

AGENDA ITEM NO: 7-H-1

MEETING DATE: May 15, 2018

STAFF REPORT – COVER SHEET

SUBJECT: City of Chilliwack / OCP Amendment
Chilliwack Proper and Fairfield Island
Neighbourhood Plan DATE: May 7, 2018

DEPARTMENT: Planning & Strategic Initiatives
OCP00033 PREPARED BY: Sharel Isabella / Karen
Stanton

1. SUMMARY OF ISSUE:

A neighbourhood plan has been developed for Chilliwack Proper and Fairfield Island to guide future decision making on how low density residential infill development (single detached, duplexes, coach houses, secondary suites and townhouses/rowhouses) occurs. The plan stems from Official Community Plan policy direction for densification in all city neighbourhoods to accommodate growth. Developed over the last 8 months through extensive consultation with community stakeholders, the plan establishes a future land use vision and guidelines to accommodate the OCP's anticipated population increase and required additional dwelling units for this area, while considering neighbourhood character, proximity of future homes to existing and planned amenities, and residents' aspirations. An Official Community Plan (OCP) amendment to incorporate the neighbourhood plan as a schedule is now proposed.

2. RECOMMENDATION:

Recommendation that "Official Community Plan Bylaw Amendment Bylaw 2018, No. 4533", a proposed text amendment for the inclusion of a new Schedule "D" – Chilliwack Proper and Fairfield Island Neighbourhoods Plan, be given first and second reading; and further, that a Public Hearing be called for June 5, 2018. (OCP00033).

**3. CHIEF ADMINISTRATIVE OFFICER'S
RECOMMENDATION/COMMENTS:**
Supports recommendation.



David Blain
Director of Planning & Strategic Initiatives



Peter Monteith, CAO

**STAFF REPORT ON
Chilliwack Proper & Fairfield Island Neighbourhoods Plan**

PREPARED BY:	<u>Karen Stanton</u>	DATE:	<u>May 8, 2018</u>
POSITION:	<u>Manager, Long Range Planning</u>	DEPARTMENT:	<u>Planning & Strategic Initiatives</u>

1. DEFINITION OF ISSUE:

A neighbourhood plan has been developed for Chilliwack Proper and Fairfield Island to guide future decision making on how low density residential infill development (single detached, duplexes, coach houses, secondary suites and townhouses/rowhouses) occurs. The plan stems from Official Community Plan policy direction for densification in all city neighbourhoods to accommodate growth. Developed over the last 8 months through extensive consultation with community stakeholders, the plan establishes a future land use vision and guidelines to accommodate the OCP's anticipated population increase and required additional dwelling units for this area, while considering neighbourhood character, proximity of future homes to existing and planned amenities, and residents' aspirations. An Official Community Plan (OCP) amendment to incorporate the neighbourhood plan as a schedule is now proposed.

2. BACKGROUND

- 2.1 Between 2013 and 2040, the OCP anticipates an increase in population from 84,000 to 131,000, requiring an additional 25,000 dwellings community-wide. The majority of this growth is expected to occur through densification of existing neighbourhoods on the valley floor. While higher density growth will occur around core areas in Downtown, Sardis, and Vedder, the OCP anticipates densification in all neighbourhoods, in accordance with best practices for infill development, established development targets, design guidelines, strategic land use designation, and the implementation of comprehensive neighbourhood plans.
- 2.2 The planning area, which encompasses land surrounding the downtown (north of the CN Rail), has been experiencing redevelopment pressure in recent years, where larger lots and older housing stock have provided opportunities for moderate densification, resulting in additional narrow lot, small lot, coach house, and townhouse development. While this development is in keeping with OCP land use designations and development targets which anticipate an increase of 1600 homes throughout the planning area by 2040 (to support a population increase from 9,000 to 13,000), rezoning proposals are often met with concerns from area residents over the loss of privacy, a feeling of crowding, adequacy of city infrastructure to support growth, and building height and design.
- 2.3 Given the redevelopment pressures in this area, and concerns of residents, the Chilliwack Proper and Fairfield Island neighbourhoods plan was initiated, to provide greater certainty over future land use and development, to identify opportunities for infill redevelopment, and to take into account neighbourhood character, pedestrian-friendly design principles,

existing and planned infrastructure, amenities, and local resident aspirations.

3. FACTORS

3.1 Since August 2017, City staff has been working with Dillon Consulting to develop a neighborhood plan. Over 8 months, extensive community consultation has taken place:

- September: Community meeting to launch project, discuss key objectives and resident concerns (300 attendees)
Presentation and feedback to Affordable Housing and Development Advisory Committee
- October: Design charrette workshop by neighbourhood area to identify development opportunities and constraints (45 attendees)

Survey #1 (90 responses)
- November: Open house to present draft planning concepts and directions (75 attendees)
- December: Survey #2 to confirm plan vision and direction (44 responses)
- March: Presentation /open house to review draft land use plans and policies
Presentation to the City's Affordable Housing and Development Advisory Committee. (80+ attendees; 50+ comment sheets returned)

Overall, there has been positive feedback on the extent of community engagement undertaken for this project and an interest in ongoing opportunities for community discussions.

