

NO: R001

COUNCIL DATE: January 16, 2023

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## REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **January 12, 2023**

FROM: **Acting General Manager,  
Planning & Development**

FILE: **6520-20  
(Fleetwood Plan)**

SUBJECT: **Fleetwood Stage 1 Plan Extension Areas**

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## RECOMMENDATION

The Planning & Development Department recommends that Council:

1. Receive this report for information;
2. Approve proposed amendments to *Surrey Zoning By-law, 1993, No. 12000*, as amended, to expand the areas for amenity contributions for the Fleetwood Plan to include two extension areas identified in this report, as documented in Appendix “I”, and authorize the City Clerk to bring forward the necessary *Surrey Zoning By-law, 1993, No. 12000* Amendment Bylaws for the required readings and to set a date for the related Public Hearing; and
3. Approve the proposed Fleetwood Plan land use designations for two plan extension areas outlined in Appendix “II” and authorize staff to proceed with all necessary actions to update the existing Stage 1 Plan to include the proposed land use designation for the extension areas, as generally described in this report.

## INTENT

The intent of this report is to resolve interim Fleetwood Plan Community Amenity Contribution (“CAC”) rates for two Fleetwood Plan extension areas through amendments to *Surrey Zoning By-law, 1993, No. 12000*, as amended (the “Zoning By-law”). In addition, this report proposes that Council designate two extension areas as “Urban Residential” to facilitate the collection of any CACs from future or in-stream development nearing completion inside those extension areas.

## BACKGROUND

As part of the approval of the Stage 1 Fleetwood Plan on March 7, 2022, as outlined in Corporate Report No. Ro49; 2022 (attached as Appendix “III”), two plan extension areas (shown in Appendix “IV”) were added into the Fleetwood Plan boundary. The northwest extension area had development interest and was included in the Plan boundary to ensure that it would not be orphaned from future urban services and amenities. The central extension area was added for future urban re-development consideration given its proximity to Fraser Highway, 152 Street, 84 Avenue, and surrounding frequent transit service.

Land use designations were not established for these two extension areas; rather, the establishment of interim land use plan designations was recommended as part of the Stage 2 Fleetwood land use planning processes.

## **DISCUSSION**

### **Land Use Designation for Extension Areas**

City staff propose that the appropriate land use designations for the two extension areas be “Urban Residential” as identified in Appendix “II”. As these extension areas are at the periphery of the Plan, and adjacent to other single-family areas, they are generally more suited to provide opportunities for a mix of sensitive lower intensity infill development.

The “Urban Residential” designation in the Fleetwood Plan envisions a range of residential uses, including single-detached, semi-detached dwellings, duplexes, rowhouses, and/or lower density townhouses. Laneway and coach houses may also be considered in some of the areas with existing or future lanes. Base density is expected to be in the range of 24 Units Per Hectare (“UPH”) for Detached Housing, 35 UPH for Attached Duplex Housing, and up to 37 UPH for Row House or Townhouses. Existing parks and riparian areas will be retained as open space. Further consultation, refinement, and finalization of transportation, parks, and urban design will be undertaken during Stage 2 Plan process, which is now underway.

### **Secondary Plan Community Amenity Contributions for Extension Areas**

In accordance with City policy, to address the impacts of growth and the amenity needs of new residents, at the time of rezoning or building permit issuance all development proposals are required to make a monetary CAC. The current Secondary Plan CAC rates for Fleetwood Plan only apply to the original Plan boundary that was established prior to Stage 1 approval; rates were not established for the two extension areas. The determination of Secondary Plan CACs for the two extension areas is, therefore, an outstanding component of the Stage 2 Plan that requires resolution.

Including the two extension areas and interim (Stage 1) rates into the Zoning By-law (as identified in Appendix “I”) will ensure equitable CACs in all areas of the Fleetwood Plan. This will also facilitate the ability for any in-stream applications in the areas to proceed to Council for final adoption in keeping with the Interim Plan Development Expectations Strategy, and in accordance with general City Density Bonus Policy to address the impacts of growth pressures and the amenity needs of new residents.

It is anticipated that these Fleetwood Plan CAC rates and associated amenities will be further reviewed as part of the Stage 2 planning process. All development proposals in these extension areas at the time of future rezoning or building permit issuance will be required to make a monetary CAC. Any Secondary Plan CACs are to be paid in accordance with the rates in effect at the time that they are due which, for multi-family and non-residential development, is prior to building permit issuance.

At present, the only development application in the Fleetwood Plan extension area, 7917-0301-00, has been approved by Council. This application, 7917-0301-00, will be subject to the Secondary Plan CAC rates for Fleetwood Plan with the proposed amendments.

## SUSTAINABILITY CONSIDERATIONS

The work of this Plan supports the objectives of the City’s Sustainability Charter 2.0. In particular, this Plan 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”):

- Built Environment and Neighbourhoods DO1: Surrey is comprised of distinct, diverse and compact neighbourhoods and Town Centres, with an engaging public realm.
- Built Environment and Neighbourhoods 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.
- Built Environment and Neighbourhoods DO4: Surrey’s neighbourhoods are safe, accessible, well-connected, walkable and bike friendly.
- Built Environment and Neighbourhoods DO6: Land is used efficiently and sensitively, and development minimizes the impacts on the natural environment, viewscales, agricultural land and urban wildlife.
- Economic Prosperity and Livelihoods DO6: Efficient land use and well-managed transportation infrastructure are in place to attract businesses and support a thriving economy.

## CONCLUSION

Based on the above discussion, it is recommended that Council approve the proposed Fleetwood Plan extension area land use designations and related interim (Stage 1) Fleetwood Plan CACs as well as authorize the City Clerk to bring forward the necessary Zoning By-law Amendment Bylaws for the required readings and to set a date for the related Public Hearing.

*Original Signed By*

Jeff Arason, P.Eng.

