

**REGIONAL DISTRICT OF NANAIMO**

**ELECTORAL AREA PLANNING COMMITTEE**

**TUESDAY, MAY 14, 2013**

**6:30 PM**

***(RDN Board Chambers)***

**A G E N D A**

**PAGES**

**CALL TO ORDER**

**DELEGATIONS**

**MINUTES**

3-8 Minutes of the regular Electoral Area Planning Committee meeting held Tuesday, April 9, 2013.

**BUSINESS ARISING FROM THE MINUTES**

**COMMUNICATIONS/CORRESPONDENCE**

**UNFINISHED BUSINESS**

**DEVELOPMENT PERMIT APPLICATIONS**

9-14 Development Permit Application No. PL2013-040 – Westwood – Shorewood Drive, Electoral Area 'G'.

**ZONING AMENDMENT APPLICATIONS**

15-27 Zoning Amendment Application No. PL2012-123 – Pilcher/Christensen/Masson – 2715 Turnbull Road, Electoral Area 'H'.

**OTHER**

29-127 Electoral Area 'A' Draft Cedar Main Street Village Plan – Bylaw No. 1620.01, 2013.

128-233 Secondary Suites Study and Consultation Plan.

**ADDENDUM**

**BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS**

**NEW BUSINESS**

**ADJOURNMENT**

REGIONAL DISTRICT OF NANAIMO

MINUTES OF THE ELECTORAL AREA PLANNING COMMITTEE MEETING  
OF THE REGIONAL DISTRICT OF NANAIMO HELD ON  
TUESDAY, APRIL 9, 2013 AT 6:00 PM IN THE  
RDN BOARD CHAMBERS

In Attendance:

Director G. Holme	Chairperson
Director A. McPherson	Electoral Area A
Director M. Young	Electoral Area C
Director J. Fell	Electoral Area F
Director J. Stanhope	Electoral Area G
Director B. Veenhof	Electoral Area H

Also in Attendance:

P. Thorkelsson	Chief Administrative Officer
J. Harrison	Director of Corporate Services
D. Trudeau	Gen. Mgr. Transportation & Solid Waste
R. Alexander	Gen. Mgr. Regional & Community Utilities
T. Armet	A/Gen. Mgr. Strategic & Community Development
J. Holm	Mgr. Current Planning
P. Thompson	Mgr. Long Range Planning
J. Hill	Mgr. Administrative Services
N. Tonn	Recording Secretary

**CALL TO ORDER**

The Chairperson called the meeting to order.

**DELEGATIONS**

**Baynes Sound Investments Ltd., re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments.**

Ms. Hildebrand, speaking on behalf of Baynes Sound Investments, presented an overview of the proposed application and their efforts to comply with the Regional Growth Strategy.

**Margaret Healey, re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments.**

Ms. Healey spoke in support of Official Community Plan Amendment Application No. PL2011-060 and provided Committee members with a copy of her presentation.

**Keith Reid, Odyssey Shellfish Ltd., re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments.**

Mr. Reid raised his concerns with water quality in Baynes Sound with the addition of a large development in the area and spoke in support of Official Community Plan Amendment Application No. PL2011-060 stating that the developers have accommodated the concerns of the shellfish growers in this respect.

**Ralph Nilson and Dan Hurley, Vancouver Island University, re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments.**

Mr. Nilson spoke in support of the development and stressed the importance of high level water quality in the planning of any development.

**Jacqueline Pipes, re 2925 Turnbull Road, Electoral Area 'H' (Zoning Amendment Application No. PL2011-179).**

Ms. Pipes declined her opportunity to speak.

**LATE DELEGATIONS**

MOVED Director Stanhope, SECONDED Director Young, that the following late delegations be permitted to address the Committee.

CARRIED

**Dianne Eddy, Mapleguard Ratepayers Association, re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments – Electoral Area 'H'.**

Ms. Eddy spoke in opposition to Official Community Plan Amendment Application No. PL2011-060 and stated the importance of the existing Official Community Plan and Regional Growth Strategy as the voice of the area residents.

**Dave Bartram, re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments – Electoral Area 'H'.**

Mr. Bartram spoke in support of Official Community Plan Amendment Application No. PL2011-060 noting the need for the residents to hear the application process prior to making a final decision.

**Nelson Eddy, Mapleguard Ratepayers Association, re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments – Electoral Area 'H'.**

Mr. Eddy urged the members of the Committee to respect the two reports commissioned by the Regional District of Nanaimo and to respect the opinions of local residents reflected in the Official Community Plan and Regional Growth Strategy.

**Patty and Steve Biro, re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments – Electoral Area 'H'.**

Ms. Biro spoke in support of the Official Community Plan Amendment Application No. PL2011-060 and stressed the need for careful and responsible planning. Ms. Biro further requested that the application be referred to Regional District of Nanaimo staff for further review.

**Ian MacDonell, re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments – Electoral Area ‘H’.**

Mr. MacDonell spoke in opposition of Official Community Plan Amendment Application No. PL2011-060 raising his concerns with a large development.

**Greta Taylor, re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments – Electoral Area ‘H’.**

Ms. Taylor raised her concerns regarding a proposed second rural village centre within Electoral Area ‘H’, and requested that the Board review the Regional Growth Strategy and the Official Community Plan.

**Diane L. Sampson, re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments – Electoral Area ‘H’.**

Ms. Sampson spoke in opposition of Official Community Plan Amendment Application No. PL2011-060 raising her concerns with the protection of existing water quality.

**Bob Leggett, re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments – Electoral Area ‘H’.**

Mr. Leggett spoke in opposition of Official Community Plan Amendment Application No. PL2011-060 and requested that the application be denied or tabled until a broad and comprehensive community review is conducted.

**ELECTORAL AREA PLANNING COMMITTEE MINUTES**

MOVED Director Stanhope, SECONDED Director McPherson, that the minutes of the Electoral Area Planning Committee meeting held March 12, 2013 be adopted.

CARRIED

**COMMUNICATIONS/CORRESPONDENCE**

**Len Walker, re OCP Amendment Application No. 2011-060 – Baynes Sound Investments – Electoral Area ‘H’.**

MOVED Director Stanhope, SECONDED Director Veenhof, that the correspondence from Len Walker regarding Official Community Plan Amendment Application No. 2011-060, be received.

CARRIED

**Ann and Christian Jaeckel, re OCP Application No. 2011-060 – Baynes Sound Investments – Electoral Area ‘H’.**

MOVED Director Stanhope, SECONDED Director Veenhof, that the correspondence from Ann and Christian Jaeckel regarding Official Community Plan Amendment Application No. 2011-060, be received.

CARRIED

**Marci Katz, re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments – Electoral Area ‘H’.**

MOVED Director Stanhope, SECONDED Director Veenhof, that the correspondence from Marci Katz regarding Official Community Plan Amendment Application No. 2011-060, be received.

CARRIED

**Becky, Shave, re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments – Electoral Area ‘H’.**

MOVED Director Stanhope, SECONDED Director Veenhof, that the correspondence from Becky Shave regarding Official Community Plan Amendment Application No. 2011-060, be received.

CARRIED

**Phyllis Gauthier Taylor, re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments – Electoral Area ‘H’.**

MOVED Director Stanhope, SECONDED Director Veenhof, that the correspondence from Phyllis Gauthier Taylor regarding Official Community Plan Amendment Application No. 2011-060, be received.

CARRIED

**Bruce Cook, Lorindale Holdings Ltd., re OCP Amendment Application No. PL2011-060 – Baynes Sound Investments – Electoral Area ‘H’.**

MOVED Director Stanhope, SECONDED Director Veenhof, that the correspondence from Bruce Cook regarding Official Community Plan Amendment Application No. 2011-060, be received.

CARRIED

**DEVELOPMENT PERMIT APPLICATIONS**

**Development Permit Application No. PL2012-106 – York Lake Equities Ltd. – 1764, 1768 & 1774 Cedar Road, Electoral Area ‘A’.**

MOVED Director McPherson, SECONDED Director Stanhope, that Development Permit Application No. PL2012-106 in conjunction with a proposed lot line adjustment and three-lot subdivision be approved subject to the conditions outlined in Schedules 1 to 3.

CARRIED

**DEVELOPMENT VARIANCE PERMIT APPLICATIONS**

**Development Variance Permit Application No. PL2012-157 – Fern Road Consulting Ltd. – 3511 Shetland Place, Electoral Area ‘E’.**

MOVED Director Stanhope, SECONDED Director Young, that Development Variance Permit Application No. PL2012-157 to reduce the minimum required setback from the interior side (west) lot line and rear lot line from 2.0 metres to 0.0 metres, be approved subject to the conditions outlined in Schedule 1.

CARRIED

**Development Variance Permit Application No. PL2013-015 – Allin – 1401 Marina Way, Electoral Area ‘E’.**

MOVED Director Stanhope, SECONDED Director Young, that Development Variance Permit Application No. PL2013-015 to reduce the minimum setback from the natural boundary of the sea from 15.0 metres to 12.8 metres for a deck be approved subject to the conditions outlined in Schedule 1.

CARRIED

## ZONING AMENDMENT APPLICATIONS

### **Zoning Amendment Application No. PL2011-19 –Jacqueline and John Pipes – 2925 Turnbull Road, Electoral Area ‘H’.**

MOVED Director Veenhof, SECONDED Director Stanhope, that the conditions set out in Schedule 1 of the staff report be amended such that the covenant requirements related to the provision of groundwater be met prior to building permit application for any residential dwelling on each parcel created through subdivision, rather than prior to final approval of subdivision.

CARRIED

MOVED Director Veenhof, SECONDED Director Fell, that the conditions set out in Schedule 1 of the staff report be completed prior to “Regional District of Nanaimo Land Use and Subdivision Amendment Bylaw No. 500.382, 2013”, being considered for adoption.

CARRIED

MOVED Director Veenhof, SECONDED Director Fell, that “Regional District of Nanaimo Land Use and Subdivision Amendment Bylaw No. 500.382, 2013” be introduced and read two times.

CARRIED

MOVED Director Veenhof, SECONDED Director Fell, that the Public Hearing on “Regional District of Nanaimo Land Use and Subdivision Amendment Bylaw No. 500.382, 2013” be chaired by Director Veenhof or his alternate.

CARRIED

## OTHER

### **Reconsideration of RGS and OCP Amendment Application No. PL2011-060 – Baynes Sound Investments – Electoral Area ‘H’.**

MOVED Director Veenhof, SECONDED Director Stanhope, that the Electoral Area Planning Committee support a review of the application of the Baynes Sound Investments for a new Rural Village Centre at Deep Bay and that the application proceed through the process to amend the Electoral Area ‘H’ Official Community Plan and the Regional Growth Strategy.

CARRIED

### **Request to Accept Cash-in-Lieu of Park Dedication – Keith Brown Associates Ltd. – Boat Harbour Road, Electoral Area ‘A’.**

MOVED Director McPherson, SECONDED Director Young, that the request to accept 5% cash-in-lieu of park land dedication in conjunction with Subdivision Application No. PL2012-141 be accepted.

CARRIED

### **Liquor Licence Amendment Application No. PL2013-008 – Wheatsheaf Entertainment Centre Ltd. – 1866 & 1870 Cedar Road, Electoral Area ‘A’.**

MOVED Director McPherson, SECONDED Director Fell, that the Board consider any written submissions or comments from the public regarding Liquor Licence Amendment Application No. PL2013-008.

CARRIED

MOVED Director McPherson, SECONDED Director Fell, that the Board adopt the resolution attached to the Liquor Licence Amendment Application No. PL2013-008 staff report as Schedule 1.

CARRIED

**ADJOURNMENT**

MOVED Director Fell, SECONDED Director Stanhope, that this meeting terminate.

CARRIED

TIME: 7:29 PM

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CHAIRPERSON

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CORPORATE OFFICER



RDN REPORT	
CAO APPROVAL <del>###</del>	
EAP	✓
COW	
MAY 01 2013	
RHD	
BOARD	

**MEMORANDUM**

**TO:** Jeremy Holm  
 Manager of Current Planning  
**DATE:** April 30, 2013

**FROM:** Tyler J. Brown  
 Planner  
**FILE:** PL2013-040

**SUBJECT:** Development Permit Application No. PL2013-040 – Westwood  
 Lot 5, District Lot 1, Nanoose District, Plan 12790  
 Electoral Area ‘G’

**PURPOSE**

To consider an application for a Development Permit to allow for the construction of a dwelling unit on the subject property.

**BACKGROUND**

The Regional District of Nanaimo (RDN) has received an application from Nancy Westwood in order to permit the construction of a dwelling unit on the subject property. The subject property is approximately 1,173 m<sup>2</sup> in area and is zoned Residential 1 (RS1) pursuant to “Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987” (see Attachment 1 for subject property map).

The subject property is bordered by developed residential parcels to the south, east and west; Shorewood Drive to the North and is located within the Englishman River Floodplain. The property is currently a vacant site.

The proposed development is subject to the Hazard Lands Development Permit Area as per “Regional District of Nanaimo Electoral Area ‘G’ Official Community Plan Bylaw No. 1540, 2008”.

***Proposed Development***

The applicant is proposing to situate a single family dwelling unit on the subject property (see *Schedules 2 and 3* for site plan and building elevations). The flood construction level for the property is 4.1 metres GSC (Geodetic Survey of Canada datum). The elevation of the ground surface at the proposed building location is approximately 3.5 metres GSC, which is 0.6 metres below the flood construction level. The applicant proposes to employ Nickel Bros to move a single family dwelling on to a reinforced cement slab with the top of the slab raised above the prescribed flood elevation. All habitable floor space will be elevated above the prescribed flood construction level in accordance with the “Regional District of Nanaimo Floodplain Management Bylaw No. 1469, 2006”.

Building height is measured from natural grade. In this case natural grade is 0.6 metres below the flood construction level. Based on the information provided by the applicant in support of the development permit application, the building will comply with the 8.0 metre maximum dwelling unit height permitted in the RS1 zone.

**ALTERNATIVES**

1. To approve Development Permit Application No. PL2013-040 subject to the conditions outlined in *Schedules 1 to 3*.
2. To deny Development Permit Application No. PL2013-040.



**LAND USE IMPLICATIONS**

***Development Implications***

The applicant submitted a Geotechnical Hazards Assessment report prepared by Elwyn Burch Consulting Engineer Ltd. and dated April 24, 2013, to satisfy the Hazard Lands Development Permit Area guidelines.

The report concludes that the site is considered safe and suitable for the proposed residential use, and includes a number of recommendations with respect to ensuring adequate foundation support for the proposed buildings. Staff recommends that the applicant be required to register a *Section 219* covenant that registers the Geotechnical Hazards Assessment report on the property title and includes a save harmless clause that releases the Regional District of Nanaimo from all losses and damages to life and property as a result of potential geotechnical and flood hazards.

***Sustainability Implications***

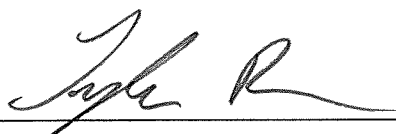
In keeping with Regional District of Nanaimo Board policy, staff reviewed the proposed development with respect to the "Regional District of Nanaimo Sustainable Development Checklist" and note that the proposed development will utilize an existing service lot and proposes the relocation and reuse of an existing building.

**SUMMARY/CONCLUSION**

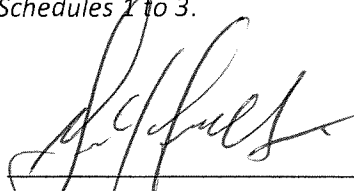
This is an application for a Development Permit to permit the construction of a dwelling unit within the Hazard Lands Development Permit Area. The applicant provided a Geotechnical Hazards Assessment report prepared by Elwyn Burch Consulting Engineer Ltd. which is consistent with the guidelines of the Hazard Lands Development Permit Area. Staff recommends that the requested Development Permit be approved subject to the conditions outlined in *Schedules 1 to 3*.

**RECOMMENDATION**

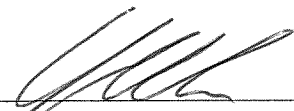
1. That Development Permit Application No. PL2013-040 to permit the construction of a dwelling unit be approved, subject to the conditions outlined in *Schedules 1 to 3*.



Report Writer



General Manager Concurrence



Manager Concurrence



CAO Concurrence

**Schedule 1**  
**Conditions of Development Permit**

The following sets out the terms and conditions of Development Permit PL2013-040:

**Conditions of Approval**

1. The dwelling unit shall be sited generally in accordance with the site plan prepared by Bruce Lewis Land Surveying Inc. and dated April 16, 2013, attached as *Schedule 2*.
2. The dwelling unit shall be constructed generally in accordance with the building elevation drawings attached as *Schedule 3*.
3. The Lands shall be developed in accordance with the geotechnical report prepared by Elwyn Burch Consulting Engineer Ltd. and dated April 24, 2013.
4. Staff shall withhold the issuance of this permit until the applicant, at the applicant's expense, registers a *Section 219* covenant that registers the Geotechnical Hazards Assessment report prepared by Elwyn Burch Consulting Engineer Ltd. (dated April 24, 2013), on the subject property title, and includes a save harmless clause that releases the Regional District of Nanaimo from all losses and damages to life and property as a result of potential geotechnical and flood hazards.



**Schedule 3  
Building Elevations**

Left Elevation View

Right Elevation View

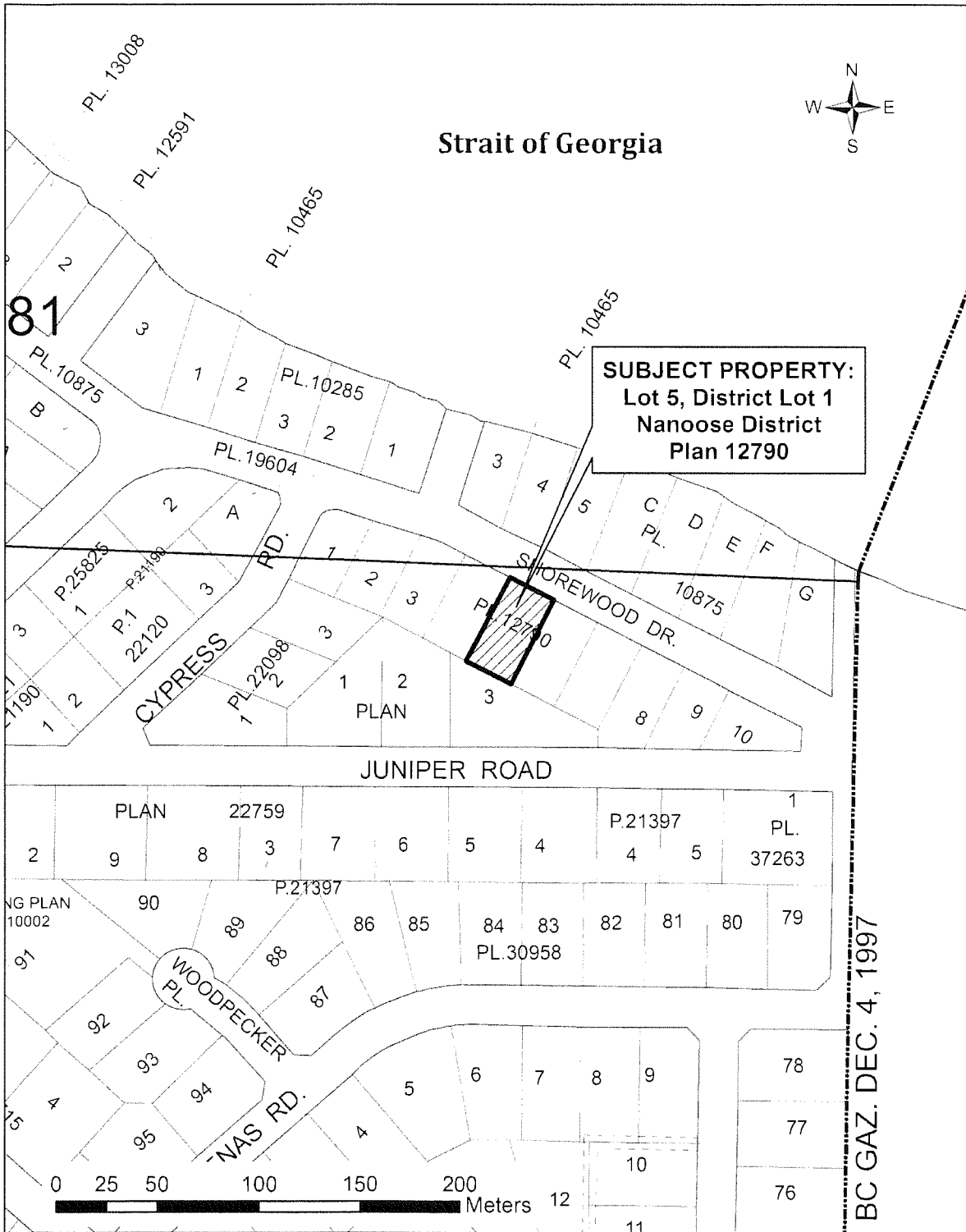
	Side Elevation with Building Height Building Height = 7.29 m Building Length = 16.46 m
Project	Development Permit Application
Applicant	Nancy Westwood
Site Address	Lot 5 Shorewood Drive
Date	April 15, 2013

Front (Street) Elevation View

Back Elevation View

	Front and Back Elevation Building width = 9.14 m
Project	Development Permit Application
Applicant	Nancy Westwood
Site Address	Lot 5 Shorewood Drive
Date	April 15, 2013

**Attachment 1**  
**Subject Property Map**





RDN REPORT		<del>Handwritten initials</del>
CAC APPROVAL		
EAP	<input checked="" type="checkbox"/>	
COW	<input type="checkbox"/>	
MAY 06 2013		
RHD	<input type="checkbox"/>	
BOARD	<input type="checkbox"/>	

**MEMORANDUM**

**TO:** Jeremy Holm  
Manager, Current Planning

**DATE:** May 3, 2013

**FROM:** Kristy Marks  
Planner

**FILE:** PL2012-123

**SUBJECT:** Zoning Amendment Application No. PL2012-123 – Pilcher/Christensen/Masson  
Lot A, Block 360, Newcastle and Alberni Districts, Plan 40890 - 2715 Turnbull Road  
Electoral Area 'H'

**PURPOSE**

To consider a Zoning Amendment Application to rezone the subject property from Rural 1 Zone (RU1) Subdivision District 'B' to a new Agriculture 1 Zone (AG1), Subdivision District 'B' in order to permit agri-tourism accommodation along with general bylaw amendments pertaining to agri-tourism, agri-tourism accommodation and farm retail sales.

**BACKGROUND**

The Regional District of Nanaimo (RDN) has received a Zoning Amendment Application from Maureen Pilcher & Associates on behalf of Paul Christensen and Andrea Masson to rezone the subject property in order to permit an agri-tourism accommodation development. The property is 28.43 ha in area and is designated within the Provincial Agricultural Land Reserve (ALR) near Spider Lake in Electoral Area 'H' (see Attachment 1 for subject property map). The property contains a dwelling unit, agricultural buildings, and the Pineridge Farm Market and is bordered by rural ALR parcels to the north, northwest, and east, developed rural parcels and Spider Lake Road to the west and south west and by Turnbull Road and Spider Lake Springs Resort to the south.

***Proposed Development***

The applicant proposes to rezone the subject property from Rural 1 Zone Subdivision District 'B' (8.0 ha minimum parcel size) to a new Agriculture 1 Zone Subdivision District 'B' (8.0 ha minimum parcel size). The applicant intends to operate agri-tourism accommodation cabins and a campground in conjunction with an existing farm and farm retail market. Pursuant to the Agricultural Land Commission (ALC) regulations, agri-tourism accommodation would be limited to a maximum of ten agri-tourism accommodation sleeping units within an agri-tourism accommodation campground (including RV sites or campsites), cabins, or within a dwelling unit. The applicant is also proposing to construct a common accessory building to provide washroom and laundry facilities for guests (see Schedule 1 for proposed site plan). The subject property is serviced by an onsite septic disposal system and potable water wells.

The Amendment Bylaw further includes general amendments introducing new definitions and general regulations for agri-tourism and farm retail sales to recognize the existing farm market and agri-tourism activities on the subject property. Farm retail sales and agri-tourism activities are designated farm uses under the Agricultural Land Reserve Use, Subdivision and Procedure Regulation and these uses may be regulated but must not be prohibited by local government. If approved, the Amendment Bylaw would clarify regulation of agri-tourism and farm retail sales on all lands within the ALR that are subject to "Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987" (Bylaw 500) in a manner consistent with the ALC regulations. These general amendments are necessary as they relate to and provide support for the proposed agri-tourism accommodation use.

The proposed development is subject to the "Regional District of Nanaimo Electoral Area 'H' Official Community Plan Bylaw No. 1335, 2003" Environmentally Sensitive Features for Aquifer Protection Development Permit Area (DPA). If the zoning amendment application is approved, the applicant will be required to obtain a development permit prior to the development of the agri-tourism accommodation campground or cabins.

#### **ALTERNATIVES**

1. To proceed with Zoning Amendment Application No. PL2012-123 in consideration of first and second reading of the Amendment Bylaw and proceed to public hearing.
2. To not proceed with the bylaw reading and public hearing.

#### **LAND USE IMPLICATIONS**

##### Official Community Plan and Agricultural Area Plan Implications

The subject property is designated "Resource Lands" pursuant to Regional District of Nanaimo Electoral Area 'H' Official Community Plan Bylaw No. 1335, 2003" (OCP). The OCP objectives include the encouragement and protection of outdoor recreational activities and policies for this designation support a minimum parcel size of 8.0 ha for lands within the ALR which is consistent with the current and proposed minimum parcel size. Given that the proposed amendment complies with the OCP policies an OCP amendment is not required.

The proposed amendment is consistent with Agricultural Area Plan Goal #7 to support agriculture in land use regulations and policies.

##### **Zoning Implications**

The applicant proposes a new Agriculture 1 (AG1) Zone in order to permit agri-tourism accommodation on the subject property. The proposed Amendment Bylaw also includes the addition of new supporting definitions and general regulations. The proposed new zone and agri-tourism accommodation use would apply only to the subject property; however, the addition of agri-tourism and farm retail sales would apply more broadly to all properties in the ALR, within Electoral Areas to which Bylaw 500 applies. The proposed new Agriculture 1 zone would permit Agriculture, Aquaculture, Residential Use, and Silviculture as principal permitted uses and Agri-tourism Accommodation and Home Based Business as accessory uses (see Attachment 2 for the proposed "Regional District of Nanaimo Amendment Bylaw No. 500.383, 2013").

### Agri-tourism Accommodation

Agri-tourism accommodation must be accessory to the agricultural use of the property and would be limited to the provision of temporary and seasonal accommodation for the travelling public within an agri-tourism accommodation sleeping unit. A maximum of ten agri-tourism accommodation sleeping units would be permitted within an agri-tourism accommodation cabin, a tent or recreational vehicle in an agri-tourism accommodation campground or a bedroom within a dwelling unit, such as a bed and breakfast.

The proposed general regulations for agri-tourism accommodation include provisions related to parcel coverage, number of units, total area of campsites and cabins, length of stay, parking requirements, and site servicing. The proposed regulations are consistent with those of the ALC.

### Farm Retail Sales and Agri-tourism

During the review of this application, staff determined that amendments to general regulations in Bylaw 500 are required in order to clarify and support farm retail sales and agri-tourism. In order to recognize the existing uses on the subject property and to support similar agricultural activities throughout the region, staff propose to introduce new definitions and general regulations related to these uses.

Farm retail sales and agri-tourism are designated farm uses in accordance with the Agricultural Land Reserve Use, Subdivision and Procedure Regulation and may be regulated but must not be prohibited by local governments. If the Amendment Bylaw is approved, these uses would be recognized and permitted on all lands within the ALR to which Bylaw 500 applies. Farm retail sales would be limited to the sales of products grown or raised on a farm, from that farm. The sale of non-farm products would also be permitted providing at least 50% of the retail sales area is limited to the sale of farm products produced on the farm on which the retail sales is taking place and the total area, both indoors and outdoors, used for the retail sales of all products does not exceed 300 m<sup>2</sup>.

### **Development Implications**

The proposed site plan illustrates existing and proposed buildings and proposed cabins and/or RV sites and demonstrates that there is adequate site area to accommodate the proposed uses while retaining sufficient site area for agriculture on the subject property. It is noted that the agri-tourism accommodation use will be limited to a maximum of ten agri-tourism accommodation sleeping units. Each campsite must be unpaved and not exceed 150 m<sup>2</sup> in area and each cabin shall not exceed a gross floor area of 50 m<sup>2</sup>; this will help limit the extent of impervious surfaces on the site and maintain consistency with the intention of the ALC regulations. In order to ensure the agri-tourism accommodation use is temporary and seasonal, guests will be limited to a maximum stay of ninety (90) calendar days within any twelve month period.

### **Public Consultation Implications**

A Public Information Meeting (PIM) was waived for the proposed zoning amendment application. If the proposed application receives first and second reading, the proposal will then proceed to public hearing pursuant to Section 890 of the Local Government Act.



### **Environmental and Site Servicing Implications**

In order to satisfy Board Policy B1.21 concerning the rezoning of unserved lands, the applicant has provided a Production Well Construction and Testing report prepared by GW Solutions dated December 1, 2012 and as revised as required. This report confirms that an adequate year-round potable water supply can be provided to serve the existing dwelling unit, farm market, the proposed agri-tourism accommodation, and provide irrigation for agricultural purposes. In addition, the existing wells will have no adverse impacts on surrounding wells, groundwater resources or receiving waters. The applicant has also provided confirmation of source approval for an existing well that currently serves the dwelling unit and farm market and for a new well to serve the agri-tourism accommodation development. The well reports meet the requirements of the policy and confirm that adequate potable water is available for the proposed use and the applicants have obtained source approval for both wells in accordance with Board Policy B1.21.

The applicant has also provided a copy of the septic filing for the existing farm market and a letter prepared by Dave Anderson, Registered Onsite Wastewater Practitioner, confirming that there are sufficient permeable soils on the property to safely install an onsite sewerage system to serve the proposed ten agri-tourism accommodation campsites and/or cabins.

### **Sustainability & Strategic Plan Implications**

The proposed bylaw amendment is consistent with the Board's Strategic Plan priorities and objectives to support sustainable agricultural practices, strengthen the local agricultural economy, and maintain agricultural opportunities that support regional resilience and sustainability. In addition, the proposed Amendment Bylaw helps to achieve the Strategic Plan Goals and Actions to review the RDN's regulatory framework to ensure policies and bylaws support local agriculture and implement recommendations from the Agricultural Area Plan.

### **Inter-governmental Implications**

The Agricultural Land Commission (ALC) has confirmed that they have no objection to the rezoning provided that the new zone does not prohibit any of the uses permitted by the ALC Act and Regulations. They have further noted that if the retail sales area or number of sleeping units exceeds the parameters of the ALC's regulations an application to the Commission would be required.

The Ministry of Transportation and Infrastructure (MOTI) has reviewed the proposed development and have indicated they have no objections to the proposed zoning amendment. MOTI staff have advised that an access permit may be required and that a 15.0 metre paved apron may be required to minimize tracking of material onto the public road. In addition, no additional drainage is to be directed to the Ministry's drainage system and all parking is to be contained onsite.

The Vancouver Island Health Authority (VIHA) has confirmed they are in support of the application and note that adequate area has been identified for onsite septic disposal. In addition, VIHA has provided confirmation that the applicant has received source approval for the existing and new wells located on the property.

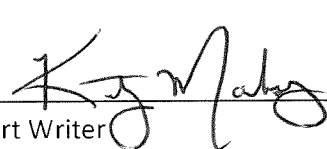
**SUMMARY/CONCLUSIONS**

The applicant proposes to rezone the subject property from Rural 1 Zone Subdivision District 'B' to a new Agriculture 1 Zone Subdivision District 'B', in order to permit the development of an agri-tourism accommodation campground and/or cabins on the subject property. In addition, the proposed bylaw amendment would introduce new regulations for agri-tourism and farm retail sales that would apply to all lands within the ALR that are subject to Bylaw 500. The applicant has provided a site plan, proposed cabin elevations, Production Well Construction and Testing report, source approval for the onsite provision of potable water, septic filing for the existing sewage disposal system, and a letter from a Registered Onsite Wastewater Practitioner in support of the application. The proposed development is consistent with the Resource Lands OCP land use designation, the policies of the Agricultural Area Plan, and the objectives of the Board's Strategic Plan. The applicant has demonstrated that the proposed uses can be accommodated without negatively impacting the agricultural capability of the property, and there is adequate site area and onsite servicing to support the proposed use. Therefore, staff recommends that "Regional District of Nanaimo Land Use and Subdivision Amendment Bylaw No. 500.383, 2013" proceed for first and second reading and to public hearing.

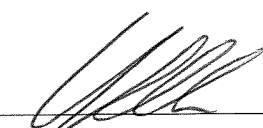
**RECOMMENDATIONS**

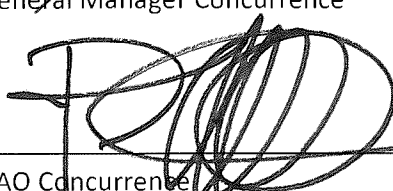
That "Regional District of Nanaimo Land Use and Subdivision Amendment Bylaw No. 500.383, 2013", be introduced and read two times.

That the public hearing on "Regional District of Nanaimo Land Use and Subdivision Amendment Bylaw No. 500.383, 2013", be chaired by Director Veenhof or his alternate.

  
\_\_\_\_\_  
Report Writer

  
\_\_\_\_\_  
General Manager Concurrence

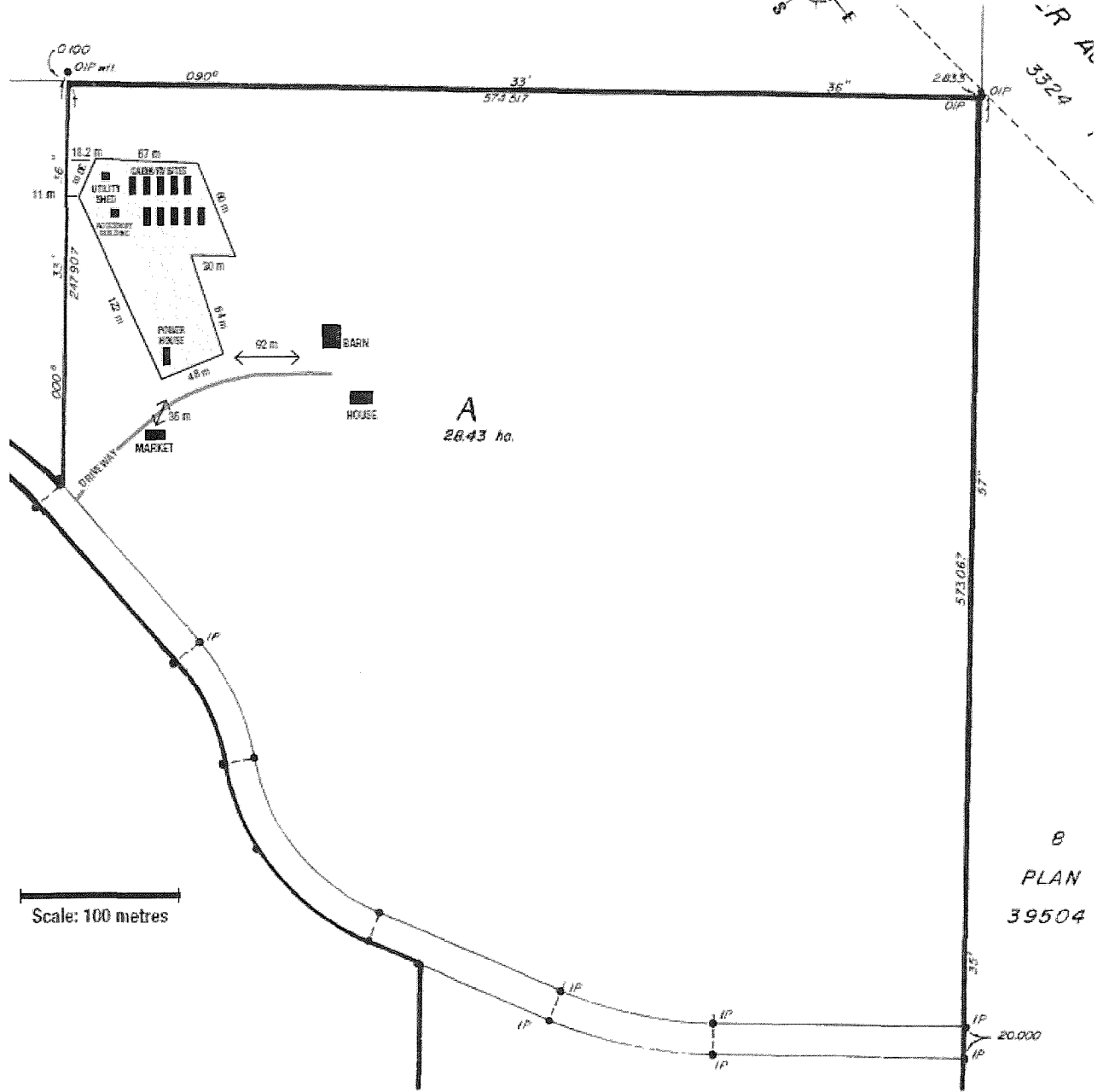
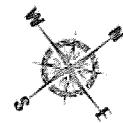
  
\_\_\_\_\_  
Manager Concurrence

  
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CAO Concurrence

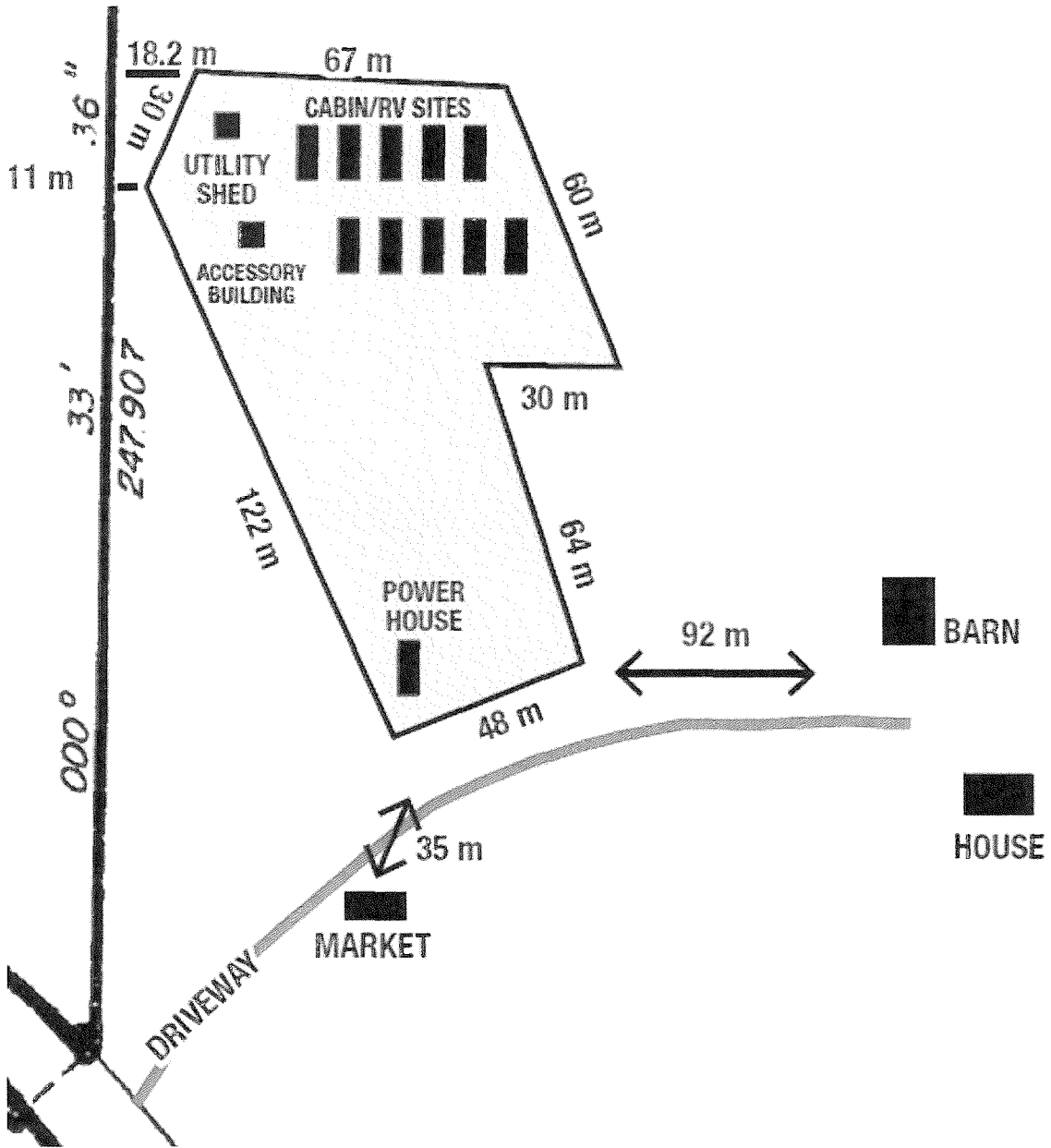
Schedule 1  
Site Plan (page 1 of 2)

MAILING ADDRESS:  
2715 Turnbull Rd.,  
Qualicum Beach, B.C.  
V9K 2L7

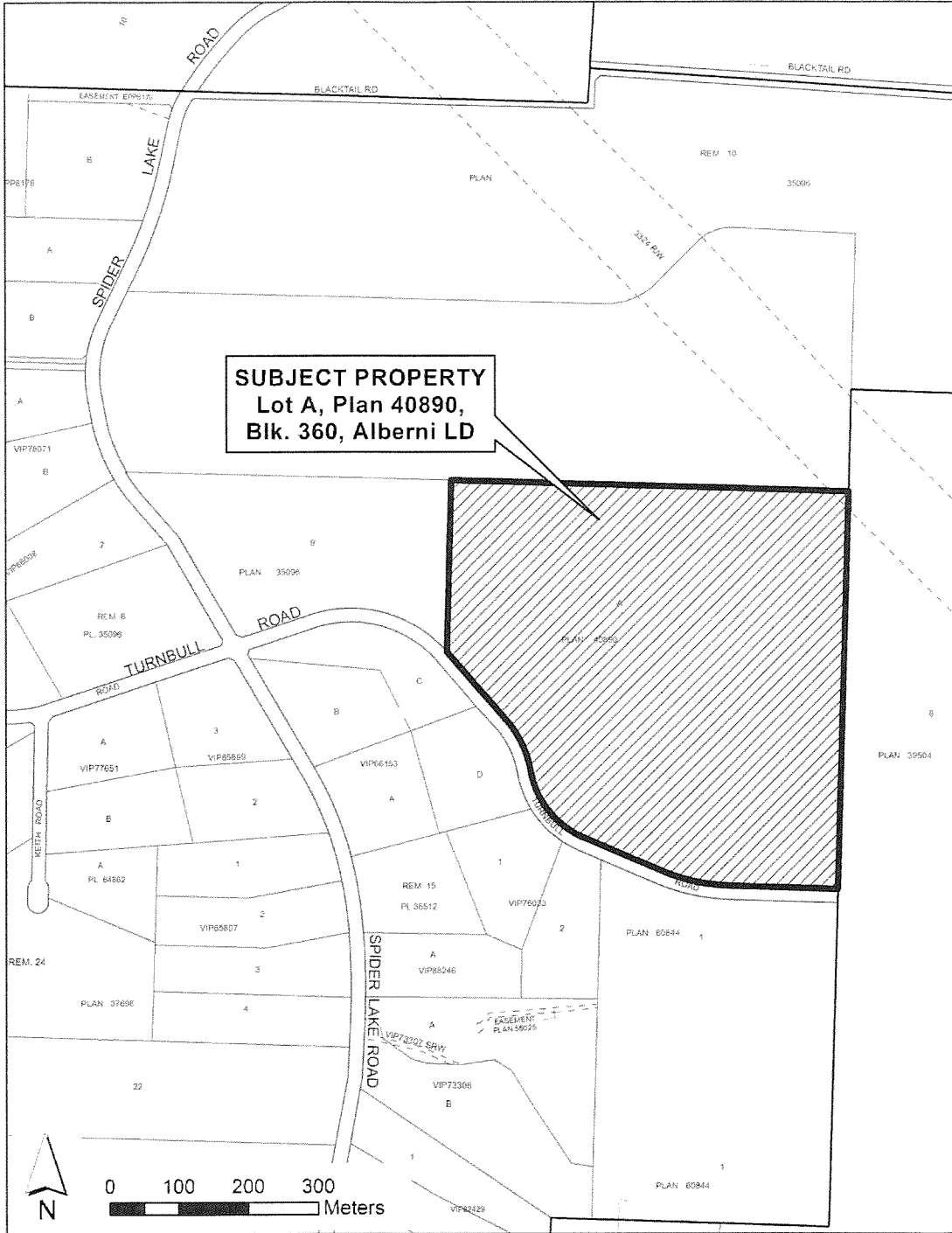
PineRidge Farm 2013



Schedule 1  
Site Plan – Detail (page 2 of 2)



**Attachment 1**  
**Location of Subject Property**



BCGS Map Sheet No 92F.037.4.2

**Attachment 2  
Proposed Amendment Bylaw No. 500.383, 2013**

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 500.383**

**A Bylaw to Amend "Regional District of Nanaimo  
Land Use and Subdivision Bylaw No. 500, 1987"**

The Board of the Regional District of Nanaimo, in open meeting assembled, enacts as follows:

- A. This Bylaw may be cited as "Regional District of Nanaimo Land Use and Subdivision Amendment Bylaw No. 500.383, 2013".
- B. "Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987", is hereby amended as follows:
  1. Under **PART 2, INTERPRETATION, DEFINITIONS** by adding the following definitions in alphabetical order:

**"agri-tourism** means a temporary and seasonal tourist oriented activity or service accessory to an agricultural use that promotes or markets products grown, raised, or processed on land that is classified as a 'farm' under the *Assessment Act* and in accordance with the *Agricultural Land Reserve Use, Subdivision, and Procedure Regulation*. Agri-tourism may include but is not limited to farm tours and demonstrations, farm related educational activities, and seasonal promotional events.

**agri-tourism accommodation** means the provision of temporary and seasonal accommodation accessory to an agricultural use for the travelling public within an agri-tourism accommodation sleeping unit on land that is classified as farm under the *Assessment Act*.

**agri-tourism accommodation sleeping unit** means a bedroom or other area used as a bedroom for the purpose of agri-tourism accommodation within an agri-tourism accommodation cabin, a tent or recreational vehicle in an agri-tourism accommodation campground or a bedroom within a dwelling unit.

**farm retail sales** means the sale to the public of products grown or raised on a farm, from that farm and may include the sale of non-farm products in accordance with the *Agricultural Land Reserve Use, Subdivision, and Procedure Regulation*."

2. Under **PART 3 LAND USE REGULATIONS, SECTION 3.3 GENERAL REGULATIONS** by adding the following new text after Section 3.3.13:

**“14) Farm Use Regulations**

On lands located within the Agricultural Land Reserve the following activities are permitted farm uses in accordance with the *Agricultural Land Reserve Use, Subdivision and Procedure Regulation* and are subject to the following regulations:

**a) Agri-Tourism**

Agri-tourism activities, other than accommodation, are permitted on land located within the Agricultural Land Reserve that is classified as ‘farm’ under the *BC Assessment Act*, if the use is temporary and seasonal, and promotes or markets farm products grown, raised or processed on the farm.

**b) Farm Retail Sales**

Farm retail sales is permitted on land located within the Agricultural Land Reserve if:

- i) All of the farm product offered for sale is produced on the farm on which the retail sales are taking place, or
- ii) At least 50% of the retail sales area is limited to the sale of farm products produced on the farm on which the retail sales is taking place and the total area, both indoors and outdoors, used for the retail sales of all products does not exceed 300 m<sup>2</sup>.

**15) Agri-Tourism Accommodation**

- a) As exceptions to Section 3 of the *Agricultural Land Reserve use, Subdivision and Procedure Regulation*, on parcels within the Agricultural Land Reserve and where agri-tourism accommodation is a permitted accessory use, the following general provisions apply:
  - i) Agri-tourism accommodation use must be for rental only;
  - ii) Agri-tourism accommodation is permitted only on land classified as ‘farm’ under the *BC Assessment Act*;
  - iii) A maximum of ten (10) agri-tourism accommodation sleeping units including seasonal campsites, seasonal cabins or short term use of bedrooms within a dwelling unit are permitted in accordance with the *Agricultural Land Commission Act*;
  - iv) The total developed area for an agri-tourism accommodation use, including buildings, landscaping, driveways and parking shall occupy less than five percent (5%) of the total parcel area, in accordance with the *Agricultural Land Commission Act*.

- b) An agri-tourism accommodation campground must be developed in accordance with the following regulations:
  - i) Every campsite shall be unpaved and not exceed 150 m<sup>2</sup> in area;
  - ii) Washroom and drinking water facilities shall be provided for in accordance with the Vancouver Island Health Authority's regulations and/or provincial regulations;
  - iii) A maximum consecutive or non-consecutive stay of ninety (90) calendar days per visitor within any twelve (12) month period within any campsite on the parcel. The relocation of recreational vehicle (RVs) or campers to other sites within the parcel does not constitute the start of a new stay.
  
- c) An agri-tourism accommodation cabin must be developed in accordance with the following regulations:
  - i) The maximum gross floor area of an agri-tourism accommodation cabin shall not exceed 50 m<sup>2</sup>;
  - ii) Washroom and drinking water facilities shall be provided for in accordance with the Vancouver Island Health Authority's regulations and/or provincial regulations;
  - iii) A maximum of one kitchen facility shall be permitted within each agri-tourism accommodation cabin;
  - iv) A maximum consecutive or non-consecutive stay of ninety (90) days per visitor in any twelve (12) month period within any cabin on the parcel. The relocation of a visitor to another cabin within the parcel does not constitute the start of a new stay;
  - v) One (1) parking space per agri-tourism accommodation cabin is required."
  
- 3. Under **PART 3 LAND USE REGULATIONS, Section 3.1 Zones** by adding the following zoning classification and corresponding short title after Section 3.4 Regulations for Each Zone:

"Agriculture 1 (AG1)"
  
- 4. By adding Section 3.4.1 (AG1)

as shown on Schedule '1' which is attached to and forms part of this Bylaw.
  
- 5. By rezoning the lands shown on the attached Schedule '2' and legally described as

Lot A, Block 360, Newcastle and Alberni Districts, Plan 40890

from Rural 1 (RU1), Subdivision District 'B' to Agriculture 1 (AG1), Subdivision District 'B'



6. Under **PART 3 LAND USE REGULATIONS, Schedule 3B Off Street Parking and Loading Spaces, Table 1 Required Number of Off Street Parking Spaces** by adding the following new text:

before Animal Care	one per 20.0 m <sup>2</sup> of floor area:
“Agri-tourism Accommodation Cabin	one per cabin”
after Fairground	one per two employees plus one per 100 m <sup>2</sup> of site area
“Farm Retail Sales	one per 5 m <sup>2</sup> of floor area plus one per two employees”

Introduced and read two times this \_\_\_ day of \_\_\_\_\_ 20\_\_

Public Hearing held this \_\_\_ day of \_\_\_\_\_ 20\_\_

Read a third time this \_\_\_ day of \_\_\_\_\_ 20\_\_

Adopted this \_\_\_ day of \_\_\_\_\_ 20\_\_

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Chairperson

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Corporate Officer

\_\_\_\_\_  
Chairperson

\_\_\_\_\_  
Corporate Officer

### Schedule '1'

#### Section 3.4.1

#### AGRICULTURE 1

AG1

##### 3.4.1.1 Permitted Uses and Minimum Site Area

Required Site Area with:

Permitted Principal Uses	Community Water & Community Sewer System	Community Water Only	No Community Service
a) Agriculture	n/a	n/a	n/a
b) Aquaculture	5000 m <sup>2</sup>	5000 m <sup>2</sup>	5000 m <sup>2</sup>
c) Residential Use	n/a	n/a	n/a
d) Silviculture	n/a	n/a	n/a

##### Permitted Accessory Uses

- a) Agri-tourism Accommodation
- b) Home Based Business

##### 3.4.1.2 Maximum Number and Size of Buildings and Structures

Agri-tourism accommodation cabins	combined floor area of 500 m <sup>2</sup>
Accessory buildings	combined floor area of 400 m <sup>2</sup>
Dwelling units/parcel	
i) on a parcel having an area of 2.0 ha or less	1
ii) on a parcel having an area of 2.0 ha or more	2
Height	9.0 m
Parcel coverage	25%

##### 3.4.1.3 Minimum Setback Requirements

Buildings and structures for housing livestock or for storing manure

All lot lines                   30.0 m

All other buildings and structures

All lot lines                   8.0 m

##### 3.4.1.4 Other Regulations

Agri-tourism accommodation shall be developed in accordance with Section 3.3.15 of "Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987."

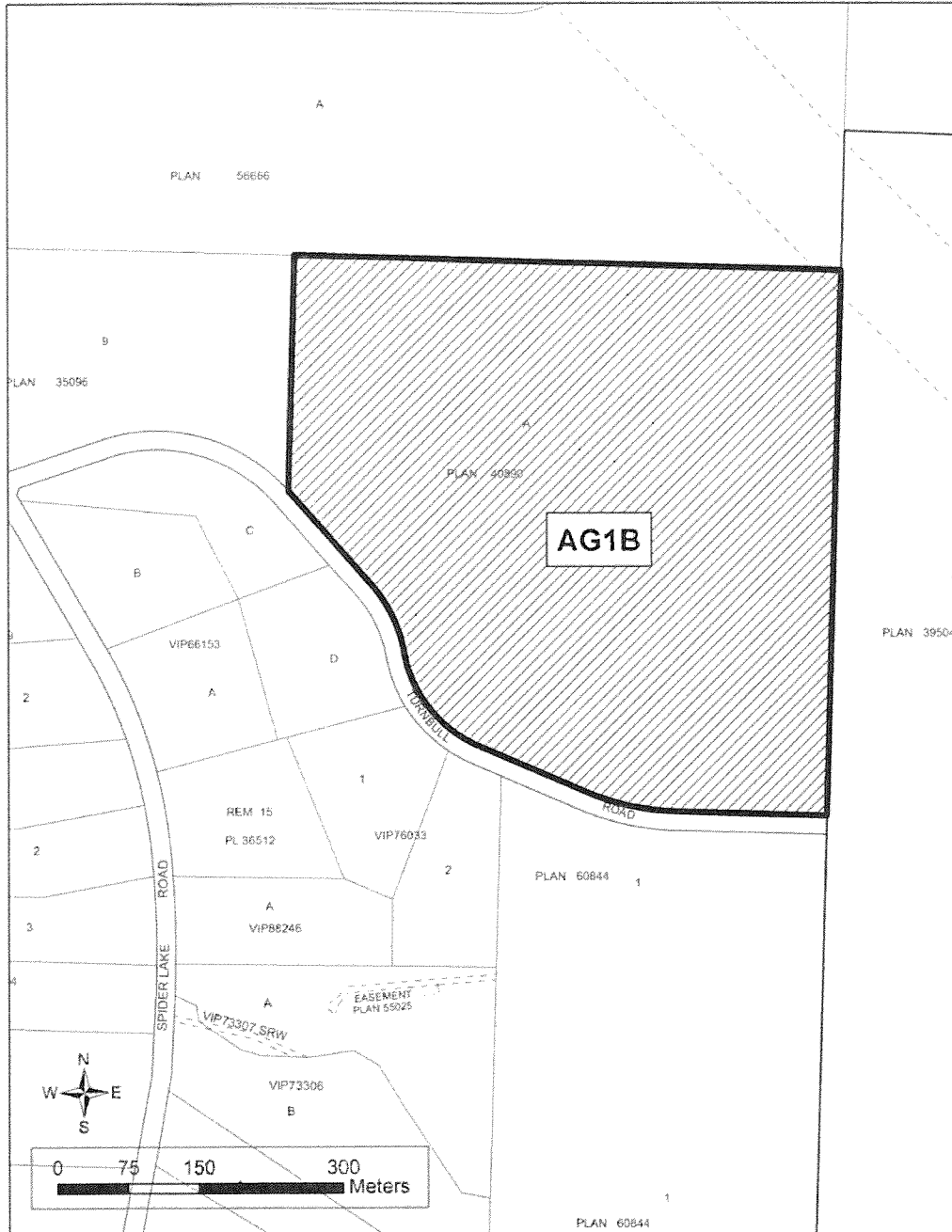
Despite any regulation in this Bylaw, land established as "Agricultural Land Reserve" pursuant to the **Agricultural Land Reserve Act** is subject to the **Agricultural Land Reserve Act** and **Regulations**, and applicable orders of the Land Reserve Commission.

Schedule '2' to accompany "Regional District of  
Nanaimo Land Use and Subdivision Amendment  
Bylaw No. 500.383,2013"

\_\_\_\_\_  
Chairperson

\_\_\_\_\_  
Corporate Officer

**Schedule '2'  
Map**





RDN REPORT	
CAC APPROVAL	
EAP	✓
CCW	
MAY 03 2013	
PLUP	
BOARD	

**MEMORANDUM**

**TO:** Paul Thompson  
Manager of Long Range Planning **DATE:** May 6, 2013

**FROM:** Greg Keller  
Senior Planner **FILE:** 6480 01 CMSVP

**SUBJECT:** Electoral Area 'A' Draft Cedar Main Street Village Plan – Bylaw No. 1620.01, 2013  
All Electoral Areas

**PURPOSE**

To provide a summary of the process used in the preparation of the draft Cedar Main Street Village Plan (CMSVP) and to introduce the CMSVP and corresponding “Regional District of Nanaimo Electoral Area ‘A’ Official Community Plan Amendment Bylaw 1620.01, 2013” (Bylaw 1620.01) for 1<sup>st</sup> and 2<sup>nd</sup> reading and refer the Bylaw to a Public Hearing.

