

Corporate Report

NO: R298

COUNCIL DATE: December 6,

2004

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **November 30,
2004**

FROM: **General Manager,
Planning and Development** FILE: **6520-20
(South Newton)**

SUBJECT: **Proposed Amendments to the South Newton
Neighbourhood Concept Plan to Increase the Potential
for Small Lot Residential Development**

RECOMMENDATION

It is recommended that Council:

1. Receive this report as information;
2. Approve amendments to the South Newton Neighbourhood Concept Plan ("NCP"), as documented in Appendix "A" of this report, to increase the opportunity for small lot residential development; and
3. Authorize staff to proceed with all necessary actions to update the NCP engineering servicing plan and the preparation of a South Newton traffic calming strategy.

INTENT

The purpose of this report is:

- To advise Council of the results of the public consultation program related to the proposed amendments to the South Newton NCP; and
- To obtain Council approval for amendments to the South Newton NCP that will provide additional opportunities for small lot residential development in the NCP.

BACKGROUND

Small lot residential is becoming the standard form of single-family detached residential development within the City and is receiving strong market acceptance in South Newton. The South Newton NCP was prepared in 1999, just prior to the City introducing small lot zones into the zoning by-law. It has become evident that the South Newton NCP did not anticipate the popularity of small lot housing and developers currently hold the view that it does not provide sufficient land for small lot housing. As evidence, 10 applications have been submitted to the City to amend the NCP from the single family (RF) designation to the small lot residential (RF-12 and RF-9) designation. These applications are illustrated in Appendix II of Appendix "B" (i.e., Corporate Report No. R254, a previous report on this matter).

A review of the South Newton NCP was undertaken by staff to determine if there are reasonable means by which to increase the small lot development potential within the NCP. The results of this review were forwarded to Council by way of Corporate Report No. R254 (see Appendix "B"). Council considered this Corporate Report on September 27, 2004. The report proposed that additional small lot residential development potential could be established in the NCP

by redesignating the areas currently designated for conventional single-family (RF) residential lot sizes. After considering the report, Council authorized staff:

"To proceed with public consultation related to an amendment to the South Newton Neighbourhood Concept Plan (the "NCP") that would have the effect of increasing the potential for single-family small lot housing development in this NCP area".

City staff has undertaken the following actions to inform South Newton residents and provide opportunities for public comments on the proposal:

- An open house was held on October 12, 2004, at City Hall;
- A page was created on the City's website that included:
 - Corporate Report No. R254,
 - South Newton NCP maps,
 - a copy of the information panels presented at the open house, and
 - a downloadable copy of the Open House Comment Sheet;
- Advertisements for the open house were placed in three consecutive issues of the *Surrey Leader*, over a period of nine days, prior to the open house date. The advertisement included reference to the web page and City contact information; and
- Invitations to the open house were sent by mail to owners of all properties located within the NCP plan area and within 100 metres of the plan area boundary. Included with the invitation was information on the City's website and contact numbers for City staff. Just over 2,500 invitation notices were sent.

South Newton NCP Open House

About 225 people attended the open house, which was held on October 12, 2004. Staff of the Planning and Development and Engineering Departments, as well as representatives of School District No. 36 were available at the open house to answer questions. Information presented at the open house included:

- Display panels and a matching handout containing a description of the NCP amendment proposals and contextual information on zoning densities and lot dimensions;
- Maps of the current NCP land use plan with properties that would be affected by the proposed NCP amendments high-lighted; and
- Comment sheets were distributed to those who attended for the submission of written comments and suggestions to the City on the proposed NCP amendments.

Public Consultation Response

The City received 120 completed comment sheets, 17 e-mail submissions, three letters and two petitions. The responses from the comment sheets, e-mails and letters were analyzed to identify common responses.

The following is a synopsis of the results of the analysis:

- 90 of the 140 submissions expressed general support for the NCP amendment proposal;
- 21 of 140, the second most frequent comment, referred to the proposal providing affordable housing; and
- 15 of the 140 responses indicated opposition to the NCP amendment.

Other comments neither explicitly supported or opposed the amendment, but listed implications or concerns. The most frequently stated comments are documented in the following table. A full listing of the submitted comments is provided in Appendix "C".

Most Frequent Statements from Comment Sheets, E-mail and Letters

Comment	Count
Support	90
Provides Affordable Housing	21
Oppose	15
Traffic / Adequacy of Roads	14
Allow Conversion of Townhouse Areas to Small Lots	13
Schools Not Adequate	11
Retain Trees	11
Parking Congestion	10
Keep Lower Density	6

Note: Many respondents provided more than 1 comment or suggestion.

