

# EASTER SEALS SHAWNIGAN LAKE CAMP REDEVELOPMENT

Cover Report for Rezoning Application

January 2024



## PREPARED FOR:

Easter Seals

3981 Oak Street

Vancouver, BC V6H 4H5

## PREPARED BY:

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# Introduction



This document provides information to support a rezoning and OCP amendment application for the Easter Seals lands. It includes the application information, concept design, development plan for parcels, along with policy analysis in support of the application.

## Owner information

Easter Seals

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Vancouver, BC V6H 4H5

604-873-1865

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## Agent information

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# Property Description

The site includes 8 parcels of land. There are only a few addresses associated with the collection of parcels, as they have been associated with the Easter Seals camp for a long time.

<b>Address</b>	<b>Legal</b>	<b>PID</b>	<b>Size</b>	<b>Current status</b>	
1. 2180 Shawnigan Lake Rd – Shawnigan Lake, BC, V0R 2W5	Lot 8 Plan VIP8250 Land District 29	005-500- 958	4.92 Acres	Zoning Designation: Parks and Institutional  OCP: Institutional	
2. 2162 Shawnigan lake Rd	Lot 7 Plan VIP8250 Land District 29 AMD (DD 278066I) OF SHAWNIGAN SUBURBAN LOTS	005-500- 818	0.9 Acres	Zoning Designation: Residential  OCP: Small lot rural	
3. NA	District Lot 168 Malahat land district, being an island in Shawnigan Lake.	009-363- 947	0.6 Acres	Zoning Designation: W2 – Water Recreation  OCP: WC – Water Use	
4. NA	Stowood, Shawnigan Lake District Lot 4 Land District 29	009-357- 637	3.04 Acres	Zoning Designation: R- 2 – Suburban Residential OCP: Small lot rural	

5. NA	Lot 3, Block 6, Plan VIP218A, Malahat Land District, AMD (DD 2076921); Shawnigan suburban lots.	009-245- 596	5.837 Acres	Zoning Designation: Parks and Institution  OCP: Institutional	
6. NA	Lot 2, Block 6, Plan VIP218A, Malahat Land District, Except Plan VIP8250, AMD (DD 2076921); Shawnigan suburban lots.	009-245- 529		Zoning Designation: Suburban Residential  OCP: Small lot rural	
7. NA	<b>Lot: 6 Plan: 218A</b>	009-245- 880		Zoning Designation: Parks and Institution  OCP: Institutional	
8. NA	<b>Lot: 7 Plan: 218A</b>	009-246- 231		Zoning Designation: Suburban Residential  OCP: Small lot rural	



# Site and context description

The site comprises 8 parcels of land with a total size of 15.29 acres.

The main buildings and function of the camp occurs on two parcels at on the lake shore – west of Shawnigan Lake Road. The other 6 parcels are above and east of Shawnigan Lake Road, up to the E+N Railway corridor, and are currently used for recreation fields for camp attendees with a few small supporting outbuildings. A significant amount of these upper parcels is forested.



The site lies at the base of Mt Baldy, near the midway point along the east side of Shawnigan Lake, and a few minutes from the nearby Shawnigan Lake village centre.

Between the Camp and the Shawnigan Lake village is St Johns College – a rapidly growing private middle and high school. Surrounding both are rural and lakeside residential lots, and some lakeside businesses.

The area is primarily residential with both full time and seasonal occupancies.



# Project description

This project is to update the OCP and zoning on the parcels of land associated with the Easter Seals camp on Shawnigan Lake. The camp has been in operation for many decades, and its buildings and facilities are aging and need replacing. In addition, the business model for a facility of that size that operates only a few months a year is no longer sustainable, and as such, Easter Seals is pursuing updates to the facility so it can be a greater contribution to the larger community over the year.



*Current Camp and Facilities*

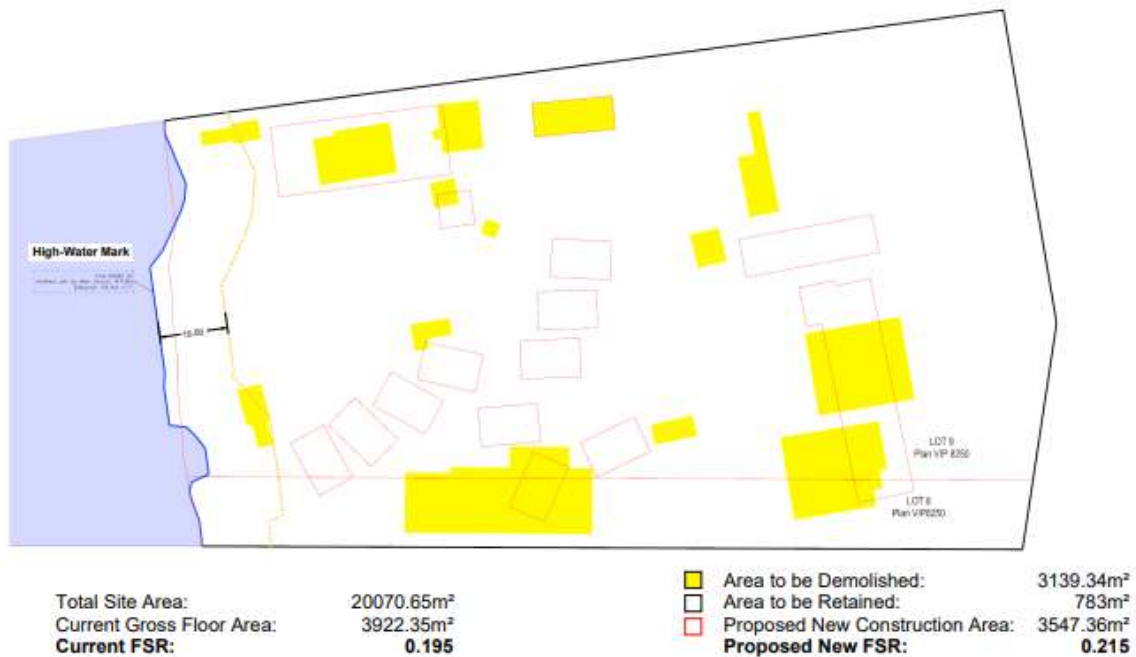
The elements of the project and application include:

- Replacing aging dormitories with new cabins and staff housing.
- Replacing and upgrading the current cafeteria.
- Upgrading the waterfront dock and the boat shed.
- Adding new buildings around the existing pool.
- Adding new administration facilities.

- Upgrading the gymnasium building to include a daycare facility.
- Creating a preliminary layout for the lands above Shawnigan Lake Rd to accommodate future development of housing and/or institutional uses and community services, when infrastructure systems can support it.
- Installing a new infrastructure system for water and sewer to serve the camp.



