



BOARD REPORT

TO: Chair and Directors

File No: BL830-19
PL20180012
BL900-24
PL20180011

SUBJECT: Electoral Area F: Electoral Area F Official Community Plan Amendment (CSR D) Bylaw No. 830-19 and Lakes Zoning Amendment (CSR D) Bylaw No. 900-24

DESCRIPTION: Report from Christine LeFloch, Development Services Assistant, dated March 8, 2018.
1946 Bristow Road, Celista

RECOMMENDATION #1: THAT: "Electoral Area F Official Community Plan Amendment (CSR D) Bylaw No. 830-19" be read a first time this 29th day of March, 2018.

RECOMMENDATION #2: THAT: "Lakes Zoning Amendment (CSR D) Bylaw No. 900-24" be read a first time this 29th day of March, 2018.

RECOMMENDATION #3: THAT: the Board utilize the simple consultation process for Bylaw No. 830-19 and Bylaw No. 900-24, and the Bylaws be referred to the following agencies and First Nations:

- Ministry of Transportation and Infrastructure;
- Ministry of Forests, Lands, Natural Resource Operations and Rural Development – Lands Branch;
- Ministry of Forests, Lands, Natural Resource Operations and Rural Development – Archaeology Branch;
- CSR D Operations Management;
- CSR D Financial Services Department;
- Transport Canada;
- All relevant First Nations.

SHORT SUMMARY:

The CSR D recently acquired the subject properties located at 1946 Bristow Road in Celista and the Parks staff is preparing to construct a community boat launch and waterfront park at this location. The project includes an amendment to the Electoral Area F Official Community Plan to change the designation from SSA - Secondary Settlement Area to PK - Parks and Protected Areas, and an amendment to Lakes Zoning Bylaw No. 900 to rezone the foreshore from FR1 - Foreshore Residential 1 to FP - Foreshore Park.

VOTING: Unweighted ☐ LGA Part 14 ☒ Weighted ☐ Stakeholder ☐
Corporate (Unweighted) Corporate (Weighted)

BACKGROUND:

PROPERTY OWNER:

Columbia Shuswap Regional District

AGENT:

Kristina Flackman, Community Parks & Recreation Coordinator

ELECTORAL AREA:

F

LEGAL DESCRIPTIONS:

(1) Lot 2, Sec 9, Twp 23, Rge 10, W6M, KDYD, Plan 4002

(2) Lot 3, Sec 9, Twp 23, Rge 10, W6M, KDYD, Plan 4002

PIDs:

(1) 007-407-718

(2) 004-407-742

CIVIC ADDRESS:

1946 Bristow Road

SURROUNDING LAND USE PATTERN:

North: Squilax-Anglemont Road, residential

South: Shuswap Lake

East: residential

West: Bristow Road, grocery store, gas station, residential, North Shuswap Elementary School

PARCEL SIZE:

(1) 0.22 ha (0.54 ac)

(2) 0.21 ha (0.52 ac)

CURRENT DESIGNATION(1 & 2)

SSA – Secondary Settlement Area

PROPOSED DESIGNATION:

(1 & 2) PK – Parks and Protected Areas

ZONE:

(1 & 2) Upland - N/A, Bylaw No. 900 – Foreshore Residential 1

PROPOSED LAKE ZONING:

(1 & 2) FP – Foreshore Park

SITE COMMENTS:

The subject properties are located in the village centre of Celista near the North Shuswap Elementary School, a small grocery store and gas station. The two lots are currently utilized as one property and are developed with a single family dwelling, and a few accessory buildings. Existing improvements are proposed to be removed in order to develop the property as a community boat launch and park.

POLICY:

Electoral Area F Official Community Plan Bylaw No. 830

Section 9.1 General Parks and Recreation**Objective 1**

To provide improved public access to the waterfront and expand on public amenities, such as beaches and boat ramps.

Objective 2

To provide a parks system that provides multiple access points to Shuswap Lake and other lakes.

11.8 Secondary Settlement Areas (SSA)

Policies in this section relate to the types of acceptable residential land uses permitted in this designation along with associated densities and required servicing standards. There are no policies related to parks use within this designation.

11.13 Parks and Recreation (PK)**Policy 1**

The Parks and Recreation designation includes federal, provincial and regional parks, and associated park uses, as well as public and private recreation facilities.