DISCUSSION

Discussion Regarding Frequently Noted Comments

The following provides a brief discussion, regarding how each of the more frequently recorded comments and/or concerns received from the public is being addressed.

Traffic and Parking

Several comments referred to existing road and parking issues in the South Newton NCP and the potential for these problems to increase with future development.

The South Newton NCP includes a comprehensive transportation plan that is intended to provide effective traffic management in the plan area. However, at this time, the South Newton NCP does not include a traffic calming strategy. The Engineering Department has indicated that it will be proceeding with the development of a traffic calming strategy that will complement the existing NCP transportation plan and assist with traffic issues as development proceeds in South Newton.

Retaining Trees

Some of the comment sheets noted a concern with the preservation of existing trees in the NCP.

The South Newton NCP includes an objective to maintain and preserve natural features, including existing trees where possible. With the urbanization of South Newton, some level of tree removal is inevitable. The City's Tree Preservation By-law requires tree surveys to be completed for each development site, an arborist's report regarding each protected tree on the site with a view to retaining as many protected trees as possible and the development of a tree replacement plan for protected trees that are removed. Based on direction from Council, staff is in the process of reviewing the Tree By-law and related policies and is undertaking a public consultation process to obtain public input on tree retention and replacement in the City. Any changes that may be adopted by Council, related to the current By-law, policies and practices related to tree preservation and replacement will apply to the South Newton NCP area. It should be noted that it is usually more difficult to save trees in a small lot residential subdivision in comparison to a conventional single family subdivision, due to the increased lot coverage allowed in the small lot zones.

School Capacity and Locations

A significant number of comments were received in relation to concerns over the adequacy of schools in the NCP.

The School District advises that it will construct three new elementary schools in the NCP area in addition to

Sullivan Elementary, McLeod Road Elementary and Hyland Elementary, which now serve the area. The School District advises that the current allocation of existing and planned elementary schools, throughout the NCP area, will have capacity to accommodate the projected increase in the number of elementary school children, as a result of the proposed NCP amendment to allow additional small lot residential development.

The School District is also proposing to move a proposed elementary school that is shown in the NCP on the east side of 146 Street and south of 60 Avenue, to a new location on the west side of 146 Street, south of 64 Avenue. This move will tend to increase walking distances for those students generated from development in the southeast area of the NCP. As such, this makes this area somewhat less attractive to redesignate for small lots.

The School District has expressed concern that increases in the planned secondary school student population could marginally exceed the current student capacity of Sullivan Heights Secondary School.

Current capacity of Sullivan Heights Secondary School, is about 1,200 students. If Council approves the recommended NCP amendments to allow additional small lot residential development, it would likely result in an increase of just over 100 secondary students over the previous NCP build-out projection, for a total projection of 1,200 to 1,300 secondary students. The School District advises that expansion would be difficult to accommodate at the current Sullivan Heights Secondary School site.

Complete build-out of the South Newton NCP will likely take at least 10 years to occur. Trends toward decreasing numbers of students generated by development, make it difficult to predict with certainty the extent to which Sullivan Secondary will reach or exceed current capacity. To ensure adequate provision of secondary schools in the area, the School District and the City have agreed to co-ordinate efforts in monitoring student growth in relation to capacity as the NCP develops and to consider development and school provision options as development in the area occurs.

Facilities and Infrastructure

As was noted in Corporate Report No. R254 (Appendix "B"), considered by Council on September 27, 2004, that additional parkland will be acquired in South Newton using funds that will be available from additional Development Cost Charges ("DCC") revenues collected due to the increased densities that will result from small lot development. Improvements to the Newton Wave Pool and Community Centre, in conjunction with the YMCA facility, will satisfy the City standards with respect to recreational facilities for those living within the South Newton NCP.

An Engineering study has established that increased small lot development within the NCP will require revisions to the current NCP engineering servicing plans. Revisions will include pipe size increases and upgrades to infrastructure components. This study has confirmed that additional DCC revenues, resulting from increased small lot residential development, will be sufficient to cover any additional costs of necessary engineering servicing upgrades. Details of amendments to the servicing plan will be included in the revised South Newton NCP document.

Petitions

The Planning and Development Department has received two petitions in opposition to amending the NCP to allow small lot residential development within particular areas of the NCP, as illustrated in Appendix "E". The petitions are described in more detail below.

