

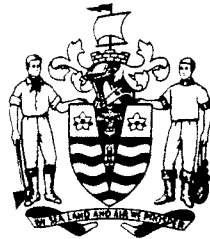
1988

Vancouver. Planning Department

Miscellaneous

SOUTHLANDS PLAN

*Southlands
Citizens' Planning Committee*



*City of Vancouver
Planning Department*

March 8, 1988

Last amended June 30, 2024

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The symbol ■ indicates a cross-reference note to other sections of the Plan.

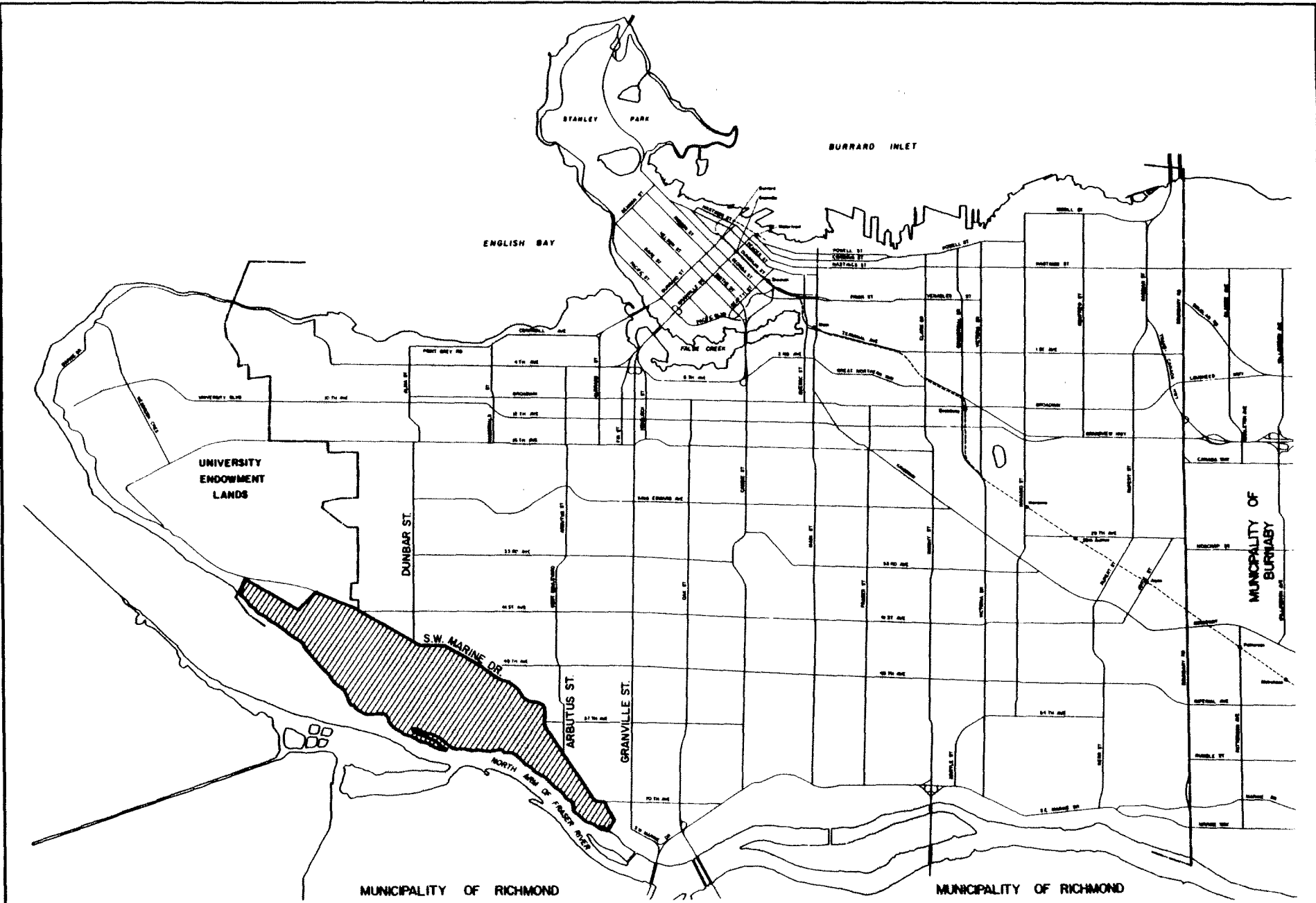
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INTRODUCTION

*City of Vancouver
Planning Department
453 West 12th Avenue
Vancouver, B.C. V5Y 1V4*

FIGURE 1



SOUTHLANDS LOCAL AREA PLANNING PROGRAM : STUDY AREA

City of Vancouver Planning Department

Date May, 1987

Drawn I.G.Castle

Scale 1:80 000



No.

INTRODUCTION

Within 15 minutes of downtown Vancouver, people can ride horses, play golf, visit nurseries and walk in peace down country lanes and along scenic river banks. All this is available within the City boundaries in a unique part of Vancouver known as Southlands. No other major Canadian city has country living so close to the city core.

The Southlands area is located in the southwestern part of the City, extending along the Fraser River between Marpole and the University Endowment Lands south of S.W. Marine Drive (please see Figure 1). Most of the area is low-lying flatland within the floodplain of the Fraser River. The flood risk and the expense of servicing the land for development are the principal reasons why Southlands has remained a low-density area of golf courses, equestrian properties, nurseries and similar uses. Industrial waterfront users generally bypassed Southlands in favour of sites further upstream, except near Celtic Island where a slough provides a natural harbour for fishing boats, and where operations of B.C. Packers and the B.C. Forest Service have existed for many years.

Before 1955, the majority of Southlands was zoned RS-1 (One Family Dwelling District) but lack of services prevented much development. In 1955, the flatlands were rezoned to RA-1 (Limited Agricultural District) to maintain the equestrian and limited agricultural nature of the area and also to permit houses on large lots (minimum 2 1/4 acres parcels). The RA-1 District is now also included in the provincial Agricultural Land Reserve.

Higher ground areas overlooking the flatlands have been developed with housing, which enjoys views over the river delta and access to the recreational amenities below. There is a close relationship between the flatlands and the uplands, which include four residential areas south of Marine Drive - the large houses on top of the escarpment, the West Southlands area near Musqueam Park, the Musqueam Indian Reserve and Angus Lands.

In recent years, Southlands has faced development pressures which many residents fear will ultimately destroy this unique part of Vancouver. Much of the pressure for change has been focussed on the area near Angus Drive known as the Angus Lands. In 1981 a group of investors assembled 33 acres of land in this area and applied for rezoning to build 350 townhouses and apartments. A citizen-funded study of the area recommended that an area plan be prepared for Southlands. In 1982, the application was withdrawn after staff recommended refusal because it was felt that, in the absence of a plan for the whole Southlands area, the proposed development could set an undesirable precedent for change in other parts of Southlands. In May 1984, another rezoning application for the Angus Lands, proposing up to 60 single-family houses, was refused by Council after citizens had again requested that an area plan be prepared for Southlands. In November 1984, City Council approved funding to begin an area planning program for Southlands in order to address not only the future of Angus Lands, but a variety of other interrelated issues, including:

- future of RA-1 and RS-1 zoning in the rest of the area;
- floodplain management;
- park and recreation opportunities;
- promotion of equestrian activities;
- protection of the environment;
- traffic management; and
- impacts of development on Sea Island including the Vancouver International Airport.

The preceding issue areas are dealt with in detail in this document. Broad goal statements and more specific policy and action statements are presented in each issue area.

The draft Southlands Plan was presented to Council on January 19, 1988. Council approved 82 of 91 policies and actions at that time and adopted policy and action statements in the remaining 9 areas on March 8, 1988. Please refer to the City Manager's report, "Southlands Plan - Outstanding Policies and Actions" (February 23, 1988).

THIS PLAN, INCLUDING COUNCIL-AMENDED SECTIONS,
WAS APPROVED BY COUNCIL ON MARCH 8, 1988.

The Southlands Local Area Planning Program

The Southlands Program followed an established framework and process used successfully in over a dozen other local areas in Vancouver. The key features of the Program included extensive citizen participation and the systematic identification, analysis and resolution of interrelated issues in the area. Early in the program, a terms of reference (Appendix I) was generated by Planning staff and residents and subsequently adopted by Council. This document served to guide future work and establish important functions of the Southlands Citizens' Planning Committee (SCPC) and Planning staff.

While the Southlands Program followed an established framework it was unique in a number of ways. Weekly and later bi-weekly meetings were often attended by over 130 citizens and for two years the average attendance was over 100 persons. In addition to more than 60 of these full committee meetings, sub-committee or task force meetings were also held. These meetings averaged between 20 and 30 persons. This unprecedented participation reflects the level of interest and intensity of debate which prevailed throughout the process. While cumbersome at times, the consultative planning process could not be faulted for its encouragement of a wide variety of views to be expressed. Efforts were made for consensus decision-making whenever possible.

MAJOR ACHIEVEMENTS OF THE PROGRAM INCLUDE:

- a new RA-1 zoning schedule and associated Southlands RA-1 Guidelines are in place, which maintain a low-density, semi-rural future for the majority of the Southlands area;
- after over 15 years of uncertainty and controversy the future of Angus Lands has been resolved with single family residential zoning approved for Angus West and light industrial/office zoning approved in Angus East;
- new Council policies have been adopted with respect to floodproofing and dyking;
- new Council objectives have been adopted with respect to the Celtic Island area; and
- goals, policies and actions have been established in other important issue areas presented in this Plan document.

In addition to these achievements the Parks Board has, over the last 3 years, proceeded with development of the newly created Fraser River Park.

The City is indebted to the many participants in the Southlands Local Area Planning Program. In particular, the following residents devoted extra time and effort in the positions of Chairman, Vice-Chairman and Task Force Chairmen:

Dan Rurak, Chairman, 1987; Vice-Chairman 1986; Floodplain Management Task Force Chairman;
Howard Turpin, Chairman 1985 and 1986;
Wendy Turner, Vice-Chairman, 1986; West Southlands Task Force Chairman;
Peter George, Vice-Chairman, 1985;
June Binkert, Environment Task Force Chairman;
John Gunn, Angus Lands Task Force Chairman;
Jean Simpson, Equestrian Task Force Chairman;
Nicholas Collins, Equestrian Task Force Chairman;
Vivian Bevis, Traffic Task Force Chairman;
George Simpson, RA-1 Zoning Task Force Chairman;
Cortlandt Mackenzie, RA-1 Zoning Task Force Chairman;
Robert Clark, South Side S.W. Marine Drive Task Force Chairman; and
Dick Bevis, Airport and Sea Island Task Force Chairman.

Also, special thanks to Jane Greig-Irwin for assistance in meeting organization and to the Southlands Riding Club for provision of meeting space in the community.

Appreciation is also extended to Wendy Holm, Economic Consultant, retained by the City of Vancouver Planning Department.

THE SOUTHLANDS PLANNING STAFF INCLUDED:

Rob Jenkins, Planner;
Joanne Leithead, Planning Assistant;
and Gary Penway, Planning Assistant;
under the general direction of John Winsor, Senior Planner and Ron Youngberg, Associate Director.

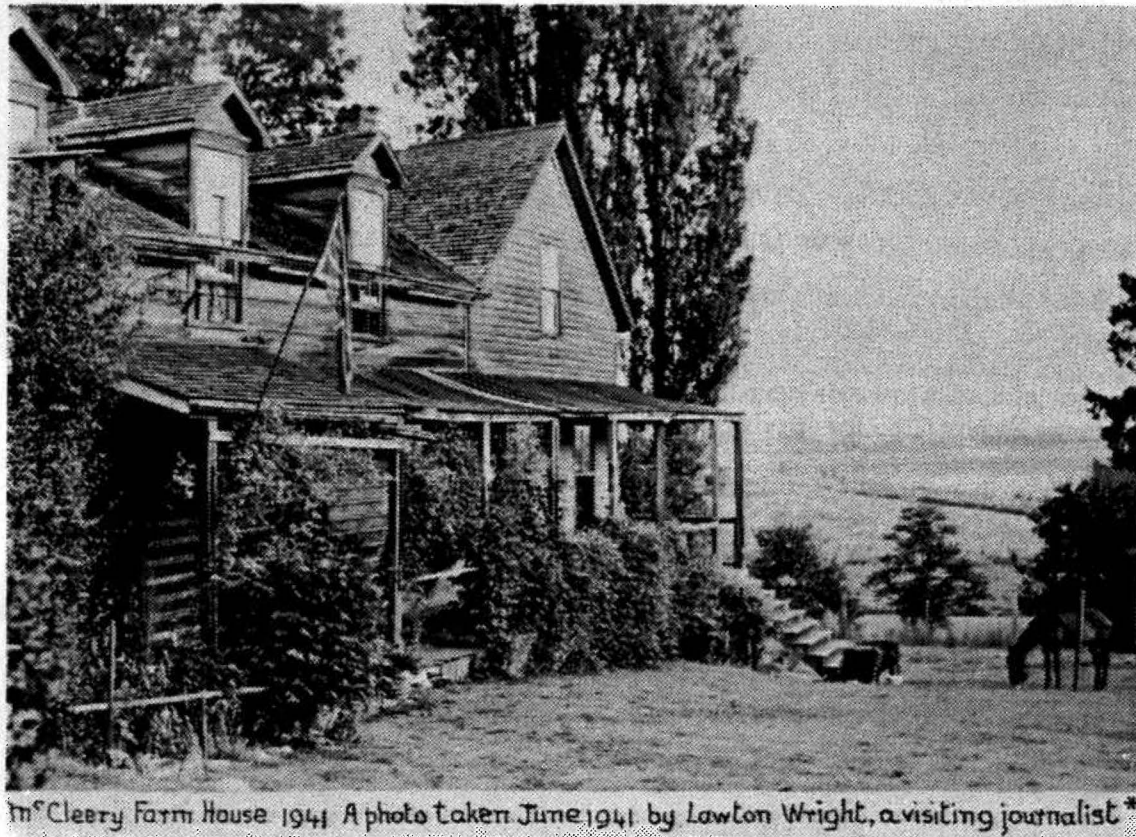
THE SOUTHLANDS ENGINEERING STAFF INCLUDED:

Dave Currie, Engineer;
under the general direction of Brent McGregor, Assistant City Engineer; and
Don Brynildsen, Local Area Planning Engineer.

A Brief Description of Southlands

HISTORY

Archaeological evidence indicates native Indians inhabited the Southlands area as early as 400 B.C. The mouth of the Fraser provided abundant hunting and fishing grounds for coastal Salish Indians, who settled in at least three locations: Angus Lands, Celtic Island and the Musqueam Reserve area. On July 2, 1808, Simon Fraser of the Northwest Company, looking for trade routes for furs, arrived at Musqueam. He and his men, after encountering Musqueam Indians, returned up the Fraser River. Following the 1858 Cariboo Gold Rush, two of Southlands first settlers, Fitzgerald and Sam McCleery arrived in 1862. They pre-empted District Lots 315 and 316 which include what is now the McCleery Golf Course and a portion of Blenheim Flats. The McCleery farm was the first operating farm in Vancouver and the McCleery farmhouse, built in 1873, the first permanent residence in the Vancouver area.












McCleery Farm House 1941 A photo taken June 1941 by Lawton Wright, a visiting journalist *

Photo courtesy of City Archives

In 1879, the Musqueam Reserve was formally dedicated and in 1892, Southlands became part of the newly incorporated District of South Vancouver. In 1928, South Vancouver and Point Grey amalgamated with Vancouver. As part of the Fraser River floodplain, agricultural, recreational and low-density residential uses have predominated in Southlands. In 1955, the RA-1 (Limited Agricultural) Zoning District was created and in 1973, the Agricultural Land Reserve designation was implemented.

Note: Some areas may be subject to the Transit-Oriented Areas Designation By-law and the Transit-Oriented Areas Rezoning Policy.

-  Single family
-  Multi-family
-  School or public service
-  Commercial
-  Manufacturing
-  Wholesale or storage
-  Park or golf course
-  Other open space
-  Vacant or under construction

SOUTHLANDS: Land Use

City of Vancouver Planning Department

Date May, 1987

Drawn I. G. Gille

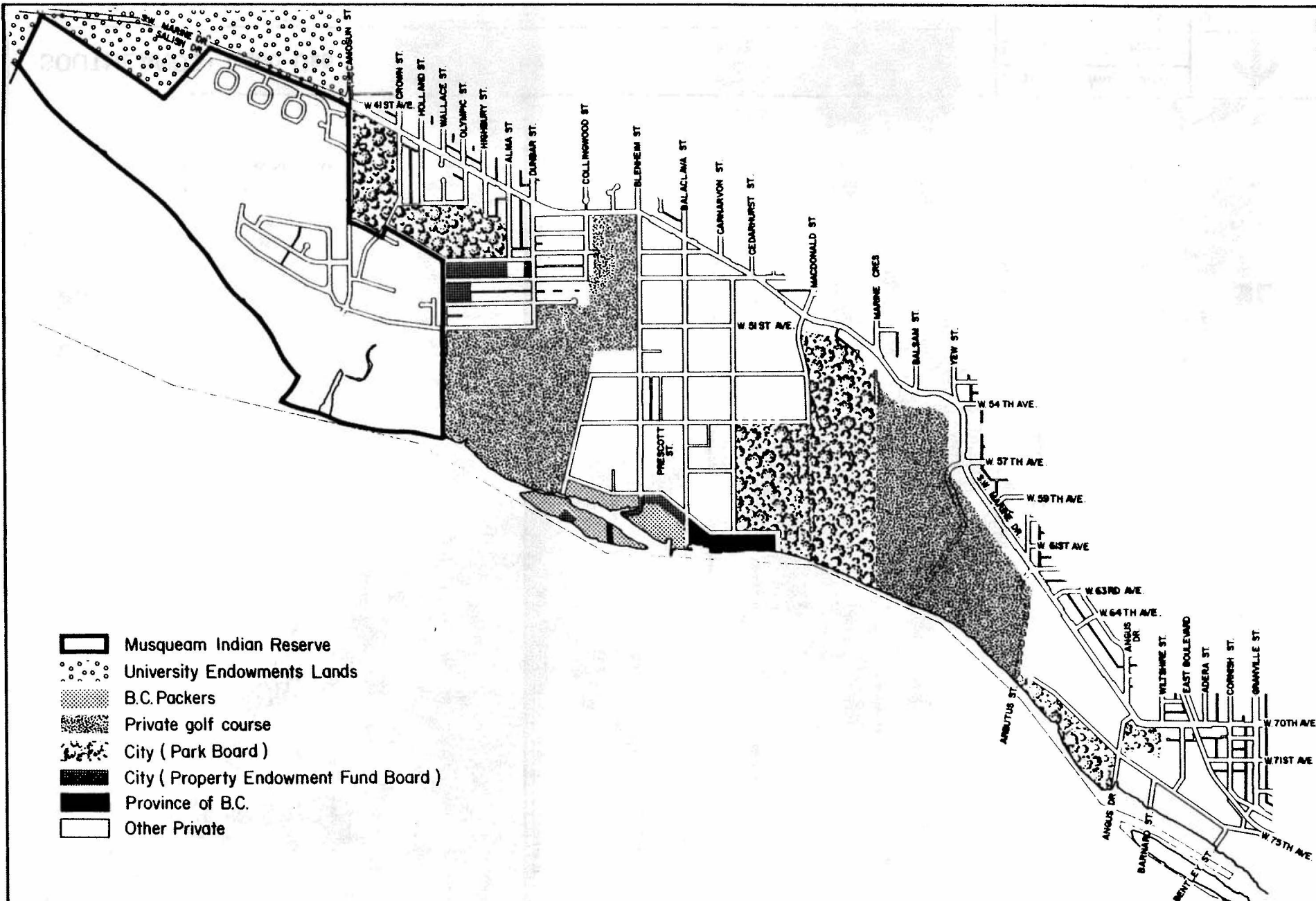
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FIGURE 2

FIGURE 3



SOUTHLANDS: Land Ownership

City of Vancouver Planning Department

Date May, 1987

Drawn I.G.Castle

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No.

LAND USE (FIGURE 2)

The following principal land uses are found in Southlands (1286 acres, total area):

- golf courses (577 acres or 45%);
- single family (221 or 17%);
- equestrian/residential (212 acres or 16%);
- parks (75 acres or 6%); and
- industrial, vacant and other (201 acres or 16%).

LAND OWNERSHIP (FIGURE 3)

The principal landowners in Southlands include:

- Musqueam Indian Reserve (416 acres);
- City of Vancouver (210 acres);
- Point Grey Golf Club (144 acres);
- Marine Drive Golf Club (96 acres);
- B.C. Packers (26 acres);
- Southlands Riding Club (18 acres);
- Provincial Government (8 acres); and
- Other (368 acres).

ZONING (FIGURE 4)

Over two-thirds of Southlands is zoned RA-1 (limited Agricultural District). The RA-1 zoning boundary roughly corresponds to the 200 year floodplain boundary and the Agricultural Land Reserve boundary illustrated in Figure 7, Chapter 1, Environment. The majority of the remainder of Southlands is zoned RS-1 with some small pockets of CD-1 (Comprehensive Development) and industrially zoned land located at the eastern perimeter of the Southlands area.

NEIGHBOURHOODS (FIGURE 5)

The principal neighbourhoods in the area include:

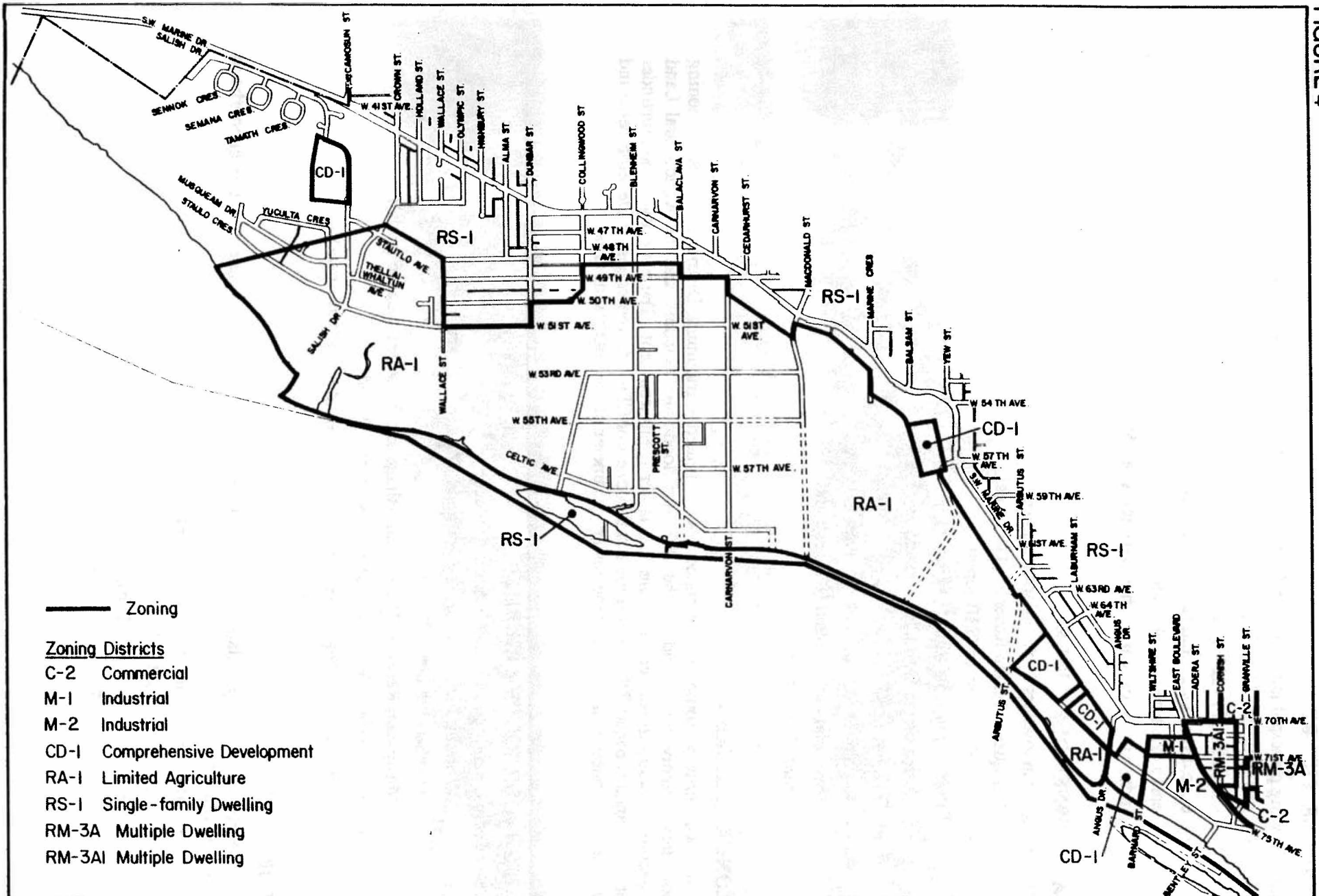
- Blenheim Flats ("Horse Village") and Celtic Island Area;
- West Southlands;
- Musqueam Reserve (Musqueam Village and Musqueam Lease lands);
- South Side S.W. Marine Drive (Escarpment); and
- Angus Lands (Angus West residential and Angus East industrial)

POPULATION

The approximate total population of Southlands is 2550 persons, estimated on a neighbourhood basis as follows:

- Blenheim Flats and Celtic Island area - 310;
- West Southlands - 765;
- S.W. Marine Drive (Escarpment) - 255; and
- Musqueam Reserve - 1220.

FIGURE 4



— Zoning

Zoning Districts

- C-2 Commercial
- M-1 Industrial
- M-2 Industrial
- CD-1 Comprehensive Development
- RA-1 Limited Agriculture
- RS-1 Single-family Dwelling
- RM-3A Multiple Dwelling
- RM-3AI Multiple Dwelling

SOUTHLANDS: Existing Zoning

City of Vancouver Planning Department

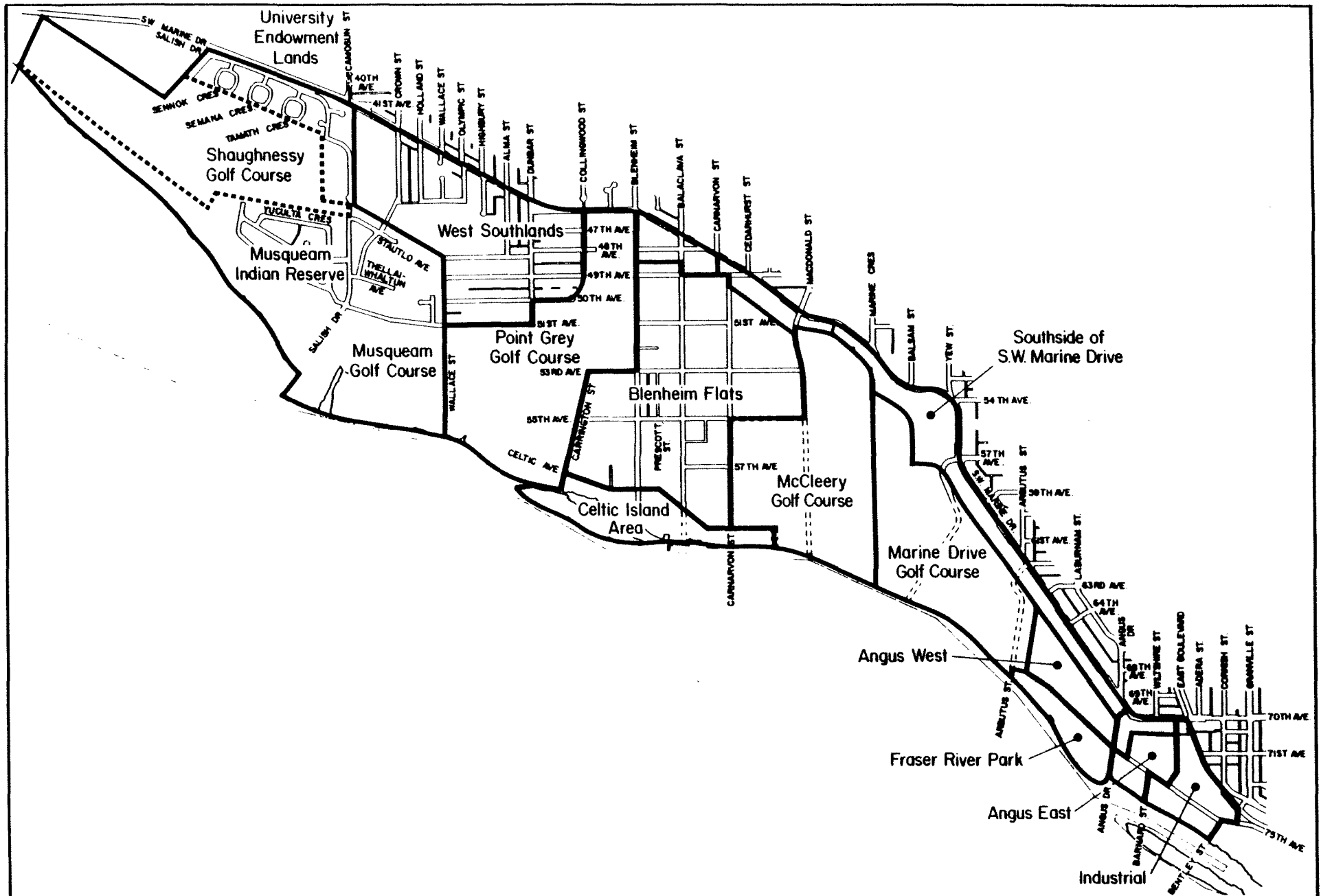
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SOUTHLANDS: Sub-Areas

City of Vancouver Planning Department

Date May, 1987

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It is anticipated that with the construction of approximately 78 dwelling units in the Angus West area there will be an increase of approximately 350 to 400 persons to the resident population. In addition to the resident population, the area is frequented by golfers, equestrians, walkers and ■ cyclists (see Parks and Recreation, Chapter 2).

