

Feasibility Overview: St. George's

3909 St. George's Lane

**DRAFT March
2023**



Wiser Projects

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Table of Contents

Introduction	3
Site Analysis.....	6
User Context.....	7
Indigenous Community.....	8
Archeological.....	8
Culture and Heritage	8
Environmental.....	9
Policy Analysis.....	10
Sustainable Saanich Official Community Plan	10
Cadboro Bay Local Area Plan (2002).....	13
Cadboro Bay Draft Local Area Plan (2023)	14
Saanich Housing Strategy.....	15
Current Zoning	15
Planning Summary	16
Precedents.....	17
Financial Analysis	22
Site.....	22
Operations.....	22
Building Characteristics	22
Conclusion.....	23
Property Evaluation Matrix	23
Definitions.....	25
Next Steps:	26
Appendix A: Socio-Economic Information.....	27
Appendix B: Market and Non-Market Development	29
Appendix C: Policy Overview	30

Introduction

St. George's Cadboro Bay is located in the Cadboro Bay neighbourhood of Saanich. This is a vibrant, inclusive, and passionate parish that is driven by the Diocesan vision of renewal and the want to realize that vision in a way that reflects the specific desires of this unique parish. The parish established the St. George's Housing Society in 1991 in response to the lack of affordable housing for seniors in Cadboro Bay. The Society owns and operates the Orchard, a housing complex located next to the parish hall.

The subject property is located at the corner of Maynard Street and St. George's Lane. St. George's Church is a registered heritage building under the Saanich Heritage Register and has been determined to have community heritage value. According to BC Assessment, the site has an overall area of 68,650 ft² (6,3778 m²). The site is currently occupied by St. George's Church and the Parish Hall, which is adjacent to the church. The site contains 26 surface parking stalls, a small field, and a beautifully renovated church and hall. The site has access to St. George's Lane off Maynard Street which has direct access of Cadboro Bay Road.



Figure 1: St. George's Property Map

Table 1: Site Overview

Location	3909 St. George's Lane
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Legal Description	Lot 1 Plan VIP56342 Section 44 Land District 57 SEC 339 LGA
PID	018-222-765
Registered Owner	Anglican Diocese of British Columbia
Site Area	68,650 ft ² (6,3778 m ²)
Assessed Value (2023)	\$3,694,000
Zoning	P-1R Assembly Restricted
OCP Land Designation	Neighbourhood
Development Permit Area	Saanich General
Local Area Plan	Cadboro Bay (2002)
Encumbrances	<p><u>Statutory Right of Way</u> EF111326 1992-08-28 Registered Owner of Charge: The Corporation of the District of Saanich Remarks: Part Inter Alia In Plan VIP54978</p> <p>EG46558 1993-04-23 Registered Owner of Charge: The Corporation of the District of Saanich Remarks: Part Inter Alia In Plan VIP56343</p> <p>EG103924 1993-08-11 Registered Owner of Charge: The Corporation of the District of Saanich Remarks: Part</p> <p><u>Easement</u> EG72891 1993-06-14 Remarks: Part, Appurtenant to Lot 2, Plan VIP56342</p> <p><u>Claim of Builders Lien</u> EG145975 1993-11-04 Registered Owner of Charge: Alexander Corbett</p>
Due Diligence	Unknown

Development Permit Area - Saanich General

- Guidelines
 - Development Permits issued in these areas shall be issued in accordance with the following guidelines unless specifically exempted. The general guidelines include the following sections:
 - Building profiles should follow the natural topography with as little change as possible to accommodate construction.
 - Buildings should reflect the character of the surrounding development.
 - The design and scale of above grade parking structures should be sympathetic and complementary to surroundings.
 - As many existing trees should be retained as part of the overall landscape design.

- Setbacks adjacent to major roads should be determined based on the ultimate width of the right-of-way established by the Director of Engineering Services.
- Exterior lighting shall comply with the District's *Municipal Outdoor Lighting Standards to Control Light Pollution* regulation.
- Design plans shall meet the intent of the standards set out in the Saanich Bicycle Parking Guidelines.
- Buildings for commercial or mixed use should be designed for human scale to increase street level opportunities for social interaction and the creation of a vibrant, pedestrian environment.
- Pedestrian networks should encourage pedestrian activity and integrate with a link to larger public spaces.
- Transportation and parking provisions of a site design should include elements that recognize, respect, and balance the needs of all transportation modes.
- Architecture should be of high quality that is contemporary and authentic.
- Site design should incorporate, where appropriate, design elements to protect and enhance riparian zones, watercourses, and urban forests within major centres.
- Design plans shall comply with the recommendations set out in the Access to Transit Guidelines.

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Site Analysis

The subject site is located in Cadboro Bay within the District of Saanich. The Cadboro Bay Local Area Plan (LAP) was adopted in 2002 and has designated the site to be within the Village Centre and within 400 meters walking distance from commercial zoned properties. The District of Saanich is currently in the process of updating the Cadboro Bay LAP, but as of March 2023 the 2002 LAP still remains in place.

Saanich’s Official Community Plan (OCP) was adopted in 2008 and designates the site as a neighbourhood, not within the Village Centre. Neighbourhoods in Saanich support the following building types and land uses:

- Single-family dwellings
- Duplexes, triplexes, and four-plexes
- Townhouses
- Low-rise residential (up to 4 storeys)
- Mixed-use (commercial/residential) (up to 4 storeys)

