



Corporate Report

NO: _____

COUNCIL DATE: _____

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **June 24, 2004**
FROM: **General Manager, Planning and Development** FILE: **6520 – 20**
(Semiahmoo Town Centre)
SUBJECT: **Land Use, Density and Urban Design Review for the Semiahmoo Town Centre**

RECOMMENDATION

It is recommended that Council:

1. Receive this report as information; and
2. Authorize staff to proceed with market analysis for and updating of the Semiahmoo Town Centre Development Concept Plan, Urban Design Guidelines and servicing strategy based, on the Terms of Reference attached to this report as Appendix I.

INTENT

The purpose of this report is to obtain authorization from Council to proceed with an updating of the Semiahmoo Town Centre Plan. It is proposed that the review be conducted in two phases. The first phase of the review will be focused on a market/positioning analysis of the Semiahmoo Town Centre and will include a review of development capacity. The second phase will use this information to undertake an updating of land uses, densities, urban design guidelines, pedestrian and vehicular systems and engineering services. The product of this review will be a revised Semiahmoo Town Centre Plan, which will promote the continued vibrancy of this Town Centre.

BACKGROUND

In 1993 Council approved the Semiahmoo Town Centre Development Concept Plan. It has been used since that time to guide development within that Town Centre. The Plan is now more than 10 years old and, while it has been effective in guiding the development of a pleasant and pedestrian-focused town centre, it is timely and appropriate that it be

reviewed and updated. The review of the Plan should take into account the role of the Semiahmoo Town Centre within the context of the rapid growth and demand for more intensive residential and commercial development throughout the Semiahmoo peninsula. The recent approval of the Highway 99 Corridor Plan to the west of Highway 99, that includes relatively large areas for commercial development and the recent revisions to the White Rock Official Community Plan, that will affect the form and density of development to the south of the Semiahmoo Town Centre, are examples of this changing context. As well, during the past several months there has been interest expressed by the development industry regarding the potential to introduce higher-density development into the Semiahmoo Town Centre. Other issues pertaining to the Semiahmoo Town Centre include:

1. The need to re-examine the commercial role and function of the Semiahmoo Town Centre in view of new and potential retail developments outside the Town Centre (e.g., Southpointe Exchange, expansion of the Peninsula Village commercial area and the future commercial node(s) in Highway No. 99 Corridor);
2. The need to review vehicular and pedestrian circulation systems in, through and around the Town Centre;
3. A need for parking strategies and the possible development of a new transit exchange centre in South Surrey;
4. The need to assess opportunities for redevelopment both within the Town Centre and near its edges or transition areas; and
5. The desirability of developing a coordinated urban design concept for the Semiahmoo Town Centre, so that any new buildings meet the design objectives of the community.

At the Regular meeting of Council on April 26, 2004, Surrey City Council adopted the following motion:

"That the City of Surrey undertake a comprehensive review of land uses and urban design elements within the Semiahmoo Town Centre and that staff report on Terms of Reference and resources required to undertake the review".

DISCUSSION

Based on the above, the Terms of Reference, attached as Appendix I, have been drafted to form the basis for reviewing and updating the Semiahmoo Town Centre Development Concept Plan (1993) and for preparing revised Urban Design Guidelines for the Semiahmoo Town Centre area.

For the purposes of this review, the Semiahmoo Town Centre is defined as those lands designated in the Official Community Plan as Town Centre (TC) or Multiple Residential (RM), within the area generally bounded by 20 Avenue to the north, 16 Avenue to the south, 150 Street to the east and 154 Street to the west. This area is more precisely

depicted on the map attached as Appendix II. The review will also include an examination of lands at the edge of the referenced designations to ensure appropriate transitional land uses, designs and densities with adjacent neighbourhoods.