1. A petition, entitled "The Proposed New NCP Plan", was submitted to Mayor and Council on October 13, 2004. It contained 43 signatures, with 37 of the petitioners representing properties along 60A Avenue, between 146 Street and 148 Street.

The petition states that the petitioners are "totally opposed to revisiting the NCP land designations". During the open house, residents of this petition area advised City staff that they had been assured by the City during the initial South Newton Planning process in 1998, that their area would not be designated for small lots. The 60A Avenue area, between 146 Street and 148 Street, includes 18 lots that are 7,000 square feet to 9,000 square feet, created in the late 1950s, that are currently zoned Residential One Acre (RA). Due to the configuration of these lots and resident concerns, this location was not included in the small lot designation in 1999.

Based on the continuing neighbourhood concern with a small lot designation in this area, it is recommended that the land use designation in this area not be changed at this time.

2. A petition, entitled "Petition for Opposition RE: The Proposal to Amend the South Newton Neighbourhood Concept Plan 7904-0039-00", was submitted to the Planning and Development Department on October 12, 2004. The petition included 99 signatures, representing addresses within the vicinity of 56 Avenue to 60 Avenue and 144 Street to 146 Street. Many of the petitioners represent the Suburban properties.

Although this petition refers to a specific development application, many of these same petitioners attended the open house to voice their opposition to and concerns with, the specific development application and generally with the potential for small lot development in the vicinity of their neighbourhood.

In consideration of the opposition to small lot development in this area, it is recommended that the area between 58A Avenue and 60 Avenue and 145 Street to 146 Street, not be redesignated for small lot residential development at this time.

Evaluation of Proposed NCP Land Use Designation Amendments

The response from the public indicates that there is general support for the proposed NCP amendment in most areas. There is localized opposition to the proposed redesignation at two particular locations within the NCP and, as a result, staff is recommending that these two areas be left with their current single-family land use designation at this time. Maps illustrating the location of properties from which the City received a comment sheet as well the areas for which the two petitions were received are contained in Appendix "D" and "E", respectively.

It is recommended that Council approve amendments to the South Newton NCP, as detailed in Appendix "A", to:

1. Add a new land use designation to the South Newton NCP land use plan called "Single Family Residential Flex 6 to 14.5 upa". This designation would provide for single family housing options ranging from 6 units per acre (RF Zone) to a maximum of 14.5 units per acre (RF-9 Zone); and
2. Amend the South Newton NCP to include the "Single Family Residential Flex 6 to 14.5 upa" land use designation on the land use map, as illustrated on the draft NCP land use map in Appendix "A". The lands proposed to be included in the Single Family Residential Flex designation are all located north of 60 Avenue, except that the properties immediately west of 150 Street, between 59 Avenue and 60 Avenue are also included.

Those areas of the South Newton NCP currently designated Single Family Residential and not identified for amendment in Appendix "A", will retain the existing "Single Family Residential" designation.

Existing Single Family Designated areas of the plan not identified for amendment include areas with established development patterns, proximity and the need for transition/compatibility with existing of low-density single-family housing developments.

The recommended NCP amendments will provide up to an additional 132 acres (53 hectares) of land for small lot housing within the NCP. The following table compares the current NCP build-out capacity estimates with increases that would result from the proposed NCP amendments:

Build out Estimates	Current NCP Land Use Plan	Density Range Scenario	Estimated Increases	Amended NCP Land Use Plan Totals based on Medium Scenario
Housing Units	6,500	High - 12 upa Medium - 10 upa Low - 8 upa	750 <u>500</u> 250	<u>7,000</u>
Population	18,700	High - 12 upa Medium - 10 upa Low - 8 upa	2,500 <u>1,700</u> 825	<u>20,400</u>

The recommended NCP amendments will provide reasonable opportunities for addressing the demand for small lot housing while recognizing the preferences and concerns of existing area residents.

Development Guidelines for Development within the Single Family Flex 6 to 14.5 Designation

A set of Development Guidelines will be included in the South Newton NCP, to guide development within the Single Family Flex 6 to 14.5 Designation. These guidelines, as contained in Appendix "A", will provide location, interfacing and approval process criteria to ensure future development is compatible with surrounding land uses and NCP objectives.