SERVICES

All of Southlands is provided with electricity, telephone and water services. Angus Lands, S.W. Marine Drive and Musqueam Reserve are serviced with comprehensive stormwater and sanitary sewer systems. West Southlands is also connected to the City's sanitary sewer system. In the Blenheim Flats area, a combination of on-site septic fields and holding tanks are employed for sanitary servicing. Storm water drainage in both Blenheim Flats and West Southlands is achieved by a ditch and pumping system which discharges storm water directly into the Fraser River. Limited protection in Southlands from Fraser River flooding is provided by an agricultural dyke which does not meet present Provincial "standard dyke" criteria.

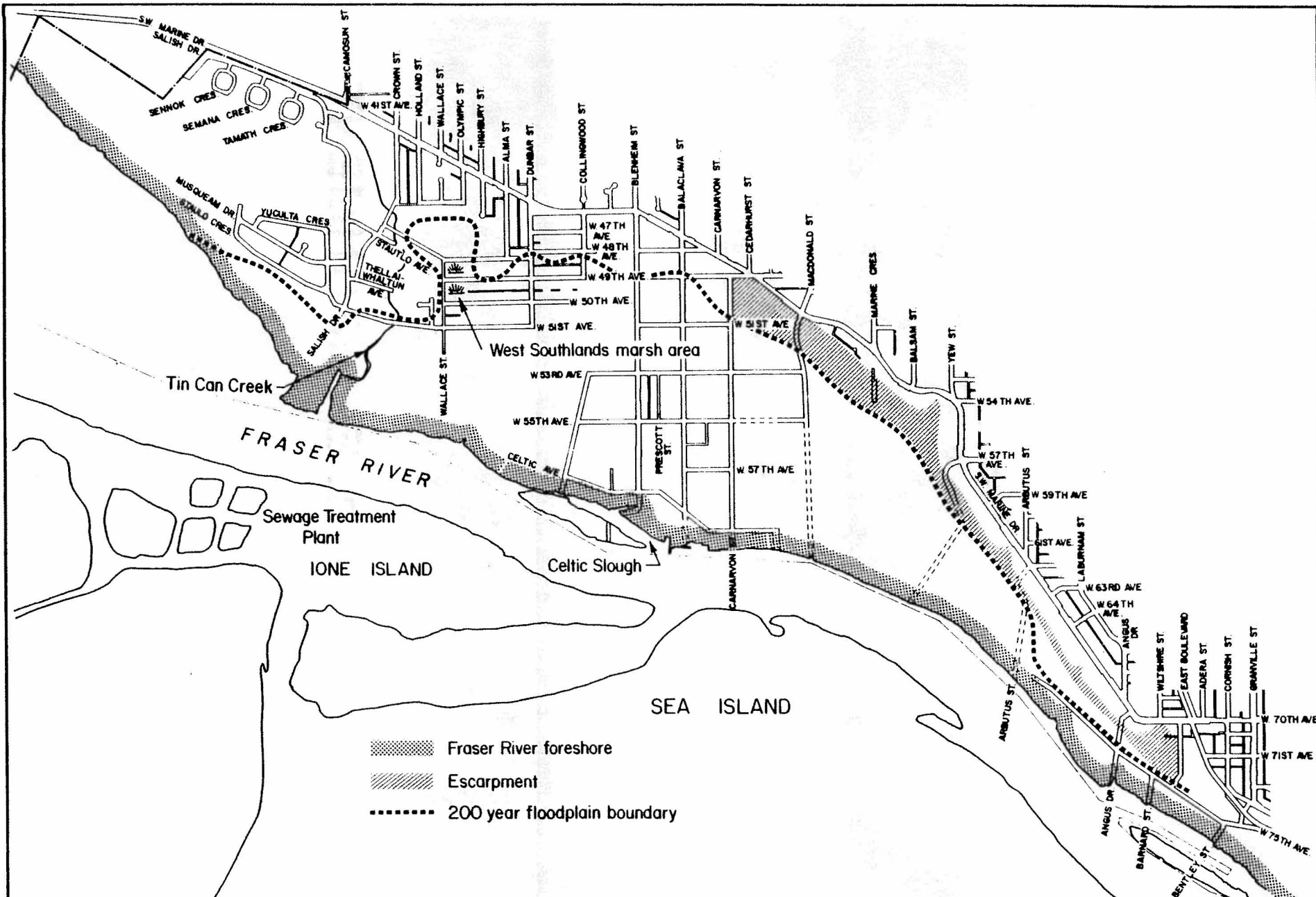
SOCIAL SERVICES AND AMENITIES

The principal district commercial shopping areas for Southlands residents are Marpole and Kerrisdale. Local convenience shopping areas are found at 41st Avenue and Dunbar Street and 49th Avenue and West Boulevard. Kerrisdale, Marpole and Dunbar Community Centres provide public indoor recreational opportunities. Elementary schools which serve Southlands are Southlands, Kerrisdale, McKechnie, Maple Grove and David Lloyd George. Secondary schools include Magee and Point Grey. Due to the low population density none of the above services are provided within the Southlands area. For the same reason there is only limited public transit serving the area with the 49th Avenue bus route. Consequently, most transportation to shopping and other services is done by private automobile.

While there are numerous park and open space opportunities in the area, accessibility is a problem. Completion of the continuous park and trail network between Marpole and the University Endowment Lands will assist in attracting more Vancouverites to the area.

1. ENVIRONMENT

FIGURE 6



SIGNIFICANT ENVIRONMENTAL FEATURES

City of Vancouver Planning Department

Date June, 1987

Drawn I G Castle

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1. ENVIRONMENT

GOALS: *TO PROTECT AND ENHANCE NATURAL WILDLIFE AND VEGETATION OF THE SOUTHLANDS AREA, THE FRASER RIVER, THE FORESHORE, AND NEIGHBOURING AREAS*

TO PROTECT AND ENHANCE THE WATER QUALITY OF THE FRASER RIVER AND ESTUARY

Discussion

Through adoption of the above goals and related policy and action statements, it is intended that the City will recognize and respond to the fragile nature of estuaries as a whole and of the Fraser River in particular. Figure 6 indicates significant environmental features in Southlands. The Fraser River is one of Canada's great natural resources, and the North Arm is a valuable component of the Fraser River system, providing not only commercial benefits but also important recreational opportunities and natural habitats. These habitats are not only of local significance but also have far-reaching implications. For instance, the Fraser River estuary and delta form an important part of the Pacific Flyway for migrating birds and by adopting these goals, policy and action statements, the City will be acknowledging Canada's international responsibility to protect the Pacific Flyway. Another example of broader environmental responsibility with respect to the Fraser River is represented by Canada's membership in the International Joint Salmon Commission.

In 1978 the Fraser River Estuary Management Program composed of key agencies, including Environment Canada and the Provincial Ministry of Environment, formulated the following policy guidelines for management of the estuary. From 1978 to 1982 further detailed goals and objectives were generated. Although these policies were not officially adopted by member agencies, including the City of Vancouver, they do provide a general guide to planning and decision-making in the estuary, and form the basis for appropriate uses and activities as established in the Fraser River Estuary Study.

LAND USE AND TRANSPORTATION

- Port expansion in the estuary region should be limited to areas currently allocated for port industrial development.
- Further urban industrial expansion should first be directed to locate in currently designated development areas where environmental productivity is low and site suitability is high.
- Industrial development on the foreshore should be restricted to those uses that require water access.

WATER QUALITY

- Water quality everywhere in the Fraser River and Estuary should be suitable for preservation of fisheries and wildlife.
- Water quality in the outer estuary and Boundary Bay should be suitable for water-contact recreation.
- There should be limits on the toxic materials discharged to the Fraser Estuary.

FISH AND WILDLIFE

- No further net loss of wetlands in the estuary should be permitted.
- Developments on the foreshore must be designed to avoid loss of important habitats.
- Research on means of enhancing and restoring wetlands productivity should be undertaken.

RECREATION

- Areas along the shoreline already heavily used for recreation and not already designated should be formally designated and managed for public recreation.
- Recreational opportunities, where feasible, should be incorporated as an auxiliary use of urban, industrial and transportation uses along the foreshore.
- More information on designated recreation sites should be made available to the public to make them aware of opportunities.

The policies and actions presented here are intended to reflect the above policy guidelines. The majority of Southlands lies within the Fraser River floodplain. Notwithstanding the continued existence of limited amounts of residential development, adoption of these goals, policies and actions reflects continued support for predominantly agricultural, recreational and open space uses which reinforce the estuarine character of the area.



1.1 POLICY: EXISTING NATURAL HABITATS SHOULD BE PROTECTED AND REHABILITATED

1.1.1 ACTION: INSTRUCT THE DIRECTOR OF PLANNING AND THE CITY ENGINEER TO ENCOURAGE RETENTION OF EXISTING NATIVE VEGETATION, OPEN DITCHES, PONDS, STREAMS, AND SLOUGHS IN REVIEWING DEVELOPMENT PROPOSALS, PROCESSING OF DEVELOPMENT APPLICATIONS, AND MAINTENANCE OF STORM WATER SEWER SYSTEMS

Discussion

The Southlands area is the only remaining, relatively undeveloped foreshore along the North Arm of the Fraser River. The indigenous vegetation (i.e. those trees and plants which are native to the area) plays a central role in maintaining estuarine character and in providing natural habitat and feeding areas for wild life, including birds and waterfowl. Bodies of water, such as sloughs, streams, ponds and open ditches, also help to maintain the estuary's ecology, and, in addition, play an important role as water detention areas, reducing the risks of flooding from local and upland sources. Land filling for floodproofing and other purposes can also have a detrimental effect on natural habitats and water detention. Please see Chapter 4, Floodplain Management.

1.1.2 ACTION: INSTRUCT THE DIRECTORS OF PLANNING AND PERMITS AND LICENSES TO ENSURE LAND FILLING, OTHER THAN THAT REQUIRED FOR THE FLOODPROOFING OF DWELLING UNITS AND ON-SITE SEWAGE DISPOSAL, BE KEPT TO A MINIMUM

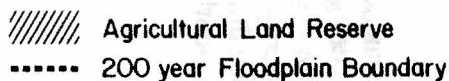
Discussion

Detailed guidelines have been developed to control filling related to floodproofing and other purposes in the floodplain. Please refer to Floodplain Management, Chapter 4, Action 4.1.1.

1.2 POLICY: THE AGRICULTURAL LAND RESERVE DESIGNATION SHOULD BE RETAINED

1.2.1 ACTION: CONFIRM WITH THE AGRICULTURAL LAND COMMISSION ITS CONTINUED SUPPORT FOR RETENTION OF THE AGRICULTURAL LAND RESERVE DESIGNATION IN THE AREA

In conjunction with the introduction of the Agricultural Land Reserve Act in 1973, a significant proportion of Southlands was designated within the Agricultural Land Reserve (see Figure 7). This designation serves to protect and reinforce the semi-rural, recreational character of Southlands and is fiercely defended by a majority of the local area residents. On July 10, 1987, the Agricultural Land Commission reconfirmed that golf courses, equestrian and nursery operations are supportable uses in the unique context of Southlands; an agricultural area in close proximity to a major urban centre.



Date	May, 1987
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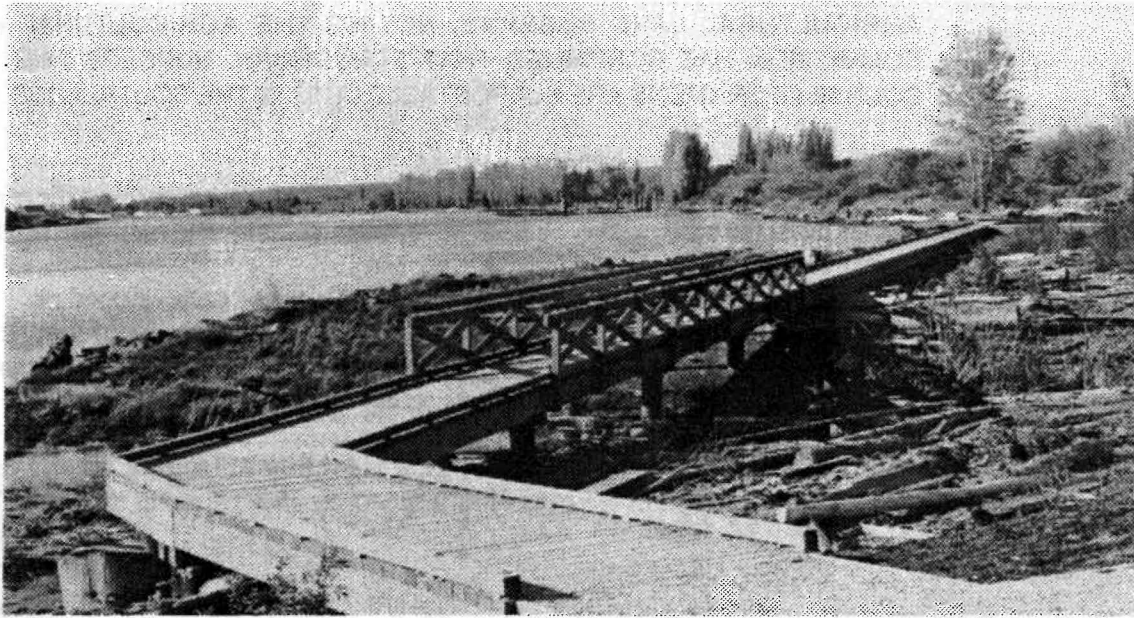


1.2.2 ACTION: RECONFIRM 1979 CITY POLICY REGARDING REMOVAL OF LAND FROM THE AGRICULTURAL LAND RESERVE, NOTING THE AGRICULTURAL LAND COMMISSION HAS CONFIRMED THAT EQUESTRIAN, NURSERY AND GOLF COURSE OPERATIONS ARE SUPPORTABLE USES IN THE SOUTHLANDS AREA

Discussion

On November 20, 1979 City Council adopted the following policy statements regarding the removal of lands from the Agricultural Land Reserve. These statements remain relevant and should be reconfirmed as City policy.

1. The primary criterion for evaluating applications for release of undeveloped or underdeveloped land from the Agricultural Land Reserve be the capability of that land for agricultural pursuits as determined by the Agricultural Land Commission and that the Agricultural Land Commission base its decisions solely on that criterion.
2. Secondary considerations, such as potential or the capability of land for other urban uses, should only be considered in the case of appeals to the Environment and Land Use Committee of the Provincial Cabinet.
3. The Agricultural Land Commission should only grant leave to appeal its decisions where, in its opinion, land has marginal or questionable potential for agricultural use.
4. In cases where the Agricultural Land Commission refuses leave to appeal but leave is granted by the Minister of Environment, the Minister should demonstrate his reasons for believing that the land has marginal or questionable potential for agricultural use.
5. The Environment and Land Use Committee should consider secondary factors in appeal cases but should place considerable attention on demonstrated need for the land for alternative uses due to a lack of appropriately zoned, non-ALR land elsewhere in the economic or demographic region and externalities which could entail from the proposed development.
6. The Agricultural Land Commission and the Environment and Land Use Committee of the Provincial Cabinet should be fully accountable for their decisions by issuing statements of public record documenting information available and upon which their decisions are made.



1.3 POLICY: *FORESHORE NATURAL HABITATS SHOULD BE PROTECTED AND, WHERE NECESSARY, REHABILITATED*

1.3.1 ACTION: INSTRUCT THE CITY ENGINEER, IN CONSULTATION WITH SENIOR GOVERNMENT AGENCIES INCLUDING THE PROVINCIAL MINISTRY OF ENVIRONMENT, FEDERAL DEPARTMENT OF FISHERIES AND THE NORTH FRASER HARBOUR COMMISSION, TO ENSURE THE FOLLOWING ENVIRONMENTAL OBJECTIVES ARE ADDRESSED IN THE UPGRADING OF DYKES IN SOUTHLANDS:

- protect foreshore and fish habitats;
- employ environmentally safe (e.g. gravel) surfaces on the dyke trail; and
- use aesthetically suitable materials such as natural riprap on exposed portions of dyke.

Discussion

■ The City is presently proceeding with the investigation of implementation details of building a standard dyke in Southlands (see Floodplain Management Chapter 4). In conjunction with this work and in the event the dyke program does proceed, the above environmental and design objectives need to be met.

In the building of a standard dyke the protection of foreshore and fish habitats will be a requirement under Federal Fisheries and Provincial Ministry of Environment policy and regulations. The City should declare its support and intent to meet these policies and regulations.

■ It is proposed that the building or upgrading of the dyke include a trail along the top of dyke (see Parks and Recreation, Chapter 2). In the past, a number of materials including cedar hog fuel have been used as trail surface materials in Southlands. Recent studies, including those done by the Department of Fisheries, indicate that some forms of hog fuel, including cedar hog fuel, contain toxic components which leach into the soil and eventually into the ditches, streams, sloughs and the Fraser River. These toxic elements are harmful to fish and therefore should be reduced or eliminated. Alternatives to toxic producing trail surface materials, such as gravel, should be employed.

In conjunction with meeting the relevant senior government standards and regulations, the exposed materials on the dyke slopes should be visually attractive. Over the years the City has used available material to reinforce the present dyke. These materials have included broken concrete slabs, old sidewalks and curbs and gutters. Suitable, visually attractive alternatives should be employed.

1.3.2 ACTION: INSTRUCT THE DIRECTOR OF PLANNING THAT, WITH THE EXCEPTION OF THE CONTINUATION OF FISHBOAT MOORAGE IN THE CELTIC SLOUGH, NO NEW MARINAS SHOULD BE CONSIDERED ALONG THE LENGTH OF THE FRASER RIVER FORESHORE IN SOUTHLANDS WITHOUT A COMPLETE PUBLIC PROCESS AND ENVIRONMENTAL STUDY

1.3.3 ACTION: INSTRUCT THE DIRECTOR OF PLANNING, IN CONSULTATION WITH THE NORTH FRASER HARBOUR COMMISSION AND CELTIC ISLAND AREA PROPERTY OWNERS, THAT SUBJECT TO THE TERMINATION OF CELTIC SLOUGH FISHBOAT MOORAGE, TO REPORT BACK ON A PROGRAM TO REHABILITATE THE CELTIC SLOUGH AND RETURN IT TO ITS NATURAL STATE

Discussion

The slough on the north side of Deering Island plays an important function in providing a feeding and migrating habitat for fish and a feeding and nesting area for birds. It has been designated as a "Conservation Area" in the Fraser River Estuary Study.

In March 1986, Council adopted six objectives for the Celtic Island area

- (see Parks and Recreation, Chapter 2) Objective 6 states:

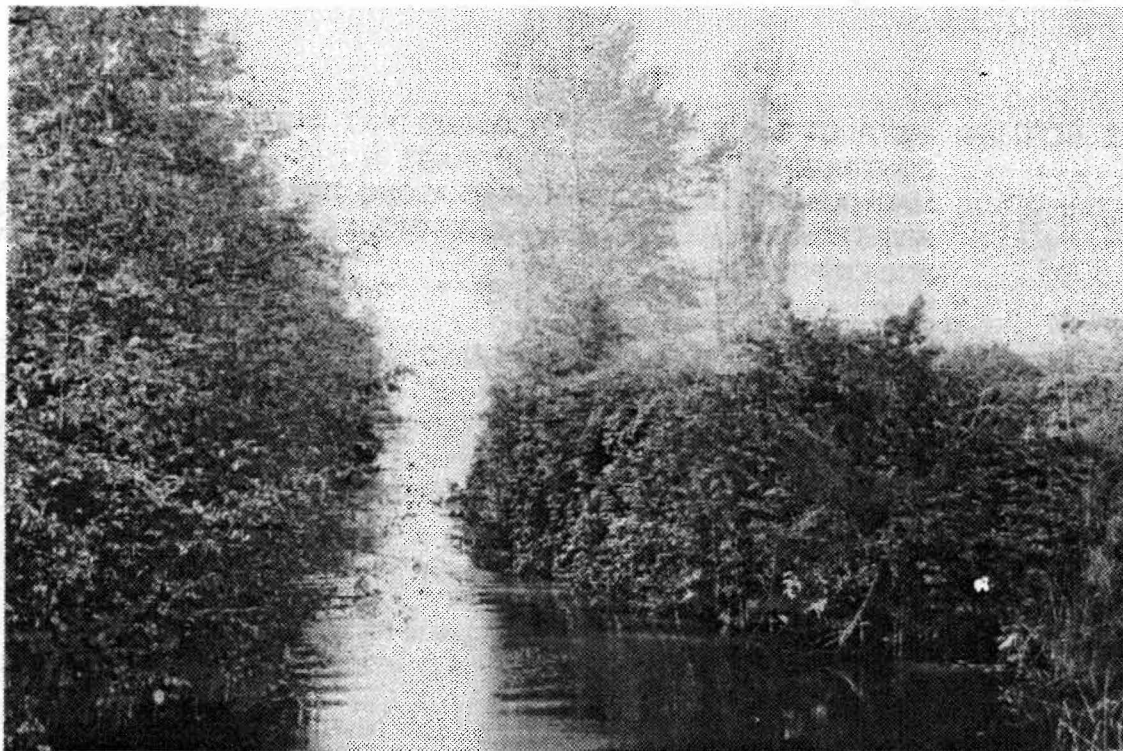
Protect and enhance the fish and wildlife habitat of the area.

The Southlands Citizens' Planning Committee is concerned about the effect of continued marina activity involving motorized boats which discharge effluent including sewage, fuels and other chemicals. Their position is that all such activity should be banned, with the exception of a continuation of fishboat moorage. Further, if the fishboat moorage is terminated the City should encourage ways and means of rehabilitating the slough.

Council, in adopting Action 1.3.2, determined that marinas could be considered provided a complete public process and environmental study were undertaken. As a conditional use in the RS-1 and RA-1 Zoning Schedules, marina use would only be permitted subject to a satisfactory response to Action 1.3.2.

In approving a new marina, the following conditions should be applied:

- strict limits on the number and types of boats to be accommodated;
- protection of the water quality and sensitive marsh area at the western end of the slough; and
- minimizing of traffic, parking and other impacts on the adjacent community.



1.4 POLICY: THE WATER QUALITY OF THE FRASER RIVER AND ITS TRIBUTARIES WITHIN SOUTHLANDS, INCLUDING DITCHES AND STREAMS, SHOULD CONTINUE TO BE MONITORED AND IMPROVED WHERE NECESSARY

1.4.1 ACTION: ENDORSE CONTINUED PARTICIPATION IN THE FRASER RIVER ESTUARY MANAGEMENT PROGRAM

Discussion

The introductory discussion to this Chapter included the policies of the Fraser River Estuary Management Program. The City presently participates and should continue to participate in the management committee process, working towards the protection and enhancement of the Fraser River estuary.

1.4.2 ACTION: CONTINUE TO ENDORSE LONG-TERM SOLUTIONS TO THE EMPTYING OF UNTREATED EFFLUENT FROM THE CITY'S OVERFLOW SEWAGE LINES

Discussion

Council is requested to continue the long-term upgrading and increase in capacity of the City's stormwater and sanitary sewer system. The present combined system, during periods of particularly high rainfall, discharges both stormwater and sanitary sewage through overflow mains. Two overflow sewers discharge at the foot of Angus and MacDonald Streets.

- 1.4.3 ACTION:** REQUEST THE SOUTHLANDS' RIDING CLUB, CITY ENGINEER, AND GENERAL MANAGER OF PARKS AND RECREATION, TO USE ENVIRONMENTALLY-SAFE CONSTRUCTION MATERIALS ON TRAILS

Discussion

As noted in the discussion under action 1.3.1 materials such as cedar hog fuel are not appropriate for trail construction.

1.5 POLICY: *THE QUALITY OF WATER AND AIR EMANATING FROM THE IONA ISLAND SEWAGE TREATMENT PLANT SHOULD CONTINUE TO BE IMPROVED*

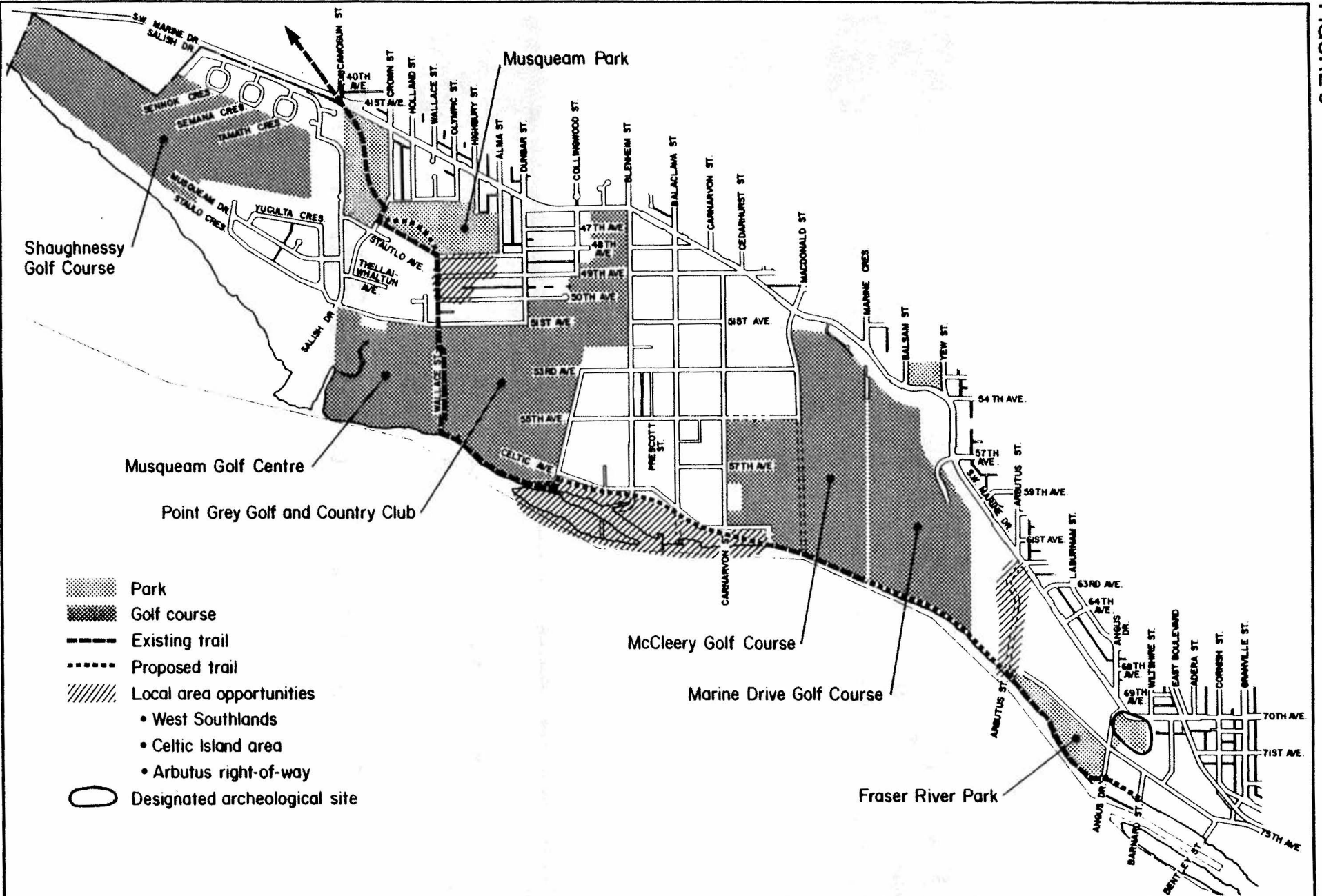
- 1.5.1 ACTION:** REQUEST COUNCIL CONTINUE TO SUPPORT INITIATIVES TO DEVELOP ALTERNATIVES TO THE PUMPING OF PRIMARY-TREATED EFFLUENT INTO THE FRASER RIVER AND GEORGIA STRAIT

- 1.5.2 ACTION:** REQUEST THE GREATER VANCOUVER REGIONAL DISTRICT TO CONTINUE TO ADDRESS AND RESOLVE THE PROBLEM OF FOUL ODORS EMITTING FROM THE TREATMENT PLANT

While recent efforts such as the extension of the Iona Sewage Treatment Plant effluent line into Georgia Strait are expected to have beneficial effects on the quality of water in the area in the short term, long term alternative solutions should continue to be explored in order to improve both water and air quality.

