



Zoning Bylaw REVIEW



Public Engagement Summary Report ZONING CONSULTATION 1



May 2017



MODUS

from insight to impact

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INTRODUCTION

OVERVIEW

Following the update of the Sustainable Official Community Plan (SOCP) in 2016, we are now updating and aligning the Zoning Bylaw with the SOCP to guide growth and development in Campbell River.

We are undertaking a comprehensive review of the Zoning Bylaw that will focus on:

- Aligning zoning in Quinsam Heights to reflect the community’s vision in the SOCP.
- Making it easier to have a legal secondary suite, while carefully managing impacts.
- Reducing conflicts in the C-4 commercial zone to avoid incompatible uses.
- Aligning zoning in Village Nodes to reflect the SOCP.
- Clarifying the differences between downtown and other commercial areas.
- Reviewing the industrial/commercial zoning near the estuary.
- Administrative changes, such as moving Development Permit Area guidelines and development checklists from the SOCP to the Zoning Bylaw, and modernizing some definitions.

To learn more about the review, please visit www.campbellriver.ca/OCPreview.

THE REVIEW PROCESS

The City of Campbell River is inviting all citizens, businesses and community organizations to get involved in this process. It will take place over the next year and involve many opportunities to provide your input and feedback.



Residents are invited to join working groups on specific subjects like Quinsam Heights, secondary dwellings, commercial zoning, and development around the estuary. If you are interested in joining a working group, please contact the City’s Community Planning & Development Services Department at 250-286-5725 or planning@campbellriver.ca.



OVERVIEW OF CONSULTATION 1

EVENT FORMAT AND TOPICS

The first consultation on the Zoning Bylaw was a drop-in Open House that took place on May 2nd at the Maritime Heritage Centre from 5 to 8 p.m. Approximately 40 people participated in the event. A range of interactive stations and activities were used to share information and collect feedback from participants on key topics:

- 1. Quinsam Heights:** To reflect the community's unique vision for this area, a new estate zone will need to be created along with a review of other zoning in this area. Participants learned about proposed zoning updates, and shared their ideas around rezoning, semi-rural areas, and future residential neighbourhoods.
- 2. Secondary Dwellings:** The Sustainable Official Community Plan (SOCP) encourages secondary dwellings (where appropriate) to broaden affordable housing choices throughout the City. Participants reviewed key considerations for zoning and shared their ideas on appropriate locations and conditions for secondary dwellings.
- 3. C-4 Commercial Zone:** The C-4 zone currently permits a wide range of commercial and industrial uses. Creating new zones will help avoid incompatible uses throughout the community. Participants were asked what they thought and what should be considered in creating new zones.
- 4. Village Centres:** The SOCP envisions Village Centers as areas for local, neighbourhood-oriented mixed-use development and the Zoning Bylaw needs to be updated accordingly. Participants reviewed the hierarchy of different commercial development in Campbell River and shared their ideas on the appropriate building height and land uses for Village Centres.
- 5. Downtown Commercial:** Currently there is no difference between the uses and densities permitted in the downtown and other commercial areas of the community. Participants reviewed current zoning and work from the "Refresh Downtown" Plan and shared their ideas for the types and mixes of land uses that should occur downtown to differentiate it as the distinct heart of the community.
- 6. Development near the Estuary:** The SOCP supports some sensitive residential uses in this area; however, the current zoning still permits high intensity industrial and commercial uses directly next to this sensitive habitat. Participants reviewed existing zoning and suggested land uses that should and should not be allowed near the estuary.



WHAT WE HEARD: A SUMMARY OF FEEDBACK

The following section provides a summary of feedback received through the various activities at the public Open House.

