



DATE: February 5, 2024

TO: Richard Buchan
CVRD Planning Department

FROM: Wayne Hopkins

SUBJECT: Additional Comments on Staff Report / APC Referral Report

Richard,

As we will be progressing back to the Electoral Area Services Committee (EASC) and the CVRD Board we assume that a more focused staff report will be prepared following receipt of referral comments, therefore we felt it may be useful to provide additional comments as the applicant on topics and comments in the initial staff report sent to the APC.

Find below comments that are based on the referral report sent to the APC, please note that the order of the comments are corresponding to the red letters shown on the staff report attached to this document;

- A. It would be beneficial to note in future reports that the current zoning allows commercial use and this is maintained in the consolidated zoning, and that the OCP Amendment is only required due to the OCP not reflecting the current permitted uses. Mixed use buildings will continue to be permitted, and the consolidated zoning will allow the separation of the residential and the commercial uses in separate buildings and parcels.
- B. The multiple buildings on one parcel, originally focused on facilitating show home construction, also allows further expansion of the housing spectrum with the potential for "Cluster Housing".
- C. It should be noted that the existing CD-6 zone that is adjacent to Pioneer Square parcel currently permits commercial uses such as retail, restaurant, office, personal services, and convenience store, therefore the uses shown as permitted in the consolidated zone, and in the parcel configuration, remain in keeping with the current zoning.
- D. As mentioned at previous meetings, we are not supportive of adding complicated density allocations to the consolidated zone, however if the Board deems it necessary to include a density cap, we will agree to a simple approach such as setting a density maximum of 1,000 residential units over all the Stonebridge lands.

- E. DPA-9 is a development permit that is focused on and I understand created specifically for in-fill development projects, especially where the in-fill project will have direct impact on neighbouring residential properties. The Stonebridge project is not an in-fill project therefore we ask that the Stonebridge project not be subject to DPA-9 for single family and duplex uses.

It is important for the EASC and the Board to know that removing DPA-9 from Stonebridge does not exclude development permits for multiple family buildings and commercial buildings at Stonebridge.

- F. The ability to construct up to six show homes on one parcel will allow show homes to be constructed prior to the subdivision of the land, therefore helping to expedite bringing housing to the market. This small change to allow multiple homes on one parcel also expands the housing options available to include cluster housing. Cluster housing is great for using oddly shaped parcels and is often focused on affordable family or seniors housing.
- G. Following the APC meeting where there was support for a short term / hotel type housing option in the area, we have been doing research into “extended stay” hotel formats and have found that most major hotel brands offer this hotel option.

An example of this type of housing is a typical “Staybridge Suites” for extended stay. The rooms are designed as compact versions of one and two-bedroom apartment units that include cooking facilities. We understand that stays can range from a few days to months.



- H. We were pleased to obtain support for drive-through use at the APC meeting, and we agree that guidelines are required to ensure that a drive-through is designed to current standards, for appearance, traffic management and to ensure no impact on any residential neighbours.

Noted in the staff report and identified as “S” in this document, we previously provided proposed guidelines that can be added to the zoning for Stonebridge. We surmise that guidelines should be placed in the consolidated zone for Stonebridge as opposed to a region wide DPA, however this will be CVRD’s decision.

- I. It is important to us during this process that our information and statements are clear and transparent, and in this regard, we wish to restate that images and layouts that have been shown are for reference only based on the concept development at that time. The layouts and design criteria are continuing to evolve based on engineering information, tenant needs and property features. When appropriate a full development permit application package will be submitted to CVRD that includes all relevant information.



- J. As stated in the past and noted above, one of the goals of the consolidated zone is to simplify, and adding further arbitrary rules or guidelines is not in keeping with this goal. It may be just our viewpoint but we do not understand why the CVRD would choose to become designers / architects for a project of this size that will impact no existing adjacent residential neighbours.

We understand with infill the need to ensure a multiple-family building design does not negatively impact surrounding single family, duplex or even townhouses, but with a project the size of Stonebridge where all housing is new and there are no existing neighbours that are impacted, why micro-manage design such as patios, windows, and doors? Project architects are highly trained on all aspects of design, and most importantly they are intimate with the requirements of housing providers for subsidized and rental buildings, as well as for market-based projects.

- K. In the interests of clarity and information, Stonebridge is the largest contributor to the new Mill Bay wastewater collection system with a contribution of approximately \$1,625,000. Civil work for this project will commence shortly and will be completed in 2024.
- L. We wish to point out that this statement can be misleading. The paragraph states, “*a significant increase in density*” and the fact is that it is not an increase in density but rather a realization of currently permitted density. Furthermore this density cannot be realized without approved domestic water supply, which approvals are the responsibility of the Provincial government, not CVRD. Our experience to date is that the process with the Province is extensive.
- M. We are not in agreement nor will we agree with zoning or use limitations by zoning areas in the consolidated zoning. As referenced in the past and noted above one of the goals of the consolidated zoning is to simplify the zoning, not increase the complexity and therefore reduce the ability for Stonebridge to provide housing to meet the needs of a rapidly changing housing environment.
- N. We confirm that we met with the Mill Bay Fire Chief recently and discussed many topics, most of which are similar to the comments in the Fire Department’s referral response, and all of items will continue to be addressed during the subdivision stages of Stonebridge.
- O. As discussed with the APC members, Stonebridge is not intended to provide “larger” homes, there are other housing projects in the Mill Bay and Shawnigan areas that cater to larger and more expensive homes. Homes at Stonebridge are focused on “workday” family housing, meaning housing that is attainable for residents and families with careers such as firefighters, nurses, teachers, government employees and skilled trades.



P. We agree that driveway lengths need to be sufficient to park a standard vehicle and we agree that 6 m is a reasonable standard. How the 6 m is measured provides two different options, first from the front property line, and secondly measured from the edge of the road (back of curb) or from the edge of a sidewalk or multi-functional trail. We support measurement of the 6 m from the road (back of curb) or from the edge of a sidewalk or multi-functional trail.

Q. Parking for single family and duplex buildings is something that are important when designing buildings as we want everyday parking for residents to be contained on the individual lots, and Buyers also do not want to rely on off-site parking to meet their needs.

As the developer of a project the size of Stonebridge we register and enforce through registered statutory building scheme parking on each lot. If CVRD has a concern with parking on lots under 450 m² we suggest that the consolidated zoning include “for single family buildings constructed on a lot less than 450 m², no less than 2 parking spaces be provided exclusive of an enclosed garage”. Parking in front of an enclosed garage would be included in this calculation.

R. We have proposed a replacement amenity and parks covenant that retains all park and amenity requirements that currently exist in zoning and a registered covenant. We do not agree with the addition of a penalty clause (inflation) that adds additional costs from the date the existing covenant was registered as this was not a term of the original agreement, and it is unreasonable to apply it retroactively.

S. We note the Drive Through Design Requirements Proposal (Nov 6, 2023) are attached in the staff report, and we confirm that we have sent these requirements to our architects for any final comments, suggestions, or additions they may have.

I hope the above information is helpful, please contact the undersigned with any questions you may have.

Regards,

A black rectangular box redacting the signature of Wayne Hopkins.

Wayne Hopkins

A black rectangular box redacting contact information, likely a phone number or email address.



