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COUNCIL DATE: April 9, 2018

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **April 4, 2018**

FROM: **General Manager, Planning & Development** FILE: **3900-20-18020 (OCP)**

SUBJECT: **Integration of the LRT Vision into Land Use Plans and Official Community Plan**

RECOMMENDATION

The Planning & Development Department recommends that Council:

1. Receive this report for information;
2. Amend *Surrey Official Community Plan Bylaw, 2013, No. 18020*, as described in this report and documented in Appendix "I";
3. 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; and
4. Authorize staff to forward a copy of this report to TransLink.

INTENT

The intent of this report is to:

- Advise Council of the status of Land Use Plans that will support the related development planning along the Surrey Newton Guildford Light Rail Transit Line; and
- Seek Council approval of the text and map amendments proposed for *Surrey Official Community Plan Bylaw, 2013, No. 18020* (the "OCP"), as documented in Appendix "I", to further strengthen the alignment between Surrey's Light Rail Transit (LRT) vision and policies within the OCP.

BACKGROUND

In June 2014, in development of the region's 10-Year Vision Plan ("the Vision"), the Mayors' Council reviewed the completed evaluation work along with the updated analysis, and selected LRT as the preferred technology. The Mayors' Council's transit and transportation Vision provides LRT South of the Fraser in two phases:

- **Phase 1:** Surrey-Newton-Guildford (“SNG”) Line
 - Connecting Surrey City Centre with Newton and Guildford Town Centres along King George Boulevard and 104 Avenue, and to be delivered within seven years of adopting the Vision; and
- **Phase 2:** Surrey-Langley (“SL”) Line
 - Operating along Fraser Highway from King George Boulevard to Langley City, and planned for service within 12 years after adoption of the Vision.

Technical planning of Surrey LRT has been proceeding since early 2015, led by TransLink in close communication with City staff and key stakeholders.

On November 23, 2016, a substantial funding commitment for Phase 1 was approved by the TransLink Board of Directors and the Mayors’ Council, following extensive public consultation. This allowed planning, design and consultation efforts for the SNG Line to be advanced to the pre-procurement stage.

On February 20, 2017, Council endorsed the Surrey LRT vision and associated framework (Corporate Report No. R038; 2017), which refined the key defining LRT elements into a single vision statement:

“Street-oriented LRT will transform Surrey into connected, complete and livable communities making the City and Region more vibrant, accessible, competitive and sustainable”.

This vision framework will guide future plans and policies as the LRT project moves into the next phase of development planning.

On March 16, 2018, the Mayor’s Council announced an agreement between the Provincial government and the Mayor’s Council which included confirmation of funding for construction of the SNG LRT Line.

Over recent years, the Planning & Development Department has updated the City’s OCP and undertaken a series of Land Use Plans that support and integrate rapid transit. With the approval of the LRT vision framework noted above, and the most recent funding announcement, it is timely for additional OCP and Land Use Plan updates in order to build stronger alignment between the LRT vision and the City’s policies and plans along the LRT Lines.

DISCUSSION

Land Use Plans along SNG LRT Corridor

The review of Land Use Plans around significant transit infrastructure will ensure appropriate integration of LRT with the surrounding urban form and public realm, which will also contribute to the overall success of the LRT line. Four plan areas have been identified along the future SNG LRT Line. Two planning processes are currently underway: the Guildford-104 Avenue Plan and the Newton Town Centre Plan Update. It is anticipated that planning processes for the remaining two plan areas, a minor update to the City Centre Plan and a new detailed King George Corridor Plan, will both begin in January 2019. Appendix “II” summarizes the various plan areas and associated timing. The details for each are described below.

Guildford-104 Avenue Plan

The Guildford-104 Avenue plan was initiated June 2016. Background studies, including a market feasibility study, environmental study, housing profile, and road network assessment, are now complete. Initial public consultation, including two public surveys, stakeholder workshops, and a public open house on March 1, 2018, has been completed. Stage 1 of the Guildford-104 Avenue plan will establish a vision, outline land use densities, a transportation network, parks and open space concept and amenity fees, as well as identify potential elementary school locations. It is anticipated that Stage 1 of the Guildford-104 Avenue Plan will be brought forward to Council in early summer of 2018.