QUINSAM HEIGHTS

Community members reviewed the directions from the Sustainable Official Community Plan (SOCP) update including the Neighbourhood Concept Plan for Quinsam Heights. They were then asked to share their feedback on the following proposed zoning updates:

KEY ZONING CONSIDERATIONS

- 1 REZONING:**
 - Based on the Quinsam Heights Concept Plan, a number of properties may be rezoned to achieve the community's vision for this neighbourhood.
- 2 SEMI-RURAL AREAS:**
 - Semi-rural areas may fall into the existing 'Rural 3' zone; however, this zone is intended for larger rural properties (1 hectare or larger).
 - A new zone may need to be created to better reflect the unique character of these semi-rural areas.
- 3 FUTURE RESIDENTIAL DEVELOPMENT AREAS:**
 - Appropriate zoning will need to be identified for areas designated for future residential development and infill.
 - During the SOCP engagement process, we asked community members about the type of housing they thought would be suitable for Quinsam Heights. Most people suggested larger single family homes or single family homes with garage/laneway suites rather than smaller lot homes or denser options like rowhouses.



REZONING

Currently the **RM-1 zone** permits up to three units on one lot - this could be a tri-plex or a single house with a secondary suite and a secondary residence. The Zone also permits low-rise apartments.

What residential uses do you think SHOULD be allowed in this zone?

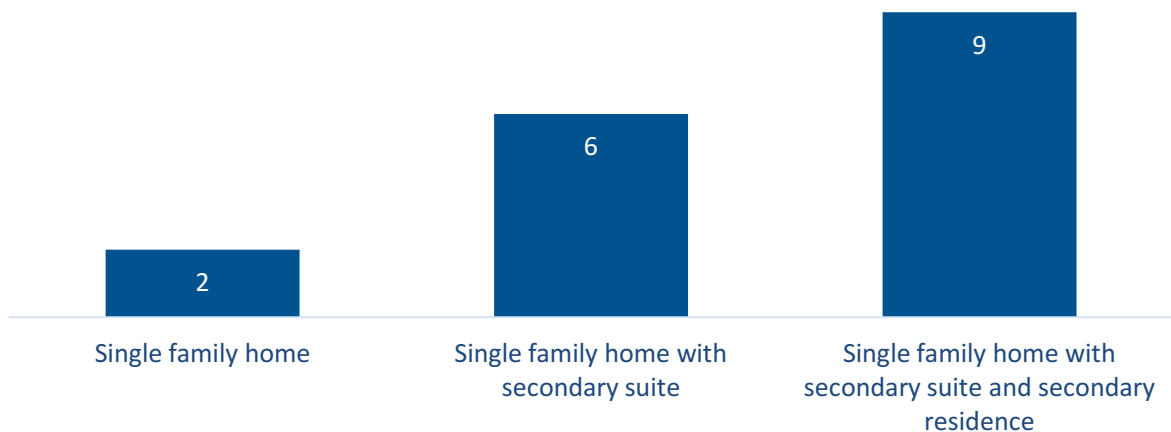
- **Townhomes:** A viable alternative to apartments that are family friendly and provide a desirable level of density **(2 comments)**
- **Forms of single family homes:** Cluster/strata housing, normal-sized City lots

What residential uses do you think SHOULD NOT be allowed in this zone?

- **Apartments:** No apartments, not even low-rise **(2 comments)**

If your property was rezoned to a different zone, how many units would you like to be permitted?

