



#500 - 1708 Dolphin Avenue, Kelowna, BC V1Y 9S4  
Telephone: 250-762-2517 Fax: 250-763-5266

**URBAN**SYSTEMS.

April 14, 2008

File: 0841.0067.01

City of Castlegar  
460 Columbia Avenue  
Castlegar, BC V1N 1G7

**VIA EMAIL:** [smarshall@castlegar.ca](mailto:smarshall@castlegar.ca)

**Attention:** Mr. Shannon Marshall, Development Services

**RE:** City of Castlegar Integrated Sustainability Planning Project - Work Program

Thank you for your efforts in coordinating the City's recently completed Integrated Community Sustainability Planning (ICSP) Community Assessment. The Community Assessment process provided a valuable opportunity to review the City's progress in various sustainability initiatives and it helped to establish community priorities for further ICSP work. As a direct result of the review completed in the ICSP Community Assessment, we are pleased to provide this work program to the City of Castlegar for an Integrated Sustainability Planning Project, which will include development of an Infrastructure Strategy and a Sustainable Community Plan.

## **1.0 MUNICIPAL CONTEXT**

In late 2007 and early 2008, the City of Castlegar completed a Smart Planning Community Assessment with funding from the provincial Integrated Community Sustainability Planning (ICSP) program. The ICSP Community Assessment reviewed Castlegar's readiness to engage in Integrated Community Sustainability Planning and found that there is widespread community support for initiatives to enhance the City's social, economic, and environmental sustainability in an integrated fashion. This approach is further articulated in the Province's Community Assessment Template, which defines Smart Planning as planning that:

*...helps communities plan for their own needs while ensuring that the needs of future generations are also met and does so by incorporating an integrated approach that considers broader environmental, economic and social considerations in each planning process beyond current conventional planning frameworks.*

Reviewing the community context from a social, economic, and environmental perspective, the Community Assessment identified a number of priority areas for further action. These included the following:

- Establishment of a sustainability vision and sustainability objectives;
- An update to the City's Official Community Plan;
- Measures to ensure continued economic development in support of community sustainability objectives;
- Measures to ensure the supply and provision of attainable/affordable housing in the community;
- Completion of an Integrated Infrastructure Management Strategy to provide a long-term plan for City infrastructure related to transportation, water, sanitary sewer, and stormwater management; and,
- Preparation of an Integrated Plan for the Downtown, Columbia Avenue Corridor, and Central Area.

Based on discussions with City staff and Council following completion of the Community Assessment Report, it was decided that the best future course of action is to complete an Integrated Sustainability Planning Project that results in a Sustainable Community Plan (including an Official Community Plan update) and Infrastructure Strategy for the City. While the focus of the project is on sustainable integration of land use and infrastructure, the Sustainable Community Plan will be sufficiently large in scope to address other priority issues such as economic development, housing, transportation, and downtown revitalization. As a result of this work, the City will have a framework for further initiatives to continue on the path towards a sustainable future.

The City of Castlegar will benefit from an integrated approach to planning as the community is faced with a number of unique, interrelated changes that can be addressed holistically in the Sustainable Community Plan. From a geographic perspective, the City is comprised of two former towns, Castlegar to the north, and Kinnaird to the south. These areas of the City are bisected by a provincial highway, and development at the high traffic and high visibility interchange area has eroded the downtown core of the community and reinforced dependency on the automobile. From a land use and transportation perspective, Castlegar is also challenged by the fact that it is a linear community with a single major north-south transportation corridor (Columbia Avenue). While Castlegar has experienced little population growth in recent years, it faces a number of choices about how the community should develop and adapt to change in the coming years. There is continued demand for regional commercial services, there are development pressures near the regional airport, and there are current development applications for over 300 residential units. The community is fairly dependent on the resource industry, but it is also looking to expand and diversify its economy. As employers continue with recruitment efforts, there are ongoing

concerns about housing affordability. Most new residential development continues to be single detached, but with Castlegar's narrow valley and single major transportation corridor, opportunities will need to be explored for alternatives. As development alternatives are reviewed, there is also a significant need to review infrastructure strategies and ensure that City systems are used as efficiently as possible. The Integrated Sustainability Planning Project offers the City the opportunity to review all of these challenges, and more, in a holistic manner to ensure community sustainability from social, economic, and environmental perspectives.

