

Report on Development Activity in the Shelbourne Valley (2017 - 2024):

July 11, 2024

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EXECUTIVE SUMMARY

This report provides an analytical summary of development activities in the Shelbourne Valley area since adopting the Shelbourne Valley Action Plan (SVAP) in 2017. It covers the spatial distribution, building profiles, rental status, community amenity contributions, density profiles, and alignment with land use designations for the seventeen (17) completed development applications. Key findings reveal a predominance of apartment buildings (44%) alongside mixed-use, townhouse, and houseplex developments, resulting in 1,751 new dwelling units. Notably, the area faces a shortage of 3-bedroom units, while studios and 1-bedroom units are the most common. Purpose-built rentals dominate the market, with notable contributions of market rental, and non-market housing units. These developments have also contributed \$3,577,090 to various community amenity funds, supporting affordable housing, urban forest reserves, public realm improvements, and transportation infrastructure. Despite the overall alignment with the SVAP's land use designations, some developments exceed the designated height limits, indicating the need for potential adjustments in land use policies to better meet market demands and community needs. The analysis highlights a positive relationship between building height and Floor Space Ratio (FSR), with mixed-use developments and apartments generally having higher FSRs. The spatial distribution of developments is concentrated around the University Centre and Shelbourne Valley Centre, demonstrating a focused area of growth and investment in the community.

1.0. INTRODUCTION

1.1. Overview of the Shelbourne Valley Action Plan (SVAP)

The Shelbourne Valley Action Plan outlines a 30-year strategy for land use and transportation in the Shelbourne Valley region, covering approximately 4 km in length. The plan designates lands for various uses like apartments, mixed-use/commercial spaces, townhouses, institutions, and parks. In line with the objectives of the Official Community Plan (OCP), the plan emphasises the importance of Centres, Corridors, and Villages. It aims to protect the environment, address climate change, promote economic development, cater to diverse demographics, enhance transportation options, improve housing options, affordability, community infrastructure, and foster a strong sense of place. The plan undergoes a periodic review to ensure it stays relevant to community aspirations and Saanich's overarching vision.

1.2. Purpose and Scope of the Assessment

This assessment provides an analytical summary of development activities in the Shelbourne Valley area since its adoption in 2017. It examines the spatial distribution and use of development projects, including alignment with land use designations, housing mix, affordability, and community benefits.

2.0. METHODOLOGY

Data on approved and ongoing developments within the Shelbourne Valley Action Plan area were collected from Tempest and Council Reports. The data was processed to obtain information about building location, typology, use profile, community amenity contributions, housing mix, and rental status. Exploratory data analytics techniques and maps are used to analyse the development in the Shelbourne Valley Action Plan area.

3.0. ANALYSIS AND DISCUSSIONS

3.1. Overview Development Projects

A total of twenty-one (21) development applications were received in the Plan area since its adoption in 2017. Seventeen (17) of these applications are completed, one (1) is in progress and three (3) are currently on hold. An overview of the development applications is presented in Table 3.1.1. The analysis and discussion focus on the seventeen completed applications.

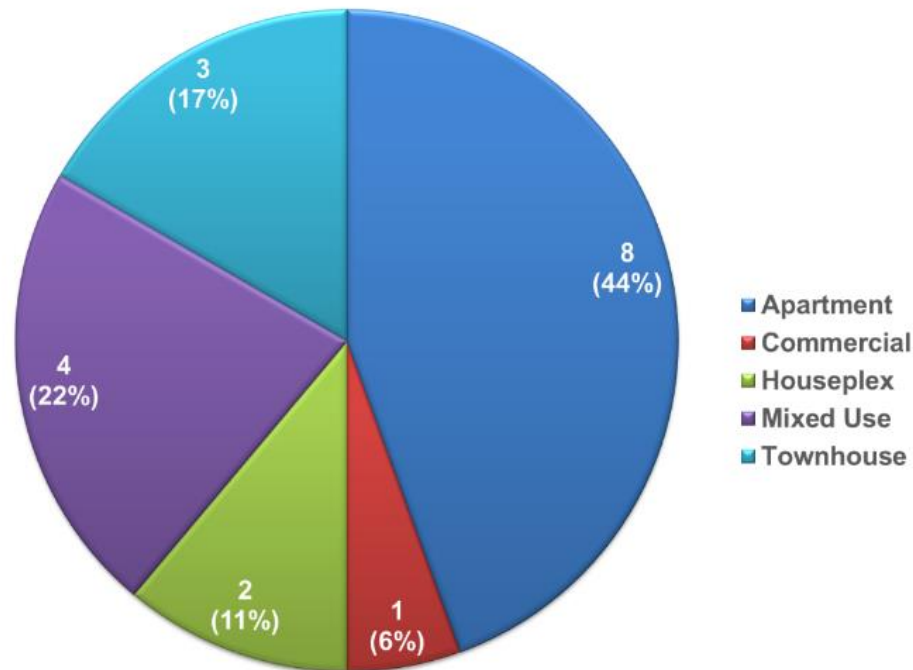
Table 1: Summary of Development Applications in the Shelbourne Valley Area

