

NO: R083

COUNCIL DATE: April 23, 2018

REGULAR COUNCIL

TO: Mayor & Council **DATE: April 20, 2018**

FROM: General Manager, Planning & Development **FILE: 6520-20**
General Manager, Engineering **(North Clayton)**

SUBJECT: Background Studies and Terms of Reference for a Neighbourhood Concept Plan for North Clayton

RECOMMENDATION

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

1. Receive this report for information; and
2. Authorize staff to initiate background studies and to develop a Terms of Reference in preparation for a Stage 1 Neighbourhood Concept Plan for the North Clayton Neighbourhood area, as shown in Appendix "I".

INTENT

The intent of this report is to request Council authorization to initiate background studies and to develop a Terms of Reference for the preparation of a Neighbourhood Concept Plan (NCP) for North Clayton. If Council approves the recommendations in this report, staff will undertake background studies, and develop a Terms of Reference for Council's consideration prior to the beginning of the formal NCP process.

BACKGROUND

In 1999, Council approved the Clayton General Land Use Plan (Clayton GLUP) in response to development interest from landowners in the area. The Clayton GLUP includes approximately 842 hectares (2,080 acres) of land bounded by 196 Street (Surrey/Langley border) to the east, Fraser Highway to the south, and the Agricultural Land Reserve (ALR) to the west and north. The Clayton GLUP area is commonly referred to as Clayton Heights.

The Clayton GLUP envisions a complete community with a mixed-use pedestrian-oriented "village centre" at the intersection of 188 Street and 72 Avenue. Commercial and institutional community services are concentrated in the village centre. Decreasing residential densities radiate outward from the village centre toward the ALR boundary at the west and north edges of the plan area. When the Clayton GLUP was approved it was anticipated that supplementary NCPs would be developed to guide development in the area.

Two NCPs have been approved by Council since the Clayton GLUP was adopted. East Clayton NCP was approved in 2003, followed by two small area addenda in 2005, and West Clayton NCP was approved in 2015. Other updates within Clayton Heights include the Aloha Estates Infill Area Land Use Concept, approved in 2013, and the East Clayton Transit Oriented Area Land Use Concept, approved in 2014.

At the end of 2017, the Clayton GLUP area was approximately 39% built out. East Clayton NCP is nearing full build out (95%), while 18% of West Clayton NCP is currently under application. The North Clayton NCP is the last unplanned area within Clayton Heights, and holds approximately one third of the area's developable land.

In late 2017, the City received an NCP initiation petition for North Clayton. The petition area includes 258 hectares (640 acres) of land bounded by 188 Street, 74 Avenue, 196 Street, and 82A Avenue. Staff verified that the petition is valid and meets the threshold requirements for secondary plan initiation per *Surrey Official Community Plan Bylaw, 2013, No. 18020* ("the OCP"; Appendix "II").

DISCUSSION

The proposed North Clayton NCP area is currently rural in character. It is mainly comprised of one-acre to 10-acre lots with a mix of suburban and agricultural zones, with a single commercial parcel at the northeast corner of 80 Avenue and 192 Street. The Clayton GLUP designated parcels along both sides of 76 Avenue and 74 Avenue as "Future Urban". The remainder of the petition area is designated "Existing Suburban".

Land in the petition area slopes downward to its northern boundary where it abuts the ALR. Clayton Creek, South Latimer Creek, and a few unnamed tributaries are protected watercourses that flow northward into the ALR, where they drain into the Serpentine River. There are ecologically significant areas located throughout the NCP area, including a heavily forested Green Infrastructure Network (GIN) hub located east of 188 Street and north of 76 Avenue, and GIN corridors connecting surrounding habitat areas.

Housing Capacity and Demand

The Clayton GLUP initially projected a buildout of 30,000 to 35,000 new residents for Clayton Heights. Updated projections, based on the build out of East Clayton, have increased this number significantly to 75,000. Given recent trends toward smaller residential units and larger household sizes, and considering current OCP policies which support increased density to create compact and walkable neighbourhoods, this projection may further increase through the North Clayton NCP process.

