

ADMINISTRATIVE REPORT



TO: Advisory Planning Commission
FROM: B. Newell, Chief Administrative Officer
DATE: October 20, 2020
RE: Zoning Bylaw Amendment – Electoral Area “H”

Purpose: To rezone the subject property in order to allow for construction of 8 single detached dwelling units

Owners: Granite Creek Quad Ranch Ltd. **Agent:** Jose Messner **Civic:** 1500 Blakeburn Road

Legal: Northeast ¼ District Lot 376, YDYD **Folio:** H-00711.000

OCP: Large Holdings (LH) / Agriculture (AG) **Zone:** Large Holdings Two (LH2) / Agriculture Three (AG3)

Proposed Zoning: part Site Specific Large Holdings Two (LH2s) and part Agriculture Three (AG3)

Proposed Development:

This application is seeking to amend the zoning of the subject property in order to allow for the development of eight single detached dwellings.

In order to accomplish this, the applicant is proposed to amend the zoning of the property under the Electoral Area “H” Zoning Bylaw No. 2498, 2012, from Large Holdings Two (LH2) to Site Specific Large Holdings Two (LH2s).

The proposed site specific regulation is to increase the permitted number of principal dwellings per parcel from two to eight, to allow for one accessory dwelling per parcel, and to increase the minimum parcel size from 8.0 ha to 60.0 ha.

In support of the rezoning, the applicant has stated that:

Granite Creek Quad Ranch now has 8 owners and we have built a lodge to house groups for hiking, quad, and snowmobile guided tours. The intent of this camp is to allow ourselves, and many others to enjoy this property and the beautiful nature, in the ways my family always has. The guide camp has had mixed success in the last 8 years ...the owner’s desire is to continue operating the camp, but in order to better facilitate that dream, they would like to build their own personal residences on the property in the vicinity of the lodge.

Site Context:

The subject property is approximately 63.65 ha in area and is accessed by Blakeburn Road, south of Coalmont. It is understood that the parcel is comprised of a guide camp lodge and single family dwelling (operator’s cabin) on the northern portion of the parcel, surrounded by vacant lands.

The surrounding pattern of development is generally characterised by large rural parcels in the immediate area and the Coalmont townsite across the river.

Background:

Parcel Information

It is unknown when the current boundaries of the subject property were created by a Plan of Subdivision, while available Regional District records indicate that building permits for a guide camp lodge (2010), single family dwelling (2014), and single family dwelling renovations (2018) have previously been issued for this property.

The northeast corner of the parcel, north of Blackburn Road is within the Agricultural Land Reserve (ALR), and BC Assessment has classified the property as “Residential” (Class 01).

Official Community Plan (OCP) Bylaw

Under the Electoral Area “H” Official Community Plan (OCP) Bylaw No. 2497, 2012, the subject property is currently split designated Large Holdings (LH) and Agriculture (AG), with the Agriculture designation limited to the northeast corner of the parcel, north of Blackburn Road.

A portion of the parcel is the subject of a Watercourse Development Permit (WDP) and Environmentally Sensitive Development Permit (ESDP) Area designations.

The Electoral Area “H” OCP Bylaw contains further objectives and policies pertaining to development in Coalmont and in Large Holdings areas, including:

- Directing growth to where it will have the most positive and least negative impacts on the community, the agricultural and the natural environment (Section 7.4.1);
- Requiring a minimum of 1.0 hectare for parcels not connected to a community sanitary sewer systems (Section 7.5.3);
- Not developing environmentally sensitive areas (Section 7.5.5 and 11.2.3);
- Encouraging cluster forms of development to reduce the amount of land impacted by residential growth (Section 7.5.10 and 11.3.6);
- Retaining land designated as Large Holdings in as natural a state and at a low density of development to the greatest extent possible (Section 11.2.2);
- Supporting Large Holdings lands to be between 4.0 hectares and 8.0 hectares (Section 11.3.1);
- Supporting wild fire hazard prevention (Section 11.3.7 and 11.3.8), which includes fire hazard risk assessment for high risk areas (Section 18.4.2); and
- Ensuring that adequate infrastructure is provided at no cost to the public (Section 20.2.2.1).

The OCP contains local area policies for Coalmont (Section 8.3) but there are no applicable policies except that the Coalmont Local Area map indicates the majority of the parcel as “growth area”.

