



The area that is the subject of the NCP Extension is located immediately to the west of 188 Street, adjacent to the approved East Clayton NCP, as illustrated in Appendix "B". It is generally bounded by the 70 Avenue alignment to the north, 188 Street to the east, 68 Avenue/Fraser Highway to the south and approximately 186 Street to the west. A recently approved commercial development is located to the south of the plan area, south of 68 Avenue. While the plan area is subject to the 1999 Clayton General Land Use Plan, an NCP has not yet been adopted to guide development and determine servicing and amenity requirements.

Much of the 18 hectare (45 acre) NCP area is occupied by the Clayton Heights Secondary School, North Creek and storm water detention facilities. Approximately 8 hectares (20 acres) are privately-held lands. Recently, interest has been expressed in the development of a 4 hectare (10 acre) parcel within this area for a residential project. Hope United Church, owner of the property in the southwest corner of the area, has also indicated interest in building a religious facility on their property.

Engineering studies have confirmed that the lands within the area fall within the same servicing catchment as the lands to the east of 188 Street in the East Clayton NCP and sufficient capacity is available to service the area. North Creek, stormwater detention facilities and the Clayton Heights Secondary School act to separate the area from the rest of the Clayton community, to the west. As such, it relates more to the area east of 188 Street and, therefore, forms a logical extension of the East Clayton NCP.

In September 2004, Council authorized the preparation of an NCP for the subject area and approved Terms of Reference for the planning and consultation process. Appendix "B" illustrates the subject area in the context of the Clayton General Land Use Plan and East Clayton NCP. Given the relatively small area, well defined boundaries, established land uses on most of the properties, well established planning parameters set by the Clayton General Land Use Plan and East Clayton NCP and the small number of private properties, the Stage 1 (Land Use Plan) and Stage 2 (development policies, servicing plans and amenity requirements) have been consolidated into this one report.

## **DISCUSSION**

# **Planning Context**

The plan area is designated Suburban in the OCP. The Clayton General Land Use Plan designates the existing school (Clayton Heights Secondary School), detention pond, buffers/linkages/open space and creeks/riparian setbacks. A storm water detention pond is constructed within the NCP Extension area and the City is in the process of acquiring additional land for construction of an addition to the pond. The area that contains the pond will also be developed to function as a public recreational amenity area with trails and landscaping. The Clayton Plan designates the area bounded by North Creek, 188 Street and 68 Avenue is as Multi Family Residential and the remaining area to the west of North Creek is designated Institutional. Current land uses in the area include suburban residential and low intensity agricultural uses and a plant nursery. Clayton Park High School and East Clayton Elementary School are located in the northerly part of the plan area.

The Clayton General Land Use Plan shows 68 Avenue connecting to 184 Street to the north of Fraser Highway, via 186 Street and 70 Avenue, to link the East Clayton area with the area west of 188 Street. A pedestrian overpass across Fraser Highway at 186 Street is also proposed in the Clayton General Land Use Plan.

### **Planning Process and Public Consultation**

In September 2004, Council authorized the preparation of the NCP Extension and approved the Terms of Reference for the planning process. This process was recommended as a result of requests by landowners in the area who were interested in developing their land and who had submitted a development application to the City.

Consultation between the applicants, their consultants, School District staff, City staff and staff of other relevant agencies took place between October and December of last year. Consultation with other property owners in the plan area was undertaken in November 2004.

A public open house was held on December 8, 2004 to present a draft land use plan and servicing concept and to receive comments from the public. Consultation with property owners and other stakeholders has been ongoing in relation to the resolution of specific issues.

Approximately 42 people attended the December 8, 2004 open house and 11 completed questionnaires were returned. Ten of the 11 respondents have properties outside the plan area. Four of the respondents supported the draft plan while seven indicated concerns. An analysis of the comments revealed that opposition was not due to concerns about the draft plan itself, but was related to more general issues such as loss of trees and green spaces as a result of development, the pace of development and concern that upgrading of roads and services is not keeping up with development. Concerns were also expressed over the amount of high-density residential and commercial development in the area and possible impacts on drainage and wildlife.

