



Corporate NO: C013

Report COUNCIL DATE: October 30, 2000

COUNCIL-IN-COMMITTEE			
TO:	Mayor & Council	DATE:	October 26, 2000
FROM:	General Manager, Planning & Development	FILE:	2125-203
SUBJECT:	Cloverdale Town Centre Land Use Plan and Urban Design Concept		

RECOMMENDATION

It is recommended that Council:

1. Approve the attached Cloverdale Town Centre Plan and Urban Design Concept as a means for directing and managing the design, development and revitalization of the Cloverdale Town Centre;
2. Amend the Cloverdale Local Area Plan by including the attached Cloverdale Town Centre Land Use Plan and Urban Design Concept;
3. Authorize staff to process applications to amend the Official Community Plan (Land Use Designation Map) in conjunction with rezoning applications, to implement the Cloverdale Town Centre Plan;
4. Authorize staff to draft amendments to Surrey's Subdivision and Development By-law to identify the road design, tree planting and other applicable standards generally set forth in this report;
5. Direct that staff of the Engineering, Planning & Development, Finance, and Parks, Recreation & Culture Departments, and the Economic Development Manager explore ways by which improvements, beautification and redevelopment in the Cloverdale Town Centre and in Surrey's other four Town Centres can be efficiently managed, promoted and prioritized to enhance their economic sustainability and ability to attract new business while expanding the City's overall commercial tax base;
6. Authorize City staff to continue to meet with and support the Cloverdale Business Improvement Association in its endeavours to promote and attract business and to achieve the revitalization initiatives contained in the Cloverdale Town Centre Plan and Urban Design Concept; and

7. Authorize staff to bring forward a supplementary report regarding land acquisition issues in the Town Centre, particularly with respect to strategic lands required to implement significant components of the Plan.

INTENT

The intent of this report is to provide a summary of the planning process and a brief overview of the attached “Cloverdale Town Centre Land Use Plan and Urban Design Concept”, and to seek Council's final approval of the Plan and Urban Design Concept.

BACKGROUND

In late 1997, the Cloverdale Business Improvement Association approached Council requesting that the City conduct a review of the land use plan for the Cloverdale Town Centre and that design guidelines be prepared concurrently with this review. The Terms of Reference for this review were approved by City Council in May 1998, and outlined a strategic planning process that defined the study area, the plan preparation process and the content of the Plan. The planning process is now complete and has resulted in a comprehensive land use, design and economic enhancement initiative for the Cloverdale Town Centre.

Currently, the Cloverdale Town Centre is included in the Local Area Plan for Cloverdale. Land uses in the Town Centre have not been the subject of a review since the early 1980's, and the Town Centre has experienced some difficulties with attracting new business and competing with nearby commercial centers. Four new neighbourhoods in North and West Cloverdale have been approved, and Cloverdale (excluding Clayton) is anticipated to grow from a population of about 25,000 today to about 36,000 within the next few years. It is timely, therefore, to put forward an updated vision and policy framework for the Town Centre to help it further establish itself as a vibrant and economically sustainable commercial destination.

DISCUSSION

Overview of the Planning Process and Public Consultation (*Section IV in the attached Plan Document*)

Highlights of the planning process, the participant groups and public meetings are summarized below:

(a) *Cloverdale Town Centre Focus Group*: This group consisted of 18 individuals including residents and business owner/operators and was instrumental in developing land use options, helping staff understand the local business environment and identifying heritage opportunities. The Focus Group was invaluable in bringing local knowledge and business expertise into the planning process.

(b) *Public Meetings*: There were three public meetings held at stages during the planning process at which staff sought opinions on the future of the Town Centre, administered questionnaires, presented the various proposals and confirmed public acceptance of the final Plan.

(c) *Inter-Departmental and Inter-Agency Input*: Liaison was maintained throughout the planning process with the Heritage Advisory Commission, the Cloverdale business community, the Engineering Department, the Parks, Recreation & Culture Department and external agencies.

a *Selection of the Preferred Land Use Plan*: Three land use options were initially put forward to the

participants and the public. Following public review and an economic analysis, the “mid-sized Town Centre option” (known throughout the process as Option 3) was selected, determined to be the most commercially viable and therefore further refined. It subsequently served as the basis upon which the Urban Design Concept, circulation and linkage concepts and the overall enhanced image for the Town Centre were formulated.

(d) *The Cloverdale Business Improvement Area (BIA)*: The Cloverdale Business Improvement Area (BIA) was originally established in 1995 (by City of Surrey By-law) to improve and promote businesses in the area. The BIA is funded through a rate levied against properties in the Cloverdale Town Centre area that is collected in conjunction with annual municipal taxation. The BIA Executive was an excellent resource and assisted throughout the planning process in ensuring that the proposed plans met the needs and objectives of the business community.

Overview of the Land Use Plan (*Map No. 2 in the attached Plan Document*)

a Main Components of the Land Use Plan

The main features of the Land Use Plan are summarized below.

