

Electoral Area H Official Community Plan Review



Working Group Meeting – April 26, 2017 **Development Strategy**

Companion reading to Draft Version 2 - OCP Section 5

Contents

Introduction	1
5.1 Development Guideline Criteria	2
5.2 Resource.....	2
5.3 Rural.....	3
5.4 Rural Residential	4
5.5 Rural Village Centres.....	4
5.6 Tourist Commercial.....	5
5.7 Recreation.....	5
5.8 Deep Bay	6
5.9 Affordable and Accessible Housing.....	6
5.10 Alternative Forms of Rural Development	6
5.11 Temporary Use Permits	7
Appendix – Analysis of property-specific requests for OCP change.....	8





Introduction

Section 5—The Development Strategy includes objectives and policies for each of the land use designations found on Map No. 5, and criteria for applications to make changes to the designation on a particular property.

This document is a companion to OCP Draft v.2.0, Section 5 “The Development Strategy” dated April 12, 2017, for discussion at the Working Group meeting of April 26, 2017.

Community conversation about the Development Strategy has occurred throughout this OCP Review, and specifically at the following meetings:

- April 19, 2016 - Working Group meeting “Growth and Development”
- June 7, 2016 - Working Group meeting “Deep Bay”
- September 17, 2016 - Deep Bay Workshop
- November 1, 2016 - Community Development Forum
- November 15, 2016 – Working Group Meeting
- December 13, 2016 – Working Group Meeting

At the Community Development Forum, property owners were invited to present development proposals for their property that would require a change to the OCP. These changes could then be considered for inclusion in this OCP Review. There were eight development proposals, which will be discussed in the relevant land use designation sections below.

This document goes through the draft Section 5 The Development Strategy sequentially with commentary on changes proposed.

5.1 Development Guideline Criteria

There are a few changes to this section since the November 21, 2015 Draft v.1.0:

- #4 is expanded for clarity of when a hydro-geological study is required and terminology updated.
- #7 is new to reflect integration of the Climate Change and Energy OCP section throughout.
- #9 changes the term “stormwater” management to “rainwater” management to reflect current terminology.

5.2 Resource

There are a few changes to this section since the November 21, 2015 Draft v.1.0:

- Added mention of aquaculture.
- Move objective regarding encouraging farming activities from the Rural designation.
- Added advocacy policy to recognize and protect environmentally sensitive areas and consideration of development proposal that enable protection (policy 4).
- Added policy to create a separate land use designation for land in the ALR (policy 2). This will show on the revised Map No. 5 – Land Use Designations.



The following potential changes may require further discussion:

- **Policy 3:** Possibility of removing Policy 3 that supports “grandfathering” of historic zoning allowing subdivision in the ALR to less than 8 ha, as recommended in consultant report on ALR Preliminary Boundary Analysis. Support for making this change includes:
 - Very few parcels under 5 ha are being farmed (which should point to discouragement of subdivision of lots under 8 ha).
 - History of ALC decisions show that subdivision to lots under 8 ha are not approved except for in special circumstances.
 - When the minimum parcel size set by the local government is smaller than what the ALC considers for approval, it can set up a false expectation of subdivision from property owners.
- **Deep Bay Lot 13:** The OCP Draft v.1.0 included four policy options to implement the request from the property owners that at the time also included Lot 14 and a public trail connection through to Cook Creek and Rosewall Creek Provincial Park. Working Group review of those options indicated support for the OCP to include policy for approximately 400 lots on Lots 13 and 14 with environmentally sensitive lands being protected and significant public land and trail dedication.

Since then it has come to light that the owners of Lot 14 do not wish there to be any change to the OCP designation of their property. Given this change in the proposal now being limited to only Lot 13 and without the potential trail connections are originally proposed, draft v.2.0 does not include a specific policy for Deep Bay Lot 13 as staff wishes to raise several considerations before further versions of the draft OCP are written. See the Appendix for a full analysis of this proposal with a summary of considerations from staff.

5.3 Rural

There are a few changes to the text of this section since the November 21, 2015 Draft v.1.0, and a change to the map:

- Policy 4 no longer requires that the use be accessory to residential.
- An objective to encourage farm activities on productive agricultural lands was moved to the Resource designation.
- Policy 4.b) add mention of suitable scale.
- Policy 4.d) amended to say that the use must be provided a community need not provided elsewhere in the Plan Area instead of the Regional District.
- Lot 14 directly adjacent to and southeast of the intersection of Crosley Rd and Highway 19A will be added to Bowser Village Centre commercial-mixed use designation on the proposed, revised OCP land use designation map, and by amending the Bowser Village Plan text. See the Appendix for a full analysis of this proposal with a summary of considerations from staff.

The following potential changes require further discussion:

- **Horne Lake Road Intersection with Highway 19:** During and prior to this OCP Review there has been discussion and consideration of some form of development at the Horne Lake Road and



Highway 19 intersection. The draft OCP v.1.0 included a policy that would implement the owners' proposal presented at the Community Development Forum, for development of commercial and light industrial services and uses on the property. The comments from staff in the margins of that draft note that the policy should limit the scale of development so as not to open all 32 ha of the property to significant development, and suggests at that time a simple option would be have the policy apply to only one of the 5 segments rather than the whole property. There was a discussion at the Working Group meeting about this and to insert the words "limited" development into the policy.

Further discussion at the meeting included questions about what would be considered light industrial, questions about an OCP amenity policy (which is now included as a new section in the draft OCP), and about management of a visitor centre.

Staff wishes to raise several considerations for discussion before further versions of the OCP are drafted. See the Appendix for a full analysis of this proposal with a summary of considerations from staff.

- **Two Faye Road Lots Near Bowser Elementary:** The owner of Lots 7 and 8 at the end of Faye Road requests that the OCP be amended to allow a residential "conservation development" of 16 lots. The draft OCP v.1.0 included a policy that would implement the owners' proposal presented at the Community Development Forum. Comments from planning staff in the margin of that draft relate to securing affordable housing through legal agreement rather than relying on design, and that it is easier to secure affordable rental housing that affordable home ownership. Since then the owner's has provided information from other local governments about securing affordable home ownership through a covenant (housing agreement) that limits purchase price, and although the RDN does not have experience with this as an organization, staff consider the option to be feasible.

Staff wishes to raise several considerations for discussion before further versions of the OCP are drafted, including an option of relying on proposed "alternative forms of rural development" policies that would apply all Rural lands and would allow 4 dwellings plus 4 suites (potentially detached) on the subject properties. See the Appendix for a full analysis of this proposal with a summary of considerations from staff.

