



Corporate Report

2003

NO: L018

COUNCIL DATE: December 15,

REGULAR COUNCIL – LAND USE

TO: Mayor & Council DATE: December 10,
2003

FROM: General Manager,
Planning and FILE: 6520-20
Development (West
Newton/Hwy 10)

SUBJECT: West Newton/Highway 10 Neighbourhood Concept
Plan - Stage 1

RECOMMENDATION

It is recommended that Council:

1. Receive this report as information;
2. Approve the proposed Stage 1 component of the Neighbourhood Concept Plan ("NCP") for West Newton/Highway 10, as described in this report and as illustrated in Appendix I;
3. Instruct staff to complete the Stage 2 component of the West Newton/Highway 10 NCP on the basis of the Stage 1 Land Use Concept Plan, including resolution of outstanding land use issues identified in Appendix VI, an engineering servicing strategy and a comprehensive financial plan that will provide adequate funding provisions for engineering servicing infrastructure, logical phasing, and community amenities; and
4. Authorize staff to proceed with processing of development applications in the West Newton/Highway 10 NCP area on the basis of conformity with the proposed Stage 1 Land Use Concept Plan (Appendix I), but that final approval of any such application be withheld pending completion of the Stage 2 component of the NCP.

INTENT

The purpose of this report is to:

1. Provide an overview of the Stage 1 component of the NCP for West Newton/Highway 10, including the process followed in preparing the plan, public consultation that was undertaken as part of the planning process and a description of the proposed Land Use Concept Plan;
2. Seek Council approval of the Stage 1 component of the NCP, including the proposed Land Use Concept Plan as the basis for more detailed planning necessary to complete the Stage 2 component of the plan; and
3. Provide Council with a summary of outstanding land use issues that will be addressed as part of the Stage 2 component.

BACKGROUND

At a Council-in-Committee meeting on February 4, 2002, Council received a delegation and petition from owners of property in the area bounded by Highway 10 to the south, 60 Avenue to the north, 128 Street to the west and 132 Street to the east in West Newton (Appendix II). Council was requested to initiate a neighbourhood planning process for this area. After hearing the delegation and considering the related petition, Council adopted the following resolution:

"That the Planning & Development Department consult with the neighbourhood regarding the preparation of a Local Area Plan for the area and report back to Council on the matter".

At its Regular meeting on April 8, 2002, Council considered Corporate Report No. R068 (attached as Appendix III) and authorized the Planning and Development Department to proceed with a planning process to prepare an NCP and approved the Terms of Reference for

such a process. Staff was also requested to investigate possible locations for institutional uses (not just public schools) in the plan area and to consider a Suburban land use option for properties adjacent to Highway 10, to achieve an appropriate suburban interface.

DISCUSSION

Planning Process

Plan Area and Study Area

The West Newton/Highway 10 Concept Plan Area and larger study area are illustrated in Appendix II. The plan area includes the Suburban designated lands identified in the original petition. These lands are bounded by 132 Street, 128 Street, 60 Avenue and Highway 10. In addition, a larger zone of influence was identified to achieve land use compatibility in the general area to allow for coordinated planning with surrounding areas and to assist in ensuring that the owners of potentially affected properties are included in the public consultation process, related to the development of the plan.

Planning Approach

The lands within the plan area represent the last remaining pocket of Suburban designated land north of Highway 10 in the West Newton area and form a logical extension to the Urban-designated area to the north.

The plan preparation process was initiated by way of a petition from a majority of property owners in the plan area. Planning and Development Department staff prepared the Stage 1 component of the NCP in-house, with the assistance of an Engineering consultant (Urban Systems Ltd.) under the direction of the Engineering Department.

Parks, Recreation & Culture Department staff and School District staff have also been involved throughout the planning process. Similarly, external agencies, including the Ministry of Transportation, BC Hydro, Fire Department, Library Board and the Department of Fisheries and Oceans, have been consulted through the planning process.

Public Consultation

Public consultation was a key component of the planning process as is the case with every NCP prepared by the City. Four public open houses were held between June 2002 and November 2003. These open houses generated substantial feedback at key milestones in the planning process. Questionnaire surveys were conducted at each meeting to solicit specific comments from those attending the open houses on components of the plan. All of the information presented to the public at these open houses, as well as a synopsis of the results of the survey questionnaires was made available to the public by a variety of means, including the Surrey web page. Public input to the plan was also received by way of written submissions from individual property owners and through meetings with many individuals and resident groups. Staff answered individual queries related to the plan by telephone or through the Surrey web page. All public input was reviewed and carefully considered in preparing the plan that is being presented to Council as part of this report.

A summary of the results of the Open Houses is contained in Appendix VIII.

In addition, a Citizens Advisory Committee, comprised of representatives of the owners of properties in the plan area, was established at the outset of the planning process and met on a regular basis with City staff to provide advice and comments on issues that arose through the planning process.

Proposed Land Use Concept Plan

Planning Goals and Objectives

On the basis of public input, a set of planning goals and objectives was formulated to guide the preparation of the West Newton/Highway 10 Concept Plan. These goals and objectives are:

1. To develop and formulate land use and other development policies to guide development proposals in the plan area;
2. To encourage sustainability and develop a plan which enhances quality of life;
3. To identify and enhance environmentally sensitive areas, such as significant vegetation;
4. To prepare a parallel servicing strategy that identifies the appropriate location, staging and standard of services required to support the land use plan, including sanitary sewer, water, drainage, roads and other utilities and methods of implementation by rezoning, subdivision, or other mechanisms;
5. To undertake a financial analysis that will demonstrate adequate funding for the implementation of the servicing plan;
6. To ensure compatible interfacing and provide buffers to achieve appropriate density and land use transitions with the existing neighbourhood;
7. To develop an appropriate landscape buffer and maintain the Suburban character along Highway 10;
8. To complete proper planning and secure financial commitments through the development approval process to achieve an appropriate level of community services and amenities, including schools, parks, fire, police and library services to serve this community; and
9. To ensure adequate and meaningful public consultation in the planning process.

