



# **Corporate** NO: C426

# **Report** COUNCIL DATE: June 1, 1999

## **COUNCIL-IN-COMMITTEE**

**TO: Mayor & Council**    **DATE: May 20, 1999**

**FROM: General Manager, Planning & Development**    **FILE: 2350-009**

**SUBJECT: South Newton Neighbourhood Concept Plan  
Stage 2 Report**

## **RECOMMENDATION**

The Planning & Development Department recommends that Council:

1. Approve the final and complete Neighbourhood Concept Plan for South Newton (Development Concept Component in Appendix VIII);
2. Approve the arrangements, terms and conditions specified in the South Newton Neighbourhood Concept Plan - Development Concept Component as a means of managing the development and general provision of amenities and facilities for the South Newton area; and
3. Authorize staff to draft an amendment to the Zoning By-law 1993, No. 12000, as amended, to include an amenity contribution provision based upon the density bonus concept for the South Newton Neighbourhood Concept Plan and infill areas.

## **INTENT**

The intent of this report is to provide an overview of the Neighbourhood Concept Plan for South Newton including a summary of:

1. the planning process;
2. the major components of the Plan;
3. outstanding public concerns;
4. an analysis of the amenity requirements for this Neighbourhood Concept Plan area; and

## 5. implementation measures.

## BACKGROUND

Council, on March 4, 1997 gave approval in principle to the proposed Land Use Concept Plan for South Newton (Stage 1 Neighbourhood Concept Plan) (Appendix I) and authorized staff to commence the Stage 2 detailed planning of the NCP identifying the type, size, location and densities of specific land uses, road hierarchy and alignments based on the Stage 1 Land Use Concept Plan. Council also authorized staff to prepare a comprehensive financial plan and to resolve outstanding land use issues as part of the Stage 2 planning.

It is noted that a report from the Manager, Utilities and Construction, Engineering Department on the detailed servicing, funding and phasing plan is to be considered in conjunction with this report.

## DISCUSSION

The South Newton Neighbourhood Concept Plan area comprises approximately 485 hectares (1,200 acres) of land and is generally bounded by King George Highway to the west, Highway No. 10 to the south, 152 Street to the east, and 64 Avenue and Hyland Creek to the north. The Plan Area is characterized by small acreages but also includes a number of established suburban and urban subdivisions. It includes a number of significant environmental features including Archibald and Hyland Creeks and groves of mature trees. There are approximately 450 developable properties in South Newton.

The current population of South Newton is approximately 2,000 persons in approximately 685 housing units.

### **Overview of the Physical Component of the Neighbourhood Concept Plan (Appendix II)**

The South Newton Neighbourhood Concept Plan area is designated Urban in the Official Community Plan. The Official Community Plan contains land use strategies and policies on the development of new urban neighbourhoods, the building of complete communities, protection of natural areas, and provision of parks and recreational facilities. These strategies and policies have provided the policy framework for the South Newton Neighbourhood Concept Plan. The Official Community Plan also contains guidelines and requirements for the preparation and content of Neighbourhood Concept Plans for Surrey's emerging urban areas. The Neighbourhood Concept Plan for South Newton complies with the relevant policies of the Official Community Plan.

The proposed Land Use Plan for South Newton features four residential neighbourhoods generally located north and south of 60 Avenue, and east and west of 144 Street, and builds upon the existing community nodes of the Surrey Public Market site at King George Highway and 64 Avenue, Michael's Market at 64 Avenue and 152 Street, Panorama Village at 152 Street and Highway No. 10, and the City Hall/Government Centre at Highway No. 10 and 144 Street.

The highest residential densities are proposed in the form of apartments along Panorama Drive in Panorama Village and along King George Highway south of 62 Avenue. Corridors of higher density in the form of townhouses are also proposed along 64 Avenue and 144 Street. Small (compact) single family lots with rear lane access are provided along 60 Avenue.

Small neighbourhood-commercial-residential centres are provided on 60 Avenue at 148 Street and 62 Avenue west of 142 Street. These neighbourhood centres are intended to provide focal points for the neighbouring residential areas.

