



# REQUEST FOR DECISION

**TO:** Mayor and Council **MEETING DATE:** January 11, 2023

**FROM:** Senior Development Planner

**SUBJECT:** **Permission to Proceed for Rezoning Application for 52 Townhomes, Upper Derby Road (Sawarne Lumber Co.)**

**FILE NO:** 3360-2022-08

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## RECOMMENDATIONS

1. That Council direct staff to prepare Official Community Plan and Zoning Bylaw Amendments for Rezoning Application for 52 Townhomes at Derby Road (Sawarne Lumber Co.).
  2. That Council direct the applicant to host a public information meeting pertaining to the proposed development.
  3. That the applicant provide a report prepared by a registered professional, evaluating water conservation methods in order to significantly reduce Sunshine Coast Regional District water consumption, including, but not limited to:
    - a. rainwater harvesting for outdoor irrigation of landscaping, and
    - b. greywater re-use within dwelling units.
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## PURPOSE

The purpose of this report is to present for Council consideration a rezoning application for townhomes to be located on a 1.37-hectare portion on the Remainder of District Lot 1384 north of Derby Road.

This Permission to Proceed report is intended to give Council and the community an opportunity to review this application and provide feedback prior to staff engaging in comprehensive review.

In addition to a Zoning Bylaw amendment a minor Official Community Plan (OCP) amendment is required to reconfigure the Institutional land use designation that was previously introduced as part of the Trellis Silverstone Care Facility.

## OPTIONS

1. Adopt the recommendations presented above.
2. Defer the application pending additional information as directed.
3. Reject the application.

## DISCUSSION

### Context/Background

Sawarne Lumber Co. Ltd. has applied to rezone the subject property to facilitate a strata townhouse development. Collectively the Remainder of District Lot 1384 and Lot A District Lot 4295A are collectively referred to as “Silverstone Heights”. These lands have been developed through two previous phases for a total of 86 single-detached residential lots. Also, independently of the two previous phases, the Trellis Silverstone Care Facility development was the subject of a rezoning application. The subject property is a portion of the overall larger property.

Table 1: Site Information		
Applicant / Owner	Sawarne Lumber Co. Ltd.	
Civic Address	Derby Road	
Legal Description	Remainder of District Lot 1384	
Size of Property	Proposed Property approx. 1.375 ha	
Development Permit Areas	Development Permit Area No. 7 (multiple family residential)	
Zoning Designation	Existing: RU-1 (Rural Residential One)	Proposed: R-5 (Medium Density Residential Five)
OCP Designation	Existing: Civic, Institutional, Utilities and Multifamily Mixed Residential	Proposed: Multifamily/Mixed Residential

The development proposal requires both a Zoning Bylaw Amendment and an Official Community Plan Bylaw Amendment in order to facilitate the proposed 52-unit townhouse development.

The proposal consists of 11 two to three storey buildings surrounding a central outdoor amenity area with a single shared access off Derby Road. The buildings and internal roads generally follow the natural topography of the land which slopes south to north.

Units range in size and configuration depending on the type of building. There are four building types proposed with some being duplicated or mirrored.

Table 2: Unit Summary		
Unit Type	Number of Units	Livable Floor Area*
1-Bedroom	4	491-614 ft <sup>2</sup>
2-Bedroom	30	1156-1382 ft <sup>2</sup>
3-Bedroom	18	1145-1537 ft <sup>2</sup>
<b>Total</b>	<b>52</b>	

\* Not including garage.

At this stage conceptual drawings have been provided for preliminary review. Detailed form and character analysis for adherence to Development Permit Area 7: Multiple Family Residential will be completed at the time of Development Permit subsequent to rezoning.

**Site and Surrounding Area**

Surrounding land uses are consistent with the applicable land use designations and zoning. Existing uses are a mix of undeveloped land, existing single-detached development, and institutional uses.

Table 2: Surrounding Land Uses			
	OCP Designation	Zoning	Current Use
North	Multifamily/Mixed Residential	RU-1	Undeveloped Land
South	Residential	R-2	Single Family Development (Silverstone Heights)
East	Multifamily/Mixed Residential	RU-1	Undeveloped Land
West	Civic, Institutional, Utilities	IN-1	Trellis Silverstone Facility



Figure 1 Location Map (See Attachment 1 for larger map)

## ANALYSIS

### Master Development Agreement

From about 2009 to 2012 a comprehensive land use plan including the Silverstone Heights lands was initiated by the applicant, however, the plan was not completed prior to the approval of Phase One rezoning. A restrictive covenant was required as a condition of rezoning “given the preliminary nature of [the Applicants] development proposals”.

The Covenant (CA3315855) required that a more detailed “Master Development Agreement” including future land uses, densities, park land, infrastructure and transportation and the phasing and timing of development.

### Discharge upon Replacement Covenant

5. The Transferor further covenants and agrees that it intends on advancing more detailed development proposals for the Lands, including but not limited to alternative uses and density than presently existing, dedication or transfer of additional parkland, trails and minimum 15 metre landscaped buffer (on the east portion of the Lands) to the District at no cost to the Transferee, detailed proposals for infrastructure servicing, dedication and construction of Derby Road and Cowrie Street extensions and the phasing/timing of such, and upon the registration against title to the Lands of replacement covenant (master development agreement) reasonably agreed to by the parties, the Transferee agrees to discharge this Agreement from title to the Lands.

