

Town of Cochrane Council Report

Meeting:	Regular Council
Meeting Date:	March 12, 2018
Originated By:	Riley Welden, Senior Planner
Title:	Land Use Bylaw Review Project Update
Agenda Item:	7c

RECOMMENDED ACTION

That Council accepts the Land Use Bylaw Review Project Update as information.

STRATEGIC / SUSTAINABILITY PLAN ITEM

Town of Cochrane Strategic Plan:

Guiding Theme 1 - Sustainable Community Building: Together we create a complete community through the balance of environmental, economic, and social infrastructures.

Guiding Theme 2 - Communications: Together we enhance communication by working collaboratively, building positive relationships, and sharing information and resources.

Guiding Theme 3 - Organizational Excellence: Together we create and enhance an effective organization, encouraging continual improvement, innovation, and accountability.

Cochrane Sustainability Plan:

We Build a Culture of Responsibility

Pathway 1: We are a socially responsible and empowered community.

We are Responsible Citizens of the Planet

Pathway 2: We treat water as a precious resource.

Pathway 3: We use energy responsibly and innovatively.

Pathway 4: We contribute to the solution on climate change.

We Live Locally

Pathway 5: We consume the bounty of our local economy.

Pathway 6: Our local economy is healthy and diverse.

Pathway 7: Everyone has an opportunity to pursue their potential in Cochrane.

Pathway 8: We are a caring community that lives and celebrates together.

Cochrane is a Complete Community

Pathway 9: Everyone has a roof over their head.

Pathway 10: There's enough room for everything a community should have.

Pathway 11: Wherever you are in Cochrane, you're close and connected.

Pathway 12: There are diverse options for getting around.

Pathway 13: We Build Cochrane on the strengths of our natural and cultural heritage.

BACKGROUND

Cochrane is one of the fastest growing municipalities in Alberta and has experienced considerable growth and development over the past decade. Since 2008, Cochrane's population rose by nearly 12,000 people and added approximately 6,000 dwellings. This rapid growth

presented Cochrane with new and diverse development trends with an ever-increasing level of complexity. As the size and scale of development continued to rise, so too did the development pressure and nature of the planning challenges facing the community.

A comprehensive review of Cochrane's Land Use Bylaw has not occurred since its adoption in 2004. In 2018, with a population that has more than doubled since that time, the Town is using a land use bylaw intended for a smaller community not experiencing the extensive growth and development challenges it faces today. Administration is concerned that despite the numerous amendments that have occurred over the years, the LUB is outdated and no longer able to respond to the current land use and development needs of its citizens and development industry. As a result, the Town is initiating a comprehensive review and re-write of the Land Use Bylaw to ensure it is current and effective in controlling and regulating land uses and development within the Town of Cochrane.

What is a Land Use Bylaw?

A land use bylaw is the municipality's primary tool to control and regulate how all land is used and developed in the community. Simply explained, it specifies:

- How land may be used;
- Parcel size and dimensions;
- The number and type of buildings or structures that can be considered for development and how they are used;
- Where buildings can be located;
- Building size, form, configuration, orientation, and appearance; and
- Other development considerations, such as parking, landscaping, signage, and lighting.

Essentially, the land use bylaw controls and regulates what can and cannot occur on a parcel of land and how buildings can be placed and constructed on that parcel. It is therefore arguably one of Cochrane's most important documents that has far-reaching implications for how the community is shaped.

MGA Requirements:

The Municipal Government Act (MGA) requires every municipality to pass a land use bylaw and gives the authority to prohibit or regulate and control the use and development of land and buildings within its jurisdiction. It guides how a land use bylaw is to be structured and outlines the required and optional provisions a municipality is to consider when creating a land use bylaw. Generally, this includes:

- Dividing the municipality into different (land use) districts;
- Establishing permitted and discretionary uses;
- Specifying development and subdivision standards and regulations;
- Establishing a method for making decisions on and issuing development permits for any development; and
- Establishing and specifying what conditions can be applied to a development permit.

Planning Policy Implementation:

The land use bylaw is also the principal tool used to implement and realize the Town's vision, goals and objectives established through its overarching guiding policy documents – the Cochrane Sustainability Plan, Municipal Development Plan, and other statutory and non-statutory plans and guidelines. Please refer to Attachment 1. The Town of Cochrane Land Use Bylaw is the critical link between the community's planning aspirations and the physical 'on-the-ground' development. It is therefore essential the land use bylaw reflects and provides the means to carry out the Town's overarching plans.

