

DRAFT Deep Bay Southwest OCP Scenarios:

Working Group Meeting of May 24, 2017

For Discussion

Introduction:

This document provides an overview of four scenarios for new OCP policies for Deep Bay Southwest. The current OCP supports 4.0 ha (10 acre) lots on Deep Bay Southwest Lots A and B. One of the objectives of this OCP Review is to create policies for development of these lots that enrich the existing community and provide community benefit without creating competition for the development of Bowser Village Centre into the mixed-use community envisioned in the Bowser Village Plan.

Four scenarios are presented here for discussion. Variations of these could create a number of other scenarios.

Scenario 1 Makes use of proposed policies to reduce the minimum lot size and allow clustering of dwellings without an increase in the overall number of dwellings. There is no specific OCP designation for Deep Bay Southwest. This policy would be available to all lots in the Rural and Rural Residential designation, and amenity contributions and access requirements at the time of rezoning would be tailored to the location and scale of development.

Scenario 2 Creates a policy unique to Deep Bay Southwest that allows both clustering of dwellings and tourist and or service commercial use as part of the same development. The three separate, proposed OCP policies that support rezoning to allow these changes are intended to be used independently, but a policy specific to Deep Bay Southwest could be created to allow them to be used together.

Scenario 3 Builds on Option 2 but policies pre-determine a maximum number of dwellings of 300 and require that those over and above the approximately 50 already supported on Deep Bay Southwest are acquired from elsewhere in the Plan Area. Requiring transfer of potential dwellings over simply allowing 300 units without transfer has the benefit of moving future development away from areas that may not be desirable such as farmland and forestlands, to areas more suited to development. This can contribute to protecting aquifers or other environmentally sensitive areas, and protecting forestry and agricultural lands for those uses. It is consistent with Regional Growth Strategy policy to not increase the number of potential dwellings outside of Village Centres.

Scenario 4 results in the same final build-out as Option 3 but supports approximately 250 additional dwellings on Deep Bay Southwest without a requirement for transfer. Road access to highway 19A is required before any development occurs. A Regional Growth Strategy amendment is required as this is not consistent with policies to not increase the number of potential dwellings outside of Village Centres.

Scenario 1: Smaller lots

Number of Dwelling Units	50 units (approx.) on 0.2 ha lot (0.5 ac) each
Area for residential	10 ha (25 ac) or less
Dwelling density (after removing park land)	5 units / ha (2 units / acre)
Secondary Suites	Permitted in all dwellings (up to 50)
Public / Park land	At least 29 ha (72 ac) – requirement of rezoning to reduce minimum lot size (clustering dwellings)
Tourist/Service Commercial	None
Access	Access directly to Gainsburg (avoiding Crome Pt. Rd), road dedication for emergency to 19A (but not constructed as public road),
Servicing	High standard of wastewater treatment to protect Baynes Sound water quality (could be on-site or shared system)
Amenities	An area for boat trailer parking, construction of trails, and affordable housing (contribution to a fund, or provision of) could be included as amenity contributions.
Regional Growth Strategy	No amendment required – consistent with growth management objectives of concentrating growth in Village Centres and keeping rural lands rural

- *Makes use of proposed OCP policies allowing smaller lots in exchange for protecting significant lands from development available to all Rural and Rural Residential designated lands.*
- *Lot size limited by need for onsite wastewater treatment. Shared wastewater treatment could be considered which would enable smaller lots. Rezoning required to reduce minimum lot size.*
- *If lots are 0.2 ha (0.5 ac) each, dwelling density is the same as in the Rural Residential designation in the OCP*

Scenario 2: Smaller lots and tourist and service commercial use

Number of Dwelling Units	50 units (approx.) on 0.2 ha lot (0.5 ac) each
Area for residential	10 ha (25 ac) or less
Dwelling density (after removing park land)	5 units / ha (2 units / acre)
Secondary Suites	Permitted in all dwellings (up to 50)
Public / Park land	Less than 29 ha (72 ac) – requirement of rezoning to reduce minimum lot size (clustering dwellings) – some of the 29 ha would be used for tourist and/or service commercial.
Tourist/Service Commercial	Small-scale would be consistent with RGS and proposed OCP policies, but will require policy unique to Deep Bay Southwest to allow both residential clustering and tourist commercial use together.
Access	Access directly to Gainsburg (avoiding Crome Pt. Rd), road dedication for emergency to 19A (but not constructed as public road),
Servicing	High standard of wastewater treatment to protect Baynes Sound water quality (could be on-site or shared system)
Amenities	An area for boat trailer parking, construction of trails, and affordable housing (contribution to a fund, or provision of) could be included as amenity contributions.
Regional Growth Strategy	No amendment required – consistent with growth management objectives of concentrating growth in Village Centres and keeping rural lands rural

- *Makes use of proposed OCP policies allowing smaller lots in exchange for protecting significant lands from development. Also makes use of proposed OCP policy supporting rezoning to tourist and service commercial use in Rural designation.*
- *Lot size limited by need for onsite wastewater treatment. Shared wastewater treatment could be considered which would enable smaller lots. Rezoning required to reduce minimum lot size.*
- *If lots are 0.2 ha (0.5 ac) each, dwelling density is the same as in the Rural Residential designation in the OCP*

Scenario 3: Smaller lots, tourist commercial use and transfer of dwellings up to 300

