



MEMO

To: Skeena-Queen Charlotte Regional District Board / Public
Date: June 22, 2013
From: Joanne Fraser, Deputy Corporate Officer
Subject: June 22, 2013 SQCRD Board Agenda – Late Items

The following are late item submissions pertaining to the June 22, 2013 Regular Board meeting agenda. Please insert them into the agenda package where applicable:

11.0 New Business

- | | | |
|------|---|-------------------|
| 11.1 | Director Racz – Lawnhill Community Association and the Long-term Management of Jungle Beach | Pg 89 i-iv |
| 11.2 | Director Putterill – 2013 Resolution for Submission to Union of BC Municipalities | Pg 89a |

The following items should be deleted from the Agenda Package:

5.0 Delegations

- 5.1 Lawnhill Community Association – Long-term Management of Jungle Beach

In addition, please insert the following pages within the agenda, under the following:

8.0 Reports / Resolutions

- | | | |
|-----|--|-----------------|
| 8.3 | J. Merrick, Chief Administrative Officer – Proposed Boundary Expansion | Pg 83a-p |
| 8.4 | T. Des Champs – Superintendent of Waste Management – Recycling Transfer Station Update | Pg 83q-r |

June 14, 2013

To Joan Merrick and SQCRD Board Members,

The Lawn Hill Advisory Committee (LCA as we called ourselves) was a standing committee of the Skeena Queen Charlotte Regional District, formed in the spring of 1999 under bylaw 385. We had a board of 5, elected every 2 years by the adult residents of the Lawnhill area. We received an annual operating budget, and met regularly to discuss community issues and projects. The Jungle Beach project was approved at an Area D meeting held Jan.9/01 and \$65,000 for a Lawnhill area project was transferred to the Graham Island South Major Infrastructure fund at the Gwaii Trust Board Meeting held Feb.2/01.

At the May 24th, 2013 SQCRD board meeting, the board passed a motion to rescind the Lawnhill Advisory Committee by-law which officially ended our committee and in effect any agreements between the SQCRD and our committee. For the past twelve years as per the agreement, the Lawnhill Community has maintained the Jungle Beach Picnic Area and outhouses with very limited funding and with Lawnhill Community volunteers.

A more secure long-term management plan for the park is required and the Lawnhill Community is unable to provide this.

Regards,

The Lawnhill Community

THIS AGREEMENT made this _____ day of _____ 20_____.

BETWEEN:

SKEENA-QUEEN CHARLOTTE REGIONAL DISTRICT
a Regional District pursuant to the provisions of the Municipal
Act of British Columbia, having its office at 100-1st Avenue East,
City of Prince Rupert. Province of British Columbia.

(hereafter called the "SQCRD")

OF THE FIRST PART

AND:

LAWN HILL COMMUNITY ASSOCIATION
P.O. Box 144, Queen Charlotte, BC in the Province
of British Columbia.

(hereafter called the "LHCA")

OF THE SECOND PART

WHEREAS pursuant to the provisions of the *Local Government Act*, the SQCRD proposes to enter into an agreement with the LHCA ;

AND WHEREAS the LHCA was established for the residents of Lawn Hill by SQCRD Bylaw 364;

AND WHEREAS the LHCA provides for the operation of community recreation, situated on DL 281, QCD, for the use of as a community park.

AND WHEREAS the expenses for operation and maintenance of the building(s) and property will be entirely financed by the LHCA by user fees and other fundraising (without taxation).

NOW THIS AGREEMENT WITNESSETH the parties agree as follows:

1. The Skeena-Queen Charlotte Regional District grants the LHCA the use of land situated on DL 281, QCD for the purpose of the operation of recreation and other community services;
2. The LHCA agrees to operate and abide by the terms forming Schedule "A" and agrees to indemnify the Regional District for any fees or charges arising from the terms and conditions of this agreement.
3. The SQCRD can cancel the agreement if:
 - a) LHCA does not abide by the terms and conditions of the attached schedule;
 - or



- b) LHCA fails to indemnify the SQCRD for any charges arising from the agreement within 90 days of receiving an invoice for the said charges.
4. Upon the provision of a Parks Service that includes the Lawn Hill area, the Regional District may cancel this agreement and transfer the responsibility for maintenance of this site to the new service.
5. The terms and provisions of this agreement shall extend to be binding upon and enure to the benefit of the parties and their successors and permitted assignee.

IN WITNESS whereof the parties hereto have executed this agreement on the day and year first above written.

THE CORPORATE SEAL OF THE SKEENA-QUEEN
CHARLOTTE REGIONAL DISTRICT was hereunto
affixed in the presence of:

| | |
|-----------|---|
| _____ | } |
| Chairman | } |
| _____ | } |
| Secretary | } |

SIGNED AND DELIVERED BY:

| | |
|---|---|
|  | } |
| George | } |
|  | } |
| Michael Muller | } |

SCHEDULE "A"

TERMS OF AGREEMENT

The following provisions of Bylaw 364 apply to the said property:

- "5b) The title to any real property, equipment or chattels, or leases and agreements of any kind, shall be registered in the name of the Skeena-Queen Charlotte Regional District.
- c) The Community Association shall annually, before the 24th of October, prepare and submit detailed estimates of its receipts from every source and expenditures for every purpose for the following year, and such estimates shall be considered by the Regional Board and may be accepted in whole or in part.
- d) The Community Association shall not enter into any undertaking, obligation or liability, which would cause the annual budget as approved by the Regional Board to be exceeded.
- e) The Community Association shall institute such controls and authorization procedures over revenues and expenditures as may from time to time be deemed necessary by the Skeena-Queen Charlotte Regional District.
- f) The Community Association shall be responsible on its own initiative to advise the Regional Board on all or any matters which may legally or financially bind or commit the Regional Board.
- g) The Community Association shall advise the Board of all public liability insurance required covering the operations of the Community Association and custodianship of its assets in order to ensure that adequate insurance is in effect at all times.
- h) All contracts to be entered into by the Community Association which may legally, financially or otherwise commit the Regional Board, shall, unless otherwise previously authorized by the Regional Board, be made or carried out by the Regional Board."

