

CORPORATE REPORT

NO: R212 COUNCIL DATE: November 16, 2009

REGULAR COUNCIL

TO: Mayor & Council DATE: November 16, 2009

FROM: General Manager, Planning and Development FILE: 6520-20 (SPK)

General Manager, Engineering

SUBJECT: Update on South Port Kells Anniedale-Tynehead Neighbourhood Concept

Plan - Draft Land Use Concept Options

RECOMMENDATION

The Planning and Development Department and Engineering Department recommend that Council:

- 1. Receive this report as information; and
- 2. Authorize staff to hold a public open house to seek feedback on draft Land Use Concept options for the South Port Kells Tynehead-Anniedale Neighbourhood Concept Plan ("NCP"), as illustrated in Appendices I and II of this report.

INTENT

The purpose of this report is to obtain Council's authorization to proceed to a public open house with draft Land Use Concept options for the South Port Kells Tynehead-Anniedale NCP. Two draft options have been developed for the area, based on extensive consultation with the local Citizens' Advisory Committee, project consultants and other stakeholders. Feedback received at the Public Open House will assist in identifying a preferred Land Use Concept for Anniedale-Tynehead NCP Area. A final preferred Land Use Concept will be recommended in a further report to Council and will be taken to an additional open house, prior to Council's approval of the Stage 1 NCP. This is expected to be completed in early in 2010.

BACKGROUND

In June 2005, Council approved the South Port Kells General Land Use Plan as the basis for preparing future NCPs in the area (Appendix III). The South Port Kells General Land Use Plan divided the area into three distinct neighbourhoods (Anniedale, Port Kells, and Tynehead). The Anniedale neighbourhood was further divided into two parts, Anniedale Area "A" and Anniedale Area "B" to advance planning for the area that was most significantly impacted by new highway construction. However, as the NCP process progressed, it became evident that the high cost of servicing, as well as the uncertainty of access points from the Provincial and Regional transportation works, would impact the ability to complete an NCP for Anniedale Area "A".

As a result, at its Regular meeting on April 19, 2007 Council directed staff to suspend additional work on the Anniedale "A" NCP and instructed staff to commence a planning process for an NCP for the combined Anniedale "A" and "B" areas, once major transportation issues had been resolved. (2007 Corporate Report No. Ro88).

By late 2008, the Ministry of Transportation and Infrastructure had advanced work on the design of the Highway 1 widening project to the point where City staff and the Ministry could undertake a more in depth review of various options, and draft plans and models related to the design of the intersection of Highway 15 and the Golden Ears Connector, and the design of a 192 Street partial interchange with Highway 1.

Support for proceeding with a combined Anniedale and Tynehead NCP was expressed through a petition signed by 125 individuals representing 116 properties. This petition was received by Council on February 9, 2009. The petition requested that Council authorize staff to initiate the groundwork for an Anniedale "A", "B" and Tynehead combined NCP.

In March 2009, Council considered Corporate Report No. Ro34 and authorized staff to prepare a Terms of Reference for the Preparation of an NCP for the Anniedale-Tynehead NCP covering area highlighted in Appendices I and II.

The NCP area covers approximately 374 hectares (924 acres) and is generally bounded by Highway 1 and 96 Ave to the north and 168 Street to the west. The southern boundary is established generally by the Agricultural Land Reserve ("ALR") between 168 and 184 Streets and an approximate alignment with 90 Avenue, jogging northward from 184 Street to Harvie Road. The eastern boundary is Harvie Road's termination at Highway 1. There are approximately 374 individual properties in this NCP area. The current zoning is predominantly RA One-Acre Residential Zone and A-1 General Agriculture Zone.

A start-up community meeting for the NCP planning process was held on May 11, 2009. A Citizens' Advisory Committee ("CAC") was formed at that time and has met on a regular basis to assist with and provide local input into the development of the plan. The two draft options presented in this report are based on input received throughout the planning process and have been reviewed with the CAC. It is intended that these options be presented to the general public for broader feedback. A tentative open house date has been scheduled for November 25, 2009.

