



## City of Maple Ridge

**TO:** Her Worship Mayor Nicole Read  
and Members of Council  
**FROM:** Chief Administrative Officer  
**MEETING DATE:** October 5, 2015  
**FILE NO:**  
**MEETING:** Council Workshop  
**SUBJECT:** **Albion Flats – Area Planning and Alternative Options for Land Use**

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### EXECUTIVE SUMMARY:

In January 2015, Council directed staff to prepare an options report for moving forward with the development of a land use concept and area plan for Albion Flats. In response, Council received the report titled '*Albion Flats – History and Options Update*' in March, 2015 which provided a full review of the history and background of the Albion Flats planning process. This report follows up on the '*Albion Flats - History and Options Update*'.

Albion Flats has a long history of planning activity and in 2010 underwent a significant public consultation program. To date the work represents a significant amount of municipal time, resources and investment. To proceed with Area Planning, Albion Flats will require a new land use concept plan. The following report recommends returning to the 2010 design charrette land use planning scenario outcomes as the basis for preparing a new concept plan. This option is an efficient use of budget, staff resources, and builds on previous work that could best reflect new information and current Council priorities.

The scope of work to prepare a revised land use concept plan and Area Plan Bylaw for Albion Flats is outlined in four phases:

- **Phase 1:** Re-establish and Initiate a Land Use Plan Process
- **Phase 2:** Land Use Concept Plan Endorsement
- **Phase 3:** ALC Exclusion
- **Phase 4:** Area Plan Bylaw

The area plan boundaries were selected based on an understanding that the Albion Industrial lands to the south are within the Urban Area Boundary and are designated for Business Park. Unlike Albion Flats, these lands do not require Provincial agency or Regional approvals to develop and therefore a full autonomy is maintained for this area.

Additional stakeholder consultation, including stakeholder workshops and a public open house review will be necessary to re-instate the process and prepare the land use concept plan and bylaw with support from the community and stakeholders.

An application for exclusion to the ALC will be required with a change in land use. Through past discussion and correspondence, the ALC has indicated support for exclusion of lands south of 105<sup>th</sup> Ave with conditions to address drainage issues and agriculture viability of properties north of 105<sup>th</sup> Avenue. Details regarding funding options to address these issues would be outlined in a subsequent report to Council.

It is expected a draft land use concept plan would be ready for endorsement in Spring 2016 with an application for exclusion to follow. First Reading of the Area Plan Bylaw and a final Area Plan Bylaw schedule will be dependent on the date of ALC approval.

The Area Plan will also require an amendment to the Regional Growth Strategy and inclusion within the Fraser Sewer Area Boundary. As a special study area, the amendment to the RGS will be a Type 3 minor amendment. This requires an affirmative 50% +1 weighted vote of the metro Vancouver Board but does not require a regional public hearing.

This report provides two alternatives should Council prefer to either delay or not proceed with the concept plan at this time.

#### **RECOMMENDATION:**

**That Option 2: Revisit 2010 Charrette Options, as outlined in Section 3 of the staff report titled Albion Flats – Area Planning and Alternative Options for Land Use and dated October 5th, 2015 be endorsed.**

#### **DISCUSSION:**

##### **1. BACKGROUND**

###### ***a) 'Albion Flats – History and Options Update' Council Report, 2013***

Following the charrette process the City of Maple Ridge submitted an endorsed concept plan for consideration by the ALC. In May 2012, the City was advised that the Commission would support the removal of the lands on the south side of 105<sup>th</sup> Avenue from the ALR in exchange for remediation of drainage issues and agricultural viability of properties to the north of 105<sup>th</sup> Avenue (**see Appendix D**).

In June 2012, Ridge Shopping Centres Inc. proposed a land exchange with the City to develop a retail employment node south of 105<sup>th</sup> Avenue. However, in December 2014 Ridge Shopping Centres Inc. (Smart Centres) shifted its position and notified the City it would not proceed with a land exchange and development proposal. This proposal had been a central component of the planning for the area. At this time, Council directed an options report be provided for moving forward with the land use and planning of Albion Flats.

As a result, Council was provided with the report titled, 'Albion Flats – History and Options Update' in March, 2015. This report provides the history and background of the Albion Flats planning process and provides the background and basis of this report.

**b) Council Resolution (2013)**

In November 2013 Council passed the resolution that reaffirmed Albion Flats as a priority for the preparation of an Area Plan.

*R/2012-491 2013 Area Planning Options:*

*“That the Albion Flats be reaffirmed as the priority for the preparation of an Area Plan.”*

**c) OCP Policy**

Area planning for the Albion Flats is consistent with the City’s OCP Policy 10-2 and 10-3 (**see Appendix A**). It is an area under pressure of nearby growth in Albion, surrounded by urban residential and industrial land uses and has many positive aspects for land use and development.

OCP Policy 6-15 and 6-16 specifically relate to Albion Flats and acknowledge the land is currently unavailable for urban development and recognizes requirements for a change of land use at the Regional and Provincial level.

**d) Albion Flats Planning Area Boundaries**

The Albion Flats planning area covers a land area approximately 133 hectares (329 acres). The majority of these lands are within the Agricultural Land Reserve and are a Special Study Area in the City’s Regional Context Statement (**see Appendix B, Map 1**). The land south of Loughheed Hwy (Albion Industrial Lands) is not included in the planning area.

Area plan boundaries were the subject of the 2009 “*Albion Area Process*” staff report that provided Council with options to include a wider land area. The current boundaries were selected based on an understanding that the Albion Industrial lands to the south are within the Urban Area Boundary and are designated for Business Park. Unlike Albion Flats, these lands do not require Provincial or Regional approvals to develop. As such, Council was interested in maintaining full autonomy for that area.

