

## REGULAR COUNCIL

TO: **Mayor & Council** DATE: **October 12, 2023**

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

SUBJECT: **Fleetwood Plan Update**

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## RECOMMENDATION

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

1. Receive this report for information;
2. Endorse the proposed Fleetwood Plan Update, including amendments to the Land Use, Transportation, and Parks and Open Space Concepts, attached in Appendix “I,” and authorize staff to complete the associated Stage 2 planning components, as generally described in the report;
3. Approve proposed amendments to *Surrey Zoning By-law, 1993, No. 12000*, as amended, to add a transit supportive amenity contribution for the Fleetwood Plan Area based upon the density bonus concept, as documented in Appendix “II”; and
4. Authorize the City Clerk to bring forward the necessary *Surrey Zoning By-law, 1993, No. 12000*, as amended, Amendment Bylaws for the required readings and to set a date for the related Public Hearing.

## INTENT

The intent of this report is to provide an update on the Fleetwood Plan (“the Plan”) process. The report also seeks Council endorsement for proposed changes to the Plan, the establishment of a Rapid Transit Community Amenity Contribution charge for the Fleetwood Plan Area, and authorization to continue with associated Stage 2 planning work.

## BACKGROUND

The Fleetwood Plan was initiated by Council in April 2019. Since then, a comprehensive planning process has been underway, supported by background studies, technical analysis, and significant public and stakeholder engagement. A draft (Stage 1) Plan was endorsed by Council on March 7, 2022 (Appendix “III”). The Plan supports the Surrey Langley Skytrain (“SLS”) Project by focusing new housing, jobs, and amenities in Fleetwood Town Center and near SkyTrain stations along Fraser Highway. Additional background information is provided in Appendix “IV”.

## DISCUSSION

Following the Stage 1 Plan approval, the planning process continued with more detailed Stage 2 Plan components. Proposed updates to the Plan are reflective of ongoing planning work, and include the adjustments to the land use, transportation, and parks and open space concepts (see Appendix “I”).

### Summary of Proposed Plan Updates

Based on additional analysis and community engagement, staff propose several adjustments to the existing Stage 1 Fleetwood Plan. Proposed updates include a variety of revisions to land use designations, adjustments to the road and cycling networks, refinements to the location of parkland, the relocation of Fire Hall 6, and the identification of potential future school sites. Staff also propose the introduction of a community amenity contributions for transit supportive amenities and infrastructure. These changes are illustrated in Appendix “I” and further described in Appendix “IV”.

### Rapid Transit Community Amenity Contribution (“CAC”)

In the original SLS Project reference design, the 152 Street Station is identified to be a single-entrance station located on the northwest corner of the 152 Street and Fraser Highway intersection. With significant re-development potential to the northeast and anticipated high-volume bus transfers from South Surrey, the City recommended enhancements to the 152 Street Station; particularly, a second station entrance on the east side of 152 Street with a pedestrian overpass that is directly connected to a shared mezzanine at the 152 Street Station (the “152 Street Station Enhancements”). The Province has approved the 152 Street Station Enhancements, which has an incremental capital cost of approximately \$21 million, and the Province is seeking financial contribution from the City for this enhancement.

Consistent with comparable rapid transit examples in the region, the City will seek to recover the funding for the 152 Street Station Enhancements through development contributions in the form of a Rapid Transit CAC from developments in the Fleetwood Plan area. As such, proposed amendments to *Surrey Zoning By-law, 1993, No. 12000*, as amended, are included as Appendix “II”.

### Ongoing Stage 2 Planning Work

Staff continue to prioritize work associated with the Stage 2 Plan with the goal of advancing a final Plan for Council consideration next year. A summary of ongoing Stage 2 work is highlighted below and outlined in greater detail in Appendix “IV”.

- Utilities servicing studies to ensure adequate sanitary, drainage and water services to support new development.
- Completion of the Traffic Impact Assessment (“TIA”) to assess proposed infrastructure and road network.
- Completion of the Parks, Recreation & Culture Amenity Study.
- Completion of the Rapid Transit Amenity Study.
- Completion of the SkyTrain Urban Interface and Noise Design Guidelines.
- Development of Urban Design Guidelines.

This work will be supported by ongoing community and stakeholder engagement and continued interdepartmental staff review.

## CONCLUSION

The Fleetwood Plan is a key land use planning process that supports the SLS Project by focusing new housing, jobs, services, and amenities in Fleetwood Town Center and along Fraser Highway. An update to the Stage 1 plan is proposed for Council consideration to support new development while ensuring the plan addresses the City's long-term needs. The final Fleetwood Plan is anticipated for Council consideration in 2024, upon completion of remaining components of the Plan.

*Original signed by*  
Don Luymes,  
General Manager,  
Planning & Development

*Original signed by*  
Scott Neuman, P.Eng.  
General Manager,  
Engineering

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

Appendix "I" Updated Fleetwood Stage 1 Plan Summary – September 2023

Appendix "II" Proposed Amendment to *Surrey Zoning By-law, 1993, No. 12000*, as amended

Appendix "III" Corporate Report No. R049; 2022

Appendix "IV" Background and Discussion

# The Fleetwood Plan

## I Stage 1 Summary

Updated - September 2023

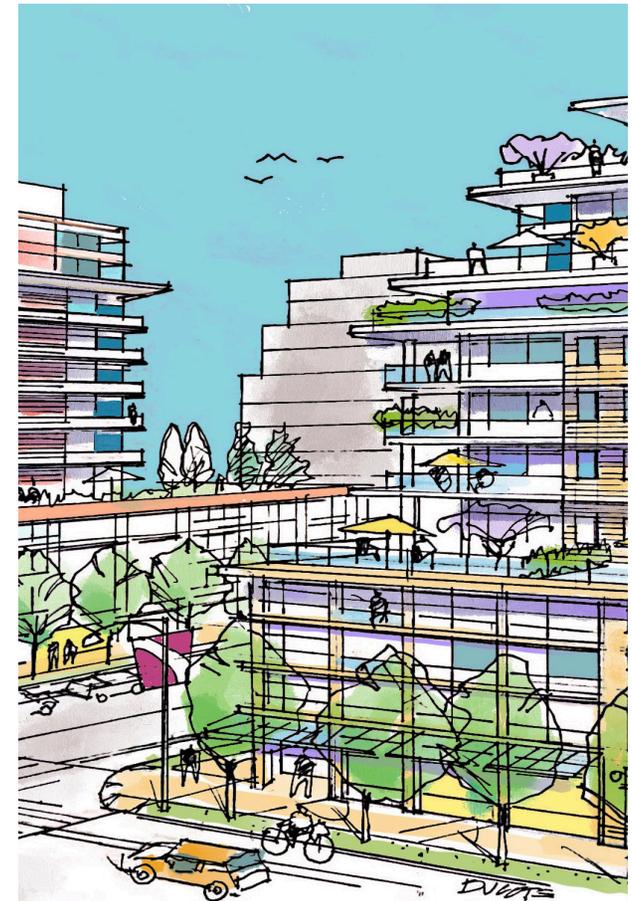
In April 2019, the City of Surrey began the process to develop a comprehensive community plan for Fleetwood. The plan will support the extension of the Surrey Langley SkyTrain Line down Fraser Highway and guide growth in Fleetwood over the next 30+ years. Key features of the plan include: community's preferred approach to focus growth along Fraser Highway and around the future SkyTrain stations, a high street along 160 Street, an employment district around the 166 Street Station, new parks and public spaces covering approximately 20% of the plan area and an integrated network of pathways and cycle tracks making it easier to get around.

### Vision for Fleetwood

"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

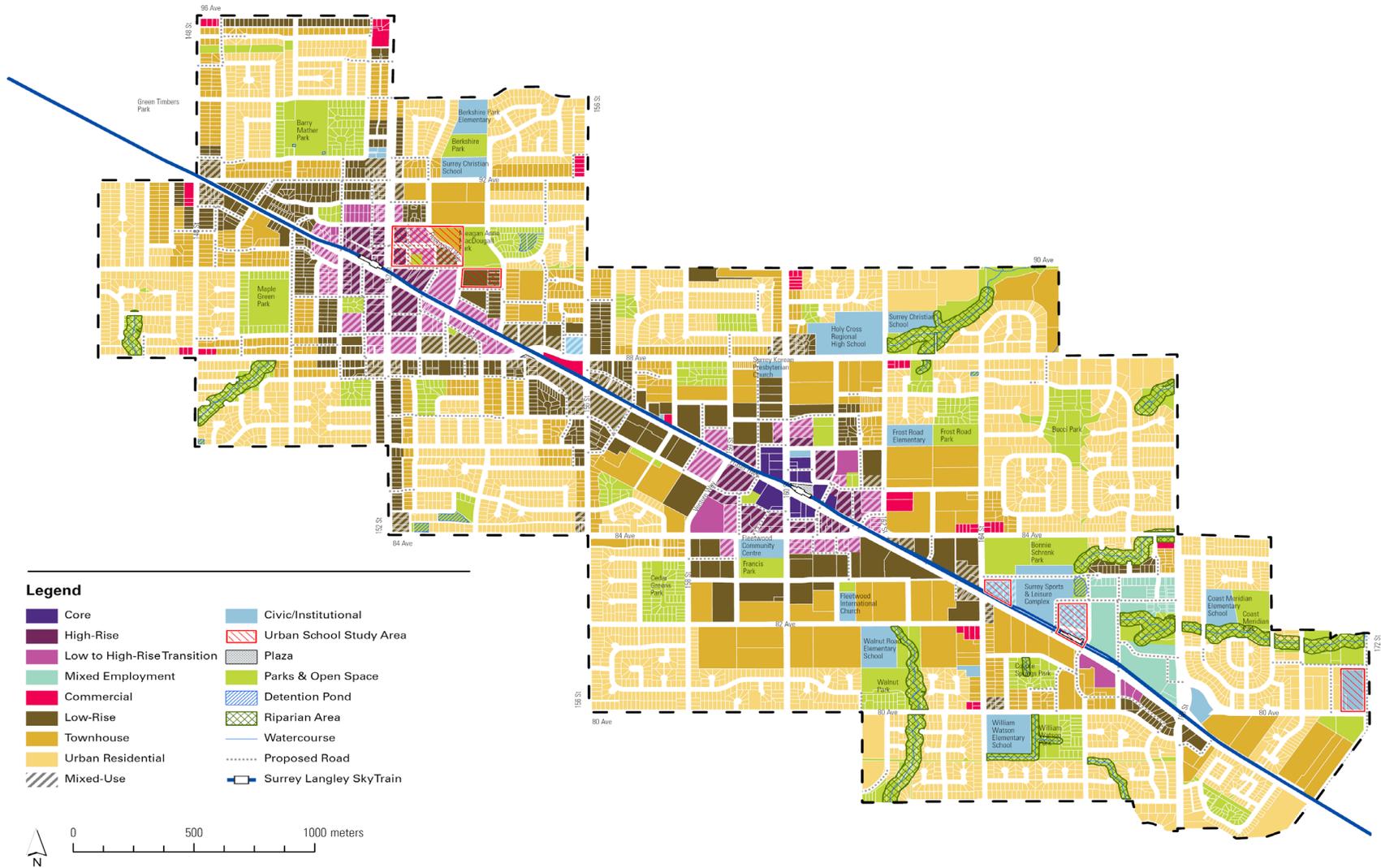
- GREEN SPACES - Protect, create, and enhance biodiversity, parks and natural spaces.
- ACTIVE LIVING - Provide spaces and amenities to foster active living, wellness, and opportunities for social connection.
- HEART OF FLEETWOOD - Build on the Town Centre's role as a local destination and enrich its 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 RESILIENCE - Transition to a net zero carbon community that can adapt to climate change.
- FOCUSED GROWTH - Support thoughtful transit-oriented development guided by the community context.



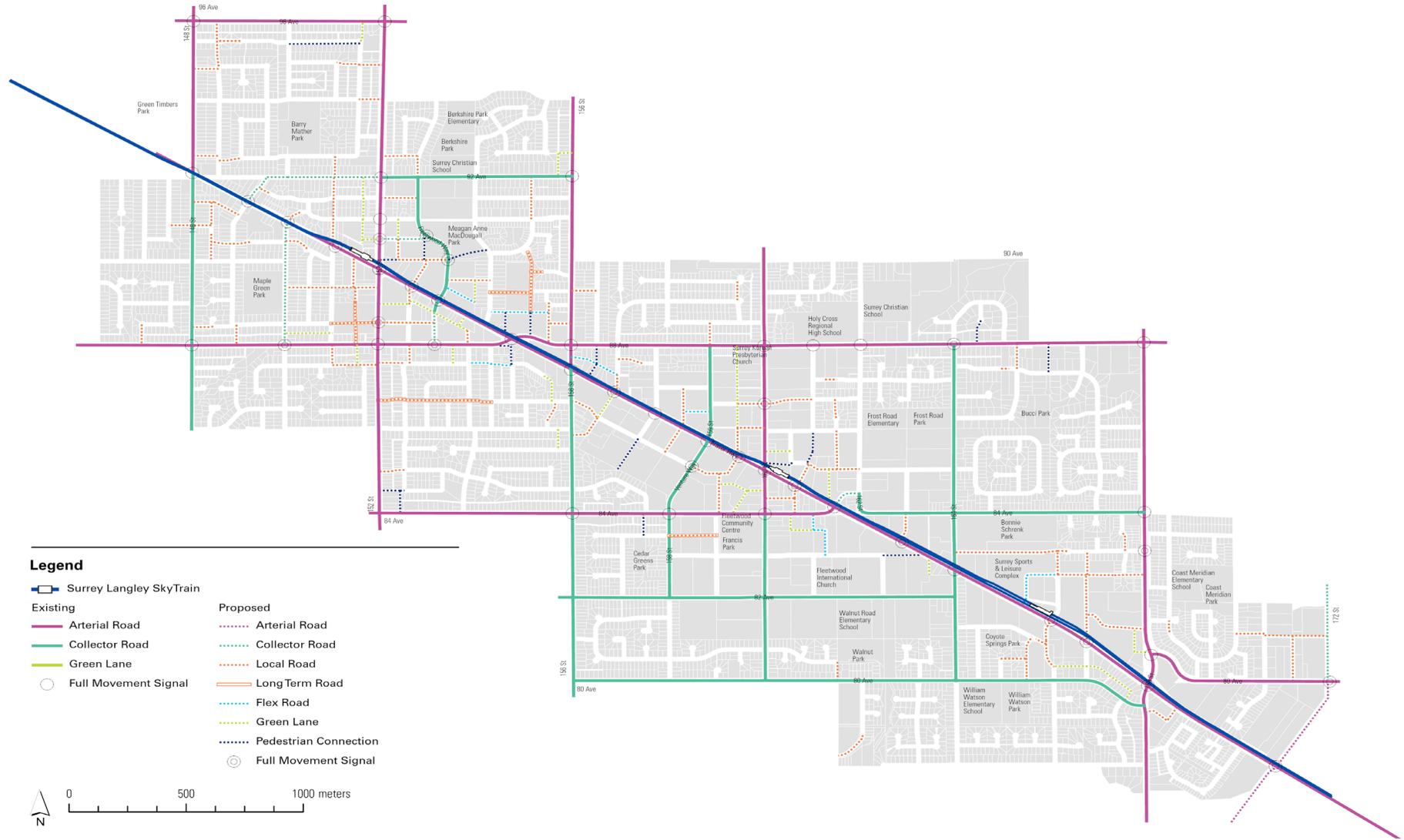
Conceptual drawing of low and mid rise development in West Fleetwood.

