



STAFF REPORT TO COUNCIL

Date: February 6, 2010
To: Mayor and Council
From: Dan Milburn, MCIP, Manager of Long Range Planning
Subject: **Official Community Plan Review Scope Change**
Attachments: **Official Community Plan Review Scoping Document**
Official Community Plan Amendment Consultation Checklist

RECOMMENDATION:

- 1) **Development & Operations recommends that Council:**
 - a. **RECEIVE this report for information; and**
 - b. **APPROVE the attached Official Community Plan Review Scoping Document and Official Community Plan Amendment Consultation Checklist.**

DISCUSSION:

Proposal

The Development & Operations Department recommends that the scope of the current Official Community Plan (OCP) update be amended to include all of the objectives and policies within the plan, not just the focus areas (growth management, housing, commercial, industrial, and housekeeping matters) previously approved by Council.

An expanded scope for the OCP update is appropriate because the ongoing myPG sustainability plan has the potential to provide significant additional guidance on the community's "objectives" for economic, environmental, social and land use development. Furthermore, the current OCP Bylaw is now over 8 years old, and a more thorough review is appropriate at this time.

Background

An OCP is a statement of objectives and policies to guide decisions on planning and land use management. The current OCP Bylaw No. 7281 was adopted by Council in September of 2001. In the last 8 years the Long Range Planning Division has reviewed 43 OCP amendment applications, 18 of which were approved by Council. The majority of the approved OCP amendments were initiated by land owners wishing to increase the development potential of their properties, with the balance being initiated by the City in response to statutory obligations, or to clarify objectives and policies for the conservation, development or redevelopment of certain lands.

As a general rule OCPs are reviewed annually and completely revised every 5 to 10 years. Therefore, on October 16, 2006, Council considered a report from the Long Range Planning Division which recommended a review of the OCP, focused on the objectives and policies for the following:

- 1) Growth Management,
- 2) Housing,
- 3) Commercial,
- 4) Industrial, and
- 5) Housekeeping amendments to the roads and public infrastructure mapping, airport and surrounding lands, environmentally sensitive area policies, and general mapping updates.

At that time, Council directed staff to prepare updated OCP objectives and policies for Council's consideration on the topics noted above. Responding to an emerging development opportunity (airport logistics park) staff focused their efforts on an industrial land strategy, which resulted in Council's approval of a significant increase to the light industrial land base (1,200 ha) adjacent to the Prince George Airport in November of 2008. Since that time, the Division has been working closely with the City Manager's Office on the development of an integrated community sustainability plan (myPG) as a precursor to reviewing the OCP.

Purposes of Official Community Plans (OCP)

The purposes of OCPs are provided in s. 875 of the *Local Government Act* which indicates that an "OCP is a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan, respecting the purposes of local government."

Provincial legislation does not require that local governments adopt OCPs. However, certain land use management tools require "area designations" within an OCP, including development permit areas, temporary commercial and industrial use permit areas, development approval information areas (i.e. impact assessment), and heritage conservation areas.

Effect of Official Community Plans (OCP)

As set out in s. 884 of the *Local Government Act*, an OCP does not commit or authorize a municipality to proceed with any project specified in the plan. This means that the legislative steps necessary to change regulations or commit public funds are not circumvented by adopting an OCP. Thus, implementation actions, such as a new regulation, must follow the normal bylaw approval process. Furthermore, an OCP does not have an immediate effect on property rights, and existing land use regulations (e.g. zoning) would continue to apply. However, the OCP can have consequences such as the designation of development permit areas, which may increase the regulatory burden of developing a property. Additionally, an OCP may help guide an Approving Officer's understanding of the "public interest" as it relates to a subdivision, with consequences for a private developer. (*British Columbia Planning Law and Practice, Bill Buholzer*)

Section 884 of the *Local Government Act*, also states that all bylaws enacted or works undertaken by Council after the adoption of an OCP must be consistent with the plan. Thus, development bylaws (such as rezoning bylaws) which are found to have an absolute or direct collision with the intent of the OCP would be unlawful without a corresponding OCP amendment.

