

NO: **R012**

COUNCIL DATE: **January 27, 2020**

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## REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **January 23, 2020**

FROM: **General Manager, Engineering**

FILE: **0510-20 (Hjorth Rd Elementary)**

SUBJECT: **105 Avenue and Hjorth Road Elementary School**

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## RECOMMENDATION

The Engineering Department recommends that Council:

1. Receive this report for information;
2. Authorize staff to forward a copy of this Corporate Report to the School Board Chairperson.

## INTENT

The intent of this report is to provide Council with background on the long-term plan for the extension of 105 Avenue to 148 Street and to confirm direction regarding the intent to leave the extension of 105 Avenue to occur as part of potential future redevelopment of the existing school site.

## BACKGROUND

At the November 6, 2017 Regular Council Meeting, Mayor and Council supported proceeding with the implementation of the 105 Avenue Connector project (the “Project”) through Corporate Report No. R223; 2017, attached as Appendix “I”. The Project scope was for a two-lane road, with cycling and walking facilities, between 138 Street and 150 Street, with the general project scope as shown in the attached Appendix “II”.

The Project would complete a long-standing objective, first identified in the 1986 Official Community Plan (“OCP”), to connect City Centre to Guildford from 132 Street to 154 Street. The Project had been in the City’s 10-Year Servicing Plan as a long-term priority, as many of the sections were anticipated to be delivered through development.

The alignment of the Project impacts the School’s gravel playfield. This prompted the Chair of the School Board to write Mayor and Council regarding their concerns with the impacts to the School and their expectations to mitigate their concerns, a copy of which is attached as Appendix “III”.

## **DISCUSSION**

At the November 5, 2018 Regular Council Meeting, Mayor and Council directed staff to stop all work on the Surrey-Newton-Guildford Light Rail Transit (“SNG LRT”) project and initiate work on the current Surrey-Langley SkyTrain extension project. The suspension of SNG LRT work eliminated the urgency in completing the outstanding sections of the Project and the need to consider the expectations desired by the School Board. Completion of the section between 144 Street and 148 Street, which impacted the School, is not proceeding and it is only being planned for construction in conjunction with future development as shown in the map attached as Appendix “IV”.

### **Transportation Needs through 104 Avenue Corridor Area**

Rapid transit on an exclusive or fully-separated corridor may be required on 104 Avenue in the future in order to:

- Support the population and employment densities planned as Smart Growth in the Guildford Town Centre - 104 Avenue Corridor Plan; and
- Keep up with up the transit demand from the highest transit mode share census tracks in the City.

The remaining section of the 105 Avenue Corridor is still required to support redevelopment of the Guildford Town Centre - 104 Avenue Corridor Land Use Plan and to ensure suitable access and circulation options. Completing the 105 Avenue Connector will also provide a continuous separated cycling corridor connection between Guildford and City Centre. This non-arterial multi-modal road connection would also improve safe and comfortable access for students to the School.

However, the decision of if and when the School should be considered for relocation will be made by the School Board. As such, the City will not allocate funding or set a timeline for the completion of the 105 Avenue Connector to 148 Street, but instead will wait for it to be achieved through redevelopment of the site when the School is potentially relocated.

### **Rationale for Potential Long-Term Relocation of Hjorth Road Elementary**

Additional school capacity will likely be required to accommodate the population growth planned in the Guildford Town Centre - 104 Avenue Corridor Land Use Plan. Maintaining the current school site may not be the best option as the School has always been adjacent to two arterial roads: 148 Street and 104 Avenue. 104 Avenue is part of TransLink’s Major Road Network (“MRN”), a City-designated heavy truck route, and remains a potential future rapid transit corridor. For safety and comfortable use, the School Board generally prefers to locate elementary schools away from busy traffic corridors in favour of quieter local or collector roads. Additionally, the highest and best land use of this location is for redevelopment into transit-oriented development that would support rapid transit on 104 Avenue.

As a result, when additional school capacity is required, instead of making improvements to the existing School, relocating it to a more suitable location should be considered. If done, the School Board may also realize the higher value development potential of the existing site, which would be beneficial to all parties. As such, to provide flexibility and give consideration to potential

long-term outcomes, there is an opportunity for the School Board to collaborate with the City to assess and confirm that a potential alternate school location is beneficial for the students and the School Board as part of the City's 104 Avenue land-use planning or other opportunities that may move forward.

### **Planning for a Potential Relocation of Hjorth Road Elementary**

In order to enable a future long-term relocation of the School, an alternate site would need to be designated through the City's Stage 2 - Guildford Town Centre - 104 Avenue Corridor Land Use Plan, which is currently underway. This is critical to ensuring that the site is protected for the ultimate intended purpose and will help to deter speculation and discourage development proposals for alternative uses.

Designation of the existing school site to the more ideal transit-oriented development land uses should be in the best interest of the School Board, as it will help increase the market valuation of the existing school site and generate greater revenue for the School Board in the future.

In working with School Board staff to date, one potential future relocation site that could be considered utilizes a portion of land that Metro Vancouver is holding for a future expansion of the Whalley Reservoir. Staff met with Metro Vancouver about this proposal, and although they could not support disposal of the lands or any physical structures, they were willing to consider joint use of their lands to support a future school playfield above the future reservoir. They understood the limited land availability for a school site and that cooperation for a shared-purpose site could be in both agencies' best interests.

Although the final decision on whether to move the School and the future location rests with the School Board, based on the assessment undertaken to date, the location involving Metro Vancouver lands provides an excellent opportunity and staff would look forward to exploring this further with staff of the School Board. As a result, this alternate relocation site has been identified in the current Council endorsed Stage 1 Guildford Town Centre - 104 Avenue Corridor Land Use Plan endorsed by Council at their July 4, 2019 Regular Council Meeting as part of Corporate Report No. R147; 2019, attached as Appendix "V".

To enable staff from the School Board and the City to continue planning for an alternate school site and achieve other objectives, such as the Metro Vancouver transmission water main routing discussed below, there is a need for the School Board to confirm their support for this long-term relocation.

### **Potential Timing Considerations**

Triggers the School Board may consider when assessing a relocation may include:

- School population numbers increase, due to development in the Guildford - 104 Avenue Corridor Land Use Plan area, such that additional school capacity is required;
- Costly improvements to the School are required (seismic improvements for example); or
- The School Board is seeking to sell the existing site for development, as designated in the Guildford - 104 Avenue Corridor Land Use Plan, to generate funds for the school relocation and/or other purposes.

The delivery of the extension of 105 Avenue to 148 Street would occur through the typical development process. This would include dedication of the corridor as road allowance to the City and construction in consideration of rezoning of the property, consistent with the Land Use Plan designation.

### **Metro Vancouver Needs**

Metro Vancouver is in urgent need of a corridor for a new transmission water main and there are limited options. A route through the existing school site along the future 105 Avenue Corridor has been identified as the best option.

In consideration of support for a future relocated playfield on the reservoir site, Metro Vancouver is seeking a right of way through the existing school site along the 105 Avenue Connector alignment. This would allow the connection of their current major water main project to the existing Whalley Reservoir, and to locate an important valve station on the school property near 148 Street.

Surrey staff have been seeking to meet with School Board and Metro Vancouver staff to further plan toward potential long-term school relocation opportunities and to facilitate an agreement that would enable Metro Vancouver to begin installation of this critical water main later this year.

Irrespective of the potential future school relocation, the Metro Vancouver water main could be located along the ultimate 105 Avenue alignment through the School with limited impact as it is underground infrastructure. It would only impact the playing field during construction and this work could primarily be done during the Summer to avoid impact to students

### **Funding of the School Relocation and 105 Avenue Connector**

As the City is no longer seeking to extend the 105 Avenue Connector through the school property and intend for it to be dedicated through potential future redevelopment of the site, the City is not negatively impacting the School, and as such, there is no reason for the City to provide any compensation to the School Board for the road dedication.

Any future relocation of the school site is at the control of the School Board and the road would only be constructed through redevelopment of the school site. By working with Metro Vancouver in cooperation with the School Board, the cost of a future school relocation could be significantly reduced by utilizing the Whalley Reservoir expansion lands for their playfield.

With an ultimate relocation of the School at some point in the future, the School Board would be able to sell the current school site as a mid to high-density transit-oriented development site. This source of revenue should cover the cost of the land required for the new, more compact school site and a significant portion of the future school construction costs.

## **City's Role**

With Council's endorsement, staff could continue to collaborate with and facilitate an arrangement between the City, the School Board and Metro Vancouver to enable the Metro Vancouver water main to be located through the existing school site and explore options for a future relocated school site to utilize the Metro Vancouver lands for a playfield. By achieving consensus between Metro Vancouver, the School Board and City Council, the Stage 2 Guildford - 104 Avenue Land Use Plan could continue to designate the current school site as a Smart Growth transit-oriented development land use, the proposed new school site for institutional use, and the Metro Vancouver lands for joint use with a school playfield. This solution would facilitate the needs of all three parties.

To clarify the City's updated approach with respect to the delivery and timing of the 105 Avenue connection to 148 Street and encourage the School Board to work with Metro Vancouver and the City on a potential future site for the School, staff recommend that a copy of this report be forwarded to the School Board's Chairperson.

