



Canada's Tournament Capital

OFFICIAL COMMUNITY PLAN AND TRANSPORTATION PLAN UPDATE

Terms of Reference



Planning is bringing the future into the present so that you can do something about it now. – Alan Lakein

Development & Engineering Services,
City of Kamloops
7/9/2012

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PURPOSE

- To provide Council with a framework for the proposed review and update to KAMPLAN 2004: The Official Community Plan (OCP).
- To seek Council support for, and approval to proceed with the review and update of KAMPLAN 2004: The Official Community Plan.
- To inform Council of the parallelled the Transportation Plan Update framework.

RECOMMENDATION

The Department of Development and Engineering Services recommends that:

- a) Council support and approve commencement of the review and update to KAMPLAN 2004: The Official Community Plan in accordance with the Local Government Act and the City's commitment to a major OCP review approximately every five years; and
- b) Council support and approve commencement of the review and update to TravelSmart 1999 in conjunction with the review and update of KAMPLAN 2004.

COUNCIL POLICY

An OCP review and update is supported by the goals and objectives of the Corporate Strategic Plan.

- Liveability - *Review Official Community Plan, 2013-2014*
- Environment - *Review Development Permit Guidelines for sensitive and hazardous areas as part of OCP process, 2013-2014*
- Environment - *Consider walkability factors for development in OCP, 2013-2014*

LOCAL GOVERNMENT ACT

The Local Government Act authorizes the development and update of Official Community Plans in BC. An official community plan is a local government bylaw that provides objectives and policies to guide decisions on planning and land use management within the area covered by the plan. OCPs are significant because, after their adoption, all bylaws and works undertaken by a Council must be consistent with the plan. OCPs are typically updated every 5 to 10 years, but their long-term vision typically means they set a course for many decades.

The Local Government Act requires an Official Community Plan to include statements and map designations for the area covered by the plan respecting the following:

- (a) the approximate location, amount, type and density of residential development required to meet anticipated housing needs over a period of at least 5 years;
- (b) the approximate location, amount and type of present and proposed commercial, industrial, institutional, agricultural, recreational and public utility land uses;
- (c) the approximate location and area of sand and gravel deposits that are suitable for future sand and gravel extraction;

- (d) restrictions on the use of land that is subject to hazardous conditions or that is environmentally sensitive to development;
 - (e) the approximate location and phasing of any major road, sewer and water systems;
 - (f) the approximate location and type of present and proposed public facilities, including schools, parks and waste treatment and disposal sites;
 - (g) other matters that may, in respect of any plan, be required or authorized by the minister.
- (2) An official community plan must include housing policies of the local government respecting affordable housing, rental housing and special needs housing.
- (3) An official community plan must include targets for the reduction of greenhouse gas emissions in the area covered by the plan, and policies and actions of the local government proposed with respect to achieving those targets.

KAMPLAN 2004

KAMPLAN 2004 was prepared through an extensive process of community consultation, including direction provided by an Advisory Planning Committee, an internal Technical Committee and frequent meetings with major stakeholders in the community, including neighbourhood associations, the Business Improvement Associations, Thompson Rivers University, Government Agencies and various community groups.

Based on the input received through the KamTalk community conference and the public open houses conducted in May and June of 2002, the KAMPLAN Advisory Committee developed a community vision that would provide the guiding principles to KAMPLAN 2004.

The 2004 vision is as follows:

Kamloops will continue to provide the best quality of life for all residents by:

- *Building strong and diverse neighbourhoods;*
- *Providing a variety of housing types;*
- *Encouraging healthy and active lifestyles;*
- *Supporting cultural and athletic pursuits;*
- *Diversifying economic and educational opportunities; and*
- *Maintaining sustainable environmental stewardship.*

WHY IS KAMPLAN BEING UPDATED?

The City of Kamloops has made a commitment to a major OCP review approximately every five years. The original OCP document was adopted in 1979¹ and had its last major review in 2004. Updating KAMPLAN over the next two years will ensure that the update is consistent with the 2010 Sustainable Kamloops Plan: Foundations for Sustainability and other recent initiatives and policies that have been completed or are currently in progress (i.e. Parks Master Plan, Bicycle Master Plan, Pedestrian Master Plan, Transit Plan). In addition, the update will respond to significant new provincial and regional policy directions, such as transit plans, climate change policies and housing plans.

¹ May, 1979. KAMPLAN: Official Community Plan for Kamloops. Stanley Associates Engineering Ltd and City of Kamloops Planning Department.