- i) The focus of the Town Centre is along the two main streets: 176 and 176A Streets.
- ii) There are limited expansion opportunities for service and highway commercial uses along Highway No. 10.
- iii) There is a strong commercial link between the Town Centre core and the Cloverdale Fairgrounds.
- iv) The City's Cloverdale Mall site (on Highway No. 15 at the west side of the Town Centre) is well connected with the commercial core and is an integral part of the Town Centre (especially once it is redeveloped).
- v) There is a safe pedestrian access and linkage from the Town Centre to the Clover Square Village site (south of Highway No. 10).
- vi) Development of a new intersection is proposed at 58 Avenue and Highway No. 15 to substantially improve accessibility and safe pedestrian crossing to the Town Centre from the west (the existing entrance at the north end of 176 Street is proposed to be closed).
- vii) City lands located east of the Library and Senior's Centre will be developed for public uses.
- viii) The BCBC works yard site at Highway No.'s 10 and 15 will be redeveloped to provide more attractive land uses such as hotel, ancillary retail, multiple family residential and/or business park along with gateway features.
- ix) An integrated parks and open space system will provide good linkages to the residential community.
- x) Convenient public parking facilities will be provided within easy walking distance of the Town Centre.

b Land Use Policies

There are a number of land use policies contained in the attached document to guide development in the Cloverdale Town Centre. These policies are targeted at leading Cloverdale toward a healthy and viable future as a thriving commercial centre. The policies encourage certain directions in the areas of commercial and industrial development, residential development, vehicular and pedestrian circulation, community amenities and heritage.

c BCBC Lands – Highway No. 10 and Highway No. 15

There is an existing industrial property (the Highway's works yard) located at the north west corner of Highway No. 10 and Highway No. 15 that could be considered for an alternative land use. Because of the site's close proximity to the Town Centre and the expressed public desire to have a more attractive land use at this corner, one option is to allow for the development of a quality designed business park. This would be consistent with the current Industrial designation in the Official Community Plan and consistent with City policies pertaining to the provision of employment centres. Another option, as recommended by the Economic Study, would be to accommodate residential uses on this site because a residential population would provide more beneficial long-term support to the Town Centre than would a working population.

The easterly portion of the Highway's site (at the intersection of the two highways) is exposed to a high volume of truck traffic and noise from Highway No. 10 and No. 15. In view of this, it may not be appropriate for any form of multi-family residential. However, this is considered to be a prominent corner with the potential to accommodate an attractive landmark or gateway into the Cloverdale Town Centre. To achieve this, the easterly portion of the property could be considered for commercial uses and could be developed in a comprehensive manner in conjunction with either the adjacent future residential uses or with a business park component to the west. Possible commercial uses could include a hotel/motel and tourist-related services such as family restaurants and/or fast-food outlets. The Land Use Plan incorporates both land use scenarios as sub-options to provide flexibility.

Overview of the Urban Design Concept (*Section VIII in the attached Plan Document*)

The Plan is focused on injecting new vitality, developing a strong sense of place and establishing an identifiable character for the Town Centre by building on its unique railway and agricultural past. The Plan makes use of the authentic heritage/historical roots of the town site. The main components of the Urban Design Concept are:

(a) *Pedestrian-Oriented Streets and Corridors*

- The North-South Axis: “The Station Walk” (176 Street) and “King Street” (176A Street)
- The East-West Axis: “The Village Walk”

(b) *Urban Spaces and Activity Nodes*

- The Heritage Gardens
- Station Square
- Turntable Square
- Hawthorne Square and Paseo
- Clover Valley Marketplace
- Clover Valley Junction
- Clover Place
- Discovery Square

(c) *Residential Developments In or Near Town Centre Area*

- “The West Residential Anchor”
- “The Melrose Avenue West (57 Avenue) Corridor”

- “The Village Walk (57A Avenue) Residential Area”

(d) *Perimeter Routes, Gateways and Landmarks*

The complete Urban Design Concept is presented in Section VIII of the attached Plan Document.

Overview of the Economic Analysis

In November 1999 Coriolis Consulting completed an economic assessment of the Cloverdale business area to assist the City in formulating land use options and strategies. The Coriolis group analysed the Town Centre's prospects for future commercial and office development, identified strategies that could increase its commercial growth potential, and suggested actions that will help revitalize the existing commercial core by attracting new businesses, increasing sales and generally improving the character of the area.

The findings of the Economic Study are summarized below and were incorporated into the final plans and development strategies for the Cloverdale Town Centre.

(a) Cloverdale's commercial area is large for a community that is close to a major commercial centre (the Willowbrook Regional Shopping Centre). This is because some of Cloverdale's commercial space pre-dates commercial development in the nearby regional centres and because Cloverdale has a role serving non-resident employees at Cloverdale's industrial areas, tourists and highway travelers.

(b) The Town Centre's development potential is highly dependent on the overall rate of population growth in the trade area.

(c) It is estimated that Cloverdale currently has about 61,000 square metres (656,000 square feet) of retail/service floor space and about 17,000 square metres (181,000 square feet) of office floor space.

