

MINUTES
GOVERNANCE AND PRIORITIES COMMITTEE MEETING
SHAW AUDITORIUM, VANCOUVER ISLAND CONFERENCE CENTRE,
80 COMMERCIAL STREET, NANAIMO, BC
MONDAY, 2022-APR-11, AT 1:00 P.M.

Present: Councillor Z. Maartman, Chair
Mayor L. Krog
Councillor S. D. Armstrong
Councillor D. Bonner
Councillor T. Brown (joined electronically)
Councillor B. Geselbracht
Councillor I. W. Thorpe
Councillor J. Turley (joined electronically)

Absent: Councillor E. Hemmens

Staff: J. Rudolph, Chief Administrative Officer
D. Lindsay, General Manager, Development Services/Deputy Chief
Administrative Officer
R. Harding, General Manager, Parks, Recreation and Culture
B. Sims, General Manager, Engineering and Public Works
T. Doyle, Fire Chief (joined electronically)
L. Bhopalsingh, Director, Community Development
B. Corsan, Director, Corporate and Business Development
L. Brinkman, Manager, Community Planning
J. Rose, Manager, Transportation
L. Rowett, Manager, Current Planning
K. Biegun, Planner
B. Thomas, Assistant Manager, Transportation
S. Gurrie, Director, Legislative Services
K. Lundgren, Recording Secretary

1. CALL THE GOVERNANCE AND PRIORITIES COMMITTEE MEETING TO ORDER:

The Governance and Priorities Committee Meeting was called to order at 1:00 p.m.

2. INTRODUCTION OF LATE ITEMS:

- (a) Agenda Item 6(a)(1) Draft City Plan - Land Use and Neighbourhoods – Replace PowerPoint presentation and add the following delegations:
1. Nancy Mitchell, Newcastle Community Association
 2. Peter Giovando
- (b) Reorder the delegations for Agenda Item 6(a)(1) Draft City Plan – Land Use and Neighbourhoods to precede the PowerPoint presentation.

3. APPROVAL OF THE AGENDA:

It was moved and seconded that the Agenda, as amended, be adopted. The motion carried unanimously.

4. ADOPTION OF THE MINUTES:

It was moved and seconded that the Minutes of the Governance and Priorities Committee Meeting held in the Shaw Auditorium, Vancouver Island Conference Centre, Nanaimo, BC, on Monday 2022-MAR-28 at 1:00 p.m. be adopted as circulated. The motion carried unanimously.

5. AGENDA PLANNING:

1. Governance and Priorities Committee Agenda Planning

Sheila Gurrie, Director, Legislative Services, informed the Committee of the upcoming Governance and Priorities Committee (GPC) agenda item topics:

- REIMAGINE NANAIMO engagement summary scheduled for May 9th
- Housing Affordability/ Schedule D topic scheduled for June 27th
- Street Entertainers Bylaw topic scheduled for July, 2022
- Safety and Security Part Two moved to the April 20th Finance and Audit Committee Meeting

6. REPORTS:

(a) REIMAGINE NANAIMO:

1. Draft City Plan - Land Use and Neighbourhoods

Introduced by Dale Lindsay, General Manager, Development Services/Deputy Chief Administrative Officer, and Lisa Bhopalsingh, Director, Community Development.

- Phase Three Engagement Survey closed April 8th and Staff intend to bring the engagement summary to the 2022-MAY-09 GPC

Delegations:

1. Ian Gartshore provided a PowerPoint presentation and spoke regarding climate-related disasters, provincial subsidies to fossil fuels, misleading statistics presented by Fortis Gas, major health risks associated with smoke from wood fires and fossil fuels, and emphasised the need to cut back on methane gas.

2. Ashley Garib, provided a PowerPoint presentation and spoke regarding South Nanaimo development projects that are not in line with the current Official Community Plan (OCP). He provided excerpts from the OCP, Chase River Neighbourhood Plan, and the Colliers Land Inventory and Capacity Analysis study.
3. Nancy Mitchell, Newcastle Community Association, spoke regarding the Newcastle Land use designation in the draft City Plan. She presented a proposed revision to land use designations in Newcastle Neighbourhood to limit building height to 4 storeys. She provided rationale for proposed changes and spoke regarding the growth area projection.
4. Peter Giovando, spoke in support of the Newcastle Community Association's proposal related to limiting the building height to 4 storeys. He spoke regarding the slope of the ground, the impact of 6 storey buildings on views, privacy and sunlight. He noted that a 6 storey building height is inconsistent with other buildings in the neighbourhood and is not needed to accommodate greater density in the neighbourhood.

