



Corporate Report

NO: R107

COUNCIL DATE: May 2, 2005

REGULAR COUNCIL

TO: Mayor & Council DATE: April 25, 2005
FROM: General Manager, Planning FILE: 6520-20
and Development (South Port
Kells)
SUBJECT: Terms of Reference for Preparing a Neighbourhood
Concept Plan for
Area "A" - Anniedale in South Port Kells

RECOMMENDATION

It is recommended that Council:

1. Receive this report as information; and
2. Authorize staff to proceed with the preparation of a Neighbourhood Concept Plan ("NCP") for South Port Kells Area "A" - Anniedale, based on the Terms of Reference attached to this report as Appendix I.

INTENT

The purpose of this report is to obtain Council's authorization to proceed with the preparation of an NCP for Area "A" - Anniedale, in the South Port Kells community.

BACKGROUND

On April 7, 2003, Council considered Corporate Report No. R063 and approved the recommendations of that report, which included authorization for staff to initiate, based on the Terms of Reference attached to the report, the preparation of a General Land Use Plan for the South Port Kells area.

On March 1, 2004, Council considered Corporate Report No. L005 and adopted the following resolution:

"Authorize staff:

- (a) *As early as is practical in the current planning process for South Port Kells, to establish rational boundaries for neighbourhoods that will form the basis for the preparation of Neighbourhood Concept Plans ("NCPs") in the area; and*

- (b) *To bring forward for Council's consideration, a Terms of Reference for the preparation of an NCP for the Anniedale area once appropriate boundaries for such an NCP have been established and the General Land Use Plan for the South Port Kells area has been sufficiently defined".*

On March 7, 2005 Council considered Corporate Report No. C002, which provided an update on the progress of the General Land Use Plan for South Port Kells, including the "preferred Land Use Concept" and the proposed boundaries for four NCPs. A final public open house on the General Land Use Plan was held on April 11, 2005. The preliminary results of the open house indicate general support for the "preferred Land Use Concept" and for the NCP boundaries, as presented.

DISCUSSION

In accordance with Council's direction to establish rational boundaries for neighbourhoods that will form the basis for the preparation of NCPs in South Port Kells, staff, in consultation with the Citizen Advisory Committee, has delineated neighbourhood boundaries, as illustrated in Appendix "A" to Appendix I. These boundaries appear to have general support from the broader community.

The owners of properties in the Anniedale neighbourhood, particularly in and adjacent to the "triangle", have expressed a strong desire to move forward quickly on an NCP. The "triangle" is an area of approximately 65 hectares (160 acres) delineated by Highway 1, Highway 15 (176 Street) and the future Golden Ears Connector road. The rationale that they have provided is that their properties will be heavily impacted by a new arterial road that is to be constructed through their community, in conjunction with the new Golden Ears Bridge across the Fraser River and by the widening of both Highway 1 and Highway 15. The owners have a general desire for a change in land use, more in keeping with their unique location, surrounded by these three busy highways.

The area of the Anniedale NCP has been expanded to also include land south of the proposed alignment of the Golden Ears Collector, as illustrated in Appendix II. The addition of these lands provides the opportunity to provide for the mitigation of the impacts of the future Golden Ears Connector on both the north and the south sides of this road and to determine, in consultation with land owners on both sides of the Connector, the most appropriate locations for access points and appropriate uses in these locations. The extent of the NCP area to the south corresponds generally to the contours of the land and provides for the study area to be consistent with reasonable sewer and storm drainage catchment areas. The Anniedale NCP Area "A", contains approximately 93.5 hectares (231 acres).

The Terms of Reference for the preparation of an NCP for Area "A" in Anniedale have been prepared and are attached as Appendix I. It is expected that work on this NCP will commence in the Spring of 2005, with the establishment of a local Citizen Advisory Committee, exploration and resolution of the transportation, access and environmental issues and the preparation of land use and development options. This NCP will be undertaken mainly by City staff, with assistance from consultants, as required, including a transportation consultant, an environmental consultant and a commercial/industrial trends analyst.