Required Content of Official Community Plans (OCP)

Pursuant to s. 877 of the *Local Government Act* an OCP must include statements and map designations for the area covered by the plan respecting the following:

- (a) the approximate location, amount, type and density of residential development required to meet the anticipated housing needs over a period of at least five years;*
- (b) the approximate location, amount and type of present and proposed commercial, industrial, institutional, agricultural, recreational and public utility land uses;*
- (c) the approximate location and area of sand and gravel deposits that are suitable for future sand and gravel extraction;*
- (d) restrictions on the use of land that is subject to hazardous conditions or that is environmentally sensitive to development;*
- (e) the approximate location and phasing of any major road, sewer and water systems;*
- (f) the approximate location and type of present and proposed public facilities, including schools, parks and waste treatment and disposal sites;*
- (g) other matters that may, in respect of any plan, be required or authorized by the minister;*
- (h) housing policies of the local government respecting affordable housing, rental housing and special needs housing; and*
- (i) targets for the reduction of greenhouse gas emissions in the area covered by the plan, and policies and actions of the local government proposed with respect to achieving those targets.*

In addition, s. 875 (2) of the *Local Government Act* states that, to the extent that it deals with these matters, an OCP should work towards the purpose and goals referred to in s. 849:

- (a) avoiding urban sprawl and ensuring that development takes place where adequate facilities exist or can be provided in a timely, economic and efficient manner;*
- (b) settlement patterns that minimize the use of automobiles and encourage walking, bicycling and the efficient use of public transit;*
- (c) the efficient movement of goods and people while making efficient use of transportation and utility corridors;*
- (d) protecting environmentally sensitive areas;*
- (e) maintaining the integrity of a secure and productive resources base, including the agricultural land reserve;*
- (f) economic development that supports the unique character of communities;*
- (g) reducing and preventing air, land and water pollution;*
- (h) adequate, affordable and appropriate housing;*
- (i) adequate inventories of suitable land and resources for future settlement;*
- (j) protecting the quality and quantity of ground water and surface water;*
- (k) settlement patterns that minimize the risks associated with natural hazards;*
- (l) preserving, creating and linking urban and rural open space including parks and recreation areas;*
- (m) planning for energy supply and promoting efficient use, conservation and alternative forms of energy;*
- (n) good stewardship of land, sites and structures with cultural heritage value.*

Optional Content of Official Community Plans (OCP)

Section 878 of the *Local Government Act* mentions additional provisions that may be included in an OCP including:

- (a) policies of the local government relating to social needs, social well-being and social development;*
- (b) a regional context statement (e.g. regional growth strategy reference);*
- (c) policies of the local government respecting the maintenance and enhancement of farming on land in a farming areas or in an area designated for agricultural use in the community plan;*
- (d) policies of the local government relating to the preservation, protection, restoration and enhancement of the natural environment, its ecosystems and biological diversity.*

Other optional content within an OCP that enables various land use regulations include:

- (a) the designation of development permit areas including the special conditions or objectives that justify the designation;*
- (b) temporary commercial or industrial use permit area designations and general conditions regarding the issue of permits in those areas;*
- (c) development approval information areas (a.k.a. development impacts assessment areas) or circumstances and special conditions or objectives that justify the specification or designation;*
- (d) heritage conservation area designation and special features or characteristics that justify the designation, the objectives or the designation, and in the OCP or Zoning Bylaw specify guidelines respecting the manner by which the objectives are to be achieved; and*
- (e) revitalization tax exemption areas in either the financial plan or OCP.*

Official Community Plan Review Scoping Document

The Department recommends that all “required” areas of the OCP (noted previously) be included in this OCP update. Furthermore, the Department recommends that a number of “optional” policy areas be included in the OCP update, including social policies, regional context statements, farming policies, and environmental policies. It should however be noted that matters included in the OCP that are not within the jurisdiction of the City can only be stated as “broad objectives” unless specified by the Minister (s. 878 (2) *Local Government Act*).

The Department also recommends that certain optional content areas that are beneficial for land use regulation such as development permit; temporary commercial or industrial permit; and development approval information area designations be reviewed at this time. Furthermore, the Department recommends the inclusion of policies and designations respecting the conservation of heritage areas, as recommended by the Heritage Strategic Plan (2006). Finally, revitalization tax exemptions areas are currently included in the financial plan and are therefore not part of the OCP review. However, the review of this tool is an ongoing focus of the Mayor’s Task Force for a Better Downtown and will therefore be addressed through other processes.

