

# CADBORO BAY LOCAL AREA PLAN



THE CORPORATION OF THE  
DISTRICT OF SAANICH  
BRITISH COLUMBIA

References to General Plan,  
1993 throughout this  
document means the Official  
Community Plan, 2008 as  
adopted by Bylaw 8940 on  
July 8, 2008.

# CADBORO BAY LOCAL AREA PLAN

Appendix C to Bylaw 8940

Prepared by the Planning Department,  
The Corporation of the District of Saanich

**THE CORPORATION OF THE DISTRICT OF SAANICH**

**BYLAW NO. 8940**

**TO ADOPT AN OFFICIAL COMMUNITY PLAN**

---

**WHEREAS** Section 875 of the *Local Government Act* provides that an official community plan is a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan, respecting the purposes of local government;

**AND WHEREAS** under Section 876 of the *Local Government Act*, a local government may adopt an official community plan;

**AND WHEREAS** under Section 876 of the *Local Government Act*, an official community plan must designate the area covered by the plan;

**AND WHEREAS** an official community plan has been prepared for all areas of the District of Saanich consisting of the General Plan, twelve Local Area Plans, and Development Permit Areas Justifications and Guidelines, attached hereto as Schedule "A" and comprising the following appendices:

- Appendix "A" - General Plan
- Appendix "B" - Blenkinsop Local Area Plan
- Appendix "C" - Cadboro Bay Local Area Plan
- Appendix "D" - Carey Local Area Plan
- Appendix "E" - Cordova Bay Local Area Plan
- Appendix "F" - Gordon Head Local Area Plan
- Appendix "G" - North Quadra Local Area Plan
- Appendix "H" - Quadra Local Area Plan
- Appendix "I" - Royal Oak Local Area Plan
- Appendix "J" - Rural Saanich Local Area Plan
- Appendix "K" - Saanich Core Local Area Plan
- Appendix "L" - Shelbourne Local Area Plan
- Appendix "M" - Tillicum Local Area Plan
- Appendix "N" - Development Permit Areas, Justification and Guidelines

**NOW THEREFORE** the Municipal Council of The Corporation of the District of Saanich in open meeting assembled enacts as follows:

1. The official community plan attached hereto as Schedule "A" comprising appendices "A" to "N" inclusive and made a part of this Bylaw is hereby designated as the Official Community Plan for the District of Saanich.

2. Bylaw No. 7044, being the "Official Community Plan Bylaw, 1993" is hereby repealed except insofar as it may repeal any other bylaw.
3. This Bylaw may be cited as the "Official Community Plan Bylaw, 2008, No. 8940".

Read a first time this 23<sup>rd</sup> day of June, 2008.

Public Hearing held at the Municipal Hall on the 8<sup>th</sup> day of July, 2008.

Read a second time this 8<sup>th</sup> day of July, 2008.

Read a third time this 8<sup>th</sup> day of July, 2008.

Adopted by Council, signed by the Mayor and Clerk and sealed with the Seal of The Corporation on the 8<sup>th</sup> day of July, 2008.

"CARRIE MacPHEE"

---

Municipal Clerk

"FRANK LEONARD"

---

Mayor

## TABLE OF CONTENTS

<b>1.0</b>	<b>INTRODUCTION</b> .....	1
	Public Participation.....	1
	Boundaries .....	2
	Topography .....	2
	Community Associations .....	4
	Social Profile .....	4
	Land Use Character .....	6
<b>2.0</b>	<b>CADBORO BAY VISION, 2010</b> .....	8
<b>3.0</b>	<b>SOCIAL AND CULTURAL SERVICES</b> .....	10
	Seniors .....	10
	Parents/Families .....	11
	Youth.....	11
	Arts and Culture .....	11
	Personal Safety and Emergency Preparedness .....	11
	Community Associations .....	12
	Policies.....	12
<b>4.0</b>	<b>HISTORICAL RESOURCES</b> .....	13
	Saanich Heritage Management Plan .....	13
	Heritage Structures .....	14
	Significant Trees .....	14
	Policies.....	14
<b>5.0</b>	<b>MUNICIPAL INFRASTRUCTURE</b> .....	16
	Sanitary Sewers .....	16
	Storm Drains .....	16
	Water Service.....	19
	Policies.....	19
<b>6.0</b>	<b>ENVIRONMENT</b> .....	20
	Green/Blue Spaces .....	20
	Watercourses .....	20
	Ocean Shoreline .....	23
	Vegetation and Habitat.....	25
	Policies.....	25
<b>7.0</b>	<b>HOUSING</b> .....	27
	Single Family Dwellings .....	28
	Single Family House Design .....	31
	Two-Family Dwellings .....	31
	Multi-Family Housing.....	32
	Seniors and Special Care Housing .....	35
	Housing Unit Potential.....	36
	Policies.....	36

<b>8.0</b>	<b>OPEN SPACE AND PARKS</b> .....	38
	Acquisition Priorities.....	40
	Park Planning Priorities.....	41
	Haro Woods .....	42
	University of Victoria .....	42
	Trails .....	43
	Saanich Green/Blue Spaces .....	43
	Greenways, Boulevard Streets, and Green Streets .....	45
	Ocean Shoreline .....	45
	Viewscapes.....	47
	Policies.....	47
<b>9.0</b>	<b>MOBILITY</b> .....	49
	Road Network .....	49
	Commercial Trucks and Tour Buses.....	52
	Transit Service .....	54
	Bicycle Facilities.....	54
	Pedestrian Network.....	55
	Policies.....	57
<b>10.0</b>	<b>COMMERCIAL</b> .....	60
	Future of the Village Centre .....	62
	Village Centre Streetscape .....	63
	Mixed Commercial/Residential Use Development .....	64
	Home Occupation Use .....	64
	Policies.....	65
<b>11.0</b>	<b>INSTITUTIONS AND PUBLIC ASSEMBLY</b> .....	66
	Schools .....	66
	Churches.....	68
	Residential Care Facilities.....	68
	Medical Facilities.....	68
	Municipal Properties.....	69
	Institutional Land Holdings .....	69
	Policies.....	70
<b>12.0</b>	<b>DEVELOPMENT COST CHARGE AREAS</b> .....	71
	Policies.....	71
<b>13.0</b>	<b>DEVELOPMENT PERMIT AREAS</b> .....	72
	Policies.....	72
<b>14.0</b>	<b>STRUCTURE MAP</b> .....	75
	<b>DEFINITIONS</b> .....	76
	<b>APPENDIX 1</b> .....	78

## MAPS

MAP 1.1	Topography .....	2
MAP 1.2	Regional Context.....	3
MAP 1.3	Existing Zoning.....	7
MAP 4.1	Heritage Structures and Significant Trees.....	15
MAP 5.1	Sewers/Water/Drains .....	17
MAP 5.2	Sewer Service Boundary.....	18
MAP 6.1	Environmental Features .....	21
MAP 6.2	Shoreline Beach Types .....	24
MAP 7.1	Minimum Parcel Size.....	30
MAP 7.2	Multi-Family Housing.....	33
MAP 8.1	Open Space and Parks .....	39
MAP 8.2	Trails and Beach Access.....	44
MAP 8.3	Greenways, Boulevard Streets, and Green Streets .....	46
MAP 9.1	Road Network.....	50
MAP 9.2	Community Mobility Concern Locations .....	51
MAP 9.3	Truck Route.....	53
MAP 9.4	Transit Service .....	55
MAP 9.5	Bicycle Facilities.....	57
MAP 9.6	Sidewalks .....	59
MAP 10.1	Village Centre.....	62
MAP 11.1	Institutional Land Use.....	68
MAP 13.1	Development Permit Area .....	74
MAP 14.1	Structure Map.....	Back Cover

## FIGURES

FIGURE 1	Cadboro Bay Age Comparison, 1996 and 1986.....	4
FIGURE 2	Cadboro Bay Age Comparison, 1996.....	5
FIGURE 3	Housing Type Comparison of Cadboro Bay, Saanich, and CRD .....	27

## TABLES

TABLE 1.1	Private Household Characteristics, 1996 .....	5
TABLE 1.2	Housing Tenure, 1996.....	6
TABLE 1.3	Labour Force Characteristics, 1996 .....	6
TABLE 7.1	Multi-Family Development Guidelines.....	34
TABLE 7.2	Housing Unit Potential.....	36
TABLE 8.1	Comparison of Municipal Open Standards and Cadboro Bay Open Space.....	38
TABLE 8.2	Cadboro Bay Park Summary.....	40
TABLE 10.1	Commercial Development Guidelines .....	64
TABLE 11.1	School Capacity .....	67
TABLE 11.2	Institutional Property Action Plan Issues .....	71

# 1.0 INTRODUCTION

## BACKGROUND

The Saanich Official Community Plan comprises the General Plan, 1993 and 12 local area plans. The General Plan provides a policy framework from an overall municipal perspective, while the local area plans provide more detailed policies at a neighbourhood level. Local area plans identify, discuss and create plan policies to address neighbourhood issues. It is the plan policies that are used to make decisions about the neighbourhood.

The local area plans set out comprehensive policies that help guide the future of individual communities. They supplement the General Plan by creating a local context and specific policies and guidelines to which Council can refer when making decisions on development proposals and capital works.

The local area plan is intended to provide a reasonable level of certainty about future uses and development and the quality of life to be achieved within the area. The plan is for the municipality, residents, property owners and others with an interest in this area. The local area plan also sets a context for considering development proposals in the area, many of which may not have been anticipated when the Plan was updated. Council may amend the local area plan, following a public hearing in response to a specific development proposal.

The first Cadboro Bay Local Area Plan was adopted by Council in March, 1982. The Planning Department initiated a major review in the fall of 1989 and a new plan was adopted by Council in November, 1992. Since then, three housekeeping amendments have occurred, but the basic policies have not changed.

On November 20, 1995, Council endorsed a program to update all local area plans before 2001. A public participation process was approved that focused on tapping into the local knowledge and interests of residents through community associations. The program recognizes, that while most of the basic land use policies are generally still relevant, changes are required to add details, update statistics and maps, and to acknowledge a new awareness of environmental and social issues.

## PUBLIC INVOLVEMENT

Although the public participation process was simplified for the plan update, opportunity was provided for residents to be involved in the review. The public involvement process included meetings with the Cadboro Bay Residents Association and Cadboro Bay Merchants' Association as community representatives; a community survey delivered to each address in the plan area in September, 1999 with a response rate of 18% (Appendix 1) and 80 people attended a community workshop held in December, 1999 to provide input about the future goals of Cadboro Bay. The results of the workshop assisted in creating the Community Vision Statement that identifies what the Local Area Plan is attempting to achieve (Chapter 2.0). The community associations and institutions were invited to comment on the first draft of the plan.

The general public, community associations, government agencies, municipal communities, municipal departments, institutions and Municipality of Oak Bay were invited to review the second draft. Property owners/residents representing approximately 175 properties in Cadboro Bay attended a community open house in December, 2000 to review and provide comments about the second draft of the plan. Comments were received and incorporated where appropriate and that draft was submitted for Council's consideration in the Fall, 2001.

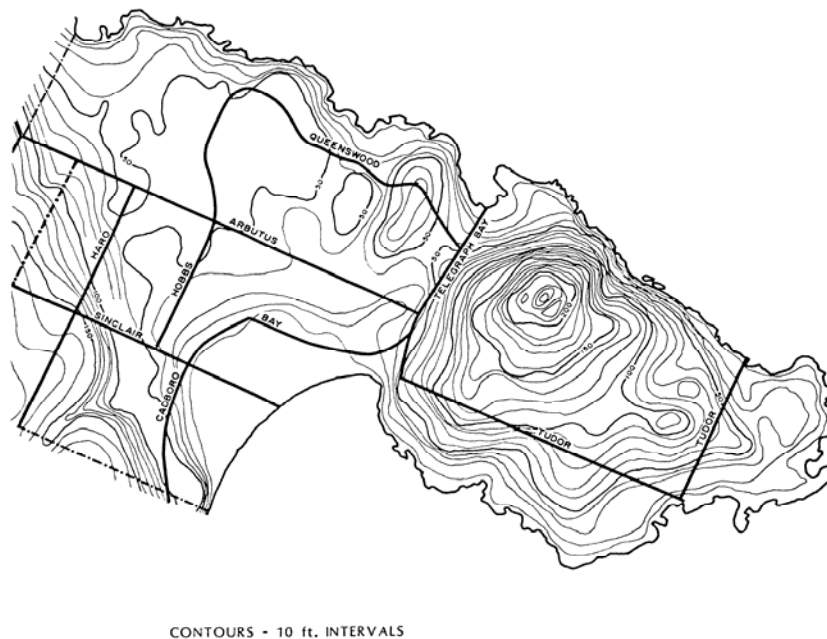
## BOUNDARIES

Map 1.2 shows the location of Cadboro Bay within the Capital Regional District and Saanich. Cadboro Bay is bounded by the Gordon Head local area to the west, Haro Strait to the north and east, and Cadboro Bay and the Municipality of Oak Bay to the south. To facilitate discussion, the area was divided into three neighbourhoods; the Village, Queenswood and Ten Mile Point, as well as the Village Centre.

## TOPOGRAPHY

Map 1.1 identifies the topography in Cadboro Bay. The Village Area is relatively flat except for a long slope that rises up to the west toward Gordon Head, the Queenswood area is relatively level except for the slopes along the Queenswood shoreline and Ten Mile Point has the steeper slopes of Minnie Mountains.

**Map 1.1: Topography**



**MAP 1.2  
REGIONAL CONTEXT**

## COMMUNITY ASSOCIATIONS

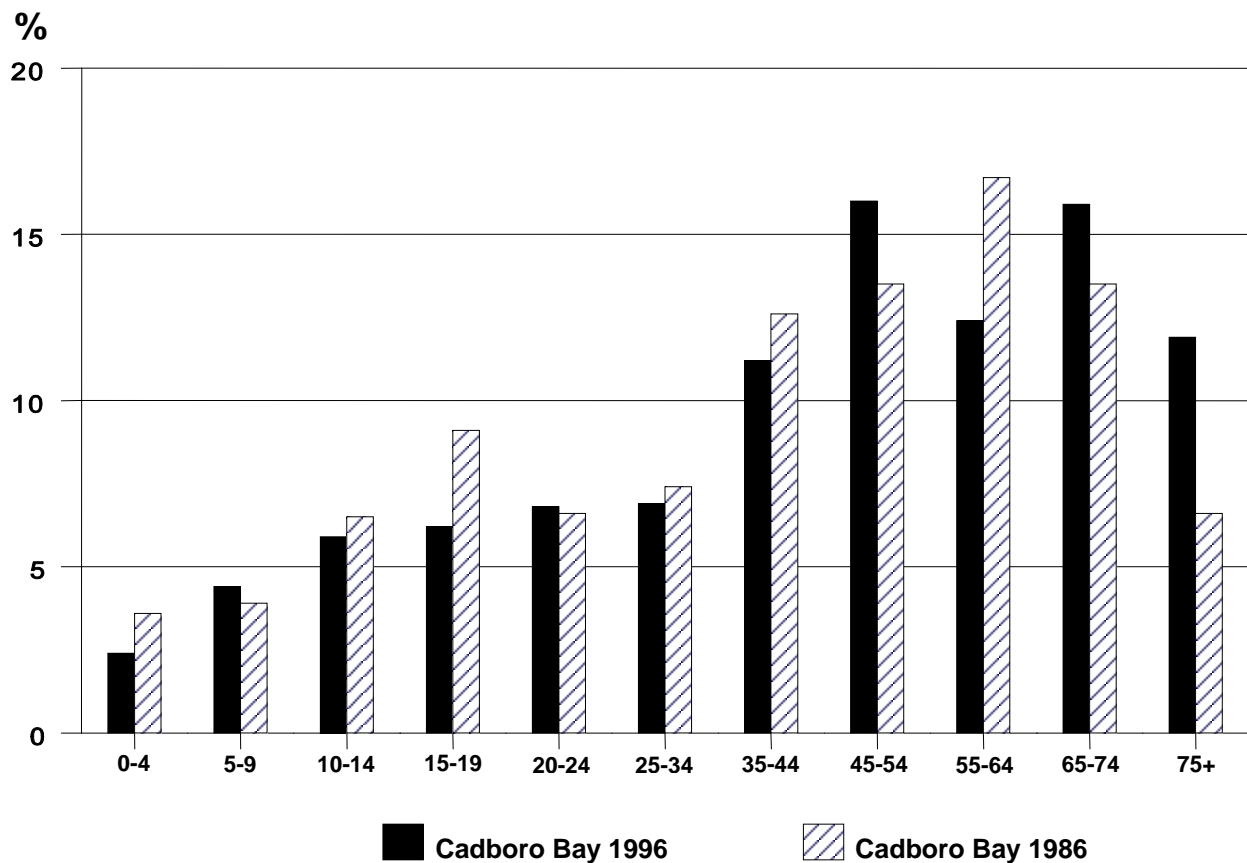
The Cadboro Bay Residents Association represents the entire plan area. The recently created Cadboro Bay Merchants' Association represents the businesses located in the Village Centre.

