



OCP & Zoning Bylaw  
REVIEW



# Public Engagement Summary Report

## CONSULTATION 3



July 2016



MODUS

from insight to impact

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# EXECUTIVE SUMMARY

## OCP & ZONING BYLAW REVIEW

The City of Campbell River is updating its Sustainable Official Community Plan (SOCP) & Zoning Bylaw to make sure they are both clear and consistent, and to address some important topics such as secondary dwellings, highway commercial, commercial centres, development permits, and the future of the Quinsam Heights neighbourhood.

## ACTIVITIES TO DATE

Since starting the project in January, the project team has:

- Reviewed existing policy, regulations, and associated mapping, and identified issues and opportunities;
- Held a Public Open House (Consultation 1) to confirm issues and opportunities, and general direction for changes – close to 100 residents participated;
- Used the feedback from Consultation 1 to draft early directions for policy topics and for the Quinsam Heights neighbourhood;
- Held a series of public activities (Consultation 2) to gather community feedback on early directions and develop a concept plan for Quinsam Heights – over 70 people participated in a public Policy Workshop, Quinsam Heights Design Session, and Public Open House and over 150 people completed the survey, representing a wide range of stakeholders and community members.
- Used the feedback from Consultation 2 to revise early policy directions into draft policies for the first draft of the updated plan; and
- Held a public event (Consultation 3) to gather community feedback on the revised draft policies and plan – over 45 residents participated.

Feedback from Consultation 3 will be used to refine and finalize the updated Official Community Plan to present to Council. Once approved, we will move on to the next stage of the project: updating the Zoning Bylaw.

The feedback from Consultation 3 is summarized below with additional details provided in the subsequent sections of the report and Appendix.

## PROPOSED DRAFT POLICIES & FEEDBACK

### Secondary Dwellings

During Consultation 2, participants generally supported the idea of suites throughout the City but some felt that secondary residences should be directed to larger lots or central areas with good access to shops and services. Comments also noted the importance of factors like parking, road and lane access, size and quality of suites/residences and maintaining green space for proper stormwater infiltration.

As a result, the City proposed to make it easier to have secondary suites and secondary residences (i.e., garage suites, coach houses) in single family areas – recognizing that policies and regulations are in place to address common issues (e.g. parking).

1. Proposed Zoning Changes (details will be discussed further in the Zoning Bylaw review):
  - a. Allow secondary suites in RE-1 zones (large lot, serviced estates).
  - b. Allow secondary suites and residences in R-1 zones (traditional single family) under some conditions, which could include:
    - Within walking distance (400-500m) of a Village Centre or the downtown;
    - Focused along transit routes;
    - On larger lots;
    - On lots with lane access; or
    - A percentage of all new lots in new developments.
2. Additional Recommendation: Work with community members to develop a program to smoothly implement changes to allow more secondary dwellings throughout the community while addressing existing illegal suites and managing impacts.

Participants in Consultation 3 generally supported the idea of secondary suites in R-1 and RE-1 zones and some suggested that RE-1 zones should also allow secondary residences.

**Proposed City response:** The City intends to consider specifics of zoning changes as part of the Zoning Bylaw update beginning in late fall 2016, drawing on this community input.

### Village Centres, Campbellton & Neighbourhood Retail

The City proposed a number of policy changes to provide clear direction for Village Centres, neighbourhood retail, and the Campbellton neighbourhood.

1. Update Village Centres to better reflect existing land uses and areas with strong potential for commercial (e.g., around the new hospital at Dogwood & 2<sup>nd</sup>).
2. Update the Village Centre Form and Character Guidelines to make these areas more pedestrian friendly.
3. Allow some small scale, local retail in the Neighbourhood designation.
4. Develop a special study area for Campbellton to maintain the area's special character and mix of affordable housing, service commercial and light industrial. This will involve further consultation with local residents and business owners to confirm their vision for the future.

Participants generally supported the proposed changes and liked the idea of a gritty 'Tin Town' concept for Campbellton.

**Proposed City response:** The City will proceed with OCP changes as proposed.

### Highway Commercial

To create a more attractive and functional gateway in northern Campbell River, the City proposed to improve clarity and consistency of guidelines and land use designations and work with property owners to achieve the desired outcomes.

1. Form and Character Guidelines
  - a. Apply Gateway Area policies only to properties 'adjacent' to the highway rather than 'within 50 meters of the highway'
  - b. Enhance landscaping and parking guidelines to create more attractive frontages while maintaining good visual access to signage and displays.
2. Extend the existing Business & Industrial Service Centre designation in northern Campbell River to include both sides of the highway (this would better reflect existing land uses and zoning).
3. Develop a program to work with and encourage property owners along the highway to upgrade the front of their properties with landscaping and consistent signage and identify potential improvements to public areas.

As in previous consultations, participant comments on highway commercial were somewhat mixed. For example:

- One person noted that northern Campbell River is an important Gateway for the City while another said it is not a priority.

- One participant was concerned about the landscaping guidelines blocking highway commercial displays/merchandise.
- Another participant suggested the program to work with property owners should be extended to southern parts of the City as well.

**Proposed City response:** The City will proceed with OCP changes as proposed, noting that the guidelines specify that landscaping should be intermittent to provide a balance of screened areas and open areas to ensure visual access for passers-by to see displays of products or signage.

### Quinsam Heights

Based on input from the first two rounds of consultation, the intent of policy changes for Quinsam Heights is to use a refined concept for the neighbourhood as a basis for OCP land use designations, policies, and zoning to provide certainty and clarity for landowners, developers and potential purchasers. The aim is to provide more housing while protecting rural character and securing amenities like street upgrades, trails and greenways.

1. Quinsam Heights Concept Plan. Using the ideas and feedback from Consultation 2, the revised concept plan will be integrated into the OCP to act as a reference, and to provide clear guidance for future development in the area, retention of existing character, protection of natural areas, integration of community amenities, and upgrading of infrastructure.
2. Changes to land use designations:
  - a. Existing large lot, semi-rural areas will be maintained, with a clearer 'Estate' designation.
  - b. Other areas that are currently developed or appropriate for residential development or infill are designated as 'Neighbourhood'.
  - c. The 'Village Centre' designation at the corner of Petersen & Croation has been removed. However, a few local shops could be allowed in the in the Neighbourhood designation should the market support them in the future.
3. Changes to the transportation map:
  - a. Evergreen (from Petersen to Dogwood) is designated as a 'potential future' minor arterial.
4. Walworth (from Willis to Merecroft) is designated as a 'potential future' residential collector. Relevant policy updates. Various sections of the OCP were updated to reflect the Quinsam Heights Concept Plan to clearly describe the semi-rural nature of 'Estate' properties, allow for rural road standards, encourage cluster development, and ensure new roads are paid for by new development.

As in previous consultations, opinions on Quinsam Heights were quite mixed. Some participants felt there are too many residential areas and not enough Estate areas; others felt that there should be more residential areas or even higher densities; and others were generally pleased with the Concept Plan.

**Proposed City response:** The City will proceed with OCP changes as proposed. Zoning will be considered as part of the Zoning Bylaw update beginning in late fall 2016, drawing on this community input.

### Development Permits

A number of directions were proposed to clarify and simplify Development Permit Area guidelines and exemptions and provide a straight forward process for development permit applications.

1. Update General Form & Character Guidelines
  - a. Update exemptions to clarify when minor renovations would require a development permit or not.
  - b. Update guidelines to clarify ambiguous terms like ‘warm colour palettes’.
  - c. Move Gateway Area policies from the specific Industrial section to the General section to ensure they also apply to commercial properties fronting the highway.
2. Update Specific Form & Character Guidelines
  - a. Change downtown guidelines to ‘Commercial & Mixed Use Development Guidelines’ to ensure attractive, walkable and accessible design for buildings in the Downtown as well as Village Centres and Neighbourhood designations.
  - b. Consider detailed character guidelines to promote unique precincts downtown.
3. Update Energy Conservation & GHG Reduction Guidelines
  - a. Move energy conservation policies from the General Form & Character Guidelines to a new section called Energy & GHG Reduction.
  - b. Update the permit area for energy conservation to include all lands within the City boundary (the permit area previously applied only to lands outside the Urban Containment Boundary (UCB) which accidentally created an incentive to build outside the UCB).
  - c. The results of the CEA/QUEST pilot project may also be integrated into energy conservation guidelines when complete.
4. Update the General Environmental DPA exemptions and guidelines so the exemptions are easier to understand and the information required to obtain a development permit is clear.

5. Update the Foreshore DPA. Added a requirement for construction to be above a minimum flood construction level.
6. Update the Hazardous Conditions DPA
  - a. Updated maps to reflect more accurate LIDAR data.
  - b. Update exemptions to clarify what types of landscaping alterations are exempt.
  - c. Update policy to include greater precautions for development near steep slopes to account for potential risk.
7. Clarify and simplify development information requirements. Replace the Sustainability Checklist with a Development Checklist, making it a high level quick reference guide to requirements already in the OCP. This approach will help make development applications easier for proponents and make it more efficient for the City to review development proposals and assess potential impacts on the community. Integrate the checklist into the Development Permitting process through the use of a Development Approval Information Area. This will require development proponents to submit the checklist and relevant information about impacts when the proposed activity involves a rezoning, development permit or temporary use permit.
8. Develop an applicant's guide to Development Permits to provide a clear decision process to determine what requirements apply to a property.

Participants generally supported the proposed changes, noting that form and character guidelines should be simple and not too prescriptive. A few participants had questions about Qualified Environmental Professionals' input in the Development Permit process. One participant suggested that dumping of yard waste should be restricted in the steep slope guidelines.

**Proposed City response:** The City will proceed with OCP changes as proposed. It is important to note that dumping of yard waste is not "development", so it cannot be regulated through Development Permit Guidelines. The City can look at other ways of regulating this dumping and will consider how it can address this input in other ways.

## Other

A number of additional minor updates to the OCP were proposed.

1. Make the OCP shorter by removing stand-alone plans from the Appendix.
2. Include a policy for coastal inundation (sea level rise) in the Climate Change section.
3. Include policy to allow temporary use permits in the Downtown, Village Centre, and Waterfront designations (currently only allowed in the Business & Industrial Service Centre designation).



Participants generally agreed with making the OCP shorter and one participant suggested creating an even shorter “Coles Notes” version. One participant questioned if sea level rise was a real hazard that required a policy response. Another questioned the intent of Temporary Use Permits and was worried this might be a “loophole” to rezoning.

**Proposed City response:** The City will proceed with OCP changes as proposed, noting that the intent of temporary use permits is to provide an opportunity to ‘try out’ creative projects or fill otherwise vacant lots temporarily to ensure key areas of the City stay interesting and well-used. A full rezoning would be required if the temporary use were to be approved on a permanent basis.

To help make the OCP shorter, the City could also consider moving the Development Permit section to the Zoning Bylaw.



# INTRODUCTION

## SOCP & ZONING BYLAW UPDATE

The City's Sustainable Official Community Plan (SOCP) includes a strong vision for a sustainable future. Campbell River aims to be a community that is healthy and affordable, with meaningful opportunities for work and cultural expression. Anchored by a vibrant downtown and surrounded by compact, livable neighbourhoods, the community will be connected by a network of greenways to support walking and cycling.

This vision is used to guide the principles and policies in the SOCP and Zoning Bylaw, and to guide decisions regarding land use and development in the community.

However, the City's SOCP & Zoning Bylaw are currently not consistent and require updates to make them more clear. This inconsistency is common in many BC communities as zoning that was created before an OCP was last updated will be out of sync. This can create tension and uncertainty for landowners and developers as well as the City. Similarly, as issues arise and conditions change, both the OCP and Zoning will need to be updated to remain relevant and to reflect the evolving priorities and needs of the community.

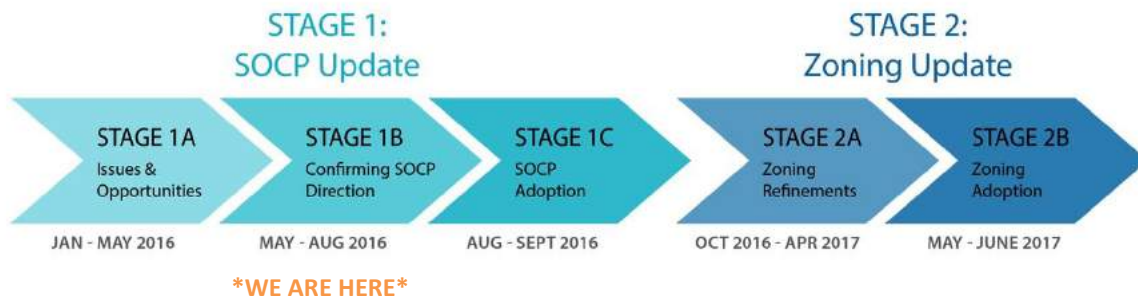
To address these inconsistencies and make sure both plans are clear and consistent the City is updating its Sustainable Official Community Plan (SOCP) & Zoning Bylaw through a joint review process. This update does not involve a complete overhaul of existing plans but does focus on addressing some key issues such as:

- Creating a better vision and plan for the form and pattern of development in Quinsam Heights, and updating zoning regulations to match.
- Clarifying what types of shops and services we need and where they should be located, through updated policy for Village Centres and neighbourhood commercial.
- Improving the appearance of commercial properties facing highways through updated policies and guidelines.
- Making it easier to have a legal secondary dwelling, through zoning changes and programs to help manage impacts and address key issues.
- Making the Zoning Bylaw simpler, clearer, and consistent with the SOCP.

## THE REVIEW PROCESS

City Council is keenly interested in this project, and is committed to a transparent, responsive planning process. Over the next year, the City is asking citizens, business owners and community groups to continue to share your ideas on key issues and weigh in on how the community should grow and develop.

The process is taking place in 2 key stages: the SOCP update and the Zoning Bylaw update.



**In Stage 1A** we hosted **Consultation 1**, a public open house that was attended by close to 100 residents. People had many opportunities to talk to planners and share their opinions and ideas through a range of interactive stations, a large ‘walkabout map’ of Quinsam Heights, and an open Q&A session.

Read the Consultation 1 Public Engagement Report at [www.campbellriver.ca/OCPreview](http://www.campbellriver.ca/OCPreview).

**In Stage 1B** we dove deeper into key policy topics and directions for Quinsam Heights in order to create a full draft of the updated plan. Building off the feedback from Consultation 1, we hosted a series of activities for **Consultation 2** including a public policy workshop, a public design workshop for Quinsam Heights, a public open house, and a survey for those who were unable to attend the in-person events. Over 70 people participated in the in-person events and over 150 people completed the survey, representing a wide range of stakeholders and community members.

Read the Consultation 2 Public Engagement Report at [www.campbellriver.ca/OCPreview](http://www.campbellriver.ca/OCPreview).

Using the feedback from Consultation 2, we refined the early policy directions into draft policies for the first draft of the updated plan. These were brought back to the community for review and feedback in **Consultation 3** to make sure we’re on the right track before the plan is finalized and presented to Council for approval. **This report provides a detailed summary of what we heard in Consultation 3.**



## CONSULTATION 3 EVENT

The public event was held on June 22<sup>nd</sup> at the Sportsplex. A total of 46 people attended.

Draft policies were separated into the following sections:

1. Secondary Dwellings
2. Village Centres, Campbellton & Neighbourhood Retail
3. Highway Commercial
4. Quinsam Heights
5. Development Permits
6. Other (a few additional updates that were not included in the early directions in Consultation 2)

**A copy of the event materials is provided in the Appendix.**

## PROMOTION & OUTREACH

Consultation 3 was promoted extensively in advance through the following channels to encourage broad participation:

- Updates to the project webpage at [www.campbellriver.ca/OCPreview](http://www.campbellriver.ca/OCPreview)
- Posts on the City's Facebook page
- Email notices and reminders sent to the project mailing list
- City news release posted on May 31<sup>st</sup>
- Newspaper ads in the Campbell River Mirror on June 3, June 10, June 17 & June 22
- Flyers and posters distributed throughout the community
- Postcards mailed to 3,000 addresses in Quinsam Heights and surrounding areas
- Event postings in community calendars including the City's webpage, Campbell River Mirror, EagleFM, and What's On Digest
- Radio interviews on EagleFM and TodayFM
- Staff attended community events to hand out flyers and let people know about the project and upcoming public event:
  - Farmers' markets – June 12 and June 19
  - Summer concert series

# DRAFT POLICIES & FEEDBACK

The following section provides an overview of the draft policies presented during Consultation 3 and summarizes the feedback received at the public event.

