



To: Chief Administrative Officer Date: March 21, 2022

From: Barclay Pitkethly, Deputy Chief Administrative Officer

Subject: Central Neighbourhood Plan Phase 3

Recommendation(s)

 That Council endorse the Phase 3 Central Neighbourhood Preferred Plan as attached to the report from the Deputy Chief Administrative Officer (Attachment A, B and C) dated March 21, 2022; and

2. That Council authorize initiation of Phase 4 | Prepare the Neighbourhood Plan Document, as per Council Policy LAN. 64(C) – Silverdale Comprehensive Planning Area Neighbourhood Planning Terms of Reference.

Executive Summary

In accordance with the City of Mission Council Policy LAN. 64(C), the proponent-led planning process is reaching a major milestone in completing the technical analysis. At this juncture of the planning process, the proponent is looking for endorsement of the Preferred Land Use Plan to signify the conclusion of Phase 3 and move into the preparation of neighbourhood plan document.

This report provides an update on the progress to date of the technical analysis being completed as part of Phase 3 which include numerous deliverables. These deliverables, and their status, are highlighted below:

Preferred Neighbourhood Plan: Complete and seeking Council endorsement.

Environmental Impact Assessment: Complete but needs refinement as per finding of IRMP.

Visual Impact Assessment: Complete and presented as part of the Open House sessions.

Draft Civil Servicing: Substantially complete with refinements needed as per commentary from the City and its consulting team to be completed as part of Phase 4.

Transportation Network Plan: Substantially complete with refinements needed as per commentary from the City and its consulting team to be completed as part of Phase 4.

Traffic Impact Assessment: Substantially complete with refinements needed as per commentary from the City, its consulting team, plus any input from Ministry of Transportation to be completed as part of Phase 4.

Integrated Rainwater Management Plan: Drafted with needed refinements from the proponent to finalize the plan.

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Financial Analysis: Two of three conditions complete (Retail Market Demand Analysis + Taxation Analysis) with updates to costing and cost recovery mechanisms to be completed as part of Phase 4 as the Draft Civil Servicing finalizes.

Public Engagement Summary: Complete and provided to Council as a separate document.

As each of the deliverables are finalized, they will be made available on the City's website and inform policies to be included within the final neighbourhood plan document.

Purpose

This report updates Council on the progress of the Central Neighbourhood Planning document after feedback from the Open House sessions with the landowners, the public, and Council in February of 2022. The intent of the report is twofold:

- 1) Obtain Council endorsement of the Preferred Land Use Plan; and
- 2) Initiate Phase 4 of the neighbourhood planning process as per Council Policy LAN. 64(C).

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 A – Central Neighbourhood Plan Guiding Principles) launching the planning process into Phase 2.

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, Draft Retail Demand Study, 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 regard to the options presented.

Based on the public engagement feedback, landowner engagement, and Council feedback, Council endorsed the initiation of Phase 3 | Preferred Option and Technical Due Diligence – Engineering Studies on August 16, 2021.

After Council received an update on Phase 3 on December 20, 2021, the plan went out for public engagement during the first week of February 2022. Engagement included a landowner only online forum, a public online forum, an in-person forum, as well as numerous one-on-one landowner meetings between the proponent team as well as City staff.

A Council workshop was held on February 16, 2022, to highlight the feedback from the public engagement sessions and refine the preferred land use plan.

The Phase 3: Public Engagement Summary | March 2022 is provided to Council for review as a separate document and will be available on the City's website as a deliverable of Phase 3.

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Discussion and Analysis

The Silverdale Comprehensive Planning Area Terms of Reference (LAN.64(C)) outlines the process for which neighbourhood planning must adhere to. In this regard, Phase 3 of the planning process outlines deliverables and a communications plan prior to advancing to Phase 4, the plan preparation.

The deliverables include a Council endorsement of the preferred land use plan and significant advancement for other technical documents comprising of an Environmental Impact Assessment; Civil Engineering Plans including the Integrated Stormwater Management Plan; Transportation Network Plan; Traffic Impact Analysis; Financial Analysis; and Visual Impact Assessment. The following is an update on each of the deliverables.

