

## City of Maple Ridge

**TO:** Her Worship Mayor Nicole Read  
and Members of Council  
**FROM:** Chief Administrative Officer  
**SUBJECT:** Albion Flats Area Plan - Land Use Planning Workshop

**MEETING DATE:** February 22, 2016  
**FILE NO:**  
**MEETING:** Workshop

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### EXECUTIVE SUMMARY:

In October 2015 Council endorsed the planning process to complete the Albion Flats Area Plan. The process includes a return to the 2010 charrette outcomes as a starting place to develop a revised Concept Plan for consultation and agency review, prior to preparation of the Official Community Plan amending bylaw.

The planning process includes the four phases of:

- Phase 1 – planning process initiation and Council workshop;
- Phase 2 – Concept Plan endorsement and consultation;
- Phase 3 – ALR exclusion application; and
- Phase 4 – Official Community Plan amending bylaw

A key step in Phase 1 is the land use planning workshop with Council that is designed as an opportunity for Council to identify their ideas and priorities for the Albion Flats and to provide guidance to staff for a new draft concept plan.

The attached Workshop Brief (Appendix A) provides necessary background information for Council in preparation for the land use planning workshop. Much of this information is derived from the previous 2010 planning work and includes updates where available.

### RECOMMENDATION:

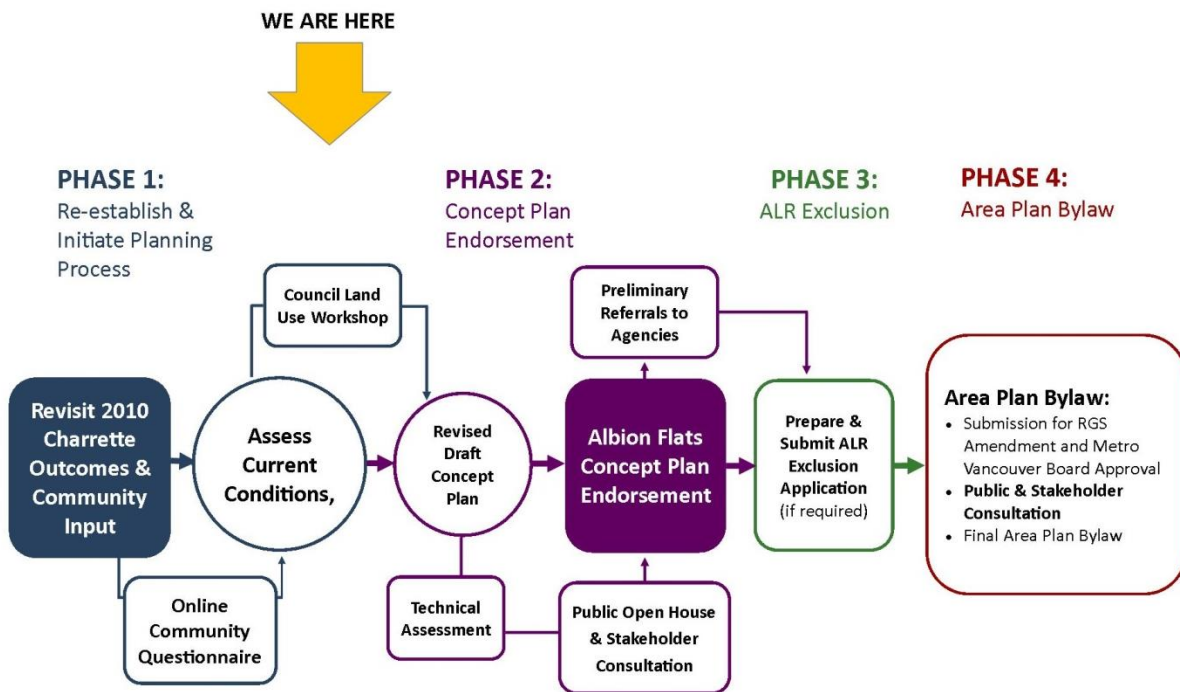
**For information**

### DISCUSSION:

#### a) Background Context:

On Monday, October 5, 2015 Council endorsed a renewed planning process to complete a revised land use concept plan and Albion Flats Area Plan Bylaw. The process outlines revisiting the 2010 charrette outcomes and community stakeholder input as the basis for revising the land use concept and moving forward to complete the Area Plan Bylaw.

The Albion Flats Area Plan process is organized in the following way:



### Phase 1: Re-Establish & Initiate an Area Plan Process

Phase one includes a review of previous community and stakeholder input provided, planning work completed, and an assessment of the current situation and Council's priorities for Albion Flats today. The Council Land Use Planning workshop is a key step in completing Phase 1 of the area plan process. This workshop is designed as an opportunity for staff to understand Council's priorities and work together to create the framework for a new draft concept plan.

### Phase 2: Concept Plan Endorsement

Phase two works to re-draft an updated land use concept plan for Albion Flats. This will include a general concept plan, overview, and explanation of land use designations. A revised preliminary concept plan will be provided for public and stakeholder review. Feedback from this review will be used to refine and revise the draft plan prior to seeking Council endorsement and the direction to prepare an Area Plan Bylaw.

### Phase 3: ALR Exclusion

Following Council's endorsement of the Albion Flats Concept Plan, Council will determine when or if the City will submit a block Exclusion application to the ALC. In previous correspondence, the ALC has indicated that they can support exclusion of lands south of 105th Avenue, with conditions related to drainage and storm water management for the lands to the north of 105th Avenue.

### Phase 4: Area Plan Bylaw

An Area Plan Bylaw process will be outlined in the staff report that will seek Council's endorsement of the concept plan, including any additional consultation events and the process for a Regional Growth Strategy amendment.