The attached *Official Community Plan Review Scoping Document* is intended to cover the breadth and depth of topics to be included in the OCP review. Although this scoping document is written much like a table of contents, the actual order of topics may change in the final draft. Furthermore, the examples given in the scoping document are not intended to be exhaustive, and other important areas may be added, subject to comments received from Council and the general public.

Resources

At present, the City is working with a consultant (HB Lanarc) to prepare the myPG sustainability plan, and then complete a limited OCP update. It is anticipated that an expanded scope for the OCP review will not change the current contractual arrangement with HB Lanarc; however, it will significantly modify the priorities of the Long Range Planning Division. Should Council support an expanded scope for the OCP review, Long Range Planning staff will dedicate internal resources to this task, thus no contractual or City budget adjustments are anticipated.

Consultation Requirements

Section 879 of the *Local Government Act* specifies that during the development of an OCP, or the repeal or amendment of an OCP, the local government must provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected. This consultation is in addition to the statutory public hearing.

In accordance with the above direction the local government must consider whether opportunities for consultation with one or more of the persons, organizations and authorities should be early and ongoing, and specifically consider whether consultation is required with:

- (a) the board of the regional district in which the area covered by the plan is located, in the case of a municipal OCP;
- (b) the board of any regional district that is adjacent to the area covered by the plan;
- (c) the council of any municipality that is adjacent to the area covered by the plan;
- (d) first nations;
- (e) the Provincial and federal governments and their agencies; and
- (f) the boards of education for any school district covered by the plan.

The above requirements would be satisfied with Council's consideration and adoption of the attached OCP Amendment Consultation Checklist.

OCP Amendment Consultation Checklist

A progressive consultation plan is critical to the success of any OCP update. The City has worked closely with our consultants on the myPG sustainability plan to broadly consult with the community starting in the fall of 2009. These efforts began with an "envisioning the future" open public process that involved a number of engagement methods such as a launch event, on-line survey, kitchen table talk forms, and targeted meetings with various community groups. The second phase of this work will involve a series of scenario and strategy development workshops intended to help the community choose a preferred future. All of which will feed into the OCP update consultations, which are summarized in the attached Consultation Checklist.

CONCLUSION:

The Department believes that the scope of the OCP review needs to expand to include all areas addressed within the current OCP. The Department recommends that Council review and approve the attached *OCP Review Scoping Document* and *OCP Amendment Consultation Checklist*.

Respectfully submitted,



Dan Milburn, MCIP, Manager of Long Range Planning

Official Community Plan Review Scoping Document

A summary of the topics to be covered in the Official Community Plan Review

1.0 VISION

- 1.1 The Vision of our community
- 1.2 The City of Prince George Official Community Plan:
 - 1.2.1 Purpose, scope and duration
 - 1.2.2 Intent, application, and interpretation
- 1.3 Community consultation: approach, process and results

2.0 CONTEXT

- 2.1 Geographical and historical setting (e.g. at the confluence of two major rivers)
- 2.2 Contemporary situation and trends: high, low, and most likely development scenarios and assumptions about the dynamics of change (e.g. fertility, mortality, migration, household structure, structural and occupation shifts)
- 2.3 Key issues (e.g. sustainability)
- 2.4 Regional context statement:
 - 2.4.1 shared economic, environmental & social objectives (i.e. adjacency)
 - 2.4.2 Commitment to cooperation and communication with Federal, Provincial, Regional and First Nations governments
- 2.5 Relationship to other plans (e.g. myPG, financial and parks plans)

