

CORDOVA 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.

CORDOVA BAY LOCAL AREA PLAN

Appendix E 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 Bylaw No. 7044, being the "Official Community Plan Bylaw, 1993" is hereby repealed except insofar as it may repeal any other bylaw.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 23rd day of June, 2008.

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

Read a second time this 8th day of July, 2008.

Read a third time this 8th day of July, 2008.

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

"CARRIE MacPHEE"

Municipal Clerk

"FRANK LEONARD"

Mayor

Bylaw and Amendments**Cordova Bay**

Bylaw #	Date	Amendment
8948	September 9, 2008	Adding clause (d) to policy 7.2 of said appendix E
8956	September 16, 2008	Substituting map 9.1 of said Appendix E
9522	October 1, 2018	Addition of Policy 7.9
9675	August 23, 2021	Replacing Map 7.2

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1.0 BACKGROUND

The Saanich Official Community Plan comprises the General Plan 1993, 12 local area plans, action plans, and the Development Permit Areas – Justification and Guidelines. The General Plan provides a policy framework from a municipal perspective while the local area plans and action plans provide more detailed policies at the neighbourhood level. The documents are reviewed periodically in order that they remain contemporary and relevant.

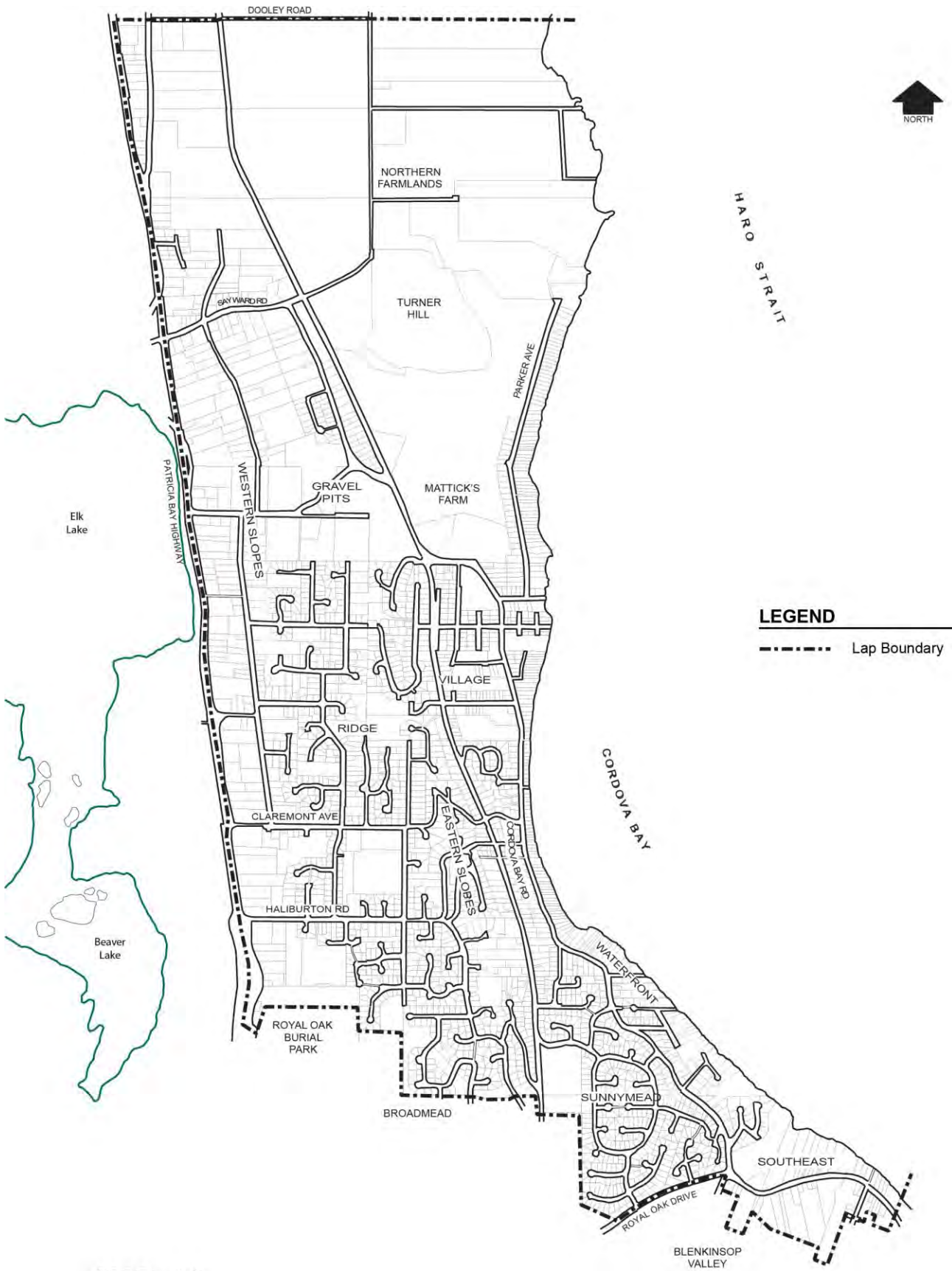
The first Cordova Bay Local Area Plan was adopted in December, 1980. It projected that the population of Cordova Bay would expand from 3,600 to about 6,500 by 1996 as a result of the installation of a gravity sewer system and subsequent subdivision within the Urban Containment Boundary for subdivision residential development. The southern farmlands (Sunnymead) and the gravel pits were designed as urban reserve to be developed after 1996. The northern farmlands were to be kept in perpetuity.

The Planning Department initiated a major review of the Local Area Plan in 1986 and a new plan was adopted in February, 1988. It provided for primarily single family dwellings within the Urban Containment Boundary, including the southern farmlands and a limited number of multi-family housing units within the village core to provide a housing alternative within the area. It designated the gravel pits as urban reserve recognizing that the working life of the pits was expected to be in the order of 15-20 years. The plan projected that the 1980 plan estimate of 6,500 people by 1996 would not be reached until 2001.

Since 1988, development activity in Cordova Bay has occurred at a more rapid rate than anticipated, due in part, to a shortage of serviced land throughout the region. Some amendments to the Local Area Plan have occurred in response to specific development proposals including re-development of the Fable Cottage tourist attraction for attached housing, and a mixed use development at Mattick's Farm and Sayward Hill.

On November 20, 1995, Council endorsed a program to update all local area plans before 2001, including a public participation process, centred on tapping into the knowledge, and interests of residents primarily through local community associations. The program recognizes that, while the basic land use policies are generally relevant, changes are required to update statistics and maps, and to acknowledge a new awareness of environmental and social issues. Should major, complex issues arise through the review process, they will be identified in the local area plan and referred for more detailed consideration and recommendation through the Action Plan process or a special study.

The public participation process included advertising in the local news media to request comment and identification of new issues, a meeting with the Cordova Bay Association as representatives of the neighbourhood, written submissions from residents and the Community Association, and a community survey distributed in the Cordovan Newsletter to 2,500 residences. Three hundred and forty-eight surveys were returned for a response rate of 14% (see Appendix II). An open house to discuss the draft plan was held on Tuesday, January 17th at Cordova Bay United Church and at the Community Association general meeting held on January 21st at McMorran's Seaview Restaurant. Thirty written responses providing comment on the draft plan were received by the Planning Department.



MAP 1.1
CORDOVA BAY LOCAL AREA

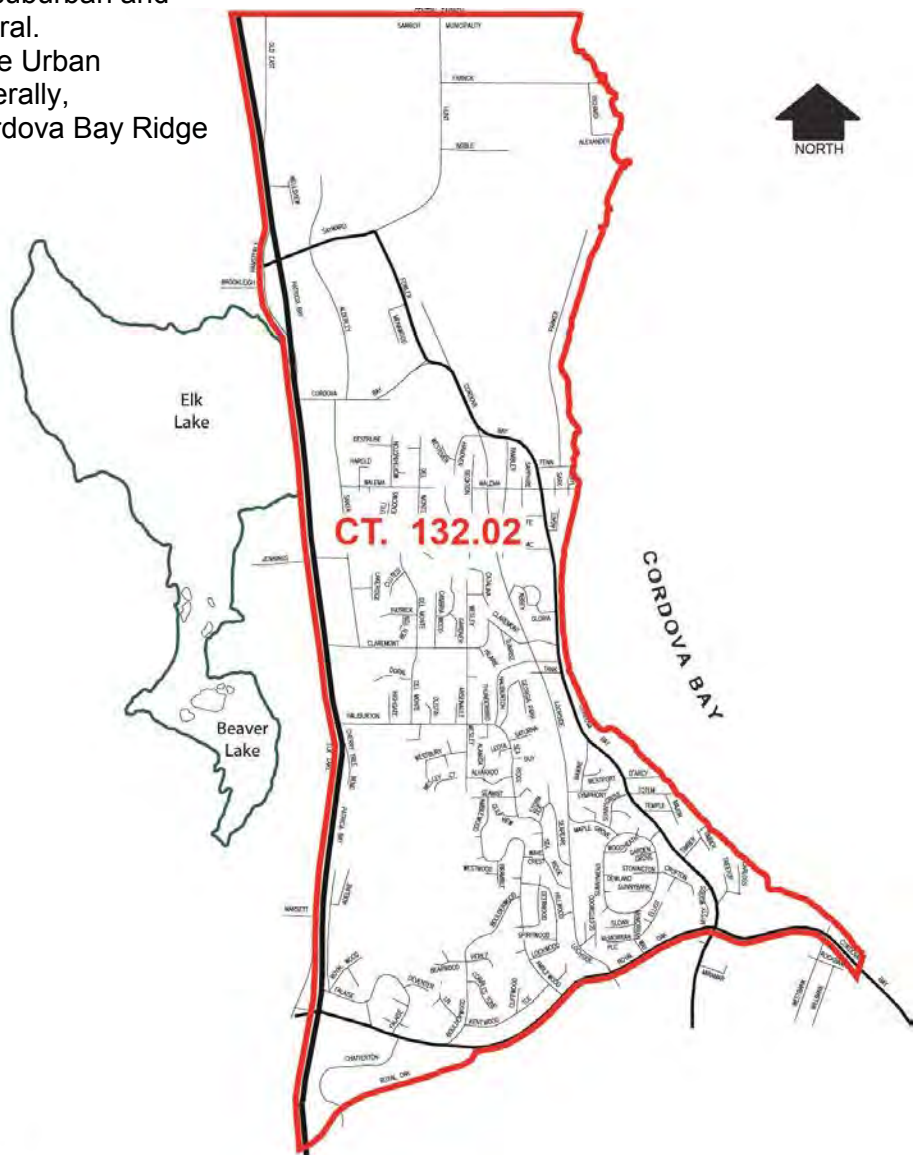
2.0 LOCAL AREA CHARACTERISTICS

Cordova Bay is located in the north-east corner of the municipality. It is bounded by Central Saanich municipality on the north, Haro Strait on the east, Patricia Bay Highway on the west and Broadmead residential area and Blenkinsop Valley on the south.

The major topographical feature is the ridge that runs the length of the local area, from sea level to approximately 90 m then dropping again on the west to about 75 m at Elk Lake. The ridge affords dramatic views of Haro Strait, Mt. Baker, and the San Juan Islands to the east and Elk Lake and the Sooke Hills to the west. A significant feature of the local area which has influenced its historical development and character is the bay itself and its attractive sandy beach.

Land use in Cordova Bay is partly suburban and partly rural residential and agricultural. The suburban area is defined by the Urban Containment Boundary which, generally, follows the height of land along Cordova Bay Ridge and skirts the northern farmlands.

As of December 31, 1997, there were 2,546 dwelling units in Cordova Bay accommodating about 6,900 people. Single family dwellings are the predominant housing type accounting for 94% of the housing stock. Multi-family housing is located primarily within the village area. There are commercial facilities in the village and at Mattick's Farm.



MAP 2.1
CENSUS TRACT 132.02

Table 2.1 provides social statistics for the community and a comparison with Saanich as a whole and the Capital Region. The community data is based on census tract 132.02 which most closely reflects the local area boundary. As the time of publication, only a limited amount of 1996 census data was available from Statistics Canada. Additional data, as it becomes available; can be obtained from Regional Information Services, Capital Regional District.

**Table 2.1
Selected Census Statistics
(1996 Census)**

		CT 132.02	Saanich	CRD
Population increase 1991-1996		13.4%	6.1%	6.2%
Percentage of population by sex	Male	49.0%	47.8%	48.0%
	Female	51.0%	52.0%	52.2%
Percentage of population by age	0-4	4.3%	5.1%	5.2%
	5-9	6.1%	5.8%	5.6%
	10-14	6.1%	6.4%	5.8%
	15-19	6.9%	6.4%	5.7%
	20-24	5.0%	6.9%	6.6%
	25-34	7.4%	13.5%	14.6%
	35-44	14.6%	16.1%	16.3%
	45-54	17.0%	13.8%	13.5%
	55-64	11.1%	9.1%	8.6%
	65-74	12.3%	9.3%	9.2%
	75-over	8.6%	7.4%	8.9%
Average number of persons per census family		2.9	2.9	2.8
% of private households by household size	1 person	14.0%	23.0%	30.2%
	2 person	43.1%	37.1%	37.0%
	3 person	16.2%	16.2%	14.1%
	4-5 person	23.8%	21.2%	16.9%
	6-over person	3.0%	2.5%	1.8%
Average number of persons per household		2.7	2.5	2.3

Note: due to rounding, percentages may not add up to 100%

Source: Stats Canada 1996 Profile

3.0 HISTORICAL PERSPECTIVE

(Extracted from “Sea-Lake, Recollections and History of Cordova Bay and Elk Lake”, written by Anne Pearson and from a collection of maps and newspaper articles in the Saanich Archives)

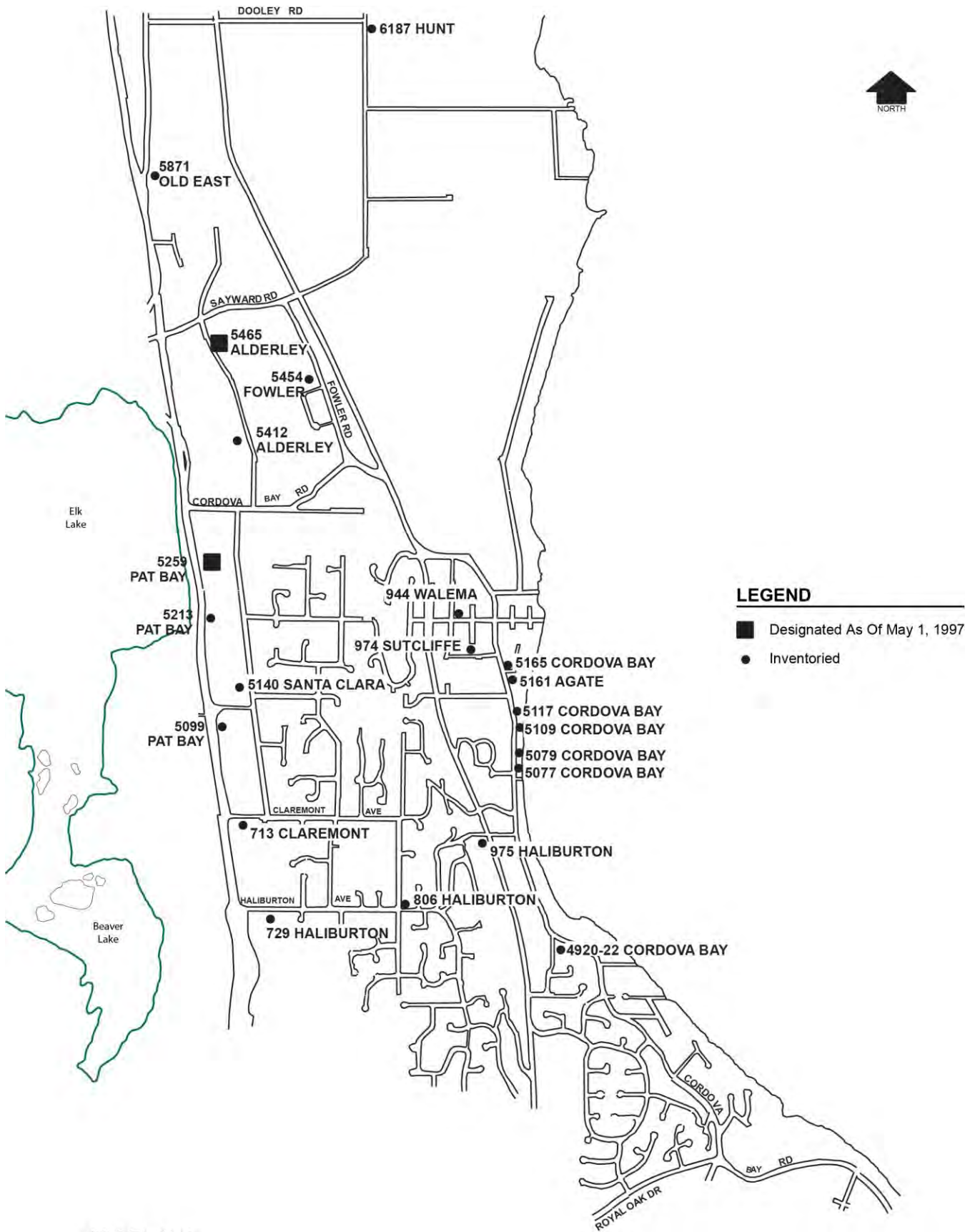
In 1851, the lands of Vancouver Island were granted to the Hudson Bay Company for settlement as a Crown Colony. In 1858, the first year of Crown land sales on the Saanich Peninsula, 400 hectares of land between Elk/Beaver Lake and Cordova Bay were purchased by six men; Samuel Haseltine, James Farquhar, George Deans, John Tod, Thomas Skinner, and Henry Smith. Two of the first people to actually settle in the area in the early 1880's were Philip Touet and James Pusey. The first summer resident along the beach was Frederick Norris, a well known Victoria businessman. In the early 1900's Cordova Bay became a popular summer retreat. In 1912, the CNR ran tracks along what is now Lochside Drive and a station was constructed at the corner of what is now Lochside Drive and Haliburton Road. This brought a flood of summer residents and sparked the subdivision of the waterfront into small lots.

