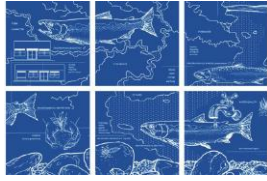




## OCP & Zoning Bylaw REVIEW



# Public Engagement Summary Report CONSULTATION 2



May 2016



MODUS

from insight to impact

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# EXECUTIVE SUMMARY

## OCB & 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.

## CONTEXT

Campbell River is growing. To ensure a healthy and sustainable future for current and future residents, the SOCP aims to focus new growth in existing areas and create compact, connected neighbourhoods. This will allow us to protect our natural areas and productive agricultural lands, create a healthy, walkable community, and support more sustainable and cost-effective transportation, infrastructure and servicing.

However, inconsistent land designations in the SOCP and Zoning Bylaw can create uncertainty for landowners, developers, and potential purchasers as well as the City.

## 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 in Consultation 1 to confirm issues and opportunities, and general direction for changes;
- Explored potential changes in more detail; and
- Held a series of events in Consultation 2 to present and hear feedback on potential changes.

## WHAT WE'VE HEARD TO DATE

In Consultation 1, feedback from participants focused on Quinsam Heights, where they wanted to preserve rural character, protect green spaces, maintain and expand trail networks, and upgrade roads, sidewalks and other infrastructure. Comments about the proposed updates on other topics were generally quite positive.



## CONSULTATION 2

Now in Consultation 2, we are diving deeper into key policy topics and considering potential directions for Quinsam Heights. Building off the feedback from Consultation 1, we hosted a series of activities for Consultation 2 including two public workshop sessions, a public open house and an online questionnaire. To ensure diverse representation, the City reached out to a wide range of stakeholders and community members.

The directions proposed for Consultation 2 are summarized below along with a brief summary of feedback received. Additional details are provided in the subsequent sections of the report and Appendix.

## PROPOSED DIRECTIONS & FEEDBACK

### Secondary Dwellings

To help provide more affordable housing options, the City proposed a number of policy directions to make it easier to have secondary suites and secondary residences (i.e., garage suites, coach houses, laneway houses) in single family areas.

1. Allow secondary suites in all single family areas.
2. Allow secondary residences in all single family areas except small lot zones.
3. Develop a program to work with community members to identify approaches to legalize existing suites, enforce bylaw compliance, manage parking and address other issues.

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. Participants generally supported the idea of a program to legalize existing suites and address issues but noted it should be simple, implemented gradually and consider issues like parking, bylaw enforcement, fees/taxes, rezoning costs and fair treatment for existing suite owners.

### Highway Commercial

To create a more attractive and functional gateway in northern Campbell River, the City proposed a number of policy directions 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 '50 meters of the highway'
  - b. Enhance landscaping and parking guidelines to create more attractive frontages, improve pedestrian safety and screen adjacent residential areas.
2. Extend existing Business & Industrial Service Centre designation 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.

Participants generally supported the proposed changes to apply Gateway guidelines only to properties that actually front onto the highway and extend the Business & Industrial Centre designation so it includes both sides of the highway. However, participants noted that this northern gateway area is a lower priority than other entrances to the City and that guidelines should help to create attractive properties but shouldn't be too prescriptive. Comments did not support the idea of enhancing landscaping or pedestrian guidelines in this area but showed moderate support for working with property owners to improve the appearance of properties on a voluntary basis.

### Commercial Centres

The City proposed a number of policy directions to provide clear direction for commercial centres, neighbourhood commercial, and the Campbellton neighbourhood.

1. Allow some small scale, local shops in the Neighbourhood designation.
2. Update commercial centres
  - a. Use a visual hierarchy to distinguish different types of commercial.
  - b. Update the boundaries of centres to better reflect existing uses.
  - c. Provide guidelines for pedestrian-oriented design in village centres and encourage mixed-use developments that fit the character of existing areas.
3. Update OCP land use designations and commercial zoning in the central part of Campbellton to maintain existing residential uses while keeping commercial/industrial uses along Highway 19A and surrounding streets.

Participants generally supported the proposed changes to existing centre boundaries. Feedback on neighbourhood commercial was mixed; some felt that providing the opportunity for some small local shops within neighbourhoods would help to create more convenient, walkable neighbourhoods while others felt this type of commercial wouldn't be supported by the market or may detract from downtown businesses. Feedback on Campbellton was also



somewhat mixed; numerous comments emphasized the importance of affordable housing in this area while others stressed the importance of service commercial. The idea of a ‘grittier’, mixed-use identity for this neighbourhood (like ‘Tin Town’ in Courtenay) was raised during discussions and participants suggested this would be a good way to accommodate the existing mix of commercial, industrial and affordable housing while retaining the area’s unique character and history.

## 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. Develop an applicant’s guide to Development Permits to provide a clear decision process to determine what requirements apply to a property.
2. 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’.
3. Environmental Performance & Energy Conservation
  - a. Clarify energy conservation and greenhouse gas reduction objectives
  - b. Integrate energy conservation guidelines with form and character guidelines
  - c. Remove the reference to the City’s Sustainability Checklist from the Development Permit guidelines and use this checklist as a higher level document.
  - d. Integrate the results of the CEA/QUEST pilot project results into energy conservation guidelines
4. Hazardous Conditions Development Permit Area
  - a. Ensure steep slopes are accurately mapped
  - b. Include greater precautions for development near steep slopes to account for potential risk.
  - c. Include requirements for properties subject to risk from anticipated sea level rise.
5. Environmental Protection
  - a. Ensure that a development permit is required for any prescribed activities in the buffer or riparian and foreshore areas.
  - b. Clarify the Qualified Environmental Professional (QEP) reporting requirements and determine if they should address threatened and endangered species in addition to habitat.

Participants generally supported the proposed changes to simplify and clarify Development Permit 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.

## Quinsam Heights

The intent of directions for Quinsam Heights is to develop a refined concept for the neighbourhood to use as a basis for OCP land use designations, policies, guidelines and zoning and 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.

Two early directions were created for discussion and refinement at the Quinsam Heights Design Session. One proposed clustering small lot residential in 2 key areas while retaining rural character throughout most of the area. The other proposed sensitive rural infill throughout most of the area. Participants worked in small groups and while each group had different feedback, participants generally seemed to prefer the clustered development over distributed infill as they felt this would help to retain the area's rural character more and be more efficient to service.

Discussions and ideas from the Design Session were used to create a refined draft concept which was presented at the Public Open House and online questionnaire for additional feedback and refinement.

Key ideas that emerged included: the concept of clustering new development and infill in certain areas to preserve areas with larger lots for rural uses and farming; the need for road upgrades to address traffic and pedestrian safety and the need for an east-west connection to link the highway across Nunn's Creek to the rest of the City; the importance of comprehensive stormwater management to protect creeks and wetlands and address drainage issues; the idea of creating a community gathering place and a few small local shops or a farmers market (although a commercial centre is likely not viable in this area); and the need to integrate a network of parks, greenways and trails to support recreation and provide connections for pedestrians and cyclists.

# 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.

The map on the following page highlights where Campbell River's SOCP and Zoning are consistent (green), inconsistent (red), or where the consistency is not clear (yellow). There is considerable inconsistency in the Quinsam Heights area, in areas South of downtown, and along Highway 19. In addition, the zoning and SOCP designations are consistent with one another in Campbellton, but both differ from the existing residential use.

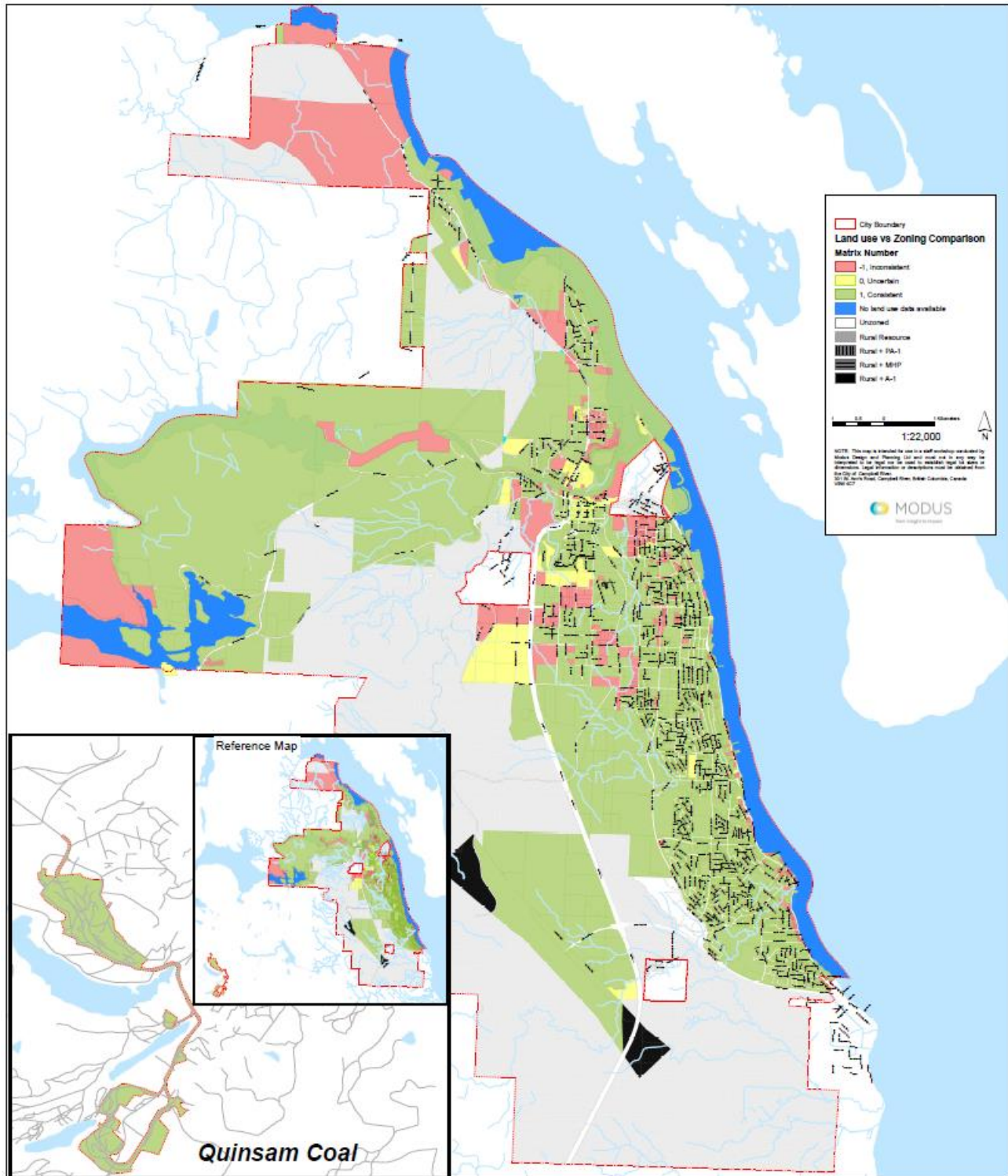
To address these inconsistencies and make sure both plans are clear and consistent the City is updating its Sustainable Official Community Plan (SOCP) & Zoning Bylaw through a joint review process. This update will not involve a complete overhaul of existing plans but will focus on addressing some key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





### Comparison of SOCP & Zoning Land Use Designations



## RECENT TRENDS & PROJECTIONS

Campbell River is growing. The SOCP uses an ‘urban containment boundary’ and ‘focused growth areas’ to shape growth in a sustainable way and meet community goals.

By creating compact, connected neighbourhoods and focusing new growth in existing areas, we can protect the important natural areas and productive agricultural lands in the City, create a healthy, walkable community, and support more sustainable and cost-effective transportation, infrastructure and servicing.

However, development constraints impact the viability of certain areas and create challenges for the City as a whole. Key constraints include stormwater drainage issues and flooding in the Nunn’s Creek catchment area, older roads that need upgrading, fragmented land ownership (with many parcels too small for developers but too large for current landowners to finance development), and inconsistent land designations in the SOCP and Zoning Bylaw which creates uncertainty for landowners, developers, and potential purchasers.

As Quinsam Heights is one of the largest, relatively undeveloped areas within the urban containment boundary, it is being explored as an area for residential growth. There are many considerations within this neighbourhood (see Quinsam Heights section for details) and the OCP & Zoning Review process will carefully consider the interests of landowners, residents, and developers as well as the community’s overall vision and needs of the City as a whole in shaping updated policy and mapping for the area.

Recent Census data and a 2015 Residential Market study<sup>1</sup> provide some key insights and projections about growth and development in Campbell River:

- **Population Growth:**
  - The City’s population is projected to grow by 11% or 4,000 people over the next 10 years.
  - Younger people are expected to continue to make up the majority of the population (47%); however, the proportion of seniors is expected to increase significantly. In ten years, 1 in 3 residents will be seniors (vs. 1 in 5 today), and 1 in 6 will be over the age of 75.

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<sup>1</sup> Rollo & Associates (2015). City of Campbell River 2015 Residential Market Update. Available at <http://www.campbellriver.ca/docs/default-source/Document-Library/reports/gpra-campbell-river-residential-market-update-19-january-2016b.pdf?sfvrsn=2>

- **Current Housing:**

- Housing affordability is a key selling point for Campbell River. Home buyers are attracted to our natural amenities but are unwilling to settle for smaller or more expensive lots, particularly as Comox and Courtenay are very competitive in terms of amenities and employment. Development and housing costs must remain relatively low so we remain competitive and attractive to potential home buyers.
- The majority of our housing is single family homes (64%) followed by multi-family housing like townhouses and apartments (22%), duplexes (10%), and manufactured homes (4%). This is fairly typical of smaller BC communities; however, with the increasing proportion of seniors, the demand for more convenient options like apartments is expected to rise.

- **Future Housing Needs:**

- If today's housing preferences don't change, the growing and aging population will require about 1,150 houses, 250 duplexes, and 750 apartments, or around 130 hectares of land.
- Depending on assumptions about the viability of development sites, there is enough land in the City for 2,000 to 3,000 houses/duplexes and 900 to 1,000 townhouses or apartments. About one quarter to one third of this capacity is located in Quinsam Heights.
- If housing preferences shift to smaller lots and more compact types of housing, demand for land could be reduced by 25 to 50%.