*New camp layout plan*



*Overlay of existing vs new proposed buildings*



*Overview of proposed site plan for camp*

*(note: this model does not show the significant amount of vegetation / trees to be retained)*

The project is envisioned to be a model of accessibility, and it is pursuing advanced levels of certification through the Rick Hansen Foundation, as well as exploring other aspects of design to support those with a diversity of disabilities.

Easter Seals will conduct camps in the summer as in the past, but it also wants the facility to support families and organizations throughout the year – especially whose participants have disabilities.

Easter Seals has commenced exploring partnerships with many organizations, including First Nations, community agencies, schools, Ministries, Island Health and others who may want to use the facilities in different ways over the year, so the place can become a community hub.

In explorations over the past two years, the interest in a facility that organizations could use on a more permanent or occasional basis, as part of a community service hub has been significant. The range of potential needs and interests is significant, including the following.

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*Get-aways for families with disabilities*

- There are few locations on the Island that have extensive support for individuals with significant disabilities. Easter Seals envisions this facility being able to continue its service to these people and their families and organizations year-round, beyond their current summer camp services to youth.
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<i>Child/youth daycare</i>	<ul style="list-style-type: none"> <li>There is a need for additional daycare facilities in the community and a daycare space is in the plans to be added to the facilities.</li> </ul>
<i>After school care</i>	<ul style="list-style-type: none"> <li>There are few facilities or services for after-school care, and this facility could provide a safe place for children after school.</li> </ul>
<i>Education</i>	<ul style="list-style-type: none"> <li>There is interest to use the facilities for community and school classes.</li> </ul>
<i>Community based service delivery</i>	<ul style="list-style-type: none"> <li>A number of government and health agencies noted they do not have facilities in the region from which to offer services to its growing population and expressed interest in being able to use the facilities to provide community services.</li> </ul>
<i>Seniors' daycare</i>	<ul style="list-style-type: none"> <li>There are few services for seniors' day care in the area, and this facility, with its high accessibility standards, could support a seniors' care program.</li> </ul>
<i>Rehabilitation / restorative health services</i>	<ul style="list-style-type: none"> <li>There are few facilities in the area that support the provision of rehabilitation and restorative health services for those dealing with new or longstanding disability challenges. These lands, with all they offer, could support organizations that offer those facilities.</li> </ul>
<i>Daily field trip experiences</i>	<ul style="list-style-type: none"> <li>There are many organizations that provide services to individuals with disabilities that have no access to a facility that could support them adequately for day trips. They expressed significant interest in being able to use the facility for various day trips for those they support.</li> </ul>
<i>Base camp – several day excursions</i>	<ul style="list-style-type: none"> <li>There are many urban schools and organizations in the CRD and RDN that would use the facility as a base camp for one-to-several day excursions.</li> </ul>
<i>Group meetings</i>	<ul style="list-style-type: none"> <li>There are few facilities in this area to support community organizations hosting meetings. This facility could offer that capacity.</li> </ul>
<i>Retreats</i>	<ul style="list-style-type: none"> <li>There are few facilities between Victoria and the resorts in Parksville where an organization can host a retreat with their staff, Board or others. Significant interest was expressed in the facility if it could offer the capacity to support up to 1-2 dozen individuals for a few days with hospitality, food services and meeting rooms.</li> </ul>
<i>Festivals</i>	<ul style="list-style-type: none"> <li>The camp and its upper fields were identified as a great community resource for festivals of many different types.</li> </ul>
<i>Performances</i>	<ul style="list-style-type: none"> <li>There are few facilities that could support a small performance (music, theatre, others) in this community, and significant interest was expressed about the ability to use the facilities for these community events.</li> </ul>
<i>Weddings / special events</i>	<ul style="list-style-type: none"> <li>There are few facilities that could support a family wedding in the area, and there is interest in that use for the facilities – especially for families with members who have disabilities.</li> </ul>

*Recreation / sports*

- The two large fields in the upper areas can support a wide range of recreation and sports activities for groups and schools.

Community organizations have been in discussion with Easter Seals including the following regarding the potential use of the facilities and land including:

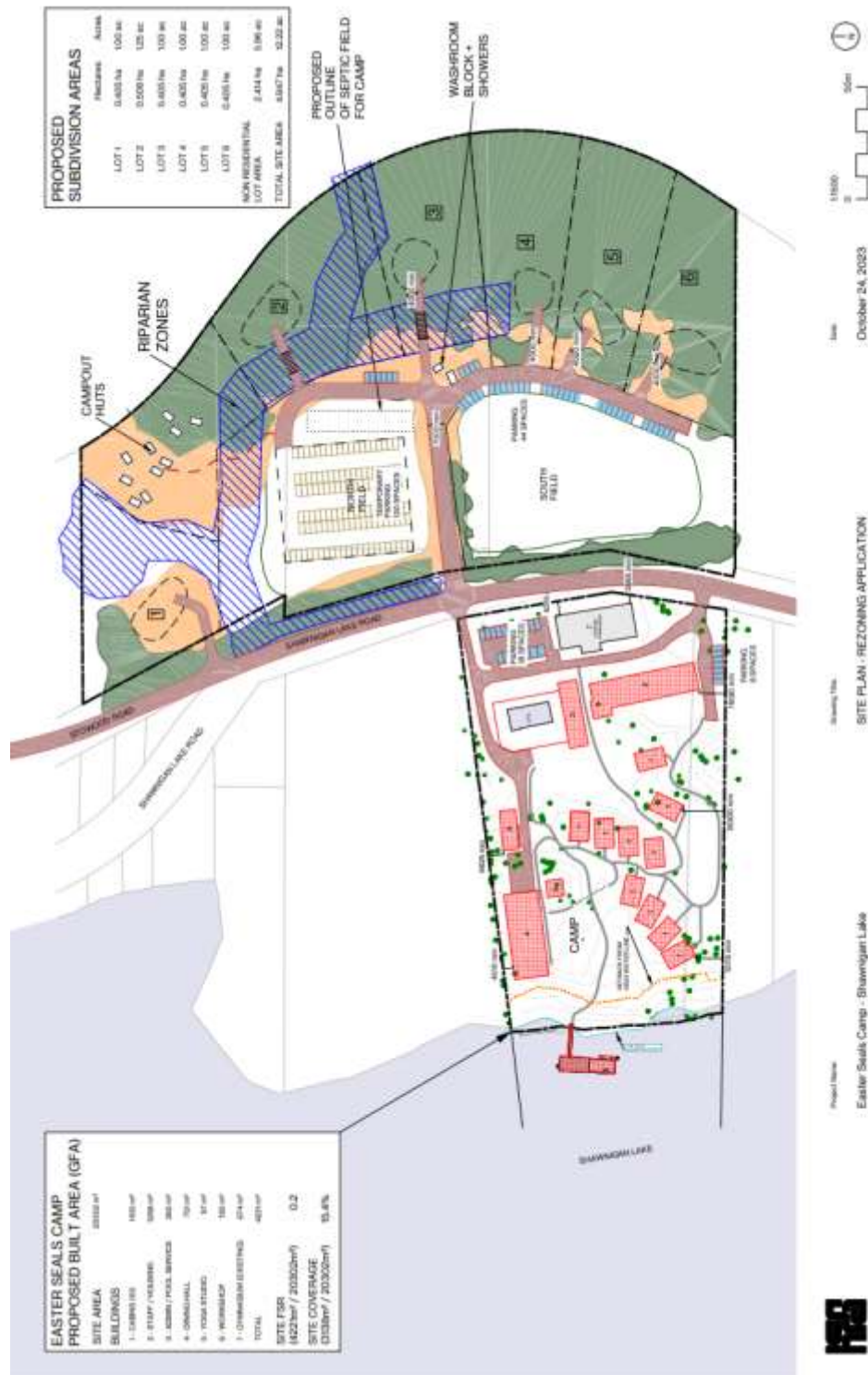
- |  |   |
|--|---|
| • Malahat First Nation                                   | • Lifetime Networks                       |
| • St Johns College                                       | • Kardel                                  |
| • Leaders of many local organizations for Board retreats | • Garth Homer Society                     |
| • School Board   | • Boys and Girls club                     |
| • Victoria disability resource centre                    | • The Dock                                |
| • Action committee of people with disabilities           | • VIHA                                    |
| • Childrens health foundation of Vancouver island        | • Sport for life                          |
| • Greater Victoria festival society                      | • Special Olympics                        |
|  | • Universities and colleges on the Island |
|  | • St Michaels University School           |
|  | • Others                                  |

