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COUNCIL DATE:

REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **October 17, 2019**

FROM: **General Manager, Planning & Development
General Manager, Parks, Recreation & Culture
Acting General Manager, Engineering**

FILE: **6520-20 (Newton –
King George Blvd)**

SUBJECT: **Newton - King George Boulevard Land Use Plan**

RECOMMENDATION

The Planning and Development Department, Parks, Recreation & Culture Department, and Engineering Department recommend that Council:

1. Authorize staff to initiate a land use planning and community consultation process for the Newton – King George Boulevard area as outlined in Appendix “I” of this report; and
2. Direct staff to hold new development applications within the plan area that require an Official Community Plan (“OCP”) amendment until Council approves of a new land use plan.

INTENT

The purpose of this report is to seek Council’s authorization to develop a land use concept and servicing strategy for the area generally along King George Boulevard, between Highway 10 and 68 Avenue. Such a plan will:

- assist the City in responding to development applications and inquiries in the area;
- provide a level of certainty for residents and landowners regarding the future character and density of the area; and
- ensure adequate provision of public infrastructure such as schools, parks, roads, public transit, and utilities to support growth.

The Plan Area, as outlined in Appendix “II”, allows for the comprehensive planning of neighbourhood amenities and enables the consideration of a gradual transition of density. It is expected the portions of the Plan Area will remain as currently designated in order to secure a transition between potentially higher densities along King George Boulevard and existing single-family neighbourhoods.

In addition to the development of a new land use plan, this process will also generate input that may support an amendment to the existing South Newton Neighbourhood Concept Plan (“NCP”) in the future. If a plan is approved for the area, the area may be designated as an Infill Area in Surrey Zoning By-law, 1993, No. 12000, with an attached schedule of Amenity Contributions to support park development, library materials, police and fire service capital needs in exchange for bonus density, consistent with other NCP and Infill Areas.

BACKGROUND

The proposed Newton – King George Boulevard Plan Area (the “Plan Area”) comprises approximately 140 hectares (350 acres) of land between Highway 10 and 68 Avenue (as illustrated in the map attached as Appendix “II”). The Plan Area has not been the subject of a Secondary Plan, although a portion of the adjacent South Newton NCP will be evaluated.

Environmental Characteristics

The land in the plan area generally slopes downwards from west to east. The Plan Area comprises the headwaters of several Class A watercourses, including Hyland Creek, Henry Bose Creek, Archibald Creek, and associated Class B tributaries. These watercourses originate near King George Boulevard and flow east. Several of the watercourses’ riparian areas are on private property. All riparian areas are protected by the City’s Sensitive Ecosystem Development Permit Area. Many streamside banks are also significantly sloped and fall within the City’s Hazard Lands Development Permit Area.

There are several areas of existing forest stands in the Plan Area. Assessment of the tree canopy coverage will be done and identified significant stands will be analyzed for protection through the planning process.

Green Infrastructure Network (“GIN”) mapping does not show any Biodiversity Hubs or Corridors within the Plan Area, although there are some areas of ecological significance that will be examined through the planning process.

Land Uses

The OCP designates most of the proposed Plan Area as Urban, with a few properties designated Commercial (as illustrated in Appendix “III”).

The Plan Area is centered on the western side of King George Boulevard. As a traditionally automobile-oriented thoroughfare, some of the properties along King George Boulevard are designated Commercial in the OCP and oriented towards traditional highway commercial uses. The remainder of the area is designated for residential use, primarily within the OCP’s Urban designation. Many of the residential areas consist of existing older single-family lots.

To the east of King George Boulevard, most of the area within the South Newton NCP has been developed with new single family residential and townhouse developments. Undeveloped lots and suburban designated areas within 400 metres of future rapid transit may be considered for potential amendments. These will be examined as part of the proposed land use planning process.

Parks, Schools and Public Facilities

Existing parkland within the Plan Area consists of riparian areas and several smaller neighbourhood parks. Notable parks include Senator Reid Park and Alder Park. There is a total of approximately 14 hectares (35 acres) of parkland within the Plan Area.

Unwin Park is located at the boundary of the plan area and will likely serve the Community Park function for the plan area. Master Planning for Unwin Park to meet growth in the area is planned in 2020 and Community Amenity Contributions from this Local Plan Area may contribute to the future upgrades to Unwin Park.

Henry Bose and North Ridge Elementary Schools are both located within the study area. Both elementary schools were under nominal capacity based on September 2018 enrollment data:

- Henry Bose Elementary – 70% Capacity Utilization (September 2018); and
- North Ridge Elementary – 94% Capacity Utilization (September 2018)

Panorama Ridge Secondary School and Hyland Elementary School are just outside the Plan Area. Panorama Ridge Secondary is over capacity (116%, Sept 2018) while Hyland Elementary is under capacity (82%, Sept 2018). School District staff will be consulted throughout the planning process to ensure long range population forecasting and appropriate capital planning is considered.

