

NO: R061

COUNCIL DATE: March 28, 2022

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **March 24, 2022**

FROM: **Acting General Manager, Planning & Development** FILE: **6430-01**
General Manager, Engineering
General Manager, Parks, Recreation & Culture

SUBJECT: **Neighbourhood Concept Plans Progress Update**

RECOMMENDATION

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

1. Receive this report for information; and
2. Endorse the land use planning work program, as detailed in this report.

INTENT

The intent of this report is to provide Council with an update on the status of current and future land use planning processes, as well as current development capacity within approved Land Use Plans.

BACKGROUND

City staff are currently working on several Land Use Plans that help support the City's Smart Growth Principles:

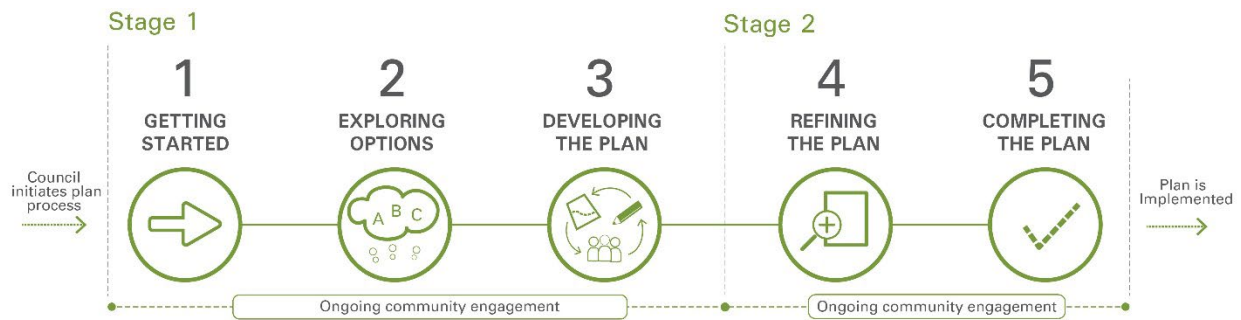
- **Aligning development with essential infrastructure:** Ensuring the planning of new development aligns with construction or accessibility to essential infrastructure, such as utilities, schools and transit.
- **Offering a range of housing choices:** Ensuring a variety of housing choices are available to address affordability demands of homeowners and renters.
- **Creating compact, connected and walkable urban centres:** Establishing centres that are more compact, connected and walkable will increase accessibility to employment, recreational, entertainment and educational opportunities.
- **Expanding transit-oriented development:** Increasing density of jobs and homes in proximity to SkyTrain and RapidBus services to better connect residents to jobs and services and reduce commute times, congestion and greenhouse gas emissions.

- **Preserving sensitive ecosystems:** Ensuring Surrey’s continued growth is guided by conservation, sustainability and the enhancement of key sensitive ecosystems, while delivering safe routes for walking, cycling and recreation.
- **Community engagement and responding to housing and business demands:** Ensuring that planning follows a public engagement process that gives residents the opportunity to help shape Surrey’s neighbourhoods and communities.

These principles are reinforced through the Surrey’s Official Community Plan (“OCP”). They establish a framework to prioritize and undertake land use planning within the City. In alignment with these principles, the highest priority has been placed on supporting growth within Urban Centres and along SkyTrain and RapidBus corridors, and areas to support employment growth.

Land Use Planning Process

The City typically uses a two-stage, five-step process to develop Secondary Land Use Plans. Stage 1 work involves preliminary planning, exploring options, and developing a draft plan. Stage 2 work involves refining and completing the plan, including engineering servicing and financial planning. Throughout the process there are opportunities for community engagement.



Staff Resourcing and Capacity

Secondary land use planning work is resource and time intensive and requires staff contributions from across the City. The land use planning work program, as detailed in this report, represents the full capacity of staff at this time, including the use and support of consultants. Future land use planning work is prioritized from Council direction and scheduled based on the completion of existing plan processes, community support, phasing of utility servicing, and capacity of staff.

DISCUSSION

Existing Approved Development Capacity

Surrey has 48 secondary Land Use Plan areas that have been completed or received draft (Stage 1) Council approval (see Appendix “I”). Most growth within Surrey takes place in these areas. Several plans have recently been completed, including the Redwood Heights Neighbourhood Concept Plan (“NCP”) in May 2020, Newton Town Centre Plan (“TCP”) in July 2020, Darts Hill NCP (May 2021), and the Semiahmoo TCP (January 2022).

The City has a significant long-term supply of serviced and developable land in its six town centres (Appendix “II”). As of December 2021, approximately 38,150 dwelling units (14.9%) in Surrey’s town centres have either been constructed, issued a Building Permit, or received a Development Permit. An additional 35,800 dwelling units (14.0%) are currently under application and in the development review process. The total remaining capacity is 182,350 dwelling units (71.1%).