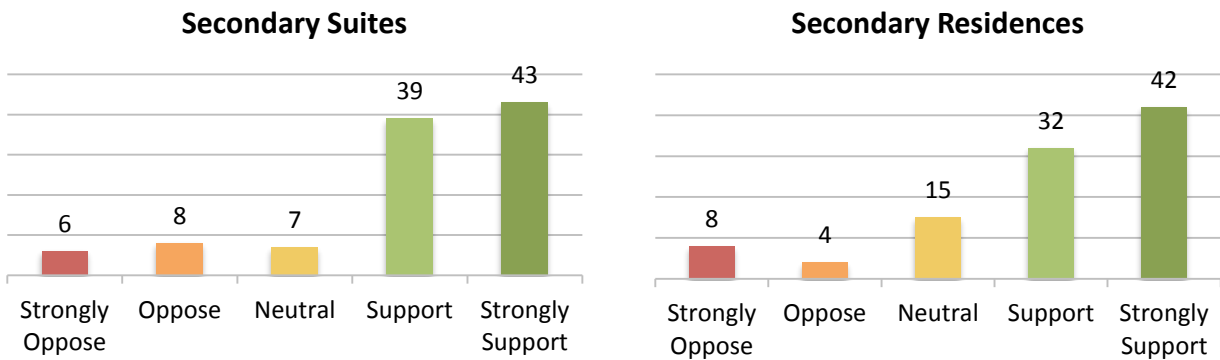
## TOPIC 1: SECONDARY DWELLINGS

### OVERVIEW

No changes are proposed to OCP policies for secondary dwellings. The City will still aim to encourage suites and secondary residences to promote housing diversity, affordability, and efficient land use where appropriate.

### KEY COMMENTS FROM CONSULTATION 2

In Consultation 2, we asked residents how they felt about secondary suites and secondary residences in single family areas:



### Key comments included:

- Secondary dwellings should be prioritized in areas close to transit and shops and services.
- Secondary suites are a good way to increase density and affordability.
- Secondary residences would work in larger lot single family areas or areas with good road/laneway access.
- Consider size, quality of construction, character, parking and other issues to reduce impacts to existing neighbourhoods.



## PROPOSED CHANGES

### Zoning Changes

The following changes are proposed to allow more secondary suites and residences throughout the community, especially in areas with larger lots or in central, walkable areas close to shops and services.

Zone	Possible Uses	Minimum Lot Size	Current		Proposed	
			Suite	Secondary Dwelling	Suite	Secondary Residence
<b>RE-1</b> Large Lot (serviced) estates	<ul style="list-style-type: none"> <li>One single family dwelling</li> <li>Bed and breakfast</li> </ul>	1000 m <sup>2</sup>	Not Permitted	Not Permitted	Permitted	Not Permitted
<b>R-1</b> Traditional Single Family	<ul style="list-style-type: none"> <li>One single family dwelling</li> <li>Bed and breakfast</li> </ul>	450 m <sup>2</sup>	Not Permitted	Not Permitted	Permitted under some conditions* (TBD during Zoning Bylaw review)	Permitted under some conditions* (TBD during Zoning Bylaw review)

\* Some possible conditions could include:

- Within walking distance (400-500m) of a Village Centre or the downtown;
- Focused along transit routes;
- On larger lots;
- On lots with lane access; or
- A percentage of all new lots in new developments.

### Additional Recommendation

The following is proposed to smoothly implement changes to allow more secondary dwellings throughout the community while addressing existing illegal suites and managing impacts.

**Recommendation:** Work with the community to develop a program for existing suites. The program will be simple, implemented gradually, and consider issues such as:

- parking
- noise, nuisance, property maintenance, bylaw enforcement
- suite livability
- additional utility fees/taxes
- rezoning costs
- fair legalization of existing illegal suites and closure of illegal suites that don't meet building codes or health and safety requirements

### WHAT WE HEARD IN CONSULTATION 3

- Secondary residences should be permitted in some cases, like on larger lots (RE-1), this would help to provide more rental housing throughout the community (**3 comments**)
- Secondary suites and residences a great way to support 'aging in place' – support aging parents or provide a room for a caregiver (**2 comments**)
- Encourage secondary dwellings along transit routes
- Agree with the additional recommendation but hard to comment on zoning without all the details
- Yes, support suites as they are a good way to increase density in key areas, provide rental opportunities, promote transit use, and avoid sprawl.
- Support secondary suites and garage suites in Quinsam Heights as a way to increase density without losing the general character of the area
- Allow secondary suites in detached garages, subject to parking and building codes
- Look at secondary dwellings only during development/redevelopment
- Area between Petersen and the ERT is zoned as RM-1 – would like to see this as a greenbelt instead.
- Permit secondary suites by block (rather than zoning?)

## TOPIC 2: VILLAGE CENTRES, CAMPBELLTON & NEIGHBOURHOOD RETAIL

### OVERVIEW

The SOCP aims to create a vibrant, mixed-use downtown as the heart of the community, but also to develop a series of mixed-use residential and commercial centres to provide convenient shopping and services throughout the community where residents can walk or cycle to meet their daily needs.

The SOCP currently includes policies for Village and Neighbourhood centres but Neighbourhood policies are limited and unclear. The two types of centres need to be clearly distinguished to identify what type and form of commercial or mixed-use development should occur in each one.

In addition, residential areas in Campbellton are currently designated in the SOCP (and Zoning Bylaw in some cases) for service commercial and industrial businesses, but there is a desire to keep the existing housing. Designations need to be updated to formally allow existing residential while maintaining other uses along major corridors and surrounding streets.

### KEY COMMENTS FROM CONSULTATION 2

- The proposed changes to Village Centres and Campbellton generally make sense.
- Add a Village Centre at Dogwood & Hilchey to reflect what is there now.
- The OCP should describe a different vision for Campbellton than other Village Centres, one that is 'grittier' and reflects the area's unique history, urban structure and existing mix of land uses (including affordable housing, service commercial and light industrial)
- Ensure neighbourhood retail doesn't detract from the downtown or Village Centres.

### PROPOSED OCP CHANGES

The following provides an overview of proposed changes to Village Centres, Campbellton & Neighbourhood Retail. ***Additional details and maps are provided in the Consultation 3 Booklet in the Appendix.***



## Village Centre Updates

- 1. Update Land Use Maps.** *See updated Land Use Maps on pages 6-7 of the booklet in the Appendix.* Changes include:
  - a. Removing Neighbourhood Centres where there is little to no existing commercial.
  - b. Upgrading Neighbourhood Centres to Village Centres where there is significant existing commercial.
  - c. Adjusting Village Centre boundaries to better reflect existing land uses.
  - d. Adding a Village Centre designation at Dogwood and Hilchey to reflect the existing centre.
- 2. Remove the Neighbourhood Centre Designation.** To simplify the OCP, the Neighbourhood Centre Designation will be removed. Instead, a small amount of neighbourhood commercial will be allowed at major intersections in the Neighbourhood Designation. This will provide more flexibility on the location for neighbourhood commercial if and when the market supports it.
- 3. Update Village Centre form and character guidelines** to make these areas more pedestrian friendly. *See Development Permit section in Appendix for details.*

## Neighbourhood Commercial

- 1. Update the Neighbourhood Designation** to allow a limited amount of small, local-serving stores and live/work units. Given current market conditions, it is not likely that much development will proceed in the near future, but these policies would provide an opportunity when conditions are more favourable. *See pages 9 - 10 of the booklet in the Appendix for details.*

## Campbellton

- 1. Develop a Special Study Area for Campbellton** to ensure the neighbourhood's special character is maintained and future development meets the community's vision for the area. Preliminary objectives include:
  - Retain a mix of residential, service commercial, retail commercial and light industrial.
  - Ensure commercial and light industrial uses adjacent to residential areas manage noise, smell, and other operational impacts that would unduly affect existing residents.
  - Maintain or replicate the neighbourhood's historic industrial character into the design of architecture, building facades, signage, and public art.
  - Allow and encourage innovative mixed-use commercial and residential or light industrial and residential buildings in appropriate areas (such as major corridors).
  - Provide a range of low to medium density affordable housing options close to downtown and other nearby employment areas.

This will require further consultation with residents and business owners in the area to confirm their vision for the future and identify appropriate policies and guidelines to achieve the desired outcome.

## WHAT WE HEARD IN CONSULTATION 3

### Village Centres

- Agree with proposed changes to Village Centres
- Don't support the area between Tamarac St. and the Estuary (in northern Campbell River) as a Village Centre, it is a sensitive area and more of a buffer is required (*Note: the estuary and surrounding lands are carefully managed through the City's Estuary Management Plan and the designated area in question is a former industrial site*)
- Not clear about what the form and character guideline changes are? (*Note: the guidelines were updated so that commercial and mixed use buildings in Village Centres or Neighbourhood areas will have to integrate the same pedestrian-friendly design that previously only applied to the downtown*)

### Neighbourhood Commercial

- Support the idea of more walkable neighbourhoods but not sure if the market will support these businesses
- Yes, but will it take away from the downtown?

### Campbellton

- Campbellton could be an artisan area with live/work lots, like the idea of 'Tin Town' concept for this area (**2 comments**)
- Traffic short cutting through 15<sup>th</sup>: make street safer for residents - block traffic and or don't let people turn onto the highway from 15<sup>th</sup> (**2 comments**)
- All for revitalization of Campbellton but worried about possible impacts to existing residents (e.g., loss of affordable housing)
- Some properties on 15<sup>th</sup> not well maintained
- Need to maintain 16<sup>th</sup> Ave as a major transportation corridor for people and goods
- Maintain light industrial

### General Comments

- Don't force mixed use residential /commercial, focus on residential as there is currently a surplus of retail/commercial

## TOPIC 3: HIGHWAY COMMERCIAL

### OVERVIEW

The OCP identifies a number of Gateway Areas along the highway at key entrances to the City. The aim is that these areas act as attractive and functional “front doors” to the community for both residents and visitors.

Current policies and guidelines for Gateway Areas need to be simplified and clarified to help make sure that new highway development has a more consistent look and feel.

### KEY COMMENTS FROM CONSULTATION 2

- The majority of respondents were in favour of updating policies to improve the appearance of highway commercial; however, a number of people felt that Northern Campbell River is not a priority Gateway Area and that the City should embrace existing land uses and keep guidelines simple. In particular, they emphasized that landscaping requirements should not impact the visibility of highway businesses.
- Proposed changes to have Gateway policies only apply to properties adjacent to the highway, rather than ‘within 50 metres of the highway’ generally makes sense.
- Proposed changes to the Business & Industrial Service Centre designation in northern Campbell River (to better reflect existing uses) generally makes sense.

### PROPOSED CHANGES

#### OCP Changes

The following provides an overview of proposed changes related to highway commercial. ***Additional details and maps are provided in the Consultation 3 Booklet in the Appendix.***

1. **Update Land Use Map** to extend the Business & Industrial Service Centre designation in northern Campbell River to include both sides of the highway to better reflect existing uses. ***See updated Land Use Map on page 12 of the booklet in the Appendix.***
2. **Update Business & Industrial Service Centre Designation policy** so that Gateway form and character guidelines only apply to properties ‘adjacent’ to the highway, rather than “within 50 meters of the highway corridor.” This will help to reduce unnecessary requirements for properties near but not adjacent to the highway.

- 3. Update form and character guidelines.** Gateway guidelines will be moved from the specific Industrial section to the General section to clarify requirements for industrial property owners and ensure these guidelines also apply to highway commercial properties. *See Development Permit section in the booklet in the Appendix for details.*

### Additional Recommendation

The following is proposed to help improve the appearance of existing highway commercial properties in northern Campbell River.

**Recommendation:** Work with highway property owners in northern Campbell River to create a program or set of tools to encourage and support owners to upgrade the front of their properties (such as landscaping or signage). This could include cost-sharing or incentives and would be a voluntary program.

## WHAT WE HEARD IN CONSULTATION 3

- Northern Campbell River is an important Gateway; this is all people see of the northern area
- Northern Campbell River is not a priority; keep doing what we are doing and upgrading over time
- No more drive-throughs!
- Additional recommendation program should extend to property owners in southern Campbell River as well
- Waste management businesses should be located far from residential areas, dust and noise are unreasonable for nearby residents
- Concerned that landscaping guidelines will require highway commercial to 'hide' their displays/merchandise (*Note: the intent of landscaping guidelines is to screen parking and storage areas; landscaping can be intermittent to provide a balance of screened areas and visual areas to display commercial wares or signage*)

## TOPIC 4: QUINSAM HEIGHTS

### OVERVIEW

The Quinsam Heights neighbourhood currently contains a complex mix of small and large lots which includes a number of semi-rural areas as well as pockets of new or planned subdivisions. Due to inconsistencies between the OCP and the Zoning Bylaw, the City lacks a clear vision for the future of the area. Many areas were designated in the OCP as 'rural estate' while the Zoning Bylaw designated them as 'residential multi-family'. The 'estate' designation aims to preserve larger hobby-farm type lots and promote small scale agriculture development. The 'multi-family residential' zoning, on the other hand, is a pro-development designation that can accommodate denser single family subdivisions or even higher-density housing like townhouses or low profile apartments.

In addition to the complex land use patterns, there are a number of development constraints including steep slopes, creeks, wetlands, and natural green spaces and wildlife corridors. There has also been consideration of extending Willis Road from Inland Island Highway through Nunn's Creek to connect to 2<sup>nd</sup> Ave to provide easier access to the new hospital.

Throughout the current OCP consultation process, staff worked closely with a diverse range of stakeholders and residents to develop a concept for the neighbourhood that will be used to guide land use designations, policies, and zoning.

### KEY COMMENTS FROM CONSULTATION 2

- Community members raised a number of concerns about the piecemeal way in which the neighbourhood was being developed. Some residents wanted to see the area remain the way it is while others wanted to integrate more housing options as the neighbourhood is so close to the downtown and other amenities.
- Overall, participants generally agreed that it is important to retain the area's unique semi-rural character by preserving existing farms, larger rural lots, and sensitive environmental features and green spaces while sensitively integrating new residential development in a way that is also efficient for infrastructure and transportation.
- Other important topics included road connections (both through and within the neighbourhood), road upgrades (to improve pedestrian safety), stormwater management, and the need for more parks and trail connections.
- Most participants agreed that a complete Village Centre is not needed in this area as it is so close to the downtown and other commercial amenities. However, a small amount of local-serving commercial (like a farmers' market or farm supplies) and/or community uses would be appropriate and desirable for the neighbourhood.

## PROPOSED OCP CHANGES

The following provides an overview of proposed changes related to the Quinsam Heights neighbourhood. ***Additional details and maps are provided in the Consultation 3 Booklet in the Appendix.***

### 1. Update the Land Use Map. *See page 15 of the booklet in the Appendix.*

Changes include:

- a. Designating existing large lot, semi-rural areas as 'Estate'. The golf course is currently designated as a protected/natural area; however, it is privately owned land that is zoned for rural recreation (except for protected areas surrounding Kingfisher Creek). This area has been re-designated as 'estate.' This change will not change the existing use but will ensure that if the golf course should ever be subject to redevelopment interest, it will be maintained as low density, semi-rural to minimize impact to the sensitive natural features.
- b. Designating future development areas (currently developed or planned subdivisions or other areas that would be appropriate for residential development and infill) as 'Neighbourhood'.
- c. Removing the 'Village Centre' designation at the corner of Petersen & Croation. The change in policies allowing very small retail areas in the Neighbourhood designation will allow for a few local shops, should the market support them, and for community uses.

### 2. Update the Transportation Map. *See page 16 of the booklet in the Appendix.*

Changes include:

- a. Designating Evergreen (from Petersen to Dogwood) as a 'potential future' minor arterial.
- b. Designating Walworth (from Willis to Mercroft) as a 'potential future' residential collector.

