

# Corporate Report

NO: R308

COUNCIL DATE: December 13,

2004

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## REGULAR COUNCIL

TO: **Mayor &  
Council** DATE: **December 10,  
2004**

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

SUBJECT: **Grandview Heights General Land Use Plan -  
Status Report and Neighbourhood Concept  
Plan Boundaries**

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## RECOMMENDATION

It is recommended that Council:

1. Receive this report as information;
2. Direct staff to bring forward, for Council's consideration, a Terms of Reference for the preparation of a Neighbourhood Concept Plan for Area # 1, as illustrated on the map attached as Appendix I to this report; and
3. Direct staff to bring forward, for Council's consideration, a Terms of Reference for the preparation of a Neighbourhood Concept Plan for Area #2, as illustrated on the map attached as Appendix I to this report, subject to confirmation of the boundaries for Area #2 and as staff resources become available for this project.

## INTENT

The purpose of this report is:

- To provide an update to Council on the status of the work associated with preparing a General Land Use Plan for Grandview Heights, including a synopsis of the community consultation undertaken, to date;
- To obtain Council authorization to bring forward a Terms of Reference to begin the work of preparing a Neighbourhood Concept Plan ("NCP") for each of two areas within the Grandview Heights community; and
- To advise Council of the next steps in the process of completing the General Land Use Plan for the Grandview Heights community.

## **BACKGROUND**

On October 27, 2003, Council considered Corporate Report No. R222 and authorized staff to undertake the following actions in connection with the preparation of a General Land Use Plan for the Grandview Heights area of the City:

1. Initiate a process, including a community consultation process, to prepare a General Land Use Plan for the overall Grandview Heights area, based on an approved Terms of Reference;
2. As early as practical in the General Land Use planning process, establish feasible boundaries for the purpose of commencing the preparation of an NCP in the area; and
3. Bring forward, for Council's consideration, a Terms of Reference for the preparation of an NCP in Grandview Heights, once the boundaries for such an NCP have been established and the General Land Use Plan has been sufficiently defined.

Over the past year, City staff has been working with a Citizen Advisory Committee ("CAC") and other community and agency stakeholders toward creating a General Land Use Plan for Grandview Heights. Following substantial work and deliberation among the CAC members and others, three land use options were developed and have been presented to the community at an Open House, held on November 23, 2005. Staff is in the process of compiling the many comments brought forward by the community, regarding the options. The consultation process undertaken, to date, along with the results, are highlighted in this report. A complete chronology of major consultation activities undertaken, to date, is attached as Appendix II.

## **DISCUSSION**

### **Plan and Policy Development**

At the outset of the planning process, in February 2004, a CAC was established. The purpose of the CAC is to bring local knowledge to the planning process; to work cooperatively in the interests of the Grandview Heights Community; and to act as a liaison between Grandview Heights residents and property owners and City staff and consultants working on the Plan. The CAC consists of about 45 property owners or alternates, selected by area residents and landowners from 14 geographic precincts into which the Plan area was divided. The CAC also includes representatives from the neighbouring areas and six community associations. It is noted that there are approximately 910 separate parcels of land in the Grandview Heights plan area. The CAC has met 11 times, to date. The CAC members should be commended for their commitment and diligence. Many of the members have spent significant effort and time in soliciting the views of their constituencies and bringing those views forward to meetings with City staff.

In June 2004, the CAC was involved in a "visioning" exercise to develop a set of "Guiding Principles" to further the General Land Use Plan for Grandview Heights. The CAC considered the following questions during the exercise:

- (a) What kind of community do you want to live in?; and
- (b) What are your best hopes and worst fears for how the community could develop?

The CAC used this information to develop Guiding Principles for the preparation of a General Land Use Plan. The Guiding Principles (attached as Appendix III) focused on the thematic areas of:

- (a) Transportation/Road Network;
- (b) Environment;
- (c) Community Character;
- (d) Commercial Development/Economy; and
- (e) Residential Development/Density.

The Guiding Principles that emerged from the June visioning session were reviewed by the community-at-large during a public open house held at the end of June 2004. These principles then guided the preparation of a series of land use concepts.

The various alternative land use concepts were reviewed by the CAC over the past summer and fall in workshop formats. The concepts have gone through numerous iterations. It was agreed by the CAC that three land use concept options would be presented to the public at an Open House on November 23, 2004. The three concepts are attached to this report as Appendix IV.

Accompanying the general land use concepts was a set of policies, which were also reviewed the CAC and presented to the community. These policies are attached in Appendix V.

The CAC also considered various options for NCP boundaries. The NCP area boundaries were generally agreed upon by the CAC and were also presented for public input at the November 23, 2004 open house. The NCP boundaries, presented at the public open house, are illustrated in Appendix I.

### **Grandview Heights General Land Use - Three Land Use Options and Draft Policies**

In accordance with the approved Terms of Reference, attached as Appendix VI, three general land use concepts were prepared by staff and have been reviewed by the CAC and the community-at-large. As indicated above, these land use concepts are attached in Appendix IV.

