

NO: R035

COUNCIL DATE: **FEBRUARY 24, 2014**

REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **February 24, 2014**

FROM: **General Manager, Planning and Development**

FILE: **6520-01**

SUBJECT: **Town Centre Planning Program**

RECOMMENDATION

The Planning and Development Department recommends that Council:

1. Receive this report as information; and
2. Authorize staff to review and update the Town Centre Plans for Newton Town Centre, Cloverdale Town Centre and Fleetwood Town Centre as the first phase of a full review and completion of Town Centre Plans, including a public and stakeholder engagement process, as outlined in this report.

INTENT

The purpose of this report is to seek Council's authorization to proceed with the first phase of a strategy to review and update each of the City's Town Centre Plans over the next two years. The report recommends that this strategy begin with updating and/or completing Town Centre Plans for Newton Town Centre, Fleetwood Town Centre and Cloverdale Town Centre, including a program of public and stakeholder engagement. Completing the Semiahmoo Town Centre Plan and developing an entirely new plan for Guildford Town Centre is proposed as the second phase of the strategy.

BACKGROUND

Newton Town Centre

The Newton Town Centre Plan was approved by Council in 1990, including a land use plan component (Appendix 1). Portions of this plan have been implemented, but parts of the plan area, particularly south of 72 Avenue remain undeveloped. In 2008, the City entered into a joint planning and urban design process with TransLink entitled the Newton Town Centre Land Use, Urban Design and Transportation Study (the "NTC Update"). The subject area of this study covered the part of the original Newton Town Centre Plan area south of 72 Avenue (Appendix 2), and was intended to update the Newton Town Centre Plan for this area. This plan was given Stage 1 approval by Council in 2010. Work is proceeding on Stage 2 of the plan, including a servicing plan and financial strategy.

Since 2010 there have been a number of developments that influence the completion of the revisions to the Newton Town Centre Plan. The Surrey Rapid Transit Study has identified King George Boulevard as a rapid transit corridor and several of the options under consideration indicate a transfer point between bus rapid transit and rail-based rapid transit within the plan area. TransLink has also undertaken renovations to the existing Newton Exchange to accommodate articulated "B-line" buses; this is an interim measure, and was not anticipated in the NTC Update plan. Also, the draft Official Community Plan ("OCP") has been prepared and was granted First and Second Readings on December 16, 2013. The OCP expands the Newton Town Centre designation, and permits higher densities (from 1.5 Floor Area Ratio to 2.5) within the Town Centre designation in anticipation of rapid transit service and to support the vitality of the commercial core of Newton. These changed conditions will be taken into account in the completion of Stage 2 of the plan update.

Fleetwood Town Centre

The Fleetwood Town Centre Plan was approved by Council in 2000. The plan covered a large area (Appendix 3) that extends well beyond the OCP Town Centre designation. Much of the lower-density areas shown in the plan have been developed since 2000, but the central area around Fraser Highway and 160 Street has not redeveloped as anticipated. In 2010 a representative of the Fleetwood Community Association prepared a delegation to Council urging a review of the plan and its implementation. In response the City retained a consultant to work with the Fleetwood Community Association to consult with stakeholders in the area and develop an Action Strategy for Fleetwood Town Centre. These recommendations were presented to Council in July 2012, including a recommendation to update the core area of the Fleetwood Town Centre Plan to facilitate redevelopment and revitalization.

The Surrey Rapid Transit Study has identified Fraser Highway as a rapid transit corridor and several of the options under consideration indicate rail-based rapid transit station areas within the core area of Fleetwood Town Centre. The draft OCP indicates the City's support for light rail rapid transit ("LRT") along Fraser Highway and permits an increase in density for the area bounded by Fraser Highway, 84 Avenue and 160 Street from 1.5 FAR to 2.5 FAR. This density increase is intended to support LRT service and the redevelopment of fragmented commercial properties in the core area.

Cloverdale Town Centre

The Cloverdale Town Centre plan was approved by Council in 2000 (Appendix 4). While aspects of the plan have been realized in the intervening years, there have been changes to conditions that render parts of the plan obsolete. A number of changes have occurred in the Town Centre that are not reflected in the current plan, including the construction and planned expansion of the Surrey Museum, the approved redevelopment of the former Cloverdale Mall into a mixed-use neighbourhood, the relocation of the Fraser Valley Heritage Rail facility, the construction of the replica Cloverdale Interurban station house and the heritage rail tourism service between Cloverdale and Sullivan Station. The Cloverdale Business Improvement Association and the Cloverdale Chamber of Commerce have encouraged the City to review the Town Centre Plan to ensure that it is current and meeting its objectives.