DISCUSSION

The Planning Process

The planning process for Anniedale-Tynehead has included monthly meetings of the CAC and numerous meetings and conversations with property owners, stakeholders and other interested parties. In addition to regular CAC meetings, other key meetings have included the following:

- Inter-Agency Meetings on June 17, 2009 and October 16, 2009;
- Presentation to Environmental Advisory Committee on October 21, 2009; and
- Presentation to Agricultural Advisory Committee, November 5, 2009.

Overview of Draft Options for Anniedale-Tynehead

The South Port Kells General Land Use Plan identified a series of guiding principles that were intended to provide direction for future NCPs in this area. Through an exercise on sustainability and development, the Anniedale-Tynehead CAC members incorporated these guidelines, along with direction from the City's Sustainability Charter, to form the Anniedale-Tynehead Guiding Principles (Appendix IV). The draft options (Option A and B) presented in this report have been based on these Guiding Principles.

Both Land Use Plan options provide for a complete community that includes residential, employment, schools and recreational uses on a tight grid street network. Housing types include apartments and townhouses, as well as single family detached houses. Cluster residential designations have been recommended to assist in the protection of environmentally sensitive areas and also to ensure effective buffer transitions next to the ALR areas.

Three commercial nodes are proposed, with a larger node at Highway 15 and two smaller nodes in the eastern and western parts of the NCP. The residential densities are highest around the commercial cores and decrease gradually from the nodes. Employment lands, located along Highway 1, are envisioned as a mixture of industrial and business park uses with good access to the Provincial and Regional transportation networks. The employment lands in the NCP area are projected at build out to be capable of accommodating approximately 7,000 to 9,000 jobs.

The network of parks and open space are designed to provide both active and passive recreation. Both land use options propose four neighbourhood parks and one large community park. These parks are linked through a system of trails and walkways.

The differentiating features of each option are described below:

Option A

Land Use Option A shows three commercial centres, with the largest commercial node located on both sides of Highway 15. Within the large-scale commercial centre, a smaller village component is proposed on the west side of Highway 15 and a mixed-use commercial component is proposed on the east side of the Highway. Two smaller village commercial areas are proposed with one to be located at 96 Avenue and 168 Street and the other at 92 Avenue and 184 Street.

The employment lands in Option A are shown as one continuous area along Highway 1, with a frontage road that is designed to facilitate the flow of industrial traffic between this area and Golden Ears Way, 192 Street, and Highway 15, without having to travel through residential neighbourhoods.

Option B

Land Use Option B also provides for three commercial nodes; however, the large scale commercial component is located entirely on the east side of Highway 15. This option locates the large-format commercial component closer to the highest residential densities on the east and allows the Tynehead portion of the Plan to the west of Highway 15 to retain its village-like character.

In this option, the village centre at 92 Avenue and 184 Street is shown as two smaller scale centres on either side of 184 Street, rather than one centre on the west side of 184 Street. This formation will allow for smaller scale development that is integrated with the adjacent townhouse residential uses.

To preserve a valuable stand of trees and a wildlife corridor, Option B separates the Business Park and Industrial lands with a green buffer area and cluster residential development. As a result, some of the industrial traffic will need to travel along 180 Street adjacent to higher density residential development.

Sense of Place & Identity

Several elements have been proposed to create and to reinforce a sense of place and identity for the Anniedale-Tynehead NCP. This will be accomplished through the inclusion of neighbourhood squares and gathering spaces, as well as gateway features, viewpoints, view corridors, and park & trail systems throughout the NCP.

Both land use options identify areas for Community Gathering Spaces and Neighbourhood Squares that are envisioned as destinations where the community will gather to socialize and take part in various activities. These public spaces would include amenities such as seating, public art, outdoor cafes and activity spaces for community and cultural programming, special street standards, entrances features, and trail and pathway linkages. These community spaces would also incorporate the heritage character of the area and be designed using the *Placemaking and Public Space Guidelines* from the work of the consultants known as the "Project for Public Spaces". The specific details of these spaces will be designed as the Plan development process moves into Stage 2.

In addition to neighbourhood squares, gateway features have also been proposed on 96 Avenue at 172 Street to mark the entrance to Tynehead Regional Park and the future perimeter trail around that park.

