



Cordova Bay

VILLAGE PLAN

December 2023

The District of Saanich is within the territory of the **Ləkʷəŋən** peoples known today as Songhees and Esquimalt Nations, and the **W̱SÁNEĆ** peoples, represented today by the **W̱JOŁŁŁP** (Tsartlip), **BOKÉĆEN** (Pauquachin), **S̱TÁUTW** (Tsawout), **W̱SIKEM** (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 is proud that our name is derived from the **W̱SÁNEĆ** peoples. Saanich Council is committed to taking a leadership role in the process of healing wounds of the past and becoming a more just, fair and caring society.

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The Cordova Bay Village Plan was extracted directly from the Cordova Bay Local Area Plan (Chapter 10). The numbering system was not changed to support easy cross-referencing between the two documents.

10. VILLAGE AREA PLAN

The Village, located along the major Cordova Bay Road corridor, has historically been the commercial core of Cordova Bay. In addition to shops, offices, and restaurants, the Village provides multi-family housing options in the form of townhouses and apartments. Other community destinations include the elementary school, Cordova Bay 55+, Community Club, and St. David's church. The Village is within walking distance (500 m) for almost 2,400 residents.

A healthy neighbourhood village is the heart of a community. It is a meeting place where people can connect with their neighbours, do local shopping, and enjoy spending time in pleasant public space. Planning compact, complete communities is one of the most beneficial actions a local government can take to combat climate change and "future proof" communities. The *Official Community Plan* and *Climate Plan* support the intensification of Village nodes. Building a successful village in Cordova Bay is an important goal that will provide great benefit for local residents now and into the future.

Village sub-area planning was undertaken concurrent with the update of the local area plan. The purpose was to develop a vision, objectives, and policies to guide the development of the Village looking ahead 20 to 30 years. The policies and objectives of this section provide more policy detail and act as additional layers to other sections of this local area plan.

Most of the improvement described in this section will be dependent on private development. Change will not occur without a willing property owner, and is expected to occur slowly over time.

This section identifies the Village boundary and establishes future land use. It provides an urban design framework and policies to ensure that future development enhances the distinctive physical, cultural, economic, historical, and social assets of Cordova Bay while meeting potential for positive growth and change. The directions in this section are supplemented by Design Guidelines that provide guidance for the form and character of development in the Village.

OBJECTIVES

- A. Transition the Village to a pedestrian-oriented hub with an attractive public realm
- B. Support housing options for a range of lifestyles and needs
- C. Support Cordova Bay Road as a multi-modal street that is a central component of a dynamic Village node
- D. Concentrate commercial activity in Village Core and Mattick's Farm nodes
- E. Strengthen the connection between the commercial nodes
- F. Ensure a high standard of urban design that reflects the identify and assets of the area
- G. Ensure sensitive transitions of building heights from the Village core to adjacent neighbourhoods
- H. Improve connections and wayfinding to the beach and key destinations
- I. Reinforce the Village scale and a strong sense of place
- J. Respect and honour the original First Nations village site and its remaining legacies



Beach House Restaurant

10.1 History and Identity

The identity of Cordova Bay Village today is tied to its historical roots. The outstanding natural landscape and recreational opportunities have long made it a respite from busy city life.

Long before colonial settlement, there was an indigenous village located at and around the current site of Agate Park. The village, called **TEL,ĪĆE** (in **SENĆOŦEN** writing system) / **čəlíč** (as written by **Lək̓ʷəŋən** speakers), was linked with the upper and lower peninsula by a series of trails and runners would take messages between village sites. Its proximity to the beach and sandbar was significant for food and the Cordova Bay slope and ridge was an important stand of monumental cedar. The village was the site of the South Saanich Treaty of 1852. The beach provided access to destinations throughout the Salish Sea.



Crop of map by J. D. Pemberton (1852) showing “Indian trails” in the vicinity of Cordova Bay

With European settlement, the village area began to be used as a summer cottage and recreation destination for Victorians. Outdoor activities like beach camping, boating, swimming, and clam digging were popular. Social activity has long been part of the local fabric. McMorran’s Tea Room became an iconic community focal point and dance hall, and the Community Club served as a social and recreational facility.

This tradition of outdoor life and recreation has persisted. Cordova Bay continues to be a place valued for the natural environment and community activity. Locals love to walk recreationally throughout the beaches, trails, and quiet streets. The area hosts two golf courses and opportunities for horseback riding, cycling, pickleball, badminton, and soccer.



McMorran’s Pavillion circa 1920

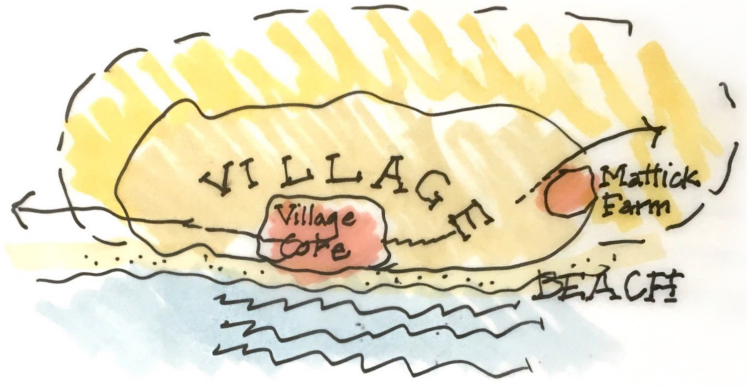
10.2 Cordova Bay Village Boundary

Developing a land use plan for the Village required establishing a formal Village boundary (Map 10.1). Through public consultation, it was clear that the community's concept of the Village included the dual commercial nodes of the Village Core (the area around McMorrans Park, Beach House Restaurant, and plaza site) and Mattick's Farm.