## **FUNDING**

There are no new funding implications to the City as a result of this report and funding of the 105 Avenue Connector between 144 Street and 148 Street will be removed from the next edition of the City's 10-Year Capital Servicing Plan, which is scheduled to be brought forward to Council for their consideration before March 2020.

## **SUSTAINABILITY CONSIDERATIONS**

The results of work of this supports the objectives of the City's Sustainability Charter 2.0. In particular, this plan relates to Sustainability Charter 2.0 themes of Built Environment and Neighbourhoods, and Infrastructure. Specifically, this Plan supports the following Desired Outcomes ("DO") and Strategic Direction ("SD"):

- Neighbourhoods and Urban Design DO4: Surrey's neighbourhoods are safe, accessible, well-connected, walkable and bike friendly;
- Neighbourhoods and Urban Design SD5: Leverage, incentivize and enhance community benefits through the planning and construction of new development; and
- All Infrastructure DO2: Infrastructure systems provide safe, reliable and affordable services.

## **CONCLUSION**

With the suspension of the SNG LRT project along 104 Avenue, the City no longer requires the short-term extension of 105 Avenue between 144 Street and 148 Street. As a result, there is no immediate need for the School to be relocated or any compensation to be made by the City to the School Board.

However, with the planned growth within this area and the current siting of the School, there is good rationale to plan for a future relocation of the School, which would also facilitate the 105 Avenue road connection at that time. There is also an urgent need for Metro Vancouver to construct a critical transmission water main to connect to the Whalley Reservoir. The ideal alignment is through the existing school site along the future 105 Avenue Connector route.

The City has an opportunity to play an important role in encouraging an agreement between Metro Vancouver and the School Board to enable specific uses on each other's lands. To facilitate this, staff recommend that a copy of this report be forwarded to the School Board's Chairperson to seek School Board support for further dialogue between the City, Metro Vancouver and School Board staff on a water main alignment through the School and a future school relocation plan.

Scott Neuman, P.Eng.  
General Manager, Engineering

JB/DM/cc

Appendix "I" – Corporate Report No. R223; 2017

Appendix "II" – 105 Avenue Corridor Project Scope

Appendix "III" – September 27, 2017 Letter from Surrey Board of Education to the City

Appendix "IV" - Potential Alternative School Site

Appendix "V" – Corporate Report No. R147; 2019

NO: **R223**

COUNCIL DATE: **November 6, 2017**

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## REGULAR COUNCIL

TO: **Mayor & Council** DATE: **November 2, 2017**

FROM: **General Manager, Engineering** FILE: **5400-80 (10500)**  
**General Manager, Parks, Recreation & Culture**

SUBJECT: **105 Avenue Corridor Project – Hawthorne Rotary Park Alternative Approval Process**

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## RECOMMENDATION

The Engineering Department and Parks, Recreation & Culture Department recommend that Council:

1. Receive this report as information;
2. Authorize staff to proceed with the implementation of the 105 Avenue Corridor project including land purchases to increase the park size and the Hawthorne Rotary Park improvements; and
3. Authorize the City Clerk to bring forward the Final Reading of the *Surrey Removal of Reservation of a Portion of Hawthorne Park Bylaw, 2017, No. 19337*, as a result of the conclusion of the Alternative Approval Process ("AAP") resulting in approval of the electors being obtained, with less than 10% of all eligible electors submitting valid elector response forms.

## INTENT

The purpose of this report is to obtain Council's approval to proceed with the Final Reading of the *Surrey Removal of Reservation of a Portion of Hawthorne Park Bylaw, 2017, No. 19337* and to authorize proceeding with 105 Avenue Corridor project, Hawthorne Rotary Park Master Plan and Hawthorne Rotary Park improvements. This report will present to Council:

- The history and background of the 105 Avenue project;
- The traffic analysis and the justification for proceeding with the 105 Avenue corridor project;
- The mitigation and park improvement measures planned for Hawthorne Rotary Park; and
- A summary of the conclusion of the AAP results for Hawthorne Rotary Park.

## BACKGROUND

The 105 Avenue Corridor project is a two-lane road between 138 Street and 150 Street, with the general project scope illustrated in the attached Appendix "I". This will complete a long standing objective, first identified in the 1986 OCP, to connect City Centre to Guildford from 132 Street to 154 Street with a green, multi-modal collector road and will include:

- A two-lane road (one travel lane in each direction) for vehicles;
- Separated bicycle lanes within the raised boulevard providing a safer riding corridor;
- Sidewalks improving pedestrian connectivity within the neighbourhood;
- Improved intermodal (cycling, pedestrian and vehicle) access to Hawthorne Rotary Park;
- Improved pick-up and drop off area for Hjorth Road Elementary School;

The original alignment from the 1986 OCP, as illustrated in Appendix "II" ran roughly along the 106 Avenue and bisected Hawthorne Rotary Park. In 2006, the City revised this alignment to avoid sensitive environmental features, and have the alignment minimize impacts to the Park. The 105 Avenue corridor is in the City's 10 Year Servicing Plan as a long term (7-10 years) project to reflect the need to deliver the road with the anticipated development and population growth along the 104 Avenue corridor. With minimal development occurring along the corridor, the project remained in subsequent 10 Year Servicing Plans and within the long term time frame.

Recently, the need to accelerate the project to a short term time frame was identified to maintain and improve neighbourhood access and connectivity during construction of the Surrey-Newton-Guildford ("SNG") Light Rail Transit ("LRT") on 104 Avenue, and operation of the system within five years. Construction of 105 Avenue in advance of LRT would also mitigate concurrent construction activities and lessen impacts on local residents and businesses.

The 105 Avenue corridor also provides the most feasible alignment for a major water main and storm sewer utility relocation that is required as part of the LRT Early Works program. The Early Works are funded through the Government of Canada's Public Transit Infrastructure Fund ("PTIF") and from Provincial and TransLink funding from Phase 1 of the 10 Year Investment Plan. As a condition of this funding agreement, the utility relocations must be completed by December 2018 in order to maintain eligibility for funding. Completion of the Early Works program by December 2018 will also maintain the SNG LRT delivery time for operation of the system within five years.

## DISCUSSION

The 105 Avenue corridor is a complex project with impacts to Hawthorne Rotary Park, Hjorth Road Elementary School and private property. The project is critically important in balancing the needs for transportation infrastructure for the existing community during and after SNG LRT construction, while accommodating the significant population and employment growth along the 104 Avenue corridor, in City Centre and in Guildford Town Centre.

Staff are committed to delivering a very successful 105 Avenue corridor project and five key project guiding principles were developed to ensure effective and successful project delivery:

1. Deliver a critical collector road for the neighbourhood;
2. Improve access to and use of Hawthorne Rotary Park;
3. Provide high quality multi-modal facilities on the new 105 Avenue;



4. Mitigate impacts of the project; and
5. Provide an open and transparent public consultation process.

### **Hawthorne Rotary Park**

As illustrated in Appendix "III", the 105 Avenue alignment is within Hawthorne Rotary Park and is impacting approximately 4 acres of parkland and requiring the removal of approximately 200 trees from the Park. As part of the project, a mitigation plan to offset these impacts is being developed through a Hawthorne Rotary Park Master Plan process. The Master Plan is also intended to improve the park overall guiding investment in new and upgraded park amenities. Incorporating the feedback received at the June 7, 2017 public consultation meeting, initial deliverables of the Park Master plan and 105 Avenue Corridor project will include:

#### ***Parkland and Natural Areas***

- Acquiring approximately 5 acres of adjacent properties resulting in a net increase in the park area of 1 acre;
- Protecting the natural areas adjacent to the Park through the newly acquired park lands;
- Incorporating approximately 450 trees into the Park through the acquired properties;
- Removing the 142 Street connection that was initially planned between 104 Avenue and the 105 Avenue corridor, and
- Introducing environmental and biodiversity enhancements with a new salmon rearing habitat for Bon Accord Creek.

#### ***Amenities***

- Improving access to the Park from 144 Street;
- Relocating the main parking lot and 200 metre long drive aisle to 144 Street and replacing it with green space; and
- Constructing new walking trails and wildlife crossings.

#### ***105 Avenue Corridor***

- Providing a custom road cross section to eliminate most of the on-street parking and minimize the road footprint;
- Including measures to reduce noise through the Park with the use of quiet pavement;
- Providing wider boulevards and enhanced soil volumes for large street tree growth; and
- Constructing a plaza and roundabout at 144 Street for traffic control and to act as an entry feature.

A rendering of some of these initial deliverables are illustrated in Appendix "IV". The overall mitigation will result in both a net increase in the size of the park and an increase in the number of trees as well as improvements to the overall access to and use of the Park.

The Hawthorne Rotary Park Master Plan is also intended to deliver a range of improved amenities to the community. While these need to be confirmed with residents at an upcoming open house, the following items are proposed to improve the active areas of the park:

- New waterpark that also helps feed the wetland ensuring an appropriate reuse of runoff from the spray features;
- New destination scale playground with play features for all ages including parkour for youth;

- New washroom building; and
- New fenced dog off leash area

The estimated cost of these park improvements is \$3 Million with the final plan of amenities and timing of work informed by the input from residents at the open house.

It should also be noted that a recent independent consultant study indicated that, while the area was formerly a bog, it no longer contains many of the species and ecosystems that function as a bog. As a result, the new proposed salmon rearing habitat will enhance the biodiversity of the park by providing wetlands that do not currently occur there.