A concentration of apartments, townhouses, mixed commercial-residential, and office park uses are organized around a large park site and the City Hall/Government centre. The office park provides a centrally located employment centre and is an extension of the neighbouring City Hall office uses.

Areas containing creeks and ravines are preserved as open spaces in accordance with Ministry of Environment & Parks and Department of Fisheries & Oceans' Guidelines.

Three new joint elementary school/park sites are proposed.

Based on the proposed Land Use Plan, it is estimated that the South Newton Neighbourhood Concept Plan area will accommodate approximately 6,200 new housing units with an estimated population of 17,434 persons at build-out. While single family residential will be the predominant land use in this new urban neighbourhood, the Neighbourhood Concept Plan provides for a significant amount of multiple residential housing in the form of townhouses (Appendix III).

## **Public Consultation**

The planning process for the Stage 2 Land Use Plan followed the extensive public consultation process of the Stage 1 Land Use Concept Plan planning process. A public open house was held on June 24, 1998 to present a more detailed land use plan, as well as the engineering servicing, development phasing and financing plans. A second public open house was held on March 3, 1999 to present revised plans incorporating comments received at the earlier open house. In addition, staff met on numerous occasions with various groups and individuals to resolve local concerns.

As well, the South Newton Citizens' Advisory Committee (CAC) continued in their role of bringing local knowledge and facilitating local discussion and communication. The CAC met on six occasions to discuss, review and provide feedback on the proposed Stage 2 Land Use Plan, engineering plan, development phasing and financial strategies. At its last meeting on February 3, 1999, a clear majority of CAC members (7 out of 10 members or 70%) expressed support of the proposed Stage 2 Land Use Plan. Of those CAC members not fully supporting the Plan, one has a specific concern over a storm water detention pond proposed on his property. Another has a concern over the urban direction of the Neighbourhood Concept Plan and would like to see more land designated as open space and tree preservation areas. The third CAC member not fully supporting the Plan has concerns over the loss of developable land related to detention ponds and creek setback areas.

Feedback received from the March 3, 1999 open house indicates that the majority of South Newton property owners support the Stage 2 NCP for submission to City Council for approval. Seventy-two property owners submitted comment sheets with 44 or 61% supporting the proposed Stage 2 NCP, 25 or 35% not supporting the NCP, and 3 or 4% undecided. While the percentage of support indicated in the comments sheets may be less than other NCPs approved, a closer review of those who do not support the Plan indicates that their non-support relates to single issues related to their property. The following is a summary of their reasons:

- 9 are concerned that a creek located on the east side of 148 Street north of 60 Avenue has little or no environmental significance and should not be shown as a watercourse in the Land Use Plan.
- 3 are concerned over the location and size of proposed detention ponds.
- 1 is concerned over the proposed phasing strategy.
- 9 have site specific concerns related to maximizing the development potential of their individual properties.

- 5 are concerned that the densities proposed in the Land Use Plan are too high and that the Plan does not include sufficient green space.

These concerns are addressed in greater detail in this report under “Outstanding Public Concerns”.

## **Resolution of Outstanding Land Use Issues Identified in the Stage 1 Report**

The Stage 1 Neighbourhood Concept Plan Corporate Report identified a number of outstanding land use issues which were to be further analyzed and resolved during the Stage 2 planning process. These issues have been resolved as follows:

### ***1. Higher Densities Along 152 Street South of Michael's Market***

The Stage 1 Land Use Concept Plan proposed townhouses (up to 15 units per acre) along 152 Street south of Michael's Market. The owners of property fronting 152 Street between Michael's Market and 62 Avenue expressed concern that these properties are better suited for garden apartments. They argued that higher density garden apartments would better support the existing commercial centre, and together with Sullivan Park on the east side of 152 Street, would create a more significant node at this location. They further argued that 152 Street is an arterial road, as well as a transit route.