Currently, East Clayton NCP is approximately 95% built out, and 18% of West Clayton NCP is under application. Given the rate of development in these areas, staff estimates substantial build out of these NCPs by 2028. Assuming development continues at the current pace, approval of the North Clayton NCP is estimated to extend the development capacity of Clayton Heights until approximately 2035.

Schools

The Clayton area is served by three elementary schools: Katzie, Hazelgrove and Clayton, as well as two secondary schools: Ecole Salish (opening September 2018) and Clayton Heights (Appendix “III”).

Build out of East Clayton has contributed to rapidly increasing enrollment in the area. Clayton Elementary is currently operating at 153% of design capacity and has five portables on site. Hazelgrove Elementary was built in 2009 and expanded in 2011 to add four classrooms. As of September 2017, Hazelgrove has 10 portables on site. Katzie Elementary was opened in the spring of 2014 to relieve pressure at Clayton Elementary and Hazelgrove Elementary, and has 12 portables on site. A current elementary school capacity shortage of 412 is projected to grow to 984 seats within five years if no additional capacity is added.

To meet increasing demand for enrolling space in this area, School District No. 36 Surrey (“the School District”) is currently in design and construction for two new 605-capacity elementary schools north of Katzie Elementary.

- Maddough Elementary, located on 76 Avenue and 194 Street, is targeted to open in September of 2019; and
- Regent Road Elementary, located on 76 Avenue and 188 Street, is targeted to open in September of 2020.

As part of the School District’s 2018/19 Capital Plan submission to the Ministry of Education, there is also a request for a 445 student capacity expansion to Clayton Elementary. The expansion is targeted to open in September 2024 to meet future growth in the community. This project has yet to be approved for capital funding by the Ministry of Education.

As a result of these planning projects, the School District is projecting a 220-seat elementary school capacity surplus from 2020 to 2029. After 2029, the above-mentioned addition to Clayton Elementary will be needed to meet enrollment demands. Additional elementary schools will be considered as part of the development of the North Clayton NCP.

At the secondary level, a new 1,500 capacity high school, Ecole Salish Secondary, is scheduled to open in September 2018. This new school will relieve enrollment pressure at Clayton Heights and Lord Tweedsmuir Secondary Schools. New boundaries have been established to divide the existing Clayton Heights Secondary into two catchments.

As part of the School District’s 2018/19 Capital Plan submission to the Ministry of Education, the School District is also requesting a 445 capacity addition to the existing Clayton Heights Secondary, which would open in September 2025 to meet future growth. This project has yet to be approved for capital funding by the Ministry of Education.

Student enrollment projections and resulting facility needs will be coordinated with School District staff through the NCP process to ensure that adequate school capacity is provided to meet the needs of new housing development.

Parks and Natural Areas

The proposed North Clayton NCP area has existing undeveloped parkland that serves to protect a significant forested area identified as a Biodiversity Conservation Strategy (BCS) hub. It is anticipated that the North Clayton NCP will expand parkland within the BCS hub and protect significant BCS corridors running through the North Clayton NCP area.

There is also existing undeveloped parkland north at 76 Avenue and 194 Street, adjacent to the future Maddough Elementary school, that will serve as a future neighbourhood park site. It is anticipated that new neighbourhood and community level parks will be designated within the North Clayton NCP, consistent with parkland provision ratios within the Parks, Recreation & Culture Strategic Plan, to provide future residents with opportunities for relaxation and play.

Given the amount of land identified as BCS corridors and hubs in the proposed North Clayton NCP, an area specific Development Cost Charge (DCC) will likely be required to fund acquisition and protection of these lands. This is in keeping with proposed approach to BCS land acquisition within the Redwood Heights and Grandview Heights #3 NCPs.

Utilities

There is currently no community sanitary sewer system in the North Clayton NCP area. Individual properties rely on on-site septic field systems for sewage treatment and disposal.