13.2 Foreshore and Water Development Permit Area**13.2.1 Purpose**

The Foreshore and Water DPA is designated under the Local Government Act for the protection of the natural environment, its ecosystems and biological diversity.

13.2.4 Exemptions

(a) Structures and works associated with a park use

A Foreshore and Water Development Permit is not required for the proposed park development.

13.4 Riparian Areas Regulation (RAR) Development Permit Area

13.4.1 Purpose

The RAR DPA is designated under the Local Government Act, and applicable provisions of the Community Charter for the protection of the natural environment, its ecosystems and biological diversity. The RAR regulations place considerable emphasis on Qualified Environmental Professionals (QEPs) to research established standards for the protection of riparian areas. The presence of the QEP, Ministry of Environment (MOE) and Department of Fisheries and Oceans in the review process reduces the extent to which the CSRD will be involved in the technical details of the permitting process. Essentially, the role of the QEP means that CSRD involvement is more administrative in nature.

13.4.2 Area

The RAR DPA is comprised of riparian assessment areas for fish habitat, which include all watercourses and adjacent lands shown on Provincial TRIM map series at 1:20,000, as well as unmapped watercourses.

The area applicable for this property as the Riparian Assessment Area comprises the lands within 30 m (98.4 feet) of the high water mark of the watercourse, in this case Shuswap Lake.

13.4.5 Exemptions

The RAR DPA does not apply to the following:

- (c) Institutional development containing no residential, commercial or industrial aspect;
- (f) Development to which RAR does not apply, as confirmed in writing by a QEP.

The development of the subject properties is institutional development containing no residential, commercial or industrial aspect. As such a RAR Development Permit is not required. Although a Development Permit is not required, the CSRD has engaged a QEP to assist in the site design and monitoring of the construction of park improvements.

Lakes Zoning Bylaw No. 900

1.1 Definitions

BOAT LAUNCH is a location on a lake that is designated for the purpose of placing or removing a boat in the water.

PARK is the use of land, including the surface of the water, buildings and structures for the recreation and enjoyment of the public, and/or for environmental conservation purposes, where

- (a) the land is dedicated as park by plan deposited in the Land Title Office, or operated as a local service or extended service pursuant to the Local Government Act; or

- (b) the land, buildings and structures are under tenure of the Crown for the purposes of a park.

3.1 Uses and Structures Permitted in Each Zone

.1 The following uses and structures are permitted in each zone, unless expressly prohibited in the zone:

- (a) *navigation and accessory uses to navigation;*
- (b) *passive recreation;*
- (c) *swimming platform*, subject to the limitations set out in section 3.4;
- (d) *public utility;*
- (e) *park and accessory uses to a park;* and
- (f) *accessory use.*

4.4 FR1 – Foreshore Residential 1

.1 Permitted Uses:

- (a) *Floating dock*, including *removable walkway*, that is accessory to a permitted *use* on an adjacent *waterfront parcel*.
- (b) *Private mooring buoy(s)* that is accessory to a permitted *use* on an adjacent *waterfront parcel* or an adjacent *semi-waterfront parcel*.
- (c) *Boat lift(s)* that is accessory to a permitted *use* on an adjacent *waterfront parcel*.

.2 Regulations:

- (a) Density
 - Dock: 1 *floating dock* per adjacent *waterfront parcel*.
 - *Private mooring buoys*:
 - (a) 1 per adjacent *semi-waterfront parcel*.
 - (b) 1 per adjacent *waterfront parcel* having a *lake* boundary length less than 30 m (98.43 ft)
 - (c) 2 per adjacent *waterfront parcel* having a *lake* boundary length 30 m (98.43 ft) or more.

4.16 FP – Foreshore Park

.1 Permitted Uses:

- (a) *Park*
- (b) *Floating or fixed dock(s)*, including *permanent* or *removable walkway* that is accessory to a *park use*.
- (c) *Park mooring* and recreation facilities.
- (d) Buoy(s) that is accessory to a *park use*.
- (e) *Boat lift(s)* that is accessory to a *park use*.
- (f) *Boat launch* that is accessory to a *park use*.

Area F Parks Plan, Final Report, June 2005**4.1 Waterfront Parks**

Access to and from the waterfront was amongst the highest ranked issues that the public wanted to see resolved during the park planning process. The public perceived a large gap between the demand for waterfront parks (with amenities such as beaches and boat ramps), and the supply that is available. Twenty one waterfront parks were identified to meet the current and future demand, including the subject site at Bristow Road.