Buffering between Single Family Residential and Industrial Lands

The guidelines related to the buffering between the industrial properties and the Single Family Residential Flex properties were discussed at some length with the affected property owners and full consensus was not achieved. The guidelines call for a 10 metre wide landscaped buffer area at the boundary between these two land uses, which will include a 2 metre high berm and 1.8 metre fence on top of the berm. The owners of the residential properties have indicated that a 10 metre in width buffer area is too wide, particularly in consideration of the fact that the current South Newton NCP makes no mention of a buffering requirement. The residential property owners hold the view that a narrower buffer would be adequate (i.e., 7.5 metres, for example). On the other hand, the owners of the industrial land within the NCP have strong concerns that they will be considered a nuisance by the adjacent residential development if an adequate buffer is not provided. The industrial landowners have indicated that their operations are established and should be respected by the City in the plans for redevelopment of the surrounding residential lands. From the perspective of the industrial landowners, a 10 metre buffer width between the residential properties and the industrial properties is the minimum that they consider to be reasonable.

City planning staff recognize that buffering at the interface between these land uses will be important to ensuring a reasonable environment for the future residential development adjacent to the industrial lands and have concluded that the recommended buffering (i.e., 10 metre width, including a berm and fence) is reasonable. Provisions are made in the guidelines to vary the buffering width where significant mature trees are being retained, which will assist in providing a sufficient buffer. The City has been faced with concerns being raised by residents in other areas of the City about nuisance that they experience due to inadequate buffering from adjacent industrial development and recognize that once development is completed, it is much more difficult to address the mitigation of nuisance between adjoining land uses.

RECOMMENDATIONS

Based on the above, it is recommended that Council approve amendments to the South Newton NCP, as documented in Appendix "A" of this report, to increase the opportunity

for small lot residential development and authorize staff to proceed with all necessary actions to update the NCP land use plan and engineering servicing plan and to prepare a South Newton traffic calming strategy.

Murray Dinwoodie
General Manager,
Planning and Development

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Attachments:

Appendix "A"	Revised Amendment Proposal for the South Newton NCP
Appendix "B"	Corporate Report No. R254
Appendix "C"	Detailed Listing of Comment Sheet Responses
Appendix "D"	Map Illustrating Location of Properties for which Comment Sheet Responses were Submitted
Appendix "E"	Map Illustrating the Location of Properties Listed on Petitions

Revised Amendment Proposal for the South Newton NCP

The following amendments are proposed to the South Newton NCP:

1. Amend South Newton NCP document, Section 6.2 Residential, to add the following:

6.2.2a Single Family Residential Flex 6-14.5 Density Option

The intent of this land use category is to provide flexibility to develop a variety of single-family housing forms, with densities ranging from a base density of 6 units per acre to a maximum density of 14.5 units per acre. Development within this NCP land use designation will be subject to the following set of Development Guidelines:

Development Guidelines

A. Location Guidelines

- Location of new small lot developments should consider the planning context and character of the existing developments in the vicinity. The principle of establishing a density gradient should generally be followed (i.e., transitioning in geographical stages from lower densities to higher densities); and
- Small lot residential developments at the density of RF-12 and RF-9 should be complementary to other forms of housing to achieve diversity in the neighbourhood. The RF-9 form of development should not be immediately adjacent to or directly across a street from existing or planned RF or lower than RF density residential developments, except if such other land is designated Single Family Residential Flex in the NCP.

B. Interfacing Guidelines

- Development located adjacent to a stream or other environmentally sensitive area must include an appropriate interface treatment as required by current plans, policies and regulations;
- Small lot residential lots fronting on a major road (arterial or major collector) must be provided with vehicular access from a rear lane. Rear lane access for small lot development is encouraged at all locations in support of pedestrian-friendly streets. It is noted that RF-9 lots require lane access in all circumstances;
- Residential developments abutting lots containing existing or planned industrial land uses are to provide a buffer area along the lot adjacent to the industrial designation. The buffer will generally be 10 metres in width, sufficient to include a landscaped berm 2 metres in height, a 1.8 metre high solid fence along the top of and in the centre of the berm and extensive landscaping and tree planting within the buffer area. A Restrictive Covenant will be placed on the title of lots containing this buffer area obligating the owner of the lot to maintain the buffer area and to acknowledge the potential impacts of industrial land uses and activities on the adjacent properties. In cases where these buffering provisions significantly limit the buildable area of lots, variances to the setback requirements on lots containing the buffer may be considered;
- The above buffering requirements may be varied where existing mature trees are identified along the site perimeter and measures for their long-term preservation are implemented; and
- Small lot residential developments should conform to the road configuration identified in the NCP.