There are several characteristics, which are common to all of the options. These common characteristics are as follows:

- (a) The highest residential densities are located, generally, adjacent to the Highway 99 Corridor;
- (b) The central area of Grandview Heights, between approximately 168 Street and 174 Street, will remain relatively low density, with existing one-acre lots within established subdivisions preserved;
- (c) Urban densities are proposed in the area east of 176 Street and for some areas south of 20 Avenue, between about 164 Street and 176 Street;
- (d) Density transitions or gradients are provided between the lowest residential densities (one-acre lots) and medium and higher densities;
- (e) Buffers and/or transitional densities are provided adjacent to the Agricultural Land Reserve ("ALR") and the "Rural" designation of Redwood Park Estates;
- (f) Some area is set aside for multiple residential and low-scale, neighbourhood level commercial development in the vicinity of 176 Street and 24 Avenue;
- (g) There will be provision for four new elementary school/neighbourhood park sites and possibly one secondary school. It is confirmed that a new elementary school will be built on the south side of 26 Avenue, just west of the 172 Street alignment. The existing Grandview Heights School at 168 Street and 24 Avenue will be closed;
- (h) There is provision for a large community park facility (about 60 acres in size) in the central area of Grandview Heights and a neighbourhood park in the vicinity of the existing water reservoir on 24 Avenue; and

- (i) There is provision for small, dispersed neighbourhood commercial sites in all options.

The differing elements of Options A, B and C are described in the following:

### **Draft Concept A**

- Draft Concept A has about the same overall residential density as Draft Concept B, but has a somewhat higher overall density than Draft Concept C;
- Multiple residential-designated lands are concentrated along almost the entire easterly boundary of the retail and business park uses in the Highway 99 Corridor Plan area;
- Multiple residential densities (up to approximately 45 units per acre) are shown at all four corners of the intersection of 176 Street (Highway 15) and 24 Avenue and a commercial area is shown along 24 Avenue, east of 176 Street, toward Campbell Heights.

### **Draft Concept B**

- Multiple residential and urban densities are located along the entire easterly boundary of the Highway 99 Corridor Plan area;
- Most of the lands that are not existing one- acre lots are designated for future urban or multiple residential development;
- The idea of a "Transitional Density" designation or graduated lot sizes (i.e., from one acre to half acre to quarter acre) is introduced in this option around the existing areas that are currently dominated by one acre residential development;
- There is a mix of multiple residential and commercial designated lands at the intersection of 176 Street and 24 Avenue;
- Some of land on the west side of 176 Street, across from Redwood Park, is designated for multiple residential development.

### **Draft Concept C**

- The central area of Grandview is predominantly low density residential with the exception of some proposed cluster type residential in and adjacent to the wooded areas in the southeast area of the Plan, between 172 Street and Redwood Park;
- Rather than a suburban transition area, as is typical in other areas of the City, a more substantial buffer is shown between the ALR lands and cluster residential development in the northeast area of the Plan;
- The lands abutting almost the entire length of the Highway 99 Corridor Plan are designated Multiple Residential;
- A limited area of multiple residential designated land is located at the north east corner of 176 Street and 24 Avenue.

### **Summary of Community Consultation Activities**

The formal public consultation process for Grandview Heights commenced in February 2004 with a "kick-off" public meeting, the establishment of a CAC, data gathering, an environmental assessment of the entire area and a community exercise designed to identify land use opportunities and constraints. Heritage and agricultural inventories and opportunities were identified through separate consultant studies and staff undertook a detailed analysis of existing land uses in the area. Engineering staff provided background information related to engineering servicing opportunities and constraints.

All of this information was presented to the community at a second public meeting (Open House) on June 29, 2004 to confirm that the background information was accurate and to solicit comments from the public regarding opportunities and issues in Grandview Heights about which staff may not have been aware.

Based on the thorough research and visioning process, throughout the summer and fall, land use options were

generated and reviewed by the CAC. In addition, staff met with a vast array of community stakeholders, area residents, interest groups, technical stakeholders, School District staff and others. A complete list of the main stakeholder meetings undertaken, to date, is outlined in chronological order in Appendix II.

### **Initial Results – Community Review of Three Draft Land Use Concepts**

Those attending the public Open House held on November 23, 2004, received a comment sheet on which they were requested to record their views, regarding each of the options and other information presented. The intention of the comment sheet was to gauge public opinion on the three draft land use concepts, the proposed neighbourhood boundaries and the proposed policies. Approximately 700 individuals attended the Open House and over 1,000 responses have been received, to date. Staff is currently compiling the data from these comment sheets. A final report on the full results will be forwarded to Council in the New Year.