5.4 Rural Residential

There are a few minor changes to this section since the November 21, 2016 Draft v.1.0 that do not affect the intent but are more effective policy language.

5.5 Rural Village Centres

There are a few changes to this section to address feedback on the November 21, 2016 Draft v.1.0:

- New Policy 4 to encourage affordable housing in village centres.
- New Policies 5 and 6 to provide direction for rezoning proposals.



- New policy 7 that refers to a future review of this Plan to consider reducing the area of Qualicum Bay and Dunsmuir Village Centres.
- A new section 5.8 is meant to address the desire to give Deep Bay more attention in the OCP.
- There is also a new section 7 on Implementation that addresses feedback related to the Village Centres.

At this stage there is not more specific description of Dunsmuir and Qualicum Bay and desired future development. This has been requested from the community throughout this OCP Review, and it would also be helpful to have additional guidance for staff for rezoning applications in these two Village Centers. Staff would like to ask if there are some Working Group members ideally who live in these areas who could provide some input to staff on this section.

5.6 Tourist Commercial

There are a few changes to this section since the November 21, 2016 Draft v.1.0:

- The title of this section has been changed to “tourist” commercial from “resort” commercial as a recommendation of staff to reflect the small-scale intent and reflect more current terminology. When this land use designation was originally created there was probably an understanding that “resorts” were small-scale, but today that term generally brings to mind something larger.
- Revised policy 4 to add consideration of scale and make terminology more consistent with other policies of the Plan.
- New policy 5 to indicate that proposals for new or expanded tourist accommodation should consider providing staff housing on site. This is to address the need for affordable housing, and is something that would be considered on a case-by-case basis at the time of rezoning. Other communities in BC with a much greater tourist economy are requiring staff housing, and staff recommends this policy be considered before it is a serious problem in this community.

A review of the proposal from Qualicum Landing for re-designation to residential use is included in the appendix but not recommended for inclusion in the OCP.

5.7 Recreation

The major change being considered for this section since Draft v.1.0 is regarding the Horne Lake Strata’s designation changing from Recreation to another designation that would allow full time residential use (such as Rural or Rural Residential), and what considerations there should be in a rezoning application that would implement this change. This draft v.2.0 presents a different approach than in the v.1.0 draft, supporting a study of the benefits and impacts of re-designation rather than supporting it subject to a list of conditions. It is felt that this approach more realistically acknowledges that there are many implications to be considered that are out of the scope of this OCP Review, and that are important to a decision of whether or not the OCP should support changes to the land use designation.



5.8 Deep Bay

This is a new section introduced in OCP Draft v.1.0. and v.2.0 further flushes out the background, objectives and policies. Policies for Deep Bay Southwest that were initially included in the Rural section are now found here.

The following potential changes require further discussion:

- **Baynes Sound Investments “Deep Bay Southwest”:** From the outset of this OCP Review it was understood that the public engagement process should determine community preference for the desired use and densities on the three lots adjacent to, and southwest of, the developed portion of Deep Bay. Through the OCP Review process so far, there is relatively clear support for desired road access and a series of community amenity contributions through development on the properties, as well as increased potential number of dwelling units on Lot A. The proposal currently in front of the community is 300 residential units on Lot A, and tourist accommodation in the form of a lodge building and up to 20 small cabins and associated support services such as a restaurant and recreation facility.

The draft OCP v.1.0 included draft policies for Deep Bay Southwest that were preliminary and with placeholders for more information needed. Over the past few months staff has been working with the property owners to develop more detailed policies for the OCP. They were not ready in time for distribution prior to the April 26, 2017 Working Group meeting.

In general, staff is recommending a phased approach for the residential units, road access and amenity contributions. The OCP would support up to 300 residential units on Lot A, but the first phase would be through the proposed alternative forms of rural development (AFRD) policies for clustering and transferring potential for residential units from Lot B to Lot A. The rest of the residential units would come from the AFRD policies for transfer of dwelling unit potential to move potential for dwellings from other parts of Electoral Area 'H'. All of this is in an effort to set up an OCP policy that supports the owners' and community's final vision while working within the Regional Growth Strategy policies that do not support increasing the number of dwelling units outside the growth containment boundary (village centres in Area 'H'). See the Appendix for a full analysis of this proposal with a summary of considerations from staff.

5.9 Affordable and Accessible Housing

This section is new to draft OCP v.2.0 and includes objectives and policies to respond to community input and planning advice related to the growing need for affordable housing.

5.10 Alternative Forms of Rural Development

This is a new section introduced in OCP draft v.1.0 which followed an earlier Working Group meeting on alternative forms of rural development including transfer of potential dwelling units and clustering. Draft v.2.0 includes some significant changes based on feedback from the Working Group and further scrutiny by staff.



5.11 Temporary Use Permits

This is a new section introduced in OCP draft v.1.0 with few changes in the next draft v.2.0.



Appendix – Analysis of property-specific requests for OCP change

Deep Bay Lot 13

The owners of Lot 13 fronting Deep Bay propose that the OCP support rezoning to 0.5 acre lots to enable a conservation-designed development with possible uses relating to resort accommodations and eco-tourism activities intended to attract global tourism. They propose a large wetland conservation area and waterfront trail as community amenities. They originally presented their proposal in conjunction with adjacent Lot 14 to the west and included a trail through both properties to Cook Creek and to Rosewall Creek Provincial Park, however the proposal is now only for Lot 13. The lot is currently in the ALR and before additional residential dwellings could be permitted by the RDN it would have to be removed. The owners have applied for exclusion from the ALR, and a decision is expected by approximately the end of April, 2017.

A significant rationale stated by the owners for allowing increased development is that the land is not suitable for farming, and poor farm practices could lead to contamination of the waters of Baynes Sound which would have a detrimental impact on the shellfish industry.

Current Status of the Lands:

Lot size:	54.7 ha (135 acres)
Current development:	Undeveloped, driveway through property to adjacent Lot 14
Zoning and Subdivision District:	AG2A – minimum lot size 20 ha
Principal Dwellings:	Two dwellings permitted per lot
Secondary Suites:	Not permitted
Other:	within Agricultural Land Reserve

Current Development Potential: Although the zoning bylaw has a minimum lot size of 20 ha, the OCP supports subdivision as small as 8 ha. Subject to rezoning and approval of the Agricultural Land Commission, subdivision to 8 ha would result in approximately 5 – 6 lots.

Being in the ALR, if the land was to be actively farmed and classified as farm for tax assessment purposes, up to 10 tourist accommodation units would be permitted. There are numerous other potential agritourism uses given the lot's current inclusion in the ALR depending the nature of potential farm operations.