DISCUSSION

The draft OCP includes a renewed emphasis on distinctive and thriving Town Centres, including expansion and higher densities as a key strategy. These policies are intended to encourage vibrant and thriving Town Centre commerce, to reduce dependency on cars by improving the viability of transit, cycling and walking to jobs and services and to provide a focus of community and cultural life in each of Surrey's communities.

Emphasizing Town Centre development supports the Metro Vancouver Regional Growth Strategy, which sets a target of 40% of all regional population and employment growth in urban centres.

As noted above, many of Surrey's Town Centre Plans are dated, and do not reflect current policy directions including rapid transit plans. The Regional Transportation Strategy ("RTS") vision and framework plan was adopted by TransLink in 2013. This plan shows future rapid transit lines running between Town Centres along Fraser Highway, 104 Avenue and King George Boulevard. The RTS also sets out a principle of matching rapid transit investment to corridors with sufficient planned or existing density of jobs and housing to support transit viability. Surrey's clear advocacy for light rail ("LRT") requires a commitment to planning for sufficient density in Town Centres and urban design policies that facilitate pedestrian connections to transit infrastructure.

In 2009, the TownShift design competition focused international design attention on Surrey's Town Centres, placing an emphasis on placemaking and identity. The results of the TownShift competition provide innovative and fresh ideas that can inform and be integrated into renewed plans for each Town Centre.

Staff is proposing a Town Centre planning program over the next two years that will update (and in the case of Guildford, develop) existing plans to implement the OCP, support economic development, compliment rapid transit investments, and respond to the TownShift ideas competition. As a first phase in this strategy staff is proposing to update the Newton, Cloverdale and Fleetwood Town Centre Plans in 2014, including a public and stakeholder engagement program as outlined in Appendix 5.

As part of the planning process for each Town Centre, a review of current engineering and parks infrastructure and servicing capacities will be undertaken, and a servicing and financial strategy will be developed to support the land use plans. The terms of reference for these studies will be forthcoming at a future date as the scope of each Town Centre Plan update is clarified through community engagement.

SUSTAINABILITY CONSIDERATIONS

The proposed strategy for updating each of the City's Town Centre Plans responds to several objectives and actions in the Sustainability Charter, including:

- Enhancing public safety;
- Developing vibrant and thriving commercial and cultural centres;
- Ensuring the viability of transit, walking and cycling modes of transportation;
- Building a beautiful City through urban design, public art and beautification initiatives; and
- Reducing greenhouse gas emissions through developing a compact urban form.

