

## CHAPTER 9 – IMPLEMENTATION

### 9.1 OVERVIEW

The *Official Community Plan* is, in its essence, a policy and future land use-planning document containing statements of plans and policies. As such, it generally does not provide for all the tools to see it implemented. On the other hand, the *Official Community Plan* does give direction to Council in making future land use decisions and responding to development proposals in a way that is consistent with the community's vision and objectives. The Zoning Bylaw, for example, is one document which will need to be revisited in order to ensure it is consistent with the *Official Community Plan*. But there are also a number of other recommended steps that Council can take toward seeing the vision realized. The purpose of this section, thus, is to articulate steps that Council can take toward implementing the *Official Community Plan*. As these steps are completed, the City will be well on its way to reaching the vision that the community has articulated.

It is anticipated that in addition to the identified Implementation actions below, the OCP will be implemented through:

- a. Updating the Capital Expenditure Program to identify funding priorities for infrastructure upgrades consistent with the OCP;
- b. Allocating funding in the annual budget for projects and implementation actions consistent with the policies in the OCP wherever possible; and
- c. Working with the CRD to ensure regional planning policies such as the Climate Change adaptation strategy and Regional Growth Strategy are consistent with the OCP.

While plans and policies are necessary for a successful OCP, a comprehensive implementation strategy with monitoring and reporting is the key to ensuring that these plans and policies become reality. To accomplish this result, this chapter will answer the following questions:

1. What are the priority actions and estimated timelines?
2. How will we measure, monitor, and report back on progress towards meeting OCP policies and plans?
3. When and how will we update the OCP?

## 9.2 PRIORITY IMPLEMENTATION ACTIONS

The following table summarizes the implementation steps that are recommended as part of the *Official Community Plan*. Priority Level 1 Actions are actions that are expected to begin within 0 to 2 years of the adoption of this Plan. Priority Level 2 Actions are actions that are expected to begin within 2 to 5 years of the adoption of this Plan.

Each priority implementation action is then described in no particular order of priority other than the timeline indicated above.

**Table 9-1  
Implementation Matrix**

Implementation Action	Priority 1 (0-2 yrs)	Priority 2 (2-5 yrs)
<a href="#">Bylaw and Policy Review</a>	✓	
<a href="#">Coordinated Funding Approaches</a>	✓	
<a href="#">Implement the Parks, Trails and Outdoor Recreation Master Plan 2011</a>	✓	
<a href="#">Community Energy and Emissions Plan</a>		✓
<a href="#">Developing First Nations Protocols</a>	✓	
<a href="#">Sustainable Development Checklist</a>		✓
<a href="#">Storm Water Management Plan</a>		✓
<a href="#">Continued Water Conservation</a>		✓
<a href="#">Urban Design Guidelines for the Downtown</a>		✓
<a href="#">Hazard Acceptability Threshold Guidelines</a>		✓
<a href="#">Airport Lands Development Strategy</a>	✓	
<a href="#">City Branding Process</a>	✓	
<a href="#">Industrial Land Development Strategy</a>		✓
<a href="#">Junior Council</a>	✓	

<a href="#">Affordable Housing</a>	✓	
<a href="#">Multi-Cultural and Diversity Policies</a>		✓
<a href="#">Airshed Management</a>		✓
<a href="#">Economic Development Initiatives</a>	✓	
<a href="#">Boundary Expansion</a>		✓
<a href="#">Transportation Planning</a>		✓

**9.2.1 Bylaw and Policy Review**

As a part of the OCP implementation, the City will need to conduct a comprehensive review of the Zoning Bylaw, Building Bylaw, Subdivision and Development Servicing Bylaw, and Development Cost Charge Bylaw to ensure all land use regulations conform to the revised OCP and in line with the City’s *Imagine Our Future: Integrated Community Sustainability Plan 2010*. The review of these bylaws will be funding dependent.

In addition to the review of the land use related bylaws above this OCP has identified a number of policies for review and implementation, which include the review the City’s existing Strata Conversion Policy, procurement policy and implementation of the Secondary Suite Bylaw and monitoring its effectiveness.