Viewpoints and view corridors are another important key element in creating a sense of place and identity for Anniedale-Tynehead. A treed bluff area currently exists on the sloped area to the east of Highway 15, looking northward into the Plan area. This green area will be preserved through the use of cluster housing. Density from the treed area will be transferred to lands higher up on the slope so that the overall density per acre is maintained. A public trail proposed along the ridge will have specific viewpoint areas identified. These locations will capture views into the farmlands to the south and also incorporate public seating and signage.

Heritage

Donald Luxton & Associates prepared two heritage studies for South Port Kells. The first study was completed in April 2005 as part of the process of preparing the South Port Kells General Land Use Plan and included the entire South Port Kells area. The second study was completed in November 2006 as part of the planning process related to the Anniedale "A" NCP and was focused on the Anniedale "A" area.

The studies recommend the conservation of the Tynehead Hall as a heritage precinct area as well as the protection of Heritage Register sites in the area and the preservation of other sites of heritage value. In cases where preservation of a site with heritage value is not possible, the study

recommends that documentation, commemoration and heritage interpretation be included as part of the redevelopment of the site.

Within the NCP area, sites with heritage value and/or sites on the Heritage Inventory or Register include the following:

- Tynehead Community Hall (currently on Heritage Register);
- Beaton Store, 1929;
- Old Anniedale School (currently on Heritage Register);
- Harbidge House, 1937;
- Witzer Residence, c. 1936;
- Likila House, c.1930;
- Charles Perkins Memorial Tree, 1919;
- Whiting House, c.1930;
- Rae House, c.1930s; and
- Walkington House, 1907-08.

As the NCP process moves forward, the details of these sites will be reviewed by the Heritage Advisory Commission and the NCP will contain more detailed recommendations regarding each site.

School and Community Amenities

Based on the projected housing unit numbers and population projections, the NCP area could support up to three elementary schools. Staff will continue to meet with School District staff as the NCP process moves toward a Stage 1 Land Use Plan to finalize the number and locations of the future schools for the Plan area.

The proposed school sites have been located either adjacent to or in close proximity to the proposed park sites.

Transition with the Agricultural Land Reserve

The southern portion of the Anniedale-Tynehead NCP borders the ALR. The South Port Kells General Land Use Plan shows an "ALR Buffer and Future Study Area" along this boundary. The Official Community Plan promotes compatibility between the ALR and non-agricultural land uses, including the use of buffers and land uses that are compatible with farm operations. The OCP also recognizes significant grade changes, major roads and natural features in determining an appropriate transition between urban areas and the ALR.

City Policy No. O-23, "Residential Buffering Adjacent to the ALR/Agricultural Boundary", identifies a transition area and provides for densities of 1-2 units per acre within the Outer Ring Transition Area of 200 metres from the ALR boundary and densities of approximately 4 units per acre within the Inner Ring Transition Area of at least 400 metres of the ALR boundary.

However, the direct application of Policy No. O-23 may not be the most effective approach for the entire ALR boundary in this NCP area. Most of the edge condition at the south end of the NCP area has a significant grade change which creates a natural separation between the ALR lands and the lands to the north within the NCP.

The use of cluster housing could allow for a large buffer (approximately 200 metres wide in most areas), between the ALR lands to the south and the lands in the Plan area. The buffer area would be achieved by transferring the development potential of this area adjacent to the ALR onto the lands further up the slope.

A presentation to the City's Agricultural Advisory Committee ("AAC") was made on November 5, 2009, regarding the NCP transition area with ALR. The AAC agreed with the overall concept of providing a larger buffer area between the ALR lands and the NCP area based on the concept of a density transfer. There were concerns, however, with the amount of density that would be required, as the proposed densities exceeded the current densities allowed under Policy No. O-23. The AAC requested that staff bring additional information back to the AAC with regard to implementing the cluster designation.

Floodplain Study Area

Lands on the western edge of the Plan are located within the 200 year flood plain of the Serpentine River. These lands are also located in close proximity to the ALR lands to the south, with little or no elevation change.