Project Management Approach

Through the 2018 budget process Council authorized Administration to proceed with a comprehensive review of the Town of Cochrane Land Use Bylaw. Administration has elected to complete the project 'In-house', meaning Town of Cochrane planning staff will both manage the project and draft the new land use bylaw. Administration adopted this approach to ensure the new land use bylaw truly reflects and responds to Cochrane's unique development landscape. The Town's Planning Staff work with the land use bylaw and Cochrane residents, businesses, developers and builders on a daily basis. They are familiar with the community and its needs and are best positioned to understand and effectively address Cochrane's planning and development issues and challenges.

It is important the land use bylaw meets the land use and development needs of its citizens and reflect Cochrane's unique character and natural landscape. Community involvement and participation in the Land Use Bylaw Review Project is integral to its success. Town of Cochrane Administration will actively pursue and utilize community involvement and input throughout the process. Active public and stakeholder participation will ensure a 'Made-in-Cochrane' approach to developing a land use bylaw with the community, for the community.

Project Management Plan Summary

Administration has prepared a project management plan to ensure the successful completion of the project. The project management plan outlines the project's methodology; including the purpose, goals, objectives, scope (process) and timeline. A summary of the project management plan is provided below.

Project Purpose and Goals:

The purpose of the Land Use Bylaw Review Project is to review and update the Town of Cochrane Land Use Bylaw to ensure it achieves the following goals:

The land use bylaw:

1. is current and meets the needs of Cochrane's unique development landscape;
2. is positioned to accommodate future development demands of the community;
3. accommodates the implementation and realization of Cochrane's vision, goals, objectives and policies;
4. provides development certainty to landowners, while maintaining the public interest; and
5. promotes clear, transparent, consistent and equitable decision making.

Project Objectives:

To meet the purpose and goals of the Land Use Bylaw Review Project, the objectives are to:

1. review the Town's land use bylaw, planning policies, and other related guiding documents and legislation and identify misalignment and implementation gaps;
2. inform, consult and involve the community, including key internal and external stakeholders, to identify and articulate land use and development regulatory needs, aspirations, concerns, difficulties and issues;
3. research best practices and strategically develop approaches/strategies that reflect the community's needs and ensure approved planning policies can be implemented;
4. inform and consult the community in the evaluation and review of approaches/strategies;
5. draft a land use bylaw that utilizes the recommended approaches/strategies; and
6. develop a land use bylaw monitoring and implementation strategy.

Project Scope Summary:

The project has been broken into six phases, with each having specific major tasks. Please refer to Attachment 2.

Phase 1: Project Start-Up & Initiation

Major Tasks:

1. Develop Project Charter
2. Develop Project Management Plan
3. Establish Communications & Stakeholder Engagement Approach
4. Present Project Overview to Council (Milestone)

Timing: January - March 2018

Phase 2: Review-Engage-Report

Major Tasks:

1. Publicly Announce Project
2. Internal Review of Land Use Bylaw, Policy, Plans and Legislation
3. Community and stakeholder land use bylaw training and education
4. Engage community, including internal and external stakeholders, to identify land use and development needs, aspirations, concerns, difficulties and issues;
5. Prepare Background Report
6. Present Report to Council (Milestone)

Timing: March – August 2018

Phase 3: Research-Options-Approach

Major Tasks:

1. Research Solutions, Identify Approaches/Strategies to Issues
2. Consult with Stakeholders and Public on Approaches/Strategies
3. Prepare Issues Resolution Summary Report
4. Present Report to Council (Milestone)

Timing: September 2018 – February 2019

Phase 4: Draft-Consult-Establish

Major Tasks:

1. Draft Land Use Bylaw
2. Consult with Community and Stakeholders
3. Consolidate Changes and Final Review
4. Establish Proposed Land Use Bylaw (Milestone)

Timing: March – August 2019

Phase 5: Adoption

Major Tasks:

1. Present Proposed LUB to Council for 1st Reading
2. Hold Public Hearing
3. Present Proposed LUB to Council for 2nd Reading
4. Present Proposed LUB to Council for 3rd Reading & Adoption

Timing: September – November 2019

Phase 6: Implementation-Review & Monitoring

Major Tasks:

1. Publicly Announce Adoption of New Land Use Bylaw
2. Update Website, Forms, Maps etc.
3. Review and monitor New Land Use Bylaw performance and effectiveness
4. Present 6 Month LUB Monitoring Report to Council
5. Present 1 Year LUB Monitoring Report to Council

Timing: December 2019 - November 2020

It is important to note the process outlined in the project management plan is not fixed. Administration will continually monitor and analyze the success of the plan throughout the process, and the plan may be changed or adjusted where it is found it is not achieving its goals and objectives.