- **Current & Future Commercial Needs:**

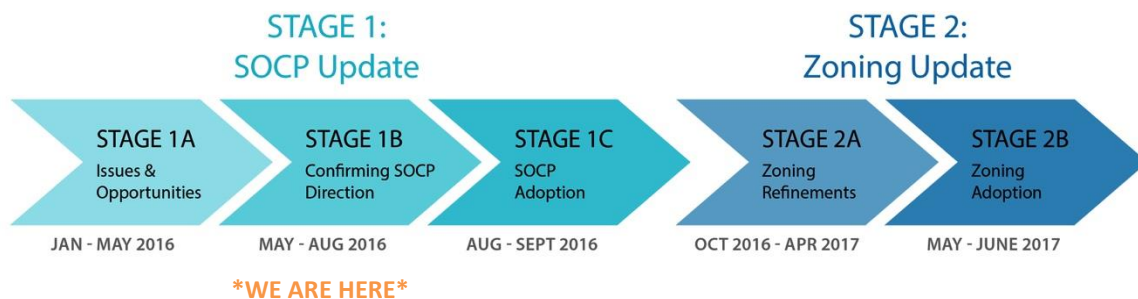
- In 2010, there was an estimated 1.7 million square feet of retail space in the community; this translates to about 55 square feet per person.
- Based on inflow spending from consumers outside Campbell River and local spending (taking projected growth into account), it is estimated that the City could support an additional 480,000 square feet of new or additional commercial development over the next 25 years. This would not include replacement of existing commercial floorspace.
- The downtown is emphasized as a key location for commercial growth, supported by other village and neighbourhood centres.



## 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 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. Residents shared their feedback on key topics including Quinsam Heights, secondary dwellings, highway commercial, commercial centres, and development permits.

Feedback from participants focused on Quinsam Heights. Participants emphasized the importance of preserving rural character, protecting green spaces, maintaining and expanding trail networks, and upgrading roads, sidewalks and other infrastructure. Comments about the proposed updates on other topics were generally quite positive.

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

**Now in Stage 1B**, we are diving deeper into key policy topics and directions for Quinsam Heights. Building off the feedback from Consultation 1, we hosted a series of activities for Consultation 2 including two public workshop sessions, a public open house and an online questionnaire. To ensure diverse representation, the City reached out to a wide range of stakeholders and community members.

This report provides a detailed summary of what we heard in Consultation 2. This feedback will be used to further refine policy directions into draft policies which will be brought back for public review and comment once more in Consultation 3 before the approval process.



# OVERVIEW OF CONSULTATION 2

## PROMOTION & OUTREACH

Consultation 2 activities were 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
- Direct emails and phone calls to key stakeholders
- City news release posted on April 13<sup>th</sup>
- Newspaper ads in the Campbell River Mirror on April 8<sup>th</sup>, 15<sup>th</sup>, 22<sup>nd</sup>, and 27<sup>th</sup>
- Radio interviews on EagleFM and TodayFM
- A TV interview on Talk About
- Postcard/flyers delivered to over 2,500 addresses in key locations including Quinsam Heights, Campbellton and highway commercial businesses
- Postcard/flyers distributed in coffee shops through the community
- Event postings in community calendars including the City's webpage, Campbell River Mirror, EagleFM, What's On Digest, and the Maritime Heritage Centre's list of upcoming events
- Scrolling marquee sign at the Campbell River Community Centre
- Presentations to community groups including:
  - Daybreak Rotary
  - Young Professionals of Campbell River
  - Chamber of Commerce
  - Downtown Business Improvement Association
  - Youth Advisory Committee
  - School District 72
  - Greenways Land Trust
  - Advisory Planning and Environmental Commission



## CONSULTATION 2 ACTIVITIES

Consultation 2 involved a series of activities throughout April and May of 2016:

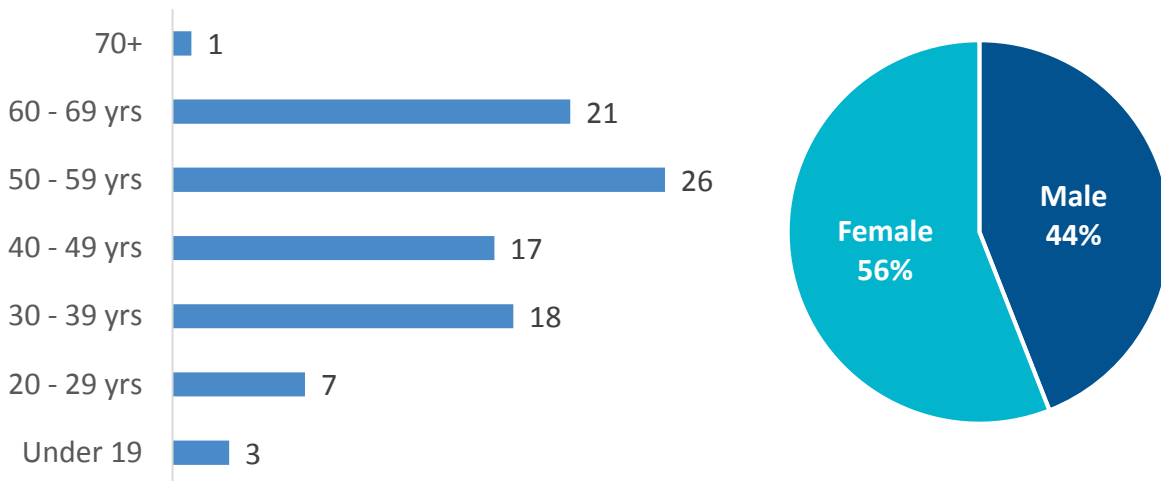
- **A Policy Workshop:** The workshop was held Thursday, April 28<sup>th</sup> from 6 to 9 p.m. at the Maritime Heritage Centre for participants to review, discuss and provide feedback on early policy directions for secondary dwellings, highway commercial, commercial centres and development permits. A total of 26 people attended.
- **A Quinsam Heights Design Session:** The design session was held Saturday, April 30<sup>th</sup> from 10 a.m. to noon at the Campbell River Community Centre for participants to review, discuss and provide feedback on early directions for Quinsam Heights. This input was used to refine a draft concept for the neighbourhood. A total of 29 people attended.
- **A Public Open House:** The Open House was held on Saturday, April 30<sup>th</sup> at the Campbell River Community Centre for participants to review and provide feedback on the results from the Policy Workshop and Quinsam Heights Design Session. Approximately 15 people attended.
- **Questionnaire:** To provide an additional opportunity to review policy directions and ideas for the future of Quinsam Heights, a questionnaire was available from May 1<sup>st</sup> to May 15<sup>th</sup>. A total of 211 people viewed the online policy directions and 152 provided feedback.



## WHO PARTICIPATED

Participants at the Policy Workshop and Quinsam Heights Design Session included a diverse range of community members including representatives from local environmental and community groups, land owners, developers, real estate agents, farmers and other residents.

Of the 152 questionnaire respondents, 93 shared their age and 84 shared their gender.



# PRELIMINARY DIRECTIONS, FEEDBACK, AND ANTICIPATED POLICY DIRECTIONS

The following section provides an overview of the preliminary directions presented during this second round of consultation, summarizes feedback received through the Policy Workshop, Quinsam Heights Design Session, Public Open House and Questionnaire, and outlines the anticipated policy directions based on the feedback received.

## SECONDARY DWELLINGS

### OVERVIEW AND CONTEXT

Through the 2006 Official Community Plan (OCP) process, the community decided to encourage secondary suites throughout the City. The idea was that these suites would help retirees to downsize without leaving their neighbourhood, or give retirees or young families an income boost to make living in their home more affordable and provide more rental options throughout the City.

Currently, the Zoning Bylaw allows secondary suites in all single-family zones except R-1 and R-1C (most of the single family areas in the City), making it hard to have a legal suite in many neighbourhoods. However, updating zoning will not, by itself, encourage more suites to be developed or occupied. The City will need to clearly communicate about the rationale for suites and work with the public to identify ways to mitigate existing or potential issues.

There are currently about 600 suites in the City. Of these, about 250 are known illegal suites, based on properties paying a second set of utilities without being zoned for a suite. This high proportion of illegal suites makes it challenging to address safety, parking and other concerns.

Illegal suites are enforced on a complaints basis; as of April 2016, there are 19 open complaint files. Of these, more than half of complainants either don't like secondary suites in general or didn't provide a specific reason for the complaint. Of the remaining few, one was a direct result of bad tenants, two were referrals (building inspector, Canada Post), several arose from neighbour disputes regarding other issues and a few arose because of parking and related issues.





## KEY COMMENTS FROM CONSULTATION 1

- Like the idea of more affordable options without adding higher density housing
- Ensure proper parking requirements
- Consider minimum sizes for suites
- Consider different regulations for long-term and short-term rentals (i.e., AirBNB)
- Concerns about noise and perceptions that tenants don't care about the community as much as homeowners
- Will there be additional expenses/taxes to cover additional services like garbage removal?
- Concerns that more suites will flood the rental market

## PRELIMINARY DIRECTIONS & FEEDBACK

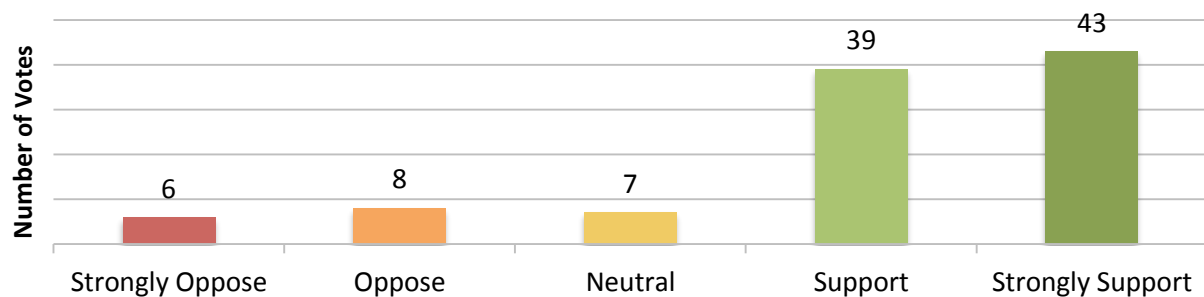
No changes are proposed to Official Community Plan policies for secondary dwellings: the City will still aim to encourage secondary dwellings to promote housing diversity, affordability, and efficient land use. The aim is to treat all single-family homeowners fairly, expand the stock of legal suites, upgrade existing suites for safety, and close non-compliant suites. To implement this policy, zoning will need to be adjusted to allow secondary suites and residences in more areas of the community, while managing potential impacts.

For each of the directions below, participants rated their level of agreement and shared comments to explain why they felt that way or to identify concerns or suggestions for improvement.

### Proposed Zoning Change 1

Allow secondary suites throughout all single-family residential areas in the community.

#### Level of Support for Proposed Change:



## Summary of Comments Received:

- **A good way to increase density and affordability** *(18 comments total)*
  - Suites will help provide more affordable housing for renters and home owners, especially first time home buyers or those supporting aging parents, and help to meet demand for rental housing *(8 comments)*
  - Encourage and prioritize suites on large lots, in flat walkable areas with ample parking, and in areas close to (or with access to) post-secondary education, public transit, shops and services *(5 comments)*
  - A preferable way to increase density to allow more sustainable transportation and shopping, and prevent further sprawl *(4 comments)*
  - Perceptions about suites are often incorrect or based on stereotypes
  
- **Consider the size, number and quality of suites** *(11 comments total)*
  - Ensure suites are built to code and livable/comfortable *(3 comments)*
  - Develop a cap for the number of suites allowed in each neighbourhood, limit the overall number of suites *(2 comments)*
  - Rationalize size restrictions
  - Allow/encourage in focused growth areas and major corridors and require justification for applications in other areas
  - Support in R2 and R3 but not sure about R1, depends on the bylaws
  - Use the building code to dictate maximum square footage and percentage of total habitable area
  - Ensure they match the character of the house and neighbourhood
  - There are both positives and negatives to suites
  
- **Address parking and other issues** *(10 comments total)*
  - Be sure to address parking on site, concerns about traffic safety with too much street parking *(8 comments)*
  - Concerns about noise
  - Ensure owners are responsible for tenants
  
- **Address disincentives and promote suites through incentives** *(3 comments total)*
  - Address current disincentives (like additional property taxes, fees)
  - Current rezoning requirements impact financing
  - Use incentives to encourage suites in key areas
  
- **Keep some areas 'suite-free'** *(3 comments total)*
  - Had a bad experience living near an illegal suite, concerns about care of property

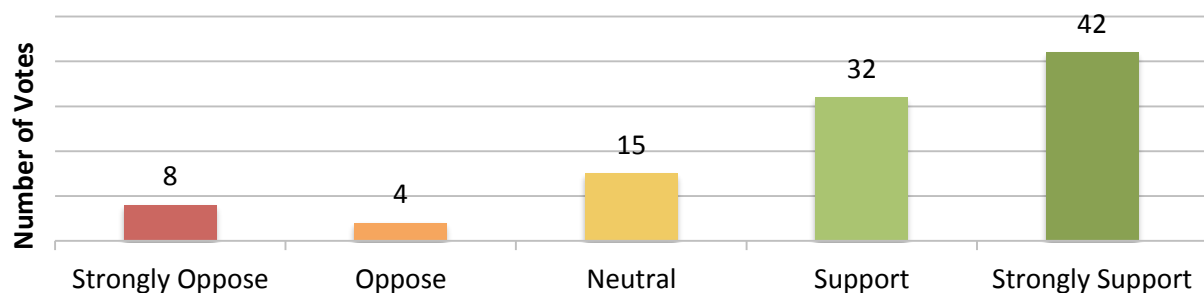


- Keep some neighbourhoods low density (no suites)
- No suites in neighbourhoods that oppose them, 100 metre radius
- **Other**
  - Difficult to say without looking at a zoning map

### Proposed Zoning Change 2

Allow secondary residences (i.e., garage suites, coach houses) in all single-family residential areas with lots of 450 m<sup>2</sup> or greater. This would include most single-family zones, except for small lot zones.