### 3. Integrate the Quinsam Heights Concept Plan to provide clear guidance for future development in the neighbourhood. *See page 18 of the booklet in the Appendix.*

Key objectives include:

- Areas for future residential development and infill should be integrated where there is existing or planned development, along major corridors, or in areas where there is some development to link existing subdivisions together.
- Preserve areas with larger lots, especially those with farms or other rural uses

next to large green spaces (like the golf course and Beaver Lodge Lands) to maintain the rural character of the area.

- Promote 'cluster development' to concentrate buildings in certain areas of a parcel in order to preserve more green space around sensitive environmental features (like creeks or wetlands).
- Create a 'community core' along Petersen Rd between Willis and Evergreen, with potential for some small local retail and community uses. In particular, the old Evergreen school site has been identified as good location for a public park, farmers' market or other community use.
- Protect natural corridors and environmentally sensitive areas throughout the area with wide natural buffers.
- Integrate more greenway and trail connections, especially to access the ERT.
- Consider the need for more parks and different types of parks as more residents and families move to the area.
- Consider potential future road connections (such as Willis Rd, Pinecrest Rd, and Walworth Rd). These would be triggered by and funded in conjunction with significant development in adjacent areas.

**4. Update relevant designations and policies. See pages 19-21 of the booklet in the Appendix for details.** Changes include:

- a. The 'Rural Neighbourhood' designation currently references Quinsam Heights; however, there are no rural neighbourhood designations within Quinsam Heights, these are for much larger agricultural parcels or lands within the Agricultural Land Reserve. This will be updated accordingly.
- b. The OCP currently identifies a number of areas in Quinsam Heights as 'Estate' on the land use map; however, the accompanying policy is not clear. This policy section will be added to reinforce the unique semi-rural character of larger lots in Quinsam Heights.
- c. Policy will be added to the 'Neighbourhood' designation to allow and encourage cluster development.
- d. Transportation policy will be updated to ensure new roads are paid for by new development.



## WHAT WE HEARD IN CONSULTATION 3

### Housing

- The area should remain primarily rural or semi-rural with some residential development, home-based businesses and clustered commercial uses; this unique area is a huge draw for people to move here **(3 comments)**
- There are too many unconnected pockets of Neighbourhood areas for residential development and not enough Estate **(2 comments)**
- Like that the plan has kept areas with larger lots, this is so important
- Like the designation of the Petersen/Clerke/Greta area as Estate
- Keep areas along Shetland Rd, Petersen, and McPhedran as Estate
- Area along McPhedran (between Pinecrest and Evergreen) should be Estate
- Promote cluster development that aligns services/infrastructure
- Infrastructure costs for larger lots result in higher prices which aren't desirable
- Keep estate lots but permit smaller sizes
- Rural lands north of Willis are isolated (from other rural areas) and may face future development pressure
- Allow future development on Evergreen Road
- Concerned that larger lot Estate properties will not support affordable or rental housing which is needed in Campbell River; feel that properties along arterials (like Petersen) should allow higher density
- Development should be allowed based on market demand
- Purchased properties because of zoning potential (for multi-family); concerned about losing property value with zoning changes. Is the City prepared to compensate land owners?
- Development along Willis and northern Walworth should be higher density
- Want more density in non-rural areas
- Support densification in Quinsam Heights (and downtown) to maximize access to the City and make use of existing infrastructure/utilities
- Think the area south of Pinecrest (from Legacy Estates to the ERT) should be Neighbourhood designation rather than rural/estate
- Why change the zoning, if someone wants to rezone their property they should pay the costs of rezoning, not the taxpayer

*(Note: Much of the area is currently zoned for multi-family residential which could result in a significant increase in density in the area. Through consultation, we've heard that the majority of citizens consulted want to maintain the neighbourhood's rural character while sensitively integrating new development/density. To achieve the community's desired vision for the area, zoning and OCP designations must be updated accordingly. While property*





*values are based on a number of factors, rezoning properties can raise or lower the value of some properties.)*

## Roads

- Continue with the Willis connector; add sidewalks and a bike path **(3 comments)**
- Agree with road network shown on Concept Plan
- Upgrade Petersen now, Willis will happen much later
- Add sidewalks on Petersen
- Like the idea of rural road standards where urban standards are not needed
- Concerned about unreasonable engineering requirements for subdivisions
- Rural development will not generate enough revenue to build collector/arterial roads
- Infrastructure costs for Quinsam Heights will be high when considering roads and storm sewers
- Add sidewalks on the south side of Willis until major upgrades take place
- Would like to see a traffic circle at Evergreen and Petersen
- Evergreen seems like the best east-west connector from the highway
- Who is going to pay for road upgrades? *(Note: Road upgrades may be paid for through development contributions as well as City capital expenditures from general revenue, depending on the extent to which they serve local development and/or broader patterns of movement.)*

## Community Uses

- Love the idea of preserving the old Evergreen school site as a public space
- Need more of a commitment on the site at Petersen and Evergreen as a future community centre/park or it will be sold and developed
- Who is going to pay for parks and centres? This will take years *(Note: The concept for Quinsam Heights is intended to help guide development gradually over the next 20 years or more. Amenities like parks, trails, and community uses will be paid for through development contributions over time.)*

## Greenways

- The east-west greenway connection should connect Fisher Road to the ERT at Croation Rad
- Make sure to protect the green edge/buffer around the ERT
- What is a green connection? *(Note: The green connections shown in the Quinsam Heights Concept Plan are conceptual, and indicate the general location of pedestrian/cyclist trail connections to be created as development occurs over time.*



*Some connections may be integrated along with roadways while others may be trails or greenways.)*

### **Environmental Protection**

- A detailed assessment of wetland areas is needed to ensure headwaters/creek flows to Nunn's Creek and Kingfisher Creek are protected from development and to assist with stormwater management planning
- Environmental protection is key – consider creek/water protection and stormwater management

### **Commercial**

- Think a small village centre would work here
- The community core should only be considered once traffic and pedestrian safety have been addressed
- Local food production is important

### **General**

- Concept Plan is looking great (**2 comments**)
- Generally, like what I see
- Concerned that the number of people attending Consultation 3 don't represent the community as a whole

*(Note: A total of 46 people participated in Consultation 3. This is fewer than in earlier consultations; however, this is quite normal in planning processes as the content gets more technical. Around 100 residents attend the Consultation 1 Open House and over 200 participated in the Consultation 2 workshops and questionnaire, including diverse representation of community groups and residents, developers, farmers, environmentalists, and others from the Quinsam Heights neighbourhood. This earlier input has been carried forward to help draft policies.)*

## ADDITIONAL QUESTION: HOUSING TYPES FOR NON-RURAL AREAS

To help guide future discussions surrounding zoning, we also asked participants to start thinking about the type of housing that would be suitable for the areas of Quinsam Heights that are designated for *future residential development and infill*. Areas that are identified as *semi-rural* in the concept plan will remain as they are with larger lots, houses set back far from the street and rural housing forms and character.

Participants were asked to look at a range of different low to medium density housing styles and let us know what they thought would be appropriate for development/infill areas of Quinsam Heights. These images were intended to spark discussion and guide future conversations in Stage 2 (Zoning Bylaw Review) – **no decisions have been made at this point.**

### Traditional Single Family



**1 Vote**

### Larger Single Family Homes



**6 Votes**

### Single Family with Garage Suites



**6 Votes**

### Small Lot Single Family



**2 Votes**

### Duplexes



**1 Vote**

### Triplexes & Rowhouses



**1 Vote**



## TOPIC 5: DEVELOPMENT PERMITS

### OVERVIEW

The Development Permit process allows the City to guide how development occurs in certain areas in order to reduce exposure to natural hazards, protect farmlands and sensitive environmental areas, create consistent character, and encourage energy and water conservation and greenhouse gas reduction.

The OCP includes a number of Development Permit Areas (DPAs); some are more general and apply to all lands within the City's boundary while others apply only to specific areas. Land within a Development Permit Area must not be subdivided, developed or redeveloped without first obtaining a development permit from the City.

The OCP's current Development Permit Areas need to be simplified and clarified; where possible, they will also be updated to improve energy conservation, enhance walkability, reduce risk for property owners, improve environmental protection, promote more sustainable development and growth, and provide clear guidance on form and character and enhance sustainability.

### KEY COMMENTS FROM CONSULTATION 2

- Participants generally supported the proposed changes to simplify and clarify DP guidelines.
- There were some mixed opinions from the development community vs. other participants. Developers generally felt guidelines shouldn't be too prescriptive to allow for more flexibility and creativity while others felt that things like form and character, environmental/energy performance, and sea level rise should be strongly regulated to ensure attractive properties and minimal environmental impacts.

### PROPOSED CHANGES

#### OCP Changes

The following changes are proposed to provide clear direction for DPA guidelines and exemptions.

1. **Update General Form, Character & Performance Development Permit Area. See pages 24-25 of the booklet in the Appendix for details.** Changes include:
  - a. Updating exemptions to clarify when a Development Permit is and isn't required for minor renovations. This will make it easier for property owners to maintain and update their buildings.
  - b. Providing guidance to reduce ambiguity about building colour, specifically "warm colour palettes"
  - c. Moving "gateway area" policies from the specific Industrial section to the General section to clarify requirements for industrial property owners and ensure these guidelines also apply to highway commercial properties.
  
2. **Update Specific Form, Character & Performance Development Permit Area. See pages 26-27 of the booklet in the Appendix for details.** Changes include:
  - a. Change 'Downtown Commercial Form, Character & Performance Guidelines' to 'Commercial & Mixed Use Development Guidelines' to ensure attractive, walkable, and accessible design for commercial and mixed use buildings in the Downtown, Village Centres and Neighbourhood designations.
  - b. Consider detailed character guidelines to promote unique precincts downtown (*Note: this is being considered through the Refresh Downtown Project*).
  
3. **Clarify and simplify development information requirements.** The energy conservation guidelines currently reference a "Sustainability Checklist"; however, this is more of a general checklist that relates community goals to development opportunities and hasn't been used to date. To simplify the Development Permit process, the Sustainability Checklist will be removed from the Development Permit guidelines.

The intent is to replace the Sustainability Checklist with a Development Checklist, making it a high level quick reference guide to requirements already in the OCP. This approach will help make development applications easier for proponents and make it more efficient for the City to review development proposals and assess potential impacts on the community. The checklist will be integrated into the Development Permitting process through the use of a Development Approval Information Area. This will require development proponents to submit the checklist and relevant information about impacts when the proposed activity involves a rezoning, development permit or temporary use permit. **See page 37 of the booklet in the Appendix for details.**



4. **Update the Energy Conservation & GHG Reduction guidelines. See page 28 of the booklet in the Appendix for details.** Changes include:
  - a. Moving energy conservation policies from the general form and character guidelines to a new section called the Energy Conservation, GHG Reduction & Water Conservation guidelines.
  - b. Updating the permit area for energy conservation to include all lands within the City boundary (the permit area previously applied only to lands outside the Urban Containment Boundary (UCB) which accidentally created an incentive to build outside the UCB).
  - c. The results of the CEA/QUEST pilot project results may also be integrated into energy conservation guidelines when complete.
  
5. **Update the General Environmental Development Permit Area, exemptions and guidelines so the exemptions are easier to understand and the information required to obtain a development permit is clear. See pages 29-31 of the booklet in the Appendix for details.**
  
6. **Update the Foreshore Development Permit Area.** Added a requirement for construction to be above a minimum flood construction level that addresses anticipated sea level rise.
  
7. **Update the Hazardous Conditions Development Permit Area Maps and policy. See pages 32-36 of the booklet in the Appendix for details.** Changes include:
  - a. Updating Maps 10a and 10b to capture areas near higher, more hazardous steep slopes.
  - b. Updating exemptions to clarify what types of landscaping alterations will be exempt.
  - c. Updating policy with greater precautions for development near steep slopes to account for potential risk.

### Additional Recommendation

The following is proposed to ensure a straight forward process for development permit applications.

**Recommendation:** Develop an Applicant's Guide to Development Permits' to provide a clear decision process (or decision tree) that applicants can follow to determine:

- Which Development Permit Areas apply to the property;
- Whether the proposed development is exempt from the requirement to obtain a development permit; and
- If not exempt, whether a major or minor development permit is required.

The guide would also explain key terms and provide other useful information.

### WHAT WE HEARD IN CONSULTATION 3

- Keep form and character guidelines simple, allow flexibility and creativity, don't be too prescriptive
- No more cul de sacs, all new development should occur on a grid or modified grid
- Good to remove the Sustainability Checklist from the DP guidelines
- Don't force mixed uses where it isn't viable *(Note: Guidelines are for commercial and or mixed use buildings; the OCP and Zoning Bylaw do not 'require' mixed use anywhere, they merely allow for it).*
- Domestic yard maintenance and steep slopes – yard waste dumping can be a major hazard on slopes and should be added
- Questions and concerns about Qualified Environmental Professional (QEP) input in the environmental DP process **(2 comments)**
  - There does not appear to be any mechanism to evaluate the validity of environmentally sensitive designations *(Note: the update more clearly specifies that if a QEP report finds that there is no environmentally sensitive feature to protect, no related Development Permit is required.)*
  - Requirements for the QEP report not very descriptive; could include vegetation types, invasive species, and likely habitats for protected species; might be better to have a registered biologist to do this? Is QEP defined by the City? *(Note: The OCP defines the requirements for QEPs and requires different specialists for different areas and types of Development Permit. For example, QEPs for riparian areas, foreshore areas, and hazard lands are defined differently to ensure they are acting within their area of expertise).*



## TOPIC 6: OTHER

### OVERVIEW

A number of additional minor updates to the OCP were proposed.

### PROPOSED OCP CHANGES

- 1. Make the OCP shorter by removing stand-alone plans from the Appendix.** The OCP currently includes a number of neighbourhood concept plans in the Appendix as well as the City's Agricultural Plan and North Campbell River/Estuary Area Smart Growth Plan. To make the OCP shorter and easier to use, these plans could be removed from the OCP and provided as stand-alone plans on the City's website (except for the Estuary Plan which is referenced in the Development Permit guidelines).
- 2. Include a policy for coastal inundation (sea level rise) in the Climate Change section.** *See page 39 of the booklet in the Appendix for details.*
- 3. Include policy to allow temporary use permits in Intended Growth Areas and Integrated Infill Areas.** *See page 40 of the booklet in the Appendix for details.*

Temporary use permits (TUPs) allow land uses that do not conform to the Zoning Bylaw for a limited time (up to 3 years with the option to renew once for another 3 years).

TUPs are currently only allowed in the Business & Industrial Service Centre but could also be applied to other Intended Growth Areas (Downtown, Village Centres) and Integrated Infill Areas (Waterfront). This would provide Council more flexibility to consider creative proposals that support activity in key growth and infill areas. Temporary use permits could provide a range of opportunities for otherwise vacant properties such as farmers markets, community gardens, temporary storage, or pilot projects (like a solar energy installation).

### WHAT WE HEARD IN CONSULTATION 3

- Make the SOCP shorter; provide a “Coles Notes” version
- Agree with removing suggested material and having it as supporting documents





- Is sea level rise a proven problem that justifies a policy? *(Note: Climate change related level rise is widely recognized as significant hazard for coastal communities in BC and elsewhere in the world: engineers are now required to consider climate change related risks in their designs. Related hazards include coastal inundation and reduced drainage capacity, coastal erosion, changes to coastal habitats, and damage to human life and property from more frequent and intense storms, storm surges and wave action. Government strategies and policies are implemented at the federal, provincial, regional, and local level to address these established risks.)*
- Temporary Use Permits (TUPs) could be perceived as a "loophole" for the city to do things. *(Note: TUPs allow Council to consider allowing temporary land uses that do not conform to the Zoning Bylaw. The intent is not to provide a way around rezoning a property (as TUPs are only for a limited time period) but rather to provide an opportunity to 'try out' creative projects or fill otherwise vacant lots. TUPs are used by many communities across BC and have been allowed in Campbell River's Business & Industrial Service Centre designation for many years without issue. The proposed change is to also allow them in the Downtown, Village Centre, and Waterfront designations as well to ensure these areas remain interesting and feel well used).*

A number of people used this form to provide more general comments or address other topics that were not the focus of this consultation:

- A tree bylaw is required to avoid overgrown vegetation from encroaching on adjacent properties.
- Campbell River should support local food security by promoting small farms in or near the City, and encouraging urban agriculture in community gardens or private lots.

