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**District of Tofino**  
**REPORT TO COMMITTEE OF THE WHOLE**

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**MEETING DATE**      04/11/2019

**TO**                      Mayor & Council                      File No: C&C-02 COW; BYL-02

**FROM**                  Community Sustainability

**TITLE**                  **Draft Official Community Plan Part A**

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**RECOMMENDATION**

THAT the “Draft Official Community Plan Part A” report dated November 4, 2019, be received for information and discussion.

**CAO’S COMMENTS**

I concur with the recommendation of the Manager of Community Sustainability.

**PURPOSE**

This report presents a draft of Part A of the 2019 Official Community Plan (OCP) for Council’s consideration. The report includes a brief update on the OCP process, the timeline, and next steps.

**TOP 6 COUNCIL GOALS**

Top 6 - #1 Homes and Neighborhoods

1. Strategic Priority: Address Tofino’s housing affordability and supply challenges and influences

**2019-2022 STRATEGIC PLAN**

**Strategic Plan Goals:**

- Environment & Climate Change.
- Housing & Neighbourhoods.
- Infrastructure.
- Economy.
- Corporate Governance.

**Strategic Priorities:**

With current information, capacity, and resources, take immediate and short-term actions to address the causes and impacts of climate change (short-term).

Address the causes and impacts of climate change (medium and long term).  
Accelerate efforts to identify, protect, and/or restore environmentally sensitive areas.  
Address housing affordability and supply challenges and influences to meet the community's long-term needs for affordable resident housing.  
Pursue housing supply initiatives and continue to protect existing resident housing in collaboration with Tofino Housing Corporation.  
Ensure Tofino's long term needs for infrastructure maintenance and renewal are met, including adequate funds to cover the expected costs, through Asset Management.  
Review and improve water treatment operating processes (would like this to be a higher order priority).  
Minimize solid waste disposal within Tofino in support of the ACRD Solid Waste Management Plan.  
Ensure cost-efficient and responsible potable water use.  
Promote sustainable, active, and efficient transportation alternatives through implementation of the District of Tofino Multi-Modal Transportation Plan.  
Increase access and opportunities for recreation, arts and culture.  
Enhance Tofino's disaster resilience.  
Support community members to improve their health and wellbeing.  
Explore limits to growth.  
Continue to strengthen the tourism sector as a sustainable, resilient, and foundational sector of the local economy and within the limits of the community's environmental and social capacity.  
Continue efforts to diversify the local economy with initiatives that respect the importance of Tofino's tourism economy.  
Promote and pursue opportunities for increased dialogue between the District and First Nations.

## **FINANCIAL IMPACTS**

The financial impacts of developing the Official Community Plan (OCP) are accounted for in the five year financial plan and have included consultant fees, staff time, and public consultation costs. The project budget was \$30,000 over two years 2018 - 2019.

The LGA requires that a local government consider an OCP in conjunction with a Financial Plan following first reading of the proposed bylaw. Adopting an OCP does not commit a Council or community to any future spending, no financial impacts are expected if the bylaw is adopted.

## **BACKGROUND**

At the September 12<sup>th</sup>, 2017 Council meeting Council passed a resolution (No. 350/17) identifying persons, organizations and authorities it considered would be affected by the development of the OCP.

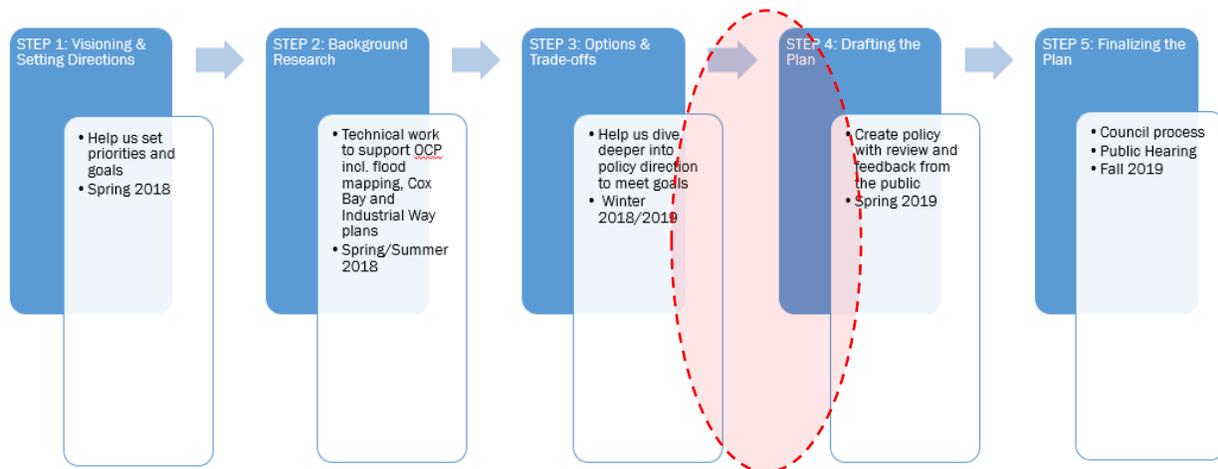
At the November 28<sup>th</sup>, 2017 Regular Council meeting staff shared a draft table of contents and an accelerated timeline to complete the OCP.