Figure 2 Excerpt from Covenant CA3315855



Figure 3 Silverstone Heights Phases

While work on the Master Development Agreement was ongoing, two further phases were approved by rezoning including the Trellis Silverstone Care Facility.

Staff are working towards agreement on the scope and terms of a Master Development Agreement to ensure sufficient comprehensive land use planning is undertaken prior to further growth within the Silverstone Heights lands.

The Master Development Agreement will be finalized prior to consideration of adoption of this townhouse development proposal. The Master Development Agreement will be presented to Council for consideration at a future meeting.

### **Official Community Plan (OCP)**

During the Trellis Silverstone Care Facility rezoning process an area of land was re-designated as Civic, Institutional, Utilities. The area was based on preliminary data and ended up larger than required. This minor amendment will reconfigure the Civic, Institutional, Utilities area to coincide with the final Trellis Silverstone Facility property after subdivision.

No changes to OCP land use policy are proposed.

#### Amenity Contributions and Affordable Housing

Policy 5.17 of the OCP encourages all applicants to include community amenities in their proposals as voluntary contributions in exchange for an increase in density. Council Policy 3.5.8 (Community Amenity and Affordable Housing Contribution) also applies. It is acknowledged that development cost charges do not cover the full range of facilities and services demanded by citizens, including upgraded parks, community facilities, fire halls, affordable housing, etc. Developers may choose to provide contributions to offset the burden placed on existing taxpayers due to increased demand for community amenities (CAC).

Staff and the developer are discussing various CAC options including land suitable for purpose built affordable housing, and information will be provided to Council in the near future and prior to consideration of public hearing for the application.

#### Traffic Study

Policy 12.10 of the OCP requires that a Traffic Impact Assessment (TIA) be required for all new development generating more than 50 new vehicle trips during peak hours. Based on TIAs prepared for similar townhome developments it is not anticipated that the proposed 52 units would meet this threshold.

### **Zoning Bylaw**

The proposed development area is presently zoned Institutional One (IN-1) and Rural Residential One (RU-1). The IN-1 zone is also a result of the Trellis Silverstone Facility rezoning and will be reconfigured as described above. The remainder of District Lot 1384 is zoned RU-1, which supports limited rural residential land uses.

The applicant proposes to use the Medium Density Residential Five (R-5) zone that allows for townhouse and two-unit dwellings up to 35 units per hectare and a Floor Area Ratio of 0.60. The

proposed 52 units would require a site-specific increase in density from 35 units per hectare to 37.8.

Alternatively, the Residential Multiple One (RM-1) zone may be a choice as it allows for townhome uses at densities up to 50 units per hectare and would also be consistent with the OCP land use designation. Staff will explore this option with the applicant if Council decides to direct staff to draft bylaw amendments.

<b>Table 4: Zoning Analysis</b>			
	<b>Existing Zoning Residential One (RU-1)</b>	<b>Proposed Zoning Medium Density Residential Five (R-5)</b>	<b>Alternative Zoning Option Residential Multiple One (RM-1)</b>
Permitted Uses	Single-Detached Dwelling	Townhouse Two-Unit Dwelling	Apartment Townhouse Two-Unit Dwelling
Density	2 dwellings per lot if 1 ha or larger	35 units/ha and FAR 0.6	50 units/ha and FAR 1.4
Minimum Lot Size	2 ha	4,000 m <sup>2</sup>	350 m <sup>2</sup>
Setbacks	7.5 m – Front / Rear 3.5 m – Interior Side 5 m – Exterior Side	5 m – Front / Rear 1.5 m – Interior Side 4 m – Exterior Side	5 m – Front / Rear 1.5 m – Interior Side 4 m – Exterior Side
Lot Coverage	5% to 25%	50%	75%
Height	8.5 m	10.5 m	11 m Townhouse 12 m Apartment
Off-Street Parking	2 spaces per dwelling unit	2 spaces per dwelling unit 0.2 spaces per dwelling unit - (visitor)	2 spaces per dwelling unit 0.2 spaces per dwelling unit - (visitor)

### **Development Permit**

The development is subject to Development Permit Area (DPA) 7: Multiple Family Residential.

DPA 7 guides the form and character of multifamily residential development and provides guidelines to achieve the following objectives:

- *To support a variety of housing forms that provide appropriate and affordable housing for all segments of the population.*
- *To ensure a high quality of urban design and livability for all higher-density housing.*
- *To use a distinctive design character to create identifiable neighbourhoods.*

- *To ensure that new development is compatible with surrounding uses.*

Additional analysis of form and character guidelines will be undertaken should Council direct staff to proceed with the application. The applicant has provided preliminary Development Permit design narrative (Attachment 2).

### **Works and Services**

Subdivision and Development Control Servicing Standards Bylaw No. 430, 2003, regulates the provision of works and services required at the time of development of land. Owners are required to provide works and services on the portion of the road adjacent to the site being developed, up to the centre line.

