

requested that the City initiate a process for the preparation of an NCP for the West Clayton area. The petition actually contained 34 signatures; however, two of the 34 signatures are owners of the same property and two of the signatures did not include any address. Twenty eight (28) of the 30 properties represented on the petition are located in the area bounded by 72 Avenue, 182 Street, Fraser Highway and 188 Street. One property represented on the petition is located on 182 Street to the south of 72 Avenue and the other property is located on the north side of 74 Avenue at approximately 182 Street. The map attached as Appendix I to this report illustrates the location of the 30 properties represented by signatures on the petition.

At the subject Public Hearing Council adopted the following resolution (Resolution #R09-1586):

"That Council receive the petition from Angelo Corsi as a start of a neighbourhood request for an NCP in the West Clayton area".

During the Public Hearing, Council heard from some of the other property owners in the West Clayton area that they were concerned about not having an NCP to guide development in the area in a comprehensive manner.

The City has recently received a development application to rezone and subdivide the property at 7481 – 184 Street, which is also in the West Clayton area. This application, in advance of an NCP being prepared for the area, is premature; however, it indicates developer interest in the West Clayton Area.

Part 5 of the OCP that addresses NCPs states that "Determining Commitment" is one of the main components of the Secondary Plan process. To confirm this commitment and initiate the NCP process, the OCP requires support from a minimum of 51% of the owners in the area to be covered by the NCP or support of the owners representing 70% or more of the land area within the proposed NCP planning area.

There are a total of 246 properties in the non-ALR area west of 188 Street in Clayton (West Clayton). The existing parkland and other City-owned lands, School District properties, the site of the above-noted 73-unit townhouse project (Application No. 7906-0351-00), the site of a proposed care facility to the south of 72 Avenue and west of 188 Street (Application No. 7906-0103-00), the land covered by the East Clayton NCP Extension West of 188 Street and the existing commercial development at 68 Avenue and 188 Street (Clayton Crossing) are not included in this total number of properties in West Clayton. The petition representing 30 properties that was received by Council on September 14, 2009 represents about 12% of the owners in the area. The combined area of the properties represented by signatures on the petition being 18.6 hectares (46 acres) represents 8.6% of the total area in West Clayton, being 216 hectares (533 acres).

In accordance with the policies adopted by Council in the OCP to determine if sufficient support exists in West Clayton to proceed with the preparation of an NCP a more holistic survey needs to be undertaken of the owners of all of the properties in the area. Such a survey would establish if the majority of the owners of property support the preparation of an NCP and would assist in establishing reasonable boundaries for the NCP.

Clayton General Land Use Plan

The 1996 OCP had designated the East Clayton area as "Urban" as a result of significant interest demonstrated by property owners in that area to proceed with development of the area. The "Suburban" lands in the remaining Clayton area was ear-marked as an area with potential for long term, development subject to land use planning in consultation with the local residents. To guide the development of the Urban-designated East Clayton area in an orderly manner and to provide a context for the future development of the "Suburban" lands, the Clayton General Land Use Plan (GLUP) was prepared with extensive consultation in community. It was approved by Council in January 1999. This approved GLUP is illustrated in Appendix II. The full build-out population of the Clayton area based on the approved land use plan was projected to be 30,000 to 35,000 people subject to detailed planning of the anticipated "Urban" areas in the future.

The Clayton GLUP divided the plan area into eight future neighbourhoods. The number of neighbourhoods was based on the projected need for eight elementary schools to serve the student population anticipated by the School District within the plan area. The school catchment areas were used as the basis to delineate the boundaries of the future neighbourhoods. Appendix II illustrates these neighbourhoods. The neighbourhood boundaries were delineated along the existing or future major road corridors (184 Street, 188 Street, 192 Street, 72 Avenue and 80 Avenue) so that the elementary students within each neighbourhood would not be required to cross major roads in walking to and from school.

Following the approval of the Clayton GLUP, the East Clayton NCP, covering two of the eight neighbourhoods, was prepared. It was finalized in 2003. The East Clayton NCP recognized that, subject to detailed planning, there was a possibility that additional areas immediately adjacent to the East Clayton NCP boundaries could connect to the services provided for East Clayton. Based on this premise and given the rapid development of East Clayton, NCP extensions for two small areas, one to the north of 72 Avenue and one to the west of 188 Street, were approved in 2005. These two NCPs extended into portions of three future neighbourhoods.

