



# Corporate Report

NO: C006

COUNCIL DATE: May 2/05

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## COUNCIL-IN-COMMITTEE

TO: **Mayor & Council** DATE: **April 25, 2005**  
FROM: **General Manager, Planning and Development** FILE: **6520-20 (Morgan Heights – NCP #1)**  
SUBJECT: **Stage 1 Approval for the Area #1 Neighbourhood Concept Plan (Morgan Heights) in Grandview Heights**

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## RECOMMENDATION

It is recommended that Council:

1. Receive this report as information;
2. Approve the Stage 1 component for the Area #1 (Morgan Heights) Neighbourhood Concept Plan ("NCP") in Grandview Heights, as described in this report and as illustrated in Appendix 1;
3. Instruct staff and the NCP proponents to complete the Stage 2 component of the NCP for the Area #1 (Morgan Heights) NCP on the basis of the Stage 1 Land Use Plan, including resolution of outstanding land use matters identified in this report, design guidelines, an engineering servicing strategy and a comprehensive financial plan that will provide adequate funding provisions for engineering servicing infrastructure, logical phasing, and community amenities; and
4. Authorize staff to proceed with processing of development applications in the Area #1 (Morgan Heights) NCP, on the basis that the applications conform with the proposed Stage 1 Land Use Plan and that final approval of such applications will be held pending completion of the Stage 2 component of the NCP.

## INTENT

The purpose of this report is to:

1. Provide an overview of the Stage 1 component of the Area #1 (Morgan Heights) NCP, including the process followed in preparing the plan, public consultation

that has been undertaken as part of the planning process and a description of the proposed Land Use Plan;

2. Seek Council approval of the Stage 1 component of the NCP, including the proposed Land Use Plan, as the basis for more detailed planning necessary to complete the Stage 2 component of the NCP; and
3. Provide Council with a summary of outstanding issues that will be addressed as part of the Stage 2 component.

## **BACKGROUND**

On January 10, 2005, Council considered Corporate Report No. L001 (attached as Appendix 2) and adopted the recommendations of that report, which authorized 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 the report. Since that time, staff has been working with the proponents and other stakeholders toward preparing a Stage 1 NCP.

This is the first NCP to be undertaken in the Grandview Heights area. The draft General Land Use Plan for Grandview Heights makes provision for five NCP areas. The General Land Use Plan is nearing completion. A final public open house was held on April 26, 2005 and the preferred plan is expected to be forwarded to Council, for consideration of approval by Council, in late May or early June 2005. The Area #1 (Morgan Heights) Stage 2 Plan will be brought forward for Council's consideration, following the approval of the General Land Use Plan for Grandview Heights.

## **DISCUSSION**

### **Planning Process**

#### ***Plan Area***

The Grandview Heights Area #1 (Morgan Heights) includes an area of approximately 80 hectares (196 acres). It is bounded by the Grandview/Highway 99 Corridor Plan area 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 entire NCP area is currently designated Suburban in Surrey's OCP and is, for the most part, zoned One-Acre Residential (RA).

#### ***Planning Approach***

The plan preparation process was initiated by several development proponents who engaged the services of planning, engineering, transportation and environmental consultants to assist with preparing the NCP. Planning and Development staff coordinated the process, with input from Parks, Recreation and Culture and Engineering staff, the School District and others. City staff met with the proponents on a bi-weekly basis throughout the planning process and, as noted below, community and public meetings and consultations were undertaken at key milestones. Preliminary comments were also sought from Surrey's Environmental Review Committee.

### ***Public Consultation***

Public consultation was a key component of the planning process. A citizen group was formed, including representatives from within the NCP area, as well as from adjacent areas in Grandview Heights and from the North Grandview Heights area. This group met on several occasions to discuss and resolve issues that were identified throughout the process. There was also a community meeting for the owners within the NCP area and a general public open house hosted by City staff. A complete chronology of the public consultation activities is contained in Appendix 3. City staff and outside agencies met throughout the process to address technical issues. Public consultation will continue throughout Stage 2.

Approximately 150 people attended the most recent public open house, held on March 31, 2005 and 55 comments sheets were submitted during and following the open house. There appears to be overwhelming support (89%) for the land use plan as presented (about six responded negatively). Several issues were raised at the open house and on the comment sheets. These comments were related to transitions or the interface between neighbouring areas, the commercial areas, and higher density areas; and traffic impacts and drainage/sewer routes through North Grandview Heights. The detailed transportation issues will be addressed as part of the Stage 2 work in consultation with the local citizen group and the transportation consultant. The detailed analysis of the comment sheets, together with a map illustrating the geographical locations of the respondents, are available from the Planning and Development Department.

### **Planning Objectives**

The proponents submitted a Stage 1 NCP document, prepared by Stantec Consulting, which is available (in draft form) from the Planning and Development Department. This document explains, among other things, the planning objectives and the land use plan in general. The following is a summary of the objectives and the major components of the land use plan, as indicated in the Stage 1 NCP submission.

The overall objective of the NCP is to provide "a physical plan, defining land uses, as a basis for developing a servicing and financing strategy in Phase 2".

The NCP submission indicates that "the neighbourhood will provide additional new housing opportunities in south Surrey, in the context of a complete community, with increased commercial and employment growth in south Surrey as well as the provision of new services, including infrastructure, parks and schools. The intent is to create a liveable urban neighbourhood based on efficient, compact development that provides a variety of housing opportunities from low-density single family to higher density multiple housing along the Highway 99 Corridor".

The specific objectives of the NCP are identified as follows:

*Community:* The focus is on a well-planned identifiable community that responds to the site and surroundings. The plan will provide a framework for delivering a high quality, comprehensively planned community.