C. Approval Process

- The applicant will be expected to demonstrate general acceptance by the neighbourhood of any new small lot residential development proposed under the Single Family Residential Flex designation. Such acceptance should be demonstrated through the pre-notification process or comment sheets collected through public information meetings; and
- To ensure consistency with overall NCP development objectives, small lot residential developments proposed under the Single Family Residential Flex designation may be requested to provide a tangible community benefit that may include the dedication of additional land for park, buffers, walkways, detention ponds or utility rights-of-way that may be required due to the increased development density.

2. Amend the South Newton NCP Land Use Plan to add the land use designation "Single Family Residential Flex 6 to 14.5 upa" as illustrated on the map attached as Appendix "A".

Appendix "A"

Draft South Newton NCP Land Use Plan



Appendix "B"

Corporate Report

NO: R254

COUNCIL DATE: Sept. 27/04



REGULAR

TO: **Mayor & Council** DATE: **September
21, 2004**

FROM: **General Manager,
Planning and
Development** FILE: **6520-20
(South Newton)**

SUBJECT: **Proposed Amendment to the South Newton
Neighbourhood Concept Plan to Provide Increased
Opportunity for Small-Lot Residential Development**

RECOMMENDATION

It is recommended that Council:

1. Receive this report as information; and
2. Authorize staff to proceed with public consultation related to an amendment to the South Newton Neighbourhood Concept Plan (the "NCP") as described in this report that would have the effect of increasing the potential for single-family small lot housing development in this NCP area.

INTENT

The purpose of this report is:

1. To inform Council about the implementation of the South Newton NCP and the significant market demand for small lot housing in this area;
2. To advise Council about a proposed amendment to the NCP to increase the amount of land available for single family small lot residential development and on the implications of this amendment; and
3. To obtain Council authorization to proceed with a public consultation process regarding the proposed NCP amendment.

BACKGROUND

The South Newton NCP was approved by Council on June 14, 1999 and is illustrated on the map attached as Appendix I. The plan area is generally bounded by King George Highway to the west, 152 Street to the east, Highway No. 10 to the south and 64 Avenue to the north.

The South Newton NCP covers approximately 405 hectares (1,000 acres) of land and includes the following land uses:

- 31 ha (8%) - Single Family Suburban density (2 upa/5 uph)
- 78 ha (20%) - Single Family RF density (6 upa/14.5 uph)

- 50 ha (12%) - Single Family small lot density (10 upa/24 uph)
- 79 ha (20%) - Town housing RM-15 density (15 upa/37 uph)
- 7 ha (2%) - Apartment density (25-45 upa/60-111 uph)
- 133 ha (33%) - Commercial, industrial, schools, parks and open space use
- 27 ha (7%) - Buffers, ponds, etc.

At build-out, the current land use plan would result in a population of approximately 18,000 residents. In the past five years, approximately 25% of the NCP's residential capacity has been developed, mainly in areas designated for single-family small lot and row-housing types of development.

The Planning and Development Department has received 10 applications proposing to amend the NCP land use plan from the Single Family Residential RF designation (6 units per acre or 14.5 units per hectare) to the Single Family Small-Lot designation that would allow for rezoning and subdivision under the RF-12 and RF-9 Zones (10 to 14 units per acre or 24 to 36 units per hectare, respectively). The location of each of these applications is illustrated on Appendix II. This number of applications to amend the NCP is an indication that the NCP land use plan may not be consistent with current demands in the housing market.

DISCUSSION

Status of Development within the South Newton NCP

In the current strong housing market, the South Newton area is developing rapidly. Approximately 40% of the land in the NCP, designated for Single Family Small-Lot development, has been developed and another 15% of this land is under application. Less than 5% of the NCP's Single Family RF-designated lands have been developed, to date. Developers have applied to amend about 30% of the land designated for Single Family RF development to the Single Family small lot designation.

Since the City introduced small lot zones into the Zoning By-law in 1999, small lot residential development has become a common form of residential development in the City and is receiving strong market acceptance in South Newton. Small-lots developed under the RF-9 and RF-12 Zones, having frontages of 9 metres (30 feet) and 12 metres (40 feet), respectively, are becoming the standard form of single family housing in many parts of Surrey.

The South Newton NCP was completed in the late 1990s, just as small lot residential development was beginning to emerge, but prior to the City establishing the RF-9 and RF-12 zones. The NCP planning process did not fully anticipate the potential market demand for and popularity of small lot housing. The current NCP land use plan may be unnecessarily constraining from the perspective of small lot development.

