



Corporate NO: C016

Report COUNCIL DATE: December 4, 2000

COUNCIL-IN-COMMITTEE

TO:	Mayor & Council	DATE:	November 30, 2000
FROM:	General Manager, Planning and Development	FILE:	2350-0013
SUBJECT:	Fleetwood Town Centre Land Use Plan and Urban Design Concept (Stage 2 – Final Report)		

RECOMMENDATION

It is recommended that Council:

1. Approve the attached Fleetwood Town Centre Land Use Plan and Urban Design Concept as a means for directing and managing the development and design of the Fleetwood Town Centre;
2. Amend the Fleetwood Local Area Plan by including the attached Fleetwood Town Centre Land Use Plan and Urban Design Concept;
3. Authorize staff to draft an amendment to Official Community Plan By-law No. 129000 to change the OCP land use designations required to implement the Fleetwood Town Centre Land Use Plan; and
4. Authorize staff to draft an amendment to Zoning By-law No. 12000, as amended, to include an amenity contribution provision based upon the density bonus concept for the Fleetwood Town Centre area.

INTENT

The intent of this report is to provide a summary of the planning process and a brief overview of the attached “Fleetwood Town Centre Land Use Plan and Urban Design Concept”, and to seek Council's final approval of the Plan and Urban Design Concept (Stage 2).

BACKGROUND

On March 22, 1999, Council granted approval in principle to the proposed Land Use Plan for the Fleetwood Town Centre (Stage 1) and authorized staff to commence the preparation of Stage 2, including a comprehensive financial plan, urban design guidelines and a pedestrian/bicycle network plan. The Stage 2 component of the Plan is now complete. A report from the Engineering Department on the detailed servicing and funding strategy is to be considered in conjunction with this report.

DISCUSSION

Study Area

The Fleetwood Town Centre planning area is focused on the historic centre of Fleetwood at the intersection of the Fraser Highway and 160 Street and 84 Avenue. The planning area is bounded on the north by 88 Avenue, the south by 80 Avenue, the west by 156 Street and the east by 168 Street.

Objectives of the Study

The objectives of the Fleetwood Town Centre planning study were:

1. To update the Fleetwood Town Centre plan due to the changes that have occurred in the Fleetwood area;
2. To review the adequacy of land designated for Town Centre uses in the long term and the nature and form of development desired by the residents and property owners;
3. To prepare a servicing and financial strategy to support the Land Use Plan; and
4. To develop an urban design concept to create cohesion, a sense of community identity and a unique character for the Town Centre area.

Overview of the Planning Process and Public Consultation

The planning process commenced in late 1997 with the engagement of a consultant (Plancon Consultants Inc.) to review the current land uses, initiate the public consultation process and develop a generalized land use plan for the Fleetwood Town Centre. This work, which was concluded in March 1998, provided the basis for the initial (Stage 1) Land Use Plan.

The Planning & Development Department established an in-house Steering Committee and undertook an extensive process of public consultation during the preparation of the Fleetwood Town Centre Plan. Consultation with the community included three Public Information Meetings, open houses, informal and formal surveys of the residents and on-going discussions with residents, property

owners, merchants, the Fleetwood Community Association and the development industry. The final public meeting was held on September 19, 2000 at which about 200 people attended. While there is wide community support for the Plan, several concerns were raised at the meeting and passed on through the questionnaires. These concerns have been resolved and incorporated into the final Land Use Plan.

Overview of the Land Use Plan

The Fleetwood Town Centre Land Use Plan is shown on Map No. 2 in the attached document. The Town Centre is expected to accommodate about 157,000 square metres (1.7 million square feet) of commercial/office space at full build-out which is about 80,000 square metres (860,000 square feet) more than what exists now. There will also be an additional 5,000 dwelling units constructed (a total of 7,600 at full build out). The population of the Town Centre at build-out is expected to be about 20,000 and the entire Fleetwood community is expected to have a population of 60,000 at saturation.

1) Commercial

An easily accessible commercial core is proposed to be located along 160 Street from 84 Avenue to 87 Avenue which will serve as a main commercial street for the entire Fleetwood community. A secondary smaller community services node is proposed south of the Fraser Highway at the intersection of 160 Street and 84 Avenue (in conjunction with the Fleetwood Library and Community Centre and eastward toward the Fraser Highway). Pedestrian-oriented commercial uses will be developed along 160 Street: the northern area is expected to accommodate shopping and retail, and the southern area is intended to accommodate community services such as medical offices and civic facilities.

To respond to the desire of Fleetwood residents for a compact, pedestrian-oriented community, the focus of the Fleetwood Town Centre is proposed to be shifted away from highway commercial uses by containing the spread of auto-oriented commercial activities along the Fraser Highway and by expanding the opportunity for community commercial uses located within walking distance of residential areas.