Staff have further evaluated this request and the Land Use Plan has been revised to show stacked townhouses (up to 25 units per acre) in conjunction with conventional townhouses (up to 15 units per acre) at this location. This modification provides for more variety of housing types in South Newton, builds upon the existing commercial node at 64 Avenue and 152 Street, while at the same time provides an appropriate interface with Sullivan Park and the existing Suburban area on the east side of 152 Street. The owners of property directly affected by this modification have agreed to the stacked townhouse solution.

### ***2. Single Family Small Lots On 138 Street South of 64 Avenue***

The Stage 1 Land Use Concept Plan designated the east side of 138 Street south of 64 Avenue as townhouses. In response to concerns that the development of townhouses would require assembly by a developer, and that specific properties may have subdivision potential on their own, Planning & Development agreed that single family lots provided a reasonable alternative for this block. There are two existing single family subdivisions on the west side of 138 Street, as well as a strip of single family on the east side of 138 Street between 64 and 62 Avenues. More recently, comments were received at the last public open house favouring single family over townhouses along this block.

In light of the existing single family uses along this block, together with the desire of local property owners to maintain the existing single family character, the Stage 2 Land Use Plan has been revised to show single family small lots along this block.

### ***3. Mixed Commercial-Residential at the North-East Corner of 64 Avenue and 144 Street***

The northeast corner of 64 Avenue and 144 Street was proposed as townhouses in the Stage 1 Land Use Concept. In response to suggestions from the owner of 6418 - 144 Street, the Stage 1 report indicated that commercial or mixed commercial-residential would be further explored as part of the Stage 2 analysis.

While townhouses remain the preferred land use at this location, the Stage 2 Land Use Plan indicates Mixed Commercial-Residential as an alternate land use option for this corner. This corner is located at the intersection of two arterial roads and is bounded by Hyland Creek to the north. The Sullivan Industrial Park is located to the east on 64 Avenue. There is an opportunity to create in this enclave, a comprehensive residential-commercial mixed use centre. The development of this enclave, however, will require consolidation or coordination of all the properties at this location up to Hyland Creek to the north and the future detention pond to the east.

#### ***4. Open Space Buffer Between Suburban and Proposed Single Family Small Lots, 58 Avenue Between 140 and 142 Streets***

The Stage 1 Land Use Concept Plan proposed a landscape buffer strip between the exiting half-acre subdivision to the south of 58 Avenue between King George Highway and 142 Street and the proposed single family area north of 58 Avenue. In order to minimize the City's maintenance cost of the buffer strip, this buffer will be incorporated into the lots created adjacent to the half-acre area. This arrangement is similar to other buffer areas in other urban/suburban interface areas. The deletion of the landscape buffer from the Land Use Plan is supported by the affected property owners in this area.

#### **Modifications to the Stage 1 Land Use Concept Plan**

While the proposed Stage 2 Land Use Plan is similar to the approved Stage 1 Land Use Concept Plan, it introduces a number of minor changes to reflect localized conditions and constraints and public input received through the Stage 2 planning process. These changes are generally intended to provide better interfaces between different land uses; to better respond to site conditions and neighbourhood context; to provide a wider range of housing choices; and to better respond to existing patterns of subdivision and road layouts. These changes are largely supported by the public and are summarized in Appendix IV.

#### **Outstanding Public Concerns**

While the majority of the concerns raised through the public consultation process for the South Newton Neighbourhood Concept Plan have been resolved, there are a number of concerns which this NCP has attempted to address but not able to satisfy all the affected property owners. The major unresolved issue is the size and location of a number of proposed detention ponds. This issue is dealt with in the Engineering Department's companion Corporate Report on engineering servicing, financing and development phasing. Other outstanding planning-related issues are as follows:

##### ***1. Maintaining the existing suburban character of South Newton***

A number of local residents remain concerned over the urban densities proposed in this Neighbourhood Concept Plan and feel that the Plan does not go far enough in preserving the existing natural environment of this area. In response to this concern, it is noted that South Newton is designated Urban in the Official Community Plan. Policy A-2.1 of the Official Community Plan promotes complete development in planned urban areas and strives to allocate land use and development opportunities to achieve full and efficient utilization of designated Urban areas, infrastructure services and public amenities, and to provide a broad range of residential and commercial development options. Within this Urban framework, however, the Neighbourhood Concept Plan for South Newton requires riparian setbacks/leave strips from all watercourses in accordance with Ministry of Environment and Department of Fisheries & Oceans guidelines. Moreover, efforts will be made to incorporate significant stands of trees into future development proposals.