Acting General Manager, Planning & Development

MK/PH/ss

Appendix “I” Proposed Amendment to the Zoning By-law to include Extension Areas

Appendix “II” Proposed Fleetwood Land Use Plan Designations for Extension Areas

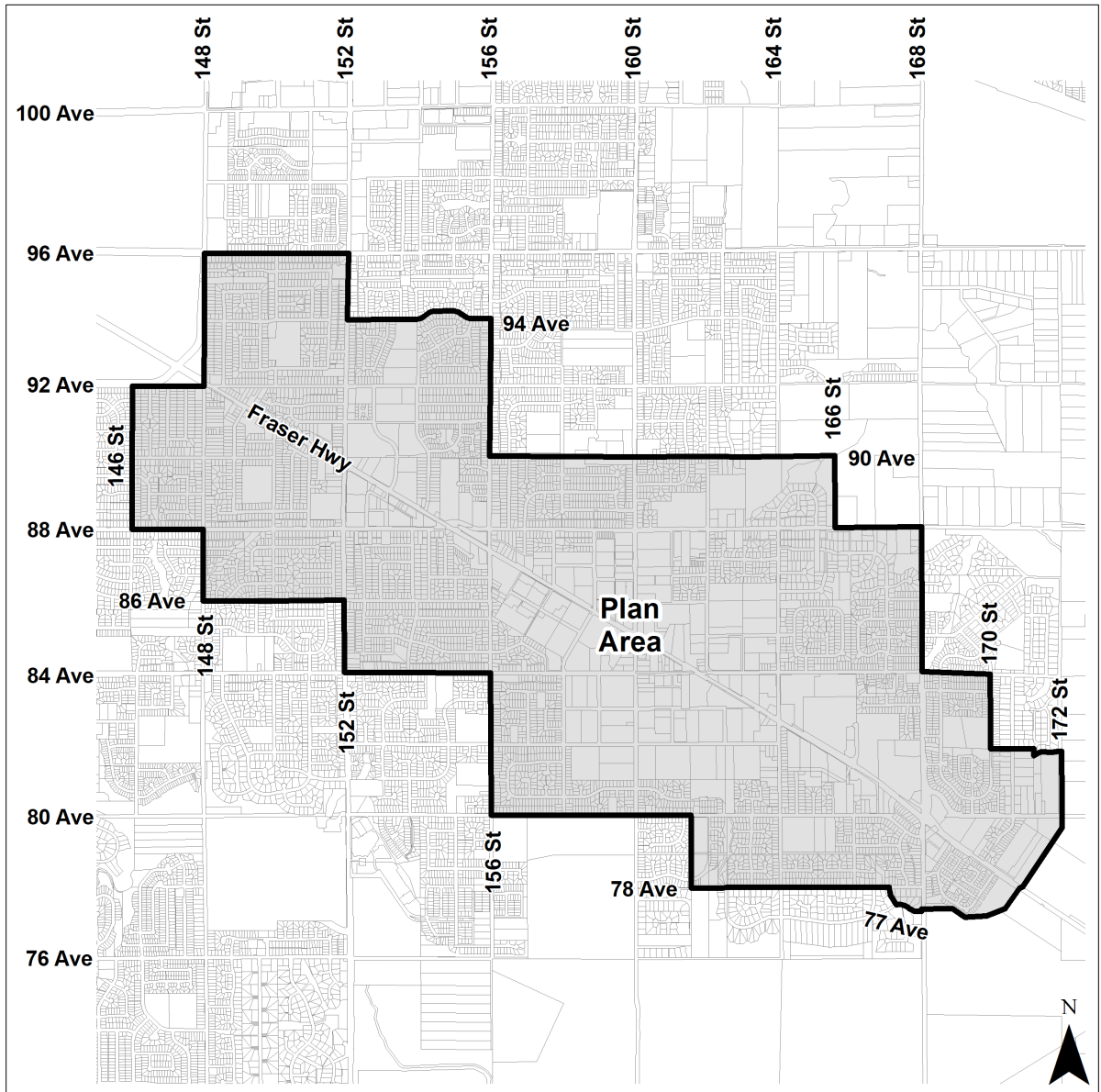
Appendix “III” Corporate Report No. Ro49; 2022

Appendix “IV” Location of Fleetwood Plan Boundary Extension Areas

**Proposed Amendments to Schedule G of  
Surrey Zoning By-law, 1993, No. 12000, as amended**

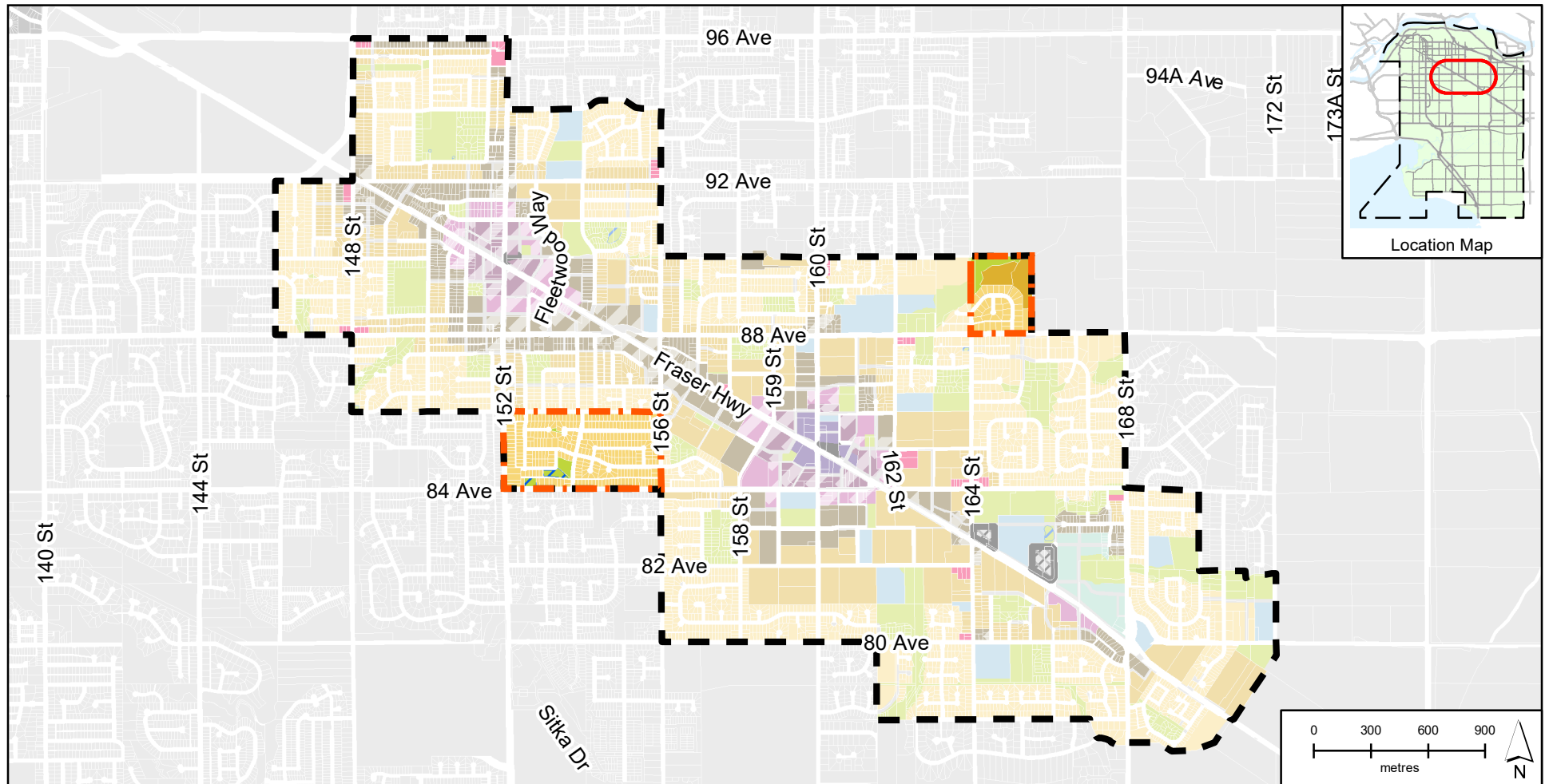
The following amendments are proposed to Schedule G, Community Amenity Contributions Section of Surrey Zoning By-law, 1993, No. 12000, as amended:

1. In Sub-section E.16(a), delete the existing Fleetwood Plan Map and replace with the following Fleetwood Plan Map:



# Fleetwood Plan Land Use Designation

# APPENDIX "II"



## LEGEND

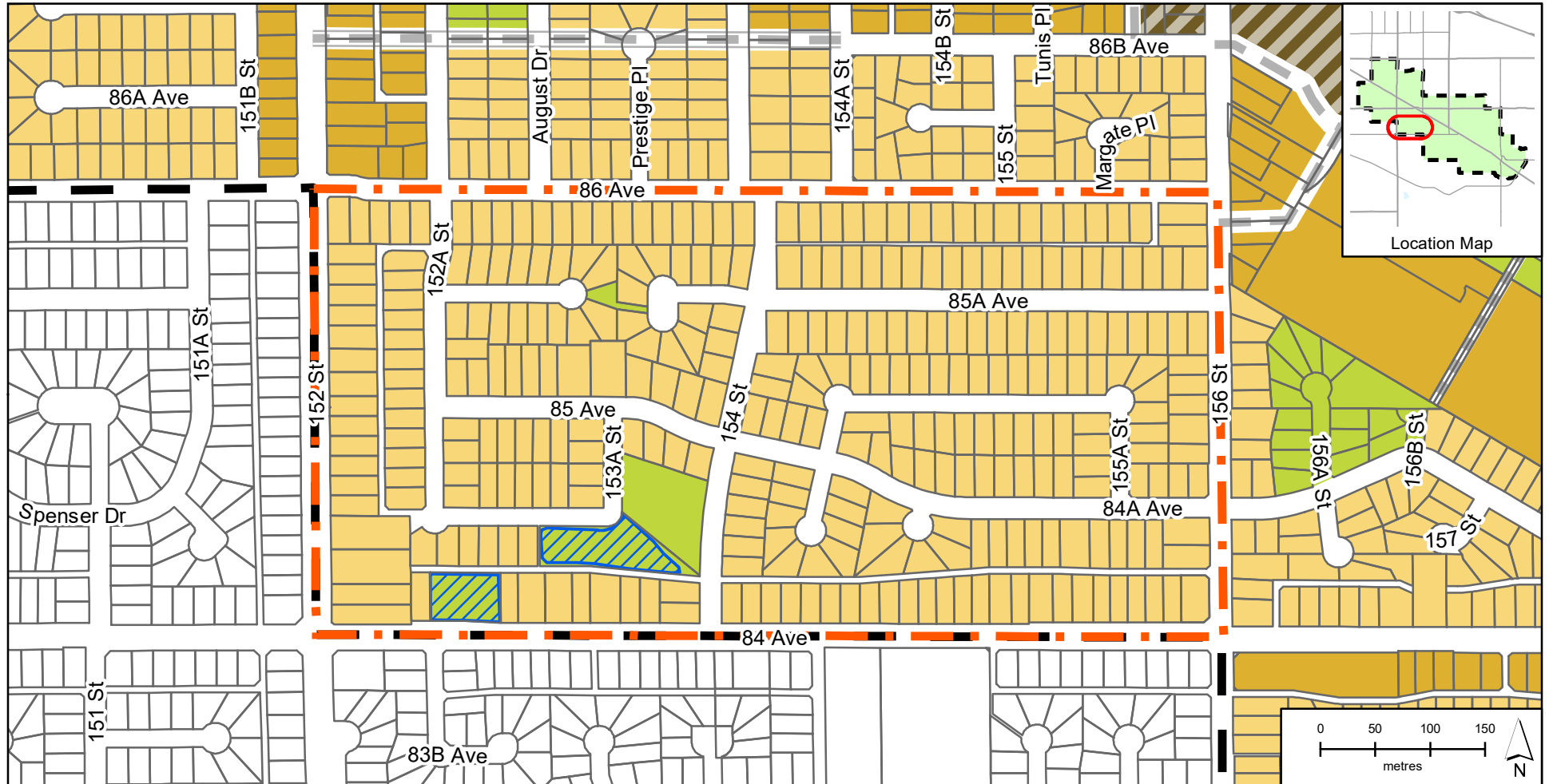
- |                         |                          |                      |                    |
|-------------------------|--------------------------|----------------------|--------------------|
| Extension Area          | High Rise Residential    | Low Rise Mixed Use   | Plaza              |
| Fleetwood Plan Boundary | Transitional Mixed Use   | Low Rise Residential | Parks & Open Space |
| Detention Pond          | Transitional Residential | Townhouse            | Special Study Area |
| Fleetwood Centre        | Mixed Employment         | Urban Residential    |                    |
| High Rise Mixed Use     | Commercial               | Civic/Institutional  |                    |





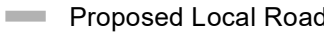
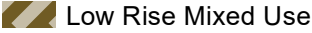


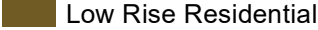
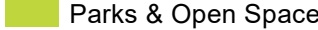

Fleetwood Plan Context

Planning & Development  
Department

# Fleetwood Plan Land Use Designation



## LEGEND

- |   |  |   |
|---|--|---|
|  Detention Pond       |  Townhouse          |  Proposed Local Road    |
|  Low Rise Mixed Use   |  Urban Residential  |  Extension Area          |
|  Low Rise Residential |  Parks & Open Space |  Fleetwood Plan Boundary |



Southwest Extension

Planning & Development  
Department

# Fleetwood Plan Land Use Designation



## LEGEND

- |                |                     |                         |
|----------------|---------------------|-------------------------|
| Detention Pond | Urban Residential   | Proposed Local Road     |
| Commercial     | Civic/Institutional | Extension Area          |
| Townhouse      | Parks & Open Space  | Fleetwood Plan Boundary |



Northeast Extension

Planning & Development  
Department



## CORPORATE REPORT

NO: R049

COUNCIL DATE: March 7, 2022

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### REGULAR COUNCIL

TO: Mayor & Council DATE: March 1, 2022

FROM: Acting General Manager, Planning & Development FILE: 6520-20  
General Manager, Engineering (Fleetwood Plan)  
General Manager, Parks, Recreation & Culture

SUBJECT: Fleetwood Stage 1 Plan

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### RECOMMENDATION

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

1. Receive this report for information;
2. Approve the proposed Fleetwood Stage 1 Plan, including the land use, transportation, and parks and open space concepts, attached as Appendix "I" and generally described in this report;
3. Approve the interim Fleetwood Plan Development Expectations Strategy, as described in this report and attached as Appendix "II";
4. Approve proposed amendments to *Surrey Zoning By-law, 1993, No. 12000, as amended* (the "Zoning Bylaw"), to increase amenity contributions for the Fleetwood Plan Area based upon the density bonus concept, as documented in Appendix "III", and authorize the City Clerk to bring forward the necessary Zoning Bylaw Amendment Bylaws for the required readings and to set a date for the related Public Hearing;
5. Approve the proposed boundary extensions to the Fleetwood Plan Area, attached as Appendix "IV" and as generally described in this report;
6. Authorize staff to proceed with all necessary actions to proceed to the Stage 2 Plan development for the Fleetwood Plan, as generally described in this report; and
7. Authorize staff to receive development applications for properties within the Fleetwood Plan that are generally consistent with the Stage 1 Plan and interim Plan Development Expectations Strategy, provided that any such applications, that are 6 storeys or greater, should not proceed to final approval until a completed Stage 2 Plan is approved by Council.



## **INTENT**

The purpose of this report is to provide a summary of the Fleetwood Plan planning process and to seek authorization to proceed with the Stage 2 planning process, as outlined within this report. It outlines all necessary actions to proceed with Stage 2 and presents an interim Plan Development Expectations Strategy that will allow staff to begin processing development applications within the Fleetwood Plan Area (the “Plan Area”) based on the proposed Stage 1 Plan.

## **BACKGROUND**

The Fleetwood Plan will be a comprehensive community plan that focuses on opportunities to integrate new housing, job space, and amenities in Fleetwood Town Centre and along the Surrey-Langley SkyTrain (“SLS”) on Fraser Highway. It provides opportunities to advance Council priorities related to housing, childcare, jobs and economy, climate change, integrated water resource management, and transportation.

The Plan is centered on Fleetwood Town Centre, a significant Urban Centre within the Official Community Plan (“OCP”) and Metro Vancouver Regional Growth Strategy (“RGS”). Urban Centres provide regional employment and services, as well as business, commercial, community, and cultural activities for the surrounding communities. They are intended as the region’s primary focal points for concentrated growth, with high and medium density housing, including affordable housing. Urban Centres are intended for rapid transit service, including TransLink’s Frequent Transit Network (“FTN”).