## SOCIAL PROFILE

The social profile identifies the demographic characteristics of Cadboro Bay. The data source for this section is Statistics Canada 1996 Census.

Figure 1 is an age comparison for Cadboro Bay from 1986 to 1996. Over the last 10 years, the population of Cadboro Bay has increased by 7.0% from 3,625 to 3,900 persons. The population of persons in the 1-19 years of age group has declined; persons in the 20-64 of age group have remained about the same and persons in the 65 and over age group has increased.

**Figure 1:**  
**Cadboro Bay Age Comparison, 1996 and 1986**



Source: Statistics Canada 1996

Figure 2 is an age comparison between Cadboro Bay, Saanich and the Capital Regional District (CRD). Cadboro Bay has a lower percentage of youth, a lower percentage of middle age adults and a higher percentage of seniors.

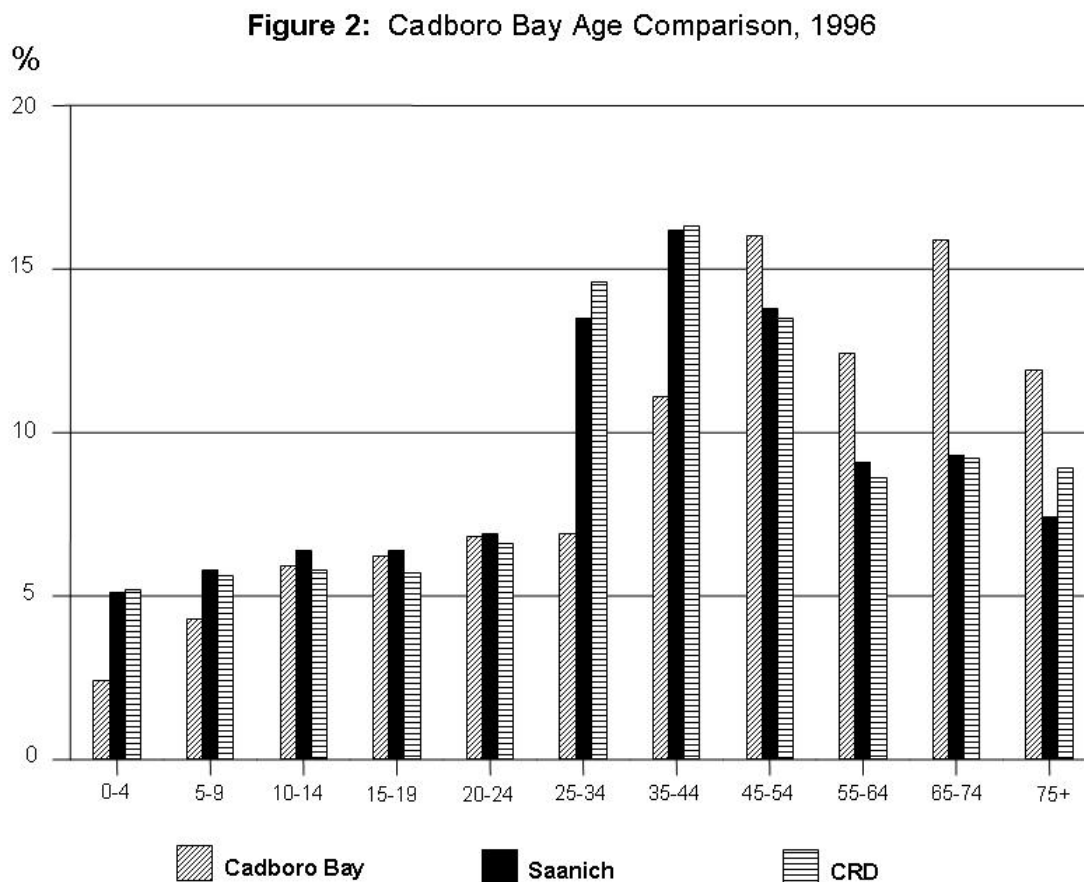


Table 1.1 describes the private household characteristics of Cadboro Bay. Average size of private households is the same and the average household income is higher than for Saanich as a whole.

**Table 1.1: Household Characteristics, 1996**

Characteristic	Cadboro Bay Local Area	Saanich
Private households	1,540	39,695
Average number of persons	2.5	2.5
Average household income	\$89,341	\$56,841

Source: Statistics Canada 1996

Table 1.2 indicates that a higher percentage of Cadboro Bay residents own their own homes than residents in Saanich as a whole. This may be attributed to the higher average household incomes and contribute to the relative long term stability of the Cadboro Bay community.

**Table 1.2: Housing Tenure 1996**

Tenure	Cadboro Bay Local Area	Saanich
Owned	91.8%	72.9%
Rented	8.1%	27.1%

Source: Statistics Canada 1996

Table 1.3 indicates that Cadboro Bay has a lower labour force participation rate than in Saanich as a whole. This may reflect the higher proportion of seniors in Cadboro Bay than in Saanich as a whole, of which many may be retired.

**Table 1.3: Labour Force Characteristics 1996**

Labour Force	Cadboro Bay Local Area	Saanich
Participation	54.5%	65.5%
Male	60.2%	70.4%
Female	49.1%	60.0%

Source: Statistics Canada 1996

## LAND USE CHARACTER

Existing zoning in Cadboro Bay is identified on Map 1.3. The area is predominately single family dwellings located on a range of lot sizes. There are a limited number of two-family dwellings located in the Village neighbourhoods. Multi-family dwellings are limited to Wedgewood Point Estates on Minnie Mountain and the Village Centre. Commercial uses are concentrated in the Village Centre.

There is a concentration of institutional uses that have large land holdings at the western edge of the area; University of Victoria, Sisters of St. Ann and Queen Alexandra Foundation for Children. School District No. 61 operates Frank Hobbs Elementary School at the western edge of the area and has a large undeveloped school site at Ten Mile Point. There are also two churches and a private kindergarten school.

The semi-rural character of the area is created by the parks, open space, natural vegetation and access to the ocean. The larger lot sizes in Queenswood and Ten Mile Point contribute to this character.

The area's location at the eastern edge of the municipality and surrounded on three sides by ocean ensures that there is limited through traffic in the community. The majority of traffic is local; vehicle trips either have an origin or destination in the community. There is, however, commuter traffic that travels north-south through the community and traffic to Cadboro-Gyro Park that originates outside the community.

**MAP 1.3  
EXISTING ZONING**

## 2.0 CADBORO BAY VISION, 2010

---

**Goal:** Identify what Cadboro Bay is to be in 10 years time and provide direction for Local Area Plan policies.

---

The participants at a Local Area Plan Review Workshop identified issues and amenities in the area through a community mapping exercise and worked in small groups to create community vision statements about what the area should look like in 10 years time. The following community vision statements are expressions of the vision for Cadboro Bay. They provide direction for the Local Area Plan policies.

- **Cadboro Bay is rural living in an urban setting. It is parks, open spaces, natural vegetation and trees, ocean accesses and large lots surrounding a core of more urban residential densities and a commercial village.**
- **The Village Centre is accessible, safe and pedestrian friendly. It has benefited from traffic calming, parking improvements, crosswalks, beautification and connections with the area's overall pedestrian and bicycle network.**
- **Limited commercial expansion of the Village Centre has occurred and multi-family housing, which is sensitive to the character of the Centre and adjacent neighbourhoods, is developed nearby.**
- **Multi-family housing to address the changing housing needs of local seniors, is constructed near the Village Centre. Housing for seniors with higher care needs is developed on institutional properties.**
- **The variety of single family dwelling lot sizes, within neighbourhoods, maintains the rural/urban character. Limited single family infill development has respected neighbourhood character, including lot size and building scale.**
- **Natural parks and open spaces are preserved, maintained and enhanced. The School District property adjacent to Konukson Park has been acquired and it and Haro Woods are zoned as park. An ecological inventory of natural features, restoration and stewardship opportunities, such as the restored wetland in Cadboro-Gyro Park, are complete. A community greenways system of local trail/walkway linkages and regional connections is complete.**
- **The playground equipment and sports fields of Maynard Park, Cadboro-Gyro Park and Frank Hobbs Elementary School, as well as beach access and the ocean, are the focus of active recreation in the area.**
- **Dependence on the private automobile is reduced by improving walking, bicycling and transit opportunities. Crosswalks, streetlights, sidewalks, bicycle lanes and bicycling parking are constructed to improve safety without reducing the rural/urban character of the area. Traffic calming has reduced the impact of the private automobile in neighbourhoods.**

- **The community includes people of all ages; youth, parents/families and seniors. Programs and facilities for all exist locally and in adjacent communities.**
- **Residents are safe in their neighbourhoods and homes; Block Watch programs are active and an Emergency Preparedness Program is implemented.**

### **3.0 SOCIAL AND CULTURAL SERVICES**

---

**Goal:** Ensure social and cultural services are adequate for the well-being of the community.

---

Social and cultural services are important components of communities. Programs and facilities for youth, parents/families and seniors exist locally and in adjacent communities. Local facilities include Goward House, Frank Hobbs Elementary School and two churches. The majority of programs and facilities are located nearby at the Gordon Head Community Recreation Centre, other Community Recreation Centres in Saanich and Secondary Schools. The University of Victoria and Camosun College have programs and facilities that are available to the public. The Oak Bay Recreation Centre is also used by residents of Cadboro Bay.

#### **SENIORS**

Goward House is a seniors' activity centre owned by the municipality and operated by the Goward House Society. It offers seniors' recreation, leisure programs and activities and an outreach program. Seniors also have access to the programs offered at the Community Recreation Centres and local churches.

There are two seniors' housing developments in Cadboro Bay; the complex at St. George's Anglican Church and the Sisters of St. Ann residence. There are no full service nursing homes or residential care facilities and there is a limited supply of multi-family housing in the area. Having a range of alternative housing choices is important to people as they age, their housing needs change and they wish to downsize their type of accommodation. It enables them to remain in the area they know and where they have developed social ties.

#### **PARENTS/FAMILIES**

Additional parenting support programs have been identified in Saanich as a need for young adults with children and for families with children six to 10 years old. Cadboro Bay, however, has a lower percentage of young families relative to Saanich as a whole, characterized by the lower percentage of adults 25 to 44 years and children in the area.

Cadboro Bay residents have access to recreation, leisure and cultural programs offered at the Gordon Head and Cedar Hill Community Recreation Centres. Programs are offered for pre-school, school age children, teens and adults. Saanich Parks and Recreation also provides summer programs for families in local parks. Parent advisory groups and resident associations are important sources of input to identify needed programs, such as babysitting courses and safety camps.

There is a perceived shortage of community activity space in Cadboro Bay. It is hoped that the new joint use agreement between School District No. 61 and the municipality may provide better access to facilities such as Frank Hobbs Elementary School which is used by a variety of community organizations. The Scout Hall at Cadboro-Gyro Park, two local churches and Goward House also offer public meeting and activity space.

## **YOUTH**

Youth activities are accessed at the Gordon Head Community Recreation Centre which has aquatics, recreation programs, Teen Centre and Youth Park. "The Backdoor" Teen Centre has noon drop-ins during the week and evening drop-ins nightly. There are pool tables, ping-pong, Nintendo, pinball, VCR, TV, basketball, stereo and activities, such as the "Girls Group" that meets once a week. The Youth Park features skateboarding, roller blading and BMX cycling. Teen outdoor adventure, leadership and performing arts programs are offered by Saanich Parks and Recreational Services at the municipality's community recreation centres.

In order to meet the demand throughout the local area, programs for youth are also delivered through various schools and seasonally in various park locations. These services are free or have a nominal charge.

The Scout Hall in Cadboro-Gyro Park is home to the local Scout and Girl Guides programs, as well as seasonal sailing programs for youth.

## **ARTS AND CULTURE**

University of Victoria is an important source of art, cultural and recreational programs for Cadboro Bay residents. It offers a full schedule of concerts, plays, exhibitions, films, lectures and athletic events.

Saanich Recreational Services delivers over 120 art and cultural programs during each four month program sessions through the four municipal community recreation centres.

## **PERSONAL SAFETY AND EMERGENCY PREPAREDNESS**

Fire and police protection are provided by the District of Saanich. Fire Station No. 3 is located outside the area at 1900 McKenzie Avenue. The Ambulance Service of British Columbia operates an ambulance station outside the area at 3987 Shelbourne Street. The police station is located outside the area at the Saanich Municipal Hall complex. Community policing is delivered through a number of programs. Crime prevention through the Block Watch program includes safety audits, safety checks and public meetings that can be arranged through the local community associations. A school program gives students access to police liaison officers. Police officers also attend the "Backdoor" Teen Centre at the Gordon Head Community Recreation Centre to interact and develop relationships with youth.

The Saanich Emergency Preparedness Program is coordinated by the municipal fire department. Saanich community recreation centres are designated primary reception centres following a major disaster. Local residents have been instrumental in creating the Cadboro Bay Emergency Preparedness Program. Volunteer street captains have familiarized themselves with who lives on their streets, their special needs and any tools or skills that they possess which would be helpful in the event of a disaster. The local program has also arranged for the Cadboro Bay United Church to be a secondary reception centre in the event of a disaster.

## **COMMUNITY ASSOCIATIONS**

Community associations play an important role in representing community interests and conveying these interests to the municipality. Their interest in land use and development is more apparent, but these associations can also play an important role in promoting other issues such as safety and neighbourhood and recreational services.

Associations benefit from being supported by the municipality and as such the Saanich Neighbourhood Development Grants Program was adopted by Council in March, 2000. It is a municipal initiative to create a consistent process for community associations to receive funding from the Municipality to support general operating and special community projects. The grants will allow community groups to concentrate more on community development, rather than on fund-raising to cover general operating expenses.

## **POLICIES**

- 3.1 Continue to monitor the need to expand support services and housing opportunities for seniors.
- 3.2 Encourage and assist Community Associations to:
  - a) determine the need for community and recreational services to serve Cadboro Bay residents;
  - b) respond to land use and development applications; and,
  - c) implement neighbourhood programs such as Block Watch and Emergency Preparedness.
- 3.3 Evaluate opportunities for social and cultural amenities in Cadboro Bay Parks.

## 4.0 HISTORICAL RESOURCES

---

**Goal:** Preserve and enhance heritage resources.

---

Historically the Songhees people resided in Cadboro Bay. References exist to a village site, including a stockade fort, located at the north-east corner of Cadboro Bay. A number of provincially registered archeological sites are identified along the shoreline.

