

Date: 06/01/2023

To: Chair and Directors, Cariboo Regional District Board

And To: Brian Carruthers, Interim Chief Administrative Officer

From: Nigel Whitehead, Manager of Planning Services

Date of Meeting: Cariboo Regional District Board_Jan13_2023

File: 6520-30

Short Summary:

Bouchie-Milburn Neighbourhood Plan – Consideration of First Reading

Quesnel Fringe Area Official Community Plan Amendment Bylaw No. 5418, 2023

Quesnel Fringe Area Zoning Amendment Bylaw No. 5419, 2023

North Cariboo Area Rural Land Use Amendment Bylaw No. 5420, 2023

Voting:

Stakeholder Vote – Unweighted – All Electoral Areas

Memorandum:

Background

The Bouchie-Milburn Neighbourhood Plan (BMNP) is a concept initiated by previous Area B Director Jerry Bruce, proposed as a trial project to conduct long-range planning by CRD staff, rather than contracted to a consulting team. The project was started in 2019, with numerous setbacks during plan development due to staff shortages, wildfire and flood emergency response, and the COVID-19 pandemic. However, the project team persevered and staff are excited to present the proposed final version of the Bouchie-Milburn Neighbourhood Plan for consideration of first reading. The plan is proposed to be appended to the Quesnel Fringe Area Official Community Plan (OCP). All background documents relating to the plan development are currently available on the CRD Website here: <https://www.cariboord.ca/bmnp>.

Plan Development

Development of the Bouchie-Milburn Neighbourhood Plan involved robust community engagement to ensure a document that reflects the desire of community residents. Direction and project oversight was provided by a dedicated project Steering Committee, comprised of area residents, Area B Director Barb Bachmeier, and some Area B Advisory Planning Committee members. Engagement included multiple neighbourhood mailouts, staff attendance at public engagement events, multiple community surveys, a project webpage housing all documentation, and an open house to present the final draft plan. The table below outlines plan development, engagement, and consultation timeline.

Bouchie-Milburn Neighbourhood Plan – Project Timeline		
Date	Task	Description
2017 - 2018	Long-range planning concept presented to Board	Pilot project endorsed by Board
November 2018	Senior Planner Hired	Position to oversee long-range planning projects
January 2019	BMNP Project Initiation	Staff begin project workplan development
Jan 4, 2019	Project Concept Presented to Area B APC	
May 6, 2019	Steering Committee Meeting #1	Terms of Reference agreed, project scope increased to include Milburn Lake area, community issues and opportunities discussed.
May 28, 2019	Friends of Bouchie Milburn Planning Committee Meeting	Neighbourhood Plan project presented by CRD staff to community group.
June – August 2019	Community Survey #1	Community Priority Setting
June 5, 2019	Initial First Nations Invite to Consult	Sent to Lhtako Dene, Nazko FN, TNG, as per Provincial CAS Database. No response received.
June 30, 2019	Community Engagement Event #1	Located at Bouchie Lake Community Garage Sale
July 2019	Community Newsletter #1	Mailed to all plan area residences
August 27, 2019	Steering Committee Meeting #2	Draft Technical Background Report presented to Committee
October – December 2019	Community Survey #2	Policy Concept Feedback
October 2019	Community Newsletter #2	Mailed to all plan area residences
October 7, 2019	Steering Committee Meeting #3	Determined topics for policy workshop
October 9, 2019	Technical Background Report - Final Complete	Integrates Steering Committee feedback
October 31, 2019	Community Engagement Event #2	Located at Bouchie Lake Halloween Party
November 11 - 12, 2019	Steering Committee Meeting #4	Two-day policy workshop. Presentations from provincial agency reps.
December 23, 2019	Technical Background Report – Land Use Analysis Addendum Complete	Statistical analysis of plan area land uses
February 14, 2020	First Draft Plan Complete	First draft developed based on all feedback to date
February 20, 2020	Steering Committee Meeting #5	Review of first draft plan
March – April 2020	CRD Internal Departments Referral	Reviewed for potential impacts to CRD operations, financial planning, solid waste management plan
April 2020	Draft Plan v.2 Complete	Integrates internal referral comments
August 2020	Community Newsletter #3	Mailed to all plan area residences

