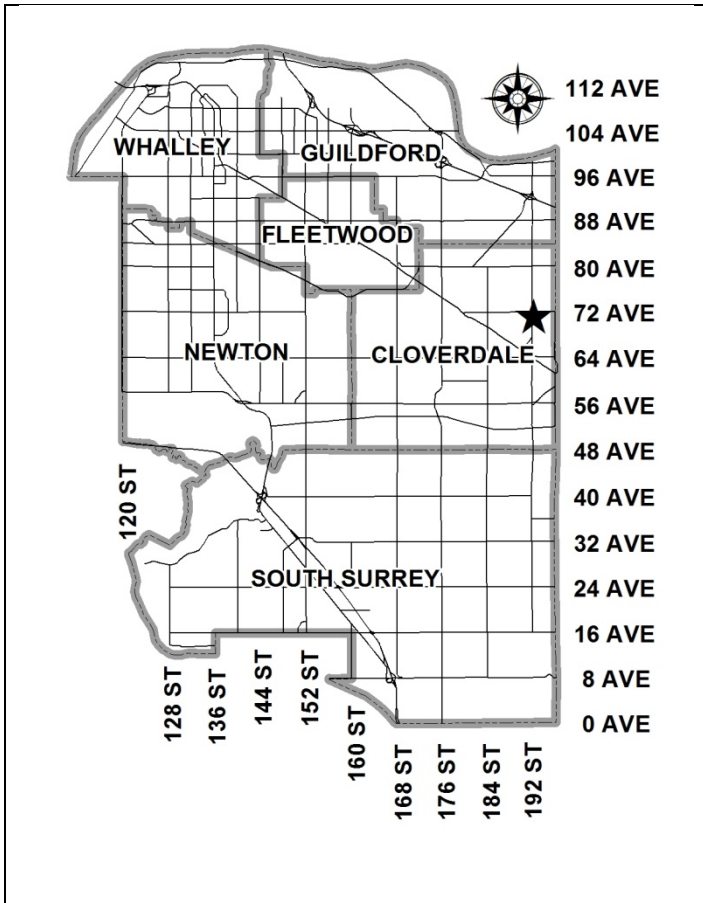


City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7913-0111-00

Planning Report Date: June 17, 2013



PROPOSAL:

- **NCP Amendment** from Half-Acre Residential to 10- 15 upa (Medium Density) and 15-25 upa Medium-High Residential
- **Rezoning** from RA to RF-9 and RH

in order to allow subdivision into 15 single family small lots and one half-acre remnant parcel.