S/N	Address	Density		Housing Profile and Outcomes										Application Status
		Height	FSR	Building Type	Total Units	Studio	1-BR	2-BR	3-BR	Purpose Built Rental	Market	Non-Market	CAC (\$)	
1	3956 Shelbourne St	6	1.20	Mixed Use	593	291	162	130	10	Yes	593	0	540000	Completed
2	4024, 4028, 4030, 4032 and 4036 Shelbourne St	5	1.70	Apartment	68	0	35	30	3	Yes	68	0	443,840	Completed
3	1550 Arrow Rd	3	0.54	Apartment	84	38	46	0	0	Yes	0	84	\$50,000	Completed
4	3959 Shelbourne St	2	0.53	Commercial	1	0	0	0	0	No	0	0	0	Completed
5	3949 Shelbourne St	6	3.65	Mixed Use	78	68	10	0	0	Yes	78	0	38000	Completed
6	3281 Cedar Hill Rd	2	0.45	Houseplex	4	0	0	0	4	No	4	0	12000	Completed
7a	3914 Shelbourne St	6	2.71	Apartment	65	0	32	28	5	Yes	65	0	725000	Completed
7b	3914 Shelbourne St	4	1.76	Apartment	37	4	10	23	0	Yes	37	0	0	Completed
8	1525 Cedar Hill Cross Rd	6	1.05	Mixed Use	95	17	78	0	0	Yes	28	67	0	Completed
9	3700 Cedar Hill Rd	4	0.58	Apartment	85	34	44	7	0	Yes	0	85	0	Completed
10	1641, 1647 McRae Avenue and 3226 Shelbourne Street	6	3.13	Apartment	87	7	58	22	0	Yes	87	0	472250	Completed
11	1520 Louise Pl	3	0.82	Townhouse	14	0	0	0	14	No	14	0	42,000	Completed
12	4096 Torquay Dr	4	1.50	Apartment	86	0	51	31	4	Yes	22	0	387000	Completed
13	1661 - 1663 Freeman Ave	3	1.09	Townhouse	9	0	0	0	9	No	9	0	27,000	Completed
14	1555 McKenzie Ave	6	3.49	Mixed Use	384	188	75	93	28	Yes	384	0	750,000	Completed
15	3907, 3909 Cedar Hill Rd	3	0.97	Townhouse	12	0	0	0	12	No	12	0	90000	Completed
16	3989, 3991 Shelbourne St	6	2.58	Apartment	48	3	28	15	2	No	48	0	0	Completed
17	3582 Richmond Rd	2	0.35	Houseplex	2	0	0	1	1	No	2	0	0	Completed
18	3385 Shelbourne St	6	2.22	Apartment	95	31	37	25	2		95	0	508,000	In Progress
19	4104 Shelbourne St	3	0.11	Townhouse	8	0	0	0	8		-	-	-	On Hold
20	1514 Cedar Hill Cross Rd	6	2.76	Apartment	101	0	50	43	8		-	-	-	On Hold
21	4025 Shelbourne St	6	2.18	Apartment	60	3	43	12	2		-	-	-	On Hold

3.2. Building Profile and Development Outcomes

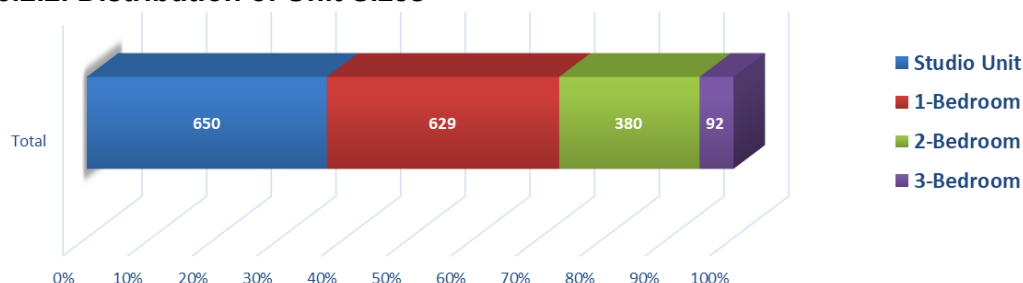
The completed development applications feature various forms of building types. About half of the development are Apartment buildings (44%), while others are Mixed Use, Townhouses, and Houseplexes. The quantity of the various development types is shown in Figure 3.2.1.

