



# STAFF REPORT TO COMMITTEE

**DATE OF REPORT** April 27, 2022

**MEETING TYPE & DATE** Electoral Area Services Committee Meeting of May 4, 2022

**FROM:** Community Planning Division  
Land Use Services Department

**SUBJECT:** Application No. RZ20A01 (PID: 001-487-141, PID: 030-162-785, PID: 029-304-466, PID: 003-290-751, PID: 007-058-454, PID: 028-938-755, and PID: 012-570-664)

**FILE:** 3360-20 A RZ20A01

## PURPOSE/INTRODUCTION

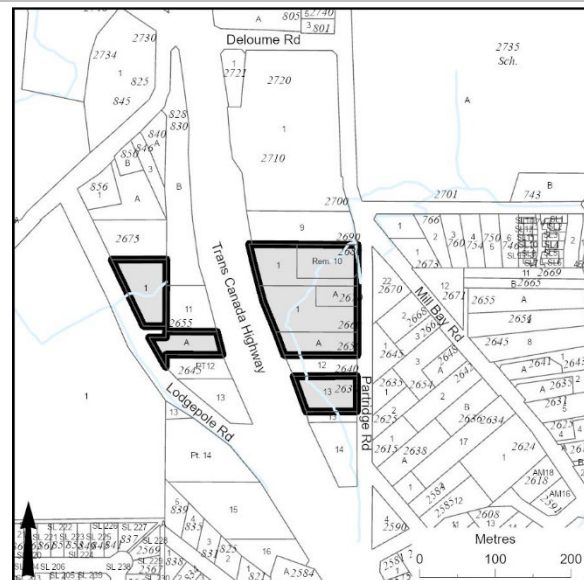
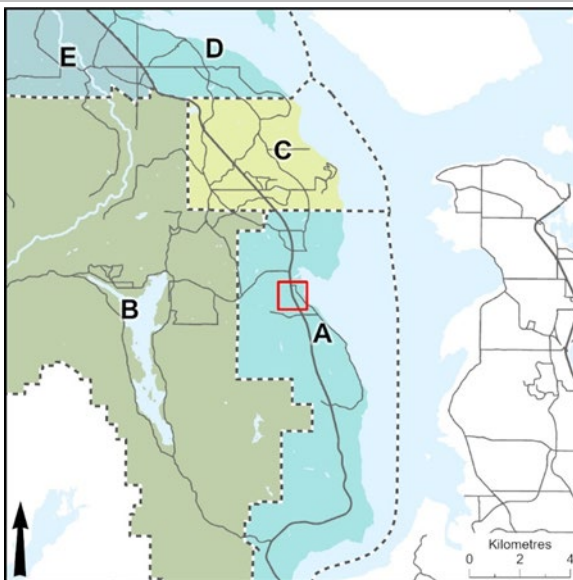
The purpose of this report is to introduce an application to amend the CVRD Electoral Area A – Mill Bay/Malahat and C – Cobble Hill (South Cowichan) Zoning Bylaw No. 3520, to rezone the subject parcels from R-3 (Village Residential) to P2-A (Private School Institutional), to facilitate a public daycare, staff accommodation and sports fields.

## RECOMMENDED RESOLUTION

That it be recommended to the Board:

1. That the application and conceptual use plan for the lands to the east of the Trans-Canada Highway for Application No. RZ20A01 be referred back to the APC for comment; and
2. That the applicant for Application No. RZ20A01 provide a traffic study, environmental report and more detailed site development plans before this matter is considered again by the Electoral Area Services Committee.

## LOCATION MAP



## BACKGROUND

Address:

2630, 2650, 2660, 2670, 2680 Partridge Road, Lot 1 Partridge Road, and Lot 1 Lodgepole Road.

