LAND USE

SILVERDALE
URBAN RESIDENTIAL NEIGHBOURHOOD PLANS
TERMS OF REFERENCE POLICY

LAN.48

POLICY

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1.1 INTRODUCTION

The Official Community Plan identifies broad objectives and policies to guide environmental management and growth and development within the designated Silverdale Urban Residential area of the District of Mission. These policy directions are intended to be reflected in more detailed Neighbourhood Plans (NP) that will apply to each neighbourhood within the Silverdale Urban Residential area.

This Terms of Reference is intended to serve as a Council policy for the preparation of Neighbourhood Plans, their contents and consultation requirements. Each NP will identify a policy framework for environmental management, land use, transportation, and requirements for servicing and financing, and provide additional studies and reports that are required as part of the NP process.

The Neighbourhood Plan process represents a significant opportunity to shape the future character of Mission. There is a need to formulate Neighbourhood Plans in accordance with social, economic and environmental sustainable development principles so as to provide Mission with a unique, innovative, progressive and environmentally responsive land use pattern within the designated Silverdale Urban Residential area.

This Terms of Reference Policy therefore requires Neighbourhood Plans to follow the sustainable principles approach of integrating social, economic and environmental values, and ensuring Mission can grow and change in a manner that does not compromise the options of either existing or future residents.

The overall intent of the Neighbourhood Plan process is to establish a planning framework that will result in the Silverdale Urban Residential development representing the most advanced, innovative and livable planned community within the Lower Mainland area. Mission is to evolve into a better community as a result of this development, rather than losing its identity and becoming indistinguishable from so many other urban communities.

To achieve this intent, there will be a need for the Neighbourhood Plan process to firstly conduct a comprehensive watercourse and other environmental features assessment of the entire Silverdale Urban/Urban Reserve designated area, to implement a thorough public consultation process, to incorporate superior land use planning practices and to identify varied land use development options, to pursue Best Management practices for environmental management and engineering services, and to implement fiscally responsible development initiatives.

District of Mission Council, in consultation with municipal staff and community groups, shall review the Silverdale Urban Residential Neighbourhood Plans Terms of Reference Policy following Council adoption of each Neighbourhood Plan, and at a minimum of every five years thereafter, to ensure its provisions reflect the current needs and desires of the municipality.

1.2 GENERAL STATEMENT OF INTENT

The next step in the move towards potential urban development in the Silverdale Urban Residential area is the preparation of Neighborhood Plans, which will detail the environmental and land use concepts, as well as infrastructure servicing and financing of the works required to support the development in each neighborhood.

The designated Silverdale Urban Residential area is a component of the larger, approximate 3400 acre Urban/Urban Reserve area that is designated on the municipality's Official Community Plan Long Range Map.

Prior to commencing Neighbourhood Planning within the designated Silverdale Urban Residential area, the District of Mission will require that a base map be prepared to inventory, classify and identify locations of watercourse areas within the larger, approximate 3400 acre Silverdale Urban/Urban Reserve area. In this manner, a comprehensive watershed approach to environmental management can be pursued. It is acknowledged that conducting a comprehensive inventory of watercourses and top of bank locations on lands not owned by the Neighbourhood Plan proponent may pose logistical difficulties and challenges. Where access difficulties are encountered, the watercourse mapping initiative shall be recognized as a base map 'work in progress'. As new and additional watercourses are identified, they will be subsequently shown on the inventory base map.

In addition to the comprehensive watercourse mapping, headwater locations for the watercourses are to be identified and mapped. Wildlife corridors within the larger, approximate 3400 acre area are to be also identified and mapped. The percentile area of existing tree canopy cover within the larger 3400 acre shall also be calculated. The baseline tree canopy coverage information can be subsequently utilized for establishing a standard for maintaining a specific amount of tree canopy coverage throughout the Neighbourhood Plan areas.

Upon completion of this watercourse mapping, headwater area, and wildlife corridor identification, and tree canopy cover calculation, the results shall be reviewed by the Department of Fisheries and Oceans, the Ministry of Environment and local environmental groups such as the Stave Valley Salmonid Enhancement Society. District of Mission Council will subsequently consider approval of this environmental base mapping prior to detailed Neighbourhood Planning work commencing.

Beyond environmental issues, there is a similar need to have a global view of the overall major infrastructure requirements, costs and financing options of all infrastructure, including civic facilities required to facilitate the development in the Silverdale Urban Residential area. It is therefore essential to carry out this work during the preparation of the initial Neighborhood Plan(s).

The District does not support the preparation of neighborhood plans which will address the internal and external requirements of only that neighborhood.

The intent of carrying out this work, at the initial stage of planning, is to provide the District with an overall assessment of the short, medium and long-term requirements for the urban area, including projected staging of works, estimated costs and financing options.

The existing District of Mission Official Community Plan Policy statement related to infrastructure within the Silverdale Urban Residential area is outlined as follows:

> "All public infrastructure services of water, sanitary sewer, stormwater, roads, parks, public recreation, and natural open space required for urban density development within the Silverdale "Urban Residential" area shall be paid by the developer, and located on public land or on property provided by the developer."

This means that the District of Mission will not be responsible to pay for offsite and onsite infrastructure costs. Cost recovery mechanisms such as 'latecomers fees' that would apply to potential adjacent lands that pursue development, and would thereby 'benefit' from the developer funded infrastructure, may be considered by District of Mission Council.

In the event that a Development cost Charge (i.e. DCC) cost recovery mechanism is used, with the development proponent front-ending the capital costs of the works, under Provincial guidelines for the preparation of DCC's, the District of Mission would be required to provide financial assistance, which could be as low as 1% of the capital costs of the works.

For each of the water, sewer, drainage and transportation infrastructure systems, the sequence of construction for improvements will have to be identified in relation to the proposed phasing of development in the overall area and thresholds identified for each project in terms of area size being developed, numbers of units of development completed, or other aspects related to the capital projects. Where projects are staged, right of way requirements for the ultimate project shall be identified up front and secured prior to development consideration of approval by the municipality. Cost estimates for works and services should include land costs, engineering and contingencies.

Upon the preparation of the proposed infrastructure initiatives, the proposed infrastructure routings can then be evaluated with regard to the watercourse and environmental base map, and their relationships to watercourse and other environmental areas can be clearly determined. The environmental management objective, in relation to infrastructure, is to minimize the number of infrastructure crossings over sensitive lands.