In April 2019, Council authorized staff to initiate preliminary planning and background studies to support land use planning along the SLS corridor. The background studies included a market supply and demand study and environmental study. In February 2020, Council authorized the Mayor and City Clerk to execute a finalized Supportive Policies Agreement with TransLink to support the prioritization and alignment of policies to ensure successful performance of the SLS corridor.

In February 2020, following completion of the background studies and a preliminary phase of community engagement, Council initiated the two-stage secondary land use planning process for the Fleetwood portion of the SLS. The report outlined a boundary for the Fleetwood Plan, as well as a schedule and approach for the planning process. It also included a detailed communications and engagement strategy to support the planning process.

## **Policy Context**

Planning and development in Surrey are guided by social, environmental, and economic contexts. The OCP and Sustainability Charter 2.0, combined with the City’s climate targets and plans, provide the policy framework for sustainable growth. Together, they implement broader direction from Metro Vancouver’s RGS. Other Strategic plans, such as Surrey’s Biodiversity Conservation Strategy (“BCS”); Parks, Recreation, & Culture Strategic Plan (“PRC Plan”), and the Surrey Transportation Plan frame the provision of natural and built infrastructure, and the forthcoming housing needs report.

### Official Community Plan

The OCP plays a key role in guiding the development of land use plans and policy. It provides the policy framework that initiated and guides the Fleetwood Plan process, establishes clear content to support the SLS project, and identifies overarching land use designations to focus growth in the Plan Area.

The OCP identifies the following land use designations within the Plan Area: Town Centre, Commercial, Multiple Residential, and Urban. A Frequent Transit Development Area (“FTDA”) is located in the West Fleetwood portion of the Plan Area, surrounding 152 Street. These OCP designations will be refined and updated upon the completion of the Stage 2 Fleetwood Plan.

### Supportive Policies Agreement

The Council-endorsed SLS Corridor Supportive Policies Agreement confirms policy commitments that have significant impacts on the SLS project’s objectives. These include the provision of and access to affordable housing, including purpose built rental housing, as well as the prioritization of office and employment uses around stations. The agreement also outlines key objectives around the identification of institutional and community services, as well as urban design and active transportation considerations. These policy considerations and objectives have been incorporated into the planning process and are reflected in the draft plan.

### **Plan Area**

The Fleetwood Plan boundary is strategically located along Fraser Highway and the SLS Project and is comprised of over 900 hectares. The Plan Area is generally bound by Green Timbers Urban Forest to the west and the Agricultural Land Reserve to the east. The northern and southern boundary extents vary, but are generally located about 1,000 metres away from Fraser Highway.

Fleetwood is a largely residential community centered on Fleetwood Town Centre (Appendix “V”), the commercial, civic and cultural heart of the community. It is characterized by beautiful parks, friendly neighbourhoods and agricultural lowlands in the east. A secondary commercial node is located in West Fleetwood around the intersection of 152 Street and Fraser Highway.

## **DISCUSSION**

### **Stage 1 Planning Process**

The Fleetwood Plan process was initiated in April 2019 with background studies and preliminary analysis. Following the completion of background studies, staff began the exploration of land use alternatives and the preparation of draft land use, transportation, and parks and open space concepts. This process was accompanied by a comprehensive program of public engagement and stakeholder consultation to ensure that diverse interests represented in the area, including renters, homeowners, businesses, community groups, and public agencies, participated in the planning process. Details of the consultation activities, along with key findings, are described in the following sections, as well as in a consolidated engagement summary attached as Appendix “VI”.

## Background Studies

To provide context for the planning process, staff undertook various background studies and research including a market study, environmental study, transportation review, heritage building assessment, and preliminary growth forecasts. These studies, summarized in detail through prior reporting (Corporate Report No. R059; 2019), have provided staff with key context to support the planning process.

City staff have also been working to review and update the Community Amenity Contribution (“CAC”) and Density Bonus policies to ensure that development adequately contributes towards the funding of capital projects outlined in the City’s Annual Five-Year Capital Financial Plan. This review included a comparison of existing CAC rates in Surrey and Metro Vancouver, and evaluation of Surrey rates for current market conditions across the City, including consideration of the SLS.

## Public Engagement

Since November 2019, informed by the City’s Public Engagement Strategy, the plan has been refined through a comprehensive-stakeholder engagement process. Over this period, staff have heard from thousands of residents. This engagement has occurred through in-person and online activities including open houses, workshops, surveys and polls, online mapping exercises, as well as hosting an ongoing online question and answer. Through this process, staff have also spoken and corresponded with hundreds of people over the phone and by email and had numerous meetings with community stakeholders.

Residents and stakeholders were made aware of the planning process and invited to participate through multiple postcard mail outs, social media campaigns, lawn sign installations, media releases, newspaper ads, electronic newsletters and emails. Staff also worked directly with community groups to promote engagement through their local channels.

Community preferences and engagement findings have been used to shape key aspects of the plan and support decision-making. Throughout the planning process, the results of surveying have indicated a majority support for the overall plan. Even with the overall levels of support, some respondents had concerns around the following issues:

- The amount of development and density for areas further away from core areas;
- The transition of building heights between transit-oriented growth areas and existing established lower density neighbourhoods;
- The impact of development on housing affordability;
- The urban design controls on massing, transitioning and form of high-rises;
- The potential for increased traffic congestion;
- The increased demand on community amenities and services such as parks, schools, libraries and recreation facilities; and
- The need for future and additional amenities, including shopping, services, entertainment, civic and cultural attractions.

Staff have reviewed these issues and will continue to address them during Stage 2 of plan development. Details of the Stage 2 planning process are outlined later within this report. Staff have also noted that some of the aforementioned issues are being addressed through existing City strategies or parallel streams of work, such as the Affordable Housing Strategy, the update of the Transportation Strategic Plan (in process), the BCS, and the PRC Plan.

## Overview of the Draft Plan

The proposed Fleetwood Stage 1 Plan Summary document is the culmination of work undertaken over the course of the last 24 months (see Appendix “I”). It is reflective of consultation with area residents and other stakeholders, and embodies the vision and principles developed through the engagement process. The plan recognizes the function of the Fleetwood Town Centre as the primary commercial and civic heart of the Fleetwood community while supporting 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.

The proposed Stage 1 Plan, recommended in this report, is largely in keeping with the most recent version presented to the public in the summer of 2021. It is comprised of three key components, including a Land Use Concept, Transportation Concept, and Parks and Open Space Concept.

### Vision

All land use plans start with a vision statement and plan objectives. They guide the planning process and create a sense of the future. At the beginning of the planning process, staff worked with the community to develop a vision statement for the Fleetwood Plan.

*Fleetwood is an inviting community, home to people of all ages, cultures and backgrounds. Known for its arts scene, history, distinctive parks, natural areas, and exceptional community facilities. Fleetwood is celebrated for its distinctive urban village character, thriving local businesses, and its livable and accessible neighbourhoods.*

### Guiding Principles

Guiding principles summarize the ideas and values that influenced the draft Plan’s development. Derived through public engagement, these guiding principles build upon the Vision for the Fleetwood Plan and will be reinforced within the final plan. These seven guiding principles also reflect City-wide and regional policy obligations and Council’s smart development commitments:

- **Green Spaces:** Protect, create, and enhance biodiversity, parks and natural spaces.
- **Active Living:** Provide spaces and amenities to foster active living, wellness, and opportunities for social connection.
- **Heart of Fleetwood:** Build on the Town Centre’s role as a local destination and enrich its sense of place, heritage, and culture.
- **Mobility for All:** Develop active transportation and transit infrastructure to support universal access to safe mobility.
- **Robust Economy:** Support a thriving and diverse local business environment.
- **Climate Adaptive:** Transition to a zero-carbon community that can adapt to climate change.