Refers to Chapter 3 – Imagine our Future and Chapter 4 AHLN -Affordable Housing and Livable Neighbourhoods and CLE – Cherished Local Ecosystems and RE – Resilient Economy.

**9.2.2 Implement the Parks, Trails and Outdoor Recreation Master Plan 2011**

*Imagine Our Parks 2020* is the Parks, Trails and Outdoor Recreation Master Plan. The purpose of this Plan is to provide overall direction and guidance for managing parks, public use of facilities and infrastructure (parks, trails, outdoor recreation) and investment in the community. *Imagine Our Parks 2020* is intended to have a 10-year horizon. Its direction has been gained through public consultation and the input of many stakeholders. The Plan is also influenced by other key City planning documents such as the concurrent Integrated Community Sustainability Planning framework and the *Official Community Plan*. The Plan also offers a financial strategy that reflects long term capital expenditure considerations, the acquisition and disposal of lands, a phased operational strategy and the financial impacts of all Master Plan recommendations.

The Parks, Trails and Outdoor Recreation Master Plan is an excellent vehicle to implement a strategic, rational series of improvements that is consistent with community needs and will need to be done in a strategic manner over the coming years.

Refers to Chapter 4 Section WC - World Class Recreation.

### **9.2.3 Coordinated Funding Approaches**

The City of Williams Lake (CWL) and Electoral Areas E, D and F of the Cariboo Regional District (CRD) currently provide funding to community organizations through Central Cariboo Joint Committee in the form of Grants in Aid and Fees for Service. Funding is provided through a number of functions including joint Grants in Aid, and Central Cariboo Recreation and Arts and Culture. CWL also provides Fee for Service funding outside of the Joint Committee.

In order to streamline the funding application and approval process and to ensure appropriate sharing of costs given the sub-regional nature of most receiving organizations, policy work must be done to develop a joint Fee for Service function. This arrangement is currently being explored by the Central Cariboo Joint Committee and will be developed in 2011. In addition to the development of a Joint fee for Service function, the City will consider facilitating the establishment of a community foundation to maximize the benefits of charitable giving in the community.

Refers to Chapter 4 Section SWB - Social Well Being.

### **9.2.4 Community Energy and Emissions Plan**

A community energy and emissions plan (CEEP) evaluates a community's existing energy use and greenhouse gas (GHG) emissions in order to reduce energy consumption and emissions, improve efficiency, and increase the local renewable energy supply. A CEEP encompasses land use and transportation planning, building and site planning, infrastructure (including solid and liquid waste management), and renewable energy supply. It provides guidance to a local government in planning future developments and in long-term decision making processes. Most GHG emissions within a local government's jurisdiction result from energy consumption and the burning of fossil fuels. With this relationship it makes sense to combine greenhouse gas emissions and energy planning into one integrated plan. While some communities have completed stand-alone energy or GHG action plans, the close linkages between energy and GHG emissions suggest that a combined plan is preferable.

It will be key to create, maintain, and implement a Community Energy and Emissions Plan within the next five years that will include a set of detailed actions in support of energy and emissions policies to support the Community GHG reduction targets and general policies.

It has been identified through the OCP process that the Williams Lake and Area Airshed Management Plan 2005 will undergo a review in 2012 through the Air Quality Roundtable.

This is an opportunity for the City to partner with the Ministry of Environment in the modelling work that is done on the Williams Lake Airshed. This modelling work could help the City understand accurate emission sources in the Community and begin to target them through the Community Energy and Emissions planning process.

Refers to Chapter 5 GHG Reductions.

### 9.2.5 Developing First Nations Protocols

As a part of the implementation of this OCP the City will work with all new developments in order to ensure compliance with the *Heritage Conservation Act*. The City will work to develop a policy to require developers to demonstrate that any archaeological site has been properly identified and negative impacts mitigated, including limiting the intrusion of development into identified sites and adequate buffering and landscaping in site design. Until a policy is developed and implemented, new developments will be assessed against the Provincial Archaeological Sites database to determine the assumed impacts and required mitigation responsibilities.