A significant proportion of the land slated for development in TravelSmart (1999) and KAMPLAN (2004) has been absorbed. New residential development in Batchelor Heights, Brocklehurst, Westsyde, Orchards Walk, The Benchlands, Mt. Dufferin and Aberdeen Highlands has taken place. Commercial and industrial construction has utilized land within previously-developed neighbourhoods (such as the Sahali/McGill Road corridor area). The City has also prepared a number of policy documents for the management of land use over the past decade. These include the North Shore Plan, City Centre Plan, McGill Corridor Plan, and Aberdeen Plan. The Sustainable Kamloops Plan: Foundations for Sustainability has set targets for various dimensions of utilization of the City's land base including population density (25% increase by 2050), rate of growth of urban area (50% of rate of population growth), and residential development density (min. 25 units per hectare in new neighbourhoods). Finally resource industry development in the region could have significant impacts on the City's land base, proposed growth areas and rate of growth.

TRAVELSMART 1999

In 1999, the City of Kamloops completed an integrated transportation and land use plan titled "TravelSmart". This unique planning exercise contrasted sharply with prior exercises that had sought to respond to evolving community growth patterns by identifying new road facility requirements. Rather than focus on building new roads, TravelSmart shaped the City's pattern of growth to optimize the use of existing roads and make the most efficient use of any additional facilities required. The results formed the foundation of the City's OCP. TravelSmart also explored the community's objectives with respect to vehicle mobility and determined acceptable levels of travel delay.

WHY IS TRAVELSMART BEING UPDATED?

The adoption of the Sustainable Kamloops Plan in 2010 identified new targets for transportation, which rendered the previous plan, TravelSmart, obsolete. Projects have been completed to update the tools (EMME model, Trip Diary Survey) that are necessary to complete this planning project.

Although innovative for its time, TravelSmart is nearing the end of its usefulness as the City is now taking a more holistic approach to sustainability with the recently adopted Sustainable Kamloops Plan. In order to meet the objectives of the Sustainable Kamloops Plan, TravelSmart must be re-examined; therefore, a Transportation Plan Update is required.

HOW WILL KAMPLAN AND TRAVELSMART BE UPDATED?

- Retain what is still relevant in the plans, while making them more attractive and user-friendly
- Reflect the direction of the Sustainable Kamloops Plan: Foundations for Sustainability
- Link land use planning with transportation planning in order to promote sustainable methods of transportation and maximize existing transportation infrastructure as feasible for sustainable growth of the community (linking land and transportation for sustainable growth)
- Incorporate other plans and policy documents completed since 1999, in the case of TravelSmart and 2004, in the case of KAMPLAN or currently in progress

- Address any plan or policy issues identified to date or during the update process

SIGNIFICANT TRENDS TO BE CONSIDERED

- A growing population;
- An aging population;
- “Triple Bottom Line” accountability, considering social, economic and environmental sustainability in all decisions;
- Increased immigration – potential demand for new or expanded social services;
- Reduced housing affordability;
- Increasing numbers of multifamily housing units;
- Expansion of suites and opportunities for laneway housing;
- Balancing sprawl and service availability verses the demand for new growth areas;
- Defining neighbourhood centres, town centres, regional centres, urban and suburban designations;
- Expanding alternate transportation choices;
- Energy security and climate change;
- Ensuring appropriate development guidelines for sensitive and hazardous areas;
- Brownfield Development;
- Sustainable and local agriculture and food security;
- New/expanding industrial/resource sector opportunities;
- Demand for local employment opportunities;
- Home-based businesses;
- Downtown and North Shore revitalization, commercial/office leakage from these areas;
- Use of “Green” infrastructure;
- Potential for City-wide Development Permit Guidelines for building form and character
- Promoting density, cultural and recreational amenities, high-quality jobs and commerce in the City Centre and North Shore;
- Planning for neighbourhoods and local employment areas that support transit investment and reduce automobile dependency;
- Conserving or creating a “sense of place” in new and redeveloping areas;
- Respecting heritage and existing neighbourhood character as urban development occurs; and
- Higher density based on walkability and proximity to services and amenities.

PLAN PURPOSE

KAMPLAN is an overarching, vision and policy document that is accompanied by a wide range of policy, plans and regulatory documents that cover each issue in more detail.

Communities change over time with respect to values, issues, resources, and priorities, which in turn have social, environmental, physical, and economic implications. As KAMPLAN is the foremost document for directing community change, it should be reviewed and updated on a regular basis.

An OCP allows a municipality to be proactive. It provides a policy framework and guidance to assess issues and opportunities allowing for a more considered response to unexpected situations and

scenarios. It formulates a consistent approach that fosters effective and planned growth. A good OCP is a tool developers can use to create proposals that align with the community's vision. The most important benefit of an OCP is the certainty it provides for residents, landowners, and the municipality regarding the future.

