

STAFF REPORT TO COUNCIL

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DATE: April 23, 2021

TO: MAYOR AND COUNCIL

NAME AND TITLE: Ian Wells, Acting Deputy City Manager

SUBJECT: Official Community Plan Amendment Application No. CP100169 (Bylaw No. 9184) and Rezoning Amendment Application No. RZ100694 (Bylaw No. 9185)

APPLICANT: L&M Engineering Ltd. for Century Group Lands Corporation, Inc. No. 648774

LOCATION: St. Lawrence Avenue (PID 005-287-391)

ATTACHMENT(S): Location and Existing Zoning Map
Appendix "A" to Bylaw No. 9184
Appendix "A" to Bylaw No. 9185
Exhibit "A" to Application No. CP100169
Exhibit "B" to Application No. CP100169

RECOMMENDATION(S):

That Council:

1. GIVES First Reading to "City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9184, 2021."
2. CONSIDERS "City of Prince George Official Community Plan Bylaw No. 8383, 2011, Amendment Bylaw No. 9184, 2021", 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. 9184, 2021", 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. 9184, 2021", 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. 9184, 2021".
6. APPROVES the following public consultation process to fulfill the requirements of Section 475 of the *Local Government Act*:
 - a. Two (2) Citywide Newspaper advertisements requesting written comment; and,
 - b. Request for written comment from properties identified on Exhibit "A" to CP100169.

RECOMMENDATION(S) CONTINUED:

7. GIVES First and Second Reading to “City of Prince George Zoning Bylaw No. 7850, 2007, Amendment Bylaw No. 9185, 2021”; and
8. PERMITS the Public Hearing for proposed Bylaw No. BE WITHHELD until the following requirements have been met to the satisfaction of Administration:
 - a. Receipt of a Traffic Impact Analysis
9. PERMITS that consideration of Final Reading of proposed Bylaw No. 9185 BE WITHHELD until the following requirements have been met to the satisfaction of Administration:
 - a. Receipt of a Servicing Brief;
 - b. Registration of Section 219 Covenant on legal title of Lot 1 District Lot 1605 Cariboo District Plan 30863, Except Plans 34562 PGP38585 PGP41824 PGP46265, PGP46269, BCP25534, BCP36464 and EPP41947 for the construction of trails and pedestrian walkways;
 - c. Registration of Section 219 Covenant on legal title of Lot 1 District Lot 1605 Cariboo District Plan 30863, Except Plans 34562 PGP38585 PGP41824 PGP46265, PGP46269, BCP25534, BCP36464 and EPP41947 that restricts the form and character of the multiple residential development; and
 - d. Registration of a Section 219 Covenant on legal title of Lot 1 District Lot 1605 Cariboo District Plan 30863, Except Plans 34562 PGP38585 PGP41824 PGP46265, PGP46269, BCP25534, BCP36464 and EPP41947 that restricts the number of units and symmetrical façades for two-unit housing.

In addition, any recommendations presented in the preceding items must be addressed to the satisfaction of the Acting Deputy City Manager.

PURPOSE:

The applicant would like to develop a single family residential subdivision (Subject Area 1) and multiple residential subdivision (Subject Area 2) on the subject property. To facilitate these developments, the applicant has applied to amend the OCP and Zoning Bylaw for portions of the subject property, as shown on Appendix “A” to Bylaw No.’s 9184 and 9185, 2021.

The subject property is approximately 34 hectares, and has a mix of residential and greenbelt zones. Subject Area 1 is approximately 1.07 ha in size and is proposed to be rezoned from P1: Parks and Recreation to RS2: Single Residential to facilitate a future single-family residential development. Subject Area 2 is approximately 1.76 ha in size and is proposed to be rezoned from RS2: Single Residential to RM3: Multiple Residential, in order to facilitate a multi-family development. In order to permit the rezoning of Subject Area 1, the applicant has also applied to amend the Official Community Plan to re-designate Subject Area 1 from Parks & Open Space to Neighbourhood Residential.

Site Characteristics

Location	St. Lawrence Avenue (terminus of Vista Ridge Drive and Southridge Avenue)
Legal Description	Lot 1 District Lot 1605 Cariboo District Plan 30863, Except Plans 34562 PGP38585 PGP41824 PGP46265, PGP46269, BCP25534, BCP36464 and EPP41947
Current Use	Subject Area 1 - Undeveloped Park

	Subject Area 2 - Undeveloped Single-family
Site Area	Subject Area 1 - 1.07 ha Subject Area 2 - 1.76 ha
Growth Management Class	Infill
Servicing	City Services Available

Zoning (see Appendix “A” to Bylaw No. 9185, 2021)

Current Zoning	AF: Agriculture & Forestry; AG: Greenbelt; RM3: Multiple Residential; RS2: Single Residential; P1: Parks and Recreation.
Proposed Zoning	AF: Agriculture & Forestry; AG: Greenbelt; RM3: Multiple Residential; RS2: Single Residential; P1: Parks and Recreation

Surrounding Land Use Table

North	Single Residential
South	Undeveloped Single Residential
East	Single Residential; Glen Lyon Park; Undeveloped Multiple Residential
West	Undeveloped Greenbelt; Undeveloped Agriculture and Forestry; Undeveloped Multiple Residential

POLICY / REGULATORY 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

Future Land Use

Subject Area 1

Subject Area 1 is designated as Parks and Open Space. The objectives of the Parks and Open Space Designation include, offering refuge and direct access to nature in an otherwise built environment, providing open space areas within a neighbourhood, linking parks and open space through greenway corridors and trail development, and providing public access to the riverfront and major creek systems.

In order to facilitate a future single residential development the applicant is proposing to re-designate Subject Area 1 from Parks and Open Space to Neighbourhood Residential, as shown on Appendix “A” to Bylaw No. 9184, 2021. The Neighbourhood Residential designation is intended to support low-density residential development (22 units/ha).

Subject Area 1 is identified for future park and trails on Schedule B-9: Parks and Trails. An objective of the OCP (8.6.3) is to link parks and open space through greenway corridors and trail development, and provide public

access to the riverfront and major creek systems. Trails are an integral component to the Parks and Open Space System, as they provide conduits upon which residents can link to parkland and open space areas throughout the City.

The undeveloped park area currently serves as a gateway to a proposed trail network identified in Schedule B-9 of the OCP. The proposed trail will act as a trail conduit and linkage that connects adjacent neighbourhoods to greenspace and natural features in the area brackets (i.e. Greenbelt and the stream to the south). The subject area also provides access to open space for future residential subdivisions to the north, south, and west of the subject area.

In order preserve trail connectivity and provide access to greenspace for adjacent neighbourhoods, the applicant has proposed to construct a rustic standard trail along the greenbelt that connects Subject Area 1 to Glen Lyon Park, as shown Exhibit "B" to CP100169. The applicant has also proposed to provide paved pedestrian walkways that connect the internal sidewalk network to the greenbelt at approximately 500 m intervals throughout all future subdivision stages of the subject property. The proposed trails, sidewalks, and paved pedestrian walkways will ensure connectivity to the greenspace and existing neighbourhood parks.

Administration supports the proposed Neighbourhood Residential designation as it aligns with the policy direction of the OCP for low density residential uses, is consistent with the designation of the surrounding neighbourhood, and provides trail connectivity and access to greenspace.

Subject Area 2

Subject Area 2 is designated as Neighbourhood Residential which is intended to support a range of housing forms and a density of less than 22 units/ha. The OCP indicates that a similar scale of housing, typical to existing neighbourhoods, should be maintained by limiting the size of new buildings and encouraging ground-oriented multiple residential forms (8.3.58)

To better align with OCP Policy, the applicant has proposed covenants that limit the density, size, and type of buildings in Subject Area 2. The covenants will ensure the future multiple residential development has a similar form, character, and density that is typical to existing adjacent neighbourhoods.

The covenants to the RM3: Multiple Residential zone in Subject Area 2 align the proposed multi-family development with the Neighbourhood Residential Designation, therefore, Administration is supportive of the proposal.

Growth Management

The subject property is identified as Infill as per *Schedule B-4: Growth Management* class of the OCP. The intent of these designations are to prioritize infill development and encourage utilization of vacant sites (policy 8.1.1).

Administration supports re-designating the subject property to Neighbourhood Residential, as it is consistent with OCP policy direction to encourage infill of existing vacant and underused sites.

Neighbourhood Plan

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).

The subject property is within the Ospika South Neighbourhood Plan (OSNP). The vision of this Plan area was to "provide a high quality environment for residents of this newly developing area of Prince George. The neighbourhood will be predominantly residential in character, providing a variety of low to medium density

housing forms. An appropriate mix of commercial, institutional and other community services will be provided to support residents' needs. Greenspace, parks and trails will be provided throughout the neighbourhood to enhance recreational opportunities, provide linkages for pedestrians and cyclists, and protect environmentally significant areas".

Subject Area 1

Subject Area 1 is identified as a neighbourhood park in the Ospika South Neighbourhood Plan. An objective of the OSNP was to have each park generally serve a maximum radius of 500 m, and have local trails planned along major greenways connecting parts of the neighbourhood.

In order to ensure that connectivity to Neighbourhood Parks in the OSNP Area and existing greenbelt is not lost as a result of the proposed single residential development, the applicant has offered to construct trails, sidewalks, and paved pedestrian walkways linking surrounding Neighbourhoods to Greenspace. Furthermore, the proposed single family residential development in Subject Area 1 is consistent with a low density housing form supported by the OSNP.

Subject Area 2

The Ospika South Neighbourhood Plan indicates that the intent was to achieve an overall housing mix that was 65% low density residential, which includes single family and two-family housing units. 35% medium density residential, which is defined as ground-oriented townhouses with a density range of 20 – 40 units per hectare and low-rise apartment buildings up to four storeys with a density range of 30 – 90 units per hectare.

The applicant is proposing to develop a medium density residential development in Subject Area 2, which is supported by the OSNP. As mentioned above, in order to ensure that the housing form is compatible with adjacent single family development and the vision of the OSNP, the applicant is proposing to limit the density, scale and form by registering Section 219 covenants on title of the subject property.

Zoning Bylaw

Subject Area 1

The applicant has applied to rezone Subject Area 1 from P1: Parks and Recreation to RS2: Single Residential, as shown on Appendix "A" to Bylaw No. 9185. The purpose of the P1: Parks and Recreation is to provide for the preservation and enhancement of open space while supporting limited, complementary secondary uses. The purpose of the RS2: Single Residential zone is to foster an urban lifestyle on properties larger than 500 m². The zone also provides for complementary residential related uses that are compatible with the residential character of the area.

The proposed Single Residential development is consistent with the existing neighbourhood zoned RS2: Single Residential to the East, and undeveloped single residential property to the north and west. Furthermore, the residential character of the area is consistent with the low density housing form supported by OCP and OSNP Policies, as stated above. Therefore, Administration does not anticipate any negative land use impacts to result from this infill development (i.e. traffic and servicing).

Due to the rationale provided above and consistency with the OCP, Administration is supportive of the proposed rezoning application.

Subject Area 2

The applicant has applied to rezone Subject Area 2 from RS2: Single Residential to RM3: Multiple Residential, as shown on Appendix "A" Bylaw No. 9185. The purpose of the RS2: Single Residential zone is to foster an urban

lifestyle on properties larger than 500 m². The zone also provides for complementary residential related uses that are compatible with the residential character of the area. The purpose of the RM3 zone is to provide for multiple housing with a maximum density of 60 dwellings/ha.

The proposed RM3: Multiple Residential zone permits a residential density of up to 60 dwellings/hectare and a range of housing forms. The proposed 60 dwellings/hectare is greater than the 22 units/hectare supported by the Neighbourhood Residential Designation. To better align with OCP Policy, the applicant has proposed the following covenants to ensure the future multiple residential development has a similar scale and form that is typical to existing adjacent neighbourhoods:

Form and Density restrictions:

1. The residential density of the RM3 zone is reduced from 60 dwellings/hectare to 40 dwellings/hectare
2. The number of units permitted in a building is limited to 6
3. The maximum number of townhouse units on the site is limited to fifty (50) units
4. The maximum number of duplex units on the site is limited to ten (10) units

Two-unit buildings restrictions:

1. No two-unit buildings may be located side-by-side within the site
2. Two-unit buildings must be designed to be non-mirror image
3. No secondary suites permitted in two-unit housing

The RM3: Multiple Residential zone permits a variety of housing forms including single detached, two-unit, row housing, and apartment buildings. Due to the rationale provided above and consistency with the OCP and OSNP, Administration is supportive of the proposed RM3: Multiple Residential zone.

OTHER CONSIDERATIONS:

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 Analysis

An updated Traffic Impact Analysis prepared and sealed by a Professional Engineer registered in the Province of British Columbia is required.

Administration recommends that 3rd Reading for Bylaw No.'s. 9184 and 9185, 2021 be withheld until an updated Traffic Impact Analysis 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 is required. The Servicing Brief will address technical issues related to water supply, sanitary sewer collection, and storm drainage system designs.

Administration recommends that Final Reading of Bylaw No's. 9184 and 9185, 2021 be withheld until a Servicing Brief has been prepared and submitted to the satisfaction of Administration.

Section 219 Covenants

In order to ensure that the development in Subject Area 1 and Subject Area 2 is consistent with the Neighbourhood Residential Designation, and policies in the OCP and OSNP, the applicant has indicated that they will register the following Section 219 covenants on title of the subject property prior to Final Reading of Bylaw No's. 9184 and 9185, 2021:

Form and Character Covenant

This covenant will limit the density, size, height and form of the proposed Multiple Residential development (Subject Area 2), in order to ensure the form and character of the development is compatible with adjacent single family residential development.

Two-Unit Dwelling Covenant

This covenant will limit the number of two-unit dwellings and ensure that the construction of the two-unit dwellings are asymmetrical (i.e. varying roof lines and using different building materials for the exterior finish).

Trails and Walkways Covenant

This covenant will secure the construction of trails and pedestrian walkways to allow for access to the Greenbelt on the subject property, as shown on Exhibit "B" to CP100169.

Council Procedures during COVID-19 Pandemic

As per the requirements set out in the *Local Government Act* and "City of Prince George Development Procedures Bylaw No. 7635, 2005", the City of Prince George will mail or otherwise deliver a notice to adjacent property owners and tenants whose interests may be affected by these applications. Members of the public may provide representations to Council by written submission or telephone. Written submissions received in response to the public notice for these applications will be provided to Council for their consideration during the public hearing and prior to third reading of the proposed bylaws.

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 (2) Citywide Newspaper advertisements requesting written comment; and
- Request for written comment from properties identified on Exhibit “A” to CP100169.

This consultation would occur after First and Second Reading to Bylaw No. 9184 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's 9184, 2021 and 9185, 2021 be approved.

SUMMARY AND CONCLUSION:

In order facilitate a future single residential and Multiple Residential Development on portions of the subject property, the applicant has applied to rezone Subject Area 1 from P1: Parks and Recreation to RS2: Single Residential and rezone Subject Area 2 from RS2: Single Residential to RM3: Multiple Residential, as shown on Appendix “A” to Bylaw No. 9185, 2021. The applicant has also applied to amend the Official Community Plan to re-designate Subject Area 1 from Parks & Open Space to Neighbourhood Residential, as shown on Appendix “A” to Bylaw No. 9184, 2021. Administration is supportive of this application based on the rationale provided in this report.

RESPECTFULLY SUBMITTED:

Ian Wells, Acting Deputy City Manager

PREPARED BY: Nicole Fraser, Planner

APPROVED:

Walter Babicz, Acting City Manager

Meeting Date: 2021/05/10