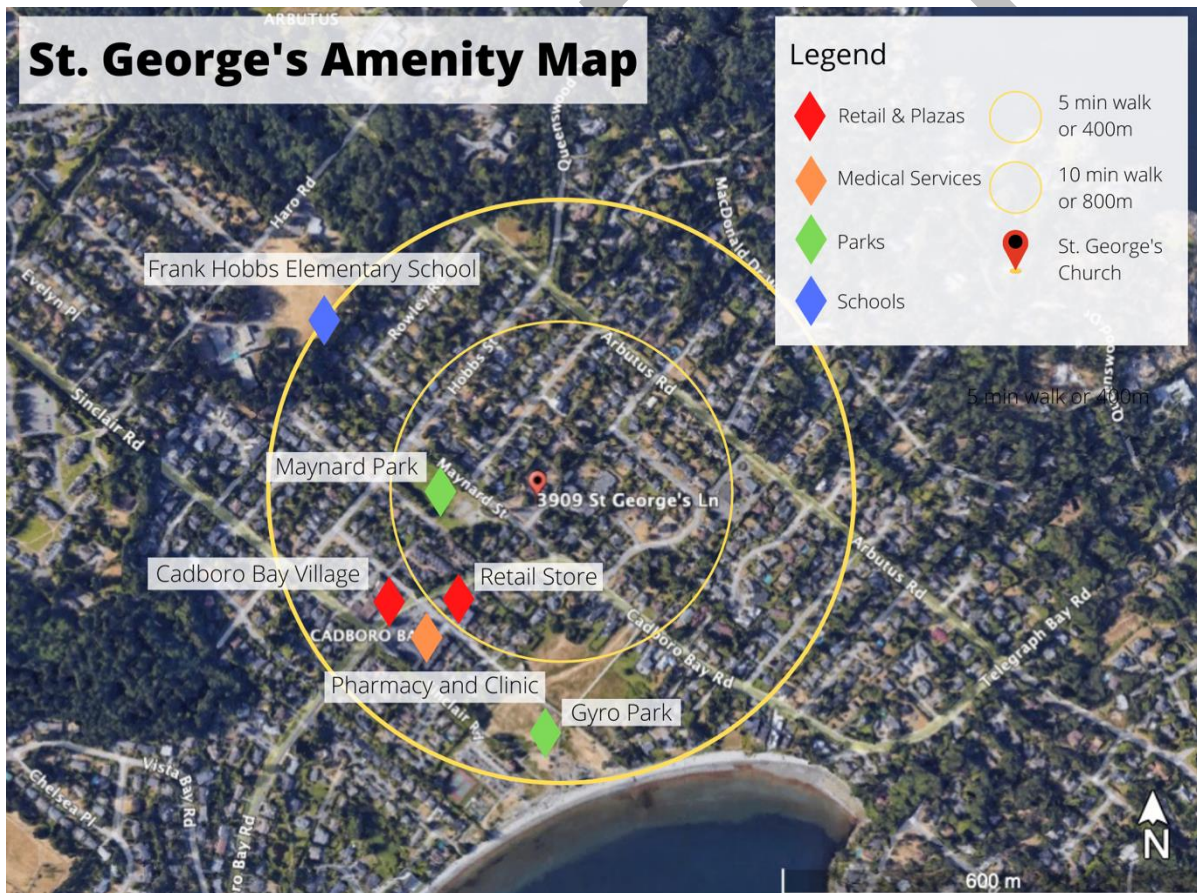


Figure 2: St. George's Amenity Map

Predominately single-family dwellings surround the site, apart from St. George's Housing Society's "The Orchard" seniors housing complex. This housing complex comprises 20

1-bedroom suites occupied by seniors on a life lease basis. The site is close to Maynard Park and the Cadboro Bay Village Centre, offering access to various amenities.

The site is moderately served by walking-distance public transit, having access to the no. 11 UVic/Tillicum Mall and the no.13 UVic/Ten Mile Point bus routes. As the site is close to the University of Victoria (UVic), there are various transfer options from the UVic bus loop. Cadboro Bay also has some active transportation routes, with designated bikeways along Cadboro Bay Road, Arbutus Road, and nearby McKenzie Avenue.

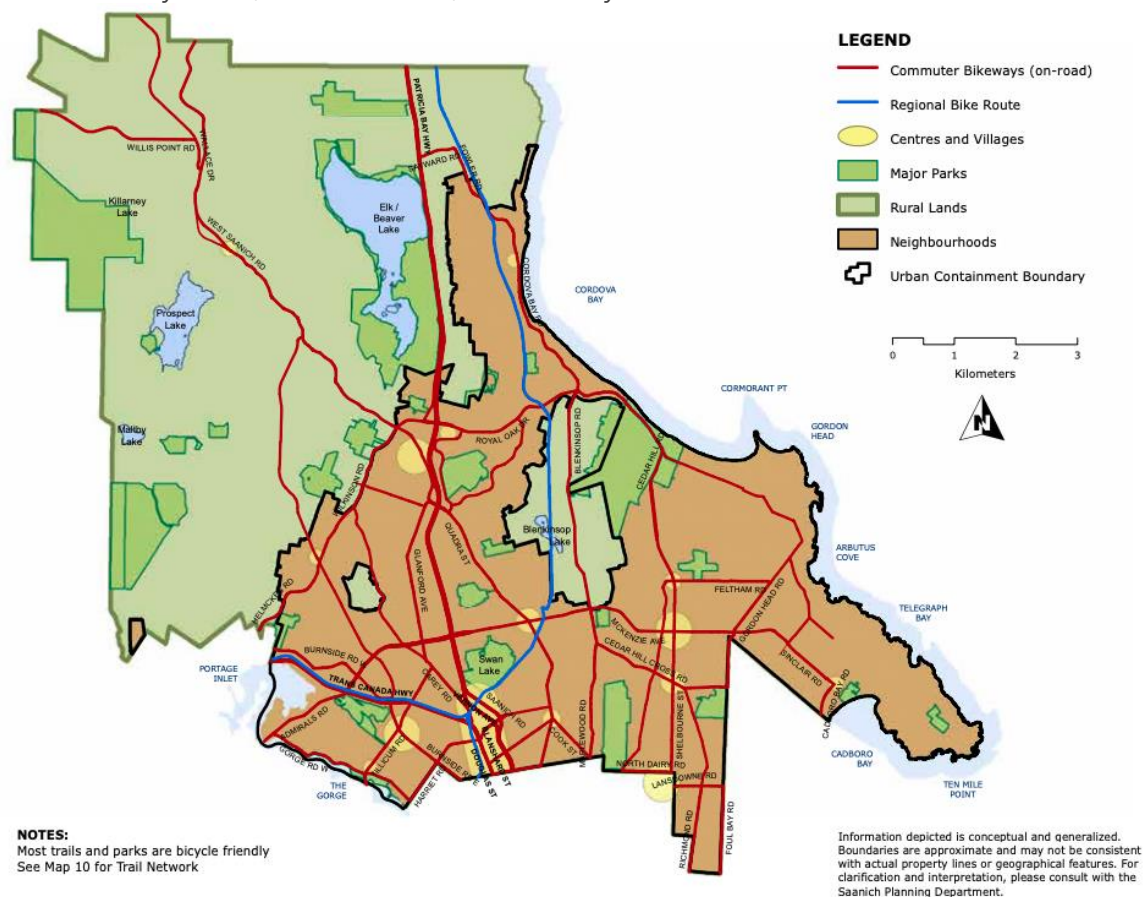


Figure 3: Saanich Active Transportation Network Map

User Context

St. George’s Church runs a variety of services, such as special events, worship, community concerts, community gardening, and Church and hall rentals.

- **Worship Services:** There are two worship services on Sunday. One is traditional, quiet, and reflective, while the other is contemporary and full of song. Worship is multi-generational, with children present most Sundays and fully thanks to dedicated space for them within the sanctuary.
- **Music & Community Concerts:** St. George has a music director that runs the choir and brings in musicians and soloists.