Number of votes from Open House participants

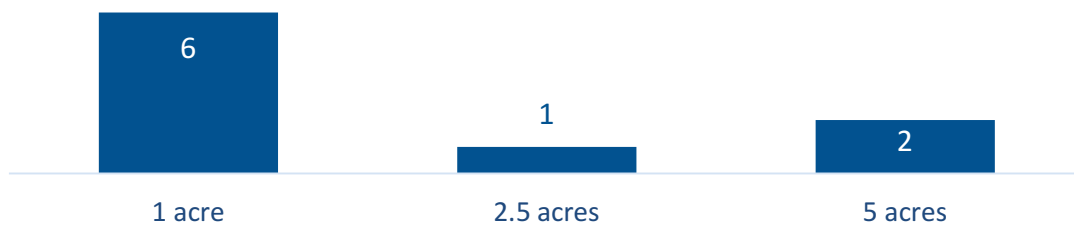


SEMI-RURAL AREAS

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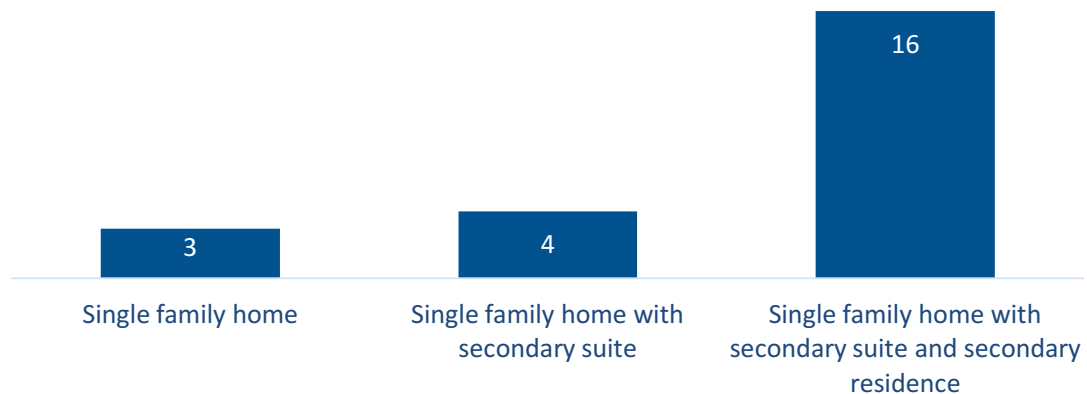
What do you think is an appropriate size for lots in the semi-rural Estate area?

Number of votes from Open House participants



What residential uses do you think should be allowed in this area?

Number of votes from Open House participants



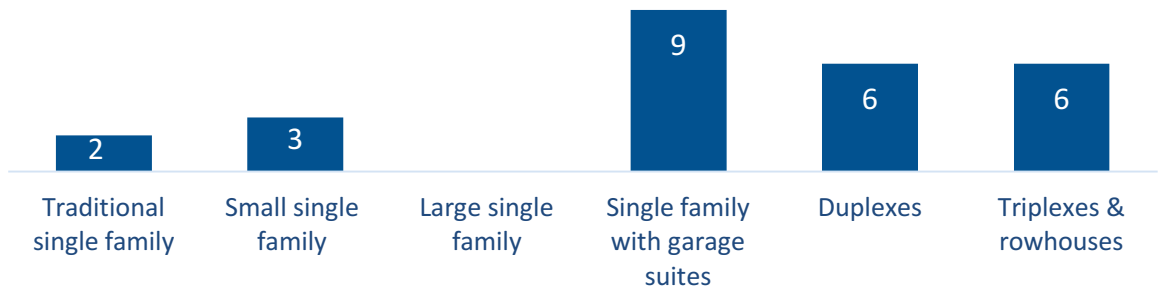
FUTURE RESIDENTIAL AREAS

During the Sustainable Official Community Plan (SOCP) community consultation, residents stressed the importance of maintaining the area’s unique semi-rural character while sensitively integrating new housing options.

What type of housing do you think is an appropriate for of infill housing in the “neighbourhood areas” of Quinsam heights?



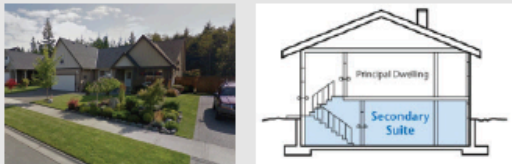
Number of votes from Open House participants



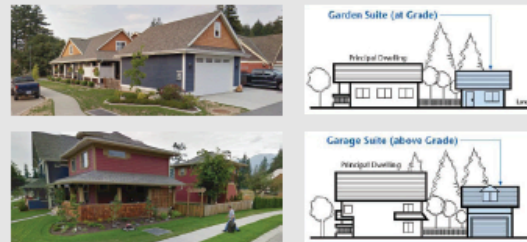
SECONDARY DWELLINGS

Participants reviewed the directions from the Sustainable Official Community Plan (SOCP) which encourage secondary dwellings (suites and residences) to broaden housing choice and affordability for both home owners and renters. They were then asked to provide input on zoning considerations for secondary dwellings.