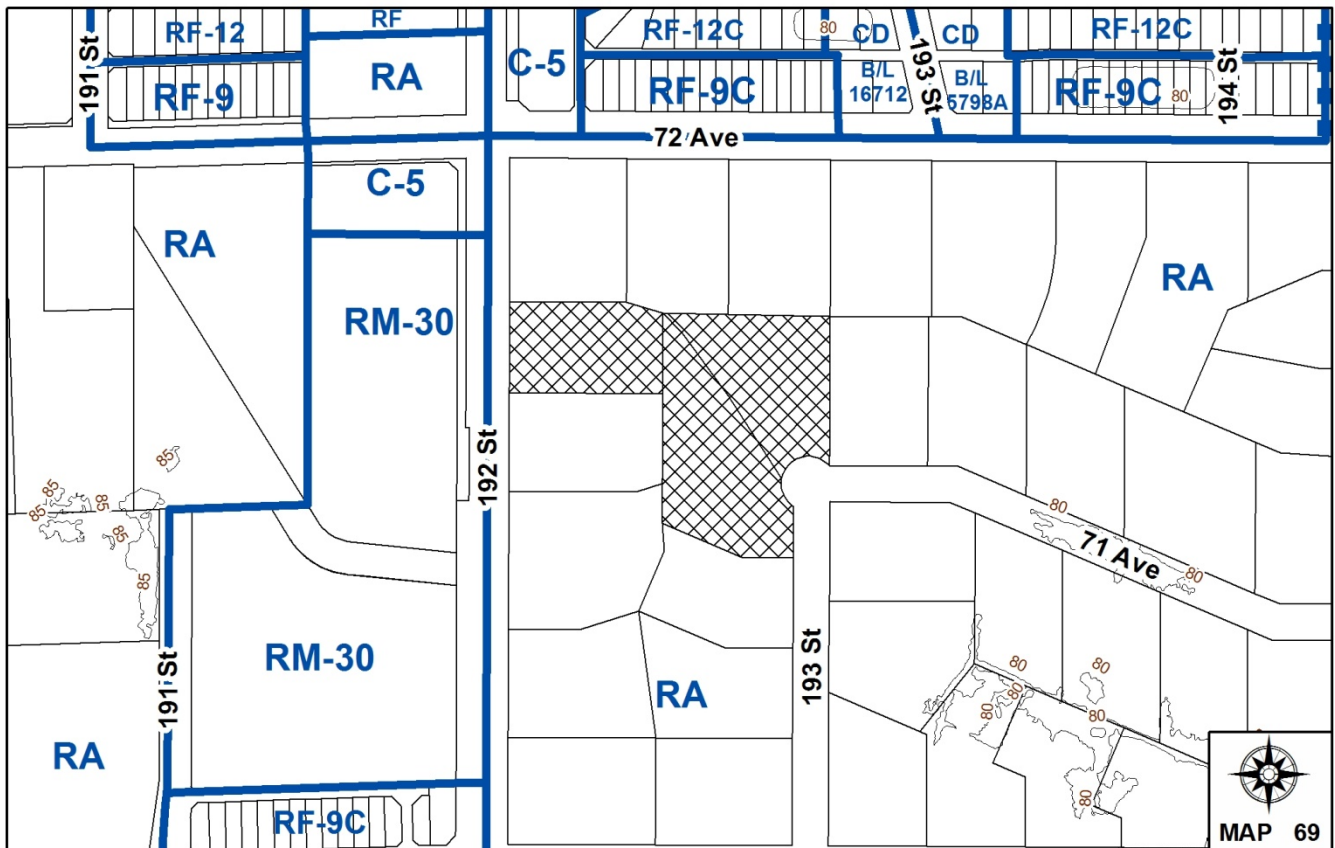
LOCATION: 7138 - 192 Street
 19289 - 71 Avenue
 7091 - 193 Street

OWNERS: Avtar S. Kalsi et al

ZONING: RA

OCP DESIGNATION: Urban

NCP DESIGNATION: Half-Acre Residential



RECOMMENDATION SUMMARY

- The Planning & Development Department recommends that Council authorize staff to proceed with the preparation of an Infill Development Concept Plan for the Aloha Estates neighbourhood that will ultimately result in an NCP Amendment to the East Clayton NCP.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Requires an amendment to the East Clayton Neighbourhood Concept Plan (NCP) from the current Half-Acre Residential designation.

RATIONALE OF RECOMMENDATION

- The applicant has demonstrated community support for the proposal.
- The proposed density and building form achieve a more urban, pedestrian streetscape in compliance with the East Clayton Neighbourhood Concept Plan.
- Since the East Clayton NCP was approved on March 10, 2003, the area around the Aloha Estates neighbourhood has fully developed.
- In the absence of a plan to guide redevelopment for the entire Aloha Estates neighbourhood, it is difficult to assess the proposed development that involves only 3 lots.

RECOMMENDATION

The Planning & Development Department recommends that Council authorize staff to proceed with the preparation of an Infill Development Concept Plan for the Aloha Estates neighbourhood that will ultimately result in an NCP Amendment to the East Clayton NCP.

This report is being forwarded to Council in advance of a full application review as the subject application involves a significant policy-related decision, and it was not considered practical to undertake all of the work associated with refining and detailing the proposal until it is determined if Council is prepared to consider the related NCP Amendment for the entire Aloha Estates neighbourhood.

REFERRALS

Engineering: The Engineering Department has comments related to the project as outlined in the report.

School District: The School District has concerns related to the project as outlined in the report.

Parks, Recreation & Culture: Parks, Recreation and Culture Department has comments related to the project as outlined in the report.

SITE CHARACTERISTICS

Existing Land Use: Existing residential acreage lots with single family dwellings.