In addition, the property must be maintained to allow for its continued safe use for the pleasure of the public. Adequate funds must be provided for both annual operating costs and long term maintenance costs. Anticipated extraordinary costs will be detailed in the annual budget.

Any contracts and use of hired personnel will be according to established Regional District Policy which includes the attached contractor's Risk Management Policy.

From: Director Putterill

Date: June 19, 2013

Subject: Resolution Submission to 2013 UBCM Convention

Coastal Ferries: Fiscal Fairness & Long Term Strategy

Skeena-Queen Charlotte Regional District

WHEREAS the Union of BC Municipalities (UBCM) has requested that the Province abandons any plans to increase ferry fares and/or reduce core ferry service levels, as such actions would have irreparable negative impacts on the economic well-being of Coastal British Columbia;

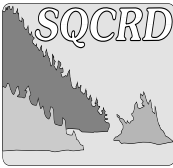
AND WHEREAS the UBCM has called on the Province to implement legislation that recognizes our coastal ferry services as essential extensions of our public highway system and ensures fiscal fairness between BC's terrestrial and marine highway systems;

AND WHEREAS the UBCM has requested that the Province develops a ferry services strategy that supports the sustainability of island economies and the coastal ferry service;

AND WHEREAS over the past year the Province has: (a) failed to implement a ferry services strategy (b) allowed the rapid escalation of ferry fares and (c) began to implement a plan to slash services to ferry dependent communities;

THEREFORE BE IT RESOLVED that UBCM continues to lobby the Province to:

1. work co-operatively with coastal communities on implementing a long term strategy for the ferry system that supports the strengthening and sustainability of island economies and the coastal ferry service;
2. implement legislation that recognizes the ferry system as an extension of our highway system and ensures fiscal fairness between the marine and terrestrial components of our highway system; and
3. freeze ferry fares and service levels at 2013 levels until such time as the legislation and strategy are implemented.



STAFF REPORT

DATE: June 22, 2013

FROM: Joan Merrick, Chief Administrative Officer

SUBJECT: Boundary Expansion – Recommended Response

Staff Recommendation:

THAT the Board receives the staff report entitled “Boundary Expansion – Recommended Response”;

AND THAT the Board not support the boundary expansion, as proposed, as it is not in the overall best interest for the Electoral Areas nor the Regional District as a whole;

AND FURTHER THAT the Board forwards the staff report and attachments to the City of Prince Rupert and to the Ministry of Community, Sport and Cultural Development as part of their official response to the proposed boundary expansion.

Background:

The Board received a proposal by the City of Prince Rupert for a boundary expansion into Electoral Areas A and C in late March of 2013. The proposal was discussed at the April Board meeting and staff subsequently requested more information from the City regarding the proposal. At the May Board meeting, the Board received a report from staff as well as a presentation from City Staff and the Mayor. Staff was directed to continue with an evaluation of the proposal and to report back to the Board.

As part of that review, staff has examined several aspects, including:

1. Overview of the proposal;
2. Scope of the proposal;
3. Impact of changes in taxation;
4. Future development;
5. Land use planning; and
6. Comments from Others.

Discussion:**A. Overview of the Proposal:**

The proposal dated March 20, 2013 by the City of Prince Rupert states “we (the City) need to manage sustainable development, to protect the essential quality of life and to manage orderly development with good municipal regulations and to gain tax base from the anticipated development”. Within the proposal, there are several key areas identified as the reason for the proposal, which include:

- protecting viewscales
- influence over future development
- industrial / commercial land development opportunities
- protection of the community watershed
- incorporating city owned property into the city boundary.

In addition, the proposal speaks to continued alternative life style residential development and the potential to develop public access to the waterfront.

B. Scope of the Proposal

The City currently encompasses 54.93¹ square kilometers. Should the boundary expansion proceed as proposed, the area would increase to 362.20 square kilometers, effectively increasing the City boundary by nearly 6.6 times the current area. Electoral Area A includes an area of 3,113.7 square kilometers; the proposed boundary expansion would reduce this by 307.27 km² or nearly 10%.

Kinahan Islands, included as part of the proposed boundary expansion, is within Electoral Area C. The vast majority of the land within the proposed boundary is within Electoral Area A.

The majority of Electoral Area A is comprised of Crown lands; 424 of 444 parcels are identified as either Crown Provincial or Federal. There are very few privately-owned properties within the proposed boundary expansion area. There are vast areas of unsurveyed Crown lands, as well as the First Nation communities of Metlakatla and Lax Kw'alaams. Area A also includes large conservancies and park lands including: Kts'mkta'ani /Union Lake; Khutzeymateen; Khyex; Lax Kwaxl / Dundas and Melville Islands; and Woodworth Lake.