1.3 PLAN AREA

Neighbourhood Plan areas will comprise smaller geographical locales of the approximate 1435 acre Silverdale area that is currently designated as Urban Residential. Plan area boundaries are to be primarily based upon topographical considerations, watersheds, watercourse locations, existing roads and extent of serviceable lands. Subsequent Neighbourhood Plan areas shall be developed in a connective, orderly fashion.

Contiguous private properties that are designated Urban/Urban Reserve on Official Community Plan Map 4 shall be considered for inclusion within the Urban Residential designated area upon application submission to the municipality to amend Official Community Plan Map 2, from Rural to Urban Residential.

Upon potential attainment of an Urban Residential designation, and if such property is located contiguous to the Phase 1 Neighbourhood Plan development area, as approved by District of Mission Council, a property owner who wishes to be included within the Phase 1 area must

submit to the municipality, and pay for, an Official Community Plan amendment application to be considered for inclusion within the Neighbourhood Plan Area. This initiative of a property owner taking this step would also mean that the property owner would be responsible for costs related to the land use planning and engineering aspects of the Neighbourhood Plan process.

1.4 PLAN PREPARATION AND CONSULTATION PROCESS

The Neighbourhood Plan process would commence upon application to Council to further amend the Official Community Plan by a landowner or group of landowners for a specific smaller geographical land area of the designated Silverdale Urban Residential area. This Terms of Reference Policy will then guide the proponent on the process and procedure to prepare a Neighourbood Plan. The cost of preparing the Neighbourhood Plan for the entire neighbourhood area, including studies related thereto, shall be the sole responsibility of the property owner(s) or proponent(s) wishing to proceed. For specific studies, in particular environmental and land use, the District of Mission shall appoint the consultant(s) to prepare the reports through review of submissions to a municipal Expression of Interest process. The consultants invited to partake in the Expression of Interest shall be determined from a list of mutually agreeable consultants established by the District of Mission and the Neighbourhood Plan proponent.

The Neighbourhood Plan preparation process will include the following steps:

1. Establishing and conducting a public process to develop preferred sustainable development principles;
2. Completion of housing projection analyses;
3. Establishing neighbourhood planning goals and sustainable development objectives generally consistent with Steps 1 and 2, and the District's Official Community Plan;
4. Preparing environmental, land use, and varied engineering studies that will identify environmentally sensitive areas, varied land use and development options, servicing constraints and opportunities;
5. Selecting a preferred land use and development option;
6. Finalizing a land use concept and servicing plan and related development policies, including an analysis of the costs to implement the plan; and,
7. Amending the Official Community Plan (i.e. OCP) land use designations for the Neighbourhood Plan area, and amending OCP policy statements related thereto. This OCP amendment process will involve Bylaw readings and a Public Hearing.

Environmental, land use, transportation, bulk water supply, trunk sewer, integrated storm water management and other studies, as described in Appendix 1(i) through 1(vii), will be prepared to provide detailed input to the plan.

Beyond the guidelines identified within this Terms of Reference Policy, the Neighbourhood Plan preparation process will be directed by the Community Development Department in conjunction with the servicing studies managed by the Engineering Department.

<u>Consultation</u>

Public Consultation is to be a significant component of the Neighbourhood Plan process. Prior to commencing detailed work on the Neighbourhood Plan preparation, the proponent is to prepare a public consultation communication plan that is proposed for the Neighbourhood Plan process, and submit same to District of Mission Council for approval.

Public consultation and input is intended to originate from all residents and business owners within the District of Mission. Consultation is to also focus on dialogue with the varied residential associations within the municipality, as well as consideration of comments, and involvement from the varied agencies and organizations identified by Council Policy LAN.47 Official Community Plan Referral.

Public information meetings, public open houses, town hall type meetings, public workshops and/or other public input forums are indicative of the varied types of public consultation that are to be conducted by the proponent throughout the varied steps of the Neighbourhood Plan preparation process. Utilization of professional facilitators to conduct the varied types of public forums is encouraged.

In addition, an internal municipal working group will be formed to help identify opportunities and issues, review studies, provide direction and comments on land use plan options and policies, and address challenges. This working group will be comprised of District staff from:

- Community Development
- Engineering and Public Works
- Parks, Recreation and Culture
- Finance
- Fire/Rescue Service Department
- Inspection Services
- RCMP through Crime Prevention through Environmental Design principles

External consultants and other expertise may be utilized by this internal municipal staff group, as necessary. The cost of such consultants or experts, where required, will be the responsibility of the Neighbourhood Plan proponent/developer.

A Technical Advisory Committee approach will also be utilized to address specific issues that involve external agency expertise. Outside agency participation on the Technical Advisory Committee is to include representatives from the Ministry of Transportation, Department of Fisheries and Oceans, Mission School District No. 75, B.C. Hydro, Terasen, Telus, B.C. Transit and Shaw Cable.

For distinct issues such as environmental management and the environmental implications of the proposed transportation network, including pedestrian trails and integrated stormwater management planning, a separate Technical Advisory Committee comprised of Municipal staff, representatives from the Department of Fisheries and Oceans, Ministry of Transportation, and organizations such as the Evergreen group and Stave Valley Salmonid Enhancement Society, will be necessary. While it is recognized that the Ministry of Environment has declined to partake in this Technical Committee, their involvement will be requested again in the future.

To adhere to Sustainable Development principles, a further Committee comprised of members from local groups representing economic and social interests in the community, will provide additional input into the Neighbourhood Plan process.

Additional dialogue shall also occur with Canadian Pacific Railway to minimize issues of train noise and vibration with proposed urban density housing. Development of Neighborhood Plans should also consider interface issues to the railway right-of-way with regard to drainage, utilities, fencing, pedestrian trespass and potential vehicular roadways and crossings.

Consultation shall further occur with the Agricultural Land Reserve Commission to address urban interface issues with Agricultural Land Reserve (i.e. ALR) designated properties and impact issues to ALR lands with regard to proposed future roadways, widening of existing roads

and major infrastructure routings of municipal water systems, sanitary sewer systems and proposed stormwater management systems. The concept of facilitation of urban gardens within designated ALR property, located to the south, shall also be pursued with the ALR.

During the preliminary stage of commencing the Neighbourhood Plan, the District shall invite a representative of Smart Growth BC to make a presentation of smart growth principles, practices and case studies, and to answer questions related to Neighbourhood Plan preparation in Mission. The intended audience for this presentation shall be the Neighbourhood Plan proponent, Council, municipal staff, the Technical Advisory Committees and members of the public.

