

NO: **R021**

COUNCIL DATE: **February 10, 2020**

REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **February 6, 2020**

FROM: **General Manager, Planning & Development**

FILE: **6430-01**

SUBJECT: **Update on Current Land Use Plans Priorities and Development Capacity**

RECOMMENDATION

It is recommended that:

1. Council receive this report for information; and
2. Endorse the land use work program as outlined in this report and illustrated in Appendix "I".

INTENT

The intent of this report is to provide Council with an update on the status of current Land Use Planning processes, as well as current and projected residential development capacity of completed or in-progress Land Use Plans.

BACKGROUND

Staff are currently working on several Land Use Plans that help support Council's Smart Development Principles:

- **Aligning development with essential infrastructure:** Ensuring the planning of new development aligns with construction or accessibility to essential infrastructure, such as schools, transit and other amenities;
- **Offering a range of housing choices:** Ensuring a variety of housing choices are available to address affordability demands of homeowners and renters;
- **Creating compact, connected and walkable urban centres:** Establishing centres that are more compact, connected and walkable will increase accessibility to employment, recreational, entertainment and educational opportunities;
- **Expanding transit-oriented development:** Increasing density of jobs and homes in proximity to higher order transit, such as SkyTrain and RapidBus lines, to better connect residents to jobs and services, and reduce commute times, congestion and greenhouse gas emissions ("GHGs");

- **Preserving sensitive ecosystems:** Ensuring Surrey’s continued growth is guided by conservation, sustainability and the enhancement of key sensitive ecosystems, while delivering safe routes for walking, cycling and recreation; and
- **Community engagement and responding to housing and business demands:** Ensuring that development and planning follow a public engagement process that gives residents the opportunity to help shape Surrey’s neighbourhoods and communities, while responding to housing and business demands.

These principles are reinforced through the Regional Growth Strategy (“RGS”) and Surrey’s Official Community Plan (“OCP”). They establish a priority sequence and framework for Land Use Plans within the city. In alignment with these principles, the highest priority has been placed on SkyTrain supportive plans, followed by Town Centres and then Neighbourhood Concept Plans (“NCPs”) which are new growth areas within the city. This report will outline the current and future residential development capacities within each of these Land Use Planning categories.

DISCUSSION

Status of SkyTrain Supportive Plans and Town Centre Plans

Focussing development in urban areas and around existing and future SkyTrain supports the City’s Smart Development Principles, the OCP, and the RGS by establishing added density in key transit-supported areas with existing infrastructure and amenities. Currently staff are working on a series of Land Use Plans that support smart development and the Surrey-Langley SkyTrain (“SLS”) project as follows:

City Centre Plan Update

The City Centre Plan Update is currently underway. The update will examine how to strengthen and prioritize office development through establishing policies for a Central Business District (“CBD”). It will also plan for transit-supportive densities around the proposed SkyTrain station at 140 Street and Fraser Highway. It is anticipated that the City Centre Plan update will be forwarded to Council for consideration by the end of 2021.

Fleetwood Plan Update

The Fleetwood Land Use Plan process is currently underway with background studies and a preliminary phase of public engagement now complete. Background studies have including an environmental assessment, market and economic analysis, and a heritage review. Next stages of the planning process include a comprehensive phase of community engagement to explore land use options, anticipated for Spring 2020. The Fleetwood Plan spans a Plan Area that includes the existing Stage 1 Fleetwood Town Centre Plan, which it will replace when completed. The Fleetwood Plan is targeted for final (Stage 2) completion by summer of 2022, at which time it will be forwarded to Council for consideration.

Clayton Heights Plan Updates

There are several existing land use plans in Clayton Heights along the alignment of the SLS project. All land use plans adjacent to the future SkyTrain alignment will be updated, including the West Clayton NCP, East Clayton Transit Area Plan (“TOA”), North Cloverdale East NCP and

North Cloverdale West NCP. The process to update these plan areas is expected to commence in early 2021 with completion by the end of 2022. A new Land Use Plan, the East Cloverdale NCP, will also be added as part of this review and is expected to be forwarded to Council for consideration by the end of 2023. SkyTrain related planning in Clayton Heights does not incorporate future long-range planning of the North Clayton NCP which is several years away from required sanitary infrastructure.

