

DEVELOPMENT and PLANNING SERVICES COMMITTEE

March 20, 2017 City of Salmon Arm

Room 100

City Hall, 500 - 2 Avenue NE **8:00 a.m.**

Page #	Section	Item#	
	1.	CALL .	TO ORDER
	2.	REVIE	W OF THE AGENDA
	3.	DECLA	ARATION OF INTEREST
	4.	PRESE n/a	ENTATION .
	5.	REPOR	RTS
1 – 8		5.1	ZON-1087, Harding, R. & J., 4890 – 13 Street NE, R-1 to R-8
9 - 26		5.2	VP-447, Shaule & Trautman / Cannon, 6510 – 30 Street NE, Servicing Variance
27 - 30		5.3	Municipal Tax Rates - Class 5 & 6, Memorandum from the Chief Financial Officer
	6.	FOR IN	NFORMATION
31 - 36		6.1	Affordable Housing, Memorandum from the Director of Development Services
	7.	IN CAN	MERA_
	8.	LATE I	<u>TEM</u>
	9.	ADJOL	<u>JRNMENT</u>

http://www.salmonarm.ca/agendacenter

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City of Salmon Arm

Development Services Department Memorandum

To: Her Worship Mayor Cooper and Members of Council

Date: March 8, 2017

Subject: Zoning Bylaw Amendment Application No. 1087

Legal: Lot 4, Section 25, Township 20, Range 10, W6M, KDYD, Plan 32303

Civic: 4890 13 Street NE. Owner / Applicant: Harding, R. & J.

MOTION FOR CONSIDERATION

THAT: a bylaw be prepared for Council's consideration, adoption of which would amend

Zoning Bylaw No. 2303 by rezoning Lot 4, Section 25, Township 20, Range 10, W6M, KDYD, Plan 32303 from R-1 (Single Family Residential Zone) to R-8

(Residential Suite Zone).

STAFF RECOMMENDATION

THAT: The motion for consideration be adopted.

PROPOSAL

The subject parcel is located at 4890 13 Street NE and currently contains a single family dwelling (Appendix 1 and 2). The proposal is to rezone the parcel from R-1 (Single Family Residential) to R-8 (Residential Suite) to permit the construction and use of a new detached suite.

BACKGROUND

The subject parcel is located in the Raven subdivision. This area is largely comprised of R-1 zoned parcels containing single family dwellings. The subject parcel is designated Low Density Residential in the City's Official Community Plan (OCP) and zoned R-1 (Single Family Residential) in the Zoning Bylaw (Appendix 3). There are currently eight R-8 zoned parcels within close proximity of the subject parcel.

A site plan is attached as Appendix 4, while site photos are attached as Appendix 5. The intent of the applicant is to construct a new two-storey accessory building featuring an approximately 90 square metre detached suite above a garage. The relatively large subject parcel is approximately 0.35 acres, and easily exceeds the applicable requirements of minimum parcel area and minimum parcel width to permit a detached suite within the proposed R-8 zone.

The site plan indicates that the proposed siting of the suite in the south-east yard can meet the applicable minimum setback requirements: 3 m or 9.8 feet from the rear (east) and 2 m or 6.5 feet from the interior (south) parcel line). Parking for the suite is also specified in the site plan and should be easily provided.

Detached Suites

Policy 8.3.25 of the OCP provides for the consideration of detached suites in Low Density Residential designated areas via a rezoning application, subject to compliance with the Zoning Bylaw and the BC Building Code. Based on Zoning Bylaw parcel area requirements, the subject property has potential for the development of a detached suite, including sufficient space for an additional off-street parking stall to serve the suite as indicated in the attached site plans.

COMMENTS

Engineering Department

No objections to the proposed rezoning, subject to owner satisfying servicing requirements at time of development (water meter). Comments attached as Appendix 6.

Building Department

No concerns with rezoning. Construction subject to BC Building Code. Water meter required.

Development Cost Charges (DCCs) are payable at the time of Building Permit for a Detached Suite in the amount of \$6,064.31 (same as the DCCs for a High Density Residential Unit).

Fire Department

No concerns.

Planning Department

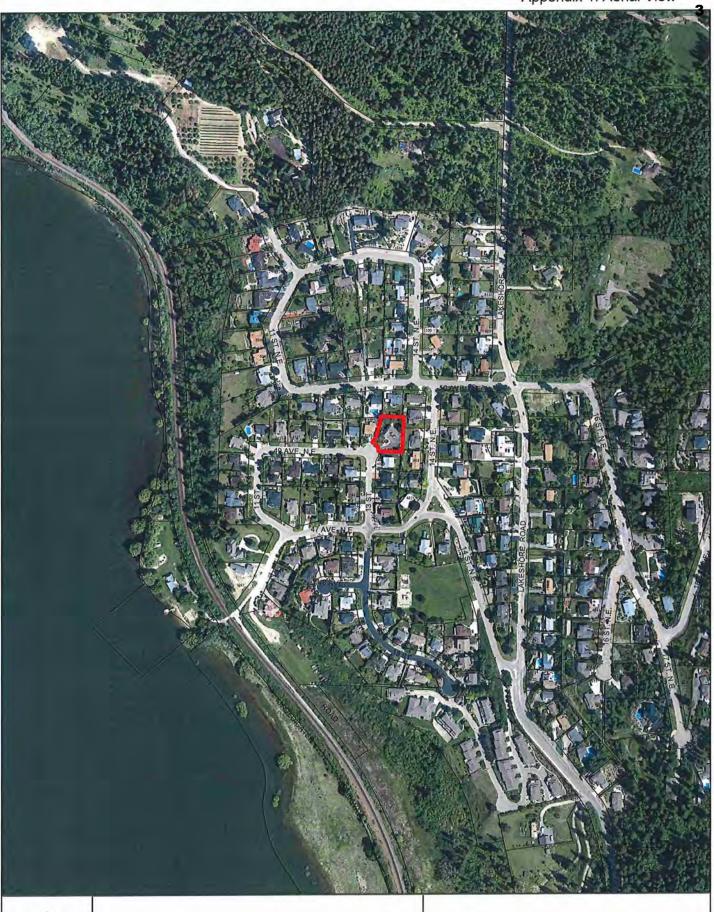
The proposed R-8 zoning of the subject parcel is consistent with the OCP and is therefore supported by staff. The sloping terrain, as well as existing vegetation, should limit impacts on neighbouring parcels to the east, while the existing driveway has sufficient parking area to serve both the suite and primary dwelling. Development of a detached suite requires a building permit and will be subject to meeting Zoning Bylaw and BC Building Code requirements.

