

Corporate Report

NO: R222

COUNCIL DATE: October 27,

2003

REGULAR COUNCIL

TO: **Mayor &
Council** DATE: **October 21,
2003**

FROM: **General Manager,
Planning and Development** FILE: **6520-20
(Grandview
Heights)**

SUBJECT: **Terms of Reference - Planning Process to
Prepare a General Land Use Plan for
Grandview Heights**

RECOMMENDATION

It is recommended that Council:

1. Receive this report as information; and
2. Authorize staff to:
 - (a) initiate a process, including a community consultation process, to prepare a General Land Use Plan for the overall Grandview Heights area based on the Terms of Reference attached to this report as Appendix I; and
 - (b) as early as practical in the General Land Use planning process, establish feasible boundaries for the purpose of commencing the preparation of a Neighbourhood Concept Plan(s) ("NCP") in the area; and
 - (c) bring forward for Council's consideration, a Terms of Reference for the preparation of an NCP in Grandview Heights once the feasible boundaries for such an NCP have been established and the General Land Use Plan has been sufficiently defined.

INTENT

The intent of this report is to seek Council's authorization to proceed with the preparation of a General Land Use Plan for the overall Grandview Heights area of the City. To address interface issues between the future business/commercial uses in the Grandview/Highway 99 Corridor lands (the "Corridor lands") and the greater Grandview Heights area, and to facilitate the expressed desire of several community groups to proceed as soon as possible to the NCP planning stage for neighbourhoods near the Corridor lands, this report also seeks to obtain Council direction with respect to identifying NCP areas in Grandview Heights as early in the process as is practical and, subsequent to identifying the NCP boundaries, bringing forward for Council's consideration a Terms of Reference to commence the planning of an NCP area.

BACKGROUND

On April 14, 2003 Council considered Corporate Report No. C009 that addressed the 2003 annual review of Surrey's Official Community Plan ("OCP"). Council adopted the recommendations of that report which included directing the Planning and Development Department to prepare a Terms of Reference to commence the development of a General Land Use Plan for the Grandview Heights community.

This recommendation was based on the policy framework within the OCP, which aims to balance market demands with housing supply. City policy stipulates that development will be monitored to ensure that there is a minimum of 3 to 5 years of residential growth capacity within the planned urban neighbourhoods of the City. Section B., Policy 4.2 of the OCP states that when residential growth capacity is less than 5 years, the City should begin planning for new growth capacity. Several of the City's approved NCP areas will be reaching 70% to 90% of their capacity within the next 5 years. Consequently, it is necessary to start planning for new growth areas. The areas of Clayton, South Port Kells and Grandview Heights are considered most suitable for future urban, commercial and business development.

Council has already approved planning processes for both the Clayton and South Port Kells communities. Council approved a General Land Use plan for Clayton in 1998 and Council approved the first NCP in the Clayton area, East Clayton, in 2002. Similarly, Council approved a Terms of Reference for the preparation of a General Land Use Plan for South Port Kells in early 2003 and staff is working with the community on the planning process in that area.

There is an impending shortage of residential land supply in South Surrey. The Rosemary Heights Central and Rosemary Heights West NCP areas are rapidly being developed. Infill lands in the Ocean Park area are also being quickly absorbed with new development, while the South Surrey area remains a very attractive market to new residents of the City. On this basis, it is considered necessary to commence planning to ensure a continued supply of urban residential land in the South Surrey market.

Staff has also been approached by a local development company along with the West Grandview Heights Residents' Association and the Fergus Creek Pocket Taxpayers who have collectively expressed a strong interest in planning and developing lands immediately east of the Grandview/Highway 99 Corridor in the Grandview Heights area. The West Grandview Heights Residents' Association and the Fergus Creek group make the case that commercial and business development in the Grandview Corridor will have an impact on their lands (located immediately adjacent to the Corridor) and emphasize the need to create an "urban" buffer between the Corridor and more suburban areas in Grandview Heights. Developers interested in developing in the Grandview Heights area cite the need for additional funding contributions (i.e., through a levy on development) toward the construction of an interchange at 24 Avenue and Highway 99. The Grandview Heights Residents' Association has indicated a desire to maintain the current Suburban designation of Grandview Heights and has stressed that a

General Land Use Plan must precede any further development east of the Grandview Corridor.

DISCUSSION

The General Land Use Plan for Grandview Heights will provide a broad land use and servicing concept for the overall Grandview Heights area along with a funding and phasing strategy. The Plan will also form the foundation for the preparation of NCPs for future neighbourhoods in the Grandview Heights area.

