

NO: R259

COUNCIL DATE: December 18, 2017

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **December 14, 2017**

FROM: **General Manager, Planning & Development** FILE: **6520-20**
(Sunnyside Heights NCP)

SUBJECT: **Status of Sunnyside Heights Neighbourhood Concept Plan Review**

RECOMMENDATION

The Planning & Development Department recommends that Council:

1. Receive this report as information;
2. Approve proposed amendments to a portion of the Sunnyside Heights Neighbourhood Concept Plan, as shown in Appendix "I," and
3. Allow in-stream applications that meet the revised plan to proceed for Council consideration of First and Second Reading, and scheduling of a Public Hearing.

INTENT

The intent of this report is to provide Council with a status update of the ongoing efforts to secure a second elementary school site within the Sunnyside Heights Neighbourhood Concept Plan (NCP) area, and to obtain Council's approval to amend the southern portion of the Sunnyside Heights NCP.

BACKGROUND

On June 12, 2017, Corporate Report No. R129; 2017, provided Council with an update on the buildout of the Sunnyside Heights NCP and the implications for elementary school capacities. The report identified the need for a second elementary school to serve the Sunnyside Heights NCP as well as surrounding areas, and recommended that Council withhold consideration of development applications that require an amendment of the Sunnyside Heights NCP for up to six months while a preferred location for an additional elementary school in the NCP area was identified and incorporated into a revised NCP for Council's approval.

Council approved the requested moratorium on Sunnyside Heights NCP amendments and initiated a six month NCP review process to ensure sufficient time for the School District No. 36 Surrey ("School District") to work with the City, land owners, and developers to secure a second elementary school site in the area.

DISCUSSION

Identification of Potential Elementary School Sites

Over the past eight months, consultation has taken place with City staff, School District staff, and land developers in the Grandview Heights area to help identify potential elementary school sites for Sunnyside Heights, an area where 63% of the NCP area is either developed or sites are under application. Criteria for the ideal second school site would be 6-acres (net) in size, be centrally located, not adjacent to arterial roads or hydro powerlines, priced appropriately and on relatively flat land.

While the process to find potential sites has been challenging, due primarily to a shortage of acceptable sites and rising land costs, several possible school sites have been identified within and adjacent to the NCP area. At this stage, School District staff has eliminated peripheral sites from consideration, narrowing their search to more centrally located parcels. The School District needs to conduct further analysis of these sites in order to finalize the preferred site and prepare a project development report to negotiate a project agreement prior to acquisition. Sites under consideration have not been identified in this report, in order to allow the School District the opportunity to initiate agreements and options on potential sites.

During the review process, it was recognized that a more comprehensive review of school needs in the entire Grandview Area was required. As a result, the School District is continuing to explore additional potential sites, and is in the process of securing a consultant to assist with its acquisition efforts. The comprehensive review will establish a long range strategy to guide current and future site acquisition efforts. To this end, City staff have provided additional data and analysis pertaining to future development yields and estimated timing of development within South Surrey.

Although significant progress has been made with regard to identifying potential elementary schools sites, this change in focus from a single site to a more comprehensive land acquisition strategy, combined with the need for Ministry of Education approval of the School District's 2018/19 Five Year Capital Plan, has resulted in a longer timeline than was originally outlined in the June 12, 2017 Corporate Report. The School District is targeting to finalize a second school site to serve Sunnyside Heights to be identified by spring of 2018. As a result, Council may wish to continue to hold applications until the final elementary school site is identified in the spring of 2018; however, given the Ministry of Education's awareness of enrollment pressures, and analysis of potential school sites to-date, School District staff are targeting to finalize the site selection process by spring 2018.

Land Use Plan Review

As a result of a number of pending NCP Amendment applications in the Sunnyside Heights NCP, a comprehensive land use designation review was also conducted, as part of the elementary school review for the Sunnyside Heights NCP. Recent market trends are showing a growing demand for affordable family housing options, and this has been reflected in the build out of the Grandview Heights area as developers in areas originally identified for "Suburban" development are requesting NCP Amendments for "Urban" sized lots.

The School District indicated that the area to the south of 16 Avenue was not ideal for a second elementary school due to the major roadway crossing and its relative distance from the core of the

intended service area as compared with other potential sites. Since the School District was not actively interested in an elementary school site south of 16 Avenue, concurrent with the school site review, City staff initiated a planning process to review infrastructure capacity, road network, and amenity needs for the urban densities proposed for the southern portion of the NCP (Appendix “II”).

Elements of the Land Use Review

City staff reviewed the sewer, streets, and drainage infrastructure, as well as parkland needs that would result from higher development densities in the area. Other considerations included standards and regulations adopted since the original NCP approval, such as wildlife corridors identified as part of the Green Infrastructure Network (GIN) in the Biodiversity Conservation Strategy (BCS) adopted in 2014, and agricultural land buffering standards adjacent to Agricultural Reserve (ALR) lands, adopted in the City’s 2014 Official Community Plan (OCP) update. The review included the following considerations:

Transportation

A more robust and connected street network would be required to support higher density development within the area south of 16 Avenue. This includes an additional public street, between 15 Avenue and 16 Avenue, to provide internal access to the subject area, and a westward street connection to future 166A Street, south of 16 Avenue. A future signalized intersection at 166A Street and 16 Avenue will allow full traffic movement.

Drainage

Drainage corridors along the south side of new lots (north sides of new public streets) would be required to support additional impervious surfaces resulting from higher development density, and to protect the sensitive Fergus Creek water quality.

Sanitary Sewer

Sewer service capacities have recently been expanded to the area via a pump station at the southern tip of the NCP. This infrastructure was funded by developers, and includes adequate capacity to service higher residential densities in the subject area.

Parkland

Urban densities trigger the need to provide additional parkland to support new residential development and accommodate playgrounds and sports fields. While the study area is situated adjacent to Fergus Watershed Biodiversity Preserve, this space is designated as a nature preserve, and will offer only limited opportunities for active recreation in the form of walking trails.

ALR Buffer

Current OCP Development Permit standards for ALR buffering require either a 10-metre wide landscaped buffer, or a 7.5 to 12-metre undulating buffer and additional 5-metre building setback from the buffer. In cases where a road separates single family lots from the ALR, a minimum 37.5-metre setback from the building face to the ALR is required.

Consultation with Agricultural and Food Security Advisory Committee (AFSAC) about urban densities at the south end of the plan indicated that there were no concerns with the proposed densities; however, the committee recommended that the landscape buffer should be dedicated as City land, rather than being secured through a restrictive covenant on private property, in order to prevent illegal removal of the buffer at a later date.

BCS Corridor

After the Sunnyside Heights NCP was finalized in 2010, Surrey's BCS identified a wildlife corridor along 168 Street to minimize barriers to wildlife movement between the Fergus Watershed Biodiversity Preserve and Redwood Park habitat hubs. This corridor's target width is 50 metres to provide a naturalized forested corridor that maximizes the preservation of an existing hedgerow and mature trees along 168 Street.

Full property acquisition of most lots along 168 Street would be needed to secure a 50-metre wide corridor due to lot depths. Over two-thirds of the property frontage along 168 Street has lots with depths of approximately 50 metres; the remaining frontage is made up of two lots that are between 75 and 80 metres deep, and one of those is encumbered by a Hydro right-of-way at the rear.

Staff examined financing options for corridor land acquisition by looking at approaches in other areas. In some NCPs, staff is exploring options, such as a BCS levy or Special Area Development Cost Charges (DCCs), to fund land acquisition for BCS corridors and hubs. A similar land acquisition charge for Sunnyside Heights would be challenging to implement at this point because 63% of the NCP area is already either built-out or under application. Furthermore, any financing strategy introduced at this stage could only be charged to the remaining undeveloped properties to fund the entire cost of land acquisition.

Since funding full property acquisition for the BCS is not financially feasible through Sunnyside Heights NCP funding contributions, and without a city-wide BCS land acquisition policy, staff explored an approach where the corridor could be achieved through redevelopment. It was determined that a 20-metre wide corridor could be achieved if densities along 168 Street were increased in exchange for the provision of a wildlife corridor (which could also serve as an ALR buffer).

