



STAFF REPORT TO COUNCIL

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DATE: August 29, 2019

TO: **MAYOR AND COUNCIL**

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

SUBJECT: Official Community Plan Amendment Application No. CP100157 (Bylaw No. 9070, 2019).

Applicant: City of Prince George
Location: Southeast corner of the Foothills Boulevard and North Nechako Road intersection

ATTACHMENT(S):

- Location and Existing Zoning Map
- Appendix "A" to Bylaw No. 9070
- Appendix "B" to Bylaw No. 9070
- Appendix "C" to Bylaw No. 9070
- Appendix "D" to Bylaw No. 9070
- Appendix "E" to Bylaw No. 9070
- North Nechako Neighbourhood Plan

RECOMMENDATION(S):

THAT Council:

1. GIVE First Reading to “City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9070, 2019.”
2. CONSIDER “City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9070, 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. 9070, 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. 9070, 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. 9070, 2019”.
6. APPROVE the following public consultation process to fulfill the requirements of Section 475 of the *Local Government Act*:
 - a. One (1) Citywide Newspaper advertisement requesting written comment.
7. RECEIVE North Nechako Neighbourhood Plan for information.

PURPOSE:

For Council to consider the Final draft of the North Nechako Neighbourhood Plan along with Official Community Plan amendments that work to provide a clearer land use direction at the neighbourhood level for this area.

The Official Community Plan Bylaw 8383, 2011 (OCP) identifies that larger tracts of land (typically greater than 40 ha) undergo comprehensive neighbourhood planning work prior to further development applications. Neighbourhood Plans provide a more detailed land use direction through objectives and policy and are set within the context of the OCP. This is to provide certainty for residents, land owners, Council, developers, and the broader community regarding how an area may be developed.

Starting in the fall of 2017, L&M Engineering Ltd. on behalf of their clients T.R. Project Ltd. and 406286 Ltd., has been working with the City of Prince George to develop the North Nechako Neighbourhood Plan for the subject area. L&M Engineering has taken the lead on completing the development of the plan with thorough public engagement for this planning exercise with involvement from City staff.

Currently a majority of the subject area is being used for gravel extraction operations. The intent of the neighbourhood plan is to define policy direction and recommendations on how these lands will develop once gravel extraction operations are complete. The purpose of this application is to make the necessary Official Community Plan amendments to allow for the adoption of the North Nechako Neighbourhood Plan. Administration has worked closely with the feedback from residents, the land owners and L&M Engineering to bring the fourth and final draft of the Plan enclosed. Administration believe the proposed plan to be comprehensive and consistent with the principles and policy set by the OCP.

To ensure the proposed North Nechako Neighbourhood Plan is considered alongside the proposed OCP amendments, Administration will include the plan presentation at Public Hearing and return the North Nechako

Neighbourhood Plan to Council for approval at a subsequent meeting, subject to Council adopting “City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9070, 2019.”

Site Characteristics

Location	Southeast Corner of Foothills Boulevard and North Nechako Road Intersection	2599 North Nechako Road	4439 Craig Drive
Legal Description	Lot 1, District Lot 4050, Cariboo District, Plan 25854	District Lot 4051, Cariboo District, Except: Firstly; Plan B3724, Secondly; Plan 22731, Thirdly; Plan BCP4770, Fourthly; Plan BCP4772, Fifthly; Plan BCP20972	Block A (Plan B3724), District Lot 4051, Cariboo District, Except Plan 22731
Current Use	Gravel Extraction, Vacant Land	Gravel Extraction, Vacant Land	Vacant Land
Site Area	27.2 ha	52.4 ha	4.8 ha

Schedule B-4: Growth Management – Official Community Plan (see Appendix “B” to Bylaw No. 9070, 2019)

Location	Southeast Corner of Foothills Boulevard and North Nechako Road Intersection	2599 North Nechako Road	4439 Craig Drive
Current Growth Management Class	Future Urban	Future Urban Rural Resource	Future Urban Rural Resource
Proposed Growth Management Class	Infill	Infill Rural Resource	Infill Rural Resource

Schedule B-6: Future Land Use – Official Community Plan (see Appendix “C” to Bylaw No. 9070, 2019)