Planning Opportunities and Constraints

The following planning opportunities were identified:

1. The BC Hydro Corridor provides public recreational opportunities, including the continuation of the Serpentine Greenway;
2. Highway 10 is a major regional transportation corridor that offers the potential to establish landscape buffers, to accommodate public greenways and to provide a barrier for sites south of Highway 10 (Panorama Ridge);
3. Availability of large and relatively self-contained properties within the plan area provides opportunities for the efficient development of land and installation of services;
4. Potential to preserve existing natural vegetation and significant stands of trees;
5. Potential to provide and upgrade infrastructure, services and community amenities (Police, Fire protection, Library services) through development amenity contributions;
6. Potential for increased park and open space resources;
7. Potential to explore opportunities for institutional uses in the plan area; and

8. Opportunity to integrate the area with the adjacent West Newton South Neighbourhood Concept Plan.

Alternatively, development in the area is subject to the following planning constraints that need to be addressed:

1. Existing pockets of development will require adequate interface treatment to ensure a sensitive integration of new development while minimizing impacts;
2. Highway 10 is a major regional transportation route, that presents significant challenges in terms of accommodating the regional transportation function, having access restrictions to individual properties and requiring a reduction in the number of road access points to the highway and the need for establishing landscape buffers to protect adjacent development;
3. Limitations on development are presented by the BC Hydro corridor, which traverses the plan area within which the development of permanent structures is prohibited and which requires building separation along the corridor;
4. School capacities will be reviewed with the Surrey School District to ensure adequate long-term availability of school resources;
5. Lack of services and costs of providing services in the area must be addressed;
6. The existing road network, including established road patterns, traffic controls, and hierarchy will affect the type, orientation and density of development in the NCP; and
7. Permanent Suburban areas should be maintained along Highway 10 to preserve the existing rural character.

Overview of the Proposed Land Use Concept Plan (Stage 1)

1. Proposed Land Use Plan (Appendix I)

The Proposed Land Use Concept is illustrated in Appendix I. Single-family residential land uses are the most dominant land use in the plan, but are included with a variety of densities ranging from Suburban transition lots (along the west side of 126A Street) to conventional single-family lots (6 units per acre) and small lots at various densities (10 to 13 units per acre, with or without lane access). New residential subdivisions will be designed to blend into the surrounding neighbourhood pattern.

The land use plan also features a variety of multi-family residential uses, including townhouses (20 units per acre), seniors housing (20 units per acre) and sites designated for seniors townhouses and a care facility or nursing home. In addition, the plan proposes two local commercial nodes, and three neighbourhood parks to serve this community. Details on these proposed open space and commercial uses are provided below.

The Proposed Land Use Concept provides transitions between new and existing development through appropriate densities and uses along these interface areas, and/or the establishment of landscape buffers.

It is estimated that the Proposed Land Use Concept Plan will generate an additional 950 residential dwelling units and will accommodate an additional population of approximately 2,880 people, bringing the total population of this community at full build-out to between 4,200 to 4,500 people. A summary of the proposed land uses, including total number of dwelling units and projected population, is documented on Appendix IV.

2. Open Space, Tree Preservation, Greenways, and Highway 10 Buffer

Parks and Open Space

The Proposed Land Use Concept Plan proposes three new neighbourhood parks, with a total area of approximately 5 ha (16 acres) as follows:

- Park (A), adjacent to J.T. Brown Elementary School, will have an area of approximately 2 ha (5 acres) and is proposed to function as a passive park with substantial tree preservation;
- Park (B), immediately south of Panorama Park Elementary School, will have an area of approximately 1.2 ha (3 acres) and is proposed to provide active playfields; and
- Park (C), a community park, will have an area of approximately 3 ha (7.5 acres) and will function as an active park, including playfields and a children's playground.

The plan area does not contain any unique sensitive areas or protected watercourses.

Tree Retention and Management Strategy

A preliminary area-wide tree assessment has been conducted to identify possible areas for tree retention. While the central part of

the Concept Plan area (petition area) is well treed, this area as a whole is not considered a viable tree retention area due to the high risk of tree failure. The trees in this area are within a dense, closed stand of vegetation and have been growing in a sheltered, group state. As a result, any encroachments on this vegetation will alter drainage regimes and create sun and wind exposure, creating potentially hazardous conditions in the immediate and longer term. As a result, this stand will be highly vulnerable to failure and wind shearing, resulting in an unreasonably high risk to human safety if allowed to remain through the land development process.

The proposed tree management strategy advocates a combination of selective tree preservation and tree replacement, to balance environmental objectives and adequately protect the public from hazards associated with tree failure. Tree preservation areas have been identified within the proposed Park (A), along the east side of 128 Street south of 60 Avenue, on sites designated for townhouses and within the landscape buffer/greenway proposed along Highway 10. These will be augmented by tree planting in parks, greenways, boulevards and on private lots. More detailed arborist assessments will be required at the time of development of individual sites to determine the extent to which viable tree retention may be possible and to establish appropriate tree management and planting plans.

Greenways and Highway 10 Landscape Buffer

The Serpentine Greenway traverses the area along the BC Hydro corridor. The City, as part of a long-term acquisition strategy, has already acquired some of the land within the BC Hydro corridor for this greenway, which functions as a multi use, recreational corridor connecting the neighbourhoods in Newton to the Serpentine River. The Proposed Land Use Concept recognizes this initiative and will ensure completion of this important amenity and the integration of the adjacent land uses in support of the Greenway.