The development potential of these lands will require careful consideration and additional study in a number of different areas. A 30-metre setback area from the top of bank of the Serpentine River will need to be established to allow for meandering of the Serpentine River. In addition to the setbacks, these lowlands will require considerable amounts of fill (in some areas between four and five metres) to bring them above floodplain elevation. Due to the large amount of fill, the lands will also require geotechnical assessments to determine the stability of the soil to withstand the weight of the fill.

Given the multiple constraints to which they are exposed, the density for these lands has been established at two units per acre at this stage. As the NCP process moves forward, further study will be needed to determine if this density is appropriate.

Environment

Madrone Environmental Consultants were retained to prepare an Environmental Assessment for the NCP area, which provided the necessary background information to develop land use options. The environmental study provided an up-to-date inventory of all vegetated areas, sensitive ecosystems, potential wildlife linkages, and other ecologically important features. The findings of the report are organized by the following categories:

- Bedrock Geology and Surficial Materials;
- Soils and Terrain;
- Hydrology and Groundwater Recharge;
- Vegetation and Ecosystems;
- Riparian Areas and Fish Habitat; and
- Wildlife Assessment.

The NCP area is divided by a broad, north-west/south-east ridge, separating the area into two distinct watersheds, one flowing to the upper Serpentine River in the south-west, and the other flowing to the Fraser River to the north-east. Slopes are generally gentle, with a section of steeper south facing ridgeline adjacent to the ALR lands of Anniedale "B" area. Vegetation in the study area includes a mix of native second growth forest (37%), rural residential properties (33%), cultivated or old fields (25.4%), and wetlands (< 0.2%). There are over 150 hectares of high-value and important ecological significant lands noted in the report.

Significant riparian areas include the Serpentine River, Leoran Brook, Latimer Creek, and several modified roadside ditches and seasonal drainage paths. Fish habitats in some areas of the Plan have been modified over time through ditches and channelling. The study identified opportunities for habitat restoration and/or enhancement of stream flows. In addition, there are many opportunities to plan for and preserve connectivity between identified wildlife hubs. The relatively low impact of human development in the area is advantageous for reserving wildlife travel corridors and for preserving ecologically significant lands in future development plans. This has been identified in the Land Use Plan options.

A presentation was made to the City's Environmental Advisory Committee ("EAC"). The EAC requested that staff bring back additional information as the NCP process continues on the following matters:

- How the cluster designations will work with regard to minimum parcel sizes for development in each environmentally sensitive area;
- The results of the ISMP work that will be carried out during Stage 2; and
- Which specific wildlife corridors will be maintained?

Parks, Open Space and Recreational and Natural Areas

The Land Use Plan proposes a network of parks and open space throughout the NCP area to provide active and passive recreational opportunities for residents as well as to facilitate habitat connectivity and tree preservation. The new parks build on the existing foundation of open space provided in the community by Tynehead Regional Park and Bothwell Park.

The two Plan options identify five significant park sites, including one community park and four local neighbourhood parks in the NCP area. The community park is located south of 92 Avenue at 184 Street, adjacent to the proposed elementary school and local commercial node. This site has panoramic vistas of the ALR to the south and will create a significant site for community gatherings and contribute greatly to place making. The community park could support playing fields, a playground, a water park, a walking loop and other active amenities as well as an enhanced natural area along the toe of the slope to promote habitat connectivity and to buffer the ALR. The other four park sites are neighbourhood parks within easy walking distance of residential neighbourhoods and will provide opportunities for casual, active and passive recreation while also enhancing the habitat connectivity of the entire NCP.

Information from the environmental assessment by Madrone has been incorporated into the planning of the park and open space locations to assist in preserving and enhancing existing habitat nodes and corridors, as well as protecting areas with significant trees. Important riparian corridors will be protected through parkland dedication and further enhance habitat connectivity.

The Plan accommodates several significant greenways to promote a walkable community and maintain habitat connectivity. The Tynehead and Golden Ears Greenways follow the Terasen Gas right-of-way, south of 96 Avenue, across the entire NCP area, ensuring connections to the City-wide Greenway network and to Tynehead Regional Park. There are also several neighbourhood scale greenways, including a multi-use path that will follow the bluff along the south side of the NCP providing opportunities for viewpoints out over the ALR.

