



Corporate Report

NO: L005

COUNCIL DATE: April 24, 2006

REGULAR COUNCIL - LAND USE

TO: **Mayor & Council** DATE: **April 20, 2006**

FROM: **General Manager, Engineering
Acting General Manager, Planning and
Development** FILE: **7904-0411-00**

SUBJECT: **Proposed Land Use and Servicing Amendments to the Douglas Neighbourhood
Concept Plan (NCP)**

RECOMMENDATION

The Engineering and the Planning and Development Departments recommend that Council:

1. Receive this report as information; and
2. Provide a copy of this report to the applicants.

INTENT

The purpose of this report is:

- To inform Council about in-stream development applications and proposed land use and servicing amendments to the Douglas Neighbourhood Concept Plan (NCP); and
- To inform Council of the additional servicing studies currently underway to support the proposed amendments to the Douglas NCP and expedited timeline for completion.

BACKGROUND

Douglas Neighbourhood Concept Plan

The Douglas Neighbourhood Concept Plan (NCP) was completed and adopted in 1999. The Douglas plan area is comprised of approximately 60 hectares (150 acres) of land and is generally bounded by Highway 99 to the west, the Canada/USA border (Washington State) to the south, 4th Avenue to the north, and 175 Street alignment to the east (see Appendix I).

The current population of Douglas is approximately 900 persons in 270 housing units. Existing uses within the Plan Area are a combination of small acreages and limited urban redevelopment in the form of small lots. The significant natural features in the area include the Little Campbell Creek and its small tributaries, and several groves of mature trees. The Peace Portal Golf Course is located on northwestern edge of the plan area. The lands to the north of the plan area are within the Agricultural Land Reserve (ALR) and bisected by the Little Campbell River.

In the Douglas NCP, the land uses envisioned feature three general residential areas. The first is located to the west of 172 Street with medium densities, townhouse at 15 units per acre (upa) maximum, around the natural park. The park also serves as a buffer between the residential development and the golf course. This area has decreasing densities to the north and south. The second area is located on the west edge of the plan area and is a combination of single family and townhousing. The third residential area is located east of 172 Street around the school/park site and includes suburban lots (2 upa), urban lots (6 upa) and some small lot single family (10 upa) adjacent to 172 Street. The central area of Douglas was intended to provide mixed local commercial/residential development in the form of a 'village main street' and small lots at a density of 10 upa.

The Douglas NCP forecasts that there would be approximately 954 new dwelling units with a build out population of 2,800 persons. The projected DCC revenues associated with the development of the plan would not be sufficient to fund the works to be undertaken in the NCP area, which would result in a shortfall and thus a servicing levy would be applied to each unit. The NCP was completed prior to the emergence of smaller lots, RF-12 and RF-9, which allows higher densities within the Urban Designation in the Official Community Plan (OCP). These smaller lots are becoming the preferred lot sizes due to substantial increases in land and servicing costs, and the continued market demand for single detached housing.

Cressey Application (No. 7904-0411-00)

In December 2004, Cressey Developments submitted an application to develop 25.8 ha (63 acres) east of 172 Street within the Douglas NCP area. Their proposal included 320 single family residential lots, the school/park site, a northeastern stormwater pond (revised) and amendments to street layouts (see attached plan in Appendix II). Most of their proposed residential area is at a higher density than anticipated in the Douglas NCP that includes a mix of RF, RF-12, and RF-9/RF-9C residential lots. Cressey has estimated the population impact of their development is adding approximately 200 persons and 79 dwelling units to the Douglas area at build out.

As part of the application, Cressey has proposed NCP Amendments to allow variable lot types, smaller lot sizes and increased densities. One of the fundamental changes proposed by Cressey is the inclusion of in-ground basements that affects the servicing plan for the area. This amendment will result in a type of development that would require increased depth for the servicing mains for the area. The increased densities and in-ground basements proposed by this application have necessitated further review of the servicing concepts for the Douglas area to be able to support the proposal. The servicing studies are for water and sewer, and drainage, and are currently underway.

Other In-Stream Applications

In addition to the Cressey application, four other applications have been received for the Douglas area, accounting for approximately sixty percent (60%) of the Douglas plan area. All the applications are proposing increased densities through the use of smaller lots. These projects have not progressed as far as the Cressey application and will all require public consultation on the proposed land uses (NCP Amendments), as well as working with the City on application requirements.