Due to the limited staff resources and current commitments to other planning projects, as well as the need for specific areas of expertise, it is recommended that a consulting team be engaged to assist with the analysis and planning process for this project. A request for proposals ("RFP") for this project will be prepared based on the Terms of Reference attached in Appendix I. This RFP will be completed by the end of the summer and it is anticipated that consultants will be selected and that work on the first phase of the Town Centre Plan will commence early in the Fall.

The Semiahmoo Town Centre review will address the following:

Phase I: Review of Role, Trade Area and Function

The commercial role, trade area and function of the Town Centre - A market analyst will be engaged to study and make recommendations regarding the role of the Town Centre and to advise on opportunities and recommend actions that can be implemented to ensure the continued vibrancy of this Town Centre.

Phase II: Plan Update, Preparation of Urban Design Concept and Servicing Strategy Update

1. Opportunities will be examined for increased residential densities within the Semiahmoo Town Centre, including attention to potential redevelopment options;
2. Transportation systems, including bicycle and pedestrian circulation and roads, in through and around the Town Centre. If land use changes (e.g., densification) are recommended, the transportation network may need to be revised as well. The transportation system should be designed with particular attention to the demographics of the area, creating a comfortable pedestrian environment for the increasingly large seniors population;
3. Opportunities and constraints associated with both on and off-street parking in the Town Centre. The implications of a new transit exchange centre in South Surrey will also be examined;
4. Opportunities for redevelopment both within the Town Centre and near its edges or transition areas;
5. Preparation of a revised urban design concept. There currently is no urban design concept for the Semiahmoo Town Centre. An urban design professional will be an integral component of the consulting team and will prepare proposals and concepts for enhancing the character, liveability and pedestrian/automobile environment in the Town Centre; and

6. Updating of servicing strategy - In studying the potential for densification of the Town Centre land uses, the ability of engineering servicing, particularly the sewer system, to accommodate higher density development, must be confirmed. The study will also examine the adequacy of community services in the area and will make recommendations for adjustments where necessary.

Public consultation will be an important component of this review. The public consultation program will be developed in conjunction with the consulting team. This consultation program will include preliminary meetings, clarification of the study objectives and vision for the area, open houses and, possibly, other forms of consultation, such as design charrettes and mail-outs.

It is envisaged that the review will take approximately six to eight months to complete. The deliverables will include:

- A revised concept plan for the Semiahmoo Town Centre, including a revised set of Urban Design Guidelines which will facilitate new developments within a comprehensively designed town centre;
- Recommendations with regard to capital works that should be undertaken to implement the Plan, along with a financial strategy in respect of funding those capital works; and
- Recommendations related to any necessary amendments to the Official Community Plan.

The costs associated with the first stage of this planning project (i.e., the market/positioning analysis) can be accommodated within the currently approved operating budget of the City. Funding required for the second phase of the project will be included in the operating budget for 2005, which will be considered by Council in late 2004.

CONCLUSION

Recent growth and new plans for other areas on the Semiahmoo peninsula, coupled with interest expressed by the development community in increasing the density of development in the Semiahmoo Town Centre, makes it timely for the City to commence a review of the Semiahmoo Town Centre Plan. It is recommended that Council authorize staff to proceed with a review/update of the Semiahmoo Town Centre Development Concept Plan, Urban Design Guidelines and market/positioning analysis, based on the Terms of Reference attached as Appendix I.

There is a need to ensure that the Town Centre is appropriately planned to remain vibrant, serve the community and be pedestrian-focused. Accordingly, it is recommended that Council authorize staff to proceed with a market analysis for and updating of the Semiahmoo Town Centre Development Concept Plan, Urban Design Guidelines and servicing strategy, based on the Terms of Reference attached to this report as Appendix I.