It is proposed that the entire planning process for Grandview Heights will consist of two elements:

1. The preparation of a General Land Use Plan including a servicing and phasing strategy and the establishment of reasonable boundaries for the preparation of NCPs; and
2. The preparation, on a one-by-one basis, of an NCP for each of the neighbourhood areas within Grandview Heights, as defined by the General Land Use Plan.

The proposed planning activities, the objectives of the process and content of the plans are described in the attached Terms of Reference (Appendix I).

There are various community and regional issues related to Grandview Heights that will have a bearing on the planning process. These are outlined below and discussed in greater detail in the attached Terms of Reference.

- There are a number of existing one-acre subdivisions within Grandview Heights representing specific "country estate" lifestyles and significant investment on the part of the property owners. These property owners will probably want to protect their current suburban residential enclaves from urban forms of development. A challenge of the land use planning process will be to integrate the various land uses and potential densities into liveable, quality neighbourhoods;
- With an area of about 158 hectares (390 acres) of land, the Grandview Corridor will be home to over 6,000 jobs in a regional commercial/business centre along Highway 99. This important workplace centre will impact the Grandview Heights area due to the influx of employees, customers and traffic. The implications of this must be addressed in the General Land Use Plan process;
- There is little or no servicing infrastructure in Grandview Heights and a servicing plan and strategy will need to be developed;
- Road improvements in the Grandview Heights area (i.e., the widening of Highway 15), along with solutions respecting the routing of trucks through the area are important issues for the residents of Grandview Heights; and

- Many areas of Grandview Heights have been retained in their natural state and, therefore, are heavily treed and home to many species of wildlife, flora and fauna. This, along with panoramic views, presents both opportunities and constraints for future development options in Grandview Heights.

The plan area encompasses approximately 920 hectares (2,273 acres), as illustrated on the map attached as Appendix "A" to the Terms of Reference. This map also shows the approximate location of lands adjacent to the Corridor for which development interests have been expressed.

Due to staff and resource limitations, consultants will be engaged, as needed, to augment City staff through the planning and consultation process. Infrastructure and engineering services planning will be an integral part of the process as will extensive public consultation through committees, workshops, meetings and focus groups. There are a number of community groups already engaged in the planning process for the Grandview/Highway 99 Corridor plan. It is expected that staff will continue to work with these groups throughout the planning process for the General Land Use Plan. However, as has been practiced by the City in plan preparation processes in recent years, a Citizens Advisory Committee will be structured early in the planning process to meet on a regular basis with City staff to review issues and provide comments as the plan is developed.

It is anticipated that the General Land Use Plan will be substantially complete within one year. Relatively early in this process (i.e., in early 2004) it is expected that NCP boundaries can be established which may allow an NCP planning process to be commenced in 2004 that will be complementary to the General Land Use Plan.

The planning process will commence with the establishment of a Citizen Advisory Committee, data gathering, an environmental assessment of the entire area and a community exercise designed to identify land use opportunities and constraints in the Grandview Heights area.

CONCLUSION

Given the rapid absorption of developable land in the South Surrey area, it is timely to proceed with a planning process for Grandview Heights. Based on the attached Terms of Reference, a two-stage planning process will be undertaken with assistance from qualified consultants. The General Land Use Plan and Servicing Strategy will reconcile to the extent possible the various community issues in the context of policies and priorities of the City as a whole. It will be an iterative process involving public consultation at each step. It is anticipated that the General Land Use Planning process will take about one year to complete and it is likely that an NCP planning process could commence once the basic framework of neighbourhoods in the Grandview area has been defined. It is recommended that Council authorize staff to initiate a process, including a community consultation process, to prepare a General Land Use Plan for the overall Grandview Heights area based on the Terms of Reference attached to this report as Appendix I and, as early as practical in General Land Use planning process, establish feasible boundaries for neighbourhoods within the Grandview Heights area and once such boundaries have been established and the General Land Use Plan has been sufficiently defined, bring forward for Council consideration a Terms of Reference for the preparation of an NCP in the Grandview Heights area.