*Housing:* There will be an integrated broad range of housing types (a variety of lot sizes for single detached housing, town housing and apartments) to provide for a variety of household types and to respond to markets as they evolve. This will cater to a wide consumer choice, including singles, young families, empty nesters and seniors.

*Safety:* The detailed design of the community will incorporate principles of Crime Prevention Through Environmental Design.

*Parks:* The community will be served by a variety of local parks, in key locations, that provide for a mix of active and passive uses, including habitat preservation. The parks will be linked by the overall trail system.

*Urban design:* Urban design principles will be applied to make the community attractive and liveable through design, provision of buffers and parks, landscaping, maintenance of views, and guidelines for residential development.

*Movement:* The plan will provide an inter-connected circulation system that supports the land use patterns and urban design concept by providing safe optional routes for vehicles, bicycles, pedestrians and transit.

*Services:* The plan will foster an economical servicing system as a logical staged extension of existing systems to support the land use concept and minimize the environmental impact on receiving streams and the lowlands.

*Transitions:* There will be appropriate land use transitions and treatments between adjacent uses, both within the NCP and between the NCP land uses and surrounding uses, such as commercial and lower density suburban areas. (The buffer between the NCP and Highway 99 Corridor area is the responsibility of the commercial developers.)

*Environment:* Best practices, mitigation measures and design will be used to minimize any environmental impacts on the hydrologic regime associated with redevelopment and provide for the integration of key woodlands and Wills Brook into the neighbourhood.

*Implementation:* The neighbourhood will be implemented through a series of phased rezonings and subdivisions that match development and market demand. Plan changes and approvals will provide for community input and the interplay of market forces. There will be an orderly transition that respects existing uses until development occurs.

## **Overview of the Proposed Land Use Plan**

The Proposed Land Use Plan is illustrated in Appendix 1.

The NCP land use plan features higher density residential development in the west, which is adjacent to the eastern boundary of the Highway 99 Corridor Plan. Densities generally decrease away from the commercial lands at the corner of 24 Avenue and 160 Street, eastward toward the existing suburban area. The multiple residential designations in the proposed land use plan provide for a variety of residential forms, from townhousing through to apartments, including care facilities. It is expected that apartments will be developed adjacent to the proposed large format commercial site at the northeast corner

of 24 Avenue and 160 Street, with an appropriate buffer and/or berm interface to be detailed during the Stage 2 NCP process. Other residential forms include ground oriented housing (such as single family, duplex and buildings with three or four dwellings) and townhouses.

The lower density single-family areas will be designed to provide appropriate interfaces with adjacent development, particularly the suburban lots to the north and east of the NCP area. Land uses are located in a manner that ensures appropriate transitions between uses, both within the neighbourhood and externally to adjacent uses. Further details of these transition areas, especially along 28 Avenue and 164 Street, including architectural guidelines, will be finalized during the Stage 2 NCP process.

A central feature of the existing neighbourhood is Southridge School. Single family lots of varying sizes, as well as some low density townhouse developments, are proposed adjacent to the school. Design guidelines will be included in the plan to limit the height of units adjacent to the school to two storeys and to provide appropriate setbacks, buffering and design guidelines.

As the neighbourhood will rely on neighbourhood commercial facilities provided in the Grandview Corridor Plan at the northeast quadrant of 24 Avenue and 160 Street, no new commercial facilities are anticipated within this NCP.

New development in the westerly portion of the NCP area will build upon the existing road layout, including 26 Avenue and 27 Avenue. East of 160 Street, a new local collector system is introduced to link with 28 Avenue, 24 Avenue and 164 Street.

A system of walkway/trail connections link the residential areas with parks, surrounding areas and the commercial lands in the Highway 99 Corridor plan area. Appendix 4 illustrates the proposed pedestrian/bicycle path system and the proposed areas of residential transition.

This area will ultimately be served by a new elementary school, proposed to be located outside this NCP area, north of 28 Avenue at about 160 Street. In the interim, it is anticipated that elementary school children will attend Sunnyside Elementary or the new elementary school on 26 Avenue at 174 Street in the Grandview Heights Community, pending a review of catchment areas.

Neighbourhood parks are proposed in both the east and west parts of the NCP area. One park area is proposed in the western sector at the northeast corner near 28 Avenue and 160 Street. This park will include some natural areas adjacent to Wills Brook, along with an approximately two acre active area for use by the neighbourhood residents. This park area will be connected to the neighbourhood and to the school and park sites to the north by pedestrian/bicycle linkages. East of 160 Street, park space is divided into two areas linked by the trail system. One park is located at the major entrance to the neighbourhood at 162 Street and approximately 26 Avenue, and will provide a viewscape vista for those entering the neighbourhood and those using the park. Another park located at 167 Street and 27 Avenue, on the east side of the neighbourhood, contains a large treed area and will remain passive to ensure the protection of significant trees.

It is estimated that the proposed land use plan will generate approximately 2,400 residential dwelling units, which will accommodate a population of approximately 5,430 people. A brief statistical summary of each land use component of the NCP, including net area, dwelling units and anticipated population is provided in Table 1.

