

**To:** Chief Administrative Officer **Date:** August 16, 2021  
**From:** Barclay Pitkethly, Deputy Chief Administrative Officer  
**Subject:** **Central Neighbourhood Plan Phase II – Preferred Central Neighbourhood Land Use Plan**

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### **Recommendation(s)**

That Council authorize the initiation of Phase 3 | Preferred Option and Technical Due Diligence – Engineering Studies based on the CNP Recommended Preferred Plan.

### **Executive Summary**

In recognition of the Silverdale Comprehensive Planning Area (SCPA) Neighbourhood Planning Terms of Reference, the proponent led planning process is now nearing completion of Phase 2 | Preliminary Design Options. The deliverables for Phase 2 include a) Preliminary Design Options; b) Consultation Materials; and 3) Feedback Summary of the Consultation. Additionally, work was advanced on the Retail Demand Analysis and the Community Facilities Inventory Demand Study that were utilized to determine land use demands for such uses.

Council is being asked to endorse a preferred plan with the understanding further refinement will be needed as the technical due diligence is advanced.

### **Purpose**

The purpose of this report is to allow the proponent led Central Neighbourhood Planning to proceed to Phase 3 of the process. Council is being asked to endorse the preferred plan put forward by the proponent to initiate the refinement of the Preferred land use option and conduct the technical due diligence (engineering studies).

### **Background**

On July 20, 2020, Council resolved to authorize the initiation of proponent-driven neighbourhood planning process for the 'Central Neighbourhood' of the Silverdale Comprehensive Planning Area (SCPA). Phase I 'Technical Due Diligence: Biophysical Studies' of the planning process is now complete and work is progressing through Phase II 'Preliminary Design Options'.

On November 9, 2020, Council adopted the Key Messaging and Guiding Planning Principles (Attachment B – Guiding Planning Principles) launching the planning process into Phase II.

On May 17, 2021, Council was presented the Design Foundations presentation describing the different types of land use options that will be incorporated into the planning work to make complete livable communities in a hillside environment.

On June 7, 2021, Council was presented with the Preliminary Design Options as well the Draft Retail Demand Study, the Draft Community Facilities Inventory, as well as the presentation materials that would form part of the upcoming public presentation material held between June

14 and June 30, 2021. A Council workshop was held on July 12, 2021 allowing Council to digest the materials to ask pointed questions to provide clarity in regards to the options presented.

From the public engagement feedback, land owner engagement, and Council feedback, the proponent is now ready to move forward with the planning process into Phase 3 | Preferred Option and Technical Due Diligence – Engineering Studies.

## **Discussion and Analysis**

### ***Introduction***

In accordance with LAN 64(c) Silverdale Comprehensive Planning Area Neighbourhood Planning Terms of Reference, deliverables for Phase 2 include a) Preliminary Design Options (delivered as part of the June 16, 2021 Meeting of Council); b) Consultation Materials (delivered as part of the June 16, 2021 Meeting of Council and July 12 Council Workshop and available online via [engage.mission.ca](https://engage.mission.ca)); and c) Feedback Summary of Consultation (Attachment A – Feedback Summary of Consultation).

From the feedback summary and Council workshop, a DRAFT Preferred Land Use Option is presented to Council (Attachment C – CNP Recommended Preferred Plan) which will form the basis for the technical analysis to be worked on during Phase 3.

### ***Feedback Summary***

The feedback summary informed the draft Recommended Preferred Plan that will form the basis for the technical analysis and engineering studies.

The Feedback Summary is a summation of the public engagement consultation with land owners, the public, and Council. All comments from the surveys are provided for transparency and any questions and answers made via the [engage.mission.ca](https://engage.mission.ca) site will remain online for public perusal.

### ***CNP Recommended Preferred Plan***

The CNP Recommended Preferred Plan is a culmination of the Foundation Plan presented for input as the blueprint to meet the goals of the Master Infrastructure Strategy to achieve targets for housing, population, community facilities, commercial employment opportunities and viable transit routes to create sustainable, mixed-use neighbourhoods.

The Recommended Preferred Plan includes the following Options as outlined on the attached map (Attachment A) and as noted by the proponent:

- *Establish the Glade Collector Road + Infrastructure Corridor to enable development within Glade at Urban densities;*
- *Increased urban densities resulting from the proposed Glade Infrastructure Corridor enabled identification of a fourth civic node in the Neighbourhood, including the opportunity for an alternate Joint Elementary School + Neighbourhood Park site, more centrally positioned to better serve the new community than the Chester location envisioned in the MIS;*
- *Locate Commercial space at the Glade Arterial crossroads to enable better Arterial Road access and support for the new civic node, complementing higher densities in Glade;*
- *Increase densities in Chester with more townhomes to help jumpstart the community;*
- *Locate the Jamieson Firehall next to the Community Park to provide access to the Terrace Collector Road;*
- *Increase densities in Jamieson with more Single-Family Urban;*

