



# Corporate Report

NO: C011

COUNCIL DATE: June 17,

2005

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## COUNCIL-IN-COMMITTEE

TO: Mayor & Council                      DATE: June 17, 2005  
FROM: General Manager, Planning      FILE: 6520-20  
and Development                              (East Clayton  
North)  
SUBJECT: Neighbourhood Concept Plan - East Clayton  
Extension North of 72 Avenue (East Clayton North  
Extension) - Stage 2 Report

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## RECOMMENDATION

It is recommended that Council:

1. Receive this report as information;
2. Approve the final and complete East Clayton North Extension Neighbourhood Concept Plan ("NCP"), contained in Appendix "A" of this report, as a means to manage development and to provide services, amenities and facilities for this neighbourhood;
3. Authorize the City Clerk to bring forward for the required readings and, where necessary, to set a date for the Public Hearing for the following by-laws:
  - (a) Amendment to the Surrey Official Community Plan By-law 1996, No. 12900 (the "OCP By-law"), as documented in Appendix "B" of this report, to add the East Clayton North Extension area to Figure 27 entitled "Map Showing Recently Approved Secondary Plans";
  - (b) Amendment to Surrey Zoning By-law, 1993, No. 12000, as amended, (the "Zoning By-law"), as documented in Appendix "C", to require amenity contributions for the East Clayton North Extension, based upon the density bonus concept; and
  - (c) Amendment to the Surrey Land Use and Development Application Fees Imposition By-law, 1993, No. 11631 (the "Fees Imposition By-law"), as documented in Appendix "D" of this report, to require the payment of additional application fees to recover a portion of the costs of preparing the NCP for the East Clayton North Extension; and
4. Instruct staff to bring forward, on a site-by-site basis, concurrently with the related site-specific rezoning application, any necessary OCP land use designation amendments in the area covered by the East Clayton North Extension NCP.

## INTENT

The purpose of this report is to:

Provide information to Council about the final and complete NCP for the extension of East Clayton to

- the North of 72 Avenue; and
- To seek Council approval of the NCP and authorization to bring forward the necessary by-laws that will act to recognize this NCP within the OCP and to implement amenity contribution requirements and NCP preparation charges.

## BACKGROUND

This East Clayton North Extension is located to the north of the East Clayton neighbourhood, the NCP for ~~as originally which was~~ approved in March of 2003. The area covered by the East Clayton North Extension is bounded by 72 Avenue to the south, 188 Street to the west and 196 Street (Surrey-Langley border) to the east. The northerly boundary follows the limit of the area determined by that area where underground engineering services can flow by gravity to the south of 72 Avenue: -(see attached ~~a~~Appendix "E"). The NCP area comprises approximately 43 hectares (106 acres) of land, currently designated Suburban in the OCP and designated Future Urban in the 1999 Clayton General Land Use Plan.

On July 28, 2004, Council considered Corporate Report No. L009 and approved the Stage 1 Land Use Concept for the East Clayton North Extension NCP (attached as Appendix "F"). At that time, Council also instructed staff to complete the Stage 2 component of the NCP, which includes the resolution of outstanding land use issues and the preparation of servicing strategies, financing strategies, phasing and community amenities. Additionally, Council authorized staff to accept and process development applications in the East Clayton North Extension area on the basis of the Stage 1 Plan, with final approval of the applications being withheld pending completion and approval of the Stage 2 component. Staff has received a number of inquiries for development in this NCP area, with one application, No. 7905-0003-00, to the ~~northwest-northeast~~ of 72 Avenue and 193 Street, having been submitted to date.

## DISCUSSION

### The East Clayton North Extension NCP - Land Use Plan

The East Clayton North Extension NCP is based on the sustainable development principles that formed the basis of the East Clayton NCP. These principles are intended to guide the development of a complete, mixed-use pedestrian-oriented neighbourhood. This ~~is a neighbourhood that will offering~~ a range of residential housing types and the plan includes a comprehensive strategy to reduce the impacts of development on the natural environment.

Consistent with the East Clayton NCP, the residential designations range from Low Density Residential at 6 to 10 units per acre, to High Density Residential at 22 to 45 units per acre. The Land Use Plan map is attached as Appendix "E" to this report. One new residential housing type, that has been included in this Plan, is manor houses that will allow fourplexes at specific locations within the medium-high residential density designation.

Approximately 35.5 hectares (88 acres) of land are designated for residential development, covering 82% of the East Clayton North Extension area. At build-out, assuming densities in the middle of the density ranges, the East Clayton North Extension area will provide for approximately 1,324 residential units and a population of approximately 3,700.

The principle of small-scale commercial uses, within a five to six minute walking distance of homes, is continued north of 72 Avenue. Neighbourhood Commercial is proposed on 72 Avenue at 188 Street and at 192 Street. The main commercial centre will be at 72 Avenue and 188 Street. It is noted in the NCP that the ultimate size and configuration of this commercial core will be subject to further study and market analysis.

Mirroring the land use to the south of 72 Avenue, Special Residential is proposed at 195 Street, to provide for low-impact business uses to be accommodated as part of the residential units. The NCP contains policies to provide for the consideration of neighbourhood commercial uses at 196 Street and 72 Avenue, provided any impacts of such redesignation are addressed.