3.0 OBJECTIVES & POLICIES

3.1 Economic

- 3.1.1 City jurisdiction and scope of interest
- 3.1.2 Economic sustainability (i.e. integrated, long term, and broad)
- 3.1.3 Employment (i.e. labour force, distribution by age, occupation, and industry; unemployment & participation rate; employment income)
- 3.1.4 Economic structure (i.e. sectors, business formations and failures, and regional influences)
- 3.1.5 Economic diversification
- 3.1.6 Downtown redevelopment
- 3.1.7 Other focus areas and sectors:
 - a) Education (e.g. UNBC & CNC)
 - b) Energy (e.g. bio-energy)
 - c) Forestry
 - d) Health
 - e) Mining
 - f) Transportation & Logistics (e.g. PG Airport)

3.2 Environmental

- 3.2.1 City jurisdiction and scope of interest
- 3.2.2 Environmental sustainability (i.e. integrated, long term, and broad)
- 3.2.3 Preservation, protection, restoration, and enhancement of the natural environment (e.g. unique landforms) and its ecosystems (i.e. aquatic, riparian and terrestrial) and biological diversity (e.g. habitat reservoirs/refuges; wildlife corridors, cumulative impacts and fragmentation)
- 3.2.4 Protected areas, environmentally sensitive areas, species and communities at risk
- 3.2.5 Air, water, and soil quality protection and conservation (e.g. brownfields, soil fertility, groundwater protection, particulate reduction)

- 3.2.6 Waste (solid/liquid) reduction, recycling and composting
- 3.2.7 Energy efficiency, conservation, and alternatives (e.g. green buildings, district energy system)
- 3.2.8 Climate change mitigation: GHG emission reduction targets, policies and actions for GHG emission reduction
- 3.2.9 Climate change adaptation
- 3.2.10 Urban interface (e.g. wildlife conflicts, community and urban forest, tree protection, invasive species)
- 3.2.11 Hazardous conditions (e.g. flood & erosion, wildfire, slope stability, extreme weather, hazardous goods)

3.3 Social and Cultural

- 3.3.1 City jurisdiction and scope of interest
- 3.3.2 Social and cultural sustainability (i.e. integrated, long term, and broad)
- 3.3.3 Civic engagement (e.g. civic participation, including our diverse populations and cultures)
- 3.3.4 Community identity and pride (i.e. celebrating our community)
- 3.3.5 Social needs, well-being, and social determinants of health (e.g. environment, education/literacy, food and nutrition, employment, housing, poverty, mental health and addiction)
- 3.3.6 Care facilities and services
- 3.3.7 Public safety (e.g. Police and fire protection, accessibility, CPTED, risk, prevention, reduction, and community resilience)
- 3.3.8 Preserving and enhancing heritage, archaeology, culture & arts (e.g. defining areas, sites and features with heritage character and values; establishing maintenance standards)
- 3.3.9 Recreation and leisure (i.e. *a city in nature*)

3.4 Land Use

List of land uses that must be covered in the plan (for reference only):

- *Agricultural (including maintenance and enhancement of farming & urban agriculture)*
- *Residential (including all density types and housing forms; affordable, rental and special needs housing)*
- *Commercial (including downtown[SGOG Concept Plan], local, neighbourhood, arterial, and regional)*
- *Industrial (including resource extraction[Sand and Gravel]; material manufacturing, processing, distribution and storage)*
- *Recreational (including parks and open spaces)*
- *Institutional and public facilities (including hospital and health care centers, airport, libraries, schools, emergency operations centre, places of worship and other public amenities)*
- *Public utilities and transportation infrastructure (location, phasing, maintenance and replacement of major utilities and infrastructure e.g. landfill, recycling centres roads, sidewalks and trails, water, sanitary and storm sewers, including network planning and active transportation)*

- 3.4.1 City jurisdiction and scope of interest
- 3.4.2 Land use sustainability (i.e. integrated, long term, and broad)
- 3.4.3 Location, amount and type of present and proposed land uses (listed above)
- 3.4.4 Growth management: defining appropriate densities, urban/rural boundaries, development nodes & corridors, and phasing. Maintaining adequate inventories of

suitable land for development, conversion and redevelopment (i.e. land supply and capacity).