Adjacent Area:

Direction	Existing Use	NCP Designation	Existing Zone
North:	Acreage residential lots	Half Acre Residential in the East Clayton NCP	RA
East (Across 193 Street):	Acreage residential lots	Half Acre Residential in the East Clayton NCP	RA
South:	Acreage residential lots	Half Acre Residential in the East Clayton NCP	RA
West (Across 192 Street):	Townhouses	15 – 25 upa (Medium-High Density) in the East Clayton NCP	RM-30

DEVELOPMENT CONSIDERATIONSBackground

- The Aloha Estates subdivision was approved in 1978 (Appendix III).

- The East Clayton Neighbourhood Concept Plan (NCP) was approved by Council on March 3, 2003 (Corporate Report No. C-006) to guide the development of the eastern portion of a larger area covered by the Clayton General Land Use Plan (Appendix IV).
- The East Clayton NCP envisioned a community with a range of housing types and densities supported by commercial and community amenities, based upon seven principles of sustainable development:
 1. Conserve land and energy by designing compact walkable neighbourhoods. This will encourage pedestrian activities where basic services are within a five to six minute walk of all homes;
 2. Provide different dwelling types in the same neighbourhood and even on the same street;
 3. Communities are designed for people; therefore, all dwellings should present a friendly face to the street in order to promote social interaction;
 4. Ensure that car storage and services are handled at the rear of dwellings;
 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 convenient public transit to connect East Clayton with the surrounding region;
 6. Provide narrow streets shaded by rows of trees in order to save costs and to provide a greener, friendlier environment; and
 7. Preserve the natural environment and promote natural drainage systems.
- At the time the East Clayton NCP was developed through the public consultation process, the residents and property owners within the Aloha Estates neighbourhood of East Clayton indicated that they were not in favour of redeveloping their properties but were willing to support a Half-Acre Residential designation for the neighbourhood.
- Aloha Estates is characterized by 36 acreage parcels, ranging from approximately 0.41 hectares (1.0 acres) to 0.77 hectares (1.9 acres). The neighbourhood is zoned "One-Acre Residential Zone (RA)", consisting of large single family, estate-character homes. It is bounded by 72 Avenue to the north, 70 Avenue to the south, 192 Street to the west and 194A Street to the east and consists of 36 properties, with an approximate gross site area of 19 hectares (47 acres).
- The Half-Acre Residential designation permits a maximum density of 4 units per acre, in keeping with the estate character of the neighbourhood.
- In recent years, there has been some interest in amending the current Half-Acre Residential designation in order to permit redevelopment of the area, but due to the servicing challenges associated with redesignating Aloha Estates, no applications had been made until recently.

- On May 27, 2013, the owners of three properties in Aloha Estates (7091 – 193 Street, 19289 - 71 Avenue, and 7130 -192 Street) submitted Application No. 7913-0111-00 to rezone and subdivide these properties in order to allow for the development into a mix of small single family lots and a remnant parcel for future multi-family development.
- In addition to the aforementioned application, the owners' consultant submitted a petition indicating that many of the property owners (approximately 47%) in Aloha Estates are supportive of amending the Half-Acre Residential designation in the East Clayton NCP in order to permit redevelopment of other portions of the Aloha Estates neighbourhood (Appendix V).

Current Application

- Application No. 7913-0111-00 proposes to rezone and subdivide three properties within Aloha Estates (7091 – 193 Street, 19289 – 71 Avenue, and 7130 -192 Street) from One-Acre Residential Zone (RA) into 15 Single Family Residential (9) Zone (RF-9) lots and one remainder Half-Acre Residential Zone (RH) lot (Appendix II). The proposed RF-9 zoning does not comply with the Half-Acre Residential designation in the East Clayton NCP, and would therefore require an amendment to the NCP.
- Only three lots are included in the subject application. However, amending the NCP for these properties would have a significant impact on the adjoining properties and property owners, both in and around Aloha Estates.
- The Planning and Development Department cannot support the application without the support of the surrounding residents and without a comprehensive review of all of the Half-Acre Residential-designated lands within the Aloha Estates neighbourhood.