### **Hjorth Road Elementary School**

As illustrated in Appendix “V”, the 105 Avenue Corridor alignment between 147 Street and 148 Street is proposed to go through the outdoor play field for Hjorth Road Elementary School. City staff have recognized the impacts that the alignment has on the school and have met with School District 36 staff over the past five years to discuss short and long term options. At the September 20, 2017 Regular Board Meeting, the School Board 36 Trustees requested a meeting with City staff to work collaboratively on developing the short term plans for the field relocation, and the long term plans to identify and secure an appropriate future Hjorth Road Elementary School within Surrey. The School Board 36 Trustees have requested that the outcomes be committed to in writing.

Staff can reaffirm the commitment to develop a mitigation strategy for the impacts of the 105 Avenue corridor project on the school site and the initial plans are outlined below.

#### ***Short Term Strategy***

- Providing a new relocated play field that is better than the existing gravel field;
- Including traffic calming on 105 Avenue corridor consistent with City practice for Collector roads adjacent to elementary schools;
- Improving pick-up and drop-off from the additional street frontage;
- Accommodating new multi-modal access from all directions; and
- Considering new or enhanced playground structures.

#### ***Long Term Strategy***

- Work with School District 36 staff to identify a new school site as part of the 104 Avenue Corridor and Guildford Town Centre Land Use Study; and
- Review and consider alternative funding solutions for the necessary acquisition of lands, construction of new school, and sale of the existing site.

The short term improvements are generally illustrated in Appendix “VI”. Ultimately, staff will work with School District 36 to create a Memorandum of Understanding to bring forward for Council’s consideration.

Should the City not find a resolution with the School Board in the short term, the City will wait to complete the 105 Avenue connector from 147 Street to 148 Street until a plan is in place to the satisfaction of the School Board and the City. Should a mutual agreement not occur, the City would complete 147 Street from 104 Avenue to 105 Avenue.

## Traffic Analysis

As part of the SNG LRT project, there will be opening day capacity reductions on 104 Avenue from four lanes to two lanes in many locations. While the long term plan is to protect 104 Avenue for four travel lanes, this is not anticipated to occur until a significant amount of development occurs along the corridor. The existing volumes along 104 Avenue range from 28,000 vehicles per day to 32,000 vehicles per day, which make it one of the City's busiest corridors. In total there are approximately 74,000 vehicles per day ("vpd") that utilize the three continuous east-west corridors of 100 Avenue (17,000 vpd), 104 Avenue (32,000 vpd) and 108 Avenue (25,000 vpd) between Guildford Town Centre and Surrey City Centre. While many new and existing trips along these corridors are expected to be made by Transit using the SNG LRT, there is still a need to accommodate the remaining east-west vehicle movements.

Vehicle license plate survey and traffic modelling have been conducted to determine the SNG LRT opening day (2023), medium term (2030) and long term (2040) impacts on 104 Avenue, 105 Avenue connector, 100 Avenue and 108 Avenue. The vehicle license plate survey determined that over 50% of vehicle traffic (16,000+) use 104 Avenue between 152 Street and Whalley Boulevard for localized trips. The study also indicated that many of these trips were less than 800 metres on 104 Avenue. This implies that 104 Avenue is both functioning as an arterial road and as a collector road, distributing shorter trips along the network. This is not surprising as there are no east-west road corridors between 104 Avenue and 108 Avenue.

Associated capital improvements are already underway on the adjacent corridors of 100 Avenue and 108 Avenue to accommodate the redistribution of the longer distance east-west through traffic trips away from 104 Avenue. These adjacent corridor improvements and reductions in 104 Avenue capacity were included into traffic model simulations, and it was forecast that 40-50% of through traffic will utilize 108 Avenue and 100 Avenue as an alternative arterial corridor during and after construction of the SNG LRT project. Unfortunately, with the reduction of capacity along 104 Avenue, signalization priority for SNG LRT, and increase in overall pedestrian activity (to and from LRT stations), 104 Avenue will be unable to accommodate the remaining 16,000 vpd without significant delays and queues.

With the 105 Avenue project included, forecast traffic volumes are approximately 10-12,000 vpd, and 104 Avenue operates within acceptable levels of congestion. This projected volume for 105 Avenue is well within typical collector road volumes. Even with growth in ridership on the SNG LRT line and the 105 Avenue in place, by 2030, both 100 Avenue and 108 Avenue will be approaching capacity, and by 2040, 104 Avenue will require four travel lanes due to the population and employment growth in the City Centre, the 104 Avenue corridor and the Guildford Town Centre areas.

Access and circulation within the local neighbourhood will be disrupted, with many of the full movement intersections and accesses along 104 Avenue restricted to right-in and right-out only as part of the SNG LRT construction. The 105 Avenue project will reduce the amount of circulation required for local neighbourhood and business access, both during and after the SNG LRT project on 104 Avenue.

## **Conclusion of Alternative Approval Process**

On January 15, 1979, a Bylaw was adopted by Council to reserve portions of lands in Hawthorne Rotary Park for park purposes. The old Park Reservation Bylaw applies to six specific properties within Hawthorne Rotary Park as identified in Appendix "VII" of this report. Due to the importance of the 105 Avenue project, staff recommended that Council undertake the AAP as authorized under s.84 and s. 86 of the *Community Charter* to facilitate the legislative requirements for removing the reservation Bylaw.

The AAP allows an opportunity for eligible electors to indicate to Council that they are opposed to the removal of the Park reservation through the submission of an Elector Response Form. As the removal of reserved parkland is considered a matter of interest to all Surrey residents, the AAP was applied to the entire City. The *Surrey Removal of Reservation of Parkland of a Portion of Hawthorne Park Bylaw 2017, No. 19337* ("Removal of Park Reservation Bylaw") is considered approved if less than 10% of the registered electors submit their Elector Response Forms. The total number of electors (303,372 total electors) provided for the City was from the 2017 Provincial Government Election data which was used to determine the required 10%, which is 30,372.

To maintain project deadlines for completion of SNG LRT Early Works utility relocations by the end of 2018 and the opening of the road before major SNG LRT construction, the AAP began in Early August 2017 and was completed on September 22, 2017. At the October 23, 2017 Regular Council Meeting Corporate Report R204; 2017 *Conclusion of Alternate Approval Process for Hawthorne Rotary Park* was presented indicating that 11,161 valid response forms were received. This represented 3.7% of the valid electors, and in accordance with Section 86 of the *Community Charter*, the approval of the electors was obtained.

## **Recommendation - Proceeding with 105 Avenue Corridor Project**

As a result of the approval of the electors being received from the AAP, the Engineering Department recommends that Council both authorize the City Clerk to bring forward the final reading of the Removal of Park Reservation Bylaw, and to proceed with the implementation of the entire 105 Avenue corridor project, including the initial Hawthorne Rotary Park improvements.

The 105 Avenue corridor project is considered critical to the success of the 104 Avenue Corridor and Guildford Town Centre Land Use plan and for the delivery of the SNG LRT project and park improvements, as it:

- Improves access and circulation for existing residents;
- Accommodates access and circulation for the growth planned in the City Centre, 104 Avenue corridor and Guildford Town Centre land use plans;
- Reduces the block spacing from 800 metres to approximately 400 metres;
- Benefits the approximately 74,000 drivers that currently travel the east-west corridors of 100 Avenue, 104 Avenue and 108 Avenue;
- Reduces the reliance on 104 Avenue for local access and circulation during and after SNG LRT construction;
- Provides a consistent east-west multi-modal connection;
- Provides the preferred alignment for the SNG LRT Early Work water main relocation and will meet the PTIF funding deadline and budget allowance;
- Allows the SNG LRT to construct a preferred cross section on 104 Avenue;



- Improves access and visibility to Hawthorne Rotary Park; and
- Allows Engineering to fund and advance components of the Hawthorne Rotary Park Master Plan, including removal of the existing parking lot and drive aisle and addition of a new salmon rearing habitat.

### **Implications of Not Proceeding**

If the recommended approach is not adopted, there will be critical impacts to the SNG LRT project and to the planned growth in the City Centre, 104 Avenue corridor and Guildford Town Centre, which includes:

- An alternative corridor for the SNG LRT Early Work water main relocation will be required. The delays in designing a new alignment may create challenges in meeting the December 2018 PTIF funding deadline;
- Significant delays and queues will be experienced along 104 Avenue for the 2023 opening day of SNG LRT project; and
- An inadequate transportation network for the long term population and employment growth planned for the City Centre, 104 Avenue corridor and Guildford Town Centre plans.

### **Next Steps**

It is understood that moving forward with the project as recommended may be perceived negatively by some residents who opposed the Bylaw amendments. In order to effectively communicate the rationale of the Bylaw amendment, the benefits of the property acquisition mitigation strategy and the planned investments in Hawthorne Rotary Park, staff will continue to highlight and communicate the mitigation strategy which includes:

- Increasing the size of the Park by acquiring approximately 5 acres of compensation lands for the Park, bringing the total of replacement land in excess of the removal for road purposes resulting in a net increase in the size of the Park;
- Details of the nature of these acquisitions in terms of net increase of natural area and protection of trees; and
- Undertaking the Hawthorne Rotary Park Master Plan and significant investment of \$3 million being made for additional amenities and enhancements to Hawthorne Rotary Park.

