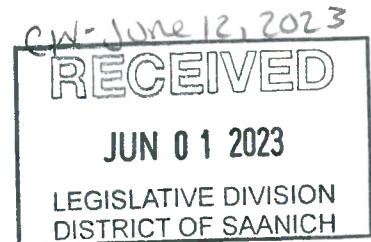




The Corporation of the District of Saanich

Report

To: Mayor and Council
From: Lindsay Chase, Director of Planning
Date: June 1, 2023
Subject: Proposed 2023 Cadboro Bay Local Area Plan
File: 2320-30 • Local Area Plans – Cadboro Bay



RECOMMENDATION

- That Council give first reading to Official Community Plan Amendment Bylaw 9907 (see Attachment A) to replace the 2002 Cadboro Bay Local Area Plan with the 2023 Cadboro Bay Local Area Plan as an Appendix to the Official Community Plan.

PURPOSE

The purpose of this Report is to:

- Present to Council a proposed Cadboro Bay Local Area Plan; and
- Seek first reading of proposed changes to the Official Community Plan, Bylaw 2008 to replace the 2002 Cadboro Bay Local Area Plan with the 2023 Cadboro Bay Local Area Plan as an Appendix to the Official Community Plan.

DISCUSSION

Background

In November 2017, Council adopted a Terms of Reference for the update of the Cadboro Bay Local Area Plan (LAP). The LAP was last updated in 2002. Updating the LAP provides an opportunity to work with the community to identify local issues and implement the vision of the Saanich Official Community Plan (OCP) in a way that reflects the unique conditions and features of Cadboro Bay and integrates a sustainability lens. The Cadboro Bay Local Area Plan provides a framework to guide growth and change in Cadboro Bay for the next 20 to 30 years.

Part of the scope for the LAP update includes developing a plan for the Cadboro Bay Village to implement the goals of the OCP. The OCP identifies the “Village” as the location to accommodate future growth, to build complete, walkable communities, and to provide a range of housing types. The proposed LAP includes a Village Sub-Area Plan that provides policy to address land use, building height and densities, urban design, public realm, and mobility.

The LAP update process was also informed by District-wide policy documents, with a focus on implementing those broad directions at the local neighbourhood level. Complementary plans /

initiatives that informed the LAP development include the Climate Plan, the Active Transportation Plan, the Housing Strategy, and the in-progress Resilient Saanich: Environmental Policy.

Planning Process

The proposed Cadboro Bay Local Area Plan was developed through a five-phased process (see Figure 1). The process began in 2018 and is currently in its final stage, with a Public Hearing required before formal plan adoption.

The Draft updated LAP was presented to the public in late 2021. After consultation on the Draft LAP, Council provided direction to undertake additional consultation on housing options. This consultation occurred in mid-2022 and extended the project timeline.

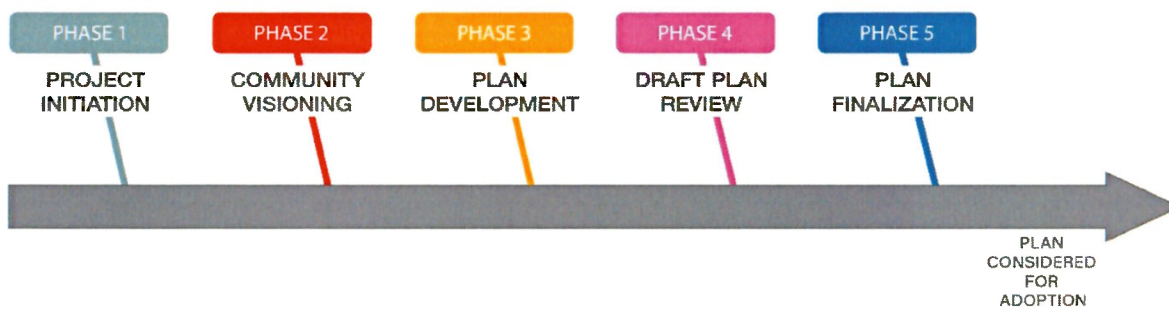


Figure 1: Planning Process

Public Engagement Summary

A robust public engagement program with a high level of participation played a key role in the development of this LAP. In Phase 1, a project Advisory Committee was formed with representation from local neighbourhoods and stakeholder groups. Phases 2, 3 and 4 involved the most significant engagement with active participation using a variety of methods to generate conversation and explore ideas and policy directions.