**e) Albion Flats –Investment In Area Planning**

Albion Flats has a long history of planning activity and represents a significant amount of municipal time and resources (**see Appendix C**). This is summarized as follows:

- Planning Work Completed to-date:
  - Seven consultant background & Technical reports (2010)
  - Four technical reports completed by Ridge Shopping Centres Inc. (2011-2012)
  - An extensive engagement program and design charrette (2010)
  - Concept plan development (2012)
- Recently Completed Plans that Affect Planning in Albion Flats:
  - The Transportation Plan (2014)
  - The Commercial & Industrial Strategy (2014)
  - The Parks, Recreation and Culture Master Plan (2010)
- Current Municipal Investment:
  - \$380,000 upgrade to the children’s spray park (completed)
  - \$300,000 upgrade to the washroom / change room facilities (tender currently out)

- Canada 150 Community Infrastructure Grant received to replace gravel fields with artificial fields (recently received)
- 2 new baseball diamonds and 2 new soccer fields, running track and bleachers
- Additional parking upgrades
- Additional Planning Considerations:
  - Albion Flats is home to the Albion Sports Complex, Planet Ice, Golden Ears Winter Club and Albion Fairgrounds.
  - The site hosts a number of community based and City-wide events throughout the year. These facilities occur on ALR lands and are allowed by the ALC as approved non-farm uses.
  - Adjacent land area is surrounded by urban residential and industrial land use.
  - Albion Area Plan lands have seen recent major growth and development, increasing the population and thereby desire for amenities, services, etc. in the area.
  - Bordered by the Lougheed Highway, Albion Flats has excellent visibility, access and is minutes from the downtown.
  - While currently underserved by transit, the adjacent increasing density with the Flats development could provide the impetus needed for future improved transit service including west coast express and local services.
  - Existing active uses on the lands provide good opportunities to expand and serve nearby growth and development within the City-wide goals (commercial nodes, employment, recreation, etc.)

#### ***f) Previous ALC Decisions & Implications for Area Planning***

A small portion of the Albion Flats, approximately 20ha is already excluded from the ALC. The remaining portion of the lands (the majority of the planning area boundaries) is within the ALR (**see Appendix B, Map 2**). An Albion Flats Area Planning process will change land use for all or part of these lands. Where there is a desired change of land use from agricultural, an application for exclusion to the ALC is required.

The ALC has expressed support for a block exclusion application on lands to the south of 105th Avenue with conditions, but do not support exclusion of lands north of 105th Avenue. Conditions for exclusion of lands to the south of 105th Avenue seek to remediate the lands affected by surrounding municipal development north of 105th Avenue (**see Appendix D for full text**) and can be summarized as:

- assessment of drainage and stream flow conditions;
- remediation of agricultural lands north of 105th Avenue, and;
- traffic flow to facilitate agricultural purposes.

A preliminary assessment to address drainage and restore the agricultural capability on the lands north of 105th Avenue, prepared as part of the Smart Centres agreement, estimated the cost of \$2.1million.

#### **North of 105th Avenue Applications for Exclusion**

Two applications to exclude land from the ALR north of 105th Avenue were made by land owners in 2013. In both cases Council supported forwarding the applications to the ALC however the applications were refused by the ALC. At this time, a period of one year was provided for landowners

to submit a request for reconsideration. In August 2015, the City received a copy of a letter from the ALC granting an open extension of this time limit to submit an appeal at the request of the landowners. To date, the landowners have not submitted an appeal. If an appeal is submitted, Council may choose to delay an Area Plan process for Albion Flats until the outcome of this appeal has been issued.

The ALC indicated a concept plan is not required for an application for exclusion; however, a concept plan is part of the Area Plan process, it also provides a tool to communicate land use intent and provides a level of certainty for land owners and members of the public through the planning process.

## **2. ALBION FLATS AREA PLAN PROCESS – OPTIONS AND DEVELOPMENT OF LAND USE ALTERNATIVES**

### ***a) Area Plan Approach Options***

The following section outlines the options and a course of action for an Albion Flats Area Plan process. Three options outlined in the March 2015 report have been identified to develop a revised land use concept plan. Each is described below.

#### Option 1: Amend 2011 Concept Plan

This option makes minor adjustments to the 2011 concept plan. Amending the 2011 concept plan builds on the planning work completed to date and is an extension of the existing planning process. However, the ability to incorporate new ideas and in particular, current Council priorities is limited. The 2011 concept plan was drafted with land uses north of 105<sup>th</sup> Ave, including a major employment node as a central component of the concept plan. The success of this plan for ALR exclusion north of 105<sup>th</sup> Ave based on ALC discussion is limited.

#### Option 2: Revisit 2010 Charrette Options

HB Lanarc Consultants Ltd. prepared four land use scenarios as part of the 2010 design charrette. This option revisits land use options and looks to re-envision a draft conceptual land use plan from these scenarios that reflects new work (e.g. recent City Plans), conditions and current Council priorities.

To revisit the 2010 Charrette Options is the best opportunity for Council to provide input into the direction of Albion Flats. It maximizes existing budget, staff resources, maintains a reasonable timeline, respects the community input received and utilizes the planning work completed to-date. The process would remain an extension of the existing planning process, but would re-launch the project with new energy and re-brand it. This option provides the ability to incorporate new ideas, new information and current Council priorities. With this, key issues such as agricultural viability, drainage remediation and change in the employment node can be best addressed. Furthermore, development of a new land use concept sets the framework for some meaningful stakeholder and community engagement to re-build support within the area planning process.

### Option 3: New Land Use Scenario

Outline a new Albion Area Planning Process that considers the history and background information completed to date and develop a new conceptual plan and engagement program for the Area Plan Bylaw.

Development of a new land use scenario would begin a new area planning process for Albion Flats. Although this option would consider work completed to date as part of the background information, it could be branded as an entirely new start. This is the least efficient with respect to use of planning work completed to date, budget, staff resources and timeline. It would involve re-envisioning a new planning process and communications and engagement program. The process would require a renewed budget, dedicated staff person and warrant a longer timeline. However, all previous decisions and key aspects could be reviewed (e.g. area plan boundaries) and similar to option 2, any new information, City-wide goals and current Council priorities considered.

### **Summary of Options and Recommendation:**

1. Amend Concept Plan – Include Lands to the North – Not Recommended
2. **Revisit Charrette Scenarios – Recommended**
3. New Lands Use Scenario – Not Recommended

## **3. RECOMMENDED OPTION**

### ***a) Revisit 2010 Charrette Options***

The 2010 Charrette Options land use approach is recommended as the best use of staff resources, previous work and an opportunity to incorporate recently completed City Plans, ALC conditions and current Council priorities.

A significant amount of background work and technical reports were completed in preparation of the 2010 design charrette and in support of the Area Plan process. This work included:

- Storm & Sanitary Off-site Servicing Requirements
- Existing Traffic Conditions and Potential Impacts
- Water Servicing Summary
- Agricultural Assessment
- Socio-Economic Trends and Implications
- Environmental Baseline Report
- Analysis of Land Use Demands and Implications

Completed largely in 2010, the reports remain relevant and could be used as background information if the planning process for Albion Flats proceeds this year. However, should it be delayed, it is likely technical reports would need to be updated.