## **b) Land Use Planning Workshop Approach:**

The intent and outcomes of this workshop are to:

- Discuss and identify specific land use priorities for Albion Flats with Council, and;
- List issues and opportunities for technical review.

Council will be provided with an overview of the four 2010 charrette options and then engage in a discussion of what land uses are supported for each option.

The intent of the workshop is to create a high level framework that will be the basis for a revised draft concept plan. Recognizing this is a high level discussion, all issues and concerns will be recorded on a flip chart to be reviewed and explored in detail as part of the technical review process for a revised draft concept plan.

Following completion of the workshop, a draft concept plan (or plans) will be prepared with input from other municipal Departments on the identified technical issues, prior to presenting the draft concept plan(s) Council for further discussion.

## **CONCLUSIONS:**

The Workshop Brief, attached as Appendix A, provides information for Council to preparation for the land use planning workshop. Much of this information is derived from the previous 2010 planning work and includes updates where available. It also contains a number of precedents and questions that outline a broad range of possibilities for consideration in the Albion Flats.

The intended outcomes of the workshop are to understand Council's ideas and priorities for the Albion Flats and to set a clear framework for a revised concept plan.

"Original signed by Jim Charlebois"

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GM: Public Works & Development Services

"Original signed by E.C. Swabey"

**Concurrence:** E.C. Swabey  
Chief Administrative Officer

# TalbionFLATS

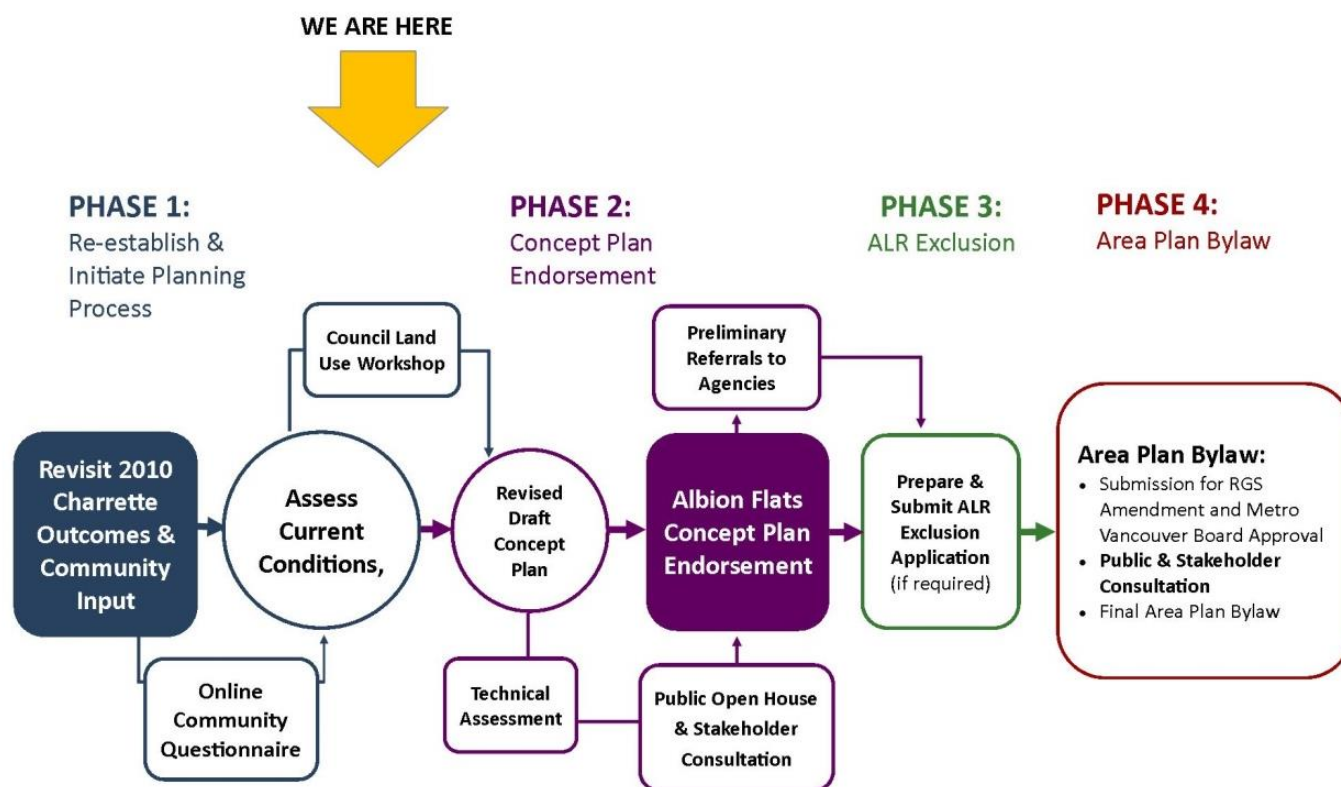
**Land Use Planning Workshop Brief**  
**February 22, 2016**





# OVERVIEW

## Council Land Use Planning Workshop



In October 2015 Council endorsed a planning process to complete the Albion Flats Area Plan. A key step in this process is the Council land use planning workshop. This workshop is an opportunity for staff to with Council, their priorities for the Flats and to work together to create a new draft concept plan using the 2010 Albion Flats Design Charrette outcomes as a starting point.

## The Workshop Brief

This workshop brief provides necessary background information for Council in preparation for the land use planning workshop. Much of this information is derived from the previous 2010 planning work and includes updates where available.

### Why a Concept Plan?

A concept plan outlines high-level ideas and future land use intent for a given planning area. Typically, a concept plan is developed to help identify issues and questions, along with an overall vision or set of land use directions. It also provides a basis for discussion with the community and stakeholders.