Figure 3.2.1. Proportion of Building Types



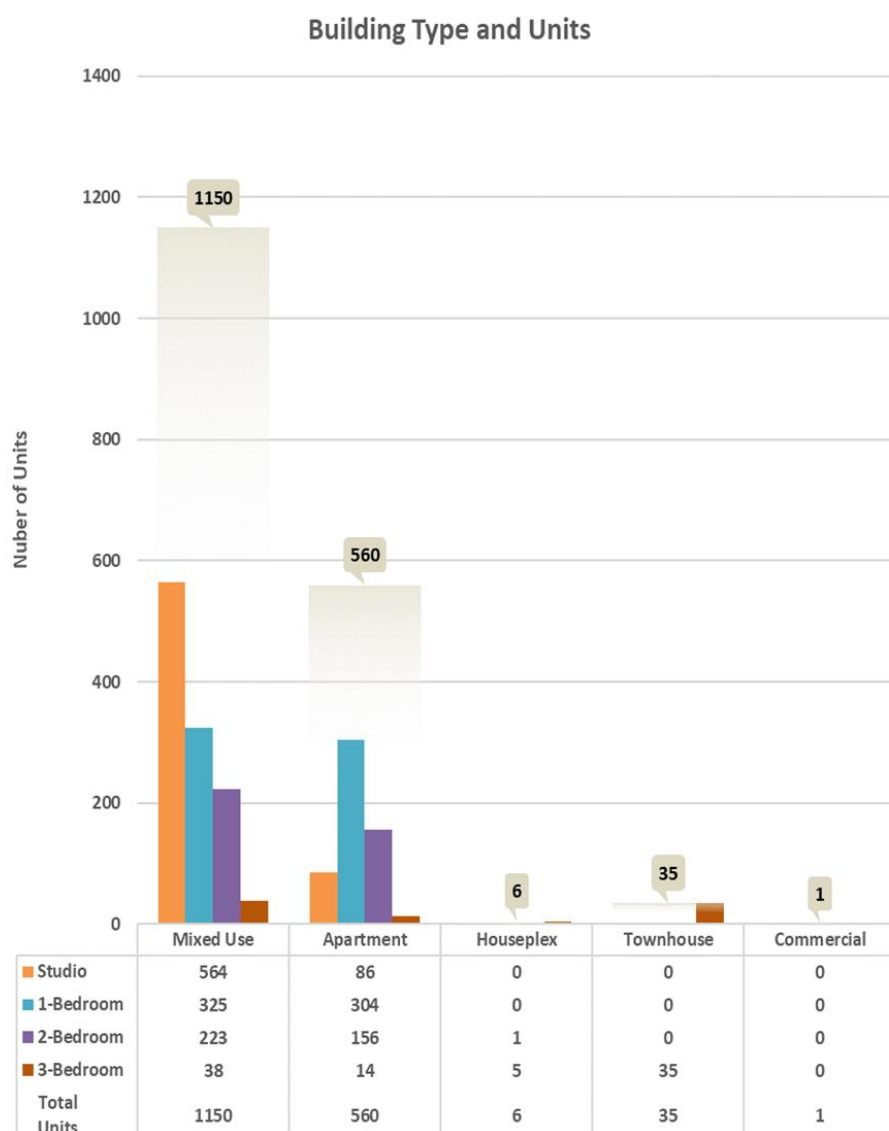
The completed applications produced 1,751 dwelling units with studios and 1-bedroom units being the most common. One of the developments (i.e. DPR00647 – CIBC Office on 3959 Shelbourne Street) is used as solely a commercial office. 3-bedroom units are in short supply in the area which could make it difficult for large-sized families find a suitable living space in the available housing stock. Figure 3.2.2 presents an aggregate number of units supplied by sizes.

Figure 3.2.2. Distribution of Unit Sizes



A distribution of the dwelling unit sizes in relation to the building typologies is shown in Figure 3.2.3.

Figure 3.2.3. Distribution of Building Types and Dwelling Units



Although there is twice as much Apartment than Mixed Use developments in the SVAP area, the Mixed-Use developments offer more than twice the number of residential dwelling units (1,150 units) in the Apartments (560 units). These large-scale developments feature more small sized dwelling units, with Studios being predominant in the Mixed-Use type buildings and 1-Bedroom units in Apartment buildings. In the Mixed-Use types, only 3.3% of the total dwelling units are 3-Bedroom and 19.3% are 2-Bedroom. The occurrence is similar in the Apartment types, with 3-Bedroom accounting for 2.5% and 2-Bedroom being 27.9% of the total dwelling units. The Houseplexes and Townhouses are primarily designed for 3-Bedroom units.

In addition to the completed developments, the in-progress development application for 3385 Shelbourne Street could result in an additional ninety-five dwelling units (thirty-one Studio, thirty-seven 1- Bedroom, twenty-five 2- Bedroom, and two 3- Bedroom units). The remaining three development applications that are currently on-hold offers the potential for an additional 169 dwellings, including three Studio, ninety-three 1- Bedroom, fifty-five 2- Bedroom, and eighteen 3- Bedroom units.

3.3. Rental Status

Twelve of the seventeen completed development applications are purpose-built rentals. The outcome of completed applications indicates that purpose-built rentals dominate the rental market in terms of unit counts, especially for market rental units. For example, 3956 Shelbourne Street has 593 market units, and 1555 McKenzie Avenue has 384 market units. Non-market units are scarce and predominantly exist within purpose-built rentals. Notable contributors to non-market rental units are 1550 Arrow Road (84 units), 1525 Cedar Hill Cross Road (67 units), 3700 Cedar Hill Road (85 units).