- Focused Growth: Support thoughtful transit-oriented development guided by the community context.

### Growth Concept

The proposed draft plan recognizes the town centre as the primary commercial, cultural, and civic heart of Fleetwood. It also embodies the preferred outcomes from public engagement, to focus growth around SkyTrain stations, rather than dispersing it throughout the broader community. As a result, higher density development is primarily focused into three core areas centred on the proposed SkyTrain stations at the intersections of Fraser Highway and 152 Street, 160 Street, and 166 Street. These mixed-use areas support a variety of residential, commercial, employment, and civic uses.

Density and building heights transition away from the core station areas and frequent transit services. Transition areas, of mid and low-rise apartments and townhouses, provide a buffer between SkyTrain oriented higher density mixed-use areas and existing lower density neighbourhoods.

By focusing the majority of future redevelopment within strategic nodes and corridors, much of the existing lower density areas, at the peripheries of the Plan Area, are expected to remain single family oriented. The plan provides opportunities for sensitive infill throughout these peripheral areas, including townhouses, rowhouses, semi-detached and urban single-family uses over time.

New land uses are supported by a finer-grained and pedestrian friendly street network. New streets serve local businesses and offer a variety of public gathering spaces to encourage social interaction and build community wellbeing and cohesion. Neighbourhood commercial spaces provide local commercial uses and neighbourhood services within a 15-minute walk of most residents.

New parks and civic facilities provide community amenities that serve new residents, as well as the broader Fleetwood community. A mix of housing types and sizes will support a diverse community, including families, seniors, and young professionals.

### *Employment District*

The plan includes an employment district around the 166 Street SkyTrain station. The area is already largely designated for employment uses within the OCP and RGS. This area will prioritize development that contains a mix of employment generating businesses and offices, with opportunities for commercial and potentially some residential above. The designation builds off existing employment uses in the area, including the Fortis offices and the Surrey Sport & Leisure Complex.

### Land Use Designation Descriptions

Land use designations define future land uses that the city will consider over time. Each land use designation outlines what may be possible on sites with that designation. They provide clear intent and development parameters to guide future growth. The following land use designation descriptions, including intended form, density, character, and use, are preliminary and subject to further refinement which may be undertaken during Stage 2 Plan development.

### *Base Densities*

Base densities, measured in Floor Area Ratio (“FAR”) or Units per Hectare (“UPH”), are outlined within each land use designation description below. In Urban Centres and FTDA’s, densities expressed as FAR are calculated on a gross site basis, before dedications for roadways or other public purposes are accounted for, unless otherwise noted. For the purposes of density calculations, undevelopable areas such as riparian areas or utility corridors are not included in the gross site area. Parkland dedication areas may only be considered for Gross Density where a park is conveyed to the City without compensation. In all other circumstances, densities expressed as either FAR or UPH are calculated on a net site basis, after dedications for roadways or public purposes are accounted for, unless otherwise noted.

Development parameters for density and building heights will be subject to additional review and refinement through the Stage 2 planning process. This may include additional requirements for commercial, institutional, office and affordable housing (including rental housing) within allowable base density for land use designations, with a focus on sites within 200 metre distance of planned SkyTrain stations.

### *Zero Carbon Incentive*

A Zero Carbon Incentive (“ZCI”) will be considered for the Fleetwood Plan to encourage the construction of buildings that limit their contribution to climate change. Any density allowances for a ZCI are expected to be delivered through a future update to the Zoning Bylaw. Where applicable, this ZCI approach would enable a modest increase to the allowable base density of specific land use designations where zero carbon energy is used for all on-site building operation. Applicable updates to the Zoning Bylaw are anticipated to be brought forward for Council consideration with the Stage 2 Plan adoption.

### *Bonus Density*

Increases to specific site base densities may be considered where additional community benefit is being provided in accordance with City policies and Schedule G, Section C.14 of the Zoning Bylaw. In such cases, proposed development must meet the intent of the plan designation, including the development and urban design parameters outlined within the interim Plan Development Expectations Strategy. Areas within direct proximity to planned stations, where the highest densities are proposed, will be expected to support the goals and objectives of the SLS Supportive Policies Agreement.

Development is subject to urban design review and development permit approvals to ensure appropriate interface treatments, consistency with design guidelines and land use designation intent. Applications seeking bonus density must also receive endorsement from the Advisory Design Panel and City Architect for consideration with regards to form and character.

Applications submitted concurrent with the Stage 2 planning process should meet the intent of the land use designations as described below. Applicants should also refer to the interim Fleetwood Plan Development Expectations Strategy for additional direction regarding density bonusing and lot consolidation requirements (attached as Appendix “II”).

### *Mixed Use and Commercial Designations*

Four mixed-use designations are included in the Land Use Concept, requiring, at minimum, one floor of active commercial uses with office, institutional, and/or residential uses above. A mixed employment and neighbourhood commercial designation provides additional opportunity for employment and commercial uses throughout the Plan Area.

- Fleetwood Core:  
The Fleetwood Core designation is intended only for use within the Fleetwood Town Centre geography, centred on 160 Street and Fraser Highway. New development will include a mix of retail commercial, offices or institutional uses, along with residential. Active ground floor uses such as restaurants, cafes and retail shopping are encouraged to foster vibrant streets. This is the highest density designation within the plan.
- Mixed Use:  
Focused along Fraser Highway, new development in these areas will include, at minimum, ground level commercial, along with residential uses above.
- Employment District:  
This area supports the continued development of civic, commercial, and office uses. The area is largely designated as mixed employment within the OCP and RGS.
- Neighbourhood Commercial:  
At key intersections throughout the community, these areas provide local commercial uses and neighbourhood services (e.g., doctors office) within close proximity to all residents.

All mixed-use designations will also allow purely commercial developments on sites that are designated Town Centre in the OCP. Office space is expected to service the town centre and may include satellite locations of offices established in the Central Business District. In all mixed-use designations, there will be a requirement for a minimum of 0.25 FAR of commercial, office and/or institutional uses to be included within base density calculations, unless otherwise noted. Underground parking is required within all mixed-use designations.

<b>Designation</b>	<b>Intent</b>	<b>Building Height</b>	<b>*Base Density</b>
<b>Fleetwood Core</b>	Mixed-use high-rise development supported by active street-level commercial with office and institutional podium uses.	Min 4-6 Storey Podium; Up to 36 Storey Tower	4.5 FAR*  *inclusive of 0.75 FAR commercial/office/institutional
<b>High-Rise Mixed-Use</b>	High-rise development supported by a mixed-use podium. Active street-level retail and commercial uses with office or residential above.	Min 2-4 Storey Podium; Up to 30 Storey Tower	4.0 FAR*  *inclusive of 0.3 FAR commercial/office/institutional
<b>Mid-Rise Mixed-Use</b>	Mid-rise development supported by active street-level retail and commercial uses on all primary road frontages with office or residential above.	6 to 12 Storeys*  *15 storeys may be considered in strategic locations	3.25 FAR*  *inclusive of 0.25 FAR commercial/office/institutional
<b>Mixed Employment</b>	Mid-rise development supported by 3-5 storey mixed use podium. Active street-level retail and commercial uses on all primary road frontages with office or residential above.	6 to 20 Storeys	3.25 FAR Office and/or Business Oriented Commercial
<b>Low-Rise Mixed-Use</b>	Low-rise development with street-level commercial and retail. Office or residential above.	4-5 storeys. May consider up to 6 storeys for sites abutting a Frequent Transit Network and in key locations.	2.20 FAR
<b>Neighbourhood Commercial</b>	Neighborhood serving retail and office uses with limited residential above.	1-4 Storeys	1.5 FAR*  *inclusive of 0.5 FAR commercial

### *Residential Designations*

A variety of residential designations are included in the Land Use Concept to support a diversity of housing options. These range from single-detached dwellings to low-rise apartments. A gradual transition of heights and densities is maintained between higher density areas and existing low-rise and single-detached areas that is not expected to change considerably.