**BACKGROUND**

Following a comprehensive three year review process, the Electoral Area ‘A’ Official Community Plan (OCP) was adopted on July 26, 2011. One of the implementation items included in the OCP is to develop a Village Plan for Cedar Main Street which is located on both sides of Cedar Road generally between MacMillan and Hemer Roads in Cedar (Refer to Attachment 1 for Cedar Main Street Plan Area). A process to develop the CMSVP was initiated in 2011 that was called the Cedar Main Street Design Project. The project was based on a comprehensive public participation process including a four day Community Design Charrette. A summary of the public process used during the Cedar Main Street Design Project is provided in Appendix 1.

Staff are pleased to present the draft CMSVP and corresponding Amendment Bylaw 1620.01, 2013 to the Board for its consideration. Please refer to Attachment 2 for a copy of the proposed bylaw and note that copies of the draft CMSVP have been provided under separate cover prior to the Board meeting.

**DISCUSSION**

The Cedar Main Street (CMS) Design Project was centered on a four day Community Design Charrette which brought community members together with design professionals to visually explore ideas for CMS. The remainder of the planning process was built upon the results of the Community Design Charrette with each subsequent step being informed by both the previous steps and input from the community.

The intent of the Cedar Main Street Design Project is a design-oriented Village Plan which includes a visual representation of desirable ideas generated by the community. The planning process was designed to provide opportunities to create and refine visual design concepts relating to buildings, uses, site design, and transportation. As a result, the draft CMSVP includes both general land use policies as well as site specific ideas and projects that are considered desirable by the community.

A first draft of the CMSVP was made available to the public in January 2013. This was followed by a thorough review of the draft by the Citizen's Advisory Group (CAG) over a series of meetings open to the public which resulted in a number of minor changes. Following review by the CAG, changes were made to the draft plan and then it was presented to the community at an Open House on April 24, 2013.

The CAG reviewed the results of the Open House once more and a few minor changes were made to the CMSVP.

As outlined above, the draft CMSVP has been available for public review for approximately four months and there have been a number of formal opportunities for the community and the CAG to provide comments and help refine the draft. The process has allowed for the creation of a draft Village Plan which closely reflects the ideas and input of the CAG and the general community who participated in the planning process. Overall response to the draft CMSVP has been quite positive.

The draft CMSVP is intended to replace the existing more generic Cedar Main Street policies and Development Permit Area (DPA) Guidelines in the OCP. As a result, the CMSVP will provide future policy direction for lands within the Cedar Main Street Plan Area. The draft CMSVP will become Schedule B of the OCP and as such an amendment to the Official Community Plan is required. Additional amendments to the OCP as identified in the proposed bylaw are also being proposed to ensure that the CMSVP is seamlessly integrated into the OCP.

#### **GROWTH STRATEGY IMPLICATIONS**

Once a Regional Growth Strategy (RGS) is adopted, all bylaws and services undertaken by a Regional District, including OCP's, must be consistent with the RGS. All lands located within the CMSVP are located within the Growth Containment Boundary (GCB). The draft CMSVP is consistent with the goals and intent of the RGS.

#### **SUSTAINABILITY IMPLICATIONS**

The draft CMSVP contributes towards creating a sustainable village in Cedar in a number of different ways including:

- supporting a wider variety and more compact forms of housing;
- creating opportunities for local employment and services;
- identifying desirable improvements for pedestrians and cyclists;
- encouraging green buildings and site design;
- including policies and Development Permit Area Guidelines relating to the protection of the natural environment;
- encouraging active lifestyles and closer connection with nature; and
- promoting social interaction and the creation of community identity.

## **PUBLIC CONSULTATION AND PROCEDURAL IMPLICATIONS**

The Board has adopted a policy and a Public Consultation Framework for public consultation processes for major RDN projects. In addition, the *Local Government Act* specifies the minimum public consultation provisions for the adoption of OCPs which also apply to OCP amendments. The Board approved a public consultation strategy as part of the project Terms of Reference in July 2011. The Cedar Main Street Design Project has included a variety of public participation methods and an extensive number of opportunities throughout the process to obtain community input. The planning process has exceeded the minimum requirements of the Board policy, Public Consultation Framework, and the *Local Government Act*.

OCP amendments are adopted by local governments by bylaw. The process to adopt an OCP amendment bylaw generally includes the following steps as outlined in *Section 882* of the *Local Government Act*:

1. 1<sup>st</sup> and 2<sup>nd</sup> reading;
2. referrals to various agencies and stakeholders;
3. a Public Hearing;
4. 3<sup>rd</sup> reading;
5. approval by the Minister of Community, Sport, and Cultural Development; and,
6. adoption (4<sup>th</sup> reading) of the OCP amendment bylaw.

The following outlines the required procedural actions and recommended public consultation actions after the bylaw is given 1<sup>st</sup> and 2<sup>nd</sup> reading.

### *Required Procedural Actions*

- formal referrals requesting comments on the draft CMSVP must be sent to the other agencies specified in the project Terms of Reference;
- notification of the Public Hearing in accordance with the *Local Government Act*; and,
- a Public Hearing must be held in accordance with the *Local Government Act*.

### *Recommended Public Consultation Actions*

In addition to the minimum required procedural actions identified above, staff recommends that a Public Information Meeting be held prior to the Public Hearing to provide information and answer questions related to the draft Cedar Main Street Village Plan.

## **INTERGOVERNMENTAL IMPLICATIONS**

Staff have been in contact with City of Nanaimo staff and Snuneymuxw First Nations to discuss the draft Village Plan. The Ministry of Transportation and Infrastructure (MOTI) was involved in the Cedar Main Street Design Process since the early stages of the project. MOTI participated in the Community Design Charrette and is aware of the improvements supported by the draft CMSVP within the road right-of-way. MOTI has also reviewed and provided staff level comments on the draft CMSVP. Should the Board grant 1<sup>st</sup> and 2<sup>nd</sup> reading to the draft Plan, formal referrals will be sent to the City of Nanaimo, First Nations, MOTI and other agencies identified in the OCP Terms of Reference.

## FINANCIAL / WASTE MANAGEMENT IMPLICATIONS

Pursuant to the *Local Government Act*, the Draft Plan has been referred to the Regional and Community Utilities and Finance departments for consideration in relation to the Regional District's Financial Plan as well as its Liquid and Solid Waste Management Plans.

## SUMMARY/CONCLUSION

Following an extensive public consultation process, staff is pleased to present a draft Cedar Main Street Village Plan for the Board's consideration for 1<sup>st</sup> and 2<sup>nd</sup> reading. The draft Plan is based on community input and includes a number of significant changes which contribute towards the goals of the RGS and would assist the community in becoming more environmentally, socially, and economically sustainable.

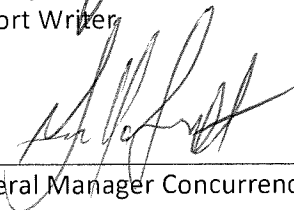
## RECOMMENDATIONS

1. That "Regional District of Nanaimo Electoral Area 'A' Official Community Plan Amendment Bylaw No. 1620.01, 2013" be given 1<sup>st</sup> and 2<sup>nd</sup> reading.
2. That "Regional District of Nanaimo Electoral Area 'A' Official Community Plan Amendment Bylaw No. 1620.01, 2013" has been considered in conjunction with the Regional District of Nanaimo's Financial Plan and Liquid and Solid Waste Management Plans.
3. That "Regional District of Nanaimo Electoral Area 'A' Official Community Plan Amendment Bylaw No. 1620.01, 2013" proceed to Public Hearing.
4. That the Public Hearing on "Regional District of Nanaimo Electoral Area 'A' Official Community Plan Amendment Bylaw No. 1620.01, 2013" be delegated to Director McPherson or his alternate.
5. That staff proceed with the recommended public consultation actions identified in this report.



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Report Writer



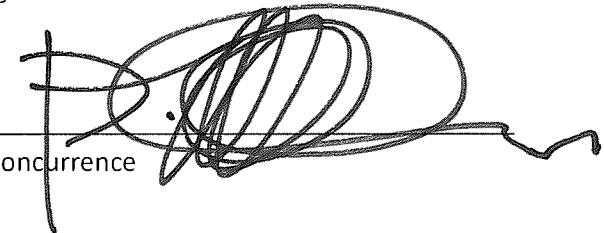
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General Manager Concurrence



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Manager Concurrence



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CAO Concurrence

## Appendix 1 - Opportunities for Community Engagement

### Cedar Main Street Design Project Opportunities for Community Engagement

The Cedar Main Street Design Project involved an extensive public consultation program which provided numerous opportunities for public engagement at all stages of the review process. The following table provides a list of the public events for community engagement during the development of the draft Village Plan.

	<b>Event</b>	<b>Purpose/Subject</b>	<b>Date(s)</b>	<b>Location</b>
1	Cedar Days	<ul style="list-style-type: none"> <li>To introduce the project to the community and raise public awareness.</li> </ul>	August 2011	<ul style="list-style-type: none"> <li>49<sup>th</sup> Parallel Shopping Plaza</li> </ul>
2	Community Workshop	<ul style="list-style-type: none"> <li>Begin thinking about community design.</li> <li>Visual Preferencing Exercise.</li> <li>Develop the basis for a Design Brief.</li> </ul>	October 22, 2011	<ul style="list-style-type: none"> <li>Cedar Community School</li> </ul>
3	Design Brief Workshop	<ul style="list-style-type: none"> <li>To refine and complete a Design Brief in preparation for the Charrette.</li> </ul>	November 24, 2011	<ul style="list-style-type: none"> <li>Cedar Community School</li> </ul>
4	Community Design Charrette	<ul style="list-style-type: none"> <li>To visually explore design ideas for Cedar Main Street.</li> </ul>	January 25 <sup>th</sup> -28 <sup>th</sup> , 2012	<ul style="list-style-type: none"> <li>Cedar Heritage Centre</li> </ul>
5	Community Review Period	<ul style="list-style-type: none"> <li>Questionnaire to poll the community on the draft Design Ideas that were a result of the Charrette.</li> </ul>	March 2012	<ul style="list-style-type: none"> <li>Online and in print</li> </ul>
6	Open House and Presentation	<ul style="list-style-type: none"> <li>To present and discuss the final report of the Community Design Charrette.</li> </ul>	June 19, 2012	<ul style="list-style-type: none"> <li>Cedar Community School</li> </ul>
7	Design Guidelines Questionnaire	<ul style="list-style-type: none"> <li>To seek input on a series of design guidelines to be considered in the draft Village Plan.</li> </ul>	Summer 2012	<ul style="list-style-type: none"> <li>Online and in print</li> </ul>
8	Citizen's Advisory Group Meetings	<ul style="list-style-type: none"> <li>Discussion of various issues leading up to the first draft.</li> <li>Detailed review of draft plan by the Citizen's Advisory Group.</li> </ul>	April 2012 – May 2013	<ul style="list-style-type: none"> <li>Various locations</li> </ul>
9	Release of First Draft	<ul style="list-style-type: none"> <li>Release of first draft for public review.</li> </ul>	January 2013	<ul style="list-style-type: none"> <li>Online and in print</li> </ul>
10	Open House and Presentation	<ul style="list-style-type: none"> <li>To present the second draft of the CMSVP to the community following review by the Citizen's Advisory Group.</li> </ul>	April 24, 2013	<ul style="list-style-type: none"> <li>Cedar Heritage Centre</li> </ul>



**Cedar Main Street Design Project Citizen’s Advisory Group**

An Advisory Group, comprised of 18 Board appointed members, was established to supplement input from the community at large and provide non-binding recommendations to the Regional Board on various topics related to the CMSVP. The Advisory Group’s primary task was to assist in the review of the draft Village Plan.

The Advisory Group represented a number of different interests within the Plan Area.

All Advisory Group meetings were advertised on the project website and were open to the general public. Members of the public were provided opportunities to participate in the discussion, ask questions, and voice their ideas and concerns. The Advisory Group met primarily on an as-needed basis with meetings held at the Cedar Community Secondary School and St. Philips Church.

The following provides a schedule of Citizen’s Advisory Group meetings held during the CMS Design Project.

<b>Meeting Date</b>	
<b><u>1</u></b>	<b><u>April 16, 2012</u></b>
<b><u>2</u></b>	<b><u>June 6, 2012</u></b>
<b><u>3</u></b>	<b><u>January 29, 2013</u></b>
<b><u>4</u></b>	<b><u>February 4, 2013</u></b>
<b><u>5</u></b>	<b><u>February 13, 2013</u></b>
<b><u>6</u></b>	<b><u>February 28, 2013</u></b>
<b><u>7</u></b>	<b><u>March 7, 2013</u></b>
<b><u>8</u></b>	<b><u>March 11, 2013</u></b>
<b><u>9</u></b>	<b><u>May 2, 2013</u></b>

## **Other Opportunities and Methods to Obtain Community Input**

The following provides a summary of the other opportunities and methods of obtaining community input and keeping the community informed during the planning process.

### **Meetings with Individuals**

Throughout the process staff had numerous meetings with individuals to provide information, answer questions, and to obtain input and ideas on the draft Village Plan.

### **Newsletters**

To ensure that the community was informed on the Cedar Main Street Design Project and were aware of how to participate in the process, a postcard was mailed to all properties which were within and reasonably adjacent to the Plan Area. The postcard was sent near the beginning of the process to provide information and invite the community to participate in the review.

### **Project Website**

A comprehensive project website was established [www.cedarmainstreetconcepts.com](http://www.cedarmainstreetconcepts.com) which contains extensive information on the Cedar Main Street Design Project, results of the public process, public notices, information on how the community can participate in the review, and the draft Village Plan.

### **Consistent Advertising**

All public meetings were advertised in both the Take 5 magazine and the Nanaimo News Bulletin.

### **Email Alert System**

A user controlled email alert system was established which allows interested people to subscribe to receive notifications by email. This system was used to send notification of upcoming meetings and updates to the project website.

### **Project Email**

A dedicated email address [cedarmainstreet@rdn.bc](mailto:cedarmainstreet@rdn.bc) was established to provide a direct contact with Regional District of Nanaimo staff for people who have questions or concerns regarding the draft OCP.

### **Media Coverage**

The local media have published several news articles on subjects related to the Cedar Main Street Design Project. Shaw Cable and local radio stations have aired segments on the project.

### **Social Media**

Facebook and Twitter were used to post information about upcoming events and opportunities to participate.



Attachment 2

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1620.01, 2013**

**A BYLAW TO AMEND THE ELECTORAL AREA 'A' OFFICIAL COMMUNITY  
PLAN**

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1620.01**

**A Bylaw to Amend Regional District of Nanaimo Electoral Area 'A'  
Official Community Plan Bylaw No. 1620, 2013**

The Board of the Regional District of Nanaimo, in open meeting assembled, enacts as follows:

1. This Bylaw may be cited as "Regional District of Nanaimo Electoral Area 'A' Official Community Plan Amendment Bylaw No. 1620.01, 2013".
2. The "Regional District of Nanaimo Electoral Area 'A' Official Community Plan Bylaw No. 1620, 2011" is hereby amended as set out in Schedule '1' of this Bylaw.

Introduced and read two times this \_\_\_\_ day of \_\_\_\_, 2013.

Considered in conjunction with the Regional District of Nanaimo Financial Plan and any applicable Waste Management Plans this \_\_\_\_ day of \_\_\_\_, 2013.

Public Hearing held this \_\_\_\_ day of \_\_\_\_, 2013.

Read a third time this \_\_\_\_ day of \_\_\_\_, 20XX.

Received approval pursuant to Section 882 of the *Local Government Act* this \_\_\_\_ day of \_\_\_\_, 20XX.

Adopted this \_\_\_\_ day of \_\_\_\_, 20XX.

\_\_\_\_\_  
Chairperson

\_\_\_\_\_  
Corporate Officer

**REGIONAL DISTRICT OF NANAIMO**  
**BYLAW NO. 1620.01**  
**Schedule '1'**

1. Schedule A of "Regional District of Nanaimo Electoral Area 'A' Official Community Plan Bylaw No. 1620, 2011" is hereby amended as follows:

**a. Table of Contents**

- i) By adding the following heading at the end of the Table of Contents "*Village Plans Which Form Part of this Plan*".
- ii) By adding "*Schedule B: Cedar Main Street Village Plan*" under the heading described in (i) above.

**b. Section 2.3 Scope**

By deleting the last paragraph and replacing with the following:

*The Plan Area, including the lands subject to the Cedar Main Street Village Plan, is designated a 'development approval information area' pursuant to the RDN's Impact Assessment Bylaw No. 1165, 1999. This Bylaw outlines information requirements for zoning amendments, development permit applications, and applications for a temporary industrial or commercial use permit. The Cedar Main Street Village Plan is attached to and forms part of this Bylaw to provide detailed guidance on future land use and community preference and desirable changes within the Cedar Main Street Plan Area.*

**c. Section 2.5 Organization of the Plan**

- i) By adding the following text to the end of the paragraph:

*The Electoral Area 'A' Official Community Plan includes Schedule A and Maps 1-10 which specify the policies and Development Permit Area Guidelines applicable to all of The Plan Area and Schedule B and Maps 1-4, the Cedar Main Street Village Plan which provides policies and Development Permit Area Guidelines specific to Cedar Main Street.*

*The Cedar Main Street Village Plan forms part of this OCP. The location and boundary of the Cedar Main Street Village Plan is shown on Map No. 3 Land Use Designations and Growth Containment Boundaries.*

- ii) By deleting Figure No. 2 - OCP Structure and replacing it with the diagram included in Attachment 1.

**d. 6.2 Cedar Main Street**

By deleting Section 6.2 and replacing with the following:

**6.2 Cedar Main Street Village Plan**

*The Cedar Main Street Village Plan (Schedule B) is the principal guiding document for all land use decisions within the Cedar Main Street Village Plan. The Village Plan is based on the results of a Community Design Charrette held in 2012 and was adopted as a bylaw amendment to this OCP. The Design Ideas, Land Use Designations, Development Policies, Development Permit Area Guidelines, and implementation actions of the Village Plan detail community preferences and desirable changes within Cedar Main Street.*

*Future land use and other improvements within Cedar Main Street must be consistent with both the Official Community Plan and the Cedar Main Street Village Plan. Where a particular issue is not covered by the Cedar Main Street Plan, the Electoral Area 'A' Official Community Plan will take precedence within the Cedar Main Street Plan Area. Where a conflict exists between the OCP and the Cedar Main Street Village Plan, the designation or policies of the Cedar Main Street Village Plan will take precedence.*

**e. 12.6 Cedar Main Street Development Permit Area**

By deleting Section 12.6 and replacing it with the following:

*This DPA includes the properties identified within the Cedar Main Street Development Permit Area on Map No. 10. Refer to the Cedar Main Street Development Permit Area Guidelines contained in Section 6 of the Cedar Main Street Village Plan attached as Schedule B.*

**f. Maps**

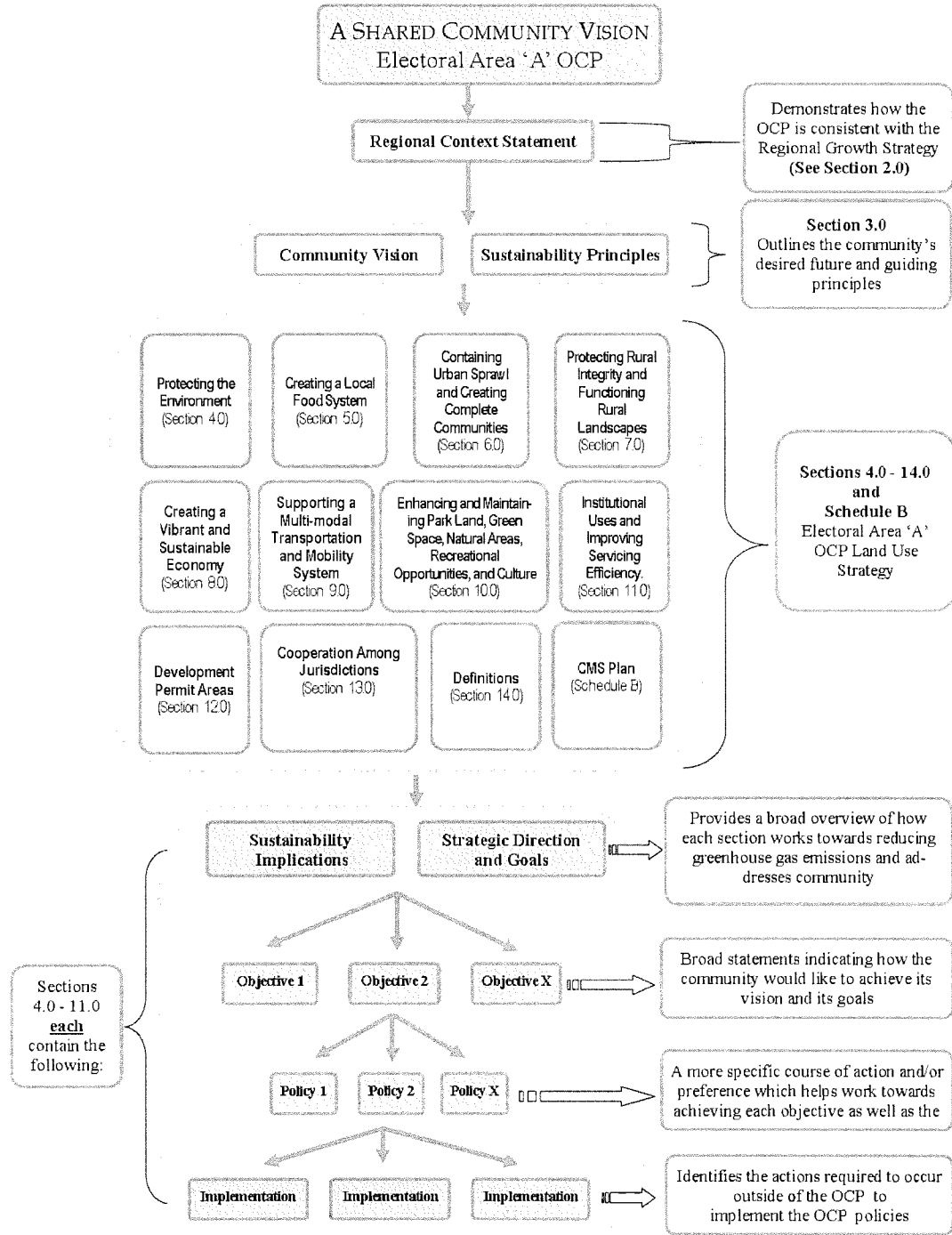
The following Maps which form part of Bylaw 1620, 2011 are hereby amended as follows:

- i) Map No. 3 is deleted and replaced with Attachment 2.*
- ii) Map No. 5 is deleted and replaced with Attachment 3.*
- iii) Map No. 6 is deleted and replaced with Attachment 4.*
- iv) Map No. 7 is deleted and replaced with Attachment 5.*
- v) Map No. 10 is deleted and replaced with Attachment 6.*

- 2. "Regional District of Nanaimo Electoral Area 'A' Official Community Plan Bylaw No. 1620, 2011" is hereby amended by attaching Schedule 'B' cited as the "Cedar Main Street Village Plan" attached as Schedule 2 of this Bylaw.

**REGIONAL DISTRICT OF NANAIMO  
BYLAW NO. 1620.01**

**Attachment 1**





**REGIONAL DISTRICT OF NANAIMO  
BYLAW NO. 1620.01**

**Attachment 2**

**Map No. 3 Land Use Designations and Growth Containment Boundaries**

Legend

- Electoral Area Boundary
- Plan Area Boundary
- Growth Containment Boundary
- Potential Expansion of the South Wellington Light Industrial & Commercial Area (see Inset No. 1)
- Proposed Expansion of the Cassidy GCB (see Inset No. 2)
- (Subject to Regional Growth Strategy Amendment)
- Cedar Village Sewer Line (2010)

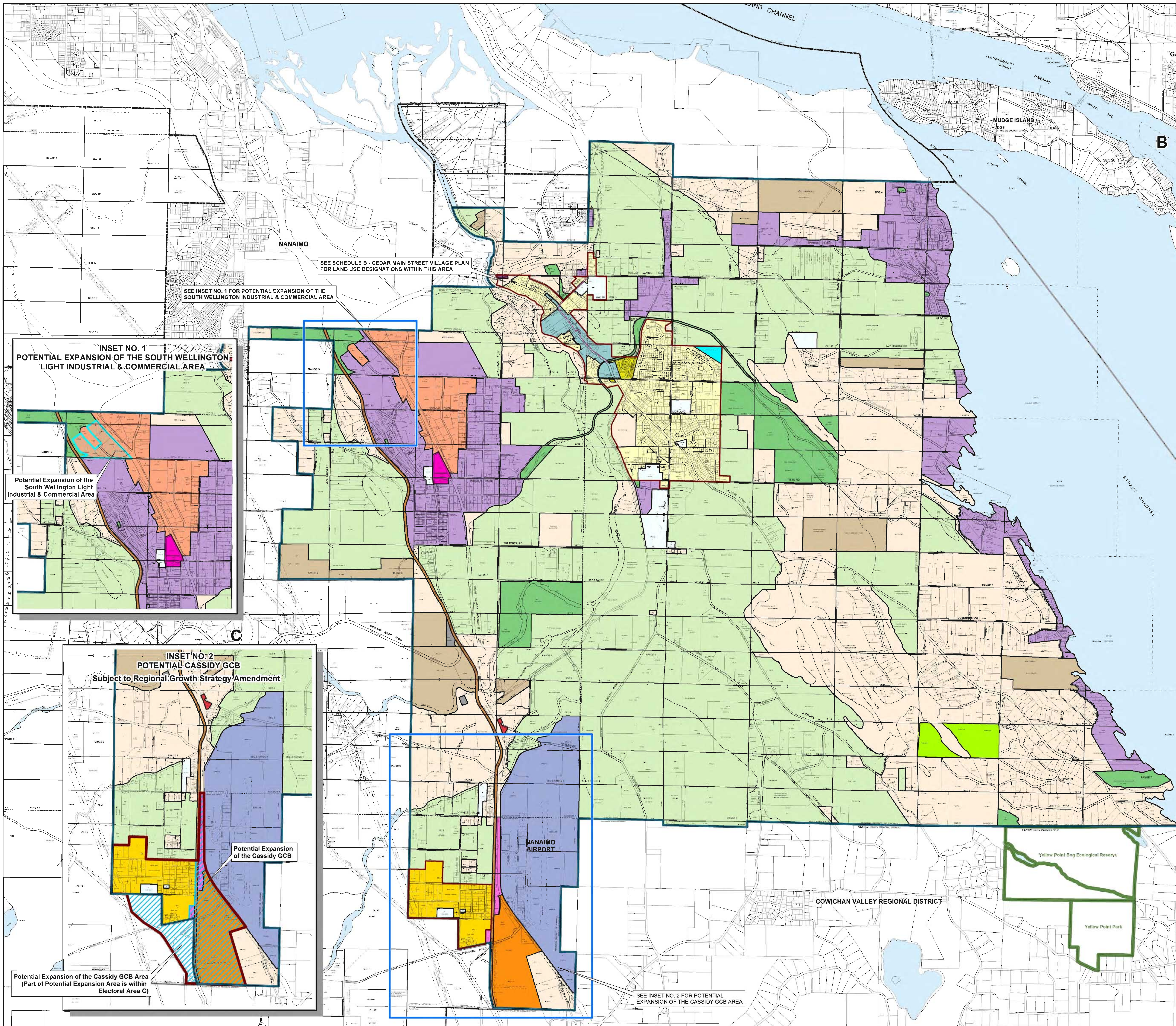
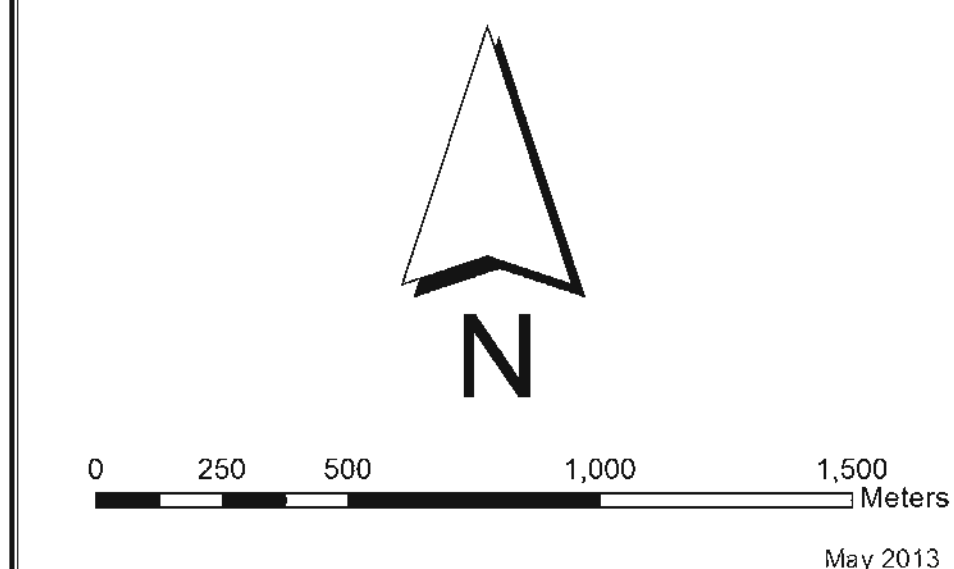
Land Use Designations

- Cedar Estates
- Cedar Main Street\*
- Suburban Residential
- Cassidy Rural Village
- South Wellington Rural Community Centre
- Cassidy Rural Village Potential Expansion Area
- Kirkstone Place
- Rural Residential
- Agricultural
- Rural
- Rural Resource
- South Wellington Light Industrial & Commercial
- Cassidy Light Industrial & Commercial
- Commercial
- Commercial Mixed Use\*
- Institutional
- Industrial
- Nanaimo Airport
- Parkland / Greenspace / Natural Area
- Ecoforestry
- Transportation Corridor

\* See Schedule B - Cedar Main Street Village Plan for land use policies and designations within this plan area.

Chairperson Corporate Officer

BYLAW NO. 1620, 2011  
(INCLUDES AMENDMENTS  
UP TO BYLAW NO. 1620.01, 2013)



SEE SCHEDULE B - CEDAR MAIN STREET VILLAGE PLAN FOR LAND USE DESIGNATIONS WITHIN THIS AREA

SEE INSET NO. 1 FOR POTENTIAL EXPANSION OF THE SOUTH WELLINGTON INDUSTRIAL & COMMERCIAL AREA

INSET NO. 1  
POTENTIAL EXPANSION OF THE SOUTH WELLINGTON LIGHT INDUSTRIAL & COMMERCIAL AREA

Potential Expansion of the South Wellington Light Industrial & Commercial Area

INSET NO. 2  
POTENTIAL CASSIDY GCB

Subject to Regional Growth Strategy Amendment

Potential Expansion of the Cassidy GCB

Potential Expansion of the Cassidy GCB Area (Part of Potential Expansion Area is within Electoral Area C)

SEE INSET NO. 2 FOR POTENTIAL EXPANSION OF THE CASSIDY GCB AREA

**REGIONAL DISTRICT OF NANAIMO  
BYLAW NO. 1620.01**

**Attachment 3**

**Map No. 5 Water Service Planning Area**

Legend

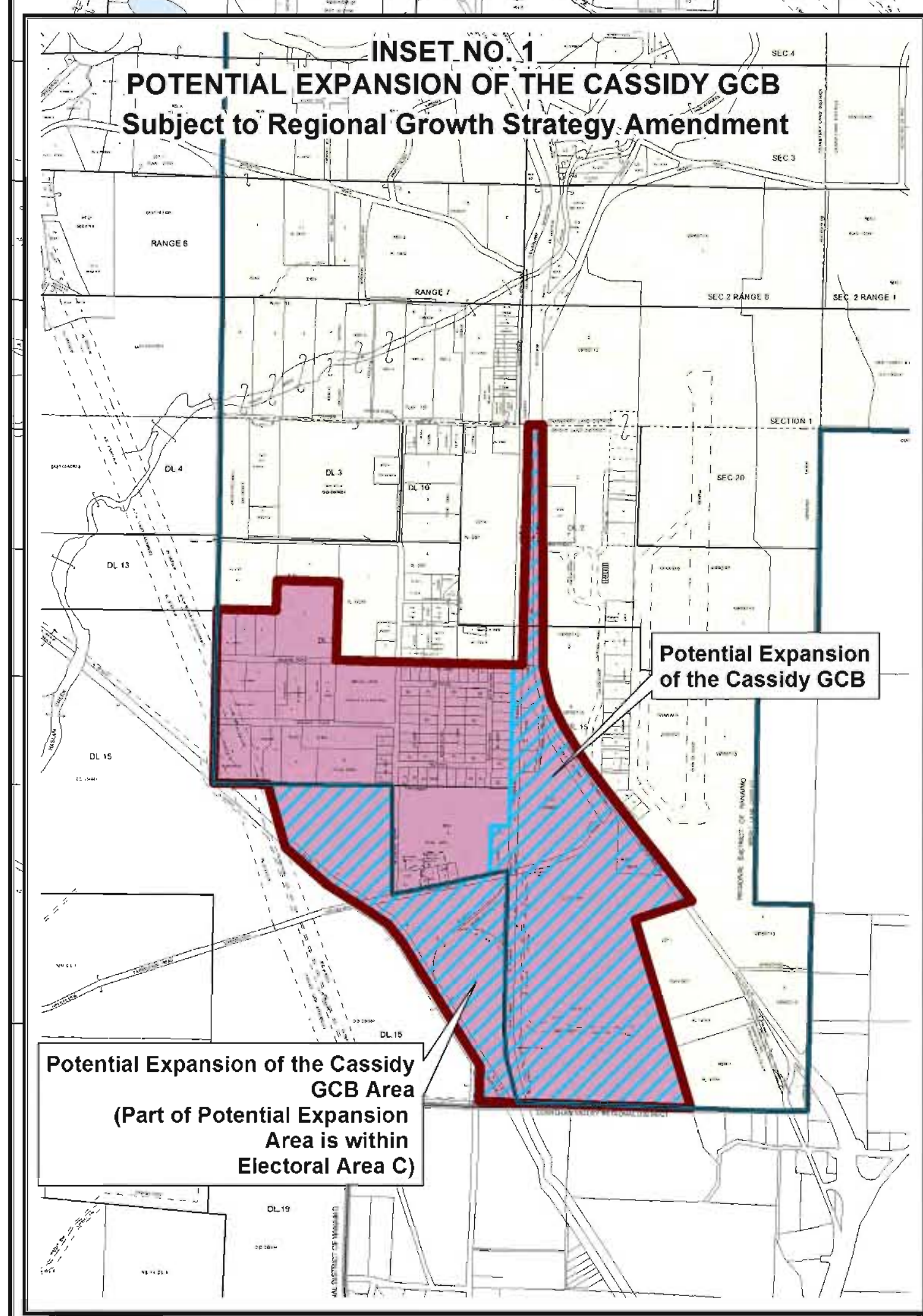
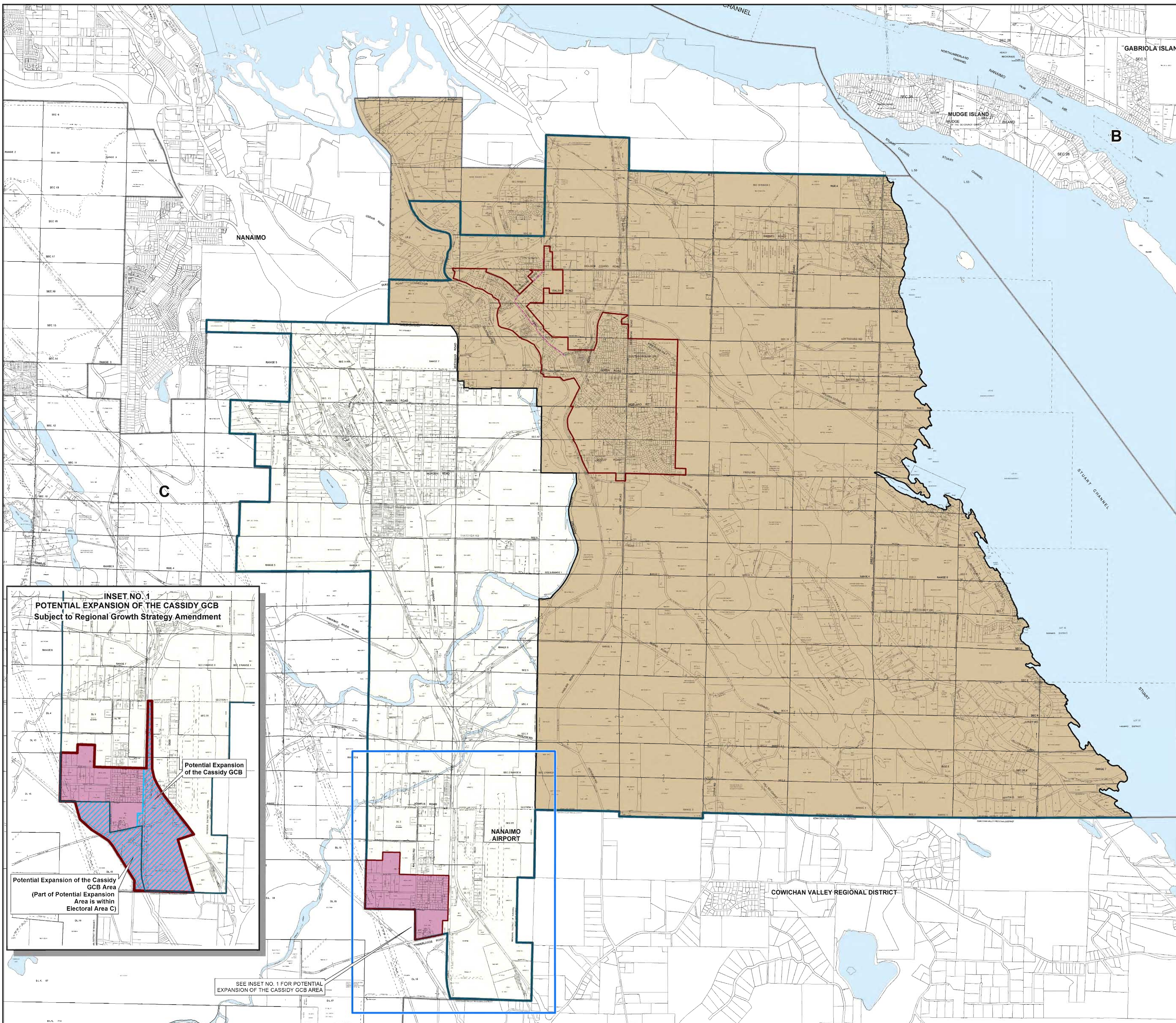
- Electoral Area Boundary
- Plan Area Boundary
- Growth Containment Boundary

Potential Expansion of the Cassidy GCB (see Inset No. 1)  
(Subject to Regional Growth Strategy Amendment)

CedarVillageSewerLine (2010)

Water Service Planning Areas

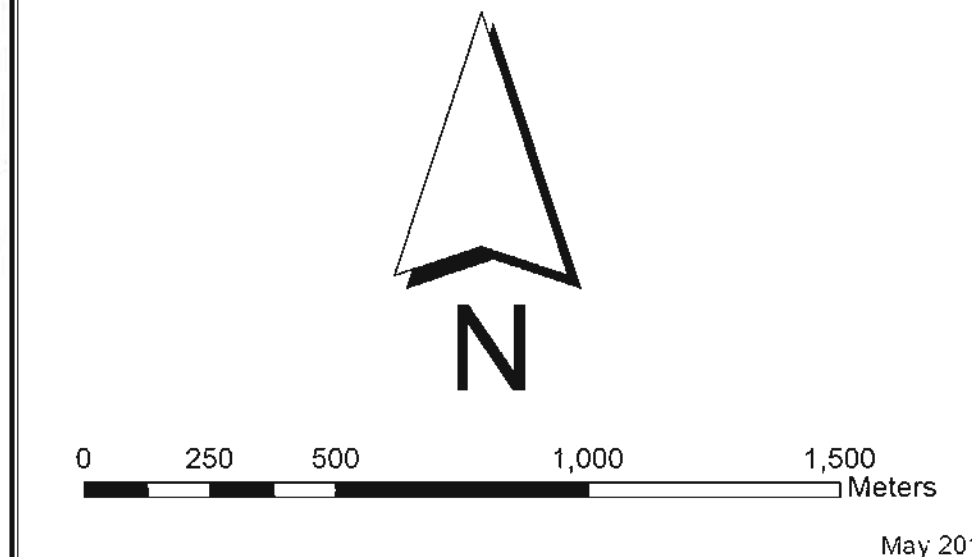
- North Cedar Improvement District  
Cedar GCB Water Service Planning Area lies within the North Cedar Improvement District Boundary
- Cassidy GCB Water Service Planning Area



SEE INSET NO. 1 FOR POTENTIAL EXPANSION OF THE CASSIDY GCB AREA

Chairperson Corporate Officer

BYLAW NO. 1620, 2011  
(INCLUDES AMENDMENTS UP TO BYLAW NO. 1620.01, 2013)



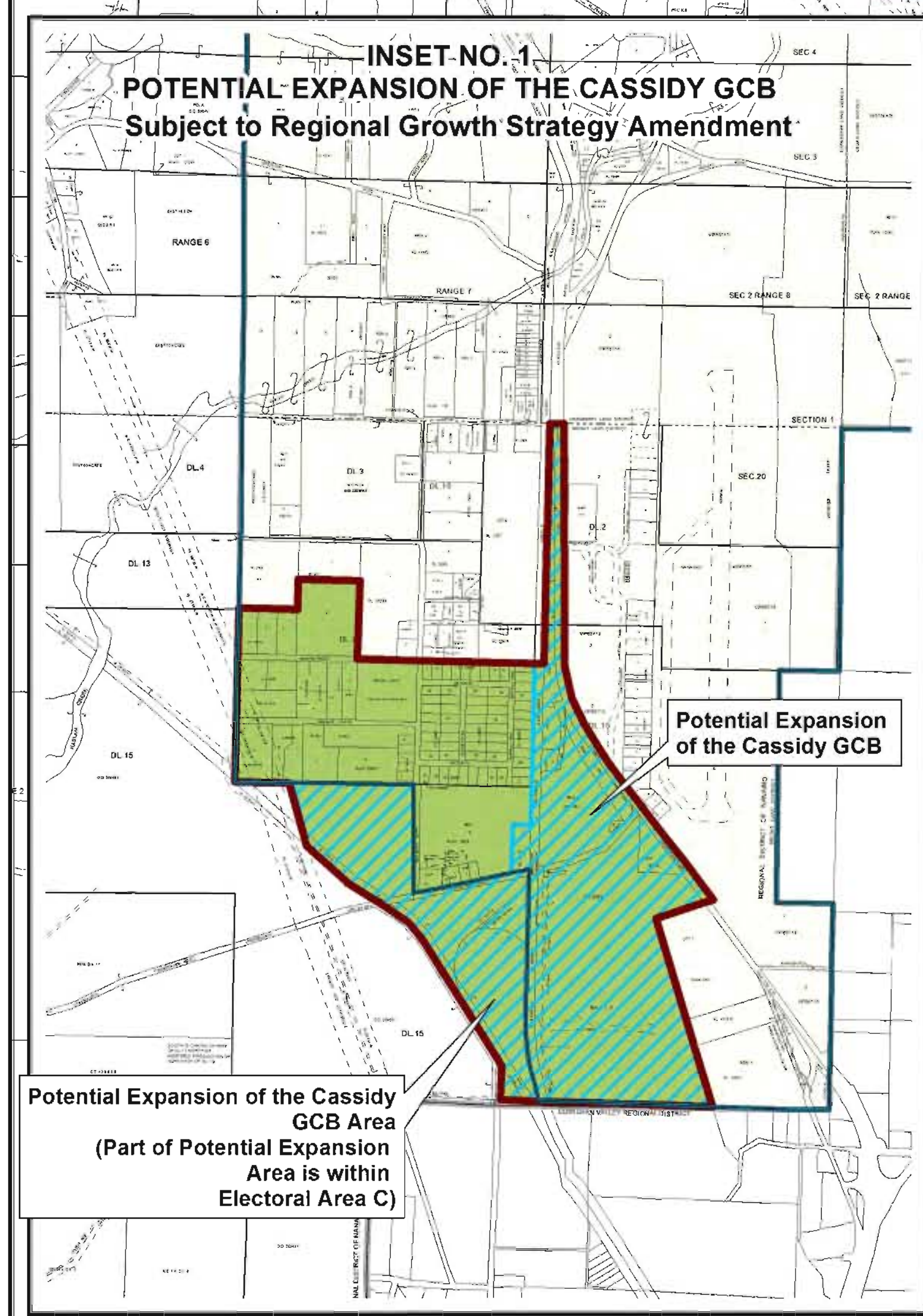
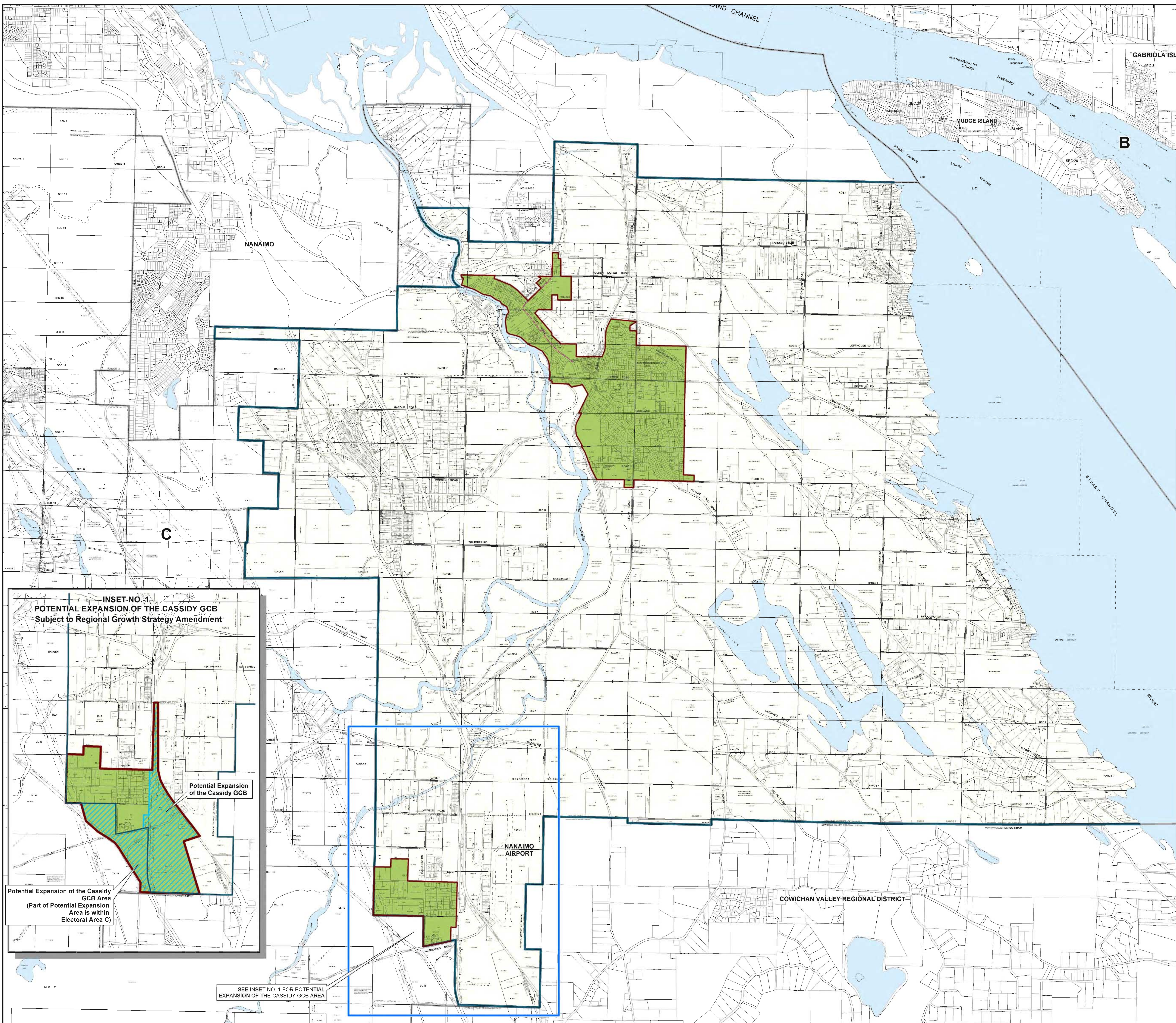
**REGIONAL DISTRICT OF NANAIMO  
BYLAW NO. 1620.01**

**Attachment 4**

**Map No. 6 Community Sewer Servicing Area**

Legend

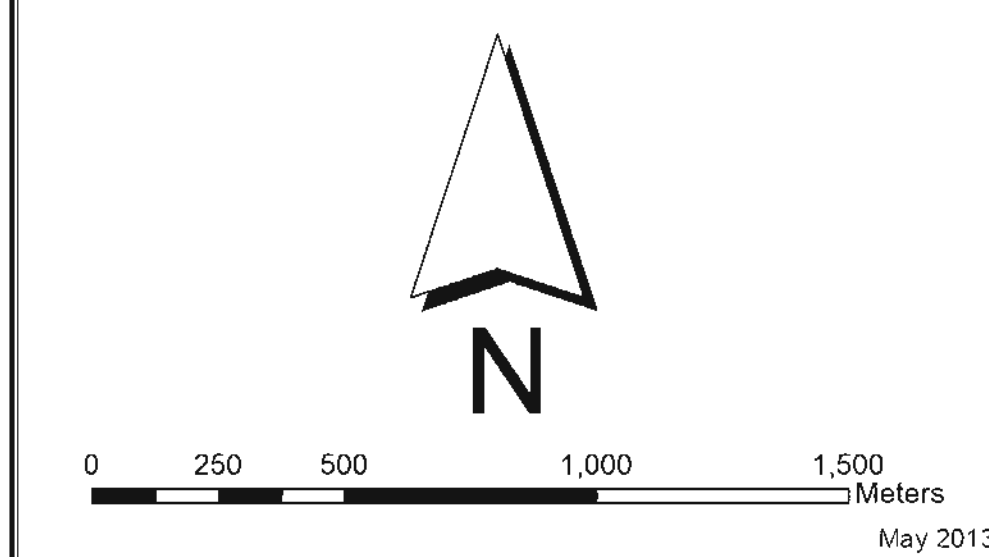
-  Electoral Area Boundary
-  Plan Area Boundary
-  Growth Containment Boundary
-  Proposed Expansion of the Cassidy GCB (See Inset No. 1)  
(Subject to Regional Growth Strategy Amendment)
-  CedarVillageSewerLine (2010)
-  Community Sewer Servicing Area



SEE INSET NO. 1 FOR POTENTIAL EXPANSION OF THE CASSIDY GCB AREA

Chairperson \_\_\_\_\_ Corporate Officer \_\_\_\_\_

BYLAW NO. 1620, 2011  
(INCLUDES AMENDMENTS  
UP TO BYLAW NO. 1620.01, 2013)



**REGIONAL DISTRICT OF NANAIMO  
BYLAW NO. 1620.01**

**Attachment 5**

**Map No. 7 Features that Support the Economy**

A Shared Community Vision

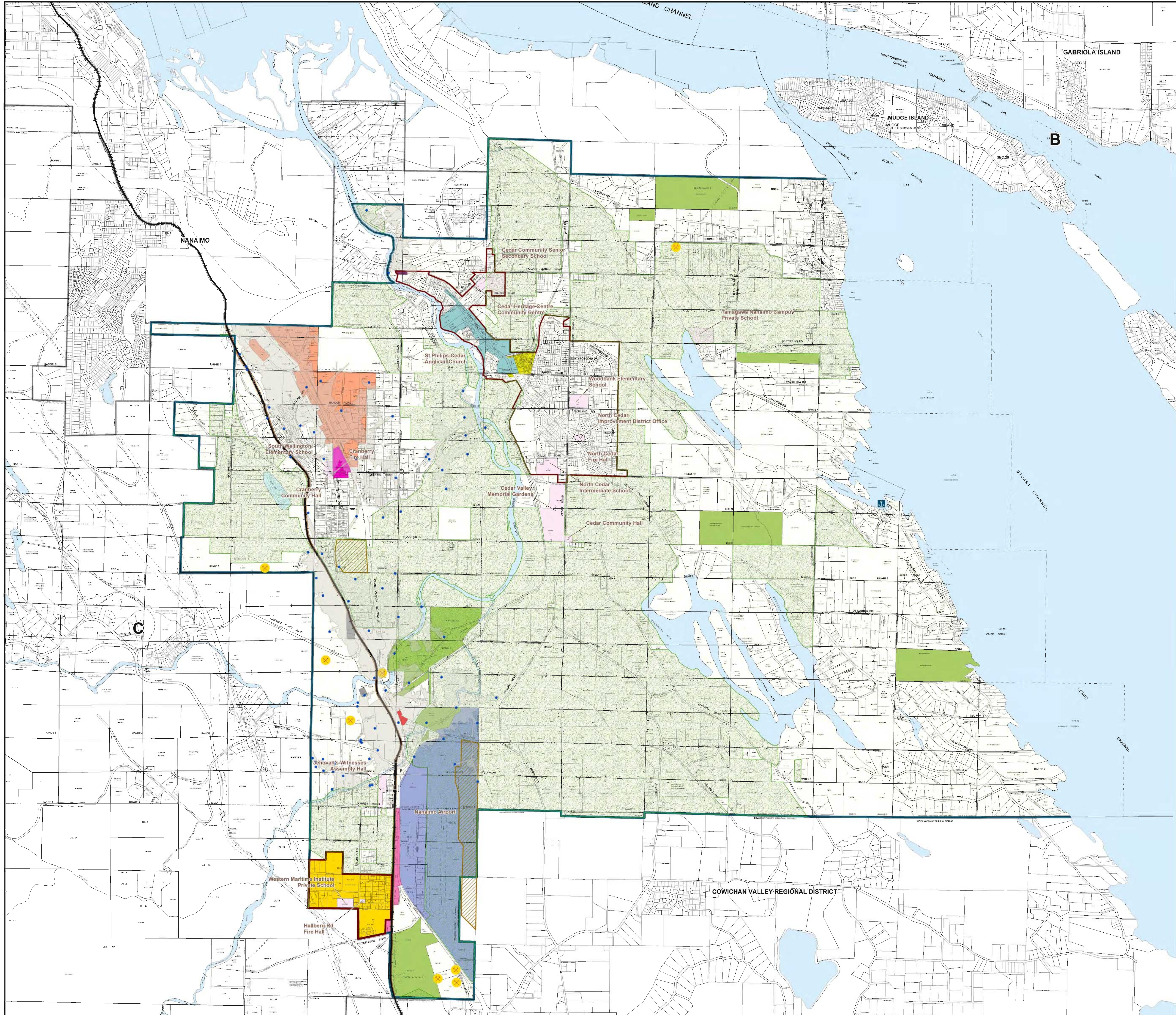


Electoral Area A  
Official Community Plan

MAP NO. 7  
Features that Support  
the Economy

Legend

- Electoral Area Boundary
- Plan Area Boundary
- Growth Containment Boundary
- E & N Railway
- Golf Course
- Boat Harbour Marina
- Private Managed Forest Land  
(Based on BC Assessment Authority Records and BC Private Managed Forest Land Council - January 29, 2010 and is subject to change)
- Agricultural Land Reserve  
Updated to November 2010  
NOTE: The Agricultural Land Reserve is shown on this Map to provide only an indication of the overall size of the Reserve.  
FOR LEGAL AND INTERPRETIVE PURPOSES: To determine the location of the Agricultural Land Reserve Boundaries refer to the Constituent Maps of the Agricultural Land Commission.
- Gravel Pit  
SOURCE: RDN Aggregate Study - 1999
- Old Coal Mine Shaft
- Old Coal Mine  
SOURCE: Pacific Spatial Systems
- Cedar Estates
- Cedar Main Street
- Cassidy Village
- Institutional
- Commercial
- Commercial Mixed Use
- Industrial
- South Wellington Rural Community Centre
- South Wellington Light Industrial & Commercial
- Cassidy Light Industrial & Commercial
- Nanaimo Airport
- Transportation Corridor (E & N Railway)  
(Designations based on Map No. 3 Land Use Designations)



Chairperson \_\_\_\_\_ Corporate Officer \_\_\_\_\_

BYLAW NO. 1620, 2011  
(INCLUDES AMENDMENTS  
UP TO BYLAW NO. 1620.01, 2013)