COWICHAN
VALLEY
REGIONAL
DISTRICT

REFERRAL REPORT

DATE OF REPORT December 5, 2023

FROM: Development Services Division
Land Use Services Department

SUBJECT: Application No. RZ23A03 (Stone Bridge)

REFERRAL TO: Advisory Planning Commission

FILE: RZ23A03

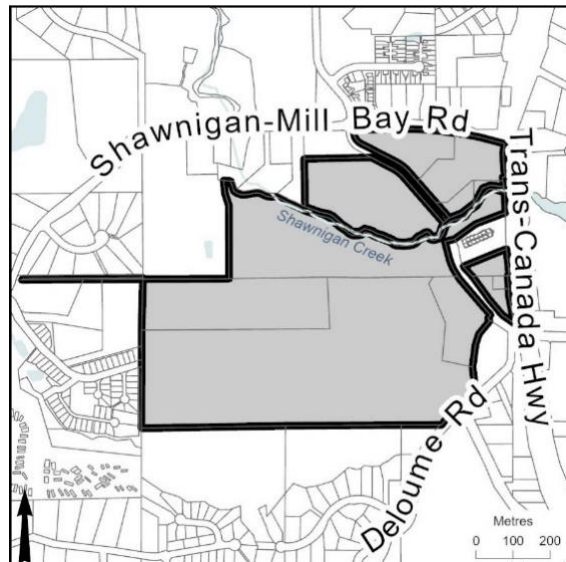
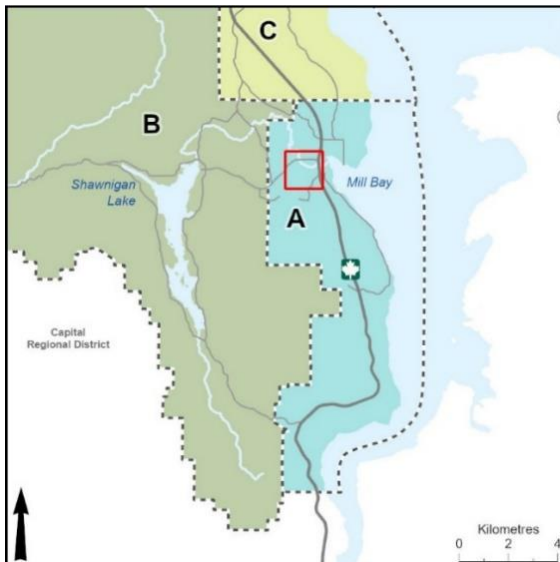
INTRODUCTION

The purpose of this report is to present an application to consolidate and update zoning for the Stonebridge Lands in Mill Bay, as well as several adjacent parcels.

The application is proposing to consolidate the existing zones into one comprehensive development zone with five areas. The applicant anticipates that the Stonebridge development will have up to a 15 year build out. The CVRD Board considered a [preliminary report](#) on this file on [November 8, 2023](#) and have advanced the application to external agencies for comment/feedback prior to considering potential bylaw changes.

Previous applications have been approved for the lands, including an OCP and zoning bylaw amendment to increase residential density, expand options for commercial uses, accommodate a senior citizens' care/housing facility, etc. all of which are reflected in the existing zoning. CVRD staff estimate that based on the land area and existing zoning, the total number of dwelling units that could be constructed today is approximately 753 dwelling units and 176 congregate care (seniors housing) units, for a total of 929 units that are permitted today.

LOCATION MAP



BACKGROUND

The subject properties are located in Electoral Area A. The lands are PIDs 010-208-089, 025-942-310, 000-278-131, 009-488-286, 009-487-247, 009-487-221, 009-528-601, 004-173-287, 029-533-601, and 009-497-803.

These properties have collectively been referred to as the “Stonebridge Lands” and “Pioneer Square”. They represent a key land assembly in the heart of Mill Bay. See Attachment B (Lot Breakdown) for property locations and current and proposed zoning.

APPLICATION SUMMARY

Attachment G ‘*Proposed Drive Though Design Requirements*’ and Attachment H ‘*Stonebridge APC Reference Material*’ has been provided by the Applicant to assist in the APC’s review and discussion.

The applicant has noted that the purpose of this application is to simplify and update the zoning bylaw. The current application consists of three key elements:

1. Rezoning the subject properties to a new comprehensive development zone.
- A 2. Amendments to the Official Community Plan to re-designate some of the lands to *Commercial (Mixed Use)* and to *Stonebridge Comprehensive Development Designation*.
3. Updating and consolidating the community amenity covenant associated with the Stonebridge lands.

These updates would also allow for:

- The expansion of housing typologies to encourage more affordable and attainable options, including:
 - A reduction on the size of single-family and duplex lots to allow for a wider range of housing options.
 - Expanding areas where multi-family dwellings are permitted.
 - B ○ Permitting show-homes (multiple residential buildings on lots capable of further subdivision).
- Allowing drive-thru businesses to operate in commercial areas (subject to zoning regulations and/or development permit guidelines).
- A long-term stay hotel use that could be used for workforce housing accommodation in the short term, and can transition into a hotel when workforce housing is no longer needed.

Official Community Plan Amendments:

The portion of the subject lands zoned [RM-3](#) allows for mixed use developments (commercial ground floors with accessory residential on upper-storeys). The proposed zoning and OCP designation would change this from mixed-use housing to residential and/or commercial (providing flexibility for standalone commercial and/or standalone residential developments in addition to mixed use buildings). These lands are proposed to be added to the Village Commercial designation. See *Table 1*

- C A portion of the lands currently zoned [CD-6](#) adjacent to Pioneer Square lands, is proposed to be added to the Village Commercial designation. See *Table 2*

Table 1 - [RM-3](#) lands: OCP Designation Change

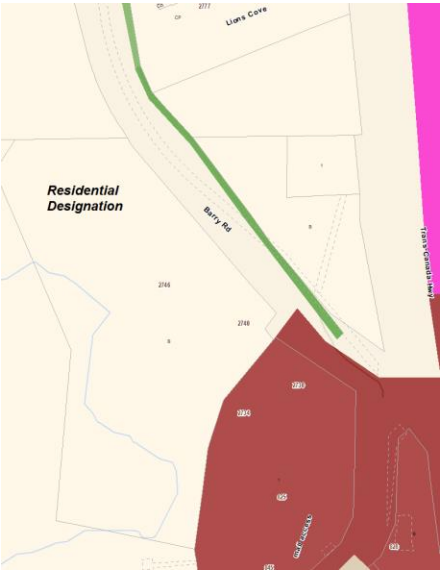
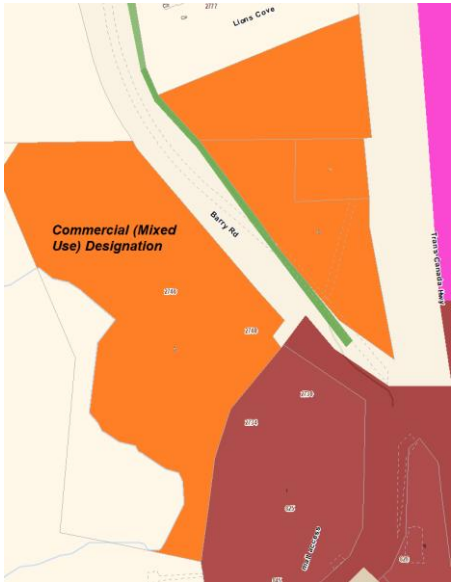
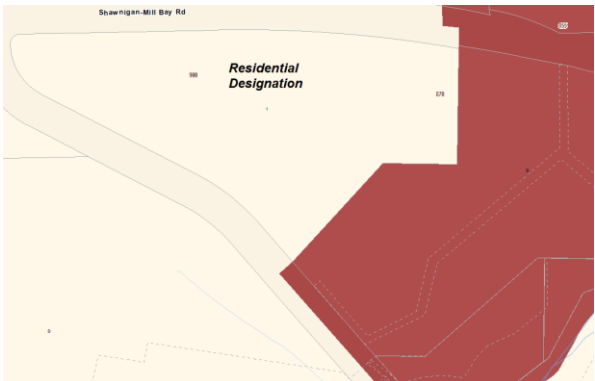
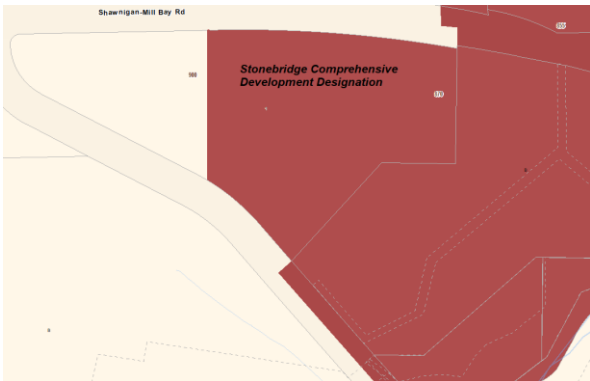
Current	Proposed
	

Table 2 - [CD-6](#) lands: OCP Designation Change

Current	Proposed
	

If the Board advances this application, some modifications may be required to the Draft Modernized Official Community Plan (MOCP) to ensure consistency with permitted densities. Alternatively, this can be done as an internal housekeeping amendment once the MOCP is adopted.