# WORKSHOP AGENDA

10mins	<b>Introduction:</b> <ul style="list-style-type: none"> <li>• Welcome</li> <li>• Intended outcomes             <ul style="list-style-type: none"> <li>• Discuss and identify specific land use priorities for the Albion Flats with Council; and</li> <li>• List items for technical review.</li> </ul> </li> </ul>
60 – 75 mins	<b>Detailed Review of the 2010 Charrette &amp; Land Use Concepts:</b> <ul style="list-style-type: none"> <li>• What do you like about each concept?</li> <li>• Summary of land use directions</li> </ul>
<b>OUTCOME:</b> list of land use priorities and direction for revised draft concept plan option(s)	
10 mins	<b>Next Steps:</b> <ul style="list-style-type: none"> <li>• Outline the next steps in the planning process</li> </ul>

# BACKGROUND

## Official Community Plan

Current Land Use Designations within the OCP:

- *Park in the ALR*
- *Agricultural*
- *Urban Residential*
- *Institutional*
- *Commercial*
- *Conservation*

## OCP Policy Framework

**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.

**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<sup>1</sup> 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.

The Commercial and Industrial Strategy also outlines the potential for the Albion Flats to provide lands for employment uses.

<sup>1</sup> Comprehensive Strategy is identified to include the Agricultural Plan, Urban Area Boundary Review, Commercial & Industrial Strategy and all projects completed and endorsed.

## Regional Growth Strategy

Albion Flats is considered a “Special Study Area” in the Metro Vancouver Regional Growth Strategy. This means that Metro Vancouver recognizes land use within the Albion Flats may change. To amend this designation within the Regional Growth Strategy, a Type 3 minor amendment is required. This type of amendment requires a 50% +1 weighted vote but no regional public hearing.



# ALC CORRESPONDENCE HISTORY

Discussion and correspondence with the Agricultural Land Commission since the early 1990s has indicated a willingness to consider exclusions of property south of 105<sup>th</sup> Avenue. Below is a brief chronology of the history. It is important to note that while the Commission has changed over the years, the consistency of the message regarding lands in Albion Flats has not changed.

**1993** – The Commission notified the City (then District) it was prepared to consider a wide range of uses within the Albion Flats area and would work with staff to determine the uses that would be permitted within the ALR; and include appropriate mitigation to address storm water run-off and uncontrolled weed growth as well as appropriate site planning standards.

**1998** – The ALC excludes the Slatford site (south west corner of Slatford & 104<sup>th</sup>) and notified the City that the remaining lands in the south east portion of the Albion Flats ought to be considered for exclusion and that the City may want to consider a block exclusion for this area.

**1999** – A draft land use concept plan for Albion Flats was developed and the ALC endorses this plan. The plan shows the lands to the north of 105<sup>th</sup> Ave were to remain in the ALR, the lands south include an agri-industrial area fronting Lougheed Hwy, expanded recreation and residential uses. The Commission further noted that once an agri-industrial zone was created, the Commission would consider delegating the City the authority to receive and decide the related ALC applications for subdivision and non-farm use within this portion of the area.

**2000** – Council resolved for staff to bring forth an application for exclusion for consideration.

**2001** – Council does not adopt the land use concept plan for Albion Flats due to outstanding issues. The concept is put on hold until after the Official Community Plan Review is completed.

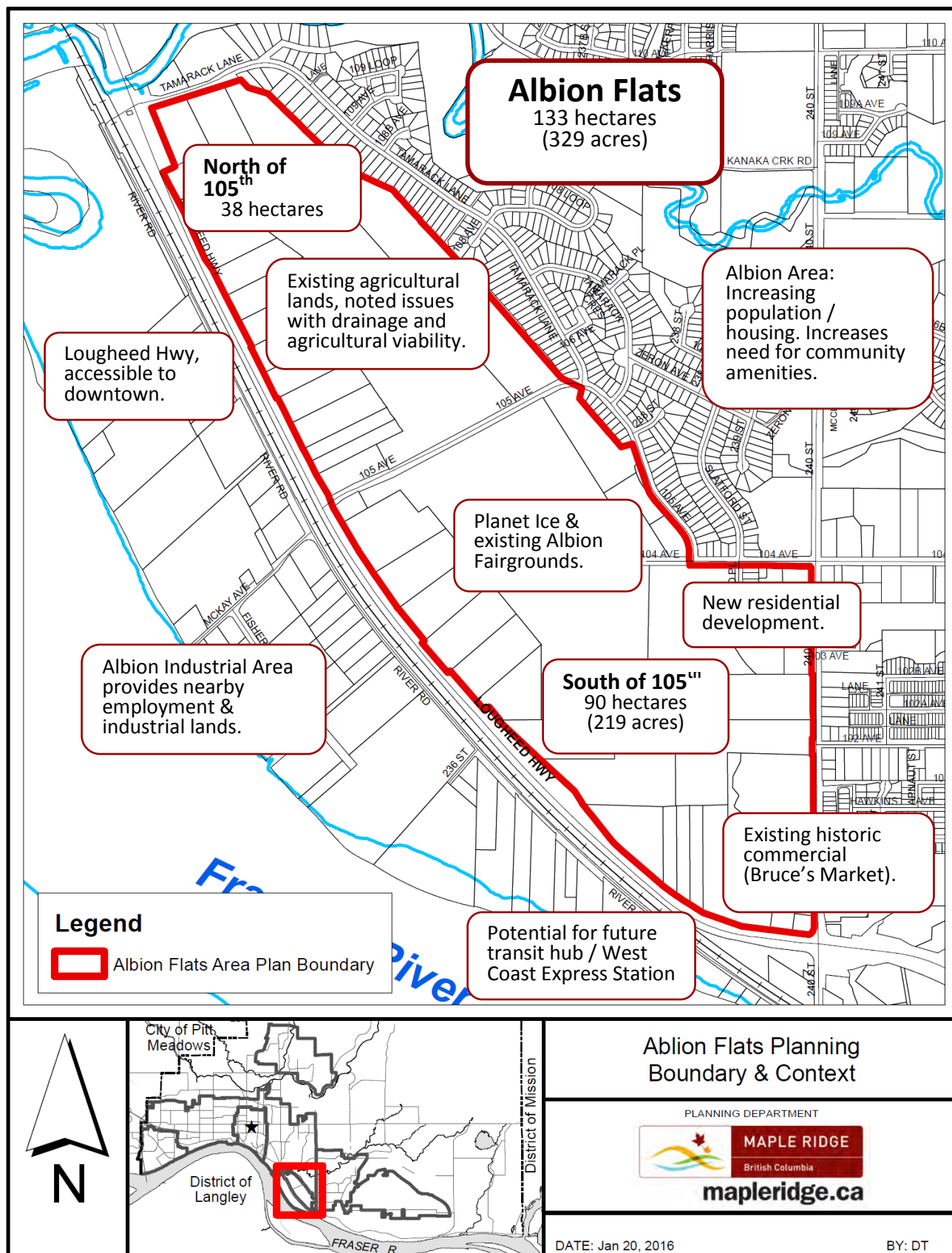
**2006** – OCP adopted includes policies for land use in the Albion Flats.