The design charrette held in 2010 initiated a process for exploration of land use and scenario options for Albion Flats. A summary report prepared by HB Lanarc Consultants Ltd. and presented to Council in February 2011 provided four overall land use scenarios within the Albion Flats Area Plan boundaries, based on two concepts for the portion south of 105<sup>th</sup> Avenue and two for the portion north of 105<sup>th</sup> Avenue (**see Appendix E**). The consultant outlined a preferred plan with no

employment uses on the north side of 105<sup>th</sup> Avenue and indicated the ALC was not supportive of these uses. Moving forward with these land use concepts provide an opportunity for Council to discuss and identify alternative land use directions and priorities in greater detail and shape the new concept to fit conditions and requirements.

### ***b) Planning Process Overview***

The following outlines the Area Plan Process and scope of work for this option and is shown in the summary process diagram (**see Appendix F**). The scope of work to prepare a revised land use concept plan includes the following four phases:

#### Phase 1: Re-establish and Initiate a Land Use Plan Process

Phase one involves Council endorsement for a land use planning option to re-establish the planning process for Albion Flats. Once determined, the planning history, background reports, recently adopted amendments or new City plans, updated situation (new land owners, businesses, etc.) and current Council priorities with respect to the Albion Flats lands will be reviewed. A hands-on workshop to outline and confirm overarching principles, ideas, scenarios and priorities for land use alternatives with Council will be developed and delivered. At this time, stakeholders and agencies will be notified of the re-instated planning process and re-launch a public communications and engagement program for plan completion.

#### Phase 2: Concept Plan Endorsement

Once a foundation is established and priorities identified, City departments will collaborate as needed to re-draft a revised land use concept plan for Albion Flats. This will include an illustrated plan, statement of concept, key highlights and explanation of land use designations for Council review. With Council input, the draft land use plan will undergo a technical assessment and be prepared for stakeholder and community review. Stakeholder review may include a series of group workshops to introduce the draft land use concept plan and receive feedback. Community consultation will include a draft land use concept plan open house. After technical review and stakeholder and public feedback is received, the final land use concept plan will be completed for Council endorsement and direction to prepare the Area Plan Bylaw. The concept plan will be the basis for the formal submission to the ALC for exclusion and Metro Vancouver for amendment to the Regional Growth Strategy.

#### Phase 3: ALC Exclusion Application

Once Council endorsement is received for the land use concept plan an application for exclusion of lands south of 105<sup>th</sup> Avenue will be submitted to the ALC for consideration. This process could take up to one year for a decision to be issued. In addition to proposing land use changes, an extensive remediation and infrastructure work is to be carried out to address the drainage and agricultural viability of properties to the north of 105<sup>th</sup> Avenue.

The Commission requirements for a local government exclusion application include the following:

- Public hearing
- Notice of public hearing and the procedure at the hearing to follow the requirements outlined in section 13 and 14 of the Agricultural Land Reserve, Subdivision and Procedure Regulation
- Complete the Application by Local Government Form

- Submit the application and fee (if applicable) to the Commission
- Give notice of the application by posting on the land to which the application relates, on a sign measuring at least 60cm by 120cm and positioned at the midpoint of the boundary of that land that is adjacent to a constructed road right of way if one exists.

#### Phase 4: Area Plan Bylaw

The Area Plan Bylaw process will be outlined in detail at the time of concept plan endorsement. However, in anticipation of a successful Local Government exclusion application, the City would use the endorsed land use concept plan as the basis to prepare detailed policies and goals for the range of land uses and prepare the OCP amending bylaw for Council's consideration.

#### **c) Scope of Work**

##### **i. Consultation Program & Engagement**

Additional stakeholder consultation and public review will be necessary to re-instate the process and prepare a new plan. The process will also include Council input at key milestones in the planning process and external referrals and submissions for approvals. This is expected to include the following:

- Project Initiation & Branding:  
Project start up for the Albion Flats planning process will include development of a new project brand for 'the Flats', set up of an online project webpage, initial notification to the community and stakeholders of the area planning process, and timeline of key dates outlined.
- Council Workshop:  
A first step in re-engaging the area plan process will be to meet with Council to review the 2010 charrette outcomes and land use alternatives, understand current priorities and opportunities.
- Technical Assessment (internal):  
Internal engagement with City departments will be required throughout the process. Key people in each department will be identified for feedback at main points in the process. The plan may require additional technical input at the drafting stage and/or assessment once drafted to ensure the revised land use proposed is reasonable to move forward with, in particular with respect to identified drainage, physical and environmental characteristics. This assessment may require external consultant review and input.
- Funding Mechanisms - It is estimated that costs to address drainage and agricultural viability may be in the range of \$25,000 to \$50,000. A subsequent report to Council will explore funding mechanisms.
- Stakeholder Workshops:  
Grouped stakeholder workshops (with landowners, community groups, etc.) will be held to review and obtain feedback on the draft land use concept plan. The primary goal of these workshops will be to reintroduce the area planning work, provide a land use framework and identify stakeholder issues and interests with respect to an emerging draft land use concept.

- Public Open House #1 – Draft Land Use Concept:  
An initial public open house will be held for public to review and provide input on the revised draft land use concept plan. The draft concept plan would be made available to Council prior to the Open House.
- Council Endorsement of the Land Use Concept Plan:  
A summary of stakeholder and public input along with the technical assessment will be used to refine and revise the draft land use concept. The final draft land use concept plan will be presented to Council for endorsement and direction to prepare the Area Plan Bylaw and proceed with ALC exclusion.
- ALC Exclusion Application: Local Governments can make an application for exclusion of lands from the ALR pursuant to s. 17(1) and 29(1) of the ALC Act (Block Applications). An application must be made directly to the ALC and a public hearing must be held prior to making an application for exclusion. A staff report on the ALC exclusion would be prepared for Council consideration.
- Early Referrals:  
After Council endorsement of the land use concept plan, the plan will be provided for external referrals, including Metro Vancouver for preliminary comment.
- Area Plan Bylaw:  
The steps in the bylaw approval process including agency referrals will be outlined in a Council report.

**ii. Timeline**

The following table is an estimated timeline for the recommended planning process.