To service the North Clayton NCP area, the trunk sanitary sewer proposed for the adjacent West Clayton NCP area needs to be extended north-east and east, roughly following the base of the slope. The City's existing trunk sewer currently terminates near Fraser Highway and 177A Street. The City is awaiting a developer to front end the construction of the sanitary sewer across Fraser Highway and through the West Clayton NCP area. No developer has come forward at this time to undertake this work.

In addition to extending the future trunk sanitary sewer through West Clayton, upgrades to the North Cloverdale Lift Station (NCLS) at 68A Avenue and Highway 15 (including the addition of a third forcemain for the NCLS), and upgrades to the Cloverdale Trunk Sewer downstream of the NCLS, will be required.

Limited water infrastructure currently exists in the North Clayton NCP area, with many properties serviced by private ground water wells. The existing water infrastructure does not have sufficient capacity to support future development in the area. New feeder mains, distribution water mains, and pressure reducing station(s) will be required to support future development.

The North Clayton NCP area is within the South Latimer Creek/Clayton Creek watershed, which contains fish-bearing watercourses that drain north through agricultural lands to Latimer Creek, which in turn discharges to the Serpentine River. The eastern portion of the NCP area drains northeast to the Township of Langley via an unnamed Class A watercourse.

A detailed Integrated Stormwater Management Plan (ISMP) has been completed for this area; however, the ISMP relied on land uses as outlined in the OCP at the time. There is enough base information for the Stage 1 NCP to proceed; however, drainage requirements will need to be

updated to reflect changes in proposed land uses to ensure that future development in the area will maintain the health and integrity of the existing watercourses.

Detailed infrastructure servicing plans will be finalized in conjunction with development of the NCP and constructed concurrently with new development.

Transportation

Roadways within and around North Clayton area are currently built to a rural standard, and are not sufficient to meet the transportation demands that would accompany urban development. As part of the NCP planning process, a finer grid street network consistent with the Transportation Strategic Plan will be developed to address capacity, promote bicycle and pedestrian connectivity and enable future penetration of transit service.

The North Clayton road network will tie into adjacent road networks in Clayton Heights and Langley. Coordination with the Township of Langley staff will be critical to ensure the road network, specifically arterial and collector roads like 76 Avenue, 80 Avenue, and 196 Street, is consistent with Township of Langley's land use and transportation plans (Appendix "IV"). The road network will also take into account existing property lines, environmental protection, (e.g., trees, creeks, BCS corridors) and topography to ensure other City objectives and initiatives are considered.

With additional and substantial urban development within the Cloverdale area, liaison with Ministry of Transportation staff will also be critical to discuss timing of the 192 Street Interchange Improvements, which were identified in the Anniedale-Tynehead NCP.

It should be noted that Phase 2 of Surrey's Light Rail Transit (LRT) network abuts the southern edge of Clayton Heights. While the proposed NCP falls outside of the LRT's immediate service area, development near the Fraser Highway corridor will support the City's investment in LRT by increasing potential ridership.

There is no DCC funding currently in place for completion of arterial roads within North Clayton. Through development of the NCP, adequate funding to accelerate the City's ability to implement arterial improvements will need to be considered in order to avoid the on-going challenges faced in the East Clayton neighbourhood, in particular with 72 Avenue and 64 Avenue.

Financing

No projects in the City's 10-Year Servicing Plan or 10-Year Parkland Acquisition Program are included to support development or land acquisition in the proposed North Clayton NCP area. Infrastructure and servicing needs are developed in conjunction with the NCP land use planning process, and programmed following NCP adoption. New public infrastructure projects required to implement the North Clayton NCP may result in the adjustment of City-wide DCC rates, or the establishment of area specific DCC rates.

Planning Process

If Council approves the recommendations in this report, staff will initiate background studies including environmental, market and heritage studies, for the proposed NCP area. The costs of

preparing these background studies will be recovered through NCP surcharges on future development.