Stage 2 of the process will outline development requirements at LRT stations areas, including building types, design guidelines, and incorporation of policies contained in the Affordable Housing Strategy in order to protect existing rental housing stock and encourage development of new rental housing stock, as well as an overall servicing and financing strategy including recommendations for a density bonus policy. It is estimated that Stage 2 will be finalized in 2019.

Newton Town Centre Plan Update

On May 3, 2010, Council approved the Stage 1 Land Use Concept Plan for Newton Town Centre, which outlined land use densities, a transportation network and a parks and open space concept. Staff was also authorized to undertake the Stage 2 component of the Newton Town Centre Plan.

On February 24, 2014, Council received an update on the planning process, which outlined the intent for rapid transit along King George Boulevard and changes to the OCP which expanded the “Town Centre” designation within Newton Town Centre. With these considerations, Council authorized staff to further review and update the Newton Town Centre Plan. Key components of the Newton Town Centre Plan include updated density designations, parks and green space concept, transportation network that includes roads, cycling, pedestrian paths, as well as incorporation of the LRT.

Stage 2 of the Newton Town Centre Plan update is currently underway and will finalize the land use concept, financing and servicing strategy, as well as LRT alignment. Staff is actively working with TransLink on configuration and design around the LRT terminus. The Newton Town Centre Plan will also incorporate policies from the Affordable Housing Strategy, which is underway, in order to protect existing affordable rental housing stock as well as to increase supply of rental housing within the Newton Town Centre Plan area. It is anticipated that Stage 2 will be brought forward for Council consideration of approval by September 2018.

City Centre Plan Minor Update

The City Centre Plan was given final approval in January 2017, and included guidelines for specific densities and design requirements for development within future LRT stations areas. Since City Centre Plan approval, the “Urban Integration” work stream of the LRT project was initiated and is currently underway. Based on this work, a minor update of the City Centre Plan will be undertaken to ensure the appropriate integration of the public and private realms with the LRT corridor.

Furthermore, to support affordable housing near transit, the update will also incorporate new policies based on the recommendations of the Affordable Housing Strategy. The City Centre Plan update is anticipated to begin in 2019.

King George LRT Corridor (between 94A Avenue & 72 Avenue)

The King George LRT Corridor, between Newton Town Centre and City Centre, has been identified by the City and TransLink as a future transit supportive plan area, in order to achieve the greatest possible land use and transportation integration. While staff completed some early planning of the King George Corridor back in 2016, a new detailed Land Use Plan that will incorporate land uses and densities supportive of rapid transit that meet the objectives of the OCP and the Regional Growth Strategy (RGS) will be prepared. The King George LRT Corridor Plan will also include policies to protect affordable housing stock along the corridor, in accordance with the Affordable Housing Strategy which is currently underway, while allowing for the higher densities that will support the LRT project.

It is anticipated that the Stage 1 King George LRT Corridor Plan will initiate background studies, followed by community consultation in early 2019. A Stage 1 Land Use Concept Plan will then be brought forward for Council's consideration in late 2019 or early 2020.

Official Community Plan Update

Surrey's OCP, updated in 2014, guides urban development in the Surrey Metro Centre and multiple nodes in five town centres. The updated OCP focuses on rapid transit as a means of linking communities to focus and stimulate development and shape neighbourhoods through the construction of an urban-style LRT system. As planning for the LRT project advances, policies within the OCP can be further refined to create stronger alignment between and support for the LRT.

Several OCP policies support increased densities in areas that benefit from public transit, including Theme A: Growth Management and Theme B: Centres, Corridors and Neighbourhoods. The amendments proposed in this report include minor text amendments within Themes A and B in order to expand on existing policies that support higher densities for those areas that fall within a Frequent Transit Corridor intended to be served by Light Rail Transit. The proposed amendments are detailed below.