3.4.5 Land use objectives (The following sub-sections are examples from current OCP and neighbourhood plans)

- a) A beautiful city (e.g. encouraging aesthetically pleasing neighbourhood, streetscape, site and building design)
- b) A connected city (e.g. efficient and safe movement of people and goods; increased focus on active transportation including pedestrians, cyclists, and transit; greenways and links to our rivers)
- c) A green city (e.g. stewardship of the natural environment)
- d) A supportive city (e.g. servicing diverse needs)
- e) A civic city (e.g. sustainable infrastructure, focus on downtown)
- f) A vibrant city (e.g. positive civic spaces and economic opportunity)
- g) A designed city (e.g. promote a desirable development form and character, by promoting innovation and context sensitive design)

4.0 IMPLEMENTATION

4.1 Development Application Review

4.1.1 Siting criteria: consistency with OCP objectives and policies (e.g. proximity to services, access and amenities; walkability; suitable buffers)

4.1.2 Development approval information (i.e. impact assessment)

4.1.3 Development permit areas: designation, conditions & objectives

- a) Multi-family residential form & character
- b) Commercial form & character
- c) Industrial form & character
- d) Natural environment (e.g. groundwater, aquatic, riparian and terrestrial)
- e) Hazardous conditions (e.g. flood plain, erosion, wildfire, steep slopes)
- f) Revitalization (e.g. downtown - wood first)
- g) Intensive residential (e.g. small lot, secondary suite and duplexes)
- h) Farming (e.g. at the urban-rural interface)
- i) Energy and water conservation and the reduction of GHG

4.2 Temporary commercial and industrial use permits: designation and conditions

4.3 Neighbourhood and Area Plans (i.e. content requirements and context statement)

4.4 City land acquisition and disposition (e.g. park and protected area acquisition, conservation covenants, compensation, visitable housing and other objectives)

4.5 Incentives & enforcement: sustainability objectives (e.g. tax exemptions, phased development agreements)

4.6 Integration of plans, studies, policies, and bylaws (i.e. referencing important documents and providing recommendations for future work)

4.7 Partnerships (i.e. those who will help implement the objectives, policies and actions)

4.8 Financing the Plan (i.e. alignment of the land use and financial plans)

4.9 Targets & Indicators: monitoring, evaluation, and reporting

4.10 Strategic Management: reviewing and amending the OCP

5.0 RESOURCES

5.1 Schedules & Maps

5.1.1 Map interpretation (e.g. boundaries)

5.1.2 Land uses maps (e.g. location, amount and type of existing and proposed land uses, institutional and public facilities, utilities and infrastructure etc.)

5.1.3 Growth management maps: density, phasing & district definition (e.g. satellite growth, transition, redevelopment/infill, stable and preservation areas)

5.1.4 Development constraint maps (e.g. natural hazards, environmentally sensitive areas, agricultural land reserve, heritage conservation areas, archeological overview assessment & viewscapes)

5.1.5 Development permit area maps

5.1.6 Neighbourhood plan maps

5.2 Bibliography

1. Application : Official Community Plan Update

2. Special Conditions:

- A complete review of the OCP including all objectives and policies.

3. Consideration of Affected Persons, Organizations, and Authorities:

BUSINESS LABOUR AND PROFESSIONAL ORGANIZATIONS

- Aboriginal Business & Community Development Assoc.
- BC Restaurant and Food Services Association
- BC & Yukon Hotel's Association
- Chamber of Commerce
- Community Futures Development Corporation
- PG Construction Association
- Downtown Prince George (BIA)
- Gateway Business Improvement Association
- Canadian Home Builders' Association, Northern BC
- Innovation Resource Centre
- Northern Real Estate Board
- Other (specify)

COMMUNITY ORGANIZATIONS/STAKEHOLDERS

- Airport Authority
- Beyond Homelessness Standing Committee
- College of New Caledonia
- Community/Neighbourhood Associations
- Council Committees
 - Advisory Design Panel
 - Athletic Commission
 - Community Heritage Commission
 - Family Court/Youth Justice
 - Finance and Audit
 - Intercultural
 - Library Board
 - Social Grants Advisory
 - Prince George Accessibility Advisory Committee
 - Winter Cities
- Council of Seniors
- Downtown Social Service Providers
- Initiatives Prince George
- Mayor's Committees