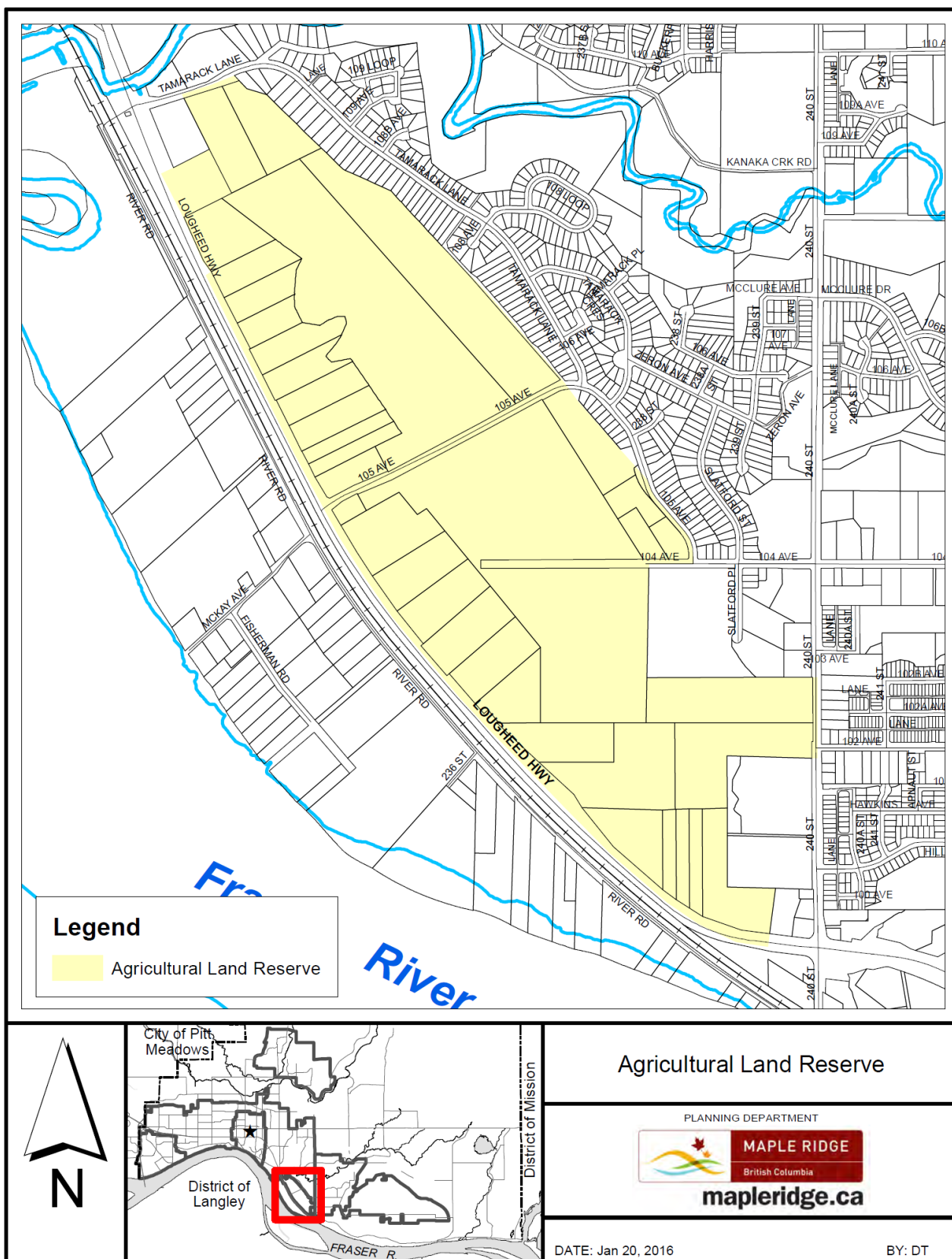
**2010** – Albion Flats Concept Plan Process is initiated. This includes background technical reports and stakeholder and community engagement, including a large community design charrette, producing four conceptual options for Albion Flats. Staff advises Council to forward all scenarios developed at the charrette to the ALC for comment.

