

# STAFF REPORT

REPORT TO: ANDREW TUCKER, DIRECTOR OF PLANNING

FROM: BRUCE ANDERSON, MANAGER OF COMMUNITY PLANNING

RE: SOUTH END NEIGHBOURHOOD PLAN

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## PNAC'S RECOMMENDATION:

That Council consider approving the South End Neighbourhood Plan, as an amendment to the City of Nanaimo "OFFICIAL COMMUNITY PLAN BYLAW 2008 NO. 6500."

## STAFF'S RECOMMENDATION:

That Council receive the report pertaining to "OFFICIAL COMMUNITY PLAN AMENDMENT BYLAW 2010 NO. 6500.012", which is presented under the Bylaws section of the agenda.

## EXECUTIVE SUMMARY:

The draft South End Neighbourhood Plan represents the culmination of a five-phase process spanning approximately 15 months. The process included significant public engagement through various open house and workshop events, as well as ongoing review and input from the South End Neighbourhood Plan Committee, other City departments and local stakeholder agencies and organizations. The Plan is now ready to enter the fifth and final phase of the process, which includes consideration and adoption by Council.

The purpose of this report is to initiate the formal adoption process for the South End Neighbourhood Plan in accordance with the *Local Government Act* through Council's consideration of First and Second Readings of "OFFICIAL COMMUNITY PLAN AMENDMENT BYLAW 2010 NO. 6500.012". The report also outlines the Neighbourhood Plan's content, its implementation and monitoring strategy, and highlights land use elements that require specific amendment of the Official Community Plan (OCP) in order to implement.

Copies of the South End Neighbourhood Plan have been placed in the Council office and will be posted on the City's website.

## BACKGROUND:

### **Neighbourhood Plan Purpose**

The City of Nanaimo "OFFICIAL COMMUNITY PLAN BYLAW 2008 NO. 6500" (planNanaimo) was adopted by Council in September 2008. Within this document, Goal Seven speaks to neighbourhood and area planning, and the development of neighbourhood plans, as critical to achieving the objectives of planNanaimo. The development of specific neighbourhood plans is also referred to within the Implementation Strategy (Goal Seven) of the OCP, including a commitment to complete a neighbourhood plan for the South End area within five years of the date of adoption of the OCP.

The South End Neighbourhood Plan will form part of the OCP, providing a means to realize goals and objectives and offer greater detail on issues such as land use, open space, transportation, social enrichment and infrastructure. The Neighbourhood Plan speaks to the specific needs and desires of the neighbourhood, brings together the broader needs of the community with the local knowledge of the neighbourhood, and responds to both the needs of the neighbourhood and the greater community in a way that creates a more livable and sustainable neighbourhood. The Plan also provides further guidance for zoning on individual properties.

Based on direction from Council on 2009-MAY-25 to proceed with a neighbourhood plan for the South End area (subject to Terms of Reference adopted by Council), staff has worked with the community to complete the neighbourhood plan and now present it for Council consideration.

### Neighbourhood Plan Process and Public Engagement

Work on the Draft South End Neighbourhood Plan began in July, 2009 and has progressed through five key phases as outlined below:

<p><b>Commencement &amp; Neighbourhood Context</b> (Phase One) July – October 2009</p>	<ul style="list-style-type: none"> <li>• Background research</li> <li>• Data collection</li> <li>• Process formulization</li> <li>• Public Consultation (Open House) 2009-OCT-06</li> </ul>
<p><b>Issues &amp; Opportunities / Neighbourhood Vision</b> (Phase Two) November 2009 – January 2010</p>	<ul style="list-style-type: none"> <li>• Public consultation (workshop and design charrette) 2009-NOV-12</li> <li>• Vision and Guiding Principles</li> </ul>
<p><b>Concepts &amp; Options Preparation / Selection</b> (Phase Three) February – March 2010</p>	<ul style="list-style-type: none"> <li>• Preparation and Presentation of Goals and Actions for the Neighbourhood Plan</li> <li>• Public Consultation (Open House) 2010-MAR-02</li> </ul>
<p><b>Draft Plan</b> (Phase Four) April – September 2010</p>	<ul style="list-style-type: none"> <li>• Presentation of Draft Neighbourhood Plan to Community (Open House) 2010-JUN-17</li> </ul>
<p><b>Final Plan &amp; Adoption</b> (Phase Five) October – December 2010</p>	<ul style="list-style-type: none"> <li>• Complete revised plan</li> <li>• Plan to Council</li> <li>• Public Consultation (Public Hearing)</li> </ul>

Public consultation and participation have been extensive throughout the plan process, primarily through open house and workshop events, as well as the ongoing work of the South End Neighbourhood Plan Committee made up of members from the South End Community Association, the neighbourhood at-large, local business, industrial property owners, seniors and youth. In addition, the South End Neighbourhood Plan has been reviewed by various City departments and input sought from local stakeholder agencies and organizations such as the Snuneymuxw First Nation, Nanaimo Port Authority, and School District 68.

The Plan is now ready to enter the fifth and final phase of the process which includes finalization and adoption by Council as an amendment to the Official Community Plan.

### **Neighbourhood Plan Content and Implementation**

The draft South End Neighbourhood Plan is divided into a number of sections. The key sections are those devoted to:

- Part 3 - Neighbourhood Sustainability
- Part 4 - Guiding Principles
- Part 5 - Neighbourhood Plan Policies
- Part 6 - Urban Design Framework and Guidelines
- Part 7 - Plan Implementation Strategy

The policies contained in Part 5 - Neighbourhood Plan Policies are further grouped under the following general headings:

- Land Use and Development
- Open Space and Connectivity
- Transportation and Infrastructure
- Social Enrichment and Culture
- Environmental Protection and Enhancement
- Economic Development

Each policy grouping has associated actions contained in Part 7 - Plan Implementation Strategy. These policies establish how the neighbourhood objectives identified by the community in Part 4 – Guiding Principles will be achieved.