**Table 1**

Land Use	Maximum Density (upa*)	Effective Built Density (upa*)	Acres	Units	People per Unit	Population
<b>WEST OF 160 STREET</b>						
Townhousing	15	15	18	270	2.2	594
Townhousing	30	20	30.1	602	2.2	1,324
Apartments	45	36	7.9	285	1.6	456
Woodland Park			2.5			
Neighbourhood Park			2.0			
<b>West Area A Subtotal</b>			<b>60.5</b>	<b>1,157</b>		<b>2,374</b>
<b>EAST OF 160 STREET</b>						
Single detached housing	8	7	18.9	132	2.8	370
Strata detached housing	8	7	10	70	2.8	196
Single detached housing	10	8	28	224	2.8	627
Single detached housing	12	15	15	120	2.8	336
Townhousing	15	20	8.9	134	2.2	294
Townhousing	30		28	560	2.2	1,232
Woodland Park			2.5			
Neighbourhood Park			3.2			
Southridge School			16.4			
<b>East Area B Subtotal</b>			<b>130.9</b>	<b>1,240</b>		<b>3,055</b>
<b>TOTAL NCP</b>			<b>191.5</b>	<b>2,397</b>		<b>5,429</b>

### Environmental Assessment

A detailed environmental impact assessment of the NCP area was undertaken by Phoenix Environmental Services. This assessment identified a number of watercourses, forested areas in the northwest portion of the NCP and potential wildlife species in the area. The assessment highlights the role of the area in the Nicomekl River watershed and the need to mitigate changes through application of stormwater "best management practices" through techniques such as constructed infiltration facilities and the use of bio-filtration. It was determined that it should be possible to produce a modest net gain in fish habitat within the NCP area through permanent and ephemeral ponds, wetlands and watercourses and the protection of some existing treed habitats. There is also a low risk or probability for environmental contamination.

## **Planning Analysis**

The proposed Land Use component of the Area #1 (Morgan Heights) NCP is generally consistent with the goals, objectives and land use designations identified, to date, in the Grandview Heights General Land Use Plan. The proposed Stage 1 NCP also has support from a majority of the property owners in the area.

Surrey's Official Community Plan ("OCP") identifies several policies relating to how new neighbourhoods or NCPs should contribute to the overall community framework. The NCP discussed in this report substantially meets these policy directions, as identified below:

- Encourages growth and development that effectively utilizes land and City resources, creating new opportunities to grow in ways that can enhance our neighbourhoods;
- Creates orderly and cost-effective development by promoting a complete urban community, ensuring strategic capital investments to support the community and ensures stakeholder participation and support in local land use planning;
- Supports a compact urban development pattern and creates an identifiable neighbourhood by ensuring proper planning for schools, parks and stores;
- Provides a balanced range of choices in the type, tenure and cost of housing;
- Creates a safe, attractive and people-friendly environment through the promotion of CPTED principles, thus enhancing the City's image; and
- Locates services and facilities close to residential neighbourhoods to create multi-purpose centres and minimize travel to larger commercial areas.

The proposed NCP will effectively integrate with the surrounding land use context and the adjacent areas (North Grandview Heights and the Highway 99 Corridor). The new residential developments will be reasonably served by commercial development, schools, parks and other amenities. Substantial public consultation has been undertaken throughout the planning process for the General Land Use Plan (in process) and extensive local consultation has been undertaken in connection with the development of this NCP. The proposed Stage 1 Land Use Plan appears to respond to the aspirations of the majority of residents and property owners, in terms of land use, density and area character.

## **General Servicing Issues**

The Stage 1 servicing plan report has been completed for the area. Maps for the transportation, sewer, water and storm services are contained in Appendix 5. The Engineering Department staff is satisfied that the servicing concepts, as proposed for transportation, water, sanitary sewer and storm drainage will support the proposed land use plan. The detailed work required to finalize the servicing strategies will be undertaken as part of the Stage 2 component of the NCP. Upon completion of this engineering analysis, a financial plan will be developed to identify how the engineering

services will be funded. The following paragraphs summarize specific servicing issues that may impact the development schedule and final layouts:

### ***Water***

The City's existing pump station has insufficient capacity to provide water pressure for the new development proposed in this plan. This will be addressed by 2007 with system upgrades being designed for the Grandview Heights reservoir. Any interim water system upgrades that may be approved to facilitate phased development, must be implemented at the proponents' expense.

### ***Sanitary Sewer***

The design and acquisition of key rights of way for the new Grandview Heights North gravity interceptor, west of 160 Street, is currently being addressed by the City. It is **not** expected that the interceptor will be completed by the City within the required development schedule. If the proponent has a need to advance the City's construction program to meet development schedules, the proponent will be required to finance the construction of the interceptor up to 160 Street by way of a front-end agreement with the City.

### ***Storm Drainage***

Stormwater Management strategies are currently being reviewed and opportunities related to detention ponds, trunk sewers, low impact development and pump station upgrades are being evaluated. The current land use plan concept provides sufficient flexibility to accommodate the infrastructure, likely to be proposed through the Stage 2 process.

### ***Transportation***

The Traffic Analysis for the Morgan Heights NCP is based upon a partial interchange located at Highway 99 and 24 Avenue, as well as a full interchange at 152 Street. The results of this analysis indicate that the existing major grid road network (the R-91) will be sufficient to address traffic generation from the Morgan Heights NCP, with two road network changes required. 160 Street must be upgraded, north of 24 Avenue, to a Divided Arterial Road and 26 Avenue, from 164 Street to 168 Street, must be upgraded to a Major Collector Road. An integrated traffic calming plan will be developed during Stage 2 analysis.

A financial plan and phasing strategy will be completed as part of the Stage 2 component. The financial plan will identify the costs for each component of infrastructure and the anticipated DCC revenues for that component, to demonstrate a balance. Refinements and proposed additions to the City's 10 Year Servicing Plan will be recommended. The details associated with the engineering servicing strategies, the costs related to the design and construction of these works and the best method for the NCP to finance the infrastructure, will be addressed as part of the Stage 2 component of the NCP.