“Puerto de Cordova” was the name given to Esquimalt Harbour by the Spanish in 1790, during their explorations of the southern coastline of Vancouver Island. Subsequently, the English transferred the name to its present location. The British navy, in their surveys of 1846, gave the bay the name “Cormorant”; however, the name was never accepted by the local people and in 1906 the Geographic Board of Canada restored the original name of Cordova Bay.

The first grocery store opened in the village in 1911. George McMorran opened his tearoom on the waterfront in 1919 and later added the dance pavilion. In 1928, he constructed a 14 unit auto court on the west side of Cordova Bay, and by the early 1930's he was renting 72 summer cabins.

The transition of Cordova Bay from summer retreat to year round residential area began in the 1940's following the Second World War, as returning personnel sought family housing. During this time, churches were built at Elk Lake and Cordova Bay and the Cordova Bay Elementary School was constructed. The Community Club was formed in 1946 to build a Community Hall. Construction of the hall, which is located on Sutcliffe Road, began in the early 1950's. McMorran's Seaview Shopping Plaza was constructed in 1960.

By 1975 Cordova Bay had grown to about 3,500 people and land use was a mixture of farmland, single family dwellings and a few commercial outlets. A proposal to build housing on Mattick's Farm resulted in the formation of the Cordova Bay Association. The Association was an active participant in the formation of the first Cordova Bay Local Area Plan, adopted in 1980, and continues to be an important voice for the residents of the area. As input into that local area planning process, the Association conducted a survey of goals, included in the 1980 Local Area Plan (see Appendix 1). The survey also identified a number of issues with respect to traffic and circulation, the impacts on the community of the gravel operations, and the loss of farmland. A more detailed history of these issues is included in specific sections of this plan.



**MAP 3.1
STRUCTURES OF HERITAGE SIGNIFICANCE**

A major issue considered in the 1980 Local Area Plan was the need to provide sanitary sewers in order to resolve health and beach pollution concerns resulting from malfunctioning septic systems. Council extended the Sewer Service Boundary to include the village, eastern slopes, and the ridge. Since 1980, extensions to the boundary have been made to include properties along the top of the ridge, Parker Avenue and in the southeast corner near Royal Oak Drive. The installation of sewers resulted in extensive development; beginning in the mid-1980's to create single family dwelling lots. The first multi-family housing was constructed in the village in 1986.

Saanich Heritage Structures – An Inventory, published by the municipality in 1991, identifies 23 buildings of heritage significance within Cordova Bay. Exterior changes to designated structures require a Heritage Alteration Permit issued by Council. All inventoried and designated heritage sites and structures are monitored by the Saanich Heritage Advisory and Archival Committee to ensure that alterations, if requested, respect the heritage significance and character.

POLICIES

- 3.1 Preserve the public visibility of heritage resources in Cordova Bay and encourage design compatibility when considering rezoning, subdivision, and development permits in their vicinity.
- 3.2 Support the efforts of the Saanich Heritage Foundation and the Saanich Heritage Advisory and Archival Committee to preserve heritage resources in Cordova Bay.

4.0 GROWTH

-
- Goal:**
- To prevent urban growth beyond the Urban Containment Boundary.
 - To provide for limited growth within the Urban Containment Boundary, not to exceed the capacity of the sewer system and the road network.
-

Since the mid 1970's, the population of Cordova Bay nearly doubled to about 6,900 people as of December, 1997. Most of the growth occurred in the later half of the 80's and early 90's following the installation of sewers within the Urban Containment Boundary.

**Table 4.1
New Lots Created 1987 – 1996**

	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997
Cordova Bay	82	107	36	6	33	32	38	23	8	14
Saanich	408	392	366	131	206	172	151	86	151	268

Source: Planning Department Annual Report

The Urban Containment Boundary is a conceptual line which generally encompasses the sewered area of the municipality and the area planned to be sewered. In Cordova Bay, the boundary generally follows the height of land along the Cordova Bay ridge. As of May, 1998 there was potential to accommodate 657 new dwelling units; 12 outside the Urban Containment Boundary and 645 inside the Boundary. The potential new units include 249 on existing vacant lots, or new lots created by subdivision (excludes the gravel pits), 70 multi-family units within the village, 72 planned units at Mattick's Farm, 175 planned units at Sayward Hill, and 79 units within the Trio Gravel pit assuming RS-12 densities. Build-out of the potential units would increase the population in Cordova Bay to about 8,650 people.

**Table 4.2
Growth Potential**

	# of units 1997	* Potential New Units	** Estimated Units 2010
Single Family & Duplex	2388	410 *	2798
Attached	118	97	215
Apartments	40	150	190
Total	2546	657	3203
Population @ 2.7 ppu	6875	1773	8648

* Includes 79 units in Trio Gravel pit assuming RS-12 (7.5 upha)

** Assumes build-out



Table 4.2 includes a theoretical capacity for 200 new units through subdivision outside of the gravel pits and 70 multi-family units in the village. It is unlikely, however, that the full potential will be realized due to geotechnical and environmental constraints or the desire of owners to maintain the status quo. The over estimate could be off-set, however, if the pending rezoning application for the Trio Gravel pit, which include densities higher than RS-12, is approved by Council and/or the future re-development of the village shopping centre includes a residential component as permitted under current zoning. Assuming the re-development of the gravel pits could take from 5 to 15 years, build-out could be reached before 2010.

The 1993 **General Plan** contains policies to preclude major expansion of the Urban Containment Boundary before 2001. However, with a diminished supply of serviced land for new development within the Urban Containment Boundary, there may eventually be increased pressure to consider major expansion of the urban area. In Cordova Bay there are three areas outside the Urban Containment Boundary that, theoretically, can be serviced by gravity to the sanitary sewer system, the Sayward/Fowler/Alderley Road area, Turner Hill and the south side of Cordova Bay Road at the head of the Blenkinsop Valley, but no capacity has been allocated in the sewer system to accommodate these areas.

Also, there have been numerous requests to expand the Urban Containment Boundary to include individual parcels on the western slopes. With the exception of some minor changes along the ridge to include parcels that prove to be serviceable by gravity into the existing sewer system, Council has rejected applications that could lead to more intensive land use in this area based on servicing and scenic access considerations, the need to maintain large lots to mitigate highway impacts, and long term considerations of future highway upgrading.

A major expansion of the Urban Containment Boundary, in Cordova Bay, would constitute a major change in policy and could not be supported within the context of the current General Plan policies.

POLICIES

- 4.1 Consider only minor amendments to the Urban Containment Boundary to include land which can be serviced by gravity to the sanitary sewer system without replacing or deepening existing sewers.

5.0 ENVIRONMENT

- Goal:**
- To protect areas of environmental significance and sensitivity.
 - To restore ecologically damaged sites and enhance the overall health of the ecological systems.
 - To maintain Cordova Bay beach.
-

Cordova Bay contains many important environment features including watercourses, riparian zones, wetlands, beaches, coastal bluffs, and forests. Residents of the community have long recognized the need to protect and restore these features and to create new greenspaces.

The Municipal Watercourse Bylaw and the environmentally significant areas inventory identify several watercourses within the local area. Noble Creek and its tributaries are located within the northern farmlands, outside of the Urban Containment Boundary. Burnham Brook is located primarily within the Cordova Bay golf course. Revans Creek is within the suburban area. Revans Creek is open through Doumac Ravine Park, but is culverted through Cordova Bay village and residential areas.

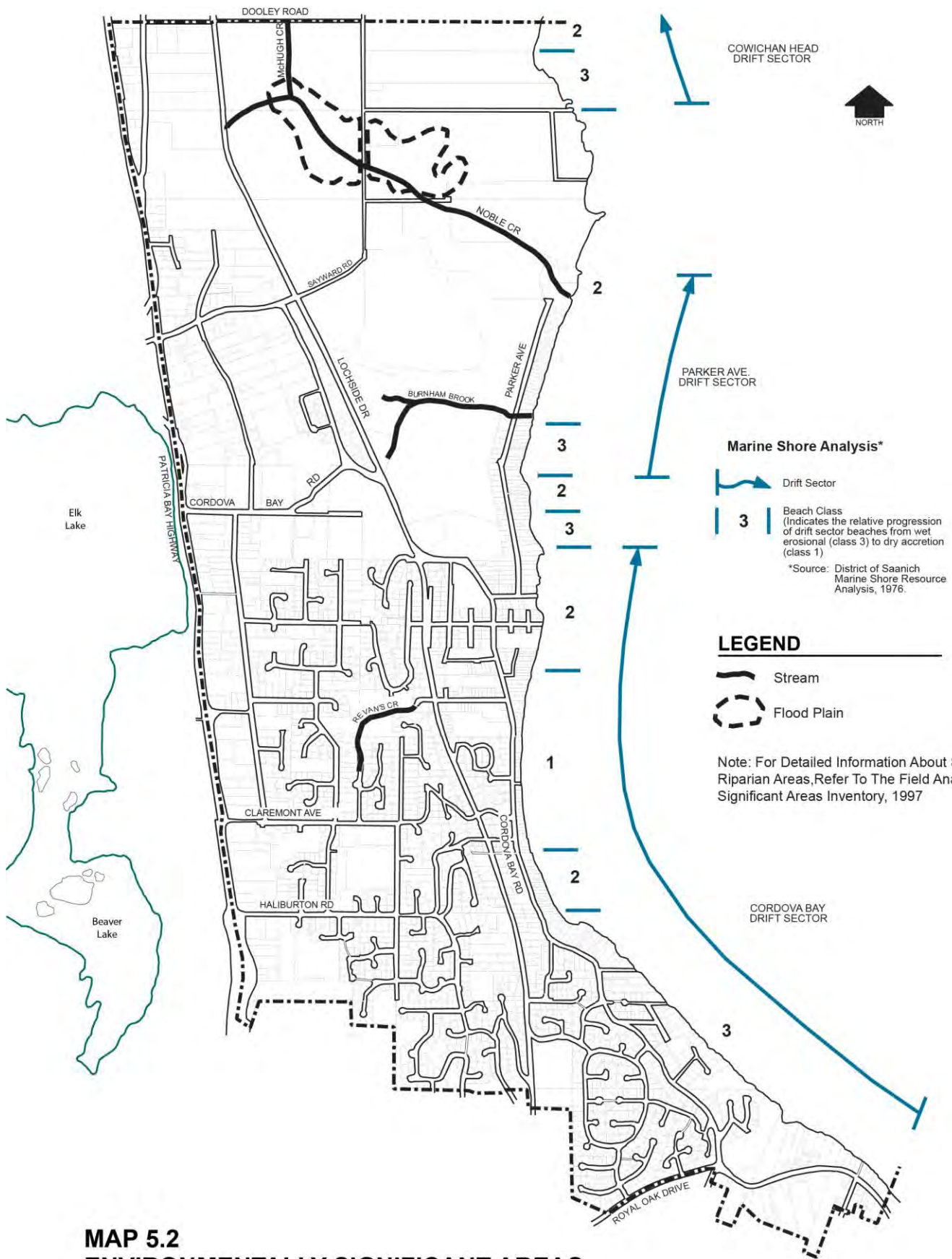
The Watercourse Bylaw restricts fouling, obstructing or impeding the flow, in watercourses, in order to maintain the quality of water and the rate of flow. Salmon bearing streams are also governed under the Federal Fisheries Act and the Municipal Water Act. Sections 879 and 920(7) of the Municipal Act provide Council the authority to establish a Development Permit Area for the protection of natural watercourses and fisheries by controlling erosion and protecting banks and streamside vegetation (riparian zone). Consideration is being given; separate from the local area plan review, to establishing a municipal wide development permit area for these features along with revisions to the Watercourses Bylaw.

The land in Cordova Bay, which contributes runoff after rain events, is predominantly in private ownership or in public roads. This land-water relationship results in many pollutants such as oil, gas, lead, heavy metals, and pesticides running off property and streets directly into receiving streams and the ocean and onto beaches via the storm drains. Water quality in the streams is also negatively affected by excessive amounts of nutrients (nitrogen and phosphorus) from fertilizers, grass, and leaves deposited in the stream or along the banks, and animal feces. An education strategy is required to help residents understand that their actions can directly affect the health of the streams and the enjoyment of the beaches.

Cordova Bay includes significant areas with native vegetation. Species include: Garry oaks and associated meadow plants, Douglas fir, grand fir, and many native (indigenous) shrubs and plants. Many of these plant communities are limited in the areas that they are found in. Also, they provide important habitat for a variety of animals and birds. Care should be taken to protect the remaining parcels of native trees and plants and to maintain or establish continuous areas of greenspace to provide habitat and indigenous sources of food for wildlife. Individual large, tall trees and local shrub areas should also be considered as valuable wildlife habitat. Retention of native vegetation is particularly important on the steep eastern slopes, in steep ravines, and in coastal areas where it acts as an anchor, holding soils together and slowing the erosion process.



**MAP 5.1
ENVIRONMENTAL FEATURES - TREED AREAS**



**MAP 5.2
ENVIRONMENTALLY SIGNIFICANT AREAS
AQUATIC AND MARINE FEATURES**

Historically, the marine shoreline, in particular Cordova Bay beach, attracted many of the early residents to the area. The natural process, which creates the beaches, is a sensitive one and interfering with that process could result in deterioration of beach quality.

The process that creates beaches is based on erosion. While erosion is a natural process in beach environments, it can have a detrimental effect on waterfront properties. There are many retaining walls of various types and standards that were constructed in the past to alleviate the impacts of erosion. Given the current level of knowledge, construction of retaining walls or bulkheads should not be undertaken without a careful assessment of the impact on the natural beach creation process.

Unique features in Cordova Bay are the gravel pits. These sites include steep slopes and extensive areas of deep fill. Development of the gravel pits will require extensive re-grading and slope reclamation. Settlement of unconsolidated fill poses a risk of damage to buildings, roads and underground services. Special design considerations may be required.

POLICIES

- 5.1 Encourage protection of indigenous vegetation, wildlife habitats, urban forest landscapes and sensitive marine environments within Cordova Bay when considering applications for change in land use.
- 5.2 Preserve indigenous trees, shrubs, plants, and rock outcrops within parks, boulevards, un-constructed road rights-of-way, and other public lands within Cordova Bay.
- 5.3 Consider establishing a municipal wide development permit area to protect important watercourses and riparian areas along with changes to the Watercourse Bylaw.
- 5.4 Identify areas in Cordova Bay requiring stream and riparian zone restoration and implement a restoration plan in partnership with the community, schools and universities, and other government agencies.
- 5.5 Develop education programs with the Cordova Bay community and local schools to:
 - reduce non-point pollution flowing into the streams and ocean;
 - increase understanding of importance of streamside (riparian) vegetation; and
 - ensure protection of important plant communities.
- 5.6 Evaluate the impact on the health and diversity of plant life, wildlife and marine environments, on the natural beach creation process in Cordova Bay before issuing approvals for new development, installation of municipal services, or works to control erosion adjacent to the foreshore.
- 5.7 Consider the need for a geotechnical assessment before approving any development on steep slopes including the gravel pits.

6.0 AGRICULTURAL LAND RESERVE

Goal: ▪ To retain agricultural land for agricultural use.

