



Corporate Report

NO: L001

COUNCIL DATE: February 12, 2007

REGULAR COUNCIL – Land Use

TO: Mayor & Council DATE: February 12, 2007

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

SUBJECT: Douglas Neighbourhood Concept Plan – Major Amendment

RECOMMENDATION

The Planning & Development Department and Engineering Department recommend that Council:

1. Receive this report as information;
2. Approve amendments to the Douglas Neighbourhood Concept Plan ("NCP"), as documented in Appendix 'C' of this report, to increase the opportunity for small lot residential development by:
 - (a) Creating a "Single Family Residential Flex (6 upa to 14.5 upa)" designation as an alternative land use; and
 - (b) Adopting the evaluation criteria as means to review NCP amendments to the Single Family Residential Flex designation.
3. Authorize staff to proceed with all necessary actions to update the NCP Engineering servicing plan; and
4. Authorize staff to proceed with processing the development applications for the lands that are proposed to be covered by the Single Family Residential Flex designation within the Douglas NCP area.

INTENT

The intent of this report is:

- To bring forward proposed amendments to the Douglas Neighbourhood Concept Plan (NCP) for Council consideration;
- To advise Council of the results of the recent public consultation for active development applications related to the proposed Douglas NCP Amendments;

- To advise Council of the results of the Engineering Servicing studies related to the proposed Douglas NCP Amendments; and
- To obtain Council approval in principle to amend the land use and related servicing concepts of the Douglas NCP to provide flexibility and opportunities for small lot residential development in the NCP area.

BACKGROUND

Douglas Neighbourhood Concept Plan

The Douglas plan area is comprised of approximately 60 hectares (150 acres) of land and is generally bounded by Highway 99 to the west, the Canada/USA border (Washington State) to the south, 4 Avenue to the north, and 175 Street alignment to the east (see Appendix A).

The land uses proposed in the Douglas NCP are as follows:

Land Use Designation	Area	Percentage (%) of Total Area
Suburban	4.35 ha (10.75 acres)	7%
Urban Single Family 6 upa	27.4 ha (67.8 acres)	44%
Single Family Small Lot 10 upa	9.05 ha (22.4 acres)	15%
Townhouses 15 upa	7.3 ha (18.1 acres)	12%
Apartments (Mixed Use)	0.7 ha (1.72 acres)	1%
Commercial	0.7 ha (1.72 acres)	1%
Joint School/Park Site	5.35 ha (13.2 acres)	9%
Detention Ponds	1.4 ha (3.4 acres)	2%
Parks and Open Space	5.3 ha (13.1 acres)	9%
TOTAL	61.6 ha (152.2 acres)	100%

The Douglas NCP was approved by Council in July 1999, prior to the City introducing small lot zones into the Zoning By-law in 2002. The Douglas NCP has some opportunity for small lot development, but the majority of the single detached residential areas are designated "Urban Single Family at 6 upa." In addition the Douglas NCP specifically prohibited homes with in-ground basements as a means of keeping services shallower in some of the areas that have challenging topographic conditions.

There has been no significant development of the Douglas neighbourhood since the NCP was approved in 1999. The area has required land assembly and is expensive to service due to its relative isolation from existing servicing trunk infrastructure. Furthermore, the market demand for homes without in-ground basements is very weak. This has precipitated the submission of application proposing NCP Amendments that will allow higher densities, smaller lots, and in-ground basements.

In-Stream Applications

Ten (10) development applications were submitted between December 2004 and December 2006, all of which include amendments to the Douglas NCP to increase density in designated single family areas by introducing smaller single family lots using the RF-9 and RF-12 small lot standards. The location of these applications is shown in Appendix B.

The largest development application leading these NCP amendments is by Cressey Development Corporation (Development Application No. 7904-0411-00). A second developer, Equitas (Development Application No. 7906-0098-00), has been working with Cressey to advance these amendments through the review and consultation process.

Cressey Development Application (Development Application 7904-0411-00)

The initial application in Douglas by Cressey Development Corporation was submitted in December 2004. This application proposes a major amendment to the Douglas NCP Land Use Concept and Servicing Plan. Due to the proposed density increases in the NCP Amendment, Cressey has conducted in-depth servicing and drainage studies, as well as public consultation on their application. The Engineering Studies take into consideration the broader implications of the proposed density increases.

Council was forwarded Corporate Report L005 regarding the proposed Douglas NCP amendments in April 2006, and describing the process that the various development proponents were undertaking to address the NCP amendment proposals (Appendix D). Since that time, additional applications have been submitted and all the developers held a coordinated Open House/Public Information meeting on November 22, 2006 at the Aston Pacific Inn, where all developers were on hand with displays to describe each of their proposals and NCP Amendments. The results of the Engineering studies were also displayed at the meeting to provide an overview of servicing, drainage, and traffic study results.

DISCUSSION

Major NCP Amendment Process

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 land uses, schools, parks, amenities and facilities, and engineering services. A public consultation process is required to solicit community concern and understand issues.