FINANCIAL:

The CSRD purchased the subject properties for the purpose of developing a community boat launch and waterfront park to serve the Celista area. As the upland area is to be developed as a park, the OCP amendment is being done as a housekeeping item for consistency within the plan area. If the amending lakes zoning bylaw is not approved by the Board then CSRD Parks would not be able to move forward with their plans to construct the boat launch in this location. The property would either need to be sold or used for a different purpose.

KEY ISSUES/CONCEPTS:

The Bristow Road location was identified in the Area F Parks Plan as a desirable place for a waterfront park and community boat launch. The subject properties are situated midway between the two existing public boat launches on the North Shuswap at Shuswap Lake Provincial Park and Magna Bay Wharf Road Community Park. In November of 2017 the CSRD purchased the subject properties and are now in the process of applying for the necessary licenses and approvals from the Province along with the bylaw amendments necessary for the proposed uses.

Project Description

The proposed waterfront park will provide a boat launch, 12 truck and trailer parking spaces, public dock, picnic area and vault toilet. There will also be a kiosk providing park users with important public information which may include invasive species education and the Kids Don't Float program. The plan is to create a visually appealing but effective park space with a focus on a public boat launch and amenities including a vault toilet, picnic tables, bear proof waste receptacles and recycling receptacles. CSRD Parks is working in collaboration with the Protective Services department to site a dry fire hydrant on the property to enhance firefighting capacity. The plan proposes to plant native species trees and shrubs along the perimeter of the property which will create a vegetative screen for neighbouring properties buffering noise and optics while enhancing the aesthetics of the property. No lighting is contemplated at this time which will reduce light pollution concerns. Signage will be placed advising of a "no idling" policy which is intended to help control noise and odors. There will also be signage placed indicating the park hours which will be from 7am to 10pm.

Official Community Plan

The Electoral Area F Official Community Plan designation for the subject properties is currently SSA – Secondary Settlement Area. This designation is intended to allow for a range of densities for residential development within the designated area and specifies servicing standards related to this type of development. There are no policies related to parks use within this designation. The OCP designation for the subject properties is proposed to be changed to PK – Parks and Protected Areas to align with the proposed use and the designation of other similar parks in Electoral Area F.

Upland Zoning

The subject properties are located in an area of the CSRD that is not currently subject to a zoning bylaw.

Lakes Zoning

The foreshore adjacent to the subject properties is zoned FR1 – Foreshore Residential 1, in keeping with the historical use of the property as a single family dwelling. The FR1 zone does not permit the boat launch proposed for the properties, therefore the zoning is proposed to be changed to FP – Foreshore Park which allows for the boat launch as well as the other proposed park amenities. The proposed zoning also creates consistency between the subject properties and Magna Bay Park which also has a community boat launch.

Foreshore Lease

CSRD Parks has made application to the Ministry of Forests, Lands, Natural Resource Operations and Rural Development (FLNRORD) for a foreshore lease over the area adjacent to the subject properties. The Board authorized this application by resolution at the February 15, 2018 Regular Board meeting. The foreshore lease is required in order for the CSRD to operate a foreshore park in this location, including the placement of a boat launch and community dock.

Access and Parking

McElhanney Consulting Services has been hired to complete the park design. They have ensured that all Ministry of Transportation and Infrastructure (MoTI) guidelines and regulations are being followed, and they have filed the necessary paperwork with MoTI. The site will be accessed via Bristow Road, allowing vehicles to pull off the main road before entering the park, thus reducing congestion on Squilax-Anglemont Road. This provides a higher level of safety for vehicles entering and exiting the boat launch area. A graveled parking area for trucks and boat trailers will be provided on site and there will be a vegetative buffer provided on all sides of the property to provide separation from neighbouring properties.

Sewage Disposal

The park will be serviced with a vault toilet that will be connected to a holding tank. The tank will be pumped out on a regular basis as part of park maintenance.

Environmental Concerns

All environmental concerns will be addressed by designing the boat launch with the help of a Landscape Architect from McEllaney Consulting Services. A geotechnical survey was completed to determine the feasibility of a boat launch at this site. Utilizing a graveled parking area and retaining vegetation on the site will be done to enable surface waters to permeate to the ground without causing a large increase in surface flow. CSRD Parks intends to retain as much on-site vegetation as possible to help with the uptake of these waters. Western Water Associates has also been hired to complete a preliminary assessment of the property with regard to sensitive habitat. They will ensure that all necessary regulations are adhered to, and provide advice with regard to mitigation of any potential damage due to construction. They will be on-site during construction of the boat launch to provide monitoring in this regard. Silt fencing will be placed around the work area to ensure any disturbance from construction stays within acceptable limits.