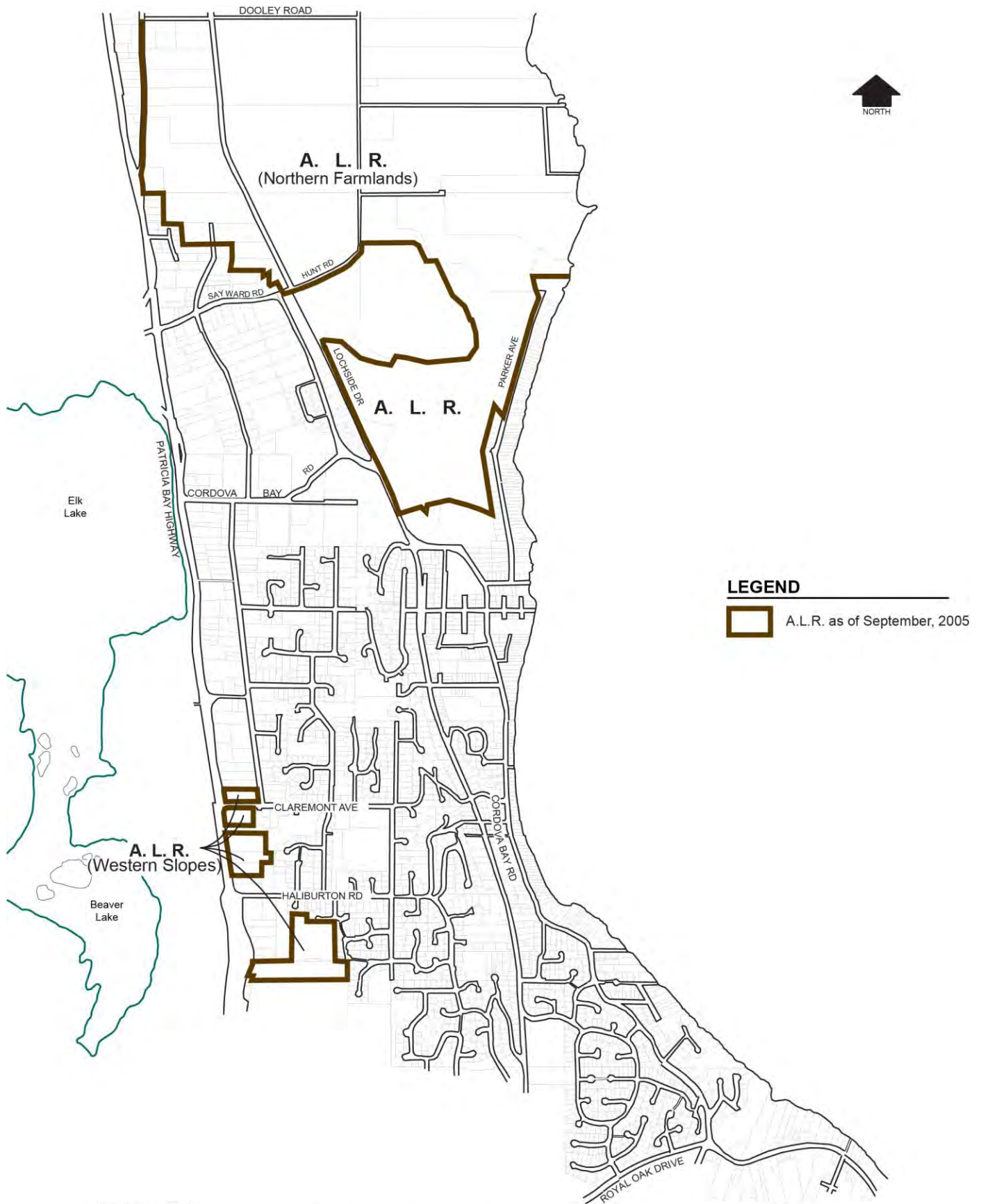
The Agricultural Land Reserve, as originally designated in 1974, included three areas of Cordova Bay; the northern farmlands, the Galey Farm in the southeast, and numerous small acreages in the area of Claremont Avenue and Haliburton Road west of Wesley Road. Since then all parcels within the Urban Containment Boundary in Cordova Bay, and one parcel outside the Urban Containment Boundary, have been excluded from the Agricultural Land Reserve by the Land Commission. Also, the boundaries of the Agricultural Land Reserve in the northern farmlands at Mattick's Farm were adjusted based on a detailed soils survey that resulted in exclusion of some lands and inclusion of others. These changes were considered as part of the proposal for a golf course within the ALR, which was approved by the Land Commission.

Currently, the Agricultural Land Reserve in Cordova Bay comprises the northern farmlands and seven parcels on the western slopes. The northern farmlands are an extension of the farmland in Central Saanich. The agricultural capability based on soil type and quality is good and most parcels are actively farmed or used for golf courses.

The other seven parcels within the Agricultural Land Reserve are small and the encroachment of residential development has reduced their viability as economic agricultural operations. The 4.09 ha Capital Regional District Regional Water Supply property on Haliburton Road is the largest of the parcels. Part of the property contains an underground reservoir and the balance will support above ground storage tanks rendering the land useless for agriculture. The Land Commission has indicated that it would support applications to exclude the small isolated parcels in this area from the Agricultural Land Reserve.

POLICIES

- 6.1 Oppose applications to remove land from the Agricultural Land Reserve which is outside the Urban Containment Boundary in the northern farmlands.
- 6.2 Forward applications from landowners to remove land from the Agricultural Land Reserve which is outside the Urban Containment Boundary on the western slopes to the Agricultural Land Commission.



MAP 6.1
AGRICULTURAL LAND RESERVE

7.0 RESIDENTIAL

Goal: ▪ To provide for a variety of housing while maintaining the character and liveability of the community.

As of December 1997, there were 2,546 dwelling units in Cordova Bay comprising 2,420 single and two-family dwellings, 118 attached dwellings and 40 apartments. The figures do not include secondary suites in single family dwellings. The housing stock increased by about 823 units, or an average of 82 units per year from January, 1988, reflecting the high subdivision activity that occurred in the later half of the 1980's.

**Table 7.1
Cordova Bay Housing Statistics 1988 – 1997**

	Total as of Dec. 31 1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	Total as of Dec. 31 1997
Single Family	1670	197	200	112	56	39	32	43	24	29	14	2416
Duplex	2	-	1	-	1	-	-	-	-	-	-	4
Attached	51	31	11	-	-	-	4	17	4	-	-	118
Apartment	0	-	-	-	-	-	40	-	-	-	-	40
Demo		6	5	-	4	2	6	2	3	4	-	
Total	1723	222	207	112	53	37	70	58	25	25	14	2546

The 1988 Local Area Plan residential policies provided that the area should remain predominantly single family dwellings, except that multi-family dwellings would be considered in the village core to provide a housing alternative. The plan established a minimum lot size for a conventional lot of 560 m² in the village, 930 m² along the waterfront and steep eastern slope, and 2 ha outside the Urban Containment Boundary on the western slopes and northern farmlands. An average lot size of 930 m² was established for the ridge, lower slope, and Sunnymead areas, provided that the minimum lot size was not less than 665 m². The gravel pits were identified as urban reserve to be developed beyond the plan period to 2001.

There will continue to be a demand for additional housing in Saanich and some of the demand will focus on Cordova Bay. This demand arises from a number of sources including migrants to the area, the creation of new households as children leave home and start families, and changing households based on lifestyle choices. A choice of housing to accommodate people of different ages, income and family structures is an objective of a healthy community. At the same time, maintenance of neighbourhood character is of paramount importance when considering change within established areas.

New housing in Cordova Bay could take the form of single family dwellings on vacant lots, or on lots created by subdivision of large parcels, or two-family or multi-family dwellings. The 1988 Local Area Plan and General Plan 1993 policies provide for consideration of single family subdivision within the Urban Containment Boundary and two-family dwellings based on lot size. Multi-family dwellings on specific sites within the village core, at Mattick's Farm, and outside the village core on steeply sloping sites were supported, provided there would be less impact on the environment than with single family dwellings and the total number of units would be no greater than with single family dwellings.

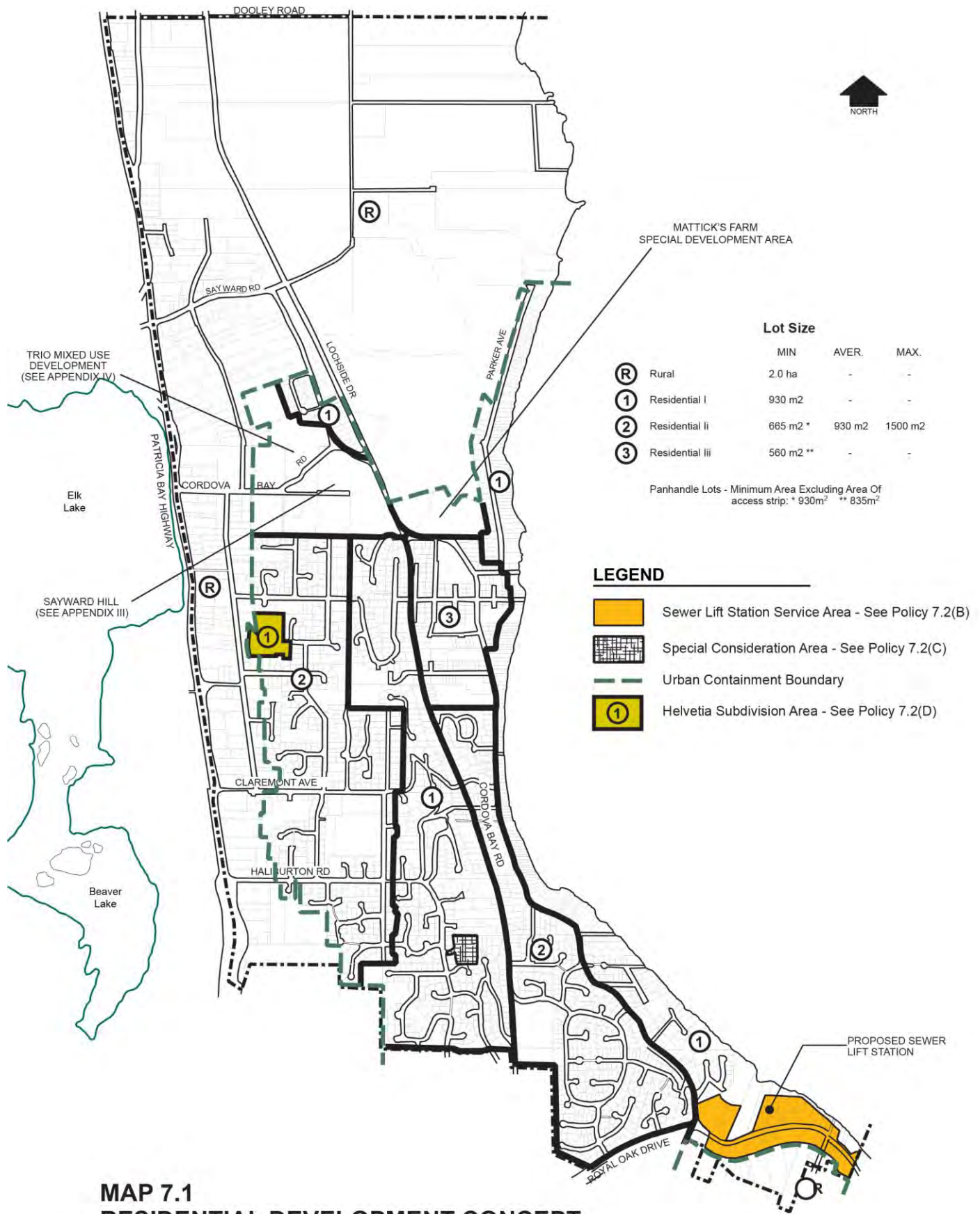
Respondents to the 1997 Community survey indicated a strong desire to retain the character of Cordova Bay. "Village like" and "semi-rural" were often used to describe the character. Additional multi-family development was supported by only 23% of the respondents. The village, gravel pits and Mattick's Farm were identified most often as suitable locations for multi-family housing. Monster houses and secondary suites were also identified as residential issues that threatened the character and liveability of Cordova Bay neighbourhoods.

Single Family and Two-Family Dwellings

There is a range of single family dwelling lot sizes within Cordova Bay reflecting the historical development of the area. Before 1956, small lot development took place along the shoreline and close to the shopping centre. Many of these lots accommodated seasonal cottages. Beyond the beach and village areas, the land was divided into small acreages. At that time, the municipality permitted lots under 2 ha to be sewered by septic tanks. Prior to 1970, the minimum lot size inside the Urban Containment Boundary in Cordova Bay was 780 m². In May 1970, the minimum lot size throughout Cordova Bay was increased to 2 ha to temporarily freeze small lot subdivision due to pollution problems resulting from the use of septic tanks in an area with poor soil absorption capabilities. The RS-18 zone (2 ha minimum), still applicable in parts of Cordova Bay, is a remnant of this development freeze.

The 1980 Local Area Plan established a minimum lot size of 930 m² throughout most of the sewered area of Cordova Bay. Smaller lots were permitted in the village area. The 2 ha minimum was retained for parcels outside of the Urban Containment Boundary. Those policies were revised in the 1988 Local Area Plan, to provide flexibility to accommodate a variety of lot sizes by establishing an average lot size of 930 m² for the ridge, lower slope and Sunnymead areas, and a minimum lot size of 560 m² in the village. The 930 m² minimum was retained along the steep eastern slopes and waterfront areas, and the 2 ha minimum was retained outside the Urban Containment Boundary. The 1988 Local Area Plan subdivision policies combined with the Tree Preservation Bylaw and other development control bylaws, have generally been effective in providing a balance between a variety of lot sizes and maintaining the overall neighbourhood character.

Two issues that have emerged with respect to single family dwellings are "monster houses" and secondary suites. These issues are not peculiar to Cordova Bay, but are a concern for many Saanich residents. On the issue of monster houses, Council, in 1994, established a task force to review and suggest changes to the Zoning Bylaw to address the issue. Over the past three years, numerous changes to the Zoning Bylaw have been implemented incrementally to limit the size of single family and two-family dwellings.



**MAP 7.1
RESIDENTIAL DEVELOPMENT CONCEPT
SINGLE FAMILY LOT SIZES**

The issue of secondary suites in single family dwellings has been more difficult. Self-contained suites for non-family members are not permitted in single family dwelling zones, but boarders are permitted and additional rooms for family members may be permitted provided all residents of the dwelling are living as a family unit. The policy of Council has been to enforce the Zoning Bylaw on a complaint basis. Council has adopted a bylaw amendment to restrict the number of kitchens permitted in a single family dwelling in order to aid enforcement. It has requested BC Assessment Authority to identify secondary suites through the assessment process. Staff are continuing to monitor the success of initiatives in other jurisdictions to deal with the issue.