CONCLUSION

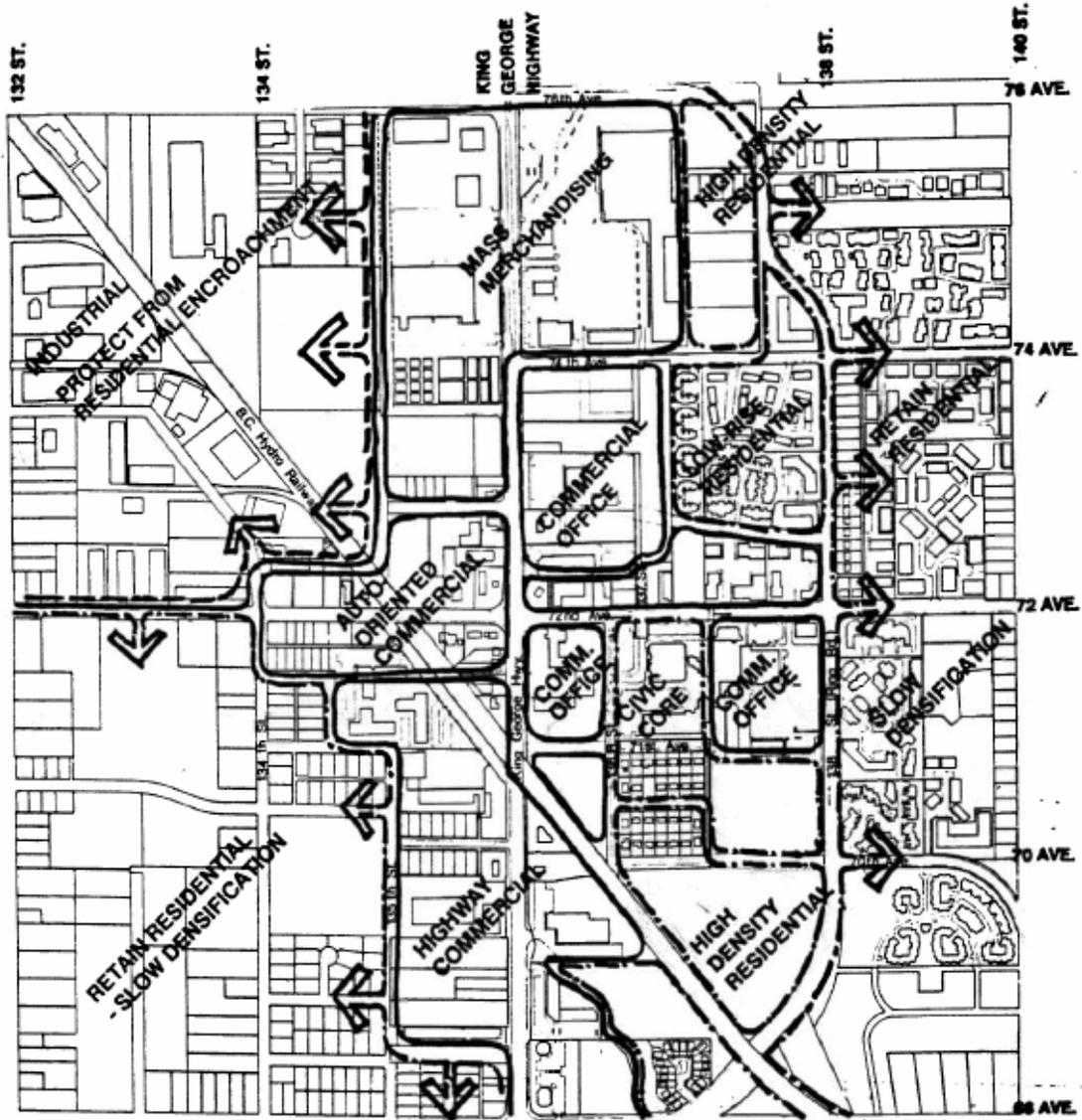
Based on the above discussion it is recommended that Council authorize staff to review and update the Town Centre Plans for Newton Town Centre, Cloverdale Town Centre and Fleetwood Town Centre as the first phase of a full review and completion of Town Centre Plans, including a public and stakeholder engagement process, as outlined in this report.

Original signed by
Jean Lamontagne
General Manager,
Planning and Development

DL:saw

Attachments:

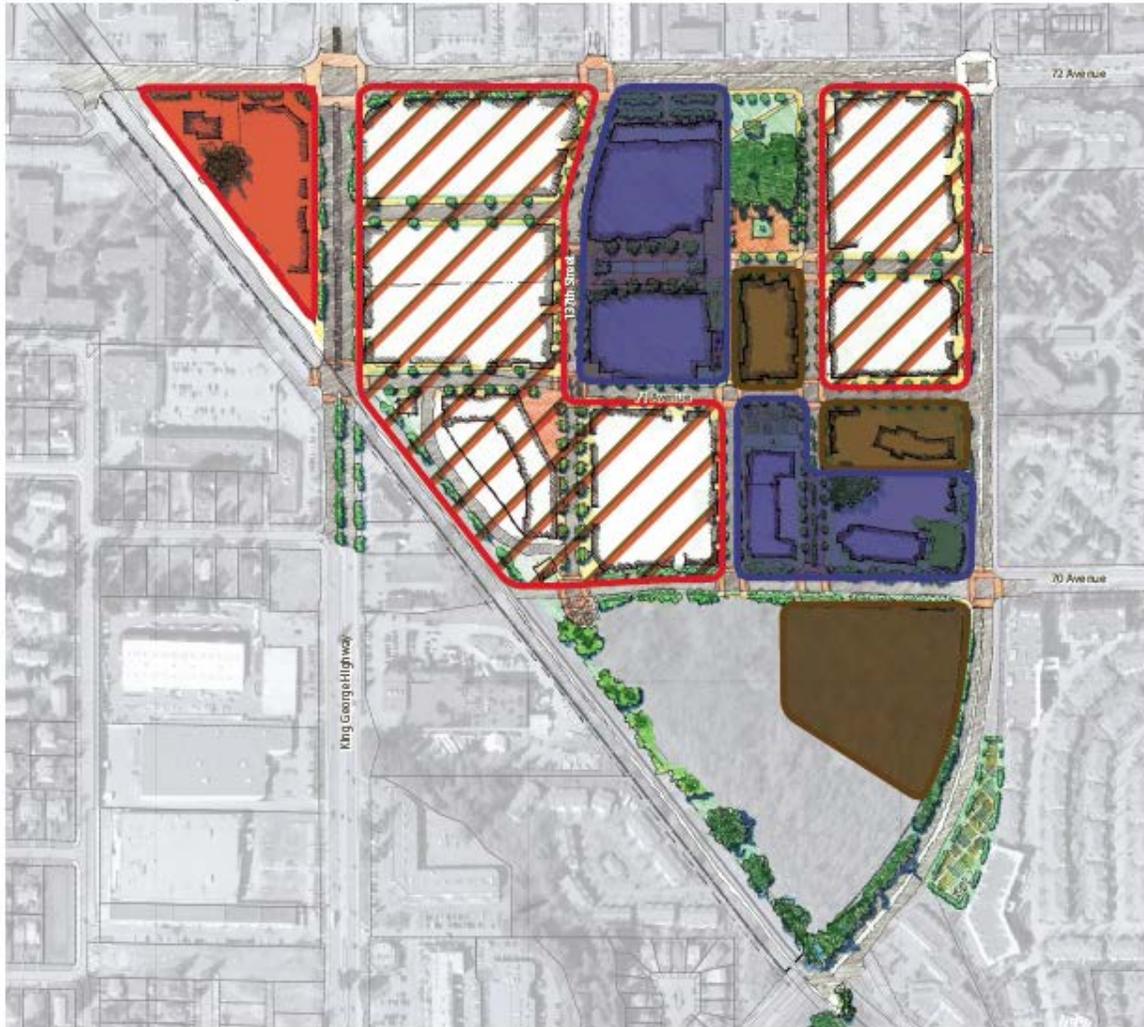
- Appendix 1 Newton Town Centre Plan (1990)
- Appendix 2 Newton Town Centre Land Use, Urban Design and Transportation Study – Land Use Plan (2010)
- Appendix 3 Fleetwood Town Centre Land Use Plan (2000)
- Appendix 4 Cloverdale Town Centre Land Use Plan (2000)
- Appendix 5 Proposed public and stakeholder engagement program for Newton Town Centre, Fleetwood Town Centre and Cloverdale Town Centre Plan Updates



PROPOSED LAND-USE CONCEPT

Appendix 2
Newton Town Centre Land Use, Urban Design & Transportation Plan – Stage 1 (2010)