The land designated for commercial uses (excluding Special Residential) is approximately 3.4 hectares (8 acres) covering 8% of the area.

The NCP designates two parks:

- A pocket park to the east of 192 Street; and
- A neighbourhood park to the west of 192 Street.

The north-south greenway to the east of 194A Street, will provide a connection from 72 Avenue to the north of 74 Avenue. The wider portion between 73 Avenue and 74 Avenue will also function as a park for the people living in the area to the east of 194A Street. The total amount of land designated for park purposes, including the greenway within the Terasen Gas right-of-way, is approximately 4.5 hectares (11 acres), which is about 10% of the extension area.

It is estimated that the new growth will generate approximately 350 new elementary students and 150 secondary students. The Surrey School District has advised that the new neighbourhood is not large enough to require new schools. The existing schools will accommodate the new students from this area. To address the school needs, based on the anticipated student projections in the East Clayton area, two new school sites have been purchased and a new elementary school is planned for opening by 2007 - 2008 to relieve overcrowding at the existing schools. The School District also owns a fourth elementary school site that is being considered for construction budget approval for 2008. It is anticipated that a new secondary school site will be approved for purchase this year, with approval for construction anticipated for 2008.

The road pattern in the East Clayton North Extension area, similar to the road pattern in the East Clayton NCP, is based on the principles of providing connectivity, creating pedestrian-friendly streetscapes and supporting the natural drainage infrastructure. Where street connectivity cannot be maintained due to property constraints or traffic concerns, the continuity of the pedestrian circulation is provided by way of pathways.

### **Resolution of Outstanding Land Use Issues**

Two outstanding land use issues were identified at the time of the approval of the Stage 1 component of the NCP. The issues (shown circled on the Stage 1 Land Use Plan that is included in Corporate Report No. L009, attached as Appendix "F") and the recommended resolution are discussed below:

#### **1. Greenway at the North-East Corner of 72 Avenue and 194A Street**

The Stage 1 Land Use Plan showed an approximately 38 metre (125 foot) wide greenway occupying almost the entire property abutting the east side of 194A Street (19471 - 72 Avenue). This greenway width was comparable to the greenway to the south of 72 Avenue in the East Clayton NCP, which showed a 40-metre wide north-south greenway to support storm drainage, a multi-use pathway and outdoor recreation space and to provide physical separation between adjacent multi-family residential sites. The greenway to the south of 72 Avenue was subsequently reduced in width and relocated to address site-specific issues that arose in conjunction with the rezoning applications to the south of 72 Avenue. The greenway in the East Clayton North Extension area was located abutting 194A Street to provide continuity in relation to the greenway to the south of 72 Avenue, as shown on the current East Clayton NCP.

The owners of the land at 19471 - 72 Avenue requested that the greenway be relocated, as the proposed location would not allow them to develop their property.

#### Resolution of the Issue

Staff developed a number of options for greenway locations, which were discussed with all potentially affected landowners. On the basis of these discussions, staff reviewed the function of the greenway and determined that its width could be reduced to 20 metres (66 feet), while maintaining its location adjacent to 194A Street, as shown on Stage 1 Plan. The 20-metre width will be sufficient to maintain ~~the~~its function as a multi-use pathway connection between the greenway south of 72 Avenue and the open space/greenway north of 73 Avenue. In combination with the width of 194A Street, the visual perception of a wide linear space will be maintained. As a consequence of this change, the layout of the remaining land to the east, up to 195 Street, has been modified. This has resulted in a reduction to the area covered by the Medium-High Density Residential (15-25 upa) designation and an increase in the area covered by the Medium Density residential (10-15 upa) designation.

These two designations will be separated by 72A Avenue. When a development application is received for the subject lands, the City will work with the property owners to achieve the greenway.

## 2. **Greenway to the North-East of 73 Avenue and 194A Street**

The owners of the two properties affected by the location and design of this section of the greenway raised concerns about the impact of the proposed 40 metre (132 foot) width of the greenway and the proposed "flaring" at the southerly end of this section. The 40-metre width, as proposed in the East Clayton NCP, is the only open space to the east of 194A Street and is designed with wider "pockets", to accommodate active recreation (such as children's play areas) within the greenway, while maintaining a multi-use pathway function. This width also provides privacy and separation between residential buildings across the greenway and between the multi-use pathway and the adjacent buildings. The "flaring" at 73 Avenue was proposed as a means to maintain visual connection with the greenway to the south, due to the offset that occurs at 73 Avenue and to assist in surveillance of the open space in keeping with the CPTED principles.

### Resolution of the Issue:

Staff reviewed the proposed greenway north of 73 Avenue in view of the owners' concerns. It has been determined that its width can be reduced from 40 metres (132 feet) to 35 metres (115 feet) and the flaring, on the east side at 73 Avenue, be removed, while maintaining the proposed configuration to the west. The reduced width is still considered sufficient to allow the greenway to function as a multi use pathway and open space for outdoor recreation purposes, as well as providing privacy separation between multiple residential buildings on adjacent sites. The "flaring" to the west is required to maintain visual connectivity with the greenway to the south and allow surveillance of the greenway from the street.