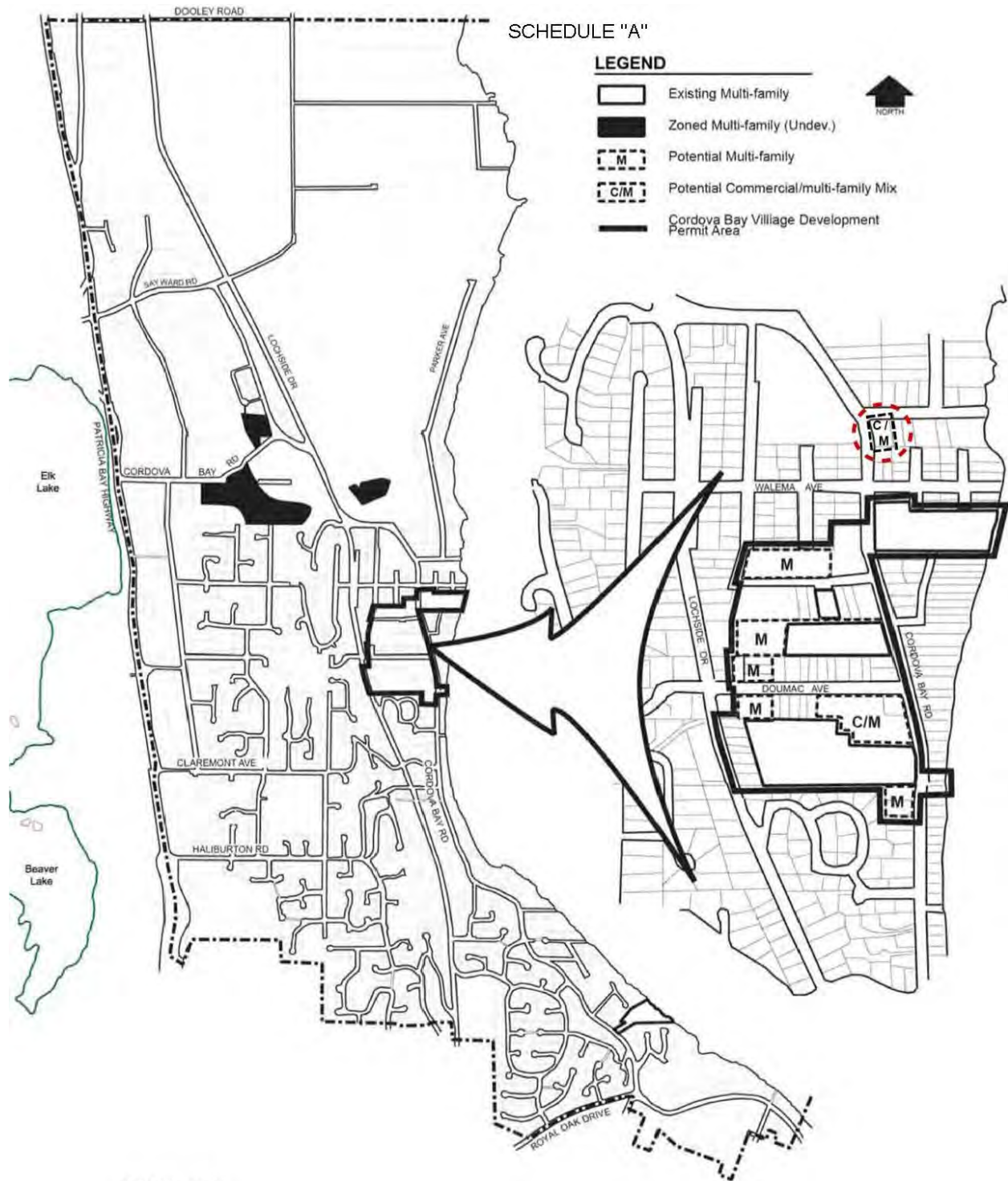
Rezoning to permit two-family dwellings will be considered based on lot size and other factors. The following **General Plan** policies are applicable:

- 6.5 *Require that a two-family dwelling lot has:*
- (a) *1.3 times the minimum lot size of the largest adjacent single family dwelling zone,*
 - (b) *minimum lot width of 20 m (65 ft) or 1.3 times the minimum lot width of the largest adjacent single family zone, whichever is the greater, as measured at the front building line, and*
 - (c) *where a local area plan policy supports a zone with a minimum lot size that is smaller than the existing subdivision minimum, then the policy shall apply for the purpose of calculating the minimum area for a two-family dwelling lot.*
- 6.6 *Evaluate zoning applications for two-family dwellings on the basis of neighbourhood context and lot size, building scale and design, access, and parking.*

The subdivision policies and predominant lot size in Cordova Bay limit the potential number of two-family dwelling lots and the few applications that have been considered have generally been opposed by area residents. The rezoning process permits each application to be judged on its merits and provides ample opportunity for public input. Changes to the policy, as it applies to Cordova Bay, are not considered to be necessary.

Multi-Family Housing

The 1988 Local Area Plan identified seven sites that were zoned, or had potential, for multi-family housing to provide an alternative to single family dwellings in an area close to commercial facilities and other services. Since 1988, amendments were made to the plan in response to specific applications to permit multi-family dwellings to be constructed at Mattick's Farm, on the former Fable Cottage site, and on the waterfront south of Timber Lane. Five sites identified in the plan within the village core remain undeveloped for multi-family housing. One of the sites along Doumac Avenue is owned by the municipality and is being held for future considerations, possibly for special needs housing. Drainage and tree preservation issues may be a limiting factor. Another site on Cordova Bay Road south of Cordova Beach Estates, is privately owned and is identified in the Cordova Bay Streetscape Action Plan as a possibility for off-street



**MAP 7.2
MULTI-FAMILY HOUSING - MAY, 1998**

parking for McMorran's Restaurant should the angle parking within the right-of-way be eliminated. Multi-family housing is permitted above the first floor on the shopping centre site under current zoning. Based on the 1997 community survey, it is unlikely that there will be strong community support for new multi-family housing sites in Cordova Bay.

POLICIES

- 7.1 Maintain a minimum lot area of 2.0 ha outside the Urban Containment Boundary.
- 7.2 Require a minimum lot area of 930 m²* within the area designated Residential I on Map 7.1, except:
 - (a) where the consolidation of lots has occurred applications will be considered to create the same number of lots that existed prior to the consolidation provided the minimum area of each lot is similar to the size of lots in the immediate area.
 - (b) on lots shown on Map 7.1 to be serviced by the proposed Cordova Bay Road sewer lift station, an average lot area of 930 m² may be considered only if significant portions of the site are set aside for park and/or environmental protection.
 - (c) on lots shown on Map 7.1 for special consideration with respect to environmental /tree protection, an average lot area of 930 m² may be considered only if at least 20% of the site is set aside for park and/or environmental protection.
 - (d) on lots shown on map 7.1 as a Restricted Subdivision Area, a minimum area of 930 m² for a standard lot and 1300 m² for a panhandle lot may be considered.
- 7.3 Allow a minimum lot area of 665 m² for a conventional lot, and 930 m²* for a panhandle lot within the area designated Residential II on Map 7.1 provided that the average lot area within the land being subdivided is not less than 930 m² and that no lot is created which has an area in excess of 1500 m². Where a parcel is greater than 1860 m² and where road dedication would reduce the net area to less than 1860 m², the parcel area prior to dedication may be used for lot averaging purposes
- 7.4 Allow a minimum lot area of 560 m² for a conventional lot and 835 m²* for a panhandle lot within the village area designated Residential III on Map 7.1.
- 7.5 Ensure that mixed residential and mini-storage development at Trio Gravel pit generally conforms with the illustrative site plan attached as Appendix IV.
- 7.6 Support in principle rezoning applications for attached housing within the village core as indicated on Map 7.2.
- 7.7 Consider the impact of new development on established views through the rezoning, development permit and subdivision process.
- 7.8 Ensure that golf course and mixed residential use at Sayward Gravel pit generally conforms to the illustrative site plan attached as Appendix III.

7 .9 Notwithstanding policy 7.3, allow a minimum lot area of 665 m² for a conventional lot, and 930 m² for a panhandle lot (not including the area of the access strip for the panhandle lot) within the area designated Residential II on Map 7.1, irrespective of average lot area, but only if the development incorporates substantial sustainability features including a commitment to construct the new dwellings to Passive House standards to comply with Step 5 of the BC Energy Code.

* excludes the area of the access strip for panhandle lots.

8.0 COMMERCIAL - INDUSTRIAL

- Goal:**
- To limit potential for new commercial/industrial development.
 - To maintain Cordova Bay village as a focal point for the community.
-

Local retail and service commercial uses are located in the village core and specialty retail, tourist oriented businesses, and a golf course at Mattick's Farm. In addition, there are seven commercially zoned sites scattered throughout the area including a veterinary clinic, medical offices, and a restaurant adjacent to Pat Bay Highway, tourist accommodation on Cherry Tree Bend and on Cordova Bay Road adjacent to Mt. Douglas Park, and a neighbourhood grocery store and service station on Cordova Bay Road near the village. In terms of industrial uses, an egg distribution depot is located on Claremont Avenue and Trio Gravel pit is still in operation on Cordova Bay Road. The owner of the Claremont site has sold the business and relocation of the egg distribution depot is required in order to complete the residential subdivision of the site. This is a timing issue under the control of the property owner and the business operator.

The village core has historically been the commercial focal point of Cordova Bay, but the community survey indicated that more residents now use commercial services in Royal Oak and Broadmead for their primary commercial needs. The major concerns, indicated in the survey about the village core commercial area, related to the run down condition of the shopping centre and possibility that the Payless Gas site would be redeveloped for a more intensive gas bar/ convenience store use. While the survey indicated strong support for improvements to existing commercial facilities in the village, in particular the shopping centre, commercial services should be oriented to the local service area as opposed to capturing business from outside the community. Future applications for change within the village should be low-scale, pedestrian and bicycle friendly, and well landscaped to respect the village-like character and to enhance the streetscape. Design considerations will be paramount.

During 1996, Council approved an application by McArthur Park Estates to expand Mattick's Market to include retail commercial and office space. The businesses are intended to complement services already available in the village core and to expand the range of services for local residents.

Healthy community and sustainable community concepts support residents being able to walk or cycle for local shopping needs. Based on a convenient walking distance of 400 m to a grocery store, clearly most of Cordova Bay is not well served. However, respondents to the community survey indicated a high degree of satisfaction with the present level of service. Based on the existing pattern of residential development, retrofitting Cordova Bay with local commercial areas would be difficult and likely would be strongly opposed by the residents.

Land bordering Pat Bay Highway should not be developed as a highway commercial strip. Commercial uses adjacent to the highway would jeopardize long range plans to upgrade the highway and would defeat the aim of the scenic access objectives.



**MAP 8.1
COMMERCIAL / INDUSTRIAL**

POLICIES

- 8.1 Restrict commercial/industrial development to sites identified on Map 8.1.
- 8.2 Do not support rezoning for new commercial sites adjacent to Pat Bay Highway.
- 8.3 Use development permits to ensure that commercial redevelopment in the village respect the village-like character.
- 8.4 Encourage rezoning of the Claremont Avenue site to facilitate residential development.

9.0 INSTITUTIONS AND PUBLIC ASSEMBLY

Goal: ▪ To integrate appropriate institutional uses within the community.

The term “institutional” generally refers to schools, churches, community residential facilities, daycare centres, and nursing homes. These uses are part of a sustainable community and, therefore should be integrated, from a locational and social perspective, within the local areas. Locational integration also offers the ability to bring the programs provided by the institutions closer to the people they serve.

Institutional and public assembly uses in Cordova Bay include four schools, three churches, and the community hall. Island Pacific Adventist School, located adjacent to Pat Bay Highway, is private. Claremont High School, Cordova Bay Elementary School, and Elk Lake School, are operated by School District #63. Elk Lake School is a specialty facility not supporting the neighbourhood student population. The District also operates Lochside Elementary School and Royal Oak Middle School, both located outside of Cordova Bay that accommodates students from Cordova Bay.

Claremont School was renovated in the early 1990’s to double its capacity to 1000 students and to provide a theatre and other community facilities. Schools serving the area are operating close to capacity except Lochside Elementary which is beyond capacity and being augmented with re-locatable classrooms. There are no plans for major changes to any of the facilities.

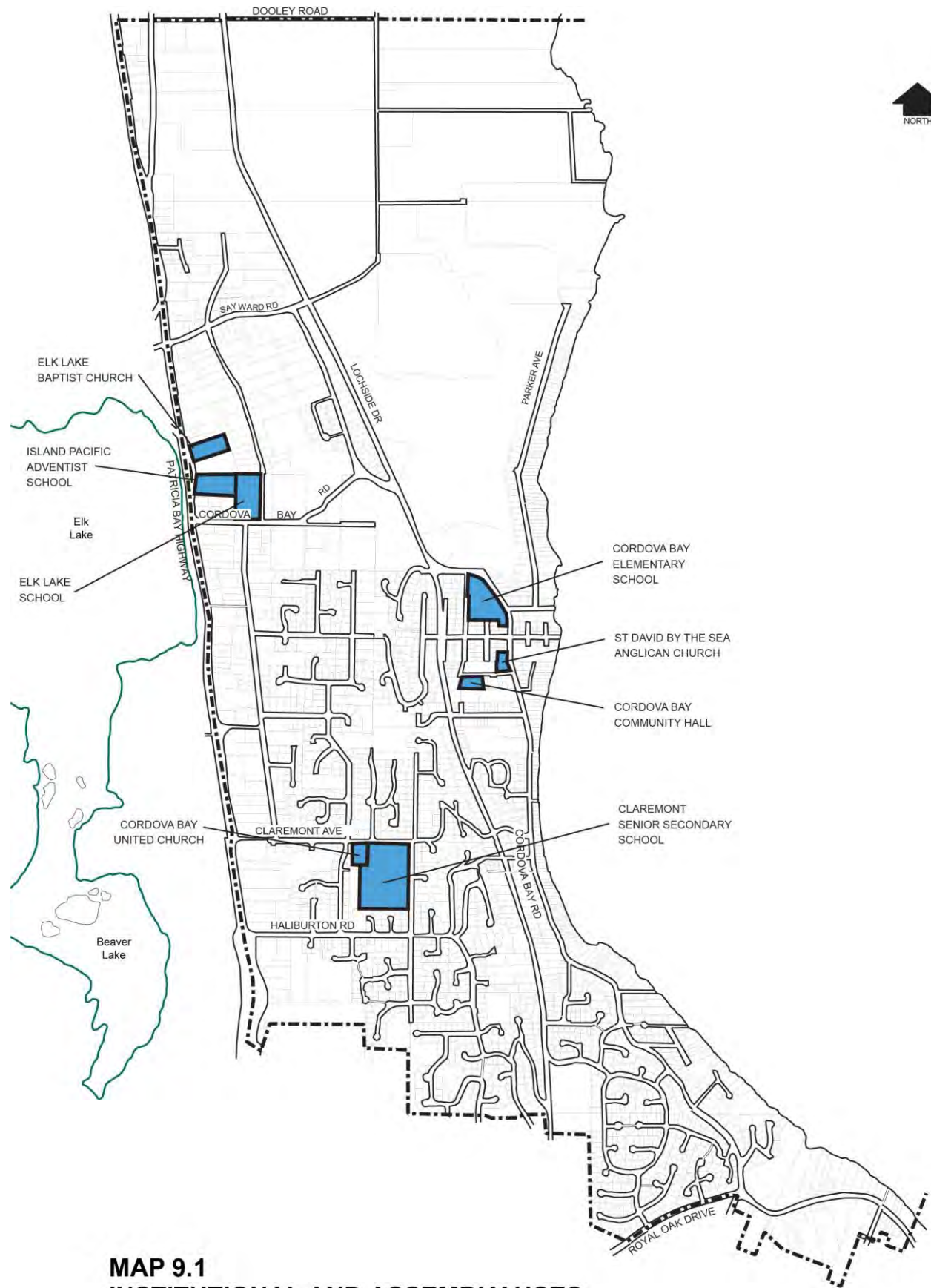
**Table 9.1
School Facilities – School District #63**

School	Site area	Grades	Ministry Capacity *		Sept 97 Projected Enrollment		Portable Classrooms	Ancillary Portables	
			K	Other	K	Other		Num	Use
Cordova Bay	2.5 ha	K – 5	50	400	55	273	-	1	Daycare
Lochside **	4.35 ha	K – 5	50	350	70	409	5	1	Daycare
Royal Oak **	8.34 ha	6 – 8	-	739	-	559	2	-	-
Claremont	6.44 ha	9 – 12	-	1000	-	923	-	-	-
Elk Lake	1.95 ha	Special		60		-	-	-	-

* Operating capacity is 10% below Ministry capacity

** Schools located outside the local area boundary, but accommodate students from Cordova Bay
Source: School District #63 (August, 1997)

Historically, most industrial uses have been accepted as an integral part of the neighbourhood. The introduction of new institutional uses must respect local context and concerns. Traffic generation, access, lot size, and building scale and design are elements which influence the impact that a specific proposal may have on the neighbourhood.



**MAP 9.1
INSTITUTIONAL AND ASSEMBLY USES
SEPTEMBER, 1998**

It is not anticipated that there will be a high demand to construct new institutional or public assembly uses inside the Urban Containment Boundary in Cordova Bay; however, there is pressure to locate new churches outside the Urban Containment Boundary on the western slopes. The Saanich General Plan institutional policies direct new institutional uses to lands within the Sewer Service Boundary, but provide for consideration of institutional uses outside the Urban Containment Boundary where they preserve large amounts of land as open space. Generally, rezoning applications for any use that would increase the intensity of land use on the western slopes are opposed due to the potential impact in terms of scenic access and to ensure that the potential to develop frontage roads or other facilities associated with future highway upgrading is not comprised.

The institutional uses, particularly the schools, are critical components of the greenways network and greenspaces strategy concept. Opportunities to enhance public access, increase opportunities for social interaction, preserve and enhance greenspace, and improve pedestrian circulation, should be investigated and implemented through the development approval process. A tree planting program at Cordova Bay Elementary School, for example, would contribute to streetscape improvements envisaged in the Cordova Bay Streetscape Action Plan for Cordova Bay Road.

POLICIES

- 9.1 Judge a rezoning application for an institutional use on its merits giving specific consideration to access, traffic generation, noise, scale, parking, municipal services, and impact on adjoining residential properties.
- 9.2 Continue to work with School District #63 to expand opportunities for community use of school facilities.
- 9.3 Do not consider rezoning for new institutional uses on the western slopes.
- 9.4 Development within the Royal Oak Burial Park shall generally conform with the Royal Oak Burial Park Master Plan, June 30, 2005.

