



The Corporation of the District of Saanich

Report

To: Mayor and Council
From: Sharon Hvozdanski, Director of Planning
Date: March 16, 2017
Subject: Shelbourne Valley Action Plan
File: 2310-20

RECOMMENDATION

That Council give first reading to Official Community Plan Amendment Bylaw 9419 and proceed to public hearing.

PURPOSE

The purpose of this report is to:

- Present to Council a final proposed Shelbourne Valley Action Plan, which includes recently endorsed short-term mobility actions; and
- Seek first reading of proposed changes to the Official Community Plan (OCP) Bylaw 2008, which includes adding the Shelbourne Valley Action Plan as an Appendix to the OCP.

DISCUSSION

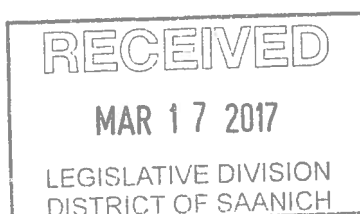
Council Direction

Culminating a multi-year planning process, a proposed Shelbourne Valley Action Plan was presented to Council at the June 9, 2014, Committee of the Whole meeting. At that meeting, Council endorsed the following:

"That a Public Hearing be called to further consider amendments to the Official Community Plan to include the Shelbourne Valley Action Plan, as outlined in the report of the Director of Planning dated May 30, 2014."

At the same meeting, Council made the following motion:

"That a supplemental report providing additional information on the timelines and funding for implementation, in response to the comments raised at this meeting, be provided for the Public Hearing."



Based on that direction, staff further analyzed implementation options, with an emphasis on responding to the key themes of comments made at the meeting, which focused on accelerating pedestrian and cycling improvements on Shelbourne Street. A Supplemental Report on options for short-term mobility actions was presented to Committee of the Whole on October 5, 2015. At that meeting the following motion was made:

“That Council direct staff to seek public input on mobility implementation options.”

Following an in-depth community consultation process, short-term mobility options were presented for Council’s consideration. On December 5, 2016, Council endorsed the following:

“That Council:

1. Support, in principle, Short-Term Mobility Implementation Option 3 as outlined in the report of the Director of Planning dated November 17, 2016; and
2. Direct staff to incorporate Option 3 into the Shelbourne Valley Action Plan and bring the Plan forward at a subsequent meeting of Council for final review and consideration.”

Planning Process

The Proposed Shelbourne Valley Action Plan was developed through a multi-phased process (see Figure 1) that included significant technical analysis and community consultation. The process is currently in its final stage, with a Public Hearing required before formal plan adoption.