The planning process included both in-person and on-line opportunities for participation to accommodate availability and participant preferences. Key concepts of the Plan were developed through two multi-day design charrettes in Phase 3. Additional themed workshops were held to identify policy options for natural areas, community amenities, and transportation and mobility. As part of Phase 4, engagement required significant adjustments due to health restrictions associated with COVID-19. A full Draft Plan summary was mailed to residents and businesses in the local area. An online survey was made available for an extended time period, and virtual meetings or phone appointments with the project planner facilitated direct engagement on the Draft Plan.

As part of the Draft Plan review and based on emerging housing issues and a recommendation from the Mayor’s Standing Committee on Housing, Council directed Staff, in March 2022, to undertake additional work to assess an expanded/more intense Village centre with the purpose of expanding purpose-built rental housing and housing opportunities for a broader range of incomes.

In consultation with the project Advisory Committee, a workshop on housing took place in June 2022. The workshop focused on exploring several possible options based on economic analysis

to include more opportunity for purpose-built rental housing and housing formats for a broader range of households and incomes. This was followed by two online events that had a combined attendance of 180 people. To gather public feedback, a survey on housing took place over an extended period, with Staff reporting the public engagement findings to Council. At the August 2022 meeting, Council received the information and directed “Staff to bring forward the current Draft Local Area Plan for council’s consideration, with minor refinements based on feedback received during the original Draft Plan engagement period and recent housing option engagement.” The updated LAP being proposed in this Report reflects this Council motion.

Community engagement reports were published and made available on the project web page at the conclusion of each phase. Community engagement results for the Draft Plan review stage are included in Attachment B of this report. An overall summary of public engagement milestones and numbers is provided below.

Public Engagement Key Milestones

Overall

- 18 Advisory Committee meetings
- 10,817 unique web page views
- 11,150 info-postcards mailed to houses, townhouse, apartments, and businesses in Cadboro Bay

Phase 2 Community Visioning

- 260 people attended the Community Visioning Open Houses (2).
- 203 completed the Community Visioning Survey.
- 24 students took part in a UVic Geography class presentation and discussion.
- 20 students participated in a workshop lead by the Advisory Committee Student Rep.

Phase 3: Plan Development - involved residents and stakeholders, people of all ages including young families and youth working side-by-side with seniors in discussing issues and exploring concept ideas.

- 184 people participated in the multi-day Cadboro Bay Village Design Charrette
- 155 people participated in the second multi-day Design Charrette where feedback was sought on emerging concepts for the Village and looked more specifically at housing and land use in the area surrounding the Village, including the Queenswood and Ten Mile Point neighbourhoods.
- 100 people participated in focused workshops on the topic of transportation and mobility, access, natural areas and environment in the local area.

Phase 4: Draft Plan Review

- Draft Plan Summary brochures mailed to 2,270 houses, 279 townhouse and apartment units, and to 70 businesses in Cadboro Bay.
- 209 people attended the in-person Draft Plan Open Houses (4).
- 1,743 unique views of the on-line Draft Plan Virtual Open House.
- 307 people completed the Community Survey providing feedback on the Draft Plan.
- 120 people attended the Housing Workshop exploring potential additional housing options.
- 180 people attended on-line events and discussion on housing (2).
- 874 completed the Housing Survey providing feedback on housing and Draft Plan concept.
- 4,517 unique views of on-line presentations from the Housing workshop and on-line events.
- 78 additional comments received on housing and Draft Plan.

PLAN CONTENT

The Proposed LAP builds on current policy and adds new content to topics such as sustainability, Village design and land use, First Nations heritage, housing diversity and active transportation.

