

SHELBOURNE LOCAL AREA PLAN



THE CORPORATION OF THE
DISTRICT OF SAANICH
BRITISH COLUMBIA

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

SHELBOURNE LOCAL AREA PLAN

Appendix L to Bylaw 8940

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

**THE CORPORATION OF THE DISTRICT OF SAANICH
BYLAW NO. 8940**

TO ADOPT AN OFFICIAL COMMUNITY PLAN

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

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

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

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

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

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

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

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 Bylaw No. 7044, being the "Official Community Plan Bylaw, 1993" is hereby repealed except insofar as it may repeal any other bylaw.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

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

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

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

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

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

"CARRIE MacPHEE"

Municipal Clerk

"FRANK LEONARD"

Mayor

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1.0 BACKGROUND

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

The local area plans set out comprehensive policies that help guide the future of individual communities. They supplement the General Plan by creating a local context and specific policies and guidelines to which Council can refer when making decisions on development proposals and capital works.

The local area plan is intended to provide a reasonable level of certainty about future use and development and the quality of life to be sustained within the area. The plan is for residents, property owners, and others with an interest in this area.

The first Shelbourne Local Area Plan was adopted by Council in April 1981. The Planning Department initiated a major review in 1986 and a new plan was adopted by Council in January, 1988. Since then, some amendments have occurred in response to specific development proposals; however, the basic policies have not changed.

On November 20, 1995, Council endorsed a program to update all local area plans before 2001, including a public participation process, centred on tapping into the local knowledge and interests of residents and local community associations. The program recognizes that while the basic land use policies are generally relevant, changes are required to update statistics and maps and to acknowledge a new awareness of environmental and social issues. This process provides an opportunity for residents to have a say in what the future will look like.

2.0 PUBLIC INVOLVEMENT

Although the public participation process was simplified for the update, opportunity was provided for residents to be involved in the review.

The public involvement process included advertisements in the local news media; meetings with the Mount Tolmie Community Association and the Mount Tolmie Conservancy Association; an opinion survey and an open house.

A separate meeting was held to discuss the Bowker Creek Trail concept. A petition opposing the concept was received from some residents, while the Friends of Bowker Creek submitted support for the concept from a creek walk and survey. For additional information on the public involvement process and feedback received, please refer to Appendix A.

3.0 LOCAL AREA CHARACTERISTICS

Boundaries and Features

As illustrated on Map 3.1, the Shelbourne local area is long and narrow. It lies south of McKenzie Avenue between Cedar Hill Road on the west, the boundary with Oak Bay on the east, and the boundary with City of Victoria on the south. The area is in the southerly portion of Saanich but central to the core area of Greater Victoria. The Gordon Head local area lies to the north and the Quadra area to the west.

Prominent features for the area are Mount Tolmie and Doncaster Slopes. As can be seen on Map 3.2, these two features result in most of the area lying within a valley. Pockets of Garry oaks and rock outcrops influence the road pattern and contribute to the character of the area.

Community Organization

The Shelbourne area is not represented by one association or group. Residents in the northeast portion have been organized into the Mount Tolmie Community Association. This group has undertaken a neighbourhood traffic management study to address local speeding and pedestrian safety issues, as well as, being active in the LAP update.

A new community association, Camosun Community Association, has been organized. It covers part of the Shelbourne area south of Knight Avenue and Mount Tolmie Park, east of Shelbourne Street.

In 1995, the Mount Tolmie Conservancy Association was founded and is dedicated to preserve, restore, and enhance the natural character of the mountain, to promote community participation in land use and development decisions affecting the mountain, and to communicate association concerns to the public.

Another group, the Friends of Bowker Creek, has been started and is concerned about the preservation and enhancement of Bowker Creek.

Map 3.1
SHEBOURNE LOCAL AREA AND REGIONAL CONTEXT

**Map 3.2
TOPOGRAPHY**

Social Profile

During 1981 – 1996 (Table 1), one census tract in Shelbourne lost population, while the others had modest growth in comparison to Saanich as a whole and the region. Table 2 and Figure 1 provide a comparison of the age breakdown for Shelbourne, Saanich as a whole, and the CRD. Shelbourne, in 1996, had a lower percentage of children in all age groups under 15. There is a larger proportion of age groups 20 – 24, which could reflect the University and Camosun student residents. Shelbourne has a greater proportion of seniors 65 – 74 than Saanich or the CRD and has a much greater proportion of seniors over 75.

As shown on Table 3, there is a variation in the tenure of dwellings between the census tracts in Shelbourne; however, generally, it has a lower level of home ownership than Saanich as a whole. This likely reflects the proximity of the University and Camosun College, whose students require affordable rental accommodation.

Land Use Character

Shelbourne is a vibrant community. There is activity throughout the day with residents using the commercial services, children coming to and from school and sports activities on the school yards, university, college students and staff going to classes, and both local and external traffic travelling on community roads.

Shelbourne has a varied housing stock – predominantly single family with variety in age, style, and lot size. A wide range of multi-family dwelling types is also available – ranging from two-family dwellings through townhouses and apartments. Approximately 43% of the dwelling units are multi-family and are located primarily on Church Avenue, Shelbourne Street, Cedar Hill Cross Road, Cedar Hill Road and North Dairy Road.

The community is traversed by Shelbourne Street which is a major north-south transportation route for Saanich. Cedar Hill Road, Richmond Road and Foul Bay Road are other important north/south routes in the area. Cedar Hill Cross Road, North Dairy Road west of Shelbourne Street, McKenzie Avenue and Lansdowne Road are primary east/west roads. Traffic from Gordon Head, Royal Oak, and Cordova Bay use these routes to access jobs, the University and services. This results in Shelbourne being affected by commuter types.

TABLE 1: POPULATION GROWTH 1981 – 1996

AREA	1996	1991	1986	1981	% CHANGE 1981 TO 1996
CT 122	3,245	3,245	2,746	2,865	13.3
CT 123.01	2,280	2,485	2,392	2,650	-13.9
CT 123.02	2,980	2,860	2,754	2,905	2.6
CT 124	4,375	4,240	4,127	4,000	9.4
SAANCH	101,385	95,577	82,940	78,710	28.2
CAPITAL REGION	317,990	299,552	264,614	249,473	27.5

Source: Stats Canada 1996 Profile & CRD Demographic Atlas 1994 Table 1.1

TABLE 2: POPULATION BY AGE GROUP 1996

Age Group	Shelbourne ¹ (%)	Saanich (%)	Capital Region (%)
0-4	3.8	5.1	5.2
5-9	4.3	5.8	5.6
10-14	5.4	6.4	5.8
15-19	5.9	6.4	5.7
20-24	8.2	6.9	6.6
25-34	13.9	13.5	14.6
35-44	14.7	16.1	16.3
45-54	11.1	13.8	13.5
55-64	9.3	9.1	8.6
65-74	10.8	9.3	9.2
75 +	12.5	7.4	8.9

¹Includes Census Tract 122, 123.01, 123.02 and 124

FIGURE 1: POPULATION COMPARISON 1996

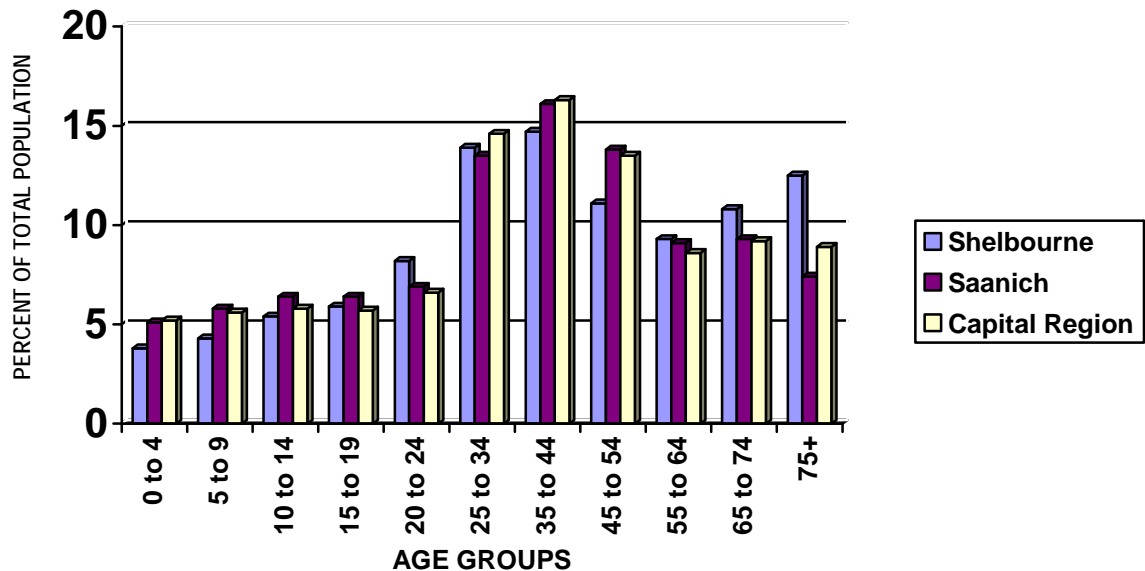


TABLE 3: DWELLING TENURE AND SIZE OF HOUSEHOLD, 1991

Area	Percent Owned	Percent Rented	Average Size of Household
CT 122	56.3	43.3	2.2
CT 123.01	60.3	40.2	2.3
CT 123.02	63.6	36.8	2.1
CT 124	68.5	31.5	2.4
SAANICH	73.7	26.3	2.6
CAPITAL REGION	61.8	38.2	2.3

Source: CRD Demographic Atlas, Table 2.1 and 5.3

A wide range of commercial services are located at the intersection of Shelbourne Street and Cedar Hill Cross Road. The area has major shopping centres adjacent to its north and south boundaries – University Heights and Hillside Mall.