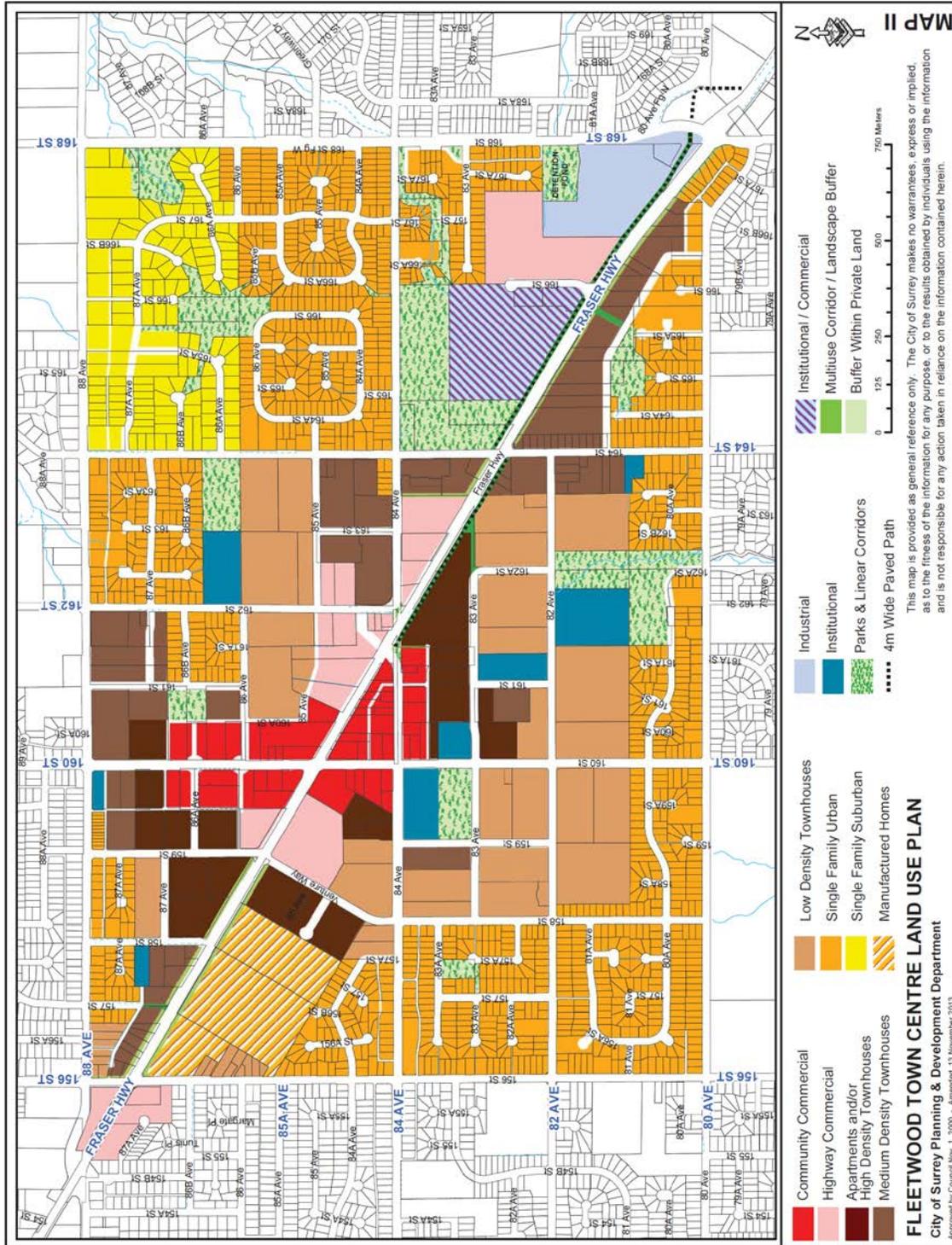
Proposed Density and Land Use



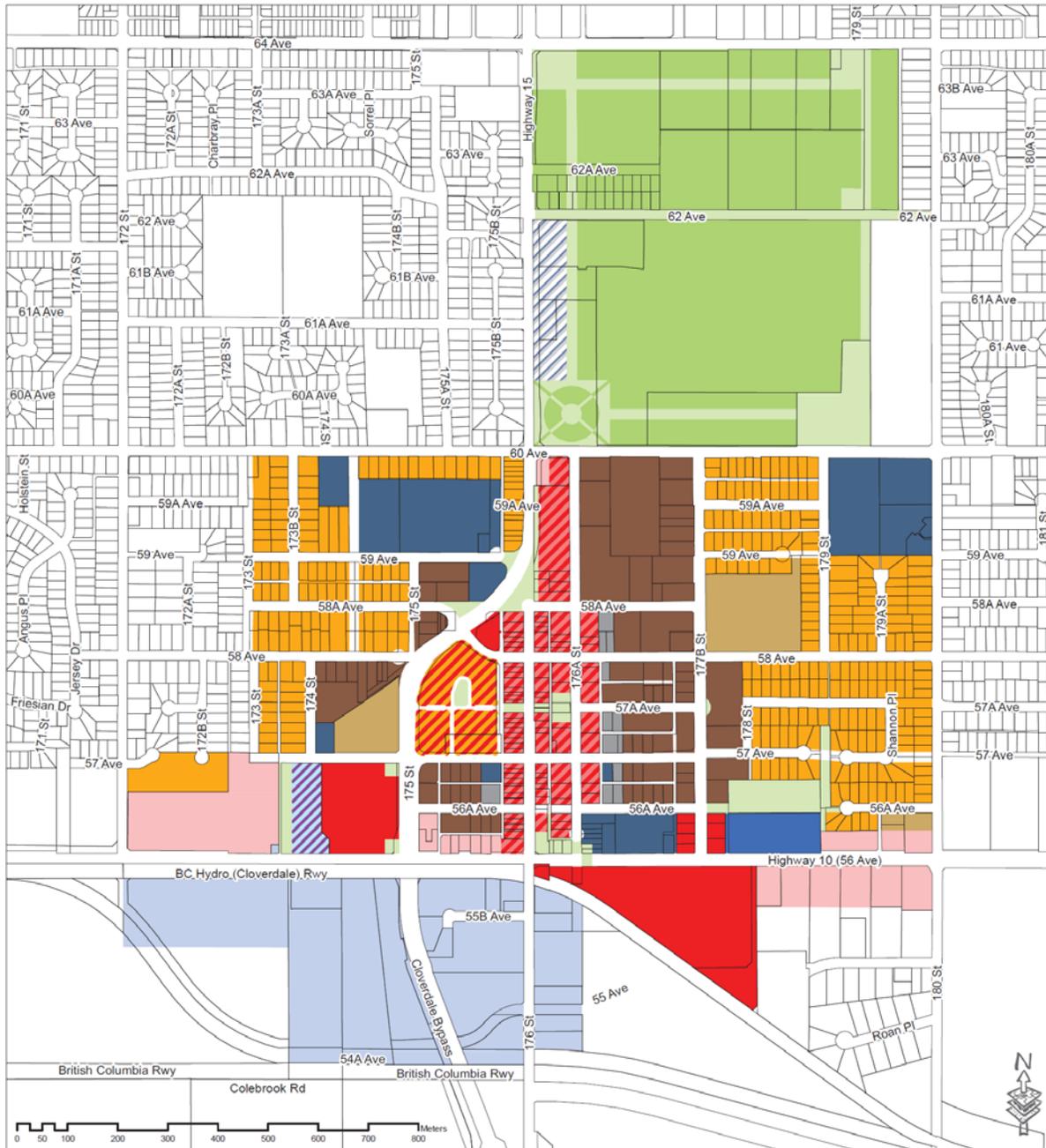
Legend



Appendix 3 Fleetwood Town Centre Plan (2000)



Appendix 4 Cloverdale Town Centre Plan (2000)



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|---------------------------|----------------------------|-----------------------|--------------------------|
| TOWN CENTRE COMMERCIAL | MEDIUM DENSITY RESIDENTIAL | COMMUNITY SERVICES | SCHOOL |
| RETAIL/SERVICE COMMERCIAL | TOWNHOUSES | PARKING | INDUSTRIAL |
| RESIDENTIAL COMMERCIAL | URBAN SINGLE FAMILY | PARK/OPEN SPACE | INDUSTRIAL BUSINESS PARK |
| HIGHWAY COMMERCIAL | INSTITUTIONAL | CLOVERDALE FAIRGROUND | STUDY BOUNDARY |

CLOVERDALE TOWN CENTRE

City of Surrey Planning & Development Department

Approved By Council on October 26, 2000 Amended April 2013

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Newton Town Centre

Interdepartmental Planning Team:

- Planning & Development (Community Planning*, Area Planning (South))
- Engineering (Transportation, Utilities, Realty Services)
- Parks Recreation & Culture (Parks, Recreation, Beautification, Cultural Services)
- Economic Development
- Sustainability

Stakeholder Meetings:

Newton Business Owners Group
Interagency Committee (Provincial Ministries, Utilities, TransLink, Metro Vancouver, RCMP)
Newton Non-profit Agencies & Social Services Group
Newton Community Association
City Advisory Committees (ESAC, PRSTC, DAC, TIC, SPAC)

Public Meetings:

2 Public Open Houses: April 2014 / November 2014
CitySpeaks on-line surveys

Fleetwood Town Centre

Interdepartmental Planning Team:

- Planning & Development (Community Planning*, Area Planning (North))
- Engineering (Transportation, Utilities)
- Parks Recreation & Culture (Parks, Recreation, Beautification, Cultural Services)
- Economic Development
- Sustainability

Stakeholder Meetings:

Fleetwood Community Association
Fleetwood Business Owners Group
Interagency Committee (Provincial Ministries, Utilities, TransLink, Metro Vancouver, RCMP)
City Advisory Committees (ESAC, HAC, PRSTC, DAC, TIC, SPAC)

Public Meetings:

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Cloverdale Town Centre

Interdepartmental Planning Team:

- Planning & Development (Community Planning*, Area Planning (North))
- Engineering (Transportation, Utilities, Realty Services)

- Parks Recreation & Culture (Parks, Recreation, Beautification, Cultural Services, Heritage Services)
- Economic Development
- Sustainability

Stakeholder Meetings:

Cloverdale Business Improvement Association
Cloverdale Chamber of Commerce
Cloverdale Fairgrounds Society
Surrey Heritage Society & Surrey Historical Society
Interagency Committee (Provincial Ministries, Utilities, TransLink, Metro Vancouver, RCMP)
Cloverdale Community Association
City Advisory Committees (ESAC, HAC, PRSTC, DAC, TIC, SPAC)

Public Meetings:

2 Public Open Houses: April 2014 / November 2014
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*denotes lead responsibility