

STAFF REPORT TO COUNCIL

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DATE: December 5, 2019

TO: **MAYOR AND COUNCIL**

NAME AND TITLE: Deanna Wasnik, Acting General Manager of Planning and Development

SUBJECT: Official Community Plan Amendment Application No. CP100159 (Bylaw No. 9085, 2019)
Rezoning Application No. RZ100643 (Bylaw No. 9086, 2019)

Applicant: City of Prince George for 596037 British Columbia Ltd.,
Inc. No. BC1135871

Location: 805/855 1st Avenue and 190 Ontario Street

ATTACHMENT(S):

- Location and Existing Zoning Map
- Appendix "A" to Bylaw No. 9085
- Appendix "B" to Bylaw No. 9085
- Appendix "A" to Bylaw No. 9086
- Exhibit "A" to CP100159
- Exhibit "A" to RZ100643
- Exhibit "B" to RZ100643
- Supporting Documents

RECOMMENDATION(S):

THAT Council:

1. GIVES First Reading to "City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9085, 2019."
2. CONSIDERS "City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9085, 2019", in conjunction with the current Financial Plan and confirm there are no issues.
3. CONSIDERS "City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9085, 2019", in conjunction with the current Regional District of Fraser Fort-George Solid Waste Management Plan and confirm there are no issues.
4. CONSIDERS "City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9085, 2019", in conjunction with the City of Prince George Strategic Framework for a Sustainable Prince George and confirm there are no issues.
5. GIVES Second Reading to "City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9085, 2019".

RECOMMENDATION(S) CONTINUED:

6. APPROVES the following public consultation process to fulfill the requirements of Section 475 of the *Local Government Act*:
 - a. Two Citywide Newspaper advertisement(s) requesting written comment;
 - b. Request for written comment from properties identified on Exhibit “A” to CP100159; and
 - c. One Public Meeting.
7. GIVES First Two Readings to “City of Prince George Zoning Bylaw No. 7850, 2007, Amendment Bylaw No. 9086, 2019”; and
8. PERMITS that consideration of Final Reading of proposed Bylaw No. 9086, 2019 BE WITHHELD until the following requirements have been met to the satisfaction of Administration:
 - a. Receipt of a Servicing Brief; and
 - b. Receipt of a Traffic Impact Study.

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

PURPOSE:

The purpose of this report is to rezone the subject properties to facilitate a development site that integrates housing and health service uses.

To facilitate the proposed development, the Official Community Plan needs to be amended by re-designating the subject properties from Business “District, Light Industrial” to “Community Facility” in Schedule B-6 (see Appendix “A” to Bylaw No. 9085), and by adding the subject properties to Schedule B-8: Community Facilities (see Appendix “B” to Bylaw No. 9085).

Furthermore, the subject properties are also proposed to be rezoned to a site specific zone. The applicant would like to rezone the subject properties from M1: Light Industrial to a Z21: Integrated Health & Housing zone, as shown on Appendix “A” to Bylaw No. 9086. Please see attached Exhibit “A” to RZ100643 for a detailed description of the Z21: Integrated Health & Housing zone.

Background

Site Characteristics

Location	805/855 1 st Avenue and 190 Ontario Street
Legal Descriptions	<ul style="list-style-type: none">• Lots 1 - 6, District Lot 343, Cariboo District, Plan PGP43265;• Parcel 1, District Lot 343, Cariboo District, Plan PGP41989; and• Parcel 1, District Lot 343, Cariboo District, Plan 34353.
Property Size	1.7 ha (4.3 acres)
Growth Management Class	Infill
Servicing	City services available

Official Community Plan – Schedule B-6 Future Land Use (see Appendix “A” to Bylaw No. 9085)

Current Future Land Use	Business District, Light Industrial
Proposed Future Land Use	Community Facility

Official Community Plan – Schedule B-8 Community Facilities (see Appendix “B” to Bylaw No. 9085)

Community Facilities – Other	Add the below mentioned properties: <ul style="list-style-type: none">• Lots 1 - 6, District Lot 343, Cariboo District, Plan PGP43265;• Parcel 1, District Lot 343, Cariboo District, Plan PGP41989; and• Parcel 1, District Lot 343, Cariboo District, Plan 34353.
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Zoning (see Appendix “A” to Bylaw No. 9086)

