

# STAFF REPORT TO COUNCIL

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**DATE:** September 18, 2019

**TO:** **MAYOR AND COUNCIL**

**NAME AND TITLE:** Ian Wells, General Manager of Planning and Development

**SUBJECT:** Official Community Plan Amendment Application No. CP100154 (Bylaw No. 9049, 2019) and Rezoning Application No. RZ100632 (Bylaw No. 9050, 2019)

Applicant: Seymour Pacific Developments Ltd. for Prince George Golf & Curling Club Ltd., Inc. No. 850240 and the City of Prince George

Location: 2604, 2626 and 2658 Recplace Drive

**ATTACHMENT(S):**

- Location and Existing Zoning Map
- Appendix "A" to Bylaw No. 9049
- Appendix "A" to Bylaw No. 9050
- Exhibit "A" to Application No. CP100154

## RECOMMENDATIONS:

THAT Council:

1. GIVE First Reading to "City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9049, 2019."
2. CONSIDER "City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9049, 2019", in conjunction with the current Financial Plan and confirm there are no issues.
3. CONSIDER "City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9049, 2019", in conjunction with the current Regional District of Fraser Fort-George Solid Waste Management Plan and confirm there are no issues.
4. CONSIDER "City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9049, 2019", in conjunction with the City of Prince George Strategic Framework for a Sustainable Prince George and confirm there are no issues.
5. GIVE Second Reading to "City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9049, 2019."
6. APPROVE the following public consultation process to fulfill the requirements of Section 475 of the *Local Government Act*:
  - a. Two Citywide Newspaper advertisements requesting written comment;
  - b. Request for written comment from properties identified on Exhibit "A" to CP100154; and
  - c. One (1) Public Consultation Meeting.

## RECOMMENDATIONS CONTINUED:

7. GIVE First Two Readings to “City of Prince George Zoning Bylaw No. 7850, 2007, Amendment Bylaw No. 9050, 2019”.
8. PERMIT the Public Hearing for proposed Bylaw No. 9049, 2019 and 9050, 2019 BE WITHHELD until the following requirements have been met to the satisfaction of Administration:
  - a. Receipt of a Traffic Impact Study; and
  - b. Receipt of a Servicing Brief.

In addition, any recommendations presented in the preceding items must be addressed to the satisfaction of the General Manager of Planning and Development.

## PURPOSE

This application involves three (3) properties: 2604 (Lot 4), 2658 Recplace Drive (Lot 3), and a portion of 2626 Recplace Drive (Lot 1), hereinafter described as the Subject Area. The applicant is proposing to develop three (3), four (4) storey apartment buildings on the Subject Area, and the southern portion of 2626 Recplace Drive remaining as the PG Playhouse. The proposed residential development will complement the existing commercial, recreational and institutional uses in the area.

The applicant is proposing to amend the Official Community Plan (OCP) from Business District Regional Commercial, and Parks and Open Space to Neighbourhood Centre Corridor, and Parks and Open Space; and rezone the Subject Area from P3: Major Institutional to P3: Major Institutional and RM5: Multiple Residential.

## Background

### Site Characteristics

Location	2604 and 2658 Recplace Drive	2626 Recplace Drive
Legal Description	Lot 3, District Lot 8180, Cariboo District, Plan EPP50758 Lot 4, District Lot 8180, Cariboo District, Plan EPP50758	Lot 1, District Lot 8180, Cariboo District, Plan EPP50758
Current Use	Vacant Land	Vacant Land and PG Playhouse
Subject Properties Size	1.36 ha (3.4 acres)	1.9 ha (4.7 acres)
Subject Area	1.36 ha (3.4 acres)	1.0 ha (2.5 acres)
Growth Management Class	Infill	Infill
Servicing	City Services Available	City Services Available

### Schedule B-6: Future Land Use – Official Community Plan (see Appendix “A” to Bylaw No. 9049, 2019)

Location	2604 and 2658 Recplace Drive	2626 Recplace Drive
Current Future Land Use	Business District Regional Commercial	Business District Regional Commercial, and Parks and Open Space
Proposed Future Land Use	Neighbourhood Centre Corridor	Neighbourhood Centre Corridor, Business District Regional Commercial, and Parks and Open Space

### Zoning (see Appendix “A” to Bylaw No. 9050, 2019)

Location	2604 and 2658 Recplace Drive	2626 Recplace Drive
Current Zoning	P3: Major Institutional	P3: Major Institutional
Proposed Zoning	RM5: Multiple Residential	P3: Major Institutional and RM5: Multiple Residential

