

# Report to Council



**Date:** February 27, 2023  
**To:** Council  
**From:** City Manager  
**Subject:** Area Redevelopment Plan Authorization: Casorso Neighbourhood Plan Area  
**Department:** Policy & Planning

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**Recommendation:**

THAT Council authorize the preparation of an Area Redevelopment Plan as outlined in the report and attached Terms of Reference from the Policy & Planning Department, dated February 27, 2023, for the following ten properties:

- Lot A, Plan 37230, District Lot 134, ODYD
- Lots 3, 4, 5, and 6, Plan 3463, District Lot 135, ODYD
- Lots 1, 2, 3, 4, and 5, Plan 10171, District Lot 135, ODYD

**Purpose:**

To authorize initiation of an Area Redevelopment Plan process and associated Terms of Reference for the Casorso Neighbourhood Plan Area.

**Background:**

An application has been received for an Area Redevelopment Plan (ARP) for 3535 Casorso Road which would envision an extensive redevelopment of this site. This location, and nine others directly to the north are collectively labelled the "Casorso Road Neighbourhood Plan Area" in the Official Community Plan (OCP). The OCP further identifies them as a "Special Planning Study Area" (Map 16.1) which requires completion of an ARP process before any further redevelopment process (such as rezoning or development permit) could be considered for these lands.

This report describes the ARP process and elements of a proposed Terms of Reference that will guide specific considerations for the redevelopment of this site. Staff have been in communication with the applicant over the past few months to draft this Terms of Reference and ensure coordination with other planning considerations throughout the broader area.

**Discussion:**

*Area Redevelopment Plans*

The purpose of an Area Redevelopment Plan (ARP) process is to guide redevelopment of large sites that have multiple property owners and/or complex issues. This coordinates planning work done by

both applicant and staff, community input, and Council approval into a pre-defined sequence of events. The OCP is too broad to determine appropriate land use designations in situations like this where detailed investigation is required, and a single development application is too narrow to address broader issues. Area Redevelopment Plans provide the necessary framework.

Council Policy No. 247 - *Hierarchy of Plans* - establishes the process and content of ARPs. For each, a Terms of Reference (TOR) is prepared that outlines specific requirements for the applicant. This ensures that site-specific aspects and policy considerations are incorporated into the final plan.

The ARP process is designed to be comprehensive and take account of broad issues across the City while incorporating best practices into the process. Endorsement of the application is at Council's discretion in conjunction with the content of the Terms of Reference. Following the process, Council considers approval of the final plan by way of considering an Official Community Plan amendment for the ARP site.

#### *The Casorso Road Neighbourhood Plan Area*

There are 10 properties in total within the Casorso Plan Area (Figure 1) totaling slightly less than 30 acres (12 ha). The largest of these properties, 3535 Casorso Road, contains the Central Mobile Home Park which has been well established since the 1970s. The remaining nine properties within the area are smaller, have multiple property owners, and contain single-detached homes.

The applicant purchased 3535 Casorso Road in 2020 with the intention to explore redevelopment. The OCP (Policy 5.3.4) requires the ARP for this to occur. All ten properties within the Neighbourhood Plan Area need to be considered for an effective and comprehensive plan. While the formal ARP application has only been made for the largest property, the Terms of Reference requires the applicant to consider future land use and technical implications for the nine additional properties that form the remainder of the Plan Area (Figure 1). Specific planning considerations will still be required for these properties, including future road locations and development site configuration, as well as infrastructure needs. The owners of these properties have been approached by the applicant and have also been informed of the proposed ARP by staff. No other properties have expressed interest in joining the application process or provided any feedback to staff.



Figure 1: ARP Subject Properties Map

Should the other property owners within the plan area wish to come forward in the future to formally join the applicant in the ARP process, this may require adjustments to the TOR and Council approval. The ARP process will otherwise consider future land use for these sites – an approach that is consistent with Council Policy 247. The applicant has provided a rationale in a letter contained in Attachment 1.

### *Terms of Reference*

The Terms of Reference (TOR) is contained in Attachment 2. It has been customized to the plan area to take account of site-specific items and will ultimately guide the applicant's creation of a comprehensive plan document. The TOR was provided to the applicant for review and comment prior to its finalization and inclusion with this report.

The TOR contains two major sections: Content and Process. The first section on Content details the items that need to be analyzed and addressed in the final Plan. In some cases, this extends beyond the Plan Area boundaries. This section ensures items such as site analysis, engagement, existing tenants, housing affordability, urban design, engineering, transportation and overall concept plan development incorporate existing policy and the future needs of the City.

The second section of the TOR details the process that must be followed. It lays out the various submissions and identifies points at which public engagement and Council consideration are required. The various submissions must be provided sequentially with each building on the previous submission. A visualization of the process is contained on Page 30 of Attachment 2. Following this report, the next touch-point with Council would be to endorse the applicant's proposed Vision and Objectives for the plan area and to establish specific development entitlements (including land use and density).

