

REQUEST FOR DECISION

TO: Council **MEETING DATE:** March 19, 2025
FROM: Ian Holl, Development Planning Manager
SUBJECT: **Master Plan and Rezoning for Derby Road (52 Townhouses) and Granite Road (80 clusterhomes)**
FILE NO: 3360-2022-08 / 3360-2022-10

RECOMMENDATIONS

1. That Official Community Plan Amendment Bylaw No. 492-32, 2023 be read a second time as amended.
2. That Official Community Plan Amendment Bylaw No. 492-32, 2023 as amended be referred a second time to relevant organizations for comment as part of early and on-going engagement, pursuant to Section 475 of the *Local Government Act* and Council Policy 3.3.7.
3. That Zoning Amendment Bylaw No. 580-04, 2023 be read a second time as amended.
4. That Zoning Amendment Bylaw No. 580-12, 2023 be read a second time as amended.
5. That upon completion of the referral period, staff be authorized to schedule a Public Hearing for OCP Amendment Bylaw No. 492-32, 2023.
6. That prior to consideration of adoption, the applicant shall:
 - a. Confirm their water demand reduction and conservation plans to be implemented at the development permit stage.
 - b. Register a section 219 covenant regarding development agreement to address potential phasing, park and road dedications, as well as timing of dedications, construction and commitment to evaluating the effects of the development on the District of Sechelt sewer model and Sunshine Coast Regional District water model, etc.
 - c. Register a section 219 covenant on title to secure the payment of an agreed upon Community Amenity Contribution based on Council policy to be split equally between the Community Amenity and Affordable Housing Reserve funds, prior to building permit issuance.
 - d. Register a section 219 covenant on title to protect environmentally sensitive areas and wildlife corridors and establish appropriate buffer areas with suitable landscaping and fencing requirements.
 - e. Discharge Covenant CA3315855 to be replaced by covenants referenced in recommendation 6 b, c and d.

PURPOSE

To present Council with a report regarding two rezoning applications from the same landowner that are within an area that requires significant master planning before proceeding with further development proposals. Since Council's last consideration in December 2023, the applicants have undertaken substantial work to inform the master planning aspect. An Official Community Plan (OCP) amendment bylaw (representing the master land use plan) and two Zoning amendment bylaws have been updated for consideration of second reading.

OPTIONS

1. Defer the application pending additional information as directed.
2. Reject the applications.

DISCUSSION

Second Referral

In accordance with the *Local Government Act* and Council policy, staff would refer the master land use plan package (OCP and Zoning amendment bylaws) to external organizations for their review and comment. Staff will present an information report to Council prior to the public hearing to summarize the referral comments and any recommendations plus confirm the outcome of the proposed rezoning conditions. If necessary, bylaw changes could be proposed and second reading given again as amended. This will provide for clarity and transparency in advance of a public hearing.

Second Public Hearing

Staff would schedule the public hearing once the second referral of the OCP amendment bylaw and master land use plan is completed. Staff recommend that the public focus on the OCP amendment bylaw only. Once the OCP amendment bylaw is adopted then the two zoning amendment bylaws for the Granite and Derby rezonings would be considered consistent with the OCP. This means that no public hearing would be required for those rezonings.

Conditions to be met prior to adoption

In addition to the standard covenants for securing community amenity contributions (payable at building permit stage) and water conservation and demand reduction commitments, staff propose conditions regarding finalizing the development agreement and protection for environmentally sensitive areas and wildlife corridors. There would also be commitments to running the master land use plan through the District's sanitary sewer model and the SCRD's water model. This will provide more information on infrastructure capacity issues as the process moves forward and confirm land use designations and related density allotments.

Legislative Context

Zoning Bylaw No. 580, 2022 was updated to reflect the Bill 44 requirements and the new default potential of up to four dwelling units on a lot serviced by water and sewer is an ongoing factor. This is a consideration for the rezoning application on the corner of Granite and Derby roads and similar development within the Residential land use designation, where there are multiple small units planned on residential parcels. The Derby rezoning, east of the Silverstone Care facility, falls within the Multifamily Mixed Residential land use designation which contemplates a higher density in accordance with OCP policies, in this case townhouses.

Background

Sawarne Lumber Co. Ltd. has applied to rezone the subject properties to facilitate a strata townhouse development and a strata cluster house 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 properties are a portion of the overall larger parcels and are located to the west (cluster) and east (town houses) of the Silverstone Care Facility.

Council passed the following resolutions at their December 20, 2023 meeting.

That Council give first reading to Official Community Plan Amendment Bylaw No. 492-32, 2023.

That Council consider Official Community Plan Amendment Bylaw No. 492-32, 2023 in conjunction with the District of Sechelt Financial Plan and Waste Management Plan, pursuant to Section 477 of the Local Government Act.