Land Use Justification for the Douglas NCP Amendment

The primary emphasis for housing in the existing Douglas NCP was proposed to be in the form of conventional (RF Zone) single family lots (with a minimum of 15 metres (50 ft.) width, 28 metres (90 ft.) depth, and 560 square metres (6,000 sq. ft.) lot area. However, since the adoption of the Douglas NCP in 1999, small lot residential development has been accommodated in the Zoning By-law and has become a preferred form of single family detached residential development in many NCP areas due its sustainability and affordability.

As available land supplies become scarce and servicing and construction prices increase, smaller lot housing is becoming the increasingly affordable option for both developers and homeowners. In addition, more dense and compact developments utilize

infrastructure more sustainably, as well as relieving the pressure on non-urban lands to redevelop for residential housing. Land use analysis in Douglas requires two additional considerations: compatibility with existing residential development, and maintenance of the Agricultural Land Reserve (ALR) interface.

While it is optimal to increase densities, it is important to support the relationship of existing residential development with that of redevelopment areas. For that reason, in Douglas, the urban single family areas should stay 'single family' areas, while allowing the densities to increase through the option of small lots where appropriate. The "Single Family Residential Flex (6 upa to 14.5 upa)" designation allows the appropriate interface to take place between existing and proposed developments. The designation is supported by Development Guidelines required for assessing proposed 'flex' designations in the context of existing land uses and the Douglas NCP land use designations (Appendix C). The criterion provides location, interfacing, and approval process guidelines to ensure future development is compatible with adjacent land uses and NCP objectives.

The "Single Family Residential Flex" designation development guidelines support the gradual decrease in density towards the ALR. City Policy No. O-23 'Residential Buffering Adjacent to the ALR/Agricultural Boundary' requires that proposed lots on the ALR edge must be a minimum of a half-acre where a road separates the proposed lots from the ALR. The proposed development guidelines support the transition from the ALR edge through to the 'Urban' designated areas by requiring the further review of the density gradient with each proposal. The guidelines require that the smallest lot option, RF-9, cannot interface directly with the 'Suburban' designated areas.

The Planning and Development Department finds that the proposed NCP amendments are fully supportable for the individual applications and may apply to additional areas as they submit development applications.

School and Park Sites

The Parks, Recreation and Culture Department, and the Surrey School District No. 36 have participated in the Development Application/NCP Amendment review process and have not expressed concern over the impact of increased densities. Parks has noted that the area is well served by parks with the school/park site and green space comprising approximately 20% of the Douglas NCP area. The additional densities will augment the capacity of Parks and Recreation to purchase lands over the required 5% dedication.

The School District has revised the projected capacity proposed for the elementary school planned for Douglas (lands provided within Cressey Development Application No. 7904-0411-00) and will continue to assess all the applications. Their full build-out estimates are for a school with a capacity for 80 K + 350. The School District is currently in the process of purchasing the lands for the school site and has identified the new school for funding.

Based on the proposed NCP Amendments, the potential density impact was calculated for benchmark purposes. This density impact was assessed by reviewing the potential for all designated single family and single family small lot areas to become flex designated, and thus, be able to accommodate a range of single family densities, from conventional (RF

Zone) to small lots (Single Family Residential Flex 6 to 14.5 upa). The result of that assessment, shown below, was that the approximate build out for the NCP area would result in a potential build-out population of 4,200 persons versus the original 2,900 described in the Douglas NCP.

	Current NCP Land Use Plan	Estimated Increase*	Amended NCP Land Use Totals
Housing Units	954	361	1,315
Population	2,900	1,308	4,208

* Based on 3.2 ppu

This benchmark was used as a base for traffic and servicing studies to conduct design analysis.

The increase in number of households as a result of the proposed Douglas NCP amendment will require a corresponding increase in amenity contributions as per the established NCP amenity schedule.

Engineering Services

The bulk of the background work that was required to address impacts involved reviewing and updating plans for servicing in the area. The results of the servicing studies are described below.

Transportation

From a transportation perspective, the Douglas neighbourhood is very isolated with no road connectivity to the west and south, and very little road connectivity to the east. Access and egress of Douglas effectively occurs entirely to the north via Highway No. 15, Highway No. 99 and 172 Street to 8 Avenue. These key access routes have been improved significantly as the Province has recently upgraded 8 Avenue, including a new traffic signal at 172 Street, and Highway No. 15, including a new traffic signal at 2 Avenue. The local road network within Douglas will have relatively low traffic volumes consisting of almost exclusively local traffic - even with the proposed density increases. 171 Street through the open space area was proposed to be closed in the original NCP, but is now proposed to remain open to improve the north-south connectivity and more evenly disperse the increased local traffic as a result of the area densification. Moderate traffic calming measures, including traffic circles and curb bulges, are proposed to help prevent speeding traffic along the main through roads 172 Street and 2 Avenue. Figure E.1 illustrates the proposed Douglas road network.