The NCP planning exercise will establish, among other things, location of various land uses, development densities, subdivision patterns, the location of schools, if necessary, the alignment of roads and lanes, access points and location of parks, walkways and open spaces. It will also address the interfaces between the proposed business area and adjacent residential areas. A detailed engineering servicing and financing strategy, along with the calculation of amenity charges, will also be included in the NCP planning process. It should be noted that sanitary sewer servicing for this area is not likely to be feasible until completion of the GVS&DD North Surrey Interceptor extension to 104 Avenue. completion of this extension is not anticipated until 2008.

There are several specific issues that will be addressed through the NCP process. These are summarized as follows:

1. Traffic circulation and transportation access from the major roads in the area needs to be addressed. The NCP area is impacted by new transportation initiatives such as the Golden Ears Crossing, the federal/provincial Border Infrastructure Program (Highway 15) and the Highway 1 widening. Projects such as the Golden Ears Connector and the widening of Highway 15, in association with the Border Infrastructure Program, have implications with respect to access to properties in the study area.

City staff has convened several meetings with the two senior transportation agencies, who have provided information on the expected level of access to the NCP area. At this time, modellers working for the Region and the Province have not yet confirmed the design details for Highway 1 and Highway 15, or for the new Golden Ears Connector. Therefore, in order to develop a local transportation circulation system, the City has engaged the services of a transportation planning consulting firm, Bunt & Associates, to work with the other agencies, City staff and the community to help to resolve these issues for the entire South Port Kells area and, specifically, for the Anniedale NCP area;

2. The extent of the proposed Urban and Business Centre designations in the area west of Harvie Road and south of 92 Avenue will need to be confirmed, based upon a more in-depth analysis of the slopes, potential building requirements and the feasibility of the proposed business frontage road;
3. The width and configuration of the Business Centre designation, south of Highway 1 from about 184 Street to Harvie Road, needs to be confirmed. City staff is in the process of conducting a physical and economic analysis of the width of the designation in this area and the requirements for future road access for this corridor of land;
4. The nature and mix of business land uses within the "triangle" will need to be refined. Land use designations here will be impacted by the level of access that can be provided to this area and by the proposed commercial/industrial trends/needs analysis.

CONCLUSION

Based on the above, it is recommended that Council authorize staff to proceed with the preparation of an NCP for South Port Kells Area "A" – Anniedale, based on the Terms of Reference attached to this report as Appendix I.

Murray Dinwoodie
General Manager
Planning and Development

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Attachments:

- Appendix I Terms of Reference for an NCP for South Port Kells Area "A" – Anniedale
Appendix II South Port Kells General Land Use Plan – Proposed NCP Boundaries

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Appendix I

**Terms of Reference
A Neighbourhood Concept Plan for
South Port Kells Area "A" - Anniedale**

Introduction

The Official Community Plan (the "OCP") sets out broad objectives and policies to guide growth and development within the City.

The General Land Use Plan for South Port Kells (currently nearing completion) will illustrate, in broad terms, a general land use pattern, including residential, commercial, business centre, work place, institutional and other land uses at densities appropriate to meet the overall objectives of the City, while taking into account community input. It will also illustrate the main transportation routes, highway access points, the general location of parks, schools and major greenways, the community structure, a general approach to providing engineering services in the area with associated cost estimates and a general financing strategy. The General Land Use Plan forms the foundation for the preparation of Neighbourhood Concept Plans ("NCPs") for future neighbourhoods in the South Port Kells area.

NCPs detail more precisely, on a lot by lot basis, land uses and densities, the transportation network, as well as engineering servicing, amenities and a financing strategy, based on the principle of "development pays". The NCP acts as the basis for reviewing and approving development applications in the area.