November 21, 2016 Draft v.1.0

The November 21, 2016 Draft v.1.0 of OCP Section 5 provides four draft options for OCP policy to support the proposal. At that meeting there was support for the OCP to include policy supporting approximately 400 lots on Lots 13 and 14 with environmentally sensitive lands being protected.

Planning staff wish to raise several considerations related to this proposal for discussion before further versions of the draft are written.

Discussion

The following factors should be considered in relation to this proposal:

- a) Community Values Statement – directing growth to Village Centres



- b) Other OCP changes benefitting development at this location
- c) Scale and Nature of Development
- d) Community Amenity Contributions
- e) Impact on shellfish industry

a) Community Values Statement – directing growth to Village Centres

Any increase in the overall number of potential residential dwelling units outside Village Centres should be carefully weighed against how this may detract from growth inside the Village Centres.

b) Other OCP changes benefitting development at this location

Alternative Forms of Rural Development Policy #2 allows for transfer of potential dwelling units, and potential dwellings can be transferred off of properties in the Resource designation to properties designated Rural or Rural Residential. This could be a potential economic opportunity as potential dwellings can have a monetary value under this type of policy.

It should be noted that agritourism and agritourism accommodation are permitted in the ALR, and some of the proposed uses on this property would be allowed in conjunction with active agriculture use.

c) Scale of Development

The OCP change requested for this property has not been clearly defined, but is generally understood to be support for approximately 270 residential lots as well as support for tourist commercial and accommodation uses. The discussion later in this document in relation to the Deep Bay Southwest proposal from BSI and the current rate of new residential construction is relevant to this proposal as well. Should the OCP support both as proposed, it would be supporting close to an additional 600 new residential dwellings outside Village Centres.

d) Community Amenity Contributions

The owners originally proposed significant conservation lands and a waterfront trail connecting through to Cook Creek and Rosewall Creek Provincial Park. Conservation would still be part of the proposal with now only Lot 13 subject to the request for an OCP change, but a trail could not be connected all the way to Cook Creek and Rosewall Creek Provincial Park. On a cursory review of the wider region, this stretch of waterfront is one of the longest, undeveloped stretches on the east coast of Vancouver Island south of Campbell River. It contains highly sensitive estuary, wetland, older forest and riparian ecosystems. Any development should be subject to an assessment and mapping exercise of these sensitive ecosystems, and the development should be located in areas that have the least impact.

e) Impact on Shellfish Industry

If farm operations on this lot follow best practices there is unlikely to be a negative impact on the waters of Baynes Sound. The idea that any farming activity on this lot is too risky given its adjacency to Baynes Sound is one with varying perspectives. Following the same logic it could also be said that any residential development on this lot is too risky, with the potential for contamination from wastewater disposal, runoff from streets and driveways, or some unexpected contamination from residential use such as propane or chemical storage. Whatever future use is on this property it will



be important to ensure any possible measures are in place to reduce the chance of contamination of the waters of Baynes Sound.

Summary:

In consideration of:

- the location of the property outside a Village Centre and not being adjacent to any developed areas,
- the property's current provincial designation as ALR and the uncertainty of whether or not it will be removed, and
- the preliminary and changing nature of the proposal and uncertainty about community amenity contributions,

Staff recommends reserving any change to the use and density of this property to a future OCP Review. If the lot is removed from the ALR, the owners can make application to amend the OCP at any time.



Crosley Rd Realignment

The owner of Lot 14 directly adjacent and south-east of the intersection of Crosley Rd and Highway 19A is pursuing a road realignment and land exchange with the Ministry of Transportation and Infrastructure in order to provide road access to the two Crown lots leased by the RDN and where the Bowser Seniors Housing Society plans to construct a seniors supportive living complex. The new road access would be constructed at the owner's cost, who in exchange, has requested that his Lot 14 be added to the Bowser Village Centre commercial mixed-use designation.

This proposal received strong support from the Working Group and at the Community Development Forum.

Current Status of the Lands:

Lot size:	2.66 ha (6.57 acres)
Current development:	Two residential dwellings
Zoning and Subdivision District:	RU1D
Principal Dwellings:	2 permitted on parcels greater than 2.0 ha
Secondary Suites:	Each dwelling may have a secondary suite, one of which can be detached.

Current Development Potential: This property could have 4 dwelling units: 2 principal dwellings and two suites. It cannot be subdivided.

Discussion

The following factors should be considered in relation to this request:

- a) Bowser Village Centre Plan policies on expansion
- b) Other OCP changes benefitting development at this location
- c) Community amenities and seniors housing

a) Bowser Village Centre Plan policies on expansion

The subject property is adjacent to the current Bowser Village Center boundary and is within a "future use area" identified in the Plan. The Future Use Area is described in section 4.2.7 of the Bowser Village Plan that outlines four criteria for converting these lands to higher intensity uses. It says that:

The conversion of land to higher intensity uses within the 'Future Use Area' designation shall only be permitted when it can clearly be demonstrated that

- *Land within the original Bowser Village Centre Boundary has been fully utilized for the designated land uses.*
- *The land is necessary to accommodate demand for the proposed land uses.*
- *Proposed land uses will complement and enhance existing land uses in Bowser Village Centre and that such conversion shall not contribute to 'leapfrog' or scattered development patterns.*



- *Prior to any conversion of these lands, a comprehensive land use plan will be developed showing how the 'Future Use Area' will connect to and complement the existing Bowser Village Centre.*

While land within the Village Centre is far from being fully utilized, this proposal does meet other requirements of this policy. It accommodate demand for seniors housing and in fact enables access to the property proposed for seniors housing which would otherwise be difficult and/or expensive to acquire, and does not leap-frog development as it is adjacent to Magnolia Court. As for the last bullet, a comprehensive land use plan showing how the area will connect to and complement existing Bowser Village can be a requirement of rezoning.

b) Other OCP changes benefitting development at this location

As described in other parts of this document, other changes in the OCP would potentially allow for subdivision and/or increased potential for residential dwelling units under the Alternative Forms of Rural Development policies, and rezoning for Resort Commercial and service commercial uses are supported.

c) Community amenities and seniors housing

There is a unique and valuable community amenity being proposed by the property owner that will enable the Bowser Seniors Housing Society to advance their plans for a seniors supportive housing complex. The road also creates access toward the site of the wastewater treatment plant for the proposed Bowser Sewer project which has become much closer to reality with the recent funding announcement. The extension of Bowser Village Centre to include this lot is logical, and specific details of the proposed development on Lot 14 would be required prior to rezoning.

