

CORDOVA BAY STREETSCAPE ACTION PLAN

PREPARED BY:
DISTRICT OF SAANICH PLANNING DEPARTMENT

ORIGINAL PLAN ENDORSED BY COUNCIL IN 1997
UPDATED AND REVISED IN JUNE, 2000
ENDORSED BY COUNCIL OCTOBER 17, 2000

CORDOVA BAY STREETScape COMMITTEE, 2000

Neil Findlow, Planning Chair
Councillor John Garrison
Peter Sparanese, Engineering
Dave de Shane, Parks and Public Works
Al Insley, Community Representative
Mohan Jawl, Business Representative
Cliff Jones, Community Representative
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1.0 BACKGROUND

In January 1988, Planning staff initiated a preliminary proposal to improve the Marine Scenic Drive through Cordova Bay. The proposal was abandoned because of residents' concerns about limiting on-street parking and encouraging more tourist traffic. Nevertheless, staff and Council continued to hear concerns from some local residents about the poor condition of the streetscape and the lack of adequate pedestrian facilities, particularly within the Village Core. Also, the area was considered as a possibility for a cost-sharing application with BC Hydro and BC Telephone to remove overhead wiring, but a conceptual streetscape plan was required. As a result, in May 1988, Council directed staff to prepare a streetscape improvement plan for the Village Core in consultation with local residents.

During 1988-89, Planning, Engineering, and Parks staff prepared several concept plans for streetscape improvements within the Village Core, but were unable to come to an agreement about the design. Subsequently, in January 1991, a consultant was hired with funding assistance from the Provincial Downtown Revitalization Program to develop a plan that would improve pedestrian circulation and aesthetics, incorporate road improvements, and slow traffic. The consultant went beyond the Terms of Reference and presented a long term vision for Cordova Bay Village.

Some aspects of the proposal were controversial. Council directed that staff review the issues of streetscape improvements, traffic mitigation, and village expansion in consultation with area residents.

In October 1991, the Planning Department organized a general meeting of Cordova Bay residents. The streetscape and traffic mitigation issues were identified as a priority for action and a Steering Committee was established, comprising residents, representatives from the Cordova Bay Association, and Engineering, Parks, and Planning staff. Several concepts were considered, but the Committee was unable to agree on several basic issues that were critical to the adoption of a specific improvement plan. At the time, improvements to Cordova Bay Road were not considered to be a high priority because of the lack of funding and uncertainties about the future of the gravel pit operations which impact on Cordova Bay Road traffic. As a result, further action to resolve the outstanding issues was put on hold.

In March 1996, the Cordova Bay Association wrote to Council requesting the reactivation of a Streetscape Committee to finalize a streetscape plan for Cordova Bay Road in view of anticipated redevelopment within the Village Core and the pending development proposal for Mattick's Wood and Mattick's Green. A committee was appointed comprising three community representatives, one representative from the Cordova Bay business community, and staff from the Planning, Engineering, and Parks and Public Works Departments.

In 1997, the Cordova Bay Streetscape Action Plan was endorsed by Council and staff was requested to prepare an implementation plan in consultation with the Streetscape Committee.

Since October 1997, the Cordova Bay Streetscape Committee has been meeting to refine the streetscape concept and identify costs and funding sources. A preliminary design was developed by Engineering staff and endorsed by the Committee as a basis for developing cost estimates. Estimated cost of the entire project was in the order of 2.7 million dollars. It was estimated that only \$968,000 may be available from development cost charges, general revenues, and developers' contribution, leaving 1.73 million dollars to be funded by the community through a specified area charge.

2.0 COMMUNITY RESPONSE

Community representatives support phasing of Cordova Bay Road improvements over time, but are anxious that some works can be implemented quickly, particularly in the Mattick's Farm/ Sayward Hill area where vehicles and pedestrian traffic is expected to increase with development of the Sayward Hill and Trio projects. There is also concern that regional trail related improvements should be undertaken before the regional trail link over Blenkinsop Lake is completed.

The Streetscape Committee has considered the cost of implementing the 1997 streetscape concept in the context of municipal infrastructure priorities and the likelihood of community support for a specified area charge. The conclusion is that the approved concept may be too grand and full implementation may never be achieved. There is also concern that the approved concept, which will result in a much more urban streetscape than presently exists, is contrary to the community's desire to maintain the character of the area which reflects the location at the interface between the urban and rural area.

3.0 STUDY AREA

The study area is Cordova Bay Road from the intersection with Fowler Road in the north to Gloria Place in the south. It includes the section adjacent to Cordova Bay Elementary School where there are concerns about the safety of school children, and the Cordova Bay/Lochside Drive intersection where special consideration is required for the Regional Trail. The Committee considers the study area to be the first phase of a long term plan for streetscape improvements to Cordova Bay, Fowler, and Sayward Roads from Royal Oak Drive to Pat Bay Highway.

4.0 TERMS OF REFERENCE

It is important to acknowledge the role of Cordova Bay Road as an integral part of the municipal transportation network and the future of the study area as the commercial and multi-family housing core of the community. Cordova Bay Road is designated in the Cordova Bay Local Area Plan as a major road of special design. It is also a historical scenic roadway through a Village centre where retention of the seaside village character is of paramount importance. For these reasons, primary design considerations should relate to pedestrian safety, aesthetics, and convenience for local residents rather than efficient traffic flow.

