



# Cadboro Bay

## LOCAL AREA PLAN

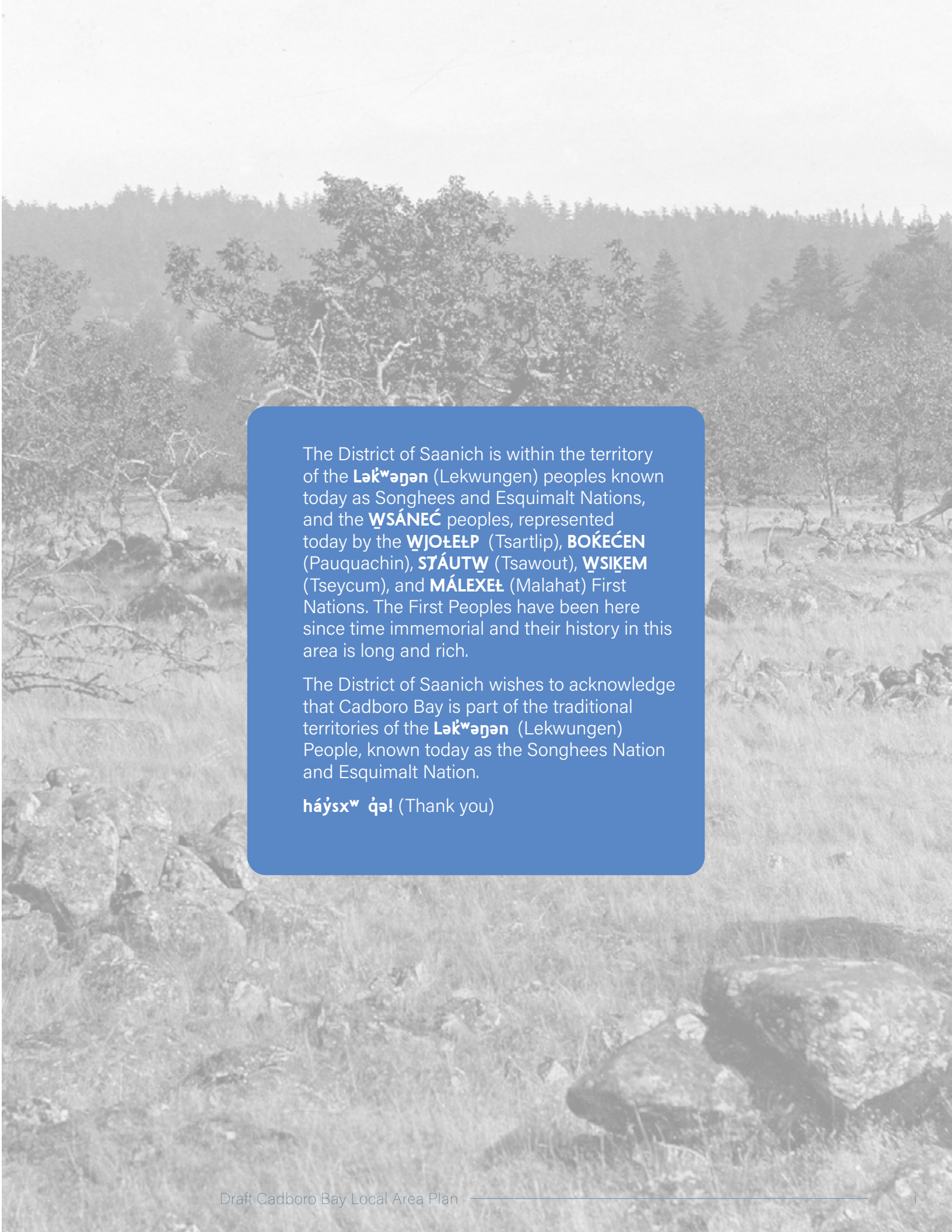
Draft: May 1, 2023

DRAFT

REDLINED VERSION

Saanich





The District of Saanich is within the territory of the **Ləkʷəŋən** (Lekwungen) peoples known today as Songhees and Esquimalt Nations, and the **WSÁNEĆ** peoples, represented today by the **WJOLÉLP** (Tsartlip), **BOKÉĆEN** (Pauquachin), **STÁUTW** (Tsawout), **WSIKEM** (Tseycum), and **MÁLEXEL** (Malahat) First Nations. The First Peoples have been here since time immemorial and their history in this area is long and rich.

The District of Saanich wishes to acknowledge that Cadboro Bay is part of the traditional territories of the **Ləkʷəŋən** (Lekwungen) People, known today as the Songhees Nation and Esquimalt Nation.

**háʻsxʷ qə!** (Thank you)

# ACKNOWLEDGEMENTS

We would like to thank the Cadboro Bay community, for attending and participating in the many events and activities that contributed to shaping this plan. Community engagement was an integral part of the planning process to update the Cadboro Bay Local Area Plan (LAP). Community members of all ages and stakeholders were involved through a robust community engagement program that included multi-day design charrettes, community walks, workshops and surveys providing a broad range of input in the making of this Plan.

Most particularly thank the **Cadboro Bay LAP Update Advisory Committee** who provided local knowledge and helped to ensure that broad, inclusive and locally relevant community engagement was achieved throughout the planning process.

## ADVISORY COMMITTEE MEMBERS

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Emily Cooper (youth/student)  
Bella Damita Jacobs (youth/student alternate)

The following organizations and businesses for their support and assistance in displaying and providing information for all our events:

Cadboro Bay Residents Association (CBRA)  
Cadboro Bay Village Business Association (BIA)  
BC Transit  
Goward House Society  
Arbutus Grove Children's Centre  
Frank Hobbs Elementary (School District 61)  
Queen Alexandra Centre for Children  
Children's Health Foundation  
Vancouver Island Health Authority (VIHA)  
University of Victoria  
St George's Anglican Church  
Cadboro Bay United Church  
CaddyBay Liquor Store  
Olive Olio's Pasta Espresso Bar

Lemongrass Restaurant  
Peppers  
Starbucks  
Heart Pharmacy  
Smugglers Cove Pub  
Madison & Muse  
Humble Pie  
Gyro Beach Board Shop  
David Burr Ltd.  
Cadboro Bay Veterinary Clinic  
Edward Jones Financial  
Bliss Spa and others

We wish to acknowledge the consulting team of **MVH Urban Planning + Design Inc.** who were instrumental in working with the community to develop the land use concepts and design guidelines for the Village area included in this plan.

And especially thank **Goward House Artist Paul Redchurch** who so kindly donated use of his artwork depicting moments in Cadboro Bay, with a touch of humour. The attractive watercolour vignettes are included in this report and were used to encourage community engagement.

# KEY PLAN DIRECTIONS

1

Retain and enhance the unique character of the Village core as the heart of the community.



2

Diversify transportation links and be more welcoming to pedestrians and cyclists.



3

Plan for sea level rise and climate change impacts.



4

Provide more housing forms in the village neighbourhood suitable for all ages and stages of life.



5

Enhance Gyro Park as an integral part of the community heart and place of natural beauty.



6

Recognize local First Nations culture and history.



7

Green the village and surrounding streets.



8

Ensure new buildings and public spaces are in harmony with the Village scale and character.



9

Enhance Sinclair Road as a safe and enjoyable walking and cycling route.



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# 1. INTRODUCTION

Surrounded by water on three sides, the Cadboro Bay Local Area is a unique jewel in Saanich and has a rich history. For thousands of years First Nations peoples inhabited the area. The Lekwungen (Lək̓ʷəŋən) people also known as the Songhees Nation and Esquimalt Nation, lived and held a village in this area and held an extensive connection to the lands and shoreline of the area known today as Cadboro Bay. There are a number of archaeological sites and artifacts that may still be found in this area today.

European settlements were first established in this area in the late 1800s. Over time, these settlements have grown and evolved, building a strong sense of community in what has become a vibrant Village Centre. Cadboro Bay Village is a popular destination, along with Cadbooro-Gyro Park beach and its legendary “cardborosaurus” overlooking the bay.

As the Cadboro Bay Local Area continues to evolve, local and regional challenges must be addressed to ensure the area’s quality of life is maintained and broader community issues are resolved. Increased challenges around housing affordability, an aging population, transportation mobility, and living with climate change are among the issues that need careful attention.

The *Cadboro Bay Local Area Plan* provides a vision and policy framework to guide change over the next 20-30 years. This plan is the result of a highly participatory community planning process that encouraged creative thinking and collaboration to address emerging issues and opportunities. Feedback and refinements were a result of the valued collaborative work bringing together local stakeholders that included residents, local businesses and institutions, community groups, students, youth and seniors in the making of this plan.

Building on the foundation of the 2002 *Cadboro Bay Local Area Plan*, this plan seeks to implement the broader Saanich Official Community Plan (OCP) directions and provide policy direction on environmental sustainability, land use, housing, active transportation, parks and open space, heritage, social well-being and the local economy, and more specifically addresses Cadboro Bay Village by providing a Sub-Area Plan, which is included in this document.

## Key points of emphasis in the Plan include:

- Provide more diverse and affordable housing options within walking proximity to services and amenities in the Village, with a goal to accommodate a variety of demographics, including facilitating aging-in-place and meeting the needs of young families.
- Allow Cadboro Bay to evolve in balance with and respecting the community’s established character and local identity to “*not lose the magic of the village*”.
- Support Cadboro Bay Village as a vibrant neighbourhood destination by providing opportunities to expand the variety of local shops and services, and support social interaction in a vibrant village setting, where pedestrians are a priority.
- Provide new gathering spaces, public plazas, and other public amenities that enhance local neighbourhood identity, community life, and the distinctive beach-side community character of the neighbourhood.
- Foster strong community connections to the natural environment and recognize the valued watershed, ocean and urban forest influences that shape Cadboro Bay’s unique character.



## 1.1 What is a Local Area Plan?

Local Area Plans have helped guide growth and change in Saanich neighbourhoods since the 1970s. The first *Cadboro Bay Local Area Plan* was adopted by Council in 1982, and the plan was last updated in 2002. Since that time, a new Official Community Plan (2008) has been adopted.

The Local Area Plan (LAP) forms part of ~~the Saanich General Plan, also known as~~ the Saanich Official Community Plan (OCP) Bylaw, and provides a planning framework to help guide and manage change at the neighbourhood level. The plan strives to preserve the character and features that make Cadboro Bay unique and further District-wide goals of the OCP.



Figure 1.1: Saanich General Plan Framework

## 1.2 Purpose of Local Area Plan

The purpose of this plan is to provide a renewed course to guide future growth and change in the Cadboro Bay local area over the next 20-30 year horizon. The Plan sets out a vision and planning framework that includes objectives and policies that can be responsive to changing circumstances over time. 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 local area plan also sets a context for considering development and redevelopment proposals in the area.

As a forward-looking document, the plan seeks to address a broad range of issues including land use, transportation and mobility, housing, climate change, urban design, parks and open space, heritage and community amenities.

The Plan offers objectives that effectively serve as a set of principles to help assess whether potential changes are consistent with community goals. It is also a living document that may need to be adapted to respond to unforeseen circumstances that may arise. Following a defined legislative process, the plan may be amended by Council.

### WHAT DOES A LOCAL AREA PLAN DO?

1. Builds on local assets to respond to current issues and challenges.
2. Provides a framework or a course of action, to manage change in the community in a manner that reflects community values, good planning practice and local context.
3. Seeks to balance localized interests and context with the Saanich-wide OCP goals and aspirations.

## 1.3 How to Use the Local Area Plan

The *Cadboro Bay Local Area Plan* is intended to be used by Council, community members, staff and the development community to guide and evaluate potential change. This guidance extends to the evaluation of development applications, capital projects, and community initiatives and programs. The *Cadboro Bay Local Area Plan* (LAP) is adopted as part of the Official Community Plan Bylaw. The Official Community Plan is made up of the General Plan (sometimes referred to as the "OCP" or "Sustainable Saanich OCP"), Local Area Plans, and Development Permit Area guidelines. The General Plan, Local Area Plans, and Development Permit Area guidelines are used to guide and support land use decisions.

Local Area Plans should be considered alongside other plans, policies and regulations that may have an impact on each local area. Noted in Figure 1.2, these include the Active Transportation Plan, Climate Plan, and Housing Strategy. Initiatives that come out of agreements with First Nations will also need to be considered.

The Local Area Plan will provide a greater amount of certainty on future change, but circumstances may arise that were not anticipated or where competing objectives need to be balanced. In these situations, the vision and objectives of the General Plan and LAP will provide principled guidance and insight into how the situation would be addressed and trade-offs balanced to achieve the best outcome.

### Planning Framework

- While the General Plan, LAPs and Development Permit Area design guidelines are referred to as distinct parts of the Official Community Plan Bylaw, they form an integrated whole and act as a comprehensive planning framework
- The General Plan provides broad guidance on potential land use change, with the LAP providing more detailed direction at the local level within the Official Community Plan framework
- Development Permit Area design guidelines have a more narrow focus (typically form and character of development) and, as guidelines, inherently have a greater level of flexibility in their application
- Council may, at any time, support proposals that do not align with specific General Plan or LAP provisions. In instances where a proposal gives rise to a direct conflict with the provisions of an LAP or the General Plan, a statutory process with public input would be required to amend the LAP and/or General Plan.

## RELATED PLANS & INITIATIVES

Local Area Plans work in concert with the District's broader policy framework that align with and include the following Saanich and regional initiatives currently in progress.



**Sustainable Saanich Official Community Plan (General Plan) (2008)**  
The *Official Community Plan (OCP)* provides Saanich-wide vision and policy direction for environmental integrity, social well-being and economic vibrancy.



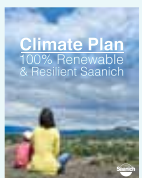
**Saanich Housing Strategy (2021)**  
The Housing Strategy directs how Saanich moves forward to achieve greater housing supply, affordability and diversity and accommodate a broad range of community housing needs now and into the future.



**Regional Growth Strategy (2018)**  
Guides regional decision making on settlement patterns and other growth management issues.



**CRD Regional Housing Affordability Strategy (2018)**  
Looks to current trends to address housing needs and affordability in the region.



**Saanich Climate Plan (2020)**  
The Plan provides direction for actions that will cut greenhouse gas emissions in half by 2030 and to net-zero by 2050, transition to 100% renewable energy by 2050, and prepare for a changing climate.



**Parks, Recreation and Culture Master Plan (2013)**  
Provides guidance and identifies Saanich priorities for future capital and operational initiatives.



**Active Transportation Plan (2018)**  
Provides a vision, policies, and actions to guide the development of safe, attractive, and convenient active transportation options for people of all ages and abilities.



**Agriculture and Food Security Plan (2018)**  
Outlines a comprehensive approach to enhance food security and the long-term sustainability of Saanich's agricultural sector.



**BC Transit Future Plan (2011)**  
Identifies transit corridors and priorities for rapid, frequent and more efficient transit service.



**Urban Forest Strategy (2010)**  
Provides a long-term plan to achieve a sustainable urban forest, which includes all trees and their ecosystems in Saanich.



**CRD Regional Pedestrian and Cycling Master Plan (2011)**  
Identifies active transportation network priorities and provides best practice guidelines.



**Haro Woods Park Management Plan (2018)**  
Establishes a strategy to deal with various issues and provide guidelines for park management.



**BC Transit Jubilee Local Area Transit Plan (2020)**  
Outlines improvements for transit service and infrastructure over the next seven to fifteen years.



**Resilient Saanich Biodiversity Conservation Strategy (in-progress)**  
Looks at protection of important sensitive ecosystems for conservation in Cadboro Bay and throughout Saanich.

Figure 1.2: Related Plans and Initiatives

## 1.4 Planning Process

The update of the Cadboro Bay Local Area Plan included a robust community engagement program, tapping into local knowledge with multiple activities. Work commenced in 2018 following Council direction to update the local area plan. Public engagement played a key role and was instrumental in all phases of the planning process.

Phase 1 focused on gathering information, forming a project Advisory Committee and completing background research. In Phase 2 Community Visioning, the public was invited to participate in identifying issues, opportunities, community priorities that contributed to creating the community vision for the future of Cadboro Bay.

Phase 3, the plan development phase, involved community wide participation, with more in-depth exploration of key issues and priorities through a series of themed design charrettes and workshops. The aim was to actively engage the broader community in concept development and “plan making”. This phase generated concept ideas to inform policy development as part of the LAP update.

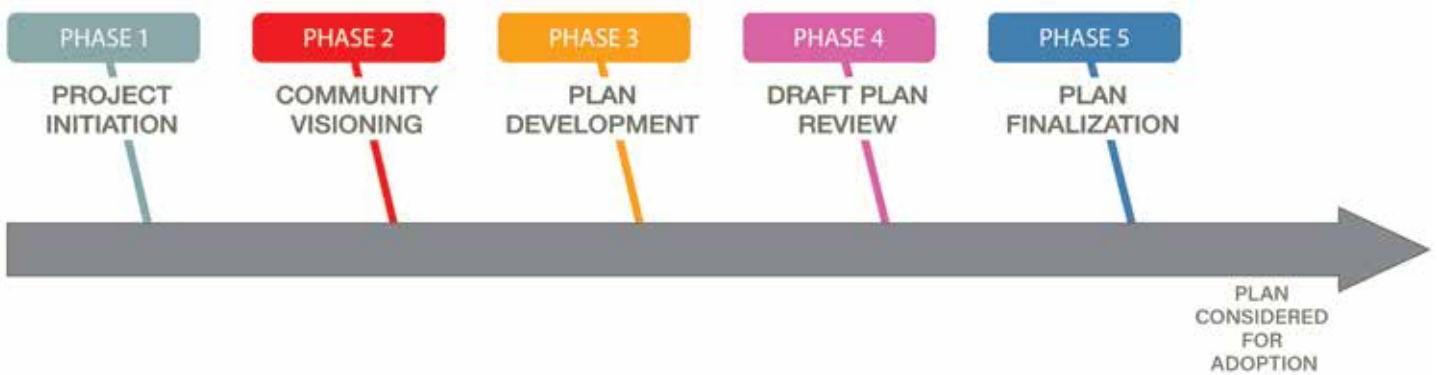


Figure 1.3: Cadboro Bay Local Area Plan Update Process



## 1.5 Summary of Engagement Activities

A dynamic public engagement program was developed to enable broader community involvement and hands-on participation in the planning process. The aim was to engage the public in each aspect of the discussion including development of concept ideas and preferred outcomes. Key to the process was the inclusion of several feedback opportunities which enabled concepts to be further refined as a result of the process.

Engagement activities encouraged participation using a variety of methods to generate conversation and creative ideas as we envision the next 20-30 years. This included walking tours, community

conversations, interactive displays, a village health assessment, community mapping and concept drawing. **Community engagement** was central throughout the planning process and included both in-person and online opportunities. Interactive exercises were used, as well as online tools and virtual participation opportunities, to accommodate availability and participation preferences. In addition, staff was also available to meet with residents and local stakeholders, providing information, encouraging participation, which included pop-ins with established groups and organizations, as well as informal neighbourhood groups and morning coffee gatherings.

### CADBORO BAY LAP UPDATE ADVISORY COMMITTEE

Includes 15 representatives selected through an application process aimed at broadly capturing representation of local neighbourhoods, demographics and interests. The committee is composed of residents, business owners, students and representatives of key institutions and groups including: Cadboro Bay Residents Association (CBRA), Cadboro Bay Village Business Improvement Association (BIA), University of Victoria (UVic), and Queen Alexandra Centre/Vancouver Island Health Authority (VIHA), Arbutus Centre for Children and Goward House Society.

Advisory Committee members provided many volunteer hours and valuable advice on public engagement to ensure broad community outreach and inclusion. In addition, the committee provided an arena to debate ideas and provide feedback on plan concepts, policy options and the draft plan.





## Key milestone events are summarized below:

PHASE 1	<ul style="list-style-type: none"> <li>Forming the Cadboro Bay LAP Update Advisory Committee</li> <li>Project kick-off “Saanich Talks” speaker series</li> </ul>	<ul style="list-style-type: none"> <li> 31 applications received</li> <li> 285 attended</li> </ul>	
PHASE 2	<ul style="list-style-type: none"> <li>Community Vision Open Houses May 12 - 14 2018</li> <li>Community Survey, May 12 to June 11, 2018</li> </ul>	<ul style="list-style-type: none"> <li> 260 community participants</li> <li> 203 surveys <b>completed</b> received</li> </ul>	
PHASE 3	<ul style="list-style-type: none"> <li><b>Village Design Charrette</b> June 19-20, 2018 Exploring future land use considerations, public realm and mobility enhancements, and ideas to “make a great Village even better”.</li> <li><b>Village Display Gallery</b> July to November 2018 Showcasing concept ideas emerging from the Village Design Charrette, courtesy of CaddyBay Liquor Store.</li> <li><b>Housing &amp; Land Use Charrette Workshop</b> November 27-28, 2018 Public feedback on Village Design Charrette concepts, exploring housing and land use in village edge areas, the broader neighbourhood and Queenswood and Ten Mile Point.</li> <li><b>Natural Areas &amp; Community Amenities Workshop</b> January 26, 2019 Looked at natural area amenities, connections, shoreline considerations and potential climate change implications</li> <li><b>Transportation &amp; Mobility Workshop</b> February 26, 2019 Looking at neighbourhood mobility connections, transit improvements and priorities for Sinclair Road and Cadboro Bay Rd.</li> </ul>	<ul style="list-style-type: none"> <li> 184 community participants</li> <li> Communitywide viewing 24/7</li> <li> 155 community participants</li> <li> 55 community participants</li> <li> 45 community participants</li> </ul>	    
PHASE 4	<ul style="list-style-type: none"> <li><b>Draft Plan Public - Open Houses</b> <b>November 2021</b></li> <li><b>Draft Plan - Community Survey</b> <b>November to January 2022</b></li> <li><b>Additional Potential Housing Options Workshop</b> June 11, 2022 <b>Online sessions</b> June 22 &amp; July 13</li> <li><b>Housing Survey</b> <b>June 22 to August 1, 2022</b></li> </ul>	<ul style="list-style-type: none"> <li> <b>209</b> community participants</li> <li> <b>307</b> surveys completed</li> <li> <b>120</b> community participants</li> <li> <b>180</b> community participants</li> <li> <b>874</b> surveys received</li> </ul>	

## Public Participation Activities



## Website and Media Exposure

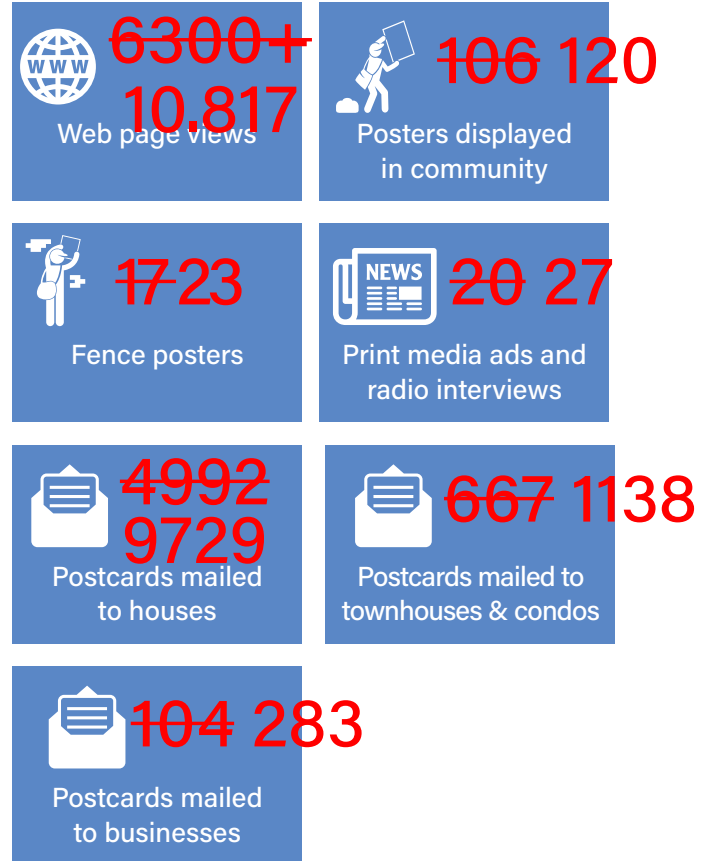


Figure 1.4: Public engagement snapshot

(note: numbers last updated August 2019)

# CADBORO BAY VILLAGE DESIGN CHARRETTE

THE CADBORO BAY VILLAGE DESIGN CHARRETTE TOOK PLACE JUNE 19-20, 2018 AT GOWARD HOUSE.

The word "Charrette" is used to describe an intense design and planning session involving a number of experts and community members to generate creative ideas for a complex problem.

Following an exciting and engaging two days, focusing on the Cadboro Bay Village area. The Cadboro Bay Village Design Charrette involved a number of collaborative design and stakeholder input opportunities. This poster shares some of the charrette highlights and outcomes.

**Cadboro Bay**  
LOCAL AREA PLAN



### WHAT WE TALKED ABOUT:

- **Parks and Open Space** - improving parks and open spaces
- **Getting Around** - improving walking and cycling routes
- **Land Use and Future Development** - improving land use and future development
- **Streetscape** - improve streets and public spaces
- **Village Core** - what is great about the community?

See the full Charrette Presentation

# “What happened at the Design Charrettes”



The word “Design Charrette” is used to describe an intense design and planning session involving a number of experts and community members to generate creative ideas for a complex problem or area.



# 2. LOCAL AREA CONTEXT

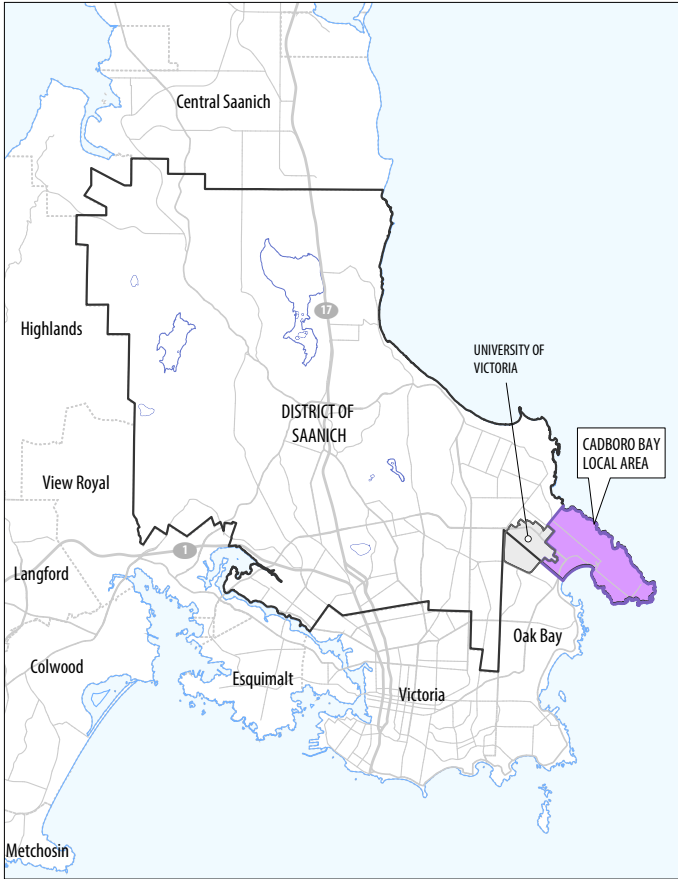


Figure 2.1: Regional Context

Located in the southeast portion of Saanich, Cadboro Bay is surrounded by water on three sides. The Local Area is bounded by the Gordon Head Local Area on the west side, Haro Strait to the north and east, and the District of Oak Bay to the south (Figure 2.1).

The Cadboro Bay Local Area borders the University of Victoria. Recreation centres close to Cadboro Bay include Gordon Head Recreation Centre, University of Victoria Athletics Centre and Henderson Centre. Downtown Victoria is approximately a 15 minute drive from the Cadboro Bay Local Area and transit access is available.

Figure 2.2 identifies the topography of Cadboro Bay. The area is surrounded by water and has varying topography. Surrounded by water on three sides, Cadboro Bay has a varying topography (Figure 2.2) with a relatively level central area and a long slope on the western side towards Gordon Head and along the shoreline. The Village Area is relatively flat except for a long slope that rises up to the west towards Gordon Head. The Queenswood area is relatively level except for the slopes along the shoreline. In Ten Mile Point, the steeper slopes of Minnie Mountain are a pronounced topographic feature.

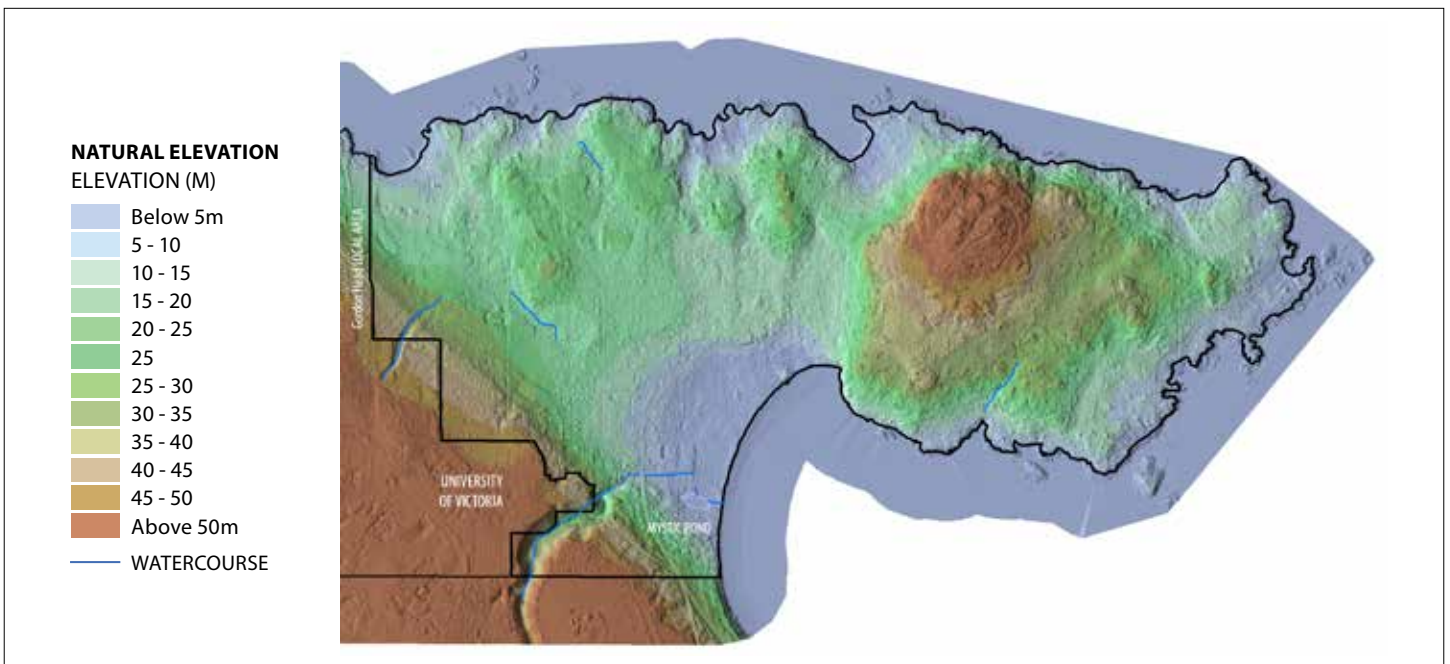


Figure 2.2: Cadboro Bay Topography



Figure 2.3: Cadboro Local Area



## 2.1 AREA CHARACTERISTICS

Cadboro Bay is a well-established community, with a vibrant seaside village at its core. The Cadboro Bay Village is central to community life and is best known for its small shops, eclectic restaurants with outdoor seating and its beloved local village atmosphere. Cadboro Bay is a place that has developed its own culture where the village, beach and natural areas are synonymous with Cadboro Bay and form part of the local identity and culture. The Village and Gyro Park are well used and known for festivals, such as the annual Cadboro Bay Festival with its popular sandcastle competition at Gyro Park beach overlooking Cadboro Bay.

As shown in Figure 2.4, the Cadboro Bay Local Area includes three neighbourhoods:

- **The Village Neighbourhood** (which includes the Village Centre);
- **Queenswood;** and
- **Ten Mile Point.**

The area's semi-rural green character is created by area parks, open space, natural vegetation and ocean surroundings. Larger lot sizes in Queenswood and Ten Mile Point also contribute to the urban forest and green character of the local area. The ocean shoreline is a significant feature of the local area with its diverse vegetation and natural habitat, including beachfront accesses and views of Cadboro Bay and Haro Strait. Public views and natural vistas are important features which contribute to the character of Cadboro Bay.

The Local Area is primarily characterized by single detached residential dwellings on varying sized lots. A limited number of multi-unit dwellings are located in the Village Centre and at Ten Mile Point on Minnie Mountain. Commercial uses and services are concentrated in the Village and several institutions, including the University of Victoria and the Queen Alexandra Centre for Children, have large land holdings in this area.

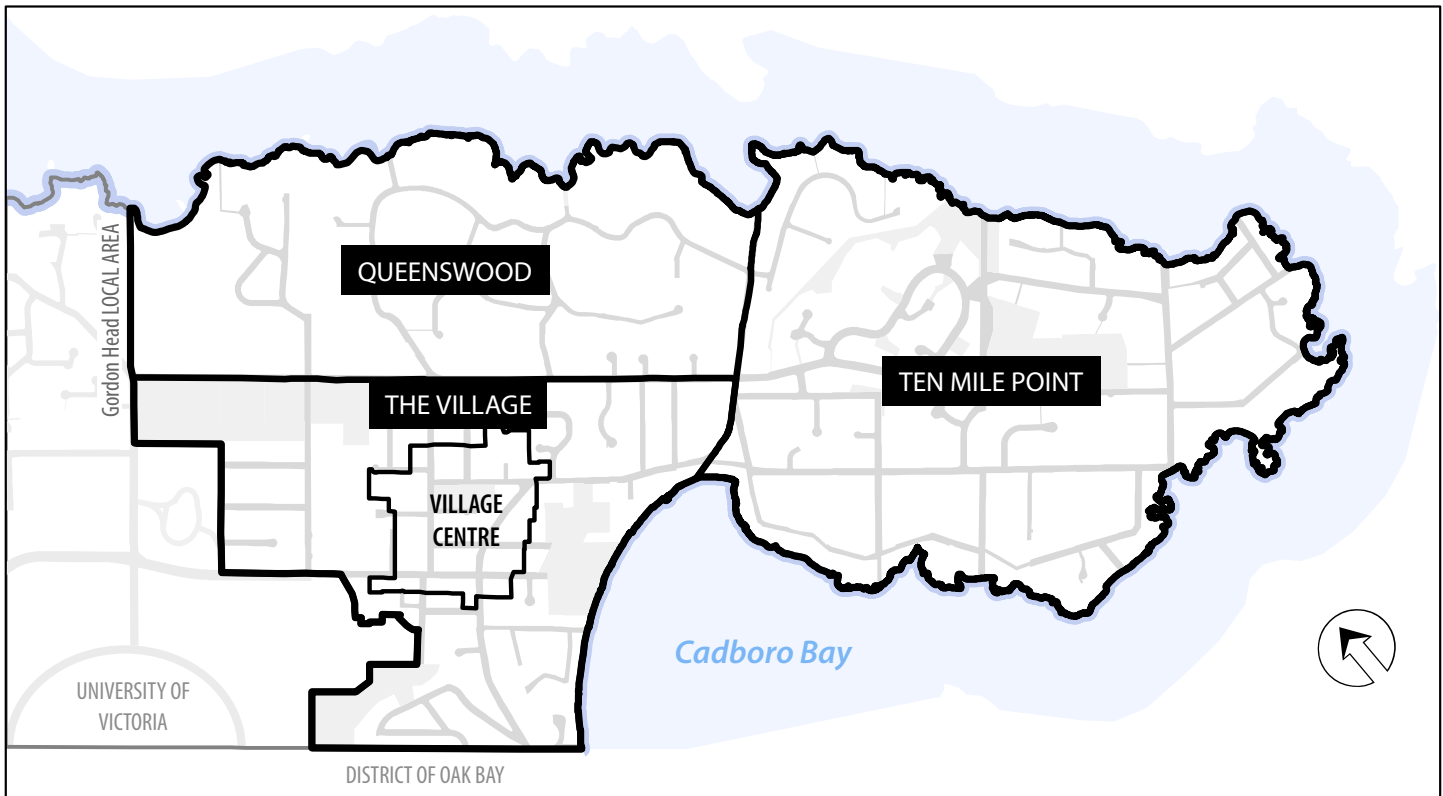


Figure 2.4: Cadboro Bay Local Area Neighbourhoods





# NEIGHBOURHOOD FEATURES

Cadboro Bay includes many neighbourhood features of local and regional interest.





Burial Cairn at Cadboro Bay 1890s  
(City of Victoria Archives MO8548)



### 2.2 MOMENTS IN HISTORY

This section provides a snapshot of moments in time that relate to origins of familiar names and events that shaped the area known today as the Cadboro Bay Local Area. More recent events are drawn primarily from the Saanich Archives collections including period newspaper articles and photos.



Cadboro Bay  
"Coast Salish Indian Graves"  
(Royal BC Museum PN14131)

#### Early Years

Boulders at Ten Mile Point mark ancient First Nation burial sites. There are a number of archeological sites in the Cadboro Bay area and remnants of native fortifications protecting the village area inhabitants from other tribes.

For thousands of years, the Lekwungen (Ləkʷəŋən) people known today as the Songhees and Esquimalt Nations, lived and held a village in this area. Many stories are told of the families who lived and still hold, an extensive connection to the lands and shoreline of the area known today as Cadboro Bay. They lived a lifestyle which is known as a typical Straits Salish lifestyle. In spring they would go to Mount

Doug Park area which they call P'kols to cut trees to make canoes and harvest bark to make baskets and clothes. Salmon fishing was central to their life. The men would go on fishing expeditions and return in the fall to their village to prepare their catch for winter months. They wove mats with tall grasses that grew at Gyro Park for their homes and for kneeling in their canoes. They lived at Cadboro Bay until 1911 when the last Songhees People were moved to the Indian Reserve in Esquimalt.

A number of archeological sites and artifacts may still be found today.

# MOMENTS IN HISTORY

1980-011-004a.3930 Telegraph Bay Rd (built in 1862)



## 1866

First telegraph cables came ashore at the small bay they named Telegraph Cove. The line was laid across Haro Strait from San Juan Island. Telegraph Bay Road was created marking off the treed peninsula at Ten Mile Point, named after the distance in nautical miles between Esquimalt Harbour and the point.

Brigantine Cadboro



## 1885

SS Enterprise colided with RP Rithet off Ten Mile Point. There are several shipwrecks recorded in the area

1981-019-002d  
Cadboro Bay  
Sunday Party 1899



1981-019-028  
Three Crew Camp  
1900s



## 1896

First Area Plan named Cadboro Bay Park Estates (updated in 1904). The plan shows much of the same road network as the one we have today, and signs of early entrepreneurship in the Ten Mile Point southwest area. Development Plans (implementation) were delayed until after the war in 1919.

## 1870

First home in Cadboro Bay was built by Sinclair. The Evans and Sinclair families are said to be the first settling families and started farming the area, trading fruit with the First Nations for fish and game.

## 1860s

Smugglers operated in the area moving opium, Chinese migrants and whisky across the border to the San Juan Islands and Puget Sound. Opium was legally processed in Victoria until 1908 when Ottawa banned its sale and possession.



2007-054-010 View of Cadboro Bay from Beach pre-1900s

## 1895

The Giant Powder Company established an explosives plant at Telegraph Bay. The plant operated at this location until 1920 when it was relocated to James Island. Now all that remains is the house at 3565 Telegraph Bay Road, built in 1911 as the home for the works manager.



1903 transportation Giant Powder Works

## 1901

Frances Hobbs began a community school on Hibbens Close. In 1917 the school had less than 11 pupils and was closed. Children then attended Cedar Hill school. Earlier Cadboro Bay schools were further into Oak Bay (near north gate of Uplands and at corner of Lansdowne and Cadboro Bay Rd.)



1980-018-003 Frank and Liza Hobbs 1895



**1909**

Cadboro Beach Hotel was built but remained unoccupied until after the War. The hotel operated from 1920 to 1931. Rooms cost \$4/day including board. Hotel guests received complimentary access to the Royal Victoria Yacht Club. A 1922 guest list shows a few from China and Great Britain, with the majority from the US and other provinces.



**1921**

Ten Mile Point had telephone service. With changes to direct dial the area was connected to Gordon Head. This included a toll charge for calls to the city which was unpopular and Cadboro Bay residents went on strike boycotting the service – this left houses isolated.

1982-013-018 The Bernard Goward Family 1914



**1920s**

Rum-runners operated in the area during the Prohibition era.

**1915**

Beginning of today's commercial Cadboro Bay Village Centre.

**1914**

Fred Patton built a small store at Sinclair and Cadboro Bay Road, later adding a Post Office, then sold the operation to Frank Hobbs. Frank Hobbs moved across Sinclair Road and built a grocery store and post office using bricks from the old powder works building at Telegraph Bay. He operated the store and post office for 31 years. A very civic-minded man, Frank Hobbs served 2 years on Saanich Council and 14 terms on the Saanich School Board.



Early 1900s Sinclair and CadBay Rd area 1915 Cadboro Bay School

**1921**

There was no public transportation in Cadboro Bay, a trip to the city meant a long walk to the Uplands streetcar to go to town.

**1919**

Land in Cadboro Bay began to be subdivided, selling at \$1,000/acre.



1981-009-001 Mrs Davis Emery and friend 1920

**1925-31**

Early years included camping at Smugglers Cove for the summer. Fire insurance plans from 1925-31 for Cadboro Bay show camps along the beach at the foot of Sinclair Rd.



1981-013-011 At Cadboro Bay beach 1920s

# MOMENTS IN HISTORY

2007-171-004 View of Cadboro Bay Hotel (before 1931)



## 1930's

Beach Policeman patrolled Cadboro Bay Beach. There is a record of 30-40 fires along the beach shore.

## 1940's

Canadian Officers Training Camp (Gordon Head Army Camp) was on Finnerty Road to provide training during the war. There were about 50 buildings that later served as veterans' housing on what is now part of the University of Victoria in Gordon Head.

1980-015-258c Construction of Arbutus Outfall 1955



## 1951

Frank Hobbs School was opened with 88 pupils. The Victoria Daily Colonist of November 8, 1951 carried the headline "Former School Trustee Frank V Hobbs Opens \$64,000 School Bearing his Name".

## 1929

When the Queenswood Land Company financial boom collapsed leaving only the original gate still remained standing at the UVic-Queenswood property (formerly Sisters of St Ann's).

## 1931

Cadboro Beach Hotel burned down August 18, 1931.



2012-041-003 Cadboro Bay Beach Hotel fire 1931

## 1945

First section of Village complex on the north side of Cadboro Bay and Sinclair included 7 stores and a drug-store, dry goods, bakery and a butcher shop. Hobbs store was still at the corner on the opposite side of the road.



1995-004-002 Cadboro Bay Village Plaza 1965





1981-021-052 Gyro Park Flood 1972



**1958**

The newly formed Saanich Parks Department enlisted the help of Saanich Engineering to build the octopus, whale, boat and Caddy the carborosaurus.

1982-013-024c Goward House 1948 (built 1908)



**1970s**

Goward House was sold to Saanich in 1973 in exchange for tenancy rights. The home and grounds are currently leased to the Goward House Society for use as a Seniors' Activity Centre. The house was designed in 1908 for the Goward family and is currently **listed as a municipal Heritage Designated site and part of Canada's Heritage Sites-Historic Sites and Landmarks.**

2007-144-001 Goward House 1983 (built 1908)



**1983**

Subdivision began at Minnie Mountain, followed by the Wedgewood Point residential development.

**1987**

Saanich became the owner of Cadboro Bay Gyro Park when taxes grew too high for the Gyro Club to maintain it.

**1954**

Gyro Club of Victoria partnered with the District of Saanich to turn the marsh area at the foot of Sinclair into a recreation park known as Cadboro Bay Gyro Park (4.5 acres at the time). Park included grass area, parking lot, play and picnic area.



1981-007-007 Child on Octopus Gyro Park 1965

**1980s**

Only dogs on-leash are allowed on the beach. Early years all kinds of animals were raced on the beach at Cadboro Bay.



Bay Village 1974

REFERENCES:

Saanich Archives, Victoria Archives, BC Archives, Saanich Heritage Register, Saanich News; Times Colonist; and Oak Bay News; Grant Keddie, Songhees Pictorial: History of the Songhees People as seen by outsiders 1790-1912 (RBCM, 2003) Jupp Ursula, "Cadboro, A Ship, A Bay, A Sea Monster 1842-1958", (1988) Jay Editions; British Columbia Geographical Names Office; and the Royal British Columbia Museum.