#### Level of Support for Proposed Change:



#### Summary of Comments Received:

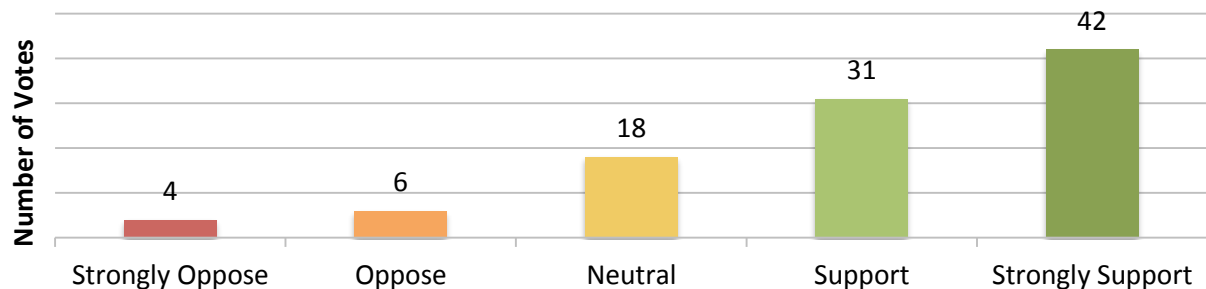
- **Look at criteria other than lot size (7 comments total)**
  - Lot size not the ideal criteria, look at road/lane structure (2 comments)
  - Ensure adequate space for parking on site (2 comments)
  - Consider green space for stormwater infiltration, integrate into existing buildings (i.e., garages) to maximize existing footprint (2 comments)
  - Regulate the size of secondary residences
- **Look at larger lots (5 comments total)**
  - Prioritize larger lot areas, can accommodate the extra parking (2 comments)
  - Lot size too small
  - Consider for lots greater than 1,000 m<sup>2</sup>
  - Allow in R1A or R2 zones

- **Other Considerations** (7 comments total)
  - As long as they look good and match neighbourhood character, aren't too large or too tall (2 comments)
  - Further discussion/consultation required, depends on the details and bylaws (2 comments)
  - Great idea for short-term/seasonal rentals but not year-round (2 comments)
  - Ensure safe and comfortable dwellings
  - As long as there are good tenants
  
- **Great for seniors** (2 comments total)
  - These types of residences would help to support aging parents
  - Would be a wonderful option for seniors on a fixed income
  
- **Secondary residences not necessary** (2 comments total)
  - Little demand, not an issue, we don't need density in this way (2 comments)

**Implementation Recommendation (outside the scope of the OCP update):**

Develop a secondary dwelling program to review experiences from other communities and work with community members to identify approaches and solutions to legalize existing suites, enforce bylaw compliance, manage parking and address other issues.

**Level of Support for Proposed Change:**



**Summary of Comments Received:**

- Yes, a necessity to accompany the proposed changes, but keep it simple (4 comments total)
- Don't legalize existing suites, not fair to neighbours (2 comments total)
- Consider an amnesty program for existing illegal suites



- Timing is important, slow implementation is needed
- There have been too many studies over the years, we know what's needed, let's make it happen
- The cost to rezone to allow a secondary dwelling should be less than other rezonings.

## ANTICIPATED DIRECTIONS:

Based on the feedback received, proposed directions for secondary dwellings will be refined further. Likely directions include:

- Proceeding with the direction to allow secondary suites in all single-family zones with careful attention to guidelines for off-street parking, suite size, and quality construction consistent with the BC Building Code.
- Adjusting the proposal to allow secondary residences in all single family zones by directing them to the most suitable locations, such as areas close to shops and services, or larger single family lots. Other considerations will include off-street parking, lane access, size and height of secondary residences, and overall lot coverage (to maintain green spaces for stormwater management).
- Proceeding with the recommendation to develop a secondary dwelling program to identify potential approaches and solutions for Campbell River. The program will be simple, implemented gradually, and consider implications and 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 non-compliant suites



# HIGHWAY COMMERCIAL

## OVERVIEW AND CONTEXT

The SOCP identifies a number of Gateway Areas at key entrances to the City and aims to ensure these areas act as attractive and functional “front doors” to the community for residents and visitors.

The Gateway Area referred to in this section includes the area along Highway 19 from the bridge up to Vanstone Road before the Campbell River Cemetery (see image to the right). The area includes a range of highway commercial, industrial and residential uses.



The SOCP currently contains policy and guidelines for highway commercial development but needs to be updated to improve clarity, reduce unnecessary requirements, and ensure guidelines are logical and useful to achieve the desired outcomes.

## KEY COMMENTS FROM CONSULTATION 1

- Integrate more green space, landscaping, street trees, and character lampposts to beautify the northern entrance to the City.
- Integrate bike lanes and sidewalks as roads are upgraded and ensure proper street lighting.

## PRELIMINARY DIRECTIONS & FEEDBACK

The intent of proposed policy directions is to improve clarity and consistency of uses and forms for highway commercial in northern Campbell River to create a more attractive and functional gateway in the northern part of the City.

For each of the policy directions below, participants rated their level of agreement and shared comments to explain why they felt that way or to identify concerns or suggestions for improvement.

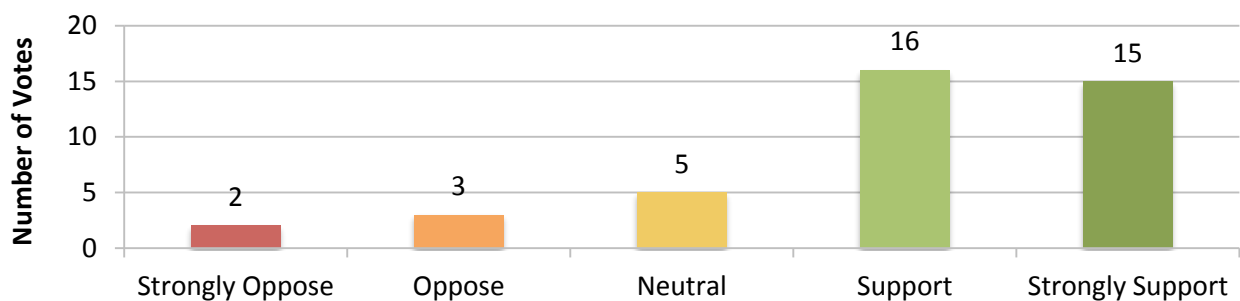


## Proposed OCP Change 1

**PART A:** Currently, the OCP’s Gateway Area guidelines apply to properties ‘within 50 meters’ of the highway. However, some properties may fall within this area but not actually front onto the highway. To simplify requirements for landowners, the OCP could be adjusted to only apply these guidelines to properties ‘adjacent’ to the highway in Gateway Areas.

**PART B:** The OCP’s current form and character guidelines for industrial areas could be updated to improve the appearance of highway commercial in Gateway Areas. This could include enhancing landscaping and parking guidelines to help break up large areas of parking, creating more attractive frontages, improving pedestrian safety, and helping to screen adjacent residential areas.

### Level of Support for Proposed Change:



### PART A: Summary of Comments Received:

- Strongly support change from ‘50 meters’ to ‘adjacent properties’

### PART B: Summary of Comments Received:

- **This area is not a priority Gateway, embrace existing land uses and keep guidelines simple and flexible (11 comments total)**
  - Requirements that are too prescriptive or unnecessary will scare away potential businesses and push additional costs to tenants; guidelines should be more flexible and landscaping requirements shouldn’t interfere with the visibility of businesses (5 comments)
  - Pedestrian walkways don’t make sense in this area and could be a security issue (2 comments)

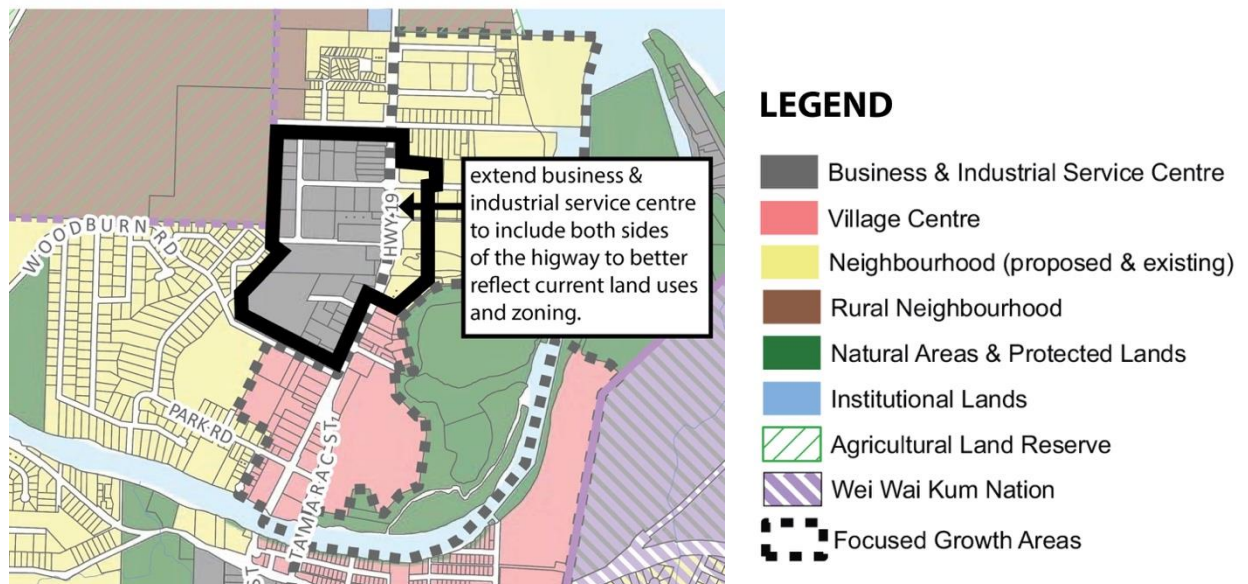


- This area is not as high a priority as not many people enter the City from the north, focus on improving Gateway Areas in South Campbell River, focus on the business areas of Campbellton (2 comments)
  - This area is predominantly auto-oriented commercial, don't try to hide it, embrace it. Work with existing uses to develop appropriate guidelines.
  - Progressive developers will want to create attractive properties; we don't need a bylaw to enforce this.
- **This area could be more attractive and welcoming (2 comments total)**
    - This is the first impression of the City from the north and it's not a good one
    - The current hodgepodge mix of industrial and commercial looks like a junk yard and is not welcoming, let's fix it

## Proposed OCP Change 2

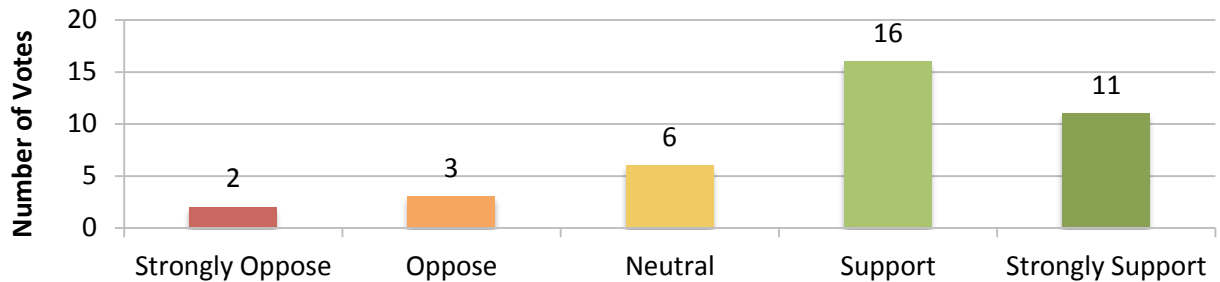
OCP designations in this Gateway Area could be improved to better reflect current zoning and land uses, and to create a more cohesive feel on the street. In particular, the Business and Industrial Service Centre designation is an odd shape: it is located on one side of the highway with residential designated on the other side.

To avoid compatibility issues and take advantage of the prime highway location for commercial businesses, it would make more sense to have this designation include both sides of the highway (with residential and other uses behind them, off the highway, for greater privacy and noise protection). This will also better reflect existing land uses and zoning.





**Level of Support for Proposed Change:**



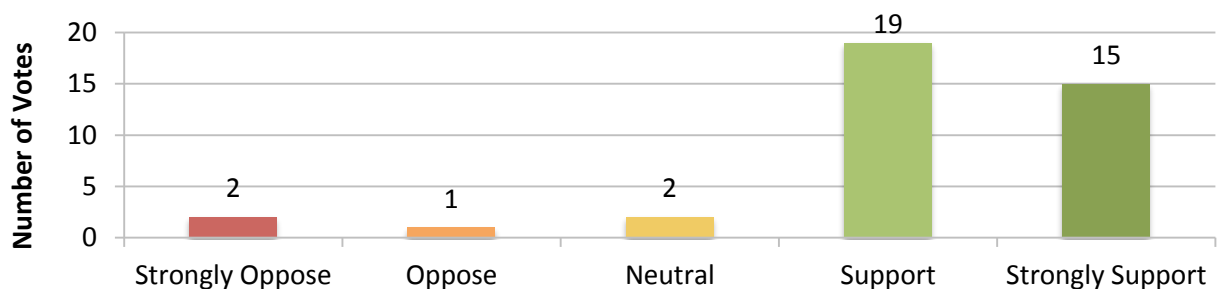
**Summary of Comments Received:**

- Strongly support, this makes sense and will help to reduce future conflicts (*2 comments*)
- Extend the Business & Industrial Service Centre to include the entire Gateway Area
- Support more industry on the highway and surrounding area but not residential or commercial on the waterfront - this area has just begun to recover, leave it natural
- Need better signage to Baikie Island to bring tourists
- Don't need any more government regulation or involvement

**Recommendation (outside the scope of the OCP update):**

Develop a program to work with and encourage property owners adjacent to the highway to upgrade the front of their properties with landscaping and consistent signage. The City could also identify and implement improvements to the public realm in Gateway Areas.

**Level of Support for Proposed Change:**



**Summary of Comments Received:**

- **Considerations** (*4 comments total*)
  - Pedestrian safety is first and foremost, enhance pedestrian access along Hwy 19 from the bridge to 14<sup>th</sup> Ave (*2 comments*)



- Integrating public art and street banners would also be good
- Underground wiring would be great
- **Supportive Comments** (3 comments total)
  - Agree, support those who want to participate, create a *voluntary* incentive program to upgrade and maintain frontages and signage (2 comments)
  - Support this idea but a lower priority than other areas of the City; must be a partnership with local businesses and include cost-sharing/incentives
- **Other Comments/Questions** (3 total)
  - Too late
  - More bureaucracy, not needed
  - Where is the money going to come from?

## ANTICIPATED DIRECTIONS:

Based on the feedback received, proposed directions for highway commercial will be refined further. Likely directions include:

- Proceeding with the direction to update OCP policy 4.16.2 so that Gateway Area guidelines only apply to properties 'adjacent' to the highway rather than '50 meters from the highway'.
- Not changing the existing landscaping requirements in the General Form and Character Development Permit Area, but providing specifics to clarify requirements for highway commercial and industrial properties in Gateway Areas.
- Proceeding with the recommendation to develop a program to work with property owners in the northern Gateway area to identify appropriate standards for landscaping and signage as well as tools to encourage/support owners to upgrade the front of their properties (such as cost-sharing or incentives).
- Proceeding with the direction to update the OCP designation for Business & Industrial Service Centre (in this northern Gateway Area) to include the eastern side of the highway as well as the west. Careful consideration will be given to determine whether it will be extended further to the north or south.



