

CORPORATE REPORT

NO: R205 COUNCIL DATE: October 21, 2019

REGULAR COUNCIL

TO: Mayor & Council DATE: October 17, 2019

FROM: General Manager, Planning & Development FILE: 6520-20 (City

Centre)

SUBJECT: City Centre Plan Update

RECOMMENDATION

The Planning & Development Department recommends that Council:

- 1. Receive this report for information;
- 2. Authorize staff to initiate a review of the City Centre Plan, including a comprehensive program of community and stakeholder engagement, as outlined in this report;
- 3. Approve the proposed boundary extension to the City Centre Plan Area, as described in this report and illustrated in Appendix "I"; and,
- 4. Endorse the general location of an interim Central Business District ("CBD") area within City Centre as illustrated in Appendix "II," along with a provisional policy requirement that new developments therein provide at minimum 50% of its floor area for office and/or institutional uses.

INTENT

The purpose of this report is to seek Council authorization to review and update the City Centre Plan. Additionally, this report is seeking Council approval to move towards the establishment of a designated CBD within portions of Surrey City Centre.

BACKGROUND

The Metro Vancouver Regional Growth Strategy designates Surrey City Centre as the region's second metropolitan centre and the centre of activity south of the Fraser River. In support of this, the City Centre Plan was developed through a comprehensive multi-year planning process, receiving Council approval in 2017.

Since the completion of the plan, City Centre has experienced sustained investment and development, including numerous high density residential, commercial, mixed-use, and institutional projects. However, market conditions and transportation priorities have also changed in the area that have rendered aspects of the original plan out-of-date.

On December 7, 2018, the TransLink Mayors' Council revisited the phasing and technology of the rapid transit investments in Surrey and prioritized the Fraser Highway Surrey-Langley SkyTrain ("SLS") corridor. Consequently, on April 1, 2019, Council approved Corporate Report No. Ro59; 2019 (attached as Appendix "III") authorizing staff to commence land use planning along the Fraser Highway corridor concurrent with the SLS project, including the preparation of new and updated SkyTrain-supportive land use plans along the corridor.

Since then, staff have undertaken work to initiate land use planning in Fleetwood, including background studies, and have developed initial population and growth forecasts to support the SLS business case submission. A review and update of the existing City Centre Plan will further support the SLS project while also addressing several objectives outlined in this report and maintain development opportunities for City Centre.

DISCUSSION

The goal of the Surrey City Centre Plan is to help develop and support a regional downtown that is the main business, cultural and activity centre for the City of Surrey. To achieve this goal, the City requires a plan that is responsive to the market. It also requires a plan that is reflective of current community and transportation priorities. Finally, it requires a bold vision for employment and institutional development that distinguishes it from other regional centres and establishes the foundation for a new regional CBD. The major components of this work are described below.

Plan Area Extension

On July 25, 2019, the TransLink Mayors' Council voted to complete the business case for the SLS project based on an endorsed SkyTrain alignment with station locations. A proposed station at 140 Street was endorsed and is included as part of the project business case. Subject to Council endorsement of this report, staff will expand the City Centre Plan Area to include additional land within an 800m distance of the proposed station. This will allow staff to undertake a planning process for this area complete with a program of resident and stakeholder engagement. This will enable the City to plan for transit-supportive densities and land uses and ensure safe and convenient access to SkyTrain.

Central Business District

The City Centre Plan acknowledges the importance of encouraging office development and employment growth in what will be the region's second metropolitan centre. In support of this, staff are proposing to establish a CBD where office and institutional development will be concentrated. Under the current land use plan, office development is to occur in the high-density mixed-use areas surrounding SkyTrain stations and along key transportation corridors. This ensures the availability of well-located development sites for office use while providing flexibility for the buildout of the downtown. However, the current land use designations do not protect for office development and as a result, there has been significant interest to develop residential in the core area.

Although City Centre has had some success recently in attracting office development, this has occurred almost exclusively outside the core area surrounding Surrey Central SkyTrain Station. This includes new medical office developments adjacent to Surrey Memorial Hospital, the new Coast Capital Savings Head Office at King George Station, and the Bosa Gateway office development at Gateway Station. The establishment of a CBD that focuses office and institutional

development would be a better signal of the City's intent while enabling a critical mass of office space and jobs to form.