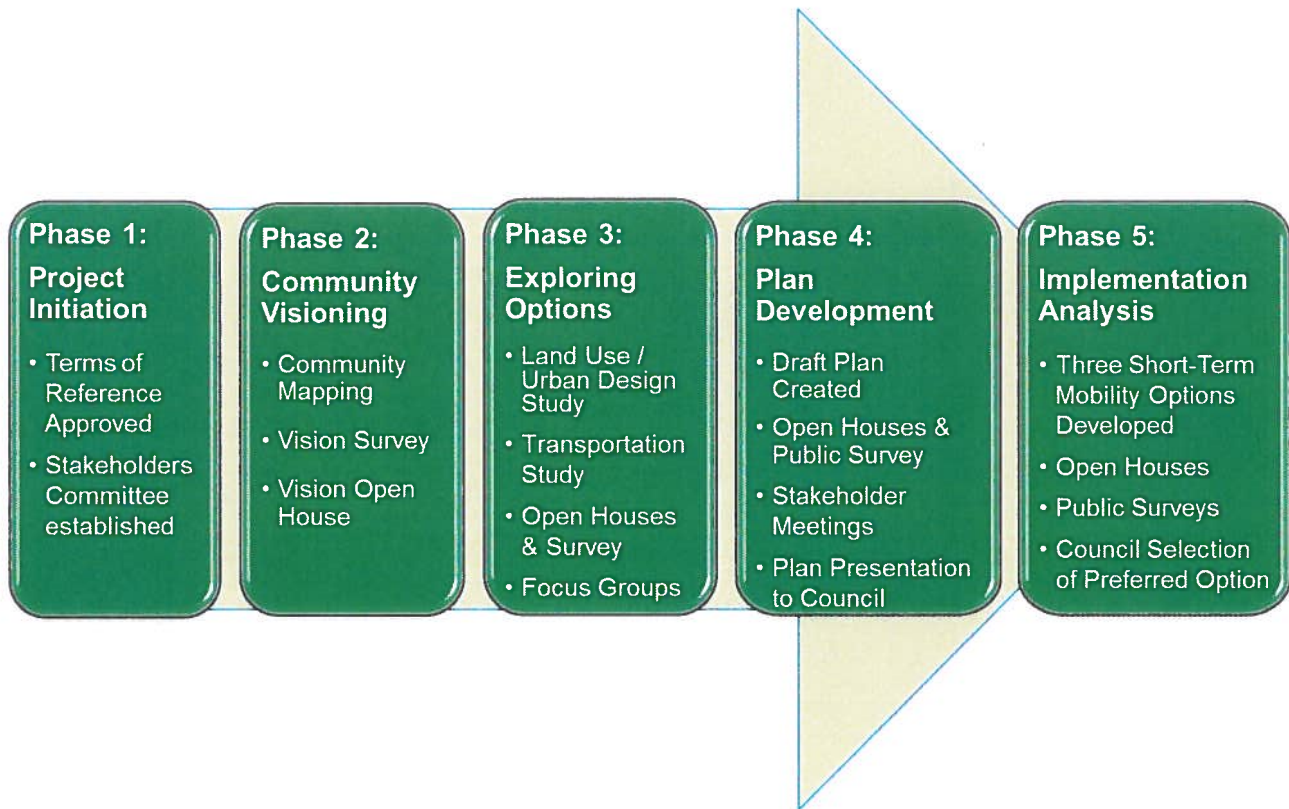


Figure 1: Planning Process Overview

Public Engagement

The creation of the Shelbourne Valley Action Plan (SVAP) was based on an extensive consultation process with residents, landowners, business owners, neighbourhood associations, community stakeholders, developers, and Committees of Council. Highlights of the engagement process included:

- Community mapping completed by over 1300 people;
- Five community surveys (vision, plan options, draft plan, short-term mobility) completed by 4142 people;
- 33 meetings with the Shelbourne Valley Stakeholders Committee;
- 14 open houses attended by approximately 3,300 people;
- Three flyer mailouts that reached 11,000 businesses and residences in the study area; and
- 23 focus groups and presentations to community groups.

The draft Plan, which was presented to the public in November 2013, included a public survey that was completed by 359 people. Table 1 indicates the level of support for various components of the Plan.

Action Plan Section	Agree with Action Plan Directions	Neutral	Disagree with Action Plan Directions
Environment	78%	16%	6%
Land Use	75%	14%	11%
Mobility	79%	11%	10%
Urban Design and Accessibility	73%	20%	7%

Table 1: Results of 2013 Public Survey on Draft Shelbourne Valley Action Plan

Over the past year, public engagement has focused on short-term mobility actions. This included five open houses attended by 1,500 people, two surveys completed by 2,652 people and numerous stakeholder meetings. Overall, public support for the short-term mobility option endorsed by Council was strong, with 84% of survey respondents supporting or partially supporting Option 3 (see Figure 2).

