



Corporate Report

NO: R088

COUNCIL DATE: APRIL 30, 2007

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **April 19, 2007**

FROM: **Acting General Manager, Planning and Development** FILE: **6520-20**
General Manager, Engineering (South Port Kells NCP #1 –
Anniedale "A")

SUBJECT: **Status Report on the Anniedale "A" Neighbourhood Concept Plan and
South Port Kells Transportation Plan**

RECOMMENDATION

It is recommended that Council:

1. Receive this report as information; and
2. Authorize staff to bring forward a Terms of Reference for a combined Anniedale "A" and "B" Neighbourhood Concept Plan ("NCP"), once a Transportation Concept for the South Port Kells area has been refined and endorsed by the City and by the Province.

INTENT

The purpose of this report is to:

- Provide Council with an update on the Anniedale "A" NCP process and on the status of the South Port Kells Transportation Plan; and
- Seek Council's authorization to suspend work on the Anniedale "A" NCP and instead commence a planning process for an NCP for the combined Anniedale "A" and "B" area, once major transportation issues have been resolved.

BACKGROUND

The NCP Process

On April 7, 2003, Council initiated the preparation of a General Land Use Plan for the South Port Kells area (Corporate Report No. R063). The decision to proceed with a

General Land Use Plan at that time was in response to a petition received from owners in the Anniedale area, expressing a strong desire to move forward with an NCP, given that their community was to be significantly impacted by three major regional highways projects.

On March 1, 2004, Council authorized staff to establish boundaries for NCPs in the South Port Kells area. On May 30, 2005, Council adopted the South Port Kells General Land Use Plan as a basis for the preparation of more detailed NCPs (Corporate Report No. C010), and approved the Terms of Reference for the Anniedale "A" NCP (Corporate Report No. R107). The Anniedale neighbourhood was divided into Areas "A" and "B", and the relatively small, 93.5 hectare (231 acre) Anniedale "A" study area was targeted for immediate NCP work (see map attached as Appendix 1). This was due to the desire to resolve issues in the area recognizing that properties would be heavily impacted by the new arterial road to be constructed through the community in conjunction with the new Golden Ears Bridge.

The NCP process for Anniedale "A" began in the fall of 2005 in conjunction with ongoing work associated with the South Port Kells Transportation Plan. A Citizens' Advisory Committee ("CAC") was formed and has met on a regular basis to guide the development of a more detailed land use concept for the Anniedale "A" area.

Progress toward resolution of a recommended Stage 1 NCP for Anniedale "A" has been challenging as a result of the servicing and land use issues described below. At the CAC meeting of November 9, 2006, City staff and the CAC discussed the possibility of suspending the current planning process and commencing a new one covering a larger area that would include the Anniedale "B" area. It has become increasingly evident that developing a plan for Anniedale "A" on its own is not viable from a transportation, servicing or financial perspective. Those present at the meeting acknowledged the merits that a larger NCP area and planning process may provide.

DISCUSSION

Sanitary Servicing

The sanitary sewer concept contained in the South Port Kells General Land Use Plan anticipated that much of the area would connect by gravity sewer, northward via a future twinning of the Port Kells trunk line to the future GVRD Trunk extension. Given this routing, the Anniedale "A" area was expected to be the easiest NCP area to service.

Subsequently, revised information, provided by the Greater Vancouver Sewer and Drainage District ("GVS&DD") has revealed that the hydraulic grade line in the GVS&DD trunk is too high to allow direct connection of the South Port Kells area.

The City has since refined the sanitary servicing strategy for South Port Kells. The study concluded that all sewage in the area would flow to the closest GVRD trunk sewer, being the North Surrey Interceptor that is being extended by the GVRD to 173 Street and 104 Avenue by the end of 2007 (see map attached as Appendix II). To service South Port Kells, a gravity main would need to be constructed, generally along 173 Street from 104 Avenue to Highway 1 and a force main would need to be constructed continuing

under Highway 1 to approximately Highway 15 and 96 Avenue. Sewage generated in South Port Kells would be drained by gravity flow to local pump stations to be pumped back through the new force and gravity main to the North Surrey Interceptor extension at 173 Street and 104 Avenue.

