



Corporate Report

NO: R063

COUNCIL DATE: April 7, 2003

REGULAR

TO: **Mayor &
Council** DATE: **April 2, 2003**

FROM: **General Manager, Planning
and Development** FILE: **6520-20
(South Port
Kells)**

SUBJECT: **Terms of Reference - Planning Process to
Prepare a General Land Use Plan for South
Port Kells**

RECOMMENDATION

The Planning and Development Department recommends that Council:

1. Receive this report as information; and
2. Authorize staff to initiate, based on the Terms of Reference attached to this report, the preparation of a General Land Use Plan for the South Port Kells area and, subject to further Council approval, the preparation of a Neighbourhood Concept Plan.

INTENT

The intent of this report is:

1. To provide Council with background information about the South Port Kells area; and
2. To obtain Council authorization to proceed with preparing a General Land Use Plan for South Port Kells.

BACKGROUND

In September 1998, Council considered the results of a public opinion survey for South Port Kells regarding the preparation of a Neighbourhood Concept Plan ("NCP"). At that time, Council directed staff not to undertake further planning for South Port Kells until the major review of the Official Community Plan ("OCP") in 2002. The 2002 major review of the OCP focused on the economic dimensions of the City, due to the recognized imbalance in the City of its economic development base in comparison to its residential development base. The major review of the OCP was finalized in January 2002.

In April 2002, Council considered Corporate Report No. R067 (attached as Appendix "A"), regarding current planning initiatives that were underway in the City. This report was forwarded to Council in response to a letter from the Port Kells Community Association, which contained a request that the City prepare an NCP for the South Port Kells area. Council instructed staff that upon completion of one or more of the area planning initiatives underway, to prepare and submit for Council's consideration a Terms of Reference for the preparation of an NCP for the South Port Kells area. One of the planning initiatives to which the April 2002 report referred, the East Clayton NCP, has now been completed and approved by Council.

DISCUSSION

It is proposed that the planning process for South Port Kells consist of two elements: the preparation of a General Land Use Plan (Phase 1) followed by the preparation of one or a series of NCPs (Phase 2) for the area. This is a similar process that was followed for the Clayton area. The objectives of the process and the intended content of the plans are described in the attached Appendix "B", entitled "*Planning and Public Consultation Process for the Preparation of a General Land Use Plan for South Port Kells – Terms of Reference*".

There are various community and regional issues facing South Port Kells that will have a bearing on the planning process. These are outlined below and discussed in greater detail in the attached Terms of Reference.

- There are conflicting community visions for South Port Kells;
- There are traffic concerns and impending highway improvements that will affect the community;
- A new Fraser River Crossing between Maple Ridge and Surrey may impact South Port Kells;
- Pressures for industrial expansion are evident in the area; and
- There is a lack of certainty about future development in the area along with several local land use issues such as the future of GVRD lands at Tynehead, a current application for an Agriculture Land Reserve exclusion to the immediate east of Port Kells and pressures due to the growth of the adjacent Willoughby area in Langley.

The plan area involves approximately 760 hectares (1,870 acres) as shown on the map attached as Appendix "I" to Appendix "B". Due to staff and resource limitations, consultants will be engaged to undertake some of the planning and consultation process. Infrastructure and engineering services planning will be an integral part of the process, as well as extensive public consultation through committees, workshops, meetings and focus groups. The first phase (General Land Use Plan) is expected to take about 18 months to complete. It is anticipated that the cost of a consultants to assist in the process of preparing the general land use plan will cost about \$60,000, which is within the 2003 operating budget of the Planning and Development Department. Future needs for consultants for the second phase NCPs will be determined at the end of the first phase of the process.

CONCLUSION

Now that the East Clayton land use planning project is substantially complete, the planning process for South Port Kells can proceed. Based on the Terms of Reference attached as Appendix "B", a two-phase planning process is proposed with assistance from qualified consultants. The first phase will be the preparation of a General Land Use Plan for South Port Kells. The second phase will be the preparation of an NCP or series of NCPs for each of the neighbourhoods identified through the General Land Use Plan preparation process. The plans will be work toward reconciling the various community and regional issues in the context of the OCP policies and priorities of the City as a whole.

