



Corporate Report

NO: R067

COUNCIL DATE: April 4, 2005

REGULAR COUNCIL

TO: Mayor & Council DATE: March 31, 2005

FROM: General Manager, Planning and Development FILE: 6520-20
(Grandview Heights – Area #2)

SUBJECT: Terms of Reference for the Preparation of a Neighbourhood Concept Plan for NCP Area #2 in Grandview Heights

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 ("NCP") for Grandview Heights NCP Area #2, 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 an NCP for Grandview Heights Area #2. As illustrated on the plan included in the attached Terms of Reference, Area #2 includes the triangle of land bounded to the north by 24 Avenue, to the west by the Highway 99 Corridor and to the east by 168 Street. Area #2 encompasses approximately 163 hectares (402 acres) of land and includes 206 individual properties.

BACKGROUND

On December 13, 2004, Council considered a status report on the General Land Use Plan for Grandview Heights and directed staff to bring forward a Terms of Reference, to guide the preparation of an NCP for Grandview Heights Area #1. At that time it was noted that a Terms of Reference for the preparation of an NCP for Area #2 would be brought forward for Council's consideration, subject to confirmation of the boundaries for Area #2, and staff resources being available for this project.

On January 10, 2005, Council considered Corporate Report No. L001 and authorized staff to proceed with the preparation of an NCP for Area #1 (Morgan Heights) in Grandview Heights, based on a Terms of Reference attached to that report.

On February 21, 2005, Council adopted the following resolution:

"That staff bring forward Terms of Reference for an NCP for Grandview Heights Area 2 in Grandview".

DISCUSSION

Overview

The General Land Use Plan that is currently being prepared for Grandview Heights will provide a broad land use and servicing concept for the overall Grandview Heights area. It will form the foundation for the preparation of NCPs for each of five future neighbourhoods in the Grandview Heights area. It is anticipated that the completed General Land Use Plan for Grandview Heights will be forwarded to Council for consideration of final approval in May or June of 2005.

As the General Land Use Plan nears completion, the NCP for Grandview Heights Area #1 is well underway. Several community meetings have taken place, along with two public open houses. 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 and a draft preferred land use concept has been prepared. A separate Corporate Report is being forwarded to Council in relation to the draft preferred land use concept for Grandview Heights.

The preparation of an NCP for Area #2 would be the second of five NCPs in Grandview Heights. The boundaries for the five neighbourhood areas in Grandview Heights are illustrated on the map attached as Appendix II to this report.

NCP Process and Content

This planning exercise will establish, among other things, the detailed land use concept for the neighbourhood, including the location of various land uses, development densities, subdivision patterns, the alignment of roads and lanes and the location of schools, neighbourhood parks, walkways and open spaces. It will also address:

- The interface between this NCP area and future development in the adjacent Highway 99 Corridor NCP and the Area #1 NCP to the north;
- A detailed engineering servicing and financing strategy, along with the calculation of amenity charges;
- Outstanding concerns of the property owners relating to residential densities and the form of development in the vicinity of Edgewood Drive between 18 Avenue and 20 Avenue; and
- The potential timing of development within this NCP area given that it is located within a servicing catchment area with very little urban infrastructure.

The Terms of Reference, attached as Appendix I to this report, are intended to guide the preparation of the Grandview Heights Area #2 NCP. The NCP process is designed to ensure orderly and sustainable development and to involve the public and the property owners in the preparation of the detailed plan. Upon approval of the Terms of Reference, the formal public consultation process (i.e., open houses, etc.) will commence as staff resources become available later in the Spring. This may include the engagement of consulting services to assist City staff in the process of preparing the NCP plan.

CONCLUSION

Based on the above discussion, it is recommended that Council authorize staff to proceed with the preparation of an NCP for Grandview Heights Area #2 using the Terms of Reference, attached to this report as Appendix I, as the basis for such work.

Murray Dinwoodie
General Manager
Planning and Development

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Attachments:

Appendix I Terms of Reference for Grandview Heights Area #2 Neighbourhood Concept Plan

Appendix II Map Showing Neighbourhood Concept Plan Area Boundaries in Grandview Heights

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Appendix I

TERMS OF REFERENCE

Planning and Public Consultation Process Grandview Heights Area #2 Neighbourhood Concept Plan

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 and the community structure and a general approach to providing engineering services in the area. The General Land Use Plan forms the foundation for the preparation of Neighbourhood Concept Plans ("NCPs") for future neighbourhoods in the Grandview Heights area. There are five (5) NCP areas proposed for Grandview Heights.