# Stage 1 Fleetwood Plan | Summary

## Proposed Land Use Concept



## Proposed Road Network



# Stage 1 Fleetwood Plan | Summary

## Core



Mixed-use development with high rise supported by 4-6 storey podiums. Minimum commercial or institutional requirements with predominant active ground level uses and supporting office/institutional podium uses and related amenity spaces.

### Building Height

Up to 36 storeys

### Max Tower Floor Plate

700 sq m Residential. Office may be larger.

### Min Tower Separation

50 m face to face. 30 m corner to corner.

### Max Building/Podium Depth

20m for Residential. Office may be larger.

### Floor Area Ratio

Up to 4.5 FAR\*, inclusive of minimum 0.30 FAR commercial or institutional.

## High Rise



Apartment buildings supported by minimum 2-4 storey podiums. Minimum commercial or institutional requirements with active ground level uses and related amenity spaces. 2 storey townhomes for residential frontages.

### Building Height

Up to 30 storeys

### Max Tower Floor Plate

700 sq m Residential. Office may be larger.

### Min Tower Separation

50 m face to face. 30 m corner to corner.

### Max Building/Podium Depth

20m for Residential. Office may be larger.

### Floor Area Ratio

Up to 4.0 FAR\*, inclusive of minimum 0.3 FAR commercial or institutional.

## Low to High Rise Transition



Various Apartment and mixed-use low, mid and high rise buildings. Active commercial uses on ground floor, or minimum 2 storey townhomes for residential frontages, with related amenity spaces. Various architectural forms (e.g. tiered buildings) considered.

### Building Heights

Up to 20 storeys adjacent to High Rise or Core Areas transition.

### Min Building Separation

30 m face to face. 20 m corner to corner Mid Rise.

### Min Tower Separation

50 m face to face. 30 m corner to corner High Rise.

### Floor Area Ratio

Up to 3.0 FAR\* for residential only.

Up to 3.25 FAR\* for mixed use, inclusive of 0.25 FAR commercial or institutional.

## Low Rise



Apartment buildings supported with ground floor townhouse or active ground floor commercial in mixed-use areas, and related amenity spaces.

### Building Height

4-6 storeys with additional taller buildings considered directly adjacent to high-rise buildings and appropriate building step backs from Urban Residential areas.

### Max Building Depth

20 m for Residential

### Floor Area Ratio

Up to 2.00 FAR\* for residential only.

Up to 2.20 FAR\* for mixed use, inclusive of 0.25 FAR commercial or institutional.

## Mixed-Use



Mixed-use areas require minimum 0.25 FAR (low rise and low to high rise transition and high rise), 0.3 FAR (core) of active commercial, office, or institutional uses.

Active ground floor commercial uses should be focused onto primary street frontages. Residential townhouse at grade accommodated in some locations.

## Mixed Employment



Mix of low, mid and high rise buildings, with primary commercial, business and service uses and a focus on employment generation. Residential uses may be considered. Various architectural forms and floor plate sized considered to facilitate employment uses.

### Building Height

6-20 storeys. Additional Height Considered for Employment Uses.

### Floor Area Ratio

Up to 3.25 FAR\* office and/or business oriented commercial

Note:

Development parameters for density and heights will be subject to additional review and refinement in Stage 2. This may include additional requirement for commercial, institutional, office and affordable housing (including rental) being required in the base density.

# Stage 1 Fleetwood Plan |

## Commercial



Active retail, service, commercial uses at grade with opportunity for local office above. Potential for some residential above ground floor in key areas.

**Building Height**  
1-4 Storeys

**Density**  
Up to 1.5 FAR\*, inclusive of a minimum of 0.25 FAR commercial.

## Townhouse



Ground-oriented townhouse buildings (row or stacked) and related amenity spaces.

**Building Height**  
\*Up to 3 storeys (May consider 4 storeys for stacked townhouse with underground parking in key locations)

**Density**  
Up to 1.0 FAR Ground Oriented and Up to 1.2 FAR for Stacked Townhouse with underground Parking\*.

## Urban Residential



Urban single family housing. Opportunity for laneway, semi-detached, attached, row housing along major arterials and lower density townhouse, subject to neighbourhood compatibility within 800 m of Rapid Transit Areas.

**Building Height**  
9.0-9.5 metres (~30 feet)

**Density**  
24 UPH\* (Detached), 35 UPH\* (Duplex), and 37 UPH\* (Row House or Townhouse)

## Civic/ Institutional



Public facilities such as education, recreation and culture. Secondary and supportive uses are permitted including affordable housing and rental housing, and Mixed Employment. Potential for Urban integrated schools, and mixed Employment in coordination with civic uses in coordination with Provincial Agencies.

## Parks & Open Space



Public open space that encourages social interaction and reinforces the public realm, supporting activities such as socializing, resting, and eating, and adding to the quality of urban living, and may include neighbourhood and urban parks.

## Riparian



Riparian areas are important habitat for fish and wildlife, and support biodiversity. They are key to protecting water quality and reducing stormwater run-off impacts as they absorb and store rainwater. All streams and riparian areas should be conveyed to the City to be protected and maintained as natural area.

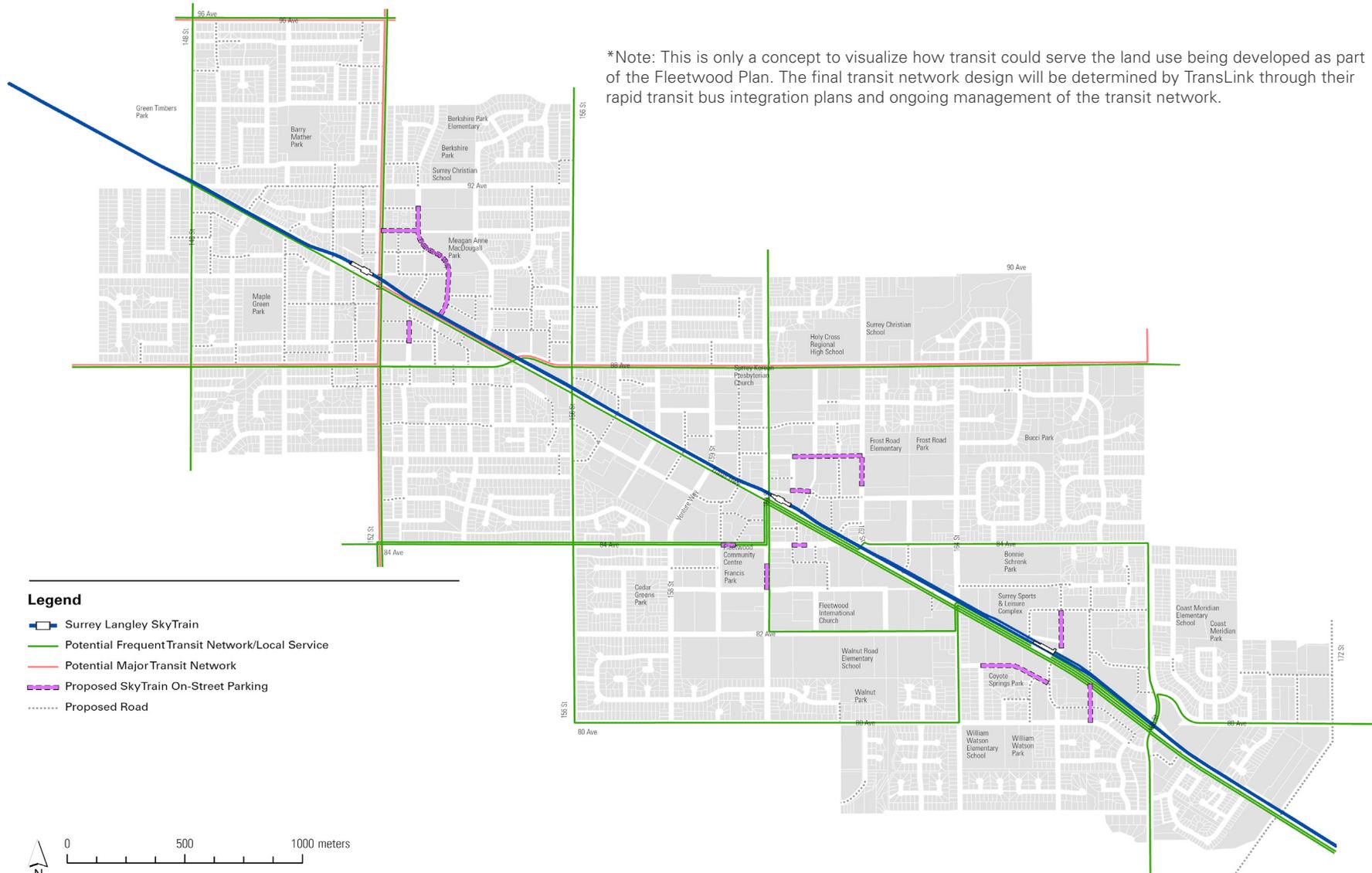
Notes:

\* Additional bonus densities may be considered in select areas in exchange for the provision of sufficient community amenities in accordance with approved City Council and Development policies, to be determined as part of future planning. Can only be applied where noted minimum base commercial and employment FAR is first provided. Densities expressed as a Floor Area Ratio (FAR) are calculated based on the gross site area prior to dedications for road or other public purposes.

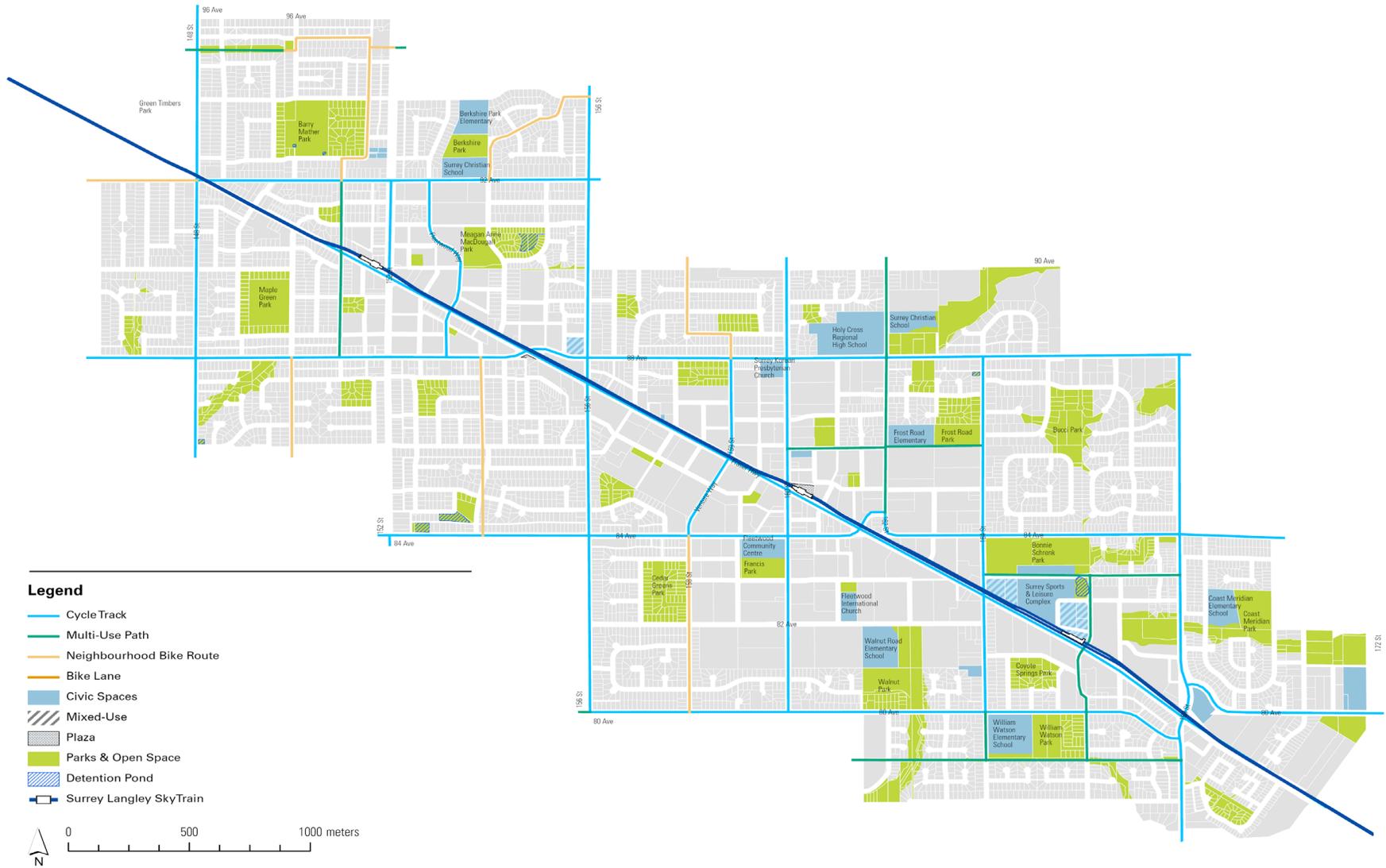
A land Amendment (Change in Land Use Designations) will be required when bonus density increases the density of the project into next Land Use Designation Category. A Plan Amendment is not required where there is a supported increase to the height of a building, with densities remaining in-keeping with the intent and form of the existing land use designation.