Concerns that were more specific to the proposed NCP Extension included the need for more green space, desire for a mix of housing other than townhouses on 188 Street and for buffering between the commercial development to the south of 68 Avenue and the residential area north of 68 Avenue. The land use plan, as proposed in this report, addresses these issues, as follows:

- To address the concern regarding the provision of green space, the plan includes a significant protected riparian area along North Creek, two greenways (as extensions of 69 Avenue and 68A Avenue) and a storm water detention facility, which will be developed to allow the land around the detention pond to be used as public open space.
- To address the concern regarding providing a mix of housing in the plan area, the preliminary plan of development, as prepared by the landowners for a 10-acre site fronting 188 Street within the plan area, was displayed at the open house. It showed townhouses on 188 Street with a proposed density in the range of 22 to 45 units per acre to reflect the townhouses on the east side of 188 Street and also illustrated apartment buildings to the south of the townhouses within the same development, which will achieve a mix of housing types within the same development.
- The proposed apartment buildings, as referenced above, also act to provide a suitable transition/buffer between the commercial development to the south of 68 Avenue and the family-oriented townhouse development to the north.

Hope United Church, the owner of the property located immediately north of Fraser Highway and west of North Creek, identified concerns about the potential loss of land to creek protection, trails and road dedication, access to their site from 68 Avenue and concern about potential vandalism and liability arising from the proposed public access trails along the creek riparian area.

The protection of the creek riparian area is a requirement of the DFO. The potential impact from road dedication and trails on the developable area of the site should be relatively minor. The issue of access to the site from 68 Avenue and liability concerns from public trails can be addressed at the time of a development application for the site. The Church has been advised that the trails will be designed with due consideration to CPTED principles. Similar trails and greenways elsewhere in the City are being used extensively and have had a positive impact on the areas in which they are located.

## **Guiding Principles for the Plan**

As an extension of the East Clayton NCP, the land use pattern and development framework of this NCP are intended to reflect the sustainable development principles of the East Clayton NCP. These principles and how they are addressed by this NCP are discussed below:

#### Principle No. 1

*Conserve land and energy by designing compact walkable neighbourhoods. This will encourage pedestrian activities where basic services (e.g. schools, parks, transit, shops, etc.) are within a five to six-minute walk of their homes.*

Schools, parks, bus service on Fraser Highway and the recently-approved commercial development to the south of 68 Avenue are located within a walking distance of the future homes within the plan area. The pedestrian and road networks, which are extensions of the pattern established in the East Clayton NCP, will enhance pedestrian connections.

#### Principle No. 2

*Provide different dwelling types (a mix of housing types, including a broad range of densities from single-family homes to apartment buildings) in the same neighbourhood and even on the same street.*

The 22-45 upa (High Density) residential designation for the developable land within the NCP will allow opportunities for a variety of multiple residential housing types, including row houses, townhouses and apartments. This will contribute to the housing mix in East Clayton.

#### Principle No. 3

*Communities are designed for people; therefore, all dwellings should present a friendly face to the street in order to promote social interaction.*

Future multiple residential units on 188 Street, 68 Avenue and 68A Avenue will be designed to be street-oriented with front entrances, porches, verandas and living rooms facing the streets to provide people-friendly streetscapes and promote social interaction.

#### Principle No. 4

*Ensure that car storage and services are handled at the rear of dwellings.*

Parking for the multiple residential developments will be provided at the rear from the interior of the sites or will be provided underground.

### Principle No. 5

*Provide an interconnected street network, in a grid or modified grid pattern, to ensure a variety of itineraries and to disperse traffic congestion; and provide public transit to connect East Clayton with the surrounding region.*

The street and pedestrian network of the East Clayton NCP extends across 188 Street into the NCP Extension area to provide a variety of routes for pedestrian and vehicle circulation.

### Principle No. 6

*Provide narrow streets shaded by rows of trees to save costs and to provide a greener, friendlier environment.*

Each of 68A Avenue, 68 Avenue and 188 Street will be constructed in keeping with the road standards of the East Clayton NCP, including requirements for tree planting. Trees will also be required along the internal roads of the multiple residential developments.

### Principle No. 7

*Preserve the natural environment and promote natural drainage systems (in which storm water is held on the surface and permitted to seep naturally into the ground).*

The on-site drainage of the future development sites will be designed in keeping with the drainage standards and policies of the East Clayton NCP. Also, the stormwater detention facility located within the NCP Extension area and the riparian protection area along North Creek will contribute to the natural drainage of the NCP Extension area and East Clayton neighbourhood.