The attached map (appendix A) shows the boundary of Area A with the proposed expansion, as well as the conservancies and First Nation communities.

¹ This information was provided by City staff; however, information received from the Ministry of Community Sport and Cultural Development lists the area of the city as 87.228 km².

C. Impact of changes in taxation

As stated above, most of the properties are crown lands and only a few properties are privately owned. However, if these properties were incorporated into the City, there would be some shifting of taxation. The properties within the boundary proposal represent:

- 5.1% of the gross assessed value
- 4.6% of the net assessed value
- 8.3% of the gross assessed value for exempt properties
- 2.5% of the net converted value

Staff has recalculated 2012 taxation using the revised assessment values and has determined the following:

- The City's tax requisition from the Regional District would increase by \$514 or 0.1%
- Electoral Area A's Regional District taxation would decrease by \$1,363 or -2%
- The difference in the taxation \$849 would shift to other Electoral Areas

While these shifts in taxation do not represent a significant dollar value, the proposed boundary expansion includes almost all the developable land within Area A. This could permanently restrict any future growth in the assessment base for the Electoral Area.

Another area that would affect the taxation is the loss of grant-in-lieu of taxation for exempt properties. Staff has been unable to access detailed information on the impact; however, it is estimated that Area A could lose nearly one half of the total grant-in-lieu received which would in turn increase taxation for the remaining Area A taxpayers, as well as those in other Electoral Areas.

The Regional District was provided copies of letters sent, by the City, to private property owners in the expansion area. These letters compared the rate of taxation a property would be subject to under Regional District versus City jurisdiction. However, the letters contained an error in the calculation which over-stated the amount of Regional District taxation.

Staff has reviewed the tax calculations for the affected properties and determined that the taxes would more than double for privately owned properties within the boundary expansion area. For example: Roll # 01194.000 with an assessment of \$175,200 would pay \$1,160 in total taxation² under the Regional District and \$2,519 under the City - an increase of 117%. Due to the remoteness of these properties, there are no non-administrative services provided. Inclusion within the City boundary would mean a substantial increase in taxation with no benefit from additional services by the City.

² Total taxation includes the all forms of taxation including school, Provincial, Hospital District, etc.

D. Future development

As stated previously in this report, the land remaining in Area A, should this proposal proceed, is essentially inaccessible and undevelopable due to the geographic features and the remoteness of the region. The inability to expand the assessment base through future development will severely impact the remaining property owners and hamper the ability of the Regional District to offer services efficiently.

Opportunities for development are limited; however, there is the potential for a liquid natural gas plant to be constructed on Digby Island. This plant is still in the proposal stages but could have significant financial impacts for both the city and the Regional District as a whole if it was to proceed.

E. Land use planning

See the separate Planning report by Judy Skogstad included as part of this package (Attachment B).

In order to address the City's concerns regarding protecting viewscales and influence over future development, one option would be to undertake sub-regional planning which could include both the City and Electoral Area A.

The watershed is within the Woodworth Lake Conservancy which as, outlined in the separate planning report, provides an adequate level of protection for the watershed.

F. Comments from Others

The Regional District has received two letters in opposition to the proposed boundary expansion. One from an individual, Carol Manning, that expresses concerns over protecting the Dodge Cove community watershed located on Digby Island, as well as concerns related to future development, impacts to the lifestyles of the residents of Digby Island and tax implications.