## COMMERCIAL CENTRES

### OVERVIEW AND CONTEXT

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 in reality they are not all that different. These need to be clearly distinguished to identify what type and form of commercial or mixed-use development should occur in each one. Also, the existing Neighbourhood designation does not currently allow for any local serving commercial; however, this could be a way to create more complete and walkable neighbourhoods.

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 1

- Ensure that village centres do not compete with the downtown.

### PRELIMINARY DIRECTIONS & FEEDBACK

The intent of proposed policy directions is to provide clear direction for centres and neighbourhood commercial to serve residents throughout the community while avoiding competition with downtown commercial.

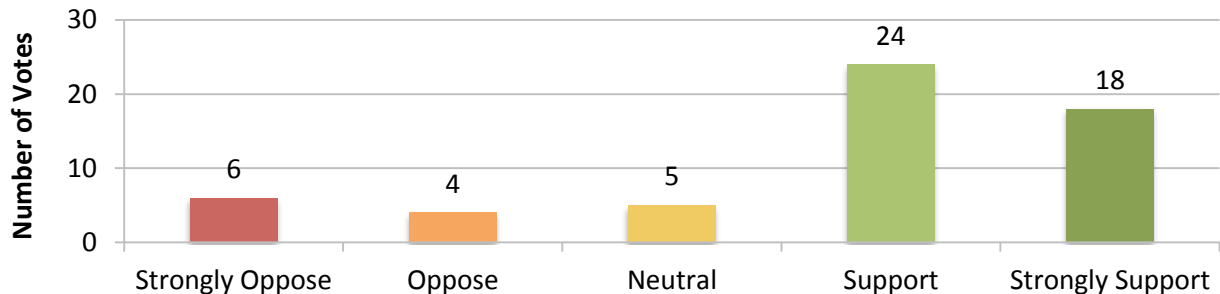
For each of the policy directions below, participants rated their level of agreement and shared comments to explain why they felt that way or to identify concerns or suggestions for improvement.

#### Proposed OCP Change 1

To support more walkable neighbourhoods, the OCP could update the Neighbourhood designation to consider small local commercial uses in appropriate areas. This would include pedestrian-oriented, small scale neighbourhood commercial that doesn't compete with Village Centres or the downtown (i.e., 2000-8000 sq ft in any one location would allow for a corner store/café or cluster of 2-4 small shops).



### Level of Support for Proposed Change:



### Summary of Comments Received:

- **Neighbourhood retail could work, with key considerations: (8 comments total)**
  - Consider professional services (i.e., doctor, dentist) and mixed use with residential above (2 comments)
  - Small walkable centres are good for seniors and young families
  - Need more small commercial and pedestrian pathways along Hwy 19A north of Willow Point
  - Policy should be flexible for location with details on scale and design; this would be subject to rezoning to allow for appropriate community conversation
  - Don't require a residential component
  - These would need both vehicle and pedestrian access
  - Reduce the emphasis on avoiding competition with the downtown
- **The downtown is vital to our identity and economy; retail elsewhere should be avoided (4 comments total)**
  - This takes away from the vibrancy of the downtown core (2 comments)
  - Don't scatter commercial throughout the City; locate downtown to create/support an area that draws shoppers (2 comments)
- **Neighbourhoods not an ideal location for retail: (3 comments total)**
  - The market may not supply this and there may not be demand for this, most businesses would fail (2 comments)
  - The cost to build this type of project makes the rental rates relatively high and hard for tenants to afford
- **Other**
  - Let landowners decide what's appropriate for their property, no government involvement (1 comment)

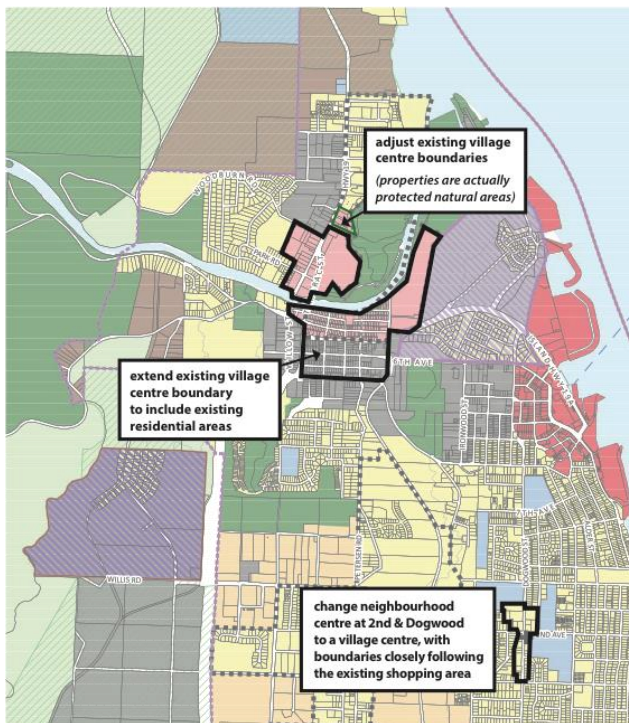


## Proposed OCP Change 2

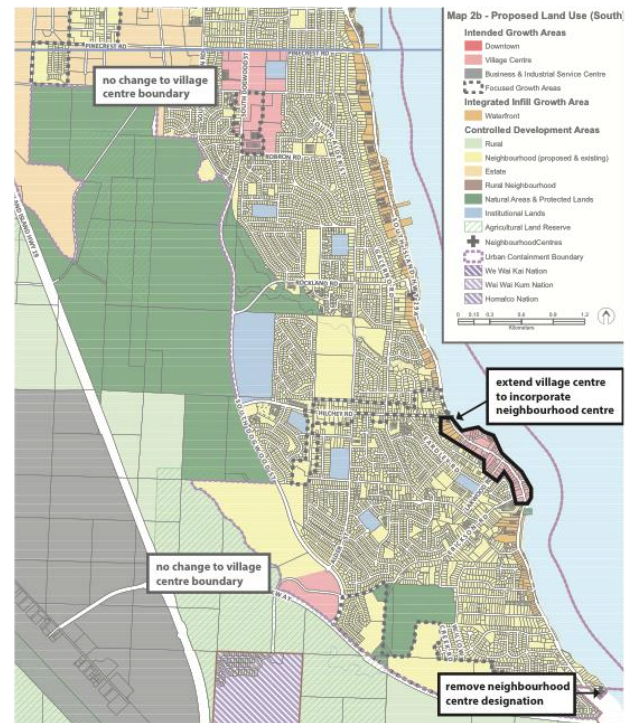
Areas designated as Village and Neighbourhood Centres in the current OCP are not all that different in reality. To provide greater clarity, the OCP update would:

- Use a visual hierarchy to clearly distinguish the different types of centres in terms of street type, surrounding uses, scale and possibly other topics.
- Update the boundaries of centres on land use maps to better reflect existing uses and transition areas. In some cases, this would involve upgrading Neighbourhood Centres to Village Centres; in other cases (where there is little to no existing commercial) Neighbourhood Centre Designations may be removed (see diagrams below). However, some small, local-serving commercial could still be allowed in Neighbourhood Designations (see Proposed OCP Change 1 above).
- Provide guidelines for pedestrian-oriented design in Village Centres and encourage mixed-use developments that mesh well with the character of surrounding areas.

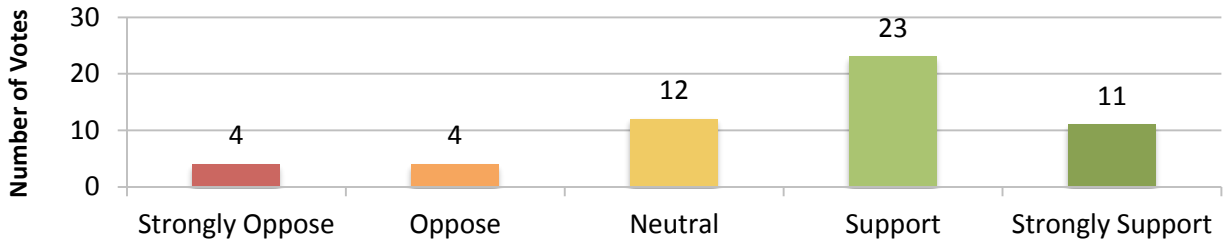
### Proposed Changes - North



### Proposed Changes - South



### Level of Support for Proposed Change:



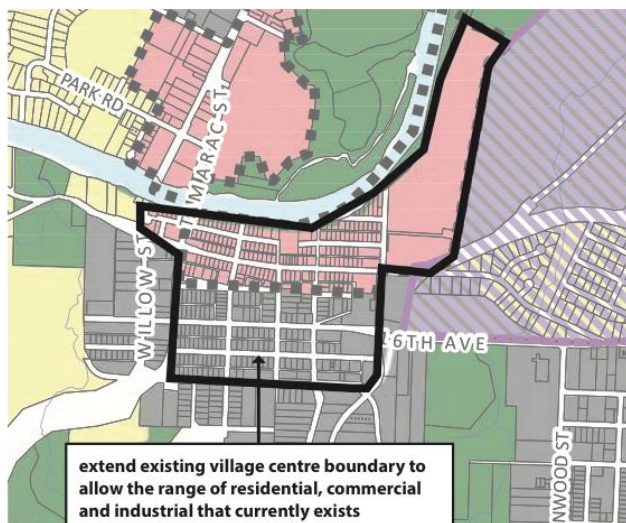
### Summary of Comments Received:

- The changes shown make sense
- Add the centre at Dogwood and Hilchey
- Consider extending the proposed centre on Dogwood southward just beyond Evergreen to reflect existing commercial uses
- Extend the Willow Point centre northwards one property past Hilchey, and maybe a little beyond to reflect existing commercial uses

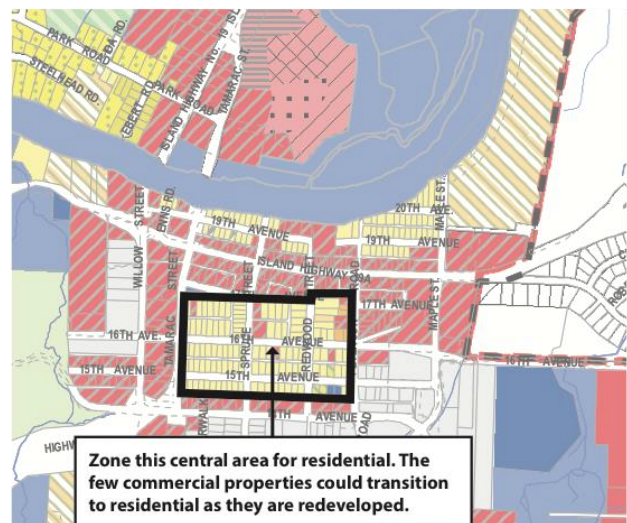
### Proposed OCP Change 3 & Zoning Change

To make the OCP & Zoning Bylaw better match current land uses, the OCP update would adjust land use designations and commercial zoning in the central part of the Campbellton neighbourhood to maintain existing residential while keeping commercial/industrial uses along Highway 19A and surrounding streets (see diagrams below). This will help to maintain the existing character of the area, while providing opportunities for new development over time.

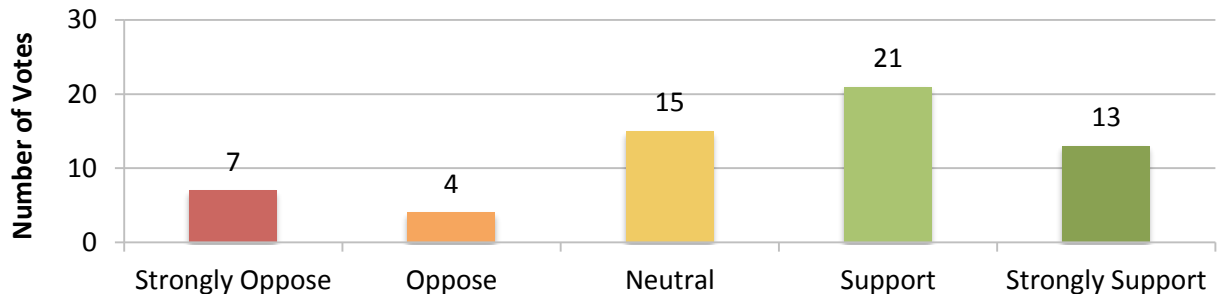
#### Proposed Changes - OCP Designations



#### Proposed Changes - Zoning



### Level of Support for Proposed Change:



*\* Note: participants at the Policy Workshop voted separately on proposed OCP changes and Zoning changes. All were in support of OCP changes while support for proposed zoning changes was mixed.*

### Summary of Comments Received:

There were mixed opinions regarding Campbellton. Most participants felt it is important to maintain the residential component of this neighbourhood along with a mix of other uses while a few felt the area should focus more on service commercial and light industry. Participants also noted this area is a key gateway and transportation corridor and emphasized the importance of the area's history.