Location	Southeast Corner of Foothills Boulevard and North Nechako Road Intersection	2599 North Nechako Road	4439 Craig Drive
Current Future Land Use	Neighbourhood Residential Utility	Neighbourhood Residential Parks and Open Space Rural Resource Utility	Neighbourhood Residential Rural Resource
Proposed Future Land Use	Neighbourhood Centre Residential Neighbourhood Centre Corridor Neighbourhood Residential Parks and Open Space Utility	Neighbourhood Residential Parks and Open Space Utility	Neighbourhood Residential Parks and Open Space

Surrounding Land Use Table

North	North Nechako Road, Single Residential
South	Nechako River
East	North Nechako Road, Single Residential, Nechako Park
West	Foothills Boulevard, Gravel extraction, Nechako Riverside Park

Relevant Applications

Application No. RZ100568 (Bylaw No. 8885, 2017): Prior to commencing the development of the North Nechako Neighbourhood Plan, a rezoning application was submitted for a portion of what would become the North Nechako Neighbourhood Plan area. Council approved Bylaw No. 8885, 2017 at the February 19, 2018 Council meeting to rezone this area from AF: Agriculture and Forestry to RS2: Single Residential and P1: Parks and Recreation. This rezoning is consistent with the direction set out as proposed within the North Nechako Neighbourhood Plan and OCP amendments.

Application No. SD100549: The portion of the proposed plan area previously rezoned by Bylaw No. 8885, 2017 is currently undergoing an active subdivision application.

OVERVIEW

Highlights

The plan area is approximately 84.5 ha of land located between Foothills Boulevard to the west, North Nechako Road to the north, Edgewood neighbourhood to the east, and North Nechako River to the south.

The area is largely undeveloped as gravel extraction operations have taken place in this location since the 1970's. This area is further characterized by its recreational access to greenspace including informal trails that exist along the North Nechako River, Nechako Riverside Park, Nechako Ballfields, and connectivity to trails beyond the neighbourhood area.

The plan area includes provision for parks and trails, residential housing (54% low density, 46% medium density), local and neighbourhood focused commercial, opportunities for mixed use development, connectivity to the transportation network, natural environmental protection areas, and hazardous condition protection areas (i.e. significant slopes) as shown in plan Figure F5: Proposed Land Use and outlined throughout the Plan. The Plan area also integrates into the existing uses of the adjacent residential areas, parks and school to maintain balance.

A key cornerstone of the plan's development was to reflect the neighbourhood values and plan principles based on current residents' feedback in balance with the land owners' desires to make the neighbourhood unique and meet the demand in the community. The Plan strives to consider existing character while advancing the need for a walkable neighbourhood that is connected with 8.4 km of new and existing trails to be formalized (plan Figure F9: Proposed Parks, Open Space and Major Trails and Figure F6: Transportation Network).

Road access to the neighbourhood includes Foothills Boulevard, three locations along North Nechako Road, including Dever Road located north of existing residents on Churchill which ensures their lane access remains uninterrupted, and a local road connection at Craig Drive. These are shown on plan Figure F6: Transportation Network and outlined within section 5.0 of the plan. Figure F10: Infrastructure Development Plan indicates the triggers for infrastructure improvements.

The Design Guideline recommendations, policy recommendations and figures within the proposed North Nechako Neighbourhood Plan reflect this land use direction, and are reflected within the proposed OCP amendments included in this application.

POLICY ANALYSIS:

Intent of the Official Community Plan

As identified in Section 1.2 of the Official Community Plan (Intent, Application, and Interpretation): The *Local Government Act* explains that all bylaws enacted or works undertaken by Council after adoption of the Official Community Plan must be consistent. An Official Community Plan, 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 Official Community Plan may be revised by an amending bylaw pursuant to provisions outlined within the *Local Government Act*.

Official Community Plan

Growth Management

The North Nechako Neighbourhood Plan area is designated as "Future Urban" and "Rural Resource" in Schedule B-4: Growth Management of the Official Community Plan. The "Rural Resource" designation corresponds to the

southern portion of the plan area which is a steeply sloped cutback of the Nechako River. This designation encompasses environmentally sensitive areas and areas that present natural hazards which may restrict or prohibit development.

The “*Future Urban*” designation is intended to provide for the gradual expansion of the Urban area of the City of Prince George. The OCP directs Administration to update or develop Neighbourhood Plans in these areas to identify a pattern of walkable neighbourhood commercial centres and support these with residential densities high enough to ensure viability.