Cadboro Bay was named in 1837 after the Hudson Bay Company brig "Cadboro". Cadboro Point, more commonly referred to as Ten Mile Point, was named in 1850 by Captain G.H. Richards while charting the coast in "H.M.S. Plumper". At this time, 17 people resided in the nearby area. They were employed on the Hudson Bay Company farm which was located on the plateau area now occupied by the University of Victoria.

In 1858, about 470 ha were purchased by Joseph W. McKay, the Hudson Bay Company's Chief Factor and member of Vancouver Island's Colonial Assembly. The land in question included all of the land from the Sinclair and Finnerty Roads intersection to Ten Mile Point.

Vancouver Island's first telegraph connection to the mainland occurred from Telegraph Cove to Olympia, Washington via San Juan Island in 1861. This link was subsequently extended to San Francisco in 1862. Besides its telegraph connection, Telegraph Cove was also the site of the Hudson Bay Company dock. In 1882, the site became the location of the Giant Powder Company of San Francisco. In 1920, the explosive works were relocated to James Island.

Throughout the early 1900's, Cadboro Bay remained a farming community. In 1907, the Cadboro Bay Beach Hotel was constructed to take advantage of the beach. As a consequence of city water being extended into the area in the 1920's, there was an increase in year round residents moving into the area. A fire in 1930 marked the end of the Cadboro Bay Beach Hotel.

Over the years most residential development in Cadboro Bay has occurred by way of small subdivision. Wedgewood Point Estates was developed in the 1980's and the three townhouse projects adjacent to the Village Centre were developed in 1989 and 1991. The Village Centre has been redeveloped and expanded over the years.

### **SAANICH HERITAGE MANAGEMENT PLAN**

The Saanich Heritage Management Plan, 1999 was adopted by Council in 2000. It allows municipal staff, the Saanich Heritage Advisory and Archival Committee, property owners and the public to better understand and manage situations involving changes to heritage sites.

## **HERITAGE BUILDINGS / STRUCTURES**

Saanich Heritage Structures, An Inventory, published in 1991, identifies 265 sites of heritage significance and has been adopted by Council as a Community Heritage Register. It identifies a broad range of structures that illustrate all phases of Saanich's historical development which provide a tangible link with the past and a meaningful sense of historical continuity. Sites in the Register are classified as either designated or inventoried heritage structures. Each classification includes preservation tools that can be used by the municipality. Map 4.1 identifies heritage structures in Cadboro Bay, which include Goward House and various residential dwellings.

## **SIGNIFICANT TREES**

The Heritage Tree Project initiated by the Victoria Horticultural Society in 1972 identified and recorded significant native and exotic trees within the Capital Regional District. The goal was to stimulate public interest in trees and to educate the public about the importance of tree preservation and protection. The Saanich Significant Tree Committee identifies trees that are important to the community for their heritage or landmark value, or as wildlife habitat. Map 4.1 identifies significant trees in Cadboro Bay.

## **POLICIES**

- 4.1 Preserve the public visibility of heritage structures identified on Map 4.1.
- 4.2 Preserve and protect significant trees identified on Map 4.1.
- 4.3 Ensure design compatibility when considering rezoning, subdivision and development permits in the vicinity of heritage structures and significant trees.
- 4.4 Support the efforts of the Saanich Heritage Foundation, Heritage Advisory and Archival Committee and Significant Tree Committee to preserve heritage resources in Cadboro Bay.

**MAP 4.1**  
**HERITAGE STRUCTURES**  
**AND SIGNIFICANT TREES**

## 5.0 MUNICIPAL INFRASTRUCTURE

---

**Goal:** Coordinate the planning and provision of municipal infrastructure with land use, transportation and environmental policies.

---

Municipal services including sanitary sewers, storm drains and water mains are shown on Map 5.1. BC Hydro supplies electricity, Telus, Shaw Cable, and others provide communication services, and Terasen provides natural gas.

### **SANITARY SEWERS**

Most of Cadboro Bay is within the Sewer Enterprise Boundary (SEB) which defines the area serviced by municipal sewers. Refer to Map 5.2. Sewage from properties in Cadboro Bay serviced by sanitary sewers flows to the Penrhyn Street pump station where it enters the Capital Regional District's East Coast Interceptor trunk sewer. The sewage then flows via the Municipality of Oak Bay and City of Victoria to Clover Point where it receives preliminary treatment prior to being discharged through an outfall into the Strait of Juan de Fuca.

Ten Mile Point was serviced with sanitary sewers in two phases to alleviate environmental and health concerns resulting from malfunctioning septic fields. Both sides of Sea View Drive were serviced in 1983 and the remainder of Ten Mile Point was serviced in 1994. Council policy clearly indicated that the provision of sewers was not to be a precursor to further subdivision in the area.

Lockehaven Drive and Queenswood Drive are located outside the SEB and are expected to remain outside. As per Policy 5.1, only minor amendments to the SEB can be considered where land can be serviced by gravity to the sanitary sewer system without replacing or deepening existing sewers. Therefore, from a servicing perspective minimum lot area is determined by the site conditions, septic system technology and approval from the Capital Health Region.

### **STORM DRAINS**

The storm drain system is a combination of underground pipes, open ditches and natural watercourses that drain to Cadboro Bay and Haro Strait. Queenswood Drive, Lockehaven Drive and parts of Ten Mile Point are serviced primarily by road side ditching. Contemporary stormwater management practices also incorporate, where possible, on-site retention and detention which can include stormwater management ponds. Drainage problems do occur from time to time and are dealt with on a site by site basis by the Engineering Department. Municipal Bylaw No. 7501 regulates and protects natural watercourses, ditches and drains for stormwater management and water quality.

**MAP 5.1**  
**SEWERS/WATER/DRAINS**

**MAP 5.2**  
**SEWER ENTERPRISE BOUNDARY**

## **WATER SERVICE**

The water distribution system in Cadboro Bay is adequate. Future water main replacements are, however, planned for various areas. Replacement criteria are based on the age of a water main, hydraulic capacity and water quality. The Capital Regional District's Regional Water Services supplies water to the municipality from the Greater Victoria Water Supply Area, which includes the Sooke Lake and Goldstream watersheds.

## **POLICIES**

- 5.1 Consider only minor amendments to the Sewer Enterprise Boundary to include land which can be serviced by gravity to the sanitary sewer system without replacing or deepening existing sewers.
- 5.2 Design infrastructure alternatives which preserve important landscape features when underground services are constructed and maintained.
- 5.3 Enhance water quality, streetscape, safety and environmental features when undertaking projects that affect stormwater and, where appropriate, retain open ditches.

## 6.0 ENVIRONMENT

---

**Goal:** Identify and protect areas of ecological significance, restore ecologically damaged sites and enhance the overall health of ecological systems.

---

Cadboro Bay has a diverse natural environment ranging from watercourses, ocean, vegetation in natural parks, to the urban forest of Queenswood and Ten Mile Point.

The Saanich Environmentally Significant Areas Atlas, 1999 focuses on detailed field-based assessment of environmental features, specifically streams, lakes, wetlands and riparian zones. Some areas of native vegetation and rare plant sites are also identified. Map 6.1 identifies environmental features in Cadboro Bay. For more detailed information, refer to the atlas.

### GREEN / BLUE SPACES

Council has adopted Saanich Green/Blue Spaces: A Framework for Action. Green/blue space planning recognizes the structure of natural systems and the importance of clean land, air and water. Saanich green/blue spaces are defined as “Land and water areas of high ecological, scenic, renewable resource, outdoor recreation, greenway and/or social value. Green/blue spaces could include developed, partly developed or undeveloped public and private spaces”. Within Cadboro Bay the green/blue spaces include watercourses, ocean shoreline and vegetation and habitat.

Greenways are linear corridors of green/blue spaces used to link natural areas, parks, open spaces, riparian zones, shoreline and foreshore areas. They are valuable because they create open space networks that can preserve vegetation, fish and wildlife habitat and facilitate the movement of wildlife. Greenways in Cadboro Bay are discussed in Chapter 8 – Open Space and Parks. Council has endorsed the Naturescape Program British Columbia and will promote it on municipal properties and private lands to restore and enhance habitat.

### WATERCOURSES

Watercourses are an important part of the riparian zone which provides and contributes to fish and wildlife habitat and water quality in Cadboro Bay. Watercourses in Cadboro Bay include Finnerty Creek, Guinevere Creek, Haro Creek, Hobbs Creek and Sheep Cove Creek. There is a small unnamed watercourse/wetland system in Konukson Park. Hobbs Creek contains a pond above Cadboro Bay Road and Mystic Pond between Mystic Lane and Waring Place. There are also a series of spring

A watercourse is a river, stream, creek, waterway, lagoon, lake, spring, swamp, marsh or other natural body of fresh water or a canal, ditch, reservoir or other man-made surface feature in which water flows constantly, intermittently or at any time.

Source: Saanich Bylaw No. 7501 for the regulation and protection of natural watercourses, ditches, and drain

**MAP 6.1**  
**ENVIRONMENTAL FEATURES**

fed ponds between Cadboro Bay Road and Mystic Lane. Municipal Bylaw No. 7501 regulates and protects natural watercourses, ditches and drains for stormwater management and water quality. Salmon bearing streams are also governed by the Provincial *Fish Protection Act* and Federal *Fisheries Act*. The *Local Government Act* provides Council the authority to establish a development permit area for the protection of the natural environment by a variety of means, including specifying lands subject to hazards, requiring preservation of natural watercourses, regulating development of lands above natural boundaries of watercourses and, if requested by the Minister of Environment Lands and Parks, protecting fisheries through erosion control or protection of watercourse banks.

Development can affect watercourses by changing water quality, quantity and riparian zones. Water quality problems occur because pollutants, such as oil, gas, heavy metals and pesticides, run off property and streets directly into receiving streams via storm drains. Water quality in streams is also negatively affected by sediments and excessive amounts of nutrients (nitrogen and phosphorous) from fertilizers, composting grass and leaves deposited along banks and animal faeces. The removal of vegetation and the creation of impervious surfaces increase the speed and volume of surface water moving through a watershed which can increase non-point source pollution. Managing water quality and quantity in a watershed includes many variables such as the maintenance of healthy riparian zones adjacent to watercourses, minimization of impervious surfaces and an education strategy to help residents understand that their actions can directly affect the health of watercourses.

The riparian zone is the area adjacent to streams, lakes or wetlands, the transition between water and land. In a healthy ecosystem, the riparian zone is vegetated, often with plants, shrubs and trees that are distinct from the surrounding adjacent uplands. Riparian zones provide:

- pollution removal through filtering which is especially important in agricultural areas, along golf courses and in urban areas where runoff contains high levels of sediment of nutrients;
- shade for the stream which keeps the water cool in the summer;
- large woody debris in the stream;
- stream channel stabilization;
- water, cover and food for animals, including:
  - Invertebrates, birds and fish;
  - movement corridors for wildlife; and
  - areas of high biodiversity.

Impervious surfaces are anything that prevents the infiltration of water into the soil. Examples include rooftops, roads, driveways, patios, parking lots, and sidewalks, as well as bedrock outcrops and highly compacted soils.

Council has approved the completion of a watershed management plan for Hobbs Creek. The purpose of the plan is to mitigate erosion problems on the University of Victoria property, remove excess sediment from the most upstream pond and identify measures to restore other areas of the creek. It is expected that the daylighting of Hobbs Creek, removing culverts to create a natural watercourse channel, will be considered as part of this plan.

## OCEAN SHORELINE

A significant component of the character of Cadboro Bay is the shoreline along the bay and Haro Strait. Shoreline beach types are shown on Map 6.2. The adjacent upland areas, shoreline and foreshore areas of the ocean are important vegetation areas that provide fish and wildlife habitat, and private and public open space which includes beach access and natural viewscales.

Shoreline areas are sensitive to disturbance. Natural vegetation, privacy and unobstructed viewscales make shorelines desirable places to live. Property owners often alter or remove trees, shrubs and understory species to site the house as close to the water as possible, maximize viewscales and improve access to the shoreline. The removal of vegetation eliminates wildlife habitat, decreases slope stability and increases water quality and quantity problems by increasing surface runoff from adjacent upland slopes to the ocean, thereby affecting the fish habitat.

There is a complex jurisdictional arrangement between Federal and Provincial agencies and the municipality at the shoreline. The Federal government regulates fish and wildlife, the Province regulates the foreshore area, and Saanich regulates land use and construction above the natural boundary of the sea and on the water surface. Development permit guidelines can be used to ensure that the impacts of shoreline development on vegetation and fish and wildlife habitat are minimized.

Saanich Zoning Bylaw No. 6120 does not permit buildings or structures, including floating or fixed docks and boathouses, to be constructed along the shoreline in Saanich. Applications can be made to vary this zoning bylaw requirement; therefore a policy to ensure that a variance will not be supported should be created to ensure that buildings and structures are not constructed along the shorelines of Cadboro Bay and Haro Strait.

In 1978 Council endorsed the Shore Protection Analysis which detailed management strategies for all of Saanich's coastline. The recommendations remain relevant and should continue to be considered when reviewing development applications, creating development permit areas, and commenting on waterfront and foreshore lease referrals by the Provincial Government. The primary strategy for Cadboro Bay and Haro Strait is the preservation of the adjacent upland and shoreline areas from disturbance such as vegetation removal. This is consistent with the proposed development permit area.

### 5.17 Property Fronting Ocean

- (a) No building or structure shall be constructed or located upon or over the land lying below the natural boundary of the ocean.
- (b) No building, structure, retaining wall, or fence in excess of 0.6 m (1.96 ft) in height shall be constructed or located on a lot within 7.5 m (24.6 ft) of the natural boundary of the ocean.

Source: Saanich Zoning Bylaw No. 6120

\* Please note that in most instances the ocean frontage of a lot is considered to be the rear lot line. The rear lot line setback requirement of a zone may exceed the 7.5 m setback requirement of Special Regulation 5.17. The rear lot line setback of the RS-12 zone is 10.5 m and the RS-16 zone is 11.0 m.

**MAP 6.2**  
**SHORELINE BEACH TYPES**

Research for the marine foreshore inventory component of the Saanich Environmentally Significant Areas Atlas, 1999 is complete. The inventory provides the information necessary to create a marine layer of the atlas and a marine inventory database of shoreline features. Updates to the atlas are expected in the near future.

## VEGETATION AND HABITAT

Indigenous vegetation, including tree, shrub and understorey species, provides habitat for fish and wildlife, and creates natural viewscales. Map 6.1 shows large areas of mainly natural vegetation which contribute the character of the area. These areas include municipal parks and institutional open space, unconstructed road rights-of-way, as well as the urban forests of the large residential lots in Queenswood and Ten Mile Point. The urban forests are remnants of greater forests and maintain many of the qualities needed for biodiversity. There are conifer dominated forests of shore pine, Douglas fir, grand fir and cedar. Garry oak meadows also represent a large portion of the urban forest. The Garry oak ecosystem is ranked as one of the three most endangered ecosystems in Canada as less than 1% remains in its natural condition. The preservation of vegetation, particularly trees, is important to the residents of Cadboro Bay.

Municipal Bylaw No. 7632 regulates and prohibits the cutting of trees in the municipality, except by municipal permit. Mystic Vale and a south portion of the University of Victoria are included in a tree cutting permit area that restricts the removal of trees on steep slopes. Vegetation removal can also be regulated through development permit guidelines and public/private covenants, be created at the time of rezoning/subdivision. Education and awareness about the importance of preserving and maintaining vegetation is an important opportunity.