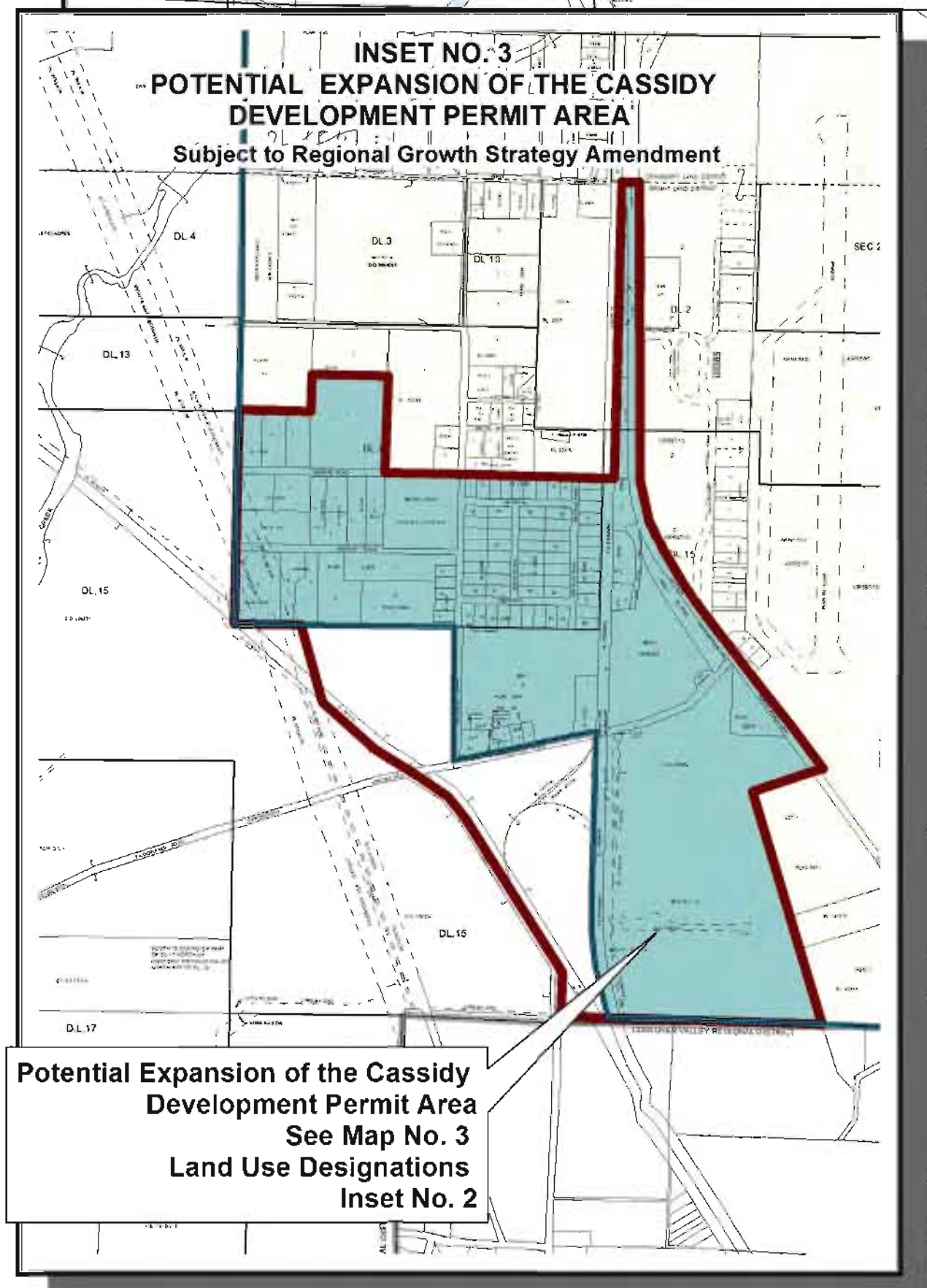
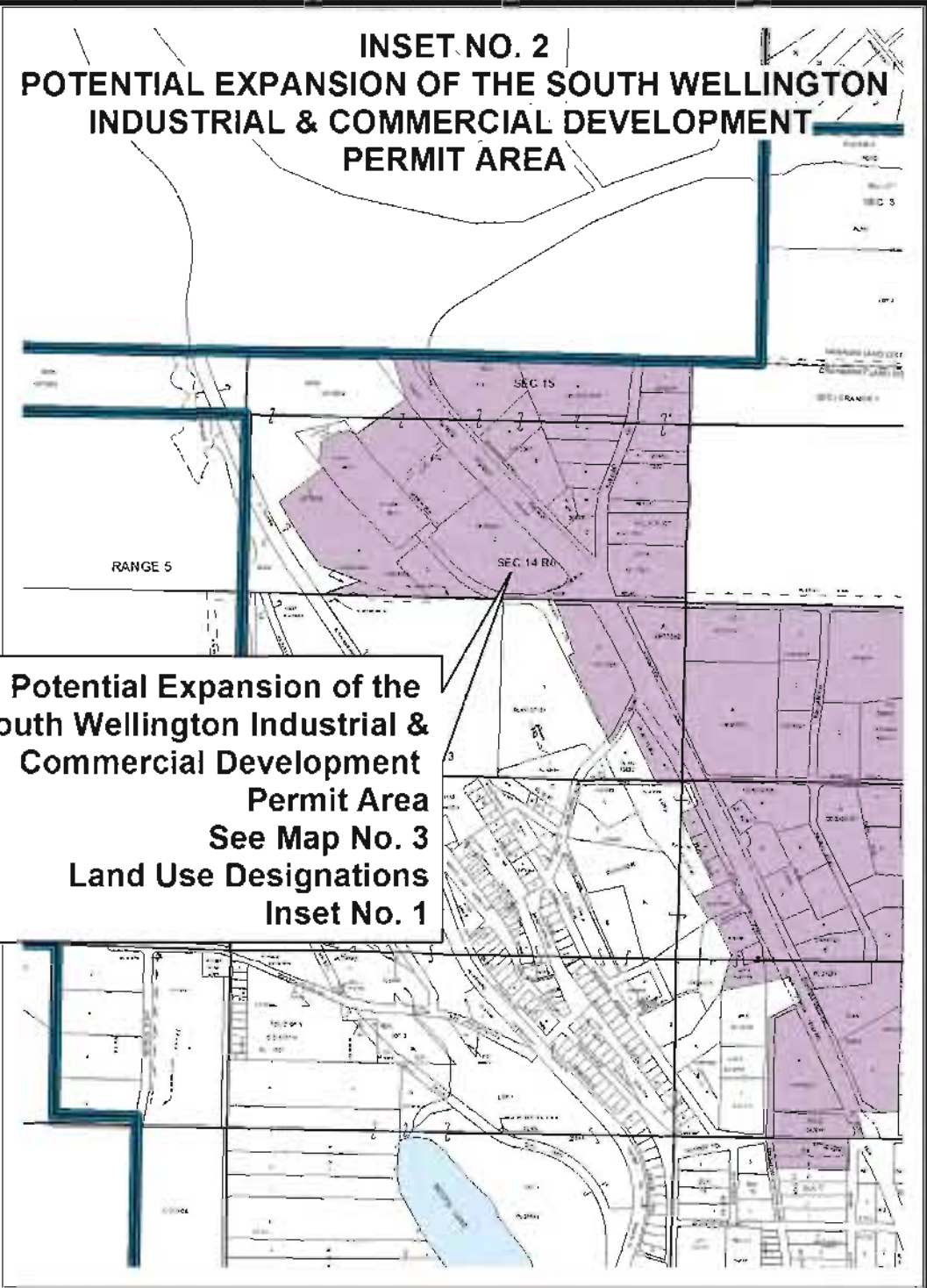
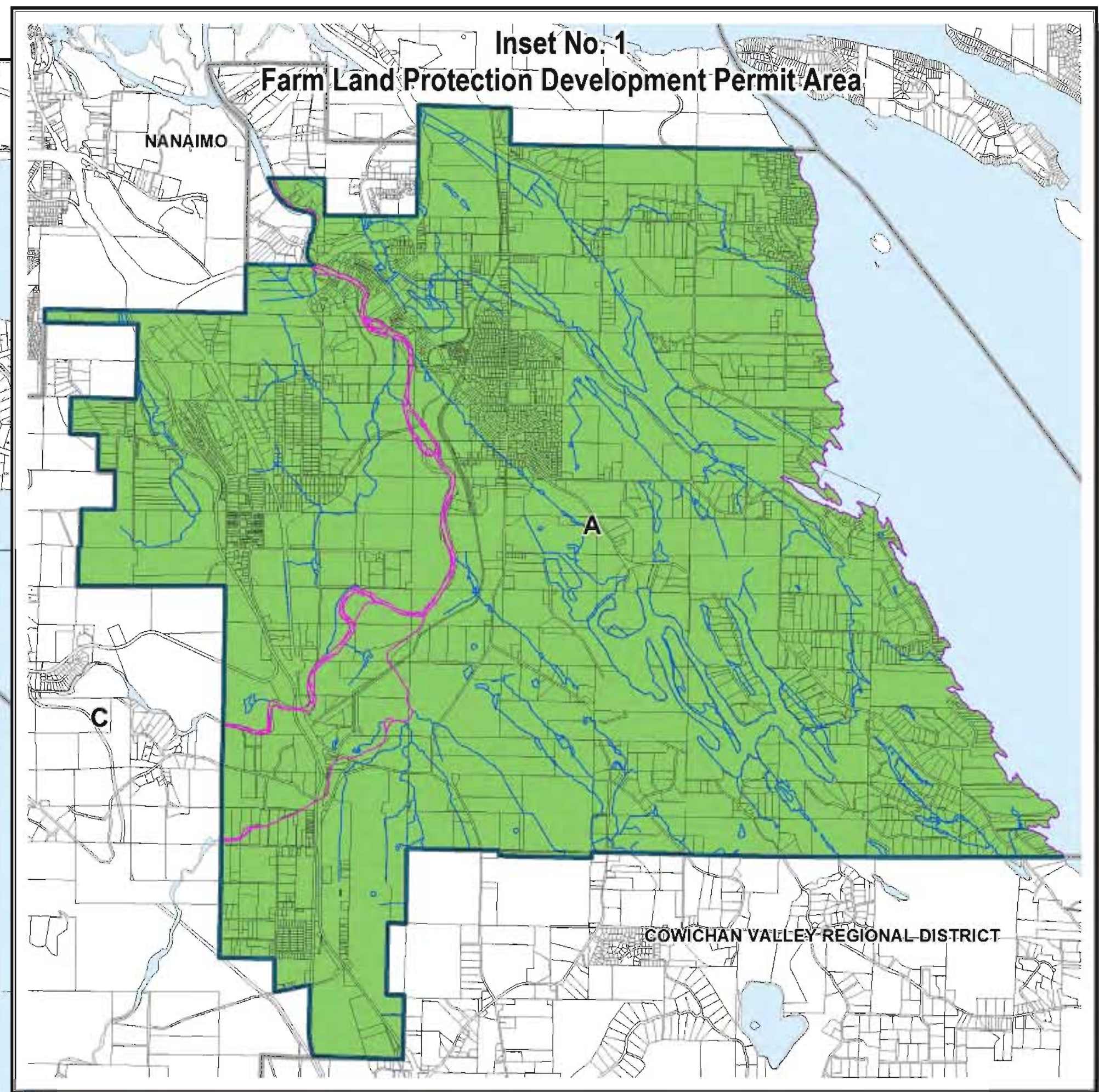
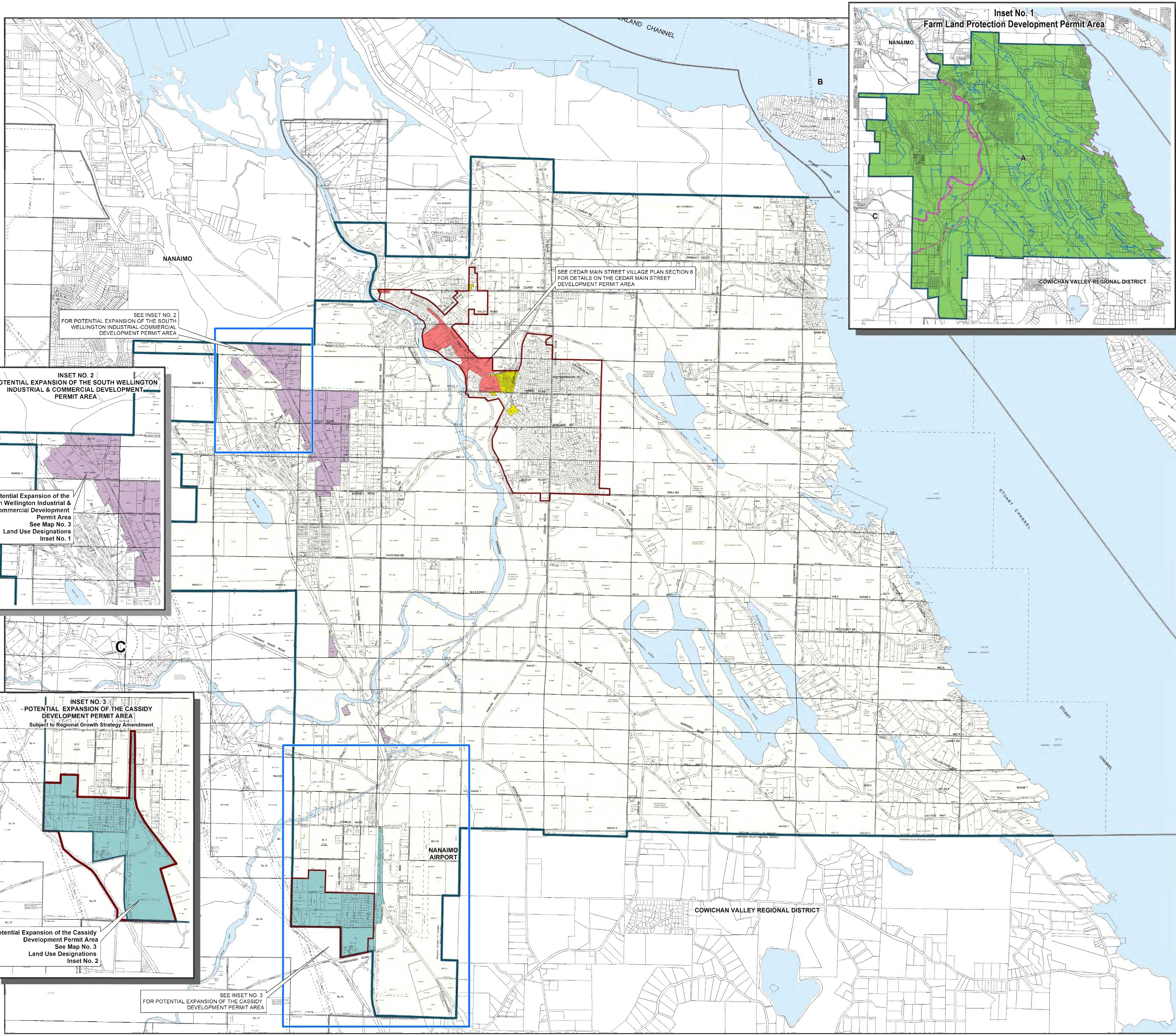




**REGIONAL DISTRICT OF NANAIMO  
BYLAW NO. 1620.01**

**Attachment 6**

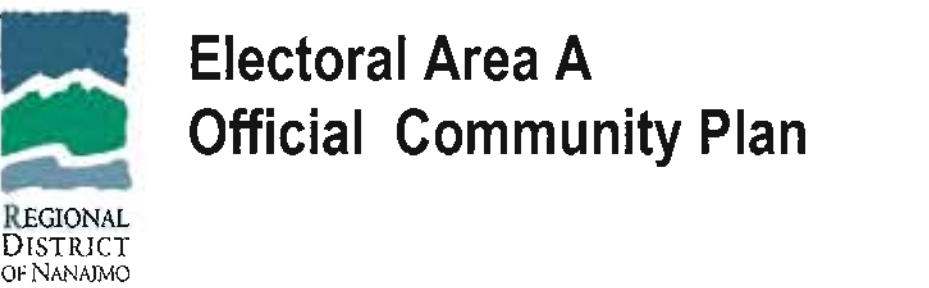
**Map No. 10 Development Permit Areas for the Purpose of Form and  
Character and Protecting Farm Land**



SEE INSET NO. 3 FOR POTENTIAL EXPANSION OF THE CASSIDY DEVELOPMENT PERMIT AREA

SEE CEDAR MAIN STREET VILLAGE PLAN SECTION 6 FOR DETAILS ON THE CEDAR MAIN STREET DEVELOPMENT PERMIT AREA

**A Shared Community Vision**



**MAP NO. 10**  
Development Permit Areas  
for the Purpose of Form & Character  
and Protecting Farm Land

**Legend**

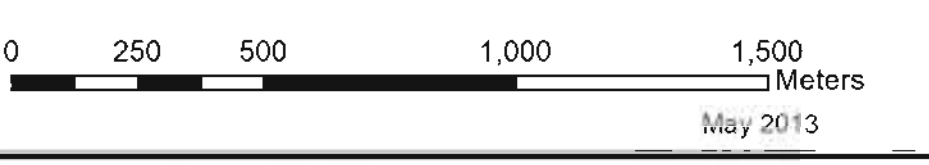
- Electoral Area Boundary
- Plan Area Boundary
- Growth Containment Boundary

**Development Permit Areas**

- Farm Land Protection Development Permit Area - All land adjacent to ALR land
- South Wellington Light Industrial - Commercial Development Permit Area
- Cedar Main Street Development Permit Area
- Cassidy Development Permit Area
- Cedar Development Permit Area

Chairperson \_\_\_\_\_ Corporate Officer \_\_\_\_\_

BYLAW NO. 1620, 2011  
(INCLUDES AMENDMENTS  
UP TO BYLAW NO. 1620.01, 2013)



**REGIONAL DISTRICT OF NANAIMO  
BYLAW NO. 1620.01  
Schedule '2' – Cedar Main Street Village Plan'**

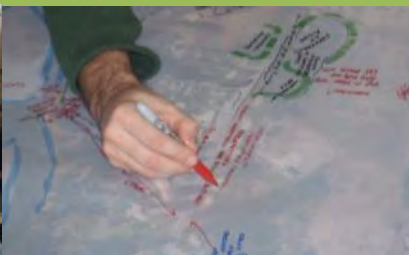
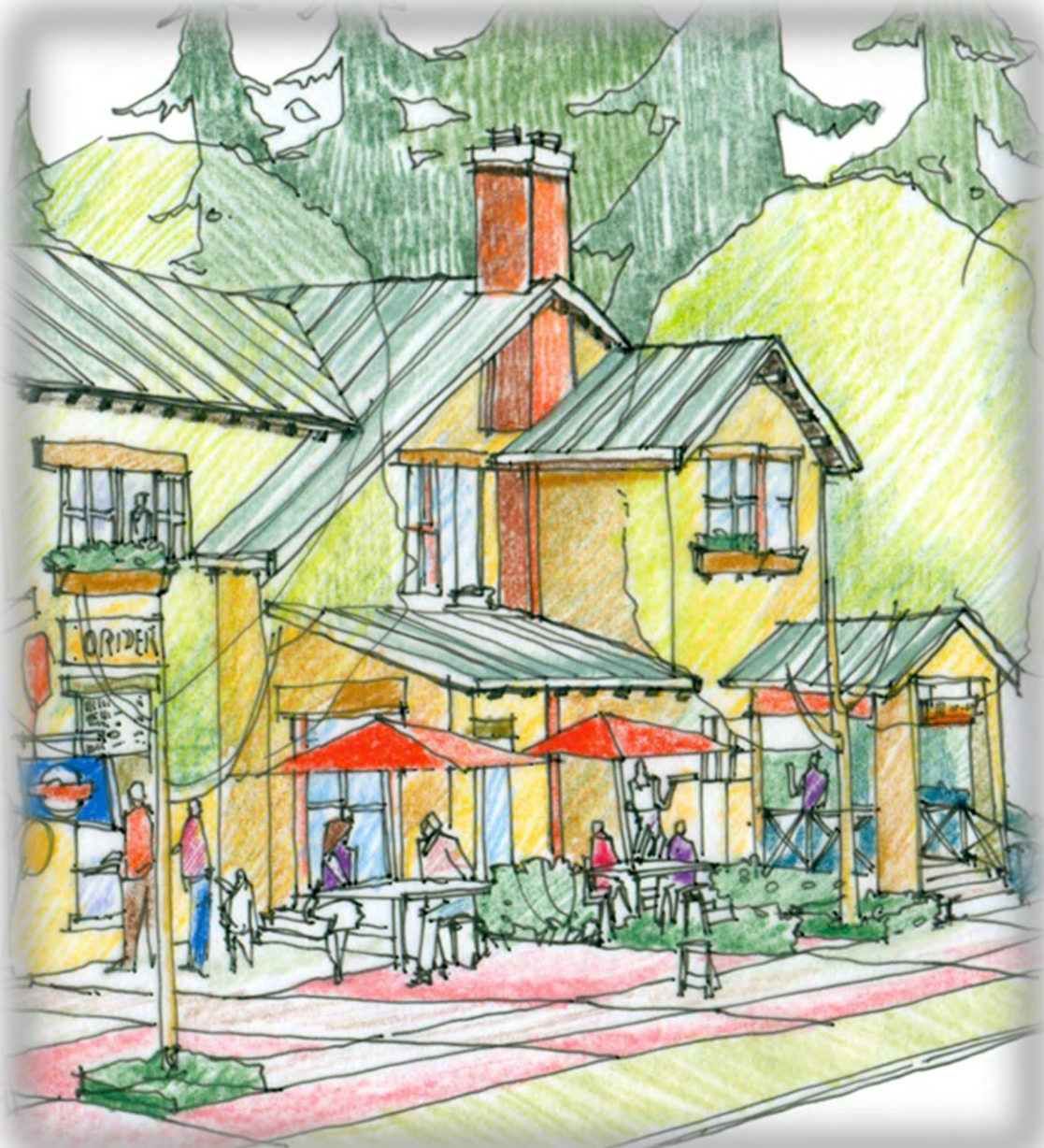
**Schedule 'B' of Bylaw 1620, 2011  
Cedar Main Street Village Plan**



REGIONAL  
DISTRICT  
OF NANAIMO

# Cedar Main Street Draft Village Plan

Schedule 'B' Electoral Area 'A' OCP Bylaw No. 1620, 2011





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**MAPS**

Map No. 1: Illustration of Select Design Ideas

Map No. 2: Land Use Designations

Map No. 3: Parks, Trails, and Transportation

Map No. 4: Cedar Main Street Development Permit Area

## Acknowledgements

This Plan is the result of the collaboration and dedication of community members, business owners, community leaders, RDN Staff, design professionals, and others who contributed their time and effort towards the creation of this document.

A special thanks goes out to the following individuals for their contribution towards the Plan.

### **Cedar Main Street Citizen’s Advisory Group**

Alec McPherson	Kenn Joubert	Eike Jordan
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### **Cedar Main Street Technical Advisory Group (not including RDN Staff)**

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Heike Schmidt	Doug Glenn	Heather Sarchuk
Andrew Jones	Dave Edgar	Margaret Henigman
Chris Good	Johnathan Tilley	
Dean Mousseau	Stu Johnson	

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Paul Thompson	Wayne Moorman	Mike Donnelly
Keri House	Wendy Idema	Al Dick
Pamela Newton	Angela Buick	Daniel Pearce
Tom Sohier	Nicole Hewitt	Elaine McCulloch
Stephen Boogaards	Karen Hamilton	
Kristy Marks		

Thank you to JWT Architecture and Planning who lead the community design charrette and provided graphic support.

Last but not least a special thanks to all who participated in the Cedar Main Street Design Project.



# 1 Cedar Main Street Village Plan Overview

Based on the community vision, sustainability principles, and goals contained in the Electoral Area 'A' OCP, the Cedar Main Street (CMS) Village Plan provides direction and policies that reflect how the residents of Electoral Area 'A' wish to see Cedar Main Street change and grow over time.

The Design Ideas and Land Use Concepts together with Policies, Development Permit Area Guidelines, and implementation actions detail desirable changes and improvements within Cedar Main Street.

This plan, based on the results of a Community Design Charrette held in 2012, provides direction on community preferences and priorities with respect to a number of planning considerations. Some of these considerations include land use, building design, transportation, housing, pedestrian and cyclist movement, affordable and seniors housing, parks and recreation, and community infrastructure.

The Cedar Main Street Plan also addresses key issues relating to reducing greenhouse gas emissions (GHG) and the associated impacts of climate change by encouraging compact forms of housing, local employment, and transportation choices that promote the efficient use of energy and resources.

## 1.1 Abbreviations

BCT	British Columbia Transit	OCP	Official Community Plan
CMS	Cedar Main Street	PO's	Property Owner(s)
GCB	Growth Containment Boundary	RDN	Regional District of Nanaimo
GHG	Greenhouse Gas	RVC	Rural Village Centre
MCSCD	Ministry of Community, Sport, & Cultural Development	RGS	Regional Growth Strategy
MOTI	Ministry of Transportation and Infrastructure	SD68	School District 68
NCFM	Nanaimo Cedar Farmers Market		
NCID	North Cedar Improvement District		

## 1.2 Why A Village Plan?

The Cedar Main Street Village Plan is intended to capture the community's preferences for future growth and change. It provides an opportunity to proactively pursue desirable change and create a shared vision rather than react to development applications on a one-off basis. This Plan will assist the community by:

- Providing a basis for residents to focus on priority issues and opportunities, develop solutions, and ultimately influence decisions about future change.
- Giving developers a clear understanding of what the community wants to see built in the Cedar Main Street Plan Area so that they are better able to develop projects that meet community expectations.

- Providing the RDN Board and Planning Staff with a better understanding of how residents would like to see Cedar Main Street evolve to accommodate growth sustainably.
- Creating a valuable tool to assist the RDN Board and Planning Staff in evaluating how well development proposals meet community expectations as reflected by the Plan.
- Acting as a resource/ reference that shows community direction in order to leverage funding for projects that are consistent with the goals, objectives and policies of the Plan and the OCP.

### 1.3 History

The Cedar Area has a rich history. It was first inhabited by First Nations People for thousands of years prior to European's arriving in the area. The Cedar Main Street Plan Area is within the Snuneymuxw First Nations Traditional Territory.

In 1850 it is thought that James Stove settled in the area to help develop a coal mine. At that time Cedar was a vast untamed wilderness with few settlers in the area. The journey from Nanaimo to Cedar was difficult because there was no bridge crossing the Nanaimo River. As a result, settlers had to travel to Cedar by canoe. In 1865, the first bridge was constructed crossing the Nanaimo River near the current bridge site below the Cranberry Arms Hotel. Since then the bridge has been replaced several times.



**Red Lion Brewery in Stovely. Date unknown. Courtesy of Tom Teer**

The first settlers of European descent typically worked in resource-oriented industries such as logging and mining to support their families. Settlers moving to the area were faced with the arduous task of improving the land by clearing it for cultivation and settlement.

Most of the local landmarks and streets were named after prominent families in the community including the surnames of Haslam, York, Quennell, MacMillan, Gould, Hemer, Cassidy, Holden, and Corso. Many of the founding families still reside in the community today.

The Cedar Area also has deep agricultural roots. Many of the pioneer families were farmers and ranchers. In many cases clearing and improving the land for cultivation was a condition of the pre-emption of land from the Crown which was how many settlers obtained land.

Cedar's past is still evident today through its historic buildings which include the Mahle House, the Wheatshaf Inn, North Cedar School (Cedar Heritage Centre), St. Philips Anglican Church, Cranberry Arms Pub, and Cedar Community Hall. It should be noted that the historic buildings in Cedar include a variety of architectural styles rather than a unified design scheme.

For more information please refer to the Technical Background Report prepared as part of the Cedar Main Street Design Project which is available from the RDN Planning Department.



## 1.4 Plan Area and Context

Cedar Main Street is located in the Cedar Rural Village Centre within the unincorporated community of Cedar within Electoral Area 'A' of the RDN. Cedar is a rural community, with strong roots in agriculture and other resource uses. The community strongly supports maintaining and enhancing the rural character and rural way of life. This is achieved by directing opportunities for future growth into well-defined areas such as the Cedar Main Street land use designation and controlling future growth on lands located outside of the Cedar Village Core.

The Plan Area consists of 51 parcels of land which occupy approximately 23.1 hectares. Cedar Road runs through the centre of the Plan Area and runs parallel to the Nanaimo River. The Plan Area varies from approximately 2 to 48 metres above sea level. The Nanaimo River flows gently in a northwesterly direction towards the ocean where its estuary (one of the largest on the east coast of Vancouver Island) meets the Strait of Georgia.

The Plan Area is located on a narrow ridge located between the Nanaimo River, York Lake and surrounding wetland. The topography of the Plan Area nearest Cedar Road is relatively flat. However, the land quickly slopes down towards the Nanaimo River on the southwest side of Cedar Road and towards York Lake on the northeast side of Cedar Road.

## 1.5 Plan Authority

The CMS Village Plan is adopted as a bylaw amendment to the Electoral Area 'A' Official Community Plan, Bylaw No. 1620, 2011.

The CMS Village Plan is the principal guiding document for all land use decisions within CMS.

Where a particular issue is not covered by the CMS Village Plan, the Area 'A' OCP will be consulted for direction. Where a conflict exists between the OCP and the CMS Village Plan, the designations and/or policies of the CMS Village Plan will take precedence within the designated CMS Village Plan Area.

## 1.6 Plan Application

The CMS Village Plan accompanies the Electoral Area 'A' OCP by providing more detailed policies and Development Permit Area (DPA) Guidelines. It is intended that this Plan will be used in conjunction with the OCP (policies and DPA Guidelines) and not separate from it. Where no direction is provided by this Plan on a particular topic, reference should be made to the OCP.

This Plan will be considered in the review of all planning and land use related matters for lands located within the CMS Land Use Designation as identified in the OCP Map No. 2. Applications for development, re-development and public improvement projects must be consistent with plan policies.

Future land use within CMS will be guided by this Plan which may also be used to review and revise RDN Land Use and Subdivision Bylaw No. 500, 1987 (Zoning Bylaw No. 500), and other RDN Bylaws to ensure that future land use and development is consistent with the direction provided in this Plan.

Variances to Zoning Bylaw No. 500 may be required to meet the intent, policies, and guidelines of this Plan.

It is recognized that some current land uses are not consistent with the policies, guidelines, or ideas identified in this Plan. This plan is intended to illustrate a preferred pattern of land use as development and re-development occurs. It does not affect ongoing use of land under current zoning and does not require property owners to change a land use that is not consistent with the Plan. Future zoning changes will be initiated by property owners and not imposed by the RDN.

This Plan identifies a variety of desirable community amenities. The provision of community amenities will be considered through the rezoning process and in accordance with Section 5.4 of this Plan, Section 14 of the OCP, and community consultation

## 1.7 Plan Monitoring and Review

The CMS Village Plan will be reviewed in conjunction with the Electoral Area 'A' Official Community Plan review process.

## 1.8 Relationship to other RDN Plans

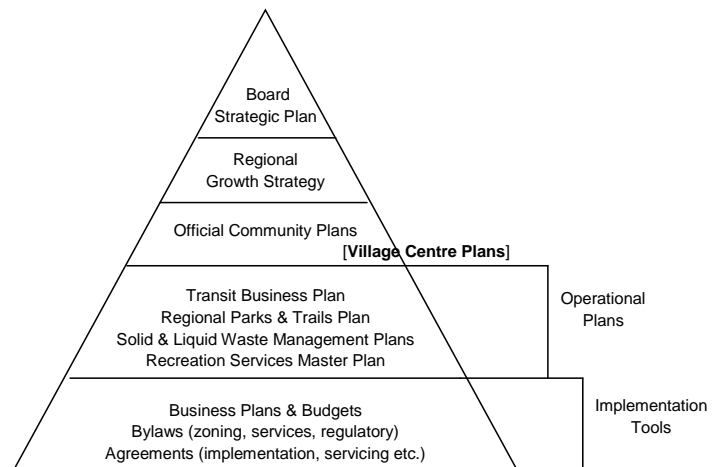
The CMS Village Plan was created as a result of a recommendation of the Electoral Area 'A' Official Community Plan. This Plan is considered to be part of the OCP.

This Section describes briefly how the CMS Village Plan relates to other key RDN strategic plans and regulations.

The diagram shows how the CMS Village Centre Plan fits into the hierarchy of RDN plans and strategies.

The 2013-2015 RDN Board Strategic Plan “Working Together for a Resilient Future” outlines the RDN vision for a sustainable region: "The RDN in 2050...Our region is environmentally, socially, and economically healthy; resilient and adaptable to change. Residents of the region meet their needs without compromising the ability of future residents to do the same....."

The Strategic Plan provides direction to the Regional Growth Strategy (RGS) which in turn provides direction to several community level strategic plans (including OCP's and Village Centre Plans).



The policies and actions of the Electoral Area ‘A’ OCP and Village Plans are implemented through regulatory bylaws (including zoning, subdivision and servicing bylaws) along with the allocation of resources through departmental business plans and budgets.

## 1.9 Rural Village Centres in the Regional District of Nanaimo

CMS is located within the Cedar Rural Village Centre as designated by the Regional Growth Strategy (RGS). Rural Village Centres (RVC) are intended to be the focus of housing, employment, and service provision in unincorporated rural areas of the RDN.

RVC's are central to the RDN's approach to managing growth in EA's in order to achieve sustainability goals as outlined in the RGS.

Directing and encouraging denser development within Rural Village Centres will help protect and enhance rural qualities of life and interrelated environmental values by:

- Creating conditions that increase opportunities to live, work, learn and play in compact, complete Rural Village Centres;
- Increasing the feasibility of providing cost effective servicing and amenities by concentrating demand;
- Linking adjacent rural and residential suburban areas to RVC's through the use of bicycle paths, pedestrian walkways, multi-use trails, and public transit;
- Providing development opportunities within the RVC thereby reducing development pressure on lands located outside of the RVC and helping to preserve lands which are valued for agriculture and other rural uses.

## 1.10 Community Participation

The CMS Village Plan is the result of a comprehensive public engagement process which provided numerous opportunities for community input early and throughout the planning process. Dedicated community members, community leaders, and business owners worked collaboratively with RDN staff and design professionals to share knowledge and ideas that resulted in the direction and policies in this Plan.

The community engagement process included:

- Multiple Community Workshops and Open Houses
- Displays at Community Events
- A four day Community Design Charrette
- A Citizen's Advisory Group which met numerous times to discuss issues related to the Plan
- Informational Mail Outs and Press Releases
- Commercial Needs Assessment
- Online Questionnaires
- Press Releases
- Radio Interviews
- Shaw Cable Interview

## 2 Cedar Main Street Vision

The CMS Village Plan builds upon the Electoral Area 'A' OCP by providing more detailed objectives, policies, and guidelines. Extensive community input went in to the creation of the vision titled '*A Shared Community Vision*' that is in the OCP. As a result, the CMS Village Plan works towards achieving that vision rather than creating a separate vision that only applies to CMS.

*A Shared Community Vision* can be found in Section 3.1 of the Electoral Area 'A' OCP.

### 2.1 A Vision for Cedar Main Street

The CMS Village Plan helps achieve 'A Shared Community Vision' by:

- Encouraging new opportunities for local employment;
- Supporting a range of housing types and sizes that cater to a range of age groups and income levels;
- Creating a vibrant village that attracts and retains new area residents;
- Encourages the creation of a more complete community;
- Supporting land uses and development patterns which help reduce automobile dependence and greenhouse gas emissions;
- Creating a strong sense of place and enhancing community pride; and,
- Creating safer opportunities for pedestrian, cyclist, and non-motorized forms of transportation.

### 2.2 Sustainability Principles

As an integral component of the Electoral Area 'A' OCP, the CMS Village Plan is consistent with the Sustainability Principles contained within Section 2.3 of the Electoral Area 'A' OCP. In summary, the principles are as follows:

- Principle 1: Nature Has Value
- Principle 2: Maintain Local History, Culture, and Rural Character
- Principle 3: Leaders in Local Food Production and Local Marketing
- Principle 4: Manage Growth Carefully
- Principle 5: Safe, Healthy, and Active Communities for all Residents
- Principle 6: Participatory Democracy
- Principle 7: A Diverse Community
- Principle 8: A Diversified Local Economy
- Principle 9: Efficient and Cost Effective Services

For more information, refer to Section 2.3 of the OCP

### **2.3 Community Goals**

As an integral component of the Electoral Area 'A' OCP, the CMS Village Plan helps achieve the Community Goals contained within Section 3.3 of the Electoral Area 'A' OCP. Please refer to the OCP to view the complete list of community goals.



### 3 Design Ideas

A four day Community Design Charrette, held from January 25<sup>th</sup> to 28<sup>th</sup>, 2012 at the Cedar Heritage Centre, provided an opportunity for the community to work with a team of highly skilled design professionals to visually explore participants' ideas for CMS. The Charrette resulted in 14 distinct Design Ideas which were further tested through an online questionnaire to determine the level of community support. All 14 of the Design Ideas are supported at varying degrees by the community. Please refer to the CMS Community Design Charrette Report for results of the online questionnaire available at the RDN Planning Department or online at [www.rdn.bc.ca](http://www.rdn.bc.ca).

The purpose of this Section is to provide guidance to the RDN Board and Staff, senior government agencies, property owners, and developers with respect to what the community has identified as desirable future development and improvements within CMS.

The Design Ideas provide general guidance, inspiration, and transferable design elements that could be considered within the Plan Area. While the Design Ideas generally encourage growth and change, inform the objectives, policies and guidelines, and specify implementation actions of this Plan, they do not commit the RDN, senior government agencies, property owners, or developers to undertake any of these specific projects or ideas. Refer to Sections 4, 5, and 6 for detailed direction on the preferred characteristics and requirements of growth and change within the Plan Area.

This Section is also intended to assist in identifying future projects and preparing work plans and budgets.

#### ***How to use this Section***

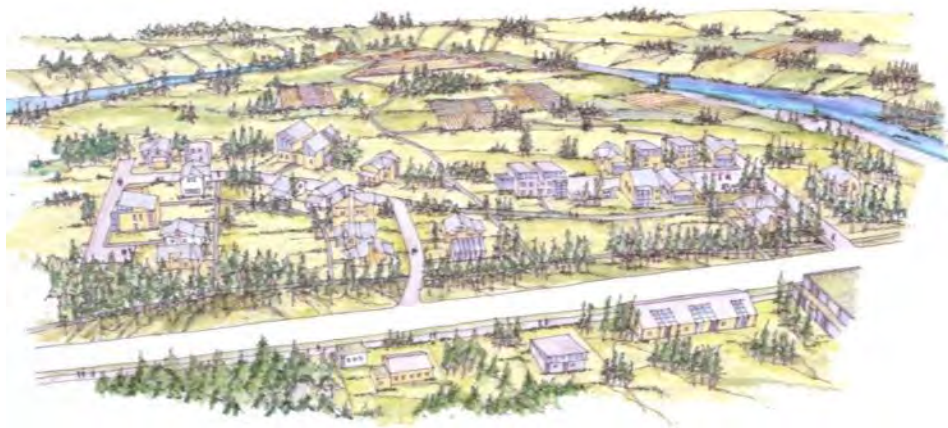
The subsections below provide a short description of each of the 14 Design Ideas. The Design Ideas are intended to:

1. Provide inspiration to builders, developers, and land owners;
2. Indicate community preference on various building and landscape improvements; and,
3. Represent desirable projects, land uses, form and character, and features that should be encouraged as part of any future development proposal in CMS.

Please refer to Sections 4 – 6 for detailed policies, guidelines, and requirements related to future development. Should an inconsistency arise between this Section and Sections 4 - 6 of this Plan, Sections 4 - 6 shall prevail.

### 3.1 Design Idea 1 – Preserve the Rural Character of the Larger Lots

There is strong community desire to strike a balance between accommodating future growth and preserving the rural character of the larger lots within the CMS. Residents strongly support maintaining a rural village quality within Cedar. In order to achieve these seemingly opposite goals, this Design Idea supports development of the larger lots in CMS in a way which preserves their rural character and charm.



**Illustration of what residential development might look like if this idea was constructed. Notice the retention of mature trees and minimal access to Cedar Road.**

This Design Idea primarily applies to what are considered to be the 'larger' lots within CMS which have maintained a buffer of mature vegetation and trees adjacent to Cedar Road. The mature trees located on these lots are valued by the community and help create a rural atmosphere.

This Design Idea helps work towards the following Community Goals as outlined in the OCP:

- **Goal 3**  
*Increase the percentage of development that is located within well-defined areas within the GCB.*
- **Goal 7**  
*Protect the rural character of Electoral Area 'A' from the impacts of future development.*
- **Goal 9**  
*Ensure that neighbourhoods have distinct identities and lively public spaces that promote social interaction.*

*(See Section 4.2.1 for site specific development policies.)*

### 3.2 Design Idea 2 – Engage with the York Lake Wetlands

CMS lies on a ridge of land located between the Nanaimo River and York Lake, yet there is currently little physical connection between CMS and the surrounding natural environment. The location of CMS provides an opportunity to develop low impact connections with nature such as access to the York Lake wetlands.



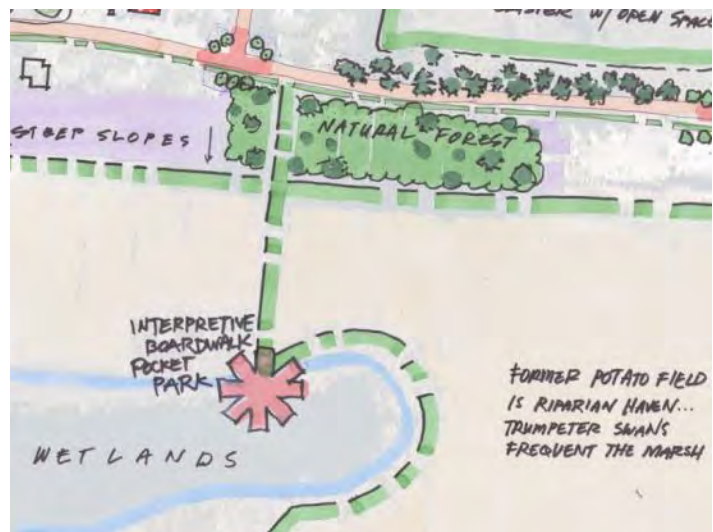
Conceptual illustration of what a boardwalk and viewing platform could look like.

Having a low impact access trail, viewing platform, and or/boardwalk would provide

opportunity for wildlife viewing and nature appreciation as well as opportunities for local recreation. A boardwalk around York Lake may help improve pedestrian connectivity between CMS and Cedar Community Secondary School and nearby residences. This type of community amenity may also provide educational opportunities for students who attend school in the area.

This Design Idea helps work towards the following Community Goals as outlined in the OCP:

- **Goal 10**  
*Ensure that community services are geared towards all ages including active transportation, recreation, culture, sports, the arts, and education.*
- **Goal 13**  
*Increase public awareness of environmental issues and the importance of environmental stewardship.*
- **Goal 15**  
*Reduce Greenhouse Gas Emissions.*



Conceptual plan of boardwalk viewing platform at York Lake

### 3.3 Design Idea 3 – Expand the Village Square Shopping Centre

An expansion to the village shopping area (49<sup>th</sup> Parallel Plaza) to include a broader range of uses including more shops, services, and a public plaza.

This Design Idea helps work towards the following Community Goals as outlined in the OCP:



Conceptual site plan showing new buildings framing a public space.

- **Goal 9**  
*Ensure that neighbourhoods have distinct identities and lively public spaces that promote social interaction.*
- **Goal 16**  
*Increase economic diversity.*
- **Goal 17**  
*Ensure that opportunities exist for economic development which creates local employment, minimizes negative environmental impacts, and does not detract from the quality of life enjoyed by area residents.*

*(See Section 4.2.2 for site specific development policies.)*

### 3.4 Design Idea 4 – Ensure that Commercial Development Embraces the Natural and Rural Setting

In keeping with the community's desire to maintain a rural village feel for CMS, it is important to ensure that commercial development embraces the natural and rural setting.

Further direction around this Design Idea is provided within the Development Permit Area Guidelines in Section 6 of this Plan.



Conceptual illustration showing how future development could be integrated into the environment by using energy and water conservation measures, green building practices, and quality design and building materials.

This Design Idea helps work towards the following Community Goals as outlined in the OCP:

- **Goal 4**  
*Ensure the demand for water does not exceed the sustainable supply.*
- **Goal 11**  
*Increase the amount of green development which makes efficient use of land, energy, and resources.*
- **Goal 14**  
*Ensure that the impacts of development on the natural environment are identified and minimized.*

### 3.5 Design Idea 5 – Support Redevelopment of the Anglican Church Site

During the Design Charrette the Anglican Church was open to consider the redevelopment of its property to include some community space and a village square, while retaining the historic portion of the existing church. It was suggested that the church site could include additional worship space, a community library, public meeting space, and community open space.

This Design Idea helps work towards the following Community Goals as outlined in the OCP:



Conceptual illustration showing Anglican Church site redevelopment

- **Goal 9**  
*Ensure that neighbourhoods have distinct identities and lively public spaces that promote social interaction.*
- **Goal 10**  
*Ensure that community services are geared towards all ages including active transportation, recreation, culture, sports, the arts, and education.*
- **Goal 18**  
*Ensure that infrastructure and community services are provided in an efficient manner.*

*(See Section 4.2.3 for site specific development policies.)*

### 3.6 Design Idea 6 – Encourage the Redevelopment of Private Property

Nearly all of the lands located within the CMS are privately owned. As such, individual property owners can choose to either develop in accordance with existing zoning or apply to the RDN to rezone their property in accordance with this Plan.

The focus of this Plan is to guide future growth and change within CMS most of which is expected to primarily come from redevelopment of previously developed lands. As buildings reach the end of their useful lives, or when property owners wish to redevelop their lands, this Plan encourages redevelopment that will help achieve the vision for CMS and make a positive contribution to the community.

This Design Idea helps work towards the following Community Goals as outlined in the OCP:

- **Goal 3**  
*Increase the percentage of development that is located within well-defined areas on lands within the GCB.*
- **Goal 9**  
*Ensure that neighbourhoods have distinct identities and lively public spaces that promote social interaction.*
- **Goal 17**  
*Ensure that opportunities exist for economic development which creates opportunities for local employment, minimizes negative environmental impacts, and does not detract from the quality of life enjoyed by area residents.*



Illustration of a carriage home facing York Lake with a triplex facing Cedar Road.



Illustration of a carriage home storefront facing Cedar Main Street.  
The main house is facing the rear of the lot.

### 3.7 Design Idea 7 – Support Buildings Up to Three Storeys

Three storey buildings that take the appearance of a two storey building, provide opportunities to increase density and promote mixed-use buildings on existing lots while maintaining the rural character associated with two storey buildings.

Although three storey buildings are supported in some cases, fire protection and rescue services are important considerations which must be addressed prior to considering approval of any three storey buildings.

This Design Idea helps work towards the following Community Goals as outlined in the OCP:

- **Goal 3**  
*Increase the percentage of development that is located within well-defined areas on lands within the GCB.*
- **Goal 9**  
*Ensure that neighbourhoods have distinct identities and lively public spaces that promote social interaction.*
- **Goal 17**  
*Ensure that opportunities exist for economic development which creates opportunities for local employment, minimizes negative environmental impacts, and does not detract from the quality of life enjoyed by area residents.*



**Illustration showing how topography or creative roofscape architecture can fit a third floor into the roof or as a walkout basement.**



### 3.8 Design Idea 8 – Get Creative with Parking and Park on the Street

On street parking acts as a buffer between pedestrians and traffic. It is easy for a moving car to jump a curb and hit a pedestrian but it is difficult for cars to hit pedestrians if parked cars sit between the travel ways and the sidewalk.

As well, traffic moves slower along tight streets with on street parking. Parked cars create a warning to drivers that car doors may open so they should drive slower. Parked cars also become hazards that moving cars do not want to hit, thus slowing traffic.



Illustration showing the use of a combination of on street and off-street parking to slow traffic and reduce the need for large parking lots.

This Design Idea helps work towards the following Community Goals as outlined in the OCP:

- **Goal 3**  
*Increase the percentage of development that is located within well-defined areas on lands within the GCB.*
- **Goal 9**  
*Ensure that neighbourhoods have distinct identities and lively public spaces that promote social interaction.*

### 3.9 Design Idea 9 – Support Roundabouts

Roundabouts are an effective method for controlling traffic movements at key intersections and are safer for drivers than stop signs and traffic lights as the landscape median makes it nearly impossible for two cars to collide. They also act as visual reference points announcing the beginning and end of a 'place', such as a Main Street.



Conceptual illustration of a roundabout in a rural setting.  
Note the location of sidewalks.

This Design Idea helps work towards the following Community Goals as outlined in the OCP:

- **Goal 10**  
*Ensure that community services are geared towards all ages including active transportation, recreation, culture, sports, then arts, and education.*
- **Goal 9**  
*Ensure that infrastructure and community services are provided in an efficient manner.*

### 3.10 Design Idea 10 – Support Mixed Use Buildings

Mixed use buildings are buildings which contain a range of uses, typically having street-front ground floor commercial with residential and/or office space above. Having mixed-use buildings within CMS supports the concept of complete compact communities.

Mixed use buildings also increase community safety and security by increasing the number of residents who live on CMS. They may also increase commercial viability by providing live/work arrangements and/or rental space to offset building costs.

This Design Idea helps work towards the following Community Goals as outlined in the OCP:

- **Goal 3**  
*Increase the percentage of development that is located within well-defined areas on lands within the GCB.*
- **Goal 9**  
*Ensure that neighbourhoods have distinct identities and lively public spaces that promote social interaction.*
- **Goal 16**  
*Increase economic diversity.*



**Mixed use buildings need not appear like standard commercial buildings. This illustrates that the character of a mixed use building, if creatively designed, can fit alongside a traditional dwelling unit.**

### 3.11 Design Idea 11 – Support Improvements Within the Road ROW

Pedestrian and cyclist safety and the speed at which traffic moves through the CMS corridor were the most significant concerns raised by the Community at the Community Design Charrette. Improvements within the road right-of-way (ROW) are highly desirable and are required to enhance cyclist and pedestrian safety. In addition, improvements within the road ROW are critical for the creation of a successful Main Street in Cedar.

For most of its length, Cedar Road is contained within a standard 20 metre road ROW with private land on either side. The paved surface of Cedar Road does not occupy all of the road ROW. This standard width provides a number of possibilities for how the road ROW could be used in the future. This Plan does not identify a preferred road ROW design option, but rather indicates support for significant improvements within the road ROW. Two examples of road ROW designs that could be accommodated within the existing 20 metre road ROW are shown on the following page. More examples are available in the Charrette Final Report.

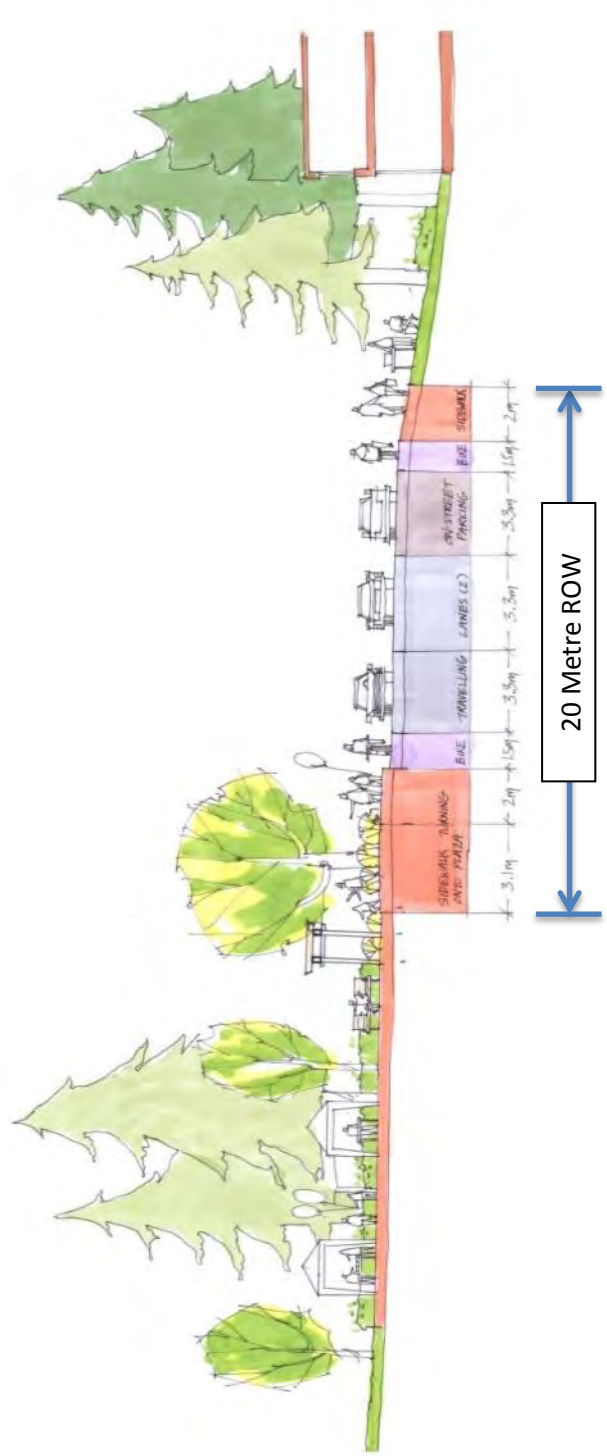
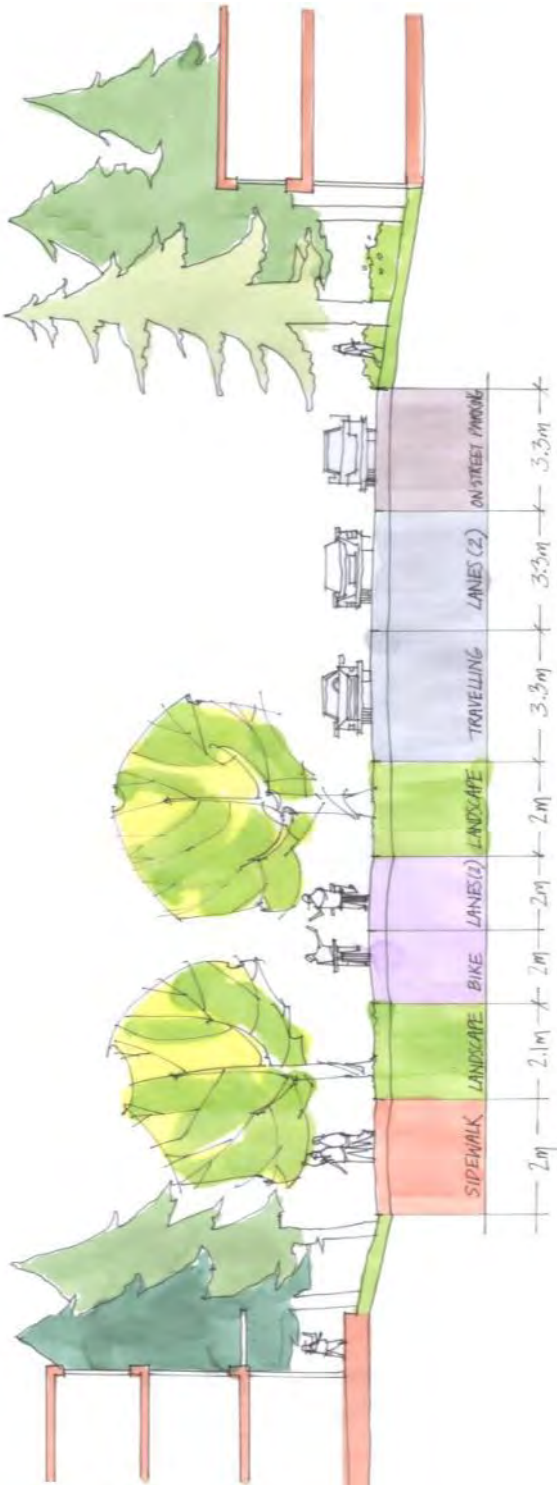
The ideal streetscape improvements could result in reduced traffic speed as well as increased pedestrian and cyclist safety. In addition, creating better conditions for pedestrians and cyclists offers alternatives and thereby supports reduced automobile dependence. Improvements within the road ROW also help create conditions that encourage walking and cycling and a healthy community.

One of the challenges associated with this Design Idea is that the RDN does not have jurisdiction to make improvements within the road ROW without MOTI approval. In addition this Design Idea may require the RDN to obtain new authorities from the Provincial Government which allow the establishment of a local service area to fund construction and maintenance of uses within the road right of way and which permit the RDN to regulate sidewalks and/or roadside trails.

This Design Idea helps work towards the following Community Goals as outlined in the OCP:

- **Goal 9**  
*Ensure that neighbourhoods have distinct identities and lively public spaces that promote social interaction.*
- **Goal 10**  
*Ensure that community services are geared towards all ages including active transportation, recreation, culture, sports, the arts, and education.*
- **Goal 16**  
*Reduce GHG emissions.*

### Section 3: Design Ideas



### 3.12 Design Idea 12 – Create an Entry Monument

An entry monument creates a gateway which signifies the entrance to a community and welcomes guests. Many communities utilize entry monuments as it provides an opportunity to showcase local culture, unique history or attributes, or artistic talent.

Entry monuments also help create a gateway to the community which aids in building community identity by clearly marking the entrance to the community.

This Design Idea helps work towards the following Community Goal as outlined in the OCP:

- **Goal 9**  
*Ensure that neighbourhoods have distinct identities and lively public spaces that promote social interaction.*

*(See Section 4.2.4 for site specific policies.)*



Illustration of what an entry monument could look like.

### 3.13 Design Idea 13 – Encourage a Variety of Architectural Expressions

Rather than re-create history with a unified design scheme, home owners, architects, and developers could strive for creative expression that speaks to the climate, site, and character of the landscape as well as the history of the site. Residents spoke to the desire for a mixture of materials, architectural details, and styles rather than a single design theme such as west coast, frontier, or craftsman style architecture.

This Design Idea helps work towards the following Community Goals as outlined in the OCP:

- **Goal 9**  
*Ensure that neighbourhoods have distinct identities and lively public spaces that promote social interaction.*



A photo montage showing a range of architectural styles and various Design Ideas that were favoured at the Community Design Charrette

### 3.14 –Design Idea 14 - Create an Alternate Route Around Cedar Main Street

Although public roadways are under the jurisdiction of the MOTI, this Plan indicates the community's support for future road improvements.

Cedar Road is currently the primary road running through the community. An alternate route may:

- 1 Allow Cedar Road to be temporarily closed for special events;
- 2 Support a reduced speed limit; and,
- 3 Reduce traffic volumes during highway incidents.