Current Use	Recreational vehicle sales and service (NR Motors Ltd.)
Current Zoning	M1: Light Industrial
Proposed Zoning	Z21: Integrated Health & Housing

Surrounding Land Use Table

North	1 st Avenue and Medium Industrial uses
South	Laneway and Light Industrial Uses
East	Ottawa Street and Light Industrial uses
West	Ontario Street and Light Industrial uses

Relevant Applications

Road Closure Bylaw No. 9095, 2019 – The applicant has also applied to close a portion of Ontario Street to create the area to be developed as Phase 1 and Phase 2. Bylaw No. 9095, and this application (Bylaw Nos. 9085 and 9086, 2019) will be concurrently presented to Council for 1st/2nd Reading, and the Public Hearing/3rd Reading.

POLICY/REGULATORY ANALYSIS:

Official Community Plan

Schedule B-6: Future Land Use

The applicant proposes to amend Schedule B-6: Future Land Use of the Official Community Plan (OCP) by re-designating the subject properties from “Business District, Light Industrial” to “Community Facility” on (see Appendix “A” to Bylaw No. 9085.) The “Business District, Light Industrial” designation is intended to accommodate light industrial uses which have low noise and air emissions.

The proposed “Community Facility” designation is intended for facilities that offer a wide range of uses by public and/or private service providers (e.g. health services, community care facilities, and educational facilities). Furthermore, this designation encourages multi-purpose building(s) to increase public usage and enhance facility programming (e.g. continuing education programs, community health services and community recreational programs) (Policy 8.5.13). The OCP also encourages partnerships between Government Agencies (i.e. Federal, Provincial and Local), and/or private sector organizations for public facility development and redevelopment project(s) within the community (Policy 8.5.15).

The OCP further supports an integrated healthcare approach to service the downtown, a diverse housing stock that is affordable for people of all ages, income levels and abilities. (Objectives 7.5.1 to 7.5.3), and supports a “Housing First” approach for the reduction of homelessness in this community (Objective 7.5.5).

The applicant’s proposal integrates healthcare and housing, provides for the diversification of housing stock near the Downtown, and supports the “Housing First” approach to reduce homelessness within the community. Furthermore, the proposed project is a public partnership between the City of Prince George, BC Housing, and Northern Health Authority.

Therefore, Administration supports this application as it aligns with policy direction of the OCP to house, support, facilitate and provide services for the City’s most vulnerable population.

Schedule B-8: Community Facilities

Community Facilities are identified on Schedule B-8: Community Facilities of the OCP. As part of this application, Schedule B-8: Community Facilities will need to be amended to include the subject properties as a “Community Facility – Other” (see Appendix “B” to Bylaw No. 9085).

Currently, the Queensway East Industrial Area has two other “Community Facilities – Other” within close proximity to the subject properties (i.e. Prince George Activator Society (11 m) and Carrier Sekani Family Services (167 m)). The proposed designation would be the third of its type within the Queensway East area.

Administration is supportive of including the subject properties within OCP Schedule B-8: Community Facilities.

Growth Management

The subject property is designated as Infill on Schedule B-4: Growth Management of the Official Community Plan. The Infill designation is intended to prioritize public investments contained within the urban area (Policy 8.1.11 and 8.1.12) in order to utilize existing infrastructure (i.e. sidewalks, utilities and road network). The OCP also indicates that the City should encourage growth within the infill and Growth Priority Area(s) (Policy 8.1.1), and encourage mixed-use development downtown ... and along major streets (8.1.3).

The proposed development is considered infill development within the urban area. Furthermore, this application will increase density, create a mixed-use building, and utilize existing infrastructure by facilitating infill development of an underutilized property along a major highway.

Therefore, Administration supports this application, as it is consistent with the OCP Growth Management policy direction.

Development Permit

Multiple Residential Form and Character Development Permit

Development of the subject properties will trigger a Multiple Residential Form and Character Development Permit. The City may consider the following criteria to determine proposed land use suitability: 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).

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 area sites to local site conditions and area character. Through the development permit process, the City will review that the proposed development is designed to reflect local identity, align with design guidelines, and enhance the built environment (Policy 8.2.10).

Flood Hazard Development Permit

The subject properties are within the Flood Hazard Development Permit Area, and identified as being within the 20 year flood plain. A Flood Hazard Development Permit will only be triggered if the proposed development cannot meet the flood construction level identified within the *City of Prince George Flood Plain Bylaw No. 8282, 2010*.

Zoning Bylaw

The subject properties are currently zoned M1: Light Industrial, which is intended to provide for a mix of business and light industrial uses. The applicant has applied to rezone the subject properties to Z21: Integrated Health & Housing, (Appendix “A” to Bylaw No. 9086). The proposed Z21 zone is intended to facilitate an integrated health and housing centre that provides supportive housing, life skills training, counselling, and medical care for residents transitioning back into society.

Proposed Z21: Integrated Health & Housing zone

A site specific zone is recommended by Administration on a case-by-case basis when an application (e.g. uses, development regulations) may not ‘fit’ within an existing zone. In this situation, a zone may be created based on a specific site, supported in principal by OCP policy, identified uses and development regulations.

For this application, the proposed Z21 zone is specifically for the subject properties, and is intended to integrate health services with housing uses (see attached Exhibit “A” to RZ100643.) The proposed principal uses of this zone include: community care facility specialized; health service, community outreach; health service minor; and housing supportive.

Administration supports the proposed uses for the subject properties. Larger densities and health-related services are typically located along major corridors as they provide the capacity for access and egress to the site, and have the available infrastructure to support these uses (i.e. water, sanitary and storm). Further to this, the Queensway East area has other community facilities occurring within close proximity to the subject properties that provide services to residents.

In terms of surrounding land uses, the subject properties are bound by 1st Avenue and CN Rail (north), laneway (south), Ottawa Street (east), and light industrial businesses (east, south and west). Phase 1 and Phase 2 of development for the subject properties is proposed to occur on the west portion of the subject area. (Please see Exhibit “B” to RZ100643.)

Administration supports the proposed Z21 zone as it is consistent with OCP policy.

OTHER CONSIDERATIONS:

Public Meeting

The City of Prince George, BC Housing, and Northern Health Authority hosted a public meeting on September 11, 2019 at the Civic Centre. During this meeting, approximately 75 residents attended the presentation and reviewed the information displayed on-site. For Council’s consideration, the powerpoint presentation has been included with this report.

Referrals

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

Traffic Impact Study

The property is within 800m of the Ministry of Transportation and Infrastructure (MOTI) highway (i.e. 1st Avenue/Highway 16); therefore, Bylaw No. 9086, 2019 requires Ministerial approval prior to Final Reading.

Through the referral process, MOTI requested a Traffic Impact Study (T.I.S) to assess the trip generation and potential impacts to 1st Avenue (Highway 16) from the proposed development. A Traffic Impact Study, prepared and sealed by a Transportation Engineer registered in the Province of British Columbia, is required.

Administration recommends that Public Hearing/3rd Reading of Bylaw Nos. 9085, 2019 and 9086, 2019 be withheld until a Traffic Impact Study has been prepared and submitted 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 Nos. 9085, 2019 and 9086, 2019 be withheld until a Servicing Brief has been prepared and submitted to the satisfaction of Administration.

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

The Department recommends that Council approve the consultation method outlined in the recommendation section of this Staff Report to Council to provide:

- Two Citywide Newspaper advertisement(s) requesting written comment;
- Request for written comment from properties identified on Exhibit "A" to CP100159; and
- One Public Meeting.

This consultation would occur after First and Second Reading to Bylaw No. 9085, 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 Nos. 9085, 2019 and 9086, 2019 be approved.

SUMMARY AND CONCLUSION:

The applicant would like to amend the Official Community Plan and rezone the subject properties to facilitate a development site that integrates housing and health service uses. Administration supports this application for the rationale identified in this Staff Report to Council.


RESPECTFULLY SUBMITTED:



Deanna Wasnik, Acting General Manager of Planning and Development

Prepared by: Mandy Stanker, Supervisor of Current Planning

APPROVED:



Kathleen Soltis, City Manager

Meeting date: December 16, 2019