In addition to TCP areas, there remains considerable development capacity in Surrey’s new growth areas, including Anniedale-Tynehead, Clayton Heights and Grandview Heights (Appendix “II”). As of December 2021, approximately 52,350 units (40.3%) of Surrey’s approved NCP areas have either been constructed, issued a Building Permit, or received a Development Permit. An additional 18,700 dwelling units (14.4%) are currently under application and in the development review process. The total remaining capacity is 58,750 dwelling units (45.3%). Work is currently underway to advance engineering services to these areas to support ongoing development.

Ongoing Land Use Planning

Land use planning processes are currently underway to support strategic City building projects, including the Surrey-Langley SkyTrain (“SLS”) extension, RapidBus service expansion, and the continued growth of Surrey City Centre. These processes also serve to increase the development capacity and opportunity for employment, housing, and institutional uses.

Staff are currently working on the following land use plans:

City Centre Plan Update

Surrey City Centre is undergoing a bold transformation from a suburban town centre into the region’s second metropolitan core. In 2017, Council approved the City Centre Plan to support this vision. Since the plan’s approval, market conditions have evolved to a point where the pace and type of development has required staff to revisit the plan. Residential condominium growth has surpassed forecasts, and City Centre is experiencing rapid population growth. Office and employment growth has not kept pace, despite the expansion of Surrey Memorial Hospital and Simon Fraser University.

In 2019, Council authorized staff to initiate a plan update to addresses key growth-related issues. Central to this update is the establishment of a Central Business District and office-supportive policies to signal the City’s intent to create a critical mass of employment. The update will also strengthen policies to support the proposed SkyTrain station at 140 Street and Fraser Highway. Work on this project is underway, with an update regarding office and employment supportive policies for Council consideration on March 28, 2022. It is anticipated that an additional project update will be reported to Council this summer, with a final updated City Centre Plan forwarded for Council consideration in Q2 of 2023.

Fleetwood Plan

On March 7, 2022, Council approved the draft (Stage 1) Fleetwood Land Use Plan, including Land Use, Transportation, and Parks and Amenities Concepts. The draft plan is reflective of the past two years of comprehensive planning, including detailed studies and analysis, and extensive engagement with residents, community stakeholders and development interests. The resulting plan recognizes the function of the Fleetwood Town Centre as the primary commercial and civic heart of the Fleetwood community while supporting focused transit-oriented growth around future SkyTrain stations. It represents a clear strategy to integrate land use and sustainable transportation systems, while addressing concerns around the supply of affordable housing.

Stage 2 planning for Fleetwood has now initiated. This will identify transportation, drainage, sanitary and water infrastructure improvements to support future development. Stage 2 planning work also includes refinements to land uses and density, the development of urban design guidelines, a public amenity strategy, policies to support plan implementation, and the development of financial strategies for servicing, land acquisition and community amenities.

During Stage 2 of the Fleetwood Plan process, there will be more opportunities for the public to help shape and refine the plan. It is anticipated that the final Stage 2 Fleetwood Plan will be completed and advanced for Council consideration in Q3 of 2023.

Clayton Corridor Plan

In addition to the Fleetwood Plan, there are several existing Land Use Plans in Clayton Heights along the alignment of the SLS corridor. These include the West Clayton NCP, East Clayton NCP, East Clayton Transit Area Plan, North Cloverdale East NCP, and North Cloverdale West NCP. The update to these plans will be consolidated into a single comprehensive process focused around planned SkyTrain stations and along Fraser Highway (the “Clayton Corridor Plan”). Initiation of the planning process was scheduled to follow the completion of the Fleetwood Stage 1 Plan based on the SLS project phasing.

Preliminary planning and background studies have been completed and staff are prepared to initiate the Clayton Corridor Plan in April 2022, including a first phase of community engagement. This will inform a project update anticipated for Council later in 2022, which will clarify the Clayton Corridor Plan Area boundaries, other planning parameters and objectives for the process. The Clayton Corridor Plan is anticipated to be completed and advanced for Council consideration in Q1 of 2024.

Guildford Plan

Guildford Town Centre is a designated urban centre within the OCP. It is also well-served by the existing R1 King George RapidBus along 104 Avenue to City Centre and SkyTrain. With the recent adoption of TransLink’s Transport 2050 plan, the area will ultimately have rapid transit as part of the Major Transit Network (“MTN”) routes on both 104 Avenue and 152 Street. The extent of existing community amenities, schools, existing frequent bus service, and planned rapid transit makes this an area suited for high-density transit supportive growth.

