plane trees planted along Shelbourne Street to commemorate British Columbia's war dead from the Boer and First World wars. These trees, protected by bylaw, are most pronounced north of Arbordale Road, outside the Plan study area, where they appear on the east side of the street and on the median. There are fewer of these trees within the study area, where many were removed to widen Shelbourne Street and make way for new development. Where sufficient space is available, new London Plane trees will be considered for planting on boulevards along Shelbourne Street to help recognize and acknowledge the street's importance as Canada's first memorial street (see section 4.3 for policies related to London Plane trees).

Policies

Heritage Buildings

- 5.9.1 Continue to preserve and protect registered heritage buildings and those worthy of heritage protection by ensuring that new development is contextually sensitive and does not detract from their character and form.
- 5.9.2 Conserve and enhance the heritage character of the Valley by working with the community to identify additional buildings suitable for inclusion on the Heritage Register.



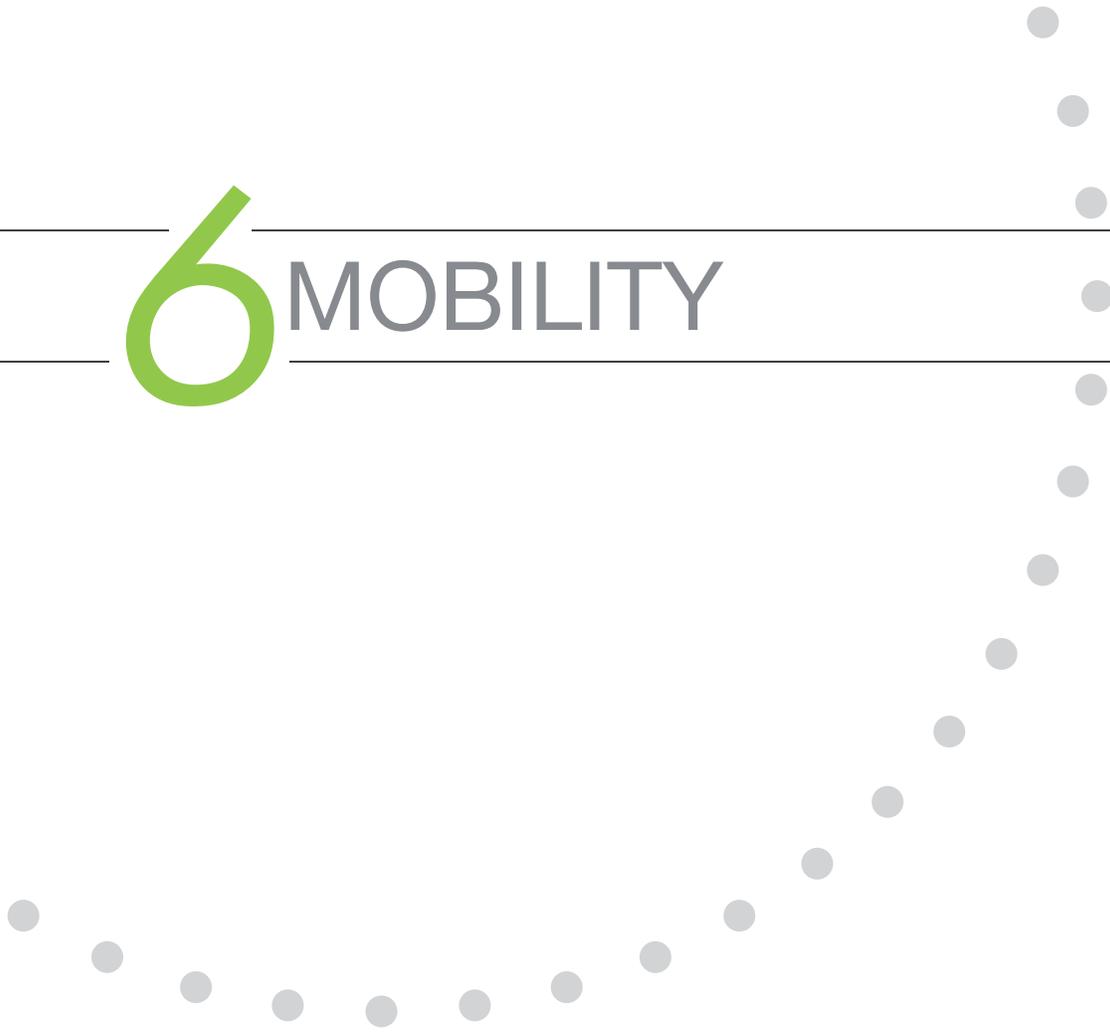
Heritage House, 3501 Cedar Hill Rd



Map 5.11 | Heritage Sites



6 MOBILITY







Introduction

The health of a community is heavily influenced by the range and quality of mobility options available to all citizens. Much of the Shelbourne Valley was developed at a time when automobile movement and access were the driving imperatives behind the design of roads and buildings. This has resulted in a challenging environment for cyclists, pedestrians and public transit users. In recent years, transportation planning has shifted its focus from cars to people, in an effort to reduce greenhouse gas emissions, improve health outcomes, and enhance community connections and opportunities for social interaction.

Saanich has set a target to reduce greenhouse gas emissions 33% below 2007 levels by 2020. Currently, transportation accounts for 62% of Saanich’s greenhouse gas emissions. In Saanich 69% of journey-to-work trips are made by private vehicle. To achieve the emission reduction target and the regional goal of accommodating 75% of new commuter trips by walking, cycling, public transit, and ride-sharing, a significant effort is needed to provide better support for less carbon intensive modes of travel. The Shelbourne Valley provides an opportunity to demonstrate creative solutions in a strategic regional location that advances key Saanich goals.

Two principle challenges are associated with implementing a more multi-modal vision in the Valley: the conditions of the existing mobility network; and, the number of competing policy priorities for road space and investment dollars. The existing transportation network is poorly linked to land use, resulting in basic pedestrian spaces, urban design that prioritizes car access and limited right-of-way space for adequate pedestrian and cycling facilities. Also, the existing Valley transportation network is characterized by a disconnected street grid that provides few options for travel routes and creates “superblocks” that stretch for several hundred metres in some instances (Figure 6.1).

The other primary challenge for the Shelbourne Valley and Shelbourne Street in particular, is the number of policy aspirations that have been articulated for this area. As the only flat, direct north-south route through this part of the region, Shelbourne Street has been identified as a vital transit, cycling and motor vehicle corridor in various plans and policies. Of particular note, the Regional Pedestrian and

Cycling Master Plan has identified Shelbourne Street as a location for separated on-street bike facilities. Additionally, land use intensification in Villages and Centres, Bowker Creek restoration and urban forest enhancement have also been identified as important goals. As these goals manifest themselves in a physical design, trade-offs will be required to implement improvements that work within the existing constraints.

While the policies in this section deal with a variety of transportation elements, it is the linkage with land use that is essential to the success of this Plan. Higher density development, pedestrian oriented design and a mix of land uses will create conditions that improve the viability and efficiency of sustainable modes of transportation.

The policies in this section collectively provide a 30-year vision for mobility in the Valley. However, implementation of many of the mobility directions, particularly as they relate to Shelbourne Street, are largely predicated upon redevelopment that will likely occur over a long period of time in a relatively unpredictable manner. Therefore, this Plan also advances a shorter term mobility action program that looks to bridge the gap by providing tangible interim improvements to conditions for pedestrians, cyclists, and transit users.

Connections

Less connectivity results in fewer options for travel routes and creates “superblocks” that extend travel time for walking and cycling.

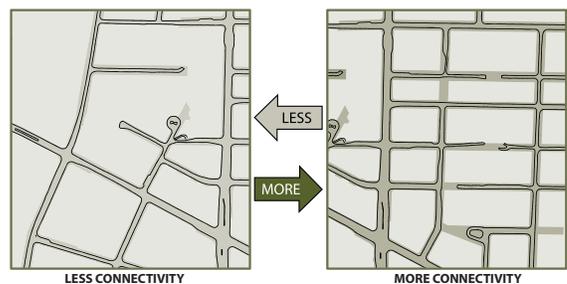


Figure 6.1 | Sample street networks in Shelbourne Valley

Mobility Objectives

- A. **Increase pedestrian and cycling connectivity** throughout the Valley by breaking up large blocks, enhancing crossing opportunities, and adding pedestrian and cycling paths.
- B. **Improve the design of streets as a space for community enjoyment and activity**, including through enhancing landscaping, improving and widening sidewalks, introducing new public spaces and designing buildings with a pedestrian orientation.
- C. **Reduce greenhouse gas emissions** and energy consumption through improving active transportation options, and not adding road capacity for single occupancy vehicles.
- D. **Improve safety and comfort for all users** by reducing potential conflicts between travel modes, providing more direct and efficient connections, and providing facilities to support vulnerable individuals.
- E. **Enhance access to businesses by all modes** of transportation through better integrating land use and transportation enhancements.
- F. **Improve transit efficiency and accessibility** to all residents by facilitating frequent transit service on Shelbourne Street and improving service levels on other routes.
- G. **Provide a cycling network suited to all ages** that include a range of routes for all abilities and interests.
- H. **Strengthen linkages between land use and transportation** through coordinating land use changes, increases in density, and transportation improvements.

Short Term

Long Term

Section 8.2 | Short Term Mobility Actions

Section 6 | Comprehensive Mobility Vision

Figure 6.2 | Relationship of Short-Term and Long-Term Mobility Directions



Cedar Hill Road Cycle Track

6.1 | Walking

Walking is part of every trip, whether it is walking from home to the bus stop or from a parked car or stored bicycle to a place of business, work, education or play. If suitable conditions exist— such as having a complete, connected sidewalk network and major destinations close to where people live – walking can also be a convenient alternative to the automobile for almost all short trips. Currently in Saanich, walking accounts for 7.4% of all trips, slightly less than the current regional mode share of 10.5%. The District has set a target to increase the walking modal share to 12% by the year 2020.

Many pedestrian generators are within or in close proximity to the Valley, including the University of Victoria, Camosun College, commercial areas, community facilities, seniors' homes, parks, schools and transit facilities. Providing more attractive and accessible pedestrian facilities is critical to improving linkages between these areas, improving community vitality and making walking more enjoyable.

A number of challenges exist that reduce the efficiency and enjoyment of walking. The width of Shelbourne Street, especially at major intersections, can create challenging environments for pedestrians and encourage motor vehicles to speed. Wide road crossings are particularly difficult for the elderly, parents with young children and persons with disabilities. The long blocks and modified street grid of the Shelbourne Valley frustrate pedestrians (as well as cyclists). On Shelbourne Street the distance between crosswalks averages over 300 metres and can be as much as 600 metres. The lack of sidewalks on local streets and lack of a buffer between traffic and sidewalks on major roads is also seen as an impediment to walking.

The pedestrian policies of this Plan focus on four primary objectives:

- Create a better relationship between the pedestrian realm and adjacent land uses;
- Improve network connectivity and accessibility;
- Improve the number and quality of intersection crossings; and,
- Enhance sidewalk facilities and placemaking elements.

Policies

Pedestrian Connections

- 6.1.1 Work towards achieving a connected pedestrian and cycling network with connections (roads, trails, footpaths) spaced approximately 100 metres apart.
- 6.1.2 Acquire rights-of-way or easements for trails or footpaths at the time of rezoning or subdivision.

- 6.1.3 Acquire walking/cycling connections, including those identified on Map 6.1, through redevelopment or property acquisition to improve overall network connectivity and complete the greenway network.

Pedestrian Crossings

- 6.1.4 Consider additional pedestrian crossing locations in the Valley, where warranted, including those identified on Map 6.1, to improve overall network connectivity, assist greenway implementation, support higher density redevelopment and provide more direct access to major destinations.
- 6.1.5 Where feasible, reduce intersection crossing distances, increase signal crossing times and introduce median refuges, particularly in areas with a high number of seniors and people with mobility challenges.
- 6.1.6 Eliminate bus bays and turning lanes, where feasible, to narrow the width of Shelbourne Street at key intersections to shorten crossing distances and improve safety.
- 6.1.7 Introduce automatic activation of pedestrian crossing signals at Cedar Hill Cross Road / Shelbourne Street and McKenzie Avenue / Shelbourne Street intersections.

Sidewalk Facilities

- 6.1.8 Construct sidewalks on all residential streets within 500 metres of the primary intersection of a Centre or 200 metres of the primary intersection of a Village.
- 6.1.9 Design sidewalks on major and collector roads, where possible, with buffer areas to separate pedestrians from vehicle traffic and cyclists.
- 6.1.10 Ensure the design of sidewalks and other pedestrian facilities considers mobility devices.
- 6.1.11 When undertaking underground works consider constructing new sidewalks at the same time if determined to be cost effective.
- 6.1.12 Support the implementation of pedestrian improvements identified in the Safe Routes to School Program

Pedestrian Amenities

- 6.1.13 Provide pedestrian amenities such as benches and drinking fountains on major pedestrian routes and greenways, with a focus on routes linking higher density development and seniors' housing with major destinations.
- 6.1.14 Continue to develop and provide route maps and install wayfinding signs to encourage and promote walking.



Map 6.1 | Pedestrian Network



6.2 | Cycling

Cycling is an increasingly popular form of active transportation for commuting, local travel and recreation. With appropriate facilities, cycling can be time competitive with both cars and transit, particularly over short-to-moderate distances during peak travel periods. Cycling in Saanich currently accounts for 2.9% of all trips, compared to 3.3% for the region. The municipality has set a 2020 target of a 5% cycling mode share.

Currently, there is no continuous cycling route through the Valley that meets existing standards. Cycling on Shelbourne Street is limited to sharing on street travel lanes with motor vehicles. Within the Plan area, designated bike lanes only exist on portions of Cedar Hill Road, McKenzie Avenue, Feltham Road and North Dairy Road. Established cycling routes from other parts of Saanich and the CRD come close to or part way into the Valley but do not connect all the way through.

Numerous challenges are present that inhibit the cycling potential of the Valley, including:

- a modified street grid that blocks access between streets and limits alternatives to Shelbourne Street
- long superblocks along Shelbourne Street that act as barriers to connectivity
- major road crossings, especially where turn lanes are involved
- a lack of bike racks, lockers, or other facilities in both the public and private realm
- high traffic volumes and speeds on major roads designated for cycling

Shelbourne Street has been highlighted in numerous plans as key to the Capital Region’s cycling network. The recently completed CRD Pedestrian and Cycling Master Plan (PCMP) recommends that Shelbourne Street include on-street (Class I) type facilities buffered from traffic (figure 6.3).

The 30 year plan for cycling in the Valley includes a better connected overall transportation network, bicycle lanes or cycle tracks on major roads and a comprehensive greenway network. Implementation of these facilities will collectively provide better connectivity and route options, as well as safety and comfort for all cyclists.

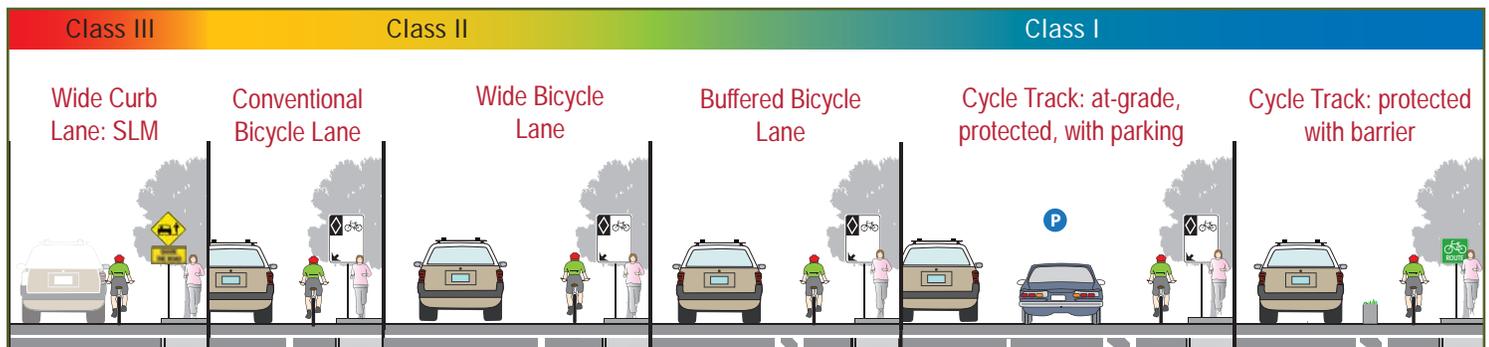


Figure 6.3 | Range of Bikeway Facilities (CRD PCMP)

Policies

Cycling Network

- 6.2.1 Implement the cycling network according to routes identified on Map 6.2.
- 6.2.2 Develop a network of greenways and trails, as identified on Map 6.3, to provide a north-south route through the Shelbourne Valley and links to cycling routes and major destinations.
- 6.2.3 Work to better integrate bikeway and greenway networks, including connecting routes to enable efficient north-south cycling through the Valley.
- 6.2.4 Acquire rights-of-way or easements at the time of rezoning or subdivision, to implement and add connections to the bike network.
- 6.2.5 Add Blair Street and Derby Road, as identified on Map 6.2, to the District Bike Network.

Wayfinding

- 6.2.6 Develop an integrated wayfinding system for cycling that identifies bikeways and greenways and links major destinations.

End of Trip Facilities

- 6.2.7 Achieve end of trip facilities within the Valley through redevelopment and new bicycle parking requirements.
- 6.2.8 Require bicycle parking/storage, and encourage change and shower facilities, where appropriate, in commercial, institutional, public and recreational buildings and facilities.

Map 6.2 | Cycling Network



LEGEND

SHELBOURNE VALLEY PLAN

CYCLING NETWORK

- COMMUTER NETWORK
- EXISTING GREENWAYS
- LOCAL CONNECTORS

POTENTIAL ROUTES

POTENTIAL ROUTE

CONNECTIONS

POTENTIAL NEW CONNECTIONS

0 0.5 KM

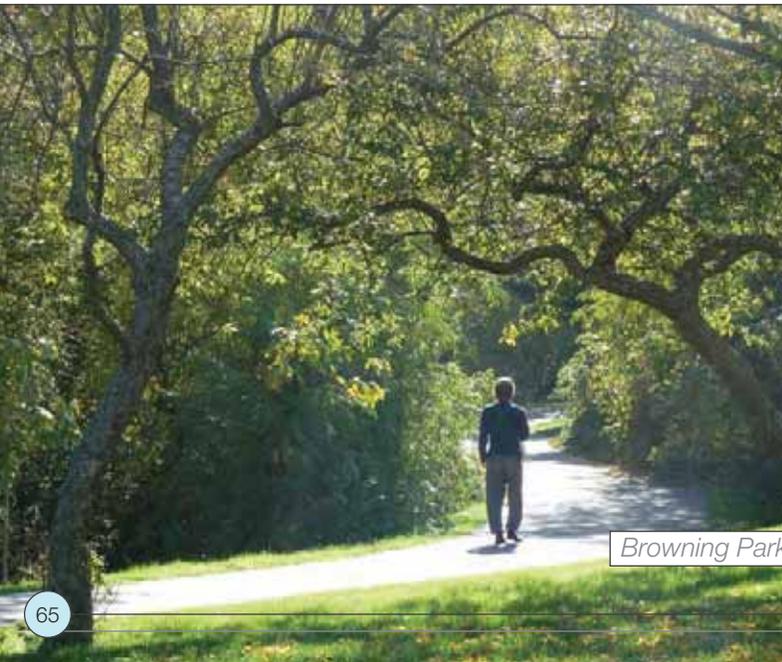
6.3 | Greenways and Trails

Greenways and trails are important parts of the mobility network that enhance the experience of walking, cycling and other forms of non-motorized transport. Trails are off-street routes through parks, open spaces or natural areas and are completely separated from traffic. Greenways are commonly located on low-volume residential streets and are designed for the safety and comfort of cyclists and pedestrians. Together greenways and trails combine to form a linear recreational network that provide connections to parks, neighbourhoods, commercial centres, natural areas, schools, and other major destinations. In addition to serving an active transportation role, greenways can also play an important role in enhancing the green space, urban ecology and green infrastructure attributes of an area.

Currently, three greenways/trails serve the periphery of the Shelbourne Valley:

- Blenkinsop Greenway – a multi-use pedestrian and cycling path;
- San Juan Greenway - on street route with wide sidewalks, bike pavement markings, and cross walks across major streets; and,
- Bowker Creek Greenway - a walking/cycling recreation trail extending from North Dairy Road to Browning Park.

This Plan identifies a conceptual greenway and trail network that will be introduced over time to provide continuous connections through the Valley. Routes can be incrementally implemented through the introduction of traffic calming, wayfinding signs, pavement markings and landscaping. Major capital projects, property redevelopment and property acquisition will provide opportunities for more substantive upgrades such as new sidewalks, additional tree planting and landscaping, the enhancement of Bowker Creek and implementation of stormwater management with swales and rain gardens.