## **Land Use Matters Remaining to be Resolved**

A number of land use issues will need to be resolved during Stage 2 of the NCP process. The following is a summary of these outstanding matters. A detailed assessment of these matters will be conducted as part of Stage 2 and any resulting changes to the Land Use Plan and/or the Circulation Plan will be presented to Council in conjunction with the Stage 2 component of the NCP:

1. The proposed land use plan and environmental recommendations will be considered by Surrey's Environmental Advisory Committee and any concerns and comments addressed in the NCP;
2. The pedestrian/bicycle plan will be refined to show the location of the paths along roads (i.e., on street or pathway adjacent), the width of the paths and connections through to the Millennium Trail in the Grandview Corridor. Similarly, the circulation plan will address linkages and interconnectivity between the cul-de-sacs and other internal roads to the main pedestrian/cycling routes (i.e., 160 Street);
3. The local road configuration must be finalized in conjunction with Planning and Development and the Fire Department staff. Enclosed "P-loops" must make accommodation for emergency access and pedestrian walkways will be incorporated to ensure easy and convenient pedestrian access from the P-loops and cul-de-sacs to all major pathways and destination areas in the neighbourhood;
4. The general lot configurations in the easterly part of the NCP will be refined to address the City's policies respecting double-fronting lots. CPTED practices must be employed for lots adjacent to parks, open spaces and walkways (i.e., lots should not back onto parks);
5. The storm detention ponds or water retention facilities in the linear park (near Southridge School) must be addressed as to their acceptability and design;
6. Details of the proposed environmental compensation area in the park west of 160 Street must be confirmed and approved by the City and the Department of Fisheries and Oceans;
7. The location and measures to protect trees in the proposed nature park in the northeast area of the NCP will be confirmed; and
8. The proponents must work with the City and Southridge School to resolve issues, regarding potential tennis courts, road design and traffic operations on 160 Street and buffering and design guidelines in the vicinity of Southridge School.

## **Next Steps**

It is recommended that Council authorize staff to proceed to preparing the Stage 2 component of the NCP, involving more detailed planning and analysis, as identified in this report and appendices and as summarized below:

1. Resolution of the outstanding land use matters, as documented in this report;
2. Identification of detailed engineering servicing requirements, including water, sanitary sewer, storm sewer, drainage facilities, other major utility infrastructure and the road network;
3. Preparation of a comprehensive servicing plan which will provide solutions to servicing, transportation and other servicing matters;
4. Determination of a financial strategy to fund the infrastructure needed to support development in the area in accordance with City policy;
5. Development of a phasing plan for the logical development of the area; and
6. Completion of a review of required amenities to serve this area, including park acquisition analysis, park development costs, fire and police protection and library materials and the calculation of appropriate amenity contributions for the NCP area to be collected at the time of development of individual sites.

Various City Departments and external agencies will continue to be consulted during the preparation of the Stage 2 component of the NCP. The complete servicing, phasing and financial plan will be presented to the public for review and comment before it is submitted to Council for consideration of approval. It is anticipated that the Stage 2 component of the NCP will be completed by summer 2005. If Council adopts the Stage 1 component of the NCP, in keeping with past practice, it is further recommended that staff be authorized to receive and process development applications for sites within the NCP, provided that final approval of such applications will be held pending completion of the Final Stage 2 component of the NCP, as described in this report.

## **CONCLUSION**

In view of the above analysis and rationale, it is recommended that Council:

1. Approve the Stage 1 component for the Area #1 (Morgan Heights) NCP in Grandview Heights, as described in this report and as illustrated in Appendix 1;
2. Instruct staff and the NCP proponents to complete the Stage 2 component of the NCP for the Area #1 (Morgan Heights) NCP on the basis of the Stage 1 Land Use Plan, including resolution of outstanding land use matters identified in this report, design guidelines, an engineering servicing strategy and a comprehensive financial plan that will provide adequate funding provisions for engineering servicing infrastructure, logical phasing and community amenities; and

3. Authorize staff to proceed with the processing of development applications in the Area #1 (Morgan Heights) NCP on the basis that the applications conform with the proposed Stage 1 Land Use Plan and that final approval of such applications will be held pending completion of the Stage 2 component of the NCP.