Staff has been able to compile the results of the first question which requested that the respondent rank the three land use concepts. The results related to this question from the respondents are visually illustrated on the three maps in Appendix VII. One map shows how the owners of properties under 1.5 acres in area responded and one shows how the owners of properties over 1.5 acres in area responded. The third map shows the overall most preferred concept. In general, the first group tends to favour the low-density option or Concept "C". The second group tends to favour either Concept "A" or "B", both containing more urban levels of residential densities. As indicated on the third map, overall there appears to be a majority support for Concept "C".

A summary sheet showing a breakdown of the responses of the most preferred land use concept is attached in Appendix VIII.

### **Proposed Neighbourhood Concept Plan ("NCP") Boundaries**

In the Terms of Reference for the General Land Use Plan, City Council directed staff, as early as practical in the General Land Use planning process, to establish feasible neighbourhood boundaries within Grandview Heights for the purpose of commencing the preparation of an NCP(s) in the area.

In consultation with the CAC and the public, NCP boundaries have been delineated and are illustrated in Appendix I. These boundaries were presented at the Open House held on November 23, 2004 and, based on the comments received to date, there appears to be general support for the neighbourhoods, as delineated.

The rationale for these boundaries considers the following:

- The availability and proximity to engineering services and infrastructure, particularly sanitary sewer services and the ability of property owners/developers to fund engineering servicing extensions;
- The motivation of the owners to proceed with an NCP process (i.e., in some cases, the City has received petitions from a majority of the land owners);
- Logical barriers, such as a major highway (176 Street) or arterial (24 Avenue);
- Homogeneity of existing development (i.e., large tracts of one-acre lots); and
- The location of a future school/park site as a neighbourhood area focus.

In analyzing the comment sheets from the November 23, 2004 open house, 500 of the 1,000 responses make reference to the proposed NCP boundaries. These comments were, generally, supportive of the proposed boundaries. Although, three issues emerged, all having to do with the boundaries of Area #5, as follows:

- A number of individuals held the view that Area #5 is too large. Specifically, approximately 58 people indicated that the area east of 164 Street, between 24 and 26 Avenues should be included into Areas #1 or #2;
- Conversely, approximately 95 responses indicated that Area #5 should be further expanded to include all suburban areas that are now shown in Areas #2 and #3; and
- Staff has recently received representation from residents in the area bounded by 164 Street to the west and 168 Street to the east, between 24 and 26 Avenues, requesting that they be included in the NCP process for either Area #1 or Area #2, rather than being included in NCP Area #5. There is a potential for Area #1 to be expanded

to the east (at the request of the owners). Options to address this issue are currently under review and may include the introduction of an Area #1a or consolidating these lands into Area #2. This will be finalized before the General Land Use Plan is complete and before a Terms of Reference for an NCP for Area #2 is brought forward for Council's consideration.

There were virtually no concerns expressed in relation to the proposed boundaries of Area #1.

### **Terms of Reference for the First NCP**

Council has directed that staff bring forward, for Council's consideration, a Terms of Reference for the preparation of the first NCP in Grandview Heights, once the boundaries for such an NCP can be established and the General Land Use Plan has been sufficiently defined.

There is consensus among the CAC and the community around the future land use designations and densities for the lands in the western area of Grandview Heights, which comprise NCP Area #1. Further, no significant concerns have been raised with regard to proposed NCP boundaries for Area #1. The landowners in this area have retained consultants to do background planning and engineering work in support of the preparation of an NCP in this area and it is reasonable to expect that an NCP in this area will be landowner-initiated and prepared, requiring less staff resources to complete than would be the case for a typical NCP planning process. It is, therefore, recommended that Council authorize staff to bring forward, early in the New Year, a Terms of Reference for the preparation of an NCP for the neighbourhood of Grandview Heights, identified as Area #1 in Appendix I.

Residents in Area #2, adjacent to the Highway 99 Corridor, are also anxious to commence an NCP planning process for their neighbourhood. However, it is anticipated that the NCP planning process for Area #2 will be a staff-lead exercise and, therefore, will require more staff resources. Further, the boundaries for Area #2 have not been fully refined. It is recommended that staff report to Council in the New Year with regard to the final boundaries for Area #2 and that Terms of Reference be brought forward for an NCP planning process for Area #2 as staff resources become available in 2005. It is expected that staff resources should become available in the spring or early summer of 2005 as other planning exercises in other areas of City are completed (i.e., East Clayton North).

It is also noted that owners in Area #3 and #4 have indicated a strong interest in commencing owner-initiated NCPs.