A 15m wide landscape buffer is proposed to be acquired along the north side of Highway 10 when development occurs, to achieve a multi-use pedestrian greenway along the highway, to provide a physical separation for development from the highway and to maintain a landscaped, suburban edge along the highway. The buffer will also provide the potential for tree preservation and replanting. Details regarding the design of the proposed buffer are provided in Appendix VII. As is standard practice, the buffer area will be protected by a restrictive covenant or public right-of-way on private property, as a condition of development of the sites adjacent to Highway 10. Securities will be held by the City to ensure the buffer/greenway is completed by the individual developments to City standards. In cases where the buffer cannot be acquired (on properties where development is not anticipated) sidewalks on Highway 10 will be constructed to maintain continuity along the highway.

3. *Transportation and Road Concept*

The Concept Plan area is bounded on the south by Highway 10, a Provincial highway and is traversed by two major Arterial Roads (128 Street and 132 Street), a major collector road (60 Avenue) and an existing network of local roads. The proposed road network recognizes the existing pattern and hierarchy of roads and proposes a system of local roads and transportation improvements to provide a transportation system that will support the proposed land uses and projected population at build out. Some of the key components of the transportation plan are:

- Proposed traffic signals on 60 Avenue at 128 Street and at 132 Street;
- Road widening along 60 Avenue through the plan area plus bicycle lanes and one-side parking;
- Closures of 124A Street and 125 Street at Highway 10;
- Widening of Highway 10 to four lanes;
- Pedestrian crossing improvements on 60 Avenue and 128 Street, including curb extensions, median islands and pedestrian-activated signals; and
- Traffic Circles on 124A Street at 60 Avenue and Boundary Drive to address concerns from residents related to speeding and shortcutting and to minimize conflicts with pedestrians, cyclists and other motorists.

Pedestrian Network

The proposed pedestrian network has been designed to provide a safe, accessible and pedestrian-friendly network by way of sidewalks and walkways connecting the residential areas with the proposed park system (parks and greenway) and with the commercial areas and points beyond the plan area. A key component of this strategy involves the requirement for lane access to small residential lots (13 units per acre) fronting 60 Avenue and all proposed new local roads in the central plan area with the exception of new lots backing on to Highway 10. This will assist in providing public sidewalks that are not interrupted by driveways.

Highway 10 Widening

Improvements to Highway 10 have been initiated under the Border Infrastructure Program, a joint Provincial and Federal initiative presently under way. Representatives from the Ministry of Transportation (MoT) and the Highway 10 Project Team have been involved as stakeholders in the development of the proposed Land Use Concept. In addition, representatives from the

Highway 10 Project Team have met with community groups in the area to discuss issues related to the possible widening of Highway 10. A Highway 10 Project community office has been established in Cloverdale to provide on-going information to the public and obtain input on this highway widening initiative.

Feasibility studies on the proposed Highway 10 road design, possible need for road widening, property acquisition, noise abatement and access restrictions are under way, but these will not be finalized until early 2004. City staff will continue to work closely with the Highway 10 Project Team to incorporate final recommendations for the Highway 10 design into the Stage 2 component of the NCP.

4. **Commercial Uses**

Another component of the proposed Land Use Concept is the provision of an adequate level of and accessibility to, commercial services within the immediate area to serve the new population and to minimize the need to drive for regular daily commercial services. The following commercial services are proposed in the Land Use Plan:

- An expansion of the existing commercial node at the northeast corner of 128 Street and Highway 10, which contains a gas station and associated convenience store, is proposed. A total site area of approximately 1.0 ha (2.5 acres) has been designated for this commercial expansion to allow for the anticipated Highway 10 widening, future redevelopment of the existing gas station and the addition of neighbourhood commercial uses (based on the C-4 or C-5 Zones) to serve the projected NCP population; and
- A second, smaller neighbourhood commercial node is proposed at the northwest corner of 132 Street and Highway 10 to provide commercial services for the immediate area. This site is presently under a development application (7901-0277-00), which is on hold pending completion of this Concept Plan. As requested by the public and the Community Advisory Committee, restrictions are needed for the type of commercial uses proposed at this site to address concerns related to traffic impact and neighbourhood compatibility. A clear indication was given that the site should be focused on the neighbourhood and should not be developed with specific uses, such as a gas station, neighbourhood pub or 24-hour convenience store. These use limitations will be imposed, subject to further public input, as part of the development application review and approval process for this site.

5. **Schools**

Surrey School District representatives have been consulted throughout the Concept Plan preparation process to ensure the future demands for schools from this area are adequately addressed. Comments from the Surrey School District regarding future school needs related to this neighbourhood are provided in Appendix V.

The Concept Plan area is located across three different elementary school catchment areas:

- J.T. Brown (west of 128 Street);
- Panorama Park (between 128 Street and 132 Street); and
- North Ridge (east of 132 Street).

The School District advises that a new elementary school is not required, as the additional students generated by growth in the NCP will be accommodated within the existing schools. North Ridge Elementary is expected to grow by only 15 students. However, significant student growth is anticipated at both Panorama Park (200 students) and JT Brown (65 students). Both of these schools are presently at or near capacity. To address the expected capacity needs, expansions to both schools will likely be required. Catchment boundaries for the elementary schools may also need to be adjusted.

The Concept Plan area is served by Tamanawis Secondary School, which presently is over capacity and has several portables. The NCP is expected to generate 200 high school students. A new secondary school has been approved at the Traditional School site (Newton Area Secondary) and will be in operation in 2006 to accommodate the increased enrolment generated by the Concept Plan area.

6. **Institutional Uses**

The Plan area and surrounding area is presently served by numerous private and public institutional uses, including four public schools, a fire hall, and four churches. In addition, a seniors care facility is proposed at the northeast corner of 132 Street and Highway 10 to provide intermediate or extended care housing for aging residents in this community.

