
REQUEST FOR DECISION

TO: Planning, Environment and Economic Development Committee

REPORT DATE: July 6, 2006, **TARGET DECISION DATE:** July 11, 2006

FROM: Planning Director

RE: Official Plan Amendment / Rezoning Amendment Silverback

FILE NO: 3360 20 2005-06

PURPOSE

In September 1998, the Terraces development, a 151 hectare site located immediately north of the Porpoise Bay Provincial Park received a third reading of an Official Plan amendment and a Zoning Bylaw amendment to allow a golf course/residential community of 771 units.

Final approval of the development was conditional on a Development Agreement to regulate the provision of services and to allow DCC credits for parks and roads. This agreement was never completed and the project never advanced.

In 2005 the subject property changed ownership (Porpoise Bay Developments Ltd.) And the development was renamed Silverback. The proposal was revised to add a Seaside Village high-rise residential community on the west side of Sechelt Inlet Road; a boutique hotel and convention center to the original golf course residential community. The proposed development build out was changed to 1600 units. The project will be developed as a strata community.

Porpoise Bay Developments has applied for an amendment to the OCP and zoning bylaw amendment to allow the proposed Silverback development.

OPTIONS/ALTERNATIVES

1. That Council rescind the Terraces Zoning Bylaw Amendment and an Official Community Plan amendment and Zoning Bylaw Amendment be given First reading for the proposed Silverback development and referred to a Public Hearing.
2. A second alternative is that Council considers an Official Community Plan Amendment and considers Zoning Bylaw Amendments for each individual phase of the Silverback Development as proposed in the Comprehensive Development Plan.
3. A third alternative is that Council direct the applicant to revise their proposed development.
4. A fourth alternative is for Council to reject the application

FINANCIAL IMPLICATIONS

The full range of financial implications is unknown. The development is proposed to be a strata development with the utilities contracted to Teresan Utilities. The developer has agreed to maintain the public parks. Because the development will not connect to sewer, no sewer DCCs will be payable. Road, drainage and park DCCs will be payable. Although the development proposes to develop its own water supply and distribution system, the SCR D advises that water DCCs will be payable. Assuming an average assessed value of \$350,000 per residential unit, the residential taxes payable could be approximately \$3.2 million annually.

The impact of this scale of development on such services as fire protection, library, public recreation and health care has not been analyzed.

DISCUSSION

Context/Background

The original Terraces development was proposed to be completed in seven phases over a 10 to 15 year horizon and included the following land uses:

- A 18-hole golf course, clubhouse and a driving range,
- 359 single-family lots and 28 duplex lots,
- 306 low-density multifamily units on 27 ha
- Neighbourhood parks and a waterfront park
- 1800 sq meters of commercial space

The Silverback Comprehensive Development Plan (CDP) (provided under separate cover) was finalized in June 2006 following considerable revisions to a March 2006 draft. It is a 75 page document that details the development, its site servicing, regulatory approval requirements and development guidelines.

The CDP maintains the original golf course/single-family and duplex residential subdivision on the east side of Sechelt Inlet Road as proposed by the Terraces. The Silverback CDP proposes a higher density Seaside Village resort community west of Sechelt Inlet Road to the Porpoise Bay waterfront. The development is proposed to be completed in 7 phases over seven to ten years depending on market conditions. The developer states that the ultimate unit count will not exceed 1600 units. However he wishes flexibility in allocating the density to the multi family development sites described in the CDP.

The CDP comprises the following elements as illustrated on the attached site plan:

- An 18 hole par 72 world class golf course (semi-private) incorporating natural features including the beaver ponds adjacent to Sechelt Inlet Road, Shannon Creek and man-made ponds (storm water retention)
- A “Seaside Village” of approximately 573 additional multi family high rise residential units on eight sites (5 hectares) between Sechelt Inlet road and Porpoise Bay ;
- 3000 m² of commercial space including 2180 sq. meters of specialty retail shops, cafés and restaurants in the “Seaside Village” and 820 sq. meters in a neighbourhood convenience center on the golf course side of Sechelt Inlet Road.