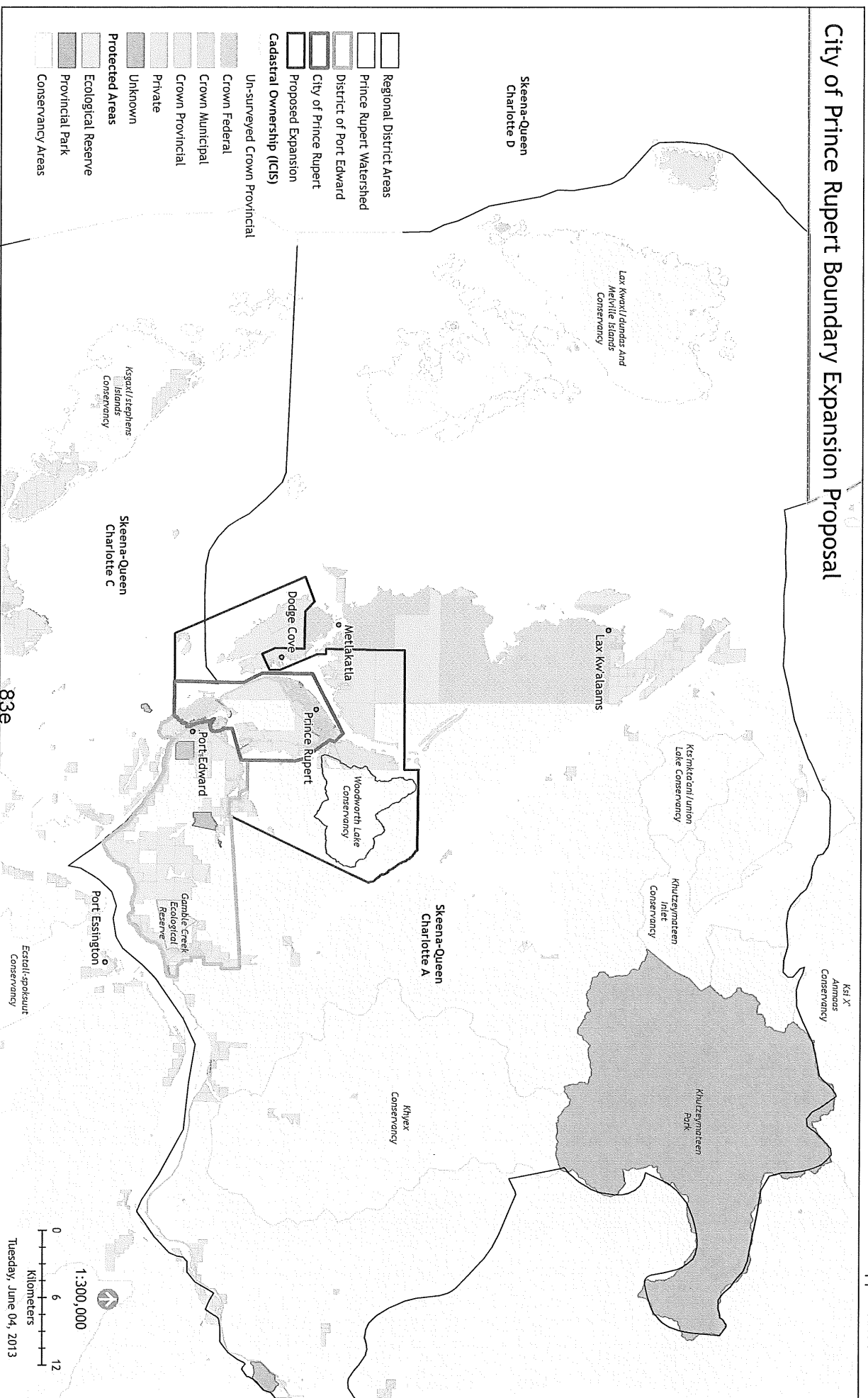
The second letter is from a group of concerned residents from the community of Dodge Cove on Digby Island. In their letter, they state concerns related to: protection of trails, increase in taxation, the need for buffer zones around development, marine and wildlife environment and lack of control in development.

One aspect that staff has heard from property owners living in Dodge Cove is that the boundary, as it is proposed, will isolate the communities of Dodge Cove and Crippen Cove. The proposed boundary specifically excludes these two communities which creates a sense of segregation.

Attachments:

- A. Map
- B. Planners report

Appendix A



REPORT

TO: Skeena-Queen Charlotte Regional District Board
FROM: Judy Skogstad, Planning Consultant
TOPIC: Prince Rupert Proposed Boundary Expansion
DATE: May 20, 2013

1. Background

The Skeena-Queen Charlotte Regional District has received a referral from the City of Prince Rupert to expand its boundaries significantly. The amount of land base proposed to be included in the expansion has not been specified; however, if granted, the present area of Prince Rupert would appear to be approximately 20 to 25% of the resulting incorporated area. The City accommodates a population of 12,508 (2011 census) on a land base of 54.93 square kilometers (21.21 square miles).

The majority of land included in the proposed expansion is owned by the Crown Provincial. There are seventeen privately owned parcels, one parcel owned by the City of Prince Rupert (DL 444, Lot A, Plan 1584), and one that is Crown Federal (IR4, Shoowatlans R5C). Another parcel, DL 3975, is depicted as part of IR2 on the North Coast Forest Stewardship Plan, although shown as Crown Provincial on BC Assessment data.

The proposed expansion area is predominantly within Electoral Area A of the Skeena-Queen Charlotte Regional District. Kinahan Islands are within Electoral Area C.

Three expansion areas and their respective justifications for boundary inclusions are proposed (Attachment A).

a) The majority of Digby Island to the west of Prince Rupert and the Kinahan Islands to the south of Digby Island

Digby Island

The expansion to Digby Island would include the Prince Rupert airport lands owned by the Prince Rupert Airport Society and a significant area owned by the Crown Provincial.

The communities of Dodge Cove and Crippen Cove along with some adjacent crown land would be excluded, as would the Metlakatla Reserve lands.

Stated reasons for extending Prince Rupert boundaries to include the Digby Island lands are - *"influence over future development and industrial and land development opportunities"*. The proponents identify Digby Island as having a high potential for lands being sought for commercial and industrial development, lands for the development of alternative lifestyle residential development, and the potential to develop public access to the waterfront. These opportunities would be realized with the development of a road link to Digby Island, which is stated to be both inevitable and a high priority.

Kinahan Islands

There are a number of Crown Owned District Lots on East, West, South and Little Kinahan Islands located to the south of Digby Island.

There are no stated reasons for the inclusion of the Kinahan Islands.

b) A significant portion of the Tsimshian Peninsula to the northeast of Prince Rupert, most of which is Crown land including Mount Morse.

Private lands to be included are those in DL 1991 (upland areas) and DL 1997 (islands and foreshore areas) owned by Kaien Gravel Limited in the Russell Arm area, part of DL 443 (83 acres known as Anderson Island) and DL 7722 (Bacon Cove area).

Metlakatla Reserve lands in the western portion of the peninsula would be excluded. However, DL 3975 would be included, and as noted above, it is depicted as part of IR2 on the North Coast Forest Stewardship Plan.