In addition to heritage conservation, the City will work towards recognizing and integrate local First Nations heritage and culture into City activities and the community. This work will begin through the development of a policy recognizing the traditional territory of the Secwepemc in community events and official functions and over time work to incorporate local First Nations language into appropriate City signs, public buildings and informational materials. In addition, through the development of this OCP an arbour in the Stampede Grounds has been proposed.

Refers to Chapter 4 Section PFN - Partnering with First Nation, DACH – Distinctive Arts, Culture and Heritage and Chapter 6 Land Use.

### 9.2.6 Sustainable Development Checklist

The purpose of a Sustainable Development Checklist is to encourage new development and buildings that support and advance community sustainability objectives. A Sustainable Development Checklist is a measuring stick for staff, Council, and CRD Board to ensure development proceeds in accordance with the community's sustainability values. A draft sustainability checklist was developed by the former Central Cariboo Sustainability Committee in 2010 and could be used as a base for the development of a checklist.

A Sustainability Checklist is a non-regulatory tool. It can provide the City with the ability to influence private development in order to meet their sustainability and climate change objectives. Buildings are responsible for around 40% of all energy used in developed countries (more than half of all man-made carbon emissions), 12% of water use, 32% of natural resources consumption and 40% of the waste going to landfill. The environmental benefits of creating sustainable buildings, developments and communities include less waste, reduced energy consumption, reduced water consumption, improved water quality and drainage, better air quality and enhanced biodiversity. Social benefits include healthier living and working environments, better quality design, improved thermal comfort and improved indoor air quality. Economic

benefits include reduced energy and water bills, longer building life, marketing opportunities and enhanced corporate image.

A sustainability checklist incorporating Site Development guidelines that addresses the Imagine Our Future Integrated Community Sustainability Plan (ICSP) community Strategic Priority areas and may include:

- Minimal site disturbance and tree removal;
- Management and control of stormwater runoff to reduce pollution;
- water efficiency;
- Encourage and promote pedestrian and bicycle friendly transportation in terms of sidewalks and trails;
- Promote energy efficient design;
- Encourage the use of sustainable material selection in construction;
- Provide sufficient green space; and
- Encourage higher densities to minimize urban sprawl.
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Refers to Chapter 4 Section CLE - Cherished Local Ecosystems and Chapter 5 GHG Reduction.

### **9.2.7 Stormwater Management Planning**

A stormwater management plan will chart out projects, costs and priorities for improvements over several years. The plan will also include innovative ways to mitigate the impact of stormwater on the natural environment and aquatic habitat while providing development guidelines for Storm Water Management practices for all new development. One objective will be to maintain, as closely as possible, the natural predevelopment flow pattern and water quality in the receiving watercourse.

In addition to developing a City Wide Stormwater Management Plan, the City is working to implement the River Valley Storm Water Outfall project. Phases One and Two have been completed and the City is projecting to complete phase three in the coming 5 years, dependent on funding availability. The projected timeline for full project completion is up to 20 years.

Refers to Chapter 4 Section 4.6 Cherished Local Ecosystems and Chapter 8 Municipal Infrastructure and Services.

### **9.2.8 Continued Water Conservation**

Water Wise, a project of the Cariboo Chilcotin Conservation Society, aims to educate and empower Williams Lake and area residents to conserve water and become conscious of wastewater issues. The project was initiated in 2006 with support provided by Eco Action Canada, and contributions from local groups and individuals, Community Futures Development Corporation of the Cariboo Chilcotin, Endswell Fund, the Vancouver Foundation, Fisheries and Oceans Canada, the Pacific Salmon Foundation, Gavin Lake Forest Education Society and the

City of Williams Lake. In 2007 The City of Williams Lake formed a partnership with the CCCS and provided funding to keep the local Water Wise project active within the City.