Purpose

These Terms of Reference set out the parameters for undertaking a planning and public consultation process for the preparation of the first NCP in the South Port Kells area of Surrey. They set the context, define the study area, provide guidelines for preparing the NCP, outline the content of the NCP and set the timeframe for preparing the plan.

The NCP Area

The plan area, known as Area "A" or Anniedale, includes approximately 93.5 hectares (231 acres), as illustrated on the map attached in Appendix "A". The NCP area is generally bounded by Highway 1 to the north, Highway 15 (176 Street) to the west, 94 Avenue and 94A Avenue to the south and 184 Street to the east. The area roughly encompasses the area shown in the proposed General Land Use Concept, as the business centre/future multiple family residential north and south of the new Golden Ears Connector road. There are about 96 individual properties in the NCP area. The NCP area includes a range of lot sizes and the ownership is quite fragmented, which has made land assembly difficult and renders redevelopment a challenge.

The OCP and Zoning

The entire NCP area is designated Suburban in Surrey's OCP and is, for the most part, zoned One-Acre Residential (RA).

NCP Preparation and Consultation Process

The planning process will commence with the establishment of a Citizen Advisory Committee ("CAC") from the NCP area. This will be accomplished through consultation with the existing CAC from the South Port Kells General Land Use Planning process and with the owners within the NCP area. The CAC will also include owners of properties in areas adjacent to this NCP area.

Appendix "B" lists the steps and the timeframe associated with each step in the proposed planning process. Infrastructure and engineering servicing planning, as detailed in Appendix "C", will be an integral part of the process, as will extensive public consultation through committees, workshops, meetings, open houses and focus groups. At milestones in the planning process, public meetings will be held and update reports will be provided to City Council. As outlined in the OCP, residential interests and the business community, along with the general public, will be consulted in preparing the NCP. In addition, there will be consultation with the South Port Kells Citizen Advisory Committee and residents/community associations from the neighbouring areas.

The City may engage a planning consultant to prepare land use concepts and related subdivision plans for the NCP area. At least two options will be developed and these will be reviewed with the property owners in the area, as well as with other stakeholders. Public information meetings will be held to discuss the proposed NCP and to receive input from the public.

There are several specific issues that will be addressed through the NCP process. These are summarized as follows:

1. Traffic circulation and transportation access from the major roads in the area needs to be addressed. The NCP area is impacted by new transportation initiatives such as the Golden Ears Crossing, the federal/provincial Border Infrastructure Program (Highway 15) and the Highway 1 widening. Projects such as the Golden Ears Connector and the widening of Highway 15, in association with the Border Infrastructure Program, have implications with respect to access to properties in the study area.

City staff has convened several meetings with the two senior transportation agencies who have provided guidance on the expected level of access to the NCP area. At this time, modellers working for the Region and the Province have not yet confirmed the design details for Highway 1 and Highway 15, or for the new Golden Ears Connector. Therefore, in order to develop a local transportation circulation system, the City has engaged the services of a transportation planning consulting firm, Bunt & Associates, to work with the other agencies. City staff and the community to help to resolve these issues for the entire South Port Kells area and, specifically, for the Anniedale NCP area. To some extent, the land use of the South Port Kells area and, specifically, the Anniedale area, will be determined by the level of access that can be provided;

2. The extent of the proposed Urban and Business Centre designations in the area west of Harvie Road and south of 92 Avenue will need to be confirmed, based upon a more in depth analysis of the slopes, potential building requirements and the feasibility of the proposed business frontage road;
3. The width and configuration of the Business Centre designation, south of Highway 1 from about 184 Street to Harvie Road, needs to be confirmed. City staff is in the process of conducting a physical and economic analysis of the width of the designation in this area and the requirements for future road access for this corridor of land; and
4. The nature and mix of business land uses with the "triangle" will need to be refined. Land use designations here will be impacted by the level of access that can be provided to this area and by the proposed commercial/industrial trends/needs analysis.