Cultural Heritage Resources

Construction will be monitored to ensure any archaeological findings are preserved. Parks staff are aware that if any heritage resources are discovered during construction they must stop work and contact the Archaeological Branch immediately. Little Shuswap Indian Band will be conducting field reconnaissance work with CSRD Parks staff.

SUMMARY:

The OCP designation of the subject properties is proposed to be changed from SSA - Secondary Settlement Area to PK - Park and Protected Area, and the foreshore adjacent to the subject properties is proposed to be rezoned from FR1 – Foreshore Residential 1 to FP – Foreshore Park as the properties are proposed to be developed as a waterfront park and community boat launch. The Area F Parks Plan, identified the properties as a potential site for this use. Staff are recommending that the Board read Bylaws 830-19 and 900-24 a first time and refer the bylaws out to applicable agencies and First Nations for comments.

IMPLEMENTATION:

If the Board gives Bylaws 900-24 and 830-19 first reading they will be referred out to applicable agencies and First Nations for comments and the communications procedures outlined below would be undertaken.

COMMUNICATIONS:

A media release was sent to local newspapers and a notice was posted on the CSRD website on November 8, 2017 to announce the purchase of the subject property and the intent to develop a community boat launch and lake front park on the lands.

In accordance with Section 7.2 of Development Services Procedures Bylaw No. 4001 a Notice of Application sign will be posted on the property following first reading.

CSRD Parks staff will be presenting this proposal to the Area F Parks Advisory Committee at their meeting to be held on April 16th, 2018 at the Scotch Creek Community Hall. These meetings are advertised and open to the public. Parks staff have also communicated extensively with the neighbouring property to the east of the subject properties regarding site planning and have made adjustments based on his suggestions. Parks staff will also be sending out a letter to all owners within 100 m of the subject property providing information about the project in advance of the public hearing.

Staff are recommending that due to the amount of consultation already being done by CSRD Parks, in accordance with Policy P-18 – Consultation Processes – Bylaws, the simple consultation process be used for this application. After first reading the applicant would post a Notice of Development sign on the property to notify the neighbourhood of the application and staff would refer the application to applicable agencies and First Nations.

After the Regional District has received information from agency referrals, the bylaw would go to back to the Board for second reading and delegation of a public hearing.

DESIRED OUTCOMES:

That the Board endorse the staff recommendation.

BOARD'S OPTIONS:

1. *Endorse the Recommendation.*
2. *Deny the Recommendation.*
3. *Defer.*
4. *Any other action deemed appropriate by the Board.*


LIST NAME OF REPORT(S) / DOCUMENT(S) AVAILABLE FROM STAFF:

1. Electoral Area F Official Community Plan 830
2. Lakes Zoning Bylaw No. 900
3. Electoral Area F Parks Plan Final Report

Report Approval Details

Document Title:	2018-03-29_Board_DS_BL900-24_BL830-19_CSRD.docx
Attachments:	- BL830-19_First.pdf - BL900-24_First.pdf - Maps_Plans_Photos_BL900-24_BL830-19.pdf
Final Approval Date:	Mar 17, 2018

This report and all of its attachments were approved and signed as outlined below:



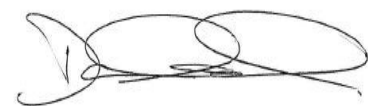
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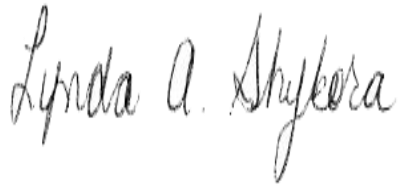
Gerald Christie - Mar 15, 2018 - 8:09 AM



Jodi Pierce - Mar 15, 2018 - 9:17 AM



Darcy Mooney - Mar 16, 2018 - 8:23 AM

A handwritten signature in cursive script, reading "Lynda A. Shykora".

Lynda Shykora - Mar 16, 2018 - 2:48 PM

A handwritten signature in cursive script, reading "Charles Hamilton".

Charles Hamilton - Mar 17, 2018 - 9:19 AM