Transportation

King George Boulevard is one of the City's most significant transportation corridors. It moves people and goods to and through Newton and between north and south Surrey. There are full-movement signalized intersections on King George Boulevard at 68 Avenue, 64 Avenue, 62 Avenue, 60 Avenue, and Highway 10. There are minimal additional street connections to King George Boulevard.

King George Boulevard and 64 Avenue are part of Metro Vancouver's Major Road Network and are designated routes for goods movement. King George Boulevard is also identified as a Frequent Transit Network ("FTN") corridor and is served by transit service every 15 minutes or sooner. This service level is expected to improve as the South of Fraser Area Transit Plan ("SOFATP") continues to develop. In the longer term, the City envisions future Rapid Transit service along King George Boulevard connecting Newton Town Centre with Semiahmoo Town Centre.

Utilities and Servicing Infrastructure

Sanitary Sewer

The plan area is currently serviced by a network of sanitary sewers that flow to the Hyland trunk sewer and the 64 Avenue trunk sewer. The Hyland trunk sewer, situated between 64A Avenue and 66 Avenue, conveys flows east to 152 Street. The 64 Avenue trunk sewer runs also conveys flows east to 152 Avenue (along 64 Avenue). Both trunk sewers flow to Metro Vancouver's Central Valley Trunk Sewer, which runs south on 152 Street to Metro Vancouver's South Surrey Interceptor ("SSI"). A small portion of the plan area, south of 58 Avenue, is serviced by a local sewer system that flows directly to the SSI.

The capacity of the City's sanitary sewer system will be assessed as part of the servicing review. Sewer upgrades will likely be required.

Water

Water supply to the plan area is currently provided by the City's Newton Pump Station (located at 6275 128 Street) through an existing network of feeder and local distribution mains. The topography of the area requires that two separate pressure zones be established. The majority of the area is located at the higher-pressure zone (135m). A small area east of King George Boulevard between 64 Avenue and 67 Avenue will be serviced by the lower pressure zone (90m).

The City's existing feeder main network from Newton Pump Station does not have sufficient capacity to service the proposed higher density development. Additional feeder and local distribution mains will be required.

Drainage

The plan area is in the Hyland Creek watershed and was previously evaluated under the Hyland Creek Integrated Stormwater Management Plan ("ISMP") (Urban Systems, 2007). The existing drainage system servicing the plan area consists of mostly storm sewers, including several trunk sewers, and some open ditches. All stormwater flows to the east, eventually discharging into one of the many Hyland Creek tributaries along King George Boulevard. There are several bank erosion sites along Hyland Creek and its tributaries immediately downstream of King George Boulevard.

Due to the proposed higher density development in the plan area, the servicing review will assess the capacity of the existing drainage system and review performance targets for development and/or redevelopment.

Financial Strategy

As part of the servicing review, infrastructure requirements and costs will be calculated, along with a detailed financial strategy to support their construction.

Development Applications and Inquiries

Several development applications and inquiries have recently been received by the City, seeking to develop residential and mixed-use areas along King George Boulevard. Some of these applications and inquiries are proposing amendments to the OCP. To provide clarity through the planning process, if approved by Council, staff will hold new development applications within the plan area that propose an amendment to the OCP. In-stream application will be permitted to run concurrent with the land use planning process as long as they conform with the emerging plan and/or receive Council approval. This will enable a detailed review of the implications of changes to the OCP which will be presented along with a land use plan for Council consideration.

DISCUSSION

In consideration of the above, a land use planning process will establish an overall vision and direction for the plan area in a proactive manner, rather than through incremental, piecemeal responses to individual development applications.

The Newton – King George Boulevard Land Use Plan will address the following:

- Appropriate land uses and densities to create an attractive and sustainable community, including consideration of transit supportive densities and appropriate transitions and interfaces between existing neighbourhoods and new development;
- Environmental conservation through identification of key natural assets and establishment of a plan for their protection;
- School capacities related to future growth;
- Parks, recreation, culture and open space needs related to current and future population growth;
- A co-ordinated street network that ensures connectivity for pedestrians, cyclists, transit, and private vehicles travelling into and through the study area;
- A co-ordinated servicing strategy (sanitary, water, drainage, and other utilities) to ensure efficient and equitable delivery of infrastructure;
- A mechanism for providing community amenities and benefits related to public needs imposed by development; and
- Consultation with the community in a comprehensive manner, rather than solely in response to individual development applications.