Staff will undertake the necessary analysis and consultation related to a new CBD designation, including consultation with the business community and office developers. In the interim, staff are seeking Council endorsement of the location of an interim CBD area, as shown in Appendix "II". Staff are also seeking Council endorsement of a provisional policy requirement that new developments within the area include a minimum of 50% office and/or institutional space on the basis of floor area. It is anticipated that further analysis may result in refinements to the location and extent of the CBD, minimum office requirements in the CBD area, as well as additional policies that will support office and institutional development.

Review of Plan Densities

In additional to planning for SkyTrain and office development, staff are proposing a review and update of existing plan designations. Staff have observed a recent pattern of development applications within City Centre that have proposed to amend City Centre Plan land uses and densities. This includes increases to densities and/or heights as well as proposals for forms of development that are not currently accommodated by the plan, such as townhouses.

A review and update of existing plan designations will ensure proposed densities, heights and uses are reflective of current market conditions. It will account for anticipated changes to the BC Building Code, such as 12-storey wood frame construction. Such a review will also take into consideration the impacts of increased population and employment. Specifically, it will seek to mitigate the effects on infrastructure, community amenities, services and school enrollment. Community and stakeholder engagement will be an important component of this review.

Density Bonus & Community Amenity Contributions

Surrey City Centre is currently subject to Interim Density Bonus Policy O-54. Staff, with the advice of a consultant, are developing a new Density Bonus Policy to replace Policy O-54. This policy, which will be brought forward before the end of 2019, will establish the mechanism by which a development may attain a density bonus in exchange for an amenity contribution, namely a per-square-foot flat rate charge payable on floor area built beyond plan densities.

It is anticipated that additional supporting policies will be required to implement the density bonus regime in City Centre. This may include new direction on maximum heights and densities, rules relating to the consideration and valuation of in-kind contributions, and possible exemptions to the Density Bonus Policy in order to achieve policy objectives.

In addition to an updated Density Bonusing Policy, staff will review and update existing base Community Amenity Contribution ("CAC") rates within the plan to ensure they are reflective of the necessary parks and community amenities.

Development Policies

Finally, staff are proposing to analyze and review existing development and urban design policies in order to develop recommendations that support family-friendly housing, liveability, and affordability in City Centre. This review may consider policies that would regulate the following:

- The number of larger (two and three bedroom) units in a development;
- The design of units so that all bedrooms have a window;
- Requirements around optional lock-off suites; and
- Tower separation and height to reduce shadowing.

SUSTAINABILITY CONSIDERATIONS

The City Centre Plan update supports the objectives of the City's Sustainability Charter 2.o. In particular, it relates to Sustainability Charter 2.o themes of Built Environment and Neighbourhoods, Economic Prosperity and Livelihoods, and Ecosystems. Specifically, this work 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-andabilities transportation infrastructure.
- Built Environment and Neighbourhoods DO4: Surrey's neighbourhoods are safe, accessible, well-connected, walkable and bike friendly.
- Economic Prosperity and Livelihoods DO6: Efficient land use and well-managed transportation infrastructure are in place to attract businesses and support a thriving economy.
- Infrastructure DO11: An integrated and multi-modal transportation network offers affordable, convenient, accessible and safe transportation choices within the community and to regional destinations.

