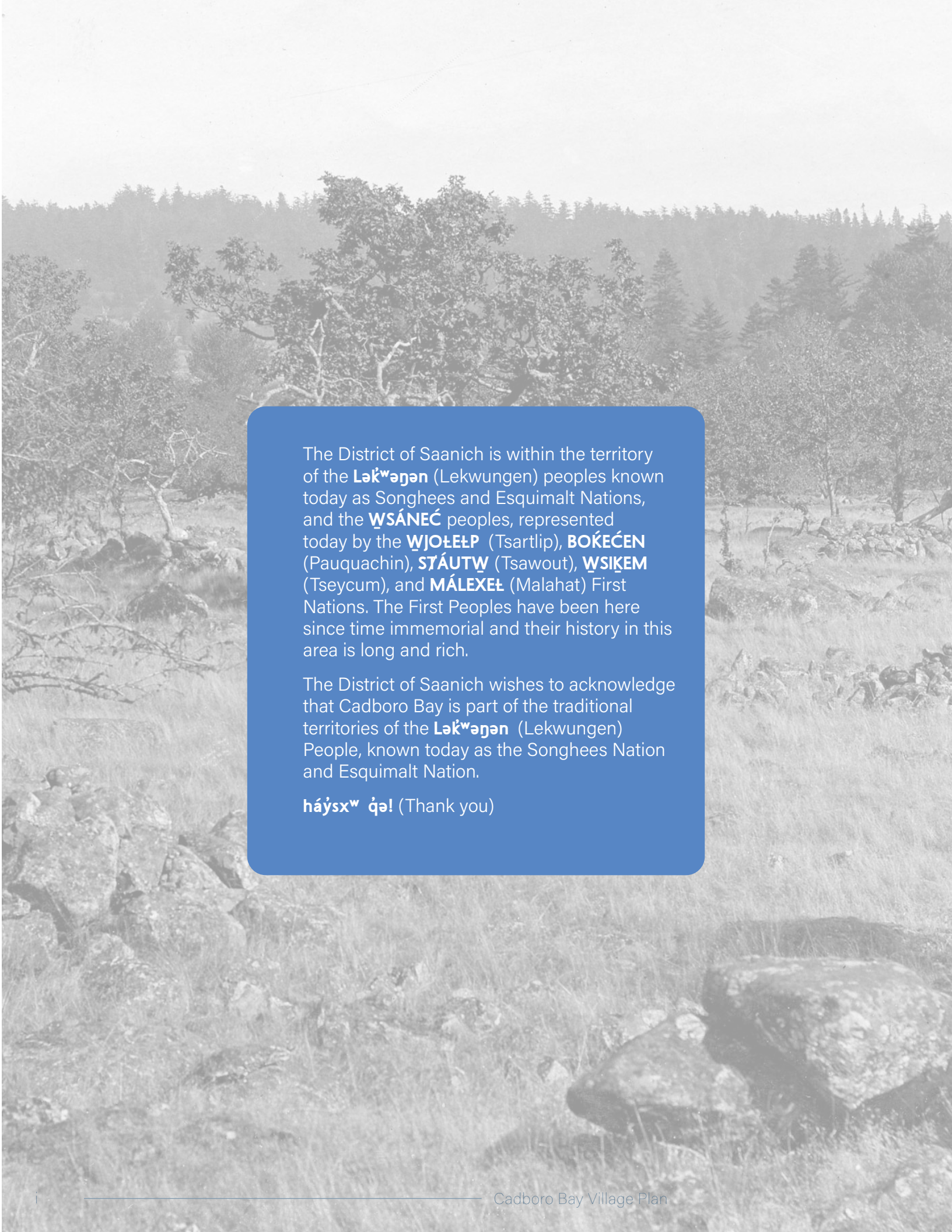




Cadboro Bay

VILLAGE PLAN

February 2024



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

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

háysxʷ qə! (Thank you)

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The Cadboro Bay Village Plan was extracted directly from the Cadboro Bay Local Area Plan (Chapter 9). The numbering system was not changed to support easy cross-referencing between the two documents.