## 2. *Location of Creeks*

A number of property owners have expressed concern that the watercourse located on the east side of 148 Street north of 60 Avenue has little or no environmental significance and should not be shown as a watercourse in the Land Use Plan. This creek is identified in the environmental inventory for South Newton prepared by Environwest Environmental Consultants. This creek may be reassessed if the proponents, through their environmental consultants and with the input of the Ministry of Environment and Department of Fisheries & Oceans, can clearly demonstrate that it is not environmentally significant.

In a similar vein, the owner of property located at 14482 - 60 Avenue has suggested that the creek located on the east side of 144 Street at 60 Avenue is further west than shown on the Land Use Plan. The location of this creek is based on existing information contained within the City's data base. The exact location of the creek needs to be verified by further field work and a legal survey. This work can be undertaken by the proponent as part of a future development application.

## 3. *Alignment of 62 Avenue east of 144 Street*

The proposed alignment of 62 Avenue east of 144 Street has been criticized by the owner of two properties on 150 Street as inequitable because it is located between his two properties. This road alignment has been established in the context of the entire South Newton NCP area and is based on the following criteria:

- It generally aligns with the existing 62 Avenue right-of-way on the west side of 144 Street;
- It is halfway between 60 and 64 Avenues;
- It generally follows property lines and contours with a few exceptions;
- It fits into a hierarchy of road systems developed for the area; and
- It facilitates a pattern of land use established in the area.

Ideally, the alignment of 62 Avenue should be a continuous through connection between King George Highway to the west and 152 Street to the east. However, the land acquisition for the secondary school on 144 Street has required a number of curves in this road to match the existing alignment west of 144 Street. Moreover, the road is curved south, east of 150 Street to match a desired intersection with 152 Street.

In support of the concern over the proposed alignment of 62 Avenue, the owner has submitted an alternative road plan prepared by his consultant (Appendix V). While this alternative alignment may have some merits in a smaller area, it alters the land use pattern developed in the NCP that has been generally endorsed by the public and, in particular, the area between 150 Street and 152 Street.

Notwithstanding the above, it is possible to consider an alternate road alignment in the future subject to the proponent obtaining the support of neighbouring property owners affected by the scheme and demonstrating that the alternate alignment does not negatively impact the land use and engineering servicing plans, and the phasing and financial strategies developed for this NCP.

## 4. *Opening of 58 Avenue at King George Highway*

The Planning & Development Department is in receipt of a 22-name petition representing 16 properties in the existing subdivision south of 58 Avenue between City Hall and King George Highway, requesting that the unopened intersection of 58 Avenue at King George Highway not be opened as a right-in, right-out, as proposed in the NCP Land Use Plan. The main concern expressed by the residents is that the opening of this intersection will promote short-cutting through the neighbourhood to access City Hall by people not knowing the area.

The Engineering Department, together with the NCP engineering consultant, has reviewed this matter and are recommending that the right-in, right-out intersection be retained, as proposed. The right-in, right-out intersection is intended to relieve some pressure off the 60 Avenue intersection at King George Highway. Any potential short-cutting would only affect 140 Street between 58 Avenue and 60 Avenue. Should this become a problem, Engineering advises that traffic calming measures could be introduced.

## **5. *Property Specific Land Use Concerns***

A number of owners have expressed specific concerns pertaining to their individual properties and more specifically, that the proposed Land Use Plan does not maximize the future development potential and value of their properties. These individual concerns are summarized in Appendix VI.

### **Amenity Requirements**

To address the amenity needs associated with new growth in South Newton, new development will be required to make a monetary contribution toward the provision of new police and fire protection services, library materials, and the development of new parks, open space and pathways.

