



BACKGROUND PAPER

Shelbourne Corridor

Introduction

The District of Saanich is undertaking a study of the Shelbourne Corridor area, entitled the Shelbourne Corridor Action Plan (SCAP). The study area is defined as 500 metres adjoining Shelbourne Street from Hillside Centre to Feltham Village. The District of Saanich's diagram illustrating the Shelbourne Corridor Action Plan Study Area is appended.

The terms of reference for this study are still under development, however the following purpose has been stated:

"The purpose is to create a comprehensive vision and plan for the Corridor. It will focus on the link between land use, mobility and the creation of a more balanced transportation system ...".¹

This background paper has been prepared by the Mount Tolmie Community Association (MTCA) to provide a consolidation of information available through various official sources about population, land use and traffic in the Shelbourne Corridor.

Population

As there is not an accurate source of information about the population of the Shelbourne Corridor, MTCA has generated an estimate. The population of the various Census Tracts crossed by the Corridor was determined in the 2006 Census. By considering the housing pattern within each Tract, an estimate has been made of the Corridor's proportion of each Tract's population.

Estimate of Population – Shelbourne Corridor					
Census Tract	2006 Population			Estimates	
	Total	Age 65+		Proportion of Tract Population within the Corridor	Population in Corridor
		No.	% of Tract		
CT 123.02	3,126	685	22%	66%	2,063
CT 122.0	3,537	635	18%	66%	2,334
CT 124.0	4,666	1,235	26%	60%	2,800
CT 121.01	5,755	1,305	23%	20%	1,151
ST – 4 Tracts	17,084	3,860	23%		8,348
Saanich Total	108,265	19,135	18%		
% of Saanich	16%	20%			8%

Overall, it is estimated that there are about 8,350 people living in the Shelbourne Corridor. This is a substantial share of Saanich's population, about 8 percent.

¹ District of Saanich, Draft Terms of Reference, Shelbourne Corridor Action Plan, early May, 2009

Twenty-three percent of the population in the four Census Tracts surrounding the Corridor are seniors. This is a significantly greater proportion than the average in Saanich, 18 percent. It is likely that the proportion of seniors in the Corridor is even higher.

Land Use

The Shelbourne Corridor is essentially a 4 kilometre linear valley with Shelbourne Street running along the valley bottom. Near Hillside shopping centre the hills to the west and east of Shelbourne are quite slight, then they rise at the core of the Corridor near Cedar Hill X Road. Continuing to the north, the hills gradually decline, then re-emerge near Feltham Road.

The Corridor has been described as having an “area of influence” over a 500 metre buffer on both sides of Shelbourne Street. It is likely that topography, land use and transportation factors make the effect more variable. The Corridor probably influences the full 500 metres at three of the urban centres defined in Saanich’s Official Community Plan (Hillside Centre, Shelbourne Village Centre and University Centre). In the Feltham Village Centre area, the Corridor influence is probably more like 250 metres. Between Hillside and Shelbourne Village, the effected zone probably extends from Richmond Street to Cedar Hill Road.

The Corridor is generally a band of increased density and land use mix crossing a sea of low density houses. Commercial uses are limited to the four urban centres. Higher residential densities occur in 2-4 storey apartment-type buildings and in some clusters of row housing. The greatest nodal concentration of housing is in the Shelbourne Village area around Cedar Hill X Road.

MTCA has produced a list of the multiple-unit residential properties in the MTCA portion of the Corridor, and this is summarized below.

TYPES OF MULTI-FAMILY RESIDENTIAL UNITS BUILT IN MOUNT TOLMIE AREA 1960-2009					
	Bachelor	One BR	Two BR	Three BR	All Units
No. of Units	9	787	712	116	1,832
% of all Units	0%	43%	39%	6%	100%

There were 1,832 residential units created in multiple-unit buildings in the Mount Tolmie area since 1960. These are condominiums, apartments and rooms in congregate housing (the latter primarily for seniors). They are mainly one and two bedroom units (92 percent of all units), which are housing types usually occupied by individuals and couples, as opposed to families with children.