## 2.3 DEMOGRAPHIC PROFILE

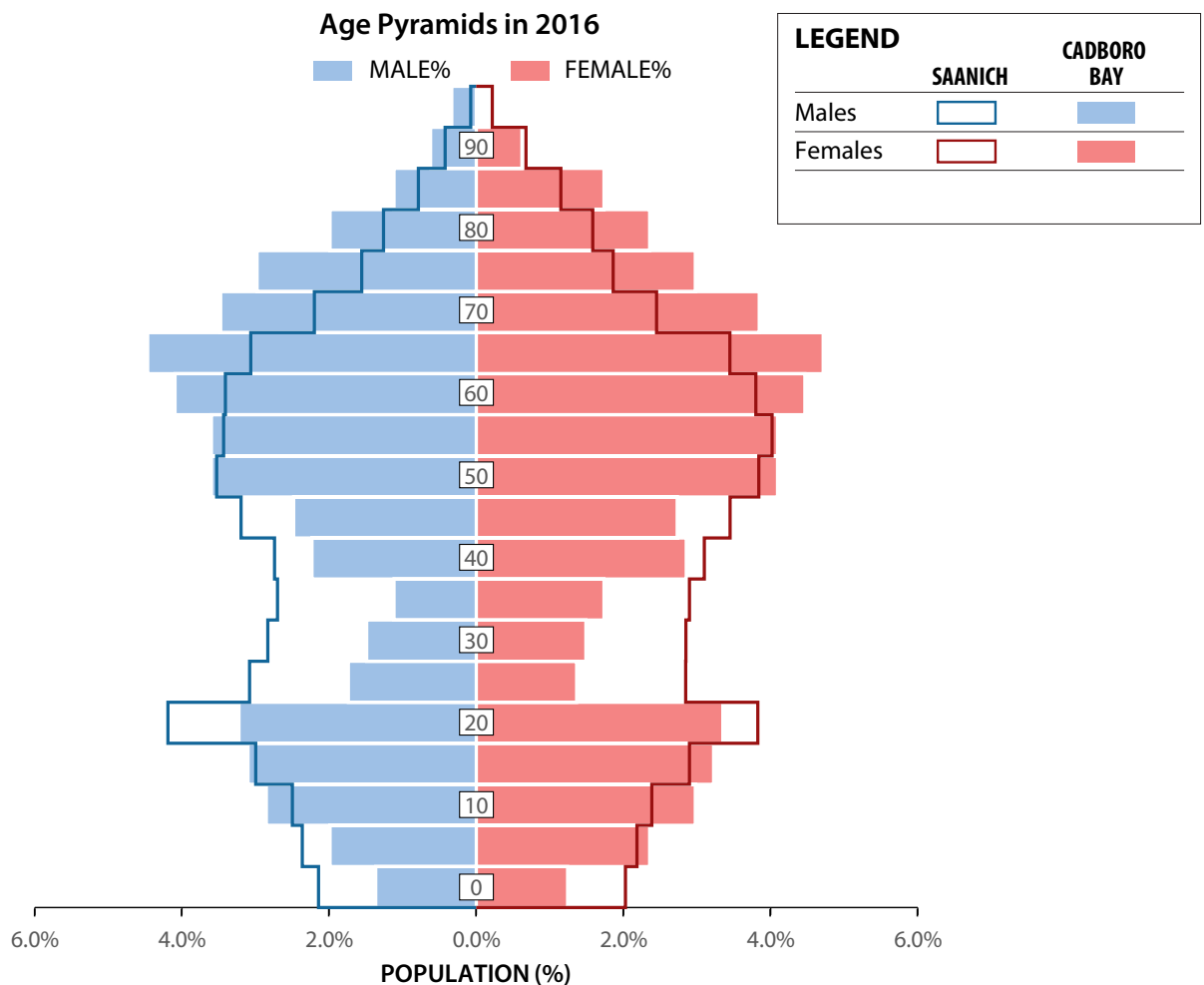
This section provides information on Cadboro Bay's demographic profile, which includes population, household and housing statistics. This information is compared to Saanich as a whole in order to better understand the demographic characteristics of the area.

With an estimated population of 4,085 people (2016), Cadboro Bay represents approximately 3.6% of Saanich's population. According to CRD population projections, Saanich is projected to grow by 15,522 people between 2019 and 2038 with a dramatic increase in the number of retirement-age residents (65 years and older). These trends are anticipated to be reflected in Cadboro Bay. All data in this section is derived from the 2016 Census, unless otherwise noted.

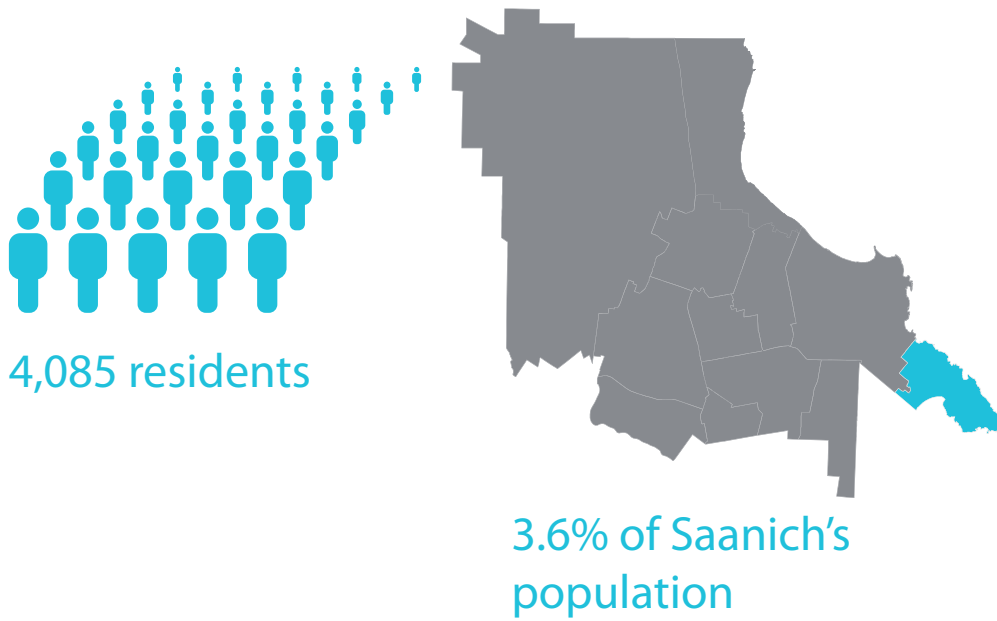
### POPULATION DENSITY

#### AGE GROUPS

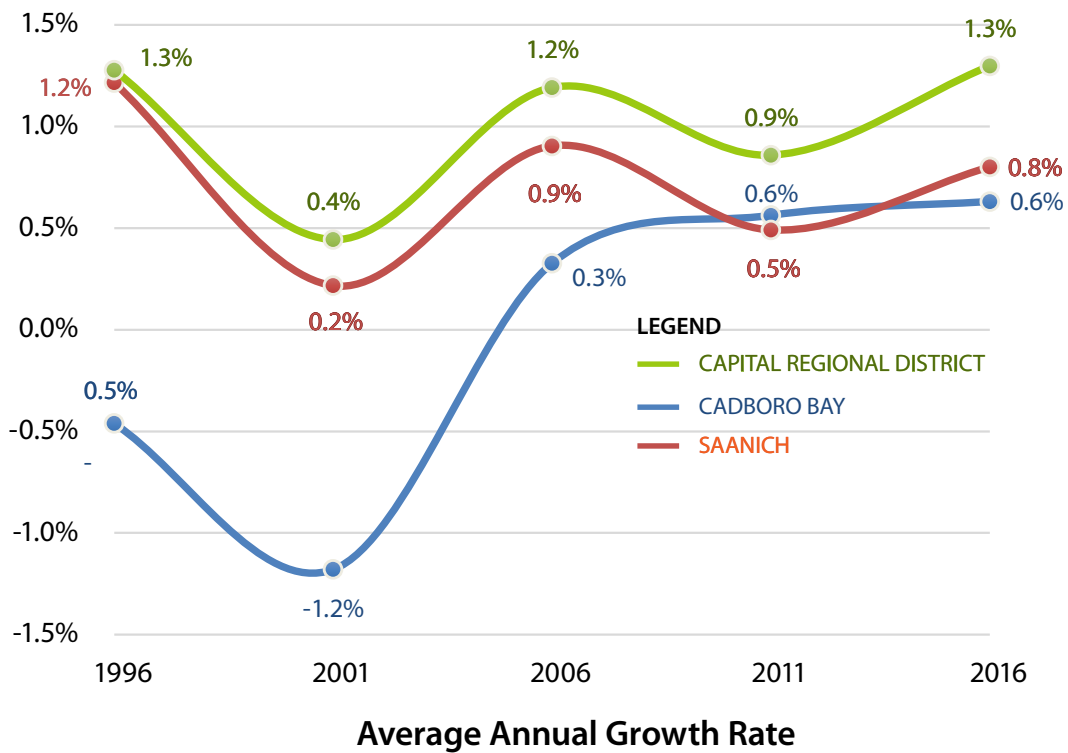
- 95 to 99 years
- 90 to 94 years
- 85 to 89 years
- 80 to 84 years
- 75 to 79 years
- 70 to 74 years
- 65 to 69 years
- 60 to 64 years
- 55 to 59 years
- 50 to 54 years
- 45 to 49 years
- 40 to 44 years
- 35 to 39 years
- 30 to 34 years
- 25 to 29 years
- 20 to 24 years
- 15 to 19 years
- 10 to 14 years
- 5 to 9 years
- 0 to 4 years



## POPULATION COUNT



## POPULATION GROWTH



## MEDIAN AGE

**48.7\***  
Median Age



Cadboro Bay

**44.0\***  
Median Age



Saanich

\*2016 Census

Cadboro Bay residents are on average older than Saanich residents as a whole. The median age is 48.7 compared to 44.0 for Saanich. There is a higher proportion of residents 60 years and older living in Cadboro Bay and proportionally fewer in the 20 to 49 age cohorts.



## HOUSEHOLD CHARACTERISTICS

### HOUSEHOLD SIZE

**2.4**



Cadboro Bay

**2.4**



Saanich

### MEDIAN HOUSEHOLD INCOME

**\$122,378**



Cadboro Bay

**\$77,282**



Saanich

### LOW-INCOME RESIDENTS (% of population)

**7%**



Cadboro Bay

**12.3%**



Saanich

### HOUSEHOLDS WITH CHILDREN

**30.6%**



Cadboro Bay

**37.3%**



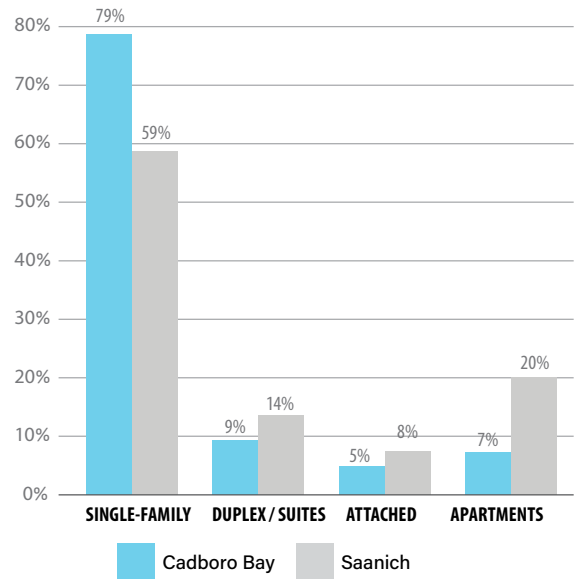
Saanich



## HOUSING TYPES

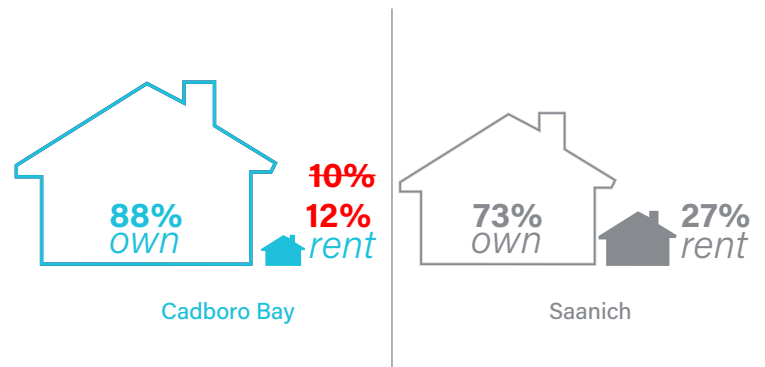
Single-family homes make up 79% of all dwelling units in Cadboro Bay, as compared to 59% in Saanich.

In the past 10 years, Cadboro Bay has seen the construction of 38 multi family units, 87 single family units and 21 secondary suite or duplex units. The overall trend is the reverse of Saanich as a whole, which has seen a higher proportion of multi-family units in recent years.



## HOUSING TENURE (RENTAL VS. OWNERSHIP)

A high percentage (88%) of those living in Cadboro Bay own their own homes, whereas while 12% of households rentals. This rate of home ownership is significantly higher than the District, and as a whole the region (73%).



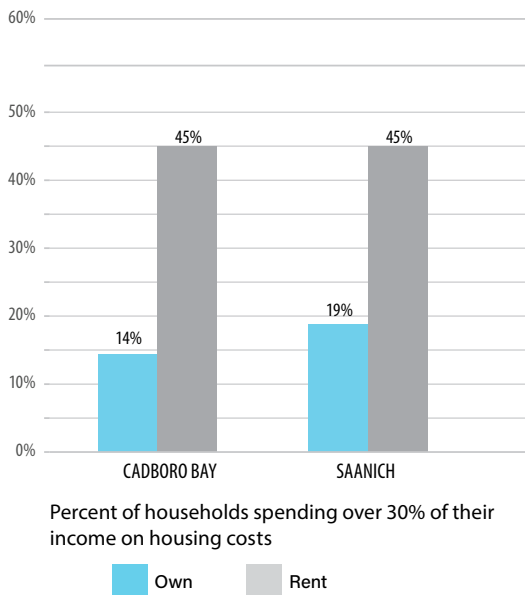
## SOCIAL HOUSING

There are no public social housing units in Cadboro Bay. St-George's Anglican Church, at The Orchard provides 20 units of congregate housing for seniors, available to both parishioners and community members.

## HOUSING AFFORDABILITY

Housing is deemed unaffordable when the ratio of shelter costs to income exceeds 30%.

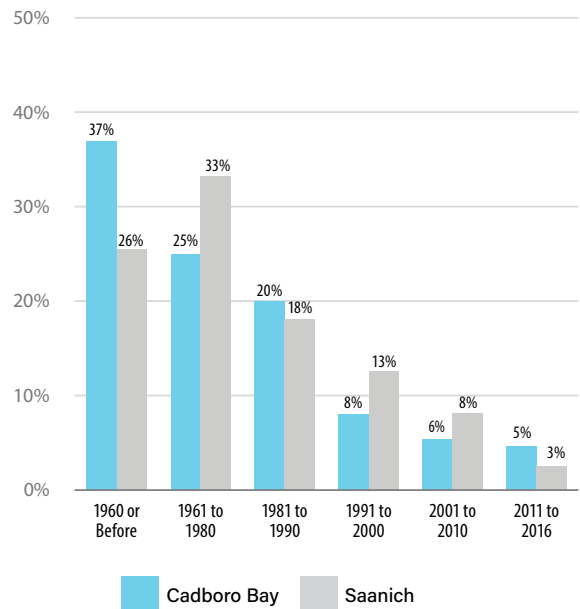
Among Cadboro Bay households, 24% are living beyond Statistic Canada's threshold for affordability. Renters are more greatly impacted, with 45% of renting households falling into the unaffordable definition.



## AGE OF HOUSING STOCK

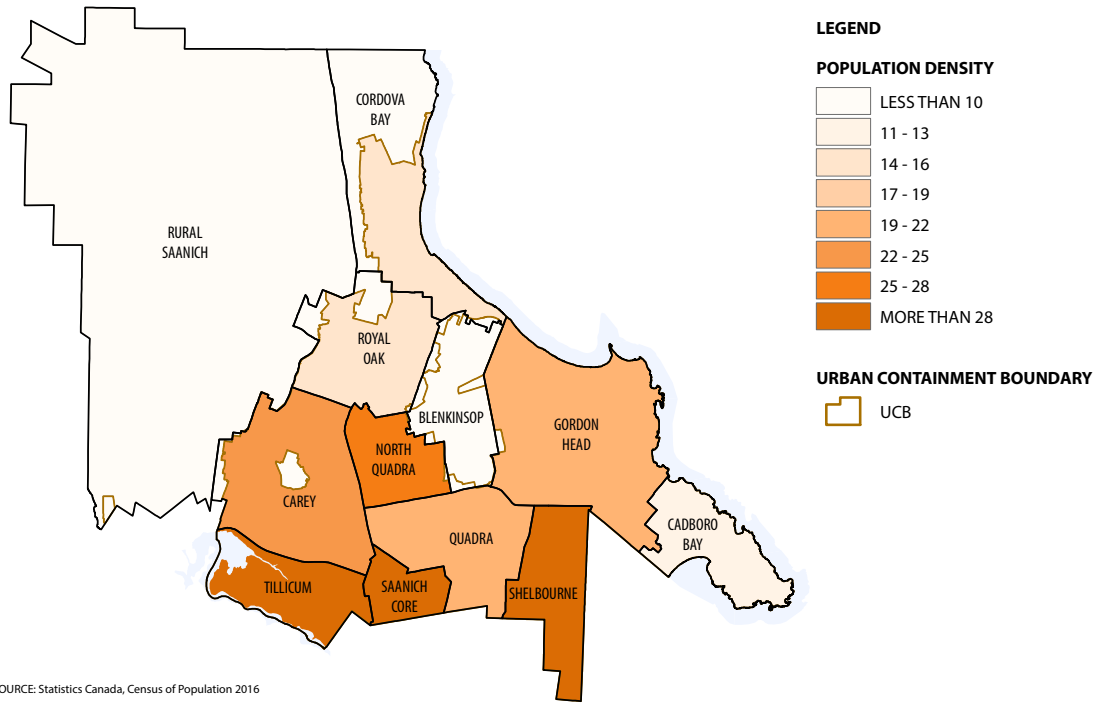
Cadboro Bay's housing stock is generally older than other parts of Saanich.

37% of dwelling units in Cadboro Bay were built before 1960 and 62% were built before 1980.

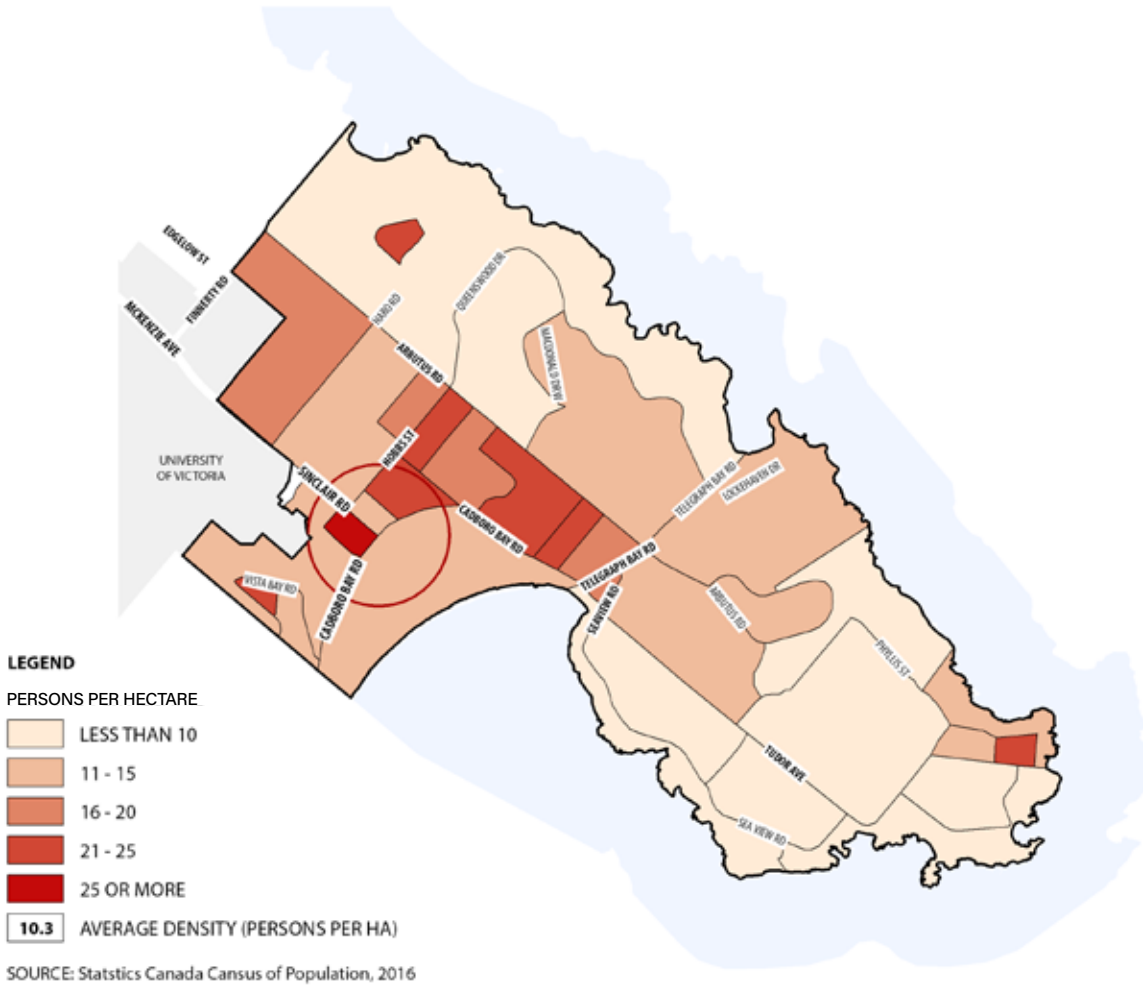


# POPULATION DENSITY

The population density in Cadboro Bay is 10.3 persons per hectare. This density is similar to Saanich as whole (10.4), but well below the average for areas within the Urban Containment Boundary (20.5).



SOURCE: Statistics Canada, Census of Population 2016





**37%**  
of dwelling units in  
Cadboro Bay were  
**built before 1960**



# 3.COMMUNITY VISION

The vision for the future of the Cadboro Bay Local Area builds on existing conditions that already make Cadboro Bay a great place and reflects the local community's values and future aspirations. These are further expanded in each section and include more specific plan objectives with accompanying policy and guidelines to guide future change in Cadboro Bay for the the next 20-30 year horizon.

Cadboro Bay offers an unparalleled natural setting that supports an active lifestyle and sustains community connections. **The area is infused, but not overwhelmed by the University of Victoria. The area continues to derive much of its identity from its coastal location, but is also strengthened as an important part of urban Saanich, including through connections with the University of Victoria.** Natural ecosystems are preserved, maintaining the green character and the community's noted "beach vibe".

Cadboro Bay Village continues to be the vibrant commercial and recreation centre of the community. The small-scale beachside Village core area provides for local community needs, culture, and recreation in a pedestrian and bicycle-friendly environment. A diversity of more compact housing types surround the Village core and adjoining neighbourhood areas provide much needed housing options for aging in place and younger families, while conserving the village scale and its unique character.

The Ten Mile Point and Queenwood Neighbourhoods, remain as larger lot residential neighbourhoods, conserving their semi-rural feel and natural amenities, which include walking trails and beach accesses offering panoramic vistas of Haro Strait and Cadboro Bay.

Current and future generations have the opportunity to stay and experience this serene area that preserves its green character, offering a unique setting of being in nature, yet steps from the urban core.

Cadboro Bay is ...

Where you go down to the water

Streets that wind through trees

Happy times at Gyro Park Beach





## 3.1 KEY PLAN DIRECTIONS

Further expanding on the above vision statement, the following key directions highlight fundamental elements of the policies and objectives of this Plan.

1

Retain and enhance the unique character of the Village core as the heart of the community.



2

Diversify transportation links and be more welcoming to pedestrians and cyclists.



3

Plan for sea level rise and climate change impacts.



4

Provide more housing forms in the village neighbourhood suitable for all ages and stages of life.



5

Enhance Gyro Park as an integral part of the community heart and place of natural beauty.



6

Recognize local First Nations culture and history.



7

Green the village and surrounding streets.



8

Ensure new buildings and public spaces are in harmony with the Village scale and character.



9

Enhance Sinclair Road as a safe and enjoyable walking and cycling route.





# 4. ENVIRONMENT AND SUSTAINABILITY

Cadboro Bay is home to an incredible combination of ecological and physical characteristics. Preserving the integrity of this natural environment and addressing climate change implications is essential to the long-term health of the community. Natural areas are integral to Cadboro Bay and form a considerable part of the community character and identity.

The local area plan seeks to identify, protect, and enhance the aquatic, marine and terrestrial ecosystems in this spectacular area. Some of the area's natural features include a variety of rare and endangered species and ecosystems, extensive shoreline and coastal upland areas, unique watercourse and watershed areas, highly productive and biologically diverse marine areas, and old growth and younger forested areas - all of which are found in a neighbourhood setting. These are important features because they provide habitat for an extensive variety of plants, insects, birds and wildlife, and are utilized as wildlife and migratory bird corridors. They are also natural assets that benefit the community and are essential to providing resilience as we face climate change.

The existing natural environment also contributes strongly to the identity and health and well-being of the Cadboro Bay community. Preserving these native environments helps to ensure the longevity, resilience, and recreational value for both current residents and future generations. The natural environment contributes to the high quality of life in Cadboro Bay and local lifestyle.

There are a myriad of threats to the natural environment, biodiversity and the abilities of these natural assets to function. Development along the waterfront, higher density development within wooded and sensitive areas, degradation in over-used natural areas, invasive species, shoreline erosion, and the negative effects on water quality due to stormwater outfalls along the coastline all create impacts on the natural environment.

The plan identifies approaches for protecting these unique and sensitive plants, animals and ecosystems in balance with achieving other plan goals such as expanding housing opportunities, enhancing active transportation options and improving recreational opportunities. Sensitive development approaches, long-term management solutions to address threats, education and stewardship, restoration and enhancement are all positive methods that can be effective.

The current Resilient Saanich process is working to put in place a Biodiversity Conservation Strategy (BCS) to formalize the protection of important areas for conservation and biodiversity in Cadboro Bay and throughout Saanich.

## OBJECTIVES

- A. Protect and enhance natural areas and natural features that are unique to the Cadboro Bay local area.
- B. Boost biodiversity by promoting naturescape, enhancing habitat, identifying wildlife corridors, managing invasive species and mitigating impacts of development in environmentally significant areas.
- C. Protect and enhance the marine shoreline and coastal upland by promoting Green Shores principles and addressing pressures related to climate change and sea level rise.
- D. Improve watershed health and the condition of watercourses, giving priority to Hobbs Creek, Mystic Vale and Mystic Pond.
- E. Maintain the urban forest and green character of neighbourhoods.
- F. Increase resiliency and capacity to adapt to climate change impacts, with a focus on management of waterfront development **considering flood construction levels, providing space for inundation or managed retreat.**
- G. Reduce energy consumption and greenhouse gas emissions.
- H. Continue to support local groups and encourage community stewardship of natural places and local amenities.

Did you know that the Great Blue Heron colony at Mystic Pond is one of the most successful on Vancouver Island? Or that Mystic Vale contains the only known old growth forest in the local area, and is home to over 75 different native plant species?



Photo credit: Michael Croteau



### **SURVEY HIGHLIGHTS\***

Residents highly value trees, beach areas, trail network and natural areas.

#### **Community Priorities:**

- Over 85% of survey respondents felt there is a good network of parks and trails in Cadboro Bay
- Over 80% of survey respondents felt they could get around easily in Cadboro Bay
- The beach, access to nature, parks and trails all were common themes of comments made by people about what they love about Cadboro Bay.

#### **Environmental features most valued:**

- Trees
- Beach
- Natural areas and gardens
- Trail network
- Big trees in Queenswood

*\*Community Survey results received during Local Area Plan Update public engagement period.*

## 4.1 AQUATIC ECOSYSTEMS

There are relatively few freshwater aquatic resources in Cadboro Bay, with Hobbs Creek serving as the only primary watershed in this area (see Map 4.1). Most of the stormwater and rainwater in the local area drain directly to the **coastline ocean**. Hobbs Creek headwaters are located in residential Oak Bay and the stream flows through the steep incline of Mystic Vale old growth forest and empties into Cadboro Bay. The creek is laden with sediments by the time it reaches the low-lying ponds, which have greatly degraded fish habitat, but appear not to have affected the Great Blue Heron colony of Mystic Pond.

### POLICIES

- 4.1.1 **Consider updating Update** Streamside Development Permit Area guidelines to recognize riparian habitat of non-fish-bearing watercourses and develop restoration or watershed management plans to enhance watercourse riparian zones, including those associated with Finnerty Creek, Guinevere Creek, Haro Creek, Hobbs Creek (including Mystic Pond) and Sheep Cove Creek.
- 4.1.2 Look for partnership opportunities to further research, **support**, monitoring **efforts**, and **develop** education initiatives for improving and restoring watercourses and natural ecosystems.
- 4.1.3 Undertake the development, implementation and monitoring of a watershed management plan for the Hobbs Creek watershed. ~~in partnership with the community, stewardship groups, industry, schools, universities, and other government agencies.~~
- 4.1.4 Identify and monitor natural assets such as those that improve water quality, water quantity, stormwater infiltration, minimize erosion, and provide shading and cooling.
- 4.1.5 Explore opportunities to restore a portion of Cadboro-Gyro Park to a natural wetland to improve stormwater management, enhance habitat and provide a natural buffer for sea level rise.
- 4.1.6 **Explore opportunities in Cadboro-Gyro Park for inundation areas in response to sea-level rise, stormwater management facilities, supporting naturally occurring and seasonal changes to ground water tables.**
- 4.1.7 Maintain an open ditch network except in the case of public safety, erosion control, or **access** where no alternatives exist **for access to the ditch for maintenance.**
- 4.1.8 Support research and mapping to identify opportunities for daylighting streams, and support proposals for daylighting, or reserving space for future daylighting, where feasible.





## 4.2 MARINE ECOSYSTEMS

Coastline areas form a significant part of the identity and appeal of the local area. Coastal upland habitat consists of a unique and sensitive array of trees and other plants that can survive the harsh conditions present in the Coastal Bluff ecosystem, which is found along the majority of the local area's coastline.

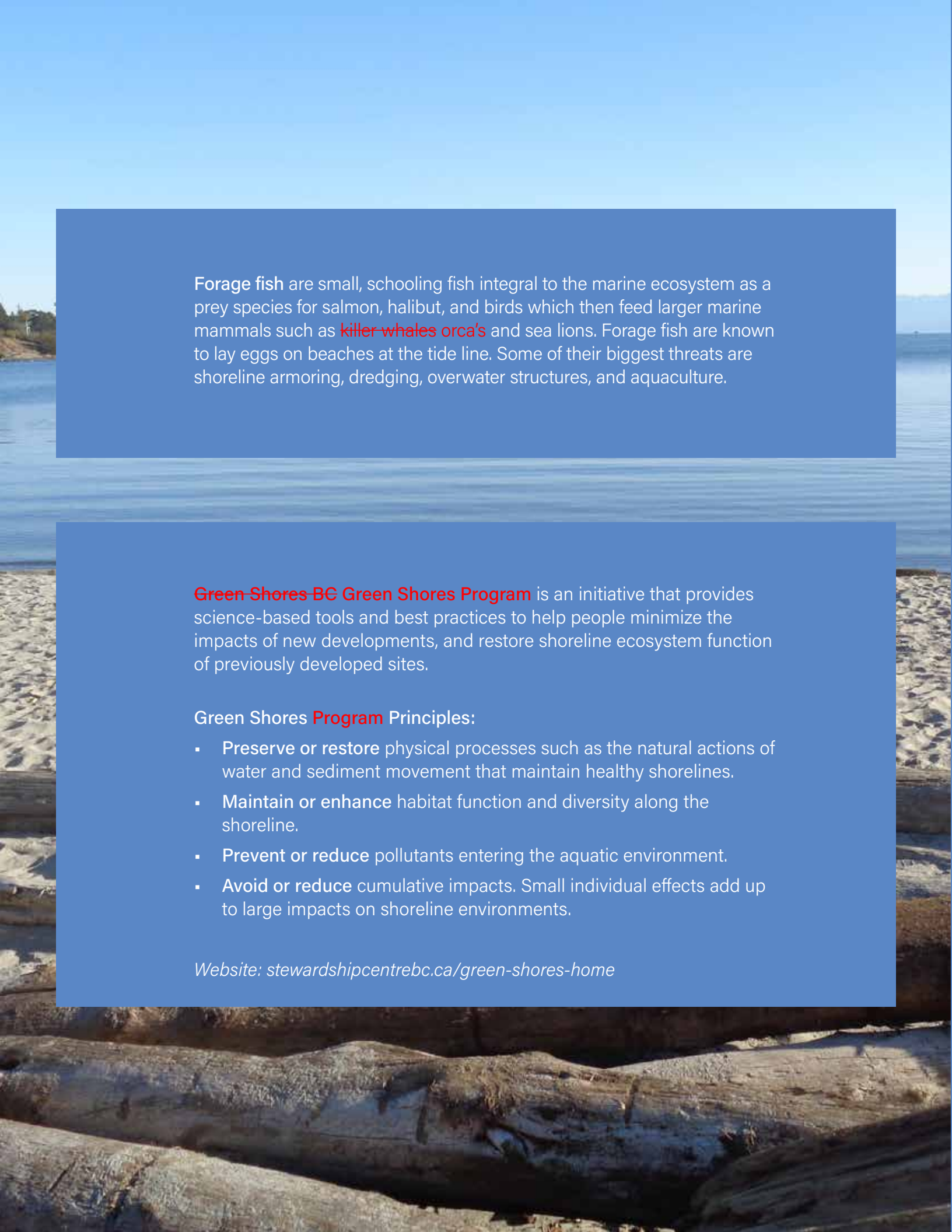
Forest vegetation that overhangs beaches provides spawning habitat for "forage fish". A wide variety of shorebirds, mammals, and small marine creatures thrive in the intertidal zone. Residents may spot seals, sea lions, and whales further offshore. All of these things rely on a healthy coastline and clean storm water.

Ten Mile Point Ecological Reserve is a marine and offshore environment just off the southeastern edge of Cadboro Bay, which supports a diverse and productive array of species and habitats. Gulls, cormorants, and shorebirds inhabit this area, as well as seals, otters, lichen, mollusks, crustaceans, and more. This unique area includes approximately 450m of intertidal shoreline, and extends seaward for 300-400m. Many of the beaches in Cadboro Bay are also known forage fish habitat.

Stretching along the entire coastline from Ten Mile Point to Portage Inlet is the Victoria Harbour Migratory Bird Sanctuary, which is Canada's first Pacific migratory bird sanctuary. This sanctuary supports and protects important habitat for birds and wildlife, including rocky points, islands of rare Garry Oak ecosystems, kelp forests, eelgrass beds, and sandy and pebble beaches.

## POLICIES

- 4.2.1 **Consider Apply** tools to protect sensitive ecosystems and habitat in backshore, shoreline and foreshore zones adjacent to Cadboro Bay and Haro Strait.
- 4.2.2 Do not support new buildings and structures, including floating or fixed docks and boathouses, being constructed below the natural boundary of Cadboro Bay and Haro Strait.
- 4.2.3 Protect and restore shorelines and natural shoreline processes, and address concerns related to erosion, climate resilience and sea level rise including through:
- Developing standards for restoring and protecting marine shorelines (particularly Beach Types 2 & 3 noted on Map 4.2) with the long-term objective of naturalization; and
  - Implementing these standards, through education, partnerships, various regulatory tools, and covenants.
- 4.2.4 Enhance and protect coastal backshore habitat by working with partners to:
- Plan for the survival and establishment of the next generation of coastal wildlife trees through greater protection measures for mature coastal trees and encouraging native tree planting; and
  - Encourage, where appropriate, parkland acquisition, the use of Green Shores principles, and exploration of incentive programs.
- 4.2.5 Support senior government initiatives and opportunities for partnerships to protect marine resources such as a National Marine Conservation Area, migratory bird sanctuaries, forage fish habitat, and others.
- 4.2.6 Continue dialogue to address off-leash dogs on beaches to provide greater protection for shoreline habitat and species of birds, forage fish, and other wildlife.
- 4.2.7 Work with senior governments and community groups to address derelict boats and mitigate impacts on the natural environment.
- 4.2.8 Continue to support the policies of the Saanich Shore Protection Analysis (1976), when dealing with development applications affecting the shorelines of Cadboro Bay and Haro Strait.



**Forage fish** are small, schooling fish integral to the marine ecosystem as a prey species for salmon, halibut, and birds which then feed larger marine mammals such as ~~killer whales~~ **orca's** and sea lions. Forage fish are known to lay eggs on beaches at the tide line. Some of their biggest threats are shoreline armoring, dredging, overwater structures, and aquaculture.

~~Green Shores BC~~ **Green Shores Program** is an initiative that provides science-based tools and best practices to help people minimize the impacts of new developments, and restore shoreline ecosystem function of previously developed sites.

**Green Shores Program Principles:**

- **Preserve or restore** physical processes such as the natural actions of water and sediment movement that maintain healthy shorelines.
- **Maintain or enhance** habitat function and diversity along the shoreline.
- **Prevent or reduce** pollutants entering the aquatic environment.
- **Avoid or reduce** cumulative impacts. Small individual effects add up to large impacts on shoreline environments.

*Website: [stewardshipcentrebc.ca/green-shores-home](http://stewardshipcentrebc.ca/green-shores-home)*

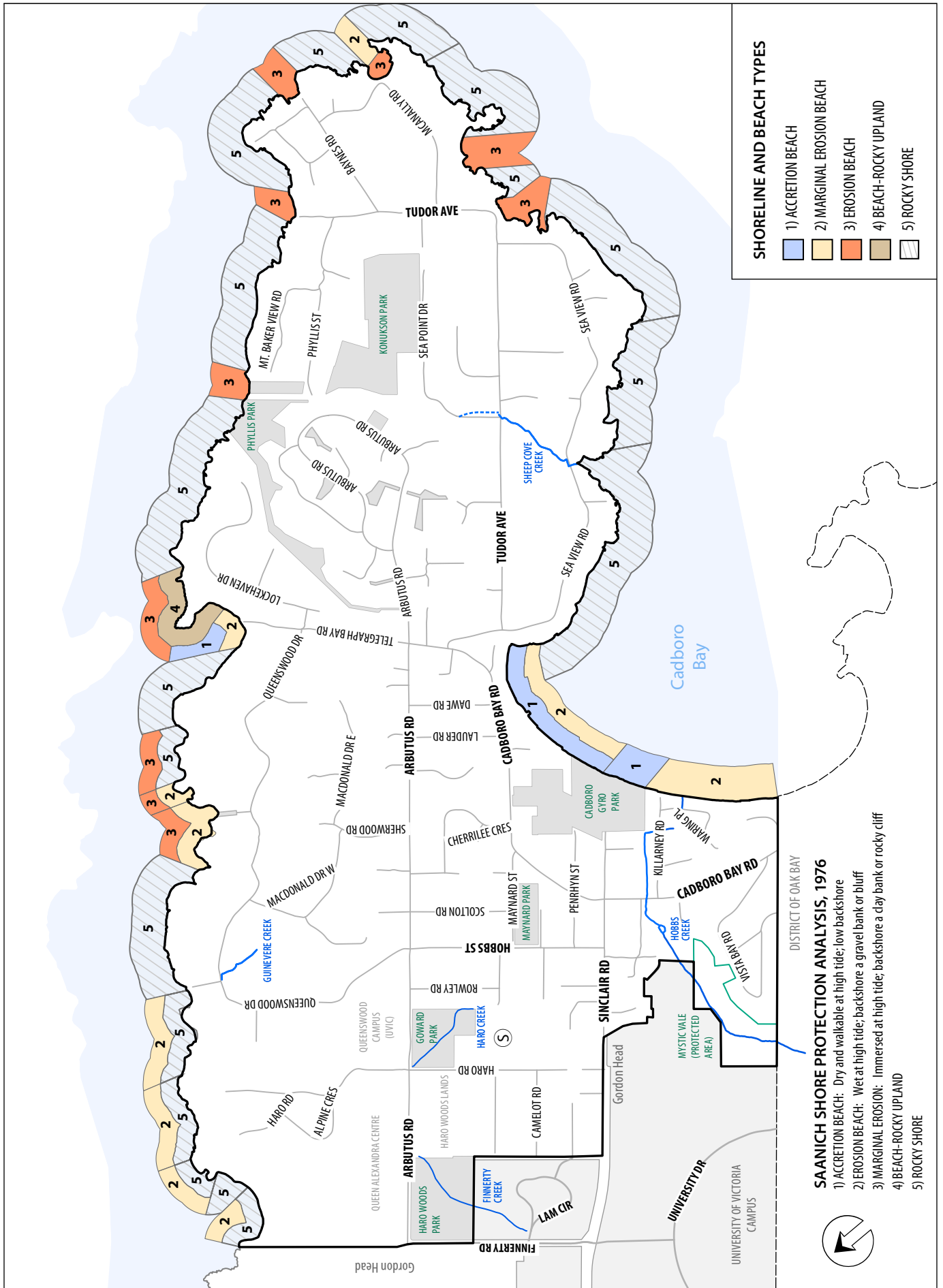


Examples of natural shorelines left undisturbed, showing coastal bluff, rocky, sand and pebbles, and driftwood covered shores.



Examples of bio-engineering techniques designed to assist with shoreline protection and erosion control, while supporting natural shoreline process and vegetation establishment. Shown are: a mix of logs and riprap with gaps to allow for vegetation, habitat and a more naturalized effect, loose retaining logs with beach grass, and bio-engineering wooden tie walls to restore and prevent erosion. This type of **rip-rap shore protection** allows for energy dissipation which reduces loss of beach **and related backshore**.





Map 4.2: Shoreline Beach Types

## 4.3 TERRESTRIAL ECOSYSTEMS AND THE URBAN FOREST

The terrestrial ecosystems in Cadboro Bay support a diverse plant and wildlife community. In Saanich, the Urban Forest is broadly defined as the sum total of all trees and their associated ecosystems within the municipality. In Cadboro Bay, the Queenswood neighbourhood, Mystic Vale, Haro Woods, Phyllis and Konuckson Parks contain the larger stands of trees and the most intact terrestrial ecosystems. There are large expanses of second growth forest (Younger Forest on Map 4.3) of Douglas-fir, Arbutus, and Garry Oak here. The dry Garry Oak ecosystems of Ten Mile Point contrast with the low-lying peat of Cadboro Bay where Hobbs Creek flows. Mystic Vale contains the only old growth forest in the local area, and is heavily used by residents. Significant Trees, designated under the Tree Protection Bylaw for their outstanding form, habitat, rarity, historical or landmark values, are clustered near Maynard Park. Important canopy trees in the Village centre are special landmarks in the community, as well as having natural value.

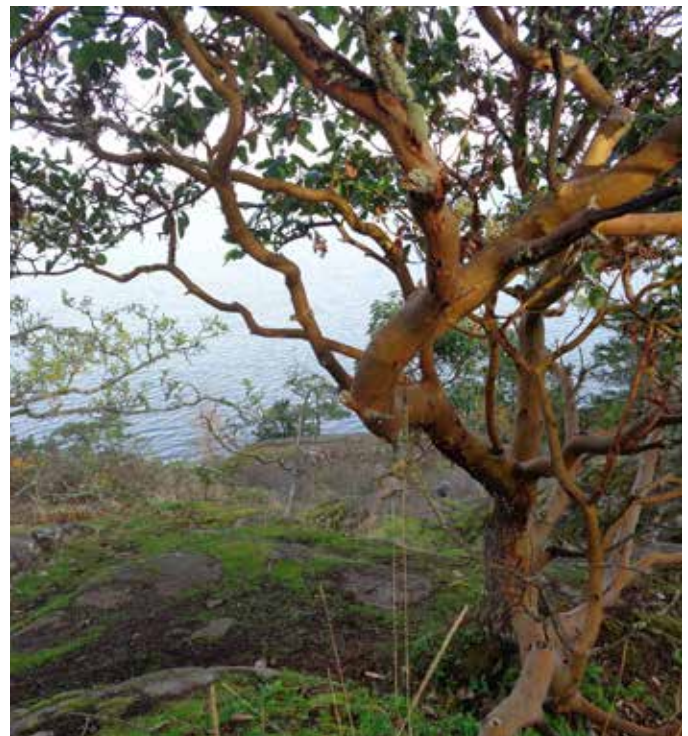
Cadboro Bay is located within the provincially rare Coastal Douglas-fir Zone, and is heavily wooded with Douglas-fir, Arbutus and Garry Oak forests. This zone contains other rare ecosystems such as Coastal Bluff, which together provide an abundance of habitat for different species. The nests and nesting trees of Great Blue Herons (provincially 'blue' listed) and Bald Eagles are protected year-round. There are seven known rare and endangered plants found in Cadboro Bay, which are indicators of viable remnant ecosystems. These plants include: Bearded-owl clover, Macoun's meadow-foam, Twisted Oak Moss, Scouler's Campion, Yellow Sand-verbena, Slimleaf Onion, and Winged Water-starwort, which are mostly located along the coastline.

The natural environment and the biodiversity of species in Cadboro Bay benefit greatly by stewardship efforts. There are many invasive plants that occur here, such as English Ivy, Daphne/Spurge Laurel, English Holly, Scotch Broom, Lesser Celandine, and Himalayan Blackberry. These plants threaten biodiversity and both private and public lands need dedicated stewardship efforts to manage and remove these.

Besides needing and warranting our protection and stewardship efforts, the natural environment is a considerable and substantial **natural** asset and provider of green infrastructure. Since the earliest times, trees, native plants, wetlands, and watercourses have **been natural and valuable assets that** provided services we all benefit from. Some of these benefits include improving water quality and quantity, stormwater infiltration, minimizing erosion, and providing shading and cooling. They also help to improve mental health and help people to slow down and de-stress.