*Original signed by*

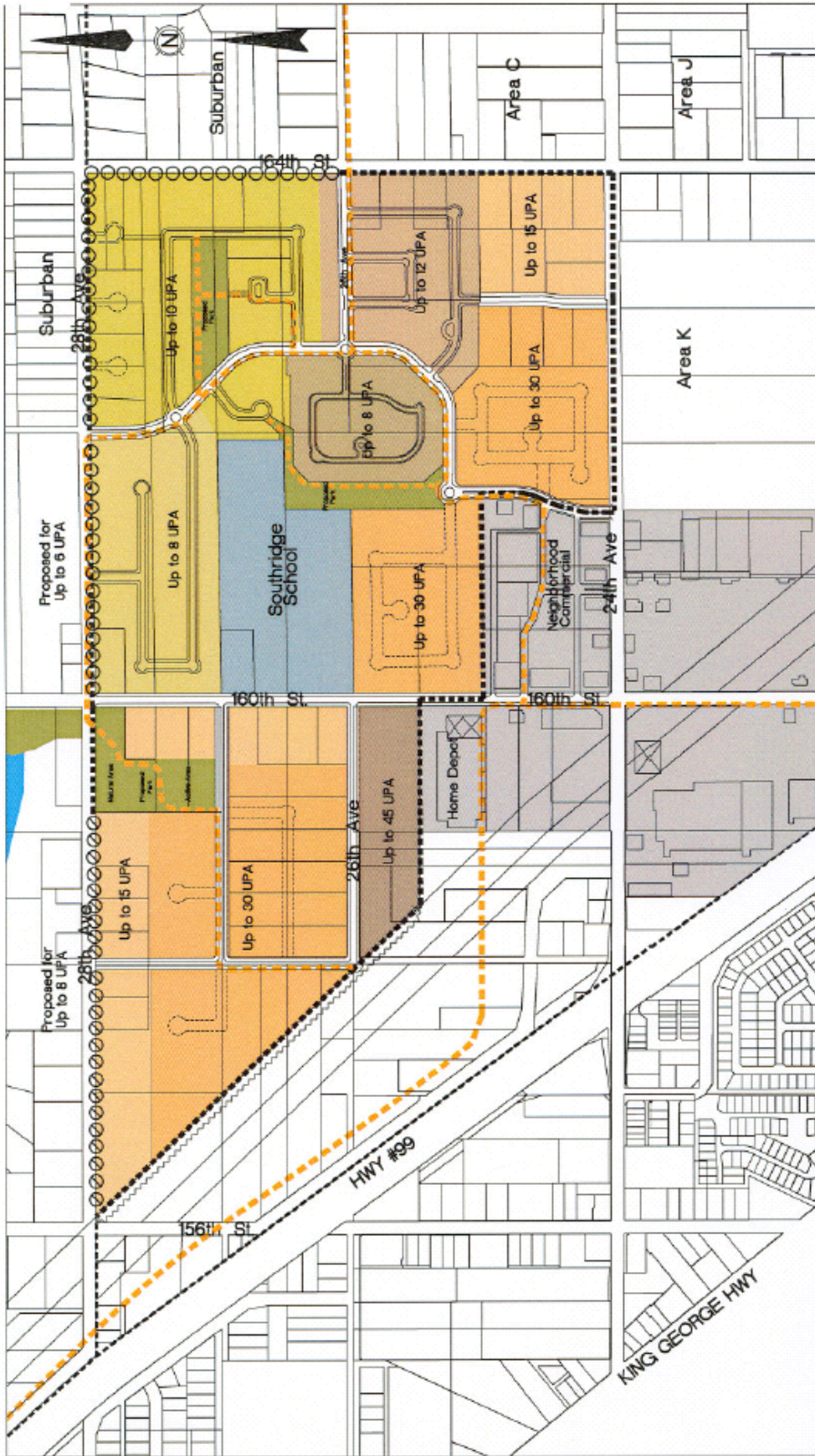
Murray Dinwoodie  
General Manager,  
Planning and Development

JM/kms/saw

Attachments:

- Appendix 1 Stage 1 Land Use Plan
- Appendix 2 Corporate Report No. L001 and Terms of Reference
- Appendix 3 Chronology of Public Consultation
- Appendix 4 Pedestrian Circulation Plan (and Interface areas)
- Appendix 5 Preliminary Engineering Servicing Drawings (Stage 1)

Stage 1 Land Use Plan



Legend

- Transition A
  - Transition B
  - Transition C
  - ◌ Up to 8 UPA
  - ◌ Up to 10 UPA
  - ◌ Up to 12 UPA
  - ◌ Up to 15 UPA
  - ◌ Up to 30 UPA
  - ◌ Up to 45 UPA
  - ◌ Trail
  - ◌ Proposed School
  - ◌ Park / Open Space
  - ◌ School
  - ◌ Neighborhood Commercial
  - ◌ Proposed School
  - ◌ Park / Open Space
  - ◌ School
  - ◌ Streets
- \*UPA = Proposed Units per Acre

Grandview Heights #1 NCP  
Proposed Development Concept



# Corporate Report

NO: L001

COUNCIL DATE: JAN 10/05

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## REGULAR COUNCIL - LAND USE

TO: Mayor & Council DATE: January 6, 2005  
FROM: General Manager, Planning and Development FILE: 6520-20  
(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.

*Original signed by*

Murray Dinwoodie  
General Manager  
Planning and Development

WW/kms/saw

Attachments:

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

<p style="text-align: center;"><b>TERMS OF REFERENCE</b> <b>Planning and Public Consultation Process</b> <b>Grandview Heights Neighbourhood Concept Plan - Area #1 (Morgan Heights)</b></p>
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## **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