Transportation Issues

The proposed road concept plan for the Anniedale-Tynehead area has been developed in manner that is consistent with the guiding principles contained in the Strategic Transportation Plan and Sustainability Charter. The concept provides a modified grid road system, combined with greenways to increase connectivity and enable residents to walk or cycle to the school, parks, services and facilities in the area. The goal of the transportation network is to ensure that area is served by systems with reasonable capacity and connectivity. The proposed road network will allow local traffic to be dispersed throughout the neighborhoods and will provide for routing and accessibility in support of good public transit. A hierarchy of residential and industrial lanes and local, collector and arterial roads will ensure that through traffic is directed away from residential areas and that traffic in residential areas is managed to minimize the potential for nuisance.

The neighborhood road network is connected to three Provincial/Regional highways (Highway 1, Highway 15 and the Golden Ears Bridge Connector) which affect accessibility for the Plan area and create a significant challenge in relation to accommodating the large Regional/Provincial traffic volumes along these highways while supporting the new traffic that will be generated by development in the Anniedale - Tynehead NCP area. The City and the Ministry of Transportation have been working on finding possible solutions to effectively manage both regional and local traffic within and adjacent to the NCP area. The following points, as identified on the map contained in Appendix V, remain to be resolved as the NCP planning process continues:

- Creating a full movement interchange on Highway 1 at 192 Street;
- Establishing a grade-separated interchange at the Highway 15/Golden Ears Bridge Connector/96 Avenue intersection (modelling indicates that grade separation will be required by 2021 even without the development of the NCP area. The development of the NCP area will advance the need for grade separation at this intersection);
- Providing better accessibility to the NCP area from/to the Golden Ears Bridge Connector;
- Providing better accessibility to the NCP area from/to Highway 15 between 96 Avenue and
 92 Avenue; and
- Providing adequate connectivity between Anniedale and Tynehead across Highway 15 by incorporating an overpass at 93 Avenue.

Utilities Servicing

Water, sewer and drainage servicing strategies are being developed for the NCP area.

Servicing issues that impact land use will be highlighted and integrated into the decision making process prior to completion of the Stage 1 report. Land uses, population and employment forecasts, location of proposed transportation corridors, and the findings of the environmental report are being considered as part of the process of developing servicing strategies for the NCP area.

Once Council has approved the Stage 1 (the Land Use Concept) of the NCP, servicing strategies will be developed into more detailed servicing plans, along with a financial and phasing strategy, based on the approved Land Use Concept.

Population Projections

The expected population of the Anniedale-Tynehead NCP area, based on the two NCP options, ranges from 14,389 to 23,950 people at build out. A details of these estimates along with the projected number of dwelling units, is shown below.

Estimated Build-out For Anniedale-Tynehead NCP (Dwelling Units and Population)

	Dwelling Units		Population	
	Low	High	Low	High
Option A	5,021	7,899	14,389	22,560
Option B	5,417	8,443	15,385	23,950

Next Steps

The draft options as discussed in this report are proposed to be presented at an open house, tentatively scheduled for November 25, 2009. Feedback from the open house will be considered in the development of a preferred Land Use Concept Plan. Once a preferred land use concept has been developed and reviewed by the CAC, the preferred option will be forwarded to Council for consideration, which will be followed by a further public open house on the preferred concept.

It is anticipated that the Stage 1 (the Preferred Land Use Concept) component of the Anniedale-Tynehead NCP will be presented to Council in early 2010. The Stage 2 component of the NCP planning process will commence immediately upon Council approval of Stage 1. This will include detailed engineering and financial strategies and an additional open house.

CONCLUSION

Two draft Land Use Concept options for the Anniedale-Tynehead NCP as discussed in this report represent possible development scenarios for this part of South Port Kells. Based on the above discussion, it is recommended that Council authorize staff to hold a public open house to seek feedback on the draft Land Use Concept options as illustrated in Appendices I and II of this report.