- **Community Gardening:** The subject site has a community garden space with six shared plots, as well as 17 plots for individual families to congregate and grow fruits, vegetables, and flowers.
- **Church & Hall Rentals:** The church can be rented out for a variety of events, such as concerts, speakers, lectures, weddings, funerals, and other audience-style events. The church offices are in the church building (sanctuary) itself. Adjacent to the Church is the Parish Hall, which houses offices, a commercial kitchen, and meeting space used occasionally by the parish, but primarily by the ArtsCalibre Academy, which rents most of the hall.

Indigenous Community

The District of Saanich lies within the territories of the ləkʷəŋən (lay-kwung-gen) peoples, today represented by the Songhees and Esquimalt Nations, and the WSÁNEĆ (weh-saanich) peoples, represented by the Tsartlip (Sart-Lip), Pauquachin (Paw-Qua-Chin), Tsawout (Say-Out), Tseycum (Sigh-Come) and Malahat (Mal-a-hat) Nations. The Songhees First Nation call Cadboro Bay “Sungyaka”, which means snow patches. This region is an early village site that was primarily used in winter fishing. The bay is considered part of the Songhees territory and was part of the Douglas Treaties in the mid-1800s. The Indigenous historical and cultural context of this specific site is not known at this time and discussions with local First Nations would be suggested prior to undertaking development decisions.

Archeological

There is currently no record of an Archaeological Overview Assessment (AOA) having been conducted for this site. A site evaluation before conducting an AOA would be beneficial to understand the site's significance and historical uses due to its longstanding history. A site evaluation would include systematic surface collection and evaluative testing. If an AOA were conducted, it would reveal known archeological sites, traditional land uses, and environmental variables. This information would be necessary to identify and assess the area for unrecorded archeological features. The AOA can be in the form of a large-scale Geographic Information System (GIS) model or a small-scale map.

Culture and Heritage

St. George's is a registered heritage building under the Saanich Heritage Register and has been determined to have community heritage value. The initiative to establish a church in Cadboro Bay area was spurred by the efforts of Daphne and Minnie Schofield, who started a Sunday School in a local tearoom. The Women's Guide and the ladies of the parish petitioned to build a



New church, 1950-51

Figure 4: St. George Church (1950-1951)

new church and undertook fundraising efforts. Prominent architect John Charles Malcom Keith drew the original plans for the church in 1925, but the structure was never built. In 1941, the cornerstone for the St. George's Mission Church was laid, and it was built using Keith's plans, but revised by Geoff Walton using the Salt Spring Island church as a model.

After the end of the Second World War, the expanding population required the construction of a larger church for the parish. The new St. George's Church was designed in 1950 and completed the following year. There are two oak trees on the property that have an interesting history: these trees grew from two acorns picked up by a St. George parishioner at Queen Elizabeth's coronation ceremony at Windsor Castle in 1953.

Environmental

The District of Saanich and the Capital Regional District (CRD) have identified environmental protection and climate action as top priorities that are fundamental components of a healthy, resilient, and sustainable community. Maintaining adequate greenspace, biodiversity, and well-functioning natural areas is important to both ecosystem health and human health. The property is located in Cadboro Bay and is designated as a neighbourhood within the Urban Containment Boundary (UCB) as per Saanich's Official Community Plan (OCP). Saanich has been working towards creating a sustainable region by focusing growth within the UCB to:

- Limit urban sprawl.
- Protect rural and farmland.
- Protect environmentally sensitive areas and green space.
- Servicing land (ex. water, sewer, roads) in a cost-effective manner.
- Provide alternative modes of transit (bus, bike, walking).

The property has various trees surrounding the perimeter and in the northeast of the lot. The site does have active tree permits on the premise. There are two oak trees on the property that have high cultural significance. The trees grew from two acorns picked by a St. George parishioner at Queen Elizabeth's coronation at Windsor Castle in 1953. The community that utilizes St. George church has identified these trees as having high importance to the site, being highly desired for protection if any further development occurs. The district has committed to protecting and enhancing urban forests through the Tree Protection Bylaw. This bylaw is applied to the subject site to protect the trees on public and private property, including those undergoing development. An arborist report should be commissioned during pre-development to identify the tree species present, their health, and their protection status. One parishioner is particularly concerned about the health of the tree grove on the north side of the church. Getting an arborist report is already "on the radar."

Policy Analysis

The following section identifies policies that may support future development on the subject site for mixed-use, residential, and commercial development. The policy section has taken from the Sustainable Saanich Official Community Plan (OCP), Cadboro Bay Local Area Plan (LAP), and the Saanich Housing Strategy.

Sustainable Saanich Official Community Plan

The land use designation (LUD) for the site, as identified in Saanich’s Official Community Plan (OCP), is the *Neighbourhood* designation. For most of Saanich, *Neighbourhoods* are low-density, predominately single-family dwelling areas. Multi-family developments within neighbourhoods tend to be located along established transportation routes or adjacent to a significant amenity. As the site is located just off Cadboro Bay Road and is in close proximity to the University of Victoria, a multi-family development could potentially be supported by District planning staff and Council. The OCP policy supports a diversity of housing, including seniors housing, affordable housing, and multi-family housing types.

Table 2: Relevant OCP Policies in Relation to the Site

Section	Objective(s)	Policies
4.2.1 Sustainable Land Use	<ul style="list-style-type: none"> Better protection of environmentally sensitive areas and green space. Servicing land (ex. water, sewer, roads) is more cost effective. Alternative transit (bus, bike, and walking) is more of a reality. 	Growth Management <ul style="list-style-type: none"> Maintain the Urban Containment Boundary as the principal tool for growth management in Saanich and encourage all new development to locate within the Urban Containment Boundary.
4.2.2 Urban Design and Accessibility	<ul style="list-style-type: none"> Building places for people. Enrich the existing space. Make connections by foot, bike, and transit. Work with the current landscape. Utilize mixed use and forms by creating enjoyable and convenient places to meet a variety of needs of users. Manage the investment by creating places that are more economically viable. Design for change and respond to future uses. 	Support quality architectural and urban design that: <ul style="list-style-type: none"> Uses local, durable, and eco-friendly building materials. Works with the topography and protects the natural environment. Reflects our west coast setting. Enhances sense of place. Respects local history and heritage structures and landscapes. Creates pedestrian friendly and safe streets and neighbourhoods. Incorporates and supports the use of alternative transportation. Ensures that our community is physically accessible.
4.2.4 Neighbourhoods	<ul style="list-style-type: none"> Maintain neighbourhood character. Consider building style, exterior finish, massing, 	<ul style="list-style-type: none"> Foster sustainable, pedestrian, and cycling friendly neighbourhoods by: <ul style="list-style-type: none"> Ensuring different travel modes work together.