Summary:

In consideration of:

- the road access being created and constructed for Bowser Seniors Housing Society's proposed seniors supportive housing complex and that will also benefit the proposed sewage treatment plant, and
- the logical location for addition of land to Bowser Village Centre,

Staff recommends that the requested OCP amendment for this property is made. The OCP amendment to include the lot in the Bowser Village Centre mixed use commercial designation should make rezoning subject to the construction of the new road access to the future Seniors Housing site.



Horne Lake Road Intersection with Highway 19:

During and prior to this OCP Review there has been discussion and consideration of some form of development at the Horne Lake Road and Highway 19 intersection. The owners of the 32-acre property in the Rural designation that includes the four corners of the Horne Lake Road and Highway 19 intersection have asked that the OCP support mixed-use commercial development on their lot. Their vision is that “the development of the Horne Lake Road Intersection will enhance businesses within Bowser/Qualicum Bay, support the travelling public and promote economic diversity...”

This concept has been discussed throughout the OCP Review, and the owners sought input from the public early in the process. Their proposal was formally presented at the Community Development Forum. The concept was generally well received at the Community Development Forum and by the Working Group, conditional on some kind of welcome signage to “Lighthouse Country”, tourist information, and public washrooms be provided as an amenity contribution.

Input from others, including local business owners, has expressed concern that any commercial development at this location would take away from growth of Bowser, an identified community goal.

Many people have said they would like a gas station at that location because there is a lack of conveniently-located gas stations in the area, and the gas station in Bowser is not adequate either due to its hours, prices, scale or location. It is also felt that a gas station with public toilets would alleviate the problem of people using the bush as a toilet in that area.

Others have said this would be an ideal location for storage such as for boats of Horne Lake cabin owners, either instead of, or in addition to the other uses discussed.

Current Status of the Lands:

Lot size:	12.8 ha (32 acres)
Current development:	Undeveloped
Zoning and Subdivision District:	RU6D – minimum lot size of 2.0 ha.
Principal Dwellings:	One dwelling permitted per lot
Secondary Suites:	A dwelling may have a secondary suite which can be detached (as each lot would meet the 0.8 ha min area for a secondary suite to be detached.)

Other: A zoning amendment was adopted in December, 2016 for this property, as a result of application by the property owner to change the zone and subdivision district to allow subdivision into 5 lots. As a condition of the zoning amendment, a covenant was registered on the property which, among other things, requires the following amenity contribution before subdivision:

“Provision of either land for a rest area, or \$5,000 toward parks improvements to be provided as a community amenity contribution prior to subdivision approval.”

November 21, 2016 Draft v.1.0

The November 21, 2016 draft v.1.0 of Section 5 included a draft policy that would implement the proposal for development of commercial and light industrial services and uses on the property. The draft notes in the margins that limiting the scale of development is difficult, and suggests it would provide more certainty to the community to choose one of the 5 segments (proposed for subdivision) rather than have the policies apply to the whole property.



The discussion at the meeting included discussion about what would be considered light industrial, questions about an OCP amenity policy (which is now included as a new section in the draft OCP), and about management of a visitor centre.

Discussion:

The following factors should be considered in relation to this request:

- a) Community Values Statement – directing growth to Village Centres
- b) Other OCP changes benefitting development at this location
- c) Vancouver Island Highways Agreement
- d) Amenity contributions

a) Community Values Statement – directing growth to Village Centres

Any increase in the overall number of potential residential dwelling units outside Village Centres should be carefully weighed against how this may detract from growth inside the Village Centres. Directing growth to Village Centres is a key part of the development strategy in this OCP, significant community effort went into creating a Village Plan for Bowser only 6 years ago, and achieving the growth and densities in Bowser is closer to reality with the recent provincial/federal sewer funding.

Adding a broad policy supporting mixed-use commercial development at the Horne Lake Road intersection would effectively be creating a new node and may be working at cross-purposes with desired development of Village Centres.

b) Other OCP changes benefitting development at this location

Other amendments proposed in this OCP will provide new opportunities for development of the nature proposed on this property, such as:

- Proposed Rural Policy 4 would support service commercial use
- Proposal Rural Policy 5 would support tourist commercial use

New Rural Policies 4 and 5 support many of the ideas the owners and community members have suggested for development on their properties without the need to recognize the intersection specifically as a development node.

A gas station is something that has been specifically mentioned and is supported by some, but that would not fit within service commercial or tourist commercial use. Bowser Village Centre currently has a gas station, and the OCP supports new gas stations the other village centres. It will be important to hear from the community on the option for this property of relying on proposed Rural Policies 4 and 5 that support a diversity of commercial and light industrial development as proposed, but not specifically a gas station.

c) Vancouver Island Highways Agreement

An agreement between the Province of BC (Ministry of Transportation) and the RDN regarding “access and land use management along the Vancouver Island Highway corridor” needs to be considered with this request. The vision for the highway corridor in this agreement is that it “...presents a welcoming and attractive gateway to corridor travelers and is maintained



predominantly in a natural, green, “parklike” state”. If support for a broadly-defined development node at the Horne Lake intersection were to proceed as proposed, some parts of the agreement would have to be considered, addressed and potentially amended. For example, Objective 4.2.2 states:

Direct commercial, industrial and residential development in or in the vicinity of the Highway Corridor towards development nodes recognized in the Regional Growth Management Plan and Official Community Plans.

The Agreement is meant to be reviewed over time, and ties review schedule with the Regional Growth Strategy review, indicating that it is a document that can change if growth management objectives in the region change.

d) Amenity Contributions

The concept of acquiring a rest-stop as a community amenity contribution through rezoning was contemplated during the zoning amendment just approved, and a condition of the rezoning approval was a covenant on the property that requires (among other things) donation of land for a rest area or cash in lieu, before subdivision can be approved.

Other possible amenities were discussed for this location during the OCP review including “Gateway to Lighthouse Country” signage, and tourist information potentially in conjunction with a rest stop. These amenities are included in a new policy in the draft OCP to guide community amenity contributions, which means that if any additional proposals to amend the zoning on this lot are made, contribution of these amenities will be considered.

“Gateway to Lighthouse Country” signage similar to the gateway signage for Parksville, Nanaimo, or the more recent Nanoose signage could be constructed in the highway right-of-way without an associated development application, and has been also been specifically identified in the draft OCP.

