



THE CORPORATION OF THE
DISTRICT OF SUMMERLAND
REQUEST FOR DECISION

DATE: April 25, 2022
TO: Graham Statt, Chief Administrative Officer
FROM: Brad Dollevoet, Director of Development Services
SUBJECT: Eco-Village Concept Plan – Next Steps

STAFF RECOMMENDATION:

That Council pass the following resolutions:

- 1. THAT Council endorses the 'Eco-Village Concept Plan' report dated April 25, 2022, as a guiding document for the development of 13500 Prairie Valley Road, with the intent to sell the property at the appropriate time.***
- 2. THAT Council directs staff to prepare a Zoning Amendment Bylaw to reflect the Eco-Village Concept Plan for 13500 Prairie Valley Road for Council consideration.***
- 3. THAT Council directs staff to initiate a Road Closure Bylaw for required road allowance closures; and the land consolidation and subdivision of 13500 Prairie Valley Road in conformance with the Eco-Village Concept Plan.***
- 4. THAT Council supports the allocation of up to \$10,000 from the economic development contracted services operational budget to undertake the necessary surveys and cover legal expenses related to road closure, consolidation, and subdivision.***

STRATEGIC PRIORITY:

Active Lifestyle – The proposed Eco-Village project can help promote an active lifestyle through connection and enhanced access to the Cartwright Mountain trail system, pedestrian corridors to the Downtown, and low-impact residential living.

Infrastructure Investment – The Eco-Village project may provide the economic case for the extension of needed sanitary sewer infrastructure for the developed neighbourhoods of Sunset Place and Deer Ridge.

Community Resilience – Residential development in proximity to the solar and battery storage project may allow for a 'micro-grid' neighbourhood which aids in both climate resiliency and greenhouse gas mitigation.

Alternative Energy – Homes may be designed to use alternative energy sources, such as the solar and battery storage project, and near zero reliance on fossil-fuel based construction (i.e.

imbedded carbon).

PURPOSE:

To receive Council approval of the “Eco-Village Concept Plan” (Attachment No. 1) as a guiding document for the development of the District’s land at 13500 Prairie Valley Road. To also receive Council direction to proceed with next steps including a rezoning amendment, road closure, and subdivision and consolidation.

BACKGROUND:

The solar and battery storage project has been a strategic priority project of Council since the start of Council’s 2018-2022 term. Further to re-confirming the solar and battery storage project at its meeting of March 8, 2021, Council, through a notice of motion, provided the following direction to staff:

THAT Council direct staff to investigate the feasibility of an environmentally sensitive eco-village style development that would enhance and complement the District Solar + Storage project at 13500 Prairie Valley Road/12591 Morrow Street/Denike Street.

On August 9, 2021, Council was presented the initial feasibility plan of an eco-village style development at 13500 Prairie Valley Road/12591 Morrow Street and provided the following direction:

THAT Council adds the “Sustainability-Village Project” to the list of Strategic Priority projects of District of Summerland Council;

AND THAT Council direct staff to prepare a 2021 Budget Amendment and direct \$70,000 for the preparation of an “Sustainability-Village Development Concept” from the Land Sale Reserve;

AND THAT the Agricultural Regulation review project be delayed to the Fall of 2022.

Following this direction, District staff engaged the services of MODUS Planning and Design and associated technical consultants to complete a “Eco-Village Concept Plan”. Included in the required scope of work was a detailed environmental assessment (Associated Environmental sub-consultant), a geotechnical assessment (GeoPacific sub-consultant), and a cultural and heritage value preliminary field assessment (PIB Natural Resources sub-consultant).

Following public engagement of the draft concept plan completed from March 9 to March 28, including a public feedback survey, the draft concept plan was presented to Council for initial feedback at Council’s meeting of April 11, 2022 (Attachment No. 2). Initial discussion of Council included the following key points, with the staff response as follows:

<u>Council Comment (paraphrased)</u>	<u>Staff Response</u>
Has staff considered co-op housing in the concept?	At this point social housing is not included in the concept but there are other areas of District land that could be explored
Who owns the community hub, who will operate it?	In the recommended approach, the Hub would be a strata-owned and operated feature of the development