### *Tenant Relocation*

Approximately 130 mobile homeowners who lease land within the existing mobile home park will be impacted by redevelopment. The TOR requires a Tenant Relocation Plan be completed and submitted early in the ARP process. This document would be required to outline how the applicant would assist existing residents into new housing in a location of their choice that is within their financial means. Provincial legislation, largely the *Mobile Home Park Tenancy Act*, will play a considerable part in the Tenant Relocation Plan. This is consistent with Council Policy No. 229 *Mobile Home Park Redevelopment* and builds upon it, particularly in consideration of the housing challenges facing the city.

### *Community Engagement*

The TOR includes requirements for applicant-led public engagement throughout the process. At minimum, the applicant will be required to conduct 3 separate phases of public engagement, with each to include at least 2 methods of engagement (ie in-person and online). A summary of results and how they would be addressed are also required. The TOR also establishes requirements for engagement with local indigenous groups and to report back on results in the same manner.

### *Coordination with other Planning Processes*

Coordination of the Casorso ARP with other nearby planning initiatives is incorporated into the TOR process and content. Two other yet to be initiated City-led projects are relevant: a proposed Pandosy Urban Centre planning process as well as the Pandosy/Richter Corridor Study. These projects, and the Casorso Area Redevelopment Plan process, are all in close proximity to one another, providing opportunities for coordination and synergy of planning activities. Other major planning activities, including the Parks Master Plan process that is underway, are also integrated.

While the Pandosy/Richter Corridor Study has already been signaled through the 2023 budgeting process, endorsement from Council to proceed with dedicated planning efforts for the Pandosy Urban Centre and surrounding area is still necessary. A separate report detailing a Pandosy Urban Centre Plan process is scheduled to be brought forward for Council consideration in early March.

Proceeding with planning work specific to the Pandosy Urban Centre is not required to proceed with the Casorso ARP, and the recommendation in this report does not include endorsement of a Pandosy Urban Centre planning process. The Casorso ARP process could still move forward independently under the guidance of the TOR.

**Conclusion:**

Should Council endorse proceeding with the Area Redevelopment Plan, per the proposed Terms of Reference, work will begin immediately. The TOR will ensure an established and comprehensive process that includes scheduled rounds of public engagement, touchpoints with Council at key decision-making intervals, and technical review across numerous areas of municipal oversight.

**Internal Circulation:**

- Policy & Planning
- Development Planning
- Development Engineering
- Utilities Planning
- Parks and Buildings Planning
- Integrated Transportation
- Active Living and Culture
- Communications
- Financial Services
- City Clerk

**Considerations applicable to this report:**

**Existing Policy:**

2040 OCP Bylaw No. 12300

Objective 5.3 Design residential infill to be sensitive to neighbourhood context.	
Policy 5.3.4. Casorso Road Area Redevelopment Plan	<p>Consider redevelopment of the Casorso Road properties, as outlined on Map 16.1, only at such time as an Area Redevelopment Plan is completed, in keeping with Policy 5.3.3. This plan should be initiated by the property owners, and include at minimum, a community park of approximately 2.0 hectares in size fronting Casorso Road and linear park and pedestrian connections from Wintergreen Drive and Invermere Road to Casorso Elementary School.</p> <p><i>The subject property is located in the Casorso Road Neighbourhood Plan area, as identified in Map 16.1 of the 2040 OCP. In addition, OCP Policy No. 5.3.4. identifies that redevelopment of the Casorso Road properties should take place only at such time as an Area Redevelopment Plan is completed. This policy also speaks to specific park dedication requirements and key street connections identified as part of the OCP process.</i></p>

- 2040 Transportation Master Plan
- Development Applications Procedures Bylaw No. 12310
- Council Policy No. 229 – Mobile Home Park Redevelopment
- Council Policy No. 247 – Hierarchy of Plans

Council Policy No. 367 – Public Notification & Consultation for Development Applications  
Council Policy No. 372 – Engage

***Financial/Budgetary Considerations:***

Should Council authorize the development of the Casorso ARP, the applicant team would provide a total of \$135,000 in funding to support additional staffing and consultant resources. As endorsed by Council in the 2023 Financial Plan, the Project Planning Coordinator (term position) resource is in the process of being brought on board to participate in the project.

As part of the staff review of the Casorso Site ARP, a full evaluation of the long-term infrastructure costs and revenues associated with the development will be undertaken using the City's ModelCity Infrastructure analysis tool.

Submitted by:

Daniel Sturgeon, Planner Specialist

Approved for inclusion:



R. Miles, Long Range Policy Planning Manager

cc:

*R. Smith, Divisional Director, Planning & Development Services*

*C. Weaden, Divisional Director, Corporate Strategic Services*

*D. Edstrom, Divisional Director, Partnership & Investments*

*J. Gabriel, Divisional Director, Active Living & Culture*

*J. Sass, Divisional Director, Financial Services*

Attachments:

Attachment 1: Letter from applicant, dated January 23, 2023

Attachment 2: Casorso ARP Terms of Reference