Murray Dinwoodie
General Manager
Planning and Development

WW/kms/saw

- c.c. - General Manager, Engineering
- General Manager, Parks, Recreation and Culture

Attachments

Appendix 1: Terms of Reference

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Appendix I

TERMS OF REFERENCE

Planning and Public Consultation Process General Land Use Plan and Neighbourhood Concept Plans For Grandview Heights

Introduction

The Official Community Plan (OCP) sets out broad objectives and policies to guide growth and development within the City. These policy directions are intended to be reflected in more detailed plans that apply to specific areas of the City. The General Land Use Plan for Grandview Heights, along with a series of Neighbourhood Concept Plans (NCPs), will set out a policy framework for land use and density, transportation networks, as well as requirements for servicing, amenities and financing based on the principles of "development pays". These policies will form the basis for future City approval of development in the area.

Purpose

These Terms of Reference set out the parameters for undertaking a planning and public consultation process for the Grandview Heights area of Surrey. They set the context, provide guidelines for preparing the General Land Use Plan, define the study area, outline the content of the Plan and set the timeframe for preparing the Plan.

The Plan Area

The plan area comprises approximately 920 hectares (2,273 acres), as shown on the map attached as Appendix "A". The plan area will include the lands designated Suburban in the Official Community Plan, generally bounded by the Grandview/Highway 99 Corridor to the west, 28 Avenue to the north, 16 Avenue to the south and 184 Street to the east.

Background

The Official Community Plan

All of the lands within Grandview Heights are designated Suburban in Surrey's OCP. The area is, for the most part, zoned RA One-Acre Residential, with some parcels zoned A1 General Agricultural.

The OCP sets out broad objectives and policies to guide growth and development within the City. These policies will apply to planning initiatives in Grandview Heights. The OCP also contains specific policies that make direct reference to Grandview Heights. With respect to land supply for future urban growth, there are policies that identify lands in Grandview Heights (along with Clayton and Port Kells) that might be suitable for long term urban, commercial and business development (page 23/24).

Area Description

Grandview Heights is characterized by rolling terrain with panoramic views of the Nicomekl Valley and Mount Baker. The existing development pattern is a mix of established large-lot suburban subdivisions with estate-type homes, small farms, home businesses and treed, pastoral areas. The population of about 2,860 obtains its daily service and civic needs from the Semiahmoo Peninsula to the west or Cloverdale to the north. There are a few small country stores and several small elementary schools in the area.

Planning Issues

There are a number of local issues that may have planning implications for Grandview Heights. Some of these issues are:

1. *Existing Residential Enclaves:* There are a number of existing one-acre subdivisions within Grandview Heights representing specific "country estate" lifestyles and significant investment on the part of the property owners. A challenge of the land use planning process will be to integrate these enclaves into the broader land use plan that will establish liveable, quality neighbourhoods that may include various land uses and densities.
2. *Grandview/Highway 99 Corridor Plan:* With an area of about 158 hectares (390 acres) of land, the Corridor will be home to over 6,000 jobs in a regional commercial centre and other workplaces along Highway 99. This important workplace centre has the potential to significantly influence the Grandview Heights area due to the influx of employees, customers and traffic. The implications of this Corridor development including the transition between the Corridor and the remainder of Grandview Heights must be addressed in the planning process.
3. *Traffic:* There are traffic concerns and impending road improvements in the Grandview Heights area (i.e., the widening of Highway 15, a proposed interchange at Highway 99 and 24 Avenue). These, along with concerns respecting the routing of trucks through the area are important issues for the residents of Grandview Heights.
4. *Environment:* Many areas of Grandview Heights have been retained in their natural state and, therefore, are heavily treed and home to many species of wildlife, flora and fauna. These, along with the panoramic views, present both opportunities and constraints for future development scenarios in Grandview Heights.
5. *Diverse Community Visions for Grandview Heights:* Over the years, the City has been approached by residents and land owners in Grandview Heights to allow some form of urban residential development within Grandview Heights. On the other hand, the City has also been asked to ensure that Grandview Heights maintains its current rural nature based on its Suburban designation.
6. *Lack of Certainty about Future Development:* Presently there are no land use or infrastructure plans in place to guide land use decisions or future servicing in Grandview Heights. The City has been experiencing pressure to prepare plans for new development particularly from groups who represent the owners of those properties in close proximity

to the Grandview/Highway 99 Corridor.

Plan Preparation and Consultation Process

General Land Use Plan

It is proposed that the planning process for Grandview Heights consist of two elements:

The preparation of a General Land Use Plan including a servicing and phasing strategy and the establishment of reasonable boundaries for the preparation of Neighbourhood Concept Plans; and

The preparation, on a one-by-one basis, of a Neighbourhood Concept Plan for each of the neighbourhood areas within Grandview Heights as defined by the General Land Use Plan.

In general, the following planning process will be undertaken toward preparing a General Land Use Plan and Neighbourhood Concept Plans for Grandview Heights.