Major institutions in the area include Camosun College, part of the Royal Jubilee Hospital complex and St. Michael's University School. The major parts of the Jubilee Hospital and the University of Victoria lie immediately adjacent to the area boundaries.

Residents in Shelbourne are also nearby St. Luke's Anglican Church, the Nellie McClung Library, Cedar Hill Recreation Centre, Cedar Hill Golf Course and trail, and the Oak Bay Recreation Centre.

4.0 HISTORICAL RESOURCES

Shelbourne has a long history of habitation and of change. Shelbourne was once farmed and over time has become a residential area with major commercial and institutional uses.

Map 4.1 indicates structures of heritage significance in Shelbourne. Most of the structures are residences; however, the Young Building at Camosun College and buildings at St. Michael's University School, as well as, two street car shelters are included. Six structures have been designated as Municipal Heritage Sites. St. Luke's Church and attached cemetery are designated sites at the corner of Cedar Hill Road and Cedar Hill Cross Road. While located in Quadra local area, these facilities are a prominent feature and institution for Shelbourne residents.

Exterior changes to designated structures require a Heritage Alteration Permit issued by Council. All inventoried and designated heritage sites and structures are monitored by the Saanich Heritage Advisory and Archival Committee to ensure that alterations, if required, are in-keeping with the heritage significance and character.

Another item of significance is the Peace Gore Memorial Park, which was dedicated in 1919 and was the first memorial in Greater Victoria. This park is located on Shelbourne Street just south of Cedar Hill Cross Road.

There has been an assessment of significant trees in the municipality and a list prepared. Section 710.01 of the Municipal Act permits Council to designate specific trees as significant because of their heritage or landmark value or as wildlife habitat. Recognition of these trees will be through adoption of a municipal bylaw under the direction of the Significant Tree Committee. Two parcels have designated trees; at 1852 Taylor Street and a municipal parcel at McKenzie Avenue south of Shelbourne Street.

In the 1920's, Shelbourne Street was to become Memorial Avenue. Mountain Ash and London Plane trees, some with wrought iron fences or plaques, were planted along Shelbourne Street from Denman Avenue, in the City of Victoria, north to Mount Douglas Park. These trees were planted by representatives from municipalities and visiting dignitaries to honour war dead from all of British Columbia. In 1961, the boulevard was rededicated to include those fallen during the Second World War and the Korean War.

Changes have been made to the street, which has resulted in the removal of many of the trees. Remnants of the memorial can be seen north of Feltham Road and south of Hillside Avenue in the City of Victoria.

Map 4.1
ENVIRONMENTAL FEATURES

POLICIES

- 4.1 Preserve the public visibility of heritage resources and encourage design compatibility when considering rezoning, subdivision and development permits in the vicinity of heritage structures.
- 4.2 Designate Peace Memorial Gore as a Heritage Park under Section 967 of the Municipal Act.
- 4.3 Recognize the memorial aspect of Shelbourne Street when considering any Municipal work within the right-of-way or any new developments or redevelopment adjacent to Shelbourne.
- 4.4 Support the efforts of the Saanich Heritage Foundation and the Saanich Heritage Advisory and Archival Committee to preserve heritage resources in Shelbourne.

5.0 ENVIRONMENT

The environment is of increasing concern to residents of Saanich. This is reflected in the plans and bylaws of the municipality and should be recognized in the Shelbourne Local Area Plan.

Over the years, clearing to create farm fields and subsequent residential development has resulted in the loss of much natural vegetation in Shelbourne. However, remnants of native natural areas do survive. These ecosystems support a large number of plant, animal and bird species. The diversity of these ecosystems can be supported within an urban environment if care and attention is paid by the human participants.

Environmental features cross local area boundaries, and activities in adjacent areas can impact the quality of the environment in Shelbourne.

The initial step to environmental protection is the identification of significant features. Saanich has initiated a municipal-wide inventory of environmentally significant areas. This inventory will include an assessment of sites which require restoration.

Saanich and other municipalities in the Greater Victoria area are pursuing establishment of a regional system of “Green/Blue Spaces” and “Greenways”. The Regional Green/Blue Spaces Strategy identifies five categories of green/blue spaces including ecological areas, important scenic and visual elements, and renewable resource working landscape, outdoor recreation areas, and greenways.

Mount Tolmie Park is a key node of the green/blue space strategy as it is a municipal Nature Park. The draft Strategy identifies Bowker Creek as a green/blue corridor which provides a link between core areas and both the culverted and open sections of Bowker Creek serve as a stream and wetland stewardship corridor. The Creek is important as it can support native vegetation communities, provide a link between land and the ocean, and provide opportunities for outdoor recreation.

The Green/Blue Spaces Strategy also identifies valuable remnant ecosystems in the Shelbourne Area. These are important remnants of the original distribution of native vegetation, wetlands and wildlife habitats. Most are isolated rock outcrops vegetation or Garry oak meadow sites. Valuable remnant ecosystems have been identified around portions of Mount Tolmie, on Doncaster Elementary School property near Thistle Street, and Wetherby Park on Cedar Hill Road.

Mount Tolmie Park covers 18.45 hectares and contains some endangered native species. There are Garry oak, Douglas fir and Arbutus trees and wildflowers. The park also has a problem with invasive exotic plant species, like broom, that could dominate native vegetation if not removed. Mount Tolmie’s open slopes, grasslands, location and height make the mountain an important stop-over for migratory birds.

In 1995, the park was zoned P-4N as a Natural Park which is devoted to the retention, preservation and enhancement of natural, historic or landscape features and is used primarily for informal or passive recreation purposes.

Shelbourne has significant stands of Garry oak that have survived in this urban environment, especially along the eastern boundary, the ridge line west of Shelbourne Street and near Doncaster School (see Map 5.1). The Tree Bylaw and Development Guidelines provide for the preservation of this species, as well as, other protected trees. From a wildlife perspective, it is important that large, tall trees in Shelbourne are considered valuable.

Shelbourne does not have shoreline or major water features and Bowker Creek is the only watercourse in this community. The head of the Creek is in the University of Victoria lands in Oak Bay. Its catchment area includes all of Shelbourne and a small portion of Gordon Head. All of the tributaries, except one in Cedar Hill Golf Course, have been diverted to ditches or culverts as shown on Map 5.1. The Creek's primary function is as a major storm drain for Shelbourne. The drainage function compromises water quality.

A few portions of Bowker Creek remain open. The major open sections are located in Browning Park and on private properties south of the park to North Dairy Road; and in the panhandle where it is open through Richmond School yard, the BC Hydro property on Kings Road, the Bishop of Victoria lands at Adanac Street and in St. Patrick's school yard.

Several of the closed portions, such as those through Shelbourne Plaza, Hillside Mall and private residential parcels, may only be restored in the long term. They present barriers, as does its function as a storm drain, to the reintroduction of salmon species. Restoration of other portions could enhance the creek for education opportunities for stewardship and for wildlife habitat in the short term.

Map 5.1
ENVIRONMENTAL FEATURES

POLICIES

- 5.1 Seek opportunities to protect indigenous vegetation, wildlife habitats, aesthetic landscapes and viewsapes when reviewing applications for change in land use.
- 5.2 Seek opportunities to preserve indigenous trees, shrubs and plants (including mosses) and rock outcrops within parks, boulevards, unconstructed road right-of-ways and other public lands.
- 5.3 Seek opportunities to use native species for landscaping boulevards and public lands.
- 5.4 Seek opportunities to restore and daylight sections of Bowker Creek.
- 5.5 Support community initiatives by the Provincial Capital Commission, School Board #61, the Boards of St. Patrick's School and St. Michael's University School, the University of Victoria, Camosun College and conservation groups for a Stream Stewardship and Environmental Education Programs relation to Bowker Creek.
- 5.6 Integrate local elements with a municipal-wide Greenways system, which links key greenspaces within the Shelbourne area to each other and provides opportunities to access the important greenways, greenspace and riparian zones of other contiguous local areas including the proposed Regional Greenways System.

6.0 HOUSING

There will continue to be a demand for additional housing in Saanich and some of this demand will focus on the Shelbourne area. This demand arises from a variety of sources including migrants to the area, the creation of new households as children leave home and start families and households changing housing types to meet a changing lifestyle. Seniors, for example, often move from single family dwellings to apartment-style living.