Summary

Some form of development at this high-traffic intersection with convenient access off Highway 19 appears to have community support, but the details of the scale and nature of the development that the OCP should support at this time are unclear. While OCP policies are typically fairly general and details of a proposal can be left to the rezoning stage where there is further public consultation, the extent of what an OCP policy would support at rezoning should be clear and should be generally supported.

As drafted in the November 21, 2016 v.1.0 draft, designating the lands around this intersection as an area for multi-use, commercial/light industrial is effectively creating a new “node” that would be subject to amendment of the Regional Growth Strategy. The OCP policy can say that the permitted uses should be limited to those not expected to detract from the current and future growth and development of existing village centres, but this is a difficult thing to measure at the time of rezoning.

In consideration of:

- the suitability of this lot to take advantage of the proposed Rural policies that support rezoning for service commercial or tourist commercial uses;
- desire for development to not detract from the growth of Bowser and other Village Centres;
- rest stop amenity contribution already required before subdivision of the property;



- ability for gateway signage to be installed without development; and
- ability for additional amenities to be obtained through future rezoning pursuant to the new Rural policies;

Staff recommends consideration and discussion of the option of relying on proposed Rural policies that provide the opportunity for most of the development desired at this location, while pursuing signage and “rest stop” amenities through rezoning and advocacy with the Ministry of Transportation and Infrastructure. This would allow for limited developed at this location focused on uses that would not be expected to detract from viability and growth of the Village Centres, and could be accommodated without being in conflict with the Vancouver Island Highways Agreement provided there is sufficient screening from the highway. It should be noted that the specific use of a gas station would not fall under either the tourist commercial or light industrial permitted uses in these Rural policies, but other uses discussed as potentially suitable in that area would be permitted, depending on the scale.

If the above approach is supported, a policy specific to this location is not technically needed, and proposed Rural Policies 4 and 5 should be reviewed with this location in mind to ensure they are adequate. If there is a desire to highlight the characteristics of and community discussion around this intersection in the OCP, this can be considered, and the wording in the November 21, 2016 draft could be used as a starting point.



Two Faye Road Lots near Bowser Elementary

The owner of Lots 7 and 8 at the end of Faye Road has asked that the OCP be amended to allow a residential “conservation development” of 16 lots. The owner proposes a subdivision design that protects a wetland on the property, has other elements to protect the environment and groundwater, and would contribute cash to the RDN for construction of a trail and pedestrian rail crossing to connect Faye Road (and Bowser Elementary) with the Ocean Trail / Jamieson road areas.

This proposal was presented at the Deep Bay Workshop and Community Development Forum and discussed by the Working Group and was met with support. Community members found that the location next to the school was a logical place for more residential density, and that the construction of the trail would be a significant community asset allowing school children living in areas it would connect to, to walk or bike to school on quiet roads and trails. It was also felt that this community wanted to encourage the initiatives of local residents such as the owner of these lots. The November 21, 2016 draft v.1.0 of Section 5 included what a policy could look like that would implement what the property owner has requested.

Current Status of the Lands:

Lot size:	Lot 6: 2.05 ha (5.06 ac), Lot 7: 2.03 ha (5.02 ac), <i>total = approx. 4.0 ha (10.0 acres)</i>
Current development:	Undeveloped
Zoning and Subdivision District:	RU1D – minimum lot size of 2.0 ha
Principal Dwellings:	Two dwellings permitted per lot
Secondary Suites:	Each dwelling may have a secondary suite, one of which can be detached

Current Development Potential: In total, each of these properties could have 4 dwelling units for a total of 8 dwellings on the two lots, as follows:

- 4 principal dwelling units of any square footage
- 2 dwellings limited in square footage as secondary suites but detached
- 2 secondary suites limited in square footage and within a principal dwelling unit.

As subdivision is not currently permitted, there would be only one legal title for each lot, but with 4 dwellings units/suites.

Discussion

The following factors should be considered in relation to this request:

- a) Community Values Statement – directing growth to Village Centres
- b) Other OCP changes benefitting development at this location
- c) Affordable housing
- d) Construction of trail



a) Community Values Statement – directing growth to Village Centres

Part of this OCP Review has been about creating new opportunities for alternative forms of rural development outside Village Centres without increasing the overall number of potential dwelling units, while focusing increased density within Village Centres. There are a few new opportunities for properties in the Rural designation that are proposed in the Draft OCP that should be compared with the proposal for an OCP amendment specific to these lots.

Any increase in the overall number of potential residential dwelling units outside Village Centres should be carefully weighed against how this may detract from growth inside the Village Centres. Directing growth to Village Centres is a key part of the development strategy in this OCP, significant community effort went into creating a Village Plan for Bowser only 6 years ago, and achieving the growth and densities in Bowser is closer to reality with the recent provincial/federal sewer funding.

The location of this proposal is outside a Village Centre, but adjacent to Bowser Elementary school. This location could benefit from affordable housing, which may be attractive for families with young children.

b) Other OCP changes benefitting development on these lots

Draft Alternative Forms of Rural development, Policy 1 would allow for additional subdivision. It would allow for subdivision into 4 lots, each lot being allowed one principal dwelling and one secondary suite. The minimum lot size in the zoning bylaw for a detached suite is 0.8 ha, so it is likely the subdivision could be designed so all or at least two of the lots could have a detached suite and not be required to contain the suite within the principal dwelling unit. This proposed policy also requires that an area of significance is protected in perpetuity, and in the case of this lot, the wetland near the E&N Railway corridor and/or a widening of the road right-of-way for a trail are likely candidates to meet this requirement.

4 lots with 4 principal dwellings and 4 detached suites = 8 dwellings

Draft Alternative Forms of Development Policy 2 would allow for additional residential dwelling units to be transferred onto these lots if they are removed from lots elsewhere in the electoral area. Or, all four of the residential lots that can be created could be clustered on one of the two lots, with the remaining lot being dedicated as park. This may reduce the cost of infrastructure such as driveways, and shared septic system, while reducing the value of each lot very little if at all. The lots will have the benefit of being next to a park which is shown to increase property values. Depending on site constraints, each lot could be on average, 0.5 ha (1.25 acres) and each could still have a secondary suite.

All 4 lots and 8 dwellings could be clustered together on one of the two current lots to reduce the cost of infrastructure

or

More than 4 lots could be created from potential dwelling units transferred from other lots

c) Affordable housing

The community's support for the 16-lot proposal at this location was premised in part on the development providing affordable housing. The original proposal of the owner is to make the housing affordable through design of the site and the dwelling units. However, staff notes that



relying on design alone to ensure affordability provides no formal assurance to the community that the homes will be sold at an affordable price and risks not meeting the expectations of the community. A rezoning to permit this increase in potential number of dwelling units could be conditional on registration of a housing agreement (registered as a covenant on the property title) which would set a purchase price and conditions for increase on the purchase price over time through resale. Preliminary research by the property owner shows that such a model has been used in the City of Langford and Municipality of Whistler for affordable home ownership. In a model like this, we would want to look at a percentage of the housing being subject to an affordable purchase price, (such as 25%) and the remainder being market housing with no restrictions on sale.