<b>Timeline – Concept Plan &amp; ALC Exclusion</b>		<b>Description of Tasks</b>
1	October 5th, 2015	Council direction on area planning and option for land use alternatives.
	Fall/Winter 2015	Area Plan process start up. Background review and assessment of Council priorities with respect to land use. Stakeholder /public notification of process and online project branding/set up.
		Draft revised land use concept plan. Stakeholder and public consultation.
2	Spring 2016	Revisions and final land use concept plan.
		Internal review and technical assessment of land use concept plan.
		Council endorsed land use concept plan and direction to prepare Area Plan Bylaw. Early referrals to agencies.
3	Summer/Fall 2016	Draft and submit ALR Block Exclusion Application. Draft Area Plan during ALC deliberation.
<b>Timeline – Area Plan Bylaw</b>		<b>Description of Tasks</b>
4	Start date pending ALC decision.	1 <sup>st</sup> Reading of OCP amending bylaw
		Area Plan open house - stakeholder and public review.
		RGS amendment approval prior to 2 <sup>nd</sup> Reading and Public Hearing.
		Final Area Plan Bylaw and Council approval.

**iii. Agency Referrals and Approvals**

The Area Plan Process will require external referrals, an amendment to the Regional Growth Strategy and inclusion within the Fraser Sewer Area Boundary.

Anticipated key referrals to facilitate approvals and endorsements within the Area Plan Process include:

- Agricultural Land Commission
- MetroVancouver
- Translink
- Ministry of Transportation and Infrastructure
- School District 42

The Albion Flats Area Plan boundaries (north and south of 105th Avenue) are identified as a Special Study Area on the Maple Ridge Regional Context Statement - Regional Land Use Designations and in

Section 6.2.3. of the OCP except for several lots at the north west boundary and additional lots fronting onto 240th Street south of 104th Avenue (see Appendix B, Map 3).

A request to remove the special study area and change a portion of the Regional land use will apply to the entire area regardless of whether block exclusion is pursued. As a Special Study Area, the amendment to the RGS will be a Type 3 minor amendment (see Appendix F for full text). This requires an affirmative 50% +1 weighted vote of the metro Vancouver Board but does not require a regional public hearing.

#### **iv. Financial Implications**

It is expected that much of the draft concept plan and area planning work will be completed in-house and communications and engagement program will be handled through existing internal budgets. However, technical input or assessment of the revised draft land use concept plan may be necessary and prudent to outline options for drainage issues north of 105<sup>th</sup> Ave or an agricultural remedial action plan as outlined by the ALC as conditions to exclusion, and/or determine the feasibility and prove land use options are viable prior to moving forward with a concept plan. It is estimated that costs for this work may be in the range of \$25,000 to \$50,000, should this type of technical analysis be required and externally outsourced. The budget request will be considered by Council during business planning.

#### **v. City Staff Lead and Interdepartmental Resources**

The Planning Department would lead the Albion Flats Area Plan process with support from Strategic Economic Initiatives, Engineering, Parks & Leisure Services, Property Management and Finance Departments.

### **4. ALTERNATIVES**

#### **i. Pending Request for Reconsideration of ALR Resolution (North of 105<sup>th</sup> Avenue)**

As mentioned earlier in this report the properties on the north side of 105<sup>th</sup> Avenue had made applications for exclusion from the ALR and were subsequently refused by the Commission.

It is our understanding that one (or both) landowners to the north of 105<sup>th</sup> Avenue are giving serious consideration to submit a request for reconsideration on their Resolutions. In the event that Council prefers to delay the area planning process for Albion Flats pending ALC reconsideration, Council could pass the following resolution. Recognizing that there is no deadline for submission, nor is there clarity regarding the length of time that will be required for a decision by the ALC, staff are suggesting that the deferral be for a one year period.

- 1. THAT the Albion Flats Area Plan not commence until such time as the landowner(s) north of 105<sup>th</sup> Avenue has made their formal request for reconsideration to the ALC and a decision has been rendered by the ALC, or a period of one year from the date of this report has elapsed (October 6<sup>th</sup>, 2016)*

It is noted that if Council elect to not proceed with the Albion Flats Area Plan that items (2) Area Plan Process and (3) Recommended Option in this report need not be considered.

## ii. Area Plan Prioritization:

As noted earlier in this report, in November 2013 Council reaffirmed by resolution that Albion Flats was a priority for the preparation of an area plan. However, two years have since passed and Council may prefer to make other projects a priority. Should Council not wish to proceed with an Area Plan and exclusion for the Albion Flats, it is recommended that Council pass the following resolution:

*THAT the Albion Flats Area Plan not commence at this time and that staff be directed to bring forward a report on potential area planning neighbourhoods following the endorsement of the Hammond Area Plan concept.*

It is noted that if Council elect to not proceed with the Albion Flats Area Plan that items (2) Area Plan Process and (3) Recommended Option in this report need not be considered.

## 5. CONCLUSION

To date, Albion Flats has a long history of planning activity and represents a significant amount of municipal time, resources and investment. In November 2013 Council reaffirmed by resolution that Albion Flats was the priority for the preparation of an Area Plan. After Ridge Shopping Centres Inc. (Smart Centres) changed its position and notified the City it would not proceed with a land exchange and development proposal in December 2014, Council directed an options report be provided for moving forward with the land use and planning of Albion Flats.

As a result, Council was provided with the report titled, 'Albion Flats – History and Options Update' in March, 2015. This report provides the history and background of the Albion Flats planning process and provides the background and basis of this report.

To proceed with Area Planning, Albion Flats will require a new land use concept plan. The scope of work to prepare a revised land use concept plan and Area Plan Bylaw for Albion Flats based on the 2010 design charrette outcomes include four phases:

**Phase 1:** Re-establish and Initiate a Land Use Plan Process

**Phase 2:** Concept Plan Endorsement

**Phase 3:** ALC Exclusion

**Phase 4:** Area Plan Bylaw

The ALC has expressed support for a block exclusion application on lands to the south of 105th Avenue with conditions, but do not support exclusion of lands north of 105th Avenue. Conditions for exclusion of lands to the south of 105th Avenue seek to remediate the lands affected by surrounding municipal development north of 105th Avenue and can be summarized as:

- assessment of drainage and stream flow conditions;
- remediation of agricultural lands north of 105th Avenue, and;
- traffic flow to facilitate agricultural purposes.

A preliminary assessment to address drainage and restore the agricultural capability on the lands north of 105th Avenue, prepared as part of the Smart Centres agreement, estimated the cost of \$2.1million. Options to reduce or cover costs will be outlined in a future Council report.

It is expected a draft land use concept plan would be ready for endorsement in Spring 2016 with an ALR exclusion application to follow. First Reading of the Area Plan Bylaw and a final Area Plan Bylaw schedule will be dependent on the date of ALC approval.