## **Proposed Land Use Plan**

### Land Use

The proposed Land Use Plan for the Extension area, attached as Appendix "C", is consistent with the Clayton General Land Use Plan, providing for the development of multiple unit residential at a 22 to 45 units per acre (upa) density. The plan's policies provide for housing forms such as apartment buildings with a density of up to 70 units per acre adjacent to the proposed commercial development to the south, provided that the overall density within the residential designation remains at between 22 and 45 units per acre. The number of multiple residential units anticipated is approximately 280 units, at an average density of 30 upa. The build-out population of the NCP Extension area will be approximately 800.

The Institutional designation for the church-owned land to the west and south of North Creek, as shown in the Clayton General Land Use Plan, will accommodate the religious facility uses proposed for this site.

## Park, Open Space and Pedestrian Circulation

Existing recreational amenities in and adjacent to the area include the area around the storm water facility which will be designed to function as a public open space, playfields on the Clayton Heights Secondary School site and on Clayton Park. A greenway at the southerly edge of the Clayton Heights Secondary School property, as envisioned in the Clayton General Land Use Plan, will be retained in this plan.

The proposed NCP Land Use Plan provides for the extension of 68A Avenue to the west of 188 Street as a cul-de-sac with a pedestrian corridor leading to the west from the end of the cul-de-sac to the proposed trail network around the storm water detention facility. As this pedestrian amenity will be located on private property, a public right-of-way will be required. The pathway corridor and the greenway along the south side of the Clayton Heights Secondary School will provide a pedestrian circulation grid concept, which will contribute to the integration of the NCP Extension area with the East Clayton NCP. Pedestrian trails along the North Creek riparian area and stormwater facility, and the playfields on the school site, will link the plan area with Clayton Park. A proposed three metre wide pathway on the west side of 188 Street will provide a pedestrian/bicycle connection to the commercial development south of 68 Avenue and to the future commercial village centre at 72 Avenue and 188 Street, while a pathway on the north side of 68 Avenue will facilitate the pedestrian/bicycle connection to Fraser Highway.

The connection of 68 Avenue to 72 Avenue via 185B Street, as shown on the Clayton General Land Use Plan, has been deleted due to the need to connect 68 Avenue directly to Fraser Highway. This revised connection will serve the recently approved commercial development south of 68 Avenue. A proposed pedestrian overpass across Fraser Highway, which was shown in the Clayton General Land Use Plan, has been replaced by a signalized intersection at 68 Avenue.

## Schools

The plan area is within the catchment areas for the Clayton and East Clayton Elementary Schools and Clayton Heights Secondary School. The Surrey School District advises that the combined capacity of the two elementary schools, at present, is 240 students and the total enrolment is 256. By 2007, it is estimated that the combined enrolment at the two schools will increase to approximately 423 students, not including approximately 46 new students anticipated from the plan area. In 2008-2009, however, a new school is expected to open in East Clayton, which will relieve the overcrowding at the two existing schools.

The Clayton Heights Secondary School has a capacity for 1,000 students. Current enrolment is 1,127. The projected enrolment in 2007 is 1,313, not including the anticipated 23 students from the plan area. At present, a new secondary school site is approved for purchase and construction is proposed for 2008.

Development in the plan area will occur over the next few years as the residential units are built and occupied and some of the students will not arrive until after the new schools have opened. In the meantime, the students will need to be accommodated in the existing schools.

### **Amenity Requirements**

As is the case with all other NCPs in the City, to address the impact of new growth, monetary contributions will be required from new developments in this NCP Extension area towards the provision of police, fire protection and library services and development and enhancement of parkland. The park amenity contributions will be used towards the following:

- Development and improvement of pedestrian trails;
- Enhancement of the stormwater detention area for use as a public open space;
- Development of the east-west greenway along the south side of the Clayton Heights Secondary School site;
- Amenities in the future village centre at 72 Avenue and 188 Street; and
- Natural Area Management, as required.