Project Organization Model:

The project's organization model consists of three distinct groups: Town Council, Leadership Team, and Working Group & Stakeholders. Please refer to Attachment 3 to review the project organization figure. The roles and responsibilities of each group are outlined below:

Town Council:

- Review and provide input, feedback and direction at major milestones throughout the project (i.e. after each project phase);
- Approve and adopt the new land use bylaw.

Project Leadership:

The Project Leadership consists of the Town's Senior Leadership Team; the Senior Manager, Development Services; and the Manager, Planning Services. Together this group will:

- allocate staff resources;
- provide direction and comments/feedback at regular reporting intervals and for specific issues brought forward by the Project Manager;
- monitor progress against project management plan; and
- oversee and provides direction on project and organizational conflict/issues resolution and change management.

Project Manager:

- leads and manages all aspects of the project including planning, monitoring and execution;
- ensures project goals, objectives, outcomes, deliverables, timing and budget are met;
- leads and manages *Project Working Group* (including Consultants, Project Team, Stakeholders);
- first point of contact for all project matters;
- escalates conflicts/issues, and seeks guidance, direction and decisions as needed throughout the project;
- manages project change; and
- performs project work, including preparing the new land use bylaw (with Project Team).

Project Working Group & Stakeholders:

- *Project Team*: Primary Working Group – a core team who will perform the work outlined in the project management plan; produce deliverables; assist in the preparation of the new land use bylaw; and support the project manager as needed. Departmental Review Group – a group consisting of departmental representatives who will liaise with and

support the project manager by providing input, comments, feedback as needed throughout the project.

- *Consultants*: companies external to the organization who will perform specific work as determined by the project manager.
- *Stakeholders*: residents/citizens, agencies, and specific groups within the community, such as community associations, businesses or business groups, development/building industry, and other groups, agencies or societies that have an interest in, or will be affected by, the land use bylaw review project.

Project Team and Staff Resources:

The majority of the project work will be undertaken and performed by Town staff as part of the Land Use Bylaw Review Project Team. The team consists of two groups: a Primary Working Group; and a Departmental Review Group.

The Primary Working Group consists of the Project Manager, Planning Intern, and all Planning and Communications Staff. The Project Manager is the only full-time staff resource assigned to the project, while Planning and Communication Staff will participate in varying capacities in addition to their existing duties. The Town of Cochrane is participating in the provincial Municipal Planning Internship Program and a planning intern will join the Planning Services Team for the next two years. Although their primary responsibilities will be to assist the Project Manager throughout the Land Use Bylaw Review Project, other non-project related planning and municipal work will be performed by the Planning Intern.

The Departmental Review Group will consist of representatives from each Town section who will participate in limited capacity in addition to their existing duties. A breakdown of the Project Team and the anticipated level of staff project involvement can be found in Attachment 4.

Initial Consultation

Throughout January and February, Administration met with representatives from various Cochrane community associations, business groups, agencies and societies. The goal was to make the groups aware of the project, talk about what the land use bylaw is and why it is important, understand their desired level of involvement in the project, establish preferred communication style, and discuss preliminary concerns and issues. The majority of groups were excited about the project and wanted to be involved.

COMMUNICATION / PUBLIC ENGAGEMENT

Community involvement and participation in the Land Use Bylaw Review Project is key to its success. The Land Use Bylaw Review Project will follow the Town's Public Engagement Policy and adhere to the International Association for Public Participation (IAP2) principles and standards for public engagement and communication. IAP2 promotes and improves the practice of public participation and public engagement in relation to individuals, governments, institutions and other entities that affect the public interest. IAP2 is the recognized best practice for public participation and engagement. Working closely with the Town of Cochrane Communications section, the Land Use Bylaw Review Project will integrate and follow the Town's communication and stakeholder engagement policy, approach and process.

FINANCIAL IMPLICATIONS

Project Budget

Total approved budget: \$251,000

The allocated funds will cover all costs associated with the project, including:

- Staff salary
- Consulting fees
- Expenses, including communications/advertising, printing and materials, facility/meeting room booking, and incidentals.

OPTIONS / IMPLICATIONS

Option 1:

That Council accepts the Land Use Bylaw Review Project Update as information.