## Potential Transit Network

\*Note: This is only a concept to visualize how transit could serve the land use being developed as part of the Fleetwood Plan. The final transit network design will be determined by TransLink through their rapid transit bus integration plans and ongoing management of the transit network.



## Proposed Cycling & Pedestrian Network



## Proposed Parks & Open Space Concept



**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. Sub-section E.16(b), by deleting the existing “Amenity Contributions” table and replacing with the following table:

Uses	Amenity Contributions					
	Police	Fire	Libraries	Parks <sup>2</sup>	Transit <sup>3</sup>	TOTAL
<b>RESIDENTIAL<sup>1</sup></b> \$/dwelling unit	\$88.58	\$382.70	\$199.30	\$4,272	\$1,750	\$6,692.58
<b>NON-RESIDENTIAL</b> \$/hectare (\$/acre)	\$1,313.23 (\$531.45)	\$5,673.92 (\$2,296.16)	n/a	n/a	n/a	\$6,987.16 (\$2,827.60)

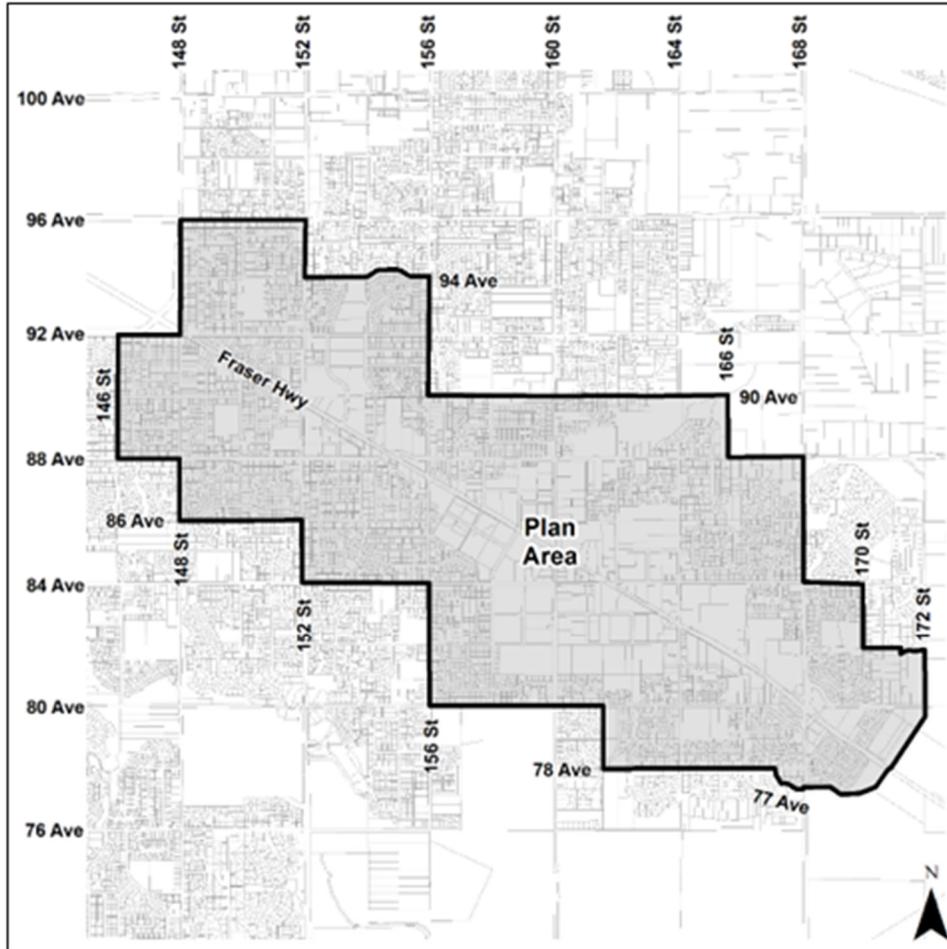
**Explanatory Notes:**

- 1 Excludes *secondary suites*.
- 2 Includes parkland amenities, pathways and facilities.
- 3 Includes transit supportive amenities and infrastructure.

**16. FLEETWOOD PLAN**

(BL 14333; 20300, 20584, 20564, 20881, 20962)

(a) The Fleetwood Plan Area shall be identified as follows:



(b) Amenity contributions for the Fleetwood Plan Area identified in Section E.16(a) above are as follows:

Uses	Amenity Contributions					TOTAL
	Police	Fire	Libraries	Parks <sup>2</sup>	Transit <sup>3</sup>	
<b>RESIDENTIAL<sup>1</sup></b> \$/dwelling unit	\$88.58	\$382.70	\$199.30	\$4,272.00	\$1,750	\$4,6,69242627 .8858
<b>NON-RESIDENTIAL</b> \$/hectare (\$/acre)	\$1,313.23 (\$531.45)	\$5,673.92 (\$2,296.16)	n/a	n/a	n/a	\$6,987.16 (\$2,827.60)

**Explanatory Notes:**

1 Excludes secondary suites.

2 Includes parkland amenities, pathways and facilities.

3 Includes transit supportive amenities and infrastructure.



## 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.



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



Scott Neuman, P.Eng.  
General Manager,  
Engineering



Laurie Cavan  
General Manager,  
Parks Recreation & Culture

PH/cc

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 – Background and Planning Process Discussion**

### **BACKGROUND**

#### **Plan Area**

The Fleetwood Plan boundary is located along Fraser Highway and includes three future SkyTrain stations as part of the Surrey Langley SkyTrain “SLS” project. The overall plan area includes over 968 hectares (2,390 acres) or approximately 9.6 sq km of land, generally encompassing about 1,000 metres on either side of Fraser Highway.

#### **Plan Initiation**

The Fleetwood Plan process was initiated in April 2019 following Council approval to support the extension of the Expo Line SkyTrain along Fraser Highway (Corporate Report No. R056; 2019). Following the resolution, staff initiated a planning process with background studies, preliminary analysis, and preparations for public and stakeholder consultation.

#### **Stage 1 Plan Process**

On March 7, 2022, following a comprehensive planning process, Council endorsed a draft (Stage 1) land use plan for Fleetwood (Corporate Report No. R049; 2022). The draft plan introduced land use, transportation, and parks and open space concepts to help support growth associated with the SkyTrain extension along Fraser Highway. The draft plan also recognized the function of Fleetwood Town Centre as the primary commercial and civic heart of the Fleetwood community.

Following the Stage 1 Plan endorsement, staff began Stage 2 plan components, including a variety of additional technical studies and associated planning work. A summary of the existing draft (Stage 1) plan and previously identified Stage 2 plan components is detailed in Appendix “III”.

#### **Plan Area Expansion**

The Stage 1 Plan approval also included endorsement for two small Plan Area expansions in the Southwest and Northeast of the existing boundary (Attachment “1”).

Key features of the overall Fleetwood Plan include: community’s preferred approach to focus growth along Fraser Highway and around the future SkyTrain stations; an employment and institutional district around the 166 Street Station; several new and expanded parks and public spaces, covering approximately 20% of the Plan Area; and an integrated network of pathways and cycle tracks, making it easier to get around.

The Fleetwood Plan has the capacity to allow for the ultimate tripling of the current population to over 130,000 people in the long term, mostly to be accommodated within a mix of Townhouse, Low Rise Buildings, and High Rises. It is expected that the number of single-family homes in the Fleetwood area will decline by nearly 30% as the Plan is built out.

Stage 2 Planning is underway to develop a servicing and financial plan and fine-tune land uses in preparation for the final plan document.

## **Growth Forecast**

In early 2022, Colliers Strategy and Consulting Group was retained by the City to provide an update of current conditions and market trends in Fleetwood. The intent of this report was to update previous findings, assumptions, and analyses to current conditions, particularly given changing market dynamics and notable interest and activity since the plan process initiated.

Findings indicate that market conditions within the Plan Area were considerably different than observed in a previous 2019 supply and demand report. Due to anticipated population growth and changing consumer retail habits, the City can anticipate major shift in the retail and housing supply in the Fleetwood area.

- The Fleetwood Plan is estimated to provide approximately 500 to 600 apartment units annually based on market assessments of the area. The Fleetwood Plan full buildout capacity can provide for over 2,000 units annually, which is more than adequate to meet the expected market demand for new housing over time.
- It is estimated that areas around SkyTrain stations will require more than 360,000 square feet of additional retail space by 2050. Anticipated commercial uses include full-service restaurants, service commercial, and local serving retail commercial. New commercial uses are anticipated to be at-grade within higher-density mixed-use development.

## **DISCUSSION**

### **Proposed Land Use Updates**

Several land use designation updates are proposed to the Stage 1 Land Use Concept. These updates are reflective of ongoing staff review, analysis of market conditions, and public and stakeholder engagement, including direct consultation with developers and staff at Surrey Schools. Proposed land use updates to the Stage 1 Plan include:

#### Fire Hall 6 Relocation

Fire Services has identified a need to relocate and expand Fire Hall 6. The current Fire Hall 6 is located on a constrained site adjacent to the proposed 152 Street SkyTrain Station. It needs significant renovation and has limited space for training. The property on which the current firehall is located is too small to accommodate an expansion, and the adjacency of the planned SkyTrain station presents access and operational challenges. A relocation of the fire hall to a larger assembly of land will accommodate future fire service needs and better serve the proposed land uses in the area.

Following staff analysis, the City recently acquired two parcels of land located at 9261/63 152 Street, and 9271/73 152 Street as part of a future land assembly for a new Fire Hall 6 site (Corporate Report No. R153; 2023). Two additional parcels of land will be required to complete the necessary land assembly. To facilitate this land consolidation, staff propose a land use designation amendment to the existing Stage 1 Plan to designate these parcels as Civic/Institutional, as well as adjustments to the road alignment of 92A Avenue and 151A Street (Attachment "2").

### Plan Extension Areas – Proposed Land Use Designations

With the Stage 1 Plan endorsement, two plan extension areas were approved in the southwest (Area “A”) and northeast (Area “B”) corners of the Plan (Attachment “1”). These areas were added to the Plan to enable long term development and servicing considerations.

On January 16, 2023, Council directed staff to explore future land uses, roads, and parks and open space plans in the extension areas (Corporate Report No. R001; 2023). To support this process, staff undertook two surveys within these extension areas, inviting residents and landowners to provide input on housing and development considerations, parkland access and provision, and local road connectivity and improvement. A summary of surveys results is provided in Attachment “3”.

Based on engagement outcomes and analysis, staff propose the following land use designation amendments for the plan extension areas:

#### *Proposed Land Use Designation Amendments – Extension Area “A”*

Extension Area “A” is predominantly an “Urban Residential” designation which allows for urban attached homes, as well as opportunity with urban infill development in keeping with Provincial and City objectives. This designation largely corresponds with existing land uses. Higher density “Low Rise” and “Townhouse” land use designations are proposed along major arterial and collector roads, including 152 Street, 156 Street, and 86 Avenue. Additional parkland is proposed along 85 Avenue adjacent to existing parkland, to provide additional local amenity. Future local roads are also proposed to facilitate new land uses and improve access and circulation. A summary of proposed changes is outlined in Attachment “4”.

#### *Proposed Land Use Designation Amendments – Extension Area “B”*

Extension Area “B” is also predominantly an “Urban Residential” designation, although a new townhouse development is underway following approval of Development Application No. 7917-0301-00. The northern portion of the extension area is proposed as “Townhouse” and “Parks and Open Space” in keeping with this approved development. A summary of proposed changes is outlined in Attachment “4”.

### Special Study Areas – Proposed Land Use Designations

Two “Special Study Area” designations were included within the approved Stage 1 Plan. This predominantly includes 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 were explored as part of the Stage 2 plan process.

Based on detailed planning and analysis, including consultation with potential development partners, staff propose that both Special Study Areas be redesignated to “Civic/Institutional/Mix Use”. This will allow flexibility for a variety of Civic or Institutional uses on the sites, including daycares, academic and community facilities, in coordination with potential for residential and commercial uses. These sites are also identified, as part of an ongoing study, potential urban high school locations in east Fleetwood. A summary of proposed changes is outlined in Attachment “2”.

### Additional Proposed Land Use Designation Changes

In addition to the above-mentioned proposed land use designation changes, staff have reviewed broader existing Stage 1 land use designations across the Plan. Proposed changes reflect input from public consultation, stakeholder and industry input, and technical market analysis. Increases to potential density and building height are reflective of market analysis as well as commitments made within the SLS Supportive Polices Agreement with TransLink and the Province. Proposed land use designation adjustments are provided in Appendix “1”, illustrated in Attachment “2”, and summarized below:

- The previous “Mid-Rise Transition” designation name is proposed to be changed to “Low to High Rise Transition”. The primary change associated with this designation is proposed to allow for building heights to range from 6 storeys up to 20 storeys, adjacent to “High-Rise” or “Core” land use designations. This is an increase from the 12 to 15 story building heights identified in the Stage 1 Plan. This change provides for a variety of building forms and is more market responsive, while continuing to provide a sensitive transition of building heights to lower density areas of the community.
- The “Core” designation is proposed to be amended to reduce the base amount of non-residential (commercial or institutional uses) from 0.7 FAR to 0.3 FAR. This will allow a minimum at grade component of commercial/institutional retail, as well as opportunities for above grade office uses in line with market conditions and demand in the Fleetwood Town Centre area.
- The “Low Rise” designation is proposed to be amended to allow for 5 and 6 story buildings in all areas of the Plan. It is expected that a maximum of 5 storeys is considered where directly adjacent to “Urban Residential” land uses, with the potential for additional building height considered where directly adjacent to “High-Rise” land uses.
- The “Mixed Employment” designation is proposed to be amended to allow for building heights ranging from 6 to 20 storeys, with potential bonus density and heights considered for civic/institutional/employment uses. Residential uses may also be considered with priority for affordable housing through density bonus.
- The “Townhouse” designation is proposed to be amended to allow for up to 1.2 FAR for stacked townhouse forms where underground parking is provided. This is an increase from 1.0 FAR for ground-oriented townhouse units without underground parking.
- The “Civic/Institutional” destination is proposed to be amended to allow for the potential of mixed uses, including rental and affordable housing, employment, and urban integrated schools in coordination with other civic uses and in coordination with potential Provincial agencies.
- Various parcels are proposed for land use designation changes from “Low Rise” to “Low to High-Rise Transition”, and from “Low to High-Rise Transition” to “High-Rise” are also proposed. These increases to land use plan designations support increased density in keeping with additional market analysis and where proximity to Fraser Highway and planned SkyTrain stations is also a factor.

