

## ELECTORAL AREA A – MILL BAY/MALAHAT LOCAL AREA PLAN

<b>PART 1</b>	<b>VISION AND GOALS</b>	<b>1</b>
1.1	Vision	1
1.2	The Local Plan Area	1
1.3	Relationship to Other Jurisdictions	1
1.4	Mill Bay Character, Past and Present	2
1.5	Population and Demographics	8
1.6	Housing	8
1.7	Local Planning Process	9
<b>PART 2</b>	<b>LAND USE PLANNING DESIGNATIONS</b>	<b>10</b>
2.1	<b>Growth Containment Boundary</b>	<b>11</b>
2.1.1	Growth Containment Boundary Objectives	11
2.1.2	Growth Containment Boundary Policies	11
2.2	<b>Renewable Resource – Agriculture Designation</b>	<b>11</b>
2.2.1	Renewable Resource – Agriculture Objectives	12
2.2.2	Renewable Resource – Agriculture Policies	12
2.2.3	Village Agriculture Objectives	12
2.2.4	Village Agriculture Policies	12
2.3	<b>Renewable Resource – Forestry Designation</b>	<b>12</b>
2.3.1	Renewable Resource – Forestry Objectives	13
2.3.2	Renewable Resource – Forestry Policies	13
2.4	<b>Industrial Designation</b>	<b>13</b>
2.4.1	Industrial Objectives	14
2.4.2	Industrial Policies	14
2.5	<b>Institutional Designation</b>	<b>14</b>
2.5.1	Institutional Objectives	15
2.5.2	Institutional Policies	15
2.6	<b>Parks Designation</b>	<b>15</b>
2.6.1	Parks Objectives	15
2.6.2	Parks Policies	15
2.7	<b>Freshwater and Marine Designations</b>	<b>16</b>
2.7.1	Freshwater Objectives	16
2.7.2	Freshwater Policies	16
2.7.3	Marine Objectives	16
2.7.4	Marine Policies	17
2.8	<b>Commercial Designation</b>	<b>17</b>
2.8.1	Commercial Objectives	18
2.8.2	Commercial Policies	18
2.8.3	General Commercial Objectives	18
2.8.4	General Commercial Policies	19
2.8.5	Highway Commercial Objectives	19

2.8.6	Highway Commercial Policies	19
2.8.7	Service Commercial Objectives	19
2.8.8	Service Commercial Policies	19
2.8.9	Tourist Commercial Objectives	19
2.8.10	Tourist Commercial Policies	20
2.8.11	Village Commercial Objectives	20
2.8.12	Village Commercial Policies	20
<b>2.9</b>	<b>Residential Designation</b>	<b>20</b>
2.9.1	Residential Objectives	22
2.9.2	Residential Policies	22
2.9.3	Comprehensive Development Objectives	23
2.9.4	Comprehensive Development Policies	23
2.9.5	Future Development Objectives	23
2.9.6	Future Development Policies	23
2.9.7	Manufactured Home Park Objectives	23
2.9.8	Manufactured Home Park Policies	23
2.9.9	Multi-Family Residential Objectives	23
2.9.10	Multi-Family Residential Policies	23
2.9.11	Mixed-Use Comprehensive Objectives	24
2.9.12	Mixed-Use Comprehensive Policies	24
2.9.13	Rural Residential Objectives	24
2.9.14	Rural Residential Policies	24
2.9.15	Stonebridge Comprehensive Development Objectives	24
2.9.16	Stonebridge Comprehensive Development Policies	25
2.9.17	Village Residential Objectives	25
2.9.18	Village Residential Policies	25
<b>2.10</b>	<b>Railway Transportation Designation</b>	<b>25</b>
2.10.1	Railway Transportation Objectives	25
2.10.2	Railway Transportation Policies	25
<b>2.11</b>	<b>Settlement Nodes</b>	<b>25</b>
<b>2.12</b>	<b>Roads and Servicing</b>	<b>25</b>
2.12.1	Roads and Servicing Objectives	26
<b>2.13</b>	<b>Temporary Use Designations</b>	<b>28</b>
2.13.1	Temporary Use Policies	28
<b>2.14</b>	<b>Heritage Designations</b>	<b>28</b>
2.14.1	Heritage Objectives	28
2.14.2	Heritage Policies	28
<b>PART 3</b>	<b>IMPLEMENTATION AND EVALUATION</b>	<b>29</b>
<b>3.1</b>	<b>Monitoring and Review of the Plan</b>	<b>29</b>
<b>3.2</b>	<b>Performance Measures</b>	<b>29</b>
<b>LIST OF TABLES</b>		<b>32</b>

## **PART 1      VISION AND GOALS**

### **1.1      Vision**

The vision statement in the Cowichan Valley Regional District (CVRD) Official Community Plan for the Electoral Areas (OCP) describes the Cowichan Valley as the regional board imagines it in the year 2050:

*The Cowichan Valley in 2050 enjoys a vibrant, diverse and sustainable economy, natural environment and society in a resilient community that has adapted effectively to climatic, technological and other change.*

This regional vision represents a composite of the separate vision statements included in each of the nine local plans for the CVRD's electoral areas and villages. Mill Bay's vision reflects its own unique character:

*Mill Bay, with its marine environment and exquisite ocean views, is one of the most desirable maritime communities on Vancouver Island, with generous public waterfront access, revitalized commercial areas and beautiful streetscapes with a variety of open space parks and trails.*

### **1.2      The Local Plan Area**

The local plan area includes all of electoral area A of the Cowichan Valley Regional District in the southern half of Vancouver Island. It encompasses approximately 4,887 hectares (12,077 acres) of land area and 2,772 hectares (6,848 acres) of water area and includes the unincorporated communities of Mill Bay and Malahat, portions of Saanich Inlet and part of Finlayson Arm.

The South Cowichan OCP is essentially a four-document local plan comprising a main OCP document and three village local plans. The transition to a harmonized OCP recognizes the South Cowichan OCP and some overlap with the area A, B and C local plans. The local plan for area A includes the Mill Bay Village local plan. It is recognized that in the forthcoming modernization of the OCP, the local plan for area A may reconsider an area A, B and C local plan or neighbourhood plans within each area.

Lands within the local plan area are within the traditional territory of several Coast Salish Nations, including the Cowichan, Tsawout, Malahat, Pauquachin and Tsartlip Nations. The Malahat, Pauquachin and Cowichan First Nations have members residing within and adjoining the local plan area, and the Malahat Nation occupies a reserve south of Mill Bay. Today, the Cowichan Tribes are also one of the single largest employers in the region.

### **1.3      Relationship to Other Jurisdictions**

In relation to other jurisdictions, the plan area is bound on the south by the Capital Regional District (CRD), on the east by Saanich Inlet, on the north by electoral area C (Cobble Hill), and on the west by electoral area B (Shawnigan Lake). First Nations reserves are outside the jurisdiction of the official community plan.

The influence of the CRD on the growth, development and present character of the South Cowichan has been profound. The CRD is a major employment centre with very expensive

housing. Median prices of single-family residences in the CRD were well over half a million dollars at the time this plan was written. There is a considerably lower entry point to the single-family residential market in the South Cowichan, although this gap appears to be closing. Because of this, and because of the rural lifestyle and natural beauty offered by the South Cowichan, the local plan area is seen by many people employed in the CRD as a viable location to live, with a commute to Victoria being part of the daily routine. This phenomenon has kept growth rates in the South Cowichan at a consistently high level for decades, and as road improvements are continually made, the effect has been reinforced.

## **1.4 Mill Bay Character, Past and Present**

### *First Nations History*

Human settlement in the South Cowichan area dates back over 8,000 years to the Coastal Salish First Nations people who fished, hunted and settled in villages in the area. The first people to inhabit the Mill Bay area were the Coast Salish Nations of Malahat, Cowichan, Tsawout, Tsartlip, Pauquachin and others who used the area for settlement purposes as well as for camping, fishing and gathering. Lands within the village area are within the traditional territory of the First Nations tribes that originally inhabited this area. The Malahat First Nation reserve continues to be an active settlement in the area that adjoins Mill Bay Village. The Cowichan Tribes continue to take an interest in their traditional territory and have members residing in the village area.