Higher density residential development will be focused within walking distance of future SkyTrain stations. This will attract new residents to support local business and provide a buffer between higher density mixed-use areas and lower density existing neighbourhoods. A greater variety of housing types will support a full range of housing needs for young families, working professionals, and seniors.

Underground parking is required in the Core, High-Rise, Mid-Rise, Low-Rise, and Commercial designations and for stacked townhouse projects.

Designation	Intent	Building Height	Base Density
Mid-Rise Residential	Mid-rise supported by a min. 2 storey podium. Podiums should include ground floor townhouses with front door access to the street.	Up to 12 storeys	3.0 FAR
Low-Rise Residential	Low-rise residential with ground floor townhouse units with front door access to the street and apartments above.	Site-specific (4-6 storeys)	2.0 FAR
Townhouse	Ground-oriented townhouses, including stacked townhouses.	3 storeys for traditional townhouse, 4 storeys for stacked townhouses where underground parking is provided.	1.0 FAR
Urban Residential	A range of residential uses, including single-detached, semi-detached dwellings, duplexes, rowhouses and/or lower density townhouses. Laneway and coachhouses may be considered in some single-family areas with existing lanes.	9-9.5 metres (~30 feet)	Detached 24 UPH
			Duplex 35 UPH
			Row House or Townhouse 37 UPH

### *Civic Designations*

The Civic designation supports the social, health, and educational foundation of community. It allows for educational and community uses. This may include primary uses such as education, civic facilities and other community uses.

### *Parks and Open Spaces*

The Land Use Concept includes the Parks and Open Space designation that identifies areas for active and passive park use. This is discussed in greater detail later in this report.

### *Riparian Areas*

Riparian areas are important habitat for fish and wildlife and support biodiversity. Watercourses (including wetlands, ditches, channelized streams, and natural streams) are all protected under the City's Streamside Protection Provisions in Part 7A of the Zoning Bylaw and through Sensitive Ecosystem Development Permits. All identified or suspected watercourses require an assessment by a qualified environmental professional as part of any development application.

### *Future Study Areas*

Two future study areas have been identified, including the City-owned properties at the intersection of 164 Street and Fraser Highway, as well as the area to the east adjacent to the future 166 Street SkyTrain Station. Future land uses, development opportunities, and community amenity provisions are to be determined as part of the Stage 2 Plan.

### *Growth Projections*

The Fleetwood Plan Area has an existing housing stock of approximately 13,000 units, with a population of approximately 40,000 residents. These numbers are projected to increase to approximately 28,000 units, more than doubling the existing population to approximately 84,000 by 2051. The Plan Area is anticipated to support an annual increase of 400-500+ units and 800-1,000+ people. This growth is expected to be equivalent to roughly 10-12% of Surrey's overall average growth.

The proposed land uses have a long-term "build-out" capacity of over 52,000 units, housing some 142,000 residents. Growth forecasts will be refined with further market supply and demand review through the Stage 2 planning process and included within the final Stage 2 Plan.

### Transportation Network

The Transportation Concept components for the Plan follow the guiding principles outlined within the City's updated Surrey Transportation Plan. In addition, the Transportation Concept is consistent with the *Highway and Traffic By-law, 1997, No. 13007* and other City policies and practices regarding traffic operation.

Based on these documents, the proposed transportation network focuses on providing a finer grained, interconnected, and continuous street grid that integrates efficiently into the surrounding area. In doing so, the network promotes frequent transit service, cycling and pedestrian connectivity, and compact neighbourhood development. The Plan also establishes the conditions necessary to support future rapid transit expansion along 152 Street, 88 Avenue, and 96 Avenue.

### *Rapid Transit*

The Fleetwood Plan will support the extension of the Expo Line SkyTrain, through Fleetwood to Langley City Centre. New SkyTrain stations at the intersections of Fraser Highway and 152 Street, 160 Street and 166 Street will support convenient access to improved transit services. In addition to the SkyTrain extension, the City is working with TransLink and the Province on additional long term transit plans. The draft concept map (Appendix "I") illustrates a potential future transit network. Long-term transit service improvements will help address growth and provide alternatives to driving, including:

- Potential rapid transit on 96 Avenue and 152 Street;
- Potential high frequency limited stop bus service on 88 Avenue; and
- FTN service on portions of 152 Street, 160 Street, 84 Avenue, 80 Avenue, and 168 Street.

The final transit network design will be determined by TransLink through their rapid transit bus integration plans and ongoing management of the transit network. Staff will continue to work with TransLink staff on refining transit plans through the Stage 2 planning process for Fleetwood.

### *Street Network*

A central tenet of the Transportation Concept is a finer-grained, grid road pattern. This supports walkability, well-connected cycling infrastructure, convenient access to transit, and multiple route options to disperse vehicular traffic and decrease congestion.

The street network includes a hierarchy of arterial and collector roads, local streets, and lanes. Off-street pathways, parks, and plazas provide supplementary connections that support mobility and placemaking. Together, they create a network that meets the transportation demands from the anticipated growth.

The network's spacing and block size is comparable with other recently approved Town Centre Plans, including City Centre and Newton. The Plan envisions an urban street network designed for people of all ages and abilities. Typical block sizes are smaller where densities are higher and closer to future rapid transit service and commercial uses, and where there is a greater need for walkability and distribution of traffic.

Key components of the street network currently exist, including all of the arterial roads and most of the collector roads. To complete the remainder of the planned network, several new local roads, green lanes, lanes, and pedestrian connections will be delivered primarily through development. New traffic controls, intersections and supportive infrastructure will increase the efficiency of the existing road network while adding capacity. New road connections are indicated on the Transportation Concept provided in Appendix "I".

To reduce the impact of the finer grid on development and ensure equity, the FAR is expected to be calculated on a gross site area within the proposed Urban Centre and FTDA, identified in the interim Plan Development Expectations Strategy attached in Appendix "II".

The proposed road network is intended to provide a basis and some certainty for development proposals, however, developments may be required to dedicate additional roads or lanes for access and circulation, as determined on a case-by-case basis.

### *Walking and Cycling*

The proposed road network enhances the walking and cycling experience by breaking up large blocks, while providing more direct access to planned SkyTrain stations. All roads, new and existing, are envisioned to include sidewalks on both sides, separated from traffic by a treed boulevard. In addition, several new pedestrian-only connections, and new green lanes (with sidewalks and boulevards) are planned to reduce block sizes and improve walkability.

Currently, several roads in the area have on-street bike lanes, which cater to the more confident cyclists. To increase cycling mode share, separated cycling facilities are planned on key collector and arterial roads throughout the area. Separated cycling encourages cycling for all ages and abilities by providing safe and accessible infrastructure that is physically separated from traffic. They also provide potential to support emerging micro-mobility forms such as e-bikes and e-scooters. A further review of the corridors will be completed as part of the Stage 2 servicing strategy process.

### *Pedestrian Connections*

New pedestrian connections are planned to link residential areas with commercial destinations and future transit stops. Pedestrian connections break up large blocks and improve walkability without encouraging commercial automobile traffic into existing residential areas. Pedestrian-only streets have also been identified in key locations.

