



COUNCIL REPORT

Date: September 11, 2023

From: Paula Richardson, Chief Administrative Officer and Phil Chapman, Chapman Planning & Consulting

Subject: **Official Community Plan Bylaw No. 615, 2023 – First Reading**

Recommendation

That Village of Belcarra Official Community Plan Bylaw No. 615, 2023 be read a first time; and
 That Village of Belcarra Official Community Plan Bylaw No. 615, 2023 be forwarded to Public Hearing.

Purpose

To introduce Official Community Plan Bylaw No 615, 2023 for first reading.

Background

The Official Community Plan (OCP) Review process was initiated by Council in December 2021 with the appointment of an OCP Review Committee and a consulting team. Council originally identified July 2022 as the target for adopting a new OCP for the Village. The OCP Review Committee worked diligently on the plan and the plan was provided to referring agencies for comment in July 2022. The consultants left the project and the plan was delayed through the summer months while waiting for the return of comments from the referring agencies.

In September 2022, a staff report was brought forward to Council regarding consultation comments received from the following: City of Port Moody, Metro Vancouver, Metro Vancouver Parks, TransLink and Vancouver Fraser Port Authority. Public input was also received. All comments were reviewed by the OCP Review Committee, and a report was provided to Council on September 6, 2022, along with a draft OCP incorporating changes as required.

In October 2022, the municipal election was held. At a regular meeting of Council held on November 21, 2023, the following motion was passed:

“That the appointment of members to the Official Community Plan Review Committee be extended until the Official Community Plan is adopted by Council; and

That a letter be sent to the Official Community Plan Review Committee members to request their continued work on the Committee.”

All OCP Review Committee members agreed to provide continued support to the OCP process.

In early 2023, staff and Councillor Clark, the Council liaison for the OCP Committee, met with the Tsleil-Waututh Nation to receive their comments. The Village of Anmore also provided comments at that time.

In Spring of 2023, Council engaged Phil Chapman, Chapman Planning and Consulting, to assist with the completion of the OCP. The planner and the Chief Administrative Officer worked on the document to incorporate all input into the draft OCP. The wording throughout this draft of the OCP document was revised for clarity, consistency, grammar, organization, readability, and accuracy. New material and planning strategies were also included to more fully address possible approaches to deal with outstanding Village issues identified through previous consultations, and to improve the relationship between the revised draft and the newly adopted Metro 2050 Regional Growth Strategy (RGS). This draft was then circulated to Metro Vancouver staff and Village legal counsel for review. Metro Vancouver's comments were subsequently incorporated into the final draft and Appendix B - Belcarra's Regional Context Statement, to ensure the OCP is in compliance with Metro 2050 RGS. Legal counsel provided advice regarding legislative requirements and to ensure the plan meets the spirit of reconciliation with the Tsleil-Waututh Nation.

Additional changes can continue to be made up until third reading of the bylaw, including any text changes arising between first reading, public hearing and second reading (subject to conditions explained later in this report).

The Metro 2050 RGS was adopted by Metro Vancouver on February 24, 2023. Metro Vancouver municipalities are required to provide a Regional Context Statement (RGS) demonstrating the relationship between the Official Community Plan and the Regional Growth Strategy. A "Metro 2050 Regional Context Statement Template" was provided to the Village to complete and submit to Metro staff. The Village received recommendations from Metro staff on the submitted contents and appropriate revisions were made. The complete template is provided as an appendix to the Village's OCP document (see attached Appendix B).

The Village of Belcarra will be one of the first municipalities in the Metro Vancouver region to adopt a new OCP with the new Regional Context Statement included. All Metro Vancouver municipalities are required to adopt amendment bylaws incorporating the Metro 2050 RGS into their plans. Metro Vancouver staff noted the following with regard to submitting a Regional Context Statement (RCS) for approval by the Metro Vancouver Board:

"A member jurisdiction may submit an RCS to the MVRD Board for acceptance any time after first reading, but before giving final reading to their OCP bylaw. Member jurisdictions are encouraged to submit their RCS to Metro Vancouver after the local public engagement process has been completed, specifically after the public hearing and third bylaw reading of their OCP bylaw. Submitting the bylaw to Metro Vancouver before a public hearing may introduce the possibility that the RCS will need to be resubmitted to Metro Vancouver to accommodate any bylaw changes made after the public hearing. Submitting an RCS after third reading reduces this possibility and is aligned with Metro Vancouver's practice to not be ahead of a member jurisdiction's community engagement process."