2. PARKS AND RECREATION

FIGURE 8



PARKS AND RECREATION

City of Vancouver Planning Department

Date June, 1987

Drawn I.G.Castle

Scale 1:24 000



No.

2. PARKS AND RECREATION

GOAL: *TO PRESERVE AND ENHANCE PARK AND RECREATIONAL OPPORTUNITIES*

Discussion

Southlands plays a significant role in the City and region by providing a wide variety of active and passive recreational opportunities. As other parts of the City grow and the population increases, the demand also increases for areas where one can find needed relief from the hectic pace of city living.

Significant parks in the area include Musqueam Park (52 acres) and the recently developed Fraser River Park (22.5 acres, including the Marpole Midden site) (see Figure 8). There are five golf courses in Southlands including McCleery and Musqueam which are public courses; and Marine Drive, Point Grey, and Shaughnessy which are private. Golf courses total 577 acres or approximately 45% of the entire Southlands area. In addition to parks and golf courses, the 212 ■ acre area of Blenheim Flats provides equestrian (see Chapter 3), walking and cycling opportunities.

It is estimated that golfers and equestrians visiting Southlands represent a combined total of 437,000 "user trips" per year or an average of 8,400 "user trips" per week. In addition to these visits, there are a considerable number of additional recreational visits from walkers, joggers, and cyclists.

In addition to the areas noted above, there exists a well-used but incomplete trail network through Southlands (see Figure 8).



Completion of the trail system is a major policy objective for the area, along with enhancing local area opportunities in Angus Lands, the Celtic Island area, and West Southlands.

A legal agreement, first negotiated in 1962 and initiated by the Southlands Riding Club, permits equestrian access along the Fraser River adjacent to Point Grey Golf Course through to the Wallace Street right-of-way and north to Musqueam Park. The agreement involves the Southlands Riding Club, the Point Grey Golf Course, and the City of Vancouver. The Riding Club is responsible for maintenance and has devoted a considerable amount of energy and expense in maintaining the trail. An ever increasing number of users, in addition to equestrians and including walkers and joggers, enjoy the use of the existing incomplete trail system.

2.1 POLICY: A CONTINUOUS TRAIL AND PARKS NETWORK THROUGH SOUTHLANDS FROM ANGUS DRIVE TO THE UNIVERSITY ENDOWMENT LANDS SHOULD BE IMPLEMENTED, AND THE TRAIL SHALL PREFERABLY BE A WATERFRONT TRAIL FROM ANGUS DRIVE TO WALLACE STREET

Discussion

In 1973, Council adopted the following policy as part of a larger Fraser River policy package:

A continuous waterfront walkway from Point Grey to Angus Drive be developed for walking, bicycles, and horses.

In 1979, this policy was reaffirmed by Council in the Marpole Plan.

The Fraser River park site includes completion of a portion of the walkway from Angus Drive to the Arbutus Street right-of-way, a distance of approximately 2,000 feet. However, due to a lack of funds and higher priorities in other areas of the City, additional trail acquisition or easement agreements have not been undertaken. In 1985, the Parks Board began discussions with representatives of the Marine Drive Golf Club regarding extending the trail west from the Arbutus right-of-way along the foreshore flanking the Marine Drive Course, a distance of approximately 2,500 feet. Marine Drive Golf Club representatives, while supportive in principle, were concerned that a walkway not reduce the useable area of the course and that activity on the trail not disrupt adjacent golfing activity. They indicated they were not prepared to support a trail with equestrian access.

In December 1985, the Parks Board recommended and Council approved, an initiative to proceed with negotiations for a trail extension along the Fraser River flanking Marine Drive Golf Course. One of the conditions of proceeding was that equestrian access not be included due to the additional width considered necessary to accommodate horses in addition to that required for pedestrians and cyclists. This position was not well received by the equestrian community and the Southlands Citizens' Planning Committee who argued that the Parks Board estimates of required width were excessive and that more public input should be involved in decisions about location, design, and the access of various users of the trail system.

- Other issues were raised during this process including the coordination of planning and implementation of the dyke improvements (see Chapter 4, Floodplain Management) with any trail improvements and location issues in the Celtic Island Area and in the vicinity of the Musqueam Reserve. Policy 2.1 and Action 2.1.1 were amended by Council to include the words: "...and the trail shall preferably be a waterfront trail from Angus Drive to Wallace Street." This amendment strengthens the specifically waterfront location emphasis for the system.

2.1.1 ACTION: REQUEST THE BOARD OF PARKS AND RECREATION TO DIRECT THE GENERAL MANAGER, IN CONSULTATION WITH THE COMMUNITY, THE DIRECTOR OF PLANNING, THE CITY ENGINEER AND THE SUPERVISOR OF PROPERTIES, TO IMPLEMENT A CONTINUOUS TRAIL BETWEEN THE FRASER RIVER PARK SITE AND THE UNIVERSITY ENDOWMENT LANDS, AND THAT SUCH A TRAIL SHALL PREFERABLY BE A WATERFRONT TRAIL FROM ANGUS DRIVE TO WALLACE STREET

2.1.2 ACTION: REQUEST THE BOARD OF PARKS AND RECREATION TO DIRECT THE GENERAL MANAGER, IN CONSULTATION WITH THE CITY ENGINEER, TO REPORT BACK ON LOCATION, DESIGN, USE, AND COST OF TRAIL IMPLEMENTATION

Discussion

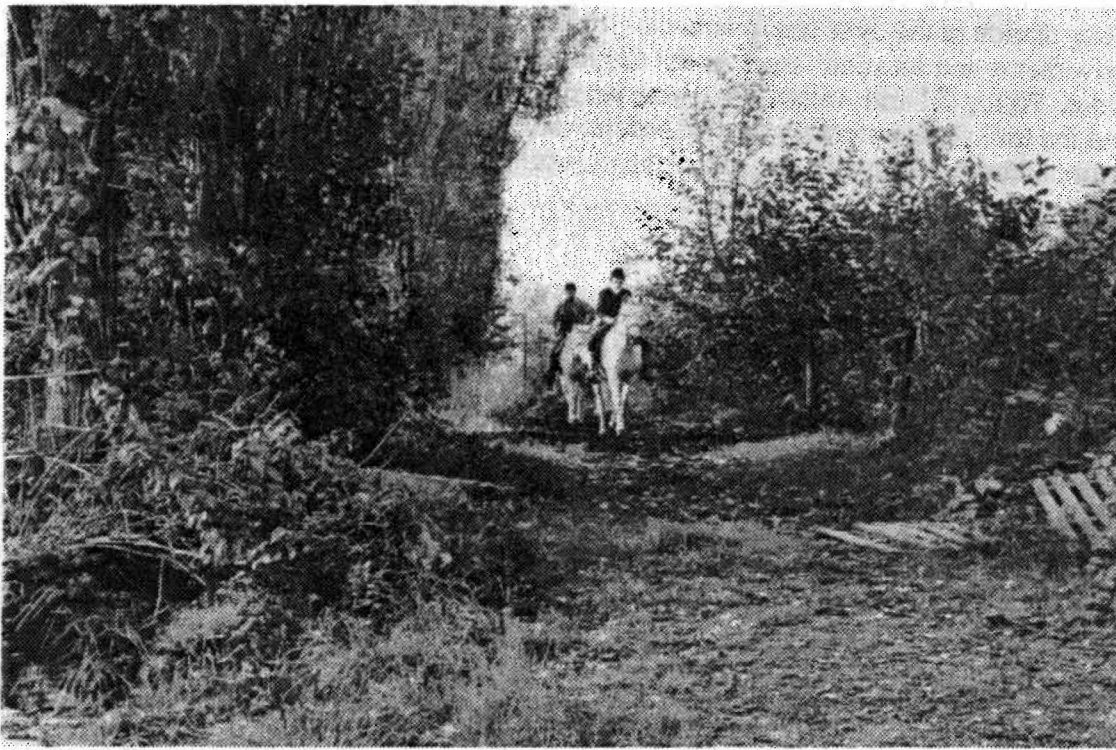
Due to the wide range of issues including location, design and cost, together with the number of affected participants including private and public property owners, and various user groups, the need for a coordinated plan generated through a consultative process is critical.

Regarding location, the unsecured portions of the trail system include the Marine Drive Golf Course section and the Celtic Island Area. Confirmation of existing access will be required including the City-owned McCleery Golf Course, Point Grey Golf Course, and the Wallace Street right-of-way.

In the Celtic Island Area, it is anticipated the trail would continue along the waterfront flanking the B.C. Forest Service Maintenance Depot site. This site may be sold or leased by the Provincial Government in the future, which suggests trail implementation could be negotiated through the development application process. Through the B.C. Packers site, there are a number of location alternatives including following the old Celtic Slough route adjacent to the City-owned land and flanking the north bank of the existing Celtic Slough between Blenheim and Carrington Streets.

In the vicinity of the Musqueam Reserve, it is proposed that, at least in the short term, the route will not follow the river's edge through the Reserve but turn north at the Wallace Street right-of-way and follow the existing equestrian trail to the University Endowment Lands. This route does not precisely meet the conditions of the 1973 policy which entailed a continuous waterfront walkway to the University Endowment Lands. While this may be possible in the long term, the Musqueam Band has expressed strong opposition to a public trail through the Reserve. The Wallace Street right-of-way route is a practical alternative with the added advantage of providing a different type of trail experience. Contingent on this route is coordination with U.B.C. Endowment Land officials regarding appropriate access back to the water's edge west of the Musqueam Reserve ultimately providing a continuous route from the Fraser River to West Spanish Banks.

With respect to design, coordination with the Fraser River Dyking program is essential. A trail along the top of an improved standard dyke similar to the successful design in the Municipality of Richmond constitutes an attractive opportunity. Confirmation of the implementation and timing of the dyke will be required in conjunction with trail design and implementation.



Trail design is closely tied to the anticipated types and volumes of users. Equestrians have played a major role in securing, maintaining, and using the present incomplete trail network. Completion of the network should maintain and improve equestrian access. With increased City participation, other users including walkers, joggers, and cyclists will desire access. Decisions will have to be made regarding designating portions of the trail for specific user groups. Similar trail designs and experiences in other cities should be explored and a fair balance of user group interests should be a prime objective. In this regard, it is proposed that the Parks Board initiate a consultative process which solicits the views of residents and user groups throughout the Southlands area.

It is proposed the Southlands community establish a citizens' organization which would promote the completion of the trail network and assist in the raising of funds from private and public sources. In addition to private sources, it is proposed that available Parks Board capital funds for park acquisition be allocated for trail purchase. It is noted that the City's park acquisition policy specifically emphasizes pursuing waterfront access opportunities. Some savings may be realized if the Dyking Program proceeds. Both projects require a right-of-way and with nominal improvements to a dyke surface, a trail could be achieved.

2.2 POLICY: ADDITIONAL OPPORTUNITIES FOR SECURING PARK SPACE AND TRAILS SHOULD BE PURSUED

Angus Lands

2.2.1 ACTION: REQUEST THE BOARD OF PARKS AND RECREATION TO DIRECT THE GENERAL MANAGER, IN CONSULTATION WITH THE CITY ENGINEER AND DIRECTOR OF PLANNING, TO CONSTRUCT A PEDESTRIAN TRAIL AND PROHIBIT VEHICULAR ACCESS ON THE ARBUTUS RIGHT-OF-WAY BETWEEN THE FRASER RIVER PARK AND SOUTHWEST MARINE DRIVE

Discussion

These lands are presently undergoing and will continue to undergo change in the near future. The Parks Board is proceeding with the Fraser River Park implementation. Angus West lands have been rezoned to permit single-family and duplex dwellings and Angus East lands have been rezoned to permit low density light industrial, and office uses. In conjunction with this transformation, there are some opportunities to secure additional trail links (see Figure 9).

One opportunity entails employing the Arbutus Street right-of-way for a pedestrian link between S.W. Marine Drive and the Fraser River Park site. In approving the Angus West rezoning, City Council endorsed a circulation and subdivision plan which specifically avoided opening up the Arbutus right-of-way in order to preserve a corridor for pedestrian only access. Parcel 1 of the Angus West development is accessed from 75th Avenue and includes an additional right-of-way to enable vehicular access to lots west of the development site.

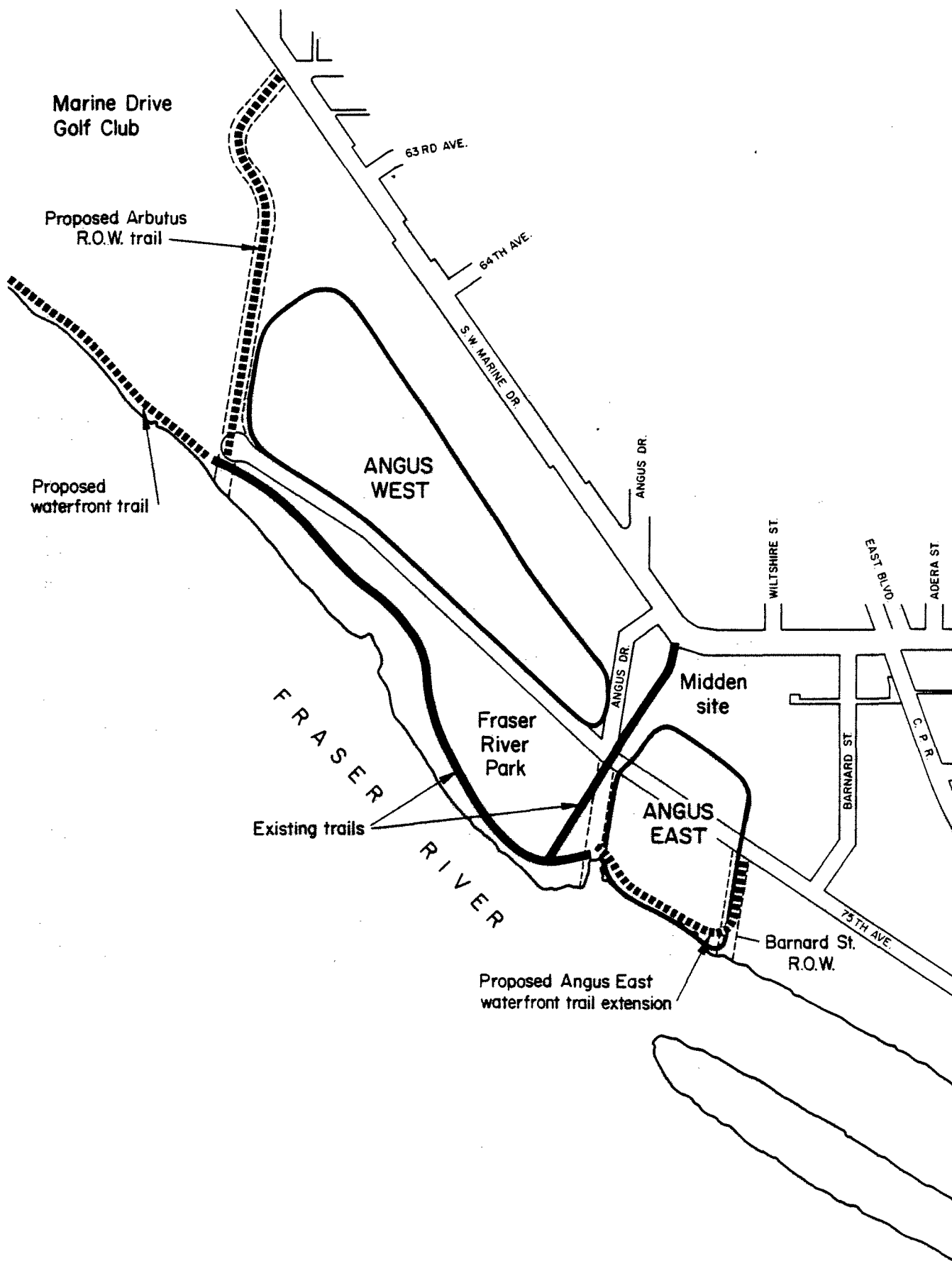
It is proposed that the Parks Board coordinate location, design, and cost aspects with the City Engineering and Planning Departments with a report back to Council before proceeding. Consultation with adjacent property owners should be conducted regarding location and design. It is envisioned the trail would be a maximum 10 to 12 feet in width, and that disruption to existing vegetation and the steeply sloping escarpment lands be minimized.

2.2.2 ACTION: REQUEST THE BOARD OF PARKS AND RECREATION TO DIRECT THE GENERAL MANAGER, IN CONSULTATION WITH THE ANGUS EAST PROPERTY OWNERS, THE DIRECTOR OF PLANNING, AND THE CITY ENGINEER TO IMPLEMENT A TRAIL BETWEEN ANGUS DRIVE AND BARNARD STREET, FLANKING THE FRASER RIVER

Discussion

A second opportunity in the Angus Lands area is an extension of the waterfront trail east of Angus Drive. The CD-1 rezoning approved for the Angus East site includes a 50 foot setback along the waterfront which is sufficient to accommodate a trail. It is proposed that the Parks Board proceed with negotiations to secure the necessary easements or other means to accommodate the trail. The design should be coordinated with the owner of the site and with the City Engineer. An opportunity also exists to extend the walkway from the eastern end of the Angus East site, north along the Barnard Street right-of-way to 75th Avenue. This opportunity should also be explored by the Parks Board.

FIGURE 9



ANGUS LANDS TRAIL OPPORTUNITIES

City of Vancouver Planning Department

Date Nov, 1987

Drawn I.G.Castle

Scale 1:6500

No.



West Southlands

2.2.3 ACTION: INSTRUCT THE SUPERVISOR OF PROPERTIES, IN CONSULTATION WITH THE COMMUNITY, THE DIRECTOR OF PLANNING, THE GENERAL MANAGER OF PARKS AND RECREATION AND OTHER CIVIC DEPARTMENTS, TO REPORT BACK ON THE SUBDIVISION AND SALE OF PEF LANDS IN THE WEST SOUTHLANDS AREA AND TO ENSURE THAT NEW DEVELOPMENT WILL NOT RESULT IN INCREASED FLOODING OF ADJACENT RESIDENCES

2.2.4 ACTION: REQUEST THE BOARD OF PARKS AND RECREATION TO DIRECT THE GENERAL MANAGER, IN CONJUNCTION WITH THE SUPERVISOR OF PROPERTIES, TO REPORT BACK WITHIN ONE YEAR ON THE LOCATION, DESIGN, COST, FUNDING AND DETAILS OF IMPLEMENTATION*

* *The modified Musqueam Nature Park proposal is outlined on page 22*

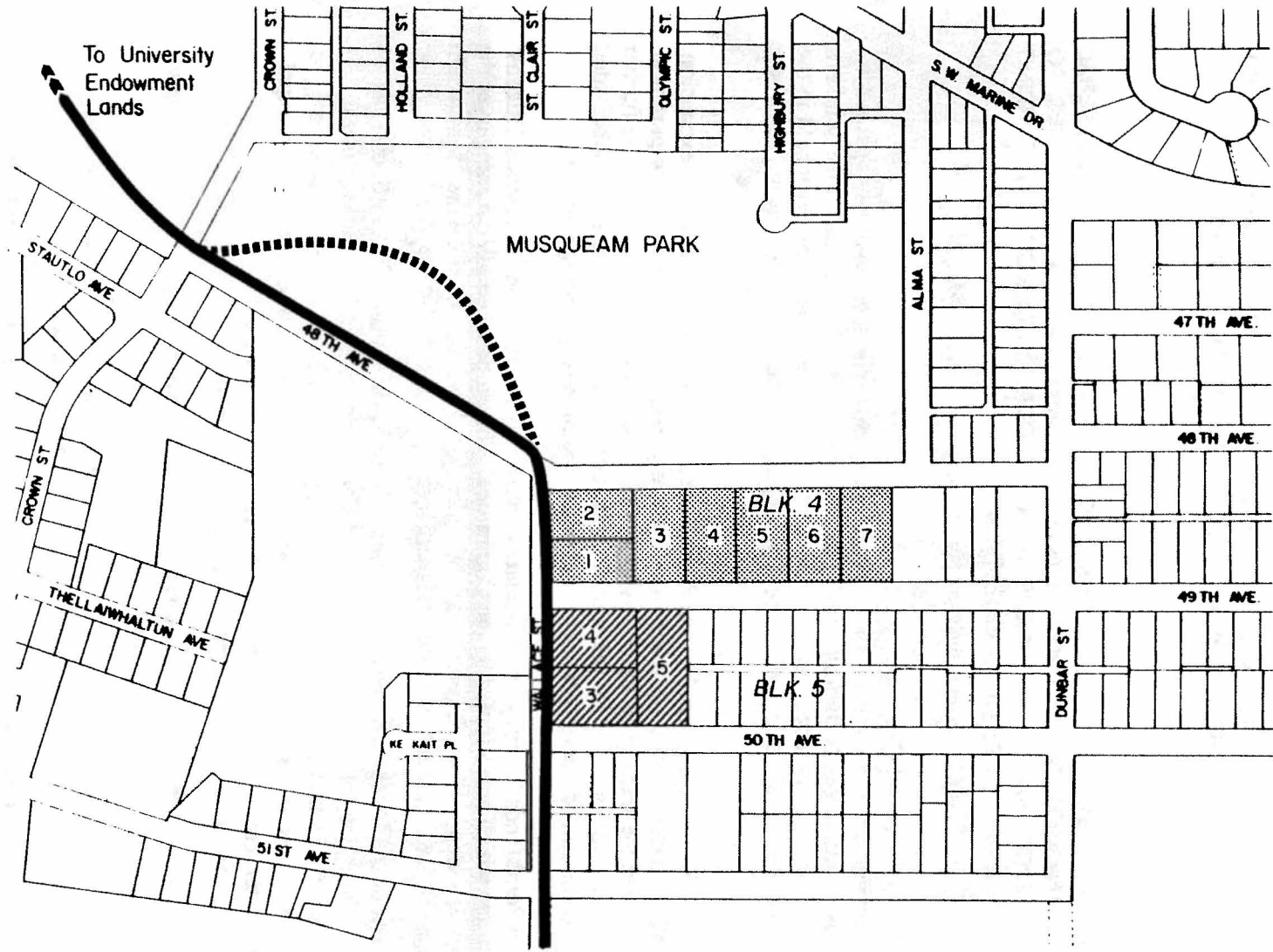
Discussion





In addition to confirming trail access through the West Southlands area, there exists an opportunity to preserve a unique natural marsh environment. The Musqueam Marsh is located at the southern edge of Musqueam Park and includes just over 7 acres of City-owned lands presently held in the Property Endowment Fund (PEF). Including street rights-of-way, the entire site is over 8 acres (see Figure 10).

Until 1982, Lots 1-7, Block 4, were held by the Parks Board for future Musqueam Park expansion. However, in 1982, in order to generate additional funds required for Fraser River Park purchase, City Council approved the transfer of these lots to the PEF and instructed that the lots be further subdivided, serviced, and sold. While the transfer did take place, the lots were not subdivided further, pending resolution of floodplain policy and other Southlands' planning matters.

In 1986, the West Southlands Ratepayers' Association presented a brief to the Southlands Citizens' Planning Committee which was adopted by the Committee. The proposal entailed turning over the above-noted lots plus lots 3, 4, and 5, Block 5 to the Parks Board in order to create the "Musqueam Marsh Nature Park". Rationale for this proposal included:

- recognition of the Musqueam Marsh area by the Vancouver Natural History Society as one of only ten "natural sites" in Vancouver and an area which is: "... a unique forest with characteristics that are becoming increasingly rare in a built-up area. Covering almost seven acres, it has a natural marsh-bog with ... frog and marsh life. The principal trees (red alder, etc.) ... abound in a sedge-bogland ... Thick undercover and the denseness of the forest provide perfect nesting sites for birds.;
- the marsh is the centre of a wildlife corridor stretching from the University Endowment Lands through the golf courses to the Fraser River;
- retention of the marsh would enhance the semi-rural character of the area, providing recreational opportunities for the benefit of all Vancouverites; and
- the marsh serves as a natural water detention area for the neighbouring residential properties. ... filling and developing of the City land could aggravate the already poor drainage on these floodplain lands.



-  Property Endowment Fund (Previously held by Parks Board)
-  Property Endowment Fund
-  Existing trail
-  Proposed trail

CITY OWNED LAND PROPOSED FOR "MUSQUEAM MARSH NATURE PARK"

City of Vancouver Planning Department

Date Nov, 1987

Drawn I.G. Castle

Scale 1:5000



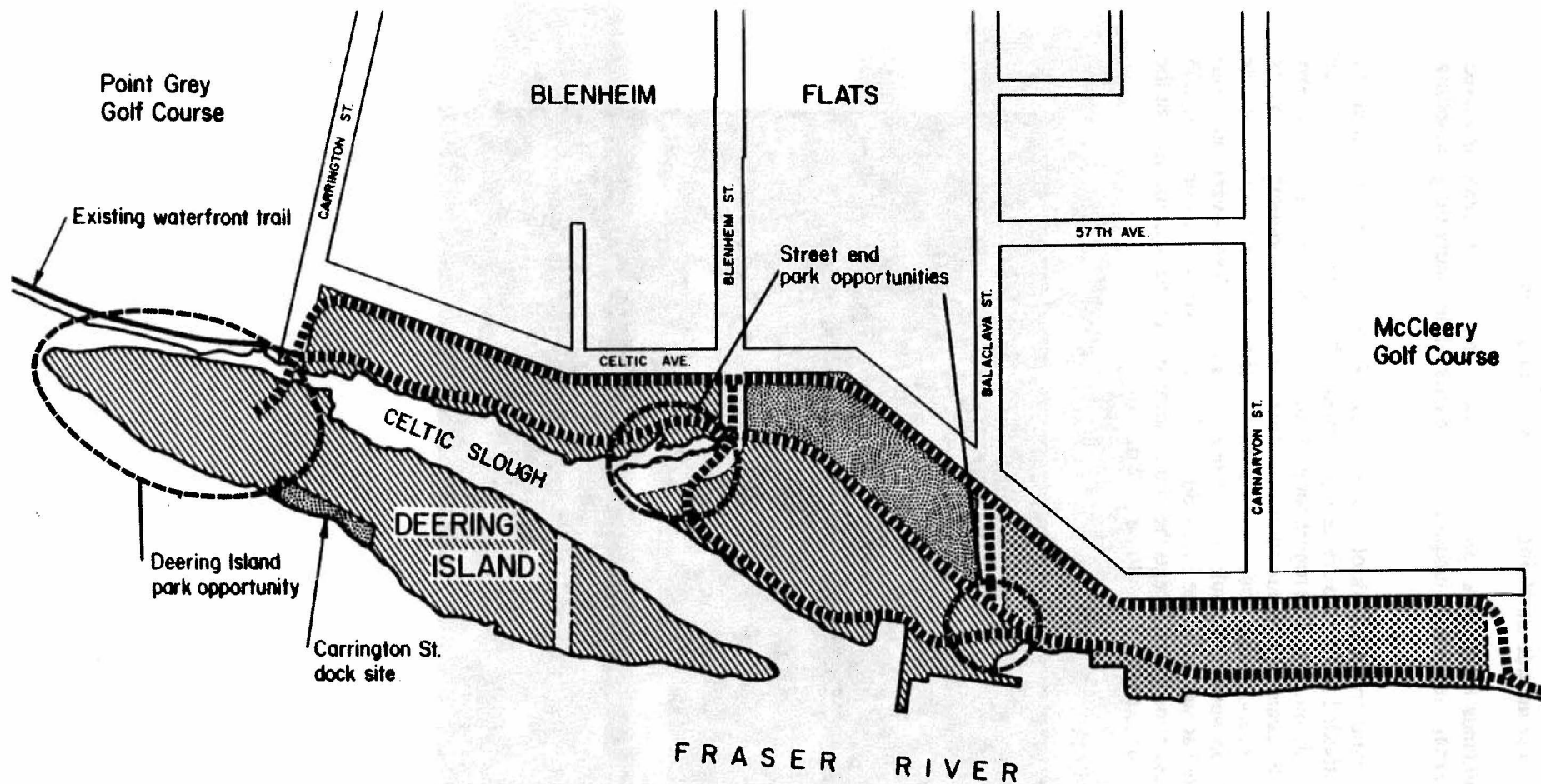
No.

In addition to these elements, there are a number of notable tree species in the area which should be identified and protected. These include trembling aspen and cascara trees.

In response to the West Southlands Ratepayers' proposal Council, on March 8, 1988, approved Action 2.2.3, which entails creating a modified Musqueam Marsh Park while subdividing and selling the remaining lands.