A **green infrastructure** network refers to a network of natural resources and ecosystems that benefit people and other ecosystem components, as well as designed and engineered elements that mimic natural functions and processes. These can include natural assets such as wetlands, forests, and rivers. They can also include items such as raingardens, stormwater ponds, permeable pavement, green roofs/walls, and rain barrels. By linking biodiversity and climate change to the design of green infrastructure networks, the net benefits are further increased. **A green infrastructure network will be mapped in the Biodiversity Conservation Strategy.**

*Source: Defining and Scoping Municipal Natural Assets. Discussion Paper, Municipal Natural Assets Initiative, March 15, 2017.*



Bald eagles require large, mature trees to build their nests, which they return to each year. Bald eagles are known for nesting in this local area, although there has been a decline in known nests.



Photo credit: Michael Croteau

Saanich is located entirely within the Coastal Douglas-fir (CDF) biogeoclimatic zone. It is the smallest and least protected zone in British Columbia and makes up just 0.3% of the province, located mainly on private land (80%). As a result, all ecosystem communities in the CDF zone are considered rare or endangered (red or blue listed). Garry Oak ecosystems contain a high percentage of the rare species found in the CDF zone.



Arbutus Tree

## POLICIES

- 4.3.1 Explore measures to preserve and restore terrestrial ecosystems (native trees, shrubs, herbs and rock outcrops) on public and private land, including those shown on Map 4.3 A, 4.3 B and 4.3 C, in order to protect and enhance habitat and wildlife corridors.
- 4.3.2 Protect native vegetation, wildlife habitats, rare species and ecosystems, urban forest landscapes and sensitive marine environments within Cadboro Bay when considering applications for changes in land use, including through measures such as covenants and incentive programs.
- 4.3.3 Recognize and preserve the unique and endangered Garry Oak, Arbutus, and other ecosystems and habitats which form part of the critically imperiled Coastal Douglas-fir (CDF) biogeoclimatic zone, in the Ten Mile Point and Queenswood Neighbourhood areas.
- 4.3.4 Seek opportunities to preserve and enhance native tree canopy as part of a contiguous urban forest, including the understory, in order to support natural regeneration and ecosystem resilience considering climate change and development.
- 4.3.5 Use tools and incentives that enhance tree retention outside the building envelope when considering redevelopment.
- 4.3.6 Implement the goals and strategies of the Urban Forest Strategy (2010), and its successor, to protect and grow the urban forest.
- 4.3.7 Support dialogue and relationship building with both the Songhees Nation and Esquimalt Nation, acknowledging traditional place names, **village sites** and natural ethnobotany as part of information displays and signage as determined appropriate.

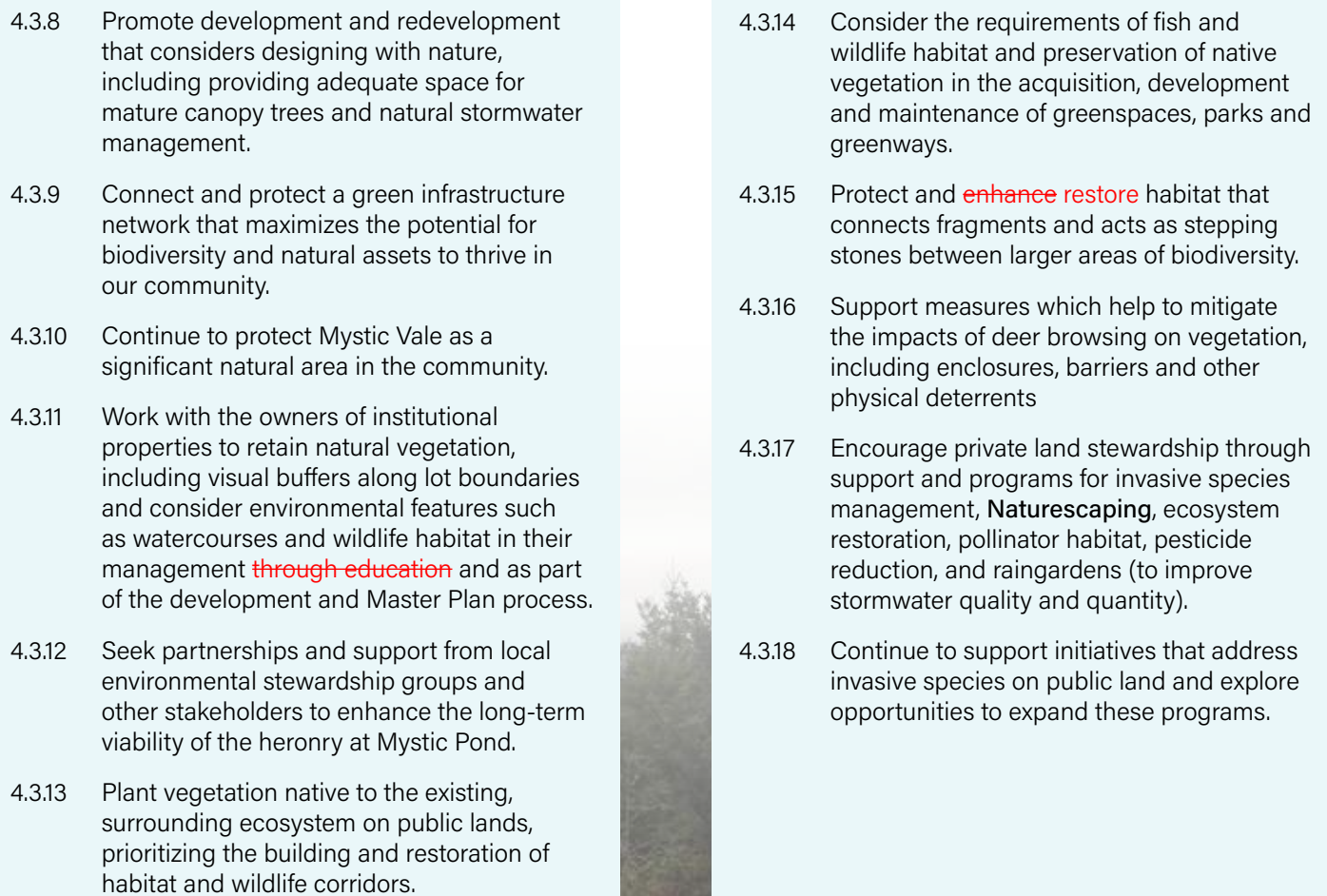
Goward House, Haro Woods and Knoksun Park have had considerable volunteer resources working to remove and manage invasive species, and to plant native species to enhance biodiversity and help prevent re-growth of invasives. These volunteer efforts are supported by Saanich through their education and Pulling Together volunteer programs.

<https://www.saanich.ca/EN/main/parks-recreation-community/parks/natural-areas/volunteer-for-pulling-together.html>



*In First Nations culture, plants play a significant role and are used for food, medicine, and cultural practices, as well as for transportation and as a basis for settlements.*



- 
- 4.3.8 Promote development and redevelopment that considers designing with nature, including providing adequate space for mature canopy trees and natural stormwater management.
- 4.3.9 Connect and protect a green infrastructure network that maximizes the potential for biodiversity and natural assets to thrive in our community.
- 4.3.10 Continue to protect Mystic Vale as a significant natural area in the community.
- 4.3.11 Work with the owners of institutional properties to retain natural vegetation, including visual buffers along lot boundaries and consider environmental features such as watercourses and wildlife habitat in their management **through education** and as part of the development and Master Plan process.
- 4.3.12 Seek partnerships and support from local environmental stewardship groups and other stakeholders to enhance the long-term viability of the heronry at Mystic Pond.
- 4.3.13 Plant vegetation native to the existing, surrounding ecosystem on public lands, prioritizing the building and restoration of habitat and wildlife corridors.
- 4.3.14 Consider the requirements of fish and wildlife habitat and preservation of native vegetation in the acquisition, development and maintenance of greenspaces, parks and greenways.
- 4.3.15 Protect and **enhance restore** habitat that connects fragments and acts as stepping stones between larger areas of biodiversity.
- 4.3.16 Support measures which help to mitigate the impacts of deer browsing on vegetation, including enclosures, barriers and other physical deterrents
- 4.3.17 Encourage private land stewardship through support and programs for invasive species management, **Naturescaping**, ecosystem restoration, pollinator habitat, pesticide reduction, and raingardens (to improve stormwater quality and quantity).
- 4.3.18 Continue to support initiatives that address invasive species on public land and explore opportunities to expand these programs.

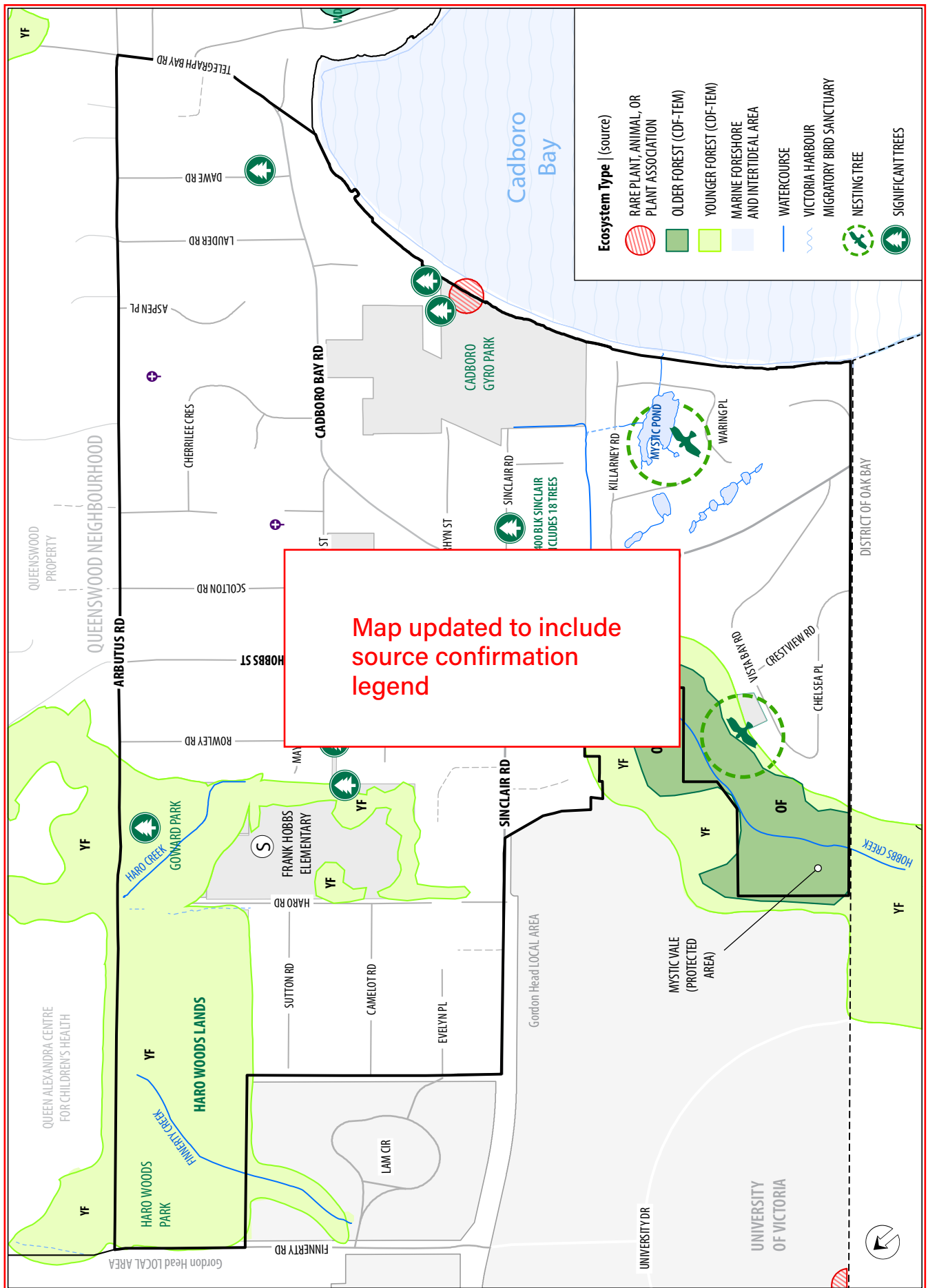
### Naturescape Principles include

- a commitment to stewardship
- habitat creation & preservation
- preservation of biodiversity
- water conservation
- use of native plants
- elimination of pesticides

### Did you know...

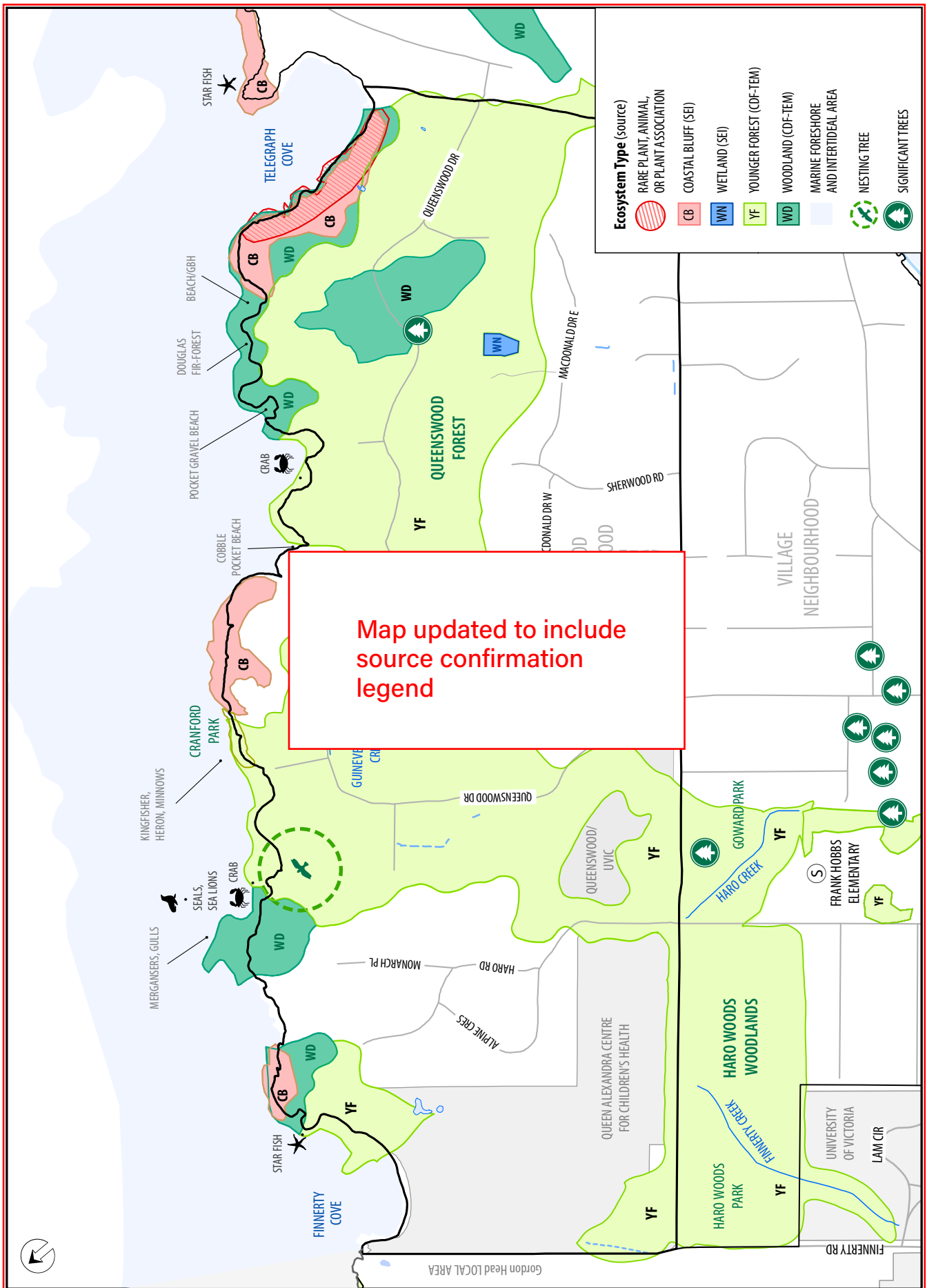
Phyllis Park serves as a corridor for wildlife, by connecting the forests of the Queenswood, Konukson Park and Bedford Road Park with the ocean?





Map 4.3B: Village Neighbourhood Environmentally Significant Areas





Map 4.3C: Queenswood Neighbourhood Environmentally Significant Areas

## MAPPING OF ENVIRONMENTALLY SIGNIFICANT AREAS

The natural terrestrial environment found in Cadboro Bay contains ecosystems considered rare and endangered on a provincial and national scale. Maps 4.3A, 4.3B and 4.3C provided show areas that have been identified as having environmental significance. This mapping will likely evolve over time. It is important to note that areas not identified (shown as white colour on the map) do not necessarily contain no vegetation, however, they did not meet the minimum requirement by a professional biologist to be considered a sensitive ecosystem at the time of inventory creation.

The mapping of environmentally significant areas draws on three data sources, which are described below. Each inventory defines site characteristics differently. For a list of methodology and all site codes and their specific definitions, please see associated document links.

### Coastal Douglas-fir Terrestrial Ecosystem Mapping (TEM)

The Coastal Douglas-fir (CDF) Biogeoclimatic Zone Terrestrial Ecosystem Mapping (TEM) is a provincial inventory of associated ecosystems that occur on a narrow strip of south-east Vancouver Island. This mapping was completed by the province in 2008. This inventory includes many different ecosystem categories such as forests of varying ages and Garry oak meadows but also non-forested ecosystems and wetlands. Saanich has refined these maps selecting only ecosystem types that have been identified as sensitive areas.

For more information on CDF-TEM, please see the documentation provided by the Province of BC: [https://www2.gov.bc.ca/assets/gov/environment/natural-resource-stewardship/nr-laws-policy/risc/standards\\_for\\_mapping\\_ea\\_version1.pdf](https://www2.gov.bc.ca/assets/gov/environment/natural-resource-stewardship/nr-laws-policy/risc/standards_for_mapping_ea_version1.pdf)

### Saanich Ecosystem Mapping (SEM)

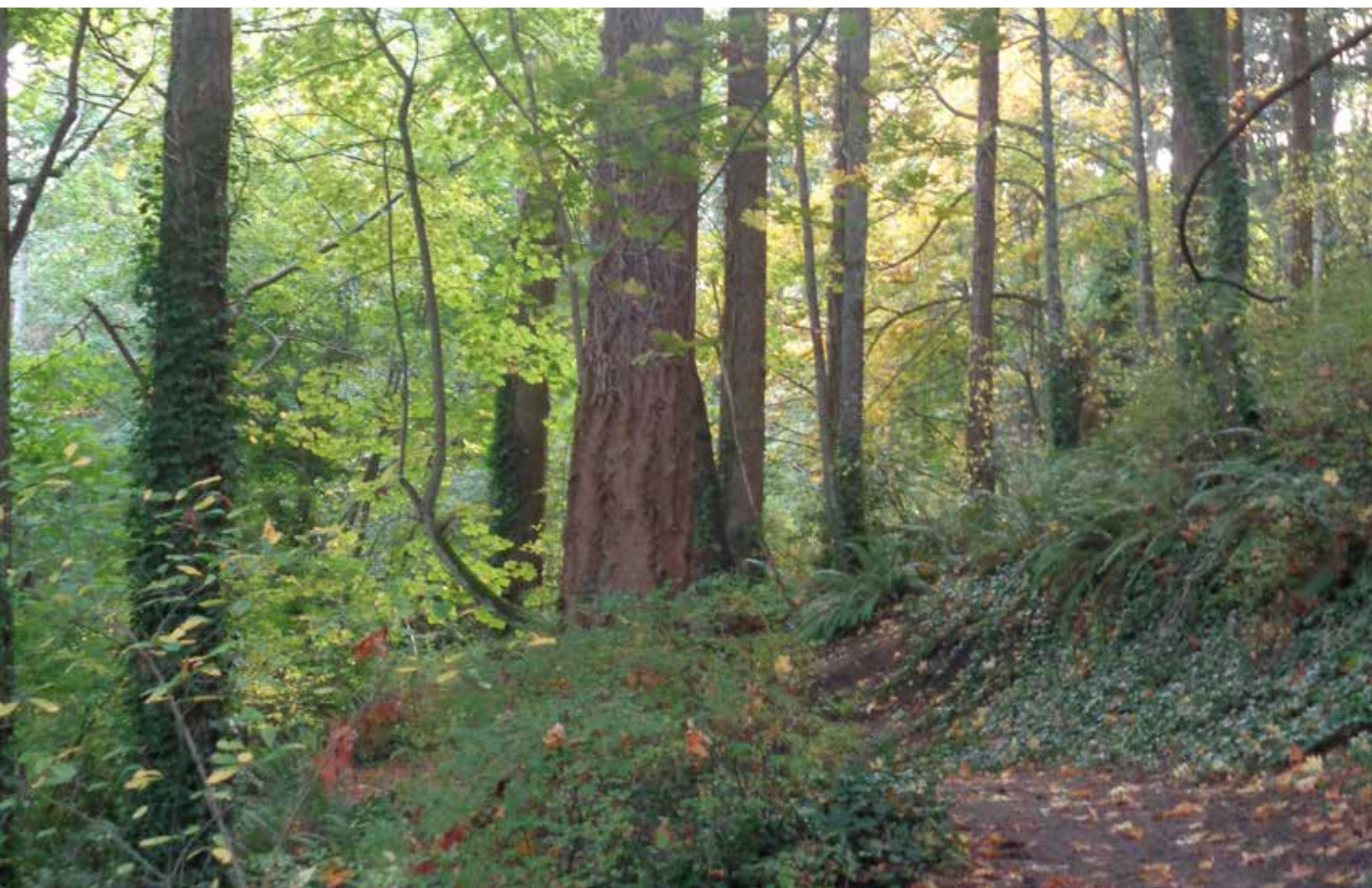
SEM (formerly known as ESA) is a Saanich “in-house” inventory of data collected through the Saanich Environmentally Significant Areas Mapping Initiative as well as data submitted to Saanich by professional Biologists. SEM is presented using the same codes as the federal and provincial Sensitive Ecosystem Inventory (SEI), with data from 2012 to 2014. Other ecosystem mapping data obtained by Saanich is added to this layer on a case-by-case basis.

For more information on the SEM dataset, please see the documentation provided by the District of Saanich: [https://www2.gov.bc.ca/assets/gov/environment/natural-resource-stewardship/nr-laws-policy/risc/tem\\_man.pdf](https://www2.gov.bc.ca/assets/gov/environment/natural-resource-stewardship/nr-laws-policy/risc/tem_man.pdf)

### Federal/Provincial Sensitive Ecosystem Inventory (SEI)

SEI is a provincial dataset that systematically identifies, classifies, maps and evaluates rare and fragile ecosystems. The original inventory was mapped using 1984–1992 orthophoto imagery at 1:20,000 scale. Ecosystems mapped include older forest, woodland, coastal bluff, terrestrial herbaceous, sparsely vegetated, riparian, and wetland ecosystems. Seasonally flooded agricultural fields and older second growth forests are included because of the wildlife habitat values they provide. The full dataset was revised in 2003 by a consultant using orthophoto imagery from 2002. The SEI within Saanich was revised again by Saanich Environmental Services in 2020 using 2019 orthophotos. Comparison of the original SEI mapping from the 1990's and the 2020 mapping shows changes due to ecosystem disturbance over this time period.

For more information on the SEI dataset, please see the documentation provided by the Province of BC: [https://www2.gov.bc.ca/assets/gov/environment/natural-resource-stewardship/nr-laws-policy/risc/tem\\_man.pdf](https://www2.gov.bc.ca/assets/gov/environment/natural-resource-stewardship/nr-laws-policy/risc/tem_man.pdf)



## 4.4 CLIMATE ACTION: MITIGATION

Saanich is committed to reducing energy consumption and greenhouse gas (GHG) emissions associated with climate change ~~as outlined in the Climate Plan~~. The Climate Plan sets goals of cutting emissions in half by 2030 and being net zero by 2050. Initiatives to reduce energy use and switch to renewable energy sources not only reduce our GHG emissions and our impact on global climate change but they also help to improve local air quality and potentially reduce fuel costs.

Transportation is the greatest source of GHG emissions in Saanich, and is an important focus for emission reduction in Cadboro Bay. 74% of Saanich residents rely on their vehicle to travel to work, access regional services and for other trip purposes. In order to meet our GHG emissions targets by 2030, 22% of all trips need to be by active transportation (walking and cycling), 14% of trips need to be by transit and 36% of personal vehicles need to be electric. This means a rapid replacement of fossil fuel vehicles with electric vehicles in the coming years and an increase in the number of trips taken by walking, biking, e-bikes and transit. The infrastructure needed to support those decisions will be critical and there are multiple actions underway, including:

- the District of Saanich is implementing the bicycle and sidewalk network outlined in the Active Transportation Plan to support a move to more sustainable modes of travel;
- continued expansion of public EV charging stations at District of Saanich and other community facilities;
- requirements for EV charging infrastructure to be installed in new residential, industrial, commercial and institutional buildings;
- implementation of the Electric Mobility Strategy; and,
- there are multiple rebates and incentives available to assist with switching to electric vehicles and electric bikes. More information is available here: [Saanich.ca/climateplan](https://saanich.ca/climateplan).



## POLICIES

- 4.4.1 Encourage the location of electric vehicle charging stations in public and institutional parking areas, and as part of multi-family and mixed-use commercial developments.
- 4.4.2 Support land use changes that create complete communities, offering more diverse housing formats within walking distance to Village amenities and services, and with convenient transit access.
- 4.4.3 Support deep energy retrofits of existing buildings.
- 4.4.4 For new and existing developments, encourage the use of renewable energy for living space and hot water heating systems, such as air-source heat pumps, BC Hydro grid electricity, photovoltaics (PV), solar thermal, and geothermal energy.
- 4.4.5 Encourage new development applications to meet higher BC Energy Step Code levels ahead of them becoming mandatory requirements through bylaw or the BC Building Code.

**Buildings** account for approximately 1/3 of GHG emissions in Saanich, primarily through the use of fossil fuels such as natural gas, oil and propane for heating. However, many homes and buildings in Saanich are already powered by renewable energy, as BC Hydro electricity is currently 97% renewable. More compact and energy efficient building forms result in lower energy use and cost savings.

The recently adopted BC Energy Step Code requires new buildings to be built to high energy efficiency standards and be net-zero energy ready by 2032. However, in addition to new construction, considerable effort will need to be made on retrofitting existing buildings to both reduce energy use and to switch to renewable forms of heating and cooling such as electricity via a high efficiency heat pump. Again, there are many actions underway to support this transition, including multiple rebates and incentives available to assist with both new build and retrofitting existing buildings for energy efficiency and a renewable energy heat pump.



**A Net Zero Energy Ready Building:** is a building built to high energy-efficiency standards such that it could (with additional measures) generate enough onsite energy to meet its own energy needs.

## 4.5 CLIMATE ACTION: ADAPTATION

Climate changes anticipated in the Capital Region include hotter, drier summers and warmer, wetter winters. For Cadboro Bay, similarly to other Saanich areas, these changes will have impacts on ecosystem health, shoreline integrity, slope stability and general social well-being. Rainstorms are anticipated to become more intense, increasing the risk of overland flooding, and placing additional strain on municipal infrastructure. In addition, increases in wildfire activity within the region, Province and American states to the south will bring health and social impacts from poor air quality due to wildfire smoke.

Being surrounded on three sides by coastal waters, Cadboro Bay is at risk of sea level rise, coastal flooding (both temporary and, in some areas, permanent inundation), and erosion. It does not exclude the possibility of a tsunami event and ground liquefaction in the event of an earthquake. There is also a potential for seasonally high groundwater levels to extend into the existing Village Centre. These are significant threats to public and private property, as well as significant threats to ecosystems and natural features. Many of the policies outlined in sections 4.1 through 4.3 will be critical to adaptation as well, in supporting our ecosystems to be resilient and adaptable in the face of significant climatic changes in the years and decades ahead.



## POLICIES

- 4.5.1 Require all new developments in potentially impacted areas (notably the area extending east of the Village Centre towards Cadboro-Gyro Park) to assess seismically induced geotechnical hazards and the potential for seasonally high groundwater levels. New developments are to be built to appropriate flood construction levels (as outlined in the Provincial Flood Hazard Area Land Use Management Guidelines) and signed off by a qualified professional engineer.
- 4.5.2 Prepare for one-meter sea level rise by 2100 as projected by current models, by maintaining larger minimum lot sizes in Ten Mile Point and Queenswood areas, to allow for buildable areas to be located away from the coastline, and by working with property owners and partner agencies to mitigate potential impacts.
- 4.5.3 Utilize results from the Capital Region Coastal Flood Inundation Mapping Project and other relevant sources to develop improved guidance and regulations that ensures consistent application of protections such as flood construction levels for coastal developments.
- 4.5.4 Develop a broader Coastal Adaptation Strategy for Saanich, that considers long term options and the preferred direction for adapting public infrastructure and amenities, supporting sensitive coastal ecosystems, and regulating land uses in response to ongoing and/or severe sea level rise in Cadboro Bay.
- 4.5.5 Support programs and partnerships that advance research and best practices for mitigation and adaptation of climate change, including through exploring the use of Cadboro Bay as a pilot community. This could include partnerships with the University of Victoria, Ocean Science Centre, Pacific Institute for Climate Solutions (PICS) and Pacific Climate Impacts Consortium (PCIC), and the Stewardship Center of BC Green Shores Program.
- 4.5.6 Work to provide support for vulnerable populations during periods of extreme weather through communication and outreach, and by encouraging neighbourhood programs. Designate cooling centres and places of refuge during extreme weather events such as heat waves, extreme storms, or other emergencies.
- 4.5.7 Support redevelopment that introduces green space, adds to the urban forest and provides slope stabilization, weather protection and shading to reduce the urban heat island effect.
- 4.5.8 Support climate change adaptation by encouraging integration of green roofs that can improve stormwater runoff, building energy performance, habitat opportunities, urban cooling outcomes, and access to green space.
- 4.5.9 Encourage building design that uses passive cooling techniques with the goal to improve energy efficiency, lower operational costs and improve thermal comfort.
- 4.5.10 Support additional studies, data collection and joint initiatives that provide a greater level of information and support the development of strategies by the District of Saanich, Capital Regional District, Province and Federal government agencies and others that address climate changes.





# 5. LAND USE

~~The Cadboro Bay Local Area is a relatively low density, tree lined neighbourhood with a small Village commercial core adjacent to Cadboro-Gyro Park, a popular family friendly park and public beach. Cadboro Bay is primarily characterized by single detached lots of varying size. There is also a smaller component of multi-unit housing and a number of institutional and park uses (see Map 5.1). The Cadboro Bay Local Area is a relatively low density, tree lined community with a small Village commercial core adjacent to Cadboro-Gyro Park, a popular family destination and public beach. Cadboro Bay has three distinct neighbourhoods: The Village, Ten Mile Point and Queenswood. The Village Neighbourhood has the highest intensity of uses, including commercial and multi-family mixed-use buildings as part of the Village Centre (see Map 5.1).~~

The semi-rural character of much of the area is created by the parks, open space, natural vegetation and access to the ocean. The larger residential lot sizes in Queenswood and Ten Mile Point also contribute to its green character. Largely as a result of the larger lots, distinct Garry Oak and Douglas Fir ecosystems continue to exist.

~~Housing in Cadboro Bay is primarily characterized by single detached lots of varying size. The area includes a smaller component of multi-unit housing, institutional and park uses.~~

Multi-unit dwellings are currently limited to the Village Centre and the Wedgewood Estates in the Ten Mile Point Neighbourhood. Commercial uses are concentrated in the Village Centre. The local area has a number of institutions providing local and regional services, including an elementary school, a private kindergarten, and a senior's activity centre. The area includes a concentration of land owned by institutions on the northwestern edge, including the University of Victoria, Queen Alexandra Centre for Children's Health, and School District 61.

~~Cadboro Bay has three distinct neighbourhoods: The Village, Ten Mile Point and Queenswood. The Village Neighbourhood has the highest intensity of uses, including commercial and multi-unit mixed-use buildings as part of the Village Centre.~~

This section seeks to provide direction for land use management in Cadboro Bay, with consideration of each neighbourhood, its unique features and characteristics. The Plan also endeavors to implement the Official Community Plan goal of strengthening Centres and Villages by expanding housing choices and the range of services and amenities in Cadboro Bay Village to better accommodate the needs of current and future generations.

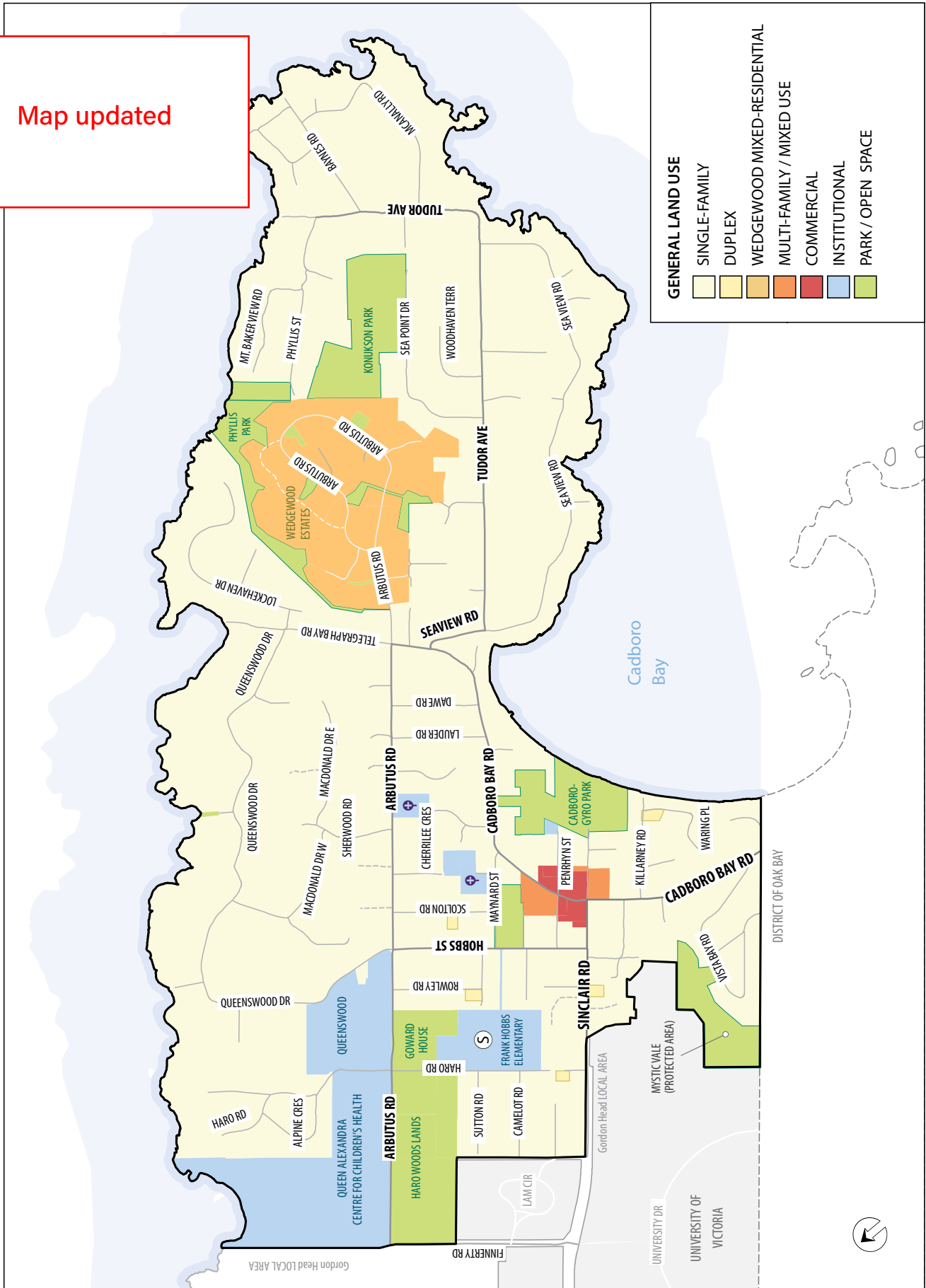
The Cadboro Bay Village is further addressed in Section 9, the *Village Sub-Area Plan* which provides more specific detail and policy for this area.

## OBJECTIVES

- A. Preserve and enhance Cadboro Bay Village as the heart of the community by reinforcing its pedestrian focus, low-rise built form and small-scale village character.
- B. Support redevelopment in the Village Centre that reinforces the pedestrian scale and beachside character of the Village and introduces a variety of shops, services, and housing options.
- C. Facilitate a diversity of housing forms in the Village Neighbourhood, including low-rise apartments, townhouses, and infill housing to offer opportunities to house a greater range of residents, including older adults and young families.
- D. Support ~~the inclusion of~~ a variety of housing types within walking distance of the Village Centre while retaining the existing neighbourhood character.
- E. Maintain the semi-rural character and larger lot sizes in Ten Mile Point and Queenswood residential neighbourhoods ~~while exploring incremental infill through Saanich-wide initiatives.~~
- F. Support land use changes on Institutional properties that provide employment, community and housing uses suitable to the neighbourhood context.
- G. Preserve natural environment features and natural amenity areas, and improve community access as part of redevelopment projects.



Map updated



Map 5.1: Current land use (2023)

## 5.1 FUTURE LAND USE

The concept for future land use was developed through public engagement, in collaboration with the community as part of a multi-day involving 184 community members. **Emerging** concepts ideas and policy directions were further refined at a second charrette workshop on Housing & Land Use involving the participation of over 155 community members. Outcomes from both charrette workshops informed the development of the land use concept shown on Map 5.2, which provides direction for future land use change.

The **Village Centre** is centred on Cadboro Bay Road and generally defined by the extent of commercial and multi-unit residential uses. The Village Centre will continue to be the core of the community while retaining its small scale character. Over the next 20-30 years, new housing options will be added through redevelopment in the Centre and gentle intensification on sites within the **Village Neighbourhood**. Institutional sites will also continue to be a large component of the local area, offering the potential for additional employment, housing and community serving opportunities.

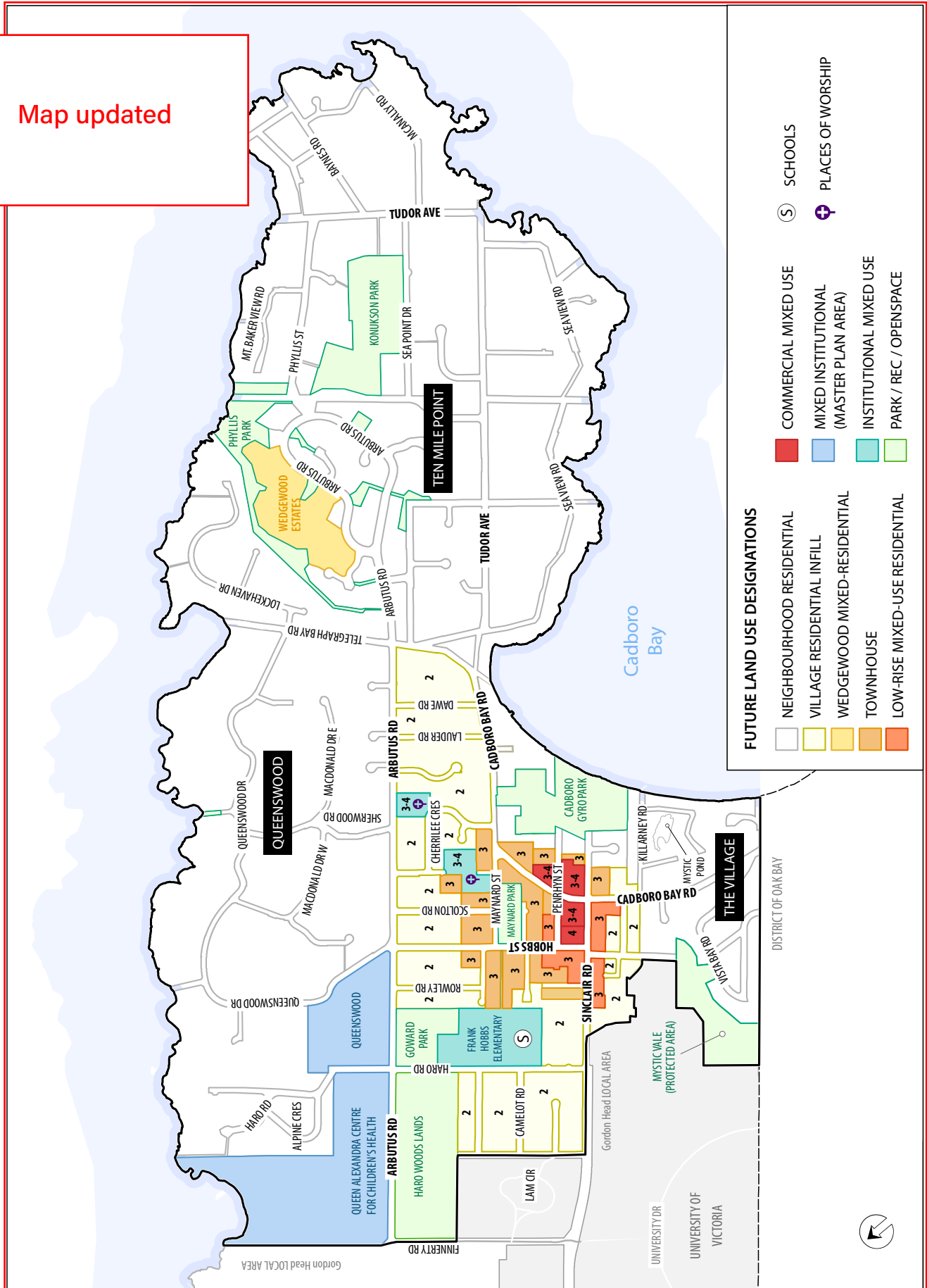
Land use policies and guidelines seek to ensure new units are well integrated into the existing neighbourhood character **as part of an expanded Development Permit Area. The Development Permit Area will guidelines** supplement land use policy by providing direction for the form and character of future development. More detail and information for the Village Centre and Village Neighbourhood can be found in Section 9: *Village Sub-Area Plan*.

**Queenswood** and **Ten Mile Point** neighbourhoods are anticipated to retain their current large-lot semi-rural character with minimum lot sizes as shown on Map 5.3. As in the other areas, secondary suites and garden suites are permitted under specific guidelines. Retention of trees, public views, and street design will all contribute to the continuing unique feel and character of Queenswood and Ten Mile Point.

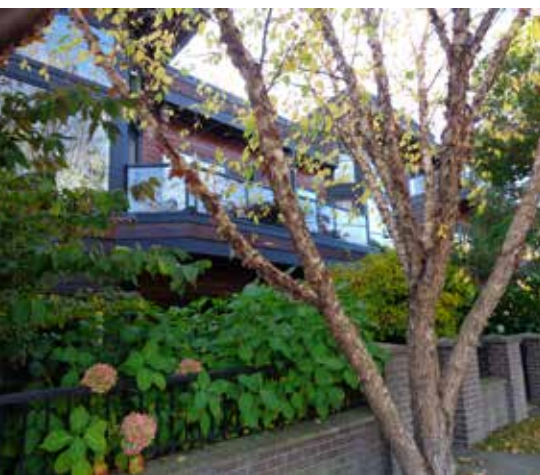
## POLICIES

- 5.1.1 Consider changes to land use based on the Future Land Use Concept (Map 5.2 and Figure 5.1), the *Village Sub-Area Plan* (Section 9) and policies in this Plan.
- 5.1.2 Focus apartment, commercial and mixed-use developments in the Village Centre.
- 5.1.3 Focus redevelopment in the Village Centre and in the Village Neighbourhood while maintaining the large lot character in the Queenswood and Ten Mile Point Neighbourhoods.
- 5.1.4 Support redevelopment proposals that include:
  - enhancements to the pedestrian experience and connectivity;
  - integration of existing mature trees and the planting of new trees;
  - preservation of public views to the water; and
  - **expansion of housing diversity and affordability.**
- 5.1.5 Encourage mixed-use redevelopment in the Village Centre that respects adjacent land uses, adds small scale commercial uses and enhances the village experience and character.
- 5.1.6 Assess sea level rise projections and associated seismically induced geotechnical considerations and the potential for seasonally high groundwater levels in reviewing development proposals, especially in the areas of the Village Centre east towards Cadboro-Gyro Park (see also applicable policies in Section 4.5 and Section 9: *Village Sub-Area Plan*).
- 5.1.7 Consider housing on Institutional properties, including church sites, Queen Alexandra and University of Victoria-Queenswood.
- 5.1.8 Assess potential impacts of new development, including through requiring studies, where necessary, to analyze impacts on active transportation networks, parking, traffic flows, infrastructure capacity, ecological assets, land use and building transitions, views, shadowing and shading, and geotechnical conditions.
- 5.1.9 Support parking variances for projects that incorporate elements that reduce parking demand, including smaller unit sizes, rental tenure, and convenient access to active transportation networks (See also Policy 5.2.8).

Map updated



Map 5.2: Land Use and Building Height Designations



Land Use Designation	Building Type and Use	Building Height	Floor Space Ratio (FSR)
Neighbourhood Residential	single detached residential, secondary suites, garden suites	up to 2 storeys	per zoning
Village Residential Infill	low-density, infill housing that includes duplex, triplex, fourplex, courtyard and other innovative ground-oriented housing formats including secondary suites and garden suites	up to 2 storeys	0.45 – 0.65
Townhouse	ground-oriented attached residential units	up to 3 storeys	0.6 – <del>1.0</del> 1.1
Low-Rise Mixed-Use Residential	low-rise residential apartment, commercial, townhouse	up to 3 storeys	1.2
Commercial Mixed Use	retail commercial, office and residential uses	up to 4 storeys	1.0 – 1.6
Wedgewood Estates Residential	multi-unit and single family residential	multi-unit apartment (4 storeys) and single family residential (2 storeys)	site specific
Mixed Institutional (Master Plan Area)	education, research, government, health, utilities, community uses, recreation, housing and limited neighbourhood serving commercial	site specific	site specific
Institutional Mixed-Use	institutional, community and residential uses	site specific	site specific
Park/Recreation/Open Space	parks, trails, natural areas and structures ancillary to park use	n/a	n/a

**Figure 5.1: Land use and building height designations**

## 5.2 HOUSING

Single family housing is the predominant housing type in Cadboro Bay, comprising 79% of all dwelling units, as compared to 59% in Saanich as a whole. **Some That said, a number of** multi-unit developments exist in the Village Centre and at Wedgewood Estates in Ten Mile Point. St. George's Anglican Church provides a limited number of housing units for seniors (20 units). Cadboro Bay includes no non-market housing and very few rental units. Current housing prices and a lack of housing choices limit options for young families, low to moderate income individuals and seniors looking for the opportunity to downsize and age-in-place.