Staff will also develop Terms of Reference for Council's consideration prior to beginning the formal NCP process. The Terms of Reference will include a summary of findings from the background studies, project timeline, and will set out a comprehensive community consultation program, including the selection of a Citizen's Advisory Committee that will assist in developing and reviewing the land use plan. The NCP process will be structured into two stages, including:

- **Stage 1:** A Land Use Concept and supporting transportation and drainage plan, along with a general servicing strategy. Stage 1 will be brought to Council for approval prior to work beginning on Stage 2.
- **Stage 2:** Engineering servicing strategies, concept refinement, design guidelines, and a financial strategy including infrastructure financing and Community Amenity Contributions. It is expected that this process will take approximately 18-months, following the completion of Stage 1.

SUSTAINABILITY CONSIDERATIONS

The comprehensive planning of an NCP area supports the following Desired Outcomes (DO) and Strategic Directions (SD) in the Sustainability Charter 2.0:

Inclusion

- DO 25:** Surrey has a strong social infrastructure that supports the needs of its diverse and growing population.

Built Environment and Neighbourhoods

- DO 1:** Surrey is comprised of distinct, diverse and compact neighbourhoods and Town Centres, with an engaging public realm.
- DO 4:** Surrey's neighbourhoods are safe, accessible, well-connected, walkable and bike friendly.
- DO 5:** Trees, green spaces and natural areas are integrated into all neighbourhoods.
- DO 8:** The built environment enhances quality of life, happiness and well-being.

Ecosystems

- DO 1:** Parks, natural areas, urban forests and habitat corridors are interconnected throughout Surrey and the region, creating healthy places for people and wildlife.
- DO 3:** All development enhances, or minimizes the impacts on Surrey's lush tree canopy and natural environment, and avoids encroachment into natural areas, habitat features and parks.
- DO 12:** Surrey protects ecosystem services and manages natural assets in order to build resilience and adapt and thrive in a changing climate.

Education and Culture

- DO 2:** Surrey children and youth have access to a high quality comprehensive and inclusive educational system, and opportunities that include experiences in and out of school.
- DO 5:** Surrey's educational institutions and libraries are integrated into the community, and have sufficient capacity to accommodate residents as well as attract people from other areas.

Infrastructure

- DO 2:** Infrastructure systems provide safe, reliable and affordable services.
- DO 4:** Ecosystems and natural assets are an essential part of the community's infrastructure system.
- DO 11:** An integrated and multi-modal transportation network offers affordable, convenient, accessible and safe transportation choices within the community and to regional destinations.

CONCLUSION

Staff requests Council initiation of the North Clayton NCP planning process, based on the submission of a valid petition from over half of the property owners in the NCP area.

The development of a North Clayton NCP will ensure that new housing capacity will become available in the Clayton Heights area before existing NCP capacities are built out. It will also ensure that development proceeds in a purposeful and well-planned manner, with consideration to the timely development of new schools, parks and other supportive infrastructure.