SECONDARY SUITE means an additional dwelling unit attached to the principal dwelling unit (i.e., basement suite)



SECONDARY RESIDENCE means a second detached dwelling on the same lot, secondary to the principal dwelling (i.e., coach house)



KEY ZONING CONSIDERATIONS

1 **LOCATION:**

Community input has shown secondary dwellings would be appropriate in some areas of the community, such as:

- Central, walkable areas near shops and services (nodes), or
- Along key transportation routes.

2 **CONDITIONS:**

Secondary dwellings should only be permitted subject to suitable:

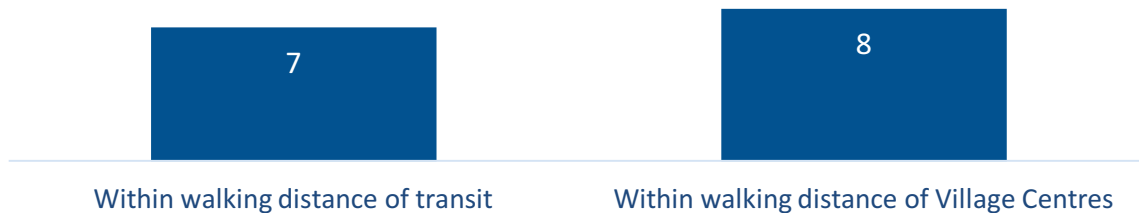
- a. Parking
- b. Screening and buffering
- c. Minimum lot size for different types of secondary dwellings
- d. Maximum secondary dwelling unit size
- e. Site access (i.e. lanes versus shared driveway)



LOCATION:

What do you think are the most appropriate locations for SECONDARY SUITES?

Number of votes from Open House participants



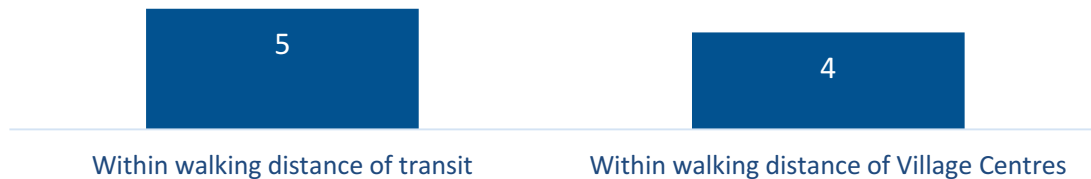
Comments regarding locations for SECONDARY SUITES:

- **Within walking distance of Transit:**
 - Yes, let's be progressive
 - To accommodate more people, we need to design neighbourhoods for walking, biking, transit - the way of the future is not to build for cars.
 - This assumes renters don't drive, of course they do!
- **Within walking distance of Village Centres:**
 - Who doesn't want walking access to Village Centres? It is part of a complete community.
- **Other areas to consider for secondary suites:**
 - Should be allowed everywhere (while considering traffic flows and parking), all homeowners should have the opportunity to offset housing costs or accommodate family shifts **(4 comments)**
 - Places where people want to live, let tenants decide **(2 comments)**
 - Major cross streets
 - Areas close to the college
- **Illegal Suites:**
 - Illegal rental suites cause issues – “cheap out” mentality causes parking problems
 - There is a huge issue with illegal suites – they are dangerous because they aren't built to code. It's more important to get this housing to standard by permitting suites everywhere in town, rather than regulating.
 - This type of housing is often used by low-income people. You shouldn't have to live in a fire trap because you are poor.



What do you think are the most appropriate locations for SECONDARY RESIDENCES?

Number of votes from Open House participants



Comments regarding locations for SECONDARY RESIDENCES:

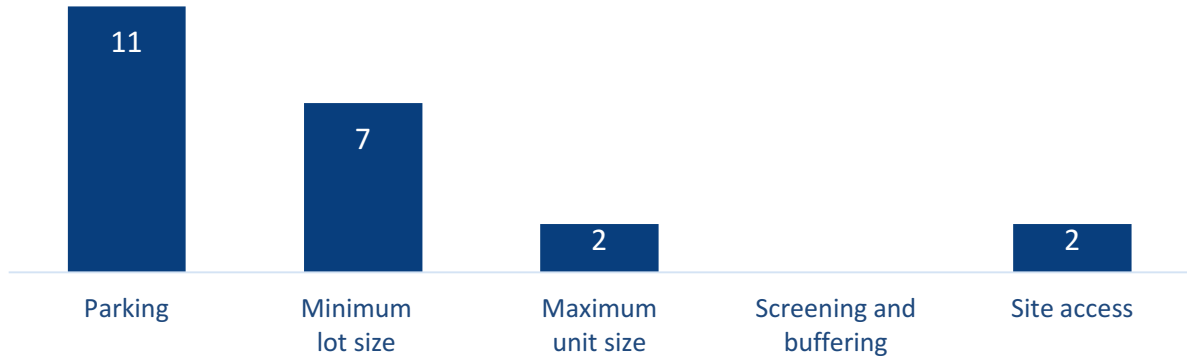
- **Within walking distance of Village Centres:**
 - “Laneway houses” have become very popular in Vancouver. They encourage density in the downtown core where small city lots have alleys.
- **Other areas to consider for secondary suites:**
 - Semi-rural estate lots – anywhere that’s big enough to add a suite without detracting from neighborhood character **(2 comments)**
 - Major cross streets
 - Anywhere people feel safe and comfortable to live
 - If lot is big enough and enough parking is available on the property than no matter where you live a second residence should be allowed



CONDITIONS:

What do you think are the most appropriate considerations for SECONDARY SUITES?

Number of votes from Open House participants



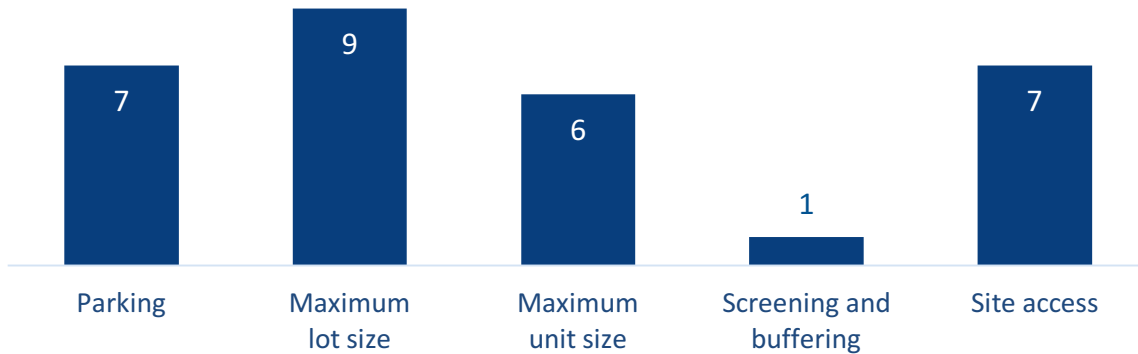
Comments regarding conditions for SECONDARY SUITES:

- **Parking:** Limit the number of vehicles on a property with suites.
- **Minimum lot size:** If an existing residence can be renovated and/or expanded to create two living spaces within a lot, adhering to by-laws, why does lot or unit size matter?
- **Site access:** The type of entrance to the suite by foot and vehicle is worth discussing.
- **Safety:** Ensure that suites meet standards for safety (not a zoning issue, but zoning impacts how this is implemented).
- **Balancing density:** Keep density in the city. We're getting too spread out and the city core is empty.
- **Regulation:** Some units already have "additional accommodations," just make it easier to be implemented where floor area is available.



What do you think are the most appropriate considerations for SECONDARY RESIDENCES?

Number of votes from Open House participants



Comments regarding conditions for SECONDARY RESIDENCES:

- **Parking:** If you keep these in Village Centres or on transit routes, many people will not need cars. Street and/or lane access for parking is most important. **(2 comments)**
- **Green space:** As long as a lot has green space and trees, why not allow a secondary residence? **(2 comments)**
- **Minimum unit size:** If an existing residence can be renovated and/or expanded to create two living spaces within a lot, adhering to by-laws, why does lot or unit size matter?
- **Other considerations:** Look at maximum square footage along with utilities to minimize energy consumption.