Original signed by Jean Lamontagne General Manager, Planning and Development

Original signed by Vincent Lalonde, P.Eng. General Manager, Engineering

PH/kms/saw/brb

Attachments:

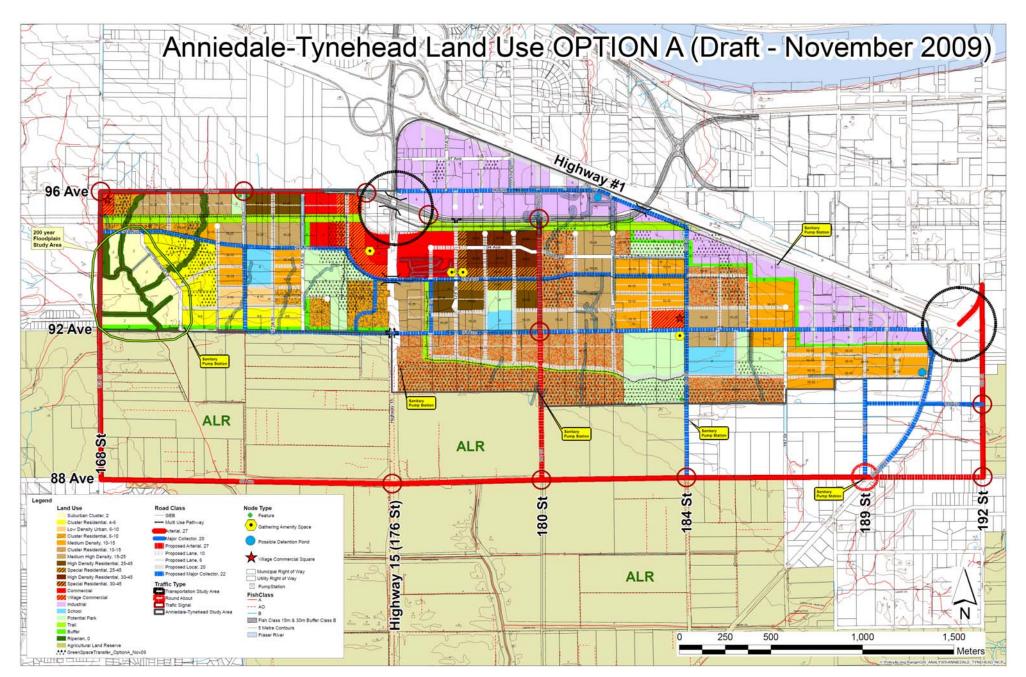
Appendix I Draft Option A Appendix II Draft Option B

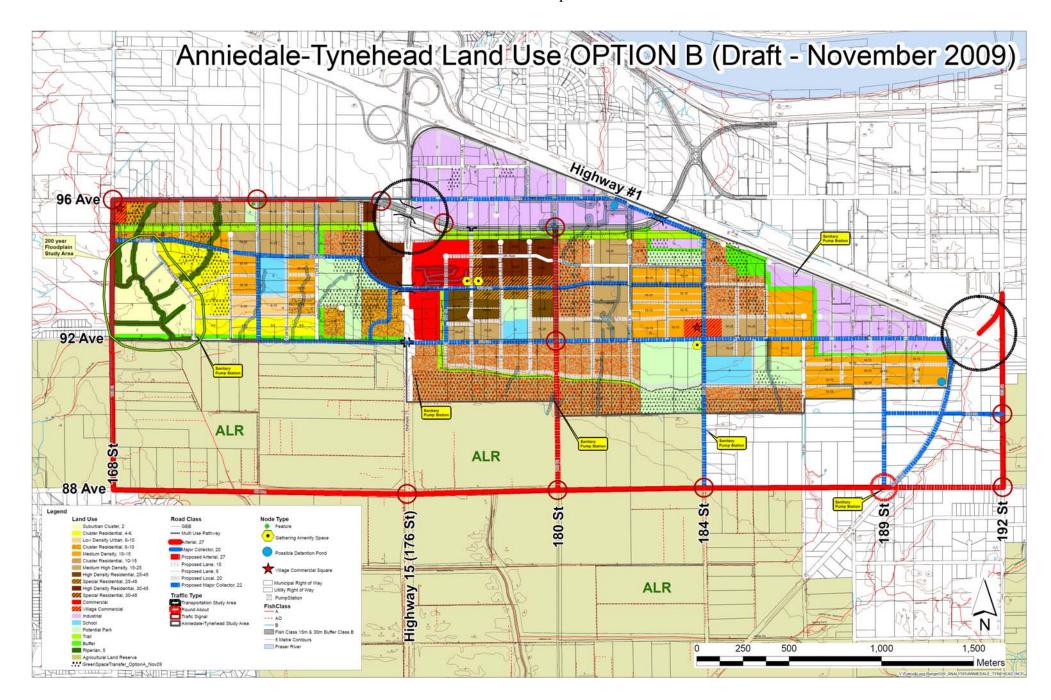
Appendix III South Port Kells General Land Use Plan