Density:

As the rezoning process is fundamentally a question about the impacts of proposed land uses and density, the potential density permitted under existing and proposed zoning, as well as the potential density given site constraints must all form part of the analysis and discussion.

While the proposed zoning increases permitted density, the applicant submits there is insufficient water to support the density that is currently permitted under existing zoning (929 units). The applicant has provided a build-out estimate of 561 units max. The applicant submits

that while the reduction of minimum lot sizes does increase potential density through zoning, the servicing constraints will limit the actual build out of the site.

Options to address density include:

- **No increase** in the permitted density - a unit cap within each area (e.g. as 929 units are permitted under existing zoning, a density limit could be included for each area and type of development within the proposed comprehensive development zone). The proposed CD zone could provide clarity on how density will be distributed between Areas 1 – 5.
- **Limited Increase** in the permitted density with a cap. The applicant has indicated that if a cap is desired, a 1,000-unit limit could be placed on the build-out of the site, which results in a 71-unit increase in the new zone. The applicant notes that existing servicing constraints (e.g. water) do not presently allow them to achieve the 929 units currently permitted.
- **Increase** in the permitted density - this may be subject to density bonusing provisions (contributions to the appropriate reserve fund per dwelling unit) to offset the impacts to parks, fire protection services, etc.). The CVRD Board may also wish to explore water conservation measures (building design and landscaping) to address impacts to the aquifer.

Proposed Covenant:

The general intent of the updated/modernized covenant is to remove the density bonusing provisions from the CD-8 Zone (South Lands) and provide one combined covenant for all of the lands. The existing Covenant only applies to a portion of the lands. The portion of the lands zoned 'CD-8' is not covered by the covenant and density bonusing provisions are embedded in the zoning bylaw.

The applicant proposes to maintain the same Park Fund Contribution for Electoral Area A, the transfer of greenspace (riparian areas with trail and sign improvements), the transfer for usable park land (e.g. tot lots with amenities), and the transfer of two parcels to an affordable housing provider.

The applicant proposes some modifications to the schedule for providing Park Fund Contributions to the CVRD, as well as some additional clarity regarding protections to the Stonebridge (e.g. replacement and repair thresholds).

Development Permit Guidelines:

If the Board advances this application staff may recommend:

- Possible amendments to DPA – 9 (Intensive residential) design guidelines. In particular, to deal with smaller narrow lots with front-access parking for suites.
- Possible amendments to DPA – 10 (multi-family) to establish targets for private amenity space and common amenity space in multi-family developments;
- Possible amendments to DPA - 11 (commercial and Mixed use) to establish targets for private amenity space and common amenity space in congregate care facilities, and,
- Possible amendments to DPA - 11 (commercial and Mixed use) to establish minimum standards for drive-thru establishments.

Examples of possible amendments to DPA – 9 (Intensive residential) design guidelines

Attachment H (the applicant's *APC Reference Material*) includes sample site plans showing the various single-family and duplex site configuration options envisioned for the development.

DPA 9 Guideline 1R5: Notes that driveways, parking and services Areas should be clustered and screened from view.

The guidelines include a graphic (*Figure 4-40* – which is attached for convenience) to help illustrate the guideline objectives.

This guideline could be expanded upon to include front-access garage/driveway options, and establish objectives for a balance of hard surfacing with landscaped areas.

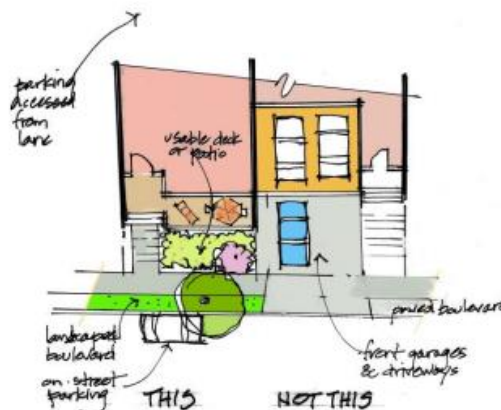


Figure 4-40: Garages are ideally located in the back of the house to front active uses on the street.

DPA 9 Guideline 1R4: states that garages should be designed to be 'secondary' to the primary form of the home, and recessed behind the front façade of the building.

Guideline 1R4. Generally limits building design options to those that recess garages. This can become challenging on smaller lots with limited widths. Alternative options are not presently contemplated; however, this guideline could be expanded upon to include:

- using a columned portico to frame the front entrance;
- coloring garage doors to blend into the design of the home;
- using columned roof overhangs over primary entrances;
- using two single-garage doors rather than one larger one; and,
- where lot configuration permits, designing garages that are not recessed but are 'side access only' (so garage doors are not immediately visible from the public street);

Front access garages and driveways can also limit the available front-yard space for landscaping. This can become challenging on smaller lots with limited widths. DPA 9 guidelines could be expanded upon to include:

- a minimum [%] of front yards to include intensive landscaping (i.e. layered planting of trees and shrubs within garden beds and/or planters rather than just lawn) to support year-round screening between neighbouring driveways.
- to help reduce the visual dominance of driveways, driveway widths will generally be limited to 6.0m may be expanded to 9.0m if two types of paving materials are used.
- driveways larger than 6.0m in width are encouraged to include permeable pavers, adjacent raingardens or bioswales to help capture stormwater;
- buildings with secondary suites shall include a functional (e.g. large enough for seating) private outdoor space for suite tenants in addition to the outdoor areas reserved for primary residents.

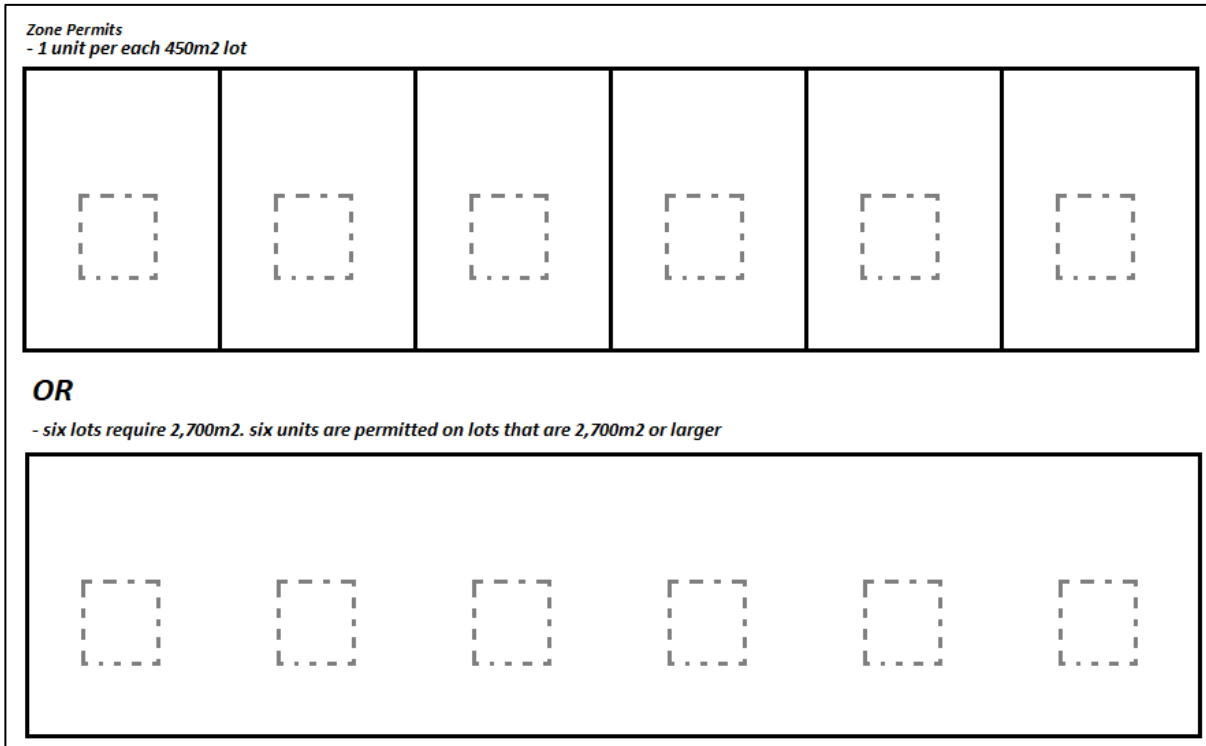
The CVRD Board may also wish to amend Schedule C of the Official Community Plans to refine where DPA 9 is applicable. At present, in areas A, B and C, it applies to single-family detached dwellings on parcels less than 0.074 ha (740m²). Since the owner is also proposing show

homes, this may be worth expanding to include single-family detached dwellings on any sized parcels in the event that more than 2 homes are proposed to be situated on a single parcel.