Reasons for the proposed expansion in this area are stated as *“protecting view scape and increased influence over future development”*. The proponents indicate that a transportation connection to the Tsimshian Peninsula is only a matter of time and, with it, residential development along with the opportunity for public access to the water, which is a growing public concern.

c) The Tsimshian Peninsula to the east of Prince Rupert

While the majority of the area is Crown Provincial, there are seven privately-owned properties within DL 444, one within D L 974 and two within DL 646.

The large parcel within DL 444 owned by the City of Prince Rupert is located within this area, as are the two watersheds for Prince Rupert's community water supply - the Shawatland and Woodworth Community Watershed Reserves.

Reasons for extending Prince Rupert boundaries to include this area are stated as *“protection of community water (supply) shed, incorporating city-owned property into the City boundary, protection of view scape, and influence over future development”* for lands within the City's water supply and on lands which are quite close to Kaien Island across from Fern Passage and Morse Basin”. This could result in an increase in economic potential of land owned by the City.

In addition to the reasons for inclusion specified for each of the three areas, the overall rationale noted for Digby Island and Tsimshian Peninsula northeast is the need for municipal control to assure orderly development that conforms to municipal land use regulations including the City of Prince Rupert's Quality of Life Official Community Plan. In the case of the Tsimshian Peninsula, this type of control is particularly necessary to protect view corridors noted often in the Official Community Plan.

2. Planning Authority and Mechanisms for the Proposed Expansion Areas

a. Local Government Land Use Planning and Regulatory Mechanisms for Non-Crown Land Use

Land use planning and management of development on private lands and non-crown use of its lands in the proposed expansion area is currently the responsibility of the Skeena-Queen Charlotte Regional District. Under the *Local Government Act*, mechanisms available for this purpose include preparing official community plans, zoning bylaws, and requirements for development permits. Planning in a municipality is undertaken under these same provisions of the *Local Government Act*. Therefore, incorporation is not necessary to assure that future development is orderly.

As Regional District lands include vast areas of remote resource-oriented lands, the preparation of official community plans focus on settlement areas, which is the intent of official community plans. An official community plan for Dodge Cove has been in existence since 1990. In municipalities, plans typically cover the entire municipality which has a more focused land base for settlement and development.

b. Land Use Planning and Regulatory Mechanisms for Timber and Non-Timber Values on Crown Land

Forest Stewardship Plans prepared under *Forest Range and Practices Act* are plans for timber and non-timber values, including visual quality objectives, water resources (community watersheds), recreation, and wildlife resources on crown land. They are five-year plans, with amendments undertaken periodically. The public and affected agencies have opportunities for input into the plans and amendments that are not minor in nature.

The applicable plan in the Prince Rupert area is the BC Timber Supply North Coast Forest Stewardship Plan originally prepared in 2006, revised in 2007 and amended in 2008 and 2009. It includes visual quality objectives, Prince Rupert's community watershed, Dodge Cove community watershed, a trail and buffer on Kaien Island to the Butze Falls area, and Grizzley Bear Class 1 and 2 habitat on the East Tsimshian Peninsula (e.g. at the head of Denise Inlet).

3. Discussion Regarding Prince Rupert's Official Community Plan (OCP) and Proposed Expansion to Achieve and Implement OCP Objectives and Policies

The City of Prince Rupert's Quality of Life Official Community Plan (OCP) was adopted by Bylaw 3236, 2007 and was consolidated to and including Bylaw No. 3298, 2010.

An important component of the OCP is the Climate Action Commitment which was signed by the City of Prince Rupert, the Union of B.C. Municipalities and the Province of BC on September 26, 2007. The Plan acknowledges that "development and growth is taking place in Prince Rupert under the principles of the Climate Action Charter" (Section 2.4, pages 9 and 10)." This includes the goals of "encouraging communities that are complete and compact and socially responsive, and encouraging infrastructure and a

built environment that supports the economic and social needs of the community while minimizing its environmental impact.”

a. OCP Provision for Potential Economic Opportunities Within Existing Municipal Boundaries

Prince Rupert’s OCP policies, as follow, make provision for future industrial development within its present boundaries, serviced by fixed transportation links and other services, and there appears to be a potential for considerable development of economic opportunities within these areas consistent with the Climatic Action Charter goals noted above – i.e. complete compact communities and infrastructure that supports economic opportunities.

Policy 3.1 designates significant areas as “Business Industrial”, which are designed to accommodate major industrial sites (generally of 2 hectares and larger) including marine, transportation and port uses.

Policy 3.2, 3 supports long term, port-oriented industrial use for Ridley Island (under the jurisdiction of the Prince Rupert Port Authority). In addition to road and rail service, the area is serviced by the Ridley Island water system, the reservoirs of which are located in the northeast corner of Ridley Island.

Policy 3.2, 4 provides for continued planning on Watson Island to accommodate industry including transportation and storage uses.

Policy 3.2, 5 positively considers the long-term preservation of an industrial site in the southeast area of Kaien Island accessible from the Ridley Island access road. This is an existing aggregate site of 200 ha, and its future positive consideration as an industrial site is dependent “on land absorption at Ridley Island and the existing industrial park on Highway 16”. This policy indicates that there is potential for development within the existing and designated areas. This area is serviced by the Ridley Island access road, along which runs a power line. The OCP notes that the Ridley Island water system could possibly be extended to this area.