### **Some Outstanding Issues**

To date, a number of issues have not been fully resolved and will be further addressed through the remainder of the General Land Use Plan preparation process. These issues include:

- Concern has been expressed about proposed "cluster" development, as shown in Concept "C" in areas identified as containing significant natural habitat. Land owners have expressed concern about the cluster concept and that the extent of "green" areas shown will not provide for sufficient density allotments;
- The owners of the properties in the area proposed for a central community-scale park/open space in the centre of the community, between 24 and 26 Avenues and 168 and 172 Streets, have expressed concern about the impact of a school/community facility on their lifestyles and property values. All three options identify the need for a central community amenity and park area to serve as the heart of this community. It is anticipated that development of this facility would not begin until a significant area of Grandview Heights is developed (i.e., 7 to 10 years), but a key element of the preparation of the plan for a new community area is the provision of space for active and passive recreational facilities, community amenities such as libraries and community centre facilities and similar amenities. Staff met with the owners of the properties designated for future park on December 2,

2004, to advise them of the time frame for this potential facility and the procedures used by the City to acquire land (i.e., on a willing seller basis). Some owners have requested that alternative locations for such a facility be considered. The proposed location is central to Grandview Heights and suitable from a topographical perspective, being relatively flat. Since the community park will contain playing fields, it is important that most of the park be relatively flat. Given the topography of Grandview Heights i.e., a hill) there are not many optional locations for a community park in the area that involves relatively flat land. It is noted that if the location this park is moved, it is very probable that similar concerns may well be raised by owners in the alternative location. After conducting some additional research and option analysis, staff has committed to meet again with these area property owners in the New Year.

- Through the planning process, a general consensus has emerged that the higher residential densities will be concentrated at the westerly edge of the community, along the Highway 99 Corridor and in the area east of 176 Street. There continues to be diversity of opinion within the central area of Grandview Heights with regard to the extent of suburban, one-acre lot development that should be protected. While there is consensus that a number of the established one-acre subdivisions will be protected, many of the residents of the central area feel the majority of the central area, between approximately 164 Street and 176 Street, should remain suburban, preserving the area for one-acre estate type subdivisions over the long term. Other land owners within this area are in favour of more urban development and recognize the need for higher densities to support the provision of engineering services to the area. The extent and mix of urban and suburban development within this central area is a major issue still to be resolved prior to bringing forward the final land use concept for the Grandview Heights General Land Use Plan.

## **Servicing and Transportation**

The engineering work associated with the General Land Use Plan, to date, has only dealt with overall servicing constraints and opportunities and how these relate to phasing of the various potential neighbourhoods within the Plan area. Servicing strategies will be developed when the proposed land uses within the General Land Use Plan area have been endorsed. The servicing strategies will form the basis for detailed servicing implementation plans that will be prepared as part of the NCP preparation process. All of the information summarized below has been presented at Open Houses and CAC meetings, associated with development of the Plan. Servicing concept maps presented at the open houses and meetings are attached to this report as information (see Appendix IX).

### **Water Servicing**

Municipal water servicing policies have been highlighted through the process, to date. Major upgrades to the water distribution system are required along 24 Avenue, including an upgraded feeder main and a new pump station at 168 Street and 24 Avenue, where an existing reservoir is situated. Construction of the ultimate pump station at 168 Street is expected to be completed in 2007. Until then, only a limited supply of water is available for the area from the Sunnyside Pump Station. Full build out will require completion of the ultimate pump station at 168 Street.

### **Sanitary Sewer Servicing**

Through the planning process, it was noted that local improvement projects may be required to service lands already developed, but that are currently serviced by septic systems. Interim servicing will be considered at owners/developers expense, as long as ultimate servicing is not encumbered or delayed as a result.

Sewer implementation will have a significant impact on the phasing of development in Grandview Heights. Areas north of 24 Avenue (roughly the highest elevation in the area) will be serviced by the future Grandview Heights Interceptor, a gravity sanitary sewer to be located just north of 28 Avenue within the North Grandview Heights NCP area, which will connect to the Rosemary Heights Siphon at 152 Street and 32 Avenue. Completion of the Rosemary Siphon is anticipated in late 2005 or early 2006. Construction of the Interceptor would follow and will be dependent on, property acquisition and/or development within North Grandview Heights. It is anticipated that development will generally proceed from west to east as the Interceptor is constructed.

Areas south of 24 Avenue will ultimately be serviced by the future Grandview Heights South Pump station, most likely to be located near 13 Avenue and 168 Street. A force main will need to be constructed from the pump station to the future Grandview Heights Interceptor at 160 Street and 28 Avenue. Until the pump station (or acceptable interim solution) is constructed, development, depending on sanitary sewer servicing, cannot proceed south of 24 Avenue. Construction of the pump station and force main are likely to be developer driven. These facilities are not

in the City's current 10-year plan.

Various proponents within the General Land Use Plan area are investigating the following temporary servicing options:

- ***The area north of 24 Avenue from 156 Street to 164 Street - (Area #1)***  
The proponents believe this area can be serviced by way of the Morgan Creek pump stations on an interim basis, with minor upgrades to the pumps;
- ***The area east of 176 Street North of the height of land - (Area #4)***  
The proponents believe this area can be serviced by way of a new pump at 176 Street and 32 Avenue and a force main running along 32 Avenue to 152 Street, connecting to the Rosemary Heights Siphon.

Details regarding these two options have not yet been submitted to the City. The strategies will be considered within the context of the policies listed above.