Survey Results

- The consultant for Application No. 7913-0111-00 submitted a petition signed by 26 individuals, representing 17 of the 36 total properties within Aloha Estates.
- These 17 properties represent 47% of the properties, and approximately 49% of the overall land area, within Aloha Estates. The petition indicated these owners are in full support of amending the Half-Acre Residential designation in the East Clayton NCP to allow for greater residential densities in Aloha Estates. In addition, the consultant has indicated that an additional 6 property owners are supportive, therefore representing 70% of the properties and 62% of the overall land area.
- The Official Community Plan (OCP) includes a policy that NCPs may be initiated when 50% or more of the owners in a defined area, representing over 50% of the private land area are in favour, or when owners representing over 70% of the private land area are in favour. The same criteria apply when a major amendment is proposed to a large area within an existing NCP.
- The survey results for the Aloha Estates neighbourhood exceed the minimum threshold required to initiate an NCP review. There appears to be adequate support for initiating an amendment to the East Clayton NCP and preparing an Infill Development Concept Plan.

ISSUES RELATED TO REDEVELOPMENT

- Should Council be in support of increasing the residential densities in Aloha Estates, Council should authorize staff to prepare an Infill Development Concept Plan for Aloha Estates. The East Clayton NCP would ultimately be required to be amended to comply with the Infill Plan, on an application-by-application basis. Further study will need to be undertaken to establish the utility servicing, transportation network, park space and School District requirements for this area as part of the NCP amendment process.
- The costs of any studies that are required in determining an infill development concept will ultimately be borne by the benefitting property owners as a fee levied at the time of application.

Engineering Servicing

- The redevelopment of the area known as Aloha Estates will result in significant demands on the City's infrastructure.

Sanitary Sewer

- Staff have completed an initial review of the impacts to the sanitary sewer system resulting from the proposed redevelopment.
- The scope of the analysis includes all applicable sections of the City's sanitary sewer system to the Metro Vancouver connection point along Highway 10, and assumes the full development of the East Clayton NCP area, the development of the area between Highway 10 and the Fraser Highway as per the approved zoning, and the provision of one secondary suite per eligible single family residential development.
- Initial analysis for the development of Aloha Estates, indicates that approximately 2,900 metres of sanitary sewer need to be replaced or twinned. Of this, only 200 metres is scheduled for replacement as part of the Engineering Department's 10-Year Servicing Plan (2012 – 2021).
- Staff have also completed a further review of the impacts to the sanitary sewer system resulting from development of Aloha Estates as well as an alternative land use and development concept under consideration for the East Clayton Business Park, pending authorization from Council. The combination of these two land use changes will require further improvements to approximately 600 metres of sanitary sewer, for a total of 3,500 metres of required improvements.
- In addition, further densification of the area between Highway 10 and the Fraser Highway beyond the current zoning of these lands could lead to the need for further improvements to the City's sanitary sewer system.

Stormwater

- Staff are working with the applicant to undertake a detailed stormwater servicing strategy to identify the works that need to be done to support the proposed redevelopment. To ensure that the proposed redevelopment meets the stormwater servicing goals of the East Clayton NCP and will not negatively impact the existing stormwater system, staff have retained the original consultant for this work.
- Staff are working to execute a cost sharing agreement with the applicant for this review work. Staff are expecting to complete this review and provide a summary of the infrastructure works that need to be done to support the proposed redevelopment later this summer.
- Although this review has yet to be completed, staff have advised the applicant that a stormwater detention facility will likely be required within the Aloha Estates area, and that this may result in changes to the proposed layout.

Water

- Staff have completed an initial review of the impacts to the water system resulting from the proposed redevelopment and found that no offsite improvements are required. The applicant will only need to provide the necessary water infrastructure to support the redevelopment.

Financial Analysis

- As a significant amount of infrastructure improvements are required, staff will work to prepare a detailed financial strategy that identifies the estimated cost for development cost charge (DCC) eligible works, the estimated development cost charge (DCC) revenue that will result from the redevelopment, and the need and value, if necessary, for any eligible cost shortfalls to be recovered through a development works agreement (DWA), which is an approach that has been successfully applied for cost-sharing of engineering services in other NCP areas.
- A DWA requires the consent of the majority of the owners of lots within the benefitting area. If the front-ending developer is not able to generate sufficient property owner support to proceed with a DWA for either one of the areas, the front-ending developer will have the choice of:
 - proceeding with the project, which will include acquiring the land and completing all of the infrastructure required to service the areas, and absorb the shortfall;
 - re-initiating the voting process with revised boundaries; or
 - not proceeding with the project.
- There are no legislative constraints related to re-initiating a DWA vote or the number of times that such a vote can be undertaken.