The General Plan sees a choice of housing to accommodate people of different ages, incomes and family structures as an objective of a healthy community. At the same time, the maintenance of neighbourhood character is of paramount importance when considering new development within established areas.

New residential development can take the form of infill single family housing by subdivision of large lots into smaller parcels and redevelopment of vacant or large lots for two-family and multi-family developments.

While some new residential development can, in principle, be supported, it must be compatible with the neighbourhood character and quality.

Shelbourne is a centrally located community when viewed from the perspective of the Greater Victoria area. While it has some suburban elements such as large lots on Mount Tolmie, it has many characteristics of an inner city neighbourhood as it has a mix of land uses. It is well situated to access the University, Camosun College, Royal Jubilee Hospital, downtown Victoria and major commercial nodes in Saanich and the Victoria area. The proximity of the University and Camosun has an effect on Shelbourne as they generate demand for inexpensive rental accommodation. Some residents have perceived an excessive number of illegal suites and rental accommodation in Shelbourne.

Respondents to the community survey indicated that Shelbourne is a pleasant community in which to live and identified the predominantly single family character as the most liked quality. Shelbourne, however, is not an area of homogeneous housing. There is a variety in the size, age and design of single family homes and a broad mix of multi-family units. Two-family dwellings, townhouses, apartments and congregate care units are located in the area. Map 6.1 indicates the housing types.

**Map 6.1
RESIDENTIAL LAND USE**

Table 4 provides a breakdown of the types of residential parcels and number of dwelling units for the area based on December 1996 zoning information. The dominant residential parcel and dwelling type is single family, with 95% of the parcels and 56% of units respectively. Two-family accounts for 3% of both the total residential parcels and dwelling units. Attached housing and apartments form 2% of the parcels and 41% of dwelling units in the area.

**TABLE 4: RESIDENTIAL SITES AND DWELLING UNITS
December, 1996**

Dwelling Type	Number of Sites	Number of Units
Single Family*	2753	2753
Two-Family	82	164
Attached Housing	12	173
Apartment**	34	1685
Personal Care***	3	162
TOTAL	2884	4937

- * Includes 3 split zone sites
- ** Includes 3 non-conforming sites
- *** Includes RP-2 and residential portion of Luther Court and does not include intermediate care beds at Luther Court, Mount Tolmie Hospital or the Royal Jubilee Hospital

Looking at a comparison of the dwelling mix for Shelbourne, Saanich and the Capital Region in Figure 2, Shelbourne has a similar split in type to the region, rather than to Saanich as a whole.

A mix of housing means a mix of dwelling types (e.g. single family, duplex, apartment, townhouses) and a mix of tenure (e.g. renters and owners), and a range of housing costs. This is viewed by many as a foundation for a healthy, vibrant community. A mix of types allows residents to remain in the community as their lifestyle and housing needs change. Shelbourne contains a mixture of rental and condominium townhouses and apartments for singles and seniors, starter homes for young families, larger homes for those upgrading, and congregate care for seniors and those with special needs.

Since 1988, 350 dwelling units have been added to Shelbourne (this is a net total as it includes 402 new units and 52 demolitions). As indicated on Table 5, 64 were single family, eight were two-family and 330 were apartment suites. This split of dwelling types, in part, reflects the limited availability of sites for new single family dwellings. Shelbourne accounted for 6.2% of the total number of units added in Saanich over this period.

Little change in the type and size of housing is expected and single family housing will continue as the dominant residential land use.

FIGURE 2: HOUSING COMPARISON 1991

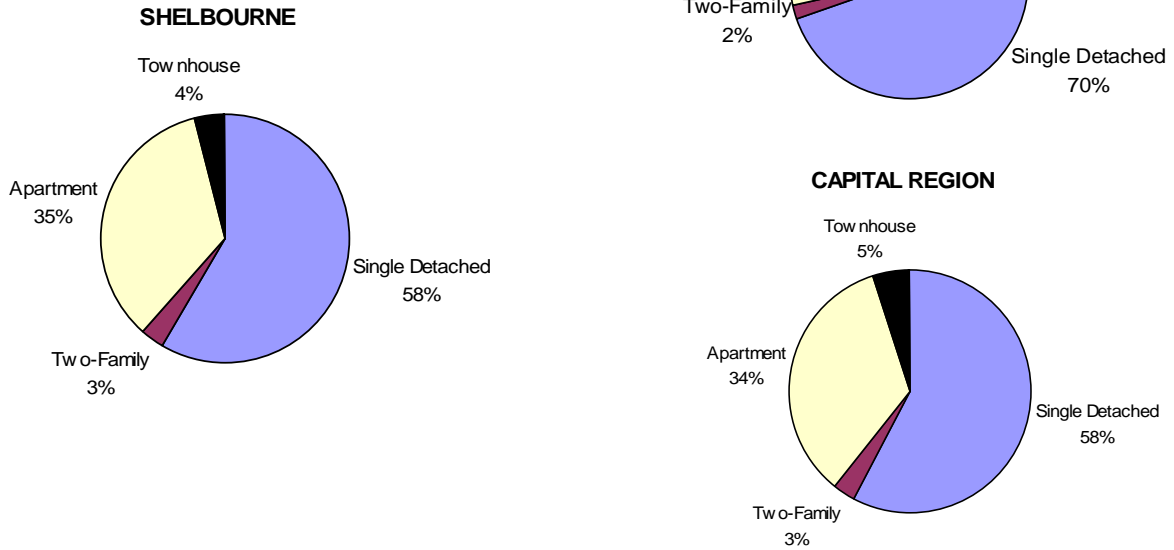


TABLE 5: HOUSING STATISTICS

YEAR	AREA	SINGLE FAMILY	TWO-FAMILY	ATTACHED (TOWNHOUSE)	APARTMENT	DEMOLITIONS	TOTAL (new units less demos)
1988	Shelbourne	11	2	0	108	-14	107
	Saanich	635	10	250	186	-67	1014
1989	Shelbourne	9	0	0	14	-11	12
	Saanich	588	12	294	404	-49	1249
1990	Shelbourne	1	0	0	76	-4	73
	Saanich	405	2	184	206	-86	711
1991	Shelbourne	15	2	0	44	-5	56
	Saanich	368	10	126	199	-113	590
1992	Shelbourne	11	2	0	0	-4	9
	Saanich	271	9	285	188	-69	684
1993	Shelbourne	7	2	0	41	-6	44
	Saanich	199	12	175	308	-65	629
1994	Shelbourne	4	0	0	23	-3	24
	Saanich	183	13	89	383	-69	599
1995	Shelbourne	6	0	0	24	-5	25
	Saanich	117	8	18	60	-28	175
1996	Shelbourne	6	5	0	63	-7	67
	Saanich	162	12	47	135	-47	309

Single family Housing

Several large lots in the area may be considered for subdivision under the current single family zoning. The subdivided parcels would conform to all standards of the single family zone. The subdivision of some of these parcels may require an Environmental and Social Review or a tree survey, due to tree preservation concerns. When, and if, a parcel is considered for subdivision, depends on the owners' satisfaction with the existing lot size or family circumstance. Any changes to these parcels would be initiated by individual parcel owners.

The Mount Tolmie Slopes area was rezoned to RS-13 from RS-6 in the 1990's to ensure that consideration of subdivision required a rezoning application. It was felt that RS-6 sized lots were too small given the physical/aesthetic characteristics of the area and a policy to consider only RS-12 sized lots was endorsed. To ensure consideration of all subdivisions at a Public Hearing, the area was zoned RS-13, with the understanding of residents and Saanich that RS-12 lots would be considered. This ensures that each proposal is considered on its own merits in relation to site characteristics.

Two-Family Housing

There are 82 two-family dwellings in Shelbourne. Two-family dwellings are governed by Policies 6.5 and 6.6 in the **General Plan** which state:

- 6.5 *Require that a two-family dwelling lot has:*
 - a) *1.3 times the minimum lot size of the largest adjacent single family zone,*
 - b) *A minimum lot width of 20 m (65 ft) or 1.3 times the minimum lot width of the largest adjacent single family zone, whichever is the greater, as measured at the front building line, and*
 - c) *Where a local area plan policy supports a zone with a minimum lot size that is smaller than the existing subdivision minimum, then a policy shall apply for the purpose of calculating the minimum area for a two-family dwelling lot.*

- 6.6 *Evaluate zoning applications for two-family dwellings on the basis of neighbourhood context and lot size, and building scale and design, access, and parking.*

There are a number of parcels that meet the lot size criteria for two-family dwellings in Shelbourne. However, although a parcel may meet the size and width criteria of *Policy 6.5*, not all will necessarily be suitable for two-family use. *Policy 6.6* provides additional criteria beyond lot size for evaluating rezoning applications. The quality and location of the single family dwellings and the neighbourhood context will affect the actual amount of two-family development. A parcel must be rezoned and a development permit approved before a two-family dwelling can be constructed. This provides an opportunity for the neighbourhood to review the proposal and to express its support or concerns to Council.

Two-family dwellings can provide a more efficient use of a limited land resource. Well designed units with adequate off-street parking may be compatible with single family dwellings.

