

STAFF REPORT

Date: August 20, 2013

File No: 6500-20

False Bay Master Plan

To: Lasqueti Island Local Trust Committee
For the meeting of August 29, 2013

From: Linda Prowse, Planner

CC: Courtney Simpson, Regional Planning Manager

Re: False Bay Area Master Plan – Project Charter Details

THE PROPOSAL:

The False Bay Area (FBA) of Lasqueti Island has been identified by the Lasqueti Island Local Trust Committee as an area requiring improvements to parking on the road right of way. In researching this matter, other policy matters besides “parking” have been identified for review. The purpose of this report is to recommend a False Bay Project Charter (Attachment No. 1), and detailed timeline for the development and adoption of a False Bay Master Plan and accompanying “parking” Land Use Bylaw Amendment”.

The False Bay “Master Plan” has been identified as a document that will outline goals, objectives and policies around the False Bay Area in general, and about specific topics as noted in the scope of the Project Charter. The Master Plan will ultimately form part of the Lasqueti Island Official Community Plan (OCP). This project will also include a review of the Land Use Bylaw (LUB) regulations specific to parking, requiring an accompanying LUB amendment to be consistent with parking policy changes.

SITE CONTEXT:

The FBA is approximately 2.2 km from the eastern-most to western-most points, and approximately 1.8 km from the northern-most to southern-most points. There are approximately 44 lots within the FBA.

The False Bay Area has been identified per Figure 1 below. It is important to note that this map has changed slightly from previous versions of the map. Instead of identifying partial parcels within the FBA as in the previous versions, this updated map includes entire parcels that were identified as part of the FBA. It is also important to note that the

marine area (False Bay) is NOT within the scope of this review:

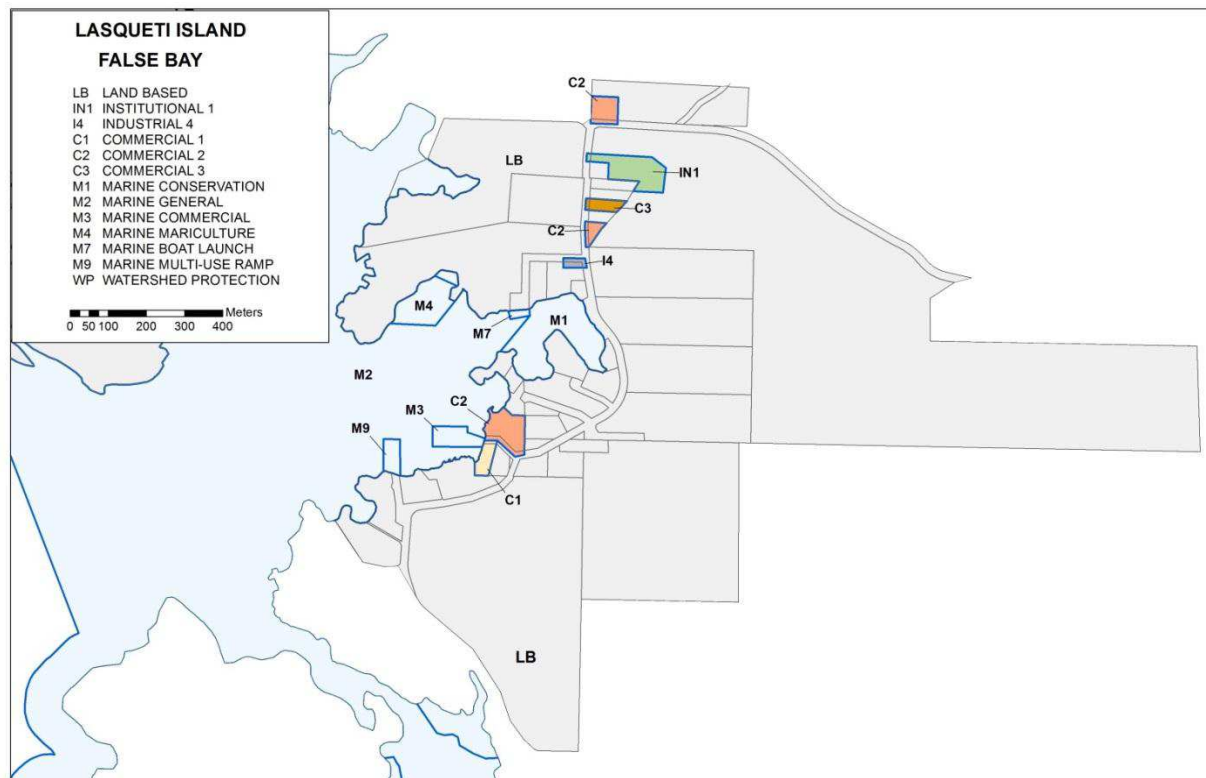


Figure 1: False Bay Area of Lasqueti Island

CURRENT PLANNING STATUS OF SUBJECT LANDS:

Trust Policy Statement:

Islands Trust Policy Statement applies to the False Bay Area. Specifically, Part V – Sustainable Communities – applies and relevant policies are noted below:

PART V: SUSTAINABLE COMMUNITIES²³

GOAL: TO SUSTAIN ISLAND CHARACTER AND HEALTHY COMMUNITIES

Communities within the Trust Area are predominantly rural in character and contrast markedly with surrounding urban areas. Each island community has developed somewhat independently of other communities. Residents of all island communities value the safe and supportive nature of their island and their quality of life. Most feel strongly that people of differing age groups and income levels should continue to have the opportunity to reside in island communities.

²³ Sustainable Communities - human communities that have achieved a balance between environmental, economic and social systems and which respect the carrying capacity of the supporting environment.

The health of a community is influenced by numerous factors such as economic security, education, social support systems, the cleanliness and safety of the environment, and the availability of such necessities as educational and social services, transportation, affordable food and housing. Public involvement in decisions that affect a community is also critical to the health of that community. Participation in the decision-making process influences whether an individual or group is able to realize aspirations, satisfy needs or cope with change.

POLICIES FOR SUSTAINABLE COMMUNITIES

5.1 Aesthetic Qualities

Commitments of Trust Council

5.1.1 Trust Council holds that the overall visual quality of the Trust Area and its scenic values should be protected from disturbance, particularly those areas that have distinctive features or are highly visible.

5.1.2 It is Trust Council's policy that the intensity of noise and lighting in and through the Trust Area should be compatible with community character.

Directive Policy

5.1.3 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address the protection of views, scenic areas and distinctive features contributing to the overall visual quality and scenic value of the Trust Area.

Recommendation

5.1.4 Trust Council encourages property owners, residents and visitors to reduce the burning of wood and fossil fuels by adopting alternative or innovative technologies.

5.2 Growth and Development

Commitments of Trust Council

5.2.1 Trust Council holds that growth and development in the Trust Area should be compatible with preservation and protection of the environment, natural amenities, resources and community character.

5.2.2 Trust Council holds that tree cover on the islands is of great importance and should be preserved.

Directive Policies

5.2.3 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address policies related to the aesthetic, environmental and social impacts of development.

5.2.4 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address any potential growth rate and strategies for growth management that ensure that land use is compatible with

preservation and protection of the environment, natural amenities, resources and community character.

5.2.5 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address means for achieving efficient use of the land base without exceeding any density limits defined in their official community plans.

5.2.6 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address the identification of areas hazardous to development, including areas subject to flooding, erosion or slope instability, and strategies to direct development away from such hazards.

5.3 Transportation and Utilities

Commitments of Trust Council

5.3.1 Trust Council holds that local trust committees and island municipalities should be consulted and involved in the decision-making process regarding provision of utilities, transportation services or facilities that might affect land use in their local planning areas.

5.3.2 It is Trust Council's policy that no island in the Trust Area should be connected to Vancouver Island, the mainland or another island by a bridge or tunnel, notwithstanding the existing bridge between North and South Pender Islands.

Directive Policies

5.3.4 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws address the development of a classification system of rural roadways, including scenic or heritage road designations, in recognition of the object of the Islands Trust.

5.3.5 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address the impacts of road location, design, construction and systems.

5.3.6 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address the designation of areas for the landing of emergency helicopters.

5.3.7 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address the development of land use patterns that encourage establishment of bicycle paths and other local and inter-community transportation systems that reduce dependency on private automobile use.

Recommendations

5.3.8 Trust Council encourages Provincial and Federal agencies to ensure safe shipment of materials hazardous to the environment.

5.3.9 Trust Council encourages the Ministry of Transportation and local communities to work together through a public consultation process to evaluate and modify road construction and road system proposals to encompass the environmental, economic and social values of the community.

5.4 Disposal of Waste

Commitments of Trust Council

5.4.1 It is Trust Council's policy that the safe disposal in the Trust Area of waste originating in the Trust Area is acceptable.