10.0 PARKS AND PUBLIC OPEN SPACE

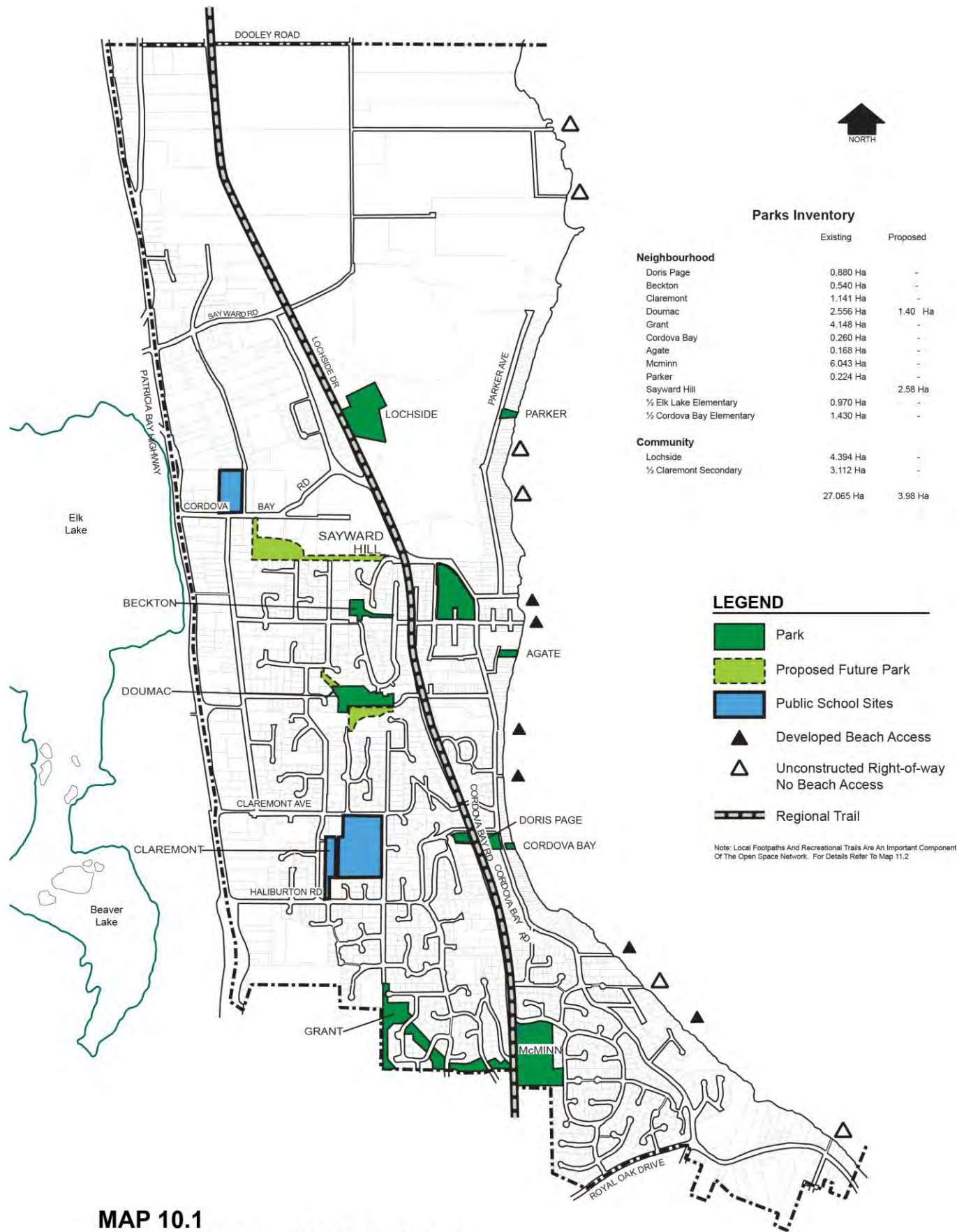
Goal: ▪ To provide and maintain a system of parks and open spaces adequate to serve existing and future population.

The Parks Priority Study, 1994, provided a hierarchical system of parks classification based on type and function. Parks are classified on three levels, neighbourhood, community, and municipal. The neighbourhood parks inventory includes one half of elementary school sites and the community parks inventory includes one half of secondary school sites. Within each park there may be more than one qualitative park type. Qualitative park types include natural, structured athletic, unstructured/recreational, special purposes/horticultural, and nature sanctuary.

In order to establish priorities for park acquisition, Council adopted a municipal guideline of 5.0 hectares of parkland per 1000 persons. The guideline for neighbourhood parks, which is calculated based on local area boundaries, is 1.2 hectares/1000 persons. These figures are guidelines only. The amount of park required to serve a particular area can vary based on factors including the proximity of park space in other local areas, the intensity of land use, the type and amount of private open space, and other available amenities.

Cordova Bay exceeds the adopted guideline for neighbourhood parks and the northeast quadrant of the Municipality is well serviced with community park space. Lochside Park is the only community park in Cordova Bay. There are no municipal level parks in Cordova Bay, but Mt. Douglas Park in Gordon Head and Elk-Beaver Lake Regional Park provide recreational opportunities for Cordova Bay residents as does the Lochside Regional Trail, and numerous local trails. Cordova Bay also has the advantage of a dry, sandy beach which is a major recreational asset and scenic amenity enjoyed by local residents. There are six developed beach accesses in Cordova Bay in addition to the waterfront parks.

The parks network identified in the 1988 Local Area Plan and the 1994 Park Priority Study is completed except for a proposed addition to Beckton Park to accommodate a children's play area and an addition and trail access to Doumac Park. In 2000, negotiations to acquire the proposed extension to Beckton Park were unsuccessful and Council resolved to investigate other potential playground sites in the area. A temporary tot lot on municipal land at the end of Worthington Road was installed pending acquisition of the Beckton Park extension. It will likely be relocated to the Cordova Bay Road soccer field when construction begins at Sayward Hill. The soccer field is leased from the Ministry of Transportation and Highways. The current lease expires in May, 2000 and the Ministry is considering future development options for the site. No specific plans have been received and it is possible that the lease will be renewed. The site supplements the busy playing fields at Lochside Park and is an important open space for the community. The Municipality should consider requesting a crown grant transfer of the park of the site used for playing fields, to the municipality.



**MAP 10.1
PARKS AND BEACH ACCESSES**

Development of the waterfront with single family housing has limited visual access to the beach and Haro Strait. Although not a high priority, Council has endorsed a policy to consider acquisition of waterfront properties adjacent to developed beach accesses, should they be offered for sale, in order to expand the view corridors.

The parks and trail connections throughout Cordova Bay are important elements of a municipal greenways/greenspaces network. Greenways, especially in an urban context, are linear corridors for pedestrian and/or cyclists. In rural areas they also serve equestrians. They can be waterfront promenades, urban walks (trails, sidewalks), heritage walks, and nature trails. Their purpose is to expand the opportunities for urban recreation and to enhance the experience of nature and city life. They can join major destinations and create a network that covers an entire municipality or they can be smaller in scale and have a local focus. Saanich is developing a greenways/greenspaces strategy for the municipality and elements will be incorporated into local area plans.

Cordova Bay is located at the northern gateway to Victoria and the visual impacts from Pat Bay Highway create a first impression of the city. Elk Lake and the rural open space on the western slopes of Cordova Bay contribute to the scenic beauty of Greater Victoria. No development should be permitted adjacent to the highway that could compromise the contribution that the slopes offer in terms of a scenic amenity.

POLICIES

- 10.1 Require dedication of 5% of the Sayward gravel pit site (\pm 0.8 ha), as shown on Map 10.1, at the time of subdivision to accommodate the Lochside Trail extension and the "Old Quarry Trail".
- 10.2 Consider the purchase of waterfront properties immediately adjacent to existing beach accesses near the village, only if offered for sale by the owners.
- 10.3
 - (a) Continue to lease the crown land on Cordova Bay Road for playing fields.
 - (b) Request a crown grant transfer of the part of the property used for playing fields to the municipality.
- 10.4 Complete the trail to Doumac Park from Del Monte Avenue and Cambria Wood Court by acquiring parkland and/or public rights-of-way or voluntary park dedication at the time of subdivision.
- 10.5 Coordinate integration of local trails and greenspaces with the regional trail, through the proposed Municipal Greenspaces/Greenways Strategy.
- 10.6 Carefully consider the visual impact of highway improvements or new developments on the western slopes having regard for the principles and recommendations of the Scenic Access Corridor Study, 1984.

11.0 TRANSPORTATION AND CIRCULATION

Goal: ▪ To provide an aesthetic, convenient and safe mobility network in Cordova Bay without undue disruption of developed residential areas and sensitive to local topographical constraints and the suburban village character.

Road Network

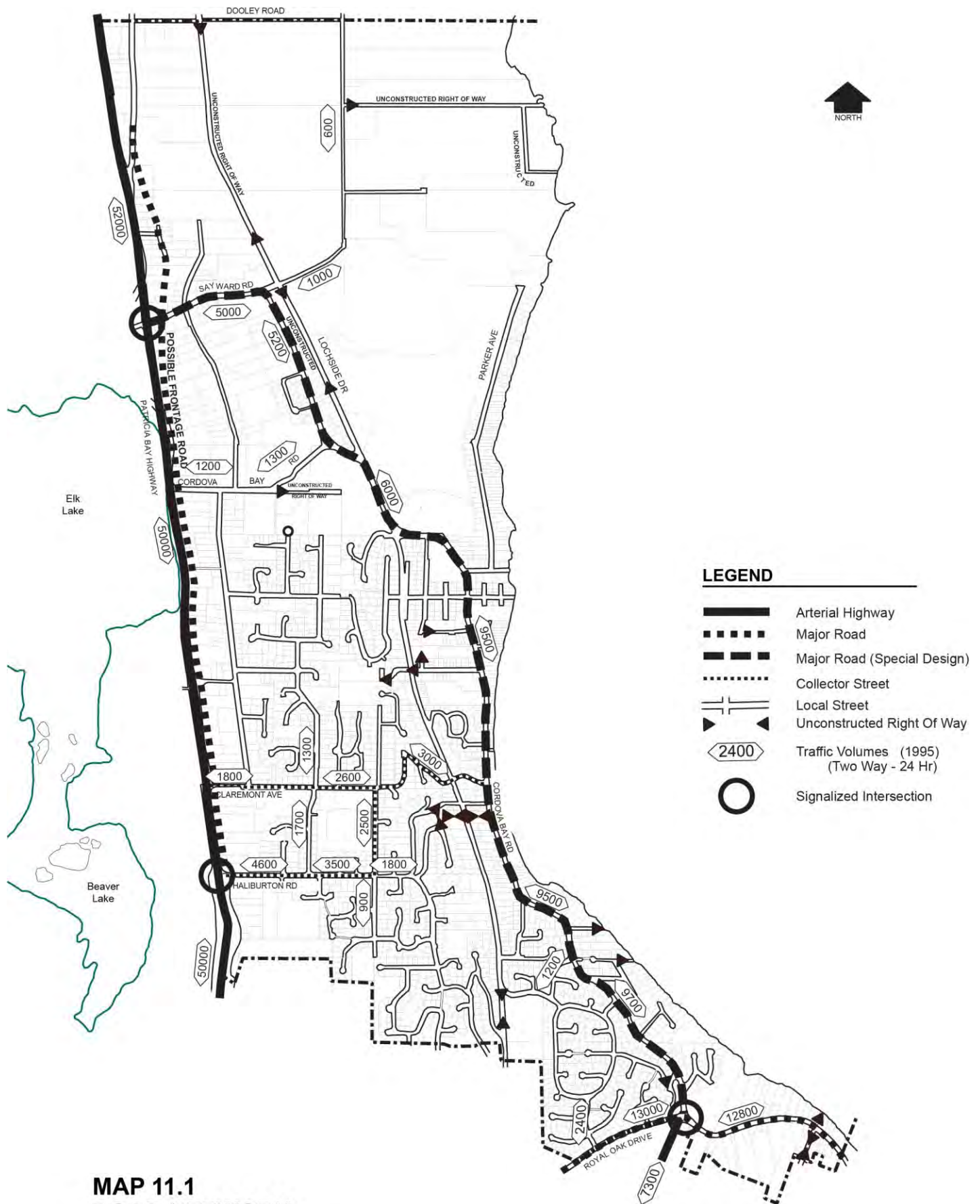
The Saanich General Plan and Local Area Plans identify the overall road network. Roads are designated as arterial highways, major roads, collector streets, or residential streets. The road network is an integral part of a complex regional system.

The road network in Cordova Bay is constrained by topography, the established pattern of residential subdivision, limited access to Pat Bay Highway, which is an arterial highway under the jurisdiction of the Ministry of Transportation and Highways, and the desire of many local residents to retain the historic character. The road network shown on Map 1.1, is generally established and constructed. The major exceptions are the frontage road that may be required as part of the highway upgrading and the possible extension of Worthington Avenue through the gravel pit to Cordova Bay Road.

In recognition of its function as a north-south spine serving Cordova Bay Ridge, Worthington Avenue was indicated in the 1988 Local Area Plan to be extended. Some residents expressed concern that this would result in additional through traffic on the Worthington-Del Monte route that would disrupt the neighbourhood and result in pressure to widen Del Monte Avenue. The Terms of Reference for the Sayward Gravel Pit Environmental and Social Review required the consultant to assess the implications of constructing Worthington Avenue, either as a cul-de-sac or a through road, in terms of alternative access to the ridge and the potential for short cut traffic. Based on findings of the E.S.R., constructing Worthington Avenue as a through road is not recommended.

Pat Bay Highway (Highway 17)

The 1988 Local Area Plan identified Pat Bay Highway as a future freeway based on a plan by the Ministry of Transportation and Highways to upgrade the road to full freeway status with grade separated interchanges. The Ministry has completed a Strategic Planning Study of the Highway 17 corridor and is now considering other long term alternatives. The Strategic Planning Study will provide input into the overall Capital Regional District's Growth Management Strategy currently under development. While a specific highway plan is not yet available, it is likely that further access restrictions will be implemented by closing some intersections and/or restricting turning movements onto and off of the highway. Direct highway access will likely be eliminated, except at Haliburton and Sayward intersections which have traffic signals. Cordova Bay Road may be retained for right turn movements only in the short term, but closure is likely in the long term. Direct access to properties on the highway will be achieved from the local road network or by constructing frontage roads close to the highway.



Cordova Bay Road

The primary route through Cordova Bay from Royal Oak Drive to Highway 17 follows Cordova Bay, Fowler, and Sayward Roads. The route is designated as a major road of special design which provides for municipal-wide through traffic. The 1988 Local Area Plan policies provide that it should be limited to two travel lanes in order to retain the general character as a scenic marine drive through a predominantly single family residential and rural neighbourhood.

Traffic issues along Cordova Bay Road have been a concern for local residents since the early 1980's when Cordova Bay began to change from semi-rural to a suburban area. The issues relate primarily to traffic volumes and speed and use of the route by large trucks accessing the Sayward and Trio Gravel pits. In response to residents' concerns about Cordova Bay Road traffic, the implications of Highway 17 upgrading and new residential development on the road network in Cordova Bay, Council, in 1987, commissioned a Cordova Bay Traffic Study. The study evaluated road network options to accommodate a projected 2001 population based on traffic efficiency, safety, and economic and socio-environmental impacts.

In addition to traffic related issues for Cordova Bay Road, residents are concerned about pedestrian and cyclist safety and the generally poor condition of the streetscape. During 1997, Council endorsed the Cordova Bay Road Streetscape Action Plan which provides a vision for Cordova Bay Road (Fowler Road to Gloria Place) to improve aesthetics and pedestrian and bicycle safety, moderate traffic, and enhance access to the beach. The concept was revised based on a survey plan and detailed design process resulting in the Cordova Bay Streetscape Action Plan 2000. Implementation will occur over time as funding from the municipality and/or other sources is available, and through the rezoning or development permit process if redevelopment occurs. The guiding principles that form the basis of the plan are indicated on Figure 11.1. In order to maintain a consistent streetscape, these guiding principles should apply to the entire major road from Sayward/Pat Bay intersection in the north to Cordova Bay/Royal Oak intersection in the south. The Action Plan is available under separate cover.

In order to discourage municipal-wide traffic using Cordova Bay/Fowler/Sayward Roads, and to ensure that it is not developed beyond two travel lanes, some residents have suggested that the road should be downgraded from a major road to a collector street. The special major road designation and the Streetscape Action Plan adopted by Council, provide adequate direction for the future function and design of Cordova Bay Road.