	<p>height, and maintenance of tree cover.</p> <ul style="list-style-type: none"> Continued improvement of bicycle, walking, and transit amenities within neighbourhoods. 	<ul style="list-style-type: none"> Continue to improve cycling and walking network, and end of trip facilities. Provide basic commercial services within walking/cycling distance. Support a range of housing choices. Ensure adequate greens pace. Continue to work with BC Transit to improve services. Employ appropriate traffic calming techniques. Evaluate zoning application for multiple family developments based on neighbourhood context, sit size, scale, density, parking capacity and availability, underground service capacity, adequacy of parkland, and traffic impacts. Support the following building types and land uses: <ul style="list-style-type: none"> Single-family dwellings. Duplexes, triplexes, and four-plexes. Townhouses. Low-rise residential (up to 4 storeys). Mixed-use (commercial/residential) (up to 4 storeys).
<p>4.2.9 Mobility</p>	<ul style="list-style-type: none"> Providing convenient links for residents and businesses to and from destinations using a variety of travel modes. 	<p>Walking and Cycling</p> <ul style="list-style-type: none"> Require bicycle parking/storage in commercial, institutional, public, recreational, and multi-family residential buildings. Encourage the support of non-vehicular transportation by providing safe, interconnected, accessible and visually appealing cycling and walking networks. <p>Transit</p> <ul style="list-style-type: none"> Support BC Transit to maximize opportunities for transit use, up-grade transit facilities, and develop a more energy efficient and sustainable bus system. Support the use of Transportation Demand Management (TDM) by schools, institutions, and major employers, to help reduce the reliance

		<p>on automobiles, and make more efficient use of available parking and transportation resources.</p> <p>Car Co-ops</p> <ul style="list-style-type: none"> Encourage the incorporation of car co-op vehicles and memberships as part of residential, commercial, and institutional developments. <p>Off-Street Parking</p> <ul style="list-style-type: none"> Update off-street parking standards to reflect current development practices and improve land use efficiency. Consider parking variances where one or more of the following apply: TDM are implemented, minimal reduction in required parking, street parking availability.
<p>5.1.2 Housing</p>	<ul style="list-style-type: none"> The provision of a range of housing types that can accommodate people of different ages, incomes, family structures, and physical and social needs. Saanich’s commitment to sustainability through the maintenance of the UCB, limits the outward expansion of the housing stock, making it necessary to create more compact builds. 	<p>Multi-Family Housing</p> <ul style="list-style-type: none"> Evaluate applications for multi-family developments based on neighbourhood context, site size, scale, density, parking capacity and availability, underground service capacity, school capacity, adequacy of parkland, contributions to housing affordability, and traffic/pedestrian impact. <p>Two-Family Housing</p> <ul style="list-style-type: none"> Evaluate zoning applications for two-family dwellings based on neighbourhood context, lot size, building scale and design, access, and parking. Two-family dwelling lots should be 1.3 times the minimum area of the largest adjacent single family dwelling zone. Well-designed duplexes on corner and double fronting lots will be given favourable consideration. <p>Affordable Housing</p> <ul style="list-style-type: none"> Work with the Capital Regional District and other stakeholders to implement the Regional Housing Affordability Strategy. Continue to contribute to the Regional Housing Trust Fund.



		<ul style="list-style-type: none"> • Continue to support and participate in Capital Regional District Housing initiatives and committees. • Encourage the creation of affordable and special needs housing by reviewing regulatory bylaws and fee structures to remove development barriers and provide flexibility and incentives. • Review existing regulations to consider the provision of a wide range of alternative housing types, such as “flex housing” and “granny flats”.
5.2.1 Community Involvement and Partnerships	<ul style="list-style-type: none"> • To achieve interconnected social, environmental, and economic values and actions being simultaneously integrated. 	<ul style="list-style-type: none"> • Support school districts, post-secondary institutions, and the faith community in allowing citizens access to their facilities for community use.
5.2.4 Heritage	<ul style="list-style-type: none"> • Many homes, schools, and churches reflect Saanich’s pioneer era and later periods. 	<ul style="list-style-type: none"> • Consider incentives to encourage preservation and designation of privately owned heritage buildings. • Continue to seek funding from senior governments and community organizations to protect heritage resources.

Cadboro Bay Local Area Plan (2002)

The District of Saanich adopted the Cadboro Bay Local Area Plan (LAP) in February 2002 to guide Cadboro Bay’s following ten years of development and provide direction for neighbourhood-level actions. The District of Saanich is currently in the process of updating Cadboro Bay’s LAP and it is anticipated to be completed and adopted by mid-2023.

Table 3: Relevant Cadboro Bay Local Area Plan Policies

Section	Goal	Policies
3.0 Social and Cultural Services	<ul style="list-style-type: none"> • Ensure social and cultural services are adequate for the well-being of the community. 	<ul style="list-style-type: none"> • Continue to monitor the need to expand support services. • Evaluate opportunities for social and cultural amenities.
4.0 Historical Resources	<ul style="list-style-type: none"> • Preserve and enhance heritage resources. 	<ul style="list-style-type: none"> • Preserve the public visibility of heritage structures. • Preserve and protect significant trees. • Ensure design compatibility when considering rezoning, subdivision, and development permits in the vicinity of heritage structures and significant trees.

<p>7.0 Housing</p>	<ul style="list-style-type: none"> • Provide a variety of housing types while maintaining neighbourhood character and liveability. 	<ul style="list-style-type: none"> • Maintain single-family housing as the predominant land use and promote appropriately located and designed multi-family housing. • Give regard to the following location criteria when considering proposals for congregate and supportive housing: <ul style="list-style-type: none"> ○ Proximity to transit service. ○ Safe condition of sidewalks for pedestrians, wheelchairs, and scooters. ○ Access to retail commercial and medical services. ○ Access to social services.
<p>9.0 Mobility</p>	<ul style="list-style-type: none"> • Provide an aesthetic, convenient and safe mobility network that balances private automobiles, commercial trucks, tour buses, transit, bicycles, and pedestrian needs. 	<ul style="list-style-type: none"> • Continue to support transit, bicycling and pedestrian initiatives of institutions and businesses to reduce vehicle traffic. • Encourage BC Transit to consider alternative transit routing and use of smaller busses.
<p>11.0 Institutions and Public Assembly</p>	<ul style="list-style-type: none"> • Support community-based institutions and public assembly uses that respond to community and resident needs, as well as respect neighbourhood character. • Churches provide programs and services for all ages, as well as community meeting and activity space. 	<ul style="list-style-type: none"> • Evaluate access and egress when considering development or redevelopment of a site for institutional use and where possible, direct it to major collector roads. • Give regard to the following criteria when considering proposals for residential care facilities: <ul style="list-style-type: none"> ○ Proximity to transit service. ○ Safe condition of sidewalks for pedestrians, wheelchairs, and scooters. ○ Access to retail commercial and medical service. ○ Access to social services. • Work with the owners of institutional properties to retain natural vegetation, including visual buffers along lot boundaries and consider environmental issues.