That Council refer Official Community Plan Amendment Bylaw No. 492-32, 2023 to relevant organizations for comment as part of early and on-going engagement, pursuant to Section 475 of the Local Government Act and Council Policy 3.3.7.

That Council give first reading to Zoning Amendment Bylaw No. 580-04, 2023.

That Council give first reading to Zoning Amendment Bylaw No. 580-12, 2023.

That prior to consideration of second reading, staff and the applicant shall agree on further detail relating to:

- a. Current and future road dedications*
- b. Current and future park dedications*
- c. Preliminary servicing and its integration with other assessments regarding environmental, archaeological, drainage, etc.*

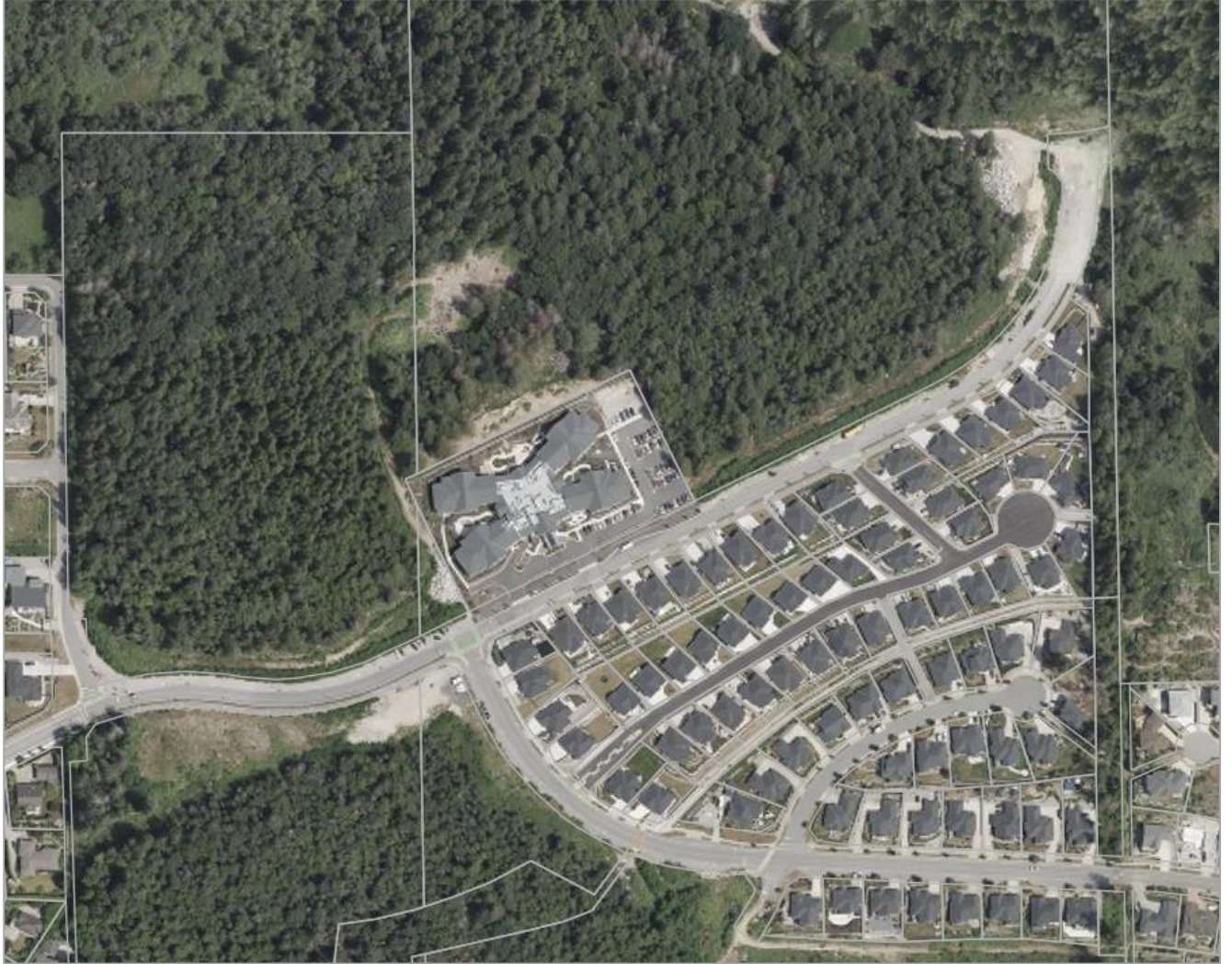


Figure 1 – General Site Location Map of two rezoning locations

Master Development Agreement

As noted in the First Reading report from December 2023 and the Permission to Proceed report from January 2023, 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