**2011** – Council utilizes the four concepts from the charrette to develop one blended concept plan showing the full area developed with auto-oriented shopping primarily north of 105<sup>th</sup>. This blended concept is referred to the ALC for review and comment. The ALC indicates it will not support an exclusion of lands north of 105<sup>th</sup> but will consider a block exclusion of lands south of 105<sup>th</sup> on the condition that drainage issues and agricultural viability is addressed north of 105<sup>th</sup>.



# Planning Area Context

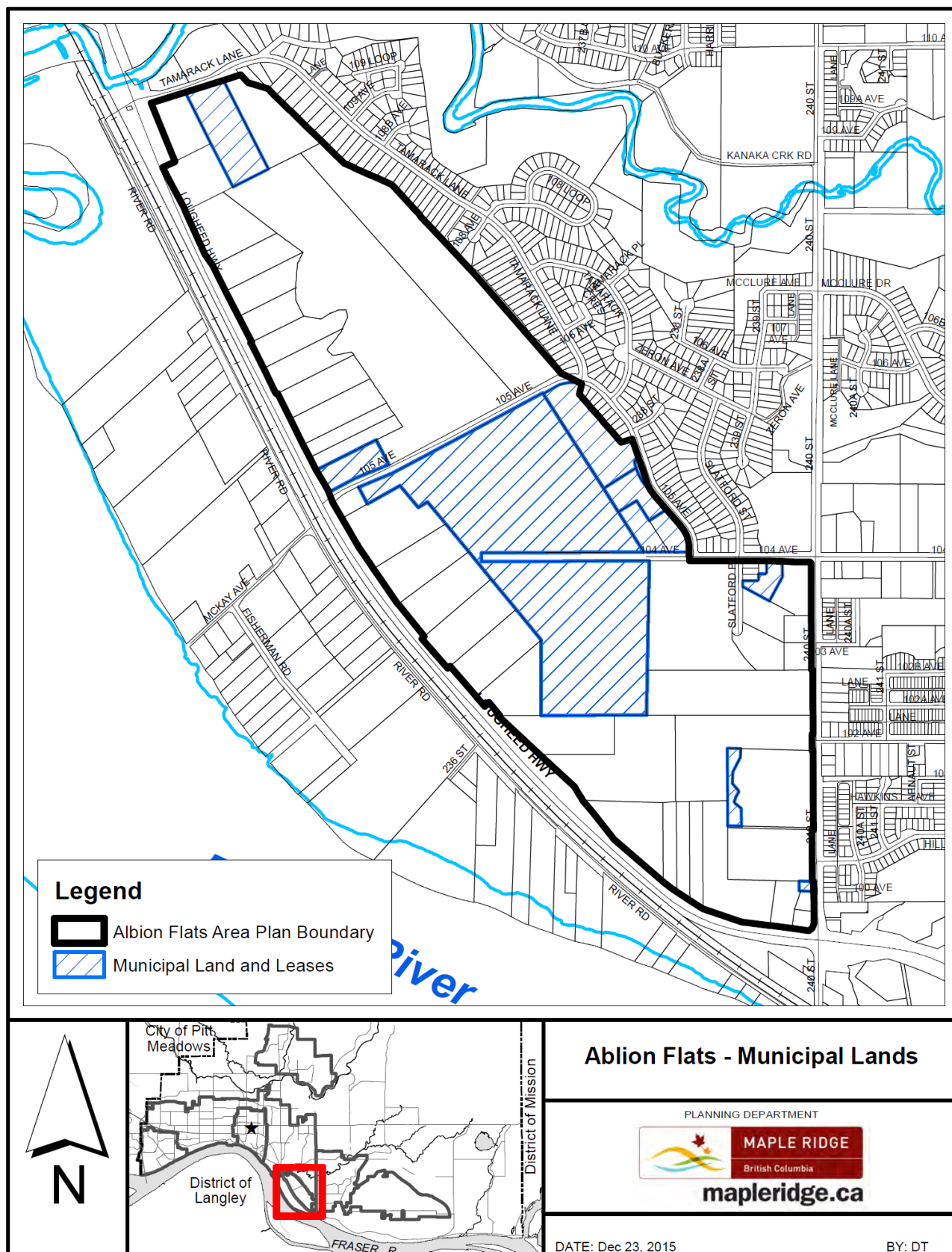




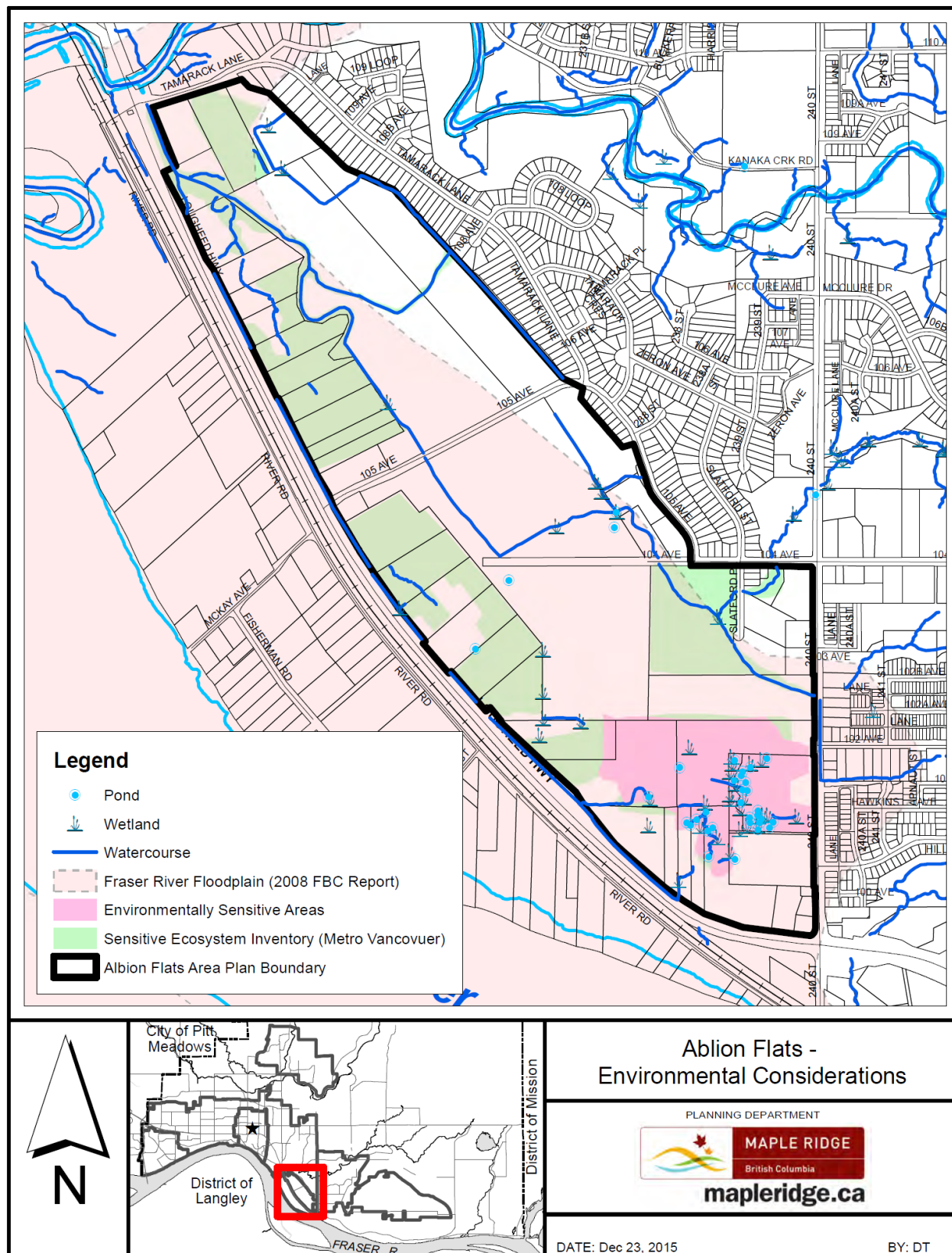




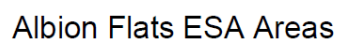
# Municipally Owned Lands



# Environmental Considerations







# 2010 CHARRETTE & OUTCOMES

## Overview

The Albion Flats Concept Plan Study was launched in 2010. The process included stakeholder meetings, a Community Forum, a two day design charrette, meeting with land owners, a public open house and charrette follow up meeting. The results of the charrette process were four land use options - two for lands north of 105<sup>th</sup> Ave and two south of 105<sup>th</sup> Ave. The following pages provide:

- an overview of each option
- the “big ideas” contained in each option, and;
