



# Corporate Report

NO: L001

COUNCIL DATE: January 10,

2005

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## REGULAR COUNCIL - LAND USE

TO: Mayor & Council                      DATE: January 6, 2005

FROM: General Manager, Planning      FILE: 6520-20  
and Development                              (Grandview Heights –  
Area #1 - Morgan  
Heights)

SUBJECT: Terms of Reference for the Preparation of a  
Neighbourhood Concept Plan for NCP Area #1 (Morgan  
Heights) in Grandview Heights

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## RECOMMENDATION

It is recommended that Council:

1. Receive this report as information; and
2. Authorize staff to proceed with the preparation of a Neighbourhood Concept Plan for Area #1 (Morgan Heights) in Grandview Heights, based on the Terms of Reference attached to this report as Appendix I.

## INTENT

The purpose of this report is to obtain Council authorization to proceed with the preparation of a Neighbourhood Concept Plan for Area #1 (also known as Morgan Heights) in the Grandview Heights community.

## BACKGROUND

On October 27, 2003, City Council considered a report and approved a Terms of Reference for the preparation of a General Land Use Plan for the Grandview Heights community. As part of this approval, Council directed that, as early as practical in the General Land Use planning process, boundaries were to be established to delineate neighbourhoods in Grandview Heights for the purpose of commencing the preparation of a Neighbourhood Concept Plan(s) ("NCP") in the area. The General Land Use Plan for Grandview Heights has progressed to a point where, in consultation with the community, boundaries for NCPs have been generally delineated.

On December 13, 2004, City Council considered a status report on the General Land Use Plan for Grandview Heights and directed staff to bring forward, for Council's consideration during January 2005, a Terms of Reference to guide the preparation of an NCP for NCP Area #1. This would be the first of potentially five NCPs in Grandview Heights. The neighbourhood boundaries are illustrated on the map attached as Appendix II to this report.

## DISCUSSION

The General Land Use Plan for Grandview Heights, which is nearing completion, will provide a broad land use and servicing concept for the overall Grandview Heights area, along with a preliminary phasing and financing strategy. The Plan also forms the foundation for the preparation of NCPs for future neighbourhoods in the Grandview Heights area. It is anticipated that, following a final open house in early 2005, the completed General Land Use Plan will be forwarded to Council for consideration in the Spring of 2005.

The planning process for Grandview Heights consists of two general components:

1. A General Land Use Plan including a preliminary servicing and phasing strategy, which, among other things, will act to establish NCP boundaries; and
2. The preparation of an NCP for each of the neighbourhood areas within Grandview Heights, as defined by the General Land Use Plan.

The Terms of Reference, attached as Appendix I to this report, is intended to guide the preparation of an NCP for Area #1 in Grandview Heights. Area #1 is also known as Morgan Heights. The NCP process is designed to ensure orderly and sustainable development. Most of the engineering and planning work identified in Appendix "C" of the Terms of Reference will be undertaken by the owners of properties within Area #1 and/or development proponents. It is noted that there is a very active community association in this area (West Grandview Heights Residents' Association) which, in conjunction with a development group, have been working on land use options and servicing plans and have engaged the services of several consultants to assist them. Upon approval of the attached Terms of Reference, the formal public consultation process (i.e., open houses, etc.) will commence and City staff will become involved to ensure that the plans are consistent with the General Land Use Plan, City policies and technical requirements.

This NCP planning exercise will establish, among other things, the alignment of roads and lanes, location of various land uses, development densities, subdivision patterns and location of schools, parks, walkways and open spaces. It will also address the interface between the proposed commercial node at 24 Avenue and 160 Street and this new neighbourhood. A detailed engineering servicing and financing strategy, along with the calculation of amenity charges, will also be included in the NCP planning process.

## CONCLUSION

Based on the above, it is recommended that Council authorize staff to proceed with the preparation of an NCP for Area #1 (Morgan Heights) in Grandview Heights, based on the Terms of Reference attached to this report as Appendix I.

