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COMMUNITY-BASED PLANNING: THEORY & PRACTICE

Supervised Research Project
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Abstract / Résumé

Located within the District of Saanich in Greater Victoria, British Columbia, the Mount Tolmie–Camosun Community has not had an official planning document updated for its local area since 1998. With new development pressures and a new Action Plan seemingly superseding local plans for part of the community, the need for a community plan has never been greater. Partnering with two local community associations, the author has prepared a community-based planning document for the community to address issues of land use, environment, transportation, and more. This document, the Mount Tolmie–Camosun Community Plan, will provide the community with policy to help guide future development in the area's neighbourhoods. Highlights of the plan include redevelopment of a car-centric commercial centre to a walkable neighbourhood core, the restoration of a culverted formerly salmon-bearing creek, new parkland providing residents with natural space, and improved pedestrian and cycling infrastructure throughout. Analysis of the author's experience focuses on differences between the planning process in theory and in practice, as well as differences between officially-sanctioned and community-based plans. While no major differences between municipal and community visions were found, a disconnect between the local government's focus on long-term planning and the community's desire for short-term action was noted.

Situé dans le district de Saanich dans le Grand Victoria en Colombie-Britannique, la communauté Mount-Tolmie – Camosun n'a connu aucune mise à jour des documents officiels d'urbanisme pour leur secteur local depuis 1998. Avec de nouvelles pressions de développement et un nouveau Plan d'action qui semble supplanter les plans locaux pour une partie de la communauté, le besoin pour un plan communautaire n'a jamais été aussi important. Travaillant conjointement avec deux associations communautaires locales, l'auteur a préparé un document d'urbanisme basé sur les besoins de la communauté pour adresser les enjeux liés à l'occupation du territoire, l'environnement, le transport et plus. Ce document, le plan communautaire Mount-Tolmie–Camosun, offrira à la communauté des politiques pour aider à guider le développement futur des quartiers de ce secteur. Le plan comprend notamment le redéveloppement d'un centre commercial autocentrique vers un quartier central accueillant aux piétons, la remise en état d'un ruisseau à caniveau qui accueillait anciennement du saumon, des nouveaux parcs pour offrir aux résidents des espaces d'habitat naturel, et des infrastructures piétonnes et cyclistes améliorées à travers le territoire. Une analyse de l'expérience de l'auteur se concentre sur les différences entre les processus d'urbanisme en théorie et en pratique, ainsi que les différences entre les plans officiellement sanctionnés et les plans issus de la communauté. Bien qu'aucune différence majeure entre les visions municipales et communautaires ne soit ressortie, il est à noter que la planification à long terme du gouvernement ne concorde pas toujours avec le désir de la communauté pour des actions à court terme.

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Table of Contents

CHAPTER ONE

Introduction

Context

Located on the southeast tip of Vancouver Island, the District of Saanich is an idyllic suburban municipality in Greater Victoria. Saanich prides itself on environmental sustainability and its high quality of life. The District's 2008 Official Community Plan (OCP) is guided by its vision: "*Saanich is a sustainable community where a healthy natural environment is recognized as paramount for ensuring social well-being and economic vibrancy, for current and future generations*" (District of Saanich, 2008). While Saanich does not confront the same urban issues and concerns as the neighbouring City of Victoria, it does possess actively engaged citizens. This engagement contrasts with other suburban communities in the region that are more passive and reactive than Saanich's residents. In the political arena, Saanich leans centre-left, with representation from the Green Party at both federal and provincial levels. Citizens in Saanich report high levels of satisfaction with their local government, and 99% of respondents in a 2015 survey reporting a "good" or "very good" quality of life (Forum Research, 2015). Despite this, discontent with the municipality's planning efforts have boiled over in recent years with heated Council meetings and the 2014 ousting of Saanich's mayor of 18 years by a populist candidate with no elected experience (Saanich News, 2015; Cleverley, 2014). Up until 2013, Saanich Council meetings were largely quiet affairs with decisions reached by consensus and little disagreement. Much of the recent conflict in Saanich has stemmed from a perceived gap between official planning and community visions.

Saanich's OCP vision is expressed on a local level through 12 neighbourhood-level Local Area Plans (LAPs) that predate the latest OCP. These LAPs help translate the OCP's goals into community context-dependent policies and actions. The LAPs are formed with input from the local communities and reflect a diversity of interests across the District. The LAPs were intended to be updated following the adoption of the OCP in 2008. However, as of 2016, no LAP has been updated since 2007 with most LAPs having last gone through a comprehensive update between 1997 and 2003 (Hvozdanski, 2015). In addition, since 2008, Saanich has begun developing an additional level of plans for centres and corridors. These Centre/Corridor Plans focus specifically on projected high-growth areas in the District; some overlap with numerous Local Area Plans. The Centre/Corridor Plans lack the policy breadth covered by LAPs, focussing more specifically on land use, urban design, and transportation. While many of the LAPs are out-of-date and not reflective of the OCP's vision, they are still the primary tools used by Saanich in assessing development proposals for local areas outside of centres and corridors. This has created some tensions in Saanich neighbourhoods between residents, the municipality, and developers and development

proponents. There is uncertainty surrounding what is and is not permissible and which plans or policies are relevant. In some neighbourhoods, residents still value their LAP while the municipality considers it obsolete, and in other neighbourhoods the opposite may be true. For this reason, in 2014 the District of Saanich embarked on a Local Area Plan review process.

Saanich's Community Planning Department submitted its LAP work plan report to Council in September 2015 (Hvozdanski). This report outlined how future departmental work would be balanced between updating LAPs and developing new Centre/Corridor Plans. It also prioritized LAPs in Saanich for updates based on a set of five criteria: recent development activity, projected dwelling increase, age of existing plan, presence of designated villages (commercial centres), and coverage in Centre/Corridor Plans. Notably, this report recommended excluding two LAPs from a full update due to their coverage by a future Centre/Corridor Plan. However, limited staff and resources meant that the Community Planning Department was unable to efficiently provide updates on all twelve LAPs and develop five Centre and Corridor Plans in a reasonable timeframe. On September 14, 2015, Saanich Council rejected the proposed LAP work plan, in part due to resident opposition (District of Saanich, 2015). Concerns included: 1) the implementation timeline projected thirteen years to fulfill an update of ten LAPs, and 2) no comprehensive update was planned for the Shelbourne Local Area Plan.

The two LAPS that were not included in the work plan update prioritization were the Saanich Core LAP and the Shelbourne LAP. The former LAP would have been 99% covered by an upcoming Centre/Corridor Plan, while the Shelbourne LAP's area was 53% covered by the draft Shelbourne Valley Action Plan (SVAP), itself a Centre/Corridor Plan (see Map 2.3 in Chapter 4). For comparison's sake, the adjacent Quadra LAP was still recommended to undergo a full update despite 43% overlap with a Centre/Corridor Plan. Citizens who lived in the Shelbourne Local Area, especially those outside of the SVAP's jurisdiction, voiced concerns over their LAP's exclusion. They noted that while the Shelbourne Local Area had overlapping coverage with a Centre/Corridor Plan area (ranked eleventh out of all twelve LAPs for that criterion), it ranked high in the other four criteria:

- Recent Development Activity – 4th of 12 (4.6 development applications/km^2)
- Projected Dwelling Unit Increase – 3rd of 12 (2.37 dwelling units/ha by 2038)
- Age of Existing Plan – 2nd of 12 (1998)
- Presence of Villages – 1st of 12 (Four Villages, although these Villages are to be covered in detail by the SVAP.) (Hvozdanski, 2015).

Residents became concerned that updating the Shelbourne LAP was not seen as a high priority activity for Saanich. Despite Council's stated concerns regarding the length of planning timelines, no significant new resources have been allocated to Community Planning. As of December 2016, no new proposal for updating the LAPs has come to Council. Community groups proposed an alternative process: a community-led plan.

Project Proposal

A community-based plan for the area has been requested by community groups as an alternative to waiting for a renewed Community Planning work plan that may or may not include an update of the Shelbourne Local Area Plan. This project has been undertaken as part of a Supervised Research Project (SRP) for the School of Urban Planning at McGill University. I conducted the work on behalf of the two non-profit community associations in the Shelbourne Local Area: the Mount Tolmie Community Association and the Camosun Community Association. As a member of the Camosun Community Association, I had been aware of the need for an update plan for years. In September 2015, I proposed to the two community associations that I help them complete a plan as part of my SRP and fill the existing policy gap left by an out-of-date Shelbourne LAP. The community groups agreed to sponsor the project and the resulting plan is called the Mount Tolmie–Camosun Community Plan (MTCCP). This plan is distinct from the municipality's official LAP and the overlapping Shelbourne Valley Action Plan. The community associations are expecting to adopt the MTCCP as guiding policy for their respective organizations following the completion of the project. In addition, it is anticipated that the MTCCP will be presented to Saanich Council for endorsement in the future, though this phase is outside the scope of the SRP.

The primary component of this SRP was to draft the Community Plan for the community associations. A draft MTCCP, embedded as Chapter Four in this document, is a snapshot of the Plan in its development process. . A secondary, research-focused component of the SRP was to assess the effectiveness and function of community-based planning. This assessment and further considerations was drawn from the experience of drafting the MTCCP. Other chapters in this SRP include a literature review of community-based planning (Chapter Two), a discussion of the methods employed (Chapter Three), and lessons learned (Chapter Five). The MTCCP (Chapter Four) has some minor overlaps with Chapter Three to allow it to function as a standalone document.

CHAPTER TWO

Literature Review

This chapter outlines the academic context in which this SRP has been conducted. Such a context is needed to better understand the history and purpose of community-based planning. First, community-based planning and its emergence in advocacy planning are explored. From this, themes of analysis for the SRP are drawn out. Next, relevant similar planning processes in Canada and the USA are examined. Lastly, the state of grassroots community-based planning in Saanich is considered.

Community-based Planning in Theory

Advocacy Planning

Community-based planning is a form of local level planning, long-term or short-term, that puts emphasis on the community's role in the planning process (Kliewer, 2010). The principles underlying community-based planning are, in part, drawn from advocacy planning. Advocacy planning can be traced back to Paul Davidoff, who first recommended a new approach to planning in the 1960s (Checkoway, 1994). Davidoff (1965) suggested that the traditional rational-comprehensive approach to planning did not equitably meet the needs of all citizens. The rational approach, he argued, prescribed unitary and rigid measures in cities that did not effectively address holistic urban issues or respond to the needs of minority groups. Davidoff (1965) believed that the scope of planning needed to be expanded to include all elements of the urban experience. Since then, various approaches have attempted to bring advocacy into the forefront of planning. A specific approach that is rooted in advocacy planning is the participatory planning model. Sherry Arnstein (1969), in her ladder of citizen participation, first identified different models of participation from least participatory to most participatory. The form citizen participation most commonly practiced by jurisdictions throughout North America is public consultation that is an expected component of any project or proposal. Critics of participatory planning have argued that universal citizen participation does not equitably include all members of civic society (Fainstein, 2010). General public engagement, it has been argued, is unfairly biased towards those who have the means, time, and know-how to get involved. More selective and targeted engagement of marginalized groups has been one response to the shortcomings of blanket public engagement exercises (Forrester, 1999). Later, another approach stemming from advocacy planning was the communicative model, described by Patsy Healey (1992) as an attempt to further recognize competing viewpoints in the planning process and communicate these views amongst different stakeholders. The communicative model emphasizes bringing different stakeholders around the table, listening to different views, and formulating policy in an open process of collective deliberation.

These different methods are just a sample of some of the approaches used in an advocacy planning framework. Advocacy planners today value the needs of those in positions of reduced power, reduced means, and reduced civic voice (Brenner, Marcuse, & Mayer, 2012). As a method of working within advocacy planning, community-based planning is itself a broad set of tools and methods. While the wider theoretical concept of advocacy planning outlines the values that community advocacy planners pursue, the concept of community-based planning offers a practical approach for realizing advocacy goals. Factors propelling the rise in community-based planning are detailed below.

Factors

The first factor in community-based planning's emergence is the recognition of the importance of local neighbourhood planning. While metropolitan-level community-based planning does occur, it more commonly occurs on the neighbourhood level. Communities at a metropolitan-scale are harder to organize from the bottom-up and are more diverse than local neighbourhoods that may already be organized as distinct communities. Large-scale regional planning is still recognized as necessary by communities, but to achieve regional goals, planners must consider local contexts. In this way, local community-based planning is used to refine broader city-region objectives into tangible local actions (Hodge & Gordon, 2008). In such an approach, regional plans will set the vision for the city-region, but neighborhood-level communities will know best how to interpret and apply this vision at the local scale. This type of planning contrasts with earlier planning models that saw the city-region as a singular unit. Davidoff's recognition of the need for a diversity of options to address a diversity of contexts helped influence community-based planning's local focus.

Another factor that led to community-based planning was the reaction against the top-down planning institutions of the mid 20th century. Davidoff's call for recognition of more diverse contexts was accompanied by his call for the inclusion of community interest. The respect of citizens' perspectives in planning is derived from the participatory planning approach. Davidoff helped pave the way for greater acceptance of the value of citizen input (Checkoway, 1994). The emphasis on community participation did not necessarily shift agency in planning from the state to the citizen (see *Actors* section, below), but the community's interest was still greatly magnified. Both Davidoff's focus on the citizen and later participatory approaches' engagement strategies helped bring community interest into the spotlight for community-based planning.

A final factor in the rise of community-based planning is neoliberalism across North America. Since the 1970s, Brenner et al. (2012) observe that ubiquitous neoliberal policies have led to decreased government interest in large-scale planning. Increasingly, local jurisdictions are faced with greater service responsibilities and limited resources to achieve them (Kelly & Caputo, 2011). The 'downloading' of responsibility has had a trickle-down effect, from upper-tier governments to local governments to community groups (Fulbright-Anderson & Auspos, 2006). Downloading of responsibility to the community has not usually occurred in a formal sense. Instead, communities are being increasingly pushed into action by lack of public sector responsiveness. Both with and without the local government at the helm, communities are becoming more responsible for local planning initiatives (Gallent & Robinson, 2012). While Davidoff (1965) did not recognize this factor of community-based planning, he did warn of big government interests not valuing the lives of individual citizens. This foreshadowed the increasing burden on citizens in the absence of high level government planning.

As explained in this section, community-based planning has arisen out of a demand for more local planning and more recognition of the community's interest, as well as the decreasing capacity of many local municipalities to carry out local planning. These factors may appear almost contradictory, but an ad hoc mixture of desire for change from conventional rational planning and necessity in the face of neoliberalism have established the context in which community-based planning emerges. Community advocacy planning has had a direct influence on community-based planning in the former two factors, but the last factor was an unrelated circumstance that helped spark community-based planning movements (Kelly & Caputo, 2011).

Actors

Despite its moniker, community-based planning can be initiated by a spectrum of lead agents. Governments, community groups, individuals, and all actors in between may promote and guide community-based planning exercises (Kliewer, 2010). What defines the concept is its focus on community throughout the process. A range of stakeholders are engaged and involved in a typical community-based planning exercise (Hodge & Gordon, 2008, p. 286). Government-initiated community-based planning may occur when there is government will and resources to carry out elements of a planning process. The initial steps of such a process may involve the establishment of a stakeholder's committee made up of community members to help guide the process. By involving community members at the onset of the process, the local government ensures greater long-term community buy-in

(Fulbright-Anderson & Auspos, 2006). Community members may take the lead in some aspects of the planning process including the mobilization of participants, advertising, setting up of events, and even drafting of policy. With such community involvement, the municipality conserves its resources while providing the community with a more significant platform to express its views. This style of community-based planning rests in the higher rungs on Arnstein's (1969) ladder of citizen participation, namely in 'partnership' or, more rarely, 'delegated power'. This last form of citizen participation occurs only when the community has a final say in the planning process, but its ability to do so is derived from the established government. Government-initiated community-based planning exercises suffer the same challenges in engaging with marginalized members of the community as does participatory planning as a whole (Angotti, 2008). The stakeholders who are most able to participate in community planning initiatives are often those who are possess the most knowledge, power, income, and/or available time (Gallent & Robinson, 2012).

On the other end of spectrum is grassroots, or 'bottom-up', community-based planning. Grassroots planning is less a form of 'participatory' planning as it does not portray the community as *participating* in the planning process; rather, it sees the community *leading* the planning process. This form of community-based planning corresponds with the top rung on Arnstein's (1969) ladder: citizen control. Here, the community group or coalition initiates and carries out the planning process on its own, involving other stakeholders and the local government at its own discretion. The community's ability to enforce its own plan, however, may be compromised by the power structures and distribution of resources that enable municipalities to remain in control of urban development (Peterman, 2000). Despite this, broad support for a community-led community-based plan may result in official acceptance or endorsement of the plan (Fulbright-Anderson & Auspos, 2006). Grassroots planning will generally occur at the most local possible level. Difficulties in coordination and differences in context often hinder attempts at more widespread large-scale grassroots planning (Gallent & Robinson, 2012). Where there is a gap in political organization, however, regional scale bottom-up planning may still occur. Grassroots community-based planning, Peterman (2000) has suggested, may not be of any greater benefit than traditional planning to marginalized groups within existing communities. The bottom-up planning processes may continue to neglect the needs of the community's neediest citizens, and simply shift the power of planning control from organized local governments to organized community groups.

In these examples, the lead agent in the community-based planning process is different and an advocacy planner's role would also differ. In a government-initiated process, such a planner would attempt to engage with and include many community stakeholders, with an

emphasis on considering the needs of underprivileged groups (Checkoway, 1994). In a grassroots community-based planning process, the professional planner's role would be more hands-off, providing resources and information to the community groups when required. However, a planner may be contracted by a community group to carry out a community-led planning project when their skills are required. In addition, volunteer professional planners or others with necessary skills may be present in the community and be able to help lead grassroots planning efforts. A professional advocacy planner on the outside of a grassroots planning project could also work to forge relationships with the community and legitimize its efforts (Marcuse, 2009).

Themes of Analysis

In the assessment of developing a community plan as part of this SRP, two major themes are explored: 1) the planning process as outlined in theory and experienced in practice, and 2) grassroots planning versus officially-sanctioned planning. Each of these themes, which emerge from the literature, is used to frame my analysis and make sense of the community planning process used in developing the Mount Tolmie–Camosun Community Plan (MTCCP).

The first major theme of analysis is to consider how the planning process plays out in theory and in practice. The Canadian planning context is best described by Gerald Hodge and David L.A. Gordon in *Planning Canadian Communities* (2008). The planning process they describe is a path from values to objectives to actions, in a sense, a variation of the rational approach. It is not a clear and straight path and there are many curves and hurdles along the way. Hodge & Gordon explain how the process can be derailed by conflicting views and multiple stakeholders, but contend that most plans build a vision, draw out a series of objectives to reflect this vision, and define policies to meet these objectives (2008, p. 184). In addition, Hodge & Gordon emphasize the importance of considering community members' views and the difficulties associated with accommodating different interests. In such a way, the step-by-step approach described by Hodge & Gordon can be seen as a rational-comprehensive approach to community-based planning. Due to its broad and detailed instruction-like explanation of community planning, Hodge & Gordon's *Planning Canadian Communities* served as a guide in the developing the Mount Tolmie–Camosun Community Plan. Differences between the process described and process experienced are explored in Chapter Five.

The second theme of analysis is how grassroots planning differs from government-led planning. This analysis focusses on outcomes and how grassroots objectives may conflict with municipal objectives. New York City community planning advocate Tom Angotti (2008) explains that in his experience, bottom-up planning exercises have led to different visions that those expressed in City plans. This possible tension is explored in a suburban context by comparing MTCCP policies with District of Saanich policies. In addition to visions and objectives, this analysis examines planning horizons and how the planning timelines may differ between interest groups.

Community-based Planning Examples

Examples of different community-based planning exercises exist across the continent. To better understand community-based local area planning and the range of potential lead agents involved, a series of five examples is explored. These case studies, summarized below, cover planning processes at different scales and with different scopes. They served as sources to help guide the development of the Mount Tolmie–Camosun Community Plan.

New York City

The first case study of community-based planning is an example of grassroots planning that comes from New York City. Tom Angotti (2008) notes that plans in the early 21st century for the redevelopment of the Hudson rail yards were met with community opposition. These lands, featuring a new sports and events stadium, were to be the centrepiece of New York City's 2012 Olympics bid. As the official redevelopment plans were drawn up with minimal citizen participation, the Hell's Kitchen Neighborhood Association engaged with various stakeholders to produce concept plans of their own for the greater (Angotti, 2008). In 2005, the 2012 Summer Olympics were awarded to London and the Hudson stadium redevelopment plans were scrapped. Instead of abandoning any planning in the area, the City of New York issued a new plan for the area that incorporated elements from the grassroots neighbourhood plan. While there were still some aspects of the new plan that weren't accepted by residents, the community's initiative in producing alternative plans to be later adopted by the City was seen as successful. Angotti (2008) examined numerous grassroots community-based planning exercises in New York City and found different levels of success. Positive planning processes resulting in satisfied communities, he found, tended to correlate with powerful community groups able to forge meaningful relationships with different stakeholders and decision-makers. The power structures of community groups in the case of NYC seem to dictate the success of grassroots community-based planning in

much the same way that power structures dictate the success of planning in general. Despite these challenges, Angotti's findings in New York provide some of the best examples of community-initiated plans that have had an impact on how communities are developed.

Seattle

In the 1990s, the City of Seattle endorsed a planning program that carried out the development of 38 Neighborhood Plans over 4 years. This approach was ground-breaking in that Seattle directed the 38 individual neighbourhoods to develop their own plans with limited staff resources (Seattle Department of Neighborhoods, n.d.). The community plans varied wildly from neighbourhood to neighbourhood in terms of scope and detail. Each community was tasked to submit its own vision reflecting the diverse views and interests of community members. In 1999, the City approved all 38 plans with caveats. Every Neighborhood Plan was accompanied by a 'matrix' prepared by staff that outlined which action or policy could be implemented or endorsed. Substantial justification was given when a community-led activity could not be endorsed. These matrixes also outlined the priority, timeframe, cost estimate, and implementer for each action. In doing so, Seattle was able to allow for bottom-up local area planning while still maintaining its level of control in decision-making. This form of participation could be interpreted as 'delegated power' on Arnstein's (1969) ladder of civic participation. Seattle's neighbourhood planning program is commonly cited today as a model for community-based planning (Tinney, 2015). The rapid development of the plans in unison and the large number of citizens involved has not been replicated since.

Nanaimo

The City of Nanaimo's neighbourhood planning program closely resembles that of Saanich. In Nanaimo, the Official Community Plan sets the broad vision for the municipality, and the Neighbourhood Plans offer a series of policies in each community to help achieve this vision. The process to develop the Neighbourhood Plans was strictly government-initiated, but the community-based aspect of the process was cemented by the importance of community Steering Committees during each process (City of Nanaimo, n.d.;Tinney, 2015). These Committees would carry out much of the legwork on behalf of planners, reducing the amount of municipal commitment to the Neighbourhood Plan's development. Some difficulties in retaining stakeholders were experienced, but the overall process was considered a successful example of using the government-initiated community-based planning model. This model is largely endorsed in Saanich today, as highlighted in the Hvozdanski (2015)

report to Council. Little conflict has arisen amongst stakeholders in the Nanaimo planning process, possibly due to the largely suburban and homogenous nature of the City's communities.

Vancouver

The Grandview-Woodland Community Plan from Vancouver, BC, is another example of government-initiated community-based planning. This Community Plan was originally proposed by the local government of Vancouver, which established a Citizen's Assembly in 2013 to guide the plan (City of Vancouver, 2016). The Citizen's Assembly was in full control of the plan during its development stages, and decisions were reached by consensus using public input and expert advice. The degree of citizen control was limited as the City of Vancouver had final decision-making power meaning that the Citizen's Assembly was akin to a steering committee rather than a citizens' decision-making body. The Citizen's Assembly was made up of a range of stakeholders from the urban neighbourhood with broad and differing perspectives, which made the Community Plan's development arduous. Overall, the Assembly members found the process to be positive and the Assembly was successful in engaging with and incorporating views from the community at large. Eventually, however, the Community Plan was met with community resistance after the City of Vancouver tweaked some of the Assembly's recommendations in favour of policies better benefitting the private development community. The Plan was not supported in the end by the local Grandview-Woodlands Area Council (GWAC, 2016; Meuse, 2016). The use of a Citizen's Assembly to formulate an official Community Plan was unprecedented in Canada (City of Vancouver, 2016), but it may be considered a failed community-based planning attempt given that the citizen control aspects of the planning process were negleted.

Victoria

The last example to be explored is from the City of Victoria, neighbouring Saanich and the Mount Tolmie–Camosun Community. Victoria acts as the core for the city-region, and thus experiences greater development pressures than in the peripheral municipalities including Saanich (Litman, 2011). While recognizing that Victoria's need for up-to-date local area plans may be more important than in Saanich, the planning process is similar in both municipalities and the two share many stakeholders. On October 29, 2015, Victoria City Council received a report from the City's Director of Sustainable Planning and Community Development at its Planning and Land Use Committee Meeting. This report outlined how Victoria would conduct an accelerated update of ten of its twelve Neighbourhood Plans

(Tinney, 2015). While two Neighbourhood Plans had already been updated, the other ten would be reviewed and adopted over a 3-year schedule between 2016 and 2019. This timeline contrasted greatly with timeline proposed in a Saanich report one month earlier that had proposed 10 Local Area Plan updates over 13 years (Hvozdanski, 2015). Victoria's process was unique in that it proposed the co-creation of Neighbourhood Plans with local community groups. This cooperation would allow the municipality to devote fewer resources to each individual planning process over the course of the updates, allowing the communities to take charge and outline their objectives with minimal staff interference. The City's planning department would provide support during the visioning and final drafting stages. Communities with less capacity or interest to carry out the process would receive more support from the City. Those involved saw the accelerated co-creation model of community-based planning as a compromise between the desire for condensed timelines and the need to carry out comprehensive updates. This model also balanced the development community's desire for City-led planning and the neighbourhood associations' desire for community-led Planning (Tinney, 2015). The planning report cited Seattle and Nanaimo as inspirations for this model. The co-creation community-based model was adopted by Victoria and is now being used in updating three initial Neighbourhood Plans.

Grassroots Planning in Saanich

Saanich has a history of sporadic community planning and weak government engagement with grassroots planning. Such experiences provide a backdrop to the current development of a community-led planning process. Community mapping initiatives done in partnership with the local University of Victoria have been popular, but efforts at bottom-up planning are rare. One example of a grassroots planning exercise was the Gorge Tillicum Community Association's review of its official Local Area Plan. Noting that the LAP was insufficient in reflecting the community's interests in some areas, the community association carried out an engagement process and composed an addition to the LAP. After some minor changes, Saanich adopted the addition as an amendment to the Tillicum LAP. This amendment was well received in the municipality and by the community. At the time, the Gorge Tillicum Community Association was one of the more active community associations in Saanich and was fairly successful in mobilizing its residents (Rob Wickson, personal communication, September 2015).

Another Saanich grassroots initiative in recent years was undertaken by the Shelbourne Valley Walkability Group. The Shelbourne Valley Action Plan process, which has been underway since 2009, was initially referred to as the Shelbourne Corridor Action Plan. By

2010, some residents in the area were not content with having their neighbourhood referred to as a ‘corridor’, and they formed the Shelbourne Valley Walkability Group. This group spent several months meeting with other residents in the area and documenting the pedestrian environment throughout the Shelbourne Corridor study area. In May 2011, the Group published their report, titled *Creating a Walkable Shelbourne Community*. This report outlined issues and deficiencies in the area together with a list of proposed improvements. Saanich responded positively to this report and endorsed it in June 2011. Later that year, Saanich even changed the name of the Corridor Plan to the Shelbourne Valley Action Plan to better reflect the sense of community envisioned by residents. However, Council’s endorsement of the plan appears to be a symbolic gesture since proposed improvements suggested by the Walkability report have not be incorporated into any statutory plan or reflected in the municipality’s actions. How the report will influence the SVAP remains to be seen.