- land uses within each concept.

## 2010 Community Input

In 2010, stakeholders and residents were concerned with the following issues:

- need for retail services and shopping opportunities in the City
- need for local jobs, but concern with the impact of employment uses in Albion Flats on the Town Centre
- expanded recreation opportunities, parks and trail connectivity
- need for better transit and a West Coast Express Station with increased development
- preservation of agricultural lands and activities
- environmental conservation of natural features and watercourses
- concern for road congestion with any new development

A recent community and stakeholder online questionnaire was launched this month to provide an update on the community’s current thinking for Albion Flats today. A summary of this input will be available for review with the next Council update.

## The “Big Question” - What do you like about each land use concept option?

Consider the following questions for each option:

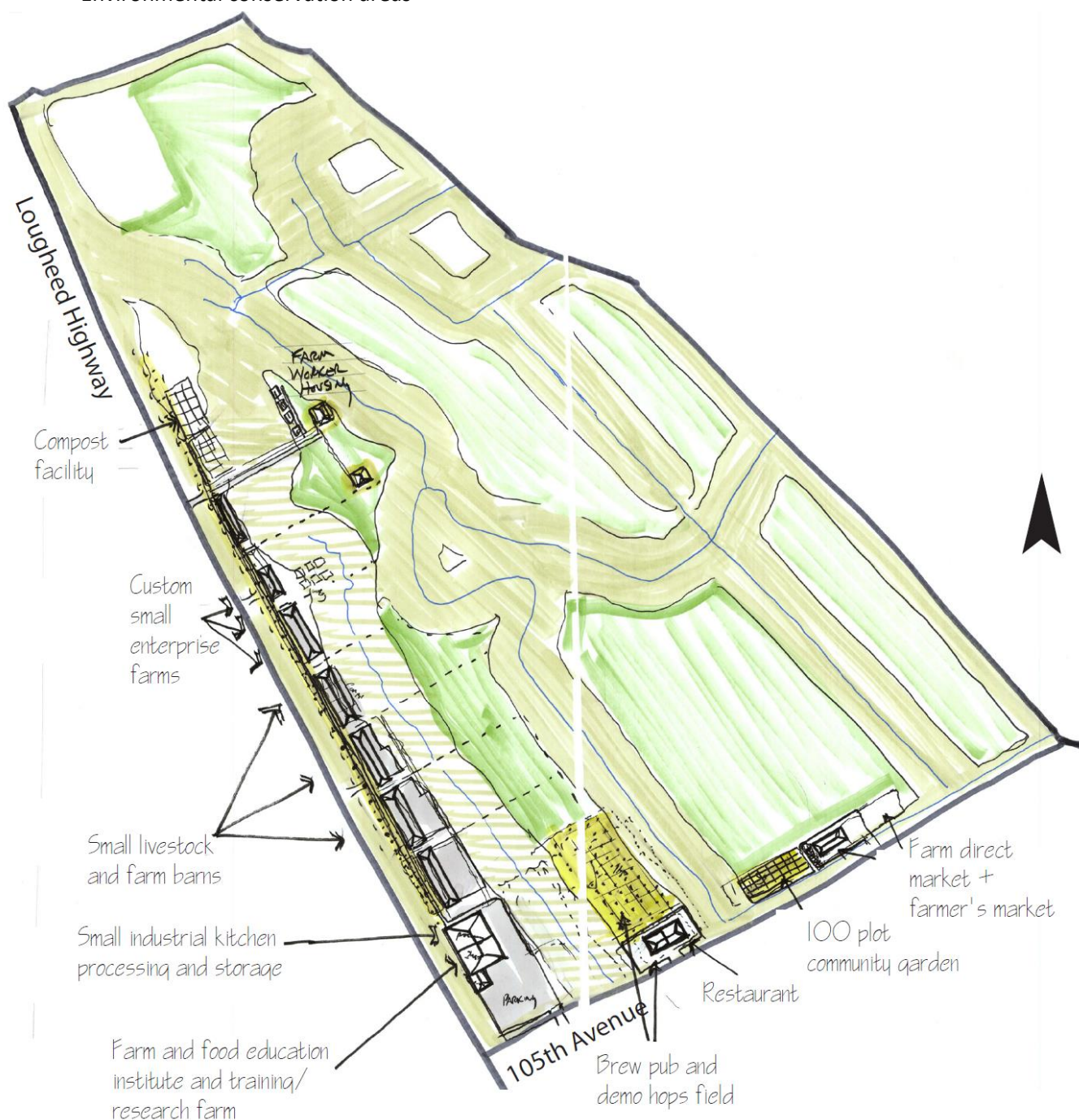
1. What do you like about each concept?
2. Are there other land uses to consider?
3. Do you think the land uses for each option are located in the best locations?
4. What other opportunities or considerations do you see?