9. VILLAGE AREA PLAN

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

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

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

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

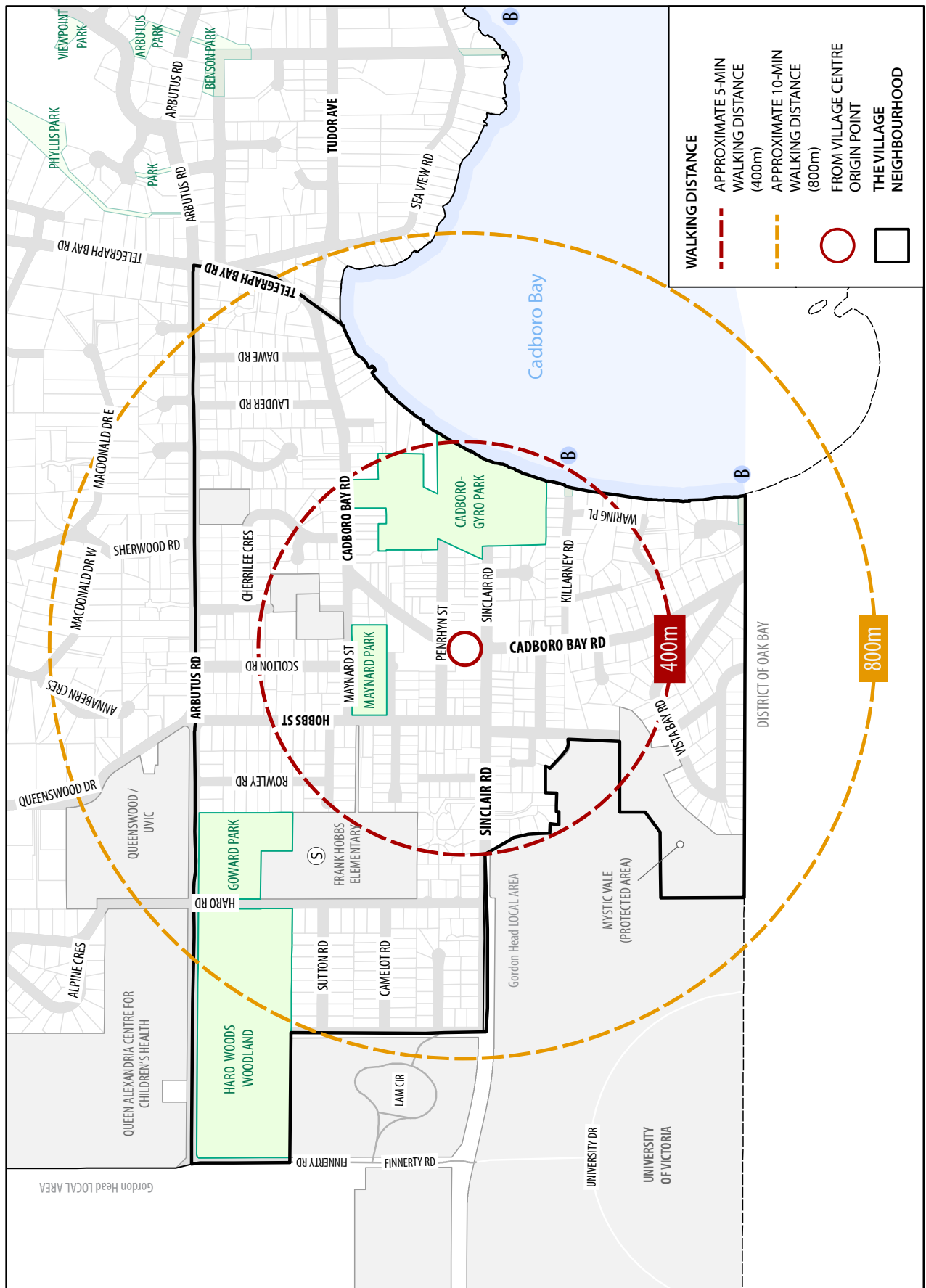
Future growth in Cadboro Bay is anticipated to be modest and focused in the Village. Regional studies, including the MXD Village and Centre Projections and Trends (2013), show that the population of the Village Centre is estimated to grow by 0.8 % annually, resulting in approximately 300 to 500 new residents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