## **2.0 OVERVIEW OF THE CASTLEGAR INTEGRATED SUSTAINABILITY PLANNING PROJECT**

Completion of the Integrated Sustainability Planning Project will help the City of Castlegar to:

- articulate a vision for community sustainability and establish guiding principles for the future development of the community;
- foster sustainability awareness and public engagement in the planning process;
- review social, economic, and environmental conditions (triple bottom line) in the development of the community;
- review available land supply and long-term demand in the City;
- complete future development scenario analysis to evaluate development options based on integrated sustainability planning considerations;
- validate infrastructure strategies to accommodate the selected development scenario;
- develop policies to address high priority ICSP areas such as economic development, housing, transportation, and downtown revitalization; and,
- define the roadmap for a sustainable future.

To achieve these objectives, the project will involve future development scenario analysis along with a public participation process to create a vision for a sustainable future. In this process, two or three development scenarios will be developed for evaluation, considering land supply and demand, servicing implications, biophysical attributes, implications on community form, compatibility with sustainability guiding principles, etc. As a result of this scenario evaluation process, a preferred future development scenario will be selected to reflect the community's vision for sustainability.

Following the selection of the preferred future development scenario, an Infrastructure Strategy will be developed. The main intent of the Infrastructure Strategy is to tie infrastructure investment decisions to land use planning. This integrated approach will benefit Castlegar by establishing a long-term vision for critical infrastructure elements, ensuring that investment decisions are made in support of the community's land use objectives, and providing direction in capital planning for all classes of infrastructure. Based on the preferred land use scenario, the Infrastructure Strategy will determine

Castlegar's priorities for transportation-related infrastructure, water, sanitary sewer, and stormwater management over a 20 year planning horizon. The Strategy will also recommend finance and cost recovery methods for the required investment in this infrastructure.

A Sustainable Community Plan will be prepared concurrently with the development of the Infrastructure Strategy. The Sustainable Community Plan will outline the City's implementation strategy through the preparation, validation, and adoption of a new Official Community Plan (OCP). While the focus will be on the development of policy related to the City's physical environment, the Sustainable Community Plan will also be linked to the community's social and economic objectives, and it will touch on other community priority areas such as sustainable economic development and affordable housing. The Sustainable Community Plan will be one cohesive document that sets out the community vision for sustainability, articulates goals in various key focus areas, and establishes policy related to land use and other key topics such as transportation, environmental protection and air quality, infrastructure investment, economic development, housing, etc.

This Integrated Sustainability Planning Project will be carried out using a phased approach, as follows:

- Phase 1 – Project Initiation
- Phase 2 – Future Development Scenario Analysis
- Phase 3 – Selection of the Preferred Scenario
- Phase 4 – Development of the Infrastructure Strategy
- Phase 5 – Preparation of the Sustainable Community Plan

### **3.0 PRELIMINARY WORK PROGRAM**

#### **Phase 1 – Project Initiation**

This phase will include the overall project start-up process, and it will involve a review of project objectives, preparation of a public participation program, compilation of existing local and regional studies, baseline data, and mapping. Building on the Castlegar Resident Survey completed in 2006, a public participation process will also be initiated to take stock and develop a long-term community vision for sustainability. In this phase of the project, the following activities will be undertaken.

*Task 1.1 – Facilitate Project Start-Up Meeting*

We will meet with City staff to:

- Review work plan objectives and tasks;
- Establish a communications protocol and milestone dates for meetings and deliverables;
- Confirm the work program;
- Address administrative issues;
- Discuss the public participation strategy;
- Establish a project steering committee;
- Make arrangements to obtain the necessary documentation, mapping, etc. from the City; and,
- Discuss the study area and the planning horizon.