CHAPTER THREE

Methods

Process

The draft plan presented in this SRP is one step in the larger Mount Tolmie–Camosun Community Plan's development process. The Community Plan's process expands beyond the scope of this SRP both before and into the future. To provide a complete description, this section describes the entire planning process including work that took place prior to the SRP component.

The initial phase of the MTCCP process was a visioning exercise conducted by the two community associations, the Mount Tolmie Community Association and Camosun Community Association, in 2016. From February until April, a survey was conducted online for residents of the Mount Tolmie–Camosun Community. This survey was run using SurveyMonkey, an online survey and analysis platform. The survey focussed on broad visioning and priorities, with a few questions regarding planning context familiarity (see Appendix A). The survey was advertised by the two community associations through newsletters, emails, website updates, and social media posts. In addition, the local newspaper Saanich News ran an article covering the visioning survey. A total of 110 respondents participated, while 105 surveys were completed. Of all respondents, 88 identified themselves as residents of the Mount Tolmie–Camosun Community. The total number of participants is not a statistically significant representation of the area's total population of 11,935. A limitation of the survey may have been that it was conducted online and some residents do not have regular internet access or skills.

As part of the survey, participants were asked to rate different topics on a five-point Likert scale from "not important" (1) to "very important" (5). The top four most important topics and their weighted averages were Parks & Trails (4.54), Pedestrian Mobility (4.42), Natural Environment Preservation (4.37), and Land Use and Zoning (4.34). These results did not surprise the community associations as their long-term priorities were focused on walkability and parks with the intent to reduce automobile dependency in the area. The four lowest weighted topics were Heritage (3.45), Vehicular Mobility (3.45), Parking (3.57), and Urban Agriculture (3.66). There was little variation in the assessment of different topics' importance, with weighted averages ranging between 3.45 and 4.54.

In May 2016, the community associations hosted a workshop to further explore citizen priorities in the area. Survey respondents had been asked if they were interested in a workshop, and those who so indicated were invited to participate. Held at a local church in the centre of the community, the two-hour workshop attracted 12 participants. The first

portion of this workshop introduced participants to the findings of the visioning survey. Next, two breakout groups went over the top four topics identified in the survey and discussed possible policy responses or actions. Participants also had the opportunity to pinpoint issues or opportunities on a large map of the area. Finally, participants were asked to review the existing policies from the 1998 Shelbourne Local Area Plan and identify which policies were still relevant, which were obsolete, which were no longer valued, and what may be missing.

Following the community associations' visioning exercises, the MTCCP process moved into the analysis and drafting stages that correspond with this SRP. Over the summer of 2016, I carried out a review of best practices and analysis of survey/workshop feedback. This review weighed existing municipal policy against community feedback to assess needs and gaps. In doing so, different policy areas of the MTCCP were prioritized. Recognizing public support of the draft Shelbourne Valley Action Plan in addressing mobility and land use issues in the centres and corridors, policies from this Action Plan were incorporated into the MTCCP rather than conflict with it. New policy areas for the Community Plan focussed on pedestrian mobility and parks development outside of the SVAP area. In addition, Bowker Creek policy was integrated in the MTCCP after visioning exercise participants indicated a deficiency of focus in the existing Shelbourne LAP.

After the analysis stage, a first draft of the MTCCP was composed between August and November 2016. Sources of input considered were: existing relevant plans and policies, feedback from the community associations and their visioning exercises, and successful practices from planning experiences across North America. How different factors helped influence individual MTCCP policies is shown in Appendix B. The draft MTCCP's organization and layout are based on existing public plans in Saanich to help reduce confusion amongst readers already familiar with planning documents in the municipality. The process of developing the Plan was adapted from Hodge & Gordon's *Planning Canadian Communities* (2008).

Next Steps

The draft version of the MTCCP presented in Chapter 4 will go through further iterations before being finalized. An executive summary for the document will be written and incorporated prior to final approval. Content revisions will be made in January 207 after discussions with the partner community associations. Rather than picking apart individual policies, these discussions will concentrate on the high-level content of the Plan to ensure that the project is on the right track. Beginning in February 2017, a second round of public

consultation will be undertaken. This consultation will again occur in the form of a survey, and will request feedback on specific policies from the draft MTCCP. In particular, the second survey will aim to confirm whether the proposed policies help address the issues raised in first survey and will focus on specific proposed actions of interest to the community. New policies may be added and others may be dropped. The District of Saanich's Community Planning Department will be invited to participate in a review of the Plan as well. The Manager of Community Planning has been supportive of the communities' efforts and the MTCCP, while not requiring the Department's endorsement, will likely benefit from technical and practical comments provided by municipal planners. The community associations will be involved in a final review of the draft Plan in March 2017. Once reviewed, the associations can formally adopt the MTCCP and it will help the associations formulate responses when considering development proposals and guide policy positions. The community associations may then decide to refer the Plan to Saanich Council. While Council will not be able to adopt the MTCCP as a statutory plan, they may choose to endorse the Plan in the same way they have done with the Shelbourne Valley Walkability Group Report and the Capital Regional District's Bowker Creek Blueprint.

Plan Format

The format of the MTCCP presented in the next chapter will be modified before the second round of public consultation. Currently, the Plan exists as a Word document while content revisions are being made on an on-going basis. Its presentation format, however, will differ greatly from what is shown here. The MTCCP presented to the public will be drafted and organized to improve readability and comprehension using the publishing software Adobe InDesign. This will allow for a more user-friendly layout with graphics incorporated throughout. The format of the final document will include two text columns per page in either a portrait or landscape layout, depending on community preference. Therefore, some formatting of images and tables in the next chapter's draft Plan may appear awkward.

CHAPTER FOUR

Mount Tolmie–Camosun Community Plan (Draft)

Mount Tolmie–Camosun Community Plan

DRAFT as of JANUARY 9, 2016
Finalization subject to further work with
the Mount Tolmie Community Association
and Camosun Community Association

[TITLE PAGE]

We acknowledge that the lands discussed in this document are the traditional territories of the Coast Salish people, specifically the Lekwungen and WSÁNEĆ peoples.

This Plan has been prepared by Caleb Horn.

Adopted by:

Mount Tolmie Community Association [date 2017]

_____

Camosun Community Association [date 2017]

_____

Any future amendments to this Plan must be accepted by both the Mount Tolmie Community Association and Camosun Community Association or their successor organization(s).

Table of Contents

Plan Layout
Sections 1-2 provide the context of the Plan
Sections 3-7 comprise the Plan's vision and policies
Sections 8 offers a conclusion to the Plan

List of Figures

List of Tables

1.0 Introduction

1.1 Background

The Mount Tolmie–Camosun Community Plan (MTCCP) is a community initiative in the Mount Tolmie and Camosun Communities of the District of Saanich. This Community Plan is analogous to, and covers the same area as, the Shelbourne Local Area Plan. The MTCCP envisions the Mount Tolmie–Camosun Community twenty years in the future and recommends policies and actions to achieve this vision.

The District of Saanich adopted its Official Community Plan (OCP) in 2008. The OCP outlines the municipality's overall vision and general policies. Saanich is divided into 12 Local Areas, each guided by a Local Area Plan (LAP). All LAPs outline how OCP policies will be implemented in their respective Local Areas. Differences of focus and policy among the LAPs reflect the diversity of neighbourhoods within Saanich. The Shelbourne Local Area Plan, covering the Mount Tolmie and Camosun Communities, was adopted in 1998 and has received minor updates since then. The purpose of the MTCCP is to produce a community-focused update to the LAP reflecting the more recent Official Community Plan, newer relevant plans and policies, and current community interest.

The Mount Tolmie–Camosun Community Plan is a grassroots plan meant to integrate with existing municipal policies, but it is not an official municipal plan. While the Community Planning Department at the District of Saanich is aware of and supportive of this community initiative, the District has not been a proponent of the MTCCP's development.

The Community Planning Department is currently drafting a proposal to undertake a review of the municipality's LAPs. It is anticipated that the official Shelbourne LAP will be updated in the future. The community assocations recommend that the MTCCP influence and be incorporated into any new LAP.

MTCCP Policies:

The Mount Tolmie–Camosun Community Plan's policies are written with the District of Saanich as the lead agent. These policies may be easily adopted by the municipality. Recognizing that this is a community-based Plan, community groups or individuals may also take action where appropriate. The participating community associations will uphold these policies and encourage the municipality to consider them when necessary.

1.2 Public Involvement

Initial discussions within the Mount Tolmie and Camosun Community Associations on producing a Community Plan occurred in early 2015. Earlier conversations on reviewing or updating the Shelbourne LAP had taken place independently as far back as 2013.

Camosun Community Association member and University of McGill Master of Urban Planning student Caleb Horn began meeting with the Mount Tolmie and Camosun Community Associations in Fall 2015 to discuss the creation of a Community Plan. With support from the two community associations, Caleb agreed to engage in the planning initiative with direction from McGill's School or Urban Planning, Caleb

The first phase of public engagement was an online survey that took place from March 14th until April 15th, 2016. The survey was advertised by both community associations and was also covered in a story by the Saanich News that was distributed to Saanich residences on March 23rd. Over one hundred (105) surveys were filled out, with 88 participants identifying as residents of the area. An invitation to attend a workshop was sent to survey participants who indicated an interest in a follow-up event. On May 10th, 2016, twelve residents participated in a two-hour workshop where various topics were covered between two breakout groups.

A first draft of the MTCCP was presented to the community associations in November 2016 for initial feedback. Further consultation with residents will take place in February 2017.

2.0 Community Profile

2.1 Boundaries

The Mount Tolmie–Camosun Community and the Shelbourne Local Area share an equivalent area in the southeast of the District of Saanich. The community is approximately 415ha in area and is bounded by Cedar Hill Park & Golf Course, Derby Road, and Cedar Hill Road to the west, McKenzie Avenue to the north, the District of Oak Bay to the east, and the City of Victoria to the south (see Map 2.1). The southern portion of the community is known as the 'panhandle' as this section of Saanich extends between Victoria and Oak Bay.

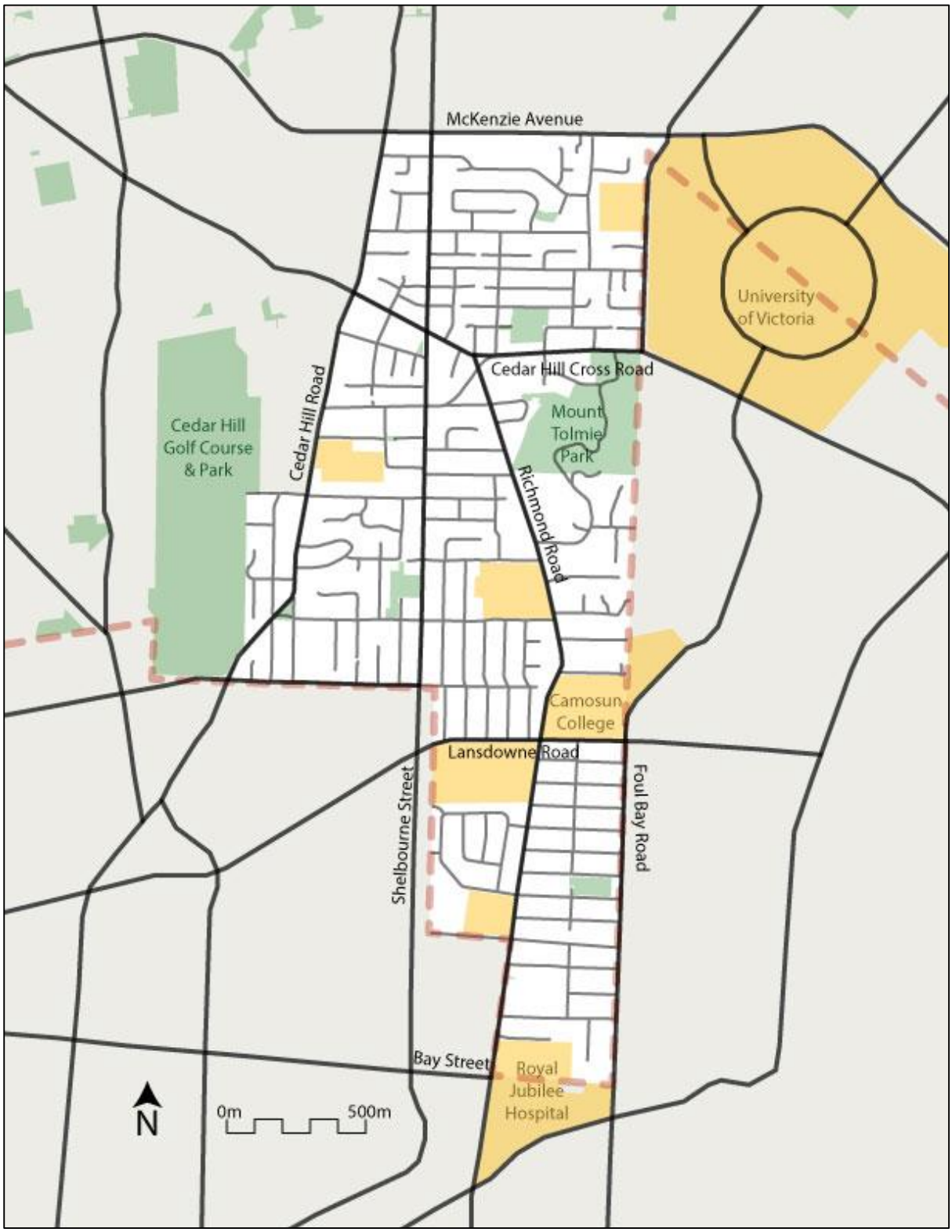
2.2 Planning Context

The Mount Tolmie–Camosun Community Plan covers the same areas as the Shelbourne Local Area Plan, which forms the local component of the District of Saanich's Official Community Plan (OCP). The OCP, in turn, supports the Capital Regional District's (CRD) Regional Growth Strategy (RGS, 2003/2016) through a Regional Context Statement. The RGS outlines how growth in Greater Victoria should be concentrated within the region's existing urban envelope, specifically in urban nodes and centres (see Map 2.2).

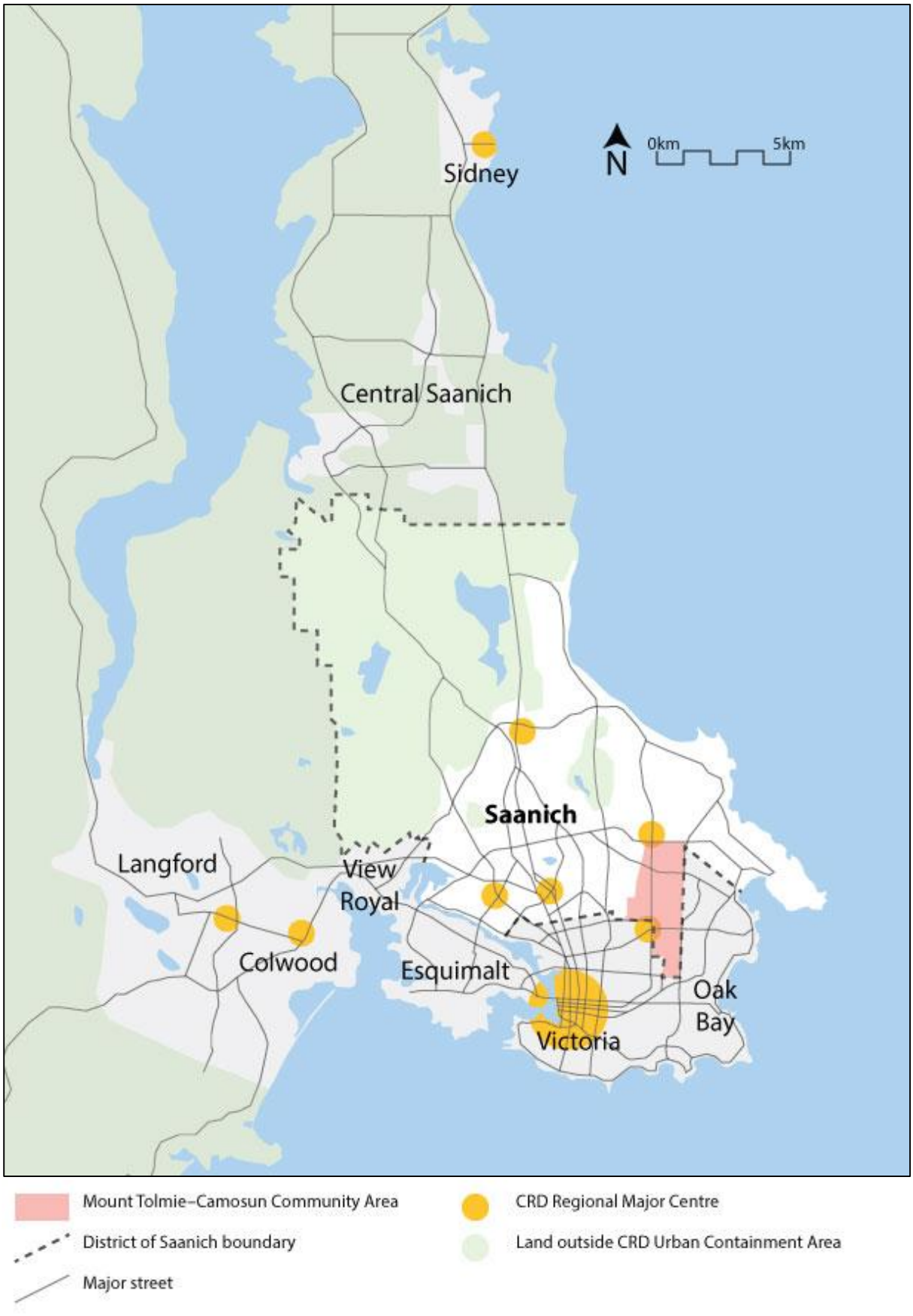
The Saanich OCP, which was adopted in 2008, focuses on three major pillars: environmental integrity, social well-being, and economic vibrancy. 'Environmental integrity' is the primary goal of the municipality, with a strong commitment to combat the causes and mitigate the impacts of climate change. Measures to do so include the enhancement of natural areas, an emphasis on sustainable development, and a provision of alternate modes of transportation. The pillar of 'social well-being' encourages a strong and diverse community while 'economic vibrancy' recommends a mix of businesses and services.

Two major centres and one neighbourhood centre identified in the OCP fall, or partially fall, within the boundaries of Mount Tolmie–Camosun Community. These "centres" are existing commercial and multi-family nodes where future development is anticipated to be focused. In the north, the University Centre straddles the community's northern limit along McKenzie Street at Shelbourne Street. At the southern edge of the community, the Hillside Centre is shared with the City of Victoria. Completely within Mount Tolmie–Camosun, the Cedar Hill Centre is the heart of the north-central part of the community around Shelbourne Street's intersection with Cedar Hill Cross Road. This neighbourhood centre is also named the Shelbourne Valley Centre in later documents, and will be referred to as such in this plan.

Map 2.1 Mount Tolmie – Camosun Community



Map 2.2 Regional Context



Since the Shelbourne LAP's adoption in 1998, numerous other relevant plans have been adopted in the municipality and region. In addition to the 2008 OCP, the most significant plan is the Shelbourne Valley Action Plan (SVAP). The SVAP is an action plan rather than a Local Area Plan, and is a more detailed framework for land use policy and transportation implementation along the Shelbourne Street corridor. The SVAP study area covers the north-central parts of the Mount Tolmie–Camosun Community and extends north into the Gordon Head Community (see Map 2.3). In addition to the distinct geographic extent of the SVAP, its policy scope is narrower than the Shelbourne LAP and this document (the MTCCP), focussing instead on land use, urban design, and mobility. The SVAP has been going through development at the District of Saanich since 2009 and is expected to be adopted by Saanich in 2017.

Other important planning documents that impact the Mount Tolmie–Camosun Community include the Saanich Urban Forest Strategy (2010), the CRD's Bowker Creek Blueprint (2011), the Shelbourne Valley Walkability Group Report (2011), the CRD Pedestrian & Cycling Master Plan (2011), the BC Transit Victoria Region Transit Future Plan (2011), Saanich's Pedestrian Priorities Implementation Plan (2012), and the Saanich Parks, Recreation & Culture Master Plan (2013). The MTCCP integrates recommendations from the SVAP and these various planning documents.

In addition to these official plans and policies, The Mount Tolmie–Camosun Community is influenced by policies of other institutions including the Camosun College Campus Plan (2005), Camosun College Transportation and Parking Management Plan (2009), the City of Victoria OCP (2012), the District of Oak Bay OCP (2014), the Royal Jubilee Hospital Master Campus Plan (2015), and the University of Victoria Campus Plan (2016).

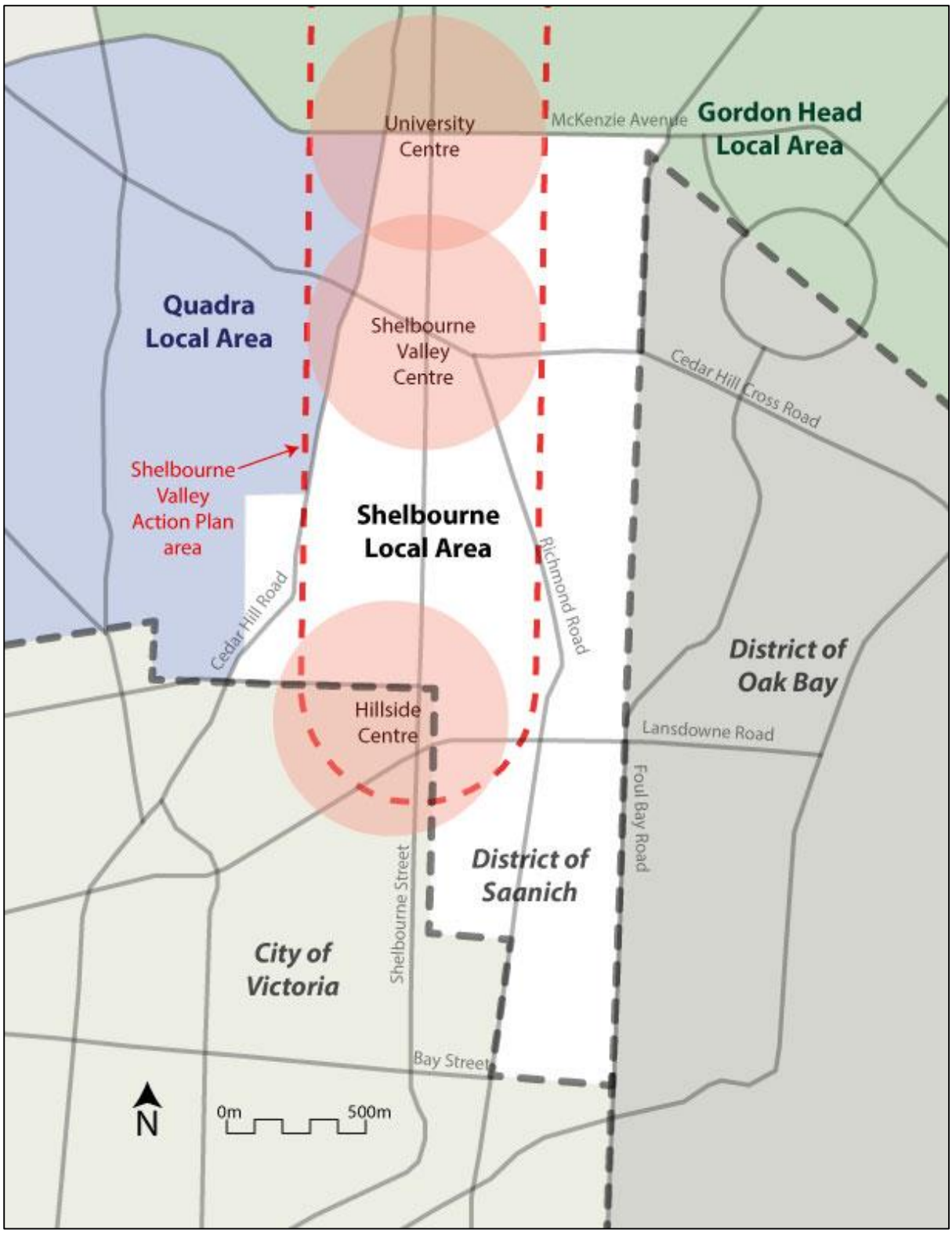
2.3 Physical Features

The Bowker Creek watershed dominates the geography of the Mount Tolmie–Camosun Community. The entirety of the area is drained by Bowker Creek, which flows roughly from north to south through the community. Bowker Creek is flanked on either side by steeper topography, with Mount Tolmie in the east and the lower slopes of Doncaster Rise to the west. This creates a distinctive physical environment in the Shelbourne Valley Centre. The southern slopes of Mount Tolmie fall gradually before giving way to the flat floodplains of Bowker Creek in the south (see Map 2.4).

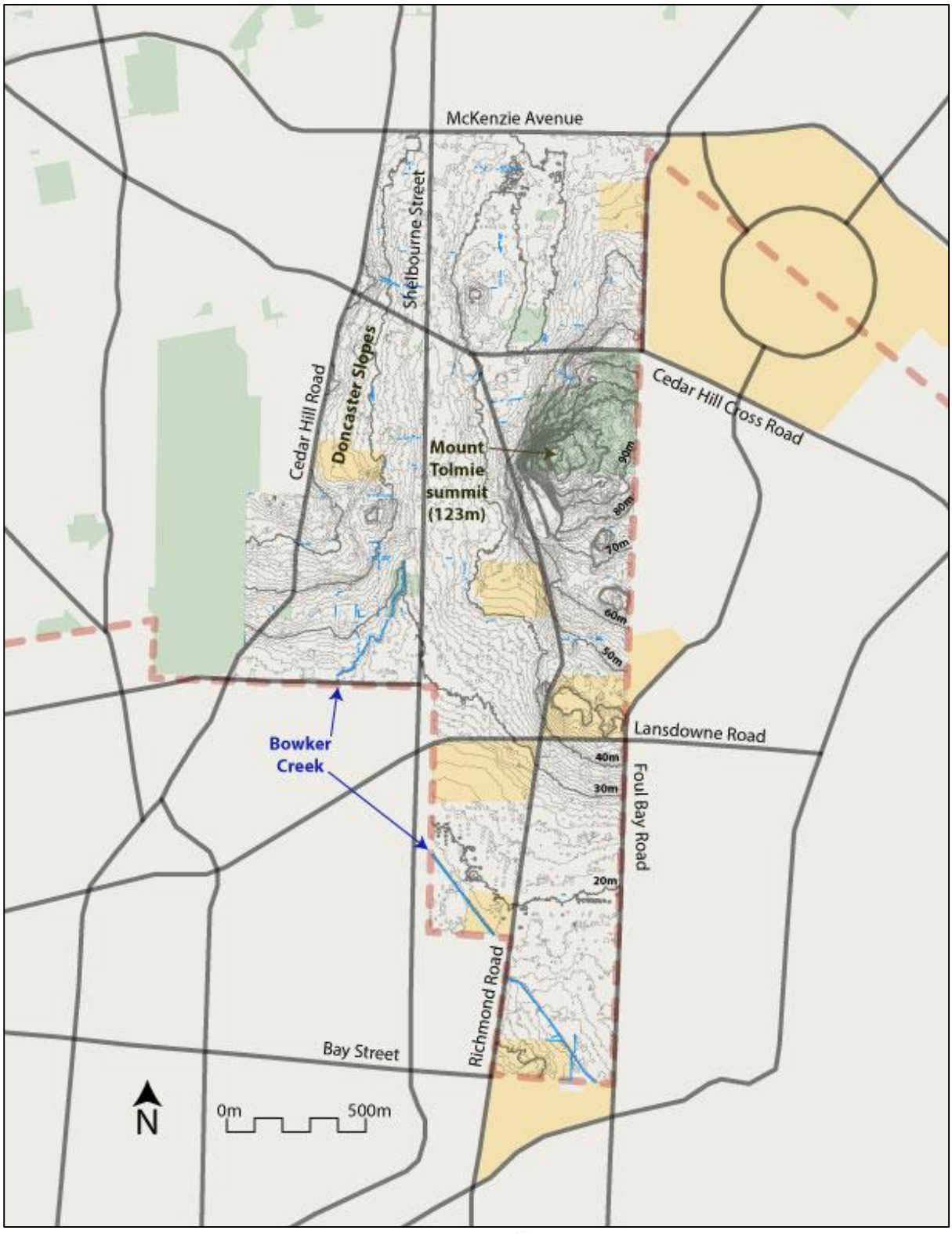
The dominant ecosystem in the Mount Tolmie–Camosun Community is that of Garry oak meadows. This Garry oak ecosystem would have been extensive prior to development in the area, but is now restricted to a few remaining pockets, most significantly in Mount Tolmie Park (see section 5.2). Prior to European colonization, a marshland habitat existed along

the southern edge of the community, where the Hillside Shopping Centre in the City of Victoria is now.