Show Homes:

F The applicant is requesting a zoning provision that would enable multiple homes to be built on a single lot that is capable of further subdivision. A zoning regulation reduces the risk/liability to the CVRD in the event that show homes are sold and/or occupied prior to subdivision by enabling the development of a multiple dwelling building strata.

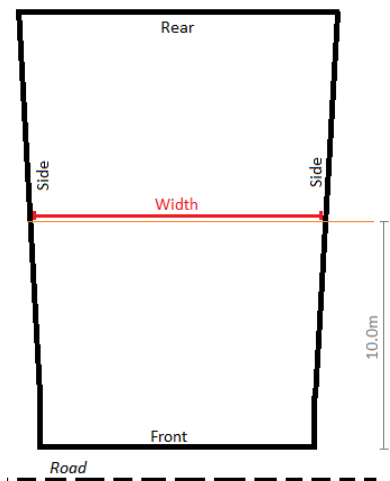
Figure 1 - *Show Home Concept*



Parcel Width:

The applicant has proposed a definition for parcel width: "*Parcel Width*" means the horizontal distance between side lot lines measured at right angles to the lot depth and ten metres from the front lot line.

The applicant proposes to require a minimum 10 m parcel width for single-family lots (which may be 300 m² or larger). The applicant also proposes a 14 m parcel width for duplex lots (which may be 500 m² or larger). The intent of the minimum parcel width requirement is to ensure that there is sufficient space for parking areas on smaller lots (particularly for those with suites).



Workforce Housing:

G The applicant is interested in including a 'hotel' use with special regulations to allow 'extended-stay' in the proposed zone. This would enable the operator to target guests staying five or more nights such as emergency service workers (e.g. firefighters), and short-term contract workers.

"Extended Stay Hotels" and "Workforce Housing" have been discussed as part of the CVRD's Workforce Housing Strategy Project: <https://www.planyourcowichan.ca/workforce-housing>. An extended stay hotel can offer short-term and/or long-term accommodation options for guests.

Drive Through Facilities:

H Attachment F (the applicant's *Proposed Drive Through Standards*) includes a summary of guidelines and regulations proposed to help regulate Drive Through Facilities throughout the Commercial areas within the Stonebridge development. The applicant is interested in securing the option to establish drive through facilities in any of the commercially zoned areas.

At present, *Section 4.18* of the South Cowichan Zoning Bylaw No. 3520 does not permit drive-through facilities for any restaurant, coffee shop or cafeteria unless such a use has been explicitly permitted in a zone. No existing zone explicitly allows for drive-through facilities.

Drive-Through facilities are generally not supported without a site-specific rezoning proposal (so that the design and location of drive-thru facilities can be evaluated with respect to impacts on neighbouring parcels and/or road networks); however, the CVRD Board can consider allowing drive-through facilities as part of this application.

The applicant has proposed a variety of bylaw standards and development permit guidelines to regulate drive through facility design standards. The intent of these standards is to regulate the general design and location of drive-thru facilities with respect to impacts on neighbouring parcels, site functionality, and/or impacts to road networks.

If the CVRD Board is interested in facilitating drive through facilities staff will recommend possible amendments to DPA - 11 (commercial and Mixed use) to establish guidelines for drive through facilities.

DPA – 11 (commercial and Mixed use) design guidelines

I Attachment H (the applicant's *APC Reference Material*) includes sample site plans showing the conceptual aesthetic for Stonebridge Village (formerly Pioneer Square) as well as a conceptual site plan.

This plan will require further refinement to substantially achieve the CVRD's General [Form and Character Design Guidelines](#) as well as the CVRD's [Commercial and Mixed use Development Design Guidelines](#).

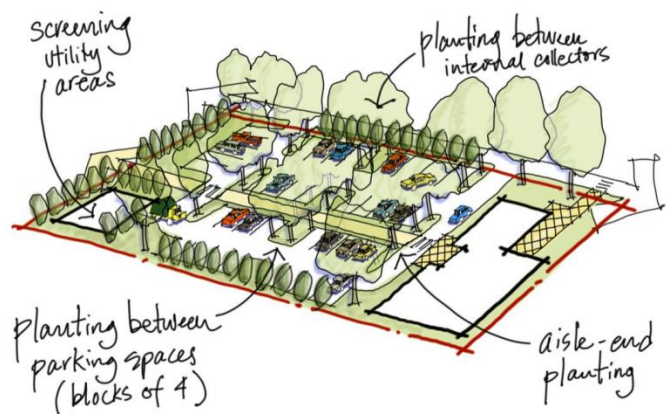


Figure 7: Support pedestrian movement, safety and comfort in parking areas.

For example:

- *Guideline CM8*: Notes that parking areas should be clustered in groups of no more than 20 spaces, with landscaping (using pervious materials).
- *Guideline FCG23*: Notes that surface parking should be located at the rear and/or side of buildings to further promote quality pedestrian realm design along active frontages.
- *Guideline FCG26*: Notes that pedestrian walkways should be separated from parking areas with raised and/or landscaped features and, where walkways and parking areas share space, use design features (e.g. different colours, materials and/or textures) to clearly indicate that pedestrians have priority.
- *Guideline FCG19*: Encourages the configuration of development within larger parcels to accommodate pedestrian connections among/between and beyond individual building sites.
- *Figure 7* is referenced in the design Guidelines as an example that supports pedestrian movement, safety and comfort in parking areas.

Guideline CM10. States that “Where permitted, drive-thru facilities should be located at the side or rear of the building, except where such siting will conflict with adjacent residential uses, in which case alternate orientations may be considered.”

If the CVRD Board is interested in facilitating drive-through facilities - expansions and refinement to Guideline CM10 are recommended.

Building Height & Expanded Housing Options:

At present, the maximum building height for multi-family homes within existing residential zones is generally limited to 10-15 meters which can potentially permit two to four storey buildings (depending on topographic site conditions). The CD-8 portions of the site is generally limited to 10 meters which can potentially permit two to three storey buildings. See *Attachment B* for a map.

The CD-6 (Seniors Congregate Care) zone allows for building heights that do not exceed 57.0m Geodetic (metres above sea level). The applicant estimates that this would potentially permit 22m tall buildings (potentially five to six storeys) based on existing topography. The applicant proposes to extend the max 22m height to all residential areas within the proposed CD Zone.

The CVRD's General Form and Character and DPA – 10 (Multi-Family Residential Development) design guidelines include:

- *Guideline FCG38* – which states “where appropriate, use stepped massing to transition and improve the relationship between developments of differing scale. Adjacent building heights should not be greater than one-and-a-half storeys higher than existing adjacent development, with additional storeys terraced back with a minimum step back of 3 m”;
 - *Guideline MR2* – which states “where a proposed building would be taller than adjacent development, a podium feature similar in height to an abutting building (or buildings) should be considered to provide transition in scale. Where a building
-

exceeds four storeys in height, all storeys above the podium should be setback 3 m to create a comfortable street environment.”

- Figure 15 – referenced in the guidelines, provides an example where a proposed building would be taller than adjacent development, upper floors should step back to provide transition in scale

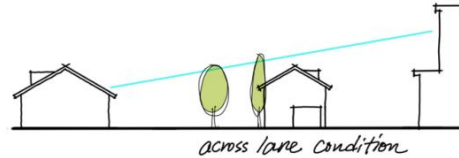


Figure 15: If a proposed building would be taller than adjacent development, upper floors should step back to provide transition in scale.