Due to the “*Future Urban*” designation, Administration required the development of the North Nechako Neighbourhood Plan prior to any further land use changes in the area. As a neighbourhood plan has now been developed, Administration is recommending that the Growth Management Class be amended to reflect the recommendations of the Plan.

A portion of the “*Rural Resource*” area will be re-designated as “*Infill*” in order to conform the “*Rural Resource*” area to the 50 m leave strip boundary identified within the North Nechako Neighbourhood Plan. The “*Future Urban*” area is to be re-designated as “*Infill*” to accommodate future development and to acknowledge that detailed planning for the area has occurred.

Refer to Appendix “B” for the proposed amendments to Schedule B-4: Growth Management.

Future Land Use

The subject area currently has multiple future land use designations in Schedule B-6: Future Land Use of the Official Community Plan. These include: “*Neighbourhood Residential*”, “*Parks and Open Space*”, “*Rural Resource*”, and “*Utility*”.

The “*Neighbourhood Residential*” designation comprises a majority of the Plan area. This designation is intended to support the development of neighbourhoods that are primarily residential in nature and dominated by small-scale housing such as single family dwellings and other similar sized buildings. This designation will remain the most prominent designation within the Plan area.

Portions of the area currently designated as “*Neighbourhood Residential*” are proposed to be re-designated as “*Neighbourhood Centre Residential*”, “*Neighbourhood Centre Corridor*”, and “*Parks and Open Space*” in order to conform with the proposed land uses identified within the North Nechako Neighbourhood Plan.

The “*Neighbourhood Centre Residential*” designation is intended to create a mixed use space by encouraging residential development and daily needs and amenities within easy walking distance from one another and to act as focal point and draw for the local community.

The “*Neighbourhood Centre Corridor*” designation encourages mixed use development and a full range of retail and commercial uses along corridors with a focus of meeting the needs of the local community.

These designations are proposed on the northwest portion of the subject area where the Plan proposes mixed-use, multi-family and commercial development. These designations are consistent with the Plan’s recommendations for a neighbourhood focused commercial area, surrounded by medium density multi-family residential.

An additional portion of the “*Neighbourhood Residential*” designated area and the “*Rural Resource*” designated area is proposed to be re-designated as “*Parks and Open Space*”. The “*Parks and Open Space*” designation will encompass both the proposed Neighbourhood Park identified in the Plan area, as well as the leave strip area along the bank of the Nechako River. This designation is supportive of both formal City park development as well as environmentally sensitive lands and buffer strips.

A portion of land currently designated as “*Parks and Open Space*” is proposed to be re-designated as “*Neighbourhood Residential*”. This area was private land that was previously leased by the City as park space. This lease has expired and the park will be replaced with the new Neighbourhood Park proposed within the North Nechako Neighbourhood Plan.

The “Utility” designation covers an area that is being utilized for a BC Hydro Transmission line and will remain unchanged at this time.

Refer to Appendix “C” of Bylaw No. 9070, 2019 for a detailed summary of the proposed Future Land Use designations changes.

Neighbourhood Plans

The OCP states that “neighbourhood and area plans are recognized by the City to provide a more detailed level of objectives and policy direction for land use within those specified plans areas (Policy 10.1.1). “City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9070, 2019.” is intended to amend the OCP to facilitate the adoption of the North Nechako Neighbourhood Plan, and to generally align OCP policy for the plan area with the recommendations of the North Nechako Neighbourhood Plan.

Map 4 of the OCP identifies the Neighbourhood Plans in effect for the City of Prince George. To adopt the North Nechako Neighbourhood Plan, Map 4 of the OCP must be amended to include the North Nechako Neighbourhood Plan. Refer to Appendix “A” of Bylaw 9070, 2019 for the proposed amendment to Map 4.

The North Nechako Neighbourhood Plan will be used to provide more detailed land use policy and recommendations beyond that of the OCP. The North Nechako Neighbourhood Plan will be returned to Council for adoption at a subsequent meeting, subject to Council’s adoption of “City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9070, 2019.”

Parks and Trails

Schedule B-9 of the OCP identifies existing and proposed parks and trails within the City of Prince George. The North Nechako Neighbourhood Plan details an extensive proposed trail network within and around the plan area. Identifying the proposed trails within the OCP helps ensure that as development occurs over time, the overall pedestrian connectivity network is considered.

Administration recommends that Schedule B-9 be amended to add the proposed Multi-Use and Minor trails identified within the North Nechako Neighbourhood Plan. Refer to Appendix “D” of Bylaw No. 9070, 2019.