Prior to European contact, the Malahat people formed one of the largest communities on Vancouver Island and throughout their history owned and occupied several village sites and resource areas. Two significant village sites, Keya (near the mouth of Shawnigan Creek) and Ma'le-'h'xe'l' (located between Verdier Point and McPhail), were situated in the area now known as Mill Bay. The Keya and Ma'le-'h'xe'l' used the territories around their villages for hunting, fishing and berry gathering, as well as ritual and ceremonial activities. These areas are rich in cultural heritage resources including archaeological sites that have physical remains such as graves, rock art, old village sites and lithic scatters.

The Malahat Nation is primarily situated on IR #11 (Malahat; 239 ha) south of the village of Mill Bay, along the western shores of the Saanich Inlet. The Nation also shares IR #13 (Goldstream; 8.9 ha) with the W̱SÁNEĆ Nations, located at the southernmost point of the Saanich Inlet near Goldstream Park. Malahat is a Nation signatory to the historic Douglas Treaties and is participating in the modern treaty process. Through the modern treaty process, Malahat has received interim treaty lands south of Shawnigan Lake (183 ha) and, with the assistance of the provincial government, purchased the former Bamberton industrial site (525 ha). Further lands in the area will be transferred to Malahat upon completion of the modern treaty process, at which point the Nation's lands will be in excess of 1,200 ha.

### *Early Settlement, Transportation, and the Beginnings of Tourism*

A scattering of farms began to appear in the Mill Bay area in the mid-19<sup>th</sup> century, especially after a visit in 1851 by surveyor-general J. D. Pemberton. Settlement decreed the need for building materials and a sawmill to provide them. The sawmill was constructed at the mouth of a creek after which it was named. Mill Stream was later renamed Shawnigan Creek, and Mill Bay was selected as the name for the gradually expanding settlement.

The sawmill, built by Henry Sheppard in 1859, was operated by waterpower. Skid roads were used to haul logs into Saanich Inlet for transport to Victoria. The earliest pioneers were mainly farmers and workers at the mill. A cookhouse and bunkhouses were established just north of the mill. At that time the surrounding land was a forest of firs and cedars, many of them too big to handle in the mill. Although the mill was disassembled and moved to Victoria in 1878, even today a few slabs can be seen on the ocean bottom at low tide.

European arrival brought with it the smallpox epidemic, which had devastating impacts on Indigenous people in the area beginning in 1862. After many of the survivors fled the area, their traditional territory was taken over by white settlers.

From 1860 to 1879, a road was constructed from the Goldstream area, through Mill Bay and Cobble Hill, to what is now Cowichan Bay. It was named Telegraph Road when a telegraph line was strung along to cross the inlet just north of Mill Bay Village. By 1877 St. Francis Xavier and a Methodist church (which in 1938 became St. John's United Church) were built. By 1883 there were more than ten school-age children in Mill Bay, and the first public school was established. The old mill cookhouse was the first schoolroom until 1896 when a school was built at the site of the present Mill Bay Nature School. By 1914, 31 students attended the school.

Before 1886, a trip to Victoria meant going to Cowichan Bay by horse and buggy, on horseback or bicycle, or walking, then taking a boat from Cowichan Bay to Victoria. After the E&N Railway was built in the mid-1880s, it became more common to take the train. After 1911, when the Malahat Highway was opened, one could take a perilous journey by car on a narrow and winding gravel surface. Following the road improvements, Mill Bay became a popular resort destination for residents of Victoria, which was noisy and busy with coal trucks, streetcars and horse drawn buggies, together with noise and smoke from sawmills. With the newly opened Malahat Highway, city dwellers could enjoy a paradise of clean beaches, warm water, fresh air and plenty of fishing. Cottages were built along the shoreline of Saanich Inlet and hotels came into being for weekend and summer holiday-makers. While these hotels no longer exist, many historic cottages remain.

The 1920s saw the construction of the Mill Bay Auto Court (now the Rosebank) to provide temporary rental housing in Mill Bay. During this decade as well, access to Mill Bay improved further with ferry service across Saanich Inlet, connecting Mill Bay and Brentwood Bay. The service was implemented in 1920 and offered hourly daytime service for many years. Since its beginnings, every few years the government would announce plans to shut it down, only to relent in the face of public outcry from residents. The ferry still runs today.

### *General Economic Patterns*

Throughout its history, the Mill Bay economy has benefited from a rich supply of natural resources, fertile lands, and ecologically significant areas. There was considerable logging around the Mill Bay slopes, and a gravel extraction operation and lime kiln were established south of Mill Bay at the Bamberton lands. The Bamberton cement local plant was built in 1913 but did not start operating until after the First World War. Blasting began and the cement was shipped around the world. This continued until 1980 when the machinery was dismantled.

Through the 20th century, the area's population and economic activity ebbed and flowed with regional and global events, at least two major forestry booms and two World Wars. In more recent times, the construction of the Trans-Canada Highway contributed to the growth of Mill Bay. Successive improvements to the highway shortened driving times to Vancouver Island's principal employment and retail centres in Victoria and Nanaimo. These improvements, combined with

limited economic growth in Mill Bay, gradually led to the area becoming, at least partially, a bedroom community to Victoria, Nanaimo, Duncan and other larger, nearby centres. At the same time, Mill Bay has developed a unique and distinct character that distinguishes it from other communities in the region.

The area's scenic beauty, mild climate, ocean and beach access and rural charms later stimulated increased growth in tourism. The agricultural sector is also expanding and diversifying, especially in the winery and organic food producing sectors.

### *20<sup>th</sup> Century Development of Commercial, Recreational, Cultural and Educational Facilities*

During the 1920s the BC Women's Institute and a number of other organizations chose Mill Bay as the site of a solarium to treat 'crippled' children. It was established in 1927 at what is now the Brentwood College site and was the first of its kind in Western Canada. The solarium employed doctors, nurses, janitors, cooks, office workers, physiotherapists, laundry help, gardeners and splint makers. It was closed in 1958 and its patients were moved to the Gordon Head facility near Victoria. The Mill Bay site was then owned for a short time by the Sherwood family and operated as the Valhalla Resort. The site was later sold to Brentwood College, which opened in 1961 with an enrollment of 80 boys (girls were admitted in 1980). Brentwood College has added new classrooms, dormitories, a dining room, a swimming pool, playing fields, a theatre and a wharf for water sports and rowing.

From the early days in Mill Bay it was decreed that beaches be open to the public for recreation. Road endings to the foreshore, along with several paths that have long since been ignored and lost, were established. When the Mill Bay Community League (MBCL) was established in the 1940s, its first business was to ensure that the foreshore, from the Malahat reserve to Whiskey Point, would be preserved as a public recreational area. A provincial order-in-council was granted, but in 1986 the government rescinded the order, stating that it was a land use matter that could be regulated by local zoning bylaws. The foreshore remains open to the public and obstructions have not been permitted to date, although public beach access is limited.

During the 1930s and 1940s the community gradually grew. The first general store in Mill Bay was built in 1933, just to the south of what is now Pioneer Square. In 1941, a second general store was built at the current Canadian Imperial Bank of Commerce site. A restaurant was added in 1946, and by 1957 the Mill Bay Marina had been established.

The years following the Second World War brought an influx of new residents, with increased employment at the solarium, at Bamberton and in logging operations. The MBCL hall hosted meetings, parties, bazaars and teas, and provided a meeting place for community groups, such as the Boy Scouts and Girl Guides of Canada. The MBCL was instrumental in ensuring that the Saanich Inlet foreshore would remain unobstructed for the recreational enjoyment of residents. Mill Bay Community League organized the first local garbage collection and fire protection services, and pressured Island Coach Lines to stop in Mill Bay, providing a bus shelter. Meanwhile, the first community water system was established in 1963, providing the many lots that had been created in Mill Bay with a community water system.