- The development of the project as a strata development, with the strata corporation being entirely responsible for all infrastructure operations including water distribution, wastewater collection and treatment, Park and open-space maintenance and road maintenance;
- Affordable housing site to be conveyed to the District as compared to the construction of affordable housing units in the Terraces concept.
- A destination resort hotel adjacent to the golf club house including 120 rooms and conference facilities to accommodate up to 300 persons to be constructed in phases 3,4, & 5.
- 1127 units of multifamily housing including two sites (2.6 hectares and 2.3 hectares) on the northeast corner of the site and a .84 ha site on the north west corner; four sites on the east side of Sechelt Inlet Road off the golf course entrance and eight multifamily sites mixed with ground floor commercial uses located between Porpoise Bay and Sechelt Inlet Road. The multi family sites are intended to provide a range of high rise and three-story residential developments. The multi family units are proposed to be constructed in seven phases.
- The developer proposes fractional ownership and placing multi family units in a rental pool.
- The 8 development sites west of Sechelt Inlet Road comprise the Seaside Village which include a single and two storey commercial facilities facing the water and four to six storey residential buildings on sites 2, 3, 4 and 5 including live/work studios. (Ground floor commercial, residential above.) Sites 6, 7, 8 and 9 are proposed for six storey high rise residential with the opportunity for achieving 12 storey towers if a resolution to the fire fighting limitations can be achieved.
- 343 single-family lots of varying sizes and 130 duplex/villa lots interspersed with the single-family lots are proposed around the golf course. The developer requests flexibility to allow a change to triplex or four plex units should market conditions change.
- Parks which include:
 - A linear 1.1 ha park area approximately 20 meters in width along the waterfront
 - A larger nature park on Shannon Creek (3 hectares) whose use is oriented to the rehabilitation of fish habitat.
 - The former 4.4 hectare school site on the east side of Sechelt Inlet Road (currently a high gravel hillside) has been designated an active park area including community field facilities and a tennis court.
 - Open-space dedications at the south boundary of the property, 2.6 ha south of the entrance road and 5.3 ha on Angus Creek in the southwest corner and two open-space blocks in the northeast corner (5.7 ha and 4.8 ha.)
- A 1.7 ha. affordable housing site; and
- A .4 ha municipal purpose site

Analysis

The following analysis is based on Silverback's CDP and the OCP policies. The Terraces project is referenced for comparison purposes as that is the basis of the present OCP policy.

OCP policies

The Silverback CDP addresses the OCP and East Porpoise Bay Neighbourhood Plan policies outlined below:

1.2 Community Vision Statement

Overall goal – An attractive safe, prosperous, healthy, diversified and ecologically sound community which is culturally and socially fulfilling for its residents.

Additional vision statements include:

- Protection of habitats, ensuring a variety of ecological functions;
- Provide open space and recreation opportunities for residents and visitors;
- Providing a range of housing types and densities in all neighbourhoods
- Connection with the waterfront including improved public access
- Avoiding urban sprawl

1.3 GROWTH STRATEGY FOR THE DISTRICT OF SECHLT

- 1.3.1 The District of Sechelt should direct growth and development in accordance with the "Growth Strategy", and in accordance with the other policies of this Plan.
- 1.3.2 The District of Sechelt discourages proposals for development outside of the designated urban areas as shown on Schedule C (Future Land Use Designations) until it can be shown that population growth exceeds possible impacts with the 5 year supply estimate of appropriately designated land, or unless issues related to premature development can be addressed adequately by the proponents.

The OCP "Comprehensive Development Area" policies include the following:

- **"Comprehensive Development"** includes larger areas of undeveloped parcels with development potential which should be planned in consultation with the District of Sechelt, to a conceptual stage, and developed according to the resulting comprehensive plan. Comprehensive planning is required to ensure that Official Community Plan objectives are met, that these new areas are properly integrated into the existing development pattern, and that development phasing is in keeping with the community's ability to provide needed services, commercial opportunities, and conformant facilities. Policies related to comprehensive developments in the OCP will guide future rezoning negotiations. Future rezoning will be a process of zoning to meet OCP objectives. All Comprehensive Development Areas are also designated as Development Permit Areas.
- 2.4.2 Proposals for development within Comprehensive Development areas will be expected to show how the various objectives of this Plan, in particular those relating to affordable housing, housing type and range, preservation of neighbourhood character, infrastructure availability, transportation, sewage open space guidelines and habitat preservation, will be met.
- 2.4.3 Proposals for Comprehensive Development Areas shall follow the policies and guidelines set out in the District's Neighbourhood Plans which are attached as numbered schedules to Bylaw 290, 1996.
- 2.4.7 The site planning exercise for Comprehensive Development plans:
- a) must begin with an assessment of the existing site features and environment;
 - b) will use environmental inventories and tree surveys to identify natural watercourses, wetlands, tree stands and other features worthy of preservation;
 - c) will show how the transportation network, land use and open space layouts respond to an analysis of the site feature and environmental assessment;
 - d) will ensure that development densities, major roads and park dedications will be equitably allocated on the properties located within the CDAs;
 - e) Will require that rezoning applications for individual properties within a CDA will consider the compatibility of land uses, and pedestrian access and vehicle accesses to adjacent properties.
- 2.4.8 Comprehensive Development plans will:
- a) include a range of housing densities and, where appropriate, a range of housing types;