## Option 1: Agriculture

This option shows little change to the overall agricultural use of lands north of 105<sup>th</sup> Ave. However the concept adds a component of agricultural focused development with supportive commercial activity (a 'farm-food hub') along Lougheed Hwy and 105<sup>th</sup> Ave. The 'food hub' could include valued added agriculture and related commercial uses, such as farm gate markets, farm school, micro-enterprise farming, industrial community kitchen, a restaurant, brew pub, etc.

### Land Uses:

- Agriculture
- Agri-Industrial
- Commercial supportive of agriculture
- Environmental conservation areas





## Option 2: Auto-oriented Commercial

This concept shows a significant change of use and development of lands north of 105<sup>th</sup> Ave. as a mixed employment node, including both auto-oriented large format commercial and light industrial uses. The concept tested additional shopping opportunities in Maple Ridge.

### Land Uses:

- Auto-oriented retail shopping centre
- Office / Industrial
- Habitat compensation



## Concept A: Jobs and Commercial

This concept shows an assemblage of several different and somewhat discreet nodes of use including:

- two mixed employment nodes, one extending along Lougheed Hwy and one small pocket to the south towards 240<sup>th</sup> St.;
- two transit oriented mixed use residential/commercial areas along 240<sup>th</sup> St.;
- the existing Albion Fairgrounds with some minor expansion or reconfiguration of lands for recreational purpose to the east, and;
- the existing commercial corner at Lougheed Hwy and 240<sup>th</sup> St.

### Land Uses:

- Recreation & Park (Park in the ALR)
- Agri-Industrial
- Institutional
- Office /Light Industrial
- Retail
- Environmental / Conservation areas