Cadboro Bay Draft Local Area Plan (2023)

The 2023, updated Cadboro Bay Local Area Plan (LAP) was being revised at the time of undertaking this study, with the District of Saanich’s goal being to consider and potentially adopt the updated LAP in 2023. As of March 2023, the LAP had still not been adopted by the

District of Saanich, meaning that the 2002 LAP was still in place. Relevant policies from the update 2023 LAP that will become applicable some time in 2023 are outlined in Appendix C.

The 2023 Cadboro Bay LAP designates the St. George’s site land use as *Institutional Mixed-Use*. *Institutional Mixed-Use* in the Village Neighbourhood permits three-storied and institutional, community, and residential services, with the Floor Space Ratio (FSR) being site-specific.

Saanich Housing Strategy

The Saanich Housing Strategy builds on existing Saanich and Regional plans, policies, and initiatives and looks to expand on the work done to date. This strategy has seven focus areas, 22 strategies, and 73 actions from the basis of a 10-year framework and represents a comprehensive approach to achieving housing support for the community. The following focus areas and strategies highlight Saanich’s path toward improving housing for current and future generations. There is strong support for new diverse housing within the Saanich Housing Strategy, including directly mentioning partnerships with faith-based organizations.

- Focus Area 1: Increase affordable and rental housing.
- Focus Area 2: Promote and protect rental housing.
- Focus Area 3: Support housing diversity and increase supply.
- Focus Area 5: Strengthen Partnerships: Strengthen existing partnerships and build new partnerships across all sectors to achieve Housing Strategy goals.
 - Work with government and community partners to identify the most effective ways to support the development of new, or redevelopment of existing, affordable, and supportive housing on their own land. Potential partners include regional and senior levels of government, faith-based and non-profit organizations, and academic institutions.
 - Support organizations (such as non-profits and faith-based organizations) that are unfamiliar with developing affordable housing and opportunities to retain their community assets, by providing guidance on the development review process, partnership opportunities with non-market housing providers, and funding opportunities.

Current Zoning

Table 4: P-1 R Assembly Restricted Zone Overview

P-1 R Assembly Restricted	
Permitted Uses	<ul style="list-style-type: none"> • Art Gallery. • Astrophysical Observatory. • Church. • College. • Daycare, Adult. • Daycare, Child. • Community Centre. • Horticultural Centre. • Library.

	<ul style="list-style-type: none"> • Museum. • School. • Theatre. • Recreation Facility. • University. • Accessory Residential. • Accessory Buildings and Structures.
Prohibited Uses	<ul style="list-style-type: none"> • Bingos, Casinos, and any other activity involving gambling or betting whether carried on for profit or not.
Building and Structures	<ul style="list-style-type: none"> • Shall be sited no less than: <ul style="list-style-type: none"> ○ 10.0m (32.8ft) from the front, the rear, and an exterior side lot line. ○ 6.0m (19.7ft) from an interior side lot line. • Shall not exceed the height of 10.0m (32.8ft).
General	<ul style="list-style-type: none"> • The relevant provisions of Sections 5,6,7 and Schedule B of the Saanich bylaw shall apply.

Planning Summary

The Cadboro Bay Local Area Plan (LAP) came out six years after the Saanich Official Community Plan (OCP) in 2002. The district is in the process of updating the LAP, anticipating it to be adopted at the start of 2023. The Saanich OCP identified the site as a Neighbourhood Designation, consisting mainly of low-density and single-family housing. In the proposed 2021 Cadboro Bay LAP, the site is located within the Village Neighbourhood designated as Institutional Mixed-Use, permitting up to three storeys. The LAP prioritized redevelopment within the Village Neighbourhood and Village Centre, making this site a focus for future redevelopment. The LAP encourages existing church sites to consider incorporating affordable housing and senior housing development. The site's proximity to the University of Victoria (UVic) and Cadboro Bay Village core makes it an opportunity for multi-family or medium-density development if desired, as it is located along established transportation routes and adjacent to essential amenities in Saanich.

The policy section of the OCP prioritizes pedestrian-friendly neighbourhoods and diverse building types, including duplexes, townhouses, low-rise residential (up to 4 storeys) and mixed-use buildings (up to 4 storeys). Cadboro Bay is a growing community with a lot of the development centralized near UVic, making the site ideal for expanding the parish's current services.

The church building at St. George's was recently renovated and hosts various gatherings, events, and worship services weekly. The space can be rented out to community organizations and for special occasions. St. George's is a registered heritage building containing heritage value to the community. The site also includes an active oak tree permit with significant cultural and environmental value. The church does not have formal protection through heritage designation; therefore, the Diocese and the parish can alter or remove it if desired. This building does not impose restrictions on the use of the building or the rights of the owner. Suppose the Diocese were to apply to rezone, subdivide, demolish, or redevelop;

the application, when submitted to the District of Saanich, will be referred to the Heritage Foundation for comment as part of the review process.

The site is well suited for redevelopment in proximity to the UVic, near the Cadboro Bay Village, and located just off Cadboro Bay Road. This site is, however, highly used by the community. Although the participants of the church are aging and younger families are not attending the church as they previously did, the parish is still running various programs and supportive services such as seniors housing, which is highly valued in the neighbourhood.

Precedents

There are several precedents for residential developments occurring between 400m - 4km from the subject site. The following precedents explore a range of redevelopment options including subdivisions, single-family dwellings, and townhomes developments located within the Cadboro Bay and Gordon Head neighbourhood. These precedents were selected based on the proximity to site, Neighbourhood designation, and low-density redevelopment options.