Proposed LAP Highlights include:

- Retain and enhance the unique character of the Village core as the heart of the community.
- Provide more diverse housing options within walking distance to services and amenities in the Village Centre to accommodate a variety of demographics and facilitate aging in place and meeting the needs of young families.
- Focus future growth in the Village Neighbourhood, looking to provide more diverse, ground-oriented infill housing options that include duplexes, townhouse, houseplexes and other innovative housing forms.
- Allow Cadboro Bay to balance new growth with respect for the community's established character and local identity "not lose the magic."
- Implement new design concepts for Sinclair Road and Cadboro Bay Road, with a focus on safety, high quality sidewalks and bike facilities; improve crossing options and integration of trees and public spaces, with special attention in the Village Centre.
- Protect natural areas and features that are unique to Cadboro Bay and improve access to these special places.
- Recognize local First Nations history and culture.
- Maintain the large-lot, semi-rural character in Queenswood and Ten Mile Point neighbourhoods with limited infill housing through District-wide programs.
- Support institutional lands as a key part of the community in their role to deliver community services, regionally significant employment, and housing in a manner consistent with community character.
- Provide focused attention to Cadboro Bay Village, the Village Sub-Area Plan (Section 9) addresses urban design, building character, public realm, and street character elements to:
 - Celebrate Cadboro Bay Village as the heart of the community with a pedestrian oriented streetscapes and gathering places that further sustain community life and well-being;
 - Address Village form and character by applying design policies specific to Cadboro Bay Village;
 - Allow opportunities for incremental expansion of commercial uses in the Village Centre to allow for more local diverse local serving retail and services;
 - Support a greater diversity of housing options in the Village, with the goal of achieving a mix of housing types, unit sizes, tenures, and affordability levels;
 - Ensure new building and public spaces re in harmony with the village scale and character;
 - Green the Village and surrounding streets;
 - Enhance Village connection to Cadboro-Gyro Park through improved pedestrian and cycling facilities, urban design, and wayfinding; and
 - Integrate climate change and sea level rise projections to adapt land use and ensure a resilient Village.

Environment and Sustainability

A sustainability lens is integrated into all parts of the Proposed LAP, including plans for a creating a more vibrant, walkable Village, integrating land use and transportation, protecting environmental assets, and enhancing water resource infrastructure planning. The Proposed

LAP aligns with the Saanich Climate Plan (2020) and includes policy for climate change adaptation and mitigation.

The current Resilient Saanich: Environmental Policy process is working to put in place a Biodiversity Conservation Strategy to formalize important areas for conservation and biodiversity in Cadboro Bay and throughout the District of Saanich. The Cadboro Bay LAP provides a strong environmental policy base to implement the Biodiversity Conservation Strategy and steward environmental assets in this unique area of the District of Saanich.

Being surrounded by coastal water on three sides, Cadboro Bay is at risk of sea level rise, coastal flooding, erosion, and the possibility of a tsunami event and ground liquefaction in the event of an earthquake. The Proposed Plan's land use concept was refined based on Capital Regional District (CRD) sea level rise modeling, as well as community feedback received. The CRD sea level rise data shows the area on the east side of the Village core towards Cadboro-Gyro Park, as potentially impacted and this factor is reflected in the LAP's Land Use and Village Sub Area Plan policies.

Future Land Use

The Proposed LAP land use concept reinforces Cadboro Bay Village as the heart of the community, strengthening its pedestrian focus and supporting housing types that would increase housing diversity and supply, while retaining street and block character. The Village Centre, which is centered on Cadboro Bay Road and generally defined by the extent of commercial and multi-unit residential uses, will continue to be the core of the community, and retain its function as the focus of retail, services, and higher density housing. It is important to note that realization of land use policy on private land will be dependent on when property owners initiate redevelopment.

The Proposed LAP land use designations (see Figure 2) provide for:

- Incremental expansion of village commercial uses to provide more variety of retail and services;
- Addition of Low-Rise Mixed-Use Residential designation, which would provide for smaller scale apartments / mixed use buildings (29 parcels);
- Significantly expanded area where townhouses would be supported (83 parcels total);
- Addition of Village Residential Infill designation to support ground-oriented infill (i.e. house-plexes, courtyard housing) within walking distance of the Village Centre (326 parcels); and
- Support for housing / affordable housing as part of future redevelopment of Institutional properties.