- Various parcels north of the planned 166 Street SkyTrain Station are proposed for land use designation changes from “Low Rise” to “Mixed Employment”. These changes support a regional approach to encouraging employment uses next to the 166 Street Station and build off existing regional and city employed land use designations in the area.

Additional minor land use designation refinements are proposed within the Plan Area and are illustrated in Attachment “2”. All proposed land use designation changes will be subject to further review with comprehensive development parameters and guidelines to be developed through the ongoing Stage 2 planning process.

### Proposed Urban School Study Areas

Growth associated with the SLS Project will increase the demand for public education and schools in Fleetwood. Based on current population growth forecasting there is a need to increase short, medium, and long-term elementary and high school enrolment capacity.

Current School District plans within Fleetwood consider the expansion to several existing school sites which are anticipated to accommodate an additional 3,000 students. In addition to this added capacity, School District staff have indicated that up to six to eight new elementary schools and an additional high school may be needed to accommodate between 6,000 to 10,000 students in the longer term (over the next several decades).

To prepare for these required school sites, staff at the City and School District are studying options, including potential new urban school sites that may co-locate with parks or new comprehensive developments. Several of these sites are ultimately dependant on Provincial funding, as well as potential partnerships with City or developers.

To assist with the School District’s school planning, four potential urban elementary school study areas and two potential urban secondary school study areas are identified and proposed in Attachment “5”. These sites will be subject to more detailed School District review as part of the ongoing Stage 2 planning process. Additional urban school study areas may be identified and advanced for consideration. These site assessments will consider a new urban school model for the School District that may include multi-storey schools with underground parking, and/or integration of schools into mixed use developments or community and recreation centers. Confirmed new school sites will be included and designated with the final Stage 2 plan.

### Land Use Density Considerations

The majority of the Fleetwood Plan is located within an Urban Centre or Frequent Transit Development Area (“FTDA”), as identified within the OCP and Regional Growth Strategy (“RGS”). All densities expressed in the Plan within these areas as floor area ratio (“FAR”) are to be calculated on a gross site basis before dedications for roadways. This gross density parameter will also apply to all sites with the “Low-Rise” land use designations outside of Urban Centre or FTDA areas. 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 through development without compensation. In all other circumstances, where townhouse designated development areas are located outside Urban Centre or a Frequent FTDA, densities

- expressed as either FAR or Units Per Hectare (“UPH”) - are intended to be calculated on a net site basis, after dedications for roadways or public purposes are accounted for, unless otherwise noted.

The change to gross density calculations for areas outside of Urban Centres or FTDA's is further proposed to be amended in the Fleetwood Interim Development expectations policy to align with the density calculations noted above.

### **Proposed Road Network Updates**

In addition to land use changes, staff have updated the proposed road network to support the proposed land uses to ensure effective site access and overall circulation. Proposed changes to the road network are illustrated in Attachment “5”.

### **Proposed Parks and Open Space Updates**

The parks and open space strategy for the Fleetwood Plan is guided by the principles outlined within the Parks, Recreation & Culture (“PRC”) Strategic Plan. The Fleetwood Plan embodies these principles and addresses the impacts of growth by ensuring that neighborhood parkland is provided within a 10-minute walk of all residents, while also meeting the parkland provision ratios endorsed by Council. To accomplish this, the Stage 1 Plan includes 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.

Based on additional Stage 2 planning work, staff proposed the addition of one small urban park in west Fleetwood. This new park is intended to support the creation of an urban park/plaza within the triangle of land bounded by 152 Street, 88 Avenue, and Fraser Highway, where there is currently a limited amount of public park space provided. Staff also propose the removal of four proposed park lots previously identified for expansion along Drinkwater Creek, as these are no longer required. Proposed changes to the parks and open space network are illustrated in Attachment “2”. In addition, a proposed future park site that was identified between 84 Avenue and 83 Avenue (16144 84 Avenue) in Fleetwood Town Centre, is proposed to be shifted south of 83 Avenue just north of Fleetwood International Church (onto 8286 161 Street). Staff have also initiated an analysis of funding requirements as part of the Stage 2 planning process.

### **Interim Transit Supportive Community Amenity Contributions (“CACs”)**

In March 2022, interim Secondary Plan CACs were introduced for the Fleetwood Plan and approved by Council (see Appendix “III”). CACs were established to fund police, fire, library, and park improvements. Since that time, additional work has been undertaken to identify a package of amenities to support future rapid transit. It is proposed that interim rates be incorporated into the Zoning By-law, in advance of plan completion in Stage 2. This will enable in-stream applications to proceed in keeping with the interim Plan Development Expectations Strategy and with added financial clarity. The Zoning By-law 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 By-law be amended to include a transit specific CAC. The proposed amendments to Schedule G of the Zoning By-law are attached as Appendix “II”.

## Ongoing Stage 2 Planning Work

Following Council endorsement of the Stage 1 Fleetwood Plan, staff initiated the Stage 2 component of the planning process. A high-level summary of the ongoing Stage 2 work components is provided in the table below.

Technical Deliverable	Outstanding	Anticipated Completion
Transportation Servicing Plan	Final Transportation Plan	Q1 2024
Drainage Servicing Plan	Final Drainage Plan	Q1 2024
Sanitary Servicing Plan	Final Sanitary Plan	Q1 2024
Water Servicing Plan	Final Water Servicing Plan	Q1 2024
Parks, Recreation & Culture Amenity Study	Draft & Final Parks, Recreation & Culture Amenity Study	Q2 2024
Rapid Transit Amenity Study	Draft & Final Transit Amenity Study	Q2 2024
SkyTrain Urban Interface and Noise Design Guidelines	Final SkyTrain Interface Guidelines included into Fleetwood Urban Design Guidelines.	Q4 2023

Additional details on each technical deliverable are provided in the following sections.

### Transportation Servicing Plan

A TIA is being conducted as part of the Stage 2 planning process based on this proposed road network, including assessment of traffic signals and controls which is anticipated to adequately service the proposed uses within Plan Area.

Staff have proposed an updated road network, as illustrated in Attachment “5”, including the inclusion of a new flex local road, and minor adjustments to the overall local road network. These changes will be considered within the ongoing overall TIA. Within this scope, several local and local flex roads have been assessed to ensure adequate access and full-movement ability to service the proposed land uses, with flexibility on the ultimate alignments depending on the future consolidation patterns. Staff will be finalizing a detailed strategy of the required transportation infrastructure servicing requirements based on the results of the TIA, which will be incorporated into the final Stage 2 plan.

### Drainage Servicing Plan

The Fleetwood Plan’s land use strategy represents an intensification of existing development patterns. To mitigate associated impacts and protect downstream property, infrastructure, and natural resources, on-site Best Management Practices (“BMP”) strategies will be recommended for new, infill, and re-development:

- Including on-site low impact development (“LID”)/stormwater BMPs in site development plans to address of volume and flow control; and
- Implementing on-lot water quality treatment units to remove pollutants from stormwater runoff before discharging off-site.

LID measures will form a critical part of the overall future stormwater management strategy and will provide servicing and environmental benefits in terms of peak flow control, water quality improvement, and erosion condition improvement. In addition, LID measures will integrate with and improve overall landscaping in the Plan Area.

A Drainage Servicing Plan, including financial recommendations, is anticipated to be completed by February of 2024 for each watershed overlaying the Plan Area. Outcomes from the Drainage Servicing Plan will be incorporated into the final Stage 2 Plan.

#### Sanitary Servicing Plan

The Fleetwood Plan Area is serviced by an extensive sanitary sewer network and is divided into multiple catchments. Existing sanitary sewers within the Plan Area range in size from 150 mm to 750 mm diameter with most installed before the 1990s.

A sanitary sewer servicing plan is being developed based on the City’s Design Criteria Manual (“DCM”). All developments will be required to provide minimum diameter fronting sewers where currently absent (250 mm for commercial and multi-unit residential, 200 mm for detached residential).

Necessary upgrading of trunk sewers is to be identified in the future servicing plan and contribute to current projects underway. It is anticipated that local sewers will need to be upgraded based on the rate of growth and will be required when growth causes demand to exceed the capacity criteria of existing sewers. The proposed sewer system and financial strategy is anticipated to be completed by February of 2024 and will be incorporated into the final Stage 2 Plan.

#### Water Servicing Plan

The Fleetwood Plan Area is currently serviced by an extensive network of local and feeder mains with diameters ranging from 100mm to 900mm which have adequate capacity to service the current domestic and fire flow demands within the Plan Area.

A water servicing plan is being developed in accordance with the City’s DCM. The plan will identify sections of the existing network that require upsizing, and addition of new mains required to accommodate the anticipated domestic and fire-flow demands within the Fleetwood Plan Area for land use intensification and anticipated future development. The servicing plan is expected to be finalized by February 2024 and will be incorporated into the final Stage 2 plan.

#### Parks, Recreation & Culture Amenity Study

The Fleetwood Plan’s land use strategy represents an intensification of existing development patterns, resulting in significant increased impact and burden on Parks, Recreation & Culture facilities, services, and amenities. As part of the Stage 2 plan process staff, supported by

consultant services, are undertaking a study to anticipate future recreation and cultural needs in the Plan Area. The Study will inform decisions on what amenities and facilities are to be planned and considered within the Fleetwood Plan. The scope will:

- Establish a framework for planning amenities that will be required to serve the growing population within the Plan Area;
- Give Parks, Recreation & Culture a foundation of data and best practices for the provision of recreation and culture amenity requirements, as the planned densities and land uses are realized in the Fleetwood Plan Area; and
- Include a high-level cost estimate for delivering the identified amenities in the Study, which will be used to establish a Parks, Recreation & Culture Community Amenity Contribution within the Fleetwood Plan Area.

The outcomes of this Study will inform several components of the final Stage 2 Plan, including the development of a comprehensive community amenity strategy to address the impacts of growth and support an inclusive, green, and complete community.

#### Rapid Transit Amenity Study

Growth associated with the Fleetwood Plan's land use strategy and the introduction of SkyTrain along the Fraser Highway corridor will significantly impact and intensify transit service use. This will result in a significant increased impact and burden on transit supportive amenities and infrastructure. As part of the Stage 2 plan process staff are undertaking a study to anticipate future transit supportive amenities in the Plan Area. The Study will inform decisions on what amenities and facilities are to be planned and considered within the Fleetwood Plan.

#### SkyTrain Interface Urban Design Guidelines

Large portions of the Fleetwood community will be impacted by the development of the elevated concrete SkyTrain guideway, as well as the resulting noise associated with SkyTrain running on the elevated guideway. To assess the impacts of the planned SkyTrain guideway construction and the operation of elevated rapid transit, staff - with support from consultant services - are undertaking a SkyTrain Interface Urban Design Study. The outcome of this study will include technical analysis and urban design guidelines for new development adjacent to SkyTrain and along Fraser Highway. More specifically, the guidelines will apply to building façades/frontages generally facing Fraser Highway and the public and semi-public exterior spaces adjacent to buildings on Fraser Highway.

The intent of the guidelines is to respond to the visual and acoustical impacts, including perception of noise, from Fraser Highway and SkyTrain on adjacent development and associated public and private conditions. The guidelines are to include specific building setbacks and development parameters based on an assessment of visual and noise considerations, trade-offs, and outcomes associated with various urban design mitigation strategies.

Draft guidelines are currently under review by staff. It is anticipated that these guidelines will be finalized by the Fall of 2023 and will be incorporated into broader urban design content within the final Stage 2 Plan.