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



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





Map 9.1: Cadboro Bay Village Neighbourhood and Village Core

Cadboro Bay Village Vision

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



OBJECTIVES

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



9.1 VILLAGE LAND USE

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

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

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

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

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

Making it Happen/Implementing the Vision

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

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



POLICIES

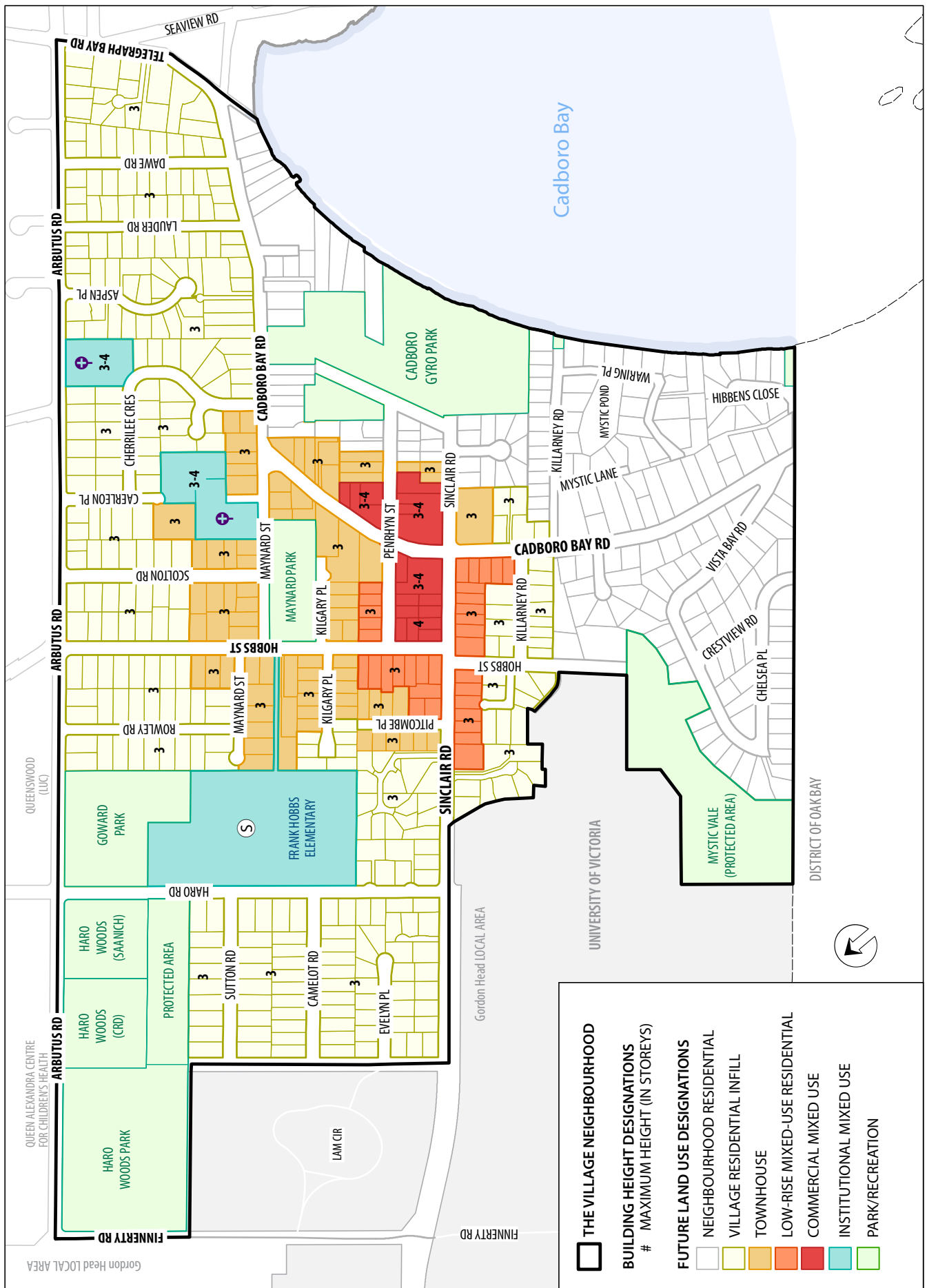
- 9.1.1 Consider changes to land use, building height and density in the Village Neighbourhood based on designations identified on Map 9.2 and Figure 9.1 and policies contained in all sections of this plan.
- 9.1.2 Encourage new development in the central commercial area to include residential apartments above the ground floor.
- 9.1.3 Maintain a low-rise character in the Village Centre, with buildings generally up to three storeys in height, with the exception of sites identified for up to four storeys on Map 9.2.
- 9.1.4 For areas where four storey buildings are permitted, ensure:
- Upper floors are stepped back to minimize impacts on the street;
 - A small public plaza or other community space is provided on the site; and
 - Village character is considered in building design (see Section 9.3).
- 9.1.5 Limit new commercial development to sites designated Commercial Mixed-Use or Low-Rise Mixed-Use Residential on Map 9.2 or locations generally contiguous to existing Village commercial uses.
- 9.1.6 Focus the greatest height and density of development in the Village Centre while transitioning sensitively to the surrounding neighbourhood (Figure 9.2).
- 9.1.7 Support a variety of housing formats in the

Village Neighbourhood, including duplexes, triplexes, fourplexes, courtyard housing, townhouses and other innovative housing forms (Figure 9.4) as well as congregate care and residential care housing consistent with Land Use Designations in Map 9.2.