At the April 24<sup>th</sup>, 2018 Regular Council meeting staff provided an updated draft table of contents, a proposed process and timeline to complete the OCP.

At the August 27<sup>th</sup>, 2018 Committee of the Whole meeting staff shared the results of Phase 1 engagement of the OCP.

At the January 14<sup>th</sup>, 2019 Council meeting 01-14 staff provided a review of the Phase 2 of the consultation process (Plan-a-Palooza).

The following section provides a brief update of the five step OCP process), this report marks the transition point from Step 3 to Step 4.



Step 1 began with a weekend of public consultation, “Official Community Plan on the Streets” in late spring of 2018. The in-person consultation was augmented with an online survey to gather community thoughts and feedback. The main purpose of the consultation was to identify community priorities and flag any issues for consideration.

Step 2 was largely focused on research and data collection including OCP indicators, census data, and a review of water capacity. Two associated documents were developed to specifically support the OCP process, the Industrial Lands Analysis, and the Cox Bay Area Plan, both of which included significant public consultation. Development of a Multi-Modal Transportation Plan, and a Comprehensive Coastal Flood Risk Assessment were completed concurrently with the OCP and include data that will be incorporated into the plan.

Step 3 involved compiling the various data and presenting it back to the community at the late November 2018 Plan-a-Palooza event. Feedback from this event underscored community interest in affordable housing, the environment, reconciliation with First Nations, and climate change. The information provided through this consultation provided the context to begin drafting the OCP.

Step 4 is the actual drafting of the OCP Bylaw which is divided into three parts (A, B, C) Each part will be introduced consecutively in order that they may be vetted by the community prior to moving onto the next part. The vetting process will include Council meetings, open houses, surveys, and stakeholder meetings. Once all three parts have been vetted staff will combine the sections and bring the final draft back to Council to begin the adoption process for the proposed bylaw.

## DISCUSSION

### OCP overview

An “...official community plan is a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan, respecting the purposes of local government.”

The authority and requirements for OCP can be found in Part 14, Division 4 of the Local Government Act. It is statement of “objectives and policies to guide decisions on planning and land use management.”<sup>1</sup> An OCP **must** include statements and map designations for 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;
- other matters that may, in respect of any plan, be required or authorized by the minister.

OCP’s must also include housing policies of the local government respecting affordable housing, rental housing and special needs housing and consider the most recent housing needs report undertaken by the municipality. Other **musts** include targets for the reduction of greenhouse gas emissions, and policies and actions of the local government proposed with respect to achieving those targets.

An OCP **may** include the following;

- policies of the local government relating to social needs, social well-being and social development; and,
- policies of the local government relating to the preservation, protection, restoration and enhancement of the natural environment, its ecosystems and biological diversity.

The 2019 Tofino OCP will address all of the **musts** and **mays** outlined above.

### **Structure**

The 2019 OCP has been developed to be a relatively simple land use plan of limited scope. The policies have been developed with consideration of real world constraints including water system capacity, housing affordability, and attention to natural hazards. It is not a work plan nor an aspirational document, it is a focused approach to development over a short to medium term timeframe (5-10 years). Projects and plans to support the goals of the OCP will be identified in Council strategic plans and the District’s financial plan. Community aspirations are found in the integrated community sustainability plan which “...incorporates the vision and goals previously articulated by the community through existing plans, and synthesizes them into a set of common, clear, outcome-based goal statements for the community.”

The 2019 OCP is divided into three main parts which are further subdivided into twelve sections. Part A is the Plan Overview and includes three sections, the Introduction, Vision and Guiding Principles, and Context sections. This part describes the purpose of an OCP, outlines Tofino’s history, regional relationships, existing land base, and confirms community values. It concludes with specific direction about the type of growth that will be the focus of this OCP and growth targets for the next 5-10 years.