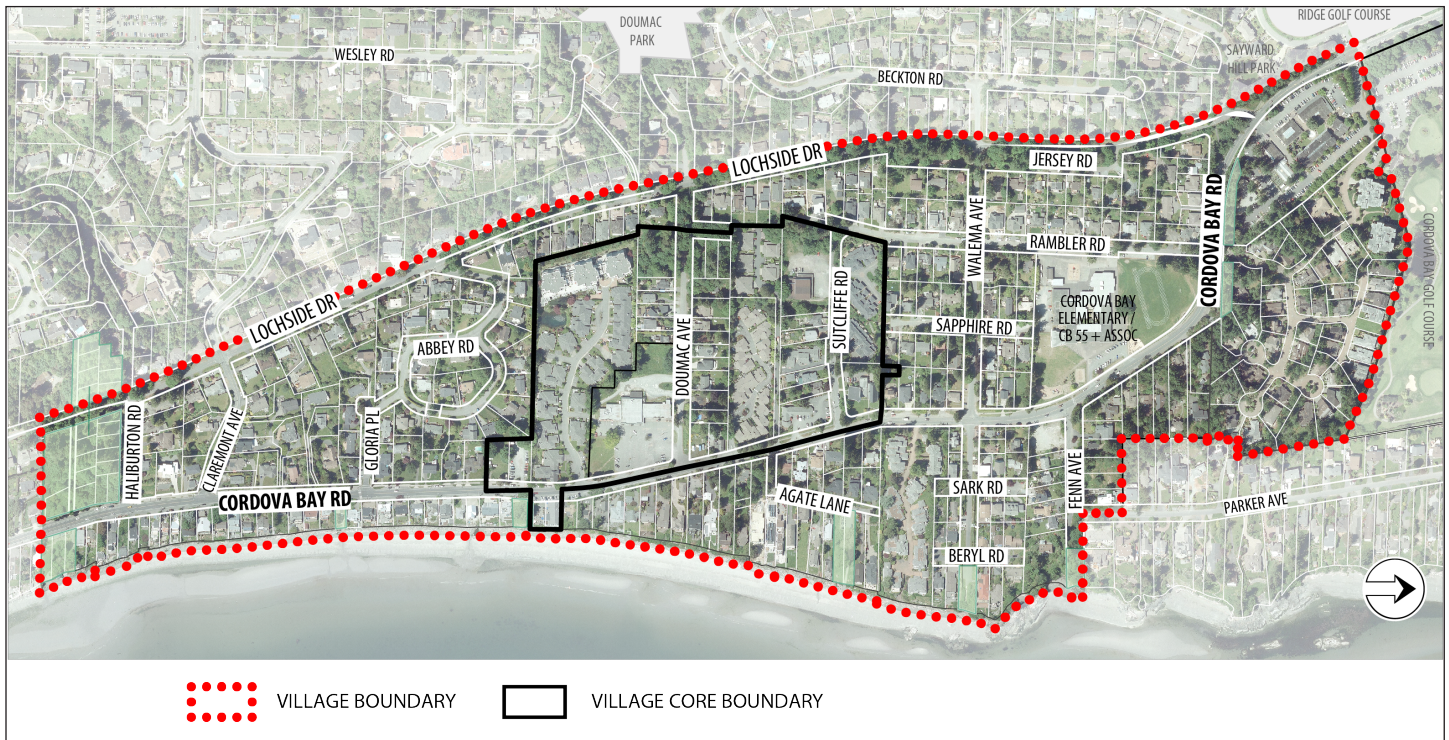
In addition to these commercial nodes, the Village includes the residential neighbourhoods that support the Village and are within walking distance to shops and services.

Within the Village is an area defined as the Village Core (Map 10.1). Outside of Mattick's Farm, the Core contains most of the area's commercial uses and taller buildings. Mattick's Farm supplements the area with a range of commercial services in a concentrated low-scale node.

The policies in this section provide direction for growth and change to the Village Core and adjacent residential areas within the 20 to 30 year timeframe of this plan. The policies work in conjunction with Development Permit Area guidelines which apply to commercial, mixed-use, and multi-family development within the Village.



Village concept



Map 10.1: Cordova Bay Village boundary

10.3 Village Land Use

Successful village nodes offer a range of housing types that are able to accommodate a diversity of housing needs within walking distance to shops, services, and transit. In order to provide more housing choice, there is support in the Plan for townhouses and low-rise apartments in the Village Core, as well as ground-oriented housing in adjacent residential areas.

There is also support in the Plan for future land use to include a small amount of new commercial, fronting Cordova Bay Road and Doumac Avenue (across from the plaza site). The commercial designation is intended to create a “main street” concept and bring the street to life by creating interesting pedestrian street frontages. The small amount of new commercial space should not negatively impact the economic health of existing businesses operating within the Village.