Murray Dinwoodie  
General Manager  
Planning and Development

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### Attachments:

- Appendix I Terms of Reference for Neighbourhood Concept Plan Area #1 (Morgan Heights)  
Appendix II Map Showing Neighbourhood Concept Plan Area Boundaries

## Appendix I

### TERMS OF REFERENCE

#### **Planning and Public Consultation Process Grandview Heights Neighbourhood Concept Plan - Area #1 (Morgan Heights)**

### **Introduction**

The Official Community Plan (the "OCP") sets out broad objectives and policies to guide growth and development within the City. The General Land Use Plan for Grandview Heights will illustrate, in broad terms, the general land use pattern, including residential, commercial, work place, institutional and other land uses at densities appropriate to meet the overall objectives of the City, while taking into account community input. It will also illustrate the main transportation routes, highway access points, the general location of parks, schools and major greenways, the community structure and a general approach to providing engineering services in the area with associated cost estimates and a general financing strategy. The General Land Use Plan forms the foundation for the preparation of Neighbourhood Concept Plans ("NCPs") for future neighbourhoods in the Grandview Heights area.

NCPs detail more precisely, on a lot by lot basis, land uses and densities, the transportation network, as well as requirements for engineering servicing, amenities and a financing strategy, based on the principle of "development pays". The NCP acts as the basis for reviewing and approving rezoning and development applications in the area.

### **Purpose**

These Terms of Reference set out the parameters for undertaking a planning and public consultation process for the preparation of the first NCP in the Grandview Heights area of Surrey. They set the context, provide guidelines for preparing the NCP, define the study area, outline the content of the NCP and set the timeframe for preparing the plan.

### **The NCP Area**

The plan area, known as Area #1 or "Morgan Heights", includes approximately 80 hectares (196 acres), as illustrated on the map attached as Appendix "A". The NCP area is generally bounded by the Grandview/Highway 99 Corridor to the west, 28 Avenue to the north, 24 Avenue to the south and 164 Street to the east. There are about 79 individual properties in the NCP area.

### **The OCP**

The entire NCP area is designated Suburban in Surrey's OCP and is, for the most part, zoned RA One-Acre Residential.

### **NCP Preparation and Consultation Process**

The planning process will commence with the establishment of a Citizens Advisory Committee from the NCP area. This will be accomplished through consultation with the West Grandview Heights Residents' Association. Based on the work already completed by the development proponents in this area and due to resource limitations, consultants will undertake most of the work associated with the preparation of the NCP.

Appendix "B" lists the steps and the timeframe associated with each step in the proposed NCP planning process for Area #1. Infrastructure and engineering servicing planning, as detailed in Appendix "C", will be an integral part of the process, as will extensive public consultation through committees, workshops, meetings, open houses and focus groups. At milestones in the planning process, public meetings will be held and update reports will be provided to City Council. As outlined in the OCP, residential interests and the business community, along with the general public will be consulted in preparing the NCP. In addition, there will be consultation with the Grandview Heights Citizen Advisory Committee and residents/community associations from the neighbouring areas.

The proponents have engaged a planning consultant to prepare land use concepts and related subdivision plans for the NCP area. At least two options will be developed in consultation with City staff. These options will be reviewed with the property owners in the area, as well as with other stakeholders. The proponents, in conjunction with City staff, will hold a public information meeting(s) to discuss the proposed NCP with and to receive input from the public.

### **NCP Content**

The NCP will contain the elements specified in Part 5: Secondary Plans of the OCP. The NCP will include a physical plan for land uses, known as the Land Use Concept Plan and a facilities, amenities, engineering servicing and financing strategy for the provision of services to and for the neighbourhood.