As is evident from the large interest from the Island community in having a facility here, this area could become a unique hub of community activity, with a special focus on supporting services for those with disabilities, as well as schools.

The proposed site plan is below, with a basic structure of lots laid out for the upper lands, noting that no development would be possible on those lands unless additional servicing infrastructure was developed. As such, this application is to re-structure the concept for the upper lands and their currently fragmented designations / zoning, to be in alignment with the larger vision of these lands as a recreation, education, community service and experience area.

# Site plan

*Proposed new site plan for Easter Seals lands*



The proposed site plan for the future redevelopment of Easter Seals' lands includes:

- **The current lakefront camp site**
  - Cabins (10 are proposed) - to replace aging dormitory housing.
  - Staff housing.
  - An administration / welcome building that also houses poolside support facilities.
  - A dining hall.
  - An activity / yoga studio
  - A workshop
  - Preservation of the existing gymnasium
  
- **East of Shawnigan Lake Rd**
  - Retention of the existing flexible use play fields.
  - Existing unserviced cabin structures for camper outings are proposed to be rebuilt in a new area on the northern part of the lands.
  - The new septic tanks / percolation field occupy a portion of the northern play field.
  - A new access road and (permanent / temporary event) parking areas.
  - Six one-acre parcels on the eastern edge of the property for some form of future uses – when sufficient water / sanitary capacity is available. Currently, this land will remain unsubdivided – and when future opportunities are chosen, a subdivision and development permit will be applied for.
    - A current opportunity will be to use these upper parcels for single family homes, with services provided by Easter Seals' water and sanitary system – provided monitoring over several years of operation shows sufficient capacity.
    - A preferred future use would be more intensive staff housing, and community / social service facilities (health and government services, recreation, education, others), that would capitalize on the significant services that the waterfront camp facilities offer.

# Approvals requested

Currently, there is a diversity of OCP designations and zoning across the parcels owned by Easter Seals. There is a desire to bring these all under a Comprehensive District Zone to accommodate what is needed for the camp to continue in a sustainable manner.

At this time, Easter Seals is only applying for an **OCP amendment and rezoning** for all of the lands.

Future applications would address subdivision and Development Permits when development phases are ready to proceed.

A draft subdivision concept layout is included in this site plan along with illustrative drawings of the buildings, but these are for information only – as proof of concept in support of the rezoning application.

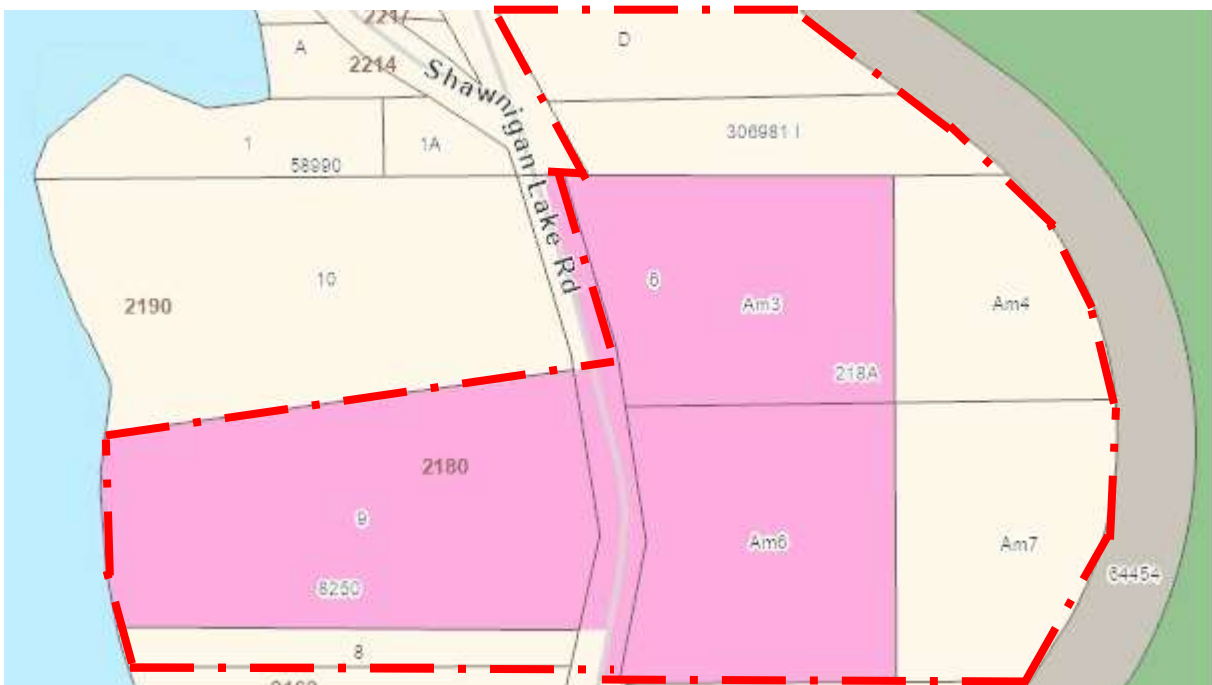
## The OCP amendment

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The current parcel's OCPs designations include **Park / Institutional** and **residential**.