The Municipality shall further seek the involvement of Smart Growth BC and similar groups throughout the evolution of the Neighbourhood Plan process.

1.5 ADVISORY COMMITTEE

Council may appoint members of the public to a Neighbourhood Plan Advisory Committee to review and comment on the Neighbourhood Plan for each Neighbourhood Plan area.

1.6 PLAN CONTENT

Each Neighbourhood Plan will include:

(a) Designation of Environmentally Sensitive Areas;

(b) Environmental Sensitive Areas land ownership, management and acquisition strategy;

(c) Identification of land areas that are to be protected from development for archaeological, heritage, and other resources;

(d) Developable land uses for the Neighbourhood Plan Area including areas accommodating a range of housing types, choices and densities; commercial and business uses; employment generating uses; school, public and private institutional uses; community facility land uses;

(e) Identification of proposed land use densities for all proposed residential uses, and overall gross and net densities per acre for the entire Neighbourhood Plan area;

(f) Development phasing strategy within the Neighbourhood Plan Area;

(g) Designation of District Park/Recreation/Cultural facilities and locations, and Neighbourhood Parks (i.e. based on an accepted standard for the maximum distance any resident should live from the nearest parkland);

(h) Location of arterial, collector and local roads;

(i) Location of main trails, nature trails and minor trails;

(j) Transit stops and generalized routing;

(k) Integrated stormwater management strategy;

(l) Trunk servicing plans for sanitary sewer and water;

(m) Financing strategy for municipal services, roads, park acquisition, park development and trail construction;

(n) Development permit areas and guidelines for applicable environmentally sensitive lands, multi-unit residential, intensive residential, commercial and employment generating land uses;

(o) Establishment of tree canopy coverage targets for the Neighbourhood Plan area, and for the larger Urban Reserve area;

(p) Comprehensive computer visual analysis review of the proposed development pattern on the Silverhill hillside as viewed from the south, east and west;

(q) Guidelines related to neighbourhood character and urban design, Crime Prevention Through Environmental Design principles (CPTED), interface land uses, screening and buffering between land uses;

(r) Strategies to initiate development of environmental stewardship groups and neighbourhood residential associations; and

(s) Strategies to achieve social, economic and environmental sustainable development objectives, complete community goals and Smart Growth principles.

Dwelling unit projections and distribution for each neighbourhood shall be guided by the identification and designation of non-developable Environmentally Sensitive Lands and by housing projection analyses. Mapping is to be at a scale of 1:2500. More details on the Environmental, Land Use, Transportation, Bulk Water, Trunk Sewer, and Integrated Stormwater Management components are described in attached Appendix 1(i) through 1(vi). Appendix 1(vii) identifies specific additional studies that are to be completed prior to consideration of the first neighbourhood plan approvals.

Contents of the Neighbourhood Plan report shall additionally include:

- Maps and statistics describing the plan area and sub-areas;
- Access to background raw data;
- A community character statement outlining the overall development concept;
- Policies for the development and provision of services, amenities and facilities; and,
- Description of conformance of the NP to the District's OCP policies.

1.7 RELATION TO ZONING AND PLANS OF SUBDIVISION

Subsequent zoning and plans of subdivision within Neighbourhood Plan areas shall be in conformance with the objectives and land use designations of the Neighbourhood Plans.

1.8 GLOSSARY

The following definitions are provided to clarify varied terms used within the Neighbourhood Plans Terms of Reference Policy.

AQUIFER means an underground permeable rock formation that has sufficient porosity to hold water and allow it to be withdrawn by a well for use.

AQUIFER RECHARGE AREA means an area that allows water to enter the aquifer. Dependent upon the surficial geology of an area and whether the aquifer is confined or unconfined, aquifer recharge can be concentrated recharge, where there are large inputs of water at discrete points, or dispersed recharge where there are smaller inputs of water at a large number of sites.

CONTIGUOUS PRIVATE PROPERTIES means private properties that are currently designated as Urban/Urban Reserve on the Official Community Plan (i.e. OCP) Long Range Map, and are physically touching the currently designated Urban Residential lands in Silverdale, as identified by the OCP Short Range Map 'B", or are located immediately adjacent to the subject Urban Residential lands by way of an existing dedicated municipal roadway (i.e. if not for the roadway, the property would be physically touching the currently designated Urban Residential land).

ENVIRONMENTALLY SENSITIVE AREA means land that requires special land use management to preserve and protect its unique natural features of ecological, landscape, wildlife, historical and/or cultural values.

GROUNDWATER means water that has percolated downward from the ground surface through the soil's porous layers, and accumulates in aquifer rocks below the water table. Groundwater is the primary source of stream base flow.

GROUNDWATER RECHARGE AREA means an area where water enters the groundwater zone after rainfall or snowfall.

LONG TERM means a land use planning timetable period of approximately 15 to 20 years plus into the future.

MEDIUM TERM means a land use planning timetable period of approximately 5 to 15 years into the future.

NATURAL OPEN SPACE means a land use planning term that indicates a site containing land which has unique environmental features that require specific management attention to preserve and protect these features. The Natural Open Space terminology is similar, but not as comprehensive as an Environmentally Sensitive Area designation.

SHORT TERM means a land use planning timetable period from the present time to approximately 5 years into the future.

SLOPE STABILITY means the susceptibility of sloping lands to erosion and slides.

WILDLIFE CORRIDOR means a travel corridor for wildlife. This ranges from very wide, natural ravine corridors for large mammals, to 'sky corridors' that offer a safe flight path between feeding and resting places for birds, to smaller manmade corridors (such as trails) that provide safe passage for smaller creatures. These corridors also provide year round habitat for less mobile species."

Appendix 1 (i)

ENVIRONMENTAL STUDIES

The initial environmental study task is to inventory, classify and identify watercourse locations within the larger, approximate 3400 acre Silverdale Urban/Urban Reserve area. Headwater locations, wildlife corridors and existing tree canopy cover for the entire Urban/Urban Reserve are to be also determined upfront.

The primary objective of environmental management studies at the smaller Neighbourhood Plan Area level, shall be to further identify and protect additional environmentally sensitive areas (i.e. ESA's).