## Surrounding Land Use

North	PG Rolla Dome; Highway 97
South	Hotel Accommodations; Riverpoint Shopping Centre
East	Highway 16
West	Recplace Drive; Prince George Golf and Curling Club; Pine Centre Mall

## POLICY/REGULATORY ANALYSIS:

### Intent of the Official Community Plan

As identified in Section 1.2: Intent, Application, and Interpretation of the OCP, the *Local Government Act* establishes that all bylaws enacted or works undertaken by Council after adoption of the OCP must be consistent. An OCP, however, is not intended to be a static document, but should adapt to new trends within society and respond to changing circumstances. As such, following appropriate public consultation and careful consideration by Council, policies and land use designations in an OCP may be revised by an amending bylaw pursuant to provisions outlined within the *Local Government Act*.

### Official Community Plan

#### Future Land Use

##### 2604 and 2658 Recplace Drive (Lots 3 and 4)

The parcels located at 2604 and 2658 Recplace Drive are designated as Business District Regional Commercial in Schedule B-6: Future Land Use of the OCP. The Business District Regional Commercial designation is intended to provide large scale retail and auto-oriented shopping.

The applicant has applied to amend the designation of these parcels from Business District Regional Commercial to Neighbourhood Centre Corridor. The intent of the Neighbourhood Centre Corridor designation is to increase the mix of uses; support mixed-income and accessible housing opportunities; and support public transportation and walkable communities. The Neighbourhood Centre Corridor designation encourages infill and redevelopment of vacant and underutilized sites (Policy 8.3.45).

##### 2626 Recplace Drive (Lot 1)

The parcel located at 2626 Recplace Drive is designated as Business District Regional Commercial and Parks and Open Space in Schedule B-6: Future Land Use of the OCP. The Business District Regional Commercial designation is intended to provide large scale retail and auto-oriented shopping. The Parks and Open Space designation is intended to provide quality open space areas within neighbourhoods to accommodate community gathering and the development of a sense of place.

The applicant has applied to amend the designation of this parcel from Business District Regional Commercial, and Parks and Open Space to Neighbourhood Centre Corridor for approximately 1.0 ha of the northern half of the property. The remainder of 2626 Recplace Drive will remain designated as Business District Regional Commercial, and Parks and Open Space, and will continue to house the PG Playhouse. The intent of the Neighbourhood Centre Corridor designation is to increase the mix of uses; support mixed-income and accessible housing opportunities; and support public transportation and walkable communities. The Neighbourhood Centre Corridor designation encourages infill and redevelopment of vacant and underutilized sites (Policy 8.3.45).

The proposed OCP amendments and rezoning will facilitate the development of three (3), four (4) storey apartment buildings. The Subject Area is currently vacant and underutilized. The proposed residential development will complement the existing commercial, recreational and institutional uses in the area. This mix of land uses will intensify the existing regional commercial node (Policy 8.3.70) while providing residential uses adjacent to walkable amenities.

Administration supports this application as the proposed multiple residential development will complement the existing regional commercial node and aligns with the future land use policy direction of the OCP.

### Growth Management

The Subject Area is identified as Infill, as per Schedule B-4: Growth Management Class of the OCP. The intent of this designation is to prioritize infill development and encourage utilization of vacant sites (Policy 8.1.1). OCP Policy encourages mixed use development within Neighbourhood Centres and along major streets (Policy 8.1.3).

Administration supports this application as it is consistent with the policy direction within the OCP for Neighbourhood Centre Corridor designations and Infill from a Growth Management perspective.

### Development Permit

Should this application be approved, the Subject Area will be identified within the Multiple Residential Form and Character Development Permit Area. The Multiple Residential Form and Character Development Permit Area is intended to diversify housing stock options that provide for an appropriate level of design and site layout compatible with and complementary to adjacent uses; considers the human-scale; and provides the City with the ability to tailor new multiple residential developments to local site conditions (Policy 8.2.10). Through the development permit process, the City will evaluate that the proposed development by location; lot size; site access; volume of site usage and traffic; parking; landscaping and screening; development size, massing and quality of design (Policy 8.3.7).

### **Neighbourhood Plan**

The Subject Area is located within the Golf Course–Pine Centre Neighbourhood Plan and is identified as a “no development” area. This area was identified as “no development” due to environmental concerns from historical records identifying use of the Subject Area as a fairground and airfield. The Neighbourhood Plan recommended that a Phase Two Environmental Assessment be conducted.