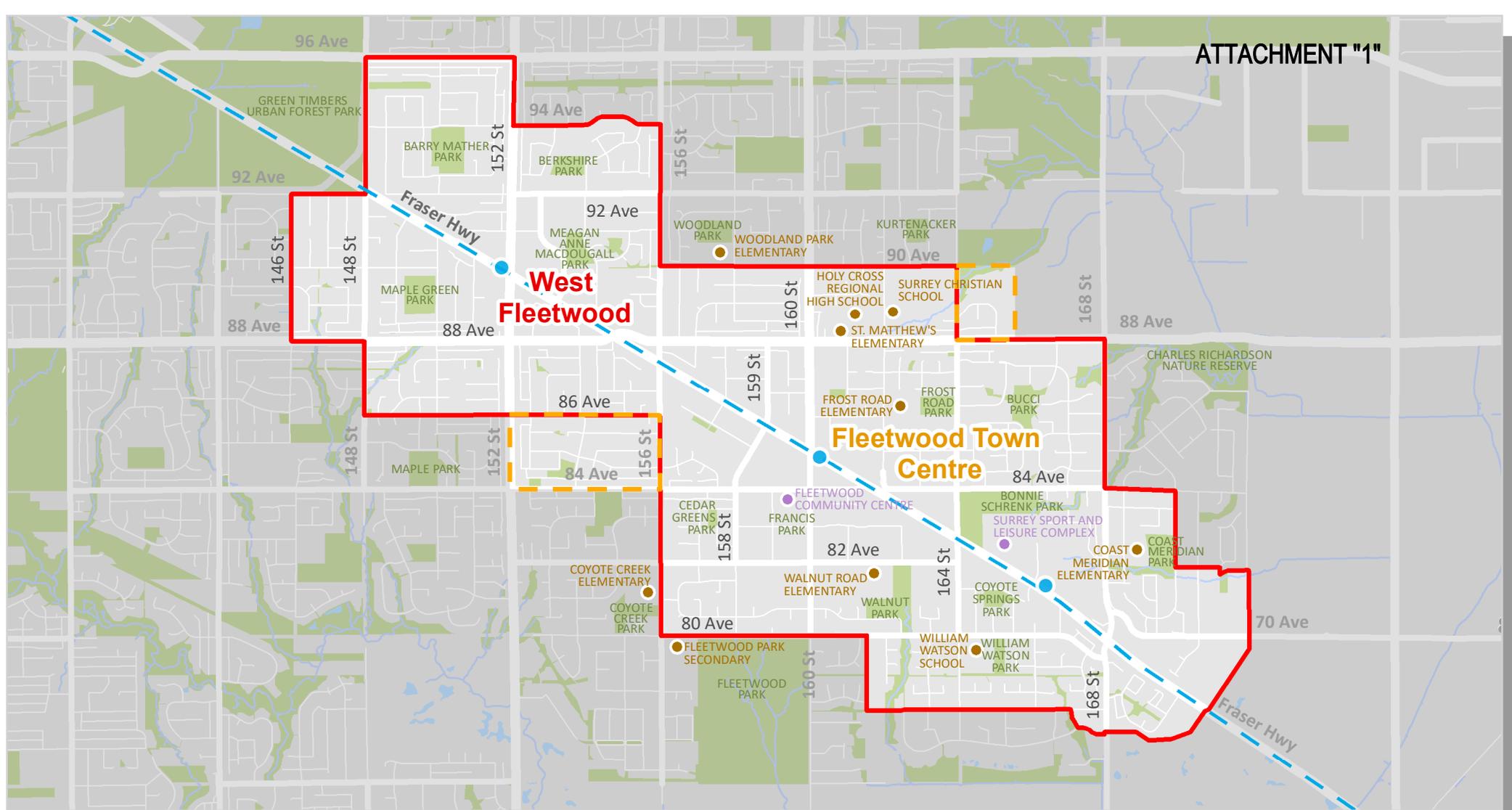
## Next Steps – Additional Stage 2 Planning Work

In addition to the work detailed above, staff will continue to prioritize and resolve the following Stage 2 planning components:

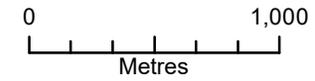
- Review and confirm, if necessary, development parcels, block dimensions, and block geometry;
- Consider additional urban school study locations in consultation with the School District, and designate confirmed school locations and any required land uses and road network changes surrounding school sites;
- Finalized development parameters for each proposed land use designation, including base density, building heights, non-residential land uses components, market and rental housing provisions, and density bonus parameters;
- Develop site design details for proposed multiuse pathways, walkways, and greenways;
- Prepare urban design content and guidelines, including SkyTrain and station interface, urban design and neighborhood character, place-making within urban plazas, natural areas preservation, edge conditions, screening and buffering, environmental protection, and tree protection;
- Prepare guidelines and cross sections for road design, cycling, and pedestrians spaces;
- Prepare policies and guidelines for the development and building design of special interface areas adjacent to riparian and park lands, along major roads, and between differing uses;
- Confirm a community amenity strategy and calculate required secondary plan Community Amenity Contributions, including consideration for recreation, parks, culture, libraries, fire, police, and transit services.
- Develop a transportation and circulation concept plan that includes policies, guidelines, and strategies to enhance the opportunities for walking, bicycling, and transit while balancing with the needs of vehicles;
- Prepare policies and guidelines for the provision and development of the activities and uses such as day care locations, employee amenities, utility and communication facilities, etc. that support/enhance the proposed land uses;
- Review parking standards and ratios for transit-oriented development and affordable and non-market housing;
- Develop phasing and implementation strategies, including a potential lot consolidation strategy and guidelines; and
- Establish a Plan surcharge fee to re-coup the cost of consultant services required to complete the Plan.

The final Fleetwood Plan and document will provide certainty to residents, landowners, developers, the Province, and the City about the future of the area, while ensuring adequate provision of public infrastructure such as parks, conservation areas, roads, transit, and utilities.

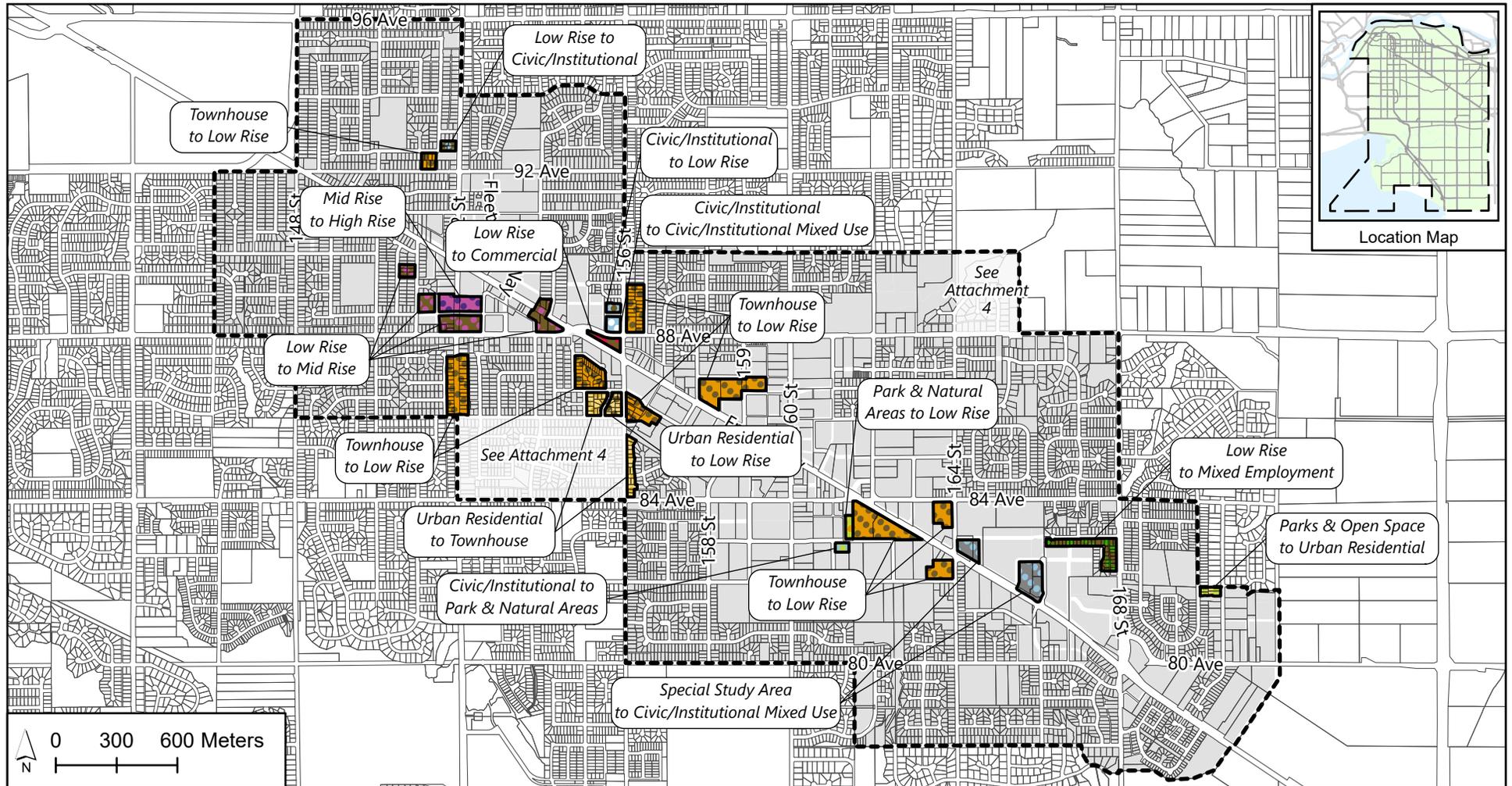
Continued consultation and engagement with community stakeholders, and the broader community is anticipated to continue, with public events anticipated in early 2024, and prior to the Stage 2 plan completion. Consultation will form part of the Stage 2 planning process to engage and gather additional public input regarding technical and planning work, urban design, and financial strategies prior to bringing the plan to Council for final (Stage 2) consideration anticipated for later in 2024.



-  Plan Area
-  Plan Boundary Extension Area



# Attachment "2" - Proposed Land Use Changes



	Urban Residential to Townhouse		Low Rise to Mixed Employment		Civic/Institutional to Park & Natural Areas
	Urban Residential to Low Rise		Low Rise to Civic/Institutional		Special Study Area to Civic/Institutional Mixed Use
	Townhouse to Low Rise		Mid Rise to High Rise		Parks & Open Space to Urban Residential
	Low Rise to Mid Rise		Civic/Institutional to Low Rise		Park & Natural Areas to Low Rise Residential
	Low Rise to Commercial		Civic/Institutional to Civic/Institutional Mixed Use		Plan Boundary



## Fleetwood Plan

Planning & Development  
Department

# Fleetwood Plan

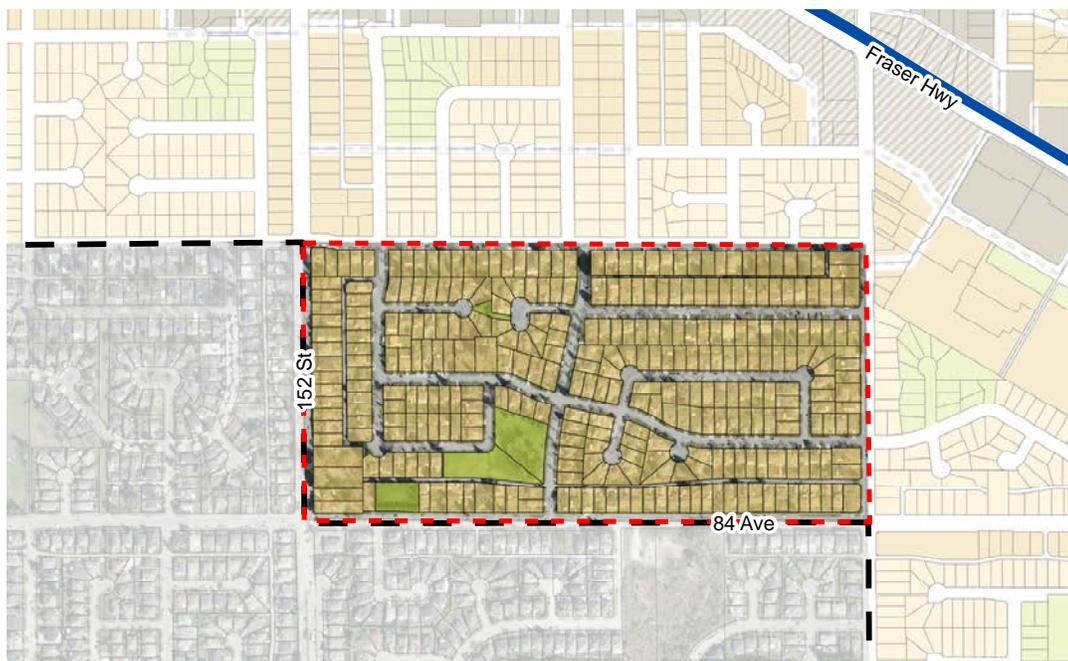
Exploring How Extension Area "A" of the  
Fleetwood Plan can Grow

Engagement Summary  
May, 2023

# Introduction

In March, 2022 Council approved the Fleetwood Draft Plan (Stage 1). The draft plan included land use, transportation, and park and amenity concepts. It also identified two extension areas - in the southwest and northeast corners of the plan - that expanded the existing plan boundary. These areas were added so that they may be planned for long term land use and servicing in anticipation of future growth due to SkyTrain development along Fraser Highway. On January 16th, 2023 a report went to Council which directed staff to explore further future land uses, roads, and parks plans in the extension areas.

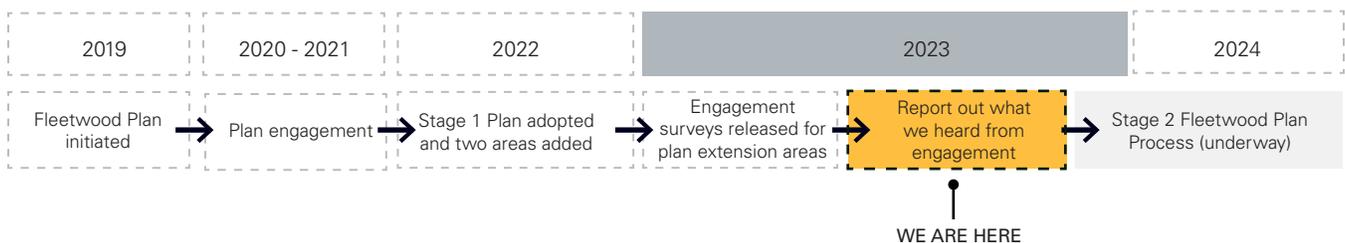
## Plan Area



### Legend

- Townhouse
- Park
- Civic / Institutional
- Extension Area
- Urban Residential
- Plan Area

## Timeline



# I What We Did

Two targeted surveys were conducted in March to explore future land use opportunities in Extension Area A and B. This is a summary of what we heard from residents in Extension Area 'A'.

Approximately,

## 100 Engaged Residents

An engaged resident is defined as an individual or group that has contributed to the project website, attended a pop-up event, connected through phone or email, completed the survey or attended a stakeholder meeting.

Residents were engaged through:



Approximately,

## 1,720 Informed Residents

An informed resident is defined as an individual or group that has made at least one single visit to the project website, received a postcard, or interacted with the project through social media.