Due to the relatively small area of developable land, servicing considerations, and the infill nature of the area, a full NCP process is not required. Rather, staff propose that a Local Area Plan (“LAP”) process, similar to the Abby Ridge LAP Area, Fleetwood Enclave Infill Area, and the Aloha Estates Infill Area is appropriate. Such a process includes consideration of a full range of planning issues, involves the neighbourhood and stakeholders in a consultation process and can be completed in an efficient time frame.

Appendix “I” outlines the proposed planning and consultation process. In addition to area residents, this will include a range of stakeholders including (but not limited to) local Community Associations, Surrey Environmental Partners, School District No. 36, TransLink, landowners in the area, the Ministry of Transportation and Infrastructure, and applicable utility companies.

The proposed planning process begins with the preparation of various background studies and analytics as is typical with all City land use planning processes. These will include an environmental study conducted by qualified consultants and internal staff reviews of heritage assets, visual resources, and existing transportation and utility infrastructure. The process will also be supported by a review of market and employment conditions, including land availability, development opportunity and projected absorption rates. This assessment will support long range forecasting for the plan area’s population and employment.

Following background analysis and review, an initial phase of community engagement will be undertaken to seek input that will inform the development of a preliminary Land Use Concept. Depending upon the results of this work, a traffic consultant may be engaged to provide a traffic analysis of the draft Land Use Concept before it is presented for comment and input through a second phase of community consultation. Based on additional input received, refinements will be made to the draft concept before it is brought to Council for consideration and approval in principle. If Council approves the concept in principle additional work would then be undertaken to guide implementation, including the development of a servicing strategy, financial strategy and the establishment of other supportive policies and guidelines. A final land use plan would then be brought to Council for consideration and approval.

Estimated Timeline

The expected timeframe for completion of a draft Land Use Concept is nine months, with Council consideration of approval in principle in Spring 2020. Further work on servicing and financial strategies to support the plan, as well as the necessary policies and guidelines for implementation, is expected to be complete within an additional six months, with final approval consideration in late 2020. This timing is consistent with staff's experience of similar planning processes.

SUSTAINABILITY CONSIDERATIONS

The work of this project supports the objectives of the City's Sustainability Charter 2.9. In particular, this work relates to Sustainability Charter 2.0 themes of Inclusion, Built Environments and Neighbourhoods, and Infrastructure. Specifically, this project supports the following Desired Outcomes ("DO") and Strategic Directions ("SD"):

- Inclusion DO 25: Surrey has a strong social infrastructure that supports the needs of its diverse and growing population.
- Built Environments and Neighbourhoods DO 1: Surrey is comprised of distinct, diverse and compact neighbourhoods and Town Centres, with an engaging public realm.
- Built Environments and Neighbourhoods DO 4: Surrey's neighbourhoods are safe, accessible, well-connected, walkable and bike friendly.
- Built Environments and Neighbourhoods DO 5: Trees, green spaces and natural areas are integrated into all neighbourhoods.
- Built Environments and Neighbourhoods DO 8: The built environment enhances quality of life, happiness and well-being.
- Infrastructure DO 2: Infrastructure systems provide safe, reliable and affordable services.
- Infrastructure 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

In response to increased development interest along King George Boulevard, and given the absence of a coordinated land use plan to guide the future development of the area, it is recommended that Council authorize staff to initiate a land use planning and community consultation process for the Newton – King George Boulevard area as outlined in Appendix “I” of this report; and direct staff to hold new development applications within the plan area that require an OCP amendment until Council approval of a new land use plan.

