



# Corporate Report

NO: R017

COUNCIL DATE: February 11, 2008

---

## REGULAR COUNCIL

TO: Mayor & Council DATE: February 6, 2008  
FROM: General Manager, Planning and Development FILE: 6520-20  
(Grandview Heights)  
SUBJECT: Review of the Grandview Heights General Land Use Plan Related to the Application of Place-Making Principles and the Status of Further Neighbourhood Concept Plans within Grandview Heights.

---

## RECOMMENDATION

It is recommended that Council:

1. Receive this report as information;
2. Direct staff to initiate information gathering for the Neighbourhood Concept Plan (NCP) process related to Grandview Heights neighbourhoods #3, #4, #5 and #5a in tandem with the place making exercise for Grandview Heights that is currently underway;
3. Endorse the process for the incorporation of place making principles into each of the new NCPs in Grandview Heights, as described in this report; and
4. Direct staff to report back to Council, following the conclusion of the Grandview Heights place making exercise and the information gathering stage, with a recommendation on the phasing of the Stage 1 components for each of NCP areas #3, #4, #5 and #5a respectively.

## INTENT

The purpose of this report is to obtain Council's authorization to proceed with:

- initiating preliminary studies leading to the beginning of a Stage 1 NCP process for each of Grandview Heights NCP areas #3, #4, #5 and #5a; and

- the process of incorporating place making principles into the Grandview Heights General Land Use Plan and into all future NCPs.

## **BACKGROUND**

In June 2005, Council adopted the Grandview Heights General Land Use Plan as a document to "provide an overall planning framework that will guide the servicing, development and build-out of Grandview Heights as a comprehensively planned community". The General Land Use Plan identified five neighbourhoods for the development of more detailed NCPs, as shown on the map attached as Appendix I to this report. The completion and Council approval of more detailed NCPs for each of these areas is required before servicing and development can proceed.

The Grandview Heights General Land Use Plan is immediately adjacent to the Highway 99 Corridor Plan, adopted by Council in 2004. The Highway 99 Corridor Plan is comprised primarily of commercial, business and light industrial land uses.

At the time of the development of the Grandview Heights General Land Use Plan, it was anticipated that development would generally proceed from west to east, with the NCPs for areas #1 (Morgan Heights) and #2 (Sunnyside Heights) to be completed before pursuing other NCPs within Grandview Heights. This phasing reflects the logical extension of engineering services and responds to the concerns of residents at the western edge of Grandview Heights who would be most impacted by commercial and industrial development in the adjacent Highway 99 Corridor Plan.

Since the adoption of the Highway 99 Corridor Plan, Grandview Corners, a large commercial development comprising up to 93,000 square metres (1,000,000 square feet) of commercial space and Morgan Crossing, a large mixed use development with 40,000 square metres (430,000 square feet) of commercial space and 457 dwelling units, have been approved and are under construction.

The status of the various NCP areas within Grandview Heights is described below.

### **Plans Completed or Underway**

#### ***Grandview Heights NCP #1 (Morgan Heights)***

Morgan Heights (Grandview Heights NCP #1), was approved by Council in November 2005. Subsequent to approval, development has proceeded at a rapid pace, with approximately 1,340 units approved and/or under construction. In-stream applications at this time include four projects, totalling approximately 146 dwelling units. The total number of units anticipated at build-out is in the range of approximately 2,350 units.

### ***Grandview Heights NCP #2 (Sunnyside Heights)***

Planning for NCP #2 began in September 2005 at which time a Citizens' Advisory Committee (CAC) was formed to guide the development of the plan. The CAC has met with the City on an almost monthly and has been involved in all aspects of developing the plan.

At the Council-in-Committee Meeting on April 2, 2007, Council raised a number of questions related to the character-defining elements of the proposed NCP #2 and directed staff to bring back a further report addressing these issues. On May 28, 2007, Council received Corporate Report No. C012, which defined in more detail the place-making and character-defining elements of NCP #2. At that time, Council authorized staff to hold an open house in order to obtain feedback on a Draft Preferred Land Use Concept. Feedback from the open house, held on June 21, 2007, as well as Council's comments, were incorporated into the final Stage 1 Plan that was approved by Council in July 2007. The anticipated build-out of NCP #2 could range from 2,700 up to 4,200 units.

The Planning and Development and Engineering Departments are currently working towards completion of the Stage 2 (Engineering, Servicing, Financing) component of NCP #2, at which time it will be forwarded to Council for approval.