- 9.1.8 Support ground-oriented infill housing in the area surrounding the Village Centre designated as Village Residential Infill, in a manner that integrates with existing neighbourhood residential character including by considering existing lot patterns, front yard setbacks, materials and the scale of buildings.
- 9.1.9 Assess potential changes to the Village Residential Infill land use designation as part of the District-wide Neighbourhood Homes infill initiative.
- 9.1.10 Encourage additional seniors housing or other supportive/affordable housing on church sites.
- 9.1.11 Support single-detached infill subdivision to a minimum parcel size of 460 m² and 14 m lot width, provided the proposal:
- is compatible with the scale and massing of the neighbourhood;
 - addresses privacy impacts of adjacent neighbours; and
 - consider preservation and requirement of existing or proposed new trees, especially native trees.
- 9.1.12 Coordinate access to sites to minimize parking and assess impacts on the street frontage, where possible.

9.2 LOCAL ECONOMY





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

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

Figure 9.1: Land use and building height designations

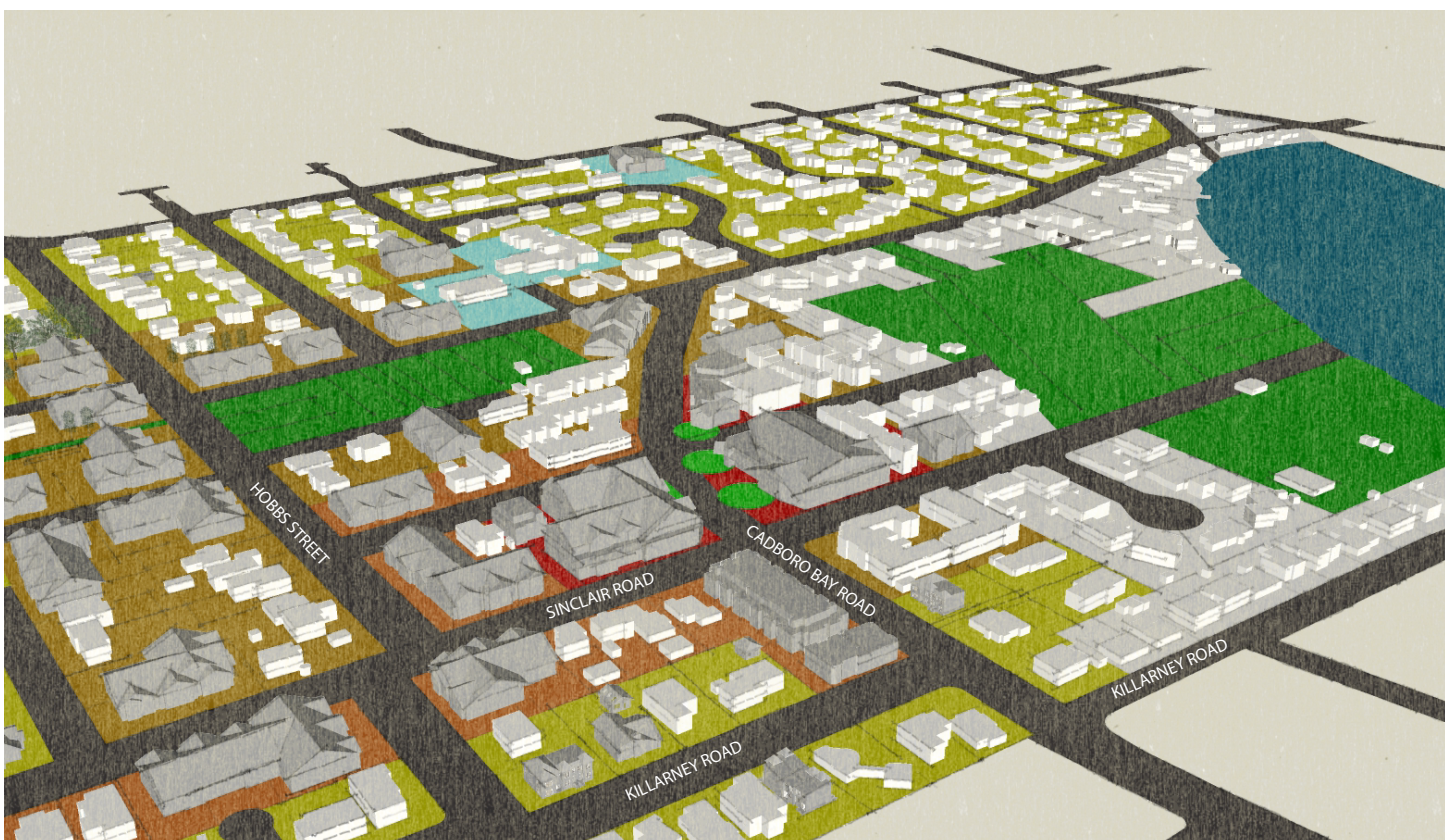


Figure 9.2: Conceptual Long-Term Development Scenario based on Land Use Designations