The Clayton GLUP covers approximately 845 hectares (2,088 acres), including the 240 hectares (600 acres) covered by the East Clayton NCP and the two NCP Extension areas that cover an area of 60 hectares (150 acres). The GLUP area boundaries are 196 Street (Surrey/Langley border) to the east, Fraser Highway to the south and the Agricultural Land Reserve (ALR) boundary to the west and north. The Clayton GLUP envisions the development of Clayton as a complete community, with a "village centre" located in the central area of Clayton at the intersection of 188 Street and 72 Avenue to provide identity to the community and to serve as a community focus. The "village centre" is envisioned as a mixed-use, pedestrian-oriented centre for community activities and containing neighbourhood-scale developments. It includes the school and park sites, community hall, commercial and institutional uses, and is supported by multiple residential uses nearby. The remaining area immediately to the north-west of the "village centre" area and East Clayton North Extension area is identified as "Future Urban". The area beyond the "Future Urban" and up to the ALR boundary is shown as "Suburban".

The Clayton area outside of the East Clayton NCP area slopes down generally towards the ALR lands to the north and west. The sanitary sewer servicing of most of the area will be from a future trunk sewer (North Cloverdale Trunk, a.k.a Clayton Interceptor) at the bottom of the slope originating at the 68 Avenue pump station on 176 Street. Therefore, the area would logically and efficiently be serviced from the west to east, starting with the southwest area near Fraser Highway

and then north-eastward towards 188 Street. The area to the east of 188 Street would be serviced later, after the area to the west of 188 Street receives engineering services.

DISCUSSION

The following are considerations in relation to determining a reasonable boundary for the next NCP in the Clayton area:

1. The Clayton GLUP envisions a "village centre" near 188 Street and 72 Avenue with multiple residential developments nearby to support the "village centre". The GLUP identifies the "village centre" as a community focus to provide a distinct identity for Clayton. It is important that the next NCP encompasses the "village centre" and the area in its vicinity to provide guidance for its design and development considering that:
 - much of the East Clayton area is either already developed or under development without the benefit of having an identifiable community focus; and
 - the next NCP area should incorporate the "village centre" and the area in its vicinity to ensure reasonable place-making, provide identity and create a complete community in Clayton;
2. Fraser Highway, the major transit and transportation corridor, is located in the proximity of the "village centre" and multiple residential precincts. Development of the "village centre" area and the area closer to Fraser Highway would support Metro Vancouver's draft Regional Growth Strategy's goal to create a compact urban area by focusing growth in frequent transit corridors. Fraser Highway, from King George Boulevard to Langley Centre, is identified as a Frequent Transit Corridor by both the Provincial Transit Plan announced in 2008 and TransLink's Transport 2040 Plan. Proximity to the Fraser Highway would also allow the "village centre" and multiple residential precincts to be connected more readily to other areas of Surrey;
3. The North Cloverdale Trunk sewer (Clayton Interceptor) has been constructed up to 177A Street and 72 Avenue (immediately south of Fraser Highway). Generally speaking, areas north of Fraser Highway and West of 188 Street cannot be serviced until the Interceptor is extended north of Fraser Highway. Exceptions are three specific limited sub-catchments which are serviceable from the existing sewers near Fraser Highway. They include areas in the vicinity of 184 Street at Fraser Highway and another area immediately North West of 188 Street at Fraser Highway. The proposed care facility site considered under Application No. 7906-0103-00, is located in the sub-catchment near 188 Street.

A logical progression of future urban development in the remaining Clayton area, as envisioned in the Clayton GLUP, would coincide with extension of the Interceptor north of Fraser Highway along the toe of the slope along the west and north boundaries of the Clayton area in a north easterly direction. Also, preparing the NCP for a larger area as generally proposed would be more cost-effective for servicing purposes because the servicing costs would be spread over a larger area and be shared among a greater number of properties ultimately being serviced by the Interceptor.

4. 188 Street is a boundary of the future Northwest Neighbourhood shown on the Clayton GLUP (Appendix II). Proposing 188 Street generally as the easterly boundary of the West Clayton NCP will keep intact the neighbourhood boundaries and the principle that elementary students should not have to cross major roads to reach their school.