An OCP amendment is required to bring the two waterfront parcels on which the camp currently sits into harmony, as one contains camp uses, but the other is designated for residential. In addition, there are several parcels east of Shawnigan Lake Rd with different designations.

It is desired to bring them all into a single designation recognizing the uses will be across all parcels.



Within the “transect” concept of the MOCP’s land use designations, this project likely falls into the concept of a “special district.”

The land use designation with the best fit is likely “**institutional**” – however there needs to be support for the existence of housing (staff, and possibly a few single-family homes).

## Zoning

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The uses permitted in the current Park/Institutional zone (P-1) form the foundation of the new zone, as they adequately support the majority of uses desired for the site. Existing residential uses are also to be retained for future housing needs, at such time as infrastructure is available. As such, the new proposed CD zone is very much a merger of the existing zones with minor modifications to support the delivery of expanded community services.

The current Parks / Institutional zone currently includes:

- institution
- assembly use
- civic use transportation facility including airport
- ecological reserve public park greenbelt
- public botanical garden
- personal care facility
- public school private school including boarding facilities
- one single family dwelling or mobile home per parcel.

Residential uses currently permitted on much of the site are also to be retained, and multifamily uses are also requested to be permitted – for future staff housing, student housing (for nearby schools) or other needed housing. Easter Seals has demand for workforce housing.

Additional uses are sought for this site, and the rationale for them includes:

- Daycare – there is a need for additional daycare services for youth and seniors, and the facilities will support these uses.
- Farm market – to support community events on occasion.
- Tourist commercial – to support the ability to rent the cabins to families outside of the summer camp times – with a primary purpose of serving individuals, groups and families whose members have disability challenges.
- Catering – to support a viable food services business to serve the camp and visitors year-round.
- Recreation facility – to support a diverse range of recreation opportunities for the camp and community.

The proposed zoning includes many uses, including outright uses today, are reclassified as “accessory” uses to the primary use of the camp and related uses. This approach will ensure maximum opportunities to supply the community with various needs in they future, while still maintaining the integrity of the camp.

While the proposed zoning supports a diversity of uses, any future uses on the site are entirely dependent on capacity for water and sanitary servicing.

The current servicing capacity will support the camp's typical use levels year-round and possibly a minor amount of additional demand, but if much additional development is desired, it is likely additional water and sanitary systems will be required. As such, this initiative is aimed to secure land entitlements for a better use profile for the community and Easter Seals, but infrastructure will be required for any larger vision to be realized in the future.

A very general site parcel layout is proposed for the upper lands to be pursued at some point in the future, if infrastructure capacity permits. However, no subdivision of the upper lands that would increase its developability would be permitted without a required Works and Services agreement and the proof of adequate servicing infrastructure that would support the projected demands, and as such, supporting new OCP designations and zoning for these lands at this time creates no risk to the CVRD because nothing can be built without servicing.

The site currently has sufficient water and sanitary capacity to run the facilities and a slightly greater capacity than the camp uses currently based on the investment in these systems and an updated water license secured in 2022-2023. The water license is temporary for a couple of years at this point, with a review to be completed after this time to inform the Ministry regarding any decision to continue with the water license.

The CVRD has no plans to build infrastructure in this area at this time, but is open to private utility solutions in the Shawnigan Village and surrounding areas.

## Zoning bylaw terms

The following outlines terms for the proposed new CD zone for the site:

<b>Proposed zone</b>		
<b>Zoning</b>	Comprehensive Development Zone (CD)	
<b>Allowed uses</b>	<b>Primary uses</b> <ul style="list-style-type: none"> <li>• Assembly use</li> <li>• Camp</li> <li>• Daycare</li> <li>• Education</li> <li>• Public or private school including boarding facilities</li> <li>• Institution</li> <li>• Caretaker residence</li> <li>• Recreation centre</li> </ul>	<b>Accessory uses</b> <ul style="list-style-type: none"> <li>• Home-based business</li> <li>• Civic use transportation facility</li> <li>• Healthcare services</li> <li>• Personal care facility</li> <li>• Tourist accommodation and campground</li> <li>• Catering</li> <li>• Farm or artisan market</li> <li>• Residential <ul style="list-style-type: none"> <li>○ single family dwelling</li> <li>○ multi-family dwelling</li> <li>○ secondary suite</li> </ul> </li> </ul>
<b>Density</b>	<ul style="list-style-type: none"> <li>• Family residential – a maximum of 4 units per lot (larger than 3,000sqft).</li> <li>• Multi-family (workforce) residential and non-residential uses – a maximum 1.0 FAR.</li> </ul>	
<b>Height:</b>	<ul style="list-style-type: none"> <li>• 12 metres</li> </ul>	
<b>Site coverage</b>	<ul style="list-style-type: none"> <li>• 40%</li> </ul>	
<b>Front setback</b>	<ul style="list-style-type: none"> <li>• 3.5 meters <ul style="list-style-type: none"> <li>○ <i>Note: the existing gymnasium which is to be retained is 3.56m from the property line along Shawnigan Lake Rd. and there is no desire to make it non-conforming – which would impact future upgrades or replacement.</i></li> </ul> </li> </ul>	
<b>Rear setback</b>	<ul style="list-style-type: none"> <li>• 6.0 meters</li> </ul>	
<b>Side setbacks</b>	<ul style="list-style-type: none"> <li>• 1.5 meters <ul style="list-style-type: none"> <li>○ <i>Note: the existing boathouse which may be kept is approximately 1.5-2.0m from the property line.</i></li> </ul> </li> </ul>	
<b>Minimum lot size</b>	<ul style="list-style-type: none"> <li>• 0.2 ha if serviced by a community water and sewer system.</li> <li>• 0.4 ha if serviced by community water only.</li> <li>• 1.0 ha if there is no community water or sanitary servicing.</li> </ul>	
<b>Special regulations</b>	<ul style="list-style-type: none"> <li>• (TBD)</li> </ul>	

# Project Rationale

## An historical part of the community

The Easter Seals has been hosting summer camps for kids with disabilities since 1947. It's a famous camp experience on the Island and provides opportunities for kids to engage in recreational activities and learn social and life skills.

## Replacing aging facilities

The camp's infrastructure needs upgrading, and the organization has decided to redevelop the property with new buildings, services, and uses.

The primary focus of the project is to support the replacement of the current aging buildings with new ones that achieve basically the same purpose – only with the intent of having similar activities occur year-round. This will greatly enhance the sustainability of the camp and significantly extend its value and connection with the community.

## A new vision of excellence

The process of reimagining the current camp began a few years ago and started with the intention of creating a facility for people with diverse mobility, vision, hearing, and cognitive needs (specially-abled) that works not only in the summer, but year round. A similar facility does not exist on the Island, and we wanted to take this opportunity to create an exemplary space; a living laboratory where kids of every ability could play, learn and grow.