Prepared by: Chris Larson, MCP Planning and Development Officer

Reviewed by Kevin Pearson, MCIP, RPP Director of Development Services

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Appendix 1: Aerial View



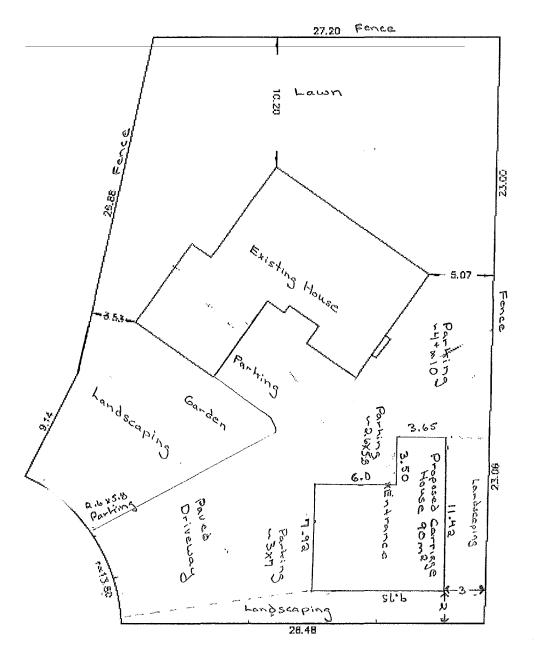


0 40 80 160 240 320 Meters

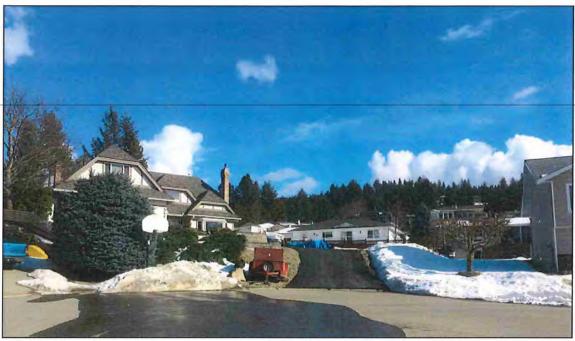


Subject Property

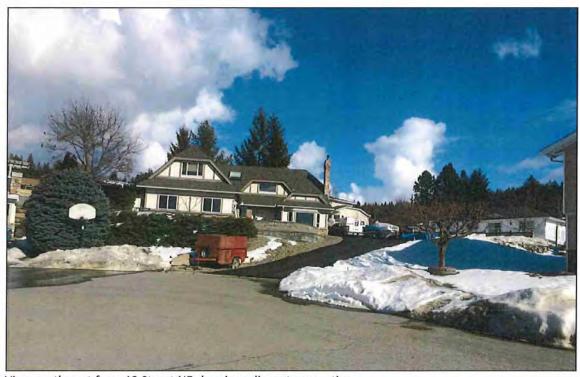




Harding Corriage House"
Tenative Site Plan
H890-13+" St NE
Salmon Ann
"4mm=1m



View of subject parcel looking east from 49 Avenue NE showing adjacent properties.



View north-east from 13 Street NE showing adjacent properties.



City of Salmon Arm Memorandum from the Engineering and Public Works Department

To:

Kevin Pearson, Director of Development Services

Date:

February 27, 2017

Prepared by: Darin Gerow, Engineering Assistant

Subject:

Proposed Rezoning Application ZON-1087E

Legal:

Lot 4, Section 25, Township 20, Range 10, W6M, KDYD, Plan 32303

Civic:

4890 - 13 Street NE

Owner: Applicant: Harding Owner

Further to your referral dated February 16, 2017, the Engineering Department has thoroughly reviewed the site and has no objections to the proposed rezoning.

The following comments and servicing requirements are not conditions for rezoning; however, these comments are provided as a courtesy in advance of any development proceeding to the next stages:

- Owner/developer to install water meter at time of building permit (as per specification No. W-10). City will supply the meter at the owners cost. Inspection will be required to ensure meter has been provided before the connection to the detached suite.
- Sufficient onsite Parking shall be provided.

Darin Gerow, AScT

Engineering Assistant

Rob Niewenhuizen, AScT

Director of Engineering & Public Works



City of Salmon Arm

Development Services Department Memorandum

TO:

Her Worship Mayor Cooper and Members of Council

DATE:

March 10, 2017

SUBJECT:

Variance Permit Application No. VP-447 (Servicing)

Legal: The N ½ of the NW ¼, Section 31, Township 20, Range 9, W6M, KDYD Except

Plan H90

Civic Address: 6510 – 30 Street NE Owner: Jack Shaule & Sharyl Trautman

Applicant: Debbie Cannon

MOTION FOR CONSIDERATION

THAT:

Development Variance Permit No. VP-447 be authorized for issuance for The N ½ of the NW ¼ Section 31, Township 20, Range 9, W6M, KDYD Except Plan H90 which will vary Section 4.2 of the Subdivision and Development Servicing Bylaw No. 3596 as follows:

- Waive the requirement to upgrade Park Hill Road NE frontage to the Urban Arterial Street Standard (RD-4);
- 2. Waive the requirement to extend sanitary sewer main from 46 Street NE along the frontage of Proposed Lot A;
- 3. Waive the requirement to extend storm sewer main from 70 Avenue NE along the frontage of Proposed Lot A.

AND FURTHER THAT: Issuance of Development Variance Permit No. DP-447 be withheld subject to the following:

- Road dedication of 2.8 m, or required dedication confirmed by a BCLS, along Park Hill Road NE to meet the 25 m Urban Arterial Street Standard;
- An alternative storm water disposal system be installed which has been designed by a qualified geotechnical engineer and approved by the City through an Integrated Stormwater Management Plan.

STAFF RECOMMENDATION

THAT:

The motion for consideration be adopted subject to:

1) Registration of a Section 219 Land Title Act Covenant restricting any further subdivision of Proposed Lot A until the lot is fully serviced to City standards.

PROPOSAL

The subject property is located at 6510 – 30 Street NE (APPENDICES 1 and 2). The applicant is requesting three variances to accommodate a proposed subdivision which would create one, 1.1 ha new lot. The requested variances are for frontage upgrades and servicing requirements along Park Hill Road NE.

The site plan is attached as APPENDIX 3 and applicant has provided a rationale letter and Class C Opinion of Probably Cost attached as APPENDIX 4. Site photos are attached as APPENDIX 5.

Note: the application for subdivision and PLA were finalized under the City's previous servicing bylaw and prior to the adoption of the current bylaw. Therefore, the variances being applied for pertain to the previous Subdivision and Development Servicing Bylaw No. 3596.