Powell River Blackberry Festival

This Design Idea helps work towards the following Community Goals as outlined in the OCP:

- **Goal 5**  
*Ensure that the community is provided an opportunity to be involved in decisions that affect them.*
- **Goal 9**  
*Ensure that neighbourhoods have distinct identities and lively public spaces that promote social interaction.*
- **Goal 10**  
*Ensure that community services are geared towards all ages including active transportation, recreation, culture, sports, the arts, and education.*



### 3.15 Illustration of Select Design Ideas

Map No. 1 is an illustration of select Design Ideas based on the 14 Design Ideas from the Charrette. Map No. 1 represents how the Design Ideas could be configured based on community input and is not intended to be a blueprint for future development.

Map No. 1 provides context to the Design Ideas and is intended to assist the RDN Board and Planning Staff visualize how the CMS corridor could be redeveloped over time. Although development will be encouraged to be generally consistent with Map No. 1, an amendment to this Plan shall not be required for development which differs from this arrangement but is still generally in keeping with the direction of this Plan. More detailed direction on land use patterns is provided on Map No. 2. Land Use Designations. It should be noted that Map No. 2 shall take precedence over Map No. 1.

The following provides a summary of the preferred land use concept identified on Map No. 1.

#### *Suggested locations for roundabouts*

Three strategically placed roundabouts are supported: the first at the intersection of MacMillan and Cedar Roads; the second at the intersection of Burchell Road and Cedar Road; and the third at the location of the Wheatsheaf Inn intersection at Cedar Road.

#### *Suggested locations for sidewalks, crosswalks and trails*

A range of pedestrian and cyclists' safety improvements and traffic calming measures such as sidewalks and bicycle lanes is supported. In addition, an alternative pedestrian route between Cedar Community Secondary School and the 49th Parallel Plaza along the perimeter of the York Lake wetlands is supported.

## 4 Development Policies

This Section is intended to compliment Section 3.0 in guiding future land use within CMS by providing objectives and policies that apply to new development. The objectives and policies in this Section are derived from the results of the Community Design Charrette and the ideas and comments from the community. The objectives and policies primarily apply when a property is subject to a rezoning application and to a lesser extent when properties are proposed to be subdivided and the RDN provides its comments to the MOTI. Future land uses and direction provided by this Plan are based on the Charrette results and guided by the objectives and policies contained within this Section.

### 4.1 General Land Use Policies

CMS is intended to guide future change and development in the community towards the creation of a 'village atmosphere' in Cedar by supporting traditional main street development that is fitting with what might be found in a small village. Higher residential densities than compared with other lands within the Cedar Rural Village Centre as well as a range of local commercial services, and public space are desirable characteristics for CMS.

The CMS land use designation supports the community's desire to create and preserve community identity and a sense of place, and provide opportunities for local employment, services, and a range of housing types and sizes. The CMS land use designation is a mixed use, commercial residential corridor, which is intended to create a vibrant place for local residents to live, work, shop, access services, socialize, and participate in recreational activities.

This Section guides development and focuses on site planning, building, and design criteria that are not specifically addressed through the Development Permit Area (DPA) Guidelines included in Section 6.0 of this Plan.

This Section is intended to compliment the policies included within the Electoral Area 'A' OCP. References to the OCP are made throughout this Section. Where a topic is not specifically addressed by this Plan, please refer to the OCP for further guidance.

#### 4.1.1 General Land Use and Design Policies

Almost all of the lands within CMS are privately owned. Therefore, this Plan provides direction for future development and change which, for the most part, are dependent on property owners initiating redevelopment of their lands. The following general policies apply to redevelopment of private property within CMS.

## Objectives and Policies

### Objective 4.1.1.1 To encourage redevelopment within CMS in a way that is consistent with the community vision and values.

Section 4.1.1	Policies	Related Actions	Who	When
<b>Policy 1</b>	Rezoning of any lands shall not be supported unless the subject property(s) is serviced with community water and a sewage treatment and disposal system that is acceptable to the RDN. Connection to a system operated by the RDN is preferred.	n/a	n/a	n/a
<b>Policy 2</b>	CMS shall serve as the predominant employment centre in Cedar due to its current and supported broad mix of commercial, residential, recreational, and institutional uses.	n/a	n/a	n/a
<b>Policy 3</b>	The development form for CMS should be predominately commercial, mixed use, intensive residential, recreational in a form that is compact and readily accessible by foot, wheelchair, bicycle, transit, and car.	n/a	n/a	n/a
<b>Policy 4</b>	Preference shall be given to development proposals which include: <ol style="list-style-type: none"> <li>1. Storefronts along Cedar Road;</li> <li>2. buildings that maintain a rural design character; and,</li> <li>3. Creative site planning including the creation of small scale plazas, patios, courtyards, creative placement of garages, and creative parking strategies.</li> </ol>	n/a	RDN	Ongoing
<b>Policy 5</b>	Buildings shall: <ol style="list-style-type: none"> <li>1. Be a maximum of three storeys;</li> <li>2. Take the character of one or two storeys as viewed from Cedar Road; and;</li> <li>3. Be designed to minimize size and massing, especially as viewed from Cedar Road and York Lake.</li> </ol>	n/a	RDN	Ongoing
<b>Policy 6</b>	Notwithstanding Policy 5 above, where a third storey is proposed, it shall be integrated in the roof design, or as a walk out basement.			
<b>Policy 7</b>	Fire protection should be addressed early in the development review process.	Refer all rezoning applications to the Fire Chief of the NCID at the application submission stage.	RDN NCID	Ongoing

Section 4.1.1	Policies	Related Actions	Who	When
		Work with NCID to address any fire protection/building safety issues.		
<b>Policy 8</b>	Sight lines between buildings to protect views towards York Lake or enhance and create views towards Nanaimo River should be maintained.	Where the possibility of an impact exists, require applicants to provide a sight line analysis identifying potential and existing sight lines in relation to proposed development as seen from Cedar Road.	RDN PO's	Ongoing
<b>Policy 9</b>	The use of drive-throughs is not supported.	n/a	RDN	n/a
<b>Policy 10</b>	A location for a year-round farmers market is supported.	n/a	n/a	n/a
<b>Policy 11</b>	The preservation of historic buildings is encouraged.	n/a	n/a	n/a
<b>Policy 12</b>	Development within the 1:200 year floodplain (both setback and elevation) is not supported. Agriculture, seasonal recreation, and other uses not affected by and which do not require protection from floodwaters may be supported.	n/a	n/a	n/a
<b>Policy 13</b>	Should development occur adjacent to land within the Agricultural Land Reserve (ALR), consideration must be given to the need for edge planning along the ALR boundary.	n/a	n/a	n/a

**Objective 4.1.1.2 To create an attractive outdoor realm that is inviting and encourages social interaction.**

Section 4.1.1	Policies	Related Actions	Who	When
<b>Policy 1</b>	Outdoor improvements such as benches, drinking fountains, and other street furniture are encouraged.	Work with MOTI and developers to create acceptable standards.	RDN MOTI	Ongoing
<b>Policy 2</b>	The creation of outdoor publically accessible space is encouraged. Target a minimum of 20% green space (both private and publically accessible).	Use DPA Guidelines to encourage the provision of outdoor public space.	RDN	Ongoing
<b>Policy 3</b>	The provision of street trees to provide shade and define pedestrian spaces and give scale to larger buildings is encouraged.	1. Use DPA to require landscaping. 2. Work with MOTI to establish criteria and	RDN MOTI	Ongoing

Section 4.1.1	Policies	Related Actions	Who	When
		guidelines for trees planted within or near the road ROW.		
<b>Policy 4</b>	Opportunities for sidewalk cafes and sitting areas should be considered wherever possible.	<ol style="list-style-type: none"> <li>1. Consider a reduced minimum setback requirement adjacent to Cedar Road for structures relating to outdoor cafes, outdoor spaces, and outdoor displays that are publically accessible.</li> <li>2. Work with MOTI to develop guidelines for uses close to or within the Road Right-of-Way</li> </ol>	RDN MOTI MCSCD	Ongoing
<b>Policy 5</b>	Design should encourage interaction between storefront and sidewalk.	Ensure that proposed site plans illustrate connectivity.	RDN	Ongoing

#### Objective 4.1.1.3 To encourage a variety of Architectural Types

Section 4.1.1	Policies	Related Actions	Who	When
<b>Policy 1</b>	In evaluating development applications, a variety of complementary architectural types is preferred over a unified design scheme at both a site and street level.	Use DPA Guidelines to support a variety of Architectural Expressions.	RDN	Ongoing

#### 4.1.2 Commercial Mixed Use

Commercial uses provide local employment and a broader range of local services which can encourage residents to shop locally and be less car dependant. Mixed use buildings typically provide space for both commercial and residential uses to occupy one building. Mixed use buildings provide opportunities for live/work arrangements or rental income which can help business viability and increase community security and vibrancy by having people live on Cedar Main Street.

The creation of commercial and mixed use buildings and sites that integrate well within a rural setting is desirable within the Plan Area.

## Objectives and Policies

### Objective 4.1.2.1 To support commercial and mixed use buildings and sites within CMS

Section 4.1.2	Policies	Related Actions	Who	When
<b>Policy 1</b>	Lands within the Commercial Mixed Use land use designation are shown on Map No. 2.	n/a	RDN	Ongoing
<b>Policy 2</b>	Permitted uses within this designation shall generally include local commercial, professional office use, personal service, mixed residential commercial buildings and sites, and intensive residential.	n/a	RDN	Ongoing
<b>Policy 3</b>	Notwithstanding Policy 2 above, preference shall be given to applications which propose local commercial and/or mixed use fronting Cedar Road and in the case of mixed use buildings where commercial uses are on the first floor and fronting Cedar Road.	n/a	RDN	Ongoing
<b>Policy 4</b>	Residential development should only be supported where densities are maximized on the site. Net densities below 20 dwelling units per hectare are generally not supported. Single detached forms of housing should generally be avoided.	n/a	RDN	Ongoing
<b>Policy 5</b>	Commercial and mixed use development must be pedestrian oriented and should include publically accessible outdoor space.	n/a	RDN	Ongoing
<b>Policy 6</b>	Buildings that can be adapted to multiple uses (i.e. commercial to residential and vice versa) to reflect market demands are encouraged.	Work with developers to consider flexible space requirements and adaptive building design.	RDN	Ongoing
<b>Policy 7</b>	Mixed use buildings should be in scale with surrounding buildings.	At the time of rezoning, require building elevations which illustrate how a proposed building relates to adjacent properties.	RDN	Ongoing

## Section 4: Development Policies

<b>Policy 8</b>	Mixed use buildings should be designed to be visually compatible with surrounding buildings.	At the time of rezoning or DP, require building elevations which illustrate: <ol style="list-style-type: none"> <li>How the proposed buildings integrate with Cedar Road and adjacent buildings.</li> <li>Where applicable, the potential impacts of shading on the adjacent properties.</li> </ol>	RDN	Ongoing
<b>Policy 9</b>	Larger buildings should be 'stepped' to reduce overall appearance and massing.	n/a	RDN	Ongoing
<b>Policy 10</b>	Commercial and mixed use buildings should integrate well within a rural setting and not take the form of large format retail, highway commercial, strip commercial, warehouse, or uses that include a drive-through.	n/a	RDN	Ongoing
<b>Policy 11</b>	Commercial and mixed use development must, where feasible, be pedestrian-oriented and have minimal set-backs from Cedar Road except for the purpose of enhancing the pedestrian street level appeal. This may include recessed entrances, planters, shrubs, street furniture, outdoor seating, public art and walkways.	Amend Bylaw No. 500 to allow reduced minimum front lot line setback requirements for commercial and mixed use buildings following the completion of a satisfactory strategy for the provision of sidewalks and/or pedestrian pathways.  Amend Bylaw No. 500 to exempt that portion of Cedar Road within the Cedar Main Street Plan Area from Bylaw No. 500 landscaping requirements.	RDN	Short Term
<b>Policy 12</b>	The creation of new lots that will include commercial use that do not front Cedar Road is not supported.	At the time of subdivision, advise MOTI of this policy.	n/a	n/a

#### 4.1.3 Residential

Most of the land within the CMS Plan Area is currently developed with low density residential uses. Although these historic residential uses may continue, the intent of this Plan is to encourage a transition towards the creation of a compact village that includes a range of housing types and sizes suitable to

accommodate a range of ages and income levels. Higher densities and a range of housing types and sizes that are well designed and respect the rural character of CMS are supported and are critical to the success of CMS.

## Objectives and Policies

### Objective 4.1.3.1 To increase the density, overall number, and diversity of dwelling units within CMS

Section 4.1.3	Policies	Related Actions	Who	When
<b>Policy 1</b>	Lands within the Residential Land Use Designation are shown on Map No. 2.	n/a	n/a	n/a
<b>Policy 2</b>	Residential development may be supported at the following densities (note a rezoning may be required):  <b>Single Unit Residential:</b> <ul style="list-style-type: none"> <li>• 20 - 25 dwelling units per hectare (400m<sup>2</sup> – 500m<sup>2</sup> maximum parcel size)</li> </ul> <b>Multiple unit residential:</b> <ul style="list-style-type: none"> <li>• Minimum of 20 dwelling units per hectare</li> <li>• Maximum of 50 dwelling units per hectare</li> </ul>	n/a	RDN	Ongoing
<b>Policy 3</b>	<b>Mixed Housing Type Development</b> <ul style="list-style-type: none"> <li>• Minimum of 20 dwelling units per hectare</li> <li>• Maximum of 50 dwelling units per hectare</li> </ul> <p>Rezoning applications that propose residential development at densities less than 20 dwelling units per hectare should generally not be supported as they are not considered to be consistent with the vision of CMS. Exceptions may be made in cases where a significant natural feature is proposed to be preserved and density is maximized on developable portions of the land.</p>	n/a	RDN	Ongoing
<b>Policy 4</b>	Larger developments shall be strongly encouraged to include a range of housing types and/or sizes.	n/a	RDN	Ongoing
<b>Policy 5</b>	Comprehensive development proposals which include a mix of single residential units, duplex, ground oriented multi-unit residential, and other unit types shall be encouraged.	n/a	RDN	Ongoing



Section 4.1.3	Policies	Related Actions	Who	When
<b>Policy 6</b>	Dwelling units should: <ol style="list-style-type: none"> <li>1. Create visual interest when viewed from Cedar Road; and,</li> <li>2. Avoid repetitious design features; and; use a variety of textures and colours.</li> </ol>	n/a	RDN	Ongoing
<b>Policy 7</b>	Residential development should maximize green space in keeping with a rural theme in Cedar.  <b>Note: Green space requirements include both publically accessible and private green space.</b>	n/a	RDN	Ongoing

#### 4.1.4 Cedar Main Street Reserve

According to some members of the community, the natural northern boundary of CMS, is located near the intersection of Cedar and Harmac Roads where the rocky outcrop with the signs on it are located. In recognition, Map No. 1 designates the Cedar Main Street Reserve which follows the GCB. The intent of the reserve area is to identify an area where CMS could expand once the existing Plan Area is built out.

#### Objectives and Policies

**Objective 4.1.4.1 To support phased, timely, and controlled expansion of CMS towards the north.**

Section 4.1.4	Policies	Related Actions	Who	When
<b>Policy 1</b>	Lands within the Cedar Main Street Reserve are shown on Map No. 2.	n/a	RDN	Ongoing
<b>Policy 2</b>	All lands which are not within the Commercial Mixed Use Land Use Designation, shall only support residential in accordance with the Suburban Residential Land Use Designation.	Amend the OCP to change the land use designation of all lands designated Rural Residential to Suburban Residential.	RDN	Short Term
<b>Policy 3</b>	Preference is that amendments to the CMS Boundary should generally be considered in conjunction with an OCP review. However, it is recognized that a property adjoining the current CMS Boundary may be included through an amendment to this Plan.	n/a		

<b>Policy 4</b>	Guiding principles for CMS expansion such as:  1. Demonstrated demand for additional commercial space and residential use; 2. All lands are within the Growth Containment Boundary; 3. Community walkability; 4. Existing vacancy rates and development potential; and, 5. Community water and sewer servicing  are supported.	n/a		
<b>Policy 5</b>	Prior to amending this Plan to include additional lands within CMS, a Community Design Charrette and/or village planning process must be completed.	n/a		
<b>Policy 6</b>	Notwithstanding the area identified as Cedar Main Street Reserve on Map No. 3, future expansion may be considered to the south as an alternate to expansion to the north.	n/a		

#### 4.1.5 Recreation

Recreational uses are an important component of a community as they provide opportunities for activities that promote active healthy lifestyles. This designation applies to a recreational property, currently developed with baseball diamonds and other outdoor recreational uses located on the west side of Cedar Road where it intersects Hemer Road.

The intent of this plan is to support a range of recreational uses that are compatible with and contribute towards the creation of a vibrant village in Cedar.

#### Objectives and Policies

##### Objective 4.1.4.1 To support and enhance recreational opportunities within the Plan Area

Section 4.1.4	Policies	Related Actions	Who	When
<b>Policy 1</b>	Lands within the Recreation Land Use Designation are shown on Map No. 2.	n/a	n/a	n/a
<b>Policy 2</b>	A range of recreational uses including outdoor recreation, recreation facility, and uses accessory to the recreational use of the property are supported.	n/a	n/a	n/a
<b>Policy 3</b>	Subdivision of the subject property is generally not supported.	n/a	n/a	n/a
<b>Policy 4</b>	Residential development shall be limited to one dwelling unit per parcel.	n/a	n/a	n/a

## 4.2 Site Specific Land Use Policies and Community Projects

The Community Design Charrette produced a number of Design Ideas relating to specific properties. It is not the intent of this Plan to require property owners to develop the specific projects identified, but rather to ensure that these properties are developed in ways which are generally consistent with the Design Ideas or at least include elements or inspiration from the applicable Design Idea.

These Design Ideas also represent projects that may be supported by the community and the RDN. Where an inconsistency is found between this section and the OCP, this section shall prevail.

This section provides site specific development policies which apply in addition to the underlying land use designation policies.

### 4.2.1 Residential on Larger Parcels

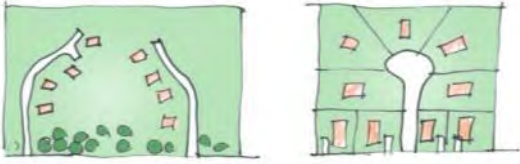
There are three larger parcels with significant development potential that have a dense buffer of mature vegetation adjacent to Cedar Road. The shrub and tree canopy along Cedar Road is an important scenic, heritage, and environmental amenity that enhances the rural character of Cedar Main Street. This Plan encourages redevelopment of these properties in a way which preserves the trees to benefit the natural environment and preserve rural character.

The following objectives and policies shall apply to the development of the three specified 'larger lots' within the Residential Land Use Designation identified in Map No. 2.

#### Objectives and Policies

##### Objective 4.2.1.1 To preserve the rural character of the larger lots on Cedar Main Street

Section 4.2.1	Policies	Related Actions	Who	When
<b>Policy 1</b>	Lots that are larger within the context of CMS and have significant residential development potential are identified on Map No. 2.			
<b>Policy 2</b>	The policies of Section 4.1.4 – Residential Land Use Designation shall apply to the identified lands in addition to the policies in this subsection 4.2.1.	n/a	n/a	n/a
<b>Policy 3</b>	Rezoning to accommodate residential densities as provided in Section 4.1.3 – residential policies of this Plan is supported.	n/a	n/a	n/a
<b>Policy 4</b>	Despite policy three above, preference shall be given to applications which propose to maximize residential density in a form consistent with this section.	n/a	n/a	n/a

<p><b>Policy 5</b></p>	<p>Residential development shall be encouraged to take the form of small cottages or units within a multi-unit building rather than large detached homes.</p>	<p>Through the rezoning process, limit the dwelling unit maximum floor area and secure the use of a variety of housing types and sizes.</p>	<p>RDN</p>	<p>Short Term/ Ongoing</p>
<p><b>Policy 6</b></p>	<p>Dwelling units should be sited in clusters around open green spaces rather than facing Cedar Road and must minimize driveway entrances onto Cedar Road.</p>  <p style="text-align: center;">Like This                      Not Like This</p>	<p>Discourage the creation of cul-de-sacs and dwelling units facing Cedar Road.</p>	<p>RDN MOTI</p>	<p>Short Term/ Ongoing</p>
<p><b>Policy 7</b></p>	<p>As a condition of rezoning and/or Development Permit Area Guidelines the retention of existing healthy trees adjacent to Cedar Road shall be required.</p>	<ol style="list-style-type: none"> <li>1. Consider requesting tree cutting authority for CMS.</li> <li>2. Consider the use of covenants to preserve mature trees and vegetation along Cedar Road.</li> <li>3. Work with MOTI to identify and preserve trees located within the Road ROW.</li> </ol>	<p>RDN MCS CD MOTI</p>	<p>Short Term/ Ongoing</p>
<p><b>Policy 8</b></p>	<p>Development should be designed to minimize visibility from Cedar Road (i.e. development should not generally be seen from Cedar Road).</p>	<ol style="list-style-type: none"> <li>1. Ensure that rezoning applications maximize tree retention adjacent to Cedar Road.</li> <li>2. Work with MOTI to request tree retention covenants at the time of subdivision.</li> <li>3. Use Development Permit Area Guidelines to require tree retention.</li> </ol>	<p>RDN MOTI PO's Deve loper s</p>	<p>Ongoing</p>

**Section 4: Development Policies**

## Section 4: Development Policies

		4. Work with Property owners to preserve trees adjacent to Cedar Road.		
<b>Policy 9</b>	Development proposals should preserve open space and healthy trees.	<ol style="list-style-type: none"> <li>1. Support conservation design.</li> <li>2. Encourage shared green space.</li> <li>3. Use Development Permit Area Guidelines to preserve open space and trees.</li> <li>4. Support park land dedication where opportunities for tree preservation and community use exist.</li> </ol>	RDN MOTI	Ongoing
<b>Policy 10</b>	Residential development is not supported within the Nanaimo River Floodplain.	n/a	n/a	n/a
<b>Policy 11</b>	New access to Cedar Road should be minimized.	<ol style="list-style-type: none"> <li>1. Require consolidated access through the rezoning process.</li> <li>2. Work with MOTI through the rezoning and subdivision process to limit additional access.</li> </ol>	RDN MOTI	Ongoing

#### 4.2.2 Village Square Shopping Centre

The Village Square Shopping Centre is the commercial core of CMS and provides a number of local services including a grocery store, restaurant, bank, and a number of small retail stores. There is vacant land adjacent to the shopping centre that may be suitable for future development.

This Section is based on Design Idea 4 which supports expansion of the Village Square Shopping Centre to include a broader range of commercial services and publically accessible space.

The following objectives and policies shall apply to the lands within the Village Square Shopping Centre as identified on Map No. 2.

### Objectives and Policies

#### Objective 4.2.2.1 To expand the range of uses within the village square shopping centre

Section 4.2.2	Policies	Related Actions	Who	When
<b>Policy 1</b>	The expansion of the Village Square Shopping Centre to include a broader range of uses including more shops and public plazas is supported.	n/a	n/a	n/a
<b>Policy 2</b>	Residential use in a mixed use building is supported provided it is not located at ground level (with the exception of housing for seniors and those with disabilities).	n/a	n/a	n/a
<b>Policy 3</b>	The one and two storey feeling of the existing Village Square Shopping Centre should be maintained. A third storey may be supported where it is built into the roof line and the building takes on the appearance of a two storey building from Cedar Road (Refer to Objective 4.1.1.1 Policy 7 regarding fire protection).	n/a	RDN	Ongoing
<b>Policy 4</b>	Development applications should include publically accessible outdoor gathering space.	n/a	n/a	n/a
<b>Policy 5</b>	The provision of a permanent farmers market shall be encouraged as a desirable community amenity.	Liaise with the developer, the community, and Nanaimo Cedar Farmers Institute and Cedar Farmers Market Association to determine community farmers' market needs.	RDN PO's NCFI	Long term

Section 4: Development Policies



Conceptual illustration showing the idea of a village green and farmers market



Conceptual sketch showing new buildings framing a public gathering space.

### 4.2.3 St. Philips Anglican Church Site

The St. Phillips Anglican Church is the only church located within the Plan Area. The property has potential to support a variety of institutional and civic uses if redeveloped in the future. This Section provides the policies that shall apply to the property should it be considered for future redevelopment.

#### Objectives and Policies

##### Objective 4.2.3.1 To support the redevelopment of the Anglican Church Site

Section 4.2.3	Policies	Related Actions	Who	When
<b>Policy 1</b>	The following uses are supported on this site: <ol style="list-style-type: none"> <li>1. additional worship space;</li> <li>2. a community library;</li> <li>3. public meeting space; and,</li> <li>4. community open space.</li> </ol>	n/a	RDN PO's	n/a
<b>Policy 2</b>	Development should include publically accessible civic space.	Work with the property owner to consider opportunities for cooperation on building and maintaining publically accessible indoor and outdoor space.  The creation of outdoor publically accessible space and/or a community building shall be considered a desirable community amenity.	RDN PO's	n/a
<b>Policy 3</b>	The retention of the heritage portion of the existing church is strongly encouraged.	Work with the property owner to consider preserving the heritage portion of the church.  Look at options for encouraging heritage conservation.	RDN PO's	n/a
<b>Policy 4</b>	The use of a tower element as a focal point shall be supported.	n/a	RDN	n/a



<b>Policy 5</b>	Development should facilitate connections to York Lake and adjacent properties.	n/a	RDN	n/a
<b>Policy 6</b>	The provision of a bus shelter adjacent to the Church site is supported.	n/a	RDN BCT	

#### 4.2.4 Gateway Monuments

There is strong community desire to create a distinct identity for Cedar which is separate from the surrounding communities. One way of achieving this desire is to construct gateway monuments which signify the entrance to a Community. This Plan supports the creation of gateway monuments following an additional public consultation to aid in their design and location.

#### Objectives and Policies

##### Objective 4.2.4.1 Design and construct a distinctive gateway monument by the end of 2015.

Section 4.2.4	Policies	Related Actions	Who	When
<b>Policy 1</b>	The creation of a gateway monument at each end of CMS is supported.	<ol style="list-style-type: none"> <li>1. Hold a design competition.</li> <li>2. Engage the community on preferred design and location.</li> <li>3. Obtain necessary approvals from MOTI if the location is within the road ROW.</li> <li>4. Work with local business owners and residents to consider funding options.</li> <li>5. Seek grant funding.</li> </ol>	RDN Parks PO's	Short Term

#### 4.3 Protecting the Natural Environment

The policies and DPA guidelines included in Section 4 and 12 of the Electoral Area 'A' OCP shall apply where applicable to development proposals within CMS.

#### 4.4 Parking

A combination of on and off street parking is supported within the Plan Area. It is the intent of this plan to encourage parking which serves the needs of the community and businesses, reduces the need for large parking lots, encourages safe pedestrian access, and promotes traffic calming. The following policies shall apply to new parking within CMS.

## Objectives and Policies

### Objective 4.4.1 To support on street parking.

Section 4.4	Policies	Related Actions	Who	When
<b>Policy 1</b>	On street parking in portions of CMS served by a sidewalk, separated path, or other means of providing clear distinction between pedestrian and parking space is supported.	<ol style="list-style-type: none"> <li>1. Ensure that on street parking will not impede pedestrian movements.</li> <li>2. Require applicants who propose on street parking to provide an engineered parking plan.</li> <li>3. Work with MOTI to address on street parking.</li> <li>4. Consider variances and/or amendments to Schedule 3B – Off-Street Parking and Loading Spaces of RDN Land Use and Subdivision Bylaw to permit on street parking.</li> </ol>	RDN MOTI	Short Term
<b>Policy 2</b>	Shared driveways and parking lots and smaller shaded parking lots are encouraged.	<p>Work with MOTI to request that access to Cedar Road be limited.</p> <p>Consider reducing onsite parking requirements.</p>	RDN MOTI	Short Term
<b>Policy 3</b>	Bike racks and scooter parking facilities are encouraged near store fronts and offices.	Use DPA guidelines to require the provision of at least one bike rack per development.	RDN	Ongoing

## 4.5 Green Buildings and Site Planning Practices

The CMS Plan seeks to reduce energy and water use and greenhouse gas emissions by encouraging green building and site planning practices. This Section is intended to complement Section 4.6 of the Electoral Area 'A' OCP by providing additional policies which are only applicable to the CMS Plan Area. Should there be a conflict between this Section and Section 4.6 of the OCP, this Section of the CMS Plan shall prevail.

The following policies shall apply.

**Objectives and Policies**

**Objective 4.5.1 To increase the number of green buildings within CMS**

Section 4.5	Policies	Related Actions	Who	When
Policy 1	Energy conservation and green building features in new commercial development is encouraged. These could include green roofs, high performance mechanical systems, and drought tolerant landscaping.	<ol style="list-style-type: none"> <li>1. Use DPA Guidelines to guide form and character and energy and water conservation.</li> <li>2. Consider the use of incentives and rebates to encourage green building and site planning features.</li> </ol>	RDN	Ongoing
Policy 2	High quality rural design that integrates well within the natural setting is encouraged.	<ol style="list-style-type: none"> <li>1. Ensure light pollution is minimized.</li> <li>2. Encourage the use of high quality materials and landscape design that integrate well within the natural environment.</li> <li>3. Require that onsite natural areas be maintained for rainwater infiltration.</li> <li>4. Ensure that disturbance to native vegetation and the natural environment is minimized.</li> </ol>	RDN	Ongoing

**Section 4: Development Policies**

## 5 Community Infrastructure and Services

This Section is intended to compliment the OCP by providing more detailed policies applicable to CMS. Should an inconsistency be found between the OCP and this Plan, the policies in this Plan shall prevail.

### 5.1 Active Transportation

Active Transportation (AT) is any form of human powered mode of transportation used for both commuting and recreation. The community strongly supports transportation improvements which encourage AT and result in safer and more comfortable conditions for pedestrians and cyclists.

In response to strong community support, improved roadside conditions, increased public safety, and reduced traffic speeds are a top priority in CMS. It is recognized that the RDN must work closely with MOTI and the Ministry of Community, Sport, and Cultural Development (MCSCD) to achieve the desired improvements to the on and off road transportation system within CMS.

The following objectives and policies shall apply.

#### Objectives and Policies

##### Objective 5.1.1 To increase connectivity to York Lake Wetlands and the Nanaimo River

Section 5.1	Policies	Related Actions	Who	When
Policy 1	Desirable active transportation improvements are shown on Map No. 3 – Parks, Trails, and Transportation.	n/a	n/a	n/a
Policy 2	A low impact boardwalk and/or trail accessing and around York Lake is considered a desirable community amenity.	<ol style="list-style-type: none"> <li>At the time of rezoning, where opportunity exists, negotiate for trail, park, and improvements towards the York Lake low impact trail and/or boardwalk.</li> <li>At the time of subdivision, where the opportunity exists, preference shall be given to the provision of land over cash in lieu where the land contributes towards access to or creation of a trail around York Lake.</li> </ol>	RDN MOTI PO's	Ongoing

## Section 5: Community Infrastructure and Services

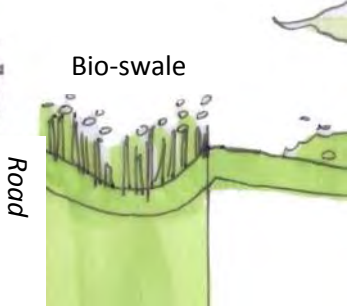
Section 5.1	Policies	Related Actions	Who	When
<b>Policy 3</b>	Existing road ROW's should be used where possible to provide access to York Lake, notwithstanding the fact that additional lands may be required.	n/a	RDN MOTI	Ongoing
<b>Policy 4</b>	Work with landowners adjacent to York Lake to identify opportunities for acquiring land for park, access, and trail.	<ol style="list-style-type: none"> <li>1. Maintain a willing buyer and seller policy where the RDN shall only acquire lands where there is agreement from the affected property owner.</li> <li>2. Provide incentives such as waiving development application fees, charitable gift receipts, support for conservation covenants, etc. for property owners wishing to donate land for park, trail, or access.</li> </ol>	RDN	Ongoing
<b>Policy 5</b>	The York Lake low impact access trail is a priority community parks project.	<ol style="list-style-type: none"> <li>1. Apply for grant funding towards the design construction.</li> <li>2. Consider allocating gas tax funding towards creating a pedestrian commuter route connecting the secondary school to CMS.</li> <li>3. Consider establishing a York Lake low impact trail fund.</li> </ol>	RDN	Ongoing
<b>Policy 6</b>	Improved public access to and the provision of park land along the Nanaimo River is supported.	<ol style="list-style-type: none"> <li>1. Work with property owners, developers, NCID, and senior levels of Government to acquire park lands</li> </ol>	RDN NCID	Ongoing

Section 5.1	Policies	Related Actions	Who	When
		located adjacent to the Nanaimo River.		
<b>Policy 7</b>	Lands located within the Nanaimo River flood plain between York and Meynell Roads are identified as preferred areas for riverfront park(s).	n/a	n/a	n/a
<b>Policy 8</b>	Space for a community garden on lands within the Nanaimo River floodplain is supported.	n/a	n/a	n/a

**Objective 5.1.2 To improve the safety and efficiency of the Road ROW for pedestrians and cyclists.**

Section 5.1	Policies	Related Actions	Who	When
<b>Policy 1</b>	Improvements within the road ROW that increase pedestrian and cyclist safety are strongly supported.	Work with MOTI and other stakeholders to prepare a Transportation Management Plan that includes a preferred design concept for sidewalks, bicycle lanes, and travel lanes, cost estimate, and implementation plan.	RDN MOTI SD68	Short Term
<b>Policy 2</b>	The provision of sidewalks, roadside trails, and landscaped boulevards are supported. The provision of sidewalks either within or adjacent to the road ROW is the preferred option though this may be reconfirmed through completion of a Transportation Management Plan or other similar study.	<ol style="list-style-type: none"> <li>1. Pursue the authority to regulate sidewalks and/or roadside trails.</li> <li>2. Work closely with MOTI to obtain necessary approvals.</li> <li>3. Establish a local service area for the purpose of owning, constructing, operating, and maintaining sidewalks, roadside trails, and landscaped boulevards.</li> <li>4. Negotiate for sidewalk improvements at the time of rezoning.</li> </ol>	RDN MOTI	Short Term

Section 5: Community Infrastructure and Services

<p><b>Policy 3</b></p>	<p>With respect to the creation of sidewalks and landscaped boulevards a phased approach is preferred. Efforts should be focused on extension of the existing sidewalks and boulevards located in front of the 49<sup>th</sup> Parallel to create a continuous pedestrian pathway on one side of Cedar Road between Macmillan and Hemer Roads. Once complete, efforts should be redirected towards creation of a similar pathway on the opposite side of Cedar Road.</p>	<ol style="list-style-type: none"> <li>1. Conduct a Transportation Management Plan that includes design and cost estimates for construction of sidewalks within the Plan Area.</li> <li>2. Explore and pursue funding options.</li> <li>3. Work with developers and property owners to construct sidewalks within the Plan Area.</li> </ol>		
<p><b>Policy 4</b></p>	<p>The use of green drainage infrastructure such as a bio-swale is supported where possible.</p> 	<p>n/a</p>	<p>RDN MOTI</p>	<p>Long Term</p>

**5.2 On Road Transportation**

In response to community concern over traffic speeds and pedestrian and cyclist safety, this Plan supports a number of on road transportation improvements. It is recognized that MOTI has jurisdiction over public roads within Electoral Area 'A'. Therefore, the intent of this section is to indicate the community's preferences with respect to future improvements within the road right of way and provide direction to the RDN Board in future discussions with respect to on road transportation within CMS.

The following objectives and policies shall apply.

**Objective 5.2.1 To support the construction of roundabouts at key intersections within CMS**

Section 5.2	Policies	Related Actions	Who	When
<p><b>Policy 1</b></p>	<p>The construction of roundabouts in the general location shown on Map No. 1 is supported.</p>	<ol style="list-style-type: none"> <li>1. Work with MOTI to develop appropriate roundabout engineering standards.</li> <li>2. Seek funding from</li> </ol>	<p>RDN MOTI</p>	<p>Long Term</p>

Section 5.2	Policies	Related Actions	Who	When
		<p>the Province, infrastructure grant programs, and Federal funding programs to design and construct roundabouts.</p> <p>3. Consider the provision of roundabouts as a desirable community amenity.</p>		

**Objective 5.2.2 To support the construction of an alternate route around Cedar Main Street**

Section 5.2	Policies	Related Actions	Who	When
<b>Policy 1</b>	Further consideration of an alternate route around CMS is supported.	<ol style="list-style-type: none"> <li>1. Meet with MOTI to discuss the creation of an alternate route.</li> <li>2. At the time of subdivision and rezoning, consider opportunities for road dedication.</li> </ol>	RDN	Long Term

**Objective 5.2.3 To reduce the speed that vehicular traffic moves through CMS.**

Section 5.2	Policies	Related Actions	Who	When
<b>Policy 1</b>	The creation of a 30 km per hour park speed zone adjacent to the Wheatsheaf Ball Diamonds and Morden Colliery Regional Trail crossing is supported.	Request MOTI to consider the creation of a park zone near the Wheatsheaf Baseball Diamonds and Morden Colliery Regional Trail crossing.	RDN MOTI	Short Term



Section 5: Community Infrastructure and Services

<b>Policy 2</b>	Traffic calming and safety measures such as on street parking, narrow streets, lighted crosswalks, roundabouts, landscaped boulevards and medians, and speed humps are supported.	<ol style="list-style-type: none"> <li>1. Seek opportunities to incorporate traffic calming measures at the time of rezoning and subdivision.</li> <li>2. Work with MOTI when road upgrades/maintenance is proposed to incorporate traffic calming measures.</li> </ol>	RDN MOTI	Long Term
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### 5.3 Public Transit

Public transit is provided within the Plan Area. It is important to consider public transportation in the future development of CMS to ensure that the community's transit needs are met and that new development is compatible with transit services.

The following general objectives and policies shall apply in addition to those included in the OCP.

#### Objective 5.3.1 To reduce the speed that vehicular traffic moves through CMS.

Section 5.3	Policies	Related Actions	Who	When
<b>Policy 1</b>	When/if Cedar Road is improved, sidewalks are installed, or other changes occur within the road ROW, the RDN should ensure that bus stops and other transit improvements are coordinated with these changes.	Coordinate road and transit improvements.	RDN MOTI BCT	Ongoing
<b>Policy 2</b>	Transit pullouts, bus shelters, and other improvements which make transit use safer and more convenient are supported.	n/a	RDN MOTI	Ongoing
<b>Policy 3</b>	Development should be designed to accommodate transit service.	Review development proposals to ensure that transit is accommodated.	RDN	Ongoing
<b>Policy 4</b>	Bus stops should be provided at regular intervals and at popular destinations throughout CMS.	Review the location and separation distance between bus stops periodically to ensure that enough are provided at the appropriate locations.	RDN	Ongoing

## 5.4 Development Amenities

Development amenities shall be considered in accordance with the objectives and policies contained in Section 14 – Development Amenities of the OCP. However, the following specific development amenities are considered desirable in conjunction with new development within CMS.

- Sidewalk and trail improvements
- Affordable housing
- Traffic circle(s) and other traffic calming measures
- Publically owned roadside beautification improvements (i.e. landscaped boulevards and medians, ornamental street lighting, bus shelter, street art, etc.)
- Outdoor publically accessible space
- Community meeting space
- A play area/playground near the Baseball Fields
- Boardwalk and viewing platform accessing York Lake
- Electric vehicle charging stations
- Park and ride and car share spaces
- Permanent location and building(s)/structures for a farmers market

## 6 Cedar Main Street Development Permit Area (DPA)

### 6.1 Purpose

The Cedar Main Street Development Permit Area (DPA) is a critical component of the Cedar Main Street (CMS) Village Plan's Strategy to ensure that future development contributes to the community in a positive way. The Guidelines herein are intended to direct future development in accordance with the vision created by the OCP and this Plan. All developments proposed within CMS must generally satisfy the CMS DPA Guidelines in order to obtain a DP prior to proceeding with any development activities to which the DPA applies.

This Development Permit Area (DPA) has been designated pursuant to the following Sections of the [Local Government Act](#):

- i. 919.1(a): *protection of the natural environment, its ecosystems, and biological diversity*
- ii. 919.1(f): *establishment of objectives for the form and character of commercial, industrial, or multi-family residential development*
- iii. 919.1(e): *establishment of objectives for the form and character of intensive residential development*
- iv. 919.1(h): *establishment of objectives to promote energy conservation*
- v. 919.1(i): *establishment of objectives to promote water conservation*
- vi. 919.1(j): *establishment of objectives to promote the reduction of GHG emissions*

### 6.2 Area

This DPA includes all properties within the Cedar Main Street Land Use designation as shown as Map No. 4.

### 6.3 Application

A development permit is required for the following development activities unless specifically exempt:

1. Alteration of land or disturbance of soils such as grubbing, scraping, and removal of top soils;
2. Construction, alteration, or erection of buildings and structures; and,
3. Creation of non-structural impervious or semi-pervious surfaces.
4. Subdivision of land(s).

## 6.4 Justification

The Cedar Main Street DPA has been designated in recognition of the community's desire to support diversity, create and preserve community identity, develop a sense of place, and provide opportunities for local employment, services, and a range of housing types and sizes. In doing so, the coordination of development within this DPA is paramount to ensure consistent standards which will help work towards achieving the community's goals.

The Cedar Main Street Land Use designation is a mixed use commercial residential corridor which is intended to create a vibrant place for local residents to shop, access services, socialize, work, and play. In accordance with the community's vision of becoming a more sustainable community, it is important for development within this DPA to be designed to ensure that groundwater resources are protected and to incorporate features and construction standards that make more efficient use of energy, resources, and water. In addition, the Cedar Main Street designation is intended to reduce GHG emissions by encouraging more efficient building forms and pedestrian and cyclist use.

## 6.5 Exemptions

A Development Permit shall not be required for the following<sup>1</sup>:

1. Construction, renovation, or addition to a single or duplex dwelling unit or accessory residential building on a lot.
2. The replacement or repair of an existing sign provided that the sign is not enlarged or moved and is replaced with the same type of sign (i.e. fascia, freestanding, canopy, etc.).
3. Subdivision of land, except in the case of subdivision for intensive residential<sup>2</sup>.
4. Renovations or alterations within a building.
5. Alterations or additions to a building which do not require a building permit, except where new signage requires a development permit.
6. Development activities that are not visible from Cedar Road or other public spaces.
7. Invasive species removal on lands located outside of the 30 metre Riparian Assessment Area or the Streamside Protection and Enhancement Area as established by a Qualified Environmental Professional.

## 6.6 Variances to Bylaw No. 500

The requirements of this Plan may not be consistent with the [Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987](#). Where there is inconsistency between Bylaw No. 500 and these DPA Guidelines, a variance to Bylaw No. 500 may be required to meet the intent of this Plan.

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<sup>1</sup> Although a development proposal may be exempt from the CMS DPA under this section, a Development Permit may still be required pursuant to Section 12 – Development Permit Areas of the OCP.

<sup>2</sup> For the purpose of this DPA, intensive residential shall mean any residential development with an average minimum parcel size less than 2000 m<sup>2</sup> or density greater than 5 dwelling units per ha whether fee simple or strata.

## 6.7 Permit Security

1. The RDN may require applicants for any development permits within the Cedar Main Street Development Permit Area to provide security in the form of cash or an unconditional, irrevocable and automatically renewing letter of credit in cases where:
  - The RDN considers that damage to the natural environment (including ground and surface water) could result as a consequence of a contravention of a condition in a development permit issued;
  - The permit holder is required to retain, restore or replace vegetation;
  - The permit holder is required to provide landscaping; and/or,
  - The permit holder is required to provide onsite rainwater management.

The amount of these securities shall be determined by a qualified person and shall be sufficient to cover the cost of materials and labour.

## 6.8 Guidelines

The Cedar Main Street Development Permit Area Guidelines are organized into the following eleven categories.

- |  |                            |
|--|----------------------------|
| 1. General Guidelines                  | 7. Architectural Detailing |
| 2. Building Massing                    | 8. Landscape Design        |
| 3. Site Planning and Pedestrian Design | 9. Signage                 |
| 4. Green Building                      | 10. Lighting               |
| 5. Groundwater Protection              | 11. Parking and Loading    |
| 6. Façade Design                       |                            |

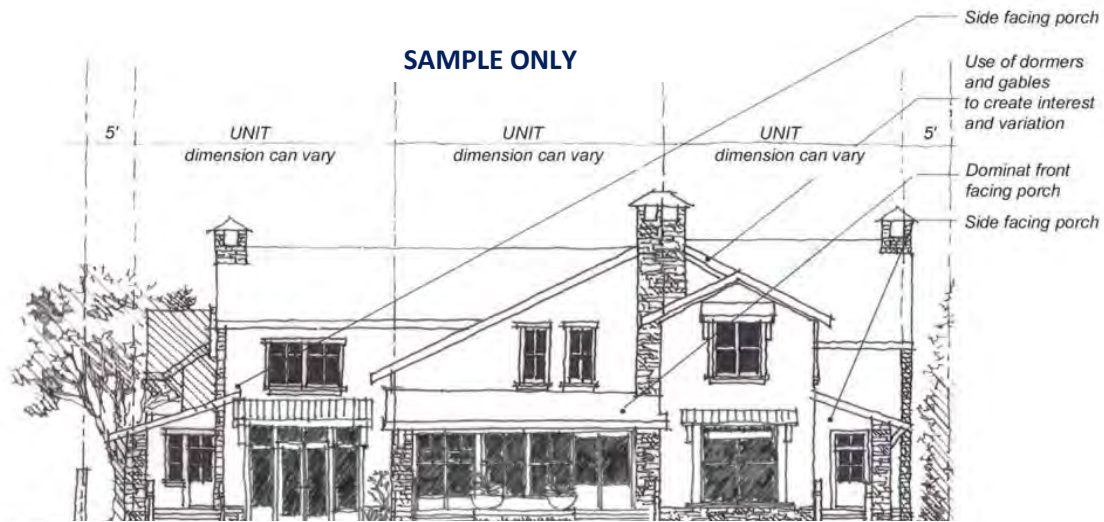
Development applications must generally satisfy all applicable Development Permit Area Guidelines in order for staff to recommend approval of a Development Permit application.

### 6.8.1 General Guidelines

1. Development is encouraged to incorporate design elements and reflect the general intent of the Design Ideas included in Section 3 and 4 of this Plan.
2. Where new or alterations to buildings and structures are proposed, the RDN may require building elevations prepared by an architect or other qualified designer.
3. In the case of subdivision for intensive residential development, each dwelling unit shall be designed in a way which is consistent with the direction provided in this DPA. Building elevations showing how the proposed buildings comply may be required and may be secured at the time of subdivision through the use of a Section 219 covenant.

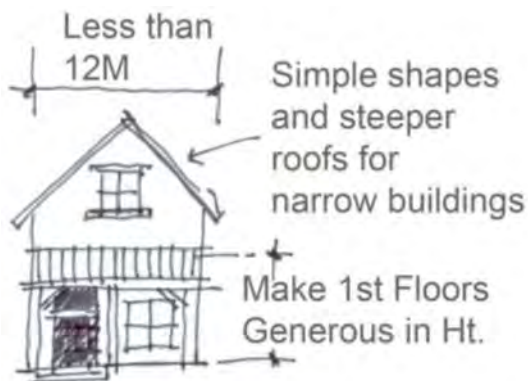
### 6.8.2 Building Massing

1. A variety of architectural styles shall be used that create visual interest, complement adjacent buildings, and reflect local culture and history. Applicants are encouraged to refer to the Visual Preference Exercise results contained in the Final Charrette Report dated June 2012 for inspiration.
2. Larger buildings (>12 metres in width) shall be designed in such a way as to avoid large flat building expanses which are visible from Cedar Road. Large expanses shall include trim, design features (such as windows, gables, projections, and porches), varied façade materials, and architectural design.



**Sample** of how a larger building could be designed to avoid large flat building expanses.

3. Larger buildings should be consistent with the height and emerging character of other buildings on the street.



**SAMPLE:** Building with vertical orientation

4. Smaller buildings ( $\leq 12$  metres in width) should include one or more of the following design features:
  - a. Design which maintains a residential scale and simplicity in façade and roof design;
  - b. Generous first floor heights;

## Section 6: Cedar Main Street Development Permit Area

- c. Front porches or patios;
- d. A vertical orientation not in a rancher style;
- e. Gable ends of the roof facing Cedar Road. (exceptions can be made for flat roofed buildings and buildings utilizing passive solar and requiring certain roof orientations; and,
- f. Architectural design which compliments adjacent buildings through contrasting roof orientations and shapes. Roof design that provides usable space through dormers and gables is strongly encouraged.

5. Multi-tenant/Multi-use buildings should include independent entrances and visual separation between uses. Visual separation could include both colour, façade, and/or other design elements.

6. New buildings should appear to be two storeys as viewed from Cedar Road.

7. A third floor can be included where:

- a. It is fully contained within the roof and the building.
- b. It maintains a two storey appearance from Cedar Road.
- c. The building meets the fire protection and rescue requirements of the North Cedar Fire Department.<sup>3</sup>

8. Buildings should emphasize a 'small town' or 'rural' scale and should utilize a variety of heights, varied building faces, and artistic design features to add interest to the streetscape.



Example of third floor space built into the roofscape.

SAMPLE ONLY



Example of how topography could be used to support of third storey within the roof on the downslope side of a parcel.

<sup>3</sup> Applicants may be required to submit correspondence from the North Cedar Fire Department regarding both fire protection and rescue.

### 6.8.3 Site Planning and Pedestrian Design

1. Travel ways which straddle lot lines to accommodate shared access and/or parking facilities are preferred. Travel ways should be avoided between every building.

SAMPLE ONLY



Illustration of desirable design elements such as mixed on and off street parking and shared travel ways between developments.

2. Mixed use and commercial buildings shall be located in close proximity to the sidewalks and the pedestrian space.
3. Design, siting, and construction of sidewalks shall be determined through discussions with the owner/developer and MOTI where applicable.
4. Where mixed use or commercial buildings are proposed, avoid large spaces between buildings.
5. Maximize opportunities for the creation of accessible public space such as patios, plazas, and courtyards.
6. The use of drive-through shall not be part of building or site design.

SAMPLE ONLY



Illustration of commercial building storefront located in close proximity to the sidewalk.



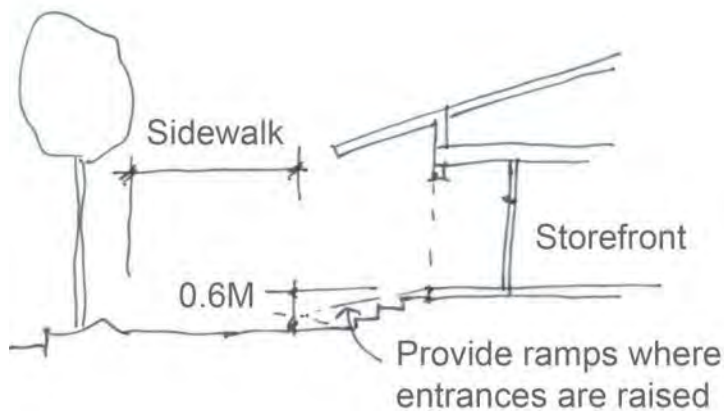
7. For commercial and mixed-use developments continuous weather protection for pedestrians should be provided on the exterior of the building. This can be accomplished in a number of ways including:

- Maintaining covered porch areas adjacent to building entrances;
- Providing canopies above storefront doors constructed of wood or other quality, durable materials which are colour-fast and resistant to deterioration caused by dampness; and,
- Extending roof elements at least 1.8 metres past the building envelope provided the roof above is no more than 5.5 metres in average above the storefront threshold.



Example of a covered walkway.

8. Safe, convenient pedestrian routes for all units should be provided from the unit to an abutting street. All pedestrian access points and routes should be designed for universal access to accommodate persons with disabilities.



9. Where the possibility for view exists, the protection and creation of view corridors towards York Lake or the Nanaimo River should be incorporated in a site's design.
10. Where a building is adjacent to Cedar Road, its principal elevation should be oriented towards Cedar Road and designed in such a manner as to promote a lively energetic, pedestrian-oriented, streetscape. Residential developments proposed to be screened from Cedar Road are exempt from this guideline.

11. Buildings located on corner lots should be oriented towards both streets and building design should add significant prominence to the corner.
12. Outdoor seating areas should be provided.

#### 6.8.4 Green Building

1. The use of rainwater harvesting for landscape irrigation and other indoor and outdoor non-potable uses should be used. The use of potable rainwater harvesting systems for potable is encouraged<sup>4</sup> where supported by a report from a Professional Engineer or other qualified person that the system<sup>5</sup> produces water that meets or exceeds Canadian Drinking Water Standards in a quantity sufficient for the proposed use.
2. Sites should be evaluated for passive solar gain opportunities. On sites with substantial solar exposure, buildings should be sited, designed, and landscaped to take advantage of passive solar gain in winter and reduce sun exposure in summer.
3. Electric vehicle charging stations are encouraged.
4. All new commercial, mixed use, and multi-unit residential buildings within the DPA should strive to achieve a third party certification such as built green gold or Leadership in Energy and Environmental Design (LEED). The RDN may provide assistance in the Planning and Design Process and may offer grants and incentives in accordance with current offers and rebate programs.
5. The use of solar panels, geothermal heating and other efficient or renewable energy use alternatives are encouraged in building and site design.



Example of an outdoor seating area on a corner lot

#### 6.8.5 Groundwater Protection

1. Building and site designs shall incorporate facilities to properly manage and/or dispose of substances or contaminants that may be harmful to area aquifers, lakes, wetlands, and rivers.
2. A rainwater management plan prepared by a professional engineer or other qualified professional may be required which must ensure that any run off, rainwater, or other liquid from any of the proposed land uses, buildings and impervious surfaces does not negatively impact groundwater quality. The plan must include recommendations on how to minimize the risk of deleterious

<sup>4</sup> May require approval from outside jurisdiction such as Vancouver Island Health Authority or North Cedar Improvement District.

<sup>5</sup> System includes roofing material, collection, treatment, and all other components.

substances entering the groundwater. The applicant may be required to implement the report's recommendations as a condition of the Development Permit.

3. Drainage from all impervious surfaces and areas where vehicles and machinery are stored, cleaned, operated, and maintained must be directed through an appropriately sized and engineered sedimentation, oil, water and grease separator or other engineered solution to the satisfaction of the RDN. The engineer must provide an appropriate maintenance schedule.
4. The RDN may require the applicant to enter into a Section 219 covenant registering on title the maintenance schedule and a commitment to maintain the sedimentation, oil, water and grease separator as per the engineer's recommendations.
5. Proposed developments that cannot demonstrate that there will be no detrimental impacts on either the quality or quantity of groundwater shall not be supported.
6. There shall be no net increase in peak rain water run-off from the subject property to adjoining lands.
7. Development of land should be designed to:
  - a. Replicate the function of a naturally vegetated watershed;
  - b. Maintain the hydraulic regime of surface and groundwater and pre-development flow rates;
  - c. Not interfere with groundwater recharge; and,
  - d. Not introduce or remove materials where it would cause erosion of or the filling in of natural watercourses and/or wetlands.

SAMPLE ONLY

### 6.8.6 Façade Design

1. Visually appealing quality siding materials shall be used.
2. Building design shall avoid large expanses of any one type or style of cladding.
3. The use of vinyl siding should be minimized.
4. To create visual interest the following design strategies shall be used:
  - a. Create different textures by using both horizontal and vertical façade elements;
  - b. Break up large building expanses;
  - c. Separate uses with trim and exterior design features; and,



Illustration showing the use of different siding materials, directions, textures, and colours.

- d. Use a variety of complementary types of siding material, trim, colour, etc.
5. A variety of complementary colours shall be used. The use of at least three different colours on the building exterior is encouraged.
6. Materials must be high quality, practical, durable, and hard wearing and must be appropriate for a west coast environment. Materials that integrate well within the natural environment should be included in the design.

### 6.8.7 Architectural Detailing

1. Buildings should utilize a variety of high quality complimentary architectural styles rather than a unified design theme.
2. Exposed structural elements such as exposed rafter tails, timber brackets, posts, and beams are encouraged.

SAMPLE ONLY



Example of different architectural types that are supported.

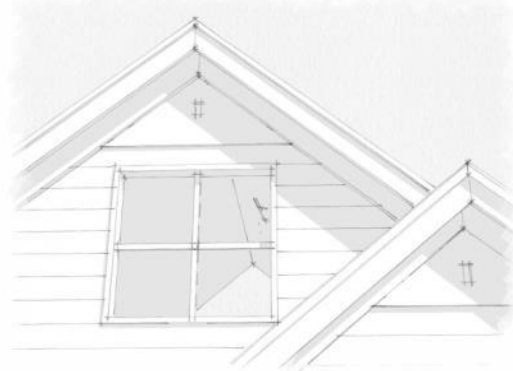
- At gable ends, encourage the use of frieze boards, details, and other trim.

SAMPLE ONLY



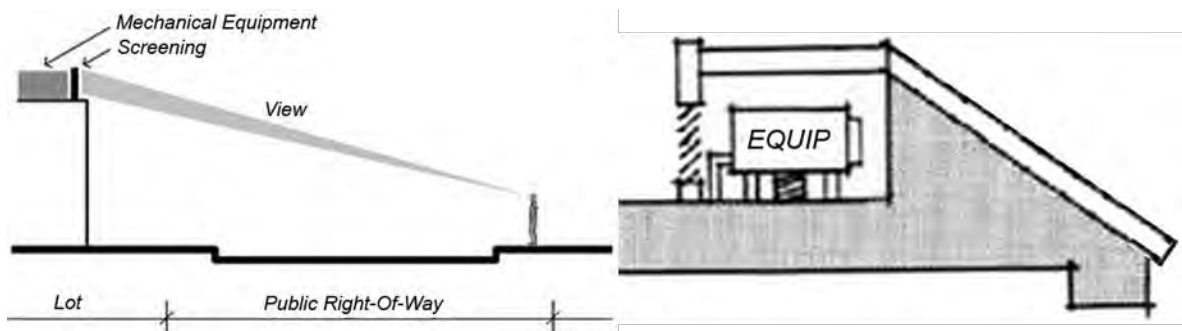
Illustration showing the use of frieze boards and other trim

SAMPLE ONLY



Care should be taken in detailing the façade. Use trim in appropriate dimensions and locations.