- b) *include affordable housing which is well integrated into the overall development and phasing, and is not physically isolated;*
- c) *incorporate neighbourhood commercial nodes if more than 400 residential units are anticipated, or where called for in other policies and schedules of this Plan;*
- d) *locate any required neighbourhood commercial nodes in highly visible and accessible locations;*
- e) *incorporate roads and cycle/pathways which function as logical extensions of the existing network;*
- f) *incorporate road layouts which reflect natural conditions and site features where feasible.*

2.4.9 *The District of Sechelt should consider variations to its engineering and subdivision design standards within the Comprehensive Development designation if adequate parking, traffic circulation, sidewalk widths and utility corridors can be achieved and can be substantiated by engineering reports to the satisfaction of the Engineering Department.*

Comprehensive Development plans will:

- a) *locate parks and open spaces so that outstanding natural features are preserved, recreational opportunities maximized, and neighbourhood and community identity is strengthened;*
- b) *connect parks and open spaces to each other and to the community-wide system by trails and cycle ways;*
- c) *reflect a compromise between natural feature preservation and user safety;*
- d) *provide for recreational and play facilities, appropriate to the size and nature of the development.*

Where a Comprehensive Development area boundary coincides with the Agricultural Land Reserve (ALR), or the plan involves the ALR, the interface area between the ALR and the future urban lands will be identified as a special planning area requiring consultation with the Agricultural Land Commission and affected ALR land owners.

The OCP Section 2.4.11 and Section 2.7 East Porpoise Bay Neighborhood Plan identifies the "Comprehensive Residential Golf Course Development Area" includes approximately 135 ha of land in East Porpoise Bay, an area which is considered premature for non-rural type development. For development within this area to be considered for approval, specific criteria as outlined in related policies must be met. Any comprehensive plan for this area will be expected to incorporate approximately 727 residential units in a mix of forms and densities, and includes the following amenities:

- a) *a 4 ha school/park site*
- b) *a 2 ha waterfront park*
- c) *a total of 20,000 sq. ft. commercial space (1858m²)*
- d) *a total of 206 single family dwellings*
- e) *a total of 381 multi family dwellings*
- f) *a total of 140 duplex units*
- g) *a total of 55 acres of open space (23 ha)*
- h) *a 65 ha golf course*

Comments

The Silverback CDP significantly changes the development criteria of the "Comprehensive Residential Golf Course Development Area" identified in Section 2.4.11 of the OCP and Section 2.7 East Porpoise Bay Neighbourhood Plan (the above referenced the land use designations that were proposed for the Terraces application.) particularly the number of housing units. Therefore an amendment to the OCP is required to establish the basis for a zoning bylaw amendment. The Silverback CDP has followed the requirements for a comprehensive area plan in regards to site assessment, environmental plan, a range of housing types, parks and open space. The CDP has relied on background studies conducted for the Terraces development and supplemented these with updated environmental studies and a traffic impact

study. The following section outlines how the Silverback proposal addresses the OCP policies and how the Silverback concept impacts the municipality.

Comprehensive Development Plan

The Silverback project offers a long term vision of a tourism destination facility in Sechelt and the Sunshine Coast in terms of a “world class” golf course resort, hotel and convention center and a Seaside Village. The site was formerly a gravel operation. It slopes from sea side elevation up to an elevation of 230 meters. The golf course and single family/two family residences will provide views across Porpoise Bay to downtown, and Vancouver Island. The CDP offers a site plan and phasing strategy and a proposal for a strata development that minimizes the District’s responsibility for the provision of infrastructure services. The CDP provides conceptual illustrations of building elevations, setbacks from property lines, relationship to the waterfront lineal park, road cross sections in the Seaside Village. In addition the CDP proposes development guidelines for the single and two family residences located on the golf course.

The environmental analysis undertaken in support of the Environmental Hazard DP included an assessment of the environmental features on the golf course area including the natural watercourses, wetlands and tree cover. Pottinger Gahrety prepared an environmental report in support of site remediation of the load out facility for the Terraces project. The traffic impact study prepared by Bunt and Associates identifies the internal road system and road upgrades and mitigation measures required to accommodate future traffic. The CDP identifies parks open space and a network of trails in addition to the golf course. The development provides a mix of single family, two family and multi family housing in a variety of locations. The commercial development includes a hotel/conference center; a restaurant facility and ground floor retail uses in the Seaside village and a neighbourhood commercial node adjacent to the club house.

Housing

The OCP housing objectives call for 30% multi family, 65% single family. The Silverback proposal departs from this ratio with a provision of 70% multi family (1127 multi family units) and 29.5% single family. (i.e. 343 single family units, 130 duplex units. The provision of a 1.7 ha site for affordable housing to be conveyed to the District of Sechelt which at R4 zoning densities could contain 68-85 units or approximately 5% of the total units.