West Clayton Extension Area to Support Development of 7911-0263-00 and 7911-0270-00

- Currently there are two development applications outside of the East Clayton NCP – North of 72 Avenue that have yet to proceed due to a variety of servicing issues.
- As part of Corporate Report L004; 2012, Council instructed staff that development applications 7911-0263 and 7911-0270 be referred back to staff to review the opportunity for these properties and any other properties identified within the Special Study area to be incorporated in the West Clayton NCP.
- Subsequently, staff as part of Corporate Report R145; 2012 were instructed to proceed with an NCP planning process for the West Clayton Extension area (which included the lands that make up development applications 7911-0263 and 7911-0270), in accordance with the Terms of Reference that had been previously approved for the development of the NCPs in the West Clayton area.
- Staff are completing the Stage 1 report for the West Clayton NCP now, with plans to bring it forward for consideration in September. Initial servicing plans indicate that servicing the Extension Area through West Clayton is technically feasible; however, this approach requires orderly development within the West Clayton NCP area to occur before development with the Extension Area can proceed.
- As a result, staff as part of their review for the development of Aloha Estates will also evaluate the opportunity to service development applications 7911-0263 and 7911-0270 to the south through the East Clayton NCP area.

Transportation

- Aloha Estates is bounded by 72 Avenue to the north, 70 Avenue to the south, 192 Street to the west and 194A Street to the east. Aloha Estates is currently served by two internal roads that are constructed to a traditional suburban model, without sidewalks and street lights. None of these roads have been constructed to a full urban standard and, in most cases, the ultimate right-of-way has not been attained.
- The surrounding East Clayton neighbourhood is characterized by a finer-grained and connected road network, which has been successful in promoting walking and cycling and distributing vehicular traffic. With the proposed increase in residential density within the Aloha Estates area, the internal road network will need to be enhanced to both properly service the area and to connect it with the surrounding road network in East Clayton.
- The demand for residential parking within parts of East Clayton has raised some concerns historically. The supply of both on-street and off-street parking will be strategically analyzed during the amendment process to ensure similar parking concerns in the neighbourhood are adequately addressed.

Park Space

- East Clayton consists of an integrated system of parks and open spaces allowing for passive and active recreational opportunities, including two school/park sites, smaller neighbourhood and riparian parks, and a network of greenways and multi-use pathways.

- The Parks, Recreation and Culture Department advises, however, that the additional residents which would be generated through the infill development of Aloha Estates were not accounted for in the preparation of parks and open space plans for the East Clayton NCP.
- Without the provision of additional, appropriately-sized and situated neighbourhood parks and amenities within the proposed infill development area, residents from the proposed development will place additional strain on the existing parks and amenities within East Clayton.

School District Comments

- The School District relies on NCP Plans when calculating for school capacity and capital programming. The School District has advised the City of its concern that schools in East Clayton will experience increased pressure on their capacity by virtue of unanticipated growth in the student population generated through amendments to the NCP.
- East Clayton residents have also expressed significant concerns in recent years with respect to over-crowding in neighbourhood schools.
- In order to accommodate the increased pressure on schools within East Clayton, students, the Surrey School District has adopted the following measures:
 - Some area schools have relied upon temporary portable classrooms (“portables”), to the extent that it has impacted the amount of play area on school sites.
 - Hazelgrove Elementary exceeded its ability to accommodate additional portables on site, requiring the placement of 5 portables on a leased portion of City-owned land immediately adjacent the school.
 - A “closed” school site owned by the City has been leased and operates as “Hazelgrove Annex”. The Annex accommodate up to 180 kindergarten or primary grade students within the school and a pod of portables, in order and reduce the number of additional portables required at Hazelgrove Elementary.
- In addition, the School District has approached the provincial government in an attempt to gain approval for additional school sites.
- The district is in the process of constructing a new elementary school (Katzie Elementary School) at 70 Avenue and 194A Street. However, it is anticipated that this school may be near capacity upon opening, with limited space for portables.

PRE-NOTIFICATION AND PUBLIC CONSULTATION

Pre-notification letters were not sent for this application. Should Council direct staff to allow the application to proceed, City staff will consult with residents in the larger East Clayton community to gather their comments and feedback as part of the Infill Development Concept Plan preparation.