The Douglas neighbourhood is not conducive to transit service because it is remote from the remainder of community and has a relatively low build-out population. Douglas is,

however, well suited to pedestrian and bicycle circulation and extensive sidewalks, pathways, and bike routes are proposed throughout the area and to connect beyond.

Water

The existing residents in Douglas are currently serviced with small diameter water mains that are fed from a single direction from the Sunnyside water supply system located at 146 Street/22 Avenue. The original Douglas NCP servicing concept proposed establishing a cross border water connection with the City of Blaine, Washington, which is no longer considered practical. Furthermore, there is very little capacity remaining in the Sunnyside water supply system, and the remaining capacity - together with water currently consumed by the Douglas residents - can be much more effectively utilized to accommodate growth in the Sunnyside and Semiahmoo areas. Lastly, the GVRD constructed the Grandview Reservoir in 1999 as the longer-term source for water supply east of Highway No. 99, and the City recently undertook trunk water improvements in this area to further strengthen water distribution. As such, an entirely new water servicing strategy has been developed to service the amended Douglas NCP.

A new water supply main is proposed on 164 Street south of 24 Avenue that will convert the Douglas area to a strong, well looped supply from the Grandview Reservoir. This in turn will revert capacity back to Sunnyside water supply system to accommodate growth in Sunnyside and Semiahmoo. The water infrastructure within Douglas also requires upgrading and extension to meet the proposed domestic and fire flow requirements. Figure E.2 illustrates the proposed Douglas water servicing concept.

Sanitary

There is a City sanitary sewer system in place servicing the about half of the lands within the Douglas neighbourhood – primarily in the more developed southwest area. This sanitary system also extends outside the NCP including properties along Highway No. 99 at the Peace Arch Border Crossing, along Highway No. 15 at the Pacific Border Crossing, and at 8 Avenue/Hazelmere. The sewage flows to the Douglas sanitary pump station, and is then pumped to the Semiahmoo sanitary pump station located at 8 Avenue/160 Street. The existing Douglas NCP sanitary servicing concept was to replace the existing Douglas pump station with a new station with capacity to service the entire NCP, and extend sanitary sewers throughout the NCP. This concept had limitations in that some excessively deep sewers would be required to service the far extents of the NCP, and even with that a large area in the northeast corner would not be serviceable by gravity and would be required to pump, and a significant portion of the NCP would not be deep enough to facilitate basement homes. Lastly, the majority of surplus capacity available at the Semiahmoo pump station in 1999 is now being used as a result of recent development – most notably the Grandview Corners commercial site. As such, an entirely new sanitary servicing strategy – involving two separate sanitary catchments - has been developed to service the proposed amended Douglas NCP.

The smaller, western portion of the NCP and the Peace Arch area is proposed to continue to service to the existing Douglas pump station, which has adequate capacity for full build-out of this sub-catchment. The larger, eastern portion of the NCP and lands beyond is proposed to service to a new pump station in the northeast area. The revised concept

offers significant benefits including elimination of the excessively deep sewer extensions and pumped areas while accommodating full basement service for the entire NCP. In addition, numerous capacity and operational upgrades are proposed to be undertaken at the Semiahmoo pumping system to support the proposed amended Douglas NCP flows. Figure E.3 illustrates the proposed Douglas sanitary servicing concept.

Drainage

The Douglas NCP occupies roughly 1% of the total Campbell River watershed, which extends a great distance upstream through Surrey, Langley Township, and Washington State. The existing drainage infrastructure within Douglas consists of mostly roadside ditches with a limited network of shallow storm sewers. The Douglas area forms two natural drainage catchments. The western area is tributary to an undersized trunk storm sewer that flows through the Peace Portal Golf Course, and the eastern area is tributary to a trunk storm sewer north along Highway No. 15. The original Douglas NCP drainage servicing concept reflects standard storm water management of the 1990s which was to construct a storm water detention pond at the inlet of each of the two trunk systems to attenuate peak flows prior to discharge to the Campbell River. Storm water management has evolved tremendously in the last 10 years. It is now understood that storm detention ponds in the lower reaches of large watersheds such as Campbell River can in fact increase water levels and flooding for large storm events. Also, sustainable drainage measures and other best management practices developed in recent years provide a much more comprehensive and integrated approach to managing urban storm water. As such an entirely new drainage servicing strategy has been developed to reflect state of the art drainage servicing that is suitable for basement homes for the amended Douglas NCP.