### *Electric Vehicle Infrastructure*

The City will require new development to install EV charging infrastructure. As per the Zoning Bylaw, 100% of residential parking spaces in new residential developments are required to have an electrical outlet capable of supporting Level 2 EV charging (e.g., 220V outlet). All new commercial developments are required to provide a minimum 20% of parking spaces that have an electrical outlet capable of supporting Level 2 EV charging. The Zoning Bylaw requirements provide for EV Energy Management Systems to be implemented, where power can be shared between up to four parking spaces and where the minimum performance standard is achieved.

### Parks and Open Space Network

The Parks and Open Space Concept follows the guiding principles outlined within the PRC Plan, and supplementary plans such as the Greenways Plan and the BCS.

The Parks and Open Space Concept addresses the impacts of growth and increasing demand for new parkland. It delivers on several key objectives of the PRC Plan, including ensuring that neighbourhood parkland is provided within a 10-minute walk of all residents. To accomplish this, the plan proposes twelve new parks throughout the community, as well as the expansion of nine existing parks. It also includes the expansion of natural area parks for the conservation of riparian areas and creeks.

The Parks and Open Space Concept will be accomplished through the strategic acquisition of property and the conveyance of parkland to the City through development. Total parkland acquisition is estimated at 54.5 Hectares (134.6 Acres). CACs will also be collected to develop and enhance parkland amenities and facilities in the area. Final Development Cost Charge (“DCC”) and CAC rates will be determined through the Stage 2 planning process.

### *Future Parkland Acquisition*

The parkland designation within the plan signifies that the City will be interested in future property acquisition for community purposes. It does not change existing zoning or the development rights of properties under that zoning.

Parkland acquisition will be prioritized after Stage 2, will be conducted at fair market value (as established by an independent appraisal), and will take place when property owners are willing and ready to sell. Acquisition is based on the highest and best use of the land absent of the parkland designation, and typically involves evaluating the development potential of the property based on site characteristics, neighbourhood context, and neighbouring land use designations. A property owner is not required to sell to the City and may list their property publicly as desired.

### Community Facilities and Services

Urban Centres create a critical mass of activity that facilitates cultural, social, educational, and economic exchange. Community facilities, services, and events are the foundation of that exchange. They provide amenities and programming that encourage active lifestyles, learning, opportunities for cultural and social interaction, and services to promote health and well-being.

Fleetwood is serviced by the Fleetwood Community Centre and Library, as well as the Surrey Sport & Leisure Complex. These facilities support a variety of existing community and recreational needs. The Fleetwood Plan proposes to expand these facilities and their capacity for programs, activities, and community events. In addition to creating a sense of place, these facilities are vital to attract new residents, enhance character, and support local business.

Community facility expansion will be considered in greater detail through the Stage 2 planning process. The Plan will consider several major capital community facility projects including an expansion of the Fleetwood Community Centre and Library, an expansion of the Surrey Sport & Leisure Complex, and the relocation of the West Fleetwood Fire Hall #6. Opportunities for new community facilities and services will also be considered.

Details of these projects will be subject to future study and will respond to community needs outlined in the Fleetwood Plan process, and based on capital project and PRC Plan priorities.

### Schools

The Surrey School District is the largest and fastest growing district in the Province and is responsible for planning for the growth of schools in Fleetwood and the rest of Surrey. The City works with the Surrey School District to help identify areas of expected growth, and locations where future population and student demands may emerge. This, in turn, helps inform capital planning for schools to meet the space demands into the future.

The plan anticipates new growth and development taking place gradually over several decades. This is expected to increase student numbers and school enrollment in Fleetwood. The Plan Area is centrally located to various school catchments at both the elementary and secondary levels.

The School District is currently reviewing its existing elementary and secondary school sites to ensure the future projected demand in school population can be met. All elementary schools that serve the Plan Area also have capacity for longer-term school capacity expansions as outlined within their 2022 Five-year Capital Plan.

### **Proposed Plan extension Area**

Subject to Council approval of the Stage 1 plan, staff recommend inclusion of two proposed extension areas into the ongoing land use planning process. These areas have already undergone an environmental assessment as discussed earlier in this report. The proposed northwest extension area has development interest and would remain orphaned from future urban services and amenities if not included in the Plan. Additionally, the central area requires further study given its proximity to Fraser Highway and rapid transit.

Subject to Council approval of the proposed plan extension areas (Attachment "IV"), staff will explore land uses, servicing, transportation network, environmental protection, parks and amenities as part of the Stage 2 planning process. It is not expected that addition of the extension area will impact the schedule for the Stage 2 plan process.

### **Stage 2 Planning Process**

The preparation of an engineering servicing strategy is a significant component of the Stage 2 planning process. The Plan Area is serviced by relatively complete storm, sanitary and water infrastructure networks. While this infrastructure supports existing development, it is anticipated that infrastructure upgrades will be required to accommodate future growth and land uses proposed within the Stage 1 Land Use Concept. A detailed engineering analysis, to be completed during Stage 2, will identify transportation, storm, sanitary and water infrastructure improvements to support future development. Infrastructure costs and financing requirements will also be identified.

In addition to an engineering servicing strategy, there are a variety of detailed planning processes necessary to develop the final and comprehensive Stage 2 Plan. Subject to Council's approval of the Stage 1 Plan, staff will undertake the following items during the Stage 2 planning process:

- Prepare or refine development policies for the Plan Area including:
  - A lot consolidation policy to ensure efficient, equitable, and orderly development;
  - A policy establishing the applicability of gross density provisions within the Plan Area, in accordance with existing OCP policy;
  - A review of parking standards, including potential transit-supportive off-street parking ratios for affordable and non-market multi-family developments; and
  - Finalized use and density provisions for each land use designation;

- Prepare Urban Design Guidelines for the Plan Area including:
  - Building height and massing guidelines;
  - Building setback and street interface guidelines;
  - Public realm, plaza and streetscape guidelines;
  - Street cross-section design concepts; and
  - SkyTrain interface and setback design guidelines;
- Finalize the Transportation Concept, incorporating the results of growth projections and any further public engagement, including:
  - Opportunities for pedestrian plazas, green lanes and pedestrian-only streets within core and transition areas of the plan;
  - Pedestrian and cycling strategies to ensure seamless connectivity and access to existing and future transit service; and
  - Local road and block alignments;
- Refine the Parks and Open Space Concept, incorporating the results of growth projections, parkland acquisition forecasting, and further public engagement;
- Update the Residential and Commercial Market Supply and Demand Study for the Plan Area, including Demand Threshold Analysis;
- Finalize the Land Use Concept, incorporating the results of any further public engagement, including:
  - Opportunities for additional place-making opportunities, including urban plazas;
  - Determination of land use, transportation and parks and amenity concepts for the Special Study Areas; and
  - Refinements to Stage 1 land use designations and associated development parameters where appropriate;
- Develop a community amenities strategy that includes a comprehensive assessment of the amenities required to support growth and options for achieving them, such as area-specific Density Bonus and CACs, including, but not limited to, cultural, arts, libraries, fire, police, parks and other civic amenities;
- Develop Housing Needs Policy including Adaptable, Rental, and Low-Income housing strategies;
- Review and consider affordable housing policies including an assessment of government-owned properties, partnership agreements with BC Housing and the Province, and tools such as the rental zoning powers available to municipalities;
- Prepare an engineering servicing plan and financial strategy ensuring that services are adequate to support growth and a funding strategy is in place;
- Prepare a financial strategy for the acquisition of property for parkland and environmental purposes;
- Prepare a financial strategy for the acquisition of full properties for road purposes;

- Prepare a final implementation strategy for achieving the plan, including any consequential amendments to the OCP, Zoning Bylaw, Fees Bylaw, Regional Context Statement and other City bylaws and policy; and
- Prepare and publish a final Stage 2 Plan document that presents the final land use strategy with all corresponding strategies, policies and guidelines.