CONCLUSION

- In the absence of a plan to guide redevelopment for the entire Aloha Estates neighbourhood, it is difficult to assess the application submitted on 3 contiguous lots within Aloha Estates.
- The survey of property owners in Aloha Estates, as submitted by the applicants for Application No. 7913-0111-00, show sufficient support for the preparation of an Infill Development Concept Plan for the Aloha Estates neighbourhood and an amendment to the Half-Acre Residential designation in the NCP in order to allow for greater residential density.
- It is recommended that Council authorize staff to proceed with the preparation of an Infill Development Concept Plan and, ultimately, an amendment to the Half-Acre Residential designation in the East Clayton NCP, in order to allow for greater residential density.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary and Project Data Sheets
Appendix II.	Proposed Subdivision Layout
Appendix III.	Original Aloha Estates Subdivision Plan
Appendix IV.	East Clayton NCP Plan
Appendix V.	Aloha Estates Petition Map

original signed by Judith Robertson

Jean Lamontagne
General Manager
Planning and Development

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SUBDIVISION DATA SHEET

Proposed Zoning: RF-9 / RH

Requires Project Data	Proposed
GROSS SITE AREA	
Acres	3.76
Hectares	1.5
NUMBER OF LOTS	
Existing	3
Proposed	16
SIZE OF LOTS	
Range of lot widths (metres)	9.7 m to 50.7 m
Range of lot areas (square metres)	349 m ² to 2,815 m ²
DENSITY	
Lots/Hectare & Lots/Acre (Gross)	10.5 uph / 4.3 upa
Lots/Hectare & Lots/Acre (Net)	15.2 uph / 6.2 upa
SITE COVERAGE (in % of gross site area)	
Maximum Coverage of Principal & Accessory Building	52
Estimated Road, Lane & Driveway Coverage	28
Total Site Coverage	80
PARKLAND	
Area (square metres)	
% of Gross Site	
	Required
PARKLAND	
5% money in lieu	YES
TREE SURVEY/ASSESSMENT	
	YES
MODEL BUILDING SCHEME	
	YES
HERITAGE SITE Retention	
	NO
BOUNDARY HEALTH Approval	
	NO
DEV. VARIANCE PERMIT required	
Road Length/Standards	NO
Works and Services	NO
Building Retention	NO
Others	NO

14-326

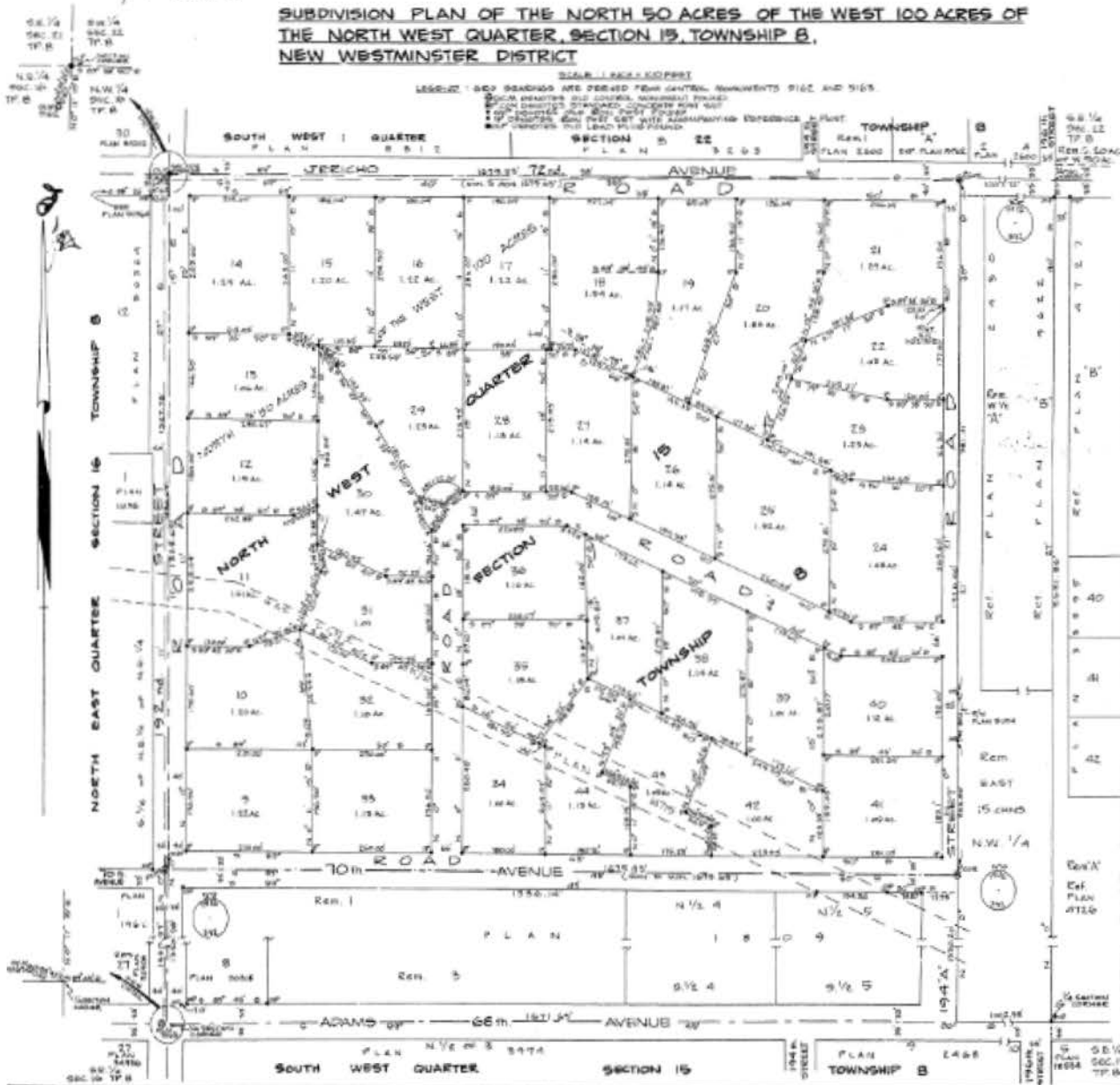
SUBDIVISION PLAN OF THE NORTH 50 ACRES OF THE WEST 100 ACRES OF THE NORTH WEST QUARTER, SECTION 15, TOWNSHIP B, NEW WESTMINSTER DISTRICT