### **Timing for the 105 Avenue Corridor Project**

In order to maintain project deadlines for completion of the SNG LRT Early Works utility relocations by the end of 2018 and the opening of the road before major SNG LRT construction on 104 Avenue, it is critical to proceed with the implementation of the 105 Avenue corridor.

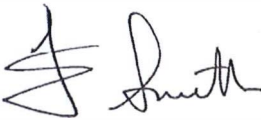
Staff will investigate construction sequencing opportunities and delivery methods which will allow the majority of the Phase 1 roadwork and improvements in Hawthorne Rotary Park, including the redevelopment of the waterpark, playground washroom and parking lot, to be completed as early in 2018 as possible.

## DEPARTMENTAL REVIEW

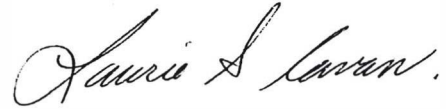
Parks, Recreation & Culture staff have been consulted on the removal of the amendment to the Bylaw and understand its necessity to achieve broader City objectives. There is support for the Engineering Department's commitment to acquiring additional properties to achieve a net increase in the area of Hawthorne Rotary Park and the opportunities to enhance the Park through the Master Plan process and project delivery.

## CONCLUSION

Due to the critical importance of the 105 Avenue corridor project, the Engineering Department and Parks, Recreation & Culture Department are recommending that Council proceed bring forward the final readings of the Removal of Park Reservation Bylaw, as the approval of the electors has been obtained. The removal of the Park Reservation Bylaw will allow the City to proceed with SNG LRT Early Works utility relocations and with the majority of the 105 Avenue corridor project as presently planned and include initial improvements to Hawthorne Rotary Park as part of the City's mitigation plans.



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



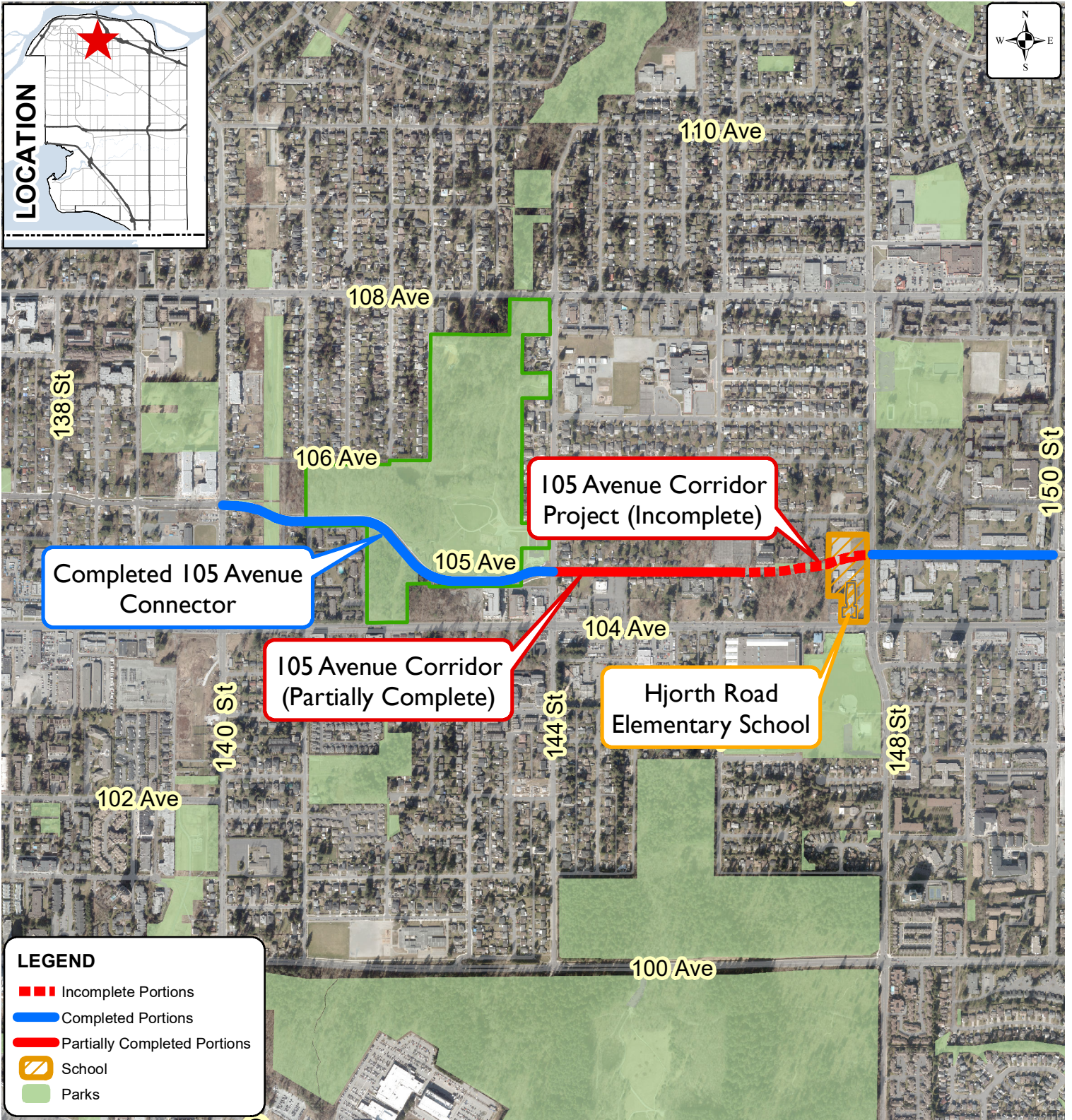
Laurie Cavan  
General Manager,  
Parks, Recreation & Culture

FS/DM/cc

- Appendix "I" - 105 Avenue General Alignment
- Appendix "II" - 1986 OCP 105 Avenue Alignment
- Appendix "III" - 105 Avenue Corridor Alignment through Hawthorne Rotary Park
- Appendix "IV" - Hawthorne Rotary Park Initial Improvements Renderings
- Appendix "V" - 105 Avenue Corridor Alignment through Hjorth Road Elementary School
- Appendix "VI" - Hjorth Road Elementary School Playfield Relocation Rendering
- Appendix "VII" - Properties Included in the Portion of Hawthorne Park, Park Reserve Bylaw, 1979, No. 5812



# AERIAL PHOTOGRAPH OF SITE



Produced by GIS Section: 08-Jan-2020, P205934

Date of Aerial Photograph: March, 2019

Scale: 1:13,000 0 130 M



## 105 Avenue Corridor Project Scope

ENGINEERING DEPARTMENT

The data provided is compiled from various sources and IS NOT warranted as to its accuracy or sufficiency by the City of Surrey.  
 This information is provided for information and convenience purposes only.  
 Lot sizes, Legal descriptions and encumbrances must be confirmed at the Land Title Office.



September 27, 2017

Mayor L. Hepner & City Councillors  
City of Surrey  
13450 104 Avenue  
Surrey, BC V3T 1V8

CLERKS DEPT.  
0360-20  
SEP 29 2017

TO: Council  
For Your Information  
FOR [Signature] CITY CLERK  
OH  
XC: Cm Engineering City Manager

Dear Mayor Hepner,

I am writing on behalf of our Board of Education to address the Hjorth Road Elementary School ("Hjorth Road School") and the impact of planned roadway changes and the related new ALRT route and station. I would like to acknowledge and thank you for the opportunity to discuss these issues at our meeting on July 26<sup>th</sup>. I would also like to emphasize that the Board is fully aware and are supportive of the fact that there is a crucial need and community desire for improvements to transportation infrastructure in our rapidly growing city. It is also important to note that the Board's role is to ensure that the educational needs of all our students are met and that this includes providing safe, accessible and appropriate school sites and facilities.

As you are aware, there are a number of negative impacts this project will have on the school which may leave the current Hjorth Road School inappropriate for the educational services required over the medium to long term. This is particularly true given the highly vulnerable Inner-City demographic of the school's growing student population and the fact that the district does not have another school in close proximity or the capacity to absorb these students elsewhere.

At the public Board of Education meeting held on September 20<sup>th</sup>, our Board of Education received a report from our Superintendent providing the background on the issues as well as a summary of the Board's position should these projects proceed as currently planned (copy attached). As you are aware, the Board's position is as follows:

1. The students of the Hjorth Road School must be left in a better position in terms of a safe, accessible, educationally and operationally appropriate school site and building; properly sized and outfitted to meet today's educational requirements.
2. A written agreement must be executed by both parties that fully and appropriately addresses all district concerns before any work can proceed on school district lands. This agreement will include a commitment to:
  - a. The city providing a replacement field for the school prior to commencing work on Hjorth Road School lands. The replacement field needs to provide the same or improved levels of access and supervision that we currently have in place;

LEADERSHIP IN LEARNING

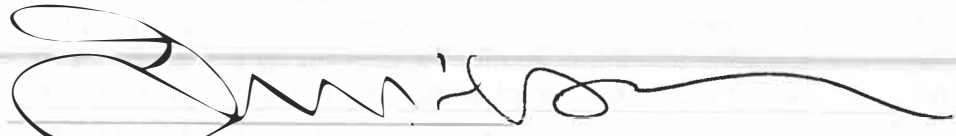


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- b. The city to work collaboratively with the Board of Education to identify and transfer ownership to the district of an appropriate replacement site that meets current standards for an elementary school; and
- c. The city to provide the district with sufficient funding to build a replacement school meeting current standards and of an equivalent size.