The greenway locations, as discussed above, have been incorporated into the final plan. The final Land Use Plan (Appendix "E") is consistent with the Stage 1 Land Use Plan in all other respects.

In the Stage I Land Use Plan, a riparian area was shown north of the future 73 Avenue and west of the future 191 Street. This is outside of the current NCP area, but shown on the general context mapping. This creek designation was based on the available information when the Stage 1 Plan was being prepared. Subsequently, based on an environmental report provided by the owners, the Federal Department of Oceans and Fisheries ("DFO") has advised that this creek no longer exists. The base mapping has been amended to remove this designation.

## **Public Consultation**

Opportunities were provided for public input and comment on the NCP through three public open houses held on April 7, May 5 and July 6, 2004. Questionnaires and comment sheets inviting comments on various aspects of the NCP were distributed at the open houses. Total attendance at these open houses was approximately 390 people. There were 60 comment sheets completed and returned, in total.

At Open House #1, background information was presented on the NCP process, Clayton General Land Use Plan, East Clayton NCP and engineering servicing. General comments on land use preferences were sought from the public. At Open House #2, two draft land use concept plan options and preliminary servicing boundary maps were presented. At Open House #3, the preferred land use concept plan and additional information on engineering servicing plans were presented.

Of approximately 100 people who attended the last open house, 14 individuals completed comment sheets. Approximately 80% of the respondents supported the draft preferred land use concept plan.

In addition to the open houses, City staff and consultants met with a number of individual property owners during the course of the plan preparation process to address concerns that were specific to individual properties.

During the last open house, some of the owners of the properties outside of the NCP area, to the north of 74 Avenue,

questioned the planning process and the engineering assumptions and rationale used to establish the northerly limit of the NCP area. They requested that their lands be included in the NCP area and appeared as a delegation to Council-in-Committee on July 26, 2004, prior to Council's consideration of the Corporate Report on Stage 1 NCP and again on May 30, 2005. A copy of the written submission from the delegation is attached to a Corporate Report on the Regular Council agenda (June 13, 2005). Staff has reviewed these concerns and has confirmed that the rationale used to establish the NCP area boundaries is valid, based on valid topographic information and servicing constraints. The planning process, including the public consultation process followed in preparing the NCP, was thorough and consistent with the City's procedures for NCP preparation. The issues raised by the delegation at the Council-in-Committee meeting of May 30, 2005 is addressed in more detail in a separate Corporate Report on the Regular Council agenda (June 13, 2005).

## Amenity Requirements

To address the impact of the anticipated growth on neighbourhood amenities, monetary contributions are required towards park development, for police and fire protection and for library materials. These amounts were identified during the Stage 1 process in 2004 and have been confirmed during the Stage 2 process and adjusted to 2005 dollars. The contributions required for the police and fire protection and library materials are the standard rates used in all NCP areas. The following park developments were identified for this NCP ~~to~~ and will be funded from the park amenity contributions:

- Major north/south linear park space to the east of 194A Street, between 72 Avenue and 74 Avenue;
- Clayton Greenway (Terasen Gas right-of-way corridor);
- Neighbourhood active park at 72A Avenue and 190 Street;
- Pocket park at 73 Avenue and 193 Street;
- Natural Area management, where required; and
- Contributions to village centre amenities.

The following is the summary of the amenity contribution requirements and anticipated revenue that the City can expect to receive under full build-out of the NCP.

<b>East Clayton Extension Neighbourhood Concept Plan Amenity Contributions (2005 Dollars)</b>			
	<b>Residential Per Unit contribution</b> <i>(Based on 1,324 new dwelling units)</i>	<b>Non-Residential Per Acre Contribution</b> <i>(Based on 8.70 acres)</i>	<b>Anticipated Revenue at Build-out</b> <i>(approximate)</i>
Police Protection	\$56.66	\$227.48	\$76,996.90
Fire Protection	\$245.63	\$982.85	\$333,764.90
Parks and Greenway Development	\$964.00	n/a	\$1,276,336.00
Library Materials	\$127.30	n/a	\$168,545.20
<b>Total</b>	<b>\$1,393.9059</b> <b>Per new unit/lot</b>	<b>\$1,210.33</b> <b>Per acre</b>	<b>\$1,855,643.00</b>

## Servicing

Detailed servicing, phasing and financing plans and strategies have been prepared to support and allow reasonable implementation of the East Clayton North Extension NCP. These plans and strategies are described in a separate Corporate Report from the Engineering Department that will be on the same Council agenda as this report.

# Implementation

## 1. Amendments to the OCP and NCP

Subject to Council approval of the East Clayton North Extension NCP, the OCP will need to be amended to reflect this new NCP. The necessary OCP amendment is documented in Appendix "B".

In keeping with the practice followed for other NCPs, OCP land use designation amendments required to implement the final Land Use Plan (e.g. from Suburban to Multiple Residential, Commercial or Urban) will be processed on a site-by-site basis concurrently with site-specific rezoning applications.