The exact extent of the West Clayton NCP area will be refined through further review of servicing concepts and land use transition opportunities as well as a detailed look at the feasibility of development and property assembly in a manner that will ensure development of a complete community.

The area generally to the west of 188 Street, except the East Clayton NCP West Extension area and the Clayton Crossing shopping centre site, is proposed as the next NCP area in Clayton and will be identified as the West Clayton NCP. The entire area to the east of this proposed West Clayton NCP and to the edge of the East Clayton NCP's North Extension should be developed as a single entity for land use planning purposes and developed as one NCP in the future so as to avoid piecemeal development that could detract from the OCP's policy of creating complete communities. The map attached as Appendix III shows the proposed West Clayton NCP boundary and the boundaries of future NCP areas within the Clayton area. While the OCP Amendment and Rezoning By-laws for both the proposed 73-unit townhouse development (Application No. 7906-0351-00) and the care facility (Application No. 7906-0103-00) have received Third Reading, it would be appropriate to include both of the project sites within the study area for this NCP for the purposes of comprehensive planning.

The proposed West Clayton NCP area covers 258 hectares (638 acres). It includes, as noted above, the properties subject to Applications No. 7906-0351-00 and No. 7906-0103-00, but excludes the Clayton Crossing shopping centre site. The East Clayton NCP area, including the two NCP extension areas, covers 300 hectares (741 acres). The remaining area in Clayton to the east of 188 Street and north of the East Clayton NCP extension contains 282 hectares (697 acres).

The West Clayton NCP area is characterized by a rural ambiance containing large lots ranging from one acre to about 10 acres in size. The area is predominantly zoned One-Acre Residential (RA) and primarily used for residential purposes, except the area north of 78 Avenue, which is mostly zoned General Agriculture (A-1) and is used for agricultural activities. The proposed NCP area contains several forest blocks and some Class B (yellow-coded) creeks. The land slopes towards the ALR edge ranging from a gentle slope of 4% to 6% to a steeper slope of about 13% closer to the ALR.

Timing of the Proposed West Clayton NCP

In 1996, prior to the preparation of the Clayton GLUP, an Environmental Study and a Master Drainage Plan Study were initiated. These studies were completed in 1997 and 1998, respectively. The Clayton GLUP was approved in 1999. Both the Environmental and Master Drainage Plan studies are more than 10 years old and, therefore, require updating prior to preparing the West Clayton NCP. Also, since these studies were completed, the City has made a commitment to preparing Integrated Stormwater Management Plans (ISMPs) under the Metro Vancouver's Liquid Waste Management Plan. While an ISMP does not need to be completed ahead of land use planning, having such a plan will assist in defining objectives for the protection and management of watersheds for consideration at the time of land use planning. Further, the City has adopted the Sustainability Charter and is close to completing an Ecosystem Management Study, both of which should now be considered in the preparation of ISMPs and NCPs.

The Engineering Department has prepared a Terms of Reference for the Clayton ISMP, including an environmental review. The contract for the study is expected to be awarded in the spring of 2010. The ISMP will be a comprehensive plan for the Clayton watershed which will cover the Clayton area outside of East Clayton. It will provide recommendations for land use planning in consideration of stormwater engineering, flood and erosion protection and environmental protection objectives. It is anticipated that the first phase of the ISMP will be completed by the early fall of this year and completion of the full project will occur by early 2011.

As the ISMP gets underway, staff recommends undertaking a survey of the property owners in the West Clayton NCP area to determine the level of support for the preparation of an NCP. Upon completion of the survey, staff will prepare a Corporate Report to advise Council of the survey results and, if there is sufficient support for the preparation of an NCP, will submit a Terms of Reference for the West Clayton NCP for Council's consideration and approval. Upon Council's approval of the Terms of Reference, staff will commence the NCP planning process concurrently with work on the ISMP with the anticipated completion of Stage 1 of the NCP process by the end of 2011.

CONCLUSION

Based on the above discussion, it is recommended that Council instruct staff to conduct a survey of the owners of the properties within and around the West Clayton area as described in this report, including the property owners who signed the petition that was received by Council on September 14, 2009, to determine the level of support for the preparation of an NCP for the West Clayton area and further direct staff to provide a report to Council on the results of the survey and, subject to sufficient support being demonstrated through the survey process, with a Terms of Reference for the preparation of an NCP for the West Clayton area.

Original signed by
Jean Lamontagne
General Manager,
Planning and Development

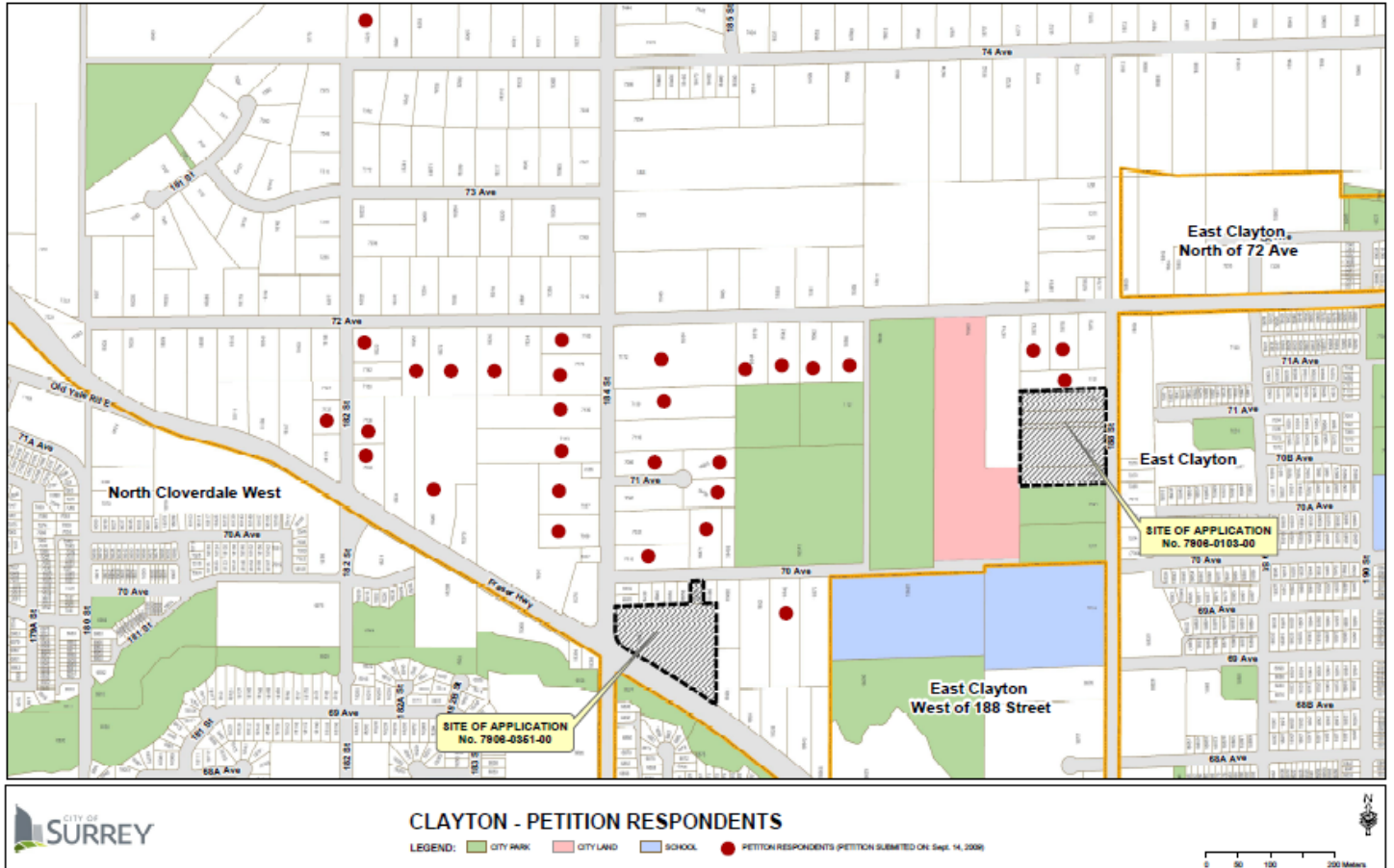
Original signed by
Vincent Lalonde, P.Eng.
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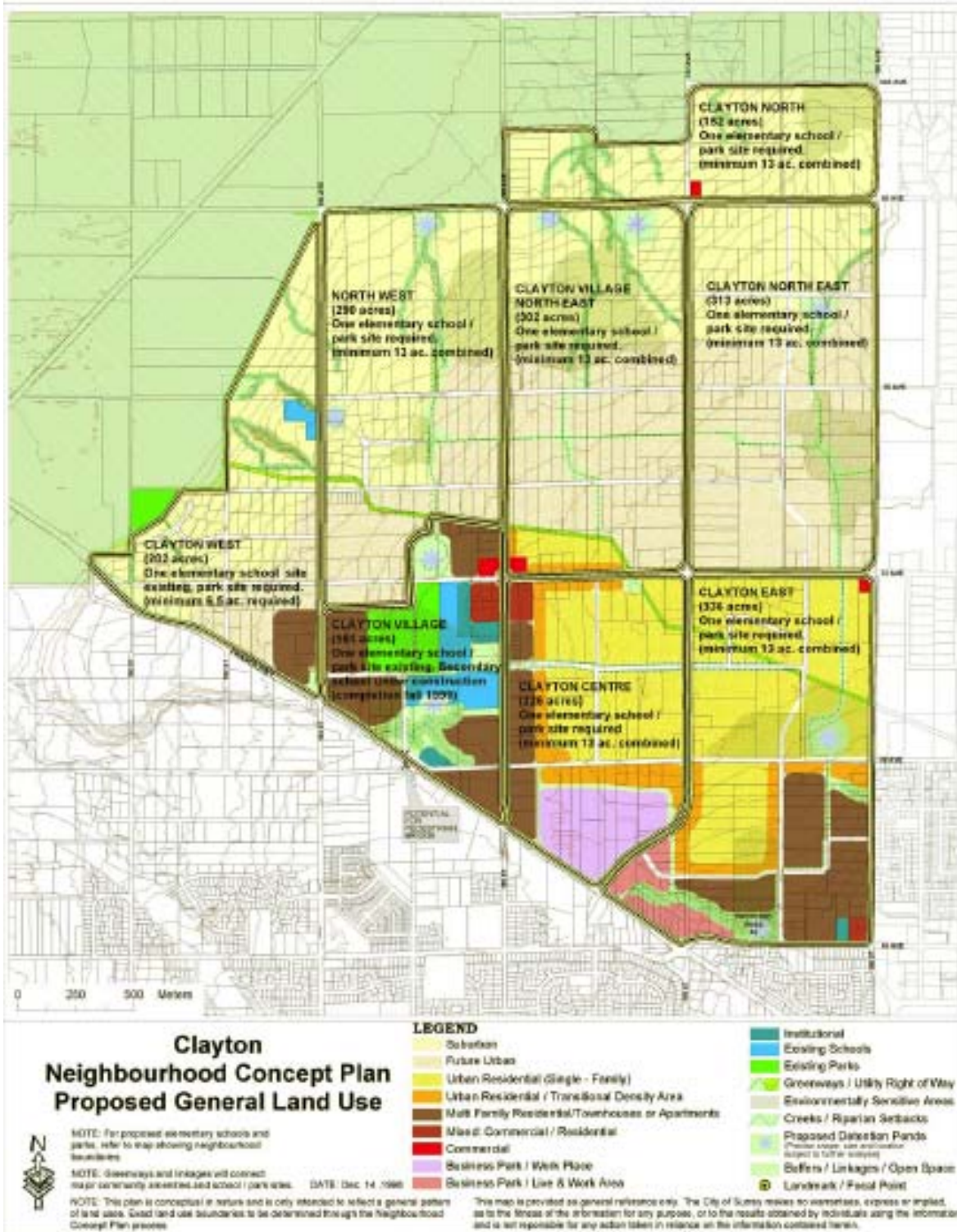
Attachments:

- Appendix I Location of the Properties on the Petition submitted on September 14, 2009
- Appendix II Clayton General Land Use Plan: Neighbourhood Boundaries
- Appendix III Clayton General Land Use Plan and Existing, Proposed and Future NCP Areas

Locations of the Properties on the Petition Submitted on September 12, 2009



Clayton General Land Use Plan - Neighbourhood Boundaries



Clayton General Land Use Plan and Existing, Proposed and Future NCP Areas