On July 8, 2019, Council approved the draft (Stage 1) Guildford - 104 Avenue Plan (the “Guildford Plan”), following a comprehensive planning and community engagement process. The plan reinforces Guildford Town Centre as an important urban centre in Surrey and presents a clear vision for long-term transit-supportive growth.

Since the approval of the draft (Stage 1) plan, staff have been working on the detailed plan components through the Stage 2 process. Stage 2 planning work has included the development of an engineering servicing strategy, financial strategies, the creation of urban design guidelines, and a range of policies to support plan implementation.

The Guildford Plan is nearing completion, including a final phase of community and stakeholder engagement. It is anticipated that the final (Stage 2) plan will be completed and advanced for Council consideration in Q3 of 2022.

Newton – King George Boulevard Plan

King George Boulevard is an important transit corridor and is currently part of the regional Frequent Transit Network (“FTN”), with transit service running at least every 15 minutes in both directions throughout the day. Transit service improvements for the area include extending the R1 King George Rapid Bus from Newton to Semiahmoo Town Centre, with longer term rapid transit as part of TransLink’s MTN. The corridor is also an important economic connection, linking employment and commercial land in Newton with City Centre and South Surrey.

On June 28, 2021, Council approved the draft (Stage 1) Newton - King George Boulevard Plan, including the Land Use, Transportation, and Parks and Amenities Concepts. Since then, staff have been working on the Stage 2 plan components, including an engineering servicing strategy, financial strategies, urban design guidelines, and supportive policies.

The Newton – King George Boulevard Plan is now in the final stages of development. It is anticipated that the final (Stage 2) plan will be completed and advanced for Council consideration in Q2 of 2022.

South Campbell Heights Plan

Planning for South Campbell Heights was initiated by Council in December 2014 and has been ongoing due to a variety of local and regional considerations. On July 12, 2021, a draft (Stage 1) plan was endorsed by Council, with direction to refer an application for a Regional Growth Strategy (“RGS”) amendment to the Metro Vancouver Board for consideration. The RGS amendment was necessary to extend the Urban Containment Boundary and amend regional land uses to support the plan’s implementation. On February 25, 2022, the Metro Vancouver Board approved the South Campbell Heights RGS amendment.

Stage 2 planning for South Campbell Heights has now initiated, including the preparation of supportive studies. These include an Integrated Stormwater Management Plan, an updated Environmental Inventory and Assessment, and a Cumulative Effects Assessment (“CEA”) to be undertaken by Semiahmoo First Nation staff, with the support of the City. The CEA is intended to build an understanding of the cumulative effects of settlement and development on traditional practices of the Semiahmoo First Nation.

The final (Stage 2) South Campbell Heights Plan is anticipated to be completed and advanced for Council consideration in Q1 of 2023.

Future Land Use Planning

New land use planning work is proposed to commence as existing priority plans are completed and approved by Council. This will ensure the strategic application of staff resources and the timely completion of existing planning processes, in a phased and sequenced manner. Future land use planning work is prioritised based on Council direction, with proposed dates for initiation based on the completion of above-noted existing work and staff capacity and resources from multiple departments.

Staff propose future consideration of the following future land use plans:

Scott Road Corridor Plan

Scott Road and 72 Avenue are important commercial corridors with key links to SkyTrain and employment lands in Newton and South Westminster. They are also part of the regional MRN and FTN, and home to the busiest bus route south of the Fraser River (Route 319 – Scott Road/72 Avenue). This corridor is also the future alignment of the planned R6 RapidBus, scheduled to commence service in 2023. Rapid transit is planned on the corridor, as part of TransLink's MTN. In addition to transportation and employment factors, the corridor is a rapidly growing residential area, with high density residential development taking place on the west side of Scott Road in Delta.

Staff are proposing that a corridor study be initiated in Q2 of 2022, followed by focused land use plans in priority areas along the corridor. This work will be supported by background studies, including market and environmental assessments. Through this process, a new vision will be established for the corridor, with updated land use designations to support continued growth in areas that will directly benefit from the planned R6 RapidBus and long-term rapid transit. It will also enable the City to address the impacts of growth and plan for appropriate amenities and infrastructure. Detailed land use planning is anticipated to follow the corridor study in 2023.

South Westminster Neighbourhood Concept Plan

South Westminster is a largely industrial area along the banks of the Fraser River between Scott Road SkyTrain Station and the Fraser Surrey Docks (the "Port", operated by the Port of Vancouver). The area is characterized by the Port and its supportive industrial lands, which transition to business park and mixed-used areas around the Scott Road SkyTrain Station. In addition to SkyTrain and the existing MRN, the area will benefit considerably from the new Pattullo Bridge. A new land use plan will also enable the City to explore intensification of existing uses and align with the Port of Vancouver's long-term expansion plans for the Port.

