

NO: R253

COUNCIL DATE: **DECEMBER 16, 2013**

REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **December 16, 2013**

FROM: **General Manager, Planning and Development
General Manager, Engineering**

FILE: **6520-20 (East Clayton)**

SUBJECT: **East Clayton "Transit-Oriented Area" Land Use Concept**

RECOMMENDATION

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

1. Receive this report as information; and
2. Authorize staff to engage in a community consultation process, as generally described in this report, related to the draft East Clayton Transit-Oriented Area Land Use Concept that is illustrated in Appendix I attached to this report.

INTENT

The purpose of this report is to seek authorization to proceed with community consultation on a Transit-Oriented Area ("TOA") Land Use Concept for a portion of the East Clayton NCP that is currently designated for Business Park uses.

The objective of the East Clayton TOA Land Use Concept process is to produce a land use and transportation plan to guide future transit-oriented development within the subject study area that will integrate fully with future rapid transit facilities on Fraser Highway and create a high quality, sustainable mixed-use centre for East Clayton.

BACKGROUND

In March 2003, Council approved the East Clayton Neighbourhood Concept Plan ("NCP") (Corporate Report No. C006;2003) that was grounded in principles of sustainable community development. The NCP was prepared by a City project team in consultation with property owners, government agencies, utility companies, representatives of the land development industry and the public.

A key objective of the NCP was to encourage the integration of employment and residential uses within in the East Clayton neighbourhood; consequently, a 14-hectare (35-acre) area was designated "Business Park" in close proximity to residential neighbourhoods in East Clayton.

Building and Development in East Clayton

In the 10 years since the East Clayton NCP was approved, the area has seen significant development and growth and the NCP area is nearly built out. The neighbourhood includes a diversity of housing types, mixed-use retail/office developments, live/work areas, two elementary schools, neighbourhood commercial nodes and parks.

Despite the above, there has been limited development interest in the lands designated as "Business Park", notwithstanding a strong regional demand for such uses. Property owners in the area have expressed concern about the viability of the Business Park designation in this location. These landowners approached the City with a coordinated proposal to explore alternative development options for their properties. These options include mixed-use commercial/office and residential uses appropriate to and in support of the planned rapid transit corridor along Fraser Highway.

Planning Study for East Clayton Business Park Lands

To assess the viability of transit-oriented development in the East Clayton Business Park lands, the IBI Group was retained to facilitate workshops involving City staff, the owners of the Business Park lands and developer industry representatives. The workshops were held in April 2012.

In August 2012, the IBI Group submitted a report to the City entitled "East Clayton Transit-Oriented Village." This document outlined possible options for viable TOD in the study area, including strategies for the possible phasing of development as market demand related to rapid transit infrastructure grows over time.

On June 17, 2013, Council considered a Planning Report related to a development application for a portion of the study area. This application included a rezoning of the properties highlighted in Appendix II from One Acre Residential (RA) zoning to Business Park (IB) zoning and a subdivision of the lands to create development parcels and a road allowance for the completion of the 192 Street diversion north of Fraser Highway. This application is currently at Third Reading and the applicants have expressed interest in ultimately developing these lands that are within the study area in a manner that is consistent with an approved TOA Land Use Concept.

Building upon the IBI report, City staff consulted with area landowners over the past year to further refine the development options into a proposed draft TOA Land Use Concept and has assessed the servicing implications related to this concept. The draft Land Use Concept is illustrated in Appendix I attached to this report.

DISCUSSION

The land use and market conditions within and around the study area have changed significantly since the East Clayton NCP was approved in 2003. These land use and market changes, coupled with the area's proximity to the planned rapid transit station at Fraser Highway and 192 Street suggest that higher density transit-oriented mixed use development is viable in the study area, while retaining an emphasis on employment-generating land uses.

Context

The study area contains approximately 16 hectares (40 acres) and is bounded by 188 Street to the west, Fraser Highway to the south, the future 192 Street diversion to the east, and a residential laneway just south of 67 Avenue to the north, all as illustrated in Appendix II. The lands to the north are developed as a single-family residential neighbourhood. There is a commercial development (Clayton Crossing Shopping Centre) to the west across 188 Street. There are vacant lands and the riparian area of McLennan Creek to the east and a mix of townhouses and acreages to the south across Fraser Highway.