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

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

**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.

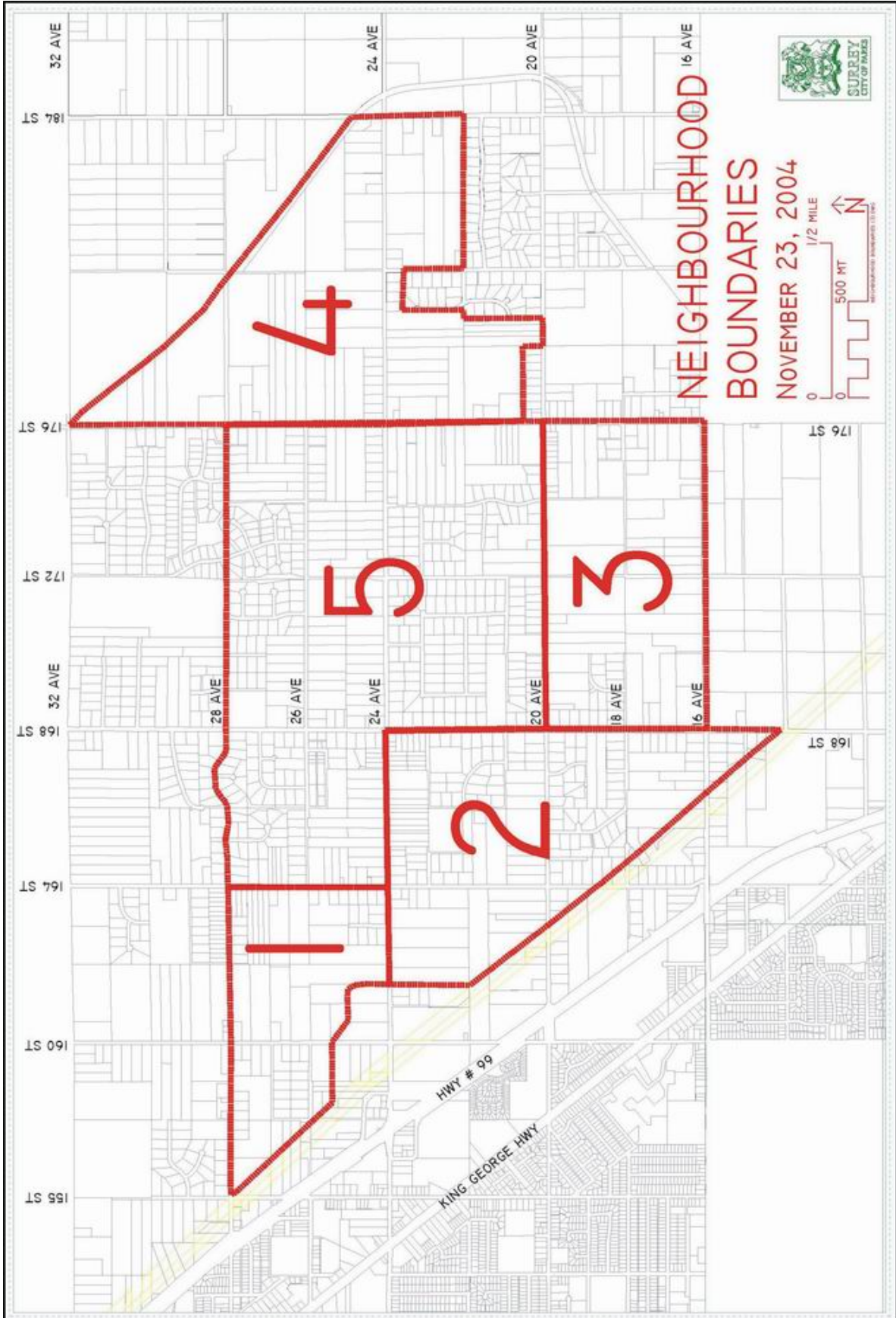
### **C. FINANCING AND STAGING**

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 ends etc.).