It is the City's intention to continue support of the Water Wise programs and further develop and implement hard water conservation program which include such initiatives as universal water metering, principled rate structures, incentives for water conservation in existing buildings, and bylaws for water conservation in new construction. In addition to water conservation initiatives, in the next five years the City is committed to exploring opportunities for an alternative industrial water supply system to service the industrial users with untreated water. This will require a feasibility study to be done for a non-potable water system development.

Refers to Chapter 4 Section CLE - Cherished Local Ecosystems and Chapter 8 Municipal Infrastructure and Services.

### **9.2.9 Urban Design Guidelines for the Downtown**

The Community has expressed interest in a unified design or façade program for all new developments and retrofits in the Downtown. By defining the “Cariboo Theme” and providing some examples within the Development Permit Chapter 7 of this OCP, it is the hope that this Cariboo Character will continue to be developed through renovations, upgrades and new construction. This theme could help to promote and attract high quality development, while demonstrating leadership for the City and the entire Cariboo region. However, this theme leaves a lot of room for interpretation and there has been little input from the community to define what design elements make up this theme.

It is the intention of the City to work collaboratively with the community to develop detailed plans and urban design guidelines for the Downtown, including applying innovative techniques to develop the plans, such as design charrettes.

Refers to Chapter 4 Section LD Lively Downtown.

### **9.2.10 Hazard Acceptability Threshold Guidelines**

The Cariboo Regional District, in partnership with the City of Williams Lake, contracted Golder Associates Ltd. to complete the “Geotechnical Hazard Mapping for the Williams Lake Fringe Area Official Community Plan, 2006.” This report and associated maps identified geotechnical hazard areas which, in order to accommodate new development, require special treatment and investigation. These maps and conditions have been identified in Section 4.6 Cherished Local Ecosystems and Map 4: Consolidated Geotechnical Hazard Map of this OCP.

In addition to the work that has been completed, it is recommended that municipalities consider the development of “Hazard Acceptability Threshold Guidelines” to determine levels of landslide safety that could be adopted by the City. These “Hazard Acceptability Threshold Guidelines” can then be applied by Professional Geotechnical engineers when assessing land for development and associated risk.

Refers to Chapter 4 Section CLE - Cherished Local Ecosystems and Chapter 6 Land Use.

### 9.2.11 Airport Lands Development Strategy

Acquired from Transport Canada in 1997, the Airport Lands represent a significant development opportunity for the City. Because there is limited development near the airport, a rare opportunity exists to create an industrial park or other uses that can take advantage of the prime location of these lands. However, there is much investigation work to be completed before marketing can be successfully implemented. This includes:

- Land inventory and assessment - to define areas available for development and the characteristics thereof (e.g. Transport Canada Airshed, environmentally sensitive areas, Agricultural Land Reserve)
- Market assessment - highest and best use analysis
- Suitability analysis - to determine the direction of new development
- Internal road network
- Options and costs for providing water and sanitary services
- Options and costs for providing stormwater management
- Implementation plan - including subdivision planning and zoning, marketing and disposition, and capital cost recovery (including the possibility of entering into a public-private partnership)

The best way to address these issues is by completing a comprehensive Airport Lands Development Strategy.

Refers to Chapter 4 Section ACT - Transportation and Chapter 6 Land Use.

### 9.2.12 City Branding Process

The attraction of business, investment, workers and new residents is at a global level of competition. These types of inputs are required to increase the city tax base and enhance community sustainability. Marketing and effective messaging is a key component to realizing these economic inputs. Currently, the City does not have a formal brand on which to base our external communications and marketing activity. Brand development can have a long-term impact for the city and if followed through with can result in a positive return on investment.

Refers to Chapter 4 Section LD - Lively Downtown and Section RE - Resilient Economy.

### 9.2.13 Industrial Land Development Strategy

As early as 1992, the City recognized that there was a pending shortage of industrial land. The 1992 *Official Community Plan* suggested a study be completed to identify new areas for industrial area expansion. Despite this recommendation, a study has not been undertaken. Since then, as the City enters the new century, the supply of industrial land has shrunk. If an industrial land development study was needed in 1992, it is certainly needed now. Designating land for future industrial development will provide for new employment and increased tax assessment revenue.