Any amendments to the NCP that are proposed after the NCP is approved will be considered in accordance with the OCP policy related to amendments to secondary plans.

## 2. Zoning By-law Amendment for Amenity Contributions

The Zoning By-law will need to be amended to add the East Clayton North Extension NCP to the list of NCPs within which amenity contributions are required. The proposed amendments to Schedules F and G of the Zoning By-law are documented in Appendix "C".

## 3. Form and Character of New Development

Drawing from the experience associated with the a recent manor house proposal in North Cloverdale, design guidelines have been included in the East Clayton North Extension NCP for "manor houses". New developments in the East Clayton North Extension NCP will be required to comply with the extensive performance standards and guidelines regarding urban forestry on building sites and within road right-of-ways, stormwater infiltration and management, soil preservation and pedestrian and bicycle corridors.

## 4. Recovery of NCP Preparation Costs

A consultant was retained by the City to assist with the preparation of this NCP. The cost of planning and engineering consultant services to the City was \$82,410. It is recommended that the Fees Imposition By-law be amended to recoup the NCP preparation costs through the payment of application surcharge fees.

The surcharge fee per unit will be based on the anticipated 1,324 units at the mid range density, and would result in a per unit fee of approximately \$60. Should the actual number of ~~proposed~~ units ~~proposed~~ fall below the number anticipated on a site, the applicant will be required to make up the shortfall in the surcharge fee to ensure that the NCP costs are fully recovered. For non-residential development, similar to other NCPs, the equivalent application surcharge fee will be based on the lot area at a rate of 10 units per hectare (4 units per acre).

## CONCLUSION

The East Clayton North Extension NCP is based on the sustainable development principles applied to the East Clayton NCP. Developments within this NCP will be required to follow the standards and guidelines established in the East Clayton NCP. Guidelines for manor houses, not specifically included as a land use in the East Clayton NCP, have been included in this NCP. Amenity contributions have been identified to fund the various amenity needs of the new neighbourhood. Based on the discussion in this report, it is recommended that Council:

1. Approve the final and complete East Clayton North Extension NCP, contained in Appendix "A" of this report,

as a means to manage development and to provide services, amenities and facilities for the area covered by the covered by the NCP;

2. Authorize the City Clerk to bring forward for the required readings and, where necessary, to set a date for the Public Hearing, the following by-laws:
  - (a) Amendment to the OCP By-law, as documented in Appendix "B" of this report, to add the East Clayton North Extension area to Figure 27 entitled "Map Showing Recently Approved Secondary Plans";
  - (b) Amendment to the Zoning By-law, as documented in Appendix "C", to require amenity contributions for the East Clayton North Extension, based upon the density bonus concept; and
  - (c) Amendment to the Fees Imposition By-law, as documented in Appendix "D" of this report, to require the payment of additional application fees to recover a portion of the costs of preparing the NCP for the East Clayton North Extension; and
3. Instruct staff to bring forward, on a site-by-site basis, concurrently with the related site-specific rezoning application, any necessary OCP land use designation amendments in the area covered by the East Clayton North Extension NCP.

~~Approve the final and complete East Clayton North Extension Neighbourhood Concept Plan ("NCP"), contained in Appendix II of this report, as a component of the East Clayton Neighbourhood, and as a means to manage development and to provide services, amenities and facilities for this neighbourhood;~~

~~Instruct the City Clerk to introduce the following by-laws to:~~

~~Amend the Official Community Plan ("OCP"), as documented in Appendix III of this report, to add the East Clayton North Extension area to Figure 27 entitled "Map Showing Recently Approved Secondary Plans";~~

~~Amend Surrey Zoning By-law, 1993, No. 12000, as amended, (the "Zoning By-law"), as documented in Appendix IV, to require amenity contributions for the East Clayton North Extension, based upon the density bonus concept; and~~

~~Amend Surrey Land Use and Development Application Fees Imposition By-law, 1993, No. 11631, as amended, as documented in Appendix IV of this report, to require the payment of additional application fees to recover a portion of the costs of preparing the NCP for the East Clayton North; and~~

~~Instruct staff to bring forward any necessary OCP land use designation amendments concurrently with the related site-specific rezoning applications in the area of the NCP for the East Clayton North Extension.~~

Murray Dinwoodie  
General Manager  
Planning and Development

BP/kms/saw

Attachments:

Appendix "A" - Final and Complete NCP

Appendix "B" - Surrey OCP By-law Amendment to Figure 27 Map

Appendix "C" - Surrey Zoning By-law Amendments to Schedules F and G

Appendix "D" - Surrey Land Use and Development Fee Imposition By-law Amendment

Appendix "E" - Final Land Use Plan – Stage II

Appendix "F" - Corporate Report No. C009 - East Clayton Expansion NCP - Stage 1 Component  
(with only Appendix VI attached)

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Appendix "A"

**Final and Complete NCP  
East Clayton North NCP Extension – North of 72 Avenue**

Appendix "B"

**Proposed Amendments to Surrey Official Community Plan By-law, 1996, No. 12900**

The following amendment is proposed to Surrey Official Community Plan By-law, 1996, No. 12900:

1. Replace Figure 27, Map Showing Recently Approved Secondary Plans, in Division A, Part 5 of the Official Community Plan, with the following Figure:





**Figure 27** Map Showing Recently Approved Secondary Plans

Appendix "C"

**Proposed Amendments to Surrey Zoning By-law, 1993, No. 12000**

The following amendments are proposed to Surrey Zoning By-law, 1993, No. 12000:

1. Amend Schedule F - Map of Neighbourhood Concept Plans and Infill Areas to add a new item 23, as shown below, following item 22.