NCP Amendment Policy Issues

There are currently 10 NCP amendment applications to convert the Single Family RF areas of the NCP land use plan to small lot (RF-12, RF-9) development. These applications are shown on the map attached as Appendix II and include approximately 24 hectares or 30% of the existing Single Family RF designated area within the NCP land use plan.

The Official Community Plan (the "OCP") contains policies to guide the procedures for NCP amendments. These procedures require the proponent to prepare a comprehensive impact analysis and rationale for any plan amendment that seeks to change land use or densities. The analysis should consider the impact of the proposed amendment on the engineering services, schools, parks and other amenities and facilities. A public consultation process is also required.

However, when there are many amendment applications within a particular NCP area, it becomes difficult for each separate analysis to fully account for the cumulative impact of all of the amendments. It is also probably reasonable to assume that the prevailing market demand for small lot housing development will spark plan amendment applications related to more of the existing Single Family RF designated area in the South Newton NCP. Since the existing RF area of the land use plan includes about 78 hectares (193 acres) the potential increase in dwelling units and population and the impact on the plan would be significant.

It is, therefore, important to consider a more comprehensive review of the South Newton NCP, relative to the overall impacts of increasing the dwelling unit and population capacity of the land use plan and options for plan amendment

that could most effectively facilitate small lot development potential within the existing land use plan.

Increasing Small-Lot Development in the South Newton NCP

City staff has undertaken a review of the South Newton NCP land use plan to assess the feasibility of and options for increasing the area of land available for small lot residential development. The review included consideration of:

- Potential increases in dwelling units and population;
- Effects on the NCP servicing plan (water, sanitary sewer, drainage, roads);
- Impact on parks and public amenities, school sites and facilities and neighbourhood character; and
- Procedural options for amending the NCP land use plan to allow for additional small lot development.

Based on the review, it has been concluded that it would be feasible to increase the small lot residential capacity of the South Newton NCP by re-allocating more of the NCP land for small lot housing development. In support of such a change to the land use plan, amendments will be required to the engineering servicing plans, parks allocation requirements and school capacities. The additional costs to the City associated with these plan adjustments are recoverable through a combination of the additional Development Cost Charge ("DCC") revenues and amenity fees that will be generated through the increased density and potentially through "community benefit" contributions from developers. Community benefit contributions may include the dedication of strategic areas of land required for park or right-of-way purposes.

Potential Increase in Housing and Population

The existing South Newton NCP has a residential capacity of 6,100 dwelling units and 18,000 residents. The 78 hectares currently allocated for Single Family development (at 6 upa/14 uph) has an estimated capacity at build-out of 1,100 dwelling units and 3,600 residents.

If the Single Family RF areas of the NCP were amended to allow small lot development, the following range of densities could be expected based on low, medium and high density scenarios. Each option includes a combination of RF, RF-12 and RF-9 zones at densities ranging from 20 to 30 units per hectare. Table 1 below shows the potential dwelling unit and population increases for each of three scenarios.

Table 1 - Potential Housing and Population within the NCP - RF Area

Housing Type	Land Area	Total Dwellings Units	Build Out Population	Population Increase
Existing NCP Plan Average Density 14 uph	78 ha	1,100	3,600	0
Low Density Scenario Average Density 20 uph	78 ha	1,560	5,150	1,550
Medium Density Scenario Average Density 24 uph	78 ha	1,870	6,200	2,600
High Density Scenario Average Density 30 uph	78 ha	2,350	7,750	4,150

Engineering Services

A detailed review of the engineering servicing impacts resulting from increases in the number of dwelling units and related population concludes that:

- increasing the small lot allocation/housing capacity of the NCP is feasible, but will require revisions to the current NCP servicing plan to provide additional capacities in some locations; and
- the additional DCC revenue resulting from the increased housing densities would be sufficient to cover the costs of the needed servicing upgrades.

Parks and Facilities

Between 3 and 5 hectares of additional parkland would need to be acquired to accommodate the increased residential population in the NCP area. Park sites can be added to the NCP plan and acquisition may be accomplished through the development application process (with some of the additional park land potentially being dedicated by the developer as a "community benefit" consideration). The additional park land DCC revenues generated by the increased densities resulting from the small lot developments, would amount to between \$4 million and \$6.5 million, which would be used for park acquisition and development. Staff continues to explore strategies for locating and acquiring these additional park sites and will include this matter in the next report to Council.

Recent improvements to the Newton Wave Pool and Community Centre, in combination with the new YMCA recreation centre, will satisfy the recreational facility requirements the area.