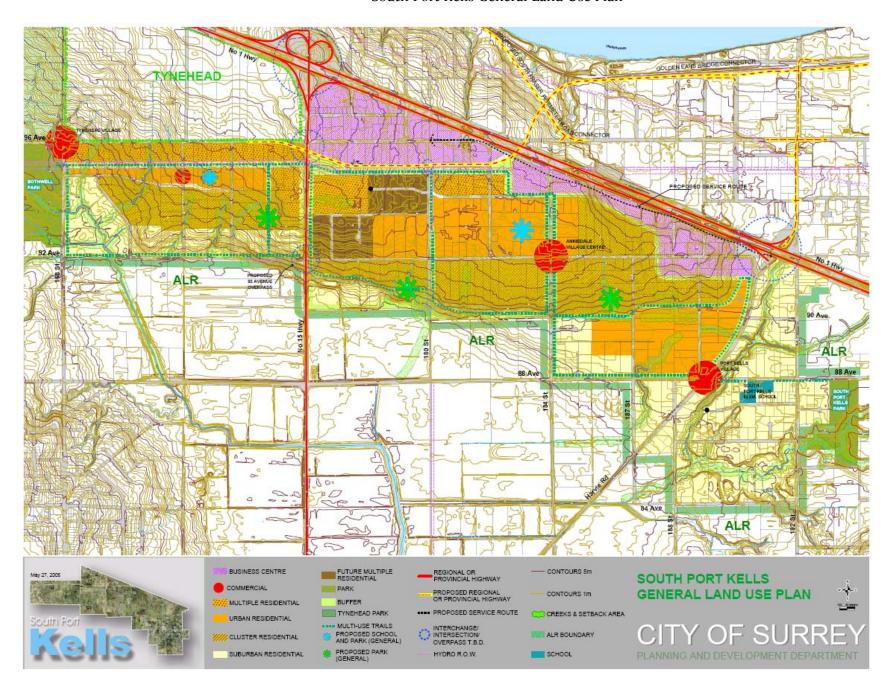
Appendix IV Anniedale-Tynehead NCP Guiding Principles

Appendix V Location of Transportation Issues to be Resolved

v:\wp-docs\admin & policy\o9data\oct-dec\11091600.ph.doc SAW 11/19/09 8:34 AM







Housing and Housing Densities

- Anniedale-Tynehead will provide for a variety of housing types, densities and forms to accommodate a range of lifestyles and housing choices for people across the spectrum of family type, age and income.
- 2. The NCP will recognize and protect the character of existing established residential subdivisions until such time as the owners agree to redevelop. To avoid the piecemeal redevelopment of these established areas, the NCP will include design guidelines and implementation policies including minimum redevelopment parcel sizes and phasing.
- 3. Higher density residential development will be planned in and adjacent to commercial areas, especially in the centres/villages, where mixed uses are encouraged.
- 4. The NCP will provide for densities that make servicing feasible while also respecting environmentally sensitive and ALR transition areas.

Sense of Place and Identity

- The NCP will maximize opportunities for locating commercial and mixed use development in association with neighbourhood amenities, schools, parks and facilities in order to maximize neighbourhood gathering places and "place-making" opportunities.
- 2. Care will be taken to protect and maintain the natural beauty of the area, including the protection view corridors and heritage buildings and features. It will take advantage of the view opportunities provided on the slopes adjacent to the ALR.
- 3. The NCP will capitalize on "Gateways" into the community at 176 Street and 96 Avenue through use of public art and other gateway features to identify the community.