Environmentally sensitive areas at the Neighbourhood Plan Area level should include but not be limited to:

- Watercourses (i.e. creeks and drainages) and the streamside or riparian areas, and ravines, which are associated with those systems;
- Water bodies (i.e. lakes, permanent or temporary wetlands and marshes) and the foreshore or riparian areas associated with those systems;
- Aquifer/groundwater flows which are critical to conserve the recharge function;
- Rare and endangered vertebrate and plant species as consistent with Provincial Guidelines for Assessing and mitigating impacts from developments on species and ecosystems at risk;
- Wildlife trees in accordance with the British Columbia Tree Classification Systems (i.e. that is, the 9 stages of decay); and,
- Greenway linkages/wildlife corridors, as evident today, so as to maintain diversity and balance of plant, vertebrate and invertebrate species.

The Neighbourhood Plan Area identification of these environmental sensitive area features will provide the municipality with inventory data of what features are present within the Neighbourhood Plan Area, and what features should be considered for protection.

The Neighbourhood Plan Area approach to identify and protect environmentally sensitive areas shall be based upon watershed environmental principles. In this manner, environmental assessment at the neighbourhood level will require an evaluation of the potential impacts of land development upon the larger watershed(s) that is characteristic to that Neighbourhood Area. The objective is to minimize or avoid impacts to ESA's.

Within the Neighbourhood Plan Area, comprehensive environmental studies will expand upon the watercourse and headwater inventory, wildlife corridor and tree canopy work conducted for the entire Urban Reserve area. Neighbourhood level ESA's will be protected through an Environmental Sensitive Area designation by the Official Community Plan, while other open space locations will be identified as Park. Lands adjacent and beyond the Neighbourhood Area may also be identified as environmentally sensitive area or as parks.

The terms of reference for specific environmental issues such as assessing species and ecosystems at risk shall be based upon the Ministry of Environment guidelines as identified

within the "working draft" attached as **Schedule 1** to the Neighbourhood Plans Terms of Reference Policy. Other Ministry of Environment documents that are to be followed in conducting environmental assessment work include the following:

- Environmental Best Management Practices for Urban and Rural Land Development in British Columbia – Draft (June, 2004)
- Best Management Practices for Amphibians and Reptiles in Urban and Rural Environments in British Columbia

All wildlife surveys should be based upon a full 12 month period.

In particular, the actual technical step by step process for conducting a biophysical inventory, as described within the Terms of Reference for Site Inventory and Conservation Evaluation – Draft (January, 2005) of the Ministry of Environment's Environmental Best Management Practices for Urban and Rural Land Development is to be adhered to.

Reference should also be made to the Greater Vancouver Regional District's "Biodiversity Conservation Strategy", with respect to establishing the most appropriate mapping scale for capturing biodiversity data.

The overall intent of the Environmental studies is to identify environmentally sensitive areas "upfront" so as to preclude them from development. Ultimately, through consultation with external environmental agencies such as the Department of Fisheries and Oceans, there is an objective to pursue an Environmental Management Plan for the Neighbourhood Plan area, with an accompanying Memorandum of Understanding with the Department of Fisheries and Oceans to comprehensively address such issues as watercourse development setbacks.

Consideration of crossings of ESA's locations by major services, utilities, pedestrian trails foot bridges and roadways, and integrated storm water management issues, will be subject to approval by the District of Mission, in consultation with senior governments.

Mapping

The mapping associated with Neighbourhood Plan Area environmental studies and ESA designation shall occur at a scale of 1:2500 with 1 metre contours. To ensure a comprehensive environmental assessment, streams, wetlands, floodplains and other seasonally wet areas should be surveyed and identified during periods of the year of high precipitation.

Mapping of environmental features will provide spatial information that will assist in determining where development may take place with the least ecological impact.

Mapping to include:

- Watersheds
- Fish-bearing stream reaches (permanent and non-permanent), ground verified with Global Positioning System (i.e. GPS). All GPS references should be a level of accuracy of +1-1 metre.
- Permanent, non-fish-bearing stream reaches, ground verified with GPS
- Non-permanent, seasonally fish bearing stream reaches, ground verified with GPS
- Non-permanent, non-fish bearing stream reaches, ground verified with GPS
- Centre line and top of bank of all streams and all ravines
- Introduced and natural barriers to fish migration
- Frequently flooded areas

- Wetlands, including temporary or vernal pools
- Floodplain areas
- Alluvial fans
- Wildlife occurrence/distribution (i.e. consistent with RISC standards)
- Fisheries setback zones
- Geotechnical setback zones
- Groundwater well and surface water licence locations and other drinking water sources
- Other natural features
- Revised vegetation/ecological mapping including wildlife trees

Mapping information is to be provided on full size map sheets, with reduction copies to an 11 inch by 17 inch format for reporting purposes.

Environmental Studies Background/Update Reports

The following information shall be provided:

- Confirmation of stream surveys and mapping
- Update on fisheries assessment
- Fisheries setback zones
- Tree management and protection approach
- Preliminary geotechnical and hydrogeologic analysis (such as slope analysis and subsurface drainage conditions)
- Risk analysis of landslides
- Update on climate studies
- Update on hydrology studies
- Update on water quality studies (surface and ground water)
- Update on vegetation and habitat studies
- Update on wildlife studies
- Update on special status species assessment
- Wildlife corridor issues, including wildlife impact on urban interface issues such as refuse collection and public education needs
- Confirmation of groundwater well and surface water licence locations
- Pre-development and post-development watercourse monitoring data for flow regimes and water quality
- Watershed management plan
- Storm water management conceptual plan
- Natural features protection plan
- Dedicated park and green space plan
- Special status species protection plan
- Environmental protection plan outline

- Environmental monitoring program
- Stewardship and community involvement
- General conformance with Area Structure Plan policies

The Environmental Study is a fundamental base to exploring the Neighbourhood Plan process. It will establish the non-developable and developable land pattern within the Neighbourhood Area.

The Neighbourhood Plans will detail all of the environmental permits and approvals that are required for the neighbourhood development. The Neighbourhood Plans may also include details of fisheries habitat mitigation and proposed enhancement/restoration works where it can be demonstrated that impacts to fish habitat cannot be avoided for that neighbourhood.

The Neighbourhood Environmental Study will form the basis of the Subdivision Plans to be completed for each neighbourhood, and will consist of a technical report with a series of large map plans for technical use, and for public information. The report and plans will lay out the template for the subdivision plans, and will detail the types of information required and level of detail that must follow.