Should Council wish to delay the planning process, pending a potential request for reconsideration of ALR exclusion of lands north of 105<sup>th</sup> Avenue made by private landowners, or not proceed with Area Planning for Albion Flats, alternatives are outlined in Section 4.

“Original signed by Anne-Marie Whittaker”

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**Prepared by:** Anne-Marie Whittaker, BSc.,MLArch.  
Planner 2

“Original signed by Christine Carter”

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**Approved by:** Christine Carter, M.PL., MCIP, RPP  
Director of Planning

“Original signed by Frank Quinn”

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**Approved by:** Frank Quinn, MBA, P.Eng  
GM: Public Works & Development Services

“Original signed by Frank Quinn”

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**Concurrence:** Frank Quinn, MBA, P.Eng  
Acting Chief Administrative Officer

The following appendices are attached hereto:

Appendix A – OCP Policy

Appendix B – Albion Flats Map

Appendix C – Investment in Albion Flats

Appendix D – ALC Resolution

Appendix E – 2010 Charette Land Use Options

Appendix F – Albion Flats Land Use Concept Plan & Area Plan Bylaw Preparation Process Diagram

## Appendix A – OCP Policy

Albion Flats is consistent with OCP policy as an area in transition and opportunity for future re-development.

### *Policy 10-2:*

*Maple Ridge will initiate the creation of area plans as a means to guide development:*

- a) *Priority consideration will be given to an area in transition, neighbourhoods that present the greatest opportunities for redevelopment, or areas where Guide Plans are in existence;*
- b) *Area Plans will be developed for the historic communities of Maple Ridge including Hammond, The Ridge, Port Haney/Haney, Albion, Yennadon, Webster's Corners, Whonnock and Ruskin;*
- c) *The Thornhill area is recognized as a new Community that requires an area plan prior to urban development occurring in the area. This area plan is a long-term priority for the City and will be initiated in accordance with the Thornhill Urban Reserve policies of the Official Community Plan;*
- d) *Subsequent area plans will be based on a consideration of each area's suitability for accommodating residential intensification.*

### *Policy 10-3:*

*Area Plans will be developed utilizing a consultative approach that involves working cooperatively with Provincial and Regional agencies, School District, community groups, and residents and will include, but not be limited to the following:*

- a) *Policies relating to the types and form of development, land use patterns, and phasing;*
- b) *Physical inventory of the site including an assessment of environmentally sensitive areas, ecosystems and the impact of development;*
- c) *An assessment of existing and future infrastructure, and a fiscal impact analysis study;*
- d) *A transportation study that addresses road connections, transit and alternate modes of travel, and connections to the Regional Town Centre;*
- e) *An assessment of parks and open space;*
- f) *The provision of community amenities.*

### *Policy 6-15:*

*Maple Ridge will work with Metro Vancouver, the Greater Vancouver Sewerage and Drainage District (GVS&DD) and the Agricultural Land Commission (ALC) to determine the future of the Albion Flats in conjunction with community, Regional, and Provincial goals.*

### *Policy 6-16*

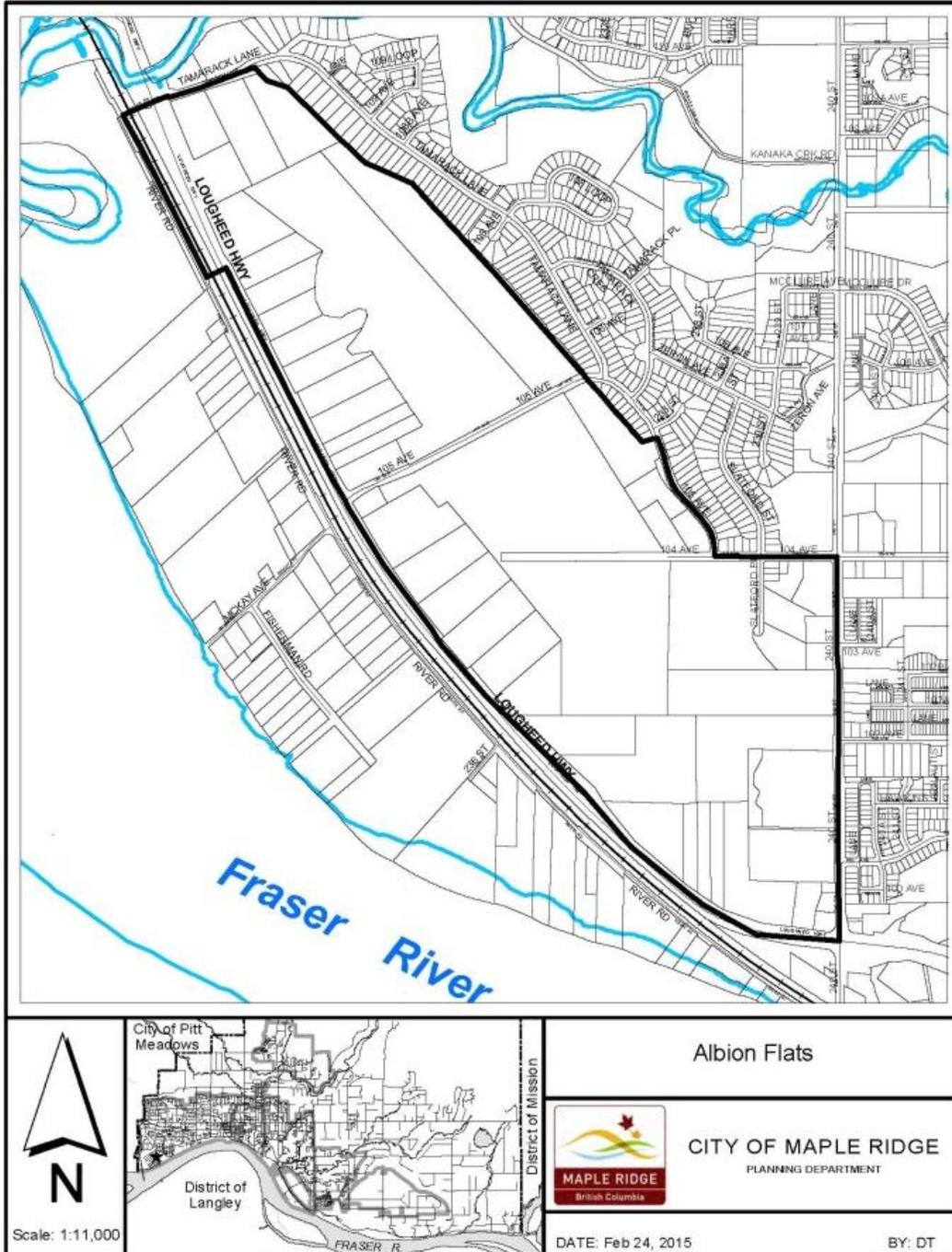
*Prior to Council giving consideration to a change in land use, an extension of municipal services, or an amendment to the Urban Area Boundary, Maple Ridge will:*

