



# Committee of the Whole

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**Committee of the Whole**  
to be held at  
City of Penticton, Council Chambers  
171 Main Street, Penticton, B.C.

**Tuesday, January 10, 2017**  
**Recessed from the Regular Council Meeting at 1:00 p.m.**

1. **Call Committee of the Whole to Order**
2. **Adoption of Agenda**
3. **Delegations and Staff Presentations:**
  - 3.1 Official Community Plan Process Guiding Principles and Task Force 1-8
4. **Adjourn to Regular Meeting of Council**

# Committee of the Whole Report

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**Date:** January 10, 2017 File No: 6480-20  
**To:** Peter Weeber, CAO  
**From:** Ben Johnson, Special Projects Manager  
**Subject:** **Official Community Plan Process Guiding Principles and Task Force**

## Staff Recommendation

THAT the Committee of the Whole endorse the draft Guiding Principles as contained in the Discussion section of this Council Report for the upcoming review and update of the Official Community Plan Bylaw No. 2002-20;

AND THAT the Committee of the Whole endorse the creation of the Official Community Plan Task Force and the draft Terms of Reference as contained in Attachment "A" to this Report and direct staff to advertise for members.

## Strategic priority objective

To ensure that the City of Penticton's long-range planning strategies, and specifically the Official Community Plan:

1. Reflect the range of perspectives present in the community and articulate a balanced approach in order to ensure future planning credibility and create champions of the OCP within Penticton's population;
2. Are appropriate and suitable to enable growth and ensure the vitality and viability of the city; and
3. Embody and advance the City's Strategic Pillars, creating a city that is Sustainable, Livable, Smart, and Connected and Strong.

## Background

An Official Community Plan is a framework to guide positive change, land use management and development in a community such as the City of Penticton. The time horizon of an Official Community Plan is typically around 30 years. However throughout that timeframe, monitoring and periodic updates are required. The Official Community Plan (referred to as "the OCP" or the "Plan") will outline a combination of short-term and long-range goals for the City as a whole as well as more detailed policies for specific neighbourhoods, areas, issues or initiatives.

On July 4, 2016, Council supported a review and update of the Official Community Plan Bylaw 2002-20 including the retention of suitable staff to lead the planning program, and endorsed, at a high level, a public

engagement strategy for the plan preparation. The rationale for the update was that although an OCP has a time horizon of around 30 years, the intention was always to review the OCP after five to eight years.

The current OCP was adopted in 2002 – fourteen years ago – and is in need of a comprehensive review for a range of reasons. The OCP has been amended over 90 times to adjust to changing development pressures and trends, reflect new Council policies and City strategies and plans (such as the Community Climate Action Plan of 2011), and manage technical issues. This piecemeal approach creates uncertainty and confusion, is not sustainable in the long term.

The current OCP is challenging to interpret and implement, in the sense that the Plan is complex, dense, text-heavy and reliant on technical language and concepts. Examples of newer, innovative OCPs from other cities are engaging, concise and richly illustrated, and therefore more easily understood and implemented. The updated OCP will aspire to be practical, clear and accessible.

A further rationale for an update is a growth mandate. At 0.6%, Penticton's growth rate is almost flat. In order to meet Penticton's needs in the area of economic development, affordable housing, infrastructure, utilities and facilities, the OCP needs to facilitate an increased – but still modest – growth rate, and it needs to direct this growth in a sustainable way.

Finally, the OCP needs to align with the current legislative environment in the province and the region. Of the most direct relevance are the Regional District of the Okanagan-Similkameen's Regional Growth Strategy, an update to which is nearing adoption, and Climate Action Plan.

### **Financial implication**

An allocation of \$250,000 for the OCP update was identified in the July 2016 Council Report and is included in the draft 2017 Budget to be considered in January. This figure includes funding for background studies, technical consultancies and general process support. While the OCP process will be staff led and directed, consultants will be engaged for specific tasks including, for example, technical architectural and urban design studies, economic studies and creating visually-compelling graphics and reports.

### **Discussion**

The OCP embodies the vision for the future of Penticton, and to develop this vision, the process must start with the community – our residents, organizations and businesses. The OCP process will commit to listening to what our community values, hopes and aspirations are as we evolve as a city. The OCP is the community's guiding document and provides direction for all other plans.