(d) Coriolis projects that by 2006, under a low growth scenario, the Cloverdale trade area could support about 20,400 square metres (220,000 square feet) of new retail/service floor space and 6,000 square metres (64,000 square feet) of new office floor space. Under a high growth scenario, the Cloverdale trade area could support about 35,500 square metres (382,000 square feet) of new retail/service floor space and about 10,400 square metres (112,000 square feet) of new office floor space.

The Consultant also suggested several ways in which the Town Centre's commercial development prospects could be maximized. These are outlined in Section VI of the attached Plan document.

Implementation

One of the most important issues arising from the planning process for the Cloverdale Town Centre is that of ensuring that the Plan is effectively and efficiently implemented. There are a number of public and private sector projects along with general street beautification initiatives that together, will allow the Town Centre to move toward increased economic and social vitality. The financial implications of the Plan are substantial. Given the limited capital funding available to the City, if the Plan were to rely exclusively on City-funding for the on-street improvements, substantial improvements to the Town Centre will not be possible for a number of years. However, incremental projects undertaken by the developers in conjunction with redevelopment will allow the new vision to be realized in a measured way over time. The financial implications of the Plan along with some ideas for implementation are summarized below.

(a) *Street and Circulation Improvements*: The physical aspects of the Cloverdale Town Centre Plan represent a major cost for which the City has not allocated specific funds. Innovative funding arrangements involving the private sector, business associations and community groups will need to be investigated to further the eventual redevelopment of the Town Centre. A ballpark estimate of the total cost excluding land sales and acquisition, is about \$7 million which includes all of the proposed street and sidewalk improvements, new intersection construction and pedestrian crossings. A breakdown of this total is contained in Table No. 4 in the attached Plan Document.

(b) *Site Development Projects*: There are five major development/redevelopment projects proposed for the Town Centre at locations shown on Map No. 15 in the attached Plan document (Sites 1 to 5). These projects include both private and public initiatives.

(c) *Major Contributing Projects*: A number of major projects “in the works” will provide a significant economic boost to the local Town Centre economy, are consistent with the new vision for the Town Centre and will hopefully act as a catalyst for increased investment and interest in the Town Centre in the short term. These major projects are: a) Clover Valley Market Place (Cloverdale Mall redevelopment), b) Hawthorne Square and Clover Valley Junction and the new entrance off of Highway No. 15 (in conjunction with the Mall), and c) the Learning and Discovery Centre at the Fairgrounds (if approved).

(d) *Improvements Through Private Development Proposals*: As new developments proceed in the Town Centre, some of the street improvements will be undertaken in conjunction with rezoning or development permit approvals.

(e) *Community Projects*: To contribute to and expedite the new vision for the Cloverdale Town Centre, it will be necessary for many of the urban enhancement projects to be initiated and funded by the community. Projects could be facilitated through the Cloverdale Business Improvement Area Association and other groups, and could include such initiatives as public art and street beautification.

(f) *Land Acquisition and Exchange*: The Plan for the Town Centre identifies several projects which require the acquisition of certain privately owned lands and the sale, development, and redevelopment of existing City-owned lands within the Town Centre. A discussion of these initiatives along with comments on the financial implications are contained in the attached Plan document (Section IX.F.).

Overall, the land acquisition costs are expected to be lower than the revenues the City will receive from land sales in the Town Centre. Funding required for the purchase of parking areas adjacent to the commercial core should be funded through the community parking program.

It is recommended that Council authorize staff to bring forward a supplementary report on land acquisition issues in support of the Plan, particularly, the acquisition of strategic sites related to important public elements in the Plan.

(g) *On-going Infrastructure Upgrades*: In conjunction with the City's normal road and utility upgrade program, certain street improvements may be undertaken in accordance with the Urban Design Concept as the infrastructure in the Cloverdale Town Centre is repaired or replaced.

(h) *An Implementation Team*: Toward ensuring the on-going planning and implementation of the Cloverdale Town Centre, it is recommended that a City Implementation Team be established under the direction of the General Managers of Engineering, Planning & Development, Finance and Parks, Recreation & Culture, and the Economic Development Manager to explore ways by which improvements, beautification and redevelopment in

the Cloverdale Town Centre and in Surrey's other four Town Centres can be efficiently managed, promoted and prioritized to enhance their economic sustainability and ability to attract new business while expanding the City's overall commercial tax base.

CONCLUSION

The Cloverdale Town Centre Land Use Plan and Urban Design Concept is a comprehensive planning and design document which establishes land use patterns, vehicular and pedestrian circulation concepts and open space systems. The urban design component of the Plan provides design direction to developers and the general public to achieve the community-wide objectives derived through the planning process. Various implementation measures and suggestions are also contained within the Plan. The entire Plan has been developed with extensive consultation with the public and it is widely supported in the community. It is therefore recommended that Council approve the Plan and authorize staff to proceed with actions to implement the Plan.

Murray D. Dinwoodie

General Manager

Planning & Development Department

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Attachment - (Cloverdale Town Centre Land Use Plan and Urban Design Concept)

c.c.: - City Manager

- City Clerk

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