There are methods for limiting the number of potential two-family dwellings. One method is to rezone the single family parcels on a block by block basis to a zone that has a larger lot size minimum (e.g. from RS-6 to RS-10). There is a large lot zone near Mount Tolmie which reduces the number of sites in that area that meet the two-family lot size criteria. This approach may allow for the construction of much larger homes as the maximum allowable floor space for single family use will increase. It may also preclude some single family subdivision potential. This approach would significantly reduce the number of parcels that could meet the minimum dwelling size and width criteria.

Another option is to prohibit new two-family zones within Shelbourne or to limit them to specific areas as a policy in the Local Area Plan. A third option, at a municipal level, would be for Council to amend *Policy 6.5* to require larger two-family lot minimums (e.g. from 1.3 to 1.5 times the minimum lot width of the largest adjacent single family zone).

Multi-Family Housing

A few sites in the Shelbourne area may be suitable for some additional multi-family housing as they are well served by transportation services and close to amenities. In some cases, these sites could provide a transition between commercial areas, and adjacent single family homes. Development permit guidelines can ensure that the development of these sites is compatible with adjacent single family housing. Multi-family development can also be designed to incorporate local retail or service uses, such as daycares, drycleaners, and grocers for building residents and the neighbourhood.

Multi-family developments should also provide sufficient open space amenity area onsite for residents. This may require that developers be granted a development variance permit or some form of incentive if additional open space or amenities are provided.

Map 6.2 indicates potential multi-family sites. Most of the sites identified as having multi-family housing potential in the 1988 Local Area Plan have been developed and only a few of the original sites remain. A review of the remaining original sites indicates that the multi-family potential should be reconsidered on three sites (illustrated on Map 6.2).

One site on Garnet Road is zoned single family and surrounded by commercial use and is more suitable for commercial use.

The other site includes lots on Shelbourne Street between Knight Avenue and McRae Avenue, zoned for single family dwellings.

An examination of Map 6.1, indicates that commercial and multi-family uses border Shelbourne Street from McKenzie Avenue to Cedar Hill Cross Road, excepting four residential parcels on the east side, north of Mortimer Street. The land use along Shelbourne Street south of Cedar Hill Cross Road is a mix of commercial, institutional, two-family and single family dwellings.

Uncertainty over future land use and speculation has resulted in several of the residential sites becoming rundown. Mixed messages have been received from the public on the future land use adjacent to Shelbourne Street. Some feel additional multi-family or commercial use would create a tunnel effect and change the character of the area. Others feel that additional multi-family or commercial uses would be appropriate, as the area is well located for services and has excellent vehicle and transit access.

This issue requires more in depth study with the residents and community associations and should be the focus of an action plan. The potential multi-family designation should be reconsidered pending the results of the action plan. The action plan should explore potential land use adjacent to the street, as well as the pedestrian environment, streetscape, and cycle facilities.

Map 6.2
MULTI FAMILY DEVELOPMENT GUIDELINES

Council, in the General Plan, has established an Urban Containment Boundary, which limits new areas for development. If housing choice is to be provided to residents, then some opportunities for multi-family must be identified throughout the community. Several additional sites have been identified where multi-family housing might be accommodated. These sites are close to commercial, institutional, and parks and recreation facilities and have good access to road network and transit facilities.

Any development will have varying degrees of impact on adjacent land uses. Therefore, development guidelines and policies must be adopted which aim to limit impacts as much as possible and integrate new development in a manner compatible with adjacent land uses and activities.

A total of six sites are identified on Map 6.2 as having multi-family potential.

Site #1 involves three parcels zoned RA-3 (Apartment). One parcel is vacant and two have single family dwellings. The site is below the ridge line and adjacent to apartments, has good access to Shelbourne Street and transit routes and near commercial services.

Site #2 involves three parcels on the south side and two parcels on the north side of Christmas Avenue zoned RS-6 (Single Family). There are dwellings on each parcel. This site was identified in the previous plan for potential apartment uses. It is adjacent to Shelbourne Street and transit routes and close to commercial services. The parcels are below the ridge line and would provide a transition from single family above the ridge and the multi-family and commercial uses on Shelbourne Street.

Site #3 on Church Street at Cedar Hill Road, involves three single family parcels (RS-6, Single Family) and portions of the Lutheran Church of Christ and Luther Court parcels (P-1, Assembly Zone). This site has good access to both roads and transit service and is close to many amenities.

Site #4 includes five parcels in the Poplar/Pear triangle. Four parcels are zoned RS-6 (Single Family); three have dwellings and one is vacant. One parcel is zoned RD-1 and has a two-family dwelling. It was identified in the previous plan as a potential multi-family apartment site. It is near commercial services, the Mount Tolmie Hospital (Extended Care Facility), the University and Camosun College, and is on a transit route. As a result of the Mount Tolmie Neighbourhood Traffic Management study, changes proposed to stop signs and crosswalks at the intersection of Poplar and Richmond Road will improve the pedestrian movements in this area.

Site #5 is on North Dairy Road between Browning Street and Wordsworth Street. While many of the homes along this strip are well maintained, some residents feel that the increased traffic on North Dairy Road and at the Hillside Mall has led to a deterioration of the enjoyment and suitability of these parcels for single family dwellings. There are apartments, two-family dwellings, and attached dwellings further along North Dairy Road. Multi-family housing may be suitable if the design and height is compatible with the single family dwellings backing onto these sites. A development proposal was rejected in 1995, however, the merits of this site for multi-family (e.g. good access, near amenities and services) supports a reconsideration of the suitability by the community. To reduce any traffic shortcutting from these developments on Browning Street, closure of the street at the south end adjacent to the new development should be considered. Keats and Wordsworth have existing closures which eliminate shortcutting.

Site #6 involves a vacant and reclaimed service station site on Richmond Road which is zoned C-9 (Service Station Zone). Conversion of this commercial use to residential use is preferable to redevelopment for a new commercial use. The rezoning of this property would not be a precedent for supporting the rezoning of adjacent residential uses to multi-family use.

Site #7 involves three parcels with two dwellings zoned RS-6. As this site is located above the ridge line, the scale of the building should be low to reduce the visual impact of the structure. An attached or detached form would be preferable to one large apartment structure.

In addition to new development, the age of some multi-family developments in Shelbourne indicates there is potential for the redevelopment of a number of older townhouses and apartments. Redevelopment may be initiated by the owners and, in some cases, could take on a different form under the current zoning. For instance, in the Quadra local area on the boundary with Shelbourne, Dawson Heights and Twilight Homes, at the corner of Cedar Hill Road and Cedar Hill Cross Road are being considered for senior's attached housing and apartment redevelopment to replace the aging two and four unit buildings on the site.

While rezoning may not be required in all cases, all redevelopment proposals would be subject to Council review and public consultation. A development permit would be considered to ensure new development was compatible with the adjacent developments.

POLICIES

- 6.1 Protect and maintain the stability and character of Shelbourne by maintaining single family dwellings as the predominant land use.
- 6.2 Consider single family infill development that is compatible with, and contributes to the character and quality of the community and preserves the privacy of dwellings.
- 6.3 Provide opportunities for a variety of housing types by considering applications to rezone for attached housing or apartment use on sites identified on Map 6.2.
- 6.4 Apply the development guidelines, identified on Map 6.2 when considering rezoning and/or development permit applications for multi-family dwelling use.
- 6.5 Ensure redevelopment of existing multi-family developments is compatible with adjacent land use when considering development permit applications.
- 6.6 Require multi-family developments to provide adequate private open space amenity areas on-site.
- 6.7 The design and scale of two-family dwellings should be compatible with adjacent single family dwellings and have regard for the number of two-family and multi-family zoned properties in the area, as well as meet the requirements of the General Plan policies.
- 6.8 Maintain a minimum RS-12 parcel size on Mount Tolmie Slopes.
- 6.9 **Undertake an action plan for the Shelbourne Street corridor, between McKenzie Avenue and North Dairy Road, including Cedar Hill Cross Road between Cedar Hill Road and St. Aidan's Street, which considers future land use, the pedestrian environment, streetscape, cycling facilities, and its role as a primary north-south transportation route.**

7.0 OPEN SPACE AND PARKS

The parks and acquisition priorities are shown on Map 7.1 and described in Table 6. The municipality has recommended standards for open space that are used as a guide for establishing acquisition priorities. Based on a 1991 population of 10,168, Shelbourne is low on neighbourhood park space. The standards indicate there should be about 12.2 ha of neighbourhood park and there is 10.99 ha in existing parks. However, to a certain extent, community and municipal parkland may compensate for the shortfall.

There are nine neighbourhood parks in the Shelbourne area which focus on local area use and attract people within walking distance. These parks, including portions of Elementary school yards, often provide play equipment, unstructured open spaces, and play fields.