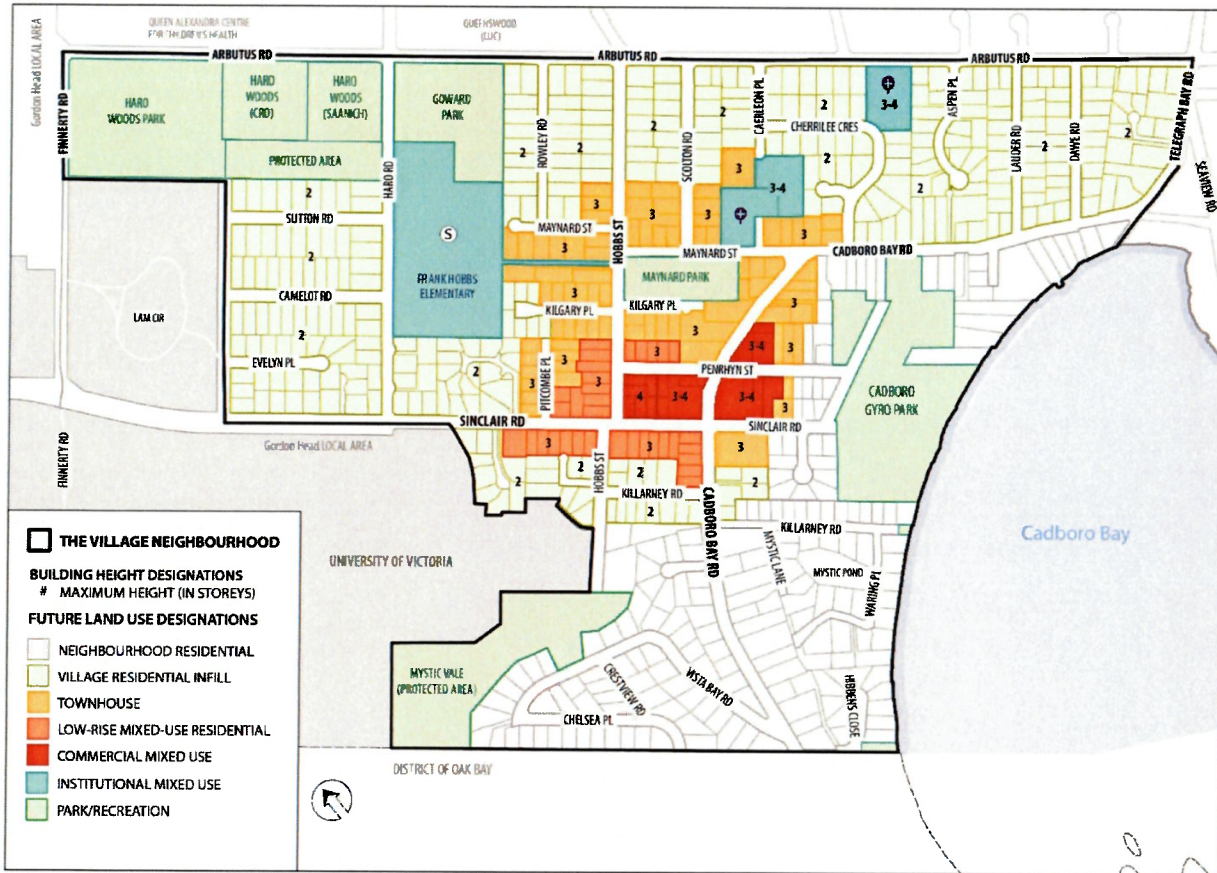


Figure 2: Future Land Use and Height Designation Map – Village Neighbourhood

Diversity in Housing

Single family housing is the predominant housing type in Cadboro Bay, comprising 80% of all dwelling units, compared to 60% in the District of Saanich as a whole. Current housing prices, and a lack of housing choices, limit options for young families or seniors looking for the opportunity to downsize and age-in-place. The Proposed LAP provides for more diverse housing forms that are suitable for a broader range of households and demographics. Providing more ground-oriented housing within walking distance to Village amenities in the Village neighbourhood was identified as desirable in the Community Vision Survey and the Housing and Land Use charrette workshop. As noted in the discussion of housing with the community, while the Proposed LAP supports a greater diversity of housing forms and price points, it is unlikely that housing will be developed that will be suitable to low to moderate income households, given land values in Cadboro Bay.