Proposed OCP Amendments

1. Theme A: Growth Management

- a) This Theme has two sections that pertain to supporting higher density development in specific areas of the City: Sections A1, Growth Priorities and A2, Accommodating Higher Density. Specifically, policies in these sections identify that development priority and higher densities should be supported first in Urban Centres, Town Centres and Frequent Transit Development Areas in order to support the regional growth anticipated for these locations.

To ensure continued support for the LRT project, amendments are proposed to identify two additional development priority areas as "LRT Corridor Planning Areas." These are generally located along 104 Avenue east of City Centre to Guildford Town Centre, and along King George Boulevard south of City Centre to 72 Avenue. Additional policy language is also proposed in order to support directing and prioritizing development and higher density in these LRT Planning Areas.

2. Theme B: Centres, Corridors and Neighbourhoods

Within this theme, Section B3 Transit Corridors identifies land use densities and urban design criteria for development along these corridors areas. LRT Planning Areas are also proposed to be added to this section to ensure development densities are consistent with the investments being made in rapid transit infrastructure and that those densities create vibrant, complete and sustainable communities.

- a) Figure 21: Frequent Transit Development Types is proposed to be amended to add a cross-section sketch illustrating how an LRT system can be accommodated into Surrey's road system, and to show an urban interface with active ground floor uses and enhanced pedestrian amenities.
- b) Figure 22: Frequent Transit Corridors, is proposed to be amended to illustrate the location of the new LRT Corridor Planning Areas. These areas are currently included in planning processes specific to accommodating LRT within Surrey, and generally include the area between existing Town Centres. They are located along 104 Avenue east of City Centre to Guildford Town Centre, and along King George Boulevard south of City Centre to 72 Avenue. The actual LRT Planning Area boundaries will be formally determined during a future planning process, therefore the notation proposed for the OCP is for illustrative purposes to provide general guidance, rather than a confirmed boundary.

SUSTAINABILITY CONSIDERATIONS

The amendments discussed above support the following Desired Outcomes (DO) and Strategic Directions (SD) of the Sustainability Charter 2.0.

Inclusion

- DO6:** Residents with disabilities are supported and able to participate fully in community life.
- DO19:** Supports are available for healthy aging in place.
- SD19:** Support placemaking opportunities at the neighbourhood level and the creation of community gathering spaces.

Built Environment and Neighbourhoods

- DO1:** Surrey is comprised of distinct, diverse and compact neighbourhoods and Town Centres, with an engaging public realm.
- DO2:** Surrey is well-connected within the city and to the rest of the region by fast and efficient public transit and active transportation infrastructure for all ages and abilities.
- DO9:** All aspects of planning, design and construction include climate change impacts, greenhouse gas (GHG) mitigation, adaptation, and resiliency strategies.
- SD2:** Prioritize redevelopment of existing urban areas over greenfield development.
- SD4:** Continue to plan and develop a transportation and mobility network (including active transportation) that supports safety, placemaking and integration of neighbourhoods.

Public Safety

DO9: The transportation network supports and provides safe mobility for all ages and abilities.

Economic Prosperity and Livelihoods

DO6: Efficient land use and well-managed transportation infrastructure are in place to attract businesses and support a thriving economy.

SD4: Collaborate with senior levels of government and TransLink to reduce congestion along strategic goods and people movement corridors.

SD5: Ensure infrastructure is in place to support businesses as neighbourhoods develop.

Infrastructure

DO1: City facilities and infrastructure systems are well-managed, adaptable and long lasting and are effectively integrated into regional systems.

DO11: An integrated and multi-modal transportation network offers affordable, convenient, accessible and safe transportation choices within the community and to regional destinations.

SD9: Continue to work with relevant authorities to plan and implement light rail transit in Surrey, and improve transit service throughout the city.

SD11: Ensure the delivery of safe and accessible infrastructure, programs and education to support walking, cycling and transit for all residents.

CONCLUSION

This report provides an update on Land Use Plans that will support the related development planning along the future SNG LRT Line, as well as proposed OCP text and map amendments to further strengthen the alignment between Surrey's LRT vision and policies within the OCP.