Residents were informed through:

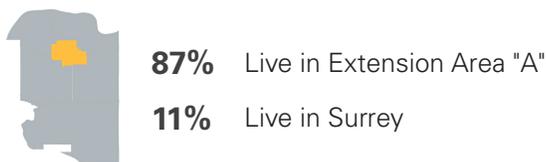


# I Who We Reached

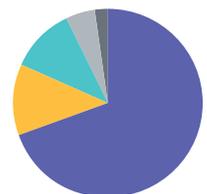
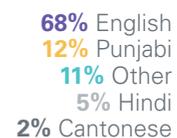
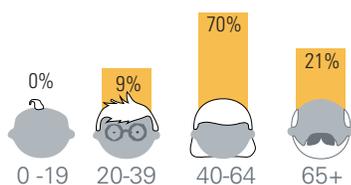
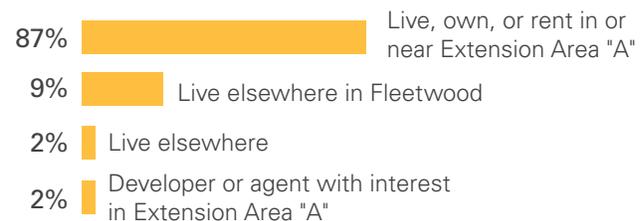
The Fleetwood Plan Area is a diverse community. Key community demographics are shown in the left column of the graphic below. The City of Surrey's Public Engagement Strategy strives to achieve representative participation. Demographic information is collected in surveys to evaluate who is participating and which voices may be over or under represented. These statistics are shown in the right column of the graphic below.

## A snapshot of survey respondents

A snapshot of survey respondents:



Relationship to Extension Area "A":



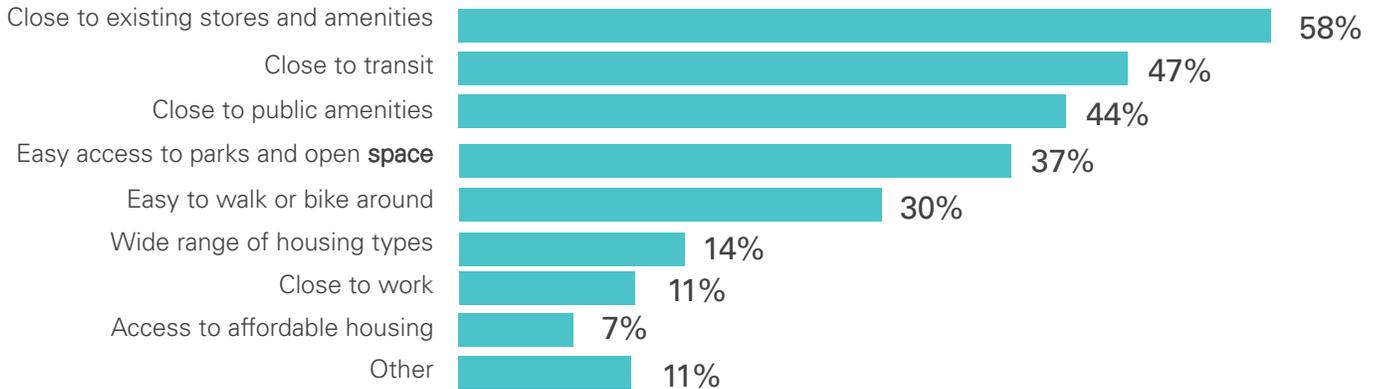
# I What We Heard

## Part A - About the Neighbourhood

We wanted to hear from residents about what they thought about the neighbourhood. What did residents like? What are some challenges facing the area today?

### 1A. We asked participants what they liked most in the area today?\*

\*Participants were asked to select their top 3 options

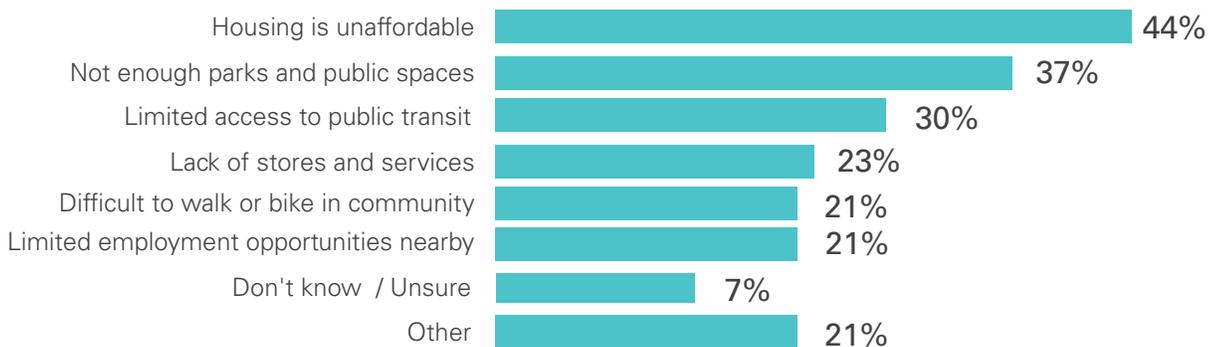


Other responses include : "tree lined streets", "quite family neighbourhood", "easy access to major highways"

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### 1B. We asked participants what are some of the challenges of the area today?\*

\*Participants were asked to select their top 3 options



Other responses include : "traffic congestion", "very busy and noisy", "lack of restaurants", "schools over capacity"

# I What We Heard

## Part B - How Might the Area Grow?



### Housing and Density

2a. We asked participants what types of housing should be considered and where additional residential growth should occur.

\*Participants were asked to rank each of the following statements from strongly agree to strong disagree



#### Legend

- Townhouse
- Park
- Civic / Institutional
- Extension Area
- Urban Residential
- Plan Area

# 79%

Strongly or somewhat agree

Focus growth along the main (arterial) roads, such as 152nd Street, 156th Street, and 84th Avenue



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

# 56%

Strongly or somewhat agree

Focus growth in the core of the neighbourhood where redevelopment opportunities such as lane way houses and duplexes may occur



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

# 54%

Strongly or somewhat agree

Consider a balance of growth, both along arterials and within the core of the neighbourhood



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

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# 54%

Strongly or somewhat agree

Maintain existing land uses as longer term, and look for ways to mitigate the impacts of growth



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

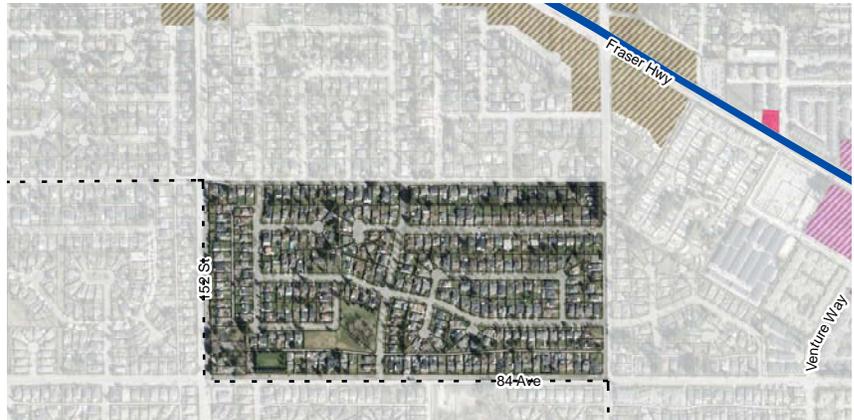
# | What We Heard



## Commercial and Mixed Use

3a. We asked participants what they thought space for local neighbourhood shops should be considered.

\*Participants were asked to rank each of the following statements from strongly agree to strong disagree



### Legend

- Transitional Mixed Use
- Low Rise Mixed Use
- Commercial
- Skytrain
- Plan Area

# 77%

Strongly or somewhat agree

Along main (arterial) streets (e.g. 152nd Street and 156th Street)



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

# 66%

Strongly or somewhat agree

At key corners only (e.g. 88 Avenue and 152nd Street, or 84 Avenue and 156th Street)



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

# 27%

Strongly or somewhat agree

We don't need more shops in this area



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

# I What We Heard

## Parks and Open Space

4a. We asked participants what they thought was the best way to improve the amount of, or access to park space.

\*Participants were asked to rank each of the following statements from strongly agree to strong disagree



### Legend

- Existing Park
- Proposed Park
- Watercourse
- Plan Area

# 47%

Strongly or somewhat agree

Keep existing park space the same (with limited amenities)



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

# 74%

Strongly or somewhat agree

Expand and enhance the existing park space (with space for new park amenities)



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

# 69%

Strongly or somewhat agree

Keep the existing parks, and add new additional parks to the area (to maximize space for new amenities)



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

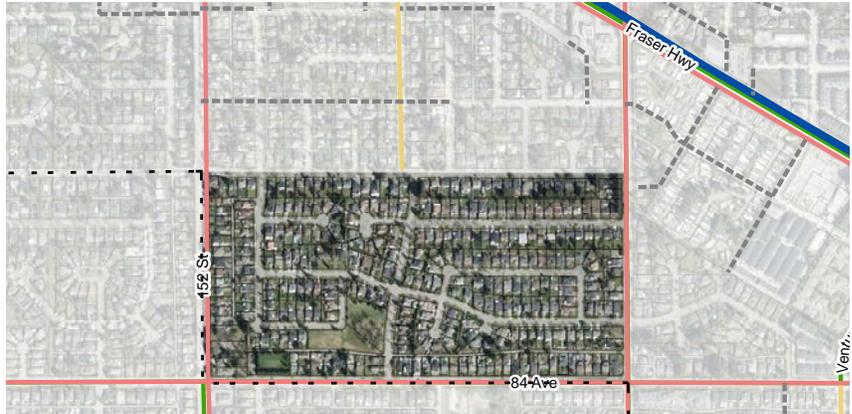
# I What We Heard



## Local Connectivity

5a. We asked participants what type of local connectivity improvements they would like to see.

\*Participants were asked to rank each of the following statements from strongly agree to strong disagree



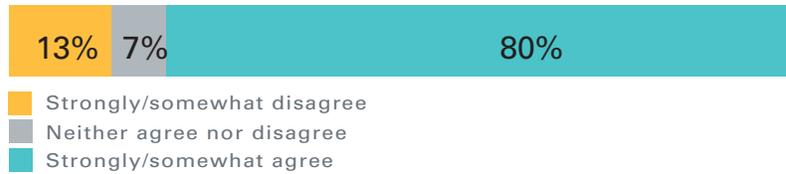
### Legend

- Transit Network
- Multi-Use Path
- Blue Route
- Proposed Road
- Skytrain
- Extension Area
- Plan

# 80%

Strongly or somewhat agree

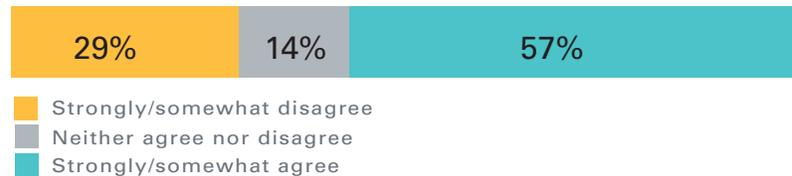
More opportunities for walking and cycling within the neighbourhood (greenways and paths)



# 57%

Strongly or somewhat agree

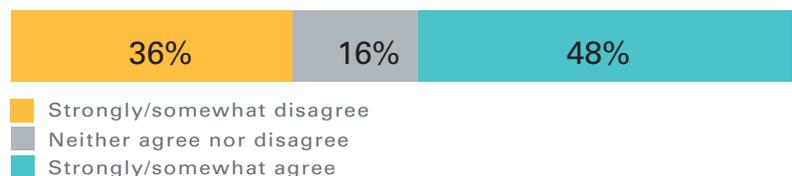
More access and street connections to adjacent arterial roads (e.g. to 152nd Street and 156th Street)



# 48%

Strongly or somewhat agree

More access and street connectivity within the neighbourhood (85a Avenue and/or 85 Avenue)



# I What We Heard

## Local Connectivity

# 82%

Strongly or somewhat agree

Enhance current roads (addition of sidewalks, street trees, etc.)



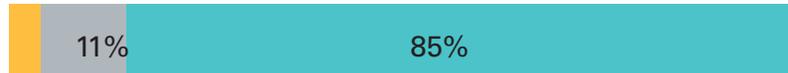
5%

- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

# 85%

Strongly or somewhat agree

Improve traffic management at key intersections



4%

- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

# 94%

Strongly or somewhat agree

Improve pedestrian street crossings and safety



2%

- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

## I Next Steps

City staff will incorporate the findings of this phase of engagement into an upcoming Report to Council and amend the Fleetwood Land Use Concept with an updated land use concept for the extension area. The community will have opportunity to provide input on the overall Fleetwood Plan through future engagement opportunities during Stage 2 of the plan process.

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# Fleetwood Plan

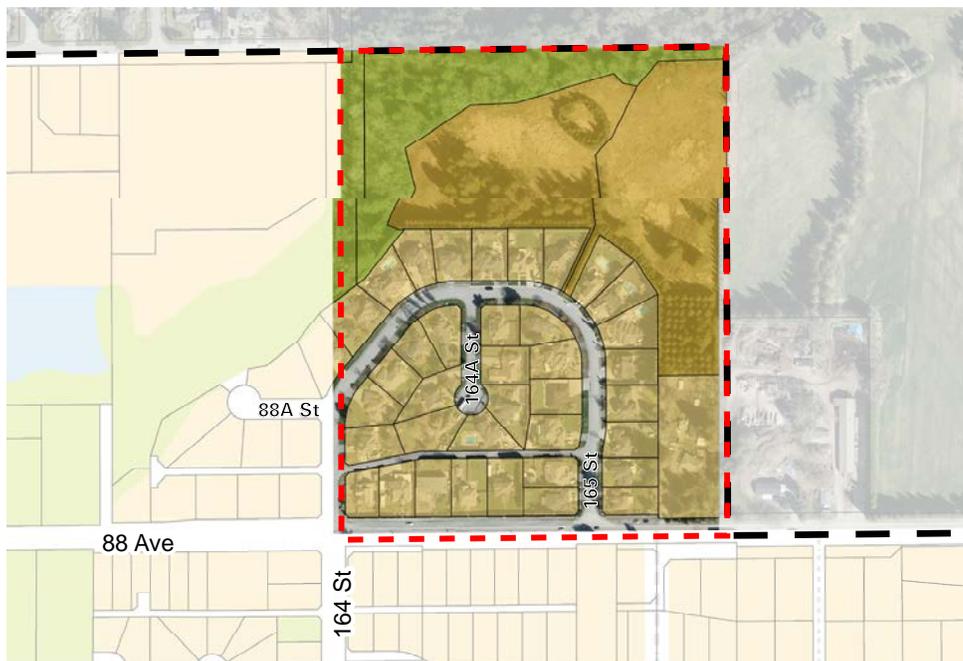
Exploring How Extension Area "B" of the  
Fleetwood Plan can Grow

Engagement Summary  
May, 2023

# Introduction

In March, 2022 Council approved the Fleetwood Draft Plan (Stage 1). The draft plan included land use, transportation, and park and amenity concepts. It also identified two extension areas - in the southwest and northeast corners of the plan - that expanded the existing plan boundary. These areas were added so that they may be planned for long term land use and servicing in anticipation of future growth due to SkyTrain development along Fraser Highway. On January 16th, 2023 a report went to Council which directed staff to explore further future land uses, roads, and parks plans in the extension areas.