- Larger buildings shall utilize accent design features/ strategies to break up large expanses of siding.
- Rooftop mechanical units shall be screened from view with design elements that are incorporated within the architectural massing. Consideration should be given to impacts on adjacent properties.



Examples of rooftop screening

### 6.8.8 Landscape Design

- Where landscaping is required as part of the DP, the applicant shall submit a landscaping plan prepared by a landscape architect or equivalent designer which meets the British Columbia Landscape Standard and satisfies the following objectives:

- a. To use a variety of drought tolerant deciduous and evergreen native plant species that are best suited to the site specific growing conditions;
  - b. To protect, enhance, or retain existing mature healthy vegetation;
  - c. To minimize water consumption through means such as micro-irrigation and xeriscaping;
  - d. To promote compatibility with surrounding uses;
  - e. To improve the aesthetic appeal of the development and adjacent streetscape;
  - f. To assist in the safe movement of pedestrians throughout the site;
  - g. To reduce the amount of impervious surfaces on the site;
  - h. To shade the proposed development from the summer sun;
  - i. To complement the development and surrounding uses; and/or,
  - j. To establish or enhance habitat values on the development site where appropriate.
2. Notwithstanding 1 above, edible landscapes (food producing plants, shrubs, and trees) are encouraged and may be considered part of the landscape design where suitable arrangements have been made for ongoing care and maintenance as well as produce harvesting to the satisfaction of the RDN. Community gleaning is strongly encouraged.
  3. The landscaping plan must be drawn to scale and show the type, size, and location of proposed landscaping and shall be submitted with the Development Permit application.
  4. To provide separation between residential and non-residential uses (excluding mixed use buildings and developments and shared parking and laneways), a landscaped screen of at least 2.0 metres in width along the shared property lines, excluding access points, between all commercial and residential zoned properties should be provided.
  5. Landscaping should be provided adjacent to all roadways to improve aesthetic appeal, minimize impervious surfaces, and provide a visual screen for all outdoor storage, refuse, parking, loading, and unloading facilities and must also work towards the objectives identified in Guideline 6.8.8(1) above.
  6. Landscaping of boulevards should be provided, including the provision of street trees in accordance with the following:
    - a. All landscaping and works within the public road ROW require MOTI approval with a maintenance agreement arranged between the property owner/developer, MOTI, and the RDN.
    - b. Where the opportunity exists, street trees should generally be provided as follows:
      - i. One high branched tree, of at least 5 centimetre caliper at breast height at time of planting, for every 6.0 metres of street property line with a maximum distance between trees of 12.0 metres, where the type and spacing of trees is to form a sidewalk canopy. Existing native vegetation may be considered provided it satisfies the general intent of this guideline;

## Section 6: Cedar Main Street Development Permit Area

- ii. Tree species should be compatible with the local growing conditions and character of the area; and,
  - iii. A minimum of 3 cubic metres of appropriate soil and growing space is provided for each tree.
7. Garbage and recycling containers shall be screened with landscaping and/or gated fencing to a minimum height of 2.0 metres. Chain link fence may only be used in accordance with Guideline 13 below. Similarly, utilities, service kiosks, metres, elevator housing, exhaust elements, satellite dishes, etc. shall be screened with fencing, landscaping, or a combination of the two.
  8. Buildings and structures should be sited in a manner that minimizes the disturbance of existing native vegetation.
  9. A principle of 'no net loss' of significant native vegetation in any development should be considered. Where it is necessary to remove significant vegetation in order to develop a property, replacement plantings should be provided of a sufficient number, size, type, and maturity to off-set its removal.
  10. Plant species used in replanting, restoration, and enhancement shall be selected to suit the local soils; light conditions, and groundwater regime of the site and should be native to the area, and where applicable, selected for erosion control and/or fish and wildlife habitat values.
  11. Unless otherwise noted above, all landscaping shall require the following minimum depth of topsoil or amended organic soils on all landscaped areas of a property:
    - a. Shrubs – 45 cm;
    - b. Groundcover and grass – 30 cm; and,
    - c. Trees – 30 cm around and below the root ball.
  12. Where irrigation is required to maintain proposed landscaping, it should be designed by an Irrigation Industry Association of British Columbia certified irrigation designer and be installed by an Irrigation Industry Association of British Columbia irrigation contractor or other equivalent to the satisfaction of the RDN.
  13. The RDN shall require the applicant to submit a landscaping and security deposit equal to the total estimated costs of all materials and labour, as determined by a landscape architect or other similarly qualified person to the satisfaction of the RDN. The security shall be released following the completion of all approved landscaping and/or site improvements as specified in the Development Permit to the satisfaction of the RDN. Notwithstanding the above, the RDN shall withhold 25% of the security for one year to ensure proper maintenance.
  14. Chain link fencing shall be used only when screened by landscaping. Decorative fences are encouraged which complement the materials used for the principle building.

### 6.8.9 Signage

1. Signs should be hand crafted and provide individuality to each establishment.
2. Materials chosen for signage should be durable enough to last for several years of continuous use, except for the special cases of temporary signage or banners.
3. The following types of signs are not considered acceptable:
  - a. reader board;
  - b. neon;
  - c. flashing;
  - d. animated;
  - e. rotating,
  - f. backlit; and,
  - g. signs which are illuminated in a way which projects light beyond the sign's surface or results in light being directed beyond the sign's surface or towards the sky.
4. Signs should be designed to cater to the pedestrian (limit height, size, and placement) and be in scale with the building and be related to a use or a business within.

#### SAMPLE ONLY

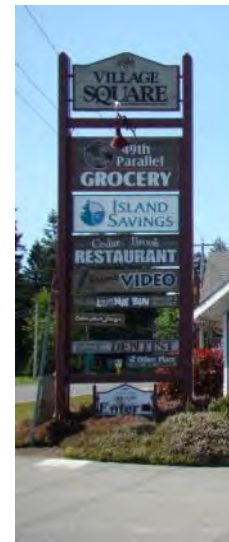


Example of a fascia sign that is complementary to the design of the building and graphically communicates a message.

#### SAMPLE ONLY



Example of a hand crafted sign



Example of a consolidated free standing sign

5. Free standing signage should be consolidated where possible with other businesses or uses as illustrated.

6. Creativity in how signs are designed (i.e. different shapes, colours, materials, and fonts) is supported.

7. The size, location, and design of freestanding signage shall be architecturally integrated with the overall design of the buildings and



landscaping. The design of fascia signs containing individual business signage shall be complementary to the design of the building.

8. Signage should be visually unobtrusive and particular emphasis should be given to signage which is aesthetically pleasing and requires a minimal amount of lighting or boldness to be effective.
9. Signs should graphically communicate a message.
10. If there is a conflict between these DPA guidelines and the [RDN Sign Bylaw No. 993, 1995](#) as amended or replaced from time to time, these guidelines shall prevail. However, a variance to the sign bylaw may be required.

### 6.8.10 Lighting

1. The use of solar lighting is encouraged.
2. Lighting should be designed for security and safety in accordance with Crime Prevention Through Environmental Design (CPTED) principles.
3. Site illumination must not result in glare directed towards neighbouring properties, adjacent roads, or light directed towards the sky.
4. Building façades may be discreetly illuminated through the use of strategically placed lighting which shines down from the buildings surface.
5. All new, replacement, and upgraded exterior lighting in existing and proposed developments shall be Full Cut-off Flat Lens (FCO/FL) luminaries to light roads, parking, loading, and pedestrian areas. Exterior building lighting will also be required to have FCO lighting fixtures.
6. Decorative street lights which are compatible with existing decorative street lighting and are in scale with their surroundings are encouraged.

SAMPLE ONLY



Full cut off light fixtures direct light below the horizontal plane reducing light pollution and protecting the night sky.

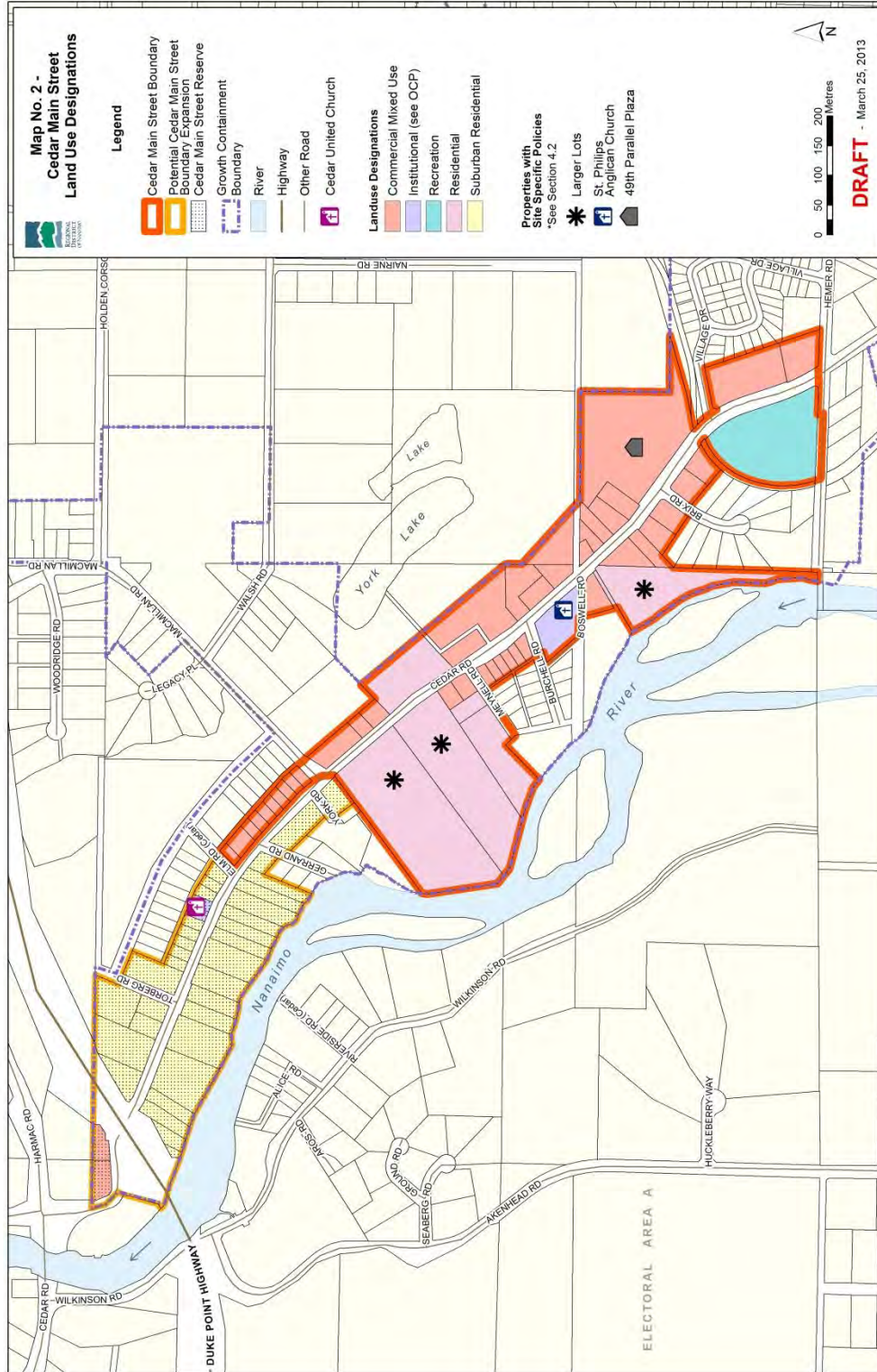
### 6.8.11 Parking and Loading

1. If on street parking is proposed, it must be designed by a Professional Engineer and approved by the Ministry of Transportation and Infrastructure.
2. On site parking and loading areas should generally be located to the rear or side of buildings, should be screened from view from the adjacent road, and be located outside of the minimum required building setback. The screening should consist of landscaping, fencing, or a combination of landscaping and fencing.

3. Vehicular and truck movement patterns must be illustrated on the site plan submitted by the applicant to ensure adequate circulation. A professional engineer may be required to ensure that adequate lane widths and turning radii are provided for all forms of vehicles intended to use the property.
4. Provision should be made for public transit, emergency vehicles, delivery and service vehicles.
5. Safe and effectively designed and located internal roadways, entrance points, parking areas, pedestrian paths and open spaces shall be provided.
6. Parking areas should be designed to be aesthetically pleasing and should include smaller groupings of parking spaces separated by landscaping and shade trees. Large expanses of open parking area should be avoided.
7. The use of permeable paving materials is encouraged in parking areas where it can be demonstrated that oil, water, and other potential contaminants will not enter the aquifer, river, lake, or wetland.
8. Bicycle parking facilities should be provided for each use in accordance with the following:
  - a. Office use: 0.5 - 1 space per 100 m<sup>2</sup> of gross floor area;
  - b. Institutional: 0.5 – 0.8 spaces per 100 m<sup>2</sup> of gross floor area;
  - c. Commercial: 1 space per 750 m<sup>2</sup> of gross floor area with a minimum of four spaces per establishment; or,
  - d. Multi-unit residential: 0.2 spaces per dwelling unit.

Where calculation results in a fractional number, the nearest whole number above the calculation shall be taken.

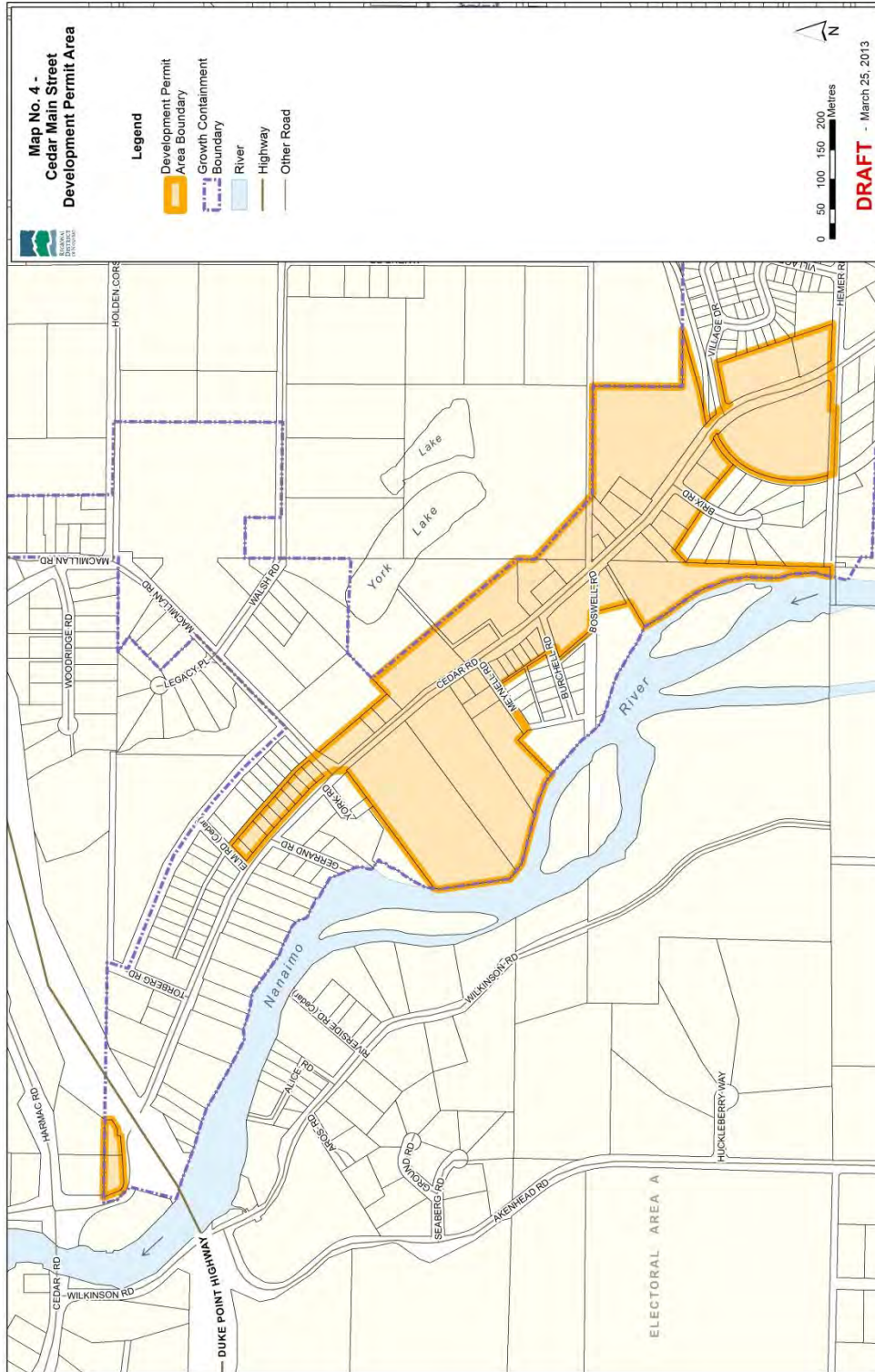




Section 6: Cedar Main Street Development Permit Area

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Section 6: Cedar Main Street Development Permit Area



RDN REPORT		#
CAO APPROVAL		
EAP	✓	
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MAY 06 2013		
RHD		
BOARD		

# MEMORANDUM

**TO:** Paul Thompson  
Manager of Long Range Planning

**DATE:** May 6, 2013

**FROM:** Lisa Bhopalsingh  
Senior Planner

**FILE:** 6970 20 SESU

**SUBJECT:** Secondary Suites Study and Consultation Plan

## PURPOSE

To present a Secondary Suites Study and Consultation Plan to provide background information and a process for gathering community input on secondary suites that will be used to guide Regional District of Nanaimo (RDN) Board decisions related to allowing secondary suites in the electoral areas.

## BACKGROUND

This report, the attached Secondary Suites Consultation Plan in Appendix 'A' and Secondary Suites Study in Appendix 'B' have been drafted in response to RDN Board direction to staff (given on January 25, 2011) to proceed with adopting a Secondary Suites Bylaw as an action identified in the RDN's Housing Action Plan (December 30, 2010):

### **2010 Housing Action Plan - Action 8 - Adopting a Secondary Suites Bylaw**

*The RDN will consider undertaking a Study to identify where secondary suites and carriage homes should be permitted in the electoral areas of the RDN. The Study would also consider appropriate land use regulations (e.g. parking spaces, floor area). Based upon the outcome of the Study above, the RDN will consider updating OCPs and zoning bylaws to allow secondary suites.*

This report and the attached documents apply to all electoral areas where the RDN provides land use planning services (Electoral Areas 'A', 'C', 'E', 'F', 'G' and 'H').

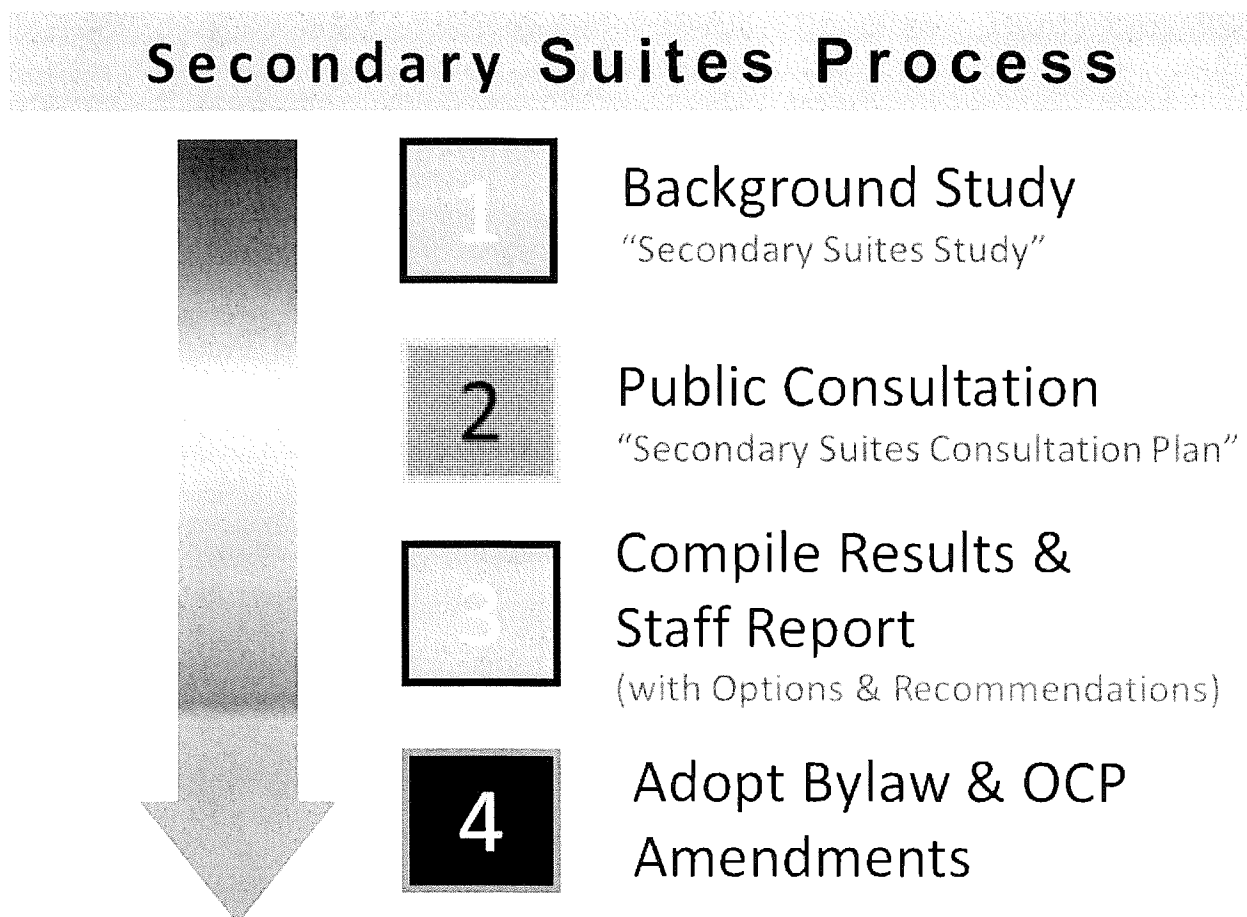
### **Secondary Suites Process**

The Secondary Suites Study is the first phase in a process to consider amending bylaws to allow secondary suites (see Figure 1 below). The Study provides background information on secondary suites including a summary of the benefits and challenges of allowing secondary suites in a range of locations; a review of different issues that need to be considered prior to allowing suites and; a discussion of factors that should be considered for determining where secondary suites could be allowed in the region. The Study was based on a staff review of existing data on housing in the region together with the experience and practices of other jurisdictions that allow secondary suites.

The information presented in the Secondary Suites Study will be used as background information for implementing Phase 2 of the process outlined in the Secondary Suites Consultation Plan and as discussed in the 'Public Consultation Implications' section of this report.

During Phase 3 of the process RDN staff will compile and analyze the consultation results, using it to develop options and recommendations to the RDN Board. Based on direction from the RDN Board, amendments may be drafted for land use bylaws including Official Community Plans (OCPs) and zoning bylaws. Community members will have an opportunity to provide further feedback on any potential changes to land use bylaws during Phase 4.

Figure 1: Secondary Suites Process



**Summary of Secondary Suites Study**

The RDN has long recognized that secondary suites play an important role in providing affordable rental housing in the RDN's electoral areas. Allowing secondary suites is a practical way for the RDN to use its land use authority and resources to increase housing options for those who struggle to find adequate, affordable housing. Secondary suites capitalize on the potential to use new and existing single family housing to provide rental housing. There is evidence from other jurisdictions that this can help meet the demand for affordable housing and also allow community members to age in place. While there are



many clear benefits to allowing secondary suites in the RDN, there are also a number of challenges that need to be considered and addressed. The Secondary Suites Study provides an overview of the benefits and challenges of secondary suites from the perspective of homeowners, renters, rural communities and the region as a whole.

The Study reviews a range of considerations regarding where secondary suites should be located. This involves identifying: prior community support for secondary suites as identified by OCPs; access to transit and a diverse range of amenities; groundwater resources; and levels of community servicing (water and sewer).

The Study also identifies issues that need to be considered when drafting and implementing secondary suites regulations including: size, number of rooms, number of suites allowed and location on a lot, parking requirements, owner-occupancy, user fees, flexible design of suites to allow for different types of users and energy efficiency. These issues are based upon the experience of other jurisdictions and, anticipated community concerns.

## **ALTERNATIVES**

1. To receive this report with the attached Secondary Suites Study in Appendix 'B' as Phase 1 of the secondary suites process and proceed with Phase 2 - Public Consultation as outlined in the attached Secondary Suites Consultation Plan in Appendix 'A' of this report.
2. To receive this report with the attached Secondary Suites Study in Appendix 'B' as Phase 1 of the secondary suites process and not proceed with Phase 2 - Public Consultation as outlined in the attached Secondary Suites Consultation Plan in Appendix 'A' of this report.

## **FINANCIAL IMPLICATIONS**

There are no financial implications with respect to receiving the information in this report that relates to Phase 1 of the secondary suites process. However, there are costs associated with directing staff to proceed with Phase 2 - Public Consultation.

The costs associated with the public consultation process as outlined in the attached Secondary Suites Consultation Plan are included in the 2013 Long Range Planning Budget. The majority of the anticipated financial implications for Phase 2 will be for staff time and resources involved with preparing and presenting educational materials and surveys, conducting meetings and other processes to gather and analyze feedback, responding to inquiries/concerns and drafting regulations. The total budget for the secondary suites process, not including staff time, is \$4,500.00. This amount is intended to cover the costs of advertising, public meetings and publications.

It should be noted that, if the topic of secondary suites generates a high degree of concern for RDN residents/stakeholders, then it may be necessary to make modifications to the proposed public consultation process. This could have potential impacts on the anticipated costs that have been budgeted for.

### ***Sustainability Implications***

Proximity to a range of shops, services, employment opportunities, transit and amenities (schools, recreation) are important factors in housing affordability. In the RDN's electoral areas, policies in the Regional Growth Strategy (RGS) and Official Community Plans (OCP's) focus growth in designated growth areas within the Growth Containment Boundaries (GCB's). These are areas where a mix of uses are supported in order to achieve more vibrant, efficient and sustainable development while at the same time protecting environmentally sensitive and resource lands.

Policies in the RDN Board Strategic Plan, RGS and OCP's clearly support secondary suites either directly or indirectly as a means of increasing housing diversity and affordability within Rural Village Centres (RVC). However, the reality is that few RVC's currently have features associated with compact, complete, and mixed-use development and it has become increasingly clear that their capacity to support such development in the future may also be limited. Furthermore there are rural areas outside of RVC's that receive the benefits of some services including transit and community water. As well, large rural lots outside the RVC's may be suitable for secondary suites for other reasons such as little to no impact on neighbouring properties, employee housing, and adequate water supply and sewage disposal.

The Secondary Suite Study discusses a variety of factors that affect different aspects of local and regional sustainability from an environmental, social and economic perspective. The Study does not recommend any one approach to addressing these factors. It is anticipated that these factors together with the results of public consultation in Phase Two will be used to develop options for the RDN Board to consider. At that time the RDN Board will be provided with an evaluation of the sustainability implications of the different options presented.

### ***Public Consultation Implications***

The recently adopted 2011 Regional Growth Strategy included an extensive public consultation process that showed clear support for the RDN and its member municipalities doing more to support the creation of affordable housing in the region. A few of the RDN's Electoral Area Official Community Plans, developed with broad community consultation, show specific support for secondary suites within Rural Village Centres (e.g. Electoral Area 'A' Official Community Plan, Bowser Village Centre Plan). However, there are several areas of the RDN where the question of allowing secondary suites has never been addressed by the community nor has there been any discussion around how allowing secondary suites should be implemented.

The 2011 Regional Growth Strategy and more recently adopted RDN Board Strategic Plan 2013-2015 support transparent and open decision making and involving community members in decisions that impact them. As outlined on Page 19 of the RDN Board Strategic Plan 2013-2015:

- To encourage regional dialog on topics affecting all residents, including housing, transportation, employment, water supply, waste management, among others;
- To engage residents in problem-solving to generate ideas and to understand needs;
- To recognize the importance of social inclusion and social equality in working toward regional resilience.

Given that allowing secondary suites represents a significant change in land use policy, it is very important that the RDN consult and listen to the concerns of residents to find out how best to proceed with allowing secondary suites. One of the key lessons learned from other local governments who have undertaken processes to legalize secondary suites is that, “successful secondary suites regulations draw on broad community participation in the process”.

Finding out more about what types of concerns community members may have about where and how secondary suites should be allowed is an important part of developing regulations that address these concerns. The RDN’s Electoral Areas are made up of unique communities that may have differing perspectives on where and how secondary suites should be considered. Public consultation would allow better understanding of how each Electoral Area community would like to see secondary suites addressed.

Facilitating region-wide community consultation, particularly for the RDN’s dispersed rural residents is an ongoing challenge. The public consultation process outlined in Appendix ‘A’ of this report is consistent with RDN Board public consultation policies. It emphasizes community education and awareness on the need for secondary suites and, involves gathering feedback about where and how community members (both homeowners and renters) would support allowing secondary suites.

The proposed approach to public consultation focuses on using a variety of methods to encourage participation amongst homeowners and renters as well as other stakeholders including affordable and seniors housing advocates and the development and construction industry. A range of opportunities to participate in the process will be used including presentations, workshops, informal meetings, web based information and an online survey. Existing community networks including groups involved with affordable and seniors housing will be directly approached to help encourage community members to participate in the process.

The proposed timing of activities outlined in the Secondary Suites Consultation Plan is dependent on staff availability and resources. Although the secondary suites process has been accounted for in the 2013 work plan and budget, changes to the work plan will likely have an impact on available resources and subsequently the timing of the process.

## **SUMMARY/CONCLUSIONS**

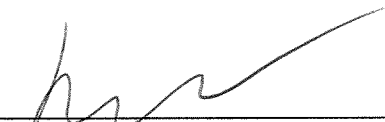
This report presents materials for the community consultation process for considering Secondary Suites. The first is the Secondary Suites Study which is Phase 1 of the process to consider potential bylaw amendments to allow secondary suites in the RDN. The Study provides background information and discussion on secondary suites in the RDN including: the role of secondary suites in meeting the demand for affordable housing; the benefits and challenges involved with allowing secondary suites; issues to consider for amending bylaws to allow secondary suites; and an evaluation of the suitability of different places for locating secondary suites.

Also presented is the Secondary Suites Consultation Plan. This plan will guide activities in Phase 2 of the process. The community consultation will emphasize community education and awareness on the need for secondary suites and gather feedback about where and how community members (both homeowners and renters) would support allowing secondary suites. The results of the community

consultation will be used in Phases 3 and 4, to analyze and report on support for different approaches for addressing secondary suites, and as needed make recommendations on draft regulations to allow secondary suites in the zoning bylaw (these latter phase also include further opportunity for community members to provide input).

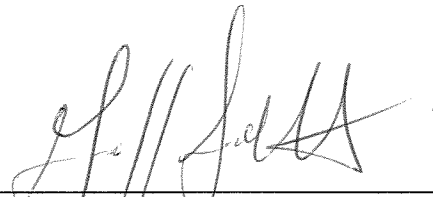
**RECOMMENDATIONS**

1. That staff be directed to proceed with the Secondary Suites Consultation Plan as outlined in Appendix 'A' of this report.
2. That the Secondary Suites Study as attached in Appendix 'B' of this report be received.



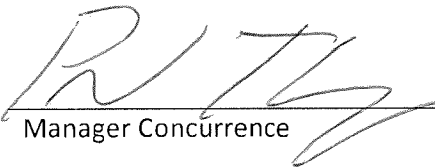
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Report Writer



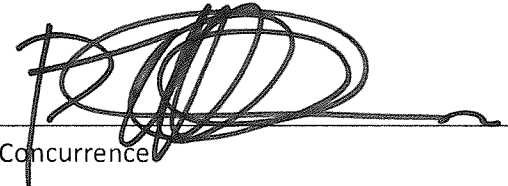
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General Manager Concurrence



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Manager Concurrence



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CAO Concurrence

**Appendix A**  
**Secondary Suites Consultation Plan**

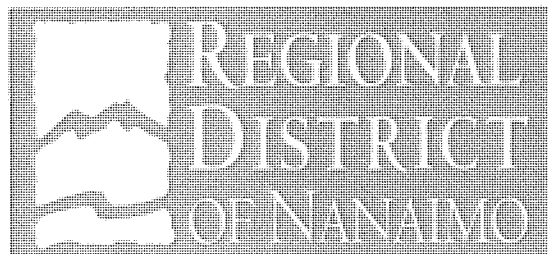
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# Secondary Suites Consultation Plan

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## DRAFT

May 6, 2013

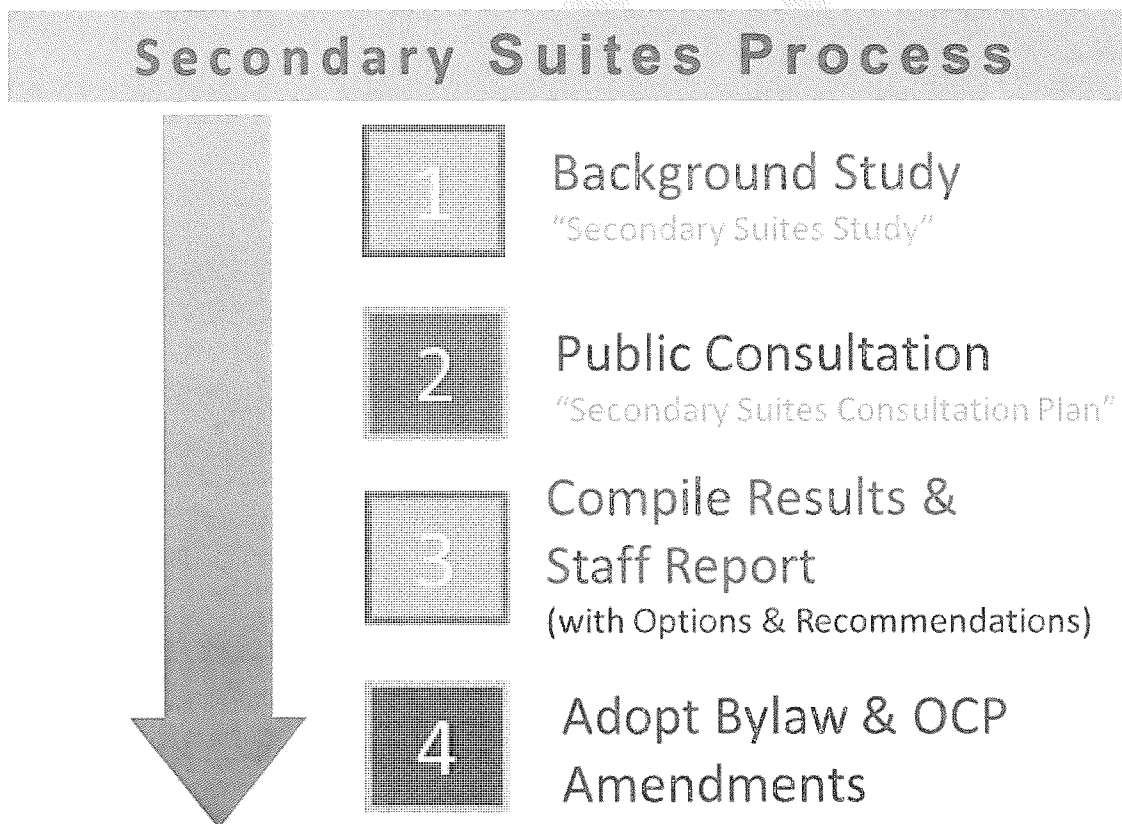


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## 1 OVERVIEW

A background study on secondary suites has been completed as Phase 1 of a process to consider allowing secondary suites as a form of housing in the RDN's Electoral Areas A, C, E, F, G and H. This Consultation and Communication Strategy lays out the framework for conducting Phase 2 of the secondary suites process which involves community consultation (see process diagram below). Consultation results will be reported back to the community and used in staff reports that present options and recommendations to the RDN Board for allowing secondary suites in the RDN's different Electoral Area communities. These results together with other background research and RDN policies will be used by the RDN Board when deciding how to proceed with allowing secondary suites.





## 2 BACKGROUND

Secondary suites are supported in a few of the RDN's Electoral Area Official Community Plans created with broad community consultation (e.g. Electoral Area 'A' Official Community Plan, Bowser Village Centre Plan). However, there are several areas of the RDN where the question of allowing secondary suites has not been addressed by the community, nor has there been any discussion around where and how secondary suites should be implemented.

One of the key lessons learned from other local governments who have undertaken processes to authorize secondary suites is that, "*successful secondary suites regulations draw on broad community participation in the process*"<sup>1</sup>. Finding out more about what types of concerns community members may have about where and how secondary suites should be allowed is an important part of developing regulations that address these concerns.

Facilitating region-wide community consultation, particularly for the RDN's dispersed rural residents is an ongoing challenge. This plan sets out an approach that is consistent with RDN Board public consultation policies<sup>2</sup>. It builds on staff experience of consultation in Electoral Areas and provides a range of engagement methods aimed at providing opportunities for a diversity of community members to provide input. This includes opportunities for face to face contact through meetings and events, virtual and online contact through e-mail, online surveys and social media. Key to all of the methods of engagement will be raising awareness of the process using best practice techniques and local experience as well as encouraging participation by using the networks/connections of existing community groups, RDN Electoral Area Directors and RDN staff.

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<sup>1</sup> Islands Trust Staff Report, July 21, 2011, Update on Consultation Strategy for Secondary Suites

<sup>2</sup> Regional District of Nanaimo, June 2, 2008 Public Consultation/Communication Framework Policy No. A1.23

### 3 CONSULTATION GOAL & OBJECTIVES

**Primary Goal:**

To conduct a public consultation process that raises awareness, and provides opportunities for education and gathering community feedback on where and how to allow secondary suites in the RDN's Electoral Areas.

**Objectives:**

The primary objectives of this communications and consultation plan are to:

1. Raise awareness of the need for affordable housing and greater choice of housing types in the RDN's Electoral Areas.
2. Build understanding and awareness of:
  - Secondary suites as a form of affordable housing;
  - Secondary suites as a way of increasing the choice of housing types to meet a variety of housing needs; and
  - The need to consider suitable locations for secondary suites to ensure maximum benefits to the community including established OCP goals.
3. Encourage and maximize input from a broad range of community members (including renters and homeowners) and other stakeholder groups on where and how secondary suites should be considered.
4. Consider feedback collected from the consultation process in developing options and drafting regulations to allow secondary suites.
5. Provide opportunities for community members and other stakeholders to comment on any options developed and draft regulations.

**Secondary Goals:**

The secondary suites consultation process provides an opportunity to “Provide Information on Housing Resources” in keeping with direction from the RDN Board to proceed with specific actions in the RDN 2011 Housing Action Plan Report. The RDN website lists housing resources provided by others as well as its own information (such as incentives for home energy conservation measures that can help reduce housing costs). The secondary suites process provides a valuable opportunity to connect renters and homeowners with a variety of resources that may help them improve their housing situation.

The secondary suites process also provides an opportunity to raise awareness of the benefits and ways of designing homes to adapt to the changing needs of the occupant/s as they move through different stages in life.

## 4 CONSIDERATIONS

There are several key issues and pre-existing decisions that influence the approach to public consultation on secondary suites:

- 1 Public consultation for the RGS adopted in 2011 revealed a high level of support for the RDN and its member municipalities playing a larger role in the provision of affordable housing.
- 2 The RDN's Regional Growth Strategy includes a goal and several policies that support actions that increase the range of affordable housing options. RGS Policy 6.2 *"Adopt official community plans and zoning bylaws that increase the range of housing options available, especially in mixed-use centres that are well served with transit"*.
- 3 In Jan 2011, the RDN Board provided direction to undertake a study of secondary suites which was identified as a step the RDN could take to increase housing choice and affordability in the 2010 RDN Housing Action Plan.
- 4 Each Electoral Area has distinct community characteristics. There is a need to understand how each of these communities wants to see secondary suites addressed.
- 5 Experience has shown that RDN public consultation events are typically dominated by older residents who tend to be retired and/ have more time and resources to participate in planning processes. It has often been the case that youth, younger adults and those with young families are harder to engage. Those who are working may find it difficult to take time off work or away from family to participate in any public consultation activities.
- 6 Need to provide information to the community on existing RDN policies in relation to secondary suites.
- 7 Need to gather feedback from existing and prospective renters of secondary suites as well as existing and potential owners.
- 8 Need to use consultation methods that are timely and cost-effective while at the same time encouraging broad participation.
- 9 Renters have typically been harder to engage in planning processes as they often mistakenly perceive that they are not able to participate in planning processes because they are not homeowners. Renters will need to be convinced that they have a voice in this process.
- 10 Effective use of online surveys requires promotion through other forms of media (email, staff presentations, information booths and, advertising).
- 11 Large ads and mail-outs are typically expensive and generally provide a low return on investment. However, depending on timing there may be opportunities to reduce costs by including information with RDN utility bills and other departmental mail-outs.
- 12 Use of prizes and incentives has been an effective way to encourage community members to take the time to complete online surveys and participate in events.

- 13 Experience has shown that public meetings hosted by the RDN have typically low turn-outs and are one of the least effective forms of engagement particularly given the staff time and resources invested in organizing and running them.
- 14 Meetings and events hosted by external groups and organizations typically have higher participation rates than those hosted by the RDN.
- 15 While RDN Electoral Area residents may not be as culturally diverse as those from larger urban centres there are those who may have language and cultural barriers that affect their ability to participate in land use consultation processes.

Working with community groups, representatives and Electoral Area Directors to identify ways of increasing both the number and the diversity of participants will be key to the success of this consultation process.

## 5 METHODOLOGY

### A. Level of Public Involvement

The level of public engagement for developing regulations for suites will involve a combination of Public Communication, Consultation and Participation as defined in the RDN Board Policy A1.23 Public Consultation/Communication Framework. The rationale for using all three levels of consultation is provided below.

Allowing secondary suites would represent a significant change to land use in Electoral Areas. As such it is essential and in keeping with the Guiding Principles of the RDN Public Consultation Framework that *“Anyone likely to be affected by a decision ...have opportunities for input into that decision”*. This strategy provides opportunities for those affected by decisions related to secondary suites to share their ideas and views with RDN representatives.

### B. Engagement Methods

For community members to be able to provide “informed input” on whether or not they want secondary suites in their neighbourhoods/rural areas, they first need to receive information on issues and opportunities related to secondary suites. Communication with the public will include use of the following methods: brochures, fliers, advertisement, press releases, websites, social media, mall/recreation centre/library displays, and posters. While these forms of public engagement are more one-way, they are also part of enabling two-way dialogue that is part of the *Public Consultation* and *Participation* processes discussed below.

Using *Consultation* and *Participation* methods will enable higher levels of public involvement by creating opportunities for input and dialogue between the RDN and community members. The following methods of public involvement will be included as part of this process:

1. Informal “kitchen table” or “coffee shop” discussions with Electoral Area Directors – these could take place at a local coffee shop, a community member’s home or other suitable venues that would support this type of engagement. These types of meetings are often helpful for strengthening relationships between RDN staff, Area Directors and community members.
2. Events that combine the following methods of providing and gathering information - Open Houses/Workshops/Presentations/Displays. While these can be individual standalone RDN events, the preference would be to attend events hosted by other community groups where participation rates are likely to be much higher. The aim will be to have at least one such event in each Electoral Area.
3. Use of an online survey/s (with hard copies made available for those without online access). The online survey could also be made accessible by providing computers at RDN events where internet access is available. The survey will include ways of analyzing results for each Electoral Area separately. See Appendix B for a draft survey example.

Consideration will also be given to the use of online engagement forums or tools that allow for virtual community discussion.

Given the diversity of electoral area communities it is essential that each Electoral Area community is able to provide their input and specify where and how they would consider secondary suites within their community rather than for all the RDN’s Electoral Areas as a whole. This would enable the RDN to understand and learn more about community preferences and concerns and then take this into account when considering decisions about secondary suites.

## C. Target Audiences

There are several target audiences who need to be involved with the secondary suites process. These can be broken down into external, internal, and interested stakeholders:

### External Stakeholders:

The following external stakeholders will be encouraged to participate in the secondary suites process. Stakeholder groups may also be asked to assist with encouraging their clients and own stakeholders to participate.

- **Electoral Area Residents**

All RDN Electoral Area residents (excluding Gabriola - Electoral Area B) are the primary stakeholder groups impacted by a process to consider allowing secondary suites. Residents have a diversity of demographic, cultural and socio-economic characteristics that need to be considered when determining the most appropriate engagement methods. It should be noted that some of the other stakeholder groups listed below are important bridges in helping engage Electoral Area residents.

- **Groups and Organizations**

There are also many secondary external stakeholders whose clients and/ or operations would be impacted by allowing secondary suites.

- Social advocacy groups and social service providers whose clients need affordable housing (including food banks, faith-based and non-profit groups, child care providers)
- Aboriginal communities and organizations
- Housing providers (including BC Housing and associated organizations)
- Students
- Senior's groups
- Business associations
- School boards and Vancouver Island University Student Union
- Elementary, Middle and High Schools located in or with a high proportion of students from Electoral Areas
- Economic development/chambers of commerce associations
- Employers' associations
- Environmental groups
- Neighbourhood, ratepayer and community groups
- Infrastructure service providers (Water, Wastewater services not provided by the RDN)
- Emergency responders (Police, Fire, Ambulance) and response systems (enhanced 911)

- ❑ Vancouver Island Health Authority (VIHA) – (from the perspective of Health and Safety of Water and Wastewater Treatment as well as regarding housing and health services to rural communities)
- ❑ Realtors and Property Managers who manage rental properties in Electoral Areas (they can help encourage their rental property owners and tenants to participate in the process)
- ❑ Designer/architectural and development/construction associations (involved with designing and building single family residential homes)

### Internal Stakeholders (RDN Departments):

Internal stakeholders for this process include the RDN Board and RDN staff particularly those in departments providing services which will be impacted by decisions about secondary suites. This includes:

RDN Department	Secondary Suite Interest
Long Range Planning	<ul style="list-style-type: none"> <li>• Working towards RGS Affordable Housing Goals.</li> <li>• Direction and impacts on OCPs.</li> </ul>
Current Planning	<ul style="list-style-type: none"> <li>• Zoning Bylaw changes to allow secondary suites.</li> </ul>
Energy and Sustainability	<ul style="list-style-type: none"> <li>• Increasing energy efficiency of suites to reduce housing costs for tenants. Sustainability Checklist and incentives for secondary suites.</li> </ul>
Building, Bylaw and Emergency Planning	<ul style="list-style-type: none"> <li>• Building code and minimum safety requirements for suites.</li> <li>• Addressing to provide enhanced 911 for secondary suite occupants.</li> </ul>
Finance and Information Services	<ul style="list-style-type: none"> <li>• Utility billing for secondary suites.</li> </ul>
Regional and Community Utilities (Wastewater and Water Services)	<ul style="list-style-type: none"> <li>• Impact on suites on RDN utilities and need for cost recovery mechanisms.</li> <li>• Impact of suites on groundwater particularly in areas known to have vulnerable aquifers.</li> </ul>
Transportation Services and Solid Waste	<ul style="list-style-type: none"> <li>• Impact of increased density through suites on future demand for transit services.</li> <li>• Impact of suites on solid waste services and need for cost recovery.</li> </ul>
Communications	<ul style="list-style-type: none"> <li>• Directing media inquiries, producing news releases, corporate communication materials and other information updates.</li> </ul>

### D. Information Needed

The following information needs to be communicated to the public in order to allow community members to provide informed input.

- What are secondary suites and what are the different forms they can take?
- Where might different forms of secondary suites be suitable (detached versus attached)?
- What is the impact of secondary suites on affordable housing and how can they increase the range of available housing options?
- How can secondary suites be created in new and existing homes?
- What are the challenges and benefits of allowing secondary suites?
- What are the potential impacts on rural communities, the environment, groundwater, infrastructure, services, and housing affordability based on where and how secondary suites are allowed?
- What are some considerations for allowing secondary suites (number of bedrooms, size, on/off street parking requirements etc.)?

### E. Methods for Providing Information & Receiving Feedback

The following approach for providing information and receiving feedback will be used.

- Build on use of existing e-mail networks and group contacts from community engagement for the recently adopted community and regional planning projects and more recent consultation conducted by other RDN departments. Use consultation on secondary suites as way of increasing knowledge and education of RGS goals.
- Focus the range of engagement activities to ensure the best results given available resources, this includes:
  - RDN staff actively seeking opportunities to make direct contact with individuals and groups concerned with affordable housing. This includes affordable housing advocates, economic development/business, construction, and seniors. Direct contact with stakeholder groups will be pursued as an effective means of distributing information and encouraging wider participation in the process.
  - Presentations and focused workshops will be considered as a means of providing information and seeking feedback on secondary suites from both the perspective of affordable housing provision and potential neighbourhood impacts. This will include direct contact with neighbourhood associations as well as both formal and informal groups interested in affordable housing.



- The networks of key stakeholder groups will be used to share information and encourage wide spread community involvement in the process. This will include promoting an online survey/s linked to the RDN website.
- The process and opportunities to provide feedback will be promoted through newspaper ads (Parksville Qualicum Beach News, Oceanside Star, Take 5, The Nanaimo News Bulletin, Harbour City Star, the Beacon, RDN Perspectives, RDN Electoral Area updates), radio ads (Island Radio, CBC, CHLY, The Coast - CKAY), e-mail lists (RDN staff and Area Director contacts), RDN website updates and e-mail alerts, social media (Facebook, Twitter), and earned media including Newspapers, Magazines, Radio and TV (CTV, CHEK, Shaw Cable). Capitalizing on opportunities to use banners, handouts and, display boards at community events and community venues (libraries, recreation centres, community information boards, malls or specific stores) to provide information and promote website & survey.
- Provide the results of engagement online and in hard copy by request. Notices of the results and updates will be sent via e-mail alert, e-mail lists and through RDN website notices and RDN Perspectives (depending on the timing).
- Provide documents showing how community input has been considered in drafting of bylaw regulations.
- Provide opportunities for community members to comment on any draft regulations or bylaw updates.
- Ensure that community members are aware of opportunities for further consultation as part of the standard process for amending and updating bylaws.
- Ensure that respective RDN departments have an opportunity to provide input in the process, particularly those whose activities/services will be impacted by allowing secondary suites.

## 6 COMMUNICATION MATERIALS

The following types of communication materials will be used throughout this process:

**1 PowerPoint**

Powerpoint presentations will be created to assist with presentations and also made available online.

**2 Online Survey**

A visual and easy to follow online survey will be used to gather feedback. A draft survey is included in Appendix B.

**3 Information Sheets/ brochures/rack cards**

Information sheets/brochures and/ rack cards on secondary suites will be created and made available online. These will include information explaining what secondary suites are and encouraging community members to participate in discussions and surveys to provide feedback on them. These documents can also be used as handouts and also distributed via RDN utility mail-outs. Please see examples of printed materials in Appendix A.

**4 Online Information Packages**

The websites will contain powerpoint presentations, the secondary suites study, information sheets and any other suitable materials for groups to download and use for their own discussions. These materials will also be available in hard copy in a binder in libraries and other key locations such as Improvement District offices.

**5 Website**

A separate website domain ([www.RDNSuites.ca](http://www.RDNSuites.ca)) linked to the RDN website will be used to keep residents and other stakeholders informed about the project.

**6 Social Media**

Facebook and Twitter will be used as another way to distribute key information about secondary suites including promoting events, workshops and surveys.

**7 Video/s**

If feasible, work will be done with Shaw Cable to create videos to help educate and raise awareness. Alternately if a suitable existing video can be found it may be used instead. Suitable videos will be used for presentations and linked to the RDN website via YouTube or a similar host website.

### **8 Media Releases**

Media releases will be prepared to:

- Raise awareness on the role of secondary suites in helping meet housing needs in Electoral Areas.
- Build understanding of the implications of different options for where and how secondary suites could be allowed.
- Encourage participation and feedback using online forums, surveys, workshops, presentations and other events.

### **9 Community Database**

A database of community organizations and other stakeholders will be used to distribute information and offer presentation materials and invitations to events, online surveys and discussion forums.

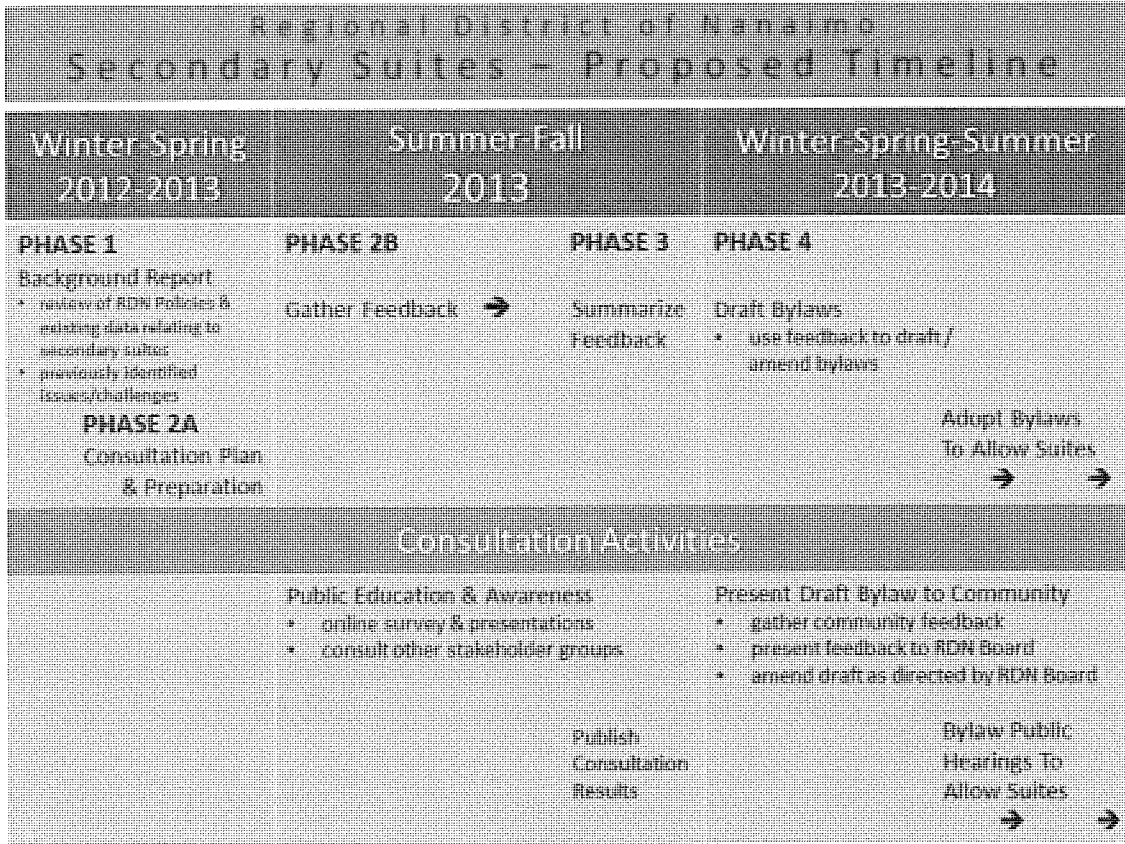
### **10 Affordable Housing – Regional Housing Resources List**

The RDN is maintaining a *Regional Housing Resources List*, that provides information on the different organizations who provide a range of affordable housing types and that also advocate for the provision of affordable housing. As appropriate, the contacts and organizations on this list will be informed of the secondary suites process and encouraged to participate.

### **11 RDN Community Events Calendar**

The RDN Community Events Calendar will be kept updated with information on events related to the Secondary Suites Process.

## 7 ACTIVITIES AND TIMING



The scheduling of public consultation events will avoid key holidays (spring break and school summer holidays) when people are less likely to have the time to participate in activities that are not web-based. RDN staff will also check RDN Board department event calendars and other community event calendars to minimize scheduling conflicts. However it should be emphasized that community events will also be considered opportunities to provide consultation opportunities and some of these may fall during holiday timeframes.

Given the need to reach a diversity of people, the dates and times of all public events should try to accommodate dates, times and places that are likely to work for the greatest diversity of community members. It should be noted that in some Electoral Areas the timing of events may be constrained by the availability of appropriate venues. This is why going to the meetings of other groups works well as they typically have a venue booked and guaranteed people in attendance.

## Secondary Suites Consultation Plan

The advantage of web-based input opportunities like surveys is that they can be completed at any time convenient to those with internet access. This can help remove the barrier of participation for those who find it challenging to attend meetings or other events due to physical, transportation or time constraints. For those without internet access, hard copy surveys will be made available and online information provided at local libraries with internet access and/or other community venues that provide online access. The possibility of using internet kiosks will also be explored for community events.

The proposed timeline in the diagram above and presented in more detail below depends on a decision being made by the RDN Board (Electoral Area Planning Committee) to proceed by approving the consultation plan during late Spring 2013. It should also be emphasized that the timing of the process is highly dependent on staff availability and resources. Changes to workplans that result in staff and resources being re-directed away from this project will impact timing. Furthermore, it should be recognized that if the issue of secondary suites raises any unanticipated issues that warrant a more extended level of consultation then the proposed timeline will need to be adjusted.

### A. Consultation Activities

The table below outlines consultation and communication activities that could follow the completion of Phase 1, the Background Study.