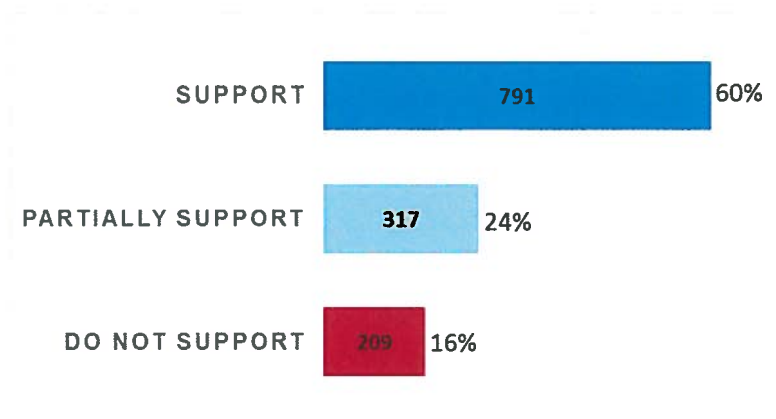


Figure 2: Level of Support for Short Term Mobility Option 3 in Public Survey

Plan Content

The Shelbourne Valley Action Plan provides a 30-year vision and set of actions that implements the goals and policies of the Official Community Plan (OCP). While the Action Plan addresses a comprehensive set of topics, it specifically seeks to address key OCP directions related to: climate change; the natural environment; the creation of vibrant, thriving “Centres” and “Villages”; the integration of land use and transportation; and the achievement of a balanced mobility network.

The purpose of this section of the report is to highlight specific sections of the Action Plan that address issues integral to the OCP and that were most frequently identified during the community engagement process.

1. Climate Change and Sustainable Development

The primary imperative of the Action Plan is to address climate change by defining a vision and necessary steps to achieve the OCP goal of sustainable development. How quickly these changes take place will be based on immediate and ongoing decisions between Council and the community, as well as market forces. Transitioning the Shelbourne Valley to a more connected, efficient, walkable, and mixed-use urban form will require fundamental changes to land use patterns and transportation networks. The Action Plan provides a comprehensive yet flexible set of directions to guide this transition, through:

- A flexible design of Shelbourne Street that provides short-term pedestrian and cycling enhancements and supports a transition to a more progressive design that includes dedicated transit lanes (Section 6.6 and 6.7);
- The development of compact, walkable, “Centres” and “Villages” with energy efficient housing forms, a mix of uses and access to transit to reduce auto dependency (Section 5);
- The enhancement of bikeway, greenway, transit and pedestrian networks to improve alternatives to private motor vehicles (Section 6);
- Support for the use of green technologies in new buildings and the development of district energy systems (Section 4.4); and
- The promotion of the use of electric vehicles and provision of charging facilities (Section 6.5).

2. Bowker Creek

The Shelbourne Valley contains a significant stretch of Bowker Creek, predominantly running through the Valley in underground pipes. The recently adopted Bowker Creek Blueprint provides a 100-year plan for restoring the Creek and improving watershed functioning. The restoration of Bowker Creek is a key point of emphasis in the Action Plan, through policies such as those noted below:

- Integration of Bowker Creek Watershed Principles and inclusion of policies that directly work towards the goals of the Bowker Creek Blueprint (Section 4.2);
- A policy that encourages the daylighting of Bowker Creek through additional height allowances where developments include a creek daylighting component (Section 4.2);
- Incorporation of the greenway network identified in the Bowker Creek Blueprint (Section 6.3); and
- Identification of Bowker Creek as a Placemaking element and important part of the Shelbourne Valley’s identity (Section 7).

3. Land Use, Urban Design and Economic Development

The land use and urban design components of the Action Plan identify directions that are intended to enhance vibrancy of the “Centres” and “Villages”, provide a broader range of housing options, encourage development that contributes towards mobility and public realm enhancements and create land use conditions that increase opportunities for economic development. Key land use and urban design highlights of the Action Plan include:

- The intensification of “Centres” and “Villages” to provide a better mix of housing, businesses, community facilities and parks and open space (Map 5.1 and Section 5.2);
- The introduction of apartment designations along the extent of Shelbourne Street to support transit service, provide more housing opportunities and facilitate right-of-way enhancements (Map 5.1);
- The establishment of a public realm enhancement fund to assist in beautification projects that create unique places and enhance Shelbourne Valley identity (Section 7.1);
- Comprehensive Design Principles to ensure new development and streetscape enhancements are unique, interesting and in keeping with the vision for the Shelbourne Valley (Section 7.2); and
- Direction to support the strengthening of connections with the University of Victoria, including through economic development in University “Centre” (Section 5).

The determination of appropriate land use and height designations sought to balance the financial viability of redevelopment with the retention of character in established single family neighbourhoods. The Action Plan adopts an approach that transitions height and density from major roads to single family neighbourhoods (see Figure 3).