**Community Charter/  
Local Government Act**

**Regional Growth Strategy**

**Official Community Plan**

**Master Plans**

Examples:  
Parks and Recreation Masterplan (2017)  
Community Climate Action Plan (2011)  
Agriculture Plan (2005)

**Land Use  
Plans**

Examples:  
Downtown Plan (2012)  
Spiller & Reservoir Road Area Plan  
(2014)  
Wiltse Structure Plan (2014)  
Columbia Heights N'hood Plan (1996)

**Infrastructure  
Plans**

Examples:  
Asset Management Plan  
Facilities Master Plan  
Water Master Plan  
Storm Water Master Plan  
Cycling Master Plan

**Bylaws**

Examples:  
DCC Bylaw  
Zoning Bylaw  
Subdivision & Development Bylaw  
Traffic Control Bylaw

In early 2017, the City will launch the community engagement for the OCP planning process. The Local Government Act mandates local governments to consult with a range of stakeholders but does not speak to the scope or quality of the consultation. In the case of developing Penticton's OCP, consultation will be robust, extensive and meaningful, with engagement throughout, providing traditional and more innovative opportunities for dialogue with a broad range of residents and groups.

At the broadest level, traditional media, the City website, social media and mail outs will inform the public and stakeholders about the process, as well as in-person outreach at events like the community market. Engaging and interactive public open houses will be held at key points in the process to educate, share information, gather feedback and encourage participation in productive dialogue. Thematic workshops in variety of locations will provide invaluable opportunities for generating creative, hands on ideas and outcomes.

The early round of community dialogue will focus not only on the OCP vision and principles, but will also seek input on the approach to engagement itself, asking questions about expectations and looking for innovative outreach ideas.

Initial objectives for the engagement will include:

- Ensuring that information is always clear and accessible, and that open houses and workshops are dynamic and compelling.
- Providing enriched opportunities for participation that are fun and creative.
- Using traditional communication methods as well as new tools and techniques, such as social media and web-based engagement.

- Ensuring that the loudest voices do not dominate the process and that typically under-represented voices are heard.
- Clearly communicating how earlier rounds of engagement shape outcomes and recommendations in later stages of the process.

Five high-level Guiding Principles for the OCP Process are proposed for Council's consideration. These speak to ideas of inclusion, capacity building and openness. Should Council endorse them, they will provide a framework to shape the OCP engagement process.

#### Guiding Principles for the OCP Process

1. **Innovative, Broad and Inclusive Engagement.** Residents, business owners, property owners and renters, First Nations, civic agencies, the Regional District, BC Transit, community organizations, and developers will be engaged throughout the planning in accessible and creative ways. Groups that are traditionally underrepresented, such as youth and newer residents, will be encouraged to have a voice in the process.
2. **Knowledge Sharing and Capacity Building.** Through the OCP process, citizens will develop the ability to become informed participants with the ability to assess trade-offs and gauge the broader impact of key decisions.
3. **Clarity and Openness.** The scope and intent of the OCP planning process will be clearly conveyed. Key decision points will be openly communicated and rationalized. Language and illustrations used in the course of the process and in the OCP document will be straightforward, accessible and clear.
4. **Sustainability.** Principles and action around social, environmental and economic sustainability will be foundational elements of the OCP. Growth should be directed in such a way that it capitalizes on existing and planned investment in infrastructure and amenities
5. **Action While Planning.** In the course of the planning, potential initiatives that advance emerging OCP principles may make sense to implement as "quick start" actions. These could be led by the City or planning partners and could focus on issues of affordable housing, sustainability, public realm, food, and other areas.

If endorsed, the Principles will be communicated and shared throughout the OCP planning process.

#### Official Community Plan Task Force

It is recommended that Council approve the creation of an Official Community Plan Task Force to support the development of the OCP. It will consist of 17 members including two Council Representatives. The mandate of the Task Force will be to assist Mayor and Council in the creation of an updated Official Community Plan for Penticton and to advise City staff on technical, process and engagement issues relating to the creation of the Official Community Plan. The term "Task Force", rather than "Committee" implies that this is a project-specific body, similar to the Task Force created to consider the future of Memorial Arena. In this case, the intent is to convene the Task Force for the duration of the OCP planning process. The draft Terms of Reference for the Official Community Plan Task Force is included for Council consideration as Attachment "A".