School Capacity

The increased density of dwelling units, resulting from the plan amendments, will increase the number of school children as follows:

- by up to 322 under the low density small lot scenario;
- by up to 540 under the medium density small lot scenario; and
- by up to 875 students under the high density small lot scenario.

Assuming a medium/high growth estimate, the number of elementary students would be estimated to increase by between 292 and 473 students, while secondary school students would increase by between 245 and 400 students. The School District advises that the current allocation of existing and planned elementary schools throughout the NCP area, could absorb the projected increase in the number of elementary school children. Sullivan Heights Secondary School may require expansion to accommodate the additional secondary school student population.

Neighbourhood Character

The proposed small lot housing would be accommodated under the specifications of the RF-12 Zone (12 metre/40 foot lot width/frontage) and the RF-9 Zone (9 metre/ 30 foot lot width/frontage). The current South Newton NCP contains comprehensive Residential Design Guidelines, which would apply to all future small lot developments. There are many small lot neighbourhoods already built in South Newton and future small lot subdivisions would generally follow these established precedents. The new small lot developments will be subject to guidelines, which address design, siting, interfaces with surrounding land uses and implementation of adequate park space and public pathways and circulation.

NCP Amendment

Staff are of the view that consideration should be given to allowing, within the existing Single Family Residential designated areas, flexibility to accommodate small lot subdivisions without the requirement for an NCP amendment, but subject to location and development guidelines. The Single Family RF-designated areas are illustrated on Appendix I.

To implement such flexibility, the Single Family Residential description in Section 6.2.2 of the NCP document would

need to be revised. The areas of the South Newton land use map identified as Single Family Residential would retain the current base density of 6 upa/14 uph (RF Zoning). However, within these areas, development applications with densities up to a maximum of 14.5 upa/36 uph (RF-9 Zone) would be considered. Such applications would not require an NCP amendment, but would be reviewed and evaluated according to the existing South Newton NCP Design Guidelines and development guidelines, as set out below.

Development Guidelines for Increased Density in the Single Family Land Use Designation

A. Location Guidelines

- Location of small lot developments should consider the planning context and existing character of the existing developments. The principle of establishing a density gradient should generally be followed (i.e., moving from lower densities to higher densities in stages);
- Properties abutting existing or proposed Suburban half-acre or lower density development will be limited to a maximum density of 6 units per acre (RF); and
- Small lot developments at the density of RF12 and RF9 should be complementary to other forms of housing to achieve diversity in the neighbourhood. The RF9 form of development should not be adjacent to the RF and lower density developments.

B. Interfacing Guidelines

- Developments located adjacent to streams or other environmentally sensitive areas must include an appropriate interface, as required by current plans and regulations;
- Small lot developments located adjacent to a major road (arterial or major collector) must provide rear lane access. Rear lane access for small lot developments is encouraged at all locations in support of pedestrian-friendly streets;
- Residential developments abutting existing or planned industrial or commercial land uses must include a minimum of a 10 metre buffer at the interface with these other land uses and provide a compatible siting interface; and
- Small lot developments must be compatible with the established road configuration in the NCP.

C. Approval Process

- Each development should achieve general acceptance by surrounding residents/property owners, as demonstrated by responses to the development pre notification process or opinion surveys collected through public information meetings; and
- Small lot developments may be required to provide a tangible community benefit that may include the dedication of additional land for park, buffers, walkways, detention ponds or utility rights-of-way that may be required due to the increased development density.

Recommended Course of Action

It is recommended that Council authorize staff to proceed with public consultation, related to the above described amendments to the South Newton NCP that, if approved, will have the effect of increasing the potential for single-family small lot housing development in this NCP area in those areas of the NCP currently designated Single Family Residential. If Council authorizes this course of action, Planning and Development staff will arrange and advertise an open house, at which information about the proposed amendment to the NCP will be displayed, at which City staff will be available to answer questions and at which a survey questionnaire will be available for interested members of

the public to provide feedback to the City about the proposed amendments. Invitations to the open house would be sent to the owners of all properties located within the South Newton NCP boundary and each of the South Newton NCP amendment applicants. An advertisement, regarding the open house would also be placed in the local newspapers inviting the public to the open house.

Subsequent to the open house, staff will prepare a further report to Council documenting the results of the open house and making appropriate recommendations with respect to the NCP amendments. It is expected that the public open house could take place during October 2004, with a further report being forwarded to Council for consideration in November 2004.

Status of Existing NCP Land Use Amendment Applications

All current NCP amendment applications proposing small lot development within the Single Family Residential designated areas in the South Newton NCP would be held in abeyance pending the completion of the above-referenced public consultation and further report to Council. The cost for engineering studies will be shared by the in-stream applications that caused the review of the NCP.