The location of all the applications has been shown in Appendix III, and includes:

- Project No. 7905-0120-00 (RF-12, RM-23)
- Project No. 7906-0001-00 (RH-G, RF, RF-12, RF-9)
- Project No. 7906-0081-00 (RF-12)
- Project No. 7906-0098-00 (RH-G, RF, RF-12, RF-9)

These projects are being coordinated with the Cressey application with respect to land use and servicing.

DISCUSSION

Engineering studies were required in order to review the Cressey application and subsequent applications for several reasons. First, servicing challenges in South Surrey have changed and evolved in the seven years since the Douglas NCP was adopted. Also, as noted above, the pending NCP amendments represent an increase in build-out population in the Douglas area compared to the original NCP. Finally, the applicants are proposing in-ground basements for the residential dwellings to satisfy market demand, however, the approved NCP servicing plan specifically did not include in-ground basement homes due to the increased depths that would be required for servicing and the concern about soil condition in the area.

Factors External to Douglas Development Applications

Servicing challenges and constraints for South Surrey in general have resulted from development within the Highway 99 Corridor Plan area creating new demands on the water and sanitary sewer systems in the area. Additionally, the Highway 99 Corridor plan area, the Campbell Heights Industrial area and the Douglas NCP area are all within the drainage catchment of the Little Campbell River. Recent development in the Highway 99 Corridor area and Campbell Heights has created drainage concerns for the watercourse and the concern of impact by downstream users/stakeholders such as the Peace Portal Golf Course. Development in Douglas also adds to this concern, particularly if densities are increased.

Factors Internal to Douglas Development Applications

As the Cressey development proposal, and the four other development proposals in the Douglas area, are proposing increased densities and in-ground basement homes it is necessary to develop new water, sanitary sewer and drainage/environmental servicing schemes to reflect the changed boundary conditions and proposed Douglas Land Use amendments. The NCP amendments brought about by the pending applications and the trend to the smaller single family lots that will likely be followed with future applications, together with evolving external servicing factors, have necessitated a thorough review and updating of the Douglas NCP servicing strategy. The Engineering Department is coordinating this broader servicing review, and is cost sharing NCP-wide water, sewer and drainage/environmental servicing studies with Cressey. The studies will better reflect current South Surrey servicing conditions, will develop servicing strategies necessary to support the proposed amended developments, and will assess the DCC revenue versus expenditure. The results of the studies will be made available to all applicants in order to assist in the progress of their applications.

It is noted that amended financial requirements and phasing arrangements to fund the necessary infrastructure may also be needed, and it is unknown what results are expected from these reviews. The servicing studies have been underway for approximately two months and are expected to be concluded to a sufficient level for the Cressey application to be considered by Council in a further three months time. It will also be necessary to consult the Peace Portal Golf Course during the drainage/environmental study process as they are the major stakeholder in the Little Campbell River lowlands. The studies will have to be finalized and the servicing and servicing-related components of the NCP amended before final adoption of any bylaws for the proposals.

Process and Timeline

Staff is presently working on land uses, lot layouts and submission requirements, including public consultation, of each individual application while the servicing studies are underway. The Cressey application has undergone a series of two public information meetings with general support from the community. The public consultation process for the four applications outside of the Cressey project area will also address the potential for the remainder of the single family area within the Douglas NCP to increase in density with RF-12 and RF-9 lots. This density increase is similar to recent plan amendments in the South Newton NCP that allows for flexible densities between 6 upa and 14.5 upa. It is expected that this consultation will involve all four applicants and be integrated into their required Public Information Meetings. By consulting the public in this way, the survey results should reflect community concerns about the density for these projects specifically, and for the community as a whole, while not impeding the progress of the applications any further.

The applicants should be able to complete their submission requirements while the studies are underway and be positioned to proceed to Council with expediency once the study findings and project densities have been found supportable through a complete review by Engineering and Planning. Applicants will proceed to Council for bylaw introduction when preliminary support for the servicing studies has been achieved through staff review.

It is expected that the actual NCP Amendments to include the new servicing studies and any related cost updates for the Douglas NCP will be completed later in 2006, upon the satisfactory conclusion of the required servicing studies and prior to final adoption of the bylaws for the five applications in-stream.

CONCLUSION

Based on the above discussion, it is recommended that Council:

- Receive this report as information; and
- Provide a copy of this report to the applicants.

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Attachments

Appendix I - Douglas Land Use Plan

Appendix II - Proposed Lot Layout, Cressey Application

Appendix III - Location of Current NCP Amendment Applications in Douglas