Figure 11.1

Cordova Bay Streetscape Action Plan – 2000

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

Guiding Principles

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

Lochside Drive

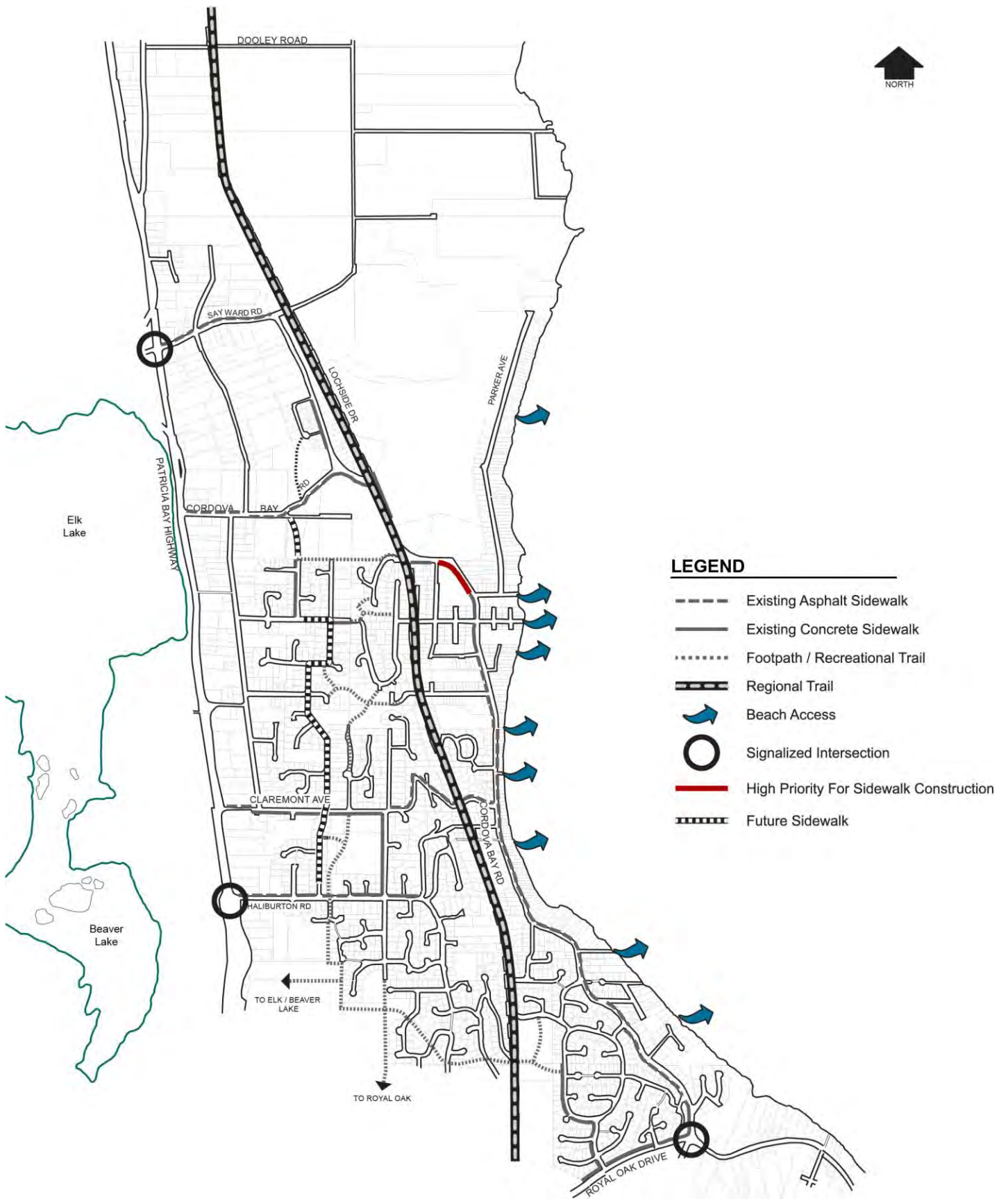
The 1987 Cordova Bay Traffic Study also addressed the issue of opening Lochside Drive as a through road between Royal Oak Drive and Cordova Bay Road to relieve traffic volumes on Cordova Bay Road. The study concluded that opening Lochside Drive to through traffic would not substantially lower Cordova Bay Road traffic volumes or improve traffic flow, and would have significant social, environmental, and economic impacts. As a result, the 1988 Local Area Plan policies precluded construction of Lochside Drive between Seapearl Place and Maplegrove Street as a through road unless the traffic situation on Cordova Bay Road warrants it. The road network for the Sunnymead area provided an indirect connection between Lochside Drive and Royal Oak Drive via Maplegrove Street, Sunnymead Way, and McMorran Way. Now that the subdivision is constructed and the houses are occupied, some new residents have expressed concern about traffic speed and the amount of through traffic and have renewed the request that Lochside Drive should be opened as a through road to Royal Oak Drive.

Lochside Drive south of Claremont Avenue is a residential street. North of Claremont Avenue to Cordova Bay Road it is designated as a collector street. It is also the spine of the regional trail network for the Saanich Peninsula which accommodates a wide variety of users including pedestrians, equestrians, and cyclists in addition to local vehicle traffic. It is expected that use of the Lochside Trail will increase dramatically once it is connected through the Blenkinsop Valley with the Saanich spur trail. Constructing Lochside Drive as a through road to Royal Oak Drive would have serious implications for the regional trail and, as indicated in the 1987 traffic study, the social, economic, and environmental impacts would be high. An alternative would be to implement appropriate traffic calming measures for the Lochside/Sunnymead route and to enhance Lochside Drive streetscape in recognition of its special status as a regional trail by retaining the lane-like character, overhanging trees, and natural vegetation within the boulevard. To this end, consideration should also be given to downgrading Lochside north of Claremont Avenue from a collector street to a residential street.

Sidewalks and Trails

The topography of Cordova Bay and the established pattern of subdivision make it difficult to develop an efficient pedestrian network, particularly one that connects the ridge and the village. Municipal Engineering specifications require sidewalks on one side of collector streets, on both sides of major roads, and on residential streets that are designated as a "safe walking route" to an elementary school. Where practicable and adequate right-of-way exists, sidewalks are to be separated from the roadway.

Pedestrian facilities in Cordova Bay are intermittent and generally are constructed only on one side of the road. The type and quality varies from a concrete sidewalk, to a narrow asphalt path, to asphalt widening adjacent to the travel lane. Sidewalks are normally constructed by the developer as a new development or redevelopment occurs, or by the municipality as part of a road upgrading project or safe route to school initiative. The Cordova Bay Development Cost Charge Bylaw provides for some sidewalk construction. It is also possible for residents to petition for a local improvement for sidewalk construction.



**MAP 11.2
PEDESTRIAN FACILITIES - NOVEMBER 2000**

The Community Survey, 1997 identified pedestrian safety as a major concern for many residents. The Cordova Bay Streetscape Action Plan 2000 provides for sidewalk construction on one side of Cordova Bay Road between Fowler Road and Gloria Place. The priority is on the south side of the road adjacent to Cordova Bay Elementary School. Where adequate right-of-way exists, it should be separate from the road and should meander to avoid trees and other natural features and to provide visual interest.

Residents on Cordova Bay Ridge have requested that a sidewalk be constructed along Del Monte Avenue to provide a safe walking route along the ridge. Sidewalk construction is not a priority as municipal engineering standards do not require sidewalk construction on residential streets unless they are designated as a "safe walking route" to an elementary school. Del Monte Avenue is not a designated safe route to school. Nevertheless, it is the north-south spine of the pedestrian circulation network along Cordova Bay Ridge that serves the entire community and warrants special consideration. A Specified Area Bylaw to fund the sidewalk construction should also be considered.

In addition to the more formal roadside sidewalks and footpaths, there are a number of recreational paths throughout Cordova Bay that are important elements of a municipal greenways/pedestrian network. Saanich is developing a Greenway Strategy for the municipality and elements will be incorporated into local area plans.

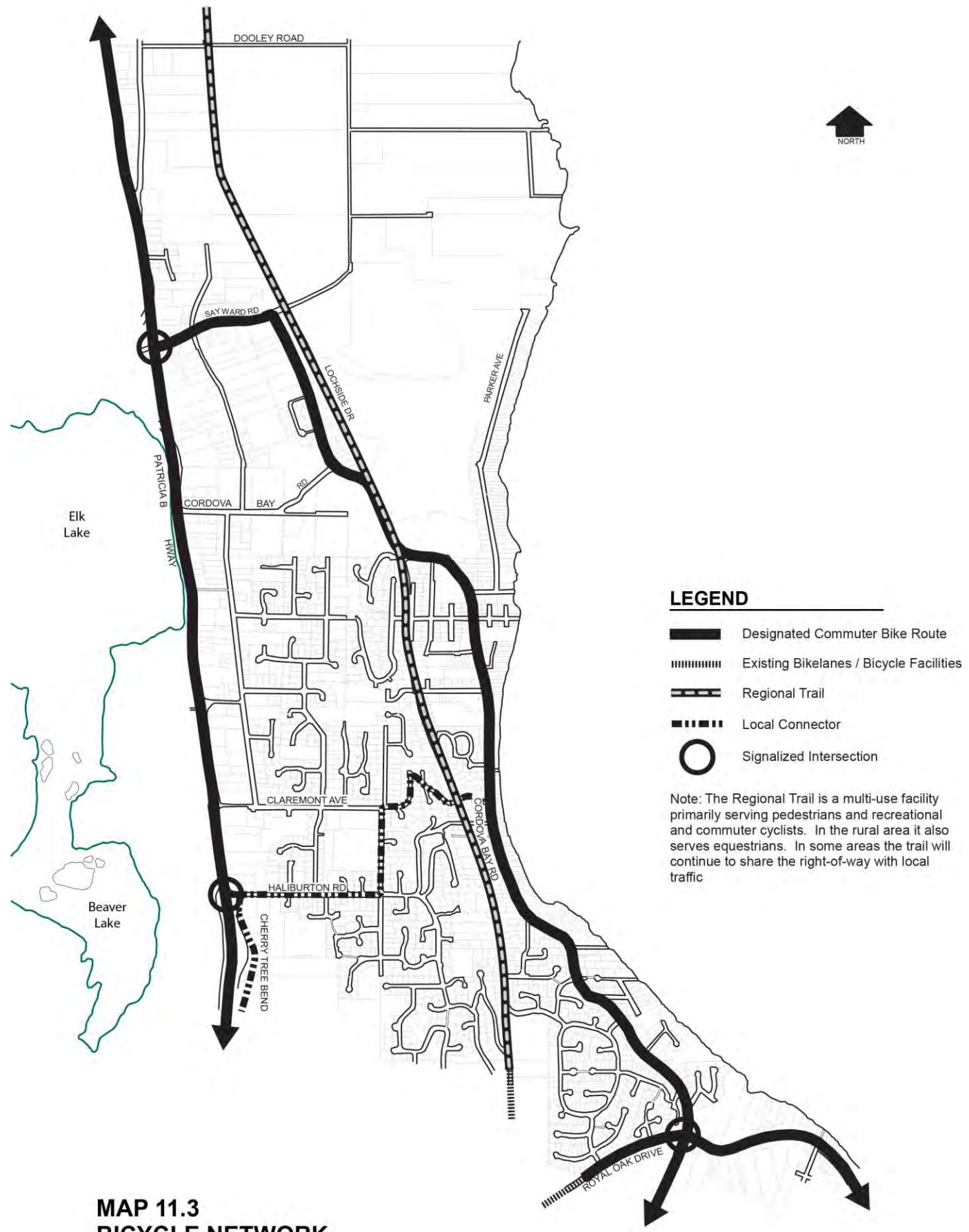
Bicycle Facilities

The Saanich General Plan identifies a commuter bikeway network. In Cordova Bay, Pat Bay Highway, the Sawyard/Fowler/Cordova Bay Road route between Highway 17 and Mt. Douglas Park, Lochside Drive south of Cordova Bay Road and Royal Oak Drive are designated commuter bike routes (see Map 11.3). Lochside Drive north of Cordova Bay Road is a recreational bike route. Generally, bike lanes or other cycling improvements are provided as road upgrading occurs. Bike lanes have been constructed on Royal Oak Drive and the Cordova Bay Streetscape Action Plan provides for bicycle facilities in the conceptual design for Cordova Bay Road. Part of the regional trail, north of Cordova Bay Road, has been constructed for recreational cyclists, but a detailed design is required for the regional trail south of Fowler/Cordova Bay intersection along Lochside Drive. An Action Plan to design the regional trail should be implemented separate from the Local Area Plan review.

Transit Service

BC Transit provides bus service to Cordova Bay. Route 32 Cordova Bay goes between Sayward Road at Highway 17 and Royal Oak exchange via Cordova Bay Road and Royal Oak Drive. At night, Route 75 Central Saanich provides hourly service along the same route. Route 35 provides limited weekday service between Royal Oak exchange and Claremont Secondary School via Haliburton Road.

Transit service is generally provided in response to demand. Thirty percent of respondents to the community survey were unsure about the adequacy of public transit service indicating that they, likely, do not use the service. Almost 40% indicated satisfaction with the level of service.

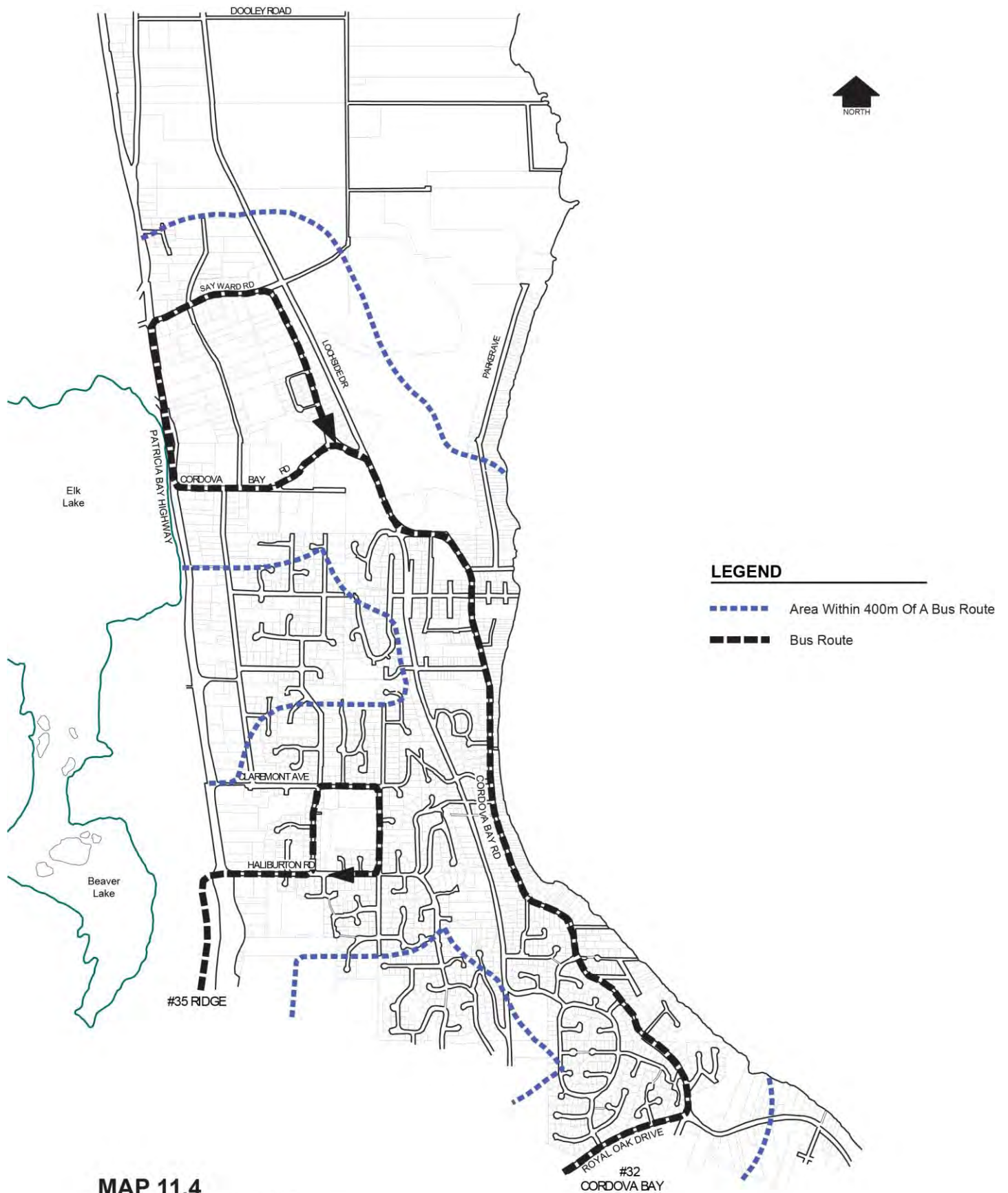


LEGEND

-  Designated Commuter Bike Route
-  Existing Bikelanes / Bicycle Facilities
-  Regional Trail
-  Local Connector
-  Signalized Intersection

Note: The Regional Trail is a multi-use facility primarily serving pedestrians and recreational and commuter cyclists. In the rural area it also serves equestrians. In some areas the trail will continue to share the right-of-way with local traffic

**MAP 11.3
BICYCLE NETWORK**



**MAP 11.4
PUBLIC TRANSIT**

POLICIES

- 11.1 a) Endorse the concept of a frontage road adjacent to Highway 17 to provide alternate access for local residents when direct access is eliminated as part of the highway upgrading.
- b) Ensure that Alderley Road and Santa Clara Avenue will not service as a frontage road to provide alternate highway access.
- 11.2 Adopt the traffic circulation network and road classifications as shown on Map 11.1 recognizing that:
- a) Cordova Bay/Fowler/Sayward Roads are designated as major road of special design.
- b) Lochside Drive (Cordova Bay Road to Claremont Avenue) is to be downgraded from a collector street to a residential street.
- 11.3 a) Ensure improvements to Cordova Bay Road between Gloria Place and Fowler Road conform with the streetscape concept and guiding principles in the Cordova Bay Streetscape Action Plan, 2000.
- b) Extend the guiding principles set out in Figure 11.1 to apply to Cordova Bay /Fowler/Sayward Roads beyond the Action Plan study area.
- 11.4 a) Recognize Lochside Drive as the spine of the local and regional trail network.
- b) Do not open Lochside Drive south of Maplegrove Street to through traffic or construct road improvements within the Lochside Drive right-of-way that would conflict with its role as a regional trail.
- c) **Undertake an Action Plan for Lochside Drive to design the regional trail and address local traffic concerns.**
- d) **Undertake a Traffic Management Study to address traffic related issues through the Sunnymead residential areas.**
- 11.5 Acquire rights-of-way for footpaths, sidewalks, bikeways, and greenways, particularly at the time of subdivision, and require construction by the developer where applicable, to ensure convenient access to schools, bus stops, shopping, parks and to provide circular pedestrian recreational routes as indicated on Map 11.2.
- 11.6 Require that new sidewalks are separated from the pavement by a curb and boulevard, except where implementation is considered impractical because of natural topography, inadequate right-of-way, boulevard trees, or other factors.
- 11.7 Assign a high priority to construct a sidewalk on the south side of Cordova Bay Road adjacent to Cordova Bay Elementary School.