Staff recommend that Council give first reading to the bylaw. Giving first reading officially puts the OCP in the public domain and triggers the requirement to arrange a public hearing and provides a formal motion of Council's intention to consider moving forward with the plan.

The eventual content and adoption of the plan remains subject to a public hearing and any additional input or information received prior to a public hearing, which may be incorporated through subsequent amendments to the bylaw. Therefore, the statutory process is still part of an OCP's development and remains open to input and change at any point prior to third reading of the bylaw.

Once a public hearing has been held, Council may make any number or type of changes at second reading and proceed to third reading and then adoption. However, Council cannot receive any

additional information or representations once a public hearing has been closed. If Council does wish to entertain further input from any parties following the conclusion of the public hearing, then a second public hearing would be required before the bylaw could progress to third reading.

The statutory public hearing may take place either before or after second reading; however, staff recommend that holding it before second reading will provide greater flexibility to respond to additional input received prior to, or during, the public hearing. The earliest opportunity to hold a public hearing will be mid-October.

Strategic Plan

The development of a new Official Community Plan bylaw is one of Council's Strategic Priorities. Adoption of the bylaw is an important step in moving forward with a comprehensive community sustainability plan for the future of the Village.

Financial Implications

The final OCP document required a legal review for legislative requirements and formatting work for consistency throughout the document. In addition, extra time was spent reviewing and addressing Metro Vancouver's referral comments on our draft OCP. Extra costs for advertising a public hearing and printed materials will also be required. The Village's Canada Community Building Reserve Fund will be used to cover any additional funding requirements. A report will be brought to Council regarding the final budget after the OCP is adopted.

Official Community Plan Content

The Official Community Plan Bylaw is comprised of the following sections:

- Acknowledgement of all contributors
- Descriptions of the Belcarra community and what an OCP is and must contain
- How the OCP fits within the Metro 2050 Regional Growth Strategy
- A Regional Context Statement to outline the regional planning goals and how Belcarra supports attaining these goals
- An overview of the planning process and community engagement undertaken to develop the OCP
- Both Tsleil-Waututh Nation and municipal histories
- A description of the community context including environmental characteristics, population and growth projections, housing needs, existing infrastructure and community priorities
- Nine key policy areas including:
 - **Natural Environment** – policies for Vancouver Fraser Port Authority Areas, regional Conservation and Recreation Areas, environmentally sensitive areas, tree canopy, wildlife and invasive species management, air and water quality.
 - **Hazard Lands** – policies for emergency response planning, steep slopes, flood and sea level rise, wildlife management.
 - **Climate Change** – policies for climate action planning, greenhouse gas reduction, building improvements, vehicle energy efficiencies, low carbon energy sources, other initiatives.
 - **Mobility** – policies for active transportation and trails, road network, parking and transit including local issues, new road development and regional park traffic, and water-access-only properties.
 - **Municipal Infrastructure** – policies for asset management and infrastructure planning.
 - **Financial Sustainability** – policies for water provision, stormwater management, liquid waste management, solid waste and recycling.

- **Housing, Community and Land Use** – policies for existing and future residential areas, supporting new types of commercial activity, protecting, enhancing and providing new green space, civic institutional and civic marine and natural tidal areas.
- **Communication, Collaboration and Reconciliation** – policies to guide relationships with the Tsleil-Waututh Nation, neighbouring jurisdictions and agencies and the Belcarra community.
- **Implementation** – policies to support the OCP including monitoring, evaluating, reporting, engaging, and adjusting the Plan policies.
- A section of 10 maps to support the community context, policy area text and proposed policy statements.
- Two Appendices:
 - Appendix A – a history of the Tsleil-Waututh Nation; and
 - Appendix B – the Metro 2050 Regional Context Statement

Legislative Process

Section 475 of the *Local Government Act* (LGA) requires the following:

Consultation during development of official community plan

- 475** (1) During the development of an official community plan, or the repeal or amendment of an official community plan, the proposing local government must provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected.
- (2) For the purposes of subsection (1), the local government must
- (a) consider whether the opportunities for consultation with one or more of the persons, organizations and authorities should be early and ongoing, and
 - (b) specifically consider whether consultation is required with the following:
 - (i) the board of the regional district in which the area covered by the plan is located, in the case of a municipal official community plan;
 - (ii) the board of any regional district that is adjacent to the area covered by the plan;
 - (iii) the council of any municipality that is adjacent to the area covered by the plan;
 - (iv) first nations;
 - (v) boards of education, greater boards and improvement district boards;
 - (vi) the Provincial and federal governments and their agencies.
- (3) Consultation under this section is in addition to the public hearing required under section 477 (3) (c).

Staff confirm that adequate consultation opportunities were provided in accordance with the provincial legislation (see the summary below).

Summary

Belcarra's proposed OCP seeks to retain the semi-rural nature of the existing community while at the same time protecting the environment, addressing climate change, responding to natural hazards and providing housing options to better meet the changing needs of existing residents and to meet future housing demand.

The OCP provides direction for new development to strive to improve the environment not just mitigate impacts; to reduce greenhouse gas emissions; to protect the natural environment from development on steep slopes and from wildfires; to support protection of conservation and recreation lands and to address emergency response planning issues.

The OCP provides several strategies to introduce diverse and comparatively affordable housing to meet both current housing needs and future demand. It also provides ways to support development of a sustainable economy by allowing home-based retail and commercial services for local use in order to build a more complete community which allows residents to remain in the Village to obtain everyday necessities. The Plan provides direction to develop a more resilient, healthy, connected and complete community by supporting transit, walking, cycling and rolling (mobility aid, stroller, skateboard, scooter, etc.) options as well as better management of traffic generated by regional attractions. It also seeks to strengthen the sense of community by restoring the multi-use court and providing a pathway to plan for new residential development on Crown land and at Farrer Cove.

The OCP supports active transportation planning by including requests for transit improvements and more frequent transit service to the community; promotes ride-sharing and ride-hailing opportunities; supports development of new trails and pathways by using some unopened road allowances and connecting to the regional greenway network; to require private development to pay for any required road access to subject properties or lands; to work with partners to better manage the parking and traffic flows generated by the provincial and regional parks.

The OCP supports development of an Asset Management Plan to ensure the efficient operation of existing municipal infrastructure and the timely provision of new infrastructure as demand or need is identified; an Integrated Stormwater Management Plan to protect new development and the environment.

The OCP also provides direction to strengthen relationships with the Tsleil-Waututh Nation; work with other municipalities and jurisdictions on issues of mutual interest and to ensure local residents are kept fully informed and involved in the matters of local interest that come before Council.

The planning process to develop Belcarra's Official Community Plan Bylaw No. 615, 2023 has been a long and inclusive one. The OCP Review Committee met 12 times, 90 residents attended the virtual open houses, 110 responses to a community survey and 60 written feedback responses were received. 837 website visits were logged and 10 key audience and stakeholder interviews were conducted. In addition, the earlier drafts were circulated to neighbouring jurisdictions, the Tsleil-Waututh Nation and relevant government agencies.

All comments received were carefully considered in the writing of this document. In addition, the OCP was reviewed by the Village legal counsel for compliance with provincial legislation and by Metro Vancouver for the consistency of Belcarra's Regional Context Statement with the Metro 2050 Regional Growth Strategy. Village staff and Chapman Planning & Consulting believe the OCP is ready for further public review and support Council giving first reading to Bylaw No. 615, 2023 and forwarding the bylaw to public hearing as recommended.

Appendix A Village of Belcarra Official Community Plan Bylaw No. 615, 2023