Original signed by:

Murray Dinwoodie
General Manager,
Planning and Development

WW:saw

Attachments:

Appendix "A" - Corporate Report No. R067 (without Appendices)

Appendix "B" - Planning and Public Consultation Process for South Port Kells Terms of Reference



Corporate Report

NO: **R067**

COUNCIL DATE: **APRIL**

 8/02

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **April 4, 2002**

FROM: **General Manager, Planning & Development** FILE: **6520-20 (Port Kells)**

SUBJECT: **Port Kells Community Association - Request for Preparation of a Neighbourhood Concept Plan**

RECOMMENDATION

The Planning & Development Department recommends that Council:

1. Receive this report as information;
2. Instruct staff, upon completion of one or more of the area planning processes currently underway, to submit a Terms of Reference to Council for the preparation of a Neighbourhood Concept Plan for the South Port Kells area; and
3. Authorize the City Clerk to forward a copy of this report and the related Council resolution to the Port Kells Community Association.

BACKGROUND

At the February 26, 2001, Council-in-Committee meeting, Council heard, as a delegation, Mr. V. (Wally) Sandvoss, the former President of the Port Kells Community Association (the "Association"), representing the Port Kells and Anniedale Neighbourhood Concept Plan Committee. Mr. Sandvoss expressed the desire of the Association, for staff to initiate the preparation of the Port Kells and Anniedale Neighbourhood Concept Plan (the "NCP") in the year 2002. Mr. Sandvoss requested the Mayor and Council to instruct the appropriate City Departments to provide assistance.

Mr. Sandvoss was advised that, in accordance with the Official Community Plan (the "OCP"), an owner, group of owners or a developer may initiate the preparation of an NCP. The initiation process requires the support and endorsement from a majority of property owners within the planning area, which is defined as 51% or more of landowners, or the owners of 70% of the land in the area.

In September 2001, the Association conducted a survey of South Port Kells residents and property owners. Following the survey, the Association president, Darlene Bowyer, forwarded a letter, dated February 7, 2002, together with the survey results, to the Mayor and Council. At the March 11, 2002 Regular Council meeting, Council requested a status report from staff on the submission from the Association.

DISCUSSION

The major objectives of a NCP process are to ensure adequate provision of services; facilities and amenities, based on the principle of "developer pays" and to facilitate community participation and consensus in the preparation of a detailed land use plan. An NCP must be consistent with the intent and objectives of the OCP and other planning policies and guidelines of the City.

The area of South Port Kells that was surveyed is bordered by Highway No. 1 to the north, Langley border (196 Street) to the east, 80 Avenue to the south and 176 Street to the west. This area is designated Suburban in the OCP, with the exception of a small Commercial designation at the intersection of Harvie Road and 88 Avenue.

The survey consisted of one question ("What is your vision for the South Port Kells/Anniedale areas?) and a list of preferred land uses (e.g. residential, recreational, agricultural, industrial) for ranking. The summary of the survey includes a list of the comments to the question, regarding the respondents' vision for the area and a series of tables documenting the preferred ranking of land uses. The tables differentiate the ranking for four defined areas of South Port Kells, as illustrated in Appendix I.

Although the survey did not specifically ask the South Port Kells landowners whether or not they wanted to initiate an NCP process, it can be extrapolated that, by responding to the survey, the respondents were indicating their interest in have a plan prepared for their community. The survey appears to indicate a strong preference for the South Port Kells area to remain residential, with minimal support for industrial, commercial or institutional uses.