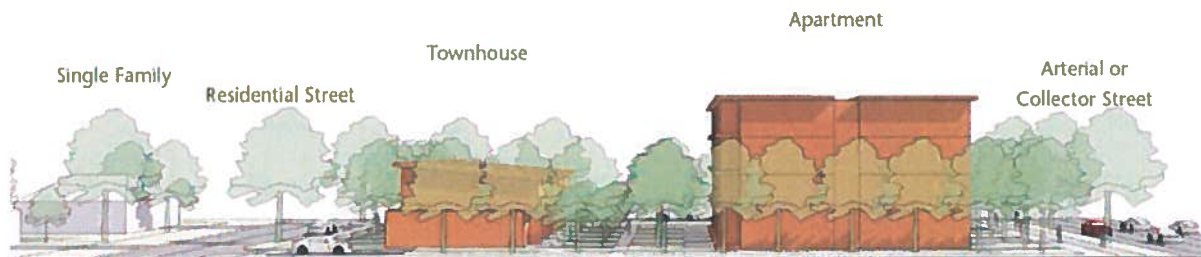


Figure 3: Illustration of Transition from Major Road to Single Family Dwelling

4. Transformation of Shelbourne Street

A key element of the Action Plan is the development of a new vision for Shelbourne Street that better accommodates all modes of travel and creates an improved public realm. In the development of the Action Plan, a comprehensive analysis was undertaken to assess a range of options for redesigning the street both in the short-term and long-term.

Short-Term

The Shelbourne Valley Action Plan contains a number of short-term mobility actions that will be completed over the next five to seven years. These short-term implementation actions, endorsed in principle by Council on December 5, 2016, will add a continuous high-quality bike facility on Shelbourne Street, upgrade over 2.3 kilometres of sidewalk and feature a number of pedestrian improvements. In total, the improvements represent a significant step towards the long-term vision of the Shelbourne Valley.

Mid-Term

The mid-term recommendation in the Action Plan is to maintain four travel lanes, but to work towards a new design within an expanded right-of-way that includes wider sidewalks, cycle tracks separated from traffic and an expanded landscaped boulevard. At this stage, public transit would continue to run mixed in with regular vehicle traffic. As development occurs, property dedication would be acquired to achieve a 28 to 30 meter right-of-way. Figure 4 illustrates the mid-term Shelbourne Street right-of-way.