### **Drainage and Stormwater Management**

Stormwater management policies discussed, to date, focus on minimizing impacts related to land use changes (water quality and quantity), mitigation strategies to reflect environmental sensitivity of the Plan area and downstream watercourses and detailed drainage criteria to be implemented at the NCP stage to encourage maintaining pre development hydrology.

### **Transportation**

Only general information on the roadway system has been presented to the community representatives and discussed with the public at the Open House. A modified grid road system and extensive greenway/pathway system have been proposed to facilitate walking and cycling to all the main schools, parks, services and facilities.

Greater definition of the major roads will be presented to the public in conjunction with a refined land use plan. The local road network and standards will be developed at the NCP stage.

## **CONCLUSION**

The planning process for a General Land Use Plan for Grandview Heights is expected to be substantially complete in the Spring of 2005. To date, the community has reviewed three land use concepts and staff is compiling the results of this review, along with all consultation activities undertaken over the last 10 months. Using this information and technical/background information, a "preferred" land use concept will be prepared and again reviewed with the CAC and various stakeholders and the public.

While there are several outstanding issues, the General Land Use Plan has progressed to a point where NCP boundaries can be established and for the first NCP in the Grandview Heights area to commence.

Staff will continue, during the remainder of the General Land Use Plan planning process and in the context of policies and priorities of the City as a whole, to reconcile, to the extent possible, the various unresolved community issues.

Based on the above, it is recommended that Council direct staff to:

- Bring forward, for Council's consideration, a Terms of Reference for the preparation of an NCP for Area # 1, as illustrated on the map attached as Appendix I to this report; and



- Direct staff to bring forward, for Council's consideration, a Terms of Reference for the preparation of an NCP for Area #2, as illustrated on the map attached as Appendix I to this report, subject to confirmation of the boundaries for Area #2 and as staff resources become available for this project.

Murray Dinwoodie  
General Manager  
Planning and Development

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Attachments

- Appendix I - Map Showing Proposed NCP Areas
- Appendix II - Chronology of Consultation Activities
- Appendix III - Guiding Principles
- Appendix IV - Three General Land Use Options for Grandview Heights
- Appendix V - Proposed Policies Presented at the Open House (November 23, 2004)
- Appendix VI - Approved Terms of Reference – General Land Use Plan
- Appendix VII - Maps Showing Comment Sheet Results
- Appendix VIII - Summary of Most Preferred Land Use Concept
- Appendix IX - Servicing Maps

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Appendix I



Appendix II

### Chronology of Public Consultation Activities

Date	Type of Meeting	Purpose
February 19,	Public Meeting	<ul style="list-style-type: none"><li>• Introduction to Planning Process</li></ul>

2004		<ul style="list-style-type: none"> <li>• Selection of CAC Members</li> </ul>
March 10, 2004	North Grandview Heights Public Meeting	<ul style="list-style-type: none"> <li>• To discuss amendment requests within the North Grandview Heights and the General Land Use Plan for Grandview Heights</li> </ul>
March 29, 2004	CAC Meeting	<ul style="list-style-type: none"> <li>• Introductory Meeting</li> <li>• Create Social Contract</li> </ul>
April 27, 2004	CAC Meeting	<ul style="list-style-type: none"> <li>• Engineering servicing presentation and discussion</li> </ul>
May 13, 2004	CAC Meeting	<ul style="list-style-type: none"> <li>• Environmental overview</li> <li>• Planning and physical context overview</li> </ul>
May 19, 2004	Agencies Workshop	<ul style="list-style-type: none"> <li>• Discussion of initial issues/requirements agencies may have</li> </ul>
June 3, 2004	CAC Workshop	<ul style="list-style-type: none"> <li>• Visioning Workshop</li> <li>• Creation of Guiding Principles</li> </ul>
June 24, 2004	CAC Meeting	<ul style="list-style-type: none"> <li>• NCP boundaries discussion</li> <li>• Heritage overview</li> </ul>
June 29, 2004	Public Open House	<ul style="list-style-type: none"> <li>• Presentation of background research conducted to date</li> <li>• Presentation of CAC Guiding Principles</li> <li>• Identification of issues and opportunities</li> </ul>
July 22, 2004	Meeting with owners in Area "F"	<ul style="list-style-type: none"> <li>• To discuss potential NCP for Area "F"</li> </ul>
July 22, 2004	CAC Meeting	<ul style="list-style-type: none"> <li>• Open House review/debrief</li> <li>• Agricultural overview</li> </ul>
August 23, 2004	Agencies Workshop	<ul style="list-style-type: none"> <li>• Review of land use plan concepts</li> </ul>
August 26,	CAC Workshop	<ul style="list-style-type: none"> <li>• Review of land use plan concepts</li> </ul>