In response to Council's request that staff investigate possible locations for institutional uses within the plan area, discussions were held with the public at the initial open houses and with the Citizens Advisory Committee, regarding the inclusion of additional institutional uses in this area. Strong opposition was expressed in this regard due to the number of existing public and private institutional uses already in the area. Feedback generally included statements that such uses are intrusive and generate significant community impacts, such as traffic and noise with minimal local benefit and that by identifying specific sites for institutional use unduly limits the potential development of these properties. The policies contained within the Official Community Plan allow for

institutional uses to be located in most land use designations. On this basis, the plan does not identify any specific sites for institutional uses.

Outstanding Land Use Issues

A number of land use concerns were identified by property owners in the questionnaires submitted following the most recent Open House. A summary of these outstanding concerns is contained in Appendix VI. A detailed assessment of these concerns will be conducted as part of Stage 2. Any resulting changes to the Land Use Plan will be presented to Council in conjunction with the Stage 2 component of the NCP.

Planning Analysis

The proposed Land Use Concept Plan for the West Newton/Highway 10 Concept Plan area is consistent with the planning goals and objectives identified for this community as part of the planning process and has substantial support from the residents/property owners in the Plan area. The following is synopsis of the planning rationale for the Stage 1 component of the NCP as recommended to Council:

1. Official Community Plan

A Concept Plan should reflect the policy directions of the Official Community Plan ("OCP"). The Proposed Land Use Concept Plan (Stage 1) contributes to the overall community framework, as established by Council in the OCP in the following areas:

- Encourages growth and development that effectively utilizes land and City resources, creating new opportunities to grow in ways that can enhance our neighbourhoods;
- Creates orderly and cost-effective development by promoting a complete urban community, ensuring strategic capital investments to support the community and ensures stakeholder participation and support in local land use planning;
- Supports a compact urban development pattern and creates an identifiable neighbourhood by ensuring proper planning for schools, parks and stores;
- Provides a balanced range of choices in the type, tenure and cost of housing;
- Creates a safe, attractive and people-friendly environment through the promotion of CPTED principles, thus enhancing the City's image; and
- Locates services and facilities close to residential neighbourhoods to create multi-purpose centres and minimize travel to larger commercial areas.

2. Concept Plan Objectives

The proposed Land Use Concept achieves the planning objectives identified for this Concept Plan. The proposed plan

will effectively integrate with the surrounding land use context and the adjacent NCP area (West Newton-South Neighbourhood). The new residential developments will be reasonably served by commercial development, schools, park resources and other amenities.

Substantial public consultation has been undertaken throughout the planning process, including internal and external stakeholder sessions, Citizen Advisory Committee meetings and several public open houses. The proposed Stage 1 Land Use Concept responds to the aspirations of the majority of residents and property owners, in terms of land use, density and area character.

General Servicing Issues

The Stage 1 servicing plan report has been completed for the area. Maps for the transportation, sewer, water and storm services are contained in Appendix IX. The Engineering Department staff is satisfied that the servicing concepts, as proposed for transportation, water, sanitary sewer and storm drainage, will support the proposed land use plan.

The detailed work required to finalize the servicing strategies will be undertaken as part of the Stage 2 component of the NCP. Upon completion of this engineering analysis, a financial plan will be developed to identify how the engineering services will be funded. The financial plan will identify the costs for each component of infrastructure and the anticipated Development Cost Charge ("DCC") revenues for that component, to demonstrate a balance. At this time, the Engineering Department is projecting that DCC revenues generated by new development in the area will be sufficient to fund engineering infrastructure needed to support the new development.

The following specific issues that will be addressed in the Stage 2 component of the NCP:

1. Transportation

- Specific land requirements for widening Highway 10 as part of the Provincial Ministry of Transportation Highway 10 improvements will likely be available next year for inclusion in the Stage 2 Report;
- Further alternatives for traffic calming in the area will be examined; and
- The closure of 124A Street and 125 Street at Highway 10 will be confirmed.

2. Water

The phasing of water system improvements must be addressed to ensure a reliable water supply as the area develops.

3. Sanitary Sewer

The servicing of the eastern portion of 58B Avenue, between 133B Street and 135 Street, will be expensive for the developers of the single family residential land use in this area. This issue will be studied in more detail to determine if less expensive alternatives are available.

4. Storm water

Detailed analysis of the storm sewer on 128 Street and 57 Avenue will be conducted to confirm capacities.

Financial Analysis

A financial plan and phasing strategy will be completed as part of the Stage 2 component. Due to the infill nature of this land use plan, the majority of improvements in the plan area must be borne by the developers of the neighbourhood. Some minor refinements and additions to the City's 10 Year Servicing Plan may be necessary.

The details associated with the engineering servicing strategies, the costs related to the design and construction of these works and the best method for the NCP to finance the infrastructure will be addressed as part of the Stage 2 component of the NCP.

Next Steps

It is recommended that Council authorize staff to proceed to developing the Stage 2 component of the NCP involving more detailed planning and analysis as follows:

1. Resolution of the outstanding land use concerns, as documented above;
2. Identification of detailed engineering servicing requirements including water, sanitary sewer, storm sewer, drainage facilities, other major utility infrastructure and the road network;
3. Preparation of a comprehensive servicing plan which will provide solutions to servicing, transportation and other servicing issues;
4. Determination of a funding strategy to fund the infrastructure needed to support development in the area in accordance with City policy;
5. Development of a phasing plan for the logical development of the area; and
6. Completion of a review of required amenities to serve this area, including park acquisition analysis, park development costs, fire and police protection and library materials and the establishing of appropriate amenity contributions for the NCP area to be collected at the time of development of individual sites.

Various City Departments and external agencies will continue to be consulted during the development of the Stage 2 component of the Concept Plan. The complete servicing, phasing and financial plan will be presented to the public for review and comment before it is submitted to Council for consideration of approval. It is anticipated that the Stage 2 component of the NCP for West Newton/Highway 10 will be completed by Spring, 2004.