Appendix 1 (ii)

LAND USE STUDY

Upon the identification of environmentally sensitive areas lands and other protected areas, and thereby lands that are deemed to be non-developable, a land use study is to be prepared.

The land use study for the Neighbourhood Plan process is to achieve a high level of land use planning principles that incorporate the values of sustainable development, complete community and Smart Growth. The overall theme of future urban development is to minimize the built form footprint within the subject area. For example, a development strategy that dominates the Silverdale hillside with single family homes is not supported. Innovative land use and housing concepts such as urban village clusters, urban garden areas within the designated ALR lands to the south, Smart houses, incorporation of Leadership in Energy and Environment Design (LEED) principles, area wide and connective pedestrian and bicycle networks, and highly designed employment and neighbourhood commercial centre nodes are to be pursued. Land use development patterns that minimize the use of automobiles are also sought. Collaboration with external organizations such as University of British Columbia's Sustainable Communities Program, in pursuit of these concepts, is encouraged.

The land use study is to generate varied land use development options for the Neighbourhood Plan area. The varied options are intended to identify different land use development patterns of the built form on the hillside. In this manner, varied housing types and densities can be explored, and the aesthetic and functional impact thereof evaluated. As significant is the need for the development pattern to be liveable, and to be respectful and reflective of Mission's natural character. The overall objective of the land use study generating varied land use development concepts is to enable the municipality and the public to select the most preferred development concept.

The Land Use Study is to address and/or incorporate the following issues:

- identification of environmentally sensitive areas and other lands to be protected from development;
- topographical constraints;
- archaeological site inventory;
- existing heritage and cultural locations and features inventory;
- protection of unique and/or endangered vegetation clusters, identification and preservation of natural geographic features and ridgelines;
- methodogy to preserve parkland, heritage sites, etc.;
- identification of Neighbourhood Plan Area boundaries for the designated Urban Residential area;
- future housing mix and varied land use development options;
- proposed development phasing within the Neighbourhood Plan Area, and the 'trigger' requirement to move from one development phase to the next;
- commercial, institutional, employment, and active/passive parkland (i.e. including trails) land use requirements and designated locations;
- community infrastructure land use requirements (i.e. social, educational and health infrastructure, including schools, libraries, museums, arts amenities, policing, firehall, medical centres and communication linkages);

- innovative hillside land use strategies to characterize the Silverdale development as unique, environmentally sustainable and fiscally responsible;
- landscaping policies and standards that reflect a naturescaping ethos such as the approaches utilized by the City of North Vancouver and the City of Port Moody that promote the restoration and protection of natural habitat within urban areas; and
- computer visual analysis of proposed development patterns.

Specific items to include within the Land Use Study include:

- best practices and land use planning innovation examples from other communities;
- diversity of housing choices;
- the interface of urban density locales with adjacent rural lands;
- the connectivity of the Silverdale urban precinct with the existing urban development area of Mission; and,
- land development options for build-out of the remainder of the designated Urban/Urban Reserve area.

The Land Use Study shall further provide mapping of the proposed land uses for the Neighbourhood Plan area.

With regard to the timing of land development within the Neighbourhood Plan Area, and potential continued development within the remainder of the designated Urban Reserve area, the following guidelines are to be adhered to:

- The phasing strategy for Neighbourhood Plan areas is to address the orderly staging of development of land uses and infrastructure so as to ensure that growth occurs in a coordinated, sequential fashion;
- Development phase area boundaries within a Neighbourhood Plan area are to be reflective of serviceable land areas, particularly for stormwater and drainage;
- In order for urban development to move from one phase of development within the Neighbourhood Plan area to the next, and from one entire Neighbourhood Plan area to the next, it is anticipated that either one of two conditions will be met; namely, a 75 percent build out of the allocated dwelling unit density for the subject development phase area (i.e. or for the entire Neighbourhood Plan area) will occur, or 75 percent of the designated residential land use area for either the subject phase area, or entire Neighbourhood Plan area, will be developed. District of Mission Council must further approve the commencement of the new phase of development;

A conceptual Neighbourhoood Plan area boundary identification and urban development phase sequence is to be prepared to identify the proposed Neighbourhood Plan areas for the entire, approximate 3400 acre, designated Urban Reserve area.

Appendix 1 (iii)

NEIGHBOURHOOD TRANSPORTATION STUDY

The Neighbourhood Transportation Study is to provide a comprehensive review of transportation needs and sustainable options available to service the neighbourhood area. A significant factor in achieving a comprehensive transportation system is the need to respect the watercourse mapping inventory, identified headwater areas, and wildlife corridors, compiled for the larger Silverdale Urban/Urban Reserve area. Proposed transportation routings shall avoid as much as possible and minimize the number of crossings through these environmental features. The Transportation Study will forecast impacts both internal and external to the Neighbourhood Plan Area for a timeframe consistent with District of Mission capital programming, the District of Mission Official Community Plan and the requirements of the Ministry of Transportation. It is noted that the Ministry of Transportation and has commented that they will not entertain approval of signals at any intersection other than Nelson Street between Wren Street and Silverdale/McLean.

Content of the Neighbourhood Transportation Study is to include:

- An emphasis on sustainable transportation principles, and an objective to minimize travel patterns that rely on single occupant vehicle;
- An inventory of existing travel, roadway network, transit, pedestrian and bicycle facility conditions;
- Future base conditions, including planned transportation improvements and demographic forecasts. The study shall pursue transportation options which will minimize the increased demand for green time from the north leg of Nelson Street at the highway;
- External roadway network options based on forecasted land uses;
- Travel forecasts;
- Internal roadway classification;
- Pedestrian and bicycle routings and facilities;
- Transit facilities and services.

Specific items to include in each study:

- Review in detail, varied alternatives for the proposed municipal transportation system, including an environmental assessment of each option, with an overall objective of selecting a preferred option and establishing corridor routes for the plan area. Projects identified should include traffic signals required in addition to road improvements; where feasible, suitably designed traffic roundabouts in appropriate locations may be considered;
- Similar exercise for collector corridors for the area;
- Detail the requirements associated with Highway #7 upgrading to accommodate the selected municipal transportation routes;
- Develop in some detail, standards for bicycle paths, neighbourhood traffic calming and other measures such as pedestrian mobility linkages needed to meet the sustainable transportation objectives for the area;
- Develop in conjunction with the District of Mission and BC Transit means of achieving

transit objectives for the area, recognizing the slope gradients of routes for transit buses, particularly in adverse winter conditions;

- Involve the municipal Bicycle Advisory Committee in neighbourhood planning for bicycle routes; and
- Consideration of provisions for horse riding trails.