General Land Use Plan

- 1) Initiate planning process
- 2) Announce the initiation of a plan for Grandview Heights
- 3) Establish a City project team
- 4) Establish a citizen/owner advisory committee
- 5) Engage in a community visioning and issues identification process
- 6) Establish issues, vision, goals and objectives for Grandview Heights
- 7) Prepare several general land use scenarios
- 8) Review and refine the scenarios with project team, committees and other stakeholders
- 9) Confirm feasible boundaries for planning units for which Neighbourhood Concept Plans (NCPs) can be prepared
- 10) Conduct a technical and public review process of optional scenarios
- 11) Based on results, select a preferred general land use option
- 12) Enable final public review and feedback on preferred option
- 13) Finalize and seek Council approval of General Land Use Plan as the basis for the Neighbourhood Concept Plan process described below.

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, the public, residential interests and the business community will be consulted in preparing the plan.

Neighbourhood Concept Plans (NCPs)

Once the General Land Use plan has been prepared and approved by Council (through the process described above) a series of NCPs (on a one-by-one basis) will be prepared in accordance with the planning process outlined in the OCP.

Plan Content

The General Land Use Plan for Grandview Heights will provide a broad land use and servicing concept for Grandview Heights along with a funding and phasing strategy. The Plan will also form the foundation for the preparation of NCPs for future neighbourhoods that will eventually take shape in the Grandview Heights area.

General Land Use Plan

The General Land Use Plan for Grandview Heights will illustrate, in broad terms, the general land use pattern including residential, commercial, work place, institutional, etc. 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, the general location of parks, schools, and major greenways, community structure (i.e., neighbourhood planning units) and a general approach to providing engineering services in the area, with the associated estimated costs and funding strategy.

Neighbourhood Concept Plans (NCPs)

The NCP for each neighbourhood or planning unit within Grandview Heights will contain the elements specified in Part 5: Secondary Plans, of the OCP. NCPs will have two components: a physical plan for land uses and a servicing and financing strategy for the provision of services and amenities. The OCP indicates that plans need to achieve the City's goal of a balance between workplace and residential uses in support of the City's objective of one job for each member of the workforce that resides in the City.

The physical component of the plans 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 the Official Community Plan policy directions in Part 2: Issues and Policies.
- 5) A land use concept plan showing:
 - Lands designated for residential, business, commercial, industrial or other purposes;
 - Park, open space and recreational uses, including greenway connections with adjacent areas;
 - Buffers, landscaped areas and edge conditions; and
 - Other land uses supporting business activity including day care, employee amenities, utility and communication facilities, etc.
- 6) A Circulation Concept Plan providing 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 between business and residential areas, environmental protection, and tree protection.
- 8) A market analysis for business use proposals.
- 9) An environmental impact analysis with recommendations for protection of treed areas, watercourses, fisheries and wildlife habitat.
- 10) Buffering and landscaping standards to achieve appropriate interface and adequate separation, particularly with adjacent residential areas.
- 11) Plans and strategies for access to/from arterial roads and regional highways.

The servicing and financing strategy of the plan will contain the following:

- 1) 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 by rezoning, subdivision or other

mechanisms; and

- 2) A financial analysis that will demonstrate adequate funding for the implementation of the servicing plan.

Timing and Resources

It is anticipated that the General Land Use Plan will be substantially complete within one year. Early in the planning process (i.e., in early 2004), it is expected that NCP areas will be delineated, particularly in the area adjacent to the Grandview/Highway 99 Corridor. This will enable earlier resolution of land use interfacing issues and possible mitigation of impacts from development in the Corridor, which is expected to proceed in advance of any land use changes in the greater Grandview Heights area.

The planning process will commence with the establishment of a Citizen Advisory Committee, data gathering, an environmental assessment of the entire area and a community visioning exercise designed to identify land use opportunities and constraints in the Grandview Heights area. The proposed process and timeline for the process is illustrated in Appendix B.

Due to staff and resource limitations, consultants will be engaged as needed to augment City staff through the planning and consultation process. Infrastructure and servicing planning will be an integral part of the process as will extensive public consultation through committees, workshops, meetings and focus groups. There are a number of community groups already engaged in the planning process for the Highway 99 Corridor. It is expected that staff will continue to work with these groups throughout the General Land Use Plan process.

Appendices:

Appendix A: Map of the Plan Area

Appendix B: Proposed Work Schedule

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Appendix "A"

Map of the Plan Area

Appendix "B"



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