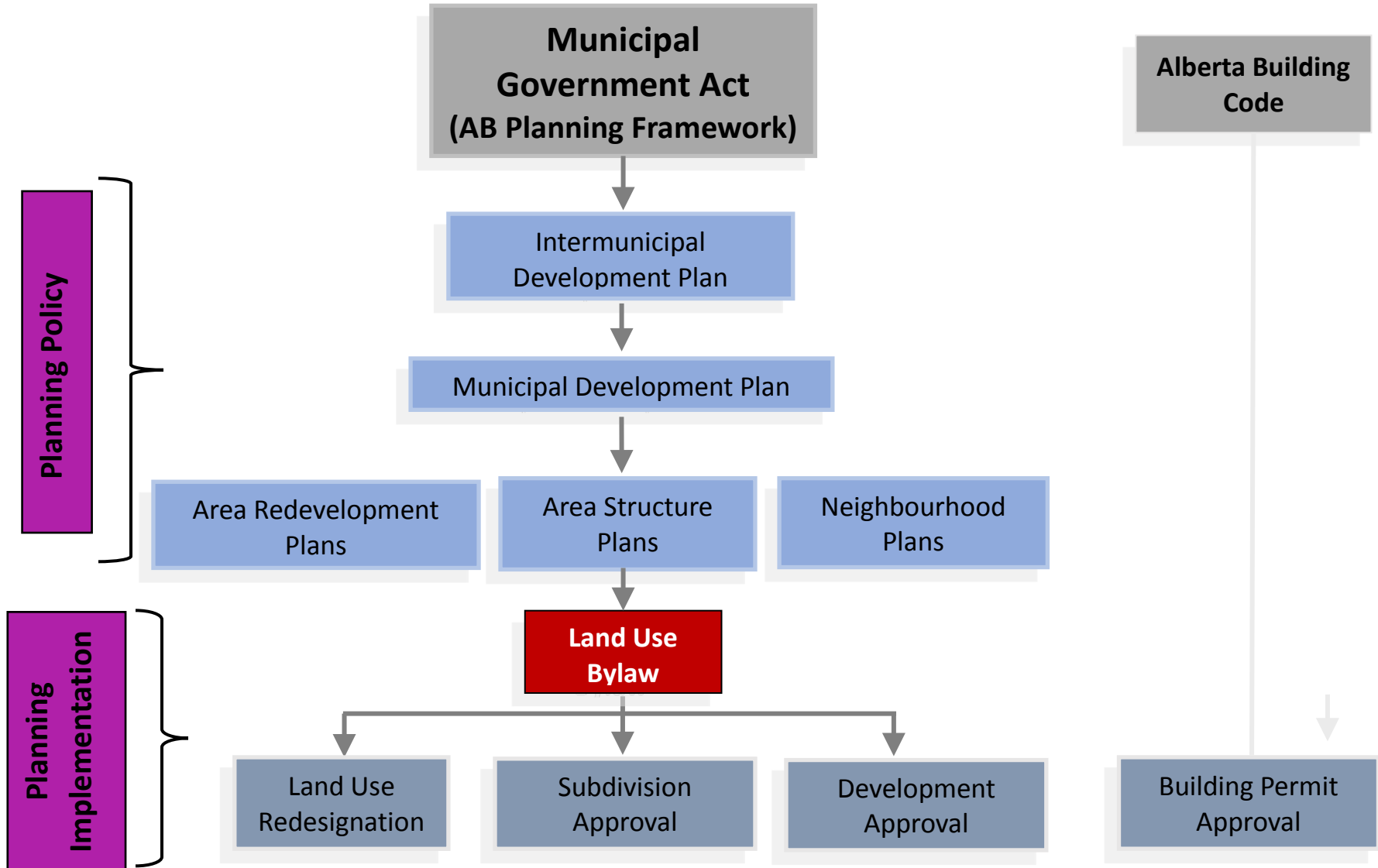
Option 2:

That Council provide Administration with further direction.