The CVRD Board could also consider limitations within the proposed comprehensive development zone to limit areas where multi-family buildings exceeding 15m in height are permitted.

If the CVRD Board is interested in expanding options for multi-family buildings throughout the Stonebridge development, it may also wish to adopt additional guidelines to help enhance transition between single-family/duplex and multi-family building forms.

Examples:

- Carefully position doors, balconies, patios, and windows on multi-family developments to minimize direct views into neighboring dwellings;
- Privacy of adjacent dwellings should be maintained through increased setbacks above the ground floor, careful placement of doors and patios, and offsetting windows on adjacent facades. Be especially mindful of privacy concerns along side-yards and building façades facing single-family/duplex houses;
- Maintain privacy for nearby homes by increasing the distance between buildings, utilizing common property amenity areas or private amenity spaces within the development to act as a buffer for adjacent lands;
- For multi-family developments, centralize usable private open spaces. Arrange multi-family units to face this common central area, rather than overlooking adjacent lands, to enhance privacy for residents;
- Use fencing, screening, and landscaping in the site layout to ensure privacy for neighboring properties.

POLICY & REGULATORY CONSIDERATIONS

Development Permit Areas:

The subject property is currently subject to the following Development Permit Areas (DPA): DPA-1 [Riparian Protection](#); DPA-2 [Sensitive Ecosystem](#); DPA-4 [Aquifer Protection](#); DPA-5 [Wildfire Hazard](#); DPA-9 [Intensive Residential](#); DPA-10 [Multi-Family Residential](#); DPA-11 [Commercial and Mixed-use](#); DPA-13 [Energy and Water Conservation; Greenhouse Gas Emissions Reduction](#).

South Cowichan Zoning Bylaw No. 3520:

The subject property is split into eight distinct zones: [CD-8](#) – Village Comprehensive Development 8 – Stonebridge South [CD-9A](#) – Village Comprehensive Mixed Use 9A [CD-9B](#) – Village Comprehensive Residential 9B [RM-3](#) – Medium Density Multiple Family Residential 3 [R-2](#) – Village Suburban Residential 2 [C-5](#) – Village Commercial 5 [CD-6](#) – Village Comprehensive Development 6 – Congregate Care [P-1](#) – Parks 1

Background Info & Proposed Zoning:

- Attachment B (Existing Zone Map & Comparison Table) illustrates the boundaries of the existing zones as well as a comparison with the proposed Stonebridge Comprehensive Development Zone. This includes estimates for existing permitted densities.
- Attachment C (Lot Breakdown) also provides a summary of the existing zoning and official community plan designations that currently apply to the property.
- Attachment A – illustrate the applicant's proposed Comprehensive Development Zone's Components
- Attachment H (the applicant's *APC Reference Material*) includes a conceptual subdivision plan with road layout.

CONCLUSION

We would appreciate receiving any comments and recommendations you may have regarding this application so they can be incorporated into a report that will be prepared for a future Electoral Area Services Committee (EASC) meeting, where the CVRD Area Directors will consider the application. Should you require any further information or have questions regarding the application, please contact the undersigned.

Prepared by:

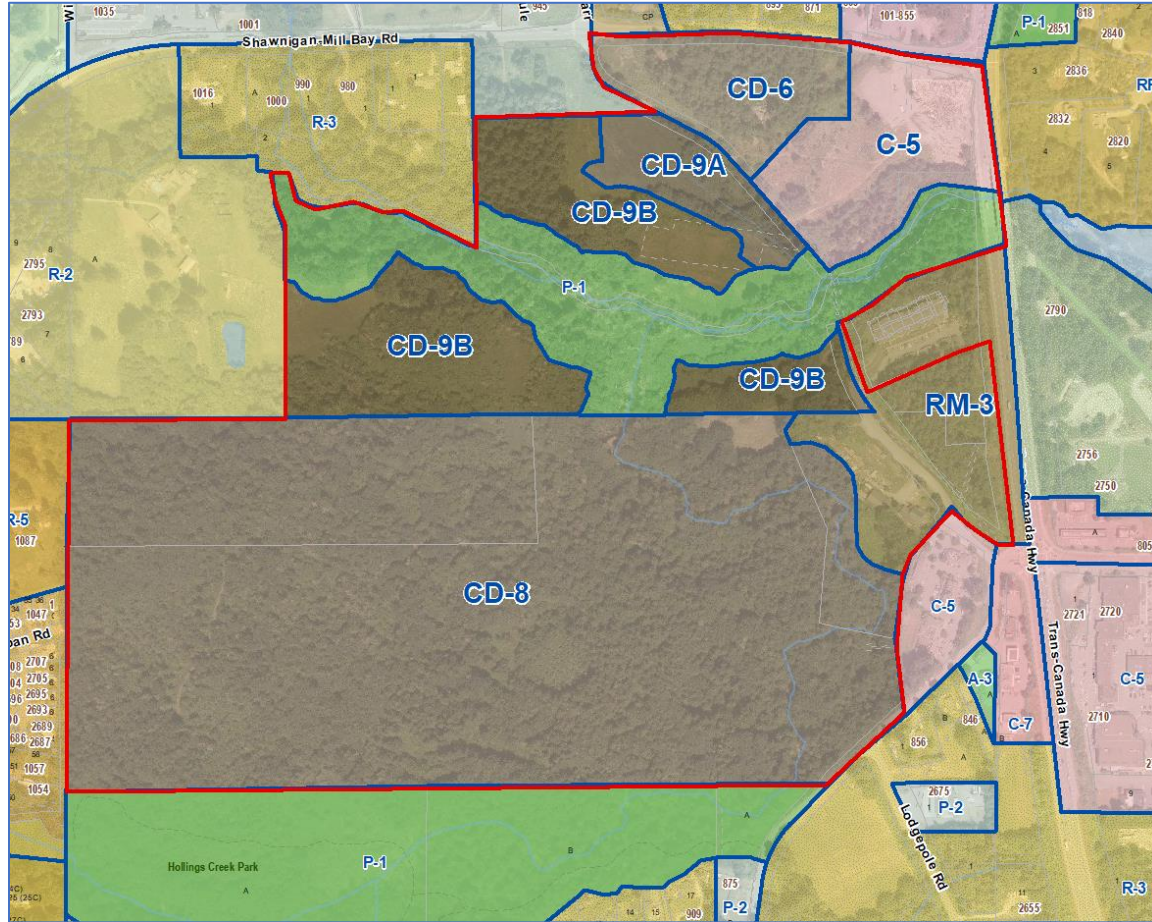


Richard Buchan, Planner III
Phone: 250-746-2674
Email: richard.buchan@cprd.bc.ca
Development Services Division
Land Use Services Department
Cowichan Valley Regional District

Attachments:

- Attachment A – Applicant's Proposed CD Zone Components
- Attachment B – Existing Zone Map & Comparison Table
- Attachment C – Lot Breakdown
- Attachment D – Internal Referral Responses
- Attachment E – Applicant's Rationale
- Attachment F – Existing Covenant
- Attachment G – Applicant's Proposed '*Drive Through*' Design Criteria
- Attachment H – Applicant's APC Reference Material