Under this new plan, storm detention ponds are proposed to be eliminated and the drainage managed through sustainable drainage features and peak flow diversion. Extensive sustainable drainage features and best management practices are proposed to optimize storm water quality while providing benefits to surface drainage and groundwater management. Peak storm flow diversion is proposed to address ongoing flooding issues through the Peace Portal Golf Course by installing a new storm trunk outfall at 0 Avenue to convey drainage flows from the majority of the western catchment directly to Semiahmoo Bay as opposed to the Campbell River. Lastly, improvements are proposed to the Campbell River culvert inlets under Highway No. 99 that will significantly improve the flow hydraulics and actually lower the flood levels in the lower reaches of the Campbell River by about 0.5 m during peak storm events. The proposed drainage servicing concept facilitates full build-out of the amended Douglas NCP while resolving localized flooding issues and improving flow management and reducing flooding of the Campbell River, both during low flows and peak storm periods. Figure E.4 illustrates the proposed Douglas drainage servicing concept.

Financial Aspects of Servicing

The Douglas area is relatively expensive to service given the isolation from available City water and sanitary sewer infrastructure, and the challenges of the Campbell River watershed. These financial challenges were noted in the original Douglas NCP which proposed servicing levies as a means of ensuring the NCP is self-funded. Since that time servicing costs have risen significantly, and new servicing strategies as proposed above

have evolved. On the other hand, Development Cost Charge (DCC) revenue potential of the NCP at full build-out has risen, with the pending DCC increase to take affect in June 2007. However, despite increased DCC revenue potential there will be shortfalls for all three utilities that will result in the following approximate Development Work Agreement (DWA) Levies in order to self-fund necessary trunk infrastructure:

- Water \$27,000 per hectare
- Sanitary Sewer \$62,000 per hectare
- Drainage \$32,000 per hectare

The cumulative DWA levy of approximately \$121,000 per hectare translates to roughly \$5,900 per residential unit based on proposed amended Douglas NCP densities. DWA levies in this range are believed to be a reasonable, affordable premium in context with overall land development costs – especially when considering basement potential alone nets up to \$25,000 more market value per lot. A Development Works Agreement does, however, require the approval of the majority of the property owners who would be subject to the levy which is payable at the time of development.

The servicing strategies proposed within this report in turn necessitate changes to the 10 Year Servicing Plan, and as a result a separate report regarding revisions to the 10 Year Plan to reflect the servicing requirements necessary to support proposed amended Douglas NCP will be submitted.

Public Consultation

Public Information Meetings

The lead developers (Cressey – Development Application No. 7904-0411-00 and Equitas – Development Application No. 7906-0098-00) have each conducted Public Information Meetings. Cressey has completed three Public Information Meetings. Two of these meetings were based on the Cressey development application and the final meeting was a joint Public Information Meeting conducted by all applicants on November 22, 2006.

Equitas has held one Public Information Meeting for their specific proposal, and participated in the November 22, 2006 ‘all applicants’ Public Information Meeting. These meetings are briefly summarized below.

The first Cressey Public Information Meeting was held on March 2, 2005 and was intended to assess community and individual concerns about the proposed project and NCP Amendments. There were 111 attendees registered at this Public Information Meeting. The second Public Information Meeting was held on May 11, 2005 to address the concerns noted at the March Public Information Meeting, and scope additional issues to be addressed. Approximately 49 persons attended this session.

Equitas Development Corporation held a Public Information Meeting on June 28, 2006 to present their proposed project and discuss community concerns. There were 37 attendees at this meeting.

Both Cressey Developments and Equitas Development Corporation have had a number of follow-up consultations with individuals in the Douglas area to more fully understand the concerns they expressed in order to address them through the review process.

November 22, 2006 Joint Public Information Meeting – All Applicants

By September 2006, there were additional development applications in the Douglas area. All the applications include NCP amendments for small lots. In order to provide an opportunity for the community to review and comment on all the applications at once, as well as present the findings of the Engineering studies that were in process, the applicants held a joint Public Information Meeting to present all the proposed projects, servicing schemes and traffic analysis.

The ten (10) applicants held an Open House on November 22 of 2006 at the Aston Pacific Inn in South Surrey. Invitations were mailed to all the landowners in the Douglas NCP area, and extended to a minimum of one additional lot beyond the boundaries of the Douglas NCP area. Each developer had representatives on hand to discuss the proposals, and staff from Planning and Engineering attended as resources. Information presented at the Open House included:

- Display panels: Each applicant presented their proposals for density and related changes in road configuration.
- The lead developers presented the preliminary findings and financial information of Engineering studies to demonstrate that infrastructure and drainage will have sufficient capacity to meet the requirements of increased density in Douglas.

Joint Public Information Meeting Response

The Joint Public Information Meeting was held by the development applicants who currently represent over 50% of the land area in the NCP and support the NCP amendments proposed. Approximately 68 people attended the Open House in addition to the developer representatives and staff. One survey was used as the opportunity to comment for all applications. The survey responses were analyzed to identify common responses. The following is a synopsis of the results of the analysis:

- The City received 17 completed comment sheets, 1 e-mail submission and 2 written submissions.
- Of the 17 respondents, 5 noted that they were in favour of the proposals, 10 noted that they opposed the proposals and two did not indicate support/non-support. Some of the negative responses are from small landowners who questioned the original Douglas NCP when it was being done.
- The e-mail and written submission expressed concern over density, traffic and environmental impacts.
- Over 50% of the Douglas NCP area is under application (57 of the 149 residential properties). Many of the landowners party to the applications did not attend the meetings or did not feel they had to respond to the questionnaire.