Commercial/Industrial

- Local shopping opportunities will be provided in commercial centres of various scales in each neighbourhood.
- 2. The NCP will create the opportunity for residents to work close to home, by accommodating business/industrial development adjacent to Highway 1 and other employment opportunities.
- 3. The Anniedale-Tynehead area will contain smaller scaled, pedestrian oriented commercial spaces where people can meet, such as cafes, coffee shops and corner stores. The NCP will provide a range of commercial uses that create activity through different parts of the day and into the evening. The NCP will include "destinations" within the community to create a sense of place that is unique to Anniedale-Tynehead.

Agricultural

 The NCP will recognize and protect the ALR Boundary and its interface with suburban/urban development. The Plan will ensure the establishment of buffers between development and the ALR as open space, pathways, habitat areas and other linear links.

Parks, Open Space, Recreational and Natural Areas

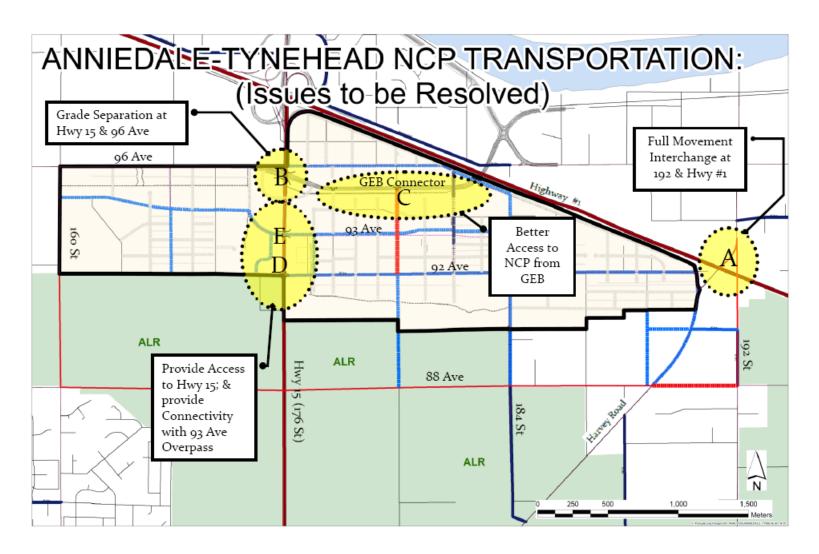
- 1. The NCP will retain significant environmental features including creeks, important vegetation and Wildlife Hubs, Sites and Corridors, and will fit with larger eco-systems management plans to protect the city's bio-diversity. The selection of Park locations incorporate consideration of the protection of valuable ecosystems. It will be an objective of the NCP to minimize clear cutting land, and to encourage cluster development and site specific design that responds to the area's natural features.
- 2. Anniedale-Tynehead will have a variety of sizes and types of parks and recreation opportunities (e.g. active and passive) distributed equitably through the area to serve residents of all ages. These facilities should be interconnected through a system where they can be reached by residents on foot or by bicycle.

Roads/Transportation/Pedestrian and Bicycle Circulation

- The NCP will provide for the design of a road system and use road standards to help define
 the character of Anniedale-Tynehead that provides for the movement of goods and people in
 a variety of ways.
- 2. Transit service to the area is encouraged, and Anniedale-Tynehead will be developed with a pattern of streets and land uses designed to accommodate public transit service.
- 3. An inter-connected street network and walkability plan will create opportunities for pedestrian/bicycle routes that link the focal points in and adjacent to the community, amenities, parks and agricultural lands. Many daily needs should be within walking distance.
- 4. The NCP will provide for buffers along major highways, specifically Highway 1, and will be designed to limit regional through-traffic from negatively affected residential areas.

Infrastructure and Servicing

- The NCP will be designed to ensure the cost-efficient provision of adequate City services including sewer, drainage, water, roads, and utilities, without placing a financial hardship upon the City's resources.
- 2. Best practices will be used in the design of the drainage system, and the protection of water quality.



v:\wp-docs\admin & policy\o9data\oct-dec\11091600.ph.doc SAW 11/19/09 8:34 AM