Cordova Bay beach is close to the road through the village area and it is an important visual and recreational asset to the community that warrants special consideration as part of the overall concept. Providing physical and visual access to the beach and adequate parking for beach

users must be considered. The beach, Cordova Bay Road, and several of the connecting streets are part of a local pedestrian network connecting various activity nodes and greenspaces and linking with the Lochside Drive Regional Trail. Cordova Bay Road is also designated in the Official Community Plan as a commuter bike route.

5.0 GUIDING PRINCIPLES

The first step toward developing a concept plan is to clarify the objective and clearly state the guiding principles that should influence the design. The objective and guiding principles were developed by the 1996 Streetscape Committee based on comments from local residents, the Community Association, and the business community, Official Community Plan policies, and input from Engineering, Planning, and Parks staff. Generally, they remain valid except for minor changes to reflect current conditions and economic realities.

OBJECTIVE

To develop and implement a plan for Cordova Bay Road (Gloria Place to Fowler Road) to moderate the speed of traffic through the Village, improve safety for pedestrians and cyclists, and enhance the streetscape and beach accesses.

GUIDING PRINCIPLES

1. Cordova Bay Road will not be developed as an inter-municipal transportation route that encourages traffic from outside the community.
2. Maintain the neighbourhood character and scale of Cordova Bay Village.
3. Maintain convenient access to residential properties along Cordova Bay Road.
4. Retain significant trees and other natural elements.
5. Minimize the impact of change on established businesses within the Village.
6. Recognize the role of Lochside Drive as part of the regional trail system.
7. Recognize Doumac Avenue as a local pedestrian/greenway connection.
8. Preserve and enhance Cordova Bay beach as a major community asset.
9. Implement traffic calming measures consistent with the current road classification to moderate the speed of traffic on Cordova Bay Road. Appropriate measures could include landscaping to visually narrow the road, alternate surface treatments, and center medians.
10. Use special signs and/or landscape treatment to define the entrances to both Cordova Bay and the Village area.
11. Provide safe walking routes to schools, services, and amenities.
12. Provide sidewalks on at least one side of Cordova Bay Road.
13. Where adequate right-of-way exists, locate sidewalks back from the road to separate vehicular and pedestrian traffic, and meander them to provide landscape nodes and visual interest.
14. Provide safe pedestrian crossings for the school, Village commercial area, and beach accesses.
15. Consider relocating overhead utilities on Cordova Bay Road underground or to one side of the road having regard for cost limitations.
16. Recognize Cordova Bay Road as a bike route for local and commuter use.

6.0 EXISTING CONDITIONS

Cordova Bay Road, within the study area, comprises two travel lanes carrying traffic volumes of approximately 9,500 vehicles per day. The right-of-way varies in width from 16.5 m in a short section near Doumac Avenue to in excess of 36 m near the intersection with Lochside Drive. However, throughout most of the study area, the right-of-way is 20 m wide. The paved area meanders within the right-of-way resulting in a wide boulevard on one side of the road and little or no boulevard on the opposite side in some areas. There are no curbs or gutters and pedestrian facilities are intermittent and generally are constructed only on one side of the road. The type and quality varies from a concrete sidewalk, to a narrow asphalt path, to asphalt widening adjacent to the travel lane. There is overhead wiring and utility poles on both sides of the road. On-street parking occurs on the boulevards, particularly on the east side of the road south of the shopping centre where lots are small and off-street parking is limited. Angle parking within the right-of-way adjacent to McMorrans Restaurant services the restaurant and adjacent beach access, but is deemed to be unsafe according to current engineering practice and standards.

7.0 ANALYSIS MAP

The Analysis Map indicates significant elements of the streetscape, identifies areas for special consideration, and indicates opportunities and constraints. Generally, the right-of-way is wide enough to accommodate a variety of streetscape options without further acquisition. However, should opportunities arise through the rezoning or subdivision process, land dedication for corner cuts or widening towards a 20 m right-of-way may be required as a condition of development.

Anticipated redevelopment within the study area will provide an opportunity to supplement streetscape improvements with improved access and landscaping for private properties. A golf course has been developed on the former Sayward Gravel Pit and the balance of the site is planned for mixed residential use. The Trio Gravel Pit is planned for residential development and mini-warehousing. Major renovations to the Village Shopping Centre are pending.

While the study focuses on Cordova Bay Road, the beach accesses warrant special consideration as part of the overall circulation network. In particular, safe pedestrian crossings and on-street parking for beach users should be provided at or near each beach access.

8.0 MODIFIED CONCEPT

The modified concept plan is based on the guiding principles and the opportunities and constraints indicated on the Analysis Map. It reflects the community's desire for a more achievable standard than the 1996 concept that is more in keeping with the interface between the urban and rural area. The plan is conceptual only and is intended to illustrate the streetscape components and general design for future improvements. A detailed design will be necessary before actual improvements can be implemented. The plan incorporates the following elements:

Travel Lanes – Cordova Bay Road is maintained as a two lane road. Left turn lanes, if warranted will be considered as part of the detailed design.