Figure 3.3.1. Purpose built Rentals.

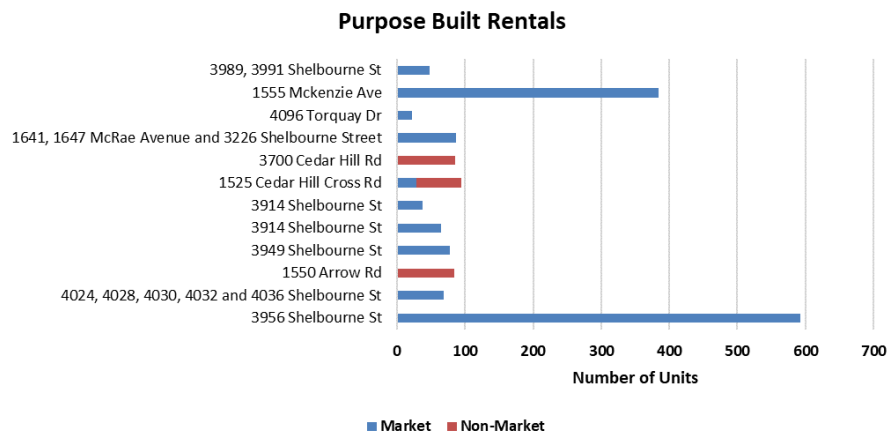
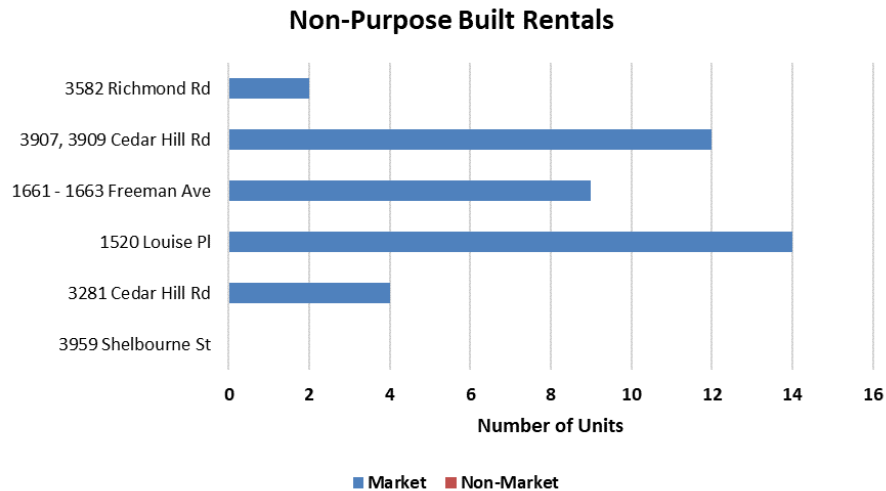