- **The OCP should describe a different vision for Campbellton than the other centres, one that is 'grittier' and reflects the area's history, urban structure and existing mix of land uses: (10 comments total)**
  - Could see live/work spaces like Tin Town in Courtenay – a transitional area with a unique mix of uses that works. Don't lose the residential or the industrial/commercial, mixed use is fine. (5 comments)
  - The gritty feel needs to be recognized and embraced, not eliminated. The "village centre" designation (and policy) is too "pretty" for this area, consider a unique designation for Campbellton (4 comments)
  - People living here keep Highway 19A vibrant, which is important given it is an important gateway to town



- **Campbellton is a unique and vibrant neighbourhood. Support residential in this area, especially affordable housing options (7 comments total)**
  - Campbellton is unique and has its own character and a long history. It's important to keep existing residential here. Unique small single family homes on small lots provide affordable options close to downtown (4 comments)
  - We need more housing here, close to the downtown
  - Consider four plexes here as they provide affordable housing form
  - Support apartments and village-style dwellings in Campbellton
  
- **An important area for service commercial and light industrial (6 comments total)**
  - There is strong demand for service commercial lots in town and no supply – while these lots are larger than those in the residential area, this area still has strong potential for this use (2 comments)
  - The centre will go to service commercial, it is not possible to save/maintain residential here, there are no amenities (2 comments)
  - Could do industrial in former Raven mill site – more likely to develop, meets service commercial land needs, still provide public access to estuary possibly
  - It will be difficult to zone commercial properties to residential
  
- **This area is an important corridor and gateway (2 comments total)**
  - Retain 16<sup>th</sup> as an important access for trucks and cars
  - Fix the traffic circulation patterns and flows – e.g. Petersen doesn't have a signal at Hwy 19A but is a major route
  
- **Other comments and considerations:**
  - Multi-family residential won't fly here
  - Problems in the area with homeless living in Nunn's Creek park
  - Check out the study done by Shaw and his group
  - Canadian Waste should be located in industrial areas, not near residential neighbourhoods
  - Let landowners decide what's appropriate for their property, no government involvement





## Additional Comments

Discussions at the Policy Workshop also touched on a number of issues related to the downtown which is beyond the scope of this project but important for future discussions. In particular, participants were divided about whether the City should continue to incentivize downtown development, or spread incentives further out:

- Consider extending incentives from just the downtown area to areas well beyond downtown
  - don't socially engineer downtown development over other areas as much
  - at the edge of the area where incentives apply, you can get great looking properties right next to ugly ones
- The tax exemption for downtown works well and helps to create a more vibrant core

## ANTICIPATED DIRECTIONS:

Based on the feedback received, proposed directions for highway commercial will be refined further. Likely directions include:

- Proceeding with the direction to allow small scale, local serving commercial or mixed use (2 storeys or less) in the Neighbourhood designation with clear and specific guidance on scale and design to minimize competition with downtown commercial and ensure they fit existing neighbourhood character. This would mean that if the market supported such opportunities, they would be allowed without requiring an OCP amendment. Given current market conditions, it is anticipated that very few of these developments will proceed in the near future, but the policy will enable them to proceed if and when conditions are more favourable.
- Proceeding with the direction to update existing 'village' and 'neighbourhood' centre designations and maps as proposed, considering adjustments recommended by community members to better reflect existing land uses.
- Updating zoning to support more pedestrian friendly Village Centre development.
- Creating a special designation for the Campbellton Village Centre and Gateway Area to encourage a 'grittier' style that reflects the area's character and history and embraces the integration of service commercial, light industrial and residential. Consideration will be given to mixed use developments, affordable housing options

and traffic flow. This would also include proceeding with the proposed zoning changes to protect the existing residential in this area.

- Engaging with Campbellton residents and businesses after the OCP is updated, to further explore the vision for the area's future.
- Working with landowners and the development community to explore the potential of "Business & Industrial Service Centre" designated lands elsewhere in the City to meet demands for service commercial and industrial land.



# DEVELOPMENT PERMITS

## OVERVIEW AND CONTEXT

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

The current 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.

Some development within designated DPAs may be exempt, and specific exemptions are listed for each guideline. Council can also consider issuing development variance permits for projects that conform to applicable guidelines and achieve goals or policies in the OCP but that cannot comply with zoning requirements for setbacks, site coverage, height or other regulations due to the nature of the site. If the proposed variance doesn't meet the established criteria, the developer must apply for a development variance permit. Additional information is available in the City's [Development Permit Guidelines Handbook](#).

The City's [Planning Procedures Bylaw](#) provides further guidance about development variance permits and development permits. This document adds another layer of complexity to the decision making process.

It is important that Development Permit guidelines and exemptions are clear and simple to reduce uncertainty and risk for landowners and developers. The current OCP needs to be updated to clarify requirements, simplify guidelines and update DPAs to improve protection of threatened and endangered species, improve energy conservation, and enhance sustainability.

## KEY COMMENTS FROM CONSULTATION 1

- Yes, let's simplify and streamline the process
- Provide a complete checklist for development permit applications to expedite approval processes and provide clarity for the public and staff
- Publish the City's sustainability metrics so people know what we are measuring
- The OCP is too long, should be more concise



## PRELIMINARY DIRECTIONS & FEEDBACK

The intent of proposed policy directions is to provide clear Development Permit Area guidelines and exemptions and a straight-forward process for development permit applications.

For each of the policy directions below, participants rated their level of agreement and shared comments to explain why they felt that way or to identify concerns or suggestions for improvement.

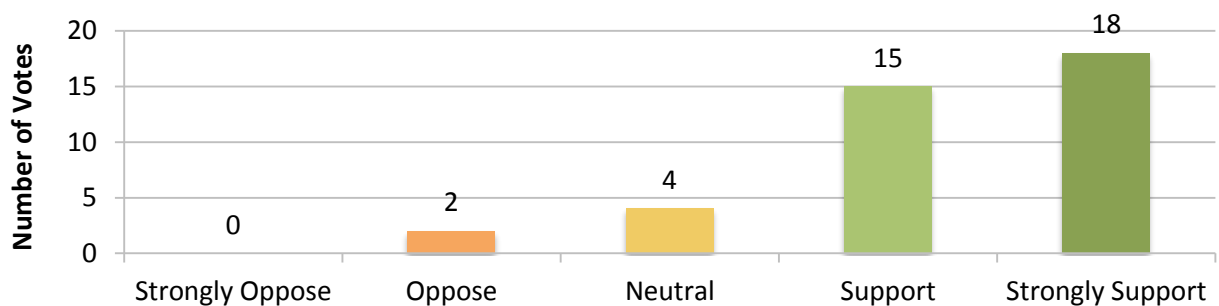
### Recommendation (outside the scope of the OCP update):

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.

### Level of Support for Proposed Change:



### Summary of Comments Received:

- **Supportive Comments (3 comments total)**
  - Broad support, always a good idea to have material that adds clarity
  - Yes! Current process is confusing and a clear decision process will contribute to better developments, people need to have easy access to this information before they purchase a property



- Guide needs to provide clarity for interpretation, especially with regards to form and character and landscaping as these are currently very subjective
- **Not sure a guide is needed or would be useful** (2 comments total)
  - Haven't had any difficulty with the existing permit process
  - Without major changes to the OCP you won't be able to develop a guide that works
- **Other Comments/Considerations**
  - An early draft should be circulated to stakeholders for comment
  - Don't think Development Permit variances should be granted, if there are specific guidelines they should be followed (for example, town house complexes shouldn't be allowed in residential areas that aren't designated for that density)

### Proposed OCP Change 1:

**Form, Character & Performance Development Permit Area (DPA):** In some cases, it is not clear when certain developments would require a development permit and when they would be exempt.

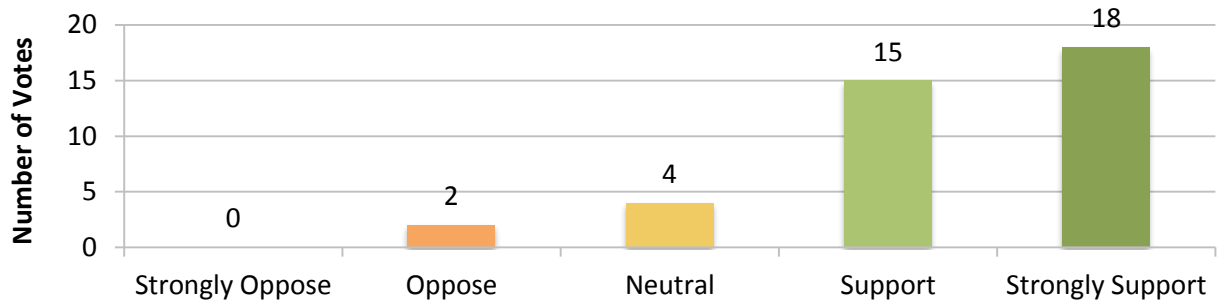
For example, the DPA exemptions state that minor renovations do not require a development permit and defines minor as "25% or less of the façade of an existing project and/or building addition if less than 55 square meters provided that the changes are consistent with the general character of the existing development." However, it is not clear what "change" means in relation to a façade (e.g. colour? form?), what "25%" of a façade means, and what "general character of the existing development" means.

**PART A:** Update exemptions to clarify when minor renovations (e.g. façade changes) would require a development permit or not.

**PART B:** Update form and character considerations to clarify ambiguous items like "warm colour palettes."



### **Level of Support for Proposed Change:**



### **Summary of Comments Received:**

There were mixed opinions about regulation of colour in the form and character guidelines during the Policy Workshop discussions. Developer stakeholders generally felt that colour shouldn't be regulated while other stakeholders felt that it should be (but in a clear way).

- **Guidelines for building colour (6 comments)**
  - Guidelines should be less prescriptive; colour should not be regulated (2 comments)
  - City shouldn't regulate colour, lighting, signage, or anything to do with façade - as long as it doesn't impact the structure of the building it should be totally up to property owners
  - Design guidelines (including colour) should be continue to be regulated but in a clear manner
  - Some guidelines could be used to promote particular themes (marine, logging heritage) in certain areas of the City (such as downtown or Willow Point Village Centre).
  - Allow for some variations of colour to inject some vibrant colours to re-energize certain areas
  
- **Reducing ambiguity (4 comments total)**
  - Support for making DP guidelines less ambiguous (3 comments)
  - Strong support for clarifying when a DP is or isn't required.
  
- **Other comments/considerations**
  - OCP is too long with too many sections, should be simpler
  - Should any renovations should require a DP? Should development in general need a DP? Where should the threshold be?
  - Need further information about proposed changes



## Proposed OCP Change 2:

**Environmental performance and energy conservation guidelines** could be better integrated with form and character guidelines to provide one clear location for all guidelines relating to siting, massing and orientation. In addition, most of these guidelines are relatively easy to implement and/or only require consideration; these could be updated to have more impact.

The guidelines also 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. There is potential for confusion among the OCP policies, Sustainability Checklist and Development Permit requirements and these could be updated and simplified for greater clarity.

**PART A:** Clarify energy conservation and greenhouse gas reduction objectives.

**PART B:** Integrate energy conservation guidelines with form and character guidelines.

**PART C:** Remove the reference to the City's Sustainability Checklist from the Development Permit guidelines and use the checklist as a higher-level document.

- Make the Sustainability Checklist more useful by referencing specific OCP policy sections.
- Use the Sustainability Checklist to require information (rather than changes to the proposed development itself) from an applicant whose property lies within a Development Information Area.

**PART D:** Integrate the results of the CEA/QUEST pilot project results into energy conservation guidelines.

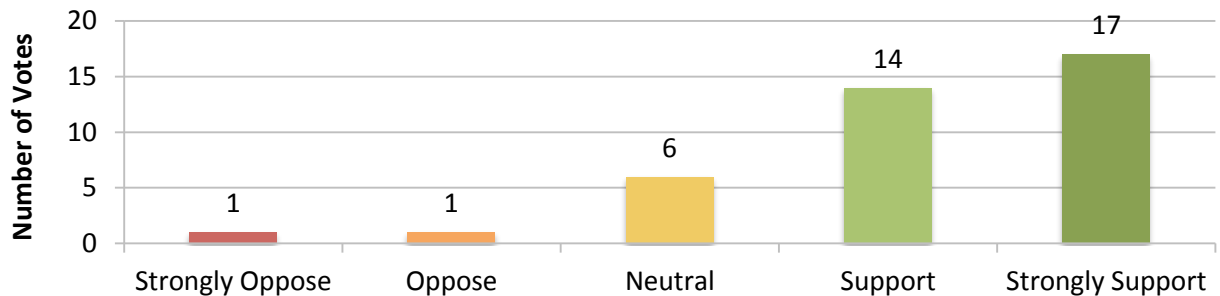
### ***BACKGROUND: ABOUT THE CEA/QUEST PILOT PROJECT***

*Campbell River was selected as one of three pilot communities from across Canada to receive 600 hours of support from leading energy experts for up to a year. The City will be assisted by experts at the CEA (Community Energy Association) and QUEST (Quality Urban Energy Systems of Tomorrow) and Sustainable Prosperity.*

*This expertise will help implement our Community Energy and Emissions Plan and identify policy recommendations to improve energy conservation in the OCP.*



### Level of Support for Proposed Change:



### Summary of Comments Received:

There were mixed opinions about energy guidelines during the Policy Workshop discussions. Developer stakeholders generally did not want to see these included and updated whereas other stakeholders did.

- Clarify energy conservation objectives
  - Clarity is always welcomed.
- Energy Guidelines
  - Do not want to see included in guidelines
  - Yes, integrate and update energy conservation guidelines
- Sustainability Checklist
  - Unclear about what is being proposed
  - Support pulling this out as a higher level document for Development Information Area
  - Would like to see and comment on the Checklist prior to adoption
- Integrate CEA/QUEST results into energy guidelines
  - Yes, it's time to shift from guidelines to requirements to create a sustainable community – if all we can do is encourage rather than regulate then use tax incentives to see more implementation. Use the CEA/QUEST results to guide the specifics.





### Proposed OCP Change 3:

**Hazardous Conditions Development Permit Area:** This DPA is not very clear about what triggers the need for a development permit, particularly in terms of the location and type of development or activities permitted near or on steep slopes and floodplains. For example:

- The Designation states that “all land alteration, subdivision or development” in this area will require a development permit. However, it is not entirely clear what “land alteration” refers to. The guidelines state that this includes site clearing, site excavation and tree removal; however, questions often arise if this includes things like pruning trees/vegetation or adding soils.
- It is difficult to define when a property is in a designated steep slope hazard area, as data in the existing OCP may not be accurate (this is currently being updated by the City with new LIDAR data). The DPA requires a qualified professional to provide a geotechnical report for development and activities on or immediately adjacent to steep slopes (30% or greater). However, development that is near (but not directly adjacent to) steep slopes also requires consideration as it could add to the load at the top of a slope, or be in a landslide area at the toe of a slope.
- Finally, this DPA doesn’t currently address sea level rise associated with climate change, which is a key concern for oceanfront properties.

This direction could also include a greater focus on public education, such as mailing information to properties near hazards every year or so to remind property owners about requirements and exemptions for new development or alterations.