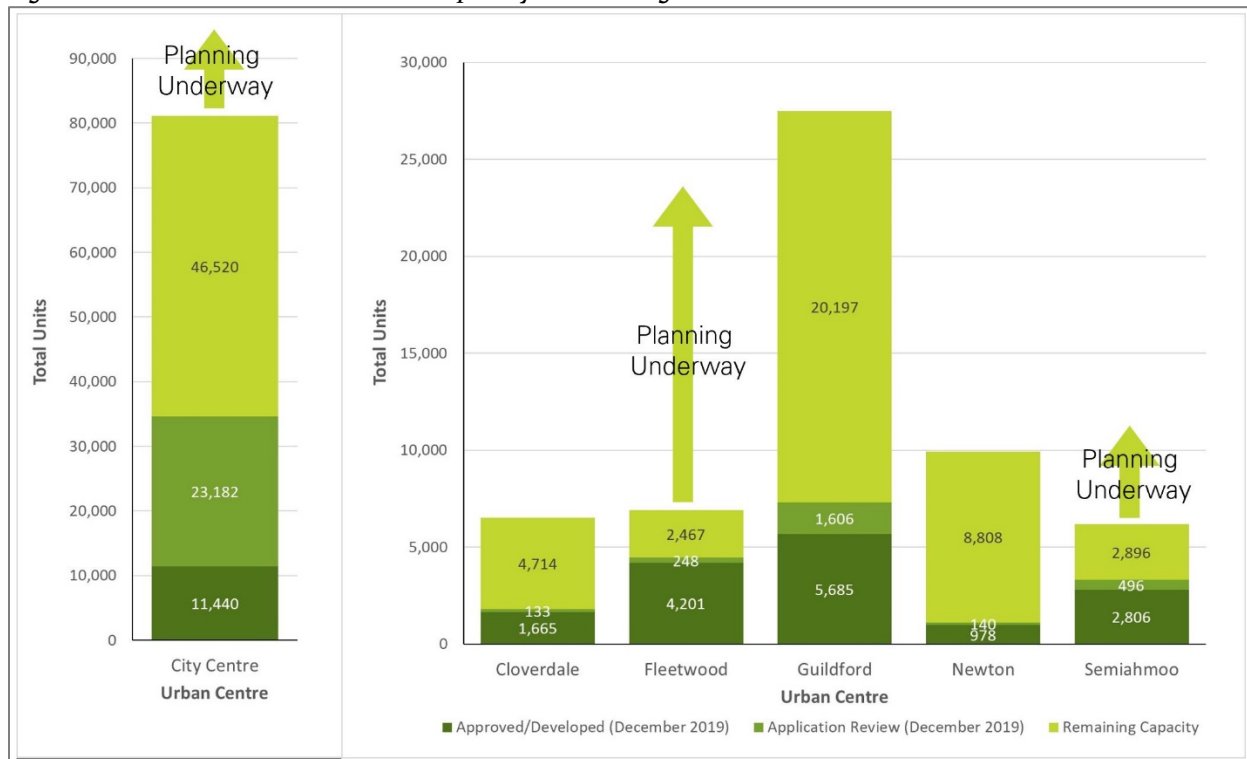
Town Centre Plans

As of December 31, 2019, the Cloverdale Town Centre Plan review was completed and approved by Council (Corporate Report No. R223; 2019, attached as Appendix “II”). Additionally, the final Newton Town Centre Plan and Guildford Town Centre Plan are anticipated to be forwarded to Council in 2020. The Semiahmoo Town Centre Plan is anticipated to be forwarded to Council for Stage 1 consideration in 2020 and Stage 2 consideration in 2021.

Development Capacity within SkyTrain and Town Centre Plan Areas

Combining completed and Stage 1 approved SkyTrain supportive and town centre plans, current development capacity exceeds 85,000 units. Ongoing planning process and plan updates will increase development capacity by an estimated additional 50,000 units, for a total of over 145,000. Figure 1 below illustrates the residential unit growth capacity within these urban centres.