	Consultation & Communications Activities	Lead	Phase
1	Present Consultation Plan to Electoral Area Planning Committee (EAPC)	RDN Staff	Phase 2A – Consultation Preparation Spring – Summer 2013
2	EA Directors provide direction to RDN staff about proceeding with Secondary Suites consultation	EA Directors	
3	Update RDN Website with information on process	RDN Staff	
4	Develop posters/ display boards for community meetings/displays	RDN Staff	
5	Create online survey (using Survey Monkey or similar program)	RDN Staff	
6	Help revise press releases and ad layouts	RDN Staff	
7	Develop PowerPoint Presentations for meetings/events	RDN Staff	
8	Develop handouts and mail out materials	RDN Staff	
9	Develop Facebook & Twitter messages to be timed with Survey launch and to promote meetings/events	RDN Staff	
10	Develop list of potential groups and contacts to engage	RDN Staff	
11	Develop earned media and paid media (ads) strategy to encourage participation in the process	RDN Staff	
12	Establish and advertise survey incentive	RDN Staff	
13	Develop insert for Electoral Area Updates*	RDN Staff	
14	Develop rack cards for inserting with RDN utility bills	RDN Staff	
15	Develop meeting initial schedule for kitchen table	RDN Staff	

## Secondary Suites Consultation Plan

	Consultation & Communications Activities	Lead	Phase
	meetings in each EA with EA Directors		
16	Press release to launch process	RDN Staff	<b>Phase 2B – Consultation Summer – Fall 2013</b>
17	Start Facebook page updates	RDN Staff	
18	Start Twitter Releases		
19	Launch online Survey	RDN Staff	
20	Send out regular updates using e-mail alert system	RDN Staff	
21	Promote survey at events	RDN Staff	
22	Identify and attend community events	RDN Staff	
23	EA Directors to promote Secondary Suites process	RDN Staff	
24	Conduct at least one meeting in each EA	EA Directors	
25	Develop insert for RDN Perspectives	RDN Staff & EA Directors	
26	Coordinate printing and insertion of rack cards advertising survey with utility bills*	RDN Staff	
27	Include inserts with utility bills and send to RDN customers*	RDN Staff	
28	Survey closes and community meetings phase ends	RDN Staff	
29	Summarize comments from all input received	RDN Staff	<b>Phase 3 &amp; 4 – Input Results &amp; Draft Bylaw Fall – Winter – Spring – Summer 2013 – 2014</b>
30	Update website with public input results	RDN Staff	
31	Prepare report with proposed changes to RDN bylaws based on input from the community and other stakeholders.	RDN Staff	
32	Present report to EA Directors	RDN Staff	
33	Develop insert for Electoral Area Update*	RDN Staff	
34	Take draft bylaw amendments to community for feedback	RDN Staff	
35	Document and report to EA Directors outcome of feedback on draft bylaw amendments	RDN Staff	
36	Depending on direction, proceed with bylaw amendment process (public hearings and readings)	RDN Staff	
37	Develop insert for RDN Perspectives	RDN Staff	
38	As per RDN Board direction, adopt bylaw amendments	RDN Staff	
39	Update bylaws	EA Directors	
40	Update website, e-mail alert list	RDN Staff	

\*The ability to use this media will depend on the timing of other steps.

## 8 RESOURCES

### A. Team Leader

The lead RDN staff person on this project is the Senior Planner reporting to the Manager of Long Range Planning.

### B. Staff Time

The staff time and resources allocated for this public consultation process are included in the 2013 Long Range Planning budget.

### C. RDN Departments to Consult

RDN departments that have been identified as both being sources of information and being stakeholders that need to be consulted as part of the secondary suites process are listed in section 5c above.

### D. Corporate Communications

The RDN's Corporate Communications Coordinator has reviewed and provided comment on this consultation plan to ensure it is consistent with the RDN's Communication Policies and that it is in sync with other communications and consultation initiatives scheduled by the RDN for 2013.

### 9 BUDGET

The total 2013 Long Range Planning budget for the secondary suites consultation process is \$4,500 excluding staff time. This includes advertising, public meetings, printed educational material and web site design. Below are various items that have been anticipated and accounted for in the budget.

#### A. Printed Materials

The following printed materials have been identified as part of the secondary suites process:

- Inserts for Utility Bill Mail Outs - Budget includes cost of 16,000 double sided colour rack card inserts, postage and insert charges with RDN May utilities bills.
- Newsletters – RDN Perspectives articles and Electoral Area Update publications (both sent out as unaddressed ad-mail) are part of the Corporate Communications budget and so have no cost to the Long Range Planning budget.
- Rack Cards/Brochures/Bookmarks/Fliers – these will be designed and produced in-house in order to lower costs and printing will be part of other budgets.
- Posters, Maps and other Display Materials – these will be done in-house through the GIS department and have been included in the 2013 Long Range Planning budget. (Note - display boards and easels are part of the planning department's stock of reusable resources.)

#### B. Meeting Room Rentals

Meeting room rentals vary in cost, size and availability among Electoral Areas. Every effort will be made to take advantage of opportunities to use venues that are well located, free of charge and central to the community being targetted for consultation.

#### C. Online Media

- Website updates are covered under both the Long Range Planning budget and the RDN Corporate Services budget.
- It is anticipated that the online survey can be hosted by a free or low cost web application such as SurveyMonkey.



## 10 MONITORING AND EVALUATION

The communication process will be monitored throughout implementation. Surveys and printed material will be “tested” and adjusted by RDN staff and volunteers prior to being used.

Some of the methods that may be used for monitoring and evaluating effectiveness of this consultation strategy include:

- Participation rates in surveys and at events;

Feedback questions in the survey;

- 
- Feedback forms provided at events;
- Tracking media coverage;
- Tracking events that RDN staff are invited to attend to give presentations;
- Tracking feedback via individual e-mail, phone calls and visits;
- Asking participants to share their thoughts on the value of different engagement methods; and
- Staff observations.

Based on the results of monitoring the effectiveness of the consultation strategy. Adjustments will be made.

## APPENDIX A – DRAFT PRINTED MATERIALS

The following draft survey is based upon materials created by the Islands Trust, City of Nanaimo, Town of Qualicum Beach and City of Edmonton.

### SECONDARY SUITES Let's Create Safe, Legal, and Affordable Rental Housing!

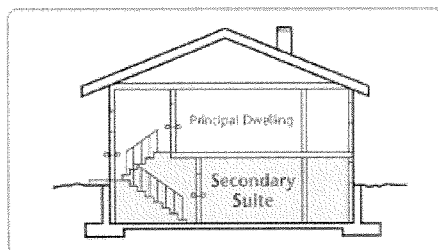
#### What are Secondary Suites?

A secondary suite is an additional, self-contained dwelling unit that is clearly secondary in use to the principal dwelling unit on a lot. The BC Building Code allows relaxed regulations for secondary suites up to 40% of the floor area of the principal dwelling unit - to a maximum floor area of 90 m<sup>2</sup> (969 sq. ft.).

A secondary suite may include:

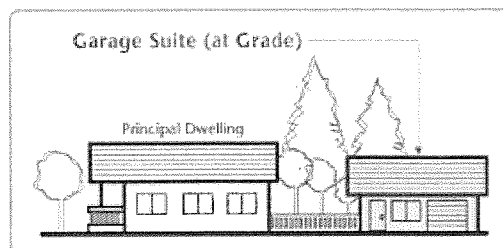
- An attached suite above the main floor of a single-detached dwelling;
- An attached suite below the main floor of a single-detached dwelling (basement suite);
- An attached suite to a single-detached dwelling at grade;
- A suite above or part of a detached garage (coach house, garage suite); or
- A suite detached from the principal dwelling but on the same lot (garden suite, carriage house).

#### Example of an Attached Secondary Suite



Source: City of Edmonton

#### Example of a Detached Secondary Suite



Source: City of Edmonton

#### Did you know...

There are already parts of the RDN's Electoral Areas where secondary suites are allowed. This is in areas where zoning bylaws allow two or more dwelling units on a lot (depending on the size of the lot). However, throughout the region's Electoral Areas there are many secondary suites that currently exist in areas where zoning does not allow them. These suites represent a significant portion of rental housing stock in the rural areas. The RDN Board wants to get community feedback on where secondary suites should be considered and how they could be allowed.

### Why Secondary Suites?

#### A Way to Increase Affordable Housing...

Over the past ten years there has been an increasing gap between what many of the RDN's rural residents can afford and the cost of housing that is available. Secondary suites have been identified as a form of housing that can help improve housing affordability for some groups of lower income renters and homeowners.

Supporting secondary suites in suitable locations is an important first step towards increasing the amount of affordable housing in the RDN.

#### Renters

Secondary suites provide renters with better options for housing that is safe, authorized, and affordable. This means security and stability for many renters, as well as an opportunity to move out of what may be inadequate living situations. Suites also offer opportunities for mutual support for both tenants and renters (allowing older renters and homeowners to age in place more securely).

#### Homeowners

Secondary suites offer mortgage helpers to make home ownership easier for first time home buyers and those on limited/fixed incomes. They also offer options for people to age in place, security for those with a disability, and offer family support to adult children or elderly relatives.

#### Community

Secondary suites maintain community character while enabling families and individuals from diverse economic backgrounds to live in the same area. They provide a stock of low-cost housing without government subsidies and without a major change in the character of a community. Secondary suites are also important for business owners by providing accommodation for employees; for agriculture by offering a place to house farm workers; and for non-resident property owners by offering security and caretaking of a property.

#### The Environment

Secondary suites require water and wastewater to be addressed in the building permit process. This means that each sewage disposal system is evaluated on a case by case basis and upgrades are required where needed. Properly constructed sewage disposal systems reduce pollution and protect the water quality of drinking watersheds. Proof of available water supply is also confirmed at the time of application for building permits. Green House Gas (GHG) emissions and energy consumption per household are reduced with secondary suites that increase the intensity of use of single family homes. GHG emissions and energy consumption are further reduced when secondary suites are located near transit service or walking distance to a range of shops, schools, services and amenities.

### On the Other Hand. . .

Secondary suites can create challenges for communities. It is normal for there to be concern about community change. Common concerns include:

- Increased noise, traffic and parking;
- Unfair distribution of costs for extra services (sewer, water, garbage) for homes with secondary suites;
- The long-term affordability of secondary suites may be difficult to ensure;
- Potential negative environmental impacts and/or water supply; and
- Suites being used improperly for short-term vacation rentals.

### Lessons Learned

Many communities throughout BC have made – or are in the process of making – provision for secondary suites. The experience of other communities offers numerous lessons:

- Simple, basic bylaws tend to be the most successful;
- Encouragement is more effective than approaches that rely on penalties;
- It is important to address the need for parking on-site; and
- Successful secondary suite regulations draw on broad community participation in the process.

Within the RDN, the member municipalities of Nanaimo, Qualicum Beach and Parksville already allow both attached and detached secondary suites in different zones.

## APPENDIX B – DRAFT SURVEY

### Secondary Suites – What do you think?

The RDN welcomes and encourages community input on secondary suites. The following survey is for homeowners and renters living in Electoral Areas A, C, E, F, G and H of the Regional District of Nanaimo (RDN) who wish to share their thoughts on allowing secondary suites in their communities. If you are not sure whether or not you live in one of the RDN’s Electoral Areas please click here [Link to RDN Map].

Your answers to this survey will be used to guide the RDN in developing policies to allow secondary suites.

Are you a homeowner?                      If yes, please answer section A.

Are you a renter?                              If yes, please answer section B.

### A - Survey for Homeowners

Homeowners, please tell us...			
	Yes	No	Please Explain
1. Do you think secondary suites will provide needed affordable housing in the RDN’s Electoral Areas?	Y	N	
2. Do you think the RDN’s Electoral Areas would benefit from secondary suites?	Y	N	
3. Would you like to have a secondary suite in your home?	Y	N	
4. Would you like to have secondary suites in your neighbourhood?	Y	N	
5. If you don’t have a suite in your home, would you build one if suites are allowed?	Y	N	If no, why not?
6. If you had a suite in your home, would you make it available as a long-term rental unit for someone to live in?	Y	N	If no, what would you use it for?
7. If you already have a suite in your home, would you go through the process to get a building permit to make it an authorized suite if it were possible?	Y	N	Why or why not?
8. Do you have on-site sewage disposal (i.e. septic field)?	Y	N	
9. Would you upgrade your on-site sewage disposal system, if needed, in order to have a secondary suite?	Y	N	

## Secondary Suites Consultation Plan

10. Are you concerned about the impact of secondary suites on your community's water supply?	Y	N	
11. Are you on well water?	Y	N	
12. Are you on community water?	Y	N	If yes, which water district are you in?
13. Are you concerned about potential parking and traffic issues related to secondary suites?	Y	N	
14. How important do you think the following considerations are in deciding where secondary suites should be allowed?			
A) Close to schools	High	Med	Low
B) Close to shops and other services	High	Med	Low
C) Close to transit	High	Med	Low
D) Close to jobs/employment opportunities	High	Med	Low
E) Close to parks/ recreation opportunities	High	Med	Low
F) In areas with no known water problems (water supply and quality) or where adequate measures are in place to address/prevent problems.	High	Med	Low
G) In areas where community sewer is provided.	High	Med	Low
Which Electoral Area Do you Live in?	A C E F G H Other		
Additional Comments?			
Would you like to receive more information and opportunities to comment on the process to allow secondary suites?	Y – Link to RDN E-mail Alert System N		

Thank You

## B - Survey for Renters

Renters, please tell us....

	Yes	No	Please Explain
1. A) Do you currently live in a secondary suite? B) If No, would you consider living in a secondary suite?	Y Y	N N	
2. A) Do you feel you have the security of a long-term rental situation in your current home? B) Is this important to you?	Y Y	N N	
3. Does your rent cost you more than 30% of your income?	Y	N	
4. Is your home adequately serviced with a kitchen, bathroom, and direct access to the outdoors?	Y	N	
5. A) Does your home feel healthy and safe? B) Why or why not?	Y	N	
6. Are you aware of water shortages or water quality issues where you live?	Y	N	
7. Are you aware of any problems with the sewage disposal system where you live?	Y	N	
8. A) Do you own a car? B) If not, how do you get around?	Y	N	Please select one or more of the following options a) Motorbike b) Electric Scooter c) Get car rides with Friends/Family d) Walk e) Bicycle f) Hitchhike g) Bus h) Other

9. How important are the following considerations for you when choosing a place to rent:			
A) Close to schools	High	Med	Low
B) Close to shops and other services	High	Med	Low
C) Close to transit	High	Med	Low
D) Close to jobs/ employment opportunities	High	Med	Low
E) Close to parks / recreation opportunities	High	Med	Low
F) Affordability	High	Med	Low
G) Number of bedrooms	High	Med	Low
Please note any other considerations that are important to you.			
Which Electoral Area Do you Live in?	A	C	E F G H Other
Additional Comments?			
Would you like to receive more information and opportunities to comment on the process to allow secondary suites?	Y – Link to RDN E-mail Alert System N		

Thank You



**Appendix B**  
**Secondary Suites Study**  
**Provided as a Separate Attachment**

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# Secondary Suites Study

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**D R A F T**

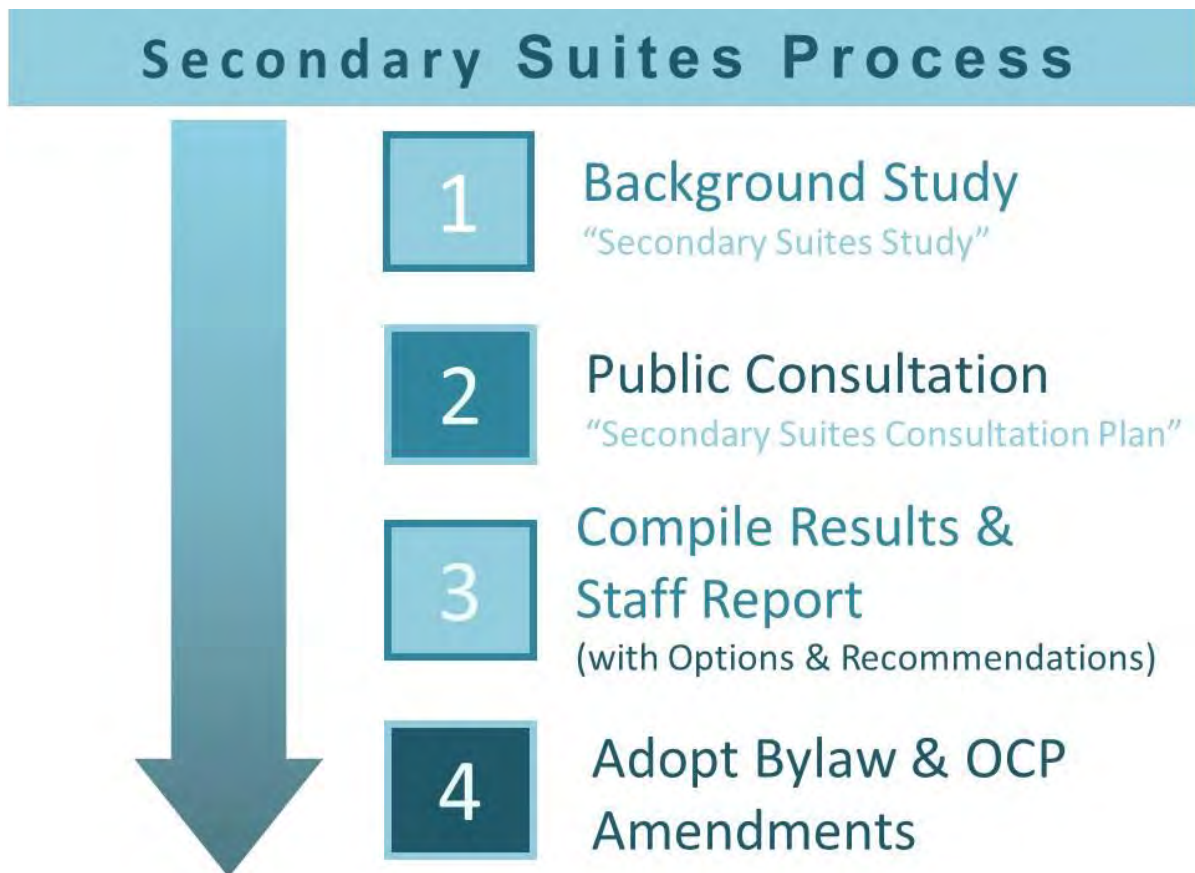
April 29 2013



## EXECUTIVE SUMMARY

On January 25, 2011, the Regional District of Nanaimo (RDN) Board directed staff to proceed with *Adopting a Secondary Suites Bylaw* as an action identified in the RDN's Housing Action Plan staff report (December 30, 2010).

This secondary suites study is the first step in a proposed process to adopt a secondary suites bylaw (see the diagram below). This study provides background information based on a staff review of existing RDN policies together with the experience and practices of other jurisdictions that allow secondary suites.



The RDN has long recognized that secondary suites play an important role in providing affordable rental housing in the RDN's Electoral Areas. Allowing secondary suites is a practical way for the RDN to use its land use authority and resources to increase housing options for those who struggle to find adequate, affordable housing. Secondary suites capitalize on the potential to use new and existing single-family housing to provide rental housing. There is evidence from other jurisdictions that this can help meet the demand for affordable housing and also increase housing options that allow community members to age in place.

Policies in documents endorsed by the RDN Board (the RDN 2013-2015 Board Strategic Plan, Regional Growth Strategy and Official Community Plans) support strategies that increase housing diversity and affordability within Rural Village Centres. Some policy documents specifically support secondary suites as a means of increasing housing diversity and affordability within Rural Village Centres (RVCs).

As the first phase of the Secondary Suites Process, this study provides an overview of the benefits and challenges of secondary suites from the perspective of homeowners, renters, rural communities and the region as a whole. A review of different factors to consider regarding where secondary suites should be allowed is also discussed. This includes prior community support for secondary suites in specific locations as identified by Official Community Plans (OCPs); access to transit and a diverse range of amenities; groundwater resources; and levels of community servicing (water and sewer).

This study also identifies several issues that need to be considered when drafting and implementing secondary suites regulations including: type of suite(s) (attached, fully within or detached from a single-family dwelling), size, number of rooms, number of suites allowed and location on a lot, parking requirements, owner-occupancy, user fees, flexible design of suite(s) to allow for different types of users and energy efficiency. These issues are based upon the experience of other jurisdictions and anticipated community concerns.

Following this study, the second stage of the Secondary Suites Process involves a proposed consultation process (please refer to the *Secondary Suites Consultation Plan*) that is consistent with RDN Board consultation policies. Community consultation will help to ensure the successful development and implementation of a strategy to encourage secondary suites by: building understanding for the need for secondary suites; identifying and addressing concerns about where and how secondary suites should be allowed; and, providing opportunities for input on drafting amendments to bylaws in order to allow secondary suites.

The third stage of the Secondary Suites Process will involve compiling and analyzing the results of community consultation and using this to provide options and recommendations to the RDN Board. Based on the recommendations from the RDN Board, zoning bylaw amendments will be drafted and community members will have an opportunity to provide further feedback on them during the fourth and final stage of the Secondary Suites Process which will involve updating and amending zoning bylaws.

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## ACRONYMS

BCNPHA – BC Non-Profit Housing Association
CMHC – Canada Housing and Mortgage Corporation
GCB – Growth Containment Boundary
RDN – Regional District of Nanaimo
RGS – Regional Growth Strategy
RVC – Rural Village Centre
OCP – Official Community Plan



## INTRODUCTION

This study responds to specific direction from the Regional District of Nanaimo (RDN) Board on January 25, 2011 to proceed with undertaking a study to identify where secondary suites should be permitted in Electoral Areas of the RDN. This is one of the actions identified in the RDN's Housing Action Plan Report (December 30, 2010).

## PURPOSE

The purpose of this study is to provide background information for undertaking a process to consider allowing secondary suites in the RDN's Electoral Areas. This includes a discussion of:

1. **Issues to consider for drafting and implementing regulations to allow secondary suites**, this includes size, number of rooms, number of suites allowed and location on a lot, parking requirements, owner-occupancy and user fees. Encouraging suites that are designed to adapt to changing community demographics and to be more energy efficient is also discussed;
2. **Benefits and challenges of allowing secondary suites**, from the perspective of homeowners, renters, rural communities and the RDN as a whole;
3. **Public consultation** to gather feedback from community members and other stakeholders that will be used to guide the development of policies and bylaws to allow secondary suites;
4. **Where secondary suites should be permitted** taking into account factors such as groundwater/environmental protection and infrastructure and servicing needs while balancing benefits to those in need of affordable housing.

This study is intended to assist the RDN Board in making informed decisions about how to proceed with the process to consider allowing secondary suites. It is anticipated that feedback from Electoral Area residents will help guide the RDN in deciding where and how secondary suites could be implemented.

## 1 BACKGROUND

### 1.1 What is a Secondary Suite?

Broadly speaking the term 'secondary suite' is used to describe an additional dwelling unit<sup>1</sup> that is clearly subordinate to the principal residential dwelling on a lot. The term can be used solely to describe suites that are attached to a principal dwelling unit like basement suites (City of Parksville, Town of Qualicum Beach) or, it can also refer to suites that are detached from a principal dwelling unit (City of Nanaimo) such as carriage houses or garden suites.

For the purposes of this report the following definitions are used:

**Dwelling** means a building or portion of one used exclusively for residential occupancy, including single-family, two-family and multifamily dwellings, but not including hotels, lodging houses, care homes or tourist accommodation.

**Dwelling unit** means one self-contained unit intended for year-round residential occupancy with complete living facilities for one or more persons, including permanent provisions for living, sleeping, cooking and sanitation contained within common walls with a separate entrance.

**Secondary suite** means an additional, self-contained dwelling unit that is clearly subordinate to the principal dwelling on a lot, that is intended for year round residential occupancy, and that has its own external entrance, toilet, bathroom, sleeping and living areas and cooking facilities.

A secondary suite may include:

- A suite above the main floor of a single-detached dwelling;
- A suite below the main floor of a single-detached dwelling (basement suite);
- A suite attached to a single-detached dwelling at grade;
- A suite above or part of a detached garage (coach house, garage suite); or
- A suite detached from the principal dwelling but on the same lot (garden suite, carriage house).

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<sup>1</sup>RDN Zoning and Subdivision Bylaw No. 500, 2008 defines a dwelling unit as one self-contained unit contained within common walls with a separate entrance intended for year-round occupancy and the principal use of such dwelling unit is residential with complete living facilities for one or more persons, including permanent provisions for living, sleeping, cooking and sanitation. RDN Electoral Area 'F' Zoning and Subdivision Bylaw No. 1285, 2002 defines a dwelling unit as follows: means one or more rooms which comprise a self-contained unit used or intended to be used for habitation by one or more residents, including living, sleeping and sanitary facilities, and a single kitchen.

Bylaw No. 500 clearly notes that a dwelling unit is intended for year-round residential occupancy with permanent facilities, however, Bylaw No. 1285 by not specifying this could be interpreted as allowing dwelling units to include temporary facilities and temporary uses such as short term rentals. Unlike Bylaw 1285, Bylaw 500 also specifies that a dwelling unit must have a separate entrance. These details are important depending upon whether or not the intended use of primary or secondary dwelling units is for long term residential accommodation or shorter term (e.g. vacation rentals). These differences in defining a dwelling unit should be addressed as part of developing regulations to allow secondary suites.

**Figure 1: Forms of Secondary Suites**

Example of an attached Secondary Suite



Source: City of Edmonton

Example of a detached Secondary Suite



## 1.2 What is the Current Status of Secondary Suites?

Currently, secondary suites are not defined in either of the RDN's two land use/zoning bylaws. They are also not permitted on the majority of smaller lots in the RDN's Electoral Areas where zoning regulations allow only one dwelling unit per lot. Secondary suites are permitted as a form of housing in a few zones (see Appendix A) that allow more than one dwelling unit on a lot (typically up to 2 depending on the lot size).

It should be noted that while secondary suites may be considered as one of the dwelling units permitted in zones that allow duplexes, they are not the same as a duplex. RDN Land Use and Subdivision Bylaw No. 500 defines a duplex as *"two self-contained dwelling units oriented side-by-side with separate ground level entrances and adjoined by a common wall"*.

The Agricultural Land Commission Act allows one secondary suite within a single-family dwelling on lands in the Agricultural Land Reserve (ALR)<sup>2</sup>, subject to local government zoning requirements. The Act also supports allowing additional dwellings on a parcel as necessary for farm use<sup>3</sup>.

It is widely acknowledged that secondary suites (*whether permitted or not*) exist as a form of rental housing in the RDN's Electoral Areas. The RDN does not currently collect data on secondary suites, nor does it have access to reliable data from other sources. Without this information it is not possible to accurately determine or provide a reliable estimate of the number and location of existing secondary suites in Electoral Areas.

***...Secondary Suites whether legal or not, continue to constitute a significant portion of the rental housing stock throughout British Columbia.***

Secondary Suites – Guide for Local Governments, September 2005, Ministry of Community, Aboriginal and Women's Services Housing Policy Branch

<sup>2</sup> Agricultural Land Commission Act, Agricultural Land Reserve Use, Subdivision and Procedure Regulation (BC Reg. 171/2002), Sect 3 (1)(b)

<sup>3</sup> Agricultural Land Commission Act, Agricultural Land Reserve Use, Subdivision and Procedure Regulation (BC Reg. 171/2002), Section 18

Trying to track the number and location of existing secondary suites would be a time consuming exercise with limited impact on improving access to suitable, adequate and affordable housing for those in need.

### 1.3 Process for dealing with un-authorized Secondary Suites

At present, suspected un-authorized secondary suites are dealt with on a case by case basis. This is typically triggered by a complaint from a resident or, when the RDN's Bylaw Enforcement department is made aware of a potentially un-authorized secondary suite by another RDN department (for example receiving a request for an additional address on a property, or for additional solid waste collection). The process for dealing with un-authorized secondary suites may involve taking measures that require the homeowner to remove the suite in order to comply with existing land use bylaws.

The recent expansion of building inspection service (April 1, 2011) throughout the region now provides the RDN with the ability to regulate secondary suites in any areas where they may be allowed in the future. This will enable the RDN to ensure that secondary suites in new and upgraded buildings meet minimum standards for health and safety that are set out in the BC Building Code.

For the purposes of solid waste collection, the RDN recognizes additional dwelling units (including secondary suites) by charging a separate full solid waste collection fee regardless of whether the additional unit is allowed or not. The introduction of the RDN's Green Bin program during 2010-2011 resulted in numerous calls from tenants of secondary suites requesting extra green bins. While no formal records were kept, staff noted that many of these requests were not met due to a policy of providing only one green bin per legal address. These requests did not typically result in investigations of whether or not these secondary suites were authorized or not.

This study is not proposing that the RDN change its current approach to addressing complaints about unauthorized secondary suites. Rather, the focus is on encouraging new secondary suites and voluntary upgrading of existing suites, as this is more likely to produce better results towards meeting RDN affordable housing and sustainability goals as well as being a more effective use of staff time and resources.

### 1.4 What is the Demand for Affordable Housing in the RDN?

The RDN's 2006 State of Sustainability Report<sup>4</sup> and the more recent 2009 Housing Needs Overview<sup>5</sup> indicate that the RDN has been experiencing a decrease of affordable rental and owned housing for those with low to moderate incomes over the last ten years.

This situation has been attributed to widening gaps between the cost of housing relative to incomes and a shortage of adequate rental stock. It is projected that from 2011 to 2036 the numbers of those needing affordable rental housing as well as rental housing in general will continue to rise each year.

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<sup>4</sup> Regional District of Nanaimo State of Sustainability Report (Prospering Today, Protecting Tomorrow: The State Of Sustainability of the Regional District of Nanaimo) September 2006

<sup>5</sup> Housing Needs Overview (Prepared for Regional District of Nanaimo, Nanaimo, Parksville and Qualicum Beach) by CitySpaces, January 2009,

The BC Non-Profit Housing Association estimates that “rental housing demand is projected to increase by 34% to 40% over the next 25 years through two different scenarios, compared with population growth of 41% over the same period”<sup>6</sup>. Table 1 below shows the projected increase in households needing rental housing including those in core housing need (unable to find housing that is affordable, adequate and suitable - see Figure 2).

**Table 1: Rental Housing Demand and Core Housing Need – Regional District of Nanaimo 2011 - 2036**

Year	Scenario A: Constant Tenure <sup>7</sup>		Scenario B: Shifting Tenure <sup>8</sup>	
	Rental Demand	Core Need	Rental Demand	Core Need
2011	16,041	4,603	16,041	4,603
2036	22,378	6,490	18,677	6,254
Increase 2011-2036	6,337	1,887	5,410	1,651

Source: BCNPHA September 2012

Those considered to be in core housing need are projected to increase by 36% to 41% over the next 25 years - an increase of between 1,651 and 1,887 households. It should be noted that the incidence of core housing need was found to be higher for the RDN than for the province as a whole for all age categories, except amongst seniors.

As the market fails to provide suitable affordable rental and ownership options, the number of people requiring access to ‘Affordable Non-Market Housing’ and ‘Government Subsidized Housing’ has been increasing. The supply of non-market rental housing has not kept pace with existing demand resulting in increasing numbers of people who are considered to be in core housing need.

<sup>6</sup> BC Non-Profit Housing Association, Our Home, Our Future: Projections of Rental Housing Demand and Core Housing Need, Regional District of Nanaimo to 2036 - September 2012 – Note that these projections are based on 2006 Census data.

<sup>7</sup> Scenario A: Constant Tenure considers how rental housing demand will change if tenure patterns stay constant and age-specific household maintainer rates are held at 2006 levels.

<sup>8</sup> Scenario B: Shifting Tenure assumes tenure patterns will follow the trend seen over the preceding decade, to 2036. In many cases this is a shift away from rental and towards ownership.

Data from BC Housing's registry<sup>9</sup> of non-profit housing providers show that the number of non-profit housing units in the RDN increased slightly from a total of 1,506 beds in 2011 to 1,529 units in 2012. In addition to non-profit housing units, between 2011 and 2012, BC Housing data shows a decrease from 1,088 to 1,054 in the number of households receiving a housing subsidy through the Residential Assistance Programs for both seniors and families (RAP) to offset the costs of private market rentals.

As of March 2012, the City of Nanaimo accounted for approximately 80% of the BC Housing registered units followed by the City of Parksville with 15%. Those receiving housing subsidies through the RAP are also more concentrated in urban areas (approximately 70% Nanaimo, 17% Parksville and 5% Town of Qualicum Beach).

The majority of BC Housing units in the RDN are designated for independent and frail seniors followed by low income families (Figure 3). Together with RAP housing subsidies, seniors account for the largest proportion of housing supported by BC Housing in the RDN.

### Figure 2: Acceptable Housing & Core Housing Need

The term acceptable housing refers to housing that is adequate in condition, suitable in size, and affordable.

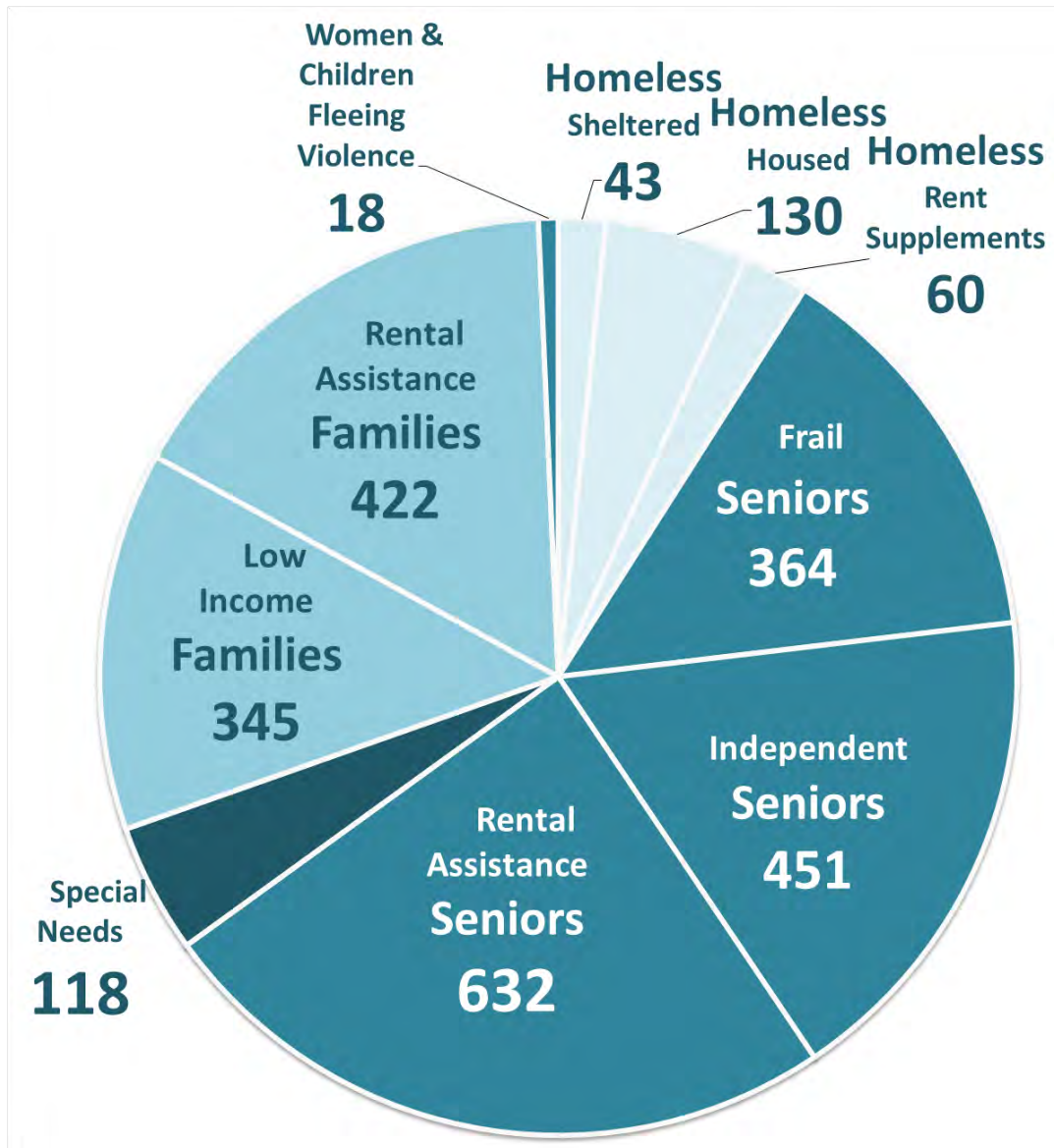
- **Adequate housing** does not require any major repairs, according to residents.
- **Suitable housing** has enough bedrooms for the size and make-up of resident households, according to National Occupancy Standard (NOS) requirements. Enough bedrooms based on NOS requirements means one bedroom for each cohabiting adult couple; unattached household member 18 years of age and over; same-sex pair of children under age 18; and additional boy or girl in the family, unless there are two opposite sex children under 5 years of age, in which case they are expected to share a bedroom. A household of one individual can occupy a bachelor unit (i.e., a unit with no bedroom).
- **Affordable housing** costs less than 30 per cent of before-tax household income. For renters, shelter costs include rent and any payments for electricity, fuel, water and other municipal services. For owners, shelter costs include mortgage payments (principal and interest), property taxes, and any condominium fees, along with payments for electricity, fuel, water and other municipal services.

A household is in **core housing need** if its housing does not meet one or more of the adequacy, suitability or affordability standards and it would have to spend 30 per cent or more of its before-tax income to pay the median rent of alternative local market housing that meets all three standards.

Canada Housing and Mortgage Corporation

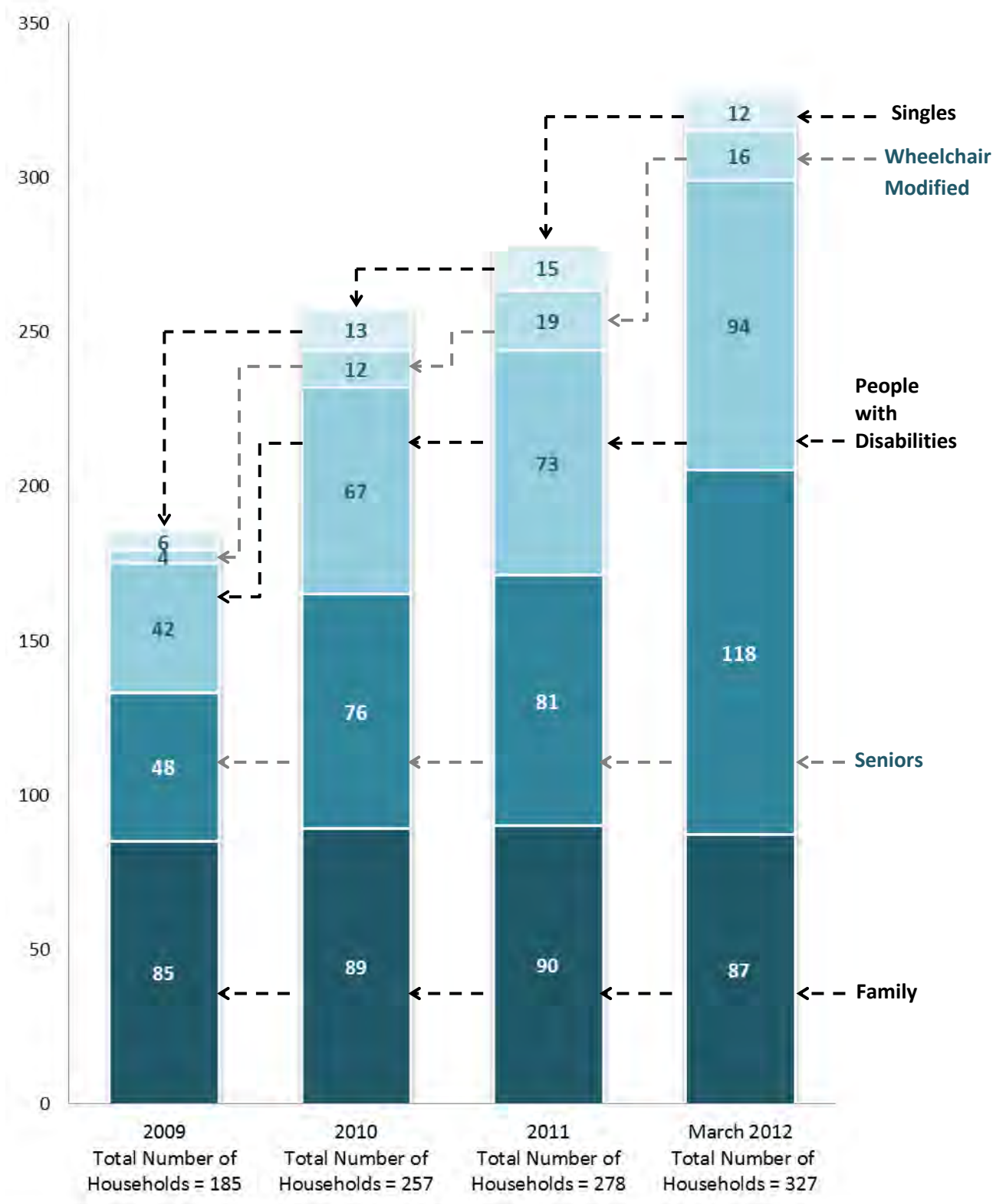
<sup>9</sup> Source: BC Housing: WebFocus Report HCSTAT002: Housing Registry Statistics, From a Report Prepared by BC Housing's Research and Corporate Planning Department - September 2012

**Figure 3: Number of Units Administered by BC Housing in the Regional District of Nanaimo by Target Client Type – March 2012**



Between 2009 and 2012 there has been an increase in the number of applicants on waitlists for BC Housing units. This indicates that the increase in non-market housing units has not kept pace with demand. In particular there has been a significant rise in applicants for seniors housing and housing for people with disabilities (Figure 4). The rise in demand for housing for seniors and those with disabilities is likely to continue as the region's population continues to age.

Figure 4: March 2012 BC Housing Waitlist by Household Type for the Regional District of Nanaimo

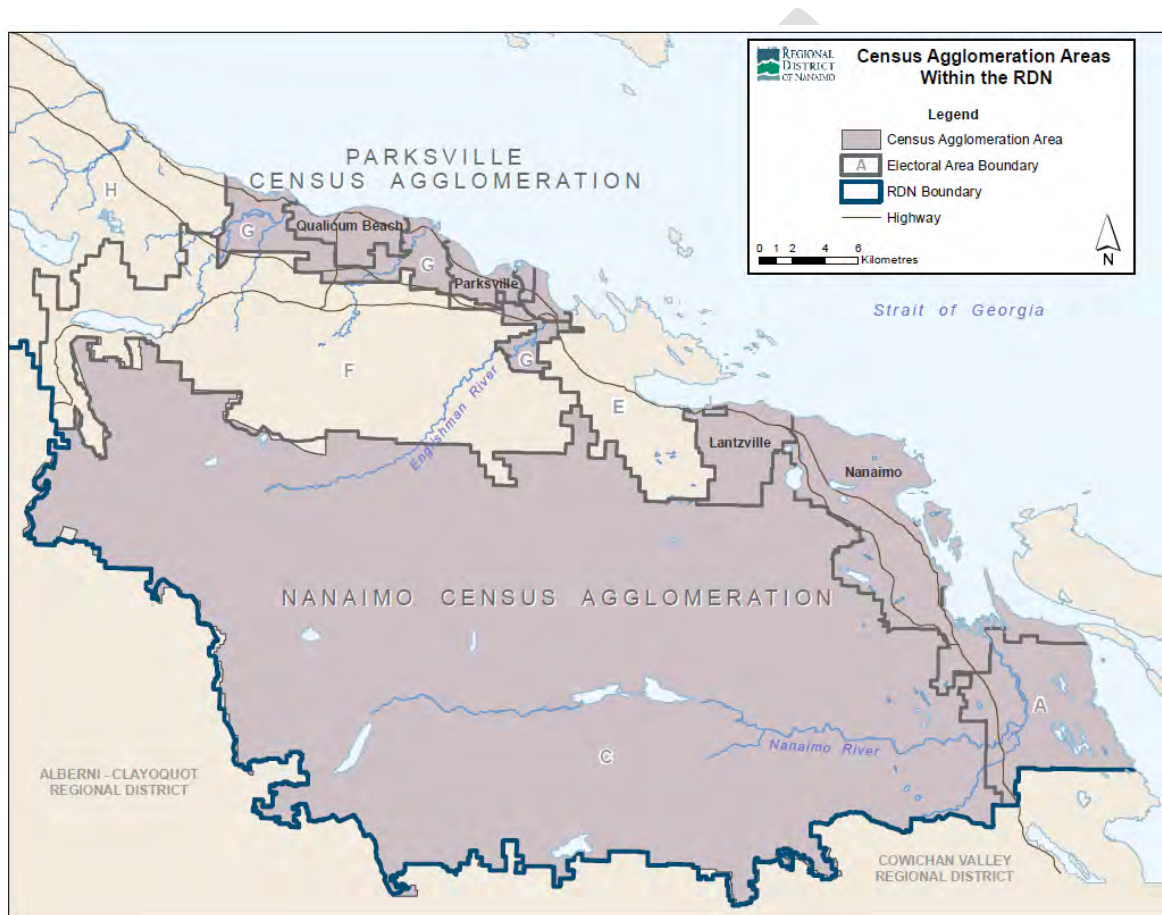




## 1.5 How does the Demand and Availability of Affordable Rental Housing vary across the RDN?

The demand for affordable rental housing varies across the region both amongst rural areas and between rural and urban areas. The RDN’s 2009 Housing Affordability Study provides detailed analysis of the varying socio-economic characteristics of residents in each of the RDN’s Electoral Areas and Municipalities that influence the need for different forms of affordable housing.

**Map 1: Census Agglomeration Areas in the RDN**



Vacancy rates<sup>10</sup> for private (market) rental housing can be used as an indicator for rental housing demand. Higher vacancy rates may not necessarily mean that rental housing is more affordable. However, it does increase the likelihood of lower market rents due to increased supply of rental units relative to demand. Although there is no data for the RDN’s Electoral Areas specifically, data collected for two Census Agglomeration Areas (CAs) in the region (see Map 1 below) show marked differences in vacancy rates for private market rental housing<sup>11</sup> (see Table 2 below).

<sup>10</sup> CMHC bases vacancy rates on privately initiated structures of 3 units or more. These rates do not include secondary dwelling units, holiday rentals or resort condominiums

<sup>11</sup> CMHC, Rental Market Report – British Columbia Highlights – Spring 2009 – Spring 2012, Table 1.1.1 Private Apartment Vacancy Rates (%) by Bedroom Type

Vacancy rates for the Nanaimo CA (which includes the City of Nanaimo, District of Lantzville and Electoral Areas A and C) have been increasing since April 2009, with a marked jump from 3.3% to 7% in April 2012. Vacancy rates for the Nanaimo CA have been consistently higher than the averages for the Province as a whole during this time period. Meanwhile, for the Parksville CA (which includes the City of Parksville, Town of Qualicum Beach and RDN Electoral Area 'G'), vacancy rates have been significantly lower than Nanaimo, ranging from a low of 0.8% during April 2009 to a more recent high of 3.6% in April 2012. While the Parksville CA vacancy rates have been lower than Nanaimo's since 2009, the most recent rates for April 2012 show Parksville's vacancy rate increasing 4.5 times and exceeding the Provincial average for the first time since April 2009.

**Table 2: CMHC Rental Apartment Vacancy Rates**

	CMHC Private Rental Apartment Vacancy Rates - %			Total Number of Private Rental Apartment Units	
	Nanaimo CA	Parksville CA	BC	Nanaimo CA	Parksville CA
<b>April 2009</b>	3.3	0.8	2.3	*	*
<b>October 2009</b>	3.4	1.1	2.8	*	*
<b>April 2010</b>	4.3	1.5	2.7	3,346	523
<b>October 2010</b>	3.3	1.5	3.1	3,317	538
<b>April 2011</b>	5	0.9	3.7	3,307	538
<b>October 2011</b>	6.3	2.0	2.4	3,324	548
<b>April 2012</b>	7	3.6	3.4	3,319	582

Source: CMHC, Rental Market Report – British Columbia Highlights – Spring 2009 – Spring 2012, Table 1.1.1 Private Apartment Vacancy Rates (%) by Bedroom Type

\*Data to be added

There is a downside to higher vacancy rates. Higher vacancy rates may allow owners of private rental units in the RDN's Member Municipalities to apply for strata conversion, resulting in the permanent conversion of rental units into owned apartments. The City of Nanaimo, City of Parksville and Town of Qualicum Beach will only consider applications for strata conversions if vacancy rates are above 3%. Strata conversions of private rental buildings could have a significant impact on the supply and demand for affordable rental housing.

For the Nanaimo and Parksville CA's more detailed data shows variations in vacancy rates for different types of market rental units (Tables 3 and 4). Between April 2009 and April 2012 there was a notable increase in vacancy rates for units with three or more bedrooms for the Nanaimo CA. In contrast, the Parksville CA shows a very different pattern with an increase in the vacancy rate for bachelor apartments despite no overall change in the actual number of units since 2009<sup>12</sup>.

The availability of other rental housing in the form of single private apartments, condos, duplexes as well as secondary suites are likely to impact the vacancy rates for bachelor, one bedroom and two bedroom units, whereas rentals of entire single-family dwellings with three or more bedrooms is likely a factor affecting the vacancy rates of three plus bedroom apartments.

<sup>12</sup> CMHC, Rental Market Report – British Columbia Highlights – Spring 2009-Spring 2012, Table 1.1.3 Number of Private Apartment Units in the Universe

The recent rise in vacancy rates for the Parksville CA from 0.9% in April 2011 to 3.6% in April 2012 is significant. This is likely due to a combination of possible factors that reduce demand for private rental units including a moderate increase in market rental housing units (row houses and apartments) from 581 to 625 between April 2011 and 2012<sup>13</sup>; a small increase in the number of secondary suites available to rent since 2010; renters moving out of the area for work purposes; increasing numbers of renters moving into home ownership; transition of older renters into private or government assisted care units and generally increased availability of private single-family dwellings or condos to rent that provide alternatives to rental apartments in buildings with three or more units.

**Table 3: Nanaimo CA CMHC Market Rental Apartment Vacancy Rates by Unit Type**

	Nanaimo CA - CMHC Market Rental Apartment Vacancy Rates by Unit Type			
	Bach	1 Bed	2 Bed	3+ Bed
<b>April 2009</b>	2.8	2.8	4.2	1.2
<b>October 2009</b>	1.5	2.8	4.4	3.2
<b>April 2010</b>	3.1	3.8	4.8	7.6
<b>October 2010</b>	1.6	2.4	4.8	1.7
<b>April 2011</b>	2.7	5.1	5.0	7.9
<b>October 2011</b>	7.3	5.3	7.6	3.9
<b>April 2012</b>	3.7	6.1	8.6	8.8

**Table 4: Parksville CA CMHC Market Rental Apartment Vacancy Rates by Unit Type**

	Parksville CA - CMHC Market Rental Apartment Vacancy Rates by Unit Type			
	Bach	1 Bed	2 Bed	3+ Bed
<b>April 2009</b>	0.0	0.0	0.8	6.3
<b>October 2009</b>	0.0	1.1	1.3	0.0
<b>April 2010</b>	0.0	1.1	1.8	0.0
<b>October 2010</b>	0.0	1.1	1.7	0.0
<b>April 2011</b>	0.0	1.0	1.0	**
<b>October 2011</b>	5.9	0.0	2.4	0.0
<b>April 2012</b>	5.9	2.1	4.0	0.0

\*\* Data suppressed to protect confidentiality or data not statistically reliable

Table 3 & 4 Source: CMHC, Rental Market Report – British Columbia Highlights – Spring 2009 – Spring 2012, Table 1.1.1 Private Apartment Vacancy Rates (%) by Bedroom Type

Tables 5 and 6 below show an overall trend towards increasing rental costs over the past three years for all types of market rental apartment units in the Nanaimo and Parksville CA's. For those with low to moderate incomes, the impacts of even small increases in rental costs relative to income are compounded by rising costs of food, transportation and other goods. These factors serve to make housing less affordable for those with low to moderate incomes.

<sup>13</sup> CMHC, Rental Market Report – British Columbia Highlights – Spring 2012, Table 3.1.3 Number of Private Row (Townhouse) and Apartment Units in the Universe by Bedroom Type

Table 5: Nanaimo CA CMHC Market Rental Apartment - Average Rents by Unit Type

	Nanaimo CA - CMHC Market Rental Apartment Average Rents (\$) by Unit Type			
	Bach	1 Bed	2 Bed	3+ Bed
April 2009	509	617	748	902
October 2009	509	629	768	922
April 2010	509	636	773	960
October 2010	519	648	789	957
April 2011	539	657	793	953
October 2011	538	661	802	955
April 2012	548	661	797	961

Table 6: Parksville CA CMHC Market Rental Apartment - Average Rents by Unit Type

	Parksville CA - CMHC Market Rental Apartment Average Rents (\$) by Unit Type			
	Bach	1 Bed	2 Bed	3+ Bed
April 2009	485	603	675	779
October 2009	493	621	688	818
April 2010	472	605	672	750
October 2010	488	625	718	800
April 2011	514	637	723	835
October 2011	520	649	726	893
April 2012	528	656	728	791

## 1.6 Secondary Suites & Availability of Rental Housing

Secondary suites clearly play a significant role in providing rental housing in British Columbia with secondary suites (both permitted and not permitted) making up an estimated 20%<sup>14</sup> to 34%<sup>15</sup> of BC's rental housing. The availability of secondary suites can have a huge impact upon rental vacancy rates particularly in areas where renters prefer or need ground oriented housing.

One possible factor contributing to the greater rise in vacancy rates for Nanaimo compared to the Parksville Census Agglomeration may be the substantial increase in the supply of 'secondary rental units such as investor owned or secondary suites'<sup>16</sup> in the City of Nanaimo compared to City of Parksville and Town of Qualicum Beach (part of the Parksville CA). This assertion is supported by building permit data from the City of Nanaimo<sup>17</sup> showing increasing proportions of new single-family dwellings being built with attached suites (see the Table 7 below). As well, the number of permits for carriage homes and new suites within existing single-family dwellings is growing.

*Secondary suites are an excellent first stage solution for communities facing an affordable housing shortage. They increase the supply of affordable rental housing, increase the affordability of home ownership (financial institutions take that income into consideration in the mortgage calculation) and provide more housing while retaining neighbourhood character.*

Review of Best Practices in Affordable Housing, Tim Wake for Smart Growth BC

Building permit statistics for August 2012 show that 54% of all permits for a new single-family dwelling included a suite. As of August 1, 2012, the City of Nanaimo recorded approximately 1,437 authorized suites (including carriage homes) and approximately 1,433 single-family dwellings with unauthorized suites (based on finance user rates for additional water, sewer and solid waste). This brings the total estimate of known secondary suites in the City of Nanaimo (both authorized and unauthorized) to 2,870. The actual number of secondary suites is likely much higher than this number.

**Table 7: City of Nanaimo Single-family Residential Permits including Secondary Suites, 2005-2012**

City of Nanaimo Permit Type	2005	2006	2007	2008	2009	2010	2011	2012*	Total
New SFDs with Suites	65	112	141	120	104	158	112	64	876
New Suite within existing SFD	11	12	34	36	49	48	36	35	261
Upgraded Existing unauthorized Suites	28	48	46	50	17	41	16	19	265
New Accessory Dwelling Suites (Carriage Homes)				0	4	14	7	10	35
New SFD without Suites	403	252	261	153	133	139	69	54	1464
Suites identified through complaints	17	31	36	94	106	74	39	22	419

\* City of Nanaimo Permit Statistics as of 2012-AUG-01

<sup>14</sup> <http://www.wcel.org/secondary-suites>, Secondary Suites: A call for Safe and Legal Housing, Tenant's Rights Action Coalition

<sup>15</sup> <http://www.toolkit.bc.ca/diverse-zoning-strategies-diverse-communities#housing%20strategies>

<sup>16</sup> Other factors include: the creation of new market rental units and subsidized housing units in the City of Nanaimo; more renters moving into home ownership due to lower mortgage rates and availability of homes for sale; and, a downturn in the economy resulting in more mobile workers who tend to be renters moving to other areas of Canada for work (CMHC Rental Market Report - British Columbia Highlights - Spring 2011)

<sup>17</sup> City of Nanaimo, Building Permit Data, Response to Information August 2012

Table 8 below shows the number of suites as a percentage of new single-family dwelling permits for the City of Nanaimo. Note that this excludes permits for carriage homes.

**Table 8: City of Nanaimo Secondary Suites in New Single-family Dwellings, 2005-2012**

City of Nanaimo Permit Type	2005	2006	2007	2008	2009	2010	2011	2012*	Total
New SFDs with Suites	65	112	141	120	104	158	112	64	876
New SFDs without Suites	403	252	261	153	133	139	69	54	1464
Total New SFDs	468	364	402	273	237	297	181	118	2340
% of Suites in New SFDs	14%	31%	35%	44%	44%	53%	62%	54%	37%

\*City of Nanaimo Permit Statistics as of 2012-AUG-01

For the Parksville CA, two of the factors that may have an influence on lower vacancy rates compared to the Nanaimo CA are: generally lower numbers of purpose built market and non-market rental units in the City of Parksville and Town of Qualicum Beach compared to the City of Nanaimo; and, a much lower proportion of single-family dwellings with rental suites. Due in part to an older population demographic, a large proportion of the single-family housing stock in City of Parksville, Town of Qualicum Beach and French Creek is in the form of single story ranchers. This style of housing is typically harder to renovate to include a secondary suite and homeowners in such cases may decide that the costs and challenges of creating a suite outweigh the potential financial benefits. Furthermore, the economic drive for mortgage helpers for homeowners may be lower given that many seniors who own homes in these areas may not need the additional income.