CONCLUSION

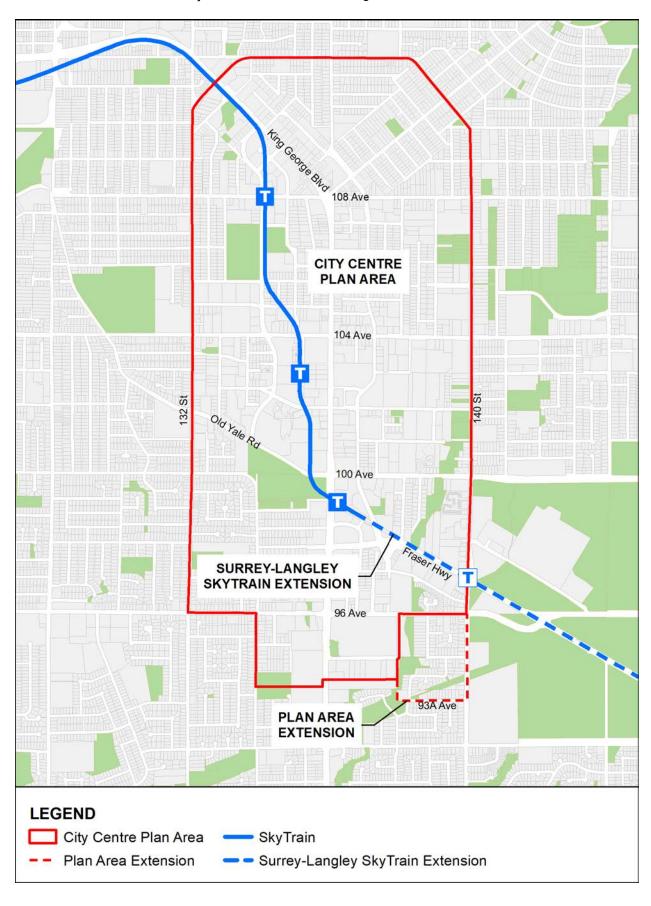
In response to changes in market conditions and transportation priorities, it is recommended that Council authorize staff to initiate a land use planning process to update the City Centre Plan. As part of this process it is also recommended that staff expand the boundaries of the Plan Area as outlined in Appendix "I"; and plan for a CBD within City Centre as illustrated in Appendix "II," along with a provisional requirement that developments therein provide at minimum 50% of its floor area for office and/or institutional uses.

Original signed by Jean Lamontagne General Manager, Planning and Development

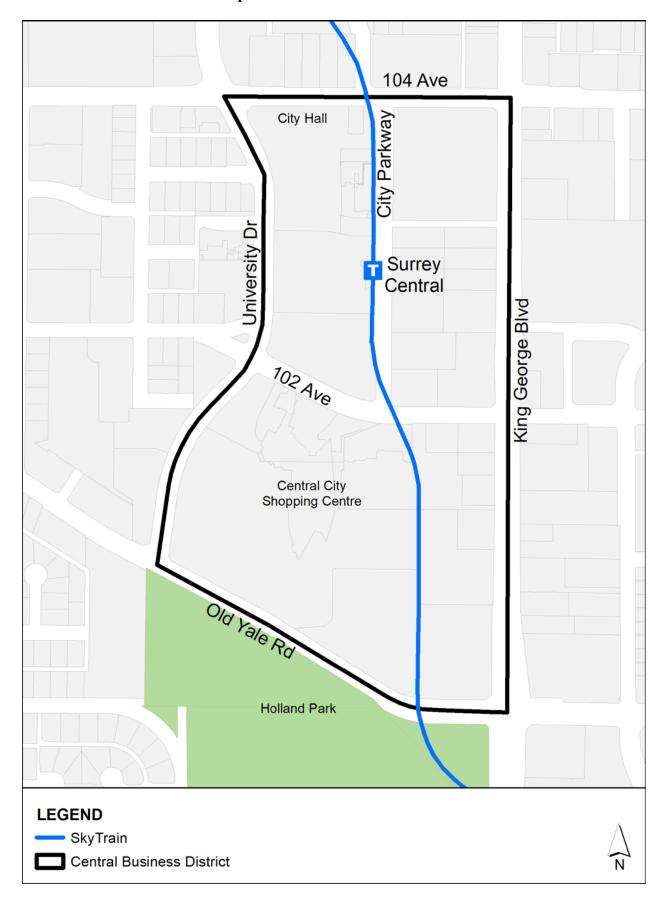
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Appendix "I" – City Centre Plan Area – Proposed Extension Appendix "II" – Proposed Central Business District Appendix "III" - Corporate Report Ro59; 2019

City Centre Plan Area - Proposed Extension



Proposed Central Business District





CORPORATE REPORT

R059

COUNCIL DATE: April 1, 2019

REGULAR COUNCIL

TO:

Mayor & Council

DATE: March 27, 2019

FROM:

General Manager, Planning & Development

FILE: 6520-20 (Fraser

General Manager, Engineering

Highway Corridor)

SUBJECT:

Fraser Highway SkyTrain Corridor - Land Use Planning Review and Related

Official Community Plan Updates

RECOMMENDATION

The Planning & Development Department and Engineering Department recommends that Council:

- 1. Receive this report for information;
- 2. Authorize staff to commence the Fraser Highway SkyTrain Corridor Planning Areas review, including all preliminary planning and background studies, as described in this report, to support detailed land use planning processes for the plan areas along the Fraser Highway Corridor (Appendix "I");
- 3. Amend Surrey Official Community Plan Bylaw, 2013, No. 18020, as described in this report and documented in Appendix "II"; and
- 4. Authorize the City Clerk to bring forward the necessary amending bylaw for the required readings, and to set a date for the related Public Hearing.

INTENT

The purpose of this report is to seek Council authorization to initiate Fraser Highway Corridor preliminary planning and background studies which will form the basis for the development of SkyTrain supportive land use plans along the Surrey Langley SkyTrain extension as shown in Appendix "I".

Additionally, this report is seeking Council approval of the text and map amendments proposed for Surrey Official Community Plan Bylaw, 2013, No. 18020 (the "OCP"), as documented in Appendix "II", to strengthen the alignment between the Surrey Langley SkyTrain extension and policies within the OCP.

BACKGROUND

Rapid transit on the Fraser Highway corridor has been a priority in the City and regional plans for over twenty years. In the 1990s it was envisioned as a median exclusive Bus Rapid Transit corridor. Land use plans for Fleetwood Town Centre and East Clayton were planned to support this proposed form of Rapid Transit.

In 2014, the Mayors' Council on Regional Transportation approved "Transportation Investments: A Vision for Metro Vancouver," which prioritized rapid Light Rail Transit ("LRT") along Fraser Highway. The funding for the plan was divided into three phases of investment, with LRT to Langley as part of Phase 3 of the Investment plan.

At Council's inaugural meeting on November 5, 2018 Council passed Resolution R18-2088 and unanimously supported to:

- Direct staff stop all work on the Surrey Newton Guildford ("SNG")- LRT project and immediately start working with TransLink on a SkyTrain extension from the existing King George SkyTrain Station to Langley City;
- Request the Mayors' Council and the TransLink Board to cancel the SNG-LRT Project and immediately initiate a new SkyTrain Extension Project along Fraser Highway by changing the technology originally proposed in the Phase Two Investment Plan to SkyTrain, and re-allocating all available funds in the Phase Two Plan dedicated for rapid transit in Surrey and Langley to start the SkyTrain extension towards Langley as soon as possible; and
- Request the Mayors' Council to seek the required funding for the Phase Three Plan of the 10-Year Vision as soon as possible, to complete all 27 km of rapid transit in Surrey and Langley.

The Mayors' Council on Regional Transportation (the "Mayors' Council") endorsed TransLink's decision to suspend the SNG-LRT Project and to move forward with planning and project development for SkyTrain on Fraser Highway, under the project title Surrey-Langley SkyTrain ("SLS").

TransLink has identified that the \$1.6 billion of approved funding currently allocated under the Phase II Investment Plan will not be sufficient to deliver the entire SkyTrain project to Langley. Without securing the remaining \$1.9 billion in the Phase III Investment Plan required to both complete the SLS to Langley and complete the remaining rapid transit on the 104 Avenue and King George Boulevard corridors, the SLS may be required to be built in two stages.

Consistent with the Mayors' Council 10-Year Plan, the delivery of all new major capital projects requires project partnership agreements involving TransLink and the host municipality. One of these is the Supportive Policy Agreements ("SPA"), which includes a focus on TransLink's Transit-Oriented Communities Design Guidelines for land use planning. These guidelines are aligned with Council's mandate for Smart Development. This includes the concentration of growth in compact, walkable urban centres, which contain employment, a range of housing choices, amenities, schools, and transit facilities.