Figure 3.3.2. Non-Purpose-built Rentals

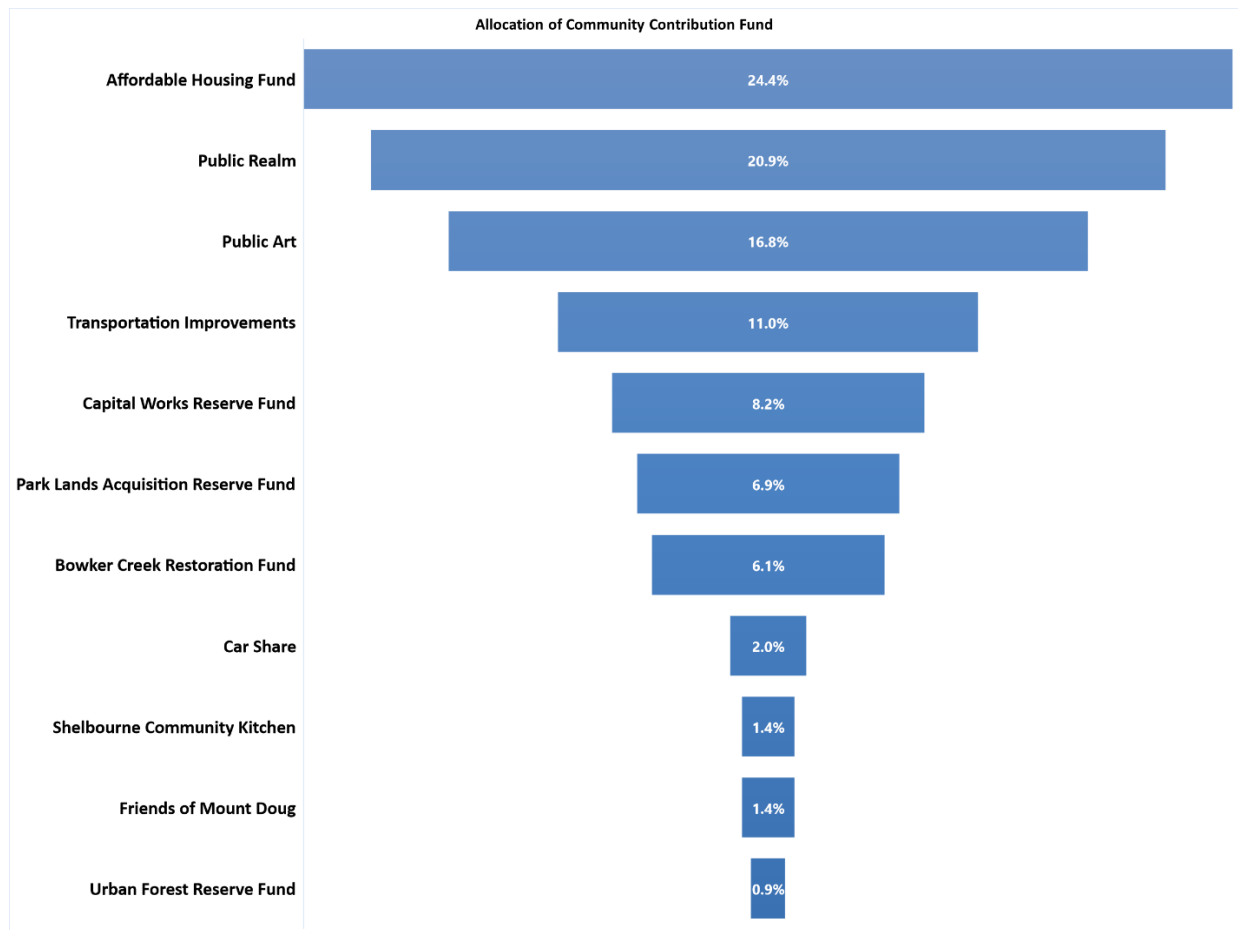


3.4. Community Amenity Contributions

The completed developments contributed \$3,577,090 to Saanich's Community Amenity Contribution. These funds supported the Affordable housing Fund, Urban Forest Reserve Fund, Friends of Mount Doug, Park Lands Acquisition Reserve Fund, Bowker Creek Restoration Fund, Capital Works Reserve Fund, Shelbourne Community Kitchen. The contributions have also been allocated to public art, public realm, and transportation improvements. Other non-monetary contributions include daycare spaces and electric car charging facilities.

Figure 3.4.1 shows the percentage allocation of the amenity contributions to various initiatives and capital projects.

Figure 3.4.1. Allocation of Community Amenity Contribution (CAC)