---

<u>Agent / Owners:</u>	Tom Shadlock / Brentwood College
<u>Existing Use of Property:</u>	Residential
<u>Use of Surrounding Properties:</u>	
<u>North:</u>	Residential
<u>South:</u>	Residential
<u>East:</u>	Residential
<u>West:</u>	Trans-Canada Highway (TCH)
<u>Agricultural Land Reserve:</u>	Outside
<u>Existing Water:</u>	Mill Bay Waterworks District
<u>Existing Sewage Disposal:</u>	Mill Bay Sewer System
<u>Fire Protection:</u>	Mill Bay Volunteer Fire Department
<u>Archaeological Site:</u>	Unknown
<u>Environmentally Sensitive Areas:</u>	Edwards' Beach Moth & nearby streams
<u>Wildfire Hazard Rating:</u>	Moderate
<u>Existing Official Community Plan Designation:</u>	R (Village Residential)
<u>Zoning:</u>	R-3 (Village Residential 3)
<u>Development Permit Area(s) (DPA):</u>	Riparian Protection, Aquifer Protection, Wildfire Hazard DPAs
<u>Proposed Official Community Plan Designation:</u>	I (Institutional) & Multi-Family Residential (R)
<u>Proposed Zoning:</u>	P-2A (Private School Institutional 2A Zone)
<u>Proposed Water:</u>	Mill Bay Waterworks District
<u>Proposed Sewer:</u>	Mill Bay Sewer System

Property Context:

The parcels are located within the Mill Bay Village Containment Boundary and within walking distance from the Mill Bay Shopping Centre and Brentwood College School.

This application also includes a proposed amendment to the Official Community Plan for the Electoral Areas Bylaw No. 4270, from Village Residential (R) to Institutional (I) and Multi-Family Residential (R) Designations.

#### **APPLICATION SUMMARY**

This application was originally submitted in April 2020 after the school received a grant from the Ministry of Children and Family Development. The grant would help the school establish a public child care facility on an already owned piece of land located at 2650 Partridge Road (parcel is split by the road – location of daycare is proposed to the West of the TCH). In addition, the applicant is requesting to rezone the remaining parcels to P-2A, to facilitate the development of those sites into staff accommodation and sports fields. The rezoning would then provide consistent zoning for the school sites (existing campus is zoned P-2A).

#### **COMMISSION / AGENCY / DEPARTMENTAL CONSIDERATIONS**

The application was referred to the Area A – Mill Bay/Malahat Advisory Planning Commission (APC) in October 2020, and again in December 2020. During those meetings the APC was unanimous in their decision to support a child care facility at 2650 Partridge Road. The APC however, was not in support of rezoning the remaining parcels because the applicants had not provided a conceptual land use plan for those remaining parcels. Instead they wished to maintain the existing use of the parcels for staff accommodation.

Since the meetings with the APC, the applicants have spoken to staff and wish to continue with the application. Additional information has been provided with the intent of satisfying the APCs concerns, including a preliminary land use plan for the remaining parcels.

#### **OFFICIAL COMMUNITY PLAN/POLICY CONSIDERATIONS**

Since the submission of the application in 2020, the Harmonized Official Community Plan for the Electoral Areas (Bylaw No. 4270) was adopted by the Board. Section 4 of that Bylaw refers to the 'transition' time between adopted bylaws and previous ones, citing that development permits for which complete applications had been made on or before the date of adoption of this bylaw may be issued in accordance with the applicable guidelines that were in force prior to that date. There are no similar conditions offered for rezoning applications. Therefore, the policies and objectives of the OCP for the Electoral Areas (Bylaw No. 4270) have been considered in this staff report. In addition, The Electoral Area A – Mill Bay/Malahat Local Area Plan, and the Cowichan Region Child Care Plan (2020) have been considered.

Attachment E to this Report contains the relevant OCP For The Electoral Areas policies and other content in relation to child care. In summary, there is ample support within the OCP for increasing the availability of child care facilities throughout the region and in Mill Bay/Malahat.

Additionally, the Cowichan Region Child Care Plan (2020) contains the following relevant content:

#### **Current State of Child Care in the Cowichan Region**

- For every five children aged 0-12 years old in the Cowichan region, there is approximately one child care space available (a 22% coverage rate).
- Coverage rates are insufficient for infants and toddlers (aged 0-2 years) in most areas of the Cowichan region. The region overall qualifies as a child care desert with a coverage rate of less than 33% for infants and toddlers.
- Cost and availability of spaces are major barriers for families in the region, with approximately one-half of all families reporting that these factors are barriers to them receiving their preferred choice of child care.
- Based on survey findings and secondary data review, it is anticipated that one in five families in the Cowichan region have an unmet need for child care.
- While the majority of parents and caregivers are happy with their personal child care arrangements, only minorities of parents and caregivers, and the general public, believe that child care options are inclusive of children with extra support needs, or representative of the diversity of the communities they serve.