3905 Hobbs Street	
Current Zone	RS-10
Rezoning Proposed	RS-6
Status	Conditional Approval granted for Subdivision
Description	To rezone from RS-10 to RS-6 single family dwelling zone for the purpose of subdivision to create one additional lot. A variance for lot width on one lot is required.
Developer	Zebra Design
Project Type	Subdivision
Lot Consolidation	0



No. Units	2
Building Height	2-storeys
FSR	N/A
Parking	4
Site Area	15,222 ft ² (1,414.18m ²)

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1853 & 1855 Fairburn Drive



Current Zone	RS-6 Single Family Dwelling
Rezoning Proposed	RT-5 Attached Housing Zone
Status	In Progress
Description	To rezone from RS-6 Single Family Dwelling to RT-5 Attached Housing Zone to construct a 12-townhouse development. Variances requested.
Developer	1268700 BC Ltd.
Project Type	Residential
Lot Consolidation	2
No. Units	12
Building Height	Three-storeys
FSR	0.964
Parking	18 parking space with four visitor spaces
Site Area	1,913.43m ²





4104 Shelbourne Street



Current Zone	RS-6 Single Family Dwelling
Rezoning Proposed	RT-3 Attached Housing
Status	In Progress
Description	To rezone from RS-6 (Single Family Dwelling) Zone to RT-3 (Attached Housing) Zone and Development Permit to construct a total of 8 dwelling units. Variance are requested.
Developer	Pradip Misra
Project Type	Residential
Lot Consolidation	0
No. Units	8
Building Height	3-stories
FSR	0.41
Parking	18
Site Area	31,047.67ft ² (2,884.43m ²)





6000 Lockhaven Drive



Current Zone	RS-16 Single Family Dwelling
Rezoning Proposed	RS-16 Single Family Dwelling
Status	In Progress
Description	To vary RS-16 Single Family Dwelling to construct a single-family residential home under the existing RS-16 zone. Multiple variances are requested.
Developer	Keith Baker Design
Project Type	Residential
Lot Consolidation	0
No. Units	3
Building Height	3-storeys
FSR	N/A
Parking	N/A
Site Area	42,689ft ² (3,966m ²)



Financial Analysis

Site

The subject site was assessed by BC Assessment in 2022 for a total value of \$3,694,000. The land was valued at \$2,937,000 and the buildings at \$757,000. The previous year value was \$3,334,000 for both the land and the buildings. This was an increase of \$360,000 with the increase attributed to land.

Operations

Based on the 2021 annual report, the parish posted a profit of \$32,181.08. The most considerable income was from offerings contributing to 78% of their total revenue, or \$263,475.96. Other incomes such as equipment, hall rentals, and wage subsidies (CEWS) were the second highest, contributing to 15% or \$50,643.38 of their total revenue. Onward giving donations and fundraising was the third highest, contributing to 6% or \$20,369.87 that was forwarded "onward" to various external not-for-profit organizations. The remaining 1%, or \$3,291.00, was from outreach within Canada. The parish also has four investment funds, with the investment contributing to a \$50,909.90 loss in investments (based on the 2021 annual report). However, the parish still has \$70,373.90 in its current assets from cash and operating accounts.

The largest expense category is clergy expenses and clergy salaries, representing 26% or \$79,064.16 of their total expenses for 2021. The second highest expense item includes the Diocesan Assessment representing 20% of expenses or \$60,504. The third highest expense was worship and celebration, contributing 14% or \$42,216.78 of the parish's total expenses. The fourth highest expense was the ministry's building, representing 12% or \$35,731.72. The fifth highest expense was growing in the faith, which was faith-based programming consisting of 9% or \$27,449.32. The lowest expense was for programs representing 0.06% or \$176.01. The parish also had additional expenses of \$32,181.08 for church improvements.

Building Characteristics

Table 5: Church Building Characteristics

Details	Church
Height	1 storey - 16 feet
Floor Area	4,742 ft ²
Year Built	1951
Features	<ul style="list-style-type: none"> • Altar and rail • Bells • Seating • Stained glass windows • Piano • Organ • Pews • Pulpit • Tabernacle • Wall cross

	<ul style="list-style-type: none"> • Steeple or spires • Balcony • Kitchen equipment • Audio and visual equipment • Office space for clergy and administrator
Heating	Steam or hot water with radiators (100%)
Exterior Wall Type	Stone frame (90%), stucco on frame (10%)
Roof Pitch	High (12:12 to 24:12 pitch) (100%)
Roof Materials	Wood shake or shingles (107%)

Table 6: Parish Hall Building Characteristics

Details	Hall
Height	2 storeys - 30 feet
Floor Area	8,755 ft ²
Year Built	1963
Features	<ul style="list-style-type: none"> • High ceilings • Stained glass windows • Stage • Gym • Table and chairs • Audio/visual equipment • Kitchen equipment
Heating	Steam or hot water with radiators (100%) *No heat in upper hall*
Exterior Wall Type	Concrete block (42%), stone on masonry (10%), siding, wood on frame (21%), stucco on masonry (6%)
Roof Pitch	Low (2:12 to 6:12 pitch) (72%), medium (8:12 to 12:12 pitch) (28%)
Roof Materials	Asphalt shingles (31%), built-up smooth (76%)

Table 7: Shed Building Characteristics

Details	Shed
Height	1 storey - 8 feet
Floor Area	221 ft ²
Year Built	1996
Exterior Wall Type	Siding wood on frame (100%)
Roof Pitch	Low (2:12 to 6:12 pitch) (100%)
Roof Materials	Asphalt shingles (100%)

Conclusion

Property Evaluation Matrix

Based on currently available information, the following evaluation matrix has been created to support the Diocese in making informed decisions about site options from a place of mission and underlying Principles, as identified above. The criteria in the matrix aim to cover these Principles but also the unique site and community attributes identified throughout the feasibility study work. The goal of this process is to ensure that:

the Diocese is to have sustainable, flourishing congregations that contribute to the needs of the parish community, the larger community, and the Diocese as a whole.

The following factors have been identified as key considerations and allocated in an evaluation structure to be applied to each of the sites. The overall scoring allows each to be compared against the other to inform decision-making.

This document has been reviewed by the Property Redevelopment Committee and a variety of other advisors.

Table 8: Property Evaluation Matrix Overview

	Criteria	Address
I.	Community and Cultural Significance	High - St. George's is a registered heritage building under the Saanich Heritage Register and is determined to have community heritage value. The site also has active tree permits on premise. This Tree Permit is for two oak trees on the property with high cultural significance being planted from acorns picked by St. George's parishioner at Queen Elizabeth's coronation at Windsor Castle in 1953. The church and hall also have a high user context containing organized worship services, music and community concerts, a community garden, meeting and gathering space, office space, and rentals.
II.	Redevelopment Potential	High - The church was recently renovated and is now used and rented more frequently by the community, likely not wanting to be redeveloped at this time. The hall is rented to a school whose long-term plans remain unclear and is not upgraded. The site is however large and is in a priority area for redevelopment in Cadboro Bay. The LAP is anticipated to be adopted at the start of 2023 and designates the site as an Institutional Mixed-Use permitting three-storey and community development. The sites Land Use Designation and location within the Village Neighbourhood provides opportunity for medium-density development on site.
III.	Financial Position	Neutral - Based on the 2021 annual report, the parish posted a surplus of \$32,181.08 and has \$70,373.90 in their current assets. The parish did however lose all their investments this past year, contributing to a net loss of \$50,909.
IV.	Community Planning and Context	High - The current and future policy support non-profit led community-orientated development. The site is located within the Cadboro Bay Village Neighbourhood where future development is prioritized and supported. This site brings forward an opportunity to utilize the newly renovated hall as a gathering place that can be more widely utilized by

		the community. This large lot can also provide additional affordable housing adjacent to the church and hall.
V.	Timeliness	Neutral - Cadboro Bay 2021 LAP (anticipated to be adopted at the start of 2023) prioritizes future development in the Village Core and Village Neighbourhood. Cadboro Bay is also known to be a community that is not favourable to new development projects, slowing down the process. The LAP designated the site as Village residential Infill, permitting three-storeys and institutional, community, and residential services, with the Floor Space Ratio (FSR) being site-specific. It should be noted that timelines within Saanich due to staffing, experience, and local area concerns remain longer than desirable.
VI.	Building and Site Context	High - The building is a registered heritage building with cultural significance to the community and is utilized for rentals and community events. The church itself is 71 years old and recently got renovated showing a high desire of use by the community. There are no known site constraints at this time.