*Task 1.2 – Prepare Public Participation Strategy*

We will prepare a public participation strategy that identifies a number of steps that can be taken to involve the public in the project, at a level desired by the City. We will work with the City to define the public participation objectives, and to devise strategies to meet these objectives. Throughout this project we anticipate the use of a variety of participation strategies to establish a community vision and review various different future development scenarios.

*Task 1.3 – Obtain and Review Relevant Information*

We will work with the City to collect the following information:

- Land use information (both potential and existing) as well as inventories of vacant lots;
- Historical building permit and subdivision information;
- All relevant planning documents;
- Mapping (cadastral and others);
- Servicing reports;
- Housing and vacancy information and forecasts;
- Statistics Canada Census information relating to employment, population, demographics, etc.
- Projections of economic activity; and,
- Other relevant data.

In this task we will also prepare suitable base mapping to assist us in our analysis and presentation of information.

#### *Task 1.4 – Facilitate Start-Up Meeting with Steering Committee*

The active involvement of a steering committee will be critical to the success of this project. Following establishment of a steering committee, we will facilitate an introductory meeting to:

- Introduce the project team;
- Identify project objectives;
- Identify steering committee responsibilities;
- Obtain commitments from steering committee members to act as project advocates; and,
- Discuss steering committee member roles in the upcoming community workshop.

Steering committee members will be drawn from ICSP Community Assessment workshop attendees and others in the community. Representation from a wide range of sectors will be encouraged, with possible steering committee members coming from the public, City staff, the Arts Council, Friends of Parks and Trails, Selkirk College, the Downtown Business Association, the Chamber of Commerce, Interior Health, Regional District of Central Kootenay, recreation groups, etc.

#### *Task 1.5 – Facilitate a Community Workshop to Establish Sustainability Vision and Goals*

To publicly kick off the project we will host a community workshop to establish a sustainability vision and goals. As a starting point we will review the results of the 2006 Resident Survey. We will then explore the principles of community sustainability and break into a workshop format to discuss a community vision for sustainability, along with a discussion of community concerns, potential solutions, and goals for community sustainability. This dialogue will be used as a basis for the creation of development scenarios and it will provide a foundation for the Sustainable Community Plan and Infrastructure Strategy.

### **Phase 2 – Future Development Scenario Analysis**

In this phase of the work program we will assess current land supply and demand, and identify two to three different development scenarios for the community. The scenarios will be evaluated from a number of different perspectives (e.g. servicing costs, implications on community form, environmental protection) and then discussed in a community workshop setting.

*Task 2.1 – Assess Current Land Supply and Demand*

In this task we will review the supply of serviced and unserved residential, commercial, industrial, and institutional land. We will then project future land use demands over a twenty year planning horizon based on anticipated employment trends, population growth, household growth, etc. Based on this analysis we will identify potential impacts to the City associated with: the ability to accommodate projected development; the implications of development on the existing form and character of development; and, the implications of projected development on City services. We will compile this information in a brief for review by the project steering committee.

*Task 2.2 – Identify Future Development Scenarios and Implications*

In this task we will carry out the following activities:

- Establish guiding principles for the future development scenarios based on community feedback in Task 1.5;
- Identify two or three general future development scenarios based on the assessment of land supply and demand – one scenario will review impacts of development based on the current policy framework and development trends, while others will give stronger consideration to sustainability guiding principles (e.g. protection of the natural environment, emphasis on town centre development, or other principles to be established);
- Consider the implications of the future development scenarios, looking at factors such as land supply and demand, the regulatory context, servicing costs, biophysical attributes, impacts on community form, impacts on the community's sustainability vision and goals, etc;
- Model the development options graphically; and,
- Prepare presentation materials documenting the options.

*Task 2.3 – Meet with Steering Committee to Provide Briefing on Development Scenarios*

Upon completion of the various future development scenarios, we will meet with the Steering Committee to provide a briefing on the options and prepare the Committee for participation in the upcoming community workshop.

*Task 2.4 – Facilitate a Community Workshop to Present and Evaluate Scenarios*

To present and evaluate the future development scenarios we will facilitate a community workshop to discuss the options and obtain feedback on the preferred approach to move forward with in the Infrastructure Strategy and Sustainable Community Plan.