C-4 COMMERCIAL ZONE

Participants reviewed current zoning and issues related to the C-4 zone. This zone currently permits a wide range of commercial and industrial uses. Creating new zones will help avoid incompatible uses throughout the community and clearly define a hierarchy of commercial areas in the community. Participants were asked to review the proposed zoning updates and share their level of support and comments.

PROPOSED ZONING UPDATES

- 1 CREATE 2-3 NEW ZONES TO ACCOMMODATE C-4 USES**
- Consider splitting the C-4 zone into:
 - » Street-oriented retail and personal services with apartments above
 - » Auto-oriented retail
 - » Light industrial
 - This could involve creating new zones and/or rezoning some properties based on their location and current use.

CREATING NEW ZONES

Do you agree with changing C-4 zoning to address incompatible uses and better reflect the Sustainable Official Community Plan’s goals for commercial areas?

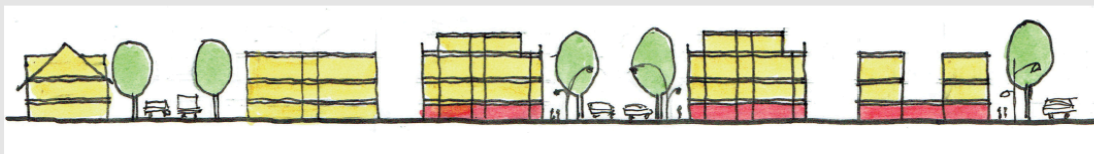
| YES, this makes sense (5 votes) | NO, I disagree |
|---|------------------------------------|
| <ul style="list-style-type: none"> • Support live/work spaces – why can’t these be everywhere? (2 comments) • Be progressive in your thinking – look to improve logistics and use designations. We seem to have a lot of very heavy industrial commercial alongside older residential properties • Strict separation zones are ugly and don’t work to increase density where needed to support transit and infrastructure • Protect areas/zones on the water from commercial usage • Keep commercial industry separate from housing and food • Keep industrial zoning further out of the City Centre • Keep industrial outside City limits (including light industrial) | <p><i>No votes or comments</i></p> |



VILLAGE CENTRES

Community members reviewed the direction of the SOCP which envisions Village Centers as areas for local, neighbourhood-oriented mixed-use development. They were then asked to review and comment on proposed zoning updates to create distinct walkable community hubs to support neighbourhoods across the City without competing with downtown commercial.

HIERARCHY OF COMMERCIAL IN CAMPBELL RIVER



Downtown: a compact mix of residential and retail with mixed use buildings (3-4 storeys), townhouses and apartments with single family homes nearby.



Village Centre: a mix of residential, office and retail with a range of mixed use buildings (2-3 storeys), townhouses and single family homes (e.g., Campbellton).

PROPOSED ZONING UPDATES

1 ENCOURAGE WALKABLE, MIXED USE VILLAGE CENTRES

- For areas designated as Village Centres we are reviewing existing zoning to encourage:
 - » mixed use
 - » scale that complements the existing neighbourhood
 - » pedestrian-oriented (i.e., close to the street with parking at the sides and rear of buildings)
- This could involve:
 - » creating new zones, and/or
 - » rezoning some properties based on their location and current use.



BUILDINGS IN VILLAGE CENTRES

What do you think is the appropriate height for buildings in Village Centres?

Number of votes from Open House participants



Comments regarding appropriate height for buildings in Village Centres:

- **Benefits of increasing density:**
 - Land is expensive in Village Centres; higher density helps make development feasible in these areas
 - Higher density supports transit use and retail services

LAND USES IN VILLAGE CENTRES

What land uses do you think should be permitted and encouraged in Village Centres?

- **Mixed-use development:** buildings where people can live and work, with businesses, shops and offices below and homes above **(8 comments)**

What land uses do you think should be prevented or restricted in Village Centres?

- **Industrial land uses:** Respondents associated industrial uses with pollution, which they do not feel are appropriate in Village Centres **(4 comments)**
- **Auto-oriented development:** Land uses designed for cars are too big for the Village Centres and take away from potential green spaces **(2 comment)**

What do you think makes Village Centres different from other areas?