BACKGROUND

The subject property is split designated Acreage Reserve and Low Density Residential in the City's Official Community Plan (OCP) and is split zoned A-2 (Acreage Reserve) and R-9 (Estate Residential). The parcel is hooked across Park Hill Road with the larger agricultural side on the west and the residential portion on the east. Adjacent land uses include the following:

North: P-1 Park

South: A-2 (Rural Holding) / A-3 (Small Holding) East: Vacant Residential (R-1/R-4/R-7/R-9)

West: A-2 (Rural Holding)

Proposed Lot A was approved for rezoning from A-2 to R-9 on June 27, 2016 (ZON-1060). At the meeting when this rezoning bylaw was adopted, Council requested a covenant to be registered on the title which would have restricted further subdivision until fully serviced to City standards (APPENDIX 7). However, that motion was made after final reading and adoption of the rezoning bylaw and the owner/applicant did not draft and register the requested covenant.

COMMENTS

Fire Department

No concerns.

Building Department

No concerns.

Engineering Department

Engineering comments attached as APPENDIX 6.

Planning Department

The applicant is requesting three variances to the Subdivision and Development Servicing Bylaw No. 3596 to accommodate a subdivision to create one new lot. The property is currently hooked across Park Hill Road NE and the subdivision would essentially unhook the smaller, residential portion. The applicants engineering consultant has estimated the full servicing costs to be \$946,307.

Park Hill Road NE - Frontage Upgrades

Park Hill Road NE is currently constructed to an interim paved rural standard and is designated as an Urban Arterial Street with an ultimate road right of way width of 25.0 m. The proposed subdivision would

require the applicants to dedicate approximately 1.7 m, to obtain minimum 20.0 m right of way width and upgrade the south-east half of the road for the entire frontage. The applicant is requesting to waive the required frontage upgrades in lieu of dedicating the full 2.8 metres on both sides of Park Hill Road NE to provide the City with the ultimate road right of way width of 25.0 m. This would equal land dedication of approximately 1,734 m² or 0.43 acres with an estimated assessed land value of \$40,000. Exact road dedication and total area to be confirmed by a BC Land Surveyor.

Park Hill Road NE is considered an important link for both pedestrian and vehicular traffic however is not anticipated to be upgraded in the near future. Staff support the variance subject to full road dedication and a Section 219, Land Title Act restrictive covenant for no further subdivision of proposed Lot A until fully serviced to City standards. The applicants do not wish to register the covenant as it is an added cost and in their opinion is not necessary. As proposed Lot A is 1.11 ha in size and the minimum lot size in the R-9 zoning is 0.4 ha the proposed lot has further subdivision potential for the parcel based on the current zoning and proposed lot size. A covenant is consistent with similar approvals granted in the past and is considered common practice by staff.

Sanitary Sewer Servicing

Within the Urban Containment Boundary connection to City sanitary sewer is required for any subdivision or development. Generally staff are not in support of varying this requirement, however in this case it is not financially feasible or practical to extend the sanitary sewer from 46 Street NE. The proposed lot is large enough to accommodate onsite septic and in this case is considered appropriate. Staff support this variance request for the above noted reasons.

Storm Sewer Servicing

Similarly to the sanitary sewer, the proposed subdivision is required to connect to the City storm sewer which would be required to be extended from 70 Avenue NE. This is also not considered financially feasible or practical for the proposal and is supported by staff to be waived subject to an approved Integrated Stormwater Management Plan (ISMP) for onsite storm water disposal. Incidentally, under the new servicing bylaw an ISMP would be an option for the owner/applicant versus the main extension estimated at \$234,350.

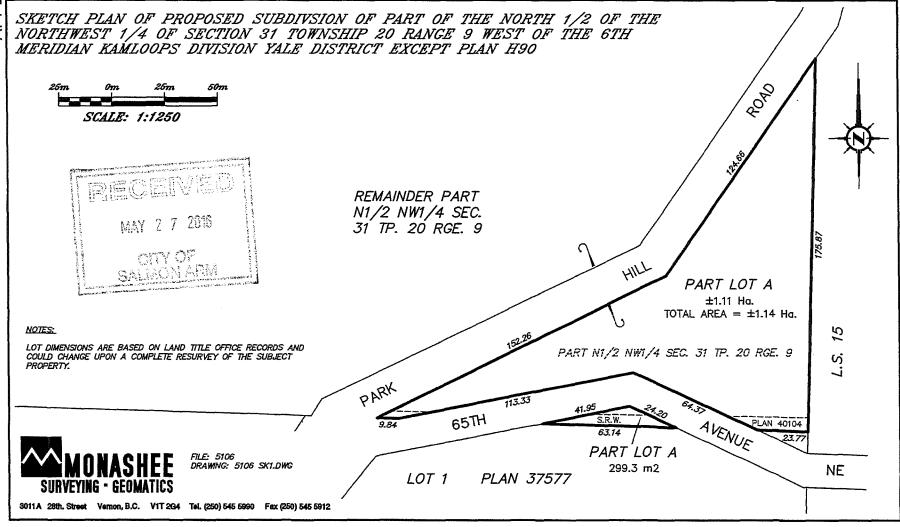
CONCLUSION

The applicant is requesting three variances to accommodate a proposed subdivision which will create one new lot. Staff support the requested variances with the condition of registering a Section 219, Land Title Act restrictive covenant for no further subdivision on proposed Lot A until fully serviced to City standards.

Prepared by: Wesley Miles, MCIP, RPP Planning and Development Officer Reviewed by Kevin Pearson, MCIP, RPP Director of Development Services







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#203 – 270 Hudson Avenue NE PO Box 106 Salmon Arm, BC V1E 4N2

Monday, November 21, 2016

Kevin Pearson, Approving Officer City of Salmon Arm Box 40 500 2nd Avenue NE Salmon Arm, B.C. V1E 4N2

RE: 6510 - 30th Street NE Subdivision Variances (CoSA File #16.15)

Dear Mr. Kevin Pearson:

Further to the variance permit application for subdivision application number 16.15 this letter is intended to provide insight into the variances the developer/agent have proposed regarding this application. The variances proposed are requested for the reasons stated below and to allow the developer to proceed with the subdivision in a financially feasible manner. The proposed subdivision is located at 6510 30th Street NE in Salmon Arm, BC on a 75.38 acre parcel of land that is to be divided into two parcels the first being the remainder lot which will be 72.56 acres and the second (proposed lot A) which will be 2.82 acres.

The remainder parcel is accessed off of Park Hill Road, and the proposed new lot will access off of Park Hill Road. Based on the City Subdivision and Development Servicing Bylaw No. 3596 an upgrade must occur on the frontage of the proposed lot B, along Park Hill NE and in order to service the property with City sanitary sewer and storm sewer, mains must be extended from nearly a kilometer away from the site. As a result the developer is requesting the following variances:

Variance to the Subdivision & Development Servicing Bylaw (Schedule B. Part 2):

1) Waive the requirement to upgrade the south-east half of Park Hill NE road frontage to a modified Urban Arterial Street Standard (RD-4).