Saanich's recently completed Housing Needs Report highlights the need for affordable housing, with the most acute need for rental accommodation, particularly for lone parent families and single person households. There are no purpose built rental buildings in Cadboro Bay.

**Over the next five years** Between 2020-2025, Saanich's population is anticipated to grow by 5,011 new people, of which approximately 47% is anticipated to be renter households. Also of note, almost 2/3 of growth **over the next five years** will be in households where the primary household

maintainer is between 75-84 years old. This further highlights the need to provide diverse housing options that allow residents to age in place and live close to community services and amenities.

The Plan seeks to provide more diverse housing forms that are suitable for a broader range of households and demographics. Providing more ground-oriented housing near Village amenities in the Village Neighbourhood was identified as desirable in the Community Vision Survey and the Housing and Land Use Charrette Workshop. More diverse housing typologies, especially for seniors and young families, would help people meet their housing needs at different stages in life and remain in the community.

The Plan supports a vibrant Village Centre by locating multi-unit housing in and near the Village Centre. This approach is consistent with the direction of the Saanich Official Community Plan (OCP) that encourages a range of housing types to address community housing needs and support Villages and Centres as more complete communities. The Plan also envisions new infill housing formats that would be sympathetic to the single-detached residential character of the Village Neighbourhood.



**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.



## POLICIES

- 5.2.1 Encourage multi-unit residential and mixed-use residential development in the Village Centre in accordance with Section 9, *Village Sub-Area Plan* policies and in alignment with *Cadboro Bay Village Development Permit Area Design Guidelines*.
- 5.2.2 Support ground-oriented infill housing in areas designated as Village Residential Infill on Map 5.2, with a goal of creating a greater diversity of unit sizes, price points and housing forms.
- 5.2.3 Make updates to the Zoning Bylaw, parking regulations and design guidelines to provide a framework for supporting residential infill development and to encourage high-quality **building design and a positive fit within that fits within the scale and character of established neighbourhoods.**
- 5.2.4 Support the development of rental housing and other forms of tenure to expand housing options. **and affordability.**
- 5.2.5 Consider increased height and a broader range of uses for Institutional Mixed-Use sites when non-market housing is proposed.
- 5.2.6 Work in partnership with the CRD, BC Housing and other agencies to support affordable housing developments in Cadboro Bay.
- 5.2.7 Support local churches in their consideration of affordable housing that includes multi-unit and **housing for seniors and families seniors-housing** as part of future redevelopment.
- 5.2.8 Support the integration of housing that meets community needs as part of redevelopment of the Queen Alexandra site on Arbutus Road.
- 5.2.9 Work with the University of Victoria to understand housing needs and develop housing policies.
- 5.2.10 Support parking variances for developments within walking distance of the Village Centre as a means to reduce **impervious surfaces** and provide opportunities for landscaping, tree planting and outdoor amenity space.
- 5.2.11 Maintain the large lot residential character of Queenswood and Ten Mile Point neighbourhoods through maintaining minimum lot sizes identified on Map 5.3.
- 5.2.12 Do not support rezoning to permit minimum lot sizes less than those identified on Map 5.3 (See also Policy 9.1.11).
- 5.2.13 **Update the Zoning Bylaw, where necessary, to adopt site-specific zoning for properties that have expiring Land Use Contracts (see Map 5.3) to reflect existing and approved land uses. Support Zoning Bylaw amendments to reflect existing land uses where Land Use Contracts have been terminated by the Province.**





## 5.3 COMMERCIAL AND COMMERCIAL MIXED-USE

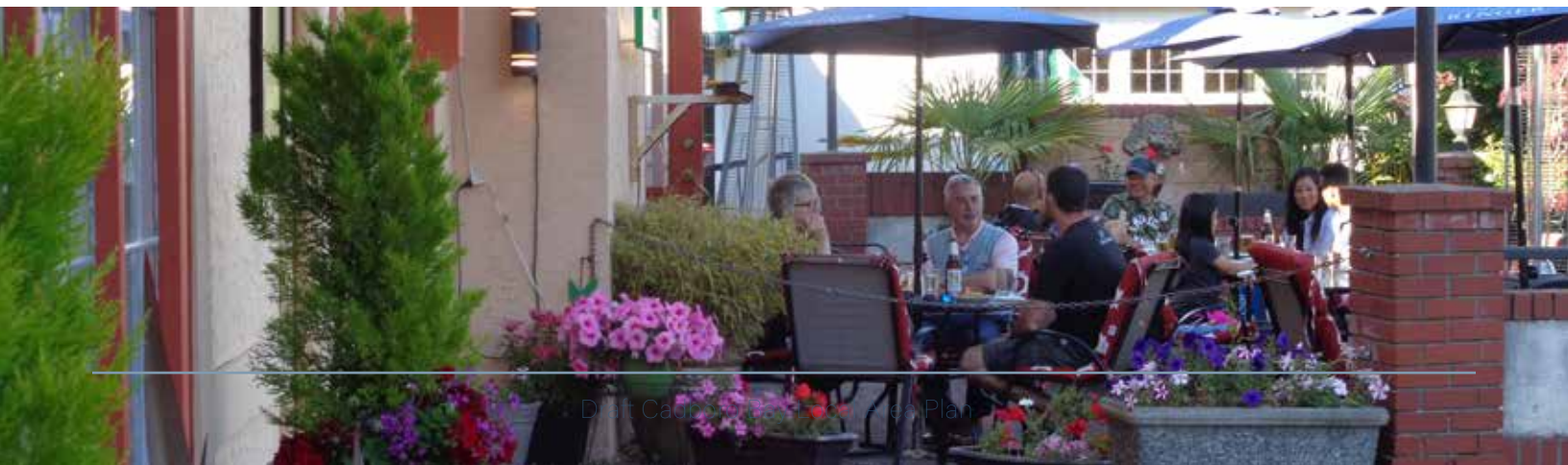
In Cadboro Bay, commercial uses are focused in the Cadboro Bay Village Centre. The **Cadboro Bay Village Centre** is the community focal point and known for its small shops, eclectic restaurants, and friendly local village atmosphere. The Village Centre is host to several regional events and festivals, including the popular Cadboro Bay Festival and sandcastle competition at Cadboro-Gyro Park Beach.

The Village Centre includes 3,950 sq. meters (42,500 sq feet) of commercial space and 78 units of multi-family housing. ~~The shopping centre located on the south side of Cadboro Bay Road was built in 1961, while the shopping centre across the street on the north side was built in 1947. Together~~ There are two aging shopping centres located along Cadboro Bay Road. The south side centre was built in 1961, and the north side in 1947, together they form the core of Cadboro Bay Village.

While the Village will continue to be small-scale, an incremental expansion of commercial is anticipated north of Cadboro Bay Road to provide a broader range of shops and services for the local community. Additional consideration has been noted for the potential inclusion of a small local neighbourhood retail use in the Queenswood neighbourhood, potentially on institutional lands.

### POLICIES

- 5.3.1 Encourage a greater variety of neighbourhood scale shops and services in the Village Centre, including through the provision of additional commercial uses on Penrhyn Street and Sinclair Road on sites designated as Low-Rise Mixed Use Residential on Map 5.2.
- 5.3.2 Support the Village Centre as a vibrant commercial core and seek to further enhance its seaside character and community atmosphere.
- 5.3.3 Require that new commercial development and redevelopment is oriented to the street and contributes to a positive pedestrian experience by providing a well-designed pedestrian environment that includes consideration for outdoor seating and plaza spaces.
- 5.3.4 Require commercial parking to be located away from the street frontage to support an active pedestrian environment in the Village.
- 5.3.5 Consider a small-scale commercial component, such as a coffee shop, to be included as part of future development on the Queen Alexandra site.



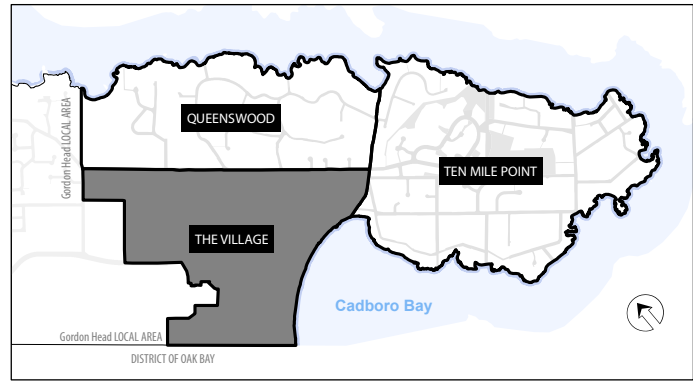


## 5.4 THE VILLAGE NEIGHBOURHOOD

The Village Neighbourhood is the primary entry point into the local area and borders the University of Victoria. This area includes the Village Centre and Cadboro-Gyro Park which are major focal points of the community. The Neighbourhood predominantly consists of single-detached housing on a traditional grid street pattern with lot sizes smaller than other parts of the local area.

Through the Plan development process there was significant interest in expanding the range of housing options in the Village Neighbourhood. Additionally, there was interest in a modest expansion of the commercial footprint of the Village Centre. The resultant concepts support housing types that would increase housing diversity and supply, while retaining street and block character and mature trees.

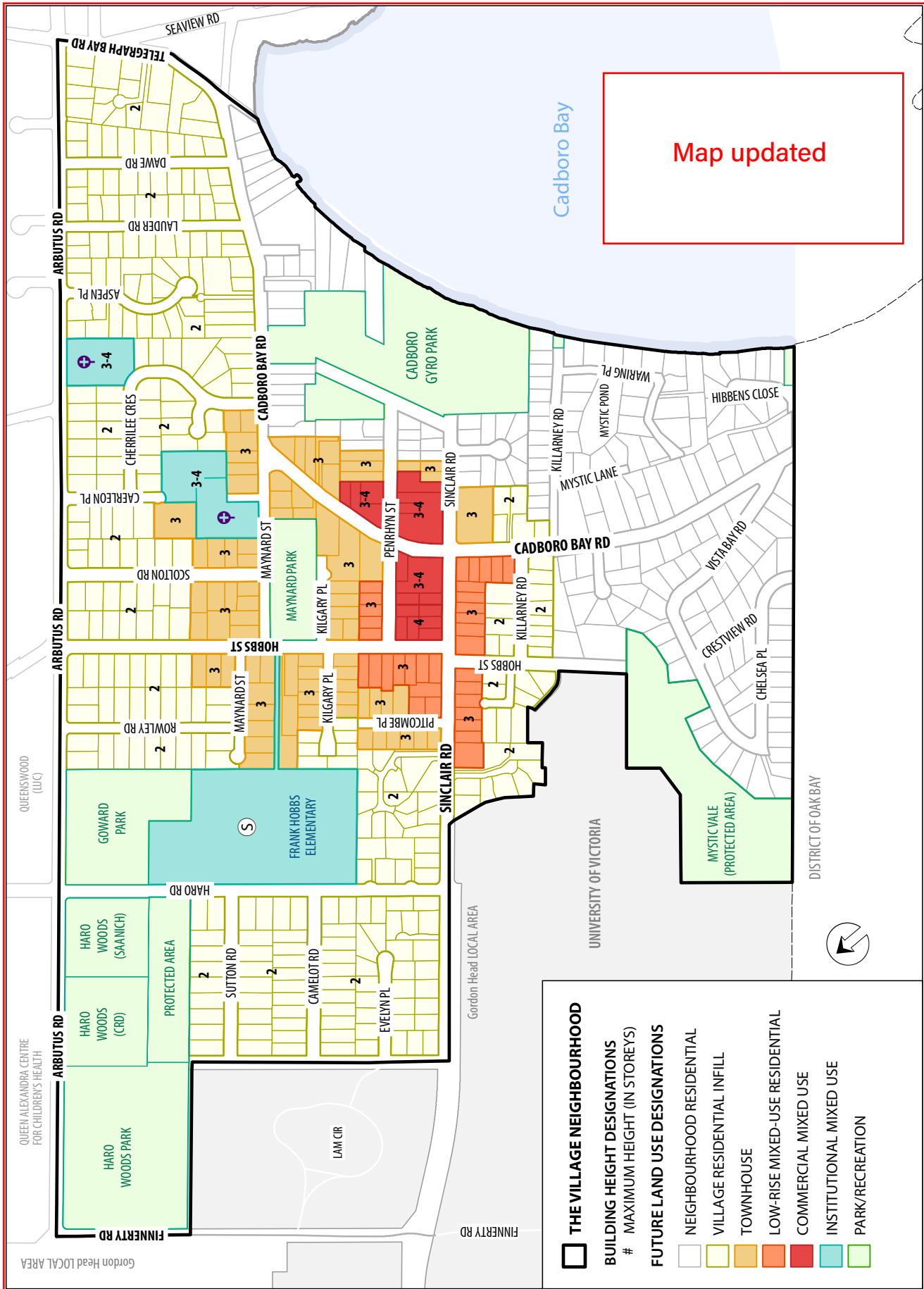
The *Village Sub-Area Plan* in Section 9 provides more detail on policy directions for the area, including for infill housing forms that are supportable in this area. This infill housing would provide a transition from more intense uses in the Village Centre to single-detached residential areas in a manner that fits into the current character and scale of the neighbourhood. Housing types could include duplexes, triplexes, fourplexes, and townhouses. This would expand ground-oriented options beyond legal secondary suites or garden suites that are currently permitted on single-family lots. The intention is to provide much needed housing for a broader range of residents within a five to ten minute walk of the Village Centre.



### POLICIES

- 5.4.1 Support mixed-use, pedestrian-oriented developments in the Village Centre that broaden the range of housing options, shops and services.
- 5.4.2 Encourage a variety of housing formats, consistent with Map 5.4 depending on the site size and location relative to the Village Centre, transit, community amenities and services.
- 5.4.3 In areas designated as *Village Residential Infill* on Map 5.4 support a range of ground-oriented **multi-unit residential buildings-housing types** including secondary suites, garden suites, houseplexes and other innovative housing forms suitable to the neighbourhood character (also see Section 9).
- 5.4.4 Maintain the minimum lot size of 780 m<sup>2</sup> in areas designated as *Neighbourhood Residential* in the Village Neighbourhood as noted on Map 5.3, with the potential for smaller lots subject to Policy 9.1.11.
- 5.4.5 Support new housing that integrates with the surrounding context, including through considering of compatibility with front yard setback, materials, scale of buildings, and colours.
- 5.4.6 **Support a review and reduction of parking requirements for the Village to reflect Undertake a review and update of parking regulations to requirements in the Village in a way that reflect active transportation options, access to services, community amenities and transit.**



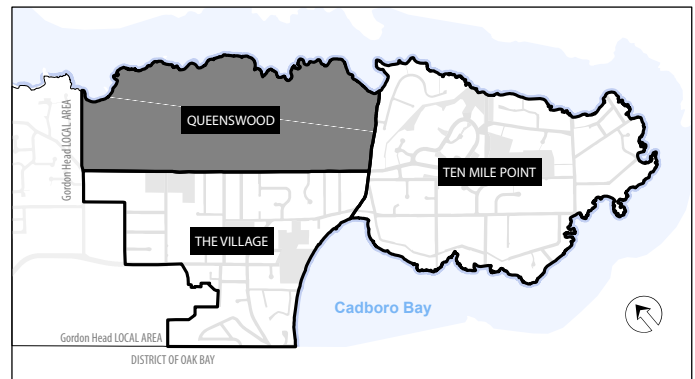


Map 5.4: The Village Neighbourhood Future Land Use

## 5.5 QUEENSWOOD NEIGHBOURHOOD

The Queenswood Neighbourhood contains a number of large lot single-detached residential properties. Generally lot sizes get larger as you move from Arbutus Road towards the waterfront. This area maintains a semi-rural feel through larger treed lots and meandering roads without sidewalks. A portion of the area is located outside the Sewer Enterprise Boundary (SEB) and is serviced by individual septic systems. Larger institutional properties cover a significant portion of the neighbourhood including the Queen Alexandra Centre for Children and the University of Victoria's Queenswood Campus, both located in the southwest part of the neighbourhood. The Queenswood Neighbourhood, as noted on Map 5.6, shows very little park/open space or beach access compared to other neighbourhoods. Over the years, Institutional lands have played an important role, providing informal access to natural areas and the waterfront for neighbourhood residents.

The community has expressed a strong desire to maintain the large lot size, trees, water views and the semi-rural feel of this neighbourhood. Changes in the single family residential area of this



neighbourhood will be limited, with the incremental introduction of infill housing through municipal-wide programs, **such as the similarly to those** permitting of secondary suites or garden suites. Additionally, the large institutional parcels provide opportunity for employment and housing growth. These institutional sites are further addressed in Section 5.7, and will require a site Master Plan to ensure they develop in a manner that contributes to local and Saanich-wide goals.

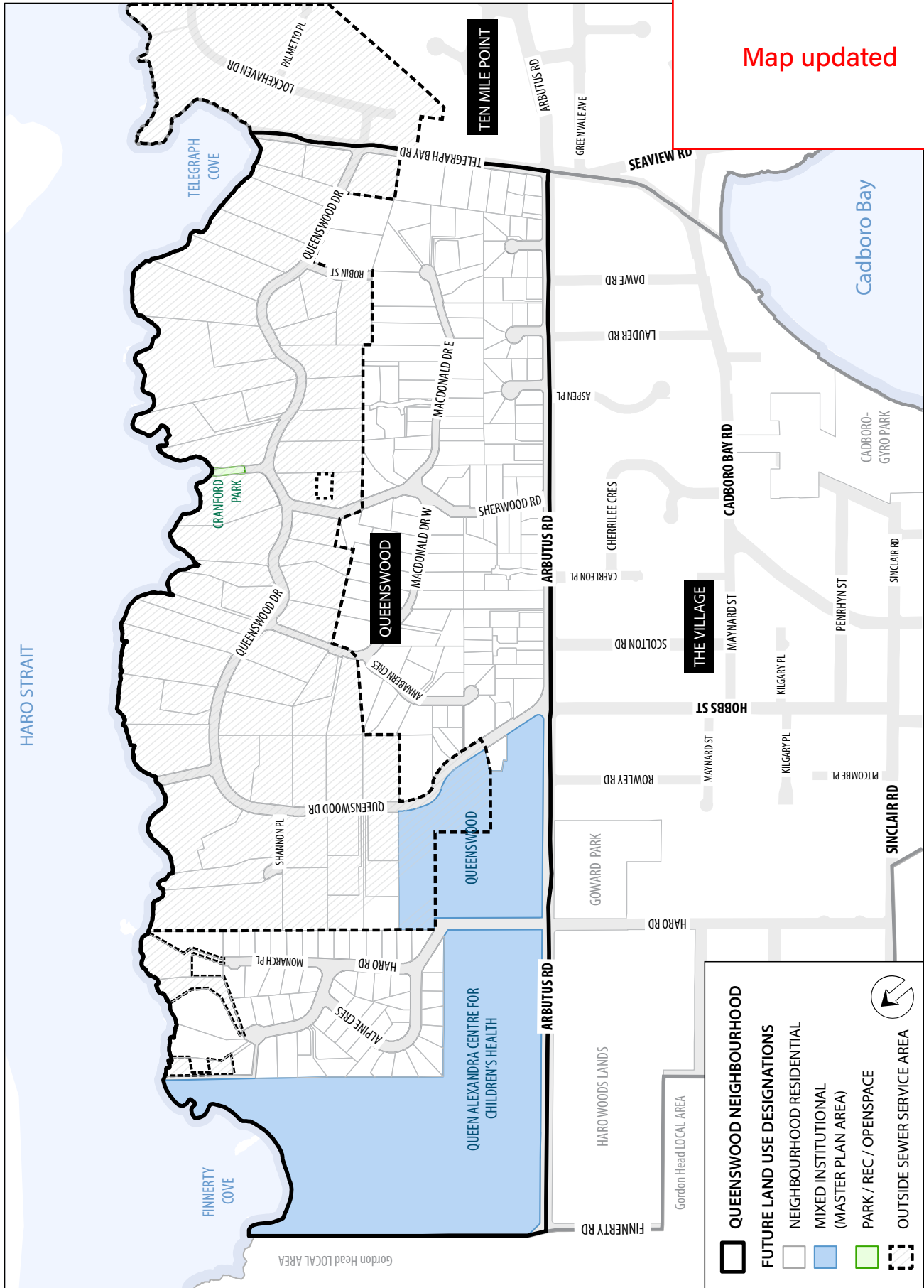
### POLICIES

- 5.5.1 Retain single detached housing as the primary land use, with limited infill opportunities, including secondary suites, garden suites and other forms as supported by Saanich-wide policy.
- 5.5.2 Maintain minimum lot sizes as noted in Map 5.3 as the following: 4000 m<sup>2</sup> in the northern area; 2020 m<sup>2</sup> in the central area; and 930 m<sup>2</sup> in the southern area.
- 5.5.3 Encourage the retention of mature trees and tree planting and landscaping, preferably native to the surrounding ecosystem that creates a buffer between adjoining properties, where possible.
- 5.5.4 Explore options for multi-unit housing that address areas of housing need on Queen Alexandra and University of Victoria-Queenswood Campus institutional sites, subject to a Master Plan process.
- 5.5.5 Explore opportunities to enhance green connections and pathways, including existing beach accesses and pathway connections.
- 5.5.6 Encourage residential developments in Queenswood to incorporate design considerations identified in Figure 5.2.
- 5.5.7 Support the development of Master Plans for the Queen Alexandra Centre of Children's Health and the University of Victoria Queenswood Campus that:
- support the mission, vision and strategic directions for each of these institutions;
  - explore intensification, new development and future land uses, including university, health care, employment and housing;
  - consider increased building height and density in support of the provision of a range of programs, services, employment opportunities and academic and research functions that support Cadboro Bay and the Capital Region;
  - work **in partnership** towards the protection of natural areas and ecological assets;
  - explore enhancements to site connectivity with the surrounding neighbourhood and area destinations; and
  - Incorporate active transportation enhancements and transportation demand strategies that support sustainable transportation options and minimize parking and vehicle impacts.



A number of **design attributes** were identified by the community as highly valued in the Queenswood and Ten Mile Point Neighbourhoods and are noted in Figure 5.2 (see p.73). Please note that these design attributes are solely voluntary information. ~~In the case of most single family development, redevelopment would include no design review and be regulated primarily by zoning regulations.~~ In the case of single family redevelopment, design review is not included and development is regulated by the zoning bylaw.

Map updated



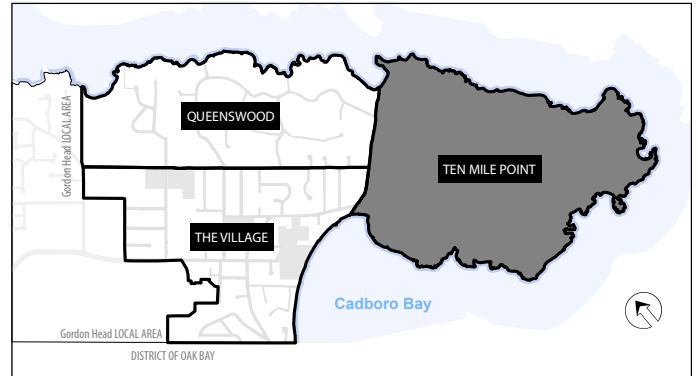
Map 5.5: Queenswood Neighbourhood

## 5.6 TEN MILE POINT NEIGHBOURHOOD

The Ten Mile Point Neighbourhood is comprised primarily of single-detached homes and maintains a semi-rural, coastal character. Beach areas, natural trails and Konukson Park provide access to nature and are key local amenities. The neighbourhood includes large lot and smaller lot single-detached housing, as well as 133 units of multi-family housing located within the Wedgewood Estates on Minnie Mountain, which is an area of high elevation in Cadboro Bay.

Large lot subdivision regulations with a minimum of 0.4 ha were implemented on many single-detached lots to reduce subdivision opportunities and mitigate pollution due to malfunctioning septic systems. Sanitary sewers were installed in the area in 1983 and 1992. Lot sizes restrictions remain and are viewed as a tool to retain the area's character.

In Ten Mile Point the retention of large single-family lots, trees, and water views are of paramount importance. No major development is anticipated in this area. Any incremental growth is anticipated



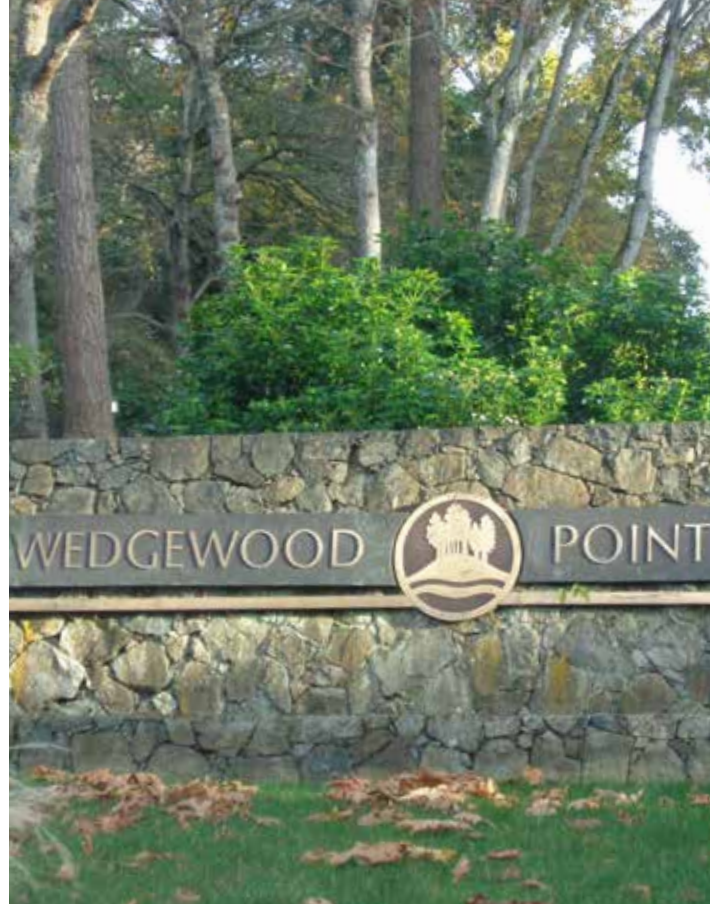
to occur through municipal-wide infill programs, such as those that permit secondary suites and garden suites. The retention of the semi-rural seaside character was a constant recurring theme in public engagement, with a desire to **restrict include alternatives to standard** sidewalks and street lighting. Improving active transportation is also a priority and this could include introducing pedestrian facilities on routes such as Tudor Avenue, where pedestrian safety could be enhanced.



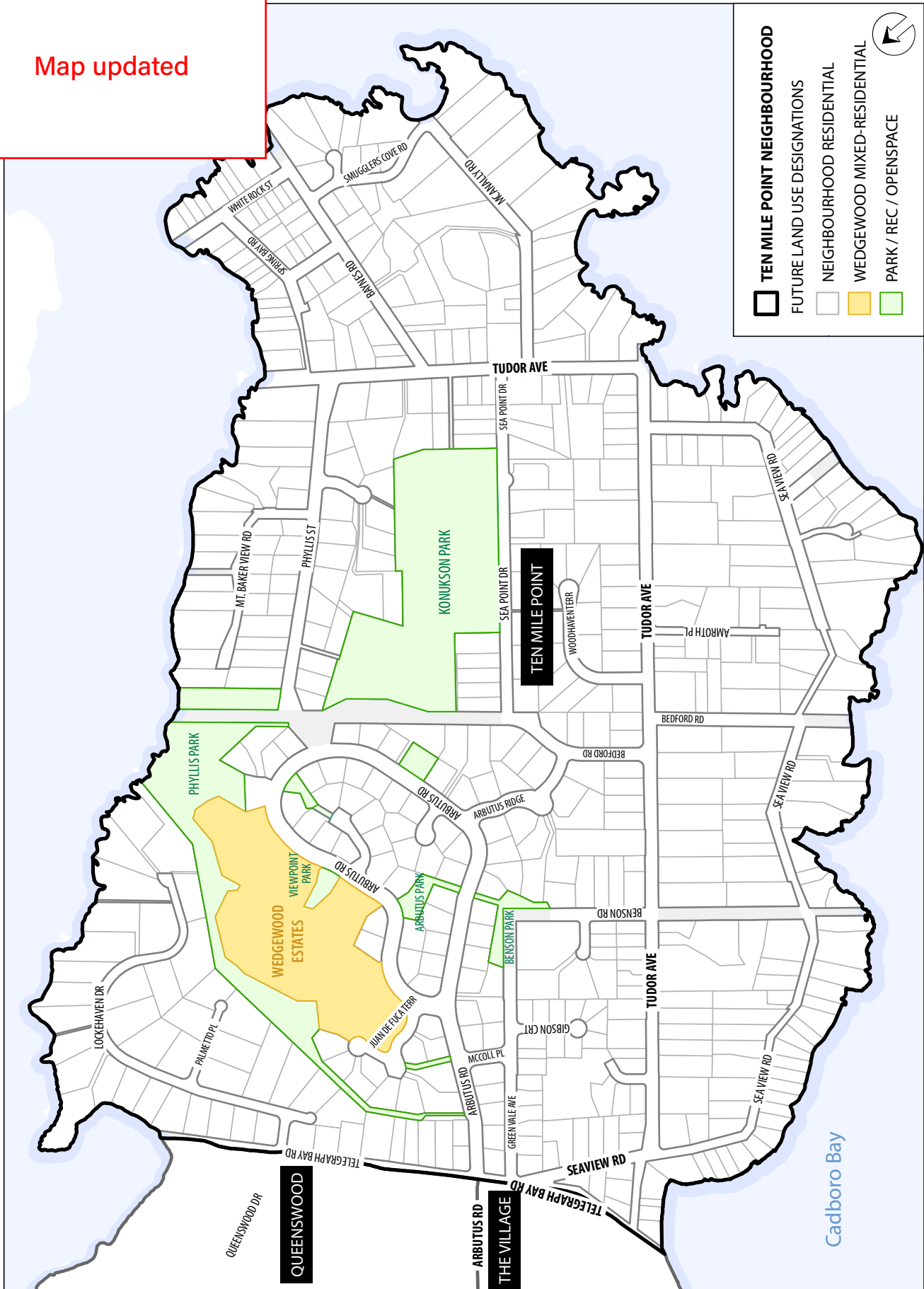


## POLICIES

- 5.6.1 Retain single detached housing as the primary land use in the Ten Mile Point neighbourhood, with limited infill opportunities, including secondary suites, garden suites and other forms as supported by Saanich-wide policy.
- 5.6.2 Maintain a minimum lot size of 4000 m<sup>2</sup> in the eastern and northern parts (excluding the Wedgewood Estates Land Use Contract area) and 930 m<sup>2</sup> on a portion of the western part (see Map 5.3).
- 5.6.3 Encourage the retention of mature trees and native tree planting and landscaping that creates a buffer between adjoining properties and contributes to the urban forest, where possible.
- 5.6.4 ~~Adopt site specific zoning that reflects the existing land use and approvals for Wedgewood Estates properties to replace expiring Land Use Contracts (LUC), where needed.~~
- 5.6.5 Consider, where possible, preservation of the semi-rural character of streetscapes and landscape features when considering design for new infrastructure, including streetlights.
- 5.6.6 Do not support new buildings and structures, including floating or fixed docks and boathouses, being constructed below the natural boundary of Cadboro Bay and Haro Strait.
- 5.6.7 Consider developing new beach accesses on undeveloped road rights-of-way and evaluate the need for additional beach accesses through the subdivision process.
- 5.6.8 Continue to ~~and further~~ support the policies of the Saanich Shore Protection Analysis (1976), when dealing with development applications affecting the shorelines of Cadboro Bay and Haro Strait.
- 5.6.9 Encourage **new** residential developments in Ten Mile Point to incorporate voluntary design considerations identified in Figure 5.2.



Map updated



Map 5.6: Ten Mile Point Neighbourhood

# Queenswood and Ten Mile Point - Design **Attributes** (voluntary)

The following indicates design attributes that are voluntary in nature. They aim to assist in identifying desirable attributes that are valued in the Queenswood and Ten Mile Point Neighbourhoods.

~~In the case of most single-family development, As is the case for most single-detached development in BC,~~ redevelopment would include no design review and be regulated primarily by zoning regulations.

- **House design variations** that reflect the scale and tradition in Cadboro Bay. Architecture may reflect the west coast seaside vernacular or the traditional Craftsman or Tudor architectural design elements. A mix of modern and traditional architectural treatments that continue to create diversity, interest, and appeal **are encouraged**.
- **Housing form and character** that include architectural design that fits into the community including with respect to overall massing, exterior design and finish.
- **Housing height** to **ideally** reinforce and maintain the residential scale of the neighbourhood.
- **House siting** on the street is to be the same or similar to the existing setbacks on the street to retain the current block pattern.
- **House siting** to retain trees where possible and minimize impacts on privacy of adjacent properties.
- **Housing materials** **are encouraged** to include natural materials **over synthetic, and which** are locally sourced, when possible. **Examples include: wood, rock, glass, concrete, and metal, and wood are preferred to synthetic materials.**



Design variation in Ten Mile Point that fit with its seaside location and can be traditional or modern.



Site planning is important so houses integrate well with the hilly landscape.



Variations in house design that complement the oceanfront landscape.



Existing house in Ten Mile Point reflects natural materials, generous setbacks, and conventional gable roof that complement existing semi-rural character.



Natural housing materials reinforce the semi-rural character.

Figure 5.2: Queenswood and Ten Mile Point Design **Attributes (examples) Considerations**



## 5.7 INSTITUTIONS

Cadboro Bay is home to a number of institutions, including an elementary school, private kindergarten, a specialized children's health campus, a university campus, churches, community facilities and an activity centre for seniors (Map 5.7).

Institutional uses play an important role in community life and provide a range of services and activities. A number of larger institutional lands **holdings** are located in the northwestern portion of the local area and together with the University of Victoria Campus separate Cadboro Bay from Gordon Head and the rest of Saanich. Many of these properties have older buildings on site and have the potential for redevelopment.

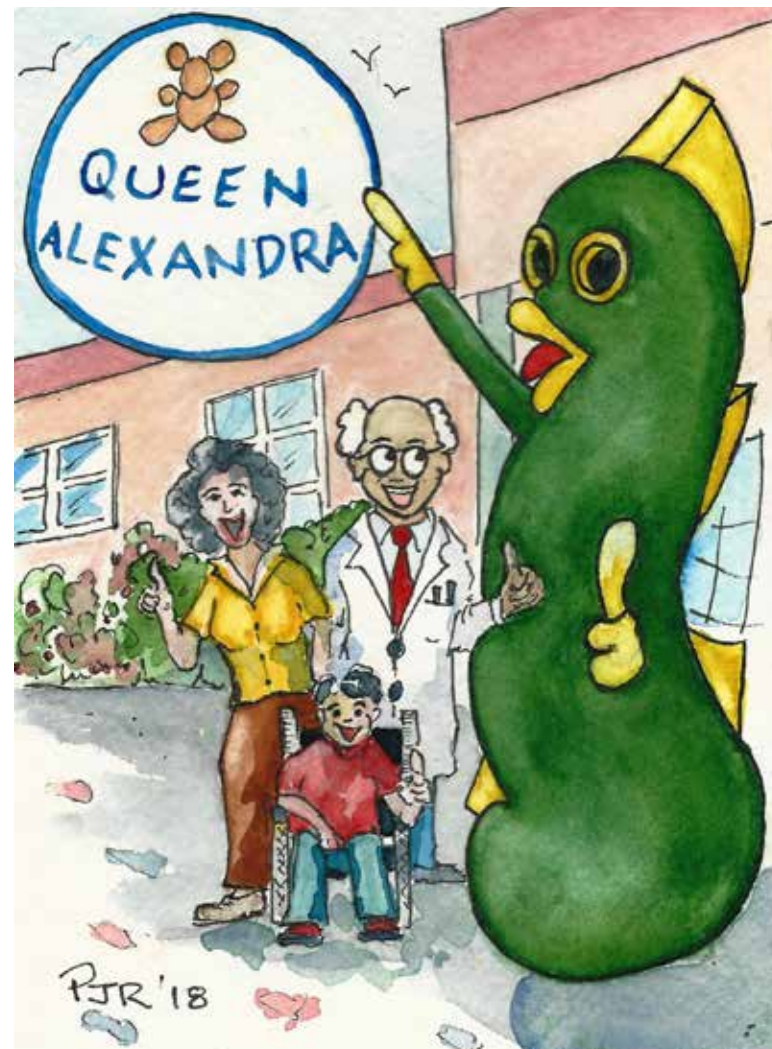
Recognizing that institutional lands are often used and managed by several organizations (some of which may include volunteer committees), future land use and redevelopment considerations would likely necessitate an initial internal process and a separate community process for a development application to be considered by the municipality.

As future significant changes are contemplated at Queen Alexandra Centre for Children's Health and University of Victoria Queenswood Campus properties, a Campus or Site Master Plan is desirable for these larger properties to provide for an integrated approach to land management and consistency with the Official Community Plan, the Local Area Plan and the strategic directions and objectives of each institution.

Figure 5.3 illustrates site characteristics and future land use considerations for institutional lands at the Queen Alexandra site which is identified **on the Future Land Use Map (Map 5.2)** as an Institutional Mixed/Master Plan Area (see Map 5.2).

The Local Area Plan supports institutions as regional employers and providers of services and programs that benefit Cadboro Bay and Greater Victoria. The Local Area Plan aims to provide policy direction and support to ensure the success and growth of these institutions over the next 20-30 years in a manner that respects and integrates with surrounding neighbourhoods.

The provision of new and expanded health care, academic, research, and administrative spaces are critical to the success of institutions and contributions to the local community and economy. Supporting this growth in a manner that integrates environmental features, promotes sustainable transportation options, and explores opportunities for trail and beach access enhancements will be vital to any Master Plan process. Public engagement will also be important, with documents such as the University of Victoria's *Community Engagement Framework* helping to provide clarity on the processes that will be undertaken.



### Master Plans are to:

- Identify existing land uses including all buildings and structures,
- Address future land use and as applicable density, height, greenspace and development phasing,
- Incorporate transportation demand management measures, and
- Address access and mobility, open spaces and natural features, sustainable design and connectivity with the surrounding neighbourhood.

## INSTITUTIONS

### University of Victoria (UVic)

UVic is recognized as one of Canada's top universities and a leader in higher education, research and innovation. At a glance, UVic has 21,700 students, 900 faculty members, and a \$3.7 billion annual economic impact. The University's Queenswood Campus supports physical space for research, and supports one of Canada's largest concentration of climate and ocean researchers. This campus represents opportunity for renewal and growth in support of the university's academic mission.

### Queen Alexandra Centre for Children's Health (Vancouver Island Health Authority)

Provides specialized health care services to children and youth with physical, developmental and or emotional/behavioural challenges, and offers support to their families.

### Children's Health Foundation of Vancouver Island

Supports children and youth with disabilities or health challenges and their families through fundraising, grants and programs.

### Goward House

Goward House is owned by the District and is located in Goward Park. The heritage building was built in 1908 and is the former residence of the Goward family. Today, the Goward House Society operates the premises as an activity centre for seniors providing daytime activities and events. The property includes a beautiful flowering garden and nature walking trails.

### Frank Hobbs Elementary School (School District No.61)

The school provides education to grades K-5. The School catchment area includes the University of Victoria student housing, Cadboro Bay up to Ten Mile Point.

### Arbutus Grove Children's Centre

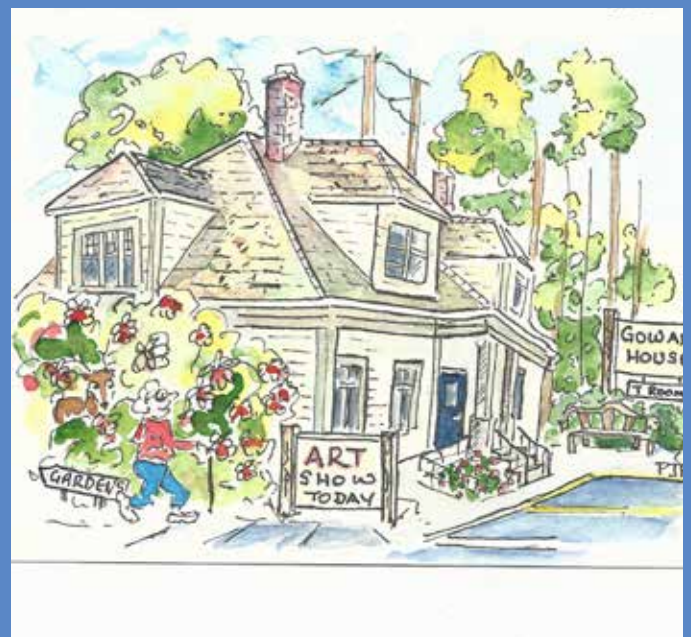
Formerly known as Goosey Gander School. This private institution provides pre-school education programs for 3 and 4 year old children and after school care for kindergarten and Grade 1 students attending Frank Hobbs Elementary.

### St. Georges Anglican Church

In addition to its activities and services, St. George's includes The Orchard - a senior's congregate housing facility which provides 20 units to both parishioners and community members. The church community garden includes 18 garden plots, 12 of which are available for annual rental by parishioners and community members on a first-come, first-served basis.

### Cadboro Bay United Church

In addition to its activities and services, the church provides community rental space used by many groups for events and activities.



Goward House illustration by Paul Redchurch

## POLICIES

- 5.7.1 Work with and support Institutional property owners at the University of Victoria Queenswood Campus and Queen Alexandra Centre for Children's Health to:
- Develop Master Plans as part of development and/or rezoning applications, including a concept for how properties will holistically redevelop over time and address future employment, research, academic and housing intensification;
  - Improve land use transitions and minimize impacts of institutional redevelopment and expansion on adjacent properties;
  - Promote retention of natural areas and ecological assets;
  - Advocate for improved transit service; and
  - Explore options to improve site connectivity, including through pedestrian trails.
- 5.7.2 Support seniors housing and affordable housing on church sites (see Policy 5.2.5).
- 5.7.3 Support the exploration of multi-unit housing on institutional lands, with a focus on institutional property owner needs and housing needs identified in the Saanich Housing Needs Report.
- 5.7.4 Support the continued protection of Mystic Vale as a protected natural area.
- 5.7.5 Support institutions in the provision of a range of programs, services, employment and academic research that positively contribute to Cadboro Bay and the Greater Victoria community and economy.
- 5.7.6 As part of redevelopment on institutional land, create inviting entrances and provide an identifiable face to the street and neighbourhood.
- 5.7.7 Encourage institutions to use public engagement frameworks or adopt good neighbour policies and work with the local community when considering development and land use changes.
- 5.7.8 Support the implementation of Transportation Demand Management measures which encourage increased utilization of active transportation and public transit and reduce the demand for parking.
- 5.7.9 Reduce **parking demand and the** impacts of parking and access on institutional sites through screening and other measures that support improvements to active transportation

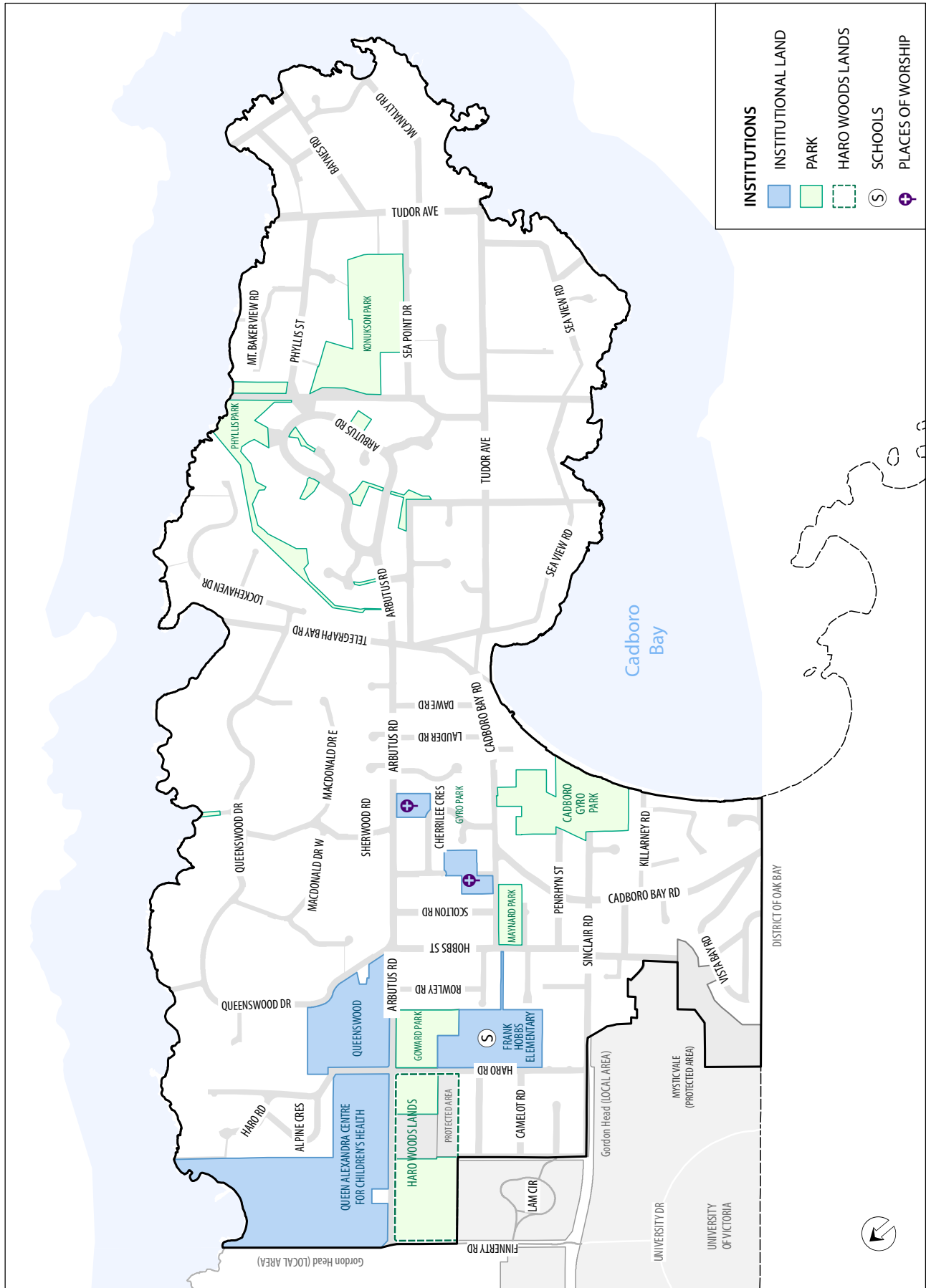
infrastructure connecting institutional lands with the UVic's main campus and transit exchange, as consistent with Saanich Active Transportation Plan priorities.