# Neighbourhood Concept Plan Boundaries

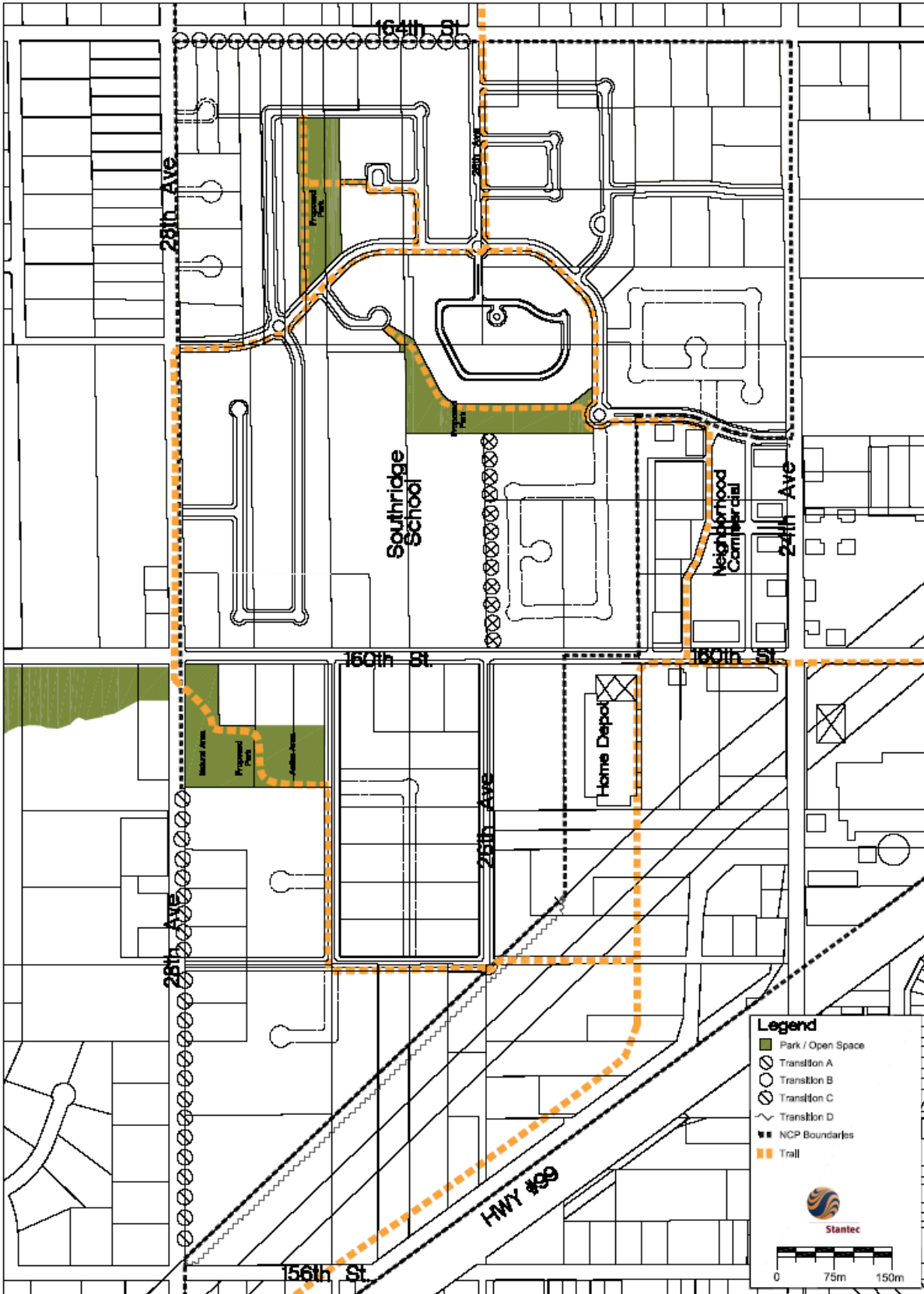




**Chronology of Public Consultation  
NCP # 1 (Morgan Heights) Timeline**

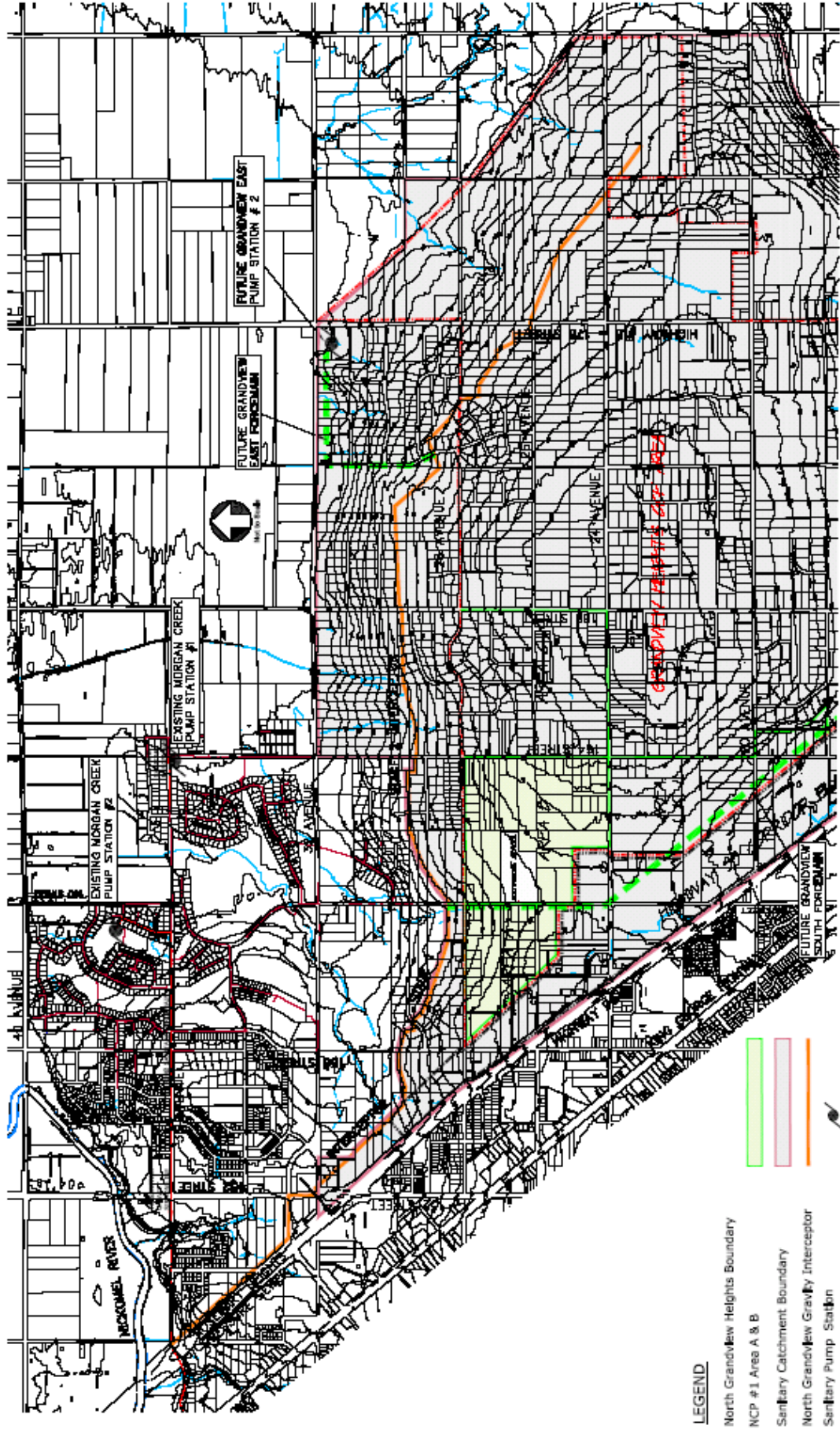
<b>Date</b>	
<b>October 2003</b>	<ul style="list-style-type: none"> <li>• Surrey City Council approved the Terms of Reference for a General Land Use Planning process for Grandview Heights including the establishment of a Grandview Heights Community Advisory Committee.</li> </ul>
<b>January 2004</b>	<ul style="list-style-type: none"> <li>• NCP boundaries within the Grandview Heights area were established to allow for the start of an NCP Planning Process complimentary to the General Land Use Plan.</li> </ul>
<b>February 17, 2005</b>	<ul style="list-style-type: none"> <li>• The first meeting of the Citizen's Advisory Committee for the Area #1 (Morgan Heights) NCP. This CAC included representatives from within the Morgan Heights area and representatives from the surrounding areas of Grandview Heights.</li> </ul>
<b>February 22 – 23, 2005</b>	<ul style="list-style-type: none"> <li>• Area A and B representatives met with the 1-acre landowners in areas A and B to discuss the NCP. Concerns raised during the meetings were subsequently addressed in a revised plan.</li> </ul>
<b>March 10, 2005</b>	<ul style="list-style-type: none"> <li>• A formal presentation of the Area #1 Morgan Heights NCP was made to the Citizen's Advisory Committee. This was an open house session attended by plan proponents and City of Surrey staff.</li> </ul>
<b>March 14, 2005</b>	<ul style="list-style-type: none"> <li>• Technical review meeting held to provide all available environmental and servicing information for the area; the consultants presented the material and were available to respond to questions.</li> </ul>
<b>March 17, 2005</b>	<ul style="list-style-type: none"> <li>• Information meeting held with the Citizens Advisory Committee.</li> </ul>
<b>March 31, 2005</b>	<ul style="list-style-type: none"> <li>• Public Open House held with respect to Area #1 (Morgan Heights) NCP; approximately 150 attended with 53 comment sheets returned to date (6 did not support, 1 supported with conditions, 44 supported).</li> </ul>
<b>Current</b>	<ul style="list-style-type: none"> <li>• On-going consultation with City of Surrey staff and local stakeholders (i.e. Southridge School) and fine-tuning of NCP plan.</li> </ul>

Pedestrian Circulation Plan (and Interface areas)



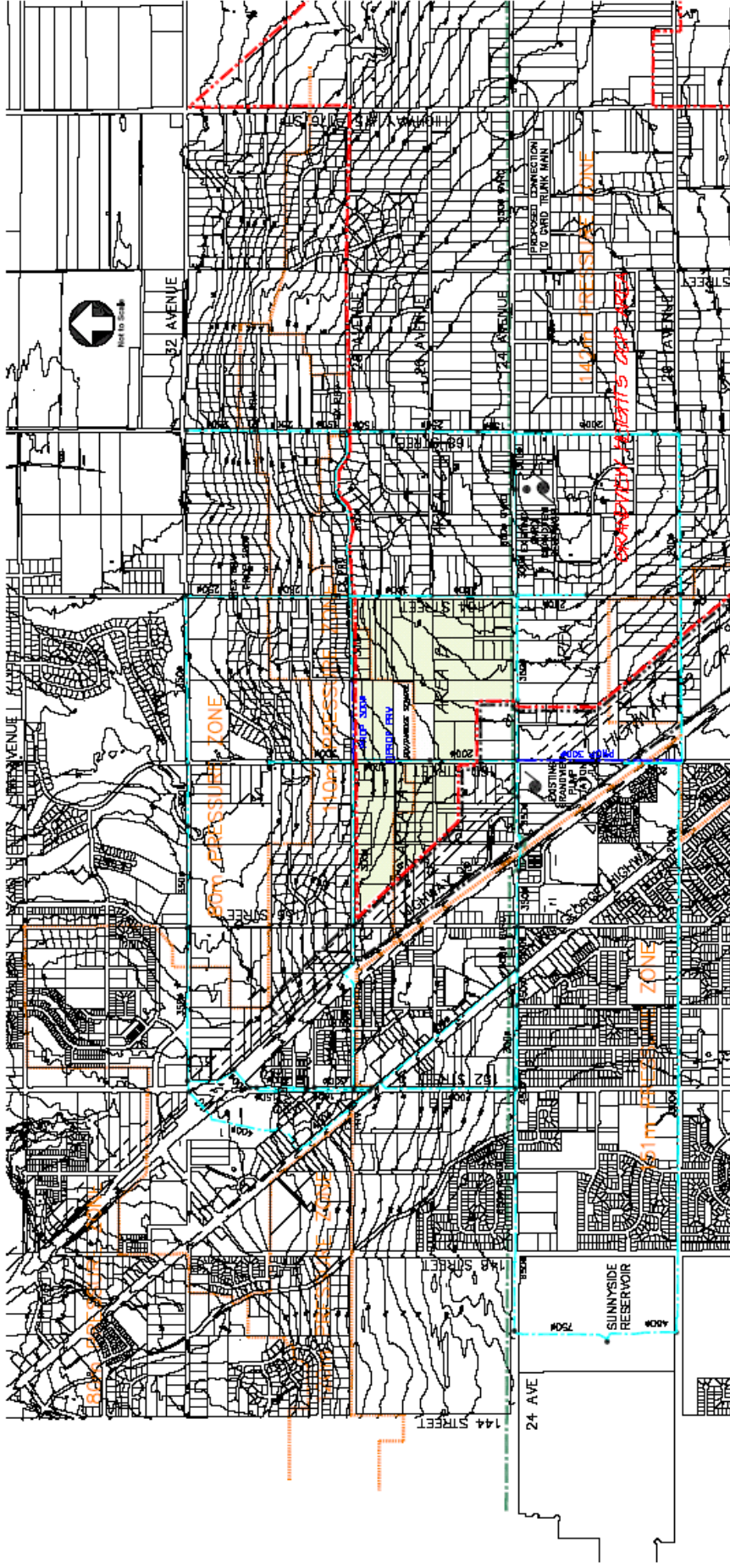
Appendix 4: Pedestrian Circulation Plan





- LEGEND**
- North Grandview Heights Boundary
  - NCP #1 Area A & B
  - Sanitary Catchment Boundary
  - North Grandview Gravity Interceptor
  - Sanitary Pump Station

**Grandview Heights #1 (NCP) Neighborhood Concept Plan** **Proposed Sanitary System** **Figure A2**



**Legend**

- NCP #1 Area A & B
- Water Pressure Zone
- Existing Water System
- Existing GVRD Trunk Main
- Proposed Water System

**Grandview Heights #1 (NCP)  
Neighborhood Concept Plan**

**Proposed Water System Figure A3**