Number of Residential Units	300 units
Area for residential	approx. 21 ha (52 ac)
Dwelling density (after removing open space)	to a maximum of 14 units / ha (5.5 units / ac)
Secondary Suites	Only permitted in single dwelling units. If 50% single dwelling units (BSI proposal), would be up to 150 secondary suites.
ESA / Open Space	approx. 18 ha (44 ac)
Tourist/Service Commercial	Proposed 20 units in lodge and 17 cabins. Will require special policy to allow both residential clustering and tourist commercial use.
Access	Same requirements as scenario 1, but after the first phase of approximately 50 dwelling units, the road to Highway 19A must be constructed to a level suitable for service vehicle access during construction, and above 150 units, the road must be constructed to public road standards and open to the public.
Services	Wastewater treatment is to be via sewer collection system to treatment plant that is capable of being expanded.
Amenities	All the same as scenario 2, but a greater extent of amenity contributions would be expected to reflect the greater amount of development, and would be phased with the phases of development. Construction of the area for boat trailer parking, construction of the trail network, and further affordable housing contributions are possible.
Regional Growth Strategy	No amendment required – consistent with growth management objective of no net increase in potential development (number of dwelling units) outside Village Centres, and implements policy to support alternative forms of rural development.

- Increase in dwellings on this lot made possible through reduction of potential dwellings on other lots that can help protect aquifers, sensitive ecosystems, farmland, and forestry land. Transfer of potential dwellings at cost of developer.
- This dwelling density is higher than the target Bowser Village Plan (BVP) Com-Tourist designation, but lower than all other designations which are 35-45 upha (14 -18 upac). Taking 50% of the targets in the BVP which is considered more realistic, it becomes closer to the 17 upha (7 upa) “realistic” target for Res-Medium in the BVP.
- Adding residential neighbourhoods of the same form and density as is being encouraged in Bowser could compete with Bowser the market share. This could reduce the ability for Bowser to grow into the mixed-use centre with a variety of housing types that is envisioned in the Bowser Village Plan.

Scenario 4: Smaller lots, tourist and service commercial, additional 250 dwellings without transfer

The final build-out would be the same as scenario 3, but additionally:

- The public road directly to 19A and through to Gainsburg without using Crome Pt Road to be constructed prior to any development occurring
- The full extent of amenities to be agreed to prior to any development occurring, but likely subject to a phased development agreement where the amenities provided at different phases of the development.
- Subject to RGS amendment as overall number of potential dwellings outside Village Centres would increase by approximately 250.
- Current development trends show a residential growth rate in the Plan Area of 22 new dwellings per year (2011-2015). Significant development potential already exists under the current OCP both inside and outside Village Centres. The target number of residential units in Bowser for example, is between 893 units (“realistic target”) and 1736 units. At the current growth rate, it would take 40 years to reach the “realistic target”. With the other two Village Centres, 300 vacant lots, and the zoning bylaw supporting over 750 new lots to be created by subdivision outside Village Centres, there is well over 40 years’ growth already accounted for. Even if the growth rate were to double to 44 new units per year, there is still at a minimum, the ability to absorb 20 years of residential demand.

Background:

Current Status of the lots:

	Lot A	Lot B
Lot size:	38.85 ha (96 acres)	36.00 ha (88.92 acres)
OCP Designation	Rural – min lot size 4.0 ha	Rural – min lot size 4.0 ha
OCP dwelling potential (gross)	18 dwellings (on 9 lots)	18 dwellings (on 9 lots)
Zoning and Subdivision District:	RU1D – min lot size of 2.0 ha	RM1A – min lot size 20 ha
Zoning dwelling potential (gross)	38 dwellings (on 19 lots)	2 dwellings (on 1 lot)
Principal Dwellings:	Two dwellings permitted per lot	
Secondary Suites:	Each dwelling may have a secondary suite, one of which can be detached	

Conversation and Community Input so far

At a community workshop on future growth and development of Deep Bay, a vision for the future of the Deep Bay area emerged. There was broad agreement on many high level objectives such as protecting water quality of Baynes Sound, and providing housing opportunities for all ages, but not clear agreement on the best way to reach these objectives. For example while providing a mix of housing types was a clear objective, what a new neighbourhood at Deep Bay Southwest should look and feel like, or how dense the housing should be, was not well understood or agreed upon.

A rough outline of what an OCP policy for Deep Bay Southwest might look like was included in a November 21, 2016 draft of the OCP, which was discussed by the Working Group. The outline listed requirements for access, servicing and amenities that had been discussed at previous meetings, but left placeholders for a maximum number of dwellings. A number of 300 dwellings on Lot A with Lot B as future development lands, was verbally presented at the November Working Group meeting as what Baynes Sound Investments had determined was necessary to make the provision of amenities economically feasible. There was support from many Working Group members at that meeting for this scenario. BSI also presented a future plan for another 300 dwellings on Lot B, for which there was little Working Group support. At present the discussion is focused on Lot A with development on Lot B being left to a future OCP amendment for consideration.

Further community discussion is sought on the growth management impacts of the local area and wider region for the different scenarios in this document. In particular:

- Impact of additional residential supply when there is already OCP support for at least 40 years of residential growth at the current rate of new home construction.
- Impact of an additional residential neighborhood in Deep Bay Southwest of the same form and density as is being encouraged in Bowser.
- Objectives of the Bowser Village Plan to encourage growth of a mixed-use community in Bowser and the impact of drawing residential market share away.