15 Year Major Road Network

Schedule B-10 of the OCP identifies existing and proposed major roads, which includes Arterials, and Major and Minor Collectors. The North Nechako Neighbourhood Plan is proposing a new Minor Collector within the plan area.

Administration recommends that Schedule B-10 be amended to add the proposed minor collector identified within the North Nechako Neighbourhood Plan. Refer to Appendix “E” of Bylaw No. 9070, 2019.

Zoning Bylaw

The Subject Area is zoned as AG: Greenbelt, AF: Agriculture and Forestry, P1: Parks and Recreation, and RS2: Single Residential. The intent of this OCP amendment application and the development and adoption of the proposed North Nechako Neighbourhood Plan is to ensure that detailed policy direction is in place to inform future land use applications in the Plan area. Subject to Council’s approval of City of Prince George Bylaw No. 8383, 2011, Amendment Bylaw No. 9070, 2019” and Council’s adoption of the North Nechako Neighbourhood Plan, future rezoning applications are to be compared against both the OCP and the North Nechako Neighbourhood Plan for consistency with the land use policy direction and recommendations contained therein.

STRATEGIC PRIORITIES:

This application is consistent with Council’s following focus areas to:

- Prioritize infill development and advance housing within targeted growth areas
- Enhance and integrate various transportation options, including transit, cycle routes, sidewalks, and trails
- Protect and enhance public access and enjoyment of riverfront areas; and
- Encourage meaningful public participation in the City’s processes and procedures, including Council’s committees

OTHER CONSIDERATIONS:

Public Meetings

The planning process for the development of the North Nechako Neighbourhood Plan involved extensive public engagement with the surrounding residents and property owners. This process included two public meetings held at the Edgewood Elementary School gymnasium and mail notifications sent out to the North Meadows and Edgewood Terrace subdivisions.

This consultation process informed the North Nechako Neighbourhood Plan, which in turn is informing the proposed amendments to the OCP within this application.

Section 1.6.1 of the North Nechako Neighbourhood Plan provides more details on the public engagement process. Summaries of comments received can be found in Appendix H and J of the North Nechako Neighbourhood Plan.

Land Use Impacts

The Subject Area is comprised of gravel extraction operations and undeveloped land. Adjacent uses include single family residential, City park and Edgewood Elementary School. This application does not propose any changes to the current land use of the Plan area, but rather considers future land use policy direction. The policy direction within the North Nechako Neighbourhood Plan is informing the proposed OCP amendments within this application and has been developed with community consultation in an attempt to mitigate and address any concerns relating to land use impacts.

As part of the planning process for the development of the North Nechako Neighbourhood Plan, Qualified Professionals were retained to provide environmental, archeological, and engineering reporting to inform the land use policy direction.

Land use impacts will be examined in more detail at future stages, such as rezoning, subdivision or development permit applications and will be guided by the contents of the professional reporting, the OCP, and the North Nechako Neighbourhood Plan.

Sequence of Adoption for the Official Community Plan

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

Section 477 of the *Local Government Act* identifies the adoption procedures for the development, repeal or amendment to the Official Community Plan 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.

Statutory Consultation

As additional consultation has occurred as part of the development of the North Nechako Neighbourhood Plan; the Department recommends that Council approve the consultation method outlined in the recommendation section of this Staff Report to Council to provide:

- One (1) Citywide Newspaper advertisement requesting written comment

This consultation would occur after First and Second Reading to Bylaw No. 9070, 2019 and prior to the Public Hearing.

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. 9070, 2019 be approved.

SUMMARY AND CONCLUSION:

The OCP amendments proposed within this application are intended to ensure consistency in policy direction between the OCP and the North Nechako Neighbourhood Plan, as well as recognize the North Nechako Neighbourhood Plan within the OCP to allow the Plan to provide detailed land use policy direction for the Plan area.

Administration recommends that application be approved for the reasons outlined in this report.

Subject to Council's approval of "City of Prince George Bylaw No. 8383, 2011, Amendment Bylaw No. 9070, 2019", Administration will recommend that the North Nechako Neighbourhood Plan be approved at a subsequent meeting.

RESPECTFULLY SUBMITTED:



Ian Wells, General Manager of Planning and Development

PREPARED BY:Tristin Deveau, Planner

APPROVED:



Kathleen Soltis, City Manager
Meeting date: September 9, 2019