It is noted that the review of these issues may result in refinements to the Land Use, Transportation, and Parks and Open Space Concepts that make up the proposed Stage 1 Plan including changes to land use designations, densities, and road locations.

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 document will be completed in the summer of 2023 for Council consideration.

### Community Amenity Contributions

The Fleetwood Community is currently subject to the City’s Density Bonus Policy (Policy O-54) and associated Fleetwood interim rates of \$15 per square foot as established in Schedule G of the Zoning Bylaw. This is specifically applicable within plan noted land use designations where residential re-zonings seek increased density above plan or OCP designations. An interim increase to the current \$15 per square foot rate is proposed to \$35 per square foot in association with the adoption of the Stage 1 Plan for Fleetwood, and in keeping with market conditions in the area. The \$35 per square foot rate is in between Guildford Town Centre (\$30 per square foot) and City Centre (\$40 per square foot) Community Specific CAC rates.

To enact the above noted Community Specific Fleetwood amenity contribution requirements, it is proposed that Schedule G of the Zoning Bylaw be amended to increase the existing rate. The proposed amendments to Schedule G of the Zoning Bylaw are attached as Appendix “III”.

### Interim Fleetwood Secondary Plan Community Amenity Contributions

One outstanding component of the Stage 2 Plan that has significance for applicants seeking final approval, is the establishment of Secondary Plan CACs for the entirety of the Fleetwood Plan, with rates used to fund police, fire, library, and park improvements. In addition to already established rates for the Affordable Housing and Capital Projects Contributions, Secondary Plan CAC rates are needed to clarify the total CACs expected from development, with previous rates only applicable to the Town Centre area. Based on plan progress to-date, interim Secondary Plan CAC rates are proposed, as documented below.

Uses	Fleetwood Plan Amenity Contribution Rates				
	Police	Fire	Libraries	Parks	TOTAL
RESIDENTIAL \$/dwelling unit	\$82.94	\$358.33	\$186.61	\$4,000.00	\$4,627.88
NON-RESIDENTIAL \$/hectare (\$/acre)	\$1,229.62 (\$497.61)	\$5,312.66 (\$2,149.96)	n/a	n/a	\$6,542.28 (\$2,647.57)



It is proposed that these interim rates be incorporated into the Zoning Bylaw, in advance of plan completion in Stage 2, in keeping with that of Guildford Town Centre. This will enable in-stream applications to proceed in keeping with the interim Plan Development Expectations Strategy. The Zoning Bylaw will be updated in the interim, with the ultimate Secondary Plan CAC rates with Council approval of the Stage 2 Plan. For clarity, CACs are to be paid in accordance with the rates in effect at the time that they are due, which, for multi-family and non-residential development, is prior to building permit issuance.

To enact the above noted Community Specific Fleetwood amenity contribution requirements, it is proposed that Schedule G of the Zoning Bylaw be amended to increase the existing rate. The proposed amendments to Schedule G of the Zoning Bylaw are attached as Appendix "III".

### **Preliminary Financial Strategy**

A detailed engineering financial analysis will be completed during Stage 2 to identify drainage, sanitary, water and transportation infrastructure improvements to support development, as well as parkland. Through this process, infrastructure and parkland requirements and costs will be calculated, along with a detailed financial strategy to support their acquisition and construction.

A financial analysis for lands identified as future park, will also be completed as part of Stage 2. It is anticipated that the revenue generated through City-wide DCCs will be insufficient to fund these parkland investments. Financing options to address the funding shortfall will be explored in Stage 2 and will inform the financial strategy.

### **Processing of Development Applications in the Plan Area**

It is recommended that, during Stage 2 of the planning process, staff be authorized to receive and process development applications for properties in the Plan Area based on the Stage 1 Plan. Any such applications that are greater than 6 storeys, would not proceed to final approval until the Stage 2 component of plan development is complete and the plan is approved by Council. Any applications received and processed during the Stage 2 planning process should conform to the interim Plan Development Expectations Strategy attached as Appendix "II".

### **Additional Community Engagement**

The Stage 1 Plan was developed based on the 2019 Fleetwood Engagement Strategy. This strategy provided a framework for engagement along with a list of tools and techniques. As staff worked to develop the plan, they incorporated many of these tools and adjusted as necessary.

It is expected that staff will adjust the engagement and consultation approach, as needed, to reflect the relaxation of restrictions related to COVID-19. The objectives of Stage 2 engagement will be to develop and share key content related to the Stage 2 scope of work, gather public input and report back on input received. Future community engagement will follow the framework and best practices outlined with the City's Public Engagement Strategy and Toolkit.

## SUSTAINABILITY CONSIDERATIONS

The work of this plan supports the objectives of the City's Sustainability Charter 2.0. In particular, this Plan 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")

- Built Environment and Neighbourhoods DO1: Surrey is comprised of distinct, diverse and compact neighbourhoods and Town Centres, with an engaging public realm;
- Built Environment and Neighbourhoods 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;
- Built Environment and Neighbourhoods DO4: Surrey's neighbourhoods are safe, accessible, well-connected, walkable and bike friendly;
- Built Environment and Neighbourhoods DO6: Land is used efficiently and sensitively, and development minimizes the impacts on the natural environment, views, agricultural land and urban wildlife; and
- Economic Prosperity and Livelihoods DO6: Efficient land use and well-managed transportation infrastructure are in place to attract businesses and support a thriving economy.

## CONCLUSION

Urban Centres, like Fleetwood Town Centre, are intended to provide regional employment, services, business, and commercial, community, and cultural activities for the surrounding communities. They are intended as the region's primary focal points for concentrated growth, with high- and medium-density housing, including affordable housing. Both the RGS and OCP support planning reviews of Urban Centres to enhance the capacity for growth.

The proposed Fleetwood Stage 1 Plan is the culmination of work undertaken over the course of the last two years. It is reflective of consultation with area residents and other stakeholders, and embodies the vision and principles developed through the engagement process.

The plan represents a clear strategy to integrate land use and sustainable transportation systems, while addressing concerns around the supply of affordable housing. The plan will create a compact, sustainable, and transit-oriented community with a diverse offering of housing types, interconnected transportation choices, and local amenities that serve all residents. It prioritizes growth within a designated Urban Centre in alignment with Surrey's OCP and the Metro Vancouver RGS. It embodies Council's Smart Growth Principles.

Based on the above discussion, it is recommended that Council approve the proposed Fleetwood Stage 1 Plan, and the interim Plan Development Expectations Strategy, and authorize staff to proceed with all necessary actions to proceed to the Stage 2 plan development for the Fleetwood Plan. It is also recommended that Council authorize staff to receive and process development applications for properties within the Plan Area concurrently with the Stage 2 planning process, and in alignment with the Stage 1 Plan.



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Appendix "I" - Fleetwood Stage 1 Plan  
Appendix "II" - Fleetwood Plan Development Expectations Strategy  
Appendix "III" - Proposed Amendment to the Zoning Bylaw  
Appendix "IV" - Proposed Fleetwood Plan Boundary Extension  
Appendix "V" - Fleetwood Plan Area Boundary  
Appendix "VI" - Fleetwood Stage 1 Engagement & Consultation Summary

**\*Appendices Available Upon Request**

## Fleetwood Plan Area

### Legend

-  Fleetwood Plan Area
-  SkyTrain Station
-  Plan Extension Areas
-  Surrey Langely SkyTrain Line