A land use plan for South Westminster was first developed in 2005. No planning work has been undertaken since that time. Despite some development in the area, the plan is no longer reflective of current market conditions. The area also faces several development constraints that were not fully considered within the 2005 plan, including adverse geotechnical conditions, increasing flood levels and risk, servicing constraints, and site contamination. The original plan also did not consider the planned R6 RapidBus service along Scott Road and future rapid transit, as part of the recently approved MTN.

Staff are proposing that a new plan be developed for South Westminster. Through this process, an updated vision will be established for the area. The plan will also ensure that current challenges and development opportunities are appropriately considered. Given the employment and transit-oriented opportunities for this area, staff propose that this plan process be prioritized, with initiation of background studies for Council consideration in Q2 2022.

East Cloverdale Neighbourhood Concept Plan

East Cloverdale refers to the area around the proposed 196 Street (Willowbrook) SkyTrain Station, along the border with Langley. The surrounding area within Surrey will require a new land use plan to support transit-oriented development associated with the SLS project. Coordination is also required with the City and Township of Langley on corresponding SkyTrain supportive land use plans.

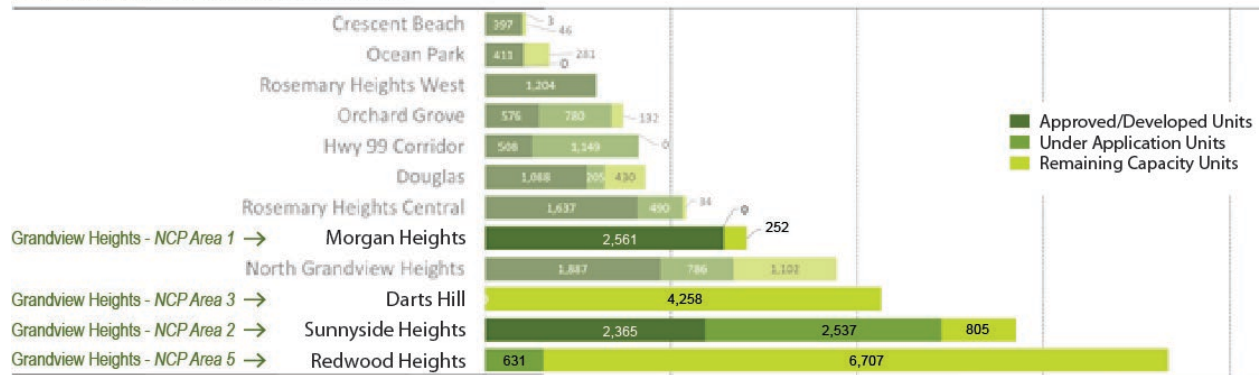
Council’s 2019 authorization to initiate preliminary planning and background studies along the SLS Corridor included this area. In February 2020, Council received an update on the completion of the background studies. Since that time, staff have prioritized the Fleetwood and Clayton plan processes based on the SLS project phasing. Based on staff capacity and SLS project sequencing, the East Cloverdale NCP is anticipated for initiation in Q1 of 2023, with completion by 2025, consistent with the SLS Supportive Policies Agreement.

Grandview Area #5 East Neighbourhood Concept Plan

The broader area of Grandview Heights was identified for new growth within the 2005 Grandview Heights General Land Use Plan (“GLUP”). This overarching plan established the planning framework to guide servicing, development, and build-out of Grandview Heights as a comprehensively planned community. It also identified the context for the preparation of five NCPs within the broader area, including Grandview Area #5, necessary to provide details on land uses, community amenities, servicing and financing.

Since the approval of the Grandview Heights GLUP, NCPs have been completed for areas 1 through 4. The two most recently approved NCPs (Redwood Heights in May 2020 and Darts Hill in May 2021) have yet to be serviced and have significant remaining development capacity. Total remaining development capacity within approved Grandview Heights NCPs is over 12,000 dwelling units, which equates to between 12-15 years of sustained new development based on current local absorption rates.

South Surrey NCP Capacity (December 2021)



A landowner petition has been received requesting NCP consideration for the eastern portion of Grandview Area #5 (“Area 5 East”). The petition is under review by staff to confirm lot ownership and to assess the level of support. The timeline to initiate Area 5 East will need to consider several factors, including that:

- Available staff and planning resources are currently allocated to prioritize the ongoing planning processes outlined above, including SLS and employment supportive plans. The initiation of a new plan in Area 5 East will require the completion of ongoing work, or the reallocation of resources away from (and thus delaying) ongoing or planned future work.
- There is significant existing approved development capacity in Grandview Heights (over 12,000 dwelling units). Additional development capacity from Area 5 East is not needed at this time to support continued growth.

