

# Staff Report to Council

Planning and Development

FILE: 6480-20-2021

**REPORT DATE:** December 08, 2021      **MEETING DATE:** December 14, 2021  
**TO:** Mayor and Council  
**FROM:** Anne Berry, Director of Development Services  
**SUBJECT:** I See Pitt Meadows 2040: Official Community Plan Second Reading Report

**CHIEF ADMINISTRATIVE OFFICER REVIEW/APPROVAL:**



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**RECOMMENDATION(S):**

THAT Council:

- A. Affirm that they have considered Official Community Plan Bylaw No. 2864, 2020 in conjunction with the City's financial plan and waste management plans as per section 477 of the Local Government Act; AND
- B. Refer Official Community Plan Bylaw No. 2864, 2020 to the Agricultural Land Commission for comment; AND
- C. Grant second reading to Official Community Plan Bylaw No. 2864,2020 as amended and presented to Council on December 14, 2021; AND
- D. Direct Staff to coordinate a public hearing for the Official Community Plan Bylaw No. 2864, 2020 in Q1 of 2022; OR
- E. Other.

**PURPOSE**

The purpose of this report is to present to Council a revised draft Official Community Plan (OCP) and a report summarizing the changes made to the plan since it was last presented to Council, including contributions from Katzie First Nation, and to describe the next steps for consideration of the bylaw. When adopted, the 2020 Official Community Plan will replace the 2008 Official Community Plan.

Information Report       Decision Report       Direction Report

## **DISCUSSION**

### **Background:**

Since spring 2018, the City of Pitt Meadows has been conducting a comprehensive review of the Official Community Plan, a process titled “I See Pitt Meadows 2040”. This report presents the concluding steps, including a bylaw with the draft Official Community Plan for Council’s consideration. This OCP includes many essential components that would provide a renewed vision for Pitt Meadows for the next twenty years and a regulatory framework to guide the city’s future growth. The OCP is organized around a framework that presents a vision of the community based on the extensive public engagement over the three years of the review, along with specific objectives, policies, development permit guidelines, and land use designations needed to achieve that vision.

The three-year engagement process included dozens of events, workshops and community conversations, with hundreds of participants coming out to share their love for Pitt Meadows.

The launch event for this OCP review was held on May 12, 2018. Following that, the OCP hit the road for roving engagement opportunities, with numerous stops at local events throughout the summer of 2018 and extensive online engagement outreach. Together with a visions and values workshop held in June 2018, these initial engagement events shaped the OCP’s vision.

Several technical advisory committees, stakeholder and other agency meetings were held in the winter of 2018 and early 2019. These meetings were used to collect input on specialized topics, combine research where applicable, and gain information from the community and City staff. In addition, issue papers were developed for each overarching OCP topic and posted online. Community members could read these issue papers and provide feedback through comments and surveys.

A housing and community growth forum was held on June 15, 2019, and online engagement continued during the summer of 2019. Council endorsed the land use plan in early 2020, and staff proceeded with public engagement to gather input on completed draft policies and the land use plan. Most of the engagement took place online due to the COVID-19 pandemic, as Public Health Orders at the time did not allow in-person meetings. Other public engagement events and studies included:

- three major community events (launch event, community visioning workshop, Community Growth and Housing workshop);
- numerous smaller public-engagement events, including workshops with seniors and youth, pop-up events at Pitt Meadows Day, plus community stakeholder meetings; and a commercial and industrial analysis, community growth and housing study, the “Have Your Say Pitt Meadows – I See 2040” engagement website and accompanying surveys and discussion papers.

The Official Community Plan Bylaw was granted First Reading at the July 21<sup>st</sup>, 2020 Regular Council Meeting. A little later that same year, on October 20, 2020, Council participated in a workshop that probed further into specific issues within the draft OCP, as discussed below. Council Directed Revisions

At the workshop on October 20, 2020, Council directed staff to revise the draft OCP as follows:

1. Re-format document so that the community vision can be found closer to the beginning, that the document is more streamlined, and a better reflection of the Pitt Meadows Community.
2. Revise the Urban Land Use Map so that Hammond Road remains a low-density residential corridor.
3. Allow consideration of future development in the rural residential-designated areas of the municipality.
4. Include policy language that discourages tandem parking spaces in residential areas.