2) Residential

The Land Use Plan proposes to protect existing residential areas by providing appropriate transitions between residential and commercial and between different residential densities. It also provides for interconnectivity between the residential areas and the commercial core area and recommends a general building height restriction (4 storeys or 15 metres/50 feet) to foster a more pedestrian scale environment. To support viable commercial activities in the core commercial area, higher density residential development is proposed in close proximity to the commercial streets.

3) Industrial

There are several properties within the Town Centre in the vicinity of 162 Street and 84 Avenue that are designated Industrial in the Official Community Plan and which have been developed with highway commercial uses (which is a permitted land use in the Industrial OCP designation). These properties are identified in the Land Use Plan as "highway commercial" and are expected to remain as such.

In the eastern area of the Town Centre, the BC Gas site is designated Industrial in the Official Community Plan. It contains an office building and some storage buildings. The Town Centre Land Use Plan designates this site for industrial uses which may include business park, light impact industrial or highway commercial uses.

4) Civic Facilities

The Surrey Sports and Leisure Complex site is recognized as a destination in the community and is accommodated through an institutional/commercial designation. The Fleetwood Library and Community Centre/Park area is also recognized as a destination and the "civic" centre of Fleetwood. The existing schools in the Fleetwood Town Centre are able to accommodate the projected school enrolment resulting from new residential development in the area.

5) *Schools, Parks and Circulation*

There are three neighbourhood school/park sites within the Fleetwood Town Centre along with a sizable neighbourhood park in the north-east residential area, a large park area adjacent to the Leisure Centre on the Fraser Highway, and other small neighbourhood parks, open spaces and greenways. There will also be several urban plazas along the 160 Street shopping street.

The pedestrian and bicycle network (see Map No. 6 in the attached document) proposed for the Fleetwood Town Centre is based upon a series of inter-connected routes (on and off-street) that provide easy and safe access to the commercial core, the school/park sites and the Surrey Sports and Leisure Complex.

Several minor changes to the Stage 1 Land Use Plan have been made as a result of localized conditions and constraints, technical reviews and public input. The locations of these changes are shown on the map in Appendix A. A description of each change is outlined below:

Description of Modifications to Stage 1 Land Use Plan

- (A) Changed from townhouse designation to park designation to respond to the need for a consolidated community park site for Fleetwood.
- (B) Changed from townhouse designation to park designation to establish a neighbourhood park in conjunction with the school.
- (C) Changed from townhouse designation to park designation to provide a neighbourhood park close to the higher residential densities in the Town Centre core.
- (D) Intersection realigned at 84 Avenue/Fraser Highway to ensure that residential areas are not impacted by high volumes of traffic.
- (E) East-west pedestrian connection established to provide access to the Town Centre core from the east residential areas (north side of Fraser Highway).
- (F) Road moved slightly south to retain an interconnected system of streets and lanes in the Town Centre core and provide access from the west residential areas.
- (G) Road access provided to multiple residential area along the Fraser Highway rather than a frontage road (see below).

Outstanding Concern

It is noted that there has been a community concern about the proposed change (G) above. While the land use designations have not changed, existing residents on 164A and 165 Street are concerned about the potential for increased traffic on their streets if the existing culs-de-sac are opened and connected to a street at the rear of the multiple residential sites.

The Stage 1 land use plan indicated that the multiple residential area was to be accessed by a frontage road off the Fraser Highway. Upon a more detailed review of the circulation system, it was determined that an internal road separating the multiple residential and the single family residential would better disperse traffic, allow better access to the multiple residential area, allow for more efficient development patterns for the future single family subdivisions and provide public access to the existing park (which is currently only accessed from the culs-de-sac). In addition, it is anticipated that 164A and 165 Streets will not experience a significant increase in traffic because most trips from the multiple residential area will be toward the Fraser Highway rather than southward.

However, in recognition of the residents concerns, the plan has been modified to eliminate connections from the existing north-south streets (i.e. 164A and 165 Streets). Pedestrian connections between these culs-de-sac and the new road would still be appropriate to the new east-west road. In addition, the location of the new road may move slightly to the north depending on the nature and timing of development in the multiple residential area and on the needs of the future single family subdivisions for access. These issues can be dealt with in conjunction with rezoning applications, and specifically by the time the first rezoning application is completed for multiple residential along the Fraser Highway.

The Urban Design Concept and Design Guidelines

The proposed urban structure for the Fleetwood Town Centre recognizes the need to define a strong node that serves the community and that is accessible to local residents on both sides of the Fraser Highway by car, bicycle and by foot. The Plan also recognizes the presence of highway commercial uses along the Fraser Highway, and the community services node defined by the old Fleetwood Community Hall, the Library and the Senior's/Recreation Centre at 160 Street and 84 Avenue. The Urban Design Concept establishes 160 Street as the north-south retail/commercial spine that serves and links the residential areas on both sides of the Fraser Highway.