DISCUSSION

The SPA agreement framework is anticipated to be completed for the SLS project towards the beginning of 2020. The SPA framework will outline target completion dates for land use planning. To support this timeline land use planning for the SLS corridor (the "Corridor") will commence immediately. The proposed planning area for the Corridor is approximately 14 km-long and extends from the existing King George Skytrain station to the City and Township of Langley's border at 196 Street, as illustrated in Appendix "I".

The Corridor already contains a diverse mix of employment and residential uses within the established neighbourhoods of Fleetwood Town Centre and East Clayton, as well as the emerging urban communities in West Fleetwood, West Clayton, and East Cloverdale. The Corridor also includes a range of sensitive environmental and agricultural uses, including the Green Timbers Urban Forest, the Serpentine River, North Creek and sections of farmland through the Agricultural Land Reserve ("ALR").

Background Studies

The initial planning phase will involve the preparation of various background studies and analytics as is typical with all City land use planning processes. This planning stage will provide context and analysis necessary to strategically and efficiently develop detailed land use plans for the sub-plan areas along the Corridor as well as provide information to develop high level population and growth forecasts for the Business Case submission.

The following background studies will be initiated for the portion of the SLS extension between Green Timbers Urban Forest and the border with Langley:

Market Assessment

A market assessment of the Corridor will include a review of land availability, development opportunity and projected absorption rates along the Corridor. The assessment will provide analysis of market demand for residential and commercial/employment land uses along the Corridor with a focus on areas adjacent to future SkyTrain stations. It will also provide an assessment of necessary densities that would trigger the market viability of redevelopment of key parcels, as well as the conditions to maximize Community Amenity Contributions.

Environmental Study

An environmental study will include an assessment of riparian, aquatic and terrestrial habitats along the Corridor, as well as vegetation and significant tree survey assessments. The study will consider and incorporate the Biodiversity Conservation Strategy. This will advise staff on areas of environmental sensitivity that should be considered in land use planning.

Heritage Study

A heritage study will include an inventory and assessment of key heritage buildings, trees and other features, as well as a literature and archival scan of the Corridor. This will advise staff on areas and features of heritage significance that should be considered in land use planning.

Growth Forecasts

Preliminary population and employment forecasts will be modeled to generate data for the SLS SkyTrain Business Case submission to the Federal and Provincial governments.

Transportation Review

A transportation review will identify and inventory key gaps and opportunities in the road network, as well as opportunities for completion and enhancements to pedestrian and bicycle infrastructure. The supporting finer grid road network and "last mile" walking and cycling connections that ensure pedestrians can easily get from the SkyTrain hub to their final destination, are critical to the success of Smart Development along the corridor and towards ridership on the SkyTrain project. The review will also support the preparation of evidence-based ridership modelling that will be used to review buildout scenarios based on land use concepts.

Servicing Review

A preliminary servicing review will scan the capacity of existing municipal and Metro Vancouver engineering infrastructure for the Corridor. This will include previously planned infrastructure within existing land use plans that may be subject to amendments. This review will identify constraints and opportunities to be addressed within subsequent land use plans.

Stakeholder Inventory

An inventory of key community stakeholders along the Corridor will support strategic preliminary engagement as well as the development of community engagement strategies for subsequent land use plans. During this process preliminary stakeholder engagement will be undertaken to build support and partnerships for future land use planning.

Future Land Use Planning

The development of new and updated land use plans will be required along the Corridor to support the principles in the SPA with TransLink. While the final boundaries will be determined with input from the background studies, it is evident that new land use plans will need to be established for the West Fleetwood Neighbourhood, as well as East Cloverdale along the boundary with Langley. As well, several existing land use plans will require review and updating, including:

- City Centre Plan;
- West Clayton NCP;

- East Clayton Transit-Oriented Area Plan;
- West Cloverdale North NCP; and
- Fleetwood Town Centre Plan, which has received Stage 1 approval.

Land use planning will implement the OCP's Transit-Oriented Development Principles, which are aligned with TransLink's Transit-Oriented Communities Design Guidelines, which are centred around "Six D's" of development:

- Destinations coordinate land use and transportation;
- Distance create a well-connected street network;
- Design create places for people;
- Density concentrate and intensify activities near frequent transit;
- Diversity encourage a mix of land uses; and
- Demand Management discourage unnecessary driving.