First Nations

The ləkʷəŋən (Lekwungen) People, also known today as the Songhees Nation and Esquimalt Nation, are the original inhabitants of Cadboro Bay. It is on their traditional territory that we live, work and play. The Proposed LAP seeks to acknowledge and honour First Nations culture and heritage by providing greater awareness and encouraging respectful development practices and sensitive treatment of ancestral remains. Policy encourages working in collaboration with local First Nations to learn and include cultural experiences, place names and natural ethnobotany, include local First Nations public art, and other opportunities for residents to learn more and connect with the area’s First Nation culture. Additional work will be needed in future to continue to build relationships with local First Nations and integrate their interests into the local area.

Improving Sinclair and Cadboro Bay Roads

Sinclair Road provides a vital link into the community and landmark entrance to Cadboro Bay Village, while also providing a connection to Cadboro-Gyro Park beach and the University of Victoria. Since the beginning stages of the planning process, there was significant interest from the community in improving the safety and quality of this route for all users. Priorities for street design improvements were identified through LAP community engagement workshops. The Proposed LAP provides design concepts for Sinclair Road and highlights key priorities for cycling facilities, sidewalks, landscaping, and pedestrian crossings. These directions in the Proposed LAP have provided guidance to the detailed design process by Engineering currently underway. Improvements to Sinclair Road, designed in alignment with LAP priorities, are anticipated to be constructed this Fall.

Cadboro Bay Road is a major road and a vital part of the Local Area and central to Cadboro Bay Village, providing a direct connection to Oak Bay and downtown Victoria. A number of enhancements to the public realm are identified to support a pedestrian environment and invite community activity. The Proposed LAP envisions, as properties redevelop over time in the Village Centre, there are opportunities to add plaza spaces, new pedestrian lighting and south oriented outdoor patios on the west side of the street. Engineering work is currently in progress looking at detailed design and intersection improvements at Sinclair Road.

Support for Key Plan Directions

A community survey took place from November 13, 2021 to January 10, 2022, to gather feedback on the Draft LAP. A total of 307 people took part in the survey. Table 1 below identifies the results of key survey questions. Overall, there was strong support for the Draft LAP as a whole (73%) and the proposed land use concept (72%).

Table 1: Draft Plan Community Survey highlights (January 2022)

Draft Plan Direction	Support or Strongly Support Draft LAP	Neutral/Unsure	Disagree with Draft LAP Direction
Support for Draft LAP	72.76%	13.62%	13.62%
Support for Land Use Directions	65.66%	15.10%	19.24%
The Village Neighborhood: low-rise apartments in Village centre (up to 4 storeys)	55.91%	8.27%	35.83%
The Village Neighborhood: additional townhouses (up to 3 storeys)	64.82%	11.07%	24.12%
The Village Neighborhood: low density infill: duplex, 3-plex, 4-plex, other ground-oriented formats (up to 2 storeys) in Village residential Infill area	64.70%	12.55%	22.74%
Housing as part of redevelopment on Institutional	49.43%	21.22%	27.35%
Sinclair Road concept	70.29%	15.48%	14.23%
Cadboro Bay Road concept	72.20%	13.28%	14.52%

Additional Key Items/Issues Identified during Consultation on Draft Plan

The following is an account of key issues identified during the Draft Plan review. While a significant volume of feedback was received, not all comments resulted in changes to the revised Plan. Attachment B includes a summary of Draft Plan public engagement, while Attachment C provides a summary of changes made to the Draft Plan based on public comments.

Land Use and Building Height Designations

Through public engagement activities, including design charrettes, the Plan's land use concept was developed. Through community feedback on the Draft Plan the land use concept was validated, but comments were received regarding potential modifications to specific designations.