Browning Park

Policies

Greenway and Trail Network

- 6.3.1 Implement the greenway and trail network as shown on Map 6.3.
- 6.3.2 Maintain flexibility in the routing of greenways to maximize potential route options based on property acquisition or opportunities presented through redevelopment.
- 6.3.3 Complete the greenways network by acquiring property, gaining access to property through easements, and improving connections to the overall mobility network.
- 6.3.4 Give priority to cyclists and pedestrians on designated greenways by providing safe crossings at major streets, introducing traffic calming and providing intersection priority.

Environmental Elements

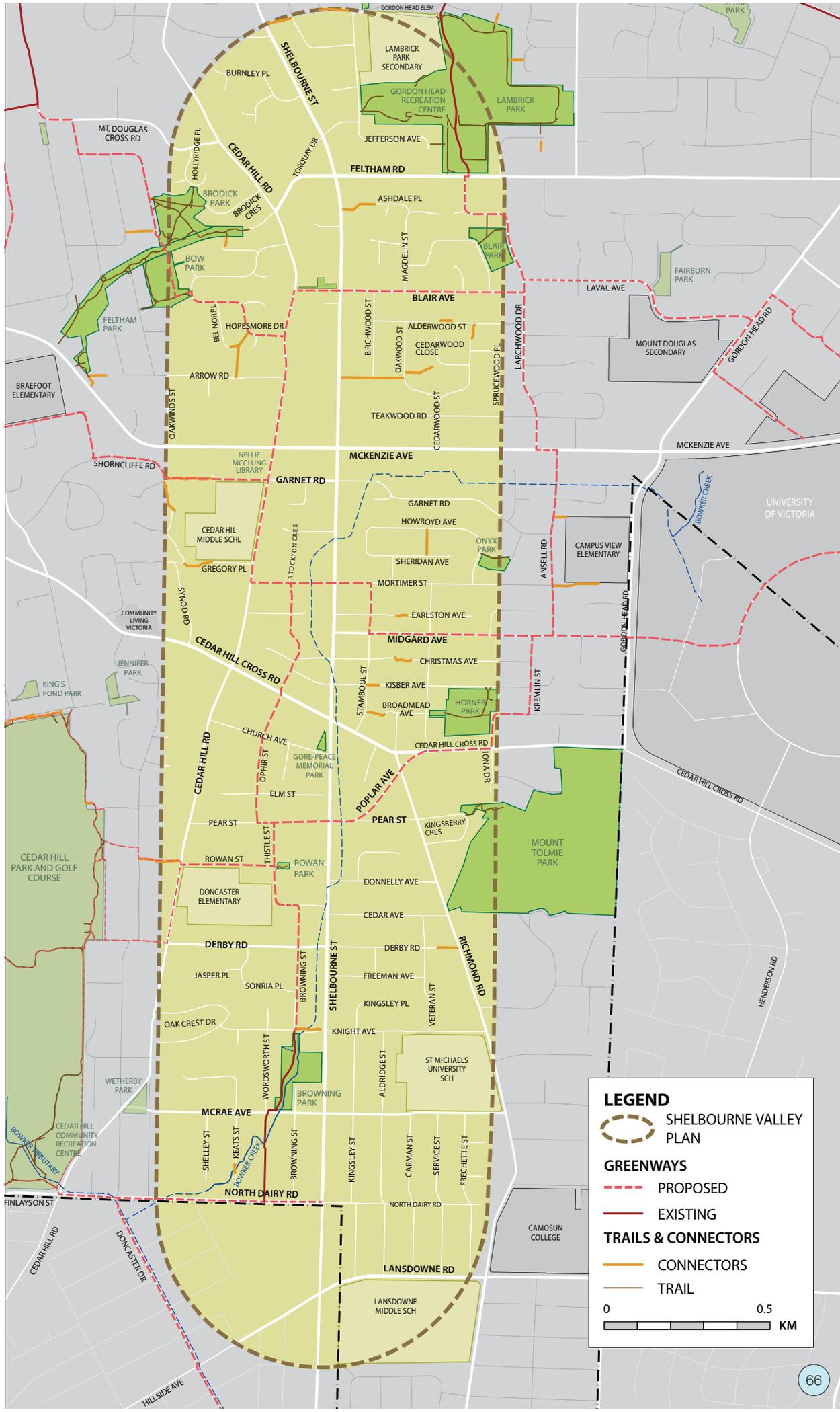
- 6.3.5 Elevate “green” elements of the greenways network through:
 - enhancing landscaping, tree planting and tree canopy cover within right-of-ways and on adjacent properties;
 - integrating design elements and wayfinding that highlight intersections with Bowker Creek and environmentally significant areas; and,
 - introducing stormwater management features such as rain gardens and bio-swales.
- 6.3.6 For greenways that align with Bowker Creek seek to implement and coordinate greenway enhancements with actions identified in the Bowker Creek Blueprint.

Implementation

- 6.3.7 Continue to seek funding opportunities for implementing the greenway and trail network and linking it to other greenways and trails.
- 6.3.8 As properties along greenways redevelop, seek improvements to pedestrian facilities, enhancements to landscaping and tree planting, and improvements to stormwater management infrastructure.
- 6.3.9 Implement wayfinding to improve the navigability of greenways and orientation to major destinations, including community recreation facilities, educational institutions and Centres and Villages.



Map 6.3 | Greenways and Trails



LEGEND

- SHELBOURNE VALLEY PLAN
- GREENWAYS**
 - PROPOSED
 - EXISTING
- TRAILS & CONNECTORS**
 - CONNECTORS
 - TRAIL

0 0.5
KM

Greenway Elements

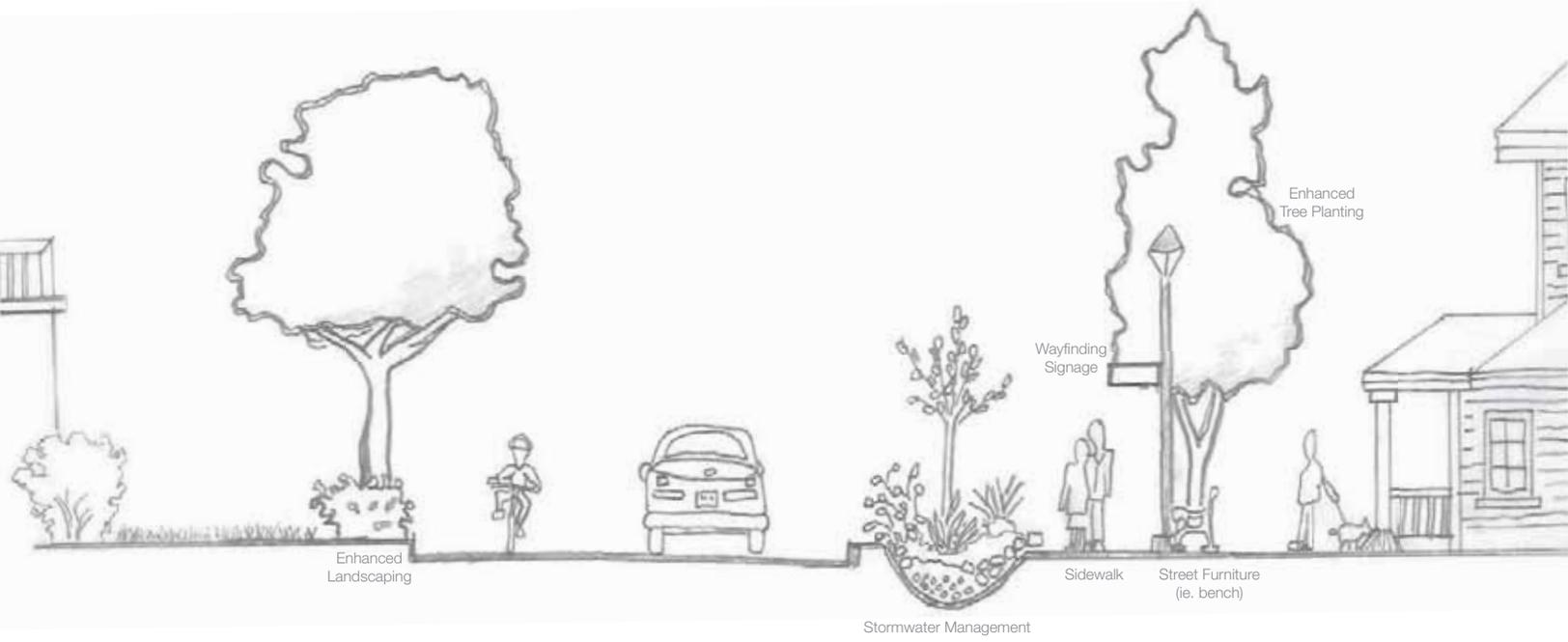


Figure 6.4 | Examples of Greenway Elements

Elements of the Pedestrian and Cycling Network

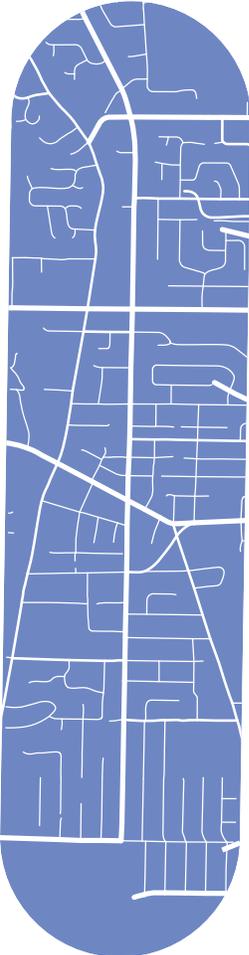
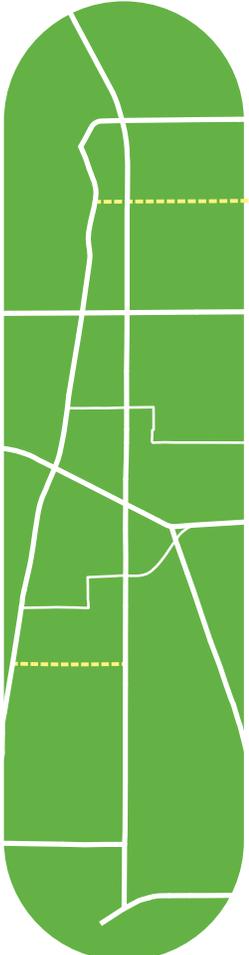
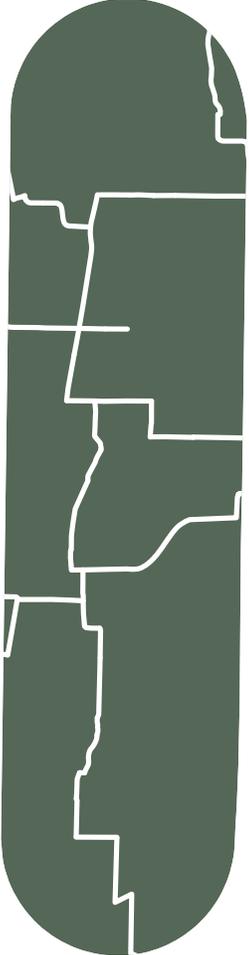
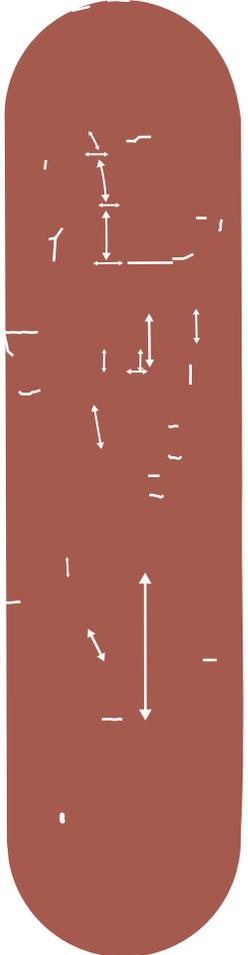
 Roads	 Bikeways	 Greenways	 Paths & Trails
<p>Bikes Permitted on all Streets</p>	<p>Direct Routes on Major Roads</p>	<p>Recreational Routes for Pedestrians and Cyclists</p>	<p>Include Pedestrian and Bike Paths Only</p>
<p>Range of Sidewalk Facilities depending on Road Classification</p> <p>Major Roads – Sidewalks minimum 2 metres both sides</p> <p>Collectors – Sidewalks 2 metres on at least one side of street</p> <p>Residential – Sidewalks in high priority areas</p>	<p>Bike lanes or cycle tracks</p>	<p>Mostly shared local streets and trails.</p> <p>Traffic calmed</p> <p>Green Elements</p>	<p>Private connections through large sites</p> <p>Links between dead-end streets</p> <p>Future – Potential connections identified in plan (←→)</p>
			

Figure 6.5 | Elements of Pedestrian and Cycling Networks

6.4 | Public Transit

Public transit connects users to the Valley's Village and Centres, the University of Victoria, Camosun College, the City of Victoria, and neighbourhoods to the north and east of the Shelbourne Valley. Key routes servicing the Valley offer competitive travel times and reduce many of the environmental and community impacts caused by motor vehicle use. For those who do not drive, transit may be the only option for getting to jobs, commercial areas, services and recreation. The current modal share for transit in Saanich is approximately 5.3%. The District has set a modal share target of 8% by 2020.

Four bus routes serve Shelbourne Street, two going the length of the Valley, with service about every seven minutes during peak rush hour periods. Approximately 3,200 passengers board their bus in the Valley daily, with the highest activity transit stops located in University Centre and Hillside Centre.

BC Transit has identified Shelbourne Street as a Frequent Transit Corridor in their 25 year long term plan, highlighting the importance of transit service reliability and high quality facilities. This designation is reinforced by the Saanich OCP, which includes a number of policies to promote transit through increased density and a mix of land uses around Centres and Villages.

The transit policies of this plan focus on three primary objectives:

- Create comfortable passenger and pedestrian facilities for transit users;
- Encourage higher density mixed-use development in the Valley's Centres and Village and along Shelbourne Street; and
- Increase the reliability of service and prioritize transit vehicles within the road network.

Policies

Modal Integration

- 6.4.1 Integrate transit with other modes of transportation by ensuring safe accessible pedestrian and cycle routes between transit stops and major local and regional destinations.

Transit Exchanges

- 6.4.2 Support BC Transit in the development of a transit exchange at the intersection of McKenzie Avenue and Shelbourne Street.
- 6.4.3 Seek to incorporate elements such as bike lockers, public washrooms and wayfinding signage to support the development of a transit exchange at McKenzie Avenue and Shelbourne Street.

Shelbourne Street Transit

- 6.4.4 Work with BC Transit to implement changes along Shelbourne Street to assist the introduction of Frequent Transit service and enhance transit service and facilities in each Centre and Village.
- 6.4.5 Explore opportunities to implement dedicated transit lanes along Shelbourne Street to support rapid bus, street car or tram service.
- 6.4.6 Improve transit travel time, reliability, and connections along Shelbourne Street and at key cross-street intersections such as at Cedar Hill Cross Road, McKenzie Avenue, and Feltham Road, to accommodate increased service and demand.
- 6.4.7 Provide coordinated signal timings along Shelbourne Street with transit signal priority to accommodate increased transit services and minimize passenger delays.
- 6.4.8 Remove bus bays, where feasible, along Shelbourne Street to improve transit efficiency, improve bus stop areas, and create more 'people space' between the road edge and buildings.
- 6.4.9 Retain bus bays north and south of McKenzie Avenue to accommodate larger passenger loading and alighting volumes and maintain time transfer points for buses.

Transit Network

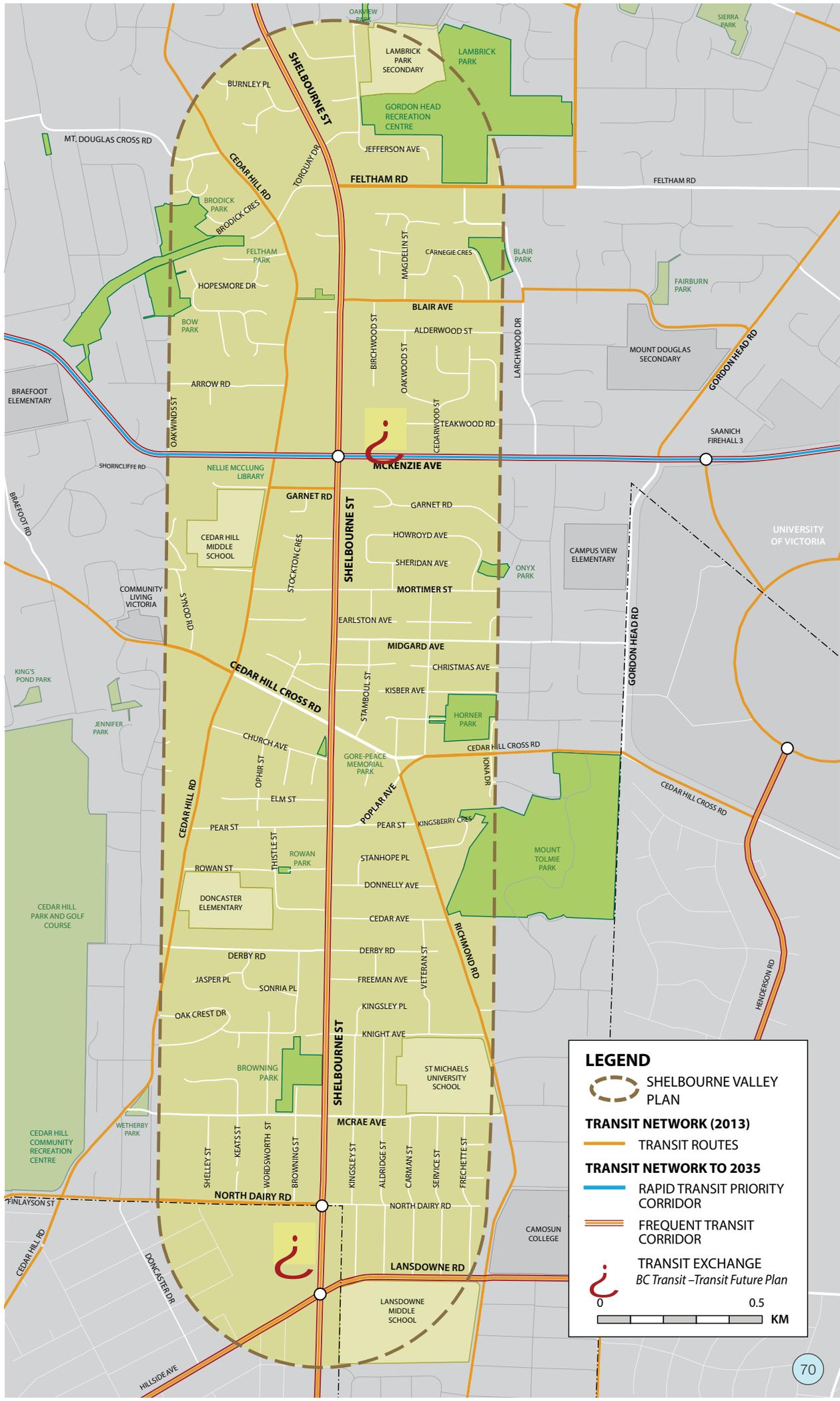
- 6.4.10 Work with BC Transit to expand the transit network through the Valley and to re-introduce previously cancelled routes, especially those going east to west.
- 6.4.11 Support enhancements that improve the quality and efficiency of transit along the McKenzie Corridor as part of its transition to a Rapid Transit Priority Corridor.
- 6.4.12 Retain access to the Garnet Road bus zone, west of Shelbourne Street, for local buses.

Accessibility

- 6.4.13 Implement the recommendations of the Access to Transit Report (2007) with respect to: pick-up/drop-off zones (for both Handy DART and the conventional bus system), sidewalks, corners, intersections, crosswalks, pathways and entrances to buildings.
- 6.4.14 Explore bus stop enhancements on Cedar Hill Road as part of road, sidewalk and cycling improvements.
- 6.4.15 Support BC Transit initiatives to improve transit service, including the potential provision of park and ride areas.



Map 6.4 | Transit Network



LEGEND

- SHELBOURNE VALLEY PLAN
- TRANSIT NETWORK (2013)**
 - TRANSIT ROUTES
- TRANSIT NETWORK TO 2035**
 - RAPID TRANSIT PRIORITY CORRIDOR
 - FREQUENT TRANSIT CORRIDOR
- TRANSIT EXCHANGE
BC Transit – Transit Future Plan

0 0.5 KM

6.5 | Motor Vehicles

Motor vehicles, while providing relatively convenient and fast travel, are the single largest contributor to greenhouse gas emissions in Saanich and often have negative impacts on communities and the natural environment. Motor vehicle use currently accounts for more than 80% of travel in Saanich. Maintaining good vehicle access to businesses and reliable commuter routes, while also better accommodating other modes, is a critical balance that this Plan seeks to achieve.