Bike Lanes – The Lochside Drive Regional Trail is proposed primarily as a recreational route to accommodate cyclists, pedestrians, and other non-motorized modes of transportation. Bicycle lanes are to be provided on Cordova Bay Road between Fowler Road intersection and Lochside (south) intersection in the first phase of the improvements. The Cordova Bay Road streetscape elements are designed so as not to preclude the addition of bike lanes south of the Lochside Drive intersection if warranted in the future.

Sidewalks/Crosswalks – Generally, a concrete sidewalk is provided only on the west side of Cordova Bay Road. Where the right-of-way permits, it is separated from the road by a landscaped boulevard. New pedestrian connections link Mattick's Market with the existing footpath on the north side of the road adjacent to Mattick's Wood. A crosswalk and traffic signal are provided for the regional trail at the Sayward Hill/Mattick's Market intersection. Alternative surface materials will help to clearly define the crossing. Existing crosswalks are maintained at Fenn Road, and at McMorrans beach access.

On-Street Parking – On-street parking is maintained adjacent to Cordova Bay Elementary School to facilitate student pick-up and drop-off and on the east side of Cordova Bay Road between McMorrans beach access and Gloria Place where lots are small and there is limited off-street parking. The Engineering Department considers the angle parking adjacent to McMorrans Restaurant to be unsafe. Nevertheless, Council has resolved that the angle parking should be retained until such time as the restaurant use is discontinued, or off-street parking is available, or traffic volumes and/or safety considerations warrant further review.

Underground Wiring – Replacement of overhead wiring with underground services is considered to be too costly. Overhead services will be retained.

Landscaping – The concept incorporates new landscaping within the road right-of-way. It should be complemented by appropriate landscaping on commercial, church, and school properties. On the elementary school site, for example, a tree planting program could be considered as a school improvement project sponsored by the school board, students, and/or the Parents' Association.

Traffic Calming – The concept incorporates landscaping to visually narrow the road, entry features to define the Village as a special area, and textured crosswalks/intersections. More extreme traffic calming measures, such as pinch points, speed humps, and traffic circles are not considered to be appropriate for a major road.

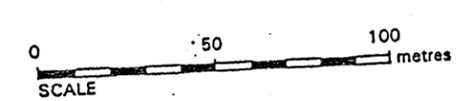
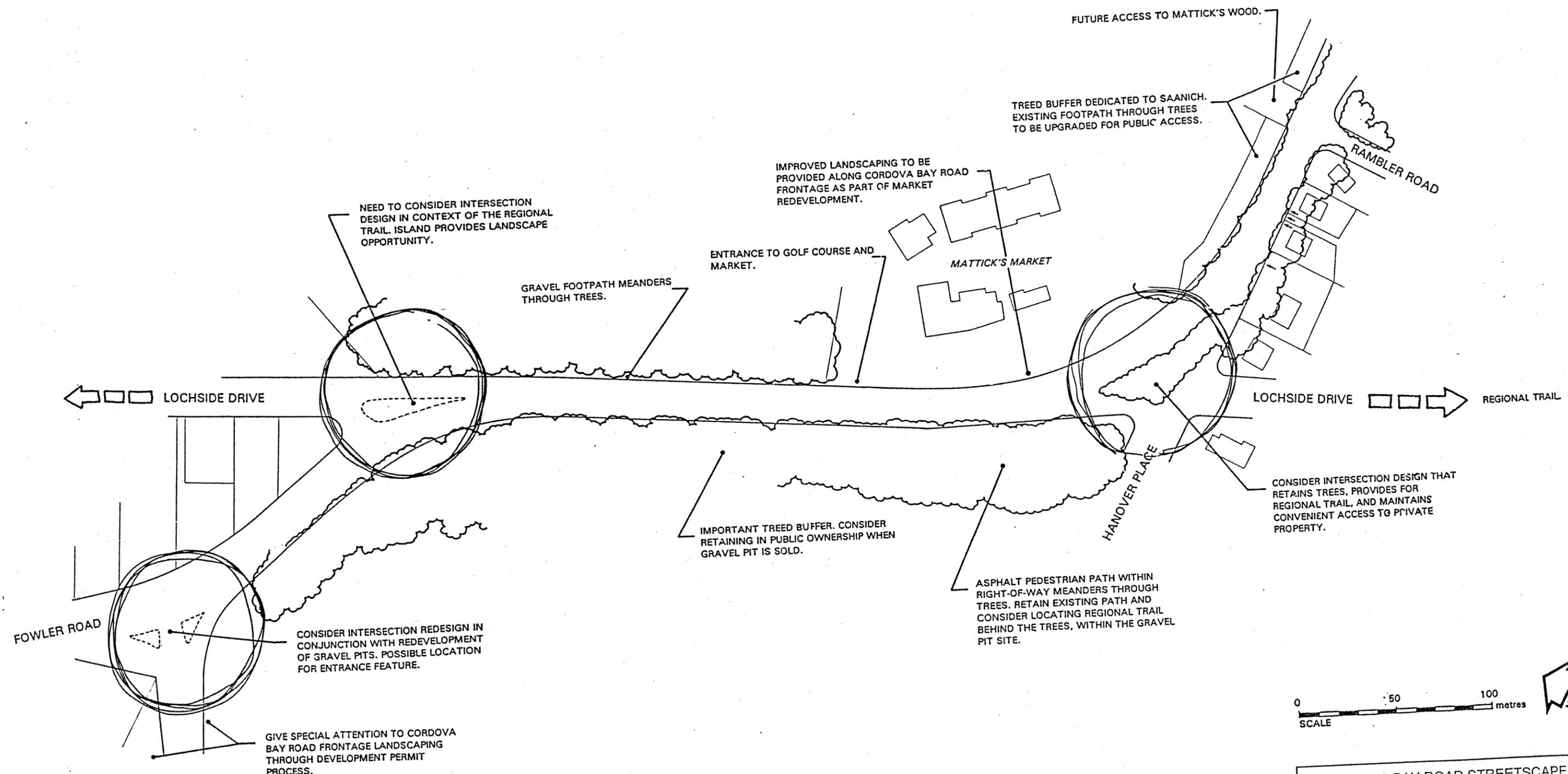
9.0 IMPLEMENTATION