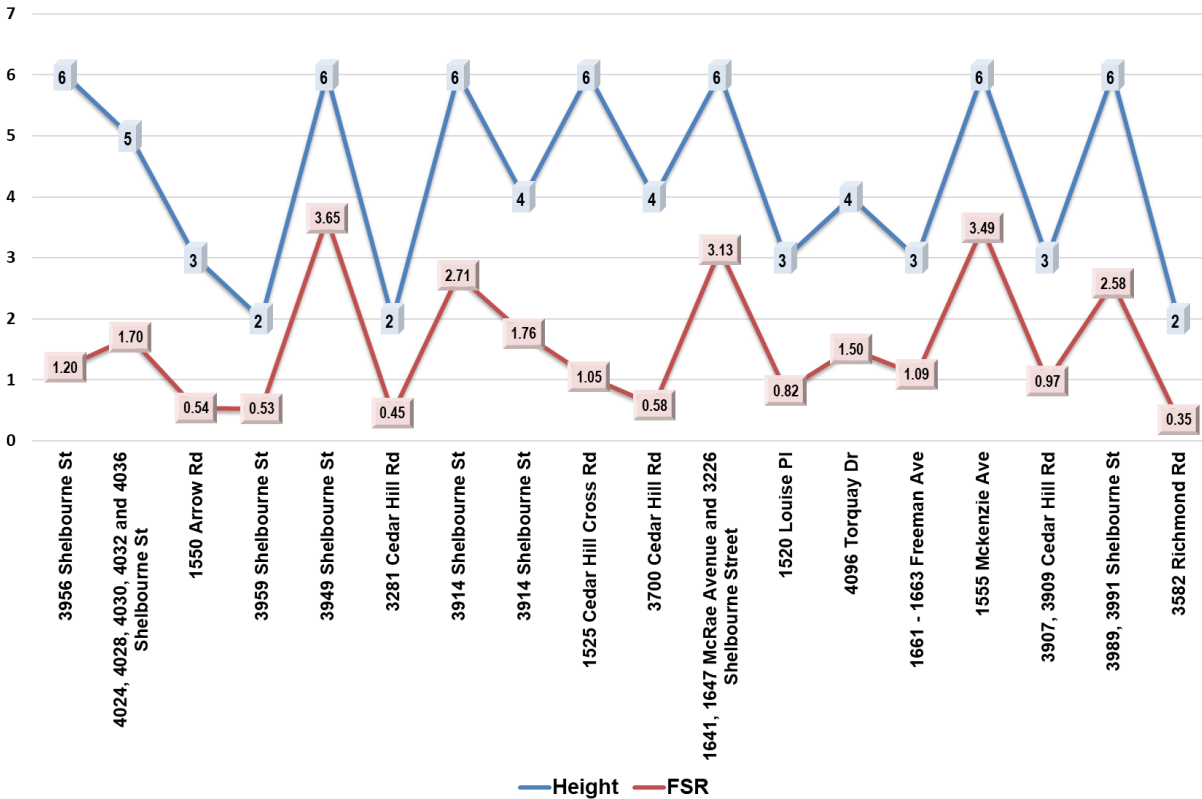


The Affordable Housing Fund (\$872,177) is the highest recipient of the amenity contribution. This is followed by funds allocated to public realm improvements (\$746,000), public art (\$600,000) and transport infrastructure upgrades (\$394,840) like roads, sidewalks, crosswalks, and bike lanes. In addition to these, the sum of \$294,000 was specifically contributed to the Capital Works Reserve Fund, \$246,773 for Park Lands Acquisition Reserve Fund, \$218,500 for Bowker Creek Restoration Fund and \$32,800 for the Urban Forest Reserve Fund.

3.5. Density Profile

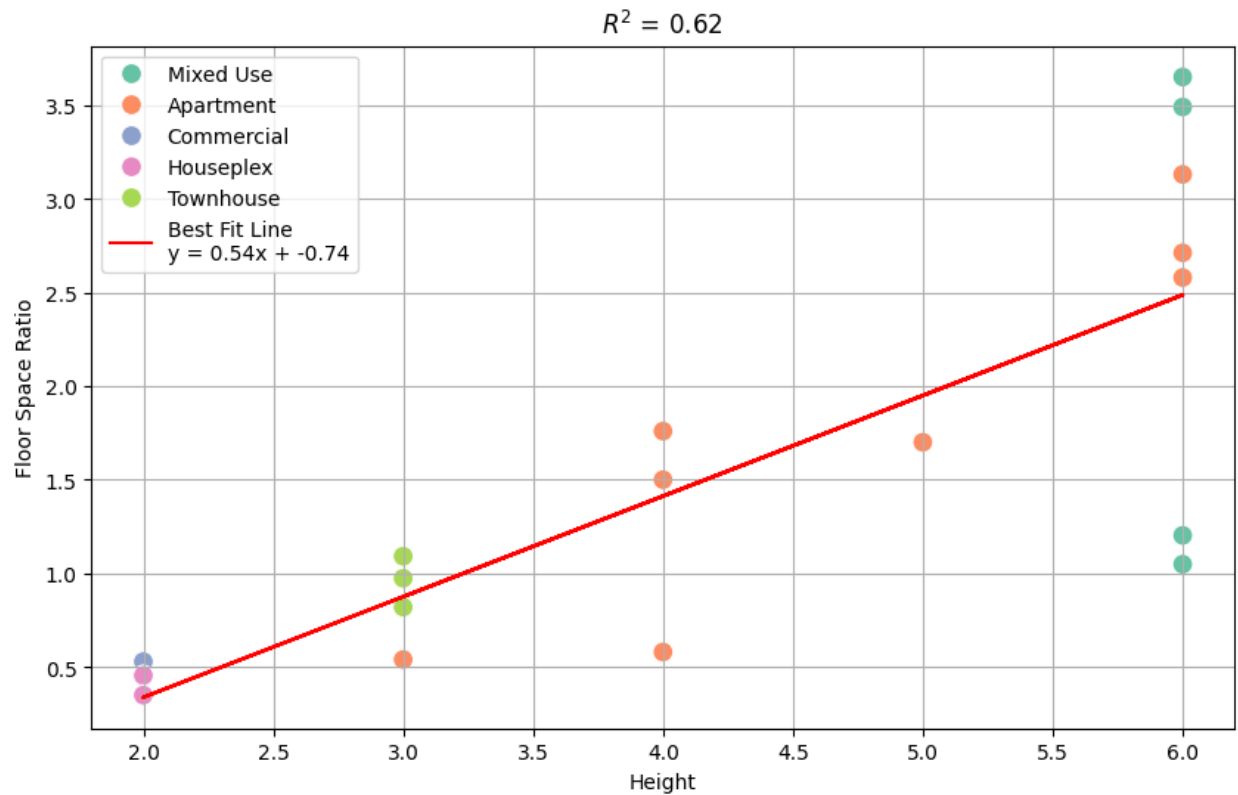
The height of the completed developments in the Shelbourne Valley Action Plan Area ranges from 2 to 6 story, with Floor Space Ratios from 0.35 to 3.65. Figure 3.5.1. shows the height and Floor Space Ratio of the completed development applications in the Plan area, indicating a fair mix of the two building parameters.