In order to achieve these goals, the camp's design will follow the best practices in universal design standards and will aim to get certified by the Rick Hansen Foundation. Facilities with excellent accessibility design are unique, and we want to make this space available to different organizations as discussed earlier.

The universally designed infrastructure will also be supported by smart applications and technologies so that people with diverse abilities are able to engage and have more freedom in their environment (see technology rationale for detail).

## A new center for community facilities, services and experiences

The new vision focused on including the larger community in the program, thereby becoming a valued part of the Shawnigan community through the provision of facilities and services. This camp will be a significant community benefit, able to support education, healthcare, arts and culture, recreation and many other activities in the community. Its primary focus will be for people with disabilities, but it can be an asset for the whole community.

## Growth boundaries

The CVRD is in the process of updating its OCP and creating Local Area Plans (LAP) for the area – including establishing growth containment boundaries (GCB).

The growth containment boundary issue is not triggered by the redevelopment of the existing camp facilities, as currently proposed on the lands closest to the water and around the upper fields.

The question of additional growth will primarily apply to parts of the upper lands that are currently forested and not in use. These areas, as noted earlier, offer significant opportunities for additional community service

facilities that are synergistic with the camp's new facilities. They also offer opportunities for worker housing. Conversely, if additional housing density is not desired due to the GCB, these areas can host a few rural residential lots.

While it is not fundamentally required, Easter Seals would request that the Growth Boundary locations be reconsidered to include their lands – either as a standalone area, or as one connected to the Shawnigan Village.

The location of the GCB has been in flux as the community updates its OCP and considers the future of existing and future housing and infrastructure needs around the lake. The site is relatively close to the Shawnigan Lake Village area and will become an important hub for community services not provided elsewhere in the village. As a responsible institution with many opportunities to provide community services, it can also be an important partner in the development of the infrastructure the village requires to achieve its vision.

#### A rural community center and future municipality

There is significant interest and need to pursue incorporation for the populated centers of Electoral Areas A, B and C – including the area around Shawnigan Lake. A rural-based municipality needs lands planned to provide both the necessary density to support the new costs and services associated with incorporation, but also all of the services that the community requires.

Currently, the Think Shawnigan Village Plan does not include sufficient land, population or services to support a sustainable municipal center and it is expected the larger surrounding area will provide those lands.

Easter Seals lands fall within the same distance to the Shawnigan Village center of the current proposed GCB as do the lands north of the Village. A major percentage of the population to be served lies on the west and south areas of the Lake, and as such, the Easter Seals lands may be closer to those homes than the Village.

The implicit assumption for functionality of this area is that people drive to secure their daily needs – shopping, working, going to school, and accessing services. The distance “assumed” is extensive – reaching from Duncan to Langford (food, healthcare, etc...). As such, any services that can be offered on the Easter Seals lands are far closer and more local than the majority of the areas that Shawnigan Lake residents currently access for their needs.

There are significant plans under consideration for St Johns College, which is located near Easter Seals, closer to the Shawnigan Village center. Both St Johns and Easter Seals are contemplating additional infrastructure and growth and can work together to be a key beachhead in the investment in CVRD owned water and sanitary systems on the east side of the lake. This opportunity will never be realized if these areas are “outside” the GCB – as the GCB's fundamental purpose is to stop infrastructure installation to limit density.

A GCB can be changed, but changing a GCB entails a major political investment and requires support from across all parties in the CVRD, including the municipalities. It is far easier to include areas in the GCB at this time rather than try to allocate scarce resources in the future to changing it.

# Landscape plan

A concept-level landscape plan has been completed for the camp lands. Little landscape design is proposed for the upper lands, as the landscape designs for those lands would be addressed on a parcel-by-parcel basis in the future. However, a general site plan is provided, including landscape considerations for mobility, parking and protection of the sanitary deposition field.

The landscape plan for the waterfront camp area will be completed in more detail at the time of development permits, however an overall vision and concept has been created that includes:

- Multiple flexible open space meadows and activity areas of different sizes.
- Outdoor event landscape amphitheater / gathering space.
- Waterfront access to the new dock and launch areas for human-powered watercraft.
- Elevated pathway structures to give children access to views amongst the large trees.
- Outdoor eating / picnic areas.
- Playground areas – both formal and informal – with a wide range of accessible-supportive play equipment and safe ground materials.
- Others.



LEGEND	
KEY	DESCRIPTION
1	PARKING LOT / BALL COURT
2	WELCOME PLAZA
3	ACCESSIBLE HOT TUB AND WATER GLIDE
4	MULTI-USE LAWN
5	STORMWATER SWALE
6	OUTDOOR PATIO SPACE
7	ACCESSIBLE PICNIC TABLES
8	AMPHITHEATRE
9	PLAYGROUND
10	ACCESSIBLE 'TREE TOP' WALK

*Landscape concept plan*

# Parking

A parking study was completed by Watt for the project. Parking demand is related to the actual type and scale of the uses that are constructed, and beyond the current camp area, the upper lands are yet to be determined in the future subject to servicing infrastructure availability. However, any upland development would be responsible for supplying its parking on a parcel-by-parcel basis in the future. The larger parking study and plan is focused on the camp and assembly / event uses.

The parking study based its assumptions on use levels associated with:

- Other summer camps in the region, along with Easter Seals' current use levels.
- Information from camps and event facilities that host group meetings and retreats.
- Examples of the parking demand for various types of special events such as sports, festivals, performances and weddings on Vancouver Island.
- Childcare parking associated with previous studies of child and daycare facilities.

The parking study looked at a number of scenarios, to determine a typical level of demand, as well as a peak demand associated with events. The significant majority of time the level of parking demand will be low, associated with only the daily use of staff and users arriving / dropping off / picking up participants in the main camp facilities. On occasions, larger events (indoor/outdoor) will trigger a significantly greater parking demand, and some areas of the site will need to be prepared to comfortably handle that extra parking demand.

The conclusions of the parking analysis include:

- The proposed parking demand assumptions include:

<b><i>Parking ratios / use</i></b>	<b><i>Camp</i></b>	<b><i>Daycare</i></b>	<b><i>Smaller group meetings</i></b>	<b><i>Larger special events</i></b>	<b><i>Sports recreation events</i></b>
<b>Attendee ratio</b>	1 / camper for drop off window (20 ttl)	10 drop off /pick up total	0.8	0.5	0.5
<b>Max attendees</b>	40 campers max.	36 spaces = 31 vehicle drop offs.	100	100	100
<b>Staff ratio</b>	0.67	0.92	0.92	0.92	0.92
<b>Staff total</b>	40	9	14	14	14

The proposed parking plan for the site includes:

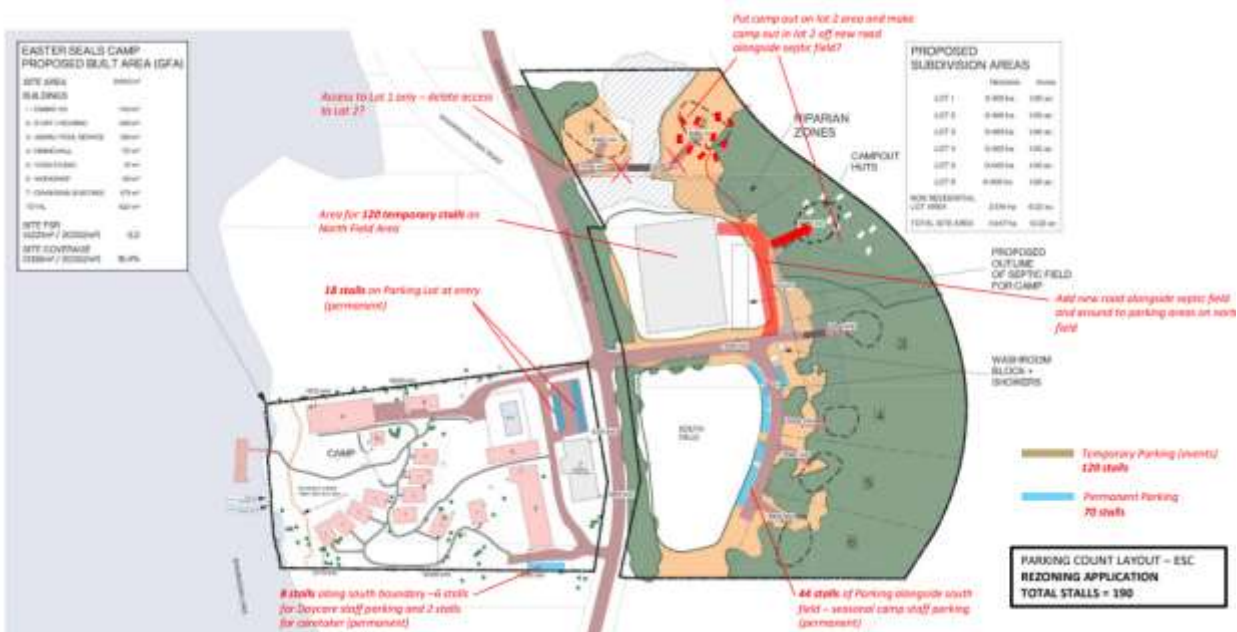
- **Camp entrance**
  - The parking at the camp entrance (west of Shawnigan Lake Rd) is proposed to focus on pick up / drop off parking and a minor amount of other staff or visitor parking. A number of stalls will be designed to support disabled parking.
  - Additional parking is provided around the entrance buildings to support staff and possibly the caretaker.

- **Upper fields**
  - The upper fields (east of Shawnigan Lake Rd) will support the majority of the parking for the camp and especially for events. There is ample room in the upper fields to support parking for major events with hundreds of participants.
- **Future upper development parcels**
  - Parking associated with any future development above / adjacent to the upper fields will be handled on a parcel by parcel basis, with each parcel providing any parking required for its uses.

As this application is focused at the OCP / zoning amendment stage, this plan shows that all projected parking requirements can be easily accommodated on the site.

Detailed parking infrastructure design will accompany future development and subdivision applications, when the precise design / dimensions / location of all buildings and infrastructure is determined.

A covenant can be placed on the parcels above the road that support parking for the camp, to ensure those parking areas remain available to the camp area in the future.



Outline of parking layout for the lands

# Technical Analysis

The following outlines the results of the professional technical studies that were completed for the project.

## Environmental

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Sartori Environmental completed an Environmental Impact Assessment (EIA) for the site in December 2021. The purpose of this report was to:

- Provide an assessment of valuable environmental features and conditions found on the site;
- Identify wildlife, ecosystems, and plants of special management concern potentially present on the Subject Property; and
- Outline potential development constraints related to the identified environmental components and applicable bylaw regulations.

The Property lies within the following Cowichan Valley Regional District (CVRD) Development Permit Areas (DPAs):

- Riparian Protection (DPA 1).
- Aquifer Protection (DPA 4).
- Sensitive Ecosystem Protection (DPA 2).
- Wildfire Hazard (DPA 5).

The site is located in geography that may serve as habitat for a range of species at risk, however, the site investigation did not indicate that there were any species of concern associated with the site.

There is a small area in the southeast corner of the upper lands that is part of a Sensitive Ecosystem Polygon within the CVRD's mapping, that is connected to a larger area associated with the lower slopes of Mt Baldy.

Setbacks were identified for various watercourses that are on the site.



*Image of site and environmental setbacks*

## Archaeology

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Millennia Research Limited conducted a Preliminary Field Reconnaissance for the Easter Seals Camp in May 2022, on behalf of the Cowichan Tribes. See full report in Appendices.

The report noted that:

- No archaeological materials were identified and assessed the property to have four areas with potential for the presence of unrecorded archaeological materials.
- An archaeological impact assessment (AIA) is recommended for these four locations.
- There is also the potential for significant historic materials to be present on the property, primarily the waterfront lot. Although generally not protected under the HCA, which confers automatic protection to mostly pre-1846 heritage, historic components of the property can be assumed to have both economic and public value. Given this, future work should account for the documentation, and possibly preservation of any remaining historic components of the site, in addition to pre-1846 sites.

In addition, The Malahat First Nation completed a site review with the cultural use expert, Harold Joe. They did not identify any areas that required additional work, but requested that Harold Joe be present for inspection of any major earthworks undertaken as part of the project.

## Engineering

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McElhanney has completed an engineering analysis and design for the Easter Seals camp servicing infrastructure. Analysis in 2021 identified the condition of the water supply and sanitary systems and significant design and upgrade work commenced. A servicing statement is included in the appendices of this document.

### Water supply

The current water system draws from the lake and treats the water before disseminating it to the camp's buildings. Island Health inspects the water system and its quality is approved.

McElhanney Engineering applied to the Province for an updated water license. The Province has provided an approved water license for the next two years, with a review to be done at that time regarding making the license permanent or connecting to a possible future District water supply system.

### Sanitary system

A new sanitary system has been installed. New collection lines and tanks and pumps have been installed amongst the camp's existing buildings, and these collection lines would be relocated during future construction to serve the new buildings locations.

The sanitary flows are then conveyed to the properties above / east of Shawnigan Lake Rd, where treatment tanks and a percolation field has been installed.

The capacity of the sanitary system is for 22m<sup>3</sup> of flow / day – the maximum permitted under the qualified professional approval system. All provincial and Island Health protocols have been followed in the design and installation of this system – replacing the previous older system.

### Stormwater

The CVRD requested a stormwater plan, which has been completed (see appendices). The stormwater plan has several considerations:

- The conceptual stormwater management plan provides the basis for planning detailed stormwater system designs to ensure stormwater impacts are mitigated and meet the requirements of the CVRD, and is designed to be constructed in accordance with MMCD standards.
- The proposed density of the new camp buildings and parking area have reduced the total impervious area, and as such, increased the natural percolation capacity of the site.