There are also optional opportunities to provide policies in OCPs or as secondary policy documents with respect to i) social needs, social well being, and social development, ii) maintenance and enhancement of farming, iii) ecosystem protection, preservation, restoration, and enhancement, and iv) heritage conservation, as well as powers to create 'Development Permit Areas'. An OCP should also work toward the goals of the Regional Growth Strategy.

PROCESS

It is anticipated that the OCP Update Planning process will begin in the Fall of 2012 and be completed in the fourth quarter of 2015. The updated plan will incorporate recent policy directions from the Sustainable Kamloops Plan and other major policy initiatives since the last major OCP update in 2004.

The review and update process is proposed with nine stages:

Stage 1: Project Start up

Description:

Scoping process
Growth Management Data Compilation and Mapping
Webpage Development
Meet with Council
Confirm work plan
Confirm timeframe

Stage 2: Background Issues and Issues Analysis

Description:

Review current City of Kamloops policies and strategies
Review and Analyze Growth Rates for KAMPLAN and the Transportation Plan Updates
Forecast Nature and Type of Growth
Scenario development and initial evaluation
Policy and plan gap analysis
Data collection for mapping
Develop a Background Report for KAMPLAN 2015
Establish Advisory Committee for future Stages
Since 1997, the City has integrated land use and transportation planning as part of the OCP process to assist in developing a growth strategy that will achieve community goals for sustainable growth, quality of life, mobility and cost-effectiveness. This linkage will be repeated as part of the KAMPLAN 2015 process with the paralleled update to TravelSmart.

Stage 3: Public Consultation Phase 1

Description:

Community survey: to identify key issues in the community, to take first steps toward creating a strong community vision, to seek thoughts on how the City will/should look in the next 15-20 years.

Generate Public Input Report 1 Based on Phase 1 Results

Stage 4: Identification and Evaluation of Alternatives

Description:

Identify and evaluate potential alternatives to key issues relating to the community, future development, and growth management.

Identify alternate locations of growth with and without resource industry growth

Explore implications of growth scenarios

Begin integration of Transportation Plan Update components into KAMPLAN Update and scenario refinement

Stage 5: Public Consultation Phase 2

Description:

Initiate community engagement roadshow, events and public displays to solicit input and feedback associated with Stage 4.

Generate Public Input Report 2 Based on Phase 2 Results

Stage 6: Draft Plan Preparation

Description:

Prepare draft Transportation Plan Update and KAMPLAN Update in user-friendly, visually appealing manner (e.g. District of Saanich, BC OCP²) considering all public and professional feedback to date.

Prepare draft maps

Stage 7: Public Consultation Phase 3

Description:

KAMPLAN and Transportation Plan Update Draft Plan Open House(s)

Generate Public Input Report 3 Based on Phase 3 Results

Stage 8: Finalizing the Plan

Description:

Editing and legal reviews of the draft plans

Final integration of all community and professional comments into draft KAMPLAN and Transportation Plan Updates

Stage 9: Adopting the Plan

Description:

Statutory approval process

Submit regional context statement to TNRD

² http://www.saanich.ca/living/community/ocp/ocp_adopted_jul808_amended_may1710.pdf

KAMPLAN and Transportation Plan draft referrals
Public hearing
Provincial approval
Ministerial approval
City of Kamloops Council Adoption

PUBLIC CONSULTATION

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.

Opportunities for public participation will be included throughout the Planning process in order to help guide the development of the OCP Update. Public input will be included in three phases.

IN-HOUSE TECHNICAL TEAM

The OCP Update will be lead by the Planning and Development division of the Development and Engineering Services Department. In order for this OCP Update to be successful, it will be important to consider input from other City Departments throughout the process including:

- Engineering
- Public Works and Sustainability
- Parks, Recreation and Cultural Services
- Business and Client Services

ADVISORY COMMITTEE

The KAMPLAN 2015 Advisory Committee will be a 9 member committee with representation from various stakeholders. Representation will include:

- 3 Community members (representing different OCP topical interests)
- 2 Councillors
- 1 youth member of the community
- 1 development industry representative
- 1 environmental organization representative
- 1 Social Planning Council representative
- 1 Chamber of Commerce representative

The community members must:

- Be prepared to commit the time and energy required for the entire OCP review process
- Be committed to examining all issues and ideas objectively

It is desirable that the community members possess one or more of the following

attributes:

- Be a practitioner in a field related to community engagement, public processes or other related fields
- Have a familiarity with and/or experience in land use planning best practices
- Be a demonstrated independent and innovative thinker
- Have a demonstrated track record of commitment to the community
- Have volunteer experience

The primary purpose of the Advisory Committee will be to represent varying interests of the community and provide recommendations to Council through City Staff. The KAMPLAN 2015 Advisory Committee will dissolve once the OCP Update is complete and adopted by City Council.