NCP Content

The NCP will contain the elements specified in "Part 5: Secondary Plans" of the OCP. The NCP will include a physical plan for land uses, known as the Land Use Concept Plan and a facilities, amenities, engineering servicing and financing strategy for the provision of services to and for the neighbourhood.

The NCP will be undertaken in two stages. The content and level of detail required for each of the Stage I and Stage II reports are set out in the following table.

ITEM	LEVEL OF DETAIL FOR STAGE 1	LEVEL OF DETAIL FOR STAGE II
Land Use Concept – Map and draft policies	Distribution of uses and densities, projected population/commercial and other land area, reflecting items listed below.	Finalized concept and population analysis.
Location of Schools, Parks, Walkways and Greenways	Recommended sites for schools and parks to the satisfaction of School District and Parks planning staff.	Confirmation of sites, design details for walkways, greenways, implementation strategy.
Design Guidelines	Preliminary design concepts	If necessary, more detailed design guidelines.

Transportation	Proposed road layout, hierarchy of roads, preliminary indication of impact on transportation system to satisfaction of Engineering staff.	Finalized transportation plan and impact assessment.
Storm Water Management	Proposed Storm Water Management Plan within watershed context (or existing Master Drainage Plans) and corresponding impact mitigation strategies to the satisfaction of Engineering staff.	Conceptual sizing of neighbourhood stormwater management facilities (including ponds, trunks, etc.) and associated financial analysis, coordinated with environmental analysis.
Water, sewer	Confirmation of connectivity to Surrey systems, preliminary servicing strategy and indication of capacity and impact on surrounding area to satisfaction of Engineering staff.	Completed design of water and sewer systems, including financial strategy.
Environmental analysis	Site assessment, assessment of environmentally sensitive areas, coded streams, significant stands of trees, etc.	Review of plan by EAC and ERC if necessary. Integration of environmental concept into finalized plan and policies.
Heritage assessment	Overview assessment of area heritage resources.	Recommendations for incorporation of heritage resources into plan.
Other studies, as necessary, related to specific features of the NCP area or impact on adjacent areas.		
Amenity charges		Calculation of amenity fees.

The physical plan will contain the following components:

1. Maps and statistics describing the plan area and sub-areas;
2. A description of overall development concept;
3. Policies for the development and provision of services, amenities and facilities;
4. Policies and strategies reflecting requirements of the OCP policy directions;

5. A land use concept plan showing:
 - (a) Proposed land uses for each lot;
 - (b) Locations for parks, open space and recreational uses, including greenway connections with adjacent areas;
 - (c) Buffers, landscaped areas and edge conditions, specifically in relation to adjacent future commercial/business development; and
 - (d) Other land uses supporting business activity, including day care, employee amenities, utility and communication facilities, etc.;
6. A transportation and circulation concept plan that provides for balanced transportation modes, including walking, bicycling, transit and automobiles;
7. Guidelines related to character and urban design, CPTED, nuisance control, edge conditions, screening and buffering, environmental protection and tree protection.
8. An environmental impact analysis with recommendations for protection of treed areas, watercourses and areas of fisheries and wildlife habitat;
9. Buffering and landscaping standards to achieve appropriate interfaces and adequate separation, where applicable;
10. Plans and strategies for access to/from arterial roads and regional highways; and
11. A servicing and financing strategy, as set out in Appendix "C" to these Terms of Reference entitled "Engineering Terms of Reference Summary", based on the principle of "development pays" that will contain the following:
 - (a) A comprehensive servicing plan that includes the location, staging and standards of services, including sanitary sewer, water, drainage, roads and other utilities and methods of implementation through rezoning, subdivision and other mechanisms; and
 - (b) A financial analysis that will demonstrate how the servicing plan will be implemented.

NCP Timeline

It is anticipated that the NCP will be substantially completed within one year, as generally outlined in Appendix "B".