- 5.7.10 Give consideration to the following criteria when considering proposals for residential care facilities/seniors housing:
- **On-site amenities (such as gardens, outdoor areas for respite and gatherings, etc.);**
  - Proximity to transit service;
  - Safe condition of sidewalks for pedestrians, wheelchairs and scooters;
  - Access to retail, commercial and medical service;
  - Surrounding land use context; and
  - Access to social services such as the Goward House Seniors' Activity Centre.
- 5.7.11 Continue to work proactively with institutional land owners to ensure that any future development proposals are consistent with Saanich plans and polices, support the mission, goals, needs and values of each respective institution and involve processes that engage the local neighbourhood.



**Figure 5.3: Queen Alexandra - Considerations for Future Land Use**

*Note: This sketch is for illustrative purposes only and is subject to a master plan process.*



Map 5.7: Institutions





olive  
olio's  
PASTA  
ESPRESSO  
BAR

## 5.8 URBAN DESIGN

Cadboro Bay, with its centrally located Village, offers a concentration of economic activity and mixture of land uses that make it a very animated, vibrant community-village environment. Together with Cadboro-Gyro Park Beach, it offers a very unique small-scale seaside village experience. The design of new buildings and sites will be critical to maintaining this character.

This section's policies, in conjunction with the *Village Sub-Area Plan* (Section 9) and *Development Permit Area Guidelines*, seek to further support Cadboro Bay Village as a great community place. These policies provide guidance for improving the quality of the public realm, strengthening pedestrian-oriented building design and fostering places for people that support community interaction.

All multi-unit residential and commercial development in the Village Neighbourhood will be required to comply with ~~Cadboro Bay Village Saanich design guidelines and urban design policies in this plan~~ which provide guidance for building and site design. ~~that is consistent with the community's character and good urban design.~~

~~The Cadboro Bay Village Saanich Development Permit Area (DPA-16) includes both the Village Centre and surrounding residential infill/transition area. This area was identified based on feedback received from the community and the analysis noting that the future of more compact housing should be located in the Village Centre and Village Neighbourhood within walking distance of services.~~

### POLICIES

- 5.8.1 Apply the updated ~~Cadboro Bay Village Saanich Development Permit Guidelines and urban design policies in this Plan (see Section 9.3) (DPA-16)~~ for when evaluating the design of new commercial and multi-unit residential development in the Village Neighbourhood
- 5.8.2 ~~Develop Enhance Saanich-wide infill design guidelines to encourage high quality design and a positive fit for multi-unit housing within the existing neighbourhood.~~
- 5.8.3 Design public spaces, including right of ways and park spaces, to support pedestrian activity and connectivity and to align with the urban design policies contained in Section 9: Village Sub-area Plan.
- 5.8.4 Consider public viewscales, including to the Cadboro Bay waterfront and Haro Strait, in the siting and massing of buildings and structures during rezoning, development permit, and subdivision application processes.
- 5.8.5 Encourage the incorporation of public art into new buildings in order to activate the street, enrich the pedestrian experience, and foster community identity.







## 5.9 UNDERGROUND WATER RESOURCE INFRASTRUCTURE

The condition and capacity of municipal infrastructure is a hidden but important part of the quality of life for Cadboro Bay residents. Saanich's water resources infrastructure includes watermains, sanitary sewers, storm drains and watercourses. Saanich evaluates the capacity of its services as a part of the redevelopment process. Optimal water pressure conditions have been identified for the water system for domestic use and fire suppression. Saanich works on the integrity of its water system by reducing the number of dead ends and correcting non-conforming utility corridors. Many of these can be achieved within roadways but, in some cases, watermain looping will need to be provided through statutory rights-of-way over private property. Locations for looping will be identified through future study.

Cadboro Bay is serviced through a system of sewage pump stations, forcemains and gravity sewer pipes which are owned and operated by Saanich. This system is integral to the greater municipal network collecting approximately ~~60%~~ 30% of the District's wastewater prior to entering the CRD system at the Penrhyn pump station. This pump station conveys the wastewater through to the municipalities of Oak Bay and Victoria and on to its final destination of the CRD sewage treatment facility at Clover Point.

The sewer system was established in the 1960's by the Sewer Service Boundary; in Cadboro Bay, the boundary encompasses approximately two thirds of the Local Area. Properties along the foreshore of Telegraph Cove (Queenswood Drive and Lochhaven Drive) are outside of the sewer service area but are within the Urban Containment Boundary. System capacity indicates adequate capacity through the ~~2035~~ 2040 horizon based on the development and growth assumptions, except for a section near Lauder Road.

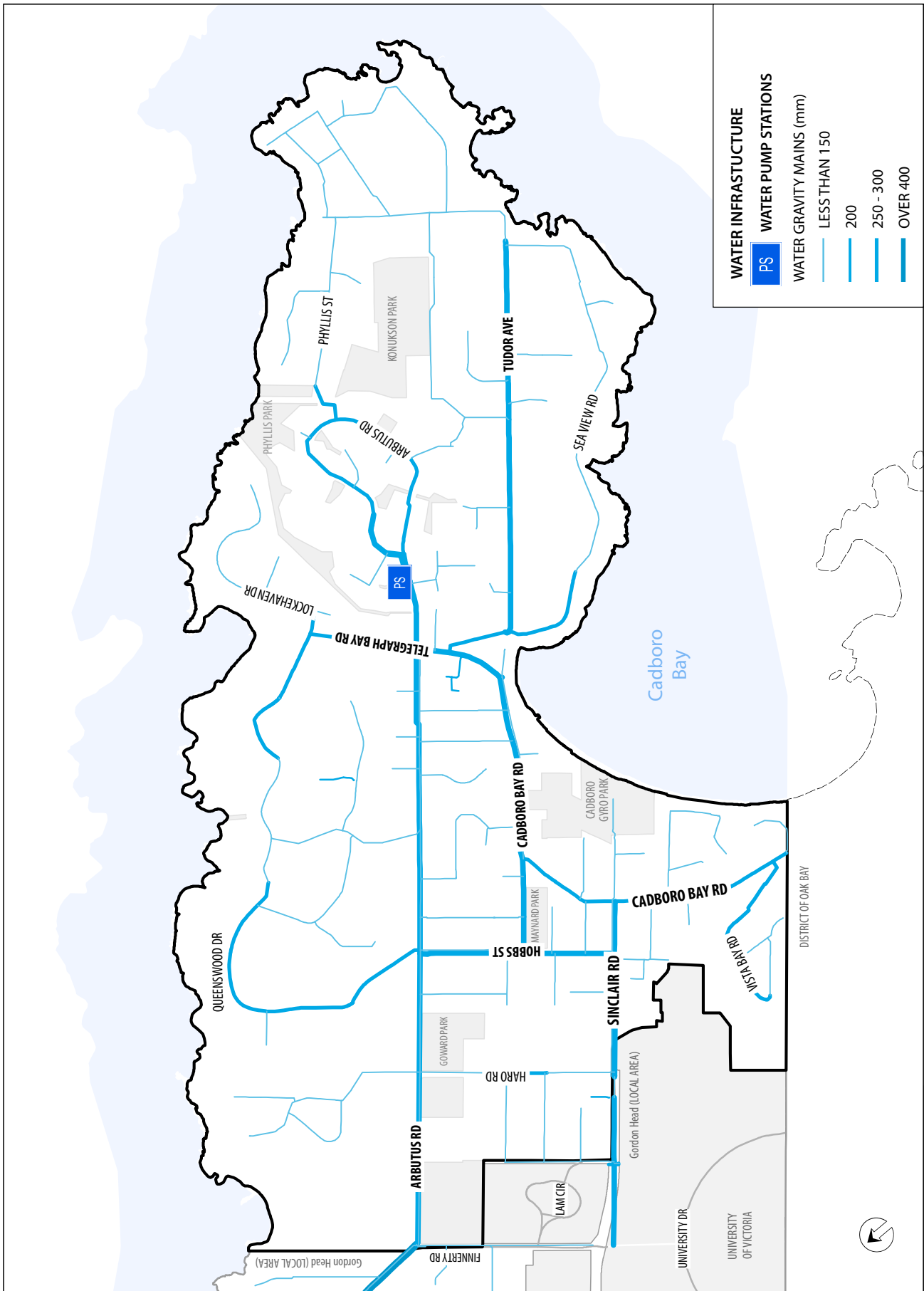
Rainwater is currently being collected and conveyed through a series of municipal ditches, culverts and enclosed pipes for discharge to the ocean at outfalls. The most western portion of the Cadboro Bay local area forms part of the greater watershed for Mystic Vale - Hobbs Creek.

The storm drainage infrastructure is aging (20% is more than 40 years old) and becoming degraded in some places. System capacity varies across the local area. Many of the more rural roads have lost their ditch infrastructure due to inconsistent applications of closed pipes constructed randomly over decades. Further challenges to the system in this area include

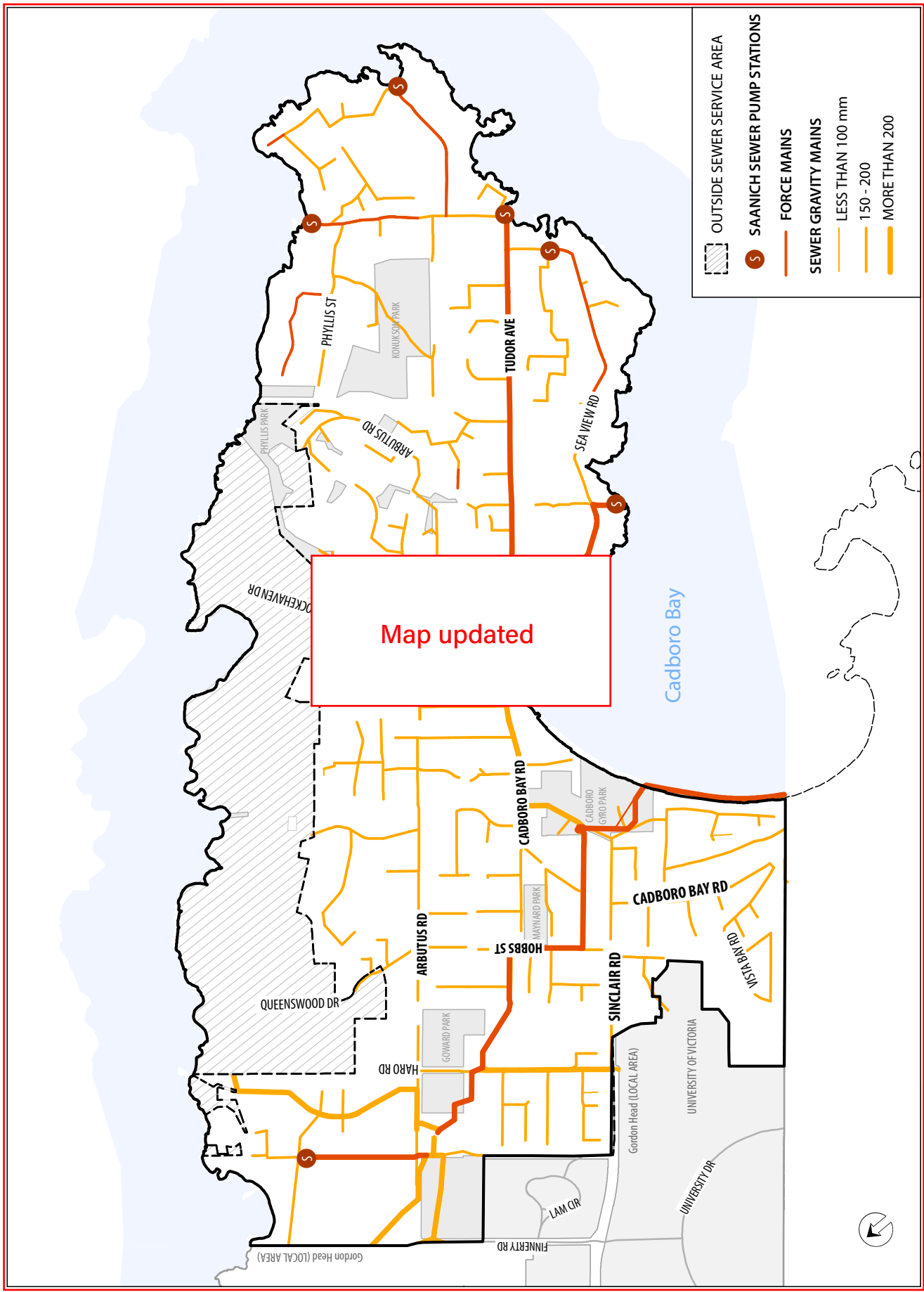
the potential for sea level rise and the increasing intensity and frequency of rainfall events, as per the latest CRD climate change models. The slopes adjacent to Cadboro Bay Road in the vicinity of the Oak Bay/Saanich border and north to Maynard Street are known to have high groundwater and underground springs that can surface when affected by rainfall events.

### POLICIES

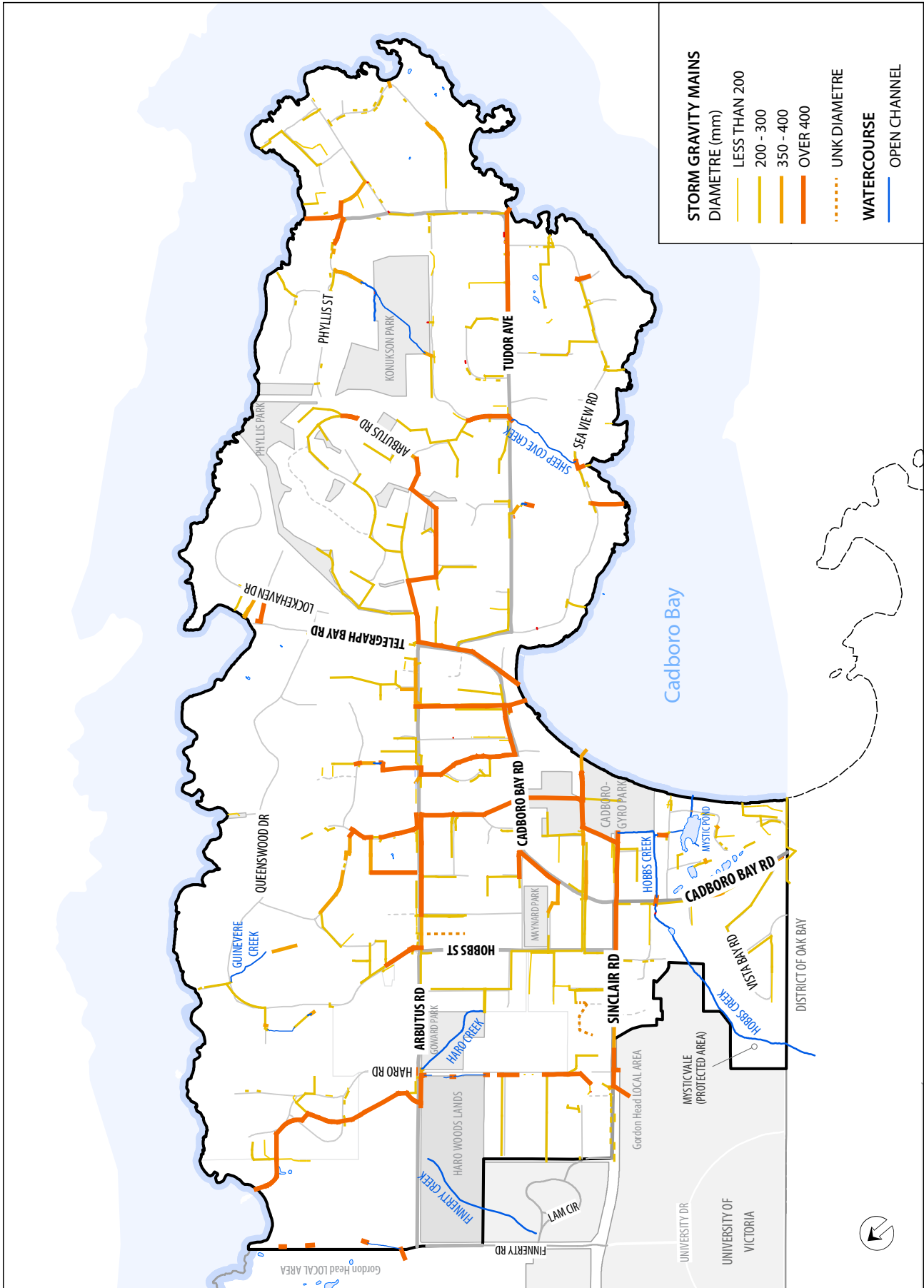
- 5.9.1 Continue to review and update information on infrastructure and ensure adequate water, sewer and drainage capacity is available to support growth, where appropriate.
- 5.9.2 Improve the integrity of the water system by identifying locations where water main looping is necessary and negotiate statutory rights-of-way with private property owners for these utility corridors.
- 5.9.3 Evaluate the potential impact of new development on the District of Saanich sewer system. Seek to optimize the efficiency of the network through the use of sewage attenuation during peak periods for new development where necessary to work within regional allocations.
- 5.9.4 Consider infrastructure design alternatives, when possible, to preserve **or restore important** landscape features when underground services are constructed and maintained.
- 5.9.5 Support the retention of open ditches **and green infrastructure** to maintain semi-rural character of Queenswood and Ten Mile Point neighbourhoods, subject to operational, **health** and **safety environmental** considerations.
- 5.9.6 Consider extending the Sewer Service Area to properties off Monarch Place and Haro Road based on land use and environmental policies, where a municipal sanitary sewer exists.
- 5.9.7 Consider extending the Sewer Service Area based on land use and environmental considerations.
- 5.9.8 Evaluate the long-term effects of climate change on the municipal stormwater system, including creeks and waterways, and its adaptive capacity.



Map 5.8: Water Service Area



Map 5.9: Sewer Service Area



Map 5.10: Storm Drainage Infrastructure



## 5.10 COMMUNITY CONTRIBUTIONS

To help deliver new community facilities and infrastructure for the benefit of residents, developers are asked to make community contributions in the neighbourhoods where new development is proposed to occur. Community contributions are intended to capture for the community a portion of the benefit produced by the change in zoning.

These community benefits can be built into a new project (such as a childcare facility, community meeting space or affordable housing) or go toward benefits that exist off-site (such as a public plaza, connecting trails, bicycle facilities, wayfinding or park space). Community contributions supplement Development Cost Charges (DCC) which are fixed-rate contributions that help finance growth.

Community contributions are important to enrich the quality of life and contribute to the health and well-being of residents. When considering the Local Area Plan horizon (next 20-30 years), change is inevitable and anticipated, especially in the Village Centre area. As redevelopment takes place and the community grows, so does the need for certain **amenities and facilities** to support the well-being of residents (see **policy 5.10.4**).

### POLICIES

- 5.10.1 Seek community contributions through the development process that provide important and needed benefits in Cadboro Bay.
- 5.10.2 **Seek Encourage** community contributions that are commensurate with the scale of the proposed development on additional density.
- 5.10.3 Require a community contribution statement as a component of all development/ rezoning applications.
- 5.10.4 When considering community contributions, prioritize the following:
- Improvements to the public realm at or near the development site including outdoor seating areas and plaza spaces **and public art**;
  - Affordable and supportive housing, including housing for young families and seniors;
  - Accessible community meeting space / facilities;
  - Protection of environmentally-significant features;
  - Enhancement of the urban forest **by adding new trees and vegetation**;
  - Protection and restoration of heritage assets;
  - Active transportation enhancements that contribute to network improvements;
  - Public art or other elements that celebrate local area history and culture;
  - Park acquisition and improvements (non-DCC) **such as interpretive panels, amenities, and trail development: (ie. interpretative panels and shelters); and**
  - **Dedications or easements that create new plazas, public spaces or connections for pedestrians and cyclists.**
- 5.10.5 Seek community contributions through the development process that further municipal-wide goals and benefit the new and existing residents.





# 6. TRANSPORTATION AND MOBILITY

Cadboro Bay is surrounded on three sides by ocean, limiting and defining travel options. The majority of traffic is local, with vehicle trips having an origin or destination in the community. This location and associated topography presents challenges with respect to residents accessing goods, services and employment by foot, bike and transit.

Saanich transportation planning places an emphasis on improving alternatives to the private automobile. One of the key tools to achieve this goal is the **Active Transportation Plan (2018)**, which is committed to bringing balance to the transportation network and supporting active transportation modes. One of the Active Transportation Plan's long-term goals is to have 50% of all trips made by walking, cycling or transit by 2050. Additionally, Saanich's target to reduce greenhouse gas emissions by 50% below 2007 levels by 2030 places additional emphasis on supporting low-carbon travel modes.

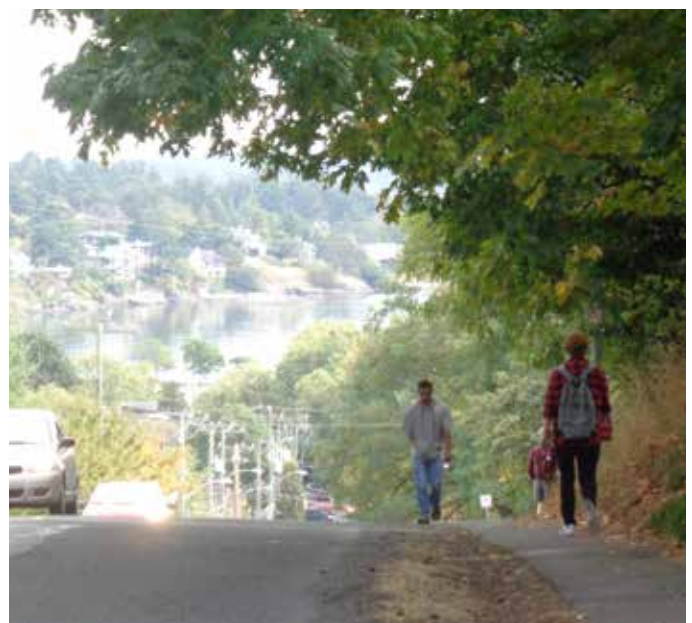
Cadboro Bay's **greatest most valued** transportation asset is the **quality of the** pedestrian trail network. Based on community feedback, the plan seeks to diversify transportation links to be more welcoming to pedestrians and cyclists. Improving safety at crossings and along pedestrian and bike connections to the Village and local beaches was identified of key importance by residents. Policies in this section will help to address safety concerns, improve connectivity, promote walking and make community routes safer for all users. Transportation is closely tied to land use and as connections are improved it will result in increased walking and cycling in the Village and enhance its long term economic vibrancy.

The Village is the centre of community activity and the multi-modal hub that connects Cadboro Bay to the University of Victoria, shops and services at University Centre and Downtown Victoria. Transportation policies specific to the Village area, as well as envisioned streetscape and public realm improvements are further addressed in Section 9: *Village Sub-Area Plan*.

## OBJECTIVES

- A. Provide a well-connected, convenient and safe mobility network that balances the needs of pedestrians, cyclists, transit, goods movement and motor vehicles.
- B. Improve connectivity of the street and trail network to provide better access and ease of use for pedestrians and cyclists accessing the Village, the beach and area destinations.
- C. Maintain the green character of streets, including maintaining the semi-rural quality of streets in Queenswood and Ten Mile Point.
- D. Prioritize improvements on Sinclair Road and Cadboro Bay Road, with a focus on enhancing active transportation facilities.
- E. Support and enhance the Village Centre as a pedestrian priority place through the development of an exceptional public realm with convenient and attractive connections.
- F. Support increased levels of transit service and accessibility.

Community visioning survey indicated 97% of respondents walk regularly / on a daily basis.



## 6.1 NETWORK CONNECTIVITY

A well connected multi-modal network is essential to a community's health and quality of life. Safe convenient access to shopping, schools, institutions and recreational amenities for people of all ages and abilities is essential to building a complete community.

Cadboro Bay Village, with its range of services and housing options, is the origin or destination for many trips, making connectivity to this location paramount. Cadboro Bay also has a developed trail network and series of rural style, tree-lined residential streets that provide opportunities for recreational walking that are enjoyed and valued by residents.

Policies in this section aim to address safety for all users and improve connectivity. A number of improved or new active transportation connections to and from area destinations will encourage walking and cycling to the Village Centre and throughout the community. Some of these connections are expected to be achieved through the use of right-of-ways acquired at the time of subdivision or redevelopment.



Lower Sinclair Road green allée to the water.



Beach access pedestrian trail path.

## POLICIES

- 6.1.1 Pursue the introduction of new pedestrian and cycling connections as identified in Map 6.1, with a focus on linking Cadboro Bay Village Centre, parks, churches, institutional lands and the waterfront.
- 6.1.2 Work with institutions to provide public access through easements or acquisition as part of future property development.
- 6.1.3 As properties redevelop, look for opportunities to improve pedestrian route options by adding pathways to and through these sites.
- 6.1.4 Improve green connections through the neighbourhood by enhancing sidewalks, crosswalks, and pathways to key area destinations, including Frank Hobbs Elementary School, Maynard Park, Goward Park, Haro Woods Park, along Penrhyn Street to Cadboro-Gyro Park and along Hobbs Street.
- 6.1.5 Improve pedestrian paths to Konukson Park, Phyllis Park, Viewpoint Park, Wedgewood Park, Arbutus Park, Wedgepoint Park, and beach accesses.
- 6.1.6 Improve pedestrian access and consider incorporating a public right-of way or pathway to connect Maynard Park to the Village Centre in any property redevelopment south of Maynard Park.
- 6.1.7 **Work with the University of Victoria to enhance the Mystic Vale trail to better connect with Hobbs Street and Sinclair Road.**
- 6.1.8 Improve pedestrian access to the beach at the Cadboro Bay Road and Telegraph Road junction.
- 6.1.9 Consider retaining unconstructed road rights-of-way as informal open spaces and trail linkages as part of the greenway system.



## 6.2 WALKING

Walking is the basis of mobility and the quality of walking connections to and from destinations is often what determines the quality of a mobility network.

For many Cadboro Bay residents, walking is an integral part of community life and provides many health benefits. The community engagement survey indicated that 97% of residents walk on a regular basis. Cadboro Bay has an extensive trail network and generally walking in the area is very pleasant and enjoyed by many. The main challenge to walking expressed by residents is the absence of pedestrian facilities in the Village and lack of continuous pedestrian infrastructure connecting neighbourhoods to the Village Centre.

The Active Transportation Plan identifies the long-term pedestrian transportation network. Through community engagement, additional improvements have been identified to provide for continuous pedestrian connections to the Village and to support Safe Routes to School for neighbourhood children and families.

The plan envisions considerable improvements to the public realm in the Village Centre. Additional areas identified as priorities for improvement are Sinclair Road, Hobbs Street and Cadboro Bay Road where there are areas without sidewalks and limited pedestrian crossing opportunities. Other key pedestrian routes are on Tudor Avenue and Telegraph Bay Road, where the community desire is to preserve the semi-rural character and add a natural pedestrian path on one side and marked crossings to improve safety and comfort.

### POLICIES

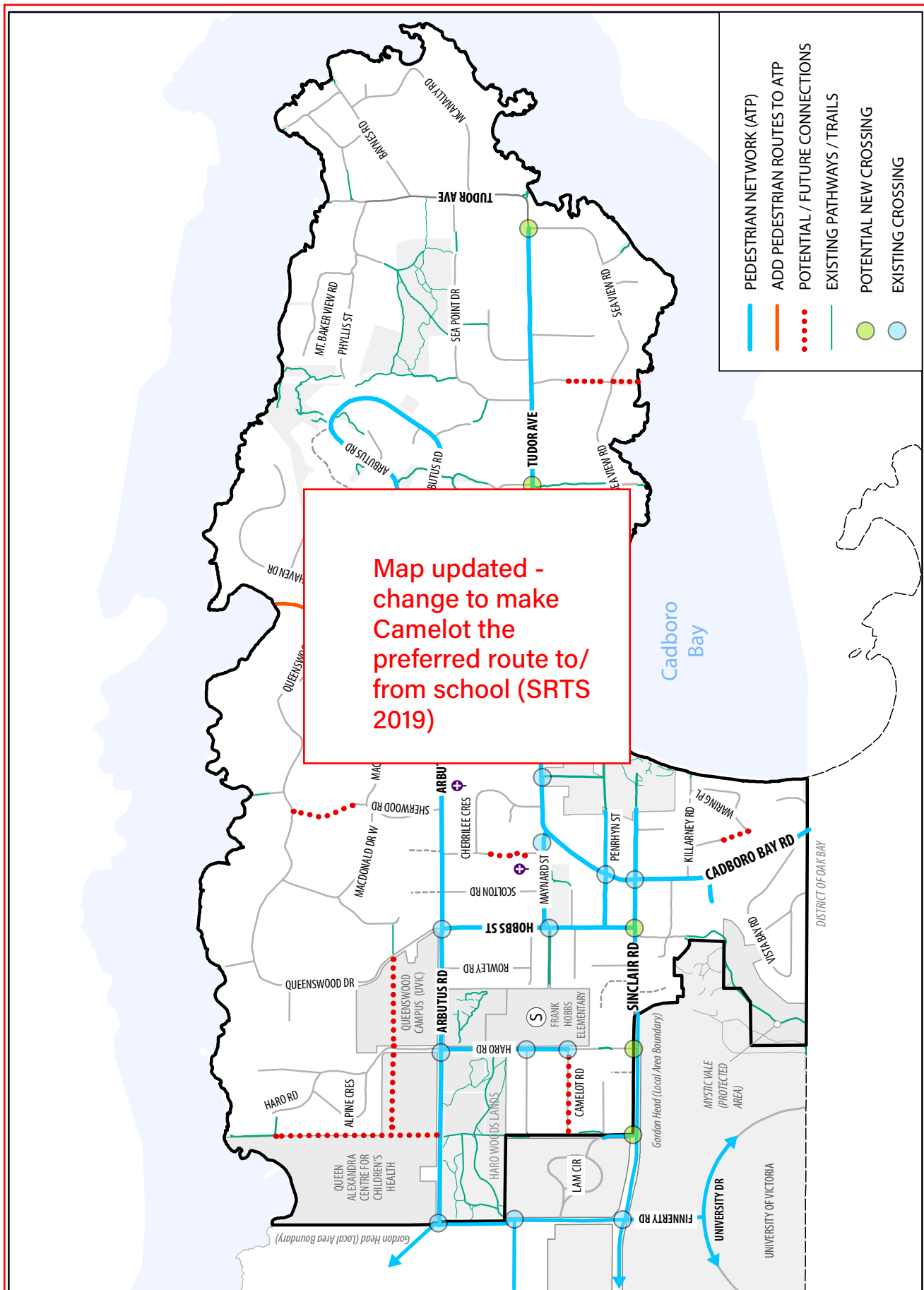
- 6.2.1 Prioritize pedestrian improvements identified on Map 6.1 and update the Active Transportation Plan (ATP) to align with these priorities.
- 6.2.2 Consider installing new pedestrian crossings at locations noted on Map 6.1.
- 6.2.3 Work with institutional land owners to integrate pedestrian trails and waterfront access as part of redevelopment proposals.
- 6.2.4 Support implementation of pedestrian improvements identified through the Safe Routes to School Program and work with partner agencies to encourage walking and

cycling to Frank Hobbs Elementary/Arbutus Grove Children's Centre and Arbutus Middle Schools.

- 6.2.5 Support implementation of pedestrian improvements on Tudor Avenue and Telegraph Bay Road that maintain the semi-rural character, including through exploring the use of pathways as an alternative to concrete sidewalks.
- 6.2.6 Encourage retention of mature trees and the planting of new trees on boulevards and residential streets, where possible.
- 6.2.7 Ensure the design of sidewalks and other pedestrian facilities address the needs of individuals with mobility challenges.
- 6.2.8 Develop a wayfinding program for Cadboro Bay to encourage and support walking for residents and visitors alike.



Pedestrian activated solar crossings.



Map 6.1: Pedestrian Network

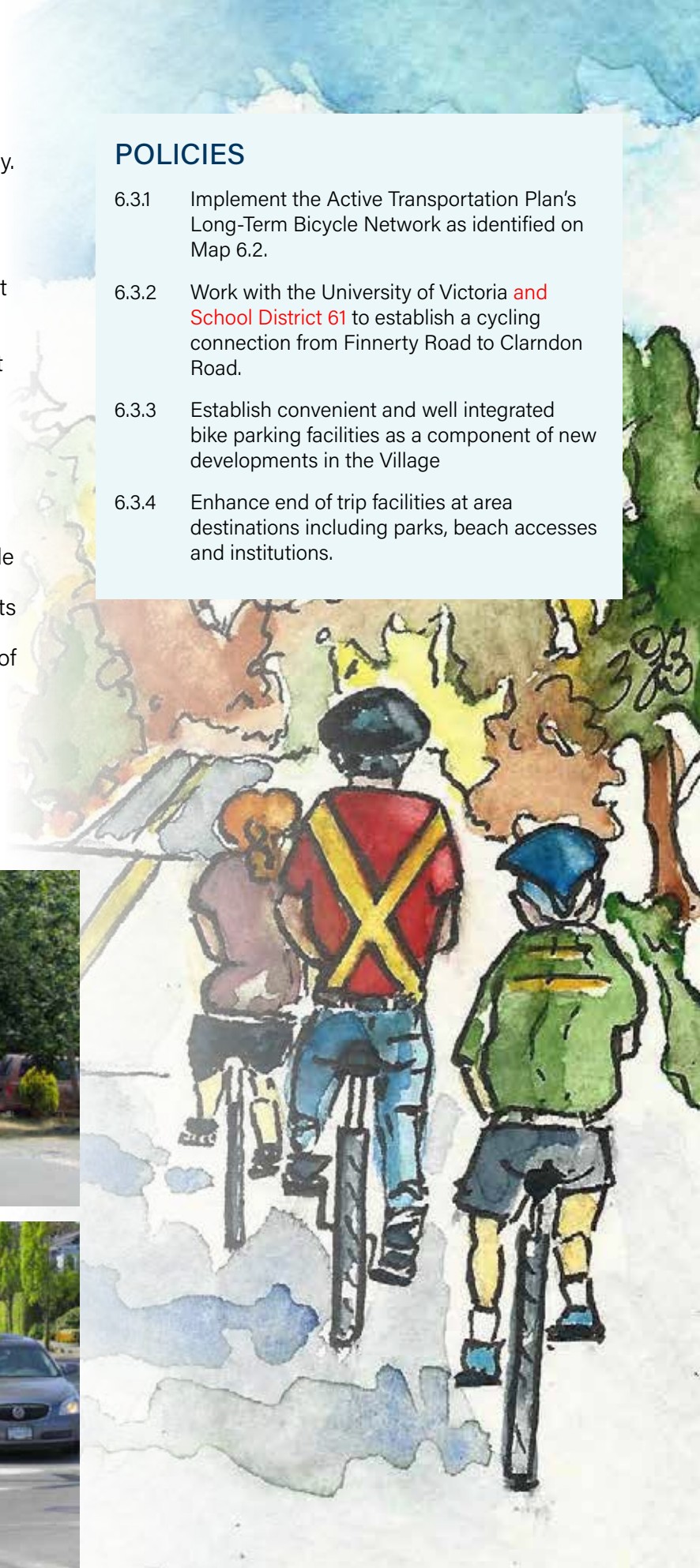
## 6.3 CYCLING

A network of cycling routes suited to all ages and abilities is an important component of urban mobility. Saanich's Active Transportation Plan lays out a framework for implementing a complete All Ages and Abilities network that will make cycling a more realistic option for a broader range of residents. A number of Cadboro Bay streets are identified as part of the cycling network and will see improvements over the time frame of the Plan, including Sinclair Road, Cadboro Bay Road and Arbutus Road. Recent improvements on Finnerty Road include protected bike lanes, which have greatly improved the safety and convenience of that route.

This Plan outlines design concepts for Cadboro Bay Road (Section 6.6) and Sinclair Road (Section 6.7) that integrate cycling facilities. A parallel route to Sinclair Road on local streets will also help to provide an alternative route where the impacts of the steep grade are minimized. In addition to the improvements on major cycling spines, improvements to local connectors will also be critical to the overall quality of the cycling network.



### POLICIES

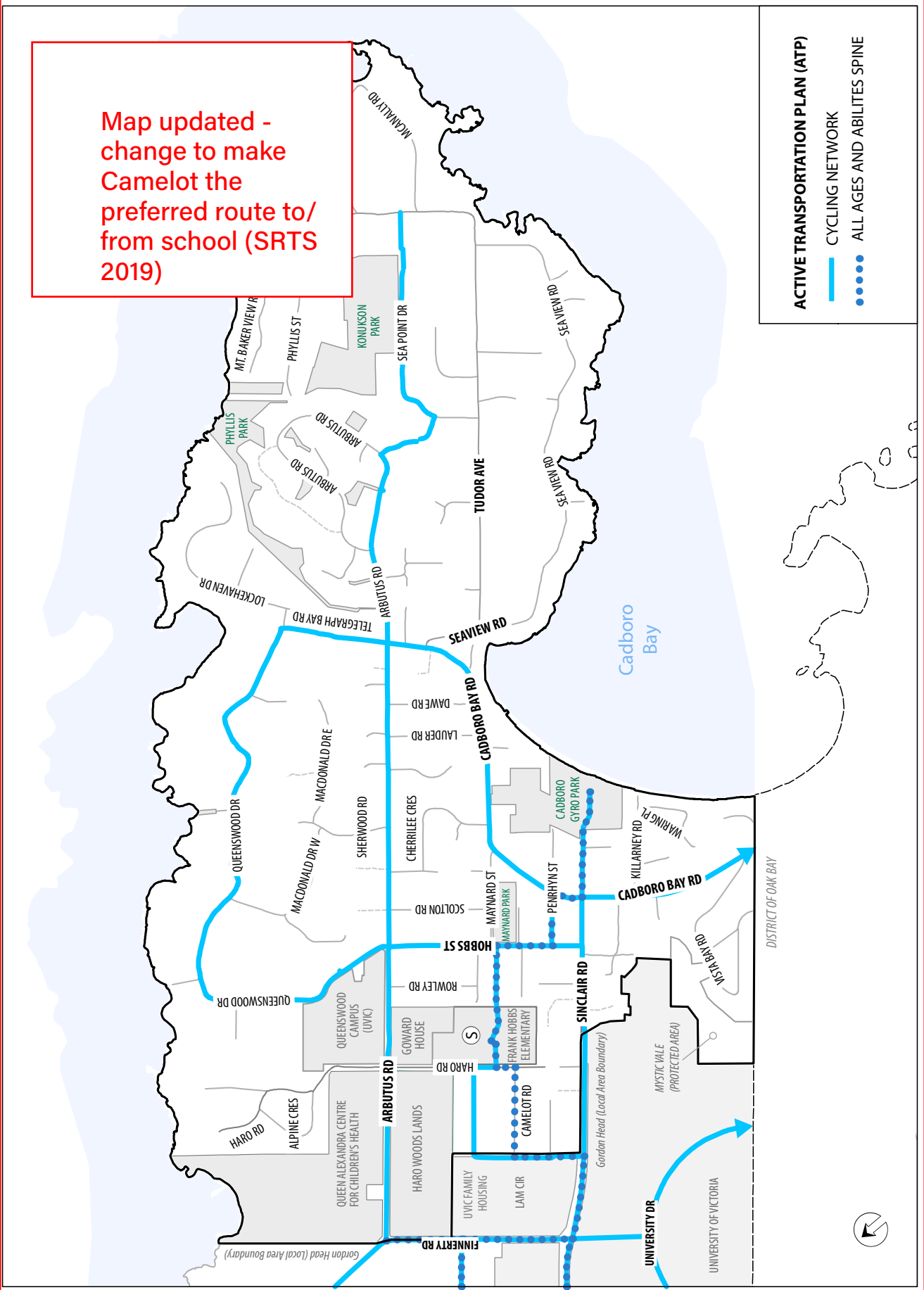
- 6.3.1 Implement the Active Transportation Plan's Long-Term Bicycle Network as identified on Map 6.2.
- 6.3.2 Work with the University of Victoria and School District 61 to establish a cycling connection from Finnerty Road to Clarndon Road.
- 6.3.3 Establish convenient and well integrated bike parking facilities as a component of new developments in the Village
- 6.3.4 Enhance end of trip facilities at area destinations including parks, beach accesses and institutions.



Map updated - change to make Camelot the preferred route to/from school (SRTS 2019)

**ACTIVE TRANSPORTATION PLAN (ATP)**

-  CYCLING NETWORK
-  ALL AGES AND ABILITIES SPINE



Map 6.2: Cycling Network



## 6.4 PUBLIC TRANSIT

BC Transit provides service to and from Cadboro Bay with two main transit routes as noted in Map 6.3. Route #11 connects downtown Victoria and Oak Bay to Cadboro Bay Village and loops along Arbutus Road to the University of Victoria Transit Exchange connecting to the region and beyond. A second route, Route #13, Ten Mile Point to UVic connects the Village to Ten Mile Point, where it loops back to the Village and along Sinclair to the UVic Transit Exchange. Service on this route is limited to 3 times daily, one in the morning and two mid-day. There is no service available in the late afternoon or in the evening.

Desired potential improvements in the community include a mini-shuttle to and from the Village and UVic. As well, expanding the service loop in the Ten Mile Point area and improving access to the Village and UVic would reduce the need for single-occupancy vehicle use.

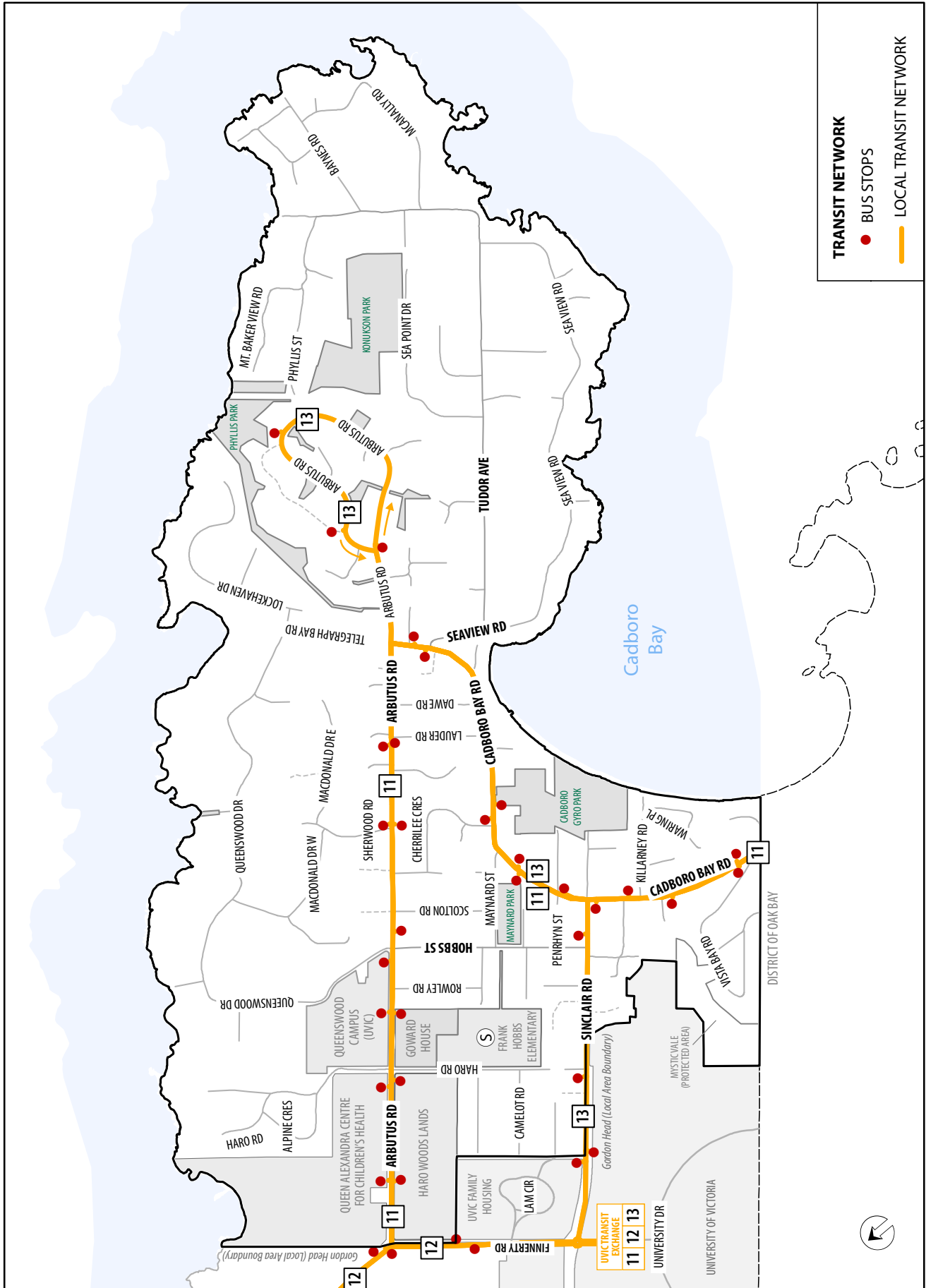
BC Transit has recently completed the Jubilee Local Area Transit Plan, which includes the southern area of Cadboro Bay, and identifies transit improvements needed over the next 10-15 years. Future priorities for transit also include improving bus stop areas and exploring alternative transit routing options and the use of smaller buses.