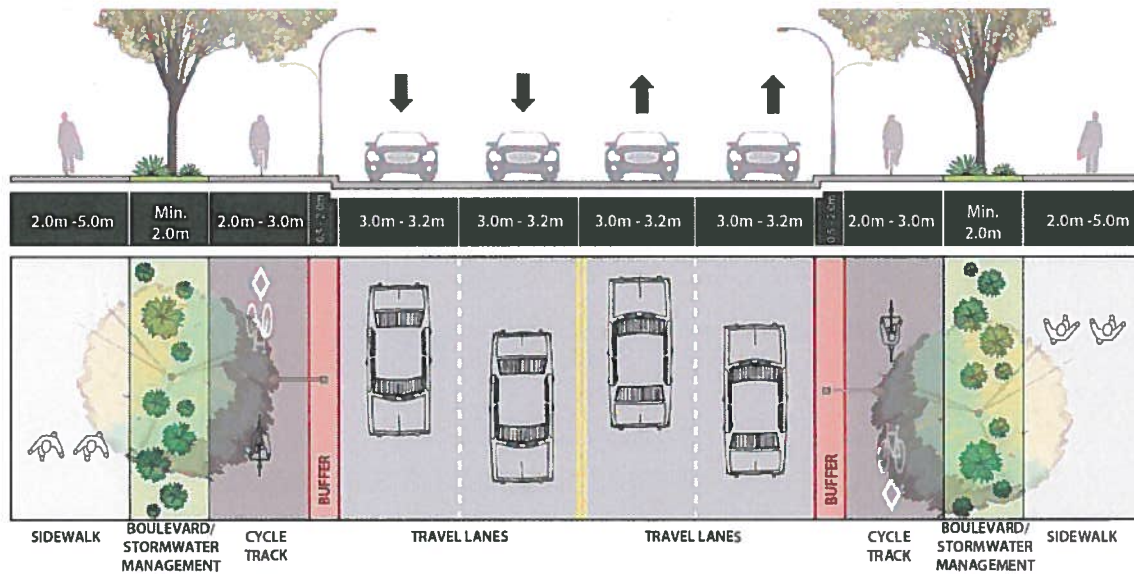


Figure 4: Mid-Term Shelbourne Street Right-of-Way

Long-Term / Ultimate

The mid-term right-of-way has been configured to enable a transition to a design that converts outside travel lanes to dedicated transit lanes (see Figure 5). While current land use and transportation conditions do not support dedicated transit lanes, the long-term goal is to progress towards this configuration. Depending on future decisions by Council, the long-term configuration could also accommodate a centre running public transit design. An implementation action has been added to evaluate land use changes, transportation trends and other factors to continually assess if conditions have sufficiently changed to support moving to the next stage of this three step program.

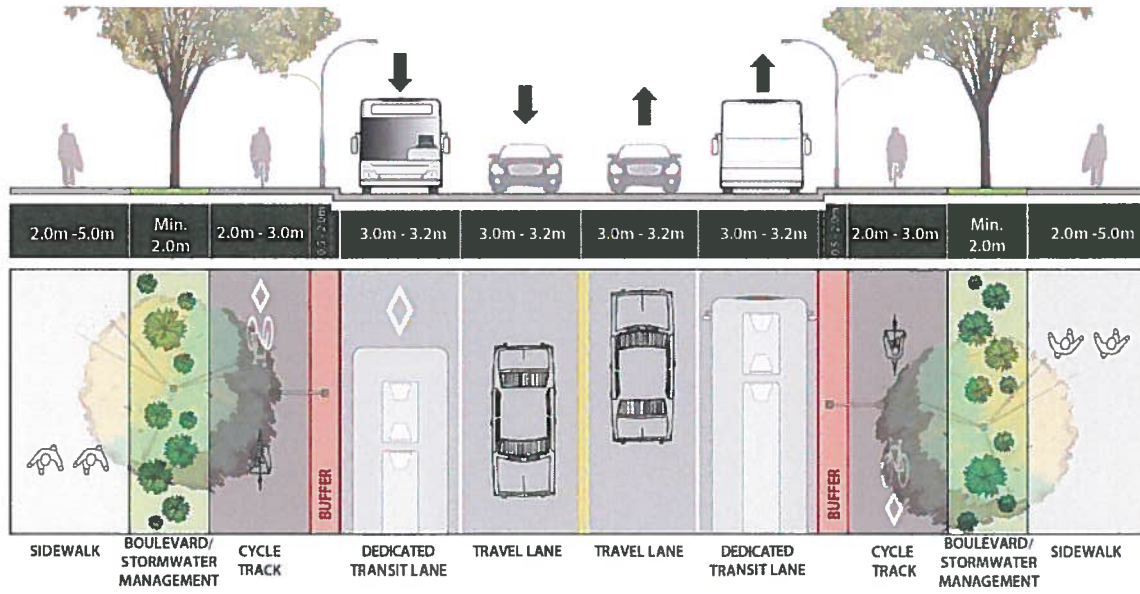








Figure 5: Long Term/Ultimate Shelbourne Street Right-of-Way

5. Short-Term Mobility Implementation Actions

Following a comprehensive public engagement process, Council endorsed in principle a set of short-term mobility actions (see Figure 6) that will provide significant improvements in the Shelbourne Valley in the near term. Key components of the short-term mobility actions include:

- 2.3 km of upgraded sidewalks on Shelbourne Street, including from North Dairy Road to Pear Street;
- A new continuous bike facility on the full extent of Shelbourne Street, with physical separation for half the route;
- Maintenance of four travel lanes for 65% of Shelbourne Street, including in the southern half from North Dairy Road to Christmas Avenue;
- Maintenance of left turn access to most businesses and side streets;
- Upgrades to the UVic Bike Connector;
- Improvements to all transit waiting areas; and
- Pedestrian and transit improvements in University “Centre” and Shelbourne Valley “Centre”.