The reason for this request is:

- a) Although this portion of the property is currently zone R-9 and does have the potential to be developed into a higher density, the owners feel that this parcel presents itself better as a single 2.82 acre lot (due to topography, access, storm water control and onsite sewage disposal). Frontage improvement along the entirety of this lot would make this subdivision infeasible to complete.
- 2) Waive the requirement to extend the 200mm sanitary sewer main from 46th Street NE to the frontage of the proposed Lot A.

The reason for this request is:

- a) The closest location for gravity sanitary sewer main connection is located down on 46th Street NE near the Lakeside Pines Subdivision. The Subdivision and Development Servicing Bylaw requires that this parcel be services with City sanitary sewer, however, all adjacent lots are currently being serviced by an on-site sewage disposal system. The owners have proposed a larger lot size in order to keep sufficient area to enable the future lot owner to do the same.
- b) The length of main extension required to get the City sanitary system to the proposed property line and service this single lot is in excess of 900m. The cost of an extension of this magnitude would make this project infeasible financially.

3) Waive the requirement to extend the storm sewer main from the 70th Avenue NE detention pond to along the frontage of proposed Lot A.

The reason for these requests are:

a) The closest location for gravity storm sewer main connection is located down on 70th Avenue NE and due to the inadequate size of this storm main, the City is requesting that a main be brought up from the detention pond on 70th Avenue NE. The Subdivision and Development Servicing Bylaw requires that this parcel be services with City storm sewer, however, all adjacent lots are currently being serviced by on-site storm water disposal. The owners have proposed a larger lot size in order to keep sufficient area to enable the future lot owner to do the same.

The length of main extension required to get the City storm system to the proposed frontage and service this single lot is in excess of 1000m. The cost of an extension of this magnitude would

make this project infeasible financially.

In lieu of completing these frontage improvements the developer would propose to put a covenant on the property to restrict any further subdivision from the proposed two-lot subdivision until full municipal frontage improvements are completed. In doing so, they are limiting themselves to two lots only – any further subdividing will, as stipulated in the covenant, require full road frontage upgrades as required in the Subdivision & Development Services Bylaw. As seen in the Opinion of Probable Costs (attached) holding this subdivision to full upgraded standards accompanied with the sanitary and storm main extensions for the full extent of proposed lot A makes this subdivision financially unrealistic.

Based on the information above, it is at the owner/developer's request that the City provide these variances to this two-lot subdivision to allow for the creation of a new highly desirable 2.82 acre lot. Should council approve this variance request, a new family home can be built within one of the most desirable areas of Salmon Arm where currently only one house exists.

If you have questions or concerns, please don't hesitate to call.

Best Regards,

Lawson Engineering and Development Services Ltd.

Blake Lawson, P.Eng Project Engineer

blake@lawsondevelopments.com

Attachments:

• Class 'C' Opinion of Probable Costs – Full Frontage Improvements and Service Extensions

Page 1

JACK SHAULE & SHARYL TRAUTMAN SUBDIVISION 25-Oct-16 CLASS D OPINION OF PROBABLE COSTS - WITH VARIANCES

SCHEDULE OF APPROXIMATE QUANTITIES AND UNIT PRICES (*Denotes Nominal Quantity)

Item No.	DESCRIPTION OF WORK	UNIT	UANTII	ÚNIT PRICE	AMOUNT \$
1.0	ROADS AND EARTHWORKS SECTION 1 Supply & Install, Complete				
1.6 1.7 1.8	Supply & Install Asphalt (100mm) Supply & Install Asphalt (65mm) Remove & Dispose Asphalt Common Excavation & Disposal Supply & Place 75mm WGB Sub-Base Agg. Supply & Place 25mm WGB Base Aggregate Asphalt Milling - Key-in Joints	LS m2 m2 m3 m3 m3 LS	LS 50 0 50 20 20 5 LS	1,500.00 34.00 26.00 8.00 14.00 56.00 74.00 1,000.00	1,500.00 1,700.00 - 400.00 280.00 1,120.00 370.00 1,000.00
2.1 3.0	WATER DISTRIBUTION WORKS SECTION 2 Supply & Install, Complete Supply & Install 25ø Water Service c/w CS SANITARY SEWER WORKS SECTION 3 Supply, & Install Complete	еа	1	2,500.00	2,500.00
3.2 3.3 3.4	Supply & Install Onsite Sewerage System Supply & Install 200ø PVC Sanitary Supply & Install Sanitary Manhole Tie-in to Existing Sanitary Manhole Supply & Install 100ø PVC Sanitary Service c/w Inspection Chamber	LS m ea ea ea	LS 0 0 0	20,000.00 155.00 3,000.00 3,500.00 1,800.00	20,000.00

CLASS D OPINION OF PROBABLE COSTS - WITH VARIANCES

Page 2

Item No.	DESCRIPTION OF WORK	UNIT	UANTII		AMOUNT \$
4.0	STORM SEWER WORKS SECTION 4 Supply & Install, Complete				
4.2 4.3 4.4	Supply & Install Onsite Storm Disposal System Supply & Install 300Ø PVC Storm Supply & Install 1050 Storm Manhole Supply & Install Concrete Catch-Basin c/w Leads Tie-in to Existing Storm Manhole Supply & Install 150Ø PVC Storm Service c/w Inspection Chamber Inspection Chamber	LS m ea ea ea ea	LS 0 0 0 0	5,000.00 165.00 3,500.00 2,500.00 2,500.00 1,800.00	5,000.00
5.0 5.1 5.2 6.0	HYDRO, TEL & LIGHTING SECTION 6	m2 m	0	68.00 70.00	
	Supply & Install, Complete Supply & Install Post Top Street Lights c/w Ducting Supply & Install Overhead Hydro & Tel	ea LS	0 LS	5,800.00 5,000.00	5,000.00

CLASS D OPINION OF PROBABLE COSTS - WITH VARIANCES

Page 3

Item No.	DESCRIPTION OF WORK	UNIT	UANTI	AMOUNT \$
	SUMMARY			
1.0	ROADS & EARTHWORKS			\$ 6,370.00
2.0	WATER DISTRIBUTION WORKS			\$ 2,500.00
3.0	SANITARY DISTRIBUTION WORKS			\$ 20,000.00
4.0	STORM SEWER WORKS			\$ 5,000.00
5.0	CONCRETE, CURB, GUTTERS, SIDEWALKS			\$ -
6.0	HYDRO, TEL & LIGHTING			\$ 5,000.00
	SUB TOTAL			\$ 38,870.00
	GST (5%)			\$ 1,943.50
	TOTAL			\$ 40,813.50
	Quantities may vary depending on field revisions and/or conditions encountered at the time of construction, thereby affecting the final cost.			
	2) Unit Prices are influenced by supply & demand for both contractors & materials at the time of construction, thereby affecting the final cost.			
	3) Excludes BC Hydro Contribution, BCLS, Site Geotechnical, Environmental Impact Assessments.			