Map 2.3 Planning Areas



Map 2.4 Physical Topography



2.4 History

The area of the Mount Tolmie–Camosun Community has been inhabited by First Nations since time immemorial. The Lekwungen People resided in coastal areas nearby and would utilize the Bowker Creek (Thaywun: coho salmon stream) watershed for hunting, harvesting, and fishing. A Lekwungen trail followed the western edge of the Bowker Creek valley, roughly where Cedar Hill Road now exists.

European colonial interest in the area grew in the 19th century and lead to the founding of Fort Victoria by the Hudson's Bay Company in 1843, 3km to the southwest of the Mount Tolmie–Camosun Community. This fort grew into the City of Victoria and by the end of the century the fertile Bowker Creek valley had been developed for agricultural purposes. In the early 20th century, a streetcar ran along Richmond Street to the base of Mount Tolmie. The District of Saanich, made up of the northern rural areas adjacent to the City of Victoria including the Bowker Creek valley, was incorporated in 1906. Shelbourne Street was built through the centre of valley during WWI and was later dedicated as a memorial street to those who fought in the war. Bowker Creek was mostly culverted and the marshlands were drained. Lansdowne Field, between Shelbourne and Richmond Streets, was Greater Victoria's first airfield in the 1920s and part of its fields remains as the grounds of Lansdowne Middle School.

The area began transforming into a residential area in the mid-20th century, especially after WWII during the ensuing housing boom. The University of Victoria was founded in 1963 and development of its site, at the eastern edge of the community, helped further bolster growth in the area. Car-focused shopping plazas became the dominant commercial type in the area, anchored by a widened Shelbourne Street in the 1960s. In the last 40 years, the Mount Tolmie–Camosun Community's growth has slowed and its urban form has changed far less.

2.5 Demographics[1]

The population of the Mount Tolmie–Camosun Community was 11,935 in 2011, making up 10.9% of Saanich's total population of 109,752. This population represented a ten-year increase of 0.76% (the 2006 population was 11,844), compared to a growth rate of 4.30% in the Capital Regional District in the same time period. According to the Saanich-commissioned *Population Projections, Trend & Capacity Build-out Analysis*, the

[1] Demographic data is collected from the 2011 Census. Data relating to household income and commuting patterns comes from the 2011 National Household Survey (NHS), which was a voluntary survey. Non-response rate within the study area was 27.94% compared to 21.40% within Saanich and 26.10% province-wide.

municipality's population is projected to increase by 13,000 new residents by 2036 in a moderate growth scenario (District of Saanich, 2013, pg. 49).

In 2011, 19.56% of Mount Tolmie–Camosun Community's population was aged 65 years or older, compared to 18.26% in the municipality. Likewise, 12.15% of the community was under 15 years old, compared to 13.70% Saanich-wide. Those who spoke a language other than English or French most often at home made up 9.30% of the community, compared to 4.67% in the CRD.

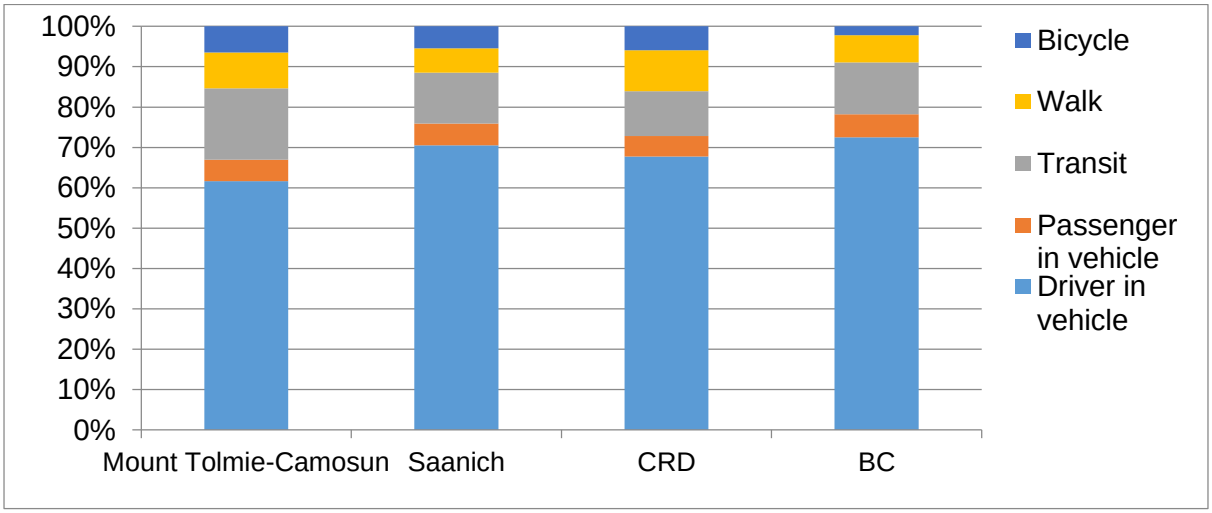
There were 2.23 people per occupied dwelling in the community, while Saanich's average was 2.42. Mount Tolmie–Camosun had a population density of 2,815 per km^2 and 1,264 occupied dwellings per km^2.

Median household total income in the Mount Tolmie–Camosun Community was recorded at $56,544.45. By comparison, Saanich's median household total income was $68,393.00 and the CRD's was $60,796.00.

Of the Mount Tolmie–Camosun Community's commuting population, 60.25% commuted as a private vehicle driver, 5.16% commuted as a private vehicle passenger, 17.26% commuted by public transit, 8.71% walked, and 6.32% cycled. As shown in Chart 2.1 below, commuters in the community tended to use active and public transportation options more than in the municipality overall.

This data suggests that residents in Mount Tolmie–Camosun are older than elsewhere in Saanich, that more residents speak languages other than English or French at home, and that fewer individuals lived in the average dwelling. In addition, median household income and private vehicle commuting mode share were below average.

Chart 2.1 Commuting Mode Share

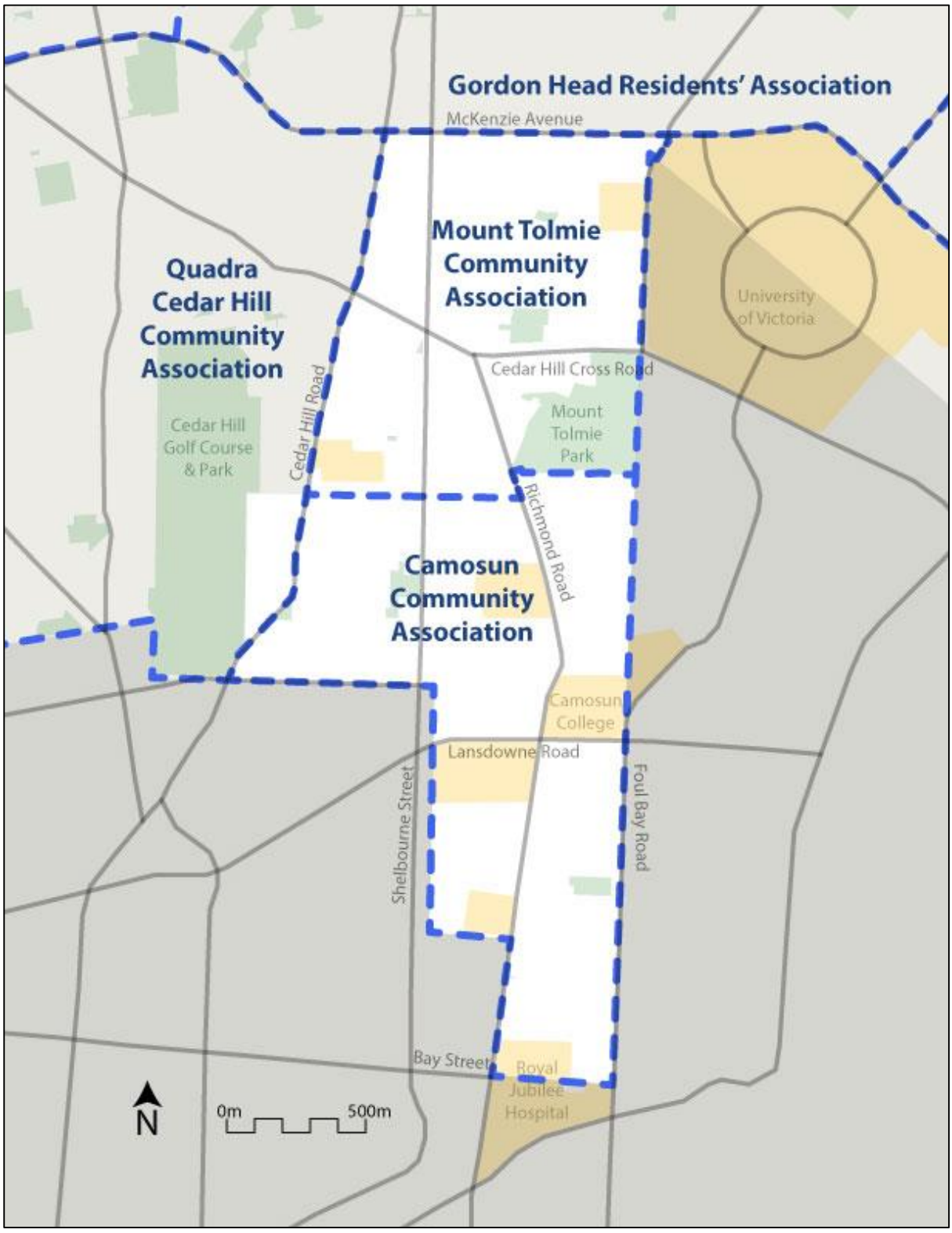


2.6 Community Organization

The area of the Mount Tolmie–Camosun Community is largely shared between the two community associations, the Mount Tolmie Community Association (MTCA) and Camosun Community Association (CCA), as shown in Map 2.5. The MTCA represents the residents in the north of the area, and was organized in 1995. In the south, the CCA was incorporated in 1997. The areas of both community associations were expanded in 2009 to include areas west of Shelbourne Street not previously represented by a community association. A small portion of the area, to the west of Cedar Hill Road, is represented by the Quadra Cedar Hill Community Association. These community associations are recognized by the District of Saanich and rely on a combination of membership dues and municipal operating grants.

The Shelbourne Community Kitchen is a community initiative located in the Mount Tolmie–Camosun Community and was created as a partnership between the two community associations and three local faith-based organizations. Other organizations specific to the area include the Friends of Bowker Creek and the Mount Tolmie Conservancy Association.

Map 2.5 Community Associations



3.0 Community Vision

The community vision, below, summarizes how the Mount Tolmie – Camosun will appear in twenty years. Components of this vision are explored in detail in sections 4-7 of this plan. The vision encompasses both the general character and role of the area within the region and specific elements related to growth, residential and commercial areas, natural amenities, climate change, and mobility. The vision is also expressed conceptually in Map 3.1.

Vision:

The Mount Tolmie–Camosun Community in 2036 will support a diverse and resilient population. Young families, seniors, and individuals of all ages will reside in the community and be well supported by services and facilities. A community centre will anchor the area and provide a focal point for community services. Commercial zones including retail services and office spacee will continue to develop in the urban centres. The Shelbourne Valley Centre will prosper as a walkable and community-oriented centre.

The residential character of much of the community will be retained. Residential growth will be concentrated in the nodes of University Centre, Shelbourne Valley Centre, and Hillside Centre, as well as along the Shelbourne Street corridor. A range of housing styles will transition into the adjacent neighbourhoods, characterized by their detached dwelling built form. Limited growth will also occur in the residential neighbourhoods and along the Richmond Street corridor south of Lansdowne. Duplex housing, secondary suites, and infill housing will be supported where appropriate. Small pockets of local retail services will be retained, and expanded adjacent to Allenby Street and Foul Bay Road to provide more services within walking distance to residences.

Bowker Creek will serve as an identifying feature of the community. Above-ground sections of the creek will be restored and efforts will be made to daylight its culverted sections. A greenway will develop along the creek's length and tie together natural areas through the community. Natural ecosystems in the area will be preserved and enhanced with special attention given to manage the Garry oak ecosystems present in Mount Tolmie Park. Neighbourhood parks will be developed to meet the community's needs, and new parks will serve growing areas such as the Shelbourne Valley Centre. New parkland in the south of the community will include the BC Hydro lands and currently undeveloped lands alongside Bowker Creek.

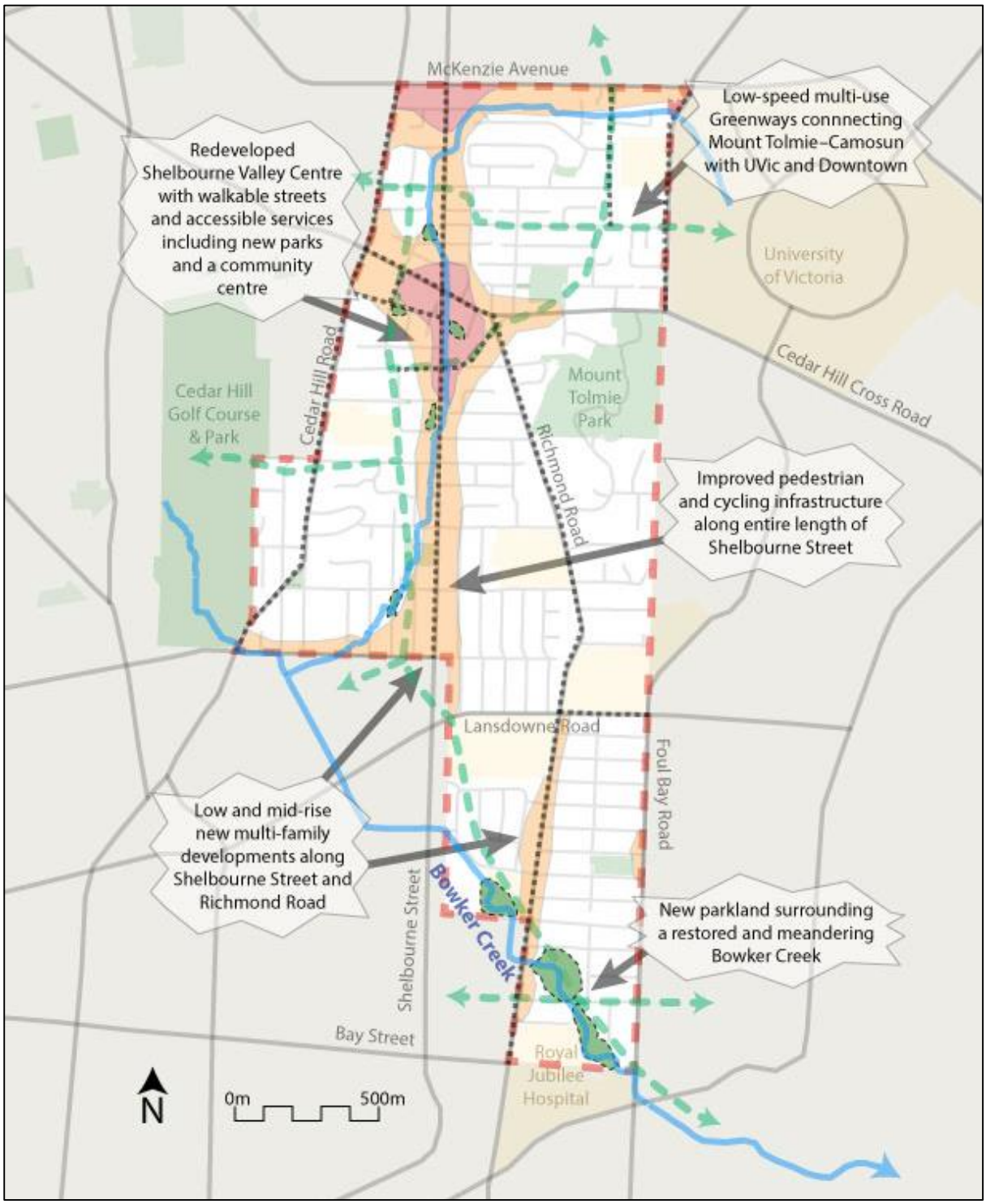
The growth and expansion of institutions such as the University of Victoria, Camosun College, Royal Jubilee Hospital, and St. Michael's University School will respect the neighbouring built environment. The former Richmond Elementary School site will retain its status as a community amenity with at least 50% of its area preserved in the public domain.

Mount Tolmie–Camosun will uphold Saanich's sustainability goals and act as a resilient community in the face of climate change. Efforts to combat the effects of climate change will include ecologically-friendly building design standards and expanded non-vehicular transport options. Surface water runoff will be minimized through the use of pervious surfaces wherever possible. Urban forest canopy cover will be increased to offset carbon emissions in the community.

The pedestrian environment in the Mount Tolmie–Camosun Community will be enhanced with better sidewalk infrastructure along major and collector streets, and in proximity to schools. New pedestrian crossings will improve connectivity throughout the neighbourhoods and help encourage a more walkable community. Cycling usage will continue to rise with new cycling infrastructure connecting to UVic and Downtown Victoria. A functional and integrated bicycle network will provide bicycle users with safe and efficient transportation options. Bicycle lanes will run along the major roads and separated cycle tracks will be developed along Shelbourne Street. This street will also maintain its status as the main north-south artery, with traffic levels on nearby streets remaining stable or lowering. Traffic calming measures will be implemented on residential streets to lower vehicle speeds and emphasize resident safety. Frequent transit routes will operate along Shelboune Street, Lansdowne Road, and Foul Bay Road, with a new rapid transit priority corridor developed along McKenzie Avenue.

The community's organizations, including the MTCA and CCA, will be supported by the District of Saanich as vibrant neighbourhood groups. Grassroots projects addressing food security, habitat restoration, housing needs, and more will be encouraged. A Community Development Fund will be considered to help implement the priority projects around the community. These projects will ensure the District's commitment to realizing its vision of environmental integrity, social well-being, and economic vibrancy for all its communities, as outlined in the Saanich Official Community Plan (2008).

Map 3.1 Conceptual Vision



4.0 Built Environment

The Mount Tolmie–Camosun Community is a built-up and mainly residential area in Greater Victoria. At the time of the 2011 Census, 5,538 occupied dwellings were recorded in the community. Of those, 2,136 (39.87%) were identified as single family dwellings (SFDs). This compares to 50.25% of occupied dwellings being SFDs in Saanich overall[2]. Other occupied dwelling types in the community, as a percentage of total occupied dwellings, include multi-family buildings under five storeys (36.30%), semi-detached dwellings[3] (17.26%), and townhouses (3.92%). Multi-family buildings are found throughout the community, but are more concentrated in the north along the Shelbourne Street corridor (see Map 4.1).

Commercial buildings are not as prominent in the Mount Tolmie–Camosun Community as residential types. They are largely clustered in the three centres: University Centre, Shelbourne Valley Centre, and Hillside Centre. Commercial activities are heavily focused on retail services. Some office space is also present in the three centres, comprising an estimated 20,000m^2 in floor space in 2013[4] (see Table 4.1). The commercial buildings in the community are generally between one and three storeys. Surface parking spaces make up large portions of commercial properties. The primary shopping centres for area residents are the University Heights Shopping Centre just north of the community, the Hillside Shopping Centre just south of the community, and Shelbourne Plaza in Shelbourne Valley Centre. Two smaller shopping centres in the community are Shelbourne Village Square and Cedar Hill Mall.

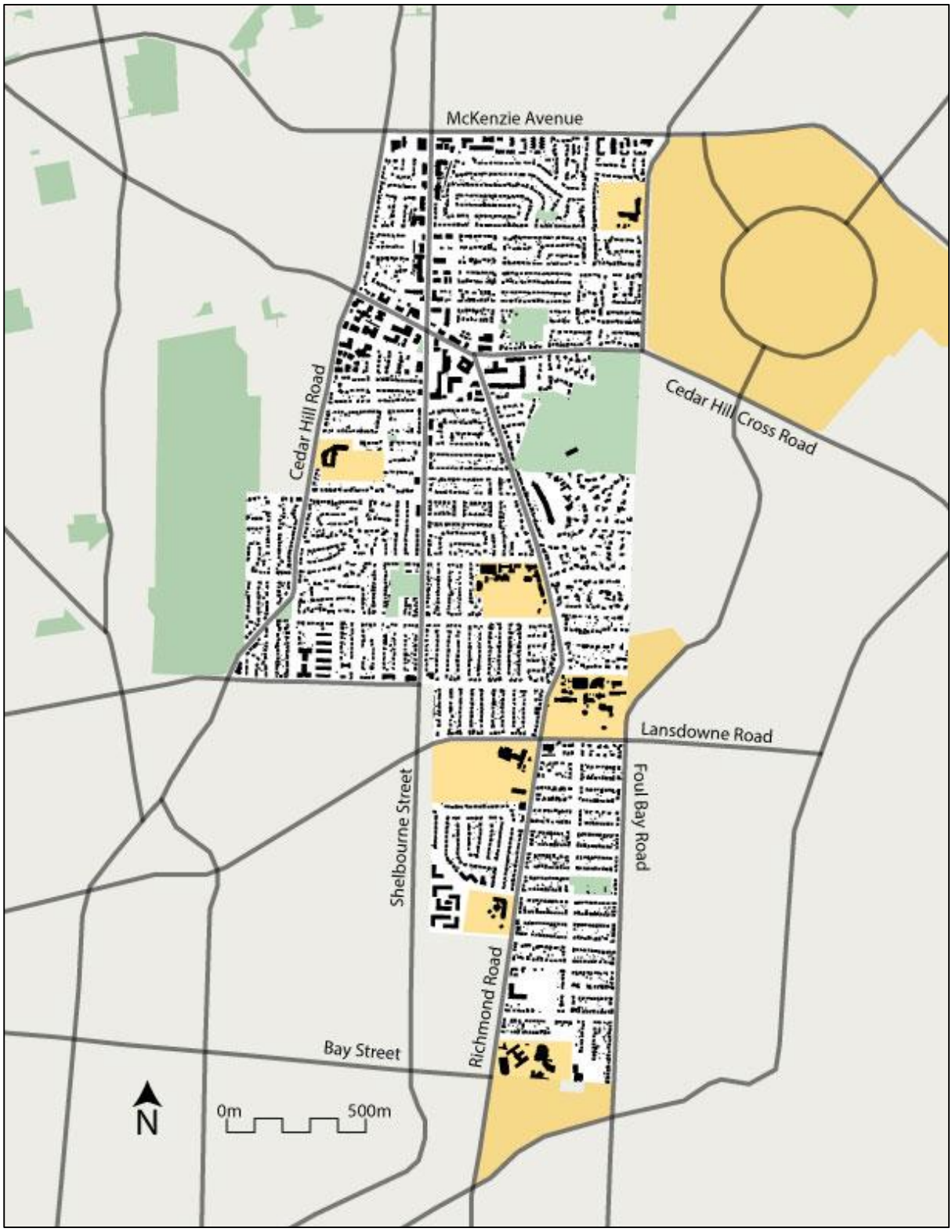
Table 4.1 Commercial Floor Area[5]

Urban Centre	*Retail floor area (m2)*	*Office area (m2)*
Hillside Centre*	44,222	9,104
University Centre*	28,243	10,126
Shelbourne Valley Centre	11,148	1,579
TOTAL	**83,613**	**20,809**

**only partially located within the Mount Tolmie–Camosun Community*

2 These percentages reflect the ratio of dwelling units, not independent buildings.
3 This includes dwellings identified as duplex apartments.
4 This includes office space in portions of the centres outside of the community.
5 Data adapted from *Population Projections, Trend & Capacity Build-out Analysis* (2013)

Map 4.1 Existing Buildings



The Mount Tolmie–Camosun Community contains 38 different land use zoning designations. These zoning designations can be grouped into three categories: residential, commercial / mixed use, and institutional / parkland. These categories can be further divided into 17 subcategories, as shown in Map 4.2. Currently 65.45% of the community's zoned area is designated for single family dwellings[6] (see Table 4.2). Commercial and mixed-use zones make up only 3.86% of the zoned land area.