- i. *Develop and implement a Comprehensive Strategy as outlined in Section 11.1.3; and*
- ii. *Collaborate with Regional and Provincial authorities to complete a comparative analysis to review land use, social, economic, and environmental goals.*

# Appendix B – Albion Flats Maps

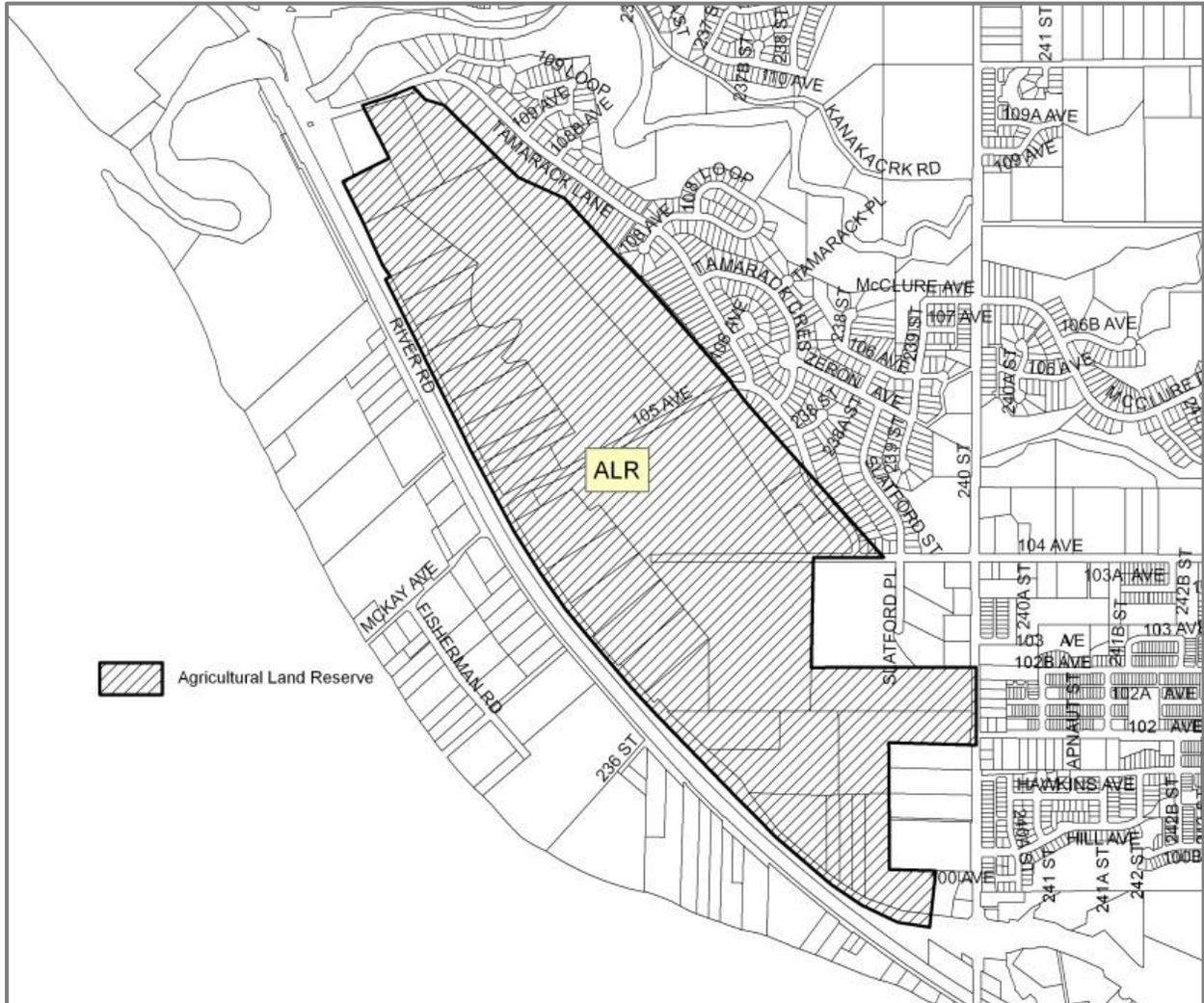
## Map 1. Planning Area Boundaries

Albion Flats planning area boundaries do not include lands to the south of Lougheed Hwy. The Albion Industrial lands to the south are within the Urban Area Boundary and are designated for Business Park. These lands do not require provincial or regional approvals to develop and to maintain autonomy of planning; these lands were not included in the Albion Flats Planning boundary.



## Map 2. ALR Lands in Albion Flats

The majority of Albion Flats is within the ALR with the exception of several properties along 240<sup>th</sup> Street and northwest Loughheed Hwy. A land use change will require an application for exclusion. The ALC has indicated support for an exclusion of lands south of 105<sup>th</sup> Avenue if the City can address drainage and agricultural viability issues on properties to the north of 105<sup>th</sup> Ave. This has been estimated in preliminary technical reports completed by Smart Centres in 2012 to be \$2.1million. Options for cost recovery will be the subject of a future Council report.