**Relevant Policy, Bylaw or Legislation:**

Section 473 of the Local Government Act lays out content, adoption process and consultation requirements for an Official Community Plan. An Official Community Plan must include policies and land use designations for the municipality in respect to the following:

- the approximate location, amount, type and density of residential development required to meet anticipated housing needs over a period of at least 5 years;
- the approximate location, amount and type of present and proposed commercial, industrial, institutional, agricultural, recreational and public utility land uses;
- the approximate location and area of sand and gravel deposits that are suitable for future sand and gravel extraction;
- restrictions on the use of land that is subject to hazardous conditions or that is environmentally sensitive to development;
- the approximate location and phasing of any major road, sewer and water systems;
- the approximate location and type of present and proposed public facilities, including schools, parks and waste treatment and disposal sites;
- housing policies of the local government respecting affordable housing, rental housing and special needs housing; and
- 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.

The Local Government Act also includes specific steps regarding the bylaw adoption process. Accordingly, following first reading of an OCP bylaw, the municipality must: First, consider the proposed OCP in conjunction with its financial plan and any waste management plan that is applicable in the municipality or regional district. If the proposed OCP applies to agricultural land in the Agricultural Land Reserve, the draft plan must be referred to the Provincial Agricultural Land Commission for comment. Then, the municipality is ready from a legislative stand point to hold a public hearing on the proposed OCP.

## **Analysis:**

### Katzie First Nation Contributions to the OCP

Katzie First Nation has contributed a new chapter to the OCP entitled “Reconciliation & Relationship Building with ᑭᑭᑦᑎᑦ (Katzie) First Nation” This chapter represents a positive step forward towards laying the groundwork for reconciliation and possible future protocols, policies and legislation (particularly the *Declaration on the Rights of Indigenous Peoples Act*).

Katzie First Nation contributions are in two other forms in the OCP:

Chapter 15: History and Heritage. Katzie First Nation has contributed their history to this chapter, including how they had managed and formed the land where the community we know now is located, and a description of the Katzie community today.

Policies throughout the OCP are meant to support the City’s relationship with Katzie First Nation when it comes to future development, housing, recreational programming, environmental issues, climate change, servicing and transportation.

### Addressing Council’s Comments from the October 20, 2020 Workshop

*Re-formatting the OCP* – The revised draft OCP has streamlined the supporting information per Council’s request, placing the community history chapter towards the back of the document and highlighting the community vision at the beginning. The document was also restructured so that the chapter on agriculture is close to the beginning, highlighting the importance of farming to the community.

Additionally, the draft OCP includes photographs of the community, including several historical photographs contributed by the Pitt Meadows Museum and Historical Society. Finally, it should be noted that this version of the document was professionally edited.

*Hammond Road Corridor* – The Urban Land Use Map (Map 2A) has been revised .The Hammond Road corridor no longer has a medium-density residential land use designation (except the five single-family lots on the north side of the street at the west end of Hammond). The corners of Hammond and Blakely are no longer designated as “Village” (mixed commercial/medium density designation).

*Rural Residential* - The draft OCP has been revised to consider future development in the rural areas of the municipality that are not in the ALR. Previously, the draft OCP had contained policies that discouraged development/subdivision in those areas of the City designated “Rural Residential”. The document has been revised to allow consideration of rural residential developments and includes guidelines to help Council decide on applications should they come forward.

*Tandem Parking Spaces* – The draft OCP has been revised to include a policy statement (5.7.3) under Objective 5.7: Encourage residential development design that is mindful of the surrounding neighbourhood and buildings that states “Discourage the use of interior tandem parking spaces in a townhouse and multi-family development so that residents will be more likely to fully utilize all of the parking spaces allocated to their unit if needed.”

Council provided staff with many other comments regarding the draft OCP not specifically discussed at the October 2020 workshop. Staff has incorporated the feedback received wherever possible.

#### Consideration of the Proposed OCP in Conjunction with the City’s Financial Plan and Waste Management Plans

Under the *Local Government Act*, Council must consider the proposed OCP in conjunction with the City’s financial plans and waste management plans prior to giving an OCP bylaw second reading

City staff has reviewed the proposed OCP with the existing Capital Expenditure Program as contained in the City of Pitt Meadows 2021 – 2025 Financial Plan Bylaw No. 2882, 2021 and found that there are no outstanding issues. The City is not obliged to complete any actions, plans or studies that are recommended in the OCP. Any actions, plans or studies that are anticipated to have a financial cost to the municipality will be brought forward by staff as part of the regular business planning process.

With regards to waste management plans, the City, as a Metro Vancouver member municipality, falls under the jurisdiction of Metro Vancouver’s *Integrated Liquid Waste and Resource Management Plan* and *Integrated Solid Waste and Resource Management Plan*. Since the City is not proposing to expand its Urban Containment Boundary and since our population projections are in line with Metro Vancouver’s regional population projections, the proposed OCP is found to be consistent with these plans.