Zoning Bylaw

Under the Electoral Area “H” Zoning Bylaw No. 2498, 2012, the property is currently split zoned Large Holdings Two (LH2) which allows for a maximum of two principal dwellings on a parcel 16.0 ha or greater. The northeast corner of the parcel, north of Blackburn Road is designated as Agriculture Three (AG3).

Under Section 8.0 (Floodplain Regulations) of the Zoning Bylaw, a small portion of the subject property is within the floodplain associated with the Tulameen River, generally aligning with the portion of the property designated for Agriculture.

Analysis:

Administration has concerns with the proposal, as the applicant is seeking to permit additional principal residences on one parcel under a “shared ownership” model, which deviates from typical planning practice and does not benefit from any potential infrastructure improvements (i.e. road upgrades, right-of-way dedication, parkland dedication).

“Shared ownership” is seen to undermine the intent of the OCP and zoning bylaws, which are structured to support one principal residence per parcel, or subdivision and to promote orderly development of lands.

In addition, “shared ownership” development can create pressure to obtain separate legal titles in the future for development that potentially cannot meet subdivision standards.

Further, Administration recognises that it is not generally considered good planning practice to allow “spot zoning”. “Spot zoning” is a non-comprehensive approach to zoning that introduces discrepancies between permitted uses within a specific area (like the scenario with the abutting parcel that was rezoned in 2015 to allow 7 principal dwellings within a parcel of similar size and zoning).

The Large Holdings designation typically includes large parcels of land with rural land uses and the objective of the Large Holdings designation is to retain land in as natural a state and at a low density of development.

In terms of the number of units, the proposal for eight principal dwellings is within the scope contemplated under a Large Holdings designation of parcel sizes between 4 to 8 hectares, if supported by subdivision.

However, permitting additional principal units without subdivision is a significant departure from the intent of the Large Holdings designation, where principal dwellings are to be on individual parcels that have undertaken all required infrastructure improvements.

Alternative:

Conversely, Administration recognises that the proposed dwellings are clustered on one hectare building sites and grouping smaller building sites in this manner locates the proposed development away from environmentally sensitive and riparian areas located in the southeast quarter of the parcel (Section 7.5.5 and 11.2.3). It also reduces the amount of land impacted by residential development (Section 7.4.1).

Through density averaging, which is supported under growth management for cluster developments, the provided site plan provides a minimum of 1 ha for each building site (Section 7.5.3), while minimizing the area of buildings and roads and retaining more than half of the parcel as undeveloped (Section 7.5.10).

However, to be considered to meet the cluster development criteria and density averaging, the area outside of the building area must be retained and protected from future development as open space and include protection of environmentally sensitive areas (Section 7.5.10), and future subdivision must be limited.

The proposed bylaw limits future subdivision by increasing the minimum parcel size to 60.0 ha but does not include controls to limit future development of open space.

In support of the application, the applicant has provided the following to demonstrate the ability to provide on-site water (pumping test report for the existing well servicing the parcel), septic disposal (letter from a Registered Onsite Wastewater Practitioner) and to assess fire hazard risk (Fire Mitigation Report prepared by a Registered Professional Forester).

Summary:

As mentioned above, Administration has significant concerns with “shared ownership” developments and the issues raised by not undertaking subdivision (and associated infrastructure improvements) for new residential development.

Given the above, Administration does not support increasing the number of principal dwellings on the subject parcel and supports the overall objective of promoting orderly development by discouraging “shared ownership” developments in favour of subdivision.

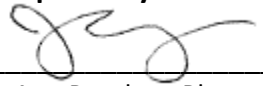
Administrative Recommendation:

THAT the APC recommends to the RDOS Board of Directors that the subject development application be denied.

Options:

1. THAT the APC recommends to the RDOS Board of Directors that the subject development application be approved.
2. THAT the APC recommends to the RDOS Board of Directors that the subject development application be approved with the following conditions:
 - i) *TBD*
3. THAT the APC recommends to the RDOS Board of Directors that the subject development application be denied.