Shelbourne Street is the only major north south road in the Valley. As a primary commuter route it carries 18,000 vehicles per day at the north end to over 25,000 vehicles a day at the south end. Based on historical trends, these volumes are expected to increase at an estimated 0.5% per year to 2038. Shelbourne Street is also a key spine for the Valley's east-west collector roads and provides routes to downtown Victoria, Oak Bay, Cadboro Bay, and the Patricia Bay and TransCanada Highways, as well as connections to destinations within the Valley. Cedar Hill Road and Richmond Road, are the only routes parallel to Shelbourne Street that could be used to accommodate regional and district-wide vehicle, goods movement, and transit needs.

The local road network surrounding Shelbourne Street is somewhat disconnected, with a street pattern that ranges from an older straight grid pattern in the south end, to a modified grid system, designed to keep out non-local traffic, in the north. The long blocks abutting Shelbourne Street further restrict connectivity, particularly for cross Valley movement and internal circulation.

Motor vehicles will always be an essential part of the Shelbourne Valley mobility network; however, a more balanced mobility system will be created over time to help reduce greenhouse gas emissions and improve the liveability of the Valley.

Road Network

Major roads in Saanich are those with limited access and with major intersections controlled by traffic lights. Major roadways typically carry high volumes of traffic and provide a continuous network with neighbouring municipalities.

Collector roads provide crucial access for residential traffic connecting to the major roads and other collector streets.

Residential roads tend to serve local travel needs, provide access to collector and major roads for longer distance travel, and provide access to residential properties.

Policies

Road Network

- 6.5.1 Continue to upgrade major roads, collector roads and local roads, as identified on Map 6.5, to implement pedestrian, cycling and vehicle facilities consistent with Saanich standards.
- 6.5.2 Restrict changes to the transportation network that increase capacity for general purpose traffic.
- 6.5.3 Support the use of Transportation Demand Management practices, including carsharing, to reduce motor vehicle use.
- 6.5.4 As large sites on superblocks redevelop, consider introducing additional streets to improve circulation, reduce accesses off of major roads, and provide additional opportunities for street animation.
- 6.5.5 Consider traffic signal coordination as a mechanism to reduce greenhouse gas emissions.
- 6.5.6 Consider improvements to the intersection of Richmond Road and Cedar Hill Cross Road to improve traffic flow, including examining the introduction of a round-about.

Goods Movement

- 6.5.7 Ensure major roads continue to provide adequate service levels and access opportunities to allow the efficient movement of commercial services and goods.
- 6.5.8 Ensure loading facilities are located and screened to limit their impact on adjacent residential dwellings.

Parking

- 6.5.9 Consider designating and managing on-street parallel parking along Shelbourne Street in off-peak hours, with a focus on commercial areas.
- 6.5.10 Update off -street parking and loading area standards for Centres and Villages.
- 6.5.11 Consider parking variances where contributions are made to enhance cycling, walking and transit infrastructure.

Electric Vehicles

- 6.5.12 Promote the use of electric vehicles, including through encouraging charging facilities in higher density developments.



Map 6.5 | Road Network



6.6 | Shelbourne Street

Shelbourne Street functions as both a community street used by Valley residents to access local destinations (including Centres and Villages), as well as an important regional link connecting major regional destinations within the CRD, such as the University of Victoria and Downtown Victoria. Shelbourne Street is the only major road going north-south through the Valley, with an estimated 65% of Shelbourne Street trips having origins or destinations outside of Saanich.

Shelbourne Street is primarily four lanes between Hillside Avenue and Feltham Road and is contained within a relatively narrow 20 to 23 metre right-of-way through most of the Valley. The streetscape along Shelbourne street is relatively unattractive with inconsistent sidewalk and landscape treatments and limited community focal points and placemaking elements in the Valley's Centres and Village.

Barriers to accessibility, poor sidewalks, challenging crossings and a generally unpleasant pedestrian environment are important reasons why people don't walk more in the Shelbourne Corridor. The lack of adequate buffers for sidewalks and high traffic speeds create a particularly uncomfortable situation for pedestrians. Cycling on Shelbourne Street can also be challenging, with travel limited to shared on-street travel lanes.

This Plan looks to transform Shelbourne Street into a street that comfortably accommodates all modes of travel. Generous sidewalks, fully separated cycle tracks, frequent transit service and an inviting and vibrant public realm will characterize the future design. Flexibility will be incorporated into improvements to enable a transition to the future goal of dedicated transit lanes on Shelbourne Street. A re-imagining of the right of the way will shift the focus to sustainable modes of transport and help to catalyze the future land use changes that are vital to transforming the Shelbourne Valley.

Highlighting its role as a community space, Shelbourne Street is also intended to become a 'Great Street'. Becoming a Great Street involves improvements to buildings, infrastructure and landscaping to create a place that provides physical comfort for people, encourages community interaction, celebrates points of interest, and complements adjacent land uses. Achieving the 'Great Street' qualities requires a transformation of Shelbourne Street that can only occur over time with changes to adjacent land uses and urban form.

Improving Shelbourne Street in the Short-Term

A key part of this Plan is making progress towards the ultimate vision for Shelbourne Street in the short-term. To that end, a set of short-term mobility actions have been incorporated into the plan, with a focus on creating immediate improvements for pedestrians and cyclists on Shelbourne Street.

Sections 6.7 and 8.2 describe the improvements in detail. Key highlights are:

- Addition of a continuous bike facility on Shelbourne Street, with over 50% of it physically separated from vehicle traffic;
- Over 2.3 kilometres of upgraded sidewalks;
- Pedestrian improvements at major Centres to shorten crossing distances, increase sidewalk separation from vehicle traffic and improve transit waiting areas; and
- Improvements to the UVIC Bike Connector.



Shelbourne Streetscape

Policies

Design Concept

- 6.6.1 Work towards transforming Shelbourne Street into a complete street that comfortably accommodates all modes of travel.
- 6.6.2 Implement physical changes and design solutions that produce “Great Street” elements on Shelbourne Street, including a generous pedestrian realm, extensive landscaping, significant tree canopy and an improved public-private interface.
- 6.6.3 Explore design solutions that help reduce vehicle speeds on Shelbourne Street.
- 6.6.4 Support pilot projects that temporarily convert outside lanes on Shelbourne Street to trial cycling and transit initiatives or support community events

Shelbourne Street Cross Section

- 6.6.5 Acquire additional right of way, as redevelopment occurs, to achieve the following right of way widths on Shelbourne Street:
 - 28 metres in most mid-block segments
 - 30 metres within Centres or Villages
 - 30 metres to accommodate left turn lanes or landscaped medians
 - Properties close to the intersections of Shelbourne Street at McKenzie Avenue and Shelbourne Street at Cedar Hill Cross Road will require a detailed design to determine appropriate dedication.
- 6.6.6 Implement the mid-term Shelbourne Street cross-sections indicated in Figures 6.5 and 6.6, as additional right of way is acquired, with:
 - 2.0 to 5.0 metre sidewalk separated from the roadway edge by the adjacent cycle tracks and treed buffer area;
 - 2.0 to 3.0 metre cycle track along the full extent of Shelbourne Street; and,
 - A minimum 2.0 metre boulevard space to enable tree planting and stormwater management.
- 6.6.7 Explore opportunities to implement the long-term Shelbourne Street cross-section as indicated in Figure 6.7 with dedicated transit lanes to prioritize transit vehicles.
- 6.6.8 Provide wide (4 to 6 metre), accessible pedestrian areas in front of buildings in the Valley’s Centres and Village, located within the right-of-way or partly on private property where direct building access is provided.

Intersection Treatments, Bus Bays and Turn Lanes

- 6.6.9 Manage potential conflicts between cyclists, pedestrians and vehicles at intersections through separation (where feasible), as well as appropriate pavement markings and signage.
- 6.6.10 Use raised sidewalk and cycle track crossings where Shelbourne Street crosses low volume local streets
- 6.6.11 Generally limit the introduction of new turn lanes at intersections along Shelbourne Street.
- 6.6.12 Eliminate bus bays and some turning lanes on Shelbourne Street, where feasible, to narrow the width of the street and improve cyclist and pedestrian safety.

Accesses and Loading Bays

- 6.6.13 Reduce the number of driveways on Shelbourne Street and convert existing accesses to right in / right out to minimize potential conflicts between motorists, pedestrians and cyclists.
- 6.6.14 Accommodate loading bays on site for properties fronting major streets.

Utilities

- 6.6.15 Encourage overhead wiring to be relocated underground.
- 6.6.16 Relocate hydro poles closer to the roadway edge in a 0.8m buffer, where feasible.
- 6.6.17 Add conduit along Shelbourne Street, as a component of road reconstruction projects, to enable a future removal of hydro poles
- 6.6.18 Incorporate pedestrian scale lighting into expanded right of way to provide focused illumination for sidewalk and cycle track areas.

Street Furniture

- 6.6.19 Incorporate high levels of pedestrian amenities on Shelbourne Street, including benches, litter receptacles, drinking fountains, wayfinding signage and public art, with a focus on Village and Centre locations.
- 6.6.20 Locate comfortable and attractive transit stops adjacent to pedestrian generators.

Parking

- 6.6.21 Explore the potential for on-street parking on Shelbourne Street during off-peak periods, while taking into consideration the need to maintain a high level of transit service and traffic flows.
- 6.6.22 Explore pilot projects that introduce on-street parking in the Centres and Village.

Shelbourne Street Cross Sections

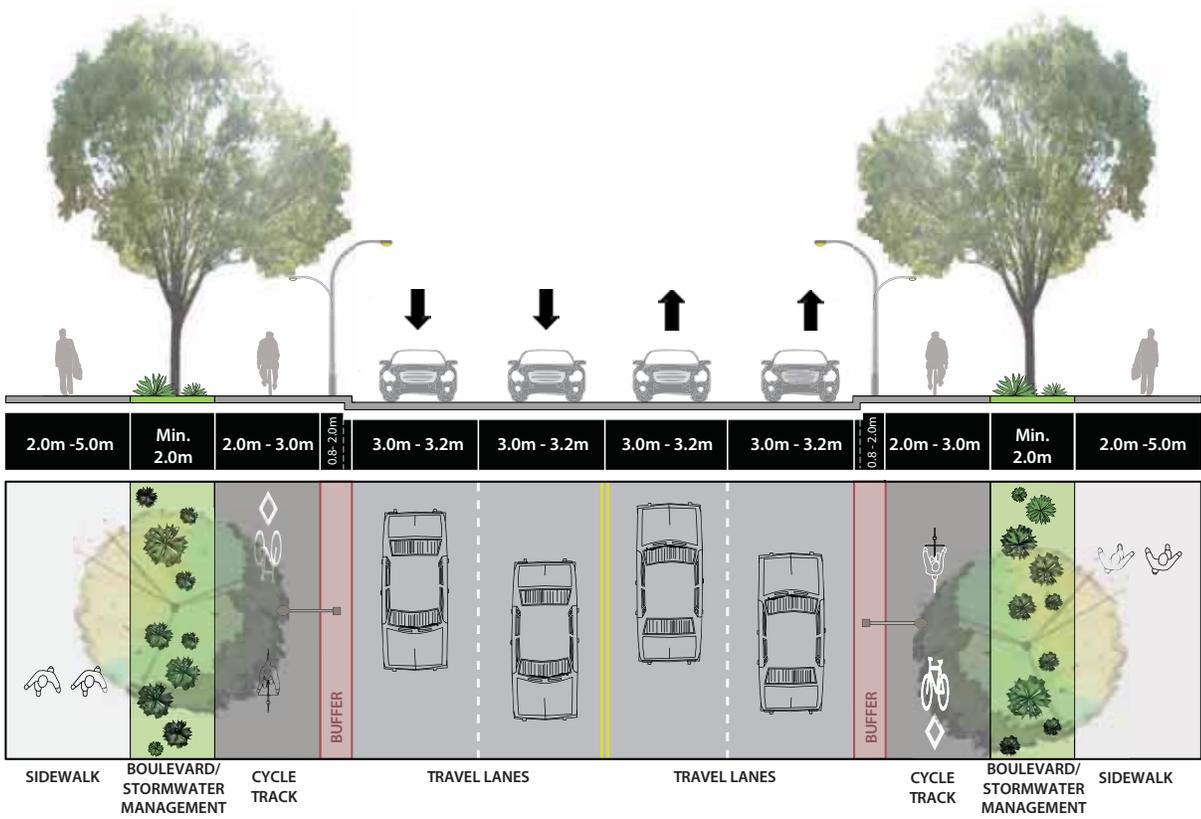


Figure 6.6 | Mid-term Shelbourne Street Cross-Section

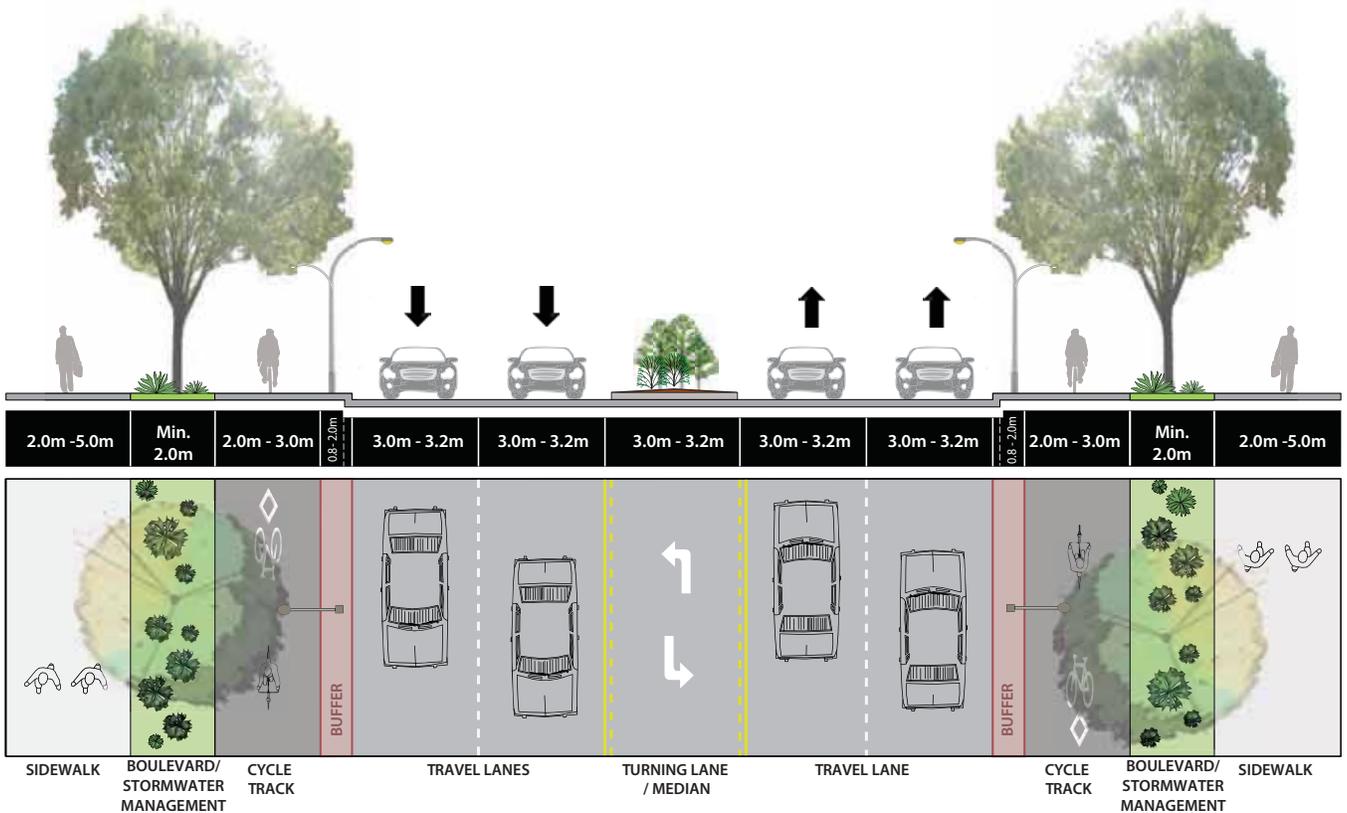


Figure 6.7 | Mid-term Shelbourne Street Cross-Section with Turn Lane / Landscaped Median

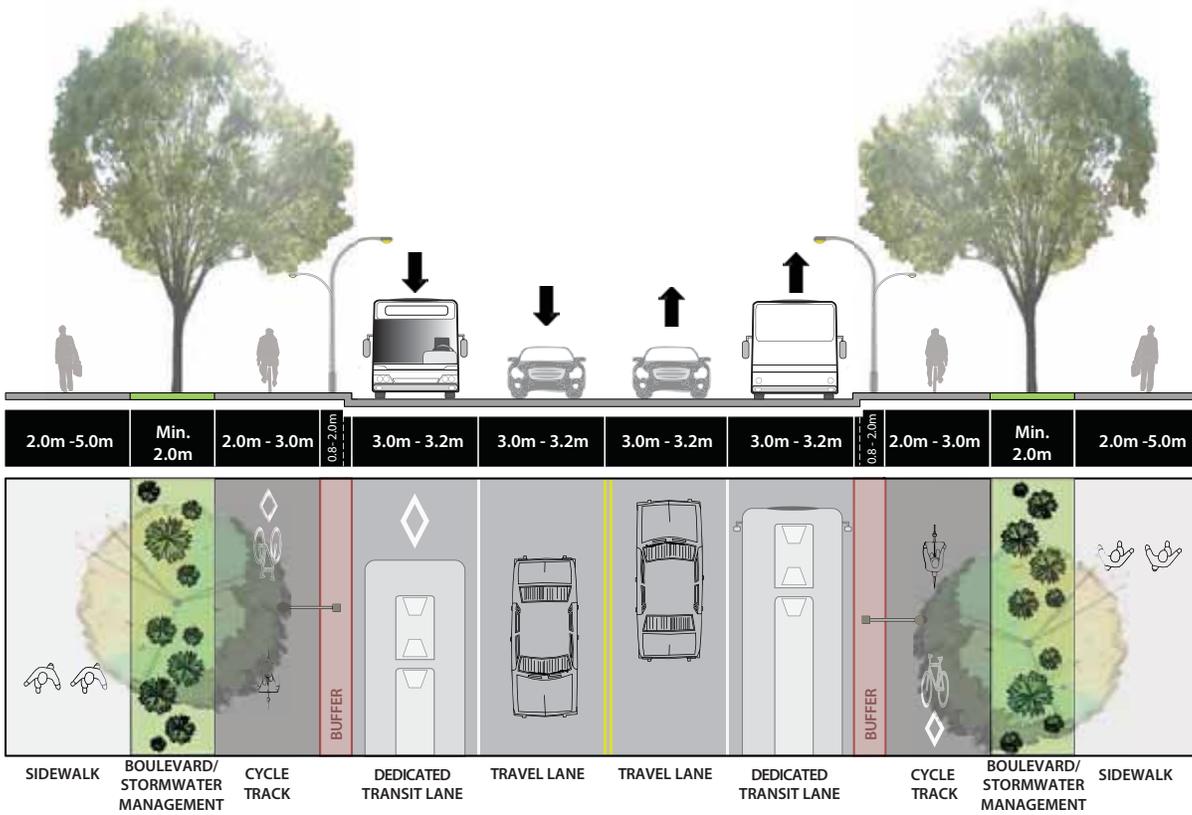


Figure 6.8 | Long-term Shelbourne Street Cross-Section with Dedicated Transit Lane



Figure 6.9 | Examples of Potential Shelbourne Street Transit Technology

6.7 | Short-Term Mobility Priorities

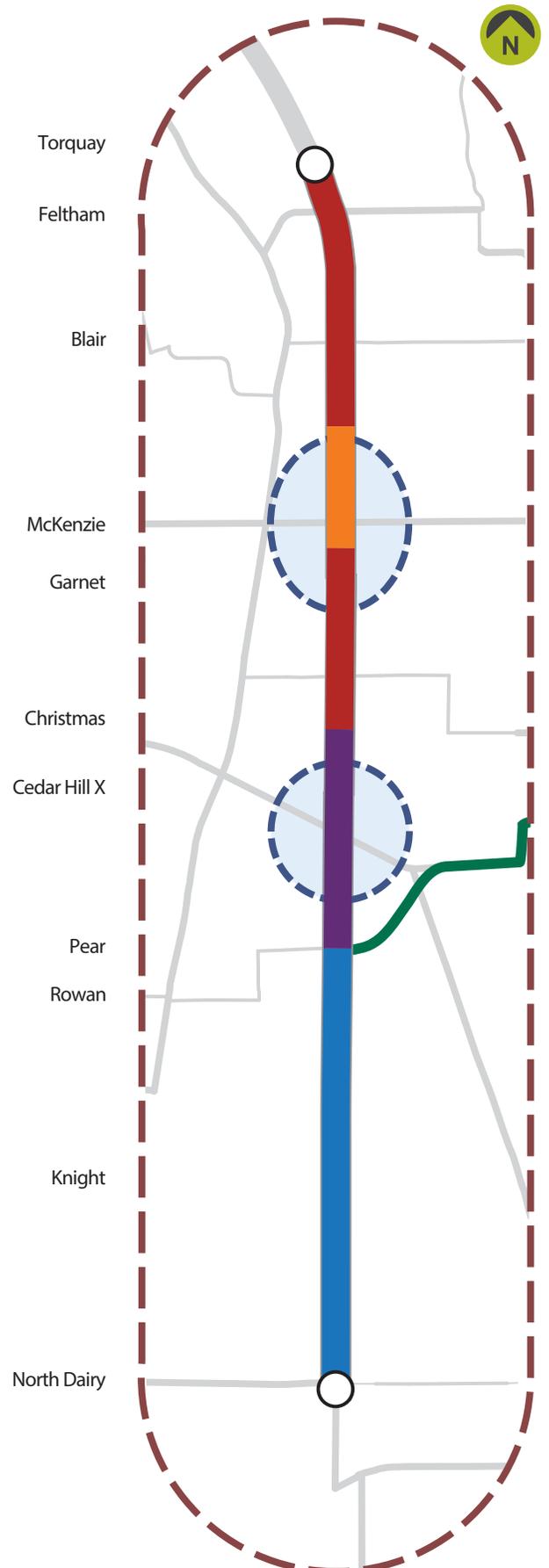
The short-term mobility action program seeks to bridge the gap between longer term mobility improvements that are dependent on redevelopment or property acquisition and much needed short term improvements to the Valley’s pedestrian, cycling and transit infrastructure. Map 6.6 provides a summary of the location of key short term mobility implementation priorities.