- **Complete communities:** these areas should have everyone someone needs to live work and play in the same area **(3 comments)**
- **Accessibility:** these areas should function as community gathering places that entice residents and visitors to visit **(2 comment)**

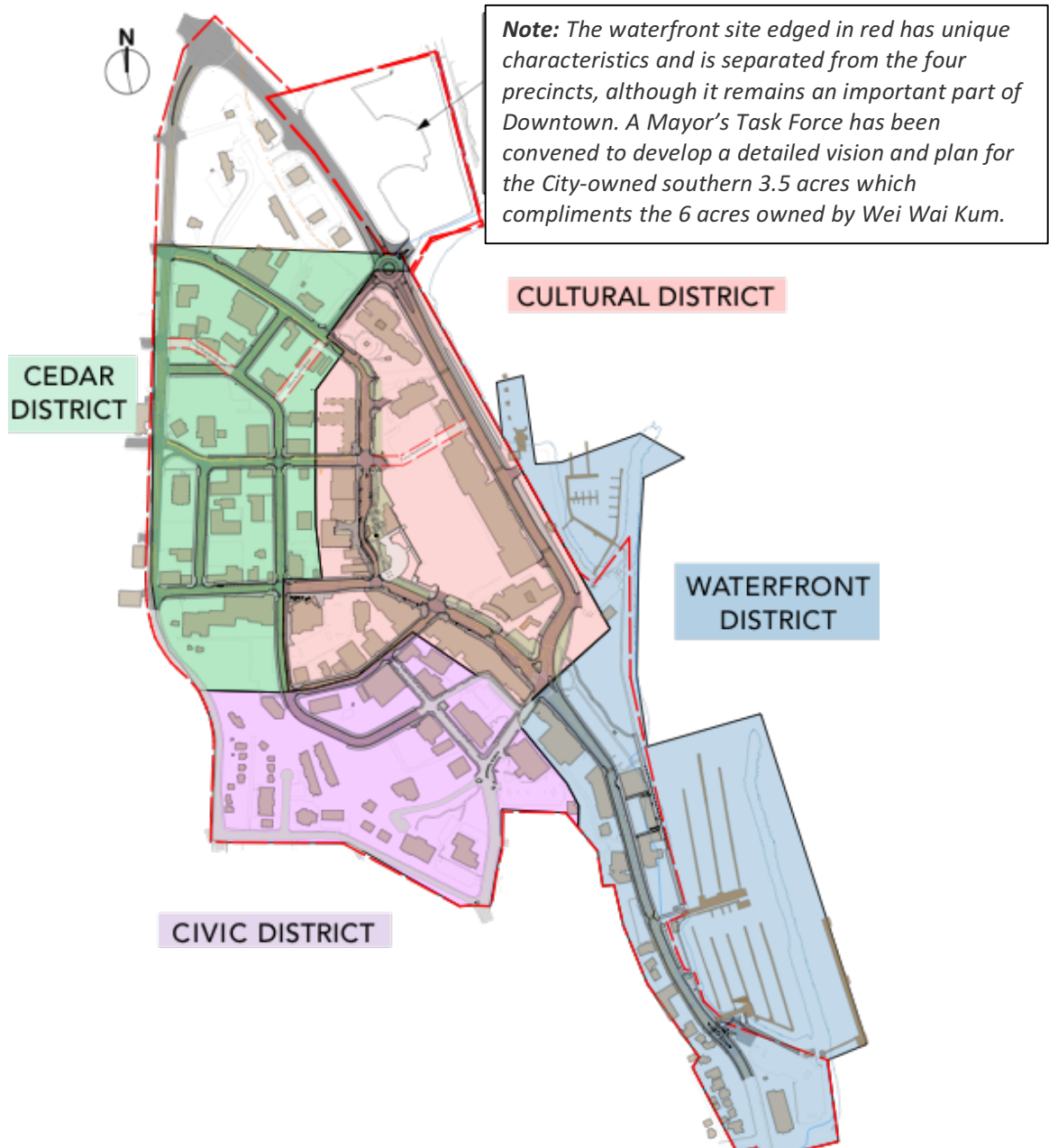




DOWNTOWN COMMERCIAL

Participants reviewed the direction of the SOCP and the “Refresh Downtown” Plan which envisions the downtown as the vibrant, mixed use, heart of our community with four distinct character districts, each with its own unique features, businesses, land uses, and design elements. They were then asked to review current zoning and issues and share their ideas for the types and mixes of land uses that should and should not be located downtown.