## NEXT STEPS

Feedback from Consultation 3 will be used to refine and finalize the updated Official Community Plan to present to Council. You will also have an opportunity to attend a Public Hearing before the final updated SOCP is approved. Then, we will move on to the next stage, updating the Zoning Bylaw. Again, there will be many opportunities for you to get involved and share your ideas and feedback.

For more information, please visit [www.campbellriver.ca/OCPreview](http://www.campbellriver.ca/OCPreview).



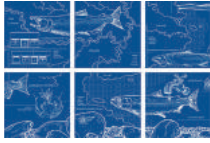


# APPENDIX A: CONSULTATION 3 BOOKLET





OCP & Zoning Bylaw  
REVIEW



# Draft Policies

Using your feedback from Consultation 1 and 2, we refined the early policy ideas into draft policies for the updated Official Community Plan.

Take your time to review the policies that matter most to you and use a feedback form to let us know if we're on the right track before we present the updated plan to Council for approval.

- Section 1: Secondary Dwellings.....2-4**
- Section 2: Village Centres, Campbellton, & Neighbourhood Retail.....5-10**
- Section 3: Highway Commercial.....11-13**
- Section 4: Quinsam Heights Neighbourhood.....14-22**
- Section 5: Development Permits.....23-38**
- Section 6: Other.....39-40**



# SECTION 1: Secondary Dwellings

## Overview

No changes are proposed to OCP policies for secondary dwellings. The City will still aim to encourage suites and secondary residences to promote housing diversity, affordability, and efficient land use where appropriate.

## What We Heard in Consultation 2

- Secondary dwellings should be prioritized in areas close to transit and shops and services.
- Secondary suites are a good way to increase density and affordability.
- Secondary residences would work in larger lot single family areas or areas with good road/laneway access.
- Consider size, quality of construction, character, parking and other issues to reduce impacts to existing neighbourhoods.

## Proposed Zoning Changes

The following changes are proposed to allow more secondary suites and residences throughout the community, especially in areas with larger lots or in central, walkable areas close to shops and services.

Zone	Possible Uses	Minimum Lot Size	Current		Proposed	
			Suite	Secondary Dwelling	Suite	Secondary Residence
<b>RE-1</b> Large Lot (serviced) estates	a. One single family dwelling b. Bed and breakfast	1000 m <sup>2</sup>	Not Permitted	Not Permitted	Permitted	Not Permitted
<b>R-1</b> Traditional Single Family	a. One single family dwelling b. Bed and breakfast	450 m <sup>2</sup>	Not Permitted	Not Permitted	Permitted under some conditions (TBD during Zoning Bylaw review)	Permitted under some conditions (TBD during Zoning Bylaw review)

No other changes are proposed for other single-family residential zones.

## Additional Recommendation

The following is proposed to smoothly implement changes to allow more secondary dwellings throughout the community while addressing existing illegal suites and managing impacts.

**Recommendation:** Work with community members to develop a program for existing suites in Campbell River. The program will be simple, implemented gradually, and consider issues such as:

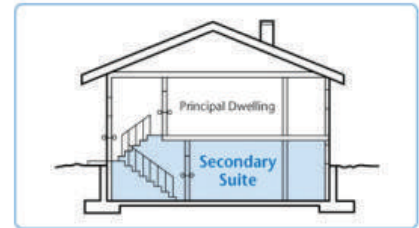
- parking
- noise, nuisance, property maintenance, bylaw enforcement
- suite livability
- additional utility fees/taxes
- rezoning costs
- fair legalization of existing illegal suites and closure of illegal suites that don't meet building codes or health and safety requirements

# Current Regulations

## Definitions

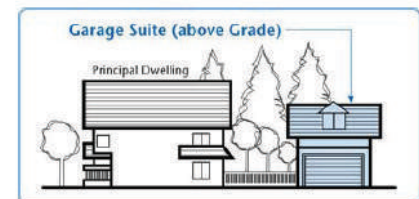
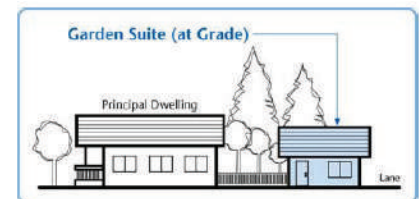
“SECONDARY SUITE” means an additional dwelling unit attached to the principle dwelling unit and:

- a. having a total floor area of not more than 90 square metres in area;
- b. having a floor area less than 40% of the habitable floor space of the building;
- c. having not more than two bedrooms;
- d. located within a building of residential occupancy containing only one other dwelling unit; and
- e. located in and part of a building which is a single real estate entity.



“SECONDARY RESIDENCE” means a second detached single family residential dwelling on the same lot, but secondary to the principle dwelling and:

- a. having a maximum floor area, exclusive of garages or carports, of 90 square metres;
- b. having not more than two bedrooms;
- c. having a minimum separation between the principal dwelling and the secondary residence of at least 3 metres or the distance prescribed for spatial separation under the building code, whichever is the greater distance;
- d. the driveway access to the secondary residence must be shared with access to the principal residence, unless access to the secondary residence can be provided from a rear lane or from a joint access easement with an adjacent property;
- e. the maximum height of a secondary residence shall be 7 metres.



# SECTION 2: Village Centres

## Overview

The OCP aims to create a vibrant, mixed-use downtown as the heart of the community, but also to develop a series of smaller mixed-use residential and commercial centres to provide convenient shopping and services throughout the community where residents can walk or cycle to meet their daily needs.

## What We Heard in Consultation 2

- The proposed changes to Village Centres (centre at Dogwood and 2nd and changes around Campbellton) generally make sense.
- Add a Village Centre at Dogwood and Hilchey to reflect what is there now. *(Note: this centre has been added)*
- Consider extending some of the Village Centres to reflect existing commercial uses. *(Note: the boundaries of Village Centres were carefully considered to reflect existing commercial uses)*

## Proposed OCP Changes

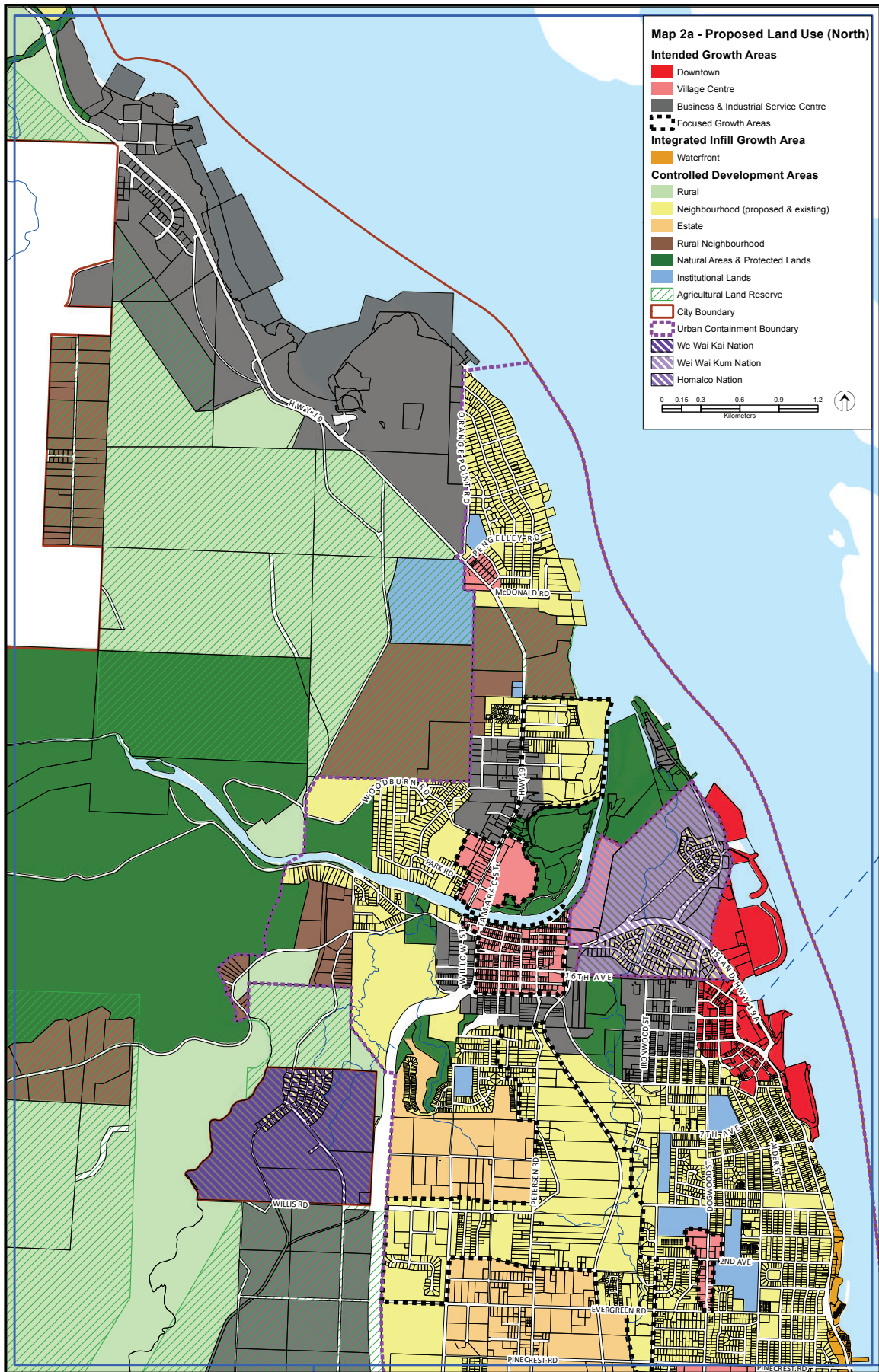
The following changes are proposed to provide clear direction for centres to serve residents throughout the community while avoiding competition with downtown commercial.

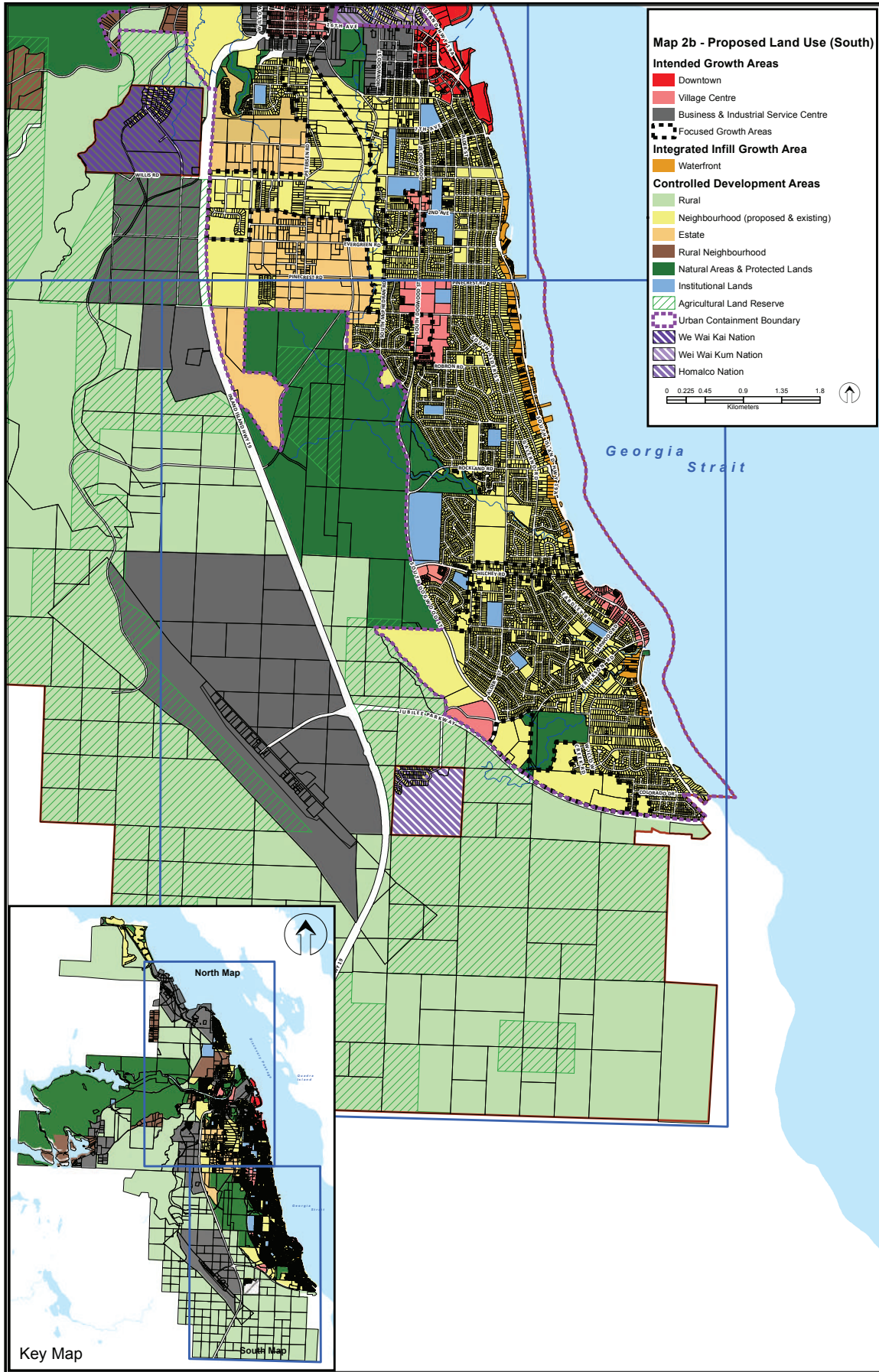
- 1. Update Land Use Maps.** *See updated Land Use Maps on pages 6 - 7 of this booklet.* Changes include:
  - Removing Neighbourhood Centres where there is little to no existing commercial.
  - Upgrading Neighbourhood Centres to Village Centres where there is strong potential for commercial.
  - Adjusting Village Centre boundaries to better reflect existing land uses.
  - Adding a Village Centre designation at Dogwood and Hilchey.
- 2. Remove the Neighbourhood Centre Designation.** To simplify the OCP, the Neighbourhood Centre Designation will be removed. Instead, a small amount of neighbourhood commercial will be allowed at major intersections in the Neighbourhood Designation, *see pages 9 - 10 of this booklet for details.* This will provide more flexibility on the location for neighbourhood commercial if and when the market supports it.
- 3. Update Village Centre form and character guidelines** to make these areas more pedestrian friendly. *See Development Permit Guidelines section in the draft OCP for details.*

## Proposed Zoning Changes

Updates to zoning for Village Centres will be addressed in Stage 2 of the process. These will likely include adjustments to improve walkability and accessibility of buildings such as reducing front setbacks, allowing mixed use buildings, and encouraging smaller lots with parking to the rear or sides of buildings so they are easier for pedestrians to access.







# Campbellton

## Overview

Residential areas in Campbellton are currently designated in the SOCP (and Zoning Bylaw in some cases) for service commercial and industrial businesses, but there is a desire to keep the existing housing. Designations need to be updated to formally allow the existing residential while maintaining other commercial and light industrial uses along major corridors and surrounding streets.

## What We Heard in Consultation 2

- The OCP should describe a different vision for Campbellton than other Village Centres, one that is 'grittier' and reflects the area's unique history, urban structure and existing mix of land uses.
- Something similar to 'Tin Town' in Courtenay would fit this area well.
- This is an important area for affordable housing as well as service commercial and light industrial.
- This is also an important gateway and transportation corridor. Traffic flows must be maintained.

## Proposed OCP Changes

The following changes are proposed to provide clear direction for the Campbellton neighbourhood.

- 1. Develop a Special Study Area for Campbellton** to ensure the neighbourhood's special character is maintained and future development meets the community's vision for the area.

Preliminary objectives include:

- » Retain a mix of residential, service commercial, retail commercial and light industrial.
- » Ensure commercial and light industrial uses adjacent to residential areas manage noise, smell, and other operational impacts that would unduly affect existing residences.
- » Maintain or replicate the neighbourhood's historic industrial character into the design of architecture, building facades, signage, and public art.
- » Allow and encourage innovative mixed-use commercial and residential or light industrial and residential buildings in appropriate areas (such as major corridors).
- » Provide a range of low to medium density affordable housing options in close proximity to the downtown and other nearby employment.