Public and pedestrian access into Environmental Sensitive Area trail locations requires environmental assessment. In areas of sensitive habitat, including seasonally sensitive habitat and areas of erosion or other natural hazards, public access should be avoided.

Prior to the potential first phase of development, the sequence of construction for improvements will be identified in relation to the phasing of development in the Neighbourhood Plan Area, and thresholds developed for each project in terms of area being developed, numbers of units of development being completed or other aspects related to the capital projects. Ultimate rights-of-way shall be identified and secured relevant to the proposed phase, including any required off-site servicing rights-of-way. Cost estimates for works and services should include land costs, engineering and contingencies. A financing/cost recovery strategy is to be identified for any capital works projects proposed or planned for, including the projected benefit of any of the proposed projects on the specific development area and the broader development area, as well as an assessment or estimate of the on-going financial impact (operating and maintenance costs) associated with the said works.

Appendix 1 (iv)

BULK WATER SUPPLY STUDY

As part of the Neighbourhood Plan process, a bulk water supply study shall be prepared to examine the following specific issues:

- Review of water source supply needs for build-out of the larger, approximate 3400 acre Urban Reserve area;
- Detailed review of route(s) for the extension of the current bulk water supply system for the proposed Neighbourhood Plan area, including an environmental assessment of both the proposed initial routing of the system, and the identified future extension routings.
- Review feasibility of twinning the system in future, from a routing perspective and available corridor widths
- The planning phase of the bulk water supply study should avoid and minimize potential impacts to ESA's. Bulk water supply which require maintenance rights-of-ways should be aligned outside of ESA's in order to avoid maintenance activity impacts.
- Review financial and maintenance related issues with respect to over sizing of bulk water supply system for ultimate development densities
- Include booster pump stations, reservoirs, prv chambers and connecting supply systems as part of the bulk water supply system
- Major distribution works required to support development within each neighbourhood plan area must be detailed

Prior to the potential first phase of development, the sequence of construction for improvements will be identified in relation to the phasing of development in the Neighbourhood Plan Area, and thresholds developed for each project in terms of area being developed, numbers of units of development being completed or other aspects related to the capital projects. Ultimate rights-of-way shall be identified and secured relevant to the proposed phase, including any required off-site servicing rights-of-way. Cost estimates for works and services should include land costs, engineering and contingencies. A financing/cost recovery strategy is to be identified for any capital works projects proposed or planned for, including the projected benefit of any of the proposed projects on the specific development area and the broader development area, as well as an assessment or estimate of the on-going financial impact (operating and maintenance costs) associated with the said works.

Appendix 1 (v)

TRUNK SEWER SYSTEM STUDY

As part of the Neighbourhood Plan process, the applicant shall prepare a trunk sewer system study. The following specific issues are to be addressed:

- Similar to the water system, a detailed review of the proposed trunk sewer system will be required, including an environmental assessment and routing for both the initial system and future twinning of the system. The planning phase of the trunk sewer should avoid and minimize potential impacts to ESA's. Trunk sewers which require maintenance right-of-ways should be aligned outside of ESA's in order to avoid maintenance activity impacts.
- Review financial and maintenance related issues with respect to over sizing the trunk sewer system for ultimate development densities, including means of mitigating maintenance issues associated with over sizing.
- Catchment areas should be refined, including a review of the areas serviced by major sewer lift stations.
- Include major sewer lift stations in trunk facilities.

All sewage generated from proposed development within the designated Silverdale Urban Residential area will be transported to the Joint Abbotsford-Mission Environmental System (J.A.M.E.S) for treatment. The option of a separate sewage treatment plant, constructed in the Silverdale/Mission area is not considered a viable option.

Prior to the potential first phase of development, the sequence of construction for improvements will be identified in relation to the phasing of development in the Neighbourhood Plan Area, and thresholds developed for each project in terms of area being developed, numbers of units of development being completed or other aspects related to the capital projects. Ultimate rights-of-way shall be identified and secured relevant to the proposed phase, including any required off-site servicing rights-of-way. Cost estimates for works and services should include land costs, engineering and contingencies. A financing/cost recovery strategy is to be identified for any capital works projects proposed or planned for, including the projected benefit of any of the proposed projects on the specific development area and the broader development area, as well as an assessment or estimate of the on-going financial impact (operating and maintenance costs) associated with the said works.

Appendix 1 (vi)

INTEGRATED STORMWATER MANAGEMENT STUDY

As part of the Neighbourhood Plan process, an integrated stormwater management study for relevant catchment areas shall be prepared. The objectives to achieve include maintaining the pre-development flow regime and water quality in all streams to the extent possible through the use of BMP's (i.e. Best Management Practises) acceptable to the Director of Engineering and defining minor and major flow paths. Monitoring in both pre-development and post-development stages should be done quarterly. Pre-development monitoring should, as an absolute minimum cover one year of record, and preferably two years or longer if possible. Post-development monitoring should be ongoing until the development is built out. In addition, the following specific issues are to be examined:

Identify and detail major trunk system works, including BMP's for each catchment area. Environmental assessment will be required for any proposed detention pond sites and flood prevention improvements including culvert replacements, pump station or other flood prevention improvements identified in the detailed work. The aesthetic and community safety impacts of proposed detention facilities, including mosquito management, is to be addressed. The aesthetic objective is that detention ponds be an integrated landscaped component of the natural environment.

Carry out geomorphological assessments of watercourses in the area to assess their abilities to handle post-development storm events, ensure that channel maintenance and forming processes are not adversely impacted through stormwater management systems, and develop options for BMP's. The assessment should consider minimum, mean and maximum flows and how these flows affect lateral, channel floodplain and ecological stabilities.

Groundwater (aquifer) recharge areas that are connected to confined groundwater sources must be delineated and provided the level of protection from any disturbance that will ensure that the flow regime of the confined groundwater source is not altered. Where groundwater recharge areas are not connected to confined groundwater sources it is not required that the recharge area be protected, but rather that the recharge function be conserved in a manner that will mitigate any potential changes to the groundwater flow regime from occurring.