CONCLUSION

Based on the above discussion, it is recommended that Council authorize staff to proceed with public consultation, related to amendments to the South Newton NCP that would have the effect of increasing the potential for single-family small lot housing development in the Single Family Residential areas in this NCP.

Original signed by

Murray Dinwoodie
General Manager
Planning and Development

TH:saw

Attachments

Appendix I South Newton NCP Land Use Plan

Appendix II NCP Amendment Applications for Small Lot Development within the Single Family Designation

Appendix I

South Newton NCP Land Use Plan

Appendix II

**NCP Amendment Applications for Small Lot Development
Within the Single Family Designation**

Appendix "C"

List of Public Consultation Responses

COMMENT	#
Support	90
Provides Affordable Housing	21
OPPOSE	15
Allow Townhouse to Small Lots	13
Schools Not Adequate	11
Retain Trees	11
Roads Not Adequate	10
Parking Congestion	10
Should Relocate School to 146 and 63	6
Keep Lower Density	6
Need Adequate Roads	4
Is Better Use of Land	4
Parks Not Adequate	3
No Mega Houses	3
Control Second Suites	3
Developer Driven	3
Identify Requirements for Buffer Strips	3
Small Lots Abut Large on 142 St	2
Respect 1998 60A Agreement	2
Relax Rules for Properties Adjacent to	2

Parks	
Fear Degrade of 1/2 acre lot area	2
Reflects Market Reality	2
Oppose Existing Townhouse Designation	2
Not Enough Green Space	2
Negative Affect On My Property	2
Need RCs for Buffers Industrial Land	2
Need Adequate Water and Sewer	2
Zone small lot design properties to RF at 143 and 65	1
Do Whole Area Rather than Individual Properties	1
Inadequate Lot Transition from 1/2 acre	1
Infrastructure not keeping pace	1
Consideration for Transit	1
Build Much Needed Schools	1
Lead to Low Income Wasteland	1
Lots Sizes Too Small	1
Maintain Majority RF Zoning	1
Maintain RF Zoning	1
Minimize change 144 st and 65 ave	1
Minimum Lots Size RF12	1
Need Adequate Placement of Schools	1
Concern Over Low Income Housing	1
Need Adequate Transit	1
How would changes enhance neighbourhood	1
Need Expansion of Recreation Facilities	1
Need More Walking Areas	1
Need Plan for Traffic Calming	1
Need RCs for Buffers	1
How Buffers Enforced	1
Need to Protect Greenspace	1
Need Traffic Calming	1
Green Space Not Adequate	1
Newton Wave Pool is Seedy	1
No Diversity for RF	1
No Internal Roads to 60A	1
Developing Ghettos	1
Not Adequate Infrastructure	1
Greed should not supersede long term residents	1
Only Density and Profit	1
Avoid Grid Pattern in Subdivisions	1
OPPOSE at 60 and 146	1
Graduated Lot Sizes Good	1
Pace Development and Schools	1
BLANK	1
Consideration for Walking and Bike Lanes	1
Parks Should be Usable	1
Plans for Police Fire	1
Plans for Transit	1
Possible Increase in Traffic and Crime	1
Provide Meeting with Planners before Recommendation	1
Accommodates Pop Growth	1
Recommend 9 metre buffer at 143 and 65	1
Recommend RF 40%, RF 1240%, RF 920%	1
Give More Pleasing Look	1

Geohydrology won't support density	1
Resale investors profiting	1
Resent Density Encroachment on 1 acre lots	1
Facilities Nearby	1
Retain Rural Atmosphere	1
Be Flexible on Guidelines	1
Best to Have Preplanned Rather than Piecemeal Rezoning	1
Ban Trucks on 148	1
Blend all housing no boundaries	1
Ensure DCC cover Services	1
Smallest Lots Not Harmonious with 6 upa	1
10 Metre Buffer not Adequate	1
Too Density in NW	1
Too Many Townhouses	1
Too Much Growth	1
Too Much Small Lot Development	1
Want Green Buffer Along 60 to 152	1
What Plans for Schools	1
What Plans for Recreation	1
Will Decrease Housing Values	1
Will divide the neighbourhood	1
Grand Total	303

Appendix "D"

Map Illustrating the Location of Properties for which Comment Sheets Were Submitted

Appendix "E"

Map Illustrating the Location of Properties Listed on Petitions

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