The streetscape plan is conceptual only. Implementation will require a detailed design which may result in minor changes to the concept, but will not alter the general intent or streetscape elements.

The Concept Plan represents a vision for Cordova Bay Road within the study area. Implementation will occur over time based on the availability of funding from the municipality and/or other sources including developer's contributions. The priority is improved pedestrian facilities. Nevertheless, other improvements should be considered as the opportunity arises.

The beach accesses opposite Gloria Place and adjacent to McMorran's restaurant, in particular, are an important aspect of the overall concept and warrant special consideration. The municipality should continue to consider acquisition of additional land to widen beach accesses to expand the view corridor to the beach, should the opportunity arise.

Overhead wiring along Cordova Bay Road is unsightly and impacts on street trees and utility poles obstruct sidewalks, interfere with visibility at intersections, and present a hazard to drivers. Nevertheless, replacement of overhead services with underground wiring is costly. In addition, the cost of associated improvements on private property can be equal to the cost of those within the right-of-way. Opportunities will be considered at the detailed design stage to reduce the impact of overhead wiring, but generally, it will be retained.



CORDOVA BAY ROAD STREETSCAPE
ACTION PLAN

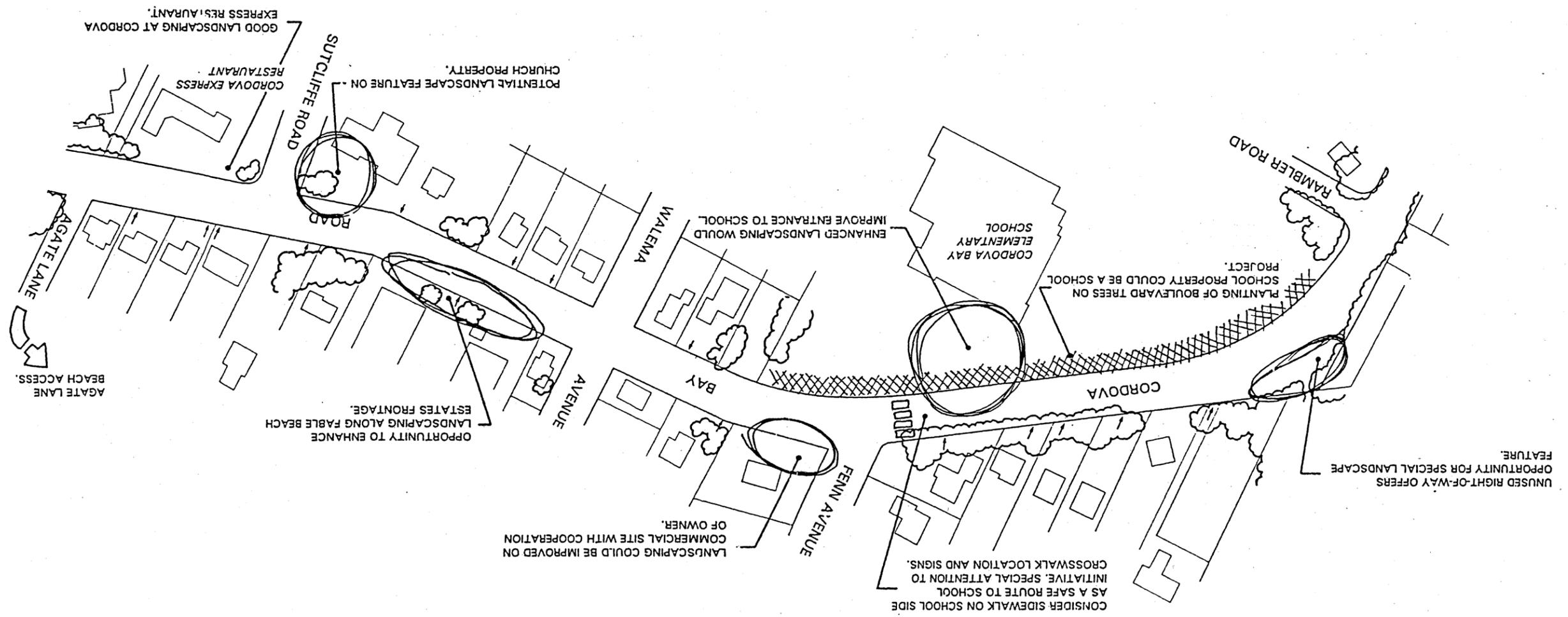
ANALYSIS MAP
Fowler Road to Rambler Road

Planning Department March, 1997

CORDOVA BAY ROAD STREETSCAPE
ACTION PLAN

ANALYSIS MAP
Rambler Road to Sutcliffe Road

Planning Department
March, 1997



OVERHEAD WIRING ON BOTH SIDES OF THE ROAD IS UNSIGHTLY AND IMPACTS ON TREES. UTILITY POLES OBSTRUCT SIDEWALK AND PRESENT A HAZARD FOR DRIVERS.