Following the Planning Principles adopted by Council, the following offers a breakdown of how the preferred land use plan considers the principles

Included as Attachment B: Map 1 – Land Use Plan + Cadastral, Attachment C: Map 2 – Parks + Pedestrian/Cyclist Circulation Plan, and Attachment D: Map 3 – Transportation Network Plan, are the base plans the proponent, the City of Mission, and consultant team have been operating from to inform work being completed as part of Phase 3.

1) *Ecological | Working with Nature:* Conserve Ecological Integrity; Create Integrated Networks of Parks and Natural Space

One of the primary principles is Working with Nature. In this regard, as part of Phase 1 and 2 of the planning process is the identification the opportunities and constraints of the land; thus, the land informs land use decisions. This is the essence of the green framework developed from the onset. Map 2 – Parks + Pedestrian/Cyclist Circulation Plan showcases the plans' green framework which outlines the public realm of the plan and includes natural open spaces, community parks, neighbourhood parks, and other public amenities such as schools and recreation centres.

One of the primary goals outlined throughout the Master Infrastructure Strategy is to plan for 40% of the land area as natural, and the Central Neighbourghood Plan delivers on this goal.

The deliverables for Phase 3 as part of the Ecological | Working with Nature principles includes the Environmental Impact Assessment and Integrated Rainwater Management Plan.

Deliverables:

Environmental Impact Assessment

The Environmental Impact Assessment (EIA) has been completed by PGL Environmental Consultants and peer reviewed by the City's consulting team at Urban Systems Ltd. Key findings of the EIA identifies mitigation measures to be implemented such that, the Preferred Plan incurs no significant residual effects. A summary overview of the EIA is provided as Attachment E – Environmental Impact Assessment Summary. The completed plan will be posted on the City's website as a key deliverable when all other studies are complete and cascading impacts have been analyzed.

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Integrated Rainwater Management Plan

The Integrated Rainwater Management Plan (IRMP) is currently in its draft form and being finalized as new information regarding infrastructure planning becomes refined and modelling updated. A summary of the Integrated Rainwater Management Plan is provided as Appendix F – Integrated Rainwater Management Plan Summary. The Central Neighbourhood planning area offers significant challenges to managing rainwater due to topographical and soil conditions. Included in this challenge is the need to recharge water back to the ground to negate impacts on downstream wells servicing current housing in the West Neighbourhood.

The management strategy of the IRMP is to: 1) Reduce the risk of health hazards, loss of life and property damage; 2) Preserve and improve the environment for present and future generations; and 3) Conserve social and financial resources.

There are still several outstanding technical issues to resolve with the proponent that will influence placement, function, sizing and costs of infrastructure, but the City believes that the fundamental components of the management system can support the proposed land use plan.

2) **Social | Living Lightly:** Design Compact Walkable Neighbourhoods; Foster a Vibrant and Diverse Age-Mixed Community; Incorporate a Sense of Place in the Design of Communities; Plan for Alternative Transportation; Employ Green Infrastructure

Another pillar of the Central Neighbourhood Plan principles is Living Lightly, meaning the plan must respect the landscape and generate a land use plan that promotes a mix of housing typologies, is designed for transportation modes other than the car, respects the surrounding landscape, and offers opportunity to meet the day-to-day shopping and recreation needs of the local residents.

The deliverables for Phase 3 as part of the Social | Living Lightly principles include the Preferred Neighbourhood Plan with a statistical summary of land uses, draft civil servicing plans, transportation network plan, showing alternate modes of transportation opportunities including transit, and the transportation impact assessment.