TABLE 6: SHELBOURNE PARK SUMMARY

TYPE	PARK NAME	TOTAL AREA (ha)	PARK TYPE
NEIGHBOURHOOD			
	Allenby	1.189	Structured Athletic Unstructured Recreational
	Browning	1.561	Structured Athletic Unstructured Recreational
	Campus View Elementary*	1.85	Structured Athletic Unstructured Recreational
	Doncaster Elementary*	2.05	Unstructured Recreational
	Horner	2.063	Unstructured Recreational
	Onyx	0.32	Unstructured Recreational
	Peace Memorial Gore	0.09	Unstructured Recreational
	Richmond Elementary*	1.6	Structured Athletic Unstructured Recreational
	Wetherby	0.276	Unstructured Recreational
COMMUNITY			
	Lansdowne Secondary*	5.075	Structured Athletic Unstructured Recreational
MUNICIPAL			
	Mount Tolmie	18.45	Natural Park Special Purpose/Horticulture

*Identifies ½ of school property as park

**Map 7.1
PARK AND OPEN SPACE**

Access to schools will be improved through a joint use agreement between the Greater Victoria School District and the municipality. Schools are valuable community resources and their use should be influenced by the community for recreation, education, and social uses.

The Parks and Recreation Department has completed, with local neighbourhood consultation, a concept plan for Horner Park which incorporates newly acquired lands and a reconfiguration of facilities. The plan implementations would occur with budget allocations in 1997 – 1998.

The Parks and Recreation Department is studying all playgrounds in the municipality to identify required improvements. In Shelbourne, Onyx, Allenby and Browning Parks will be examined.

Community parks serve a number of different neighbourhoods and can contain higher quality playfields and courts, or special natural or horticultural features.

Lansdowne Secondary School provides the only community level park in the area and contains hockey, rugby and soccer fields.

The Shelbourne area had the Mount Tolmie municipal park located on its eastern border. This is a natural park for the protection of indigenous vegetation which serves the entire municipality and is of significance to the entire Greater Victoria area.

A number of concerns have been raised about this park, including the need for a management plan for park maintenance, the problem with invasive exotics such as broom, off-road mountain bikes, dumping in the park, plant poaching and the impact of large tour buses going through the park.

Several parks and recreation facilities are located outside Shelbourne, but are used by area residents. These include: Cedar Hill Golf Course, Cedar Hill Recreation Centre, Henderson Centre, Oak Bay Recreation Centre and Gordon Head Recreation Centre.

Acquisition Priorities

Future parks are identified in the Local Area Plan, however, park acquisition priorities are established in the Parks Priority Study with reference to overall municipal needs, the needs of particular neighbourhoods and financial resources. Changing conditions in a local area can lead to the reconsideration of priorities. A high priority for a neighbourhood may not result in a high priority from a municipal-wide perspective.

One acquisition priority that has been identified for Shelbourne is an addition to Browning Park, as shown on Map 7.1.

Six single family parcels on Shelbourne Street have already been acquired for the park, which will provide open space along Shelbourne Street and increase park visibility. Area residents have suggested that the municipality should surface the paths for strollers and walkers, upgrade facilities in the park especially for children and examine the safety of the creek.

One parcel remains to be acquired to complete Horner Park, but it does not have a high priority at this time. These acquisitions would help reduce the shortfall in neighbourhood parks.

Future Parks

The community has limited neighbourhood parks and some residents feel that open space and other amenities for the local neighbourhood have not kept up with the amount of development in the area.

Three sites have been identified that may be suitable for park purposes. The lot at 1539 Church Avenue, portions of the B.C. Hydro lands on Kings Street and the Bishop of Victoria lands on Adanac Street, shown on Map 7.1, have potential for parkland and could provide additional open space for residents in the neighbourhood.

The parcel on Church Avenue is located near several multi-family developments and seniors' residences. The well landscaped parcel would provide a passive open space area to complement the Peace Memorial Gore Park on Shelbourne Street.

Use of part of the B.C. Hydro land as park may help eliminate the vandalism and rowdy activities occurring on this site which have plagued the local residents for some years. Park designation could provide a more visible neighbourhood amenity rather than an isolated vacant parcel and it would become part of the neighbourhood. The Adanac Street property would provide additional open space adjacent to Bowker Creek and provide a transition between institutional and residential land use. The owners of these parcels need to assess their requirements, as lands would only be obtained from the landowners if they were in agreement. In addition, these parcels need to be assessed by the Parks and Recreation Department in conjunction with the local residents to determine their feasibility and appropriateness for parks.

Greenways

“Greenways are a network of linear corridors which provide opportunities for human, animal and plant communities to relate more closely to each other and to the natural and historic environment of their local and regional territories. Greenways embody concepts of connectivity, nature, and of movement which relies on individual effort”. (Provincial Capital Commission)

Greenways, especially in an urban context, are linear corridors for pedestrians and cyclists. They can be waterfront promenades, urban walks (trails, sidewalks), environmental demonstration trails, heritage walks and nature trails. Their purpose is to expand the opportunities for urban recreation and to enhance the experience of nature and city life. They can join major destinations and create a network that cover an entire municipality or they can be smaller in scale and have a local focus.

Greenways are an integral element in the pedestrian environment for local residents. A system of sidewalks and routes along quiet streets, trails and walkways, linking local open space and parks, services, schools, shopping areas, as well as connecting the adjacent communities, provide additional recreation opportunities for local residents. They also provide walking or cycling alternatives to using the car for local trips (see also Pedestrian Facilities, Section 8.0, Mobility).

Saanich is developing a Greenway Strategy for the municipality and elements will be incorporated into local area plans.

Greenways in the context of Shelbourne include the potential for linkages between elements such as Bowker Creek, natural and neighbourhood parks, school yards and open space at major institutions. There is a potential to link major community destinations such as parks, schools, recreational facilities and local commercial sites and other neighbourhoods through routes that provide an element of natural open space or could be enhanced to provide for more pleasant pedestrian and cycling trips.

A proposed trail concept has been suggested for portions of Bowker Creek. The Bicycle Advisory Committee, Parks and Recreation Department, and Planning Department see merit in the development of a walkway/trail along side open sections linking local parks and school yards to form a greenway system for local residents. An open house/meeting was held with area residents where support for and opposition to the concept was raised. Some residents have identified this parcel for a community garden and have been advised to contact B.C. Hydro about this proposal of Bowker Creek. Much more effort needs to be put into the details of the concept and extensive community participation undertaken to determine if a proposal can be developed that has the support of the neighbourhood. On October 7, 1996, Council directed that an action plan be undertaken on this issue once the municipal-wide greenway strategy is complete.

There are several undeveloped or closed road rights-of-way that provide informal pathways in the area. They are identified on Map 7.1. These areas could be improved i.e., paths levelled and gravelled to provide additional local open space areas and walkways for local connections and be important links for local greenways. The rock outcropping in the 1600 block of Broadmead Avenue should be linked with other ridgeline spaces. Improvement of these sites would require funding allocations in the Parks and Recreation budget and must compete with other municipal park priorities.

POLICIES

- 7.1 Acquire the lands to complete Horner and Browning Park, as shown on Map 7.1 and rezone and reserve them for park.
- 7.2 **Prepare an action plan to study the feasibility and suitability for a Bowker Creek multi-use trail/greenway and the associated proposed parks on the B.C. Hydro lands at Kings Road and the Bishop of Victoria lands at Adanac once the municipal-wide greenway strategy is completed.**
- 7.3 Consider acquisition of the parcel at 1539 Church Avenue and rezone and reserve for a neighbourhood park.
- 7.4 In consultation with the Mount Tolmie Conservancy Association, the Mount Tolmie Community Association and local residents, prepare an inventory of resources and a concept plan for Mount Tolmie Park which includes an operational management plan, and recognizes the park's significance to residents and visitors in the Greater Victoria area.
- 7.5 Integrate key greenspaces within the Shelbourne area with a municipal-wide Greenways system and the proposed Regional Greenways System.
- 7.6 Endorse the concept of linear parks as an important park element and integrate it with the development of an overall greenway system for Shelbourne.
- 7.7 Petition the Province to raise title to the closed roadways and undeveloped road rights-of-way, as shown on Map 7.1 and the municipally owned parcel at 3573 Thistle Street, and zone as Park for use as greenways to be developed in the context of linear parks.
- 7.8 Prepare a phased concept plan of Browning Park and improvements for Allenby Park in consultation with local residents recognizing budget limitations for implementation.
- 7.9 Consider the Mount Tolmie Park Concept Plan, the improvements for walkways on the closed and unconstructed road rights-of-way, and Browning and Allenby Park concept plans when reviewing the Five Year Capital budget.
- 7.10 Maintain the joint use agreement with School District #61 to develop community based programs in local schools and make the school facilities more accessible to the community.

8.0 MOBILITY

There are concerns about the pedestrian environment, bicycle facilities, shortcutting traffic, and the speed and volume of traffic on major roads in the community.

Pedestrian Facilities

The pedestrian facilities of a neighbourhood include trails, walkways, and sidewalks. Quiet streets, low traffic volumes, landscaped boulevards, tree canopies, benches, vistas, and view corridors, all contribute to creating a friendly pedestrian environment. If these elements are linked by greenways and provide for pedestrian walking loops and access to school yards, the library, parks, shopping, and services then residents can consider walking as a viable alternative to using a car. In Shelbourne, greenway linkages could be made between local parks, Mount Tolmie Park, and schools with Cedar Hill Golf Course and trail, Camosun College, the University of Victoria, and other areas of Saanich.