Existing Zoning Map



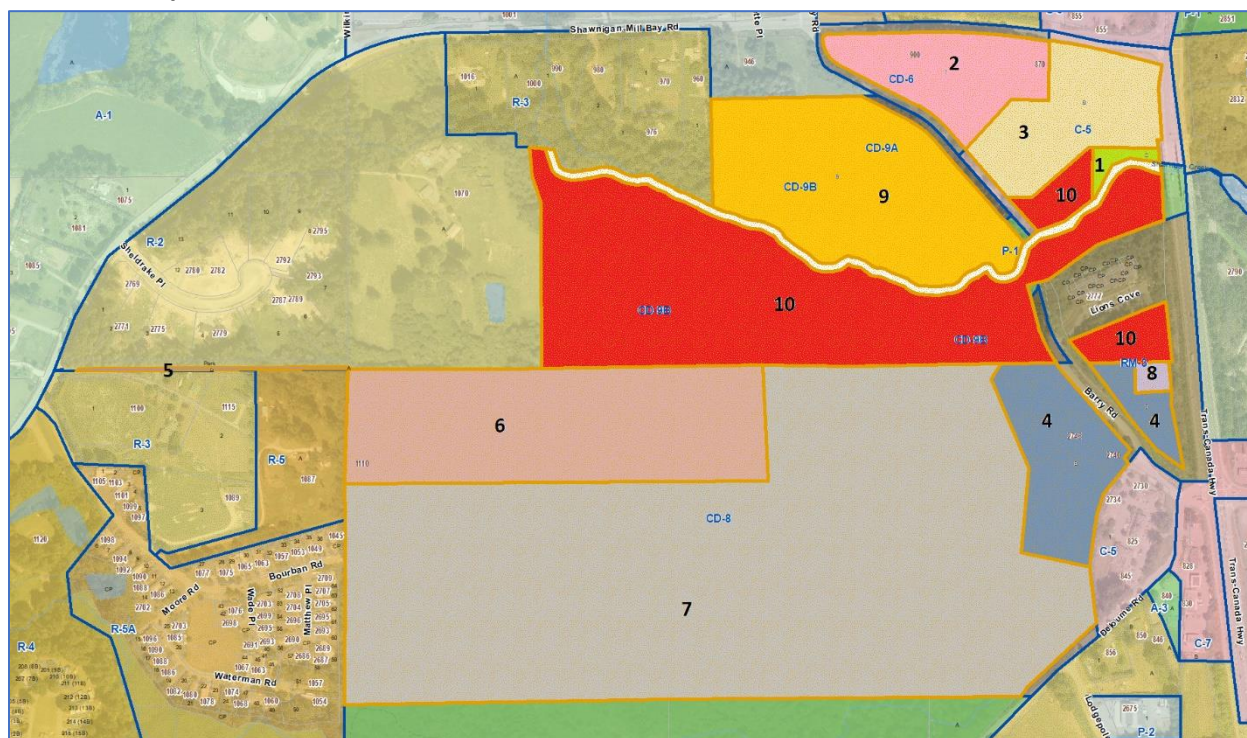
Zone Comparison Table

Existing Zones	Proposed CD Zone
<p>Approximately 2.2 ha (22,095 m²) of the subject lands are zoned CD-6</p> <ul style="list-style-type: none"> Permits senior's congregate housing and accessory commercial and service uses. Minimum parcel size is 1 hectare (10,000 m²). Maximum density of residential facility units and personal care units combined shall not exceed 80 units per hectare (approx. 176 units for the subject lands). 	<p>Area 1 – replaces the existing CD-6 zoning, and reduces the land area available for seniors congregate care.</p> <ul style="list-style-type: none"> No density cap other than a 55% lot coverage, 1000 m² min parcel and, 22 m (approx. 6 storey) height limit.
<p>Approximately 1.49 ha (14,904 m²) of the subject lands are zoned CD-9A</p> <ul style="list-style-type: none"> The CD-9A zone permits Seniors residences and multi-family dwellings on lots 1,000 m² or larger. 	<p>Area 2 – replaces a portion of lands zoned CD-9B, and all of the lands zoned CD-9A.</p> <ul style="list-style-type: none"> No density cap; density limited by minimum lot size, parcel coverage, setbacks and building height.

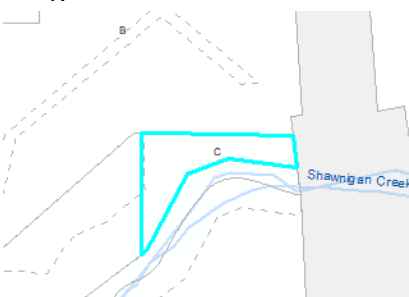

Attachment B – Existing Zone Map & Comparison Table


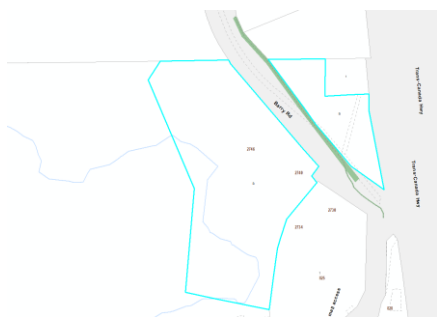
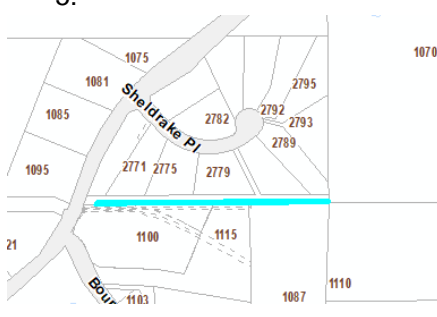
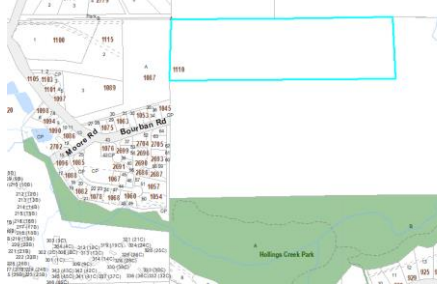
<ul style="list-style-type: none"> A maximum number of 140 dwelling units are permitted in this zone. 	<ul style="list-style-type: none"> Minimum density of 150 multi-family dwelling units
<p>Approximately 7.86 ha (78,632 m²) of the subject lands are zoned CD-9B</p> <ul style="list-style-type: none"> The CD-9B Zone allows for a minimum parcel size of 450 m² (single family), 700 m² (duplex), and 1,000 m² (multi-family). Maximum 140 dwelling (subject to the transfer of riparian assessment areas for park purposes, amenity contributions, and two serviced duplex parcels). <p>Approximately 34 ha (345,727 m²) of the subject lands are zoned CD-8.</p> <ul style="list-style-type: none"> Minimum parcel size of 450 m² (single family), 700 m² (duplex), and 1,000 m² (multi-family). Secondary suites permitted on lots 600 m² or larger for single-family, and on all duplex lots. The base number of units (not including suites) that can be created are 325 units (subject to 8 ha of land being transferred to the CVRD). 	<p>Area 3 – replaces the remainder of the lands zoned CD-9B, as well as the lands zoned CD-8.</p> <ul style="list-style-type: none"> No density cap; density limited by minimum lot size, parcel coverage, setbacks and building height.
<p>Approximately 2.48 ha (24,840 m²) of the subject lands are zoned RM-3</p> <ul style="list-style-type: none"> The RM-3 Zone allows for a minimum parcel size of 2,000 m² for multi-family dwellings. This zone allows accessory commercial uses on lots where a multi-family dwelling has been established The RM-3 zone allows for a maximum of 35 dwelling units per hectare (approx. 86 units for the subject lands). 	<p>Area 4 – replaces the existing RM-3 zoning</p> <ul style="list-style-type: none"> No density cap; density limited by minimum lot size, parcel coverage, setbacks and building height. Drive-Thru, and Workforce housing/ long-term hotel stay uses added.
<p>Approximately 3.14 ha (31,482 m²) of the subject lands are zoned C-5</p> <ul style="list-style-type: none"> Allows for commercial uses, as well as multiple family residences above the ground floor of any building. Minimum parcel size is 1,000 m² for parcels serviced by a community water and sewer system. Allows for a maximum of 20 dwelling units per hectare (approx. 62 units for the subject lands). 	<p>Area 5 – replaces the existing C-5 zoning</p> <ul style="list-style-type: none"> Retains the maximum 20 dwelling units per hectare; however, additional land added from the existing CD-6 zoning to Area 5. Drive-Thru, and Workforce housing/ long-term hotel stay uses added.