Estimated Timeline

The development and update of these land use plans will involve a comprehensive strategy, and phased approach supported by technical and engineering studies. Consultation will include residents as well as stakeholders including Business Improvement Associations, Community Associations, non-government organisations, utility agencies, and intergovernmental organisations such as TransLink, Metro Vancouver, City of Langley, Township of Langley and the Province of British Columbia.

Staff will prepare a phasing strategy to review and develop land use plans along the Corridor. Considerations will include findings from background studies and surveys, role and location of stations, and local context. Through this process staff will identify land use planning sub area priorities. These will reflect the two anticipated stages of the SLS project that are based on currently available Phase 2 Investment Plan funding (Stage 1) and the remaining required to complete the project through future Phase 3 Investment Plan funding (Stage 2). This will enable the efficient allocation of staff and consultant resources and the efficient preparation and implementation of a series of public and stakeholder engagement processes.

To support the Business Case submission timelines, staff will provide TransLink with preliminary growth forecasts and data during the initial planning phases in 2019. This will include urban development targets, and forecasts for population, number of dwelling units and employment for the Corridor. Timelines for individual plan area completion will be included in the SPA and detailed in the Terms of Reference for each plan area.

These Terms of Reference for the initiation of the plan areas within the Corridor will be brought forward for Council consideration along with the findings of background studies. These will include finalized plan boundaries as well as project scope and scheduling details.

The table below outlines the estimated timeline for plan processes along the Fraser Highway Corridor. Preliminary planning and background studies will commence immediately. Formal Council authorizations will be sought prior to initiating subsequent key stages of the below-noted phases, and prior to community consultation.

Phase II - Investment Plan Funding Areas: Background Studies - Corridor Study Area Spring - Summer 2019 Market Assessments **Growth Forecasts** Environmental Studies Heritage Study Servicing Studies **Engagement Strategies** Urban Design & Integration Studies Other studies as required **Explore Land Use Options** Late Summer 2019 Seek Council approval to continue Planning processes for priority plan areas along the Fraser Highway Corridor. • Incorporate background study findings into process. • Initiate community engagement and plan process. • Prepare draft land use options. Provide TransLink with urban development targets and growth forecasts for Business Case submission. Develop and Finalize Land Use Options Spring-Summer 2020 • Additional public engagement. Develop draft land use plans. • Council approval of draft land use plans. Initiate financial, servicing, and urban design strategies. Refine and Complete Phase II Investment Plan Funding Corridor Plan Summer-Fall 2021 Areas • Additional public engagement. • Complete financial, servicing, and urban design strategies. Council approval of final land use plans. Seek Council direction on initiation of Phase 3 Investment Plan Funding Corridor Plan areas.

Phase III - Investment Plan Funding Areas:

Initiate Detailed Planning Work for Phase 3 Investment Plan Funding Areas

TBD- Subject to further consultation

Associated Policy Planning

There are several related policy planning initiatives that will be undertaken in a similar timeframe as the Fraser Highway land use planning processes. The scope of these initiatives and how they relate to the Fraser Highway plans are noted below.

Official Community Plan Update(s)

The OCP provides policy direction on the overall growth and development in the City and contains several references to frequent transit planning priorities and policies, along with maps showing rapid transit planning areas. Currently maps along Fraser Highway, 104 Avenue and King George Boulevard ("KGB") contain references to LRT. The OCP maps will be updated to reflect the current Mayors' Council Vision for Transportation which now includes the SLS extension along the Fraser Highway Corridor.

References to LRT will be removed from the 104 Avenue and KGB corridors but they will remain identified as Rapid Transit corridors. This reflects the Mayors' Council approval to initiate a planning process to refresh the South of Fraser Rapid Transit Strategy for the 10-Year vision of building 27 km of Rapid Transit. This process will revisit technologies and funding capabilities under the Phase 3 Investment Plan required to fulfill the intent of the 27km of Rapid Transit for Surrey. Scott Road, 72 Avenue, KGB south of Newton Town Centre, and 152 Street will be added as Rapid Transit corridors to reflect the commitment to add B-Line rapid transit service as part of Phase 2 and 3 funding. The proposed OCP text and map amendments are shown in Appendix "II".