The majority of the study area is currently designated "Urban" in the Official Community Plan and "Business Park" in the East Clayton NCP. There are currently 14 privately-owned lots within the study area, with the majority of the properties being in the One-Acre Residential (RA) Zone. There is also one 0.23 hectare (0.58 acre) lot at the northeast end of the study area fronting 192 Street, which is zoned "Business Park" (IB), and one triangular remnant sliver parcel zoned for "Comprehensive Development" (CD). As noted above, several of the properties are the subject of a development application that calls for their rezoning to the Business Park (IB) Zone. This application is at Third Reading, and includes a proposed subdivision creating a number of development parcels and the dedication of land for the future 192 Street diversion north of Fraser Highway.

Draft Transit-Oriented Area (TOA) Land Use Concept

The draft TOA Land Use Concept, as illustrated in Appendix I is intended to provide a land use and transportation network plan to facilitate and guide the review of development applications and NCP amendments for future mixed use and transit-oriented development in this area. The Land Use concept assumes a rapid transit station at the intersection of Fraser Highway and the 192 Street Diversion, consistent with the Surrey Rapid Transit Study.

The draft TOA Land Use Concept is based on the following planning principles:

- Locating the highest density of development along Fraser Highway in close proximity to the planned rapid transit station;
- Maintaining the same employment levels for the study area as were expected under the existing East Clayton NCP;
- Encouraging mixed-use development with an emphasis on employment uses (i.e., office and retail uses);
- Developing a finer-grained, grid-based block street pattern to distribute traffic and encourage walking and cycling connections, including convenient pedestrian access to transit;
- Requiring on-site best management practices for stormwater management to reduce runoff volumes;
- Requiring a high level of urban design, with an emphasis on active facades related to commercial, mixed use and residential buildings facing public streets;

- Incorporating a central neighbourhood park into the development;
- Incorporating opportunities for place-making and public art in key locations; and
- Ensuring an appropriate and sensitive interface with lower-density residential neighbourhoods adjacent to the study area.

Transportation

With the proposed changes to the land uses and densities in the Concept Plan area, additional road connections are necessary. As illustrated in Appendix I, a finer grained, grid-based block street pattern has been established within the Concept Plan which will integrate with the adjacent road network to provide multi-modal connectivity between the Concept Plan area and the surrounding neighbourhoods. A connection to the 192 Street Diversion between 66 Avenue and Fraser Highway is also provided as part of the plan. The road network will provide convenient and direct walking access to both existing transit on Fraser Highway and the future rapid transit station.

All roads within the Concept Plan area will have sidewalks on both sides, with planted boulevards and on-street parking. The Concept Plan area will also include greenways along Fraser Highway and along the 192 Street Diversion.

Water Servicing

The City's existing water system has sufficient capacity to support the land uses as proposed in the East Clayton NCP area, in the surrounding NCP areas and in the area covered by the East Clayton TOA Land Use Concept, which is the subject of this report.

Sanitary Sewer Servicing

A review of the City's existing sanitary sewer system was completed and verified by a third party external engineering consultant. The existing sanitary sewer system does not have sufficient capacity to support the continued growth in the East Clayton NCP area, surrounding NCP areas, the Aloha Estates Infill Area Concept (approved by Council on October 28, 2013) and the area covered by the East Clayton TOA Land Use Concept.

Staff has estimated that the development of the East Clayton TOA Land Use Concept requires the construction of approximately \$1.4M in sanitary sewer infrastructure upgrades on its own. Staff has also estimated that the development of the Aloha Estates Infill Area Concept Plan requires approximately \$1.3M in sanitary sewer infrastructure upgrades on its own. However, if upgrades to serve both areas occur together approximately \$1.9M of sanitary sewer infrastructure upgrades (the "upgrades") are required.

Development cost charge ("DCC") revenues for sanitary sewers from the development of East Clayton TOA Land Use Concept Plan are estimated at \$1.8M. Of the \$1.8M, approximately \$0.3M is required to fund an already established DCC Frontender Agreement, which leaves \$1.5M available to fund the upgrades referenced above. DCC revenues for sanitary sewers from the development of the Aloha Estates Infill Area Concept Plan are estimated at \$0.8M. As such, there is a total of \$2.3M in DCC revenues available for sanitary sewer works from the subject areas

of East Clayton, which is sufficient to fund all of the upgrades necessary to support development in both Aloha Estates and the TOA area. Staff will work with the developers in each of the areas to coordinate these sewer works.