A document titled *Prince Rupert and Port Edward, British Columbia Canada, Investment Ready Community Profile City of Prince Rupert*, prepared by the Prince Rupert and Port Edward Economic Development Corporation states that:

“overall the City of Prince Rupert has 60 vacant industrial properties, totaling 3,224 acres. It also states that Port Edward District owns approximately 10 acres of light industrial property that is ready for development. The district encompasses 18,000 hectares most of which is owned by Crown lands. Around the town site, there are thousands of acres that could be developed for industrial use”.

Recently (2012 and 2013), there has been an interest in developing major industrial opportunities on Ridley and Watson Island, as well as in the District of Port Edward (adjacent and to the south). These include:

- \$90 million Ridley Island Rail and Utility Corridor funded by CN, the Port of Prince Rupert, provincial and federal governments;

- plans to expand the Ridley Island coal terminal to increase annual throughput by the end of 2014;
- feasibility study for the construction of a potash export terminal and associated transportation infrastructure;
- Fairview Container Terminal Expansion;
- Watson Island seaport terminal and industrial park;
- Westview Wood Pellet Terminal;
- BC Group LNG on Ridley Island and the associated Spectra Natural Gas Pipeline from Cypress in northeast BC; and
- Pacific Northwest LNG on Lelu Island (District of Port Edward) and associated proposed TransCanada Natural Gas Pipeline from the Fort St. John area.

Policy 5.3, 2 page 44, in the OCP does indicate that Digby Island with a fixed bridge link to Kaien Island would open other areas and First Nation communities to the potential for economic development and harbor expansion. While Digby Island has been identified as a possible site for an LNG facility by Imperial Oil/Exon Mobile, that project is considered speculative at this point.

It appears that the economic objectives of the OCP are being achieved consistent with the goal of a compact and complete community under the Climatic Action Commitment. The assumption that additional lands for industrial and commercial expansion are necessary on Digby Island and on the Tsimshian Peninsula should be supported by an analysis of remaining capacity in both Prince Rupert and the District of Port Edward areas where infrastructure is being developed to support the industries. A feasibility analysis for industry to be located on Digby Island should also be completed.

b) OCP Provision for Potential Residential Opportunities Within Existing Municipal Boundaries

Prince Rupert's OCP provides for compact urban residential development in proximity to existing services consistent with the Climatic Action Commitment. While development constraints exist and would need to be addressed, three areas of future residential development could provide for a potential population increase of 6,600 or over 50% of its current population, which declined rather than grew between the last two census periods.

The potential growth areas are depicted on Figures 5, 6 and 7, pages 37, 38 and 39 of the OCP, as follows:

- Oldfield Slopes - 60 ha and 1,700 housing units and a potential population of 3,000;
- Seal Cove Area – 62 ha, 1,440 housing units and a potential population of 2,600; and
- Fairview – 30 ha and 500 housing units with a potential population of 1,000.

The provision for alternative lifestyle residential development opportunities is identified in the boundary expansion proposal as possibilities on Digby Island and on the Tsimshian Peninsula if and when future road access is established.

Prince Rupert's OCP currently provides a sizeable area for this purpose where there is already established road access. (Figure 3, page 28 – 67 ha.).

There appears to be significant opportunity to accommodate both compact urban residential growth and alternative rural life styles within the existing municipal boundary.

c) OCP Provision for Future Transportation Links to Proposed Boundary Expansion Areas

Improved transportation links to Digby Island and the north shore of the Tsimshian Peninsula is stated to be a priority and inevitable or a matter of time, and, therefore, justification for a boundary expansion at this time.

While a fixed road/bridge line to Digby Island is identified as a priority in the OCP as Prince Rupert City provides a daily ferry service that coincides with flight schedules, it is not in the case of a link to the Tsimshian Peninsula.

- Figure 11, Page 45 of the OCP depicts the link to the Tsimshian as an *“optional ferry/road link”*. The statement on page 40 of the OCP respecting this link is that *“An alternative link from downtown to the north shore of the harbor may also be considered.”*
- Policy 5.3, 1 states that *“The potential exists to use Lightening Dock for ferry service to communities north of Prince Rupert Harbour. The City and Prince Rupert Port Authority may give this opportunity more detailed consideration in a recommended Downtown Waterfront Plan.”*

d) OCP Policies Respecting Access to the water

The need to create public access to the water is noted as a growing public concern.

Potential public water access opportunities on Digby Island where a transportation link exists have been identified by both the Regional District and the Province. The Dodge Cove Official Community Plan (OCP) provides for public access to the recreational map reserve on Refrigerator Point in the case of subdivision (Section 3.22 of the Dodge Cove OCP). The North Coast Forest Stewardship Plan depicts a UREP (Use, Recreation and Enjoyment of the Public) along the shoreline of the east boundary of Delusion Bay, to and including Lima Point, and along the western boundary of Digby Island to just south of the airport lands.

Municipal incorporation therefore is not necessary to address this need.

e) OCP Policies Respecting View Protection

There are a number of references to view protection in Prince Rupert's OCP, as for example, the retention of harbor views and mountain views being a component of the vision statement of key quality of life indicators. The proponents have stated that *“Municipal control and orderly development, including all land use regulations is the only way to preserve and enhance view*

corridors of one of the often-mentioned characteristics of the City's Quality of Life Official Community Plan".