**Phase 3 – Selection of the Preferred Scenario**

Following the future development scenario analysis, we will select a preferred option with which to move forward.

*Task 3.1 – Define the Preferred Development Scenario*

In this task, we will evaluate the scenarios based on the community sustainability vision, sustainability goals, and feedback provided in the community workshop. We will then identify a preferred development scenario to move forward with.

*Task 3.2 – Prepare Draft Development Strategy Brief*

Having selected a preferred development scenario, we will prepare a brief outlining the evaluation and the reasons for choosing the preferred scenario. We will circulate this brief to the Steering Committee for review prior to the public presentation in Task 3.3.

*Task 3.3 – Publicly Present Development Strategy Brief*

In this task, we will publicly present the results of the community workshop in Task 2.4, and lay out the preferred development scenario and the brief.

*Task 3.4 – Present Preferred Development Scenario and Strategy to City Council*

As a final step prior to moving forward with the Infrastructure Strategy and Sustainable Community Plan, we will present the strategy brief to City Council to obtain consensus that we should formulate the preferred option into policy and capital planning.

### *Task 3.5 – Finalize Preferred Development Scenario and Development Strategy*

Following the Council meeting, we will finalize the preferred development scenario and development strategy.

## **Phase 4 – Development of the Infrastructure Strategy**

In this project phase we will prepare an Infrastructure Strategy to match infrastructure servicing plans and strategies with the land use direction put forward in the selected future development scenario. Over the planning horizon we will determine Castlegar's servicing priorities, prepare order of magnitude cost estimates associated with the preferred growth concept, and recommend cost recovery methods.

### *Task 4.1 – Identify Infrastructure Servicing Requirements*

In this task we will identify infrastructure servicing approaches necessary to service the lands identified in the preferred development scenario. We will explore infrastructure upgrade triggers and their relationships to specific development cells and nodes within the community, and we will also explore opportunities to accommodate green infrastructure. Order of magnitude cost estimates in 2008 or 2009 dollars will be provided for infrastructure upgrades and extensions.

### *Task 4.2 – Facilitate Workshop with City Staff*

In this task we will hold a workshop with key City staff to:

- Review infrastructure servicing requirements associated with the preferred development scenario;
- Review current City infrastructure financing approaches; and,
- Review "developer pay" policies and the circumstances in which developers will be required to pay development cost charges for major off-site works vs. funding that could be required to front end infrastructure.

### *Task 4.3 – Determine Financing and Cost Recovery Implications*

Based on the work completed in Tasks 4.1 and 4.2 we will review the financing and cost recovery implications for both the City and the development community, and we will develop a strategy summarizing the key recommended approaches to infrastructure finance and cost recovery.

*Task 4.4 – Compile Infrastructure Strategy Report*

In this task we will collate work completed to date into a comprehensive Infrastructure Strategy Report. This report will set out the servicing requirements for the preferred sustainable future development scenario, along with a financing and cost recovery strategy.

*Task 4.5 – Review Infrastructure Strategy Report with Steering Committee*

We will present the Infrastructure Strategy Report to the Steering Committee for feedback prior to meeting with City Council. We will revise the report as necessary prior to the Council meeting.

*Task 4.6 – Present Infrastructure Strategy Report to City Council*

In this task, we will hold a workshop with Council to review the Infrastructure Strategy Report and confirm the financing and cost recovery strategies. We will also obtain consensus to move forward in formulating the preferred development scenario into policy through the development of the Sustainable Community Plan.

*Task 4.7 – Finalize Infrastructure Strategy Report*

Following the Council meeting, we will finalize the Infrastructure Strategy Report.

**Phase 5 – Preparation of the Sustainable Community Plan**

In this project phase we will prepare the Sustainable Community Plan and adopt the document as the City's new Official Community Plan (OCP). The Sustainable Community Plan is envisioned as one comprehensive document that focuses on the sustainability of the physical environment, with strong linkages to the City's social and economic objectives. While the emphasis of the Plan is on sustainability in land use and infrastructure, the Plan will be sufficiently large in scope to establish a policy framework and action plan in various related key topic areas such as transportation, environmental protection, economic development, housing, etc.