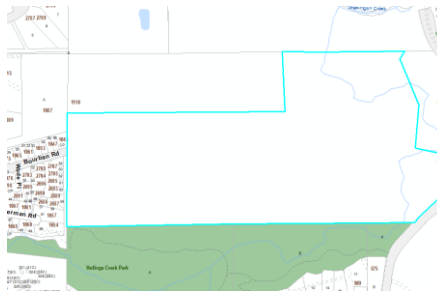
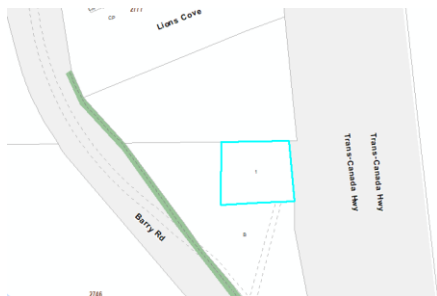


Overview Map



Lot Breakdown

PID	Zone	Proposed Zone	OCP	Map
010-208-089 Area: 2,023 m ²	C-5 – Village Commercial 5	CD – Area 5	Regional: Commercial LAP: Village Commercial	1. 
025-942-310 Area: 22,095 m ²	CD-6 – Village Comprehensive Development 6 – Congregate Care	Split: CD – Area 1 CD – Area 5	Regional: Residential LAP: Mixed-Use Comprehensive	2. 

000-278-131 Area: 25,292 m ²	C-5 – Village Commercial 5	CD – Area 5	Regional: Commercial LAP: Village Commercial	3. 
009-488-286 Area: 31,067 m ²	CD-8 – Village Comprehensive Development 8 – Stonebridge South RM-3 – Medium Density Multiple Family Residential 3	CD – Area 4	Regional: Residential LAP: Stonebridge Comprehensive Development	4. 
009-487-247 Area: (combined with PID 009-487-221)	R-2 – Village Suburban Residential 2	No Change: This strip is identified to be a trail connection	Regional: Residential LAP: Village Residential	5. 
009-487-221 Area: 68,472 m ²	CD-8 – Village Comprehensive Development 8 – Stonebridge South	CD – Area 3	Regional: Residential LAP: Stonebridge Comprehensive Development	6. 

009-528-601 Area: 271,220 m ²	CD-8 – Village Comprehensive Development 8 – Stonebridge South	CD – Area 3	Regional: Residential LAP: Stonebridge Comprehensive Development	7. 
004-173-287 Area: 1,885 m ²	RM-3 – Medium Density Multiple Family Residential 3	CD – Area 4	Regional: Residential LAP: Multi-Family Residential	8. 
029-533-601 Area: 57,396 m ²	CD-9A – Village Comprehensive Mixed Use 9A CD-9B – Village Compressive Residential 9B P-1 – Parks 1	CD – Area 2	Regional: Residential LAP: Stonebridge Comprehensive Development	9. 
009-497-803 Area: 120,531 m ²	CD-9A – Village Comprehensive Mixed Use 9A CD-9B – Village Compressive Residential 9B RM-3 – Medium Density Multiple Family Residential 3 P-1 – Parks 1	Split: CD – Area 3 CD – Area 4 CD – Area 5	Regional: Residential LAP: Stonebridge Comprehensive Development <u>Portion in Red:</u> Regional: Commercial LAP: Village Commercial	10. 



CVRD INTERNAL REFERRAL RESPONSES

COWICHAN VALLEY REGIONAL
DISTRICT

175 Ingram Street, Duncan, B.C. V9L 1N8
Tel: 250.746.2620 | Fax: 250.746.2621

CVRD File No.:	RZ23A03 (Stonebridge)
Application Type:	Rezoning & OCP Amendment
Subject Property:	PIDS: 010-208-089, 025-942-310, 000-278-131, 009-488-286, 009-487-247, 009-487-221, 009-528-601, 004-173-287, 029-533-601, and 009-497-803
Proposal:	This application is a request that the CVRD Board consider approving an application to consolidate and modernize existing zoning for the Stonebridge Lands in Mill Bay and several adjacent parcels.
Utilities Division <i>(Louise Knodel-Joy & Vanessa Thomson)</i> <div style="color: red; font-weight: bold; font-size: 1.5em; margin-left: 100px;">K</div>	<p><input checked="" type="checkbox"/> Application supported subject to the recommendations outlined below.</p> <p><i>With respect to our Division's goals/interests, we offer the following comments:</i></p> <ul style="list-style-type: none"> • <i>The Stonebridge developers are working with the CVRD and other developments to join the Mill Springs Wastewater system and upgrade the collection system.</i> • <i>The proposed development will require an eventual upgrade of the wastewater treatment plant, but the anticipated timeline for the development of 10-15 years, so therefore not an issue at this time.</i> • <i>Consolidation of this site, has no bearing on the sewer system expansion at this time and Utilities division will refer to Land Use Services for their expertise.</i> • <i>Provision of potable water, is Mill Bay Water District, an Improvement District.</i> • <i>Further CVRD has no drainage systems in the area.</i>
Building Inspections and Bylaw Enforcement Division <i>(Sonny Bryski)</i>	<p><i>With respect to our Division's goals/interests, we offer the following comments:</i></p> <ul style="list-style-type: none"> • <i>Continued discussions will take place with the applicants through the rezoning process regarding the Building Inspection and Bylaw Enforcement Division interests pertaining to options for show homes.</i> • <i>If the Board wishes to provide options to show homes, Building Inspections recommends that the CVRD provide a zoning regulation that allows multiple homes on a larger lot. This would provide an option to construct show homes which could receive an occupancy permit.</i> • <i>Building Inspections & Bylaw Enforcement Division has also flagged concerns with respect to Spatial Separation as it relates to small narrow lots. The proposed 300m2 lots increase the likelihood that the side elevations of each dwelling will not be</i>

	<p><i>permitted to have unprotected openings (which significantly limits building design options).</i></p> <ul style="list-style-type: none"> • <i>Bylaw Enforcement is not supportive of a workforce housing use that does not include a housing agreement; however, zoning provisions for a hotel with flexibility for long-term stays could be supported.</i>
Parks & Trails Division <i>(Tanya Soroka)</i>	<p>☑ Application supported subject to the recommendations outlined below.</p> <p><i>With respect to the Parks & Trails Division's goals/interests, we offer the following comments:</i></p> <ul style="list-style-type: none"> • <i>Continued discussions will take place with the applicants through the rezoning process regarding the Parks and Trails Division interests per the registered section 219 community amenity covenant.</i> • <i>The Parks and Trails Division will work with Development Services Division to finalize the new replacement covenant ensuring the needs of the community are met per the adopted 2015 Electoral Area A Community Parks & Trails Master Plan.</i> • <i>The application should be referred to the Electoral Area A Parks Advisory Commission for comments on the amended covenant.</i>
Environmental Services Division <i>(Keith Lawrence)</i>	<p>☑ Application supported subject to the recommendations outlined below.</p> <p><i>With respect to our Division's goals/interests, we offer the following comments:</i></p> <p><i>We understand that:</i></p> <ul style="list-style-type: none"> • <i>Based on the land area and existing zoning – the total number of dwelling units that could be built today is approximately 929 units.</i> • <i>Despite the zoning allowance for 929 units (plus commercial buildings), the developers estimated that the potential build-out is 561 units based on the infrastructure constraints that exist today.</i> • <i>The development is presently anticipated to have a 15-year build out, and the constraints that exist today could change tomorrow.</i> <p><i>Our concerns regard the potential increase in density that this application could enable. With no density cap on some of the proposed areas and the possibility of a significant increase in density, the current watershed condition would be unable to accommodate the added stress of this high demand.</i></p> <p><i>On review of the proposal:</i></p> <ul style="list-style-type: none"> • <i>No density caps are proposed for Areas 1 and 4.</i> • <i>A density cap is proposed for Area 5</i> • <i>For Areas 2 and 3 the developer notes that their intent is to have a mix of single-family, duplex, and multi-family lots</i> <ul style="list-style-type: none"> ○ <i>Under existing zoning, Areas 2 and 3 currently have a density cap of 605 units (single-family or duplex).</i> ○ <i>The proposed zoning for Areas 2 and 3 would potentially result in a density of 942 Single-Family Lots, or 565 duplex lots (1,131 units), or 282 multi-family lots (each multi-</i>

M

family lot would be capable of accommodating a 6-storey building under the proposed zoning). We understand that the developer intends to build a mix of single-family, duplex and multi-family lots.