The new OCP policies require that any new NCP should achieve the City's goal of a balance between workplace and residential uses in support of the City's sustainability objective of one job for each member of the workforce living in the City. If the Port Kells community would like to initiate an NCP, with a focus primarily on residential land use, it would not be considered a high priority in consideration of the number of residential NCPs that have already been approved by Council within the City, that will satisfy the expected demand for the next five to seven years.

Currently, in addition to application processing, staff resources are focused on planning projects that are more consistent with the goal of balancing workplace and residential uses within the City. Such planning projects that are currently underway include:

- South Westminster Industrial Area Neighbourhood Concept Plan;
- East Clayton Neighbourhood Concept Plan; and
- Highway 99/Grandview Corridor Study.

At this time, it is recommended that an NCP planning process for South Port Kells be held in abeyance until resources are available, as a result of one or more of the current, higher priority planning studies being completed. Once resources are available, a Terms of Reference for the preparation of an NCP for South Port Kells will be forwarded to Council for review. It is expected that this will occur in the Fall of 2002.

CONCLUSION

It is evident that the South Port Kells residents are anxious for a NCP process to commence for their area. However, at this time, staff resources are not available to undertake such a project without compromising other projects currently underway. Therefore, it is recommended that Council instruct staff to present a Terms of Reference to Council for the preparation of an NCP for South Port Kells, upon completion of one or more of the area planning projects that are currently underway. It is further recommended that a copy of this report be forwarded to the Port Kells Community Association.

Original signed by:

Murray D. Dinwoodie
General Manager
Planning & Development Department

KR:saw

Attachments:

Appendix I Area Map of South Port Kells
Appendix II Port Kells Community Association Survey

**Planning and Public Consultation Process for the Preparation of a
General Land Use Plan for South Port Kells**

TERMS OF REFERENCE

PURPOSE

South Port Kells is located in the northeastern quadrant of the City, south of the Trans Canada Highway between approximately 168th Street and 196th Street. These Terms of Reference will set the context and provide guidelines for preparing a General Land Use Plan for the South Port Kells area, as well as define the study area, the content of the plan and the timeframe for preparing the plan.

BACKGROUND

The Official Community Plan

Most of the lands within South Port Kells are designated Suburban in Surrey's Official Community Plan (the "OCP"). A small area at 88th Avenue and Harvie Road is designated Commercial to accommodate a small village centre. The area is mostly zoned RA "One-Acre Residential" with some scattered parcels zoned A1 "General Agricultural".

The OCP sets out broad objectives and policies to guide growth and development within the City that will apply to the planning initiatives in South Port Kells. The OCP also contains specific policies that make direct reference to South Port Kells. With respect to land supply for future urban growth in the City, there are policies (2) that identify lands in Port Kells (along with Clayton and Grandview Heights) that might be suitable for long term urban, commercial and business development (page 23/24).

Area Description

South Port Kells consists of about 760 hectares (1,870 acres) of land. A rural ambiance, pastures, mature trees and panoramic views of the Serpentine valley and Mount Baker characterize South Port Kells. A small village centre, Port Kells, serves the existing semi-rural population of about 2,175. Located at 88th Avenue and Harvie Road, this small commercial centre contains a fire hall, library, community centre and some stores. The nearest Town Centre to Port Kells is Fleetwood, located 5.6 kilometres to the west. Port Kells is home to many buildings and sites significant to the history of Surrey.

The lands in South Port Kells generally slope to the south and the existing development pattern is predominately large parcels of land measuring two or more acres in area. There are many large estate-type homes in the area along with small farms, home businesses and treed areas. Unlike the surrounding communities of Fleetwood and Cloverdale, which have experienced rapid urbanization and growth of urban residential neighbourhoods, this quiet community has retained its pastoral rural environment.

Planning Issues

There are a number of historical and recent issues that may have planning implications for South Port Kells. Some of these issues are:

1. ***Conflicting Community Visions for South Port Kells***

Over the years, the City has been approached by many residents and land owners in South Port Kells to either allow business park, commercial or urban residential development within South Port Kells or to maintain its current rural nature based on its "Suburban" designation in the OCP. Over the last five years, the area residents and landowners have been involved in various surveys, petitions and community meetings about the future of South Port Kells. City Council has also received various reports, delegations and correspondence pertaining to planning issues in the area.