Servicing in the South Port Kells area will be expensive. It has become clear through a detailed analysis of the sanitary sewer servicing, that the land area needed to finance the construction of the initial infrastructure would have to be significantly larger than the area of Anniedale "A". A larger development area will assist developers to be able to front-end needed services. This larger area should encompass both the Anniedale "A" and "B" NCP areas.

Transportation and Land Use Issues

Major provincial and regional highways converge in the South Port Kells area, making it an area that is unlike any other in the Lower Mainland (see map attached as Appendix III):

- The Golden Ears Bridge ("GEB") connector, under the jurisdiction of TransLink, will connect Surrey with the new Fraser River Crossing. The GEB Connector will traverse the Anniedale area south of 96 Avenue. It will intersect with Highway 15 at a new location, south of the existing intersection with 96 Avenue;
- The Gateway Program (Ministry of Transportation) will be responsible for the widening of Highway 1, as well as the widening of Highway 15, between 88 Avenue and Highway 1. These improvements will eliminate direct access from properties fronting on Highway 15 and to the GEB Connector.

A significant amount of transportation computer modelling has been undertaken in conjunction with the South Port Kells Transportation Plan and the Anniedale "A" NCP. Through the transportation planning process, significant challenges have emerged in relation to:

- Ensuring that sufficient access is provided to properties in the South Port Kells community from the new and upgraded regional transportation facilities;
- Ensuring that the new regional and provincial road system is designed to provide for sufficient road and intersection capacity to provide for the land uses which are proposed for the neighbourhoods and the employment areas within South Port Kells; and
- Ensuring that the Province and TransLink account for Surrey's future population and employment needs in creating regional-serving facilities that will impact this area.

From December 2005 to January 2007, several inter agency meetings were held with staff from Gateway (MoT), TransLink and the GVRD, to focus on the access needs of Anniedale "A" NCP area within the context of regional land use and transportation plans. The degree of access required would depend upon the amount and type of traffic generated in the Anniedale triangle, which in turn is determined by the type of land use.

A single, signalized intersection at 180 Street, as shown in the General Land Use Plan, would service the amount of traffic generated by light industrial uses.

Even with a land use in the triangle that generates low traffic levels, additional access points and some intersection improvements would be required. These could include:

- A revised design of the intersection of Highway 15 and the GEB Connector;
- An overpass across Highway 15 at 93A Avenue, rather than at 92 Avenue, as was shown in the South Port Kells General Land Use Plan, in order to relieve congestion and to avoid the sightline challenges present at the bottom of the 176 Street hill;
- A partial interchange at 192 Street (rather than at Harvie Road) and Highway 1 (consisting of ramps to and from the west); and
- A limited service road paralleling Highway 1 from approximately 179 Street to 184 Street.

These proposed transportation solutions impact land use both within and beyond the boundaries of Anniedale "A", and need to be the subject of further public consultation in the complete South Port Kells area, as they would potentially have impacts on land uses as set out in the broader General Land Use Plan.

In order for the City to proceed with necessary planning for the future of South Port Kells, it is critical that a broader transportation concept be developed and approved. Such a concept would need to outline how traffic will be accommodated in the South Port Kells area and where land may need to be secured for future transportation infrastructure. These solutions must extend beyond the boundaries of Anniedale "A" and will impact decisions on future land uses and densities throughout the South Port Kells General Land Use Plan area. It is expected that it will be a number of months before these transportation details are resolved. When these critical road components have been identified and endorsed, a further report will be submitted to seek Council's authorization of a Terms of Reference for the planning of the combined Anniedale "A" and "B" area.

Proposed Anniedale NCP and Resource Limitation

Appendix IV documents the Anniedale "A" consultation process to date. In light of the above discussion, it is proposed that the current process be suspended and at the appropriate time, a Terms of Reference be brought forward for an NCP for the combined Anniedale "A" and "B" NCP areas. The combined Anniedale area would be approximately 285 hectares (700 acres). The boundaries are proposed to correspond to those previously approved by Council for the Anniedale "A" and "B" NCP areas in the South Port Kells General Land Use Plan. A combined Anniedale NCP is considered prudent and essential from transportation, servicing and land use perspectives.

The majority of current Anniedale "A" CAC members have indicated that they would be interested in serving on a new Anniedale CAC, despite some disappointment at the challenges encountered during the Anniedale "A" process. The Anniedale "A" CAC has demonstrated an ongoing commitment to planning for the future of their community.