A Phase Two Environmental Assessment dated September 9, 2019, was completed by SLR Consulting Canada Ltd. and submitted to the City of Prince George. The Environmental Assessment concluded that soil and groundwater samples did not exceed acceptable standards for the parameters analyzed. No further environmental investigations were recommended. As per the results of the Environmental Assessment, the “no development” area has been lifted and is no longer in effect.

Administration supports this application as the Environmental Assessment completed has eliminated the environmental concerns identified by the Neighbourhood Plan.

### **Zoning Bylaw**

The applicant is proposing to rezone the Subject Area from P3: Major Institutional to P3: Major Institutional and RM5: Multiple Residential as identified on Appendix “A” to Bylaw No. 9050.

#### *2604 and 2658 Recplace Drive (Lots 3 and 4)*

The parcels located at 2604 and 2658 Recplace Drive are currently zoned P3: Major Institutional. The purpose of the P3 zone is to provide institutional and recreational uses. The applicant is proposing to rezone these parcels from P3 to RM5: Multiple Residential to facilitate the development of three (3), four (4) storey apartment buildings. The RM5 zone is intended to provide multiple residential housing with a maximum density of 125 dwellings per hectare. Table 1 below provides a comparison of the current P3 and proposed RM5 zoning development regulations.

#### *2626 Recplace Drive (Lot 1)*

The parcel located at 2626 Recplace Drive is currently zoned P3: Major Institutional. As mentioned above, the purpose of the P3 zone is to provide institutional and recreational uses. The applicant is proposing to rezone approximately 1.0 ha of this parcel from P3 to RM5: Multiple Residential to facilitate the development of three (3), four (4) storey apartment buildings. The remainder of this parcel will remain zoned as P3 and includes the PG Playhouse, as identified on Appendix “A” to Bylaw No. 9050. The RM5 zone is intended to provide multiple residential housing with a maximum density of 125 dwellings per hectare. Table 1 below provides a comparison of the current P3 and proposed RM5 zoning development regulations.

**Table 1****Current P3: Major Institutional****Proposed RM5: Multiple Residential**

	<b>Current P3: Major Institutional</b>	<b>Proposed RM5: Multiple Residential</b>
Principal Uses	<ul style="list-style-type: none"> <li>• Community Care Facility, Major</li> <li>• Community Care Facility, Minor</li> <li>• Education, Commercial, Higher</li> <li>• Emergency Service</li> <li>• Exhibition &amp; Convention Facility</li> <li>• Health Service, Major and Minor</li> <li>• Library &amp; Exhibit</li> <li>• Park</li> <li>• Parking, non-accessory</li> <li>• Recreation, Indoor and Outdoor</li> <li>• Recycling Centre, Intermediate</li> <li>• Recycling Centre, Major and Minor</li> <li>• Religious Assembly</li> <li>• Transportation Depot</li> <li>• Warehousing &amp; Storage</li> </ul>	<ul style="list-style-type: none"> <li>• Community Care Facility, Major</li> <li>• Community Care Facility, Minor</li> <li>• Housing, Apartment</li> <li>• Housing, Congregate</li> <li>• Housing, Four-Plex</li> <li>• Housing, Stacked Row</li> <li>• Religious Assembly on sites less than 1.0 ha</li> </ul>
Maximum site coverage	50%	55%
Maximum height	15.0 m	15.0 m
Minimum front yard	6.0 m	4.5 m
Minimum interior side yard	3.0 m	3.0 m
Minimum exterior side yard	4.5 m	3.0 m
Minimum rear yard	6.0 m	6.0 m

As shown in Table 1, the primary difference between the P3 and RM5 zones is the institutional versus residential land uses. The building regulations in regards to height and setbacks (interior side and rear) are similar in each zone. Although the RM5 zone allows for high density residential, the proposed development will complement existing commercial uses to the south and west, and recreational and institutional uses to the north and west.

The Subject Area is adjacent to a number of recreational, institutional and commercial uses. The proposed development is within walking distance of a transit interchange (approximately 600 m) and daily needs amenities. The proposed development will be approximately 250 m from Pine Centre Mall; approximately 450 m from Riverpoint Shopping Centre; and approximately 750 m from the Real Canadian Superstore.

OCP Policy encourages infill and redevelopment of existing vacant and underused sites, with an emphasis on enhancing the pedestrian experience (Policy 8.3.31). Should this application be approved, through the development permit process, the applicant will be encouraged to provide pedestrian connectivity throughout the property and connecting to adjacent walkways.