Currently, the RDN is limited in its ability to manage a variety of forms of affordable housing as there is no housing function to manage housing agreements that ensure housing remains affordable over time. This is however, an area that the RDN has indicated interest in entering into through Regional Growth Strategy and other OCP policies. Although housing agreements require management, they are also an effective tool to ensure a range of affordable housing including affordable home ownership and rental.

To address affordable housing in the electoral areas, in 2014 the RDN amending the zoning bylaw to allow secondary suites in many of the rural and rural residential zones. Secondary suites are considered a form of affordable housing that does not require a housing function to manage. They are generally relatively affordable due to smaller size and requirement that they are rental housing (not able to be owned separately from the principal dwelling).

d) Construction of trail

The construction of a trail along unopened Jackrabbit Road connecting the end of Faye Road to the Jamieson Ocean Trail Trail, is identified in the Community Parks and Trails Plan and the Area H Active Transportation Plan. Unopened Jackrabbit Road is a half-width right-of-way, which poses challenges for trail construction as they often need room to meander, so Parks would likely be looking to widen the right-of-way to enable trail construction.

If a site-specific policy is created for these lots, the trail amenity can be ensured through the OCP. However it is important to note that this is not the only way in which this trail can be achieved. If the properties were developed through alternative forms of rural development policies, the widening of this right-of-way and protection of the wetland area could be required. While a cash contribution to the trail and rail crossing could assist in advancing the trail construction, this can also be paid for through RDN Parks and Trails budget, and being identified in multiple plans, will be on a list of budget priorities.

Summary:

The benefits of this proposal must be weighed against the incremental impact of encouraging additional development outside Village Centres beyond what is already supported in the OCP. This could affect the market for housing inside Village Centres, and limit the ability for them to develop into the communities the OCP envisions.

If a site-specific OCP amendment is supported for these properties to allow a 16-lot subdivision, it is recommended that there is a requirement for 25% affordable housing secured through housing agreement at the time of rezoning, and amenities of a cash contribution for trail and rail crossing construction.



Staff recommends consideration and discussion of the option of relying on proposed Alternative Forms of Rural Development policies that provide the opportunity for increased residential development desired at this location without a site-specific OCP and RGS amendment for this property. Under this scenario there are there are still opportunities for affordable housing, and trail development as follows:

- The proposed alternative forms of rural development policies would support 8 dwellings on 4 lots with dedication of the Jackrabbit Road trail and conservation of the wetland. This is a doubling of the number of lots currently permitted. This model would allow secondary suites (as the zoning does currently), and suites are a form of affordable housing not requiring administration by the RDN or registration of a covenant.
- Additional dwellings could be permitted if potential dwelling units were transferred on to the property from another area.



Qualicum Landing

The Qualicum Landing Strata Council request that full time residential occupancy be permitted on the lot and that the maximum of 180-days be removed.

Qualicum Landing consists of 62 detached residences, a clubhouse, an outdoor pool which is open for 3 months of the summer and a single tennis court. The houses in the Development were built over a 4 or 5-year period beginning in 2009. The community has its wastewater treatment system and is served by the Qualicum Bay – Horne Lake Waterworks District.

As described by the Strata Council, approximately half of the owners rent their units to vacationers, one quarter occupy their units for short periods and they remain otherwise unoccupied through most of the year, and one quarter are full time residents. The net effect of this is that during peak season half or more of the units are occupied and off season three quarters of the units are unoccupied. It was also noted in their presentation that many Qualicum Landing owners were not aware of the 180 day limit on residency when they purchased their unit.

This request was met with little support at the Community Development Forum. Comments from the audience indicated that if owners did not do their due diligence when purchasing the property that was not something that should be corrected through a change to the OCP. Others noted that changing the OCP and zoning to allow full-time residential use now amounts to a work-around, in that if the development had been created under residential zoning from the start, fewer units would have been permitted, and there would have been requirement for community amenities such as park dedication and public beach access.

Current Status of the Lands:

Lot size:	Parent property 6.3 ha approx. (15.6 acres) but subdivided into 62 strata lots
Current development:	Strata subdivision of 62 detached resort condominium units, a clubhouse, and an outdoor pool
Zoning and Subdivision District:	CM5M– minimum lot size 0.2 ha (0.5 acres)
Principal Dwellings:	Residential use not permitted
Secondary Suites:	Not permitted

Other: Permitted uses in this zone related to overnight accommodation are hotel, resort condominium unit, and RV park. Other permitted uses include pub, restaurant, tourist store, and others.

Current Development Potential: The property is currently developed to its potential for overnight accommodation units.

Discussion

The following factors should be considered in relation to this request:

- a) Tourist Commercial Land Use Designation and 180 day occupancy limit
- b) Opportunities for combination of residential and commercial use



a) Tourist Commercial Land Use Designation and 180 day occupancy limit

The OCP designation for this strata development is Tourist Commercial which is intended to apply to lands outside Village Centres that cater to the travelling public. A policy in this land use designation is that “The Regional District shall not support strata conversion of resort commercial uses to residential uses where it would reduce opportunities for tourism”. When Qualicum Landing was redeveloped from the former Costa Lotta trailer park, the RDN required that a covenant was registered on the property titles with a limitation on occupancy of 180 days per year. The zone does not allow for residential use, but any overnight accommodation is intended to be for seasonal or shorter-term use by the travelling public.

In order to accommodate the request from Qualicum Landing the OCP designation would have to change, the zoning would have to change, and the covenant with the 180-day limitation on overnight stays would have to be discharged.

b) Opportunities for combination of residential and commercial use

While Qualicum Landing requested simply that the 180-day limit on overnight stays is removed, in their presentation they indicated they had put some thought into potential for some kind of combination of use whereby a percentage of units would be allowed full time occupancy and a percentage would have to be available for short-term rental. They indicated that they found that having some owners living there year-round was valuable for maintenance and oversight of the development which is beneficial to the short-term rental component. These concepts have potential from a land use planning perspective, and the Strata Council may wish to further develop these concepts in discussion with the Regional District.