If Council adopts the Stage 1 component of the NCP, as recommended, in keeping with past practice, it is further recommended that staff be authorized to receive and process development applications for sites within the NCP, provided that final application approval will be held pending completion of the Final Stage 2 component of the NCP, as described above.

CONCLUSION

It is recommended that Council:

1. Approve the proposed Stage 1 component of the NCP for West Newton/Highway 10, as described in this report and as illustrated in Appendix I;
2. Instruct staff to complete the Stage 2 component of the West Newton/Highway 10 NCP on the basis of the Stage 1 Land Use Concept Plan, including resolution of outstanding land use issues identified in Appendix VI, an engineering servicing strategy and a comprehensive financial plan that will provide adequate funding provisions for engineering servicing infrastructure, logical phasing and community amenities; and
3. Authorize staff to proceed with receiving and processing development applications in the West Newton/Highway 10 NCP area on the basis of conformity with the proposed Stage 1 Land Use Concept Plan (Appendix I), but that final approval for these applications be withheld pending completion and approval by Council of the Stage 2 component of the NCP.

Murray Dinwoodie
General Manager
Planning and Development

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Appendices:

Appendix I	West Newton/Highway 10 Stage 1 Land Use Concept Plan
Appendix II	Study and Plan Area
Appendix III	Corporate Report No. R068 and Terms of Reference
Appendix IV	Area Statistics
Appendix V	School District Comments
Appendix VI	Outstanding land use issues
Appendix VII	Proposed Highway 10 Landscape Buffer/Greenway
Appendix VIII	Summary of Open House Results
Appendix IX	Preliminary Engineering Servicing Drawings (Stage 1)



Appendix I



Appendix II

Appendix III



Corporate Report

NO: R068

COUNCIL DATE: April 8/02

REGULAR COUNCIL

TO: Mayor & Council **DATE: April 4, 2002**

FROM: General Manager, Planning & Development **FILE: 6520-20 (West Newton/Highway 10)**

SUBJECT: West Newton/Highway 10 Concept Plan

RECOMMENDATION

The Planning & Development Department recommends that Council:

1. Receive this report as information;
2. Authorize staff to proceed with a review of the West Newton/Highway 10 Concept Plan, based on the Terms of Reference attached to this report as Appendix I; and
3. Put on hold any in-stream and new development applications, within the proposed Concept Plan area, that have not been submitted to Council, pending completion of the Concept Plan.

BACKGROUND

At the Regular Council meeting of February 4, 2002, Council received a delegation and petition from property owners in the area bounded by Highway 10 to the south, 60 Avenue to the north, 128 Street to the west and 132 Street to the east in West Newton (Appendix II) and adopted the following resolution:

"That the Planning & Development Department consult with the neighbourhood regarding the preparation of a Local Area Plan for the area and report back to Council on the matter".

The intent of this report is to provide information on the proposed West Newton/Highway 10 Concept Plan, in response to Council's directive and obtain Council approval for the proposed Terms of Reference for the development of the plan.

DISCUSSION

Delegation Request

The February 4, 2002 delegation presented a petition from the owners of properties in the area bounded by Highway 10 to the south, 60 Avenue to the north, 132 Street to the east, and 128 Street to the west, requesting Council authorization for initiation of a Neighbourhood Concept Plan based on the following justification (Appendix II):

1. The residents believe that there is an excellent opportunity to develop a new urban neighbourhood in this area that will satisfy many of the City's planning and economic goals;
2. The neighbourhood comprises approximately 30 Hectares (75 Acres) in area and consists of large holding properties that, in the opinion of the petitioners, can be developed into a compact and complete community in a manner compatible with the surrounding area; and
3. There is considerable support within the neighbourhood to start a Neighbourhood Concept Plan Process.

The property owners also advised that they are prepared to contribute financially toward the costs of preparing the plan and have requested the formation of a steering committee to provide input and help guide the plan preparation process.

Existing Plan Designations

The land that is the subject of the petition is designated Suburban in the Official Community Plan and Half Acre Single Family and Suburban Cluster Housing (two units per acre) in the West Newton Local Area Plan (Appendix III). A requirement for a landscape buffer along Highway 10 is also identified. The area was identified as Permanent Suburban in the 1992 Suburban Lands Review and forms part of the Suburban buffer between Highway 10 and the urban lands in the West Newton area. The area is comprised of primarily large acreage properties and contains older residential dwellings serviced with septic fields.

The lands are located immediately south of the West Newton South Neighbourhood Concept Plan area, which extends from 60 Avenue to 64 Avenue between the BC Hydro corridor east of 125 Street and 128 Street (Appendix IV).

Neighbourhood Plan Initiation Requirements

The petition submitted to the City includes the owners of 23 properties involving a total land area of approximately 21.3 Hectares (53

Acres). This represents approximately 64% of all the landowners and 72% of the total acreage within the area bounded by Highway 10, 60 Avenue, 128 Street and 132 Street (Appendix II). The support as demonstrated by the petition exceeds the accepted thresholds (51% of property owners and 70% of the total land area), as adopted by Council and used historically, as the basis for determining whether a detailed neighbourhood planning process should be initiated.

Due to the linear configuration and contiguity of the subject lands, with the existing West Newton South Neighbourhood Concept Plan immediately to the north, it is logical to consider the subject lands as an extension or infill area of the West Newton Neighbourhood Concept Plan. The surrounding Suburban lands, beyond the petition area, north of Highway, 10 represent a logical extension of the plan area and, therefore, should also be incorporated in this review.

Plan and Study Area Boundaries

The lands described in Council's resolution and the Terms of Reference (referred to as the West Newton/Highway 10 Corridor) include a Plan Area and a Study Area.

The Plan Area represents only the lands that are identified in the petition, bounded by 132 Street, 128 Street, 60 Avenue and Highway 10 (Appendix I, Schedule A).