An in-depth community process was undertaken to assess the appropriate short-term improvements to undertake in the Shelbourne Valley. These improvements are focused on enhancing pedestrian and cycling conditions on Shelbourne Street. This includes a continuous bike facility on Shelbourne Street, with physical separation for greater than 50% of the route, over two kilometres of upgraded sidewalks and a number of other pedestrian improvements.

This work will dramatically improve existing conditions and enable progression towards the ultimate design of Shelbourne Street and long-term mobility goals of the Plan. Section 8.2 elaborates on short-term mobility priorities and actions.

LEGEND

- Buffered bike lanes with 2 lanes and centre turn lane
- Buffered bike lanes with 4 vehicle travel lanes
- Raised cycle track with 4 vehicle travel lanes
- Separated cycle track with 4 vehicle travel lanes
- UVic Bike Connector
- Pedestrian and Transit improvements



Map 6.6 | Summary of Short-Term Mobility Actions

Policies *(See also section 8 | Implementation)*

Shelbourne Street Design

- 6.7.1 Implement short-term improvements along Shelbourne Street according to Map 6.6 and design concepts in Section 8.2.
- 6.7.2 Design and construct the interim cross section in a way that will enable an efficient transition to the ultimate cross section.
- 6.7.3 When constructing cycle tracks and sidewalks on Shelbourne Street explore design solutions that enable the preservation of existing trees where possible.
- 6.7.4 For areas of limited separation between the cycle track and sidewalk on Shelbourne Street use design solutions to clearly demarcate areas and improve safety.
- 6.7.5 Through detailed design work and ongoing monitoring explore options to incorporate physical separation into buffered bike lanes.
- 6.7.6 Where feasible, integrate stormwater management into boulevard areas as part of the short-term improvements.
- 6.7.7 Demonstrate the ultimate Shelbourne Street cross section through improvements made on the frontage of Browning Park.
- 6.7.8 Provide incentives to encourage private property owners to plant trees along Shelbourne Street in locations that will become boulevard areas when the ultimate cross section is implemented.

Greenways /Bikeways

- 6.7.9 Upgrade the UVIC Bike Connector that connects Pear Street and Shelbourne Street with the University of Victoria, including through providing dedicated bike facilities on Poplar Street and improving intersection conditions.
- 6.7.10 Introduce a two-way pedestrian /cycling path on the west side of Shelbourne Street between Derby Road and Cedar Avenue to provide a continuous connection for the Bowker Creek Greenway.

Transit Improvements

- 6.7.11 Incorporate bus shelters at all bus stops along Shelbourne Street and integrate design features to increase the size of waiting areas, improve passenger comfort and minimize conflicts with other modes.
- 6.7.12 Work with BC Transit to study and implement traffic signal priority measures along Shelbourne Street.

Implementation and Phasing

- 6.7.13 Phase implementation of short-term improvements generally in the following phases:
 - Phase 1 - Shelbourne Street (McKenzie Avenue to Torquay Drive) and UVic Bike Connector;
 - Phase 2 - Shelbourne Street (North Dairy Road to Pear Street; and
 - Phase 3 - Shelbourne Street (Pear Street to McKenzie Avenue).
- 6.7.14 Upgrade underground utilities along Shelbourne Street in coordination with short-term mobility improvements
- 6.7.15 Re-evaluate design concepts at regular intervals to account for recent redevelopments or property acquisitions, findings from detailed design work and lessons learned from earlier phases of work.
- 6.7.16 Monitor street network surrounding Shelbourne Street to determine if subsequent improvements are required to address neighbourhood impacts or improve operational efficiency.



Shelbourne Street at Torquay Drive - Looking North



URBAN DESIGN & ACCESSIBILITY

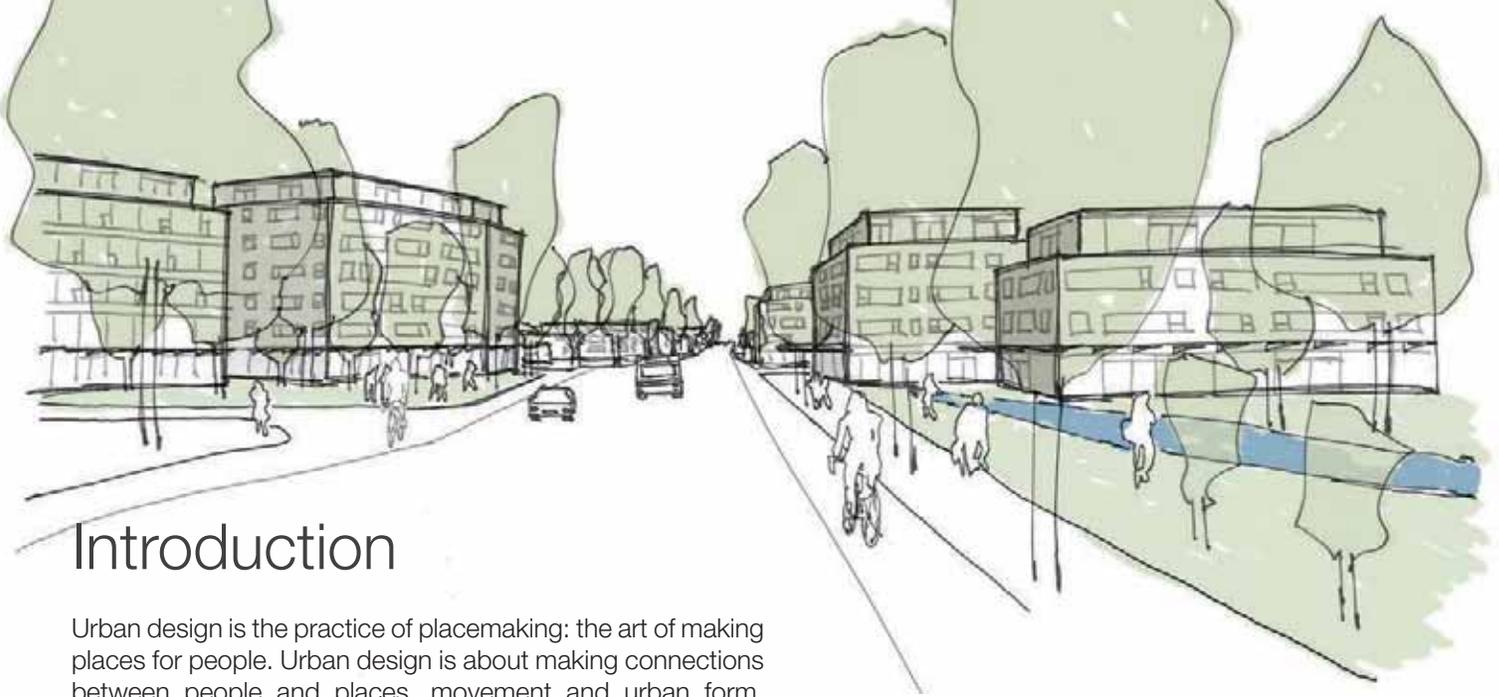




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MUTUAL



Introduction

Urban design is the practice of placemaking: the art of making places for people. Urban design is about making connections between people and places, movement and urban form, nature and the built environment, and the processes that ensure successful places are developed and maintained. Urban design blends together architecture, landscape architecture, and city planning to make urban areas functional and attractive. The integration of land use policies with urban design principles enables the development of successful communities that are attractive, liveable and safe, with distinctive architecture, streetscapes, landscaping and character.

The existing urban design conditions in the Valley for the most part do not invite pedestrian activity or highlight the Valley as a special place. The current design is largely focused on utility and enabling easy vehicle access. The relationship between buildings and the pedestrian environment is generally poor and in many instances inhibited by surface parking lots that separate building entrances from the sidewalk. A lack of public spaces and sidewalks unbuffered from traffic in the Centres and Village limits the potential community activity that can occur in the public realm. Furthermore, the area is lacking elements like high quality street furniture and public art that could add comfort and interest.

This Plan looks to create a people focused urban environment in the Shelbourne Valley. Land use and mobility improvements will incrementally change the building blocks of the Shelbourne Valley. Urban design will be critical to weave together these individual elements in order to create a cohesive whole that is accessible to all ages and abilities. To ensure new development achieves a built form that matches the vision for the Valley, it will be evaluated more on design outcomes, rather than a prescribed density. Plan objectives, design principles, building height limits, and appropriate transitions and setbacks will all play a role in defining these outcomes. A primary focus of designing new development, capital projects and beautification elements will be to enhance the interface between the public realm and private property to invite activity and social interaction.

Urban Design and Accessibility Objectives

- A. **Ensure new development and urban design are responsive** to geographic conditions and the existing pattern of development.
- B. **Foster community connections and interactions** through improving physical connections and visual linkages.
- C. **Reduce the dominance of motor vehicles** through orienting buildings to the pedestrian realm and improving the design and location of parking and vehicle access points.
- D. **Develop an age friendly environment with improved accessibility** for seniors and the disabled.
- E. **Green the Valley** through urban design features, landscape enhancements and natural feature restoration.
- F. **Create places and points of interest** through introducing beautification elements, animating public spaces, and highlighting the Valley's natural and historic elements.
- G. **Encourage high quality architecture and urban design**

Relationship between Buildings and Space

The organization of buildings in space has a great influence on the pedestrian orientation of an area. Figure-ground diagrams demonstrate the potential relationship between built and un-built spaces.

The figure-ground diagram (Figure 7.2) shows the Shelbourne Valley concept of larger scaled Centres and Villages surrounded by a finer grain of new development at a walkable, pedestrian scale. Through re-development of a number of larger sites, buildings with smaller footprints can be introduced at the street edge; allowing for a more diverse and dynamic streetscape and enhanced pedestrian connections to and through the large sites. Figure 7.1 illustrates how redevelopment in University Centre could significantly change the relationship between buildings and open space.



Existing



Potential Future

Figure 7.1 | Comparison of Existing and Potential Future Conditions in University Centre

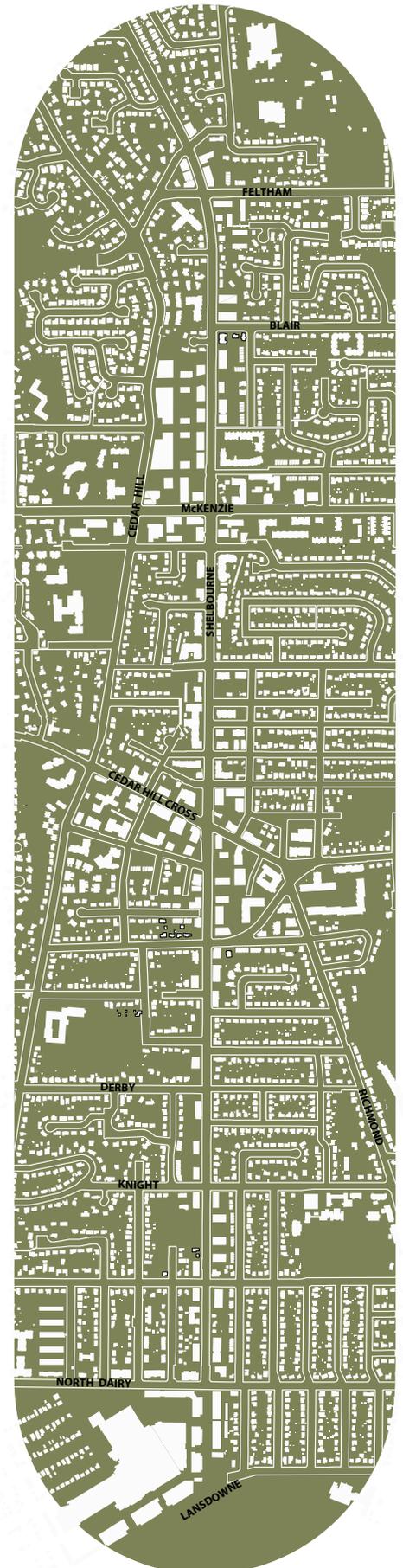


Figure 7.2 | Example of Potential Future Network of Building Footprints and Open Spaces

7.1 | Valley Identity

Much of the Shelbourne Valley lacks a clear theme or cohesive set of elements that create an overall identity. Creating this identity will increase interest for residents and also signify to people traveling through the Valley that they are entering a place that is more than just a shopping area or commuter route. Through the application of design principles, new development will create a much more intimate scale and pedestrian friendly dynamic, which will help to signify the Valley as a place for people. Creating a series of places within the Valley that have a unique identity and also contribute to the Valley's identity as a whole is a critical aspiration for the Plan. Gateways, public spaces, public art and street furniture will reinforce a human scaled design and add to the Valley's quality of place.

Policies

Gateways

- 7.1.1 Celebrate Feltham Village and Hillside Centre as gateway locations to the Shelbourne Valley through public art, signage, architectural features and street furniture.

Memorial Trees

- 7.1.2 Increase awareness and profile of Memorial Trees as a key historic feature in the Valley.

Street Furniture

- 7.1.3 Develop a suite of street furniture that can be used to enhance the public realm and reinforce the identity of the Shelbourne Valley

Public Art

- 7.1.4 Prioritize the addition of works of public art in University Centre and Shelbourne Valley Centre to reinforce the identity of these Centres and the Shelbourne Valley.
- 7.1.5 Where possible, locate public art within parks or open spaces.

Public Realm Fund

- 7.1.6 Explore the establishment of a public realm improvement fund to assist in the implementation of beautification projects that create unique places and a cohesive identity for the Valley.





7.2 | Urban Design

The Shelbourne Valley Urban Design Principles provide guidance to new development and address a range of topics that are integral to furthering placemaking and sustainability objectives. Through providing a contemporary set of principles, consistent direction can be provided to all areas of the Shelbourne Valley that are anticipated to experience new development. The design principles are based on the premise that community takes place on foot and emphasizes the importance of designing for people.

The design principles will form the basis of a broader initiative aimed at creating Saanich-wide design guidelines for all Centres and Villages. Design guidelines are used to guide the form and character of new development and the redevelopment of existing buildings. Saanich is divided into Development Permit Areas, with associated guidelines providing direction for development to respond to the unique conditions and objectives for that area. Currently, a large portion of multi-family and commercial properties within the Shelbourne Valley are located within the Shelbourne/McKenzie Development Permit Area. This Development Permit Area will be expanded to encompass all multi-family and commercial / mixed-use designated properties within the Shelbourne Valley to encourage design that responds to the Plan's goals and creates a consistent identity within the Shelbourne Valley.

Policies

Design Principles

7.2.1 Evaluate development applications within the Planning Area (Map 7.1) using the Shelbourne Valley Design Principles.

District-wide Design Guidelines

7.2.2 Integrate Shelbourne Valley Design Principles into the development of new District-wide Design Guidelines.



Map 7.1 | Shelbourne Valley Planning Area

Shelbourne Valley Design Principles

The purpose of the design principles is to guide the development of a place that is unique, interesting and in keeping with the community's vision for the Valley. The principles promote community, liveability, aesthetics, ambiance, culture, safety, accessibility, and an environment that is inclusive to all age groups and abilities. The principles should be used to assess new development proposals or streetscape enhancements to ensure they respond to the ideas and directions envisioned for the Valley.

1. Street Character

- a. Align building facades with the street to create a defined street edge.
- b. Plant trees to create a continuous “green street” edge.
- c. Encourage development where buildings and entrances are oriented towards the street.
- d. Discourage development that is insular, where buildings and entrances are oriented away from the street and surrounded by fences and vegetation to prevent views to and from the street.
- e. Ensure commercial development is visually interesting, active, and scaled to human proportions. Blank walls and/or dark or mirrored glazing is discouraged at street level.
- f. Divide building facades into similar units by using elements such as narrow storefronts, bays, separated roof forms and/or repetitive vertical elements.

2. View Corridors

- a. Support the protection of significant public view corridors to key geographic features, including Mt. Douglas, Mt. Tolmie and the Doncaster Escarpment.
- b. Consider varying building setbacks and stepping back buildings above the second storey to maintain public view corridors and exposure to sunlight.

3. Corner Buildings

- a. Celebrate corners as an opportunity to create landmark buildings.
- b. Allow for enhanced pedestrian space at corner locations through diagonal building setbacks at the corner, or recessed entries that create additional space at ground level.
- c. Corner buildings should relate to both streets through form, openings, landscaping and entrances.

4. Entrances

- a. Design and orient building entrances so they face, and can be seen from, the street.
- b. For mixed-use buildings, encourage the provision of separate entrances for commercial and residential uses.
- c. Encourage ground oriented dwellings with their own entrances onto the street for apartment buildings and stacked townhouses.
- d. Define pathways to lead pedestrians to building entrances.
- e. Encourage the design of building entrances to support the comfort and pleasure of people through the inclusion of weather protection, seating and accessibility features.



Shelbourne Valley Design Principles

5. Building Massing

- a. Reduce the perceived height and bulk of larger buildings by dividing the building mass into smaller scaled components. A variety of techniques can be used, including:
 - Reveals or projections of building massing;
 - Variations in eaves or cornices;
 - Changes in materials, colour or texture;
 - Variation in roof forms;
 - Elements such as windows, entrances, arbours, canopies and trellises; and
 - Building step-backs to reduce massing on upper stories.

6. Architectural Excellence

- a. Encourage development within each Centre or Village that is of high quality with respect to architectural and site design.

7. Parking

- a. Encourage underground or under building parking.
- b. Design parking and vehicular access routes to be convenient and safe, while improving the quality of the pedestrian environment.
- c. Provide designated raised pedestrian pathways on parking lots to allow for safe, comfortable and direct pedestrian crossings from the public sidewalk to the building entrance.
- d. Incorporate the use of textured paving to mark pedestrian areas and encourage drivers to move slowly.
- e. Incorporate landscaping, street trees, bioswales, permeable paving and other stormwater best management practices into the design of surface parking lots.
- f. Encourage shared access to parking areas to limit the amount of paving and number of driveways.
- g. Locate surface parking at the rear of buildings and screen from view.



8. Landscaping

- a. Use native and drought tolerant species to reduce reliance on irrigation.
- b. Provide vegetated bioswales, raingardens and other devices to capture and filter storm-water runoff.
- c. Encourage opportunities for garden areas in residential and mixed-use developments.
- d. Encourage the use of green roofs in new construction.

9. Crime Prevention Through Environmental Design

- a. Incorporate Crime Prevention through Environmental Design (CPTED) principles into new developments with special attention being paid to entrances, common spaces, lighting, delineation of private property, views and landscaping.