Land Use Options

Three land use options were developed as part of the review process: a single family suburban density version, a single family medium density version, and a medium density single family and townhouse option.

- **Option A: Suburban Density Land Use**

This option preserved the existing Suburban designations, and introduced a new street to provide access to accommodate development of new suburban lots in the middle portion of the subject area. This option included updates to reflect newly acquired parkland, the sewer pump station, and a land use designation change from Suburban to Urban at the northern edge of the area. This option is illustrated in Appendix "III."

- **Option B: Medium Density Option**

This option introduced medium density 10-15 units per acre (u.p.a.) along the 16 Avenue corridor, transitioning the density down to 6-10 u.p.a. to the south. Along 168 Street, an 8 u.p.a. segment with a 10-metre buffer and 5-metre setback area was proposed across from the ALR, in keeping with current OCP Development Permit standards for lands adjacent to the ALR. This option is illustrated in Appendix “IV.”

- **Option C: Townhouse Option**

This option was the highest density option presented, and was similar to Option B, with the exception of a higher density (15-25 u.p.a.) corridor along the north and south side of 16 Avenue and a 10 u.p.a. townhouse option for parcels to the south of 15 Avenue, to allow for design flexibility for Hydro right-of-way encumbrance, subject to cooperation between the two property owners on these sites. This option is illustrated in Appendix “V.”

Stakeholder Engagement

On October 2 2017, staff hosted a stakeholder engagement meeting to present the three above-noted land use options for review and comment by key stakeholders. Follow up meetings and a formal survey was provided to collect feedback.

There were 19 survey respondents, the majority selected Option B (9 responses; 47%) as their preferred land use option, followed by Option C (5 responses; 26%). Three respondents (16%) indicated support for both Options B and C. Two respondents (11%) want to see the “Suburban” land use designation remain, citing traffic congestion and other infrastructure capacity concerns.

As part of the feedback on the above-noted options, a landowner along 16 Avenue requested consideration of a small neighbourhood commercial designation for a portion of his property since this property is located along 16 Avenue, and adjacent to mixed employment land use designations in the Highway 99 Corridor Plan.

Preferred Land Use Option

In response to stakeholder feedback, staff developed a fourth land use alternative (Option D; Appendix “I”). Option D is based on Option B, and incorporates the following changes:

Residential Uses

- 10-15 u.p.a. density designation along the the 16 Avenue corridor, and west side of 168 Street. This designation will allow small lot single family houses, row houses and duplexes (similar to Single Family Residential (10) [RF-10] Zone, Semi-Detached Residential (RF-SD) Zone, and Single Family Residential (13) [RF-13] Zone), and will be served by rear lane access. Lots along 168 Street may need to be created with a Comprehensive Development (CD) Zone, in order to accommodate the dedication of a 15-metre landscaped buffer.
- 6-10 u.p.a. density designation along the north edge of the plan update area, and also in the interior southwest portion of the plan area. This designation will allow for small lot single family type houses (similar to Single Family Residential (13) [RF-13] Zone and Single Family Residential [RF] Zone).

Neighbourhood Commercial

- Addition of a small neighbourhood commercial designation at the southeast side of the future intersection of 16 Avenue and 166A Street. This commercial designation is intended to serve the local needs of the neighbourhood. The lot is encumbered by the Hydro right-of-way, and it is intended that the commercial building will be located on the triangle portion on the north east part of the lot, and that parking may be accommodated on the southeast portion of the lot.
- The centre portion of the lot will accommodate a north-south road (166A Street) from which the commercial use will receive access. The western portion of the site will need to be consolidated with the property to the west as part of the Highway 99 Corridor Plan development.

Neighbourhood Park

- A neighbourhood park south of the future 15A Avenue is proposed to provide active amenities for future residents. In addition to the neighbourhood park proposed here, the adjacent lands under the Hydro right-of-way and within the Highway 99 Corridor Local Area Plan are also identified as parkland to provide sufficient area for a dog off-leash area.
- Although the Fergus Watershed Biodiversity Preserve is adjacent to the amendment area, it is primarily intended for habitat and riparian area protection, as opposed to active uses. This neighbourhood off-leash area will serve local residents and reduce the pressure on the adjacent Fergus Watershed Biodiversity Preserve, where dogs are not permitted either on- or off-leash, due to the Council-adopted Fergus Watershed Biodiversity Preserve Management Plan.