Murray Dinwoodie
General Manager
Planning and Development

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Attachments

Appendix I – Terms of Reference

Appendix II – Map of Semiahmoo Town Centre Study Area

TERMS OF REFERENCE**LAND USE, DENSITY AND URBAN DESIGN REVIEW OF THE
SEMIAHMOO TOWN CENTRE****June 2004****A. BACKGROUND**

The current Semiahmoo Town Centre Development Concept Plan was approved in 1993. Recent developments, such as Peninsula Village and Southpointe Exchange and, recently approved plans for proposed commercial/business development areas in the Highway 99 Corridor and changes to the City of White Rock Official Community Plan for the area immediately to the south of the Town Centre, will have an impact on the Semiahmoo Town Centre and will help to redefine the role for the Town Centre within the broader context of the Semiahmoo Peninsula.

Several large development projects, including the Prospera Building and the Semiahmoo Civic building on 152 Street, have been constructed in the Town Centre in the past several years. The population and density in South Surrey has also grown considerably. The City of White Rock, as the southern boundary of the Town Centre, has recently reviewed its Official Community Plan and revised its policies to provide for an increase in the height and density of buildings. In view of these changes, it is timely to review the Semiahmoo Town Centre to ensure that it can continue to serve the needs of South Surrey residents and remain viable as the residential and commercial heart of the Peninsula.

There has also been interest expressed by the development industry in intensifying and potentially introducing higher density residential development into the Semiahmoo Town Centre. Other current issues pertaining to the Semiahmoo Town Centre include:

1. The need to re-examine the commercial role and function of the Semiahmoo Town Centre in view of new and potential retail developments outside the Town Centre (e.g., Southpointe Exchange, expansion of the Peninsula Village commercial area and the future commercial node(s) in the Highway No. 99 Corridor);
2. The need to review vehicular and pedestrian circulation systems in, through and around the Town Centre;
3. A need for parking strategies and the possible development of a new transit exchange centre in South Surrey;
4. The need to assess opportunities for redevelopment both within the Town Centre and near its edges or transition areas; and
5. The desirability of developing a coordinated urban design concept for the Semiahmoo Town Centre, so that any new buildings meet the design objectives of the community.

B. STUDY OBJECTIVES

The objectives of this planning process are:

1. To review the Semiahmoo Town Centre Development Concept Plan (1993) to confirm or redefine the role of the Town Centre in the broader context of development on the Semiahmoo Peninsula;
2. To investigate creative options and, based on an evaluation of the options, to formulate a revised land use plan for the Town Centre;
3. To explore means and to formulate strategies to encourage residential and business investments within and around the Town Centre in a coordinated manner, which will emphasize the aesthetic appeal and pedestrian focus of the centre;
4. To develop a comprehensive planning framework and detailed urban design blueprint for the Town Centre, ensuring that future development and urban design decisions result in the desired objectives;
5. To use the planning process to identify development and design strategies, policy actions and other mechanisms for achieving the desired objectives;
6. To use a collaborative and inclusive planning and design process to maximize interaction and communication between the City, the business community, the development community, citizens and other interested groups and stakeholders;
7. To investigate creative options for land development and public realm investment (i.e., leveraging municipal resources for land acquisition, financial incentives, multi-sector partnerships, etc.);
8. To explore ways to encourage residential and business investments within and around the Town Centre and enhance the synergy between residential and commercial land/building uses; and
9. To ensure an appropriate land use and design transition between the Town Centre and the surrounding residential neighbourhoods.

C. THE STUDY AREA

For the purposes of this review, the Semiahmoo Town Centre is defined as those lands designated Town Centre (TC) or Multiple Residential (RM) within the area generally bounded by 22 Avenue to the north, 16 Avenue to the south, 150 Street and Southmere Crescent to the east and 154 Street to the west (see map attached in Appendix II). The review will also include an examination of lands at the edge of these designations toward ensuring appropriate land use transitions.

D. SCOPE

The Semiahmoo Town Centre review will be conducted in two phases. The first phase will include a market analysis and an assessment of the context and development capacity of the Town Centre. The second phase will include a review of land use, height and density, pedestrian and vehicular circulation systems, development of an Urban Design Concept and related guidelines and an updating of the servicing strategy. The work components of the two phases are more completely described below.