Deliverables:

Preferred Neighbourhood Plan:

The focus of Phase 3 is to determine the preferred neighbourhood plan for the Central Neighbourhood of the Silverdale Comprehensive Planning Area. While no major changes have occurred since the Council update of December 2021, the following highlights the refinements made:

a) 'Single Family' designation: Previous iterations of the plan included a finer grain of detail for Single Family residential products, including 'Single-Family Estate' and 'Single-Family Urban' to assist in distinguishing where urban type density may not be realized due to land constraints such as slope, access, or other natural feature impediments. For ease of future planning, and to allow greater flexibility at the application stage, the two designations have been combined to form what is now called 'Single-Family'. This designation will plan for densities of single-family type development that average 5 units per acre over the entirety of the planning area knowing some area will not support this density while other can

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- achieve slightly higher densities. The densities will be determined by the land and what can be built given the hillside conditions of the CNP.
- b) Road Alignment/Designation Refinement: The latest plan now reflects rights of ways of the Liveable Streets Standards and refines the street network. For example, Gunn Avenue arterial intersection with 4-lane East West arterial has been shifted east based on road profile analysis; back lanes have been removed with the understanding that the City's Bylaws will require them where needed, strata roads have been refined to show where full public road standards will not be needed, and some local street alignments have been altered due to greater analysis completed on slopes to avoid massive retaining structures.
- c) Land Use: Minor land use amendments to accommodate learnings of the civil engineering plans and transportation plans have been incorporated into the plan. Amendments include re-location of the Mid Slopes water reservoir, and some minor land use changes due to changing road alignments.
- d) Parks and Trails: Additional parking and staging areas have been added to reflect entry points to significant trail network infrastructure.

As presented in December of 2021, highlights of the plan include developing *Walkable Neighbourhoods*, preserving, developing, and enhancing *Natural and Public Spaces*, and providing a mix of housing typologies on the remaining *Developable Lands*.

Walkable Neighbourhoods:

The plan features three distinct neighbourhoods, Lower Slopes, Mid Slopes, and Upper Slopes, each focused on a key neighbourhood node with the south slopes adding an additional mixed-use commercial node.

Each neighbourhood node features a commercial area to support the day-to-day shopping needs of residents, complemented by public amenities such as a community centre, elementary school, and neighbourhood park. Most residents will be within a 10-minute walk of a neighbourhood node.

Public and Natural Lands:

In general, the public and natural realm of the Central Neighbourhood Plan is a dominant feature for the plan. Because of topography, environmental restrictions and features, and their locations, the public and natural realm informs the rest of the land use patterns.

Natural Open Space

The Natural Open Space land use is by far the dominant land use feature of the Central Neighbourhood Plan. These areas have been identified through the Opportunities and Constraints modelling completed In Phase 1 and refined as part of Phase 3 through the Environmental Impact Assessment and Integrated Rainwater Management Plan. The Natural Open Space lands contain Streamside Protection and Enhancement Areas (SPEA), steep slopes, wildlife corridors, and areas for species at risk, but may also be utilized for more passive recreation opportunities – trails for walking and biking as an example. The lands comprise approximately 271.59 ha or 37.0% of the total area of the CNP.

Community and Neighbourhood Parks

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The target set for the Central Neighbourhood Plan for Community and Neighbourhood Parks – active recreation – not including Natural Open Space, is 5% of the total area of the plan.

Lands planned for active programmed park space comprise approximately 44.1 ha or 6.0% of the total land area, meeting the objective.

Community Parks: There are three large destination community parks planned for the Central Neighbourhood, totalling approximately 17.25 ha. These parks meet definitions and standards set out within the Parks, Trails, and Bicycle Master Plan by being a destination space for the community at large.

Each Community Park is in excess of 5.4ha/13.3ac. For comparison, Hatzic Park is 4.26ha/10.5ac Centennial Park is approximately 8ha/19.75ac.

Neighbourhood Parks: Each smaller neighbourhood enjoys access to a neighbourhood park of varying size and every resident is within a 4-minute walk (400m) of a neighbourhood park.

Please note, that programming for each park will occur through detailed park planning led by the City with neighbourhood residents when these lands come on board.

School Sites

In accordance with the Master Infrastructure Strategy and in consultation with the School Board, three sites have been identified for elementary schools. Each site is approximately 6 acres in size and is co-located with an approximate 4-acre neighbourhood park. This allows for an approximately 10-acre site in total and allows greater opportunity for active and organized recreational opportunities.