Recommendation:

In consideration of:

- the lack of support from community members and
- the stated need for more tourist accommodation units in the area,

a site-specific OCP amendment for this property is not recommended.



Horne Lake Strata

The Horne Lake Strata requests a change to the OCP to acknowledge the Horne Lake community as a node in Area 'H' and to support an application to amend the current zoning to permit full time occupancy. The Horne Lake Community consists of 400 bare land strata lakefront lots on approximately 280 acres and 3200 acres of private managed forest lands. Of the 400 strata lots, 374 have been sold and are occupied with cottages or RVs and the balance of the strata lots will be sold over time. The strata development is not serviced by BC Hydro or within a fire protection area, water is provided by water license for individual intakes from Horne Lake, and wastewater disposal is via pump-and-haul.

There is a long history of a cottage community at Horne Lake dating back to the 1920's. In 2001 a rezoning and subdivision were completed to formalize tenure and regulation for these cabin properties. For more information about this history of these policies and regulations, the RDN prepared a backgrounder document which can be accessed [on the website](#). As a condition of the rezoning, the owners purchased approximately 280 acres at the west end of Horne Lake and donated it to the RDN for the Horne Lake Regional Park and campground.

This proposal was met with support at the Community Development Forum. While there are similarities to the request from Qualicum Landing which did not receive support, it was noted that the OCP designation is different, and although the Horne Lake community is subject to a similar restriction on seasonal occupancy, it was never intended to provide short-term rental accommodation to the travelling public, so converting to full-time residential use would not take away from that tourist commercial rental stock. Questions about current method of wastewater disposal being adequate or desirable for full-time occupancy were raised.

Current Status of the Lands:

Lot size:	Cabins on approximately 280 acres and 3200 acres of private managed forest lands
Current development:	400 bare land strata lakefront lots, 374 of which are sold and occupied by a cottage or RV.
Zoning and Subdivision District:	CD9 (Horne Lake Comprehensive Development Zone 9)
Principal Dwellings:	maximum of 1 recreational residence per strata lot (up to 400)
Secondary Suites:	Not permitted

Other: The CD9 zone regulates the size of dwellings and decks, number of accessory buildings, and length of occupancy in addition to the usual regulations on setbacks, height and flood construction levels.

Current Development Potential: The property is currently subdivided to its maximum potential.

Discussion

The following factors should be considered in relation to this request:

- a) Community Values Statement – directing growth to Village Centres
- b) Servicing



a) Community Values Statement – directing growth to Village Centres

While this proposal does not request an increase in the number of homes/cabins, the change to allowing the existing recreational cabins and lots to become full-time residences could have an impact on growth management in the region. The Regional District's growth management policies aim to encourage growth into Village Centres where services such as transit, retail, and community facilities already exist or are more economically feasible to create. By adding 400 homes to an existing housing stock of under 2,500, there could be a negative impact on the ability to attract residential growth to the Village Centres. On the other hand, being an off-grid community accessed by gravel roads, it is possible that it would attract a different type of owner that would not otherwise choose to locate in a Village Centre in the region.

b) Servicing

There are a number of practical considerations for changing the use from recreational where owners can only occupy the cabins for part of the year to full-time residential. These considerations relate to environmental protection, as the strata lots are in a significant riparian area that is part of watershed that includes the Big Qualicum River and supports salmon populations, and are related to public health and safety.

If the OCP is to support rezoning to full-time occupancy, it should be subject to:

- Demonstration that suitable measures will be implemented to mitigate anticipated impacts to the natural environment due to the intensification of residential use, and that these measures are to the satisfaction of the Ministry of Environment, Fisheries and Oceans Canada, and the Regional District of Nanaimo.
- Demonstration that potable water can be provided to the lots on a year-round residential basis to the satisfaction of Island Health.
- Demonstration that the system of wastewater disposal proposed is supported by Island Health and that it is both safe for human health and does not negatively impact the riparian ecosystem and water quality of Horne Lake.
- Expansion of the Bow-Horn Bay fire service area to include the properties.

Summary:

In consideration of the unique nature of this community and the level of interest from the owners to be allowed full-time occupancy, further investigation into this question is warranted. However due to the number of practical considerations and the potential impact on growth management in the RDN, further study is required which is out of scope of this OCP Review.

Staff recommends an OCP policy support further study and outline what should be included in such a study to reflect the conversation during this OCP Review.



Baynes Sound Investments “Deep Bay Southwest”

When ready, the Draft OCP will include a comprehensive set of policies for Deep Bay Southwest that aim to support a phased development of Lot A with access, servicing and community amenities consistent with public input during this process.

Staff would like to facilitate further discussion with the Working Group regarding this proposed phased approach and phasing of the access road and amenities, as well as the way in which the 300 units desired by the owners and generally supported by the community, are achieved. In simple terms, the approximately 285 units above what is supported in the current OCP could be:

- a) added to the overall number of potential residential units supported by the current OCP; or
- b) transferred from other potential development lands so that the development does not increase the overall number of potential dwelling units outside Village Centres.

Option b above is a new approach that the Working Group has not yet had an opportunity to discuss.

As a refresher, the owners of three lots adjacent to, and southwest of, the developed portion of Deep Bay request that the following be supported in the OCP on Lot A:

- 300 residential dwelling units; and
- tourist accommodation in the form of a lodge building and up to 20 small cabins and associated support services such as a restaurant and recreation facility.

They propose to provide road access via a new road with separated walking trail directly to Highway 19A and construct a wastewater treatment facility that has the possibility of servicing lands outside the development. As well, they propose the the following community amenities that would be a requirement of future rezoning to allow for this increased number of residential dwelling units and commercial use:

- a boat trailer parking area as near to Deep Bay Harbour as possible
- public trail and park system that is connected to the rest of the Deep Bay trail system
- at least one public view park
- a small scale, community accessible recreational building as part of the potential lodge development.

The owners plan to consider development of Lot B in the future, but Lot B is not part of their request at this time.

Some level of development on Lots A and B has been proposed by the owners since the beginning of this OCP Review project, and was subject of a 2011 zoning amendment / OCP amendment / Regional Growth Strategy amendment application. Their proposal was formally presented at the Deep Bay Workshop and the Community Development Forum and has been discussed by the Working Group.

The owners propose that the 300 units are on approximately 21 ha, with the rest of the lot for roads, park, trail, and sensitive ecosystems. This will result in a compact residential development with different housing forms; there would be a combination of single family lots, townhouses and courtyard clusters. Single family lots would be approximately 4,000 – 5,000 square feet, or approximately 80 x 50 ft to 100 x 50 ft. The owners estimate an absorption rate of 40 units per year (meaning that 40 units would sell per year).