- *Implement the Collector Road alignment between the 4-Lane Arterial Road and Olson Avenue that avoids Environmentally Sensitive Areas;*
- *Implement the Collector Road alignment between Olson Avenue and the Summit to establish a third entrance to the Summit at the ‘Southern Gateway’;*
- *Consolidate the Summit Civic Centre on a single site;*
- *Situate the Mixed-Use Village at the Heart of the Summit;*
- *Situate the Summit Joint Elementary School + Neighbourhood Park at the northeast of the Summit to shelter it from Collector Road traffic and capitalize on unique views.*

*For the CNP’s Lower Slopes Precincts, two suitable sites have been identified for the Joint Elementary School + Neighbourhood Park. Further analysis and consultation with School District 75 will be conducted early in Phase 3 to determine the most appropriate site in the Lower Slopes, by addressing issues related to site dedication, acquisition + capital funding, servicing timelines, student enrollment, and housing supply.*

### **Housing and Population Targets**

While the Foundation Plan closely mirrors the densities and population targets as identified within the Master Infrastructure Strategy at 9,670 units and 22,400 population respectively. The Options Plan presented for public consultation, closely resembles the Recommended Preferred Plan and represents an approximate 4% increase in units and 8% increase in population.

Once the housing and population targets have been refined through Phase 3, it will be important to determine a mechanism by which the targets in each precinct and the CNP overall can be adhered to, and not overly exceeded without additional analysis and Council approval.

### **General Land Use**

Based on the Recommended Preferred Plan, the breakdown of land uses is shown in the following table:

<b>Land Use</b>	<b>Area (ha)</b>	<b>% of Total</b>
Single Family Rural	4.80	0.7%
Single Family Estate	13.53	1.8%
Single Family Urban	156.60	21.3%
Townhome	106.64	14.5%
Apartment	12.89	1.8%
Mixed-Use	4.77	0.7%
Commercial Retail	1.78	0.2%
Joint Elementary School / Neighbourhood Park	12.13	1.7%
Civic – Community Centre	5.07	0.7%
Civic – Fire Hall / Works Yard / Reservoir	6.03	0.8%
Neighbourhood Park	20.38	2.8%
Community Park	109.99	15.0%
Natural Open Space / ESA	179.38	24.5%
Roads	99.61	13.6%
<b>Total</b>	<b>733.60</b>	<b>100.0%</b>

Given the hillside context and suburban nature of the Central Neighbourhood Plan, the breakdown of land use categories appears reasonable, with an effort to provide additional density with townhomes (106.6 ha), apartments (12.9 ha) and mixed uses (4.8 ha) where practicable. Density and mixed uses are clustered around key nodes, including commercial uses, schools, and community/civic lands.

Approximately one-quarter of the site (179.4 ha) is shown as natural open space / ESA, due to its topography and/or environmental features. A significant amount of land (111.2 ha) is shown as Community Park, primarily in the Jamieson, Terrace and Summit precincts. However, much of these areas are also quite steep, with environmental features and wildlife corridors shown throughout the Community Park lands. As part of Phase 3, a Parks, Trails and Recreation Plan should be developed which further refines the park classifications, uses, and areas.

It should be noted that much of the policy work in regards to each of the land use typologies is yet to be developed. As part of Phase 4 | Prepare the Neighbourhood Plan Document, policies around form and character, programming, neighbourhood character, cluster development principles, transit planning, etc., will be developed.

### ***Trail Network and Connectivity***

Where possible, neighbourhood connectivity should be provided between blocks (e.g. at the end of cul-de-sacs), towards the neighbourhood nodes (e.g. schools, commercial areas, civic lands), and between precincts. Further refinement of the overall trail network will be part of a detailed Parks, Trails and Connectivity Plan to be undertaken in Phase 3 of the application process.

### ***Transportation/Road Network***

Greater detail with transportation planning and a traffic impact analysis is required as Phase 3 of process. When developing the trails and connectivity plan, on-street pathways (e.g. MUPs) can be incorporated to connect to off-street trails as part of the overall network.

Of note, for the purposes of moving into Phase 3, the major road network (Arterial and Collector roads) form the skeletal spine in which development can occur and traffic patterns can be envisioned. Local roads, however, are shown for illustrative purposes and may offer some flexibility with respect to layout, pattern, or location. Typically, local roads will be planned as on an application by application basis depending on housing form, accessibility, servicing, connectivity, etc.

### ***Infrastructure Servicing***

The applicant will need to match the proposed land uses with conceptual infrastructure servicing, as part of Phase 3 of the application process. This is to identify servicing triggers and thresholds based on land uses and development phasing for fire flow and reservoir requirements, sewer capacity, and stormwater management. In addition, conceptual planning will begin to address efficient servicing routing and alignment, such as maximizing gravity sewers throughout easements / end of cul-de-sacs in order to minimize sewage lift stations – a concept identified by the Master Infrastructure Strategy.