While it is recognized that Shelbourne has a number of primary vehicular routes for the broader municipality, there is a desire to provide a pleasant and safe pedestrian environment for area residents. Elements of streetscape, such as crosswalks, signalized crossings, wider sidewalks, boulevards, landscape planting, and rest areas could improve the environment on Shelbourne Street or along other major roads. These concerns should be addressed as part of the Shelbourne Street Action Plan.

There is an opportunity to provide local greenway linkages for the neighbourhood. These linkages can provide a pleasant route for local residents to access facilities and services within the neighbourhood or to link with facilities in adjacent areas.

Based on municipal engineering standards, sidewalks are generally provided on both sides of major roads, on one side of collector streets, but are not provided on most local residential roads.

Numerous requests are made to the municipality to provide sidewalks and all requests must be viewed from a municipal-wide perspective and compete for scarce budget funds. Sidewalks may be provided under a number of programs. Council's "safe route to school" policy established a process to provide sidewalks for safe walking routes to elementary schools. Based on this policy, new safe routes to school plans, or changes to existing plans, are to be initiated by the school principals and parents' groups. The plans are to be forwarded to the Engineering Department, where they will be assessed, with particular regard to proposed facility warrants, capital budget priorities, the crosswalk "Hazard Rating System" evaluation, and possible impact on local residents.

Residents can petition for sidewalks on local streets through a Local Improvement Levy. A portion of the costs of the work are applied to the directly benefiting properties and may be amortized over 15 years. Sidewalks, curb and gutter are also required to be provided by the applicant as a condition of multi-family or commercial development approvals.

Map 8.1
PEDESTRIAN FACILITIES

Map 8.1 illustrates the location of sidewalks, trails, and walkways in the area. The high priority sidewalks identified on Map 8.1 reflect the concentration of multi-family units, the number of seniors in the area, the traffic generated by commercial uses and a concern for pedestrian safety. The sidewalks in the Church/Ophir Street area are identified as a priority, as there is a concentration of multi-family units, many designed for seniors. These sidewalks would allow residents who may have physical or cognitive limitations to be able to walk, or use walkers and wheelchairs in their neighbourhood without using the roadways. The sidewalks identified on Mortimer, Midgard, and Ansell reflect concerns for pedestrian safety, especially school children, raised by the Mount Tolmie Community Association.

Map 8.2
COMPUTER BIKEWAY NETWORK

Bicycle Facilities

A number of roads in the Shelbourne area have been designed within the General Plan as Commuter Bikeways. They include all major and collector roads as shown on Map 8.2. Commuter routes are designed to provide a direct free flow route.

Foul Bay and North Dairy Roads have bike lanes on both sides and Richmond Road near Jubilee Hospital has a proposed bike lane on the north bound lane. When work is done on major and collector roads, bike lanes will be provided if sufficient right-of-way exists.

Shelbourne Street is the primary north/south traffic route for the community. It is also identified as a key route for commuter cycling, but the road conditions are not conducive to bike travel. Shelbourne Street corridor is being examined by the Bicycle Advisory Committee to identify actions required to facilitate its use for commuter cycling. Linkages with facilities in the City of Victoria will be considered. Changes to Shelbourne Street may have significant cost implications. This issue should be addressed in the Shelbourne Street Action Plan process.

The commuter routes are used by cyclists who are comfortable travelling in a high level of vehicular traffic. Those cyclists not comfortable with traffic often develop alternative routes on roads with lower volumes of traffic. These routes not only link local facilities and services within the neighbourhood but link to those in the wider community. Dean and Trent Streets are examples of alternative routes on low volume roads and were part of the original bike route system. Other potential routes include Garnet Road which would provide an alternative east-west route to McKenzie Avenue linking the University areas to the west.

**Map 8.3
TRANSIT SERVICES**

Transit Service

Transit service provides mobility for those unable, or, who choose not to use vehicular or cycle modes. Transit provides a number of community benefits including reduction in vehicular travel, reduction in pollution, reduced parking demand, and increased mobility options. Accessibility to transit service for persons with mobility constraints is provided by low floor buses and the Handy Dart System.

Shelbourne area is served by B.C. Transit through routes on Cedar Hill Road, Cedar Hill Cross Road, Richmond Road, Shelbourne Street, McKenzie Avenue, and Lansdowne Road. These routes provide access from the neighbourhood to downtown, the University, Camosun College, and other areas within the Greater Victoria area. Map 8.3 illustrates the current bus routes. As can be seen on this map, only a small portion of Shelbourne lies outside 400 m of a bus stop.

B.C. Transit, in conjunction with the University of Victoria and Camosun College, provides subsidies for transit passes in order to make transit a more competitive alternative to the car.

B.C. Transit continually reviews the need for additional service and selects routes in consultation with the local community. While there is support for transit service, the actual routes selected are often of concern to local residents. A proposed service between the Camosun College and Lansdowne Interurban campuses is being considered and local residents will need to be consulted about potential routes.

Proposals for new cross-town transit routes include service from Gorge Road to the University via Hillside Avenue and Lansdowne Road, and service from Esquimalt and Western Saanich to the University via Bay Street.

A key requirement for transit use is adequate pedestrian facilities. All transit users start and/or end their trips as pedestrians. Well signed stops, sidewalks, and seating are important for users, especially seniors or persons with disabilities. Improvements could be made to bus stops on Shelbourne Street, Cedar Hill Road, and Cedar Hill Cross Road, especially those near seniors' housing. High priority sites in Shelbourne are noted on Map 8.3. The Engineering Department has established a list of requested bus stop shelters.

Vehicular Traffic

There are several significant north-south and cross-town vehicular routes in the municipality that pass through the Shelbourne area. Shelbourne Street, Cedar Hill Cross Road, Richmond Road south of Lansdowne Road, Gordon Head Road, Foul Bay Road, McKenzie Avenue, and North Dairy Road west of Shelbourne Street, are designated as majors and these routes provide for municipal-wide through traffic. A typical major road cross section has four lanes for vehicles, and bike lanes, taking into account sidewalk, curb and gutter on both sides. Variation to this cross section can occur when taking into account topography, vegetation, right-of-way limitations, resulting in special designs. Map 8.4 shows the road classification. Shelbourne Street, in Saanich, has traffic signals at McKenzie Avenue, Cedar Hill Cross Road, and North Dairy Road. The function of Shelbourne Street as a primary route in the municipal network should be considered in the proposed action plan.

Cedar Hill Cross, from Synod Road to Ophir Street requires special attention. St. Luke's Anglican Church, a designated heritage structure, and three seniors' housing complexes access this portion of roadway. The roadway in this area should preserve the vista to and context of the heritage structure, as well as preserve and enhance the landscaped boulevards, hedges, and trees.

There is support for Shelbourne Street remaining the primary north-south route and little support for upgrading Richmond Road or Cedar Hill Road to share in fulfilling this function. It is recognized, however, that both Cedar Hill Road and Richmond Road already carry high traffic volumes and will continue to carry significant amounts of traffic. Some upgrading may be required in the future to maintain the current level of service. A special road design for these roads, which recognizes, by reducing pavement width, the local character and landscape features, and promotes both pedestrian and vehicular safety, is required to balance the mobility needs.

McRae Avenue, Derby Road, Midgard Avenue, Richmond Road north of Lansdowne Road, Garnet Road between Cedar Hill Road and Shelbourne Street, and Poplar/Pear Street from Shelbourne Street to Richmond Road are classed as collectors. Collector roads collect and distribute traffic from local streets to major roads. They serve neighbourhood commercial centres, parks, and trips between neighbourhoods within a community and often are bus routes. These roads generally carry more traffic than local residential streets but less than major roads. Midgard Avenue bisects the Mount Tolmie community, and efforts should be made to retain its local character by incorporating a special design that accommodates both the needs of the community and the transportation network.

The remainder of the roads in Shelbourne is local residential streets, primarily intended to provide direct access and collect traffic from abutting residential properties and distribute this traffic to collectors or major roads. Speeds are generally 50 km except in school and playground zones, and parking is permitted on both sides, but may be restricted under special circumstances.

**Map 8.4
ROAD NETWORK**

Shortcutting Traffic

Residents in specific areas of the neighbourhood have been concerned about the level of shortcutting traffic on local residential streets. They feel that the safety of pedestrians and the quality of life in a neighbourhood takes precedence over the efficient movement of traffic. Recently, the Mount Tolmie Community Association conducted a traffic management plan to address pedestrian safety, speeding, and shortcutting traffic. Representatives of the Community Association Executive, Planning, Engineering, and Police Departments and the Citizen's Advisory Traffic Committee developed a package of measures which were approved by Council to address these concerns. This study illustrates that a cooperative traffic planning process can be developed to deal with specific traffic problems in the municipality.