Based on the above, it is recommended that Council:

- Receive this report for information;
- Amend *Surrey Official Community Plan Bylaw, 2013, No. 18020*, as described in this report and documented in Appendix "I";
- 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; and
- Authorize staff to forward a copy of this report to TransLink.

Original signed by

Jean Lamontagne

General Manager, Planning & Development

PH/PK/CS/ss

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Appendix "I" Proposed amendments to the *Surrey Official Community Plan Bylaw, 2013, No. 18020*

Appendix "II" LRT Corridor Land Use Planning Processes

Proposed amendments to the Surrey Official Community Plan Bylaw, 2013, No. 18020

Policies

1. Page 66, Theme A: Growth Management, Section A1, Growth Priorities, General, as follows:
 - a) Delete Policy A1.3 “(a)”, and replace it with:
 - “a. City Centre, Town Centre, Urban Centre, Frequent Transit Development Area, and LRT Corridor Planning Area locations well-served by local services, infrastructure and transit.”; and
 - b) Add new Policy “A1.5a” as follows:
 - “A1.5a Support Frequent Transit Corridor, Frequent Transit Development Areas (FTDA) and LRT Corridor Planning Areas (Figure 22) as priority development areas for Surrey to accommodate an increased proportion of density and growth.”
2. Page 68, Theme A: Growth Management, Section A2, Accommodating Higher Density, General, as follows:
 - a) Policy A2.1, after the words “Town Centres” add: “Urban Centres and in LRT Corridor Planning Areas and”;
 - b) Policy A2.6, after the words “(FTDA)”, add: “LRT Corridor Planning Areas.”; and
 - c) Add new Policy “A2.6a” as follows:
 - “A2.6a Ensure redevelopment densities along Frequent Transit Corridors, Frequent Transit Development Areas (FTDA) and LRT Corridor Planning Areas (Figure 22) are sufficient to support rapid transit infrastructure investments.”
3. Page 90, Theme B: Centres, Corridors and Neighbourhoods, Section B3, Transit Corridors, General, Policy B3.1, after the words “Frequent Transit Corridor”, delete the rest of the sentence and replace it with the following words “and LRT Corridor Planning Area (see Figure 22) outside of Surrey’s Town Centres.”
4. Page 91, Theme B: Centres, Corridors and Neighbourhoods, Section B3, Transit Corridors, General, by delete “Figure 21” and replace it with a new “Figure 21: Frequent Transit Development Types” shown as Attachment “A”.
5. Page 92, Theme B: Centres, Corridors and Neighbourhoods, Section B3, Transit Corridors, Land Use and Density, as follows:
 - a) Policy B3.2, at the end, add “and within LRT Corridor Planning Areas”;
 - b) Policy B3.4, at the end, add “(urban nodes located within 400 m of an existing or planned rapid transit station).”;

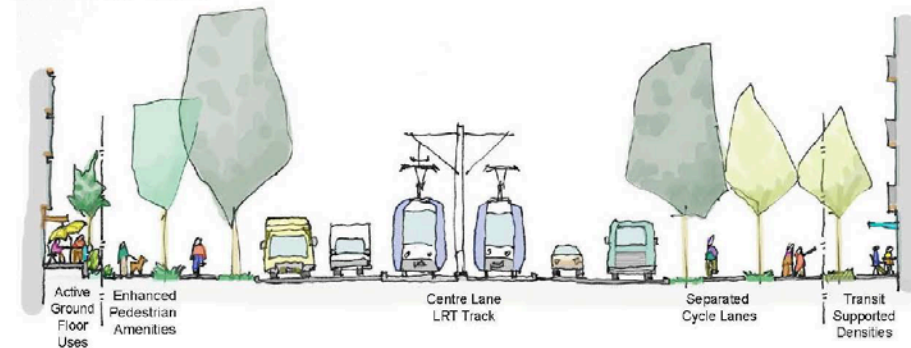
- c) Delete Policy B3.5, and replace it with “Ensure that densities along Frequent Transit Corridors and within FTDA and LRT Planning Areas are sufficient to support rapid transit infrastructure investments.”;
 - d) Policy B3.6, after the words “Frequent Transit Corridor”, add new words “including in LRT Corridor Planning Areas.”; and
 - e) Insert new Policy B3.10 after policy B3.9 as follows: “B3.10 Ensure development in LRT Corridor Planning Areas (Figure 22) is designed to create vibrant streetscapes that contribute to complete and sustainable communities and neighbourhoods.”
6. Page 92, Theme B: Centres, Corridors and Neighbourhoods, Section B3, Transit Corridors, Urban Design, Policy B3.9, first paragraph, after the words “Frequent Transit Corridors” add new words “and within LRT Corridor Planning Areas.”
7. Page 93, Theme B: Centres, Corridors and Neighbourhoods, Section B3, Transit Corridors, delete “Figure 22” and replace it with a new “Figure 22: Frequent Transit Corridors” shown as Attachment “B”.