2. ***Highway Improvements and Truck Traffic***

Highway No. 15 or the Pacific Highway (176th Street) is a major truck route that bisects the westerly portion of the South Port Kells area. As a major connection between Canada and the United States, this highway is scheduled for future improvements to facilitate better goods movements. In addition, there are community concerns related to Harvie Road, which runs through the village centre (88th Avenue) and provides the most direct route to the Port Kells/Langley industrial areas north of the Trans-Canada Highway. There has been an ongoing concern among residents in South Port Kells about the volume of truck traffic, noise and safety issues associated with both Highway No. 15 and Harvie Road and fears that traffic impacts may worsen over time.

3. ***Fraser River Crossing***

TransLink is currently pursuing a new Fraser River Crossing between Maple Ridge and Langley and the approach roads for this

crossing may impact the Port Kells community. Depending on the location and road configurations associated with the new crossing, demands for alternative land uses and perceived new development opportunities may evolve along new or expanded corridors.

4. *Port Kells Industrial Area – Pressures for Expansion*

Directly north, across the Trans-Canada Highway, is the Port Kells Industrial Area, which was established by the City in the early 1970's. This industrial area has been successfully developed and is almost fully constructed. There is a need for the City to expand the area available for industrial uses in the City. Due to its proximity to this industrial area and the excellent accessibility provided by the existing and future highway connections, some property owners in South Port Kells have expressed an interest in developing industrial and/or business parks in this area. The development of new industrial/business parks is consistent with Council's objective to improve the City's economic development base and to provide additional employment opportunities in the City for the City's residents.

5. *Lack of Certainty about Future Development*

Presently, there are no land use or infrastructure plans in place to guide land use decisions or future servicing and development in South Port Kells. The City has been experiencing pressure to prepare plans from both proponents for new development (i.e., industry) in South Port Kells and those favouring the status quo. Consequently, the uncertainty surrounding land use issues in the area has prompted City Council, with the support of the South Port Kells Community Association, to initiate a planning process to provide community input into policy direction for the future of South Port Kells.

There are also several local land use issues that may be addressed through a planning process. For example, the GVRD owns undeveloped lands adjacent to Tynehead Regional Park, east of 168th Street and is investigating options for the future use of these lands. It is appropriate that the GVRD be involved in the planning process for South Port Kells so that issues surrounding the future use of these lands may be addressed in context. In addition, the City has received an application for exclusion from the Agricultural Land Reserve (the "ALR") of land near 196th Street (adjacent to Langley). It appears evident that development pressures on these lands arose due to new development in the adjacent Willoughby area of Langley.

PLAN AND STUDY AREAS (Map attached as Appendix 1)

The plan area for this planning process is an area bounded by the Trans Canada Highway to the north, the ALR to the south, 192nd Street to the east and approximately 168th Street to the west. It includes all of the lands designated Suburban in the OCP. The areas along the boundaries of the plan area are predominantly designated Agricultural in the OCP and are within the ALR. Attention should be given to these peripheral areas in the planning process to ensure land use compatibility and appropriate interface design. As such, it is appropriate that the study area extend beyond the plan area to include these peripheral areas, especially the area between 192nd Street and 196th Street, which is adjacent to the Willoughby Industrial Area in Langley. Other issues related to peripheral lands will also be addressed, where appropriate.