Figure 3.5.1: Height and Floor Space Ratio of Completed Development Applications



Also, a scatterplot showing the relationship between Height and Floor Space Ratio (FSR) of the completed development is presented in Figure 3.5.2. Result of the analysis revealed that Mixed Use developments and Apartments in the SVAP area have higher floor height than other development types. While the Floor Space Ratio (Site Area/ Ground Floor Area) is influenced by several other factors, including, zoning bylaw, setback requirements and parking requirements, there is still a positive relationship between the heights of development in the SVAP area and the resulting FSR. The graph indicates that for every unit increase in the height of the building, the FSR increases by approximately 0.54. R^2 value of 0.62 implies that 62% of variability in the FSR can be explained by the building height.

Figure 3.5.2: Relationship Between Building Height and Floor Space Ratio



3.6. Spatial Distribution and Alignment with Land Use Designations

Most of the development applications (12) received are in and around the University Centre and Shelbourne Valley Centre. A few numbers of applications were also received on the north and south end of the plan area. The spatial distribution of the completed development applications is shown in Figure 3.6.1.

Figure 6: Map of the Quadra-McKenzie Plan (QMP) area showing completed development applications by building type and number of storeys.

LEGEND

- APARTMENT (Red circle)
- MIXED USE (Purple circle)
- COMMERCIAL (Orange circle)
- TOWNHOUSE (Yellow circle)
- HOUSEPLEX (Grey circle)
- SVAP STUDY AREA (Red dashed line)
- QUADRA-MCKENZIE PLAN (QMP) (Black dashed line)
- PROPOSED LAND USE EXAMINATION AREA (Blue outline)

COMPLETED DEVELOPMENT APPLICATIONS / BY BUILDING TYPE AND # STOREYS

2, 3, 4, 6

STREETS: CEDAR HILL RD, MCKENZIE AVE, FELTHAM RD, BLAIR AVE, LARCHWOOD DR, LAMBRICK WAY, TYNDALL AVE, SAN JUAN AVE, SIERRA PARK, KENMORE RD, MT. DOUGLAS CROSS RD, BLENKINSHIP RD, BRADFORD PARK, BRADFORD RD, CEDAR HILL CROSS RD, REYNOLDS RD, REYNOLDS PARK, UNION RD, TATTERSALL DR, APPLEWOOD RD, CEDAR, MIDGARD AVE, CEDAR HILL CROSS RD, CEDAR HILL RD, POPLAR AVE, BROWNIE PARK, DERBY RD, MCKENZIE AVE, GORDON HEAD RD, EDGEMOOR ST, MOUNT TOULME PARK, MCRAE AVE, NORTH DAIRY RD, LANSDOWNE RD, RICHMOND RD, FOUL BAY RD.

The heat map (Figure 3.6.2) showed that eight development applications in the area have both height and use that align with the SVAP designation. Nine out of 18 (note that 3914 Shelbourne Street was analysed as two different buildings) have heights within the limits of the SVAP designation, indicating good compliance with the height standards. A considerable portion of the applications (6 out of 18) have heights higher than SVAP designation, suggesting the need to further understand market demands and viability in land use planning and policies. Four of the six developments with higher heights have same use as the SVAP designation. Hence a total of twelve developments having same use designation as defined in the SVAP land use designation. The three applications with uses that do not align perfectly include the CICB development on 3959 Shelbourne Street which is a sole commercial use instead of mixed use, 3914 Shelbourne Street (Mixed Use instead of Apartment) and 1525 Cedar Hill Cross Road (Mixed Use instead of Apartment). Three other applications, 1550 Arrow Road, 3281 Cedar Hill Road, and 3582 Richmond Road, were received outside the areas of the SVAP land use designation, hence they have neither height nor use designation. Expanding the land use examination areas in future update will make the plan effective for guiding development in these areas.