This compromise approach would create a park of approximately 4 acres in size and permit the remainder of the site to be subdivided and sold to create approximately 20 single-family lots in order to generate a net return of \$2.233 million. The report back (Action 2.2.4) would identify the most sensitive parts of the marsh, delineate a generous corridor for the trail link and identify the means by which drainage, floodproofing and design issues such as the maintenance of semi-rural character would be addressed. This option would not result in as large a park as in the Ratepayers' proposal, but the park could be dedicated at no cost to the Parks Board. The PEF would recover the \$2.233 million related to the 1982 land transfer but forego the opportunity to earn the \$1.2 million, on the original PEF lands. The net cost to the PEF would be \$1.2 million.





----- Trail location options

Land Ownership

//// B.C. Packers

■■■■ City (PEF)

■■■■ Province (Ministry of Forests)

CELTIC ISLAND AREA PARK AND TRAIL OPPORTUNITIES

City of Vancouver Planning Department

Date Nov, 1987

Drawn I.G. Castle

Scale 1:5000

No.



Celtic Island Area

2.2.5 ACTION: REQUEST THE BOARD OF PARKS AND RECREATION TO DIRECT THE GENERAL MANAGER, IN CONSULTATION WITH THE AFFECTED PROPERTY OWNERS, THE COMMUNITY, AND THE DIRECTOR OF PLANNING, TO SECURE AND DEVELOP ADDITIONAL PARKS AND TRAILS IN THE CELTIC ISLAND AREA

2.2.6 ACTION: REQUEST THE BOARD OF PARKS AND RECREATION TO DIRECT THE GENERAL MANAGER TO REPORT BACK WHEN OPPORTUNITIES FOR PURCHASE ARE IDENTIFIED.

Discussion

The Celtic Island Area has long been recognized as possessing many recreational opportunities (see Figure 11). The Vancouver Natural History Society has identified the Celtic Slough as being worthy of preservation and recommends the area be designated as a park. The Parks Board, in its 1982 "Park Land Acquisition Priorities" report identified the west end of Deering Island as a potential site for City purchase. More recently, through the Southlands Local Area Planning Program and with B.C. Packers initiative to sell and relocate their fish boat operations, the community and the City have pursued more vigorously, opportunities to secure park land in the area.

Key physical features of the area include the Celtic Slough and Deering Island from which there are significant views, not only up and down the river but of Southlands, the escarpment, and the north shore mountains.

In March 1986, City Council adopted the following objectives for the area:

1. Create significant public waterfront access through the Celtic Island Area;
2. Protect and enhance the semi-rural and equestrian character of the area;
3. Exploit rare opportunities to secure unique park environments;
4. Maximum City cost of \$1 million or 20% of the cost of the land, whichever is less;
5. Retain opportunities for employment in the fishing and related industries; and
6. Protect and enhance the fish and wildlife habitat of the area.

While recent efforts by the City to secure significant park space in the area have been unsuccessful, due to cost and impact reasons, future opportunities look promising. The City owns the Carrington, Blenheim, and Balaclava Street ends which could be developed as street-end parks. Further, two City holdings on Deering Island including the Blenheim Street right-of-way and the Carrington Street pier site could be developed as small park areas or preferably traded for more useful public open space. On March 8, 1988 Council approved the following:

Support in principle, the exchange and consolidation of City-owned land on Deering Island, subject to a report back on the details of the exchange. This report to be from the Supervisor of Properties in consultation with the General Manager of the Parks Board, City Engineer and Director of Planning.

In addition, future redevelopment of 2.8 acres of City-owned land fronting Celtic Avenue and the imminent sale or leasing of the 8 acre Provincial lands (B.C. Forest Service Maintenance Depot) suggests additional opportunities for significant park acquisition are on the horizon.

Objective 4 refers to a specific park proposal considered at the time, which entailed City purchase of approximately 12 acres of B.C. Packers' land.

Under the above policy framework it is proposed that the Parks Board, in conjunction with civic departments including the Planning Department and Properties Division, secure additional park space through negotiation with property owners as they seek to redevelop their respective sites. Priorities for park and open space development include:

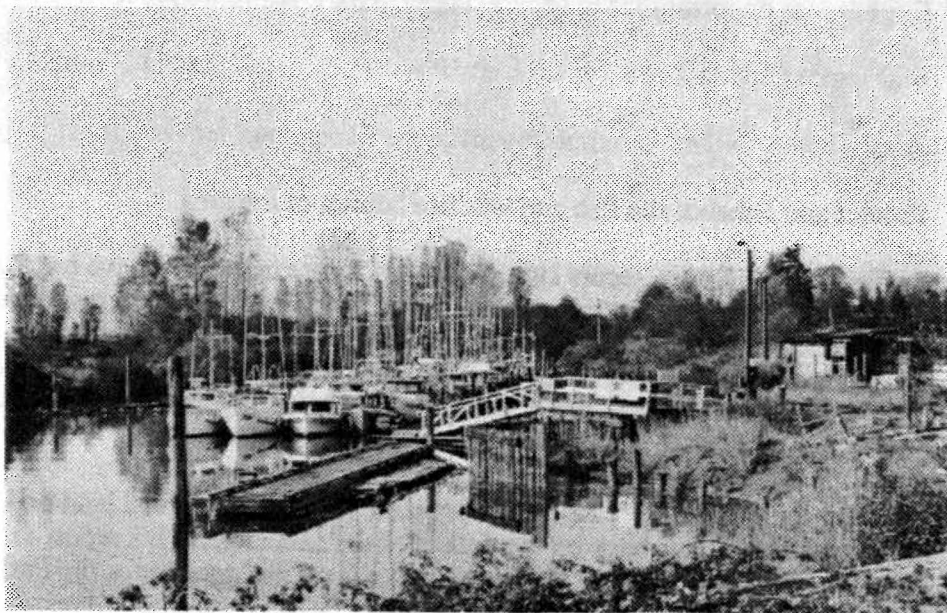
- Creating a continuous riverfront trail through the area;
- Developing street-end parks at Blenheim and Balaclava Streets; and
- Securing larger parcels of park space with an emphasis on acquisitions on Deering Island and acquisitions which augment the continuous trail network concept.

Park development should also emphasize responding to the other civic objectives including limiting cost, retaining opportunities for employment in fishing and related industries, and protecting and enhancing the fish and wildlife habitat of the area.

With respect to Objective 5, "retain opportunities for employment in the fishing and related industries", Council, on March 8, 1988 approved the following:

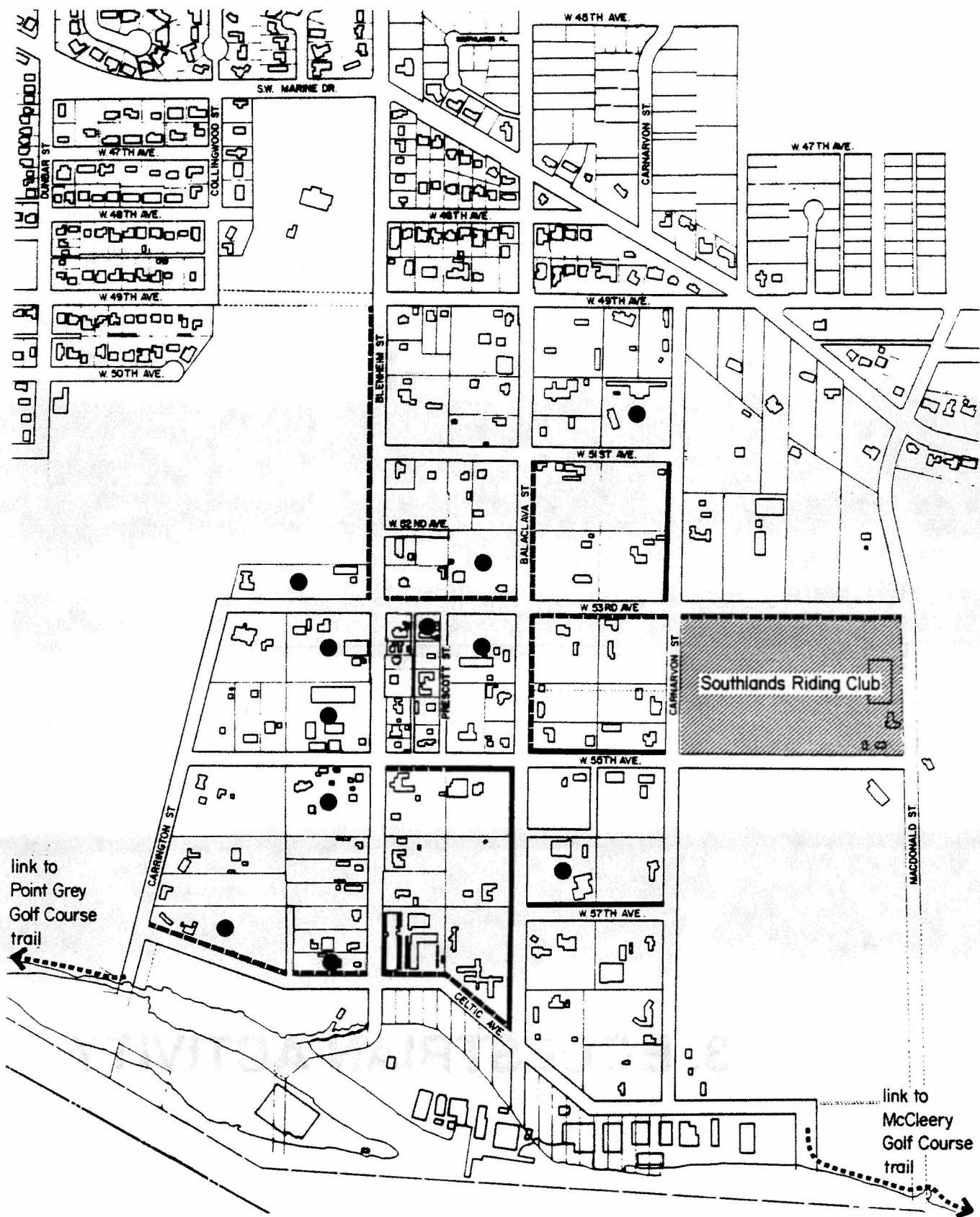
Support, in principle, an initiative to secure permanent moorage, within the City of Vancouver, to accommodate independently-owned fishboats presently moored in the Celtic slough.

Instruct the Manager of the Office of Economic Development, in consultation with the Supervisor of Properties, the General Manager of the Parks Board, the Director of Planning, involved Senior government agencies including Federal Department of Fisheries and Oceans, Small Craft Harbours Branch, the Fishermen's Union, and other involved parties, to report back within six months on the initiative.



3. EQUESTRIAN ACTIVITY

FIGURE 12



— existing boulevard trails
 - - - proposed boulevard trails

● commercial stables

EQUESTRIAN TRAILS AND ACTIVITY AREAS IN BLENHEIM FLATS

City of Vancouver Planning Department

Date June, 1987

Drawn I.G.Castle

Scale 1:7500

No.



3. EQUESTRIAN ACTIVITY

GOAL: TO PRESERVE AND ENHANCE EQUESTRIAN ACTIVITY

Discussion

Southlands in general and Blenheim Flats in particular are well-known for the equestrian activity which predominates. It is unusual to find such a large, thriving equestrian community in close proximity to an urban area. Of equal significance is that this area has managed to maintain a semi-rural quality. These two factors combine to create a community which is unique in North America.

Within the total 212 acre Blenheim Flats or "Horse Village" area, there are 94 properties, three-quarters of which board horses (see Figure 12). There are approximately 400 horses, half of which are accommodated in commercial boarding stables. There are over 1,000 riders who frequent the area and are predominantly engaged in showing, training, pleasure riding and trail riding. The Southlands Riding Club, situated on an 18 acre site, provides the focal point for riding activity and includes a covered riding ring, cross country course, training rings, training track and polo field. There are over 400 members of the Riding Club which includes a chapter of Pony Club and a chapter of Riding for the Disabled.

While the equestrian element remains strong, there has been recent concern expressed regarding protecting the area from encroaching urban development which could spell the end of the unique "Horse Village" resource. In addition to responses such as zoning (RA-1 Zoning, Chapter 6) and retention of the Agricultural Land Reserve designation (see Environment, Chapter 1), specific equestrian-oriented solutions were generated. The Southlands Citizens' Planning Committee appointed an Equestrian Task Force to investigate three principal areas:

- Equestrian Trails;
- Management of Equestrian activity, and
- Equestrian Health Care

EQUESTRIAN TRAILS

3.1 POLICY: SAFE ROUTES THROUGH THE BLENHEIM FLATS AREA, PARTICULARLY TO AND FROM THE SOUTHLANDS RIDING CLUB, SHOULD BE ESTABLISHED*

- * *NOTE: Please see Traffic Chapter 5, and Parks and Recreation Chapter 2, which include policies and actions on traffic, safety and trail systems related to equestrian activity.*

Discussion

A legal agreement, first negotiated in 1960 between the City and the Southlands Riding Club together with the Southlands Ratepayers' Association, established location, liability, and maintenance details for some boulevard trails in the Blenheim Flats area.

While this system has been useful, there are two recognized problems. One is the Southlands Riding Club's annual placement of hog fuel on the trails which does not result in a useable year-round surface. In winter, the extremely wet conditions force riders to use the roads. The second problem is that the boulevard trail system is not complete. Additional boulevard trail links are required to provide a complete system through the Blenheim Flats area.



3.1.1 ACTION: INSTRUCT THE CITY ENGINEER, IN CONSULTATION WITH THE SOUTHLANDS RIDING CLUB AND AFFECTED PROPERTY OWNERS, TO REVIEW THE EXISTING AGREEMENT AND MODIFY THE ESTABLISHED BOULEVARD TRAIL SYSTEM IN THE BLENHEIM FLATS AREA

Discussion

Through the Equestrian Task Force, it was established that the following boulevard trails should be added to the system in order to improve access to the Southlands Riding Club, large boarding stables and the riverfront trail system (see Figure 12):

- north side of W. 53rd Avenue between Blenheim and Balaclava Streets;
- south side of W. 53rd between Balaclava and MacDonald Streets;
- south side of W. 55th Avenue between Blenheim and Prescott Streets;
- north side of Celtic Avenue between Carrington and Balaclava Streets;
- east side of Balaclava Street between W. 51st and 53rd Avenues; and
- on one side of Blenheim Street between W. 49th and 53rd Avenues.

Property owners flanking or fronting these locations, need to be consulted before proceeding to confirm specific locations and revising the agreement.

3.1.2 ACTION: INSTRUCT THE CITY ENGINEER, IN CONSULTATION WITH THE SOUTHLANDS RIDING CLUB, TO SUPPLY SUITABLE MATERIAL, WHEN AVAILABLE, TO UPGRADE BOULEVARD TRAIL SURFACES

Discussion

The existing hog fuel does not adequately serve as a year-round surface material. Further, there are environmental problems associated with the excessive use of certain types of hog fuel (See ■ Chapter 1, Environment). Neither the Southlands Riding Club nor the City can afford, as a single project, to resurface the existing and new boulevard trails with a permanent material such as gravel. The City Engineer is prepared to provide excavation material, when available, to assist in the ongoing upgrading and maintenance of trails. In addition some trails may be surfaced with gravel by the City, in conjunction with Engineering projects in the area, such as the replacement of services beneath the boulevards in question. In most cases the trail design would involve a simple gravel shoulder of approximately six feet, beyond the edge of existing roads.

MANAGEMENT OF EQUESTRIAN ACTIVITY

3.2 POLICY: *BLenheim FLATS SHOULD BE RECOGNIZED AND ENDORSED AS THE FOCAL POINT FOR EQUESTRIAN ACTIVITY IN VANCOUVER*

Discussion

A number of existing City policies and actions have acknowledged the presence of horses in the area. In order that equestrian activity will not only be maintained but enhanced, additional action is required by the City and the community. In March 1986 the Parks Board approved the following:

That the Board endorse recreational and sport riding as valid and desirable pursuits within city limits.

Key City responses to the promotion of equestrian activity include the RA-1 Zoning amendments and support for maintenance of the Agricultural Land Reserve designation. Other policies and actions within this chapter also assist, including boulevard trail designation and upgrading. In the context of the management of equestrian activity, the economics of running commercial boarding stables became a focal point. Because of the wide variety and complexity of issues involved the City hired an independent agricultural economics consultant who produced a "Report on Equestrian Activity in Southlands".

The study leading to the report produced a great deal of valuable data including numbers and types of users, economic factors in horse boarding, trends in equestrian activity over time, and aspects of competition with other equestrian centres in the region.

The report recommended, in summary, the following:

- immediate formulation of a local area plan and retention of the Agricultural Land Reserve designation in the area;
- improve advertising and promotion;
- investigate more economical, cooperative approaches to boarding, purchasing and other aspects of operations;

- improve publicly accessible equestrian facilities and various related elements including trails, safety and drainage;
- investigate strata titling of barns; and
- consider allowing commercial barns, in order to reduce high land-related overhead costs, the opportunity to sell a portion of their property.

Both the City and the local riding community can participate in actions which will respond to these recommendations. The City, in addition to zoning, traffic and trail implementation can use existing City land or alternatively negotiate for additional equestrian access and facilities in new developments in the area.

3.2.1 ACTION: INSTRUCT THE DIRECTOR OF PLANNING AND REQUEST THE BOARD OF PARKS AND RECREATION TO DIRECT THE MANAGER TO PROMOTE THE INCLUSION OF COMPATIBLE EQUESTRIAN USES AND FACILITIES IN THE REDEVELOPMENT OF PRIVATE AND PUBLIC LANDS

Discussion

In the redevelopment of public lands such as the Provincial Forest Service Maintenance Depot site, there is an opportunity to include equestrian-related uses and facilities. In the case of private lands, equestrian-related facilities should be encouraged through the development application process. The amended RA-1 Zoning Schedule does respond to this initiative by, for instance, "bonusing" large sites which include significant stable facilities by permitting infill residential units.

Other municipalities in the region, including North Vancouver, Burnaby and Surrey, use municipal lands for equestrian activity. In some cases, these lands have been used for stables, which are leased to users. With the present economic situation and competitive nature of commercial boarding in Blenheim Flats, it is not recommended the City, at this time, become involved in public stabling. However, the securing of land for related activity including trails should be pursued.

Council, on March 8, 1988, approved the above Action with the inclusion of word "compatible", in response to a request from the Parks Board. The Parks Board wanted to ensure that equestrian uses on public lands would be compatible with other public uses.

3.2.2 ACTION: ENDORSE THE COMMUNITY ESTABLISHING AN "EQUESTRIAN COMMITTEE" TO PROMOTE EQUESTRIAN ACTIVITY IN THE AREA

Discussion

A number of initiatives identified by the Southlands Citizens' Planning Committee and the economic consultant involve direct and organized community action. It is proposed the Equestrian Committee include representation from the Southlands Riding Club, commercial barn owners and operators, boarders, teachers, the University Endowment Lands Trailriders Association, and local ratepayers' associations. Among the objectives of the Committee would be:

- to raise the profile of horse riding in Vancouver as a spectator sport and as a participation sport;
- to promote a positive attitude in relevant government bodies regarding equestrian activity in Southlands and the University Endowment Lands;

- to improve the operating efficiency of commercial boarding operations;
- to attract new boarders and riders; and
- to assist property owners and real estate agents in implementing successful marketing strategies directed towards equestrian-oriented populations across Canada.

The equestrian economic study indicated that, if a number of improvements to facilities and their operation were not introduced, the continued viability of the area could be threatened. The above objectives are intended to address this problem.

EQUINE HEALTH CARE AND STABLING

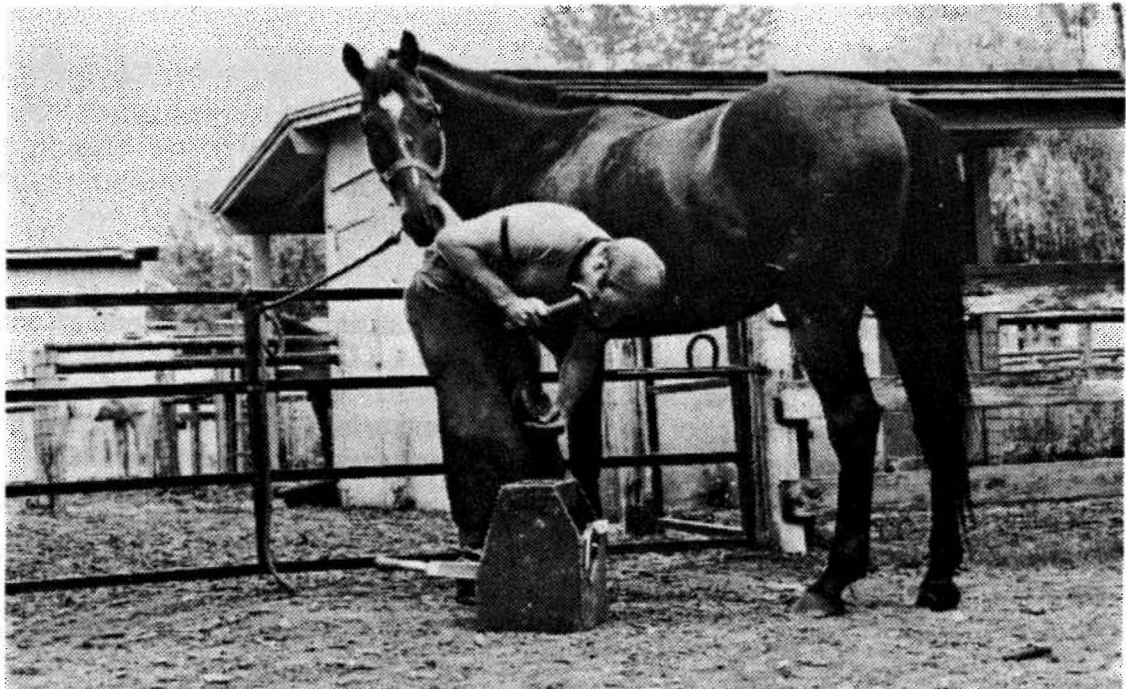
3.3 POLICY: HIGH STANDARDS OF EQUINE HEALTH CARE AND THE GENERAL EQUINE AND AGRICULTURAL ENVIRONMENT SHOULD BE MAINTAINED AND PROMOTED

Discussion

The Equestrian Task Force examined in considerable detail, two areas:

- the maintenance of healthy horses in a healthy environment; and
- improved designs in stable and other equestrian facilities.

The City presently provides some basic parameters within which it is possible to keep horses. The Health By-law and associated stable and septic field guidelines include specific provisions to address potential human health hazards. However, even if all City By-laws are met it is possible, without adequate knowledge or training, to create an environment which is not healthy for a horse nor responds to the practical aspects of keeping horses.



3.3.1 ACTION: "CARING FOR STABLED HORSES AND PONIES" AND "BUILDING GUIDELINES FOR STABLES" DEVELOPED BY THE SOUTHLANDS CITIZENS' PLANNING COMMITTEE BE MADE AVAILABLE TO THE CITY AND PROSPECTIVE BUILDERS THROUGH THE COMMUNITY'S "EQUESTRIAN COMMITTEE"

Discussion

The Equestrian Task Force represented a useful forum for the discussion and debate of the practical aspects of horse care and equestrian building design. Study in both areas resulted in draft documents which, when complete, should be of use to prospective horse owners, stable operators and equestrian facility builders in the area. The level of detail and scope of these documents goes beyond that which the City administers through existing by-laws. However, as documents distributed through local equestrian groups they should prove useful.

3.3.2 ACTION: INSTRUCT THE DIRECTOR OF PLANNING AND THE MEDICAL HEALTH OFFICER TO AMEND ZONING AND DEVELOPMENT AND HEALTH BY-LAWS AND RELATED GUIDELINES IN AREAS RELATED TO EQUINE HEALTH CARE AND THE AGRICULTURAL ENVIRONMENT

NOTE: Zoning and Development By-law provisions and Health Department Guidelines have been implemented with respect to:

- *stable and pet shelter setbacks;*
- *height of accessory buildings;*
- *ratio of horses to site area; and*
- *sanitary storage of refuse and manure and drainage from stables.*

Discussion

While the stable and pet shelter setback provision of the Zoning and Development By-law has been amended, a corresponding section of the Health By-law also requires amending. All other changes have been implemented.

3.3.3 ACTION: INSTRUCT THE MEDICAL HEALTH OFFICER TO MAKE APPLICATION TO AMEND HEALTH BY-LAW 4387 TO PERMIT THE KEEPING OF OTHER AGRICULTURAL ANIMALS (IN ADDITION TO HORSES), PETS AND BIRDS IN THE RA-1 DISTRICT, PROVIDED THIS ACTION DOES NOT ENDANGER PUBLIC HEALTH

Discussion

Health Department staff have reviewed a request from the Southlands Citizens' Planning Committee for the keeping of other agricultural animals and pets in the RA-1 District. The Committee's position is that, if strictly limited in number, with appropriate precautions regarding sanitation and other health-related concerns, the keeping of other agricultural animals and pets is appropriate. Pending a request from Council, the Health Department will proceed with the necessary action.

4. FLOODPLAIN MANAGEMENT

4. FLOODPLAIN MANAGEMENT

GOAL: *TO RESOLVE THE ISSUE OF FLOODPROOFING IN SOUTHLANDS WITHOUT ALTERING THE CHARACTER OF THE AREA*

Discussion

Two-thirds of Southlands' 1,286 acres lies within the Fraser River floodplain (see Figure 13). The significant exceptions are portions of Angus Lands and the Musqueam Reserve which are filled and the escarpment lands flanking Southwest Marine Drive which rise above the floodplain.

There are two potential sources of flooding in the area; from the Fraser River overtopping its banks and from rainfall and resultant runoff in the low-lying floodplain area. River and tidal flooding can result from a number of factors with the most critical potential for flooding occurring in the months of November, December and January. At this time, a combination of tide, river flow, wind and atmospheric pressure conditions results in a greater flood potential. The existing agricultural dyke has provided some protection but is not considered adequate. The Ministry of Environment requires all commercial and residential buildings on newly subdivided land to be floodproofed to the Flood Construction Level. The present Flood Construction Levels for Southlands are as follows:

- Minimum elevation of 102.9 feet City Datum for the underside of floor systems in habitable areas of dwellings of buildings within 1,000 feet of the river; and
- Minimum elevation of 101.2 feet City Datum for the underside of floor systems in habitable areas of buildings located in excess of 1,000 feet from the river.

These standards have been subject to review and change from time to time.

Prior to initiation of the Southlands Planning Program the City Engineer expressed concern that existing City policy and regulations in the area with respect to flood construction levels were deficient. Other than development on newly subdivided parcels there were no floodproofing regulations or policies with respect to the Blenheim Flats area and a policy statement which was inconsistent with Provincial standards with respect to the West Southlands area. Early in the Southlands Program the Committee established a Floodproofing Task Force which met on a regular basis with Engineering staff. A variety of complex and interrelated issues were identified. These included:

- merits of proceeding with floodproofing fill solution versus a dyking and pumping solution;
- need to consider not only flooding from the river but also surface runoff flooding;
- concern that floodproofing standards for new construction would not protect 160 existing dwelling units in the area;
- concern that new development built at the established Flood Construction Levels would be incompatible in height and appearance with existing development on the low-lying landscape; and
- how sanitary and storm water servicing should be addressed.

Engineering staff embarked on a review and analysis of these issues and generated the following policy framework which was adopted by City Council on April 15, 1986.

A. The floodproofing requirements for Blenheim Flats be established as follows:

1. Require landfilling to be a minimum of 36 inches above the existing street fronting the site. This required filling need only extend to 15 feet beyond the foundation wall and include an area sufficient to contain the required septic field area.
2. Require all habitable floors or features subject to damage to be at the Flood Construction Level of:
elevation 101.2 feet City datum beyond 1,000 feet from the river; and
elevation 102.9 feet City datum within 1,000 feet of the river.
3. To protect the amenity of the low-lying area, it is considered advisable to meet the Flood Construction Level by structural means above elevation 100 feet. However, where adjacent streets are above elevation 99.5 feet, the full Flood Control Level could be achieved totally by filling.
4. Runoff from development sites to be retained during rain storms and not to be discharged to adjacent lands at any greater rate than it was prior to development.

B. That floodproofing requirements for West Southlands or Dunbar Flats be established as follows:

1. Require landfilling on any existing or subdivided lot to be a minimum of 18 inches above the existing street fronting the property.
2. Require all habitable floors and other features subject to damage by flood waters to be at the Flood Construction Level of 101.2 feet Vancouver City Datum.
3. To protect the amenity of the low-lying area, and at the same time not to deny adequate flood protection, require that the Flood Construction Level be met by structural means above elevation 100 feet and the maximum height of fill to be limited to elevation 100 feet City Datum. However, where adjacent streets are above elevation 99.5 feet, the full Flood Construction Level could be achieved totally by filling.

C. That the Director of Legal Services be requested to prepare the necessary by-laws and to pursue Charter amendments (if necessary) to implement the policies outlined in A and B.