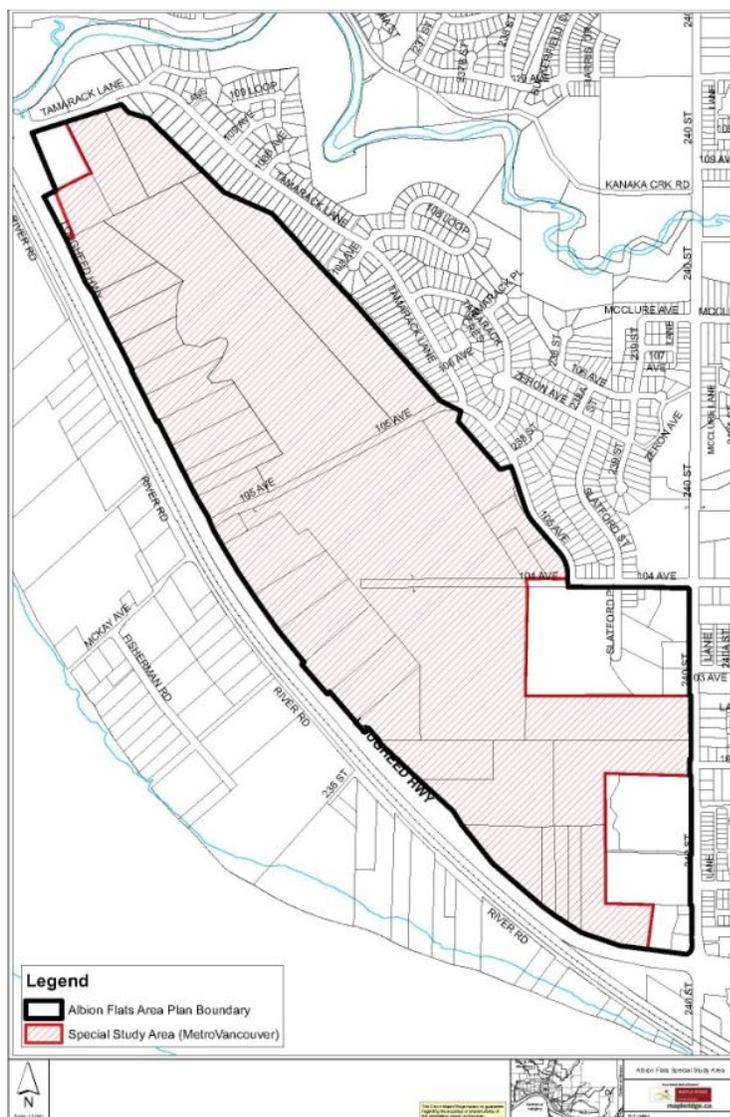
### Map 3 – Regional Growth Strategy and Special Study Area

Albion Flats planning area and special study area. The lands identified as a Special Study area will require an amendment to the Regional Growth Strategy and inclusion within the Fraser Sewer Area Boundary.

**Type 3 – Minor Amendments to the Regional Growth Strategy (simple majority weighted vote and no regional public hearing required).**

*“6.3.4 The following Type 3 minor amendments require an affirmative 50%+1 weighted vote of the Metro Vancouver Board and do not require a regional public hearing:*

*(g) for those sites that are identified as Special Study Areas on the Special Study Areas and Sewerage Extension Areas map, an amendment to one or more of the regional land use designations set out in the Regional Growth Strategy and associated Urban Containment Boundary adjustments.”*



## Appendix C – Municipal Time and Resource Investment in Albion Flats Area Planning Process

### Planning Work Completed to-date:

- Consultant background & Technical reports (2010):
  - Storm & Sanitary Offsite Servicing Requirements
  - Existing Traffic Conditions & Potential Impacts
  - Water Servicing Summary
  - Agricultural Assessment
  - Socio-Economic Trends & Implications
  - Environmental Baseline Report
  - Analysis of Land Use Demands and Implications
- Technical reports completed as part of the Ridge Shopping Centres Inc. land exchange agreement for properties specific to the land exchange:
  - Heritage Conservation Study & Feasibility – Spencer Farm Milk House (2013)
  - Environmental Site Assessment, Phase 1 and 2 (2013)
  - Watercourse and Fish Habitat Assessment (2013)
  - Storm Analysis Summary (2012)
- An extensive engagement program (2010):
  - stakeholder engagement
  - design charrette
- Concept plan development (2012).

### Recently Completed Plans that Affect Planning in Albion Flats:

- The Transportation Plan (2014):
  - Arterial/Collector road improvements
  - Neighbourhood bikeway along the northern perimeter of Albion Flats
  - West Coast Express Station Park n Ride and express bus connections
- The Commercial & Industrial Strategy (2014):
  - a plan for industrial lands within Albion Flats
  - a West Coast Express Station at Albion
  - develop Albion Flats south of 105th St. as a major employment hub, to be planned in conjunction with redevelopment/intensification of Albion Industrial Park.
- The Parks, Recreation and Culture Master Plan (2010):
  - addition of approximately 40 acres of new recreational facilities on the Albion Flats to serve the growing population in the Albion area
  - considers facilities and programming within the Albion Area at capacity

### Land Use / Development:

- Adjacent land area is surrounded by urban residential and industrial land use.
- Albion Area Plan lands have seen recent major growth and development, increasing the population and thereby desire for amenities, services, etc. in the area.

- Bordered by the Lougheed Highway, Albion Flats has excellent visibility, access and egress and is minutes from the downtown core.
- While currently underserved by transit, the adjacent increasing density with the Flats development could provide the impetus needed for future improved transit service including west coast express and local services.
- Existing active uses on the lands provide good opportunities to expand and serve nearby growth and development within the City-wide goals (commercial nodes, employment, recreation, etc.)

Current Municipal Investment:

- Albion Flats is home to the Albion Sports Complex, Planet Ice, Golden Ears Winter Club and Albion Fairgrounds. The site also hosts a number of community based and City-wide events throughout the year. These facilities occur on ALR lands and are allowed by the ALC as approved non-farm uses. In addition to ongoing maintenance of these facilities, Parks & Leisure Services has also recently completed and/or planning new upgrades (as a part of their masterplan) to the following:
  - \$380,000 upgrade to the children's spray park (completed)
  - \$300,000 upgrade to the washroom / change room facilities (tender currently out)
  - Canada 150 Community Infrastructure Grant received to replace gravel fields with artificial fields (recently received)
  - 2 new baseball diamonds and 2 new soccer fields, running track and bleachers
  - Additional parking upgrades

## Appendix D: ALC Resolution #2635/2011

The following are ALC conclusions for Albion Flats.