The Concept proposes the following basic components:

- 1) *Two commercial nodes (north and south of the Fraser Highway):* The north commercial shopping street will have a strong pedestrian oriented urban character with wide sidewalks and continuous building frontage. Local retail activities and mixed-use commercial/residential developments are envisaged in this area along with two small plazas at the intersections of 160 Street with 86 and 87 Avenues. The south commercial node is focused on 84 Avenue and the Library/Recreation Centre at the 160 Street intersection. This node combines office/retail uses along both sides of the street. Community service uses will be focused on the existing community facilities centered on the Library. Office/retail uses with commercial frontages are proposed to extend eastward along 84 Avenue to the intersection with Fraser Highway.
- 2) *Transition commercial area along the Town Centre Main Street (160 Street):* This is a transition area that extends across the Fraser Highway, along 160 Street, between the two commercial nodes referenced above. It includes a combination of existing highway commercial and retail commercial types of development that have parking areas rather than building facades toward the street.
- 3) *Highway commercial frontage:* This is the existing strip of automobile-oriented development along both sides of the Fraser Highway between Venture Way and 162 Street. Although the present land uses will likely continue to exist, it is intended that the quality of the built environment be modified to relate to the character of the Town Centre. Reducing the extent of parking areas exposed to views from the Fraser Highway and locating buildings closer to the Highway will permit a better definition of the highway edges and a more urban character for these commercial land uses.
- 4) *The Surrey Sports and Leisure Complex:* This Complex is incorporated into the Town Centre by a short multi-use corridor linkage that runs along the south side of the Fraser Highway between the 84 Avenue

intersection with Fraser Highway and 162 Street. This Complex will be a strong anchor on the east end of the Town Centre core.

5) *The Multiple Family Residential areas surrounding the central core:* These more compact residential areas in close proximity to the Town Centre's local commercial spine will help to reinforce the pedestrian-oriented and urban character of the area. Mixed-use developments which combine retail/commercial and residential uses might also be considered for this area since they would help to provide nighttime activity on the Town Centre's main commercial street (160 Street).

Map No. 5 in the attached document provides a visual overview of the components of the Urban Design Concept for the Fleetwood Town Centre.

Implementation

1) Official Community Plan Land Use Designations

Amendments to the current land use designations in the Official Community Plan (OCP) are required to implement the Fleetwood Town Centre Land Use Plan. The existing and proposed OCP land use designations are shown on Map No. 10 in the attached document. Due to the significantly large areas requiring OCP amendments, it is recommended that the amendments to the OCP be implemented now by a City-initiated OCP amendment by-law. Generally, the amendments involve redesignating lands along 160 Street from Urban to Town Centre, and lands adjacent to the commercial areas and along Fraser Highway from Urban to Multiple Residential.

2) Amenity Requirements

To address the amenity needs associated with new growth in the Fleetwood Town Centre, new development will be required to contribute \$1,055.88 per dwelling unit or \$1,094.10 per commercial acre. These monies will be used to offset the costs of providing new police and fire protection services, library materials and the development of new parks and open space. The collection of amenity contributions is authorized through an amendment to the Zoning By-law to add the Fleetwood Town Centre as an area where contributions are required.

3) *Street Improvements*

Most of the street improvements and beautification schemes proposed in the Urban Design Concept apply to 160 Street and to the Fraser Highway. Both 160 Street and the Fraser Highway are classified as arterial roads and their widening/construction will be funded through DCCs (the Fraser Highway may be partially funded by Translink). The 160 Street cross-section through the Town Centre includes wide sidewalks, street trees in grates and other features which will be incorporated into the design of 160 Street when it is upgraded. It is also proposed that the character of the Fraser Highway be changed as it crosses through the Town Centre. This too will be incorporated into the design and construction when Fraser Highway is ultimately widened. Other improvements (i.e., a portion of the small plaza and pedestrian streets) will occur as commercial development proceeds along 160 Street.

CONCLUSION

The Fleetwood Town Centre Land Use Plan and Urban Design Concept responds to the objectives of the Fleetwood community and establishes a new vision and co-ordinated approach toward planning and development initiatives in the Town Centre. It 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 achieve the community-wide objectives derived through the planning process. The entire Plan has been developed with extensive consultation with the public and it is widely supported by the community. It is therefore recommended that, in conjunction with approving the servicing and funding strategy, Council approve the Plan and authorize staff to proceed with actions to

implement the Plan.

Murray D. Dinwoodie

General Manager, Planning and Development

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- c.c.:
- General Manager, Engineering
 - General Manager, Parks, Recreation & Culture

Attachments:

- Fleetwood Town Centre Land Use Plan and Urban Design Concept
- Appendix I - Modifications to Stage 1 Land Use Plan

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