D. That Council direct the City Engineer to carry out the study of a comprehensive dyking policy for report back concurrent with the overall planning report.

E. That the City Engineer prepare storm water retention guidelines for developments in the RA-1 Zoning District.

F. That the City Engineer and the Director of Planning, in consultation with the Director of Permits & Licenses, prepare guidelines for landfilling in those portions of the Southlands covered by the Agricultural Land Reserve and the Soil Conservation Act.

At the time of Council's adoption of these policies there was concern raised by many residents in the area that the policy framework did not protect, from flooding, the existing 160 dwelling units in the area. Support for introduction of the regulations was contingent on a serious effort by the City to implement a dyking and pumping program.

4.1 POLICY: CITY ADOPTED PROVINCIAL FLOODPROOFING STANDARDS SHOULD BE APPLIED IN A MANNER WHICH PROVIDES FLOOD PROTECTION, WHILE MINIMIZING IMPACT ON THE PREVAILING LOW-LYING LANDSCAPE AND MINIMIZING FLOOD RISK ON NEIGHBOURHOOD PROPERTIES

Discussion

A number of the above-noted recommendations approved by City Council on April 15, 1986 reflect this policy direction. Limiting floodproofing fill to 100 feet City Datum, and the preparation of guidelines for drainage and landfilling are specific examples. The necessary Charter amendments to enable the City to require building to the Flood Construction Level are presently being pursued. In the meantime there are some aspects of drainage and filling which can be controlled through the RA-1 zoning schedule and related Guidelines. In the RS-1 District of West Southlands similar guidelines should be introduced and applied in conditional use situations.

4.1.1 ACTION: INSTRUCT DIRECTOR OF PLANNING, IN CONSULTATION WITH THE CITY ENGINEER AND THE DIRECTOR OF PERMITS AND LICENSES, TO ADDRESS RA-1 FILLING AND DRAINAGE IN THE SOUTHLANDS RA-1 GUIDELINES*

* *NOTE: The Southlands RA-1 Guidelines, adopted by City Council on October 20, 1987 include the following:*

Objective:

All floodproofing fill and impervious surfaces should be inconspicuously integrated into the prevailing topography and landscaping, and not have a detrimental impact on adjacent properties (see Figure 14 and 15).

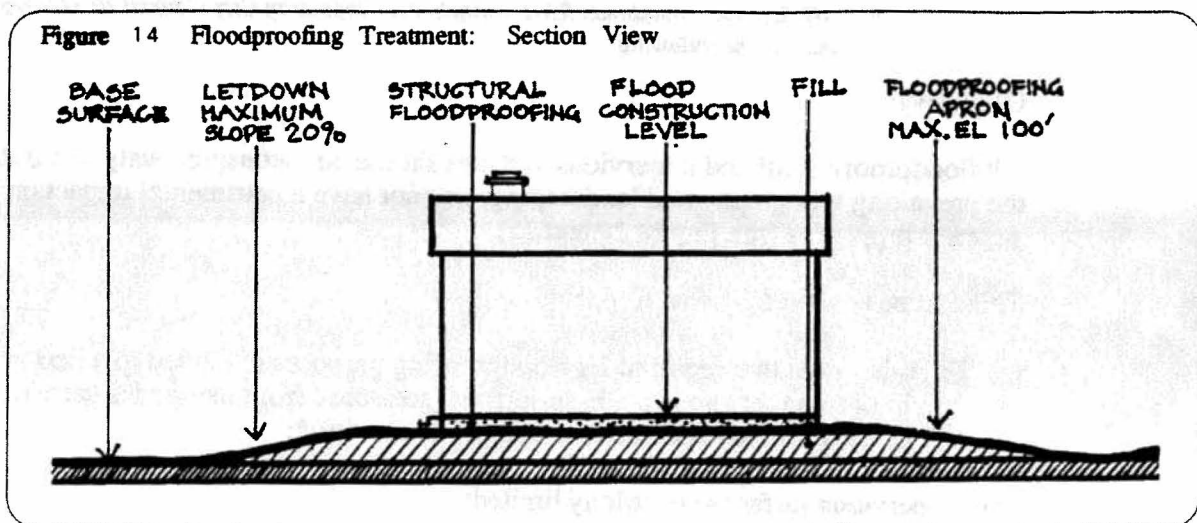
This can be achieved by ensuring that:

- (a) Fill other than that required for floodproofing purposes is limited to a maximum height of two feet above the base surface (measured from the grades certified by a B.C. Land Surveyor at the four corners of the site)*;
- (b) Impervious surfaces are strictly limited;
- (c) The floodproofing apron is directly beneath and adjacent to the dwelling unit and does not extend beyond 15 feet from the dwelling unit;
- (d) Floodproofing fill does not exceed elevation 100 feet City datum;
- (e) The apron letdown merges inconspicuously into the prevailing landscape;

* *NOTE: base surface of sites corresponds approximately to the elevation of adjacent streets. See estimated street elevations for Blenheim Flats - Figure 16.*

- (f) The letdown has a constant slope rather than a series of steps;
- (g) The slope of the letdown does not exceed 20%;
- (h) In the case of narrow side yard conditions the apron size is reduced or floodproofing is achieved by structural means;
- (i) There are no abrupt changes in grade at property lines;
- (j) Driveways, parking area and other nonhabitable uses are located below the flood construction level;
- (k) Raised septic fields are integrated inconspicuously into the floodproofing apron and designed to minimize filled area;
- (l) In the case of:
 - (i) New infill dwelling units or caretaker's units adjacent to existing principal dwelling units; and
 - (ii) Minor first storey additions to existing dwelling units;

the first storey elevation may correspond to the first storey elevation of the existing principal dwelling unit.



- m) A filling and drainage plan, prepared by a Professional Engineer registered in the Province of B.C., to the satisfaction of the City Engineer, is provided that clearly indicates:

- (i) existing grades of the subject site;
 - (ii) existing grades of the adjoining sites measured ten feet from the common property line;
 - (iii) proposed grades; and
 - (iv) drainage treatment.
- (n) The drainage and filling plan indicates runoff from the site, including impervious and filled areas, is directed to the City ditch system and not to adjacent lands.

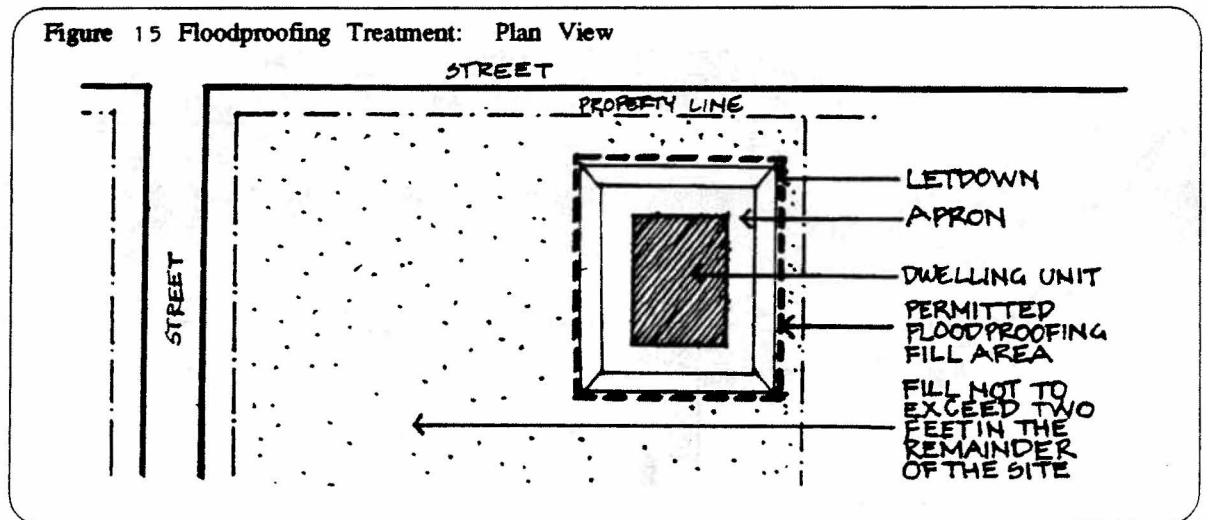
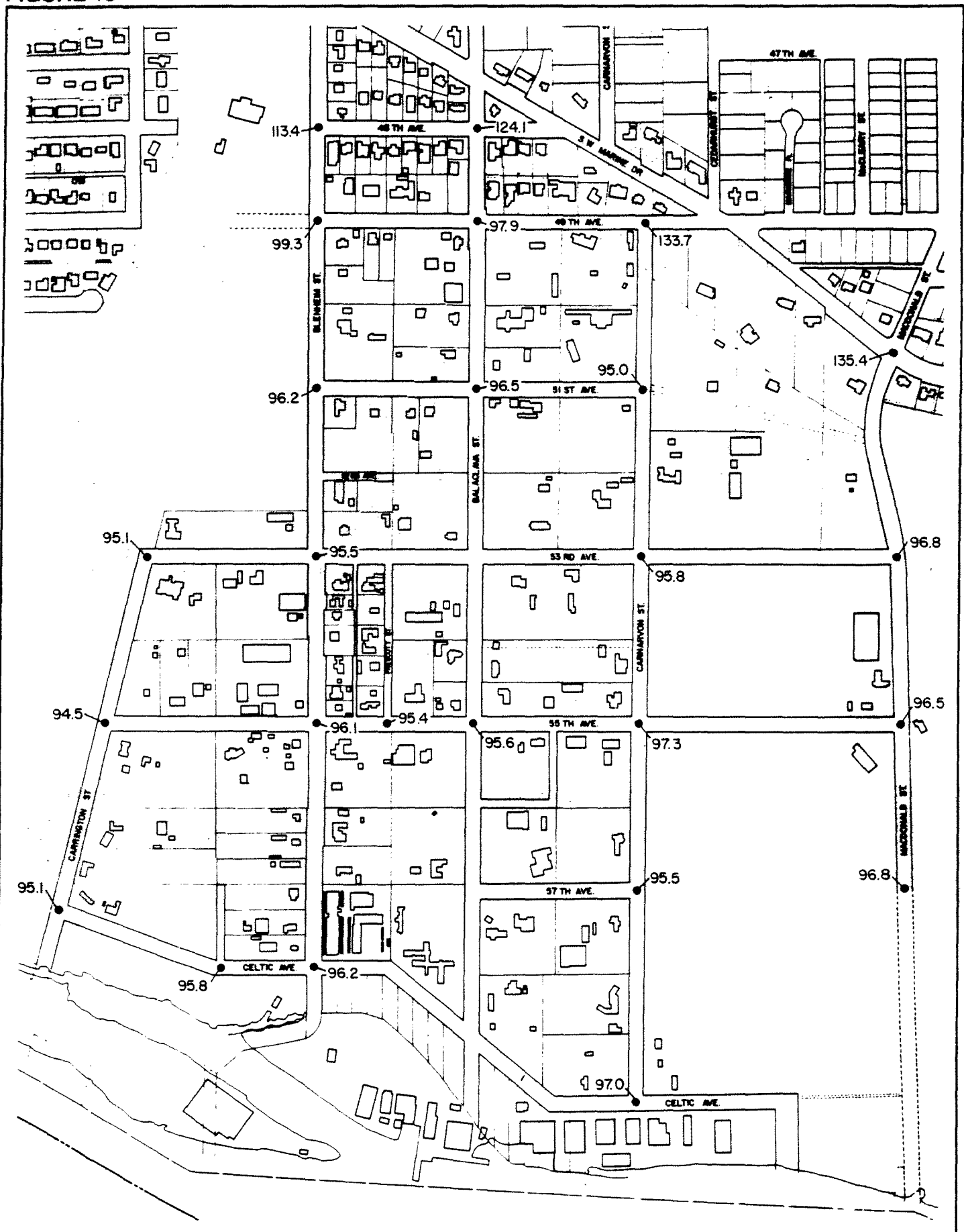


FIGURE 16



STREET ELEVATIONS-BLENHEIM FLATS

Source: Engineering Department

City of Vancouver Planning Department

Date August, 1987

Drawn I.G.Castle

Scale 1:65 000±

No.



4.1.2 ACTION: INSTRUCT THE DIRECTOR OF PLANNING, IN CONSULTATION WITH THE CITY ENGINEER AND THE DIRECTOR OF PERMITS AND LICENSES, TO APPLY THE FOLLOWING FILLING AND DRAINAGE GUIDELINES IN THE WEST SOUTHLANDS RS-1 AREA

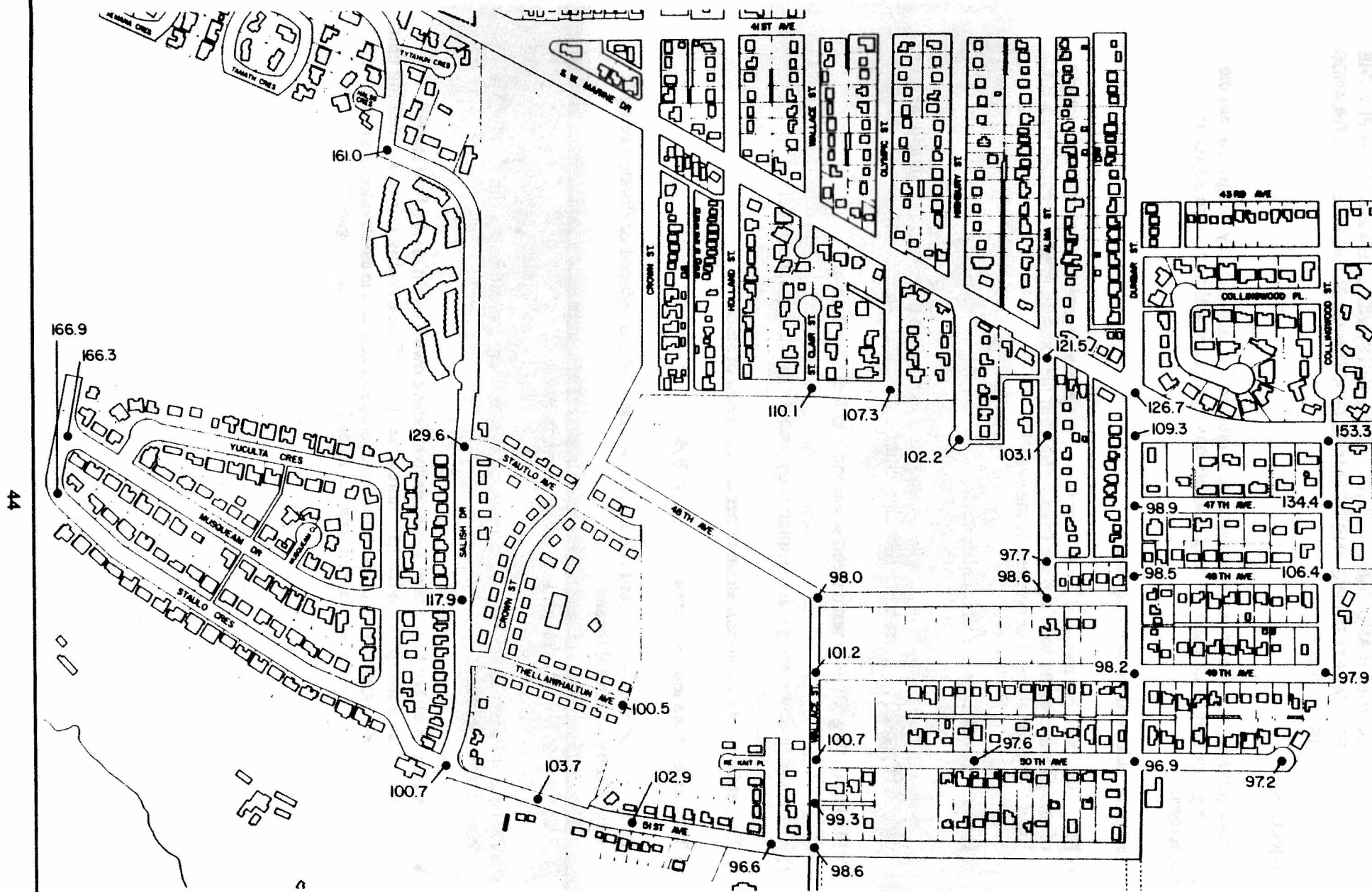
Objective:

All floodproofing fill and impervious surfaces should be inconspicuously integrated into the prevailing topography and landscaping, and not have a detrimental impact on adjacent properties.

This can be achieved by ensuring that:

- (a) Fill, other than that required for floodproofing purposes, is limited to a maximum height of one foot above the base surface (measured from the existing grades certified by a B.C. Land Surveyor at the four corners of the site)*;
- (b) Impervious surfaces are strictly limited;
- (c) The floodproofing apron is directly beneath and adjacent to the dwelling unit and does not extend beyond 15 feet from the dwelling unit;
- (d) Floodproofing fill does not exceed elevation 100 feet City datum;
- (e) The apron letdown merges inconspicuously into the prevailing landscape;
- (f) The letdown has a constant slope rather than a series of steps;
- (g) The slope of the letdown does not exceed 20%;
- (h) In the case of narrow side yard conditions the apron size is reduced or floodproofing is achieved by structural means;
- (i) There are no abrupt changes in grade at property lines;
- (j) Driveways, parking area and other nonhabitable uses are located below the flood construction level;
- (k) In the case of minor first storey additions to existing dwelling units, the first storey elevation may correspond to the first storey elevation of the existing principal dwelling unit.

* NOTE: base surface of sites corresponds approximately to the elevation of adjacent streets - see estimated street elevations for West Southlands - Figure 17.



STREET ELEVATIONS - WEST SOUTHLANDS

Source: Engineering Department

City of Vancouver Planning Department

Date August, 1987

Drawn I.G. Castle

Scale 1:65 000± No.



- (l) A filling and drainage plan, prepared by a Professional Engineer registered in the Province of B.C., to the satisfaction of the City Engineer, is provided, that clearly indicates:
- (i) existing grades of the subject site;
 - (ii) existing grades of the adjoining sites measured ten feet from the common property line;
 - (iii) proposed grades; and
 - (iv) drainage treatment.
- (m) The drainage and filling plan indicates runoff from the site, including impervious and filled areas, is directed to the City ditch system and not to adjacent lands.

Discussion

Similar guidelines to those applicable in the RA-1 District are necessary in West Southlands. The smaller prevailing 66 foot wide lots in the area result in an increased potential for fill on one site to negatively impact adjacent sites. Excess filling can result in flooding or ponding on adjacent lower lying lands.

The "Deposition or extraction of material so as to alter the configuration of the land", is listed as a conditional use in Section 3.2.D of the RS-1 Schedule in the Zoning and Development By-law. It is under this provision that the Director of Planning would regulate filling and drainage in West Southlands, in accordance with the above guidelines.

4.1.3 ACTION: INSTRUCT THE CITY ENGINEER AND THE DIRECTOR OF PLANNING TO NOTIFY AND CONSULT WITH PROPERTY OWNERS IN THE BLENHEIM FLATS, CELTIC ISLAND AND WEST SOUTHLANDS AREAS PRIOR TO IMPLEMENTING FLOODPROOFING REGULATIONS

Discussion

Notwithstanding the introduction of guidelines to minimize the impacts of filling in the floodplain, property owners remain concerned that new construction built to Provincial flood construction level standards will have a negative impact. In some cases the first floor elevation of new construction will be as much as 8.5 feet higher than the first floor elevation of existing dwelling units. Even with guidelines designed to promote compatibility and minimize impacts, the difference in height at the first floor level and resultant difference in total height will be pronounced.

Further, there continues to be concern that, should the dyking program not proceed, the net result will be new development which is incompatible with existing development and no protection for the 160 existing dwelling units built below the Flood Construction Level.

4.2 POLICY: APPROVE IN PRINCIPLE, A COMPREHENSIVE DYKING PROGRAM FOR THE SOUTHLANDS AREA ONLY, SUBJECT TO OBTAINING SENIOR GOVERNMENT SHARING AND PROPERTY OWNER APPROVAL FOR A LOCAL IMPROVEMENT SUCH THAT THE TOTAL CITY COST DOES NOT EXCEED \$425,000 FOR CAPITAL EXPENDITURES*

** NOTE Adopted by City Council on April 28, 1987*

Discussion

On April 15, 1986 City Council directed the City Engineer to carry out the study of a comprehensive dyking policy for a report back. Further detailed research and analysis proceeded through 1986 and early 1987.

On April 28, 1987 the City Engineer reported a number of dyking policy options for Council's consideration. City Council adopted the above policy statement and the following:

4.2.1 ACTION: INSTRUCT THE CITY ENGINEER TO APPLY FOR COST SHARING UNDER ANY APPLICABLE SENIOR GOVERNMENT PROGRAM, AND CONSIDER OPTIONS FOR DISTRIBUTION OF COST TO LOCAL PROPERTY OWNERS VIA LOCAL IMPROVEMENT*

4.2.2 ACTION: INSTRUCT THE DIRECTOR OF LEGAL SERVICES TO SEEK CHARTER AMENDMENTS FOR ASSESSING A PORTION OF THOSE COSTS AS A LOCAL IMPROVEMENT*

4.2.3 ACTION: INSTRUCT THE SUPERVISOR OF PROPERTIES TO NEGOTIATE FOR THE REQUIRED RIGHTS-OF-WAY FOR DYKE UPGRADING*

4.2.4 ACTION: THE CITY MANAGER TO REPORT BACK WITHIN SIX MONTHS ON THE RESULTS OF THE STAFF WORK*

** NOTE: Adopted by City Council on April 28, 1987*

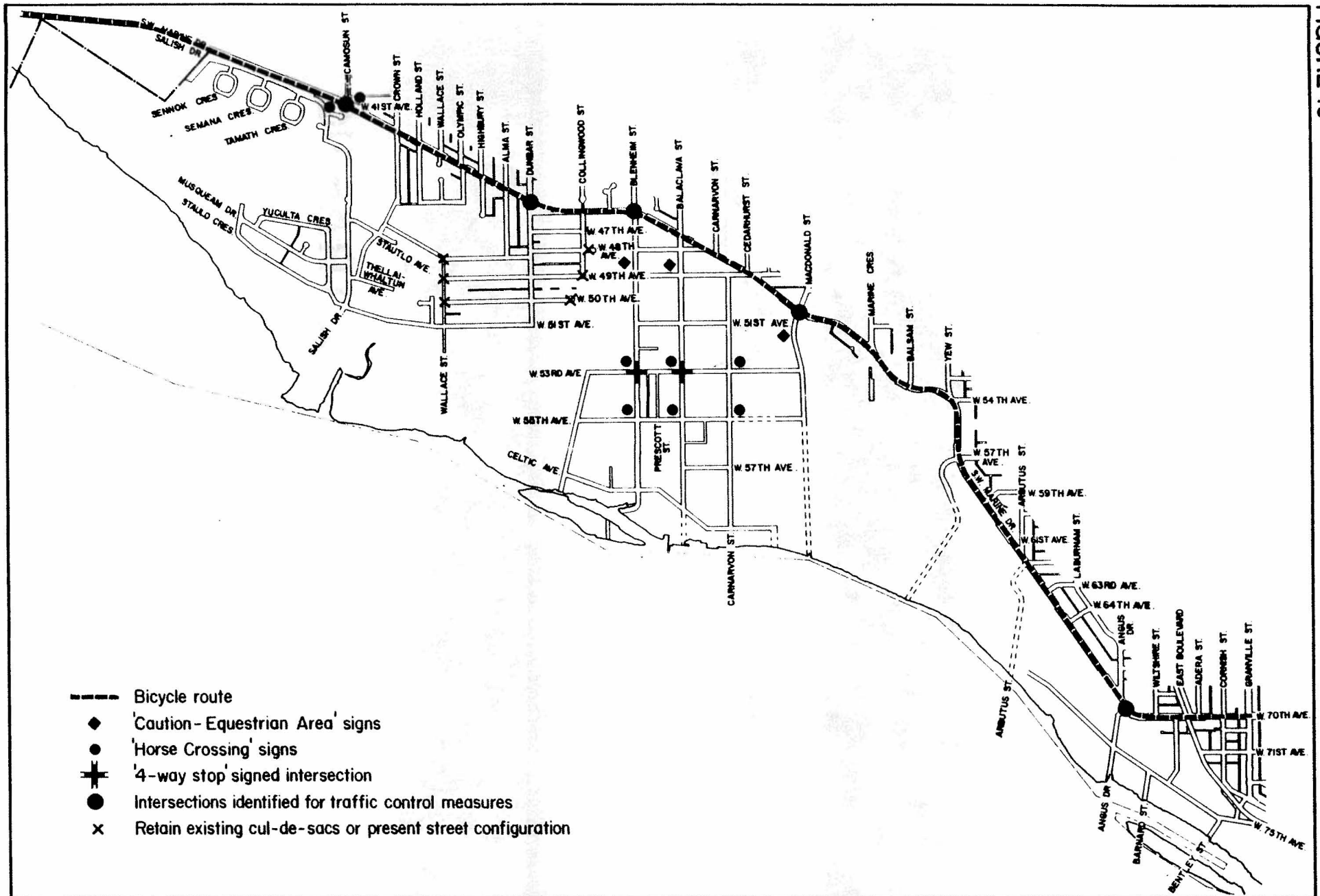
Discussion

The above policy and action framework entails a limited City financial commitment of \$425,000, based on the City's conclusion that there would be only a limited direct benefit to the City from a comprehensive dyking program in Southlands. The program would be possible if senior government funding and property owner cost sharing is secured. The total capital cost of a comprehensive standard dyke is estimated to be \$3.2 million. The Southlands Citizens' Planning Committee has expressed concern with the apparent lack of progress to date regarding this initiative.

■ **NOTE:** Please refer to Environment Chapter 1, Policy 1.3 and Parks and Recreation Chapter 2 Policy 2.1 which deal specifically with design and cost sharing aspects of dyke construction.

5. TRAFFIC

FIGURE 18



SOUTHLANDS : Proposed Traffic Improvements

City of Vancouver Planning Department

Date	May, 1987
Drawn	I.G. Castle
Scale	1: 24 000

↑

No.

5. TRAFFIC

GOALS: *TO IMPROVE STREET SAFETY FOR PEDESTRIANS, RIDERS, AND CYCLISTS*

TO MAINTAIN AND ENHANCE THE SEMI-RURAL, NATURAL CHARACTER IN BLenheim FLATS AND WEST SOUTHLANDS

TO MINIMIZE TRAFFIC IMPACTS RESULTING FROM FUTURE REDEVELOPMENT IN THE CELTIC ISLAND AREA

TO MAINTAIN AND ENHANCE THE SINGLE-FAMILY, ESTATE CHARACTER OF S.W. MARINE DRIVE AND ANGUS WEST

Discussion

Traffic issues and solutions were a high priority for the Southlands Citizens' Planning Committee (see Figure 18). It was often difficult to discuss traffic matters in isolation as they were related to a number of other factors including land use and density issues. Not unlike many other local areas of Vancouver, a major concern is protecting residential neighbourhoods from the negative impacts of through traffic.

In Blenheim Flats, the unique situation of horses crossing and sharing the same rights-of-way as vehicles and pedestrians requires special attention and unique solutions. S.W. Marine Drive is a significant arterial in the area serving the southwest sector of the City as well as commuters to and from the University of British Columbia. While not denying its functions as an arterial, the Southlands Citizens' Planning Committee endorsed policies and actions which also recognize the scenic drive and single-family estate character of the route. In addition, traffic measures were endorsed in the West Southlands and Angus Lands neighbourhoods.



BLenheim FLATS TRAFFIC

5.1 POLICY: SPECIFIC TRAFFIC CONTROL MEASURES REINFORCING STREET SAFETY AND THE UNIQUE SEMI-RURAL, EQUESTRIAN NATURE OF THIS COMMUNITY SHOULD BE INTRODUCED

5.1.1 ACTION: INSTRUCT THE CITY ENGINEER TO INSTALL "CAUTION - HORSES: MAXIMUM SPEED 30 KM PER HOUR" SIGNS AT ENTRANCE POINTS TO BLENHEIM FLATS AT MACDONALD, BALACLAVA, AND BLENHEIM STREETS

Discussion

These signs (see Figure 18) will quickly alert visitors that the Blenheim Flats is unique and special precautions are necessary when driving through the area.

5.1.2 ACTION: INSTRUCT THE CITY ENGINEER TO INSTALL FOUR-WAY STOP SIGNS AT THE INTERSECTIONS OF WEST 53RD AVENUE AND BLENHEIM STREET AND WEST 53RD AVENUE AND BALACLAVA

Discussion

These two intersections (see Figure 18) were identified by the SCPC as the most dangerous in the area. A combination of factors contributes to the problem including vehicles shortcutting along West 53rd Avenue to avoid delays on S.W. Marine Drive, north and south moving vehicles travelling on the main access routes of Blenheim and Balaclava Streets and equestrians crossing these intersections to access boulevard trails. Presently there is a two-way stop sign at West 53rd Avenue and Blenheim Street. However, this appears to have only limited effect, with north and south moving vehicles continuing to speed through the intersection. These intersections do not qualify for four-way stops under the City Engineer's "warrant system" which is based in part on vehicle volumes and accident rates. However, due to the unique circumstances involving horse, pedestrians and vehicles sharing the same rights-of-way it is considered justifiable and not precedent-setting with respect to the rest of the City.