NUMEROUS DRIVEWAY INTERRUPTIONS, PARTICULARLY ON EAST SIDE, ARE INDICATED BY ARROWS.

AGATE LANE BEACH ACCESS.

SERVICE STATION REZONING IS PENDING. OPPORTUNITY TO DEFINE ACCESS AND EGRESS AND IMPROVE LANDSCAPING.

CONSIDER NEED FOR LEFT TURN LANE IN CONTEXT OF LONG RANGE PLANS FOR SHOPPING CENTRE REDEVELOPMENT AND POSSIBLE TRAFFIC IMPACTS ON DOUMAC RESIDENTIAL AREA.

PRIMARY BEACH ACCESS INCLUDES PRIVATE AND PUBLIC LAND. EXPLORE ENHANCEMENT OPPORTUNITIES WITH McMORRANS.

ENGINEERING DEPARTMENT IS CONCERNED ABOUT SAFETY OF ANGLE PARKING. REPLACE WITH PARALLEL PARKING BUT CONSIDER OFF-STREET PARKING ALTERNATIVES TO MINIMIZE IMPACT ON RESTAURANT BUSINESS.

RESIDENTIAL ENCROACHMENT ONTO BEACH ACCESS. CONSIDER LONG TERM OPPORTUNITY TO WIDEN ACCESS TO OPEN THE VIEW CORRIDOR TO THE BEACH.

CORDOVA EXPRESS RESTAURANT

GOOD LANDSCAPING AT CORDOVA EXPRESS RESTAURANT.

CREST CURVE ON ROAD RESTRICTS VISIBILITY. CONSIDER IMPROVEMENTS AS PART OF ANY ROAD RECONSTRUCTION.

DOUMAC AVENUE PEDESTRIAN / GREENWAY LINK TO REGIONAL TRAIL AND DOUMAC RAVINE PARK.

SHOPPING CENTRE

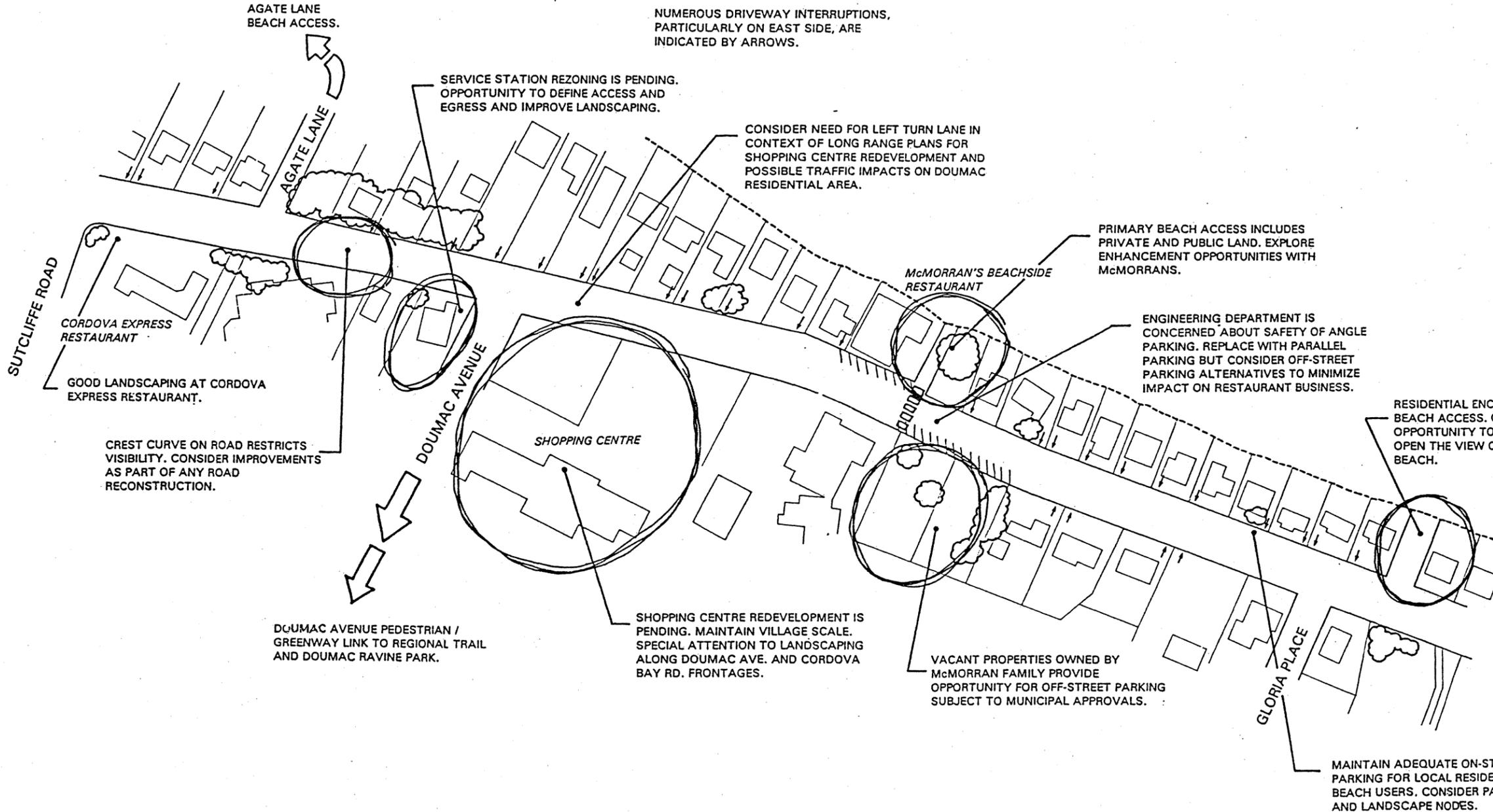
SHOPPING CENTRE REDEVELOPMENT IS PENDING. MAINTAIN VILLAGE SCALE. SPECIAL ATTENTION TO LANDSCAPING ALONG DOUMAC AVE. AND CORDOVA BAY RD. FRONTAGES.