Civic Centres

Civic Centres are pivotal to the success of developing neighbourhoods for people. Three civic centres are being planned for the area – one in the south slopes, one in the mid slopes area, and one large format civic centre planned for the upper slopes. The proximity of each civic centre adjacent to a neighbourhood park and near or adjacent to the elementary school and commercial node for each of the main planning areas.

Planning and programming for the civic centres will be City led as the plan progresses.

Trails

Trails are an integral part of the recreation and transportation plan for the planning area. Because hillside development does not offer large scale flat lands for parks, it is important to supplement the existing planned park infrastructure with active transportation opportunities, both on-road and off. On and off-road active transportation will occur on planned multi-use pathways (on-road) and multi-use trails (off-road) as identified on Map 2 - Parks + Pedestrian/Cyclist Circulation Plan – thick line for multi-use pathways and thin line for multi-use trail.

Developable Lands

The remaining lands have been divided up in accordance with the Guiding Planning Principles. Below is an analysis of the developable land uses:

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Land Use Breakdown

The remaining developable area, approximately 284.0 ha, or 38.7% of the land area, is divided into numerous types of land uses ranging from mixed use commercial/residential as the highest intensity use to rural residential representing the lowest density. The goal is to retain a range of uses to meet the growing need of the city therefore, a wide range of housing forms are being planned to appeal to wide range of the market. Below is a breakdown of the developable land by area and percentage:

Single Family Rural	4.27 ha / 0.6%
Single Family	152.77 ha / 20.8%
Townhouse	108.52 ha / 14.8%
Apartment	12.99 ha / 1.7%
Mixed Use	3.70 ha / 0.5%
Commercial	1.81 ha / 0.25%
Total Developable Area	284.06 ha / 38.7%
Roads	111.38 ha / 15.1%
TOTAL	395.44 ha / 53.9%

Based on the above land use plan, the target population equates to approximately 23,900 people (the MIS contemplated a target population of 21,900) with 10,255 housing units of varying housing typologies. Please see below for a summary of housing and mix data:

Housing Type:	Units (approx.):	Percentage:
Single Family	1846	18%
Townhouse	5435	53%
Apartment + Mixed Use	2974	29%
Total:	10,255	100%

Land Ownership Analysis

Part of the land use analysis showcases the distribution of land uses by landowner type – proponent held lands versus privately held lands. Currently, the proponent holds approximately 512 ha (74%) whereas privately held lands make up 197 ha (26%). Attachment G – Land Ownership Analysis outlines the breakdown of land uses by ownership group.

The goals the plan is attempting to achieve for all land owners include:

a) Equity for all landowners in terms of development potential: This goal has fundamentally shifted through the planning process. Initially, privately held landowner rights and privacy were attempted to be protected, however, as the plan has progressed, a shift to greater development potential has been

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- sought by private landowners. Balancing the needs to create livable neighbourhoods with a range of housing choices and allowing greater density has been one of the largest challenges facing the planning process.
- b) Public Lands: Understanding the land acquisition challenges for the School District and the City has guided land use planning decisions to ensure public spaces can be easily acquired and equitably distributed throughout the planning area is a large consideration for the preferred land use plan. In this regard, from a school and parkland acquisition perspective, the proponent bears the majority of the 'Community Park' land space (88.8%); all of the 'School' designated lands (100%); and the vast majority of 'Community Centre', 'Public Utilities', and 'Fire Hall' sites (87.9%).

The 'Neighbourhood Park' space is equally divided throughout the development area where the proponent held lands account for 18 ha (72%) and the privately held lands make up the remainder at 7 ha (28%).

- c) Ground Oriented Housing (Single Family Rural; Single Family; Townhouse): The analysis of the ground-oriented housing distribution amongst landowner groups shows a relatively even distribution among proponent and privately held lands. Whereas the proponent, holding 72.2% of the developable land accounts for 71% of the ground-oriented housing, privately held land account for 27.8% of the developable land and 35.8% of the ground-oriented housing.
- d) Neighbourhood Core Lands: All Neighbourhood Core lands are strategically located on proponent held lands for two primary reasons.