*Stormwater sheds for the camp*

The North and South fields, located East of Shawnigan Lake road are within the camp property boundaries and are primarily greenspace. There is a single watercourse and minimal infrastructure. These areas have been graded to serve as sports fields with drainage routing towards the natural watercourse that drains at the Northwest corner of the North field. T

The camp is the recipient of significant overland flows from other parcels along Shawnigan Lake Rd, not associated with the camp, including a 2.65-hectare catchment of land to the southeast (across the road and uphill) of the lower parcel of land that directs stormwater runoff across the road to the existing 600mm CMP culvert near the South camp gate. Runoff flows through this culvert onto the Easter Seals property and through its existing storm system, discharging to the neighbouring property to the north near the existing workshop building.

The proposed development will improve stormwater management on the camp site, and any additional development in the future on the lands east of Shawnigan Lake Rd will be required to install stormwater

management systems on a parcel by parcel basis, at some point in the future if development of those lands becomes feasible.

## Others

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Studies that have not been undertaken for this project at this time include:

### Geotechnical

- Geotechnical work is expected to be undertaken prior to construction, on a phase-by-phase basis.

### Arborist

- An arborist report may be commissioned if needed on a site-by-site basis as redevelopment proceeds.

### Heritage

- There are a few old buildings on site, but they are not in a condition where they are able to be re-used in the future camp. The aging water tower is no longer considered safe to be occupied or used. The structures on the site that may have some heritage values are being reviewed and Easter Seals has opened discussions with the Museum to explore opportunities.

# Policy Review



## HOCP



Topic	Objectives and policies	Proposed
<b>General</b>	<p>The HOCP supports:</p> <ul style="list-style-type: none"> <li>• Socially inclusive and culturally diverse communities.</li> <li>• Protecting the environment.</li> <li>• Economic activity in the region.</li> <li>• Managing infrastructure responsibly</li> <li>• Others</li> </ul>	<p>This project will:</p> <ul style="list-style-type: none"> <li>• Increase the supply of facilities for community activities, especially for those with disabilities.</li> <li>• Increase year-round employment opportunities.</li> <li>• Bring new green buildings and updated infrastructure to help protect the environment.</li> <li>• Increase infrastructure capacity in the area.</li> </ul>
<b>Institutional uses</b>	<p>The HOCP supports the preservation and development of institutional uses that provide civic, social, cultural, recreational, environmental, educational, emergency, health and housing services to community members.</p> <p>The HOCP also supports making existing institutional facilities (such as schools) available to the community.</p>	<p>This project will:</p> <ul style="list-style-type: none"> <li>• Enhance the capacity of institutional, social, cultural and recreational facilities in the community.</li> <li>• Provide additional institutional facilities to provide services to the community.</li> <li>• Potentially enhance the housing supply in the area, pending infrastructure capacity.</li> </ul>
<b>Residential uses</b>	<p>The HOCP includes objectives and policies that support the provision of housing including:</p> <ul style="list-style-type: none"> <li>• Providing a wide range of housing and lifestyle options for various stages of life and different community lifestyles, as the community demographics continue to change.</li> <li>• Encouraging assisted and special needs housing to be provided.</li> <li>• Supporting provision of more affordable housing, secondary suites in serviced areas, and appropriate multi-family housing.</li> <li>• Supporting small-scale transient accommodation (for tourism) that does</li> </ul>	<p>This project will:</p> <ul style="list-style-type: none"> <li>• Include a caretaker residence.</li> <li>• Increase the supply of inclusive and accessible housing for temporary stays.</li> <li>• Possibly increase the overall supply of more attainable workforce housing – pending infrastructure capacity in its upper lands.</li> <li>• Provide community gathering spaces.</li> <li>• Minimize impact on the transportation network.</li> </ul>

- not diminish the quality of the residential neighbourhood.
- Supporting gathering spaces.
- Ensuring development has limited impacts on the transportation network.

## Development Permit Areas

This site falls under several DP Areas, including the following. There is no application included for a Development Permit, but this information is provided for context.

<p>Aquifer Protection</p> 	<p>This development permit area includes objectives and policies that:</p> <ul style="list-style-type: none"> <li>• Protect aquifers from contamination or from depletion.</li> </ul>	<p>This project:</p> <ul style="list-style-type: none"> <li>• Has had an Environmental Impact Assessment completed by a Qualified Environmental Professional (QEP).</li> <li>• Is completing an installation of an upgraded sanitary system to better protect the environment.</li> <li>• Is installing high-efficiency, low-flow fixtures throughout the facility.</li> <li>• Will follow recommendations for water-wise landscape plans.</li> </ul>
<p>Wildfire Hazard</p> 	<p>This development permit area includes objectives and policies that:</p> <ul style="list-style-type: none"> <li>• Reduce the risk of wildfire and the risk it poses to individuals, property and the environment.</li> </ul>	<p>This project:</p> <ul style="list-style-type: none"> <li>• Focus its primary development in an existing developed area with little fire risk (few trees / no ladder fuel / well-maintained).</li> <li>• Pursue fire-smart guidelines in any future development where needed.</li> <li>• Increase access capacity for first responders.</li> </ul>

<p>Riparian Protection</p> 	<p>This development permit area includes objectives and policies that:</p> <ul style="list-style-type: none"> <li>• Protect riparian areas from human impacts including development.</li> <li>• Support wildlife habitat and movement corridors.</li> </ul>	<p>This project:</p> <ul style="list-style-type: none"> <li>• Has had an Environmental Impact Assessment completed by a Qualified Environmental Professional (QEP).</li> <li>• Has identified all riparian areas and required setbacks.</li> <li>• Is proposed in accordance with requirements for riparian and waterfront protection.</li> </ul>
<p>Sensitive Ecosystems</p> 	<p>This development permit area includes objectives and policies that:</p> <ul style="list-style-type: none"> <li>• Aim to protect areas deemed to include sensitive ecosystems.</li> </ul>	<p>This project:</p> <ul style="list-style-type: none"> <li>• Has a small area identified as a sensitive ecosystem in the southeast corner of the upper lands above Shawnigan Lake Rd.</li> <li>• Has had an Environmental Impact Assessment completed by a Qualified Environmental Professional (QEP).</li> <li>• Will follow all required guidelines should any development occur in that area at some time in the future.</li> </ul>

# Community Engagement

Community engagement has to date, has focused on exploring opportunities for partnerships and year-round uses for the proposed facilities with a variety of organizations, including the First Nations.

Discussions with the residents in the immediate or larger community will commence shortly, as soon as the draft proposal has received preliminary review from staff and appropriate refinements in the plan completed.

While the methods of engagement have not been finalized, they are expected to include:

- Content for the local paper
- A mail drop
- Direct conversations with immediate neighbours
- Information online available through the Easter Seals website
- A public open house
- Others as appropriate.