Scale, massing, and height have a significant impact on neighbourhood character. In the Village Core, the Plan limits height for commercial, institutional, and multi-family buildings to low-rise forms (four storeys or lower). Building heights designations give consideration to sensitive transitions from taller buildings in the Village Core to residential areas where most buildings are one or two storeys (up to 7.5 m) in height.

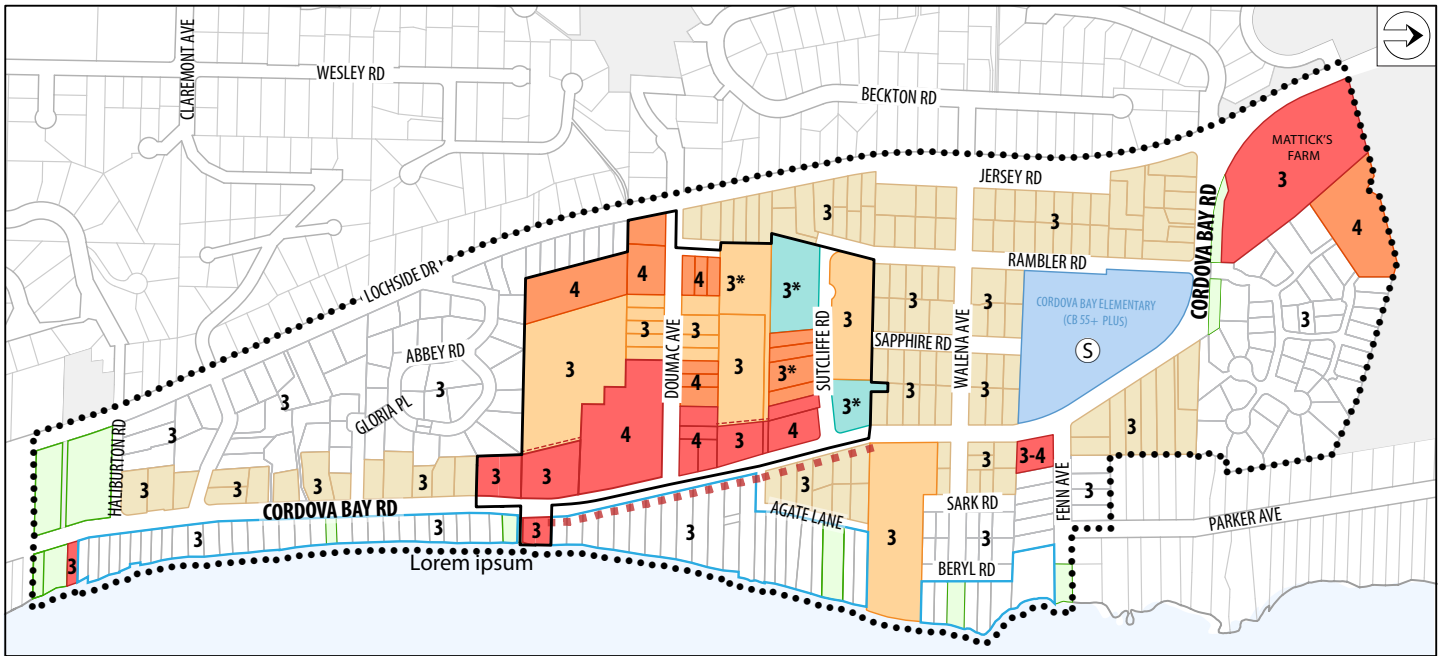
Doumac Avenue is designated as a green corridor, that in the long term is envisioned to connect the beach to Elk/Beaver Lake Regional Park. West of the plaza site, low-rise apartment and townhouse housing is proposed along Doumac Avenue to Lochside Drive. The land use and height designations at the Doumac-Lochside intersection are intended to provide adequate development potential to make a trail connector work, given the grade change.



Figure 101: Street-front commercial that reinforces a “main street” concept

POLICIES

- 10.3.1 Consider changes to land use, height, and density in the Village based on the land use and building height designations identified in Map 10.2 and Figure 10.2, and policies contained in Section 5.11 and all other sections of this plan.
- 10.3.2 Maintain Cordova Bay Village as a low-rise neighbourhood, with building heights of four storeys maximum.
- 10.3.3 Within the Village sub-area, apartment, commercial, and mixed-use developments should be generally limited to areas within the Village Core, Mattick’s Farm, and existing commercial sites.
- 10.3.4 Support commercial and commercial mixed-use on the west side of Cordova Bay Road within the Village Core to enhance the streetscape and create interesting pedestrian frontages. On the east side of Cordova Bay Road within the Village Core, consider small-scale accessory commercial that reinforces a “main street” pattern (Figure 10.1).
- 10.3.5 During redevelopment, seek community contributions that are consistent with the policies in Section 5.14 and the policies in this section.
- 10.3.6 Develop a trail connector and small public square at the intersection of Lochside Drive and Doumac Avenue.
- 10.3.7 Along Lochside Drive, set buildings into the slope away from Lochside Drive to minimize impacts of building height.