McMORRAN'S BEACHSIDE RESTAURANT

VACANT PROPERTIES OWNED BY McMORRAN FAMILY PROVIDE OPPORTUNITY FOR OFF-STREET PARKING SUBJECT TO MUNICIPAL APPROVALS.

GLORIA PLACE

MAINTAIN ADEQUATE ON-STREET PARKING FOR LOCAL RESIDENTS AND BEACH USERS. CONSIDER PARKING BAYS AND LANDSCAPE NODES.



0 50 100 metres
SCALE



CORDOVA BAY ROAD STREETScape ACTION PLAN

ANALYSIS MAP
Sutcliffe Road to Gloria Place

Planning Department

March, 1997

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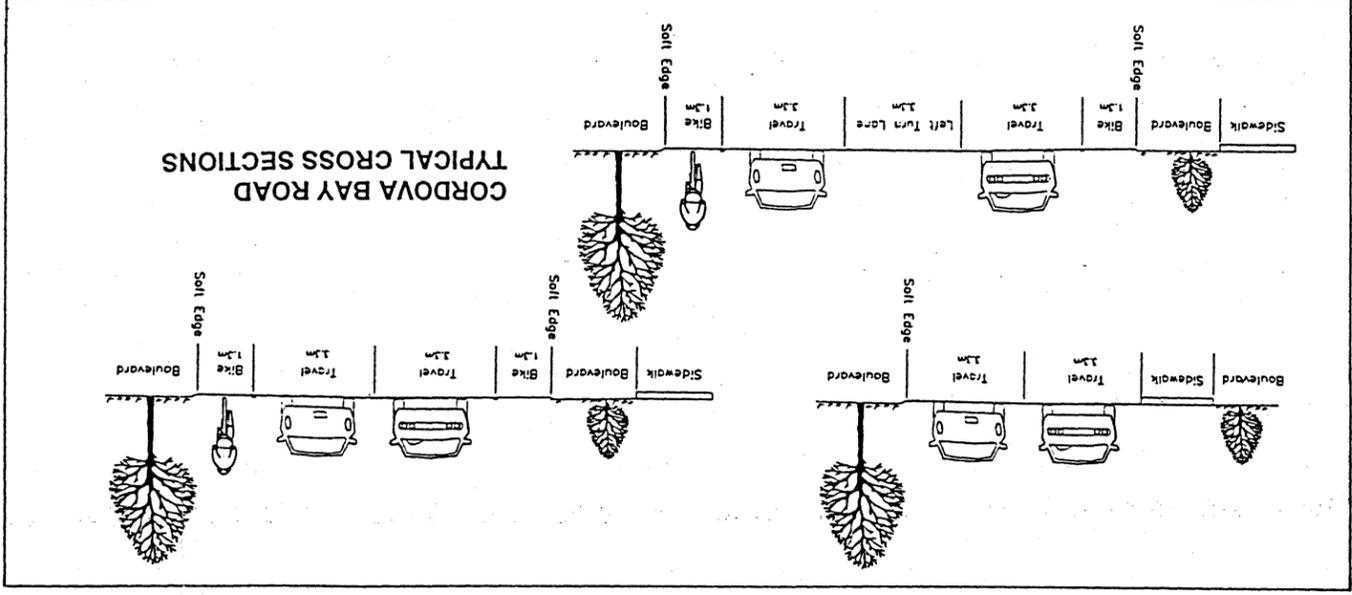
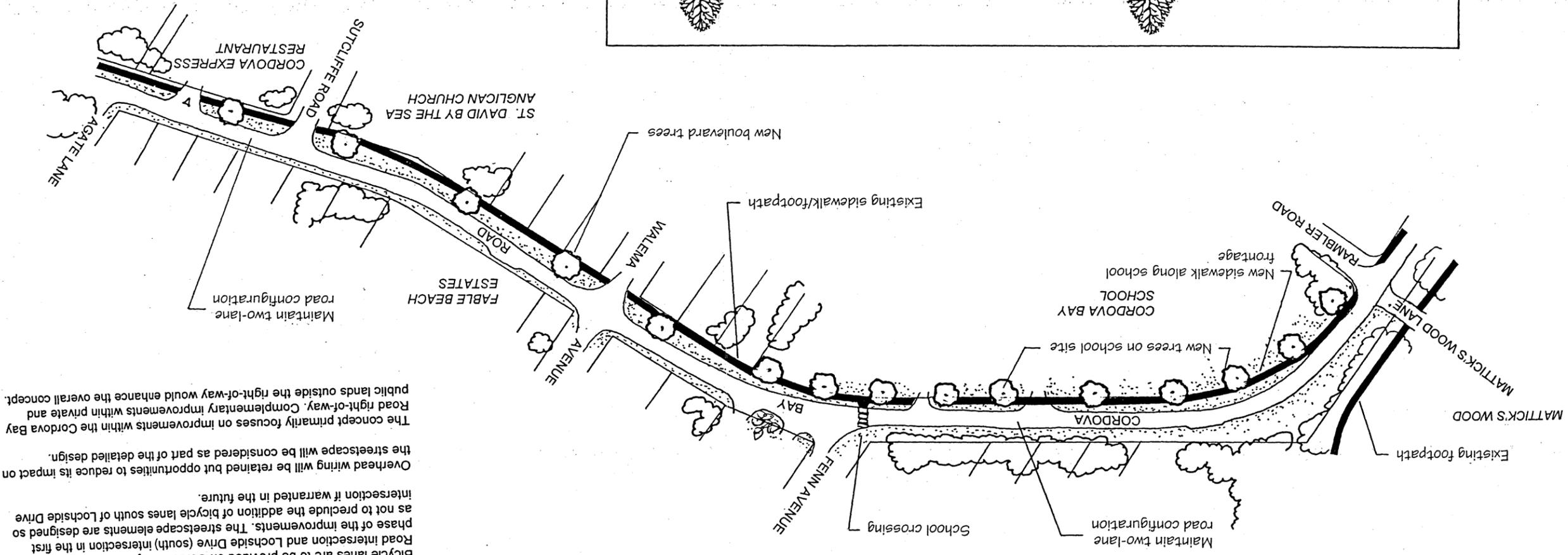
Crosswalk locations are to be confirmed based on a review of sight distance and other warrants.