The Board of Education looks forward to continuing to work with you to address the issues raised regarding the impact of these much-needed transportation projects and their potential impact on the Hjorth Road School.

As originally requested in our email dated May 15, 2017, we respectfully request a meeting with you and City Council in the near future to discuss our concerns in more detail and to determine a plan moving forward.



Shawn Wilson  
Chairperson  
Board of Education

SW/kb

cc: Trustees  
Executive

LEADERSHIP IN LEARNING

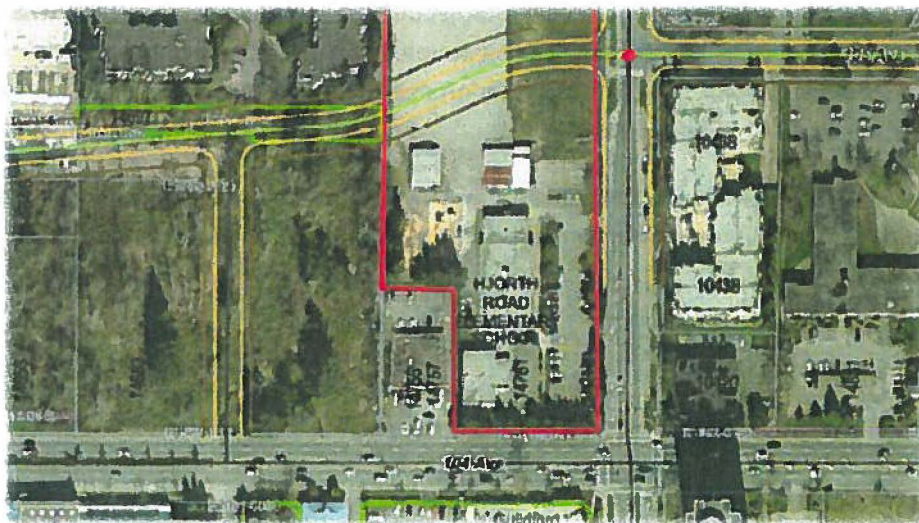
September 20, 2017

**Briefing Note: Hjorth Road Elementary  
Impact of Light Rail Transit and the 105 Avenue Corridor Project**

It is no secret that there is the crucial need and a community desire for improvements to transportation infrastructure in our rapidly growing city. The City of Surrey has been trying to implement a comprehensive transportation plan for the city for several years and these plans include the 105 Avenue Corridor Project and Light Rail Transit (LRT). Led by TransLink, the planning processes have spanned 25 years. Extensive information on the planning and current presentations can be found on the [City's website](#). For the school district, we welcome improved transit in the region, but our priority is the impact on our schools. Specifically, we wanted to take this opportunity to comment on the potential impact on Hjorth Road Elementary school.

Currently, there is no agreement between the City and the School District on any construction or alterations to our site. This briefing note outlines our concerns and our requests so the City is aware of the impact on our school and the public is aware of our ongoing conversations with the City.

The LRT project includes a connector that intersects the school property and the creation of a LRT station next to the school.



Over the past five years and beginning in the spring of 2017, through several meetings with staff from the City of Surrey, we received detailed information about the impact of the plans on Hjorth Road

**LEADERSHIP IN LEARNING**

Elementary. Our Board has communicated several concerns and we are working closely with both staff and the council and Mayor on how our concerns can be addressed. Specifically, our concerns are that:

- the proposal includes placing a road through the playfield of the school. This would render the playfield, which is central to the operation of the school, unusable;
- the proposal also includes the creation of an LRT station at the intersection of 104 and 148 which is directly in front of the school. The station will require space along the 104 Avenue frontage of the school and will be a point of significant traffic, creating noise and safety issues for our students.
- the removal of the field is to create a through road on the north side of the school as a means to reduce the traffic load on 104 Avenue resulting from the LRT expansion. The subsequent creation of a road will mean that the school will be bounded on all four sides by roads. The increase in noise and traffic creates both practical and safety concerns for the school.

To address these concerns, we have asked the city for the following things:

1. That the city create short-term options for a replacement field for the school. The replacement field must be in place before any construction commences on the existing school property and the new field must provide the same levels of access and supervision that we currently have in place.
2. That also, in the short term, the city work collaboratively with the Board of Education to identify and transfer ownership to the district of an appropriate replacement site that meets current standards for an elementary school; and
3. That the city provide the district sufficient funding to build a replacement school meeting current standards and of an equivalent size.

Hjorth Road Elementary school is central to our community. We realize and appreciate that the creation of a robust transportation system is in the best interest of Surrey, but we need to ensure that our community school remains viable and safe. Having access to a viable playfield on-site is essential to the operation of a school and again, should the project proceed, the field needs to be in place before any construction commences on school property.

Our meetings with the City of Surrey have been pro-active, supportive and collaborative. We look forward to working together in the time ahead so that we can together create a rich and vibrant city that serves our children well.

Sincerely,



Jordan Tinney  
Superintendent of Schools/CEO

## LEADERSHIP IN LEARNING

Surrey Schools – Superintendent's Department 14033 92<sup>nd</sup> Avenue, Surrey, B.C. V3V 0B7  
Tel: (604) 595-6308 Fax: (604) 595-6309 [www.surreyschools.ca](http://www.surreyschools.ca)



Produced by GIS Section: 18-Dec-2019, JJR

Scale: 1:5,000



**Proposed Alternative School Site  
(as shown in the current Council endorsed  
Stage 1 Guildford Town Centre – 104 Avenue  
Corridor Land Use Plan)**

**ENGINEERING  
DEPARTMENT**

NO: R147

COUNCIL DATE: July 8, 2019

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**REGULAR COUNCIL**

**TO: Mayor & Council** **DATE: July 4, 2019**

**FROM: General Manager, Planning & Development** **FILE: 6520-20 (GTC)**  
**Acting General Manager, Engineering**

**SUBJECT: Guildford Town Centre-104 Avenue Corridor Stage 1 Plan**

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**RECOMMENDATION**

The Planning & Development Department and the Engineering Department recommend that Council:

1. Receive this report for information;
2. Approve the proposed Guildford Town Centre-104 Ave Corridor Stage 1 Plan, including the land use, transportation, and parks and open space concepts, attached as Appendix "I" and generally described in this report;
3. Approve the proposed boundary extensions to the Guildford Town Centre-104 Ave Corridor plan area, as described in this report and illustrated in Appendix "II";
4. Authorize staff to proceed with all necessary actions to proceed to the Stage 2 plan development for Guildford Town Centre and the 104 Avenue Corridor, as generally described in this report;
5. Authorize staff to receive and process development applications for properties within the Guildford Town Centre-104 Avenue Corridor plan area on the basis of the Stage 1 Plan, provided that any such application not proceed to final approval until a completed final plan is approved by Council; and
6. Approve the Guildford Town Centre-104 Avenue Corridor Interim Implementation Strategy, as described in this report and attached as Appendix "III".

**INTENT**

The purpose of this report is to provide a summary of the Guildford Town Centre-104 Avenue Corridor planning process and to seek authorization to proceed with the Stage 2 planning process. It outlines all necessary actions to proceed with the Stage 2 planning process and presents an Interim Implementation Strategy that will allow staff to begin processing development applications in the plan area.



## **BACKGROUND**

Guildford Town Centre has long been an important commercial centre in North Surrey. In the Whalley-Guildford Plan (adopted in 1977), Whalley and Guildford were identified as two commercial nodes connected by 104 Avenue, which would serve as the “downtown spine.” This changed in 1994 when SkyTrain was extended to Surrey and Whalley Town Centre was re-branded as Surrey City Centre. As a result, Guildford Town Centre and the 104 Avenue Corridor have not realized the degree of potential growth and type of development intended by the Whalley-Guildford Plan.

In 2014, Surrey City Council adopted a new Official Community Plan (“OCP”) that established priorities for accommodating population and employment growth in Surrey. The OCP prioritized growth in Surrey City Centre, the existing town centres, and newly identified Frequent Transit Development Areas (“FTDA”), in alignment with Surrey’s commitments in the Metro Vancouver Regional Growth Strategy (“RGS”).

In the same year, the TransLink Mayors’ Council endorsed a 10-Year Vision for Transit and Transportation in Metro Vancouver (“the Vision”). Included in the Vision was the addition of 27 kilometres of new rapid transit service in Surrey, along three corridors, Fraser Highway, King George Boulevard, and 104 Avenue, with 104 Avenue identified as one of the rapid transit corridors.

A consulting team comprising DIALOG BC, Kerr Wood Leidal, Steer Davies Gleave, and Colliers International was retained to support the planning process including delivery of a comprehensive program of public consultation. Subsequently, work proceeded according to a town centre planning process as outlined in the following sections.

On November 5, 2018, Council revisited the phasing and technology of the rapid transit investments in Surrey and prioritized the Fraser Highway Surrey-Langley Skytrain (“SLS”) corridor. The 104 Avenue corridor has been maintained as a future rapid transit corridor, which provides rationale for the completion of the Guildford Town Centre Plan – 104 Avenue Plan.