Page 1

JACK SHAULE & SHARYL TRAUTMAN SUBDIVISION 25-Oct-16 CLASS D OPINION OF PROBABLE COSTS - FULL FRONTAGE IMPROVEMENTS AND SERVICE EXTENSIONS

SCHEDULE OF APPROXIMATE QUANTITIES AND UNIT PRICES (*Denotes Nominal Quantity)

Item No.	DESCRIPTION OF WORK	UNIT	UANTI	UNIT PRICE	AMOUNT \$
1.0	ROADS AND EARTHWORKS SECTION 1 Supply & Install, Complete				
	Supply & instan, Complete				
1.1	Clearing & Grubbing	LS	LS	15,000.00	15,000.00
1.2	Supply & Install Asphalt (100mm)	m2	3825	34.00	130,050.00
1.3	Supply & Install Asphalt (65mm)	m2	525	26.00	13,650.00
1.4	Remove & Dispose Asphalt	m2	2565	8.00	20,520.00
1.5	Common Excavation & Disposal	m3	2500	14.00	35,000.00
1.6	Supply & Place 75mm WGB Sub-Base Agg.	m3	2200	56.00	123,200.00
1.7	Supply & Place 25mm WGB Base Aggregate	m3	400	74.00	29,600.00
1.8	Asphalt Milling - Key-in Joints	m	510	4.50	2,295.00
2.0	WATER DISTRIBUTION WORKS				
	SECTION 2				
	Supply & Install, Complete				
2.1	Supply & Install 25ø Water Service c/w CS	ea	1	2,500.00	2,500.00
3.0	SANITARY SEWER WORKS				
	SECTION 3				
	Supply, & Install Complete				
3.1	Supply & Install 200ø PVC Sanitary	m	910	155.00	141,050.00
3.2		ea	12	3,000.00	36,000.00
	Tie-in to Existing Sanitary Manhole	ea	1	3,500.00	3,500.00
3.4	Supply & Install 100ø PVC Sanitary Service	ea	1	1,800.00	1,800.00
	c/w Inspection Chamber	1			

CLASS D OPINION OF PROBABLE COSTS - FULL FRONTAGE IMPROVEMENTS AND SERVICE EXTENSIO

Page 2

11	em lo.	DESCRIPTION OF WORK	UNIT	UANTI		AMOUNT \$
4.0		STORM SEWER WORKS SECTION 4 Supply & Install, Complete				
	4.1 4.2	Supply & Install 300Ø PVC Storm Supply & Install 1050 Storm Manhole	m ea	1070 15	165.00 3,500.00	176,550.00 52,500.00
	4.3	• • •	ea	4	2,500.00	10,000.00
		Tie-in to Existing Storm Manhole	ea	1	2,500.00	2,500.00
			ea	1	1,800.00	1,800.00
5.0		CONCRETE, CURB, GUTTERS, SIDEWALKS SECTION 5 Supply, & Install Complete				
	5.1 5.2	Concrete Sidewalk (CGS-4) Supply & Install High-Back Concrete Curb (CGS-1)	m2 m	510 275	68.00 70.00	34,680.00 19,250.00
6.0		HYDRO, TEL & LIGHTING SECTION 6 Supply & Install, Complete				
	6.1 6.2	Supply & Install Post Top Street Lights c/w Ducting Supply & Install U/G Hydro & Tel	ea LS	6 LS	5,800.00 15,000.00	34,800.00 15,000.00

CLASS D OPINION OF PROBABLE COSTS - FULL FRONTAGE IMPROVEMENTS AND SERVICE EXTENSION

Page 3

Item No.	DESCRIPTION OF WORK	UNIT	UANTII		AMOUNT \$
	SUMMARY				
1.0	ROADS & EARTHWORKS	,		\$	369,315.00
2.0	WATER DISTRIBUTION WORKS			\$	2,500.00
3.0	SANITARY DISTRIBUTION WORKS			\$	182,350.00
4.0	STORM SEWER WORKS			\$	243,350.00
5.0	CONCRETE, CURB, GUTTERS, SIDEWALKS			\$	53,930.00
6.0	HYDRO, TEL & LIGHTING			\$	49,800.00
	SUB TOTAL GST (5%)			\$_ \$_	901,245.00
	TOTAL			\$_	946,307.25
	 Quantities may vary depending on field revisions and/or conditions encountered at the time of construction, thereby affecting the final cost. Unit Prices are influenced by supply & demand for both contractors & materials at the time of construction, thereby affecting the final cost. Excludes BC Hydro Contribution, BCLS, Site Geotechnical, Environmental Impact Assessments. 				



View north-east showing subject parcel from Park Hill Road and 65 Avenue NE (unopened).



View south showing northern most corner of subject parcel from Park Hill Road.



City of Salmon Arm Memorandum from the Engineering and Public Works Department

TO:

Kevin Pearson, Director of Development Services

DATE:

January 09, 2017

PREPARED BY:

Chris Moore, Engineering Assistant

OWNER:

Shaule, Jack & Trautman, Sharyl, 3341 - 60 Avenue NE,

Salmon Arm, BC, V1E 2A9

APPLICANT: SUBJECT: Cannon, Debbie, 11 – 2 Street SE, Salmon Arm, BC V1E 1G8
DEVELOPMENT VARIANCE PERMIT APPLICATION NO. VP-447

LEGAL:

The N. ½ of the NW. ¼ of Section 31, Township 20, Range 9 W6M KDYD,

Except Plan H90

CIVIC:

6510 - 30 Street NE

ASSOCIATED: PREVIOUS:

16.15

ZON-1060

Further to the request for variance dated December 12, 2016; the Engineering Department has thoroughly reviewed the site and offers the following comments and recommendations, relative to the variances requested:

The applicant is requesting the following variance to the Subdivision and Development Servicing Bylaw No. 4163:

1. Waive the requirement to upgrade the SE half of Park Hill Road NE to a RD-4 Standard

Park Hill Road NE is currently constructed to an interim paved Rural standard. Upgrading to a "Subdivision and Development Servicing Bylaw No. 4163" Urban Arterial Road standard (RD-4: Interim 20m ROW) is required. Improvements may include but are not limited to boulevard, paving, curb & gutter, sidewalk and street lighting, street drainage, fire hydrants and underground hydro and telecommunications.

Although the applicant indicates the intent to develop the property as a single 2.82 Acre lot, the property does have significant development potential. Proposed subdivision of the adjacent property to the north (Sub 08-26) included the requirement for full frontage upgrades along the east side of Park Hill Road. Once the frontage of both properties is constructed, this will provide a important link from the properties to the south to the trail network to the north and provide for safer pedestrian movement along this section of this busy road. It is also noted that once completed, the adjacent subdivision to the north will contain over 100 new lots, significantly increasing both vehicular and pedestrian traffic.

Recommendation:

In order to build Park Hill Road to the Arterial cross-section, additional dedication of 2.5m (east and west side) beyond the 20.0m required for subdivision, is required.