This will require further consultation with residents and business owners in the area to confirm their vision for the future and identify appropriate policies and guidelines to achieve the desired outcome.

## Proposed Zoning Changes

Zoning will be updated to respect the residential portions of the neighbourhood while maintaining service commercial and light industrial uses along Highway 19A and surrounding streets. Zoning could also be adjusted to allow flexibility for creative mixed use buildings and live/work units.

# Neighbourhood Commercial

## Overview

The OCP's Neighbourhood Designation currently provides for a range of housing as well as amenities like parks, trails and schools. To promote more complete neighbourhoods, a very small amount of local retail could be provided so residents can walk or cycle to meet their daily needs.

## What We Heard in Consultation 2

- Neighbourhood retail could help to support more walkable neighbourhoods. Key considerations include mixed use buildings, neighbourhood character, and access for vehicles and pedestrians.
- The current market will not likely support neighbourhood commercial at this time.
- Neighbourhood commercial must not detract from or compete with downtown commercial.

## Proposed OCP Changes

The following changes are proposed to provide clear direction for neighbourhood commercial to support more walkable neighbourhoods while avoiding competition with downtown commercial.

1. **Update the Neighbourhood Designation** to allow a limited amount of small, local-serving stores and live/work units. Given current market conditions, it is not likely that much development will proceed in the near future, but these policies would provide an opportunity when conditions are more favourable.

*Updates to the Neighbourhood Designation are shown below in blue.*

### Context

Some of Campbell River's established neighbourhoods offer affordable housing opportunities. While they are primarily single use in nature, there are some areas with housing diversity. Neighbourhoods provide access to amenities such as parks, trails, and schools that all serve to make them great places to live. **There are also opportunities to develop small, walkable mixed use and/or commercial areas at major intersections in existing neighbourhoods to serve local residents without competing with downtown commercial businesses.**

### Vision

The Neighbourhood area designation describes existing neighbourhood areas that are predominantly residential and support a range of low to medium density housing, including, special and assisted housing, **as well as a limited amount of small local-serving retail stores or live/work units.** As a controlled development area, neighbourhoods will maintain existing character and accommodate modest new growth through sensitive infill and redevelopment of appropriate underdeveloped areas, including intensification of streets that connect centres and/or are serviced by transit.

Continued on following page...

## Objectives & Policies

- 4.22 Permit sensitive infill development and promote walkable destinations within existing neighbourhoods.
  - 4.22.1 Where appropriate, allow a range of housing forms such as secondary dwellings, row housing, live/work units and townhouses that diversify the housing stock.
  - 4.22.2 At intersections of collector and/or arterial streets that are not within 400 meters of the downtown or a Village Centre, encourage a limited amount of small-scale, local-serving commercial, mixed use development, or live/work units. Commercial is limited to 2 storeys or less, no more than 2,500 sq. ft. per commercial retail unit and no more than 10,000 sq. ft. of retail total among the corners of any one intersection.
    - 4.22.2.1 Permit small lot sub-division and clustered densification in established areas in an effort to increase affordable housing stock.
  - 4.22.3 Prioritize the redevelopment and intensification of corridors connecting centres from single-detached housing to duplex or townhouse housing.
- 4.23 Maintain existing neighbourhood character or revitalize/renew an area of which is identified as in need.
  - 4.23.1 Infill development will consider the density, massing, design and character of the project in relation to overall densities and general character of the surrounding area.
  - 4.23.2 Infill development will consider retention of special site features, mature landscaping, and view corridors
  - 4.23.3 Noise and privacy disturbance from commercial, mixed use, or live/work units is to be minimized through consideration of building orientation, landscaping design, and sound deadening construction materials and techniques. The City may use a s.219 covenant to achieve this aim.
  - 4.23.4 Lighting in commercial or mixed use developments should ensure clear visibility of access routes without excessive lighting levels or glare.
- 4.24 Foster sense of place through pedestrian-oriented design for neighbourhood commercial or mixed use developments.
  - 4.24.1 Commercial buildings will support pedestrian activity by including windows, awnings, canopies, lighting and signage to enliven the public realm and make it more comfortable. Outdoor seating, patios, wide sidewalks and landscaping are encouraged where the context is appropriate.
  - 4.24.2 Commercial signage should be small in scale and designed and oriented to pedestrians rather than vehicles.
  - 4.24.3 Off-street parking and loading areas should be located to the rear or sides of buildings.

# SECTION 3: Highway Commercial

## Overview

The OCP identifies a number of Gateway Areas along the highway at key entrances to the City. The aim is that these areas act as attractive and functional “front doors” to the community for both residents and visitors. Current policies and guidelines for Gateway Areas need to be simplified and clarified to help make sure that new highway development has a more consistent look and feel.

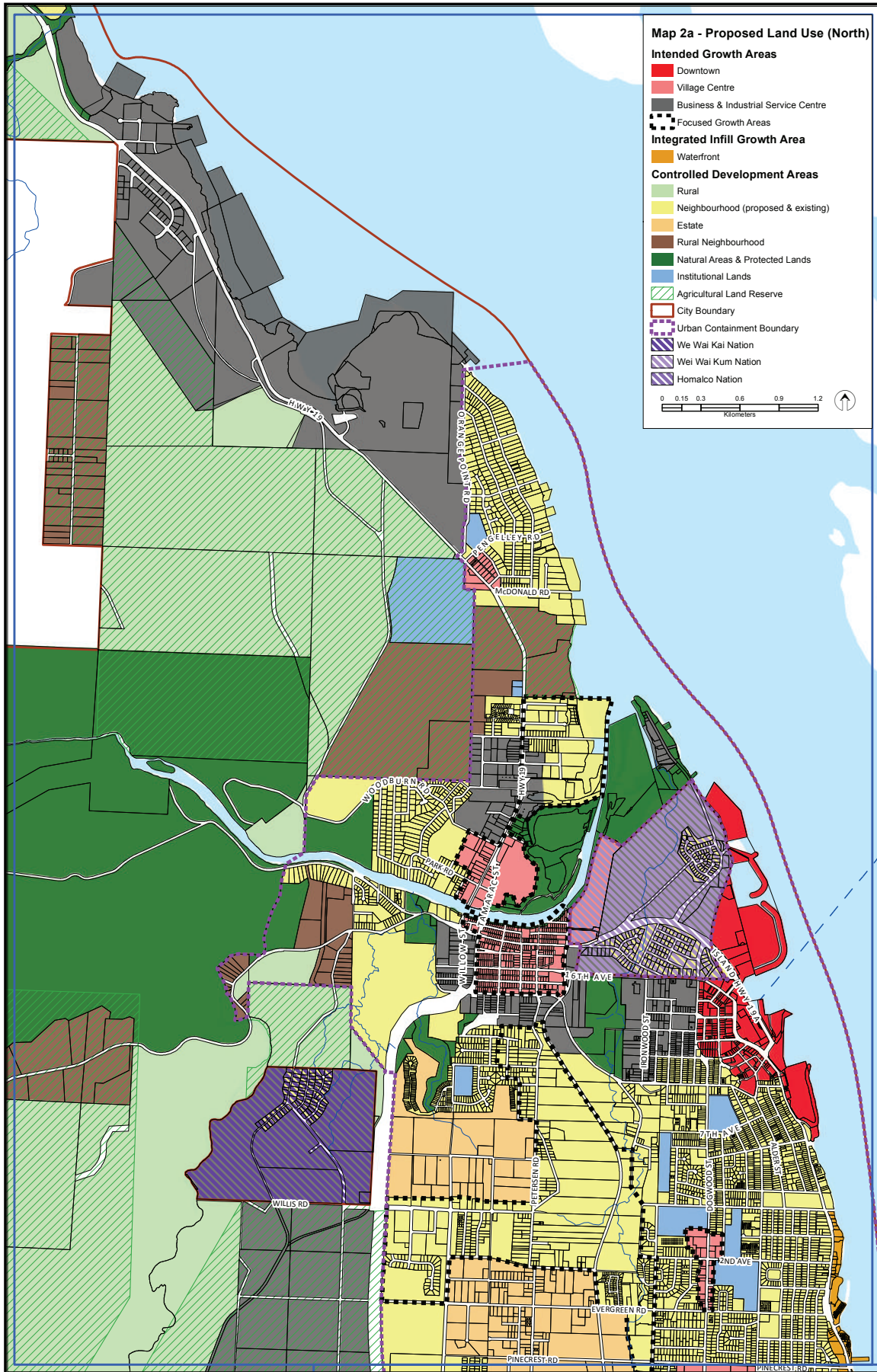
## What We Heard in Consultation 2

- The majority of respondents were in favour of updating policies to improve the appearance of highway commercial; however, a number of people felt that Northern Campbell River is not a priority Gateway Area and that the City should embrace existing land uses and keep guidelines simple. In particular, they emphasized that landscaping requirements should not impact the visibility of highway businesses.
- Participants generally agreed it makes sense for Gateway policies only apply to properties adjacent to the highway, rather than any properties within 50 meters of the highway.
- Participants generally agreed it makes sense to update the OCP’s Business & Industrial Service Centre designation in northern Campbell River to include both sides of the highway to better reflect existing uses. One participant suggested extending the Centre designation even further north and south to include the entire Gateway Area. *(Note: the boundaries of the Business & Industrial Centres were carefully considered to reflect existing business and industrial uses)*

## Proposed OCP Changes

The following changes are proposed to provide clear direction for highway commercial development.

- 1. Update Land Use Map** to extend the Business & Industrial Service Centre designation in northern Campbell River to include both sides of the highway to better reflect existing uses. *See updated Land Use Map on page 12 of this booklet.*
- 2. Update Business & Industrial Service Centre Designation policy** so that Gateway form and character guidelines only apply to properties ‘adjacent’ to the highway, rather than “within 50 meters of the highway corridor.” This will help to reduce unnecessary requirements for properties near but not adjacent to the highway.
- 3. Update form and character guidelines.** Gateway guidelines will be moved from the specific Industrial section to the General section to clarify requirements for industrial property owners and ensure these guidelines also apply to highway commercial properties. *See Development Permit Guidelines section in the draft OCP for details.*



## Additional Recommendation

The following is proposed to help improve the appearance of existing highway commercial properties in northern Campbell River.

**Recommendation:** Work with highway property owners in northern Campbell River to create a program or set of tools to encourage and support owners to upgrade the front of their properties (such as landscaping or signage). This could include cost-sharing or incentives and would be a voluntary program.



# SECTION 4: Quinsam Heights

## Overview

The Quinsam Heights neighbourhood currently contains a complex mix of small and large lots which includes a number of semi-rural areas as well as pockets of new or planned subdivisions. Due to inconsistencies between the OCP and the Zoning Bylaw, the neighbourhood lacked a clear vision for the future. Many areas were designated in the OCP as 'rural estate' while the Zoning Bylaw designated them as 'residential multi-family'. The 'estate' designation aims to preserve larger hobby-farm type lots and promote small scale agriculture development. The 'multi-family residential' zoning, on the other hand, is a pro-development designation that can accommodate denser single family subdivisions or even higher-density housing like townhouses or low profile apartments.

In addition to the complex land use patterns, there are a number of development constraints including steep slopes, creeks, wetlands, and natural green spaces and wildlife corridors. There has also been consideration of creating a direct connection from Inland Island Highway through the neighbourhood to access the new hospital by extending Willis Road through Nunn's Creek to connect to 2nd Ave.

Throughout the current OCP consultation process, staff worked closely with a diverse range of stakeholders and residents to develop a concept for the neighbourhood that will be used to guide land use designations, guidelines and zoning.

## What We Heard in Consultation 2

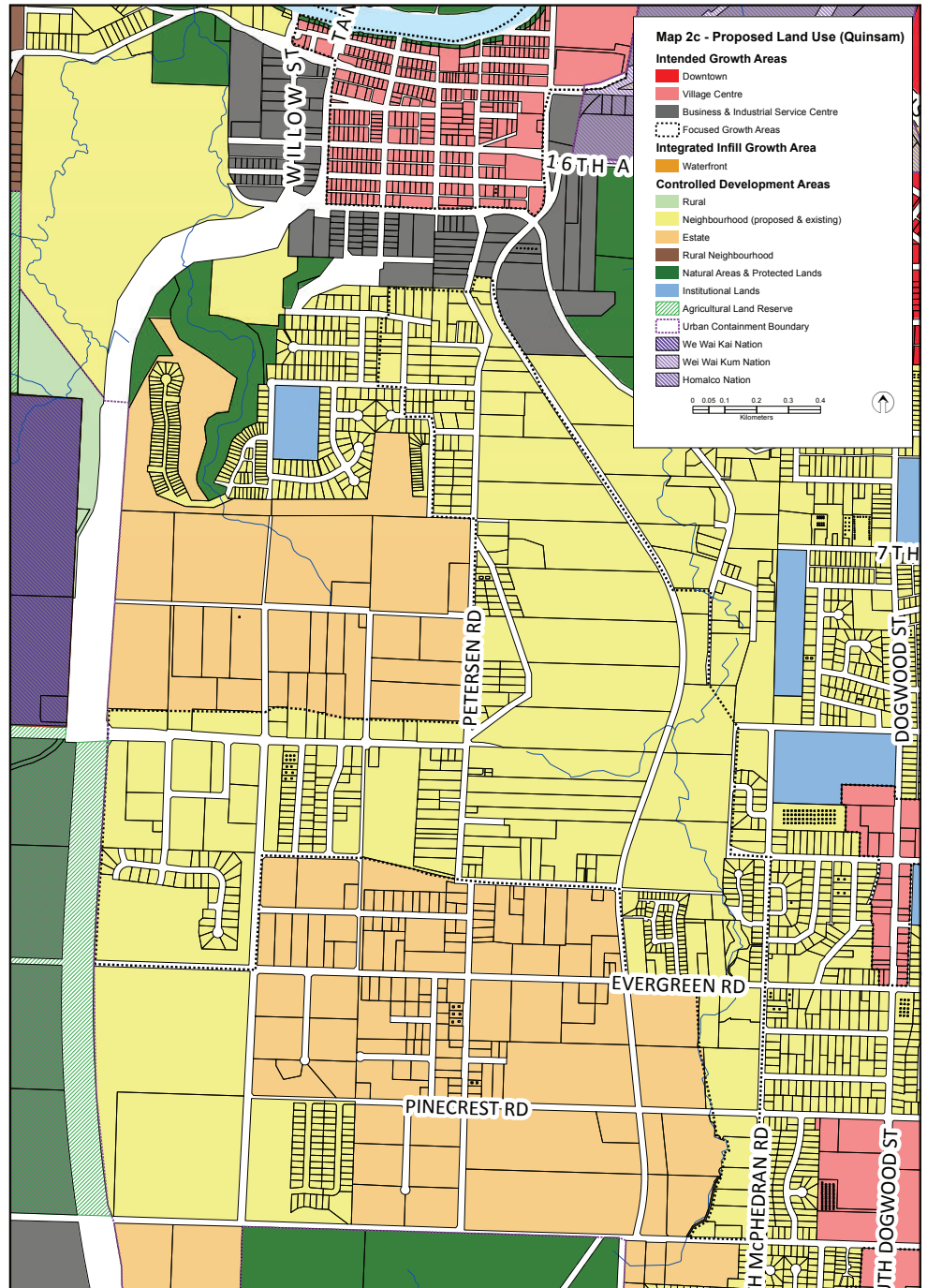
- Community members raised a number of concerns about the piecemeal way in which the neighbourhood was being developed. Some residents wanted to see the area remain the way it is while others wanted to integrate more housing options as the neighbourhood is so close to the downtown and other amenities.
- Overall, participants generally agreed that it is important to retain the area's unique semi-rural character by preserving existing farms, larger rural lots, and sensitive environmental features and green spaces while sensitively integrating new residential development in a way that is also efficient for infrastructure and transportation.
- Other important topics included road connections (both through and within the neighbourhood), road upgrades (to improve pedestrian safety), stormwater management, and the need for more parks and trail connections.
- Most participants agreed that a complete Village Centre is not needed in this area as it is so close to the downtown and other commercial amenities. However, a small amount of local-serving commercial (like a farmers market or farm supplies) and or community uses would be appropriate and desirable for the neighbourhood.