## **DISCUSSION**

### **Plan Area**

Guildford Town Centre and the 104 Avenue Corridor are located in the communities of Guildford and Whalley, extending east from the edge of City Centre to the Trans-Canada Highway (Highway 1). The plan area is extensive, covering approximately 500 hectares, and is bound generally by 140 Street, 108 Avenue, the Trans-Canada Highway, 158 Street, and 100 Avenue.

As illustrated in Appendix “IV,” the plan area is comprised of Guildford Town Centre and two primarily residential areas, flanking it to the east and west. The town centre is a moderately dense multi-family and commercial area which developed around the Guildford Town Centre shopping centre (hereafter referred to as “Guildford Mall” to distinguish it from the administrative area of the same name).

As of 2016 the plan area was home to approximately 24,000 residents. It has been growing at a rate of about 3% per year, mirroring Surrey’s overall growth rate. Demographically, the area is more diverse than the rest of Surrey with English being a “mother tongue” to only 39% of the

population (compared to 46% for Surrey as a whole). The area is also home to nearly 1,000 individuals that identified as Indigenous.

In 2017, there were approximately 9,200 private dwellings in the plan area. Single family homes, duplexes, and secondary suites accounted for one-fifth of all dwellings with the rest being found within multi-family developments (townhouses and apartments). Of note, 48% of dwellings were rented which is significantly higher than the 27% of dwellings that are rented in the whole of Surrey.

Approximately 5,000 jobs are located within the plan area. Notable employment centres include Guildford Mall and nearby office developments. Employment is also found within schools, civic facilities, and other retail and service commercial developments. There are no industrial jobs in the plan area.

According to Surrey's OCP, the town centre area has a combination of the following land use designations: Town Centre, Commercial, and Multiple Residential. The residential areas outside the town centre are designated a combination of Commercial, Multiple Residential, Urban, and Conservation and Recreation.

### Stage 1 Planning Process

In May 2017, work began on Stage 1 of the Plan. The Stage 1 planning process included the completion of various background studies, the development of a vision for the plan area, the exploration of land use alternatives, and the preparation of a draft Plan including the land use, transportation, and parks and open space concepts, as illustrated below.

Stage 1 Planning Process



This was accompanied by a comprehensive program of public and stakeholder consultation in order to engage with the diverse interests represented in the area, including renters, homeowners, businesses, community groups, and public agencies. Details of the consultation activities, along with key findings, are described in the following sections, as well as in a consolidated consultation summary attached as Appendix "V."

## Background Studies

As an initial step of the planning process, staff and consultants conducted various background studies and research. These included an environmental study, a residential and commercial market assessment, and an area profile.

The environmental study, undertaken by Kerr Wood Leidal, took inventory of existing aquatic and terrestrial habitat features in the plan area, including streams, vegetation, wildlife and tree canopy. The study identified opportunities for parkland and natural area acquisition, in alignment with the Surrey's Biodiversity Conservation Strategy, and the Green Infrastructure Network ("GIN").

The objective of the market assessment, undertaken by Colliers International, was to gain an understanding of the demand for new residential and commercial development in the plan area. According to Colliers International, the existing demand for townhouses and low-rise apartments in the plan area would be augmented by a demand for high rise apartments in the town centre. When the assessment was undertaken, this was attributed to the anticipated introduction of the rapid transit line. It is expected that the same would hold true under an alternate rapid transit scenario. It was estimated that the plan area could absorb approximately 400 new residential units annually over the next 30 years. The timing of future rapid transit along 104 Avenue will play a large part in whether this pace of growth can be realized.

The commercial assessment determined that the increased population in the plan area could potentially support an additional 160,000 square feet of retail floor space by 2046 in proximity to future rapid transit stations. The majority of this was to be located around Guildford Mall, particularly through the redevelopment of the former Sears site that sits largely vacant. While there is currently no information on station locations for a future rapid transit line along 104 Avenue, a station would be expected at Guildford Mall under any scenario. It was assumed that significant office development would not occur in the plan area, but instead be directed to City Centre.

## Vision, Principles and Objectives

In the fall of 2017, staff consulted with the public and stakeholders to generate ideas that would be used to develop the guiding vision and principles for the plan. Engagement activities included "pop-up" events at high traffic locations in the community, a series of public open houses, thematic stakeholder workshops with groups representing transportation, environmental, social service and business interests in the plan area, and an online survey open to the general public.

This culminated in the preparation of a draft vision that describes the desired future state of the plan area. The draft vision statement, in its short form, is as follows:

*The Guildford Town Centre and 104 Avenue Corridor are dynamic neighbourhoods that are green, rich with choice, and a destination for both locals and visitors.*

In addition, six related principles have informed the planning and design approach and guided the plan development process. They include:

1. Enhanced Journeys and Destinations;



2. A Community Heart at Guildford Town Centre;
3. Connecting Nature and People;
4. Beautiful and Engaging Places for People;
5. Diverse, Inclusive, and Welcoming; and
6. Sustainable and Resilient.

The public and stakeholders were asked to confirm the vision and principles in subsequent open houses and surveys. According to a survey conducted in spring 2018, there was general support for the vision statement with 72% of survey participants having a positive or neutral response to it. The draft vision, principles and objectives, in their long form are attached as Appendix "VI".

#### Alternatives Exploration

In early 2018, staff and consultants developed two preliminary land use concepts. These explored various ideas with respect to the density and height of new development and how they would transition within the plan area. The two concepts, representing two opposing growth patterns, were entitled "Focused Growth" and "Dispersed Growth" (as shown in Appendix "VII"). In both concepts, multi-family and mixed-use development is concentrated within the town centre and along 104 Avenue. However, the concepts varied in terms of the range of densities, the location and number of tower "nodes," and how gradually densities transitioned from apartments to single family.

These concepts were presented to the public in order to gauge the level of support for the differing approaches to density and height. The results of an open house and online survey conducted in March 2018 found that the two concepts garnered similar levels of support.

While there were differing perspectives on growth and density among survey participants, some referenced the need to focus growth around future rapid transit stops, thereby encouraging the use of transit and minimizing vehicular traffic. There was also recognition that density is required to create more housing and to support retail in the area. The inclusion of a school site in the town centre was the most supported feature of the Focused Growth concept and its omission the least supported feature of the Dispersed Growth concept.

Some of the concerns expressed by survey participants related to the perceived incompatibility of new development with existing neighbourhood character and potential impacts on existing views. Others questioned the ability of existing infrastructure to accommodate new growth. Another concern that was expressed was around the displacement of lower-income residents, renters, and/or newcomers to Canada, and overall affordability. Many participants referenced the importance of maintaining green spaces in the area.

#### Draft Plan Development

Based on the results of the March 2018 open house and survey, staff developed a draft plan which included a land use concept along with associated transportation and parks and open space concepts. The plan also included new elementary school sites. The draft plan incorporated features from both the Focused Growth and Dispersed Growth concepts and reflected input from

survey participants. The plan also followed the direction to maintain density around future rapid transit stops and to gradually transition densities and heights to lessen the impact on existing neighbourhoods.

The draft plan was presented at a public open house and stakeholder workshop in May 2018, where it received a generally favourable response. Subsequently, minor adjustments were made to the plan to address feedback gathered through an additional online survey and from meetings and communication with property owners and other stakeholders.

In November 2018, Council directed staff to begin planning for SLS. Based on this direction, staff undertook a further review of the draft plan to identify any changes necessitated by the revised transportation assumptions. Although the pace of growth is expected to slow, it was determined that revisions would be relatively minor, recognizing that 104 Avenue is currently serviced by bus rapid transit (96 B-Line) and remains a designated future rapid transit corridor. As such, the plan establishes a long-term vision for growth and provides the foundation for future rapid transit investment along 104 Avenue. The revised concept was presented at an additional public open house in May 2019, which was attended by over 300 individuals.

A final online survey accompanied the open house and was completed by 947 individuals, 66% of which identified themselves as plan area residents. The results of the survey indicated over two-thirds support of the draft plan.

The overall draft land use plan received positive or neutral responses from 71% of respondents, while its specific approaches to supporting affordable housing and additional school capacity garnered 67% and 81% respectively. Response to the transportation concept was also generally favourable with its proposed road network receiving 66% positive or neutral responses. Response to the plan's approaches to protecting fish and wildlife habitat and providing new parks in growth areas received 87% and 90% positive or neutral responses respectively.

Even with the reasonably high levels of support for the draft plan, some respondents continued to have concerns around the following issues:

- The amount of development, density and/or height in the plan area;
- The impact of development on housing affordability;
- The potential for increased traffic congestion and unsafe roads;
- The increased demand on infrastructure and services such as schools, libraries and recreation facilities;
- The protection of natural areas and the adequacy of parks to accommodate growth;
- The need for amenities, including shopping, services, entertainment, and cultural attractions;
- The importance of supporting job growth and business opportunities; and
- The existing levels of crime in the area and fear that they will increase.

Staff have reviewed these issues and determined that many of them are being addressed through existing City strategies or parallel streams of work, such as the Affordable Housing Strategy, the Surrey Vision Zero Safe Mobility Plan, an update of the new Transportation Strategic Plan (in process), the Biodiversity Conservation Strategy, the Parks, Recreation & Culture Strategic Plan, and the Public Safety Strategy. In addition, many of these issues will be further investigated and addressed during Stage 2 of plan development or through individual development applications, where appropriate.