1. *That the land north of 105 Avenue has agricultural capability, is suitable for agricultural use and is appropriately designated as ALR.*
2. *That apart from the agricultural fairgrounds, the land south of 105 Avenue is of very limited interest to agriculture, thus previous Commission proposals for limiting land use options may be reconsidered.*
3. *That the draft concept plan, as proposed, will have an overall negative impact on agriculture in DMR.*
4. *That the draft concept plan is inconsistent with the objective of the Agricultural Land Commission Act to preserve agricultural land.*

*THAT the Commission not endorse the draft concept plan entirely as submitted but only in part;*

*THAT DMR be advised that while the Commission is prepared to cooperate towards future commercial or industrial development at Albion Flats, it will do so in conjunction with restoration of an agricultural future for that part of Albion Flats lying to the north of 105<sup>th</sup> Avenue;*

*AND THAT focusing on the area north of 105<sup>th</sup> Avenue the Commission will expect DMR to undertake a comprehensive review of drainage and stream flow conditions in Road Thirteen Dyking District with a view to resolving issues identified in the Golder Associates overview agricultural assessment and the HB Lanarc environmental baseline report, that review to include*

- *Preliminary consultation with Fisheries and Oceans Canada,*
- *Preparation of an agricultural remedial action plan in consultation with the Commission, the Ministry of Agriculture, Fisheries and Oceans Canada and the land owners, such a plan to address all relevant issues including but not limited to drainage, long term access, buffering or consolidation, and*
- *Design to ensure that traffic patterns enable practical access and use by farm vehicles;*

*AND THAT the Commission will expect DMR to submit an application under section 29 of the Agricultural Land Commission Act to exclude from the ALR the land lying south of 105 Avenue and west of 240 Street together with any remnant areas elsewhere in DMR identified by the Commission as being unsuitable for agriculture; Commission approval of such an application may be in part or in whole conditional on progress toward the foregoing action plan;*

*AND THAT this response does not suggest or promote any move to eliminate the use of land at Albion Flats as an agricultural fairground;*

*AND THAT the Commission recognizes that any implementation or action to be taken with respect to the Commission's response to the concept plan will require that DMR and land owners be responsible for complying with applicable Acts, regulations and decisions of any authorities that have jurisdiction under an enactment.*

## Appendix E – 2010 Design Charrette Land Use Options

Recommended option for the development of a new land use concept plan for Albion Flats is to return to the four scenario options explored in the 2010 design charrette. This would be conducted with Council input.

### Concept A: Jobs & Commercial

*Concept A introduces jobs and commercial landuses into the existing uses of the site. Mixed use is also introduced.*



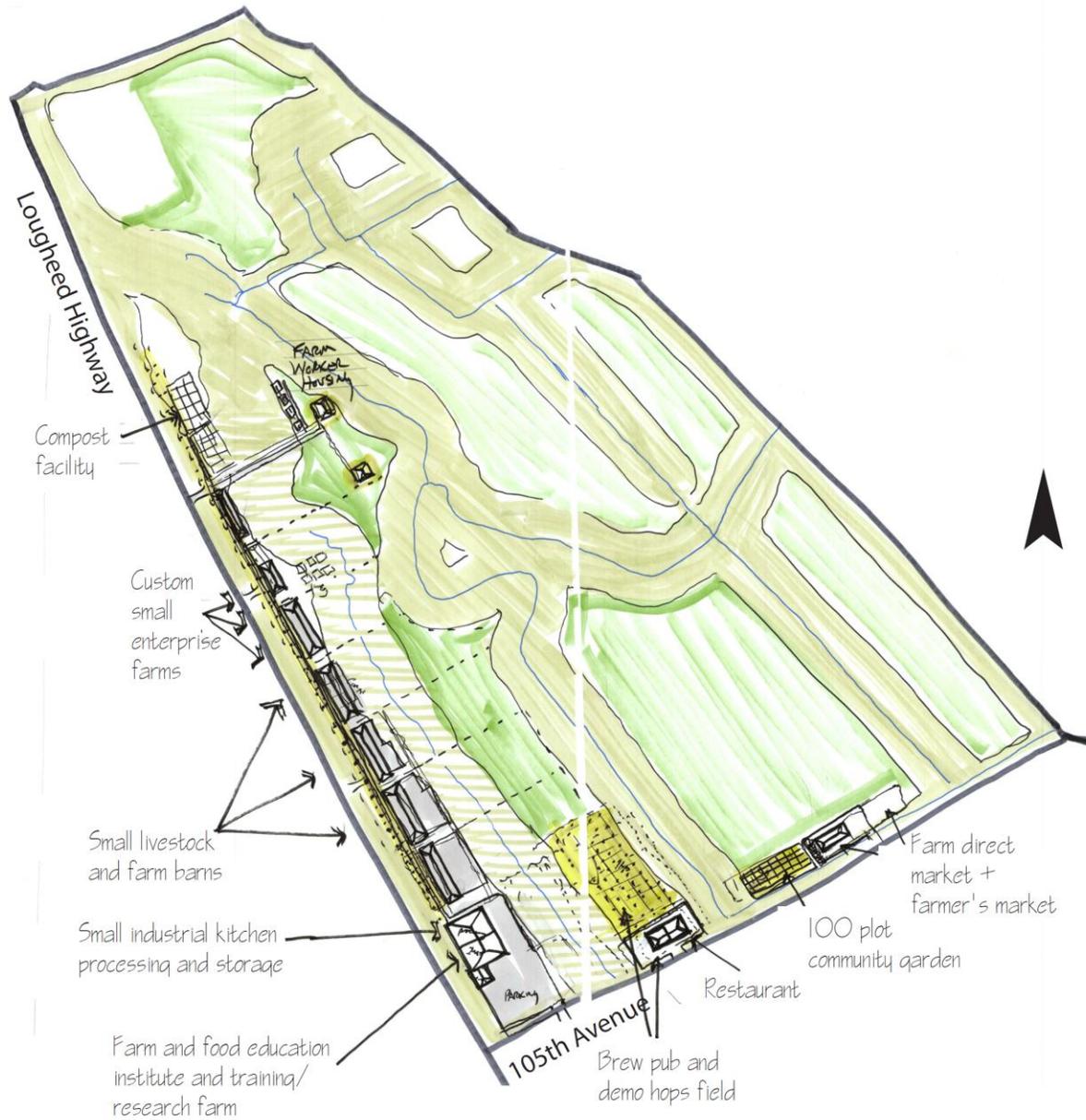
## Concept B: Recreation & Mixed Use

Concept B looks at an expanded recreation program as well as introducing limited commercial/mixed use



## Option 1: Agriculture

Option 1 maintains the agricultural land use (including farm structures) with the exception of a restaurant and brew pub



# Option 2: Auto-Oriented Commercial

Option 2 looks at large-formatt, auto oriented commercial/retail, North of 105th



Intersections, parking and stream/watercourse access crossings are entirely conceptual - all would require further study

The greater the land area required for parking/service/access etc... results in less developable area for buildings

Industrial/commercial

Residential

Cycle / pedestrian paths



105th Avenue

Industrial/commercial

Light industrial (parking and access/loading not shown)

Service access

# Appendix F - Albion Flats Land Use Concept Plan & Area Plan Bylaw Preparation Process Diagram