Figure 1: Residential Unit Growth Capacity in Existing Urban Centres



In addition to the abovementioned plans, staff have identified several future planning processes that support regional employment and transit initiatives. These include a review of the South Westminster NCP, and new Land Use Plans for King George Boulevard between City Centre and Newton and Scott Road, both supportive of current and future RapidBus service.

Status of Neighbourhood Concept Plan Areas

Primary new growth areas within the City include Clayton Heights, Grandview Heights and the Anniedale-Tynehead area. There are several approved Land Use Plans within these areas with considerable existing development capacity, and additional land use planning processes underway that will add more capacity.

Within the Clayton Heights area the West Clayton NCP was completed in 2015 and requires major servicing upgrades in order to facilitate development. The West Clayton NCP has remaining capacity (not under application) for approximately 6,000 dwelling units. This capacity is expected to increase with the abovementioned SkyTrain related Clayton Heights plan updates. Additional development capacity is also expected with the review of the existing East Clayton TOA and the development of a new East Cloverdale NCP.

Within Grandview Heights there are several approved Land Use Plans currently building out. New Land Use Plans underway include the Redwood Heights NCP and Darts Hill NCP which both have Stage 1 land use plan approval and Stage 2 planning processes underway. It is anticipated both Land Use Plans will be forwarded to Council within 12 months. When completed these new Land Use Plans will add an additional development capacity of approximately 10,250 dwelling units.

The Anniedale-Tynehead NCP has an approved servicing plan that has just begun implementation through the development application process. This will likely see development activity commence within two to four years depending on market demands. The Anniedale-Tynehead NCP is undeveloped with existing capacity for over 8,000 dwelling units. A pending review of the NCP is expected to result in an increase of existing development capacity.

Development Capacity within NCPs

Combining approved and underway NCP areas results in a development capacity of more than 32,000 dwelling units, with potential for additional units over time as these areas densify through development. Additional development capacity is also expected to result from the abovementioned Clayton Heights Plan Updates and a pending review of the Anniedale-Tynehead NCP. Appendix "III" illustrates current residential unit growth capacity in NCP areas.

Employment

In addition to the Land Use Plans in process throughout the City, in 2020, staff will be updating the current Employment Lands Strategy that was adopted by Council in 2009. With rapid development in Surrey it is important to ensure that employment lands are available for development and provide employment opportunities for Surrey residents. An updated Employment Lands Strategy will compliment land use planning processes to plan for the economic well being of the City.

CONCLUSION

Currently the approved and in-progress Land Use Plans and Land Use Plans in progress within the City represent growth capacity for many years of development activity. SkyTrain supportive and Town Centre Plan areas have existing capacity for over 85,000 dwelling units, with more anticipated through in progress plans. Approved and in progress NCP areas have capacity for more than 32,000 dwelling units, with more anticipated through pending plan updates.

Staff are recommending not to commence any new Land Use Plans until the current Land Use Plans that are in process have completed. This is projected to be complete by 2021. This will encourage development to occur in areas that support Smart Development Principles and emphasize support for capital investments made in public transit in Surrey.