PLANNING OBJECTIVES

Recognizing the issues and concerns raised by land owners, business representatives and residents, the objectives of this study and plan preparation process are:

1. To review existing land uses in the plan/study areas within the framework of a community vision and goals to be identified through a public consultation process;
2. To review the existing and future land uses within the context of the existing and future regional transportation system;
3. To prepare a comprehensive General Land Use Plan for South Port Kells building on the aspirations of the community in balance with the needs of the entire City of Surrey, as expressed through the OCP and other Council-adopted plans/policies (i.e., those respecting business development, parks, recreation, schools, agriculture, crime prevention, heritage conservation);
4. To prepare an engineering servicing concept to implement the Plan;

5. To develop general Urban Design Guidelines as appropriate to enhance the character and identity of the area and to address land use compatibility along highways and major transportation routes, and agricultural areas; and
6. To involve individuals and groups interested in the future of South Port Kells in the planning process to the fullest extent possible through committees, workshops, meetings and focus groups.
7. Following the completion of a General Land Use Plan, subject to further Council approval, to prepare a series of more detailed plans based on the City's policies and procedures respecting Neighbourhood Concept Plans ("NCP"s);

PLANNING AND CONSULTATION PROCESS

It is proposed that a two-phase planning process be undertaken. The first phase will be directed toward the preparation of a General Land Use Plan for the South Port Kells area and the second phase will be focused on preparing an NCP or series of such plans for South Port Kells, based on the General Land Use Plan. This is a similar process that was followed for the Clayton area of the City. The following is a more detailed description of these Phases:

First Phase: General Land Use Plan

1. Initiate planning process:
 - Announce the initiation of a plan preparation process for South Port Kells
 - Establish a City project team
 - Conduct background research and compile baseline data
 - Finalize engineering terms of reference
 - Hire planning and engineering consultants
2. Establish issues, a vision, goals and objectives for South Port Kells:
 - Establish a citizen/property owner advisory committee
 - Confirm issues with the community
 - Engage in a community visioning process
 - Discuss goals and objectives
3. Prepare several general land use scenarios:
 - Review and refine with these with the project team, committees and other stakeholders
4. Prepare general engineering servicing concepts and cost estimates.
5. Conduct a technical and public review process of options:
 - Based on results, select a preferred general land use option and finalize a general engineering servicing concept
6. Conduct a final public review and obtain feedback on preferred option.
7. Finalize and seek Council approval of General Land Use Plan as the basis for the NCP preparation process described below.

At milestones in the planning process, public meetings will be held and update reports will be provided to Council. As outlined in the OCP, the public, residential interests and business representatives will be involved in providing input to the preparation of the plan.

Second Phase: Neighbourhood Concept Plans (NCPs)

Once the General Land Use plan has been prepared and approved by Council (through the above-described process) a more detailed NCP or a series of NCPs will be prepared in accordance with the planning process outlined in the OCP for NCPs. A more detailed schedule of the planning and consultation process associated with the preparation of NCPs in South Port Kells will be provided to Council after the completion of the General Land Use Plan.

COMPONENTS OF THE PLAN(S)

The first phase General Land Use Plan for South Port Kells will illustrate, in broad terms, the general land use pattern, including residential, commercial, work place, institutional, etc. land use designations at locations and densities as determined through the planning process in recognition of the overall objectives of the City. It will also illustrate the main transportation routes, highway access, the general location of parks, schools, and major greenways, community structure (i.e., neighbourhood planning units) and a general approach to providing engineering services to the area and the estimated costs of such services.

The second phase NCP for each neighbourhood or planning unit within South Port Kells, will contain the elements specified in Part 5: Secondary Plans, of the OCP. This means that they will have two components: a physical plan for land uses and subdivision layout and a servicing and financing strategy for the provision of services and amenities. The OCP indicates that all plans should achieve the City goal of a balance between workplace and residential uses in support of the City's overall objective of one job for each resident worker in the City.

TIMING AND RESOURCES

Consultant(s) will be engaged to assist City staff in undertaking the land use planning, public consultation and, possibly, the engineering servicing planning process. It is estimated that the process to prepare the first phase General Land Use Plan will take about 18 months to complete. A proposed work schedule for the General Land Use Plan is attached as Appendix II. A senior staff person from the Planning & Development Department will manage the project with ongoing collaboration with and input from all Departments of the City.

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