FUTURE LAND USE DESIGNATIONS

- NEIGHBOURHOOD RESIDENTIAL
- VILLAGE ATTACHED RESIDENTIAL
- TOWNHOUSE
- LOW-RISE APARTMENT
- COMMERCIAL MIXED USE
- INSTITUTIONAL
- INSTITUTIONAL MIXED USE
- PARK / RECREATION

BUILDING HEIGHT DESIGNATIONS

- # MAXIMUM HEIGHT (IN STOREYS)
- * IF NON-MARKET HOUSING, OR SUITABLE COMMUNITY CONTRIBUTION, UP TO 4 STOREYS

- VILLAGE BOUNDARY
- VILLAGE CORE
- WATERFRONT PARCELS
- SMALL-SCALE COMMERCIAL

Map 10.2: Future Village land use and building height designations



Mattick's Farm commercial

Land Use Designation	Building Type and Use	Building Height	Floor Space Ratio (FSR)
Neighbourhood Residential	Single detached; secondary suite or garden suite; low-density infill (see Figure 5.2); other infill as per zoning	Up to 3 storeys	Up to 0.5
Village Attached Residential	Single detached; secondary suites and/or garden suites; multi-unit residential buildings, mostly ground-oriented, including courtyard, houseplex, six-plex, eight-plex, and attached housing; innovative housing forms	Up to 3 storeys	0.5 to 0.7
		3 storeys	up to 0.9
Townhouse	Attached units, mostly ground-oriented, strata or fee simple	3 storeys	Up to 1.1
Low-Rise Apartment	Multi-unit residential buildings including low-rise apartment and stacked townhouse	3 to 4 storeys	Up to 1.5
Commercial Mixed Use	Low-rise commercial and residential multi-unit buildings with ground-floor commercial	3 to 4 storeys	Up to 1.5
Institutional	Municipal, provincial, or federal buildings, utilities, affordable housing, and community uses	Site specific	Site specific
Institutional Mixed Use	Buildings with institutional, community recreation, residential, and commercial uses	Site specific	Site specific
Park/Recreation	Parks, trails, natural areas, plazas, and structures ancillary to park use	Site specific	Site specific

Figure 10.2: Future Village land use and building height designations

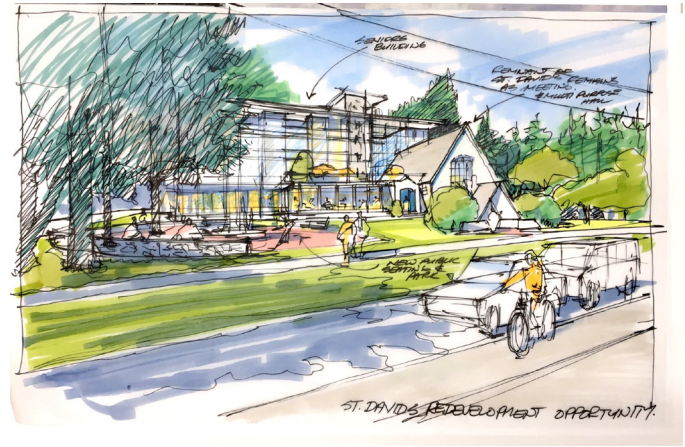
10.4 Urban Design

The character of Cordova Bay Village has been shaped by its location along a major corridor within a commuter neighbourhood, and relatively removed from urban centres. Parcels here are large, and buildings are often separated from the public road by parking areas, vegetation, or deep setbacks. Buildings are typically oriented away from the street, often toward views or landscape areas, with vehicle access taking prominence.

Urban form is evolving in the Village. Rather than a series of disconnected car-oriented enclaves, there is opportunity to bring a cohesive vision to the Village environment based on the premise that communities work best if designed at the pedestrian scale. The benefit will be an improved public realm which enhances the character and charm of the community.

Urban design is concerned with the interface between the private and public realm, and the transition space in between (Figure 10.3). How well a space works largely depends on how well these realms are designed and the way they relate to each other. The design and attractiveness of the public realm plays a critical role in the character and functioning of a Village node.

Key urban design considerations for the Cordova Bay Village include pedestrian orientation, the area's seaside and natural character, and retention of the intimate Village feel and scale. The policies in this section work with the *Cordova Bay Village Development Permit Guidelines* to guide design of new commercial, mixed-use, and residential infill buildings. Together, the policies and design guidelines work to ensure that new development is consistent with the community vision.



Seniors housing concept at St. David's Anglican church



Detached infill cluster housing



Figure 10.3: Public and private realms

Building Form

Building form refers to new buildings and building additions in the private realm. The plan aims to guide building form to ensure that new buildings fit well into the existing built environment, activate and define the public pedestrian realm, and reflect community character, scale, and identity. Design should reflect the cottage and beachside roots of Cordova Bay.

POLICIES

- 10.4.1 Maintain a two-storey street wall along Cordova Bay Road. Step back upper storeys (above the second storey) or locate taller buildings to the rear of the site away from the corridor (Figure 10.4).
- 10.4.2 Buildings should be “village scale.” Larger buildings must use varied and articulated building massing and facades to be pedestrian-friendly at street level.
- 10.4.3 Natural grade should be used to minimize the massing and visual impact of taller buildings.
- 10.4.4 Building heights and massing should be designed sensitively to transition from lower-height residential areas to areas of taller buildings in the Village Core (Figure 10.5).