- The most frequently noted comments for concern were traffic, density, and environmental impact.

Issues

The following provides a brief overview of each of the more frequently recorded issues and a discussion of the issue:

Traffic

Comments throughout the process have expressed concerns related to the ability of the area to accommodate the additional traffic generated by proposed densities. The concerns have focused on the ability of traffic to enter and leave the area rather than internal road networks being able to accommodate the increased traffic.

These concerns have been brought up in part due to the traffic congestion created by commercial truck traffic blocking access at 2nd Avenue and 176th Street (Highway 15, Pacific Highway), the lack of lights at 4th Avenue and Highway 15 and blockages due to commercial truck traffic, the delay in lights being installed at 8th Avenue and 172nd Street and the subsequent perception that commercial truck traffic can also block this intersection, and the temporary closure of Peace Park Drive which exits on to Highway 99.

The City's Engineering Department and Equitas, one of the lead developers, cost-shared on a Traffic Impact Study, prepared by Trevor Ward. While it was determined that traffic volumes will increase beyond those anticipated in the original NCP, the road network was designed for more than adequate capacity to handle the additional loads. Furthermore, recent road enhancements will improve access to and from the area. This study has shown, that the main road networks proposed for the Douglas NCP will fully accommodate the build-out population of Douglas.

The report also noted that "border runners" impacted local traffic volumes, particularly during the weekend. During peak hours it was found that a number of vehicles transited the neighbourhood along 172nd Street and 2nd Avenue to bypass the lineups at the Canada/US border. The NCP proposed a number of measures to deal with this problem (roundabouts on 172nd Street and traffic restrictions on 2nd Avenue). The project proponents are proposing to enhance those measures by adding an additional roundabout at 4th/172nd Street to further reduce traffic speeds and discourage border traffic.

As part of the densities proposed, the applicants are proposing to modify local road layouts, which is necessary when implementing smaller lot sizes. All of the proposals are being coordinated so that modifications to roadways will be shown comprehensively when each application moves forward to Council.

Facilities and Infrastructure and Drainage

Concerns have been expressed about the servicing and drainage as they related to increasing densities in this area.

As noted above, updated Transportation, Water, Sewerage, & Drainage studies have been completed to adequately service full build-out of the Douglas NCP at the proposed higher density. Overall Financial and Phasing Implications

As noted in the Financial Section above, the proposed increased density within the Douglas NCP helps keep the Development Works Agreements levies necessary to ensure the NCP is self funded more affordable on a per household basis.

Trees/Habitat Retention

Some of the comments and concerns relate to the preservation of trees and wildlife habitat in the NCP area.

The Douglas NCP included an objective to maintain and preserve natural features, including existing trees where possible. With the decreased lot sizes and increased densities in the single-family areas, some level of tree removal is inevitable. In addition, the Douglas NCP area has a soils regime that is troublesome for tree retention. Many trees that have grown in stands on a shallow rooting layer with high water tables, therefore any portion of stand removal will jeopardize further tree retention and create hazardous situations. It should be noted that it is usually more difficult to save trees in small lot residential subdivisions however, this would not necessarily be the case in Douglas even if development was proposed under the densities currently proposed by the Douglas NCP. Cressey has evaluated the differences in tree retention if they did not propose an increase in density and found that few, or no, additional trees could be retained. More detailed information on their review will be included in the Planning Report for the Cressey application.

The City's Tree Preservation By-law requires that surveys be completed for each development site and an arborist's report regarding each protected tree on the site with a view to retaining as many protected as possible. The developers have also expressed concern over tree retention on sites and within dedicated roadways and will be working with staff on tree retention, the provision of funds to the City's Green Fund in lieu of replacement trees that cannot be located on small lots and the provision of additional landscaped areas/community amenity in place of trees. This will be addressed by each individual application.

Consultation With Peace Portal Golf Course

Peace Portal Golf Course (PPGC) has been acknowledged as a major stakeholder when considering increased densities – particularly as it relates to drainage. The PPGC General Manager and their Engineering Consultant advisor have been consulted throughout the drainage study process. PPGC has two main concerns:

- Flooding of their lowland floodplain due to peak Campbell River flows.
- Surcharging/flooding of the existing undersized trunk storm main through the property.

As noted in the Servicing Summary above the proposed drainage best management practices, flow diversions, and upgrade of the Campbell River inlets under Highway No. 99 will in fact reduce the peak flood levels in the Campbell River post Douglas NCP development. In addition the area draining to the PPGC trunk storm main will be reduced from 59 hectares at present to about 11 hectares – most of which will remain undeveloped open space.