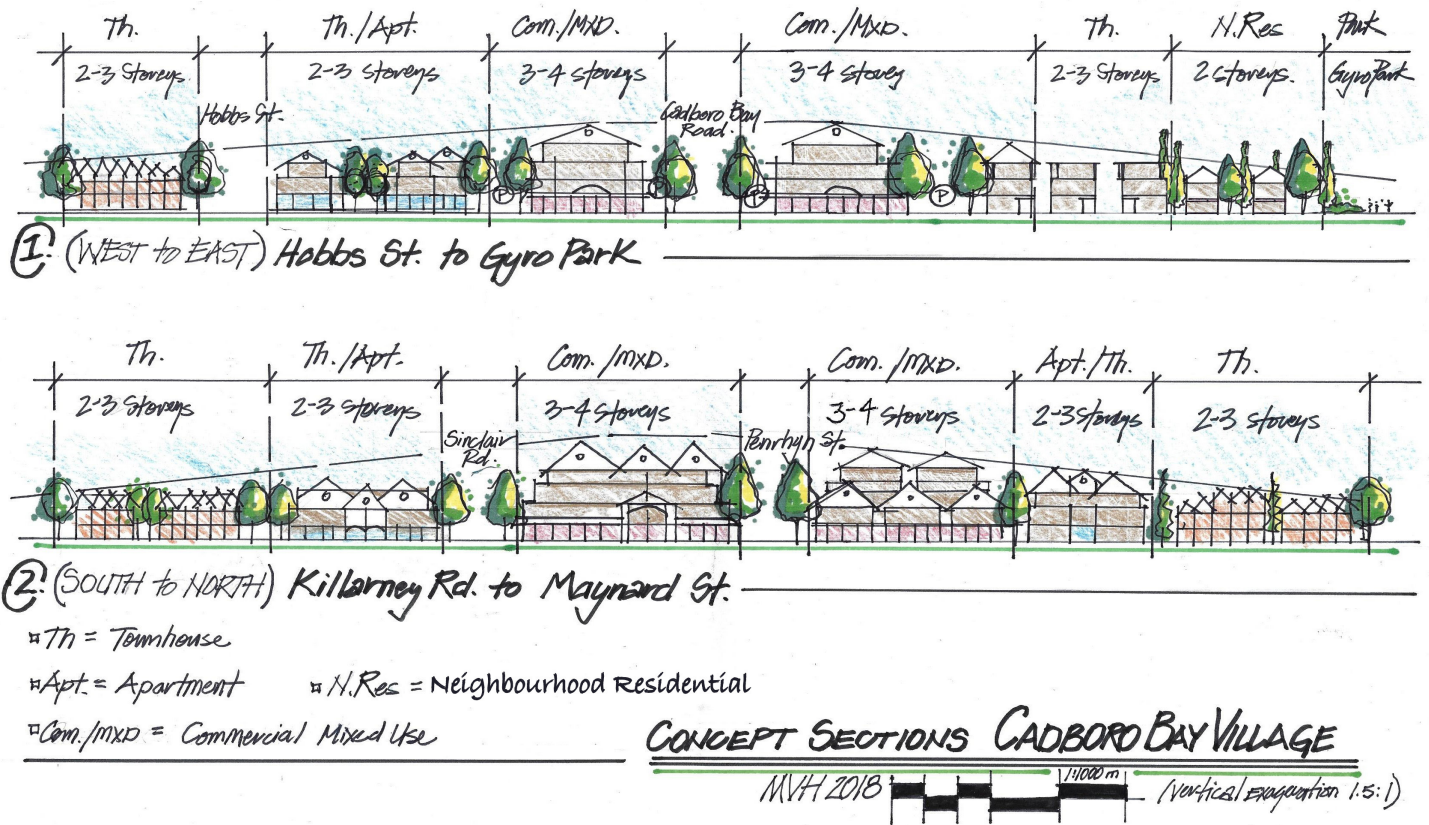


Figure 9.3: Building Height Transition Concept



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



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

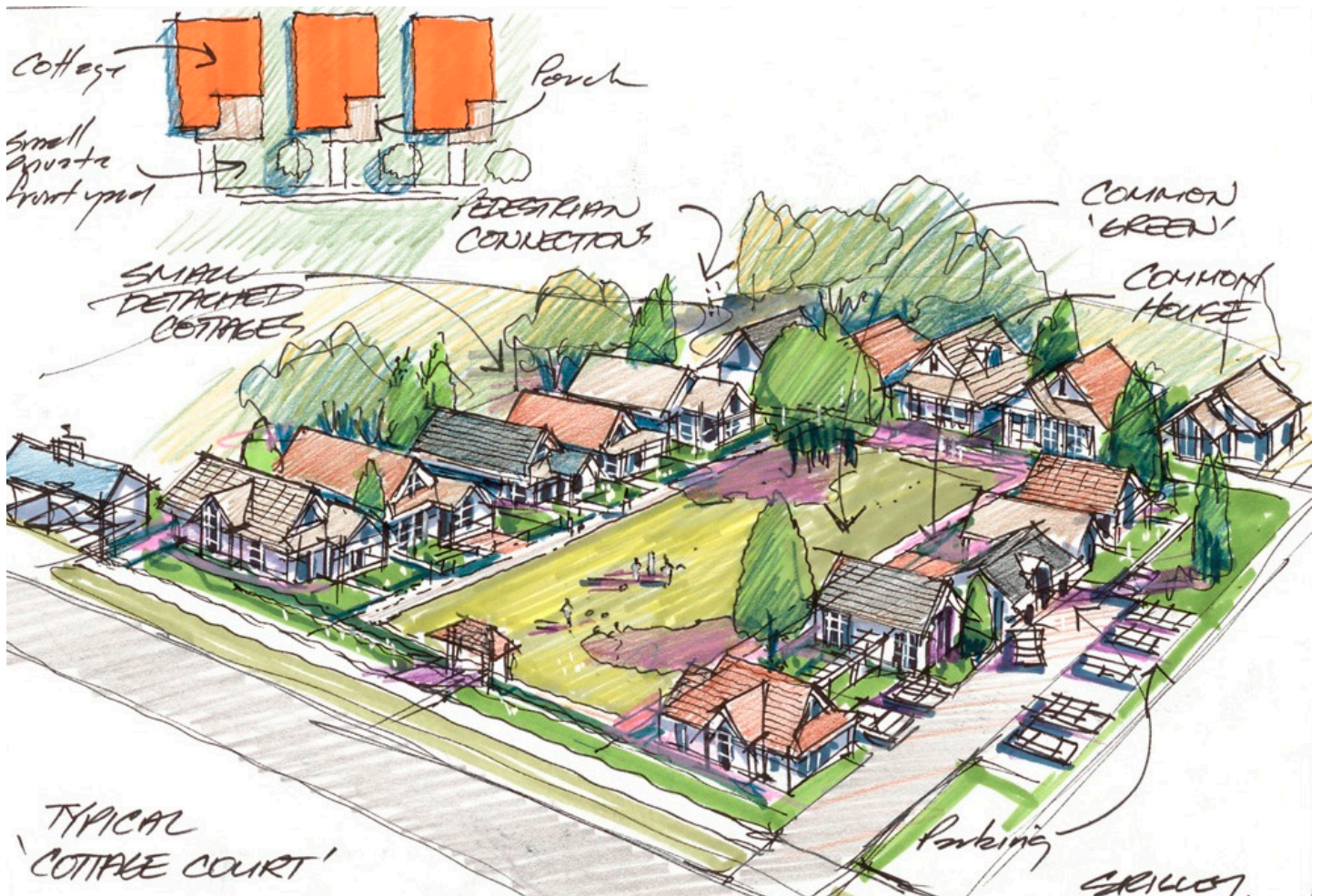


Figure 9.4: Infill Housing Examples

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

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

POLICIES

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



9.3 URBAN DESIGN

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

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

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

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



CADBORO BAY VILLAGE DESIGN PRINCIPLES

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

1. Context Sensitive

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

2. Fitting

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

3. Connected

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

4. Safe

Improvements that promote the creation of safe and comfortable spaces for all members of the community through development that allows eyes on the street and pedestrian spaces that are well integrated with new development.

5. Natural

Developments incorporate natural features and assets with the goal of enhancing, conserving and restoring healthy, diverse ecosystems and ecological assets.