**23. Area XXIII**



2. Amend Schedule G - Amenity Requirements in Neighbourhood Concept Plan (NCP) and Infill Areas to add a new item 23, as described below, following item 22.

NCP and Infill Areas		Amenity	Contributions Per Dwelling Unit	Contributions For All Other Land Uses ,
23.	Area XXIII on Schedule F of this By-law	Parks and Greenway	\$964.00	N/A
		Library	\$127.30	N/A
		Materials		
		Fire Protection	\$245.63	\$982.85
		Police Protection	\$56.66	\$227.48
		<i>Total Amenity Contributions (2005 Dollars) – Area XXIII</i>	\$1,393.59	\$1,210.33 per acre

Appendix "D"

**Proposed Amendments to  
Surrey Land Use and Development Application Fees Imposition By-law, 1993, No. 11631**

The following amendments are proposed to Surrey Land Use and Development Application Fees Imposition By-law, 1993, No. 11631:

1. Amend Schedule Eight (8) - Application Surcharge Fees Within Neighbourhood Concept Plan Areas and Infill Areas, as follows:

- (a) Insert the following in the table, after item number 10:

(11) East Clayton Neighbourhood Concept Plan Extension North of 72 Avenue as shown on Map 11	\$60.64 per lot or dwelling unit (or equivalent) calculated on the maximum number of lots or dwelling units allowable on the site after the zoning amendment is granted.
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- (b) Insert the following figure as Map No. 11, following Map No. 10 and insert "Map No. 11 East Clayton Neighbourhood Concept Plan Extension North of 72 Avenue Lands Subject to Surcharge" as the title at the bottom of the left-hand corner of Map No. 11



**East Clayton North Extension  
Final Land Use Plan – Stage II**

Appendix "E"



Appendix "F"



# ***Corporate Report***

**NO: C009**

**COUNCIL DATE: July 26/04**

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## COUNCIL-IN-COMMITTEE

TO: **Mayor & Council** DATE: **July 22, 2004**

FROM: **General Manager, Planning and Development** FILE: **6520-20  
(East Clayton  
Expansion)**

SUBJECT: **East Clayton Expansion  
Neighbourhood  
Concept Plan - Stage I  
Component**

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## RECOMMENDATION

It is recommended that Council:

1. Receive this Report as information;
2. Approve the proposed East Clayton Expansion area Land Use Concept Plan, as shown in Appendix I, which is the Stage I component of this Neighbourhood Concept Plan ("NCP");
3. Instruct staff to complete the Stage II component of the East Clayton Expansion NCP including:
  - Resolution of outstanding land use issues, as described in this report; and
  - An engineering servicing strategy and a comprehensive financial strategy to provide adequate funding for servicing infrastructure, phasing and community amenities; and
4. Authorize staff to accept and process development applications in the NCP area on the basis of conformity with the proposed Stage I Land Use Concept Plan, with the final approval of any such applications to be withheld pending completion and Council approval of the Stage II component of the NCP.

## INTENT

The purpose of this report is to:

1. Provide an overview of the proposed Stage I component of the East Clayton Expansion NCP and to inform Council of the planning and public consultation process followed in preparing the proposed Land Use Concept Plan; and
2. Obtain Council approval of the proposed Land Use Concept Plan for the East Clayton Expansion NCP (Stage I) as the basis for more detailed planning to complete Stage II of the NCP.

## BACKGROUND

The East Clayton NCP was approved by Council in March, 2003. In recent months, staff has received inquiries

related to lands to the north of 72 Avenue, directly north of the approved East Clayton NCP. The approved East Clayton NCP made reference to these lands in general, indicating that, "development within this area is subject to servicing being feasible from south of 72 Avenue with detailed survey and engineering design being done for each development parcel". The intent was that the area to the immediate north of 72 Avenue could be developed as part of the approved East Clayton NCP to the extent of the gravity catchment boundaries for engineering services.

On February 9, 2004, staff advised Council, through Corporate Report No. L002, of the status of development in the East Clayton NCP area and of the growing interest expressed by several property owners and the development community in developing the area north of 72 Avenue. After considering the report, Council endorsed a Terms of Reference for the planning and public consultation process for the expansion of the East Clayton NCP to the north of 72 Avenue.

## **DISCUSSION**

### **Study Area and Plan Area**

Pursuant to the Terms of Reference, planning and engineering consultants were retained by the City to assist staff in the preparation of the expansion to the East Clayton NCP. The study area was identified as that area bounded by 72 Avenue, 188 Street, 74 Avenue and 196 Street comprising an area of 65 hectares (160 acres).