The integration of place making elements into NCP#2, in consultation with consultants known as Project for Public Spaces, is discussed later in this report.

### **Other NCPs in Grandview Heights**

Subsequent to the adoption of the Grandview Heights General Land Use Plan, the City received petitions on behalf of landowners in areas #3, #4 and in a sub-area of area #5, referred to as area #5a (see map attached as Appendix I), all wishing to proceed with NCP processes.

In response to these requests, on July 24, 2006, Council received Corporate Report No. L008 outlining possible directions and options for the timing of future NCPs in Grandview Heights and passed the following resolutions:

*"That Council:*

*...*

2. *Direct staff to bring forward a Terms of Reference for the preparation of an NCP for each of:*
  - a. *Grandview Heights Area #3; and*
  - b. *Grandview Heights Sub-Area #5(a);*

*with these NCP processes commencing following approval by Council of the completed Stage I component of the Grandview Heights Area #2 NCP;*

3. *Direct staff to bring forward a Terms of Reference for the preparation of an NCP for Grandview Heights Area #4, subject to the proponents agreeing to:*
  - a. *pay the costs for construction and maintenance of all interim engineering services required for opening the area to development (such costs are not eligible for DCC rebates);*
  - b. *pay to the City, all costs the City incurs in retaining consultants for studies and plan preparation work in support of preparing the subject NCP;*
  - c. *the NCP planning process commencing when the Stage I component of the NCP for Grandview Heights Area #2 has been completed and approved by Council; and*
  - d. *that condition 3(a) and 3(b) be incorporated in an agreement, prior to the commencement of the NCP process".*

With respect to area #4, Staff has met with the proponents of an NCP for this area to discuss the required terms of the memorandum of understanding or agreement that is referenced in the Council resolution documented above.

### **Council Direction of July 2007**

In early summer 2007, Council and staff had the opportunity to attend several sessions with Fred Kent and staff from Project for Public Spaces (PPS). These sessions discussed the importance of community gathering places and place making as integral components of neighbourhood planning.

While the Grandview Heights General Land Use Plan was based on a number of "guiding principles" of good planning, and on the notion of complete neighbourhoods, it had yet to define the location and the function of the main community-level parks and amenity spaces. As well, the impact and the role of the adjacent major commercial development at Grandview Corners had not been fully addressed in the context of the General Land Use Plan.

On July 23, 2007, Council passed a further resolution with regard to the timing and the necessary pre-requisites of undertaking work on further NCPs in Grandview Heights, as follows:

*"That Council request that staff in consultation with the Projects for Public Spaces consultants (Fred Kent) revisit the Grandview Heights General Land Use Plan and related policies with a view to establishing, at the community level, a community town centre and community gathering place or places and, at the neighbourhood level, centres/gathering places within the Plan that reflect the full application of "place-making" principles at both the neighbourhood and the community level of planning and that appropriate amendments to the General*

*Land Use Plan be brought before Council for consideration prior to commencing the planning of any further NCPs in Grandview Heights; and further*

*That staff, as part of the Stage 2 planning component for NCP Area #2 in Grandview and in consultation with the Projects for Public Spaces consultants (Fred Kent), establish a series of "place-making" guidelines that are to be applied to each development in that NCP at the Development Permit and/or subdivision stage and to the design of public parks and open spaces and to public facilities in that NCP; and further*

*That all future planning of NCPs within the City include the full application of "place-making" principles in the development of the land use plan and related urban design guidelines for the NCP area".*

Staff has been in touch with PPS and Fred Kent, along with two other members of the PPS staff, visited Surrey and toured the Grandview Heights area with City staff in August 2007. Since that time, City staff and PPS staff have been working on and have finalized, terms of reference for input into NCP #2 and into the development of place making principles for all of Grandview Heights, in a way that is cost effective for the City, provides the needed input from the consultants and will run in tandem with the NCP land use planning exercise.

## **DISCUSSION**

### **1. Place-Making Principles for the Grandview Heights General Land Use Plan and Surroundings**

According to PPS, successful public spaces generally have four key qualities:

- they are accessible;
- people are engaged in activities there;
- the spaces are comfortable and have a good image; and
- they are a sociable space where people meet each other and take people when they come to visit.

In creating a successful place, PPS also note that community and stakeholder consultation is an important principle. It is important to consult with the people who will use the space. In addition to design, successful management and programming of a space will contribute to a successful gathering place for a community.