Bouchie-Milburn Neighbourhood Plan – Project Timeline		
Date	Task	Description
October 20, 2020	Steering Committee Meeting #6	Project update. Draft v.2 review
January 2021	Final Internal Review	Final CAO review of Draft Plan
January 2021	Draft Plan v.3 Complete	Integrates final internal review comments, prepared for agency referral
September 2021 – January 2022	Agency Referrals	Referred to agency stakeholders for comment, including area First Nations.
October 19, 2021	Steering Committee Meeting #7	Meeting to plan for public open house. Open house delayed due to provincial pandemic restrictions.
March 3, 2022	Steering Committee Meeting #8	Review agency referral comments. Plan for open house and final plan public release.
April 7, 2022	Final Draft Plan (v. 4.1) Complete	Final Draft made public, integrates agency referral comments
April – June 2022	Community Survey #3	Draft Plan Feedback
April 30, 2022	Community Engagement Event #3	BMNP Open House located at Bouchie Lake Hall
Fall 2022	Final Plan edits	Final edits made based on Open House and Survey #3
Fall 2022	Amendment Bylaw Preparation	Bylaw amendments drafted
January 13, 2023	Final Plan and Amendment Bylaws to Board – First Reading	Board Consideration of First Reading

Consultation & Referrals

Public, stakeholder, and First Nations consultation was initiated early and was ongoing throughout the plan development and is summarized in the table above. No response was received from any First Nations whose traditional territory the plan falls within.

The following referral agencies received formal invitation to comment on the draft plan:

- Lhtako Dene First Nation
- Nazko First Nation
- T̓silhqot'in National Government
- Interior Health Authority
- Department of Fisheries and Oceans (DFO)
- City of Quesnel
- Innovation, Science and Economic Development (ISED) Canada
- Quesnel School District 28
- Northern Health Authority
- Ministry of Energy and Mines
- FLNRORD – Fish & Wildlife Branch Staff
- FLNRORD – Rec Sites and Trails BC Staff
- FLNRORD – Range Officer
- FLNRORD – First Nations Relations Staff
- Ministry of Environment – Water Quality Section
- Ministry of Forests – Quesnel District Office
- Agricultural Land Commission
- Ministry of Municipal Affairs and Housing – Local Government Branch
- Ministry of Agriculture, Food and Fisheries – Regional Agrologist

- Ministry of Agriculture, Food and Fisheries – Regional Land Use Planner
- Ministry of Transportation and Infrastructure – Area Operations Manager
- Ministry of Transportation and Infrastructure – Area Development Technician
- Ministry of Transportation and Infrastructure – Subdivision Approving Officer

Of the referral agencies contacted, the following provided referral responses and/or ongoing staff engagement during plan development:

- Northern Health Authority
- Ministry of Environment – Water Quality Section Head
- Ministry of Agriculture, Food and Fisheries – Regional Agrologist
- Ministry of Agriculture, Food and Fisheries – Regional Land Use Planner
- Ministry of Transportation and Infrastructure – Subdivision Approving Officer
- Ministry of Transportation and Infrastructure – Development Technician
- FLNRORD – Recreation Sites and Trails BC

Fifteen non-government organizations and private sector stakeholders with interest in the area were contacted and encouraged to participate in the plan development. Of those, the following provided input into plan development and/or supported the policy development workshop:

- West Fraser Timber
- ABC Communications
- Bouchie Lake Watershed Stewardship Society (BLWSS)
- Friends of Bouchie Milburn – Community Planning Team
- Mr. Mitch Vik, representing experience of Quesnel Lions Housing Society

Lessons Learned

The staff-led project developed an informed, specific, and relevant plan; however, project scope and timeline was impacted and was continuously at significant risk of resourcing and capacity limitations outside control of staff. With a small planning department, there were no staff available to absorb resource needs or limitations during staff departures (both permanent and temporary) and during CRD Emergency Operations Centre support.