5.4.2 It is Trust Council's policy that:

- neither hazardous nor industrial waste should be disposed of in the Trust Area,
- local recycling operations should be established, and
- local programs for chipping of wood waste and disposal of hazardous wastes should be established.

5.4.3 It is Trust Council's policy that there should be a reduction in the burning of solid waste in the Trust Area.

Directive Policy

5.4.4 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address the identification of acceptable locations for the disposal of solid waste.

Recommendation

5.4.5 Trust Council encourages government agencies, corporations, property owners and residents to use innovative technologies and safe alternatives for disposal of sewage effluent.

5.6 Cultural and Natural Heritage²⁴

Commitment of Trust Council

5.6.1 Trust Council holds that the natural and human heritage of the Trust Area — that is the areas and property of natural, historic, cultural, aesthetic, educational or scientific heritage value²⁵ or character²⁶ — should be identified, preserved, protected and enhanced.

Directive Policies

5.6.2 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address the identification, protection, preservation and enhancement of local heritage.

²⁴ Heritage - a place, feature or event of cultural, biological, archaeological, paleontological or geological significance.

²⁵ Heritage Value - historical, cultural, aesthetic, educational or scientific worth or usefulness of property or an area.

²⁶ Heritage Character - the overall effect produced by traits or features which give property or an area a distinctive quality or appearance.

5.6.3 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address the preservation and protection of the heritage value and character of historic coastal settlement patterns and remains.

5.7 Economic Opportunities

Commitment of Trust Council

5.7.1 Trust Council holds that economic opportunities should be compatible with the conservation of resources and protection of community character.

Directive Policy

5.7.2 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address economic opportunities that are compatible with conservation of resources and protection of community character.

5.8 Health and Well-being

Commitments of Trust Council

5.8.1 Trust Council holds that public participation should be part of the decision-making processes of all levels of government.

5.8.2 It is the position of Trust Council that local trust committees and island municipalities should, in establishing their official community plans and regulatory bylaws, provide opportunities for public input.

5.8.3 Trust Council holds that island communities within the Trust Area are themselves best able to determine the most effective local government structure to support their local autonomy and specific community needs within the object of the Islands Trust.

5.8.4 Trust Council holds that island municipalities shall, in all of their actions have regard for the Trust Policy Statement and the object of the Islands Trust.

5.8.5 It is the position of Trust Council that the development and maintenance of healthy communities in the Trust Area through the process described in the Provincial Ministry of Health's "Healthy Communities Program" should be encouraged.

Directive Policies

5.8.6 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address their community's current and projected housing requirements and the long-term needs for educational, institutional, community and health-related facilities and services, as well as the cultural and recreational facilities and services.

Recommendations

5.8.7 Trust Council encourages Provincial, Federal and local governments to provide information and databases to local trust committees and communities to assist them in land use planning.

5.8.8 Trust Council encourages government agencies, corporations, property owners, residents and visitors to use renewable sources of energy within the Trust Area.

Official Community Plan

Lasqueti Island Local Trust Committee Official Community Plan No. 77 (OCP) applies to the False Bay Area. The entire FBA is designated as “Land Based” in the OCP. There is a small portion of the FBA designated within the Agricultural Land Reserve.

Land Use Bylaw

Lasqueti Island Local Trust Committee Land Use Bylaw No. 78 (LUB) applies to the FBA. The majority of the FBA is within the Land Based zone, however, there is one parcel in the Commercial 1 (C1) zone, three parcels in the Commercial 2 (C2) zone, one parcel in the Commercial 3 (C3) zone, one parcel in the Institutional 1 (IN1) zone, and one parcel in the Industrial 4 (I4) zone.

The entire FBA is within Subdivision District A, which allows one parcel per 4 ha (9.88 acres) of land. There are, however, a number of lots that are less than 10 acres within the FBA that were subdivided prior to the subdivision regulations being in effect.

Islands Trust Fund:

There are no properties in the FBA that have an Islands Trust Fund conservation covenant.

Sensitive Ecosystems and Hazard Areas:

Islands Trust mapping identifies one stream within the FBA. The Madrone Report dated March 31, 2013, identifies an unnamed stream (Cocktail Cove) being within the FBA. This particular watershed has been identified as requiring further information to determine if it displays potential to have fish habitat, and being applicable to the Riparian Areas Regulation.

Sensitive Ecosystems inventory (SEI) – small portion “coastal bluff”.