Figure 21: Frequent Transit Development Types

For the purposes of the policies represented in this OCP, the following Frequent Transit Development Type classifications apply:

Light Rail Transit (LRT) Corridors

LRT Corridors are Frequent Transit Corridors that have been constructed with Light Rail Transit. These Corridors are developed with significant transit-supported densities, separated cycle lanes, enhanced pedestrian amenities including landscaping and benches. The built form includes an interface with active ground floor uses, weather protection and possible merchant display areas. The cross section below shows these design elements within a conceptual LRT corridor.



Frequent Transit Development Areas (FTDA)

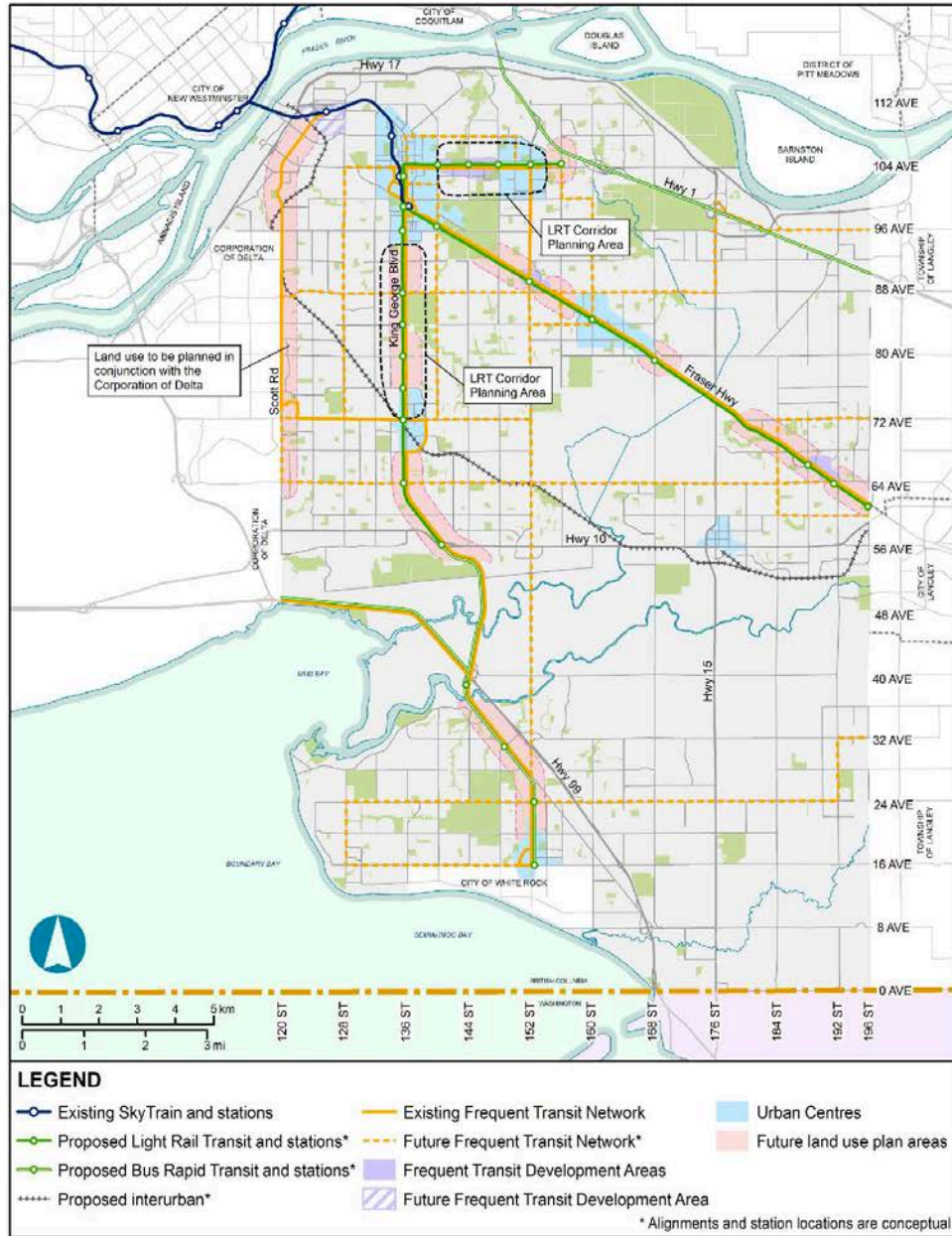
FTDAs are located outside of Town Centres (as shown on Figure 9). Higher densities and mixed uses are expected in accordance with the Land Use and Density Section of this Official Community Plan.