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

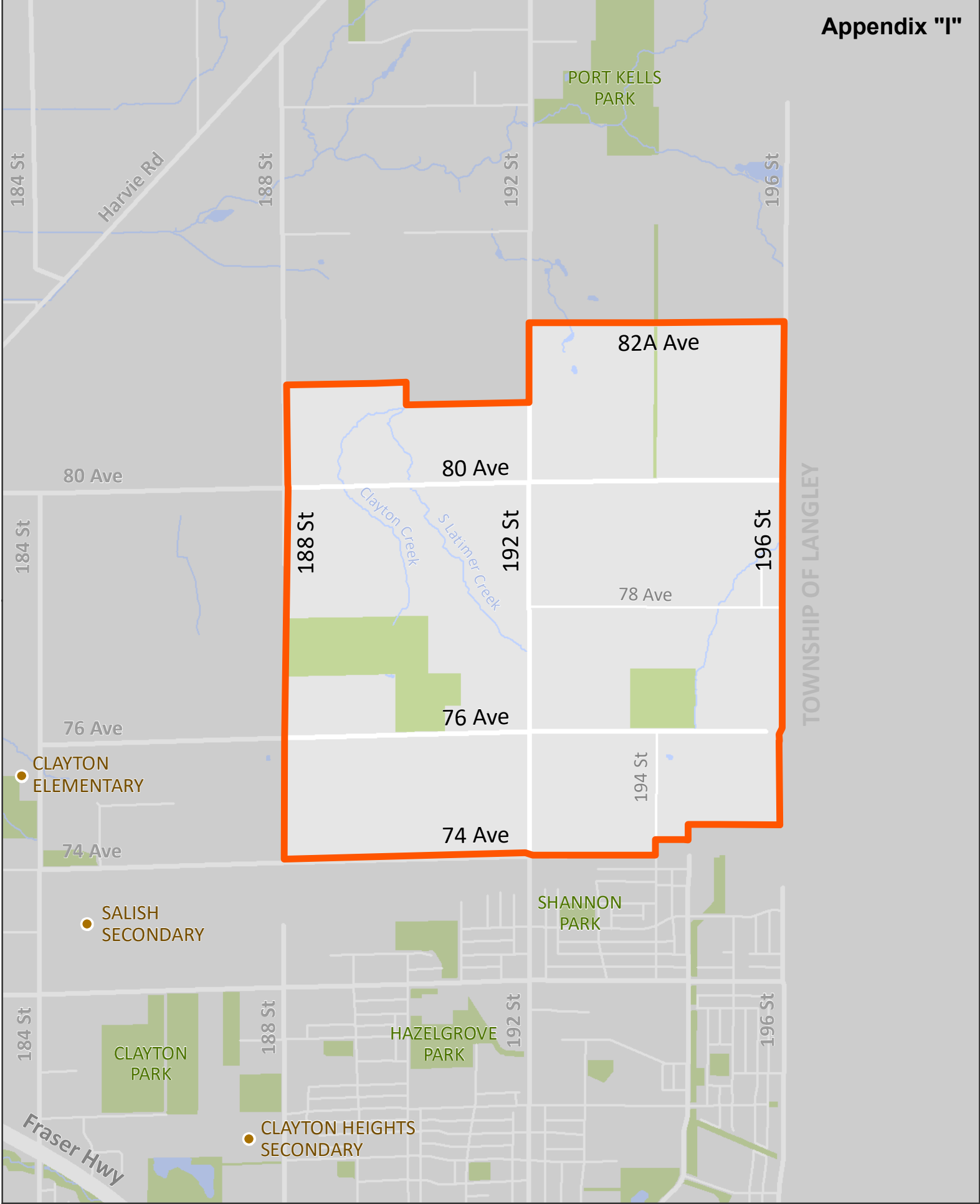
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- Authorize staff to initiate background studies and to develop a Terms of Reference in preparation for a Stage 1 Neighbourhood Concept Plan for the North Clayton Neighbourhood area, as shown in Appendix "I".

Original signed by
Jean Lamontagne
General Manager, Planning & Development

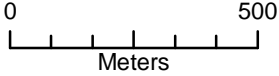
Original signed by
Fraser Smith, P.Eng., MBA
General Manager, Engineering

Appendix "I" Proposed North Clayton NCP Plan Area
Appendix "II" North Clayton Petition Summary
Appendix "III" Clayton Heights School Planning Summary
Appendix "IV" North Clayton Existing Road Network