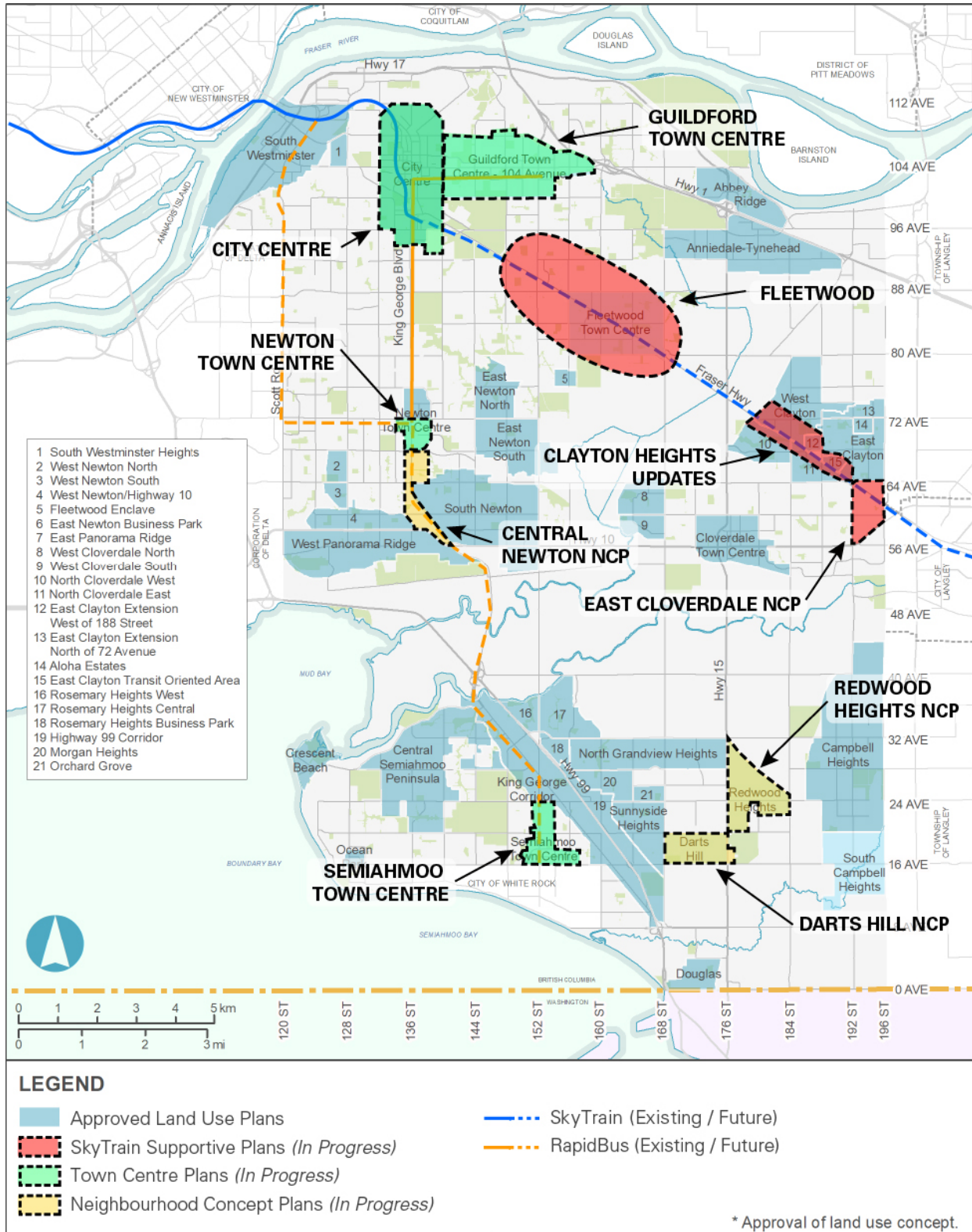
At this time staff will work on the Land Use Plan priorities highlighted in this report.

Original signed by
Jean Lamontagne
General Manager, Planning & Development

PH/PK/ar

Appendix "I" Map of In Progress Land Use Plans
Appendix "II" Corporate Report No. R223; 2019
Appendix "III" Residential Unit Growth Capacity in NCP Areas

Map of In Progress Land Use Plans



CORPORATE REPORT

Appendix "II"

NO: R223

COUNCIL DATE: November 18, 2019

REGULAR COUNCIL

TO: Mayor & Council

DATE: November 14, 2019

FROM: General Manager, Planning & Development
Acting General Manager, Engineering
General Manager, Parks, Recreation & Culture

FILE: 6520-20 (CTC)

SUBJECT: Cloverdale Town Centre Stage 2 Plan

RECOMMENDATION

The Planning & Development, Engineering, and Parks, Recreation & Culture Departments recommend that Council:

1. Receive this report for information;
2. Approve the Cloverdale Town Centre Plan ("TCP") and its associated engineering servicing strategy and the related financial strategy document attached as Appendix "I" and generally described in this report;
3. Approve amendments, as documented in Appendix "II" and Appendix "III", to *Surrey Official Community Plan Bylaw, 2014, No. 18020* to align the land uses designations within the Cloverdale TCP with those in the Official Community Plan ("OCP"); and
4. Authorize the City Clerk to introduce the necessary amending bylaws for the required readings and to set a date for the related public hearing.