Community feedback was received requesting that Penrhyn Close be designated as townhouse similarly as other townhouse complexes. Feedback was also received requesting that density and height in the Village be shifted towards Hobbs Street based on sea level rise and groundwater conditions. Based on community feedback and technical review, including newly available data on sea level rise, a relatively small change, maintaining the overall concept was made to land use and height designations (LAP Maps 5.2, 5.4 & 9.2), shifting height and density to minimize risk of potential impacts from sea level rise. Additionally, a change to the townhouse designation floor space ratio from 1 to 1.1 was made based on economic analysis to ensure viability of this housing format.

Development Permit Area Permit Guidelines

As part of the planning process Draft Village Development Permit Area Guidelines were developed during the two community design charrettes. These Draft Cadboro Bay Village Design Guidelines were part of the Draft Plan review process. Subsequently, the District of Saanich has been undertaking a project to update all design guidelines and create municipal-wide guideline for specific building forms. The Draft Cadboro Bay Village Design Guidelines were an important input into the development of these municipal-wide guidelines, which are expected to be completed in August, 2023.

To ensure additional Cadboro Bay specific considerations, design guidelines that are more specific to the Cadboro Bay Village have been included as policy in the Village Sub-Area Plan (see Section 9) to further address built form, public realm, streetscape and urban design. In total 16 new policies were added to the Proposed LAP to address Village urban design considerations, in addition to guidelines that are being incorporated into updated District of Saanich-wide design guidelines.

Environmentally Sensitive Areas

Feedback was received noting that some information may be missing from environmental mapping. To address concerns, Environment staff reviewed all information contained in the Proposed LAP including terminology, watershed locations, and datasets used for the environmentally sensitive maps. The Proposed LAP includes Environmentally Significant Maps (4.3A-C) that have been created using three different inventories from federal, provincial and municipal sources. The Proposed LAP was updated to clearly identify data sets used on environmental maps and an extensive content was added providing an explanation of the data sources and their application.

Sewer Service Area

A small area of Cadboro Bay, along the coastline in Queenswood and Ten Mile Point Neighbourhoods, is situated outside the Sewer Service Area (SSA) and serviced by private septic systems. A number of comments from property owners expressed a desire to be included in the municipal sewer system.

Engineering noted that septic systems are viable options for sewage disposal with solutions to address various site conditions, as long as these systems are constructed properly and maintained in good working condition. Engineering provided area residents with more information regarding sanitary sewer service and information on requirements for application

requests. Following technical review, policy language was included in the Proposed LAP to clarify the process / considerations for considering Sewer Service Area extensions.

Land Use Contracts

The Provincial Government adopted amendments to the *Local Government Act* which terminates Land Use Contracts in June 2024. At that time, the Land Use Contracts will be terminated and all properties with a Land Use Contract will revert to the underlying zoning. As a result, the Proposed LAP no longer references Land Use Contracts.

In Cadboro Bay, two Land Use Contract's were originally noted in the Proposed LAP (2021), one in Ten Mile Point at the Wedgewood Estates, and a second at UVic-Queenswood. District of Saanich Staff verified LUC properties, noting this second Land Use Contract at UVic-Queenswood expired in 1981.

The Proposed LAP recognizes that existing land use and zoning do not fully align and that properties may become legal non-conforming. Policy has been added that supports zoning changes to reflect existing land uses, should property owners wish to initiate these changes.

Implementation priorities

The Proposed LAP includes several action items and implementation priorities that fall to various departments of the District of Saanich. With the adoption of the Proposed LAP, Action Plan (Section 11) items will be incorporated into departmental workplans and considered through the planning and budgeting process for implementation.

Key implementation priorities include the following:

- Develop a Coastal Adaptation Strategy for the District of Saanich;
- Undertake a review of parking requirements in the Village;
- Improve pedestrian access to the beach at the Cadboro Bay Road and Telegraph Bay Road junction;
- Adopt updated Development Permit Guidelines;
- Implement improvements to Sinclair Road consistent with design concepts;
- Implement improvements to Cadboro Bay Road consistent with design concepts;
- Works with local First Nations to share First Nation history, cultural practices and public art; and
- Improve pedestrian and bicycle safety by improving crosswalks, sidewalks, and exploring potential crossing and lighting improvements at key Village intersections.