When the Kerry Park Recreation Centre was proposed for Mill Bay, the MBCL was asked to donate the land where the arena is located. They leased the land to the CVRD for one dollar per year, on a 99-year lease.

During the 1990s Mill Bay added another major educational institution—Frances Kelsey School, which serves high school students from Cobble Hill, Shawnigan Lake and Mill Bay. The school opened in 1994 and currently enrolls some 1,100 students.

### *Mill Bay Today*

Today, Mill Bay Village is a picturesque marine community located along the Saanich Inlet in Electoral Area A – Mill Bay/Malahat. It has a unique ‘small-town’ atmosphere with mainly single-family dwelling neighbourhoods and four commercial shopping nodes: Mill Bay Centre, Pioneer Square, Bayview Centre and Frayne Centre. An additional commercial area is pre-zoned and will be developed on the Ocean Terrace lands, overlooking the inlet in the southeastern part of the village area, and there may be one at the Stonebridge lands in the heart of Mill Bay, west of the Trans-Canada Highway. In the future, Mill Bay residents will enjoy improved services, public waterfront access and safe, convenient opportunities for walking and cycling within the community. Mill Bay is one of the most beautiful places on Vancouver Island. The OCP endeavours to enhance the lifestyles of its residents without compromising its small-town appeal.

Of the approximately 4,700 people residing in Electoral Area A – Mill Bay/Malahat, about 2,900 live in Mill Bay Village. There are about 1,100 residences in the growth containment boundary, almost all of which are single-family dwellings. The defining characteristic of Mill Bay is the Saanich Inlet—although access is limited at this time, the ocean views from many areas of Mill Bay are among the best on Vancouver Island. There are also numerous hiking trails, and the community is endowed with plenty of green space and a distinct village character. Mill Bay’s business/commercial sector serves as the main commerce activity area for most of the South Cowichan. There are four malls, including a large grocery store, two gas stations, a veterinary clinic, several restaurants, a library and a post office. The Kerry Park Recreation Centre offers numerous programs and includes meeting space, curling rinks, a hockey rink/arena and sports fields.

Due to its location near the CRD and limitations on local employment opportunities, a high percentage of residents commute to Victoria each day to work. Although transit has made some improvements in bus service to Duncan and more recently the commuter bus to Victoria, more efforts are needed to provide employment in the Mill Bay area and to offer public transit opportunities to those who will continue to work in the Capital Region.

Brentwood College is one of the major employers in the village. It has an oceanfront campus, consisting of first-class facilities in the heart of the village and waterfront access for sailing, rowing, canoeing, kayaking and marine biology and oceanography studies. Theatre productions and concerts are frequently offered to the community at large. Additionally, Frances Kelsey School and the Kerry Park Recreation Centres are major employers within Mill Bay Village.

A major challenge for Mill Bay will be to ensure that servicing is improved. There is a community water system, operated effectively by the Mill Bay Waterworks Improvement District. However, only small pockets within the community currently have community sewer services. The policies in the OCP support the future provision of community sewer services in Mill Bay Village, both to allow growth and to prevent the possibility of future impacts on Saanich Inlet.

The establishment of growth containment boundaries for Mill Bay Village will help ensure that the rural landscape will remain rural and resource-oriented, and the community will be better positioned to focus on revitalization, including the efficient and achievable provision of community sewer services within the core village area.

## *Community Heritage Register*

In recognition of the Cowichan Valley's rich historical and cultural resources, the CVRD Board established heritage conservation as a service to electoral areas in 1999 and a Community Heritage Register (CHR) in 2009. The intent of the heritage program is to promote public awareness of community heritage values and to support heritage conservation and heritage tourism initiatives. The CVRD is committed to heritage conservation by documenting significant historic places on the CHR.

It is an objective that the CVRD will implement the CHR of buildings, structures, cemeteries, landscape features, sites and objects. Included in the register is the Mill Bay Historic Church. Built in the 1890s and now one of the oldest buildings in the Mill Bay area, the church commemorates the community and religious life of early pioneers, and its proximity to the original mill can provide residents with history relating to the roots of Mill Bay. The church hall, located behind the historic church, was built in the 1940s. Today, the church is important to local historic groups who wish to maintain a part of this local history. The site is now owned by the CVRD as a community park.

Other heritage resources that may have significant heritage value and will be considered for inclusion on the CHR include but are not limited to the following:

1. *The Original Mill Bay Mill Site*: Situated in Mill Bay Village, the site of the early water-powered sawmill gave the Mill Bay community its name and may have local heritage significance. Although there are no remaining buildings or structures, the site gives testimony to the history of the forest industry and early pioneers. Interpretive signage may be desirable.
2. *St. Francis Xavier Church*: Located at 790 Kilmalu Road in Mill Bay, this Catholic church is the oldest building in Mill Bay and the third oldest church in the Cowichan Valley. It has been in continual use since its conception and includes the church grounds and a cemetery.
3. *The Queen Alexandra Solarium*: Located at Brentwood College in Mill Bay, the solarium was built in 1927 for the residence and rehabilitation of children with disabilities or injuries. It was the only one of its kind in Western Canada, and the location was chosen due to Mill Bay having the "best climate in British Columbia" (according to provincial archives). One building remains and is used as a residence at Brentwood University College.
4. *The Original Mill Bay Stagecoach Depot*: Located on Cobble Hill Road, the original Mill Bay stagecoach stop is a privately-owned dwelling notable for its early architectural features as well as its historical significance, documenting the lives of early pioneers who arrived in Mill Bay via stagecoach.
5. *2nd Mill Bay School*: The 2nd Mill Bay School still stands on the site of Mill Bay Nature School. Built in 1914, it has heritage potential for its significance to the history of education in the life of early pioneers.
6. *The Stone Bridge*: This stone structure crosses Shawnigan Creek along the Barry Road right-of-way in Mill Bay Village. The bridge was built in the summer of 1966 by long-time resident Grant Garnett and his children, and is part of a trail network that, although privately owned, has been used for many years by Mill Bay residents.

7. *The BC Ferries Terminal:* Located on Saanich Inlet off Mill Bay Road, the terminal was established in 1924 for the Mill Bay–Brentwood Bay route, which is the oldest continuous ferry route in BC. This heritage resource has many stories to tell about the history of Saanich Inlet and the community.
8. *The Cedarcrest Apartment Building:* Located along the north side of Barry Road, this is an older apartment building, unique in Mill Bay, accommodating ten units. There may be heritage features that can be restored or maintained.
9. *Cottages along Mill Bay Road:* During the early part of the 20<sup>th</sup> century many cottages were built along Mill Bay Road to provide recreational retreats from Victoria. Some of these cottages are still standing and may have heritage value.
10. *The Bamberton School:* The school was removed from its original location and is now privately owned and used as a dwelling on Mutter Road.
11. *The Rotary Trough:* Situated along Mill Bay Road, the structure was built in 1924 for visitors and residents travelling along the original Malahat Highway. This replaced the original wood trough erected on the site in 1911.
12. *The Bamberton Bridge:* A rock bridge marked the boundary between the Bamberton manager's territory and that of the factory workers and their families. This bridge is still intact.
13. *Bamberton Town Site:* A rock wall still lines the road that led through the original town site, but the forest has reclaimed the space that once held the homes of cement factory workers and their families. The footings of the Bamberton community hall and school still exist today, although the buildings have been removed. There is still evidence of the tennis courts and bleachers that once stood next to the community hall at Bamberton.
14. *Bamberton Cement Factory:* The Bamberton cement factory opened in 1911 and operated as such until 1980. Although many buildings have been removed, it remains a lingering evidence of working life in the original Bamberton town site.
15. *The Bamberton Manager's House:* The 1920s manager's house, with an orchard and swimming pool, contrasts directly with the housekeeper's tiny home located right next door.
16. *The Bamberton Housekeeper's House:* This building has possible heritage value. It has been converted into a part of the Bamberton Historical Society's museum and currently showcases many fascinating artifacts.
17. *The Bamberton Commemorative Garden:* This garden is located near an intersection of the original Bamberton town site. At the foot of a large maple tree, a plaque explains that the maple sapling was planted to commemorate Canada's 60<sup>th</sup> birthday.
18. *The Bamberton Community Hall:* The hall was removed from its original location and now exists in a new location on Shawnigan Mill Bay Road.

19. *The Original Bamberton Fire Station:* The original fire station has potential heritage and consists of a slanted tin roof and a few buckets that still sit in their original spot, having never been used.
20. *The Bamberton Funicular:* An odd-looking ten-foot-tall triangular wooden structure with wheels can be found at the Bamberton site. This old-fashioned vehicle was used to transport people up and down the cliff between the quarry and the factory before the development of the Malahat Highway.
21. *The Bamberton Silos:* Two of the original silos still stand at the Bamberton site. They were designed to contain cement waiting to be shipped off to all parts of Vancouver Island.
22. *The Mill Stream Store:* The first Bamberton store still exists along Shawnigan Mill Bay Road and is now privately owned as a dwelling.
23. *McCurdy House:* Located on the Malahat, this house is virtually unchanged and is still occupied by family members.
24. *Saanich Inlet Whaling Station:* Verdier Point used to be the site of a whaling station, and there are many stories surrounding the site and the history of its early pioneers.
25. *The Rockhaul:* This is the route that was used to haul rock from the Cobble Hill Quarry. It is still in place today, located off Trousse Road.
26. *The Original Mill Bay Inn and Resort:* Located on Bakerview Road, this house and the site were once a resort destination. The original home is still used as a private dwelling.

## 1.5 Population and Demographics

The OCP includes in Appendix I harmonized population, housing and employment projections from all local area plans (LAP). The Modernized Official Community Plan for the Electoral Areas (MOCP) and local plans will include regional, sub-regional and electoral area projections. These projections are an important consideration in the development of local plans.

## 1.6 Housing

Appendix I of the OCP also includes existing housing projections, which will be updated concurrently with population and employment projections. Ensuring that Mill Bay can absorb the anticipated future need for housing will require a focus on the housing potential within the village containment boundary. A technical assessment of developable lands within the Mill Bay growth containment boundary indicates that there is a potential for dwellings within several key development areas (e.g., Stonebridge Development, Ocean Terrace Development, Sentinel Ridge Development) and potential for additional lands through subdivision, rezoning or infill.

The technical assessment at the time of the South Cowichan OCP (2011) indicated a potential for 1,767 dwellings in the following areas:

Table 1-1: Mill Bay Housing Capacity

Area	Number of Dwellings
Stonebridge Development	600
Ocean Terrace Development	438
Bickford Development	80
Sentinel Ridge Development	30
Sangha Development	100
Mill Springs Development	200
Mill Bay Marina Development	14
Mixed-Use Area Development	60
Multi-Family Development	20
Manufactured Home Park Development	225
<b>TOTAL</b>	<b>1,767</b>

This is a very conservative estimate of housing supply, as it does not add the potential for infill in the Suburban Residential area or the Village Residential area, the potential for rezoning of Suburban Residential lands, residential units in commercial areas, the provision of secondary suites/secondary dwelling units or even the potential for infilling on vacant lots.

The housing projections will be considered with technical assessments in scenarios in the modernization. Development outside of the containment boundary will also be considered.

The South Sector Liquid Waste Management Plan will be amended to ensure that key areas are serviced by a class A community sewer collection and treatment system. Development that occurs prior to the CVRD system being established will be required to provide a class A system that can later be retrofitted to connect to the future system.

## 1.7 Local Planning Process

The OCP includes the local planning process for the harmonization of all LAPs. All nine LAPs are being harmonized through the creation of the OCP, which includes each local plan in Schedule B.

## **PART 2 LAND USE PLANNING DESIGNATIONS**

All future development must be consistent with the objectives and policies of the OCP and the area A Mill Bay/Malahat local plan. The regional land use designations described below are intended to reflect electoral area and regional commitments and aspirations. Both the regional designations and the local plan designations should be considered.

Except as shown on the Land Use Designation maps (see Schedule L, LA1 map series), land use designations generally follow parcel boundaries and, though not shown on the maps, the land use designations extend to the centre line of adjacent roads. Where land use designations split parcels, the boundary will be considered approximate.

### Symbol Legend:

- Designations in both the OCP, Part 4 and Electoral Area A – Mill Bay/Malahat local plan.
- Designations in the OCP, Part 4.
- › Designations in the Electoral Area A – Mill Bay/Malahat local plan.
  
- Renewable Resource – Agriculture
  - › Village Agriculture
- Renewable Resource – Forestry
- Industrial
- Institutional
- Parks
- Freshwater
- Marine
- Commercial
  - › General Commercial
  - › Highway Commercial
  - › Service Commercial
  - › Tourist Commercial
  - › Village Commercial
- Residential
  - › Comprehensive Development (also referred to as Ocean Terrace Comprehensive Development)
  - › Future Development
  - › Manufactured Home Park
  - › Multi-Family Residential
  - › Mixed-Use Comprehensive
  - › Rural Residential
  - › Stonebridge Comprehensive Development
  - › Village Residential
- Railway Transportation
- Settlement Nodes
- Roads and Servicing
- Temporary Use
- Heritage

## 2.1 Growth Containment Boundary

Growth containment boundary is a land use policy area based on a refinement and reassessment of the village containment boundaries and urban containment boundaries in LAPs. It identifies lands that will support housing and employment growth.

The growth containment boundary includes the commercial nodes and the residential settlement areas in general proximity to them. It is in this area that most future development in electoral area A will occur over the next 15 years.

There are seven Residential designations in the growth containment boundary, including two Comprehensive Development designations that will accommodate much of the growth. One designation, Rural Residential, sits outside the growth containment boundary:

- › Future Development
- › Manufactured Home Park
- › Multi-Family Residential
- › Mixed-Use Comprehensive
- › Village Residential
- › Comprehensive Development
- › Stonebridge Comprehensive Development
- › Rural Residential (outside the growth containment boundary)

During the modernization phase of the plan, technical expertise and public consultation will enable the growth containment boundary to be adjusted and service provisions to be aligned with projected new settlement expansion areas. The growth containment boundaries are shown on Schedule G, GA Growth Management Concept – Area A.

### 2.1.1 Growth Containment Boundary Objectives

1. Consider a South Sector Liquid Waste Management Plan to determine wastewater infrastructure requirements to service growth through 2050 with a cost-effective, resilient wastewater infrastructure local plan and a long-term strategy to develop sustainable wastewater service.

### 2.1.2 Growth Containment Boundary Policies

The regional board:

1. Does not support servicing to lands outside of the growth containment boundary.

## 2.2 Renewable Resource – Agriculture Designation

The Cowichan Valley has one of the warmest climates in Canada and some of the most diverse and fertile soils, suited to a wide variety of agricultural enterprises. Agriculture is an important sector of the economy, as well as being essential to the rural ambience and beauty of the landscape. A primary goal of this local plan is to protect agricultural resource lands and the agricultural industry. The Agriculture designation is also intended to support the agricultural sector by accommodating supplemental employment opportunities, home-based businesses and value-added opportunities to maintain the viability of farm businesses.

## Renewable Resource – Agriculture Designation

Lands designated as Agriculture include areas with potential for a wide range of agricultural production and include land in the Agricultural Land Reserve as shown on Schedule D, DA1.1 Agricultural Land Reserve – Area A. The Agriculture designation recognizes the Cowichan Valley Food Charter, the Regional Agricultural local plan and other programs aimed at ensuring that residents have access to safe, nutritious food and that the agricultural industry continues to thrive, diversify and grow.

### 2.2.1 Renewable Resource – Agriculture Objectives

1. Provide local opportunities for providing a healthy, high quality diet for the community and visitors.
2. Provide opportunities for large farms such as dairies, as well as small lot agriculture and organic farms.
3. Improve and extend access to market for local foods, ensuring that residents and visitors can buy food locally.

### 2.2.2 Renewable Resource – Agriculture Policies

*To be considered in the modernization.*

## Village Agriculture Designation

This section provides objectives and policies related to the Village Agriculture designation, which accommodates the Mill Bay Veterinary Clinic on Deloume Road, across from Bayview Centre. This development provides for the health needs of agricultural livestock in the area and has historically been considered an agricultural parcel. The OCP supports and encourages the continued operation of the veterinary use.

### 2.2.3 Village Agriculture Objectives

*To be considered in the modernization*

### 2.2.4 Village Agriculture Policies

The regional board:

1. Supports the continued operation of a veterinary clinic use within the Mill Bay growth containment boundary, for the benefit of farm and domestic animals.

## 2.3 Renewable Resource – Forestry Designation

The Renewable Resource – Forestry designation is intended to accommodate forest management and other resource land uses. This local plan seeks to protect forest lands for their long-term value and to limit urban and rural sprawl. Each past official community plan adopted for the local plan area and larger South Cowichan region has recognized the importance of the forest resource as a renewable resource, even with the cyclical nature of the forest industry, the history of ownership, changes to provincial policy and private sector applications to develop forest lands.

Vancouver Island rainforests are characterized by a maritime climate with warm, dry summers, mild winters and abundant precipitation. There is considerable documentation related to the global and national importance of these rainforests; they represent some of the most biodiverse watersheds in the world. Species such as coastal Douglas fir, hemlock and cedar make these forests important not only to the economy but also to the natural environment, water supplies, fish and wildlife habitat and carbon sequestration. They total about 53% of the area A land base and are designated in this local plan as Renewable Resource – Forestry. Unlike mainland BC forests, lands on southeastern Vancouver Island have a history of private ownership, beginning with the E&N Railway grant. In the 1880s, as part of its commitment to build the railway, the Province granted some two million acres between Sooke and Campbell River to the company charged with constructing the railway.

Forest lands were subsequently sold or granted to private companies. Until recently, the local forest resource was linked to local manufacturing facilities and mills, providing employment and representing the most influential sector of the local economy. Today, many of the economic ties no longer exist between the forest resource and the local community. Meanwhile, the economy is diversifying, and the relative importance of the service and tourism sectors is growing. Forestry will remain an important natural resource industry but will likely continue to decrease in absolute and relative terms, at least over the short and medium term, due to harvest declines and the closure of local sawmills. However, while the importance of forestry as an economic force has decreased, it will remain a critical economic sector over the long term, as a new generation of trees mature.

Forestry management is a provincial responsibility and should be managed to support the sustainability of the industry, the resource and the natural environment. Private forest lands within tree farm licences (TFL) cannot be used for other purposes, such as housing developments, and are assessed at low tax rates. Recently, the Province has allowed the release of large tracts of private forest lands from the TFLs. Thousands of hectares of land have been sold on speculation, and new owners, or in some cases the real estate divisions of the forest companies, seek to develop housing or mixed-use commercial developments.

### Renewable Resource – Forestry Designation

The OCP includes Forestry objectives and policies. Additional objectives and policies specific to the local area may be considered in the modernization.

#### 2.3.1 Renewable Resource – Forestry Objectives

*To be considered in the modernization.*

#### 2.3.2 Renewable Resource – Forestry Policies

*To be considered in the modernization.*

### 2.4 Industrial Designation

A strong, diverse local economy requires that the local plan provides a policy framework that encourages industry, while at the same time ensuring that new industrial development is environmentally clean, contributes to the quality of life for residents and strives to utilize community resources. Industrial supports secondary forestry manufacturing, value-added

agriculture and high-tech industries that have the capability of providing a high standard of employment.

Existing industrial areas at the rural area at Bamberton on Saanich Inlet are important contributors to the sustainability of the community, but more industrial businesses are required to attract and retain a skilled workforce over an indefinite period. Opportunities are identified to establish a light industrial business park south of Mill Bay, in an area that has highway access and very few if any impacts on existing residential areas.

## Industrial Designation

The Industrial designation is intended to accommodate industrial uses in Bamberton.

### 2.4.1 Industrial Objectives

1. Reduce noise generation and consider hours of operation consistent with nearby rural residential uses.

### 2.4.2 Industrial Policies

The regional board:

1. Establishes zoning standards to prohibit use of dangerous or toxic materials.
2. Establishes zoning standards for one dwelling per parcel.
3. Does not support proposals to expand the Industrial designation to adjacent lands.

## 2.5 Institutional Designation

Access to recreation and social infrastructure and the provision of community services are essential for the quality of life and social sustainability of the communities within the Mill Bay local plan area. There is also strong encouragement of institutional uses that provide services and enhance the well-being of the communities within the South Cowichan.

### Institutional Designation

The Institutional designation is intended for public institutional uses within the Mill Bay growth containment boundary. Recreation and community service uses are a high priority. Community access to institutional services and recreation is essential for the quality of life and social sustainability of the village area. The policies in this section provide for a wide variety of institutional uses.

The Kerry Park Recreation Centre is the only indoor recreational centre in the area, and consists of an arena, meeting space, a sports fields and a gymnasium. It provides a wide variety of programs such as skating, hockey, soccer, curling, seasonal events, gymnastics, karate, tennis, youth and children programs, adult fitness and sports, as well as space for events and community meetings.

The local plan separates Parks and Institutional designations, and this will be more fully considered in the modernization.

### 2.5.1 Institutional Objectives

1. Provide recreational activities that advance tourism and bolster the economy.
2. Provide institutional uses such as schools, recreational and community service uses.
3. Provide a CVRD-owned school site to be leased to School District 79.

### 2.5.2 Institutional Policies

The regional board:

1. Establishes zoning standards in rural areas for institutional uses with a view to determining community benefit and public good, including the protection of agricultural uses.

## 2.6 Parks Designation

Access to recreation and social infrastructure and the provision of community services are essential for the quality of life and social sustainability of the communities within the South Cowichan. There are numerous parks in the local plan area, and the CVRD actively encourages additional acquisitions as suitable lands become available. As the population continues to grow, a high priority will be placed on the maintenance of existing parks and trails and the acquisition of new ones, including trail linkages. See Parks Master Plan for Area A for more information. The CVRD supports a collaborative approach to local planning for parks.

As Mill Bay Village continues to develop, it is anticipated that more parks and trails will be developed. For example, several parks should be provided through development of the Stonebridge Future Development area designation and the Comprehensive Development designation.

The local plan separates Parks and Institutional designations, and this will be more fully considered in the modernization.

### Parks Designation

The Parks designation is intended to provide recreation opportunities, which are essential for the quality of life and social sustainability of the communities within the South Cowichan and Mill Bay local plan area.

#### 2.6.1 Parks Objectives

1. Provide a variety of appropriately scaled parks, trails and recreational opportunities for the diverse resident population and visitors to Mill Bay Village.
2. Provide a diverse range of recreational opportunities.
3. Improve pedestrian and cycling linkages between commercial areas, parks and residential neighbourhoods.
4. Acquire new parkland and maintain and improve existing parks.
5. Encourage a healthy, vibrant and aesthetically pleasing community with an abundance of indoor and outdoor public and open spaces.

#### 2.6.2 Parks Policies

The regional board:

*To be considered in the modernization.*

## 2.7 Freshwater and Marine Designations

There are two water designations in the local plan area, Freshwater and Marine. These water designations are provided to ensure that lake water is conserved, and habitat protected, and that the marine waters are managed and protected to the highest degree possible. There are about 22 kilometres (km) of shoreline in electoral area A, and the waters accommodate and sustain many bird, aquatic and mammal species, including several rare and endangered species. This area has international significance and is very important to fisheries, tourism, biodiversity and food security, as well as to the population of Vancouver Island and the Gulf Islands. The lakes within the local plan area include Rat Lake, Oliphant Lake and Spectacle Lake.

The Mill Bay boat launch, located at the end of Handy Road on Saanich Inlet, was built by the Mill Bay Community League in 1983, and the original Crown water lot lease was transferred from the Mill Bay Community League to the CVRD in 1986. The Ministry of Transportation and Infrastructure and the CVRD have Crown lease tenure.

The Mill Bay Wharf, at the end of Keir Road on Saanich Inlet, was originally a federal Department of Fisheries and Oceans wharf and was transferred to the CVRD in 2002 for parks purposes. The CVRD has a 30-year water lot lease. A gazebo was added in 2003.

The Marine designation objectives and policies are located here for review but will be considered as part of a marine OCP and removed from the OCP.

### Freshwater Designation

The primary purpose of the Freshwater designation is to protect the quality and quantity of water for potential potable water use and the biodiversity of sensitive lake ecosystems.

#### 2.7.1 Freshwater Objectives

*To be considered in the modernization.*

#### 2.7.2 Freshwater Policies

*To be considered in the modernization.*

### Marine Designation

The primary purpose of the Marine designation is to protect the marine waters to the highest degree possible. A marine OCP for electoral areas A, C, D, F, G and H will be fully considered in the modernization as a separate local plan with robust objectives and policies.

#### 2.7.3 Marine Objectives

1. Ensure that marine areas are protected from the impacts of human developments.
2. Protect marine ecosystems, wildlife habitat and species.

#### 2.7.4 Marine Policies

The regional board:

1. Does not support the creation of bulkheads, seawalls with land fill, and similar engineering works due to their deleterious effects on beach sediment transfer and accumulation zones.
2. Does not support foreshore leases for aquaculture.

### 2.8 Commercial Designation

A key goal of this local plan is to revitalize existing commercial areas and create new ones, providing services, shopping opportunities and employment. A healthy economy is a cornerstone of a sustainable and complete community where people can live, play, work and participate, growing and diversifying the local economy while staying within the capacity of the natural environment. The local plan ensures that sufficient lands are available for commercial businesses so that a variety of local employment opportunities will thrive and that residents can obtain a wide range of goods and services within the community. It is recognized that there is a strong connection between economic prosperity and quality of life. Mill Bay seeks to retain its position as the focal point for commercial activity in the South Cowichan area. Together, these Commercial designations will help ensure that there is a broad range of commerce.

There are five Commercial designations in the local plan:

- › General Commercial
- › Highway Commercial
- › Service Commercial
- › Tourist Commercial
- › Village Commercial

#### General Commercial

The General Commercial designation is intended to support a diverse range of commercial businesses, offices, convenience stores and personal services. An additional commercial area will be developed on the Ocean Terrace lands, overlooking the inlet in the southeastern part of the village area, and there may be one at the Stonebridge lands, in the heart of Mill Bay, west of the Trans-Canada Highway.

#### Highway Commercial

The Highway Commercial designation is intended to accommodate automobile service stations, ancillary auto accessory sales and restaurants intended to serve the travelling public. Highway Commercial is located outside the growth containment boundary.

## Service Commercial

The Service Commercial designation is intended to address the needs of the travelling public, including gasoline service stations, auto accessory sales and accessory restaurants. The Service Commercial designation accommodates the two service stations and a restaurant on the Trans-Canada Highway and Deloume Road. Service Commercial is located within the growth containment boundary.

## Tourist Commercial

The Tourist Commercial designation is intended to accommodate a variety of tourist and recreational commercial uses.

Tourism is a major growth industry in the Cowichan Valley, but only a limited degree of tourist recreational activity exists in the local plan area. Mill Bay offers potentially suitable sites for tourist commercial development, as it has coastal access in areas along Saanich Inlet, can provide scenic ocean views and has heritage tourism potential.

## Village Commercial

The Village Commercial designation supports a diverse range of commercial uses, primarily in three nodes along the Trans-Canada Highway—Frayne Centre, Mill Bay Centre and Pioneer Square—including but not limited to retail outlets, doctors' offices, banks/credit unions, restaurants, coffee shops, museums, offices and boutiques. All commercial uses permitted in the village area should be compatible with surrounding residential and agricultural areas.

## Commercial Designation Objectives and Policies

In addition to the regional Commercial objectives and policies, general Commercial objectives and policies outlined in sections 2.8.1 and 2.8.2 are for general commercial development in this local plan.

### 2.8.1 Commercial Objectives

1. Ensure commercial establishments are consistent with the rural ambience of the South Cowichan and aesthetically pleasing.
2. Ensure commercial areas are accessible by transit and have well-defined pedestrian corridors.
3. Provide attractive, diverse and appropriately scaled commercial development in the village area.

### 2.8.2 Commercial Policies

The regional board:

1. Supports development of existing commercial sites while preventing commercial sprawl.

### 2.8.3 General Commercial Objectives

1. Permit a diverse range of commercial businesses, offices, convenience stores and personal services establishments.

2. Supports creation of a zone for a Rural Farmers' Market subject to the following criteria. The development will
  - a. not be within the Agricultural Land Reserve, or approval from the Agricultural Land Commission has been granted;
  - b. not diminish the future potential of the land to be used for agricultural purposes;
  - c. not detract from the rural landscape or negatively impact neighbouring rural properties; and
  - d. reflect and be sensitive to the character of the surrounding properties.
3. Supports rezoning for a neighbourhood pub, subject to the following criteria. The development must
  - a. not be located on the Trans-Canada Highway;
  - b. be serviced by a community water and sewer system;
  - c. reflect and be sensitive to the character of the surrounding properties;
  - d. develop and protect trails and walkways; and
  - e. consider a development permit area.

#### 2.8.4 General Commercial Policies

*To be considered in the modernization.*

#### 2.8.5 Highway Commercial Objectives

1. Support the existing highway commercial uses in designated areas along the Trans-Canada Highway.

#### 2.8.6 Highway Commercial Policies

*To be considered in the modernization.*

#### 2.8.7 Service Commercial Objectives

1. Prevent strip commercial development on the Trans-Canada Highway and from Shawnigan-Mill Bay Road.
2. Protect the rural landscape.

#### 2.8.8 Service Commercial Policies

The regional board:

1. Does not support additional service commercial zones.

#### 2.8.9 Tourist Commercial Objectives

1. Protect ocean views.

### 2.8.10 Tourist Commercial Policies

The regional board:

1. Supports height variances if surrounding views are not impacted.
2. Supports new Tourist Commercial designations with the following considerations.  
The development must
  - a. not have direct access from the Trans-Canada Highway or Shawnigan-Mill Bay Road;
  - b. reflect and be sensitive to the character of the surrounding properties;
  - c. protect existing views from surrounding properties;
  - d. considered heritage resources in the CVRD Community Heritage Register;
  - e. develop and protect trails and walkways; and
  - f. consider a development permit area.

### 2.8.11 Village Commercial Objectives

1. Improve the local economy and raise quality of life by increasing commercial opportunities and employment.

### 2.8.12 Village Commercial Policies

*To be considered in the modernization.*

## 2.9 Residential Designation

There are eight Residential designations in the local plan area:

- › Comprehensive Development (also referred to as Ocean Terrace Comprehensive Development)
- › Future Development
- › Manufactured Home Park
- › Multi-Family Residential
- › Mixed-Use Comprehensive
- › Rural Residential
- › Stonebridge Comprehensive Development
- › Village Residential

There are seven Residential designations in the Mill Bay growth containment boundary:

- › Future Development
- › Comprehensive Development
- › Manufactured Home Park
- › Multi-Family Residential
- › Mixed-Use Comprehensive
- › Stonebridge Comprehensive Development
- › Village Residential

There are two Residential designations outside the Mill Bay growth containment boundary:

- › Manufactured Home Park
- › Rural Residential

## Comprehensive Development Designation

Lands designated as Comprehensive Development are intended to accommodate a mix of commercial, residential, parkland and institutional uses. The designation allows for a comprehensive development that includes no more than 438 dwelling units throughout the designated area. Of these, a minimum of 165 units will be multiple family units, a minimum of 136 units will be intensive single-family residential units, and the remaining dwelling units will be a mixture of single-family, mixed-use and multiple family units. A minimum of 20% of the total area of lands within the Comprehensive Development should be dedicated to the CVRD and should occur in the first phase of development.

Note: This designation was referred to as Comprehensive Development and Ocean Terrace Comprehensive Development in Bylaw 3510, Appendix A – Mill Bay Village Plan

## Future Development Designation

The Future Development designation is intended for the growth containment boundary, which includes the commercial nodes and the residential settlement areas in general proximity to them.

Future growth and development will consist of a more diverse supply of housing to meet the needs of a diverse population. Residents will be able to live comfortably in Mill Bay. Seniors wishing to remain in the community will be able to receive the services they need to enjoy the quality of life they desire. The growth containment boundary includes the commercial nodes and the residential settlement areas in general proximity to them. It is in this area that most future development in electoral area A will occur over the next 15 years including Ocean Terrace Comprehensive Development area and Stonebridge Future Development area.

## Manufactured Home Park Designation

The Manufactured Home Park designation recognizes the importance of mobile homes to the range of housing options available in the local plan area. The Manufactured Home Park designation applies to mobile home parks located specific to the Kerry Village development, which provides for some 60 homes aimed at seniors aged 55 and over, the Cedar Creek Development adjacent to Kerry Village to the west, and Spectacle Lake Manufactured Home Park.

## Multi-Family Residential Designation

Multi-Family Residential designation allows for low-density attached housing such as small-scale apartments, condominiums and townhomes. This designation affects three sites—two west of the Trans-Canada Highway near Bayview Centre and one adjacent to Frances Kelsey School.

## Mixed-Use Comprehensive Designation

The Mixed-Use Comprehensive designation applies to approximately 2.2 ha of land along Shawnigan-Mill Bay Road, adjacent to Pioneer Square. This Comprehensive designation allows for a variety of integrated land uses including multiple family residential, seniors housing, commercial development and a seniors' care facility with congregate care, extensive care, offices and a seniors' daycare use. The facilities permitted in this designation will help to provide for a full range of housing for senior citizens in Mill Bay.

## Rural Residential Designation

The Rural Residential designation is intended to accommodate a range of rural lifestyle options outside of the Mill Bay growth containment boundary and, where possible, to provide a buffer between large rural resource (forestry, mining and agriculture) and more urbanized residential lands. These parcels are characterized by their single-family dwellings, treed areas and agriculture, and should provide the community with aesthetically pleasing green space and treed areas, on parcels ranging from 0.4 ha to 4 ha in size.

## Stonebridge Comprehensive Development Designation

The Stonebridge Comprehensive Development designation is intended to be a neighbourhood community at the heart of Mill Bay. It is intended, over time, to become a welcoming community core area that includes a wide variety of residence types including smaller, more affordable homes, informal social mixing opportunities, nature appreciation and commercial services mixed with other land uses, including public institutional uses.

The total area of the Stonebridge site is over 60 ha and it is centrally located in the Mill Bay Village area, which had a population of fewer than 3,000 people in 2016. The site is traversed by two watercourses: Shawnigan and Hollings Creeks. The natural beauty of these lands is one of its primary attributes.

The owners of the site hired a consulting firm to master plan the area. Objectives and policies are largely derived from this master plan and are intended to give more specific direction to the way in which these lands should be developed.

## Village Residential Designation

The Village Residential designation is intended to accommodate a range of housing types. These diverse housing opportunities include affordability, special needs, rental and seniors' housing.

## Residential Designation Objectives and Policies

In addition to the regional Residential objectives and policies, general Residential objectives and policies outlined in sections 2.9.1 and 2.9.2 are for general residential development in this local plan.

### 2.9.1 Residential Objectives

1. Provide a sufficient supply of housing to allow for anticipated growth.
2. Develop a vibrant village centre.

### 2.9.2 Residential Policies

The regional board:

1. Establishes zoning standards for community gardens.

### 2.9.3 Comprehensive Development Objectives

Note: This designation was referred to as Comprehensive Development and Ocean Terrace Comprehensive Development in Bylaw 3510, Appendix A – Mill Bay Village Plan

1. Preserve open spaces.
2. Encourage the Ministry of Transportation and Infrastructure to ensure more than one access route.
3. Encourage public or institutional amenities to meet community needs.
4. Support diverse transportation and modality choices including cycling, walking, transit and driving.

### 2.9.4 Comprehensive Development Policies

*To be considered in the modernization.*

### 2.9.5 Future Development Objectives

1. Preserve and enhance the village character of Mill Bay.
2. Promote improved services, an accessible and safe public waterfront, and convenient opportunities for walking and cycling in the Mill Bay Village.
3. Meet the housing needs of a diverse population.
4. Revitalize existing commercial areas and create new ones.
5. Celebrate and conserve Mill Bay heritage and history.
6. Protect the Mill Bay aquifer.
7. Provide a diverse supply of housing.

### 2.9.6 Future Development Policies

The regional board:

1. Will support residential development over commercial businesses and new parks and trails.

### 2.9.7 Manufactured Home Park Objectives

*To be considered in the modernization.*

### 2.9.8 Manufactured Home Park Policies

The regional board:

1. Encourages adequate arrangements for the relocation of tenants, including into housing units within the new development, where redevelopment of a manufactured home park is contemplated.
2. Establishes zoning standards for a maximum density of 15 units/ha.

### 2.9.9 Multi-Family Residential Objectives

1. Maintain the unique heritage and rural character of Mill Bay Village.

### 2.9.10 Multi-Family Residential Policies

*To be considered in the modernization.*

### 2.9.11 Mixed-Use Comprehensive Objectives

1. Provide aging in place development that encourages active lifestyles and offers flexible options for housing and convenient access to services.
2. Ensure development is integrated with Pioneer Square and other adjacent developments using trails or walkways.

### 2.9.12 Mixed-Use Comprehensive Policies

The regional board:

1. Encourages the development of a comprehensive seniors' community that will help to fulfill the community's needs for seniors housing, including congregate care and intensive care housing.

### 2.9.13 Rural Residential Objectives

1. Provide a wide range of housing and rural lifestyle options for various stages of life and different community lifestyles.
2. Preserve the rural character of the community.

### 2.9.14 Rural Residential Policies

*To be considered in the modernization.*

### 2.9.15 Stonebridge Comprehensive Development Objectives

1. Preserve the historic stone bridge over Shawnigan Creek as a public amenity, allowing community access to and through the neighbourhood.
2. Plan a walkable neighbourhood with strong connections to area amenities—including a large central park area—and other community destinations.
3. Develop alternative transportation modes such as walking, cycling and public transit, including buses and ferries.
4. Design an efficient rainwater management program to protect local water quality and demonstrate best practices in sustainable development.
5. Protect the Mill Bay aquifer.
6. Develop a north-south internal road connection, whether this requires a crossing of Shawnigan Creek or the establishment of a road that would connect to Shawnigan-Mill Bay Road in the vicinity of Kerry Park Recreation Centre.

## 2.9.16 Stonebridge Comprehensive Development Policies

The regional board:

1. Establishes zoning standards on the northwestern portion of the Stonebridge Comprehensive Development designation for residential development.

## 2.9.17 Village Residential Objectives

1. Provide an affordable housing option in Mill Bay Village.
2. Encourage tourism activities through provision of bed-and-breakfast accommodation.

## 2.9.18 Village Residential Policies

The regional board:

1. Considers development variances for siting to preserve views or natural features.

## 2.10 Railway Transportation Designation

Objectives and policies specific to the local area may be considered in the modernization.

### 2.10.1 Railway Transportation Objectives

*To be considered in the modernization.*

### 2.10.2 Railway Transportation Policies

*To be considered in the modernization.*

## 2.11 Settlement Nodes

Settlement Nodes

See Growth Containment Boundary and Village Residential objectives and policies. Mill Bay Village is a Major Village Centre.

## 2.12 Roads and Servicing

Roads and Servicing

Specific layout of subdivisions and the road connections within the subdivision are approved by the Provincial Approving Officer of the Ministry of Transportation and Infrastructure as each subdivision phase is approved.

The transportation objectives and policies are intended to improve transportation and land use planning. A comprehensive transportation plan for areas A, B and C will be considered in the modernization.

### 2.12.1 Roads and Servicing Objectives

1. The Province is encouraged to find ways of improving the following unsatisfactory and potentially hazardous sections of road as follows:
  - a. Pedestrian crossings along the Trans-Canada Highway need to be improved at Deloume, Shawnigan-Mill Bay and Frayne Roads. The problems could be reduced by providing an underpass at Lashburne Road or an overpass at Deloume Road or Shawnigan-Mill Bay Road. This is a safety priority, as most residences are east of the highway and schools are to the west.
  - b. The intersections where Filgate and Cameron-Taggart Roads intersect Cobble Hill-Shawnigan Lake and Shawnigan-Mill Bay Roads are on curves, producing hazards. All intersections on Cobble Hill-Shawnigan Lake Road should have safe and clear lines of sight.
  - c. Connection of Deloume Road between Mill Springs and points north is necessary.
  - d. On the Trans-Canada Highway, an advance left turn lane for south bound traffic onto Kilmalu Road is necessary to improve safety.
2. The Province is encouraged to name roads within the South Cowichan to reflect local identity and heritage and consult with local historical societies and the CVRD for recommendations.
3. The Province is encouraged to ensure that heavy truck traffic utilizes alternate routes through major network roads rather than the more densely populated village areas.
4. The Province is encouraged to implement the Major Road Network Plan, with roads classified according to the table below.

Table 2–1: Major Roads Current & Proposed

Name of Road	Controlled Access Highways	Major Network Roads	Proposed Major Network Roads	Local Roads
Barry Road (across Shawnigan Creek)			•	
Cobble Hill Road		•		
Cobble Hill-Shawnigan Lake Road		•		
Cowichan Bay Road		•		
Deloume Road		•		
(East) Shawnigan Lake Road		•		
Fisher Road		•		
Kilmalu Road (to Telegraph Road)		•		
Hillbank Road/Kingburne Drive connector			•	
Hutchinson Road		•		
Mill Bay Haul Road (now private)			•	
Mill Bay Road		•		
Shawnigan-Mill Bay Road		•		
Telegraph Road		•		
Trans-Canada Highway 1	•			
West Shawnigan Lake Road		•		
<i>All roads not named above</i>				•

## 2.13 Temporary Use Designations

### Temporary Use Designations

Lands designated for Temporary Use designations are intended to ensure that temporary uses have a beneficial aspect for the community and that they have little or no negative effect upon residential uses or the natural environment. In area A, Forestry lands are designated for temporary industrial use.

#### 2.13.1 Temporary Use Policies

The regional board:

1. Will consider issuance of a Temporary Use designation for the following industrial uses as designated on Renewable Resource-Forestry:
  - a. the establishment of temporary, small-scale logging operations, including the preparation of logs, fence posts, shakes, poles and firewood, and temporary employee accommodation, where such use may be demonstrated to have little or no effect on neighbouring residential uses or the natural environment; and
  - b. processing activities that are directly related to mineral or aggregate extraction and that are temporary in nature, such as asphalt batch plants.

## 2.14 Heritage Designations

There are no Heritage designations currently in area A. One site is registered, and several are identified as possible sites, as outlined in section 1.4.

#### 2.14.1 Heritage Objectives

1. Identify heritage resources and protect them from impacts that would destroy their heritage attributes.
2. Maintain the distinct identity of the South Cowichan and its unique communities.
3. Recognize the long history and contributions of First Nations to local cultural heritage.
4. Recognize that the traditional and sacred places of the First Nations, including Cowichan, Malahat, Pauquachin, Tsartlip and Tsawout, are an important component of the heritage of the South Cowichan area.

#### 2.14.2 Heritage Policies

The regional board:

1. Supports the development of heritage conservation areas.

## **PART 3      IMPLEMENTATION AND EVALUATION**

### **3.1      Monitoring and Review of the Plan**

*To be considered in the modernization.*

### **3.2      Performance Measures**

This section provides a means by which to measure the success of the Mill Bay local plan in terms of its objectives and policies. The land use inventory statistics will outline the amount of land within the local plan area. The current amount of land within the growth containment boundary (shown on Schedule G, GA Growth Management Concept – Area A) is 662 ha (1,637 ac), while the amount outside the growth containment boundary is 4,225 ha (10,440 ac). The total land area is 4,887 ha (12,077 ac), designated as follows:

A. *Renewable Resource – Agriculture*

The current amount of land designated for Renewable Resource – Agriculture use is approximately 718 ha (1,775 ac), or 14.7% of the percent of the plan area.

B. *Renewable Resource – Forestry*

The current amount of land designated for Rural Resource – Forestry use is approximately 2,595 ha (6,413 ac), or 53.1% of the plan area.

C. *Industrial*

The current amount of land designated for Industrial use is approximately 99 ha (244 ac), or 2.0% of the plan area.

D. *Institutional*

The current amount of land designated for Institutional use is approximately 55 ha (136 ac), or 1.1% of the plan area.

E. *Parks*

The current amount of land designated as Parks is approximately 82 ha (203 ac), or 1.7% of the plan area.

F. *Freshwater*

The current amount of the local plan area designated as Freshwater is approximately 8 ha (19 ac).

G. *Marine*

The current amount of the local plan area designated as Marine area is approximately 2,763 ha (6,828 ac). Note a marine OCP with its own objectives and policies will be developed as part of the modernization.

H. *Commercial*

The current amount of land designated for Commercial use is approximately 52 ha (128 ac), or 1.1% of the plan area.

I. *Residential Area*

The current amount of land designated for Residential use is approximately 1,275 ha (3,150 ac), or 26.1% of the plan area.

J. *Railway Transportation Area*

The current amount of land designated for Railway Transportation use is approximately 10 ha (26 ac), or 0.2% of the plan area.

K. *Growth Containment Boundary*

The current amount of land in the growth containment boundary is approximately 662 ha (1,637 ac) or 13.6% of the plan area.

Table 3 –1 Regional Performance Measures

Electoral Area A - Mill Bay/Malahat Local Area Plan

Land Use Designations	Rural Area		Rural Area % of Local Plan	Mill Bay Village		Village Area % of Local Plan
	Hectares	Acres		Hectares	Acres	
Renewable Resource – Agriculture	718	1,775	14.696	0	1	0.004
Renewable Resource – Forestry	2,595	6,413	53.102	0	0	0.000
Industrial	99	244	2.023	0	0	0.000
Institutional	12	31	0.254	43	106	0.874
Parks	50	124	1.026	32	80	0.659
Freshwater	8	19		0	0	
Marine	2,763	6,828		0	0	
Commercial	32	80	0.659	20	49	0.404
Residential	707	1,748	14.474	567	1,402	11.612
Railway Transportation	10	26	0.213	0	0	0.000
<b>Total</b>	<b>4,225</b>	<b>10,440</b>	<b>86.447</b>	<b>663</b>	<b>1,637</b>	<b>13.553</b>

	Hectares	Acres
Rural Area	4,225	10,440
Village Area	662	1,637
<b>Grand Total</b>	<b>4,887</b>	<b>12,077</b>

1. When calculating the land use designations, ALR land is included in the designation within which it sits.
2. In the plan area, the total amount of ALR land is approximately 688 ha, or 9%.
3. In the plan area, the total amount of land within the growth containment boundaries is approximately 662 ha, or 13.6%.
4. In calculating the total plan areas and percentages, Marine and Freshwater were not included.

## **LIST OF TABLES**

[Table 1–1 Mill Bay Housing Capacity](#)

[Table 2–1 Major Roads Current & Proposed](#)

[Table 3–1 Regional Performance Measures](#)