- 11.8 a) Assign a high priority to construct a sidewalk along Del Monte Avenue to provide a safe walking route along Cordova Bay Ridge.
- 11.8 b) Consider a Specified Area Bylaw to fund the sidewalk construction.
- 11.9 Analyze studies done to evaluate the cumulative impact of new development on the Cordova Bay Road network as part of the rezoning process for the gravel pits.
- 11.10 Consider constructing Worthington Avenue as a cul-de-sac based on the findings of the Sayward Gravel Pit Environmental and Social Review.
- 11.11 Request the Minister of Transportation and Highways to relocate the weigh scales to north of Sayward Road.
- 11.12 Continue to support initiatives by BC Transit to expand transit service, both frequency and new routes, after local area resident consultation.

12.0 PUBLIC WORKS

Goal: ▪ To coordinate the planning and provision of public works with land use, transportation, and environmental policies.

Sanitary sewers, storm drains, and water systems serve the urban area of Cordova Bay. The exception is the southeast corner, which is within the Urban Containment Boundary, but remains outside the Sewer Service Boundary. The installation of sewers east of Royal Oak Drive will remain a low priority unless requested by the majority of area residents or unless there is evidence of pollution caused by malfunctioning septic systems. In order to service the area, a new pump station will be required near the waterfront southeast of Carlos Place. Land outside the Urban Containment is serviced by on-site disposal systems.

The sanitary sewer system in Cordova Bay was designed to accommodate predominantly single family residential development within the Urban Containment Boundary. There is limited capacity to accommodate minor changes to the boundary to include lands that can be serviced by gravity to the existing sewer system and some higher density housing within the boundary as ground water infiltration into the sewer system is lower than provided for in the original design and because low flow plumbing fixtures are used in new developments. However, there is no additional capacity to include major areas within the Sewer Service Boundary that are presently outside the Urban Containment Boundary.

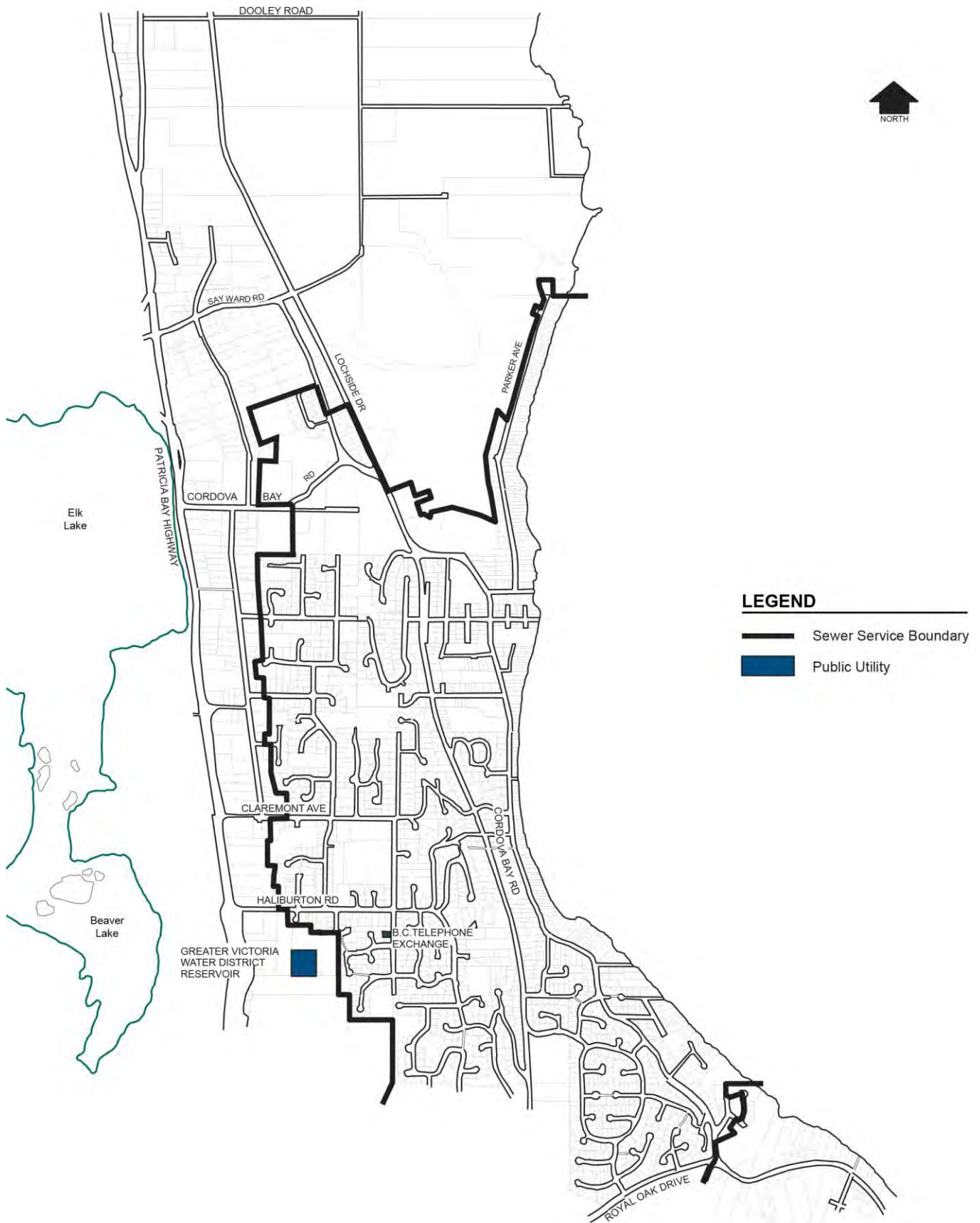
The storm drainage system in Cordova Bay is a combination of pipes, ditches, and streams which carry off excess surface water after a rainfall. There are three major drainage areas; one discharges to the west into the Colquitz River system and two discharges to the east into the coastal waters.

Generally, the open storm drainage system has been maintained within the rural area and open storm drains within the urban area have been gradually replaced with underground piped systems as redevelopment has occurred. It should be recognized, however, that grass in open ditches aids in filtering contaminants from the stormwater and slows the water resulting in less stress on the natural receiving streams and water bodies.

The municipality supplies water to Cordova Bay from the regional supply. The Capital Regional District Regional Water Service has an underground reservoir in Cordova Bay on the south side of Haliburton Road. Future plans are to install three cells above ground as required. Trees have been planted on the perimeter of the site so that an effective visual screen will be in place before the reservoir expansion occurs.

Telus has a small site for a switching station on Wesley Road. The site is well landscaped and the building is unobtrusive. No change is anticipated.

Terasen Gas distributes natural gas to the Cordova Bay Road, Sunnymead, and Cordova Bay ridge areas. The company intends to expand service to all streets in the municipality; however, installation will be on a demand basis.



**MAP 12.1
PUBLIC WORKS**

POLICIES

- 12.1 Request the Regional Health Officer to monitor the performance of septic systems in the waterfront area along Cordova Bay Road east of Royal Oak Drive and report to the Director of Engineering.
- 12.2 Consider expanding the Sewer Service Boundary to include the gravel pits as part of the rezoning or Action Plan process.
- 12.3 Reconfigure open storm drains to enhance environmental quality & selectively upgrade the storm drain systems when road construction and/or new development occurs, or through local improvement programs.

13.0 DEVELOPMENT PERMIT AREAS

The Municipal Act, Section 879, permits Council, in an Official Community Plan, 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 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 floodplain specification.

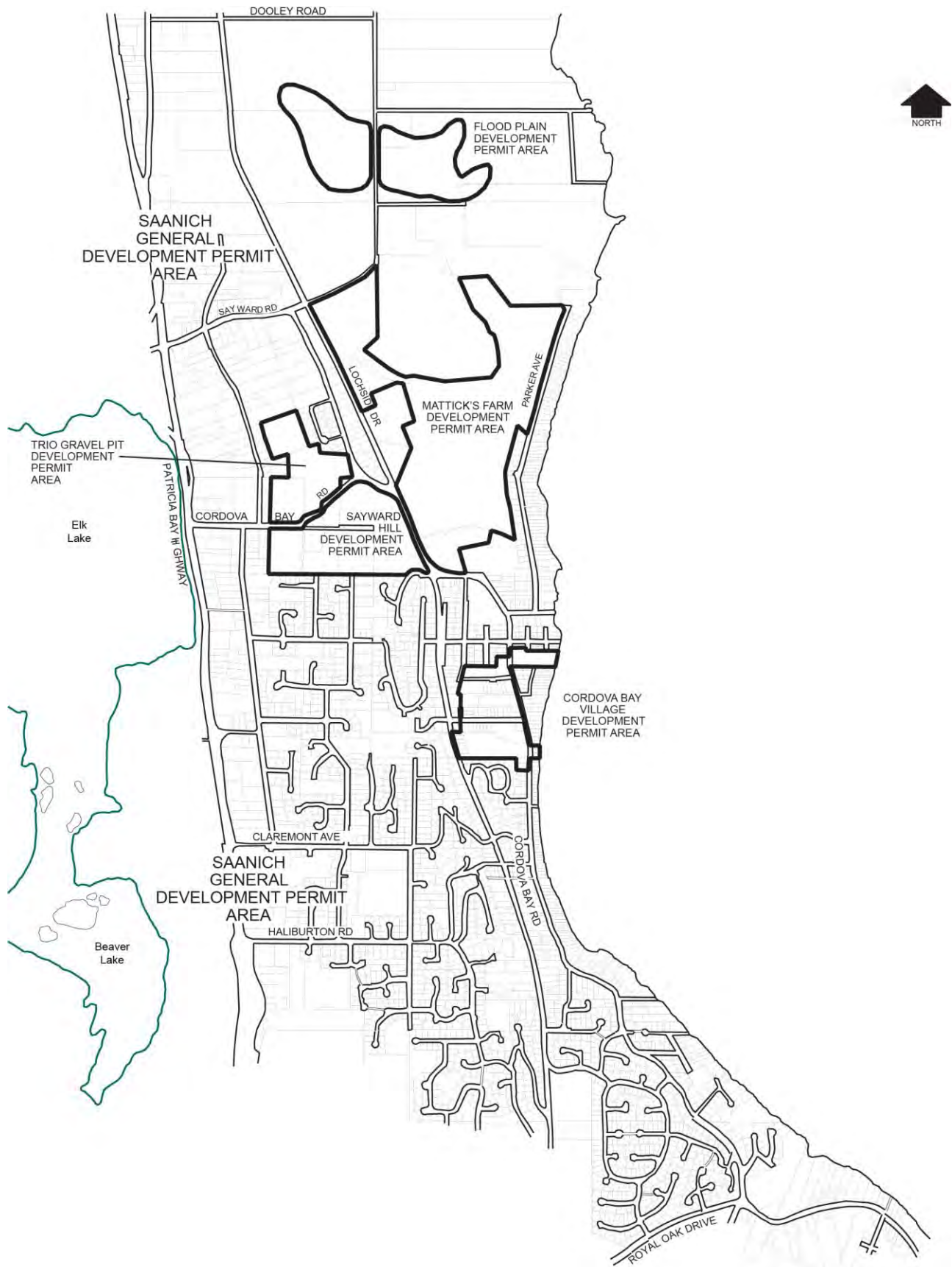
The Official Community Plan may contain objectives and guidelines affecting the form and character of commercial, industrial, or multi-family development within a designated development permit area. Development permit guidelines may also specify the means of protecting the natural environment or areas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

In Cordova Bay, the village commercial area, Mattick's Farm, and Sayward Hill are specific Development Permit Areas. Scattered commercial, industrial, multi-family, and for-profit public uses are included within the Saanich General Development Permit Area. The development permit areas in Cordova Bay are indicated on Map 13.1. Justification and guidelines for development permit areas are included in Appendix "N" to the Official Community Plan.

The Trio Gravel pit has potential for urban residential development, but warrants careful consideration due to the steep slopes and special geotechnical conditions in some areas. The housing form and density, that may be appropriate for the pit, is to be determined through the rezoning process or through an Action Plan. Consideration should be given to designating the gravel pit as a specific development permit area with justification and guidelines that acknowledge the special environment and design considerations.

POLICIES

- 13.1 Require that new developments confirm with the development permit guidelines contained in Appendix "N" to the Official Community Plan.



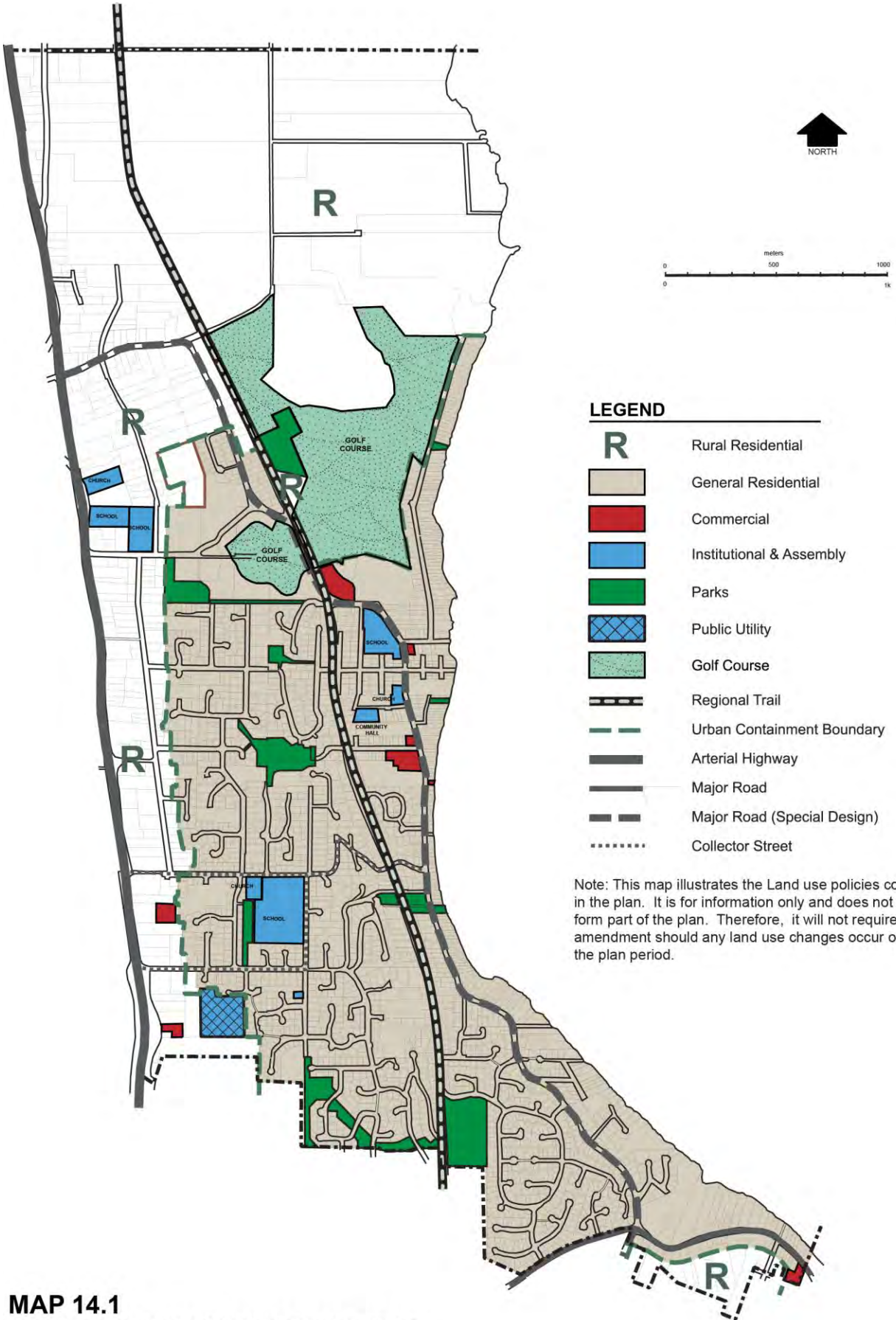
**MAP 13.1
DEVELOPMENT PERMIT AREAS**

14.0 STRUCTURE MAP

The Local Area Plan includes policies which address specific issues in more detail than the Saanich General Plan. The structure map (inside back cover) illustrates the comprehensive application of these policies within the local area. It shows general land use, the transportation network, and major open spaces 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.