Table 4.2 Zoning Designations

Category	*% of Land Area*	*Zoning Designation*	*Hectares*	*% of Land Area*
Residential	77.40%	Single Family Dwelling	271.75	65.45%
		Apartment	27.01	6.51%
		Duplex	10.49	2.53%
		Mixed Residential	4.13	0.99%
		Residential Personal Care	1.28	0.31%
		Attached Housing	6.72	1.62%
Commercial / Mixed Use	3.86%	Local Commercial	0.43	0.10%
		General Commercial	6.94	1.67%
		Shopping Centre	3.96	0.95%
		Office & Apartment	3.55	0.86%
		Gas Station	0.99	0.24%
		Neighbourhood Pub	0.17	0.04%
Institutional / Parkland	18.73%	Public School	23.19	5.59%
		General Institutional	21.33	5.14%
		Utility	1.46	0.35%
		Hospital	6.09	1.47%
		Park	25.71	6.19%

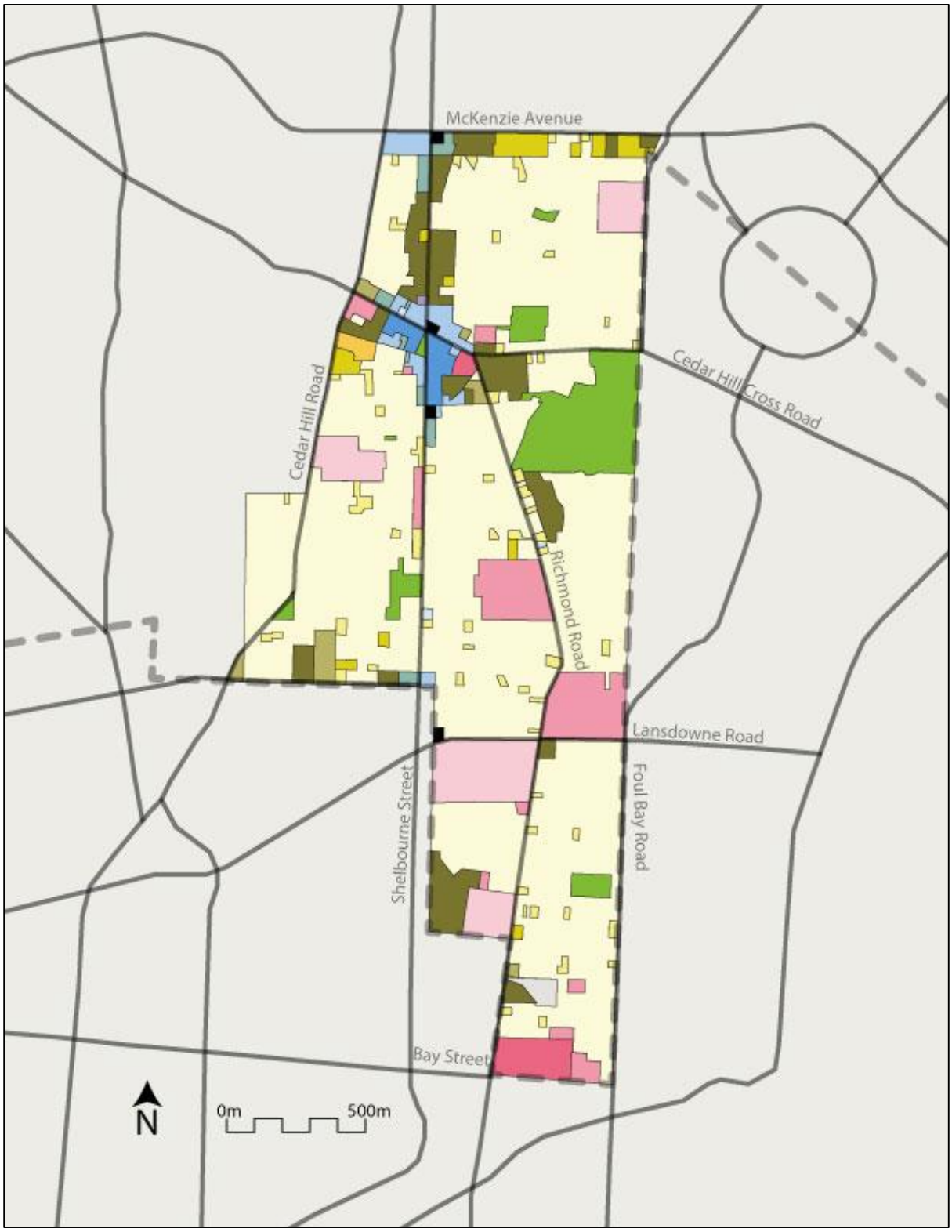
Institutional lands both in and adjacent to the Mount Tolmie–Camosun Community play a key role in the community's vibrancy. Major institutions act as destinations for citizens from both inside and outside the community (see Map 4.3). At the southern edge of the area, the Royal Jubilee Hospital straddles the border with the City of Victoria and serves as a regional hospital for the urban core of Greater Victoria. The Mount Tolmie Hospital provides residential care in the Shelbourne Valley Centre. Vancouver Island's largest postsecondary institution, the University of Victoria (UVic), is located on the northeastern edge of the community and is a major regional destination. Camosun College's Lansdowne Campus is Greater Victoria's chief preparatory community college and is located at the heart of the Camosun Community. A private partial boarding school, Saint Michaels University School

6 This is a percentage of all zoned areas and does not take into account road rights-of-way.

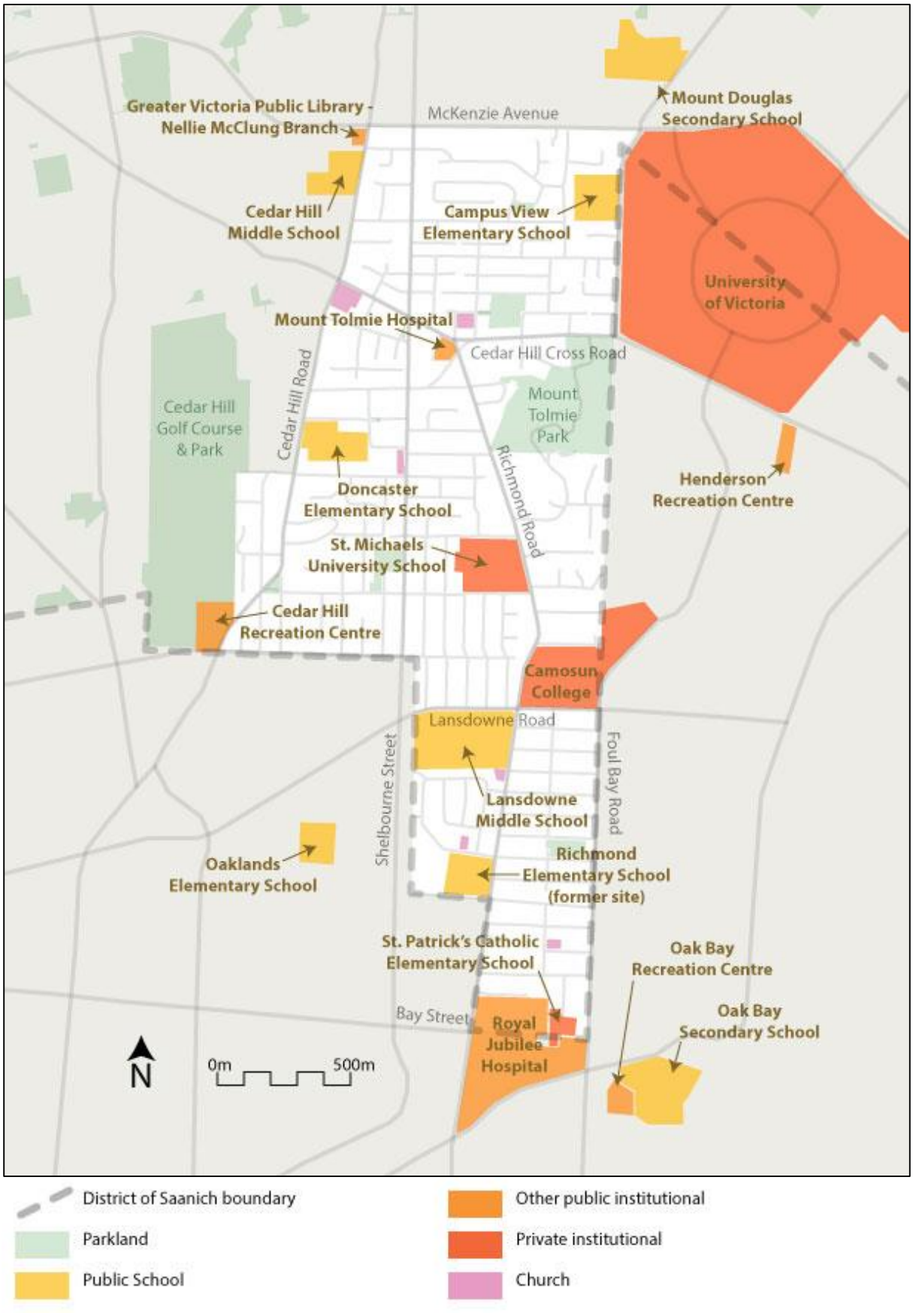
(SMUS), has its main campus on Richmond Road. The Roman Catholic Diocese of Victoria operates Saint Patricks' Elementary School at the southern edge of the community. Public schools in the community include Lansdowne Middle School, Campus View Elementary School, Doncaster Elementary School, and the former Richmond Elementary School site. Mount Douglas Secondary School, Oak Bay Secondary School, and Cedar Hill Middle School lie just outside the community. The Richmond School site is currently being used on a year-by-year basis by other elementary schools as their buildings go through seismic upgrades and the long-term status of the site is in question. Five local churches exist in the area, providing community gathering spaces. There are no community centres directly in the Mount Tolmie–Camosun Community, but the Cedar Hill Recreation Centre is situated in Cedar Hill Golf Course & Park and the Nellie McClung Branch of the Greater Victoria Public Library is located to the northwest of the community. In addition, the District of Oak Bay's recreation centre is located to the southeast and is used by many residents in the area.

Legend for Map 4.2 (following page)

Map 4.2 Current Zoning



Map 4.3 Institutions



4.1 Land Use

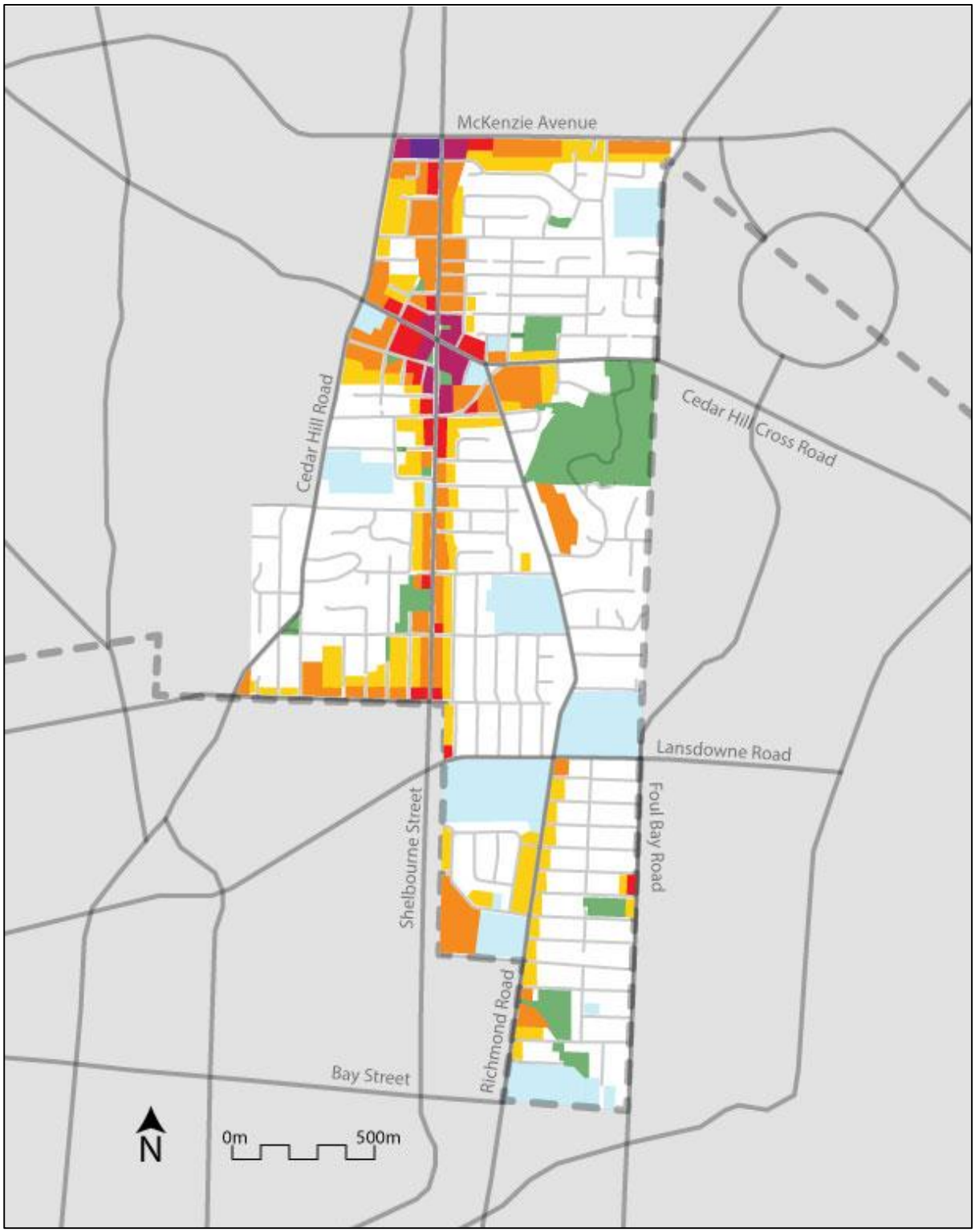
Future residential growth in the Mount Tolmie–Camosun Community will be focused in the three centres and, to a lesser degree, along the corridors of Shelbourne Street and Richmond Road. Mixed-use multi-floor developments in the centres will allow Saanich to meet its regional housing targets (see Map 4.4). Mixed-use buildings will primarily consist of retail services on ground floors and residential above. Concentrating new residential growth in proximity to commercial services will reduce traffic demands in the community. Some office space will also be considered as part of mixed-use developments. The University Centre will develop as a knowledge district and see the incorporation of new uses including high-tech industry to focus on its connection with the University of Victoria. As there are currently no official short-term accommodations in eastern Saanich or anywhere near UVic, a hotel component could be considered as part of a project in University Centre.

New developments will extend along Shelbourne Street with buildings up to a maximum of four storeys. Townhouse developments will act as a buffer between the new residential buildings and the existing residential neighbourhoods and extend no more than a block into existing residential areas. This will help minimize visual impacts of development on established single-family homes. The exact extent of new residential zones is outlined in the SVAP and is reflected in this Plan (see Map 4.4). Richmond Road south of Lansdowne Road will possess new lowrise residential developments. These buildings will step-down to two storeys nearest adjacent homes and will extend 75m to the west and east from Richmond Road.

In the residential neighbourhoods outside of the major centres and corridors, detached dwellings will remain the predominant land use. Many of these houses will be expanded from single-family dwellings with secondary suites permitted. In addition, appropriate subdivision and infill development will slightly increase the amount of housing stock in the residential neighbourhoods. Lastly, duplex development will be considered throughout residential areas with attention given to adjacent building scales. These duplexes will be spread apart to ensure no clustering of higher-than-average density.

Currently, many residences in the Mount Tolmie–Camosun Community are not within appropriate walking distances of retail services. Neighbourhoods in the southern, eastern, northeastern, and western edges of the community may benefit from the addition of small retail services. Existing local commercial zones will be retained into the future to encourage pedestrian activity in the neighbourhoods.

Map 4.4 Future Land Use



- District of Saanich boundary
- Area outside Mount Tolmie–Camosun
- 1-2 storey detached dwellings and duplexes
- 2-3 storey townhouses
- 3-4 storey apartments
- 3-4 storey mixed use buildings
- 4-6 storey mixed use / commercial buildings
- 6-8 storey mixed use / commercial buildings
- Institutional land
- Parkland

South of Mount Tolmie Park, between Richmond Road, Oak Bay, and Camosun College, the residential neighbourhood is zoned as RS-12 and RS-13. This zoning ensures any subdivision of large lots that occurs in the neighbourhood must go through a public rezoning process and that the interests of neighbouring residents are heard. This neighbourhood will continue to preserve its natural and heritage characteristics and consider subdivisions on a case-by-case basis by maintaining its zoning.

Centres and Corridors

4.1.1 Consider up to 8 storeys for mixed-use development in the University Centre as outlined in the SVAP and Map 4.4.

4.1.2 Consider up to 6 storeys for mixed-use development in the Shelbourne Valley Centre as outlined in the SVAP and Map 4.4.

4.1.3 Consider up to 4 storeys for mixed-use development in the Hillside Centre as outlined in the SVAP and Map 4.4.

4.1.4 Consider 3-4 storey multi-family development along Shelbourne Street and North Dairy Road as outlined in the SVAP and Map 4.4.

4.1.5 Encourage 2-3 storey townhouse residential development as a buffer between the centres and corridors and the residential neighbourhoods, as outlined in the SVAP and Map 4.4.

4.1.6 Consider 2-3 storey multi-family development along Richmond Street between Lansdowne Road and Adanac Street as shown in Map 4.4.

4.1.7 Allow for redevelopment of the properties along Foul Bay Road between Neil Street and Allenby Street. Encourage 2-3 storey mixed use development with ground-floor retail, to match the urban form across Foul Bay Road in the District of Oak Bay.

4.1.8 Promote the development of University Centre as a knowledge district and encourage new land uses including high tech-industry and hotel uses.

4.1.9 Ensure that redevelopment of existing multi-family developments is compatible with adjacent land use and character when considering development applications. Proper care should be taken to minimize the impacts of the transition between existing single-family properties and redeveloping properties in the centres and corridors.

4.1.10 Discourage the 'orphaning' of small lots during redevelopment of centres and corridors. Encourage the consolidation of lots where necessary.

4.1.11 Discourage large retail spaces with floor areas greater than 3500m^2.

Residential Neighbourhoods

4.1.12 Preserve the residential character of established neighbourhoods outside of centres and corridors.

4.1.13 Encourage aging-in-place through policies that support secondary suites.

4.1.14 Consider dual-family duplex housing in residential areas. Dual-family housing should respect the existing neighbourhood form and should not be clustered outside of the major centres. Ensure an appropriate spacing of dual-family zones throughout the neighbourhoods.

4.1.15 Support appropriate infill housing in residential neighbourhoods where subdivision opportunities exist.

4.1.16 Maintain the current RS-12 and RS-13 parcel sizes on the Mount Tolmie Slopes to ensure that any new subdivisions are subject to a rezoning application and are considered individually based on their merits.

4.1.17 Retain the designation of existing commercial zones outside the centres and corridors.

4.1.18 Consider small commercial retail zones in areas not currently within 500m of commercial, as indicated in Map 4.4.

4.2 Urban Design

One way in which climate change will be mitigated and adapted to in the community is through sustainable urban design. Energy-efficient design and materials will be used in all new buildings. Impervious areas will be minimized and vegetated areas will be required in future projects. New development in the community will adhere to the urban design standards established in the Shelbourne Valley Action Plan (pgs. 85-89). These principles

will be integrated in the Shelbourne / McKenzie Development Permit Area (DPA) and extended south to Hillside Centre. Outside of the DPA, sustainable building designs will also be encouraged, although control may be better left with provincial building codes.

Accessibility will be a major consideration in all new buildings, especially with the Mount Tolmie–Camosun Community's aging population. Access to new buildings must consider users with walkers or mobility scooters. Doorways and entrance points to buildings will face the street and minimize the amount of distance that users must cross between the street and building.

Parking provided by new developments will be primarily underground or at the rear of properties. Surface parking will consist of permeable pavers to reduce runoff into the storm drains and Bowker Creek.

Sustainable urban design

4.2.1 Require energy-efficient sustainable building design for new developments and ensure new buildings meet 'green building' standards.

4.2.3 Construct any new municipal buildings in the community to a standard of LEED Silver, at minimum.

4.2.4 Limit Effective Impervious Area (EIA) to a maximum of 30% over time. Drastically reduce impervious area of new developments to help reduce the amount of excess surface runoff entering Bowker Creek.

4.2.5 Require multi-family developments to provide adequate open spaces on-site.

4.2.6 Require a minimum vegetated greenspace for new developments. Could be dependent on type of land use, but with 12% as an average target.

4.2.7 Encourage the use of bioswales to help manage stormwater runoff.

4.2.8 Encourage publicly-accessible open spaces in new large-scale developments.

4.2.9 Preserve views of Mount Tolmie in and around the Shelbourne Valley Centre to enhance the sense of place.

4.2.10 Discourage drive-throughs in new retail developments.

Development Permit Areas

4.2.11 Extend the Shelbourne / McKenzie Development Permit Area south along the Shelbourne Street corridor to cover the area of development recommended by the SVAP and ensure that Shelbourne Valley Design Principles (SVAP, pgs. 85-39) are harmonized with the DPA.

4.2.12 Work with the local community associations to identify additional amendments to the General DPA guidelines in order to address community interests and local characteristics.

Accessibility

4.2.13 Implement universal design principles into the design of new buildings in the community and ensure that mobility scooters can be accommodated in new multi-family residential buildings.

Off-street Parking

4.2.14 Encourage underground parking for new developments and require it for developments of 6 storeys or more.

4.2.15 Where surface parking occurs for new developments, require it to be located in the rear to enhance street-building interaction except in situations where rear parking would impact adjacent residential properties.

4.2.16 Ensure that developments abutting residential dwelling properties effectively screen their parking and loading areas to reduce visual, sound, and air quality impacts.

4.2.17 Require cycling parking for new developments in accessible onsite locations.

4.2.18 Ensure surface parking incorporates permeable paving and stormwater best practices into the design.

4.3 Institutions

The institutions in the Mount Tolmie–Camosun Community will continue to be supported as they provide valuable amenities to the community and region. The churches and schools in the area will remain institutional in their use. Saanich will continue to work with School District #61 (SD61) to maintain public access to public school sites and develop long-term

plans for the Richmond School site. Any future development of the site will preserve at least 50% of the property in the public domain.

The expansion of private institutions will respect the character of neighbouring residential areas. Local churches will be supported and preserved as community assets. The University of Victoria will continue to anchor the community and be supported in its efforts to achieve the vision of its Campus Plan (2016). Trips made to and from UVic have significant impacts on the Mount Tolmie–Camosun Community, and greater traffic demand management will provide commuters with significant public transit, walking, and cycling options. The Camosun College Campus Plan (2005) outlines the future of the Lansdowne Campus which includes future onsite housing for students in the Oak Bay section of the campus. Future development of Camosun College will minimize impacts on the surrounding community by ensuring vehicular entrance points remain on major streets instead of residential streets.

Island Health, which operates the two health facilities in the area, will continue to work with the community and develop valuable health services. The Royal Jubilee Hospital's growth will be dictated by its Master Campus Plan (2015). Regular communication between Island Health and neighbours will ensure any impacts, such as on-street employee parking and off-campus smoking, will be addressed. The Mount Tolmie Hospital site will be retained as a residential care property.

General Institutional

4.3.1 Consider rezoning for institutional uses only where vehicular access is to and from a major road.

4.3.2 Require that institutional building design, scale, and landscaping respect neighbourhood character and natural environment.

Public Schools

4.3.3 Continue partnering with SD61 to expand community services available at local schools and ensure joint-use agreements are protected.

4.3.4 Work with School District #61 to develop with a long-term plan for the former Richmond Elementary School site. Ensure that at least 50% the site is preserved in the public realm and that Bowker Creek is enhanced.

Private Institutions

4.3.5 Support local churches in the community and discourage developments that may push them out.

4.3.6 Keep any redevelopment and expansion of Saint Michael's University School in character with surrounding neighbourhood.

4.3.7 Work with the Catholic Diocese of Greater Victoria to ensure the appropriate integration of Saint Patrick's Elementary School with the neighbouring community and maintain public access through the site.

University of Victoria

4.3.8 Uphold UVic to the long-term vision and framework described in its Campus Plan.

4.3.9 Encourage greater traffic demand management strategies at UVic to reduce vehicular traffic through the community.

4.3.10 Work with UVic to develop a Cycling Plan for its campus with the goal of implementing cycling routes through the campus and improving entranceways for bicycles from the community.

Camosun College

4.3.11 Work with Camosun College to update and keep its Master Plan relevant.

4.3.12 Maintain the existing policy that ensures Argyle Avenue and Ernest Avenue do not provide vehicular access to the major areas of Camosun College.

4.3.13 Support the Camosun College Transportation & Parking Implementation Plan and consider the reduction of parking requirements at the College when traffic demand management initiatives have been successful.

Island Health

4.3.14 Ensure any new development at the Royal Jubilee Hospital adheres to its Master Campus Plan guidelines.

4.3.15 Work with Royal Jubilee Hospital to address ongoing issues including employee parking on residential streets and smoking adjacent to neighbouring properties.

4.3.16 Preserve the Mount Tolmie Hospital site for residential care in the long-term.

5.0 Natural Environment

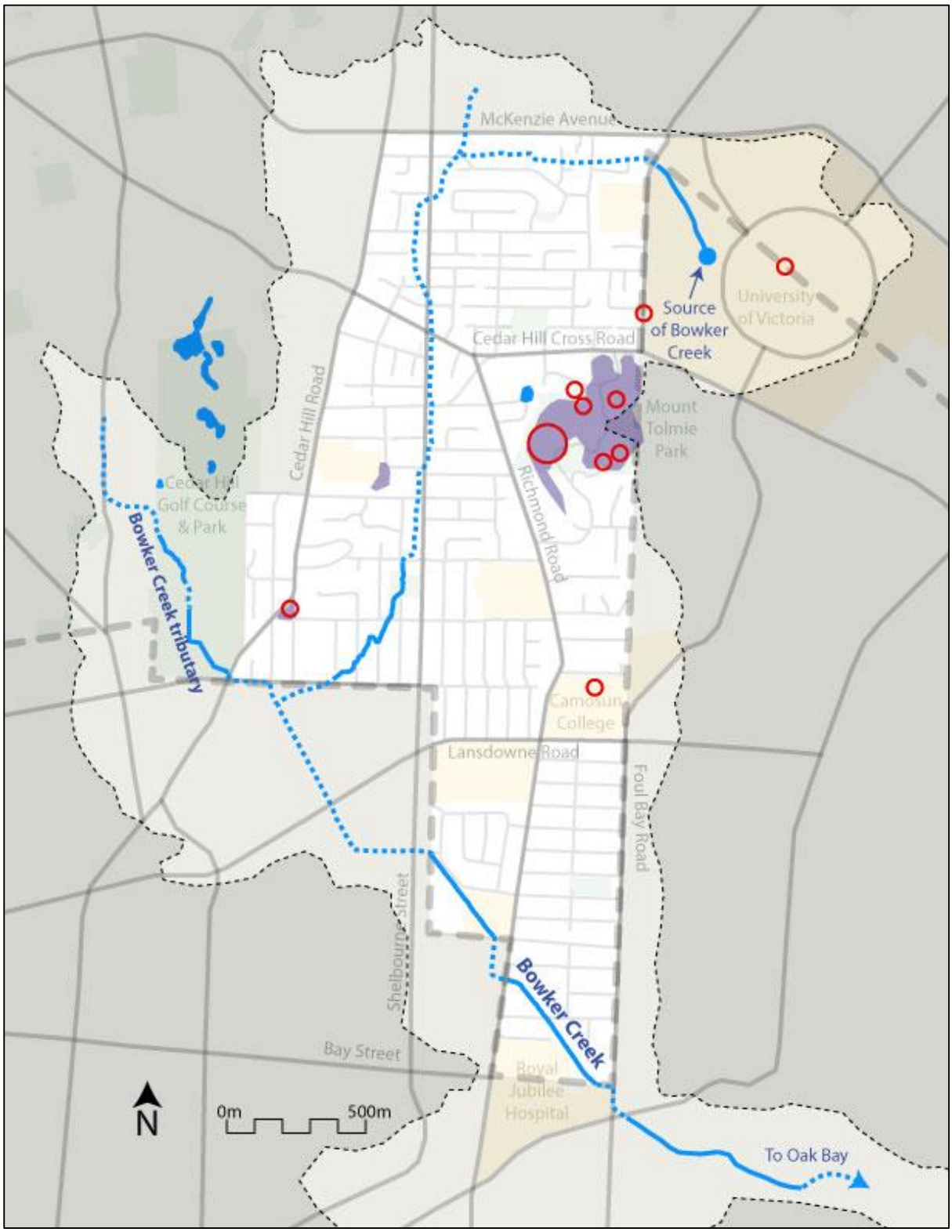
The primary natural feature of the Mount Tolmie–Camosun Community is Bowker Creek. The above-ground section of the creek runs for approximately 1.6 km through the community, with an additional 2.6 km of creek culverted (see Map 5.1). The Creek has suffered severe degradation in the last 150 years and its natural state is compromised for much of its length. Flooding risk, water pollution, and habitat loss are significant issues for the watercourse (Bowker Creek Blueprint, 2011). Above-ground sections of Bowker Creek in the southern portion of the community currently flow in straight channels that are artificial.

Influenced by the Mediterranean-like climate found on Southeastern Vancouver Island, the area's Garry oak ecosystems are unique in Canada[7]. The dry climate ecosystem is characterized by the sparsely clustered Garry oak trees and the endangered camas flower meadows (see Map 5.1). Throughout the community, Garry oak ecosystems have diminished with urbanization. With single-family dwelling properties accounting for the majority of the land area in the community, a substantial number of Garry oaks still flourish in private yards as well as on public lands. Mount Tolmie Park is recognized as a nature park and work is currently being undertaken to conserve the existing Garry oak ecosystem located there.

Saanich's urban forest is highly regarded by the community for its aesthetic value, its value as a natural habitat, and its value as a means of mitigating air pollution. Canopy cover in the municipality was measured at 36% in 2005, a decrease from 41% in 1986 (Urban Forest Strategy, 2010). In the Mount Tolmie–Camosun Community, areas of deficient canopy cover include the southern panhandle and the Shelbourne Valley Centre.

[7] Garry Oak Ecosystems Recovery Team (GOERT, 2016) http://www.goert.ca/about/index.php

Map 5.1 Bowker Creek & Environmentally Sensitive Areas



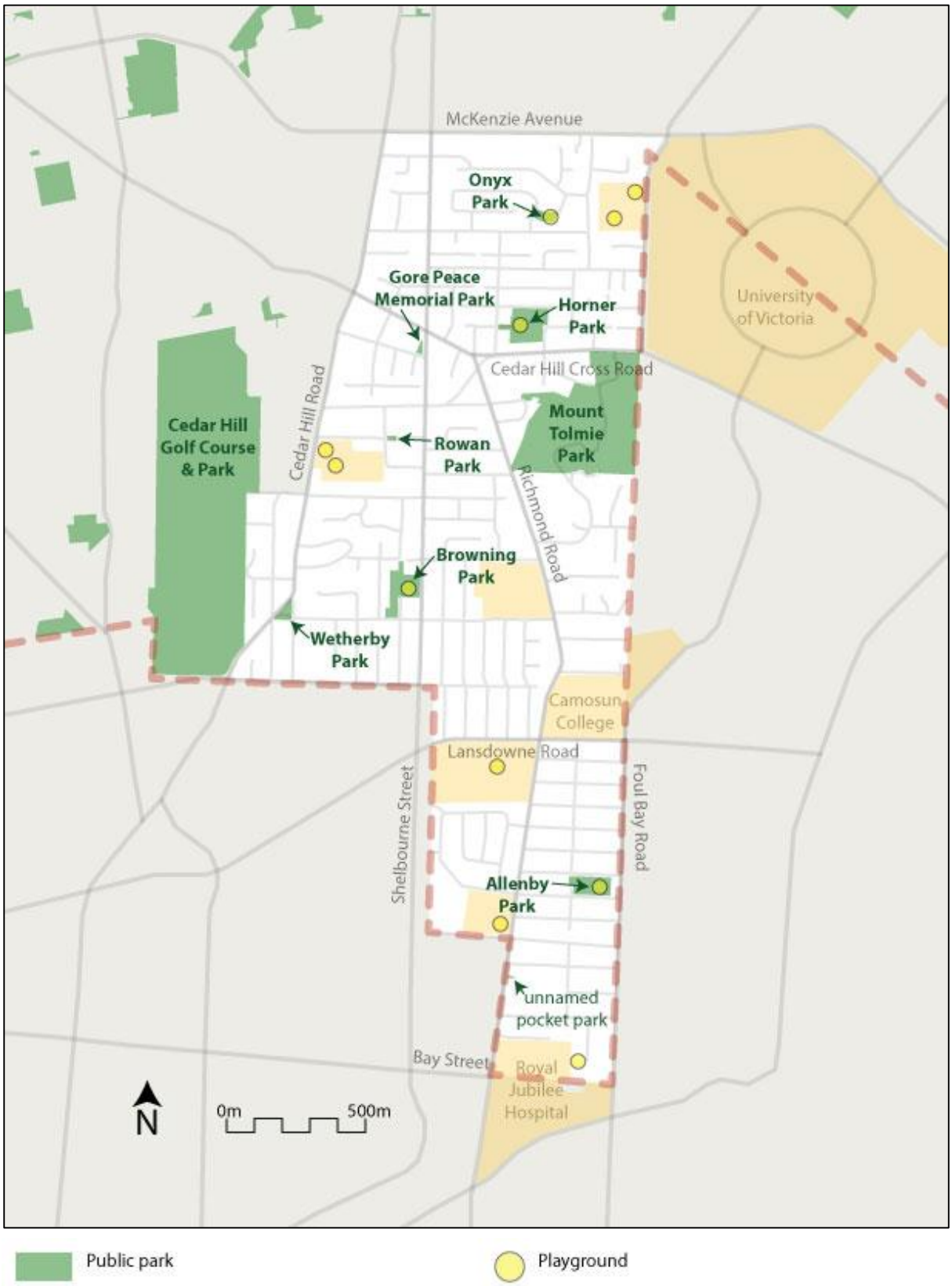
The parks in the Mount Tolmie–Camosun Community act as both natural conservation areas and recreation sites. The District of Saanich categorizes parks into three types: neighbourhood parks, community parks, and municipal parks. For statistical purposes, Saanich classifies 50% of public school sites as park space under a joint-use agreement with School District #61. Using this classification system, the existing parks in the community are shown in Table 5.1 and Map 5.2.

Table 5.1 Parks

Park Name	*Park Type*	*Area (hectares)*	*Amenities*
Allenby Park	Neighbourhood	1.11	• playground • basketball court • ballpark • concession stand
Browning Park	Neighbourhood	1.62	• playground • basketball court
Campus View Elementary School*	Neighbourhood	1.89	• playground • basketball court • playing fields
Doncaster Elementary School*	Neighbourhood	2.09	• playground • playing fields • natural habitat
Gore Peace Memorial Park	Neighbourhood	0.09	
Horner Park	Neighbourhood	2.01	• playground • basketball court • ballpark • playing fields
Lansdowne Middle School*	Community	5.07	• playing fields
Mount Tolmie Park	Municipal	18.25	• natural habitat • hiking trails • viewpoint
Onyx Park	Neighbourhood	0.32	• playground • playing fields
Richmond Elementary School*	Neighbourhood	1.62	• playground • basketball court • playing fields • natural habitat
Rowan Park	Neighbourhood	0.07	
Wetherby Park	Neighbourhood	0.33	• natural habitat
unnamed pocket park	n/a	0.02	
TOTAL		34.49	

*50% of total public school area

Map 5.2 Existing Parks



The municipality's Official Community Plan dictates that there should be 5 hectares of parkland per 1000 people in the community. With Mount Tolmie–Camosun Community's 2011 population of 11,935, approximately 60ha of parkland would be expected. Table 5.1 shows that the community possess 34.49ha of parkland, with portions of public school sites included. This number does not include the area of the adjacent municipal Cedar Hill Golf Course and Park, which is approximately 50ha of public space on its own.

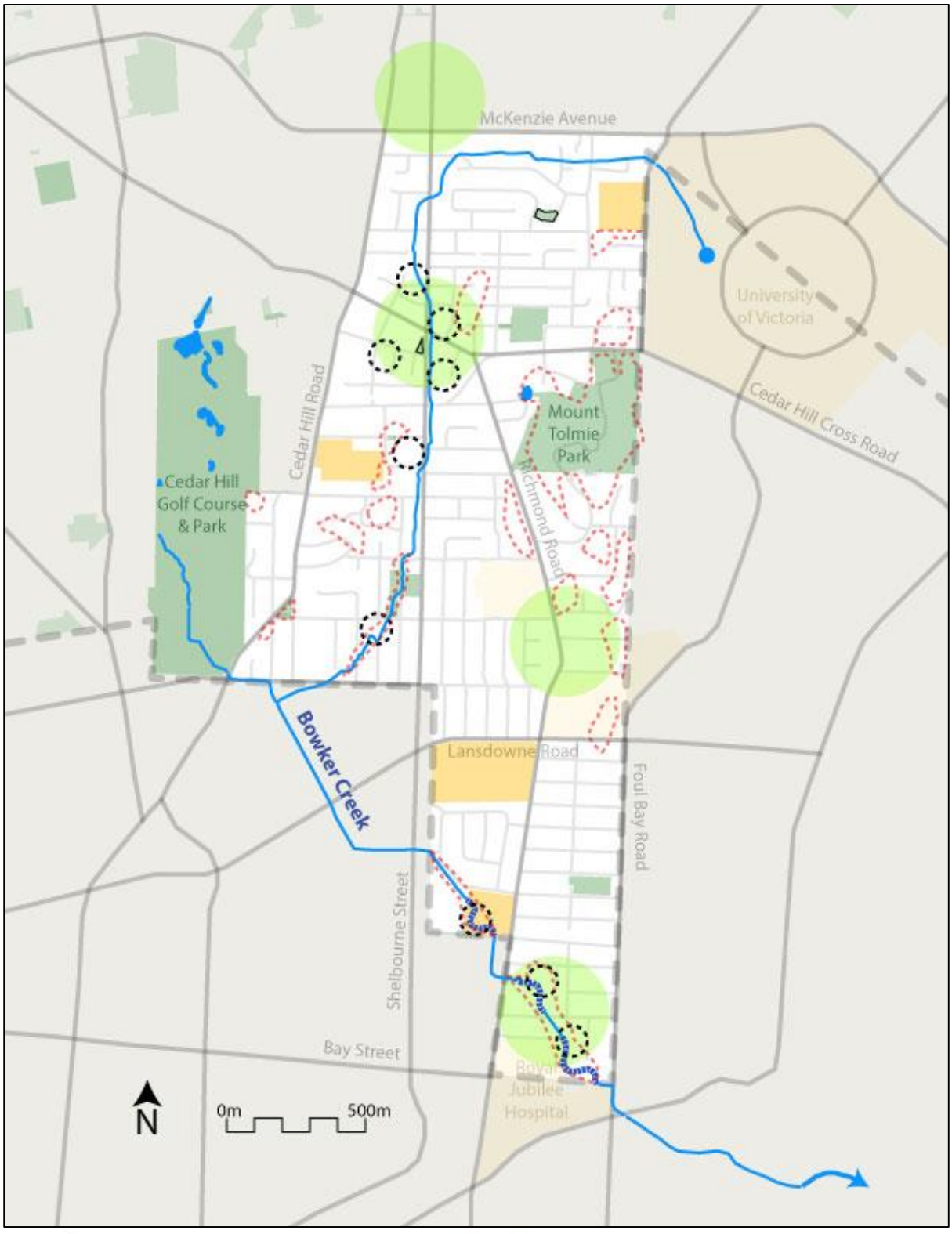
Greenways are identified by Saanich as pedestrian and cycling-accessible linkages of natural areas and parks. The greenway network is also intended to form a network of connected habitats.

5.1 Bowker Creek

The Bowker Creek Blueprint (2011) outlines a 100-year plan to 'daylight' the creek, which involves restoring culverted sections of the creek to its natural state. Culverted sections of creek are mostly found in the major centres of the community. Daylighting of the creek will thus be largely dependent on redevelopment of these major centres. In the MTCCP's 20-year vision, portions of the Creek will begin to be restored and protected. Incentives will be offered by the municipality to encourage developers to daylight the creek on properties slated for redevelopment. Where existing above-ground sections of the Creek are channelized, efforts will be made to increase its sinuosity. Locations for restored meanders and bank stabilization are identified in the Bowker Creek Blueprint (Figures 11 and 12) between Pearl Street and Trent Street including the Richmond School site, the Hydro lands, the Royal Jubilee Hospital segment, and the St. Patrick's Elementary School property (see Map 5.3).

Flooding risk and water pollution will be mitigated by reducing the amount of surface runoff into Bowker Creek and limiting the amount of impervious surface in the watershed. Flooding during significant rainfalls will be curbed and pollutants from streets and yards will be filtered instead of being piped directly into the stream. Investments into riparian habitat restoration along the Creek's length will help combat the spread of invasive species. Conservation and expansion of natural areas will help buffer the Creek and improve its flow. The long-term vision for Bowker Creek includes the return of native species including the migratory Coho salmon. A healthy and revitalized stream will require commitments from different jurisdictions and levels of government.

Map 5.3 Proposed Parks and Restored Ecosystems



Bowker Creek's position as a prominent natural feature in the Mount Tolmie–Camosun Community will be highlighted by assisting local groups to act as stewards and by developing interpretive signage throughout the watershed. Drawing attention to the Creek will help motivate support among residents and influence more environmentally-conscious actions.

Watercourse Restoration

5.1.1 Provide incentives to landowners to restore and daylight sections of Bowker Creek that flows through private properties.

5.1.2 Extend the Streamside Development Permit Area, with amendments, to include the segments of Bowker Creek that are currently culverted.

5.1.3 Develop a strategy to acquire properties and restore Bowker Creek between Pearl Street and Trent Street, as outlined in the Bowker Creek Blueprint, Figures 11 and 12.

5.1.4 Consider acquisition of key properties in the Shelbourne Valley for the purpose of daylighting and restoring Bowker Creek.

5.1.5 Encourage Island Health to restore and manage the section of Bowker Creek through its Royal Jubilee Hospital site as recommended in the MCP.

5.1.6 Ensure enhancement of Bowker Creek during any development of the Richmond School site. Follow the guidelines in the Bowker Creek Blueprint, Figure 12.

5.1.7 Reslope and stabilize Bowker Creek banks in Browning Park to decrease erosion, as recommended in the Bowker Creek Blueprint.

5.1.8 Support efforts to reconstruct bends, riffles, and pools along Bowker Creek's length.

5.1.9 Replace the Haultain Street culvert with a bridge crossing of Bowker Creek.

5.1.10 Replace the pedestrian bridge across Bowker Creek within the Keats Street right-of-way and restore the adjacent section of the creek.

Water Quality

5.1.11 Pursue a stream quality monitoring program for Bowker Creek in partnership with the

CRD and interest groups.

5.1.12 Adopt a District-wide Stormwater Management Bylaw, to reduce stormwater impacts on Bowker Creek.

Species Management

5.1.13 Work with other organizations to effectively manage and remove dangerous invasive species from the riparian zone of Bowker Creek.

5.1.14 Reintroduce salmon species to Bowker Creek in the future, based upon the success of the Colquitz Salmonid Stewardship & Education Society in Saanich.

Community Outreach

5.1.15 Work with the CRD to provide more interpretive signage along the length of Bowker Creek. Potential locations could include Gore Park, Browning Park, the Richmond School site, and/or Haultain Street at its crossing of the creek.

5.1.16 Support the Bowker Creek Initiative in outreach and education regarding Bowker Creek in the community.

5.2 Habitat Preservation

The natural areas of the Mount Tolmie–Camosun Community will be enhanced and expanded. Special care will be taken to conserve and protect existing Garry oak ecosystems in the area. The municipality will provide landowners with incentives to protect Garry oak habitats on private properties. A major threat to existing Garry oak ecosystems is invasive broom. This plant will continue to be removed and eventually eradicated from the sensitive Garry oak habitat.

Saanich's Environmentally Significant Areas (ESAs) will be reviewed and improved with broad stakeholder support. The ESAs are composed of sites from five different datasets and inventories which will continue to be monitored and expanded. The ESAs are used to define the Environmental Development Permit Area (EDPA) which sets out the criteria for development of environmentally significant properties. EDPA guidelines will be refined and enhanced and applied to public properties in addition to private properties. ESA inventories

that could be expanded include the Sensitive Ecosystem Inventory and the BC Conservation Data Centre rare species and ecosystem inventories.

Urban forests play a major role in realizing Saanich's vision as a sustainable municipality. With a greater concentration of residences and services in the major centres, the Mount Tolmie–Camosun Community will also see greater tree canopy coverage to offset carbon emissions, improve air quality, and minimize the heat island effect. New tree coverage along greenways will act as wildlife corridors. In some cases, fruit and nut-bearing trees will be utilized to improve local food access. Significant wildlife trees will be identified and protected. Along Shelbourne Street, London Plane trees will continue to be maintained and planted as a living memorial to those who fought in World War One.

Ecosystem Conservation

5.2.1 Protect indigenous vegetation during land development. Consider protective tools including the Environmental Development Permit and explore other opportunities for preserving indigenous habitats.

5.2.2 Review the current Environmentally Significant Areas with expert and community input to develop an accurate inventory of all significant habitats.

5.2.3 Ensure EDPA guidelines apply to public works projects within road rights-of-way, parks, and other municipal facilities, and develop a plan to protect and manage indigenous vegetation in public land.

5.2.4 Partner with community groups and educational institutions to properly identify Garry oak natural ecosystems in the community including those shown on Map 5.3. These ecosystems could be included as part of the ESA Atlas.

5.2.5 Work with the Conservation Data Centre to continue identifying and reporting species and ecosystems of interest.

5.2.6 Consider requiring Natural State Covenants for portions of properties with significant sensitive ecosystems during redevelopment proposals.

5.2.7 Continue to manage restoration of Garry oak habitat in Mount Tolmie Park as it is one of the largest such habitats in the urban area of Greater Victoria.

5.2.8 Support initiatives from community groups, schools, and other groups aimed at

restoring the natural habitat.

5.2.9 Target the removal of broom from sensitive Garry oak habitats to ensure the ecosystems long-term survival.

Urban Forest

5.2.10 Retain and increase the level of tree canopy in the community, as recommended in the Urban Forest Strategy.

5.2.11 Promote tree planting in areas with deficient coverage, including the Shelbourne Valley Centre and the southern panhandle.

5.2.12 Encourage greater protection of mature trees. One-for-one tree replacements during public or private redevelopment projects do not effectively account for the carbon credit and canopy coverage of mature trees.

5.2.13 Favour native species when planting any trees on municipal lands, except for:

a) fruit and nut-bearing bearing trees for food security needs where there is a community interest, and
b) London Plane trees along the Shelbourne Street right-of-way to highlight the memorial aspects of the street.

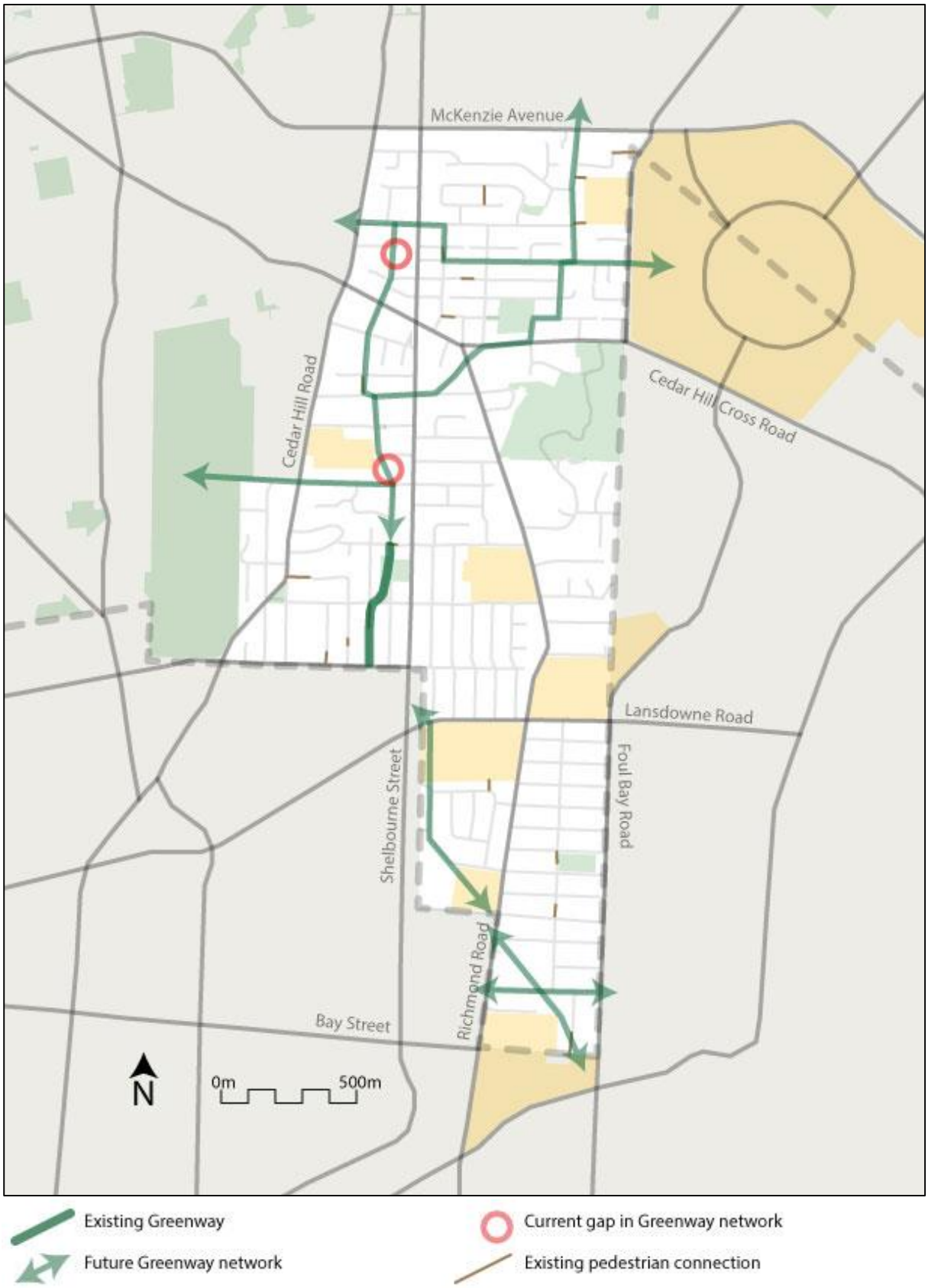
5.2.14 Provide adequate soil volumes in the planting of new boulevard trees by encouraging a minimum 2m-wide planting area.

5.2.15 Intensify the planting of new trees along designated greenways.

5.2.16 Partner with community groups and educational institutions to identify potential significant wildlife trees.

5.2.17 Preserve the existing memorial London Plane trees along the Shelbourne Street corridor.

Map 5.4 Greenways



5.3 Parks and Greenways

Parks in the Mount Tolmie–Camosun Community will continue to be maintained and expanded. The deficit of park space in the community is currently measured at 25.19ha, but may be offset by the presence of Cedar Hill Golf Course and Park. This park's future will be guided by a new master plan highlighting its importance as a public amenity. Existing parks in the community will be improved and redeveloped where needed. Improvements recommended by the municipal Mount Tolmie Park Concept Plan will be completed.

With greater population, there will be a greater need for neighbourhood parks, especially within the centres. New parkland will be acquired in the Shelbourne Valley Centre and University Centre and an urban plaza will be developed near Shelbourne Street's intersection with Cedar Hill Cross Road. More playgrounds within walking distance to residences will help keep families in the area. Areas in need of new park space outside of the major centres are along Richmond Road between Mount Tolmie and Lansdowne Road, and in the southern panhandle. Bowker Creek will be buffered by a string of parks made up of the BC Hydro lands at 1845 Kings Road and surrounding properties as shown in Map 5.3.

Greenways will link across the Mount Tolmie–Camosun Community and connect the parks and natural areas (see Map 5.4). In some cases, the greenways will consist of multi-use trails through parks and in other cases they will be designated shared roadways with an emphasis on natural vegetation and traffic calming. The primary greenway through the community will be the Bowker Creek Greenway which will be completed through the acquisition of key properties identified as gaps in Map 5.4. This greenway will offer a recreational route for pedestrians and cyclists and a vital connection to Bowker Creek.

Park Redevelopment

5.3.1 Complete improvements for Mount Tolmie Park, as outlined in the Mount Tolmie Park Concept Plan.

5.3.2 Work with the community to develop a long-term plan for Cedar Hill Park & Golf Course. This public amenity, located directly adjacent to the Mount Tolmie–Camosun Community, acts as a regional park for many in the community and should be preserved and protected.

5.3.3 Continue to develop and implement the Browning Park Concept Plan. Implement some form of screening along Shelbourne Street to physically separate the playground area from the vehicular high-traffic road.

5.3.4 Develop a concept plan for Onyx Park and redevelop its layout and playground.

5.3.5 Improve signage at Gore Peace Memorial Park and better emphasize the original memorial aspects of the park.

5.3.6 Formalize and improve the parking area at Horner Park.

5.3.7 Ensure that Saanich Parks & Recreation conducts community consultation in advance of parks projects. Require the Parks Department to follow the Saanich Public Process Handbook (2015) in advance of making decisions that affect parks in the community.

Park Acquisition

5.3.8 Establish more parks in the Shelbourne Valley Centre. Consider potential pocket parks at Ophir and Church, at Ophir and Christmas, and an urban plaza within 100m of Shelbourne Street at Cedar Hill Cross Road during a redevelopment of any of the adjacent sites.

5.3.9 Establish a park within the University Centre, either on the north side of McKenzie Avenue or in the Mount Tolmie–Camosun Community.

5.3.10 Protect the BC Hydro lands at 1845 Kings Road and designate them as parkland. Work with BC Hydro to acquire the property and develop a park plan for the site, incorporating design recommendations from the Bowker Creek Blueprint, figure 11.

5.3.11 Acquire and consolidate the vacant properties at 1855 and 1871 Haultain Street and 1880 Adanac Street with the undeveloped Adanac Street right-of-way and alley right-of-way west of Trent Street to protect and expand Bowker Creek parklands.

5.3.12 Work the Roman Catholic Diocese of Victoria to protect and potentially acquire the lands on the north side of Bowker Creek at St. Patrick's Elementary School as future parkland.

5.3.13 Seek opportunities to develop neighbourhood park(s) in the vicinity of Richmond Road between Mount Tolmie Park and Lansdowne Road.

5.3.14 Develop the underused Wetherby Street right-of-way south of McRae Avenue as a

park. Consider opportunities to repair the Bowker Creek riparian area and/or construct a community garden.

Greenways

5.3.15 Acquire rights-of-ways for the expansion of greenways in the community, especially at times of redevelopment or subdivision. The identified gaps consist of between Cedar Avenue and Derby Road just west of Shelbourne Street, and between Mortimer Street and the northern dead end of Ophir Street as shown in 5.4 (see also Table 6.2).

5.3.16 Support the development of the Bowker Creek Greenway through the community and develop a strategy to implement the Greenway between Richmond Road and Trent Street.

5.3.17 Construct a greenway in the short-term through the Richmond School site right-of-way. A long-term plan would be to reconfigure Bowker Creek as indicated in the Bowker Creek Blueprint, Figure 12.

5.3.18 Work with SD61 to establish a north-south greenway along the western edge of Lansdowne Middle School to connect Lansdowne Road with Myrtle Avenue.

5.3.19 Redesign and widen the walkway within the Ophir Street right-of-way between Elm Street and Pear Street to meet greenway standards and establish the site as park space.

5.3.20 Explore opportunities to expand parkland along greenways.

5.3.21 Develop wayfinding signage to identify greenway routes.

5.3.22 Include lighting along greenways and through parks to encourage cycling during the winter months when it is dark during commuting times.