The Silverback development proposes a total of 1600 units which is more than twice the number of units in the Terraces proposal. The single family and duplex villas (477 units) are adjacent to the golf course on Roads “A” and “B”. The multi family sites range in size and location based on topography and land forms and include 1123 units. The multi family locations include the Seaside Village (573 units) sites at the south end of the golf course between the hydro line and Sechelt Inlet road, (176 units) and sites adjacent to the golf course (104 units) and at the north east corner of the site (66 units). Two multi family sites lie adjacent to Sechelt Inlet Road, adjacent to Shannon Creek park (108 units) and at the north end of the development. (58 units) The CDP allocates a unit count to each proposed development site. However the developer requests that density be shifted to other sites due to site constraints and market conditions.

The Seaside Village is described and illustrated in the CDP. The 8 building sites proposed in this area vary from .54 ha (1acre) to 1 ha (2 acre) sites. The CDP provides no indication of site grading. A total of 573 units are proposed at an average density of 99 units/ha. This is considerably higher than the R4 Zoning density of 40 – 50 units/ha. The Sechelt Fire Department has limited the height of buildings to 6 storeys because of manpower and equipment limitations. In order to achieve this targeted density in the Seaside Village, the project’s development consultant has suggested that the units be redesigned to occupy a larger floor plate, hence more site area.

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The developer has proposed to distribute this density to other multi family sites in the development. (For example, the density of the multi family sites on the golf course varies between 24 – 70 units per hectare. The other multi family sites in the project propose considerably lower density sites at the north east corner adjacent to the proposed water reservoirs are 8 – 17 units per hectare, the site at the north east corner of the site is 69 units/ hectare.

The developer's proposal for 12 storey buildings was modified to 6 storeys based on the limitations of the Sechelt fire department. The developer has agreed to a six storey limit on the buildings on the waterfront providing that the potential for twelve storey structures be maintained on sites 6, 7, 8, and 9 pending a resolution of firefighting issues with the Sechelt Fire Department and height limitations under the National Fire Protection Act. It is anticipated that there will be no resolution to the height limitations issue in the immediate future.

A 1.7 ha site (site 37) is proposed to be conveyed to the District of Sechelt for "affordable housing". A .4 ha site is offered for municipal purposes.

Commercial

The CDP proposes to provide neighbourhood retail and tourist commercial retail space to provide for the shopping needs of the community. The CDP proposes 3000 sq meters (30,000 sq. ft.) of commercial space that includes:

- Two sites (2,3) on the waterfront in the Seaside Village that could include cafes, restaurants, pubs, (2180 sq. meters)
- Live/Work studios that offer ground floor commercial (820 sq meters) to artists and artisans who live in residential units above the ground floor units. (sites 4,5,6,7,8,9)
- A 120 room hotel, conference center catering to 200-300 delegates adjacent to the golf club house. (site 20)
- The golf club house adjacent to the golf course

While Staff supports the hotel conference center and proposed commercial uses on the waterfront, we have proposed the issue of locating the hotel adjacent to the waterfront as was proposed in the Terraces. The developer suggests that the purpose and viability of the hotel is tied to the golf course. The Terraces development allocated 2,000 sq. meters to commercial use which included a neighbourhood shopping center on the west side of Sechelt Inlet Road and commercial space in the waterfront resort hotel.

Golf Course

The 18 hole golf course is proposed to be a "world class signature" facility designed by Carrick Design Inc. The facility will include a full size practice range and full service club house. The golf course is designed to incorporate drainage features including several ponds, Shannon Creek, and the beaver ponds and integrate with the natural surroundings. Storm water detention ponds will act as reservoirs for irrigation.

Parks and Open Space

The provision of parks and open space is oriented to preserving natural features such as Shannon Creek and the Porpoise Bay waterfront. The proposed 1.1 ha waterfront park is a 20 meter wide lineal strip from the legal boundary and ties into the 3 ha Shannon Creek park. The developer proposes to construct a boardwalk and waterfront park like amenities including a pier and accesses to the foreshore. A

proposed pier is tied to the developer receiving Crown tenure. The linear park is proposed to connect to the unopened 20 meter road allowance that forms the boundary between the Silverback property and the Porpoise Bay Provincial Park. The west end of this road allowance includes an attractive beach that could be accessed through the Seaside Village developments. The site plan illustrates pedestrian corridors leading from the main street to the waterfront between the buildings. The Terraces development proposed a .96 ha waterfront park and a walkway around the foreshore of DL 2377 including access to the beach, campfire pits, a boardwalk, fishing pier and a 30 car parking lot.

The linear park provides pedestrian orientation but very little back up land for beach front activities of a destination area. Porpoise Bay Provincial Park is a provincial park. Other than this area the District has limited municipal park areas on Porpoise Bay.

The 3 ha Shannon Creek park area features a salmon enhancement project at the Shannon Creek waterfall. The main purpose of this feature was a mitigation and compensation measure to satisfy DFO requirements. The Terraces development included an all weather sports field, double tennis court, contouring the slope to provide a viewing area, a regular sized grassed playing field, a 30 stall parking lot and trail to connect to the waterfall and ponds at this location.