Local government regulatory mechanisms such as land use zoning and development permits are not applicable to crown use of crown land for purposes such as forestry and extraction of minerals and gravel, which are the types of activities most likely to have a significant impact on view corridors. As noted, Crown land comprises the majority of land to be included in the boundary expansion.

The Forest Stewardship Plan for operation in the Prince Rupert area has visual management objectives that depict a Scenic Area Zone encompassing much of the crown land base within the proposed boundary expansion area. Within this area, mapped polygons indicate areas to be "Retained" for purposes of achieving Visual Quality Objectives on Digby Island, on the North-East Tsimshian Peninsula and areas across from settlement in East Tsimshian Peninsula. They include, for example, the foreshore areas along eastern boundary of Digby Island and north shore of the Tsimshian Peninsula, Mission Mountain and Mount Morse. Areas more removed from on the East Tsimshian Peninsular are mapped for the purpose of "Partial Retention".

A request for a referral of forest related plans and other resource development plans for use of crown land to a local government for input or comment is the mechanism for possible influence on view corridors from either a regional district or municipality.

f) OCP Policies Respecting Watershed Protection

Having good drinking water was identified in the Prince Rupert OCP as an essential quality of life attribute.

The Shawatland Woodsworth Community Watershed is located in the east Tsimshian Peninsula boundary extension area. Ministry of Environment community watershed data depicts a community watershed of 2488 hectares surrounding Woodworth Lake, which currently fulfills all of Prince Rupert's potable water and fire protection needs. Shawatland Lake, which is much lower than much of Kaien Island necessitating a pumping system, serves as a back-up facility to be used in the event of an emergency or necessary maintenance.

The North Coast Forest Stewardship Plan designates both the Shawatland Lake and Woodworth Lake community watersheds as Conservation/Protected Areas with "No Harvest."

These two watersheds are therefore being protected. Inclusion within a municipal boundary with associated development regulatory mechanisms would not be applicable to this crown land area.

4. Discussion Regarding Specific Areas Identified for Inclusion or Exclusion

a) Municipal Owned Lands to be Located within Its Boundaries

Incorporating property owned by the City of Prince Rupert (Lot A, Plan 1586, DL 444) on the East Tsimshian Peninsula into its boundaries would be beneficial to Prince Rupert in that it would have control over land use regulations. While it may be desirable, it is not necessary. There are examples in BC where property owned by one local government is under the planning jurisdiction of another local government. The respective local governments work together to address land use needs.

b) Parcels on the East Tsimshian Peninsula Across from Fern Passage and Morse Basis

Incorporating private lands on the East Tsimshian Peninsula that are quite close to Kaien Island across from Fern Passage would give the City of Prince Rupert direct planning control over future development of these lands, some of which are in close proximity to the watershed. However, as with the municipal owned property, the Regional District could work with the City in developing appropriate planning controls for these properties.

Properties on the East Tsimshian Peninsula across from Morse Basin are closer to Port Edward municipal boundaries than to Kaien Island, and would more easily be serviced by that municipality at some future date should services be required. In this area, there are several District Lots owned by the Crown Provincial, and a large number of Crown Provincial lots within DL 646A. Within this area, there are four and perhaps five lots that are privately owned.

c) Kinahan Islands

These islands have a Part 13 (Forest Act) Interim No. Harvest designation under the North Coast Forest Stewardship Plan.

No reasons were given for including these lands in the proposed boundary extension.

d) Properties Not Included in the Proposal for Boundary Extension - Dodge Cove and Crippen Cove

Dodge Cove has its own community plan which takes in Federal and Crown Provincial lands as well as private property.

The plan area includes the Dodge Cove watershed map reserve (Dodge Community Watershed).

One of the main reasons stated for the inclusion of Digby Island in Prince Rupert's municipal boundaries is future economic development and anticipated by a fixed road link (as shown on Figure 11 in their OCP, page 45). By being excluded from the municipality responsible for land use decision in this overall area, the residents of Dodge Cove and Crippen Cove would have no direct political representation on changes with potential significant impacts on their lives.

By being excluded from the proposed boundary extension, these communities would not have the benefit of future municipal services.

e) Metlakatla Lands

While the proposal specifically excludes IR2 lands of the Metlakatla Nation on both Digby Island and on part of the Tsimshian Peninsula, the Forest Stewardship mapping indicates that there may be some lands with an interest of the Metlakatla Nation. This may be an issue to be addressed.

f) Service and Economic Implications for the Skeena Queen Charlotte Regional District

This information is outline in a separate Staff report included as part of the overall package regarding the boundary expansion proposal.