Implementation of NCP Amendments

The NCP Amendments will be done with a phased approach as follows:

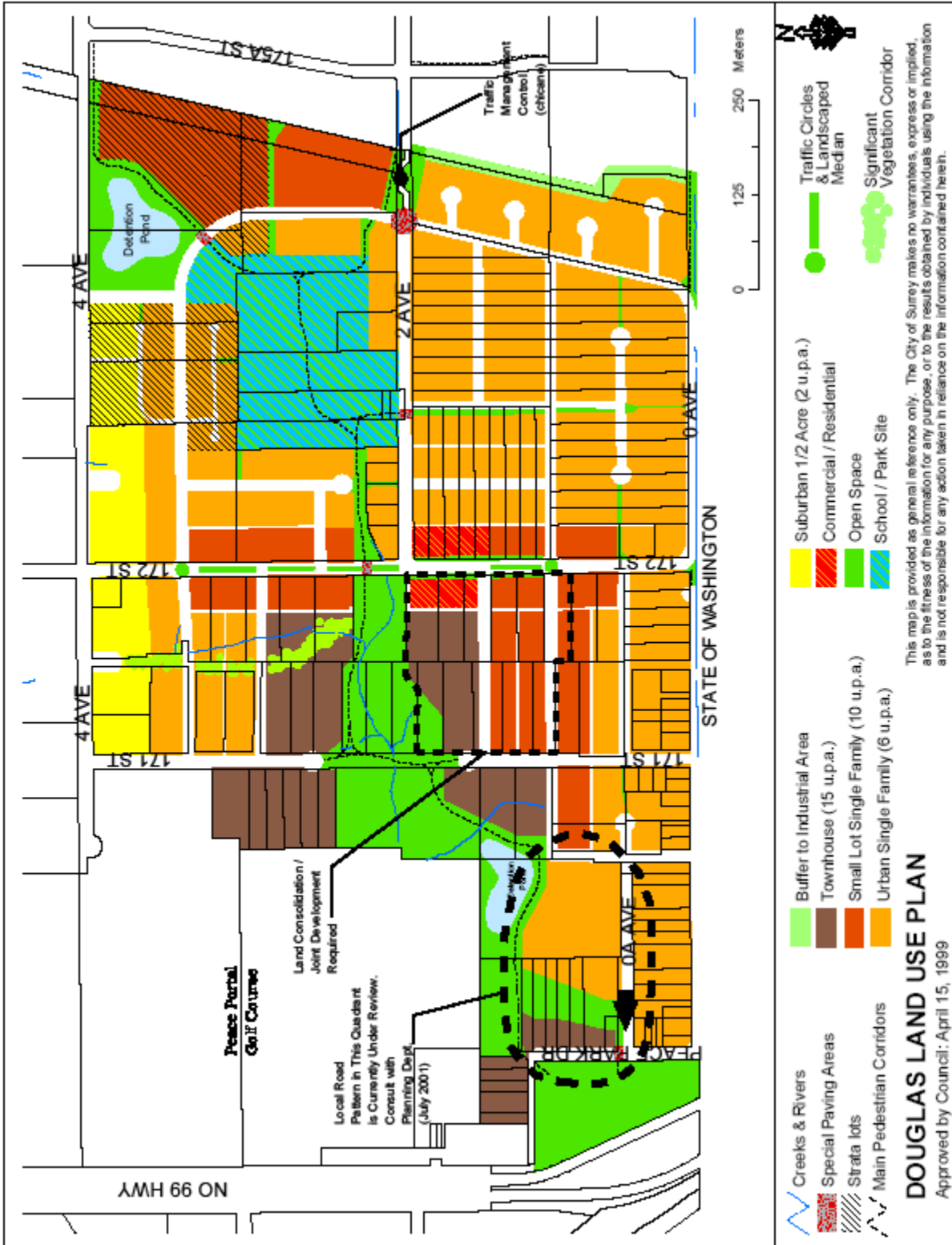
1. Council approves in principle the Douglas NCP Amendments outlined in this report along with the associated Engineering servicing plan.
2. Individual development applications will be processed subsequent to Council's approval in principle. Each application will include in more detail the land use rationale for proposals and an analysis of how the proposals have followed the Development Guidelines for the flex designation.