Covenants are legally binding agreements registered on a land title between the land owner and the municipality, government agency, or conservation organization. Conservation and Restrictive covenants can be used to protect natural vegetation from alteration and removal. Please contact the Planning Department for more information about covenants.

Ideally large areas of intact vegetation habitat are preserved, but vegetation and habitat are fragmented and removed by development. Areas of important habitat in Cadboro Bay include the forested ocean shorelines which are prime habitat for bald eagles, and red alder trees at Mystic Pond which provide habitat for a heronry. The nests, of which five are active, are legally protected under the Provincial *Wildlife Act* because the coastal great blue heron is currently on the Provincial Blue List as vulnerable in BC and is at risk due to urbanization and disturbance.

## POLICIES

- 6.1 Establish development permit guidelines for:
  - a) watercourse riparian zones, including Finnerty Creek, Guinevere Creek, Haro Creek, Hobbs Creek and Sheep Cove Creek; and,
  - b) adjacent upland, shoreline and foreshore riparian zones adjacent to Cadboro Bay and Haro Strait.
- 6.2 Continue to support the strategies of the Saanich Shore Protection Analysis, 1978 when dealing with development applications affecting the shorelines of Cadboro Bay and Haro Strait.

- 6.3 Do not support buildings and structures, including floating or fixed docks and boathouses, being constructed below the natural boundary of Cadboro Bay and Haro Strait.
- 6.4 Seek opportunities to preserve and restore ecosystems, which include indigenous trees, shrubs, plants and rock outcrops within open space, parks, boulevards, unconstructed road rights-of-way, and other public lands, as well as on private land.
- 6.5 Consider the requirements of fish and wildlife habitat and preservation of indigenous vegetation in the acquisition, development and maintenance of open space, parks and greenways.
- 6.6 Seek opportunities to preserve a contiguous urban forest in Cadboro Bay.
- 6.7 Consider restoring a portion of Cadboro-Gyro Park to natural wetland as part of the park's redevelopment.
- 6.8 Support development of an environmental stewardship program for the heronry at Mystic Pond in partnership with the community, stewardship groups, industry, schools and universities, and other government agencies.
- 6.9 Support development, implementation and monitoring of a watershed management plan for the Hobbs Creek watershed in partnership with the community, stewardship groups, industry, schools and universities, and other government agencies.
- 6.10 Work with the owners of institutional properties shown on Map 11.1 to retain natural vegetation, including visual buffers along lot boundaries and consider environmental issues, such as watercourses and wildlife habitat, in their management.
- 6.11 Develop, implement and monitor an environmental education program for Cadboro Bay watercourses and vegetation in partnership with the community stewardship groups, industry, schools and universities, and other government agencies.
- 6.12 Develop, implement and monitor a restoration plan for Cadboro Bay watercourses and vegetation in partnership with the community stewardship groups, industry, schools and universities, and other government agencies.

## 7.0 HOUSING

---

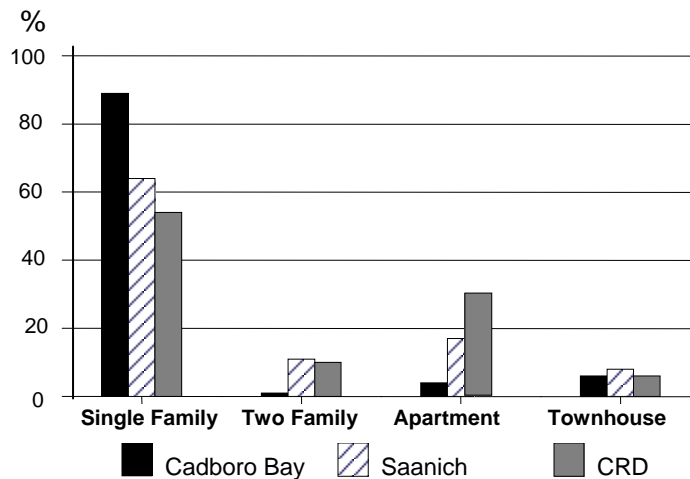
**Goal:** Provide a variety of housing types while maintaining neighbourhood character and livability.

---

The locations of single family and multi-family housing in Cadboro Bay are identified on Map 1.3. Cadboro Bay is primarily single family housing with some multi-family housing. Ten Mile Point and Queenswood neighbourhoods have single family housing on large, semi-rural type lots. The Village neighbourhood consists of single family housing on smaller, urban type lots. Multi-family housing exists in Ten Mile Point at Wedgewood Point Estates and in the Village Centre.

The percentage of housing types, by the number of dwelling units, in Cadboro Bay, Saanich and the Capital Regional District (CRD) are compared in Figure 3.

**Figure 3:  
Housing Type Comparison of  
Cadboro Bay Saanich, and the CRD**



The neighbourhoods in Cadboro Bay are distinct in character and are used to focus discussion.

### **Ten Mile Point**

A 0.4 ha minimum lot size policy for Ten Mile Point existed in the 1992 Local Area Plan. This requirement was initially created to reduce subdivision opportunities and to prevent further pollution problems caused by malfunctioning septic systems. Sanitary sewers were installed in 1983 and 1992 to rectify these problems. Council policy at the time clearly indicated that the provision of sewers was not a precursor to reduce the minimum parcel size and create subdivision potential in the area. Changes to this policy have been resisted by Council and the neighbourhood. Reducing the minimum lot area requirements could change the character of the area.

Wedgewood Point Estates was approved in the late 1970's. The development includes 77 single family and 133 multi-family dwellings. The details and requirements of the development are contained in the Minnie Mountain Land Use Contract. The area to which the Land Use Contract applies is shown on Map 7.1. The land use component of the contract has expired and the land use permitted is controlled by the underlying zoning. The building regulations of the contract remain in affect.

### **Queenswood**

The 1992 Local Area Plan supported maintaining large lot single family zoning in Queenswood. Subdivision applications, under existing zoning and through rezoning, have been occurring on the south side of the neighbourhood north of Arbutus Road. There have been few applications on the north side of the neighbourhood. Change of any kind has been strongly resisted in this area. Residents wish to retain the characteristic flavour of privacy and semi-rural nature of the area. This attitude has been extended to resistance of new road infrastructure and street lighting. The prevailing character of Queenswood, like Ten Mile Point, is vulnerable to any changes which might be considered to the large lot single family zoning.

### **Village**

The Village neighbourhood is predominantly small lot single family housing on a traditional grid street pattern. Several two-family dwellings are scattered throughout the area. The 1992 Local Area Plan supported single family and two-family housing. Three townhome projects were developed adjacent to the Village Centre in the early 1990's. There are some larger single family lots that could permit single family infill subdivision under existing zoning or be considered for two-family housing. There have been few subdivisions in the neighbourhood. This is primarily due to the small lot areas, that when combined with placement of the house on the lot, provide little subdivision potential without removing the existing house. There are opportunities, however, to consider single family infill housing and limited multi-family housing in and near the Village Centre.

## **SINGLE FAMILY DWELLINGS**

Single-family dwellings are the predominant land use in Cadboro Bay. There are some opportunities for limited single family subdivision in Cadboro Bay under the existing zoning. According to the policies of the 1992 Local Area Plan, Ten Mile Point was subject to a 0.4 ha minimum lot size, Queenswood was to be maintained as large lot single family zoning and the Village was to remain as single family zoning with consideration for two-family zoning. The policies of the 1992 Local Area Plan did not specify minimum parcel sizes for the Queenswood and Village neighbourhoods.

It is difficult to estimate the actual subdivision opportunities that may have existed as a result of 1992 Local Area Plan policies due to lot area, lot width and road frontage bylaw requirements, as well as vegetation, streetscape and environmental considerations. The location of existing structures will also influence subdivision potential. It is safe to say that there were single family infill subdivision opportunities within the Sewer Enterprise Boundary in the Queenswood and Village neighbourhoods under the 1992 Local Area Plan policies. While there are merits in evaluating subdivision application on a site by site basis, there was no policy direction for determining the appropriate minimum parcel size and there was no certainty as to the future density of the neighbourhoods.

Policies identifying the minimum parcel sizes in Cadboro Bay neighbourhoods will provide the community with more certainty about future single family infill opportunities and give more direction to the municipality when considering such applications. Map 7.1 identifies minimum parcel sizes to be considered in Cadboro Bay. The minimum parcel sizes reflect existing zoning and limited subdivision may be possible.

The 0.4 ha minimum lot size policy is maintained in Ten Mile Point. In Queenswood there is a transition of small to larger lot sizes north of Arbutus Road to Haro Strait. To prevent the encroachment of smaller lots north from Arbutus Road, the minimum lot sizes of the existing zoning are used to maintain the transition of lot sizes. Single family lot sizes are supported in the Village neighbourhood.

Within the established zoning framework, consideration should also be given to permitting smaller single family infill lot sizes where appropriate. Policy 6.3 of Saanich General Plan, 1993 provides consideration for supporting single family infill lots where they are:

- compatible with the neighbourhoods in established residential area; and,
- planned as part of a comprehensive development in new residential areas.

Single family infill lots can be integrated into a neighbourhood, provide more affordable and diverse housing alternatives, are a more efficient use of municipal services, reinforce commercial centres and generally support the principles of sustainability. Single family infill lots are ideally located within walking distance to the Village centre. Policy 7.3 provides an opportunity to consider single family infill subdivision to a lot size of 460 m<sup>2</sup> in the Village neighbourhood.

A 460 m<sup>2</sup> single family infill lot was approved by Council in Spring, 2000 which created some apprehension in the community. Some residents in the community believed that the approval of this application would set a precedent for the densification of their community and negatively affect its character. A review of subdivision potential using a minimum parcel size of 460 m<sup>2</sup> identified the potential for less than five small lot single family infill opportunities in the Village neighbourhood. For this review, it was assumed that dwellings would not be removed to facilitate subdivision, variance to lot width and depth would not be considered, and lots which could be subdivided under existing zoning were not included.

There are five large vacant properties owned by institutions and zoned to permit single family housing. They are identified as sites 2, 3, 5, 6 and 11 on Map 11.1. These, as well as other institutional properties, are identified in Policy 11.6 to be part of an Action Plan to examine future land use options. Subdivision of sites 6 and 11 is restricted by municipal covenant and site 5 is Haro Woods which is designated as public wild woodland until the completion of the Action Plan. While applications can be made to subdivide sites 2 and 3 under existing zoning, such applications should be considered premature until the completion of the Action Plan. This process should include consideration of cluster development, density bonusing, and small lot and/or multi-family housing, subject to environmental and open space issues.

**MAP 7.1  
MINIMUM PARCEL SIZE**

## **SINGLE FAMILY HOUSE DESIGN**

As with many other areas in Saanich, residents are concerned about the construction of large houses. Large houses are single family dwellings which are built to the requirements of the Zoning Bylaw, but are different than the building scale and design that exists in the neighbourhood. Building scale is regulated by the Zoning Bylaw (e.g. height, setbacks, parcel coverage and floor space ratio). There are no provisions in the *Local Government Act* which permit the municipality to regulate the design of single family dwellings (e.g. architectural style and colour). Even if the municipality was permitted to regulate the design of single family dwellings, design is subjective and it would be difficult to reach agreement on appropriate designs.

Council established a Task Force in 1994 to review and suggest changes to the Zoning Bylaw to address the building scale of houses. Changes were made to the Zoning Bylaw to limit the size of single family and two-family dwellings. The maximum floor space of single family and two-family dwellings is regulated by lot area and zoning designation. For example, larger lots and single family dwelling zones which have large minimum parcel sizes permit larger houses to be built.

The community has identified examples of large houses which have been recently built. Alternatives to consider for minimizing large house potential are local or district zoning which reflects the building scale goals of a specific neighbourhood. Determining appropriate scale by using more detailed zoning requirements may be too restrictive and limit the building and renovation design options available to property owners.

The building regulations (i.e. setbacks and building height) of the Minnie Mountain Land Use Contract (refer to Map 7.1) remain in affect and govern alterations, additions and new construction indefinitely. Some of the regulations are in excess of those that would be permitted by the Zoning Bylaw and can, therefore, increase the potential for large houses in this area. As an example for single family dwellings, the contract permits a maximum height of 35 feet (approximately three stories with a pitched roof), whereas the Zoning Bylaw would permit a maximum height of 24.6 feet (approximately two stories with pitched roof). Consideration should be given to working with the property owners in the contract area to review the Land Use Contract and to determine their level of support for the more permissive building regulations of the Land Use Contract.

## **TWO-FAMILY DWELLINGS**

Two-family dwellings can provide a more efficient use of a limited land resource, diversify housing options, and in some instances be an alternative to single family infill subdivision. Well-designed units with adequate off-street parking can be compatible with single-family dwellings and streetscape. There are four parcels zoned to permit two-family dwellings in the Village neighbourhood.

Two-family dwellings are governed by Policies 6.5 and 6.6 of the Saanich General Plan, 1993 which require:

- a larger lot than adjacent lots (1.3 times);
- a slightly wider lot than adjacent lots (20 m or 1.3 times);
- consideration of neighbourhood context and lot sizes, and building scale and design, access and parking.

There are a number of properties in the Cadboro Bay area that meet the lot area and width criteria for two-family dwellings under existing zoning. In order to maintain the semi-rural type densities of the Ten Mile Point and Queenswood neighbourhoods, opportunities for two-family dwellings should be limited to the Village neighbourhood.

Neighbourhood context, the design of the proposal and community support will impact the acceptance of two-family dwelling applications. A parcel must be rezoned and a development permit for site and building design approved before a two-family dwelling can be constructed.

## **MULTI-FAMILY HOUSING**

Multi-family housing consisting of apartment buildings and townhomes is identified on Map 7.2. There are 36 units in the Village Centre, 20 units at St. Georges Anglican Church site and 133 units in Wedgewood Point Estates. This type of housing provides for a wider choice of housing types and can offer an alternative life style for empty nesters and seniors wishing to reduce their home and yard size. It can also provide a more efficient use of limited developable land, infrastructure and energy. Vegetation, environmental features and open space can be maximized through site design and its form can be integrated with adjacent uses, including single family housing, through appropriate building and site design.

The planning approach is to develop complete communities by locating multi-family housing in and near commercial centres. Complete communities promote residents being able to walk to shopping, employment, entertainment, transit and recreation. Walking reduces private vehicle trips which reduces conflicts with pedestrians and bicyclists and creates a better neighbourhood environment. A convenient walking distance is 400 metres, which is about a five minute walk. Map 10.1 identifies a 400 metre walking distance from existing commercial properties in the Village Centre. Four of the five existing multi-family housing developments, except Wedgewood Estates, are located within 400 metres.

The majority of the commercial zoning in the Village Centre includes apartments and congregate housing as a permitted uses, provided that it is located above the first storey of the building. Development of commercial uses in the Village Centre is encouraged to be mixed commercial-residential use (commercial use of the lower stories and residential use above).

The 1992 Local Area Plan did not identify specific locations for multi-family housing. A proposal for multi-family housing could have been considered on a site by site basis and would have required an amendment to the Local Area Plan. A policy did provide for consideration of multi-family housing on institutional properties.

**MAP 7.2  
MULTI-FAMILY HOUSING**

There have not been any applications for multi-family development in recent years, but inquiries are received by the Planning Department about multi-family housing potential in Cadboro Bay. The community consultation indicates that there is some demand for limited multi-family housing provided that it is in or near the Village Centre, on institutional properties and sensitive to the character of adjacent neighbourhoods. Multi-family housing for local seniors was emphasized.

Local Area Plans can identify the location of potential multi-family housing. The identification of potential sites can provide a level of certainty to the municipality and community as to where multi-family housing can be considered. Guidelines can be created to describe the preferred type (e.g. apartment or townhouse) and height (e.g. number of stories) and design (e.g. building design and relationship to adjacent properties) of potential multi-family housing.