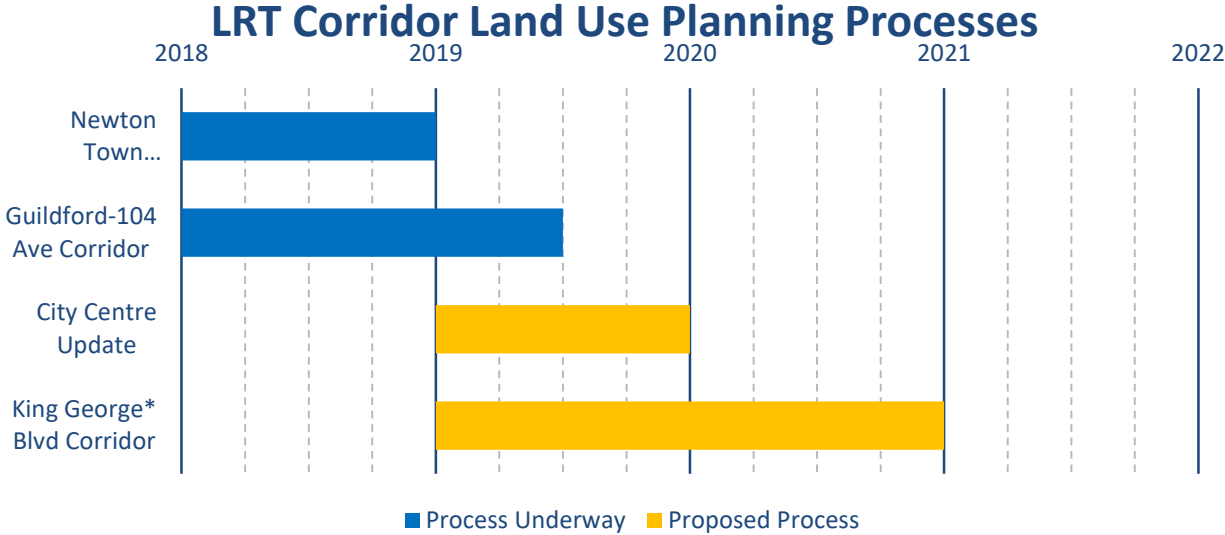
Frequent Transit Corridors (FTC)

FTCs are urban areas located along TransLink's Frequent Transit Network (as shown on Figure 22). The concept below illustrates a plan view of a transit corridor and adjacent development with mixed uses including plazas, commercial and street-oriented residential edge interfaces.



Figure 22: Frequent Transit Corridors





* Approximate timing - process triggered by LRT project confirm: