



# STAFF REPORT TO COMMITTEE

**DATE OF REPORT** June 11, 2025  
**MEETING TYPE & DATE** Electoral Area Services Committee Meeting of July 2, 2025  
**FROM:** Development Services Division  
Land Use Services Department  
**SUBJECT:** Rezoning Application No. RZ24G01 (11235 Baker Road/PID: 017-887-020)  
**FILE:** RZ24G01

## **PURPOSE/INTRODUCTION**

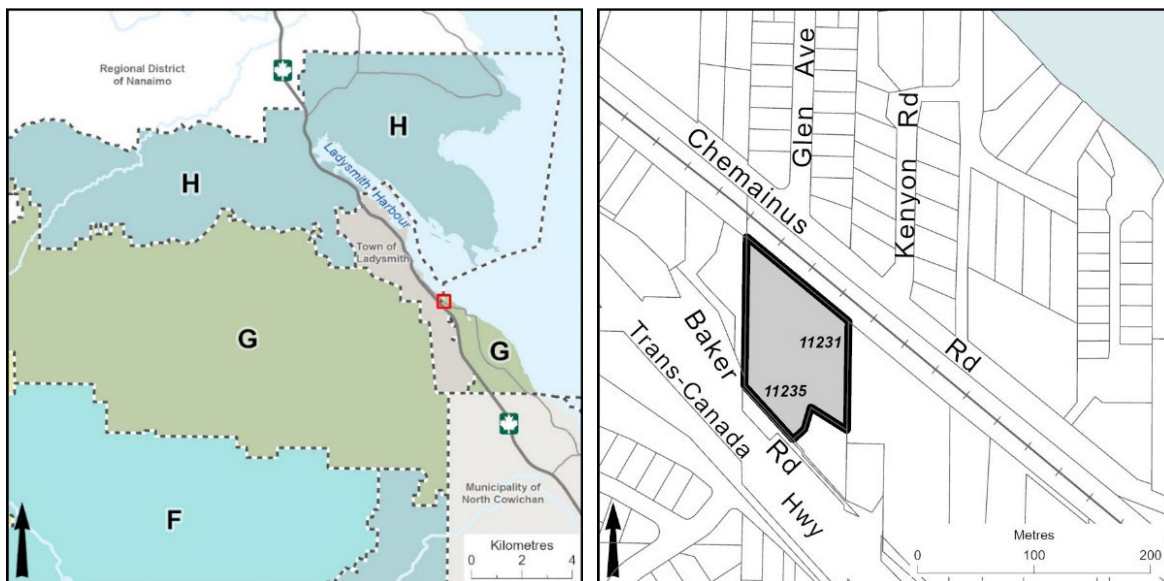
The purpose of this report is to present a zoning bylaw amendment application to permit an additional detached suite for a total of three (3) dwellings (one single detached dwelling and two detached suites), on the subject property at 11235 Baker Road (PID: 017-887-020).

## **RECOMMENDED RESOLUTION**

That it be recommended to the Board that Application No. RZ24G01 (11235 Baker Road, PID: 017-887-020), be referred to the following external agencies and First Nations:

- a. Electoral Area G – Saltair Advisory Planning Commission;
- b. BC Transit;
- c. Nanaimo-Ladysmith School District (SD 68);
- d. Island Health;
- e. Ladysmith Fire Department;
- f. Ministry of Transportation and Transit;
- g. Town of Ladysmith;
- h. Cowichan Tribes;
- i. Halalt First Nation;
- j. Lyackson First Nation;
- k. Penelakut Tribe;
- l. Snuneymuxw First Nation;
- m. Stz'uminus First Nation; and
- n. Ts'uubaa-asatx First Nation.

## LOCATION MAP



## BACKGROUND

The subject property is an approximately 1.05 hectare (ha) parcel located on Baker Road. Existing buildings include a single detached dwelling, detached suite and several accessory buildings (greenhouse, garage, workshop, woodsheds). There is one driveway access.

Water servicing is provided by CVRD Saltair Water System – an additional connection would be required for the proposed (second) detached suite. The existing principal dwelling and detached suite are connected to separate onsite sewerage systems. The proposed suite will share the onsite sewerage system that services the existing detached suite, which has been sized for up to three (3) one-bedroom dwellings.

The existing single detached dwelling was constructed in 1978 (BC Assessment); the existing detached suite was constructed in 2024. An attached suite within the single detached dwelling was decommissioned in 2024; this permitted the property owner to construct the existing detached suite, as current Zoning Bylaw No. 2524 regulations permit either an attached or detached suite, not both.

Neighbouring properties include residential properties to the east, the railway corridor and a residential neighbourhood across Chemainus Road to the north. The property is bounded by the residential properties in the Town of Ladysmith to the west and south. Baker Road runs parallel to the Trans Canada Highway.

Staff visited the property on March 4, 2025. The property slopes abruptly from Baker Road, then gradually at the site of the proposed suite toward the rear of the property in a previously cleared area. No watercourses were observed on site.

## OFFICIAL COMMUNITY PLAN / POLICY CONSIDERATIONS

Official Community Plan for the Electoral Areas Bylaw No. 4270 (OCP):

Under the current OCP, the subject property is designated **Residential** regionally and **Suburban Residential** locally, and is not within a Growth Containment Boundary (GCB). It is noted that no area within Electoral Area G is within a GCB, according to [Schedule G](#) of the OCP.

The Residential designation is intended to provide a wide range of housing and lifestyle options and to direct density to serviced areas. Objectives for this designation include preserving rural character of rural areas; ensuring development is compatible with physical site conditions and natural features; and providing safe, affordable rental and special needs housing.

In the Electoral Area G – Saltair Local Area Plan (LAP), the Suburban Residential designation is intended to remain semi-rural and agricultural over the long term. Objectives for this designation encourage affordable rental and special needs housing while maintaining the rural residential character of Saltair; encourage small-scale agriculture accessory to residential uses; and support home-based businesses compatible with the rural setting.

A list of relevant OCP policies are provided in Attachment A.

The subject property is within Development Permit Area (DPA) 1 Riparian Areas Protection, DPA 4 Aquifer Protection and DPA 5 Wildfire Hazard.

Proposed Official Community Plan Bylaw No. 4373:

Proposed Bylaw No. 4373 was given 1<sup>st</sup> reading at the December 11, 2024, Board meeting.

The subject property and surrounding properties to the east and north (aside from the railway corridor) are currently designated **Country Suburban** in Schedule L of Proposed Bylaw No. 4373. The Country Suburban designation enables detached dwellings with country character, where homes face and front a street. The maximum density in the Country Suburban designation is 2.5 UPH (plus permitted suites). Properties in this designation do not always have access to community water or sewer systems.

The subject property is included in the Saltair GCB in Schedule G of Proposed Bylaw No. 4373.

Electoral Area G – Saltair Zoning Bylaw No. 2524:

The subject property is zoned R-2 Suburban Residential 2, which currently permits a single detached dwelling as a principal use; restricted agriculture, home-based business, and an attached or detached suite, are permitted accessory uses. Parcel coverage for all buildings and structures is 25 percent (%) in the R-2 zone. Minimum parcel size for subdivision in the R-2 zone is 1 ha for parcels not connected to a community sewer system, and 0.4 ha for parcels connected to a community sewer system.

Section **5.3.3** permits one single detached dwelling plus either one attached suite or one detached suite on a parcel zoned R-2.

Section **3.4.1** permits one dwelling unit on any one parcel, except as otherwise specifically stated in the bylaw.

Section **3.21A** regulates detached suites, including the following:

- Maximum floor area shall not exceed 85 m<sup>2</sup>;
- Approval by a registered professional of the appropriate level of sewage treatment that would permit the total density on the parcel;
- Both detached suite and single detached dwelling be connected to the Saltair Water System;
- Permits only one detached suite or attached suite per parcel.

Subsection **3.21A.9** permits subdivision of a detached suite from the parcel upon which it is located, only if:

- The zone permits the proposed lot sizes following subdivision;
- The existing principal dwelling and detached suite meet setback requirements following subdivision;
- Approval from Island Health for sewage disposal has been obtained; and
- All other requirements for subdivision are met.

If the detached suite is within a zone that does not allow for subdivision, prior to issuance of a Building Permit the owner will be required to register a covenant on the parcel that would prevent subdivision or registration of any form of strata plan under the *Strata Property Act*.

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

The Utilities Division has indicated support for the proposal, subject to conformance with the following:

1. An additional water service is installed, by CVRD Utility Operations at the owner's expense, from the existing watermain fronting the property to the property line. The subject suite must connect to the additional service, in compliance with all applicable CVRD bylaws/requirements.
2. All applicable CVRD fees are paid in full, including but not limited to water system capacity fees, water service administration fees, etc.

In accordance with the [CVRD Development Application Referrals Policy](#), this application has not been referred to external agencies or First Nations. Staff recommend referrals be sent to the following:

- Area G Advisory Planning Commission
- BC Transit
- Nanaimo-Ladysmith School District 68
- Island Health
- Ladysmith Fire Department
- Ministry of Transportation and Transit
- Town of Ladysmith
- Cowichan Tribes
- Halalt First Nation
- Lyackson First Nation
- Penelakut Tribe
- Snuneymuxw First Nation
- Stz'uminus First Nation
- Ts'uubaa-asatx First Nation

### **PLANNING ANALYSIS**

The existing single detached dwelling and detached suite on the subject property are consistent with R-2 Zone and General Regulations that permit one dwelling and one attached or detached suite per parcel. The applicant is proposing a second detached suite to provide an additional (rental) housing unit, which requires a site-specific zoning bylaw amendment.

OCP objectives and policies support a wide range of housing and lifestyle options, and specifically encourage providing safe, affordable rental and special needs housing. The current OCP supports new development within growth containment boundaries (GCBs), near transit and servicing, and where there is capacity for growth. While the subject property is currently not within a GCB, it is noted that Electoral Area G does not currently have a GCB, according to [Schedule G](#) of the OCP.

OCP policy 4.10.2.3 encourage suites in serviced areas. The subject property is within the CVRD Saltair Water System service area, and the existing dwellings are currently serviced by that

system. Proof of water would be a requirement at the time of Building Permit for an additional suite, in accordance with CVRD Works and Servicing Bylaw No. 4331. Proof of water (connection to community water system) could also be a requirement prior to bylaw adoption, should this application proceed. The applicant has provided a copy of a septic filing with Island Health, signed by a Registered Onsite Wastewater Practitioner (ROWP), that confirms the septic installation in 2024 for the existing detached suite, can serve up to three (3) one-bedroom homes. It is noted that a CVRD-operated sewer system is currently not planned for this area.

OCP police 3.2.1.4.2 supports housing consistent with the surrounding context and character of the existing neighbourhood. The surrounding neighbourhood is suburban, as the subject property shares a boundary with the Town of Ladysmith to the west, north (across the railway corridor and Chemainus Road) and south (across Baker Road and the TCH). While the surrounding properties in the Town of Ladysmith are smaller lots, the subject property is within the CVRD and is subject to CVRD bylaws, which generally require larger parcel sizes and less density.

The current OCP Bylaw No. 4270 does not provide a density range for the Suburban Residential designation; however, under proposed Bylaw No. 4373, once adopted, the property would have potential for two (2) dwellings (plus permitted suites), as the Country Suburban designation holds a density range of 2.5 units per hectare (plus permitted suite) – this parcel is 1.05 ha in area. Since suites are not calculated as part of the permitted density range in proposed Bylaw No. 4373, presumably an additional suite would not contribute to density on the subject property. It is noted that while OCPs may provide a density range for a land use designation, zoning bylaw regulations specify the density (i.e. number of units) that is permitted per parcel in a zone.

OCP Policy 4.8.4.5 seeks to ensure residential developments are compatible with physical site conditions of slope, soil types and drainage patterns. While the [Coastal Slope Stability Assessment](#), by Stantec Consulting Ltd., dated February 14, 2022, identifies the subject property outside of the identified landslide risk and setback area, upland development may have drainage implications with potential negative impact to downslope properties. The Board may request additional information in the form of a stormwater management plan to analyze pre- and post-development natural hydrological conditions, and recommendations for on-site drainage works, and registration of a s. 219 covenant to ensure stormwater management infrastructure is installed at time of building construction.

#### Recommendation:

This application appears to support broader goals in the OCP, including managing growth holistically, improving and expanding the range of housing, and managing infrastructure sustainably.

The proposed additional detached suite appears to be generally consistent with the community character and aligns with OCP policies that encourage housing (including suites) in serviced areas.

Therefore, staff are recommending the application be forwarded to external referral agencies and First Nations, prior to further consideration.

#### **OPTIONS**

##### Option 1: (Recommended, referrals)

That it be recommended to the Board that Application No. RZ24G01 (11235 Baker Road, PID: 017-887-020), be referred to the following external agencies and First Nations:

- a. Electoral Area G – Saltair Advisory Planning Commission;
- b. BC Transit;
- c. Nanaimo-Ladysmith School District (SD 68);
- d. Island Health;
- e. Ladysmith Fire Department;
- f. Ministry of Transportation and Transit;
- g. Town of Ladysmith;
- h. Cowichan Tribes;
- i. Halalt First Nation;
- j. Lyackson First Nation;
- k. Penelakut Tribe;
- l. Snuneymuxw First Nation;
- m. Stz'uminus First Nation; and
- n. Ts'uubaa-asatx First Nation.

*Option 2: (refer application back to staff for more information, prior to further consideration)*

That it be recommended to the Board that Application No. RZ24G01 (11235 Baker Road, PID: 017-887-020), be referred back to staff for further information, including: *[requested information to be identified by the Board]*, prior to further consideration.

*Option 3: (advance application without seeking referral comments)*

That it be recommended to the Board:

- a. That a Zoning Amendment Bylaw for Application No. RZ24G01 (11235 Baker Road, PID: 017-887-020), be prepared and forwarded to the Board for consideration of 1<sup>st</sup> and 2<sup>nd</sup> reading;
- b. That prior to consideration of adoption of an amendment bylaw for Application No. RZ24G01, the following be completed:
  - i. Submission of a stormwater management plan designed by a Professional Engineer providing an analysis of pre-development and post-development natural hydrological conditions including peak flows and recommendations on low impact development features and design of on-site drainage works, and including an erosion and sediment control plan;
  - ii. A s. 219 covenant be registered on Title requiring the installation of onsite stormwater management infrastructure prior to building construction.

*Option 4: (deny the application)*

That it be recommended to the Board that Application No. RZ24G01 (11235 Baker Road, PID: 017-887-020), be denied.

**GENERAL MANAGER COMMENTS**

Concur with recommendation (option 1).

Prepared by:



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Jaime Dubyna  
Planner III

Reviewed by:



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Michelle Pressman, RPP, MCIP, MPlan  
Manager, Development Services Division



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Ann Kjerulf, RPP, MCIP  
General Manager, Land Use Services  
Department

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

Resolution:

Financial Considerations:

Resolution:

Financial Considerations:

Corporate Officer

Chief Financial Officer

**ATTACHMENTS:**

- Attachment A – Background Table
- Attachment B – Context Maps
- Attachment C – Site Photos
- Attachment D – Site Plan
- Attachment E – Applicant Rationale Letter

## BACKGROUND TABLE

**File: RZ24G01**

Applicant:	Todd Hancock (agent)
Registered Property Owner:	B.I.T. Ventures Ltd., Inc.No. 573259
Civic Address:	11235 Baker Road
PID & Legal Description:	017-887-020 LOT 1, DISTRICT LOT 41, OYSTER DISTRICT, PLAN VIP54831
CVRD Covenants on Title:	CA1818976
Size of Existing Parcel(s):	1.05 ha
Existing Use of Parcel(s):	Residential
Natural Hazards:	None mapped
Archaeological Site:	Area of high potential
Environmentally Sensitive Areas:	None mapped
Watershed:	Ladysmith-Saltair Benchlands
Species at Risk:	None mapped
Agricultural Land Reserve (ALR):	Not within
Land Use Designation:	Residential – Suburban Residential
Containment Boundary:	Not within
Development Permit Areas (DPA's):	DPA 1 Riparian Areas Protection DPA 4 Aquifer Protection DPA 5 Wildfire Hazard
Zoning:	R-2 Suburban Residential 2
Fire Service:	Saltair Fire Protection (Ladysmith Fire Department)
Existing Water Service:	CVRD Saltair Water System
Existing Sewerage Service:	Onsite
Existing Drainage Service:	Onsite
<b>Proposed Designation</b>	<i>Same as current</i>
<b>Proposed Zoning</b>	<i>Same as current – Site specific regulation</i>
<b>Proposed Water Service</b>	<i>CVRD Saltair Water System</i>
<b>Proposed Sewer Service</b>	<i>Onsite</i>
<b>Proposed Drainage Service</b>	<i>Onsite</i>
<b>Relevant OCP Policies:</b>	
<ul style="list-style-type: none"> <li>• <i>3.2.1.2.3 Supports new development in growth containment boundaries consistent with servicing capacity.</i></li> <li>• <i>3.2.1.2.5 Supports compact development near transit and within serviced areas that have capacity for growth.</i></li> </ul>	

## Attachment A

- **3.2.1.4.2** Supports housing that is consistent with the surrounding context, including character of existing neighbourhoods and rural areas.
- **3.2.3.2.7** Supports development that ensures infrastructure service efficiency and effectiveness and provides infrastructure upgrades at cost to the developer.
- **4.8.4.5** Seeks to ensure that residential developments are compatible with the physical site conditions of slope, soil types and drainage patterns, and that natural features such as views, tree cover and variety in terrain are retained.
- **4.10.2.1** Encourages innovative housing and subdivision designs such as clustered residential developments, particularly for sloped upland areas; the Regional District will provide flexibility in regulatory bylaws.
- **4.10.2.3** Encourages secondary suites or second dwelling units in service areas.



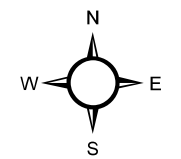
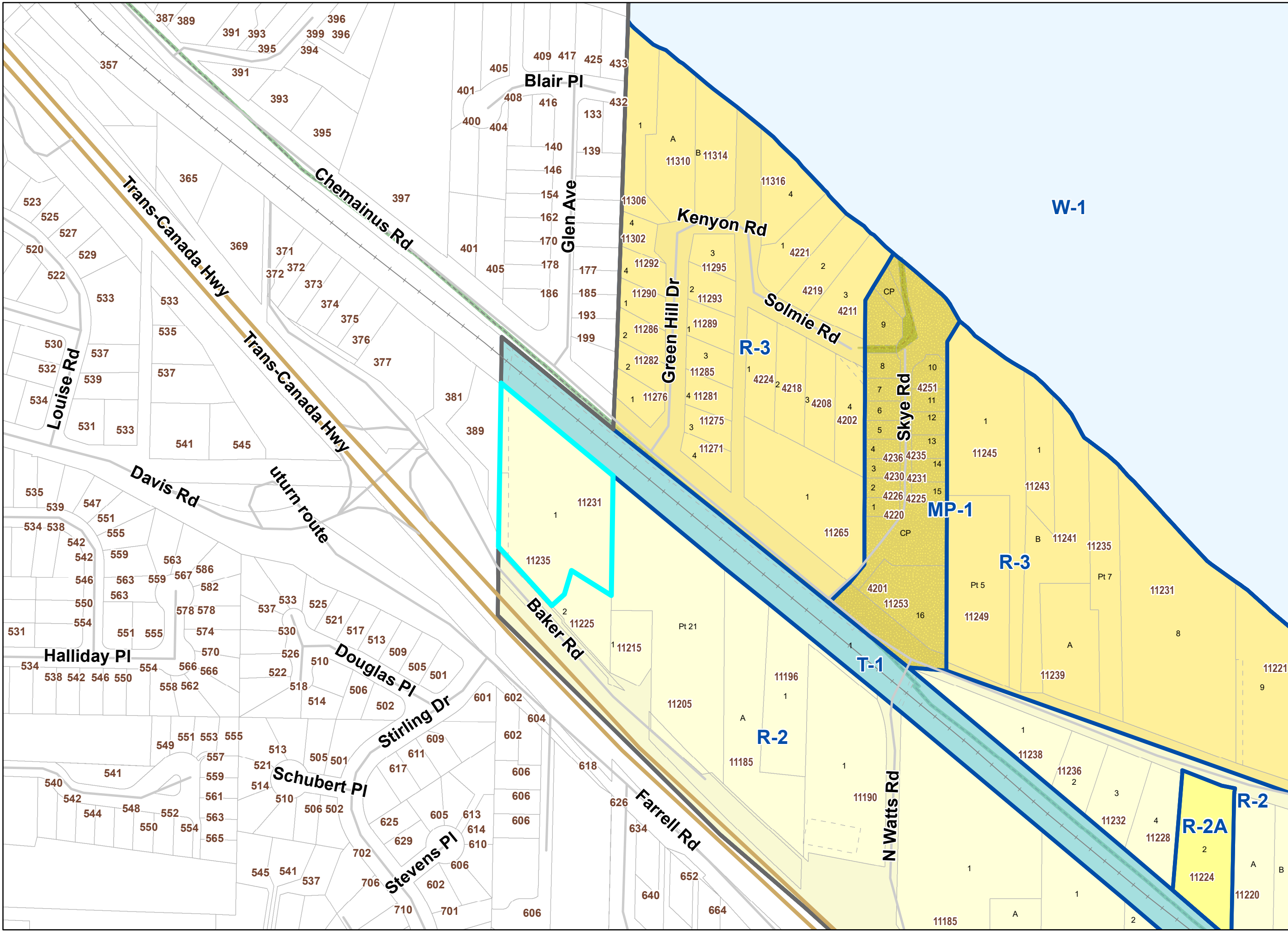
This map is compiled from various sources for internal use and is designed for reference purposes only.

The Regional District does not warrant the accuracy.

All persons making use of this compilation are advised that amendments have been consolidated for convenience purposes only and that boundaries are representational.

The original Bylaws should be consulted for all purposes of interpretation and application of the Bylaws.

Printed: February 24, 2025



Scale: 1:2,739



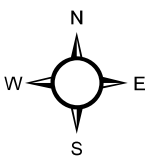
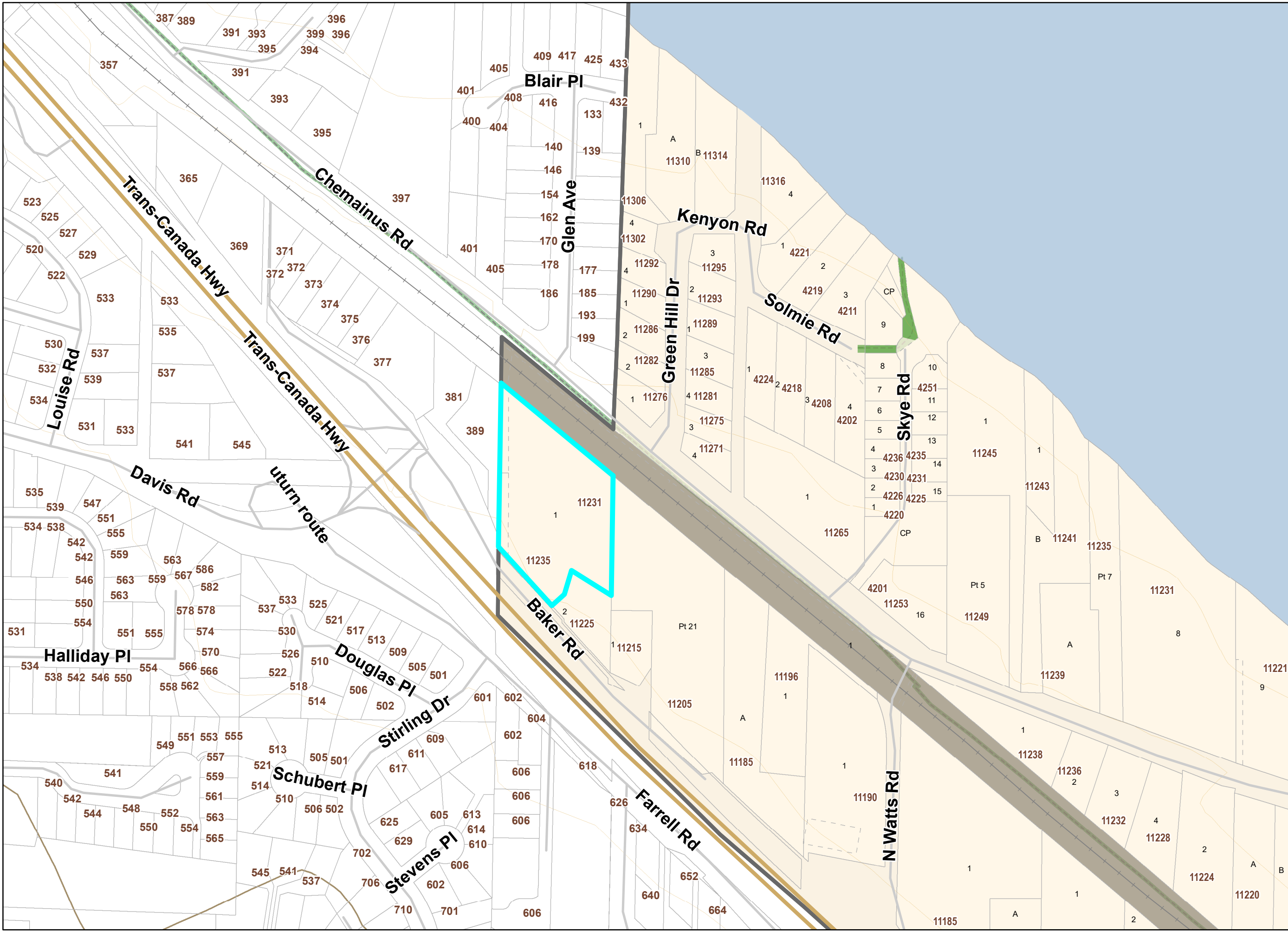
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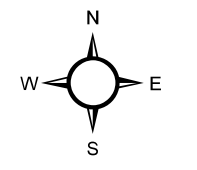
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Scale: 1:1,369



**Existing principal dwelling**



**Existing detached suite**



**Existing garage and shed**



**Parking, driveway for existing detached suite**



**Approximate location of proposed detached suite**



**Looking toward approximate location of proposed detached suite**

DRAFT\_20241022



PROPOSED BUILDING HEIGHT CALCULATION	
Average existing grade (EG)	X
Average finished grade (FG)	X
Maximum building height	6.00
R-2 Zone, Accessory Building	X
Maximum building elevation	X
Proposed roof peak elevation	X
Proposed garage slab elevation	X

Lot Coverage: X

Rem. 1  
Plan 43866

1  
Plan VIP54831

Rem. 21  
Plan 2519

2  
Plan VIP54831

**LEGEND**

x 54.0 DENOTES SPOT ELEVATION

**NOTE:**  
THE REGISTERED TITLE OF THIS PROPERTY IS AFFECTED BY THE FOLLOWING LEGAL NOTATIONS AND REGISTERED CHARGES, LIENS AND INTERESTS:  
M78300, R52737, F4138141, G41818926.  
THIS SITE PLAN DOES NOT VERIFY COMPLIANCE WITH THE ABOVE NOTED DOCUMENTS.

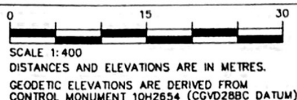
THIS SITE PLAN SHOWS THE RELATIVE LOCATION OF THE EXISTING AND PROPOSED STRUCTURES/IMPROVEMENTS WITH RESPECT TO THE BOUNDARIES OF THE DESCRIBED PARCEL ONLY.

THIS SITE PLAN SHALL NOT BE USED TO DEFINE PROPERTY LINES OR PROPERTY CORNERS.

THE SIGNATORY ACCEPTS NO RESPONSIBILITY FOR AND HEREBY DISCLAIMS ALL OBLIGATIONS AND LIABILITIES FOR DAMAGES ARISING OUT OF OR IN CONNECTION WITH ANY DIRECT OR INDIRECT USE OR RELIANCE UPON THE SITE PLAN BEYOND ITS INTENDED USE.

**SITE PLAN SHOWING PROPOSED BUILDING LOCATION ON:**  
LOT 1, DISTRICT LOT 41,  
OYSTER DISTRICT, PLAN VIP54831.

Client: BLAINE SCOTT      Civic Address: 11235 BAKER ROAD  
File: 12-075-1      Scale: 1:400      Drawn by: DRW      Property Zoning: R-2



The field survey represented by this plan was completed on the 22nd day of October, 2024.

B.C.L.S. 825  
(This document is not valid unless originally signed and sealed.)

**Turner & Associates**  
land surveying™  
250.753.9778  
435 Terminal Avenue North  
Nanaimo, BC V9S 4J8  
www.turnersurveys.ca

April 15, 2025

BIT Ventures  
11235 Baker Road  
Ladysmith B.C.  
V9G 1V1

CVRD Planning Department  
175 Ingram Street  
Duncan, BC  
V9L 1N8

**RE: 11235 BAKER ROAD REZONE**

I would like to apply for a rezone or amend the current zoning for my property located at 11235 Baker Road. The property is private 2.6 acres of land located between the Trans Canada Highway and Chemainus Road. It has a natural slope from South to North with panoramic ocean views.

The upper portion of the property is located just to the North of Baker Road, which has the primary home is fully landscaped with beautiful gardens. The portion I would like to build on is open space.

The purpose of rezoning will be to provide much needed housing. There is a one-bedroom secondary dwelling also on the property currently. I would like to be able to build an additional rancher style unit to accommodate one more housing unit.

Again, the purpose to rezone is to allow me to build a purpose-built single unit for much needed housing. I will not be looking to subdivide and have separate titles. They will all stay on one title with the primary house and put on title as such.

I feel that the addition of these units works into your current OCP for Area G for the following reasons:

- The natural state of the property will not be affected by the construction of these units.
- The building is only one storey and will not be intrusive to others.
- With the addition of this unit site coverage will only increase by approximately 2.4% bring the total site coverage to approximately 12.1% well below the allowable 25% currently allowed thus maintaining the natural settings and rural feel.
- No infrastructure upgrades as we will install our own septic system already installed.
- No upgrade of water services required as we are not rezoning.

I feel this would be a great fit on my property as the location will offer the benefits of great location to the tenants to have access to local trails and parks which are all within walking

distance. As well, most amenities are within walking distance eliminating the need to drive. It will also offer other to enjoy the natural settings of the rural area.

- These units have been designed and will be built to achieve minimum EL4 Energy Standards.

In conclusion I would just like to say I am only looking to provide much needed housing in this market place to accommodate our housing needs.

Thank you for your time.

I look forward to hearing from you.

Blaine Scott

B.I.T. Ventures Ltd.

11235 Baker Road

Ladysmith, BC

V9G 1V1