Potential multi-family housing in Cadboro Bay can be considered in the Village Centre identified on Map 10.1. The Village Centre is the appropriate location for multi-family housing as it supports the complete community concept of locating multi-family housing within 400 metres of commercial centres; reinforces the Village Centre as the focus of Cadboro Bay; provides certainty to the municipality and the community as to where multi-family housing can be considered in Cadboro Bay and it provides potential opportunity for the housing market to address the demand for multi-family housing in Cadboro Bay.

Unlike other parts of Saanich where potential multi-family housing sites are often larger properties, the development of this type of housing in Cadboro Bay will require the consolidation of single family lots prior to development. Lot consolidation is encouraged to avoid isolated undevelopable parcels. The cooperation of a number of property owners will be required for consolidation to occur. It is, therefore, difficult to predict the locations of specific development sites. The housing market will ultimately determine when, where and what type of multi-family housing development applications are received by the municipality.

The multi family housing development guidelines for consideration at the time of rezoning and/or subdivision and/or development permit are included in Table 7.1.

**Table 7.1: Multi-Family Housing Development Guidelines**

Site	Area	Guidelines
Village Centre	2.71 ha	<ul style="list-style-type: none"> <li>▪ maximum height 9.0 metres, which is approximately three stories.</li> <li>▪ design should replicate a single family dwelling streetscape or small scale commercial village</li> <li>▪ orientate site design to the street (i.e. front doors along street frontage)</li> <li>▪ limit overshadowing of adjacent properties</li> <li>▪ require public pedestrian access through a site and in front of a site, where appropriate</li> <li>▪ incorporating existing vegetation into site design</li> <li>▪ encourage lot consolidation to avoid isolated parcels or undevelopable land packages</li> </ul>

The Cadboro Bay Village Development Permit Guidelines also apply. The Cadboro Bay Village Development Permit Guidelines are to be reviewed and considered for revision as part of the Cadboro Bay Village Centre Action Plan process identified in Policy 7.12.

## **SENIORS AND SPECIAL CARE HOUSING**

A range of alternative housing choices is important to people as they age: their housing needs change, they wish to downsize their type of accommodation and they require support services. It enables them to remain in the area they know and where they have developed social ties.

Seniors and special care housing includes three different types depending on the level of support services provided. The first is multi-family housing which provides an alternative type of housing to single family dwellings. Multi-family housing, including supportive housing is not restricted to senior residents. The second is congregate housing which provides support services such as meals and housekeeping. The third is residential care facilities which provide medical assistance. Residential care facilities are considered to be an institutional use and are discussed in Chapter 11 – Institutions and Public Assembly.

There are two facilities providing seniors housing in Cadboro Bay. St. George's Anglican Church operates congregate housing on its church site at St. George's Lane. At this time, the units are individual suites and additional care services are not provided. The Sisters of Saint Ann have a residence at Arbutus Road which includes a licensed nursing home for seniors Sisters.

Multi-family housing for seniors, including congregate housing, can be considered in the Village Centre identified on Map 10.1 because of its proximity to transit service, commercial services and Goward House senior's centre. Care will be needed to ensure building scale and designs complement the character of the Village Centre.

Some of the institutional sites identified on Map 11.1 may also be appropriate for congregate housing as they are large properties, which can often be more economical to develop. This is beneficial as there is more likelihood that housing on these sites may be not for profit congregate housing and/or residential care facilities, which may be in keeping with the mandates of these institutional owners to provide such community services. The zoning of some of the institutional properties permits congregate housing. Opportunities will be reviewed as part of the Action Plan process identified in Policy 11.6. The type of housing, needs of the potential residents and proximity to services should be assessed.

## HOUSING UNIT POTENTIAL

Table 7.2 identifies the number of single family and multi-family dwelling units in Cadboro Bay. It also includes estimates of the number of potential units which could result from the subdivision of single family lots under existing zoning and the development of potential multi-family housing in the Village Centre identified on Map 10.1.

**Table 7.2: Housing Unit Potential**

Housing Type	Existing Units (June 1, 2000)	% of Total Existing Units	Estimated New Units <sup>B</sup>	Total Projected Units	% of Total Projected Units	% Growth
Single Family	1390	88.0%	115 <sup>C</sup>	1468	83.6%	5.6%
Multi-Family	189 <sup>A</sup>	12.0%	98 <sup>D</sup>	287	16.4%	51.9%
<b>TOTAL</b>	<b>1579</b>	<b>100%</b>	<b>213</b>	<b>1755</b>	<b>100%</b>	<b>11.1%</b>

<sup>A</sup> 36 units in Village Centre, 20 units at St. George's Anglican Church site and 133 units in Wedgewood Point Estates.  
<sup>B</sup> Potential two-family dwelling units and institutional sites not estimated.  
<sup>C</sup> Potential single family lots estimated based on May, 2001 single family zoning. Haro Woods, 3908 Haro Road and Mystic Vale are not estimated.  
<sup>D</sup> Calculated at 1 unit/275 m<sup>2</sup> of lot area for the potential multi-family housing designation in the Village Centre. This density is for projection purposes only and does not prescribe the density of potential Multi-family units to be considered in the Village Centre.  
<sup>E</sup> Reduced by 37 units to account for single family dwelling units which will be removed if potential multi-family housing is developed in the Village Centre.

## POLICIES

- 7.1 Maintain single-family housing as the predominant land use and promote appropriately located and designed multi-family housing.
- 7.2 Do not support rezoning to permit single family minimum lot sizes less than those identified on Map 7.1, unless located in the 780 m<sup>2</sup> designation and in accordance with Policy 7.3.
- 7.3 Consider rezoning for single family infill subdivision to a minimum parcel size of 460 m<sup>2</sup> lot area and 14 m lot width in the Village neighbourhood provided that:
- It is compatible with the scale and massing of the neighbourhood;
  - It preserves the privacy of adjacent dwellings; and,
  - It requires no variance to lot width or depth.
  - Consideration of setback variance, if applicable, is undertaken on a site by site basis.

- 7.4 Evaluate, through a public consultation process, the need for developing neighbourhood specific zoning or Land Use Contract amendments to address large house size issues, where the majority of neighbourhood residents request that such zoning or amendments be considered.
- 7.5 Consider applications for two-family dwellings in the Village neighbourhood in accordance with Policies 6.5 and 6.6 of Saanich General Plan, 1993.
- 7.6 Consider multi-family housing in the Village Centre identified on Map 10.1.
- 7.7 Apply the development guidelines in Table 7.1 when considering rezoning and/or subdivision and/or development permit applications for multi-family housing, congregate housing and residential care facilities in the Village Centre.
- 7.8 Consider congregate and supportive housing in the Village Centre identified on Map 10.1 if the development guidelines of Table 7.1 are achieved.
- 7.9 Give regard to the following location criteria when considering proposals for congregate and supportive housing:
- a) proximity to transit service;
  - b) safe condition of sidewalks for pedestrians, wheelchairs and scooters;
  - c) access to retail commercial and medical services; and,
  - d) access to social services, such as the Goward House seniors' activity centre.
- 7.10 Support mixed commercial-residential use (commercial use of the lower stories and residential use above) in the Village Centre identified on Map 10.1 for:
- a) Parcels zoned commercial; and,
  - b) Parcels identified as having commercial zoning potential.
- 7.11 Undertake an Action Plan for the Cadboro Bay Village Centre identified on Map 10.1 to address issues such as pedestrian mobility, traffic management, site and building design, and business improvement.**

## 8.0 OPEN SPACE AND PARKS

---

**Goal:** Protect and enhance the system of open space and parks.

---

Open spaces and parks create opportunities for informal and organized outdoor recreational experiences and preserve natural features and habitat. Linear open spaces allow for pedestrian, bicycle and wildlife corridors.

The Parks Priority Study, June 1994 identifies and prioritizes park acquisition and guides public open space acquisitions. Parks in the Municipality are classified into three categories; municipal, community and neighbourhood. Municipal Parks serve the entire municipality and are the largest and most diverse in terms of amenities and attractions offered. Community Parks serve a number of neighbourhoods. Neighbourhood parks serve a small catchment zone within walking distance of the people they serve. Parks can also be described qualitatively in terms of their nature and function.

The community and neighbourhood parks in Cadboro Bay are identified on Map 8.1 and Table 8.2. Table 8.1 compares the minimum open space standards in Saanich to the open space categories of Cadboro Bay in 1991 and 1996.

**Table 8.1: Comparison of Municipal Open Space Standards and Cadboro Bay Open Space**

Open Space Categories	Recommended Municipal Standards (ha/1000 persons)	Cadboro Bay Open Space 1991 (ha/1000 persons <sup>#</sup> )	Cadboro Bay Open Space 1996 (ha/1000 persons <sup>*</sup> )
Municipal	2.4	0	0
Community	1.4	1.27	1.36
Neighbourhood	1.2	3.88	4.16
Combined	5	5.15	5.52

*(Note: University of Victoria students living in the campus residences may use Cadboro Bay Parks)*

<sup>#</sup> Cadboro Bay 1991 Census Statistics (4165 persons)

<sup>\*</sup> Cadboro Bay 1996 Census Statistics (3900 persons)

**MAP 8.1  
OPEN SPACE AND PARKS**

**Table 8.2: Cadboro Bay Park Summary**

<b>Category</b>	<b>Park</b>	<b>Total Area (ha)</b>	<b>Park Type</b>
Neighbourhood Parks	Wedgpoint	0.18	Natural
	Goward	2.49	Natural, Special Purpose/Horticultural
	Konukson	4.36	Natural
	Maynard	1.18	Structured Athletic, Unstructured Recreation
	Phyllis	4.534	Natural
	Viewpoint	0.16	Natural
	Arbutus	0.25	Natural
	Benson	0.58	Natural
	Frank Hobbs Elementary*	2.2	Structured Athletic, Unstructured Recreation
	Wedgewood Tennis	0.19	Structured Athletic
	Cranford Place	0.09	Natural
	<b>TOTAL Neighbourhood Parks</b>	<b>16.22</b>	
Community Parks	Cadboro-Gyro	5.3	Structured Athletics, Special Purpose /Horticultural
	<b>TOTAL Community Parks</b>	<b>5.3</b>	
	<b>TOTAL ALL PARKS</b>	<b>21.52</b>	

\* Half of the school site is defined as neighbourhood park

Standards are not considered to be absolute requirements, but rather a guide to acquisition priorities. Other factors include the preservation of unique natural areas, acquisitions to enhance the configuration and use of a park, land banking for future needs of the Municipality and providing a base level of service to a neighbourhood. These other factors can be considered even if the quantitative standard is exceeded.

### **ACQUISITION PRIORITIES**

Map 8.1 identifies park acquisition priorities in Cadboro Bay. The identified properties are the same as those identified in the 1992 Local Area Plan.

Cadboro-Gyro Park acquisition priorities would add 0.54 ha to the park. The parcel at Cadboro Bay Road would improve pedestrian and visual access, as well as be considered as a future alternative road access. The parts of the three lots would refine the park boundaries. School District No. 61 Property on Bedford Road is a 2.30 ha undeveloped parcel adjacent to Konukson Park. These properties form a continuous landscape and environmental unit. There is an ongoing policy to acquire the property, zone it as natural park and consolidate it with Konukson Park.

## **PARK PLANNING PRIORITIES**

Park planning priorities describe future uses and activities of each park. The community feedback indicates that a clear distinction needs to be made between parks used for active recreation and those that are to remain natural. Opportunities for social and cultural amenities should be evaluated for active recreation parks.

Cadboro-Gyro Park is a 5.3 ha community park that serves the Cadboro Bay area and the entire Municipality. The park provides prime waterfront and beach recreation facilities, as well as playground equipment. The park also includes three compounds used to store sailboats and an activity building used by Scouts and Girl Guides which includes a seasonal concession. The redevelopment of Cadboro-Gyro Park is a priority. Preliminary discussions between the Parks Department and local residents indicate that issues for consideration include updating the playground equipment, an alternative road access from Cadboro Bay Road, improving the path system for seniors, maintaining view corridors from the surrounding neighbourhood to the bay, and restoring a portion of the park to natural wetland.

Frank Hobbs Elementary School site provides a sports field for active recreation and open space that is part of the greenway system. Although not owned by the municipality, 50% of elementary school sites are considered to be neighbourhood park.

Goward House and grounds immediately surrounding the house are owned by the municipality and leased by the Goward House Society for a seniors' activity centre. The remaining area of the site is to remain in an undeveloped natural state and include public interpretive trails.

Konukson Park is zoned as natural park and provides a forest walking area. The adjacent School District No. 61 property is discussed in acquisition priorities. The undeveloped Imperial Drive and Audrey Street rights-of-way adjacent to the park are closed and incorporated into the park.

Maynard Park includes a sports field and playground equipment that are used for active recreation. Minor changes to the ball field and equipment are anticipated in the future.

Wedgewood Tennis Courts were built as a condition of the Minnie Mountain Land Use Contract. The courts are a neighbourhood park and are maintained by the municipality. They were refurbished in 2000.

## **HARO WOODS**

Haro Woods is a municipally owned property at the south-west corner of Haro Road and Arbutus Roads that is zoned to permit single family dwellings. The property was acquired as a site for a potential sewage treatment plant, but a plant is no longer required in this location. The property was considered by Council in 1990 as a potential affordable housing site. At that time, Council decided to provide a least 1.0 ha of the 4.30 ha site for housing. However, strong representation was made at community meetings that the property should be retained for park purposes. A task force was struck by Council in 1991 to examine the long term plans for the area and the land use options for the property. Council subsequently voted to retain the site in its natural state as public open space, but not to zone or designate it as park. This would allow the consideration of future land use options once surrounding land uses are determined. The 1992 Local Area Plan identified Haro Woods as a public wild woodland.

The Haro Woods property is now 2.90 ha because the south 1.40 ha parcel was acquired by the University of Victoria in 1995. The majority of feedback received through the public consultation process of the Local Area Plan review supported zoning the municipal property as park. A minority of respondents supported limited residential development. The property has some environmental features and is an important component of the greenway system.

Surrounding land uses, primarily institutional land holdings identified on Map 11.1, have remained unchanged since the Task Force's recommendation. The majority of these properties, located on the western boundary of Cadboro Bay, are undeveloped or underdeveloped under their current zoning. Many provide environmental and open space features in the community. None of the properties are identified for acquisition as park, but the preservation of their environmental and open space features, including opportunities as components of the greenway system, should be considered at the time of development. An Action Plan is proposed in Policy 11.6 of Chapter 11 – Institutions and Public Assembly to review the future land use of these institutional land holdings. The future of Haro Woods is to be included in this Action Plan. Until the recommendations of the Action Plan are adopted by Council, Haro Woods is to remain as a public wild woodland.

## **UNIVERSITY OF VICTORIA**

The University of Victoria owns three large properties in Cadboro Bay; part of the university campus, Mystic Vale and 3908 Haro Road (Sites 10, 11 and 6 on Map 11.1). These properties include significant environmental features and are important components of the greenway system. The Mystic Vale and Haro Road properties are zoned to permit single family dwellings. The terms of their acquisition include a restrictive covenant registered on the title of each property by the Municipality which requires that they be maintained in their natural state (refer to Map 8.1). The covenants do not permit subdivision, but do permit the construction of trails to facilitate public areas. These conditions provide that these properties will remain as natural open space and can be planned as components of the area's greenway system.

## TRAILS

Trails provide pedestrian routes, opportunities for outdoor recreation and ideally form a circular network. The existing and proposed trails in Cadboro Bay are identified on Map 8.2. Existing trails are located in parks; public and private open space, and undeveloped rights-of-way. Proposed trails are located to complete circular pedestrian networks by linking with existing trails, streets, greenways and boulevard/green streets. The proposed trails at the western boundary of Cadboro Bay are to be incorporated in the potential local greenway identified on Map 8.3.