Stormwater Servicing

The City's existing stormwater management system does not have sufficient capacity to support continued growth in the East Clayton NCP area, surrounding NCP areas and the development of the East Clayton TOA Land Use Concept Plan. The owners of the land in TOA area will be required to develop a stormwater servicing strategy that meets the goals and objectives of the stormwater management plan originally developed as part of the East Clayton NCP. Along with a stormwater servicing strategy a related financial strategy will need to be developed.

Proposed Neighbourhood Consultation

The draft East Clayton TOA Land Use Concept Plan has been prepared by City staff with input from property owners in the study area. To this point, no input has been sought from the residents and businesses in surrounding areas or the general public. As such, a public consultation process is proposed to allow opportunities for such input. This public input will be used to refine the land use concept, where appropriate, prior to forwarding the final draft TOA to Council for consideration of approval.

It is proposed that the public engagement process include the following:

- A Public Open House to present the planning principles and the draft TOA Land Use Concept to interested individuals and to seek input for use in refining the plan. Residents within 100 metres of the study area will be invited to attend the public open house. Advertisements will also be placed in the local newspaper;
- Workshops will be held with community and neighbourhood groups and associations, including, but not limited to, the Cloverdale Community Association, the East Clayton Residents Association, and the Cloverdale Chamber of Commerce;
- A survey will be posted on the City's website and online engagement through "City Speaks" focused on residents of East Clayton and other adjacent areas in greater Cloverdale; and
- If necessary, a second public open house will be held in February 2014, depending on the input to the draft Land Use Concept Plan that is received through the above steps.

Timing and Further Actions

It is anticipated that neighbourhood consultation and subsequent refinements to the draft TOA Land Use Concept will be substantially complete and ready for presentation to Council by the spring of 2014. The above-referenced public open house is planned for January 2014.

SUSTAINABILITY CONSIDERATIONS

The recommendations of this report, if adopted, will assist the City in achieving a number of the principles and action items identified in the Surrey Sustainability Charter, including, but not limited to:

- *SC9 – ensuring that adequate, appropriate and affordable housing is available in areas well served by transit;*
- *SC12 – planning for demographic change;*
- *SC13 – creating an accessible public realm;*
- *EC2 – promoting local economic vitality and job creation;*
- *EC7 – encouraging sustainable building and development practices;*
- *EC9 – encouraging high quality urban design and development;*
- *EC11 – ensuring that there are ample, quality jobs available locally;*
- *EC16 – supporting increased transit service and transportation infrastructure improvements;*
- *EN9 – supporting sustainable land use planning practices;*
- *EN13 – enhancing the public realm; and*
- *EN15 – increasing sustainable transportation options.*

CONCLUSION

Based on the above discussion, it is recommended that Council authorize staff to engage in a community consultation process, as generally described in this report, related to the draft East Clayton Transit-Oriented Area Land Use Concept that is illustrated in Appendix I attached to this report.