Appendices:

Appendix "A" - Map of Area "A" NCP (Anniedale)

Appendix "B" - Proposed Work Schedule

Appendix "C" - Engineering Terms of Reference Summary – Area "A" NCP (Anniedale)

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Appendix "A"

Map of the NCP Area "A" – Anniedale



Appendix "B"

Proposed Work Schedule NCP Area "A" - Anniedale

Activity/Task	Estimated Time
1. Initiate formal planning process - Confirm citizen advisory committee - Collect background materials and information	June 2005
2. Undertake technical studies	June – July 2005

<ul style="list-style-type: none"> - Engage transportation consultant - Engage commercial/industrial trend analyst - Engage environmental consultant 	
3. Prepare land use concept options (at least 2 options will be reviewed) and related general servicing implications	August – September 2005
4. Review options with stakeholders and public <ul style="list-style-type: none"> - Technical review - Meet with stakeholders - Hold a public information meeting 	October – November 2005
5. Develop preferred land use concept <ul style="list-style-type: none"> - Review with stakeholders - Hold a public information meeting 	December 2005 – January 2006
6. Refine the preferred land use concept, based on stakeholder and public input	February 2006
7. Seek Council approval for the Stage I land use and development concept	February 2006
8. Prepare and finalize servicing/infrastructure, phasing and funding strategies	March 2006
9. Hold a final public information meeting	April 2006
10. Forward the final and complete NCP to Council for approval	May 2006

Engineering Terms of Reference Summary

Neighbourhood Concept Plan Area "A" – Anniedale

A. INTRODUCTION

The South Port Kells area will be divided into several NCP areas. The purpose of these engineering Terms of Reference is to set out a process to prepare servicing plans for the South Port Kells NCP Area "A", generally referred to as Anniedale Business Centre. The following is a summary of the Engineering Terms of Reference for the area.

B. ENGINEERING

General Requirements

The plan must demonstrate how the NCP will conform to the policies and guidelines of the overall South Port Kells General Land Use Plan and provide details related to a general approach to providing engineering services for the area, with estimated costs, sequencing and funding strategy.

Transportation Requirements

The plan must demonstrate the adequacy of the existing routes or off-site improvements necessary to provide acceptable vehicular and pedestrian accessibility. Based on the Transportation Concept Plan being generated for the South Port Kells General Land Use Plan area, this will include intersection analysis of all intersections on Arterial and Collector routes. Analysis is to be AM and PM peak for initial conditions, the 10 year horizon and ultimate build out conditions. The objective of the transportation Concept Plan is to define a collector and arterial road network that can be integrated with the regional and provincial network.

The planned ultimate permissible movements for the road network proposed would need to be identified, as well as intersections that require possible signalization.

The transportation component of the NCP study will include, but may not be limited to:

- Refining the collector and arterial network as identified in the Transportation Concept Plan;
- Defining a local road network that will be integrated with the collector and arterial network as defined in the transportation concept plan and will provide appropriate access to developable areas;
- Identifying municipal road intersection laning and control required to provide required level of service;
- Identifying traffic calming and on-street parking opportunities;
- Addressing pedestrian and bicycle access within the NCP area; and
- Locating and recommending appropriate transit-facilities.

Drainage and Stormwater Management Requirements

With respect to drainage, the proponents must develop a servicing concept, including preliminary designs to service the proposed area in a manner that is consistent with the land development and neighbourhood objectives. The drainage servicing will incorporate current best management practices and meet the following additional requirements:

1. Identifying the existing drainage boundaries and the systems that service the area;
2. Preparing an updated plan of the existing boundaries and drainage systems. This plan will include catchments that are upstream and downstream of the project area;
3. Presenting a list of opportunities and constraints based on a review of environmental concerns including but not limited to habitat, erosion, water quality and recreational use;
4. Determining the potential changes to the existing flow regimes from the proposed development;
5. Identifying a feasible servicing scheme to drain development in keeping with the design guidelines. The servicing scheme will account for potential basements if applicable;
6. Identifying servicing depths and grading requirement;
7. Highlighting changes to the existing drainage system and potential impacts;
8. Developing a mitigation plan to address negative impacts resulting from the proposed development;
9. Integrating the mitigation plan into the areas servicing scheme and development planning;
10. Preparing a summary of implementation costs for all trunk storm works and items that are identified in the proposed servicing scheme;
11. Listing an effective sequence for implementation of the area servicing, identifying the dependency of elements within the system, considering hydraulics, environment, revenues and costs;
12. The implementation plan will recommend a sequence of development and works that will be self-funding and will provide required mitigation of downstream impacts;
13. Preparing a clear plan showing the required ultimate servicing elements; and
14. Submitting a report listing the design objectives of the servicing scheme related to each catchment area, describing how the proposed servicing addresses the objectives.

Water Servicing Requirements

The Plan will include a plan of the water system to service the NCP. The plan shall include, but not be limited to, the following:

- Defining the pressure zone boundary within this NCP Anniedale A, and other three potential NCPs i.e. Anniedale B, Tynehead and South Port Kells;
- Providing, if required, off-site feeder mains to service each of the pressure zones:
 - The off-site water mains for each pressure zone shall either be looped, or an emergency feed be provided, to provide redundancy;
 - The feeder mains shall be of adequate capacity to provide the required fire flow and domestic demand for this NCP Anniedale A, and other three potential NCPs Anniedale B, Tynehead and South Port Kells; and
 - The feeder mains shall be designed for the ultimate build out condition;
- Providing the Maximum Day Demand and Peak Hour Demand of the study area;
- Assessing the cost benefit of a looped connection to the Clayton network and/or Port Kells (north of Highway 1);
- Providing a network of water mains within this NCP to provide sufficient domestic demand and fire flow

(supported with calculations) to the study area for the proposed land uses in accordance to the City's Design Criteria;

- Identifying location of all pressure reducing valves; and
- Recommend, in particular, the funding strategy for the off site feeder mains, PRVs, and off-site looped connections.

Sewer Servicing Requirements

The Plan will include an overall plan of the sanitary sewer system to service the NCP #1 including but not limited to:

- Defining the downstream constraints;
- Verifying the capacity of the Big Bend Interceptor located north of Highway 1 between 96 Avenue and 104 Avenue;
- Defining the trigger points for off site servicing requirements i.e. twining of the Big Bend Interceptor;
- Defining and depicting the sewer collector system for this NCP area;
- Aligning the sewer crossing across Highway 1 with the General Servicing Plan for South Port Kells and providing conceptual details of the crossing;
- Defining the sewer catchment and sub-catchments including the divide line along the topographic ridge;
- Defining and depicting which area will not be serviced immediately because of topography;
- Providing details of any creek or environmentally-sensitive area crossings; and
- Recommending the staging of the sewer servicing including construction together with the Golden Ear Crossing construction if feasible.

C. FINANCING AND STAGING

A funding strategy is required to link the servicing costs with the proposed implementation plan. Preliminary cost estimates will be developed for all DCC eligible infrastructure and an assessment of the financial balance sheet for the NCP will be provided. As is the case for most NCPs within the City of Surrey, the following principles for engineering infrastructure financing will apply:

- The City will not finance costs for new infrastructure to serve development;
- The DCCs collected in the NCP must balance with or exceed required expenditures for the total build out of the NCP; and
- The City will not fund through DCCs, any interim infrastructure or measures.

The financial evaluation must take into consideration the staging of the NCP to ensure the required infrastructure can be implemented using logical phasing that will be financially viable with the DCC funding and administrative procedures (i.e., DCC credits, front enders etc.).

Appendix II

South Port Kells General Land Use Plan Proposed Anniedale Area "A" Neighbourhood Concept Plan ("NCP") Boundaries



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