LEGEND

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

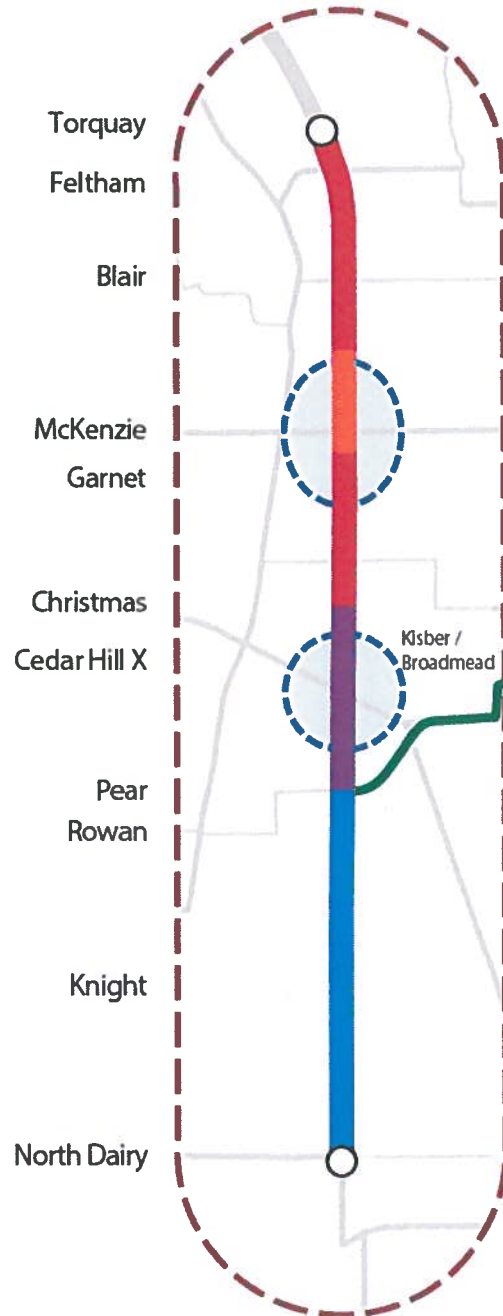


Figure 6: Overview of Short-Term Mobility Actions

6. Pedestrian & Cycling Connectivity

While much of the mobility focus is on Shelbourne Street, the enhancement of the broader mobility network is essential to achieving a community conducive to walking and cycling. A key impediment to walking and cycling in the Shelbourne Valley relates to the discontinuous street network which limits route options for pedestrians and cyclists and results in longer trips. The Action Plan seeks to address the quality and connectivity of the pedestrian and cycling network through a number of policy directions:

- New pedestrians and cycling pathways that break up superblocks, create parallel routes to major roads and provide improved route options (Maps 6.1 and 6.2);
- Implementation of a network of greenways and bikeways that provide safe and attractive walking and cycling facilities for people of all ages and abilities (Section 6.2 and 6.3);
- Improved crossings of major streets through shorter crossing distances, automatic activation of crossing signals, increased signal crossing times and median refuges (Section 6.1); and
- Sidewalks on all residential streets within 500 metres of a “Centre” or 200 metres of a “Village” (Section 6.1).

7. Quality of Life

An essential aspect of improving the Shelbourne Valley and supporting future population growth is ensuring that a wide range of quality community facilities, parks and open spaces are available to residents, employees and visitors. Plan directions that address this issue include:

- A vision for Shelbourne Street that is based on the foundational planning principles of Sustainable Development, Healthy Communities, Complete Streets and Placemaking (Section 2.3);
- A Shelbourne Valley Parks and Open Space Framework based on walking distances that seeks to achieve a robust range of parks and open spaces in the Shelbourne Valley to support a transition to a more compact, walkable and well-serviced community (Section 5.6); and
- Requirement for new developments to complete a Community Contribution Statement that identifies how the project will contribute to overall quality of life in the Shelbourne Valley (Section 5.8).

ALTERNATIVES

1. That Council endorse the recommendation as outlined in the staff report.
2. That Council provide alternate direction on additional work or changes they would like Staff to undertake.

FINANCIAL IMPLICATIONS

Implementation of the majority of the Action Plan involves changes that would happen at the time of redevelopment. Adoption of the plan will provide a framework for redevelopment and intensification of the Shelbourne Valley, increasing the likelihood of development and associated increases in tax revenue.