Additional analysis on impacts and capacity of existing utilities including water and sewer will be provided should Council provide direction to proceed with the application. A preliminary overview of servicing was prepared by Creus Engineering Ltd. (Attachment 5)

### Transportation

Access to the proposed development is off Derby Road. Future transportation linkages to the east and north may provide alternative routes to the downtown area.

### Sewer

An existing 250 mm sewer main is located along Derby Road. Considering the anticipated growth in the catchment area and the proposed development a downstream capacity analysis will be required to ensure enough capacity in all sewer pipes between the development and the Water Resource Centre (WRC).

### Water

400 mm Sunshine Coast Regional District (SCRD) watermains are located on Derby Road. The proposal will be referred to the SCRD to determine if the development can be adequately serviced. The applicant has committed to implementing water conservation features including stormwater retention and rainwater harvesting for irrigation of private and strata outdoor areas.

Staff are recommending that Council endorse a resolution to require that a report be provided by the applicant evaluating available water conservation methods including greywater re-use.

### Storm Drainage

Existing 600 mm drainage pipes are located along Derby Road. Higher level storm water assessment and environmental review is being completed as part of comprehensive land use planning for the subject property. On-site stormwater retention and infiltration will be the focus of the central amenity area which features a stormwater retention pond.

### Solid Waste

Solid waste collection areas must be provided in accordance with Solid Waste Collection Control and Disposal Bylaw No. 598, 2021. The proposal will be referred to the SCRD to ensure solid waste disposal capacity in accordance with the SCRD Solid Waste Management Plan. At this time centralized collection is proposed with further review required by the Engineering Department.

## Transit

The development site is within 200 m of the #2 (West Sechelt) bus route. Future transit plan indicates that route #2 will travel in both directions along Cowrie and Derby. At present the bus travels east to west through this area and then returns along the highway. Two-way bus travel will be a benefit to this neighbourhood.

## **POLICY IMPLICATIONS**

### **Official Community Plan**

This proposal involves a minor OCP amendment to realign the Civic, Institutional, Utilities designation with the Trellis Silverstone Facility.

### **Housing Needs Report**

The 2020 Sunshine Coast Housing Needs Report noted the need for diversified housing options including townhomes and apartments. This includes a variety of unit sizes from studio to three-bedroom units to accommodate both smaller households and families.

Attached housing is generally less costly than equivalent sized single-detached units and provide alternative options from the dominant single-detached housing form in the District of Sechelt.

## **SUSTAINABILITY PLAN IMPLICATIONS**

Further review of the proposed development in the context of goals and policies will be undertaken should Council provide permission to proceed.

The applicant has considered and completed the Sustainability Checklist (Attachment 6).

## **Financial Implications**

### Development Cost Charges (DCCs)

All developments are required to pay DCCs prior to building permit issuance as required by Development Cost Charges Bylaw No. 554 and Sunshine Coast Regional District Development Cost Charges Bylaw No. 693.

The following DCCs apply to the proposed development:

<b>Table 4: Development Cost Charges</b>					
<b>Use</b>	<b>Drainage</b>	<b>Sewer</b>	<b>Roads</b>	<b>Parks</b>	<b>Water*</b>
52 Townhouse Units	\$86,684 (\$1,667 /unit)	\$36,400 (\$700 /unit)	\$480,740 (\$9,245 /unit)	\$185,380 (\$3,565 /unit)	\$167,566 (\$20.10 /m <sup>2</sup> )

\*Regional Water Service Area DCCs remitted to the SCR.D.

It is estimated that the development will generate approximately \$956,770 in DCCs (\$18,399 per unit).



## Amenity Contributions

Additions to statutory reserves for affordable housing and amenity contributions may be realized subject to negotiation and voluntary contribution. Staff are discussing land contributions in lieu of affordable housing contributions and detail will be presented to Council in the future.

## **Communications**

Should Council direct staff to proceed with drafting bylaw amendments, further review of the application will be undertaken. Referrals may be sent to all relevant agencies and groups including, but not limited to, the Advisory Planning Commission, West Sechelt Community Association, and Sechelt Fire Department.

A public information meeting will be required to inform the community and provide opportunity for comment.

A staff report presenting bylaw amendments will be presented to Council at a future date.

Respectfully submitted,

Sven Koberwitz  
Senior Development Planner

### Attachments:

- 1 - Context Map, Zoning, and OCP Land Use
- 2 - Development Narrative
- 3 - Architectural Plans
- 4 - Landscape Plans
- 5 - Servicing Statement
- 6 - Sustainability Checklist

<b>Reviewed by:</b> A. Allen, Director of Planning & Development	<b>X</b>
<b>Reviewed by:</b> K. Dhillon, Director of Engineering & Operations	<b>X</b>
<b>Reviewed by:</b> D. Douglas, Director of Financial Services	<b>X</b>
<b>Reviewed by:</b> L. Vickers, Communications Manager	<b>X</b>
<b>Reviewed by:</b> K. Poulsen, Acting Corporate Officer	<b>X</b>
<b>Approved by:</b> A. Yeates, Chief Administrative Officer	<b>X</b>