5.1.3 ACTION: INSTRUCT THE CITY ENGINEER TO INSTALL "HORSE CROSSING" SIGNS AT THE FOLLOWING LOCATIONS:

- west side of Blenheim Street at West 53rd Avenue and 55th Avenue;
- west side of Balaclava Street at West 53rd Avenue and 55th Avenue; and
- east side of Carnarvon Street at West 53rd Avenue and 55th Avenue

Discussion

While it is expected the improved boulevard trail system will assist in keeping horses off the streets, equestrians will still need to cross streets at specific intersections to access the trails and continue to use streets where stable/facilities do not have direct access to designated boulevard trails.

It is important that faster moving north and south-bound traffic is alerted to the main east and west horse crossing routes on 53rd Avenue and 55th Avenue (see Figure 18). The critical situations

involve south-bound vehicles on Blenheim Street and Balaclava Street and north-bound vehicles on Carnarvon Street.

5.1.4 ACTION: INSTRUCT THE CITY ENGINEER TO REMOVE "EQUESTRIAN TRAFFIC PROHIBITED" SIGNS WHICH ARE LOCATED ON A NUMBER OF BOULEVARDS

Discussion

These signs were originally intended to identify those boulevards which were not designated boulevard trail routes. However, the location and meaning of these signs has been a continuing source of confusion.

5.1.5 ACTION: INSTRUCT THE CITY ENGINEER TO RETAIN EXISTING UNPAVED SHOULDERS AND DITCHES WITH NO SIDEWALKS OR CURBS

Discussion

The present street design including the narrow pavement widths, wide boulevards with ditches and gravelled paths is a significant positive contribution to the semi-rural character of the area. This character should be maintained and not compromised by the introduction of wider pavement widths, curbs, gutters, and sidewalks.

5.1.6 ACTION: INSTRUCT THE CITY ENGINEER AND THE DIRECTOR OF PLANNING, IN THE FUTURE PLANNING OF THE CELTIC ISLAND AREA, TO RETAIN BLenheim STREET AS THE PRINCIPAL ACCESS ROUTE TO DEVELOPMENT ON DEERING ISLAND

Discussion

Blenheim Street has historically been the principal access route to the Celtic Island Area, and specifically the B.C. Packers Celtic Shipyard. The Southlands Citizens' Planning Committee voiced concern regarding increased traffic impacts on all Blenheim Flats streets but, in particular, Carrington Street, which could be significantly impacted by traffic accessing Deering Island from the Carrington Street Bridge. The preferred access to the Island is via Blenheim Street and Celtic Avenue, not Carrington Street, West 55th Avenue, and West 53rd Avenue.

SOUTHWEST MARINE DRIVE TRAFFIC

5.2 POLICY: ANY FUTURE MODIFICATIONS TO S.W. MARINE DRIVE SHOULD BE DEVELOPED IN A MANNER WHICH RESPECTS THE SINGLE-FAMILY ESTATE AND SCENIC DRIVE CHARACTER OF THE ROUTE

S.W. Marine Drive is a key east/west arterial through the south-west sector of Vancouver. In the Southlands area it carries between 12,000 and 18,000 vehicles per day. It is a designated truck route, with building lines which correspond to a 100 foot right-of-way. In addition to carrying Point Grey, Kerrisdale and Southlands residents to and from Vancouver, Richmond and Vancouver International Airport destinations, it is a significant commuter route to the University of British Columbia. However, in addition to this arterial role, S.W. Marine Drive is also a well-known scenic route featuring magnificent residential estates and affording a variety of spectacular views and vistas to the south and west. While not denying the arterial role of S.W. Marine Drive, the Southlands Citizens' Planning Committee is adamant in its opposition to any future widening of S.W. Marine Drive beyond that which has occurred at intersections such as West 49th Avenue, Blenheim Street and Dunbar Street.

5.2.1 ACTION: INSTRUCT CITY STAFF AND ADVISE RELATED AGENCIES THAT IN RESPONSE TO IMPROVING SAFETY, REDUCING CONGESTION AND SHORT-CUTTING THROUGH ADJACENT NEIGHBOURHOODS, THE FOLLOWING TRAFFIC CONTROL MEASURES BE GIVEN A FIRST PRIORITY:

- synchronization of traffic lights at Dunbar Street and Blenheim Street at Southwest Marine Drive during peak traffic periods;
- restricting left-hand turns from Blenheim Street onto Southwest Marine Drive during peak traffic periods;
- improvements in bus service and car pooling to UBC;
- improvements to visibility at intersections by trimming landscaping on City-owned boulevards (e.g. MacDonald Street and S.W. Marine Drive);
- strictly enforcing by-laws prohibiting street vending on S.W. Marine Drive; and
- strictly enforcing by-laws prohibiting passing on the right and driving over the speed limit.

Discussion

These traffic control and other measures were generated through the Southlands Citizens Planning Program in response to a variety of recognized problems including safety, congestion and shortcutting (see Figure 18). They were also generated as a first priority alternative set of responses to widening the paved portion of S.W. Marine Drive. The Committee felt that effective alternatives should be implemented wherever possible.

5.2.2 ACTION: INSTRUCT THE CITY ENGINEER TO DEVELOP ANY FUTURE MODIFICATIONS TO S.W. MARINE DRIVE IN CONSULTATION WITH AFFECTED RESIDENTS, THE CITY'S BICYCLE ADVISORY COMMITTEE, UNIVERSITY OF B.C. REPRESENTATIVES, AND OTHER AFFECTED PARTIES

Discussion

While the City Engineer has indicated there are no present plans to widen S.W. Marine Drive, the Southlands Citizens' Planning Committee is concerned that any future modifications be developed in consultation with the community and other affected parties such as the University of British Columbia.



5.2.3 ACTION: INSTRUCT THE CITY ENGINEER TO CONSIDER, IN ANY FUTURE S.W. MARINE DRIVE CONSULTATIVE PROCESS, (SEE ACTION ABOVE) THE STRONGLY HELD VIEW OF THE SOUTHLANDS CITIZENS' PLANNING COMMITTEE THAT THE FOLLOWING DESIGN PRINCIPLES BE ADHERED TO:

- existing boulevard trees be preserved;
- existing boulevard widths be maintained;
- shoulders remain unpaved;
- wooden curbs sufficient to protect boulevard landscaping be employed;
- no more than two paved lanes for continuous traffic be maintained; and
- no further widening at intersections be permitted.

Discussion

These measures reflect a strong community desire for maintaining the single-family estate and scenic drive character of S.W. Marine Drive. While a consultative process will need to address a variety of issues and inputs, it should also consider the views of the Southlands Citizens' Planning Committee including their fundamental principle that there be no further widening of S.W. Marine Drive.

5.2.4 ACTION: INSTRUCT THE CITY ENGINEER, IN CONSULTATION WITH THE CITY'S BICYCLE ADVISORY COMMITTEE AND THE COMMUNITY, TO REPORT BACK ON THE DESIGN AND COST OF IMPLEMENTING A CONTINUOUS BICYCLE PATH ON S.W. MARINE DRIVE BETWEEN MARPOLE AND THE UNIVERSITY ENDOWMENT LANDS

Discussion

- The benefits of implementing a safe, continuous path along S.W. Marine Drive are numerous. As a link to UBC and the Southlands Park and Trail Network (see Chapter 2, Parks and Recreation) this route will continue to be a popular one for cyclists. Presently the two paved lanes and gravel shoulders do not provide a satisfactory path for cyclists, particularly during peak vehicle volume periods. A number of possible right-of-way alternatives were examined in the Southlands Planning Program. A trail separated from the moving lanes was suggested but not supported by the City's Bicycle Advisory Committee nor by a number of S.W. Marine Drive residents.

Design, location and cost details need to be further investigated and reported to Council before proceeding with implementation.

WEST SOUTHLANDS TRAFFIC

5.3 POLICY: *EXISTING STREET AND LANE CONFIGURATIONS AND TRAFFIC MOVEMENT PATTERNS WHICH CONTRIBUTE TO THE SEMI-RURAL, SINGLE-FAMILY CHARACTER OF THE AREA SHOULD BE RETAINED*

5.3.1 ACTION: INSTRUCT THE CITY ENGINEER AND ADVISE THE MUSQUEAM INDIAN BAND THAT THE EXISTING CLOSED STREETS (CUL-DE-SACS) AT WEST 48TH, 49TH, AND 50TH AVENUES AND THE WALLACE STREET RIGHT-OF-WAY REMAIN CLOSED TO VEHICULAR TRAFFIC AND THE PRINCIPAL VEHICULAR ACCESS ROUTES TO THE MUSQUEAM RESERVE REMAIN WEST 51ST AVENUE, CROWN STREET AND SALISH DRIVE

Discussion

The existing unopened and cul-de-sac streets in West Southlands including West 48th, 49th, and 50th Avenues (see Figure 18) help protect the area from the intrusion of through traffic. Vehicles presently access the Musqueam Golf Centre and the Musqueam Reserve from either Dunbar Street and West 51st Avenue or from Salish Drive. The present configuration ensures that through traffic does not overly impact any one adjacent neighbourhood and this configuration should continue.

5.3.2 ACTION: INSTRUCT THE CITY ENGINEER TO RETAIN EXISTING UNPAVED SHOULDERS AND DITCHES WITH NO SIDEWALKS OR CURBS AND RETAIN EXISTING UNOPENED LANE CONFIGURATION IN WEST SOUTHLANDS

Discussion

Retention of these elements responds to both the maintenance of semi-rural character and maintenance of the present storm water drainage system in the area. Increasing impervious areas by way of street and lane construction could aggravate the present drainage system which relies on the slow dispersal of runoff from the area.

5.3.3 ACTION: INSTRUCT THE CITY ENGINEER, IN CONSULTATION WITH THE COMMUNITY, TO MODIFY THE PEDESTRIAN/EQUESTRIAN ACTIVATED CROSSING AT S.W. MARINE DRIVE AND WEST 41ST AVENUE, AND TO INSTALL "HORSE CROSSING" SIGNS

Discussion

This crossing links the University Endowment Lands trail system and the Southlands trail system (see Figure 18). It is the busiest intersection which must be crossed through the entire length of both systems. At present the signal buttons designed for pedestrians are inconvenient and potentially dangerous for equestrian traffic. Additional buttons at a higher point on the poles, facing away from the street should be implemented. "Horse crossing" signs should be installed to warn motorists of the crossing.

5.3.4 ACTION: INSTRUCT THE CITY ENGINEER TO RETAIN, IN ITS EXISTING NATURAL STATE, THE "WOODED TRIANGLE" AT THE INTERSECTION OF S.W. MARINE DRIVE AND DUNBAR STREET

Discussion

The City-owned "wooded triangle" at the southeast corner of Southwest Marine Drive and Dunbar Street presents an appropriate gateway to the semi-rural natural area of West Southlands. It is presently held for street-widening purposes as part of the Southwest Marine Drive right-of-way but much of it would remain even if Southwest Marine Drive were widened. In this sense it is a "naturally" landscaped island and is not large enough to constitute a legal parcel which could be sold for residential development. The Southlands Citizens' Planning Committee supports retaining the triangle in its present natural state.

ANGUS LANDS TRAFFIC

5.4 POLICY: IMPACTS OF TRAFFIC GENERATED BY ANGUS LANDS DEVELOPMENT SHOULD BE MINIMIZED*

■ * NOTE: Chapter 2, Parks and Recreation refers to the future of the Arbutus Street right-of-way south of Southwest Marine Drive.

Discussion

Traffic generated by the new Fraser River Park and proposed residential and industrial/office development in the Angus Lands area will be significant. The new 17 acre park, 78 single family dwelling units and approximately 200,000 square feet of industrial/office space, constitutes a substantial new demand on the local street system. While it has been determined that the present street configuration, with improvements, can handle the forecasted volumes, some critical areas need to be addressed.

5.4.1 ACTION: INSTRUCT THE CITY ENGINEER TO REVIEW POTENTIAL IMPACTS OF TRAFFIC GENERATED BY ANGUS LANDS DEVELOPMENT AND REPORT BACK WITHIN SIX MONTHS ON APPROPRIATE TRAFFIC MANAGEMENT MEASURES

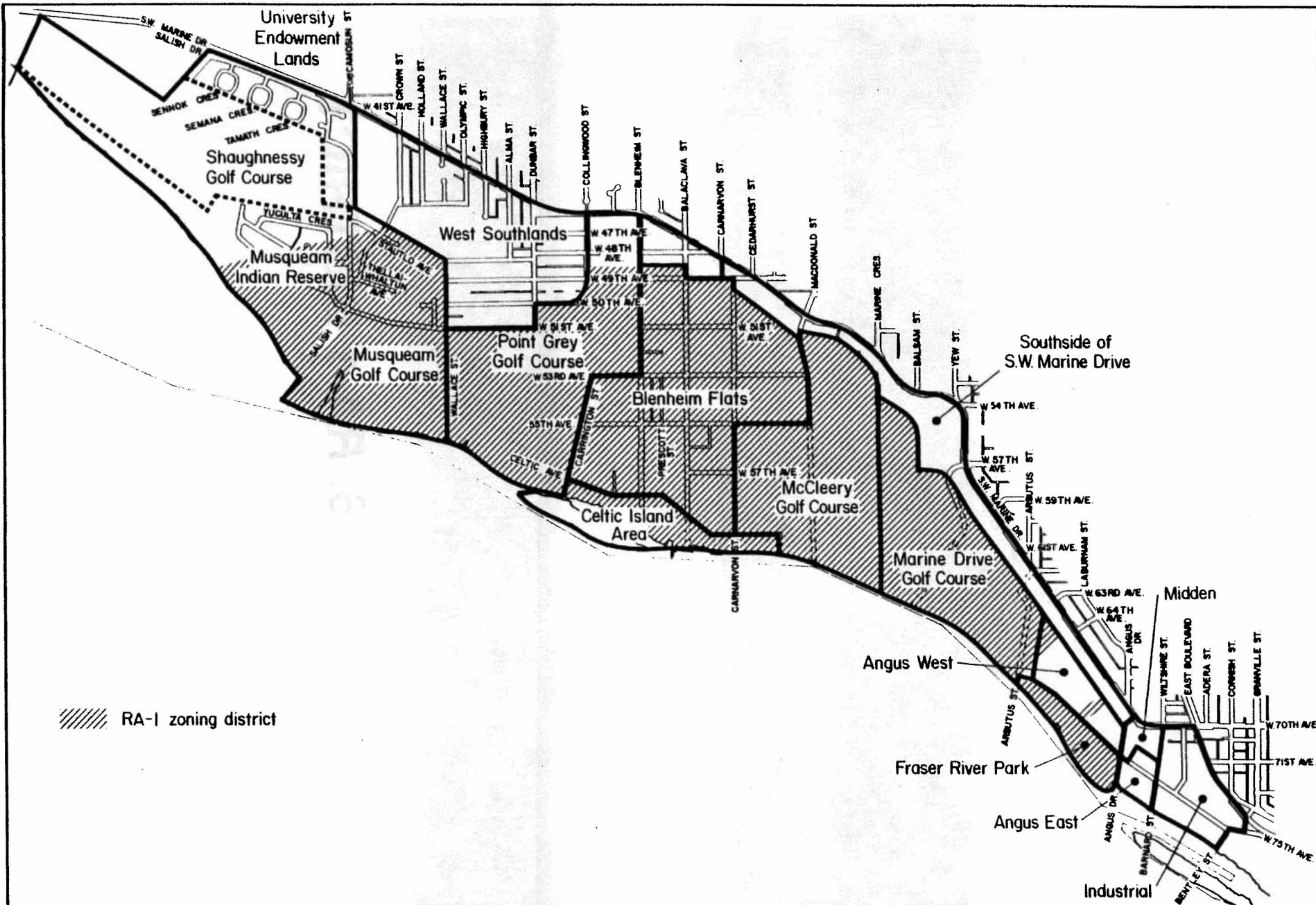
Discussion

In anticipation of ongoing redevelopment of Angus Lands the following specific traffic issues should be addressed:

- the need to ensure that Milton Street and Barnard Street via West 75th Avenue remain the principal access points to the area;
- the need to discourage traffic from using Angus Drive as the principal access route due to the narrow useable street width and curve on a steep grade;
- the need to keep truck and other industrial/office related traffic from using Angus Drive; and
- the need to address the intersection of Angus Drive and Southwest Marine Drive, an intersection with poor visibility which will experience an increasing number of pedestrians crossing and left-hand turning vehicles.

6. RA-1 DISTRICT

FIGURE 19



SOUTHLANDS: Sub-Areas with RA-I Zoning

City of Vancouver Planning Department

Date May, 1987

Drawn I.G. Castle

Scale 1: 24000

No.



6. RA-1 DISTRICT

GOALS: *TO MAINTAIN AND ENCOURAGE SEMI-RURAL CHARACTER*

TO PRESERVE AND ENHANCE EQUESTRIAN AND RELATED ACTIVITIES

TO PRESERVE AND ENHANCE RECREATIONAL ACTIVITY

TO RESOLVE THE ISSUE OF FLOODPROOFING IN SOUTHLANDS WITHOUT ALTERING THE CHARACTER OF THE AREA

Discussion

The RA-1 (Limited Agricultural) District Schedule was introduced in 1955, and responded to a number of prevailing factors in the Southlands area. The 2.25 acre minimum parcel size reflected the lack of municipal services and need to maintain parcels large enough for on-site septic field sewage disposal as well as the need to maintain low residential densities in a potentially flood prone area. The agricultural context of the zoning reflected the historically prevailing use of the floodplain lands which in later years principally became truck gardens, nurseries, equestrian operations and golf courses. The introduction of the Agricultural Land Reserve designation in 1973 further protected and reinforced the prevailing agricultural context of the area.

The three principal subareas (see Figure 19) of the Southlands RA-1 District include:

- Blenheim Flats (212 acres)
- Musqueam Indian Reserve (203 acres of RA-1 zoned land including the Musqueam Golf Centre)
- Golf Courses, including Marine Drive, McCleery and Point Grey, (417 acres)

■ Angus West lands also constitute part of the RA-1 District, however a portion of this area was rezoned to CD-1 Comprehensive Development District in 1986 (see Angus Lands Summary, Appendix II).

Of the three RA-1 subareas, Blenheim Flats received by far the most attention during the planning program. Blenheim Flats (see Figure 20) is the principal residential and equestrian activity centre, subject in recent years to the strongest pressures for more urban forms of development. There are 94 parcels in the area ranging in area from the 16 acre Southlands Riding Club to .17 acre sites. A majority of the land area consists of lots 2.25 acres and over in size. While the golf courses and Musqueam Reserve areas require broad policy attention, which will be presented, the Blenheim Flats area became the focal point for key amendments to the RA-1 zoning. Due to the urgency of responding to development pressures, a detailed review and analysis of the zoning question was conducted by Planning staff and the Southlands Citizens' Planning Committee. A full range of residential density options were examined against a number of evaluation criteria.

APPENDIX III

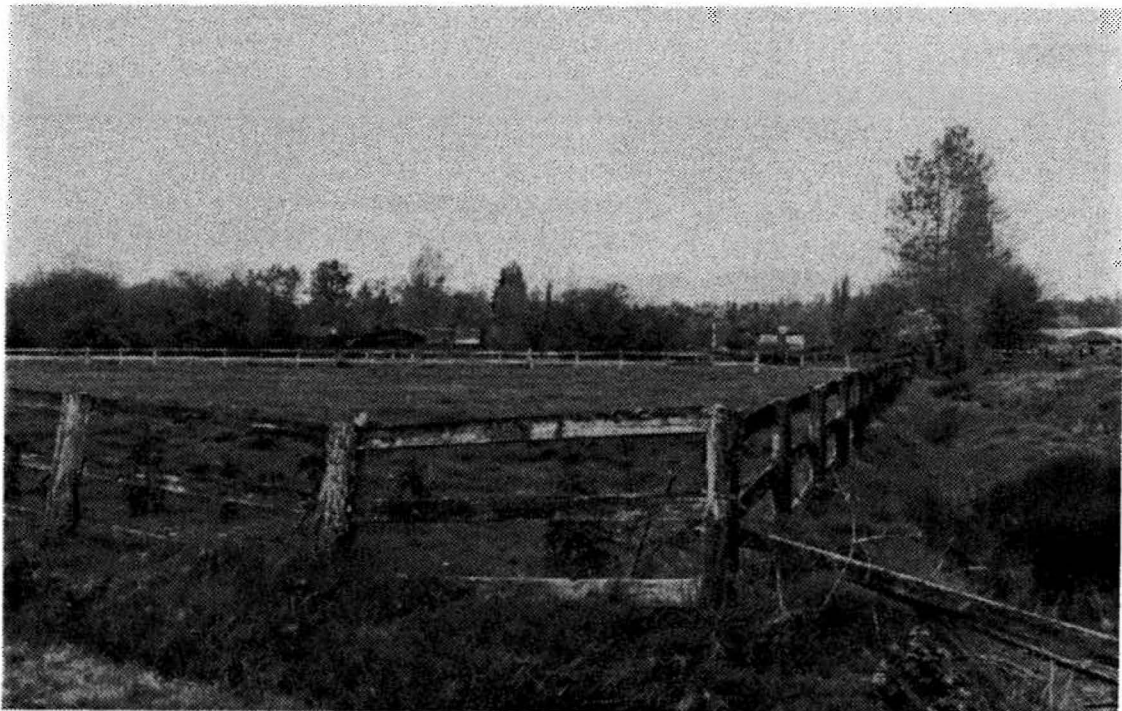


On April 15, 1986 the Director of Planning presented a framework for Council to make a strong commitment with respect to the future of all RA-1 lands. It was noted that a decision to approve a higher density rezoning on Angus West lands could very well set a precedent for the rest of the RA-1 area unless Council was prepared to draw a line and make a strong commitment in the rest of the RA-1 area to the preservation of semi-rural character and equestrian activities, little or no change to residential density, preservation of the golf courses, preservation of the Agricultural Land Reserve status and the continuation of on-site sanitary servicing for the majority of the area. It was further noted that the Agricultural Land Reserve status and on-site servicing represented reinforcement or protection of the prevailing semi-rural, low-density and passive recreational aspects of Southlands.

In accordance with this commitment, Council unanimously approved the following:

- A. In the interests of preserving a low density, semi-rural future for the Blenheim Flats area, support in principle, a modified RA-1 Zoning Schedule which allows no more than one dwelling unit per acre (including caretaker's units). Further that there be no change to the present minimum parcel size of 2.25 acres.
- B. Instruct the Director of Planning to do further detailed analysis with respect to developing a modified RA-1 Zoning Schedule and design guidelines in accordance with recommendation (A).
- C. Affirm that any modifications to the RA-1 Zoning Schedule would only be considered on the basis that these modifications will not result in Blenheim Flats or golf course properties being removed from the Agricultural Land Reserve nor will result in the requirement for comprehensive off-site servicing systems."

The Agricultural Land Commission indicated its initial support for this policy direction in April 1986 and confirmed its support for the amended RA-1 Schedule in July 1987.



The key objectives which emerged from the RA-1 study included the following:

- encourage semi-rural and equestrian character;
- discourage the largest most obtrusive forms of residential development;
- maintain views and vistas through sites;
- encourage informal semi-rural landscape treatment of open areas and edges of sites;
- permit small infill units on sites over 2.25 acres;
- permit small-scale retail activity related to stables (tack shops) and nurseries; and
- ensure adequate floodproofing, on-site sewage disposal and on-site drainage.

Proceeding to a more detailed level of analysis the following RA-1 Development Principles were generated.

6.1 POLICY: IN ORDER TO GUIDE FUTURE DEVELOPMENT IN THE RA-1 AREA, THE FOLLOWING DEVELOPMENT PRINCIPLES SHOULD BE ADOPTED*

** NOTE: On April 28, 1987 City Council adopted these RA-1 Development Principles.*

Notations in parenthesis refer to sections of the amended RA-1 Schedule and other regulations which address the respective development principles.

INTENT

The intent of the amended schedule is to:

Maintain and encourage the semi-rural, equestrian, and limited agricultural nature of the District, to permit one-family dwellings, and in specific circumstances infill one-family dwellings. [1]

EQUESTRIAN AND LIMITED AGRICULTURAL USES

1. Introduce liberal upper limits on floor space and site coverage for equestrian and limited agricultural use. [4.7.1(b), (c) and 4.8.1(b), (c)]
2. Maintain existing ratio of 1 horse to 2500 square feet of site area, but do not include portions of sites devoted to dwelling uses and ancillary to dwelling uses. [3.3.1 and 4.8.2]
3. Permit stables as a second principal building on a site thus enabling the leasing or subsequent strata titling of stable operations. [3.2.AG]

4. Permit small infill one-family dwellings on sites 2.25 acres and over which have medium to large stable operations, thus allowing the separate strata titling of infill units on sites which provide significant equestrian facilities. [3.3.3]
5. Permit retail only in conjunction with stables (tack shop) and nurseries with strict limits on floor area and other conditions of use in order to permit necessary but strictly controlled retail activities. [3.3.4 and 3.3.5]
6. Permit riding rings on large sites with strict limits on floor area and attention to negative impacts. [Section 11.5, Zoning and Development By-law]

DWELLING AND ANCILLARY TO DWELLING USES

1. Introduce strict maximum limits on the size of dwelling and ancillary to dwelling uses in order to discourage large residential estates which compromise the prevailing semi-rural and equestrian character. [4.7.1(a) and 4.8.1(a) and 4.8.2]
2. Introduce strict maximum limits on the proportion of the width and depth of a site which can be occupied by dwelling uses, thus preserving views and vistas through sites to open semi-rural and equestrian areas. [4.16.1 and 4.16.2]
3. Restrict caretakers' units in conjunction with one-family dwellings to sites 0.5 acres and over and apply strict maximum on floor area as well as other conditions of use, in order to reinforce legitimate caretaker function. [3.3.2]
4. Floodproofing of dwellings to meet Provincial Flood Construction Levels for the area, with strict limits on the amount and location of fill in order to provide adequate flood protection while respecting the low-lying floodplain amenity of the area. [By-law provisions to be introduced after Charter amendments enabling regulatory authority.]
5. Sewage disposal to be done through:
 - (a) connections to the City's system, where possible;
 - (b) on-site septic fields; or
 - (c) holding tanks and pumpout.

On-site systems to be designed by a professional engineer in compliance with provincial sewage disposal regulations [BC Reg. 411-85, Section 7, "alternate methods"], and to the satisfaction of the City's Medical Health Officer.

6. On-site storm water retention systems to collect storm runoff from impermeable areas and drain them to ditches are necessary to protect adjacent properties. These systems to be designed by a professional engineer. [This principle is superseded by a filling and drainage section of Southlands RA-1 Guidelines, See Floodplain Management, Chapter 3.]

OTHER AREAS

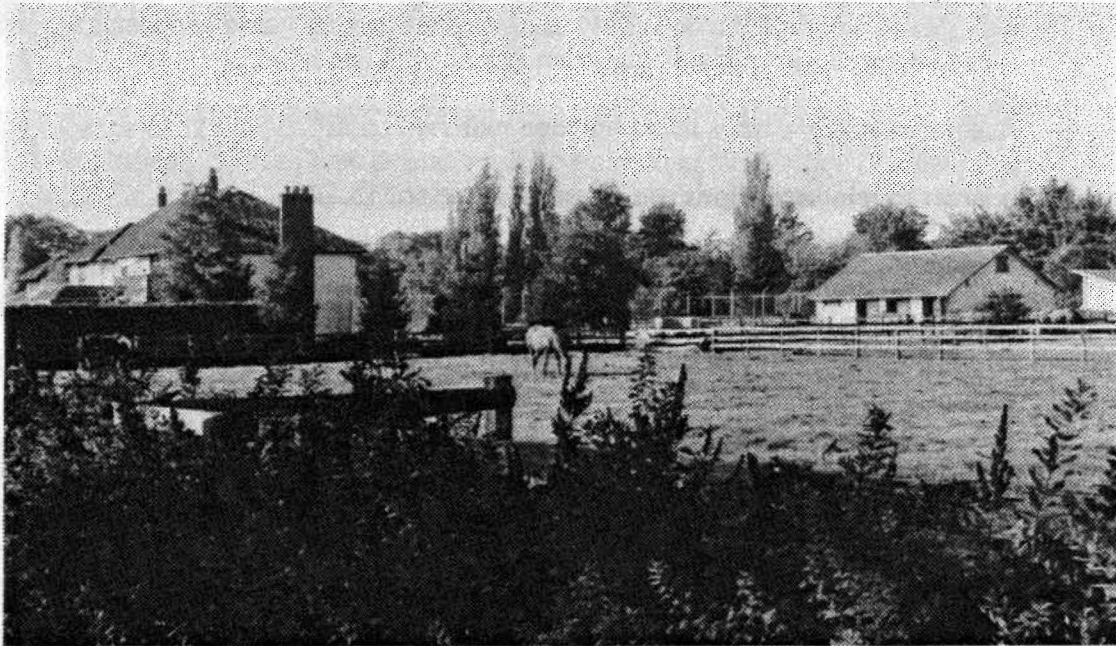
Permit maximum height of 30 feet for all buildings, relaxable to 35 feet in specific circumstances. [4.3.1 and 5.2]

6.1.1 ACTION: INSTRUCT THE DIRECTOR OF PLANNING TO MAKE APPLICATION TO AMEND THE ZONING AND DEVELOPMENT BY-LAW IN ACCORDANCE WITH THE DEVELOPMENT PRINCIPLES AND TO PREPARE THE RA-1 GUIDELINES.*

* *NOTE: Approved by City Council on April 28, 1987. The amended RA-1 Schedule was enacted on October 6, 1987 and the Southlands RA-1 Guidelines were adopted by resolution of Council on October 20, 1987.*

Discussion

The provisions of the amended RA-1 Schedule are designed to represent a balance between addressing critical semi-rural and equestrian factors while not excessively limiting development potential. The provisions represent a maximum development potential threshold beyond which the significant objectives of maintenance of semi-rural and equestrian character are compromised.