Current Status of the Lands:

Lot size:	38.85 ha (96 acres) on Lot A
Current development:	Undeveloped
Zoning and Subdivision District:	RU1D – minimum lot size of 2.0 ha
Principal Dwellings:	Two dwellings permitted per lot
Secondary Suites:	Each dwelling may have a secondary suite, one of which can be detached

Current Development Potential:

Estimated OCP and Zoning Subdivision Potential for Deep Bay South West Lot A

	Lot size (ha)	Min lot size OCP (ha)	Gross Lots OCP	Net* Lots OCP	Min lot size zoning (ha)	Gross Lots Zoning	Net* Lots Zoning	Max lots without OCP amendment
Lot A	38.85	4.0	9	7	2.0	19	15	15

* This estimate deducts 20% of land that may be required for roads, parks, environmentally sensitive areas, septic fields etc. The actual number of lots possible is generally 80% of gross

Under current zoning there is the net potential for approximately 15 lots. For each of the estimated 15 potential lots if each lot is greater than 2 ha, two dwelling units are permitted and up to two secondary suites are also permitted, one of which can be detached. This means that the total number of potential dwelling units is estimated at 60:

15 lots greater than 2 ha:

30 principal dwellings + 30 suites = 60 dwelling units/suites

This current development potential is what could occur without any change to the OCP or application to rezone, but would not allow for clustering so the lots would be spread over most of the property, and the subdivision would not trigger a requirement of an amenity contribution.

Discussion

The following factors should be considered in relation to this request:

- a) Community Values Statement – directing growth to Village Centres
- b) Other OCP changes benefitting development at this location
- c) Scale of Development
- d) Access and Servicing
- e) Community Amenity Contributions

a) Community Values Statement – directing growth to Village Centres

Part of this OCP Review has been about creating new opportunities for alternative forms of rural development outside Village Centres without increasing the overall potential number of dwelling units, while focusing increased density within Village Centres. There are a few new opportunities for properties in the Rural designation proposed in the Draft OCP that should be compared with the proposal to increase the potential number of dwelling units for this specific lot.



Any increase in the overall number of potential residential dwelling units outside Village Centres has to be carefully weighed against how this may detract from growth inside the Village Centres. An earlier OCP and RGS amendment application to create a village centre in Deep Bay and allow residential development similar to what is proposed now but with the addition of a trailer park on Lot B, was turned down by the RDN Board in 2013. The discussion during this OCP Review has been about what type and scale of development the OCP should permit on this property, but without designating a new Village Centre.

b) Other OCP changes benefitting development on these lots

Under the proposed policies for Alternative Forms of Rural Development (AFRD), a possibility for consideration is that the desired 300 residential units could be achieved through a combination of Policies 1 and 2 for clustering and transferring potential dwelling units. This would be consistent with the Regional Growth Strategy as it would not increase the overall, theoretical number of potential dwelling units outside the Growth Containment Boundary in Electoral Area 'H'.

These policies could be used for a phased approach to development, further details of which will be provided when the draft OCP section is ready.

As *Draft Rural Policy 5* supports rezoning of Rural Lands to Tourist Commercial use, the lodge building and tourist accommodation can also be part of any phase. While not specifically proposed by the owners, they can also consider student/researcher accommodation for the adjacent VIU Marine Station through this policy.

Draft Rural Policy 4 supports rezoning for service commercial uses. Although not currently proposed by BSI, there has been some discussion during the OCP Review process so far about the potential for grouping aquaculture-related uses close to the Vancouver Island University Marine Station, where there could be mutual benefits to the industry and the Marine Station.

c) Scale of Development

A phased approach would allow the owners to test the market and the community to see what the development looks like, and how much demand there is, before future phases are approved.

Adding the potential for 300 new residential units to the rural area of Electoral Area 'H' would be a significant local and regional change to the future pattern of development and focus of growth in the region over many years to come.

BSI projects that 40 new units in their development would sell per year. Between 2012-2016, an average of 14 new lots were created by subdivision per year in Area 'H'. Over a similar 5-year period (2011 - 2015), an average of 22 building permits were issued per year for new dwellings. For 40 new units to be built annually only on the BSI lands, that would more than double the Area 'H' absorption rate (assuming new dwellings continued to be built outside of the BSI lands at the same time). Three hundred new units would absorb all the growth in Area 'H' for over 13 years, if the rate of development stays the same. The market projections from BSI are premised on an optimism that demand will increase due to a combination of a growing attractiveness of the area overall, and an attractive new form of neighbourhood.

Availability of land does not appear to be limiting the number of new dwellings built in Area H: there are close to 300 vacant lots right now, and zoning currently supports over 750 new lots to be created by subdivision in Area 'H' outside village centres. Inside village centres, there is no upper



limit set by bylaw to the number of new lots or dwellings in Dunsmuir and Qualicum Bay as growth is encouraged in these identified centres, and the Bowser Village Centre Plan sets target densities that combined would result in 893 units. The Bowser sewer funding announcement takes development in Bowser one step closer to reality. With these numbers in mind, consideration should be given to approval of 300 new units while also expecting and encouraging more residential growth inside village centres both in Area H and in other parts of the region.

d) Access and Services

The OCP Draft will include policies on access and services. While a second access to Highway 19A was consistently mentioned as a priority for the community, if a phased approach to approval of up to 300 residential dwellings is used, road access should be considered for phasing also. Construction of a second road access is estimated by BSI to be \$2 million - \$2.5 million plus a railway crossing at a cost of \$750,000 - \$900,000. The draft policies include thresholds for road access construction.

e) Community Amenity Contributions

The OCP Draft v.2 includes policies on desired community amenities. If a phased approach is taken, amenities should be required at an appropriate scale to the development proposed at that phase. The approach proposed in the draft OCP is to list all desired amenities but leave the decision on what will be provided with different phases, to the rezoning stage when an actual proposal for that phase has been made.

Housing diversity and affordability

Desire for a variety of housing types in the Deep Bay area has been consistently mentioned by many community members. The thought is that smaller lots and multi-family development is a good way for people to age in their community and could be attractive for young people to move into or stay in the area. There has not been any discussion to date on securing affordable rental housing through this development. For a new residential development of the scale proposed, it is recommended that affordable housing be included as an amenity.

Summary:

When available, the draft OCP section for Deep Bay Southwest will propose policies for a phased approach using Alternative Forms of Rural Development policies to enable the proposed development without increasing the overall number of potential residential units outside Village Centres, in the Plan Area.