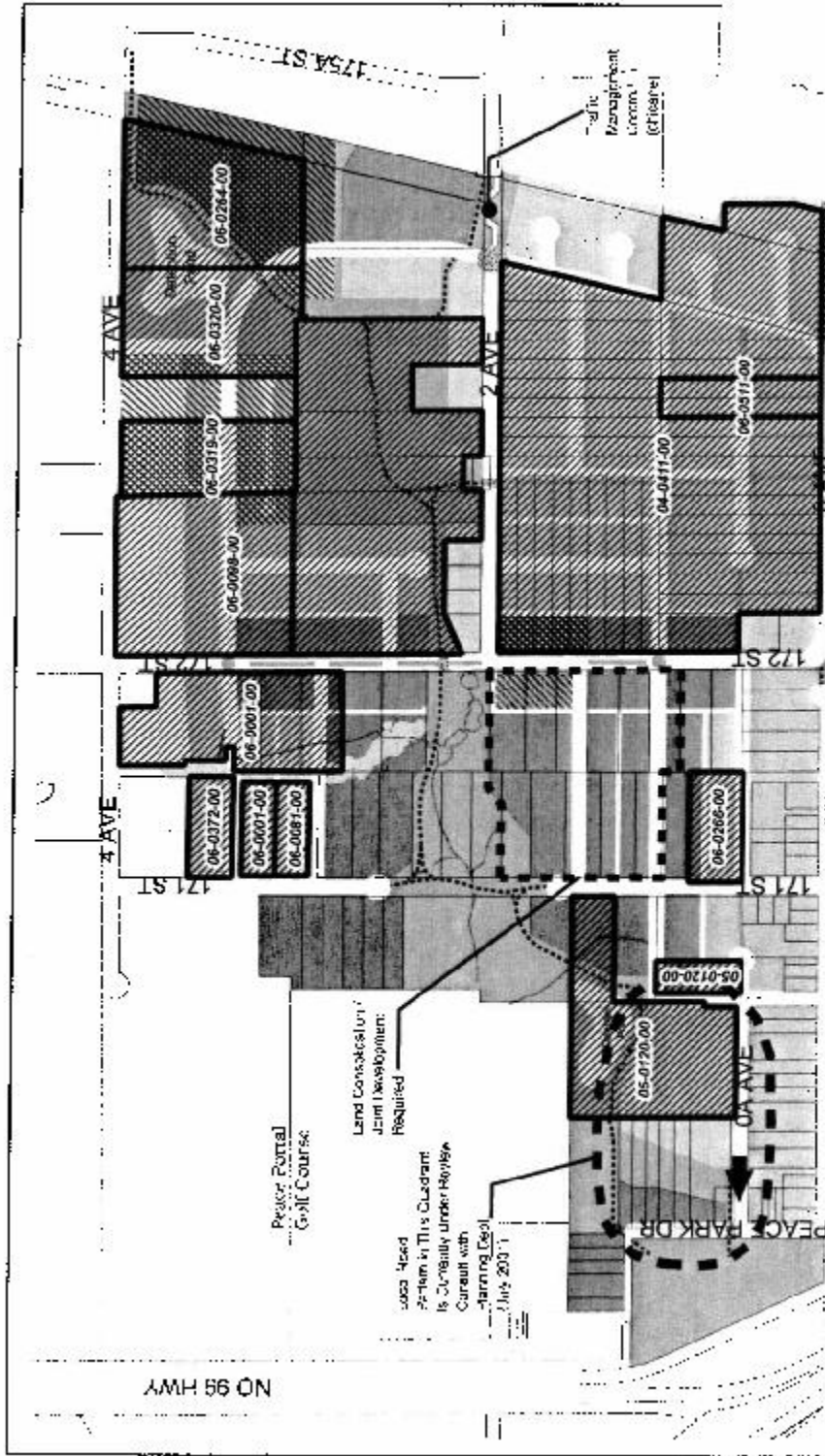
How Yin Leung
Acting General Manager
Planning & Development

Paul Ham, P. Eng.
General Manager, Engineering

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Appendix A	Current Douglas NCP
Appendix B	Map Illustrating Location of Applications
Appendix C	Proposed Major Amendments for the Douglas NCP – Land Use and Engineering Components
Appendix D	Corporate Report No. L005
Appendix E	Engineering Services





STATE OF WASHINGTON

20' Motors

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DOUGLAS LAND USE PLAN
Approved by Council: April 15, 1999

APPENDIX B

Creaks & Rivers
 Special Parking Areas
 Streets with
 Main Pedestrian Corridors

Suburban 1/2 Acre (2 u.p.a.)
 Commercial / Residential
 Open Space
 School / Park Site

Buffer to Industrial Area
 Townhouse (15 u.p.a.)
 Small Lot Single Family (10 u.p.a.)
 Urban Single Family (6 u.p.a.)

Traffic Circles & Handicapped Median
 Significant Vegetation Corridor

This map is provided as general reference only. The City of Survey makes no warranties, express or implied, as to the accuracy of the information for any purpose, or to the means obtained by individuals using the information and is not responsible for any action taken in reliance on the information contained herein.

Amendment Proposal for the Douglas NCP

The following amendments are proposed to the Douglas NCP

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 development should consider the planning context and character of the existing development 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 the street from suburban areas and should only be located across a street to interface with RF density residential developments.