3.2 Key issues raised by the community included the need for increased public engagement with respect to new development proposals; the effect of new development on parking; the height of new development as a result of floodplain requirements, and the effect this has on privacy; the removal of mature landscaping; and concerns about increased traffic, pedestrian safety, and the ability of infrastructure (roads, schools, hospital, social services) to support additional growth. The community meetings provided an opportunity for Staff to clarify City plans for infrastructure improvements (sidewalk, cycling, hope river boardwalk, Williams street pedestrian bridge), to share information about current floodplain regulations, and the effect this has on new building heights, and to talk about how the City works with other agencies and levels of government to address social issues, homelessness, and school planning.

3.3 The draft plan takes into account the overall direction of the Official Community Plan, recent development experience, and issues raised by residents, providing five guiding principles with respect to public engagement, the building of healthy, safe communities, maximization of infrastructure, the promotion of attractive design and comprehensive planning.

3.4 Highlights of the plan include the following:

- Land use plans and designations which clearly define where “one and two family” and “attached residential” development is envisioned.
 - One and two family residential development, including coach houses is proposed as the predominant land use
 - Narrow (10m wide) infill and attached housing development is recommended primarily for properties with rear lanes to retain street parking and a green front yard/streetscape
 - Attached housing (fee simple or strata townhouses or rowhouses) is located adjacent or within easy walking distance to community amenities (e.g. transit, park, boardwalk, school, commercial area, etc.)
 - Apartment (medium density) development is to continue in keeping with the OCP in the Broadway/Yale area
- A graphic illustrating floodplain requirements and anticipated building heights of infill development and how this relates to existing development
- Policy Directions, which include
 - Development of a procedure to require rezoning applicants to engage with neighbouring residents in advance of a public hearing
 - Retention of the 10 m maximum building height allowance for single family and duplex development (and a lower height for coach houses)
 - Consideration of adjacent land uses to ensure proposals do not preclude a more comprehensive development, e.g. looking at infill / densification opportunities on adjacent lots, considering lot size, configuration, existing land use and housing condition.
 - Requirements for development to maintain the subdivision pattern of the street on which it is located, emphasis on housing facing the street), through design guidelines and infill policies developed by the City
 - Non-support for the development of irregular shaped lots, including panhandle lots, or housing not oriented towards the street,
 - The permission of attached housing on arterial routes (e.g. Ashwell) provided that this is achieved through lot consolidation and provision of access from non-arterial roads

- Policies that support retention of street parking or consider additional off-street parking to support increases in density
 - Strategies ensure subsequent owners do not make changes to their property site grading, which negatively impacts drainage on neighbouring properties
 - Some concerns raised by residents are addressed by other City policies and bylaws including:
 - Cycling and pedestrian improvements will occur in accordance with the Transportation Master Plan
 - Requirements for developers (e.g. development cost charges, adherence to land development bylaws, with respect to street improvements, etc.)
 - Ensuring parks and open spaces are accessible and meet the needs of residents, and improvements occur in accordance with the City's Greenspace Plan
 - Development must adhere to drainage requirements established by City bylaws
 - The City will continue to support policy and strategies to increase affordable housing and address homelessness in accordance with the Homelessness Action Plan.
 - Implementation objectives acknowledge the following
 - Redevelopment will occur as individual land owners determine the viability of redevelopment, in accordance with City policies, plans, and bylaws.
 - The plan will be reviewed from time to time, and amendments to the Plan will require a public process
- 3.5 The land use plans provide for more growth than the OCP anticipates; however, it is acknowledged that redevelopment timelines are dependent on the market and property owner interest, and not all properties will be redeveloped to higher densities.
- 3.6 To support the objectives of the OCP and this neighbourhood plan, and to provide clarity for infill development elsewhere in the community, staff are proposing that the current "interim" infill development policies be reviewed, updated, and formally adopted as a Council policy (which can then be reviewed periodically to ensure relevance with changing city objectives and needs over time).
- 3.7 As an OCP amendment to adopt the Chilliwack Proper and Fairfield Island Neighbourhoods Plan is proposed, Council is required by the Local Government Act to consider advance consultation with outside agencies. During the planning process, consultation was sought with adjacent First Nations communities and School District #33.

- 3.8 Early project consultation included letters mailed to the First Nations located adjacent to the plan area boundaries (Skwah, Shxw̓a:y Village , Squiala and Kwaw Kwaw Apilt First Nations) and discussions with the Chilliwack School District. On April 17, 2018 Council directed staff to send a formal referral regarding the proposed OCP amendment to the Agricultural Land Commission, First Nations, and the Chilliwack School District, in accordance with Section 475 of the Local Government Act.

3 RECOMMENDATION & SUBSTANTIATION:

Recommendation:

Recommendation that “Official Community Plan Bylaw Amendment Bylaw 2018, No. 4533”, a proposed text amendment for the inclusion of a new Schedule “D” – Chilliwack Proper and Fairfield Island Neighbourhoods Plan, be given first and second reading; and further, that a Public Hearing be called for June 5, 2018. (OCP00033).

Substantiation:

The Chilliwack Proper & Fairfield Island Neighbourhoods Plan establishes a clear vision and policies to ensure future land use and development occurs in accordance with Official Community Plan objectives, taking into account community concerns and aspirations.