- 10.4.5 Buildings should be designed with a strong orientation to the street. Building and unit entrances, views, business activities (such as outdoor dining and merchandising), landscaping, and other physical elements should be oriented to the street.
- 10.4.6 Building and unit entrances must be oriented to the street rather than parking areas. Parking areas must be sited underneath, to the rear, or to the side of buildings and screened from view.
- 10.4.7 Corner buildings should be designed to accentuate the corner and establish a visual presence. Building entrances should be located at the corner and engage both streets.
- 10.4.8 The inclusion of semi-public outdoor amenity space such as patios, courtyards, plazas, and gardens are encouraged to provide an interface between the private and public realm and facilitate community interaction (Figure 10.6).
- 10.4.9 Trees and landscaping should be used to frame pedestrian areas and contribute to a high-quality public realm.

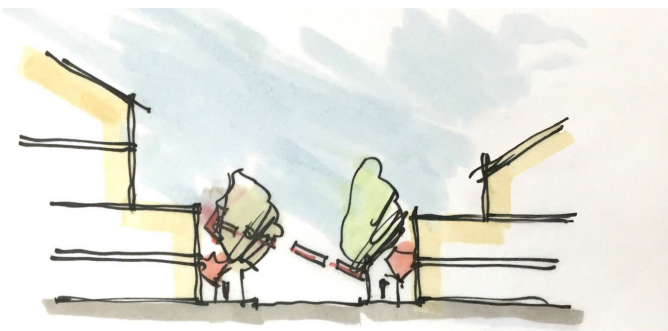


Figure 10.4: Maintain a two-storey street wall along Cordova Bay Road

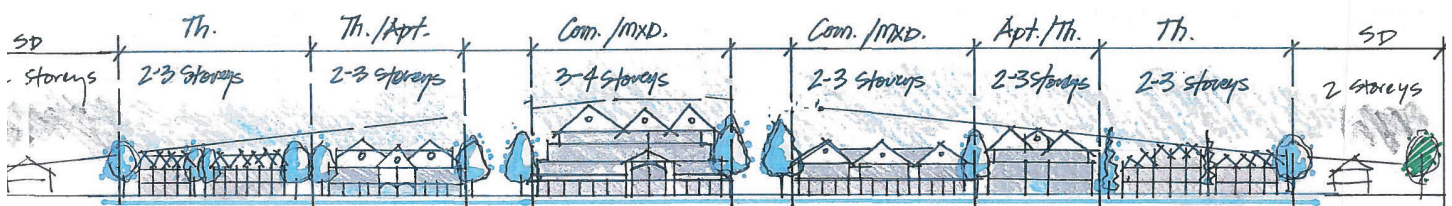


Figure 10.5: Transitioning concept of building heights and massing from Village to lower-density areas

- 10.4.10 Architectural projections such as overhangs, canopies, and awnings that provide weather and sun protection over pedestrian areas are required. Projections are to be located at one-storey height to provide a sense of enclosure and reinforce a human scale.
- 10.4.11 The incorporation of art into new buildings is encouraged in order to animate the street, enrich the pedestrian experience, and foster community identity.
- 10.4.12 The incorporation of local Indigenous art into new buildings is encouraged to support goals of reconciliation, to enhance the quality of the public realm, and celebrate the culture and heritage of local First Nations.
- 10.4.13 Provide windows at ground level in commercial and mixed-use buildings to provide a high degree of transparency in support of an engaging pedestrian environment.
- 10.4.14 Quality building materials and exterior finishes should be used that reference the area's west coast forest and beach character (Figure 10.7).
- 10.4.15 Ensure building lighting is incorporated into building design and is consistent with the intimate, natural Village character. Lighting should enhance the façade and illuminate entrances and pedestrian areas.
- 10.4.16 Amend the Sign Bylaw to include specifications for signage that is in scale with a village commercial area.



Figure 10.6: Community amenity in the form of publicly-accessible plaza space adjacent to the public realm



Figure 10.7: Encourage the use of quality building materials and finishes

Public Realm

In addition to circulation, streets and rights-of-way provide much of the public space within neighbourhoods. The identity of the Village as a destination amid an outstanding natural environment can be reflected in the design of public spaces, and through attention to signage, seating, lighting, gateways, landscaping, and other elements in the public realm. The plan aims to build an attractive, well-designed public realm to reinforce and enhance a sense of place and lead to increased pedestrian activity, economic vitality, and community pride.

POLICIES

10.4.17 The Village public realm should be designed with the primary goal to create an inviting, comfortable, accessible, and convenient pedestrian environment (Figure 10.9).

10.4.18 Street furnishings including seating, street lighting, refuse/recycling containers, wayfinding signage, banners, and bike racks should be used to create a convenient and inviting public realm and convey a sense of place. Furnishings should not impede pedestrian pathways.

10.4.19 Within the Village commercial areas, street furniture should be coordinated into a cohesive aesthetic. Efforts should be made to visually and physically tie together the two Village commercial nodes at the Village Core and Mattick's Farm.

10.4.20 Benches should be located at transit stops and along key pedestrian routes (Map 6.2) to promote active transportation in the community and provide rest stops for people of all ages.