Downtown Districts



LAND USES DOWNTOWN

What land uses do you think should be permitted and encouraged downtown?

- **Mixed-use development:** Buildings where people can live, work, play and shop all in the same place *(4 comments)*
- **Parking:** More parking to ensure everyone can access the downtown *(2 comments)*

What land uses do you think should be prevented or restricted in the downtown?

- **Industrial activity:** Industrial land uses should not be permitted in the downtown because of their noise and impacts *(4 comments)*
- **Low-rise buildings:** To make the most of the space in the downtown, buildings downtown should be higher than other areas. Consider a ‘tiered’ approach, with low building along the waterfront and higher buildings in the downtown core (to maximize views and increase property values) *(2 comments)*
- **Development too close to the waterfront:** Permitted uses along the waterfront should consider the potential for future sea level rise.
- **Modest buildings:** Respondents describe the downtown as a “gem,” a place for the most beautiful buildings in the City. Average looking buildings should be limited.

What land uses or mix of uses do you think make downtown different from other commercial areas (e.g., Campbellton, Willow Point, Merecroft)?

- **Heritage and culture:** Downtown has a higher concentration of heritage and culture *(2 comments)*
- **Tourism:** There is a high number of out-of-town visitors in the downtown core.
- **Mixed-use development:** Buildings with shops and offices on the main floor with homes above.



DEVELOPMENT NEAR THE ESTUARY

Community members reviewed the direction of the Sustainable Official Community Plan (SOCP) as well as the Smart Growth Plan for North Campbell River/Estuary which seek to protect and maintain important and sensitive habitat while sensitively integrating development to create a unique and urbane riverside environment.

Participants then reviewed current zoning and issues related to high intensity commercial and industrial uses near the estuary and share their feedback on proposed zoning updates.

PROPOSED ZONING UPDATES

1 **REVIEW & POTENTIALLY REZONE HIGH INTENSITY USES**

- Review the existing zoning surrounding the estuary to:
 - » Better align with the Sustainable Official Community Plan and the Smart Growth Plan for North Campbell River/Estuary; and or
 - » Better reflect local market changes since the Estuary Smart Growth Plan was developed (in 2008).
- This could involve rezoning some properties based on their location and current use.

LAND USES NEAR THE ESTUARY

What land uses do you think should be permitted and encouraged near the estuary?

- **Amenities that respect the natural environment:** Leisure and recreation activities that have little impact on the environment and allow people to connect with nature (e.g. greenways, aquaculture and museums) **(8 comments)**
- **Nature reserve:** A protected area with little development that the public can access to enjoy nature **(4 comments)**
- **None:** Environmentally sensitive and should be left untouched **(2 comments)**

What land uses do you think should be prevented or restricted near the estuary?

- **Industrial and commercial land uses:** These are associated with pollution and other environmental impacts that may harm the estuary **(6 comments)**
- **All land uses:** No land uses should be allowed near the estuary because it is too sensitive **(2 comments)**



NEXT STEPS

There will be many more opportunities for Campbell River residents, business owners and community stakeholder groups to get involved and share their ideas and feedback on the Zoning Review process.

Input from Consultation 1 will be used to guide technical work and refine initial directions and options which will be brought back to community members and stakeholders in Consultation 2 in Fall of 2017.

JOIN A WORKING GROUP

Are you especially interested in a specific topic? Join a community working group to dive deeper into the issues on topics like Quinsam Heights, secondary dwellings, commercial zoning, and development around the estuary.



If you are interested in joining a working group, please contact the City's Community Planning & Development Services Department at 250-286-5725 or planning@campbellriver.ca.

STAY TUNED FOR CONSULTATION 2

One of the best ways to stay up to date is to sign up for the project mailing list. Visit www.campbellriver.ca/OCPreview to learn more and stay informed about upcoming events and activities.