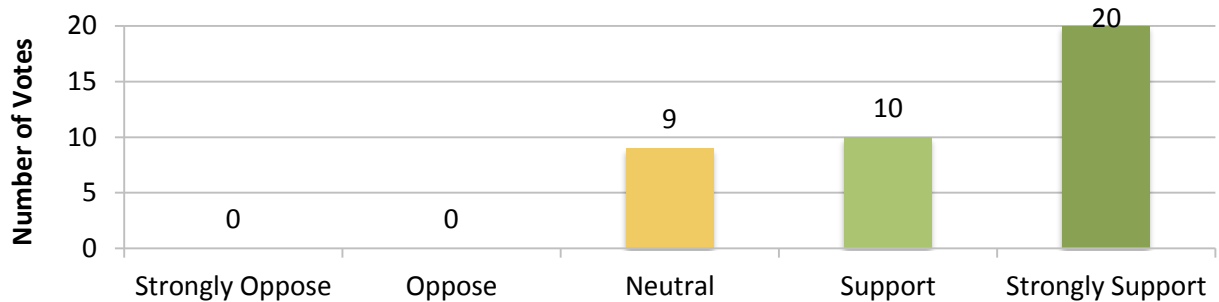
**PART A:** Ensure steep slopes are accurately mapped (underway)

**PART B:** Include greater precautions for development near steep slopes to account for potential risk. This would include requiring a development permit for any development within 20 meters of the head or toe of a steep slope (slopes with an angle of 30% or greater and more than 10 meters in height).

**PART C:** Include requirements for properties subject to risk from anticipated sea level rise. These may include adjustments to flood control levels, landscaping, and building design elements as well as requirements for shoreline stabilization.



### Level of Support for Proposed Change:



### Summary of Comments Received:

There were mixed opinions about sea level rise guidelines during the Policy Workshop discussions. Developer stakeholders were wary about new regulations while other stakeholders felt this was an important issue to address. Participants generally agreed about proposed directions for steep slopes, acknowledging that safety risks must be addressed.

- **Guidelines for steep slopes (5 comments total)**
  - Agree, better mapping is needed
  - Support requirements for development near steep slopes for public safety, requirements are clear
  - There should be a designated Environmentally Sensitive Area on the slope along Inland Island Highway to restrict the removal of all vegetation
  - There is a lack of clarity regarding tree topping vs. tree removal – an arborist would be more useful than a geotechnical engineer for tree topping on steep slopes (to ensure tree survival)
  - Clear cutting trees for development should not be allowed unless replanting will occur before development is finished
  
- **Guidelines for sea level rise (3 comments total)**
  - Cautious support for introducing sea level rise in DP requirements, uncertainty surrounding sea level rise projections, concerned that a 'blanket policy' would be imposed based on the worst case scenario
  - An important issue to address
  - Unclear about what this means



### Proposed OCP Change 4:

**Environmental Protection Development Permit Areas:** There are a number of DPAs for environmental protection in the current OCP including general environmental protection, bald eagle nest trees, streamside protection, estuary development, foreshore development, and watershed development. However, it is confusing to determine which DPAs apply to different areas and where they overlap. There are also a number of other issues including:

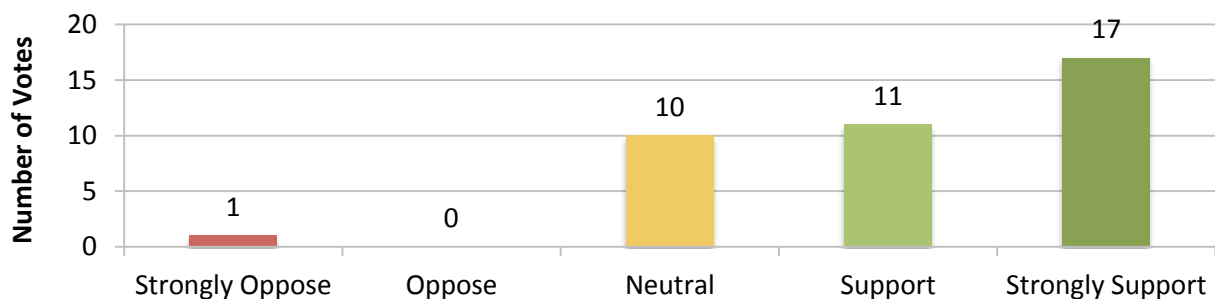
- *Qualified Environmental Reports:* Development in all DPAs requires an environmental report by a qualified environmental professional (QEP); however, the content and impact of reports isn't clear and in some cases, it may be possible to obtain a report and then ignore its recommendations.
- *Streamside Protection DPAs:* The guidelines require a qualified environmental professional (QEP) to visit a property and provide a letter to determine if it is within a riparian area; however, if a property is determined to not be in a riparian area, it is not clear if this means that further assessment is still required or if this letter meets the General DP requirements for a QEP report. In addition, these guidelines focus primarily on fish and fish habitat and could be improved to address the needs of other species (including endangered or threatened species).

**PART A:** Ensure that a development permit is required for any prescribed activities in the buffer of riparian and foreshore areas.

**PART B:** Clarify the Qualified Environmental Professional (QEP) reporting requirements to identify:

- What actions are required to follow up on QEP report recommendations
- What QEP reports should address (i.e., threatened and endangered species as well as fish habitat).

### Level of Support for Proposed Change:



## **Summary of Comments Received:**

- **Clarifying Qualified Environmental Professional (QEP) requirements (7 comments total)**
  - Have QEPs paid for by City which would put a charge on all property
  - City should assign QEPs and have developers pay as a part of the environmental DPA process so the City has control of the QEP report
  - QEP should be required for anything within 30 meters of the top of a bank as this represents a healthy riparian zone – QEP reports should include a list of opportunities for improvement
  - Offer tax incentives for going above and beyond requirements (i.e., putting clean water back into creeks)
  - Support the idea of QEP’s addressing threatened and endangered species in principle but concerned about how it would work and whether QEPs are appropriately qualified and able to carry out species identification
  - Limited support for QEP’s addressing threatened and endangered species in addition to fish habitat
  - QEP report should also be required to address recommendations of the Urban Forest Management Plan to ensure tree cover is maintained as much as possible
  
- **General Comments (5 comments total)**
  - Excellent suggestions
  - Fish habitat must also include historical and potential fish habitats, not just the presence or absence of fish
  - Industry and residential development should not interfere with waterways in any way
  - Unreasonable to put these burdens on developers with the City doesn’t follow its own criteria
  - Don’t get into a bind like Saanich
  
- **Riparian and foreshore areas (2 comments total)**
  - Support for clearly describing which activities will trigger a DP and which won’t.
  - Confused about wording and intent



## ANTICIPATED DIRECTIONS:

Based on the feedback received, proposed directions for highway commercial will be refined further. Likely directions include:

- Proceeding with clarifications relating to facades and character, as proposed.
- Proceeding to clarify colour guidelines, providing visual examples to reduce ambiguity.
- Proceeding to integrate and update energy conservation guidelines, as proposed, to simplify and modernize them, including integration of QUEST/CEA results.
- Proceeding to update the current Sustainability Checklist to act as a high-level quick-reference to requirements already in the SOCP, making applications easier for proponents.
- Creating a Development Information Area in which proponents would be required to submit a Sustainability Checklist along with other information (like transportation studies and biophysical impact assessments) when the proposed activity involves a rezoning, development permit or temporary commercial or industrial use permit. This will help to determine potential impacts and mitigation measures and support a more informed review of proposals.
- Proceeding to update steep slopes mapping and requirements as proposed.
- Proceeding to clarify the reporting requirements of QEPs as proposed with careful consideration of the information that should be required.



# THE FUTURE OF QUINSAM HEIGHTS

## OVERVIEW AND CONTEXT

The inconsistencies between the SOCP and the Zoning Bylaw are most prominent in the Quinsam Heights neighbourhood. Many areas are designated in the SOCP as ‘rural estate’ while the Zoning Bylaw designates them as ‘residential multi-family’. The estate designation seeks to preserve larger hobby-farm type lots and promote small scale agriculture development, and is generally not a pro-development designation. 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.

This is not a particularly uncommon situation for municipalities and legally there is no objection to it; it merely means that development permits and subdivision schemes are unlikely to be granted for projects that would otherwise be accommodated by the zoning. However, the situation can be a problem as it leads to uncertainty for land owners, developers and potential purchasers and makes it difficult to understand and achieve the desired vision for the area.

Because of the OCP & Zoning inconsistencies, the neighbourhood currently contains a complex mix of small and large lots and a mix of rural areas and newly developed areas and subdivisions. There are a number of current and planned developments that must be taken into consideration when planning for this neighbourhood as well as development constraints including steep slopes, creeks, wetlands, and natural green spaces and wildlife corridors. There has also been some consideration of creating a direct connection through the neighbourhood to access the new hospital by extending Willis Road through Nunn’s Creek to connect to 2<sup>nd</sup> Ave.

## KEY COMMENTS FROM CONSULTATION 1

- Participants stressed the importance of protecting the area’s rural character while accommodating some new growth.
- People identified important green spaces, wetlands and farms and emphasized the importance of the ERT Greenway as well as other local trail connections and corridors. Participants noted existing trails are well-loved and used but need better connections to access them.
- Residents also expressed concerns about pedestrian and vehicle safety on rural roads (especially Willis and Petersen) and noted that road upgrades are needed.



## EARLY DIRECTIONS & FEEDBACK

The intent for Quinsam Heights is to develop a refined concept for the neighbourhood to use as a basis for OCP land use designations, policies, guidelines and zoning and 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.

Using the feedback Consultation 1, as well as existing plans and policies, two potential directions were developed for the Quinsam Heights neighbourhood for discussion with stakeholders and community members at the Quinsam Heights Design Session.

At the Design Session, participants worked with planners and designers in 3 small groups to review and discuss each of the early draft directions as well as other key ideas and issues for Quinsam Heights.

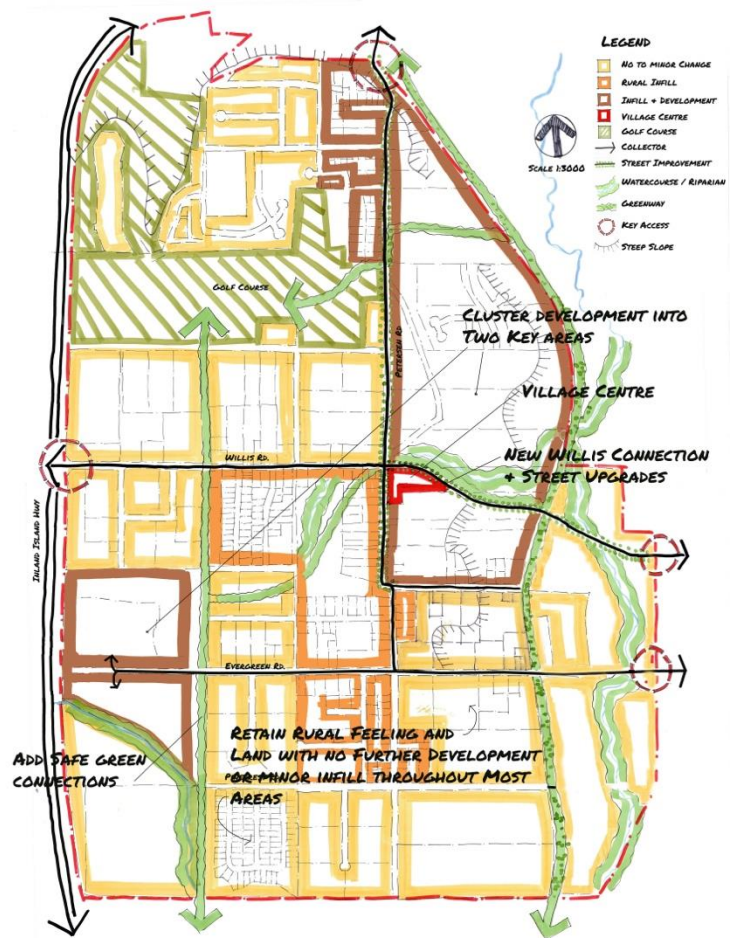
***The following provides an overview of the early draft directions and summary of feedback from workshop participants. Detailed summaries of comments from each group are provided in the Appendix.***



## Direction 1: Clustered Rural Centres

This direction proposed clustering small lot residential development in two key areas while retaining rural character (with only minor infill) throughout most of the area. This level of development would allow for more street upgrades and trail amenities/greenway connections for people and wildlife.

This direction included the option to connect Willis Rd through to 2<sup>nd</sup> Ave and identified the corner of Willis and Petersen as a potential location for a Village Centre.



QUINSAM HEIGHTS -  
DIRECTION 1: CLUSTERED RURAL CENTRES

### Summary of Group Comments Received for Direction 1:

While each group had different feedback, participants generally preferred the clustered development in this direction over the more distributed infill in direction 2. Opinions on the Willis Road connection were mixed but participants agreed that an east-west connection (or two) is needed to help connect the highway with the rest of the City. Some groups also discussed the potential for Walworth Road to provide another north-south connection. Most participants agreed that road upgrades and better trail connections are needed to improve safety for vehicles, cyclists and pedestrians.

All groups touched on the importance of waterways and stormwater management and the need to maintain creek flows, maintain and integrate stormwater features, protect wetlands and headwaters, and provide buffers around sensitive areas.



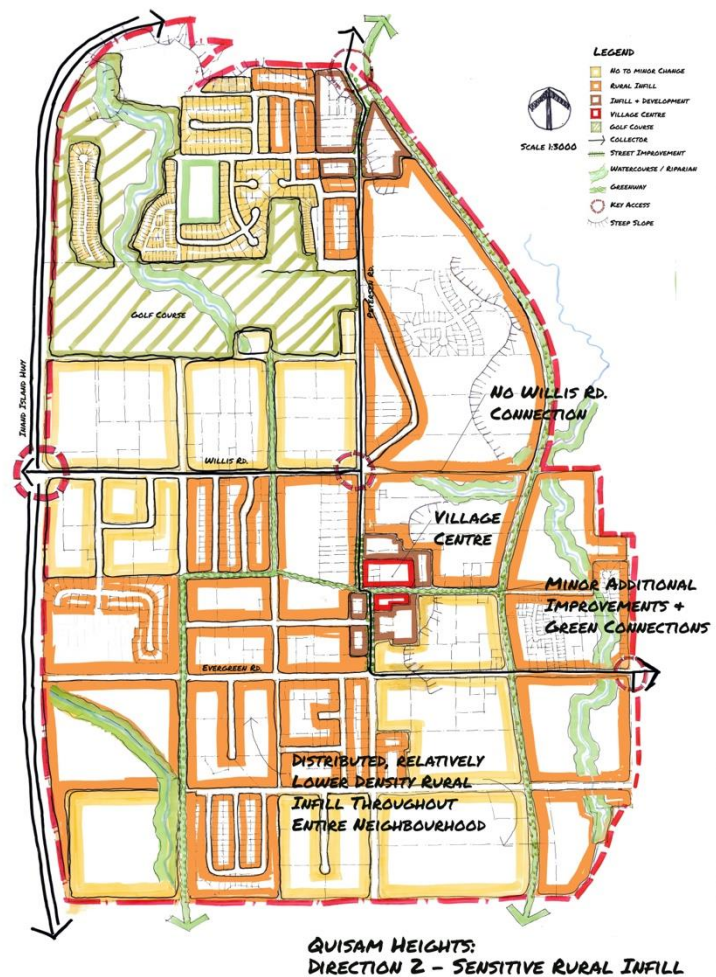
Participants in each group had mixed opinions regarding the type and form of development for the neighbourhood. Some felt that the area should stay the way it is and feared the area would lose its rural character with more development while others felt that more housing is needed to meet demand, provide affordable options and pay for the desired road and infrastructure upgrades in this area. Some groups discussed the possibility of cluster development or density transfers as a way to concentrate development in certain areas in order to preserve green and rural spaces. Others suggested that a mix of development is good but higher density multi-family would not be built in this area. Most participants agreed that the north-eastern area makes sense to develop further as it is very close to the rest of the City, has great views and most of the lots are either already developed or planned for future planned. However, people stressed the need to leave a significant buffer around the ERT and any creeks or wetlands and provide more public access points to the ERT.