6. Sustainable

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

7. Resilient

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

BUILDING FORM AND CHARACTER

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

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

POLICIES

- 9.3.1 Ensure that the form and character of new development enhances and is compatible with the small-scale seaside Village character, including through height, form, materials and colours.
- 9.3.2 Encourage buildings to be stepped back from the front face above the first and/or second floor to reduce the mass of the building and make it less imposing on the street.
- 9.3.3 Encourage architecture that reflects the west coast seaside vernacular or the traditional Craftsman or Tudor design elements, while supporting a mix of treatments in Cadboro Bay Village to create diversity.
- 9.3.4 Design buildings using architectural features, details and building design elements that are scaled and oriented to support pedestrian activity.
- 9.3.5 Design buildings to have a presence on the street, positively frame and define public open spaces, plazas and/or outdoor patios, and support pedestrian comfort, safety, and vitality.
- 9.3.6 Increase public realm spaces by providing a 2 metre setback on the east side of Cadboro Bay Road to allow for widening of the sidewalk/public space and deter new zero lot-line developments.
- 9.3.7 Design roof forms to be articulated and provide a variable skyline to match the historical character of the village.
- 9.3.8 Incorporate building finishes with a natural palette, with brighter colours limited to use as accent only (e.g., around the entries or eaves for emphasis).
- 9.3.9 Encourage redevelopment to apply sustainable site planning practices including but not limited to: sustainable materials, building re-use/adaptation, energy conservation, water conservation, stormwater management, building orientation, multi-modal mobility, and tree retention.
- 9.3.10 Retain public views and view corridors through building height, form and site design considerations, with particular attention given to southern waterfront views to Cadboro-Gyro Park.





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

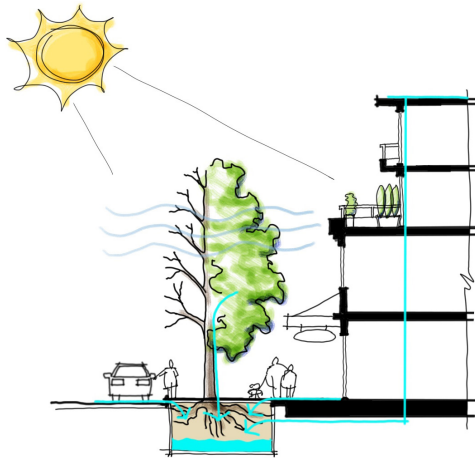


Building form and character in redevelopment considers the adjoining building heights, uses articulated roof forms to fit into the existing character yet adds residential uses and enhances the commercial uses and public realm along the street (concept sketch from Village Design Charrette that illustrates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