## OCP Process Timelines

The OCP planning process is proposed to take place over four substantive phases (plus the current scoping phase) over the course of the next 18 months. Each phase will be accompanied by extensive community engagement as outlined below and specific strategies for the process will be developed early in the process under the guidance of the Task Force. At the conclusion of the process, City Council will consider the draft OCP for adoption following a Public Hearing.



## Defining Success

An important feature of the OCP planning process in Penticton will be the way in which success is defined. Considering both the planning process and the longer-term outcomes, a successful Official Community Plan would:

1. fulfill the Guiding Principles for the OCP Process outlined in this Council Report;
2. be achieved through broad collaboration between a wide range of stakeholders;
3. be completed within the 18-month timeframe;
4. provide a clear sense of direction for the future of Penticton;
5. use accessible language and illustrations, and convey both simple and complex ideas in straightforward ways;
6. be practical and easily implemented;
7. have general community buy-in;
8. help to make the city sustainable, livable, smart, and connected and strong;
9. aid the City in developing actions to responsibly address infrastructure challenges;
10. have the commitment of the City (and, where appropriate) its partners to tracking its long-term effectiveness; and
11. provide a framework for positive change in the well-being of Penticton.

## **Alternate recommendations**

THAT the Guiding Principles and Official Community Plan Task Force Terms of Reference are not supported.

THAT the Guiding Principles and Official Community Plan Task Force Terms of Reference are referred back to staff with direction for further refinement.

**Attachments**

Attachment A – Official Community Plan Task Force Draft Terms of Reference

Respectfully submitted,

Ben Johnson  
Special Projects Manager

Approvals

Director  <i>AH</i>	CAO  PW
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Attachment A

**2017 – 2018 Draft Terms of Reference**

**Official Community Plan Task Force**

1. The Committee shall consist of seventeen (17) voting members appointed by City Council.
  - One (1) Regional District of the Okanagan Similkameen
  - One (1) School District No. 67
  - One (1) Penticton Indian Band
  - One (1) representative of the business community
  - One (1) representative of the development community
  - One (1) representative of the industrial community or business that contributes to the growth of Penticton's economy
  - Eleven (11) at-large members of the community on the basis of commitment to the OCP and their knowledge or an interest in the following:
    - Agriculture and food systems and their respective supports, e.g., agricultural tech and agricultural manufacturing
    - Architecture/green architecture/urban design/landscape architecture
    - Land use planning
    - Environmental issues
    - Heritage, arts and culture
    - Housing, with an emphasis on affordable working family housing
    - Parks and recreation, sports, leisure activities
    - Youth/student
    - Seniors
    - Transportation
    - Infrastructure
2. The Committee Members shall appoint a Chair and Vice-Chair at the first meeting.
3. Role of Council Representative:
  - Two (2) Representatives
  - Non-Voting Members
  - Liaisons to City Council
4. A majority of appointed voting members shall constitute a quorum.
5. The Special Projects Manager, Director of Development Services and the Community Engagement Consultant shall attend the Committee meetings to provide operational support to the Committee. Other City staff may attend meetings by invitation to provide comments on their individual areas of expertise.

6. The Corporate Administration Department shall arrange for secretarial services to the Committee.
7. The Task Force shall meet on a regular basis but not less than four (4) times per year.
8. The Committee's mandate is to assist Mayor and Council in the creation of an updated Official Community Plan for Penticton and to advise City staff on technical, process and engagement issues relating to the creation of the Official Community Plan.
9. It is fundamental to the effectiveness of the Committee that the members recognize that they represent the citizens of the City of Penticton as a whole and not only special interests.
10. Disqualification from Office
  - If a task force member is continuously absent from meetings for a period of three (3) regularly scheduled meetings, unless the absence is because of illness or with the leave of the task force members, the office of the member is deemed to be vacant and the person who held the office is disqualified from holding office on any advisory committee of the City of Penticton for a period of one year.
11. The Mayor will sign all correspondence initiated by the task force on behalf of the City of Penticton.
12. For certainty, the rules and procedures of Council Procedure Bylaw 2016-35 and all amendments thereto shall be observed as far as may be applicable.