The 5 ha park block at the S/W corner on Angus Creek abuts the Provincial park and the 2 ha open space blocks at the north west corner offers wilderness values and have sufficient elevations to offer views of Sechelt and the Georgia once clearing and grubbing is undertaken. These park areas are linked to the public road network by public trails that will provide public access and satisfy the Land Title Act when these parcels are dedicated to the District as parks. They can link to such features as the Heritage forest in the north and the Porpoise Bay Provincial Park to the south.

A community park is designated in site 12 (2.8 ha.) which includes provision for a full sized soccer field/ball field and tennis courts. This will provide a community facility to the East Porpoise Bay, Sandy Hook and Tuwanek neighbourhoods.

Trail Network

The CDP offers a network of trails that provide access to the parks and open space sites and provide a circuitous network for pedestrian and non vehicular traffic within the site and linking to Sechelt traffic corridors.

The municipal right of way at the south boundary of the site offers an opportunity for the development of a trail that could link south into the Provincial Park and eventually tie into the “Meandering Trail” adjacent to Sechelt Inlet Road.

The CDP references wildlife corridors along the riparian areas of Shannon Creek including the beaver ponds adjacent to Sechelt Inlet Road, Walters Dry Gulch, Angus Creek and the BC Hydro line.

It is assumed that the proposed parks and trails will be dedicated to the District at the time of subdivision. Staff is prepared to consider DCC credits for works constructed in the park such as fields, tennis courts, dock facilities, picnic benches, seating areas. This will be confirmed in the development agreement as will the maintenance responsibility for the parks. The developer has proposed that the strata corporation (s) will maintain the public parks.

Site Planning/ Environmental

At the February 22, 2006 meeting, Council approved an environmental Development Permit subject to conditions. The staff report outlined the environmental and storm water management reports that the developer had prepared in fulfillment of the environmental DP.

The CDP discusses tree preservation on the golf course per a tree retention strategy for the golf course as well as selective removal of trees in the golf course residential area and the re-vegetation of the area disturbed by gravel removal and load out activities. The developer proposes to protect trees and vegetation on 15 meters of each side of Sechelt Inlet Road.

The CDP proposes setbacks in riparian areas. Disposal of wood debris has yet to be finalized.

Services and Utilities

The Silverback development is intended to be a strata development in which the infrastructure services and utilities will be operated and maintained by a private utility provider such as Terasen Utilities or Epcor including: sewer collection and treatment; water source and distribution. Potable water is proposed from wells drilled on the property with storage in reservoirs at different pressure zones. Irrigation water will come from reclaimed waste water and detained storm water. Wastewater will be collected and treated by an on site plant similar to those used in ski area resorts. A water utility will have to be incorporated to regulate the provision and pricing of water. The provincial Comptroller of Water Rights has been reluctant to incorporate private water utilities in areas where water is provided by local government.

Engineering staff recommends that all roads and services meet the standards of Bylaw 430. However, pursuant to Section 938 of the Local Government Act local government cannot regulate the provision of works and services in a strata development. A utility agreement will be required and approved by the District of Sechelt.

Staff proposes that Sechelt Inlet Road be upgraded to an 11 meter rural standard pavement width including two sidewalk/bike lanes. Sechelt Inlet Road was removed as a DCC Road except for a small length between the westerly boundary of the Indian Reserve and the SIR/Wharf Rd intersection when Tyler Road was incorporated as DCC road, thus no DCC credits are available for upgrading most of Sechelt Inlet Road. The developer has agreed to provide a 15 meter tree buffer on each side of Sechelt Inlet Road within his development.

Phasing

Silverback is proposed to occur in seven phases over a 7 – 10 year build out. The Seaside village will comprise the first three phases and will be developed between the years 2007 - 2010. The golf course will be constructed in the first two phases. The first phase includes 120 single family units and 108 multi family units (total 228 units) The second phase includes 60 single family units, 40 duplex units and 150 multi family units (total 250 units) The hotel lodge is proposed to be completed in phases 2-4, the conference center in phase 4. The commercial space is proposed to be built out phases 3-5. The CDP does not indicate the location of the phased development.

The developer will have to prepare a strata declaration for the phased strata development.

Conclusion:

The Silverback proposal is one of the largest real estate development proposals in the province and will have a significant economic development impact on the community and region.

The Silverback CDP supports an amendment to the Official Community Plan which was established to allow the Terraces development. The Silverback proposal includes a golf course/hotel convention center and mixed use Seaside Village and a combination of single family and multi family residential development to a maximum of 1600 units. The entire site is proposed as a strata with private utility company providing the maintaining all infrastructure and utilities.

The Silverback CDP presents a land development concept or vision which is anchored by the Seaside Village on the West and a golf course/hotel convention center on the east. These major elements will be complimented by pockets of higher density residential and a park, open space and trail network. The Silverback proposal presents a significant addition to the local and regional tourism economies and land development markets.