Short-term mobility actions that were previously endorsed in principle by Council involve significant financial commitments. The preliminary estimate for short-term mobility improvements is \$12.5 million. Upgrades to underground utilities, which are required within the

next 10 years, will be coordinated as part of the right-of-way improvements. The preliminary cost estimate for underground upgrades is \$18 million.

In the case of both transportation and underground expenditures, the five-year utility and engineering capital budgets have been adjusted to support these projects. Once the Shelbourne Valley Action Plan is adopted, federal and provincial grant funding will be pursued to offset costs to the greatest extent possible.

STRATEGIC PLAN IMPLICATIONS

The adoption of the Shelbourne Valley Action Plan would represent the conclusion of a multi-year project that has been a key Strategic Plan initiative. It would support broader Strategic Plan objectives around enhancing “Centres” and “Villages”, supporting economic vibrancy and improving multi-modal travel choices.

Increased Strategic Plan capacity gained through completion of this Action Plan would now be required to implement the Action Plan. Initiatives related to the implementation of the Shelbourne Valley Action Plan would form part of future Strategic Plan review sessions.

As noted in the December 2016 Council Report, implementation of Shelbourne Street improvements would impact the timelines for other capital plan initiatives such as the Sinclair Road upgrades, Douglas Local Connector project, and the Glanford complete street project.

OCP IMPLICATIONS

The Shelbourne Valley Action Plan represents a significant advancement of OCP goals by providing greater clarity and specificity around broader municipality-wide directions.

As an Appendix to the OCP, the Shelbourne Valley Action Plan will form part of the OCP Bylaw.

LOCAL AREA PLAN IMPLICATIONS

The Shelbourne Valley Action Plan area incorporates portions of three local areas. In order to ensure policy alignment, it is recommended that the existing Local Area Plans for Gordon Head, Shelbourne and Quadra be updated to reflect directions in the Shelbourne Valley Action Plan. Staff recommend this proceeds in a two-step process. Firstly, as part of the adoption of the Shelbourne Valley Action Plan, it is recommended that a series of amendments to the Local Area Plans (Attachment B) occur concurrently with the Shelbourne Valley Action Plan adoption. These changes would be focused on ensuring clear guidance is provided to the community and stakeholders on land use policy. The changes would be limited to adding references on relevant maps and in the descriptive portions of relevant plan sections. Existing text or policies would not be altered in any way.

Secondly, subsequent to the adoption of the Shelbourne Valley Action Plan, through either the comprehensive update of Local Area Plans or through a housekeeping exercise, there would be a more thorough editing of Local Area Plans. The purpose of these edits would be to ensure all contextual information and policy directions are updated so that they are in tighter alignment with the Shelbourne Valley Action Plan.

As the first step of the process, and in association with the adoption of the Shelbourne Valley Action Plan, the following changes to Local Area Plans are recommended at this time:

1. Addition of Text on Companion Plans

It is recommended that text on Companion Plans be added that explains how the Shelbourne Valley Action Plan relates to the Local Area Plan. In “1.0 Background” of Gordon Head and Shelbourne Local Area Plans and “1.0 Introduction” of the Quadra Local Area Plan, it is recommended that the following text is added:

“Companion Plans

Local Area Plans work in concert with a number of other policy documents to provide guidance at the local level. Companion plans often overlap local area boundaries and in some instances, can provide more current policy direction than what is included in the Local Area Plan.

The **Shelbourne Valley Action Plan**, adopted in 2017, is a comprehensive plan that incorporates portions of three local areas: Shelbourne, Gordon Head and Quadra. The Shelbourne Valley Action Plan holistically addresses the Shelbourne Street Corridor (and areas 500 metres on either side) from both a transportation and land use perspective. In areas of overlap it is essential to also refer to the Shelbourne Valley Action Plan to obtain current policy guidance.”