### ***Phasing Context and Buildout Timeline***

While many typical neighbourhood plans represent a 20 to 30-year buildout program, it is important to recognize that, given its magnitude and size, the proposed Central Neighbourhood Plan contemplates a 50 to 60-year buildout program, with full buildout of the CNP not anticipated until 2075 to 2079. As outlined in the CNP Retail Demand Analysis report prepared for the proponent, the overall development timeline by neighbourhood precinct and land use concept is as follows:

<b>Neighbourhood Precinct</b>	<b>Target service year by Land Use Concept</b>
Chester	2023 (Foundation) / 2023 (Options)
Glade	2031 (Foundation) / 2041 (Options)
Jamieson	2040 (Foundation) / 2045 (Options)
Terrace	2045 (Foundation) / 2049 (Options)
Summit	2050 (Foundation) / 2053 (Options)
Slopes	2070 (Foundation) / 2072 (Options)

It is important to note the scope and scale of the Central Neighbourhood Plan in terms of potential absorption rates, its context in the overall Silverdale Comprehensive Planning Area and Mission itself. The City of Mission is undergoing comprehensive planning for its Waterfront and other development areas simultaneous to the Central Neighbourhood Plan and will likely undertake comprehensive planning for the East and West neighbourhoods of the SCPA which will impact and complement the work currently materialising.

Timing of public infrastructure such as schools, civic facilities, fire halls, parks and trails, etc. is an important factor when developing a phasing strategy for the all Neighbourhood/Master Planning exercises. Of note, and where further refinement is needed through Phase 3 of the planning process is the location of civic facilities. No civic facilities are currently planned for the Chester or Glade precincts (South Slopes), the first development area of the CNP. The main civic facility within the CNP.

### ***Closing***

The Recommended Preferred Plan for the Central Neighbourhood Plan as submitted by the proponent represents a culmination of months of review, analysis, and engagement with staff, landowners, Council and the community. It will be further refined during the next phases of the application process as it moves towards adoption.

### **Council Goals/Objectives**

Neighbourhood planning in Southwest Mission meets Council's 2018 – 2022 Strategic Plan and addresses Strategic Focus Areas 2 and 4 a; specifically, Priority Action item 4.7:

#### ***2. Secure Finances, Assets, and Infrastructure***

Central to Council's vision and mission is the responsible planning and management of public resources and infrastructure. Council is committed to working with the community to ensure resources are available to fund services and to plan, manage and maintain public infrastructure assets.

Goals:

- To ensure sound financial management of the District
- To ensure resources are available when needed
- To ensure well planned, maintained and financed public infrastructure

#### ***4. Livable Complete Community***

Council supports the evolution of Mission as a livable, attractive, and complete community that meets the everyday needs of its residents.

Goals:

To develop distinct neighbourhoods and a livable community

To be an attractive community for living, working, and playing

To the greatest extent possible, meet the social, cultural, and physical needs of the community

***Priority Action 4.7 Undertake neighbourhood planning***

Short Term:

- Southwest Mission

**Financial Implications**

There are no financial implications associated with this report.

**Communication**

The next steps of the Central Neighbourhood Planning process involve initiating Phase 3 | Preferred Option and Technical Due Diligence - Engineering Studies.

Based on the decisions made in Phase 2, the Preferred Neighbourhood Plan option will be prepared that is consistent with the guiding principles and strategic policy directions. With the development of the Preferred Neighbourhood Plan option, the required Engineering and Financial Studies will be initiated and finalized as part of Phase 4. The work to be completed as part of Phase 3 includes:

- a) Refinement of the Recommended Preferred Plan
- b) Engineering Studies, including
  - Civil;
  - Transportation;
  - Integrated Rainwater Management Plan
- c) Environmental Assessment including and Environment Impact Assessment
- d) Financial Studies including a Municipal Cost Recovery Analysis.

Deliverables for Phase 3 include:

- a) Preferred Neighbourhood Plan Option Land Use Plan and statistical summary of Land Uses;
- b) Environmental Impact Assessment
- c) Visual Impact Assessment;
- d) Draft Civil, Transportation Network Plan, Transportation Impact Assessment and IRMP Studies;
- e) Financial Analysis: Retail Market Demand Study, Municipal Cost Recovery Analysis;
- f) Consultation materials; and,
- g) Feedback Summary of Consultation Stage 3

While Phase 3 is highly technical, consultation and communication are required as part of the process. In accordance with the terms of reference, **landowners** will continue to be part of the process and consulted; the **general public** will also be consulted via an open house engagement process (preferably in-person); **First Nations** will be consulted via communications directly with the City of Mission; and **franchise utilities** will be consulted for feedback. Of note, communications with provincial agencies will continue as plan refinement occurs; in particular the Ministry of Transportation and Infrastructure will be engaged in regards to highway access.

**Report Prepared by:** Barclay Pitkethly, Deputy Chief Administrative Officer

**Reviewed by:** First Name Last Name, Position  
**Approved for Inclusion:** Mike Younie, Chief Administrative Officer

**Attachment(s)**

Attachment A: Feedback Summary of Consultation  
Attachment B: CNP Recommended Preferred Plan