10. Building Materials

- a. Use high quality, long lasting materials for the exterior treatment of buildings.
- b. Consider all facades of new buildings and their relationship to adjacent sites and neighbouring buildings in both design and material selection.
- c. Encourage buildings with commercial uses on the ground floor to have generous amounts of clear glass at ground level (> 80%) facing the street.
- d. Discourage the use of reflective coatings and films.
- e. Share similar design characteristics and materials on separate buildings within a development project, without being identical throughout.
- f. Architecturally integrate all site walls, screening walls and outdoor covered areas with the building by using similar materials, colour and details.
- g. Encourage natural building materials that have a timeless quality such as stone, brick and wood and colours which harmonize with the colours of the landscape.
- h. Avoid stucco finishes as a primary cladding material.

Shelbourne Valley Design Principles

11. Lighting

- a. Incorporate pedestrian scaled lighting in each Centre and Village to support increased pedestrian use and contribute to the distinguishing sense of place for the core of each Centre and Village.
- b. Select lighting that casts light downward to minimize light pollution.
- c. Design lighting in parking areas to ensure the safety of users, but limited so as not to affect neighbouring properties.

12. Energy

- a. Orient buildings to take advantage of passive solar technology.
- b. Design buildings to minimize the consumption of energy over the long term through the use of efficient windows, thermal insulation, durable building materials and other strategies.
- c. Encourage a high standard of building energy efficiency through commitments to building certification standards such as BuiltGreen, Energuide, LEED or similar certification standards.

13. Sidewalk Patios/Private Spaces

- a. Encourage the use of portable displays of merchandise within building setbacks that can be moved inside after store hours.
- b. Encourage sidewalk patios where space and orientation allows; maintain a minimum of 2 metre clear sidewalk (without obstructions such as light standards, poles, street furniture, signs) for pedestrian traffic.
- c. Buffer seating areas for sidewalk patios from busy streets with landscaping, screens, fences or a change in elevation.
- d. Maintain a visual connection from the sidewalk to the patio, as well as between the interior and the exterior of the establishment.

14. Open Spaces

- a. Encourage the incorporation of hard surface plazas with landscape features and small pocket parks sheltered from traffic and with good sun exposure within private properties and public right of ways in the mixed use core of each Centre and Village
- b. Use architectural paving as a means of defining and delineating public spaces.
- c. Encourage the placement of open spaces adjacent to Greenways and other mixed use trails.
- d. Connect parks and open spaces within each Centre and Village to the surrounding neighbourhood with a network of pedestrian and cycling paths.
- e. Design open spaces and public spaces for flexible use.
- f. Buffer public gathering spaces from traffic and design them to accommodate a variety of places to sit and gather.
- g. Maximize weather protection and solar gain.

15. Bicycle Facilities

- a. Locate weather protected bike lock stations near major transit stops.
- b. Locate short term bike racks in safe, well-lit, weather protected and convenient locations near primary building entrances.
- c. Encourage creative, artistic bicycle parking stands.

16. Bus Stops and Shelters

- a. Include signs, lights, refuse and recycling containers, and weather protection in the design of bus stops and shelters.
- b. Consider pavement treatments that differentiate bus stop areas from sidewalks.
- c. Locate bus stops in close proximity to store entrances in the Centres and Village.



Shelbourne Valley Design Principles

17. Street Furniture

- a. Benches, bike racks, trash cans, recycling containers and other forms of street furniture should have a consistent look that contributes to the branding of the Valley as a distinct area.
- b. Locate street furnishings in open spaces, near building entrances and along sidewalks in the Centres and Villages.
- c. The placement of street furniture should be done so that it doesn't interfere with or impede pedestrian, wheelchair or scooter movement or the movement of those who are visually impaired.
- d. Encourage the placement of benches beside sidewalks for resting.
- e. Feature materials such as wood and steel in the design of site furnishings.

18. Signage

- a. Design and install wayfinding and interpretive signs to mark cycling, pedestrian, and Greenway routes as well as promote and encourage the use of the Shelbourne Valley for social, community and recreational purposes.
- b. Encourage the placement of community message boards in highly visible locations within each Centre and Village.
- c. Promote awareness of the Valley's natural features and history through the introduction of interpretive displays within the public realm.

19. Public Art

- a. Promote the incorporation of public art in open spaces and parks
- b. Encourage the incorporation of art into all forms of higher density development including commercial, mixed use, apartment and institutional uses.
- c. Design public art to inspire a sense of place that contributes to the beauty of the public realm.

20. Stormwater Management

- a. Manage stormwater on redevelopment sites through strategies such as structured bio-filtration, bioswales and rain gardens.
- b. Promote awareness of the valley's natural systems through the introduction of interpretive displays in key locations.

21. Public Area Paving

- a. Use architectural detailing in paving in the public realm as a strategy to help define and delineate public spaces.
- b. Design paving details as part of open space and landscape.

22. Weather Protection

- a. Design commercial and mixed-use buildings to include weather protection in the form of overhangs, canopies, arcades and awnings along their frontages.
- b. Extend weather protection elements 2.5m beyond the face of the building to extend the public realm (a combination of public and private land intended for public use).

23. Service Areas

- a. Locate loading, recycling, and refuse facilities at rear of buildings and screen from view.
- b. Locate service lanes for loading docks, garbage and recycling collection at the rear of buildings.

24. Pedestrian Amenities

- a. Pursue mid-block pathways whenever possible to increase connectivity and access; design to a 2m preferred width, with lighting and signage as required.



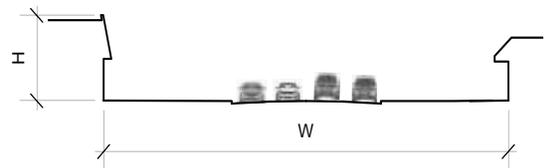


Shelbourne Street

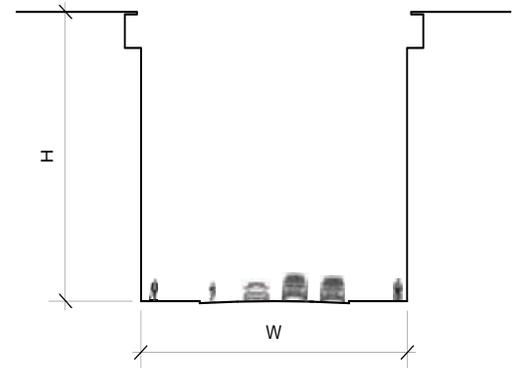
Shelbourne Street is the main connector of the Centres and Village of the Valley and is the primary street and public space that defines the character of the Valley. Improving the urban design aesthetic on Shelbourne Street is essential to the success of the Centres and Village and the realization of a main street in the Valley.

Projected land use changes will move buildings closer to the street and create a new built form identity for Shelbourne Street. A general four storey scale will provide visual consistency along the length of Shelbourne Street, with six to eight storey buildings at University Centre and Shelbourne Valley Centre, marking the prominence of these locations. These mid-rise buildings would provide a suitably scaled edge in relationship to the width of Shelbourne Street. Figure 7.3 provides an example of how new buildings and tree plantings can create a sense of enclosure to better define public spaces and the street. This defined street edge would reduce the prominence of the roadway and provide a more comfortable pedestrian environment.

A typical suburban street section in a commercial area. Buildings are far from the street edge. Width is greater than height. This optical width encourages speeding.



A typical urban street section. Buildings, and sometimes trees, line up to create a consistent street edge. Width is less than or equal to height. This optical width discourages speeding, but is perceived by some to be a "canyon".



The right-of-way strategy for Shelbourne Street. A consistent row of trees creates a visual narrowing of the right-of-way. Buildings are set back from the street edge to varying degrees based on their location. Width is less than or equal to height. This optical width discourages speeding.

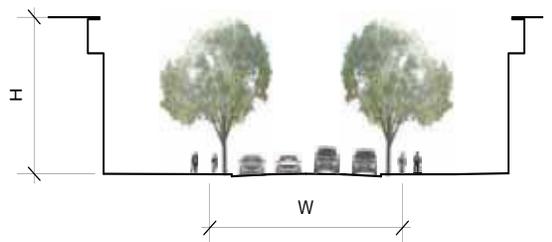


Figure 7.3 | Example of Future Shelbourne Street Enclosure Provided by Buildings and Trees

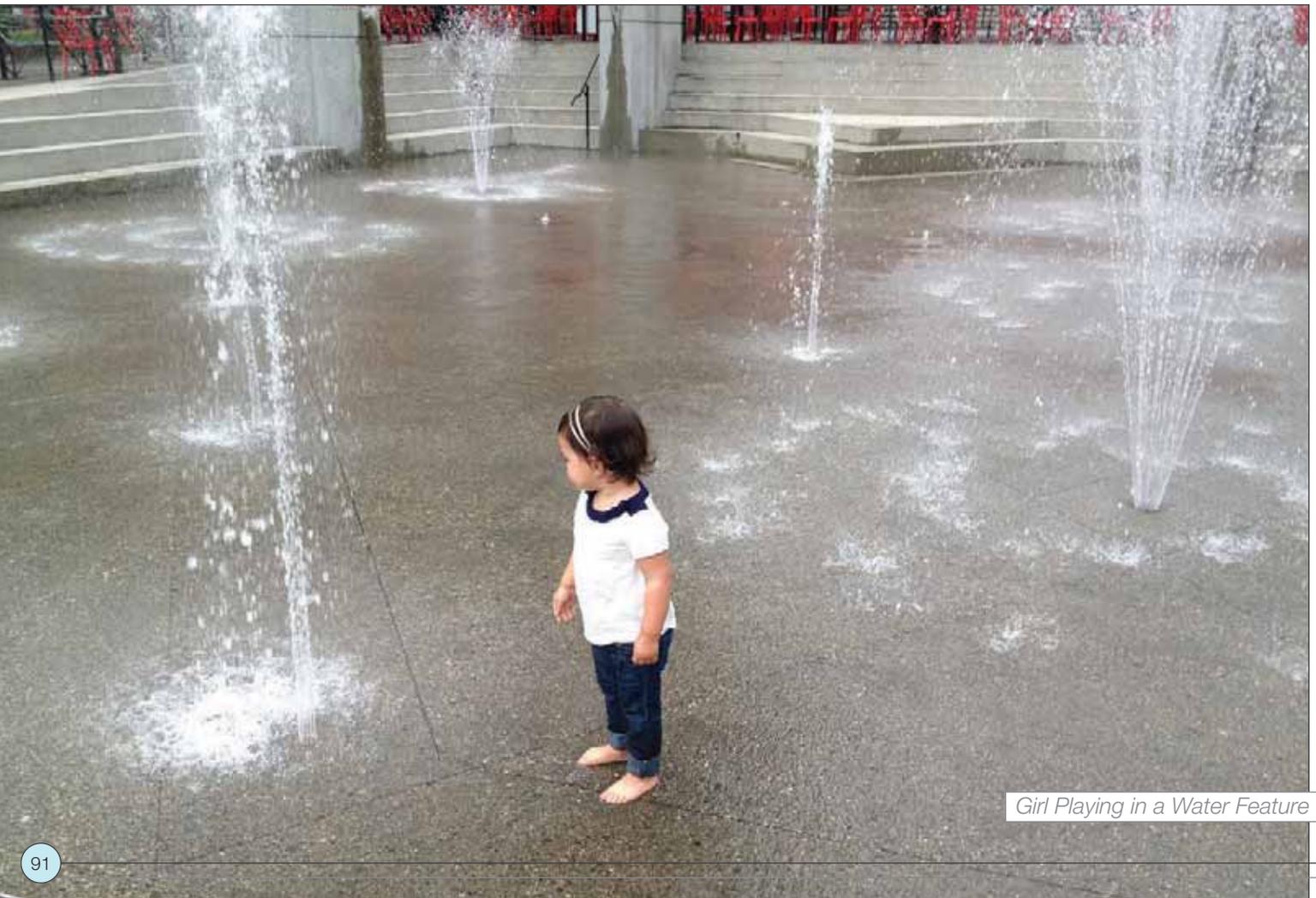
7.3 | Plazas and Open Spaces

An integral part of the quality of a place is having public open spaces that enable community activity and interaction. Section 5 of this Plan includes policies related to the location and acquisition of new parks and open spaces. This part of the Plan highlights key design considerations to enable integration of public spaces with building and mobility networks.

Policies

Plazas and Open Spaces

- 7.3.1 Locate urban plazas close to the heart of each Centre and Village.
- 7.3.2 Include elements in plazas and parks that reinforce local identity including public art and other elements that highlight the natural and historic identity of the Valley.
- 7.3.3 Ensure new plazas or open spaces are located along active pedestrian streets to contribute to vitality and improve their visibility.
- 7.3.4 When new buildings are sited adjacent to a plaza, encourage active commercial uses such as cafes or retail stores that have direct access to the plaza
- 7.3.5 Allow courtyards or squares to be located on private property with a statutory right-of-way for public use/ access.



Girl Playing in a Water Feature

7.4 | Building Setbacks

Building setbacks provide spatial separation between adjacent buildings or between buildings and the public realm. Setbacks are typically used for fire protection, privacy, landscaping, a buffer from traffic and street noise, the preservation of natural features and views, and the creation of spaces for social interaction and temporary commercial uses, such as outdoor patios and merchandise displays. Establishing appropriate setbacks involves balancing these considerations, with the need to animate pedestrian spaces.

Setbacks will vary depending on the type of use. Active commercial uses are located closer to the street to more directly engage the public realm and invite pedestrian activity. Commercial or mixed-use buildings also typically have small or zero side yard setbacks to encourage a continuous streetscape. However, a side yard setback can allow flexibility to accommodate a driveway and/or patios without creating excessive space between buildings. For apartments and townhouses, setbacks are generally larger to provide more privacy, while also incorporating design features, such as prominent entrances, that engage the public realm.

In general, existing setbacks as set out in the Saanich Zoning Bylaw will apply in most cases. This Plan identifies guidelines for front yard setbacks for apartments and townhouses and guidelines for pedestrian space for mixed use and commercial developments. These guidelines are intended to create developments that have a better relationship with the pedestrian environment and account for the future Shelbourne Street cross section. Figures 7.4 and 7.5 illustrate how sidewalk and building setback areas can be blended together in commercial areas to create a cohesive streetscape.



Figure 7.4 | Illustration of Pedestrian Space Measured from Building Face to Start of Sidewalk

Policies

Setback Guidelines

- 7.4.1 For mixed-use / commercial buildings, generally achieve 4-6 metres of pedestrian space through a combination of sidewalks within the public right of way and building setbacks on private land.
- 7.4.2 For apartment and townhouse developments, generally achieve a 6 m front yard setback.
- 7.4.3 Consider the same front yard setback for residential and commercial components of a mixed-use building.
- 7.4.4 Where lots designated for apartments or townhouses are of shallow depth (generally less than 30 m after road right of way dedication), consider reducing front yard setbacks to 5 m.



3m combined sidewalk and building setback



4m combined sidewalk and building setback



5m combined sidewalk and building setback

Figure 7.5 | Examples of Pedestrian Space Created by Various Sidewalk and Setback Configurations

7.5 | Height and Density Transitions

Many established residential neighbourhoods are located in close proximity to areas planned for higher density development, specifically the Centres and Village and Shelbourne Street. Apartment buildings and townhouses can help provide an effective transition of height and density from the Centres and Villages to existing single family neighbourhoods at the periphery. Figure 7.6 illustrates a transition from apartments to townhouses to single family homes.

One of the challenges in creating new plans for existing neighbourhoods is working with an established network of lot sizes and streetscapes that don't always facilitate the redevelopment being proposed. Redeveloping to higher density uses along certain sections of Shelbourne Street is complicated by shallow lot depths. These lots will be made even more shallow by the need to widen the Shelbourne Street right-of-way to accommodate new infrastructure. Consolidating these shallow lots with the lots behind to create a comprehensive development on a larger lot will help facilitate redevelopment to higher density and provide a better transition. This would allow a transition in density to occur from, for example, apartments to townhouses, within one comprehensive development thus avoiding the potential of having apartment buildings backing directly onto single family dwellings.

Policies

General

- 7.5.1 In general, transition density within each Centre and Village with the highest density in the core transitioning to lower densities at the edges.
- 7.5.2 Consider sensitive infill, such as duplexes and single family lots that are less than the minimum lot size allowed under the Valley's predominant RS-6 Zone, on lands not designated for land use and density change on the Land Use Map but within close walking distance (500 m) of a Centre or Village.

Shallow Lots

- 7.5.3 Where lots designated for apartment or mixed-use are of shallow depth (generally less than 30 m after road right of way dedication) and have been consolidated with lots behind them designated for townhouses, consider reducing building separation requirements in order to facilitate redevelopment on these lots.
- 7.5.4 When developed together, reduce the space separating townhouses from apartments to a minimum of 14m and encourage private open space and a shared pathway between buildings.

Pedestrian and Cycling Connections

- 7.5.5 Where a proposed development fronts or sides onto two separated and parallel roadways, consider the creation of an easement for a pedestrian/cycling path where doing so would connect the two roadways



Figure 7.6 | Illustration of an Apartment Building Fronting a Major Street Transitioning to Townhouses Fronting a Residential Street

7.6 | Accessibility

The need to design the built environment so people can participate as fully as possible in community life is compelling. Accessibility is significantly affected by the way buildings, landscapes, sidewalks, paths, bus stops, and roads are designed. Traditionally, the built environment has been oriented to the “average” person who is able-bodied and at least moderately capable in most areas. However, design standards and practices based on an “average” person fail to accommodate many potential users. The ultimate objective should be to consider as many people in as many situations as possible – to create a built environment that is as inclusive as possible.

While at any time, a large portion of the population has some sort of identified permanent (long-term, medium-term or occasional) limitation in some of their daily activities, access is a particular concern to seniors, young children and those with disabilities. One in five Saanich residents is over 65 years of age and one in eight Canadians lives with a disability. With increasing age comes reduced mobility—between 35 and 40% of people over 65 years of age experience some reduced mobility. Also, designing an environment that has few accessibility barriers creates family friendly places, particularly for young children.

Many of the accessibility challenges in the Valley relate to the design of the mobility network. Sidewalks of variable quality, long crossing distances and a lack of benches and other amenities make travel through the Valley challenging for many people. Additionally, many buildings have not been built to contemporary standards to integrate accessibility features. Upgrades to the mobility network, new buildings with modern features, more public spaces, and buildings oriented to the public realm will all create a Valley that is broadly accessible and inclusive.

Policies *(See also section 6.1 | Walking)*

Universal Design

- 7.6.1 Apply universal design principles to the design of the built environment.

Mobility

- 7.6.2 Work with developers to provide drop-off bays that accommodate handyDART buses in developments that have a focus on seniors or other populations with potential mobility issues.
- 7.6.3 Implement the recommendations of the Access to Transit Report (2007), with respect to pick-up/drop-off zones, sidewalks, corners, intersections, crosswalks, pathways and entrances to buildings.
- 7.6.4 Integrate access considerations for mobility scooters into the design of transportation facilities.
- 7.6.5 Install additional benches along major pedestrian routes and space at distances that provide rest opportunities for people with mobility challenges.

Community Services

- 7.6.6 Encourage businesses and business associations to implement senior-friendly programs.
- 7.6.7 Enable a range of community services to locate in Centres and Villages that are easily accessed by walking or transit.

Housing

- 7.6.8 In multi-family residential developments, encourage the provision of fully accessible housing units with street accessible patio units.