Another candidate for a Traffic Management Plan is the North Dairy Road area. Traffic management studies require more detail than that afforded by the local area plan and are best handled as action plans. The boundaries of the action plan area will be defined with the residents during the process.

Traffic should be encouraged to remain on majors and collectors and not infiltrate residential areas by shortcutting on local residential streets. At the same time, pedestrian safety concerns should be addressed on the major and collector roads.

Residential Parking

Some residential streets near major institutions have been subjected to excessive amounts of non-resident parking. Residents have requested Residential Only Parking zones; however, in order to implement this, a municipal-wide residential parking permit program needs to be developed. The current 9:00 a.m. – 3:00 p.m. time restriction for parking is not favoured by residents as it denies all parking on the street. Problem streets adjacent to major institutions need to be identified and a permit process needs to be developed to address these concerns for the municipality. This is being considered by the Administrative Traffic Committee.

POLICIES

- 8.1 Give priority to sidewalks shown on Map 8.1 when considering pedestrian improvements in the Shelbourne Local Area.
- 8.2 Require that new sidewalks are separated from the pavement by a curb and boulevard, except where implementation is considered impractical because of natural topography, inadequate right-of-way, boulevard trees, or open ditches.
- 8.3 Acquire rights-of-way for footpaths, sidewalks, bikeways, and greenway linkages, particularly at the time of subdivision to ensure convenient access to schools, bus stops, shopping, parks, and to provide for circular pedestrian recreational routes, and require construction by the developer where applicable.
- 8.4 Accept the concept of linear parks, comprising trails, walkways, sidewalks, and bike routes, as an element of an integrated greenway system for Shelbourne.
- 8.5 Petition the Province to raise title to the closed roadways and undeveloped road rights-of-ways, as shown on Map 8.1, and the municipally owned parcel at 3573 Thistle Street and zone as Park for use as greenways to be developed in the context of linear parks.
- 8.6 Consult with local area residents and the Bicycle Advisory Committee to identify local bikeway connectors and/or additional recreation routes that would make neighbourhoods more bicycle friendly.
- 8.7 Require either two 1.5 m bicycle lanes or other cycling improvements when upgrading major roads and collector streets, and refer all plans to the Bicycle Advisory Committee.
- 8.8 Continue to support initiatives by B.C. Transit to expand transit service, both frequency of buses and new routes, after local area resident consultation.
- 8.9 Assign a high priority to improve the shelter identified on Map 8.3 when consulting with B.C. Transit on overall priorities for the improvement and construction of transit stops.
- 8.10 Support the transit and cycling initiatives of major institutions as a means to reduce automobile traffic in the area.
- 8.11 Adopt the road network as shown on Map 8.4.
- 8.12 Evaluate the aesthetic, environmental value, and character of the streetscape when considering plans for proposed road and intersection upgrading and utility installations.

- 8.13 Designate for special road design:
- Cedar Hill Road, from North Dairy Road to McKenzie Avenue to ensure that local residential character, landscape features, institutional uses, pedestrian needs and vehicular safety are considered at the detailed design stage.
 - Richmond Road, from Cedar Hill Cross Road to Adanac Street to ensure that local area residential character, landscape features, institutional uses, pedestrian needs and vehicular safety are considered at the detailed design stage.
 - Midgard Avenue to ensure that excessive speeding, pedestrian needs, cycling safety, and local character are considered as primary design factors. The Engineering Department is to continue to work with the community to resolve traffic issues on Midgard.
- 8.14 **Undertake an action plan for the Shelbourne Street Corridor between McKenzie Avenue and North Dairy Road, including Cedar Hill Cross Road between Cedar Hill Road and St. Aidan's Street, which considers future land use, the pedestrian environment, streetscape, cycling facilities, and its role as a primary north-south transportation route.**
- 8.15 Recognize the social and environmental benefits of traffic management as an alternative to traditional transportation planning that caters to the motor vehicle.
- 8.16 Undertake a traffic management action plan where high traffic volumes, excessive speeds, and/or shortcutting impacts on the safety, liveability, and character of the neighbourhood relative to other traffic management needs within the municipality.
- 8.17 **Undertake a traffic management action plan for the North Dairy Road area.**
- 8.18 Continue to pursue initiatives to reduce the amount of non-resident parking on local residential streets generated by major public institutions and commercial uses.

9.0 COMMERCIAL

Shelbourne is a vibrant neighbourhood, which in part, is a reflection of the wide range of commercial services available in the form of local corner grocery stores, convenience stores, gas stations, and restaurants, medical and other office uses, and retail stores. There are four service stations, 24 general commercial parcels, three shopping centres, and 20 office zoned parcels as shown on Map 9.1. Each parcel may have several different commercial uses.

The major concentration of commercial uses is at the intersection of Cedar Hill Cross Road and Shelbourne Street. There has been a long history of commercial use at this location.

The Shelbourne local area also has access to substantial commercial uses just outside the area. University Heights Shopping Centre lies to the north, and Hillside Mall lies to the south, as does some strip commercial to the west along Hillside Avenue.

The 1988 Local Area Plan did not support the expansion of commercial uses, especially along Shelbourne Street as it was felt that this would increase traffic. Sustainable community principles suggest it may be appropriate to explore opportunities near the corner of Shelbourne Street and Cedar Hill Cross Road to create more of a village centre, based on pedestrian and cycling access rather than the car. The initiative must be driven by local businesses. The municipality could assist by developing specific guidelines and investigating funding partnerships.

Commercial development opportunities are limited to the site on Garnet Road shown on Map 9.1 and to redevelopment of existing commercial uses. Most office uses are adjacent to residential areas and any change to a retail commercial use would have a negative impact as the hours of operation and traffic generation would be different.

Two local grocers are in Shelbourne, one on Richmond Road at Mayfair Drive, and another at Shelbourne Street at McRae Avenue. Additional local retail or service uses, such as daycares, drycleaners, and grocers, may be incorporated into the design of future multi-family developments, if appropriate.

**Map 9.1
COMMERCIAL LAND USE**

POLICIES

- 9.1 Consider rezoning to commercial use, sites identified on Map 9.1.
- 9.2 Encourage the development of mixed commercial and multi-family projects which provide local retail opportunities.
- 9.3 Do not support applications to rezone from an Office zone, to a Retail Commercial Zone.
- 9.4 Encourage improvement or enhancement of the pedestrian environment on private and public lands within the commercial area identified on Map 9.1. Improvements could include soft landscaping (trees, shrubs, and flowers), screening of garbage containers, provision of benches, safe pedestrian linkages through parking lots, and pedestrian refuges within crosswalks.
- 9.5 Investigate funding partnerships to assist property owners and merchants in consultation with interested residents to develop a revitalization strategy and concept plan for the commercial area at Cedar Hill Cross Road and Shelbourne Street.

10.0 INSTITUTIONS

Institutional use refers to schools, churches, community residential facilities, daycare centres, and congregate care facilities. These uses are important in terms of urban sustainability and should be integrated into the community. The large institutional uses, particularly area schools, Camosun College, and the Hospital, are components of a greenway network and greenspaces strategy. Opportunities to enhance public access, increase opportunities for social interaction, preserve greenspace, and improve pedestrian circulation should be investigated for existing institutions and through the development approval process for new institutions.

Institutions in the Shelbourne area are shown on Map 10.1. Schools in the area include St. Michael's University School, Camosun College, Campus View Elementary, Doncaster Elementary, Richmond Elementary, St. Patrick's School, and Lansdowne Junior Secondary.

St. Michael's University School is in the process of developing a master plan for the upgrading of its Richmond Road campus including renovations and/or replacement of School House, Challoner Block, and the Old Gymnasium. School House, Challoner Block, Harvey House, and Reynolds House are inventoried heritage structures and proposed demolitions or alterations will be referred to the Heritage Advisory and Archival Committee for consideration as part of the review process. Additional on-site parking will be provided to alleviate neighbourhood parking concerns. There is no intention of increasing the student population in conjunction with these improvements or acquisitions.

Camosun College has no immediate plans to add new buildings at the Lansdowne Campus, however eventually; the Fine Arts Annex will be replaced. Renovations to improve educational delivery and update aging facilities are ongoing and the Young Building exterior is being restored. Student enrolment at the campus has declined from a high of 5200 in 1994 to about 4000 as a result of expansion of the Interurban Campus. While there are 1091 parking stalls on Campus and the charges are modest, some students continue to park in adjacent residential areas. Saanich's parking enforcement officer has helped to alleviate this problem.

Shelbourne is within the catchment areas of several elementary, junior, and senior secondary schools. Table 7 indicates the capacity and enrolments of schools serving the area.