The monetary contributions toward police, fire and library materials will offset the capital costs of providing these services to the new development and are applied on a standardized basis in all of Surrey's Neighbourhood Concept Plan areas. The monetary contributions towards park, open space and pathway development are based upon an estimate of the capital costs of these improvements for the South Newton NCP area. The total cost is divided among the anticipated acreage and number of dwelling units to ensure an equitable contribution arrangement.

The park-related amenity contribution will go towards the development of the parks portion of three joint elementary school/park sites; the joint secondary school/park site; linear connections; and neighbourhood parks. The estimated cost of developing park-related amenities is approximately \$4,151,470.00.

The applicable amenity contributions (per acre or unit) and the estimated revenue the City can expect to receive from this NCP area is shown in Appendix VII.

## **Implementation of the South Newton Neighbourhood Concept Plan**

### **1. *Park Land Acquisition***

The proposed parks in the South Newton Neighbourhood Concept Plan are on the City's priority acquisition list. Development Cost Charge revenues for park land, as well as the 5% cash-in-lieu of park dedication (under the Municipal Act), provide funding sources for the acquisition of the proposed parks. The park land revenue and cost estimates indicate that this NCP will be financially self-sustaining as to the acquisition of land for future park sites.

## **2. *School Site Acquisition***

The NCP identifies the need for three new elementary school sites. Site "A", located on 150 Street north of 60 Avenue, is partially owned by the Surrey School District and is recommended for construction in 2003 in the School District's Five Year Capital Plan, 1999 - 2003. The acquisition of Sites "B" and "C", located on 58 Avenue at 148 Street and 142 Street north of 60 Avenue, respectively, are beyond this Five Year Capital Plan.

Funding for the acquisition of school sites is subject to the review and approval of the Ministry of Education. There are no financial commitments from the Ministry of Education at this time for any school-related expenditures.

However, Bill 35 (Education Statutes Amendment Act, 1998) received Third Reading on July 28, 1998 and the Province is in the process of preparing Regulations pertaining to this Bill. If enacted, Bill 35 will allow the School District to collect funds from new residential development for the purpose of acquiring school sites to accommodate new development. The school sites identified in the South Newton Neighbourhood Concept Plan will be part of the overall school site requirement established by the Surrey School District. It is anticipated that the Regulations will be enacted later in 1999.

## **3. *Zoning By-law Amendments***

An amendment to the Zoning By-law is required to implement the amenity contribution component of the Neighbourhood Concept Plan, and more specifically, to allow bonus densities in exchange for contributions towards the development of various neighbourhood amenities as identified in the NCP. An amendment by-law will be prepared and forwarded for consideration by Council subject to Council's direction.

## **CONCLUSION**

The South Newton Neighbourhood Concept Plan responds to the planning objectives identified by the community and establishes land uses, densities and a development concept that are in conformity with the Official Community Plan. It incorporates a comprehensive servicing, phasing and financial plan to ensure that the costs to service this new urban area can be funded by the NCP. The NCP also includes a strategy for funding various amenities required for South Newton. Prepared by a City project team in consultation with a Citizens' Advisory Committee, this NCP has received general support from the majority of property owners and the public.

Should Council approve the recommendations of the Manager, Utilities & Construction, of the Engineering Department with respect to servicing, phasing and financing, it is recommended that Council approve the final and complete South Newton Neighbourhood Concept Plan as the mechanism to manage the development and provision of amenities for this area. It is further recommended that staff be authorized to draft the necessary by-law amendments to implement the Plan.

Murray D. Dinwoodie

General Manager

Planning & Development Department

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APPENDICES

- I. Stage 1 Land Use Concept Plan
- II. Stage 2 Land Use Plan
- III. Land Use Statistics
- IV. Land Use Plan Modifications - Stage 1 to Stage 2
- V. Alternative Road Alignment Option for 62 Avenue
- VI. Property Specific Land Use Concerns
- VII. NCP Amenity Contributions
- VIII. South Newton Neighbourhood Concept Plan Development Concept Component

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