2004		
September 8, 2004	Meeting/tour of Auger Property	<ul style="list-style-type: none"> <li>To discuss future plans for 20 acres on 20 Avenue</li> </ul>
September 22, 2004	CAC Workshop	<ul style="list-style-type: none"> <li>Review of two revised land use plan concepts</li> </ul>
October 12, 2004	Meeting with Owners in Area "F"	<ul style="list-style-type: none"> <li>Review servicing issues and request for NCP process</li> </ul>
October 21, 2004	CAC Meeting	<ul style="list-style-type: none"> <li>Review of two further revised land use plan concepts</li> <li>Review of two preliminary neighbourhood planning boundaries sketches</li> </ul>
Summer/Fall, 2004	Meetings with various resident groups at their request	<ul style="list-style-type: none"> <li>To discuss concerns/comments/vision</li> </ul>
November 3, 2004	Meeting with concerned CAC members	<ul style="list-style-type: none"> <li>To review idea of creating a "low-density" land use option</li> </ul>
November 10, 2004	Meeting with owners in Area "F"	<ul style="list-style-type: none"> <li>To review servicing issues and planning process for the east area of Grandview Heights</li> </ul>
November 16, 2004	Meeting with owners in Area "M", "H" and "I"	<ul style="list-style-type: none"> <li>To hear concerns regarding density in the central area of Grandview Heights</li> </ul>
November 18, 2004	CAC Meeting	<ul style="list-style-type: none"> <li>Review of proposed neighbourhood boundaries concept, draft policies, and three land use options</li> </ul>
November 23, 2004	Public Open House	<ul style="list-style-type: none"> <li>Presented revised policies, three land use options, and neighbourhood boundaries concept for comment</li> </ul>
November 26, 2004	Meeting with Project Managers of Science of the Soul	<ul style="list-style-type: none"> <li>To review their plans for the property and discuss any concerns</li> </ul>
November 29, 2004	Meeting with owners, Best Market	<ul style="list-style-type: none"> <li>To discuss future plans for properties at 168 Street and 24 Avenue</li> </ul>
November 29, 2004	Meeting with owners in Areas "A" and "B"	<ul style="list-style-type: none"> <li>To discuss timing of Terms of Reference for an NCP</li> </ul>

December 1, 2004	Meeting with owners in Areas "A" and "B"	<ul style="list-style-type: none"> <li>To discuss timing and content of first NCP</li> </ul>
December 2, 2004	Meeting with Residents	<ul style="list-style-type: none"> <li>Explanation of Park acquisition process of large site in Area D of the plan area</li> </ul>
December 3, 2004	Meeting with North Grandview NCP Amendment Proponents and City Departments	<ul style="list-style-type: none"> <li>Review of interface issues between Grandview Heights and North Grandview Heights</li> </ul>
December 7, 2004	Meeting with Owners in Area "C"	<ul style="list-style-type: none"> <li>Review request for inclusion in first NCP</li> </ul>

Appendix III



## GRANDVIEW HEIGHTS GENERAL LAND USE PLAN

### GUIDING PRINCIPLES

#### **GUIDING PRINCIPLES: TRANSPORTATION/ROAD NETWORK**

##### **Roads**

- Use roads to support local traffic and community transit, unify the community and discourage through traffic, particularly truck traffic.
- Ensure that arterial roadways do not dissect the community.
- Design collector roads as two-lanes, with turn-bays at appropriate locations.

##### **Pedestrian Safety**

- Promote safe pedestrian crossings (i.e. using raised humps, pedestrian islands) and re-engineer dangerous intersections to reduce the risk to pedestrians.
- Landscape traffic-calming features and add roundabouts when possible.

##### **Pathways**

- Create an off-road pathway system that can be designed to promote community policing and crime prevention.

## **Guiding Principles: Environment**

### **Parks**

- Ensure that a range of parks exist in various sizes and with different character, including some for special use as well as multi-use.
- Locate larger parks that are nature-oriented and capitalize on the natural features in this area.
- Integrate local and special purpose parks (i.e. sports fields) with schools and, if possible, tie them into linear parks.
- Develop linear parks to generally follow pedestrian paths, cycle paths, etc.

### **Natural Beauty**

- Preserve the natural beauty of Grandview Heights by maintaining heavily treed areas that provide a canopy for wild birds and mammals.
- Create nature walk areas through low-density developments.
- Maintain the local plant life that allows privacy to home owners and natural vistas of the area.

### **Wild Life Preservation**

- Maintain existing natural corridors to ensure wildlife and endangered species are sustained.
- Ensure that man-made barriers do not impede natural migration routes. Keep traffic volumes low to support this.
- Acknowledge that people move to this area specifically to enjoy the rural setting that includes interacting with nature.

### **Viewscapes**

- Maintain the existing greenscape and wildlife content throughout the community.
- Prevent development encroachment by maintaining low-density residential and local traffic volumes.
- Institute a "Green First" strategy to ensure existing neighbourhoods are respected and to guide future development in a sensitive fashion.

## **Guiding Principles: Community Character**

### **Rural/Suburban**

- Protect one-acre lot size.
- Create and maintain unique character in our community.

### **Privacy**

- Respect existing residences.
- Build privacy features into new developments.