It is expected that through the remainder of 2007, staff resources will be deployed to work on a number of pressing initiatives, including the Sustainability Charter, the Employment Land Strategy, the Semiahmoo Town Centre and Surrey City Centre Plan updates, the Cloverdale Town Centre, as well as the Official Community Plan Review. Further, Council has authorized three Grandview Heights NCPs to commence upon completion of Stage 1 of the Grandview Heights NCP #2.

It is expected that critical transportation elements for the South Port Kells area will be advanced this year. These include further identification of Gateway's plans and TransLink's ongoing construction of the GEB Connector. Additionally, the GVRD will extend the North Surrey Interceptor by the end of 2007. These servicing and transportation time frames align with the estimation of staff resource availability later this year and into 2008.

CONCLUSION

Given the interdependence of transportation, servicing and land use issues discussed above, work should not continue on the Anniedale "A" NCP on its own. Staff will continue to work, in consultation with the Minister of Transportation, Gateway Program staff and TransLink, to come to resolution on an overall Transportation Concept to meet the requirements of the South Port Kells area, in a manner that will ensure adequate access and provide the framework for the planning of a complete community. When these transportation components have been identified, it is proposed that a Terms of Reference for a combined Anniedale "A" and "B" NCP will be brought forward for Council's consideration. It is recommended that the Terms of Reference not be brought forward and work on NCPs in the area not be initiated until such time as the Transportation Concept has been refined and endorsed by Council as well as the Province. At the appropriate time(s) in that new planning process, an open house on the South Port Kells Transportation Plan, and any related changes to the General Land Use Plan, will be convened.

How Yin Leung
Acting General Manager
Planning and Development

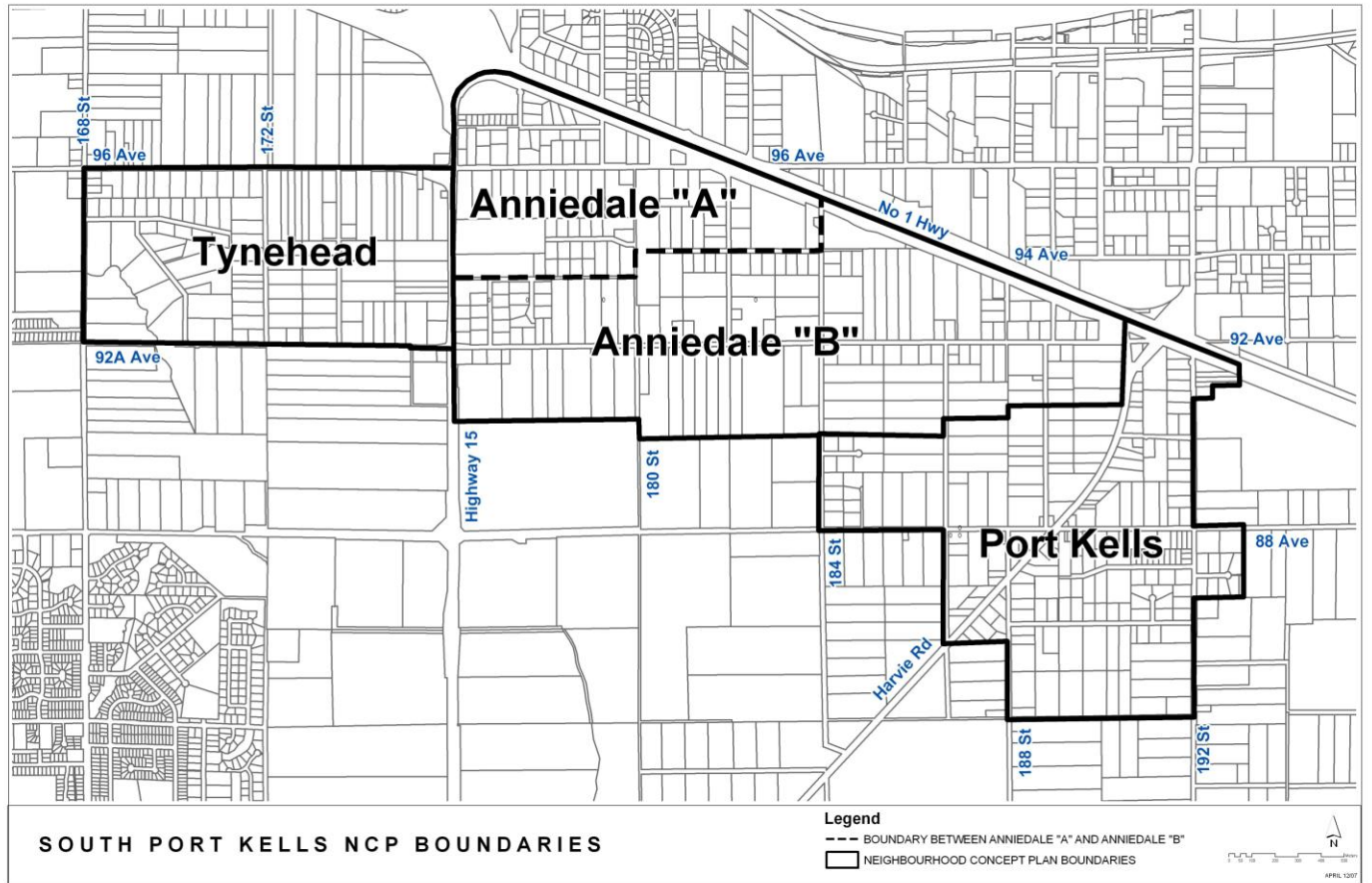
Paul Ham, P.Eng.
General Manager, Engineering