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". This NCP will act 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 in the preparation of the second NCP (Area #2) in the Grandview Heights area of the City. They set the context, provide guidelines for preparing the NCP, define the study area, outline the content of the NCP (Stage 1 and Stage II) and set the approximate timeframe for preparing the plan.

The Neighbourhood Concept Plan Area

The plan area, known as Grandview Heights Area #2, includes approximately 163 hectares (402 acres) of land, as illustrated

on the map attached as Appendix "A". The NCP area is a triangular area generally bounded by the Grandview/Highway 99 Corridor to the west, 24 Avenue to the north and 168 Street to the east. There are about 206 individual properties in the NCP area.

Some Issues in the NCP Area

This NCP planning exercise will establish, among other things, the land use concept for the area, location of various land uses, subdivision patterns, development densities, design guidelines and overall neighbourhood character, alignment of roads and lanes, and location of schools, parks, walkways and open spaces.

Through the planning process associated with the General Land Use Plan, several issues were identified regarding interface conditions and densities within this NCP Area. As part of the NCP process, the following issues will need to be addressed, which may result in some minor amendments to the General Land Use Plan:

- The interface between this NCP area and future development in the adjacent Highway #99 Corridor Business NCP and in the Morgan Heights NCP (Area #1) to the north;
- A detailed engineering servicing and financing strategy, along with the calculation of amenity charges;
- An appropriate way to address the outstanding concerns of the property owners in terms of residential densities (Urban versus Suburban) in the vicinity of Edgewood Drive between 18 and 20 Avenue; and
- The potential timing of development within this NCP area given that it is located within a servicing catchment area with very little urban infrastructure.

The Official Community Plan

The entire NCP area is designated "Suburban" in Surrey's OCP and is, in majority, zoned RA One-Acre Residential.

NCP Preparation and Consultation Process

The planning process will commence with the establishment of a Citizens Advisory Committee or other representative committee made up of people from the NCP area. City staff will conduct a review of the background information, and begin developing sketches and concepts for the area. Depending on the availability of City staff resources, consultants may be retained to undertake some of the work associated with the preparation of the NCP.

As outlined in the OCP, property owners, residential development 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 General Land Use Plan Citizen Advisory Committee and residents/community associations from the neighbouring areas.

At least two land use concept options will be developed. These options will be reviewed with the property owners in the area, as well as with other stakeholders. Public information meeting(s) will be held to present information to the public and to receive input from the public at various stages of the planning process.

Appendix "B" lists the tasks and steps in the proposed NCP process. 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 Corporate reports will be provided to City Council.

The NCP process will entail two stages. Specifically, staff will report to Council with a Stage I Report once there is agreement on a general Land Use Concept that can be supported based on preliminary planning, engineering, environmental and other work and related public consultation. Once Council is satisfied with the general Land Use Concept as documented in Stage I, the final detailed engineering and financial strategies will be detailed and finalized and a final and complete NCP will be forwarded to Council for consideration in the form of a Stage II Report.

NCP Content

The final NCP will contain the elements specified in Part 5: Secondary Plans of the OCP (see below). 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 NCP will be undertaken in two stages. The content and level of detail required for the Stage I and Stage II reports is set out in the following table:

ITEM	LEVEL OF DETAIL FOR STAGE 1:	LEVEL OF DETAIL FOR STAGE II
Land Use Concept – Map and draft policies	Distribution of uses and densities, projected population/commercial and other land area, reflecting items listed below	Finalized concept and population analysis
Location of Schools, Parks, Walkways and Greenways	Recommended sites for schools and parks to satisfaction of School District and Parks planning staff	Confirmation of sites, design details for walkways, greenways, implementation strategy
Design Guidelines	Preliminary design concepts for the various land uses and public spaces	If necessary, more detailed design guidelines.
Transportation	Proposed road layout, hierarchy of roads, preliminary indication of impact on transportation system to satisfaction of Engineering staff	Finalized transportation plan and impact assessment
Storm Water Management	Proposed Storm Water Management Plan within watershed context (or existing Master Drainage Plans) and corresponding impact mitigation strategies to the satisfaction of Engineering staff	Conceptual sizing of neighbourhood stormwater management facilities (including ponds, trunks, etc.) and associated financial analysis, coordinated with environmental analysis.
Water, sewer	Confirmation of connectivity to Surrey System, preliminary servicing strategy and indication of capacity and impact on surrounding area to satisfaction of Engineering staff	Completed design of water and sewer water systems, including Financials.
Environmental analysis	Site assessment, assessment of environmentally sensitive areas, coded streams, significant stands of trees, other significant environmental features	Review of plan by EAC and ERC if necessary. Integration of environmental concept into finalized land use plan and related policies
Heritage assessment	Overview assessment of area heritage resources	Recommendations for incorporation of heritage resources into

		plan
Other studies as necessary related to specific features of the NCP area or impact on adjacent areas		
Amenity charges		Calculation of amenity fees