5.3.23 Prioritize cycling and pedestrian usage of greenways along shared roadways through traffic calming measures.

6.0 Mobility

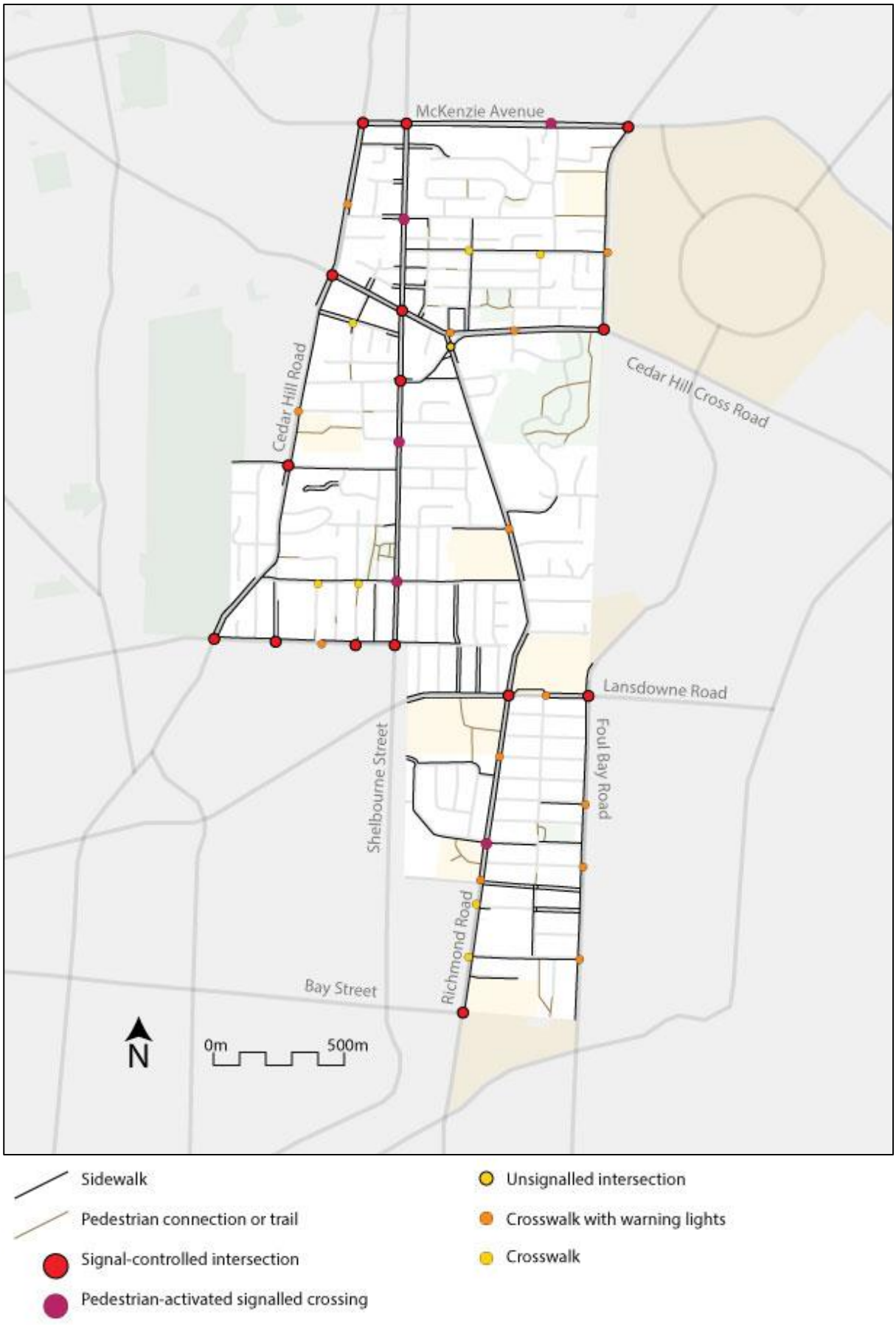
Transportation in the Mount Tolmie–Camosun Community is determined by its street network. The streets follow a loose modified grid network, with Shelbourne Street forming the primary north-south axis. A more formal grid network exists in the panhandle portion of the community. Pedestrian connections exist in many places where there are gaps in the network. These connections can range from 2m to over 5m in width. Sidewalks in the area vary in quality and many of the collector and local streets do not possess any sidewalks on one side or either side (see Map 6.1). After parks, pedestrian mobility was identified as the second-highest priority in the 2016 MTCCP survey. The 2015 Saanich Citizen Satisfaction Survey conducted by Forum research identified "condition, lighting and maintenance of streets and sidewalks" as the service with the lowest satisfaction rating in the municipality, out of 26 service items (pg. 17).

Saanich classifies four streets within the community as major roads: Shelbourne Street, Cedar Hill Cross Road, Lansdowne Road, and Richmond Road south of Lansdowne. In addition, major streets form the edge of the community at McKenzie Avenue, Gordon Head Road, Foul Bay Road, and North Dairy Road west of Shelbourne. Collector streets in the area consist of Cedar Hill Road, Garnet Road west of Shelbourne, Midgard Avenue, Poplar Avenue, Richmond Road north of Lansdowne, and McRae Avenue east of Shelbourne. Local streets make up the rest of the road network.

In the 2011 CRD Origin-Destination Survey, the Mount Tolmie–Camosun Community is grouped as part of "East Saanich". The vast plurality (41%) of AM commuters from East Saanich terminate their trips in East Saanich (pg. 79). The second-highest destination among East Saanich commuters was Downtown Victoria at 12%. This data suggests that a significant proportion of area residents commute to destinations in or near the community.

Cycling infrastructure within Mount Tolmie–Camosun Community is limited but recent improvements include a separated cycle track along Lansdowne Road and bicycle lanes along McKenzie Avenue (see Map 6.4). Shelbourne Street, the flattest and most direct north-south route in the community, currently possesses no cycling infrastructure and is a 4-lane road for its entire length. The Citizen Satisfaction Survey (2015) found that "ease of bicycle travel" was the service with second-lowest satisfaction levels in Saanich. Community residents desire cycling improvements (MTCCP Survey, 2016; SVAP Survey, 2016) and infrastructure has yet to catch up with this desire. A high mode share of residents already commutes by bicycle due the area's proximity to UVic and Downtown Victoria. The 2011 CRD O-D Survey suggests that many commuting trips originating from the community are short in length. These types of trips are ideal for potential shifting to cycling.

Map 6.1 Existing Pedestrian Environment



Saanich's 2008 OCP recommends promoting public transit as a viable alternative to vehicle commuting. The Mount Tolmie–Camosun Community is well-served by public transit. Being located between Downtown Victoria and UVic, the community benefits from bus routes serving these two largest destinations in the region. The community is flanked by two regional routes with 15 minute or better daytime service and limited stops. These routes are the #15 along Foul Bay Road and the #16 along McKenzie. Both these routes have their terminus at UVic. Frequent transit routes include the #27/28 along Shelbourne Street, the #14 along Richmond Road and Cedar Hill Cross Road, and the #4 along Lansdowne Road. The community is served by the local routes #7, #8, #10, #12, #22, #24, #26, #39, and #51 (see Map 6.6).

6.1 Pedestrians and Sidewalks

As recommended in Table 6.1 and Map 6.2, the Mount Tolmie–Camosun Community will have a significant amount of sidewalk improvements made in the upcoming years. Investments proposed in this section focus on completing the pedestrian network by connecting sidewalks along major and collector streets. Schools in the area will also be connected by sidewalks along local streets. New sidewalks will be at minimum 2m wide to accommodate a variety of sidewalk users and will be separated from the roadways by a curb or boulevard. Pedestrian access to Campus View Elementary School will be enhanced as there are currently no sidewalks along any adjacent streets to its west. Not all local streets will possess sidewalks, and the shared nature of these streets will be reinforced with slower speed limits and traffic calming measures.

Pedestrian connections will be expanded and widened in order to increase the permeability of blocks and reduce walking distances (see Table 6.2 and Map 6.2). In some places, connections will be integrated with greenways to provide access for multiple user types. These connections will be enhanced with street furniture, vegetation, and signage.

Safe road crossings will be developed, especially at intersections in proximity to seniors' residences and schools. Different intersection and crossing types are described in Table 6.3 and the list of priority pedestrian crossings are identified in Table 6.4 and Map 6.3. New developments will be required to provide pedestrians with building access from the sidewalk without having to cross parking lots. Shelbourne Valley Centre will develop as a walkable centre with more emphasis on the pedestrian environment. Benches will be installed to make walking more attractive, especially to seniors.

Map 6.2 Proposed Sidewalks and Pedestrian Connections

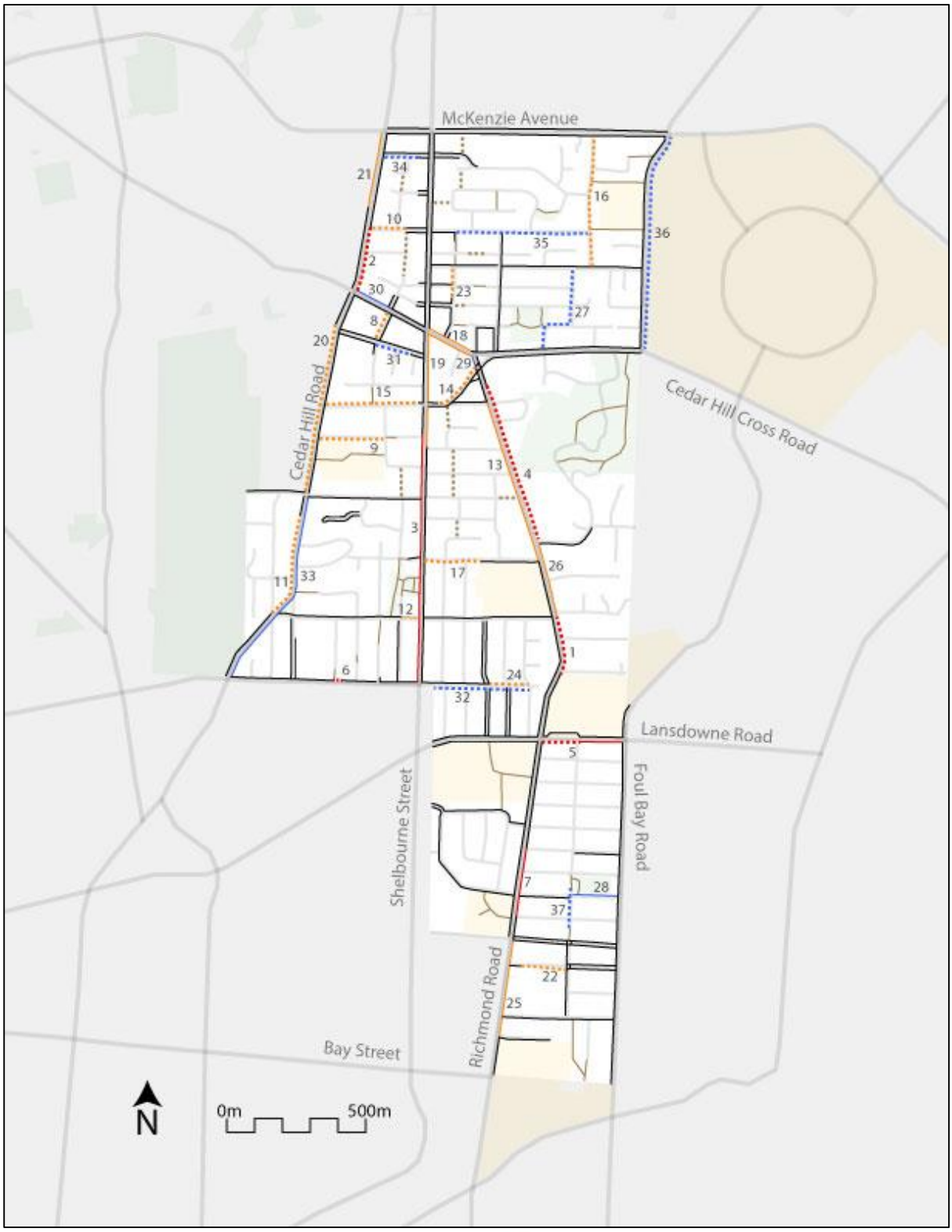


Table 6.1 Sidewalk Improvement Priorities

Priorities: High (H), Medium (M), and Low (L). Types: New sidewalk (N) and Sidewalk replacement or improvements (I).

Number	*Priority*	*Type*	*Street Location*	*Description*
1.	H	N	E. side of Richmond St. between McRae Ave. and Argyle Ave.	As a major access point to Camosun College from the bus stop at Ernest Avenue and from further north, many pedestrians travel along the east side of Richmond north of Argyle. No pedestrian infrastructure has led to dirt paths through front yards.
2.	H	N	E. side of Cedar Hill Rd. between Mortimer Rd. and Cedar Hill X Rd.	A heavily-used informal path is dangerous for pedestrians and often conflicts with parked vehicles and garbage bins.
3.	H	I	W. side of Shelbourne St. between Rowan St. and North Dairy Rd.	The sidewalk is narrow and dangerous in many sections. Uneven surfaces and steep curb cuts along this busy stretch of Shelbourne creates an unfavourable pedestrian environment.
4.	H	N	E. side of Richmond St. between just N. of Kingsberry Cr. and Mayfair Dr.	This 650m stretch of Richmond contains no sidewalk along the east side of the street, and no crosswalks to the west side. Pedestrians accessing residences and bus stops along the east of the street must walk with vehicular traffic on this busy stretch of road.
5.	H	N I	S. side of Lansdowne Rd. between Richmond St. and Foul Bay Rd.	There is a small curb less than 0.5m wide that some pedestrians attempt to use, but it is directly adjacent to lanes of traffic and impeded in places by utility poles. Being an important east-west corridor, pedestrian infrastructure is necessary along this stretch of Lansdowne. Options may need to be explored that require the removal of a travel lane of vehicular traffic.
6.	H	N	N. side of North Dairy Rd. within Shelley St. right-of-way.	There is a 20m gap that lacks a sidewalk across from the heavily used Hillside Shopping Centre. There is currently a sidewalk on either side of this gap, but only a dangerous path alongside traffic connecting the two sides.
7.	H	I	E. side of Richmond St. between Neil St. and Carnarvon St.	Curb cuts need to be developed as the sidewalk currently ends at the curb at three intersections along this stretch, making it impassable for those using mobility scooters.
8.	M	N	W. side of Ophir St. between Cedar Hill X Rd. and Church St.	This stretch of road is in a densely populated area with residences and commercial services nearby.
9.	M	N I	Rowan St. near Doncaster School.	Improved pedestrian infrastructure is needed adjacent to the school. Formalize the curb and consider sidewalks to reduce conflicts between vehicles and pedestrians. This street is busy and chaotic on school days when parents are dropping off and picking up children, and students are crossing the street midblock.
10.	M	N	N. side of Mortimer St. between Cedar Hill Rd. and just W. of Shelbourne St.	The sidewalks on either side of Mortimer end abruptly 85m west of Shelbourne despite this being a primary pedestrian access route to Cedar Hill Middle School.
11.	M	N	W. side of Cedar Hill Rd. between Derby Rd. and Doncaster Dr.	Many pedestrians utilize this side of the street, especially to access bus stops and cross streets. A wide right-of-way containing informal on-street parking could be repurposed and formalized to provide an opportunity for a new sidewalk.
12.	M	I	N. side of McRae Ave. between Browning Park and Shelbourne St.	The sidewalk here needs replacement as it is less than 1m wide in places and is used for parking by vehicles.
13.	M	I	W. side of Richmond Rd. between Pear St. and Knight Ave.	This sidewalk is dangerously close to the vehicular lane, is cracked in places, and crosses driveways and roads at steep grades. In places, a lack of proper signage results in parked cars on the sidewalk.

14.	M	N	N. side of Poplar Ave. between Pear St. and Richmond Rd.	This busy collector street connects the commercial areas along Shelbourne Street with the transit routes on Richmond.
15.	M	N	N. side of Pear St. between Cedar Hill Rd. and Shelbourne St.	This street is a designated Greenway and connects residential areas with the Shelbourne Valley Centre.
16.	M	N	E. side of Ansell Rd. between McKenzie Ave. and Midgard Ave.	Consider a sidewalk along the either side of the road to connect the Campus View Elementary School walkways with the east-west pedestrian routes.
17.	M	N	S. side of Knight Ave. between Shelbourne St. and St. Michael's University School.	Students regularly use this route to connect between transit stops on Shelbourne and SMUS. A wide right-of-way allows for sidewalk construction without disrupting vehicular traffic. Sidewalk could also be constructed along north side of Knight Avenue, but would require a crossing to connect with sidewalk in front of SMUS.
18.	M	I	Both sides of Cedar Hill X Rd. between Shelbourne St. and Richmond Rd.	Currently, utility poles impede pedestrians directly adjacent to the busy roadway. Traffic entrances to shopping centres should be narrowed to reduce the distance pedestrians must cross traffic.
19.	M	I	E. side of Shelbourne St. between Cedar Hill X Rd. and Donnelly Rd.	Work with the adjacent landowners to improve sidewalk infrastructure. Currently there are utility poles along this stretch protruding through the sidewalk that obstructs movement, especially for those with mobility scooters or strollers.
20.	M	W	W. side of Cedar Hill Rd. between Church Ave. and Derby Rd.	There is currently no formal pedestrian access to residents or bus stops along the west side of this collector street through this section, except for a crosswalk at Rowan Street. A narrower right-of-way may provide a challenge in some sections.
21.	M	I	W. side of Cedar Hill Rd. in front of Cedar Hill Middle School.	Formalize parking area to better separate vehicular traffic from sidewalk.
22.	M	N	S. side of Kings Rd. between just E. of Richmond Rd. and Dean Ave.	This sidewalk would connect pedestrian walkways along Kings Road on either side, as well as the BC Hydro lands midblock.
23.	M	N	W. side of Stamboul St. between Midgard Ave. and Kisber Ave.	This is a commonly used pedestrian route to reach Shelbourne Valley Centre without walking along busy Shelbourne Street.
24.	M	N	N. side of North Dairy Rd. between Carmen St. and Frechette St.	Continue the existing sidewalk to reach residences further east.
25.	M	I	E. side of Richmond Rd. between Newton St. and Adanac St.	Sidewalk is presently narrow and impeded by utility poles.
26.	M	I	E. side of Richmond Rd. between Mayfair Dr. and McRae Ave.	Currently pedestrians are served by 1.2m wide sidewalk at-grade with the road, separated by a painted curb. This pedestrian pathway is not wheelchair-accessible.
27.	L	N	W. side of Iona Dr. N. of Cedar Hill X Rd., N. side of Broadmead Ave., and W. side of Kremlin St.	Connect Horner Park to neighbouring residences with sidewalks. Consider alternative routes based on community consultation.
28.	L	I	N. side of Townley St. between Dean Ave. and Foul Bay Rd.	The sidewalk alongside Allenby Park needs to be replaced to separate street parking from pedestrians.
29.	L	I	W. side of Richmond Rd. between Cedar Hill X Rd. and Poplar Ave.	At 1.3m wide and only 40m long, this sidewalk is uncomfortable running between two busy intersections. The sidewalk can be widened here as the vehicular lane is unnecessarily wide.
30.	L	I	N. side of Cedar Hill X Rd. between Cedar Hill Rd. and just W. of Ophir St.	There is no distinction between the sidewalk and the parking here, and the sidewalk is sometimes blocked by vehicles.
31.	L	N	S. side of Church Ave. between Ophir St. and just W. of Cottonwood St.	The pedestrian connection here needs to be completed to provide access to services as Church and Shelbourne.

32.	L	N	S. side of North Dairy Rd. between the City of Victoria and Frechette St.	Traffic calming measures in the last 20 years have slowed traffic, but the road is still wide and dangerous for pedestrians to walk along.
33.	L	I	E. side of Cedar Hill Rd. between Derby Rd. and just N. of North Dairy Rd.	This sidewalk needs to be replaced as it is old, narrow, steep, cracked, and not grade-separated from the road.
34.	L	N	S. side of Garnet Rd. between Cedar Hill Rd. and Shelbourne St.	While only a short connector street, Garnet sees a lot of traffic and students often walk along this stretch to reach Cedar Hill Middle School.
35.	L	N	S. side of Mortimer St. between Stamboul St. and Ansell Rd.	This street is used by children to access Campus View Elementary School, but there is no sidewalk east of Stamboul.
36.	L	N	E. side of Gordon Head Rd. between McKenzie Ave. and Cedar Hill Cross Rd.	Work with the University of Victoria and the District of Oak Bay to consider a sidewalk along this stretch of road.
37.	L	N	W. side of Dean Ave. between Townley St. and just S. of Carnarvon St.	A sidewalk here could provide better connectivity in the southern panhandle with Allenby Park.

Table 6.2 New Pedestrian Connections

Location	*Current Ownership*
Between Mortimer Street and Ophir Street, west of Shelbourne Street	Private
Between Cedar Avenue and Derby Road, west of Shelbourne Street	Private
Between Spilsbury Place or Garnet Road and Howroyd Avenue	Private
Between Pear Street and Knight Avenue, east of Shelbourne Street	Private
Between McKenzie Street and Garnet Road, east of Shelbourne Street	Private
Between Garnet Place and Stockton Crescent	Private
Between Shelbourne Street and Stamboul Street, north of Sheridan Avenue	Private
In the Earlston Avenue right-of-way, between Stamboul Street and Palo Alto Street	Public
In the Kisber Avenue right-of-way, east of Stamboul Street	Public
In the Derby Road right-of-way, between Veteran Street and Richmond Road	Public

Table 6.3 Pedestrian Crossing Typology[8]

A. **Signal-controlled intersection**. This type of crossing should occur at major intersections, where two or more major roads intersect. Traffic signals are timed and control pedestrian, cyclist, and vehicular traffic flow through the intersection.
B. **Pedestrian-activated signalled crossing**. This type of crossing should occur at major roads where there is not an intersection with another major road. Pedestrian-activated traffic lights will stop vehicular traffic allowing pedestrians to safely cross. If such a crossing is at an intersection with a local street, there should be stop signs for vehicular traffic on the local streets. Signal activation buttons for cyclists should also be utlized.
C. **Unsignalled intersection**. This type of crossing should occur at the intersection of collector and/or local streets. Stop signs will control traffic flow, and pedestrian crossings will be marked by parallel solid white lines where necessary.
D. **Crosswalk with warning lights**. This crossing is a standard crosswalk, except with overhead pedestrian-activated flashing yellow lights to warn drivers of pedestrians crossing. This type of crossing should be used on collector roads, especially in places where there is limited visibility.
E. **Crosswalk**. A crosswalk properly indicated with a zebra surface marking and advance warning signs. This type of crossing should only be used on local streets or on collector streets with high visibility.

[8] The *Provincial Pedestrian Crossing Control Manual for British Columbia* (1996) outlines the guidelines for seven different types of pedestrian crossings, but these guidelines may be out-of-date and not reflective of expected pedestrian safety values. The *Capital Regional District Pedestrian and Cycling Master Plan Design Guidelines* (2012) describes best practices for pedestrian crossings, but does not provide a typology of pedestrian crossings. Considering the CRD guidelines, which are drawn from practices across Canada and the USA, five types of pedestrian crossings are recommended in this Plan.

Map 6.3 Proposed Pedestrian Crossings & Intersection Upgrades

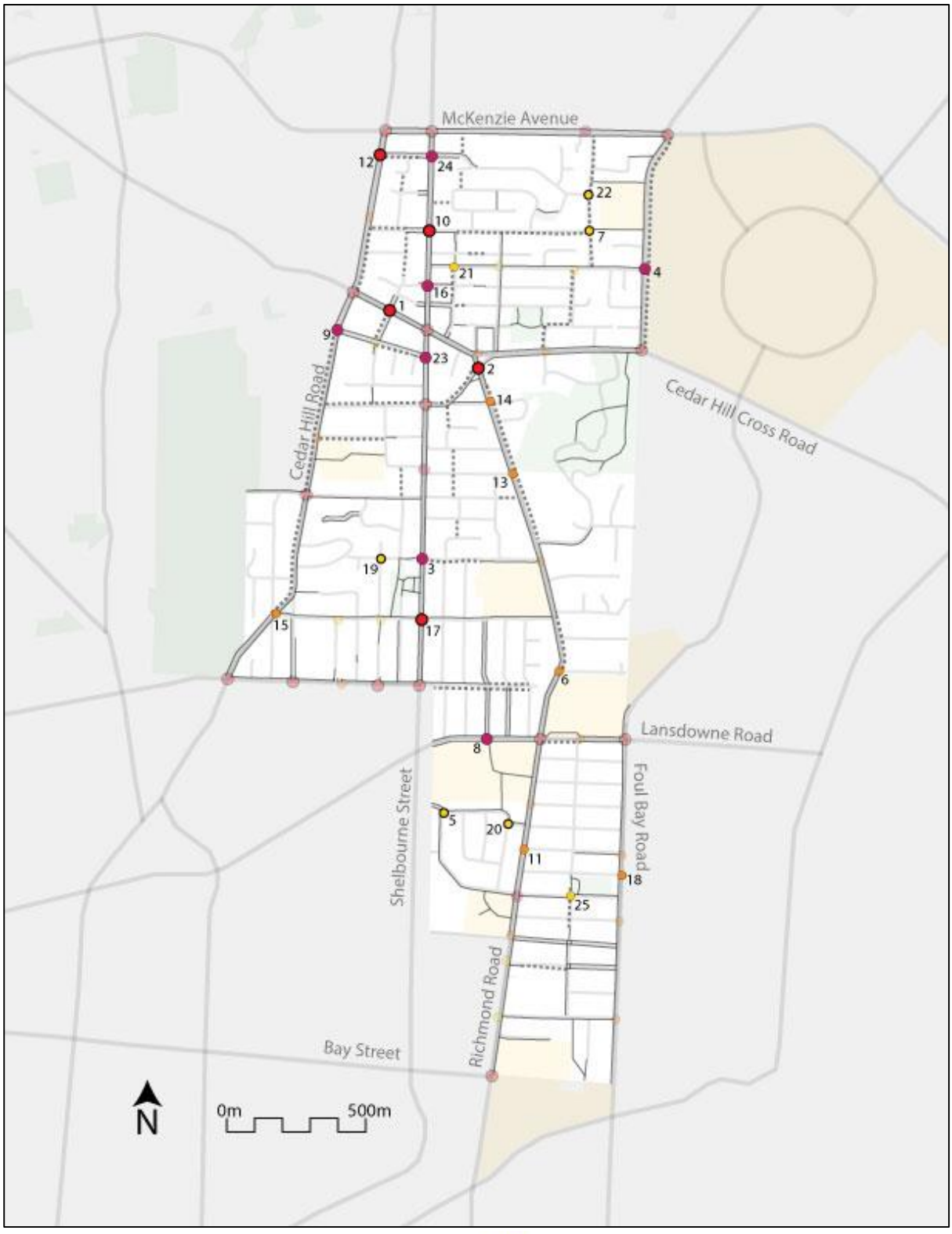


Table 6.4 Pedestrian Crossing and Intersection Priorities

Priorities: High (H), Medium (M), and Low (L)

Number	*Priority*	*Type*	*Location*	*Description*
1.	H	A	Cedar Hill X Rd. at Ophir St.	This intersection is extremely dangerous as pedestrians attempt to cross four lanes of Cedar Hill Cross Road to access services on either side. The intersection is especially important due to the high number of seniors who live nearby and attempt to cross the road without having to go up or down the hill to either of the existing intersections a Cedar Hill Road or Shelbourne Street.
2.	H	A	Cedar Hill X Rd. at Richmond Rd. and Poplar Ave.	Explore opportunities to reconfigure this awkward intersection and potentially consider a roundabout.
3.	H	B	Shelbourne St. at Knight Ave.	This crossing could help connect neighbourhoods on opposite sides of Shelbourne with bus stops, Browning Park, and the Bowker Creek Greenway.
4.	M	B	Gordon Head Rd. at Midgard Ave.	This is an important access point to UVic and needs to be reconfigured to better accommodate both pedestrians and cyclists.
5.	M	C	Myrtle Ave. at Taylor St. and Townley St.	Currently all three streets meet at an angle and there is no signage indicating vehicular priority. This is a popular pedestrian crossing to access Lansdowne Middle School.
6.	M	D	Richmond Rd. at Argyle Ave.	A pedestrian crossing will serve pedestrians who currently cross the street here attempting to access Camosun College from the northwest.
7.	M	C	Ansell Rd. at Mortimer St.	Stop signs are required here to provide safe pedestrian access to Campus View School.
8.	M	B	Lansdowne Rd. at Carman St.	There is no crossing in the 500m stretch of Lansdowne between Shelbourne Street and Richmond Road for pedestrians to reach Lansdowne Middle School. Many students cross this busy arterial road to reach the school by foot.
9.	M	B	Cedar Hill Rd. and Church Ave.	With a high density of seniors housing in the neighbouring blocks, a crossing of Cedar Hill Road is needed. This will help residents to the west of Cedar Hill safely reach services in the Shelbourne Valley Centre without having to take the much busier Cedar Hill Cross Road.
10.	M	A	Shelbourne St. and Mortimer St.	This intersection should be upgraded to a full intersection to better serve all users.
11.	M	D	Richmond Rd. at Neil St.	Many pedestrians cross in proximity to here between the neighbourhoods on either side of Richmond Road.
12.	L	A	Cedar Hill Rd. at Garnet Ave.	This intersection is often blocked by northbound traffic stopped at the McKenzie Avenue intersection, impeding traffic attempting to access Garnet Avenue and the Nellie McClung Library. Pedestrians often jaywalk here, especially students heading to Cedar Hill Middle School. This intersection is less than 100m away from Shelbourne Street's intersection with McKenzie Avenue, but consideration is warranted due to number of conflicts with pedestrians.
13.	L	D	Richmond Rd. at Cedar Ave.	A crossing is needed to provide access to residences and the bus stop.
14.	L	D	Richmond Rd. at Pear St.	A connection is needed between new residential developments in the west and Mount Tolmie Park in the east.
15.	L	D	Cedar Hill Rd. at McRae Ave.	A crossing would connect Wetherby Park and users accessing Cedar Hill Recreation Centre.
16.	L	B	Shelbourne St. at Christmas Ave.	Needed with the potetntial of more traffic from nearby developments
17.	L	A	Shelbourne St. at McRae Ave.	Heavy traffic warrants the upgrading of this intersection.
18.	L	D	Foul Bay Rd. at Allenby St.	A crossing here would provide residents with better access to the retail services in Oak Bay.