DISTRIBUTION OF MULTIPLE-UNIT RESIDENTIAL CONSTRUCTION IN THE MOUNT TOLMIE AREA - 1960-2009					
	SouthWest Sector	SouthEast Sector	NorthWest Sector	NorthEast Sector	MTCA Total
No. of Units	878	391	78	485	1,832
% of all Units	48%	21%	4%	26%	100%

Forty-eight percent of these units are in the SouthWest Sector, that is, southwest of the intersection of Shelbourne Street and Cedar Hill X Road. As another 21 percent of the units are Southeast of the intersection, nearly 70 percent of multiples in the MTCA area are south of Cedar Hill X Road. There are 563 multiples north of Cedar Hill X Road, mainly along Shelbourne Street and along McKenzie Street.

DISTRIBUTION OF MULTIPLE-UNIT RESIDENTIAL UNITS IN THE MOUNT TOLMIE AREA BY DECADE OF CONSTRUCTION						
	1960s	1970s	1980s	1990s	2000s	MTCA Total
No. of Units	401	546	354	205	326	1,832
% of all Units	22%	30%	19%	11%	18%	100%

These multiples are aging. The rate of construction has been lower in the last two decades than it was in the 1960-1980s, although it has been higher in the 2000s than it was in the 1990s. Fifty-two percent of the units are at or approaching 40 years of age, so they are nearing the expected life of these buildings.

The Shelbourne Corridor is a locus of services supporting the surrounding community. It contains stores, restaurants, medical and financial services and other forms of service which make it a convenient place for people, and particularly elderly people, to live.

An inventory of services conducted by MTCA found 169 services, including 2 primary schools, 3 churches, 5 grocery stores and 3 gas stations. The greatest number of services is medical – 46 doctors’, dentists’, chiropractors’, optometrists’, naturopaths’, massage therapists’, acupuncturists’ and physiotherapists’ office, as well as drug stores and medical labs. There are 24 other professional offices – lawyers, accountants, banks and financial advisors, as well as 30 retail stores ranging from large grocery stores to smaller specialty shops.

The number and variety of services must be recognized as remarkable, revealing a neighbourhood that is particularly well supplied with the range of supports that it requires and desires. The proximity of this array of services to the multi-unit residences is supportive of a modern, healthy community that is less dependent on private automobiles. This integrated node is well-suited for a population with higher proportions of elderly and students.

There is no other urban centre in the Victoria region with such an integration of services and medium density housing within a compact area.

The distribution of the various types of services among the four quadrants of the Shelbourne/Cedar Hill X intersection, is summarized in the following table.

Services in the Mount Tolmie Area					
	NorthEast Sector Shelbourne /McKenzie/ Gordon Head Rd/ Cedar Hill X	NorthWest Sector Shelbourne/ McKenzie/ Cedar Hill Rd/ Cedar Hill X	SouthWest Sector Shelbourne/ Cedar Hill X/ Cedar Hill Rd/ Derby	SouthEast Sector Shelbourne/ Cedar Hill X /Richmond/ Cedar	Total MTCA Area
Retail (Grocery, convenience, specialty, gas stations)	10	2	5	13	30
Professional Services (banks, financial advisors, lawyers, accountants)	2	10		4	24
Medical Services (doctors, dentists, medical/dental labs, druggists)	4	36		6	46
Personal and other services (hair, grooming, travel, cleaners)	11	11	12	2	36
Dining (pubs, restaurants, fast food, coffee shops)	5	4	6	5	20
Offices	2	5	1		8
Schools	1		1		2
Churches	1		2		3
Sector Subtotals	36	68	31	34	169
Source: MTCA survey					

Transportation

Transportation arrangements in the Shelbourne Corridor are closely associated with land use and people's lifestyles and vocations. Gordon Head is a residential area whose residents reach their primary employment, shopping and entertainment/recreation areas by travelling south through the Corridor. Another major generator of movements within and through the Corridor is the University of Victoria.

In the busiest part of the Corridor between McKenzie and North Dairy, there are 23,000-27,000 vehicle movements daily², with slightly more traffic in the two southbound lanes than in the two northbound lanes. This is a greater traffic volume than is carried on other busy corridors within the Capital Region such as Esquimalt Road, Bay Street or Quadra Street. Shelbourne's traffic volume decreases by about one-half south of Hillside, indicating that substantial traffic enters and leaves the Corridor in the Hillside/Landsdowne area.

² Traffic information from Transportation Planning Section, Capital Regional District.