The final NCP will contain the following components:

- a. Maps and statistics describing the plan area and sub-areas;
- b. A statement outlining the overall development concept;
- c. Policies for the development and provision of services, amenities and facilities;
- d. Policies and strategies reflecting requirements of OCP policy directions;
- e. A land use concept plan illustrating:
 - Proposed Land use(s) for 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;
 - Considerations related to heritage features; and
 - Other land uses supporting business activity, including day care, employee amenities, utility and communication facilities, etc.;
- f. A transportation and circulation concept plan that provides for balanced transportation modes, including walking, bicycling, transit and automobiles;
- g. Guidelines relating to character and urban design, CPTED, nuisance control, edge conditions, screening and buffering, environmental protection and tree protection;
- h. An environmental impact analysis with recommendations for protection of treed areas, watercourses and areas of fisheries and wildlife habitat;
- i. Buffering and landscaping standards to achieve appropriate interfaces and adequate separation, where applicable;
- j. Plans and strategies for access to/from arterial roads and regional highways; and
- k. 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 contains:
 - 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 process will commence during the late spring of 2005 once the General Land Use Plan for Grandview Heights has been approved by City Council. It is expected that the preparation of the NCP will take approximately one year to complete.

Appendices:

Appendix "A" - Map of the NCP Area

Appendix "B" - Proposed Tasks/Steps in the Process

Appendix "C" - Engineering Terms of Reference Summary – Grandview Heights NCP – Area #2

Map of NCP Area #2



Proposed Tasks
NCP - Area #2 Grandview Heights

Appendix "B"



Activity/Task
<p>1) Initiate formal planning process</p> <ul style="list-style-type: none"> - Confirm property-owner advisory committee - Collect background materials and information
<p>2) Prepare land use concept options (at least 2 options will be reviewed) and related general servicing</p>
<p>3) Review options with property owner advisory committee, other stakeholders and the public</p> <ul style="list-style-type: none"> - Technical review - Meet with advisory committee and other stakeholders and hold a public information meeting
<p>4) Develop preferred land use concept</p> <ul style="list-style-type: none"> - Review with property owner advisory committee and other stakeholders - Hold a public information meeting
<p>5) Refine the preferred land use concept, based on advisory committee, stakeholder and public input</p>
<p>6) Seek Council approval for the preferred land use and development concept (Stage I Plan)</p>
<p>7) Prepare and finalize servicing/infrastructure, phasing and funding strategies</p>
<p>8) Hold a final public information meeting</p>

- 9) Forward the Stage II (final) NCP to Council for consideration of approval

Appendix "C"

Engineering Terms of Reference Summary Grandview Heights Neighbourhood Concept Plan #2

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 #2. The following is a summary of the Engineering Terms of Reference for the Area.

B. ENGINEERING

General Requirements

The Consultant 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 layout, sizes and costs, sequencing, and funding strategy for the major infrastructure.

All drainage and sanitary 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 when ever possible.

Transportation Requirements

The plan must demonstrate the adequacy of the existing routes or off-site improvements necessary to provide acceptable vehicular, pedestrian and bicycle accessibility, based on existing traffic volumes, along with projection of future traffic from the Grandview Heights General Land Use Plan area. Conduct 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 consultant must identify laning requirements, intersection control, any special road standards including parking requirements, traffic calming or special treatment.

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

1. The road layout must meet the character/objectives of the road pattern established in the Grandview Heights General Land Use Plan;
2. 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;
3. Identify traffic calming plan with specific measures required for the NCP; and
4. Address interface issues associated with HWY 99 Corridor Plan Area and the Morgan Heights NCP (currently ongoing).

Drainage

The Grandview Heights NCP Area #2 area drains to the west, south-west and south, following the natural topography through the BC Hydro corridor along the NCPs western boundary, via a number of local storm sewers, ditches, and natural watercourses to Fergus Creek and eventually, to the Little Campbell River. There are a few natural watercourses within the Grandview Heights NCP Area #2, but open ditches that form the headwaters of these natural watercourses generally service the area. Although preliminary in nature, the Fergus Creek Master Drainage Plan and subsequently the servicing plans for the Hwy 99 Corridor area were prepared assuming development within this NCP#2 area. These reports will have to be revisited and the main strategies and density assumptions will need to be verified.