The Engineering Department recommends that the request to waive the requirement to upgrade the SE half of Park Hill Road NE to a RD-4 Standard be approved; subject to:

- Dedicating the remaining 2.5m on the east and west side of Park Hill Road.
- 2. Dedication the small hooked triangle of land, south of 65 Avenue NE.
- Registration of a covenant on title preventing any further subdivision until full frontage works have been completed.

This will allow the applicant to subdivide the property, while protecting future City interests.

2. Waive the requirement to extend the sanitary sewer main

The subject property does not front on the City's sanitary sewer collection system. Extension of the system from the nearest sanitary sewer on 65 Avenue NE, is required by the bylaw.

Connection to the City's sanitary sewer collection system is desirable within the Urban Development Area. However, in this instance connection is not financially viable due to the distance from the nearest sanitary sewer. For a single lot, onsite disposal is an appropriate solution.

Recommendation:

The Engineering Department recommends that the request to waive the requirement to extend the sanitary sewer main be approved, subject to the registration of a covenant preventing any further subdivision until the property is serviced with City sanitary sewer.

3. Waive the requirement to extend the storm sewer main

The subject property does not front on the City's storm drainage system. The traditional approach to Storm Drainage is to make a connection to a suitable storm sewer / outfall offsite. In this location the nearest suitable connection would be the storm detention pond on 70th Avenue NE. However, subject to approval of a comprehensive Storm Water Management Plan (SWMP), storm water could be disposed of onsite, in accordance with Section 7.2 for the bylaw. The SWMP would also be required to address existing flows from Park Hill Road and the property to the west.

Recommendation:

The Engineering Department recommends that the request to waive the requirement to extend the storm sewer main be approved, subject to the approval of a comprehensive Storm Water Management Plan. On-site storm water disposal systems shall be designed to accommodate flows for a 25 year peak storm. Major storm routing is to be designed for a 100 year peak storm and may flow overland through clearly defined routes.

Chris Moore-

Engineering Assistant

Jenn Wilson, P.Eng., LEED® AP

City Engineer



2. Zoning Amendment Bylaw No. 4153 [ZON-1060, Shaule, J. & Trautman, S. / Cannon, D..; 6510 – 40 Street NE; A-2 to R-9]

0262-2016

Moved: Councillor Harrison Seconded: Councillor Lavery

THAT: the bylaw entitled Zoning Amendment Bylaw No. 4153 be read a third

and final time.

AMENDMENT:

0263-2016

Moved: Councillor Harrison Seconded: Councillor Lavery.

THAT: Council requests that a Section 219 Land Title Act Covenant be registered on the title of the subject property, which will restrict the R-9 zoned area of approximately 1.11 hectares fronting Park Hill Road and 65 Avenue NE from being subdivided beyond one additional lot from the remainder until such time that a new lot is fully serviced to municipal standards, including, at a minimum, the extensions of and connections to the municipal sanitary and storm sewers.

CARRIED UNANIMOUSLY

Motion as Amended

CARRIED UNANIMOUSLY



City of Salmon Arm Memorandum from the Chief Financial Officer

Date: March 15, 2017

To: Mayor Cooper and Members of Council Subject: Municipal Tax Rates – Class 5 and Class 6

For Information

In early July, 2016, the Chief Administrative Officer, Chief Financial Officer and the Mayor met with Valid Manufacturing Ltd. to hear their perspective regarding the tax rate associated with Class 5 and Class 6. Valid Manufacturing Ltd. along with the BC Assessment Authority was then invited to present at the December 5, 2016 Development and Planning Services Meeting.

At the December 5, 2016 Meeting, Council requested a staff report regarding the tax and revenue implications of shifting/equalizing property tax between the various classes of assessment.

While this is a very complex issue with many variables (i.e. new construction values, assessment inflation/deflation changes, etc.) with many different scenarios, staff have provided a broad spectrum of options as noted below.

Please note that the analyses presented below use the 2016 Assessment Values and Municipal Tax Rates. The 2017 Assessment Roll has not been received nor have the 2017 tax rates been determined therefore, results could vary accordingly. However, for the purposes of discussion utilizing the 2016 data will provide sufficient information for decision making.

Scenario No. 1

Tax Rate Equalization - Business and Light Industry Tax Rates - Shift to Business Class

Approximately \$169,740.00 in existing taxation revenue would need to be shifted from Light Industry to the Business to equalize the tax rates.

Business	Tax Rate	Tax Revenue	Light Industry	Tax Rate	Tax Revenue
\$100,000.00	12.1040	\$1,210.40	\$100,00.00	12.1040	\$1,210.40
\$100,000.00	11.6603	\$1,166.03	\$100,00.00	18.7052	\$1,870.52
	Increase:	\$ 44.37		Decrease:	(\$ 660.12)

\$500,000.00	Increase:	\$ 221.87	\$500,000.00	Decrease:	(\$3,300.59)

Scenario No. 2

Tax Rate Equalization - Business and Light Industry Tax Rates - Shift to all Property Tax Classes

Approximately \$169,740.00 in existing taxation revenue would need to be shifted from Light Industry to all Property Classes and then equalize the remaining tax rate difference.

Business	Tax	Tax	Light	Tax	Tax
	Rate	Revenue	Industry	Rate	Revenue
\$100,000.00	11.7866	\$1,178.66	\$100,00.00	12.1040	\$1,210.40
\$100,000.00	11.6603	\$ <u>1,166.03</u>	\$100,00.00	18.7052	\$ <u>1,870.52</u>
	Increase:	\$ 12.63		Decrease:	(\$ 660.12)
	Equalization:	\$61		Equalization:	(\$ 29.14)
	Increase:	\$ 13.24		Decrease:	(\$ 689.25)

\$500,000.00 Increase	\$ 66.20	\$500,000.00	Decrease:	(\$3,446.27)
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Residential	Tax	Tax
	Rate	Revenue
\$100,000.00	4.5968	\$459.68
\$100,000.00	4.5475	\$454.75
	Increase:	\$ 4.93

\$500,000.00	Increase:	\$ 24.63

Scenario No. 3

Shift an incremental amount of \$25,000.00 - Business and Light Industry Tax Rates - Shift to all Property Tax Classes

Approximately \$25,000.00 in existing taxation revenue would need to be shifted from Light Industry to all Property Classes.

Business	Tax	Tax	Light	Tax	Tax
	Rate	Revenue	Industry	Rate	Revenue
\$100,000.00	11.6789	\$1,167.89	\$100,00.00	17,7322	\$1,773.22
\$100,000.00	11.6603	\$1,166.03	\$100,00.00	18.7052	\$ <u>1,870.52</u>
	Increase:	\$ 1.86		Decrease:	(\$ 97.30)

\$500,000.00 Increase	\$ 9.30	\$500,000.00	Decrease:	(\$ 486.52)
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Residential	Tax	Tax
	Rate	Revenue
\$100,000.00	4.5548	\$455.48
\$100,000.00	4.5475	\$454.75
	Increase:	\$.73

\$500,000.00	Increase:	\$	3.63	
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Scenario No. 4

Two (2) Year shift of \$35,000.00 in each year - Business and Light Industry Tax Rates - Shift to all Property Tax Classes

Shift approximately \$35,000.00 in each year over two (2) years of existing taxation revenue and shift from Light Industry to the all Property Classes.