6.1.2 ACTION: INSTRUCT THE DIRECTOR OF PLANNING, IN CONSULTATION WITH THE CITY ENGINEER, TO MAKE APPLICATION TO AMEND THE PARKING BY-LAW TO ENSURE SUFFICIENT PARKING AND LOADING IS PROVIDED IN CONJUNCTION WITH STABLE AND NURSERY OPERATIONS

Discussion

Stable and nursery operations, particularly those with commercial components, can generate a significant parking demand. On-street parking in the area is limited by the narrow width of streets. A preliminary review suggests that there should be one parking space required for every two horse stalls in the case of stables, and in the case of nurseries, the parking required should relate to the amount of retail and possibly greenhouse floor area. Following confirmation of appropriate requirements, the Director of Planning will proceed to make application to amend the Parking By-law.



6.2 POLICY: THE CONTINUED USE OF RA-1 GOLF COURSE LANDS AS GOLF COURSES SHOULD BE SUPPORTED*

** NOTE: This policy was adopted by City Council on April 15th, 1986.*

Discussion

The RA-1 golf courses of Marine Drive, McCleery, Point Grey and Musqueam (within the Musqueam Reserve) total 417 acres which represents one-third of the total Southlands area (see Figure 19). This long established land use within the Fraser River floodplain contributes greatly to the maintenance of the semi-rural, low-density character of the area. The Agricultural Land Commission has confirmed their continued support for maintenance of golf courses within the Agricultural Land Reserve. The golf courses are important in a regional context not only for their agricultural potential, but more importantly, in event of the relocation of a private golf course such as Marine Drive or Point Grey, this relocation could be at the expense of productive agricultural land elsewhere in the region.

6.2.1 ACTION: INSTRUCT THE DIRECTOR OF PLANNING TO MAINTAIN GOLF COURSE USE AS AN APPROVABLE CONDITIONAL USE WITHIN THE RA-1 SCHEDULE*

* *NOTE: The amended RA-1 Schedule approved by City Council on July 22, 1987, retains the conditional use of 'Golf Course'.*

Discussion

Retaining "Golf Course" as a conditional use in the RA-1 Schedule reflects the City's continued support for golf courses in the area. After a review of the golf course operations and possible zoning responses, it is concluded there is no particular need to generate specific conditions of use or a specific "golf course" zoning schedule. Golf courses will remain legally conforming uses within the RA-1 District. However, the conditional use designation will allow the City to review and regulate potentially incompatible development on golf courses, such as large ancillary buildings or parking areas.

While there are no indications that any of the RA-1 golf courses will be relocated or redeveloped, in the event that this occurs in the future, the amended RA-1 Schedule will appropriately guide future development.



6.3 POLICY: FUTURE DEVELOPMENT OF CELTIC ISLAND RA-1 AND RS-1 LANDS SHOULD BE COMPATIBLE WITH THE PREVAILING SEMI-RURAL AND EQUESTRIAN CHARACTER OF THE SURROUNDING AREA

Discussion

There are a number of policy and action statements related to the Celtic Island area in Environment (Chapter 1), and Parks and Recreation (Chapter 2), and Equestrian (Chapter 3). Council adopted six policy objectives for the Celtic Island area in March 1986, (see Chapter 2) including:

"Protect and enhance the semi-rural and equestrian character of the area."

6.3.1 ACTION: INSTRUCT THE SUPERVISOR OF PROPERTIES TO MAKE APPLICATION TO CONSOLIDATE THE NINE "66-FOOT" CITY-OWNED LOTS ON CELTIC AVENUE TO NO MORE THAN 3 LOTS, AVERAGING APPROXIMATELY .9 ACRES IN AREA

6.3.2 ACTION: REQUEST THE PROVINCIAL GOVERNMENT MAKE APPLICATION TO CONSOLIDATE THE TEN "66-FOOT" PROvincially-OWNED LOTS TO NO MORE THAN 4 LOTS, AVERAGING APPROXIMATELY 1.0 ACRE IN AREA

Discussion

There are nineteen 66-foot wide lots fronting the south side of Celtic Avenue between Carnarvon and Blenheim Streets (see Figure 20). Their average area is approximately one-third of an acre, well below the two and one-quarter acre minimum parcel size permitted in the RA-1 Zoning District.

- While Chapter 2, Parks and Recreation and Chapter 3, Equestrian Activity, advocate park, open space and equestrian uses for these sites, in the event they are sold and developed for residential purposes, it would be appropriate that the lot sizes are more in conformity with those of neighbouring RA-1 lots. Lots of approximately .9 - 1.0 acres in size would represent a balance between responding to the prevailing semi-rural and equestrian character, while not significantly reducing the inherent value of the lots in their present size. Lots of approximately 1 acre in size are more readily developable as semi-rural, equestrian sites than the present restrictive 66-foot wide, one-third acre sites.

6.4 POLICY: DEVELOPMENT ON THE MUSQUEAM RESERVE SHOULD BE COMPATIBLE WITH THE ADJACENT SEMI-RURAL, LOW-DENSITY RA-1 AND RS-1 ZONED LANDS

Discussion

The Musqueam Reserve (416 acres) consists of four distinct subareas:

- Musqueam Village (165 acres);
- Musqueam Leaslands (98 acres);
- Shaughnessy Golf Course (160 acres); and
- Musqueam Golf Centre (53 acres).

The Reserve is presently zoned RS-1 and RA-1 but existing development does not reflect the zoning designations with a portion of the Musqueam Village and Musqueam Leaslands falling within the RA-1 District (see Figure 19).

Under federal jurisdiction the Reserve is not subject to municipal land use or zoning by-laws. However, the Reserve is within the City of Vancouver boundaries and some influence over land use and development does exist through servicing contracts between the City and the Musqueam Band. In addition, it is important for the City to continue to indicate, through the Zoning and Development By-law, what are considered appropriate land uses, as well as appropriate forms and densities of development.

6.4.1 ACTION: INSTRUCT THE DIRECTOR OF PLANNING AND OTHER RELEVANT DEPARTMENTS TO CONTINUE WORKING WITH THE MUSQUEAM BAND REGARDING FUTURE DEVELOPMENT ON THE RESERVE AND ADJACENT RA-1 AND RS-1 LANDS

Discussion

- Notwithstanding the City's limited regulatory control, it is important for the City, the Band and neighbouring property owners (including the Point Grey Golf Club and West Southlands residents) to continue to communicate and cooperate on issues of mutual concern such as floodproofing (see ■ Floodplain Management Chapter 4), and traffic impacts (see Traffic, Chapter 5). Issues such as protection of the environment and park and trail development are also of mutual concern. Specific proposals such as a vehicular link through the Reserve to Ione Island, accessing a ferry terminal, would have significant impacts and implications for not only Southlands but the entire southwest sector of the City. Communication and cooperation with the Band has been reasonably successful in the past and should continue.

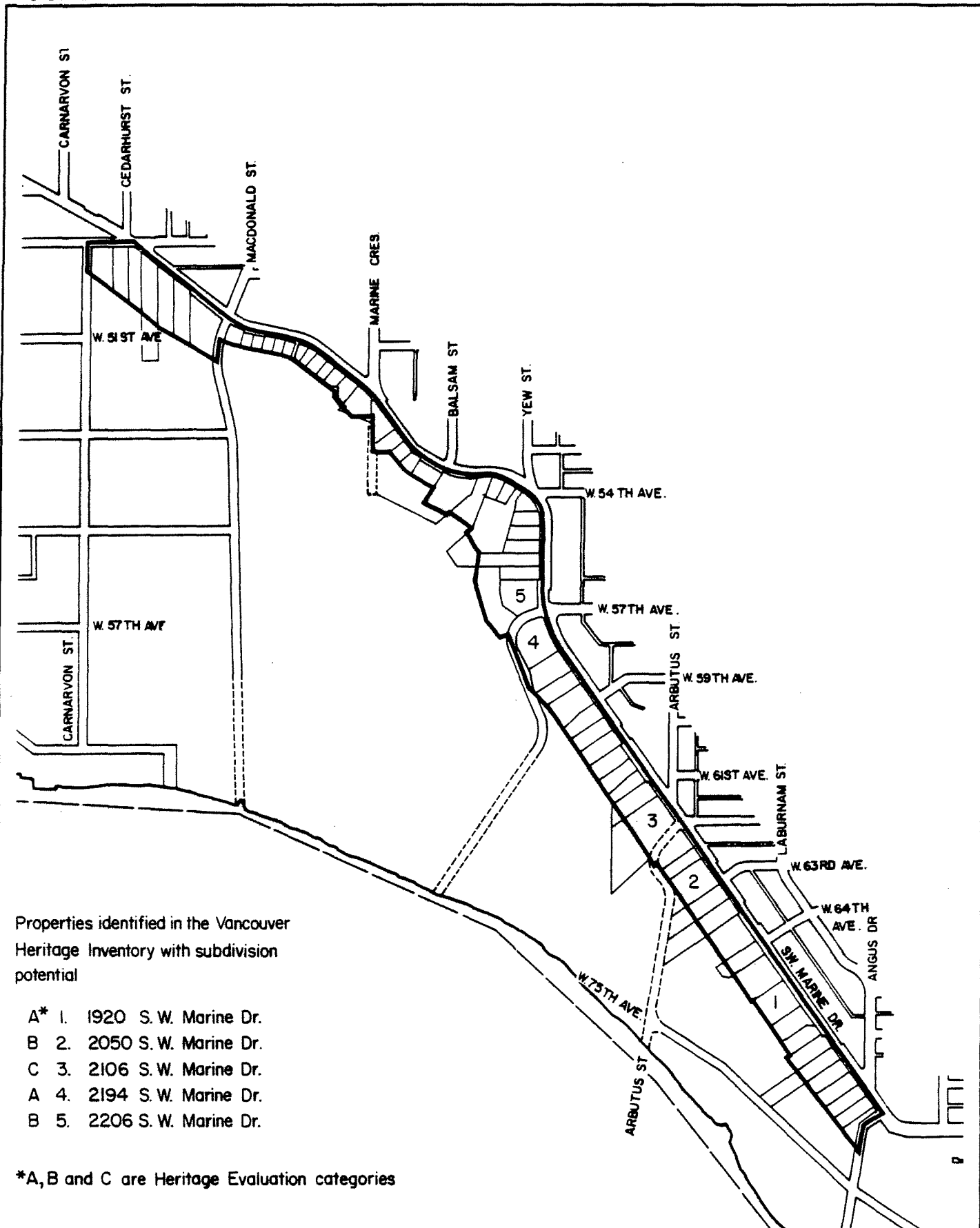
6.4.2 ACTION: INSTRUCT THE DIRECTOR OF PLANNING IN CONSULTATION WITH THE MUSQUEAM BAND TO ADDRESS THE RA-1 AND RS-1 ZONING DESIGNATIONS IN THE RESERVE

Discussion

Approximately 170 acres of the Musqueam Reserve is zoned RA-1 and 230 acres is zoned RS-1. A subdivision plan which was registered in 1972 included 50 lots which fall in the RA-1 portion of the Reserve, but do not conform to the two and one-quarter RA-1 minimum parcel size. These lots average approximately 70 feet by 120 feet and 8,400 square feet in area. In consultation with the Musqueam Band the City should pursue resolving the inconsistency between the subdivision pattern and the existing zoning.

**7. SOUTH SIDE
S.W. MARINE DRIVE
(ESCARPMENT)**

FIGURE 21



**SOUTHLANDS : South side S.W. Marine Drive Study Area
(1800-3000 blocks)**

City of Vancouver Planning Department

Date May, 1987

Drawn I.G.Castle

Scale —

No.



7. SOUTH SIDE S.W. MARINE DRIVE (ESCARPMENT)

GOALS: *TO MAINTAIN AND ENHANCE THE SINGLE-FAMILY,
ESTATE CHARACTER*

*TO PROTECT THE ENVIRONMENTALLY SENSITIVE
ESCARPMENT LANDS*

Discussion

The south side of S.W. Marine Drive is a 69 acre subarea of Southlands bounded by Carnarvon on the west, Angus on the east, Southwest Marine Drive on the north, and the RA-1 District on the south (see Figure 21). The area contains 67 properties zoned RS-1 and a 2.18 acre CD-1 (Comprehensive Development) parcel.

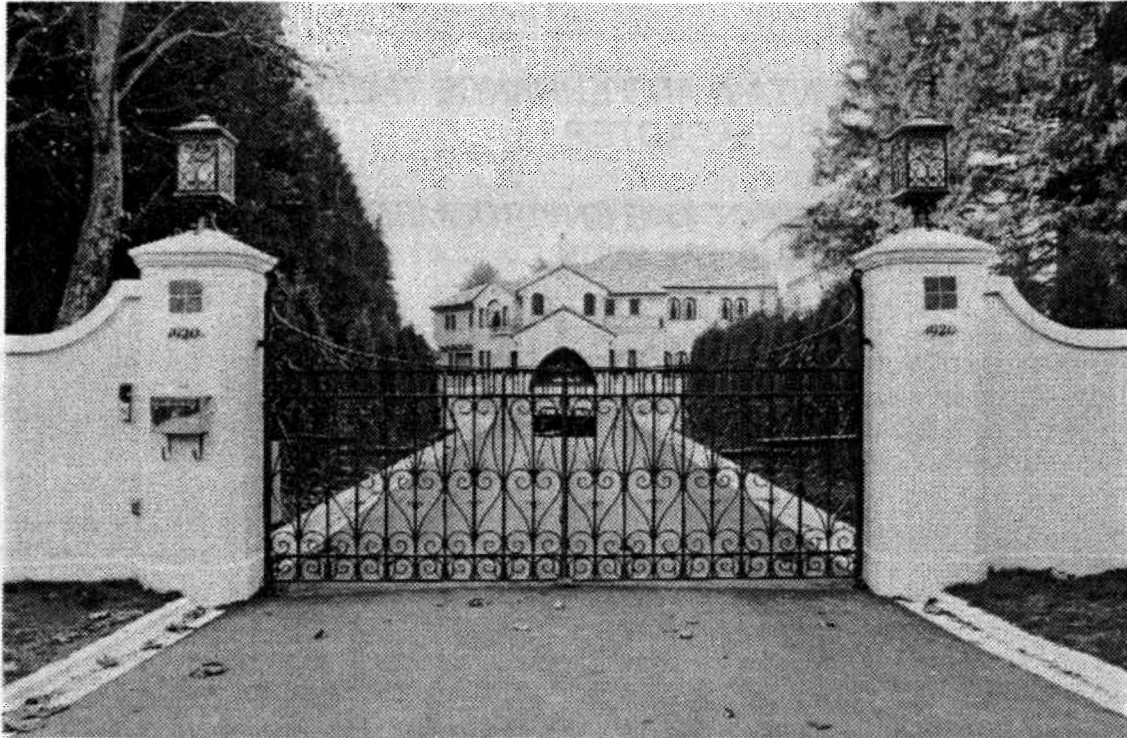
The area is characterized by large, well-maintained estates, having an average site area of approximately 1 acre. Many properties remain hidden from view from S.W. Marine, situated behind trees, hedges, and walls. Ten properties in the area have been identified as having heritage merit on the City's Heritage Inventory.

In addition to its large estate properties, another distinctive feature of the area is its escarpment lands. The steepest escarpment occurs between Angus and Yew Streets. The escarpment is environmentally sensitive, being subject to erosion and drainage problems. It is covered with mature vegetation and presents a significant visual edge to Southlands when viewed from the south. It also provides an important natural habitat for birds and small animals.

Development pressures on the south side of S.W. Marine Drive can be identified by applications for subdivision and rezoning. Between 1975 and 1986, eleven subdivision applications were processed. Eight were approved and sixteen new or amended parcels were created. Three major rezoning proposals for lands in the study area were generated in the past decade. First, in 1976, the 2.18 acre CD-1 site at Yew Street and S.W. Marine Drive was established through the subdivision and rezoning of an existing RS-1 parcel. The developers experienced technical and financial difficulties and the property changed ownership a number of times. Major delays occurred with the project and work on the thirteen townhouses was only recently completed, ten years after the rezoning took place.

The second major rezoning application was for the proposed S.W. Marine Drive Estates development. The proposal, submitted in 1981, involved rezoning the 33 acre parcel west of Angus Drive from RS-1, RA-1, and M-1 to CD-1. The proposed development was to be situated on the uplands, escarpment, and lowlands and consisted of 350 residential units, plus 20,000 square feet of mixed-use development. The residential density would have been 10.6 units per acre, substantially higher than the densities in the adjacent RS-1 and RA-1 lands. In response to this application adjacent residents formed the "Save the Angus Lands Society" and generated the "Southwest Marine Drive Planning Study". The S.W. Marine Drive Estates rezoning application was withdrawn in 1982.

The most recent rezoning proposal was for a ten to fourteen unit townhouse development on the escarpment of the property at 2280 S.W. Marine Drive. The proposal was submitted to the Director of Planning in December 1985. When the draft policy recommendations for the study area had been completed, the inquirer withdrew the proposal.



Through the Southlands Local Area Planning Program, a Task Force was struck to examine the options for future zoning, residential densities and related issues. There was growing concern expressed by residents in the area regarding the impact of higher density residential development on factors such as protection of estate character, preservation of the environmentally sensitive escarpment, traffic patterns, and property taxes. A range of residential zoning and density options was analyzed and evaluated by staff and local residents, with broad consensus reached in the following policy and action areas:

7.1 POLICY: ZONING AND SUBDIVISION REGULATIONS SHOULD REINFORCE THE SINGLE-FAMILY, ESTATE CHARACTER OF THE AREA

7.1.1 ACTION: INSTRUCT THE DIRECTOR OF PLANNING THAT NO CHANGES TO THE RS-1 ZONING IN THE AREA SHOULD BE CONSIDERED UNLESS THEY ARE CHANGES WHICH REINFORCE OR ARE COMPATIBLE WITH THE PREVAILING SINGLE-FAMILY, ESTATE CHARACTER OF THE AREA

Discussion

Recent amendments to the RS-1 Zoning Schedule related to height, setbacks, and a number of other factors, represent a positive step towards compatible residential development in all RS-1 areas. However, with the exception of Section 3.2.6 of the Zoning and Development By-law which allows relaxation related to the restoration or renovation of existing sites on the Vancouver Heritage Inventory, there are no specific incentives which reinforce the prevailing single-family estate character of the area.

With the exception of sites with subdivision potential (see Action 7.1.2) there has not been a strong threat to existing meritorious estates in the area. In the event that this situation changes the Director of Planning should explore zoning amendments which reinforce the prevailing character. Any such amendments should be considered in conjunction with other non-zoning tools or incentives which may be available.

7.1.2 ACTION: INSTRUCT THE DIRECTOR OF PLANNING, IN CONJUNCTION WITH THE HERITAGE PROGRAM, TO INVESTIGATE AND REPORT BACK ON THE FEASIBILITY OF PERMITTING SENSITIVE INFILL OR CONVERSION UNITS ON HERITAGE OR ESTATE MERIT PROPERTIES, IF THE PROPERTIES ARE DEEMED TO HAVE SUBDIVISION POTENTIAL AND THE PRINCIPAL BUILDING WOULD BE THREATENED WITH DEMOLITION, OR THE ESTATE MERIT COMPROMISED IF SUBDIVISION OCCURRED

Discussion

There are ten properties within the south side of Southwest Marine Drive area which are on the City's Heritage Inventory. Five of these properties may have subdivision potential (see Figure 21):

ADDRESS	HERITAGE STATUS
1920 S.W. Marine Drive	A
2050 S.W. Marine Drive	B
2106 S.W. Marine Drive	C
2194 S.W. Marine Drive	A
2206 S.W. Marine Drive	B

Subdivision potential is based on meeting the applicable provisions of the Subdivision By-law including minimum parcel width of 100 feet and minimum parcel area of 12,000 square feet. There are a number of other conditions which would be addressed and assessed in an actual subdivision application. It is further noted that the Heritage Inventory and the specific status assigned each of the above properties is, at present, tentative. Properties may be deleted and new properties may be added to the above list.

In investigating the feasibility of permitting sensitive infill or conversion, the following factors should be addressed:

- other non-zoning tools which could assist in the preservation of heritage and estate merit properties, in addition to the infill or conversion approach;
- infill or conversion potential to be strictly limited and relate directly to the unit potential achievable if subdivision occurred;
- infill or conversion should not compromise the heritage or estate character which is intended to be preserved; and
- any specific action proposed should be developed in consultation with affected property owners and local residents.

This feasibility study should be coordinated through the Heritage Program and in conjunction with the investigation of potential City responses in other RS-1 Heritage situations. It should be noted that the approach described would not necessarily prevent demolition and subdivision but should represent a realistic alternative, or incentive not to demolish and subdivide.

7.2 POLICY: NEW DEVELOPMENT ON OR IMMEDIATELY ADJACENT TO THE ESCARPMENT SHOULD BE DISCOURAGED

7.2.1 ACTION: INSTRUCT THE DIRECTOR OF PLANNING, IN CONSULTATION WITH THE CITY ENGINEER AND THE DIRECTOR OF PERMITS AND LICENSES, TO APPLY APPROPRIATE SECTIONS OF ZONING AND DEVELOPMENT BY-LAW IN ORDER TO PROTECT ESCARPMENT LANDS FROM DEVELOPMENT WHICH NEGATIVELY IMPACTS THE SENSITIVE GEOPHYSICAL AND ENVIRONMENTAL CHARACTER OF THE ESCARPMENT

Discussion

Steeply sloping escarpment lands are sensitive in both a geophysical and related environmental context. Development on or adjacent to the escarpment can contribute to slope instability if appropriate precautions are not taken. Excavation, filling, the weight of a structure, and removal of surface vegetation are some of the factors which affect slope stability.

The majority of properties which contain escarpment lands also contain more gently sloping lands. These include properties which abut the toe of the escarpment but do not front on Southwest Marine Drive. In most cases, it is on the level portion of a site where development has occurred. Where alternatives exist to building on or immediately adjacent to the escarpment, these alternatives should be employed. In the case of a few sites, a large proportion or all the site is steeply sloping. In these cases, Certified Engineers' plans ensuring slope stability, and landscape plans indicating vegetation retention and drainage systems should be required.

In all cases involving development on sites which include escarpment lands, the City should require a covenant registered against the title which indemnifies the City against any liability as a result of instability, slope failures or drainage problems.

There are three sections of the **Zoning and Development By-law** which could be employed in applying the above development controls:

- Section 3.2.D of the RS-1 Schedule - cites deposition and extraction of material as a conditional use;
- Section 4.6.1 of the RS-1 Schedule - requires a minimum rear yard depth of 45% of the site for principal buildings; and
- Section 3.3.2(e) - enables the City to refuse developments which are deemed to adversely affect public safety.

8 . WEST SOUTHLANDS

8 . WEST SOUTHLANDS

GOAL: *MAINTAIN AND ENHANCE THE SEMI-RURAL, NATURAL CHARACTER OF WEST SOUTHLANDS*

Discussion

West Southlands (see Figure 22) is a unique pocket of RS-1 single family zoned land, characterized by its distinct semi-rural quality. This is reflected in the prevalence of wide boulevards with ditches and no sidewalks or curbs. These are common elements in the Blenheim Flats area. In addition, there is the element of equestrian presence in the area with the University Endowment Land equestrian trail connection following the Wallace Street right-of-way and traversing Musqueam Park to the University Endowment Lands. This semi-rural character is further reinforced by the natural character of park and open space in the area including Musqueam Park, Point Grey Golf Course and undeveloped portions of the Musqueam Indian Reserve.

The total land area in West Southlands is approximately 125 acres including the 52 acre Musqueam Park. There are presently 295 subdivided parcels with a predominance of 66 foot wide lots, but include lots ranging in width from 33 feet to over 100 feet. Residential development in the area has historically been low density one to one and one-half storey single family houses.

- A number of issues critical to West Southlands are addressed in other chapters of this plan. These issues include the environment, parks and recreation, traffic and floodplain management.

In addition to these policy areas the following policy and action statements are directly applicable to West Southlands.



8.1 POLICY: THE LOW DENSITY, SINGLE FAMILY FORM OF DEVELOPMENT IN THE AREA SHOULD BE RETAINED AND REINFORCED

8.1.1 ACTION: INSTRUCT THE DIRECTOR OF PLANNING, IN ANY FUTURE REVIEW OF RS-1 ZONING IN THIS AREA, TO CONSIDER ONLY CHANGES WHICH REINFORCE OR ARE COMPATIBLE WITH THE PREVAILING SEMI-RURAL, NATURAL CHARACTER OF THE AREA

Discussion

Notwithstanding recent amendments to the RS-1 Schedule intended to address compatibility of new development with the existing, there are some recent examples of RS-1 development and development proposals in West Southlands which are out-of-scale and incompatible with prevailing structures. In any future review of the RS-1 Zoning on a neighbourhood basis this factor should be considered in the case of West Southlands. Particular elements contributing to the incompatibility include bulk of new development and height, aggravated in some cases by floodproofing fill. The Director of Planning should, in the meantime, continue to apply the maximum 30 foot height limit and height envelope on the basis of height being measured from the base surface prior to the placement of fill on a site. See Action 4.1.2, Floodplain Management. In order to promote compatibility of height, relaxations in height should not be based on the inclusion of fill in the height measurement.



8.2 POLICY: THE PRESENT SUBDIVISION PATTERN IN WEST SOUTHLANDS SHOULD BE MAINTAINED

Discussion

In West Southlands there exists a number of parcel widths and areas ranging from 33 feet in width and 3,000 square feet in area to 100 feet in width and over 11,000 square feet in area. A large portion of West Southlands noted in Figure 22 has been the subject of a Council policy introduced in 1968 which included restricting the area to single family lots with a minimum frontage of 66 feet only. The reason for this policy related to a concern that the introduction of lots below 66 feet in width in this low-lying floodplain area would lead to flooding due to increased stormwater runoff from new development. Since this policy has been in place, no subdivision below 66 feet has been approved in the area.

The Director of Planning recently reported to Council on the issue of subdivision within the entire RS-1 District. Due to a number of recent B.C. Supreme Court decisions on subdivision appeals and the current situation of uncertainty resulting from the decisions, it is no longer satisfactory for either the Approving Officer or the Courts to have only one parcel size category by which to judge subdivision applications.

As a consequence, Council resolved on April 2, 1985 that the Director of Planning undertake a study of the RS-1 District with a view to replacing the one parcel size standard with several new discrete parcel size standards which more precisely reflect the diversity of existing subdivision patterns throughout the City's neighbourhoods. On October 29, 1987, Council approved the amended Subdivision By-law standards.

With respect to West Southlands four of the seven categories have been applied (see Figure 22). The assigned categories reflect the prevailing subdivision patterns in the area. A city-wide category of 60 foot width and 5,800 square foot area is applied in the area which has been subject to the 1968 '66 foot width' policy. It is intended that this new subdivision standard will replace the existing policy. With the possible exception of the large parcel of City-owned land fronting West 48th Avenue between Wallace and Dunbar Streets, it is estimated there will be no increase in the potential number of subdivided parcels in the area. In the case of the City-owned lands, the largest parcel could possibly yield 26 lots under the '66 foot width' policy and 28 lots under the '60 foot width' category.