# Conclusion

This report outlines the proposed redevelopment of the Easter Seals summer camp into a year-round facility to support those with disabilities, and to provide additional facilities and amenities for the community to use.

Easter Seals are an important charitable organization that provide special services to people with disabilities, historically, through their summer camps. The Shawnigan Lake camp has been a mainstay of such services to Vancouver Island for many decades. The majority of the buildings are quite old and are in poor condition, and as such, Easter Seals is commencing on a new plan for replacing the existing buildings with new ones and increasing the range of its services to be year-round.

Easter Seals owns several parcels, totally approximately 15 acres, of which one third is close to the lake, and two thirds are above Shawnigan Lake Rd. These parcels have a range of ocp designations and zoning on them, the majority being a mix of Park/Institutional or suburban residential. These are proposed to be gathered into a single CD zone.

The current infrastructure plan will support the replacement of the existing camp facilities, and additional water / sanitary capacity will be required for any development in the upper lands above Shawnigan Lake Road. The proposed OCP amendment and zoning envisions a mix of institutional and residential uses in the upper lands, if infrastructure capacity is available in the future.

Easter Seals looks forward to working with the CVRD in refining its vision and moving forward.

# Summary of Results of Eater Seals Site Review with the Malahat Nation and Cultural Use Specialist, Harold Joe

December 13, 2021

The Easter Seals organization is moving forward with planning and approvals for the redevelopment of their facilities and lands on Shawnigan Lake. There are approximately 15 acres of land – with 5 acres being adjacent the water, and an additional 10 acres upland of Shawnigan Lake Rd.

As part of the initial thinking around this redevelopment process, in addition to initial engineering and environmental reviews, the Easter Seals' team reached out to the Malahat First Nation to explore the history of cultural uses and opportunities for partnerships. The Malahat reviewed the initial information provided and explored their records of historical cultural uses in the area and found no record of specific uses or settlement on this specific piece of land. However, because of the historical uses in the area, the Malahat asked for a physical site review with Harold Joe, a First Nations cultural use specialist. That review took place on December 13<sup>th</sup>, 2021.

Representatives of the Malahat First Nation (Shannon Ralfs, Cliff Feng) and Harold Joe met Mark Holland at the Easter Seals site (2180 Shawnigan Lake Rd) and commenced an hour of walking around the property and discussing issues and plans.

The site has been developed / in use for approximately 70 years and as such, most of it has been disturbed several times – especially in the areas of the main lakefront facility, the upper areas along the RR line, the upper fields and along Shawnigan Lake Rd.

The general path the walk took is noted in the map below.

*Site review travel path*



*Current main camp facility*

*Additional lands (6 parcels)*

This walk involved walking through many areas of the property, as well as viewing down into the engine forest area between the fields and the upper RR line (due to very steep terrain in the forested area), as well as walking through all of the facility areas and grounds.

The review included looking for any signs of historical cultural use, including mature cedar trees, ground landforms, rock piles and vegetation, as well as the waterfront along the lake.

No specific evidence of historical cultural use was identified during this walk.

However, due to prevalence of historical uses in the larger area, especially in proximity to the lake, the Malahat have asked that Harold Joe be included in the future at such time as site construction may commence (excavation / removal of large trees) to ensure that there are not items of cultural importance below the surface in these areas.



## Camp Shawnigan Redevelopment – Open House

### Introduction

Easter Seals British Columbia / Yukon (the applicant) held a two-day public open house on March 8 / 9, 2022, 4pm - 7pm and 10am – 3pm, respectively. The open house was hosted in the gymnasium at the Shawnigan Lake Community Centre.

The community was notified through a social media push, full page advertisements in the local paper, posters in local establishments, word-of-mouth, and direct marketing via a door knocking campaign with the neighbours of Camp Shawnigan located at (address...)

Approximately 60 members from the community showed up over the two days.

Close to 30 display boards were provided covering all aspects of the project, including conceptual renderings, land survey information, benefits to the community, timelines, etc. Our team was present, including our CEO, Architect, and lead Consultant, to address any / all questions.



Everyone who attended was encouraged to leave their name and contact information and reply to comment cards that we provided. A healthy number of people filled out the sheets and all comments were recorded into a master document. The team also took notes of their individual conversations with participants. The written comment cards had several substantive questions on them and triggered great responses. Comments are summarized on the following page.

Enclosure...



The following outlines questions from the comment cards and a summary of the responses, as well as from the team's notes:

**Do you generally support the replacement of the Easter Seals facilities with new ones to support the operations of the Camp in the future?**

- “Yes” was the overwhelming response from attendees – there was not one person who didn’t think this was needed and or long overdue. Two points were raised:
  - Buildings must represent local architecture
  - Keep the Lion

**How can Easter Seals become a more engaged member of the community?**

- Overwhelmingly, people wanted Easter Seals BC / Yukon (ESBCY) to allow Shawnigan residents access to the My Baldy trail.
- Other consistent comments:
  - Hire local trades & other positions
  - Make the property accessible to the community / host community events
  - Intersect with other community groups

**Which of the camp facilities would be useful for the community to use when the camps are not in session?**

- Many said they would be interested in using the facilities and most checked all the options available to them: gymnasium, swimming pool, event spaces, dining hall, and cabins.
- Access to the pool and a desire for lessons for local children was a consistent theme.



**If more development can be undertaken in the upper lands, what kinds of facilities or housing do you think would benefit the community?**

- Again, access to the trail was the overwhelming theme, e.g. access to Mt Baldy and extension of the rail trail from Recreation Road to Camp.
- They also expressed interest in the following:
  - affordable housing for the community
  - more outdoor activities for the community, e.g. playgrounds & sports fields
  - build something for physical therapy and for training and education

**What kind of programs would you like to see offered over the year, that the community would appreciate?**

- The Pool and swimming lessons dominated. They would like to see it converted to indoor and be used year-round.
- Other comments:
  - Training / educational programs for different industries in the off season, e.g. forestry, agriculture, law enforcement
  - more programs for youth to volunteer
  - programs for seniors

**What parts of the proposed plan do you like?**

- Most liked the fact that the facility would be open for community access.
- Residents also liked the fact that more community events will be



**What parts of the proposed plan do you think need more consideration?**

possible in this space... and year-round

- Trail access again was dominant. They would like to see a plan where the community has unfettered access.
- Water and sewer came up a couple of times, nothing serious, but they would like us to show more detail about how we are going to handle the increase in water usage.
- They would like to see a plan for year-round pool access vs summer only.

**What concerns do you have?**

- Water availability, without drawing from the lake, came up a few times.
- Other comments:
  - how will we keep the heritage look vs modern look and feel for structures?
  - how are we preserving the Lion statue?
  - are we going to deal with flooding in the front of Camp
  - some small concern over noise levels when 'others' are renting the spaces.