Our recommendations are as follows:

- *A density limit should be included for each area within the proposed comprehensive development zone.*
- *The Environmental Services Division notes that a density cap would not prevent the developer from applying for future zoning amendments when/if infrastructure and water supply constraints can be overcome and environmental impacts addressed in the future. The Division would prefer that requests for density increases be tied to available infrastructure and water resource capacity so that the true impacts of a development can be evaluated and understood prior to approvals.*
- *Since the developer suggests that the density permitted under the existing zoning provisions cannot be achieved, the Environmental Services Division would support a reassignment of density.*
 - *For example, since the existing RM-3 zone (proposed Area 4) allows for a maximum of 35 dwelling units per hectare (approx. 86 units for the subject lands). If the developer only plans to build 40 units in Area 4, the remainder 46 units could be transferred to Area 3. This would help to facilitate the intent of this rezoning (providing flexibility for a mix of multi-family building options) without increasing overall site density.*
- *We understand that the province's Water Protection group is developing a hydrological model for surface and ground water. While the Ministry of Forests has previously communicated that the watershed model will not be a determining factor for future decision-making pertaining to water licensing, their model is intended to support decision making on water resource allocations.*
- *If no density cap is proposed, or if a density increase is proposed, we recommend that further decisions on rezoning in the Shawnigan Creek watershed be postponed until after the establishment of the watershed model.*

Any additional density should be evaluated against the watershed Model.

Once this model is established, we recommend the following:

- *The establishment of a water use plan for the Shawnigan Creek watershed which considers water supply and groundwater stresses, demand and availability for the long term.*
- *Solutions outlined in the plan should include water conservation measures and the potential need for both community and site-specific water storage options.*

We also expect the following:

- *A liquid waste management connectivity plan be put in place to reduce potential impact on the surrounding environment due to the increase in usage of the current system.*

so long as other proxy regulations are sufficiently well developed (for example, regulating density indirectly through building massing regulations like floor area ratio; off-street parking; parcel coverage; minimum setback of garage door from road right-of-way).

- Workforce housing concept is good and I would make a pitch for totally flexible MFR/hotel occupancies combined and have the owner/developer regulate occupancies as needed.
- Show homes should be accommodated if at all possible and staff seem to have found a suitable way to do this.
- If secondary suites are permitted within single residential dwellings, parking for both the suite and dwelling should be required on each parcel. Sufficient parking spaces should be shown on the site plan for each parcel. The driveways should be long enough to ensure large sized vehicles (such as large trucks) do not overhang onto the road.
- Driveway lengths should be at least 6 meters to accommodate large trucks and other large vehicles so they do not overhang onto the road.
- Garage parking should not be considered a parking space (all required parking should be able to be accommodated in the driveway). Many times, in such dense developments on smaller parcels, garage space ends up being used as storage areas. This pushes parking to the driveway and/or street.
- The covenant should be amended to require any financial contribution to the CVRD to be adjusted for inflation on the date the contribution is eventually received, starting in 2016 (the year of the current covenant was registered).
- Minimum parcel widths should be carefully considered in terms of providing adequate parking for single residential dwellings and suites.
- Consider adding further regulations that pertain to drive-thrus, including minimum drive-isle widths, RV parking areas (as this is a tourist commuter hub in summer months), etc.
- Definitions are being reviewed as part of the Comprehensive Land Use Bylaw development process. Any definition is subject to change.
- The Comprehensive Land Use Bylaw will also include new/updated parking provisions. The parking for this CD zone should follow the parking regulations proposed in the new bylaw.

S STONEBRIDGE DRIVE THROUGH DESIGN REQUIREMENTS PROPOSAL

1. Location on Site

- a) Drive-throughs shall not be located directly adjacent to any lot designated for residential use, and where a larger site is adjacent to a residential use the location of the drive-through within the site shall not be located within 18 m of the residential use.
- b) Drive-through facilities shall not be located within a building that contains residential use.
- c) Stacking lanes shall be out of view of as much as feasible by placing at rear or side of buildings away from pedestrian access points and screened from public view by use of landscaping and fencing where appropriate.

2. Vehicle Stacking

- a) Provide a minimum of 10 vehicle spaces for restaurant and food sale drive-through facilities, with a minimum of 5 vehicle spaces between the entrance to the stacking lane and the order station.
- b) Provide a minimum of 4 vehicle spaces on site for banking, pharmacies, and similar non-food related use drive-through facilities.
- c) Provide stacking spaces which are measured no less than 3.0 m in width and 6.0 m in length.
- d) To the extent feasible, design stacking lanes to be linear and straight, with a minimum number of curves and turning movements.
- e) Stacking lanes shall be located and designed so as not to block access to parking spaces, loading spaces and pedestrian facilities.

3. Screens, Fences & Landscaping

- a) Integrate landscaping and screening for vehicle stacking lanes into the larger project landscape and streetscape concepts.
- b) Where feasible soft landscaping should be located along the vehicle stacking lane.
- c) Maintain site lines from stacked vehicles to pedestrian crossings by providing low soft landscaping in such area.

4. Pedestrian Access

- a) Include well-articulated pedestrian routes and zones on the site to distinguish pedestrian routes from the entrance or exit of drive-through facilities. Use decorative paving or similar means, complemented by soft landscaping to delineate these linkages.
- b) Pedestrian / barrier free access to building entrances should be provided in a safe and convenient manner, by ensuring that direct pedestrian links to main parking areas and public sidewalks, do not pass through a stacking lane.

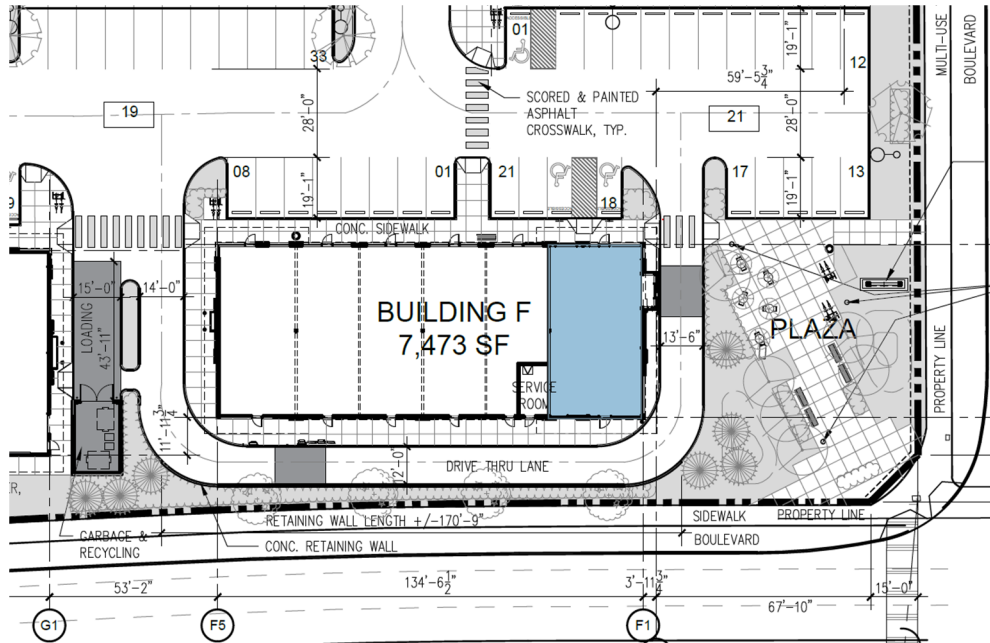
5. Other

- a) Provide sufficient signage where necessary to indicate direction of vehicular travel, stop signs or no entrance areas.

DRIVE THROUGH DESIGN EXAMPLES

Example of a drive-through restaurant (unit in blue) attached to a building.

- Sufficient Stacking for Vehicles
- Drive-through Lane is screened by Landscaping, south and east of the building

**Example of a stand-alone drive-through restaurant.**

- Drive-through Lane is screened by landscaping throughout.