Original signed by
Jean Lamontagne
General Manager,
Planning and Development

Original signed by
Vincent Lalonde, P.Eng.
General Manager, Engineering

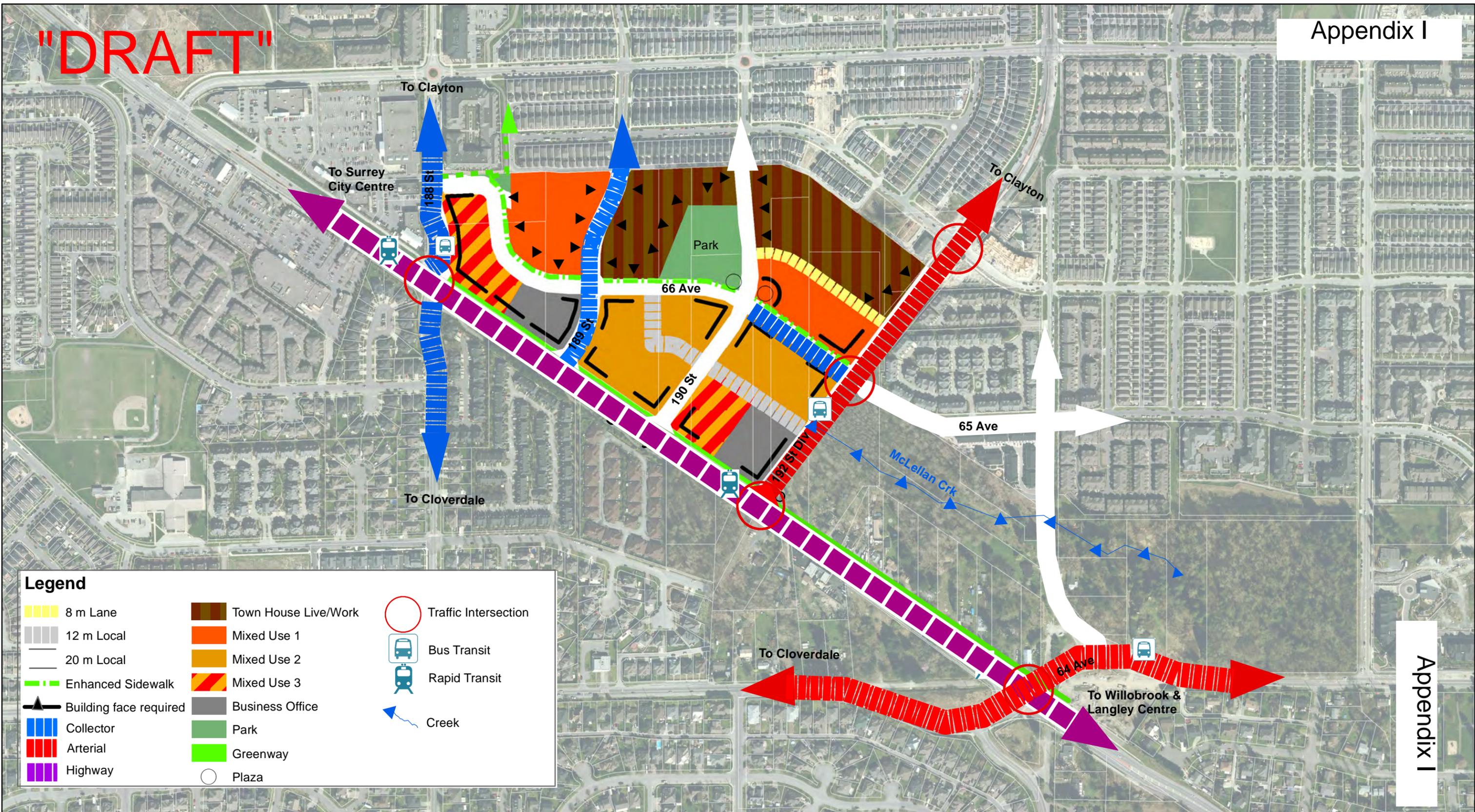
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Attachments:

Appendix I Draft East Clayton Transit-Oriented Area Land Use Concept

Appendix II East Clayton Transit-Oriented Area Study Area

"DRAFT"



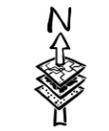
Legend

- 8 m Lane
- 12 m Local
- 20 m Local
- Enhanced Sidewalk
- Building face required
- Collector
- Arterial
- Highway
- Town House Live/Work
- Mixed Use 1
- Mixed Use 2
- Mixed Use 3
- Business Office
- Park
- Greenway
- Plaza
- Traffic Intersection
- Bus Transit
- Rapid Transit
- Creek