What is the density of development, in terms of residences?	On the low end 96 units and the high end 152 units depending on the option chosen
Is there value in building the road or other features ourselves, maybe with the District leading residential sales?	The District is planning to service the property but further development on site would require significant new staffing resources
What gives the community the best value as the landowners of this property?	The concept recommends protection of community values with the creation of a natural park, and sale of the remaining land
Would a large building on site be a visual impact when looking from downtown?	Viewscales are intended to be maintained and some modelling would be required to avoid unintended monolithic buildings on site
What about traffic impacts on Prairie Valley Road for both residents and recreational users?	Traffic studies and functional planning for traffic flow and safety would come later in development process
What about the park management and zoning?	Our intent would be to divide out the park portion, and to move it out the current zoning which otherwise allows for urban expansion
It seems like the \$70k invested to develop the concept is money well spent if we sold the land, which would generate a significant return for Summerland	A land sale is recommended, and those funds would be directed to the Land Reserve Fund, which in turn can be used for any District capital project
How can we know for sure the site would be developed according to our standards once we sell the property?	If a land sale is pursued, specific covenants will be placed on title to ensure intent is realized, including design and sustainability of the site

Staff is now asking Council to consider endorsing the plan as a guiding document and proceeding with the next steps of this strategic project, with those steps further described in this report, below.

DISCUSSION:

Following previous direction of Council, staff has been diligently and progressively working towards the design and development of a potential eco-village, high sustainability, residential development project at the District's property at 13500 Prairie Valley Road.

To this end, over the past 6 months, District staff and consultants have developed the "Eco-Village Concept" Project Report, dated April 2022 for Council's consideration of endorsement.

The Concept Plan includes the following elements:

- A 47 acre natural park dedicated as a District-managed park (similar to Giant's Head) that maintains and enhances the existing Cartwright Mountain Trail system for recreational hiking, equestrian use, and mountain biking. This land area represents 71% of the District's total land area holdings in the subject location and preserves most of the higher environmentally sensitive areas identified in the environmental assessment.
- A separate public utility lot for the proposed solar and battery storage project.
- A mix of housing styles and diversity, including medium density townhouses, small 'cottage style' single family homes, and potential for higher density apartments in select locations.
- Neighbourhood parks and a trailhead (8.2 acres) that preserves culturally sensitive view corridors and vista points to Prairie Valley and protection of high environmentally sensitive areas. Also, maintenance and enhancement of a kids bike pump track currently located on

the property.

- A 'community hub' located at the heart of the eco-village site to offer flexible programming, potentially in collaboration with PIB, and provide a distinct community amenity for the "village" residents and visitors.

Next Steps

Zoning Bylaw Amendment

Section 7 – Implementation (pg. 19) of the Concept project report provides the proposed next steps of the eco-village residential development. As a first step, staff will begin preparing a zoning bylaw amendment that will include the following elements:

- Re-designating lands proposed for either "neighbourhood park" or "nature park" as "P-Parkland" to protect these areas for future generations and confirm Council's intention to maintain these areas as District-managed parks. These areas represent a total of 56 acres of land, roughly 83% (% of both nature parks and neighborhood parks, combined) of all District-owned land at this location.
- Maintaining lands proposed for the "solar program" (solar and battery storage) in the current zoning of "I- Institutional"
- Re-designating all proposed areas for residential uses (either cottage, townhouse, or multiple family), including the proposed "community hub", to a new and unique Comprehensive Development (CD) zone.

Comprehensive Development (CD) zones are sometimes utilized for rezoning larger sites where there is a mix of different land uses that do not match existing zones (i.e. mixed forms of density, commercial/residential uses) in different areas of the land subject area. As well, sub-areas can be designated within the CD zone to prescribe the level of density/use desired as well as still allow for flexibility in the design process. In addition, unique guidelines can be added to the CD zone to require higher levels of sustainability, such as energy-efficient building forms, landscaping retention and innovative stormwater management.

Pg. 19 suggests that the CD zone should permit the following:

- Variety of housing forms, including single detached, clustered, and multi-family
- Variety of uses, including residential, commercial and office space
- A 12 m height limit to allow for three storey multi-family

However, the CD zone should also be flexible to accommodate a range of housing types as envisioned by the concept plan and to provide flexibility to any potential developer to assess and respond to market demand.