Part 6 of the South End Neighbourhood Plan contains Urban Design Framework and Design Guidelines for both buildings and major streets (Nicol, Haliburton, Victoria) located in the neighbourhood. The intent of the Urban Design Framework is to establish the broad urban design strategies for the neighbourhood, so that other more site-specific and building-specific elements can then be integrated in a consistent manner. The intent of the Urban Design Guidelines is to foster better building and street design, reduce negative impacts on competing uses, enhance the neighbourhood's urban form and public realm, and support the City's move towards more sustainable forms of urban settlement.

Part 7 contains a Plan Implementation Strategy which lists specific actions needed to implement many of the Neighbourhood Plan's policies and objectives. Although many can be addressed operationally, others will require that budget allocations for capital improvements be made by the City over time. Community Planning staff will work with the City's Engineering, Parks, Recreation and Culture, and Planning Departments to determine where specific neighbourhood plan actions can be implemented by means of existing operational funding. Where actions will require higher service level funding, Community Planning staff will work with the appropriate City department to determine what level of funding will be required and whether or not the funding request can be placed on the City's five-year capital improvement budget for review by Council during its general budget discussions.

As a whole, the neighbourhood envisioned by this plan will be sustainable with a strong sense of community. It will be compact, with many forms of mixed used development resulting in a healthy and safe community life that is economically vibrant and diverse. The neighbourhood's open spaces and streets will be well connected, and will permit safe, pedestrian oriented

mobility throughout the neighbourhood and in particular to the adjoining waterfront. The neighbourhood's natural environment will be safeguarded, nurtured and enhanced. New development will reflect the neighbourhood's unique historical character, providing a variety of commercial and housing opportunities, and will respect key public views and vistas.

### **OCP Land Use Designation Amendments**

The Neighbourhood Plan implements the goals and objectives of the OCP by providing more detailed policies and actions specific to the neighbourhood. In general, the Neighbourhood Plan integrates seamlessly with the OCP. The exception to this relates to specific changes to land use elements of the plan area, which have been identified as desirable during the Neighbourhood Plan process and require specific amendment of the OCP's Map 1: Future Land Use Plan in order to implement. These are highlighted below for Council's reference:

- 1) A Neighbourhood Commercial Centre designation is proposed for the lands along Haliburton Street near the intersections of Needham and Baker Streets to replace the area's existing Neighbourhood designation. The purpose of this centre is to re-establish a neighbourhood concentration of commercial uses and residential uses that reflect and build upon the historical concentration of stores and other uses that once existed along this section of Haliburton Street.
- 2) A Mixed-Use Corridor designation is proposed for the lands located along Fry Street and the west side of Esplanade to replace the area's existing Neighbourhood designation. The purpose of the re-designation is to encourage a greater mix of uses and residential density along this edge of the neighbourhood, and to provide a greater range of land use redevelopment options to encourage redevelopment of the area's industrial and marginal lands to uses more compatible with the surrounding residential areas. The edge also anticipates future increased economic activity and redevelopment stemming from the nearby waterfront lands.
- 3) A Light Industrial designation is proposed for the lands currently designated Industrial along Old Victoria Road in the southwestern portion of the neighbourhood. The new Light Industrial designation reflects the actual types of industrial use that are operating in this area and will remove the increased potential for land use conflict that may arise between the nearby residential corridor lands and the heavier forms of industry permitted under the Industrial designation.

### **Neighbourhood Plan Monitoring**

Throughout the Plan's implementation process, it is important that the City maintains open communication with neighbourhood residents on the Plan's progress. Upon adoption, the Plan will be monitored by Staff, and progress will be reviewed annually with the Neighbourhood Plan Committee. The main purpose of monitoring the Plan is to:

- ensure that projects in progress are moving forward as anticipated;
- assess the impacts of current projects;
- ensure that actions are still in line with community aspirations; and
- keep the neighbourhood plan valid by carrying out an annual review to identify accomplishments and actions still needed or not previously identified.

**Neighbourhood Plan(s) Status (South End and Newcastle+Brechin)**

The South End Neighbourhood Plan has progressed to the point of consideration by Council in advance of the Newcastle + Brechin Neighbourhood Plan; notwithstanding the two plan processes commencing at the same time. The different timelines are a result of a number of factors, including the committee structure and the nature of issues within the respective plan areas. The Neighbourhood Plan committee for the South End included a single neighbourhood association as well as representatives from key sectors; while the Neighbourhood Plan committee for Newcastle + Brechin included two neighbourhood associations and a waterfront stakeholders association. This has proven to be a more complex dynamic for reaching consensus around some issues within the Newcastle + Brechin Neighbourhood Plan Committee. The issues within the South End Neighbourhood Plan process have also not been as difficult to address as some of those in the Newcastle + Brechin Neighbourhood Plan process.

The Newcastle + Brechin Neighbourhood Committee has asked for more time at several junctures of the planning process to date, which Staff accommodated. This has resulted in extended planning timelines for that plan. An additional workshop related to waterfront issues in the Newcastle + Brechin area was also included in the process. It is anticipated the Newcastle + Brechin Neighbourhood Plan will be forthcoming toward the end of this year.

Respectfully submitted,

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Council Date: 2010-OCT-04