Presentation:

1. Kasia Biegun, Planner, provided a PowerPoint presentation:
 - Today's presentation will cover the two last chapters of the draft City Plan (Plan)
 - City structure consists of five conceptual layers (Growth Management, Blue & Green Network, Land Use Plan, Mobility Network and Parks, Recreation, Culture & Wellness)
 - This layered approach will allow for harmonization and better efficiency
 - Proposed to exclude lands to the east of Cable Bay Trail from the current Urban Containment Boundary
 - Draft land use plan places greater emphasis on growing inwards while continuing to support lower density areas
 - Target density for each land use is not intended to regulate actual densities on individual lots
 - The draft Plan identifies seven urban centres that mirror mobility hubs of the Transportation Master Plan
 - Draft direction includes one primary urban centre (Downtown) and six secondary urban centres (Woodgrove, Hospital, University, Nanaimo North, Country Club and South Gate)

Committee discussion took place regarding the criteria that lead towards ranking the draft priority of the Urban Centres.

Jana Zelenski, Principal, Lanarc, informed the Committee that identification and ranking of Urban Centres was based on the second

phase of engagement. Technical analysis and phase three of public engagement will inform an updated review.

Committee and Staff discussion took place. Highlights included:

- Nodes/centres identified based on where we see concentration
- Each identified node has missing parts; however, the vision is to build on what's already there to fill in the gaps and create complete nodes

Jana Zelenski, Principal, Lanarc, informed the Committee that each urban centre intends to have an area plan. While the City Plan is a high level document, the area plan will contain more specifics in order to advance the vision.

Committee and Staff discussion took place. Highlights included:

- Strong community support for Downtown Nanaimo as a primary urban centre
- Prioritization may elect servicing direction (Sewer capacity)
- Opportunity for input from the land owners and their view on how they see their land developed in the future
- Underground parking is extremely expensive

Kasia Biegun, Planner, continued the presentation and spoke regarding placing greater emphasis on shifting away from the car-centric approach that exists in the current Official Community Plan (OCP).

Committee and Staff discussion took place. Highlights included:

- The impact on businesses that generate revenue through drive-thru's
- Insurance issues related to mixed-use developments with residents living above commercial space
- Urban centers are a mixed use and not every building will be required to have commercial at the ground floor

Kasia Biegun, Planner, continued the presentation and spoke regarding the goals anticipated to be achieved by the urban centre growth policy shift.

Committee discussion took place. Highlights included:

- Addressing the challenge of building more residential in urban centres that are currently dominated by large stores and parking lots
- The environmental impact and use of drive thru's
- Changing the wording of Policy D4.3.16 from "do not support" to "discourage" would allow flexibility to the policy

- Focus should be community driven especially on big policy decisions
- Acknowledging that drive-thru's are not only a part of restaurants, but also a part of other businesses such as banks and pharmacies
- Large area surface parking and drive-thru's should not be combined together, but rather two separate policies

It was moved and seconded that the Governance and Priorities Committee recommend that Policy D4.3.16 in the draft City Plan be amended to read:

“Discourage new large areas of surface parking and drive-thru's in Urban Centres, with strong preference for under-building or underground parking. Continue to evolve auto-oriented uses into more pedestrian-friendly and accessible development forms and mix of uses.”

The motion carried.

Opposed: Councillors Brown and Geselbracht

Committee and Staff discussion took place. Highlights included:

- The implication of using the language “do not support” which may limit the ability to look at each case individually
- The exact scale of “large area parking surface” has not yet been defined

It was moved and seconded that the Governance and Priorities Committee recommend that Policy D4.3.16 in the Draft City Plan be separated into two separate policies to discourage drive-thru's in urban centres and to not support large areas of surface parking in urban centres. The motion was defeated.

Opposed: Mayor Krog and Councillors Armstrong, Bonner, Maartman, Thorpe and Turley

The Governance and Priorities Committee recessed the meeting at 3:00 p.m.

The Governance and Priorities Committee reconvened the meeting at 3:15 p.m.