At the end of the second year the class multiple will be closer to the Provincial Tax Multiple for Business and Light Industry. Business - 2.56 and Light Industry - 3.50. Provincial Multiple - Business - 2.45 and Light Industry - 3.40.

Business	Tax	Tax	Light	Tax	Tax
	Rate	Revenue	Industry	Rate	Revenue
\$100,000.00	11.6863	\$1,168.63	\$100,00.00	17.3429	\$1,734.29
\$100,000.00	11.6603	\$ <u>1,166.03</u>	\$100,00.00	18.7052	\$ <u>1,870.52</u>
	Increase:	\$ 2.60		Decrease:	(\$ 136.23)

\$500,000.00	Increase:	\$ 13.02	\$500,000.00	Decrease:	(\$ 681.13)

Residential	Tax	Tax
	Rate	Revenue
\$100,000.00	4.5577	\$455.77
\$100,000.00	4.5475	\$454.75
	Increase:	\$ 1.02

\$500,000.00	Increase:	\$ 5.08

Respectfully Submitted,

Monica Dalziel, CPA, CMA

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City of Salmon Arm

Memorandum from the Director of Development Services

To: Social Impact Advisory Committee

Date: December 19, 2016 (Original)

Updated for the Development and Planning Services Committee - March 14, 2017

Subject: The Role of City of Salmon Arm in the Affordable Housing Conundrum

FOR INFORMATION

In advance of the January 10, 2017 meeting of the Social Impact Advisory Committee, this memo is intended to summarize the City's policies and planning methods available to assist with affordable housing initiatives. Realizing the topic and definitions of "affordable housing" are complex and varied, this summary starts by looking at a snapshot of Salmon Arm's housing market at the end of November 2016.

Vacancy / Availability Rate 0.5%

Average Rent \$830.00 (2 bedroom apartment)

Average / Median Condo Price \$179,000 / \$175,000

Average / Median Townhouse Price \$291,340 / \$285,000

Average / Median House Price \$387,000 / \$380,000

The present vacancy and availability rates in Salmon Arm are obviously low and resemble the rates during the peak of the last housing boom from 2006 to 2008. Rent and housing prices in Salmon Arm are consistent with other municipalities in the southern interior region, and well below prices in the central Okanagan, lower mainland and southern Vancouver Island. With 144 new single family homes built in Salmon Arm over 2015 / 16 and many of those constructed with secondary suites, along with 50 multifamily units, the supply crunch may start to ease.

City Plans and Policies

The primary planning and policy documents of the City include the Official Community Plan (OCP), Long Term Financial Plan and Corporate Strategic Plan. These documents recognize Provincial and Federal Governments and non-profit agencies as the main providers and facilitators of affordable housing units, programs and funding. In this regard, the role of the City is to cooperate with and support higher levels of government and agencies in affordable housing initiatives.

In terms of means and capacity, the City does not have:

- Land banked or covenanted specifically for affordable housing projects;
- Reserve funds or budgets allocated to building or subsiding affordable housing, or for acquiring land for affordable housing; or
- 3. Staffing allocated to the administration of affordable housing initiatives, programs and projects.

Most municipalities in BC do not have the means or capacity to take leading roles in the funding and administration of affordable housing programs.

Statutory Planning Tools

In terms of the City's influence on the supply, demand and price of land and housing, some policies of the OCP along with other planning tools available via the *Local Government Act* and *Land Title Act* are routinely implemented by Development Services Department staff and considered by City Council through subdivisions and development approvals, rezoning applications, and OCP amendments. It is through a number of bylaws and processes that local governments in BC have more of a direct role in the affordable housing market. Below are a few examples.

- OCP Bylaw on the supply side, policies designating how much land is available for development for each land use category (e.g. residential or commercial). The City presently has an abundance of land designated for residential development and redevelopment at varying densities.
- OCP Bylaw policies that broadly encourage secondary suites, subject to rezoning, and zoning regulations that allow secondary suites outright in the agricultural zones. The City has approved more than 150 secondary suites, including an increasing number of detached suites that are essentially second houses on a property with a maximum floor area of 90 m² (968 ft²).
- Zoning Bylaw regulates the level of density (housing units per hectare), building mass (height, footprint and size) setbacks and parking requirements within different zones. The City has supported building height increases, setback and parking variances for a number of rental and affordable housing projects.
- 4. Zoning Bylaw regulations as to when and where density can be increased above a threshold in exchange for the provisions of rental units or other amenities within a development. This is also referred to as "density bonusing". Density bonusing in Salmon Arm is somewhat rare because of a lack of demand for higher density development. However, a number of rental apartment and affordable housing projects in Salmon Arm have benefited from a density bonus.
- 5. <u>Servicing Bylaw</u> establishes the service level of a neighbourhood (i.e. paved roads, sidewalks, curbing, street lighting, etc). Servicing requirements for new development can cost tens to hundreds of thousands of dollars depending on the development. The City has supported numerous variances to waive or reduce off-site servicing requirements on certain projects. Any servicing variance granted means the City (and the tax payers at large) will eventually need to service the property to the standard of the day; either that or the land remains underserviced.
- 6. <u>Development Cost Charge (DCC) Bylaw</u> DCCs are collected at the time of development for community wide projects and they can impact the affordability of a housing unit. Some municipalities waive DCCs for bona-fide affordable housing projects. In Salmon Arm, higher density developments pay less DCCs, and secondary suites constructed within a dwelling are subject to \$0.00 DCCs. *Local Government Act* legislation also prohibits the collection of DCCs for housing units with an area less than 29 m² (312 ft²).
- 7. <u>Housing Agreements and Covenants</u> are legal contracts registered on title of a property that restrict and regulate the use of land, density, ability to stratify (to maintain rental units), tenure, other types of rent controls, the re-sale pricing of land, and terms for the administration and management of a housing project, as well as who lives in the housing project...

(e.g. persons with disabilities and low income groups). Housing agreements can be legally complicated and paperwork intensive. To be effective in ensuring ongoing affordability they require an allocation of staffing to continually monitor and sometimes enforce the agreements.

The City administers relatively simple housing agreements for "compassionate use" purposes when allowing second modular dwellings on rural acreages. On some projects when a density bonus has been achieved, the City has required covenants on title which restrict the developments to rental buildings.