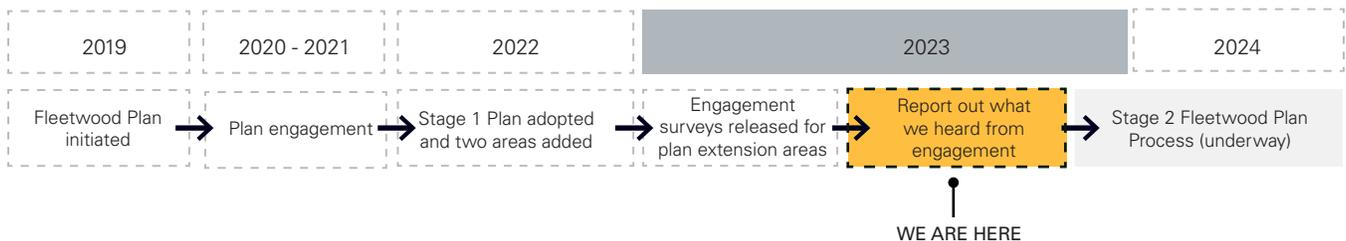
## Plan Area



**Legend**

Townhouse	Park
Civic / Institutional	Extension Area
Urban Residential	Plan Area

## Timeline



# I What We Did

Two targeted surveys were conducted in March to explore future land use opportunities in Extension Area A and B. This is a summary of what we heard from residents in Extension Area 'B'.

Approximately,

## 80 Engaged Residents

An engaged resident is defined as an individual or group that has contributed to the project website, attended a pop-up event, connected through phone or email, completed the survey or attended a stakeholder meeting.

Residents were engaged through:



Approximately,

## 1,218 Informed Residents

An informed resident is defined as an individual or group that has made at least one single visit to the project website, received a postcard, or interacted with the project through social media.

Residents were informed through:

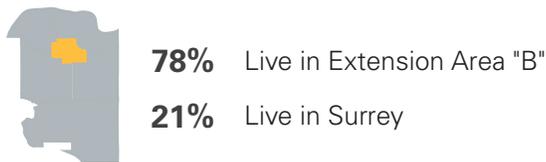


# I Who We Reached

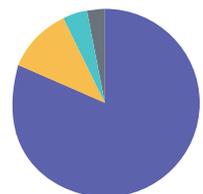
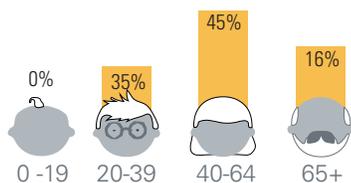
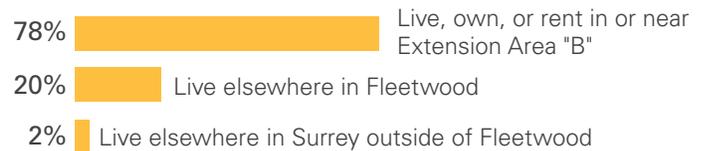
The Fleetwood Plan Area is a diverse community. Key community demographics are shown in the left column of the graphic below. The City of Surrey's Public Engagement Strategy strives to achieve representative participation. Demographic information is collected in surveys to evaluate who is participating and which voices may be over or under represented. These statistics are shown in the right column of the graphic below.

## A snapshot of survey respondents

A snapshot of survey respondents:



Relationship to Extension Area "B":



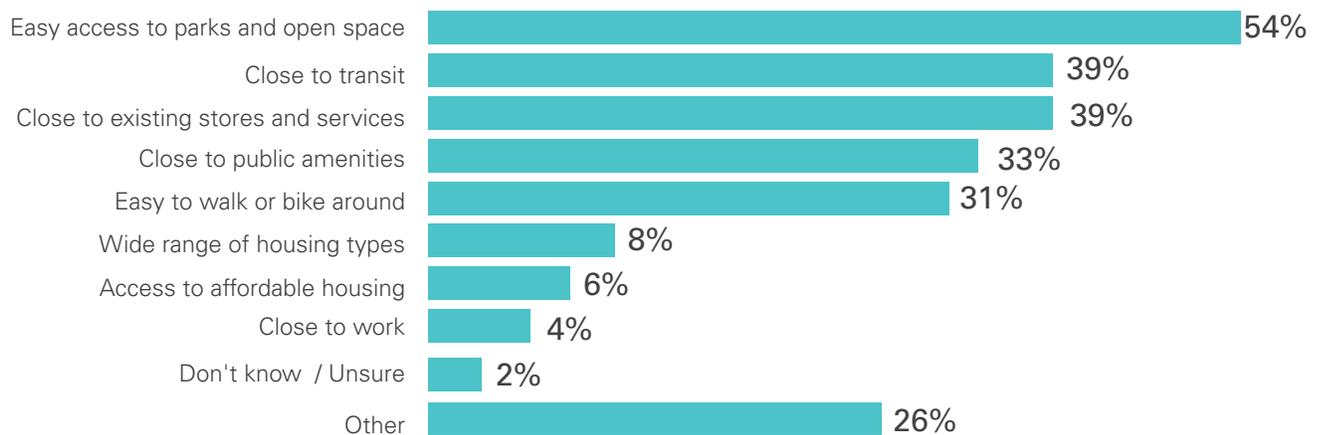
# I What We Heard

## Part A - About the Neighbourhood

We wanted to hear from residents about what they thought about the neighbourhood. What did residents like? What are some challenges facing the area today?

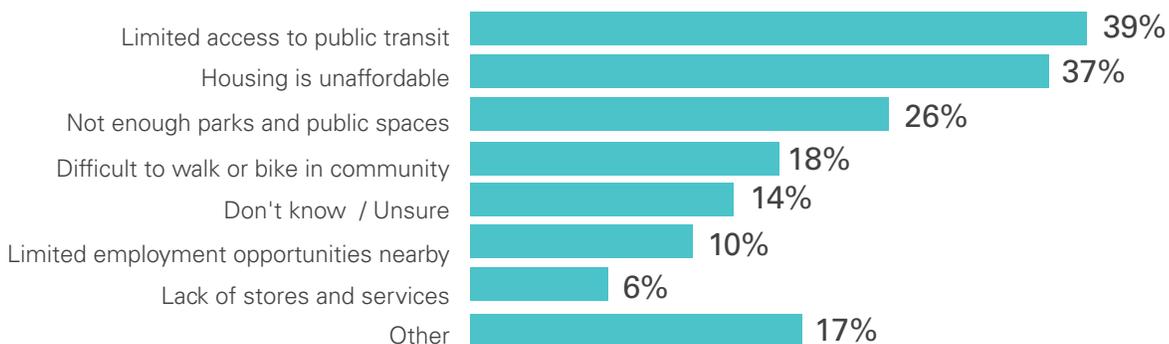
### 1A. We asked participants what they liked most in the area today?\*

\*Participants were asked to select their top 3 options



Other responses include : "Quiet neighbourhood" , "large lot sizes" , "peaceful" , "nature and trees"

### 1B. We asked participants what some of the challenges of this area are today?



Other responses include : "traffic congestion" , "over-development" , "roadway capacity"

# I What We Heard

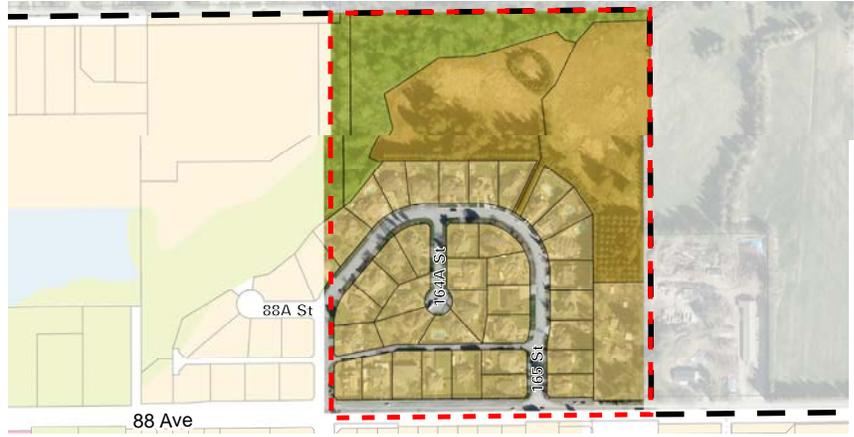
## Part B - How Might the Area Grow?



### Housing and Density

2a. We asked participants what types of housing should be considered and where additional residential growth should occur.

\*Participants were asked to rank each of the following statements from strongly agree to strong disagree



#### Legend

- Townhouse
- Park
- Civic / Institutional
- Urban Residential
- Extension Area
- Plan Area

# 38%

Strongly or somewhat agree

Focus additional townhouse designations along 88th Avenue.



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

# 26%

Strongly or somewhat agree

Consider more townhouse designations throughout the area.



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

# 72%

Strongly or somewhat agree

Maintain existing land uses longer term and look for ways to mitigate the impacts of growth.



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

---

# 56%

Strongly or somewhat agree

I am happy with the current conditions, but open to redevelopment in the future.



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

# I What We Heard

## Parks and Open Space

4a. We asked participants what they thought was the best way to improve the amount of, or access to park space.

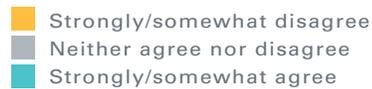
\*Participants were asked to rank each of the following statements from strongly agree to strong disagree



# 47%

Strongly or somewhat agree

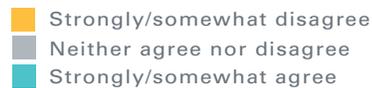
Keep existing park space the same (with limited amenities)



# 67%

Strongly or somewhat agree

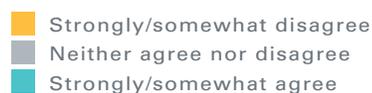
Expand and enhance the existing park space (with space for new park amenities)



# 68%

Strongly or somewhat agree

Keep the existing parks, and add new additional parks to the area (to maximize space for new amenities)



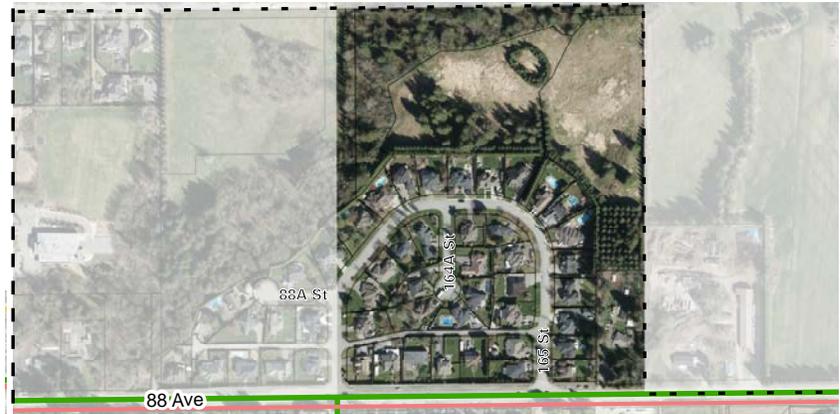
# I What We Heard



## Local Connectivity

5a. We asked participants what type of local connectivity improvements they would like to see.

\*Participants were asked to rank each of the following statements from strongly agree to strong disagree



### Legend

- Transit Network
- Multi-Use Path
- Plan

# 76%

Strongly or somewhat agree

More opportunities for walking and cycling within the neighbourhood (pathways)



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

# 48%

Strongly or somewhat agree

More connecting streets within the area and also to 88th Avenue.



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

# 65%

Strongly or somewhat agree

Enhance current roads (addition of sidewalks, street trees, etc.)



- Strongly/somewhat disagree
- Neither agree nor disagree
- Strongly/somewhat agree

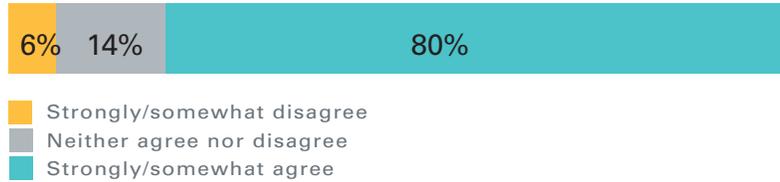
# I What We Heard

## Local Connectivity

# 80%

Strongly or somewhat agree

Improve traffic management at key intersections.

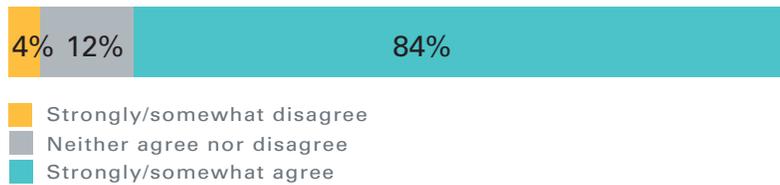


---

# 84%

Strongly or somewhat agree

Improve street crossings and safety.