Kasia Biegun, Planner, continued the presentation and spoke regarding Part D - Corridors. Highlights included:

- 2020 Land Inventory and Capacity Analysis report indicated that Nanaimo is too spread out
- Draft Plan direction is to split the Corridor designation into Mixed Use Corridors and Residential Corridors
- Based on developer feedback, Staff recommend adding wording to D.4.3.18 to allow small scale, neighbourhood level service style commercial that is ancillary to residential

Committee discussion took place regarding there currently not being a hierarchy/priority ranking for corridor development.

Kasia Biegun, Planner, continued the presentation and spoke regarding the draft Plan direction to split the Neighbourhood land use designation into Core Neighbourhood and Suburban Neighbourhood and also to add a new Old City Neighbourhood land use designation to preserve the unique heritage of the area.

Lisa Brinkman, Manager, Community Planning, continued the presentation. Highlights included:

- Nanaimo Old City Association (NOCA) expressed concerns regarding preserving heritage and character homes
- All lands proposed for multi-family and commercial development within the Old City Neighbourhood Designation will be subject to a development permit design guidelines
- NOCA is not comfortable with allowing building heights higher than 3 storeys without criteria and requested a change to D4.5.30

It was moved and seconded that the Governance and Priorities Committee recommend that Policy D4.5.30 be amended to read:

“Set the maximum building height to be 3 storeys. Building heights greater than 3 storeys may be considered where:

- Stepped transition is provided with adjacent land uses and built forms; and,
- Height impacts are minimized by onsite or nearby natural or built features (e.g. slope of land or major transportation corridor).”

The motion carried unanimously.

Lisa Brinkman, Manager, Community Planning, continued the presentation and spoke regarding comments and requests brought forward from neighbourhood associations. Highlights included:

- The Nanaimo Old City Association (NOCA) requested a change to the target density from 50 units per hectare (uph) to 40 uph
- 50 uph would make it difficult to retain the essential character of the neighbourhood

It was moved and seconded that the Governance and Priorities Committee recommend that the draft City Plan direction for Old City Neighbourhood target density be changed from 50 units per hectare to 40 units per hectare. The motion carried.

Opposed: *Councillor Turley*

Lisa Brinkman, Manager, Community Planning, continued the presentation. Highlights included:

- Presented the Newcastle Neighbourhood Association proposal to change to the land use designation of the Newcastle area

- Staff is recommending to maintain consistency with the neighbourhood plan

Committee and Staff discussion took place. Highlights included:

- Appreciation for the advocacy of the neighbourhood association
- This particular neighbourhood is a well developed, densified and has a unique character site
- Important to listen to community input
- There is flexibility built into the development permit process in the event that an OCP amendment is requested
- Important to have flexibility in the policy to respond to circumstance
- Scenario and unlikelihood of maxing out the recommended densification of a neighbourhood

It was moved and seconded that the Governance and Priorities Committee recommend that all of Newcastle Neighbourhood east of Terminal Avenue be designated “Neighbourhood” with a maximum of 4 storeys.

Committee discussion took place. Highlights included:

- Future Council can decide to override or change policies
- Adding the word “preferred” before “Maximum building height” to create flexibility
- Including the word “preferred” in the policy would give Staff direction as well as flexibility in terms of interpretation
- The addition of the word “preferred” is not what the neighbourhood association is requesting

It was moved and seconded that the motion be amended to include the word “preferred” before “maximum of 4 storeys”. The motion was defeated.

Opposed: *Councillors Armstrong, Bonner, Brown, Geselbracht and Maartman*

The vote was taken on the main motion as follows:

That the Governance and Priorities Committee recommend that all of Newcastle Neighbourhood east of Terminal Avenue be designated “Neighbourhood” with a maximum of 4 storeys.

The motion carried.

Opposed: *Councillors Thorpe and Turley*

It was moved and seconded that the Governance and Priorities Committee recommend that consideration be given to designating the three mixed used areas in the Newcastle Neighbourhood as Neighbourhood Centre. The motion carried.

Opposed: *Councillor Thorpe*

Kasia Biegun, Planner, continued the presentation. Highlights included:

- The addition of a Semi-Rural Neighbourhood designation
- Special servicing and study areas include Linley Valley and King/Calder Hill

Committee and Staff discussion took place regarding special servicing areas being difficult to service for both water and sewer due to high elevation and water for firefighting is serviced by a tanker.