Figure 3.6.2. Alignment of Development with SVAP Land Use and Height Designation

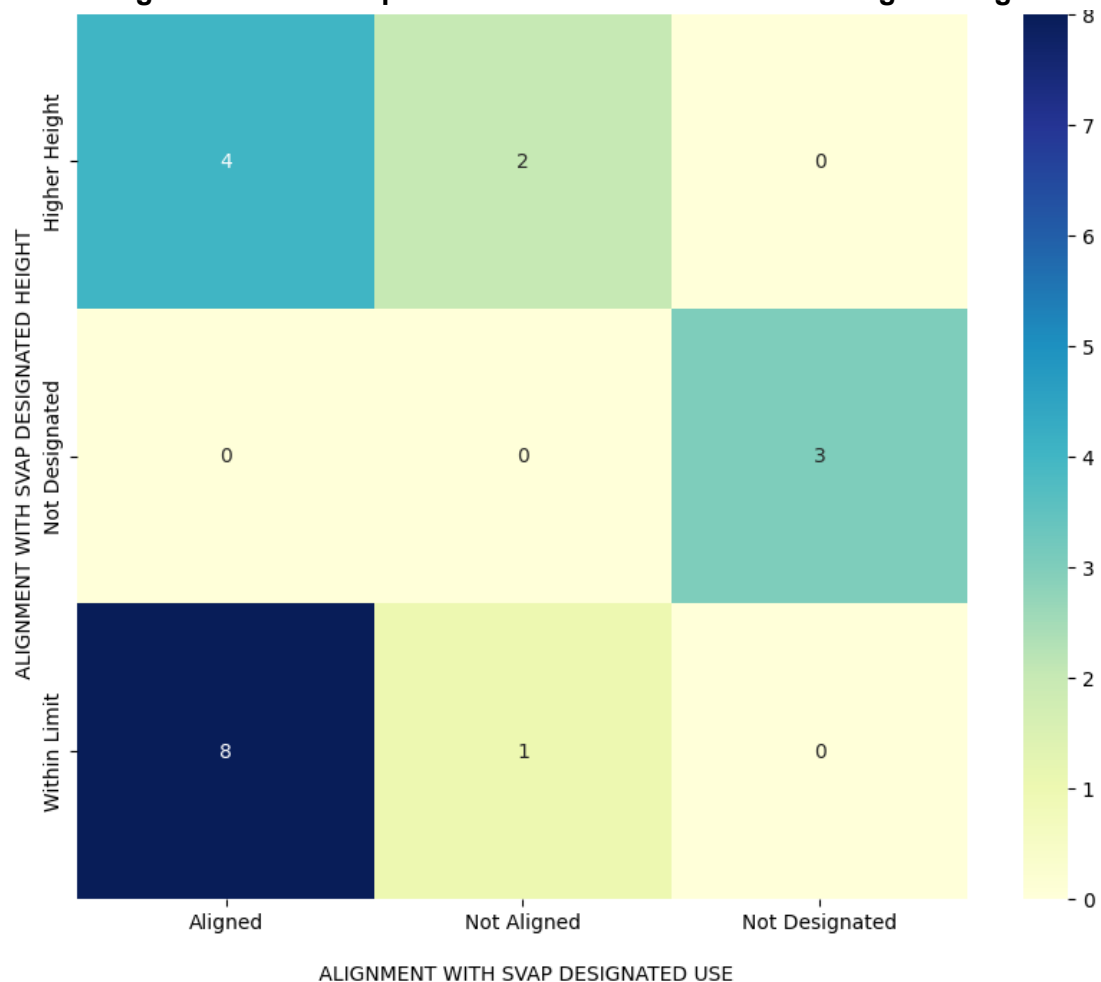


Table 3.6.1 Actual and SVAP Building Height and Use

Address	Height	SVAP Designated Height	Height Alignment	Building Type	SVAP Designated Use	Use Alignment
3956 Shelbourne St	6	6	Aligned	Mixed Use	Mixed Use	Aligned
4024, 4028, 4030, 4032 and 4036 Shelbourne St	5	4	Not Aligned	Apartment	Apartment	Aligned
1550 Arrow Rd	3	0	Not Designated	Apartment	No Designation	Not Designated
3959 Shelbourne St	2	6	Aligned	Commercial	Mixed Use	Not Aligned
3949 Shelbourne St	6	6	Aligned	Mixed Use	Mixed Use	Aligned
3281 Cedar Hill Rd	2	0	Not Designated	Houseplex	No Designation	Not Designated
3914 Shelbourne St	6	4	Not Aligned	Apartment	Mixed Use	Not Aligned
3914 Shelbourne St	4	4	Aligned	Apartment	Apartment	Aligned
1525 Cedar Hill Cross Rd	6	4	Not Aligned	Mixed Use	Apartment	Not Aligned
3700 Cedar Hill Rd	4	4	Aligned	Apartment	Apartment	Aligned
1641, 1647 McRae Avenue and 3226 Shelbourne Street	6	4	Not Aligned	Apartment	Apartment	Aligned
1520 Louise Pl	3	3	Aligned	Townhouse	Townhouse	Aligned
4096 Torquay Dr	4	3	Not Aligned	Apartment	Apartment	Aligned
1661 - 1663 Freeman Ave	3	3	Aligned	Townhouse	Townhouse	Aligned
1555 McKenzie Ave	6	8	Aligned	Mixed Use	Mixed Use	Aligned
3907, 3909 Cedar Hill Rd	3	3	Aligned	Townhouse	Townhouse	Aligned
3989, 3991 Shelbourne St	6	4	Not Aligned	Apartment	Apartment	Aligned
3582 Richmond Rd	2	0	Not Designated	Houseplex	No Designation	Not Designated

4.0. CONCLUSIONS

The Shelbourne Valley Action Plan area has seen a considerable amount of development activity since 2017, with a mix of building types and a strong focus on rental housing. The contributions to community amenities have been substantial, and there is generally good alignment with the SVAP's land use designations. However, some developments exceed the designated heights, indicating a need for ongoing assessment and possible adjustments to land use designation and policies to accommodate the market demands and community needs.