Definitions

- I. Cultural and Community Significance:** historical and current significance of building(s) and site to parish, Diocese, and larger community; cultural, including archaeological, heritage, and environmental significance. Due to the colonial history of the Diocese, each property will be considered an opportunity to contribute to reconciliation.
- II. Redevelopment Potential:** site encumbrances or limitations, both surface and subsurface; development community interest and opportunities; community and parish programming or space need considerations. The site has potential for redevelopment measured by the FSR/density under current policy or through a rezoning process. Geotechnical and environmental due diligence studies characterized the site as having favorable conditions. The site can also be easily serviced, as indicated by the preliminary civil servicing study.
- III. Financial Position:** financial encumbrances or challenges; operational costs; capital and maintenance costs; appraisals on as-is and 'as if' value of land and buildings; market conditions and position in market. Consideration of opportunity for local financial contributions but also the Diocesan community.
- IV. Community Planning Context:** planning policy context from local and regional government, as appropriate; community context from residents and neighbourhood perspective; development context; capacity at local level for ongoing operations, maintenance, and capital project undertaking.
- V. Timeliness:** any timelines impacting decision-making (market conditions, planning policies, etc.); immediacy of building or site upgrades; immediacy of human resource needs, including community need and demand.
- VI. Building and Site Context:** quality of building; useful life remaining; health and safety of facility; site constraints or opportunities.

Next Steps:

The site would have a neutral risk for redevelopment for the Diocese to lead or partner on. This site is in a desirable area in Cadboro Bay located in a Village Neighbourhood near various amenities attractive to local development partners, both in the private and non-profit spheres. The church was recently renovated and is utilized by the community, being one of the parish's primary assets. Any redevelopment would want to occur adjacent to the church and potentially replace the hall. The church is also a designated heritage building, with a culturally significant oak tree. Several potential paths are recommended that provide opportunities to bring long-term community value:

1. Discuss with the Church community their potential desires for the site. After these needs and desires are outlined, different forms of medium-density development could be implemented adjacent to the church.
2. Once community needs and priorities have been established, the Diocese could undertake redevelopment of the site to create mixed-use low/medium density buildings, with ground floor uses for community and cultural activities and residential above. This would provide long-term increased revenue to the Ministry and Diocese while enhancing the size and conditions of the community space.
 - a. As the development would occur alongside the current church, redevelopment could be explored, with the ground floor being utilized for commercial or community amenities. Geotechnical work and assessments must be completed to understand subsurface conditions better and identify if this vision would be possible for redevelopment.

Appendix A: Socio-Economic Information

Population

- The District of Saanich's population in 2016 was 114,148 making it the largest municipality in the Capital Regional District, the eighth largest in the province, and the 44th largest in Canada.
- Cadboro Bay has a population of 1,783 people in 2021.
- The population density in Cadboro Bay is 18% higher than Saanich.
- While Saanich is the largest community by both land and population in the CRD, and continuing to grow, its growth is slower than the CRD as a whole. Between 2006 and 2016, Saanich grew by 5.4%, from 108,265 to 114,148 residents, while the CRD grew by 11.1% over the same period.
- The latest census date from 2021 indicates that the District of Saanich has a population of 117,735, representing a growth of 3.1% between 2016 and 2021.

Age

- From 2006 to 2016, the median age in Saanich rose from 42.9 to 44.5, indicating slight aging of the population, consistent with national trends.
- The median age in Cadboro Bay is 49.6 being 15% higher than the District of Saanich.
- Between 2006-2016 there were slight decreases in the proportion of residents aged 0 to 14, 35 to 44, 45 to 54, and 75 and over.
- Between 2006-2016 there were slight increases in the proportion of residents aged 25 to 34, 55 to 64, and 65 to 74.
- Saanich has a very similar age distribution compared to the CRD as a whole.

Household Composition

- Between 2006 and 2016, the number of households in Saanich grew by 5% from 44,570 to 46,650.
- Cadboro Bay has a 1:1 female or male ratio in 2021.
- In 2021, 81% of homeowners in Cadboro Bay were married.
- The average household size for Saanich was 2.4 in 2016.
- 64% of households in Saanich were one or two person households.
- Renter households are more likely to be led a younger age group (more than half were under 45), while 60% of owners were 55 or older.

Household Income

- Between 2006 and 2016, median before-tax private household income grew by 9.6% in Saanich, compared to 11.2% across the CRD.
- In 2021, the median household income for Cadboro Bay is \$781,726 which is more than \$13,000 higher than the community at large.
- In 2016, the median income in Saanich was \$77,391 which is \$7,749 higher than the CRD median income of \$69,642.

- Saanich had higher incomes compared to the region over the past three census counts. Renter households reported incomes that were less than half that of owner incomes (\$46,192 versus \$94,667).
- Households with single incomes, especially female lone parent households and non-census family households, reported much lower incomes compared to other household types.

Housing

- As of 2016, there were 46,650 dwellings in Saanich.
- Saanich's housing stock has a higher proportion of single-detached houses and duplex homes than the CRD.
- In 2016, 47% of dwellings were single-detached houses and 22% apartment in a flat or duplex.
- Saanich had a lower proportion of apartment buildings compared to the region.
- Saanich saw the proportion of owner households decline slightly over the past three census counts, from 73% of all households in 2006 to 70% in 2016. For comparison, in 2016, 63% of CRD residents were homeowners and 37% were renters. In part, this trend is related to escalating housing prices and lower rates of homeownership by younger primary household maintainers compared to previous generations.
- In 2016, 1,875 households, or 13% of renter households, reported that they lived in subsidized housing. This is a slight decline from 2011 when 1,920 households, or 16%, reported that they lived in subsidized housing. There is no data available for 2006.
- There may be a lack of options for older adults looking to downsize out of large single-family homes and for families looking for rental units with enough bedrooms to suit their needs or to enter the homeownership market.
- Anticipated Housing Demand If Saanich continues growing in a similar manner as the past, the community will see an additional 5,290 households form between 2016 and 2025. New households are projected to be 47% renters and 53% owners.