The resort could include fractionated ownership and rental pools with the potential for long term permanent ownership.

Because of the size and scale of the proposal it is conceptual in nature. It is intended to be built out over a 7 -10 year period. The developer has insisted on flexibility in order to adjust to market conditions. The CDP offers illustrations and design concepts and broad design principles. The developer proposes that site details be determined by the siting and permitted uses in zoning bylaws, subdivision details, development permit requirements for architecture and landscaping, the design of parks and the provision of works per covenants.

Issues

Although the CDP addresses the Comprehensive Development Plan policies of the OCP (Sections 2.4.2-2.4.9) staff has the following concerns:

Growth Management

The development will add new residents to Sechelt and benefit the tax base and support local business. However, the location of the Seaside Village does not conform to the growth management strategies of the OCP particularly policies relating to strengthening the downtown core by redevelopment and higher densities in downtown Sechelt. The proposed size and density of development, combined with a high rise, high density "village centre" in Silverback conflict with this goal.

Commercial Space

The Silverback commercial space allocation is 3000 sq. meters as compared to 1800 sq. meters in the Terraces proposal. Staff recognizes the hotel/convention center, and the proposed restaurant and waterfront related commercial activities. (kayak rentals, pub/restaurant) The proposed bakery and live / work studios proposed for the Seaside village including the arts, artisans and crafts uses are more appropriate to the Sechelt Downtown area. (560 sq meters) Staff concurs with the provision of a neighbourhood convenience center (820 meters) on site 13 adjacent to Sechelt Inlet Road.

Building Heights

The developer has agreed to a maximum height of 6 storeys for buildings in the waterfront sites of the Seaside Village and allowing the potential for a 12 storey building on Sites 6,7,8,9 pending resolution of height restrictions imposed by the Fire Department. Although twelve storey buildings are out of scale with the “small town character” referenced in the OCP, the visual impact from West Porpoise Bay might be mitigated by being part of a single storey podium and the design and colour of the building.

Traffic Impacts

The CDP proposes that Sechelt Inlet Road be upgraded to an urban collector standard (18 meter R/W, pavement width of 7.5 meters, sidewalks on both sides including road dedication. The internal strata roads vary from 16 meter road allowances. The Bunt Report identifies the problems with both the Sechelt Inlet Road Wharf Road intersection and the main intersection at Wharf Road and Highway 101. A major constraint is the south bound traffic from the East Porpoise Bay area. Bunt states that improved left turn signalization will accommodate an additional 300-350 vehicles per hour generated by the first phase of Silverback. Silverback proposes that a new southbound left turn bay with pavement markings be constructed at the Wharf Road Sechelt Inlet Road intersection. In addition Silverback will modify the south bound signalization and laning improvements at the main Highway 101/Wharf Road intersection. Beyond this, significant improvements are required at the intersection. Bunt identifies the provision of a “Link Road” connector through the Sechelt Indian Band lands connecting to Sunshine Coast Highway at Extra foods and St. Mary’s hospital. It is anticipated that the “link road” be constructed after the third phase of development.

Sechelt Inlet Road will be constructed to the Urban Arterial Road standard per Bylaw 430 (20 meter road right of way, 11 meters pavement, sidewalks on both sides through the subdivision. Further upgrades will be required to improve safety and pedestrian/cycling activities. Other improvements include Wharf Road/ Highway 101 improvements, and Wharf Road/ Sechelt Inlet Road intersection.

The road improvements and timing of construction will be identified in the Developers Agreement that will be a condition of final approval of the OCP amendment and Zoning Bylaw amendment.

Public Access in a Strata Community

Silverback is proposed to be a strata community with a number of public parks and public open spaces and strata roads that will be connected to public rights of way. (i.e. Sechelt Inlet Road.) Access to the 1.1 ha waterfront park will be from the Seaside Village main street. Access to the 5.3 ha open space at Angus Creek (site 19) is by a trail constructed on the southerly public right of way. Access to the 5.8 and 4.8 open space blocks at the north end of the development (sites 31 and 28) is by trails or by access off the strata roads and by the development of a pathway on the east side of Sechelt Inlet Road. Public access shall be covenanted or secured by easements registered on title in order to secure public right of passage through the strata development. The construction of pathways will be outlined in the Developer’s Agreement.

The CDP identifies a 2.3 ha. community park on site 12 adjacent to the neighbourhood commercial center. The developer shall construct field facilities that include a regulation soccer field, children’s baseball field and tennis courts seating area and parking lot to provide an active recreation area for the community at large.

Waterfront Pier

The CDP talks of a waterfront pier. The Developer agrees to construct this after receiving Crown tenure. The Developers agreement will stipulate that construction of the pier be a condition of the phased development.