The proposed development provides a transition from the Highway 16/97 corridor to the PG Golf and Curling Club and the Riverpoint Shopping Centre. Preliminary designs of the proposed development allow for significant setbacks from the highway corridor to effectively buffer residents from traffic noise and visual impacts (OCP Policy 8.3.38). The massing of the proposed development is not anticipated to show adjacent land uses. The Subject Area has capacity to provide the required parking as per the Zoning Bylaw.

Administration supports this application as it aligns with OCP policy direction and Zoning Bylaw regulations.

#### **OTHER CONSIDERATIONS:**

##### **Land Use Impacts**

###### Public Meeting

Administration will consult with persons, organizations, and authorities considered to be affected by the proposed development in accordance with the *Local Government Act*.

##### **Referrals**

This application was referred to internal City divisions and external agencies for comments. The following comments were received through the referral process.

### Traffic Impact Study

A Traffic Impact Study prepared and sealed by a Professional Engineer registered in the Province of British Columbia is required to assess the access to and from the Subject Area to Recplace Drive and adjacent intersections, as well as provide trip generation information for the proposed development. A Traffic Impact Study completed by McElhanney Ltd., dated September 2019, and submitted to the City is currently under review by City staff and the Ministry of Transportation and Infrastructure.

Administration recommends that Public Hearing of Bylaw No. 9049, 2019 and Bylaw No. 9050, 2019 be withheld until a Traffic Impact Study has been accepted to the satisfaction of Administration.

### Servicing Brief

A Servicing Brief prepared and sealed by a Professional Engineer registered in the Province of British Columbia that addresses technical issues related to water supply, sanitary sewer collection, and storm drainage system designs is required.

Administration recommends that Final Reading of Bylaw No. 9049, 2019 and Bylaw No. 9050, 2019 be withheld until a Servicing Brief has been prepared and submitted to the satisfaction of Administration.

### Ministry of Transportation and Infrastructure

As per Section 52 of the *Transportation Act*, Bylaw No. 9049, 2019 and Bylaw No. 9050, 2019 requires the Ministry of Transportation and Infrastructure's approval prior to Final Reading.

### **Sequence of Adoption for the Official Community Plan**

Pursuant to the *Local Government Act*, City of Prince George OCP Bylaw No. 8383, 2011 was adopted by considering the Financial Plan, Solid Waste Management Plan and Strategic Framework. Therefore, any amending bylaws to the OCP must also consider these plans.

Section 477 of the *Local Government Act* identifies the adoption procedures for the development, repeal or amendment to the OCP bylaw. This sets in motion the following sequence which identifies the *Local Government Act* requirements and the City's own procedures:

1. After a bylaw has been given first reading the following must occur:
  - a) Consideration of the plan in conjunction with the current [Financial Plan](#);
  - b) Consideration of the plan in conjunction with the current [Regional District Solid Waste Management Plan](#);
  - c) Consideration of any other plan and policies that the local government considers relevant (i.e. [Strategic Framework for a Sustainable Prince George](#));
  - d) Referral to the Agricultural Land Commission if the Plan applies to Agricultural Land Reserve land (*not applicable to these applications*);
  - e) Second Reading;
  - f) Public notice of the Public Hearing; and
  - g) Public Hearing.
2. Third Reading of the bylaw
3. Final Reading and Adoption of the bylaw

The *Local Government Act* requires that each reading of the OCP bylaw must receive an affirmative vote of a majority of all Council members. The adoption procedures found in Section 477 of the *Local Government Act* are required, and should any changes occur to the bylaw, the sequence of steps would be repeated.

### **ALTERNATIVES:**

1. Approve the bylaw
2. Approve the bylaw as amended
3. Refuse the bylaw

4. Defer or otherwise deal with the bylaw

Administration recommends that Bylaw No. 9049, 2019 and Bylaw No. 9050, 2019 be approved.

**SUMMARY AND CONCLUSION:**

The applicant has applied to amend the OCP and rezone the Subject Area to facilitate the development of three (3), four (4) storey apartment buildings with a maximum density of 125 dwellings per hectare. Administration supports this application subject to the conditions outlined in this report.

**RESPECTFULLY SUBMITTED:**

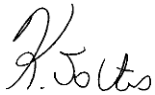


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Fred Crittenden, Manager of Bylaw  
Acting General Manager of Planning and Development

**PREPARED BY:** Kali Holahan, Planner

**APPROVED:**



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Kathleen Soltis, City Manager  
Meeting date: October 7, 2019