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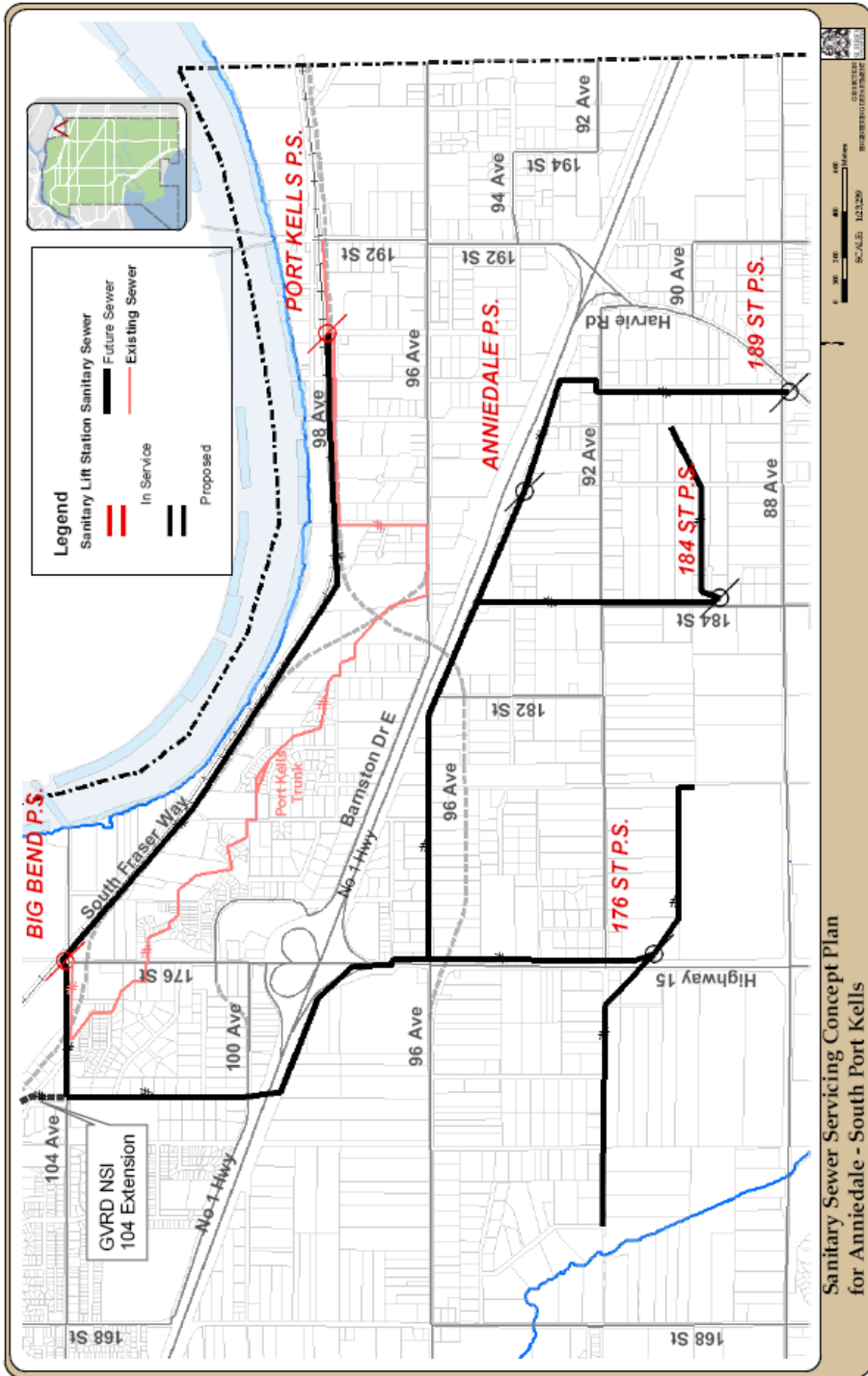
Attachments:

- Appendix I Anniedale "A" NCP Boundaries
- Appendix II Conceptual and Existing Sanitary Sewer Alignments in the South Port Kells Area
- Appendix III Future Transportation Network in the South Port Kells Area
- Appendix IV Chronology of Consultation for Anniedale "A" NCP

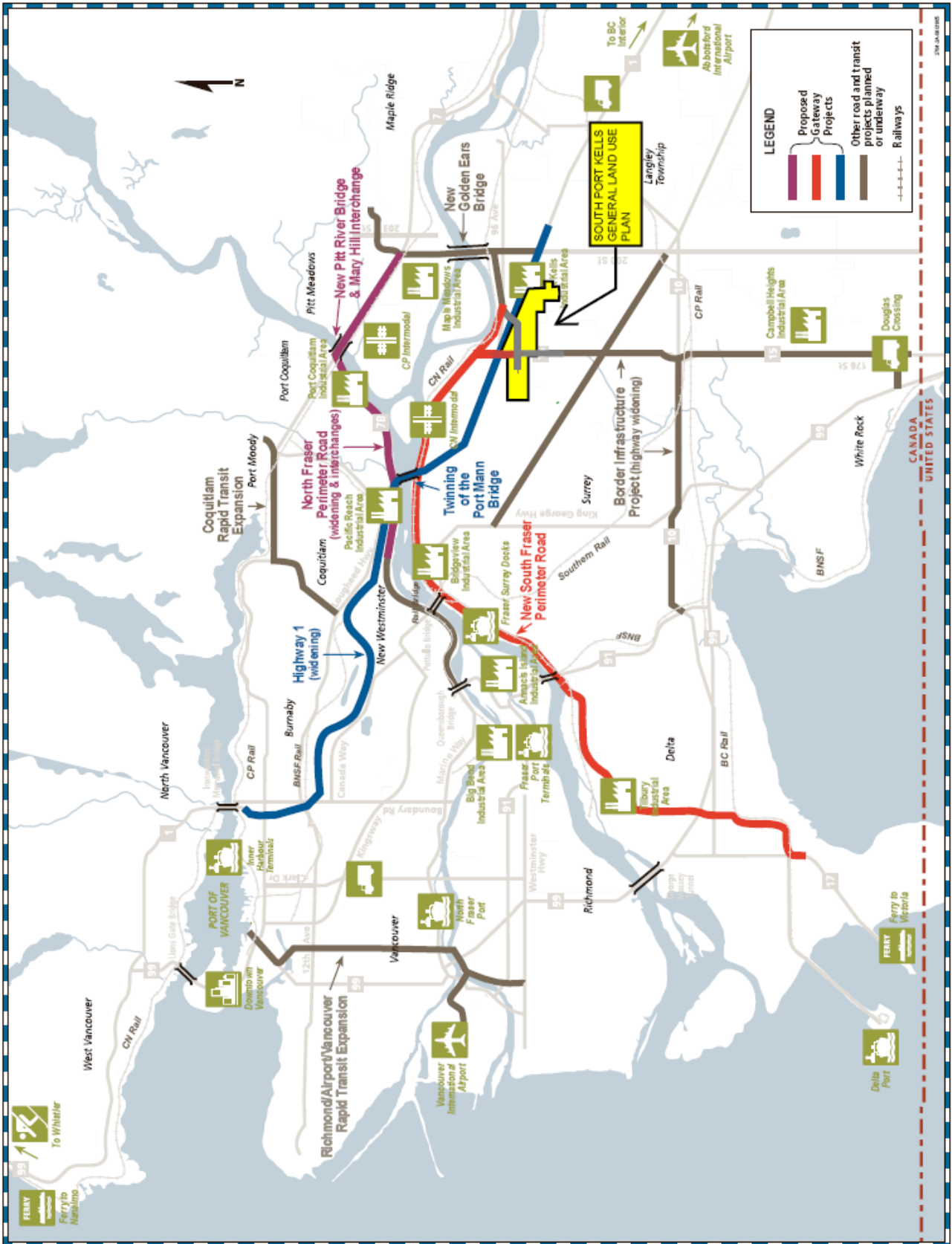
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Conceptual and Existing Sanitary Sewer Alignments in the South Port Kells Area