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<sup>1</sup> [http://www.bclaws.ca/civix/document/id/complete/statreg/r15001\\_14#division\\_d0e43604](http://www.bclaws.ca/civix/document/id/complete/statreg/r15001_14#division_d0e43604)

Part A provides the framework and the basis for the policies that form Part B which in turn will influence land use decisions over the life of the 2019 OCP. Part A is the focus of this report and is attached as Appendix 1.

At this stage of drafting Part B (Desired Outcomes) consists of four sections; Goals, Community Development, Land Use, and Maps. The sections (with the exception of Maps) are organized by topic area and include desired outcomes and policies. The Community Development section sets out policy at a District wide scale and is based on the framework of the Vision to Action Plan; the subsections are Homes and Neighbourhoods, Transportation and Infrastructure, Community Life, Economic Development, and, the Natural Environment. The Land Use and Map sections are interconnected and address neighbourhood level policy. The draft 2019 OCP will include new land designations tentatively named the Village, the Peninsula, Future Homes, Resort District, Rural and Natural, Institutional, and Industrial.

Part C (Implementation) will include five sections; Comprehensive Site Planning, Development Approval Information Areas, Development Permit Areas, Temporary Use Permits and Monitoring. These sections deal with the Districts overall approach to development including land use tools other than zoning to support community development.

### **Process**

Following the introduction of Part A at the October 28<sup>th</sup>, 2019 COW meeting staff will undertake a three week public consultation exercise which will include open houses and targeted meetings. In addition to meeting with interested groups and organizations staff will be in contact with:

- Ahousaht First Nation
- Alberni Clayoquot Regional District
- Clayoquot Biosphere Trust
- Department of Fisheries and Oceans, and Small Craft Harbours
- District of Ucluelet
- Hesquiaht First Nation
- Island Health
- Ministry of Transportation and Infrastructure
- Pacific Rim National Park Reserve
- School District 70
- Tla-o-qui-aht First Nation
- Yuułu?if?atḥ Government

Information from this consultation will be used to refine and adjust Part A and inform the drafting of Part B.

Parts B and C will be introduced to Council, stakeholders, and the wider community in the following months. Staff are tentatively targeting early 2020 for First Reading of the Bylaw. The legislative sequence of events following first reading is:

- Consideration of the plan in conjunction with the financial plan
- Consideration of the plan in conjunction with any applicable waste management plan (not applicable for Tofino)
- Referral of any regional context statement to the regional board (not applicable for Tofino)
- Referral to the Agricultural Land Commission (not applicable for Tofino)
- Public Hearing

- Second and Third Reading of the bylaw
- Approval of the Minister of Municipal Affairs and Housing (not applicable for Tofino)
- Adoption of the bylaw

## **COMMUNICATION**

Community engagement is at the heart of all Official Community Plan processes; in essence the development of an OCP is an exercise in communication. In addition to Council meetings and reports, the 2019 Tofino OCP process has included public events, stakeholder meetings, survey's direct correspondence, and social media posting. A project website helps to maintain a record of what has happened and what is yet to come.

Community engagement began in earnest in 2018 with OCP in the streets followed up with Plan-a-Palooza later in the year. These two events were supplemented by online surveys to gather community thoughts and feedback. The development of related projects including the Multi-Modal Transportation Plan, the Comprehensive Coastal Flood Risk Assessment, an Industrial Lands Analysis and the Cox Bay Area Plan provided additional opportunities for communication and engagement.

Next steps include community consultations on Parts A, B, and C of the OCP, and the adoption process of the bylaw including a Public Hearing. The consultations will include open houses, correspondence and stakeholder meetings that are being planned for the fall of 2019.

## **CONCLUSION**

This report introduces a draft of Part A of the 2019 Official Community Plan for Councils information and comment. The direction provided by Council at this Committee of the Whole will assist staff in refinement of the document and public consultations expected to take place in October. Part A includes three sections, the Introduction, Vision and Guiding Principles, and Context that will provide the foundation that the land use policy in Part B will be built upon.

Respectfully submitted,



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Aaron Rodgers, Manager of Community Sustainability

### Appendices:

1. Draft Section 1-3 (unformatted)
2. 2017-09-12 RTC
3. 2017-11-28 RTC
4. 2018-04-11 RTC
5. 2018-08-27 RTC
6. 2019-01-14 RTC