It is recommended by staff that the proposed zoning amendment undergo a similar review process as that utilized for private applicants, including the hosting of a public information session and review by applicable Council Committees prior to Council consideration of first reading. The zoning amendment will also necessitate an OCP amendment which will also require a public hearing and external agency referral.

Road Closure Bylaw, Consolidation and Subdivision

The District has title to five separate parcels of land that are currently subdivided and separated by an undeveloped road allowance that transects the proposed location of the solar and battery storage project area, as well as environmentally sensitive areas proposed to be protected in the Eco-Village concept plan. To prepare the land for a potential sale, these properties will need to be consolidated and then the proposed various zoned areas subdivided out for the various proposed

uses (either the CD development area, solar area, or natural park area).

The District will need to contract a surveyor, as well as a lawyer for legal document preparation, and will need approximately \$10,000 to complete this land preparation work. It's proposed to pull these funds from the District's economic development contracted services operational budget. It is planned and expected that this work can be initiated and occur concurrently while the zoning amendment bylaw is being prepared by staff.

Other Implementation Items

There are a few more minor items that staff will be working towards as implementation items of the proposed development:

- Apply for and receive Environmental Sensitive Development Permit for the project using Associated Environmental's EIA (Environmental Impact Assessment) report already prepared
- Potential negotiation with landowners on access easements or rights-of-way (fire access and sanitary servicing)
- Preparation of restrictive covenants to be placed on title of the proposed subdivided lot to be sold to a developer to protect further environmentally sensitive areas and conformance with the concept plan guidelines.

Following the above implementation items being completed, staff recommends that the District proceeds with the drafting of a Request for Proposals for potential land sale to a developer. This is the recommendation of both the District's consultants and included in the Eco-Village Concept Plan as an implementation step, as well as the recommendation of the Summerland Chamber of Commerce (Attachment No. 3). Given the intervening planning, zoning and consultation efforts required, the timing of a land sale would be in Q1 or Q2 of 2023 if supported by Council.

LEGISLATION and POLICY:

- Official Community Plan, Section 6.0 Urban Growth Strategy
- Official Community Plan, Section 23.0 Environmentally Sensitive Development Permit Area
- Official Community Plan, Section 25.0 Wildfire Hazard Development Permit Area

FINANCIAL IMPLICATIONS:

This Concept Plan project was budgeted in 2021 for \$70,000 from the Land Sale Reserve. The project is currently under budget and it's expected that remaining implementation items will be completed by staff directly as opposed to relying on consultants, other than technical contractors such as land surveying and legal covenant preparation. An estimated amount of \$10,000 is required for these expenses which is proposed to be funded from the economic development contracted services operational budget.

Reviewed by Financial Services:



Prior to the District initiating an RFP process, it is also recommended that the District complete an appraisal to establish an approximate value of the proposed subdivided development parcel. Proceeds from a land sale could be utilized for future capital works projects for the public benefit in the District, at Council's discretion.

The proposed District-managed park has the potential to increase operational expenses as this area has not previously been managed by the District as a formal park. Council should be aware that this park area being designated will create expectations for additional levels of service by the District for park enhancement, and infrastructure and trail maintenance. Initial discussion with

Penticton Indian Band has confirmed interest in the park, with possible co-management with the band given cultural and environmental elements on site. Co-management of the park may require specific funding for involvement of key elders and knowledge holders from the band, or direct involvement of staff from the band in joint patrols or monitoring of the site.

SUPPORTING DOCUMENTS:

1. Eco-Village Concept Plan – April 25, 2022
2. April 11, 2022 Council Report
3. Letter of Support – Chamber of Commerce (April 14, 2022)

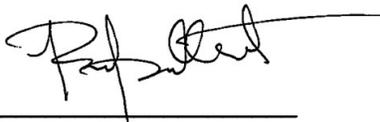
CONCLUSION:

Staff is recommending that Council endorse the “Eco-Village Concept Plan” as a guiding document in the development of 13500 Prairie Valley Road and associated adjacent District-owned land parcels and also proceed with next steps of this proposed development project, being a rezoning, road closure, and subdivision.

OPTIONS:

1. Move the motion as recommended by staff.
2. Do not proceed further with the Eco-Village Concept or potential development.
3. Refer to staff for other options.

Respectfully submitted,



Brad Dollevoet
Director, Development Services

Endorsed by,



Graham Statt
Chief Administrative Officer

Presentation: Yes No