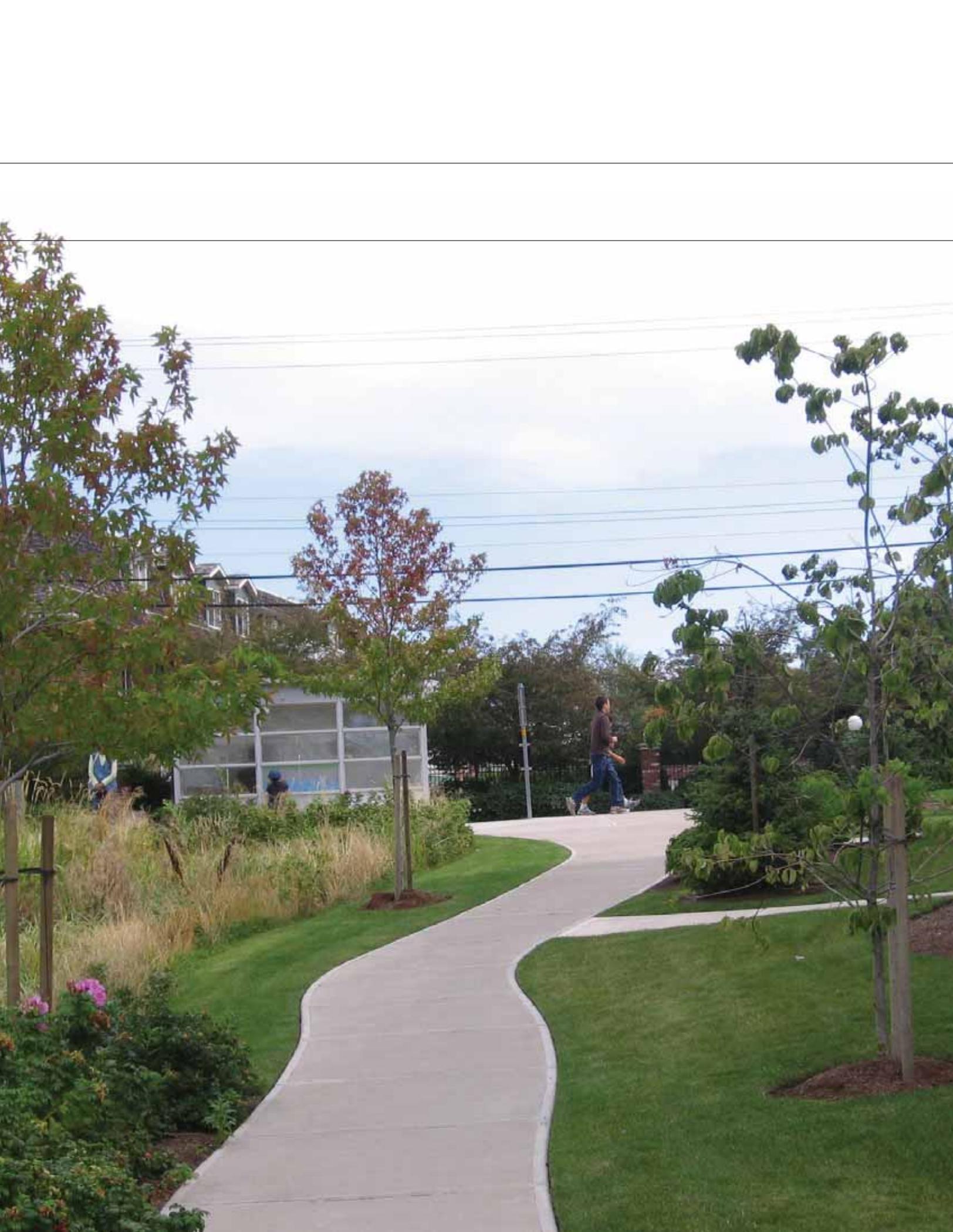
McKenzie Avenue Bus Stop



TAKING ACTION

& TRACKING PROGRESS





Introduction

For the Action Plan to be effective, its objectives and policies must be implemented. This is a process that involves both short and longer term actions. Change is most likely going to be incremental. Achieving the Shelbourne Valley Vision will be determined by future Council decisions with respect to priorities, funding, and implementation, and through consultation and cooperation with senior governments, other local governments, school districts, the private and not-for-profit sectors, and the community.

As with any plan, implementation will be challenging. The Action Plan is complex, involving the integration of environmental, land use and mobility considerations. It is impossible to know with absolute certainty what the future will bring – new planning concepts, best practices, and technologies may emerge affecting how the Plan's directions are carried out; many actions require additional resources; and some actions and impacts extend well beyond Saanich or are dependent on other jurisdictions.

This section of the Plan includes three components:

- A set of key actions based on policies in each section of the Plan, with a relative sense of priority assigned to each action (8.1)
- A short-term Mobility Action Program which outlines a series of shorter term actions to address some of the most urgent mobility issues in the Valley (8.2)
- A Tracking Progress component that outlines an approach for monitoring the implementation of Action Plan objectives and policies (8.3)



8.1 | Prioritized Actions

A number of key actions have been identified to realize the goals and objectives of the Plan. The following tables outline these actions and associated priority levels. As determined through the annual Strategic Planning and Budget Processes action will be undertaken systematically to implement the Plan.

General Actions

Item	Policy #	Lead Department(s)	Priority
Update relevant Local Area Plans to align with Shelbourne Valley Action Plan	n/a	Planning	High

Environment Actions

Item	Policy #	Lead Department(s)	Priority
Consider additional areas identified on Map 4.2 for inclusion in the Environmentally Sensitive Areas Atlas	4.1.4	Planning/Engineering	Medium
Adopt a Stormwater Management Bylaw	4.2.1	Engineering	High
Secure key properties to facilitate the restoration of Bowker Creek	4.2.4	Planning/Parks	Medium
Work cooperatively with the City of Victoria and the District of Oak Bay to develop common Development Permit guidelines or another tool to help implement the Bowker Creek Blueprint on private lands within the Bowker Creek Watershed.	4.2.6	Planning	Medium
Support the Bowker Creek Initiative in the development of a study to assess the technical opportunities and constraints of daylighting Bowker Creek in the Shelbourne Valley.	4.2.7	Planning	High

Land Use Actions

Item	Policy #	Lead Department(s)	Priority
Secure park/plaza space in University Centre	5.6.2	Planning/Parks	Medium
Secure park/plaza space in Shelbourne Valley Centre	5.6.2	Planning/Parks	Medium
Secure plaza space in Feltham Village	5.6.2	Planning/Parks	Medium
Undertake a parking study to review parking standards in Centres and Villages.	5.7.5	Planning/Engineering	High
Pursue economic development opportunities in University Centre that strengthens linkages to the University of Victoria and associated knowledge-based industries	5.3.5	Planning	Medium

Mobility Actions

Item	Policy #	Lead Department(s)	Priority
Undertake a transit signal priority study in partnership with BC Transit	6.7.12	Engineering	High
Shelbourne Street short-term Improvements: McKenzie Avenue to Torquay Drive	6.7.1	Engineering	High
Shelbourne Street short-term Improvements: North Dairy Road to Pear Street	6.7.1	Engineering	High
Shelbourne Street short-term Improvements: Pear Street to McKenzie Avenue	6.7.1	Engineering	High
Upgrade UVic Bike Connector from Pear Street at Shelbourne Street to UVIC	6.7.9	Engineering	High
Acquire pedestrian connections, as per map 6.1	6.1.2	Planning	Medium
Develop and implement a pedestrian and cycling wayfinding signage program	6.1.11, 6.2.6, 6.3.10	Planning/Engineering	Medium
Incorporate bus shelters at all stops on Shelbourne Street	6.7.11	Engineering	High
Explore the introduction of on-street parking during off-peak hours on Shelbourne Street	6.5.9	Engineering	Low
Evaluate land use changes, transportation trends and other factors every five years to update mobility implementation priorities to optimize progress towards the 30 year goals of the Plan	6.6.8	Planning/Engineering	High
Monitor street network during and after Shelbourne Street changes to determine if subsequent improvements are required	6.7.16	Engineering	Medium
Acquire land to support short-term mobility improvements	6.7.1	Legislative Services/ Engineering	High
Upgrade underground utilities along Shelbourne Street in coordination with short-term mobility improvements	6.7.14	Engineering	High

Urban Design and Accessibility Actions

Item	Policy #	Lead Department(s)	Priority
Develop District-wide design guidelines for the Centres and Villages and include the Shelbourne Valley as a new Development Permit Area	7.2.2, 7.2.3	Planning	High
Develop a suite of street furniture that can be used to enhance the public realm and reinforce the identity of the Shelbourne Valley	7.1.3	Planning/Engineering	High
Install public art within University Centre and Shelbourne Valley Centre	7.1.4	Planning	Medium
Explore the establishment of a public realm fund for the Shelbourne Valley	7.1.6	Planning	Medium

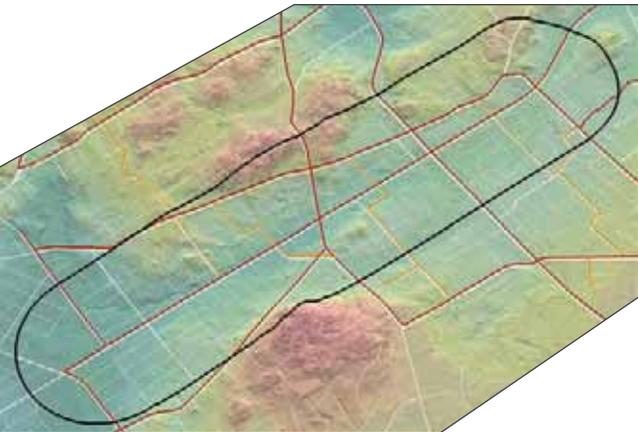
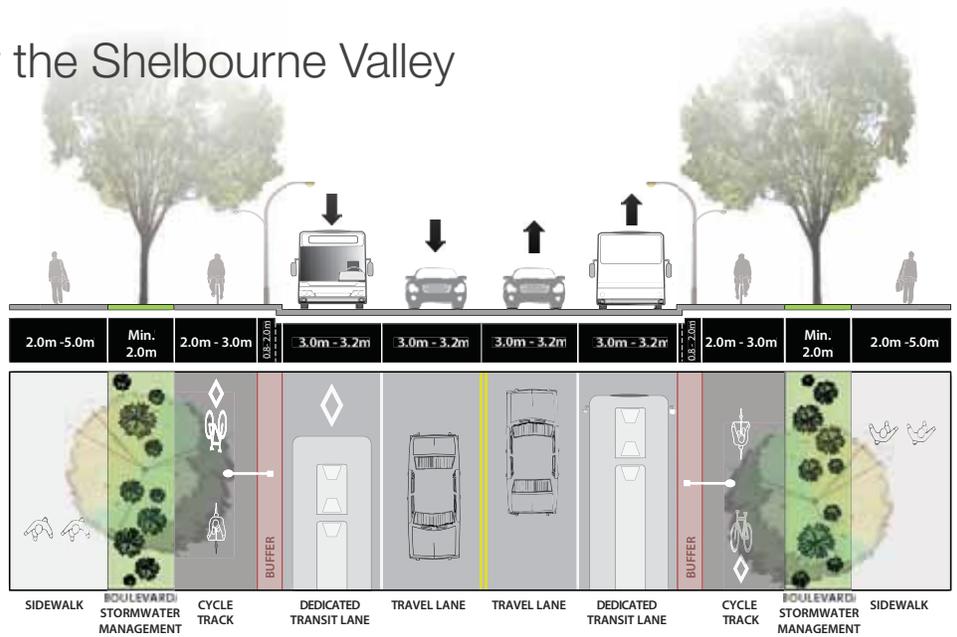
8.2 | Short-Term Mobility Action Program

Introduction

The short-term mobility action program seeks to bridge the gap between longer term mobility improvements that are dependent on redevelopment or property acquisition and interim improvements that can largely be implemented under current conditions. A primary goal is to provide improved pedestrian and cycling conditions in the near term. Through short term improvements, a major step can be made towards achieving the ultimate vision for the Shelbourne Valley.

30 Year Mobility Vision for the Shelbourne Valley

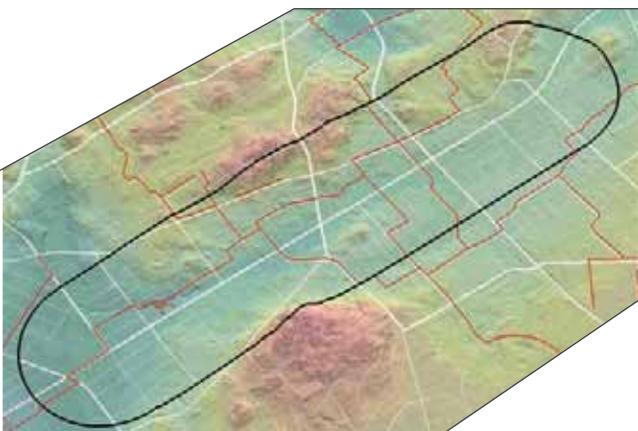
Shelbourne Street for all modes



Complete Bikeway Network



Connected Pedestrian and Cycling Network



Complete Greenways Network



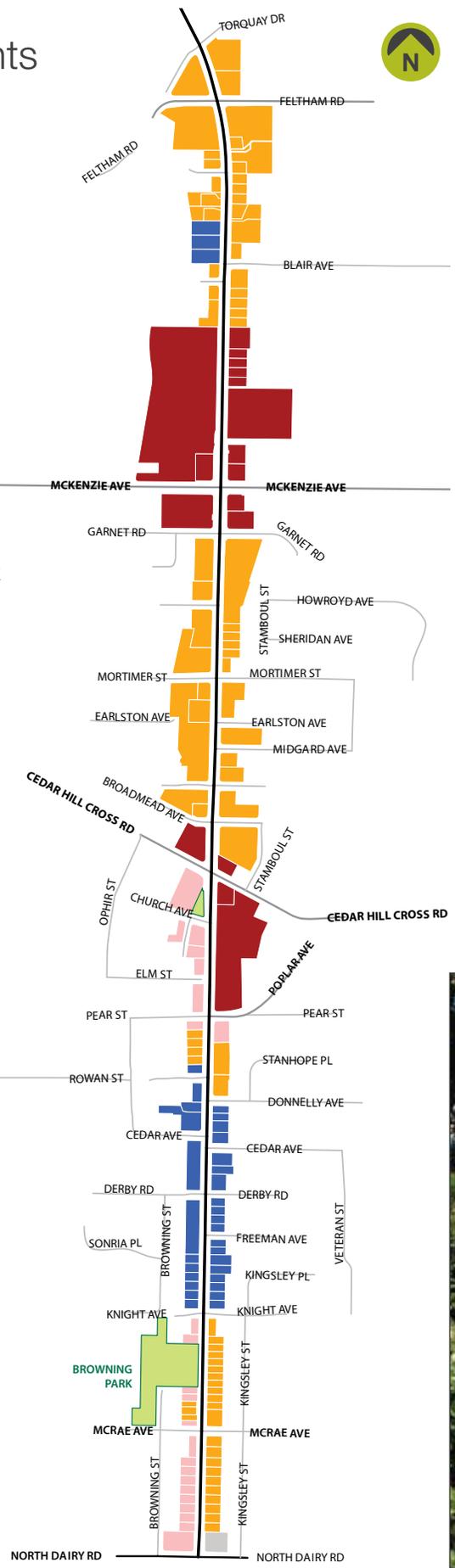
Frequent Transit on Shelbourne Street

Implementation Opportunities and Constraints

- **Narrow width of Shelbourne Street** – A limited right-of-way along Shelbourne Street (typically 20-23 metres) limits the areas where a cycle track, sidewalk, and boulevard could be installed under existing conditions.

Map 8.1 shows existing approximate curb to property line distances on each side of Shelbourne Street. This indicates the relative viability of interim cycle track and sidewalk upgrades in different segments of Shelbourne Street if no changes are made to the curbs.

- **Discontinuous street network** – The lack of a regular street grid in the Shelbourne Valley restricts options at this time for routes parallel to major roads.
- **Financial Costs** – Upgrading mobility facilities to align with the 30-year Action Plan vision will involve substantial capital investment.
- **Planned Infrastructure Upgrades** - Road, sewer and water infrastructure along Shelbourne Street requires upgrading. As this work is set to proceed shortly, this provides a window where efficiencies can be gained through integration with proposed Shelbourne Valley Action Plan enhancements.
- **Urban Forest** - Street trees of various quality exist along Shelbourne Street today. Right-of-way changes will need to consider impacts on existing trees and how future planting can be planned to achieve significant street trees on Shelbourne Street.



LEGEND

CURB TO PROPERTY LINE (m)

- Less than 3.0m
- 3.0 - 3.9m
- 4.0 - 4.9m
- More than 5.0

Curb to property line gives a general indication of design possibilities for cycle track, sidewalk, and boulevard.

Map 8.1 | Approximate existing curb to property line distances on Shelbourne Street

Short-Term Mobility Implementation Actions

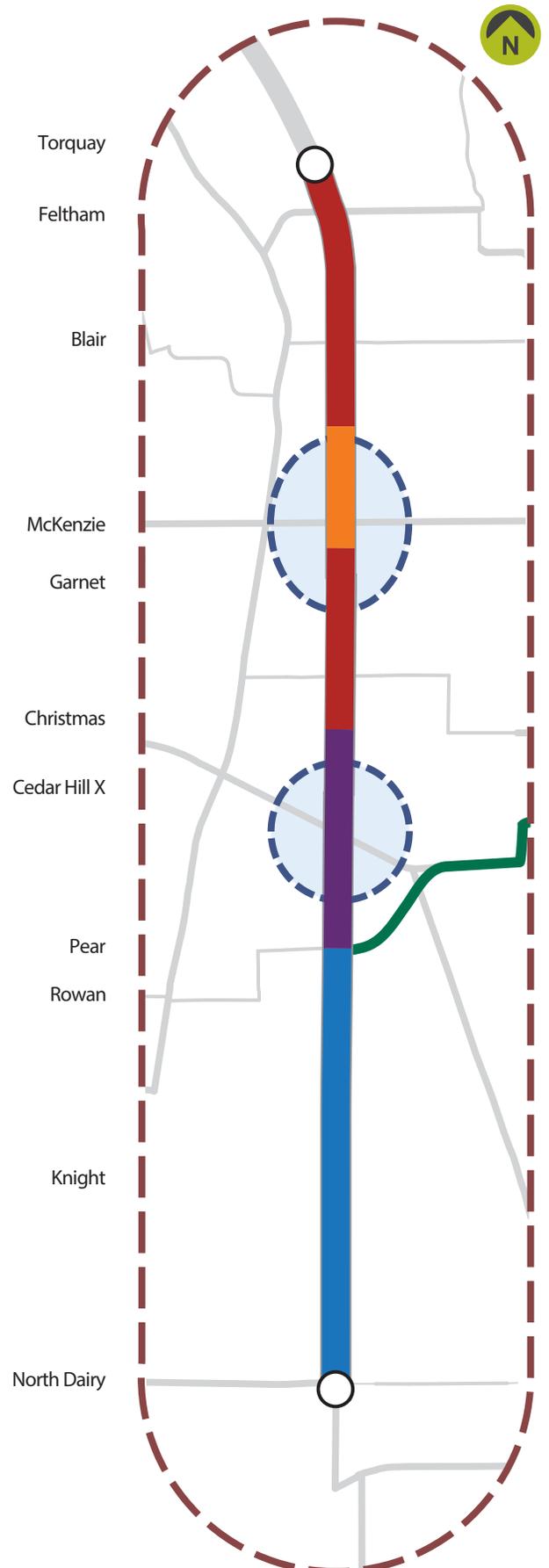
The changes outlined in this section are intended to be completed within five to seven years of plan adoption and significantly improve pedestrian and cycling conditions. Priority short-term actions include a continuous bike facility on the full extent of Shelbourne Street, and numerous pedestrian improvements.

In the short-term, 35% of the street will be transitioned to two travel lanes and a central turn lane to accommodate bike facilities. These sections will be transitioned back to four travel lanes when additional right-of-way is acquired through redevelopment.

Key Features

- Upgraded sidewalks on both sides of Shelbourne Street from North Dairy Road to Pear Street
- A new continuous bike facility on both sides of Shelbourne Street (50% cycle track and 50% buffered bike lane)
- Four lanes of traffic maintained from North Dairy Road to Christmas Avenue and from Garnet Road to just north of the McKenzie Avenue intersection
- Upgrades to UVic Bike Connector
- Pedestrian and transit improvements in University Centre and Shelbourne Valley Centre
- Addition of new pedestrian/cyclist traffic signals:
 - Shelbourne Street at Knight Avenue
 - Shelbourne Street at Torquay Drive

LEGEND	
	Buffered bike lanes with 2 lanes and centre turn lane
	Buffered bike lanes with 4 vehicle travel lanes
	Raised cycle track with 4 vehicle travel lanes
	Separated cycle track with 4 vehicle travel lanes
	UVic Bike Connector
	Pedestrian and Transit improvements



Map 8.2 | Summary of short-term mobility implementation actions

Short-Term Design Concept

Shelbourne Street – North Dairy Road to Pear Street

Separated cycle track with 4 vehicle travel lanes

Connecting with the City of Victoria, this segment includes a new cycle track that is physically separated from traffic, an upgraded sidewalk on both sides of the street and a new pedestrian / cyclist signal at Knight Avenue. Four travel lanes are maintained in this section.