# Proposed OCP Changes

The following changes are proposed to provide clear direction for the Quinsam Heights neighbourhood.

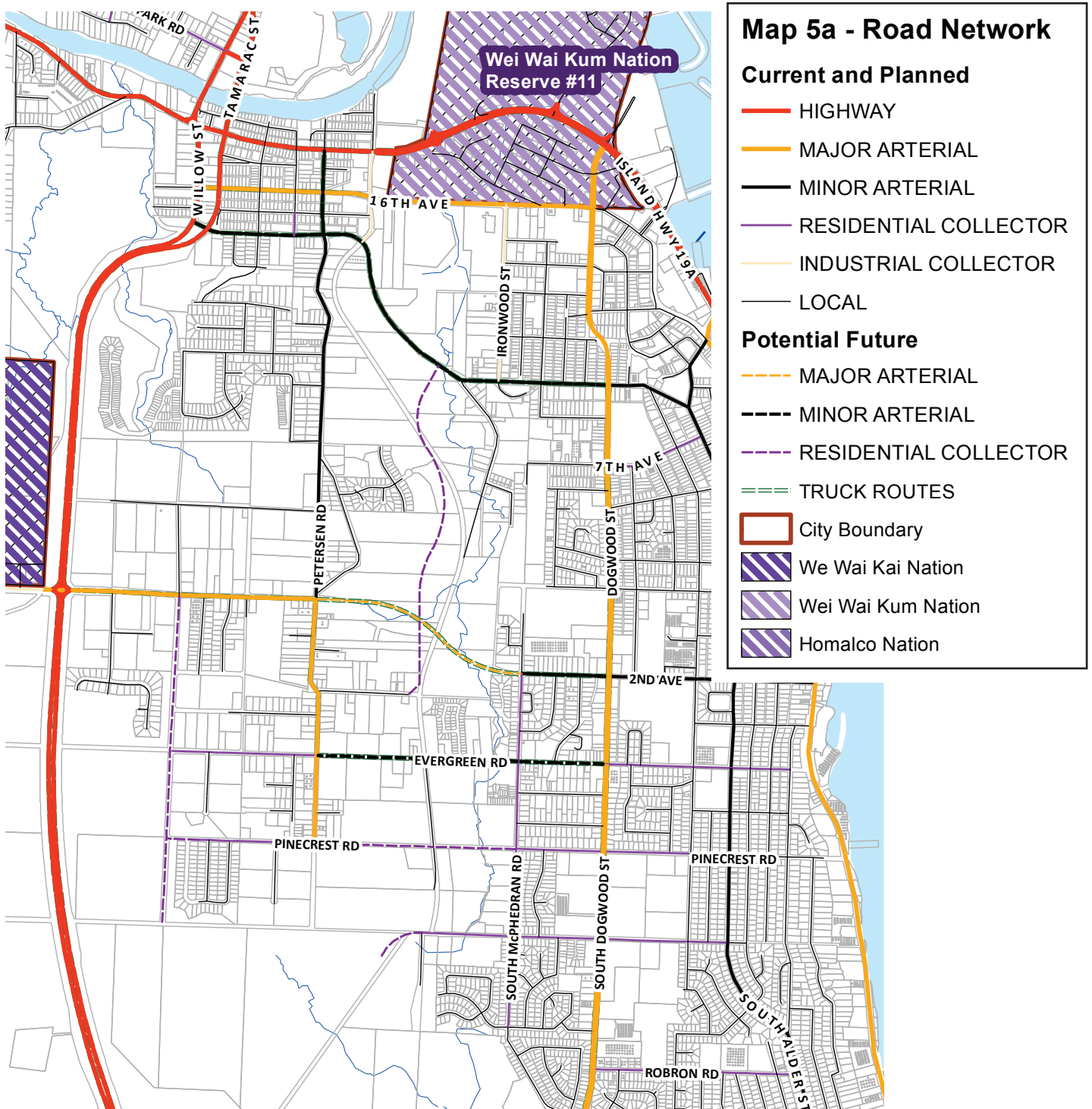
## 1. Update the Land Use Map (see below). Changes include:

- » Designating existing large lot, semi-rural areas as 'Estate'. The golf course is currently designated as a protected/natural area; however, it is privately owned land that is zoned for rural recreation (except for protected areas surrounding Kingfisher Creek). This area has also been re-designated as 'estate' - this will not change the existing use but will ensure that if the golf course should ever be subject to redevelopment interest, it will be maintained as low density, semi-rural to minimize impact to the sensitive natural features.
- » Designating future development areas (currently developed or planned subdivisions or other areas that would be appropriate for residential development and infill) as 'Neighbourhood'.
- » Removing the 'Village Centre' designation at the corner of Petersen & Croation. The change in policies allowing very small retail areas in the Neighbourhood designation will allow for a few local shops (should the market support them).



**2. Update the Transportation Map (see close up of Quinsam Heights in the updated Transportation Map below). Changes include:**

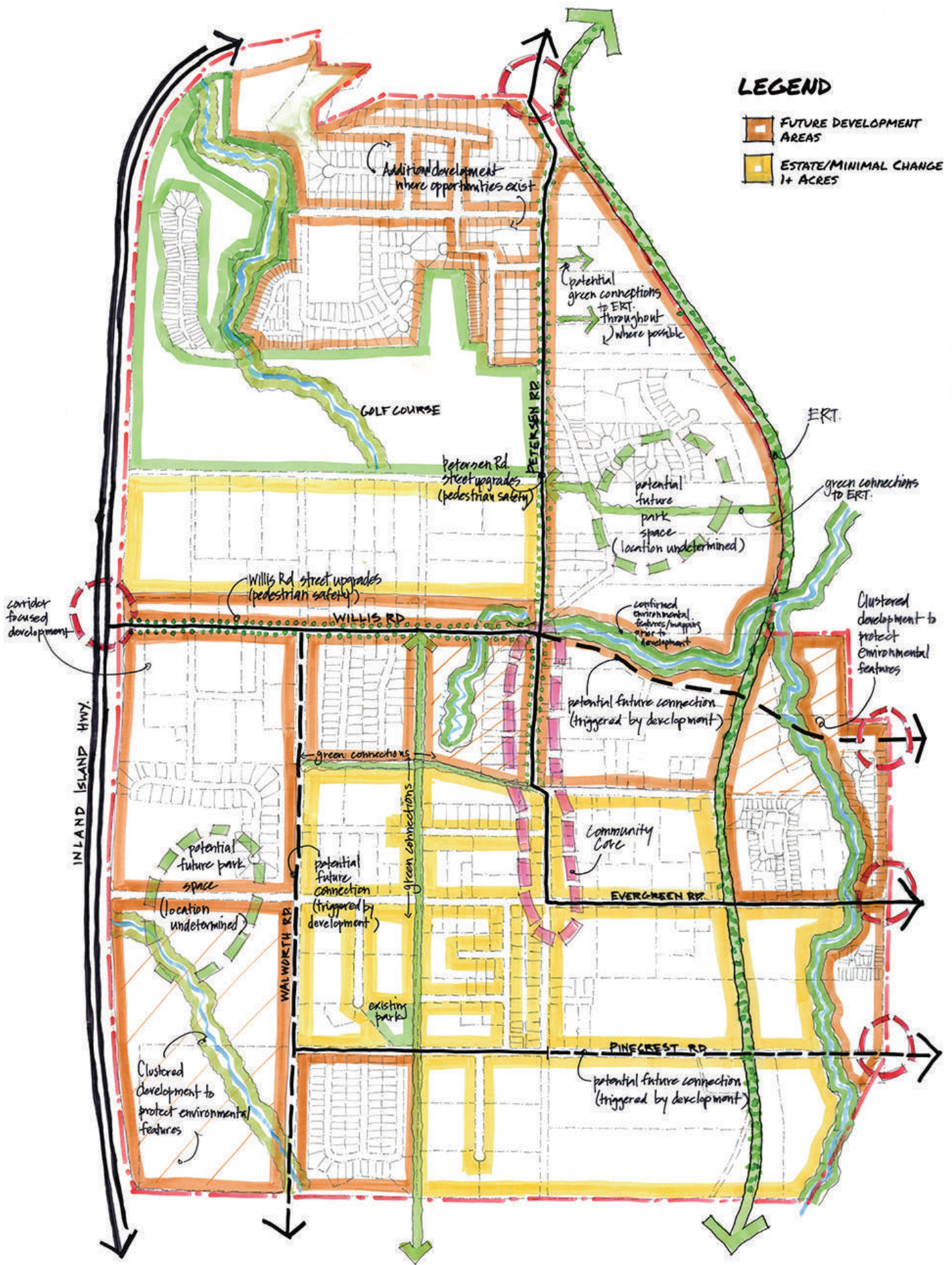
- » Designating Evergreen (from Petersen to Dogwood) as a 'potential future' minor arterial
- » Designating Walworth (from Willis to Merecroft) as a 'potential future' residential collector



**3. Integrate the Quinsam Heights Concept Plan** to provide clear guidance for future development in the neighbourhood. *See Concept Plan on the following page.*

Key objectives include:

- » Areas for future residential development and infill should be integrated where there is existing or planned development, along major corridors, or in areas where there is some development to link existing subdivisions together.
- » Preserve areas with larger lots, especially those with farms or other rural uses next to large green spaces (like the golf course and Beaver Lodge Lands) to maintain the rural character of the area.
- » Promote 'cluster development' to concentrate buildings in certain areas of a parcel in order to preserve more green space around sensitive environmental features (like creeks or wetlands).
- » Create a 'community core' along Petersen Rd between Willis and Evergreen, with potential for some small local retail and community uses. In particular, the old Evergreen school site has been identified as good location for a public park, farmers' market or other community use.
- » Protect natural corridors and environmentally sensitive areas throughout the area with wide natural buffers.
- » Integrate more greenway and trail connections, especially to access the ERT.
- » Consider the need for more parks and different types of parks as more residents and families move to the area.
- » Consider potential future road connections (such as Willis Rd, Pinecrest Rd, and Walworth Rd). These would be triggered by and funded in conjunction with significant development in adjacent areas.



#### 4. Update relevant designations and policies.

- » The 'Rural Neighbourhood' designation currently references Quinsam Heights; however, there are no rural neighbourhood designations within Quinsam Heights, these are for much larger agricultural parcels or lands within the Agricultural Land Reserve. This will be updated accordingly.
- » The OCP currently identifies a number of areas in Quinsam Heights as 'Estate' on the land use map; however, the accompanying policy is not clear. This policy section will be added to reinforce the unique semi-rural character of larger lots in Quinsam Heights.
- » Policy will be added to the 'Neighbourhood' designation to allow and encourage cluster development.
- » Transportation policy will be updated to ensure new roads are paid for by new development.

*Updates to the Rural Neighbourhood Designation are shown below in blue.*

##### **Previous Context**

There is few concentrated large lot, estate neighbourhoods in Campbell River - Quinsam Heights is likely the most significant area. Large rural lots in the Quinsam/ Nunn's Creek area have been recently been the focus of small and medium lot subdivisions that are not consistent with the established hobby farm and equestrian character of the area. This type of residential character exists only within the Quinsam area overall. Accordingly, it is ideal for supporting large lot development (e.g. 5 acres) and there is a demand for this type of residential typology.

##### **Updated Context**

Campbell River contains a number of large rural areas as well as a few rural neighbourhoods with larger residential lots (at least 1 hectare), most of which fall within the Agricultural Land Reserve and are protected for agricultural uses. These areas contribute to Campbell River's rural character, support local food security, provide wildlife habitat, and offer a unique rural lifestyle within close proximity to services and amenities.

*New policy for the Estate Designation is shown below in blue.*

### **Context**

Quinsam Heights contains a number of serviced large lot estates that support the neighbourhood's unique semi-rural character and provide opportunities for hobby farms, equestrian activities, and small scale agriculture within close proximity to the downtown and other urban amenities.

### **Vision**

The Estate area designation describes existing large lot residential areas with a semi-rural character that support low density housing as well as farming and farm related uses. As a controlled development area, estate areas will maintain existing character with lots that are at least 1 acre.

### **Objectives & Policies**

- 5.25 Maintain semi-rural character in estate areas.
  - 5.25.1 Estate areas will support semi-rural residential uses as well as farming and farm-related uses.
  - 5.25.2 Houses will be set back a considerable distance from the street and consider the density, massing, design and character of existing estate homes in the surrounding area.
  - 5.25.3 Housing will respect scale of existing buildings, limited to no more than 500 square metres in floor area.
  - 5.25.4 Fencing and landscaping should be rural in nature.
  - 5.25.5 The City will consider rural road standards where appropriate.

*Updates to the Neighbourhood Designation are shown below in blue.*

### **Objectives & Policies**

- 5.21 Permit sensitive infill development and promote walkable destinations within existing neighbourhoods.
  - 5.21.1 Where appropriate, allow a range of housing forms such as secondary dwellings, row housing, live/work units and townhouses that diversify the housing stock.
  - 5.21.2 Allow and encourage clustered development in order to preserve additional green space around valuable features such as sensitive environmental features, viewpoints and trail corridors.
  - 5.21.3 At intersections of collector and/or arterial streets, encourage a limited amount of small-scale (2 storeys or less, and no more than 10,000 sq. ft. retail at any one intersection), local-serving commercial, mixed use development, or live/work units.
  - 5.21.4 Permit small lot sub-division and clustered densification in established areas in an effort to increase affordable housing stock.
  - 5.21.5 Prioritize the redevelopment and intensification of corridors connecting centres from single-detached housing to duplex or townhouse housing.

Updates to the Transportation Section are shown below in blue.

### Objectives & Policies

- 8.4 Improve the long-term street network for safe, multi-modal use in a fiscally responsible manner.
  - 8.4.1 Short and long term decisions regarding the configuration and design of roads and supporting facilities, as well as relationships with adjacent land uses, will be guided by the Master Transportation Plan Roadway Classification Guidelines and “Updated Road Network Classification” Map.
  - 8.4.2 New road construction, major road enhancements and improvements, neighbourhood traffic management must be consistent with priorities outlined in the Master Transportation Plan.
  - 8.4.3 The cost of transportation infrastructure expansion and extension needed to serve new development should be entirely borne by the development which they serve.

## Proposed Zoning Changes

Updates to zoning for will be addressed in Stage 2 of the process. Based on the Quinsam Heights Concept Plan, a number of properties may be rezoned.

Appropriate zoning will need to be identified for areas designated for future residential development and infill. To assist with future discussions, we want to know what types of housing you think would be suitable for these areas of Quinsam Heights. A number of different housing types are listed on the following page. ***Visit the Display Board titled "Future Housing for Non-Rural Areas of Quinsam Heights" and vote on different housing types to let us know what you think.***



# Housing Types for Non-Rural Areas of Quinsam Heights

## What do you think?

Take a look at the different types of housing below. These images show a range of different low to medium density housing styles intended to spark discussion about what the community thinks is appropriate for the area. **No decisions have been made at this point.**

*Visit the Display Board titled "Future Housing for Non-Rural Areas of Quinsam Heights" and vote to let us know which types you think would be most suitable for 'future development areas' in the Quinsam Heights neighbourhood.*

### Traditional Single Family



### Larger Single Family Homes



### Single Family with Garage Suites



### Small Lot Single Family



### Duplexes



### Triplexes & Rowhouses



# SECTION 5: Development Permits

## Overview

The Development Permit process allows the City to guide how development occurs in certain areas in order to reduce exposure to natural hazards, protect farmlands and sensitive environmental areas, create consistent character, and encourage energy and water conservation and greenhouse gas reduction.

The OCP includes a number of Development Permit Areas (DPAs); some are more general and apply to all lands within the City's boundary while others apply only to specific areas. Land within a Development Permit Area must not be subdivided, developed or redeveloped without first obtaining a development permit from the City.

The OCP's current Development Permit Areas need to be simplified and clarified; where possible, they will also be updated to improve energy conservation, enhance walkability, reduce risk for property owners, improve environmental protection, promote more sustainable development and growth, and provide clear guidance on form and character and enhance sustainability.