19.	L	C	Wordsworth St. at Knight Ave.	Located at the bottom of a steep hill, the lack of signage here is a danger to pedestrians and drivers.
20.	L	C	Taylor St. at Queenston St.	Stop signs here would help slow traffic cutting through the neighbourhood.
21.	L	E	Midgard Ave. at Stamboul St.	A crosswalk is need to provide a safe crossing from the greenway that connects at the top of the hill.
22.	L	C	Garnet Rd. at Ansell Rd.	Stop signs would improvement pedestrian safety near Campus View School.
23.	L	B	Shelbourne St. at Church Ave.	This intersection is only 100m from the Shelbourne and Cedar Hill Cross Road intersection, but a crossing should be considered here as it has been identified as a dangerous intersection by the Shelbourne Valley Walkability Group.
24.	L	B	Shelbourne St. at Garnet Ave.	This is a high conflict intersection but is in close proximity to Shelbourne's existing intersection with McKenzie Avenue.
25.	L	E	Dean Ave. at Townley St.	Upgrade this intersection to provide a crossing and connect the sidewalks that end on either side of Townley.

Sidewalks

6.1.1 Prioritize and implement sidewalk improvements as listed in Table 6.1. Where possible, have the sidewalk separated from the roadway with a curb and boulevard.

6.1.2 Adhere to a standard of 2m wide sidewalks for sidewalk improvements.

6.1.3 Work with School District #61, Parents' Advisory Committees (PACs), and the municipality's Engineering Department to identify Safe Routes to School for schools in the community.

Pedestrian Connections

6.1.4 Enhance pedestrian connectivity by implementing the greenway network described in Section 5.3 and developing the connections outlined in Table 6.2 and Map 6.2.

6.1.5 Develop signage where pedestrian connections are poorly visible or unmarked.

Pedestrian Crossings

6.1.6 Carry out the pedestrian crossing improvements listed in Table 6.4.

6.1.7 Narrow roadways at pedestrian crossings and major intersections to minimize the amount of time that pedestrians must take to cross roads.

Pedestrian Environment

6.1.8 Provide more benches within the major centres and along the major corridors where

there is greater pedestrian usage.

6.1.9 Install benches along Cedar Hill Cross Road between Cedar Hill Road and Shelbourne Street to better serve the many seniors who live in this sector and may be ascending the hill.

6.1.10 Implement traffic calming measures on local roads and in areas of poor pedestrian safety.

6.1.11 Encourage improved pedestrian access to shopping centres and services.

6.1.12 Introduce more streetlights along Richmond Road north of Lansdowne Road to increase pedestrian visibility.

6.2 Cycling

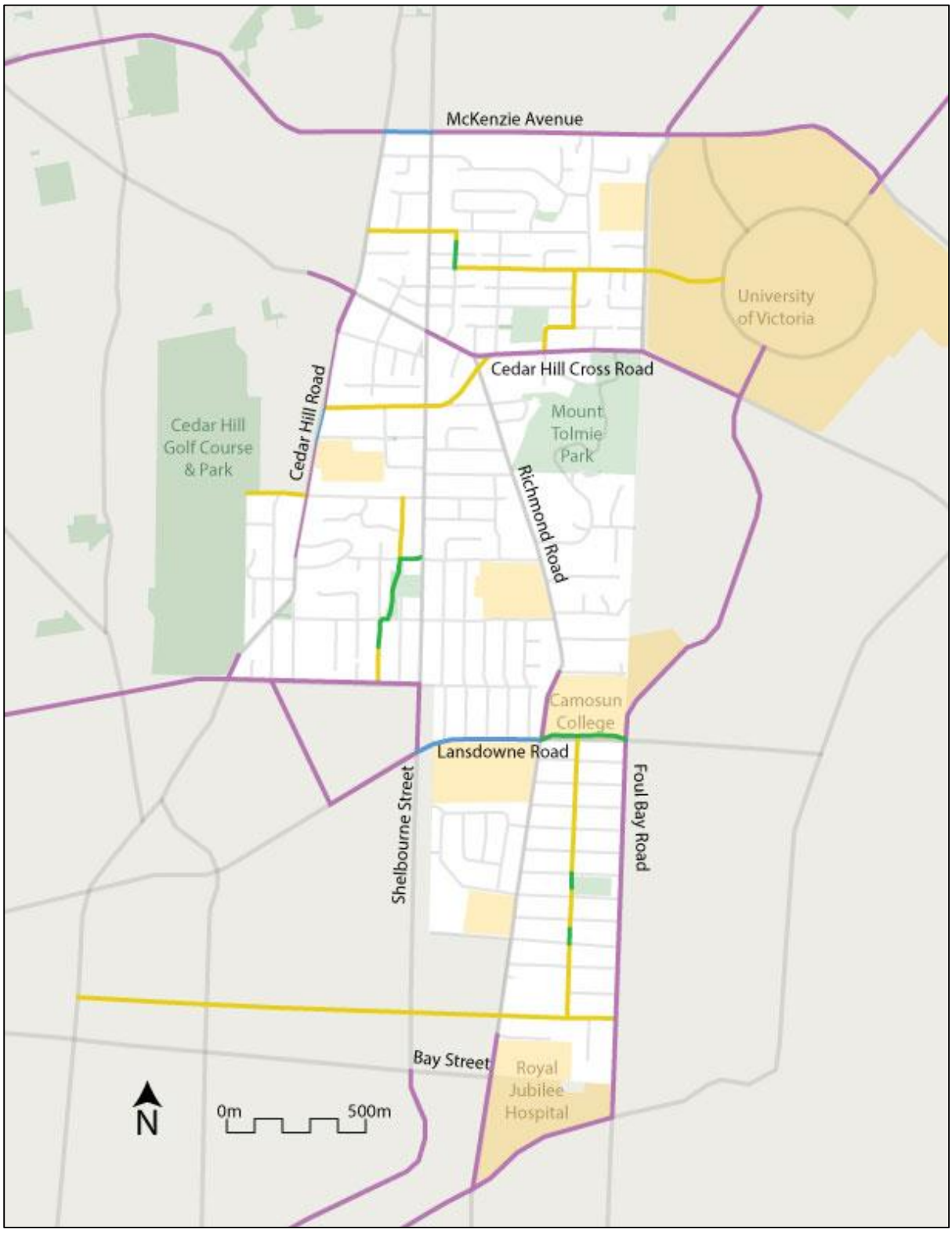
Cycling infrastructure will be developed throughout the Mount Tolmie–Camosun Community, nearly doubling the total length of cycling routes in the community from 11.44km to 22.36km (see Table 6.5). Infrastructure will be developed in the form of designated shared roadways using signage and on-street sharrow markings, on-street bicycle lanes, separated cycle tracks, and off-street multi-use trails (see Map 6.5). Where possible, new cycling routes will be developed along their entire length to avoid piecemeal cycling infrastructure. The primary cycling route through the community will be the separated cycle tracks on Shelbourne Street which will complement the multi-use Bowker Creek Greenway. While the Greenway will be catered towards recreational cycling, the Shelbourne Street infrastructure will be used by commuters and user of all ages and abilities. The Shelbourne Valley Action Plan (SVAP) outlines how cycling infrastructure will develop in both long-term and short-term scenarios. The District of Saanich will invest in short-term improvements for Shelbourne Street in the immediate future. New bicycle lanes on Richmond Road, Cedar Hill Road, and Gordon Head Road will build towards a complete network.

Table 6.5 Cycling Infrastructure

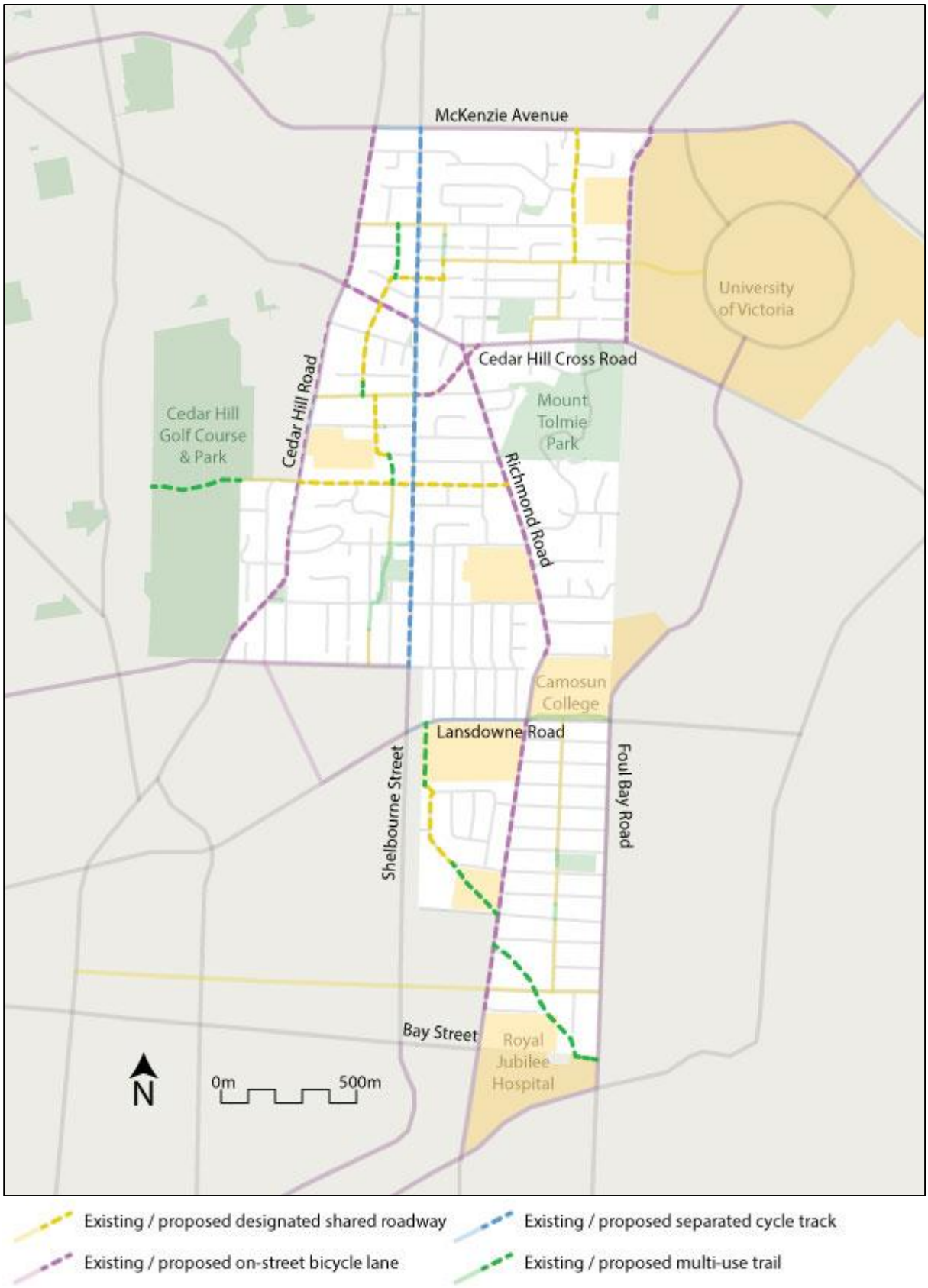
	Designated shared roadways	Bicycle lanes	Separated cycle tracks	Multi-use paths	**TOTAL**
Existing[9]	4.59km	5.52km	0.37km	0.97km	**11.44km**
Future	7.09km	10.73km	3.29km	1.26km	**22.36km**

9 Existing includes infrastructure currently under construction

Map 6.4 Existing Cycling Infrastructure



Map 6.5 Proposed Cycling Infrastructure



6.2.1 Consider the implementation of cycling infrastructure during the redevelopment of any roadways. Ensure that all new cycling routes maintain a minimum width of 1.5m in each direction.

6.2.2 Develop 2-3m wide separated cycle tracks along Shelbourne Street for its entire length through the community. As this infrastructure will be dependent on adjacent property redevelopment, construct 1.5-1.8m wide buffered bicycle lanes and tracks in the short-term, as outlined in the SVAP.

6.2.3 Construct bicycle lanes along the entire length of Richmond Road.

6.2.4 Construct bicycle lanes along the entire length of Cedar Hill Road.

6.2.5 Construct bicycle lanes along the entire length of Gordon Head Road.

6.2.6 Carry out improvements along Haultain Street to reduce traffic speed and priority, thus emphasizing its status as a designated shared roadway.

6.2.7 Designate Derby Road as a shared roadway connecting Cedar Hill Golf Course and Park with Richmond Road. Redevelop the multi-use path through this park to allow for cycling.

6.2.8 Designate Ansell Road as a shared roadway and carry out improvements to improve its intersection with McKenzie Avenue and connect with Larchwood Drive to the north.

6.2.9 Consider cycling needs when designing and developing the Bowker Creek Greenway.

6.2.10 Provide bicycle parking in public parks and plazas.

6.2.11 Develop a wayfinding system for cycling that identifies greenways, cycling routes, major destinations, and respective distances.

6.2.12 Promote cycling throughout the community as a healthy, viable, and sustainable alternative to driving.

6.3 Public Transit

Public transit in the Mount Tolmie–Camosun Community will be expanded in line with the vision set out in the BC Transit Victoria Region Transit Future Plan (2011). In this vision, a rapid transit route will use the McKenzie Avenue corridor to connect UVic in the east with Uptown in the west. The Frequent Transit Network will link with the rapid transit route providing 15-minute or better service between the community and external destinations (see Map 6.6). Local routes will feed into these networks and serve the interests of community residents. Transit stops will be updated, maintained, and integrated into the neighbourhoods. A transit exchange will develop at the intersection of Shelbourne Street and McKenzie Avenue.

Transit Service

6.3.1 Ensure public transit service keeps pace with growth throughout the community. Encourage BC Transit to review demand following major redevelopments.

6.3.2 Recommend that BC Transit consider more east-west bus routes to complete a full network, specifically along Cedar Hill Cross Road.

Transit Infrastructure

6.3.3 Continue to work with BC Transit to implement bus shelter improvements and prioritize needed improvements. Ensure that all improvements meet accessibility requirements.

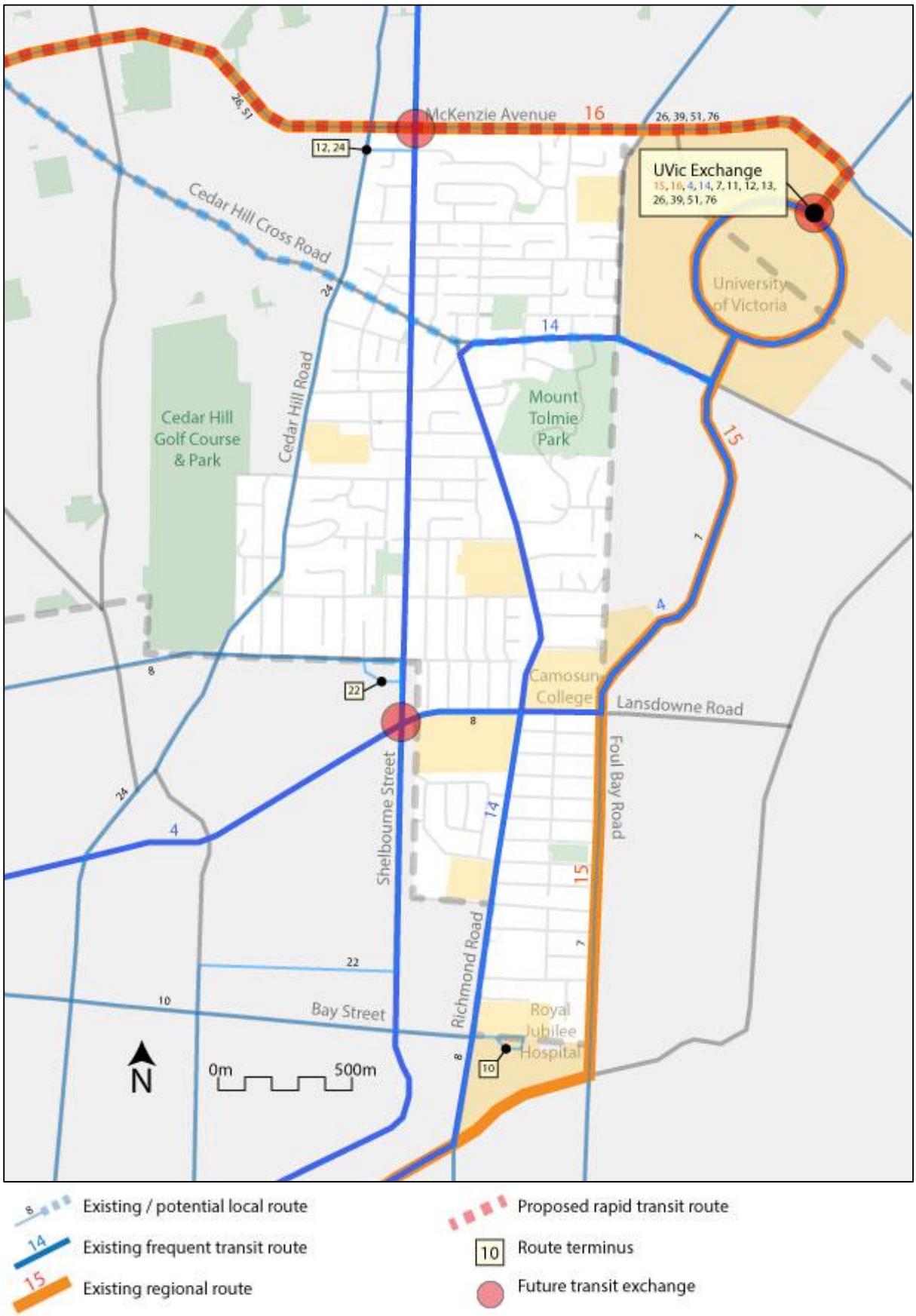
6.3.4 Maintain or reconfigure designated streets as needed to meet BC Transit's Frequent Transit Network standards. These streets are Shelbourne Street, Lansdowne Road, and Foul Bay Road.

6.3.5 Work with BC Transit to develop a rapid transit priority corridor along McKenzie Avenue.

6.3.6 Make improvements to the Garnet Road / Shelbourne Street / McKenzie Avenue bus stops to meet transit exchange standards.

6.3.7 Work to eliminate bus bays along Shelbourne Street except at timing points.

Map 6.6 Public Transit



6.4 Vehicles and Roads

Automobile dependency will be reduced in the Mount Tolmie–Camosun Community to help establish a more pedestrian-oriented community and to minimize carbon emissions. Existing traffic calming measures will be maintained and expanded on local streets. Existing major streets will retain their status as primary vehicle routes and increased traffic on collector streets will be discouraged. Shelbourne Street's right-of-way will be widened, as recommended in the Shelbourne Valley Action Plan (SVAP) in order to better accommodate all road users. Intersection upgrades will take place across the community to better serve pedestrians, as outlined in Table 6.4. Parking on residential streets near major institutions and destinations will be protected for residential use. Roadwork on streets in the community will be well advertised and implemented after consultation with neighbouring residents. The Engineering and Planning departments will work together to maximize opportunities for streetscape improvements in concert with utilities replacements.

Vehicular traffic

6.4.1 Curtail the use of vehicles by promoting alternative forms of transportation such as walking, cycling, and public transit.

6.4.2 Work with the major institutions in the area (e.g. UVic, Camosun College, Royal Jubilee Hospital) to manage traffic and encourage alternative forms of transportation.

6.4.3 Begin the short-term mobility improvements to Shelbourne Street as recommended in the SVAP. Expropriate and acquire land from private frontages in order to widen the road right-of-way where necessary and achieve the SVAP's long-term ultimate vision.

6.4.4 Reduce the speed limit to 40km/hr along local streets.

6.4.5 Maintain traffic calming measures between Richmond Road and Foul Bay Road south of Lansdowne Road.

6.4.6 Manage traffic to maintain current levels or less along Cedar Hill Road and Richmond Road. Minimize diversion of traffic away from Shelbourne Street.

6.4.7 Reconfigure Gordon Head Road at Campus View Elementary School to allow for left turns.

On-street parking

6.4.8 Manage and reduce non-resident parking on residential streets. Consider resident-only parking near major institutions including Royal Jubilee Hospital, Camosun College, and the University of Victoria.

6.4.9 Limit parking to one side of Palo Alto Street and formalize the curbs on both sides.

6.4.10 Minimize parking impacts on residential streets from secondary suites.

Roadways

6.4.11 Ensure that the Saanich Engineering Department follows the same public consultation procedures that is required of private developers. The Saanich Public Process Handbook (2015) should be followed in advance of any engineering projects affecting roadways in the community to ensure all interests are considered.

6.4.12 Coordinate between Saanich departments to ensure above-ground road improvements and utilities projects can be harmonized.

6.4.13 Evaluate the aesthetic, environmental value, and character of streetscapes when developing plans for proposed road or utility upgrading.

6.4.14 Reconfigure storm drains on an as-needed basis as part of road construction or local development projects.

7.0 Community

There is a growing sense of community in Mount Tolmie–Camosun, much of it emerging around the Shelbourne Valley Centre and the associated planning process. The Mount Tolmie and Camosun Community Associations provide resources to, liaise with, and support initiatives from area residents. Community interest in the area revolves around fostering a community identity, once with ties to the area's physical and natural past. The current automobile-centric built form of the major centres is not conducive to the community identity. Multiple-lane streets and parking lots are not attractive and built form makes social interaction more difficult.

Built heritage in the community is identified in the Saanich Heritage Register (2008). There are 39 registered heritage structures in the Mount Tolmie–Camosun Community, but only 7 of them are designated heritage sites (see Map 7.1). A designated heritage site is protected by the Heritage Designation Bylaw and any physical changes to the exterior of these structures go through Saanich Council. The Saanich Heritage Foundation promotes heritage in the municipality and manages grants for structural renovations.

Affordable housing is a dominant concern in the Mount Tolmie–Camosun Community and the wider region. This issue is of specific importance to the community due to its proximity to UVic and the pressure of student housing in neighbouring areas. The cost of living may be outpacing the means of many students. Another concern for area residents is the supply of seniors housing. Currently, such housing is clustered in the Shelbourne Valley Centre and outside of the community in Gordon Head and Oak Bay. With an aging population, more housing may be needed throughout Greater Victoria to support seniors.

Currently, there is no municipal community centre in Mount Tolmie–Camosun. The Cedar Hill Recreation Centre is adjacent to the community, as are the Greater Victoria Public Library (GVPL) – Nellie McClung Branch and the Oak Bay Recreation Centre. Area residents have indicated a desire for more community services in area, perhaps congregated in a municipal community centre.

Map 7.1 Heritage Sites

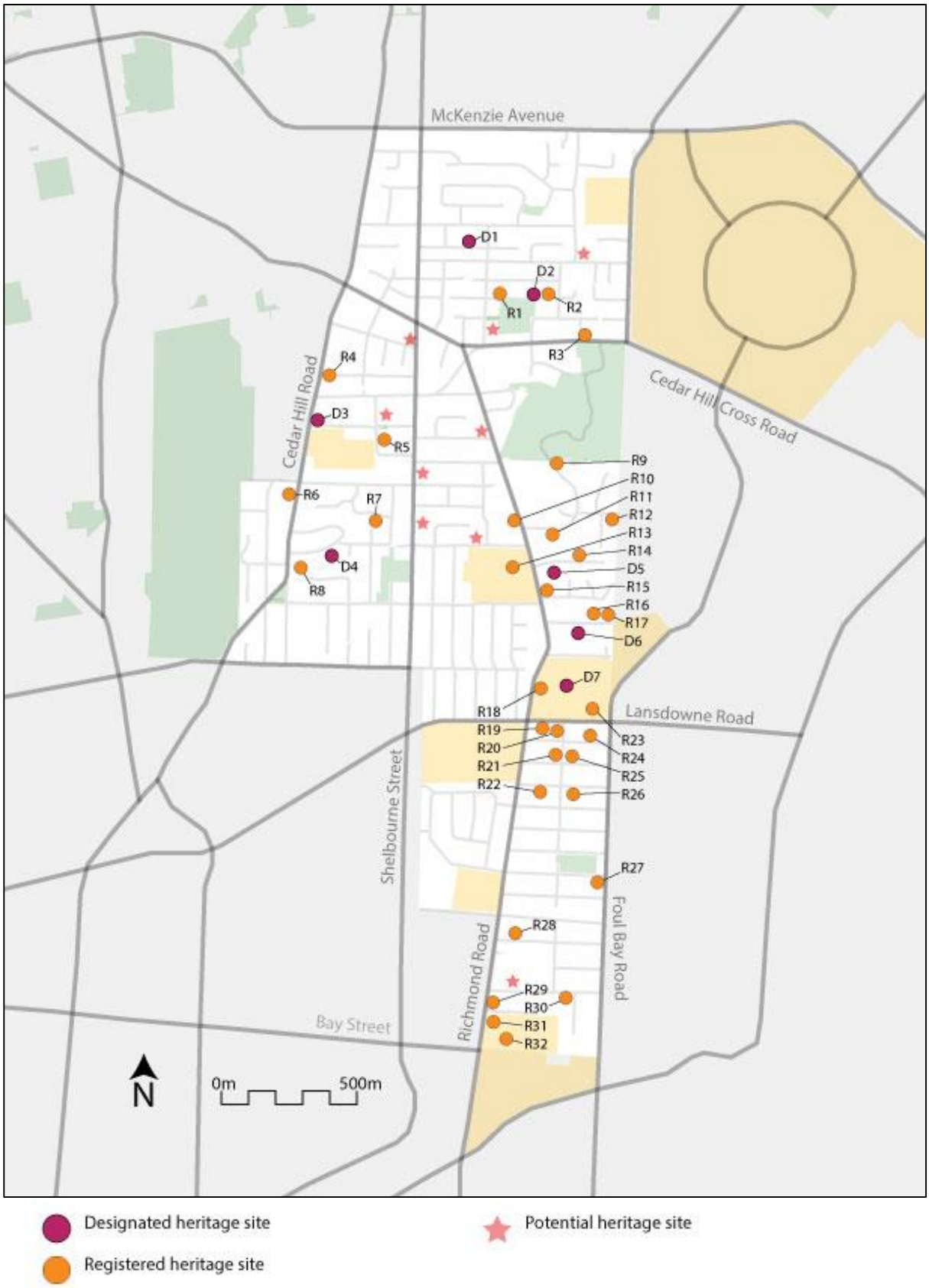


Table 7.1 Heritage Sites

Designated (D) structures are protected, Registered (R) are of interest

Number	*Name*	*Address*	*Year built*
D1	Gale Residence	1650 Earlston	1949
D2	Montgomery Residence	1744 Kisber	1917
D3	Claxton Residence	3501 Cedar Hill	1896
D4	Twin Oaks	1525 Oak Crest	1893
D5	Jones Residence	1911 Woodley	1914
D6	Oakdale	1941 Ernest	1912
D7	Provincial Normal School (now Young Building, Camosun College)	3100 Foul Bay	1914
R1	Smith Residence	1706 Kisber	1894
R2	Holly Lodge	1760 Kisber	1901
R3	Williams Residence	3727 Nancy Hanks	1926
R4	McMorran Residence	3607 Cedar Hill	1908
R5	Stewart Residence	3551 Thistle	1919
R6	Clackmannan	3366 Cedar Hill	1941
R7	Rawlings Residence	1605 Sonria	1929
R8	McRae Residence	3291 Cedar Hill	1907
R9	Walker Residence	3491 Mayfair	1948
R10	Trend House	3516 Richmond	1954
R11	Thordis	1915 Mayfair	1908
R12	Hannah Residence	1991 Cromwell	1944
R13	University School (three buildings now St. Michael's University School)	3400 Richmond	1908, 1911, & 1924
R14	Westward Ho	1930 Woodley	1923
R15	Spurgin Residence	1908 Waterloo	1928
R16	Craigview	1960 Ernest	1911
R17	Burney Heights	1988 Ernest	1912
R18	Richmond Road Streetcar Shelter	3100 Foul Bay	c1920s
R19	Sunnybrae Farm	1885 Lansdowne	c1900
R20	Robertson Residence	1895 Lansdowne	1939
R21	Gough Residence	3000 Dean	1931
R22	Archibald Residence	1879 Forrester	1916
R23	Dunlop Residence	3100 Foul Bay	1928
R24	Porter Residence	1960 Watson	1940
R25	Osborne Residence	3001 Dean	1938
R26	Coton Residence	1925 Forrester	1914
R27	Major Residence	2786 Foul Bay	1913
R28	Phillips Residence	1840 Kings	1912
R29	Warren / de Sausmarez Residence	2533 Richmond	1913
R30	Etherington Residence	1935 Haultain	1916
R31	Adanac Services, Royal Jubilee Hospital	2355 Richmond	1947
R32	Memorial Pavilion, Royal Jubilee Hospital	2355 Richmond	1947

7.1 Heritage

Heritage in the Mount Tolmie–Camosun Community will continue to be valued and recognized as an aspect of the community's identity. Historic structures will be documented and included as part of the Saanich Heritage Register. Heritage aspects of Shelbourne Street and Gore Peace Memorial Park will be emphasized.