In addition, a larger Study area, or expanded zone of influence, has been identified to ensure property owners adjacent to the Plan area, who may be affected by future redevelopment in the Plan Area, are included in the public consultation process. It is important to ensure that the land uses and subdivision pattern between the Plan Area and the Study Area are compatible. Therefore, to achieve land use compatibility, options for possible future land uses for the Study Area will be developed during the planning process. It is possible that the Plan Area may be extended into the Study Area, during the public consultation process.

Plan Preparation and Terms of Reference

Proposed Terms of Reference, for the preparation of the West Newton/Highway 10 Concept Plan, have been developed (Appendix I). The Terms of Reference identify the Plan and Study Areas and also define the plan objectives, plan preparation process, public consultation process, plan content and expected timeline for completion.

The Plan will be prepared by the Planning & Development Department, in conjunction with a servicing study, coordinated by the Engineering Department and will include consultation with other City departments and external agencies and the public. Public information meetings/open houses will be held to obtain community input in the planning process and community associations, for nearby communities, will also be consulted.

The plan preparation process will include the following steps:

1. Complete preliminary consultation with delegation and advise of upcoming planning process, as endorsed by Council;
2. Identify area planning issues and concerns, as well as opportunities and constraints, through internal staff review and preliminary public consultation;
3. Establish planning goals and objectives;
4. Hold a public meeting(s)/open house(s) to obtain input and present preliminary development options;
5. Analyze public input and select a preferred (generalized) land use/development option;
6. Hold a public meeting/open house to present the preferred plan option; and
7. Develop a more detailed land use and servicing plan and related development policies, including a financial analysis that will demonstrate adequate funding to implement the plan and related amenity package.

The plan preparation process will commence once Council has adopted the proposed Terms of Reference (Appendix I). It is anticipated that the Concept Plan Review will require approximately eight to ten months to complete (target date for completion is January, 2003). The Terms of Reference, including Plan and Study Area boundaries map and a preliminary timetable, is attached as Appendix I.

Although the participating property owners have expressed a financial commitment to contribute to the plan preparation costs, such contributions are not warranted as the plan is considered an infill area of the South Newton Neighbourhood Concept Plan and, therefore, will have a limited scope. Nevertheless, amenity requirements will be identified as part of the final plan to ensure adequate funding to implement the approved amenity package for the Plan area.

Existing Development Applications

There are two in-stream development applications within the proposed Concept Plan area, as follows (Appendix V):

File Number	Address	Proposal	Status
7901-0205-00	12388-58A Ave; 5816- 124 Street	OCP Amendment/Rezoning to permit subdivision into 5 single family lots	Public Hearing December 10/2001 - Third Reading granted
7901-0277-00	5829- 132 Street	Rezoning and Development Permit to permit a gas station and convenience store	Pre-Council

Application No. 7901-0205-00 is considered a residential infill development and has been considered by Council, proceeded through a Public Hearing and been granted Third Reading. The Concept Plan review will not affect this application. As such, it is recommended that this application be allowed to proceed to completion, in advance of the completion of the planning process that this report is recommending.

Application No. 7901-0277-00 is in the preliminary stages of review and has not yet been submitted to Council for consideration. This application proposes commercial uses at the corner of 132 Street and Highway 10 and, therefore, has broader land use implications for the area. It is recommended that Council direct staff to hold Application No. 7901 0277-00 in abeyance, together with any other development applications received in the area, until Council has approved the Concept Plan for the area.

CONCLUSION

In accordance with Council's instructions, a Terms of Reference has been developed for the preparation of the West Newton/Highway 10 Concept Plan. The Terms of Reference identifies the guidelines for the preparation of the Concept Plan, including the Plan and Study Areas, plan preparation process, public consultation process, plan content and expected timeline for completion. The plan preparation process will commence upon Council approval of the recommendations in this report. It is anticipated that the planning process will take approximately eight to ten months to complete (target date of completion is January, 2003).

It is also recommended that Council instruct staff to hold in abeyance Application No. 7901 0277-00 and any new development applications received in the Plan area and Study Area, pending completion of the Concept Plan.

Original signed by

Murray D. Dinwoodie
General Manager
Planning and Development

RCA/kms/saw

Attachments

- Appendix I West Newton /Highway 10 Corridor Concept Plan- Terms of Reference
- Appendix II West Newton Delegation Request (February 4, 2002) and Location Map
- Appendix III Existing West Newton Local Area Plan
- Appendix IV West Newton Neighbourhood South Concept Plan
- Appendix V Existing Development Applications within the Concept Plan area

Appendix I to Corporate Report R068

West Newton/Highway 10

Concept Plan

Terms of Reference

I. Introduction

The Official Community Plan 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 (i.e. Local Area and Concept Plans) that apply to specific areas of the City.

The Concept Plan for the West Newton /Highway 10 corridor is considered an expansion or infill area of the existing West Newton South Neighbourhood Concept Plan and will set out a policy framework for land use and density, transportation network, as well as requirements for servicing, amenities and financing based on the principle of "development pays".

II. Plan and Study Area

The Plan Area will include Suburban designated lands generally bounded by Highway 10 to the south, 124A Street to the west, 136 Street to the east and the urban designation boundary to the north (Schedule A). The key objective of this review will be to ensure that properties in the Plan Area are comprehensively planned and provide appropriate land uses within the Plan Area, which provide compatible interfaces with surrounding lands and development in West Newton.

To ensure the land uses between the Plan Area and West Newton South NCP are consistent and complementary, an expanded area of influence, or Study Area, has also been identified. The Study Area includes lands immediately surrounding the Plan Area and represents lands that may be affected by land use changes within the Plan Area. Options for alternative land use and/or subdivision patterns may be considered within the Study Area to ensure compatibility of ultimate development between the Plan and Study Area. The Study Area boundary (Schedule A) is not precisely defined, as it may be varied, as needed throughout the planning process.