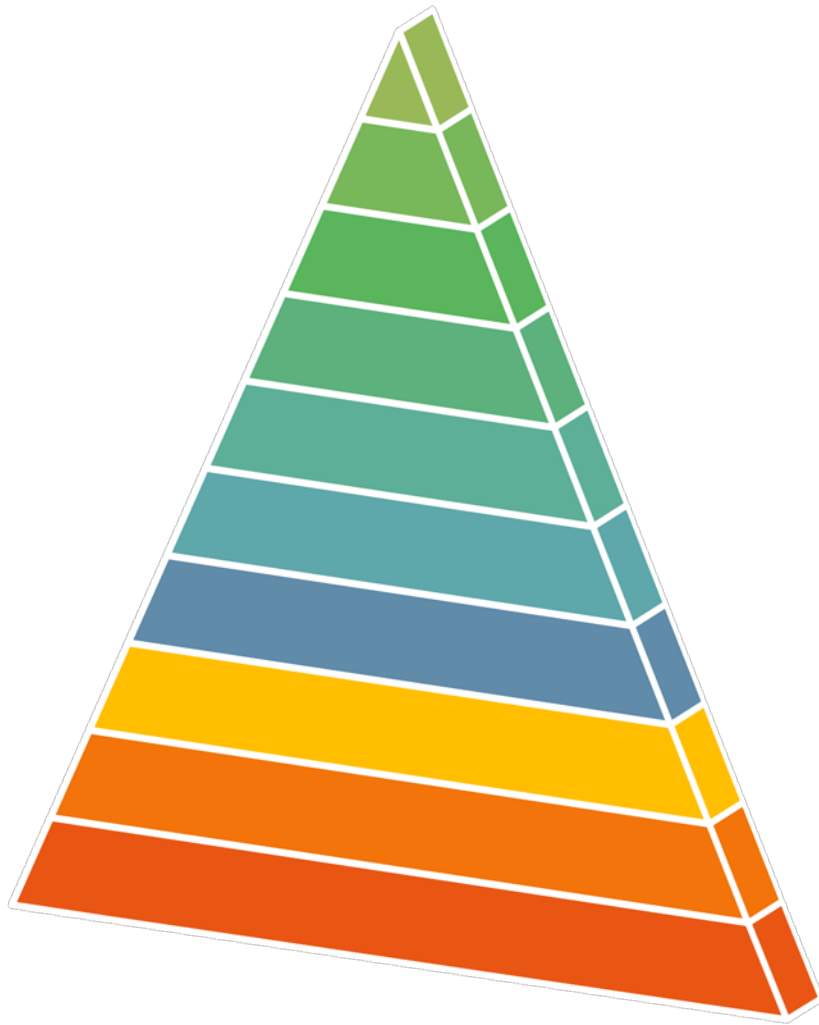
ATTACHMENTS

1. Planning Hierarchy Chart
2. Project Scope Summary
3. Project Organization Model
4. Project Team Outline

ATTACHMENT 1 – PLANNING HIERARCHY



ATTACHMENT 1 Cont.



- Municipal Government Act
- South Saskatchewan Regional Plan
- Growth Management Board
- Cochrane Sustainability Plan
- Municipal Development Plan
- Area Structure Plans
- Neighbourhood Plans
- Land Use Bylaw
- Subdivisions
- DP & BP

ATTACHMENT 2 – PROJECT SCOPE SUMMARY

PHASE
1

Project Start-Up & Initiation

Major Tasks:

1. Develop Project Charter
2. Develop Project Management Plan
3. Establish Communications & Stakeholder Engagement Approach
4. Present Project Overview to Council (Milestone)

JAN-MAR
2018

PHASE
2

Review-Engage-Report

Major Tasks:

1. Publicly Announce Project
2. Internal Review of Land Use Bylaw, Policy, Plans and Legislation
3. Community and stakeholder land use bylaw training and education
4. Engage community, including internal and external stakeholders to identify land use and development needs, aspirations, concerns, difficulties and issues;
5. Prepare Background Report
6. Present Report to Council (Milestone)

MAR-
AUG
2018

PHASE
3

Research-Options-Approach

Major Tasks:

1. Research Solutions, Identify Approaches/ Strategies to Issues
2. Consult with Stakeholders and Public on Approaches/Strategies
3. Prepare Issues Resolution Summary Report
4. Present Report to Council (Milestone)

SEP
2018-
FEB 2019

PHASE
4

Draft-Consult-Establish

Major Tasks:

1. Draft Land Use Bylaw
2. Consult with Stakeholders and Public
3. Consolidate Changes and Final Review
4. Establish Proposed Land Use Bylaw (Milestone)

MAR-
AUG
2019

PHASE

5

Adoption

Major Tasks:

1. Present Proposed LUB to Council for 1st Reading
2. Hold Public Hearing
3. Present Proposed LUB to Council for 2nd Reading
4. Present Proposed LUB to Council for 3rd Reading & Adoption