Trails

- The Grandview Ridge Trail runs along the north side of 16 Avenue. This portion forms the southern, part of the larger Grandview Ridge Network that runs north-south through the NCP area.
- A 3-metre wide multi-use pathway (MUP) runs along the west side of 168 Street (see Appendix “VI” for location of MUP within buffer).

Buffers

- A dual purpose ALR and BCS 20-metre wide corridor along 168 Street is proposed, provided through a 15-metre dedication for buffer combined with a MUP from the road dedication requirements. Approximately 16-17 metres of the 20-metre cross-section will be planted and 3 metres will be used for a MUP (see Appendix “VI” for cross section);
- A 5-metre landscaped buffer will be required along the east property line of the neighbourhood commercial designation.

Next Steps

City staff will continue to work with the School District to narrow down potential sites for the second elementary school. Once the school site is finalized, City staff will prepare a report to Council to show the preferred elementary school location and associated land use changes. It is anticipated that the final site selection will be finalized by spring of 2018.

SUSTAINABILITY CONSIDERATIONS

The proposed Sunnyside Heights NCP amendments will assist or maintain in achieving the following Desired Outcomes (DO) of the City's Sustainability Charter 2.0:

Built Environment and Neighbourhoods

DO6: Land is used efficiently and sensitively, and development minimizes the impacts on the natural environment, viewsapes, agricultural land and urban wildlife.

Ecosystems

DO1: Parks, natural areas, urban forests and habitat corridors are interconnected throughout Surrey and the region, creating healthy places for people and wildlife.

DO11: Surrey's Green Infrastructure Network is an essential and integrated component of the City's infrastructure, providing essential ecosystem services as well as places for recreation, conservation and rejuvenation.

Infrastructure

DO2: Infrastructure systems provide safe, reliable and affordable services.

DO3: Infrastructure systems are designed to protect human health, preserve environmental integrity, and be adaptable to climate change impacts.

CONCLUSION

As a result of a number of pending NCP Amendment applications in the Sunnyside Heights NCP, a comprehensive review was undertaken to identify a second elementary school site and to evaluate and update land use designations triggered by NCP Amendment applications and changes to school capacity. The process was anticipated to take six months.

City staff initiated a planning process to review infrastructure capacity, road network, and amenity needs for the urban densities proposed at the southern portion of the NCP. After developing three land use options, and receiving feedback from key stakeholders, a preferred option land use option is proposed.

Although significant progress has been made with regard to identifying potential elementary schools sites, a more comprehensive land acquisition strategy for schools in Grandview, combined with the need for Ministry of Education approval of the School District's 2018/19 Five Year Capital Plan, has resulted in a longer timeline than was originally outlined. The School District is targeting to finalize a second school site to serve Sunnyside Heights to be identified by spring of 2018.

Council may wish to continue to hold applications until the final elementary school site is identified in the spring of 2018; however, given the Ministry of Education's awareness of

enrollment pressures, and analysis of potential school sites to-date, School District staff are targeting to finalize the site selection process by spring 2018.

Based on the above discussion it is recommended that Council:

- Receive this report as information;
- Approve proposed amendments to a portion of the Sunnyside Heights Neighbourhood Concept Plan, as shown in Appendix “I;” and
- Allow in-stream applications that meet the revised plan to proceed for Council consideration of First and Second Reading, and scheduling of a Public Hearing.

Original signed by

Jean Lamontagne

General Manager, Planning & Development

Appendix “I” Proposed Land Use (Option D) - Southern Portion of Sunnyside Heights NCP

Appendix “II” Sunnyside Heights NCP Amendment Area Map

Appendix “III” Option A: Suburban Densities

Appendix “IV” Option B: Medium Density Single Family

Appendix “V” Option C: Single Family and Townhouse

Appendix “VI” 168 Street Buffer (south of 16 Avenue)