## What We Heard in Consultation 2

- Participants generally supported the proposed changes to simplify and clarify DP guidelines.
- There were some mixed opinions from the development community vs. other participants. Developers generally felt guidelines shouldn't be too prescriptive to allow for more flexibility and creativity while others felt that things like form and character, environmental/energy performance, and sea level rise should be regulated to ensure attractive properties and minimal environmental impacts.

## Proposed OCP Changes

The following changes are proposed to provide clear direction for DPA guidelines and exemptions.

### 1. Update General Form, Character & Performance Development Permit Area.

- » Updating exemptions to clarify when a Development Permit is and isn't required for minor renovations. This will make it easier for property owners to maintain and update their buildings.
- » Providing guidance to reduce ambiguity about building colour, specifically "warm colour palettes"
- » Moving "gateway area" policies from the specific Industrial section to the General section to clarify requirements for industrial property owners and ensure these guidelines also apply to highway commercial properties.

## Chapter 18: General Form, Character, & Performance Development Permit Area

### Area Designation

In accordance with the provisions of Sections 919.1 (1) (e) (f),(h), (i), (j) of the Local Government Act, all lands within the boundaries of City of Campbell River shown on “Map 1 – Overview Map” are designated development permit areas for intensive residential, multi-family, commercial and industrial development.

Intensive residential developments include mobile home parks and subdivisions of three (3) or more residential lots with an average lot size less than 450 square metres.

Unless otherwise exempted under the Exemptions section below, **land in the designated areas** must not be subdivided and construction of, addition to or alteration of a building or other structure must not be started unless the owner first obtains a development permit in accordance with the associated development permit guidelines contained herein.

### Exemptions

The following are exempt from the development permit application approval process:

- Interior renovations.
- Minor façade changes, meaning that changes to the façade of an existing building (a building wall visible from a public street, lane or park) are either:
  - » consistent with the existing building, having no substantial changes in materials, colours, or façade articulation; or
  - » consistent with the development permit guidelines for “Form and Character Considerations”, “Colour”, and applicable “Additional Architectural Guidelines” addressing materials, colour, and façade articulation.
- Minor renovations, meaning that less than 55 square metres (592 sq ft) gross floor area are added to the building or constructed as a new detached building, and the changes are either:
  - » consistent with the existing building, having no substantial changes in materials, colours, or façade articulation; or
  - » consistent with the development permit guidelines for “Form and Character Considerations”, “Colour”, and applicable “Additional Architectural Guidelines” addressing materials, colour, and façade articulation.
- Temporary buildings or structures that are erected for offices, construction, or marketing purposes for a period that does not exceed the duration of construction.
- Projects without an automatic irrigation system, or where the sum of all new or renovated irrigation areas does not exceed 100 square metres in area, are exempt from the Water Conservation Guidelines.
- Murals, provided that the Mural design has been approved by the City’s Public Art Committee.

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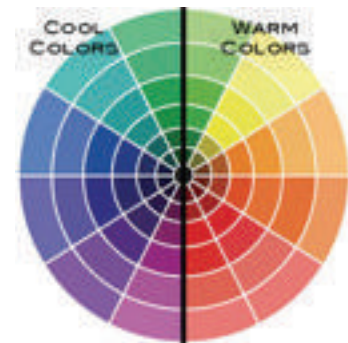
## Guidelines

### *Respond to Existing Site Conditions & Views*

1. Minimize site disturbance and design sites to incorporate and enhance riparian zones, sensitive ecosystems, watercourses and/or mature stands of trees.
2. Siting, massing and exterior finish of buildings within a development shall be sensitive to topography, and complementary to adjacent development.
3. At points where primary views from within the development terminate, locate prominent landscape and architectural features to act as orientation landmarks or character elements.
4. All utility wires shall be installed underground and all utility equipment shall be screened and where possible not located within the front yard of a development to avoid negatively impacting the appearance or use of the pedestrian realm.
5. To improve the appearance of “entrances” into Campbell River while ensuring high visibility of businesses, projects located adjacent to the Highway 19 right of way shall address the following “gateway” guidelines:
  - Reflect the local ecological character, (e.g. estuary), by using materials and plants naturally occurring on or near the site;
  - Reflect Campbell River’s distinct historic characteristics through ornamental features (e.g. banners, flags, sculptures, art, fencing) and signage;
  - Use substantial landscaping next to the highway right of way as a buffer to effectively screen parking lots and outdoor storage, including storage of vehicles.
    - » Screening may be complete, or intermittent, providing a balance of screened and visually permeable sections along the property.
    - » Landscaping should have a multistory structure, containing groundcover, shrubs, and trees.
    - » The width of the landscaping buffer along the right-of-way should be a minimum of 1.5 m.
    - » The screen should incorporate continuous vegetation at least 1.0 m high and/or fence along the highway right-of-way. Tall ornamental grasses or shrubs are acceptable. Fencing should not be chain link.

### *Colour (colour wheel has been added)*

1. The west coast climate can be characterized by cloudy winter seasons. Accordingly, a warm colour palette is encouraged over the use of cool.
2. Colours should be applied in large areas of uniform solid colour emphasizing simple geometric forms.
3. Contrasting colour trim is appropriate, but complex, multi-coloured, multi-material schemes are discouraged.



*All other guidelines remain unchanged.*

## 2. Update Specific Form, Character & Performance Development Permit Area.

- » Change 'Downtown Commercial Form, Character & Performance Guidelines' to 'Commercial & Mixed Use Development Guidelines' to ensure attractive, walkable, and accessible design for commercial and mixed use buildings in the Downtown, Village Centres and Neighbourhood designations.
- » Consider detailed character guidelines to promote unique precincts downtown (*Note: this is being considered through the Refresh Downtown Project*).

Updates to the Specific Form & Character Guidelines are shown below in blue.

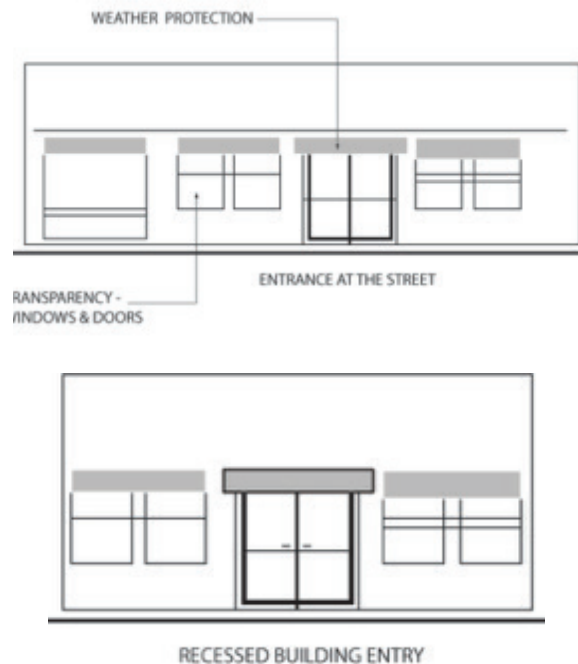
### Chapter 19: Specific Form, Character, & Performance Development Permit Area

These guidelines apply to all commercial and mixed-use developments in the following land use designations:

- Downtown
- Village Centre
- Neighbourhood

#### Architectural Guidelines

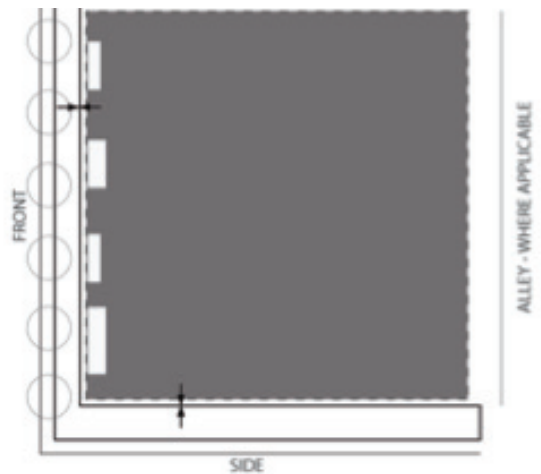
- Shop fronts (including large floor plate commercial developments) shall be transparent to allow visibility of (private) uses from the (public) sidewalk and allow for casual surveillance from inside out (as shown in diagram to the right).
- Primary buildings shall recess entries (as shown in diagram to the right) from the sidewalk or property line of 1.2m to provide for door swings, visual relief and weather protection with attractive facades, canopies and awnings on primary retail streets. Incorporate frequent entrances into commercial frontages facing the street with a maximum spacing dimension of 15m.
- The design of buildings shall respond to specific surrounding site conditions (lot shape, location, unusual topography, significant vegetation, views and other natural features).
- In mixed-use buildings, architecturally differentiate residential entrances from business entrances. On corner lots, locate residential entrances on the lower volume of the two streets.
- The use of articulated building facades is encouraged with variable cladding on walls without window, door or patio relief.



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## Additional Siting, Massing & Orientation Guidelines

- a. Primary commercial and mixed use buildings shall be oriented to the public street front and placed within the shaded area as shown in the diagram above (unless specified otherwise by a permitted Building Type). An increased set back may be considered where a pedestrian court–yard or other features benefiting pedestrian character are provided, or to respond to the building set back from an existing adjacent property (diagram to the right).
- b. Provide a residential front setback of **3 meters** to create a semi-private entry and transition zone with or without an elevated entryway or stoop (as shown in diagram to the right).
- c. On corner sites, develop both street facing facades as front elevations with pronounced entrances oriented to the corner and/or primary streets.
- d. Provide open space accessible to the public adjacent to pedestrian access along the waterfront, with provision for seating and shelter in a landscaped setting.
- e. Stepped or alternating massing of buildings is encouraged to give character and avoid a “box-like” appearance.



**No changes were made to Additional Circulation, Parking & Access Guidelines**

### **Industrial Development Permit Guidelines (summary of changes)**

"Gateway area" policies were moved from the specific Industrial section to the General section to clarify requirements for industrial property owners and ensure these guidelines also apply to highway commercial properties.

**3. Update the Sustainability Checklist.** The energy conservation guidelines currently reference the City's Sustainability Checklist; however, this is more of a general checklist that relates community goals to development opportunities and hasn't been used to date. To simplify the Development Permit process, the Sustainability Checklist will be removed from the Development Permit guidelines.

The Checklist will instead be used as a high-level, quick reference guide to requirements already in the OCP to make development applications easier for proponents.

**4. Update the Energy Conservation & GHG Reduction guidelines.**

- » Moving energy conservation policies from the general form and character guidelines to a new section called the Energy Conservation, GHG Reduction & Water Conservation guidelines.
- » Updating the permit area for energy conservation to include all lands within the City boundary (the permit area previously applied only to lands outside the Urban Containment Boundary (UCB) which accidentally created an incentive to build outside the UCB).
- » The results of the CEA/QUEST pilot project results may also be integrated into energy conservation guidelines when complete.

*Updates to the Energy Conservation & GHG Reduction Guidelines are shown below in blue.*

## **Chapter 20: Energy Conservation & GHG Reduction Development Permit Area**

### **Area Designation**

All lands within the boundaries of City of Campbell River shown on “Map 1 – Overview Map” are designated as an energy conservation and GHG reduction development area meaning that new buildings must include energy conservation and efficiency measures as outlined below. These guidelines apply to all uses.

### **Exemptions**

The following are exempt from the development permit application approval process:

- Interior renovations.
- Changes to façades, except where the number or size of windows is changed or where there are substantial changes in materials or façade articulation.
- Minor renovations, meaning that less than 55 square metres (592 sq ft) gross floor area are added to the building or constructed as a new detached building, and the changes are either:
  - » consistent with the existing building, having no substantial changes in materials, colours, or façade articulation; or
  - » consistent with the development permit guidelines for “Form and Character Considerations”, “Colour”, and applicable “Additional Architectural Guidelines” addressing materials, colour, and façade articulation.
- Temporary buildings or structures that are erected for offices, construction, or marketing purposes for a period that does not exceed the duration of construction.

***No changes have been made to the Guidelines themselves.***

5. **Update the General Environmental Development Permit Area**, exemptions and guidelines so the exemptions are easier to understand and the information required to obtain a development permit is clear.

*Updates to the General Environmental Development Permit Area are shown below in blue.*

## Chapter 21: General Environmental Development Permit Area

### General Exemptions

The following activities occurring in an Environmental Development Permit Area shall be exempt from the development permit application process:

1. **Emergency management:** Procedures to prevent, control or reduce flooding, erosion or other immediate threats to life, public or private property, are **temporarily** exempted from the requirement to obtain a City of Campbell River development permit. **Following completion of emergency procedures, submission of a Development Permit is required.** Emergencies eligible for an exemption include:
  - a. works to prevent damage to, repair or replace public utilities;
  - b. clearing of an obstruction, e.g. from a bridge, culvert or drainage flow;
  - c. repairs to bridges or safety fences;
  - d. actions required to remove a hazard, including a tree or an unstable steep slope, that presents an **imminent** danger to the safety of persons or are likely to damage public or private property, as determined by a Qualified Environmental Professional.

NOTE: All actions used to resolve emergency situations must be reported to the City and the appropriate Federal/Provincial authorities immediately prior to removal or disturbance of the subject property.

2. **Public works and services:** the construction, repair and maintenance of works by the City or its authorized agents and contractors are exempt from the formal development approval process, but the works must be completed in accordance with the assessments and recommendation of a qualified environmental professional (QEP) in accordance with the Riparian Areas Regulation Assessment methodology and other applicable environmental regulations.

3. **Environmental restoration:** restoration of environmentally sensitive areas by planting native vegetation and/or removing non-native invasive vegetation, following a plan that considers disposal, safety, planting, and erosion and sediment control to the satisfaction of the City. *(Note: These activities previously required a report prepared by a Qualified Environmental Professional.)*

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## Guidelines

1. For agricultural uses on lands within the Agricultural Land Reserve (ALR) under the Farm Practice Protection (Right to Farm) Act, the applicant shall provide a Farm Plan.
2. For emergency management, the applicant shall provide an environmental report certified by a Qualified Environmental Professional (QEP), describing follow-up works to restore environmental values present prior to the emergency.
3. For all other circumstances, the applicant shall provide an environmental report certified by a Qualified Environmental Professional (QEP). **The report must include:**
  - a. A site plan certified by a B.C. Land Surveyor that locates:
    - i) the proposed development relative to DPA boundaries shown on Map 9 and property lines;
    - ii) the environmental values (physical features, resident species, etc.) in the DPA as identified by the QEP;
    - iii) the applicable buffer or setback recommended by the QEP to separate the proposed development from the environmentally sensitive feature.
  - b. For activity or construction within the stream channel, documentation of Provincial and Federal approval, with supporting technical reports.
3. If the QEP report described in 2) above identifies environmental values not shown on Map 9, then the applicant and the City shall treat those values as if they are shown on Map 9 for the purposes of applying requirements of the more specific environmental DPAs.
4. If the QEP report described in 2) above confirms that an environmental value relating to a DPA shown on Map 9 is not present or does not affect the subject property, then the applicant and the City shall treat the property as though it is not in the applicable DPA. This includes the case where a QEP determines that there is a physical barrier between the environmental feature and the subject property that creates a functional separation between the two.
5. Clustering of density is encouraged as a means for preserving environmentally sensitive areas.
6. Where environmental restoration works are required for applications involving ESAs, the City shall require the applicant to post security at 125%.

Adequate financial security, as determined by the City of Campbell River, should be provided prior to beginning the construction of any building or disturbance of a site located within an Environmental Development Permit Area. Prior to any development occurring, a cost estimate of the restoration work prepared by a qualified professional must be submitted to the City of Campbell River. The value of the financial security should be equal to the amount required to pay for the costs of re-vegetating the ESA area that has been disturbed by the development and/or construction, as determined by the City of Campbell River in the event the ESA area is damaged as a consequence of a contravention of a condition contained in the development permit.

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7. The City may, as part of the development permit, vary the setback requirements from an ESA where it can be demonstrated in a less than desirable existing situation that a “net positive improvement” for fish or wildlife habitat will result, or, in a more desirable existing situation that “no net loss” will result, subject to City, Provincial and or Federal agency review and comment

Further, as a general principle, any buildings that are damaged or destroyed to the extent of 75% or more of the value above the foundation may be considered for approval for variance to permit reconstruction on its existing foundation where “net positive improvement” for fish or wildlife habitat is demonstrated. Any reduction of setback distances within an ESA shall occur in accordance with the findings and recommendations of the technical/environmental report.