PH/PK/SM/JB/JP/ss



 Proposed North Clayton NCP Plan Area





TOWNSHIP OF LANGLEY

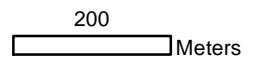
North Clayton Petition Summary

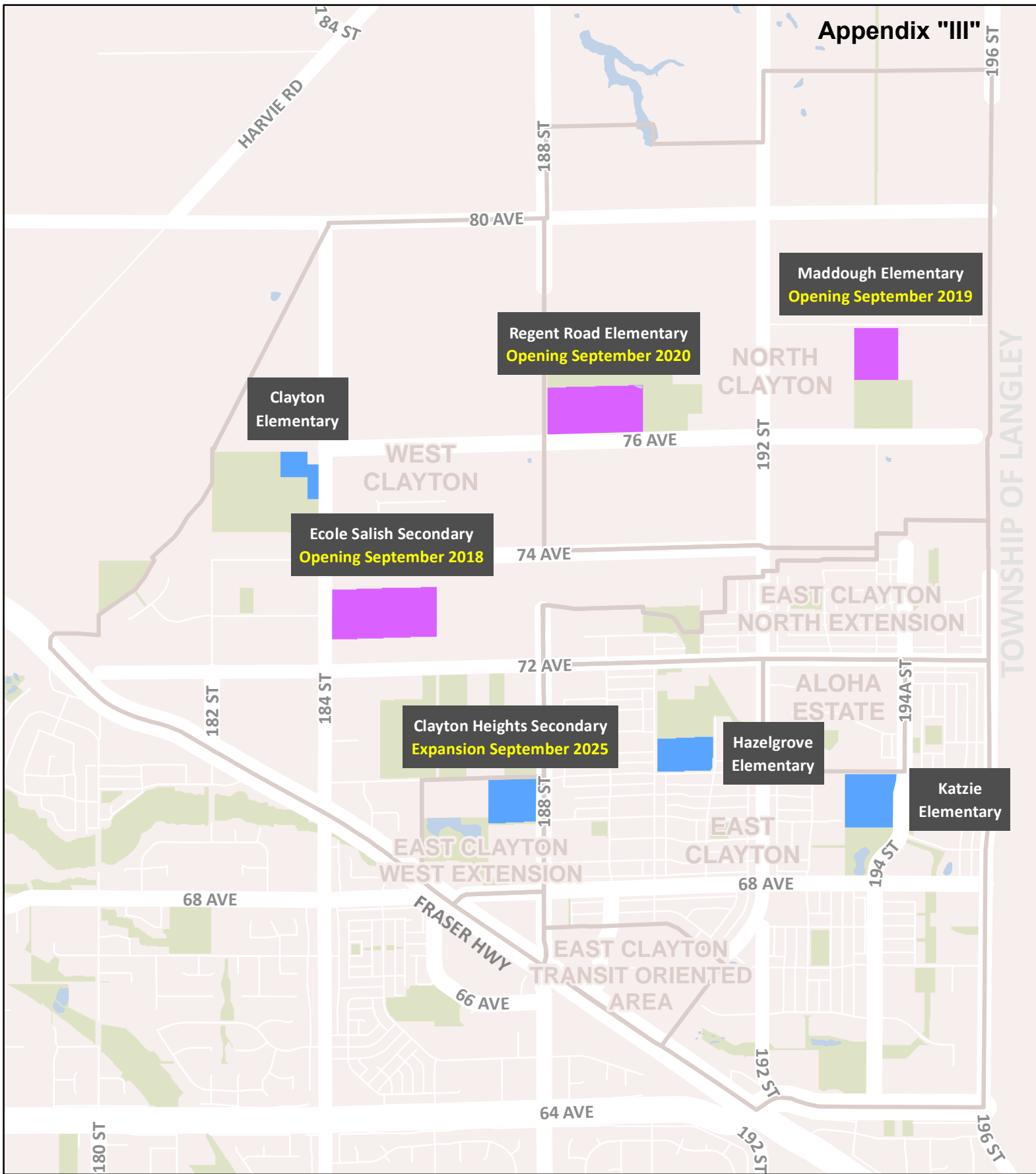


North Clayton NCP Area (201 Lots)



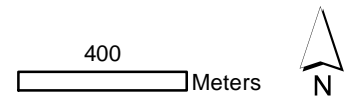
Petition Supporters (54.73%; 110 Lots)