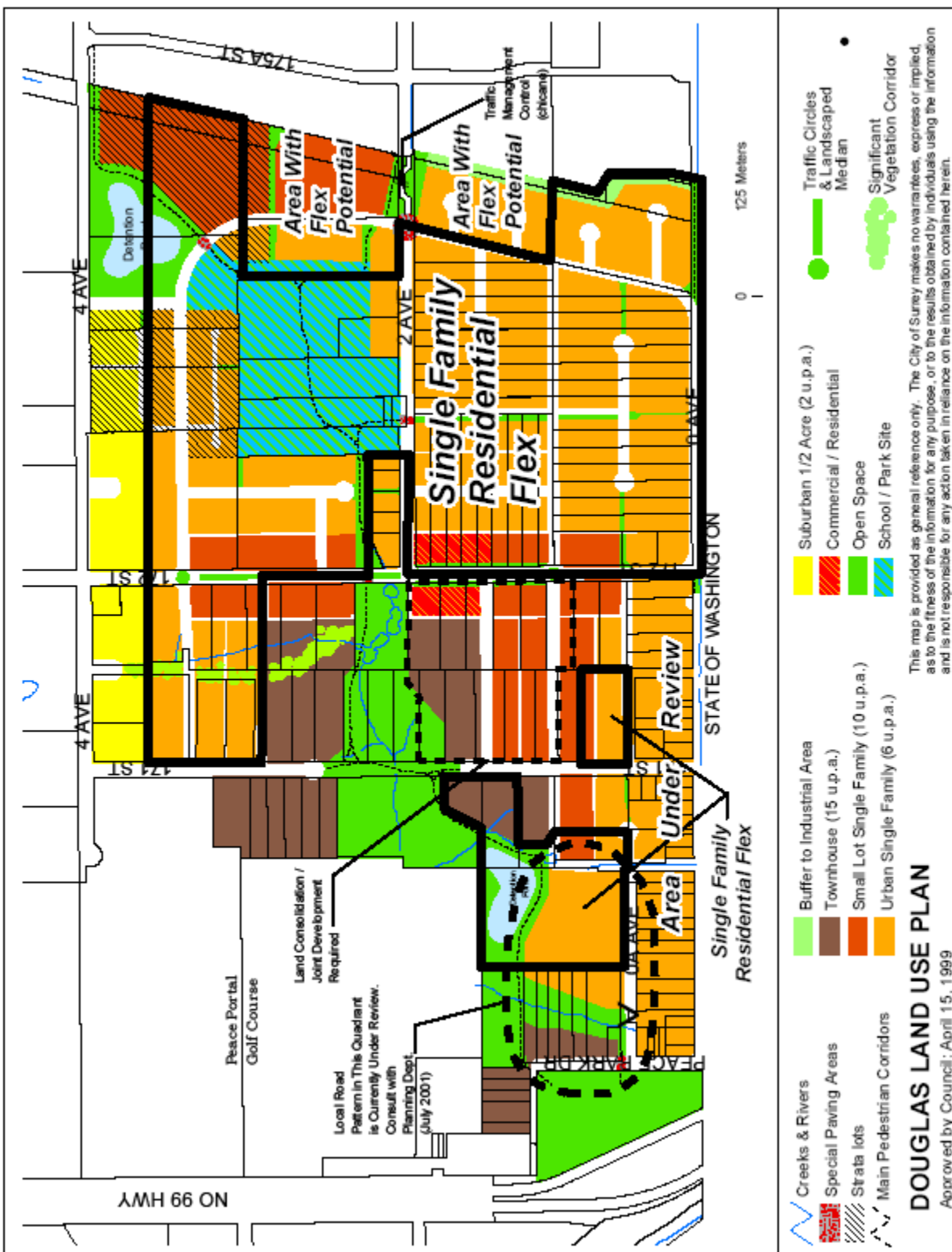
B. Interfacing Guidelines

- 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;

C. Approval Process

- The applicants 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 development 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 Douglas 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 hereto.





Corporate Report

APPENDIX "D"

NO: L005

COUNCIL DATE: April 24, 2006

REGULAR COUNCIL – LAND USE

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

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

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

RECOMMENDATION

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

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

INTENT

The purpose of this report is:

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

BACKGROUND

Douglas Neighbourhood Concept Plan

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

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

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

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

Cressey Application (No. 7904-0411-00)

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

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

Other In-Stream Applications

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

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

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

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

DISCUSSION

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

Factors External to Douglas Development Applications

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

Factors Internal to Douglas Development Applications

As the Cressey development proposal, and the four other development proposals in the Douglas area, are proposing increased densities and in-ground basement homes it is necessary to develop new water, sanitary sewer and drainage/environmental servicing

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

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

Process and Timeline

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

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

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

CONCLUSION

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

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

Original signed by

Paul Ham, P. Eng.
General Manager
Engineering Department

Original signed by

How Yin Leung
Acting General Manager
Planning and Development

TW/kms

Attachments

Appendix I - Douglas Land Use Plan

Appendix II - Proposed Lot Layout, Cressey Application

Appendix III - Location of Current NCP Amendment Applications in Douglas

APPENDIX E

Engineering Services