### **Design Guidelines**

- Create design guidelines specifically for Grandview Heights that support community character with unique forms of street lighting and tree planting.
- Promote high quality residential development, such as Morgan Creek.

## **Guiding Principles: Commercial Development/Economy**

### **Neighbourhood Shopping**

- Develop a number of small commercial nodes to encourage locals to walk to shop.

### **Commercial Development**

- Consider mixed-use development on streets with higher traffic volumes, with commercial on the ground floor and residential above.
- Promote high quality architectural design/landscaping for commercial and mixed-use developments (e.g., Panorama Village, Rosemary Heights Commercial Development).
- Encourage professional offices to locate in commercial developments (e.g. Rosemary Heights).

- Locate commercial development adjacent to higher density multi-family residential development and plan for pedestrian and vehicle access.
- Support initiatives that result in people being hired locally.

### **Guiding Principles: Residential Development/Density**

#### **Diversity of Housing**

- Plan for a range of densities and housing types (group 1)
- Have a variety of housing types to create an integrated community (group 2)
- Offer housing choice to respond to the needs of all ages and lifestyles within limits (group 2).

#### **Density**

- Respect existing one acre communities (groups 1 and 2)
- Consider in fill development and transition zones (group 1) that offer a graduation of densities, from higher to lower (groups 1 and 2)
- Locate higher densities adjacent to the commercial corridor and include seniors' housing in this location (group 1).
- Look for opportunities for development such as commercial corridor, other streets (176<sup>th</sup>) and other locations near amenities as suitable (group 2).
- Use a range of methods to assign uses and density, such as designation by location, clustering, transition/blending, etc (group 2)
- Respect adjacent land uses, such as ALR and rural (group 2)

#### **Environment**

- Cluster higher density development and parks together to protect the environment (group 1)
- Make decisions about density in a way that respects and gives priority to the environment and character of the area (groups 1 and 2)

Appendix IV











**PROPOSED POLICIES**  
**GRANDVIEW HEIGHTS GENERAL LAND USE PLAN**  
**PUBLIC OPEN HOUSE – NOVEMBER 23, 2004**

**Community Structure and Character**

1. Community identity and character will be maintained through the retention, wherever possible, of trees and vegetation of environmental significance, respect for the adjacent Agricultural Land Reserve, and protection of key view corridors of mountains and water.
2. Five neighbourhoods will be identified for the establishment of more detailed Neighbourhood Concept Plans, and urban development will not proceed until such plans have been completed through a further public consultation process and have been approved by Council. At that time, issues such as the type and form of development and the details of adequate transition areas between urban and permanent suburban and rural areas will be addressed in detail.
3. Buffering and a transition in density adjacent to the Agricultural Land Reserve and the existing one-acre subdivisions will be defined through the NCP processes. Transitions in density will be defined at the NCP stage, through means including:
  - Gradual changes in the size of lots from large to small
  - Compatible frontage widths for lots facing each other along the street
  - Building designs that are compatible in height and massing for buildings facing each other along the street
  - Landscaped buffers designed to provide for a compatible transition in density
  - Other means determined through the NCP process
4. A variety of housing types are proposed for Grandview Heights, including suburban lots, single-family lots, small lots, and multiple residential forms of development. It is anticipated that there will be in the range of 7,000 - 10,000 dwelling units of varying types based on the general designations shown that will ultimately be developed over time.
5. The highest residential densities will generally be located adjacent to the Highway 99 Corridor, decreasing to the east, and around the intersection of 176 Street and 24 Avenue and east of 176 Street, subject to appropriate buffer and transitional zoning adjoining rural zoning. The central area of Grandview Heights will remain generally suburban in nature, with the exception that urban development will be considered in the area between 16 Avenue and 20 Avenue and 168 Street and 176 Street subject to the development of transition areas around the existing 1-acre lots.
6. A tree management, preservation, and enhancement strategy will be incorporated into each NCP. The existing "green" ambiance will be fostered through the retention and planting of trees, the provision of open space in developments, the provision of park and natural areas, and the application of tree planting and management standards for individual properties.
7. Consideration will be given to the transfer of densities and/or the clustering of development in order to protect significant stands of trees, protect areas of environmental sensitivity, to work with site topography, and to provide for adequate buffer areas. Tree surveys of significant stands will be undertaken by qualified professionals in advance of the design of development proposals.

8. The central area of Grandview Heights, between approximately 168 Street and west of 176 Street, and between 28 Avenue and north of 20 Avenue will retain its low-density character. New developments within this area will be subject to the application of design guidelines that will be prepared at the NCP stage.