Daily Traffic Movements Along Selected Major Corridors (24 hrs)			
Date (all data gathered on Wednesdays)	Major Corridor	Daily Traffic Movements by Direction	
		Northbound (away from downtown)	Southbound (towards downtown)
6 Nov 07	Esquimalt Rd (East of Harbour Rd)	11,999	11,285
26 Sept 07	Craigflower (East of Admirals Rd)	7,300	7,334
21 Nov 07	Bay St (East of Tyee)	10,341	11,633
19 Oct 05	Gorge Rd (West of Harriet)	8,733	7,676
14 Nov 07	Quadra St (North of McKenzie)	11,225	9,660
24 Sept 06	Cook St (South of Bay St)	10,003	9,045
28 Nov 07	Shelbourne St (North of McKenzie St)	11,156	12,061
21 Nov 07	Shelbourne St (South of North Dairy Rd)	12,603	14,593
21 Nov 07	Shelbourne St (South of Bay St)	5,651	5,702

Source: Transportation Planning Section, Capital Regional District.

Most traffic in the Corridor is cars and small trucks. During the four-hour afternoon study periods 3,129 cars and small trucks exited from the southern end of the Corridor, and a similar number, 3,293 exited from the Corridor north of McKenzie. At the same time, 83 trucks exited from the two ends of the corridor, as did 94 buses and 122 bicycles.

TRAFFIC IN THE SHELBOURNE CORRIDOR WEEKDAY AFTERNOONS (2:30 – 6:30 pm)					
Location	Type of Traffic				Date
	Cars/Small Trucks	Trucks	Buses	Cyclists	
SOUTHBOUND (towards downtown Victoria)					
Shelbourne North of McKenzie	3,167	52	52	51	Tue., 11 Oct/05
Shelbourne South of North Dairy	3,129	32	46	64	Mon., 22 Sept/05
NORTHBOUND (away from downtown Victoria)					
Shelbourne South of North Dairy	2,838	34	22	n/a	Mon., 22 Sept/05
Shelbourne North of McKenzie	3,293	51	48	58	Tue., 11 Oct/05

Source: Transportation Planning Section, Capital Regional District.

An Illustration of Change – the Esquimalt Corridor

As Saanich considers changes to improve the Shelbourne Corridor, it might consider Esquimalt’s recent experience in making changes to its major transportation route.

Esquimalt Road is an important traffic corridor, bringing people from Victoria, Saanich and Oak Bay to the Capital Region’s largest single employer, CFB Esquimalt, and channeling vehicles from the various residential districts of Esquimalt to downtown Victoria.

In 2005 Esquimalt Road had two lanes in each direction and carried a weekday traffic volume outbound from Victoria of 6,276, and inbound towards Victoria of 7,503.³ Then, in 2006-2007 the City of Esquimalt carried out a program of improvement to Esquimalt Road in its downtown area, creating boulevard islands with attractive plantings, placing parking bays on either side of the road, and installing better pedestrian crossings. By 2007, traffic movements outbound from Victoria had declined about 6 percent to 5,901, and inbound traffic had dropped 21 percent to 5,885.⁴

There was less decline in the traffic on the section of Esquimalt Road closer to Victoria where no improvements were made. In 2005 traffic inbound to Victoria at Harbour Road was 11,679, and three years later it had declined 6 percent to 11,005.⁵ The outbound traffic in 2005 was 11,409, then declined 4 percent to 10,959 by 2008.⁶

The higher amount of traffic at the eastern end of Esquimalt Road reflects the demand generated by the new housing and commercial activity in the Songhees area, along Harbour Road and in Victoria West. The higher rate of decline in traffic volumes east of Lampson may be associated with the changes in downtown Esquimalt that made Esquimalt Road a less convenient commuting route. If this is correct, it is likely that the traffic that stopped using the Esquimalt corridor was diverted to other routes – such as Lampson, Craigflower and Admirals Road.