Islands Trust Ecosystem Mapping ITEM – mixture of young forest, developed, rural and herbaceous (herb-like/grassy)

Endangered Ecosystems and Species – approximately half of the FBA is within the “woodwardia fimbriata” (giant chain fern) endangered species area.

Archaeological Sites:

The Provincial Remote Access to Archeological Data (RAAD) indicates that there are three archeological sites identified within the FBA.

COMMUNITY INFORMATION MEETING(S):

The attached Project Charter states that there will be public consultation with residents and private property owners to be held over the end of 2013 and beginning of 2014. The public consultation could take a number of forms, including community information meeting(s); survey(s); charrette(s), etc. This consultation is in addition to a Public Hearing which would be required for the Master Plan to be implemented as an OCP Amendment, as well as the implementation of an accompanying LUB amendment for parking

STAFF COMMENTS:

Scope:

A policy (Master Plan/OCP) and regulation (LUB) review for the FBA on the following topics will take place:

- Parking becoming a permitted home enterprise use
- Hunting regulation awareness
- Density and Land Use (including Residential, Commercial and Institutional uses)
- Bed and Breakfast (specific to secondary kitchens)

As the Local Trust Committee goes through the process of forming the False Bay Master Plan (OCP Amendment), an accompanying Land Use Bylaw amendment for parking regulations will also be processed. Any additional topics that require regulation review will be flagged and will be reviewed at a later date.

The process will involve:

1. undertaking public consultation
2. completing a first draft of the False Bay Master Plan, which will include goals, objectives and policies on the specific topics, and completing a first draft parking LUB amendment .
3. referring the draft False Bay Master Plan and first draft parking LUB amendment to the Advisory Planning Commission
4. undertaking relevant agency consultation
5. giving the OCP (Master Plan) and parking LUB amendment bylaws First reading
6. taking the bylaw amendments to Public hearing
7. giving the bylaw amendments second and third readings and referring to the Islands Trust Executive Committee and Minister of Community, Sport and Cultural Development for approval
8. adopting the bylaw amendments, and consolidating them into the Lasqueti Island Official Community Plan and Lasqueti Island Land Use Bylaw.

Budget:

A 2013-2014 budget request for a total of \$9,000 ("False Bay Parking" - \$2,000 and "Targeted OCP Review" - \$7,000) was approved for this project by the Islands Trust Council in March, 2013. Staff estimates that the required budget will be as follows:

1. Public and agency consultation - \$1,000
2. Legislative Process - \$2,000
3. Advertising - \$2,000
4. Consultant fees - \$2,500
5. Miscellaneous (unforeseen) - \$1,500

TOTAL: \$9,000

Timeline:

The following timeline is recommended:

- August/13 Bring revised Project Charter and staff reports including detailed timeline to the Lasqueti Local Trust Committee for approval. Local Trust Committee has a working session to discuss the False Bay Master Plan topics and type(s) of public consultation methods for this project.
- October/13 Bring staff report outlining working session discussions on False Bay Master Plan. Local Trust Committee reviews and possibly revises the message for community consultation as required, decides upon method(s) of public consultation
- Nov/13-Mar/14 Embark on public consultation, then staff create a first DRAFT Master Plan and LUB amendment based on community input. Refer back to the public , and to the Advisory Planning Commission.
- May /14 Make revisions to draft Master Plan and draft LUB as requiredJune/14Lasqueti Local Trust Committee considers First Reading and Agency/First Nations referral, and agrees upon a public hearing date. Allow 60 days for feedback and potential discussion of issues.
- August/14 Local Trust Committee holds public hearing and consideration of 2nd and 3rd readings, as well as submission to the Executive Committee and Minister of Community Services.
- October/14 Local Trust Committee considers bylaws for adoption.

RECOMMENDATIONS:

Staff recommends that the Lasqueti Local Trust Committee:

1. Endorse the attached Project Charter for the False Bay Master Plan/Land Use Bylaw amendment; and
2. Endorse the Timeline as noted in the staff report.