Original signed by
Jean Lamontagne
General Manager,
Planning & Development

Original signed by
Laurie Cavan
General Manager,
Parks, Recreation & Culture

Original signed by
Scott Neuman
Acting General Manager,
Engineering

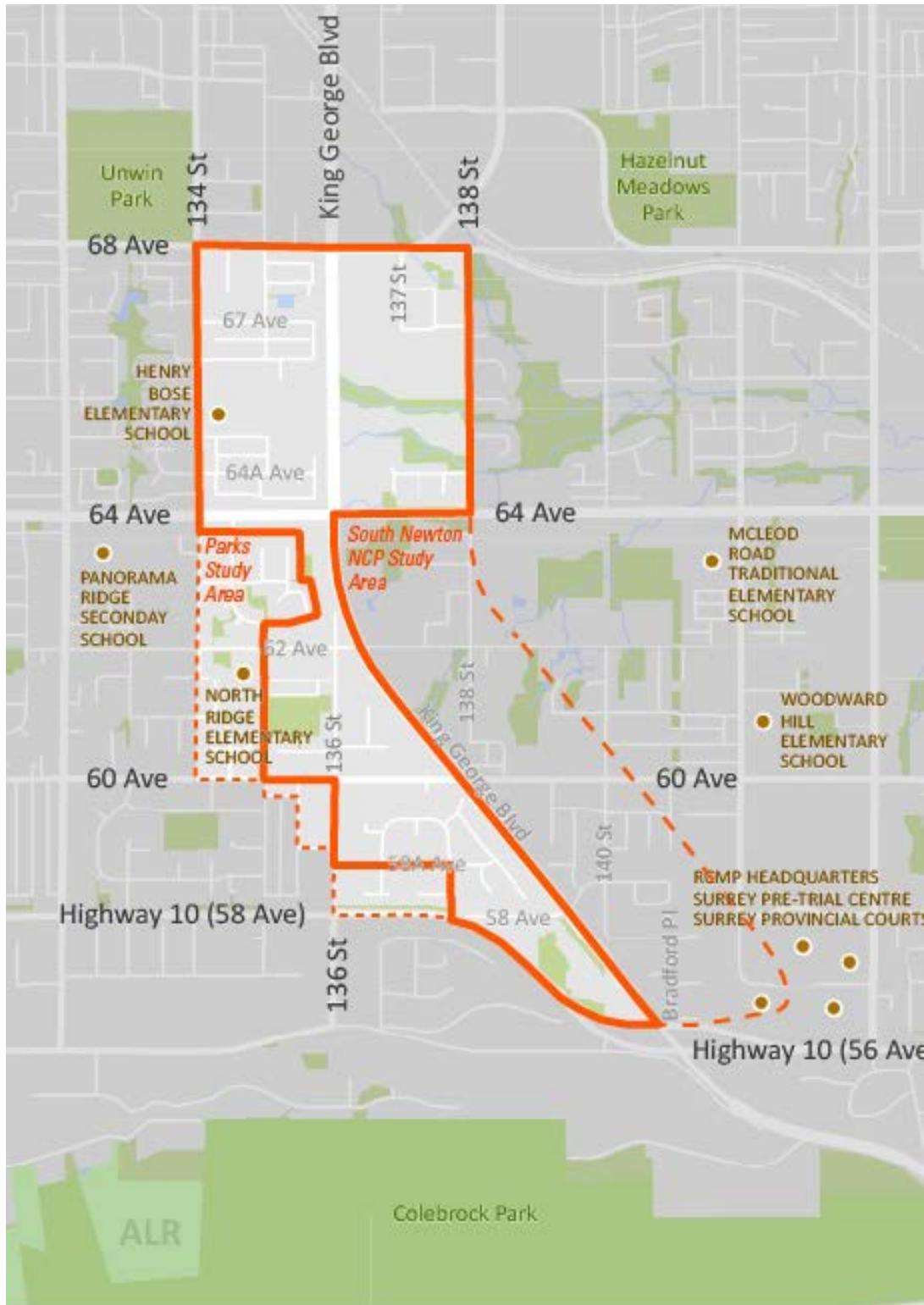
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Appendix “I” Proposed Planning Process
Appendix “II” Plan Area Map
Appendix “III” Plan Area Official Community Plan Designations

**Proposed Planning Process for
Newton – King George Boulevard Land Use Plan**

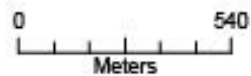
- Background Studies (September 2019 – January 2020)
 - Environmental Study (external);
 - Visual assessment and Heritage assessment (internal);
 - Review of existing transportation and utility infrastructure (internal water, sanitary, transportation analysis, external drainage analysis); and
 - Market Analysis and In-Stream Development Application Review (internal)
 - *New development applications may be received and held until Council approvals of a new land use plan.
- Initial Neighbourhood Open House (Late November - Early December 2019)
- Land Use Concept(s) development (December 2019 - March 2020)
 - Stakeholder Consultation, including (but not limited to): local Community Associations, Surrey Environmental Partners, School District No. 36, landowners in the area, the Ministry of Transportation and Infrastructure and applicable utility companies; and
 - Potential Traffic Analysis (external).
- Draft Land Use and Transportation Concept
 - Neighbourhood Open House #2 (Spring 2020).
- Council consideration of approval in principle of Land Use Concept (late Spring 2020)
 - *Development Applications may be processed and advanced to Council.
- Refine Land Use Plan, Servicing Strategy, and Financing Strategy (Summer – Fall 2020)
 - Final Neighbourhood Open House #3 (Fall 2020)
- Council consideration of approval for final Land Use Concept and Financial Strategy (Winter 2020)

Plan Area Map



Legend

- Plan Area
- - - Parks Study Area
- · - · - South Newton NCP Study Area



Plan Area Official Community Plan Designations