Undeveloped road rights-of-way in Cadboro Bay are identified on Map 9.1. These rights-of-way were required at the time adjacent properties were subdivided, but roads were not constructed as they were not needed to provide road connections in the community or access to lots. Consideration should be given to retaining these rights-of-way to provide informal open spaces and trail linkages. To preserve these community amenities, the municipality should consider preparing a road closure bylaw, petitioning the province to raise title to the rights-of-way, and zoning as park. Council is required to provide notice of a proposed road closure and allow people who consider they are affected by the closure to make representation to Council. Opposition from adjacent property owners to a proposed road closure may occur because an undeveloped road rights-of-way could provide the frontage necessary to realize future subdivision opportunities. A road closure bylaw for each undeveloped road right-of-way should be considered on its own merits.

## SAANICH GREEN/BLUE SPACES

Green/blue space planning recognizes the structure of natural systems and the importance of clean land, clean air and clean water. [Saanich Green/Blue Spaces: A Framework for Action](#) builds on the [Regional Blue/Green Spaces Strategy](#) of the Capital Regional District and Provincial Capital Commission. Saanich green/blue spaces are defined as:

*Land and water areas of high ecological, scenic, renewable resource, outdoor recreation, greenway and/or social value. Green/blue spaces could include developed, partly developed or undeveloped public and private spaces.*

Within Cadboro Bay the green/blue space concept is particularly evident because of the parks, shoreline, private open space, trails and streets of semi-rural character that are a framework of a local greenway system with municipal and regional connections.

**MAP 8.2**  
**TRAILS AND BEACH ACCESS**

## GREENWAYS, BOULEVARD STREETS AND GREEN STREETS

Cadboro Bay has a foundation of greenway components comprising open space, parks, trails, undeveloped road rights-of-way, and streets of semi-rural character. Map 8.3 identifies potential local greenways, boulevard streets and green streets. The potential local greenways are an opportunity to link environmental features and recreational corridors with activity nodes in the local area and greater community. The potential greenway which extends to the western boundary of Cadboro Bay is to provide a connection to the proposed Gordon Head Connector greenway. The connector is envisioned to connect Cadboro Bay with the Lochside Trail via Arbutus Road, San Juan Avenue and Mt. Douglas Cross Road.

Greenways are linear green corridors that link natural areas, scenic views, coastal areas, parks, and important destinations. Greenways can be on both public and private lands and may include remnant natural areas, beaches, pathways, streets, and bikeways. They provide opportunities for fish and wildlife habitat, outdoor recreation, and enhance the experience of nature in urban areas.

The potential boulevard and green streets recognize the character of each streetscape that is created by a combination of road width, boulevard trees and existing levels of landscaping. This type of designation acknowledges opportunities to maintain and improve streetscapes, through projects such as boulevard tree planting in defined areas. Many of the streets, particularly in Queenswood and Ten Mile Point, are inviting for walking due to their semi-rural character. Residents of these neighbourhoods have expressed the desire to maintain the semi-rural character of these streets by not constructing sidewalks or installing street lights. Cadboro Bay Road, in the Village Centre, could benefit from boulevard tree planting to improve the street environment.

Boulevard streets are major and collector streets that create a pleasant environment for walking, bicycling, and driving. The primary feature is trees planted along one or both sides of the street. The trees can be planted between the road and the sidewalk to provide a safety feature and a visual screen from the street.

Green streets are residential streets that have a pleasant environment for walking and bicycling. The primary feature is the existing ambiance created by natural vegetation and road width. The goal is to maintain, and where possible, enhance the existing condition of these streets.

## OCEAN SHORELINE

The shoreline and foreshore, including beach accesses, are an important component of the greenway system. Buildings and structures, including floating or fixed docks and boathouses, should not be constructed below the natural boundary in order to maintain pedestrian access along the shoreline. In 1978 Council endorsed the Shore Protection Analysis which detailed management strategies and policies for the Saanich coastline. The recommendations remain relevant and should continue to form the basis for the use of and access to the coastline and foreshore in Cadboro Bay. Where feasible, undeveloped road rights-of-way that provide beach access should be developed and additional beach accesses should be considered for acquisition if waterfront properties are subdivided. Beach accesses are identified on Map 8.2.

**MAP 8.3**  
**GREEWAYS, BOULEVARD STREETS**  
**AND GREEN STREETS**

## VIEWSCAPES

Viewscapes, including views to, from, and through a location, are an important component of the area's character. Viewscapes of importance in Cadboro Bay include natural vegetation and ocean vistas that are enhanced by local topography. Although viewscapes cannot be specifically regulated, are subjective and therefore difficult to define, they should be a consideration at the time of development application and when considering the redevelopment of local parks.

## POLICIES

- 8.1 Acquire and reserve land for neighbourhood and community parks, as shown on Map 8.1.
- 8.2 Consider the requirements of fish and wildlife habitat and preservation of indigenous vegetation in the acquisition, development and maintenance of open space, parks and greenways.
- 8.3 Acquire and consolidate the School District No. 61 Bedford Road property shown on Map 8.1 with Konukson Park to create a neighbourhood park with natural areas and trails.
- 8.4 Acquire and consolidate the additions to Cadboro-Gyro Park shown on Map 8.1.
- 8.5 Evaluate opportunities for social and cultural amenities in Cadboro Bay parks.
- 8.6
  - a) Assign a high priority to redevelop Cadboro-Gyro Park.
  - b) Prepare a concept plan in consultation with local residents.
  - c) Consider restoring a portion of Cadboro-Gyro Park to natural wetland.
- 8.7 Consider developing a public interpretive trail network in the land surrounding Goward House in conjunction with the Goward House Society.
- 8.8 Retain the municipally owned Haro Woods property identified on Map 8.1 as public wild woodland and consider future options including park designation in the proposed Action Plan identified in Policy 11.6.
- 8.9
  - a) Work in cooperation with property owners to acquire rights-of-way for the proposed trails/walkways identified on Map 8.2.
  - b) Construct the proposed trails/walkways identified on Map 8.2 after the rights-of-way are acquired.
- 8.10 Consider developing new beach accesses on undeveloped road rights-of-way and evaluate the need for additional beach accesses through the subdivision process.

- 8.11 a) Consider retaining unconstructed road rights-of-way identified on Map 9.1 as informal open spaces and trail linkages as part of the greenway system.
- 8.11 b) Consider preparing a road closure bylaw, petitioning the province to raise title to the rights-of-way, and zoning as park the unconstructed road rights-of-way identified on Map 9.1.
- 8.12 Designate the greenways identified on Map 8.3 as part of the local area greenways system.
- 8.13 Designate the streets shown on Map 8.3 as boulevard and green streets to maintain and/or enhance their streetscapes.
- 8.14 Continue to support the policies of the Saanich Shore Protection Analysis, 1978 when dealing with development applications affecting the shorelines of Cadboro Bay and Haro Strait.
- 8.15 Do not support buildings and structures, including floating or fixed docks and boathouses, being constructed below the natural boundary of Cadboro Bay and Haro Strait.
- 8.16 Protect important viewsapes through land use policies, development permit area guidelines and consideration of land acquisition in conjunction with other government agencies.

## 9.0 MOBILITY

---

**Goal:** Provide an aesthetic, convenient and safe mobility network that balances private automobiles, commercial trucks, tour buses, transit, bicycles and pedestrian needs.

---

Mobility refers to private automobile, commercial truck and tour bus, transit, bicycle and pedestrian trips. Results of the community survey, vision statement exercise and community mapping included considerable discussion about mobility issues. All modes need to be addressed by a balanced road and pedestrian network.

### ROAD NETWORK

The road network for the municipality is identified in Saanich General Plan, 1993 and on Map 9.1.

Residential streets influence the character of a neighbourhood, and provide for pedestrian, bicycle and vehicle mobility. Problems arise when these roads accommodate traffic with both origins and destinations outside of the neighbourhood. This 'through' or 'short cutting traffic' often uses residential streets to avoid traffic signals and traffic delays on major and collector roads. Short-cutting on residential streets does not appear to be a major problem in Cadboro Bay. Residents have, however, identified short-cutting concerns on Scolton and Lauder Roads.

The majority of residents' concerns are about traffic volume and speed on major and collector roads. Community mobility concern locations are identified on Map 9.2. There are opportunities to slow traffic to the posted speeds, better integrate the different modes of transportation and improve pedestrian safety. Since Cadboro Bay is located at the periphery of the municipality and is surrounded by ocean on three sides, the majority of traffic is local; vehicle trips either have an origin or destination in the community. Arbutus, Hobbs, Sinclair and Cadboro Bay Roads are, however, used as a north-south route by some commuters traveling between Gordon Head, Cordova Bay and beyond to Oak Bay and Victoria.

A scenic travel route through Cordova and Cadboro Bays, as an alternative to Pat Bay Highway, was historically promoted for tourists traveling between Saanich Peninsula and Victoria. This route is no longer promoted due to traffic concerns in these communities. Associated road signs should be removed.

Residents in the community have a responsibility for local traffic issues in their neighbourhoods. Therefore, an education and awareness campaign initiated by the community associations and residents and supported by the municipality may be the best opportunity to address the mobility concerns in Cadboro Bay. The mobility concerns around Frank Hobbs Elementary School caused by parents driving to drop-off and pick-up their children could also be addressed. The Engineering Department could consider traffic control measures if the education and awareness campaign is not successful. Candidate locations for engineered solutions, such as traffic calming, may include the community mobility concern locations identified on Map 9.2.

**MAP 9.1  
ROAD NETWORK**

**MAP 9.2**  
**COMMUNITY MOBILITY CONCERN LOCATIONS**

On-street parking in and near the Village Centre and near Queen Alexandra Centre for Children's Health is a concern of residents living on these streets. Businesses in the Village have recognized residents' concerns and have been working to address them. Proposed solutions have included the possibility of employee parking outside of the Village Centre and promoting walking to the Centre to reduce vehicle traffic and the demand for parking through a community initiated education and awareness campaign. The Capital Health Region has been working with the municipality to deal with residents' concerns near Queen Alexandra Centre for Children's Health.

While the safety issues associated with integrating vehicles with other modes of transportation and neighbourhoods is paramount, there is also an awareness that road upgrading and traffic control measures could negatively affect the semi-rural character of roads in Cadboro Bay. New infrastructure such as streetlights, sidewalks and bicycle lanes need to be planned to minimize changes to the semi-rural type streetscapes of the area. New infrastructure on Queenswood Drive and Tudor Avenue has been resisted by residents in the past for this reason.

Undeveloped road rights-of-way in Cadboro Bay are identified on Map 9.1. These rights-of-way were required at the time adjacent properties were subdivided, but roads were not constructed as they were not needed to provide road connections in the community or access to lots. Consideration should be given to retaining these rights-of-way to provide informal open spaces and trail linkages. To preserve these community amenities, the municipality should consider preparing a road closure bylaw, petitioning the province to raise title to the rights-of-way, and zoning as a park. Council is required to provide notice of a proposed road closure and allow people who consider they are affected by the closure to make representation to Council. Opposition from adjacent property owners to a proposed road closure may occur because an undeveloped road right-of-way could provide the frontage necessary to realize future subdivision opportunities. A road closure bylaw for each undeveloped road right-of-way should be considered on its own merits.

## **COMMERCIAL TRUCKS AND TOUR BUSES**

Truck routes provide for the movement of goods and services within the community, while protecting residential communities from unwarranted truck traffic in their neighbourhoods. That portion of the truck route in Cadboro Bay is shown on Map 9.3. Bylaw No. 6346, as amended by Bylaw No. 8152, identifies routes to be used by trucks over 5,500 kilograms gross vehicle weight. A truck that exceeds 5,500 kilograms can only use a non-designated street to access a specific delivery location. Buses are exempt from the bylaw.

Some residents have expressed concerns about safety issues; noise and pollution created by commercial trucks and tour buses using Cadboro Bay and Sinclair Roads and have requested that the truck route designation be removed from these roads. A Truck Route Network Study is being prepared by the municipality to review the bylaw and network, recommend route additions and deletions and consider truck routes of adjacent municipalities. There is a moratorium on the removal of truck routes until recommendations of the study are endorsed by Council.

**MAP 9.3  
TRUCK ROUTE**

Since buses are exempt from the Truck Route Bylaw, the community associations could initiate a dialogue with the tour companies to find ways to minimize their impacts on the Village neighbourhood. There have been concerns raised by some residents about the parking of commercial vehicles in residential neighbourhoods. Zoning Bylaw No. 6120 does not permit the parking or storage of a commercial vehicle, semi-trailer, or trailer which exceeds a gross vehicle weight of 4,200 kg on a residential zoned property, except for deliveries. Streets and Traffic Bylaw No. 6786 does not permit a vehicle having a gross vehicle weight of 4,000 kg or an overall length of more than 7.0 metres on any street between the hours of 10:00 p.m. and 7:00 a.m. A commercial vehicle is permitted to be parked at 3920 Cadboro Bay Road as it has non-conforming status. This means that it was parked at the property prior to the commercial vehicle parking regulations being implemented, so parking of the commercial vehicle can continue.

## **TRANSIT SERVICE**

BC Transit provides service from Cadboro Bay to downtown Victoria using the route identified on Map 9.4. Connections can be made to the western communities and north to the Saanich Peninsula via the University of Victoria transit exchange.

A reasonable walking distance to transit service is 400 metres which is about a five minute walk. Using this distance shown on Map 9.4 to measure transit service, residences in the Village neighbourhood are well served, but the north side of Queenswood and most of Ten Mile Point are beyond 400 metres. Transit service has not been expanded to include more of Queenswood and Ten Mile Point as most roads in the neighbourhoods are not suitable for large vehicles such as buses, the density of large lot single family housing does not create supportive demand and there is limited community support for expanded service. The majority of residents agree that the level of transit service (i.e. route location and frequency) meets their family's needs.

Some members of the community have expressed concern with the size, speed and noise of transit buses in the community. Transit service is not restricted by the Truck Route Bylaw and is usually not located on residential streets. BC Transit is exploring options to use smaller buses on some routes in Greater Victoria, however, the number 11 Uplands/Beacon Hill route is not being considered for smaller buses due to its heavy passenger volumes. Alternative transit routing and a new route which uses smaller buses may be an opportunity to address residents' concerns.

## **BICYCLE FACILITIES**

Bicycle facilities include commuter and local connector bikeways of the bicycle network and bicycle parking at destinations. Commuter bikeways provide free flow direct links for commuter cyclists to major commercial, institutional and employment centres in Saanich and Greater Victoria. Local connector bikeways provide neighbourhood connections and connections to commuter bikeways. Bicycle parking is required as part of new multi-family, commercial, industrial, institutional, cultural and recreational developments in Saanich.

**MAP 9.4  
TRANSIT SERVICE**

The designated commuter bikeway in Cadboro Bay identified on Map 9.5 is not constructed. It would require widening each travel lane of Sinclair Road and painting bicycle lanes. The grade of the Sinclair Road hill is steep and may be a deterrent to all but the most avid cyclists. Hobbs Street, Arbutus Road and Finnerty Road are an alternative route. Proposed local connectors show preferred routes and streets prioritized to become bicycle friendly by displaying local connector bikeway signs and providing for minor road upgrading to improve bicycle safety. The addition of bike lanes to facilitate comfortable bicycle travel is required.

The Saanich Bicycling Touring Route travels through Cadboro Bay.

## **PEDESTRIAN NETWORK**

The availability of sidewalks, crosswalks and streetlights, and the affects of traffic volumes and speed, are elements that contribute to the safety of the pedestrian network. It is residents' perception of safety and distance to destinations that corresponds to the frequency of walking within the area. An increase in the frequency of walking decreases the use of the automobile which reduces mobility concerns in neighbourhoods.