*Task 5.1 – Develop Sustainable Community Plan Components*

In this task we will identify key Sustainable Community Plan components based on feedback received in earlier project phases. On several key topic areas we will formulate discussion points and questions for consideration in a public forum, to help establish appropriate policy directions for the City. We will post a

detailed plan outline on an electronic FTP site for availability to Steering Committee members in advance of the public workshop in Task 5.2.

*Task 5.2 – Facilitate Public Workshop on Key Plan Components*

At a public workshop, we will highlight work completed to date and review the preferred development scenario and the Infrastructure Strategy. We will then facilitate workshop discussions to assist in the development of policy directions in key topic areas around the framework of social, economic, and environmental sustainability.

*Task 5.3 – Compile Draft Sustainable Community Plan*

In this task we will compile a draft Sustainable Community Plan for the City. This drafting process will include a compilation of the work completed in Phases 1 to 4, coupled with the development of policy on key plan components identified in Tasks 5.1 and 5.2.

*Task 5.4 – Review Draft Sustainable Community Plan with Steering Committee*

We will host a meeting with the steering committee to review the draft Sustainable Community Plan and address any outstanding items. We will refine the draft Sustainable Community Plan based on steering committee feedback.

*Task 5.5 – Present Draft Sustainable Community Plan to City Administration and Council*

In this task we will prepare 15 revised draft hard copies of the Sustainable Community Plan for presentation to City administration and Council at a workshop. The workshop will be designed to include a thorough review of the document and to identify key changes and areas of interest for Council. Feedback from Council will be noted and discussed with administration. A draft final document will then be prepared for broader circulation.

*Task 5.6 – Undertake Final Consultation, Circulation, and Review*

In this task we will facilitate a community workshop/open house to obtain public feedback on the draft Sustainable Community Plan. Concurrently, we will send the draft plan out for agency review and comment. We will compile public feedback and agency comments, and complete plan revisions. We will then review the revised Sustainable Community Plan with City staff to identify any final changes required prior to adoption.

### *Task 5.7 – Prepare Final Sustainable Community Plan for Adoption*

We will prepare a final draft of the Sustainable Community Plan and circulate the document for a final agency review. We will also host a final open house to present the Sustainable Community Plan to the public. Once these steps are complete, we will submit the Plan to the City for adoption, and attend the public hearing to assist with any technical, policy, or consultation questions. This step will mark completion of the assignment.

## **4.0 PROJECT SCHEDULE**

If project funding is provided by fall 2008, we would propose the following schedule for the Castlegar Integrated Sustainability Planning Project:

➤ Phase 1 – Project Initiation	Complete by end of September 2008
➤ Phase 2 – Future Development Scenario Analysis	Complete by end of January 2009
➤ Phase 3 – Selection of the Preferred Scenario	Complete by end of February 2009
➤ Phase 4 – Infrastructure Strategy	Complete by end of June 2009
➤ Phase 5 – Sustainable Community Plan	Completed by end of October 2009

## **5.0 ESTIMATED PROFESSIONAL FEES AND DISBURSEMENTS**

Our professional fee estimate is organized as follows:

<b>Phase:</b>	<b>Budget:</b>
1. Project Initiation	\$16,000
2. Future Development Scenario Analysis	\$56,000
3. Selection of the Preferred Scenario	\$17,000
4. Infrastructure Strategy	\$44,000
5. Sustainable Community Plan	\$42,000
<b>Total:</b>	<b>\$175,000</b>

The budget includes 6% disbursements but does not include GST.

## **6.0 CLOSING**

This project will apply innovative approaches to integrated sustainability planning and our team is excited about the prospect of working to advance a vision for sustainability in Castlegar. Please do not hesitate

to contact me at 250-762-2517 if you have any questions or require any further clarification with respect to this work program.

Yours truly,

**URBAN SYSTEMS LTD.**



James Klukas, MCIP  
Community Planner



Dan Huang, MCIP  
Principal / Community Planner