- Development in Area 5 East will be dependent on the implementation of sewer and water servicing extensions in adjacent plan areas, notably the Darts Hill and Redwood Heights NCPs. This servicing is in the design phase and remains several years away from reaching Area 5 East. Premature initiation of a new plan for Area 5 would result in a plan that is not ‘development ready,’ and would risk a disconnect between prescribed land uses and future market demand. It would also generate unwarranted land speculation as the area awaited servicing.

Staff will continue to review the petition and examine servicing considerations for the area. Based on the above noted points, staff recommend that the initiation of Area 5 East be considered in Q1 of 2023 when there is greater certainty around utility servicing and staff capacity, following completion of the Newton-King George and South Campbell Heights Plan.

Proposed Land Use Plan Work Program Overview

The following chart provides a general summary of the proposed timing of the work program, as outlined in the report. Council authorization will be sought prior to initiating the planning process for each of the above-noted plans and prior to community consultation. Staff will report back to Council at key milestones on each plan with more detail.

PLANS	2020				2021				2022				2023				2024				2025				2026			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
SkyTrain Supportive Plans																												
Fleetwood	Stage 1								Stage 2																			
Clayton Update									Plan(s) Update																			
East Cloverdale									Stage 1								Stage 2											
Urban Centre Plans																												
Guildford - 104 Avenue	Stage 2																											
Surrey City Centre					Plan Update																							
Supportive Transit Corridors																												
Newton - King George	Stage 1				Stage 2																							
Scott Road - R6 Corridor									Corridor Study																			
Nordel - 96 Ave (north)													Stage 1								Stage 2							
Strawberry Hill (south)																	Stage 1								Stage 2			
Employment Focused Plans																												
South Campbell Heights	Stage 1								Stage 2																			
South Westminster									Stage 1								Stage 2											
New Growth Area Plans																												
Grandview Area 5									Stage 1								Stage 2											

Current

Supportive Policy Planning

Staff are also working on updates to key policy documents that support land use planning and development.

Official Community Plan Update

The OCP is a statement of objectives and policies that guide City-wide planning decisions. The existing OCP was last approved in 2013 and is in need of update. Staff will initiate a process to update the OCP starting in 2022, with expected completion over two years. The process will reflect current priorities and policy directions.

Zoning Bylaw Update

Surrey's current Zoning Bylaw has been in place since 1995 and is in need modernization to make it more market responsive. Regular housekeeping updates are made annually to ensure the By-Law's remains up to date. In spring of 2021, Council authorized staff to initiate the Surrey Zoning Bylaw review. Since then, staff have completed a best practice review of comparable municipalities, as well as a gap analysis of zoning in Surrey. These reviews have advised the scope of update anticipated, and supported work plan development. Staff anticipate the Zoning Bylaw update will take approximately 24 months to complete. In addition to modernization, the update will also ensure alignment with the OCP to provide transparency and certainty within the development process.

Employment Land Strategy Update

The Employment Lands Strategy outlines how the City manages employment lands. The existing strategy was adopted by Council in 2009. Since then, rapid development and market changes have highlighted the need to update the strategy. An update will ensure the maximum use and efficiency of employment lands and the best opportunities for Surrey residents. Staff will initiate the update in 2022, which will take approximately 18 months to complete.

SUSTAINABILITY CONSIDERATIONS

The work of this report supports the objectives of the City's Sustainability Charter 2.0. In particular, this work relates to Sustainability Charter 2.0 themes of Built Environment and Neighbourhoods, and Economic Prosperity and Livelihoods. Specifically, this plan supports the following Desired Outcomes ("DO"):

- Neighbourhoods and Urban Design DO1: Surrey is comprised of distinct, diverse and compact neighbourhoods and Town Centres, with an engaging public realm;
- Neighbourhoods and Urban Design DO2: Surrey is well-connected within the City and to the rest of the region by fast and efficient public transit and active all-ages-and-abilities transportation infrastructure;
- Neighbourhoods and Urban Design DO6: Land is used efficiently and sensitively, and development minimizes the impacts on the natural environment, viewsapes, agricultural land and urban wildlife;
- Economy DO4: Surrey's economy is diversified with a mix of service, industrial, agricultural and innovation-based businesses; and
- Economy DO6: Efficient land use and well-managed transportation infrastructure are in place to attract businesses and support a thriving economy.

CONCLUSION

Land use plans provide a critical framework for growth. Most of the City's growth takes place within Secondary Land Use Plan areas. Staff are currently working on several plans to support Council priorities, including transit-oriented growth and key employment areas.

Current development capacity in approved and in-progress land use plans is robust. As of December 2021, approved land use plans in Surrey represent a combined capacity of over 241,000 additional dwelling unit, which can sustain several decades of growth based on current absorption rates.