Two of the three groups discussed the Village Centre and suggested the old Evergreen school site as a potential alternate location.

## Direction 2: Sensitive Rural Infill

This direction proposed relatively low density infill distributed throughout most of the neighbourhood with a few pockets of more concentrated density and a few large lot areas maintained for rural and farming uses.

This direction did not include the Willis Rd connection and because it included less development overall, there were fewer opportunities for street upgrades and only a few new green connections. The Village Centre in this direction was proposed at Petersen and Croation (as it is currently designated in the OCP).



## **Summary of Group Comments Received for Direction 2:**

Again, feedback differed in each group although most touched on the need for east-west connections through the neighbourhood and the need for safe and accessible pedestrian and cyclist routes. Participants also identified important wetlands, waterways and stormwater considerations.

Groups discussed the need for a Village Centre in this area and questioned whether it would detract from downtown businesses or if it would be supported by the level of development in the neighbourhood. Most participants agreed that some small local-serving commercial would be more appropriate, such as a farmer's market, community uses, farm supplies or home-based businesses, but that more substantial commercial development like a Village Centre was not likely viable in this area.

In terms of development, most groups preferred the clustered areas of denser development in Direction 1 and emphasized that the distributed 'patchwork' infill in this direction would be costly for municipal infrastructure and would impact the area's rural character more. Groups discussed different ideas for infill and development including the use of secondary suites/residences or co-housing to support affordable and low-density rural infill, the need for more parks to support new development, and the alternative of concentrating density along corridors (like Willis Rd).



## REFINED CONCEPT & FEEDBACK

The ideas and feedback provided by community members and stakeholders at the Design Session were used to create a refined draft concept for Quinsam Heights which was presented at the Public Open House and through the online questionnaire.

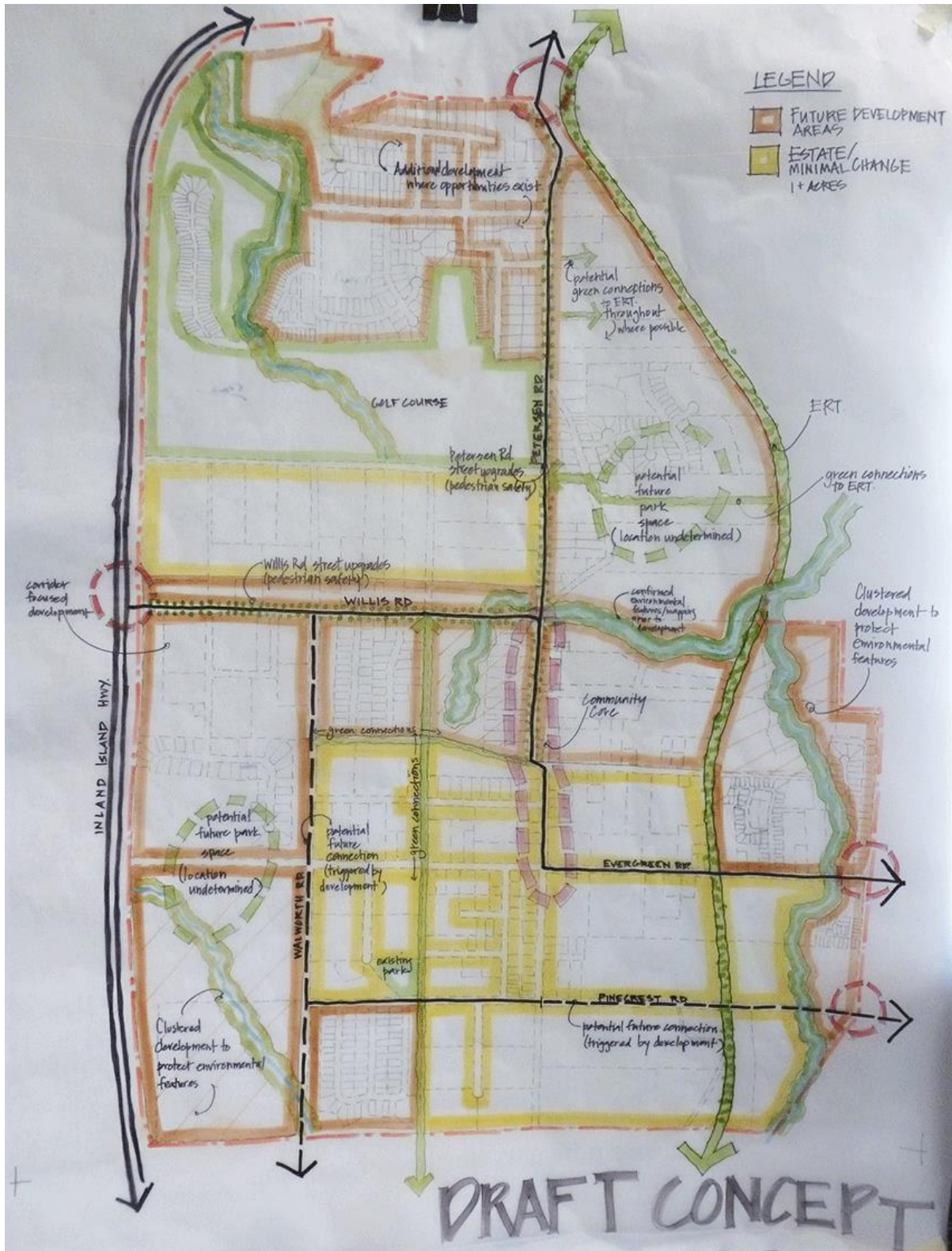
***The following provides an overview of the refined draft concept and summary of feedback from the Public Open House & Questionnaire. Detailed summaries of comments are provided in the Appendix along with a list of key questions and answers.***

### Draft Concept for Quinsam Heights

The Draft Concept combines elements from each of the draft directions as well as other ideas raised through community discussions. Key features include:

- Areas for future residential development and infill where there is existing or planned development, in areas where there is some development to link existing subdivisions together, and along major corridors.
- Preserving 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.
- Promoting ‘cluster development’ in areas with sensitive features (such as creeks or wetlands), to concentrate buildings in less sensitive areas of the parcel in order to protect more sensitive areas.
- Creating a ‘community core’ along Petersen Rd between Willis and Evergreen, with potential for some small, local retail and community uses. This means that if these types of uses were proposed for the neighbourhood, this would be a good central area to focus them in.
- Protecting natural corridors and environmentally sensitive areas throughout the area with wide natural buffers.
- Integrating more greenway and trail connections, especially to access the ERT (which will be a key consideration as the eastern edge of Quinsam Heights is developed).
- Considering the need for more parks in areas with more concentrated development.
- Considering potential future road connections (such as Walworth Rd and Pinecrest Rd). These would be triggered and funded by significant development in adjacent areas.





### **Summary of Comments Received:**

Participants from the Public Open House and Questionnaire provided feedback on the refined draft concept for Quinsam Heights. Key topics included the appropriate type and form of development, road upgrades and connections, stormwater management, appropriate uses for the community core, and pedestrian safety and trails.

As with previous consultations, there were mixed opinions about the **type and form of development** for the neighbourhood; some participants want to see the area remain the way it is while others want to integrate more housing options. Overall, participants generally agreed that it is important to preserve the area's unique rural character and sensitively integrate development in a way that is also efficient for infrastructure and transportation. Most participants seemed to prefer that development and infill be concentrated in certain areas to maintain rural areas with larger lots as well as sensitive environmental features and green spaces.

Again, there were mixed opinions about **road connections** but general agreement that it is essential to upgrade key corridors to improve pedestrian safety and provide an east-west connection (or two) to link the highway across Nunn's Creek to the rest of the City and the new hospital. Participants expressed concerns about existing traffic and potential future impacts from new development. Opinions were split about the Willis Road connection to 2<sup>nd</sup> Ave (shown in draft direction 1); some felt it was needed to handle the levels of traffic while others thought it was either not necessary or not economically or environmentally feasible. Other comments suggested Pinecrest and Evergreen as potential alternatives or interim connections.

Participants emphasized the importance of **comprehensive stormwater management** to protect creek headwaters and wetlands, maintain creek flows and address drainage issues throughout the neighbourhood.

Comments were generally supportive of the **community core** area, reinforcing earlier input that a Village Centre is not appropriate for the area but some small local retail (like a farmer's market) and or community uses/gathering places would be suitable and desirable.

And, as in earlier activities, participants emphasized the need to **improve pedestrian safety on roadways and enhance trails** to provide more options for recreation and active transportation.



## ANTICIPATED DIRECTIONS:

Based on the feedback received, proposed directions for Quinsam Heights will be refined further. This will likely include:

- Creating a new designation for 1+ acre rural areas in Quinsam Heights as they don't currently fit any existing residential zones.
- Determining appropriate types/forms of development for identified 'future development areas'.
- Making adjustments to the concept plan and developing a list of implementation actions.
- Updating OCP and Zoning maps and designations.
- Identifying any necessary changes to transportation and infrastructure policies.

## NEXT STEPS

We will use the community input to date to refine these early directions into draft policies for the updated Official Community Plan. We will bring these back for your review and comment in Consultation 3 before they are finalized and presented to Council. There will also be 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.

## UPCOMING EVENTS & ACTIVITIES

**Consultation 3** – Join us at the Sportsplex (Room 1) on Wednesday, June 22<sup>nd</sup> to review and comment on the refined draft policies. Drop-in anytime from 6 p.m. to 9 p.m. and make sure we're on the right track before we finalize the plan and present it to Council.

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



# APPENDIX A: DETAILED SUMMARY OF COMMENTS ON QUINSAM HEIGHTS

## GROUP COMMENTS ON DRAFT DIRECTION 1

The following is a summary of key comments from three group discussions at the Quinsam Heights Design Session.

### Group 1 Comments on Direction 1

- Roads and Connections
  - Figure out infrastructure/road connections first, then plan development (others noted that development needs to happen at the same time to pay for roads)
  - Concerns that Willis road extension will impact creeks and greenspace
  - Access to the hospital needs to be determined (whether through Willis or Evergreen)
  - Area needs to be walkable and scooter friendly if seniors are going to live here, consider connections and accessibility
  - Park Forest Drive could potentially connect to a portion of northern end of the ERT to provide a link to Homewood Rd or Maple St
- Village Centre Location
  - The proposed location of the Village Centre at Willis and Petersen is too close to the sensitive creeks and green space in Nunn's Creek. It would be better closer to rural areas to support a local farmers market.
  - Consider the old elementary school site at Petersen and Evergreen as a potential site for a Village Centre
- Waterways and stormwater
  - Need significant buffers around creeks and wetlands as well as the ERT, important headwaters and wetlands that will impact creek flow
- Type and Form of Development



- Good consideration of current lot size as it relates to development potential
  - Large lots needed for rural uses, farming
  - Large lots increase pressure for urban sprawl elsewhere
  - Cluster units/density on lots to preserve green spaces, need to allow clustering in the Zoning Bylaw (*2 comments*)
  - Consider density transfer or density bonusing to preserve certain areas and develop others where it makes sense
  - Keep it less dense near the ERT and leave a large buffer, don't fragment this trail with too many road crossings.
  - Identify the market and who will be living here, lots of seniors moving here but also young families
- General Comments
    - What's the population of this neighbourhood now and what is the expected population? (others noted it would depend on the level of development as there is no target population set for the area)

### Group 2 Comments on Direction 1

- Roads and Connections
  - Concerns about Willis Road connection - significant cost, environmental issues, concerns about expropriation of property (*3 comments*)
  - Willis to 2<sup>nd</sup> Ave would provide a good connection to the hospital
  - Willis connection to 2<sup>nd</sup> and Petersen connector will connect both highways
  - Both Pinecrest and Evergreen would be needed to move traffic through if Willis Rd extension doesn't happen
  - Currently there is a bottleneck at Petersen and Evergreen, too much north-south traffic (*2 comments*)
  - Can't connect Evergreen to the highway (as highway intersections are provincial jurisdiction and there is already an intersection nearby at Willis)
  - Connect Walworth to service new subdivisions and provide another north-south connection, develop as a public-private partnership (*3 comments*)
  - Owners currently unable to develop Walworth Rd because under current zoning, there is not enough frontage to pay for a new road
  - Add an easement through the golf course to provide a pedestrian route to the school



- Need sidewalks on Willis and Petersen
- Waterways and stormwater
  - Water flow and runoff, perception is that there is enough water to support agricultural use but some creeks are drying up, flows must be maintained
  - Beaver ponds in Nunn's Creek (just south of the proposed Willis Rd connection) make this area very wet, not ideal for development.
  - Waterway must be channeled properly to Simms Creek
  - Space for stormwater treatment near Willis and Petersen is needed if sidewalks are to happen
- Village Centre Location
  - What about the Evergreen school site for a commercial centre?
  - Commercial centre at Petersen and Croation is good for property values in this area
- Type and Form of Development
  - What about affordability? Most people can't afford big lots, low income homes are in short supply and disappearing fast, trailers provide affordable options (*3 comments*)
  - Rental crisis, keep rural but create residential as well to meet demand
  - A mix of development is good but higher density multi-family won't be built in this area
  - Quinsam Heights should stay as it is, maintain a majority of large lots and rural character, important for local food production (*2 comments*)
  - Should be able to have organic gardening next to greenspaces and waterway
  - A challenge to preserve rural character if a certain level of development is needed to pay for infrastructure upgrades and servicing
  - There is potential for a huge tax base here which is needed to pay for upgrades
  - Zoning is based on what you would like to have vs. what is in demand – this is backwards
  - The increase in population over the next 30-40 years will create more demand for housing in this area, will need 1,000 hectares of land for single family homes
  - Avoid patchwork of municipal infrastructure
  - Density and affordability should be considered overall for the City; if considered just for Quinsam Heights it creates artificial constraints



- General Comments/Questions
  - What will happen to money from development cost charges gathered to date (for things like road upgrades) if the plan changes

### Group 3 Comments on Direction 1

- Roads and Connections
  - Need east-west connections, need 2 connections to the highway (*2 comments*)
  - Consider interim connections through Petersen and Evergreen
  - ERT Greenways Loop, key connection and link to Beaver Lodge Lands, key pedestrian corridor but need better access to it (*2 comments*)
  - Need a network of connectivity – what will interim conditions be like?
  - Sidewalks, pedestrian safety an issue (*2 comments*)
  - Where do rural and urban road standards apply?
- Waterways and stormwater
  - Highway cuts off creek headwaters
  - Environmental mapping needs to be updated
  - In the southwest parcel, there are wetlands and tributary streams to Nunn’s Creek, headwaters for 3 watersheds near this area
  - Kingfisher Creek Watershed in the northern area of the golf course
  - Stormwater holdings pond along the ERT around Croation
- Type and Form of Development
  - Clusters of denser development seems to go against what current residents want?
  - Be clear with zoning for areas of ‘no to minor change’
  - Be careful about development rights for any changes
  - Areas to the east of Legacy Heights may be a better area to cluster development and infill – connect to existing subdivisions



## GROUP COMMENTS ON DRAFT DIRECTION 2

The following is a summary of key comments from three group discussions at the Quinsam Heights Design Session.