---

# 58%

Strongly or somewhat agree

Better access and proximity to transit service



## I Next Steps

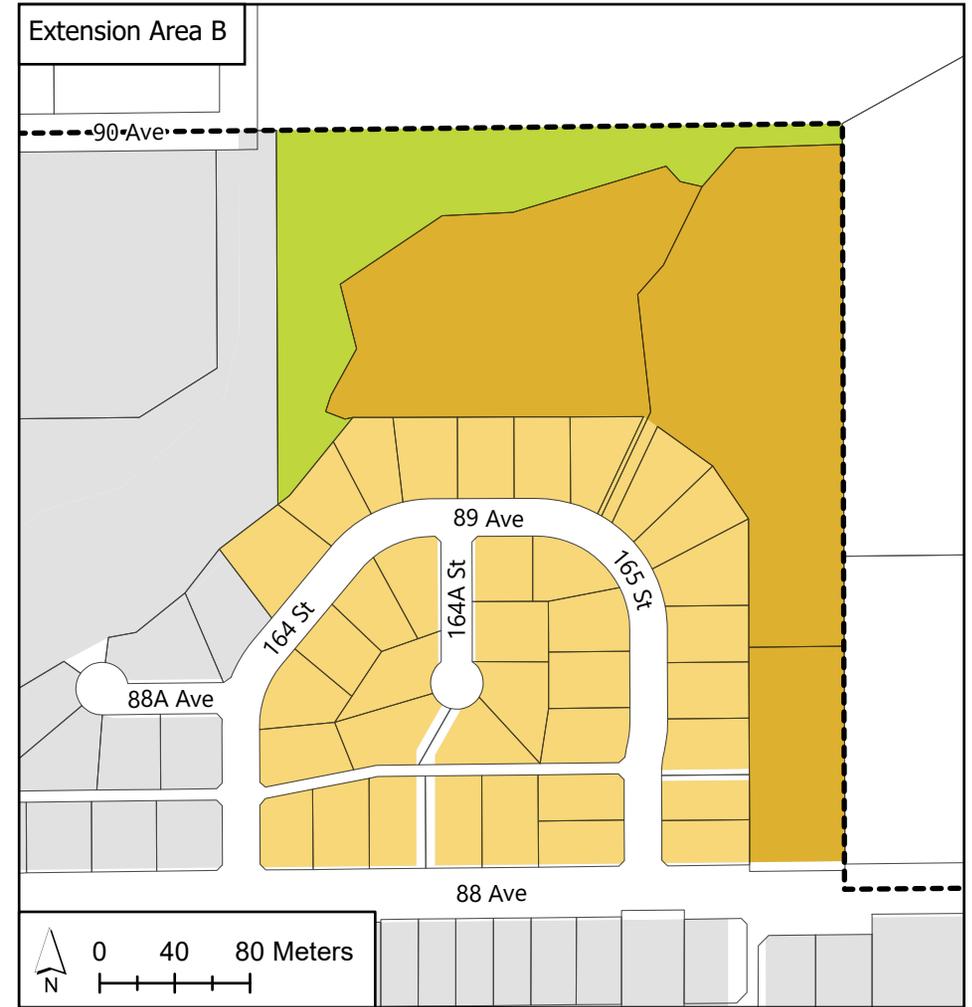
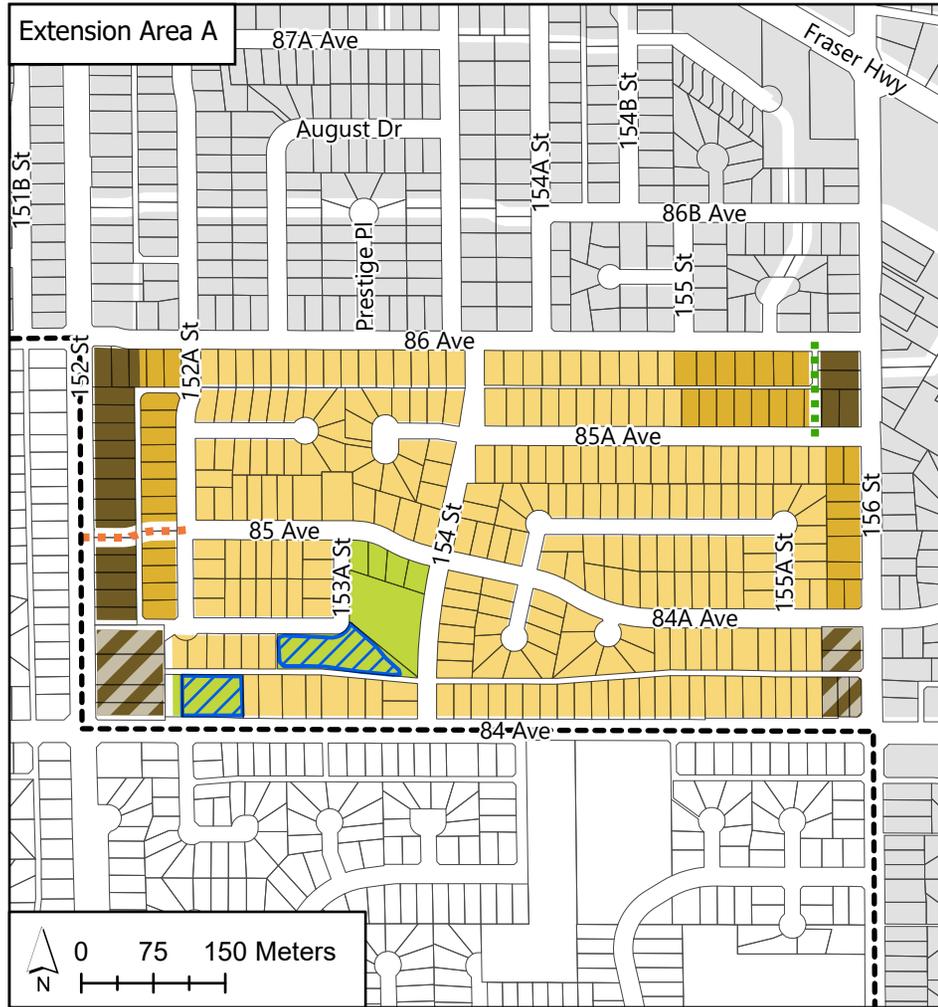
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# Attachment "4" - Proposed Extension Area 'A' and 'B' Land Use Designations



## Legend

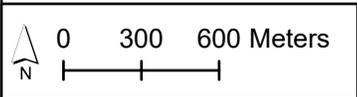
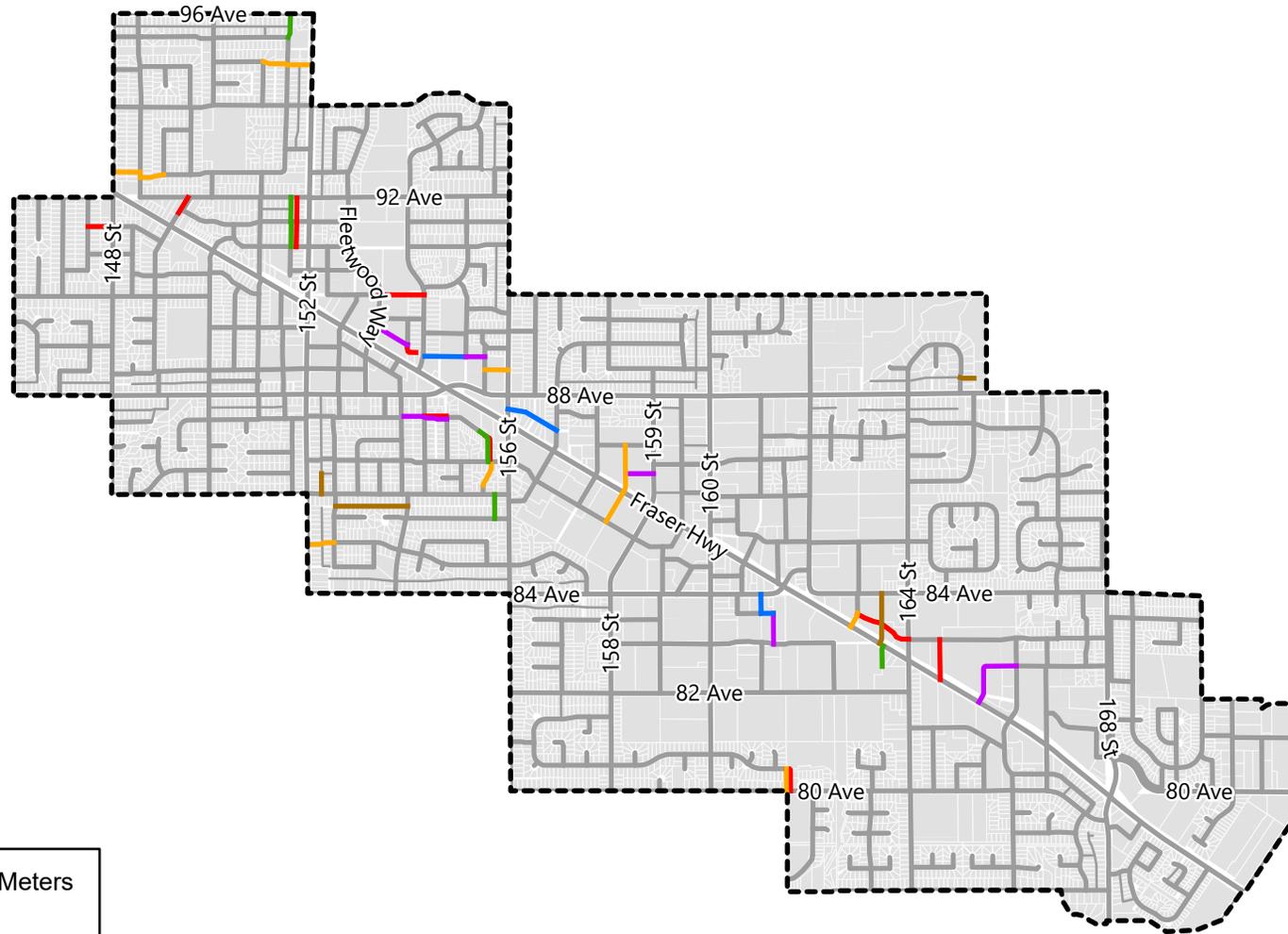
- |                      |                    |                     |               |
|----------------------|--------------------|---------------------|---------------|
| Low Rise Mixed Use   | Urban Residential  | Proposed Local Road | Plan Boundary |
| Low Rise Residential | Parks & Open Space | Proposed Green Lane |               |
| Townhouse            | Detention Pond     | Lots                |               |



Fleetwood Plan

Planning & Development  
Department

# Attachment "5" - Proposed Road Network Changes



## Legend

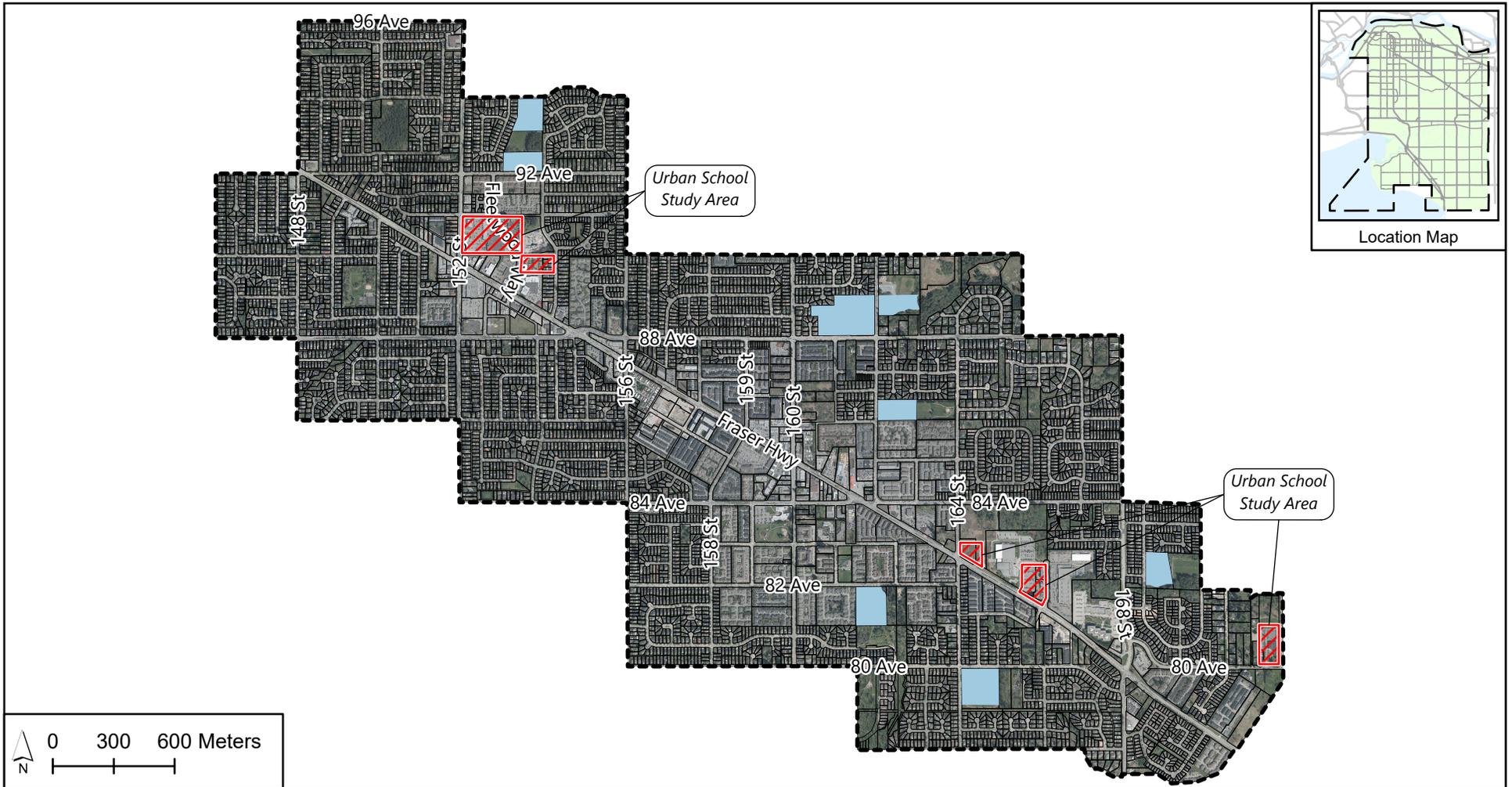
- |                |                         |                |
|----------------|-------------------------|----------------|
| New Local Road | New Lane                | Unchanged Road |
| New Green Lane | Green Lane to Flex Road | Unchanged Lane |
| New Flex Road  | Removed Road            | Plan Boundary  |



Fleetwood Plan

Planning & Development  
Department

# Figure "6" - Proposed School Study Areas



## Legend

-  Urban School Study Area
-  Existing School
-  Lots
-  Plan Boundary



Fleetwood Plan

Planning & Development  
Department