INTENT

The purpose of this report is to seek Council approval of the Cloverdale TCP. The Cloverdale TCP includes changes to land uses, the parks and open space network, road and transportation network, engineering servicing strategy, and a financing strategy to ensure the necessary delivery of community amenities and engineering infrastructure.

BACKGROUND

Cloverdale Town Centre (“the Town Centre”) has long been an important commercial and cultural centre in Surrey. It was Surrey’s first urban settlement, officially established in 1879 near Five Corners, which is the historical intersection of 60 Avenue and Old McLellan Road. The Town Centre’s unique character reflects the area’s historical roots as a village centre within a rich agricultural region (known as the Clover Valley). The surrounding heritage character area includes numerous heritage facilities and attractions, including the recently expanded Museum of Surrey and the Surrey Archives, located in the City’s 1912 Municipal Hall.

Context and Plan History

A land use plan for Cloverdale TCP was first approved by Council in 2000. Since that time, conditions have changed in the area that have rendered aspects of the original plan obsolete. A number of significant developments have also occurred that were not reflected in the original plan, including the construction and subsequent expansion of the Museum of Surrey, the development of Kwantlen Polytechnic University Technical Campus (“KPU Tech”), the redevelopment of the former Cloverdale Mall into a mixed-use neighbourhood, and the relocation of the Fraser Valley Heritage Rail facility and services.

On February 24, 2014, Council adopted the recommendations of Corporate Report R035; 2014 (attached as Appendix “IV”) which authorized a review and update of the Cloverdale TCP. Also, in 2014, Council adopted a new Official Community Plan (“OCP”) that established priorities for accommodating population and employment growth in Surrey. The OCP prioritized growth in town centres, in alignment with Surrey’s commitments in the Metro Vancouver Regional Growth Strategy (“RGS”).

Community Profile

Cloverdale Town Centre has been growing at a rate of about 0.6% per year, which is less than Surrey’s overall growth rate at 3% per year. Demographically, the area is older than the City average, with a higher percentage of residents 50 and older, living in smaller household sizes (one to two person) than City-wide.

In 2018, there were approximately 2,200 private dwellings in the Plan Area. Single family and duplex homes accounted for 30% of all dwellings with the rest being found within multi-family developments (townhouses and apartments). The area has seen an average of 60 new dwelling units built annually since 2014.

Approximately 3,570 jobs are located within the Plan Area. Notable employment centres include KPU Tech as well as nearby business park and light industrial developments. Employment is also found within civic facilities and other retail and service commercial businesses within the downtown area.

DISCUSSION

The Cloverdale Town Centre Plan Area (“Plan Area”) is centred on the crossroads of Highway 10 (56 Avenue) and Highway 15 (176 Street). With a total area of 297 hectares (733 acres), it extends from the Agricultural Land Reserve (“ALR”) in the south to the Cloverdale Fairgrounds (60 Avenue) in the north, and from 172 Street in the west to 184 Street in the east.

The Plan Area is comprised of the historic Town Centre, two primarily residential areas flanking the Town Centre to the east and west, and a business park south of Highway 10. The Town Centre is a moderately dense multi-family and commercial area which developed around a main commercial street (176 Street).

Planning Process

In May 2014, work began on the update to the TCP. The preliminary planning process included the completion of various background studies, an update of the vision for the Plan Area, the exploration of land use alternatives and the preparation of a draft Plan.



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.

Background Studies

Staff and consultants conducted various background studies and research. These included a heritage study, commercial market assessment, environmental assessment and a comprehensive parking capacity study.

The heritage study was completed by Donald Luxton and Associates Inc. The report includes the historical context of Cloverdale, and identifies opportunities and recommendations for the conservation, commemoration and interpretation of the area's heritage. Study findings and recommendations have been incorporated into the new plan.

The market assessment was completed by Urbanics Consultants Ltd. The report indicated a need for additional housing to support local restaurants, bars, and retail shops, which currently draw residents to competing commercial districts outside the Town Centre. It also noted that additional commercial and retail opportunities within the historic downtown along with additional highway-oriented retail on Highway 10 could support the overall commercial viability of the Town Centre. Land use designations have been updated to reflect the findings of the market analysis.

The environmental review was conducted by staff. It included a review 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 protection, in alignment

with the Surrey's Biodiversity Conservation Strategy ("BCS"), and the Green Infrastructure Network ("GIN").