SM/PH/ss

Proposed Land Use (Option D) - Southern Portion of Sunnyside Heights NCP



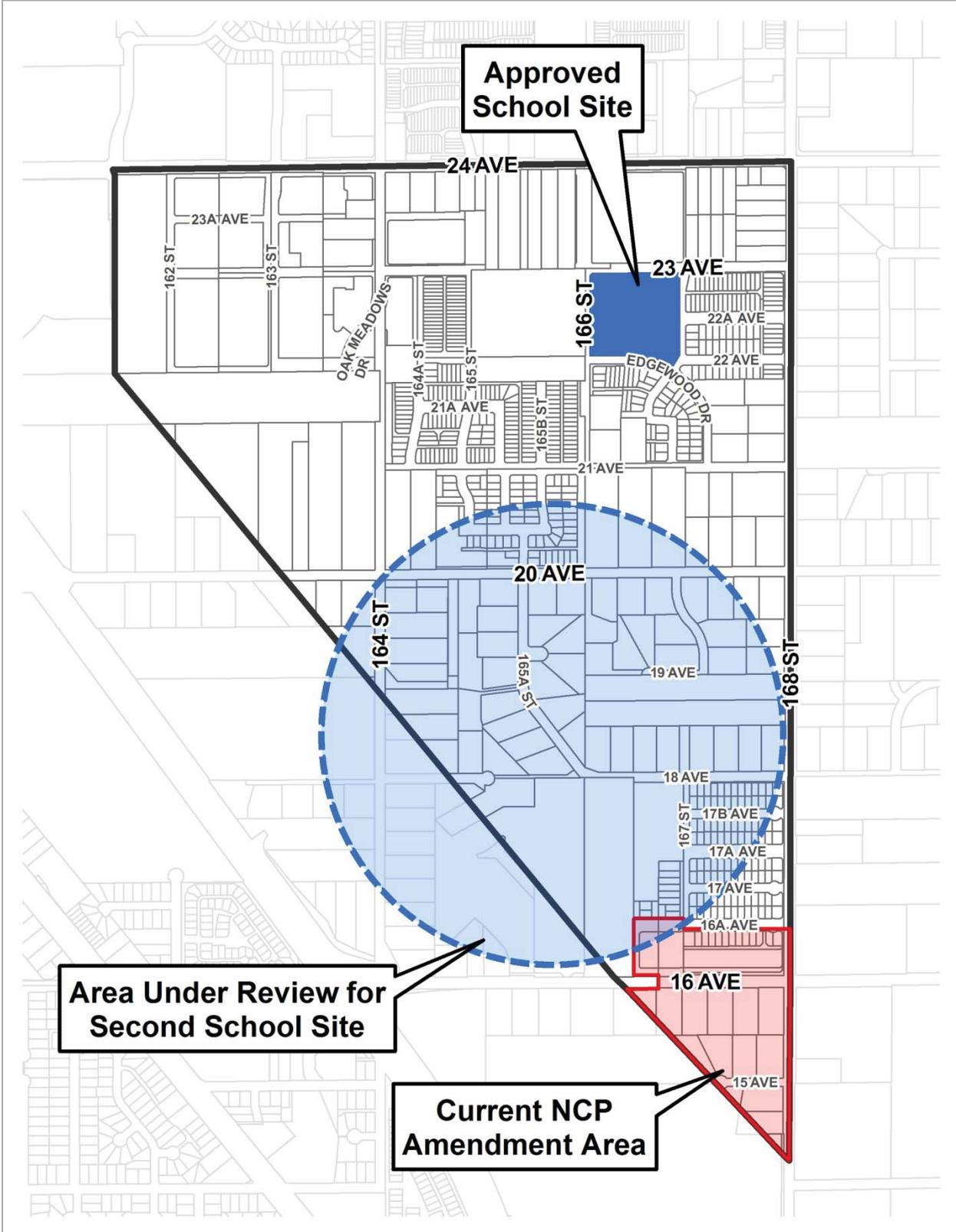
**MEDIUM DENSITY RESIDENTIAL OPTION D
GRANDVIEW HEIGHTS NCP AREA #2 (SUNNYSIDE HEIGHTS)**

CITY OF SURREY - PLANNING & DEVELOPMENT DEPARTMENT



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Sunnyside Heights NCP Amendment Area Map



168 Street Buffer (South of 16 Avenue)