10.4.21 Undertake a wayfinding program through signage and other means such as digital to:

- promote the Village as a walking and cycling destination
- assist in navigating the community
- reinforce the unique sense of place
- enhance the public realm
- promote historic, cultural, commercial, and recreational assets.

10.4.22 Ensure street trees and landscaping are used as defining features of the public realm (Figure 10.10). Street trees should be used to frame the street edge, and provide a comfortable sense of scale and enclosure to the pedestrian realm.



Figure 10.8: Install gateways at Village entries

10.4.23 Street tree selection shall be made by the Parks Department based on options that are appropriate for a pedestrian-oriented Village streetscape environment and that are best suited for long-term success given specific site conditions.

10.4.24 Public utilities should be located outside pedestrian pathways and circulation areas as much as possible.

10.4.25 Seek to provide opportunities for public outdoor space within the Village Core. Public space, such as parkettes, should be oriented toward the public right-of-way and framed by building facades to create interesting pedestrian spaces.

10.4.26 Install gateways at entries to the Village (Map 10.3) to announce arrival to a special place. Gateway elements (Figure 10.8) should:

- be designed for multiple modes of transportation, including pedestrian, bicycle, and motor vehicle
- alert drivers to the presence of pedestrians and the need to slow down
- reference the Village's history, cultural roots, and unique identity.



Figure 10.9: Design a public realm that is inviting for pedestrians



Figure 10.10: Showcase the natural environment

10.5 Streetscapes, Sidewalks, and Crossings

The plan aims to improve pedestrian and cycling facilities and connectivity between the Village nodes, beach, and Lochside Regional Trail. “Friction” elements like signage, gateway structures, crossings, on-street parking, trees, and landscaped medians within the Village provide a sense of arrival, invite vehicles to slow down, and encourage people to spend time.



Figure 10.11: Use trees to buffer pedestrians

POLICIES

- 10.5.1 Support pedestrian safety and access to community destinations in the Village by installing new pedestrian crossings on Cordova Bay Road (Map 6.4).
- 10.5.2 Encourage pedestrian activity to and through the Village by installing sidewalks on both sides of Cordova Bay Road in the Village.
- 10.5.3 Improve pedestrian connections between the Village Core and Mattick’s Farm.
- 10.5.4 Look for opportunities to create small publicly-accessible plaza spaces.
- 10.5.5 Adopt the road design concept shown in Figure 10.12 when making improvements to Cordova Bay Road in the Village Core in order to provide multi-modal facilities, treed boulevards, utilities, and on-street parking.
- 10.5.6 Require road dedications along Cordova Bay Road in the Village Core as properties redevelop in order to acquire adequate right-of-way for the desired road section in the long term (Figure 10.12).
- 10.5.7 Designate Doumac Avenue as an east-west green corridor, linking the beach and Village with Doumac Park (Map 10.3). Adopt a road design concept for Doumac Avenue that supports active modes of transportation and generous treed boulevards (Figure 10.13).
- 10.5.8 Develop an improved accessible connection for cyclists and pedestrians from the Lochside Regional Trail to Doumac Avenue to invite trail users to access the Village, beach and amenities (Map 10.3).
- 10.5.9 Retain existing trees and plant new ones adjacent to the road in order to reduce the perceived road width and slow traffic, provide a buffer for pedestrians, and create a high quality pedestrian environment (Figure 10.11).
- 10.5.10 Work with BC Transit to make transit stops accessible within the Village.