Jeff Arason, P.Eng.
Acting General Manager,
Planning & Development

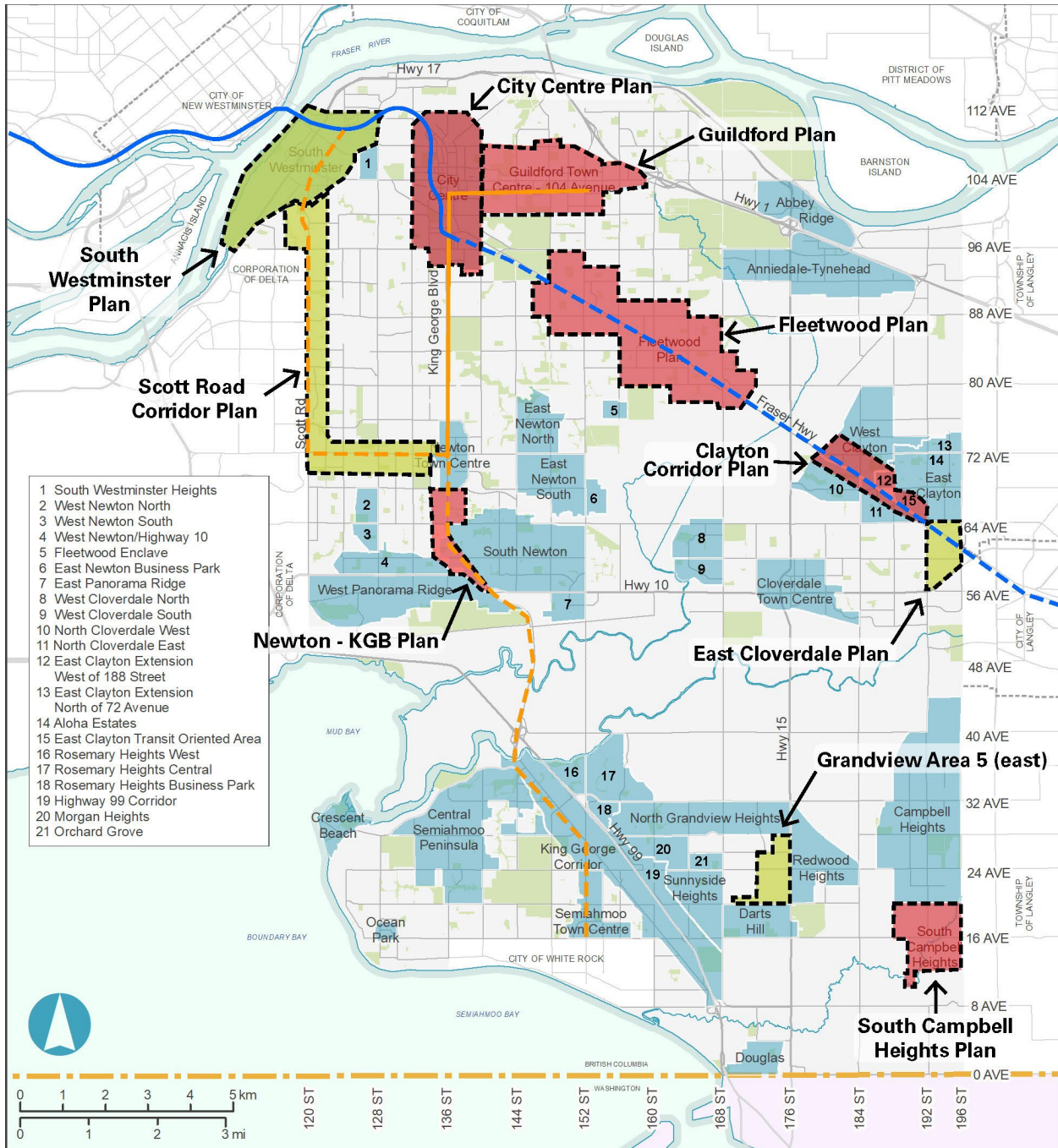
Scott Neuman, P.Eng.
General Manager,
Engineering

Laurie Cavan
General Manager,
Parks Recreation & Culture

PH/PK

Appendix "I" – Map of Land Use Plans Areas
Appendix "II" – Existing Plan Approved Development Capacity