7.1.1 Protect the visibility of historic structures in the community. Ensure that new developments respect nearby heritage components and preserve views where possible.

7.1.2 Work with the community to identify potential heritage structures that could be added to the Saanich Heritage Register.

7.1.3 Continue to work with the Saanich Heritage Foundation to protect historic resources in the community.

7.1.4 Highlight and promote Shelbourne Street's heritage aspects.

7.1.5 Emphasize the memorial aspects of Gore Memorial Peace Park.

7.2 Housing

A new supply of housing in the area will help offset some of the rising housing costs in the community. The provision of affordable housing projects will complement market housing supply. Families will be encouraged to move to the area and housing-in-place policies will be applied. New housing developments will be well-integrated into the existing community by considering local terrain, adjacent building form, and potential traffic impacts. The municipality will set affordable housing objectives to be documented in a municipal Housing Strategy[10].

7.2.1 Develop a municipal Housing Strategy to guide affordable housing projects in the municipality while protecting local neighbourhood interests.

7.2.2 Work with government and non-government agencies to provide services for homeless and housing insecure residents.

[10] Municipal Housing Strategies exist across British Columbia, with a recent example being the District of North Vancouver's Rental and Affordable Housing Strategy (2016).

7.2.3 Evaluate and consider topographical elements when allowing seniors' housing locations and deter new projects on or around steep terrain.

7.2.4 In areas being considered for new multi-family housing (see section 4.1), encourage developments with 3-bedroom units near schools.

7.3 Community Wellbeing

The Mount Tolmie–Camosun Community's sense of place will be enhanced. A community centre in the Shelbourne Valley Centre will spur greater community identity and draw greater awareness to the area's neighbourhoods while providing necessary services. The Nellie McClung Library Branch will be expanded and potentially relocated as a feature of the new community centre. The community's history and identity will be highlighted by exposing and celebrating local features such as Bowker Creek and Mount Tolmie. These features will be recognized in works of public art and in interpretive signage. The Mount Tolmie and Camosun Community Associations will be supported in their efforts to foster a sense of community for their respective areas. Other grassroots organizations in the community, including the Shelbourne Community Kitchen, will be backed by the municipality. Food security measures will be undertaken and community gardens developed on public lands.

The municipality will consider establishing a Community Development Fund for the Mount Tolmie–Camosun Community in order to achieve some of the community's objectives. A list of potential priorities can be found in Table 7.2. This Fund would receive contributions from development applications in the community and from municipal commitments. These objectives reflect the overall recommendations of the MTCCP and would need to be prioritized further with community input.

Table 7.2 Community Development Fund Objectives

Potential objective	Section of MTCCP
Bowker Creek protection and daylighting	5.1
Garry oak ecosystem restoration	5.2
Parks and Greenways acquisitions	5.3
Pedestrian infrastructure improvements	6.1
Cycling infrastructure improvements	6.2
Bus stop improvements	6.3
Acquisition of properties along Shelbourne Street to achieve the street's long-term vision	6.4
Community Centre development	7.3, above

Services and Organizations

7.3.1 A Community Centre should be developed in the community. Potential locations include within the Shelbourne Valley Centre, at Shelbourne Street and Derby Road, or at the Richmond School site.

7.3.2 Expand or consider relocation of the GVPL – Nellie McClung Branch.

7.3.3 Continue to support the Mount Tolmie and Camosun Community Associations.

7.3.4 Provide incentives for grassroots community-building projects.

Arts and Culture

7.3.5 Encourage new public art works in the Shelbourne Valley Centre. Emphasize sense of place and the area's connection to Bowker Creek.

Food Security

7.3.6 Support food security initiatives in the community including the Shelbourne Community Kitchen.

7.3.7 Explore options for community gardens on public land, including in unused road rights-of-ways and public parks.

Community Development

7.3.8 Explore the possibility of establishing a Community Development Fund for objectives outlined in Table 7.2. This fund could consist of contributions required of applicants during development applications.

7.3.9 As a municipality, budget for community investments listed in Table 7.2.

8.0 Next Steps

Many of the Mount Tolmie–Camosun Community Plan's policies can be considered and adhered to on an ongoing basis. Action-driven policies will need to be carried out by the District of Saanich or other relevant institutions. Community members can encourage Saanich to respect and recognize MTCCP policies and, where relevant and possible, take action themselves. The Plan's recommendations can be utilized to help guide community input during development applications.

Saanich should be advised to consider community investments during the annual budgeting process. A list of potential priority action items is presented in the Community Development Fund Objectives, Table 7.2. The objectives here include the restoration the Bowker Creek, restoration of Garry oak ecosystems, acquisition of parklands, sidewalk and pedestrian improvements, new cycling infrastructure, bus stop improvements, expropriation to widen Shelbourne Street right-of-way, and the development of a community centre. Ongoing support for community initiatives could also be encouraged.

Ultimately, the community will be responsible for maintaining and administering the MTCCP's policies. As shown by planning examples across the globe, Community Plans possess as much clout and influence as people choose to give them. Community stewardship of this Plan will help the community achieve its vision. The community associations may choose to do annual check-ins to discuss what aspects of the MTCCP have been realized and in what areas the vision is not being realized. By continually engaging with this document, conversation can form around community values and priorities.

Long-term viability of the MTCCP can be secured by enshrining its policies within a future update of the Shelbourne Local Area Plan. An LAP would be officially adopted by the municipality and possesses statutory power as a component of the Official Community Plan. The Mount Tolmie–Camosun Community Plan shows Saanich that the community has a vision that aligns with the OCP and promotes environmental integrity, social well-being, and economic vibrancy. The community will ensure that Saanich recognizes the value of this Community Plan and its capacity to build towards a more sustainable Saanich.

CHAPTER FIVE

Analysis

The Community Plan presented in Chapter Four was a product of work undertaken by two community associations, community members, and the author, as well as the numerous stakeholders who contributed to the studies and past plans upon which the MTCCP drew. The experience of preparing the plan allows reflection on: how community planning in practice compares with theory, and the relative strengths and weaknesses of community vs government-led plan preparation.

The Planning Process

In developing a Community Plan for Mount Tolmie–Camosun, some observations can be made reflecting upon the first theme of analysis: the planning process as outlined in theory and experienced in practice. The planning process, as described by Hodge & Gordon (2008), suggests a rational path from visioning to objectives to specific policies. This description proved to be a helpful guide in developing the initial draft of the Mount Tolmie–Camosun Community Plan. The process was undertaken in a step-by-step fashion that built up each previous step. The iterative nature of community planning was found to exist with numerous refinements occurring at different stages. Significant differences in views have not yet become an issue in the planning process for the MTCCP. It is possible that conflicts may arise in the upcoming months if different community members or different community groups disagree on some aspects of the Plan. While there was no perceived disagreement during the visioning exercises, disagreement could arise over priorities or specific policy implementations. The two community associations, as sponsors of the Plan, will be able to shape the final product of the MTCCP. At this point, it appears as if the interests of the community associations match the interests of the local residents. No strong diversity of views was observed, perhaps due to the suburban community's homogenous suburban. The relative power wielded by the community associations in Mount Tolmie–Camosun does not appear to disadvantage any significant proportions of the population.

One aspect of the planning process that diverged, to a degree, from that described by Hodge & Gordon was the visioning exercises. Based on the planning horizons of the existing Shelbourne Local Area Plan, the visioning exercise for the MTCCP asked participants to envision their community 20 years into the future. This led to a variety of responses, but most participants indicated that they were less concerned with how the community would look in 20 years. Instead, residents were interested in short-term and immediate actions to benefit their neighbourhood. This was not the original intent of the visioning exercise, which was meant to guide long-term planning in the community. For this reason, the visioning aspect of community-based planning appears to be more complex than

described by Hodge & Gordon. This disconnect was first identified by Alan Altshuler in his book, *The City Planning Process: A Political Analysis* (1965).

Bottom-up Community Planning

The second theme of analysis for this SRP is an exploration of differences between the grassroots plan and the official plan for the area. The Mount Tolmie–Camosun Community Plan process developed a more contemporary vision of the community than officially described in Saanich's Shelbourne Local Area Plan (1998). The draft MTCCP differs in many ways from the LAP, perhaps reflecting a shift of values over 18 years. In terms of land use, the LAP envisioned low-rise single-family housing to remain throughout the community, with limited commercial development at the major intersections. The MTCCP, on the other hand, sees densification around the major centres and corridors in the community, and single-family housing remaining in the residential neighbourhoods. This densification aligns more closely with the community's clear interest for vibrant, walkable commercial centres and major corridors in the area while retaining low-rise residential zones elsewhere. The MTCCP's policies for centres and corridors closely match the draft 2014 Shelbourne Valley Action Plan's vision, which covered the western areas of the community. This is due the SVAP's extensive community engagement process that already has ensured most community interests have been heard.

Another component of the MTCCP that differs from the LAP is the greater emphasis on the natural environment. While Bowker Creek and Garry oak ecosystems are recognized in the LAP, the MTCCP is more aggressive in committing to the restoration and preservation of environmentally-sensitive areas. This prioritization has been voiced in more recent planning documents, including the multi-jurisdictional Bowker Creek Blueprint (Bowker Creek Initiative, 2011) that outlines how the Creek will be daylighted and restored over 100 years. There appears to be community interest in achieving this vision for Bowker Creek as quickly as possible, and establishing the natural Creek as an identifying feature for the neighbourhood.

The MTCCP is also stronger than the LAP in its calls for more parks in the area. While the LAP suggests parks in certain areas, for legal reasons it does not specifically identify potential park sites that are privately owned. This is to avoid any potential devaluation that a property may incur should it be designated as future park space (Cameron Scott, personal communication, June 2014). The Community Plan is not a statutory plan and does not heed to the same considerations. Specific sites important to the community are identified as

potential future parks. This aspect of grassroots community-based planning may be seen as beneficial as it can reflect community interests in more detail.

The last component of the MTCCP that differs significantly from the LAP is the vision of transportation in the future. The community, as envisioned by the LAP, is still largely car-dependent. The MTCCP, on the other hand, reflects a community that is more active in walking, cycling, and taking public transit. This vision was expressed by community members as part of their greater interest in being able to access vital retail and social services nearby without leaving the community. The MTCCP has a strong focus on improving the pedestrian environment throughout the community and implementing cycling infrastructure improvements. This level of commitment is missing from the 1998 LAP. The MTCCP's policies also extend beyond the SVAP's cycling commitments, proposing a network to cover more streets in the community. The difference between the bottom-up and Saanich-led vision for mobility along Shelbourne can be attributed to Saanich's desire to maintain some major roads as corridors for commuters through the community. Residents in the area, however, are opposed to their streets being utilized as high-speed thoroughfares and are more supportive of traffic calming and the promotion of alternative forms of transportation. Should aspects of the MTCCP be incorporated into official Saanich policy, it is possible that they may be reworked to mirror existing municipal policy.

While the MTCCP produced a different vision of the community from the LAP, it managed to capture a vision more similar to the SVAP for the parts of the community covered by that Plan. The fact that the draft SVAP is a much more recent document (2014) than the existing LAP (1998) may contribute to the alignment of the two more recent documents. The major difference between the MTCCP and SVAP was not the end vision, but who would be responsible for achieving the vision. The draft SVAP proposes a set of policies allowing for the redevelopment of private properties along major centres and corridors. As part of the development process, improvements to the public domain would be required. By allowing development in the community, Saanich would encourage incremental changes to the streetscape to improve the pedestrian and cycling environment. This form of ad-hoc implementation has not been well received by the community. Instead, residents indicated that they would like to see significant investments in the community in the short-term to help increase vibrancy and reduce dependency on private vehicles. The MTCCP attempts to balance these considerations by providing equal opportunity for public and private investments. Future iterations of the Plan may prioritize public financial contributions, but such policies may be better left to community advocates lobbying during the municipal budgeting process than in a community plan.

Overall, the MTCCP strived to portray a balance between idealism and realism. The idealism aspect can be best understood as the optimal vision of the future by residents, disregarding any potential trade-offs or practical considerations. The realism component, on the other hand, comes from the interest in seeing practical aspects of the Plan achieved. In order to maximize the chances of the MTCCP being endorsed, attempts were made to frame the Community Plan within the greater planning context. A Community Plan that stood in conflict with or against existing municipal plans would not generate support at the municipality. Luckily, no major compromises were needed to be made to align the MTCCP with existing planning policy. The grassroots vision for the community may not be much different from the officially-sanctioned vision for the community. The major difference is the MTCCP's more aggressive implementation timeline, which does not itself conflict with municipal policy. How community members would expect implementations to be funded, however, remains to be seen. Despite a perceived gap between community and municipal vision, such a gap actually lies in the proposed policy responses. There does not appear to be disagreement over the end result; rather, there is disagreement over how to get there.

Lessons Learned

One of the primary lessons from the development of the MTCCP relates to the difficulties associated with long-term planning horizons. Municipalities favour 20 to 30 year timelines for statutory planning purposes, providing a blueprint for future development of communities. Residents, however, do not appear to share the same interest in long-term planning. Engaging residents for long-term high-level planning projects is more difficult than engaging residents for immediate actions. During the community associations' visioning survey in Spring 2016, most respondents indicated that they were not familiar with Saanich's Official Community Plan. This unfamiliarity should concern the municipality since the OCP is the primary guiding document that (supposedly) reflects the interests of all Saanich citizens. In contrast, a majority of the same respondents indicated they were familiar with the Shelbourne Valley Action Plan. The SVAP is a short-term action plan meant to focus OCP objectives. But it is the SVAP that citizens are interested in, because the short-term development of the neighbourhood affects their day-to-day lives in a way that long-term municipal-level visioning does not. While Davidoff (1965) brought forward the important human element of urban planning and contemporary planners often focus on human-scale developments, there does not appear to be the same consideration given to human-scale temporal planning. Long-term planning does not operate on a human scale relevant to most individuals. The effectiveness of these plans may be compromised by a lack of interest or

buy-in when citizens do not see how the plan can directly better their lives. Municipalities may need to re-evaluate their tools for achieving community goals when visions appear to align but there is disagreement over how to get there. The long-term planning favoured by the municipality seems to align with greater private investment, and the short-term action favoured by the communities seems to align with greater public investment. In the case of the MTCCP, the problem can be framed as a 'chicken-or-the-egg' question: should the municipality invest in the neighbourhood improvements to incentivize redevelopment, or should they allow for redevelopment to incrementally provide improvements? A balance of both may best benefit all stakeholders. Unfortunately, this balance seems to be determined by the municipality's decreasing resources that allow for less and less direct investments. Municipal short-term actions that truly address the interests of residents on human-scale time horizons may require a new model of municipal funding in Canada.

A secondary lesson learned in the MTCCP process was the different capacities that different communities possess to carry out bottom-up planning exercises. Community-based planning projects in New York City, Seattle, and Victoria have been somewhat successful in mobilizing citizens and stimulating interest. The communities engaged in these cities have been largely urban, and the planning exercises have focused on significant issues in the urban context. Differences have arisen in these communities, as not all stakeholders in urban neighbourhoods have homogenous views. Community-based planning in suburban Saanich, however, may be different than urban experiences for two reasons. For one, the idyllic suburban landscape of Saanich's communities does not provide as many obvious causes for concern with residents when compared to urban areas. Citizens may be complacent due to the relative absence of significant urban deficiencies. Community-based planning in Saanich seems to have more in common with the experiences of Nanaimo, itself largely suburban in nature. The level of organization and power amongst Nanaimo or Saanich community associations is much weaker than in Victoria or Seattle. Had the development of the MTCCP not been undertaken as part of this SRP, for example, it is unlikely that the Mount Tolmie and Camosun Community Associations would have been able to develop a Community Plan on their own. This may be evidence of the relatively weaker community organization structures in suburban neighbourhoods in Greater Victoria. The second reason that community-based planning is different in urban areas is that Saanich, like many suburbs, possesses a homogenous population. Population in these suburbs tends to be predominantly whiter, older, and comprised of more homeowners. The diversity of views and values expressed in urban neighbourhoods is not so prevalent in Saanich. In some situations this may lead to less acceptance of diverging views, but as part of the development of the MTCCP no conflicting views have been expressed.

CHAPTER SIX

Conclusion

My experience working on the Community Plan for Mount Tolmie–Camosun has helped me better understand the planning process both in theory and in practice. As a planner, it is easy to fall into the trap of attempting to connect community vision with policies in a rational-comprehensive approach. It is much simpler to conceptualize the process in a linear fashion with a clear path between values and actions. I had to constantly remind myself of the iterative nature of planning and avoid oversimplifying the process. I felt that my skills as a planner were best used when I helped the community shape and refine its policies rather than propose new actions based on best practices from elsewhere. That being said, it would have been more difficult had I not been familiar with planning strategies outside of Saanich. A combination of broad planning skills and familiarity with local context due to my past experience with the community associations helped prepare me for the task. At this stage, I have a greater appreciation for the many complexities that are intertwined with the planning process. In the future, I hope to better reconcile my understanding of progressive advocacy planning with community-based grassroots planning. When such planning processes diverge, it is unclear to me which model would be ideal and for whom each process benefits. In addition, I hope to expand upon my planning experience in a more urban environment in the future. I suspect that the planning process in suburban Saanich does not necessarily reflect the planning norms in cities across Canada. How marginalized groups are affected or disaffected by planning was not seen as part of this project.

When community vision and municipal policies come together, local area planning may not be as difficult of a task as perceived. While conflict may arise in the next steps of the MTCCP process, up until now the exercise has consisted of a consensus vision for the community. Translating this vision into policies is dependent on an understanding of local context and of best practices from elsewhere. One aspect of the planning process not explored as part of this SRP is how well the Community Plan fits within progressive housing and sustainability frameworks. While it may be supported by the municipality and the community, is a Community Plan that recommends mostly single-family dwellings acceptable in light of Greater Victoria's affordable housing crisis and commitments to combat climate change? This may be a topic for future research in the community, but a recent unanimous Council rejection of an affordable housing project in a Mount Tolmie–Camosun residential neighbourhood due to density concerns brings the issue to the forefront (Depner, 2016). Could this be a sign of potential divergence of views between policy and implementation, or is it properly reflected in the MTCCP?

Looking forward, the next steps in the MTCCP process will be exciting ones. Further consultation with residents will refine the Plan and its vision for the area. High-level changes

to the Plan, including its planning horizon, may need to be made. After adoption of the MTCCP, the community associations anticipate bringing this Plan forward to the District of Saanich for endorsement. This would be an unprecedented occurrence in Greater Victoria, if endorsed. While Victoria has engaged in the co-creation of plans and Saanich has endorsed community-led amendments and grassroots reports, the endorsement of community-driven plan has not yet occurred. Based on the successes and challenges of this planning process, it is hoped that Saanich will consider alternative work plans for Local Area Planning. The proposed 13-year timeline to update LAPs does not serve citizens well as development pressures will continue to shape communities without proper planning policies. A future approach balancing municipal high-level long-term visions and local short-term actions may best serve the needs and engagement interests of communities in Saanich.

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APPENDIX A. Visioning Survey Sample.

Thank you for taking the time to complete this survey.

The Mount Tolmie – Camosun Community refers to the area of Saanich south of McKenzie Avenue and east of Cedar Hill Road.

[Click here for a map]

A. PLANNING CONTEXT

1. Are you familiar with the Saanich Official Community Plan (OCP)?
    a. Yes
    b. No

2. Are you familiar with Saanich's Local Area Plans Shelbourne Local Area Plan (LAP)?
    a. Yes
    b. No

3. Are you familiar with the Shelbourne Valley Action Plan (SVAP)?
    a. Yes
    b. No

4. Are you familiar with your local community groups, the Mount Tolmie Community Association (MTCA) and Camosun Community Association (CCA)?
    a. Yes, both
    b. Yes, MTCA only
    c. Yes, CCA only
    d. No, neither

B. VALUES AND PRIORITIES

5. Rate the **importance** of each of the following topics for you in the Mount Tolmie–Camosun Community:

a) Built Environment	Not Important	Slightly Important	Moderately Important	Important	Very Important
Sustainable Development	O	O	O	O	O
Land Use & Zoning	O	O	O	O	O

Urban Design	O	O	O	O	O
Accessibility	O	O	O	O	O
Building Height	O	O	O	O	O

b) Natural Environment

	Not Important	Slightly Important	Moderately Important	Important	Very Important
Climate Change	O	O	O	O	O
Natural Ecosystems	O	O	O	O	O
Conservation	O	O	O	O	O
Parks and Trails	O	O	O	O	O

c) Mobility

	Not Important	Slightly Important	Moderately Important	Important	Very Important
Pedestrian Mobility	O	O	O	O	O
Cycling	O	O	O	O	O
Public Transit	O	O	O	O	O
Vehicular Mobility	O	O	O	O	O
Traffic Mitigation	O	O	O	O	O
Parking	O	O	O	O	O

d) Community

	Not Important	Slightly Important	Moderately Important	Important	Very Important
Urban Agriculture	O	O	O	O	O
Food Security	O	O	O	O	O
Housing	O	O	O	O	O
Employment	O	O	O	O	O
Public Health & Safety	O	O	O	O	O
Recreation	O	O	O	O	O
Arts & Culture	O	O	O	O	O

Heritage	O	O	O	O	O
Social Services	O	O	O	O	O

6. Choose the major category (Built Environment, Natural Environment, Mobility, or Community) most important to you and elaborate on where you see opportunity for improvement within this category.

C. VISION

7. Describe what your ideal Mount Tolmie–Camosun Community would look like in 2036:

D. TELL US ABOUT YOURSELF

8. Gender: (optional)
    - Male
    - Female
    - Other: _____

9. Age: (optional)
    - 24 years or younger
    - 25-34 years
    - 35-44 years
    - 45-54 years
    - 55-64 years
    - 65 years or older

10. Please check all that apply to you and the Mount Tolmie–Camosun Community:
    - ☐ I live here
    - ☐ I work here
    - ☐ I go to school here
    - ☐ I shop or play here
    - ☐ I travel through here

11. How long have you lived in the Mount Tolmie–Camosun Community? (optional)
    - Less than 5 years
    - 5-9 years
    - 10-19 years
    - More than 20 years
    - I do not live in the area

12. Living situation:
    - Rent
    - Own
    - Other: _____

13. Home postal code: _____

14. If you are interested in participating in an upcoming workshop focused on the Mount Tolmie - Camosun Community Plan (April 2016, date TBD), please provide your email address below. Your address will not be shared or utilized for anything other than Mount Tolmie–Camosun Community Plan information.

APPENDIX B. MTCCP Sources of Input.

Policy / Priority Number	1998 Shelbourne Local Area Plan	Saanich Official Community Plan	Shelbourne Valley Action Plan	Shelbourne Valley Walkability Report	Bowker Creek Blueprint	Pedestrian Priorities Implementation Plan	CRD Pedestrian & Cycling Master Plan	BC Transit Victoria Region Transit Plan	Community Association Input	2016 MTCCP Survey	2016 MTCCP Workshop	MTCA Traffic Priorities Inventory	2013 MTCA survey
4.1.1			x							x			
4.1.2			x							x			
4.1.3			x										
4.1.4			x							x	x		
4.1.5			x						x				
4.1.6											x		
4.1.7													
4.1.8			x						x	x			
4.1.9	x		x								x		
4.1.10			x										
4.1.11			x										
4.1.12	x								x	x	x		
4.1.13									x				
4.1.14	x								x		x		
4.1.15										x			
4.1.16	x												
4.1.17			x										
4.1.18													
4.2.1		x	x		x								
4.2.2		x											
4.2.3			x		x								

4.2.4			x		x								
4.2.5	x										x		
4.2.6					x					x			
4.2.7			x		x								
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4.2.9		x	x										
4.2.10		x	x										x
4.2.11			x										
4.2.12	x								x		x		
4.2.13		x	x										
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4.2.16									x				
4.2.17			x										
4.2.18			x		x								
4.3.1	x												
4.3.2	x										x		
4.3.3	x	x											
4.3.4		x			x						x		
4.3.5									x				
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4.3.7									x				
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4.3.11									x				
4.3.12	x										x		
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5.1.1			x		x					x	x		x

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5.1.3					x					x	x		
5.1.4			x		x								
5.1.5									x				
5.1.6					x				x		x		
5.1.7					x								
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5.1.9					x								
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5.1.12			x		x								
5.1.13					x								
5.1.14									x				
5.1.15			x		x						x		
5.1.16			x		x								
5.2.1	x	x	x								x		
5.2.2		x							x		x		
5.2.3	x		x							x	x		
5.2.4		x	x								x		
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Table 6.1 3			x	x		x			x	x			
Table 6.1 4				x		x			x			x	
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Table 6.1 37									x				
Table 6.4 1			x	x					x		x		
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6.1.11			x	x					x				
6.1.12				x									
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6.3.3		x	x	x									
6.3.4			x					x					
6.3.5			x					x					
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7.2.1									x		x		
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