#### Draft Official Community Plan Content

The draft OCP, included as Attachment A, provides a renewed vision and the regulatory framework to guide the future growth toward achieving the vision. It gives comprehensive guidance in all areas related to the community's economic, environmental, social, and cultural development. This OCP has been designed with a focus on being user friendly, providing helpful definitions and graphics to illustrate key ideas and data. In addition, the online version of the document will contain hyperlinks so the document user will be able to click on a keyword or a

reference to an external document (for example, the *Local Government Act*), and be taken to that document online, or to another page in the document that contains the definition or map, making the document and its associated legislation significantly easier to navigate.

### *Section 1: Introduction*

This section of the OCP presents the community vision, goals, and purpose. The introduction also describes the OCP engagement process and guides the reader through the organization of the document. This section of the OCP has been shortened per Council's direction, and some of the information contained in this chapter has been moved to the History and Heritage chapter towards the end of the document.

### *Section 2: Policies*

This main policy section includes high-level, City-wide policies divided into 11 OCP topics.

#### *Chapter 1: Reconciliation and Relationship Building with Katzie First Nation*

This was written in partnership with Katzie First Nation. The policies in this chapter are intended to support a strong government-to-government relationship between the City and Katzie First Nation based on meaningful dialogue, inclusivity, and mutual respect.

#### *Chapter 2: Agriculture*

About the dominant land use in Pitt Meadows, this chapter on agriculture contains fundamental policies regarding preserving agricultural land, housing in the Agricultural Land Reserve (ALR), support for the agricultural economy, and a new section on food systems and food security.

#### *Chapter 3: Environment and Natural Areas*

This chapter addresses shorelines, riparian areas, the urban forest, pollution, ecosystem management, and environmental stewardship.

#### *Chapter 4: Employment and the Economy*

This chapter contains policies that seek to enhance Pitt Meadows' economic assets and opportunities, to support local businesses and agricultural businesses while enhancing local natural assets.

#### *Chapter 5: Growth, Neighbourhoods and Housing*

The Growth, Neighbourhoods and Housing chapter contains policies on housing supply, housing affordability and diversity, rental housing, non-market housing, homelessness and rural residential development.

### *Chapter 6: Arts, Culture and Heritage*

This chapter addresses placemaking, heritage, arts, education, Katzie First Nation and the reconciliation process and regional relationships. The 2008 OCP does contain a chapter on heritage, but the draft OCP includes more comprehensive policies, especially regarding the City's relationship with the Katzie First Nation.

### *Chapter 7: Community Well-being*

This is an entirely new chapter in the OCP and represents some of the social issues that impact the municipality, including community safety, civic engagement and physical accessibility.

### *Chapter 8: Parks and Recreation*

This chapter contains parks and open spaces, ecosystem management, and access to services and facilities policies.

### *Chapter 9: Transportation*

Transportation addresses the road network, public transportation, trails, cycling, pedestrian networks, goods movement, airport, and railway.

### *Chapter 10: Local Systems*

The Local Systems chapter contains policies regarding the City's infrastructure, such as water and sewer service. Compared to the 2008 OCP, it has more robust policies on integrated rainwater management and green infrastructure.

### *Chapter 11: Climate and Energy*

This is a new chapter for this OCP. It contains policies on climate change, sustainable energy principles, and building performance.

### *Chapter 12: Hazard / Emergency Management*

This chapter provided a policy framework that supports hazard management (regarding flooding, wildfires and soil instability) and emergency management, including disaster resiliency and planning.

### *Section 3: Implementation*

This section contains the Development Permit Area guidelines and a section that defines the land use designations included on the rural and urban land use maps.

This summary of the OCP development permit only contains the new development permit areas developed. All development permit areas are in the draft OCP in attachment B.

These are:

#### Development Permit No. 2: Riparian Areas

The *Riparian Areas Protection Act* requires that the City of Pitt Meadows protect riparian areas from adverse effects of residential, commercial and industrial development. The Riparian Development Permit Area is designated to protect riparian areas from development where the areas provide natural features, functions and conditions that support fish life processes. This development area applies to properties that contain or border watercourses. A commercial, industrial or residential development within 30 metres of a riparian area will first require a development permit before development.

This development permit area does not apply to agricultural development.

#### Development Permit Area No. 3: Wildfire Hazard

The draft OCP proposes expanding the area of the Wildfire Hazard Development Permit Area to include all areas of the City outside of a 10-minute emergency response range. While this includes agricultural areas, agricultural buildings and activities are exempt from the requirements of this development permit area so as not to impede agricultural activities or present any financial burden to the farming community.