III. Plan Objectives

The objectives of the West Newton/Highway 10 Concept Plan are as follows:

1. To develop a coordinated and balanced land use plan with community input and to formulate development policies to facilitate orderly and quality development, which complements the surrounding area;
2. To prepare a companion servicing strategy that identifies the location, staging, and required standard of municipal services, including sanitary sewer, water, drainage, roads and other utilities, to facilitate the land use plan and establish methods of implementation;
3. To complete a financial analysis that demonstrates adequate funding for the implementation of the proposed servicing plan;
4. To identify the required amenities within the Concept Plan, in relation to existing amenities and requirements in West Newton;
5. To identify and protect environmentally sensitive areas, including natural watercourses and significant vegetation;
6. To ensure the lands immediately adjacent to the Concept Plan are planned to ensure land use compatibility and adequate transition between new development and existing surrounding uses.

IV. Plan Preparation Process

The plan preparation process will commence with an assessment of the planning opportunities and constraints within the Plan area and will include the development and evaluation of land use and development policies and strategies supporting a land use concept plan for the Plan Area. In addition, the interface of the land use concept plan, with the adjacent Study Area, will also be evaluated.

The plan preparation process will include the following steps:

1. Conduct preliminary consultation with immediate stakeholders;
2. Identify area issues and concerns as well as planning opportunities and constraints;
3. Select a Citizen's Advisory Committee (CAC);
4. Establish planning goals and objectives;
5. Generate land use and development options;
6. Identify servicing constraints and opportunities;
7. Select the preferred land use and development option; and
8. Develop a conceptual land use and servicing plan and related development policies, including an analysis of the costs to implement the plan.

The plan preparation process will be undertaken by the Planning & Development Department in conjunction with the

servicing study managed by the Engineering Department, which may include completion of more detailed studies as needed.

V. Public Consultation

A detailed public consultation process will be implemented to obtain public feedback and provide input into the planning process. Discussions with stakeholders, as well as public information meetings and/or open houses, will be conducted during the course of the plan preparation process.

The inclusion of the surrounding Study Area as part of the planning process will enable adjacent residents, who may be affected by the Plan, to provide input into the plan. In addition, a Citizen's Advisory Committee (CAC) comprised of property owners and affected residents will be established to provide feedback to the Planning & Development Department, at key stages in the planning process. Selection and formation of the CAC will be initiated at the first public information meeting/open house.

An internal working group will be formed to identify issues, review and provide comments on plan options and resolve issues. This working group will be comprised of City staff from the Planning & Development Department, Engineering Department and Parks, Recreation & Culture Department, as well as other Departments, as needed. Outside agencies, including representatives from the Ministry of Water, Land and Air Protection, Department of Fisheries and Oceans, Ministry of Transportation & Highways, B.C. Hydro, B.C. Gas and other appropriate stakeholder agencies, will also be consulted.

VI. Plan Content

Based on the policy directions of Part 5: Secondary Plans, of the Official Community Plan, the West Newton/Highway 10 Concept Plan will have two components:

- A. A physical plan detailing land uses; and
- B. A servicing and financing plan for provision of services and amenities.

A. Physical Plan

This component of the plan will contain the following components:

1. Maps and statistics describing the plan area and sub-areas;
2. Statement(s) 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; and
5. A land use concept plan showing:
 - (a) Lands designated for residential, business, commercial, or other purposes,
 - (b) Park, open space and recreational uses, including greenway interconnections with adjacent areas,
 - (c) Buffers, landscaped areas and edge conditions, and
 - (d) Other land uses including day care, public and private institutional, etc.;
6. 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 commercial and residential areas, environmental protection, and tree protection;
8. An environmental impact analysis with recommendations for protection of treed areas, watercourses, fisheries and wildlife habitat;
9. Buffering, transitional subdivision designs and adequate site separation and landscaping standards to achieve appropriate interfaces, particularly between different land uses or similar uses with different densities; and
10. Plans and strategies for access to/from arterial roads and regional highways.

B. Servicing and Financing Strategy

This component 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.

VII. Timeframe

It is estimated that the plan preparation process will take approximately eight to ten months to complete. Plan preparation will commence upon Council's approval of the proposed Terms of Reference.

The plan preparation process and scheduling is illustrated in Schedule B.

Appendix IV

Appendix V



Appendix VI

West Newton/Highway 10 Concept Plan Outstanding Land Use Issues

1. Northwest corner of Highway 10 and 126 Street

The owners of two properties at the northwest corner of Highway 10 and 126 Street designated for single-family small lots (10 units per acre) have expressed a desire to develop the sites for multi-family development at a density of 30 units per acre. These sites were previously designated for townhousing (15 units per acre) under a previous option, but the designation was amended to single family small lots in response to comments received at the third Open House, which indicated some opposition from residents in the area to multi-family development for lands west of the Hydro Corridor. The owners have been advised of the reasons behind the proposed designation.

2. **Northeast corner of Highway 10 and 126 Street**

Five of the six property owners of existing small single family lots at the northeast corner of 126 Street and Highway 10 designated to remain single family have requested that these lots be redesignated for higher density. The plan designation on these lots reflects the existing situation, and is consistent with other properties on the east side of 126 Street also proposed for single family development at a density of 6 units per acres. This is proposed in order to provide a sensitive transition to the existing half-acre subdivision on 126A Street. Due to the uncertainty of the impact of future Highway 10 widening on these properties, it is recommended that alternative potential land uses on these lots be re-assessed prior as part of Stage 2, when more detailed information on the Highway 10 widening is available.

3. **Southeast corner of 128 Street at 60 Avenue**

Several of the owners of properties at the southeast corner of 128 Street and 60 Avenue designated for townhouse development (20 units per acres) have requested re-designation to single family small lots. The proposed designation reflects the location near the future commercial centre at 128 Street and Highway 10, and was intended to address the need for a variety in housing stock in this community and allow the protection of high-quality existing trees along 128 Street. Nevertheless, alternative potential land uses (such as row housing or small lots with lanes) may be suitable, subject to a determination of resulting density, community benefits and tree preservation. A review of alternative land uses for these sites will be conducted on this basis at Stage 2.