It will be important, as the Shelbourne Corridor Study proceeds, to understand the traffic implications of any proposed changes, both within the Corridor and along alternative routes,

July 3, 2009

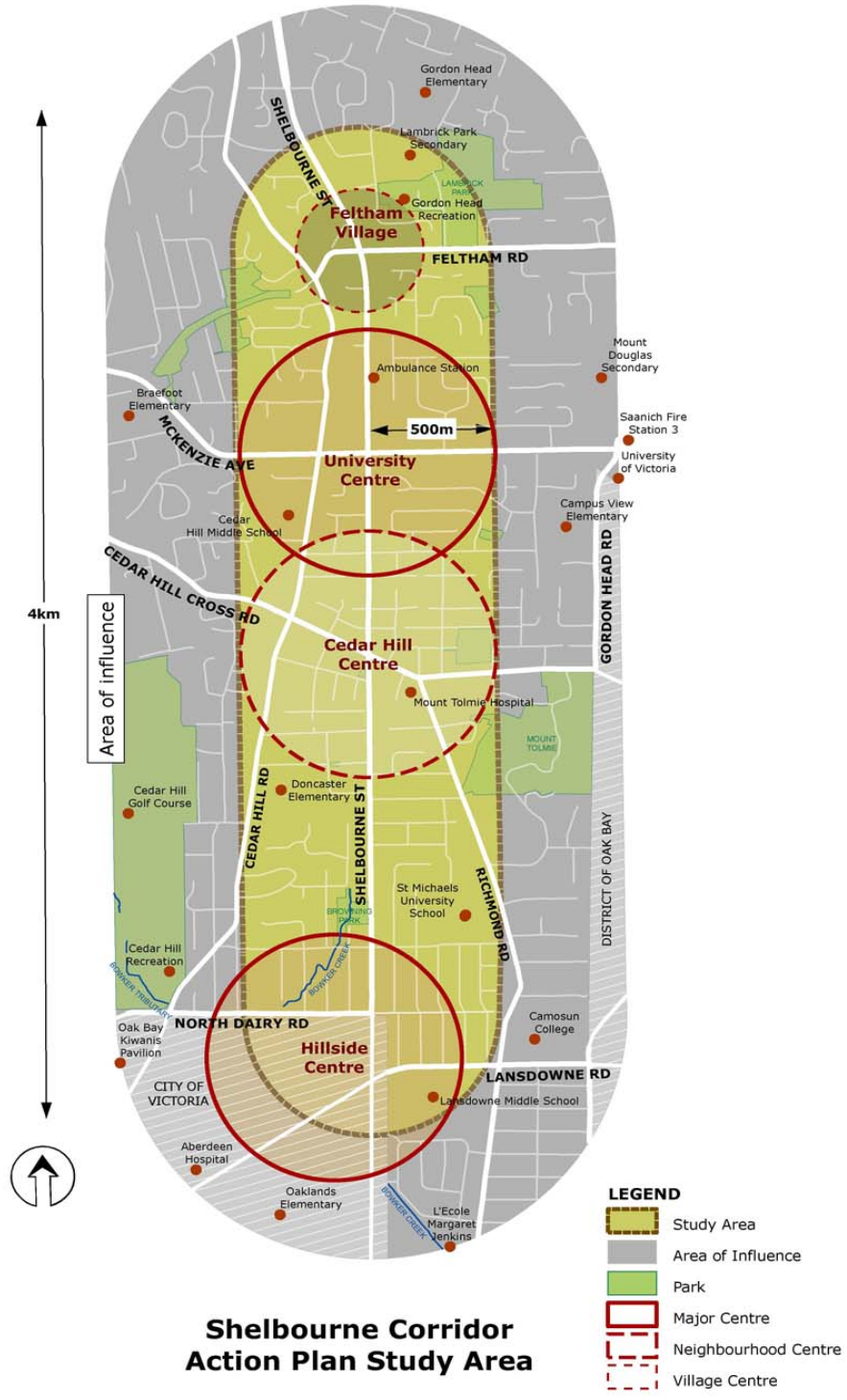
Peter Spurr/ps

³ These were the traffic volumes on Esquimalt Road East of Lampson Street, measured over three consecutive 24-hour weekday periods November 2-4, 2005, then averaged.

⁴ These were three-day averages at the same location, October 31-November 2, 2007.

⁵ These were the traffic volumes on Esquimalt Road East of Harbour Road, measured on Thursday, September 29th, 2005 and Thursday, January 17, 2008.

⁶ These movements were recorded at the same locations and dates as above.



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**Shelbourne Corridor
Action Plan Study Area**

- LEGEND**
- Study Area
 - Area of Influence
 - Park
 - Major Centre
 - Neighbourhood Centre
 - Village Centre

NOTES: The scale and extend of Centres and Villages will be determined through a separate planning process