Phase I of the study will include studying:

1. The role, trade area and function of the Town Centre. A market analyst will be engaged to study and make recommendations regarding the role of the Town Centre in the broader context of the Semiahmoo Peninsula and to advise on opportunities and recommend actions that can be implemented to ensure the continued vibrancy of this Town Centre;
2. The capacity of existing services. If intensification of the Town Centre is pursued, the ability of servicing, particularly the sewer system, to accommodate higher density residential development, must be confirmed and constraints identified; and
3. The context of and existing land uses, traffic circulation systems, development and redevelopment potential and other issues and opportunities facing the Semiahmoo Town Centre.

Phase II of the study will include:

1. Opportunities will be examined for increased residential densities within the Semiahmoo Town Centre, including attention to potential redevelopment options;
2. Transportation systems, including bicycle and pedestrian circulation and roads in, through and around the Town Centre. If land use changes (e.g., densification) are recommended, the transportation network may need to be revised as well. The transportation system should be designed with particular attention to the demographics of the area, creating a comfortable pedestrian environment for the increasingly large seniors population;
3. Opportunities and constraints associated with both on and off-street parking in the Town Centre. The implications of a new transit exchange centre in South Surrey will also be examined;
4. Opportunities for redevelopment both within the Town Centre and near its edges or transition areas;
5. Preparation of a revised urban design concept. There currently is no urban design concept for the Semiahmoo Town Centre. An urban design professional will be an integral component of the consulting team and will prepare proposals and

concepts for enhancing the character, liveability and pedestrian/automobile environment in the Town Centre;

6. Updating of servicing strategy. In studying the potential for densification of the Town Centre land uses, the ability of engineering servicing, particularly the sewer system, to accommodate higher density development, must be confirmed;
7. The study will also examine the adequacy of community services and amenities in the area and will make recommendations for adjustments where necessary.

Public consultation will be an important component of this review. This program will be confirmed in conjunction with the consulting team. The consultation program will include preliminary meetings, clarification of the study objectives and vision for the area and open houses, at key stages in the process. The consultation process may also include other forms of consultation, such as design charrettes and mail-outs. The review of the Semiahmoo Town Centre will be based on a collaborative and participative planning process involving and interacting with City Departments, the business community, the development industry, community associations, citizens and other interest groups and stakeholders.

E. DELIVERABLES

It is expected that the review of the Semiahmoo Town Centre result in the following:

1. A Phase I report that will document the context of and existing conditions of the Semiahmoo Town Centre and a market/trade area analysis, including recommendations respecting how the Town Centre should be positioned relative to its continued vibrancy within the Semiahmoo Peninsula;
2. A revised concept plan for the Semiahmoo Town Centre, including:
 - Recommendations on land use, building heights and densities,
 - A revised set of Urban Design Guidelines which will provide for the incorporation of any new development projects within a comprehensively designed town centre, and
 - A transportation/circulation plan;
3. Recommendations with regard to capital works and amenities needed as part of the Plan and a financing strategy for such works and amenities; and
4. Recommendations for any necessary amendments to the Official Community Plan.

The conceptual urban design framework should include, but not be limited to, the following components:

- Height, form and massing of buildings;

- Pedestrian linkage system;
- Vehicle circulation system;
- Open space and public realm system and hierarchy; and
- Hierarchy of land use and density precincts.

F. TIMEFRAME

It is anticipated that the process will commence this Fall with a compilation of background information and analysis of the existing context of the Town Centre, market/trade area analysis and preliminary visioning. Phase I is expected to take approximately three to four months to complete, after which Phase II, including a land use plan review (including a circulation/transportation analysis), urban design review and servicing and financing review would occur into early 2005.

G. REPORTS TO COUNCIL

A report, complete with recommendations, will be submitted to Council at key milestones throughout the planning process, including, but not necessarily limited to, after the completion of Phase I, at the draft plan stage and at the conclusion of Phase II. Council will also be advised, in advance, of each public open house that is held as part of the planning process.