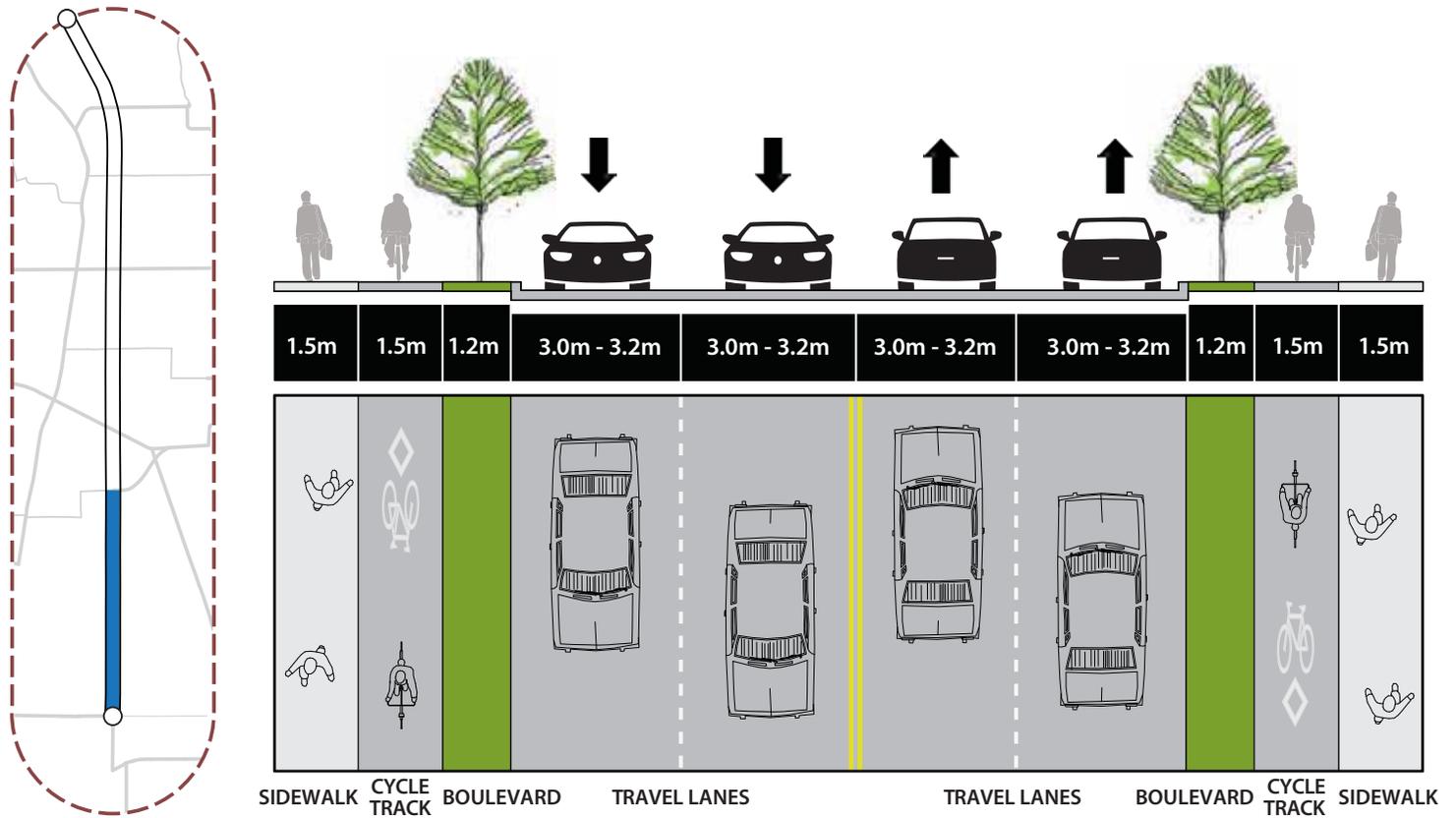


Figure 8.1 | Conceptual Shelbourne Street cross section, North Dairy Road to Pear Street



Figure 8.2 | Shelbourne Street Concept Example, North Dairy Road to Pear Street

Short-Term Design Concept

Shelbourne Street - Pear Street to Christmas Avenue

Raised cycle track with 4 vehicle travel lanes

Running through the Shelbourne Valley Centre business area, this segment adds a new raised cycle track, maintains existing sidewalks and retains four travel lanes. Changes are made at the intersection of Cedar Hill Cross Road and Shelbourne Street to shorten crossing distances, improve transit waiting areas and increase the size of sidewalk areas.

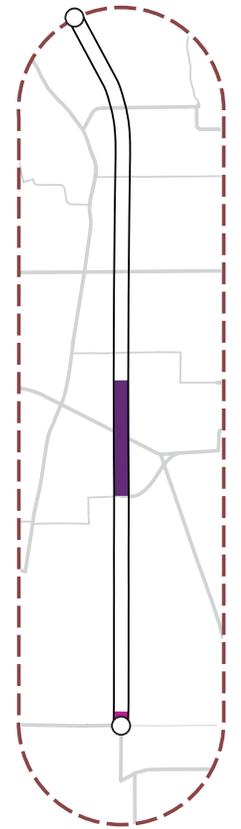
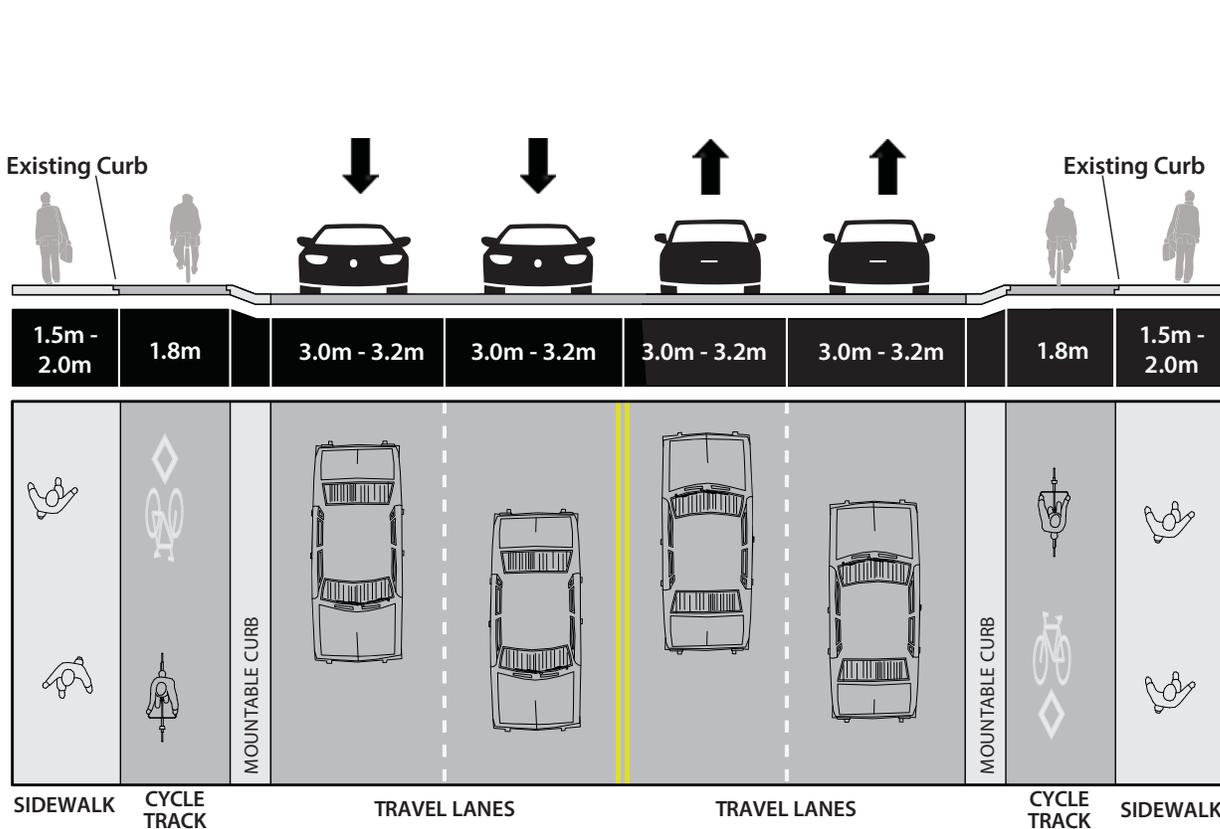


Figure 8.3 | Conceptual Shelbourne Street cross section, Pear Street to Christmas Avenue

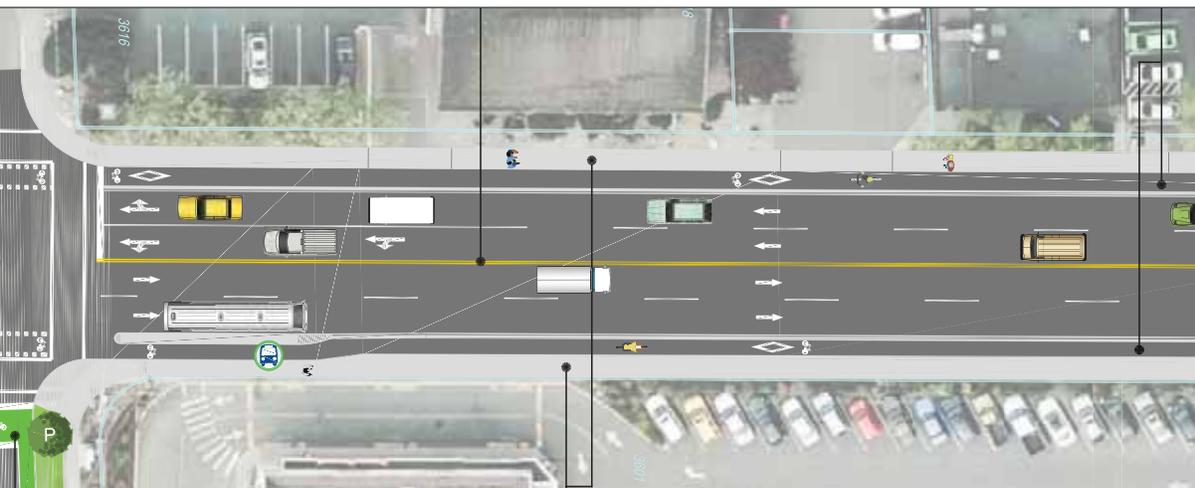


Figure 8.4 | Shelbourne Street Concept Example, Pear Street to Christmas Avenue

Short-Term Design Concept

Shelbourne Street - Christmas Avenue to Garnet Road and north of McKenzie Avenue to Torquay Drive

Buffered bike lane with 2 vehicle travel lanes and centre turn lane

These segments reallocate space within existing curbs to add a buffered bike lane on both sides of the road. Four travel lanes are converted to two travel lanes and a centre turn lane. A pedestrian / cyclist signal is added at Torquay Drive and Blair Avenue is upgraded to a full signal.

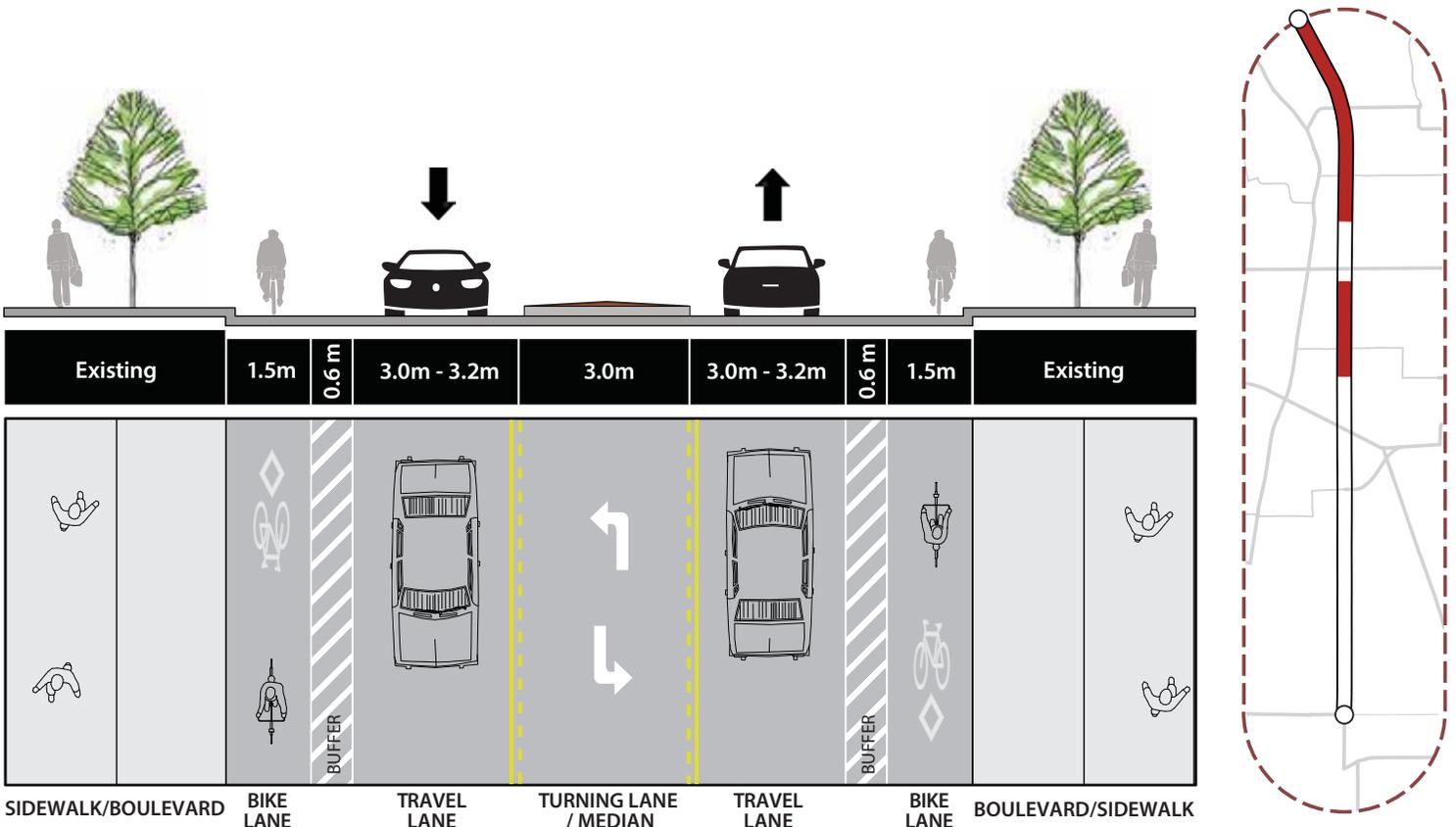


Figure 8.5 | Conceptual Shelbourne Street cross section, Christmas Avenue to Garnet Road and north of McKenzie Avenue to Torquay Drive



Figure 8.6 | Shelbourne Street Concept Example, Christmas Avenue to Garnet Road and north of McKenzie Avenue to Torquay Drive

Short-Term Design Concept

Shelbourne Street - Garnet Road to North of McKenzie Avenue

Buffered bike lane with 4 vehicle travel lanes

This segment adds buffered bike lanes, but retains four travel lanes near the intersection of McKenzie Avenue and Shelbourne Street. Pedestrian improvements are made at the intersection to shorten crossing distances and increase separation of sidewalks from traffic.

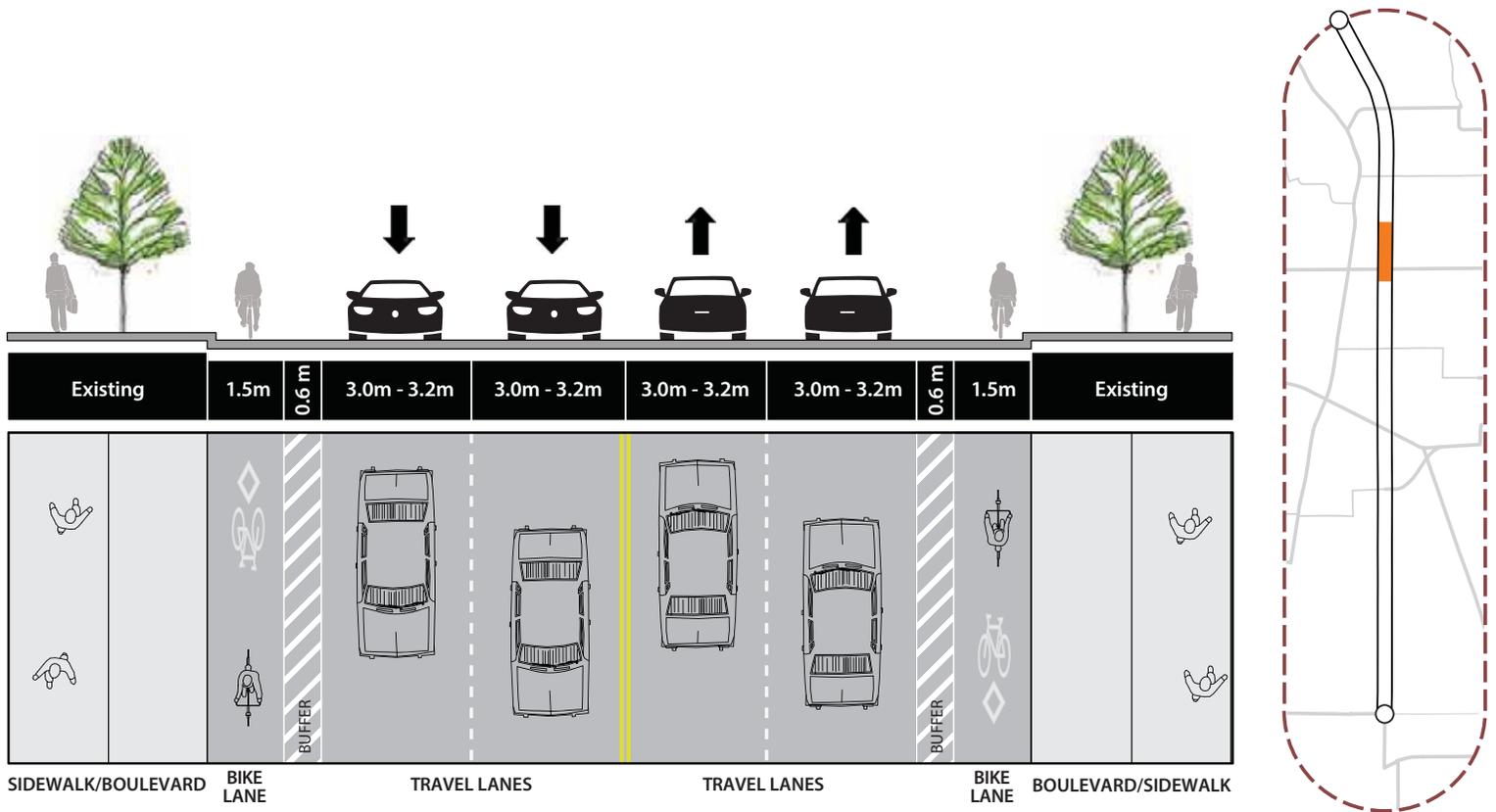


Figure 8.7 | Conceptual Shelbourne Street cross section, Garnet Road to North of McKenzie Avenue