Since the City of Parksville permitted secondary suites fifteen years ago, and more recently carriage homes since 2008, there has been a relatively low uptake of permits for both forms of secondary dwelling units. Since 2008, Parksville has had 14 completed permits for secondary suites<sup>18</sup>. This includes 4 permits for new secondary suites within existing single-family dwellings, 1 permit to include a secondary suite within a new single-family dwelling, 1 permit to authorize an existing suite, and 8 carriage houses on properties with an existing single-family dwelling. Although Parksville does not have a formal system for tracking secondary suites, as of August 2012 staff estimate that there are about 100-200 unauthorized suites and approximately 50 authorized suites (including carriage homes). Of the 50 authorized secondary suites, it is estimated that two thirds are existing suites that were brought into compliance and the remaining third are new purpose built suites.

Like Parksville, the Town of Qualicum Beach does not track numbers of secondary suites. However, since secondary suites were allowed two years ago, 21 permit applications for new secondary suites were received as of August 1<sup>st</sup> 2012. Out of the 21 applications, 14 were approved with 11 of these finalized and a remaining 3 awaiting finalization. During this time two permit applications for “garden suites” were also approved and finalized. As noted before, this small increase in secondary suites is one of the likely influences on the rise in vacancy rates for the Parksville CA.

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<sup>18</sup> Data provided by the City of Parksville, August 2012

### 1.7 How can Secondary Suites Help Meet Demand for 'Ground Oriented Housing' in the RDN?

The RDN's most recent Land Inventory and Residential Capacity Analysis<sup>19</sup> concluded that overall, the RDN has adequate capacity to meet the anticipated demand for 110,900 housing units by 2036<sup>20</sup>.

When broken down into demand for different housing types, the Land Inventory estimated that the region has sufficient capacity to meet demand for *single-detached and apartment dwelling units until 2036*. The category *other ground-oriented dwelling units* was the only one for which a shortfall was predicted within the 2036 timeframe. Ground oriented forms of housing (like row housing, secondary suites and duplexes) are more suitable for seniors, people with physical challenges, people with children and/pets.

*If 5% to 10% of single-detached units have a secondary suite that could increase the number of other ground-oriented units to between 3,600 and 7,200 units, which would meet the shortfall in other ground oriented units.*

Land Inventory and Capacity Analysis, Oct. 2007, Sheltair, pages iv-v, page 36

The Land Inventory study notes that the shortfall of *other ground-oriented units* could be met by secondary suites, and suggests that options to meet the estimated shortfall between supply and demand include:

- *Upzoning properties to allow higher density in areas serviced by water and sewer inside the UCB; and*
- *Increasing the locations where single-detached areas allow secondary suites.*

### 1.8 How Can Secondary Suites Help Address Affordable Housing?

*The Community Housing Continuum*<sup>21</sup> is commonly used as a model to understand housing affordability. The model categorizes a range of housing types and tenures, inferring that there are options for people to move along the continuum allowing for transition from Government-Subsidized to Market Housing.

Within the *Community Housing Continuum*, secondary suites are considered a form of Market Housing. Increasing the availability of secondary suites may result in greater choice and affordability of rental housing, which in turn could reduce pressure on the need for Non-Market and Government

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<sup>19</sup> Land Inventory and Residential Capacity Analysis, October 2007, The Sheltair Group

<sup>20</sup> This conclusion was further reinforced by the subsequent approval of higher density development in South Nanaimo in late 2007, along with additions of land within the Region's Growth Containment Boundary in 2009 and 2011 (increasing the amount of land where future higher density residential development could be supported, as reflected in the revised 2011 Regional Growth Strategy).

<sup>21</sup> Developed by Canada Mortgage and Housing Corporation (CMHC)

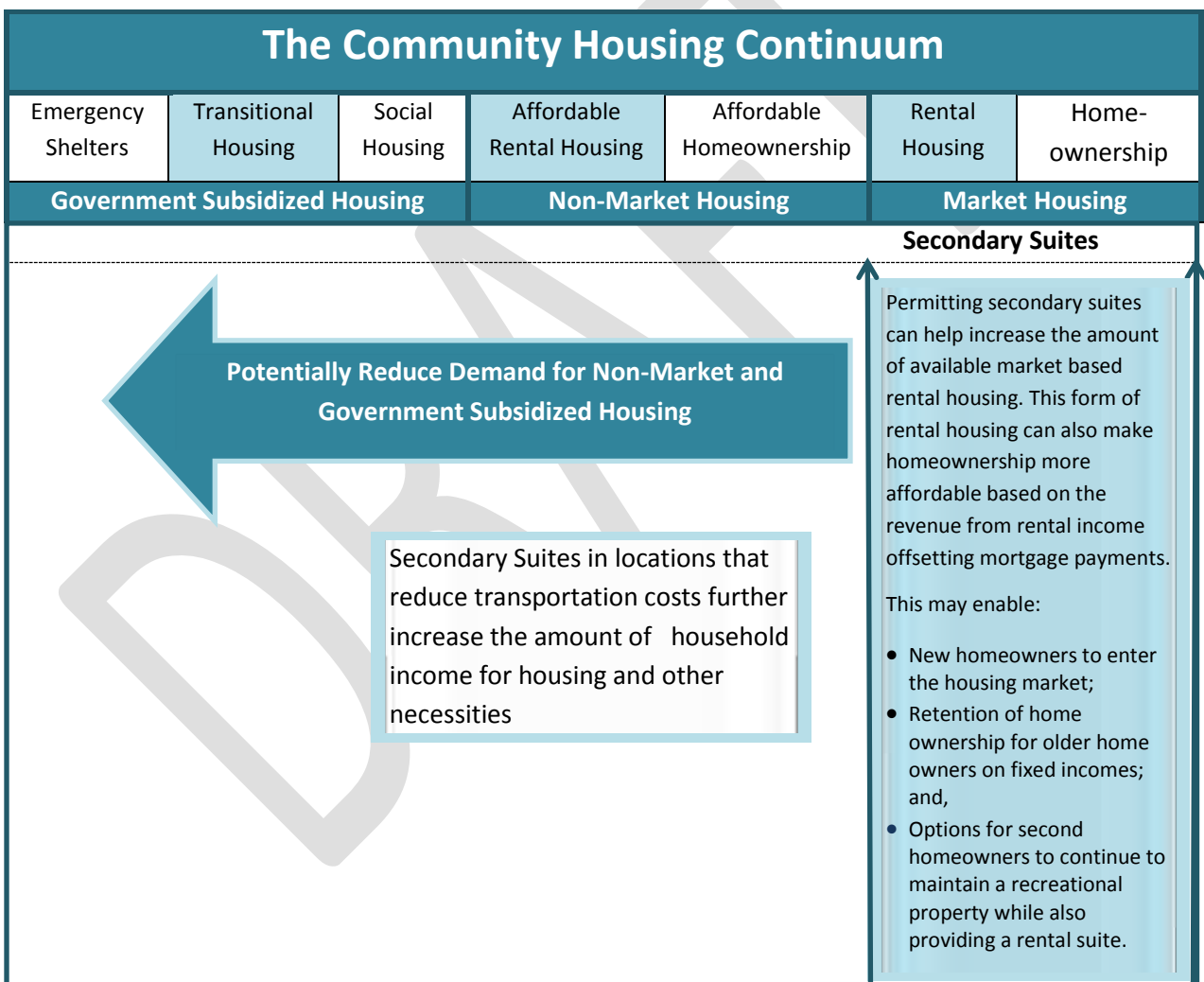
Subsidized forms of housing. These forms of housing also permit more affordable market based homeownership.

Building on the research and recommendations of the 2009 RDN Housing Affordability Study, the 2010 RDN Housing Action Plan staff report identified allowing secondary suites as one of the ways that the RDN can increase affordable housing options using existing resources (see Appendix B). Figure 5 below shows how secondary suites can influence the affordability of Market Housing in the RDN.

*Given an understanding of the RDN's organizational mandate, jurisdiction, expertise and resources, the RDN can most effectively focus efforts to address regional housing needs by:*

1. *Influencing the provision of market rental housing.*
2. *Influencing the provision of non-market housing (both rental and owned) through the RDN's regulatory authority.*

**Figure 5: Secondary Suites and the Community Housing Continuum**





### 1.9 Who Would Occupy Secondary Suites in the RDN?

Phase 1 of the RDN’s Affordable Housing Study<sup>22</sup> identified four broad groups of people<sup>23</sup> that “are particularly challenged to find suitable affordable housing” in the region:

- Income Assistance Recipients
- Retirees on Fixed Incomes
- Low-Income Workers
- Moderate Income Families

Phase 2 of the RDN’s Housing Affordability Study (“Connecting Housing Needs and Opportunities”) identified housing forms best suited to meet the needs of people in these four broad groups. Table 9 below (taken from the report) identifies secondary suites as a suitable form of housing in key locations with access to transit for the first three groups. The location of housing relative to transit, services and schools is an essential consideration given that people in these groups are most likely to be renters with limited income for transportation.

Although not identified in the table as the best suited housing form for moderate income families, owning a single-family dwelling with a secondary suite can facilitate more affordable home ownership for this group.

**Table 9: Affordable Housing Forms and Tenures – Best Suited to Four Broad Groups**

Group Profile	Housing Form Best Suited Most Likely Tenure	Key Locational Needs
Income Assistance Recipients	<ul style="list-style-type: none"> <li>- depends on household type, disability</li> <li>- individuals may share, or may require studio, small apartment/suite</li> <li>- families require ground access – row housing or secondary suite</li> <li>- some with special needs require accessible housing</li> </ul> <hr/> <ul style="list-style-type: none"> <li>- market rental, non-market rental</li> </ul>	Proximity to public transit, commercial and medical services
Low-Income Workers	<ul style="list-style-type: none"> <li>- studio, one bedroom units</li> <li>- some 2+ bedroom units for shared accommodation</li> <li>- units in multi-unit housing (apartments)</li> <li>- secondary suites in single-detached, semi-detached row houses</li> <li>- secondary suites (e.g. laneway housing)</li> </ul> <hr/> <ul style="list-style-type: none"> <li>- market rental</li> </ul>	Proximity to employment, commercial and medical services, public transit
Retirees on Fixed Incomes	<ul style="list-style-type: none"> <li>- studio, one bedroom units</li> <li>- some 2+ bedroom units for couples</li> <li>- units in multi-unit housing (apartments)</li> <li>- secondary suites in single detached, semi-detached, row houses</li> <li>- sanufactured home parks</li> </ul> <hr/> <ul style="list-style-type: none"> <li>- some ownership, life lease, market rental, non-market rental</li> </ul>	Proximity to commercial and medical services, public transit
Moderate Income Families	<ul style="list-style-type: none"> <li>- two or more bedroom units</li> <li>- single-detached, semi-detached, row houses</li> <li>- ground orientation preference</li> </ul> <hr/> <ul style="list-style-type: none"> <li>- market rental, home ownership</li> </ul>	Proximity to schools, playgrounds, recreational facilities, commercial services

<sup>22</sup> Regional Housing Affordability Study Phase 1– Housing Needs Overview, January 2009, City Spaces

<sup>23</sup> Within these groups, the report identified a further 10 sub-groups who face “exceptional challenges due to unique circumstances”.

### **1.10 What is the Level of Interest in Allowing Secondary Suites in the RDN?**

The RDN does not have a formal system of tracking secondary suite inquiries. However, anecdotal information from RDN planning staff indicate that since 2011, the RDN has been receiving a steady number of inquiries (on average 10-12 per week as of August 2012) about whether or not secondary suites are allowed within the RDN's Electoral Areas. Providing accommodation for an aging parent is frequently cited as a reason for wanting a secondary suite.

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## 2 FACTORS TO CONSIDER FOR ALLOWING SECONDARY SUITES

In addition to deciding where secondary suites should be permitted, there are a number of different factors that need to be considered when developing bylaws that regulate how secondary suites will be allowed. Local government bylaws regulating secondary suites may cover one or more of the following: location (detached versus attached to principal dwelling), other types of home based business uses allowed in conjunction with a suite, off street parking spaces, owner-occupation on a lot with a suite, number and relationship of tenants, number of rooms, number of suites allowed on a lot, maximum/minimum size, licensing and additional user fees. Since 1995, the BC Building Code has included regulations that make it easier for the conversion of existing single-family dwellings to incorporate a secondary suite. A summary of these regulations are included in Appendix E. The RDN's OCPs that support secondary suites also identify some of the conditions under which they are supported (Appendix F).

### 2.1 Attached Versus Detached Secondary Suites

Secondary suites that are contained within the footprint of an existing principal residence tend to have the least impact on a single-family neighbourhood from the perspective of neighbourhood character, efficient servicing and environmental impacts associated with new buildings on a lot. Nevertheless there are several areas within the RDN that may be well suited to supporting secondary suites that are detached from the principal residence on a lot.

Local governments that allow detached forms of secondary suites typically require larger minimum lot sizes than would be required for attached secondary suites. At the same time there are size limits to ensure that the detached suite remains a secondary use to the principal residential dwelling and subdivision or strata-titling is not allowed. More careful consideration needs to be given to the design of detached secondary suites due to their capacity to alter the appearance of a neighbourhood compared to suites that are contained fully within a single-family dwelling.

The RDN's 2009 Housing Affordability Study noted that factors "*such as availability and distance to transit, and unit size*" should be considered in deciding where to permit detached secondary suites. This is "*to preclude the development of large secondary dwellings that do not address an affordable housing need*".<sup>24</sup>

### 2.2 Bed and Breakfast, Home Based Business and Secondary Suites

There are several examples of local governments not allowing secondary suites in conjunction with Bed and Breakfast or other Home Based Businesses uses that may be allowed on a lot. This is usually to address concerns about significant impacts (e.g. increased traffic or noise) on single-family neighbourhoods as well as impacts on servicing and environmental protection. The Electoral Area 'G' OCP Bylaw No. 1540, 2008 supports secondary suites in certain areas of French Creek Rural

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<sup>24</sup> Connecting Housing Needs and Opportunities, March 2009, CitySpaces, Page 19

Village Centre but not where a home based business, day care, or group home has already been established.

### 2.3 Vacation Rentals of Single-family Dwellings and Use of Resort Condominiums as Permanent Residences

Throughout the region, there is anecdotal evidence that market demands and opportunities have resulted in single-family dwelling units and apartment units being used for short term vacation rentals or vacation rentals being used as permanent housing. The City of Parksville has found instances of single-family dwellings being owned in quarter shares and rented out on a daily or monthly basis. Conversely, the Town of Qualicum Beach has found examples of resort condominium units being used year round as permanent residences due in part to their affordability compared to either owning or renting residential condominiums. There is also evidence of both these trends in the RDN's rural Electoral Areas in communities like Horne Lake, Nanoose, Fairwinds, Qualicum Bay, Bowser and Deep Bay.

Unauthorized vacation rental of dwelling units compete with legitimate forms of tourist accommodation. To address this issue with secondary suites, some local governments specify that suites are not to be used for vacation rentals (Whistler). Discouraging short term vacation rentals of single-family dwellings and secondary suites (through enforcement of building bylaws) may help to increase the availability of affordable rental housing while at the same time also protecting the Region's tourist accommodation industry.

### 2.4 Parking

Parking is often a common concern raised about introducing secondary suites into neighbourhoods. To address this concern, local governments that permit secondary suites typically require at least one off street parking space for secondary suites (City of Nanaimo, City of Parksville, Town of Qualicum Beach, Cowichan Valley Regional District, and Alberni-Clayoquot Regional District). This is usually in addition to two off street parking spaces required for the main single-family dwelling on a lot. It should be noted that the Area 'G' OCP supports two off street parking spaces for secondary suites in French Creek and reducing this number of off street parking spaces has been identified as a way of encouraging the development of secondary suites in this area<sup>25</sup>.

Studies conducted for secondary suites in more urban settings have found that on average they do not generate demand for an extra full parking space. Allowing secondary suites in areas close to transit and a range of amenities will make it easier for the occupants of suites to live without owning a personal vehicle. There are already many low income renters in rural areas who cannot afford to own a vehicle, this together with the impacts of growing numbers of seniors whose ability to drive is limited by age related disabilities will also affect the need for additional off street parking related to secondary suites.

Requirements for additional parking tied to secondary suites may result in loss of green or permeable surfaces if homeowners have to pave land to provide extra parking. Concerns about

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<sup>25</sup> Connecting Housing Needs and Opportunities, March 2009, CitySpaces Page 19

rainwater management and groundwater recharge led the City of Portland (Oregon, USA) to encourage the use of on-street parking rather than require additional parking for secondary suites.

The RDN has several goals in the RGS and other policy documents designed to improve rainwater management in order to protect ground and surface water. This includes encouraging measures to reduce paved surfaces in order to adapt to extreme climate change events that require more effective management of rainwater to help mitigate flooding. The decision about whether or not to require additional parking for secondary suites should take these factors into consideration.

### 2.5 Owner Occupancy

Secondary suites often raise concerns about poor property maintenance or perceived behaviour of renters attributed to 'absent landlords'. To address this concern, many local governments include requirements for homes with secondary suites to be "owner-occupied" (Town of Qualicum Beach, City of Parksville). The City of Nanaimo does not require either a suite or principal dwelling to be owner occupied. This decision resulted from legal advice indicating that while local governments have the authority to adopt bylaws that regulate land use, it is not clear that they have the authority to regulate who uses land. The Province of BC's Housing Policy Branch supports this perspective indicating that the owner occupancy requirement is "legally challengeable" and also difficult to enforce.

If the issue of "owner occupation" proves to be a significant concern for community members when discussing allowing suites, then the RDN could seek legal advice regarding the ability to make this a requirement. There are also other tools available to the RDN to address community concerns about potential nuisance caused by residents of secondary suites. These include bylaws that allow the RDN to require standards of property maintenance, and bylaws regulating noise and other forms of disturbance.

### 2.6 Number of Occupants and Relationship

Several local governments that permit secondary suites define the number and relationship of secondary suite occupants.

*"A suite is intended as residential accommodation of one or more individuals who are related through marriage or common law, blood relationship, legal adoption, legal guardianship or a group of not more than two unrelated persons." (City of Nanaimo)*

Similar to owner occupancy requirements, questions have been raised about the ability of a local government to regulate the number of occupants of any dwelling unit and their relationship to each other. However, rental agreements between landlords and tenants may specify the number of occupants and local governments may enter into housing agreements with property owners that specify similar conditions. However, it should be noted that the latter option can be very difficult to enforce.

### 2.7 Size and Number of Rooms

The impact of secondary suites on a community will be affected by their size, with larger units attracting and accommodating more rooms and people. Placing a limit on the maximum size of a

secondary suite and number of bedrooms allows local governments to control the impacts on the character of a community. Local governments that allow secondary suites typically use the maximum size requirements in the BC Building Code definition of secondary suites.

Under the BC Building Code, a suite is defined as a smaller dwelling unit within a single-family house that is less than 40% of the habitable floor space of the house to a maximum of 90 m<sup>2</sup> (968 ft<sup>2</sup>). The Code requirements under this definition are more flexible, making it easier for existing single-family dwellings to install suites compared to Code requirements that apply to suites that are larger than 90 m<sup>2</sup>.

Local governments have the ability to establish maximum sizes for secondary suites and can also limit the number of bedrooms. For example, the City of Nanaimo allows an attached secondary suite to be 40% of the dwelling unit size, up to a 90 m<sup>2</sup> maximum with no more than two bedrooms. Some local governments like the City of Parksville may also specify a minimum size for suites (40 m<sup>2</sup>).

### 2.8 Number of Secondary Suites

Local governments that permit secondary suites typically allow only one secondary suite on a single-family lot or within a single-family dwelling. These limitations help to ensure that secondary suites have minimal impact on existing single-family neighbourhoods.

Within the RDN there are some zones particularly in rural or rural residential areas that allow more than one dwelling on a lot. In instances where more than one single-family dwelling could exist on a lot careful consideration needs to be given about whether or not suites are limited to one per lot or one per dwelling.

In the future, the RDN may also wish to consider how to make better use of extremely large homes with few occupants by allowing more than one secondary suite within the existing building footprint (similar to the City of Surrey's concept for 'Manor House' zoning).

### 2.9 Registration/ Licensing

Several jurisdictions require secondary suites to be registered. Some, like the City of Parksville, require a business license in order to register a secondary suite. The payment of fees for a business license or to register a suite may be considered a barrier to creating secondary suites. However, local governments may consider this a reasonable way of recovering costs involved with managing the process to permit secondary suites.

The Regional District of Nanaimo does not currently have a business license function. The RDN has a home based business registry for all home based businesses located in Electoral Areas A, C, E, G and H. However, there are no fees associated with registering a home based business, nor is there any enforcement of the bylaw requiring registration.

### 2.10 User Fees

The experience of other local governments shows that allowing secondary suites will raise concerns about ensuring that homeowners who have secondary suites pay their fair share for any extra services they use. A study conducted by Canada Housing and Mortgage Corporation<sup>26</sup> found that, on average, homes with attached secondary suites consumed less than an additional 50% of municipal services for a single home. The results of this study suggest that simply charging homes with attached secondary suites double service fees may be inequitable compared to charging fees based on use. The RDN's Wastewater Services have also noted that *"some experience has shown that homes with secondary suites produce a negligible amount of additional wastewater"*<sup>27</sup>.

While 'user pay' systems may be the fairest way to recover any additional costs resulting from secondary suites, not all services may be established to charge fees in this manner. For example, Improvement Districts in the RDN all charge fees for water based on metered usage<sup>28</sup>. However, solid waste collection is a set service fee per household which is automatically doubled if a secondary suite is known to exist (whether permitted or not).

Local governments can also establish extra Development Cost Charges (DCCs) for secondary suites that are part of new land development. These charges can be based on the extent to which secondary suites impact the infrastructure needed to service new development. However, it should be noted that the RDN's DCC Bylaw No. 1442 that deals with wastewater for French Creek excludes the BC Building Code definition for a secondary suite in the definition of a dwelling unit. This means that secondary suites that are attached to a house and less than 90 m<sup>2</sup> in size are exempt from DCC charges. On the other hand, the RDN charges DCC's for sewer services related to detached secondary suites like Carriage Homes in the Town of Qualicum Beach. The RDN also has DCC bylaws that allow the RDN to consider waiving DCC charges where they would be considered a barrier to affordable housing<sup>29</sup>.

The RDN has an established track record of balancing cost recovery goals with affordable housing goals when deciding how to establish DCCs for secondary suites. Nevertheless, allowing secondary suites will have an impact on services and require a review of DCCs and user fees. This will involve considering how the RDN currently addresses DCCs relating to secondary suites and how different methods for charging user fees may reduce the affordability of suites as a form of housing by either increasing rents for tenants and/or discouraging homeowners from creating suites.

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<sup>26</sup> Impact of Municipal User Fees on Secondary Suites, Canada Housing and Mortgage Corporation, October 2001

<sup>27</sup> RDN Staff Report: Northern Community Sewer Service Area Development Cost Charges Bylaw No. 1442.02, 2008, June 28, 2008

<sup>28</sup> It should be noted that some of the private water providers in the RDN may be charging a set rate

<sup>29</sup> RDN Bylaw No. 1088, A Bylaw to Impose Development Cost Charges in the Nanoose Bay Bulk Water Local Service Area, October 13, 1998

### **2.11 Addressing and Emergency Response**

A major challenge with existing un-authorized secondary suites is that emergency responders may not be aware of a suite (due to the suite sharing the same address as the principal dwelling unit), resulting in possible delays in response for both occupants of secondary suites and a principal dwelling. The RDN does not provide addresses to secondary suites that are un-authorized. This can cause potential delays in response time when emergency services are required at homes with un-authorized suites.

Where secondary suites are allowed as a second dwelling, the RDN's Geographical Information Systems (GIS) services has a method for assigning an address for a secondary suite which is then provided to emergency responders (enhanced 911 systems). This helps avoid confusion for responders and improve emergency response times for all occupants on a lot where a secondary suite is allowed.



### 3 BENEFITS AND CHALLENGES OF ALLOWING SECONDARY SUITES IN RDN ELECTORAL AREAS

Secondary Suites are commonly cited as a relatively easy way for local governments to increase affordable market based housing for both renters and homeowners. However, implementing a successful secondary suites strategy can be challenging. The tables below (adapted from several sources<sup>30</sup>) identify the benefits and challenges of allowing secondary suites in the RDN’s Electoral Areas for renters, homeowners, rural communities and the Region.

**Table 10: Benefits and Challenges of Secondary Suites for Renters**

<b>Renters</b>	
<b>Benefits</b>	<b>Challenges</b>
<p><b><i>Affordable housing</i></b></p> <ul style="list-style-type: none"> <li>Secondary suites expand the supply and choice of rental housing in rural areas. Increased choice of rental accommodation may help to lower rents so that they are more affordable.</li> <li>Provides the opportunity for renters to live in rural areas.</li> </ul>	<ul style="list-style-type: none"> <li>Unless there are conditions in place to require rent controls, there is no guarantee that rents for secondary suites will be affordable.</li> <li>Landlords may increase rents of existing suites to reflect costs of upgrades required to authorize suites.</li> <li>Depending on the age and quality of construction of the rental suite, renters may face unnecessarily high energy costs.</li> </ul>
<p><b><i>Improved housing quality</i></b></p> <ul style="list-style-type: none"> <li>Allowing secondary suites helps to ensure that better standards for health and safety are met.</li> </ul>	<ul style="list-style-type: none"> <li>Most local governments that have allowed suites, face ongoing challenges with the existence of unauthorized suites, particularly those that existed prior to bylaws allowing suites. Owners of suites may be unwilling and/or unable to afford the costs of improving suites to meet minimum health and safety standards.</li> <li>Bylaw enforcement becomes a key tool in ensuring basic health and safety standards are met. However, enforcement has to be balanced with making sure that renters are not left more vulnerable due to closures of unsafe accommodation.</li> <li>It is easier for local governments to focus on ensuring newly created suites meet legislated requirements.</li> </ul>
<p><b><i>Ground-oriented housing</i></b></p> <ul style="list-style-type: none"> <li>Basement units, the most common type of secondary suite, provide the greatest ease of entry and often include access to a</li> </ul>	<ul style="list-style-type: none"> <li>Existing houses without basements (such as ranchers) may be limited in their ability to incorporate attached secondary suites without</li> </ul>

<sup>30</sup> Qualicum Beach Secondary Suites Study, August 2008, Urban Aspects Consulting Group  
 Secondary Suites: A Tool to Address Calgary’s Affordable Housing Needs, Revised 2007, Poverty Reduction Coalition  
 Secondary Suites, A Guide for Local Governments, Revised September 2005, BC Housing Policy Branch

Renters	
Benefits	Challenges
<p>yard. Ground orientation is important for renters with physical challenges as well as those with children and/or pets.</p>	<p>significant alteration.</p>
<p><b>Proximity to services.</b></p> <ul style="list-style-type: none"> <li>• Secondary Suites located in some areas of the RDN may have easy access to transit, schools, shopping, recreation centres and other services.</li> <li>• Encouraging secondary suites that are close to amenities increases the likelihood that residents in suites benefit from lower transportation related costs due to closer access to services (including transit), shops, schools, and jobs.</li> <li>• Increases in density from secondary suites would also support the viability of local shops, schools and businesses.</li> </ul>	<ul style="list-style-type: none"> <li>• Unlike the RDN’s municipalities, the majority of detached single-family housing in the RDN’s Electoral Areas is located in areas with limited access to transit, shopping, recreation centres and other services.</li> </ul>

**Table 11: Benefits and Challenges of Secondary Suites for Homeowners**

Homeowners	
Benefits	Challenges
<p><b>Mortgage Helper</b></p> <ul style="list-style-type: none"> <li>• With rising housing costs, a secondary suite may serve as a mortgage helper, particularly for new homebuyers or those on fixed incomes.</li> <li>• Banks will frequently consider the potential income from a secondary suite in granting mortgages.</li> <li>• Where suites are allowed, homeowners may be eligible for grants to upgrade homes to provide low cost rental housing, housing for seniors or housing adapted to those with disabilities.</li> </ul>	<ul style="list-style-type: none"> <li>• Renting a secondary suite requires management of a rental unit under the <i>Residential Tenancy Act</i>.</li> <li>• May have noise and privacy impacts.</li> <li>• May involve increased costs to upgrade suites to BC Building Code standards.</li> <li>• May involve increased costs due to higher water use, garbage, sewage disposal. Especially where wells and septic systems need to be upgraded.</li> <li>• May face structural difficulties meeting building code.</li> <li>• May involve increased assessment values and property taxes.</li> <li>• May result in increased income taxes, as reporting additional income from rent is required bylaw.</li> </ul>

<p><b><i>Aging in Place</i></b></p> <ul style="list-style-type: none"> <li>• A secondary suite may help older homeowners on a fixed income afford to remain in their homes longer by providing an extra source of income as well as a measure of security that another adult/s is close by to assist if necessary.</li> <li>• A suite can also provide accommodation for a live-in caretaker or be part of a reciprocal arrangement where a tenant provides help with personal care of the homeowner and/ the upkeep of a property in return for accommodation.</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary suites and/the primary dwelling unit may need to be upgraded or designed to include features that are “Accessible” and enable “Aging in Place”.</li> </ul>
<p><b><i>Security for second home owners or frequent travelers:</i></b></p> <ul style="list-style-type: none"> <li>• A suite might allow year round security for a homeowner who uses a home as a vacation property for short periods each year or who travels frequently.</li> </ul>	
<p><b><i>Allow families to stay together</i></b></p> <ul style="list-style-type: none"> <li>• A secondary suite may allow a family member such as an adult child or a parent to have an affordable home while also benefiting from mutual support. This may involve accommodation for grandparents or other family members to assist with childcare for working parents.</li> <li>• Alternately, a suite may allow accommodation for relatives in need of care, saving the travel time and expense associated with this responsibility.</li> </ul>	

**Table 12: Benefits and Challenges of Secondary Suites for Rural Communities and the Region**

<b>Rural Communities &amp; the Region</b>	
<b>Benefits</b>	<b>Challenges</b>
<p><b><i>Increases affordable housing stock without the need for government subsidies</i></b></p> <ul style="list-style-type: none"> <li>• Secondary suites would allow the RDN to increase the stock of affordable housing in rural areas without requiring government subsidies.</li> <li>• As the stock of rental housing increases, this may result in greater choice of rental housing and possibly lower market rents. This in turn would take pressure off the demand for subsidized housing.</li> </ul>	<ul style="list-style-type: none"> <li>• Unless there are conditions in place to require rent controls, there is no guarantee that rents for secondary suites will be affordable.</li> <li>• In some tourist areas, secondary suites may be used for temporary tourist accommodation, thereby not being available for long-term renters.</li> </ul>
<p><b><i>Low-impact densification.</i></b></p> <ul style="list-style-type: none"> <li>• Secondary suites increase the rental housing stock without significantly changing the built form of single-family rural neighbourhoods.</li> <li>• Secondary suites make more efficient use of existing housing stock, land, and services (water, sewer, roads, parks, schools etc.).</li> </ul>	<ul style="list-style-type: none"> <li>• May be increased environmental impacts if water and wastewater systems are not equipped to handle additional demand. Groundwater vulnerability is of particular concern in some areas of the region.</li> <li>• May increase demand for on-street parking.</li> <li>• Secondary suites in accessory buildings could have a higher impact on the character of an area and would require more careful design considerations.</li> <li>• May increase traffic in residential areas.</li> <li>• Increases in density may be viewed negatively by community members.</li> <li>• May increase noise due to more people living on a site with potential increases in vehicle traffic.</li> </ul>
<p><b><i>Supports Community Diversity</i></b></p> <ul style="list-style-type: none"> <li>• Secondary suites increase the diversity of housing choice. This supports the ability of residents from a wide range of economic levels and age groups to live within rural areas. This may also enable greater stability for aging communities by allowing for “aging in place”, with a variety of housing types to accommodate different life stages of residents.</li> <li>• Increased density in the right locations can help develop more compact, complete, communities which support alternative transportation e.g. walking, cycling, and transit.</li> </ul>	<ul style="list-style-type: none"> <li>• Some neighbourhoods and residents may not welcome or support diversity.</li> </ul>
<p><b><i>Promotes Smart Growth</i></b></p>	<ul style="list-style-type: none"> <li>• Allowing secondary suites outside of</li> </ul>

<b>Rural Communities &amp; the Region</b>	
<b>Benefits</b>	<b>Challenges</b>
<ul style="list-style-type: none"> <li>• Allowing increased density in designated growth areas promotes Smart Growth through intensification of land use, which will help to take the pressure off development of green space outside of these areas.</li> <li>• Encouraging suites in designated growth areas is consistent with the RDN's overall Growth Management Strategy to concentrate future growth and development inside Growth Containment Boundaries in order to protect lands that are valued for environmental, recreation and resource uses (e.g. agriculture, forestry).</li> </ul>	<p>designated growth areas is not completely consistent with growth management principles and related Smart Growth principles. This could work against efforts to build compact, complete communities.</p>
<p><b><i>Design and character issues</i></b></p> <ul style="list-style-type: none"> <li>• Secondary suites contained within a single-family home allow increases in density and meet housing needs without altering the character of a community.</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary suites that are detached or attached to the side of a single-family home present more issues in terms of the potential impact on community character and design. This requires consideration of regulations to guide the form and character to minimize potential negative impacts.</li> </ul>
<p><b><i>Efficient use of existing infrastructure &amp; services</i></b></p> <ul style="list-style-type: none"> <li>• Secondary suites help make good use of existing servicing and infrastructure e.g. water, sewer, solid waste, schools, parks, and community centres.</li> <li>• RDN Solid Waste Services note that servicing existing secondary suites would allow for better cost recovery and efficiency for solid waste services.</li> <li>• In addition to better cost recovery, allowing suites would also help the RDN reduce GHG emissions by diverting waste from the landfill (from existing unauthorized suites) and collecting waste from more dwelling units along already established collection routes.</li> <li>• Permitting secondary suites could help extend residential capacity in a community if single-family buildings continue to dominate development on lands permitted for higher density residential.</li> </ul>	<ul style="list-style-type: none"> <li>• Currently, extra compostable waste generated by existing unauthorized suites may not fit in the one green bin collected from each house address. This may result in extra garbage being collected for a nominal fee (using purchased tags) or residents directly taking waste to the landfill/transfer stations.</li> </ul>

<p><b><i>Planning for infrastructure and amenities</i></b></p> <ul style="list-style-type: none"> <li>• Allowing secondary suites provides more certainty about the number of potential dwelling units in an area allowing the RDN and other levels of government to accurately plan future infrastructure development as well as amenities like parks, recreation and schools.</li> </ul>	<ul style="list-style-type: none"> <li>• It is difficult to predict the uptake of secondary suites so actual and potential numbers of suites may be quite different.</li> </ul>
<p><b><i>Addresses current situation</i></b></p> <ul style="list-style-type: none"> <li>• Recognizes that secondary suites are already an established form of housing.</li> </ul>	<ul style="list-style-type: none"> <li>• May incur additional administration costs to ensure that new suites meet regulations.</li> <li>• May increase local government liability with regard to ensuring that new and existing suites meet health and safety standards as well as other regulations.</li> </ul>
<p><b><i>Addresses issues with second homes</i></b></p> <ul style="list-style-type: none"> <li>• Another factor influencing long term residential capacity in a community is the use of dwellings as second homes that are not occupied full time.</li> <li>• Allowing secondary suites may enable owners of second homes to provide a full time dwelling unit while still maintaining another dwelling unit for part-time personal use. This not only benefits homeowners, it also helps increase the availability of second homes as long term rental properties.</li> </ul>	
<p><b><i>Increase in federal transfer payments</i></b></p> <ul style="list-style-type: none"> <li>• Renters living in authorized suites may be more willing to be identified by census takers. More accurate counts can result in higher population numbers and hence increases in population-based funding.</li> </ul>	
<p><b><i>Avoiding a culture of non-compliance</i></b></p> <ul style="list-style-type: none"> <li>• One of the problems associated with the proliferation of unauthorized suites is the development of a culture of noncompliance to RDN regulations. Conversely, a permissive policy encourages compliance.</li> </ul>	<ul style="list-style-type: none"> <li>• Not all existing suites may be able to meet current health and safety requirements.</li> </ul>
<p><b><i>Climate Change and Energy Use</i></b></p> <ul style="list-style-type: none"> <li>• Increasing the number of housing units in existing residential areas may help to support alternative transportation, thereby reducing transportation associated energy use and emissions.</li> <li>• The RDN can ensure that new homes built with suites meet minimum code requirements for energy efficiency.</li> </ul>	<ul style="list-style-type: none"> <li>• Retrofit of existing homes poses more of a challenge and secondary suites in older homes may be less energy efficient as a result. This impacts GHG emissions and may result in extra financial costs for low income renters living in inefficient buildings.</li> <li>• Allowing suites away from nearby services and transit could lead to increased numbers of people reliant on cars and increased transportation related GHG emissions.</li> </ul>

<ul style="list-style-type: none"><li>• Secondary suites also allow for more efficient use of existing buildings and infrastructure by reducing the materials required for new construction and through greater efficiencies with shared walls.</li><li>• Allowing secondary suites may make it possible for incentives /funding to be directed towards improving the energy efficiency of new or upgraded suites.</li></ul>	
<p><b><i>Emergency Response</i></b></p> <ul style="list-style-type: none"><li>• Allowing secondary suites will enable the RDN to provide proper addressing for suites and information to emergency responders about the presence of additional dwelling units. This will improve emergency response for occupants of secondary suites.</li></ul>	

## 4 POLICIES SUPPORTING SECONDARY SUITES

The RDN has long recognized that secondary suites play an important role in addressing the need for affordable housing in Electoral Areas of the Region. The timeline in Appendix C provides a list of RDN Board endorsed plans and other documents that show support for the creation of affordable housing including secondary suites. Highlighted below are some of the RDN’s key policy documents that either directly or indirectly support allowing secondary suites as part of increasing the range of affordable housing options in the Region.

### 2013 – 2015 Board Strategic Plan

One of the goals of the RDN’s 2013-2015 Board Strategic Plan is to “Increase affordable, adaptable housing to support all members of a community”. This includes direction to “Build on the Regional Affordable Housing Study [2009] to promote the development of affordable housing and housing that supports aging in place for seniors”.

### 2010 Housing Action Plan

The Goal of the 2010 Housing Action Plan is “to increase the number and choice of affordable rental and market housing units designed to meet the needs of lower income residents with different household sizes, ages and special needs”. The Action Plan identifies that the “RDN can have greatest influence on the provision of Affordable Housing by using its jurisdiction over land uses” to influence the provision of non-market housing and market rental housing (see Appendix B).

The Action Plan outlines specific actions that the RDN can take to improve access to affordable housing using existing budgets and staffing resources. On January 25, 2011, the RDN Board endorsed proceeding with three actions including ‘Action 8’ to undertake a study to specifically identify where secondary suites should be permitted.

### 2010 Housing Action Plan - Action 8

#### **Adopting a Secondary Suites Bylaw**

*The RDN will consider undertaking a study to identify where secondary suites and carriage homes should be permitted in the Electoral Areas of the RDN. The study would also consider appropriate land use regulations (e.g. parking spaces, floor area).*

*Based upon the outcome of the study above, the RDN will consider updating OCPs and zoning bylaws to allow secondary suites.*

### 2011 Regional Growth Strategy

Unlike the previous 2003 Regional Growth Strategy (RGS), the 2011 RGS Bylaw No. 1615 contains goals and policies that specifically address affordable housing.

Goal 6 of the RGS is to: **Facilitate the Provision of Affordable Housing** – Support and facilitate the provision of appropriate, adequate, attainable, affordable and adaptable housing.

The inclusion of this goal in the 2011 RGS was in response to:

- Direction set in the 2010-2012 RDN Board Strategic Plan
- The results of the 2006 State of Sustainability Report that showed a trend towards worsening social indicators that affect increasing numbers of RDN residents in Core Housing Need.
- The subsequent 2007 State of Sustainability Recommendations Report included strategies to reduce the numbers of residents in core housing need.

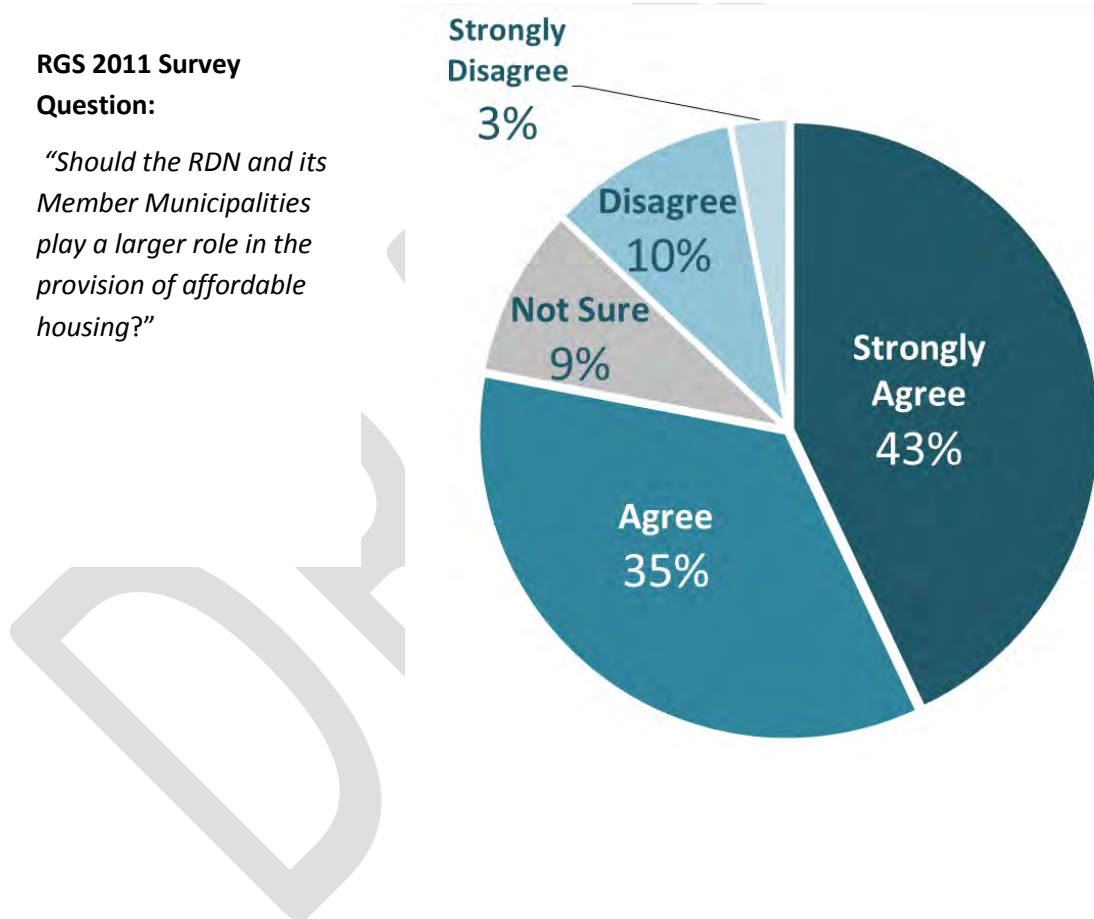


- Strong public support to include policies to address affordable housing in the RGS. The results of a 2011 survey on the revised draft RGS Bylaw No. 1615, showed that 78% of the 629 respondents either 'agreed' or 'strongly agreed' that the RDN and its Member Municipalities should play a larger role in the provision of affordable housing (see figure 6 below).

### RDN Official Community Plans

Several of the RDN's Official Community Plans support secondary suites either directly by having policies that support secondary suites within specific areas or indirectly through policies that encourage greater diversity of housing within the Growth Containment Boundary (see Appendix F).

**Figure 6: Response to RGS Survey on RDN's role in the Provision of Affordable Housing**



## 5 COMMUNITY CONSULTATION FOR DEVELOPING REGULATIONS TO ALLOW SECONDARY SUITES

The 2011 Regional Growth Strategy included an extensive public consultation process that showed clear support for the RDN and its member municipalities doing more to support the creation of affordable housing in the region (Figure 6). A few of the RDN's Electoral Area Official Community Plans, developed with broad community consultation, show specific support for secondary suites within Rural Village Centres (e.g. Electoral Area 'A' Official Community Plan, Bowser Village Centre Plan). However, there are several areas of the RDN where the question of allowing secondary suites has not been addressed by the community nor has there been discussion around how secondary suites should be implemented.

One of the key lessons learned from other local governments who have undertaken processes to authorize secondary suites is that, "successful secondary suites regulations draw on broad community participation in the process"<sup>31</sup>. Finding out more about what types of concerns community members may have about where and how secondary suites should be allowed is an important part of developing regulations that address these concerns.

Facilitating region-wide community consultation, particularly for the RDN's dispersed rural residents is an ongoing challenge. The document *Secondary Suites Consultation Plan* outlines a consultation process that is consistent with RDN Board public consultation policies and direction in the 2013-2015 Strategic Plan. The proposed consultation process includes opportunities for direct contact between RDN staff, Directors and Electoral Area communities; and use of online media to provide educational information and to gather input through an online survey promoted by using existing community networks and e-mail lists. This approach draws from recent public consultation experience in Electoral Areas and the need for an effective approach that allows opportunities for both renters and homeowners to participate.

The proposed timing of activities outlined in the *Secondary Suites Consultation Plan* is dependent on staff availability and resources. Although the Secondary Suites Process has been accounted for in the 2013 work plan and budget, any changes to the work plan will likely have an impact on available resources and subsequently the timing of the process.

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<sup>31</sup> Islands Trust Staff Report, July 21, 2011, Update on Consultation Strategy for Secondary Suites

## 6 WHERE SHOULD SECONDARY SUITES BE LOCATED?

This section looks at factors to consider when thinking about where secondary suites should be located within the RDN's Electoral Areas. This includes the following:

- 6.1 Where are other local governments allowing Secondary Suites?
- 6.2 RDN Policies that Support Secondary Suites
- 6.3 Transportation Costs and Secondary Suites Locations
- 6.4 Transportation & Aging in Place
- 6.5 Secondary Suites and Transit
- 6.6 Compact Communities – Secondary Suites & Proximity to Shops, Services and other Amenities
- 6.7 Secondary Suites and Employment Opportunities
- 6.8 Watershed Health and Community Servicing

### 6.1 Where are other local governments allowing secondary suites?

The majority of local governments that allow secondary suites are municipalities. Regional districts that allow secondary suites include Cowichan Valley, Alberni-Clayoquot, Bulkley-Nechako, Peace River and Sunshine Coast. Some regional districts also regulate secondary suites as duplexes, permitting them in areas that allow two dwellings on a parcel (e.g. Okanagan-Similkameen and Central Kootenay).

For municipalities, making the decision about where secondary suites should be allowed is often more straightforward compared to regional districts. Municipalities tend to have higher proportions of serviced land in closer proximity to transit, schools, sources of employment and other services. In contrast, many regional districts like the RDN govern areas that are typically more rural, with lower density development and lower levels of servicing. Regional districts often include areas with significant ecological values, including watersheds that are sensitive to the impacts of development. Lack of adequate wastewater treatment and water can be a major factor in whether or not secondary suites are allowed in an area. Proximity to transit is another factor for where suites should be permitted. Transit, where it exists in rural areas, may service areas along highway corridors in between specific centres.

Unlike more remote regional districts in BC, the RDN has much of its land base within relatively close driving distance to larger urban centres. This fact, together with a legacy of zoning bylaws that allow large lot suburban style development in rural areas, have contributed to sprawling patterns of development with easy access to major highways.

Local governments in British Columbia generally take one of two approaches to allowing secondary suites. Some permit secondary suites in all single-family dwellings regardless of zoning (City of Vancouver, City of Richmond), while others limit secondary suites to single-family residences within specific zones (City of Nanaimo, City of Parksville, Town of Qualicum Beach, Cowichan Valley Regional District). Some local governments in more rural contexts are also considering allowing suites within areas serviced by transit or where groundwater vulnerability is not an issue rather than focusing on particular land use zones (Islands Trust, Salt Spring).

*As a region, the goal is to reduce the percent of owners and renters in core housing need, at minimum to the provincial average. This may be done by improving the housing's adequacy, suitability and affordability.*

Regional District of Nanaimo State of Sustainability Report (Prospering Today, Protecting Tomorrow: The State Of Sustainability of the Regional District of Nanaimo) September 2006

## 6.2 RDN Policies that Support Secondary Suites

Although the RGS does not specifically address where secondary suites should be located, there are several policies (see Figure 7) that support increasing ‘housing diversity’ within GCBs. The RGS definition of ‘housing diversity’ includes secondary suites as a form of housing<sup>32</sup>. Three of the RDN’s municipalities that make up the larger Urban Centres in the RGS currently allow secondary suites (City of Nanaimo, City of Parksville and Town of Qualicum Beach).

### Rural Village Centres

Electoral Area	Rural Village Centre
A	Cassidy
A	Cedar
C	Extension
E	Fairwinds
E	Red Gap
F	Bellevue-Church Road
F	Coombs
F	Errington
F	Hilliers
F	Qualicum River Estates
G	French Creek
H	Bowser
H	Dunsmuir
H	Qualicum Bay

### Urban Centres

Municipality & Urban Centre
City of Nanaimo
District of Lantzville
City of Parksville
Town of Qualicum Beach

<sup>32</sup>The RGS defines **Housing Diversity** as follows: To accommodate the diverse housing needs of residents, communities should strive to include a broad range of housing types including single detached, semi-detached, duplex, multi-unit attached housing, apartments, secondary suites, etc.

Figure 7: 2011 RGS Goals and Policies that Support Locating Secondary Suites within GCB's

**Goal 1 – Prepare for Climate Change and Reduce Energy Consumption** – Reduce GHG emissions and energy consumption and promote adaptive measures

**Policy 1.3** - Encourage, wherever possible, land use patterns and transportation systems that will improve lifestyle and behaviour choices based on sustainability principles. Key strategies include:

- Locating most housing, jobs, goods and services, and amenities in compact, complete rural villages and urban areas that are accessible without the need to drive;
- Encouraging greater housing diversity within Growth Containment Boundaries;
- Conserving lands located outside of Growth Containment Boundaries primarily for:
  - agricultural, forestry and other primary economic activities
  - recreation and environmental protection purposes
- Encouraging water-efficient, energy-efficient, and more sustainable subdivision and development

**Goal 4 - Concentrate housing and jobs in growth centres** – Establish distinctive activity centres that provide ready access to places to live, work, play and learn.

**Housing Diversity**

**Policy 4.4** - A broad range of housing types and unit sizes should be encouraged within GCBs. Special consideration should be given to the housing needs of an aging population, those who are differently-abled, and those with moderate or low incomes.

**Goal 6 – Facilitate the Provision of Affordable Housing** – Support and facilitate the provision of appropriate, adequate, affordable, attainable and adaptable housing.

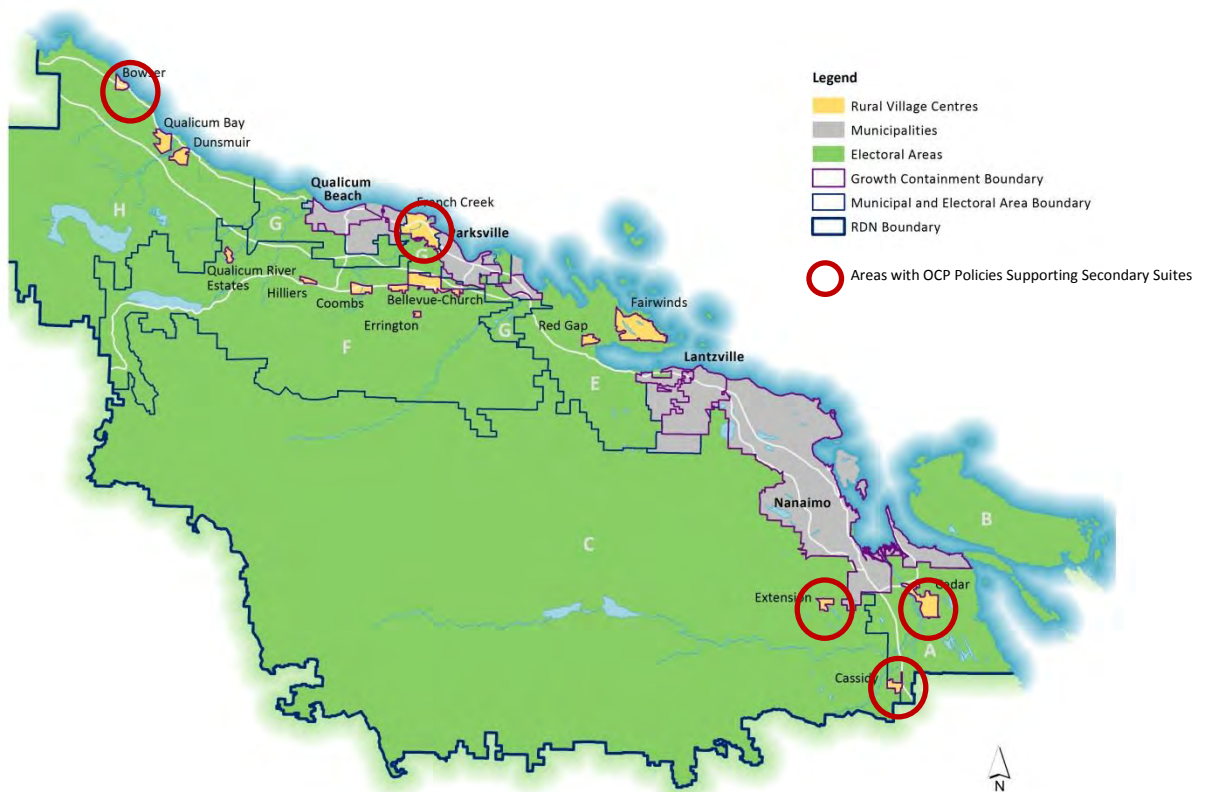
**Policy 6.2** - Adopt official community plans and zoning bylaws that increase the range of housing options, especially in mixed-use centres that are well served with transit.

The following Official Community Plans identified in Table 13 below include policies that provide specific direction on where secondary suites are supported.

**Table 13: Electoral Area OCP Support for Secondary Suites**

Electoral Area OCP	General Support for Increasing the Amount and Diversity of Housing Choices	Specific Support for Secondary Suites
A	Rural Village Centres Only	Cedar & Cassidy RVCs Only
C	Rural Village Centres Only	Extension RVC Only
E	Rural Village Centres Only	No
F	Rural Village Centres Only	No
G	Rural Village Centres Only	French Creek RVC Only
H	Rural Village Centres Only	Bowser RVC Only

**Map 2: Areas with Specific Support for Secondary Suites in OCPs**



The 2009 *Housing Affordability* study identified several areas as the most suitable locations for affordable housing in the Region’s Electoral Areas. Different forms of affordable housing were recommended for specific areas based upon the identified needs of residents in each Electoral Area to have access to employment and amenities (such as transportation, health services, and schools) together with availability of infrastructure to support higher housing densities (water and wastewater treatment). The areas identified as suitable locations for affordable housing were all within Rural Village Centres. A recent study (2013) on Rural Village Centres identified Cedar, Bowser, Red Gap, Coombs and Fairwinds as areas with the most potential to evolve into mixed-use centres<sup>33</sup> that support access to a range of services and amenities, provision of community services (water, sewer and transit) and walkability.

### 6.3 Transportation Costs and Secondary Suites Locations

Where secondary suites are located will determine whether or not there are alternatives to using a private vehicle to meet daily needs. This will in turn affect transportation related GHG emissions as

<sup>33</sup> 2011 RGS, Policy 4.11, page 29  
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well as transportation costs for those living in secondary suites. Currently, only a few areas of the RDN have transit.

Transportation costs have been steadily increasing on Vancouver Island, British Columbia and across Canada as a whole. The British Columbia Average Annual Consumer Price Index<sup>34</sup> shows significant increases in consumer costs for transportation and gasoline over the past few years (see Table 14).

High transportation costs have a direct impact on housing affordability in rural areas. This creates a double burden on low to moderate income residents living in rural areas and emphasizes the need to carefully consider the impact of housing location and transportation options on housing affordability.

**Table 14: British Columbia Average Annual Consumer Price Index Showing Transportation and Gasoline Increases between 2007 and 2011<sup>35</sup>.**

British Columbia Average Annual Consumer Price Index (2002 = 100)	2007	2008	2009	2010	2011
Transportation <sup>36</sup>	110	112.3	112.3	113.8	116.5
Gasoline	150.7	169.6	143.9	156.9	180.3

### 6.4 Transportation & Aging in Place

The RDN Board, through the Board Strategic Plan and the RGS, support *strategies that promote the development of affordable Housing that supports 'aging in place'*<sup>37</sup>. This is another factor to consider when assessing suitable locations for secondary suites. The RDN's Electoral Areas have an aging population with a higher proportion of its population in the 45+ age groups compared to the rest of BC. The majority of the RDN's future population growth is projected to be in the seniors age groups. As the region's population continues to age, there will be a growing need for communities that allow seniors to 'age in place'. This will involve providing suitable, affordable housing in locations that allow seniors to 'maintain their mobility and independence.