Carry out a comprehensive surficial geology and hydrogeological study to determine the physical extent of groundwater aquifers which supply wells within and adjacent to the development area and which may be impacted by the proposed development, assess the magnitude of any potential impact, and identify measures which must be undertaken to mitigate negative impacts within the identified area of influence.

Carry out aquatic habitat impact assessments to ensure that aquatic and associated habitats are not adversely impacted through stormwater management.

Quantify downstream drainage works required for each catchment area to prevent any increase in frequency and extent of flooding in the lowlands. Volume reduction strategies must be addressed at the site level to mitigate changes to watercourse flow regimes, including increases to downstream flooding.

Identify, in detail, storm systems required to meet neighbourhood level planning objectives, including operation and maintenance related issues. This will require, in part, more computer modelling using site-specific rainfall and runoff data – in effect, developing an integrated stormwater management plan (ISMP) for each catchment area, and in sum the overall development area. In the above review of hydrology, determine what back-up systems should be installed or adapted where unproven measures are recommended to achieve the objectives.

Use the "Integrated Stormwater management Planning Terms of Reference Template" (GVRD 2002) and "Best Management Practices Guide for Stormwater" (GVRD Oct 1999) in developing integrated stormwater management plans and considering BMP use.

The Stormwater Management Study is to also explore and report on alternative stormwater management approaches, such as the City of Seattle's "Street Edge Alternatives" model that accommodates fish protection and pedestrian mobility options.

Prior to the potential first phase of development, the sequence of construction for drainage works will be identified in relation to the phasing of development in the neighbourhood plan, and thresholds developed for each project in terms of area being developed, numbers of units and development being completed or other aspects related to the capital projects. Ultimate rights-of-way shall be identified and secured relevant to the proposed phase, including any required off-site servicing rights of way. Cost estimates for works and services should include any land costs, environmental protection/compensation/mitigation and monitoring, engineering and contingencies. A financial/cost recovery strategy is to be identified for any capital works projects proposed or planned for, including the projected benefit of any of the proposed projects on the specific development area and the broader development areas, as well as an assessment or estimate of the on-going financial impact (operating and maintenance costs) associated with the said works.

Appendix 1 (vii)

OTHER STUDIES REQUIRED PRIOR TO CONSIDERATION OF ADOPTION OF THE FIRST NEIGHBOURHOOD PLAN

In addition to the Environmental, Land Use, Transportation, Bulk Water, Trunk Sewer and Integrated Storm Water Management studies referenced in appendices 1(i) through 1(vi), additional studies will also include:

1. (i) Slope Analysis based on 1 metre contours and slopes with a minimum of four categories: a) 0 to 15%, b) 15% to 30%, c) 30% to 40% and d) over 40%.

   (ii) An assessment of slope slippage risks and identification of areas which should not be developed at urban densities due to potential land slide risks.
2. Archaeological Assessments.
3. Park and Environmental Sensitive Areas Acquisition Study.
4. Renewable Energy Technology study, including exploring the feasibility of utilization of wind turbines, building integrated photo voltaics, geothermal heat pumps, active solar water and air heating systems, solar streetlights, and other alternative energy operating systems. Partnerships with private firms and linkages with programs such as the 2010 Sustainable Strategy Committees for Energy and Transportation are encouraged.
5. Long term monitoring plan for stream flow and rainfall data collection. The extent and responsibility for on-going monitoring and data collection programs including who collects and manages the data, who pays, and related issues, requires clarification.
6. Water metering study.
7. Overall South West Mission Area Transportation Plan, as per Terms of Reference to be prepared by the Ministry of Transportation and the District of Mission.
8. Alternative Standards Study, with recommendations for revisions or additions to the Subdivision Control Bylaw and Zoning Bylaw. Items in this study will include establishing standards for items such as booster pump stations, reservoirs and prv stations, sewer lift stations, road standards for each classification, retention and detention storm drainage standards, streetscape design, and the function, ownership and maintenance of the green web corridors.
9. Landscape Design Strategy which is to be applicable to entire Urban Reserve designated area.
10. Community League Feasibility Study (this study will explore the possibility of establishing neighbourhood resident associations as based on the Alberta model as well as to identify how existing residential groups and associations in the area can be supported and further enhanced).
11. TransPass Feasibility Study, including administrative responsibilities (this study will explore the possibility of varied transit use options).
12. Analysis of Projected Retail Commercial Demand.
13. Analysis of future employment needs and identification of varied land use opportunities for employment generating uses within development area.
14. Major Leisure and Community Facilities Study.

15. Identification of and financing/cost recovery strategy for other facilities, infrastructure and/or community amenity capital projects that are expected or needed, over the long-term, as a result of development. An assessment or estimate of any on-going financial impact (additional operating and maintenance costs) associated with any of the projects is also needed together with an analysis and projection of project benefits in terms of the specific development area, the broader development area and/or the community as a whole (if applicable). This would include capital project needs within and outside the broader development area. Particular emphasis should be given to identifying projects that would impact the District's 15-year capital planning time horizon.

Terms of Reference for the subject 15 listed studies shall be either initiated by the District of Mission, or devised in consultation with the District of Mission. The proponent of the Neighbourhood Plan area process shall be solely responsible for the costs of preparing the outlined 15 studies. It is further acknowledged that specific studies, such as Archaeological, have been previously undertaken; such studies may only require an update. In addition, as subsequent Neighbourhood Plan areas are pursued, specific studies may not be needed to be duplicated.

The proponent's costs to conduct the varied studies shall not be eligible for subsequent cost recovery, through a mechanism such as 'latecomer fees'.

WORKING DRAFT

SCHEDULE 1 (i)

Guidelines for Assessing and Mitigating Impacts from Developments on Species and Ecosystems at Risk

Purpose:

The BC Government is committed to a **results based regulatory system** with decisions informed by **best available science**. In the interest of expediting the approval process for developments and providing local governments with appropriate conservation tools, these guidelines attempt to provide clarity around requirements for assessing and mitigating impacts to species and ecosystems at risk in developments. Species and ecosystems at risk include COSEWIC and provincially Red and Blue listed species or species communities.

These guidelines are intended to ensure that development proponents use best available science to:

1. Identify potential occurrences of species and ecosystems at risk in development areas,
2. Conduct appropriate surveys to confirm presence/absence of species and ecosystems at risk, and
3. Mitigate impacts to species and ecosystems at risk including avoidance of harm to individuals, residences and critical habitat.