### **Schools, Parks and Community Amenities**

1. Up to four elementary schools and one secondary school are planned for Grandview Heights. Elementary schools will be associated with neighbourhood parks. With the exception of the future elementary school on 26 Avenue and 172 Street, the precise location of the schools/parks, of approximately 5.3 ha (13 acres) in size, will be determined at the NCP stage.
2. The provision of park space will be based on the following per 1,000 estimated new residents:
  - 5 acres for City parks
  - 2 acres for community parks
  - 1.5 acres for neighbourhood parks
  - 4 acres for nature preserves and linkages.
3. Redwood Park and Darts Hill Park will be retained and enhanced and be connected with the community through linkages and open space corridors.
4. A park area at the GVRD water reservoir site on 24 Avenue will be detailed at the NCP stage.
5. Green and pedestrian linkages and linear open spaces are identified on the General Land Use Plan, and are generally located along watercourses. Where possible, these may be associated with wildlife habitat and/or migrating routes.
6. Storm water detention ponds will be constructed as community amenities and features or as natural park areas.
7. Pedestrian/bicycle greenways will be located along 16, 20, and 24 Avenues and around the edge of Grandview Heights on the historic Railway right-of-way. Pedestrian links to parks, neighbourhood commercial areas, and other special features in the area will be defined at the NCP stage.
8. A central community amenity will be protected which may contain schools, parkland, and other civic amenities/facilities.
9. The capital costs of constructing neighbourhood amenities and new police, fire, and library facilities will be born by new development in accordance with the City's NCP amenity contribution practices.

### **Environment and Agriculture**

1. Setbacks will be required from both sides of the watercourse features along 16 Avenue and in the northeast portion of the study area. These watercourse areas should include habitat that encompasses the specified setback, established woodland, young woodland, and pasture grassland, to be determine through detailed study at the NCP process.
2. Through the NCP processes in the Grandview Heights Plan Area, Surrey will:
  - Develop a habitat management plan to identify environmentally sensitive areas or features that should be protected, restored, replaced or enhanced, as appropriate to retain habitat diversity and compliment other planning objectives.
  - Encourage development strategies that are environmentally sensitive, such as housing which clusters development on the least environmentally sensitive portion of a site.
  - Encourage the identification of linear park opportunities that also preserve natural vegetation, provide secondary wildlife preservation areas, link other habitat features, and/or provide buffers to residential neighbourhoods.
  - Consider the creation of development permit areas to set conditions and vary or supplement the City's bylaws for the protection of specific environmental features.
1. Incorporate the principles of sustainable development, including innovative servicing, storm water management, and road standards as proven effective.

3. Development will be designed to ensure that the potential impacts of water runoff from upland areas on agricultural lands will be mitigated.
4. The policies in Surrey's Official Community Plan which promote compatibility between the Agricultural Land Reserve (ALR) non-and agricultural land uses will be applied. This includes the use of buffers and land uses that are compatible with farm operations; considering significant grade changes, major roads, and natural features such as watercourses in determining measures to ensure an appropriate transition between non-agricultural and ALR uses; and having suburban lots adjacent to ALR land.

### **Phasing**

1. The first NCPs to be prepared will be in the area adjacent to the Highway 99 Corridor. Subsequent NCPs will be prepared and development will be managed in accordance with the feasibility of servicing, transportation management, and the ability of owners/developers to "front-end" the costs of development.

### **Commercial**

1. Small commercial areas may be established within NCP areas to serve the convenience needs of local residents. These commercial nodes will be located so as to not impact existing established residential areas and at the intersections of arterial or collector roads.

### **Transportation**

1. Through the NCP processes, special road and pathway standards may be developed in suburban and transitional density areas of Grandview Heights to retain the rural character.
2. A modified grid road system in new development areas will be combined with greenways which will enable residents to walk or cycle to all of the main schools, parks, services and facilities.
3. Transportation systems within NCP areas will be designed to encourage walking, to slow down traffic, and to minimize through-traffic from using local residential roads.

### **Servicing and Infrastructure**

1. The Water System will be designed to provide for:
  - Water main looping to ensure reliability and fire flow protection.
  - Utilization of some interim servicing options available with existing infrastructure as long as supply can be ensured including fire flows. Interim strategies will only be considered if they do not delay the ultimate plan.
  - Supply to higher pressure zones from pump stations, and supply to lower pressure zones through gravity lines from reservoirs.
2. Sanitary Sewer Servicing will be designed to ensure the lowest life cycle costs, (i.e., maximizing areas to be serviced by gravity sewer and minimizing pumping costs). Local Improvement projects may be required to service lands already developed but currently serviced by septic systems. Interim servicing strategies will be considered at owners/developers expense as long as ultimate servicing is not encumbered or delayed as a result.
3. Drainage plans will be developed to minimize impacts related to land use changes (quality and quantity).
  - Impact mitigation strategies will be developed to reflect environmental sensitivity of plan area and downstream

watercourses.

- Existing soil conditions to be considered in developing impact mitigation strategies.
- Specific drainage criteria will be developed to ensure appropriate level of service while meeting environmental preservation objectives.
- Site planning criteria will be developed at the NCP stage to encourage maintaining pre-development hydrology.

## Appendix VI

### 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 livable, 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
- 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"



Appendix VII

















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