PLAN 54452

Res: P22174 & P22448

REGISTERED IN THE LAND QUERIES OFFICE OF NEW WESTMINSTER, B.C. ON THE 22ND DAY OF January, 1974
P. J. Cook
 REGISTRAR

LEGEND: 1. 500 READINGS ARE DERIVED FROM CENTRAL INSTRUMENTS P162 AND 515.
 2. BLOCK MEASUREMENTS ARE DERIVED FROM INSTRUMENTS P162 AND 515.
 3. BLOCK MEASUREMENTS ARE DERIVED FROM INSTRUMENTS P162 AND 515.
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TOWNSHIP B SECTION 15 NORTH EAST QUARTER

H. J. ...
W. J. ...

[Signature]
 REGISTRAR

APPROVED AS TO CORRECTNESS OF BLOCKS BY THE REGISTRAR OF LANDS
[Signature]
 REGISTRAR

APPROVED THIS 24TH DAY OF November, 1971
[Signature]
 REGISTRAR

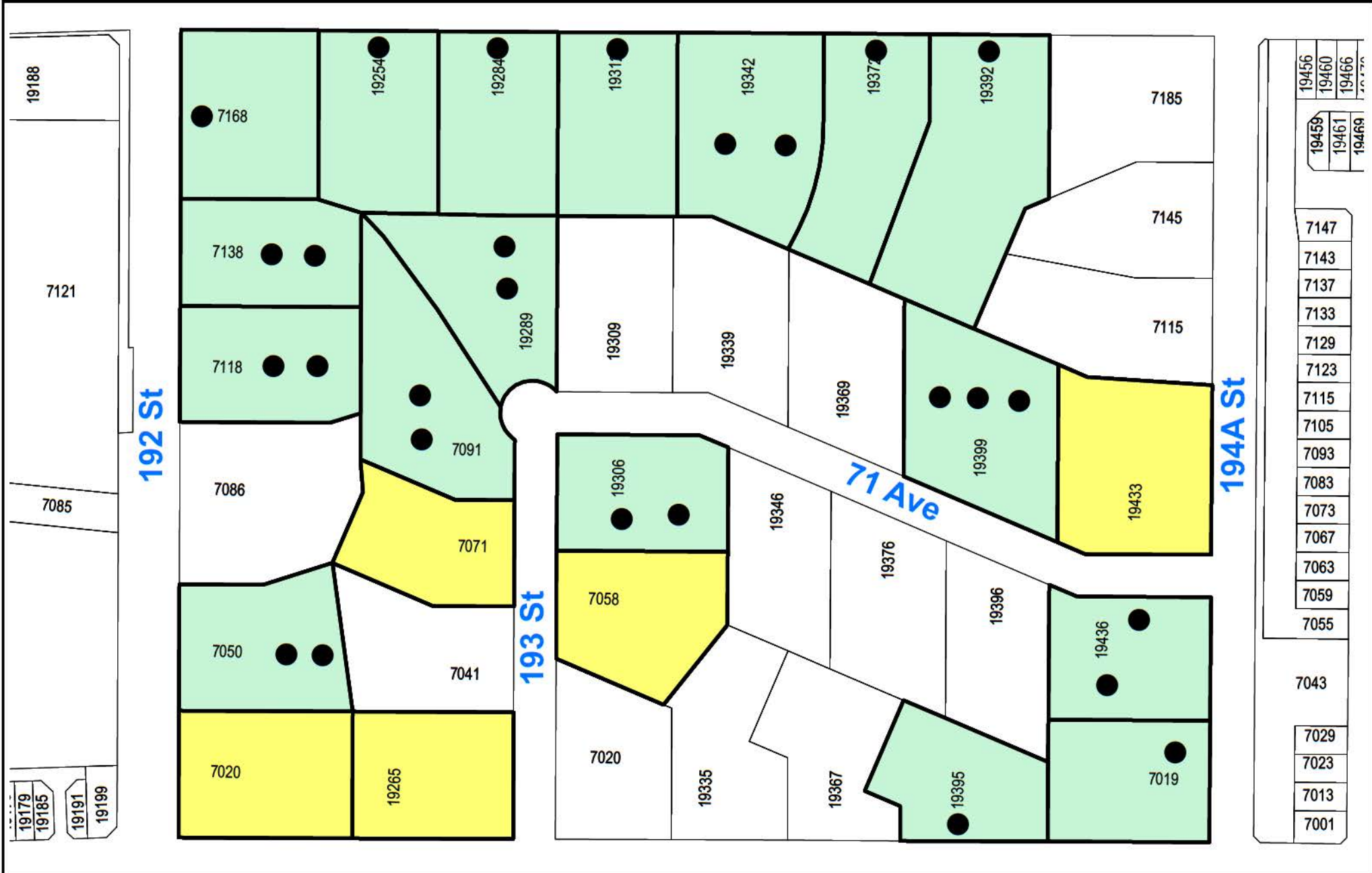
APPROVED AS TO CORRECTNESS OF BLOCKS BY THE REGISTRAR OF LANDS
[Signature]
 REGISTRAR