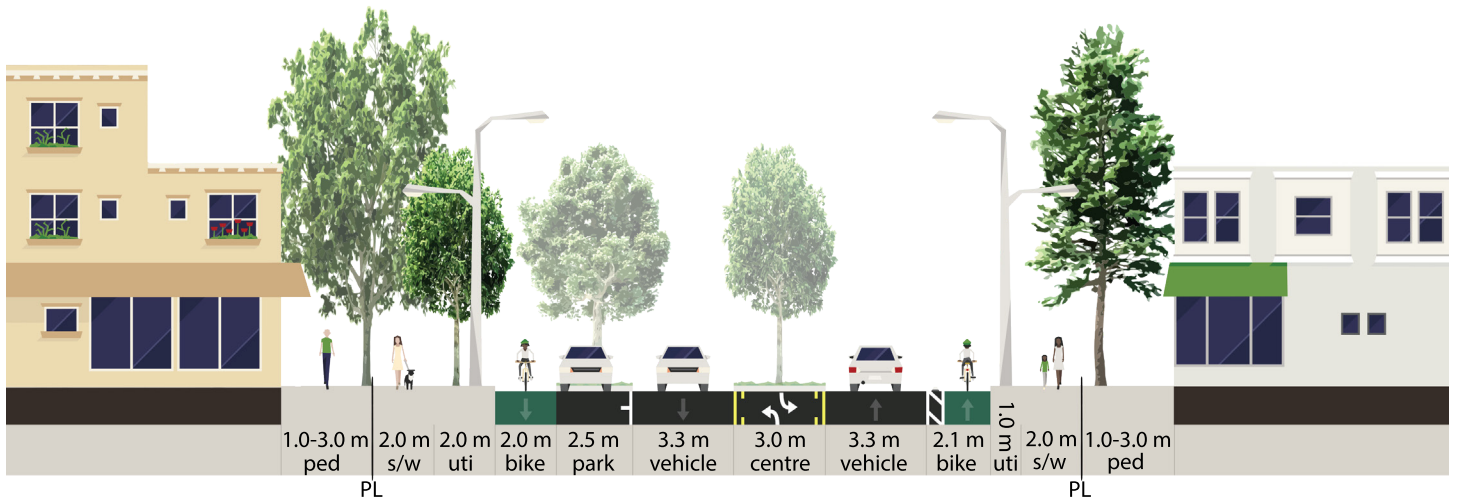


Figure 10.12: Cordova Bay Road in the Village Core

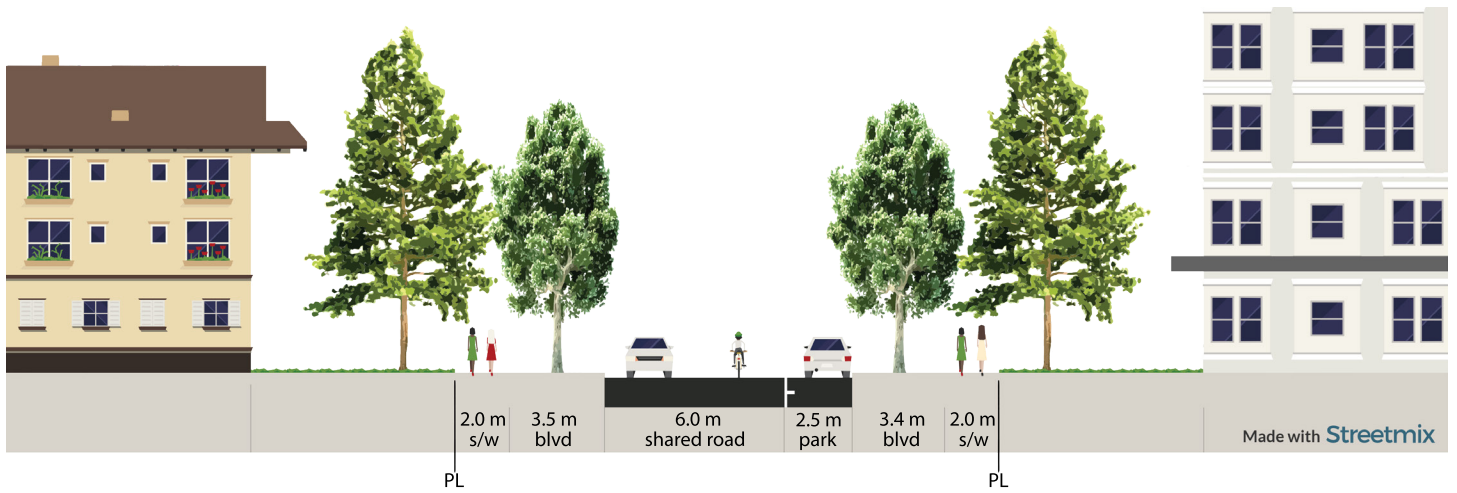


Figure 10.13: Residential portion of Doumac Avenue

10.6 Parks, Public Space, and Beach Accesses

Park space, in all its forms, is important to Village life now and into the future. There are a number of existing parks in the Village – Agate, McMorran, Doris Page, and Cordova Bay Parks. Undeveloped road ends provide access to the beach and waterfront areas that are highly valued by residents. Additional open space at Cordova Bay Elementary School and St. David’s Anglican Church serve as important community focal points.

In the early engagement stage of this plan, the concept of a “pearls on a necklace” was used to describe all the connections to the beach in the Village. It summed up the importance of the beach and access to it for local residents. This concept is strongly represented in planning for parks and public spaces in the Village with the addition of other important linkages.

The Plan identifies opportunities to add new public spaces and improve existing assets. As the Village redevelops over time, these locations offer potential for community amenities, social interaction, and to add to the richness of place.

POLICIES

- 10.6.1 Through the Parks capital planning process, undertake park improvements to beach accesses and amenities.
- 10.6.2 Undertake Parks planning for each beach access and consider parks improvements based on: purpose and use, historical context, natural features, and other thematic choices (Figure 10.14).
- 10.6.3 Prioritize Agate Park and Cordova Bay Park for Village waterfront park improvements, respecting the First Nations historical legacy at these sites.
- 10.6.4 Develop the Lochside-Doumac intersection as a key public plaza for users of Lochside Regional Trail. Incorporate amenities for active transportation users such as benches, wayfinding signage, bicycle racks, fountains, and public art. Provide strong linkages to the east-west green corridor on Doumac Avenue.
- 10.6.5 Work with local First Nations to celebrate connections to and histories of ʔEL,İĆE/čəlíč, the original village located in and around the Agate Park area.