The intent of these guidelines is to be results based. Beyond meeting statutory requirements, proponents may propose alternate approaches, provided that equivalent results are achieved. For details on the roles and responsibilities of the BC Government and Recovery Teams, please see Appendix 1.

Developments where these Guidelines Apply:

- All terrestrial land developments on private, municipal or regional district lands, and
- All in-stream or wetland developments on private, municipal or regional district lands.

Specific Planning Processes where these Guidelines Apply:

- Community Development Plans (CDPs)
- Official Community Plans (OCPs)
- Neighbourhood Concept Plans (NCPs)

WORKING DRAFT

SCHEDULE 1 (ii)

Guidelines:

1) Identify Potential Occurrences of Species and Ecosystems at Risk in Proposed Development Areas:

Proponents should assemble a comprehensive and updated list of COSEWIC and provincially Red and Blue listed species or species communities that potentially might occur within the study area. This information should be obtained from all possible sources, but must include:

- Compilation of a species and ecosystems list (including vertebrates, plants, plant communities, fish and invertebrates) through a search under the appropriate Forest District(s) on the Ministry of Sustainable Resource Management (SRM) "Species and Ecosystems Explorer" web page (http://srmwww.gov.bc.ca/atrisk/toolintro.html),
- A request to the Conservation Data Centre (CDC) for rare element occurrence records (note: as of April 2004, these data will be available on-line), and
- Communication with appropriate regional Ministry of Water, Land and Air Protection staff (regional staff may consult with Victoria staff).

The initial list from the above four sources can be pared down by assessment of available habitat by a qualified environmental professional to facilitate monitoring of habitat alterations that might affect species and ecosystems at risk. Assessment results must be submitted to the appropriate regional office of the Ministry of Water, Land and Air Protection for review.

Other sources of information for further information include, but are not limited to:

- COSEWIC, provincial and regional Status Reports, provincial Inventory Reports and provincial Identified Wildlife Management Strategy species accounts,
- Provincial Sensitive Ecosystems Inventory information, and
- Provincial Species Inventory Data System (SPI).

Listing of regional Water, Land and Air Protection offices:
http://wlapwww.gov.bc.ca/main/prgs/regions.htm

2) Conduct Appropriate Surveys to Confirm Presence/Absence of Species and Ecosystems at Risk:

Proponents should survey the study area for all COSEWIC and provincially Red and Blue listed species, plant communities and ecosystems identified as potentially occurring in the region and the study area in particular. Proponents should advise the appropriate regional office of the Ministry of Water, Land and Air Protection that surveys are being conducted, especially if sampling has the potential to harm organisms or their habitat.

Sampling must be done in accordance with any standards that have been recommended by the Ministry of Water, Land and Air Protection (e.g. through Best Management Practices guidelines), or if such standards are not available, Resources Inventory Standards Committee

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SCHEDULE 1 (iii)

(RISC) approved sampling methodology (http://srmwww.gov.bc.ca/risc/). Sampling must be conducted by a qualified environmental professional and, whenever possible, surveys should be conducted at the appropriate time of year to ensure that data are considered credible.

To facilitate monitoring of habitat alterations that might affect species and ecosystems at risk, survey results must be submitted to the BC Conservation Data Centre and the appropriate regional office of the Ministry of Water, Land and Air Protection for review.

Listing of regional Water, Land and Air Protection offices:
http://wlapwww.gov.bc.ca/main/prgs/regions.htm

BC Conservation Data Centre:
http://srmwww.gov.bc.ca/cdc/

Species and Ecosystems Explorer:
http://srmwww.gov.bc.ca/atrisk/toolintro.html

3) Mitigate impacts to species and ecosystems at risk, including avoidance of harm to individuals, residences, and critical habitat:

The BC Government has committed to protect species at risk and their habitat (Accord for the Protection of Species at Risk, 1996). Proponents should follow guidance for mitigation outlined below.

Interim provincial Best Management Practices guidelines have been produced that outline generally how development impacts can be mitigated for species and ecosystems at risk. For in-stream work projects, detailed Best Management Practices guidelines are available, including information regarding fish windows, work windows, and a contact email for questions. Please see http://www.gov.bc.ca/srm/hp/iwn.htm. For terrestrial work projects, detailed guidance is currently in development. Interim guidelines are available from the appropriate regional office of the Ministry of Water, Land and Air Protection.

In addition, the Species and Ecosystem Explorer (http://srmwww.gov.bc.ca/atrisk/toolintro.html) and regional Ministry of Water, Land and Air Protection staff should be consulted to inquire about the availability of Recovery Strategies or Action Plans for particular species.

For some species, Recovery Team recommendations might be integrated into more specific Best Management Practices guidelines. When dealing with a species at risk, the Species and Ecosystem Explorer (http://srmwww.gov.bc.ca/atrisk/toolintro.html) and regional Ministry of Water, Land and Air Protection staff should be consulted to inquire about the availability of such guidelines. For some species (e.g. Pacific Water Shrew), these documents will form the basis of regulation for developments.

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SCHEDULE 1 (iv)

In lieu of any documents described above, proponents should consult with the appropriate regional and Victoria Ministry of Water, Land and Air Protection staff on the best available methods for mitigation of impacts.

To facilitate monitoring of habitat alterations that might affect species and ecosystems at risk, mitigation strategies must be submitted to the appropriate regional office of the Ministry of Water, Land and Air Protection for review.

Listing of regional Water, Land and Air Protection offices:
http://wlapwww.gov.bc.ca/main/prgs/regions.htm

Appendix 1

Roles and Responsibilities of Government and Recovery Teams

1. Recovery Teams provide Government and other [illegible] parties with best available science in the form of Recovery Strategies, Action Plans or other information sources.
2. Recovery Teams advise Government on the biological feasibility of recovery through Recovery Strategies, and advise Government on the socio-economic costs of Action Plans and benefits to be derived from their implementation.
3. Recovery Team recommendations will inform management practices, consistent with and dependent on all other relevant legislation, on the biological and socio-economic feasibility of recovery. Where appropriate, Government will set Recovery Team recommendations into Best Management Practices (BMPs).
4. Recovery Teams will review the effectiveness of recovery actions (which may include application of BMPs) on an ongoing basis, and of the implementation of Recovery Strategies every five years.
5. Government, in consultation with Recovery Teams, will monitor success or failure in recovery and application of the BMPs. The level of success will be reviewed every five years unless otherwise specified by Government.