Public Realm

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

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



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

POLICIES

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

9.4 STREETSAPES AND CONNECTIONS

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

POLICIES

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



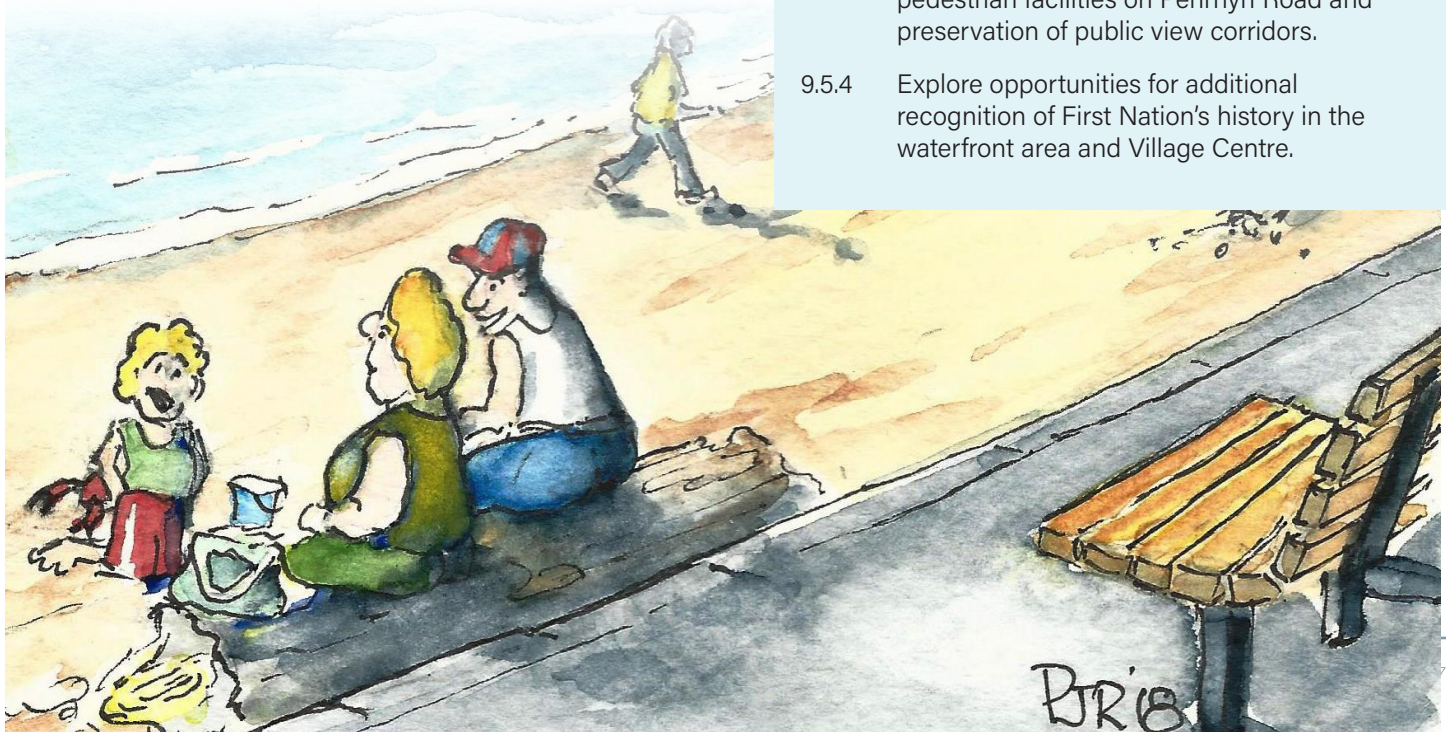
- 9.4.2 Prioritize sidewalk and parking improvements on the west side of Cadboro Bay Road within the Village Centre that includes exploring extension of the sidewalks for patio space.
- 9.4.3 Undertake Streetscape improvements on Cadboro Bay Road, between Sinclair Road and Penryn Road that:
- Prioritize pedestrian circulation and comfort;
 - Retain and expand street tree canopy cover;
 - Enhance existing bus stops to create an attractive transit area; and
 - Incorporate varied pavement treatment to emphasize the pedestrian focus of the area and increase visibility.
- 9.4.4 Consider design modifications to retain the large trees of community significance at the intersection of Sinclair Road and Cadboro Bay Road.
- 9.4.5 Maintain through-block pedestrian walkways and improve pedestrian and cyclist connections to the Village Centre and the more broad Cadboro Bay open space network.
- 9.4.6 Improve pedestrian and cyclist safety by improving crosswalks, sidewalks, and exploring potential crossing and lighting improvements at the following intersections:
- Hobbs Street and Sinclair Road;
 - Hobbs Street and Penrhyn Road;
 - Penrhyn Avenue and Cadboro Bay Road; and
 - Sinclair Road and Cadboro Bay Road.
- 9.4.7 Consider a redesign of Penryhn Road for the segment south of Cadboro Bay Road to create pedestrian priority and enhance the green connection to Cadboro-Gyro Park.
- 9.4.8 Include sidewalks and bike lane facilities on both sides of Sinclair Road in accordance with the design concept and policy noted in Section 6.6.
- 9.4.9 Pursue a public right-of-way for a pathway to connect the Village core with Maynard Park.
- 9.4.10 Undertake a local wayfinding program that directs walkers and cyclists to the Village, Cadboro-Gyro Park, Mystic Vale and Maynard Park.



Figure 9.5: Cadboro Bay Urban Design Concept
(See Figure 6.7 for Right of Way Design Concept)

9.5 PARKS AND PUBLIC SPACES

A key focal point of Cadboro Bay Village is Cadboro-Gyro Park, which provides exceptional recreational opportunities and access to the water. Maynard Park is also a central feature that serves many of the community's local recreational needs. Key areas of focus going forward are to improve the interface with Cadboro-Gyro Park and enhance connections and greenways to parks and community facilities throughout the community. Additionally, the inclusion of a central public gathering space in the Village Centre would further help to cement the role of the Village as the heart of the community.



POLICIES

- 9.5.1 Through the development process look to add plaza spaces in the Village Centre.
- 9.5.2 Support local culture and programming as part of the planning and design of the Village public gathering areas to encourage local outdoor music, theatre and other programmed or informal entertainment.
- 9.5.3 Consider improvements that better integrate Cadboro-Gyro Park as part of the Village including through wayfinding, enhanced pedestrian facilities on Penrhyn Road and preservation of public view corridors.
- 9.5.4 Explore opportunities for additional recognition of First Nation's history in the waterfront area and Village Centre.

9.6 NATURAL ENVIRONMENT AND SUSTAINABILITY

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

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

POLICIES

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

- On the south side of Sinclair Road near the Cadboro Bay Road intersection.

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



Figure 9.6: London Plane Trees on Sinclair Road



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