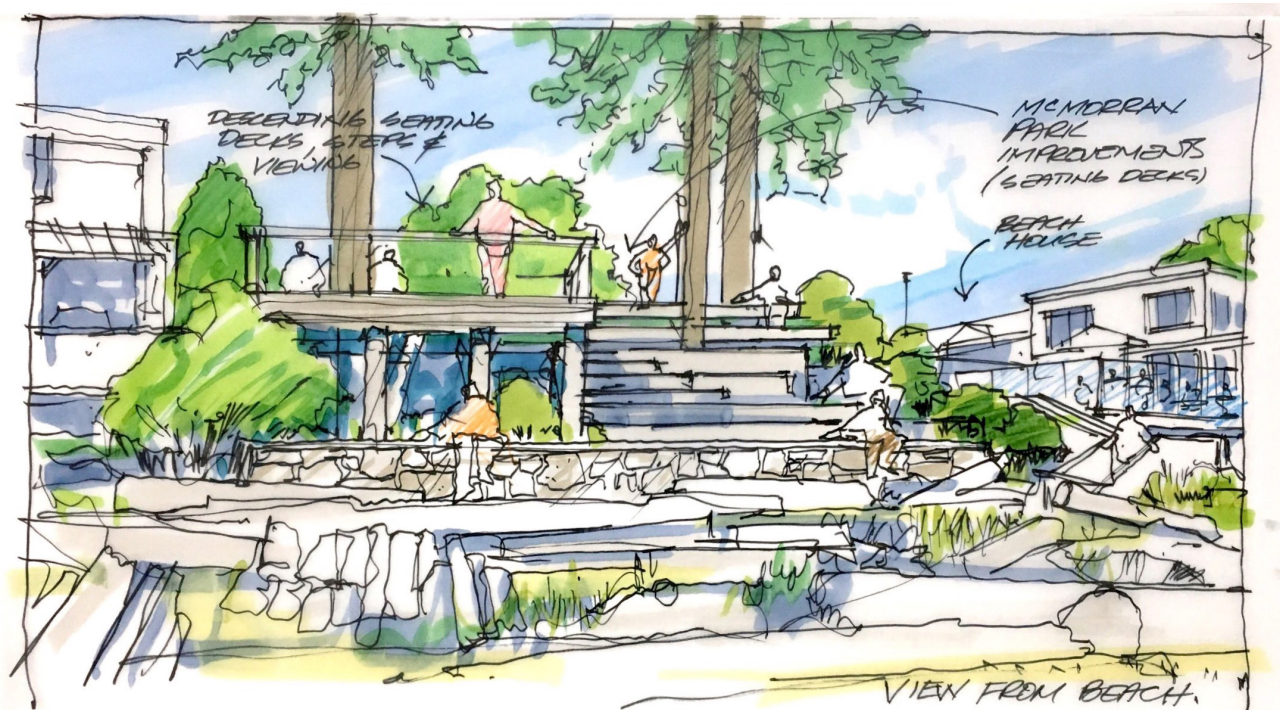


Figure 10.14: Consider park improvements to beach accesses

POLICIES

- 10.6.6 At key pedestrian nodes, look for opportunities to create small public plazas (Map 10.3). Incorporate amenities such as seating, wayfinding signs, lighting, and public art that celebrate the Village.
- 10.6.7 Seek opportunities for the creation of public plaza space during the redevelopment of key sites (Map 10.3). Encourage creative ways to create outdoor community spaces that foster community interaction, engagement, and well-being.
- 10.6.8 Consider opportunities to acquire an additional beach access in the Village Core.
- 10.6.9 Prioritize a wayfinding program through signage and other means to connect places of interest, Village commercial areas, and beach access points.
- 10.6.10 Work with the CRD to develop signage along the Lochside Regional Trail to promote Cordova Bay.



Wayfinding signpost in Squamish BC



Map 10.3: Urban design concept

10.7 Natural Environment and Sustainability

The Village area is rich with natural features that contribute to its appeal. Tall indigenous trees, marine areas, dunes, and upland parks are greatly valued by residents and perform essential natural functions. As the Village evolves over time as a focal point for more residential and commercial activity, it will be important to protect these natural assets while incorporating landscaping that supports biodiversity and habitat.

The Village has a special role in climate change mitigation and adaptation. Land use policies that focus residential density in the Village and support reduced energy use, affordable housing, local commercial, social connection, and active transportation enhance sustainability. It is worthwhile to explore ways in which the Village neighbourhood can continue to contribute to community resilience.

In addition to the policies in Section 4, the plan aims to enhance the urban forest in the Village, protect ecologically-sensitive areas, promote biodiversity, encourage low-carbon growth, and prepare for a changing climate.

POLICIES

10.7.1 Incorporate native plants, plants that promote biodiversity and pollination, and plants that have cultural significance to local First Nations into landscaping.

- 10.7.2 Add to the urban forest in the Village by:
- Enhancing public and private trees within streetscapes
 - Protecting existing mature trees during street improvements
 - Supporting variances to building setbacks to protect mature trees
 - Requiring trees in parking areas to reduce heat island effect.
- 10.7.3 Encourage opportunities for public electric vehicle charging in the Village.
- 10.7.4 Encourage increased energy efficiency and the use of renewal energy in new buildings that are constructed in the Village.
- 10.7.5 Look for opportunities to provide interpretative panels and other public educational elements on the marine and natural environment at parks and beach access areas (Figure 10.15).
- 10.7.6 Enhance neighbourhood resilience through education, capacity building, and supporting social connectedness. Support emergency preparedness activities such as neighbourhood resource and skills inventorying. Support long-term resilience efforts and innovations such as community gardens, rain water capture, and renewable energy hubs.



Figure 10.15: Undertake public education of natural areas

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