Appendix B: Market and Non-Market Development

The Victoria Real Estate Board divides the Saanich market into neighbourhoods east and west of the Patricia Bay Highway with the site being located east of the highway.

Average home sales prices are higher in Saanich East than Saanich West. Prices have risen substantially in both the homeownership and rental markets over the past few years.

The table below shows the Benchmark Price for Saanich East based on data from Victoria Real Estate Board from February 2022.

Housing Type	Feb-22	Feb-17	% Increase
Single Family	\$1,229,700	\$809,100	152%
Condo / Apartment	\$540,300	\$316,300	171%
Townhome	\$919,700	\$574,300	160%

The Sales to Active Listings Ratio tracks the ratio of total residential sales over total active residential listings at month-end for each of the last 25 months. The data indicates a ratio of 120% for the month of February of 2022. Above 20%, there is upward pressure on prices indicating a sellers' market.

Appendix C: Policy Overview

Cadboro Bay Local Area Plan (2021)

On August 22, 2022, the Cadboro Bay Local Area Plan (LAP) was considered by Council at the Committee of the Whole meeting, and it was required that the Saanich staff make refinements to the Draft Plan. An updated plan will be presented to Council for their consideration in late 2022.

The subject site is located within the Village Neighbourhood in the LAP and just outside the village centre by 200 meters. Future growth in Cadboro Bay is anticipated to be modest and is focused on the Village. The neighbourhood's population is estimated to grow by 0.8% annually, resulting in approximately 300 to 500 new residents over the next 20-30 years.

Table 9: Relevant Cadboro Bay Local Area Plan Policies (2021)

Section	Objectives	Policies
5.2 Housing	<ul style="list-style-type: none"> Provide more diverse housing forms that are suitable for a broader range of households and demographics. Providing more ground-oriented housing near the Village Centre and Village Neighbourhood is desired. More diverse housing typologies, especially for seniors and young families. 	<ul style="list-style-type: none"> Support ground-oriented infill housing in areas designated as Village Residential, with a goal of creating a greater diversity of unit sizes, price points and housing form. Support the development of rental housing and other forms of tenure to expand housing options and affordability. Support the development of rental housing and other forms of tenure to expand housing options and affordability. Work in partnership with the CRD, BC Housing and other agencies to support affordable housing developments in Cadboro Bay. Support local churches in their consideration of affordable housing that includes multiunit and seniors housing as part of future redevelopment.
5.7 Institutions	<ul style="list-style-type: none"> Support institutions as regional employers and providers of services and programs that benefit Cadboro Bay and Greater Victoria. Supporting growth in a manner that integrates 	<ul style="list-style-type: none"> Support seniors housing and affordable housing on church sites. 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.

	<p>environmental features, promotes sustainable transportation options, and explores opportunities for trail and beach access enhancements.</p>	<ul style="list-style-type: none"> 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.
<p>6.0 Transportation and Mobility</p>	<ul style="list-style-type: none"> Provide a well-connected, convenient, and safe mobility network that balances the needs of pedestrians, cyclists, transit, goods movement, and motor vehicles. 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. Support increased levels of transit service and accessibility. 	<ul style="list-style-type: none"> 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. <p>Network Connectivity</p> <ul style="list-style-type: none"> Work with institutions to provide public access through easements or acquisition as part of future property development. <p>Walking</p> <ul style="list-style-type: none"> Work with institutional landowners to integrate pedestrian trails and waterfront access as part of redevelopment proposals. Encourage retention of mature trees and the planting of new trees on boulevards and residential streets, where possible. Ensure the design of sidewalks and other pedestrian facilities address the needs of individuals with mobility challenges. <p>Cycling</p> <ul style="list-style-type: none"> Establish convenient and well-integrated bike parking facilities as a component of new developments in the Village. <p>Transit</p> <ul style="list-style-type: none"> Support diverse housing options and future residential growth in the Village to increase transit viability and improve frequency of service.
<p>8.1 Social Well-Being</p>	<ul style="list-style-type: none"> Expand and promote opportunities for all residents to connect socially and participate fully in their community. Honour and respect local First Nation heritage and culture through public awareness, inclusion, and public art. Enhance access to local, healthy foods. Support community initiatives that encourage broad and 	<ul style="list-style-type: none"> Provide safe and welcoming community spaces for all, including parks, community facilities, streets, and public spaces. Encourage the incorporation of public art installations when considering new development or redevelopment and capital projects. Evaluate opportunities to expand social and cultural amenities in Cadboro Bay parks.

	<p>authentic participation of all people, especially vulnerable groups and groups that are that are underrepresented.</p>	<ul style="list-style-type: none"> • Encourage housing that incorporates a broad range of accessibility and age-friendly features, preferences, and family structures including the ability to age in place.
8.2 Housing Affordability	<ul style="list-style-type: none"> • Support additional forms of housing and explore incentives for affordable housing. 	<ul style="list-style-type: none"> • Support the provision of a diverse range of housing types in Cadboro Bay that support residents at various stages of their life. • Work in partnership with local institutions, churches, CRD, BC Housing, non-profit organizations, and others to explore opportunities to develop affordable and supportive housing in Cadboro Bay. • Support the development of seniors housing and associated support services, with a priority on affordable and accessible rental units. • Support institutions in exploring opportunities to include affordable housing as part of future development and redevelopment. • Support the development of not-for-profit rental housing by considering: <ul style="list-style-type: none"> ○ 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. ○ Continued prioritized application review and approvals timelines.
8.4 Heritage Resources	<ul style="list-style-type: none"> • Preserve and enhance heritage resources. • Acknowledge the history of the local area and ensure cultural and heritage values are incorporated into planning and decision making. 	<ul style="list-style-type: none"> • 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.



		<ul style="list-style-type: none"> • Preserve the public visibility of heritage structures. • Ensure design compatibility when considering rezoning, subdivision and development permits in the vicinity of heritage structures and Significant Trees.
<p>9.0 The Village Neighbourhood</p>	<ul style="list-style-type: none"> • Enhance the form and character of new development or redevelopment is in harmony with the small-scale Village character. • 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. • Provide a diversity of housing options that cater to a range of people including older adults and young families. • 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. • Enhance green space and treed areas in the Village. • Enrich the cultural landscape and recognition of First Nations’ history, including the original village site. • Consider new development or redevelopment in the context of climate change and other potential impacts. 	<ul style="list-style-type: none"> • 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 as well as congregate care and residential care housing consistent with the Institutional Mixed-Use Land Use Designation. • Encourage additional seniors housing or other supportive/affordable housing on church sites. • Coordinate access to sites to minimize parking and assess impacts on street frontage where possible.





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