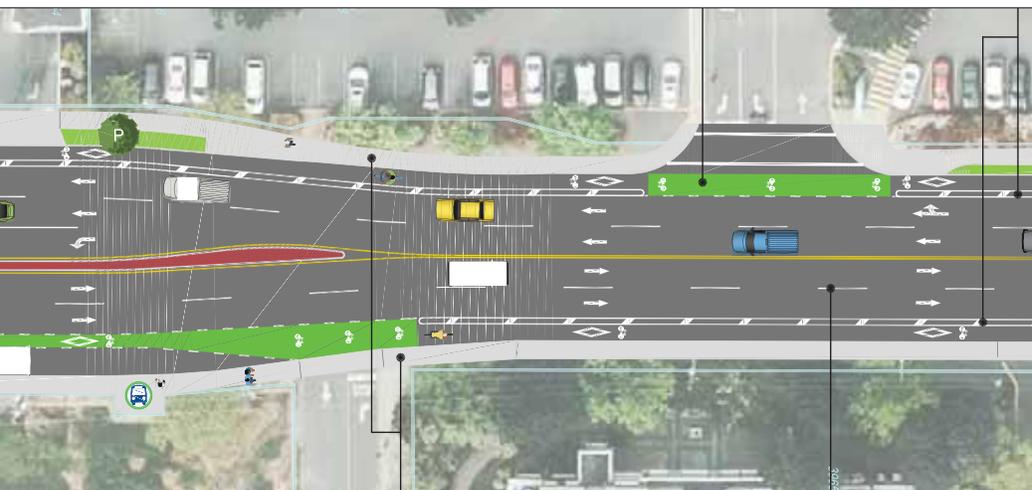
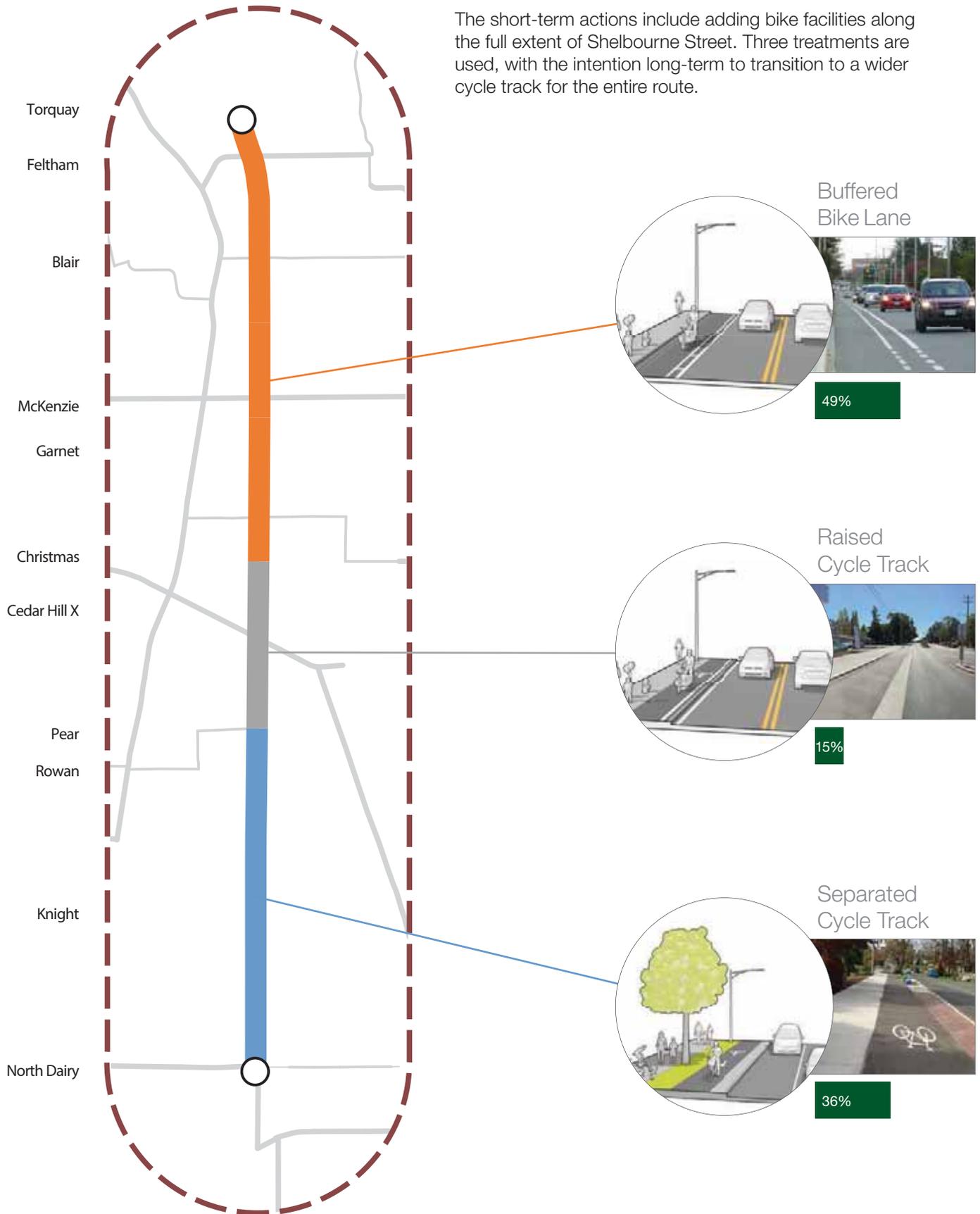


Figure 8.8 | Shelbourne Street Concept Example, Garnet Road to North of McKenzie Avenue

Short-Term Design Concept

Shelbourne Street - Bike Facilities

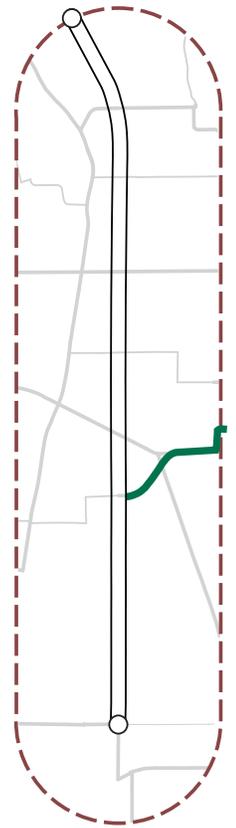
The short-term actions include adding bike facilities along the full extent of Shelbourne Street. Three treatments are used, with the intention long-term to transition to a wider cycle track for the entire route.



Map 8.3 | Short-term cycling facilities

Upgrades to Bike Connector to UVIC

An existing route from Pear Street at Shelbourne Street to UVIC is identified as a Local Connector Bikeway and proposed Greenway. Signage exists that directs cyclists along this route. Improvements will be implemented which increase the visibility, comfort and efficiency of this route. Specific areas of improvement will include enhancement of bike facilities on Poplar Road and enhancement of the crossing of Cedar Hill Cross Road at Iona Drive.



UVic Bike Connector signage



UVic Bike Connector

Improvements to Transit Waiting Areas

A focus of short-term improvements is to improve the transit rider experience. This will include investigating traffic signal synchronization to optimize transit travel times and improving the overall quality of the pedestrian realm.

All transit stops along Shelbourne Street will include shelters, a significant improvement over the current situation where approximately half of the stops have shelters. Additionally, through the removal of bus bays, additional pedestrian space will be available to improve pedestrian comfort and accommodate street furniture.



Shelbourne Street Transit Stops

Implementation Considerations

Detailed Design Process

The information presented in this section represents a conceptual design for Shelbourne Street. A first step in the process will be to develop a detailed design. Based on the design findings or additional opportunities presented by property redevelopments, the concept may be adjusted to better meet the project objectives.

Underground Infrastructure Upgrades

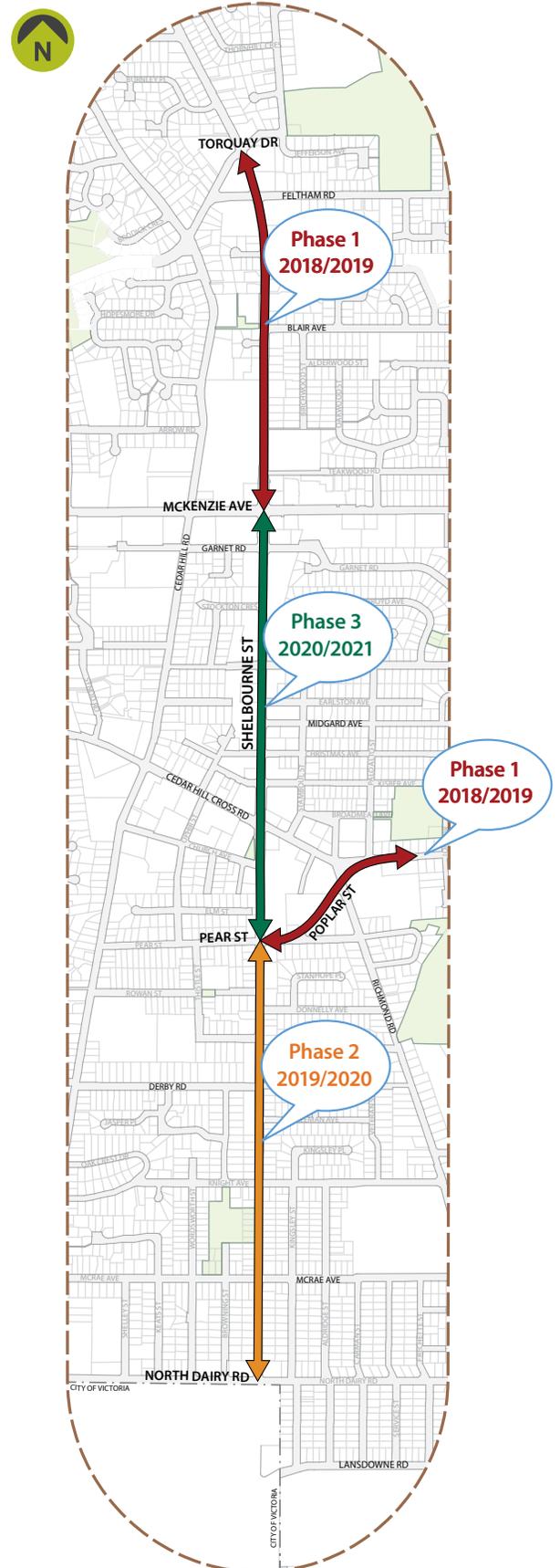
Most of the major storm, sewer, and water pipes under Shelbourne Street are 80-100 years old and reaching the end of their useful life. Many of these pipes are scheduled for replacement in the next 7-10 years under the Capital Replacement Program. The major roadwork associated with this project will be coordinated with underground work to maximize efficiencies and minimize overall long-term impacts to residents and businesses.

Property Acquisition

Implementation of the design concept is based on limited property acquisition from a small number of properties. Should this additional land not be acquired, the design may be modified in some locations in a manner that still meets the overall objectives of the short term implementation plan.

Phasing

The proposed phasing of improvements is identified in Map 8.5. This phasing may be subject to change, based on a number of factors such as detailed design findings, funding, or opportunities presented by property redevelopment.



Map 8.5 | Phasing of short-term improvements



8.3 | Tracking Progress

The policies of this Plan will be monitored regularly for their effectiveness and adaptation to changing conditions. To ensure that the Plan remains a useful and relevant framework for the Shelbourne Valley, amendments arising from the monitoring process will be brought forward for City Council consideration where appropriate.

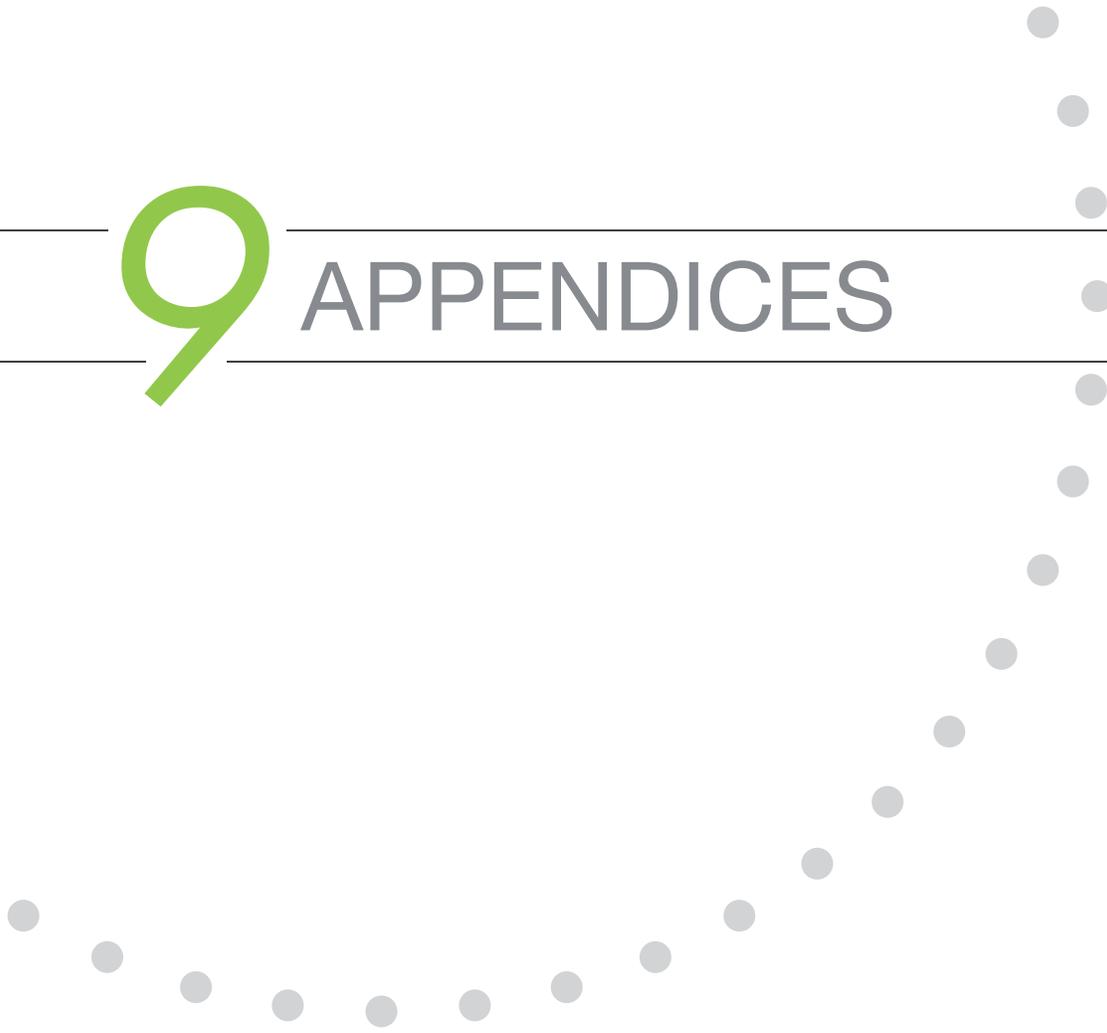
A primary objective of this Plan is to assist in achieving the overall goals of the Official Community Plan (OCP). A comprehensive monitoring system has been set up to track progress towards the goals and objectives of the OCP. Through implementation of the Shelbourne Valley Action Plan, key OCP objectives, such as accommodating growth in the Centre and Villages and improving options for walking, cycling and public transit, will be advanced. The broader OCP monitoring system will serve to track many vital elements of the Action Plan and enable an assessment to determine if progress is being made.

Decisions regarding implementation funding and relative priority will be made through the annual public Strategic Planning and Budget Planning process.





APPENDICES





9.1 | Glossary

Accessibility	Accessibility is the degree to which a product, service, or environment is available to as many people as possible. The concept often focuses on barrier-free design – designs intended to assist those with a particular limitation, e.g. people with disabilities or special needs.
Affordable Housing	Housing where the rent or mortgage plus taxes is 30 percent or less of a household's gross annual income. Households that have no option but to pay more than 30 percent of their gross income on shelter expenditures, in reasonable condition and of appropriate size, are households that are in need of affordable housing.
Climate Adaptation	Climate adaptation involves making adjustments and preparing for observed or expected climate change, to moderate harm and to take advantage of new opportunities.
Climate Mitigation	Climate mitigation involves actions designed to reduce the emissions of greenhouse gasses (GHGs)—primarily carbon dioxide from combustion.
Complete Street	“Complete Streets” are roadways designed to safely and comfortably accommodate all users including pedestrians, cyclists, transit and school bus riders, delivery and emergency responders. Each “complete street” is unique and responds to its community context, including land use, population, density and other local factors.
Cycle Track	A cycle track is an exclusive bicycle facility that provides space for bicycles, and is separated from vehicle travel lanes. Cycle tracks can be either one-way or two-way, on one or both sides of a street, and are separated from vehicles and pedestrians by pavement markings or coloring, bollards, curbs/medians or a combination of these elements.
Daylighting	The restoration of a watercourse that has been channelled and or contained within a pipe or man-made structure back to its natural state. Daylighting is the most profound form of stream restoration, recreating a surface waterway.
Density	As defined in the “Local Government Act” S. 872: “the density of use of the land, parcel or area, or the density of use of any buildings and other structures located on the land or parcel, or in the area”.
Development Permit Area	An area designated pursuant to the “Local Government Act” where approval of a development permit is required before a building permit can be issued or a subdivision is approved with specified exemptions. Development Permit Areas may be established to: protect the natural environment and bio-diversity; protect development from hazardous conditions; revitalize designated commercial areas; guide the form and character of commercial, industrial, and multi-family development; and guide the form and character of intensive residential development or to protect farming.
Ecosystem	A complete system of living organisms interacting with the soil, land, water, and nutrients that makes up their environment. An ecosystem is the home of living things, including humans. It can be any size, but it always functions as a whole unit. Ecosystems are commonly described according to the major type of vegetation, for example an old growth forest or grassland ecosystem.
Floor Space Ratio	The measure of density obtained when the total floor area of all floors in all buildings on a parcel is divided by the area of the parcel.

Great Street	A concept developed by Alan Jacobs, “Great Streets” are where people want to be, spend time, live, play, work. They provide settings for activities that bring people together; they are memorable; they provide a sense of community and history; and a space for urban public life. Foundation principles include: places for people to walk with some leisure, physical comfort, street definition, qualities that engage the eye, and maintenance.
Green Building	A systems approach to building design and construction that employs techniques that minimize environmental impacts and reduce ongoing energy consumption while contributing to the health and productivity of its occupants.
Green Infrastructure	At a neighbourhood or site specific level, it is an approach to managing runoff and rainwater that imitates the natural hydrology (or movement of water) on site by using existing site characteristics, using engineered and landscaped features to promote infiltration and evapotranspiration.
Greenway	Linear green space corridors that connect natural areas and communities, associated with watercourses, trails, and transportation routes which provide wildlife habitat and increase recreational opportunities.
Ground Oriented Unit	A unit in a multi-storey building that has access from the street via a landscaped patio or garden.
Heritage Site	Properties and sites of historic, architectural, archaeological, paleontological, or scenic significance to the Municipality, that may be designated under the “Local Government Act” or the “Heritage Conservation Act”.
Infrastructure	The ‘hard’ services associated with development – e.g. roads, trailways, storm drains, water, sewer, etc.
Infill Development	New construction or renovations which make use of vacant or underutilized parcels and which may be substantially different from the present or previous use of the parcel.
Landscaping	Any combination of trees, bushes, shrubs, plants, flowers, lawns, bark mulch, decorative boulders and gravel, decorative paving, planters, foundations and sculptures, decorative fences and the like, tastefully arranged and maintained to enhance and embellish the appearance of a property or, where necessary, to effectively screen a lot, site, or storage yard.
Liveability	A measure related to quality of life which considers various amenities, services, aesthetics, opportunities, and other features that impact how people live in a given place.
Mixed Use	Developments that combine residential, commercial, and other uses in the same building or development. Residences above shops and live-work residences are examples of mixed-use developments. Mixed-use developments enable people to live close to work and amenities.
Multi-Family Development	A complex containing three or more dwelling units on a lot, includes townhouses and apartments.

Natural State Covenant

A Natural State Covenant is a legal agreement that is permanently registered against a property. Generally, Natural State Covenants require the land within the covenant area to be kept in its natural state including all plants and natural features. Natural State Covenants can either be a requirement or voluntary.

Naturescape

A method of landscape design and landscaping that allows people and nature to coexist. For example, incorporating certain plants, especially native ones, into private and public spaces will attract insects, birds and other fauna that are beneficial to the natural environment, and contribute to healthy watersheds.

Open Space

Lands on which structures for residential, commercial, institutional, or industrial use are not located and are important to the community for their aesthetic, recreational, or ecological value. Lands may be in a 'natural' state (e.g. nature parks, reserves, or undevelopable lands such as flood plains, beaches, and wetlands) or 'developed' state (e.g., playing fields, boulevards, squares, plazas, and cemeteries). They may be in the public domain (e.g. municipal, regional, or provincial parks, roads, and pedestrian networks), or in the private domain (e.g. golf courses).

Park

Land that has a high capacity for active or passive recreation use and is potentially available for such use. Also includes land set aside for archaeological, historical or ecological purposes.

Sense of Place

The essential character and spirit of an area. More specifically, characteristics which make a place special or unique and foster a sense of authentic human attachment and belonging.

Streetscape

The elements within and along the street right-of-way that define its appearance, identity, and functionality, including street furniture, public art, landscaping, trees, sidewalks, and pavement treatments.

Sustainability or Sustainable Development

The concept of meeting the needs of the present without compromising the ability of future generations to meet their needs. Sustainability is based on the efficient and environmentally responsible use of natural, human, and economic resources, the creation of efficient infrastructures, and the enhancement of residents' quality of life.

TDM

Transportation Demand Management (TDM) is the application of strategies and policies to influence travel behavior with the aim of reducing automobile travel demand, as a means to save energy, reduce greenhouse gas emissions, improve air quality, and reduce traffic congestion.

Universal Design

Universal Design (also called Inclusive Design, Accessible Design, or Accessibility) refers to facility designs that accommodate the widest range of potential users, including people with mobility and visual impairments (disabilities) and other special needs. Although Universal Design addresses the needs of people with disabilities, it is a comprehensive concept that can benefit all users. For example, people who are unusually short or tall, carrying packages, or pushing a cart, are not disabled, but their needs should be considered in facility design. Increased walkway widths, low-floor buses, and smooth walking surfaces improve convenience for all travellers, not just those with mobility impairments. Curb ramps are important for people using handcarts, scooters, baby strollers, and bicycles, as well as wheelchair users. Automatic door openers are another example of Universal Design features that can benefit many types of users.

Urban Design

The practice of incorporating urban planning, landscape design, engineering, and architecture into the design of urban places with distinct identities, while considering developmental, political, economic, and social pressures.

Urban Forest

All treed landscapes including private yards, urban parks, conservation areas, boulevards, and forests within the District of Saanich.

Watershed

An area of land where surface water from rain, melting snow, or ice converges and “sheds” to a single exit-point at a body of water.

Wayfinding

Way finding can be defined as spatial problem solving. It is knowing where you are in a building or an environment, knowing where your desired location is, and knowing how to get there from your present location. There are several elements that go into wayfinding, such as signage, architectural clues, lighting, and sight lines.

9.2 | Bylaw and Amendments