To establish the boundaries of the Plan area, a detailed engineering analysis was undertaken to delineate the area that could be serviced by gravity sanitary sewers extended north from the area south of 72 Avenue. The Plan area, excluding the BC Gas right-of-way, was ultimately established as an area of approximately 43 hectares (107 acres). The preliminary boundary of the Plan area was established, based on a maximum depth of sanitary sewers of 5 metres (16.4 feet) and on downstream capacities of the services. The precise limits of the Plan area will be confirmed upon completion of detailed engineering studies to be finalized as part of the Stage II Plan, in keeping with the normal NCP process.

The study area and the Plan area are shown in Appendix II.

### **Context**

The study area is designated Suburban in the Official Community Plan (the "OCP"), and is designated Future Urban in the Clayton General Land Use Plan approved by Council in January of 1999 (Appendix III). It is made up of several large and partially developed parcels, with a number of residential properties on septic fields located primarily along the major roads. The study area is immediately to the north of the developing East Clayton Community. To the east of 196 Street, in Langley Township, the land has recently been subdivided into single family urban lots, but is not yet fully built and occupied. Lands to the north and west of the study area remain in suburban and rural use, with some on-going agricultural activity.

There are clusters of existing mature trees within the study area. The large forested area to the west of 196 Street and extending to the north and south of the 74 Avenue alignment was designated as an Environmentally Sensitive Area on the Clayton General Land Use Concept Plan that was approved in 1999. This designation was based on a 1997 study. An environmental consultant was retained by staff to provide an update on the status of this area. The consultant's report found that, as a result of development in Langley Township, this area is no longer connected to a larger forest corridor system. Due to the fragmentation of the connection on the Langley side, the area has become isolated and its environmental sensitivity rating is now classified as low.

### **Guiding Principles**

Based on the approved Terms of Reference, this area is to be considered as an extension of the existing East Clayton NCP. It is intended that the land use pattern will be consistent with and complimentary to, that south of 72 Avenue and should reflect the development framework identified in the East Clayton NCP. The sustainable planning principles that guided the preparation of the East Clayton NCP, including the land use and subdivision patterns, form the basis of the land use plan for the expanded East Clayton area.

### **Public Consultation**

The input from residents and property owners in and adjacent to the study area was solicited through a series of

public open houses, which were held on April 7, May 5 and July 6, 2004. In addition, during the course of preparing the plan, staff and consultants met a number of property owners, individually and in groups, with regard to specific issues.

In keeping with Council's February 9, 2004 direction to inform the public and developers about the principles and attributes of the sustainability in East Clayton, staff produced a newsletter at the beginning of the planning process to inform the public about the commencement of the NCP planning process for the expanded East Clayton area and the sustainable development principles that will form the plan objectives. This newsletter was mailed to all residents and property owners in the Clayton area, including East Clayton and was distributed at the public open houses.

### **Public Open House #1 - April 7, 2004**

The first open house introduced the proposed planning and public consultation process. Information provided to the public included the rationale for initiating this planning process, an overview of the seven principles for sustainable development that will form the basis of the Plan for the expanded East Clayton area, the 1999 General Clayton Land Use Concept Plan, conceptual servicing maps, types of land uses that might be considered in the land use options and the status of development in East Clayton. A comment sheet was distributed for the public to provide written comments to staff on the current development in East Clayton, proposed expansion of East Clayton and on the types of land uses that should be considered in the Plan.

Approximately 90 people attended the open house. Ten completed comment sheets were returned.

### **Public Open House #2 - May 5, 2004**

Two draft land use options and the preliminary servicing boundary maps were presented for public review and input. Comments were solicited on the various features of the two land use options.

Approximately 197 people attended the second open house. Thirty-six completed comment sheets were received. Based on the feedback received, there was no clear preference between the two land use options. Specific comments included concerns about the location of some of the roads and lanes and about the location and amount of open space.

### **Public Open House #3 - July 6, 2004**

The public was invited to view and comment on a preferred land use option, which was prepared, based on the comments received at previous open houses as well as on discussions with individual property owners who had specific concerns with elements of the earlier options. Based on this input, significant adjustments were made to better align roads and designations with existing property boundaries, including the re-alignment of 194A Street, reconfiguration of park and greenway areas, inclusion of traffic circles for traffic calming and provision of improved pedestrian connections.

Approximately 100 people attended this open house. Fourteen comment sheets were returned. Apart from certain site specific issues, over 80% of the respondents expressed support for the draft-preferred option.

Several owners of property north of the Plan area have questioned the engineering assumptions and rationale used to establish the northerly limit of the Plan area. They have advised that their lands should also be included in the Plan area and if this is not possible, the Plan should not proceed at this time.