PHASE

6

Implementation-Review & Monitoring

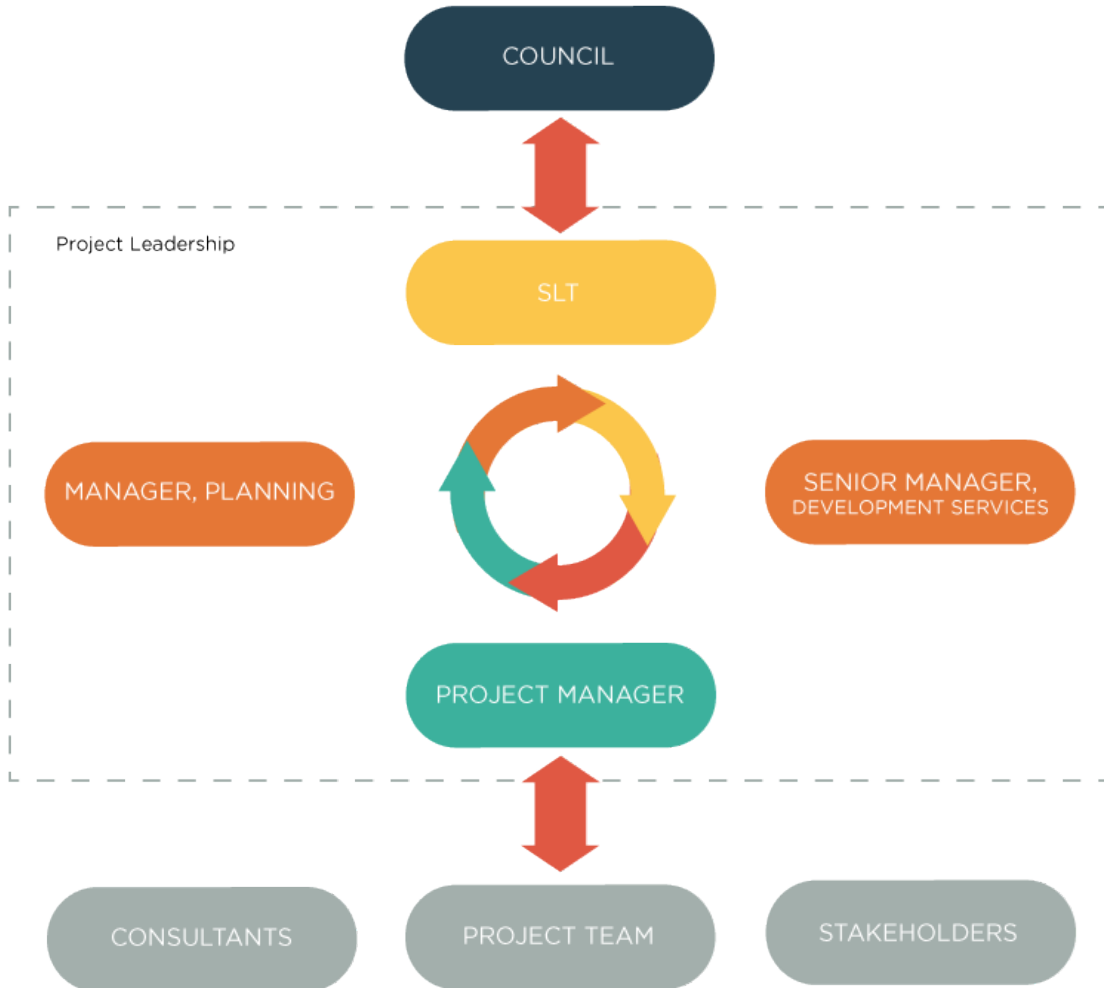
Major Tasks:

1. Publicly Announce Adoption of new Land Use Bylaw
2. Update Website, Forms, Maps etc.
3. Review and monitor new Land Use Bylaw performance and effectiveness
4. Present 6th Month LUB Monitoring Report to Council
5. Present 1 Year LUB Monitoring Report to Council

SEP-
NOV
2019

DEC
2019-
NOV
2020

ATTACHMENT 3 – PROJECT ORGANIZATION



ATTACHMENT 4 – PROJECT TEAM OUTLINE

Project Team Groups	Department/Area	Title	Resource Dedication
Primary Working Group	LUB Review Project	Project Manager	100%
		Planning Intern	90%
	Planning Services	Senior Planner	10-15%
		Planner III	10-15%
		Planner II	<50%
		Planner II	<50%
		Planner I	<50%
		Planning Technician	<50%
	Communications	All Staff	<30%
	Departmental Review Group	Representatives from each Town Division/Section	