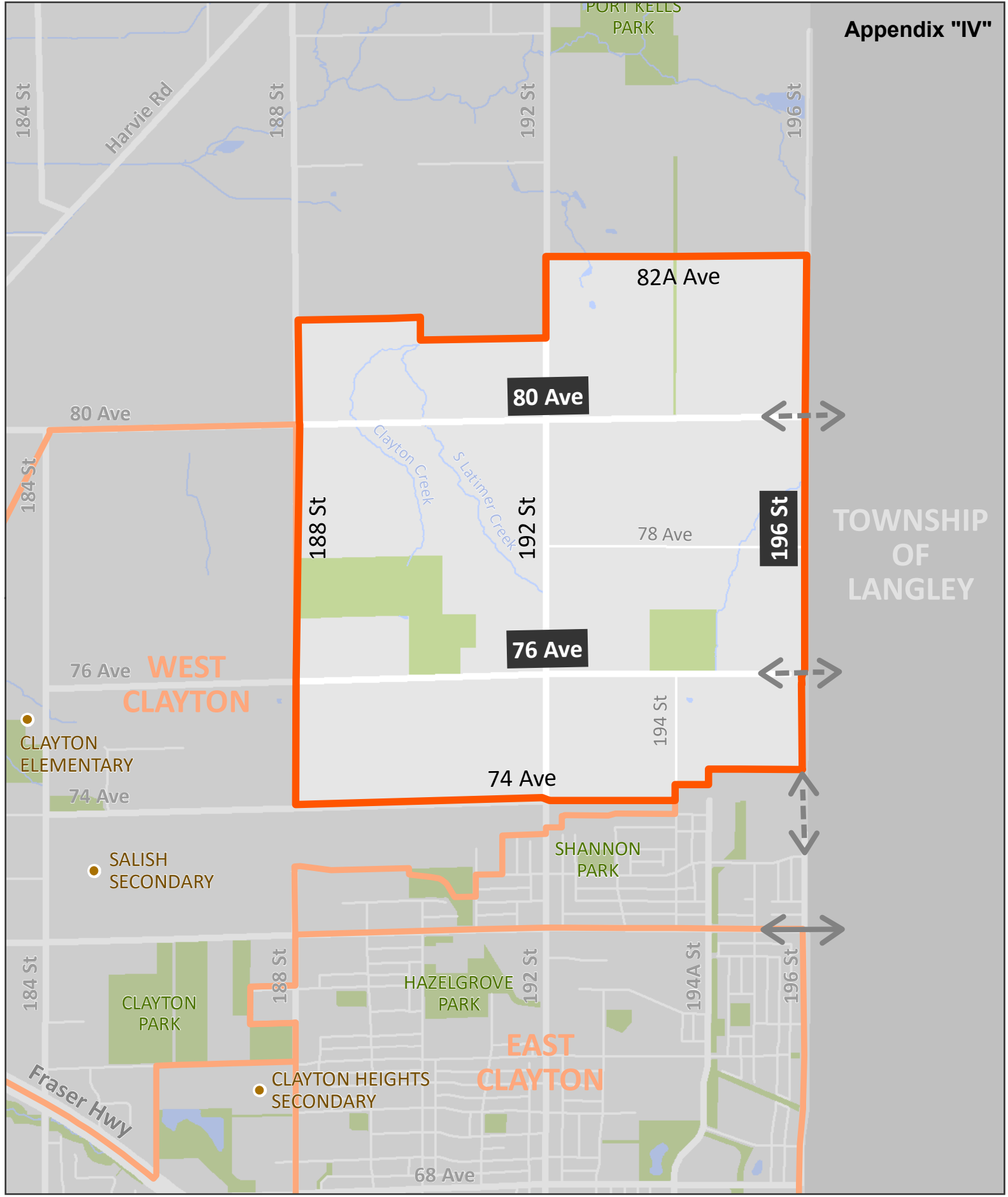





Clayton Heights School Planning Summary

- Existing Schools
- Future Schools





North Clayton Existing Road Network

 Proposed North Clayton Plan Area

