

To: Electoral Area Services Committee

Date: 2020-10-15

From: David Bennett, Planner II

File No: 776-01277.000

**Subject:** 14282 Morris Valley Road, Electoral Area C, Sandpiper Golf Course redevelopment proposal and Neighbourhood Plan process.

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### RECOMMENDATION

THAT the Fraser Valley Regional District Board direct staff to prepare a Request for Proposals for professional services to develop a Neighbourhood Plan for Morris Valley, Areas C on the basis on funding from Sandpiper Resort.

#### STRATEGIC AREA(S) OF FOCUS

Support Environmental Stewardship  
Foster a Strong & Diverse Economy  
Support Healthy & Sustainable Community  
Provide Responsive & Effective Public Services

#### PRIORITIES

Priority #4 Tourism  
Priority #5 Outdoor Recreation

### BACKGROUND

In April 2016, Pretty Estates announced the sale of the Sandpiper Resort/Sandpiper Golf Course. The new owners then approached the FVRD with concepts for new and expanded land uses at the resort. Since 2016, the Sandpiper Resort (Sandpiper) continued to review and revise their land use concepts and redevelopment concepts. On October 17, 2019, Sandpiper presented the Harrison Mills neighbourhood with their concept for redevelopment of the golf course and a concept for developing a Neighbourhood Plan ("NP") for the Harrison Mills area. Sandpiper further refined their redevelopment ideas and presented the following concept to the FVRD in July 2020:

- Expansion of the hotel and resort uses;
- Development of new single family lot subdivisions (approximately 140-150 lots);
- Subdivide the property into separate titles to accommodate separate ownership of the golf course, resort and future residential lots;
- Connection to FVRD community water and sanitary systems.

FVRD staff reviewed the above redevelopment proposal. This proposal is defined as a Major OCP Amendment under the Fraser Valley Regional District Development Application Fees Establishment Bylaw No. 1560, 2019 as it constitutes the following:

- The creation of 100 or more dwelling units;
- Results in an increase in population of 250 or more persons, based on an average household size of 2.5 persons per household;
- Requires extensive public consultation;
- Involves two or more new zones or land use designations;
- Requires a new neighbourhood plan;
- Requires a new local servicing plan;

This means that the Sandpiper Resort must make a Major OCP application and the Major OCP application fee of \$20,000.00 is required. This application fee would only cover part of the costs associated with a major OCP amendment and the development of a neighbourhood plan. The 2020 and 2021 budget and work plan for the EA Planning service do not include the resources to complete a neighbourhood plan for Harrison Mills.

This neighbourhood is considered a gateway to recreational activities in Morris Valley. The area is a salmon stronghold and includes vital eagle habitat. Recreational, environmental and community amenities need to be integrated and coordinated with compatible land uses. Comprehensive servicing is also needed to address community water and community sanitary needs. This is why a neighbourhood plan should be considered and adopted by the FVRD Board in advance of site-specific redevelopment. An application in advance of a neighbourhood plan would be considered by staff to be premature. Furthermore, in the view of staff, the application cost for a major OCP amendment would cover about 10-15% of the costs of developing a neighbourhood plan.

Sandpiper expressed a desire to proceed with their redevelopment applications quickly. Staff presented Sandpiper with the following options:

Option		Roles	Comments
1	Comprehensive OCP Policy Update with a Neighbourhood Plan and concurrent site specific rezoning application	Developer Funded FVRD Directed	This option allows the developer to advance the timeline for developing a neighbourhood plan by contributing financial resources. The developer would fund the development of a neighbourhood plan, but FVRD would hire and direct the consultants carrying out the work. For public confidence, it is important that FVRD direct the planning process and any consultants involved in it.
2	Comprehensive OCP Policy Update with a Neighbourhood Plan and deferred site specific	FVRD Funded FVRD Directed	This option would have FVRD develop a neighbourhood plan with its own resources at a time, and with

	rezoning application		a schedule, convenient to the FVRD Board. FVRD has not yet allocated budget and resources for the development of a neighbourhood plan. As a result, it would not be initiated in 2020 or 2021.
3	Site Specific OCP and rezoning amendment applications with no comprehensive OCP Policy Update and no Neighbourhood Plan	Developer Funded Developer Directed	<p>This option would see the developer initiating site-specific zoning and OCP amendment applications for the Sandpiper site only and without a neighbourhood plan to guide them.</p> <p>In the opinion of staff, the proposed development would be premature if it precedes the adoption of a neighbourhood plan.</p>

Sandpiper reviewed these options and wish to proceed with Option 1.

A letter of understanding regarding this process is attached.

### **Neighbourhood Plan Components and Process**

A Comprehensive OCP Policy Update with a Neighbourhood Plan involves the following:

#### **Technical Reporting**

The following technical reports would be required to develop neighbourhood plan policies and guide future development proposals:

##### **Local Servicing Plan**

Identifies servicing needs, capacity and options to provide community water and sewer for neighbourhood growth in consultation with FVRD Engineering Department.