I, P. J. COOK, REGISTRAR OF LANDS, DO HEREBY CERTIFY THAT THE TOTAL AREA OF 50 ACRES IS ACCORDING TO THE MEASUREMENTS AND CALCULATIONS AND THAT THE AREA IS CORRECTLY SUBDIVIDED INTO THE SECTIONS SHOWN AND DO HEREBY SUBSCRIBE TO THE SURVEY REPRESENTED BY THIS PLAN AND DO HEREBY CERTIFY THAT THE SURVEY AND PLAN ARE CORRECT AND THAT THE SURVEY WAS COMPLETED ON THE 24TH DAY OF November, 1971.

P. J. Cook
 REGISTRAR

[Signature]
 REGISTRAR

THIS PLAN LIES WITH THE DEPUTY REGISTRAR OF LANDS, NEW WESTMINSTER DISTRICT



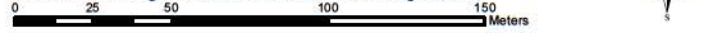
**PROPOSED DEVELOPMENT
ALOHA ESTATES**

Appendix V

Legend

- People who support Development
- Properties Indicating Support Area= 2.43 ha or 6.01 ac
- Aloha Estates Supporters Area = 8.73 ha. or 21.56 ac

25 respondents indicated their support of Development.
 Note: the owner of 19436 71 Ave, signed twice ; another person from 19399 71 Ave signed twice, for a total of 27 signatures



19456
19460
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