Overall, this was a hugely successful project. Staff are confident that this plan is and will remain reflective of the community's desires and needs for decades to come. It provides detailed, tangible guidance for future planning decisions at both the Board and staff level. It further provides strong policy backing and guidance for CRD advocacy regarding future decisions of other government agencies with jurisdiction in the plan area.

Proposed Recommendations

Recommendation #1 receives the report and deems consultation complete.

Recommendation #2 provides first reading of amending the Quesnel Fringe Area Official Community Plan, which, upon adoption will undertake the following:

- Append the Bouchie-Milburn Neighbourhood Plan to the Quesnel Fringe Area OCP, giving the document the same weight and effect as an OCP.
- Provide the necessary policy and mapping updates to the Quesnel Fringe Area OCP to reflect the Bouchie-Milburn Neighbourhood Plan policies and direction.

Recommendation #3 confirms the Board has considered the Bouchie-Milburn Neighbourhood Plan in relation to the CRD five-year financial plan, and the solid waste management plan, in accordance with *Local Government Act* requirements.

Recommendations #4 and #5 give first reading to the necessary zoning and rural land use bylaw amendments, bringing a few properties into the Quesnel Fringe Area Zoning Bylaw to align with the proposed Bouchie-Milburn Neighbourhood Plan area boundaries.

Next Steps

1. Formal referral to Agricultural Land Commission as per Section 477(3)(b) of the *Local Government Act*.
2. Plan review and amendments, if required, based on ALC response.
3. Consideration of second reading by Board.
4. Schedule and hold public hearing.
5. Consideration of public hearing results, third reading and adoption.

Attachments:

1. BL 5418 - Quesnel Fringe Area Official Community Plan Amendment
2. BL 5418 – Schedule “A” – Bouchie-Milburn Neighbourhood Plan
3. BL 5418 – Schedule “B” – Amended Quesnel Fringe Area OCP Maps
4. BL 5419 - Quesnel Fringe Area Zoning Amendment Bylaw
5. BL 5420 - North Cariboo Area Rural Land Use Amendment Bylaw
6. Public Engagement Event Summaries

Financial Implications:

None anticipated. Staff have reviewed the proposed Neighbourhood Plan in relation to the current and proposed five-year financial plans and have found no conflict or concerns.

Policy Implications:

Staff have reviewed the proposed Neighbourhood Plan in relation to the current Solid Waste Management Plan and have found no conflict or concerns.

In accordance with Section 478 of the Local Government Act, all bylaws enacted or works undertaken by the Board must be consistent with the relevant Official Community Plan.

Alignment with Strategic Plan:

- ☐ **Communication:** Facilitate communication strategies throughout the entire Cariboo Regional District that meet the needs of residents, community stakeholders, and other levels of government.

- ☒ **Planning:** Intentionally plan services and activities of the CRD to prepare for future needs of residents and community stakeholders.
- ☐ **Economic Sustainability:** Foster an environment to ensure the economic sustainability of CRD communities and the region.
- ☐ **Governance:** Ensure that CRD governance policy and practices are intentional, transparent, and respectful.

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CAO Comments:

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Options:

1. Endorse recommendations;
2. Deny;
3. Defer.

Recommendation:

#1: That the agenda item summary from Nigel Whitehead, Manager of Planning Services, dated January 6, 2023, regarding the Bouchie-Milburn Neighbourhood Plan, be received. Further, that the Board considers consultation sufficient in accordance with Sections 475 and 476 of the *Local Government Act*.

#2: That Quesnel Fringe Area Official Community Plan Amendment Bylaw No. 5418, 2023 be read a first time, this 13th day of January 2023.

#3: That the Board confirms it has considered Quesnel Fringe Area Official Community Plan Amendment Bylaw No. 5418, 2023 in relation to the current CRD five-year financial plan and solid waste management plan, in accordance with Section 477(3) of the *Local Government Act*.

#4: That Quesnel Fringe Zoning Amendment Bylaw No. 5419, 2023 be read a first time, this 13th day of January 2023.

#5: That North Cariboo Area Rural Land Use Amendment Bylaw No. 5420, 2023 be read a first time, this 13th day of January 2023.