5. Recommendations

THAT the Skeena-Queen Charlotte Regional District not support the boundary expansion as proposed for the following reasons:

1. There does not appear to be a need for additional land required for growth for either industrial or residential purposes in a sustainable manner in that:
 - (a) Prince Rupert's OCP makes provision for a significant amount of industrial growth within its existing boundaries, which is being supported by major investments in infrastructure consistent with the goal of a compact and complete community under its Climatic Action Commitment;
 - (b) Port Edward municipality with the potential to provide servicing has significant additional capacity to accommodate industrial growth;

- (c) An expansion of industrial development to Digby Island at this time appears speculative and lacking an analysis of both the feasibility and need for industrial lands in this location; and
 - (d) Prince Rupert's OCP makes provision for considerable growth in population within a compact urban residential environment, as well as some alternative life style opportunities.
2. Properties within the south-east portion of the Tsimshian Peninsula across from Morse Basin would be more appropriately serviced by Port Edward municipality should local government servicing be required at some future date and the Regional District is not able to provide such services.
 3. The residents of Dodge Cove and Crippen Cove, by remaining outside the municipality, would not have the benefit of municipal servicing in the future and would have no direct political representation on land use matters that could have a major impact on their lives.
 4. The majority of the proposed expansion area is over resource-oriented crown land where provincial responsibility for managing timber and non-timber resources will remain in effect and, where through the applicable Forest Stewardship Plan, view corridors and the community watersheds are being protected.
 5. Influence and management of future development in itself should not be considered a reason for a proposed boundary expansion as a regional district has the same planning authority as do municipalities for the preparation of official community plans, zoning, and requirements for development permits.

List of Referenced Material:

City of Prince Rupert Boundary Extension Proposal referral to J. Merrick on March 20, 2013

City of Prince Rupert Boundary, April 11, 2013 letter to J. Merrick Re: Amendment to City of Prince Rupert Extension Proposal Fee Simple List

Property Details Taken from City of Prince Rupert Map Boundary Expansion

BC On-line Cadastre Mapping

Quality of Life – Official Community Plan Bylaw 3236, 2007, SCHEDULE A, Consolidated to and Including Bylaw No. 3298, 2010 – from Prince Rupert web site

City of Prince Rupert Web Site – Annual Drinking Water Report

Dodge Cove Official Community Plan, Skeena-Queen Charlotte Regional District, Bylaw 199 and Amendment Bylaw 312

Ministry of Environment Community Watershed Data for the Shawatlan Woodworth Community Watershed and for the Dodge Community Watershed

BC Timber Supply North Coast Forest Stewardship Plan (for the Prince Rupert Area) prepared in 2006, revised 2007, and amended in 2008 and 2009.

Municipal Boundary Extension Process Guide, Ministry of Community and Rural Development

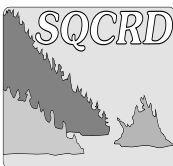
Municipal Boundary Extension Policies Guide, Ministry of Community and Rural Development

Prince Rupert and Port Edward, British Columbia, Canada, Investment Ready Community Profile, City of Prince Rupert, prepared by the Prince Rupert and Port Edward Economic Development Corporation

Web site information titled *Proposed LNG Projects in Northern B.C.*

Web Site titled *Invest in NORTHWEST: Ridley Island Rail and Utility Corridor; Ridley Coal Terminal Expansion; Canpotex Potash Export Terminal; Fairview Container Terminal Expansion; Watson Island Seaport Terminal; Westview Wood Pellet Terminal; Pacific Northwest LNG and TransCanada Natural Gas Pipeline; BC Group LNG and Spectra Natural Gas Pipeline;*

Web site titled *Petroleum News: Imperial Exxon moving on LNG answer BC Prince Rupert invite*



STAFF REPORT

DATE: June 22, 2013

FROM: Tim Des Champ, Superintendent of Waste Management

SUBJECT: Recycling Transfer Station Update

Recommendation:

THAT the Board receives the staff report "Recycling Transfer Station Update";

AND THAT the Board approves the use of up to \$30,500 of Gas Tax funds for the balance of the project;

AND FURTHER THAT the Regional (Mainland) Recycling budget be amended to include \$74,000 as a capital expenditure with offsetting funding comprised of the following:

- **\$18,000 Prince Rupert Port Authority;**
 - **\$17,500 City of Prince Rupert (In-kind contribution);**
 - **\$30,500 Gas Tax Funds; and**
 - **\$ 8,000 Sale of Recycling Baler.**
-

Background:

In February 2013, the Board received a report from staff regarding the construction of a transfer station for the Regional Recycling Depot. At that time, staff was directed to proceed with a grant application to the Prince Rupert Port Authority and Coast Sustainability Trust. Subsequently, the Port Authority confirmed a contribution of \$18,000.

Discussion:

Staff has been working with the City to refine the budget which is now as follows:

General Construction:

| | |
|--------------------------|-----------------|
| Site Prep | \$ 25,000 |
| Fencing & Gate | \$ 15,000 |
| Concrete barrier and pad | <u>\$ 7,500</u> |
| | \$47,500 |

Safety and Security:

| | |
|----------------------|-----------------|
| Lighting and Cameras | \$ 2,500 |
| Signage | <u>\$ 2,000</u> |
| | \$ 4,500 |

| | |
|-------------------|-----------------|
| <u>Bins</u> | <u>\$22,000</u> |
| Total Cost | \$74,000 |

Funding Sources:

| | |
|---------------------------------|-----------------|
| Prince Rupert Port Authority | \$18,000 |
| Sale of Baler | \$8,000 |
| City of Prince Rupert (in-kind) | <u>\$17,500</u> |
| Subtotal | \$43,500 |
| Remaining funding required | \$30,500 |

Staff has recently submitted an application to Coast Sustainability Trust but would like to proceed with the project in order to have it completed by fall. Given the timing and the uncertainty of whether any other grant funding will be received, staff is proposing to use Gas Tax funds of up to \$30,500 to fund the balance of the project. Should additional grant funding become available, the amount of Gas Tax used would be reduced.