Staff recently looked into the prospect of rental covenants also preventing buildings from being stratified and with that restricting the ability by the developer to sell off units. While this could further protect a bona-fide stock of new rental units, it could also be turn some developers away from building rental apartments without the flexibility of being able to sell off some units. It is something that staff will attempt to negotiate with developers when the next density bonus proposal for rental units comes under review. The covenant for the Fox Croft project discussed below did not contain a "no stratification" clause.

8. Permissive Tax Exemptions - annually, City Council considers and approves permissive tax exemptions for a number of community and social service minded agencies. In 2015, Council approved \$615,000 in tax exemptions for 28 properties used for charitable purposes, including the Shuswap Independent Living Association (\$55,494) the Shuswap Housing Society (\$14,241), the Shuswap Association for Community Living (\$6,856) and the Shuswap Area Family Emergency Society (\$6,113).

Examples of Projects and Efforts

<u>Fox Croft</u> - in 2006 Willow Court Holding Ltd. proposed a total of 25 multi-family units in two building on a 3,100 m² lot located at 761 - 2 Street SE. Staff supported and Council approved the development permit, and construction of the two-storey buildings commenced over a period of several years. The developer requested an increase in the overall density on behalf of the Canadian Mental Health Association who was looking for special needs and low housing units.

The R-5 zone allowed a density increase to 39 units (for a bonus of 14 units) provided that one of the buildings (with 28 units) was secured by a covenant with the effect of restricting the housing use and units for rental purposes only. With the unit increase, a significant parking stall variance was needed because the land could not fit 49 stalls; staff supported and Council approved a reduction in the number of offstreet stalls to 30. By 2010, the Provincial Rental Housing Corporation had assumed management of the 28-unit rental building within the strata. The entire development was also subject to the lowest DCC rate available in Salmon Arm of because it fell within the High Density Residential category. Furthermore, the developer financed the required offs-site works and services along that property's frontage.

The above is an example of how municipalities can, within their means, cooperate with the private sector and non-profit agencies in the facilitation of affordable housing projects.

Old JL Jackson Site - between 2009 - 2014 the School District No. 83 went through a number of OCP and zoning bylaw amendment processes to commercialize their lands adjacent to and including the Downtown Activity Centre and their new administration office. With those processes the School District and City reached an agreement (more or less a housing agreement) whereby approximately 4,000 m² of the land would remain designated for an affordable housing development.

The agreement involved the City leading the process to issue Request for Proposals for the development of a multiple unit, affordable housing project, to be managed by a non-profit housing administrator, and the land to be leased from SD 83 for \$1.00 for a long term. A RFP was issued province wide and no interest from a developer was expressed. As part of another agreement, the City purchased 20,000 m² of land from SD 83 adjacent to the DAC, which remains zoned and intended for institutional uses (recreation, arts and culture, etc).

The aforementioned housing agreement and RFP processes turned out to be very time consuming and labour intensive for City staff. The anticipated results did not materialize. At the outset, around 2008, the vacancy rate was as low as it is today and the assumptions at that time that there was a need for such a project were certainly valid. However, in comments received from some developers who inquired about the RFP, the variables of a lease that would eventually terminate with the land being reverted back to SD 83, combined with long term sub-market rental rates and no higher level government subsidy, all seemed to be the primary risk factors making this idea unattractive.

A similar plan lead by BC Housing or the BC Non-Profit Housing Association, along with CMHC support could be perhaps be supported in the future with the City as a partner at the table.

Limits of Bylaws by Provincial Legislationⁱⁱ

In BC, provincial planning legislation attempts to balance property rights with municipal interests in a manner that a municipality cannot <u>impose</u> affordable housing provisions for a development proposal on a whim. This is often not understood by proponents of affordable housing projects. For example, a council cannot (or should not) turn down a rezoning bylaw or development permit on the sole basis that a developer does not agree to provide affordable housing units within a project.

Equally, density bonus thresholds within zones should not be tied to unreasonably low baselines of units / lot area in attempt to extract affordable housing units (e.g. restricting the maximum density to only one single unit per hectare unless a special amenity is offered in a residential zone where apartment and condominium development is in demand). Density bonusing needs to be fair relative to market conditions so as to not preclude development that would otherwise occur without a density bonus provision. This is especially true in Salmon Arm where the demand for higher density is weak compared to larger municipalities with higher land prices. Housing agreements, covenants and community amenity contributions all need to be negotiated and agreed to by both parties and the rationale for such agreements should be backed by OCP policies and clearly written regulations in a zoning bylaw.

In Ontario, the balance of planning legislation has recently tilted in favour of local governments and towards broader affordable housing needs and objectives. The new *Promoting Affordable Housing Act* (2016) enables an Ontario municipality to <u>require</u> a certain number of affordable housing units within a development; for example, on a 50 unit development, 10% or five units must be rented at a certain rate below market rent; the five units could not be stratified or sold and each must be maintained to the same degree as the other units.

Local governments should also be cautious to not partner too closely with private developers under the guise of an affordable housing project, as assistance to business is prohibited by the *Community Charter*. This is why non-profit housing agencies are best suited to take a leading role in the ownership and/or administration of an affordable housing project when the City is involved in some form of partnership involving the private sector.

Other Challenges

Using a comprehensive pro-forma for developer financing, staff has analyzed several single and multifamily housing projects completed over the last five years. The results revealed that the largest costs associated with new developments have not been off-site servicing or DCCs, but rather construction and land usually measured in dollars per square foot or cost per unit. For one recent 12-unit townhouse project in the core area, the cost breakdown revealed the construction costs would have accounted for approximately 79.2% of the total project cost (assuming a relatively low \$125 / ft²); followed by land purchase and carrying costs (6.7%); on and off-site servicing costs (5.3%); marketing / realtor fees (4.5%); architect / engineering consulting fees (2.5%), total DCCs and building permit fees (1.8%).

Construction cost, generally representing the combined costs of the contractor, labour and materials, also rises incrementally with inflation and each update to the BC Building Code. While buildings are becoming more efficient ("greener") and safer, the additional costs with each Code update are added to the ledger and passed on to the consumer. This is why, in staff's opinion, and related to the affordable housing challenge, a uniform code regime for the Province levels the playing field in our region, and efforts to step the Code up to higher levels should be avoided by the City. The Province's goal is to raise Code requirements uniformly to achieve greater efficiency, health and safety conditions within buildings; in the mean time developers may exceed code requirements if their buyers demand that.

Kevin Pearson, MCIP, RPP

Director of Development Services

¹ Canadian Mortgage and Housing Commission – Housing Market Information Portal, Okanagan Mainline Real Estate Board – November 2016 Statistics for Shuswap Revelstoke

[&]quot;Young Anderson Barrister & Solicitors, Local Government Law Seminar, November 25, 2016 "Managing the Market: the Affordable Housing Toolkit" (M. Quattrocchi, F. Marzari and J. Lancaster)

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