Respectfully submitted:



JoAnn Peachey, Planner I

Endorsed By:



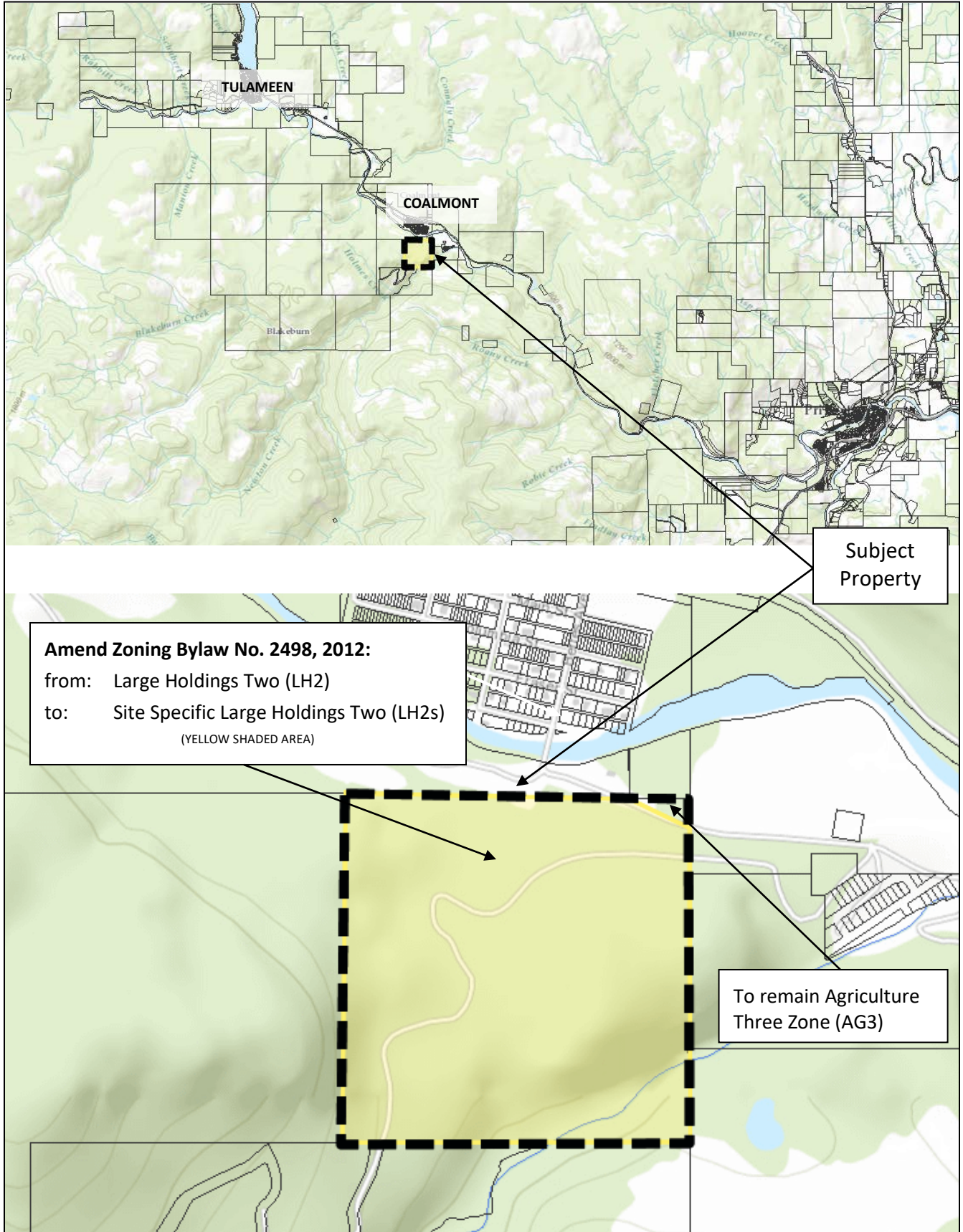
C. Garrish, Planning Manager

Attachments: No. 1 – Context Maps

No. 2 – Applicant’s Site Plan

No. 3 – Site Photo

Attachment No. 1 – Context Maps



Attachment No. 2 – Applicant’s Site Plan



21/02/2020 - ISSUED FOR CLIENT REVIEW

DRAWN BY:
AUSBRIDGE DESIGN
PHONE NUMBER:
604-736-4344
ADDRESS:
4724 VISTA PLACE
CHILLIWACK, BC
V2R 6R3



SCALE: 1/32" = 1'-0"
DATE: 21 FEB 2020

CLIENT:
DICK WESTERNGH
GRANITE CREEK

PROJECT TITLE:
HECTARE AREAS LAYOUT
1000 BLAKEBURN ROAD
COALMONT, B.C.
SHEET TITLE:
AREA LAYOUTS

DRAWING No. 01-01

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Attachment No. 3 – Site Photo