Firstly, having the proponent manage commercial and mixed-use lands allows greater control over timing of bringing commercial lands online. Often, commercial lands are the last to develop in new development areas as is witnessed with the Cedar Valley and Heritage Park neighbourhood commercial centres. Delays in bringing retail commercial sites on stream drives residents and traffic away from the neighbourhood.

Secondly, the proponent is better able to attract and manage retailers to meet the needs of the immediate neighbourhoods rather than waiting for market conditions to determine retail mixes.

Draft Civil Servicing Network Plan

The current Civil Servicing Network Plan is in a draft form and will be finalized as part of Phase 4 | Prepare the Neighbourhood Plan Document process. Much of the finalization of the Civil Network plan relies on endorsement of the land use plan.

The finalization of the Civil Servicing will inform much of the costs associated with the City's new Development Cost Charge bylaw and will outline a preferred servicing phasing plan. Much of the plan's success is predicated on completion of the Gap Servicing Study, being completed by the City to bring services to the Central Neighbourhood planning area.

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A summary of the Civil Servicing Network is provided as Attachment H – Civil Servicing Network Summary.

<u>Transportation Network Plan</u>

A Transportation Network Plan (Attachment C: Map 3 – Transportation Network Plan) has been developed by the Proponent for the planning area. Work has been completed in draft and is currently undergoing review by the City and it's Consultants for refinement.

The road network presented builds from the framework and concept outlined in the MIS, developing a multi-modal network supporting walking, cycling, transit, and motor vehicles. Adjustments have been made to suit site constraints, operational requirements, and land uses. The network includes several interconnected arterial and collector roadways providing connections within and through the Central Neighbourhood Plan area.

Coupled with the Transportation Network Plan is Map 2 – Parks + Pedestrian/Cyclist Circulation Plan (Attachment B) highlighting off and on road connections throughout the planning area.

The transportation network plan, including the analysis of alignments, profiles and cross sections is currently being reviewed and refined by the Proponent, coordinating with other plans being finalized for the CNP.

A summary of the Transportation Network Plan is provided as Attachment I – Transportation Network Plan Summary.

Transportation Impact Assessment

The Transportation Impact Assessment (TIA) is currently in draft form and will be finalized as part of Phase 4.

The TIA for the Central Neighbourhood Plan builds upon the work completed as part of the Silverdale Comprehensive Plan Area (SCPA) Master Infrastructure Strategy (MIS). The current TIA includes refinement to current land use plans, road networks, and more detailed analysis of traffic volumes. The analysis is being completed with reference to the City's ongoing Transportation Master Plan and several other plans including the City's OCP and Abbotsford – Mission Transportation Future Plan.

The TIA will need to consult and work with the BC Ministry of Transportation and Infrastructure to ensure connections to the Lougheed Highway are to the Ministry's standards. Liaising with the Ministry is currently being scheduled and results will be finalized as part of Phase 4.

A summary of the Transportation Impact Assessment is included as Attachment J – Transportation Network Plan Summary.

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3) **Economic | Support Local Lifestyles:** Support an Economically Sound Community

The last pillar of the Central Neighbourhood Plan principles is the Economic | Support Local Lifestyles, ensuring the plan meets sustainable financial principles from land use to civil infrastructure to ensure the City of Mission can afford the development plan.

The Financial Analysis being completed has three primary functions.

Firstly, to ensure the City will not be financial burdened by development. Often, cities do not study the financial impacts of development of taxation and find themselves subsidizing development to pay for much needed infrastructure and services such as recreation space and programming. The intent of the analysis is to ensure growth and the land use plan generates taxation to cover ongoing operations, maintenance, and replacement costs post construction.

Secondly, to understand the day-to-day shopping needs of the planned residential base. This ensure most trips generated by growth can be accommodated within the plan, with the understanding the weekly, large shopping and employment needs will not be met due to the hillside nature of the development.