### **Overview of the Draft Plan**

The proposed Guildford Town Centre-104 Avenue Corridor Stage 1 Plan (attached as Appendix "I") is the culmination of work undertaken over the course of the last two years. It is reflective of consultation with area residents and other stakeholders, and embodies the vision and principles developed early in the process. The Stage 1 Plan also represents a clear strategy to integrate land use and sustainable transportation systems, while addressing concerns around the supply of affordable housing and planning for adequate school capacity.

The Stage 1 Plan being recommended in this report is largely in keeping with the most recent version presented to the public at the last open house in May of this year. It is comprised of three key components, including a Land Use Concept, Transportation Concept and Parks and Open Space Concept.

#### Land Use Concept

The proposed land use concept recognizes the function of the town centre as the primary commercial, institutional, and civic heart of the Guildford community. It concentrates much of the higher density land uses within the town centre adjacent to the Guildford Mall. A secondary high-density mixed-use node is located at 144 Street. Both Guildford Mall and 144 Street are likely locations of future rapid transit stations. Moderate densities are allocated to the remainder of the 104 Avenue corridor and to the remainder of the town centre.

A gradual transition of heights and densities is maintained between higher density areas and existing single-family areas that will be retained at the periphery of the plan area. In doing so, the draft plan maintains a diversity of housing types. Areas of existing purpose-built rental housing are preserved except for those properties fronting onto the 104 Avenue corridor.

The following land use designation descriptions, including intended form, character and use, are preliminary and subject to further refinement which may be undertaken during Stage 2 of plan development. Allowable densities, measured in Floor Area Ratio ("FAR"), will be outlined for each land use designation within the Stage 2 planning process. Applications submitted concurrent with the Stage 2 planning process should meet the intent of the land use designations as described below. Applications should also refer to the Guildford Town Centre-104 Avenue Corridor Interim Implementation Strategy for additional direction regarding density (attached as Appendix "III").

#### *Mixed-Use Areas*

Four mixed-use designations are included in the land use concept, requiring, at minimum, one floor of active commercial (retail) uses with office and/or residential uses above. Mixed-use areas are primarily located along 104 Avenue and 152 Street within the town centre, but also at the node

at 144 Street and adjacent to existing or approved commercial developments. The mixed-use designations will also allow purely commercial developments on sites that are designated Town Centre in the OCP.

- *High-Rise Mixed-Use*

The High-Rise Mixed-Use designation is intended for high-rise development of up to 36 storeys including, at minimum, a two-storey podium. Podiums of four to six storeys are strongly encouraged. Most of the former Sears site, bounded by 104 Avenue, 150 Street, 105 Avenue and 152 Street has this designation. This area will form the new heart of the town centre, transforming the former Sears site into a multi-use retail and residential precinct with public gathering spaces and a commercial high street. This designation is mirrored across 104 Avenue to the south, but redevelopment of the main (south) mall site is not anticipated for several decades.

- *Mid- to High-Rise Mixed-Use*

The Mid- to High-Rise Mixed-Use designation is found primarily in the town centre, flanking the High-Rise Mixed-Use Areas. This designation is intended for mid to high-rise development of up to 24 storeys including, at minimum, a two-storey podium. Podiums of four to six storeys are strongly encouraged. This designation is also proposed for the east side of 152 Street opposite the Guildford Mall, for a mixed-use node at 144 Street, and for the Hjorth Road Elementary School site in the event that the school is relocated.

- *Low- to Mid-Rise Mixed-Use*

The Low- to Mid-Rise Mixed-Use designation is intended for development of up to six storeys. This may be increased to eight storeys for constrained sites or those in key density transition locations. This designation is proposed for a handful of locations in the town centre and along 104 Avenue.

- *Low-Rise Mixed-Use*

The Low-Rise Mixed-Use designation is intended for low-rise development of up to four storeys. This may be increased to five storeys for constrained sites or those in key density transition locations. This designation is proposed for locations adjacent to secondary commercial centres and in areas where a transition of density is desired.

### *Residential Areas*

A variety of residential designations are included in the land use concept to support a diversity of housing options. These range from single family dwellings to high rise apartments. The bulk of the plan area is designated for multi-family housing, particularly in the town centre and along 104 Avenue. Apartment designations will also allow mixed use development in the form of ground level active commercial (retail) uses with residential uses above, subject to an appropriate interface with neighbouring developments.



- *Mid- to High-Rise Apartment*

The Mid- to High-Rise Apartment designation is intended for mid to high-rise residential development of up to 18 storeys including, at minimum, a two-storey podium. Podiums of four to six storeys and/or two-storey townhouses at grade are strongly encouraged. The intent of this designation is to offer a more gradual transition in building height and form between high-rise and low-rise areas. This designation is found primarily in the town centre, but also at the mixed-use node at 144 Street and in the vicinity of Hjorth Road Elementary School in the event that the school is relocated.

- *Low- to Mid-Rise Apartment*

The Low- to Mid-Rise Apartment designation is intended for development of up to six storeys. This may be increased to eight storeys for constrained sites or those in key density transition locations. Two-storey townhouses at grade are strongly encouraged. This designation is found throughout large portions of the town centre as well as along much of 104 Avenue.

- *Low-Rise Apartment*

The Low-Rise Apartment designation is intended for low-rise development of up to four storeys. This may be increased to five storeys for constrained sites or those in key density transition locations. Two-storey townhouses at grade are strongly encouraged. The intent of the designation is to provide a transition in building height and form between townhouses and six-storey apartments. It also recognizes the presence of existing strata development that is not likely to redevelop in the short-to-medium term and seeks to alleviate the pressure on existing purpose-built rental housing in the town centre, by limiting development potential. To the east of the town centre this designation is proposed in order to encourage single family lot consolidation and achieve new road connections.

- *Townhouse or Row House*

The Townhouse or Row House designation will allow conventional townhouse, stacked townhouse and row house forms of development. The Townhouse or Row House designation is found exclusively outside the town centre.

- *Single Family or Duplex*

The Single Family or Duplex designation will allow single family small lot and duplex development among the existing RF-zoned detached housing. Four single family/duplex enclaves are preserved at the periphery of the plan area.

### *Commercial Areas*

The Commercial designation applies to two sites in the plan area, one an existing hotel and the other a supermarket and retail complex currently under construction. It is proposed that for this designation the allowable density be specified on a site-by-site basis in accordance with the approved zoning of each site.

### *Parks and Environmental Areas*

The land use concept includes the Parks and Natural Areas designation which identifies areas for active and passive park use and environmental preservation. This is discussed in greater detail later in this report.

### *School and Civic Areas*

The land use concept indicates the locations of existing public elementary and secondary schools as well as two future school sites. Potential school locations have been reviewed and discussed with the School District. This includes a potential site for a relocated Hjorth Road Elementary and a site in the town centre for a future "urban format" school. School development on this site would be based on the model of Crosstown Elementary in Vancouver, which is a multi-storey facility with a small playing field located on a neighbouring park.

Similarly, the site proposed for the relocation of Hjorth Road Elementary also relies on the use of neighbouring properties for its playing fields. Metro Vancouver, which owns these properties for the future expansion of the Whalley Water Reservoir, has agreed in principle to this arrangement.

The Civic designation in the concept identifies existing civic facilities in the plan area. These include the Guildford Recreation and Aquatic Centre, the Guildford Library, Fire Hall #4, the Guildford RCMP Station, and the Guildford homeless shelter.

### *Growth Projections*

Preliminary growth projections have been prepared for the plan area based on the above land uses and take into consideration the residential demand forecast prepared by Colliers International. The existing housing stock of 9,500 units, housing 23,800 residents, is projected to roughly double within 25 years (2044) to approximately 20,700 units, housing a population of 47,200. The proposed land uses have a "build-out" capacity of 43,200 units, housing 94,500 residents. These projections exclude growth that would result from the redevelopment of the main (south) Guildford Mall property which is expected to occur in the distant future.

### *Transportation Concept*

A central tenet of the transportation concept is the importance of a finer-grained, grid road pattern. This supports walkability, well-connected cycling infrastructure, convenient access to transit, and multiple route options to disperse vehicular traffic and decrease congestion.

While the plan area today has a well-established and regular grid of arterial roads, the finer-grained grid is currently incomplete, resulting in relatively large block sizes with minimal pedestrian and cycling connectivity. The proposed road network envisions additional connections to be achieved through development and generally establishes block sizes of approximately 100 metres by 200 metres. This is consistent with new urban standards throughout Canada. The block sizes, where appropriate, are modified in consideration of natural and man-made constraints, as well as existing and proposed development types.

The proposed road network is intended to provide a basis and some certainty for development proposals; however, developments may be required to dedicate additional roads or lanes for

access and circulation as determined on a case-by-case basis. All roads are to be in public ownership.

### *Walking and Cycling*

The proposed road network enhances the walking and cycling experience by breaking up large blocks, while providing more direct access to future rapid transit stations and amenities. All roads, new and existing, will be designed and constructed with sidewalks on both sides, separated from traffic by a treed boulevard.

Grade-separated cycling facilities in the form of protected bike lanes (cycle tracks) are planned for most collector and arterial roads throughout the plan area as established in the City Centre Plan. Separated cycle tracks encourage cycling by providing safe and accessible infrastructure. Some local roads are also planned to have multi-use paths, which would accommodate both pedestrians and cyclists, and provide additional connections within the neighbourhood to destinations such as parks and local amenities.