Kasia Biegun, Planner, continued the presentation and spoke regarding Industrial land use designation surrounding Cable Bay Trail.

Committee and Staff discussion took place. Highlights included:

- Increasing the Cable Bay Trail buffer from 50 meters to 100 meters
- Entire trail bordered by private lands
- The buffer policy would only come into play at the time of rezoning

It was moved and seconded that the Governance and Priorities Committee recommend that the buffer between industrial lands on Cable Bay Trail be changed from 50 metres to 100 metres. The motion carried unanimously.

Kasia Biegun, Planner, continued the presentation. Highlights included:

- Nanaimo has a shortage of industrial designated lands
- Land designated for car dealerships anticipated to gradually decline
- Emerging direction recommends a Waterfront land use designation that recognizes the unique functions of that area
- Brief overview of transit network and parks, recreation, culture and wellness maps

Lisa Brinkman, Manager, Community Planning, continued the presentation and spoke regarding neighbourhood engagement. Highlights included:

- Existing neighbourhood plans serve as guiding documents; however, will not form a part of City Plan
- City proposing an annual engagement approach with neighbourhoods to set priorities
- Request from Nanaimo Old City Association (NOCA) to strengthen the wording referring to neighbourhood plans in the City Plan

It was moved and seconded that the Governance and Priorities Committee recommend that the language in the City Plan referencing neighbourhood plans be strengthened from using “supporting” to language such as “primary”, or “key”. The motion carried unanimously.

Lisa Brinkman, Manager, Community Planning, continued the presentation and advised that NOCA requested an additional policy related to neighbourhood association engagement, as well as requested a wording change to policy E1.2.1.

Committee discussion took place regarding increasing community awareness of neighbourhood areas.

It was moved and seconded that the Governance and Priorities Committee recommend:

- Support for additional policy – in keeping with neighbourhood regular priority setting
- That the word collective be added to policy E1.2.1. to clarify intent of annual meeting

The motion carried unanimously.

Lisa Brinkman, Manager, Community Planning, continued the presentation. Highlights included:

- Three new proposed development permit areas (DPA): Sea Level Rise, Abandoned Mine Working Hazards and Wildfire Hazard

Committee discussion took place. Highlights included:

- Feedback received from the Ministry of Land, Water and Resource Stewardship regarding the scope of the new proposed DPA 1: Environmentally Sensitive Areas
- Requesting that the feedback be reviewed by Staff and options provided to Council to improve current DPA1

Dale Lindsay, General Manager, Development Services/Deputy CAO, noted that feedback from all Ministries will be reviewed and an update can be provided to the Committee at the 2022-MAY-09 GPC meeting.

Committee discussion took place. Highlights included:

- Addressing the migratory bird patterns when looking at environmentally sensitive areas
- Addressing reconciliation within development permit guidelines
- At this stage there is no change to development permit guidelines
- Opportunity for the Design Advisory Panel to provide input on DPA 8: Form & Character
- Slowing down the speed of the draft Plan timeline

It was moved and seconded that DPA 8: Form and Character Guidelines be reviewed by the Design Advisory Panel and consultation occur with the development community. The motion carried.

Opposed: *Mayor Krog and Councillor Thorpe*

Lisa Brinkman, Manager, Community Planning, continued the presentation and spoke regarding a request from the Newcastle Association to incorporate design guidelines currently within the OCP & Neighbourhood plan into the City Plan.

Committee discussion took place regarding the draft Plan timeline, and that more discussion is needed on the process and action items.

Lisa Bhopalsingh, Director, Community Development, spoke regarding focussing on the overarching framework and a change in the process will extend the timeline. She noted the importance of information that is manageable for the community to provide feedback on.

Jake Rudolph, Chief Administrative Officer, spoke regarding the timeline and taking advantage of the current momentum. If a change in the process is requested he recommended that it be done at the 2022-MAY-09 GPC meeting.

Sheila Gurrie, Director, Legislative Services, advised the Committee that Agenda Item 6(b)(1) Transportation Update will be deferred to a Special GPC meeting on 2022-APR-21.

7. QUESTION PERIOD:

No one was in attendance to ask questions.

8. ADJOURNMENT:

It was moved and seconded at 5:02 p.m. that the meeting terminate. The motion carried unanimously.

CERTIFIED CORRECT:

CHAIR

CORPORATE OFFICER