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

Table 1 – Application Information

Applicant	Aplin Martin
Owner	Sawarne Lumber Company Ltd.
Civic Address	Derby Road, Granite Road
Legal Address	Remainder DL 1385, DL 1384, Plan LMP43915 / Lot Remainder A, DL 4295A, Plan43915
Size of Properties	1.375 ha / 3.8 ha
OCP Designation	Existing: Multifamily Mixed Residential / Residential / Civic, Institutional Utilities / Neighbourhood Commercial New: Future Residential / Village Mixed Use
Zoning Designation	RU1
DP Areas	DPA No. 2, 5, 7, 8, 9

POLICY AND BYLAW IMPLICATIONS

Official Community Plan

Master Plan

The master land use plan presented in Attachment 1 would form a critical part of the OCP amendment. There are proposed changes to the extent of Residential vs. Multifamily Mixed Residential where large areas between Derby and Highway 101 would be redesignated from Residential to Multifamily Mixed Residential. This represents an increase in density and change in house need and demand while shifting density to these areas from others that are intended to be protected for environmental or parks purposes. A new area is designated Neighbourhood Centre that was previously Residential, which is also an increased in uses and density. There is also the addition of a new Future Residential land use designation to cover the potential residential use in the significant sensitive environmental area in the northern part of the lands.

The OCP amendment also adjusts the Civic, Institutional, Utilities land use designation to fit within the Trellis Silverstone Care Facility property boundaries now that a surveyed lot has been created. This is a housekeeping item that staff are undertaking as it is directly adjacent to the subject area. The Multifamily Mixed Residential land use designation boundaries will be similarly adjusted as a result. The OCP amendment also contemplates the larger proposed area planning with respect to future land uses, road networks, and potential parks. Another minor change is to expand the Park land use designation south of Derby Road to include the actual boundaries of the now dedicated Quarry Park.

As part of the master plan the District has identified several locations for park land dedication to address both the statutory requirement for 5% of the land area at the time of subdivision, as well as the additional park land needed through the rezoning process based on OCP and Parks Master Plan policies. Based on those policies, we are looking at significant park land dedications adding up to 4 ha plus in total. Part of future construction commitments would also involve regrading of land to support park development and preliminary servicing of key locations.

The applicants have been working on the master plan for over two years now and have been meeting with planning and engineering staff on a semi-regular basis. The proposal now meets the initiatives from Bill 44, provides a variety of housing options as well as non-residential land uses and amenities. Along with conditions for consideration in advance of both public hearing and adoption, staff support the master plan concept.

Derby Road Townhomes

The Multifamily Mixed Residential land use designation boundaries will be adjusted to cover this area, but otherwise no further changes are required for this rezoning application.

Granite Road Clusterhomes

No OCP amendment is required for this rezoning in terms of land use designation. The zoning amendment is tied to the overall master planning requirement for both applications.

Both rezoning applications can be evaluated through the District of Sechelt sanitary sewer model and the Sunshine Coast Regional District water model. Staff are investigating the requirements for running the master land use plan concept and ultimate buildout through these models.

Zoning Bylaw

Both of the properties and subject areas for each application are currently zoned RU1 (Rural 1). The Derby Road townhouse site would be rezoned to R5 with site specific amendments, and the Granite Road Cluster house site would be rezoned to R6 with site specific amendments, if needed.

SUSTAINABILITY PLAN IMPLICATIONS

The master plan and rezonings meet the following goals of the Integrated Community Sustainability Plan:

1. Social Sustainability and Community Well Being
3. Environmental Sustainability
5. Planning for Climate Change
6. Sustainable Community Growth and Development

STRATEGIC PLAN IMPLICATIONS

The master plan and rezonings meet the following goals of the Strategic Plan:

1. Effective Growth
2. Housing
4. Ensuring Financial Balance
7. Commitment to Climate Change Mitigation, Adaptation, and the Preservation of the Natural Environment

FINANCIAL IMPLICATIONS

Amenity Contributions and Affordable Housing

OCP Policy 5.17 encourages 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 needed 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).

Based on Council's Policy 3.5.8, there is a rate of \$5,000 per townhouse/rowhouse/duplex/triplex unit. The Derby and Granite rezonings would both then yield a calculation of \$5,000/unit, with the final amount determined by the total number of potential units. As one of the proposed rezoning conditions, the CAC payment would be secured by a covenant to ensure payment at the building permit stage.

COMMUNICATIONS

A second referral will be done for external agencies to seek comment on the master land use plan and associated bylaw amendments.

The public hearing will be advertised and held in accordance with the *Local Government Act*.

Respectfully submitted,

Ian Holl, MCIP, RPP
Development Planning Manager

Attachments:

1. Master Land Use Plan

Associated Bylaws:

1. OCP Amendment Bylaw No. 492-32, 2023
2. Zoning Amendment Bylaw No. 580-04, 2023
3. Zoning Amendment Bylaw No. 580-12, 2023