Map 10.1
INSTITUTIONAL LAND USE

TABLE 7: SCHOOL CAPACITY AND ENROLLMENT

ELEMENTARY SCHOOL	NOMINAL CAPACITY			ACTUAL ENROLLMENT 1994		
	K	1 to 7	Special	K	1 to 7	Special
Braefoot	50	325	6	34	335	0
Campus View	50	375	11	52	375	0
Doncaster	100	575	15	61	507	0
Richmond	100	375	26	47	312	0
Uplands	50	250	15	21	192	0
SECONDARY SCHOOL	NOMINAL CAPACITY			ACTUAL ENROLLMENT 1994		
Cedar Hill	625			430		
Lansdowne	632			618		
Mount Douglas	856			845		
Oak Bay	1515			979		

School District #61 has indicated that no major changes are anticipated at any of the local schools, although funds for the modernization of Doncaster Elementary School and Campus View Elementary School are in the five year Capital Plan and are ongoing requests to the Ministry.

Churches serving Shelbourne include Lutheran Church of the Cross, St. Aidan's, St. Lukes, the Church of Christ, Alliance Church, and Hope Lutheran. These facilities are not simply used for church services but also provide community education, child care, and recreation programs. Provision of adequate parking for these uses is a concern.

There are two hospitals in the area – Mount Tolmie Hospital, an extended care facility, and the Royal Jubilee Hospital. Luther Court also contains some intermediate care beds.

There are redevelopment plans for Royal Jubilee Hospital. In the long term, the majority of the buildings at the Royal Jubilee Hospital will be replaced. The two heritage buildings, the Chapel and Pembroke Pavilion, will be retained. A new diagnostic and treatment centre will be constructed and the Cancer Clinic expanded. Most of this redevelopment will occur on lands within the City of Victoria.

POLICIES

- 10.1 Consider rezoning for institutional uses only where the vehicular access is to and from a major road or a collector street.
- 10.2 Consider the proximity to commercial and recreational uses and to public transit when rezoning for residential care facilities.
- 10.3 Require that site design, building scale, and landscaping respect neighbourhood character and the natural environment.
- 10.4 Investigate opportunities to enhance public access, circulation, and green space across institutional lands as part of the neighbourhood greenway plan.
- 10.5 Review applications for new institutional uses or expanded facilities and minimize disruption to residential areas by:
 - a) Prohibiting any access or egress via residential streets.
 - b) Requiring that parking areas are adequately screened or located away from residential property to minimize noise and visual impacts.
 - c) Considering the expected hours of operation and functions of the use.
- 10.6 Maintain the existing policy to ensure that Argyle Avenue and Ernest Avenue do not provide access to the major areas of Camosun College.
- 10.7 Continue to support the traffic demand management initiatives of Camosun College to reduce automobile trips and the need for additional parking.
- 10.8 Consider reduction of parking requirements for new development at Camosun College, only if the traffic demand management's initiative can be shown to have been successful.

11.0 MUNICIPAL SERVICES

The Shelbourne area has a full range of municipal services including sanitary sewers, water lines, and storm drains (ditches or pipes).

There are sanitary sewer capacity limitations in parts of the area shown on Map 11.1. If large scale development were considered in this area, substantial upgrading of the sewer system would be required. All other areas in Shelbourne are served by pump stations which have a limited capacity as have the trunk sewers servicing the area. A careful review of the sewer system would be required before any significant increase in densities is considered.

Some respondents to the opinion survey requested that open storm drains should be replaced by a piped system. Open storm drains are replaced as a condition of approval for commercial and multi-family developments. They are often replaced when a roadway is widened or an unsafe condition exists. Residents may also request ditch replacement through a Local Improvement Levy. A portion of the cost of the work is applied to the directly benefiting properties and may be amortized over 15 years.

From an environmental perspective, the grass in open ditches aids in filtering contaminants from the stormwater. Well maintained ditches can contribute to an improvement in the quality of stormwater leaving Shelbourne.

Bowker Creek is used as a major storm drain for Shelbourne. Most of the Creek has been confined to pipes, but some portions remain open.

There has been a call for the Creek to be upgraded by the removal of weeds from the creek bed, habitat restoration, establishment of native species, use of shade trees for weed reduction, bank stabilization, establishment of a trail adjacent to open portions, and consideration of open airing some other sections (see also Section 5.0, Environment and Section 7.0, Open Space and Park). At the same time, concerns have been raised over the safety and drainage function of the creek. During the foreseeable future, the creek will continue its function as a storm drain. Large portions will remain in culverts, which will affect the long term potential of the creek for fish and wildlife habitat. It will also have a bearing on any design solutions as the creek must be able to serve the drainage function. There are, however, design solutions that could improve safety, especially those portions running through school yards.

Concerns have been raised about reduced water pressure in some parts of the area; however, a review has not identified any problems with the system.

Map 11.1
SEWER CAPACITY LIMITATIONS

POLICIES

- 11.1 Evaluate the impacts of new development on the sanitary sewerage system, particularly, in the areas shown on Map 11.1 as having capacity constraints.
- 11.2 Reconfigure open storm drains to enhance environmental quality and selectively upgrade the storm drain system as part of road construction, development projects, or local improvement programs.
- 11.3 Consider the preparation of a management plan for the maintenance of the Bowker Creek drainage system. It should consider the feasibility of opening up sections of the creek and address bank stabilization, drainage course cleaning, and wildlife habitat.

12.0 DEVELOPMENT PERMIT AREAS

The Municipal Act, Section 879, permits Council in an Official Community Plan, to designate development permit areas. Within a development permit area, an owner must obtain a development permit before subdividing land or construction, adding to, or altering a building or specification, unless specifically exempted by the Plan. Council may issue a development permit which may vary or supplement a regulation of the subdivision of Zoning Bylaw. However, a development permit cannot vary use, density, or flood plain specification.

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

Shelbourne Street commercial area, Cedar Hill Cross Road commercial areas, and adjacent multi-family development are within the Shelbourne/McKenzie Development Permit Area. Scattered multi-family developments outside these areas are included within the Saanich General Development Permit Area. The development permit areas in the Shelbourne area are illustrated on Map 12.1. Justification and guidelines for development permit areas are included in Appendix "N" to the Official Community Plan.

POLICIES

- 12.1 Continue to work with local residents and community associations to revise the Development Permit Guidelines to reflect local characteristics.

Map 12.1
DEVELOPMENT PERMIT AREAS

13.0 STRUCTURE MAP

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

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

The following definitions clarify the intent and content of each of the major components of the structure map as well as other terms used throughout the plan. The General Plan contains a more comprehensive list of definitions. (See back cover for Structure Map 13.1)

DEFINITIONS

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

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

Development Permit Area – means an area designated under Section 879 of the Municipal Act, requiring special consideration for the natural environment, hazardous conditions, or the form and character of commercial, industrial, or multi-family residential development.

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

Greenway – means a network of linear corridors which provide opportunities for human, animal and plant communities to relate more closely to each other and to the natural and historic environment of their local and regional territories. Greenways embody concepts of connectivity, nature, and of movement which relies on individual effort (from Provincial Capital Commission).

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

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

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

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

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

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

APPENDIX A PUBLIC INVOLVEMENT

The public involvement process included:

- Advertisements in the Times Colonist and Saanich News to request comments and to identify new issues;
- Meetings with the executives of the Mount Tolmie Community Association and the Mount Tolmie Conservancy Association;
- An open house and meetings with residents and area institutions on the Bowker Trail concept;
- An opinion survey distributed to 4,850 area residents and businesses; and
- An advertised open house with residents.

Written comments were received from the Mount Tolmie Community Association, the Mount Tolmie Conservancy Association, and 55 residents.

About 760 Local Area Plan opinion surveys and 38 Bowker Creek surveys were returned. A 40 name petition opposing the Bowker Creek Trail Concept, and the results of a creek walk held by the Friends of Bowker and 38 residents, supporting the preservation and enhancement of the Creek were received.

Through the public involvement process, a number of concerns were raised by the community. Some of these issues have been of long standing concern, while others reflect the changing context of the plan.

The calls and letters concerned issues such as:

- Traffic speed and volume on area roads;
- The type and amount of multi-family development;
- Suggestions for new multi-family sites;
- Pedestrian crosswalks on Shelbourne Street and North Dairy Road; and
- Bike lanes.

The Mount Tolmie Community Association and the Mount Tolmie Conservancy Association comments covered a variety of issues, including:

- Pedestrian safety
- Shortcutting traffic and traffic speed
- Non-residential parking in the community
- Design standards for new developments
- The community's role in the development process
- Bike lanes on Shelbourne Street
- Joint use to school facilities
- A management plan for Mount Tolmie Park and control of traffic through the park
- A Development Permit Area for Mount Tolmie Slopes
- Native plants in public spaces

In general, opinion survey respondents find Shelbourne a pleasant place in which to live, primarily due to its single family character and the proximity to local commercial uses. Most feel that there is a good mix of housing types in the area. The primary concerns focus on:

- Shortcutting traffic on local residential streets
- Amount of multi-family development in the area
- Bike lanes on Shelbourne Street
- Secondary suites and associated parking problems
- Pedestrian safety improvements

A mailing list of about 580 residents was established through telephone enquiries and personal contact, the opinion survey, and the Bowker Creek meeting and petition.

A copy of the draft report was made available to the public and an open house held April 3, 1997 to discuss concerns and issues, with approximately 130 residents attending. The public also had an opportunity to address Council directly at Committee of the Whole and Public Hearing.

STRUCTURE MAP