2. Addition of References to Shelbourne Valley Action Plan on Relevant Land Use Maps

It is recommended that Local Area Plan maps be updated to provide direction for future multi-family housing or commercial uses by indicating the area where the Shelbourne Valley Action Plan applies and including a reference to also refer to the Shelbourne Valley Action Plan. The maps that are recommended for changes are:

- Map 5.2 Multi-family Housing (Gordon Head Local Area Plan)
- Map 6.1 Commercial (Gordon Head Local Area Plan)
- Map 4.1 Multi-family Housing (Quadra Local Area Plan)
- Map 6.2 Multi-family Development Guidelines (Shelbourne Local Area Plan)
- Map 9.1 Commercial Land Use (Shelbourne Local Area Plan)

3. Addition of Text to Relevant Land Use Sections

In order to ensure comprehensive and clear guidance for land use changes related to multi-family and commercial development, additional text is proposed to be added to relevant sections of Local Area Plans. No changes would occur to existing Local Area Plan text, rather text would be added to ensure more recent direction from the Shelbourne Valley Action Plan is highlighted.

The following text is proposed to be added to “4.0 Residential” of the Quadra Local Area Plan:

“6.0 Housing” of the Shelbourne Local Area Plan and “5.0 Housing” of the Gordon Head Local Area Plan:

“The Shelbourne Valley Action Plan, adopted in 2017, supplements the direction in the Local Area Plan and identifies a broader range of sites suitable for multi-family housing. When evaluating land use proposals, the Shelbourne Valley Action Plan should be consulted for current policy guidance.”

Additionally, the following text is proposed to be added to “9.0 Commercial” of the Gordon Head Local Area Plan and “6.0 Commercial” of the Gordon Head Local Area Plan:

“The Shelbourne Valley Action Plan, adopted in 2017, supplements the direction in the Local Area Plan and should be referred to when assessing potential mixed-use or commercial land use proposals.”

INTERDEPARTMENTAL IMPLICATIONS

Implementation of the short-term mobility actions in the Shelbourne Valley Action Plan will require significant staff resources from the engineering department to manage implementation projects. Engineering staff resources have been allocated to enable the delivery of implementation initiatives. In addition to engineering staff commitments, there would also be a commitment required from parks staff with respect to planning and implementing landscape and street tree changes on Shelbourne Street.

CONCLUSIONS

The Shelbourne Valley Action Plan represents the culmination of a multi-year process that involved significant analysis and community engagement. While there was general support for the Action Plan's long range directions when it was presented to Council in 2014, Council requested a more in-depth assessment of implementation options. Recent work has focused on this direction and resulted in Council endorsement in principle of a set of short-term mobility actions on December 5, 2016. These actions have been integrated into a final Shelbourne Valley Action Plan. The remainder of the Action Plan remains largely unchanged from what was presented in June 2014.

The Shelbourne Valley Action Plan provides a comprehensive framework to guide growth and change in the Shelbourne Valley over the next 20 - 30 years. It contains content that addresses many core Official Community Plan directions on addressing climate change, fostering environmental restoration, improving multi-modal transportation options, broadening housing opportunities, supporting economic development and enhancing "Centres" and "Villages". Short-term mobility changes, which were thoroughly reviewed with community stakeholders and recently endorsed in principle by Council, will help to support the longer term directions by providing immediate improvements that enhance the quality of the urban environment and greatly improve the range of travel choices. Adoption of the Action Plan will allow short-term implementation to be initiated immediately.

Overall, adoption of the Shelbourne Valley Action Plan would represent a significant advancement of Official Community Plan goals and completion of a key Strategic Plan initiative. Staff recommend that Council support adoption of the Shelbourne Valley Action Plan and proceed to a public hearing.

Prepared by



Cameron Scott

Manager of Community Planning

Approved by



Sharon Hvozdzanski

Director of Planning

CS/sd

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Attachments

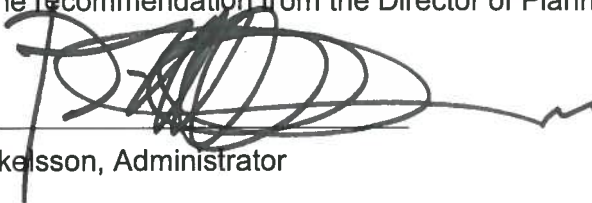
Attachment A: Shelbourne Valley Action Plan

Attachment B: Official Community Plan Amendment Bylaw 9149

cc: Paul Thorkelsson, Administrator

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Planning.



Paul Thorkelsson, Administrator