An industrial land development strategy will be a process by which the City will work with private landowners to detail what land is available for development now and what land needs to be developed in the future. Where are appropriate locations? Do appropriate locations involve the disposition of Crown land? What additional servicing will be required (i.e. roads, rail, water, sewer, drainage, hydro)? Will boundary expansion be necessary and what is the best approach to proceed? What are the costs and benefits to the City? How can environmental impacts be mitigated? These questions should help form the terms of reference for the strategy.

Refers to Chapter 4 Section RE- Resilient Economy and Chapter 6 Land Use.

### 9.2.14 Junior Council

Implement a Junior Council for Williams Lake high school students. The purpose of the Junior Council is to provide an opportunity for the youth of Williams Lake to acquire a greater knowledge of and an appreciation of the local government system through active participation in decision making. Seven youth from the three Williams Lake High Schools will be elected to a Junior Council. They will work with a liaison Councillor and a City staff person to provide input on Council decisions and also provide Council with the ideas and concerns of youth in the community.

Refers to Chapter 4 Section SWB Social Well Being.

### 9.2.15 Affordable Housing

Facilitate the development of a strategic framework for affordable housing in Williams Lake that incorporates the Community Action Plan on Homelessness and ensure it is successfully implemented. The City has been active in supporting the development of affordable housing in Williams Lake. The City and community groups will identify a number of priority needs in the community in terms of affordable housing. A strategic framework for affordable housing in Williams Lake will provide the City and community groups with an action plan to initiate new housing developments, develop appropriate policies and support funding applications for the development of new non market housing. This framework will incorporate ICSP strategies and build a timeline and action plan based on identified current and future needs.

In addition to developing a strategic framework for affordable housing the City of Williams Lake will establish of a Standard of Maintenance Bylaw to enforce basic levels of maintenance for rental accommodation and ensure that apartment buildings, secondary suites, houses, condominiums, and any other types of rental housing that are rented meet minimum standards of comfort and safety.

Refers to Chapter 4 Section SWB - Social Well Being and AHLN - Affordable Housing and Liveable Neighbourhoods.

### **9.2.16 Multicultural and Diversity Policies**

The city is becoming increasingly diverse and benefits from the cultural, economic and social richness that this brings to Williams Lake and community activities. It is important for the City to develop integrated corporate strategies to create a welcoming environment for all cultures and to ensure that its workforce reflects the diversity in the community. The development of multicultural and diversity policies for the City will provide policies to create that welcoming environment and respect for the First Nations lands on which the City is built.

Refers to Chapter 4 Section SWB Social Well Being and 4.8 Partnering with First Nations.

### **9.2.17 Airshed Management**

In Williams Lake an airshed management planning process was initiated to address community air pollution concerns related to the health of local residents, and to facilitate future economic development in the region. The planning process identified PM 10 and PM 2.5 as major air quality problems within the Williams Lake and Area Airshed and explored the sources and solutions to this issue. The state of the airshed plays a large role in community image and quality of life, and needs to be addressed in all planning and development processes.

In order to address this large community issue, the City will work in partnership with the Air Quality Roundtable to develop a bylaw that requires already paved local businesses, whether industrial or commercial, to clean and maintain through regular sweeping their parking lots and roadways. In addition, the City will continue to work with the Air Quality Roundtable to ensure the implementation of the Williams Lake Airshed Management Plan 2005, including the upcoming review in 2012. And finally, the City will work towards developing a policy whereby no person shall use a wood burning appliance at any time within the airshed when an air quality advisory has been issued by the Ministry of Environment and remains in effect, unless that wood burning appliance is their sole source of heat.

Refers to Chapter 4 Section CLE – Cherished Local Ecosystems and Chapter 6 Land Use Plan.