Although these proposed map changes are consistent with the 10-Year Vision, they do not reflect that the OCP timelines are for a 30-year vision for Surrey. Additional Rapid Transit beyond the 27 km is required. TransLink is currently undertaking a comprehensive update to the Regional Transportation Strategy ("RTS"). Concurrent with this work, the City will be undertaking an update to the Transportation Strategic Plan and Long-Term Rapid Transit Vision. The Long-Term Rapid Transit Vision work is anticipated to be included in TransLink's update to the RTS. Once approved by the Mayors Council, the OCP maps will again be updated to reflect the longer-term vision of rapid transit for Surrey.

Density Bonus and Community Amenity Contribution Review

On October 1, 2007, Council approved Policy O-54 Interim Bonus Density Policy (Corporate Report No. Co20; 2007, attached as Appendix "III") in City Centre and Guildford Town Centre to allow additional floor area (density) on a lot in exchange for the provision of additional benefit back to the community. This policy was based on a negotiated land-lift model, where developers were required to provide amenities or cash-in-lieu for a percentage of the lift in value. Following

the 2008 economic downturn, Council introduced measures aimed at providing development incentives, including an exemption of certain types of applications from the benefit contribution requirements of the policy.

Due to the negotiated approach, and several years of exemptions, Policy O-54 has not been applied consistently. The City has retained a consultant to undertake a comprehensive review and update to the policy. The update will provide a clear, consistent, and predictable approach to community amenity contributions. Focusing on Surrey's higher-density Town Centres and Frequent Transit Corridors (such as Fraser Highway), the updated policy will provide a straightforward approach with a methodology that can be phased over time, adapted to changing market conditions, and expanded City-wide. Staff will report back to Council with details on the policy update in 2019.

Affordable Housing Strategy

Surrey's Affordable Housing Strategy, approved by Council on April 9, 2018 (Corporate Report No. Ro66; 2018) focuses on rental housing and includes recommendations to support and facilitate the provision of market and non-market rental housing. The extension of SkyTrain will present opportunities to locate affordable rental housing in transit-oriented locations. This would not only make transit more convenient for renters, but could substantially reduce the overall household expenses of renter households.

As part of the planning process staff will integrate Affordable Housing Strategy policies into measures that help preserve existing affordable housing, and particularly non-market rental housing within the plan areas in the Corridor. As well, staff will develop location specific policies to provide incentives to encourage the development of affordable rental housing within the SLS Corridor.

SUSTAINABILITY CONSIDERATIONS

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

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.

DO4: Surrey's neighbourhoods are safe, accessible, well-connected, walkable and bike friendly.

Economic Prosperity and Livelihoods

DO6: Efficient land use and well-managed transportation infrastructure are in place to

attract businesses and support a thriving economy.

Ecosystems

DO11: Surrey's Green Infrastructure Network is an essential and integrated component of

the City's infrastructure, providing essential ecosystem services as well as places

for recreation, conservation and rejuvenation.

CONCLUSION

Based on the above discussion it is recommended that Council:

 Authorize staff to conduct all necessary background studies, as described in this report, (including an environmental study, a market demand assessment and engineering servicing studies) in advancement of Fraser Highway Skytrain Planning for the study areas shown in Appendix "I";

• Amend Surrey Official Community Plan Bylaw, 2013, No. 18020, as described in this report and documented in Appendix "II"; and

• Authorize the City Clerk to bring forward the necessary amending bylaw for the required readings, and to set a date for the related Public Hearing.

Jean Lamontagne General Manager

General Manager, Planning & Development

Fraser Smith, P. Eng, MBA General Manager, Engineering

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Appendix "I" - Map of Fraser Highway Skytrain Corridor

Appendix "II" - Proposed Amendments to Surrey Official Community Plan Bylaw, 2013, No. 18020

Appendix "III" - Corporate Report No. Co20; 2007

Appendices available upon request

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