Map of Land Use Plans in Progress



- 1 South Westminister Heights
- 2 West Newton North
- 3 West Newton South
- 4 West Newton/Highway 10
- 5 Fleetwood Enclave
- 6 East Newton Business Park
- 7 East Panorama Ridge
- 8 West Cloverdale North
- 9 West Cloverdale South
- 10 North Cloverdale West
- 11 North Cloverdale East
- 12 East Clayton Extension West of 188 Street
- 13 East Clayton Extension North of 72 Avenue
- 14 Aloha Estates
- 15 East Clayton Transit Oriented Area
- 16 Rosemary Heights West
- 17 Rosemary Heights Central
- 18 Rosemary Heights Business Park
- 19 Highway 99 Corridor
- 20 Morgan Heights
- 21 Orchard Grove

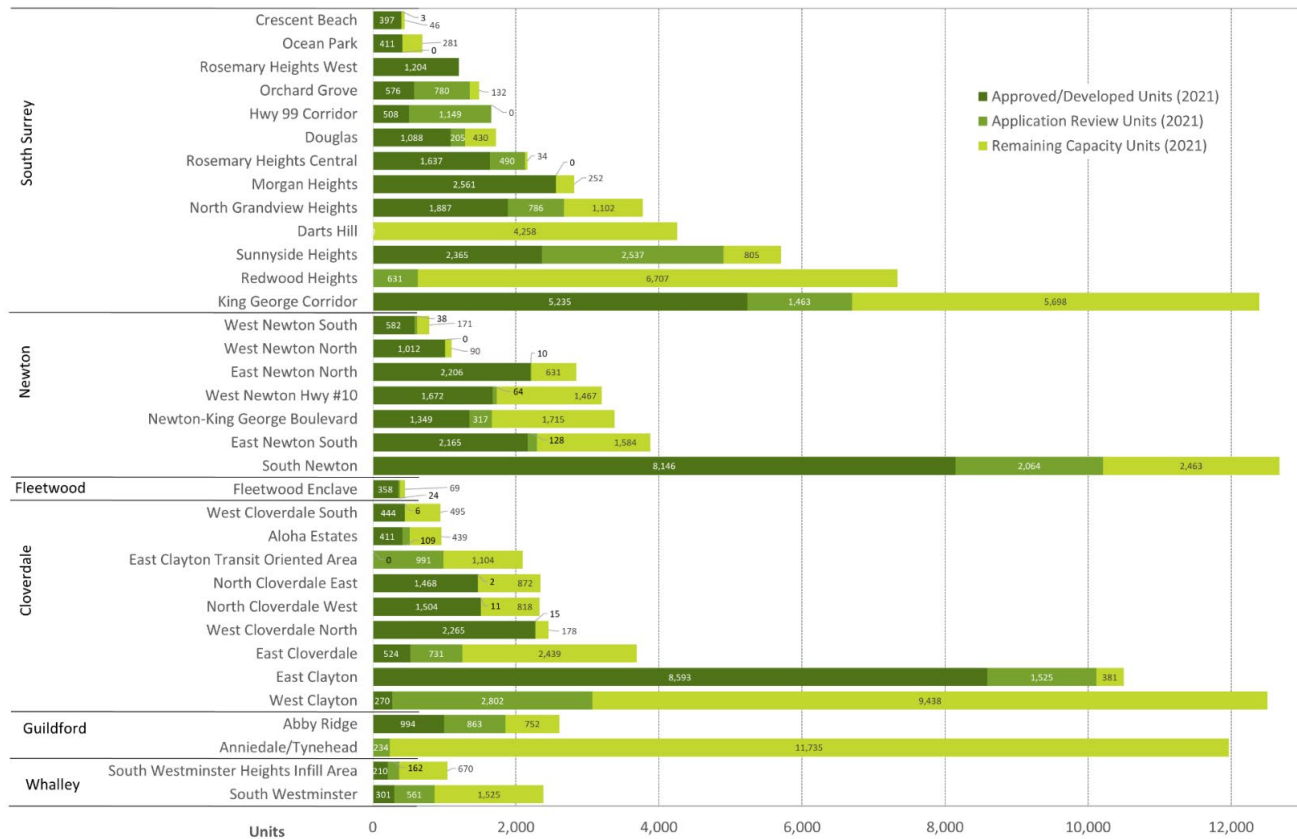
LEGEND

- Approved Land Use Plans
- Ongoing Land Use Plans
- Future Land Use Plans
- SkyTrain (Existing / Future)
- RapidBus (Existing / Future)