Park Maintenance

The developer has agreed to maintain the parks. The District shall prescribe a standard of care for park maintenance.

Geotechnical Study

To date no detailed geotechnical study has been prepared on that portion of the site that will house the Seaside Village. This was a fill area into a marine area. Before final approval of the zoning bylaw, this area should have a detailed geotechnical investigation to ensure that commercial and high density residential structures can be supported.

Amenity Contribution for Increased Density.

As has been shown, the Silverback proposal at 1600 units is 829 units more than the Terraces. The developer proposes to convey a 1.7 ha site for affordable housing. However, the development this size potentially impacts other community services such as recreation services, emergency services, downtown revitalization. Although Council is preparing an amenity contribution policy, in the interim it might take a "voluntary contribution" to be applied to community enhancement projects.

Affordable Housing

The developer proposes to convey a 1.7 ha. site to the District for affordable housing. Staff has discussed the possibility of the developer constructing affordable housing and turning this over to the District or a housing authority to administer.

Developers Agreement

Administration has been preparing a development agreement that identifies the developer's requirements per each phase. This undertaking has been predicated on the development as proposed. It is recognized that the construction and maintenance of infrastructure will be the responsibility of the developer and the subsequent strata owners. However on site and off-site services such as parks and transportation improvements will be the responsibility of the developer. It is assumed that the Developer's Agreement allows the District to secure bonding to ensure satisfactory completion of each phase of the development.

Site Development and Strata Development

At this juncture it is not known whether the developer will joint venture with other developers or be the sole developer and sell sites to builders. The number of strata corporations has not been identified. Are separate strata corporations contemplated for the single family, duplex villas; the hotel, conference center; the Seaside Village; and each multi family development?

Comparison to Terraces Development Summary

The Silverback CDP supports an Official Community Plan Amendment to replace Section 2.4.11 which was drafted to support the Terraces proposal. As has been outlined, the Silverback concept is considerably larger in scope than the Terraces. The following table compares what the Terraces and Silverback development.

Element	Terraces (2000) & OCP C.D.	Silverback (2006)
Single Family Units	206	343
Duplex Units	140	130
Multi-family Units	381	1127
Sub-total residential units	727	1600
Commercial	1858 m ²	3000 m ²
Open space	23 ha	23 ha
Golf Course	65 ha	
Parks and Open Space	<ul style="list-style-type: none"> Shannon Creek area (3.6 ha)- All weather grass field (100m x 70m drainage, lighting, goal posts Amphitheatre, Tennis courts, Parking 30 vehicles 	<ul style="list-style-type: none"> 3 ha Shannon Creek salmon enhancement. (mitigation and compensation -\$130, 000, plus \$10,000 per year for 10 years
	<ul style="list-style-type: none"> Waterfront Park, .96 ha, children's playground, boat launch, fishing pier, parking lot 2 ha waterfront park in the OCP 	<ul style="list-style-type: none"> Waterfront park 1.1 ha, walkway, no commitment to pier
	<ul style="list-style-type: none"> Foreshore walkway, (around DL 2377) 6 meter S.R.W., constructed trail, male/female washrooms 	<ul style="list-style-type: none"> Walkway in waterfront lineal park.
	<ul style="list-style-type: none"> Meandering pathway, (Walter Brook Trail, landscaping, benches, bike stands, picnic table, 	<ul style="list-style-type: none"> Walkways
	<ul style="list-style-type: none"> 4 ha school / park site 	<ul style="list-style-type: none"> 2.8 ha community field and tennis courts
	<ul style="list-style-type: none"> DCC credits for parks work up to \$422,000 	
Infrastructure	<ul style="list-style-type: none"> Terraces to construct force main to Delta Road. Eligibility for DCC credit @ \$2600 per unit. Sewer capacity for Phases 1,2, balance pending outcome of Liquid Waste Management Plan 	<ul style="list-style-type: none"> Self Contained. Terraces to operate and maintain infrastructure and utilities.
Roads	<ul style="list-style-type: none"> Sechelt Inlet Road to be constructed to rural road standard from Wharf Road to north end of property. (7 meter pavement plus 2 – 2 meter wide bike lanes. Off site portions (SIB) to be resurfaced. DCC credits for road construction. 	<ul style="list-style-type: none"> Link Road. Developer prepared to construct "link road" for DCC credits. However, Link road is on SIB lands Developer has to identify "public" roads in his development.
Affordable Housing	<ul style="list-style-type: none"> Developer to construct 78 units. (affordable housing and rental 	<ul style="list-style-type: none"> 1.75 ha to be conveyed to DoS for "affordable housing"
Municipal Purposes Site	<ul style="list-style-type: none"> .1 ha for municipal services 	<ul style="list-style-type: none"> .4 ha to be conveyed to DoS for municipal purposes
Comprehensive Development Plan	<ul style="list-style-type: none"> Adopted as a document with adoption of OCP, ZBL amendment 	<ul style="list-style-type: none"> A conceptual guide for the OCP amendment and ZBL amendment.