The physical plan will contain the following components:

1. Maps and statistics describing the plan area and sub-areas;
2. A statement outlining the overall development concept;
3. Policies for the development and provision of services, amenities and facilities;
4. Policies and strategies reflecting requirements of the OCP policy directions;
5. A land use concept plan showing:
  - Proposed Land uses on each lot;
  - Park, open space and recreational uses, including greenway connections with adjacent areas;
  - The potential location of a neighbourhood school/park site;
  - Buffers, landscaped areas and edge conditions, specifically in relation to adjacent future commercial development; and
  - Other land uses supporting business activity, including day care, employee amenities, utility and communication facilities, etc.;
6. A Transportation and Circulation Concept Plan that provides for balanced transportation modes, including walking, bicycling, transit and automobiles;
7. Guidelines relating to character and urban design, CPTED, nuisance control, edge conditions, screening and buffering, environmental protection and tree protection;
8. An environmental impact analysis with recommendations for protection of treed areas, watercourses and areas of fisheries and wildlife habitat;

9. Buffering and landscaping standards to achieve appropriate interfaces and adequate separation, where applicable;
10. Plans and strategies for access to/from arterial roads and regional highways; and
11. A servicing and financing strategy, as set out in Appendix "C" to these Terms of Reference – Engineering Terms of Reference Summary, based on the principle of "development pays" that will contain the following:
  - A comprehensive servicing plan that includes the location, staging and standards of services, including sanitary sewer, water, drainage, roads and other utilities and methods of implementation through rezoning, subdivision and other mechanisms; and
  - A financial analysis that will demonstrate how the servicing plan will be implemented.

#### NCP Timeline

It is anticipated that the NCP will be substantially completed within seven months, as generally outlined in Appendix "B"

#### Appendices:

Appendix "A" - Map of the NCP Area

Appendix "B" - Proposed Work Schedule

Appendix "C" - Engineering Terms of Reference Summary – Grandview Heights NCP – Area #1

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**Map of the NCP - Area #1 (Morgan Heights)**

**Appendix "A"**

**Appendix "B"**

**Proposed Work Schedule  
NCP - Area #1 Grandview Heights**

Activity/Task	Estimated Time
1) Initiate formal planning process <ul style="list-style-type: none"> <li>- Confirm property-owner committee</li> <li>- Collect Background materials and information</li> </ul>	January 2005
2) Prepare land use concept options (at least 2 options will be reviewed) and related servicing	February 2005
3) Review options with stakeholders and public	March 2005

<ul style="list-style-type: none"> <li>- Technical review</li> <li>- Meet with stakeholder meetings and hold a public information meeting</li> </ul>	
<p>4) Develop preferred land use concept</p> <ul style="list-style-type: none"> <li>- Review with stakeholders</li> <li>- Hold a public information meeting</li> </ul>	<p>April 2005</p>
<p>5) Refine the preferred land use concept, based on stakeholder and public input</p>	<p>April 2005</p>
<p>6) Seek Council approval for the final land use and development concept</p>	<p>May 2005</p>
<p>7) Prepare and finalize servicing/infrastructure, phasing and funding strategies</p>	<p>June 2005</p>
<p>8) Hold a final public information meeting</p>	<p>July 2005</p>
<p>9) Forward the final NCP to Council for approval</p>	<p>July 2005</p>

Appendix "C"

**Engineering Terms of Reference Summary**

**Grandview Heights Neighbourhood Concept Plan #1 (Morgan Heights)**

**A. INTRODUCTION**

The Grandview Heights area will be divided into several NCP areas. The purpose of the engineering Terms of Reference is to set out a process to prepare servicing plans for the Grandview Heights NCP Area #1, generally referred to as Morgan Heights. The following is a summary of the Engineering Terms of Reference for the Area.

## **B. ENGINEERING**

### General Requirements

The proponent(s) must demonstrate how the NCP will conform to the policies and guidelines of the overall Grandview Heights General Land Use Plan and provide details related to a general approach to providing engineering services for the area, with estimated costs, sequencing and funding strategy.

### Transportation Requirements

The plan must demonstrate the adequacy of the existing routes or off-site improvements necessary to provide acceptable vehicular and pedestrian accessibility. Based on existing traffic volumes, along with projection of traffic from the Grandview Heights General Land Use Plan area, this will include intersection analysis of all intersections on Arterial and Collector routes. Analysis is to be AM and PM peak for initial conditions, the 10 year horizon and ultimate build out conditions

The planned ultimate permissible movements for the road network proposed, would need to be identified, as well as intersections that require possible signalization.