### POLICIES

- 6.4.1 Encourage BC Transit to consider alternative transit routing and the use of smaller buses to improve access in Ten Mile Point as a means to assist aging-in-place and reduce reliance on automobiles.
- 6.4.2 Encourage the integration of transit stops with pedestrian improvements as a component of future redevelopment in the Village Centre.
- 6.4.3 Collaborate with BC Transit to improve bus stop facilities, including new and upgraded shelters, street furniture and passenger displays and information.
- 6.4.4 Explore options to enhance the frequency and convenience of transit access to the University of Victoria, including the potential introduction of a shuttle route.
- 6.4.5 Support diverse housing options and future residential growth in the Village to increase transit viability and improve frequency of service.
- 6.4.6 Support BC Transit in implementation of the *Transit Future Plan* and *Jubilee Local Area Transit Plan*.



A reasonable walking distance to transit service is 400 metres which is about a five minute walk. Residences in the Village Centre and Neighbourhood are well served, but the north side of Queenswood and most of Ten Mile Point are beyond 400 metres from a transit stop.



Map 6.3: Transit Network

## 6.5 MOTOR VEHICLES

The road network in Cadboro Bay is composed of major roads, collector roads and residential streets. The design of these streets influences the character of the neighbourhood. 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; with vehicle trips having either an origin or destination in the community. Arbutus, Hobbs, Sinclair and Cadboro Bay Roads are, however, used as a route by some commuters traveling between Gordon Head, Cordova Bay and beyond to Oak Bay and Victoria.

Key areas of community concern about vehicle travel in Cadboro Bay include safety on Sinclair Road and the traffic volumes and speeds on major and collector roads. While the safety issues associated with integrating motor 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 impacts to the semi-rural type residential streets in the area.

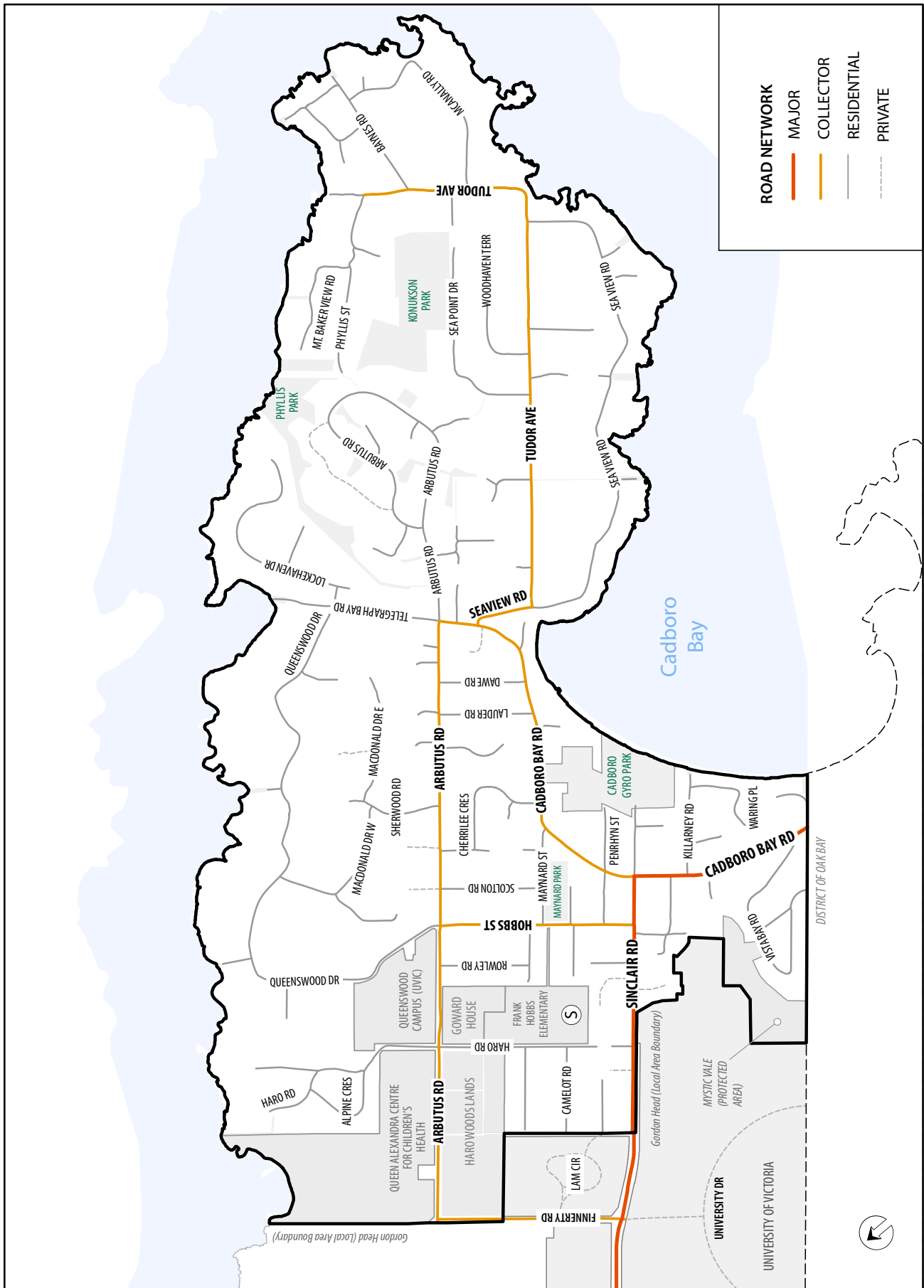
On-street parking in and near the Village Centre and near Queenswood, UVic, Goward House and Queen Alexandra Centre is a concern of residents. Businesses in the Village have recognized residents'

concerns and have been working to address them by encouraging transit use, providing bicycle parking and promoting walking to the Village. The University of Victoria, Vancouver Island Health Authority and Capital Health Region are actively encouraging the use of alternative modes of transportation and working with the municipality to address residents' concerns near Queen Alexandra Centre and Queenswood Campus.

### POLICIES

- 6.5.1 Design streets to reflect road designations identified on Map 6.4 to ensure safe travel for all modes and efficient movement of commercial services and goods.
- 6.5.2 Promote the use of active transportation, electric vehicles, charging stations and car share programs as part of the rezoning or subdivision process.





Map 6.4: Road Network

## 6.6 SINCLAIR ROAD

Sinclair Road serves as a major community gateway, a landmark entrance to Cadboro Bay Village, and a connection to Cadboro-Gyro Park Beach and the water. Sinclair Road provides a vital link into the community, serving as a common route for people entering and exiting Cadboro Bay, including facilitating travel between the Village and the University of Victoria. There has been significant interest from the community in improving the safety and quality of this route.

In the southern portion of Sinclair Road, a number of mature trees frame the Street and Village area. This also includes the row of London Plane trees that create a spectacular allée to the water. The northern portion, towards the University is characterised by a steep slope and limited pedestrian and cycling facilities.

Upgrades to Sinclair Road are identified as a short-term priority in the Active Transportation Plan (2018). Priorities for improvements identified through community engagement workshops include bike lanes, sidewalk upgrades, landscaping and parking. This section of the Plan provides guidance for Sinclair Road upgrades by identifying design concepts and specific elements that should be considered when those enhancements are undertaken.

For the purposes of design, Sinclair Road is separated into three distinct road segments (Figure 6.1) based on changes in grade, right of way characteristics and land use. Figures 6.2 & 6.3 provide design concepts for the upper and middle segments. The third segment of Sinclair Road is noted as the Village Centre Area due to its central location in the Village core. Part of the consideration in this area is developing design solutions that seek to preserve existing large trees. These trees offer much needed shade and, significantly contribute to the Cadboro Bay Village character and community identity. The proposed design concepts, developed in collaboration through community engagement, seek to improve safety for pedestrians, cyclists, vehicles and other forms of mobility to create a more welcoming streetscape. These concepts are to be further explored through a more detailed design process, in alignment with engineering standards.

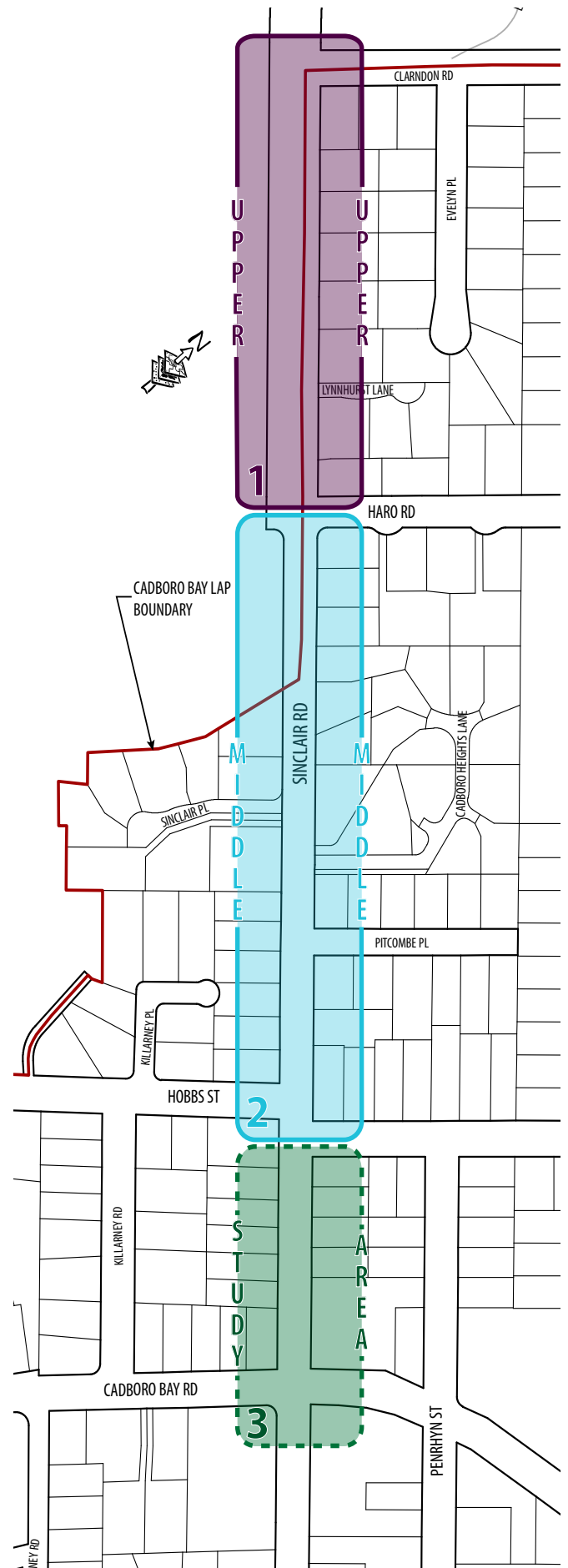


Figure 6.1: Sinclair Road Segments

## POLICIES

- 6.6.1 Maintain and enhance the green character of Sinclair Road, including through the retention of mature trees, and planting new trees, where possible.
- 6.6.2 Recognize and enhance the role of Sinclair Road, through design considerations, as a community gateway with its connection to the water and Village.
- 6.6.3 Implement improvements to Sinclair Road consistent with design concepts based on the three segments identified in Figure 6.1:
- Segment 1: from Clarndon Road to Haro Road (Figure 6.2)
  - Segment 2: from Haro Road to Hobbs Street (Figure 6.3)
  - Segment 3: from Hobbs Street to Cadboro Bay Road (Figure 6.4)
- 6.6.4 As part of the implementation of improvements on Sinclair Road for the area between Hobbs Street and Cadboro Bay Road identified as a Village Centre Area, seek to achieve the following objectives:
- Providing general consistency and continuity with the other segments of Sinclair Road, while reflecting the Village context of this segment;
  - Adapting the design, including alignment of sidewalks, to maintain mature trees;
  - Providing on-street parking to support business operations; and
  - Providing elements that reinforce this segment as a gateway into the Cadboro Bay and a central part of Cadboro Bay Village.
- 6.6.5 Encourage collaboration and partnerships with private property owners to achieve objectives noted in policy 6.6.4 (or consider alternative design, recognizing that it may not be possible to include all noted improvements in the space available).
- 6.6.6 Implement new pedestrian crossings on Sinclair Road at its intersection with Hobbs Street, Haro Road and Clarndon Road to allow safe pedestrian and bicycle crossings and improve Safe Routes to School for children and families in this area.
- 6.6.7 Provide sidewalks on both sides of Sinclair Road adjacent to mature trees and ensure sidewalk materials and design consider seasonal traction (i.e. snow and leaves)
- 6.6.8 Emphasize gateway features and incorporate wayfinding, public art and features celebrating local culture and history, where possible.
- 6.6.9 Recognize Sinclair Road as a central part of Cadboro Bay Village and a significant defining intersection.
- 6.6.10 Provide on-street parking where possible at select locations alternating with trees and landscaped boulevard treatments.
- 6.6.11 Improve transit stop amenities and accessibility to encourage transit use.
- 6.6.12 Incorporate public realm improvements as noted in the Village Sub-Area Plan (Section 9) to improve the pedestrian experience within the Village Core area.



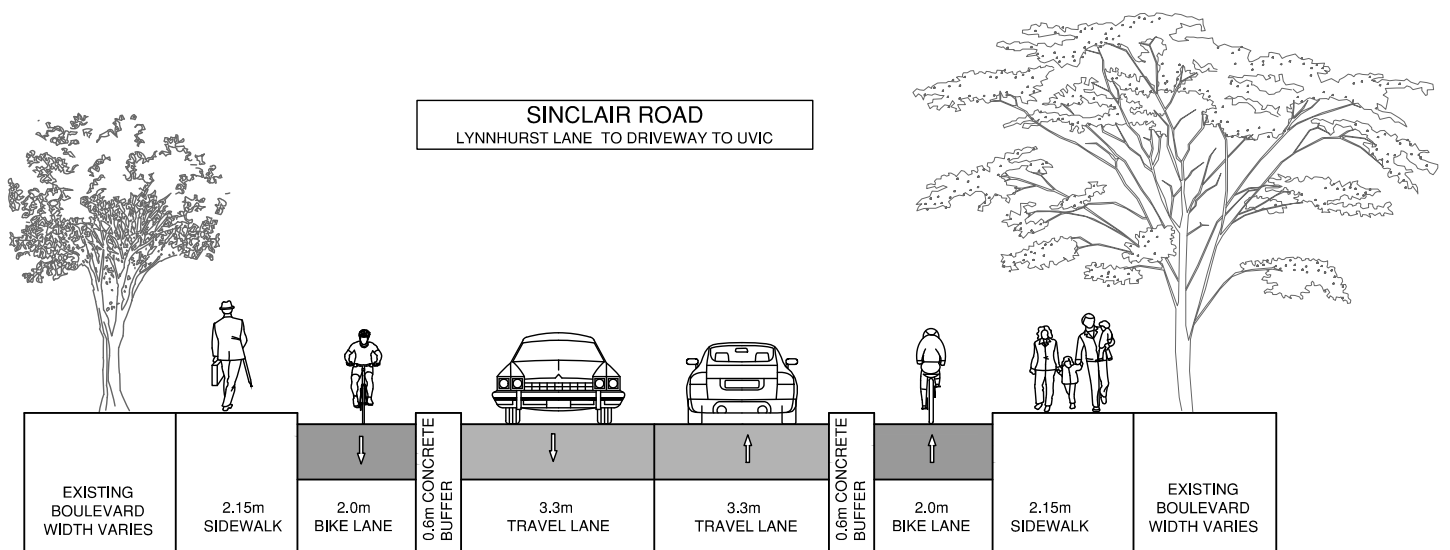
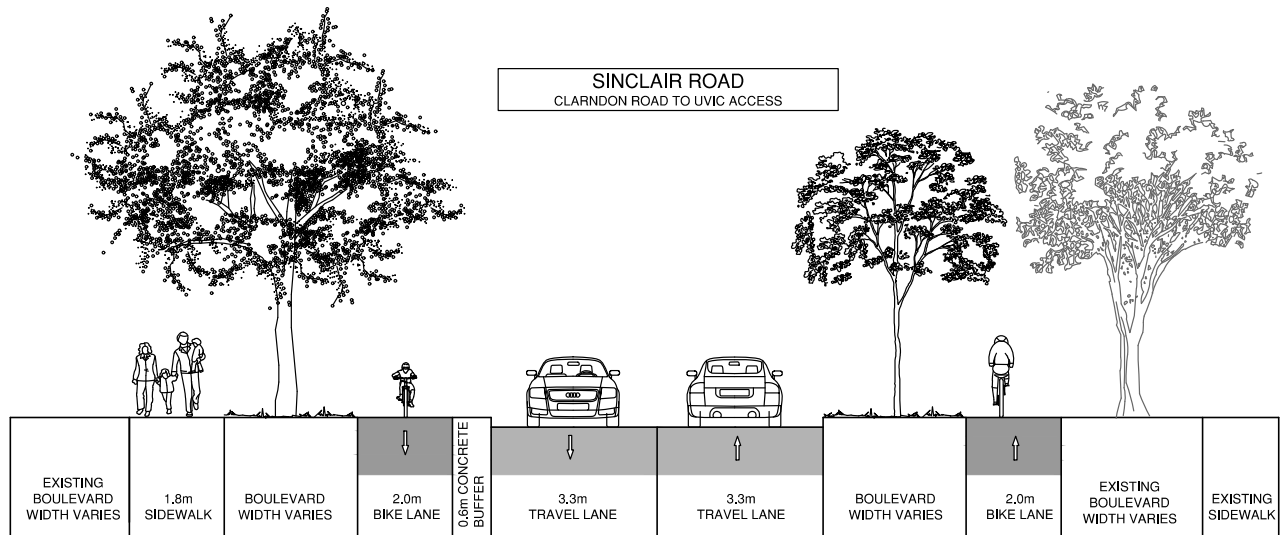


Figure 6.2: Sinclair Road Design Concept - Upper Section (Segment 1)

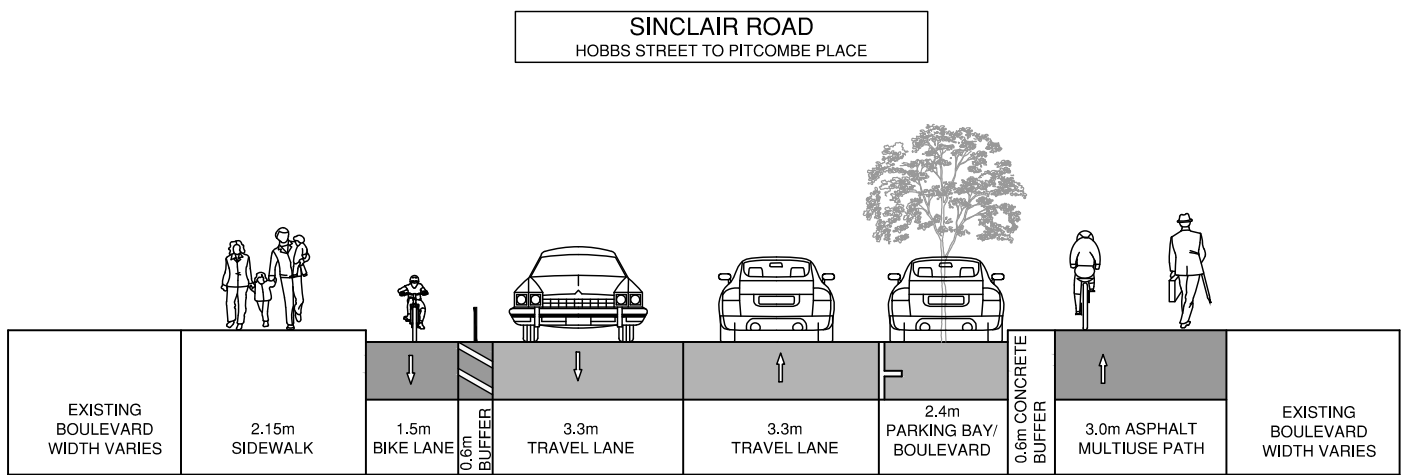
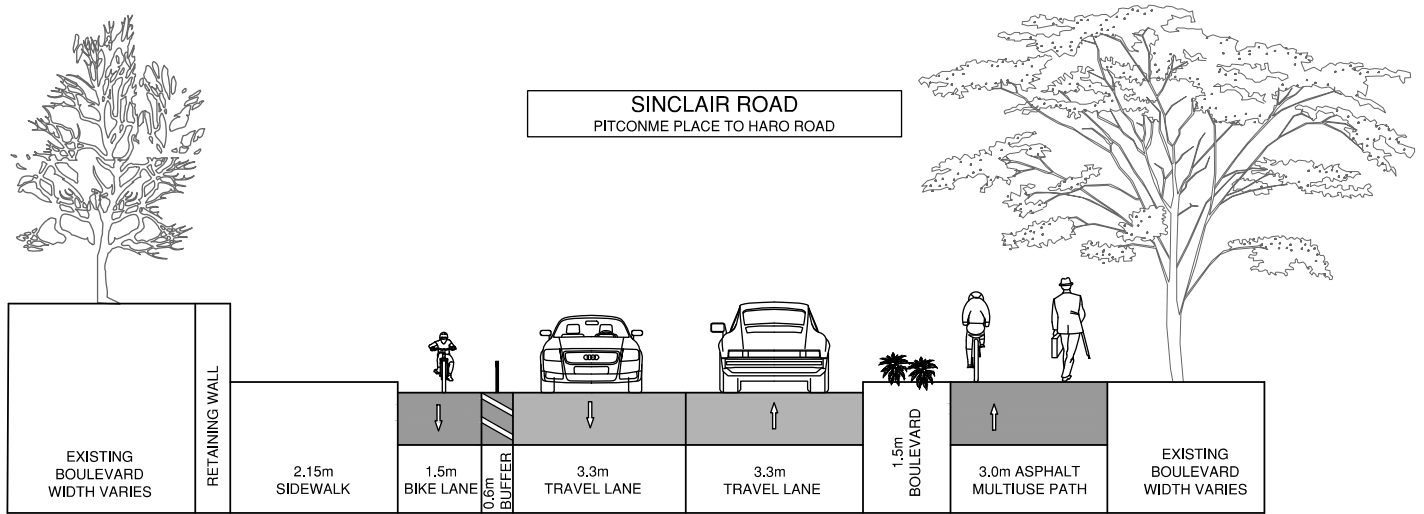


Figure 6.3: Sinclair Road Design Concept- Middle Section (Segment 2)

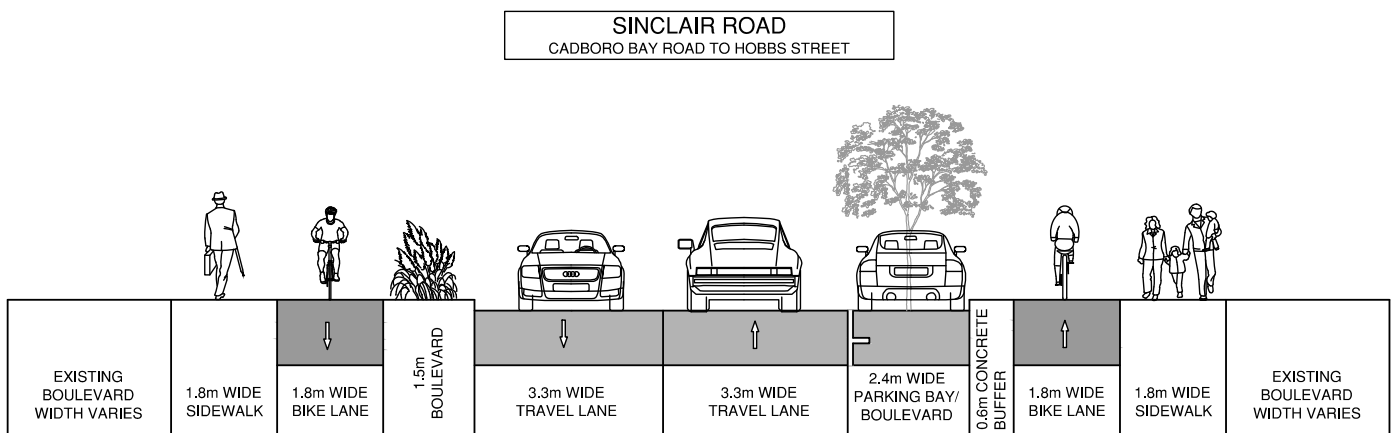


Figure 6.4: Sinclair Road Design Concept - Village Centre Area (Segment 3)



## 6.7 CADBORO BAY ROAD

Cadboro Bay Road is a vital part of the Local Area and serves as the central spine of the Village Centre and the community. The Road also provides a direct connection from Ten Mile Point to the Village, Oak Bay and downtown Victoria. Cadboro Bay Road is classified as a “major road” in the Saanich network, with a portion designated as a Truck Route. There has been significant interest from community members in improving the overall quality and pedestrian priority of this important road.

Enhancements to the public realm are critical to create an environment that invites community activity. As properties redevelop in the Village Centre, there are opportunities to add plaza spaces, new pedestrian street lighting, short term parking, and south oriented outdoor patios on the west side of the street. The roadway through this special one block place may also be eventually repaved and include special character defining features and public art to underline the Village is central importance and pedestrian orientation.

Upgrades to Cadboro Bay Road have been identified as a community priority. This section of the Plan provides guidance for those changes by identifying design objectives and concepts. In addition, Section 9 Village Sub-Area Plan provides further direction for the Village Centre.





## Cadboro Bay Road - What We Heard at the Transportation Workshop

*"Need more continuous sidewalks"*

*"Preserve big trees and add new trees"*

*"Turn gas station into a public gathering space"*

*"Create larger piazza in front of Olive Olio's"*

*"Create a second piazza on Pepper's side in the centre near sidewalk"*

*"Consider removing gas station and create a better turning radius for cars"*

*"Prioritize pedestrians in the Village Centre and consider people with mobility issues"*

## POLICIES

- 6.7.1 Implement improvements for Cadboro Bay Road based on segments identified in Figure 6.5 and as per design concepts for the following segments:
- Segment 1: Inside the Village Centre, general area between Killarney Road and Penrhyn Street (Figure 6.6)
  - Segment 2: Outside the Village Centre, general area west of Killarney Road and east of Penrhyn Street (Figure 6.7)
- 6.7.2 Provide continuous separated sidewalks on both sides of the street that are universally accessible.
- 6.7.3 Improve pedestrian safety and ease of movement in the Village through implementing design improvements at the intersections of Cadboro Bay Road with Sinclair Road, Maynard Street and Penrhyn Street.
- 6.7.4 Identify opportunities to incorporate public art, wayfinding and gateway features that celebrate local culture and history.
- 6.7.5 Examine in consultation with the community, alternative infrastructure designs to preserve mature trees **that include the big Wisteria** in the Village Centre (Figure 6.5) and explore adding new trees to provide shade in the public realm and enhance the Village Centre.
- 6.7.6 As part of redevelopment applications, work with land owners to provide an enhanced pedestrian experience/gateway in the Village Centre.
- 6.7.7 Alternate parking and landscaped boulevards with new tree planting **where feasible** to enhance the experience in the Village (see Figure 6.7).
- 6.7.8 Create a larger plaza in front of the rounded commercial building located at the northwest corner of Cadboro Bay and Penrhyn Roads, and on the opposite, southern side to facilitate community interaction, to support local businesses and emphasize the Village Centre as a people oriented meeting place.
- 6.7.9 Work with BC Transit to integrate transit stops with future redevelopment to enhance the pedestrian experience in the Village and improve access to transit.
- 6.7.10 Apply streetscape concepts, policies and guidelines identified in the *Village Sub-Area Plan* (see Section 9).
- 6.7.11 Explore opportunities for parking on Cadboro Bay Road outside the Village Centre.**



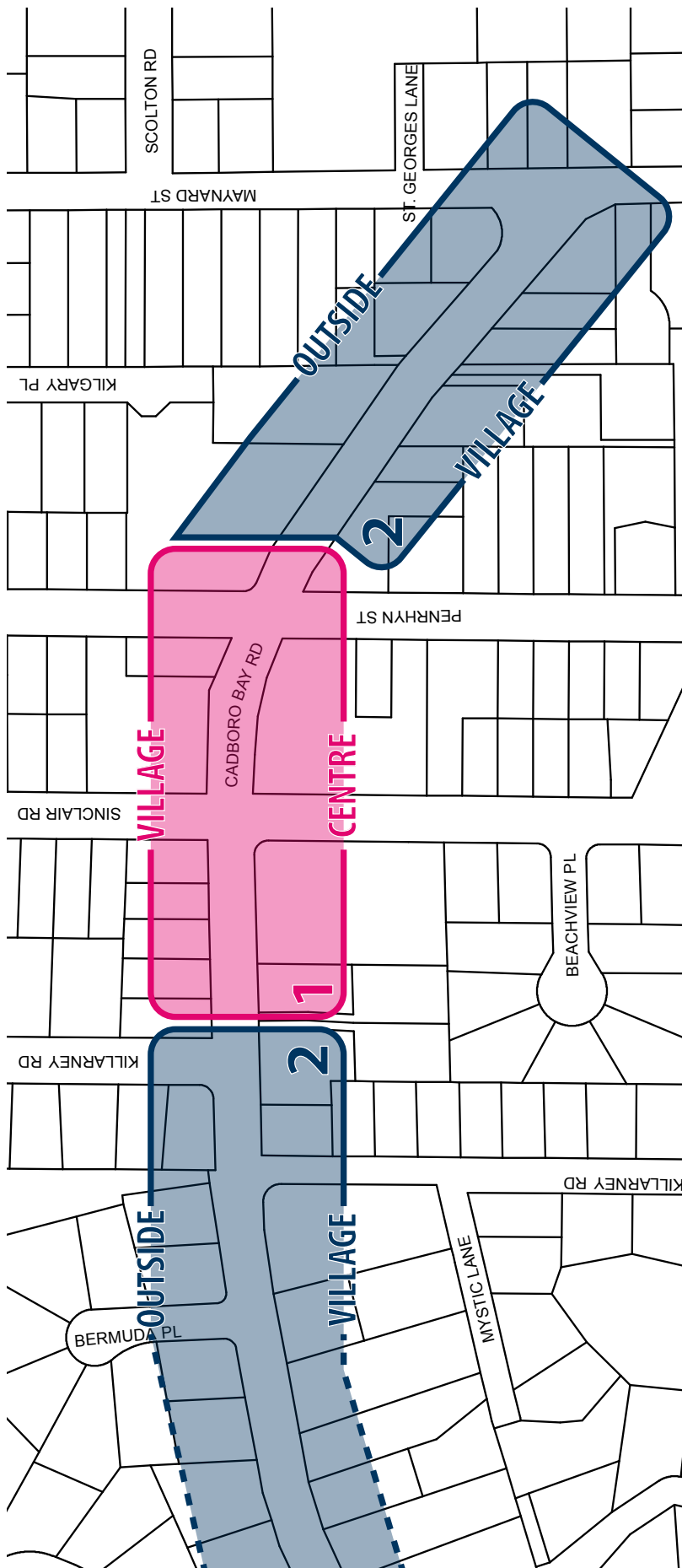


Figure 6.5: Cadboro Bay Road Segments

# Cadboro Bay Road - Village Core

Looking NE (water to right) - 20 m ROW

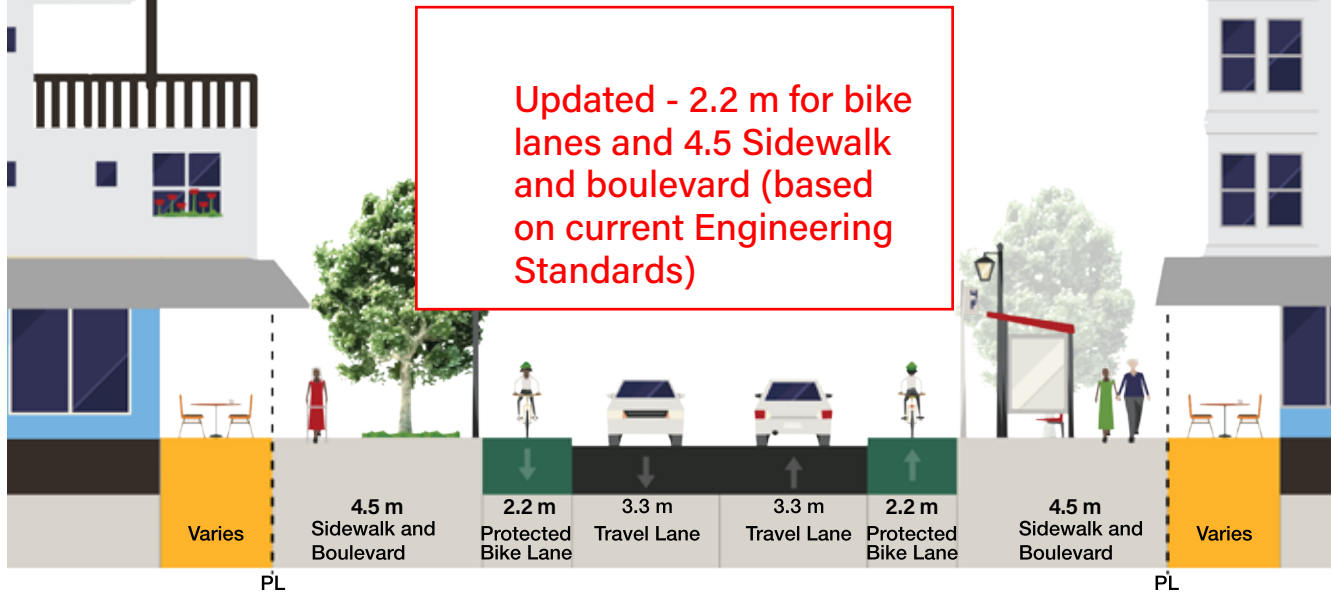


Figure 6.6: Cadboro Bay Road Design Concept - Inside Village (Segment 1)

# Cadboro Bay Road - Outside Village

Looking NE (water to right) - 20 m ROW

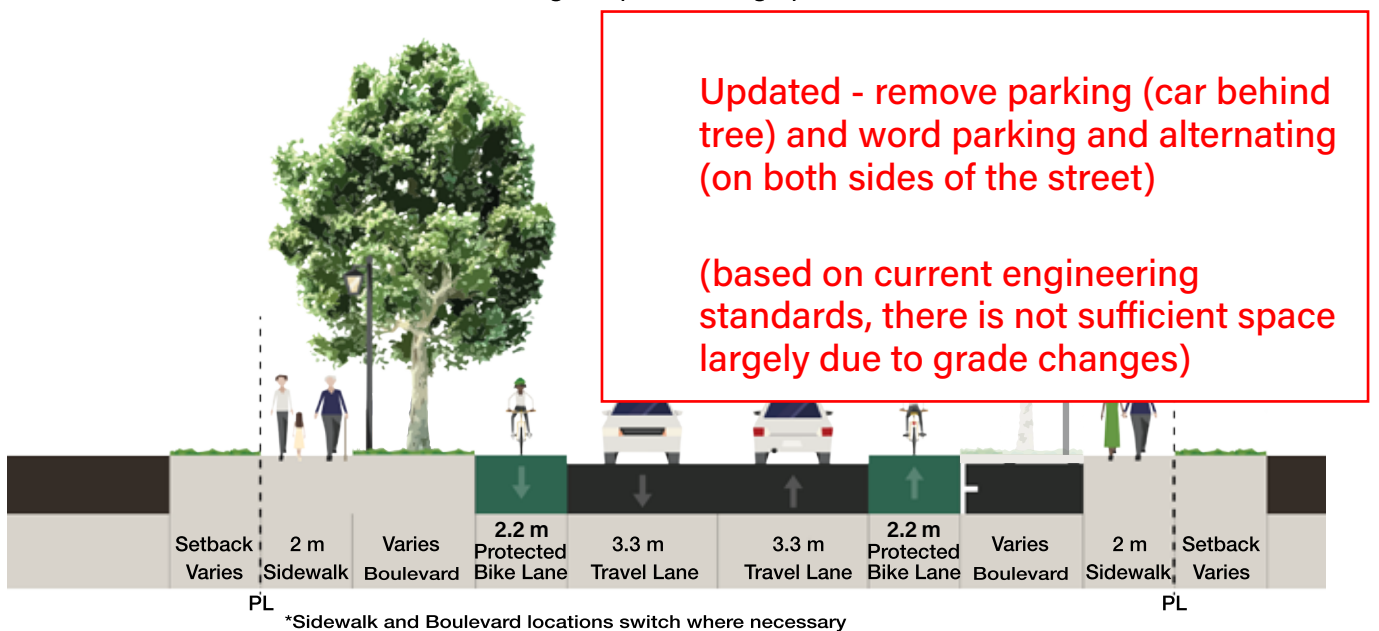


Figure 6.7: Cadboro Bay Road Design Concept - Outside Village (Segment 2)



# 7. PARKS, OPEN SPACE AND COMMUNITY FACILITIES

Parks, trails and green spaces represent a true wealth of natural heritage in Cadboro Bay from the time when the area was used by First Nations, to the arrival of British settlers and to the present. The local landscape has been defined by its natural features and a patchwork of natural trails which provide passageways between residential roads, retaining a rural character and providing access to local beaches and exceptional views to the water.

Cadboro Bay has an established network of parks, open spaces, beach accesses and trails within an easy walk of most residences. These assets provide the community with active and passive recreational opportunities and help preserve natural features and habitat. In addition, a number of unconstructed road rights-of-ways provide linear open spaces that function as pedestrian, bicycle and wildlife corridors.

Going forward, the Plan looks to further accentuate parks and open spaces as a central component of the Local Area. Improvements will be undertaken to design park space to respond to changing demographics and user groups and a green corridor network will be enhanced to facilitate access and

recreation options. A large focus will be on improving connections to area destinations such as beach areas, natural spaces, parks, trails and publically accessible open spaces.

## OBJECTIVES

- A. Maintain the green character and preserve the urban forest by protecting and enhancing the system of parks and open spaces in Cadboro Bay.
- B. Encourage and promote healthy lifestyles by expanding recreation opportunities at local parks and enhancing active **recreation transportation** networks.
- C. Support more walking and cycling through improved network connections to parks and green spaces.
- D. Support the development of a community wayfinding strategy.
- E. Strengthen the availability and accessibility of services provided by community facilities.

For thousands of years the Lekwungen “Lək̓ʷəŋən” People, ancestors of the Songhees and Esquimalt Nations, lived at what is today known as Cadboro Bay. They lived **a lifestyle which is known as** a typical Straits Salish lifestyle.

There are a number of archaeological sites in the Cadboro Bay area and remnants of early fortifications which protected the village area inhabitants. Additional archaeological sites may exist as **the general area is local First Nations were known to have been a be** highly active **in this area. for First Nations.**

To read more on the early years in Cadboro Bay see Section 2.3 Moments in History (p.21) and 8.3 First Nations Heritage (p.121).



## 7.1 PARKS AND OPEN SPACE

Cadboro Bay is well serviced by park space, with over 30 hectares of designated parkland. Parks and open space in the Cadboro Bay local area exceed the Saanich Official Community Plan (OCP) standards for parkland. There are several large parks in Cadboro Bay including Cadboro Gyro Park, Maynard Park, Konukson Park, Phyllis Park and Goward **Woodland Park**. There are also six smaller neighbourhood parks noted in Figure 7.1 and many beach access points within the local area. Additional open space is provided by school and institutional properties.

In recent years, the park system has expanded to include two major properties. The first involves adding 2.3 ha of natural area to Konukson Park, enlarging the natural forested **walking** area at Ten Mile Point. An additional 0.54 ha was added to Cadboro-Gyro Park, with one remaining parcel of land identified for future park **addition acquisition**.

The park network is supplemented by a number of large open spaces. Haro Woods, which is a combination of land owned by Saanich, the CRD and the University of Victoria (UVic) is one such area. In 2018, Saanich Parks completed a management plan for the Saanich-owned portion of Haro Woods, which is **designated zoned** as a natural park. The Plan addressed issues of environmental protection and recreational access that relate to the CRD and University of Victoria portions. In 1995, UVic provided a covenant for the property to protect their parcel as a natural woodland and allow public access. A similar protective covenant exists at Mystic Vale, which is another area owned by UVic and valued for its recreational opportunities.

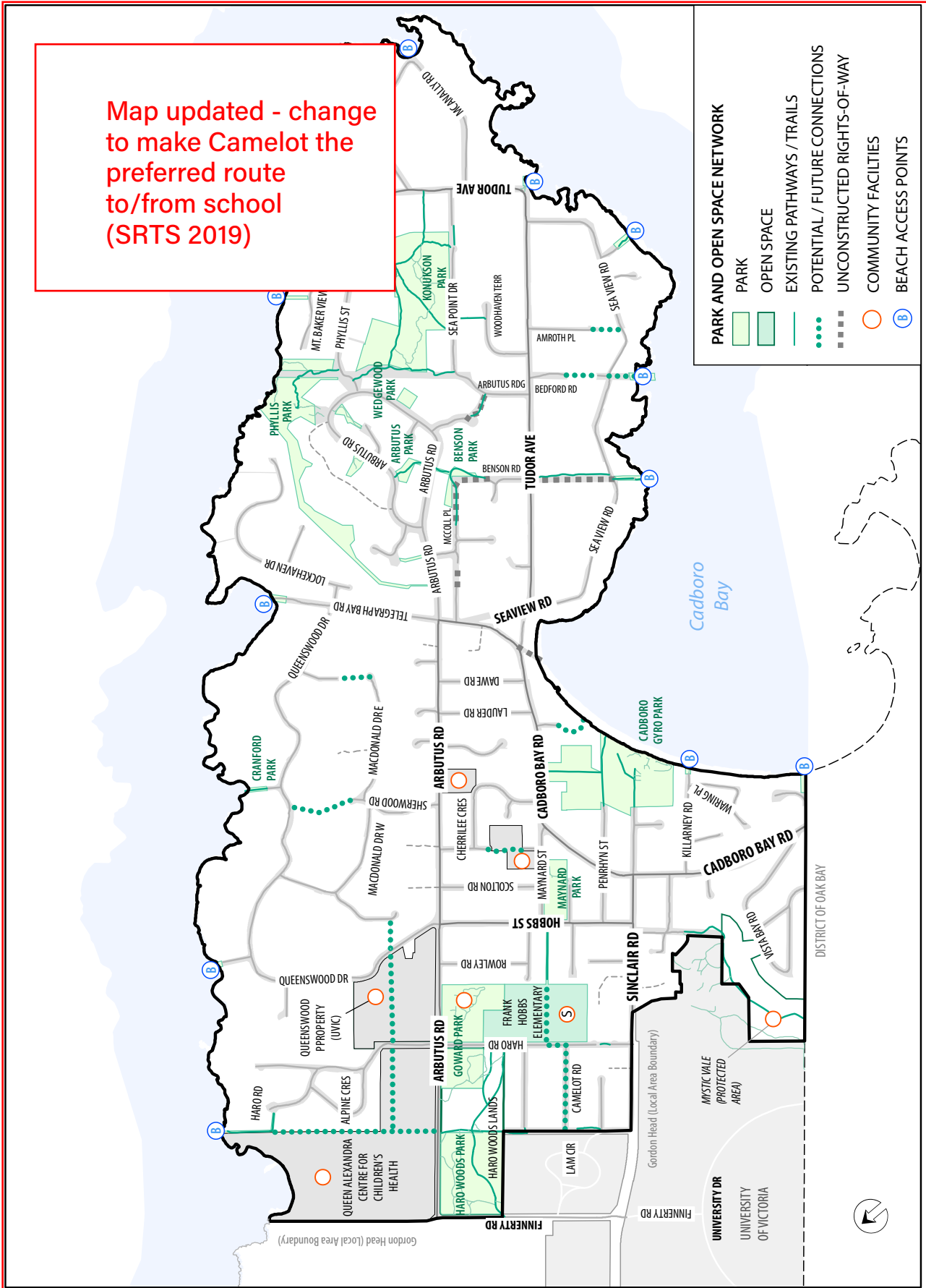
In addition, the Queen Alexandra Centre property includes a wooded area and offers informal pedestrian access to its property trails and shoreline. The UVic-Queenswood Campus property also includes a wooded area and **former** trails. These forested area and trails are much enjoyed by local residents who would like to see them included as future considerations for the property.

### POLICIES

7.1.1 Continue to improve connections to the parks and open space network as indicated on Map 7.1 to link parks, open spaces, and key destinations through a continuous system of sidewalks, pathways and off-road trails.

- 7.1.2 Work in cooperation with property owners to acquire rights-of-way **and easements** for the potential/future connections identified on Map 7.1.
- 7.1.3 Consider retaining unconstructed road rights-of-way identified on Map 7.1 as informal open spaces and trail linkages that contribute to the green infrastructure network and urban forest.
- 7.1.4 Explore the continued use of natural trails on institutional lands and consider public access to natural areas when considering development on institutional lands.
- 7.1.5 Augment and enhance the neighbourhood network of parks, open spaces, trails and paths illustrated in Map 7.1 through the provision of publicly accessible spaces on institutional lands.
- 7.1.6 Continue to create inviting parks which are **useable enjoyable, and safe, and inclusive** with **strongly well** defined access points and edges.
- 7.1.7 Provide community and neighbourhood park amenities including recreational and playground equipment and facilities as determined through a public planning process.
- 7.1.8 Continue to design pedestrian circulation within parks and open spaces to be barrier-free, providing universal access as much as possible and to integrate with neighbourhood streets and circulation systems.
- 7.1.9 Continue to consider the fish and wildlife habitat values and indigenous vegetation preservation in the acquisition, development and maintenance of parks and open space.
- 7.1.10 Implement the Haro Woods Master Plan and continue to work with local user groups on restoration and stewardship initiatives.
- 7.1.11 Continue to improve access and connection to the Haro Woods area from surrounding neighbourhoods, and consider acquiring lands through the development process to promote active transportation where appropriate.
- 7.1.12 Continue to protect significant mature trees and vegetation **through and** during the design of parks and other public open space.
- 7.1.13 Provide the local community with cultural opportunities for public art, gatherings and community events in parks.





Map 7.1: Parks and Open Space Network

Park	Designated	Function	Gross Area (ha)
Wedgepoint	Neighbourhood Park	Natural	<del>0.18</del> 0.13
Goward	Neighbourhood Park	natural, special purpose/ horticultural	2.49
Konukson	Neighbourhood Park	Natural	<del>6.63</del> 6.96
Maynard	Neighbourhood Park	structured athletic, unstructured recreation	1.18
Phyllis	Neighbourhood Park	Natural	<del>4.53</del> 5.44
Viewpoint	Neighbourhood Park	Natural	0.16
Arbutus	Neighbourhood Park	Natural	0.25
Benson	Neighbourhood Park	Natural	0.58
Wedgewood Tennis	Neighbourhood Park	<del>structured athletic</del> unstructured recreation	0.19
Cranford Place	Neighbourhood Park	Natural	<del>0.09</del> 0.08
Cadboro-Gyro Park	<del>Signature</del> Community Park	<del>structured athletics</del> unstructured recreation, special purpose/horticultural	<del>5.84</del> 6.19
Haro Woods property	Community Park	Natural, special purpose	5.80
Unnamed	Neighbourhood Park	Small trail connecting Arbutus Rd to Juan de Fuca Terrace	0.05
Frank Hobbs Elementary*	Neighbourhood <del>Park</del> Open Space	structured athletic, unstructured recreation	2.2
<b>TOTAL PARKS AND OPEN SPACE</b>	<del>12</del> 14		<del>30.12</del> 31.7

\*Half of the school site is considered as a neighbourhood ~~park~~ open space

Figure 7.1: Cadboro Bay Parks



## 7.2 CADBORO-GYRO PARK

Cadboro-Gyro Park is often described as the “jewel” of the parks system ~~and is designated as a Signature Park~~. The park was originally donated to the municipality in 1954 for park use. Additional properties have been added over time. Today, the park encompasses 6.19 ha of ocean fronting land and public beach which is very popular with locals and visitors alike. The park playground includes a giant octopus structure, a salmon and sea serpent named Cadborosaurus, also known as “Caddy”. In 2018, Fodor’s Travel ranked Cadboro-Gyro Park as having one of the world’s most unique playgrounds.

The park was ~~recently~~ enhanced in 2014 to include a new playground area and ~~refurbished~~ tennis court, parking lot ~~and drainage~~ upgrades ~~and an improved surface treatment~~. Saanich Parks worked closely with a ~~First Nations’ representative Songhees Artist and Educator~~ and Saanich Archives to include a central display acknowledging the rich history of the area and its historical use by the Lekwungen “Lək̓ʷəŋən” People who lived and used this area for thousands of years, ~~and continue to hold a relationship to the land~~.

The Park is a central defining feature of the Cadboro Bay Village and is further addressed in the Village Sub-Area Plan through integration with land uses and the mobility network.

### POLICIES

- 7.2.1 Continue to work in collaboration with First Nations to include and celebrate cultural elements that acknowledge local history and uses, including through the use of ~~native-indigenous~~ art, place names, ethnobotany and interpretative displays.
- 7.2.2 Explore further enhancements to Cadboro-Gyro Park through future parks planning processes, with consideration for:
- ~~Sea level rise;~~
  - Integrating facilities targeted towards underserved demographics, including youth, young families and older adults;
  - Adding facilities that aid in interpretation of environmental features, such as a natural interpretation pathway and/or a small sheltered area for educational programs;
  - Planting additional trees; Enhancing stormwater management, including considering restoration of the eastern portion of the park as a natural wetland; and
  - ~~Indigenous recognition and acknowledgment.~~

*Legends of “Caddy” date back to the 1930’s, when local newspapers reported people witnessing a “long sea serpent with the head of a horse” in the bay area. Caddy has inspired a number of books and even ~~an episode of~~ a television series named “Mystery Hunters”. The existence of Caddy remains an unresolved mystery and debated to this day. However, the cartoon-like concrete sculpture has become part of the local culture and is a favorite play feature for kids who enjoy the climbable likeness of “Caddy”; a feature that will continue to be enjoyed for generations to come!*



## 7.3 BEACH ACCESS POINTS AND VIEWSCAPES

The experience of parks and open spaces in Cadboro Bay is framed and enhanced by access to shoreline areas and views to these areas. Maintaining public access and the visual connection to the water is an essential part of maintaining the area's character.

Shoreline and foreshore areas, including public beach accesses, are an important component of the natural area and recreation network. 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. Beach accesses are identified on Map 7.1.

Public viewscapes, including views to, from, and through a location, are an important component of the area's character. Public viewscapes of importance in Cadboro Bay include natural vegetation and ocean vistas that are enhanced by local topography.



### POLICIES

- 7.3.1 Explore opportunities to create new beach accesses through easements, property acquisition and improvements on undeveloped road rights-of-way.
- 7.3.2 Enhance beach access points through:
- Improvements to increase accessibility;
  - Environmental restoration of shoreline areas;
  - Upgrades to pedestrian network, including trails that link to beach accesses; and
  - Enhanced wayfinding or interpretive signage.
- 7.3.3 Protect important public viewscapes through land use policies, development permit area guidelines and consideration of land acquisition in conjunction with other government agencies.
- 7.3.4 Consider public view corridors from the Village and surrounding neighbourhoods to Cadboro-Gyro Park and the waterfront, including but not limited to:
- Sinclair Road looking down the hill, from Finnerty Road to Cadboro Bay Village, and south to Cadboro-Gyro Park and the water;
  - Penrhyn Street looking south from Hobbs Street to Cadboro-Gyro Park and the water;
  - Cadboro Bay Road looking south from Maynard Street to Cadboro-Gyro Park and the water; and
  - Telegraph Bay Road and Tudor Road junction looking southwest to the Cadboro-Gyro Park beach and the water.



Sinclair Road top of hill viewscape



Sinclair Road south viewscape



Penrhyn Road south viewscape



Tudor Road east viewscape



Telegraph Bay and Tudor Road southwest viewscape



## 7.4 COMMUNITY FACILITIES

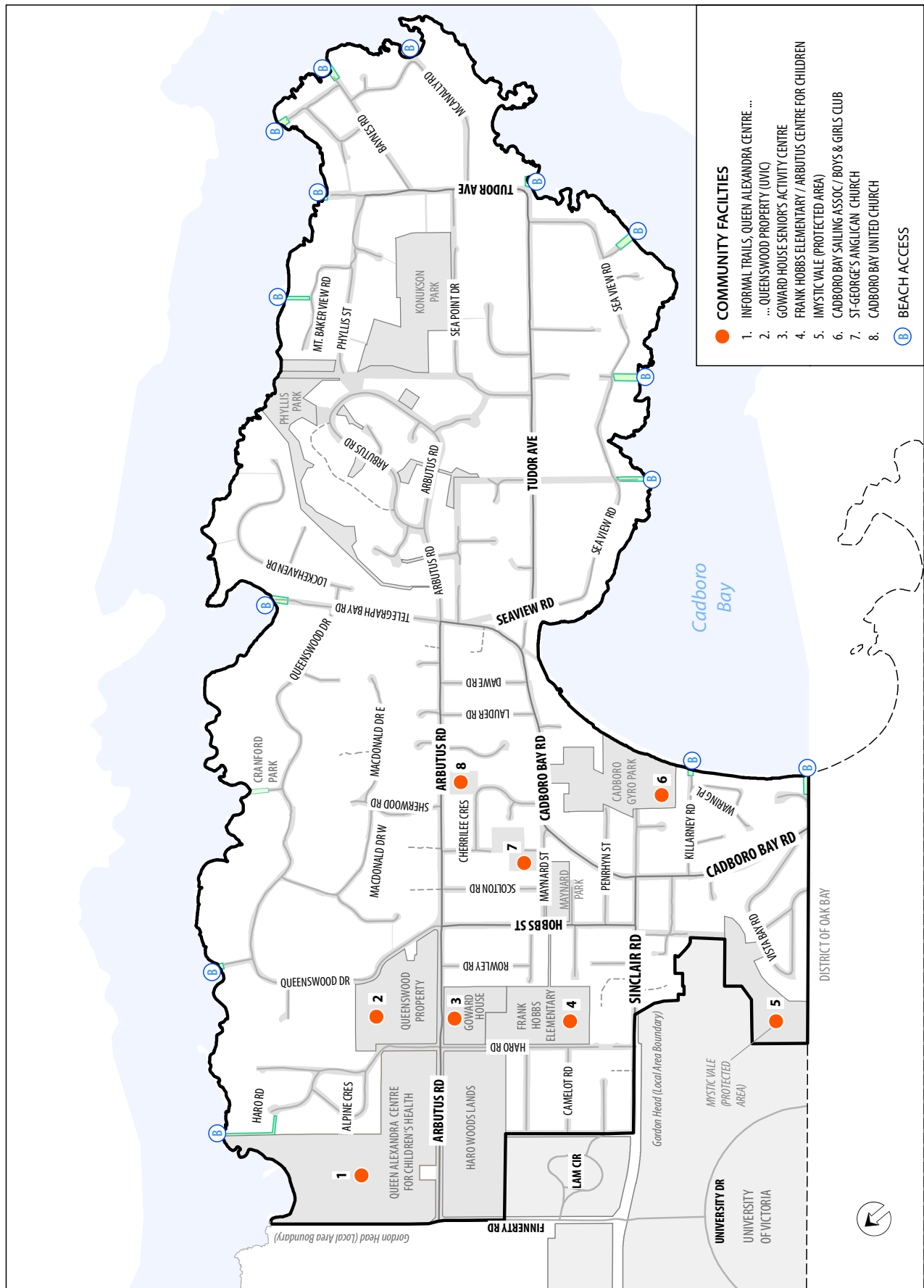
Cadboro Bay has a number of community facilities, but residents also rely on Saanich or regional facilities outside the local area. The most prominent facilities in the area are Frank Hobbs Elementary School and Goward House, which provides services and programming primarily directed towards older adults.

The elementary school site is located at the northeast corner of the Village Neighbourhood and includes open space that serves the neighbourhood, as well as the Arbutus Grove Children's Centre, which provides early childhood education. The school site also provides active recreational, passive open space and interpretive learning opportunities within the neighbourhood. Longer term, there is interest in better integrating the school site with the neighbourhood residential area and providing a stronger connection to the Village Centre.



## POLICIES

- 7.4.1 Work towards better integrating the Frank Hobbs School site with the Village Neighbourhood, including through:
- Establishing a prominent design element at the south end that connects by trail to residential neighbourhoods and the Village Centre;
  - Expanding the range of active park and open space amenities integrated with educational facilities;
  - Creating a strong visual and built form focus fronting Haro Road; and
  - Considering the incorporation of elements that contribute to a vibrant, attractive neighbourhood, such as public art.
- 7.4.2 Explore opportunities to integrate community facilities, such as multi-purpose rooms, as part of the redevelopment of larger sites in Cadboro Bay Village.
- 7.4.3 Continue to support Goward House Society volunteers in restoring the surrounding area woodland and developing a public interpretive trail network in the land surrounding Goward House.
- 7.4.4 Continue to support programming and community stewardship efforts at Goward House.
- 7.4.5 Consider a small facility at Cadboro-Gyro Park that would offer a covered space for education and cultural presentations, educational programs, nature interpretation, children's activities and natural play and exploration.
- 7.4.6 Consider incorporating recreational opportunities for older active adults, that may include exercise equipment and programming to support a variety of interests and abilities that support an active lifestyle.
- 7.4.7 Improve access and connection to community facilities from surrounding neighbourhoods, for pedestrians and cyclists.



Map 7.2: Community Facilities





# 8. SOCIAL AND CULTURAL WELL-BEING

The healthy community philosophy is rooted in the belief that people's social, economic, cultural and psychological well-being is influenced by the physical environment in which they live, work and play. A caring and diverse community is viewed as integral to providing all residents the opportunities and supports to pursue their full potential.

This Local Area Plan recognizes that land use planning decisions are influenced by, and in turn can influence social well-being and quality of life. As a result, the Plan links the consideration of social well-being with the physical aspects of future development considerations. As such, this section is a part of the overarching philosophical framework of the Plan.

Healthy community policies are interwoven throughout the entirety of the Plan, particularly with respect to the design of active transportation networks, the development of a compact, walkable land use pattern, the enhancement of recreational opportunities and the access to nature. Policies in this section speak to basic needs of the community, such as housing and access to food, but also speak to elements that enable Cadboro Bay to thrive and be celebrated.

## OBJECTIVES

- A. Expand and promote opportunities for all residents to connect socially and **actively** participate **fully** in their community.
- B. Support additional forms of housing and explore incentives for affordable housing.
- C. Honour and respect local First Nation heritage and culture through public awareness, inclusion and public art.
- D. Preserve and enhance heritage resources.
- E. Encourage and promote active lifestyles through **good** urban design that creates safe and comfortable **active-transportation mobility** options.
- F. Support a vibrant Village Centre that fosters community spirit and celebrates local identity.
- G. Acknowledge the history of the local area and ensure cultural and heritage values are incorporated into planning and decision making
- H. Enhance access to local, healthy foods.
- I. Support community initiatives that encourage broad and authentic participation of all people, especially vulnerable groups and groups that are that are underrepresented.



## 8.1 SOCIAL WELL-BEING

**Goward House** is a seniors' activity centre owned by the municipality and operated by the Goward House Society. It offers a variety of recreation, art and leisure activities and outreach programs for seniors. Goward House also provides community meeting space and events. The property includes a magnificent six acre woodland park that was recently restored by a dedicated group of volunteers supported by Saanich to a more natural state with looping walking trails.



A healthy community is one where residents have opportunities to nurture their physical, social and mental well-being. Research shows that our sense of belonging or connectedness has tremendous impact on both our physical and mental health.

Social connectivity is incredibly important in creating and maintaining the relationships that make our communities stronger and more resilient. Through community programs and the design of buildings and public spaces, environments can be created that foster a stronger, more engaged community.

A variety of programs and facilities for youth, parents, families with children 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 community facilities are located nearby at the Gordon Head and Cedar Hill Community Recreation Centres and include programs for children, youth and people of all ages and levels of abilities. The University of Victoria offers higher education, as well as a number of educational and cultural events and programs available to the public.

In addition, a number of annual summertime events, including sailing regattas and festivals take place at Cadboro-Gyro Park including the popular Cadboro Bay Festival and sand sculpture competition. The adjacent Uplands Golf Course and Royal Victoria Yacht Club are also used by residents of Cadboro Bay.

Local churches play an important role providing many programs and services in the community for people of all ages, as well as community meeting and activity space. Community meeting space is noted to be very limited in Cadboro Bay.

Public policies across numerous agencies and levels of government contribute to community health, and ongoing coordination among partners and community members is crucial. The Plan aims to maintain and improve the well-being of Cadboro Bay residents by supporting a broad range of community services and amenities, creating a public realm that is safe and inclusive and providing opportunities for active lifestyles and access to nature.



## POLICIES

- 8.1.1 Provide safe, **inclusive** and welcoming community spaces **for all**, including parks, community facilities, streets and public spaces.
- 8.1.2 Support the provision of community space for recreational and educational programming, support services and socialization.
- 8.1.3 Support public events that bring **communities people** together in public and institutional spaces.
- 8.1.4 Support the development of new cultural spaces that are accessible to a diverse population and reinforce community identity and a sense of place.
- 8.1.5 Support public art in Cadboro Bay that celebrates the area's unique features and local history.
- 8.1.6 Encourage the incorporation of public art installations when considering new development or redevelopment and capital projects.
- 8.1.7 Work in collaboration with local community associations and stakeholder groups to identify potential locations where public art and elements of placemaking can be incorporated to highlight gateways, and local features.
- 8.1.8 Evaluate opportunities to expand social and cultural amenities in Cadboro Bay parks.
- 8.1.9 Support activities and participatory arts programs for older adults, activities for children, youth engagement and intergenerational mentoring.
- 8.1.10 Incorporate a social equity lens when considering major public investment in Cadboro Bay.
- 8.1.11 Encourage housing that incorporates a broad range of accessibility and age-friendly features, preferences, and family structures including the ability to age in place.



## COMMUNITY ASSOCIATIONS

Cadboro Bay includes well established community associations as well as informal neighbourhood groups. A network of localised and informal groups include morning coffee groups, jogging, walking, and cycling groups and a variety of other local interest groups or associations. More formal groups such as the Cadboro Bay Residents Association (CBRA) and the Cadboro Bay Village Business Improvement Association (BIA) provide both social opportunities and also play an important role in representing community interests and conveying these interests to the municipality. The interests of these more formal groups 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.

## EMERGENCY PREPAREDNESS

In collaboration with Saanich Emergency Services, since 1998, the Cadboro Bay Residents Association (CBRA) with local residents has been instrumental in creating and maintaining the Cadboro Bay Emergency Preparedness Program. The volunteer group whose motto is "better the neighbour who is near than the brother who is far away". The volunteer group describes itself as a Task Force created both to prepare for and respond to a catastrophic event, specifically a major earthquake. It is expected that following such an event the community will be left largely to its own devices for as much as a week. The Task force disseminates emergency preparedness information which encourages residents to be self-reliant in the event of a major earthquake. In the event of a major quake, the Task Force has plans in place for an Incident Command Post, which will also enable the task force team to direct local Convergent Volunteers in the delivery of a range of support services to area residents.



## 8.2 HOUSING AFFORDABILITY

Housing that can support people of different ages, incomes, family structures, and physical and social needs is fundamental to a healthy, inclusive, and sustainable community. The Region's high housing costs, low vacancy rates, and limited diversity of housing supply presents a challenge to housing people.

The Regional Housing Affordability Strategy (2018) shows a shortage of housing in the region for "very low" and "low to moderate" income levels. Housing affordability issues are particularly acute for rental households. Saanich's Housing Needs Report (2020) indicates that over 26% of renter households are in core housing need (compared to 6% for owners).

Saanich completed a Housing Strategy in 2021 to address housing affordability, diversity and supply over the next ten years. The findings from the Housing Needs Report and the strategic direction of the Housing Strategy are reflected in the housing policies of the local area plan. As implementation occurs, there may be opportunities to update the local area plan to reflect Housing Strategy initiatives.

In Cadboro Bay, there is a limited supply of housing types and affordability options. This Local Area Plan seeks to broaden housing choices by expanding housing opportunities in the Village Centre and providing infill housing options in the surrounding neighbourhood area (See Map 5.2) in a manner that is sensitive to the Village Neighbourhood character.

Institutional properties also present opportunities to include affordable housing units as part of comprehensive redevelopments. A lack of housing options for seniors was identified as a community concern and in general there is a limited supply of multi-family housing in the local area.

St-George's Anglican Church includes 20 senior housing units. As churches consider possible redevelopment, they represent unique opportunities to add housing for seniors and affordable housing options. Additionally, other large institutional sites such as Queen Alexandra and Queenswood warrant consideration for potential housing that is more affordable and accessible to a broader range of demographics and income levels.

The Plan provides for a wider range of alternative housing opportunities to help people meet their needs at different stages of life. The goal is to enable people to remain in the area they know and where they have developed social ties, while providing opportunities to create housing suited to range of people and circumstances.

## POLICIES

- 8.2.1 Support the provision of a diverse range of housing types in Cadboro Bay that support residents at various stages of their life.
- 8.2.2 Work in partnership with local institutions, churches, the CRD, BC Housing, non-profit organizations, and others to explore opportunities to develop affordable and supportive housing in Cadboro Bay.
- 8.2.3 Support the development of seniors housing and associated support services, with a priority on affordable and accessible rental units.
- 8.2.4 Support institutions in exploring opportunities to include affordable housing as part of future development and redevelopment.
- 8.2.5 Evaluate new housing developments based on the housing needs identified in the Saanich Housing Needs Report, Saanich Housing Strategy, and the Regional Housing Affordability Strategy.
- 8.2.6 Support the development of not-for-profit rental housing by considering:
- Reductions of municipal fees;
  - Property tax exemptions;
  - Financial support through the Saanich Affordable Housing Fund;
  - Reduced parking requirements;
  - Increased height when non-market housing is provided; and
  - Continued prioritized application review and approvals timelines.
- 8.2.7 Support implementation of the Housing Strategy to enhance the affordability, diversity and supply of housing in Cadboro Bay.



## 8.3 FIRST NATIONS HERITAGE

For thousands of years, First Nations, notably the Lekwungen “Ləkʷəŋən” People; ancestors of the Songhees Nation and Esquimalt Nation, have lived at what is now Cadboro Bay. They lived a lifestyle which is known as a typical Straits Salish lifestyle.

Many stories and legends remain, telling of the people who once lived and still hold an extensive connection to the lands and shoreline of the area known today as Cadboro Bay. There are a number of archeological sites in the Cadboro Bay area and remnants of ancient fortifications that protected the village area inhabitants from invaders. References exist to a village site, including a stockade fort, located at the northeast corner of Cadboro Bay. A number of provincially registered archeological sites are identified along the shoreline. Additional archaeological sites and artifacts may still be found today as Cadboro Bay is recognized as a historically active First Nations area.

This plan seeks to acknowledge and honour First Nation culture and heritage by providing greater awareness and encouraging respectful development practices and sensitive treatment of ancestral remains. Public art and other place-making initiatives provide ongoing opportunities for residents to learn and connect with the area’s First Nation culture, history and values. By deepening the relationship with First Nations and practicing culturally appropriate behaviour, Cadboro Bay can move towards a future of reconciliation.



## The Traditional Territory

The traditional territory of the Songhees and Esquimalt First Nations (Lkwungen **People**) incorporates land from the shores of the southern entrance of Haro Strait from Open Bay to Eagle Cove and on to San Juan Island. Eight distinct families – the Chewhaytsun, Kakyakaan, Teechamitsa, Whyomilth, Chekonein, Chilcowitch, Kosampson and Swengwhung lived, fished, hunted and harvested these lands. Situated in the protected CadborBay, Cadboro-Gyro Park is near Ququ'IEq' – a village site of the Chekonein family.

## Living Culture

Songhees and Esquimalt Nations are a living culture governed by the foundation and legacy left by their ancestors and elders. In keeping with the spirit and resiliency of the original inhabitants of this area, today's generation supports our new future together by promoting mutual respect and understanding between all communities.

## TRADITIONAL GREETINGS

### A'si'em nu'shwala'kwa

(Oh-sea-em new-shwa-la-kwa)

*My honourable close family*

### A'si'em nu shala'cha

(Oh-sea-em new-chayla-cha)

*My honourable friends*

### Hay'sxw'qa gwns âne 'techul Lkwungen Tung'exw

(Hy-sh-kwa gwuns ana techul Lekwunen too-nulth)

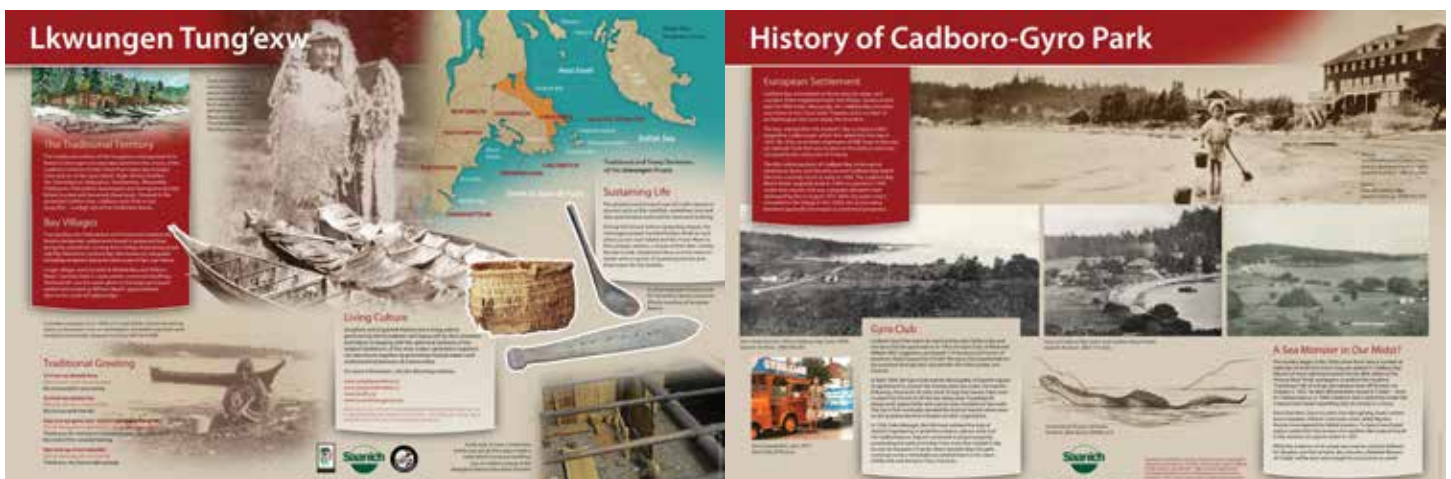
*Thank you for coming to Xwsepsum and Lkwungen land, the land of the smoked herring*

### Hay'sxw'qa si'em nakwila

(Hy-sh-kwa sea-em na-kwil-ia)

*Thank you my honourable people*

Source: Cadboro-Gyro Park Commemorative Plaque developed in collaboration by Saanich Parks in collaboration with the Songhees and Esquimalt Nations.



## POLICIES

- 8.3.1 Work with First Nations and other partners to share the First Nation's history of Cadboro Bay and culture and practices.
- 8.3.2 Work with First Nations to acknowledge cultural experiences, traditional place names and natural ethnobotany as part of public art, information displays and signage.
- 8.3.3 Develop protocol agreements with each of the First Nations to inform government-to-government relations. Consider agreements or memorandums of understanding with First Nations to address topics such as ancestral burial sites, cultural legacy projects, an archaeological review process, and other topics of interest.
- 8.3.4 Continue to improve the development review process with respect to archaeology for both external and internal development projects. Promote awareness of the responsibility of developers and other property owners to protect archeological sites and artifacts, and encourage compliance under the Heritage Conservation Act.
- 8.3.5 Work with local First Nations to enhance District of Saanich policies for protection of archeological sites when undertaking municipal works.
- 8.3.6 Seek to include sites of First Nations' significance as part of a wayfinding framework in consultation with local First Nations.
- 8.3.7 Prioritize local First Nations when considering public art in Cadboro Bay.
- 8.3.8 Continue to work with local First Nations to develop interpretive panels and other educational elements in parks, public spaces, beach access areas, and other suitable locations.
- 8.3.9 Create opportunities for First Nations art and cultural expression in public spaces to recognize the history and cultural contributions in the area.



## 8.4 HERITAGE RESOURCES

The Cadboro Bay area has a rich Indigenous history that has often been forgotten and in places physically altered. Several archeological sites are recorded with the BC Archeological Branch.

Cadboro Bay is also one of the earliest settled areas by British colonial settlers. There are many significant heritage resources in the Cadboro Bay area that reflect the evolution and character of the local area and contribute to its distinctive character.

The local area's heritage resources include features or places that have a historical and cultural significance in the community. Identifying heritage resources helps to inform the community and the municipality of opportunities to conserve resources that have a heritage value and are important to the community. Celebrating and preserving heritage features will contribute to the continued sense of place of the community.

The Saanich Heritage Register includes a total of 23 sites and features that have heritage value in Cadboro Bay. Sites listed on the Register include places and buildings. Some of these buildings are designated as heritage sites and protected by bylaw, while others are registered as being significant heritage buildings, but are not afforded the same formal protections as designated sites (see Map 8.1).

Saanich also recognizes Significant Trees which are noted on Map 8.1. These trees are listed and protected by the Saanich Tree Bylaw and include the London Plane trees that create a spectacular 'allée' to the water at Cadboro Bay.

### POLICIES

- 8.4.1 Conserve the heritage value of Cadboro Bay properties on the Saanich Heritage Register, and ensure preservation, rehabilitation and restoration of these resources through development processes, where possible (see Map 8.1).
- 8.4.2 Preserve the public visibility of heritage structures identified on Map 8.1.
- 8.4.3 Encourage owners to seek Heritage Designation when considering applications related to properties on the Saanich Heritage Register.
- 8.4.4 Ensure design compatibility when considering rezoning, subdivision and development permits in the vicinity of heritage structures and significant trees.
- 8.4.5 Encourage respect for heritage and cultural resources (e.g., Goward House) through site design.
- 8.4.6 Ensure new buildings highlight local heritage and culture through art and unique signatures such as signage, seating, natural landscapes, and heritage plaques that recognize the natural and human roots of the Cadboro Bay local area, as reflected in the Saanich Heritage Management Plan.
- 8.4.7 Support the efforts of the Saanich Heritage Foundation and Environment and Natural Areas Committee to preserve heritage resources in Cadboro Bay.







## Did You Know?

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

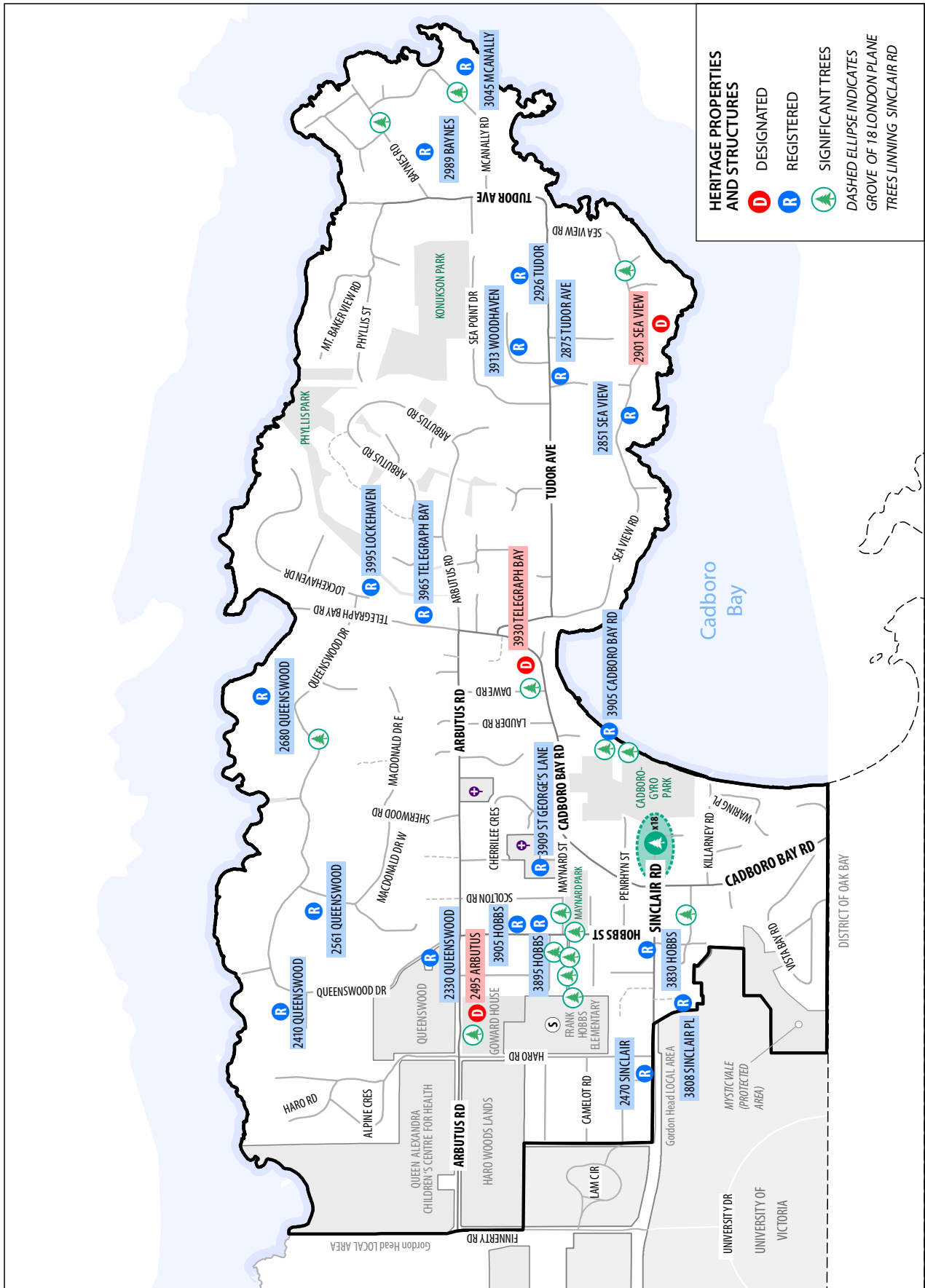
of the Hudson Bay Company dock. In 1882, the site became the location of the Giant Powder Company of San Francisco. In 1920, the explosive works were relocated to James Island.

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.

Source: 2002 Local Area Plan. See more in Section 2.4 Moments in History (p.21).





Map 8.1: Heritage Structures

## 8.5 URBAN AGRICULTURE AND FOOD SECURITY

A sustainable food system is an important component of a prosperous, resilient community. Saanich's Official Community Plan (2008) and Agriculture and Food Security Plan (2018) provide support for urban farming and access to healthy local food.

Food security requires the consideration of local food access and awareness, food and health education, food culture, and community.

Pepper's, the popular local grocery store, is located at the heart of Cadboro Bay Village and provides access to food within easy reach of most residential neighbourhoods. Pepper's is also the centre of community life, the place where people meet. Pepper's philosophy is to provide readily available healthy food choices, supporting local farms and local food production and making it more accessible to residents in Cadboro Bay.

~~People in Cadboro Bay Cadboro Bay residents~~ have a tradition of ~~backyard~~ gardening, ~~several include small scale~~ for personal consumption ~~food gardens and beekeeping~~. St. George's Anglican Church includes a thriving Community Garden and encourages community participation.

The plan supports an expansion of urban food production and food access opportunities.



### POLICIES

- 8.5.1 Support and encourage urban farming and community gardens in suitable locations in Cadboro Bay.
- 8.5.2 ~~Explore opportunities to include a small local farm market event and other opportunities that provide access to locally produced food.~~ Explore opportunities that provide access to locally produced food, such as local farm events.
- 8.5.3 Work with local First Nations in efforts to restore native plants and food sources and increase awareness of local Indigenous food systems.



# 9.VILLAGE SUB-AREA PLAN

The Village Sub-Area Plan examines Cadboro Bay Village, which includes the Village Centre and Village Neighbourhood. The **Village Centre** encompasses the area with commercial and higher density residential properties and is centred on Cadboro Bay Road between Penrhyn Road and Sinclair Road. The **Village Neighbourhood** includes the Village Centre and surrounding residential area (Map 5.2).

The Village Sub-Area Plan seeks to reflect community values and aspirations, recognizing the importance of this vibrant seaside Village. The plan provides the policies and guidelines that will serve to guide positive change and ensure Cadboro Bay Village continues to be a “great place” enjoyed by locals and visitors into the future.

The area’s rich history spans thousands of years and includes remnants of a former First Nations Village site. Over time, Cadboro Bay Village evolved from being a pioneering general store to become a small commercial centre that offers a variety of services and amenities. The central Village commercial area is uniquely just one block long. The personalized small-scale services and eclectic shops speak to the character of the community and provide a range of local products. Village stores and businesses play a significant social role in community life. Many local residents live within a comfortable five to ten minute walk of the Village core (Map 9.1).

The immediate context of Cadboro Bay Village offers unique challenges and opportunities. Up the hill and west from the Village is the University of Victoria’s growing campus. The connecting road to the University: Sinclair Road has been identified by residents as a connection needing improvement. To the east of the Village is the hugely popular and picturesque Cadboro-Gyro Park with a world-class oceanfront crescent beach, which is a destination for Saanich and Victoria residents and tourists.

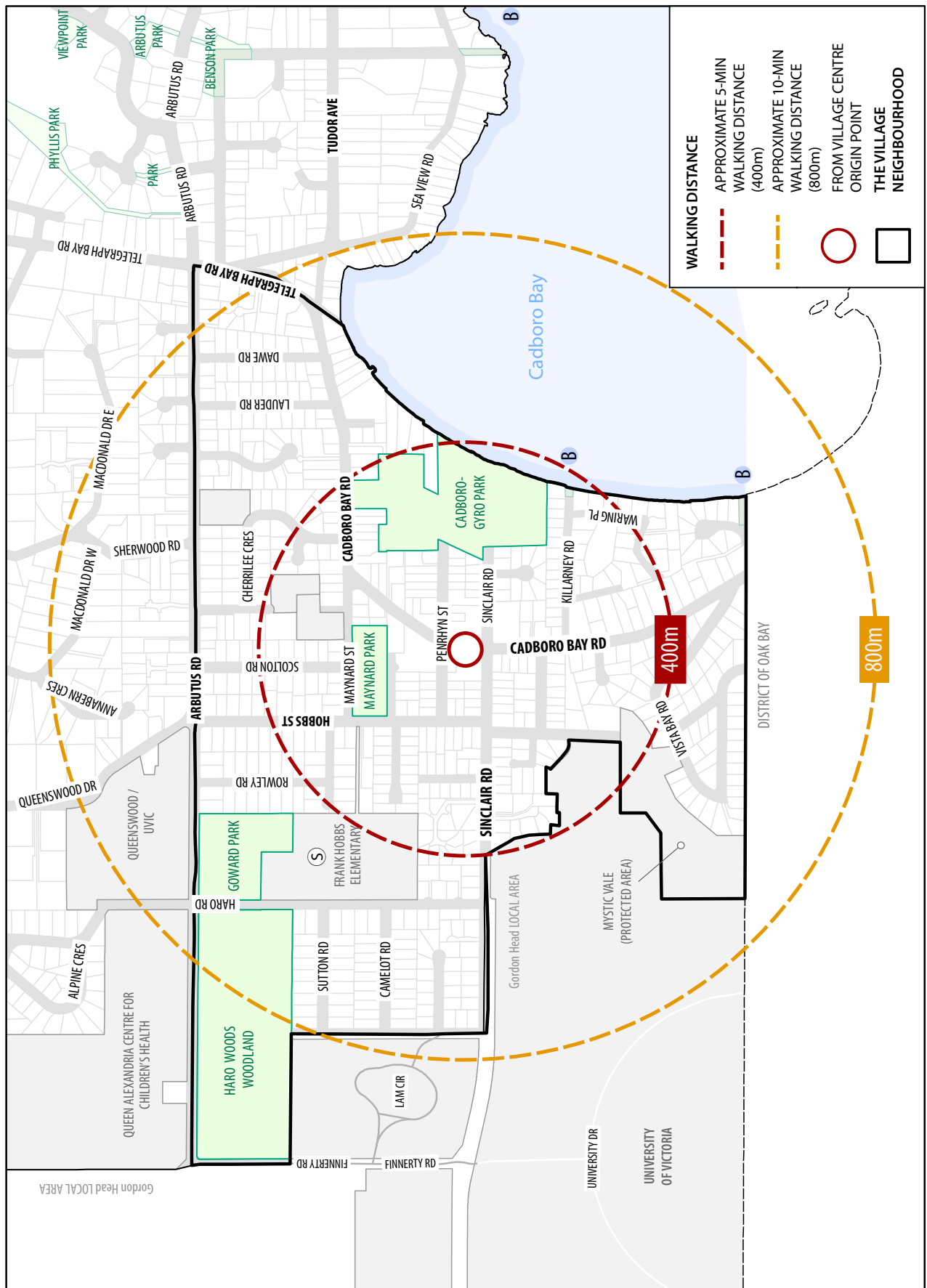
Future growth in Cadboro Bay is anticipated to be modest and focused in the Village. **Regional studies, including the MXD Village and Centre Projections and Trends (2013)**, show that the population of the Village Centre is estimated to grow by 0.8 % annually, resulting in approximately 300 to 500 new residents over the next 20-30 years. Many of the buildings in the Village are nearing the end of their life cycle, meaning they are likely to undergo renovations or redevelopment in the next 10-20 years.

The Village Sub-Area Plan provides direction for future redevelopment to broaden the range of housing choices and provide for the incremental expansion of commercial shops and services in a manner that retains the intimate scale of the Village and enhances pedestrian and bicycle mobility.



*Saanich OCP policy supports development in Centres and Villages that concentrates the greatest density of residential and commercial uses near the focal area with lower densities and building heights in the periphery. The OCP also supports the provision of publicly accessible open space and cultural opportunities that improve the public realm and enhance the node’s unique “sense of place”.*





Map 9.1: Cadboro Bay Village Neighbourhood and Village Core

## Cadboro Bay Village Vision

*Looking at the next 20-30 years, Cadboro Bay Village continues to be the vibrant commercial and recreation centre of the community. The small-scale Village core area provides for local community needs, culture, and recreation in a pedestrian and bicycle-friendly environment. A diversity of more compact housing types surrounds the Village core, providing necessary housing options for aging in place and younger families while conserving its unique scale and character.*



## OBJECTIVES

- A. Enhance the unique character of the Village Centre as a walkable, vibrant hub with pedestrian-oriented streetscapes and gathering places that promote community well-being.
- B. Ensure that the form and character of new development or redevelopment is in harmony with the small-scale seaside Village character.
- C. Support the current neighbourhood scale commercial uses and a modest expansion to the mix of retail, community-oriented uses and professional services to support access to local goods and services.
- D. Provide a diversity of housing options that cater to a range of people including older adults and young families.
- E. Celebrate Cadboro-Gyro Park and the beach as an integral part of the Village identity, including through maintaining public views and improving pedestrian and cycling connections.
- F. Enhance green space and treed areas in the Village.
- G. Enrich the cultural landscape and recognition of First Nations' history, including the original village site.
- H. Diversify transportation links to be more welcoming to pedestrians and cyclists by improving pedestrian, cycling and transit access within and through the Village Centre.
- I. Consider new development or redevelopment in the context of climate change and other potential impacts.



## 9.1 VILLAGE LAND USE

The Village Centre will continue to be the nexus of activity in Cadboro Bay. Land use changes will retain the village's character and scale while providing for a greater mix of uses and housing options. In areas surrounding the Village Centre, a transition area will provide opportunities for more diverse housing options that would allow more people to be within walking distance of Village amenities.

The current housing mix in the village includes six multiple-family developments in the Village Centre. These range from townhouses to apartments and mixed-use development. New commercial, apartment or townhouse development will be focused in the Village Centre and allow for an incremental expansion of this highly valued community hub.

The Village Neighbourhood to the west and north of the Village Centre offers the opportunity to create an assortment of infill density. Additional housing infill is meant to be "gentle" as it should fit into the current character and scale of the neighbourhood. This type of development will often require rezoning, which will allow evaluation versus the policies contained in this section and design guidelines. Housing types could include secondary suites, garden suites, duplexes, triplexes, fourplexes, and townhouses. The intention is to provide housing options where residents can live within walking distance of services and transit and do not necessarily need to own a car.

The southern area of the Village Neighbourhood, south of Sinclair Road, is anticipated to largely maintain its current lot size and single-family character as its layout and topography is not easily adaptable to infill. Church sites in the neighbourhood are possible candidates for new housing development, potentially extending the current seniors housing on the St. George's Church site or providing new affordable housing to meet community needs.

The Village Sub-Area Plan (Section 9) and *Development Permit Area Guidelines* work in concert to implement the Plan's vision and objectives.

### Making it Happen/Implementing the Vision

It is important to note that most improvements presented in this section are dependent on private redevelopment. These changes would be initiated by property owners and subject to an application process. On some properties, zoning exists that permits a higher density than currently exists. On other properties, a rezoning process will be required to bring zoning into alignment with the policy direction of this Plan. In all instances of multi-family or commercial development, a review will be undertaken to ensure the form and character of new development aligns with design objectives.

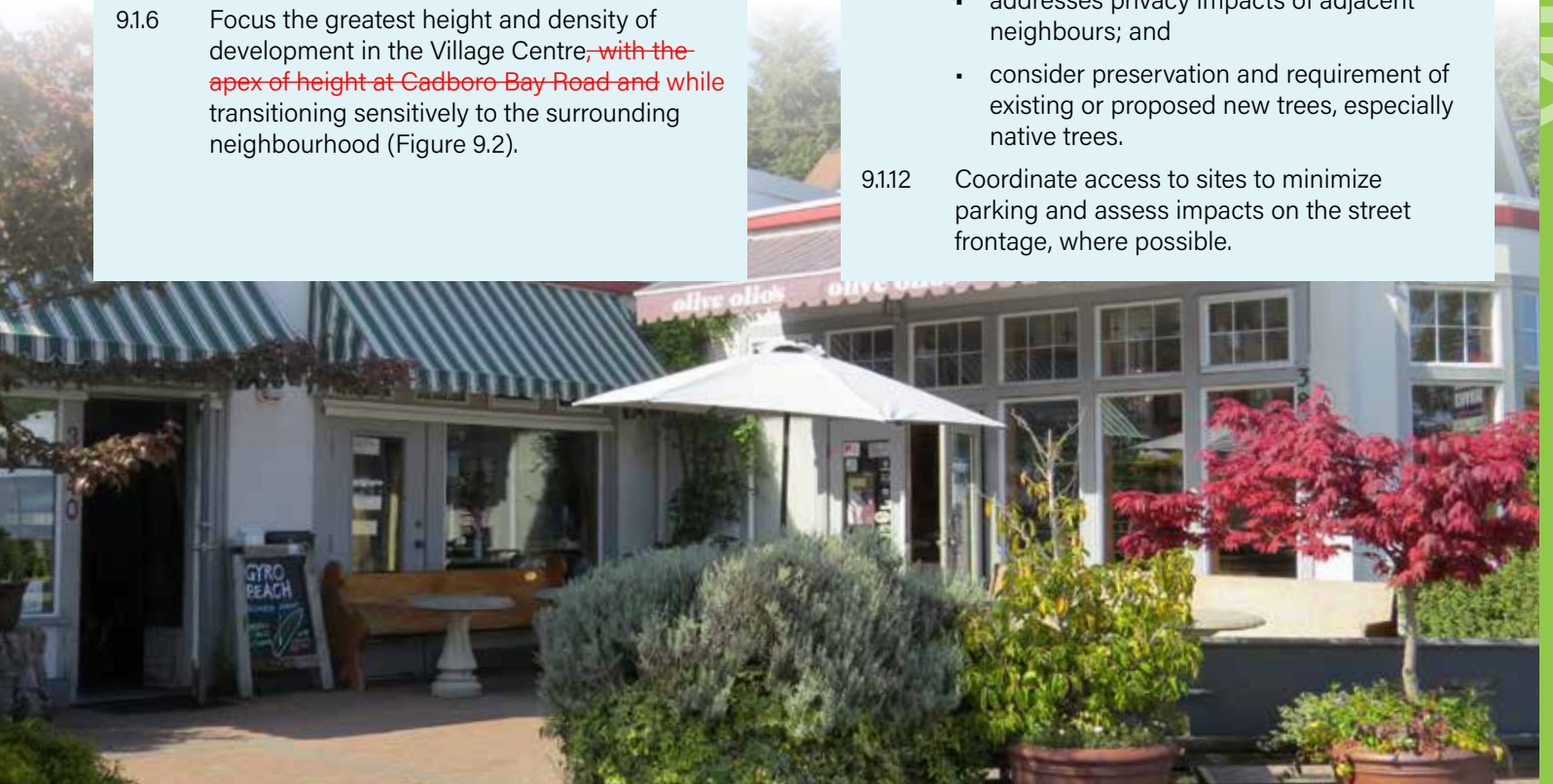
The redevelopment of key properties in the Village centre will likely occur in the next 10-20 years. Over this time period, Cadboro Bay Village will gradually evolve and include new residents as housing opportunities become available in the Village and surrounding area.

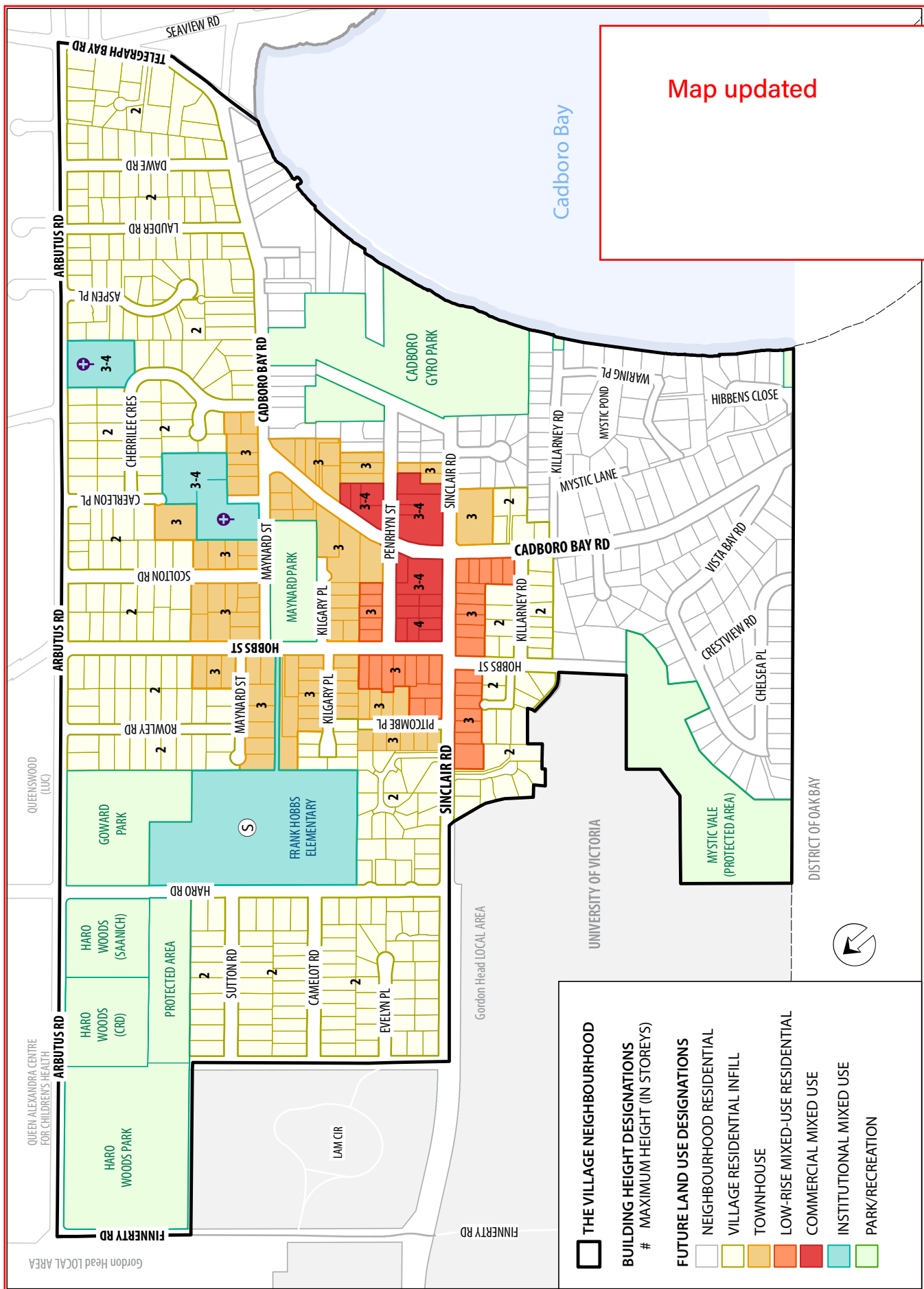




## POLICIES

- 9.1.1 Consider changes to land use, building height and density in the Village Neighbourhood based on designations identified on Map 9.2 and Figure 9.1 and policies contained in all sections of this plan.
- 9.1.2 Encourage new development in the central commercial area to include residential apartments above the ground floor.
- 9.1.3 Maintain a low-rise character in the Village Centre, with buildings generally up to three storeys in height, with the exception of sites **with pre-existing zoning: identified for up to four storeys on Map 9.2.**
- 9.1.4 For areas where four storey buildings are permitted, ensure:
- Upper floors are stepped back to minimize impacts on the street;
  - A small public plaza or other community space is provided on the site; and
  - Village character is considered in building design (**see Section 9.3**).
- 9.1.5 Limit new commercial development to sites designated Commercial Mixed-Use or Low-Rise Mixed-Use Residential on Map 9.2 or locations generally contiguous to existing Village commercial uses.
- 9.1.6 Focus the greatest height and density of development in the Village Centre, **with the apex of height at Cadboro Bay Road and while** transitioning sensitively to the surrounding neighbourhood (Figure 9.2).
- 9.1.7 Support a variety of housing formats in the Village Neighbourhood, subject to rezoning, including duplexes, triplexes, fourplexes, courtyard housing, townhouses and other innovative housing forms (Figure 9.4) as well as congregate care and residential care housing consistent with Land Use Designations in Map 9.2.
- 9.1.8 Support ground-oriented infill housing in the area surrounding the Village Centre designated as Village Residential Infill, in a manner that integrates with existing neighbourhood residential character including by considering existing lot patterns, front yard setbacks, materials and the scale of buildings.
- 9.1.9 Assess potential changes to the Village Residential Infill land use designation as part of the District-wide Neighbourhood Homes infill initiative.**
- 9.1.10 Encourage additional seniors housing or other supportive/affordable housing on church sites.
- 9.1.11 Support single-detached infill subdivision to a minimum parcel size of 460 m<sup>2</sup> and 14 m lot width, provided the proposal:
- is compatible with the scale and massing of the neighbourhood;
  - addresses privacy impacts of adjacent neighbours; and
  - consider preservation and requirement of existing or proposed new trees, especially native trees.
- 9.1.12 Coordinate access to sites to minimize parking and assess impacts on the street frontage, where possible.





Map 9.2: Village Neighbourhood Land Use Map and Building Height Designations

	Land Use Designation	Building Type and Use	Building Height	Floor Space Ratio (FSR)
	Neighbourhood Residential	Single detached residential, secondary suites, garden suites	Up to 2 storeys	Per zoning
	Village Residential Infill	Low-density, infill housing that includes duplex, triplex, fourplex, courtyard and other innovative ground-oriented housing formats including secondary suites and garden suites	Up to 2 storeys	0.45 – 0.65
	Townhouse	Ground-oriented attached residential units,	Up to 3 storeys	0.6 – <del>1.0</del> 1.1
	Low-Rise Mixed-Use Residential	Low-rise residential apartment, commercial, townhouse	Up to 3 storeys	1.2
	Commercial Mixed-Use	Retail commercial, office and residential uses	Up to 4 storeys	1.0 – 1.6
	Institutional Mixed	Institutional, community and residential uses	Site specific	Site specific
	Park/Recreation/ Open Space	Park, playground recreation, natural areas	n/a	n/a

Figure 9.1: Land use and building height designations



Figure 9.2: Conceptual Long-Term Development Scenario based on Land Use Designations

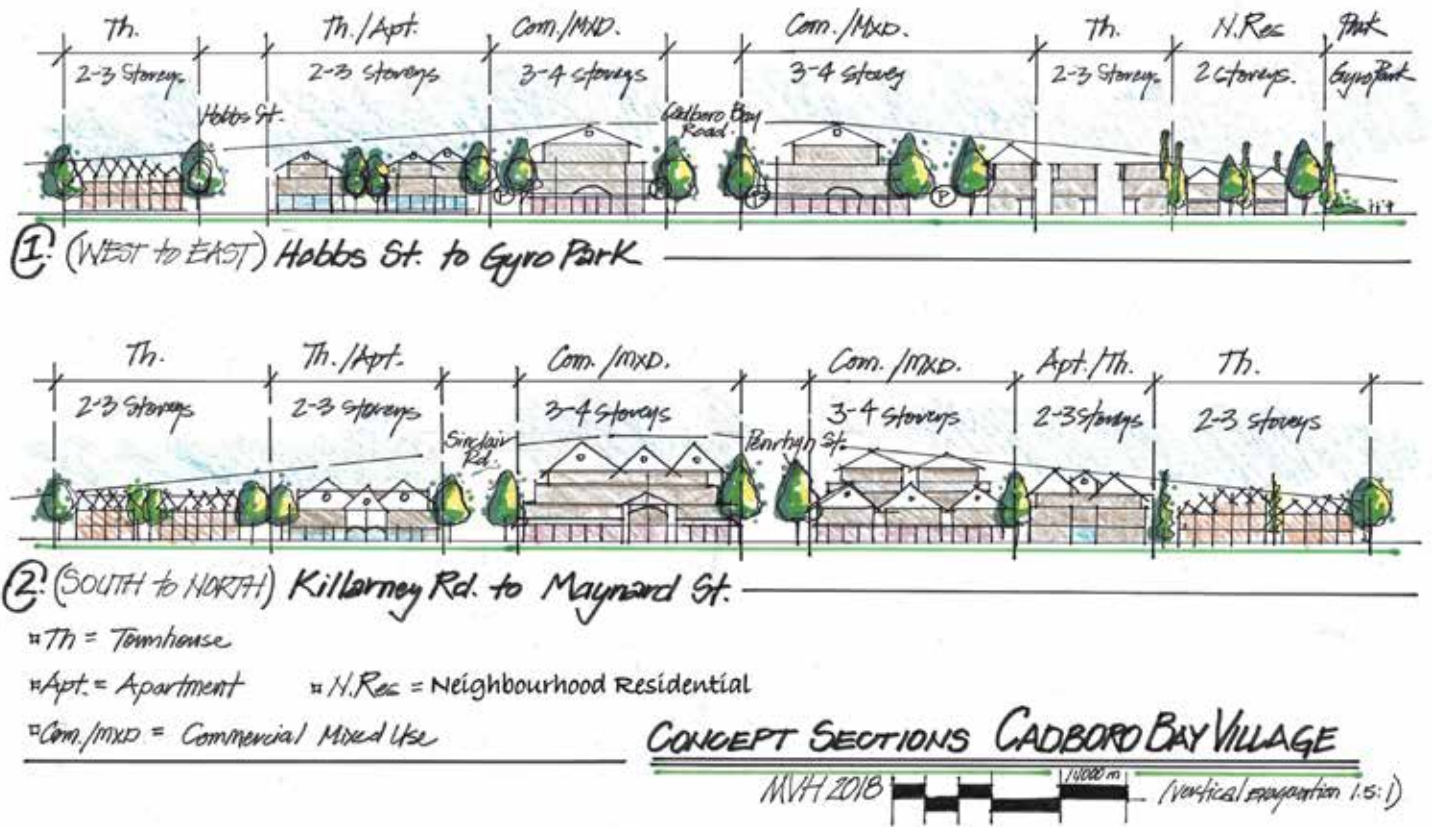


Figure 9.3: Building Height Transition Concept



*Residential Duplexes: Low profile traditional single-family housing look (big residence or two attached residences) that are well detailed with wood, earth tones, and with separate entries.*



*Townhouses: Low profile and highly landscaped edge of the existing Penrhyn Close townhouses on the edge of the Village Centre; another example of townhouses with a central common; and finally, highly articulated townhouses with robust detailing and front garages.*

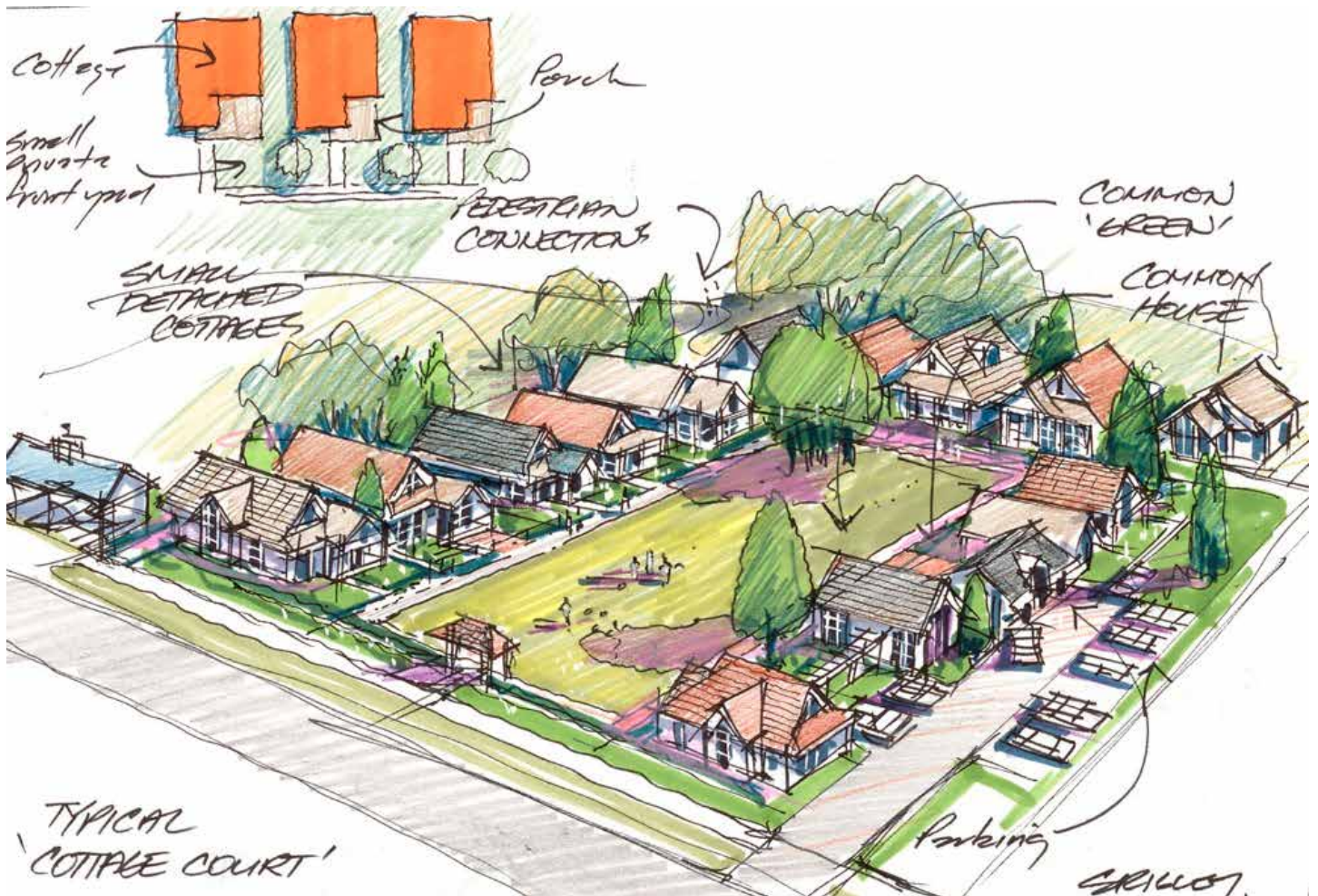


Figure 9.4: Infill Housing Examples

## 9.2 LOCAL ECONOMY

Cadboro Bay Village Centre provides a range of local shops and services that contribute to community vitality and character. The Village's shops also serve as a hub for University of Victoria students and draw visitors who frequent the adjacent Cadboro-Gyro Park. This unique business area is supported by Saanich's first Business Improvement Area (BIA), which enables businesses to work together to promote and enhance the area.

Properties along Sinclair Road west of Cadboro Bay Road include professional services mixed with residential in 2 storey buildings. This distribution of professional uses outside but adjacent to the core is a way to keep the core focused on retail, restaurant, and grocery store uses. Existing professional service uses on the south side of Penrhyn Street south of Cadboro Bay Road are well integrated into the residential streetscape using setback, landscaping, and provide discreet "residential-scaled" entrances. In the future, the Village Centre will maintain its intimate charm. The centre will be supplemented by the incremental expansion of commercial uses and supported by additional residents living within walking distance.

### POLICIES

- 9.2.1 Support local business uses by improving access, parking, wayfinding, and visibility.
- 9.2.2 **Improve pedestrian and cyclist access to the Village Centre to support a vibrant village atmosphere and economic resiliency.**
- 9.2.3 Support new uses that complement existing uses and provide additional commercial, retail sales and professional services to the local community.
- 9.2.4 Consider the addition of more commercial frontages along Sinclair Road and Penrhyn Road, while maintaining the compact village commercial core.
- 9.2.5 Support the Cadboro Bay Village Business Improvement Association (BIA) in efforts to promote and beautify the Village.



## 9.3 URBAN DESIGN

Good urban design directs the appearance and built form of the Village buildings, streets and spaces and extends its influence to the cultural, economic and social values of design. The policies in this Plan and the *Development Permit Area guidelines* work together to provide guidance for positive changes in the community, including quality architecture, comfortable streetscapes and welcoming public spaces that are accessible and well connected.

The Village Centre area has an intimate scale that is highly valued by the community. Connections to Cadboro-Gyro Park, public views to the water, outdoor patios and gathering spaces, all contribute to the area's character and appeal. Other features, such as buildings oriented away from the street and towards vehicle access and parking impact walkability and the functioning of streetscapes and public spaces. Recognizing that properties on both

sides of the Village Centre along Cadboro Bay Road are anticipated to redevelop in the next 20 years, there is an opportunity to further enhance this thriving Village location through pedestrian-oriented buildings and enhanced streetscapes.

It is important that new development responds to the design and scale of the existing Village, while enhancing elements of building and public realm design that would benefit from improvement. Reinvestment is required in the public realm, active transportation infrastructure and community amenities to make the area more pedestrian friendly, accessible and vibrant. The Plan provides for a more complete community with comfortable, safe, accessible public spaces - streets, public plazas, places that support public gathering and cultural attributes with an enhanced public realm that supports local culture and public life.



# CADBORO BAY VILLAGE DESIGN PRINCIPLES

The following design principles represent the community values that are the foundation for the **design of new development in the Cadboro Bay Village development permit area guidelines**. These design principles reflect the vision for Cadboro Bay Village, affirmed in the Local Area Plan process, and were further validated in the Village design charrette. Future development and community design is to uphold these principles.

## 1. Context Sensitive

New development or redevelopment is to promote the conservation, enhancement, and celebration of the unique Village character, contributing to a distinct sense of place with development built to the pedestrian-scale and complementary to that of its neighbours.

## 2. Fitting

New buildings and public spaces are to be designed to fit with the small scale of the Village and to attract people and encourage them to stay and socialize, taking part in the public life of the community.

## 3. Connected

New developments and site improvements connect to the surrounding neighbourhoods with an emphasis on pedestrian, bicycle, and transit routes and a continuation of public views to the water.

## 4. Safe

Improvements that promote the creation of safe and comfortable spaces for all members of the community through **sidewalk design, pedestrian crossings, lighting, visibility, and security features development that allows eyes on the street and pedestrian spaces that are well integrated with new development.**

## 5. Natural

**Ensure Cadboro-Gyro Park enhancements conserve and expand healthy, diverse ecosystems, recognizing the intrinsic environmental value as well as the significant community value they embody. Developments incorporate natural features and assets with the goal of enhancing, conserving and restoring healthy, diverse ecosystems and ecological assets.**

## 6. Sustainable

Design that promotes the maintenance and well-being of the environmental, social, and economic structures and values within the community for present and future generations that includes energy conservation, water conservation, stormwater management, appropriate materials, multi-modal mobility, tree retention, emphasis on native species, and historical recognition.

## 7. Resilient

Design that considers the local environment and minimizes the risks and costs associated with climate change including increased storm surges, sea level rise, and potential tsunami impacts.



## BUILDING FORM AND CHARACTER

The form and character of commercial and residential development within the Village Centre should foster a design that reinforces and enhances the village scale and character of the area while providing for improvements and change. Building height should complement Village character, generally up to three storeys and up to four on specific sites in existing designated areas, with specific stepbacks from the front part of the building **in the Village core area.**

Sensitive transitions in use and scale can create desirable building relationships without negative impacts on public and private realms. Further, significant landscaping can soften the built form, in conjunction with more traditional materials and form.

### POLICIES

- 9.3.1 Ensure that the form and character of new development enhances and is compatible with the small-scale seaside Village character, including through height, form, materials and colours.
- 9.3.2 Encourage buildings to be stepped back from the front face above the first and/or second floor to reduce the mass of the building and make it less imposing on the street.
- 9.3.3 Encourage architecture that reflects the west coast seaside vernacular or the traditional Craftsman or Tudor design elements, while supporting a mix of treatments in Cadboro Bay Village to create diversity.
- 9.3.4 Design buildings using architectural features, details and building design elements that are scaled and oriented to support pedestrian activity.

- 9.3.5 Design buildings to have a presence on the street, positively frame and define public open spaces, plazas and/or outdoor patios, and support pedestrian comfort, safety, and vitality.
- 9.3.6 Increase public realm spaces by providing a 2 metre setback on the east side of Cadboro Bay Road to allow for widening of the sidewalk/public space and deter new zero lot-line developments.
- 9.3.7 Design roof forms to be articulated and provide a variable skyline to match the historical character of the village.
- 9.3.8 Incorporate building finishes with a natural palette, with brighter colours limited to use as accent only (e.g., around the entries or eaves for emphasis).
- 9.3.9 Encourage redevelopment to apply sustainable site planning practices including but not limited to: sustainable materials, **building re-use/adaptation**, energy conservation, water conservation, stormwater management, building orientation, multi-modal mobility, and tree retention.  
  
~~Ensure that any additional new development maintains and enhances the pedestrian scale of the street.~~  
  
~~Retain and enhance the framed street end-public view corridors down Penrhyn Road and Sinclair Road to the water.~~
- 9.3.10 Retain public views and view corridors through building height, form and site design considerations, with particular attention given to southern waterfront views to Cadboro-Gyro Park.





Building heights are generally limited to three storeys and may be up to four storeys with specific step-backs of the building and the provision of public amenity space.

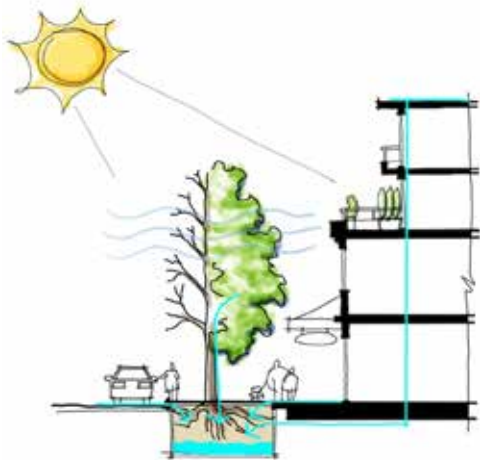


Building form and character in redevelopment considers the adjoining building heights, uses articulated roof forms to fit into the existing character yet adds residential uses and enhances the commercial uses and public realm along the street (concept sketch from Village Design Charrette that illustrates potential redevelopment of the property at the corner of Cadboro Bay Road and Penrhyn Road).

## Public Realm

The public realm is made up of street right-of-ways, parks, and other publicly owned and accessible land. The public realm has a very practical function in providing access, street presence and public amenities next to a development. More importantly, the public realm contains the physical components of place making that give the community its distinct character and identity. Ultimately, the public realm is the setting for shared community life where local residents come together.

Vibrant streetscapes and landscapes are vital to the character and quality of a building site, and enhancing the livability of the Village. Well-designed streetscapes and landscapes allow pedestrians, cyclists, and drivers to feel comfortable and safe, and provide opportunities for social interaction and gathering. Private development and adjacent streetscapes and open spaces should function as an integrated whole to create a comfortable, beautiful environment for pedestrians.



*Balconies, patios and overlooks are encouraged for views and setbacks to enhance public realm design.*

## POLICIES

- 9.3.11 Ensure appropriate public realm improvements accompany any proposed development in the central commercial area and align with other street improvements that include plaza space, outdoor seating, expanded sidewalks, and where possible, retention of mature trees noted of significance in policy 9.6.1.
- 9.3.12 Encourage buildings and site layout that minimizes negative impacts from parking, access, storage, and service areas in order to ensure the Village retains its charm and feel.
- 9.3.13 Design and site plazas and shared outdoor spaces at grade, as an extension of the public sidewalk.
- 9.3.14 Provide public art and points of interest in plazas and public spaces that encourage spill-out places such as café/restaurant patios and orient building entrances towards the plaza to support active and dynamic spaces.
- 9.3.15 Identify special locations for public art in the central Village area especially in consideration of future potential redevelopment, where new plaza spaces are created.
- 9.3.16 Support public art installations that consider the local history and culture as subjects for the art pieces, noting that an interpretive plaque will accompany each one.
- 9.3.17 Review and amend the Sign Bylaw to include specifications for signage that is in scale with the Cadboro Bay Village commercial area.
- 9.3.18 Explore the introduction of two new ground-mounted entrance signs for the Village to be constructed at visible locations facing south and north along Cadboro Bay Road at Sinclair Road and Penrhyn Road.
- 9.3.19 Encourage signage design elements to reflect seaside character and encourage signs that are hand crafted and constructed of durable and weather resistant material.

## 9.4 STREETSAPES AND CONNECTIONS

The Village Centre provides a focal point for community activity in Cadboro Bay, with many residents within easy walking distance. Cadboro Bay Road runs through the heart of the Village and is the forum for much of the Village's activity. Many members of the public have highlighted the need to improve the comfort of walking along Cadboro Bay Road, preserve the tree canopy, and create safer and more welcoming connections to the Village Centre. This plan seeks to improve accessibility to this community hub while enhancing the use of public street right of ways as public spaces.

### POLICIES

9.4.1 Implement the design concept for Cadboro Bay Road within the Village area identified in Figure 9.5 and in Section 6.7 to create a comfortable pedestrian environment that supports business activity.



9.4.2 Prioritize sidewalk and parking improvements on the west side of Cadboro Bay Road within the Village Centre that includes exploring extension of the sidewalks for patio space.

9.4.3 Undertake Streetscape improvements on Cadboro Bay Road, between Sinclair Road and Penryn Road that:

- Prioritize pedestrian circulation and comfort;
- Retain and expand street tree canopy cover;
- Enhance existing bus stops to create an attractive transit area; and
- Incorporate varied pavement treatment to emphasize the pedestrian focus of the area and increase visibility.

9.4.4 Consider design modifications to retain the large trees of community significance at the intersection of Sinclair Road and Cadboro Bay Road.

9.4.5 Maintain through-block pedestrian walkways and improve pedestrian and cyclist connections to the Village Centre and the more broad Cadboro Bay open space network.

9.4.6 Improve pedestrian and cyclist safety by improving crosswalks, sidewalks, and exploring potential crossing and lighting improvements at the following intersections:

- Hobbs Street and Sinclair Road;
- Hobbs Street and Penrhyn Road;
- Penrhyn Avenue and Cadboro Bay Road; and
- Sinclair Road and Cadboro Bay Road.

9.4.7 Consider a redesign of Penryhn Road for the segment south of Cadboro Bay Road to create pedestrian priority and enhance the green connection to Cadboro-Gyro Park.

9.4.8 Include sidewalks and bike lane facilities on both sides of Sinclair Road in accordance with the design concept and policy noted in Section 6.6.

9.4.9 Pursue a public right-of-way for a pathway to connect the Village core with Maynard Park.

9.4.10 Undertake a local wayfinding program that directs walkers and cyclists to the Village, Cadboro-Gyro Park, Mystic Vale and Maynard Park.



## 9.6 NATURAL ENVIRONMENT AND SUSTAINABILITY

Both the natural and manicured landscape, which includes Cadboro-Gyro Park, are important parts of the Village's character and identity. Large trees, generous hedgerows, and lush plantings all contribute to the unique character of the Village. These elements can be further enhanced by thoughtful developments and additional landscaping within street right of ways.

The Village Centre's location adjacent to the water in a relatively low elevation area requires careful planning to ensure potential climate change impacts are addressed in land use planning. Assessing potential development and infrastructure projects through a climate change lens will ensure changes are made that are resilient to potential future impacts.

### POLICIES

- 9.6.1 Encourage retention and stewardship of mature trees in the Village Centre, assuming good health, including, but not limited to, the trees or group of trees located:
- In front of the pub on Penrhyn Road;
  - Along east sidewalk on Cadboro Bay Road between Sinclair Road and Penrhyn Avenue; and

- ~~At the northwest corner of Cadboro Bay Road and Sinclair Road; and~~
  - On the south side of Sinclair Road near the Cadboro Bay Road intersection.
- 9.6.2 Plant street trees, colourful plantings, native species and specimen trees throughout the Village to provide visual interest, necessary shade, seasonal accents and enhance air quality.
- 9.6.3 Retain and steward London Plane trees (Figure 9.6) that create a spectacular "allée" of trees and frame the view down Sinclair Road to the waterfront to ensure this lasting scenic impression of Cadboro Bay Village is preserved.
- 9.6.4 Work with the Capital Regional District to enhance mapping of potential sea level rise and tsunami impacts and use information to assist evaluation of development proposals.
- 9.6.5 Assess sea level rise projections, seismically induced geotechnical considerations and the potential for seasonally high groundwater levels in reviewing any redevelopment proposal, especially in the areas of the Village Centre east towards Cadboro-Gyro Park (see also applicable policies in Section 4.5).

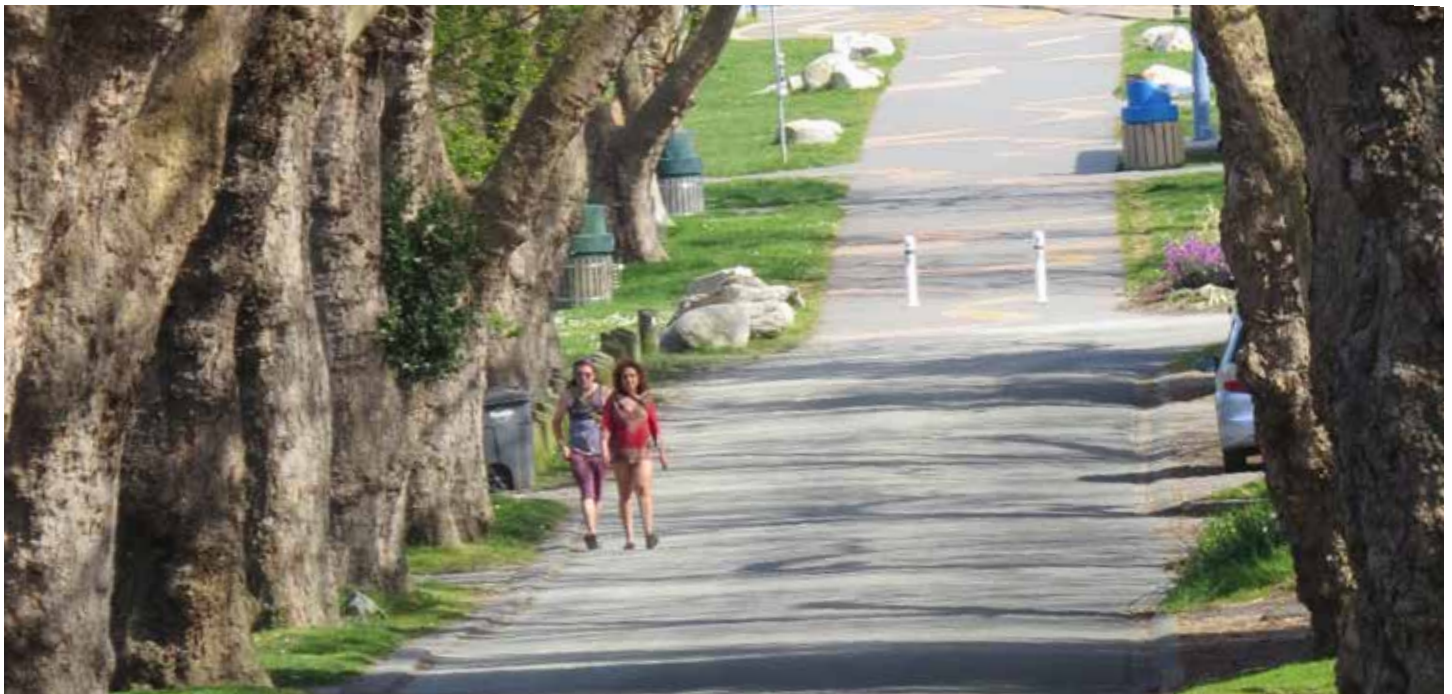


Figure 9.6: London Plane Trees on Sinclair Road



# 10. ECONOMIC VIBRANCY

Cadboro Bay is best known for the Village and Cadboro-Gyro Park Beach, popular for watching sunsets, sailing and the kids play area. Together they are the economic and social heart of the community. Complementing the local-servicing Village, institutional lands provide regionally significant services and employment opportunities.

Commercial activity in Cadboro Bay is concentrated in the Village Centre where diverse local serving shops and services co-exist with multi-unit housing. The small yet vibrant commercial core offers residents most of their daily needs, providing access to services and the ability to engage in active lifestyles such as walking, cycling, sailing and surfing. The range of services and atmosphere make the Village popular with locals and visitors alike. The Village is supported and promoted by a Business Improvement Association (BIA) and includes over 25 small shops, restaurants and services, including:

- Coffee shops, pub, restaurants and patios;
- Health care, beauty and wellness;
- Grocery, health food and local produce;
- Retail and specialty shops; and
- Professional services.

There is a strong community desire to maintain the small-scale Village character, while looking at opportunities to further enhance and complement the retail experience and expand housing near village amenities. The plan proposes to strengthen the Village Centre by identifying additional areas suited for commercial use and providing for much needed housing in a variety of formats, including for residents who wish to downsize and age-in-place or new residents who want convenient access to local shopping, community services and employment opportunities.

Additional economic activity and employment in Cadboro Bay is provided on institutional lands and through home occupations. Home occupations will continue to play an important role for local residents and also help contribute to a vibrant village economy. Home occupations consist of small limited commercial uses located in a residential dwelling. Examples include professional offices, bed and breakfasts, arts and crafts, and personal services.





## OBJECTIVES

- A. Support and enhance Cadboro Bay Village as a walkable village core that is welcoming and vibrant with thriving local businesses that provide a variety of goods and services to the local community.
- B. Retain and strengthen neighborhood serving businesses, while providing opportunities for a greater diversity of local retail.
- C. Support local businesses through the establishment and maintenance of high quality, memorable public spaces for gathering in the Village Centre.
- D. Support and work with the Cadboro Bay Village Business Improvement Association (BIA) to sustain village vibrancy and a healthy economic climate.
- E. Support the growth and development of local institutions as major employers and innovation centers that benefit the Capital Region.



### Cadboro Bay Village Business Improvement Association (BIA)

Cadboro Bay Village is Saanich's first and only Business Improvement Area (BIA), which is governed by the Cadboro Bay Village Business Improvement Association, a non-profit organization that includes local businesses, property owners and employees that make up the Village commercial community. 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. Funding for the BIA comes through a self-imposed special levy and eligible grants.

The Cadboro Bay Village BIA's vision is "to create a vibrant, prosperous, engaged, and safe community. By promoting the many attributes of the area we hope to encourage a sustainable economic vitality." Examples of projects include street beautification (e.g. trees, benches, pavers, lighting, banners, gateways), building façade improvements (e.g. awnings, heritage character), social, cultural and arts celebration events, crime prevention, and promotion and marketing.

More information can be found at [www.cadborobayvillage.ca](http://www.cadborobayvillage.ca)

## 10.1 ECONOMIC SUSTAINABILITY

### POLICIES

- 10.1.1 Support Cadboro Bay Village as a complete community with thriving local businesses that provide a variety of goods and services to the local community.
- 10.1.2 Support a greater variety and density of housing options within walking distance of the Village Centre as a means to help boost the viability of local businesses.
- 10.1.3 Focus new commercial growth in Cadboro Bay within the Village Centre.
- 10.1.4 Support an incremental expansion of commercial uses in the Village on sites designated as Commercial Mixed Use or Low-Rise Mixed-use Residential on Map 5.2.
- 10.1.5 Support additional small-scale retail, patios and cultural programming to activate and strengthen Village vibrancy and well-being.
- 10.1.6 Support the Business Improvement Area (BIA) and the local business community in delivering community initiatives such as streetscape beautification that contribute to the local economy and Village vibrancy.
- 10.1.7 Collaborate with the Cadboro Bay Village Business Improvement Association and Cadboro Bay Residents Association to support Cadboro Bay Days Festival and other local festivities.
- 10.1.8 Consider a limited small-scale neighbourhood-serving café or similar commercial use to serve local residents and employees as part of Mixed-Institutional uses in locations noted on Map 5.2.
- 10.1.9 Work with institutional land owners to support development that enhances employment opportunities and integration with the broader Cadboro Bay local area.





# 11. TRACKING ACTION, TRACKING PROGRESS

## 11.1 ACTION PLAN

In addition to policies, the Local Area Plan contains a number of action items for the Cadboro Bay local area (Figure 11.1). These actions make up the Action Plan, with each being assigned a priority level and departmental lead. Funding has not been allocated to action items. Implementation of the Action Plan must be balanced with the availability of resources and with other District priorities. Action plan items will be considered through the District's annual strategic planning and budget processes.

The Action Plan is intended to be referred to by departments in the development of their work plans, and reviewed periodically by Planning to confirm priority levels and consider changes to community circumstances and needs.

More information on current projects and opportunities for input is available on the Saanich website at [saanich.ca](http://saanich.ca).

ACTION	POLICY	LEAD	PRIORITY
<b>Section 4: Environment and Sustainability</b>			
Consider updating Streamside Development Permit Area guidelines to recognize riparian habitat of non-fish-bearing watercourses and develop restoration or watershed management plans to enhance watercourse riparian zones	4.1.1	Planning	Medium
Undertake the development, implementation and monitoring of a watershed management plan for the Hobbs Creek watershed	4.1.23	Planning	Medium
Explore opportunities to restore a portion of Cadboro-Gyro Park to a natural wetland	4.1.5	Parks	Low
Develop a broader Coastal Adaptation Strategy for Saanich	4.8.5 4.5.4	Planning	High
<b>Section 5: Land Use</b>			
Undertake the review of parking requirements in the Village	5.1.4 5.4.6	Planning	High
Adopt site-specific zoning that reflects the existing land use and approvals for Wedgewood Estates properties to replace expiring Land Use Contract (LUC), where needed.	5.6.4	Planning	Medium
Consider developing new beach accesses	5.6.87	Planning/Parks	Medium
Adopt and apply the updated Cadboro Bay Village Development Permit Guidelines	5.8.1	Planning	High
<b>Section 6: Transportation and Mobility</b>			
Introduce new pedestrian and cycling connections, as shown on Map 6.1	6.1.1	Planning/Engineering	Medium
Work with the University of Victoria to enhance the Mystic Vale trail to better connect with Hobbs Street and Sinclair Road	6.1.7	Parks	Low
Improve pedestrian access to the beach at the Cadboro Bay Road and Telegraph Road junction.	6.1.8	Engineering	High

ACTION	POLICY	LEAD	PRIORITY
Work with the University of Victoria and School District 61 to establish a cycling connection from Finnerty Road to Clarndon Road	6.3.2	Engineering	Medium
Implement improvements to Sinclair Road consistent with design concepts	6.6.3 6.6.4	Engineering	High
Implement improvements to Cadboro Bay Road consistent with design concepts	6.7.1	Engineering	High
Implement design improvements at the intersections of Cadboro Bay Road with Sinclair Road, Maynard Street and Penrhyn Street	6.7.3	Engineering	Medium
Create a larger plaza at the corner of Cadboro Bay and Penrhyn Roads	6.7.8	Engineering / Planning	Medium
<b>Section 7: Parks, Open Space, and Community Facilities</b>			
Implement the Haro Woods Master Plan	7.1.10	Parks	Medium
Explore further enhancements to Cadboro-Gyro Park through future parks planning processes	7.2.2	Parks	Medium
Enhance beach access points	7.3.2	Parks	Medium
<b>Section 8: Social and Cultural Well-being</b>			
Work with First Nations to share First Nation history, cultural practices and public art	8.3.1 8.3.2 8.3.7 8.3.8 8.3.9	Planning, Parks	High
Develop protocol agreements with each First Nation to inform government-to-government relations to address topics that include: ancestral burial grounds, cultural legacy projects, archeological review and others	8.3.3	Corporate Services	High
<b>Section 9: Cadboro Bay Village - Sub-Area Plan</b>			
Identify special locations for public art in the central Village area especially in consideration of future potential redevelopment, where new plaza spaces are created	9.3.815	Planning	Medium
Review and amend the Sign Bylaw to include specifications for signage in Cadboro Bay Village commercial area.	9.3.107	Planning	Medium
<del>Install entrance signs for the Village to be constructed along Cadboro Bay Road at Sinclair Road and Penrhyn Avenue</del> Explore the introduction of two new ground-mounted entrance signs for the Village to be constructed at visible locations facing south and north along Cadboro Bay Road at Sinclair Road and Penrhyn Road.	9.3.118	Planning / Engineering	Medium
Improve pedestrian and bicycle safety by improving crosswalks, sidewalks, and exploring potential crossing and lighting improvements at key Village intersections	9.4.46	Engineering	High
Consider a redesign of Penryhn Road for the segment south of Cadboro Bay Road to create pedestrian priority and enhance the green connection to Cadboro-Gyro Park	9.4.57	Engineering	Low
Undertake a local wayfinding program that directs walkers and cyclists to the Village, Cadboro-Gyro Park, Mystic Vale and Maynard Park	9.4.810	Parks / Planning	Low

## 11.2 MONITORING AND EVALUATION

It will be important to monitor the progress of the Cadboro Bay Local Area Plan in order to assess its progress and make sure that it continues to be an effective tool for guiding land use and planning decisions and meeting community needs.

At five year intervals, an evaluation of the progress of the area plan will be undertaken to assess the following:

- status of the implementation of priority actions
- progress of Key Plan Directions
- updating demographic, housing, and household census data
- alignment with other policy documents and initiatives
- other indicators as necessary.

The result of the evaluation could include local area plan amendments, identification of future study, revisions to the Action Plan, and additional actions. The findings will be provided in a report to Council for their consideration and direction.





# 12. APPENDICES

## 12.1 GLOSSARY





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## 12.2 AMENDMENTS



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