The safety of the pedestrian network in Cadboro Bay is a concern to residents. Specific community mobility concern locations are identified on Map 9.2. These are mostly located on the major roads and collector streets that are designed to move traffic in and through the area. There are opportunities to slow traffic to the posted speeds, better integrate the different modes of transportation and improve pedestrian safety by upgrading sidewalks.

Sidewalks provide a location for walking outside of vehicle travel lanes. Saanich engineering specifications require sidewalks on both sides of major roads, on one side of collector streets and one side of residential streets that are designated as a 'safe route' to an elementary school, and along road frontages of multi-family housing developments. Where practicable and adequate right-of-way exists, sidewalks are to be separated from the roadway to improve safety and the walking environment. Map 9.6 identifies the location and type of sidewalks and locations where sidewalk upgrading and pedestrian crossing is a priority. Crosswalks and traffic control requests are evaluated by Administrative Traffic Committee on a site by site basis. Street lighting requests are processed through the Engineering Department.

The Village Centre can benefit from an improved walking environment. Sidewalk improvements, crosswalks, appropriate streetlights, and reduced vehicle speeds can improve pedestrian safety. Improvements are to be identified as part of the proposed Cadboro Bay Village Centre Action Plan.

There are concerns about the safety of the walking routes used by students of Frank Hobbs Elementary School and the traffic congestion of Hobbs and Haro Roads caused by parents driving their children to and from the school. The Parents Advisory Committee has initiated the "Way To Go" program in conjunction with School District No. 61 and school staff. It is a parent initiated program to reduce the need for children to be driven to school, to develop alternative ways to get to school safely and to improve the walking environment. Improvements suggested to key walking routes include upgrading sidewalks on Haro Road, Arbutus Road and Hobbs Street.

**MAP 9.5**  
**BICYCLE FACILITIES**

Sidewalks are normally constructed by a developer as part of a new development or redevelopment and by the municipality as part of a road upgrading project or 'safe route' to school initiative. In some cases a developer may be required to provide cash in lieu for future sidewalk construction if the municipality has not finalized local sidewalk plans. Residents may also petition for a Local Improvement Program levy for sidewalks. A portion of the cost of the work is applied directly to benefitting properties and may be amortized over 15 years. Alternatively a Specified Area Charge could be created to fund sidewalk construction. This would spread the cost over a larger number of parcels.

## **POLICIES**

- 9.1 Adopt the traffic circulation network and road classification shown on Map 9.1.
- 9.2 **Undertake an Action Plan for the Cadboro Bay Village Centre identified on Map 10.1 to address issues such as pedestrian mobility, traffic management, site and building design and business improvement.**
- 9.3 Use the Manual on Policy and Procedure for Traffic Calming in Saanich to address community mobility concerns identified on Map 9.2 by:
  - a) Supporting the community associations initiating an education and awareness campaign.
  - b) Considering the implementation of traffic control measures if the education and awareness campaign is unsuccessful.
- 9.4 Remove road signs that promote the 'Scenic Travel Route'.
- 9.5 Design new infrastructure to preserve important landscape features and semi-rural type streetscapes in Cadboro Bay.
- 9.6 Recognizing the desire of the Queenswood and Ten Mile Point neighbourhoods to minimize light pollution and maintain the semi-rural streetscapes, any requests for installation of streetlights in these neighbourhoods should be carefully considered.
- 9.7
  - a) Consider retaining unconstructed road rights-of-way identified on Map 9.1 as informal open spaces and trail linkages as part of the greenway system.
  - b) Consider preparing a road closure bylaw, petitioning the province to raise title to the rights-of-way, and zoning as park the unconstructed road rights-of-way identified on Map 9.1.
- 9.8 Encourage BC Transit to consider alternative transit routing and use of smaller buses.
- 9.9 Support development of the commuter and local connector bikeways designated on Map 9.5.
- 9.10 Continue to support transit, bicycling and pedestrian initiatives of institutions and businesses, such as University of Victoria, as a means to reduce vehicle traffic in Cadboro Bay.

**MAP 9.6  
SIDEWALKS**

- 9.11 Assign a high priority to upgrading the sidewalks and pedestrian crossings identified on Map 9.6.
- 9.12 Continue to work with School District No. 61, Parents Advisory Committee, staff of Frank Hobbs Elementary School, Planning and Transportation Advisory Committee, and Administrative Traffic Committee to identify opportunities to develop safe routes to school, improve bicycle parking facilities at schools and address student drop-off / pick-up by motor vehicles.

## 10.0 COMMERCIAL

---

**Goal:** Create an accessible, safe and pedestrian friendly Village Centre that provides day to day services for the community and is sensitive to the adjacent residential neighbourhood.

---

The Cadboro Bay Village Centre is identified as a Village Centre in Saanich General Plan, 1993. A Village Centre means:

*“an identifiable centre based on factors of locations, history, character and social considerations comprising residential, commercial, institutional, and recreational components which cater to neighbourhoods.”*

Cadboro Bay Village provides a focus in the community and instills part of the character and identity of the area. It replicates a traditional village centre in scale, design and available commercial services. It also includes multi-family housing. The characteristics that make the Village work are a mix of tangible and intangible qualities that have evolved over time. The qualities are created from relationships between:

- a) mix of commercial uses;
- b) variety of housing forms, including multi-family housing;
- c) site and building design;
- d) centre size and design elements;
- e) likability of surrounding residential neighbourhood; and,
- f) access to public transit.

There has been relatively little change to the boundaries of the commercial area of Cadboro Bay since 1992 (refer to Map 10.1). The status quo has been supported by policies in the 1992 Local Area Plan that opposed commercial development in other locations in Cadboro Bay and considered only minor extensions to the existing commercial area to provide additional business opportunities that cater to local needs.

Most sites in the Village Centre have undergone some redevelopment since 1982. Two sites on the south side of the Centre have commercial zoning, but have not been developed. There have been two notable applications to expand commercial uses in the Village Centre; in 1989 a three storey mixed commercial/residential use redevelopment of the Village Inn Shopping Centre was rejected by Council and in 1999 a rezoning from single family residential to office commercial was approved.

Feedback from the community survey and workshop indicate that the future of the Village Centre is of considerable interest. There appears to be some support for limited expansion of the Village Centre provided that the traffic and parking issues are resolved and it is sensitive to the character of the centre and adjacent neighbourhood.

**MAP 10.1**  
**VILLAGE CENTRE**

## **FUTURE OF THE VILLAGE CENTRE**

The primary commercial land use issue is whether the commercial area of the Village Centre should be expanded and if it is to be expanded, where and how expansion is to occur. Options include:

- a) status quo;
- b) redevelopment of the commercial zoned properties in the Village Centre, including vertical expansion; and/or,
- c) horizontal expansion into the adjacent residential neighbourhood.

Development or redevelopment of the Village Centre should create a centre that is accessible, safe and pedestrian friendly, as well as reinforce the Village Centre concept.

### **Status Quo**

The 1992 Local Area Plan policy provided an opportunity to “carefully” consider minor extensions to the existing commercial area of the Village Centre. The status quo option would evaluate commercial rezoning applications on a site by site basis, without specific directions as where and how the expansion of the Village Centre should be considered. This approach is not supported because the municipality and residents require a more defined plan to identify potential.

### **Vertical Expansion**

The vertical commercial expansion is determined by the requirements of the Zoning Bylaw and the Cadboro Bay Village Development Permit Guidelines. A development permit guideline limits the height of new buildings to 9.0 metres, which is approximately three stories. Buildings of this height are appropriate for a Village Centre of this scale, especially if they are mixed commercial/residential buildings. The relationship between the height of commercial buildings and adjacent residential buildings, both multi-family and single family dwellings, should be carefully considered to limit overshadowing. The density that can be achieved for commercial uses on commercially zoned parcels that are consistent with the definition of Village Centre may be limited by the relatively small lot sizes, as well as setbacks, lot coverage and parking requirements of the Zoning Bylaw. Use of underground parking may be restricted in this location due to geology and high water table.

### **Horizontal Expansion**

The most pressing consideration is the possibility of horizontal commercial expansion into the surrounding residential neighbourhood. Sensitivity to the scale and massing of new commercial development adjacent to residential neighbourhoods is a concern. The Zoning Bylaw requires larger setbacks for commercial buildings adjacent to properties zoned residential. Ideally residential dwellings adjacent to commercial uses should be of a multi-family form to assist in defining the area of the Village Centre, provide population to support the commercial services, and create a transition between commercial uses and single family dwellings. The direction of horizontal expansion is limited to some degree by the location of existing multi-family housing.

## Proposal

An analysis of the Village Centre indicates there are expansion opportunities. These can be vertical expansion based on maintaining the maximum three storey building height requirement of the development permit guidelines and horizontal commercial expansion identified on Map 10.1 – Village Centre. Development Guidelines are included in Table 10.1.

**Table 10.1: Commercial Development Guidelines**

Site	Area	Guidelines
Village Centre	.21 ha	<ul style="list-style-type: none"><li>▪ maximum height 9.0 metres, which is approximately three stories</li><li>▪ design should replicate a single family dwelling streetscape or small scale commercial village.</li><li>▪ orientate site design to the street (i.e. front doors along street frontage).</li><li>▪ limit overshadowing of adjacent properties.</li><li>▪ require public pedestrian access through a site and in front of a site, where appropriate.</li><li>▪ encourage lot consolidation to avoid isolated parcels or undevelopable land packages.</li></ul>

The potential commercial parcels shown on Map 10.1 could be developed individually or consolidated into one or two land packages. There are two road frontages, as well as the possibility for shared/reciprocal access and parking agreements. Designation of these sites can provide limited commercial expansion while maintaining the character of the Village Centre and complementing Policy 7.7 which provides for consideration of multi-family housing in the Village Centre.

## VILLAGE CENTRE STREETScape

In addition to the larger questions of land use expansion in the Village Centre, streetscape enhancement is an opportunity that was identified in the 1992 Local Area Plan, but never initiated. It is a priority issue, along with traffic calming that was identified in the community survey and workshop responses. The characteristics of a streetscape project should include opportunities for traffic calming, parking improvements, crosswalks, landscaping and street furniture which draw the Village Centre together in a common streetscape design, improve connections with the area's pedestrian and bicycle network, and address the relationship of the Village Centre with the adjacent residential neighbourhood. The Cadboro Bay Village Development Permit Area Guidelines should also be reviewed and considered for revision as part of this project. Stakeholders to be involved in this project should include property owners, business owners, Cadboro Bay Merchants' and Residents' Associations, residents and Municipal Planning, Engineering and Parks Departments.

The creation of a Business Improvement Area (BIA) for the Village Centre could also be considered as part of this project. A BIA is an area designated by Council under the *Local Government Act*, in which business and property owners work together to finance marketing, promotional and revitalization programs. For property owners and tenants it can be an effective way of increasing sales and profits and organizing and financing programs which would not be available to individual businesses. A BIA is funded through a special municipal tax levy on commercial properties within the BIA boundary. Examples of projects include streetscape revitalization (e.g. trees, benches, pavers, lighting, banners, gateways), building façade improvements (e.g. awnings, heritage character), social, cultural and arts celebration events (e.g. farmers' market, Oktoberfest, folkfest), policing and crime prevention initiatives, and promotion and marketing.

## **MIXED COMMERCIAL/RESIDENTIAL USE DEVELOPMENT**

Residential dwellings are an important component of a Village Centre. The development of commercial uses in the Village Centre is encouraged to be mixed commercial/residential use (commercial use of the lower stories and residential use above). Mixed use developments and adjacent multi-family housing supports the complete community concept which promotes residents being able to walk or cycle to local retail shopping and employment opportunities. Further support of this concept in Cadboro Bay is the consideration of multi-family housing identified on Map 10.1 – Village Centre.

## **HOME OCCUPATION USE**

Home occupation use provides for limited commercial use in a residential dwelling. Examples include professional offices, bed and breakfasts, arts and crafts, and personal services. A rezoning application is not required, but the Zoning Bylaw includes a number of conditions that limit the type and scale of business. Examples in Cadboro Bay include the Law Office and Veterinarian Clinic on Sinclair Road.

Home occupations are an opportunity for small scale commercial uses to locate in residential neighbourhoods. They could be promoted as an alternative to the horizontal expansion of the Village Centre. There are, however, two limitations of home occupation uses. They require a business licence, but there is no public approval process as they do not require rezoning and the municipality and residents have no opportunity to comment on use or building and site design. The other limitation is the impact on business growth. Home occupation regulations of the Zoning Bylaw restrict employees to those persons who reside in the dwelling, there is to be no more than two clients or patrons on the premise at any one time, and no commodity can be sold or displayed on the premise. Complaints about home occupation uses are often received by the Municipality when the business expands beyond the commercial use and activity permitted by the Zoning Bylaw. Saanich Bylaw Enforcement responds to these complains and requires that the home occupation conform to the requirements of the Zoning Bylaw.

## POLICIES

- 10.1 Consider rezoning for commercial uses the potential commercial site identified on Map 10.1
- 10.2 Apply the development guidelines in Table 10.1 when considering rezoning and/or subdivision and/or development permit applications for commercial uses in the Village Centre.
- 10.3 Consider rezoning applications for commercial uses that are in keeping with the definition of Village Centre as defined in Saanich General Plan, 1993.
- 10.4 Support mixed commercial-residential use (commercial use of the lower stories and residential use above) in the Village Centre identified on Map 10.1 for:
  - a) parcels zoned commercial; and
  - b) parcels identified as having commercial zoning potential.
- 10.5 Undertake an Action Place for the Cadboro Bay Village Centre identified on Map 10.1 to address issues such as pedestrian mobility, traffic management, site and building design, and business improvement.**
- 10.6 Support creation of a Business Improvement Area for the Village Centre if there is interest from business and property owners.

## 11.0 INSTITUTIONS AND PUBLIC ASSEMBLY

---

**Goal:** Support community based institutions and public assembly uses that respond to community and resident needs, as well as respect neighbourhood character.

---

Institutional uses generally refer to schools, churches, residential care facilities, as well as medical facilities. These uses can improve the quality of life in a neighbourhood if they are well integrated. On the other hand, they have the potential to negatively impact on the neighbourhood, particularly as a result of increased traffic. Potential social and locational impacts should be considered when rezoning for a new institutional use is proposed. Rezoning applications for institutional uses should be reviewed on the basis of use, access, traffic generation, transit routes, lot size, scale, neighbourhood context and environmental considerations. There are, however, a variety of institutional uses that are permitted in the institutional zones in Cadboro Bay and rezoning may not be required. A form and character development permit for site and building design is not required for new institutional development unless it contains a commercial component.

Map 11.1 identifies the institutional uses and properties owned by institutions in Cadboro Bay.

### SCHOOLS

Cadboro Bay is located in the Greater Victoria School District (School District No. 61). Frank Hobbs Elementary is the only school located in the area. Middle and secondary schools are located in Gordon Head. Table 11.1 provides capacity and enrolment information for each of the local schools.

**Table 11.1: School Capacity**

<b>Schools</b>	<b>Ministry Capacity</b>	<b>Enrolment 1999</b>	<b>Enrolment Projection 2005</b>
Frank Hobbs Elementary	400	354	356
Arbutus Junior Secondary	500	481	352
Mount Douglas Senior Secondary	800	891	820

(Source: Greater Victoria School District – Capacities and Projected Enrolments, April 2000)

There are concerns about the safety of the walking routes used by the students of Frank Hobbs Elementary School and the traffic congestion on Haro Road and Hobbs Street caused by parents driving to drop-off / pick-up their children at the school. This issue is discussed in the Pedestrian Network Section of Chapter 9 – Mobility.