Respectfully Prepared and Submitted
by:
Linda Prowse
Planner 2
August 2, 2013

Concurred in by:
Courtney Simpson, MCIP, RPP
Regional Planning Manager
August 20, 2013

Attachment – False Bay Master Plan Project Charter

Purpose This project will target Official Community Plan (OCP) policies and Land Use Bylaw (LUB) regulations to identify potential changes that will improve land use within the False Bay area of Lasqueti Island, resulting in OCP and LUB amendment bylaws to help implement those changes

Background This project encompasses Project No. 2 and Project No. 3 from the Trust Council budget for the Lasqueti Island Local Trust Committee (LTC). These projects include “OCP/LUB review for False Bay Parking and “Targeted OCP Review”. The False Bay Parking review was initiated because the Powell River Regional District requested assistance on improving the parking issues on the road right of way in the False Bay Area. Since that time, some work has been done on this, however, further issues have been identified requiring a targeted OCP/LUB review for False Bay. The first step is to enact a Master Plan for the False Bay area which could potentially become part of the Official Community Plan.

Objectives

- Develop a Master Plan for False Bay
- Adoption of OCP amendment bylaw in late 2014, and LUB parking regulation amendment bylaw, that are consistent with the Islands Trust Policy Statement.
- Consultation with property owners and residents

Critical Success Factors

- Stay within reasonable budget
- LTC/staff provides clear and timely communication of project and opportunities for input to residents and property owners
- Cooperative, respectful environment
- Executive Committee Support

Work plan Overview	
Deliverable/Milestone	Targeted Completion
Staff reports and revised Project Charter to LTC for approval . Working session on topics and public consultation plan	August 31/13
Staff report to LTC, consultation plan approved	October 17/13
Consultation with residents and private property owners and referral to APC	Fall 2013 into Jan/ Feb/March 2014
Revise documents as required, and give 1st reading, refer to agencies and decide on public hearing date	June/14
Public Hearing/Consideration of 2nd and 3rd readings	August/14
Submission to Executive Committee, Minister of Community, Sport and Cultural Development	August/14
Consideration of Adoption	October/14

In Scope

Review on the following topics for the False Bay Area:

- Parking becoming a permitted use (home enterprise) - Policy and Regulation (LUB) Review
- Hunting regulation awareness—Policy Review
- Density and Land Use (including Residential, Commercial and Institutional uses) - Policy Review
- Bed and Breakfast (secondary kitchens) - Policy Review

Out of Scope

- Planner review of guest cabin provisions explicit in the OCP and LUB.
- Regulating parking on road right of way (Ministry of Transportation and Powell River Regional District jurisdiction)
- False Bay water zoning
- Regulation (LUB) review for anything other than “parking”

Budget	
Item	Cost
Consultation	\$1,000
Legislative Process	\$2,000
Advertising	\$2,000
Consultant	\$2,500
Miscellaneous (unforeseen)	\$1,500
Total	\$9,000

Links & Dependencies

- LTC meeting schedule as basic framework for deliverables; community information meetings
- Victoria mapping department for LUB draft maps
- Referral agency response turn-around
- Island planner workload

Project Team
Name/Project Role
Linda Prowse/Planner
I.T. Victoria Mapping Department
Lasqueti Island Local Trust Committee
Lisa Gibson-Webster/Planning Clerk Legislative Process and Bylaw Development

Interest Groups	
Name	Representing
Property owners and residents (target False Bay, but include all the Island)	Lasqueti
Sliammon and others	First Nations
PRRD	Regional District
Advisory Planning Commission	Residents
MOTI; Coastal Health; Others	Referral Agencies
Executive Committee	Islands Trust

Governance	
Name/Project Role	Responsibility
Lasqueti Island Local Trust Committee	Bylaw review, revisions, consideration and adoption.
Executive Committee	Bylaw approval
Minister of Community, Sport and Cultural Development	Bylaw approval

LA LTC Chair Approval: David Graham, _____

Regional Planning Manager Approval: Courtney Simpson _____

Risk Assessment					
Risk	Probability	Impact	Response Strategy	Residual Risk	
LTC efforts focused on other regional or trust wide work program items.	Med	High	Make False Bay OCP/LUB review project as work program priority #1 until final adoption.	Low	
Unable to meet deliverable dates due to aggressive timelines.	Med	High	Detailed planning, clear roles and responsibilities of team members.	Low	
Unable to meet deliverable dates due to northern islands applications processing workload increase.	Med	High	None—No control over amount of northern islands applications being received.	Med	
Property owner discourse over private property rights or implications of land use regulations being proposed.	Low	Med	Clear communications; ample opportunity for public review of draft regulations	Low	
Unable to meet deliverable dates due to interruption in staff appointments	High	Med	RPM contingency plan to secure relief staff for 2014 retirement of plan-	Low	