Since General Land Use Plan and NCP processes involve extensive community consultation, a good foundation toward creating a successful place-making plan has already been established. Through the Grandview Heights consultation process, a series of guiding principles have been established and a preliminary staff workshop has been completed.

The place making exercise will be conducted in consultation with the CAC, and will include City staff from various departments, including Planning and Development, Parks, Recreation & Culture, Library and Fire Services.

## **2. Requests for the Preparation of Future Neighbourhood Concept Plans in Grandview Heights**

It has been suggested by a number of proponents of future NCPs in the Grandview Heights area that it is appropriate to undertake the development of the land use concept for these neighbourhoods in conjunction with the current place making exercise related to the Grandview Heights General Land Use Plan. In that way, the integration of all components of the land use plan, as well as the public consultation process, can be integrated into a coordinated planning process. It will also provide more certainty to residents living in and adjacent to Grandview Heights by establishing a more detailed and complete land use concept that provides further details with regard to community facilities and amenities.

Requests to commence NCP planning processes for areas in Grandview Heights are outlined below.

- ***Grandview Heights Area #3***

In June 2006, the South Surrey Estates Association submitted a petition requesting an NCP planning process for Grandview Heights Area #3. The petition represented 52% of the owners of properties in the area and 85% of the land area, excluding the City-owned Darts Hill Garden Park. Area #3 is located between 168 Street and 176 Street and 16 Avenue and 20 Avenue and is adjacent to Grandview Heights NCP #2. Preliminary estimates indicate that this area could accommodate between 1,210 and 1,620 dwelling units.

- ***Grandview Heights Area #4***

In July 2005, New East Consulting Services Ltd. submitted a document entitled "East Grandview Heights Trunk Servicing Concept Report". A petition was also received from property owners, requesting that the City proceed with an NCP planning process on the basis of an alternative engineering servicing scheme in comparison to the scheme that was approved as part of the Grandview Heights General Land Use Plan. The petition represented 63% of the owners of properties in the area and 66% of the land area. More recent submissions indicate that the number of landowners who have indicated that they would sign a memorandum of understanding, regarding the advancing of the NCP, represent only 27% of the total number of properties and 45% of the land area of the NCP. Representatives of these owners are actively seeking approval to proceed as soon as possible and to be a part of the place-making dialogue for the whole community.

- ***Grandview Heights Sub-Area of Area #5 (Area # 5a)***

In May 2006, Aplin & Martin Consultants Ltd. submitted a petition representing 72.2% of the owners and 90.89% of the land area, requesting that the City proceed with an NCP planning process for this sub-area of Area #5. The submission indicates that this area, located between 164 Street and 168 Street and 24 Avenue and 26 Avenue, can be provided with engineering services through connections to the infrastructure being constructed in conjunction with the Morgan Heights NCP (Grandview Heights Area #1), which was adopted by Council in November 2005. This sub-area of Area #5 could accommodate approximately 580 to 860 dwelling units. Owners in the area are seeking permission to proceed with an NCP process in tandem with the place-making study for Grandview Heights.

### **The NCP Process**

The process for developing the Grandview Heights NCPs will consist of three distinct stages:

- A preliminary information gathering component that will consist of completing and compiling all the background studies that will be required to initiate the Stage 1 process;
- Stage 1 component, which consists of the development of a land use concept; and
- Stage 2 component, which consists of the development of detailed design guidelines, finalization of storm, sanitary water and transportation servicing, the identification of neighbourhood amenities, and the development of a detailed financial and implementation strategy.

It is acknowledged that the preliminary information gathering component, coupled with the current place-making exercise will significantly impact the timeline to achieve completion of the Stage 1 planning process for each new NCP in Grandview Heights. We anticipate this preliminary work to be completed in the Fall of 2008.

### **CONCLUSION**

It is recommended that Council:

- Receive this report as information;
- Direct staff to initiate information gathering for the NCP process related to Grandview Heights neighbourhoods #3, #4, #5 and #5a in tandem with the place making exercise for Grandview Heights that is currently underway;
- Endorse the process for the incorporation of place making principles into each of the new NCPs in Grandview Heights, as described in this report; and

- Direct staff to report back to Council, following the conclusion of the Grandview Heights place making exercise and the information gathering stage, with a recommendation on the phasing of the Stage 1 components for each of NCP areas #3, #4, #5 and #5a respectively.

Jean Lamontagne  
General Manager,  
Planning and Development

PH/kms/saw

Attachments:

Appendix I - Grandview Heights Neighbourhood Concept Plan Areas



Appendix I