OCP Amendment and Zoning Bylaw Amendment

Staff has prepared the attached OCP Amendment and Zoning Bylaw Amendment for Planning Committee's consideration. The OCP amendment includes the Silverback CDP as a schedule and talks of Development Permit Requirements; Zoning and Developers Agreement. Initially the developer proposed a "blanket" CD Zoning bylaw that would allow a wide range of permitted uses throughout the entire site. Staff has modified this to tie the permitted uses to the specific development sites identified in the CDP. Staff has concerns about "pre-zoning" a 400 ha. site with a proposed 10 year build out. It is recognized that zoning will benefit the developer in terms of securing financing or partners. However, zoning details such as height, density, siting and coverage are likely to change with the requirements of a specific development, proposed at a specific time. The developer has asked for flexibility in terms of height and density transfer between development sites. At this juncture there has been no geotechnical study to show the ability of a site to support multi family or commercial structures. As of the final adoption of a zoning bylaw a new property assessment classification and taxation structure comes into force and effect. Staff prefers a system of zoning whereby the subject land would be zoned on a phase by phase basis as proposed developments are clearly identified.

Developers Agreement

Before the final reading of the Official Community Plan and Zoning Amendment Bylaws the developer and the District of Sechelt will execute a development agreement which identifies the provision of works and services per each phase of the development.

Design Guidelines

Before the fourth reading of the Official Community Plan Amendment and Zoning Bylaw Amendment the developer and Planning Staff will finalize the Development Permit Guidelines that will apply to all built form in the development.

Referrals

The March version of the CDP was referred to various agencies and community groups. The following is a summary of the responses received: Because of time constraints the revised CDP (June 2006) was sent only to the SCRD, APC and Ratepayers Associations.

Sechelt Advisory Planning Commission

Denial based on extensive comments (attached)

Sunshine Coast Regional District

- Potential conflict with adjacent crown land.
- Water DCCs to be paid
- 16 " water main to be constructed in 2011/2012
- Developer to provide transit stops on main central road within the development
- Development to provide, common refuse and recycling facilities. Regional District water is available. A water main extension will be required. Including looping, pressure reduction station. Water DCC charges to apply.

Archaeology Branch

Proponents to hire a qualified archaeologist to determine if further studies are required.

Sechelt Volunteer Fire Department

Sprinkling of all buildings. High rise structures limited to 6 storeys.

BC Hydro & Telus

Will comment at time of subdivision.

Ministry of Transportation

No comments received.

District of Sechelt Public Works

- Extensive requirements including storm water management,
- Copies of maintenance and servicing agreements with the service provider will be required. Security to warranty long term maintenance
- Approval of DFO and MOE including copy of operating agreement
- Sechelt Inlet Road to be upgraded to 11 m. pavement width including 2 bicycle lanes with sidewalks
- All internal roads to be consistent with District of Sechelt Subdivision Control Bylaw #430

East Porpoise Bay Rate Payers Association

A wide range of issues including: size of the project; density of the project; amount of commercial space; mitigation of impact of site preparation, dust, smoke suppression if burning is allowed; DCC allocations, transit service

Sandy Hook Ratepayers Association

Requested further meetings with developer. Seek clarification on zoning and OCP designations.

The East Porpoise Bay and Sandy Hook Community Associations have prepared a joint written submission which is appended to this report for information purposes.

District of Sechelt Building Department

Geotechnical studies over all aspects of slope stability, flood plain issues, placement of fill, reuse of wastewater, herbicide control on golf course

Sechelt Indian Band

No response to the March CDP referral. The revised June CDP was emailed for comment on June 24, 2006

RECOMMENDATION

That an Official Community Plan amendment to revise OCP Policy 2.4.11 and East Porpoise Bay Neighbourhood Plan Policy 2.7 “Comprehensive Residential Golf Course Development Area” be brought forward to Council for First Reading and referred to a Public Hearing; and

That Third Reading of Zoning Bylaw 25-138 be rescinded and that A Comprehensive Development Zoning Bylaw be given First Reading and referred to a Public Hearing; and

The Silverback Comprehensive Development Plan be made a schedule to the OCP amendment; and

Before Fourth Reading of the OCP and Zoning Bylaw Amendment the following be approved by the District of Sechelt

- **a Developers Agreement and Amenity Contribution Agreement**
- **Access agreements to guarantee public access to and maintenance of parks, open space and trails**
- **Design guidelines for residential, multi family and commercial developments**
- **A revised development permit for Environmentally Sensitive Areas and Hazardous areas**
- **An agreement in respect of affordable housing**
- **A strata declaration for the phased strata development**
- **A strategy for the provision of affordable housing**