### 9.2.18 Economic Development Initiatives

Economic development is central to Williams Lake being able to thrive and grow into a self-sustaining community that attracts innovation and entrepreneurial activity. Policies throughout this OCP seek to retain and improve upon Williams Lake's economic advantages, such as the desirable natural environment and the significant inventory of rich agricultural lands. The City will continue to support economic development and is committed to pursuing the establishment of an Industrial Tax Exemption Bylaw for the North End Industrial Lands to attract new business and upgrades to existing industrial developments within the next two years. In addition, the City will support the retention, enhancement and expansion of existing businesses and the attraction of new businesses and investment identified as bringing sustainable economic benefit to Williams Lake.

The City is committed to monitor municipal charges affecting business (e.g. property taxes, DCC's application costs, off-site servicing costs, property/commercial taxes, user fees, utility charges, development fees, etc.) to identify whether costs are deterring economic activity.

Refers to Chapter 4 Sections RE – Resilient Economy, SWB – Social Well-being and Chapter 6 Land Use Plan.

### 9.2.19 Boundary Expansion

Boundary expansion has been in consideration for a number of years, with Dog Creek Road, North Lakeside, and Pine Valley on the radar. The City is committed to continued review and investigation around the issue of boundary expansion. However, it should be recognized that there are a number of complex issues that need to be considered. The City of Williams Lake will proceed with this issue cautiously ensuring that there is ample consultation with the public, the Cariboo Regional District, and local First Nations.

Refers to Chapter 4 Sections RE – Resilient Economy, SWB – Social Well-being and Chapter 6 Land Use Plan and Chapter 8 Municipal Services and Infrastructure.

### 9.2.20 Transportation Planning

Throughout the Imagine Our Future, Creating our Future, and Imagine Our Parks processes the City of Williams Lake Residents have continued to voice integrated and alternative transportation as a major concern. The City of Williams Lake has never had a comprehensive City-wide Transportation Network Plan to address road expansions, bicycle lanes and infrastructure, pedestrian flow, and public transit in one planning document. This has been identified as a need to address numerous transportation related issues within the community.

Refers to Chapter 4 Section ACT – Active and Convenient Transportation.

### 9.3 MONITORING AND REPORTING

Once adopted, the *Official Community Plan* will be the main land use planning document that Council has at its disposal. For this plan to be successful, the City needs to be diligent in monitoring. This means making sure that the policies contained within the Plan are implemented and guide Council's decision-making. The implementation schedule outlined above is a good starting point. Has the City come closer to reaching the vision of Williams Lake that is the foundation of this plan? A positive answer to this last question would perhaps be the best indicator of the *Official Community Plan's* success.

The following policies are intended to support an effective monitoring and reporting system.

- 9.3.1** Review and update, at the end of each year, the status of the implementation actions and GHG monitoring indicators in this *Official Community Plan* for review by Council and the community.
- 9.3.2** Identify and periodically measure, using the ICSP's monitoring system, indicators measuring progress towards meeting the OCP's policy and land use planning directions.
- 9.3.3** Conduct, at least every three years, a comprehensive review of all OCP policies, with the lead department identifying the status of the policy, including whether or not the policy has been initiated, the percentage completion of the policy direction, barriers impeding the implementation of the policy, and recommendations for overcoming these barriers.

Table 9.1 is a summary of all OCP policies, along with the lead and supporting departments for the implementation of these policies.

### 9.4 UPDATING THE OCP

The OCP will need to be updated from time to time for minor changes required to ensure consistency with zoning and development proposals that are considered to be consistent with policy and provide a net benefit to the City. In addition, there are several conditions that indicate the need for a more comprehensive OCP review.

- 9.4.1** Ensure consistency with the OCP whenever a secondary plan review is underway for the Downtown, Neighbourhood Centres, major transportation corridors, Special Study Areas, or major development projects.
- 9.4.2** Review the OCP approximately every five years to ensure consistency with community values and sustainability objectives.
- 9.4.3** Conduct a major review of the OCP approximately every 10 years.