■ *It is noted that Council, on March 8, 1988, approved a modified "Musqueam Marsh Nature Park" proposal which would result in approximately 20 RS-1 parcels on these lands (see Parks and Recreation, Chapter 2).*

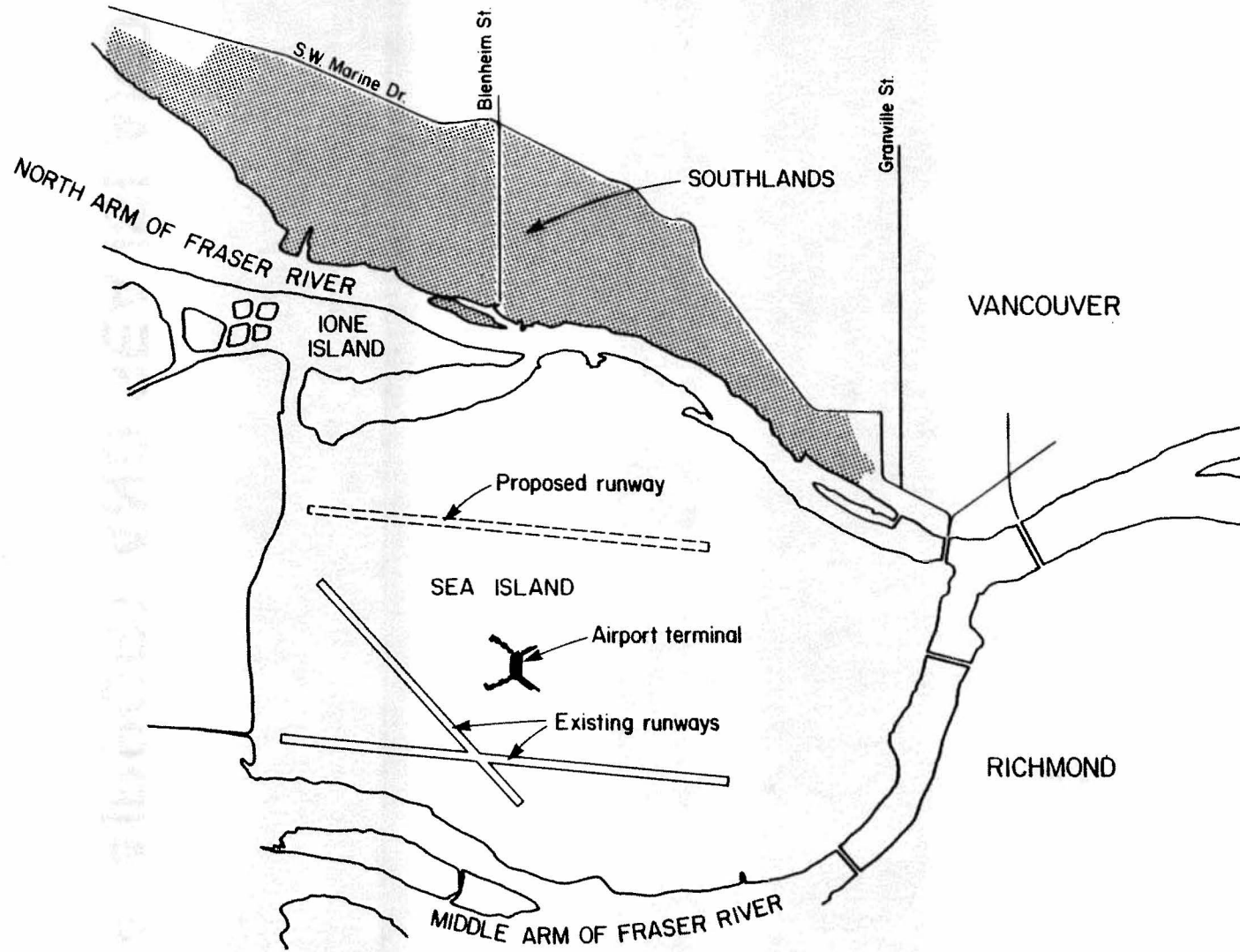
8.2.1 ACTION: REQUEST COUNCIL ADOPT THE DIRECTOR OF PLANNING'S PRESCRIBED SUBDIVISION MINIMUM PARCEL WIDTH AND PARCEL AREAS FOR THE WEST SOUTHLANDS AREA*

* *NOTE: On October 29, 1987, Council approved the proposed subdivision standards contained in the amended Subdivision By-law, which will apply in West Southlands.*

Discussion

As noted, with the exception of the possibility of a modest increase in subdivision potential of City-owned land, the recommended subdivision categories for West Southlands will maintain the present subdivision pattern.

9. AIRPORT AND SEA ISLAND



AIRPORT CONTEXT MAP

City of Vancouver Planning Department

Date Nov, 1987

Drawn I.G. Castle

Scale 1:50000



No.

9. AIRPORT AND SEA ISLAND

GOAL: *TO ENSURE THAT LAND USE, DEVELOPMENT AND ACTIVITIES ON SEA ISLAND, INCLUDING THOSE RELATED TO VANCOUVER INTERNATIONAL AIRPORT, ARE COMPATIBLE WITH THE FRAGILE FRASER RIVER ESTUARY ENVIRONMENT AND ADJACENT SEMI-RURAL, NATURAL AREAS INCLUDING SOUTHLANDS*

Discussion

Future land uses and development on Sea Island, and in particular those related to the Vancouver International Airport (see Figure 23) could have significant impact on adjacent communities, including Southlands, and the region in general. Decisions about the role of the airport and how it might change must take into account not only issues related to increasing air traffic volumes but also issues such as noise generation and other environmental factors including protection of the Fraser River estuary.

The Southlands Citizens' Planning Committee position includes ensuring that the minimizing of noise and environmental impacts are principal, not secondary factors in the decision-making process. Future decisions, including whether or not the airport will be sold to a private operator, should not be made without the full consideration of these important issues, nor without sufficient public consultation.

9.1 *POLICY: NOISE AND OTHER NEGATIVE IMPACTS RESULTING FROM THE VANCOUVER INTERNATIONAL AIRPORT SHOULD BE MINIMIZED*

9.1.1 ACTION: RECONFIRM PRESENT POLICY THAT A THIRD RUNWAY NOT BE BUILT UNTIL A NEED HAS BEEN CLEARLY DEMONSTRATED, AND ENVIRONMENTAL AND RESIDENTIAL IMPACTS ARE SATISFACTORILY AMELIORATED *

* *NOTE: Council, on October 7, 1986 approved this policy.*

Discussion

The Southlands Citizens' Planning Committee remains in adamant opposition to the building of a third runway at the Vancouver International Airport. The third runway was presented as an option for future airport expansion in Transport Canada's 1981 **Airport Master Plan**. The proposed location, one mile north and parallel to the existing main runway (see Figure 23) in the presently vacant and agriculturally used lands, would bring noise and other impacts closer to the Southlands area.

The 1981 **Airport Master Plan** noted that the third runway should be considered as a long term development option only after all other options for increasing air traffic capacity, or reducing air traffic activity, have been explored. In addition, a decision to proceed was also contingent on an environmental assessment and review process being conducted, which has not yet occurred. Since the Master Plan was introduced, the Municipality of Richmond and the City of Vancouver have adopted policies which reflect a cautious response to the third runway. The assumptions which underlay the third runway proposals, both in 1973 and 1981, need to be re-examined to ensure that solutions fit the current situation.

On October 7, 1986 Council confirmed that its support for a third runway was contingent on a demonstration of sufficient air traffic demand and the satisfactory amelioration of environmental and residential impacts.

At present, a decision has not been made by Transport Canada to proceed with the third runway. Efforts are being focussed on other means of increasing capacity including expanding the terminal building. In the meantime, broader policy issues about the future of the airport are under consideration by Transport Canada. These include what role the airport should play in the future, how to operate more cost-effectively and related issues such as privatization and increasing commercial activity which may or may not be related to airport functions. Important decisions in these areas should not be made without the full consideration of potential resultant impacts including increased noise levels and other environmental impacts.

9.1.2 ACTION: REQUEST TRANSPORT CANADA REDUCE PRESENT NOISE LEVELS EMANATING FROM AIRCRAFT FLYING OVER SOUTHLANDS BY:

- enforcing regulations regarding compliance with Vancouver Visual Flight Regulation corridors and 1000 foot clearance over settled areas;
- minimizing the number of permissions given for overflights of areas of the City, including Point Grey, which are outside the designated Visual Flight Regulation corridors;
- strictly enforcing regulations regarding nighttime engine testing and flights by commercial aircraft, and extending these regulations to include light aircraft; and
- monitoring noise levels in Southlands on a regular and continuing basis in order to provide data for concerned residents and the City.

Discussion

Present noise levels emanating from aircraft using the Vancouver International Airport are a problem for many Southlands residents. There are Transport Canada regulations which govern overflying of adjacent residential areas and a system of receiving complaints from the public is in place. However, it is the experience of residents in the Southlands area that existing regulations are not adequately enforced and that some regulations do not include all noise generating sources such as light aircraft. On October 27, 1987, in response to a request from the "Right to Quiet" Society, Council resolved to request Transport Canada undertake more stringent enforcement of noise emissions and height regulations for small aircraft. Action 9.1.2 is consistent with Council's decision of October 27, and the two requests should be coordinated with Transport Canada.

9.2 POLICY: DEVELOPMENT AND ACTIVITIES ON THE NORTHERN PART OF SEA ISLAND AND ADJOINING AREAS SHOULD BE COMPATIBLE WITH THE TRANQUIL, SEMI-RURAL CHARACTER OF SOUTHLANDS AND RECOGNIZE THE IMPORTANCE OF THE AREA IN THE ECOSYSTEM OF THE FRASER RIVER ESTUARY

9.2.1 ACTION: REQUEST THE MUNICIPALITY OF RICHMOND, VANCOUVER INTERNATIONAL AIRPORT AND THE NORTH FRASER HARBOUR COMMISSION TO CONSIDER AGRICULTURAL AND PASSIVE RECREATIONAL USES IN THE NORTH SEA ISLAND AREA

Discussion

In addition to airport-related activity there are a number of other land uses and activities which have been considered for the north Sea Island area. Commercial and industrial development which represents a potential threat to the sensitive estuarine environment is not supported. Agricultural and passive recreational uses which are compatible with the estuarine environment are supported. Dirt bikes and other obtrusively loud vehicles should not be permitted on the north Sea Island dyke trail. The recent proposal to offload aviation fuel barged in to a north Sea Island location is a good example of an activity which could have significant negative environmental impact.

9.2.2 ACTION: REQUEST TRANSPORT CANADA, THE MUNICIPALITY OF RICHMOND, AND OTHER INVOLVED GOVERNMENT AGENCIES TO INCLUDE THE CITY OF VANCOUVER, LOCAL COMMUNITY GROUPS AND OTHER AFFECTED PARTIES IN ALL PLANNING FOR FUTURE DEVELOPMENT AT VANCOUVER INTERNATIONAL AIRPORT, NORTHERN SEA ISLAND AND IONE ISLAND AREAS

Discussion

Due to the number and complexity of the issues related to the planning of the Vancouver International Airport and the Sea Island areas and the number of government agencies and the groups involved, there is a concern that the views of local residents, including those of Southlands residents, will not be considered or given sufficient attention.

In addition to including representatives of the City of Vancouver in important discussions about the future of the area, an open, public consultative process which occurs prior to important decisions being made should be initiated by Transport Canada.

APPENDICES

APPENDIX I

SOUTHLANDS LOCAL AREA PLANNING PROGRAM

Terms Of Reference For The Citizens' Planning Committee

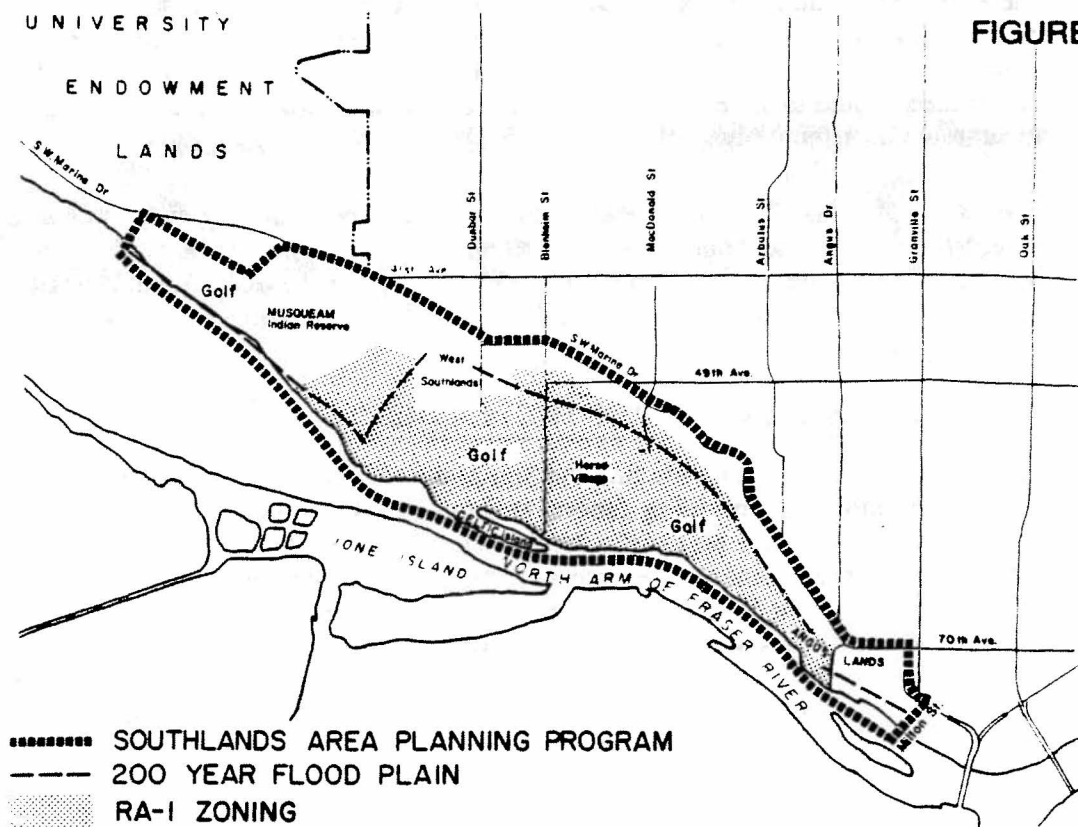
Adopted by Council on April 4, 1985

Amended by Council on April 15, 1986

I. IDENTITY OF THE PLANNING COMMITTEE

The Committee shall be known as the "Southlands Citizens' Planning Committee". The Southlands local area planning boundaries shall be S.W. Marine Drive on the north (including those properties adjoining the north side of S.W. Marine Drive), the C.P.R. right-of-way, Milton Street and Bentley Street on the east. * The north arm of the Fraser River on the south (extending to the City boundary), and the City of Vancouver boundary on the west (including the Musqueam Indian Reserve). See map below.

* The boundary line at the east end is accepted on the basis that the industrial area east of Angus Lands is to be studied only as to its interface with the Angus Lands.



II. PURPOSE OF THE PLANNING COMMITTEE

The purpose of the Planning Committee shall be:

- (a) To prepare and recommend to City Council a comprehensive community plan within a period of one year and make the Angus Lands a priority for report back within four months (from February 20, 1985) to guide the future of the Southlands community including policies, actions and ways and means of implementation.
- (b) To make presentations and recommendations from time to time to City Council and to other governments and organizations on matters of concern including: land use (zoning, subdivision, development permits, and the Agricultural Land Reserve); park/social/recreational space, facilities, organizations and services; physical infrastructure, drainage and floodproofing; transportation, traffic and parking; housing; social issues, environmental, the welfare of the residents and people living in the area, and other similar issues.

III. ROLE OF THE PLANNING COMMITTEE

- (a) The Planning Committee shall be endorsed by City Council as representing the views of the Southlands community on planning matters. The Planning Committee will advise City Council. City Council has the responsibility to make final decisions unless it chooses to delegate that responsibility back to the Planning Committee.
- (b) It will be the responsibility of the Planning Committee to ascertain the opinions of the Southlands community at the early stage and throughout the planning process through public meetings and whatever means will best achieve this and to publicize its discussions and recommendations within the community.
- (c) The Planning Committee shall be accountable to the community. It should not be only the majority view which is made known on any issue but also a reasonable degree of information about other viewpoints or alternatives that may be suggested. The Planning Committee should make every effort to ensure that all viewpoints are presented accurately and effectively.
- (d) In matters affecting Southlands, the Planning Committee will relay its recommendations to whatever bodies are dealing with the matter, whether it be City Council, the appropriate Standing Committee of City Council, City Planning Commission, Urban Design Panel, Board of Variance, Park Board, School Board, and City Departments, as well as all levels of government, etc.

IV. CO-OPERATIVE RELATIONSHIP OF THE PLANNING COMMITTEE

- (a) The Planning Department including the Southlands Planning Team will act as resources for the community by providing general assistance and technical expertise. When the Planning Committee has prepared a recommendation, the Planning Department will incorporate that recommendation into a proper report which contains all the necessary information and input from other City Departments and Boards. The preparation and presentation of these reports will be the responsibility of the Planning Department with any such reports to be presented, reviewed and the Planning Committee's positions and comments approved by the Planning Committee. Bi-monthly information reports will be provided by the Planning Department.

- (b) The Southlands Planning Team will be fully entitled to free expression of their personal and professional viewpoints on any local or city-wide issue which they believe to have local implications.
- (c) If there are divergent viewpoints among the Planners or City staff and the Citizens' Planning Committee, or other groups in the area, any of them can express their opinions before City Council, Standing Committee of City Council or the appropriate decision-making body.
- (d) The Standing Committee on Planning and Development or the appropriate Committee as determined by City Council, has continuing responsibility to ensure that the Southlands Citizens' Planning Committee continues to function according to the adopted Terms of Reference.
- (e) The Planning Committee shall be effectively representative of the community on planning matters. The Committee shall hold public meetings in the community periodically.

V. COMPOSITION OF THE PLANNING COMMITTEE

A. MEMBERSHIP:

1. Membership shall be open to:
 - (a) A person residing, owning property, working or running a business within the Southlands Community who shows interest and wishes to participate on the Planning Committee - to be defined as a "regular member";
 - (b) A person not meeting the above membership criteria but having a clear interest in the future of Southlands, upon the consent of the full members - to be defined as a "member by consent". Subsequently, additional "members by consent" to be agreed upon by the Planning Committee. This number shall not exceed the number of regular members.
2. All community organizations are invited to send a representative to the Planning Committee who must sit as a regular member or member by consent.

All community organizations or limited companies owning or leasing land in the Southlands district with up to 25 members or shareholders may have two alternate members, either of whom may represent them with voting privileges. Organizations or limited companies owning or leasing land in the Southlands district with more than 25 members or shareholders may have up to four alternate members, only one of whom may represent them with voting privileges.

3. The number of members shall not be limited and membership shall be on a volunteer basis without remuneration.
4. The founding volunteers signifying at the first, second, or third meetings shall immediately hold full membership status.

5. A member loses his/her membership by missing three (3) consecutive meetings without good reason or by missing 50% of the meetings over a six month period. The Planning Committee or the Planning Team may grant a leave of absence for a member thus preserving his/her membership for a specific period at the Planning Committee's discretion.
6. To become a member of the Planning Committee, the interested person must attend at least three (3) out of five (5) meetings of the Committee.
7. Resignation from the Planning Committee and requests for leave of absence should be written. To be considered absent with good reason, a member must notify the Planning Team before a meeting.

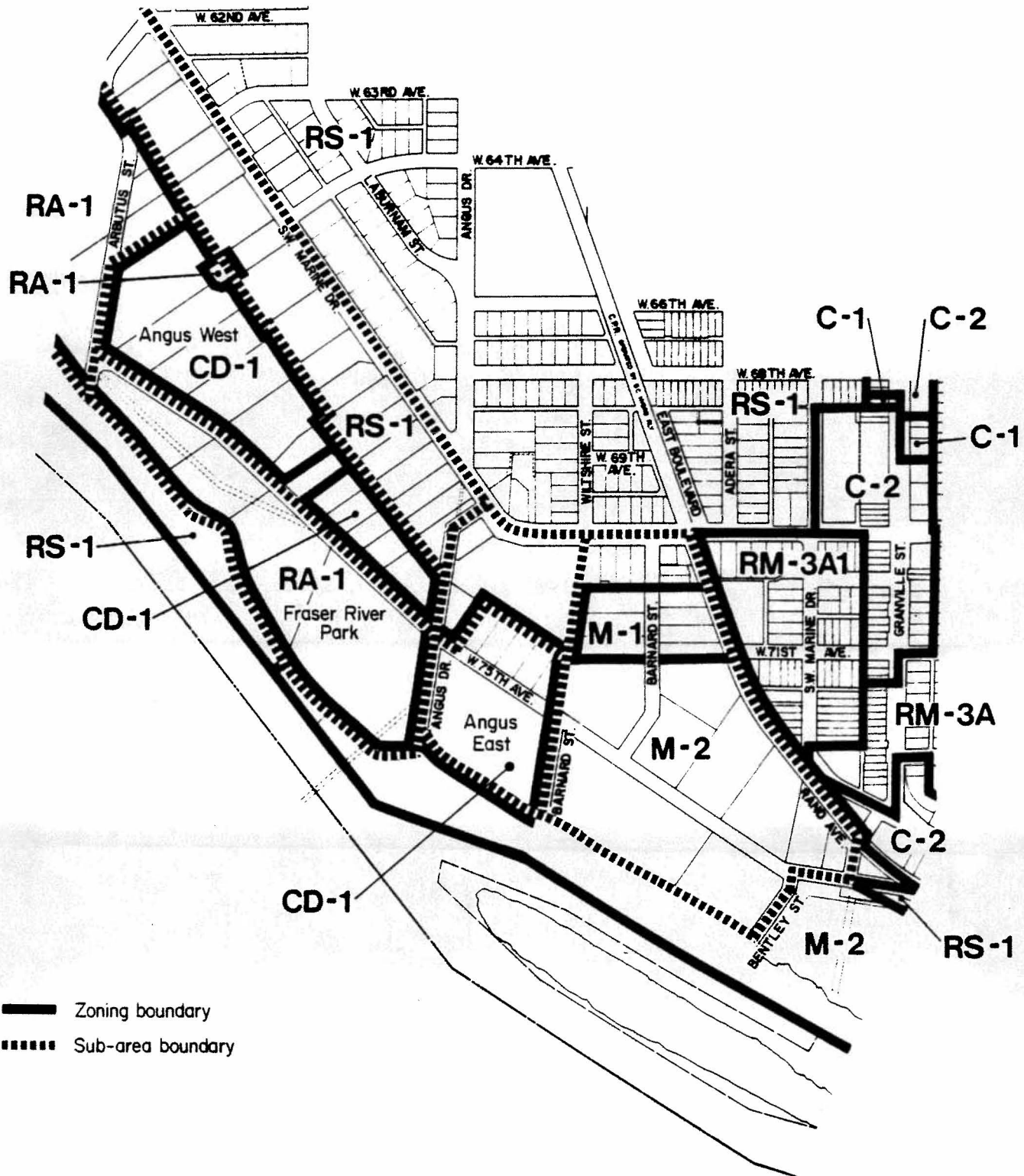
B. OPERATING PROCEDURES AND OFFICERS:

1. The Planning Committee's quorum will be 40% of the membership at the time of voting. The minimum quorum shall be fifteen. For the purpose of determining a quorum, a member on leave of absence or absent with good reason will be classed as a non-member.
2. Decisions shall be made by a simple majority vote on the following basis:
 - (a) in cases of a tie, the Chairman shall cast the deciding vote;
 - (b) each "regular member" and "member by consent" shall have one vote which can only be cast by that member (no proxy voting and no voting in absentia);
3. A Chairman and Vice-Chairman of the Planning Committee shall be elected by at least a 51% majority of an assembled quorum of the Planning Committee membership for **six month terms***. The number of terms a person may serve in either position shall be limited to two terms.

* amended by Council to "...one year terms", on April 15, 1986.

4. All meetings of the Planning Committee and all decisions and recommendations must be made in meetings open to public inspection. All documents, reports, correspondence and memoranda of the Planning Committee shall be open for public inspection at the Planning Department, City Hall.
5. To adopt or amend the Terms of Reference or remove a Chairman or Vice-Chairman a two-thirds majority vote shall be required.

FIGURE 25



ANGUS LANDS CONTEXT MAP

City of Vancouver Planning Department

Date Nov., 1987

Drawn I.G.Castle

Scale 1:7500



No.

APPENDIX II

ANGUS LANDS SUMMARY

- The Angus Lands area including the subareas of Angus West and Angus East and the present zoning designations are identified in Figure 25. There are a number of policy and action statements in this Plan which refer specifically to the Angus Lands area. They are found in the Chapters on Environment, Parks and Recreation, Traffic and the RA-1 District. The questions of land use, density of development and zoning in this area were pivotal issues in the early stages of the Southlands Local Area Planning Program. As most of the Angus Lands area was zoned RA-1 prior to 1986, it was concluded that change in this area could represent a precedent for the remainder of the RA-1 area to the west, thus threatening the prevailing semi-rural, low-density character of Southlands. The eventual zoning solutions in both Angus West and Angus East create a transition or buffer zone with respect to both land use and density of development, between the RS-1 and heavy industrial districts to the north and east and the RA-1 District with park and open space uses to the south and west. Council's support for proceeding with the rezoning of Angus West lands was contingent on a strong commitment regarding preserving the low-density, semi-rural future of the rest of RA-1 District. This is described in detail in the RA-1 Zoning Chapter.

The following is a capsule history of recent events in the Angus Lands area.

In 1979, Council approved, in principle, the rezoning of eight acres at the southwest corner of West 75th Avenue and Angus Drive, known at the time as the "Horner Site", for the purposes of developing 104 units of townhouses and apartments. The Greater Vancouver Regional District, however, refused to approve a needed amendment to the Official Regional Plan because of concerns about incompatibility between residential and industrial uses and the lack of a land use plan for the area with a clear boundary between urban and rural areas. In 1980, a development permit application was approved on the Horner site for mixed industrial/office development. The applicant did not proceed and the development permit lapsed.

In 1981, a rezoning application was submitted by S.W. Marine Estates for approximately 33 acres west of Angus Drive from M-1 and RA-1 to CD-1 for the development of 350 townhouses and apartments and five acres of waterfront park. The application, opposed by local residents, resulted in the residents, with the support of Council, sponsoring a planning study of the area by Eikos Consultants. Several land use scenarios were explored and the report recommended local area planning in Southlands as a way to resolve the land use issues.

In 1982, Council negotiated with the owners of lands south of the West 75th Avenue right-of-way, west of Angus Drive, a purchase and land swap for properties to the southeast and northeast of West 75th Avenue and Angus Drive that were owned by the City. S.W. Marine Estates then applied to rezone the property at the southeast corner of West 75th and Angus Drive from M-2 to CD-1, for the purpose of developing a mix of office and industrial uses. The application was later withdrawn as a result of staff concerns regarding the amount of office space proposed.

In 1983, a preliminary development permit application was approved under the M-2 zoning for the southeast corner of West 75th and Angus Drive but was later voided because a complete application was not submitted within the prescribed time limit. The proposal entailed a mixed-use development in two three-storey buildings containing office, showroom, laboratory, wholesaling, repair/service, restaurant and private recreational uses.

In 1984, an application was submitted by the Angus Lands Property Owners' Association to rezone approximately 16 acres at the northwest corner of West 75th and Angus Drive from RA-1 to RS-1, for the purpose of developing single-family dwellings on lots of 1/4 to 1/3 acre in size. The application was refused by Council and the Director of Planning was requested to report back on the costs of carrying out a local area planning program in Southlands, this study was to include the West 75th and Angus Drive area.

During 1983 and 1984 the City proceeded to acquire lands south of West 75th Avenue between Angus Drive and the Arbutus right-of-way which, together with the midden site now comprise Fraser River Park.

In February 1985, the Southlands Local Area Planning Program began and the Southlands Local Area Planning Committee was established. In November and December 1985, two CD-1 zoning applications for 154 multiple dwelling units, were submitted for Angus East lands. Council, on July 24, 1986, refused these rezoning applications.

On September 11, 1986, Council approved the rezoning of Angus West lands from RA-1 to CD-1 (Comprehensive Development), thus permitting 78 one family and two family dwelling units on 17.68 acres (4.4 units per acre). The maximum gross floor space ratio is 0.31 (maximum net floor space ratio is 0.58) and maximum height, 30.0 feet. The zoning permits 78 bare land strata lots, with a strata plan which features clustering of strata lots and retention of large areas of landscaped open space between clusters. There are approved design guidelines which address architectural form, materials, finishes and landscaping.

Angus East CD-1 (Comprehensive Development) zoning, approved by Council on November 5, 1987, permits light industrial and office uses (but not including retail uses), a maximum floor space ratio of 0.75, a maximum height of 27 feet (with a provision for increase), and minimum setbacks of 25 feet and 50 feet flanking the Fraser River foreshore. Strict limits on the types of uses and other provisions address the objective of creating an effective transition between heavy industry to the east and park and residential to the west.

Approval and enactment of these two CD-1 schedules, together with Parks Board completion of Fraser River Park, represents, after 15 years of uncertainty and controversy, the successful resolution of the future of Angus Lands in the context of Southlands and adjacent communities.