The following table summarizes the proposed amenity contribution amounts and estimated revenues, at build-out, of the NCP Extension from these contributions. The draft amenity contribution amounts were prepared in 2004. The figures in the table below have been adjusted to 2005 dollars:

<b>East Clayton NCP Extension – West of 188 Street Proposed Amenity Contributions (in 2005 Dollars)</b>			
	<i>Residential Contribution Per Unit/Lot (Based on ±280 New Dwelling Units)</i>	<i>Non- residential Contribution Per Acre (Based on ±3.75 Acres)</i>	<i>Estimated Revenue at Build out (Approximate)</i>
Parks and Greenway	\$768.06	n/a	\$215,057
Library Materials	\$127.30	n/a	\$35,643
Police Protection	\$56.66	\$227.48	\$16,718
Fire Protection	\$245.63	\$982.84	\$72,461
<b>Total:</b>	\$1,197.65 per new unit/lot	\$1,210.32 per acre	\$339,879

### **Implementation of the NCP**

#### Amendments to the OCP

Implementation of this NCP Extension will require a redesignation from Suburban to Multiple Residential in the OCP. As has been the practice with other NCPs, this will be completed as part of the development application process on a site-by-site basis. At the time of development applications, a City-initiated amendment will be brought forward to redesignate the public lands within the plan area.

Figure 27 in the OCP, depicting the locations of approved secondary plans in the City, will need to be amended to recognize this NCP Extension. Proposed amendments to the OCP are documented in Appendix "D".

#### Zoning By-law Amendments

To implement the amenity contribution requirements, Schedules F and G of the Zoning By-law will need to be amended. These amendments are documented in Appendix "E".

## Form and Character of New Developments

The Development Permit Guidelines of the OCP will apply to new developments in the plan area and the policy guidelines related to the 22-45 upa (High Density) residential designation in the NCP Extension will supplement the OCP guidelines. The guidelines contained in the East Clayton NCP and considered relevant to this NCP will also apply.

## **Servicing and Financing**

Servicing and financing strategies, to allow reasonable implementation of the NCP Extension, are described in a separate Corporate Report from the Engineering Department, included on the same agenda as this report.

## **CONCLUSION**

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

1. Approve the final and complete East Clayton Neighbourhood Concept Plan Extension - West of 188 Street, as contained in Appendix "A" to this report, as a means of managing development and providing services, amenities and facilities in support of the development in this neighbourhood;
2. Instruct the City Clerk to introduce a by-law to amend the OCP By-law, as documented in Appendix "D", to add the East Clayton NCP Extension - West of 188 Street to Figure 27 entitled "Map Showing Recently Approved Secondary Plans";
3. Instruct the City Clerk to introduce a by-law to amend the Zoning By-law, as documented in Appendix "E", to require amenity contributions from development in the East Clayton NCP Extension – West of 188 Street area, based upon the density bonus concept; and
4. Authorize staff to amend the Clayton Local Area Plan (1999) on the basis of the approved final and complete East Clayton NCP Extension - West of 188 Street.

Murray Dinwoodie  
General Manager  
Planning and Development

BP/kms/saw

### Attachments:

Appendix "A" - Final and Complete NCP: East Clayton NCP Extension - West of 188 Street

Appendix "B" - Context Map - East Clayton NCP Extension, West of 188 Street

Appendix "C" - Proposed Land Use Plan - East Clayton NCP Extension, West of 188 Street

Appendix "D" - Proposed OCP By-law Amendment

Appendix "E" - Proposed Zoning By-law Amendments

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Appendix "A"

**Final and Complete NCP  
East Clayton NCP Extension – West of 188 Street**

Appendix "B"

Context Map

East Clayton NCP Extension – West of 188 Street

Appendix "C"

Proposed Land Use Plan

East Clayton NCP Extension – West of 188 Street



Appendix "D"

# **Proposed Amendment to Surrey Official Community Plan By-law, 1996, No.**

# 12900, as amended

1. Replace Figure 27, Map Showing Recently Approved Secondary Plans, in Division A, Part 5 of the Official Community Plan, with the following Figure.



Appendix "E"

Proposed Amendments to  
Surrey Zoning By-law, 1993, No. 12000, as amended

1. Amend Schedule F - Map of Neighbourhood Concept Plans and Infill Areas to add a new item 22, as shown below, following item 21.

**22. Area XXII**



2. Amend Schedule G - Amenity Requirements in Neighbourhood Concept Plan (NCP) and Infill Areas to add a new item 22, as described below, following item 21.

NCP and Infill Areas		Amenity	Contributions Per Dwelling Unit	Contributions For All Other Land Uses ,
22.	Area XXII on Schedule F of this By-law	Parks and Greenway	\$768.06	N/A
		Library Materials	\$127.30	N/A
		Fire Protection	\$245.63	\$982.84
		Police Protection	\$56.66	\$227.48
				per acre
		<i>Total Amenity Contributions (2005 Dollars) – Area XXII</i>	\$1,197.65	\$1,210.32 per acre