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



**MAP 14.1
CORDOVA BAY STRUCTURE MAP**

DEFINITIONS

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.

Development Permit Area – means an area designated under Section 879 of the Municipal Act, requiring special consideration for the natural environment, hazardous conditions, commercial, industrial, or multi-family residential development.

General Residential Area – means mainly single family dwellings on serviced, 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.

Greenways – Greenways are a network of linear corridors which provide opportunities for human, animal, and plant communities to relate more closely to each other and to the natural and historic environment of their local and regional territories.

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

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

Major Roads – means highways, 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 complex containing three or more dwelling units on a lot; includes townhouses and apartments.

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

**APPENDIX I
HISTORICAL BACKGROUND**

**COMMUNITY GOALS
1980 LOCAL AREA PLAN**

1. A population of 6,500 within the Urban Containment Boundary
2. Semi-rural or village character to be retained.
3. A greater variety of lot sizes available.
4. Single family residences through the area, except around the commercial core, where low-rise apartment or townhousing density would cater to the older population.
5. Some expansion of the commercial core would be permitted.
6. Properties put to agricultural use in the Agricultural Land Reserve would be protected from development.
7. A pedestrian orientation was stressed by the community.
8. Footpaths would be identified and kept.
9. More attempts would be made to direct non-local traffic.
10. All truck traffic would be removed from Cordova Bay Road.
11. Cordova Bay Road would be upgraded, but would remain two lanes with a bicycle path.
12. Lochside Road would remain as a recreation right-of-way until such time (as) increased traffic volumes would warrant it becoming a road, but this should also be designated as a two lane road.
13. Some population increase is acceptable in order to obtain improved bus services and additional recreation facilities.
14. Schools in the area should play a greater community role.
15. Existing employment areas should be retained and the gravel pit areas landscaped in the short run and in the long run, converted to residential use.
16. Development of the Grant property should include a green strip connecting Beaver Lake with the Blenkinsop Valley.
17. Improvement of the existing beaches for enjoyment by residents and visitors.
18. While some form of sewerage will be made available to the area, homes along Parker Avenue should be investigated for servicing.

APPENDIX II

COMMUNITY SURVEY – FEBRUARY, 1997 RESPONSE SUMMARY

348 Surveys returned

Note: Due to rounding, responses may not add up to 100%.

1. Please indicate whether you agree or disagree with each of the following statements:

a) There are a variety of high quality trails, paths, and parks well distributed throughout Cordova Bay.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree	Responses
37.2%	45.7%	8.0%	6.5%	2.7%	339

b) Playing fields in Cordova Bay are adequate.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree	Responses
38.6%	26.7%	28.2%	5.3%	1.2%	337

c) Cordova Bay is predominantly a suburban residential area.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree	Responses
65.9%	27.4%	1.7%	4.1%	0.9%	343

d) Natural features like trees, watercourses, the beach, and open space contribute to the quality of life for residents.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree	Responses
91.9%	7.2%	0.6%	0.3%	0%	347

e) A major issue for Cordova Bay is traffic volume and speed.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree	Responses
67.4%	21.1%	3.2%	7.3%	0.9%	341

Where?	Top three responses:	Cordova Bay Road	60.7%
		Lochside Drive	11.7%
		Claremont Avenue	5.9%

f) Truck traffic is an issue in Cordova Bay.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree	Responses
48.3%	25.6%	13.5%	10.3%	2.3%	348

Where? Top three responses: Cordova Bay Road 53.7%
 Sayward Road 5.5%
 Fowler Road 4.0%

g) Pedestrian safety is a major concern on roads in the area.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree	Responses
46.2%	29.4%	11.9%	10.2%	2.3%	344

h) Cordova Bay is well serviced by public transit.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree	Responses
11.8%	26.8%	29.5%	17.7%	14.2%	339

i) The Cordova Bay Village Shopping Centre and shopping centres in Royal Oak meet most day-to-day needs.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree	Responses
71.9%	21.3%	0.3%	5.3%	1.2%	342

j) Additional multi-family development could be considered in Cordova Bay.

Strongly Agree	Somewhat Agree	Uncertain	Somewhat Disagree	Strongly Disagree	Responses
6.3%	16.4%	14.0%	19.6%	43.8%	336

Where? Frequent responses: Village Core, Mattick's Farm, Gravel pits

2. Please indicate the frequency you or someone in your household does each of the following:

	Often	Occasionally	Never	Responses
a) Use commercial services in the Cordova Bay Village	65.8%	32.8%	1.5%	342
b) Use commercial services at Mattick's Farm	19.2%	71.1%	9.6%	343
c) Use commercial services in Royal Oak/Broadmead	88.1%	11.3%	0.6%	345
d) Use the local service station in Cordova Bay Village	36.4%	39.1%	24.5%	338
e) Use the local trails and parks.	54.4%	39.2%	6.4%	344
f) Drive to work and school or shops	81.7%	13.9%	4.4%	338
g) Use transit, cycling, or walking as a primary transportation mode	16.6%	42.7%	40.7%	337
h) Use Cordova Bay Road as a primary route	64.6%	30.4%	5.0%	342
i) Use Pat Bay Highway as a primary route	63.4%	31.0%	5.6%	339
j) Use Lochside Drive/Maplegrove Street/Sunnymead Way as a primary route	26.0%	32.7%	41.2%	342

3. What do you like the most about living in Cordova Bay that should be addressed in the Local Area Plan?

Top three responses:	Semi-rural character	39.5%	
	Village character	30.6%	
	Environment, beaches, ocean, lakes	26.5%	294 responses

4. What do you dislike the most about living in Cordova Bay that should be addressed in the Local Area Plan?

Top three responses:	Traffic	49.0%	
	Residential – large houses, too many apartments, poor design	24.0%	
	Local services – shopping centre, gas station	7.6%	288 responses

5. Please indicate if you or someone in your household works at home.

Yes	23.8%	No	76.2%	336 responses
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6. What are the key environmental issues that should be addressed in this plan?

Top three responses:	Protect trees and vegetation	30.1%	266 responses
	Traffic related issues	12.0%	
	Development form and density	9.0%	

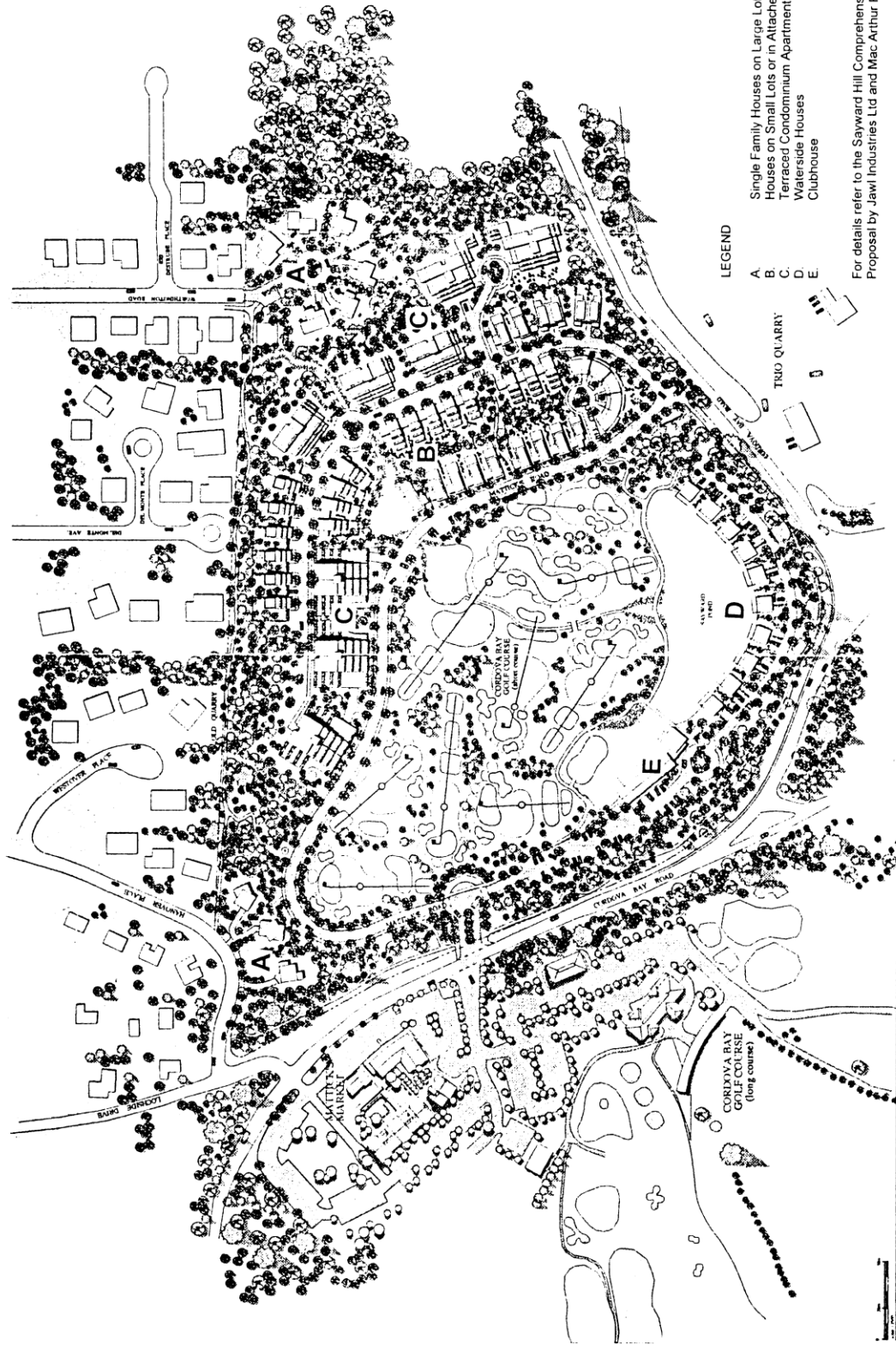
7. Is there some issue you feel strongly about? If so, what and why?

Top three responses:	Traffic	32.8%	253 responses
	Development form and density	17.4%	
	Local services (Payless convenience store, shopping centre redevelopment)	12.6%	

8. Please circle your neighbourhood:

Village	Ridge	Southeast	Western Slope	North Farmlands	342 responses
33.0%	39.5%	17.5%	7.3%	2.6%	

APPENDIX III SAYWARD HILL ILLUSTRATIVE SITE PLAN



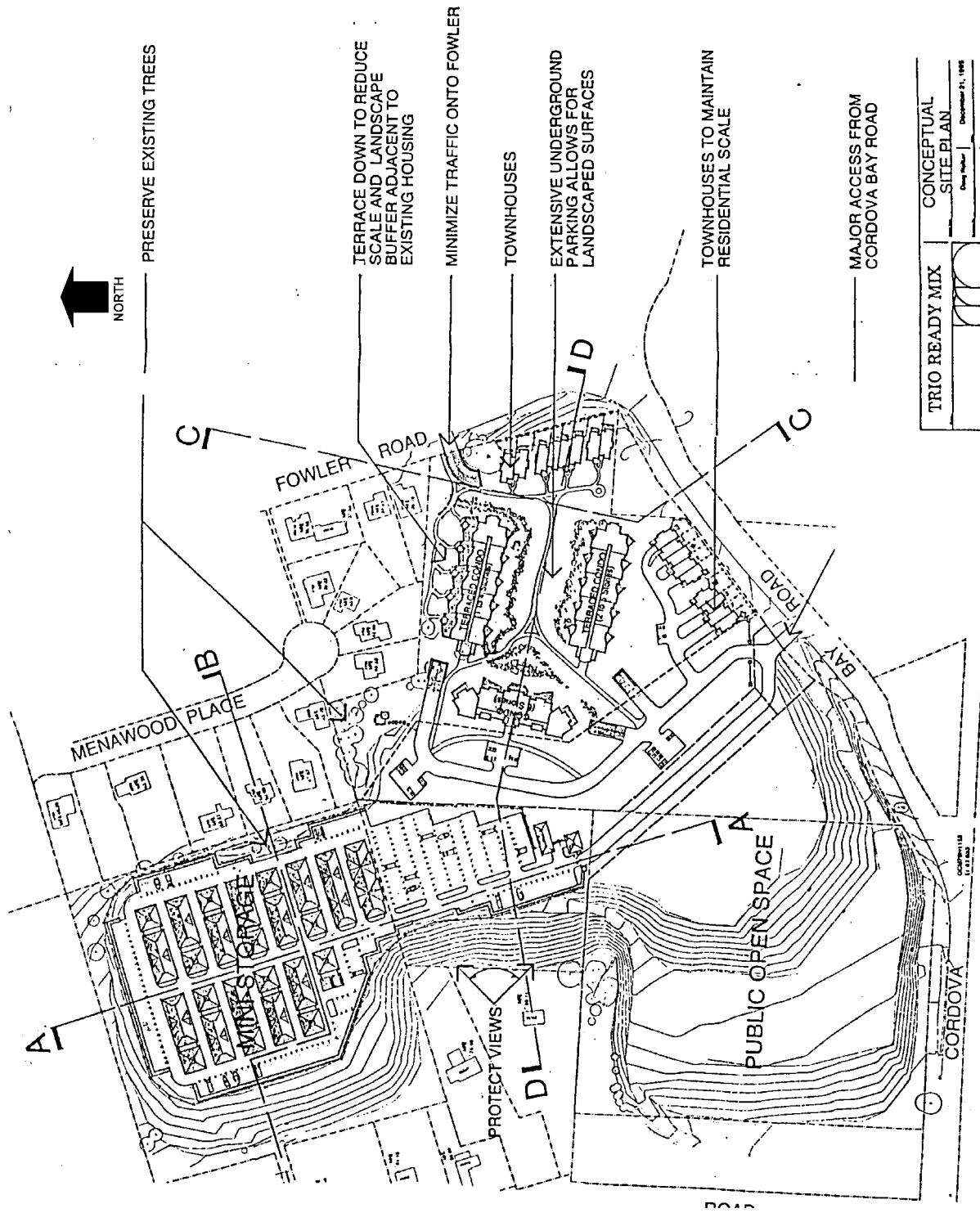
- LEGEND**
- A Single Family Houses on Large Lots
 - B Houses on Small Lots or in Attached Groups
 - C Terraced Condominium Apartments
 - D Waterside Houses
 - E Clubhouse

For details refer to the Sayward Hill Comprehensive Development Proposal by Jawl Industries Ltd and Mac Arthur Park Estates Ltd

Prepared by
 Jawl Industries Ltd and Mac Arthur Park Estates Ltd
 1987

Sayward Hill
 Illustrative Site and Landscape Plan

APPENDIX IV
TRIO DEVELOPMENT ILLUSTRATIVE SITE PLAN



TRIO READY MIX		CONCEPTUAL	December 21, 1998
		SITE PLAN	
		1:1,000	
NUMBER TEN ARCHITECTURAL GROUP		94003	RZ-4