Bus stop locations and design will be determined at the detailed design stage in consultation with BC Transit.

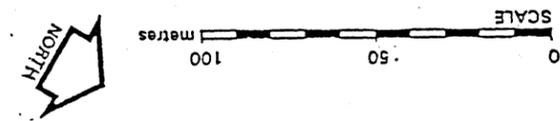
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Overhead wiring will be retained but opportunities to reduce its impact on the streetscape will be considered as part of the detailed design.

The concept primarily focuses on improvements within the Cordova Bay Road right-of-way. Complementary improvements within private and public lands outside the right-of-way would enhance the overall concept.



CORDOVA BAY ROAD STREETSCAPE
 ACTION PLAN
MODIFIED CONCEPT PLAN
 Rambler Road to Sutcliffe Road
 Planning Department
 June, 2000



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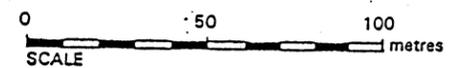
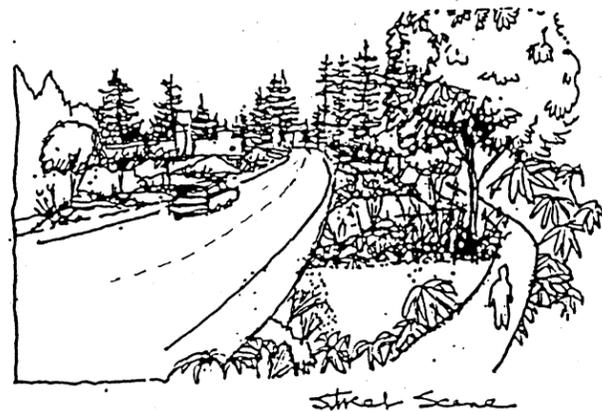
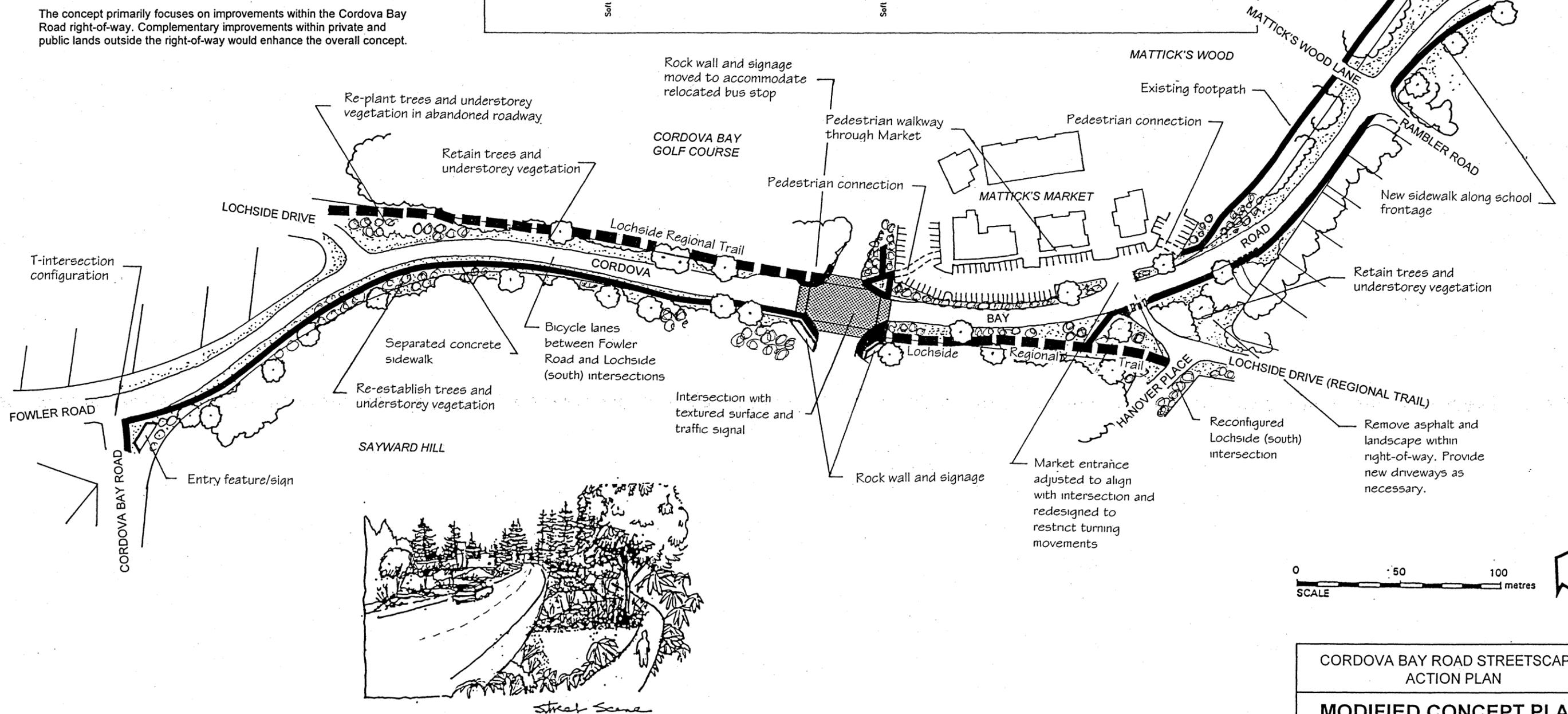
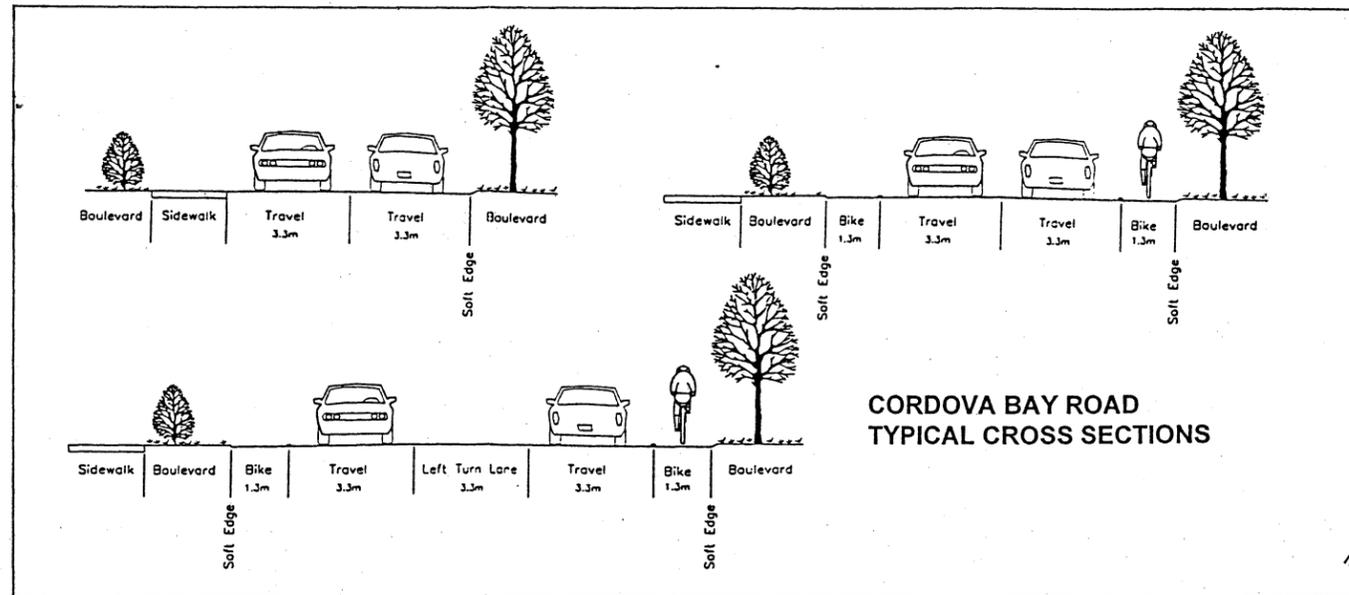
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CORDOVA BAY ROAD STREETScape ACTION PLAN

MODIFIED CONCEPT PLAN
Fowler Road to Rambler Road

Planning Department June, 2000

CORDOVA BAY ROAD STREETSCAPE ACTION PLAN
MODIFIED CONCEPT PLAN
Sutcliffe Road to Gloria Place
 Planning Department
 June, 2000



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