ALTERNATIVES

1. That Council approve the recommendations as outlined in the Staff Report.
2. That Council reject the recommendations as outlined in the Staff Report.
3. That Council provide alternate direction to Staff.

FINANCIAL IMPLICATIONS

There are no immediate financial implications associated with implementation of the Proposed LAP. The majority of policy provides direction for changes that would happen at the time of redevelopment or integrated into existing capital programs.

STRATEGIC PLAN IMPLICATIONS

The Cadboro Bay Local Area Plan (LAP) completes the Strategic Plan initiative related to updating local areas plans and completes the Village Plan for Cadboro Bay Village, which is part of the Centre, Corridor and Village framework. It also supports other Strategic Plan initiatives related to climate action, biodiversity, housing, active transportation, and community well-being.

OCP IMPLICATIONS

The Cadboro Bay Local Area Plan represents a significant advancement of Official Community Plan (OCP) goals by providing greater clarity and specificity around broader municipal-wide directions at the neighbourhood level. In particular, improved direction is provided on desired land use in the Cadboro Bay Village and surrounding neighbourhood area, and the specific types of development that would be supported on each parcel.

Upon Council adoption, as an Appendix to the OCP, the Cadboro Bay Local Area Plan (LAP) will form part of the OCP Bylaw. The adoption mechanism for Local Area Plans will be further assessed as part of the in-progress Strategic OCP Update process.

INTERDEPARTMENTAL IMPLICATIONS

The policies and actions in the Proposed LAP have been developed with, and are supported by, the District of Saanich Parks and Engineering Departments. The included Action Plan (Section 11) identifies initiatives and priorities for each of these departments for projects in Cadboro Bay. A number of action items noted in the Cadboro Bay Local Area Plan are already identified in departmental work plans or will be identified in future departmental work plans.

CONCLUSION

The Cadboro Bay Local Area Plan is the second local area plan to be completed under the current Official Community Plan (OCP) and reflects the Official Community Plan update draft currently in progress. The planning process provided the opportunity to address Official Community Plan goals at the local level. Extensive public engagement was undertaken throughout the planning process, including through interactive charettes, workshops, surveys, and open houses. The community feedback survey noted a high level of support for the Draft Plan.

The Proposed LAP provides policy direction to guide future change in Cadboro Bay for the next 20-30 years. The vision for the future of Cadboro Bay builds on existing conditions that already make Cadboro Bay a great place, and reflect community values to retain and enhance the unique character of Cadboro Bay Village by providing for a more pedestrian oriented environment with enhanced streetscapes, and more diverse housing options located within walking distance to Village amenities and services. Improving connections and making the Village more welcoming to pedestrians and cyclists is a key focus of policy. The Proposed LAP focuses future growth in the Village, with very limited infill in the Queenswood and Ten Mile Point neighborhoods.

The Proposed LAP was developed through an extensive public engagement process and received strong community support. Adoption of the Proposed LAP will provide an enhanced policy framework to guide change in the local area and aligns with the current Official Community Plan, as well as the draft updated Official Community Plan that is currently

undergoing public review. Staff recommend that Council support adoption of the Cadboro Bay Local Area Plan and proceed to a public hearing.

Prepared by:



Silvia Exposito
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Reviewed by:



Cameron Scott
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Approved by:



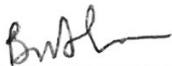
Lindsay Chase
Director of Planning

SE/jsp

- Attachments
- A. Official Community Plan, 2008, Amendment Bylaw, 2023, No. 9907 Schedule "A" Proposed Cadboro Bay Local Area Plan
 - B. Community Engagement Summary – Draft Plan Engagement
 - C. Table of Changes to Draft Plan

ADMINISTRATOR’S COMMENTS:

I endorse the recommendation from the Director of Planning.



Brent Reems, Chief Administrative Officer