**MAP 11.1**  
**INSTITUTIONAL LAND USE**

School District No. 61 owns an undeveloped property on Bedford Road in Ten Mile Point. It is unlikely that this location will be developed as a school site. The property is in a natural state and creates a continuous landscape unit with Konukson Park. This property is identified in Chapter 8 – Open Space and Parks as a priority park acquisition.

Goosey Gander Kindergarten is a private daycare/preschool facility located at Telegraph Bay Road. It includes students from Cadboro Bay and Greater Victoria. It has operated for over 40 years and is considered by residents to be an important community amenity.

## **CHURCHES**

There are two churches located in the plan area; the Cadboro Bay United Church and the St. George's Anglican Church. Churches provide programs and services for all ages, as well as community meeting and activity space.

## **RESIDENTIAL CARE FACILITIES**

Residential Care Facilities, such as hospitals and nursing homes, provide housing, as well as a higher level support service such as full meal, housekeeping and medical assistance. There are two facilities providing seniors care in Cadboro Bay. The Sisters of Saint Ann has a residence at Arbutus Road. Part of the residence includes a licensed nursing home for senior Sisters. The retreat centre, library and pool are available by arrangement for use by the public. St. George's Anglican Church operates a facility on its church site at St. George's Lane. Part of the site is zoned for residential personal care which permits congregate housing and a nursing home. At this time the units are individual suites and additional care services are not provided.

Further residential care facility development is possible in Cadboro Bay because of the amount of underdeveloped property owned by institutions. Some of these properties permit residential care facilities under the existing zoning and are large properties. This is beneficial as there is more likelihood that housing on these sites will be not for profit residential care facilities and/or congregate housing which may be in keeping with the mandates of these institutional owners to provide such community services.

Institutional sites have not been identified for residential care facilities. Opportunities will be reviewed as part of the Action Plan process of Policy 11.6. The type of housing proposed and the needs of the potential residents should be assessed in terms of proximity to transit service; condition of sidewalks for pedestrians, wheelchairs and scooters; access to retail commercial and medical services; and, access to social services such as the Goward House senior's activity centre.

## **MEDICAL FACILITIES**

The Queen Alexandra Centre for Children's Health located at Arbutus Road is a Capital Health Region facility leased from the Queen Alexandra Foundation for Children. It provides programs for youth (0 to 19 years of age). There are day programs that provide service to Greater Victoria and boarding programs of longer duration that service Vancouver Island. The programs included psychiatric, special needs, respite, rehabilitation, day care service.

## **MUNICIPAL PROPERTIES**

Haro Woods is a municipally owned property zoned to permit single family dwellings. The 1992 Local Area Plan designated it to be retained as public wild woodland, but not to zone or designate it as park. Goward House and the grounds immediately surrounding it are owned by the municipality and used by the Goward House Society as a senior's activity centre through a lease agreement. These properties are discussed in Chapter 8.0 – Open Spaces and Parks.

## **UNIVERSITY OF VICTORIA**

The University of Victoria owns three large properties in Cadboro Bay; east part of the university campus (Site 10), Mystic Vale (Site 11) and 3908 Haro Road (Site 6). The Mystic Vale and Haro Road properties are zoned to permit single family dwellings. The terms of their acquisition include a restrictive covenant registered on the title of each property by the Municipality which requires that they are to be maintained in their natural state (refer to Map 8.1 – Open Space and Parks). The covenants do not permit subdivision, but do permit the construction of trails to facilitate public access. These conditions provide that these properties will remain as natural open space and can be planned as components of the area's greenway system. These three university properties are to be considered as part of the Action Plan process identified in Policy 11.6.

## **INSTITUTIONAL LAND HOLDINGS**

Institutional properties in Cadboro Bay, a total of 54 ha, are a significant presence in the community. The majority of the properties are located at the western boundary of the local area, and together with the remainder of the University of Victoria Campus, separate Cadboro Bay from Gordon Head and the rest of Saanich to the east.

Some of the properties are undeveloped or underdeveloped. Sites 2, 3, 5, 6 and 11 of Map 11.1 are vacant and zoned to permit single family dwellings. Sites 6 and 11 are preserved in their natural state by municipal covenants and Site 5 is identified as public wild woodland. Many of the sites zoned to permit institutional uses have additional development potential under the existing zoning. It is important to ensure that any future development and/or redevelopment of institutional zoned owned parcels is compatible with the community and adjacent neighbourhoods.

Further review of these institutional land holdings at the western boundary of the local area is necessary by way of an Action Plan to address the future opportunities and implications of these properties in Cadboro Bay, Gordon Head and Saanich. It should address the issues identified in Table 11.2.

**Table 11.2: Institutional Property Action Plan Issues**

<ul style="list-style-type: none"><li>▪ large land holdings with development potential;</li><li>▪ existing institutional uses permitted;</li><li>▪ single family dwelling densities permitted;</li><li>▪ ownership patterns;</li><li>▪ future plans of the institutions;</li><li>▪ other potential uses for these properties, including congregate housing and residential care facilities;</li><li>▪ important components of the greenways and trails network; and</li><li>▪ compatibility with community and adjacent neighbourhoods.</li><li>▪ respect existing covenants with the University of Victoria on the Mystic Vale and Haro Woods properties; and preservation of forested lands and other public space.</li></ul>
---

## **POLICIES**

- 11.1 Evaluate access and egress when considering development or redevelopment of a site for institutional use and where possible, direct it to major and collector roads.
- 11.2 Consider residential care facilities in the Village Centre identified on Map 10.1 if the development guidelines of Table 7.1 are achieved.
- 11.3 Give regard to the following criteria when considering proposals for residential care facilities:
- a) proximity to transit service;
  - b) safe condition of sidewalks for pedestrians, wheelchairs and scooters;
  - c) access to retail commercial and medical service; and
  - d) access to social services such as the Goward House seniors' activity centre.
- 11.4 Maintain contact with institutional land owners in the area to provide that any future development proposals respect not only the best interests of the institution, but the Municipality, Cadboro Bay and local neighbourhoods.
- 11.5 Work with the owners of institutional properties shown on Map 11.1 to retain natural Vegetation, including visual buffers along lot boundaries and consider environmental issues, such as watercourses and wildlife habitat, in their management.
- 11.6 Undertake an Action Plan process for Sites 1, 2, 3, 4, 5, 6, 7, 8, 9, 10 and 11 identified on Map 11.1 to address the issues identified in Table 11.2.**

## **12.0 DEVELOPMENT COST CHARGE AREAS**

Council may through bylaw set and impose Development Cost Charges (DCCs) for the purpose of providing funds to assist the municipality in paying the capital costs of providing, constructing, altering or expanding sewage, water, drainage, highway facilities, other than off-street parking facilities, and providing and improving parkland.

The intent is to obtain funding from new development to offset some of the servicing costs. Servicing costs within specific DCC areas are divided by the total number of benefiting properties. However, only the portion attributed to new development is recovered. The DCC funds received are applied to specific engineering works to be completed in each area. Additional funds must be taken from either a Local Improvement Levy or general revenues to subsidize the full costs. As development progresses, a DCC area may become fully financed and the charges subsequently removed.

Cadboro Bay does not contain any specific DCC areas. The area is subject to a municipal wide DCC for major roads, bikeways and parks.

### **POLICIES**

12.1 Amend the Development Cost Charge Bylaw as required.

## 13.0 DEVELOPMENT PERMIT AREAS

Section 919.1 of the *Local Government Act* permits Council to designate development permit areas. Within a development permit area an owner must obtain a development permit before subdividing land or constructing, adding to, or altering a building or specification unless specifically exempted by the Official Community Plan. Council may issue a development permit which may vary or supplement a regulation of the Subdivision or Zoning Bylaw. A development permit cannot vary use, density or a floodplain specification.

The Official Community Plan may contain objectives and guidelines affecting the form and character of commercial, industrial or multi-family development within a designated development permit area. Development permit guidelines may also specify the means of protecting the natural environment and farming, as well as development from hazardous conditions.

The Cadboro Bay Village development permit area is identified on Map 13.1. Scattered commercial, industrial and multi-family residential development which is not located within a specific development permit area is subject to the guidelines of the Saanich General development permit area.

### POLICIES

- 13.1 Require that new developments conform with the development permit guidelines contained in Appendix "N" to the Official Community Plan.
- 13.2 Establish development permit guidelines for:
  - a) watercourse riparian zones, including Finnerty Creek, Guinevere Creek, Haro Creek, Hobbs Creek and Sheep Cove Creek; and
  - b) adjacent upland, shoreline and foreshore riparian zones adjacent to Cadboro Bay and Haro Strait.
- 13.3 Apply the Cadboro Bay Village development permit area guidelines to multi-family and commercial developments in the Village Centre identified on Map 10.1.
- 13.4 Review and consider revising the Cadboro Bay Village development permit area guidelines as part of the Cadboro Bay Village Centre Action Plan identified in Policies 7.12, 9.2 and 10.5.

**MAP 13.1**  
**DEVELOPMENT PERMIT AREA**

## **14.0 STRUCTURE MAP**

The Local Area Plan includes policies which address specific issues in more detail than the Saanich General Plan, Map 14.1 is the Structure Map. It illustrates the comprehensive application of these policies within the local area. It shows general land use, the transportation network, and major open space areas. It is not a zoning map and does not indicate density. It is for information only and does not form part of the plan.

The Local Area Plan must be considered in association with the General Plan. In the event, however, of a difference between the policy direction of the Local Area Plan and the General Plan, the Local Area Plan policy will apply. Where the Local Area Plan is silent on an issue, the policies in the General Plan provide the framework for decision making. (See back cover for Structure Map).

## DEFINITIONS

The following definitions clarify the intent and content of each of the major components of the structure map, as well as other terms used throughout the plan. Saanich General Plan contains a more comprehensive list of definitions.

**Boulevard Street** – means a major or collector street containing vehicle lanes, bicycle lanes and pedestrian facilities and designated for special consideration with respect to planting / retention of trees and other vegetation to create a pleasant ambiance.

**Collector Street** – means a street which provides services to secondary traffic generators (i.e. neighbourhood commercial centre and parks) and distributes traffic between neighbourhoods, as well as providing direct access to residential properties. Transit service is permitted.

**Commercial** – means an area developed or zoned for a variety of commercial activities including retail, service station, office, medical and assembly type uses.

**Community Parks** – means spaces intended to serve several neighbourhoods. They vary in size from 5 to 20 hectares and will attract users from up to 3 kilometres away. These parks contain attractors such as higher quality playing fields and courts, or special natural or horticultural features. Fifty percent of secondary school yards are considered to be community level open space.

**Commuter Bikeway** – means an on-road cycling route designated in the Saanich General Plan, to be developed as a commuter cycling route. This can mean separate assigned bike lanes, or wider outside lanes which permit automobile traffic to pass a cyclist without leaving the lane.

**Density Bonusing** – means the approval of a higher density form of development if environmental features and open space are preserved.

**General Residential Area** – means mainly single family dwellings on services, urban sized lots with duplexes, townhouses and apartments permitted on a specific zoning basis. It also includes schools, churches, local parks, convenience stores and small institutional uses.

**Green Street** – means a residential street where special consideration is given to pedestrian / bicycle safety and to retaining / planting trees and other vegetation to create a pleasant ambiance.

**Greenway** – means a linear system of open spaces that can protect habitat and ecologically sensitive areas, provide recreation opportunities and buffer adjacent uses.

**Infill Lot** – means a vacant lot or a new lot created by subdivision within the build-up area.

**Institutional** – means public and private establishments including educational, research, health, correctional, administrative, and cultural facilities and services.

**Major Road** – means a highway, other than arterial, where direct access from abutting properties is limited to safeguard the flow of traffic and where major intersections are controlled by traffic lights.

**Multi-Family Housing** – means a housing complex containing two or more dwelling units on a lot; includes two-family dwellings, townhouses and apartments.

**Municipal Parks** – means parks that serve the entire municipality and are either large enough or contain unique or special amenities that will attract and serve individuals from the entire municipality.

**Neighbourhood Parks** – means parks that focuses on local use and attracts people within walking distance of up to 800 metres. These parks often provide play environments, unstructured open spaces and playing fields for local use. Fifty percent of elementary school yards are included as neighbourhood open space.

**Residential Street** – means a street designed to permit low speed travel within a neighbourhood and provides access to residential parcels.

**Residential Zones** – means the classification under the Zoning Bylaw No. 6120 assigned to every residential parcel.

**Sewer Enterprise Boundary** – means a line defining the area approved by Council to be serviced or intended to be serviced with municipal sewers.

**Village Centre** – means an identifiable centre based on factors of locations, history, character and social considerations comprising residential, commercial, institutional and recreation components which cater to the neighbourhoods.

**CADBORO BAY LOCAL AREA PLAN UPDATE  
COMMUNITY SURVEY RESPONSES  
September 1999**

Please indicate whether you agree or disagree with each of the following statements.  
(Please circle your choice)

**a) Development in Cadboro Bay has respected the area's history.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
18%	46%	28%	6%	3%

**b) Adequate programs and facilities exist for youth.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
14%	21%	43%	16%	6%

**c) The road network in the area provides safe and convenient traffic circulation.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
21%	42%	4%	24%	8%

**d) Streams and ocean shorelines are adequately protected from development.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
18%	30%	28%	15%	8%

**e) There is a good selection of housing (e.g. single-family, two-family, townhouses and apartments) in Cadboro Bay.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
41%	38%	9%	9%	2%

**f) The Village Centre provides convenient day-to-day services for Cadboro Bay residents.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
67%	27%	1%	4%	1%

**g) Adequate programs, facilities and housing exist for seniors.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
24%	30%	35%	10%	3%

**h) Maintain the .4 ha (1 acre) minimum lot size in Ten Mile Point.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
60%	14%	13%	8%	5%

**i) There is a good variety of trails and parks in Cadboro Bay.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
56%	33%	3%	5%	2%

**j) Multi-family housing, similar in scale and design as to what already exists in the Village, should be considered:**

**i. in the Village Centre**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
15%	21%	8%	19%	36%

**ii. close to the Village Centre**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
15%	29%	10%	15%	30%

**iii. on institutional properties (e.g. church and hospital sites)**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
14%	29%	14%	12%	30%

**k) Transit service (i.e. route location and frequency of service) meets your family's needs.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
36%	32%	13%	11%	9%

**l) Smaller single-family infill lots in the Village area are appropriate.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
13%	23%	17%	15%	32%

**m) The marine scenic drive designation along Cadboro Bay and Arbutus Roads should be eliminated to discourage non-local traffic.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
21%	14%	13%	28%	23%

**n) There are enough sidewalks and trails to make walking safe and convenient.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
27%	34%	5%	20%	14%

**o) The Village Centre could benefit from moderating the speed of traffic and improving parking.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
50%	27%	8%	11%	5%

**p) Home occupation uses are an appropriate way to eliminate the need to expand, through rezoning, the commercial area of the Village Centre.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
20%	32%	23%	12%	12%

**q) Beach accesses, including signage, pathways and parking, are adequate.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
44%	38%	4%	10%	4%

**r) Non-resident on-street parking is an issue near the following locations:**

**i. Village Centre**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
20%	17%	34%	15%	8%

**ii. Cadboro-Gyro Park**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
7%	15%	49%	18%	12%

**iii. Beach Accesses**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
9%	18%	47%	16%	11%

**s) Mixed-use residential housing (multi-family and single-family) with some open space and park components is an appropriate use of the Haro Woods property located at Haro and Arbutus Roads.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
11%	22%	11%	11%	45%

**t) Rezoning to expand the commercial area of the Village Centre to accommodate more commercial uses would be beneficial.**

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree
13%	21%	10%	19%	37%