Specific road issues include, but may not be limited to:

- The road layout must meet the character/objectives of the road pattern established in the Grandview Heights General Land Use Plan;
- Identify impact of traffic generated by commercial core centred on 160 Street and 24 Avenue and integrate the traffic management plans of the two areas;
- Identify areas that may require the implementation of traffic calming measures; and
- Address access to the existing private Southridge School, off 160 Street.

### Drainage

The Grandview Heights NCP Area #1 (Morgan Heights) area drains to the north, following the natural topography through the North Grandview Heights area, via Morgan Creek and Wills Brook, to the Nicomekl River in the lowlands. There have been no natural watercourses identified within the Grandview Heights NCP Area #1 area, but the area is generally serviced by open ditches that form the headwaters of the natural watercourses named above. Although the servicing plans for the North Grandview Heights NCP were prepared assuming development within the Morgan Heights area, the density assumptions will need to be verified. Infrastructure recommendations regarding NCP Area #1 must be coordinated with any amendments to the North Grandview Heights NCP. Servicing plans for NCP Area # 1 will include the following:

- Specific drainage issues will include, but may not be limited to confirmation of existing drainage boundaries and highlighting of the proposed future drainage boundaries;
- Highlight downstream constraints associated with proposed drainage plan;
- Provide mitigation measures required to deal with constraints and show how these vary from those presented in the North Grandview Heights NCP and Master Drainage Plan. This includes conveyance upgrades for minor and major flows as well as detention requirements;
- Show the extent of the area that will allow construction of homes with basements;
- Identify and integrate opportunities for best management practices that will protect the hydrologic regime of the watercourses and minimize the risk of water quality degradation; and
- Ensure that lowland drainage strategies currently proposed will accommodate the development schemes proposed in the NCP, with no negative impact to low lying floodplain areas.

### Water

The proponent(s) must confirm that the planned Grandview Pump Station, to be constructed adjacent to the GVRD Grandview Reservoir, will have sufficient capacity to service this area and will meet City design criteria. This pump station will replace the existing pump station at 160 Street and 24 Avenue. Key water servicing issues to be considered include, but may not be limited to:

- The Maximum Day Demand and Peak Hour Demand of the plan area;
- The schedule and phasing of development;
- Adequately sized water mains to provide sufficient domestic demand and fire flow (supported with calculations) to the subdivisions in accordance to the City's Design Criteria; and
- Integration of the proposed water system with surrounding existing and future NCPs.

### Sewer

The proponent(s) must confirm that the planned Grandview North Gravity Interceptor will have enough capacity to service this area and will meet City design criteria. The depth of the sewer serving development within the expanded NCP area must be confirmed. A preliminary profile of the sewer must be provided that will show the depth and length of the sewer. Specific sanitary sewer servicing issues include, but may not be limited to:

- Confirming whether the entire catchment can drain to the Grandview Interceptor;
- Sewer routes should be chosen such that rear and side yard servicing will not occur and that all properties are to be serviced by gravity;
- Scheduling and phasing of development;
- Evaluation of whether interim measures will be required to service the area prior to construction of the Grandview North Gravity Interceptor; and
- Preparation of a detailed implementation plan for such interim measures. The costs must be computed for these interim measures.

## **C. FINANCING AND STAGING**

A funding strategy is required to link the servicing costs with the proposed implementation plan. Preliminary cost estimates will be developed for all Development Cost Charge ("DCC") eligible infrastructure and an assessment of the financial balance sheet for the NCP will be provided. As is the case for most NCPs within the City of Surrey, the following principles for engineering infrastructure financing will apply:

- The City will not finance costs for new infrastructure to serve development;
- The DCCs collected in the NCP must balance with or exceed required expenditures for the total build out of the NCP; and
- The City will not fund through DCCs, any interim infrastructure or measures.

The financial evaluation must take into consideration the staging of the NCP to ensure the required infrastructure can be implemented using logical phasing that will be financially viable with the DCC funding and administrative procedures (i.e., DCC credits, front enders etc.).

## **Appendix II**

### **Neighbourhood Concept Plan Boundaries**

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