##### **Environmental Assessment**

Includes an environmental assessment and a set of best management practices (BMP's) for Harrison Mills that will become NP policy. The BMP's outline a rationale for new development in an environmentally sensitive area and address riparian, wildlife and raptor values. For example, policies could include; avoidance and development areas, building design, lighting, waste management, storm water design, etc.

##### **Archeological Assessment**

Includes an overview assessment and a set of best management practices (BMP's) for archeological resources.

### Geohazard Assessment

Includes an overview level assessment of hazards and more comprehensive consideration of Elbow Creek mitigation works. Identifies potential hazards in the plan area, identifies hazard avoidance areas and mapping and concepts for mitigation. Includes cost feasibility for service area establishment for community hazard mitigation works.

### Parks and Recreation

Includes identification of potential trails, parks, waterfront access, and is coordinated with environmental assessment, archaeological assessments and geohazard assessments.

### Planning Services

The following planning services are required to develop plan policies:

- Coordination of technical reporting and sub-consultants
- Preparation of conceptual land use designations in the plan area
- Preparation of plan policies
- Development of mapping to support technical reporting and draft policies

### Consultation Services

Under the planning services, the development and definition of a consultation process to meet best practices and legislative requirements is required. Consultation is to include First Nations, area residents and land owners, as well as stakeholder groups.

### Timeline and Outcomes

It is anticipated that the development of a neighbourhood plan may take between 18 and 20 months.

A neighbourhood plan will develop policies for technical reporting and public review of future rezoning applications within the Plan area. The neighbourhood plan must be adopted prior to adoption of any zoning bylaw amendments, however the neighbourhood plan and rezoning processes may proceed in tandem. FVRD staff are unable to guarantee FVRD Board approvals of any bylaws or the timelines for the FVRD Board's consideration of bylaws. FVRD staff cannot guarantee a final policy and land use framework. Final policies will be shaped by consultation and FVRD Board input.

### Roles and Responsibilities

The following is an overview of the roles and responsibilities of a developer funded and FVRD directed comprehensive OCP policy update and development of a Neighbourhood Plan.

#### **FVRD**

The FVRD's role will be to:

- prepare and issue a Request for Proposals for professional services to develop a neighbourhood plan for Harrison Mills;
- select and guide consultants;
- work with the consultant to address and incorporate stakeholder and public input into the plan and its policies, identify stakeholders and assisting with engagement;
- support the technical reporting and planning services by supplying background information, mapping, and existing technical reports; The FVRD will contribute \$10,000.00 towards the development of a Local Servicing Plan;
- bring a draft plan forward to the FVRD Board for the Board's consideration;
- If the plan proceeds, then incorporate the plan into the OCP;
- if the plan is approved by the FVRD Board to proceed to a public hearing, undertake the public hearing process; and,
- at the conclusion of the development of a neighbourhood plan, incorporate the neighbourhood plan in a broader OCP update for the consideration of the FVRD Board.

## **SANDPIPER**

Sandpiper's role will be to:

- provide payment to the FVRD of the full RFP costs prior to the FVRD entering into a contract with the RFP consultant, except that the FVRD will provide \$10,000.00 for the LSP as outlined above;
- share the existing technical reporting and concept plans with the RFP consultant as well as additional existing technical reporting if requested by the RFP consultant;
- provide input into the neighbourhood plan and comments on the draft; and,
- participate in public meetings and consultation events.

## **COST**

The development of a neighbourhood plan for Harrison Mills is anticipated to cost in the range of \$160,000 to \$210,000. The actual costs will be determined through an RFP process. Staff are basing cost estimates on experience with technical reports and development planning services in Electoral Areas.

Sandpiper will provide payment to the FVRD of the full RFP costs prior to the FVRD entering into a contract with the RFP consultant, except that the FVRD will provide \$10,000.00 for the development of a local servicing plan.

## **CONCLUSION**

With FVRD Board approval, staff will prepare an RFP. Staff will then review and agree on the costs with Sandpiper. A final agreement will be required; this will include an agreement on the costs and the RFP

process. After this agreement is in place, the FVRD will proceed with the RFP and then undertake the work required to prepare a neighbourhood plan for consideration by the FVRD Board.

## **NEXT STEPS**

If authorized by the FVRD Board, the next steps will be:

- Enter into a final agreement between the FVRD and Sandpiper addressing the costs and the program of work for a neighbourhood plan;
- The FVRD will prepare an RFP based on the final agreement and as outlined in this report;
- Receipt of RFP funding from Sandpiper;
- FVRD will undertake consultant selection and enter into contracts;
- A neighbourhood plan consultation strategy will be developed and presented to the EASC and FVRD Board for review and support; and
- The consultant will undertake the work required to prepare a neighbourhood plan for consideration by the FVRD Board.

## **COMMENTS BY:**

**Graham Daneluz, Director of Planning & Development:**

Reviewed and supported.

**Tareq Islam, Director of Engineering & Community Services:**

Reviewed and supported.

**Kelly Lownsborough, Chief Financial Officer/ Director of Financial Services:**

Reviewed and supported.

**Jennifer Kinneman, Chief Administrative Officer:**

Reviewed and supported.