4. **Highway 10 Landscape Buffer/Greenway**

Comments have been received from many property owners in the central petition area concerned about the proposed width of the required Highway 10 Buffer (15m plus 5 m building setback), the process by which this will be acquired, and the impact of this buffer on development potential. Although property owners affected by the buffer requirement are not opposed to providing the buffer, they are concerned about the width, and have requested that the buffer be counted as part of the open space dedication requirements. This is contrary to recent practice, which requires developers to provide the buffer in addition to normal open space dedication requirements. Further discussions will be held with the Parks, Recreation & Culture Department and the owners at Stage 2 to review this issue.





Appendix VII

Appendix VIII

West Newton/Highway 10 Concept Plan Summary of Open House Results

Open House #1

The first public Open House was held on June 27, 2002 at the Surrey Traditional School. At the meeting, City staff presented background information on the proposed planning process, existing plan designations, zoning, existing land uses, trees, significant environmental issues, and engineering servicing issues. Approximately 200 property owners and residents attended the Open House. A questionnaire was distributed to survey preferences on major issues and concerns, and to determine perceptions of planning objectives, opportunities and constraints presented for discussion at the meeting. Completed questionnaires were received from 84 individuals representing 61 households. All public input was analysed and used in the formulation of planning goals and objectives for this Concept Plan, and in assessing opportunities and constraints to guide the preparation of land use options.

Issues identified at the first Open House included:

- General support for residential uses;
- Opposition to institutional uses;

- Need to consider increased traffic, tree preservation, mega-houses and secondary suites; and
- Need for more information to make further decisions on the plan.

Property owners in attendance at the first public open house were invited to participate in a Citizen's Advisory Committee (CAC) to assist the Planning & Development Department in preparing the Concept Plan. The CAC was a working group of area residents charged with the task of bringing local issues and information into the process, providing preliminary input and public opinion to City staff at key intervals in the planning process, and acting as neighbourhood representatives.

A total of 37 property owners representing 29 households expressed an interest in participating in the CAC, and all were invited to attend a preliminary meeting on November 4, 2002 discuss CAC selection and Terms of Reference. Eleven people attended the preliminary meeting and were selected to the CAC. A total of four CAC meetings were held, usually prior to each Open House. The input provided by the CAC has been incorporated into the planning process prior to review by the public.

Open House #2

A second Open House, held on June 5, 2003 at Surrey City Hall, was attended by approximately 120 people. The purpose was to present and seek comments from the public on 3 preliminary land use options. The 3 options represented various levels of density, and were developed based on the planning goals and objectives previously identified. All three options proposed a similar overall structure comprising primarily residential development, with different densities and corresponding levels of supporting services and amenities, as follows:

1. **Option A** (Low Density) featured only conventional single-family residential development (6 units per acre), with a total population of approximately 3,375 people (existing base population is approximately 1,620 people);
2. **Option B** (Medium Density) proposed mostly conventional single-family development, with a total population of approximately 3,675 people, and slightly increased density and diversity of housing types (small lots, townhousing) limited to the central area around a new community park; and
3. **Option C** (Higher Density) proposed a higher density and range of housing types throughout the Plan and Study areas, with a total population of between 4,550 and 4,950, and a higher level of commercial uses (expansion of existing commercial node at 128 Street/Highway 10; and new local commercial node at 132 Street/Highway 10).

A total of 37 people representing 28 households submitted completed questionnaire surveys. Of the responses, 50% favoured Plan Option C, although additional issues were raised in relation to the impact of higher density on the existing road network and school capacities, secondary suites, tree preservation, landscape buffer requirements and park development.

Open House #3

A third Open House was held on July 10, 2003 at City Hall to obtain public feedback on the Preferred Land Use Concept (Option C), with modifications to address the input received at the Second Open House. A detailed transportation management strategy was presented to the public, including plans for traffic calming to address transportation concerns.

While 94 people attended the Open House, a total of 242 people, representing 140 households, submitted completed questionnaire surveys. The overwhelming number of responses indicated that, while the community was generally supportive of the overall Concept Plan (residential uses, transportation management strategy, open space system, etc.) there were concerns with specific components of the plan. Among the responses, comments were received from the following sub-areas:

- 177 Responses were received from the Central (original petition) Area, representing 134 households, requesting a reduction of the amount of land designated for multi-family development, and a reduction in the proposed landscape buffer width (15 m) along Highway 10. These responses also indicated support for small-lot residential development, and for a reduced park size to minimize the number of existing properties impacted by park acquisition.
- 25 responses were received from the area west of 132 Street, representing 16 households, indicating support for a local (neighbourhood oriented) commercial node at 132 Street/Highway 10, and requesting re-designation of properties south of 58B Avenue and west of 135 Street from Suburban Transition lots (2 upa) to urban single-family lots (6 units per acre).
- 16 responses were received from the area west of BC Hydro Corridor (124A Street), representing 12 households, generally indicating support for larger lots on 124A Street and 125 Street to better integrate with the surrounding area, and requesting the closure of 124A Street at Highway 10. This group also indicated general opposition to multi-family development west of the BC Hydro corridor.

On the basis of the responses received, further amendments were made to the Preferred Land Use Concept Plan, in consultation with the CAC, internal and external stakeholders.

Open House #4

The fourth Open House was held on November 12, 2003 at City Hall to present proposed modifications to the final Land Use Concept Plan. Approximately 100 people attended the Open House. A total of 71 people submitted completed questionnaire surveys, representing 57 households

The responses demonstrated overall support for the Proposed Land Use Concept, including the proposed commercial uses, although a few land use issues were raised by specific residents. These are documented in Appendix VI and will be addressed as part of the Stage 2 component of the NCP.

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