Appendix I

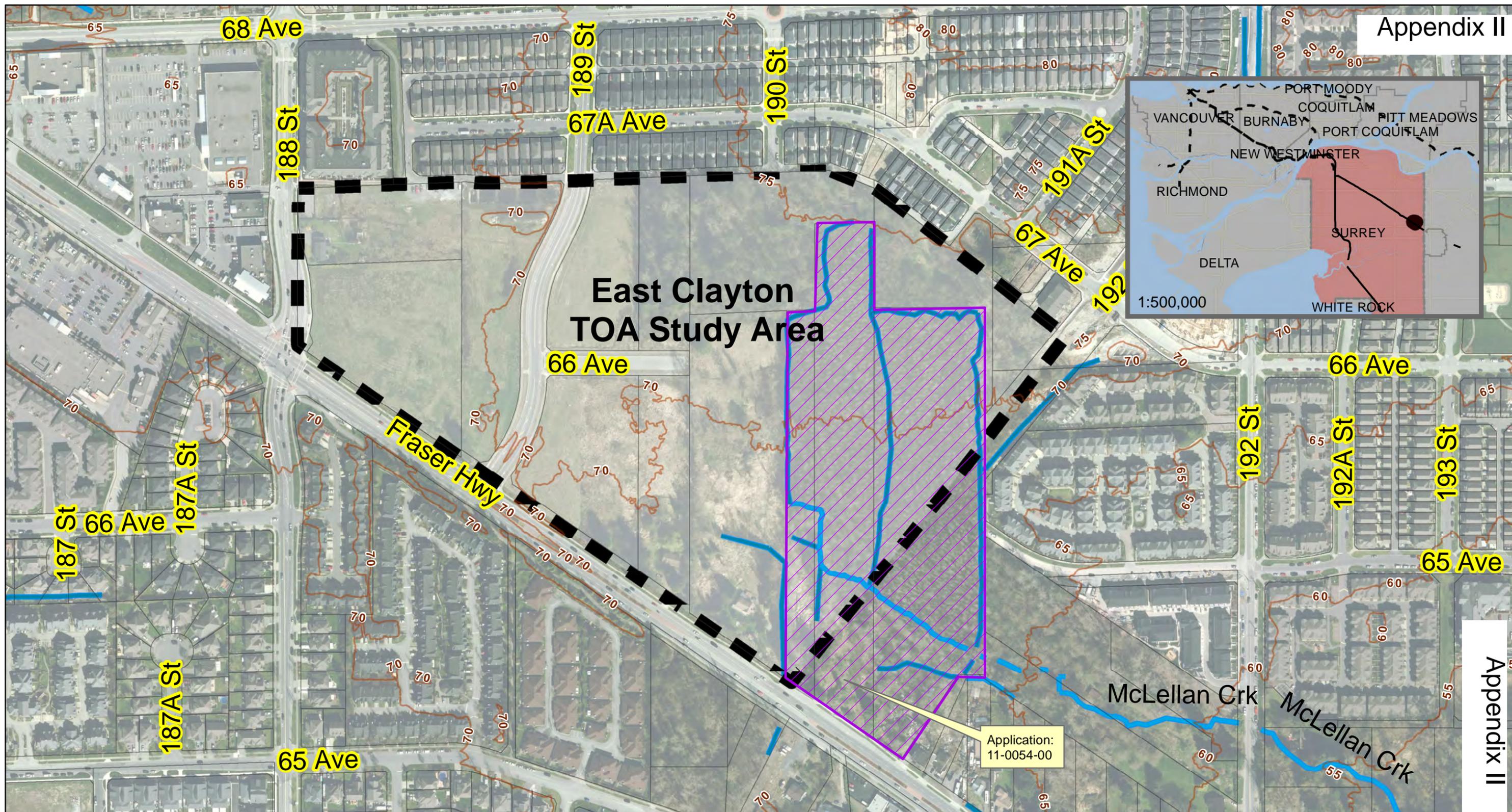
East Clayton "Transit Oriented Area" Land Use Concept

Land Use	Height		Amount of Uses			
	Min Height	Max Height	Min Office Required	Min Commercial (Retail/Office) Required	Max Commercial/Retail/Office Permitted	Max Residential Permitted
Mixed Use: Level 1	1 - 2 Story	4 Story		1st Story	4 Story	3 Story (Up to 75%)
Mixed Use: Level 2	2 Story	6 Story		2 Story	6 Story	4 Story (Up to 66%)
Mixed Use: Level 3	3 Story	8 Story	2 Story	3 Story	8 Story	5 Story (Up to 63%)
Business Office	3 Story	8 Story	3 Story	3 Story	8 Story	5 Story (Up to 63%)
Residential Townhouse (Live/Work)	2 Story	3-4 Story	30% Live-Work Space Ground Floor	Grade Level Retail/Office Space	1 Story	N/A



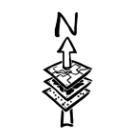
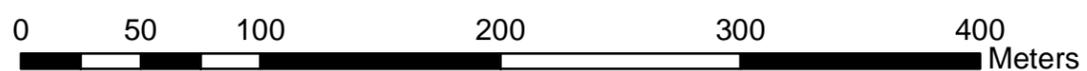
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East Clayton
 "Transit Oriented Area"
 Land Use Concept Area

- Legend**
- Existing Lot Lines
 - Concept Plan Boundary
 - Contours - 5 metre



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