#### Development Permit Area No. 4: Slope Hazard

Steep slopes are susceptible to erosion, landslide, water run-off and unstable soils. These areas require more significant consideration and care when changes are made to the land to ensure that development does not create hazardous conditions. The Slope Hazard Development Permit Area is designated to minimize risk to people and property from slope hazards. This DPA applies to all land development shown on the Development Permit Area Map Schedule.

#### Development Permit Area No. 5: Farmland Protection

Agricultural land by area is the most prominent land use within Pitt Meadows. Farming is an integral and highly valued component of the City's economy, heritage and cultural well-being. Uncontrolled non-agricultural development next to properties within the Agricultural Land Reserve can increase the likelihood of land-use conflicts and nuisance complaints towards farm operations. The Farmland Protection Development Permit Area is designated to minimize these conflicts and support the vitality of local agriculture. This DPA applies to all land development as shown on the Development Permit Area Map Schedule, generally adjacent to or within 30 m of land within the Agricultural Land Reserve (ALR).

### **Proposed OCP Map Schedules**

Most of the new map schedules remain the same, with updates, as the 2008 OCP. However, as explained above, the Development Permit Area Designation map schedules have been revised to include the new development permit areas.



## Next Steps

Following Second Reading of the OCP bylaw, staff will:

- Refer the draft OCP to the ALC as required under the *Local Government Act*. Based on discussions with ALC staff, at this point, the referral process will not require a resolution of the Commission since the draft OCP does not propose any exclusions of land from the ALR, nor does it propose any non-farm uses on ALR land.
- Post the draft OCP to the City’s website and promote it through social media.

Schedule a public hearing. The public hearing date will depend on when the City receives a response from the Agricultural Land Commission regarding the referral. Based on discussions with staff at the Agricultural Land Commission, because the draft OCP bylaw does not propose to designate ALR land for non-agricultural uses and does not propose to support the exclusion or non-farm use of ALR, the review can be completed by ALC staff in about 20-30 business days. Staff is targeting late January/early February for the public hearing date.

Third Reading of the OCP bylaw will occur soon after the public hearing. After Third Reading, the Regional Context Statement will be referred to the Metro Vancouver Board for acceptance, after which Council may adopt the OCP bylaw. According to their own procedures, Metro Vancouver has up to 120 days to respond to the submission of the Regional Context Statement. Although timing of the adoption is dependent on the ALC and Metro Vancouver’s review period needed to manage the referral process, staff anticipate adoption of the OCP Bylaw will occur in June 2022.

Following adoption, staff will prepare any necessary bylaw and policy amendments to ensure consistency between the OCP and the City’s policies and regulations. Staff will also prepare a prioritized work plan to advance the implementation of the OCP and present it to Council for consideration. This could include studies, such as a climate adaptation plan, that are supported by the draft OCP.

## **COUNCIL STRATEGIC PLAN ALIGNMENT**

- Principled Governance     Balanced Economic Prosperity     Corporate Excellence  
 Community Spirit & Wellbeing     Transportation & Infrastructure Initiatives  
 Not Applicable

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## **FINANCIAL IMPLICATIONS**

- None     Budget Previously Approved     Referral to Business Planning  
 Other

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Under the Local Government Act, the City is required to consider the draft OCP together with the financial plan. City staff has reviewed the proposed OCP with the existing Capital Expenditure

Program as contained in the City of Pitt Meadows 2021 – 2025 Financial Plan Bylaw No. 2882, 2021 and found no outstanding issues. The City is not obliged to complete any actions, plans, or studies recommended in the OCP. Any actions, plans, or studies that are anticipated to have a financial cost to the municipality will be brought forward by staff as part of the regular business planning process.

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**PUBLIC PARTICIPATION**

Inform     Consult     Involve     Collaborate  Empower

The Official Community Plan Review is entering the final stage of the OCP Review process. The City will post the Second Reading version of the proposed OCP on the City’s website and continue to solicit feedback.

**KATZIE FIRST NATION CONSIDERATIONS**

Referral     Yes     No

Katzie First Nation has partnered with the City to draft Chapter 2, Reconciliation and Relationship Building with Katzie First Nation, sections on Katzie history in Chapter 15, History and Heritage, and policies pertaining to Katzie First Nation throughout the document.

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**SIGN-OFFS**

**Written by:**

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**Reviewed by:**

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Manager of Community Development

**Approved by:**

Anne Berry  
Director of Planning and Development

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**ATTACHMENT(S):**

- A. City of Pitt Meadows Official Community Plan Bylaw No. 2864, 2020
- B. Schedule “A” of City of Pitt Meadows Official Community Plan Bylaw No. 2864, 2020, /  
*See Pitt Meadows 2040, City of Pitt Meadows Official Community Plan.*