An integrated Stormwater Management Plan for Fergus Creek is being initiated concurrently with this NCP process. Land use decisions and stormwater management planning will be linked as a result from this process. Servicing plans for NCP Area # 2 will include the following but not be limited to:

1. Confirmation of existing and future drainage catchments;
2. Highlight downstream constraints associated with the NCP;
3. Provide mitigation measures required to deal with constraints and show how these vary from those presented in the Hwy 99 Corridor Plan and Fergus Creek Master Drainage Plans. This includes conveyance upgrades for minor and major flows as well as detention requirements;
4. A preliminary layout with size and cross sections of critical sections of the storm sewer to show the extent of the area that will allow construction of homes with basements based on existing and planned storm and sanitary sewer depth;
5. 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;

6. Ensure that lowland drainage strategies currently proposed would offset all negative impacts from the development schemes proposed in the NCP. There should be no negative impact to floodplain areas;
7. Ensure watercourses will not be negatively impacted by the proposed land use changes with respect to channel stability and capacity.

Water

The NCP area is currently serviced by the existing Grandview Pump Station located at 15700 block on 24 Avenue. This pump station does not have the capacity to service this NCP. A new pump station will be built adjacent to the GVRD reservoir located at 16700 block on 24 Avenue with an anticipated completion date in late 2007.

The consultant shall provide an overall plan of the water system to service the NCP. The plan shall include, but not be limited to, the following:

1. Define the pressure zone boundary within this “NCP” Area 2 and adjacent areas;
2. Provide a water supply system including:
 - A pumped supply system for the high pressure zone (142m zone) from the proposed Grandview Pump Station.
 - A separate gravity supply system from the GVRD Grandview reservoir to service the lower pressure zone (105m zone).
 - Initially, the high pressure main network, through a system of pressure reducing valves, will service the lower pressure zone. Ultimately, the lower pressure zone will be supplied by the gravity system.
 - As part of the preliminary design of the proposed Grandview Pump Station, a preliminary layout of water system was complete and will be provided for reference.
 - Recommend the staging strategy that considers cost and timing with land development activity for the implementation of the gravity system.
3. Provide layout and size of on-site and off-site feeder mains to service each of the pressure zones:
 - The on site and off-site water mains for each pressure zone shall be looped to provide redundancy.
 - The feeder mains shall be of adequate capacity to provide the required fire flow and domestic demand for this “NCP” Area 2 and other adjacent areas and areas downstream of the proposed pump station.
 - The feeder mains shall be designed for the ultimate build out condition.
 - Provide the Maximum Day Demand and Peak Hour Demand of the study area.
4. Provide a network of water mains within this NCP to provide sufficient domestic demand and fire flow (supported with calculations) to the study area for the proposed land uses in accordance to the City's Design Criteria
5. Identify location of all pressure reducing valves.
6. Provide a cost estimate, funding strategy, and phasing/sequence for the water system for this NCP.
7. Recommend, in particular, the funding strategy for the off-site feeder mains, PRVs, and off-site looped connections.
8. Recommend all practical interim supply scenario if development occurs before the completion of the proposed Grandview Pump Station.

Sewer

The sewage from this area will flow southwest to the proposed Grandview Heights South Sanitary Pump Station roughly located at 168 Street and 1200 block (this is yet to be confirmed). The sizing and location of this pump station will be dependent on the land use general plan for Grandview Heights (south area). 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:

1. Identify the routes and sizing of the sewers;
2. Ensure road layouts will facilitate the sewer flow by gravity;
3. Scheduling and phasing of development – staging should be planned such that no properties will not be land locked from connecting to the City services;
4. Identify the cost of the sewer scheme including DCC component cost and cost funded by developers;
5. Identify the key component to the sanitary servicing scheme and proposed how issues would be approached;
6. Evaluation of whether interim measures will be required to service the area prior to construction of the Grandview Height South Sanitary Pump Station; and
7. Preparation of a detailed implementation plan for such interim measures. The costs should 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 identified infrastructure. All Development Cost Charge ("DCC") eligible infrastructure will be identified 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 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 and developer paid funding through existing administrative procedures (i.e., DCC credits, front enders, etc.).

Neighbourhood Concept Plan Boundaries