Existing Plan Approved Development Capacity

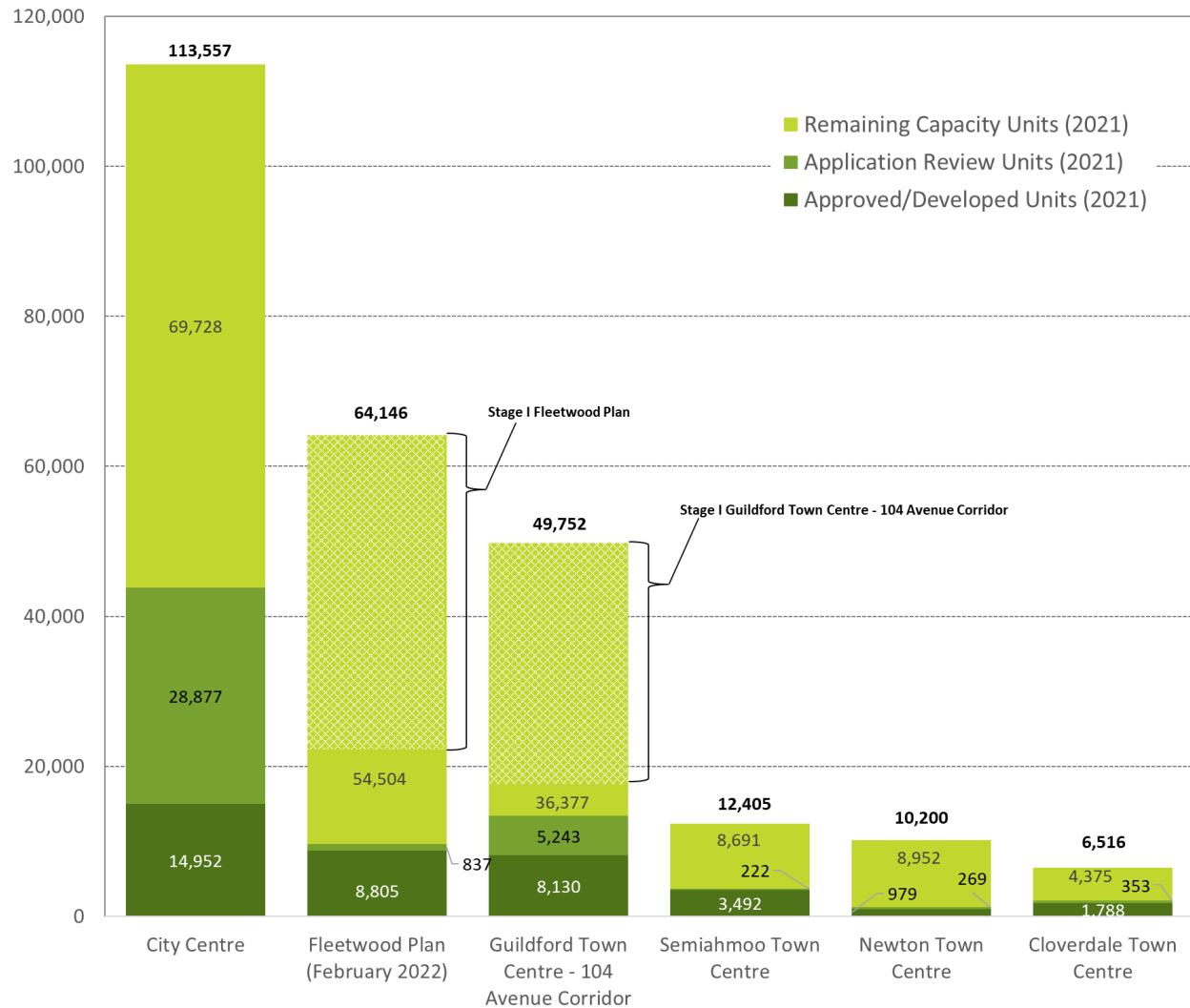
1. Approved Residential Development Capacity by Neighbourhood Concept Plan Areas

As of December 2021, approximately 52,350 units (40.3%) of Surrey’s approved NCP areas have either been constructed, issued a Building Permit, or received a Development Permit. An additional 18,700 dwelling units (14.4%) are currently in the development review process. Total remaining capacity is 58,750 dwelling units (45.3%), which equates to approximately 25 years of new development based on current absorption rates.



2. Approved Residential Development Capacity by Town Centre Plan Areas

As of December 2021, approximately 38,150 dwelling units (14.9%) in Surrey’s Urban Centres have either been constructed, issued a Building Permit, or received a Development Permit. An additional 35,800 dwelling units (14.0%) are currently in the development review process. Total remain capacity is 182,350 dwelling units (71.1%), which equates to approximately 91 years of new development based on current absorption rates.



3. Approved Residential Development Capacity by Community

The following information represents the combined capacities of all approved Secondary Land Use Plan, organized by Surrey Community. This data does not include areas located outside of an approved Land Use Plan. As of December 2021, Whalley (including City Centre) has the most remaining capacity (approximately 71,923 dwelling units), followed by Fleetwood (approximately 54,573 dwelling units) and Guildford (approximately 48,863 dwelling units). Total remaining capacity is approximately 241,400 dwelling units.