Future Transportation Network



Chronology of Consultation Activities
Anniedale "A" Neighbourhood Concept Plan

Date	Type of Meeting	Purpose
September 9, 2004	Meeting with the Triangle Residents of South Port Kells	<ul style="list-style-type: none"> To hear property owner and resident views on future land uses and issues in the triangle area To provide an update on the status of major transportation projects that may have an impact on the triangle area
July 19, 2005	Staff NCP Visioning Workshop	<ul style="list-style-type: none"> To discuss start-up of NCP planning process
September 12, 2005	Inter-Agency Meeting	<ul style="list-style-type: none"> To introduce and provide a brief overview of the NCP planning process commencing for Anniedale "A" To identify agency preliminary issues
September 22, 2005	Public Meeting	<ul style="list-style-type: none"> To launch planning process and receive confirmation of CAC members
October 13, 2005	CAC Meeting	<ul style="list-style-type: none"> First Anniedale "A" NCP CAC Meeting
December 2, 2005	Meeting with TransLink, GVRD Parks	<ul style="list-style-type: none"> To discuss & receive feedback on specific transportation issues & concepts
December 8, 2005	CAC Meeting	<ul style="list-style-type: none"> Anniedale "A" NCP CAC Meeting
February 9, 2006	CAC Meeting	<ul style="list-style-type: none"> Anniedale "A" NCP CAC Meeting
March 2, 2006	Heritage Workshop #1	<ul style="list-style-type: none"> To gather additional information on the history and heritage of the area, and to confirm the information contained in the South Port Kells Heritage Study.
March 30, 2006	Heritage Workshop #2	<ul style="list-style-type: none"> To explore options and recommendations for the commemoration, preservation and integration of the history and heritage of the area into the NCP.
April 6, 2006	CAC Meeting	<ul style="list-style-type: none"> Anniedale "A" NCP CAC Meeting
June 22, 2006	CAC Meeting	<ul style="list-style-type: none"> Anniedale "A" NCP CAC Meeting
July 27, 2006	Transportation Inter-Agency Meeting	<ul style="list-style-type: none"> Review status of transportation initiatives in the South Port Kells area and obtain feedback on preliminary transportation plan
August 24, 2006	CAC Meeting	<ul style="list-style-type: none"> Anniedale "A" NCP CAC Meeting
September 14, 2006	CAC Meeting	<ul style="list-style-type: none"> Anniedale "A" NCP CAC Meeting
October 3, 2006	Transportation Inter-Agency Meeting	<ul style="list-style-type: none"> To discuss details of the preliminary South Port Kells transportation plan
October 6, 2006	Environmental Review Committee	<ul style="list-style-type: none"> To review watercourse classifications
October 18, 2006	Environmental Advisory Committee	<ul style="list-style-type: none"> To receive feedback on findings of the Environmental Consultant
November 9, 2006	CAC Meeting	<ul style="list-style-type: none"> Anniedale "A" NCP CAC Meeting
November 15, 2006	Transportation Inter-Agency Meeting	<ul style="list-style-type: none"> To review issues related to the preliminary South Port Kells transportation plan and to renew commitment to work together
January 17, 2007	Transportation Inter-Agency Meeting	<ul style="list-style-type: none"> To examine municipal, regional and provincial connectivity in South Port Kells