## **Proposed Land Use Concept Plan**

### **Plan Objectives**

The proposed Land Use Concept Plan is illustrated in Appendix I. It was developed in consideration of the following seven principles of sustainable development:

- Creation of compact, walkable neighbourhoods, with basic services located within a five to six minute walking distance from most homes;
- Provision of a range of dwelling types and densities to provide housing options in the same neighbourhood

and even on the same street;

- Designing communities for people (i.e. dwellings to present a friendly face to the street) in order to promote social interaction;
- Locating car storage and services at the rear of dwellings;
- Provision of an interconnected street network, in a grid or modified grid pattern, to ensure a variety of itineraries and to disperse traffic congestion;
- Provision of narrow, tree-shaded streets to save costs and provide a greener, friendlier environment; and
- Preservation of the natural environment and promotion of natural drainage systems.

## **Land Use Pattern**

### ***Residential***

The types of land uses proposed for the East Clayton expansion NCP area are similar to the land uses in the East Clayton NCP (Appendix IV). The Plan includes a variety of residential designations to provide a range of housing options, ranging from low density residential at 6-10 units per acre to High Density residential at 22-45 units per acre. The higher density residential designations are strategically located to support the village centre node at 188 Street and 72 Avenue and benefit from the proximity of the open spaces. Higher density designations are also located along 192 Street to reinforce the parkway role of the street and shield the single family residential from the traffic.

The Plan introduces the concept of manor houses on 193 Street and 194A Street between 72 Avenue and 72A Avenue. Manor houses will contain up to four dwelling units and be approximately 420 square metres (4,500 square feet) in floor area. The driveway access for manor houses will be from a rear lane. Council has recently considered a rezoning application for this form of residential development in North Cloverdale. The scale and massing of the manor houses is compatible with those of the existing houses in Aloha Estates, south of 72 Avenue and are appropriate at the intersections as entrances to the residential neighbourhood east of 192 Street.

The Plan also proposes Special Residential uses at 10-15 units per acre, similar to the East Clayton NCP. Special Residential designated property allows the option of using part of the main floor or basement of the dwelling unit for a small-scale personal service use and other similar business uses. This designation is proposed along 72 Avenue and is located such that on-street parking will be available to support the optional commercial uses.

### ***Commercial***

This Plan proposes to strengthen the village centre at the intersection of 72 Avenue and 188 Street by expanding the Commercial designation included in the 1999 General Clayton Land use Concept Plan (Appendix III). The Commercial designation includes Neighbourhood Commercial, as well as mixed-use Commercial/Residential uses, which were not shown on the General Clayton Plan. These commercial uses are supported by the Special Residential designation that also allows some small scale commercial uses.

The expanded village centre will serve the local commercial needs of the East Clayton population and the future population of the larger Clayton area. Its convenient central location will make it a focus of the community and will reduce the need for driving longer distances to Cloverdale and Langley for daily needs. Its expanded capacity and the opportunity for a variety of smaller scale and more pedestrian-oriented commercial uses are intended to attract a more localized market and serve to complement the proposed shopping centre at Fraser Highway and 188 Street (i.e., the triangle site).

The size of the commercial node is approximately 3 hectares (7.40 acres), which will accommodate approximately 15,000 square metres (161,465 square feet) of commercial floor, although the ultimate size and scale of this node will be more accurately defined through additional retail/market studies for the larger Clayton community. A study of the commercial market in the Clayton area is being undertaken to confirm the amount of land that should ultimately be



designated for commercial uses.

The Plan also proposes a local commercial node at the intersection of 192 Street and 72 Avenue to serve the population to the east of 192 Street in keeping with the principle of providing basic daily services within a five to six minute walking distance of most homes. The lands designated Special Residential near the intersection of 196 Street, which reflects a similar designation to the south of 72 Avenue, will also enhance the opportunities available for the provision of basic services to serve the local community needs.

### ***Parks and Greenways***

The proposed Plan shows two pocket parks to the east and west of 192 Street. The park to the east of 192 Street, at 73 Avenue, is just under 0.8 hectares (2 acres) in area and the park on the west side of 192 Street at 72A Avenue is approximately 1 hectare (2.5 acres) in area. These parks are slightly larger than the two pocket parks to the south of 72 Avenue, at 189 Street in the East Clayton area.

Two greenways are proposed:

- A north-south greenway, to the east of 194A Street, is proposed in keeping with the General Clayton Plan. This greenway is a recreational corridor that will provide a continuous linkage through East Clayton to the future park north of 74 Avenue. The initial proposal is that this greenway be 40 metres (130 feet) wide in keeping with the greenway as originally planned to the south of 72 Avenue in the East Clayton NCP. A number of the property owners in the area have expressed concern with this proposed width; and
- The BC Gas right-of-way is proposed to be a greenway to maintain continuity of the greenway on this right-of-way in the East Clayton Plan to the south of 72 Avenue.

### ***Roads and Pedestrian Network***

The road network, as planned, is based on the principle of creating an interconnected grid of roads to allow multiple routes for travel by foot, bike or by car. Rear lanes are proposed for the majority of the single family lots in the Plan in keeping with the principle creating pedestrian friendly streets. In certain locations where road continuity cannot be maintained, due to the potential impact of the traffic on properties, the Plan shows pathways to maintain pedestrian and bike circulation. Pedestrian/bike pathways are also proposed within the village centre to provide connections to the BC Gas Greenway from 72 and 72A Avenues.