### Group 1 Comments on Direction 2

- Roads and Connections
  - Possible right-in/right-out intersection at Evergreen and Inland Island Hwy?
  - Fix alignment of Petersen at Croation
  
- Waterways and stormwater
  - Important wetland just before intersection of Willis and Petersen
  
- Village Centre
  - Local serving commercial or community uses like farm supplies, farmers market, incubator farm, community kitchen, agricultural info, tool exchange
  - Would be nice to see a park or community gathering space somewhere. Possibly at the Evergreen school site?
  
- Type and Form of Development
  - Need a definition and parameters about 'estate' lots
  - No market demand for larger lots
  - Need density clustering in rural infill areas
  - Secondary suites and dwellings would be a good approach for sensitive rural infill - adding without impacting the character of the area (save space for farms and nature), would also help to provide accommodations for farm workers
  - Prefer Direction 1 with 2 larger clusters of development rather than spread throughout the area
  - Consider co-op housing as a form of rural infill, would be great for seniors
  - Is the aim just to build houses or are we looking to improve the flavour of Campbell River?
  - Set aside streams and agricultural land, then use density bonusing in areas near green space
  - Need a parks plan to provide for new development/residents



## Group 2 Comments on Direction 2

- Village Centre
  - Commercial centre location needs to match surrounding development (i.e., not around estates)
  - Needs a centre
  - Is a commercial centre necessary in Quinsam Heights?
  
- Waterways and stormwater
  - Drainage/stormwater a problem at Petersen and Evergreen as well as the mobile home park at Petersen and Croation
  - Water flow through the southern parcels (including the large parcel just south of Quinsam Heights) must be examined closely
  - Stormwater detention ponds are important for creek health
  
- Type and Form of Development
  - RM-2 (low to medium-rise multi-family) density not achievable in this area
  - Prefer small pockets of higher density development
  - People purchased property based on current rural character, not fair to change this now
  - One property owner did not like the 'no to minor change' designation of their property in this Direction – wanted more density
  - Another property owner likes what is there now – houses set back from the road, lots of greenery, large lots, no apartments or compact houses
  - Value quality of life and rural lifestyle in this area
  - Are we planning 5-10 years ahead or 30 years ahead? There would be different densities...
  
- General Comments/Questions
  - We've had consultations over the past 20 years, how many times do we have to do this?

## Group 3 Comments on Direction 2

- Roads and Connections
  - Need 2 crossings/connections to the highway
  - Rural road standard inconsistent with current development



- Consider a different road standard on Willis and Petersen (at the bottom of the hill), needs to be safe and accessible for pedestrians and cyclists
- Village Centre
  - If there's commercial, would it detract from the downtown?
  - Would rural infill support a Village Centre?
  - Home-based commercial would be okay
- Type and Form of Development
  - Consider density along corridors (like Willis Rd)
  - Patchwork, does it make sense? Do we need this much infill?
  - Expensive for infrastructure
  - Clusters of rural areas rather than clusters of development
  - Would this maintain agriculture/farming?
  - Too expensive for conventional farming
  - Doesn't maintain rural character
  - Wouldn't this end up a mess?
  - Compensation to land owners?
  - Clusters – hard on infrastructure, hard to do when land is already owned
  - Need better connectivity everywhere
  - Eastern area is very convenient, close to the rest of the City and employment and great views



## COMMENTS ON REFINED DRAFT CONCEPT

The following is a summary of key comments from the Public Open House & Questionnaire.

- **Maintain the area’s rural character, preserve large lot rural areas and green spaces, and integrate development where it makes sense (32 comments total)**
  - Quinsam Heights is unique with its rural feel/lifestyle so close to the downtown, people moved here for the character and want to maintain it; we need food security, not cookie cutter subdivisions (7 comments)
  - Like the idea of clustered development to protect larger lot rural areas and green spaces; this approach will be more economical to service and help to maintain the area’s character while integrating more density within City boundaries to avoid urban sprawl (6 comments)
  - Prefer to spread rural infill throughout the neighbourhood, think this would maintain the character more without concentrating too much density in one area (3 comments)
  - Leave rural areas and green spaces alone and then look at small pocket areas for gradual development (2 comments)
  - Like the idea of cluster development or density bonusing to protect sensitive green spaces (2 comments)
  - Overall I like the draft concept
  - Like the idea of a park in Forest Grove area
  - Don’t like Country Estate designations, this is not a desirable size, keep larger acreages for rural or develop smaller, more affordable lots
  - Break larger agricultural parcels into small farms (plots for 1-2 families)
  - Preserve larger parcels for farming and allow secondary dwellings to provide housing for farm hands
  - Would prefer to see development cluster align with Legacy Estates and expand towards McPhedran rather than going north along the highway to Willis (as this is sensitive wetland/habitat area)
  - Do not think southwest portion should be developed, the current access (one way in, one way out) will impact existing traffic and strain roadways
  - Properties fronting onto potential future road connections should be at least R1 or RM1 to make it feasible for owners to develop the roads
  - Support low to medium density residential around a Village Centre at Petersen & Croation



- Hope to see future development in the City shift to higher densities (i.e., multi-storey) with thoughtful design rather than cookie cutter subdivisions – this is how we will protect our rural/green spaces for the future
- Get the zoning information out to all property owners so they know for sure what will happen to their properties and the whole area
- Group hobby farms together adjacent to the Agricultural Land Reserve where they belong, they make only minor contributions to food security
- **Upgrade roads and improve connections to address traffic (20 comments total)**
  - Support Willis Road connection to 2<sup>nd</sup> Ave, alternatives can't handle the traffic flow, this will help to use the highway as a north-south route (8 comments)
  - Don't support Willis Road connection, it is economically unfeasible and will have environmental impacts; there are numerous other ways to access Dogwood, provide a greenway or trail but not a road (4 comments)
  - Too much traffic! People use Willis and Petersen to avoid Dogwood and traffic will increase further with more development; need road upgrades and to funnel some traffic to Pinecrest and Evergreen as an interim measure (4 comments)
  - Upgrades to Pinecrest and Walworth should be developer driven and funded
  - Don't support Walworth Rd as a connector, this would ruin the peaceful Shetland Road area
  - Connect Pinecrest with South McPhedran Road
  - We need better connectivity, imagine trying to evacuate the City in the event of an emergency
- **Address stormwater management and protect waterways (13 comments total)**
  - Need a comprehensive stormwater management plan and better mapping to create a network of stormwater infrastructure (with an emphasis on natural features) to protect headwaters for Nunn's Creek and Simm's Creek, maintain creek flows and avoid drainage issues (8 comments)
  - The southwest parcel is basically all a wetland, any development (even sensitive cluster development) would impact headwaters to Simms Creek (2 comments)
  - Identify all green spaces and riparian corridors and work with existing landowners to protect them, don't wait for development (2 comments)
  - Where possible, dedicate public green space to supplement riparian areas and provide wildlife habitat so it's not all on private lands





- **Support small, local uses in the Community Core Area but not a full Village Centre** *(12 comments total)*
  - Support some small, local shops and community uses like a farmers market, educational/demo farm, and public park around the old Evergreen school site *(7 comments)*
  - Don't think a full Village Centre is needed in this area as it is so close to the downtown and other shopping areas *(3 comments)*
  - Like the original location for the Village Centre at the corner of Petersen & Croation (as designated in the existing OCP)
  - Decide what level of commercial/industrial is appropriate and how far back they should be set
  
- **Address pedestrian safety on roadways** *(9 comments total)*
  - Upgrade Petersen & Willis to improve pedestrian safety - add sidewalks and address drainage issues *(4 comments)*
  - General concerns – need sidewalks, culvert improvements, better lighting and address speeding traffic to improve pedestrian safety, especially routes to schools *(3 comments)*
  - Upgrade Cheviot Rd and add sidewalks to improve pedestrian safety, blind spots going up the hill make it dangerous for pedestrians *(2 comments)*
  
- **Provide a pedestrian/cyclist trail network and maintain the ERT** *(8 comments total)*
  - Like the idea of more greenways and trails to support recreation and active transportation in the neighbourhood and to other parts of the City *(3 comments)*
  - Maintain the integrity of the ERT, leave a significant buffer around the corridor and maintain the mature tree canopy *(2 comments)*
  - Formal protection of the ERT is needed
  - Develop Pinecrest and Merecroft as pedestrian/cyclist greenways and connect to the Seawalk
  - We don't need more connections to the ERT, it can already be accessed in 3 places, instead provide more room for parking at the end of Croation
  
- **General Comments** *(3 comments total)*
  - Heard during discussions that Quinsam Heights is an affluent area – the only affluent ones are the developers
  - The revised concept seems to be status quo with what's happening on the ground with developers
  - Need to calculate the costs of required road and infrastructure upgrades



## KEY QUESTIONS

The following is a list of key questions from comments from the Public Open House & Questionnaire. Responses have been provided. For additional information, please contact the City's Community Planning and Development Services Department at 250-286-5725 or [planning@campbellriver.ca](mailto:planning@campbellriver.ca)

- **Q:** Do we need growth? What is the actual vacancy rate in Campbell River? How many more homes do we need right now?
  - **A:** *The City has seen rental vacancy rates drop significantly in recent years; in 2015, vacancy rates fell to 2.7% from 6.7% in 2014<sup>2</sup>. The City's population is projected to grow by 11% over the next 10 years. If housing preferences don't change, this will require about 1,150 houses, 250 duplexes, and 750 apartments, or around 130 hectares of land. See the Recent Trends section and 2015 Residential Market Update for further details.*
- **Q:** Why is the City trying to rezone Quinsam Heights? If a land owner wants to develop their property then they can bear the costs of rezoning, not the tax payer through this process...
  - **A:** *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 residents want to maintain the neighbourhood's rural character while sensitively integrating a limited amount of new development/density. To achieve the community's desired vision for the area, zoning and OCP designations must be updated accordingly.*
- **Q:** Confused by the lack of orange in the refined draft concept (which signified minor rural infill in the previous drafts) – do the brown areas include rural infill too?
  - **A:** *The refined draft concept identifies areas with larger parcels to maintain for rural uses (yellow) as well as areas that could be appropriate for more intensive development (brown). The rural areas would be kept at 1 acre or larger; so, some of the larger parcels may be subdivided into smaller ones, as long as the new properties are still at least an acre. These areas would also be able to integrate secondary suites or residences if they chose. Areas for more intensive development would support infill over time as supported by zoning and market conditions.*

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<sup>2</sup> CMHC (2015). Rental Market Report: British Columbia Highlights. Available at <https://www03.cmhc-schl.gc.ca/catalog/productDetail.cfm?lang=en&cat=59&itm=19&fr=1434389350906>



- **Q:** Shouldn't the City be responsible for creating appropriate infrastructure? Rather than creating piecemeal sidewalks through one development at a time...
  - **A:** *The City has adopted various bylaws over the years that place the cost of new infrastructure that supports new development onto the developer of the lands. This is very typical amongst municipalities and is triggered by subdivisions or larger building permits. These same bylaws also set the type of infrastructure required (size of water main, where sidewalks are placed, how big the road is, etc.). If the community wished the City to take on more improvements, like whole stretches of sidewalks instead of pieces, then existing funding would need to be re-allocated from other projects or more funding (through user fees or taxation) would need to be collected from the existing residences and businesses.*
  
- **Q:** Why not connect Evergreen from Inland Island Highway through to the new hospital?
  - **A:** *Highway intersections are under the jurisdiction of the Ministry of Transportation and Infrastructure, not the City. To maintain the flow of traffic, highway access points are limited; because there is an intersection nearby at Willis Road, it is very unlikely that another intersection would be permitted for Evergreen.*
  
- **Q:** Not sure what the 'community core' is – is this somehow an improvement over the Village Centre idea?
  - **A:** *The proposed community core in the refined draft concept is a general area where some small local-serving retail or community uses would be supported. We heard from residents that a Village Centre with higher density commercial and residential isn't appropriate in this area but a few small shops (like a farmers market) and community gathering places would be suitable and desirable for the neighbourhood.*
  
- **Q:** Like the idea of cluster development but who takes ownership of the preserved green spaces? Hopefully the City or Province...
  - **A:** *Generally, with cluster development, the preserved area is protected through a conservation easement or covenant. This is an agreement between the landowner and local government to protect an area from development that is linked to the title of the property so it is permanently protected. However, the easement land is still privately owned. In exchange for managing the land, the land owner may receive a tax benefit or be allowed to develop at a slightly higher density in another portion of the property.*





- **Q:** What does this area have to do with Quinsam Road?
  - **A:** *This process is focusing on the Quinsam Heights neighbourhood which, ironically, does not include Quinsam Road.*