Lastly, the financial analysis will provide the City with a detailed examination of the costs to provide City led infrastructure which will be incorporated into the City's Development Costs Charge (DCC) bylaw and City led amenities which will be incorporated into the City's Community Amenity Contribution policy.

Deliverables:

Financial Plan

Part 1: Taxation Analysis: GP Rollo and Associates have been retained to conduct a taxation analysis on the preferred neighbourhood land use plan to ensure the City can afford the development, from an operations, maintenance, and replacement cost perspective. As a requirement of the Local Government Act, it is important to recognize this important necessity to protect the City's long term financial interest.

In accordance with the analysis, "at build-out, based on the proposed land use densities, it is expected that taxation will more than cover operational and maintenance costs." (GP Rollo and Associates, 2021)

Importantly, it is imperative the land uses achieve the density targets set within the plan to ensure long term viability. Density plays a key role in the plan since there are limited opportunities for higher, tax generating land uses, such as employments lands, due to topographical constraints. That being stated, the Central Neighbourhood Plan can not be looked at in isolation of other important plans being conducted by the City, namely the Employment Lands Strategy, Waterfront Revitalization planning, and other areas of the Silverdale Comprehensive Planning Area that may be better suited for employment generating land uses and even higher densities.

Part 2: Retail Demand Market Analysis: To ensure the development plan can serve its residents with enough retail and commercial floor space, GP Rollo conducted a retail demand analysis.

In accordance with the analysis, "to support the proposed Central Neighbourhood, GPRA proposes the development of about 127,500 sq. ft. of retail and service commercial space." In addition to the ground floor retail space, the plan can accommodate an additional "31,750 sq. ft. (25%) of second-floor space." (GP Rollo and Associates, 2021)

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The following shows a breakdown of the retail demand analysis by retail type:

Retail Type:	Square Footage:
Grocery & pharmacy	61,500
Liquor	8,000
Services	22,500
Daycare	1,500
Restaurant and bar	22,000
Auto parts & services	8,000
Gas station	500
Total Retail Demand:	127,000

Part 3: Cost Recovery Analysis: As the plan progresses through Phase 4, after the preferred land use plan is finalized, greater detail will allow a better understanding of the total costs associated with the development and therefore, the Cost Recovery Analysis is still being refined. This will be presented as part of the Phase 4 findings.

Council Goals/Objectives

Neighbourhood planning in Southwest Mission meets Council's 2018 – 2022 Strategic Plan and addresses Strategic Focus Areas 2 and 4 and 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 City (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

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Priority Action 4.7 Undertake neighbourhood planning

Short Term:

Southwest Mission

Financial Implications

There are no financial implications to the City with this report.

Communication

Approval of the Preferred Land Use Plan signifies a major milestone in the planning process and allows the proponent and the City to move into Phase 4 where the neighbourhood plan will be drafted. The City's LAN. 64(C) details the structure and content of the Neighbourhood Plan document and includes all the policies in which development applications will be expected to comply with.

Once the plan has been drafted the document will be brought forward to Council for approval and an Official Community Plan amendment will be initiated. The intent is to adopt the Neighbourhood Plan as a reference document to the OCP.

Report Prepared by: Barclay Pitkethly, Deputy Chief Administrative Officer

Approved for Inclusion: Mike Younie, Chief Administrative Officer

Attachment(s)

Attachment A: Central Neighbourhood Plan Guiding Planning Principles

Attachment B: Map 1 – Land Use Plan + Cadastral

Attachment C: Map 2 – Parks + Pedestrian/Cyclist Circulation Plan

Attachment D: Map 3 – Transportation Network Plan

Attachment E: Environmental Impact Assessment Summary

Attachment F: Integrated rainwater management Plan Summary

Attachment G: Land Ownership Analysis

Attachment H: Civil Servicing Network Summary

Attachment I: Transportation Network plan Summary

Attachment J: Transportation Impact Assessment Summary

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