A Green Connector network is also planned as an enhanced pedestrian and cycling environment to connect parks throughout the plan area. All roads that are designated as part of the Green Connector network will have an additional row of street trees and separated pedestrian and cycling facilities, or a multi-use path.

### *Transit Service*

104 Avenue is an important transit corridor and has the highest transit to work mode share census tracts in the city. It connects Guildford Town Centre to neighbouring City Centre and Fraser Heights as well as the Trans-Canada Highway. It is a future rapid transit corridor with exclusive or separated facilities. It will continue to be served in the interim by the high frequency, high capacity 96 B-Line bus route, which is the second busiest bus route in Surrey. Upgrades are planned for the 96 B-Line which include increased service levels (especially during peak periods), upgraded stops with real-time passenger information, and transit priority measures to improve speed and reliability.

108 Avenue and 152 Street are also important transit corridors and are candidate corridors to be added to the Frequent Transit Network. The existing Guildford Exchange serves nine routes, including the 96 B-Line, and is currently being upgraded by TransLink.

### *Parks and Open Space Concept*

The parks and open space concept envisions a green and connected Guildford. It will achieve this vision by expanding existing parks and habitat areas, creating new parks and plazas in densifying areas, and by establishing a Green Connector network that links parks and natural areas together. It is proposed that this be accomplished through the strategic acquisition of property and the conveyance of parkland and road dedications (for Green Connectors) to the City through development.

### *New Parks*

Proposed growth creates a need for additional parkland. This will be achieved through the acquisition and development of eight new "mini-parks," between 0.3 and 1.0 hectares in size,

distributed throughout the area. This will fulfill the requirement that parkland be provided within a 10-minute walk (500 metres) of all residents.

### *Park Expansion*

The area to the west of the town centre is reasonably well-served by parks including Green Timbers Urban Forest Park, Hawthorne Park, Hjorth Road Park and Cedar Grove Park. Proposed park expansions and improvements to Hawthorne Park and Cedar Grove Park will be sufficient to support growth in this area.

### *Environmental Areas*

Green Timbers Urban Forest Park and Hawthorne Park are identified in the Biodiversity Conservation Strategy as GIN Hubs while lands within the BC Hydro Transmission Right-of-Way are considered a GIN Corridor. These are high-value habitat areas that require protection. The Parks and Open Space Concept proposes additions to Hawthorne Park, as well as the protection of the GIN Corridor through the acquisition of privately held lands. Parkland acquisition is also proposed for the protection of Guildford Brook and Serpentine Creek, the headwaters of the Serpentine River. A funding strategy for the acquisition of these lands will be determined as part of the Stage 2 planning work.

### *Green Connectors*

A key feature of the Parks and Open Space Concept is the Green Connector network for walking and cycling that links parks, natural areas and amenities. A distinguishing feature of the Green Connector network will be its verdant character, incorporating features such as wider boulevards, a double row of street trees, rain gardens, extra wide sidewalks, and interpretive elements for natural and cultural history.

### **Plan Area Expansion**

During Stage 1 of plan development staff became aware of two small areas adjacent to the plan boundary that may be appropriate to include within the plan area. These areas are illustrated in Appendix "II" and described below.

The first proposed extension area includes and surrounds Riverside Heights Shopping Centre, north of 108 Avenue (Inset 1, Appendix "II"). The purpose of this proposed plan extension is to enable long range planning of the shopping centre and surrounding commercial sites. The inclusion of this area within the Plan will allow consideration of additional transit supportive development, including affordable housing and employment. It will also allow the City to collect Community Amenity Contributions ("CACs") for improvements to Riverside Park and will facilitate transportation improvements around École Riverdale Elementary and through the large shopping centre site.

The second proposed extension area is east of the existing plan boundary, contained by 102B Avenue, the Trans-Canada Highway, and 160 Street (Inset 2, Appendix "II"). The purpose of this proposed plan extension is to better protect the Guildford Brook and Serpentine Creek watersheds. All properties are within a Streamside Area as defined in the Sensitive Ecosystems Development Permit Area and those that are not already within City ownership are proposed to be acquired for protection of the watercourses.



Based on the preceding discussion, it is proposed that planning for these two areas be undertaken as part of Stage 2 of the plan development process.

### **Stage 2 Planning Process**

The preparation of an engineering servicing strategy is a significant component of the Stage 2 planning process. The Plan area is serviced by relatively complete storm, sanitary and water infrastructure networks. This infrastructure supports existing development. The plan area also contains the headwaters of several Class A (fish bearing) watercourses, including Quibble Creek, King Creek, Bon Accord Creek, and Guildford Brook (Serpentine River headwaters). Integrated Stormwater Management Plans have already been completed for these watersheds and will inform the servicing strategy.

With the proposed land uses shown in the Stage 1 Plan, it is anticipated that infrastructure upgrades will be required. A detailed engineering analysis, to be completed during Stage 2, will identify storm, sanitary and water infrastructure improvements to support future development. Infrastructure costs and financing requirements will also be identified.

Subject to Council's approval of the Stage 1 Plan, staff will undertake the following items during the Stage 2 planning process:

- Determine the appropriate land uses and road network within the plan boundary expansion areas (should such expansions be approved by Council);
- Finalize the Land Use Concept, incorporating the results of any agreement reached between the City and the School District with respect to the ultimate relocation of Hjorth Road Elementary School;
- Prepare development policies for the plan area including:
  - A lot consolidation policy to ensure efficient, equitable, and orderly development;
  - A policy establishing the applicability of gross density provisions within the plan area, in accordance with existing OCP policy;
  - Revised parking standards for the town centre and future rapid transit corridor that may include reduced off-street parking ratios for multi-family developments;
  - Finalized height and density provisions for each land use designation; and
  - An updated Density Bonus Policy for Guildford Town Centre replacing Interim Density Bonus Policy O-54;
- Prepare Urban Design Guidelines for the plan area including:
  - Building height and massing guidelines;
  - Public realm and streetscape treatments for key town centre locations; and

- Green Connector design concepts;
- Consult with the community to establish names for the multiple neighbourhoods in the plan area and determine any place-making opportunities;
- Explore the possibility of undergrounding utilities along key corridors in the plan area;
- Develop for the plan area the following:
  - A community amenities strategy that includes a comprehensive assessment of the amenities required to support growth and options for achieving them such as Density Bonus and Community Amenity Contributions;
  - Pedestrian and cycling strategies to ensure seamless connectivity and access to existing and future transit service; and
  - Affordable housing policies including an assessment of government-owned properties and tools such as the rental zoning powers available to municipalities;
- Prepare an engineering servicing plan and financial strategy ensuring that services are adequate to support growth;
- Prepare a financial strategy for the acquisition of property for parkland and Biodiversity Conservation Strategy environmental purposes; and
- Prepare a final implementation strategy for achieving the plan including any consequential amendments to the OCP, Zoning Bylaw, Regional Context Statement and other City bylaws and policy.

It is noted that the review of these issues may result in refinements to the land use, transportation, and parks and open space concepts that make up the proposed Stage 1 Plan including changes to land use designations, densities, and road locations. Stage 2 of plan development is expected to be completed by the end of 2020.

### **Processing of Development Applications in the Plan Area**

It is recommended that during Stage 2 of the planning process staff be authorized to receive and process development applications for properties in the plan area on the basis of the Stage 1 Plan, as illustrated in Appendix "I". Any such applications would not proceed to final approval until the Stage 2 component of plan development is complete and the plan approved by Council. Any applications received and processed during the Stage 2 planning process should conform to the Interim Implementation Strategy attached as Appendix "III."

### **SUSTAINABILITY CONSIDERATIONS**

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

## 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 all-ages-and-abilities transportation infrastructure.
- DO4:** Surrey's neighbourhoods are safe, accessible, well-connected, walkable and bike friendly.
- DO6:** Land is used efficiently and sensitively, and development minimizes the impacts on the natural environment, viewscales, agricultural land and urban wildlife.

## Economic Prosperity and Livelihoods


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

## CONCLUSION

The Guildford Town Centre-104 Avenue Corridor Stage 1 Plan is a refinement of the draft plan, presented at a public open house on May 6, 2019, and is the result of a comprehensive program of public and stakeholder consultation. Based on the above discussion, it is recommended that Council approve the proposed Guildford Town Centre-104 Ave Corridor Stage 1 Plan, the proposed boundary extensions to the plan area, and the Interim Implementation Strategy, and authorize staff to proceed with all necessary actions to proceed to the Stage 2 plan development for Guildford Town Centre and the 104 Avenue Corridor to receive and process development applications for properties within the plan area.



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Appendix "I"	Draft Guildford Town Centre-104 Avenue Corridor Stage 1 Plan
Appendix "II"	Proposed Plan Area Boundary Extensions
Appendix "III"	Guildford 104 Ave Interim Implementation Strategy
Appendix "IV"	Guildford Town Centre-104 Avenue Corridor Plan Area
Appendix "V"	Plan Consultation Summary
Appendix "VI"	Plan Vision, Principles and Objectives
Appendix "VII"	Preliminary Options: Focused Growth and Dispersed Growth

AD/PK/ar **Note: Appendices available upon request**