8. ESAs may not be donated in lieu of the 5% parkland requirement.

**6. Update the Foreshore Development Permit Area.** Added a requirement for construction to be above a minimum flood construction level.

**7. Update the Hazardous Conditions Development Permit Area Maps and policy.**

- » Updating Maps 10a and 10b to reflect more accurate LIDAR data (*see updated maps on pages 35 - 36 of this booklet*)
- » Updating exemptions to clarify what types of landscaping alterations will be exempt.
- » Updating policy with greater precautions for development near steep slopes to account for potential risk.

*Updates to the Hazardous Conditions Development Permit Area are shown below in blue.*

## **Chapter 26: Hazardous Conditions Development Permit Area**

### **Area Designation**

In accordance with the provisions of Sections 488 (1) (b) of the Local Government Act, all land alteration, subdivision or development shall be subject to approval for development permit within those areas identified on Map 10: Hazardous Conditions Development Permit Area shall be subject to approval for development permit in accordance with the following development permit guidelines.

*Development permit approval in steep slope areas will be required prior to any site clearing, site excavation, or tree removal (subject to exemptions below).*

### **Exemptions**

The following development is exempted from the requirement to obtain a development permit for Hazardous Conditions:

In a flood hazard area:

1. Additions which serve to increase the building footprint by less than 25%, or which serve to relocate sleeping areas above the calculated flood level.
2. Development, where a report has been received from a qualified engineer demonstrating that the land may be used safely for the use intended. A building permit may be issued in this situation, on condition that construction be strictly in accordance with the recommendations in the report.

In a steep slope area:

3. Development, where a geotechnical report has been received in conjunction with an application for building permit or subdivision approval.
4. *Removing or moving soil in quantities below the thresholds identified in the Soil Deposition Bylaw.*
5. *Erecting fencing.*

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6. For trees:
  - a. Removing dead trees provided that the stump remains undisturbed;
  - b. Planting new trees;
  - c. Removal of trees where the tree trunk diameter is less than 5cm (measured 1 m from the base); and
  - d. Where the tree trunk diameter is greater than 5cm (measured 1m from the base) pruning, limbing and topping of trees provided the a Certified Arborist provides a written opinion stating that the activity will not kill the tree.
7. Domestic yard maintenance, gardening and planting, including:
  - a. Planting new vegetation and maintaining existing vegetation through mowing, pruning, and similar activities;
  - b. Removing any dead vegetation provided the root structure is not disturbed; and
  - c. Removing any vegetation with stem diameter less than 5cm (measured 1m from the base), and not resulting in areas of exposed soil on a steep slope.

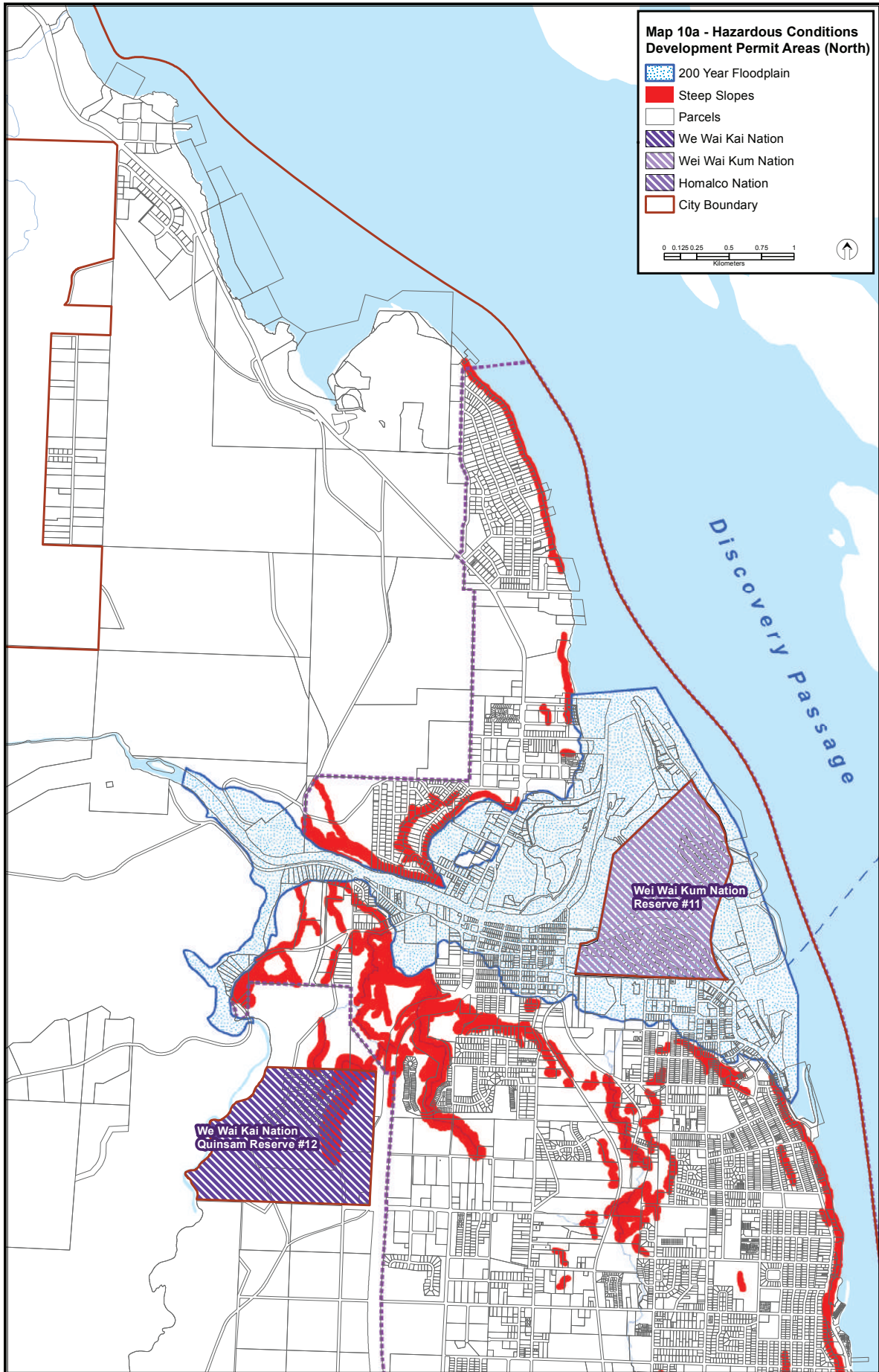
### **Guidelines**

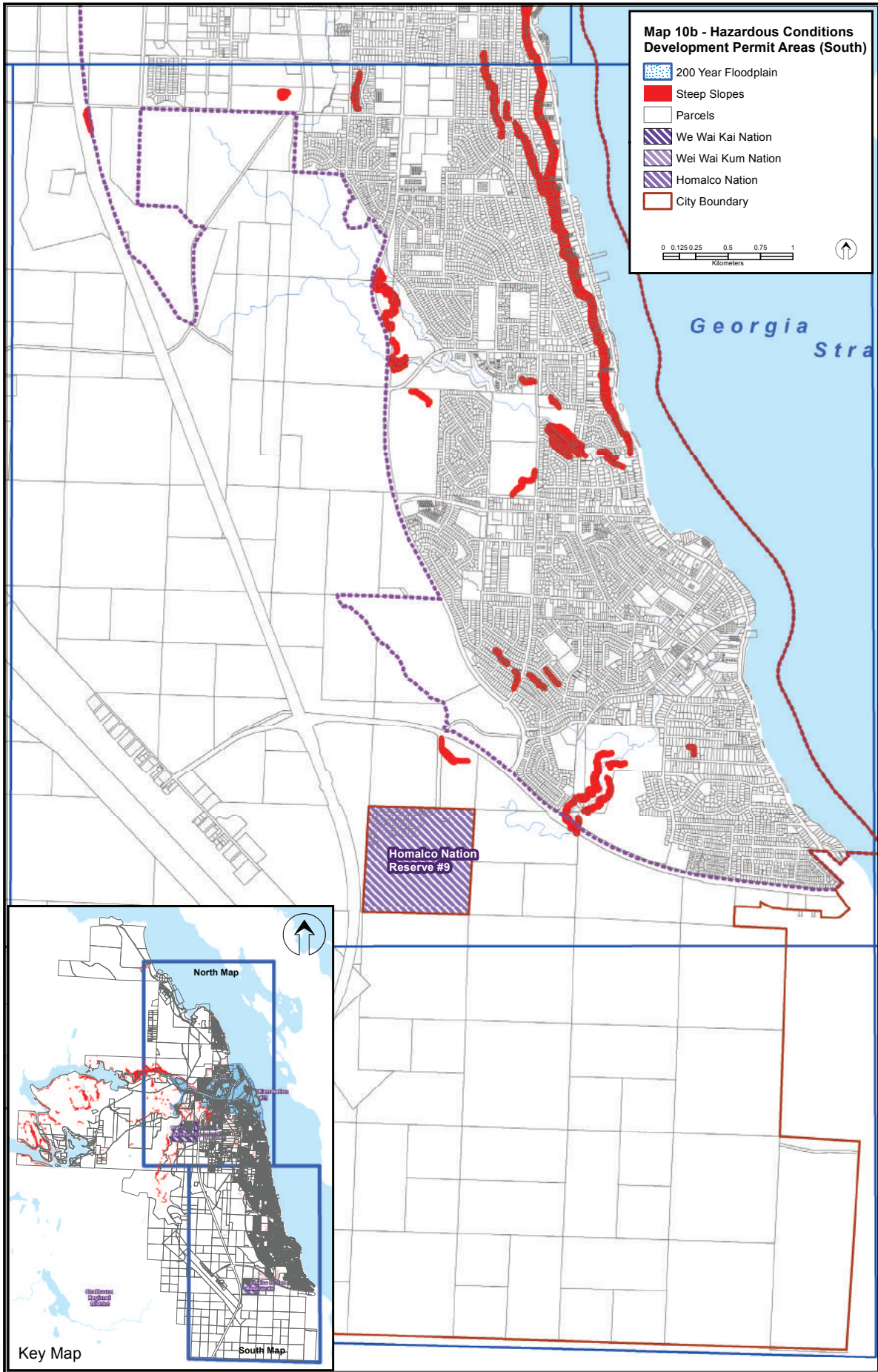
In addition to the General Environmental Development Permit guidelines, the following specific guidelines shall be addressed for the Hazard Conditions Development Permit Areas:

- 1) In a flood hazard area:
  - a. All buildings for residential occupancy shall require the underside of the floor system for living space to be above the identified flood levels.
  - b. All other development, including floor space ancillary to residential occupancies (such as underground or grade level parking), and floor space for commercial and industrial occupancies, may be permitted below the identified flood levels, on the condition that all electrical and mechanical equipment are either located above the identified flood levels or where a qualified engineer has confirmed they may be safely located below the calculated flood level.
  - c. A development permit will be required to ensure that building foundations are designed by a qualified professional engineer. In this regard, the applicants shall be required to submit a report that the land may be used safely for the use intended. In the designated 200-year floodplain area, subdivision approvals will require an engineer's report demonstrating that the land may be used safely for the use intended.

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- 2) For a property whose boundaries lie within 20 m of a slope that is both at least a 30% grade and 10 m high from the crest to the toe (a “steep slope”):
- a. Applicants shall submit a geotechnical report, prepared by a QEP. This report shall address all issues related to site drainage, soil slippage (surface and deep seated), seismic constraints, site clearing, vegetation retention, and how this relates to development usage, setbacks and design. The geotechnical report shall be coordinated with the environmental report required by other City Development Permit Areas, if applicable, to create a combined solution that mitigates both hazard and environmental impacts and protects environmentally valuable resources.
  - b. Risk slope stabilization must address bioengineering approaches prior to hard engineering solutions.





**9. Add a Development Approval Information Area.** Development Information Areas, such as this, require development proponents to submit certain information when the proposed activity involves a rezoning, development permit or temporary use permit. This will help the City to assess potential impacts and mitigation measures to support a more informed review of development proposals.

*New policy for the Development Approval Information Area is shown below in blue.*

## **Chapter 28: Development Approval Information Area**

### **Area Designation**

All lands within the boundaries of City of Campbell River shown on “Map 1 – Overview Map” are designated as a Development Approval Information Area.

Unless otherwise exempted under the Exemptions section below, land in the designated areas must not be subdivided and construction of, addition to or alteration of a building or other structure must not be started unless the owner first provides information as outlined in the Information Requirements below and in the bylaw adopted to implement the Information Area.

### **Justification**

Campbell River’s Official Community Plan is built around a framework of community sustainability goals. Development has the capacity to contribute to, or detract from, those goals. The objective of the Development Approval Information area is to inform the City about the anticipated impacts the proposed development will have on achievement of the City’s goals as expressed in this Plan.

### **Information Requirements**

The City intends to provide a brief Development Checklist to applicants which summarizes key information requests relating to each of the goals in this plan. It is anticipated that this checklist will make it easier for applicants to assess and demonstrate consistency of their proposals with community goals, helping to streamline the application process.

In addition to this checklist, the City may require specific information to assess the anticipated impacts of the development on the community. For example, this information may include traffic impact assessments, environmental reports, and other analyses relating the proposed development to community goals and policy objectives



## Additional Recommendations

The following is proposed to ensure a straight forward process for development permit applications.

**Recommendation:** Develop an Applicant's Guide to Development Permits' to provide a clear decision process (or decision tree) that applicants can follow to determine:

- a. Which Development Permit Areas apply to the property;
- b. Whether the proposed development is exempt from the requirement to obtain a development permit; and
- c. If not exempt, whether a major or minor development permit is required.

The guide would also explain key terms and provide other useful information.

# SECTION 6: Other

## Overview

A number of additional updates to the OCP are proposed. These updates have not yet been presented in previous consultations.

## Proposed OCP Changes

- 1. Make the OCP shorter by removing stand alone plans from the Appendix.** The OCP currently includes a number of neighbourhood concept plans in the Appendix as well as the City's Agricultural Plan and North Campbell River/Estuary Area Smart Growth Plan. To make the OCP shorter and easier to use, these plans could be removed from the OCP and provided as stand alone plans on the City's website (except for the Estuary Plan which is referenced in the Development Permit guidelines).
- 2. Include a policy for coastal inundation (sea level rise) in the Climate Change section.**

*Updates to Chapter 4: Sustainable Campbell River: Policy Framework & Climate Adaptation are shown below in blue.*

### Climate Adaptation

Natural Resources Canada and the BC Climate Adaptation Strategy recommend that municipal governments develop climate change adaptation plans. Even with efforts to mitigate climate change, the Canadian National Assessment on Climate Change (2007) suggests that Vancouver Island should prepare for sea level rise, extreme weather events, and an increased frequency in storms.

- 4.2 Prepare for climate change adaptation.
  - 4.2.1 The City will develop strategic directions for climate change adaptation.
  - 4.2.2 The City will ensure that corporate directions and corresponding plans, infrastructure development, and capital projects consider climate change adaptation measures.
  - 4.2.3 The City will work to assess and develop policy and a best practice approach for the management and protection of areas susceptible coastal inundation. This may include the use of development permit and land use tools.

**3. Include policy to allow temporary use permits in Intended Growth Areas and Integrated Infill Areas.** Temporary use permits (TUPs) allow land uses that do not conform to the Zoning Bylaw for a limited time (up to 3 years with the option to renew once for another 3 years).

TUPs are currently only allowed in the Business & Industrial Service Centre but could also be applied to other Intended Growth Areas (Downtown, Village Centres) and Integrated Infill Areas (Waterfront). This would provide Council more flexibility to consider creative proposals that support activity in key growth and infill areas.

Temporary use permits could provide a range of opportunities for otherwise vacant properties such as farmers markets, community gardens, temporary storage, or pilot projects (like a solar energy installation).

*New policies for Downtown, Village Centre, and Waterfront Designations are shown below in blue.*

Temporary commercial, office, mixed use, residential, or community uses may be permitted under Section 493 of the Local Government Act at the discretion of Council subject to conditions deemed appropriate depending on the specific nature of the request.