<sup>34</sup> The Consumer Price Index (CPI) is an indicator of changes in consumer prices experienced by Canadians. It is obtained by comparing, over time, the cost of a fixed basket of goods and services purchased by consumers. Since the basket contains goods and services of unchanging or equivalent quantity and quality, the index reflects only pure price change. The CPI is widely used as an indicator of the change in the general level of consumer prices or the rate of inflation. Statistics Canada - The Consumer Price Index – July 2012, Catalogue no. 62-001-X, vol. 90, no. 9 ISSN 1496-2225

<sup>35</sup> Statistics Canada - The Consumer Price Index CANSIM table 326-0021

<sup>36</sup> The Consumer Price Index Transportation category includes purchase, leasing and rental of passenger vehicles, operation of passenger vehicles, public transportation (local and commuter transportation and inter-city transportation)

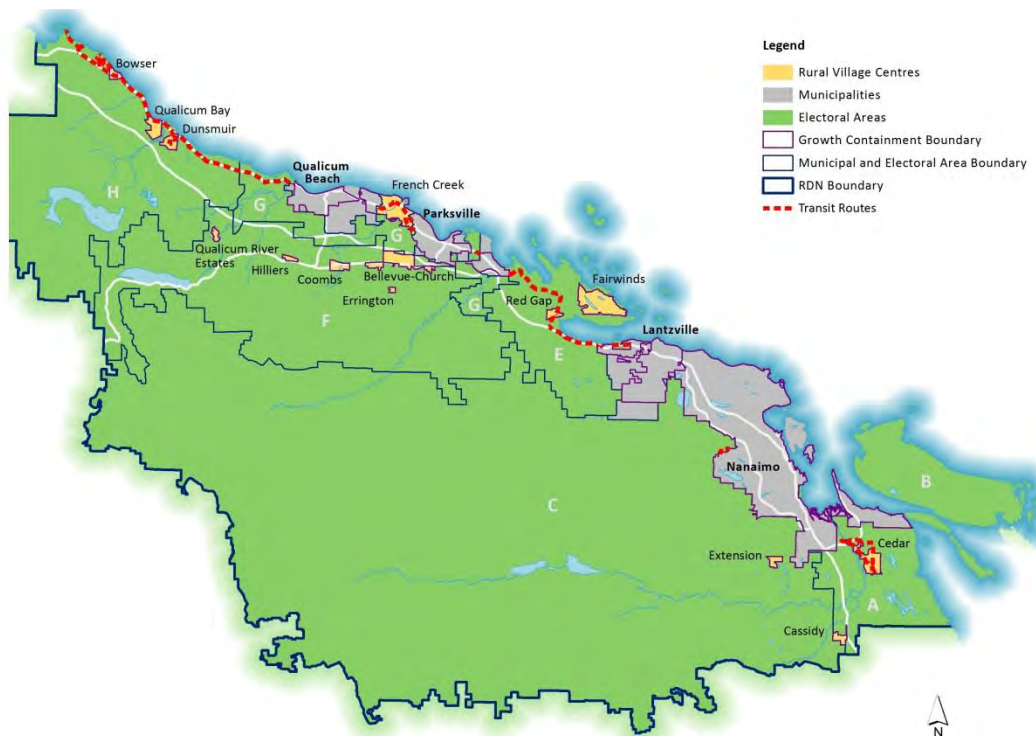
<sup>37</sup> RDN Board Strategic Plan, 2013-2015, Strategic and Community Development Action 3a, page 25



### 6.5 Secondary Suites and Transit

Transit service can be an important factor when considering suitable locations for secondary suites given benefits to residents of secondary suites who may not be able to afford the costs of owning and maintaining a vehicle. Map 4 shows areas served by transit in the RDN’s Electoral Areas as of 2012. Changes to routes and service are being considered for 2013.

**Map 3: Transit Service in RDN Electoral Areas**



RDN transit provides services to parts of Electoral Areas A, E, G and H with routes following transportation corridors that link areas with more concentrated residential development to commercial destinations including Rural Village Centres and larger urban centres (Nanaimo, Parkville, Lantzville and Qualicum Beach). As such routes are focused along Island Highway 19A and other main roads serving rural neighbourhoods with relatively higher concentrations of population in Electoral Areas.

Table 15 below shows areas served by transit in the RDN’s Electoral Areas. Electoral Areas A, E and G have well established transit service connecting relatively higher density residential areas to commercial centres. Electoral Area A including Cedar RVC has the most frequent service with half hourly daily service. Both Electoral Area E (including Red Gap RVC and Northwest Bay Road) and Area G (focused on French Creek RVC) have hourly transit service.

As of March 2012, Electoral Area H has a paratransit service consisting of one trip per week along the Island Highway 19A between Qualicum Beach and Deep Bay. This includes stops in Qualicum Bay, Dunsmuir, and Bowser Rural Village Centres. This service could be continued and expanded in the future depending on demand.

**Table 15: RDN Electoral Areas Served by Transit**

Areas with Transit	Transit
Electoral Area A	
<ul style="list-style-type: none"> <li>Cedar, Woodbank and Harmac Roads including Cedar RVC</li> </ul>	<p><b>Y</b> 30 min</p>
Electoral Area E	
<ul style="list-style-type: none"> <li>Northwest Bay Road including Red Gap RVC</li> <li>Express service along Island Highway 19A between intersection at Northwest Bay Road and Parksville</li> </ul>	<p><b>Y</b> 60 min</p>
Electoral Area G	
<ul style="list-style-type: none"> <li>Island Highway 19A between Parksville and Qualicum Beach. This includes French Creek RVC</li> </ul>	<p><b>Y</b> 60 min</p>
Electoral Area H	
<ul style="list-style-type: none"> <li>Island Highway 19A between Qualicum Beach and Deep Bay. This includes Qualicum Bay, Dunsmuir and Bowser, RVC's</li> </ul>	<p><b>Y</b> 1 trip/ wk.</p>

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## 6.6 Compact Communities – Secondary Suites & Proximity to Shops, Services and other Amenities

Secondary suites in close proximity to a range of services, jobs, schools and amenities provides better opportunities for those with low to moderate incomes and/ those unable to drive to avoid the cost of owning a vehicle.

It is clear that some areas have a more ‘complete’ mix of employment opportunities, schools, commercial services and amenities than others. The table below lists a range of amenities in different areas of the RDN that most people may need/want to access on a regular basis.

**Table 16: Location of Services and Amenities in RDN Electoral Areas**

Location with concentration of Services & Amenities	Public School	Grocery Store Corner Store	Restaurant/ Cafe	Bank	Medical/ Dental	Community Hall	Pharmacy	Post Office	Library	Gas Station
Cassidy RVC	N	Y	Y	N	N	N	N	N	N	Y
Cedar RVC	Y	Y	Y	Y	Y	Y	N	N	N	Y
Extension RVC	N	N	N	N	N	Y	N	N	N	N
Fairwinds RVC	N	N	Y	N	N	N	N	N	N	N
Red Gap RVC	Y	Y	Y	Y	Y	Y	Y	Y	Y	N
Bellevue-Church Road RSA	N	Y	Y	N	Y	Y	N	N	N	Y
Coombs RVC	Y	Y	Y	N	N	Y	N	Y	N	N
Errington RVC	N	Y	Y	N	N	Y	N	Y	N	Y
Hilliers RVC	N	N	Y	N	N	N	N	N	N	N
Qualicum River Estates RVC	N	Y	N	N	N	N	N	N	N	N
French Creek RVC	Y	Y*	Y	Y	Y*	Y*	Y*	N	N	Y
Bowser RVC	N	Y	Y	Y	N	Y	Y**	Y	Y	Y
Dunsmuir RVC	N	N	N	N	N	N	N	N	N	N
Qualicum Bay RVC	N	N	Y	N	N	Y	N	N	N	N

\*French Creek is adjacent to Wembley Mall in Parksville that provides these amenities.

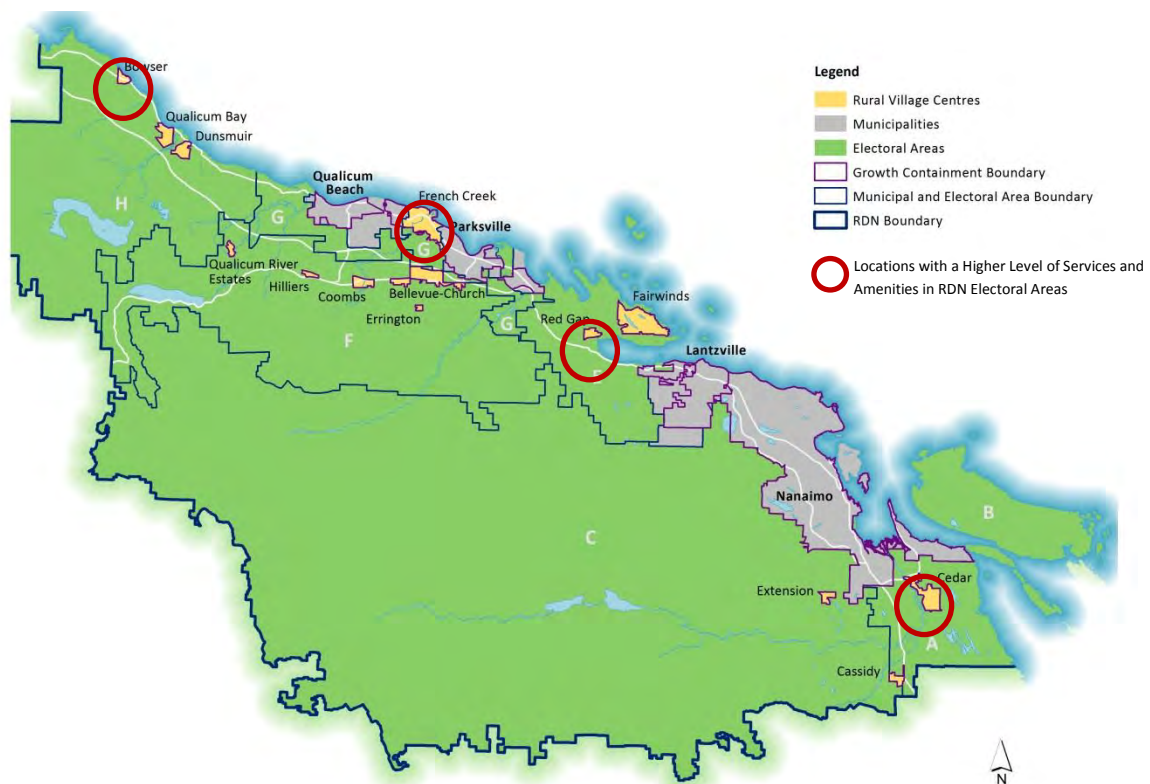
\*\*Bowser has a store that provides a pharmacy pick-up service.

Relative to all the areas with concentrations of services and amenities, the following four locations currently have a higher level of services and amenities aimed at meeting the needs of local residents (six or more of those listed):

- Cedar RVC
- Red Gap RVC
- French Creek RVC
- Bowser RVC

It should be noted that these locations all have larger grocery stores as opposed to corner stores and, three of them are also the only Rural Village Centres with public schools within their boundaries (French Creek, Cedar and Red Gap).

**Map 4: Locations with a Higher Level of Services & Amenities in RDN Electoral Areas**



## 6.7 Secondary Suites and Employment Opportunities

The locations that have a higher range of amenities that help meet the daily needs of residents tend to also have a greater number of potential employment opportunities associated with these businesses. Areas like Bellevue-Church Road and Coombs have more specialized businesses that are not focused on meeting local needs but do provide potential sources of employment for residents. Having sources of local employment close to affordable housing like secondary suites provides important opportunities for jobs close to home, and helps to reduce transportation costs.

The table below provides an approximate number of businesses (not home-based) that influence the amount of potential employment opportunities in different Rural Village Centres in Electoral Areas. The number of different Statistics Canada Industry Categories that these businesses fall under is provided as this gives a general indication of the variety of potential employment opportunities. Statistics Canada divides businesses into ten broad industry categories including; agriculture/resource-based; construction; manufacturing; wholesale trade; retail trade; finance and real Estate; health care and social services; and educational services. More details on the actual businesses and Industry Categories found in each RVC can be found in the RDN's 2012 Draft Rural Village Centres Inventory. As most businesses are located in the RVC's, the majority of jobs are also located in the RVC's with a few exceptions.

**Table 17: Concentration of Potential Business Employers in Different Locations**

Concentration of Potential Business Employers	Approximate Number of Businesses (Excluding HBB)*			Approximate Number of Industry Canada Business Categories*		
	0-14	15-24	25+	0-3	4-6	7-10
Cassidy RVC		15			5	
Cedar RVC		26+			7	
Extension RVC	0					
Fairwinds RVC		8			2	
Red Gap RVC		15+			5	
Bellevue-Church Road RSA		53+			6	
Coombs RVC		25+			3	
Errington RVC		10			3	
Hilliers RVC		10			2	
Qualicum River Estates RVC		1			1	
French Creek RVC **		42+			9	
Bowser RVC		18+			4	
Dunsmuir RVC		4			2	
Qualicum Bay RVC		13+			4	

\* Employment Information Source: RDN Draft Rural Village Centre Inventory, 2012

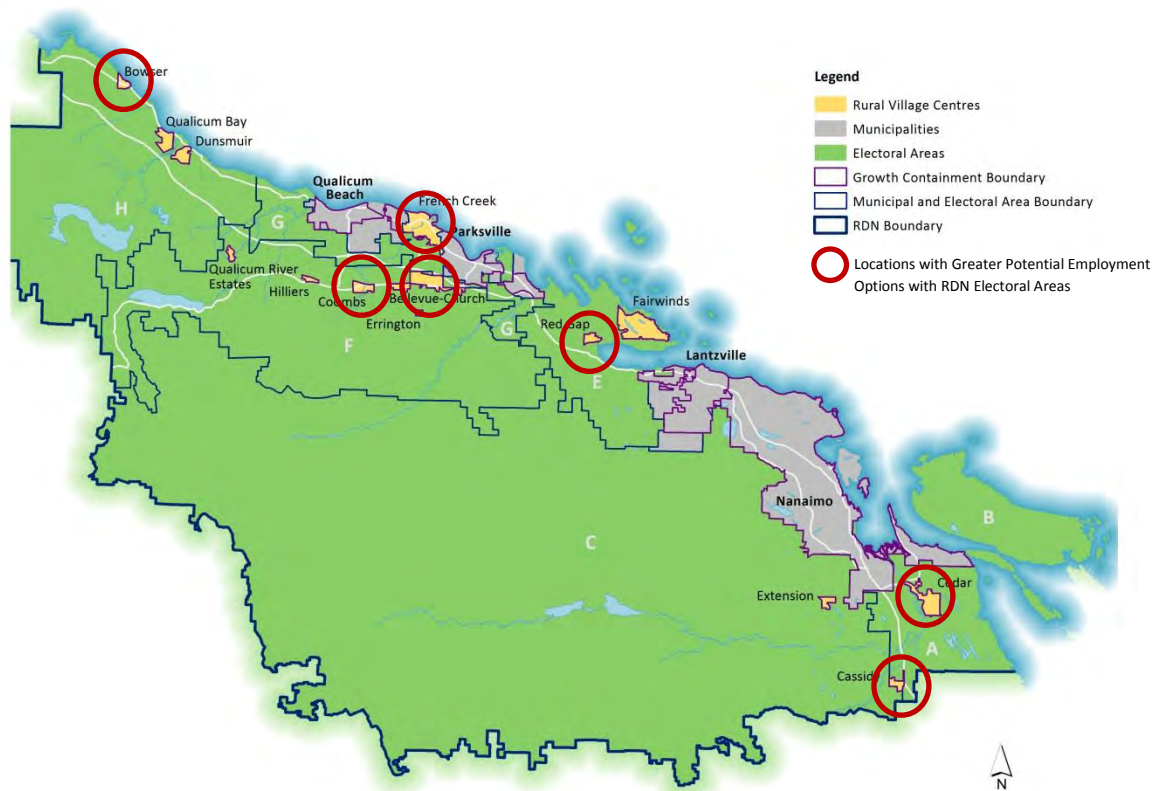
\*\*Data for French Creek Rural Village Centre includes businesses immediately adjacent at Wembley Mall

The following locations currently have a higher number (15 or more) and/ a greater diversity of businesses (with four or more Industry Canada Business Categories present) that are sources of potential employment for local residents.

- Cassidy RVC
- Cedar RVC
- Red Gap RVC
- Bellevue-Church Road RSA
- Coombs RVC
- French Creek RVC
- Bowser RVC

Proximity and ease of access via transit to major employment centres also affects employment options for residents of RVCs as well as other areas of the RDN. For example, the RVC of French Creek has daily transit and areas within walking distance of potential employers in the City of Parksville. Red Gap RVC has daily transit to the cities of Parksville and Nanaimo. Meanwhile, Cedar RVC has daily transit access to a wide diversity of jobs in the City of Nanaimo.

**Map 5: Locations in RDN Electoral Areas with Greater Potential Employment Options**



### 6.8 Watershed Health and Community Servicing

Healthy watersheds are another strategic priority for the RDN Board. The 2010-2012 Board Strategic plan notes that *public concern over protection of the region's water supply resources has increased in the past decade, particularly regarding the protection of the region's groundwater resource.*

Based upon the experience of other jurisdictions, potential impacts on groundwater is likely to be raised as one of the concerns about allowing secondary suites in areas where individual well and septic systems are the only servicing options. This is particularly the case where groundwater vulnerability (to contamination) or capacity of water supply is either a known or perceived issue.

The provision of community water and sewer services is one of the key tools that the RDN uses to achieve growth management goals. The RGS directs the provision of community water and sewer service to lands within the GCB to facilitate growth in these areas while at the same time restricting servicing to lands outside. The only exceptions are in instances where community servicing is needed to address environmental or health issues outside the GCB.

Adequate servicing is necessary to support higher density development associated with compact communities. Sewer and water servicing are also important in areas where there are concerns about the impacts of development on groundwater resources. The dilemma for the RDN is that only a few areas currently have both community water and sewer service and, those that have neither water or sewer may not have the densities necessary to support cost-effective service and/or land owners may not be willing or able to invest in community services to facilitate higher density development.

On the one hand there is evidence suggesting that homes with attached suites have a relatively low impact on increased water and wastewater compared to separate detached suites or second dwellings. This may mean that the added loads on individual well and septic systems in unserviced areas might be within the capacity of these systems to accommodate. Furthermore, there are measures that can be taken to ensure that homes with secondary suites have sufficient water and sewage disposal capacity to accommodate them (this includes issuing permits subject to proof of adequate capacity and requiring measures to reduce water use).

The challenge is that although well and septic systems may be designed to accommodate the additional demand generated by a suite, the RDN has no way of ensuring that systems are maintained and groundwater resources protected from negative impacts caused by poorly maintained septic systems or unsustainable use of well water.

Where groundwater quality and quantity is of concern, areas serviced with community sewer and/or water systems may be viewed as better suited to accommodate moderate increases in density (resulting from allowing secondary suites). Additionally, areas with Official Community Plans that include strong policies to mitigate impacts of development on groundwater may also be considered more favourable.

Rural Village Centres that have partial or no community water services (as shown in Appendix G) include: Cassidy, Bellevue-Church Road, Coombs, Errington, Hilliers and Qualicum River Estates. Several of these areas are also where groundwater capacity is either unknown or there are possible issues that need to be confirmed (Bellevue-Church Road, Coombs, Errington, Hilliers, and Qualicum River Estates).

Other areas that do have community water with stable capacity may still need to be considered carefully because they have the following combination of characteristics: areas with high intrinsic aquifer vulnerability; no community sewer; and, limited groundwater protection policies in OCPs to mitigate impacts of higher density development on groundwater. This includes the Qualicum Bay and Dunsmuir RVCs.

Cedar, Fairwinds and French Creek are the only locations with both community water and sewer services that also have stronger groundwater protection policies to help mitigate and address concerns in areas with high intrinsic groundwater vulnerability. However, it should be noted that North Cedar Improvement District (NCID) currently has a moratorium on additional water connections within its service area until infrastructure improvements are made.

Red Gap and Bowser RVCs are both serviced by community water systems which are considered to have a stable supply (based on known groundwater capacity). In addition, Extension RVC is serviced by the City of Nanaimo's water supply that comes from surface water sources. While none of these three RVCs have community sewer, they all have stronger groundwater protection policies in place through their OCPs. These policies enable the RDN to require developments to achieve higher levels of groundwater protection. This is important for mitigating the impacts of development in areas with aquifers assessed as having high intrinsic vulnerability.



## 7 CONCLUSION

Research shows that the RDN continues to face a shortfall of rental housing, especially affordable rental housing. This trend is projected to continue for the next twenty plus years. Allowing secondary suites is a viable way for the RDN to try to improve the stock of affordable rental housing with minimal use of resources and a minimal impact on the community. The information in this study is intended to help decision makers and community members understand a range of issues and potential implications associated with choosing where and how to implement secondary suites.

As the first phase of the Secondary Suites Process, this study provides an overview of the benefits and challenges of secondary suites from the perspective of homeowners, renters, rural communities and the region as a whole. A review of different factors to consider regarding where secondary suites should be allowed is also discussed. This includes prior community support for secondary suites in specific locations as identified by Official Community Plans; access to transit and a diverse range of amenities; groundwater resources; and levels of community servicing (water and sewer).

This study also identifies several issues that need to be considered when drafting and implementing secondary suites regulations including: type of suite (attached, fully within or detached from a single-family dwelling), size, number of rooms, number of suites allowed and location on a lot, parking requirements, owner-occupancy, user fees, flexible design of suites to allow for different types of users and energy efficiency. These issues are based upon the experience of other jurisdictions and anticipated community concerns.

Including community members in decisions which affect them is an important part of the process in deciding where and how to implement secondary suites. This is consistent with RDN Board direction to be accountable and have transparent decision making. Feedback from community members will be solicited and used to help the RDN understand what community members are willing to support. This feedback is essential to addressing concerns or potential challenges for implementing secondary suites.

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- Statistics Canada. 2012. *Nanaimo H, British Columbia (Code 5921036) and Nanaimo, British Columbia (Code 5921) (table). Census Profile*. 2011 Census. Statistics Canada Catalogue no. 98-316-XWE. Ottawa. Released September 19, 2012.  
<http://www12.statcan.gc.ca/census-recensement/2011/dp-pd/prof/index.cfm?Lang=E> (accessed September 21, 2012).
- *The Impact of Municipal User Fees on Secondary Suites*. Research Highlights. Canada and Mortgage Housing Corporation (CMHC). October, 2001.
- *Urban Growth and Development, Secondary Suites*. West Coast Environmental Law.
- *Update on Consultation Strategy for Secondary Suites*. Islands Trust Staff Report. July 21, 2011.

## Appendix A - Existing Land Use Zones in RDN Bylaws Allowing an Additional Dwelling Unit

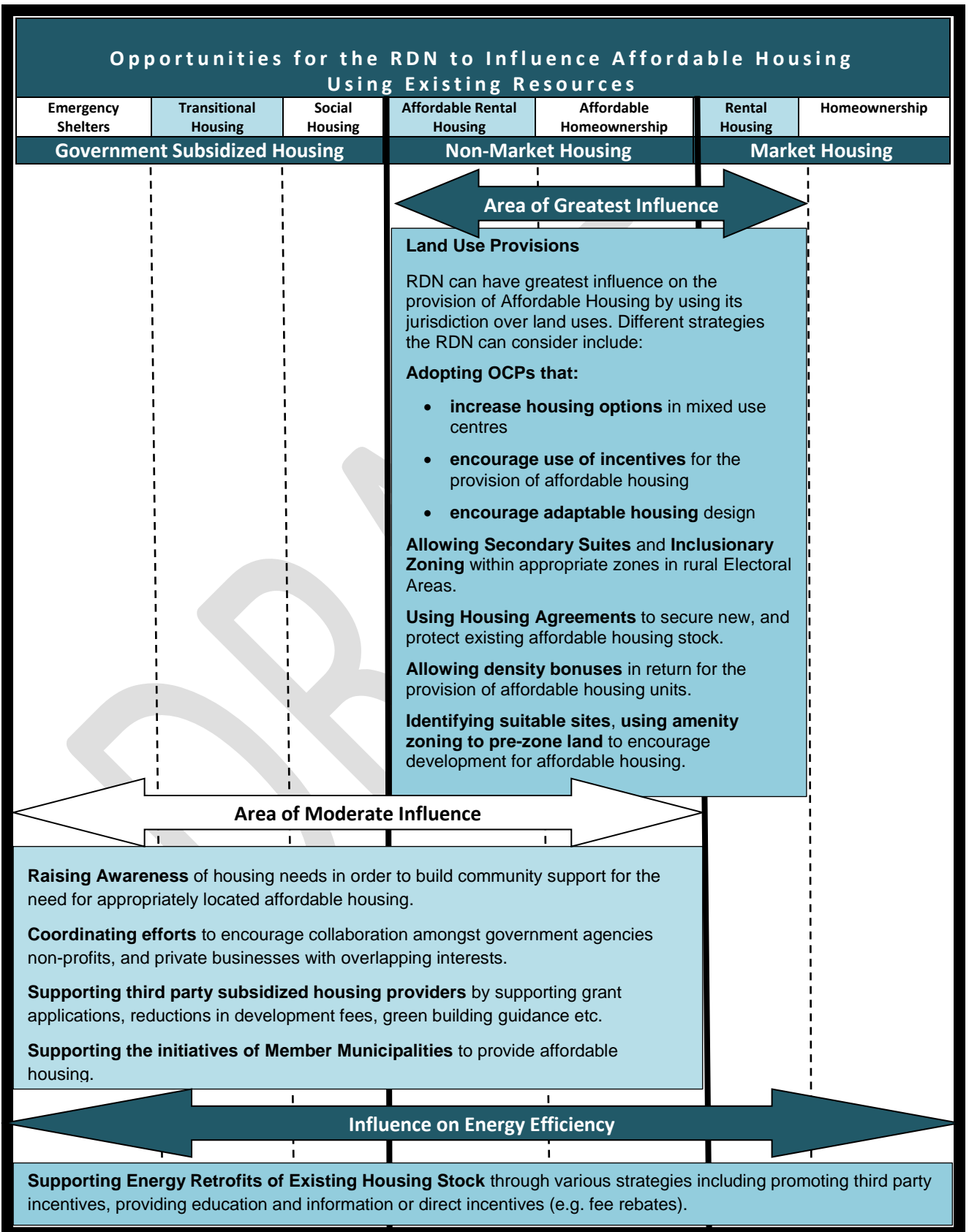
### Zoning and Subdivision Bylaw No. 500 for RDN Electoral Areas A, C, E, G and H

- Recreation 2 (2 dwelling units per parcel)
- Residential 2 (2 dwelling units per parcel)
- Residential 2.1 (1 duplex)
- Resource Management 1-3, 5, 7, 8, 9 (max 2 du if parcel area is greater than 8.0 ha - Electoral Areas A,C, E, H)
- Rural 1, 2, 3, 4 (max 2 du if parcel area is greater than 2.0 ha - Electoral Areas A, C, E, H)
- Rural 1, 2, 3, 4 (max 2 du if parcel area is greater than 2.0 ha- Electoral Area G prior to Feb 22, 2011 or equal or greater than twice min parcel size in Schedule '4B')
- Rural 5, 7, 9 (max 2 du if parcel area is greater than 2.0 ha - Electoral Areas A, C, E, G, H)
- Rural 8 (max 2 du if parcel area is greater than 2.0 ha - Electoral Areas A, C, E, G, H)
- Bowser CD – 5 du/ha
- South Wellington CD Zone (max 2 du if parcel area is greater than 2.0 ha)
- CD Zone 21 - (max 2 du if parcel area is greater than 2.0 ha)
- Cedar Estates CD Zone 29 – Area B (max 2 du/ parcel)

### Zoning and Subdivision Bylaw No. 1285, 2002 for Electoral Area F.

- Agriculture 1 (2 dwelling units per lot, provided that one is a Manufactured Home)
- Commercial 2 (1 dwelling unit per ha)
- Commercial 3 (1 dwelling unit per ha)
- Commercial 4 (1 dwelling unit per ha)
- Rural 1 (1 dwelling unit per ha to a maximum of 2 dwelling units per lot)
- Rural Residential 2 (1 dwelling unit per ha)
- Village Residential 3 (1 dwelling unit per ha)
- CD-5 1420 Romain Road (1 dwelling unit per ha)
- CD-10 1160 Smithers Road (1 dwelling unit per ha to a maximum of 2 dwelling units per lot)
- CD-11 1225 Fair Road (3 dwelling units) (Minimum Lot size 1 ha)
- CD-12 1440 Romain Road (1 dwelling unit per ha)
- CD-13 1470 Romain Road (1 dwelling unit per ha)
- CD-15 2701 Alberni Highway (1 dwelling unit per ha)
- CD-16 2116 Alberni Highway (2 dwelling units per lot, provided that one is a Manufactured Home)

Appendix B – RDN Opportunities to Influence Affordable Housing Using Existing Resources



Appendix C – RDN Support for Secondary Suites

Events Influencing RDN Support for Secondary Suites as a Form of Affordable Housing		
Date	Document Name	Direction relating to Secondary Suites
1995	BC Building Code	BC Building Code amended to add a section specifically to address secondary suites. This has resulted in more flexible standards to apply to suites contained within existing or new single-family dwellings. Under the Code, a suite is defined as a smaller dwelling unit within a single-family house that is less than 40% of the habitable floor space of the house to a maximum of 90 m <sup>2</sup> (968 ft <sup>2</sup> ). Other parts of the Code apply to suites that are larger than 90 m <sup>2</sup> .
1995	Staff Report “Secondary Suites” - September 12, 1995	Staff report outlines issues relating to secondary suites, presenting four alternatives for consideration. The report recommended that the RDN Board consider a region-wide secondary suites study (see below).
1995	RDN Board Minutes - October 10, 1995	RDN Board motion: <ol style="list-style-type: none"> <li>1. That the staff report outlining background information and alternatives concerning secondary suites be received.</li> <li>2. That the Board consider a region-wide secondary suites study as part of the budget deliberations for the 1996 work program with the objectives of estimating the numbers and location of suites in the Regional District and determining the public’s attitudes, perspectives and concerns after deliberations with the provincial government concerning possible new provincial regulations.                      Note - this study was never undertaken.</li> </ol>
2004	RDN Board Minutes - August 10th 2004	RDN Board passed a motion: That staff be directed to conduct a policy review with respect to secondary suite development in the Regional District of Nanaimo and that this item also be referred to the RGMAC / State of sustainability Project for their input.
2004	Staff Report “Regional District Position regarding Secondary Dwellings” – November 1, 2004	The staff report proposed an internal policy for helping the RDN review and approve Building Permits in cases where a secondary suite is suspected in accessory buildings or within principle dwellings. Report received by the Electoral Area Planning Committee however no recommendation given. Report did not proceed to the RDN Board.
2006	State of Sustainability Report - September 2006	The RDN undertook an extensive study of the Regional Growth Strategy’s implementation and progress with the ‘State of Sustainability Project’. Overseen by the Regional Growth Monitoring Advisory Committee (RGMAC), the research findings resulted in the 2006 State of Sustainability Report. The report concluded that: <ul style="list-style-type: none"> <li>• The number of residents in ‘Core Housing Need’ (having housing that is inadequate, unsuitable or unaffordable) has increased in the region between 1991 and 2001.</li> <li>• Based on available 2005 data, the region was unable to meet the needs of family applicants for subsidized housing in a timely manner with almost double the rate of applicants per available subsidized housing unit compared to the provincial average.</li> </ul> The report states that “one of the primary issues is ensuring that there are a variety of types and sizes of houses to meet the needs of families, seniors and physically challenged people”. Pages 193-202
2006	2006-2009 RDN Board Strategic Plan	The first RDN Board Strategic Plan to clearly identify addressing affordable housing and aging in place as a strategic priority. This has been carried forward in the 2010-2012 RDN Board Strategic Plan.
2007	Population and Housing Change in the Nanaimo Region, 2006-2036 (October 2007), Urban Futures	Study concludes that the RDN will see an increase in population by 60% from 144,371 residents to 231,184 residents by 2036. Population increase and demographic changes towards an older population will lead to an 80% increase in housing demand caused by the trend towards lower average household sizes as people age (more houses with fewer occupants).

Events Influencing RDN Support for Secondary Suites as a Form of Affordable Housing		
Date	Document Name	Direction relating to Secondary Suites
		Study anticipates that housing patterns will shift towards smaller lot ground oriented and apartment formats due in part of affordability for younger adults who are forming households later in life and lack of availability of single detached homes as a large portion of the baby boomers remain in their homes for a longer period of time.
2007	Regional District of Nanaimo Regional Growth Strategy Review Background Report: Land Inventory & Capacity Analysis (October 2007), The Sheltair Group	<p>Study identified that the region has sufficient capacity to meet demand for single-detached and apartment dwelling units until 2036. The category other ground-oriented dwelling units was the only one for which a shortfall was predicted within the 2036 timeframe. Due to the difficulty of capturing data, the study did not include secondary suites in calculations for existing or future residential capacity.</p> <p>One of the key recommendations was that the existing situation and trends associated with second home ownership and secondary suites be further researched.</p>
2007	RDN Staff Report, December 18, 2007 Regional Growth Strategy Review Background Reports: Population and Housing Change in the Nanaimo Region 2006-2036; and Land Inventory and Capacity Analysis	Report summarizes findings of the Land Inventory and Capacity Analysis and provides new information indicating that the anticipated shortfall projected by the Land Inventory will be easily met by new developments approved in South Nanaimo.
2007	State of Sustainability Final Report (December 2007)	<p>The Regional Growth Monitoring Advisory Committee, in the State of Sustainability Final Report (December 2007) identified that the RDN could take the following actions (pages 2-3) to improve Community well being by:</p> <p>Working with Member Municipalities, BC Housing Management Commission (BCHMC) and Canada Mortgage and Housing Corporation (CMHC) to:</p> <ul style="list-style-type: none"> <li>• Monitor and increase the region's rental housing stock;</li> <li>• Implement strategies to increase the number of affordable and subsidized housing units for higher needs groups (e.g. lower income families including single parents, those challenged with disabilities and seniors);</li> <li>• Amend OCP policies and zoning bylaw to allow secondary suites in residential zones inside the Urban Containment Boundary.</li> </ul>
2009	Regional Housing Affordability Study Phase 1: Housing Needs Overview January 2009, City Spaces Phase 2: Connecting Housing Needs and Opportunities March 2009, City Spaces	<p>The RDN's 2009 Housing Affordability Study was conducted in two phases with the first report (<i>Housing Needs Overview</i>) confirming that the supply of affordable housing throughout the region falls short of meeting the needs of those least able to afford adequate housing.</p> <p>The second report (<i>Connecting Housing Needs and Opportunities</i>) addresses solutions to the housing needs identified in the first report. These solutions included:</p> <ul style="list-style-type: none"> <li>• Identifying housing types that will best accommodate those most in need in the region, specifically stating that: The initiatives "most likely to succeed" in rural areas are those that are "best fit" with the existing scale and character of development. These include secondary suites, secondary dwellings, manufactured home parks, cluster housing, and small-scale townhouses.</li> <li>• Recommending appropriate locations within designated Village Centres and Urban Areas within the RDN's Electoral Areas. The proposed locations were selected based upon the needs of different groups to have access to employment and amenities such as transportation, health services, and schools together with availability of infrastructure to support housing (water and wastewater treatment).</li> </ul>
2009	RDN Board Receives Correspondence from a citizen regarding secondary suites in Electoral Area 'G' – June 23, 2009	<p>On June 23, 2009, the RDN Board endorsed the following resolution:</p> <p>That the correspondence from Lisa Berube regarding the need for affordable housing in the RDN and a request to place a moratorium on enforcement of any bylaw which would result in the removal of existing secondary suites at this time</p>

Events Influencing RDN Support for Secondary Suites as a Form of Affordable Housing		
Date	Document Name	Direction relating to Secondary Suites
		<p>be received.</p> <p>That staff contact the home owner to discuss potential options.</p>
2010	2010-2012 RDN Board Strategic Plan	<p>Vision carried forward from 2006-2009 Strategic plan that “Housing is affordable, and a variety of different types and sizes of housing are available to accommodate the current and future needs of residents”</p> <p>“To promote high quality housing that is affordable to residents” is listed as one of the objectives under the Strategic Priority of Economic Resilience (Page 12)</p> <p>The following Strategic Goals and Actions for 2010-2012 (page 19) include:</p> <p>6. Increase affordable housing and housing choices that support “aging in place”.</p> <p>a) Build on the Regional Housing Affordability Study to develop strategies that promote the development of affordable housing and housing that supports “aging in place”.</p> <p>b) Develop region-wide strategies, incentives and options for increasing density in current and planned neighbourhoods to increase the cost-effectiveness of infrastructure, services and transit.</p> <p>c) Explore ways to encourage higher density development on land inside the Growth Containment Boundary.</p> <p>d) Ensure future costs of infrastructure are allocated fairly.</p> <p>e) Lobby senior governments to provide resources and support for affordable and seniors’ housing.</p>
2010	RDN Board Resolution - April 1, 2010	RDN Board approves the expansion of Building Inspection Services to all areas of the RDN. This has direct implications for the RDN’s ability to regulate secondary suites in a consistent manner throughout the region.
2010	Housing Action Plan Report - December 30, 2010	RDN staff draft a Housing Action Plan report to carry forward the direction in the Board Strategic Plan to:
2011	RDN Staff Report - January 11, 2011	<p>On January 25th, 2011, the RDN Board directed staff to proceed with Adopting a Secondary Suites Bylaw as an action identified in the RDN’s Housing Action Plan Report (December 30, 2010).</p> <p>“The RDN will consider undertaking a study to identify where secondary suites and carriage homes should be permitted in the electoral areas of the RDN. The study would also consider appropriate land use regulations (e.g. parking spaces, floor area). Based upon the outcome of the study above, the RDN will consider updating OCPs and zoning bylaws to allow secondary suites” (Page 7, RDN Housing Action Plan, December 30, 2011).</p>
2011	Implementation of Region Wide Building Inspection - April 1, 2011	<p>On April 1, 2011, the RDN began implementing the provision of building inspection services to cover all rural electoral areas in the region. Educational information about building inspection noted the following:</p> <p><i>“In the RDN today, we know that poverty exists in our rural areas. Typically, people with limited or no income cannot own their homes. Instead they must rent in buildings that are often in substandard condition. With limited options, renters often have no ability to demand upkeep or improvements for fear of eviction. Building inferior and unsafe housing is not a solution to housing affordability.”</i></p> <p>One of the most effective forms of affordable housing is secondary suites. The BC Building Code has specific and relaxed requirements to facilitate the construction of secondary suites.</p>
2011	Regional Growth Strategy	<p>The most recent revision of the RGS specifically addresses the issue of affordable housing. The RGS also contains direction to encourage greater housing diversity in areas within Growth Containment Boundaries where jobs, goods, services and amenities can be accessed without needing to drive.</p> <p>Goal 6 - Facilitate the Provision of Affordable Housing – Support and facilitate the provision of appropriate, adequate, attainable, affordable and adaptable housing.</p> <p>Policies</p>

Events Influencing RDN Support for Secondary Suites as a Form of Affordable Housing		
Date	Document Name	Direction relating to Secondary Suites
		<p>The RDN and Member Municipalities agree to:</p> <p>6.1 Prepare a strategy to increase the range of affordable housing options in the region for seniors, youth, those with special needs, those with moderate or low incomes, and the homeless.</p> <p>6.2 Adopt official community plans and zoning bylaws that increase the range of housing options available, especially in mixed-use centres that are well served with transit.</p> <p>6.3 Adopt official community plan policies and zoning bylaws that make provision for incentives to build affordable housing units and encourage adaptable housing design.</p> <p>6.4 Explore opportunities to retrofit existing housing stock to reduce GHG emissions, improve energy efficiency, and enhance affordability.</p> <p>Goal 1 – Prepare for Climate Change and Reduce Energy Consumption – Reduce GHG emissions and energy consumption and promote adaptive measures to prepare for climate change impacts.</p> <p>Policies</p> <p>1.3 Encourage, wherever possible, land use patterns and transportation systems that will improve lifestyle and behaviour choices based on sustainability principles. Key strategies include:</p> <ul style="list-style-type: none"> <li>• Locating most housing, jobs, goods and services, and amenities in compact, complete rural villages and urban areas that are accessible without the need to drive;</li> <li>• Encouraging greater housing diversity within Growth Containment Boundaries;</li> <li>• Conserving lands located outside of Growth Containment Boundaries primarily for: <ul style="list-style-type: none"> <li>- agricultural, forestry and other primary economic activities</li> <li>- recreation and environmental protection purposes</li> </ul> </li> <li>• Encouraging water-efficient, energy-efficient, and more sustainable subdivision and development;</li> </ul> <p>One of the RGS Implementation Action Items for the RDN and Member Municipalities of the RGS is to “Identify next steps to addressing affordable housing issues” (Table 3 - Summary of Studies and Implementation Actions Arising from Goals and Policies, RGS Page 46)</p> <p>Glossary Housing Diversity</p> <p>To accommodate the diverse housing needs of residents, communities should strive to include a broad range of housing types including single detached, semi-detached, duplex, multi-unit attached housing, apartments, secondary suites, etc.</p>
2012	2013-2015 RDN Board Strategic Plan	<p>The 2013-2015 RDN Board Strategic Plan continues to support affordable housing with the following goal and actions listed under the Strategic and Community Development Section (page 25):</p> <p>3. Increase affordable, adaptable housing to support all members of a community.</p> <ol style="list-style-type: none"> <li>a. Build on the Regional Housing Affordability Study to promote the development of affordable housing and housing that supports aging in place for seniors.</li> <li>b. Lobby senior governments to provide resources and support for affordable housing, seniors’ housing, and transitional housing.</li> <li>c. Develop region-wide strategies, incentives and options for increasing residential density in current and planned neighbourhoods to increase the cost-effectiveness of infrastructure, services and transit.</li> <li>d. Work with VIHA, member municipalities and other non-profit organizations to establish partnerships and build capacity to address homelessness in the region.</li> </ol>



## Appendix D – Summary of BC Building Code Requirements for Secondary Suites

BASED DIRECTLY ON PUBLIC INFORMATION FROM THE CITY OF NANAIMO'S BUILDING INSPECTION DIVISION.



### Building Inspection Division

#### Secondary Suites – Building Code Requirements

The following information is a summary of Section 9.36 of the *BC Building Code* requirements regulating the construction of Secondary Suites. This summary is not an exhaustive list of the requirements, but rather an overview of the regulations in the *BC Building Code*. This summary is provided by the City of Nanaimo for information only. An official copy of the *BC Building Code* and Section 9.36 can be obtained by contacting the Queen's Printer in Victoria.

##### Scope

It is intended that Section 9.36 of the *BC Building Code* apply to the construction of a Secondary Suite, whether this construction be a renovation or an addition to an existing building or a new building that incorporates a Secondary Suite. This Section may also be used as a standard for assessing an existing Secondary Suite in a house.

For purposes of the *BC Building Code* regulations, in order for an additional dwelling unit to be considered a Secondary Suite, the following criteria must be met: (other criteria under the Municipal Bylaws of the City of Nanaimo will apply).

1. The Secondary Suite is in a house (single-family dwelling). i.e. not in buildings of mixed use (commercial, industrial, etc.) or buildings of multi-residential use (duplex, etc.)
2. The area of the Secondary Suite cannot exceed 90 m<sup>2</sup> (approx. 970 ft<sup>2</sup>) of finished living area. (this does not include the areas used for common storage, laundry facilities or egress.)
3. The area of the Secondary Suite cannot exceed 40 percent of the total living floor area of the building it is located. (the floor area of the building does not include attached storage garages).
4. Under the *Condominium Act* a Secondary Suite cannot be subdivided from the building it is part of.

##### Fire Separation Information

###### *Fire Separations for Exits*

**9.36.2.7.** Except when the building is sprinklered, every exit other than an exit doorway shall be separated from adjacent floor areas by a fire separation:

- a) having a fire-resistance rating of 45 minutes, or
- b) having a fire-resistance rating of 30 minutes where the dwelling units are equipped with smoke alarms as referenced in Article 9.36.2.20.

## *Openings Near Unenclosed Exit Stairs and Ramps*

- 9.36.2.8.(1)** Where an unenclosed exterior exit stair or ramp provides the **only means of egress** from a dwelling unit in a building that contains a Secondary Suite and is exposed to fire from unprotected openings in the exterior wall of another fire compartment, the openings shall be protected with wired glass in fixed steel frames or with glass block.

## *Separation of Residential Suites*

- 9.36.2.16.(1)** Dwelling units in a building, which contains a Secondary Suite, shall be separated from each other by the following:
- a fire separation having a 45 minute fire resistance rating for a one storey unit or a one-hour fire resistance rating for a two storey unit.
  - a fire separation having a fire-resistance rating of not less than 30 minutes where the dwelling units are equipped with smoke alarms in conformance with Article 9.36.2.20., or
  - a fire separation having no required fire resistance rating where the building is sprinklered.

## *Separation of Public Corridors*

- 9.36.2.17.(1)** A common corridor serving a building, which contains a Secondary Suite, shall be separated from the suites by the following:
- a fire separation with a fire resistance rating of 45 minutes.
  - a fire separation having a fire-resistance rating of not less than 30 minutes where the dwelling units are equipped with smoke alarms as indicated in Article 9.36.2.20., or
  - a fire separation having no required fire resistance rating where the building is sprinklered.

## **Safety**

### *Bedroom Windows*

- 9.7.1.2.(1)** Except where the suite is sprinklered, each bedroom shall have at least one outside window or exterior door openable from the inside without the use of keys, tools or special knowledge and without the removal of sashes or hardware.
- (2)** Such windows shall provide an unobstructed opening of not less than 380 mm (15") in height or width and .35 m<sup>2</sup> (543") in area and maintain such an opening during an emergency without the need for additional support.

### *Travel Distance to Exit or Egress Doors*

- 9.36.2.10.(1)** In a building which contains a Secondary Suite, the travel distance from a floor level in a dwelling unit to an exit or egress door may exceed one storey provided the floor level within the dwelling unit is served by an openable window with an unobstructed opening 1000 mm high x 55 mm wide located so the sill is not more than 1 m above the floor and not more than 7 m above the grade outside.

### *Shared egress facilities*

- 9.36.2.11.(2)** Each dwelling unit shall be provided with a second and separate means of egress or an opening window conforming to Sentence 9.36.2.10. where the egress door from either dwelling unit opens onto an exit stairway which serves both suites, a public corridor servicing both suites and served by a single exit stairway, exterior passageway or balcony serving both suites and served by a single exit stairway.

### *Smoke Alarms*

- 9.36.2.20.(1)** Except as permitted in Section (3), an additional smoke alarm of photo-electric type conforming to CAN/ULC-S531 "Standard for Smoke Alarms", shall be installed in each suite.
- (2)** Smoke alarms required in Sentence (1) shall be interconnected so that the activation of the additional alarm in one suite will cause the additional alarm in the other suite to sound.
- (3)** The additional interconnected smoke alarm is not required to be installed in each suite provided:
- (a) the fire separations required in Articles 9.36.2.16. and Article 9.36.2.17 have a fire resistance rating of 45 minutes or greater, or
  - (b) the building is sprinklered.

### **Plumbing and Heating**

#### *Combustible Water Pipes*

- 9.36.2.14.** Combustible water distribution pipe that has an outside diameter of 30 mm or less is permitted to penetrate a fire separation provided:
- 3.1.9.1.(1)**
- (1)** in vertical fire separations:
    - a) it is tightly fitted or
    - b) is sealed by a fire stop system that has an F rating of 20 minutes (Note: no fire stop system is available for polybutylene pipe)
  - (2)** in horizontal fire separations:
    - a) it has an FT rating of 20 minutes; or,
    - b) it has an FH rating of 20 minutes and the fire compartment on the underside of the fire separation is sprinklered, or,
    - c) the pipe is enclosed for 3 m in a service space having a 45 minute fire resistance rating and the pipe is firestopped where it enters the service space as per 1) a) or b).

#### *Combustible Drain, Waste and Vent Piping*

- 9.36.2.15.(1)** Combustible drain, waste and vent piping is permitted to be located within or penetrate a fire separation required to have a fire-resistance rating provided:
- a) except for the permitted penetration in clause (b), the combustible piping is located within an assembly protected by a membrane of a minimum 12.7 mm gypsum board,
  - b) the pipe must be tightly fitted in the opening in the gypsum board,
  - c) the combustible piping does not penetrate the gypsum board protection membrane on the underside of a horizontal fire separation.
- (2)** Combustible drain, waste and vent piping enclosed in an assembly or protected as described in Sentence (1) is permitted on both sides of a fire separation.

#### *Air Ducts and Fire Dampers*

- 9.36.2.18.(1)** Heating and ventilation systems between suites must be separate or be designed and inspected by a Mechanical Engineer.
- (2)** Ducts penetrating fire separations need not be equipped with fire dampers provided they are noncombustible and all openings in the duct system serve only one fire compartment.

## **Room / Egress dimensions**

### *Height of Rooms or Spaces*

- 9.36.2.1.(1)** The minimum height of rooms or spaces in a Secondary Suite shall be not less than 2.0 m (79") in all finished living areas.

### *Exit Stairs*

- 9.36.2.3.(1)** Exit stairs within or serving a building, which contains a Secondary Suite, shall:
- a) have a minimum width, measured between wall faces or guards of not less than 860 mm, and
  - b) conform with Type II stair requirements:
    - minimum rise: 125 mm
    - run: 210 mm
    - maximum rise: 200 mm
    - run: 355 mm

### *Means of Egress*

- 9.36.2.6.** The width of every common corridor that serves a building that contains a Secondary Suite shall be not less than 860 mm.

### *Doors in a Means of Egress*

- 9.36.2.9.(1)** Every exit door or door that opens into or is located within a public corridor or other facility that provides access to exit from a suite shall:
- a) be not less than 1980 mm (78") high, and
  - b) have a clear opening of not less than 800 mm (31.5"), and
  - c) be permitted to swing inward.

## **Spatial Separations**

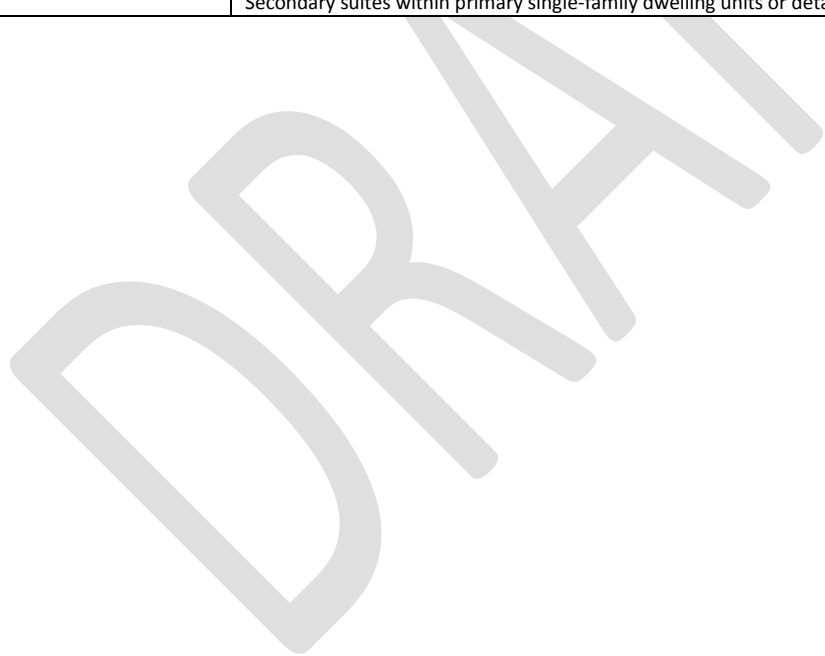
### *Exposing Building Face of Houses*

- 9.36.2.19.(1)** The exposing building face requires a fire-resistance rating of not less than 45 minutes where the limiting distance is less than 1.2 m (4') and where the limiting distance is less than 0.6 m (2') the exposing building face must be clad with noncombustible material.
- (2)** Window openings in the exposing building face referred to in Sentence (1) shall not be permitted if the limiting distance is less than 1.2 m (4') and shall be limited in conformance with the requirements for unprotected openings in Article 9.10.14.1 where the limiting distance is 1.2 m (4') or greater. (ie: 8 percent openings permitted @ 1.5m).

Appendix E - Specific Support for Secondary Suites in RDN Electoral Area OCP's (Including Village and Neighbourhood Plans)

Electoral Area OCP	Policies Directly Referring to Secondary Suites
<p>A: Cedar, South Wellington, Cassidy ELECTORAL AREA 'A' OFFICIAL Community Plan Bylaw No. 1620, 2011</p> <p>Cedar RVC Cassidy RVC</p>	<p><b>Goals</b></p> <ul style="list-style-type: none"> <li>Decrease the percentage of development that is located on lands outside of the GCB.</li> <li>Increase the percentage of development that is located within well-defined areas on lands within the GCB.</li> </ul> <p><b>Land Use Designations and Policies that support secondary suites</b></p> <ul style="list-style-type: none"> <li><b>Cedar Estates</b> secondary suites supported (serviced with water and sewer).</li> <li><b>Suburban Residential</b> May consider rezoning after the completion of a Village Plan which includes a secondary suite and accessory dwelling unit review.</li> <li><b>Cassidy Rural Village Centre</b> Possibility of allowing more than 15 upha density in clustered development to allow secondary suites</li> <li><b>Kirkstone Place</b> – based on inclusion in the GCB and subsequent rezoning supports density 20 upha including secondary suites</li> </ul> <p><b>Action Item:</b> Conduct a review of secondary suites and accessory dwelling units during the upcoming Cedar village planning process.</p>
<p>A: Cedar Main Street Plan</p>	<p>Planning process underway 2011-2012 will include addressing ways to encourage greater housing diversity and density to accommodate a range of community needs including affordable housing.</p>
<p>C: Arrowsmith Benson - Cranberry Bright Official Community Plan Bylaw No. 1148, 1999 Extension RVC</p>	<p>The <b>Village Centre Land Use designation</b> supports a secondary dwelling unit under the following criteria:</p> <ol style="list-style-type: none"> <li>A secondary unit in a residential building (i.e., a single-family house which contains a primary and a secondary unit for a total of two dwelling units) will be in accordance with the following conditions...             <ol style="list-style-type: none"> <li>a maximum of one secondary unit will be allowed within a single-family house;</li> <li>the single-family house must be owner occupied; and</li> <li>the presence of a secondary unit must not alter the single-family appearance of the house.</li> </ol> </li> </ol>
<p>G: French Creek, San Pareil, Dashwood <u>Area G OCP, Bylaw No. 1540, 2008</u></p>	<p><b>3.2 Neighbourhood Residential</b></p> <p>In contrast to the rural areas of the Plan Area, most of the urban area in French Creek is comprised of existing residential neighbourhoods which are designated Neighbourhood Residential in this OCP.</p> <p>Policy 5</p> <p>In order to support affordable/attainable housing in the Plan Area, secondary suites shall be supported on lots where serviced by community water and community sewer within the <b>Neighbourhood Residential land use designation</b> of this Plan provided they meet the following criteria:</p> <ol style="list-style-type: none"> <li>The secondary suite must be completely contained within the principal dwelling unit;</li> <li>No more than one secondary suite shall be permitted per parcel;</li> <li>Secondary suites are not permitted in a mobile home;</li> <li>A minimum of two (2) additional off-street parking stalls shall be provided;</li> <li>The Regional District of Nanaimo does not support the subdivision of secondary suites pursuant to the <i>Strata Property Act</i>;</li> <li>Secondary suites shall not be permitted where a home based business, day care, or group home has been established; and,</li> <li>The size of a secondary suite shall not exceed 40% of the habitable floor space of the principal dwelling to a maximum of 60 m<sup>2</sup>.</li> </ol> <p>6. Despite Policy No. 5 above, amendments to the criteria for suites may be made without an amendment to this Plan in order to address community concerns and issues during the implementation of Policy No. 5 above.</p> <p>7. Policy No. 5 above shall not be considered for implementation until the Board has conducted an Electoral Area wide review of secondary suites.</p> <p>8. Prior to considering a rezoning to permit secondary suites within the Neighbourhood Residential designation of this Plan, the Regional District of Nanaimo shall request confirmation from the community water service provider that there is sufficient water capacity which meets the Canadian Drinking Water Guidelines to accommodate secondary suites. If sufficient capacity is not available or should proof of sufficient capacity not be proved by the water service provider, the Regional District of Nanaimo shall not implement Policy No. 5 above to permit secondary suites.</p>

<p><b>G: French Creek, San Pareil, Dashwood</b>  <b><u>Area G OCP, Bylaw No. 1540, 2008</u></b></p>	<p><b>Wembley Neighbourhood Designation</b> <i>Page 36 of 119</i></p> <p>Up to an additional 30 units per hectare may be considered where a comprehensive mixed residential development concept is proposed and must include, but is not limited to two or more of the following housing types and options: detached single residential, town homes, cluster housing, flex housing, low cost housing, seniors care, apartments, and <u>secondary suites</u> and at least 35% of the site area must be maintained for green space and a public amenity acceptable to the Regional District of Nanaimo is provided....</p> <p><b>Implementation - SECTION 4.0: CREATING COMPLETE NODAL COMMUNITIES</b>  RDN - Immediate  Rezone all lands within the 'Neighbourhood Residential' land use designation to permit secondary suites subject to the requirements of Section 3.2 of this Plan.</p>
<p><b>Bowser Village Centre Plan - Area H OCP, Amendment Bylaw No. 1335.03, 2010</b></p>	<p><b>Goal 3. Be More Inclusive and Accountable</b>  <b>3.4 Housing Diversity and Affordability</b>  <b>Objectives</b>  3.4.1 To increase the range of housing types, tenures and affordability in Bowser Village Centre.  3.4.2 To provide 40 units of seniors housing in Bowser Village Centre by 2020.  3.4.3 To have 15% of dwelling units meeting the CMHC definition of affordable housing by 2020.  <b>Policies</b>  3.4.4 The RDN will encourage affordable housing (including seniors housing) to be integrated with the rest of the community and located close to shops, services, transit and public amenities.  e. Review development applications to ensure that affordable housing (including seniors housing) is located close to shops, services, transit and public amenities.  3.4.5 The RDN supports secondary dwelling units in all residential areas within Bowser Village Centre.  f. Include secondary suites as a permitted use within single-family dwellings in Bowser Village Centre.  g. Review and amend Zoning Bylaw 500.</p> <p><b>Building Arrangement</b>  Residential use at and above street level  Secondary suites within primary single-family dwelling units or detached at rear or side</p>



Appendix F – Groundwater Vulnerability Levels and Existing Community Water and Sewer Services