73rd Avenue is designed to provide an east-west connection between the areas to the east and west of 192 Street. It connects the parks and the greenway. It will accommodate a multi-use pathway on the north side ("sunny" side) and is envisioned to have the same character as 70 Avenue in the East Clayton NCP area to the south.

For traffic calming purposes, traffic circles are proposed at the intersections of 73 Avenue with 193 Street and 194A Street. The traffic circle at 194A Street will be larger in recognition of the proximity of the greenway and to create a visual landmark.

### ***Schools***

The Surrey School District was consulted during of the planning process with respect to planning for school sites within the Plan area. The School District advised that the extension area is not large enough to warrant any new schools. The students generated from the new growth in the East Clayton expansion area will be accommodated by the schools to the south of 72 Avenue in the East Clayton area until a larger area to the north of 74 Avenue is developed, in the future, that will generate a requirement for new schools to the north of 74 Avenue.

## ***Plan Statistics***

The draft land use concept plan is expected to generate an estimated 1,000 dwelling units at the lower end of the density ranges to approximately 1,680 dwelling units at the higher end of the density ranges. The build-out population, assuming an average between the lower density and higher density, is estimated at 3,615 people. The build-out commercial building floor area is estimated to be approximately 16,850 square metres (181,380 square feet). The total area of the proposed parks and greenways is approximately 4.45 hectares (11 acres). A summary of the land use statistics is contained in Appendix V.

## **Outstanding Land Use Issues**

The Plan is generally supported by a majority of the people who attended the open houses and responded to the requests for comments.

Two issues, raised by property owners that have not yet been fully resolved and will be addressed prior to the completion of the Stage II NCP report to Council, are discussed below. Appendix VI illustrates the locations of these land use issues.

### **1. Greenway Design at the North-East Corner of 72 Avenue and 194A Street**

The proposed greenway, east of 194A Street, will require the acquisition of the entire property abutting 194A Street and part of the adjacent property. The area beyond the greenway, up to 195 Street, is proposed for a medium-high density residential development (e.g. townhouses). The owners of the affected properties object to this greenway designation, as they would prefer to develop their property in keeping with the residential designations of East Clayton. The owners purchased the property with the intent of residential development at a time when the General Clayton Plan showed the greenway further to the east and feel that it should be relocated as illustrated on the Clayton General Land Use Plan. Staff has presented five different land use and greenway scenarios to the property owners between 194A Street and 195 Street in an attempt to resolve the issue. The property owners have indicated that they require more time to study the options and have requested that this issue be noted as an outstanding issue for resolution at the time of the Stage II Plan.

### **2. Greenway to the North-East of 73 Avenue and 194A Street**

The owners of the two properties affected by the location and design of this section of the greenway have raised concerns about the impact of the proposed 40-metre width of the greenway and the proposed "flaring" at the southerly end of this section. The 40-metre width, as proposed in the East Clayton NCP, is the only open space to the east of 194A Street and is designed with pockets to accommodate active recreation (such as play areas) within the greenway while maintaining a multi-use pathway function. This width also provides privacy separation between residential buildings across the greenway and between the multi-use pathway and the adjacent buildings. The "flaring" is proposed to maintain visual connection from the greenway to the south and provide a visual connection to the greenway at the end of 195 Street.

This concern was raised relatively, recently and, as such, staff has not had sufficient time to develop alternative scenarios for discussion with the owners. This issue will be addressed as part of the Stage II component of the NCP.

## **Servicing**

The proposed servicing boundary for the NCP area will be confirmed in Stage II after the completion of a detailed engineering report. It is not expected to change dramatically as a result of this more detailed report.

## **CONCLUSION**

Pursuant to Council's authorization on February 9, 2004, staff has prepared a Land Use Concept Plan for the East Clayton Expansion NCP, being the Stage I component of the NCP. It is recommended that Council:

1. Receive this Report as information;
2. Approve the proposed East Clayton Expansion Land Use Concept Plan, as shown in Appendix I, which is the

Stage I component of this NCP;

3. Instruct staff to complete the Stage II component of the East Clayton Expansion NCP, including:
  - (i) Resolution of outstanding land use issues as described in this report; and
  - (ii) An engineering servicing strategy and a comprehensive financial strategy to provide adequate funding for servicing infrastructure, phasing and community amenities; and
4. Authorize staff to accept and process development applications in the NCP area on the basis of conformity with the proposed Stage I Land Use Concept Plan, with the final approval of any such applications to be withheld pending completion and Council approval of the Stage II component of the NCP.

*Original signed by*  
Murray Dinwoodie  
General Manager  
Planning and Development

BP/kms/saw

### Attachments

Appendix I	Proposed East Clayton Expansion Land Use Concept Plan – Stage I NCP
Appendix II	NCP Expansion Study Area/Plan Area
Appendix III	1999 General Land Use Concept Plan - Clayton
Appendix IV	East Clayton Land Use Plan
Appendix V	Summary of Land Use Plan Statistics
Appendix VI	NCP Expansion - Land Issues

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## **East Clayton NCP Stage 1 Approval**

Appendix VI

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