- Mayor's Task Force for a Better Downtown
- Seniors Issues
- Youth Issues
- PG Air Improvement Roundtable (PGAIR) and members
- University of Northern British Columbia
- Sports and Leisure Groups (from Leisure Guide)
- myPG Sustainability Plan Scenario Event Participants
- Zoning Bylaw and OCP Amendment Applicants (last 2 years)

FEDERAL GOVERNMENT AND AGENCIES

- Agriculture and Agri-Food Canada
- Canada Mortgage and Housing Corporation
- Canadian Environmental Assessment Agency
- Canadian Heritage
- Canadian Transportation Agency
- Commissioner of the Environment and Sustainable Development
- Environment Canada
- Export Development Canada
- Fisheries and Oceans Canada
- Health Canada
- Human Resources and Social Development
- Indian and Northern Affairs Canada
- Industry Canada
- National Defence
- National Energy Board
- National Research Council Canada
- Natural Resources Canada
- Prime Minister of Canada
- Privy Council Office
- Public Health Agency of Canada
- Public Service Canada
- Public Works and Government Services of Canada
- Royal Canadian Mounted Police
- Statistics Canada
- Transportation Canada
- Via Rail Canada Inc.
- Western Economic Diversification Canada
- Other (specify)

FIRST NATIONS

- Carrier Sekani Tribal Council
- Lheidli T'enneh
- Nazko First Nation
- PG Native Friendship Centre

GENERAL PUBLIC

- Immediate neighbours (within 30 metres of subject property)
- Surrounding neighbourhood (specify with attached map)
- City wide
- Improvement District Board

Other (specify)

LOCAL GOVERNMENT

- Fraser-Fort George Regional District Board
 Other (specify)

PROVINCIAL GOVERNMENT AND AGENCIES

Ministries

- Aboriginal Relations and Reconciliation
 Advanced Education and Labour Market Development
 Agriculture and Lands
 Agricultural Land Commission
 Integrated Land Management Bureau
 Attorney General
 Children and Family Development
 Citizens Services
 Community and Rural Development
 Education
 Employment and Income Assistance
 Energy, Mines and Petroleum Resources
 Environment
 Finance
 Forest and Range
 Health Services
 Healthy Living and Support
 Housing and Social Development
 Labour and Citizens' Services
 Public Safety and Solicitor General
 Small Business, Technology and Economic Development
 Tourism, Culture and the Arts
 Transportation and Infrastructure
 Other (specify)

Agencies

- BC Public Service Agency
 Board Resourcing and Development Office
 Crown Agencies Secretariat
 Intergovernmental Relations Secretariat
 Office of the Premier
 Public Affairs Bureau
 Other (specify)

Crown Corporations

- BC Assessment Authority
 BC Housing
 BC Hydro and Power Authority
 BC Innovation Council
 BC Lottery Corporation
 BC Rail
 BC Transit
 BC Transmission Corporation
 Community Living BC

- Homeowner Protection Office
- ICBC
- Industry Training Authority
- Legal Services Society
- Liquor Distribution Branch
- Oil & Gas Commission
- Partnerships BC
- Tourism British Columbia
- Other (Specify)

SCHOOL DISTRICT BOARD

- No. 57
- No. 93 Francophone Education Authority
- Private Elementary and Secondary Schools

UTILITIES

- BC Hydro
- Shaw Cable
- Telus
- Terasen
- Other (specify)

In addition to those above, all participants to the myPG Scenarios and Strategies Events

OTHER (specify):

4. Public Consultation Opportunities:

- Notification, Distribution and Solicitation of Comments
 - Letter (e-mail)
 - Newspaper Notice

Public Meetings (Charrette or Open House Style)

Surveys

On-request meetings/presentations with PG residents, groups, and associations

Other (specify)

5. Number of Consultation Opportunities:

2 Public Meetings (Charrette or Open House Style)

Notice of Public Meetings, and OCP Draft review opportunities notified in local media

2 On-line surveys (one to solicit input on the performance of the current OCP, and one for stakeholders and the general public to comment on a draft of the revised OCP)

The number of on-request meetings/presentations will be based on interest

Other (specify)

6. Timing of Consultation Opportunities:

Public Meetings, on-request meetings/presentations, and surveys will occur prior to 1st and 2nd Reading