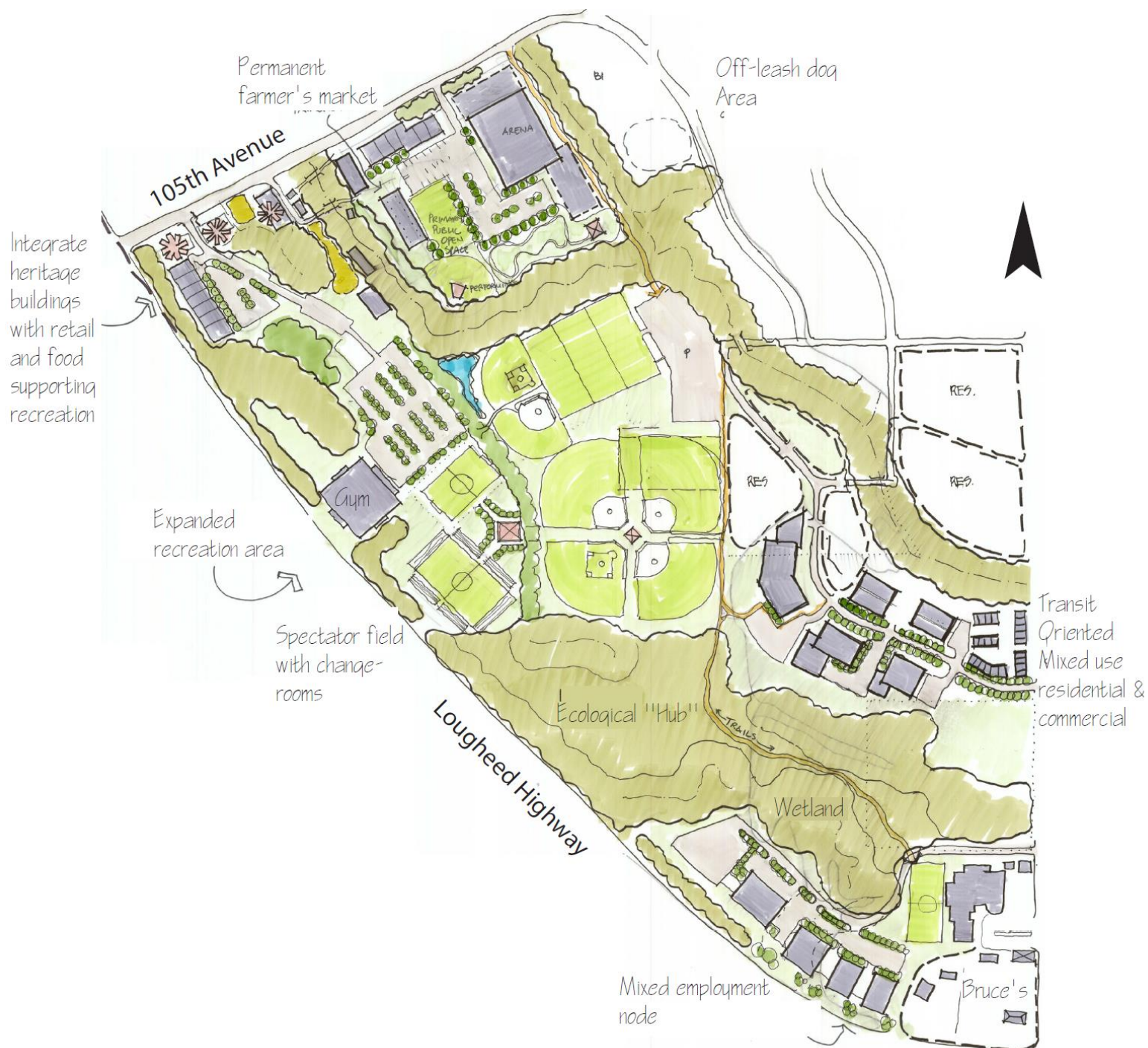


## Concept B: Recreation

Concept B builds on what's already happening in Albion Flats. It outlines an assemblage of cohesive uses that together form a major regional and city-wide recreation and events destination with two small supporting adjacent nodes of development along 240<sup>th</sup> St.

### Land Uses:

- Active Recreation & Park (Park in the ALR)
- Mixed employment
- Retail (supporting recreational focus)
- Mixed use residential and commercial along 240th St.
- Environmental / conservation areas



# IDEAS & PRECEDENTS

## What are the big ideas?

As part of the 2010 process, a number of ideas and precedents were put forward for consideration. These ideas are still valid today and important to shaping a future vision for Albion Flats. It helps to ask these questions as we move through the planning process to build a stronger framework for future development.

## Can Albion Flats address global and regional issues?

The 2010 charrette urged the City to consider global and regional issues for future planning in Albion Flats. For example, climate change, demographic changes, access, healthy communities, regional food systems, better transit, etc.



Planning that supports and initiates discussion on regional and global issues may be the catalyst for change and address the unique challenges we face today as a community.

## Is there a changing nature of retail?

With change in the outlook on retail and a shift in consumer preference for connection and knowledge of the origin and type of products they purchase, many municipalities are moving away from auto-oriented big box retail model to options that offer a mix of uses, added value lifestyle components, good transit access and high quality public realm elements. Examples include:

- Lifestyle village
- Mixed use – village commercial
- Small scale community serving
- Neighbourhood store



Newport Village in Port Moody is a good example of a mixed use village commercial node. The area supports a range of shops, services and office space with residential above and pedestrian scale public realm.



## Is there more to agriculture use?

The 2010 charrette looked at a wide range of agricultural uses, including agri-Industrial uses and value added agricultural activities, such as, plant nurseries, tree farms, food processing, farm related education, small scale or artisan farming, demonstration gardens, food hub with retail services, a 'rural park' and agricultural related recreational activities (equestrian stables & trails, demonstration farm), etc.



**Agri-industrial uses** are value added industries that serve and support agriculture uses. This may include plant nurseries, tree farms, food processing, farm related education, small scale or artisan farming, market gardens, etc.

## How can different uses be integrated?

Experience has shown the best places tend to integrate and consider land uses that work together and support one other. For example, recreation with related retail or food services, residential-commercial uses, or park spaces that support or include agricultural activities, ecosystem enhancement, etc.



Southlands Heritage Farm is located in Vancouver with a mission to grow and protect local food systems, while providing visitors with a chance to experience farm life and understand the unique and beautiful animals and ecosystems. The Farm runs equestrian facilities, small horse shows, children's camps, a farm market, and a host of other community events year-round.

## What's already happening?

Albion Flats currently supports a number of land uses all of which have potential to grow. This could be used as a starting point for future uses. Whether this be expanding on current uses or integrating supporting land uses, taking note of what's currently working now is an important consideration in building a successful future.



Terra Nova Rural Park in Richmond is a regional destination park that hosts agriculturally oriented activities. The park includes a Waterwise Demonstration Garden, Community Garden and is home to user groups such as The Sharing Farm and the Terra Nova School Yard Society. Gardens are used year round for teaching, food market and even a performance site for small outdoor theatre productions. This park includes natural areas, bike paths, and children's adventure playground.

## How can development incorporate environmental aspects?

In addition to conserving and protecting valuable ecosystems and watercourses, considering a more integrated approach to incorporating greenspace and ecological components into all land uses, such as trail systems, storm water management, landscaping, etc. may result in a better, more pleasing place and along with it, address known site issues, such as drainage and conservation requirements.



Burnaby Lake Sports Complex West is a regional sporting destination with both artificial and natural turf fields, a clubhouse, tennis courts and archery fields. The complex is supported by an adjacent node of recreational related commercial and services (physiotherapists, massage therapists, etc.).



Storm water and drainage infrastructure can be integrated with recreational or natural areas.