CONSULTATION WITH GOVERNMENT AGENCIES

In order to meet the City's statutory obligations and ensure a broad range of interests are represented in the OCP update, local, regional, provincial and federal Government agencies will be consulted throughout the two year process. These agencies will include, but are not limited to:

- TNRD
- Ministry of Environment
- Agricultural Land Commission
- Ministry of Transportation and Infrastructure
- Department of Fisheries and Oceans
- Ministry of Forests, Lands and Natural Resource Operations
- Interior Health

POTENTIAL STAKEHOLDERS

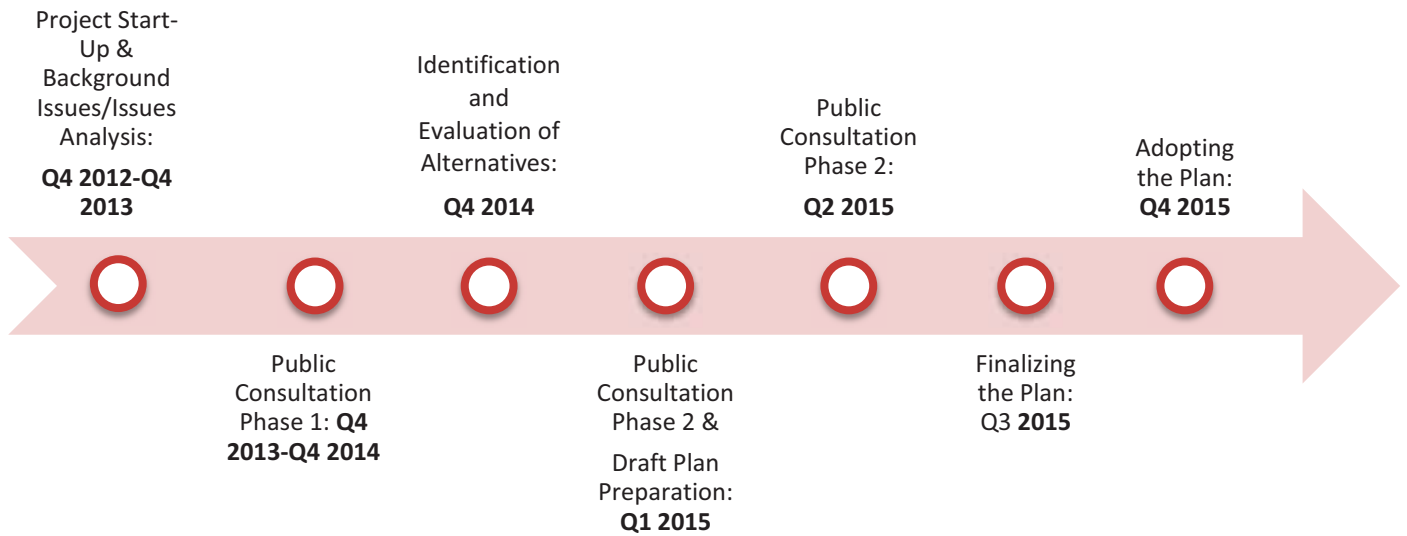
Other stakeholders that will be consulted on throughout the OCP Update process will include, but will not be limited to,

- Thompson Nicola Regional District
- T'Kemlups Indian Band
- Venture Kamloops
- Kamloops Neighbourhood Associations
- Non-profit Organizations

TIMELINE

Due to the extensive public consultation component included as part of the Plan Update, it is anticipated that this project will be completed over a two year period.

The anticipated timeline for the development of the OCP Update is as follows:



FINANCIAL IMPLICATIONS

A total budget of \$ 229,000 is estimated for the OCP Update. An external consultant will not be required for the OCP Update.

The Project Planner, in consultation with the Planning and Development Manager, will be responsible for the following:

- Background research (baseline studies, historical data, statistics, past studies, infrastructure assessment, asset management, etc.);
- Public consultation (presentations, open houses, workshops, meetings, surveys, etc.);
- The formation of committees;
- Analysis of the current conditions;
- Helping to develop the community’s vision;
- Articulating the goals, objectives and policies of council;
- Any amendments to drafts resulting from feedback received during consultation; and
- The final OCP, including written text, appropriate formatting and illustrations.

The budget for the OCP Update will be comprised of three categories including fees for a Project Planner position (staff time), public consultation efforts and disbursements for expenses.

For comparison purposes, external consultant services cost the City approximately \$ 445,000 for the 2 year development of the Sustainable Kamloops Plan which was adopted in 2010.