#### **Anticipated Future Child Care Needs**

- The population of children in the Cowichan region is expected to decline by approximately 8%, or 850 children, by 2030. The largest declines will be seen in the 3-5 years and 6-12 years age groups.
- Despite this decline in population, aggressive increases in coverage rates are needed to respond to existing demand, and to anticipate a future surge in demand as a result of provincial government strides towards universal child care coverage in B.C.

One of the recommendations from that report includes supporting the creation of new child care sites in the region. For more details from that report and its findings see the 'June 2020 Final report by R.A. Malatest & Associates Ltd'.

#### **PLANNING ANALYSIS**

The proposed development is generally consistent with the goals and policy direction of the Official Community Plan. The policies outlined above indicate a desire for child care facilities in the region,

and given the right location, institutional uses should be supported. It is staff's opinion that the location for the proposed child care facility is appropriate given its location within the village containment boundary, its proximity to commercial uses as well as residential neighborhoods. Additionally, the site is close to a park and ride (Frayne and Lodgepole Roads) and a number of other transit stops. For clarity, the child care facility site is currently designated Village Residential and would need to be amended to the Institutional designation in the OCP.

The residential component to the application is consistent with the desire to see increased density within the Mill Bay village growth containment boundary, although it would be under P-2A zoning as opposed to multiple family residential zoning if the applicants' request is approved as submitted. P-2A permits many uses in addition to staff accommodation.

The Mill Bay Local Area Plan identifies growth containment boundaries as *"lands that will support housing and employment growth"*, and as areas *"that most future development in electoral area A will occur over the next 15 years."* Development of staff housing to this density may be better suited to the 'Multi-Family Residential' designation. The Multi-Family Residential Designation allows for low-density attached housing such as small-scale apartments, condominiums and townhomes, and the use of such a site for staff accommodations would be permissible.

Staff recommend Option 1 below, specifically that the Electoral Area A APC take another look at the proposal now that the conceptual use of the lands to the south of Mill Bay Centre has been established, and also that more information be provided before the EASC sees this application again, as follows:

- A traffic study in order to consider the possible impacts of higher density at the proposed location of the staff accommodation and sports fields;
- An environmental report in order to consider the streams located on the parcels and how they may impact the overall site layout/design of the proposed development;
- A detailed site plan with specific information about density and location of proposed uses and buildings.

Once this information is provided, a new staff report to EASC will be prepared, incorporating the latest APC comment.

## **OPTIONS**

### Option 1:

That it be recommended to the Board that the application including the conceptual use plan for the lands to the east of the Trans-Canada Highway for Application No. RZ20A01 be referred back to the APC for comment, and that the applicant provide a traffic study, environmental report and more detailed site development plans before this matter is considered again by the EASC.

### Option 2:


That it be recommended to the Board that Application No. RZ20A01 be forwarded to the Board for consideration of 1<sup>st</sup> and 2<sup>nd</sup> reading, that the Directors for Electoral Areas A, B and F be delegated to the public hearing and that the referrals to Ecosystems/Forests, Lands & Natural Resource Operations; Mill Bay Volunteer Fire Department, Ministry of Municipal Affairs; Island Health; BC Transit; Penelekut First Nation; Halalt First Nation, Malahat First Nation and Cowichan Tribes be supported.


Option 3:


That it be recommended to the Board that Application No. RZ20A01, be denied.

Prepared by:

Reviewed by:

  
\_\_\_\_\_  
Emily Dixon, MCP  
Planner I

  
\_\_\_\_\_  
Mike Tippett, RPP, MCIP  
Manager

  
\_\_\_\_\_  
Ann Kjerulf, RPP, MCIP  
General Manager

Reviewed for form and content and approved for submission to the Committee:

Resolution:

Financial Considerations:

☒ Corporate Officer

☒ Chief Financial Officer

**ATTACHMENTS:**

Attachment A – Subject Property Map

Attachment B – Proposed Childcare Facility

Attachment C – Conceptual Partridge Road Planning

Attachment D – P-2A Zoning Excerpt, South Cowichan Zoning Bylaw No. 3520

Attachment E – Policy Excerpts Concerning Child Care Facilities