Vision, Principles and Objectives

Following Council initiation of the plan update in 2014, Cloverdale residents and stakeholders were invited to a plan kick-off open house to identify strengths and opportunities for the Town Centre and to review the vision for the area. Early input identified a strong desire to attract more local business, including retail and restaurants within walking distance of residences. Parks and recreation opportunities also ranked high among community priorities. Other desires included beautification and streetscape improvements, such as heritage, arts, and cultural amenities.

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

Cloverdale Town Centre is the historic heart of the City. It is a distinctive, thriving centre for commercial, social, cultural, and recreational activities. It is a pedestrian-friendly neighbourhood with a variety of housing types and local businesses that celebrates its heritage and embraces its role as a regional destination.

Building from this vision, the plan is framed around five key growth objectives. These provide direction to support the long-term growth of Cloverdale. These objectives are supported by clear direction, land use designations and policies to guide growth, development and design.

1. Enhance Character;
2. Support Business;
3. Attract Residents;
4. Provide a Transition; and,
5. Foster Employment.

The public and stakeholders were asked to confirm the vision and principles in subsequent open houses and surveys. According to a survey conducted in summer 2018, there was support for the vision statement with 90% of survey participants having a positive or neutral response to it. The vision and objectives, in their long form, are included within the final plan document attached as Appendix "I".

Draft Plan Development

A draft land use concept was developed and presented at a second open house in June 2018. The concept built off the existing land use plan from 2000 and featured an expanded mixed-use area downtown (along 176 Street) with street-level commercial. It also introduced new neighbourhood parks.

Public response to the initial draft concept was mixed. Although generally supportive, there were concerns about increased traffic congestion, safety, loss of neighbourhood character, and a desire to maintain single-family neighbourhoods. Retention of surface parking lots in the historical downtown was also raised as a major concern among the business community. Several revisions were made to the plan based on input received. Additional stakeholder meetings were also held with community groups and the Cloverdale Business Improvement Association ("BIA") to further refine the draft plan.

A revised draft plan was presented at a third open house in April 2019 and received general support from stakeholders. A total of 74% of open house and survey respondents were supportive or neutral towards the changes made to the draft plan. These changes included additional downtown parking, adjusted residential designations and revisions to the proposed park network.

According to a survey conducted concurrently with the open house, 84% of survey respondents were supportive or neutral of the updated downtown heritage area, 82% were supportive or neutral towards more mixed-use buildings, 80% were supportive or neutral towards the updated parks and open space concept, and 69% were supportive or neutral towards the updated mix of residential housing. The BIA is supportive of the plan as it is proposed in this report.

In total, over 450 residents and business owners attended three open houses. Over 1,000 survey participants provided input through two online surveys. Staff hosted 10 stakeholder meetings and workshops and received input from over 100 residents via email.

Land Use Overview

The proposed Cloverdale TCP is the culmination of work undertaken over the course of the last five years. It is reflective of consultation with area residents, the business community and other stakeholders, and embodies the vision and principles developed early in the process. The plan also represents a clear strategy to integrate land use and sustainable transportation systems, while addressing concerns around the supply of housing, the support of local businesses, the creation of jobs and planning for adequate school capacity.

The final plan recommended in this report is in keeping with the most recent version presented to the public at the last open house in April 2019.

Land Use Designations

The Town Centre is situated within the Nicomekl River watershed, with a portion of the plan area within the river's floodplain and susceptible to flooding from heavy rainfall events. The area is also predominantly built on soft clay soils which has implications on development. As a result, residential land uses are focused outside of the floodplain and maximum densities are reflective of underground parking limitations. The resulting maximum densities are in the low-rise (four to five storey) building form. This is reflective of the community vision for the area, as well as the geotechnical constraints and market reality of the Plan Area.

The plan recognizes the function of the Town Centre as the primary commercial, institutional, and civic heart of the Cloverdale community. It concentrates higher density land uses within the Town Centre's historic core and along 176 Street. A secondary mixed-use node is located at 180 Street and Highway 10 adjacent to the KPU Tech campus. 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.

The following land use designation descriptions, including intended form, character and use, define future land uses that the City will encourage over time. Together, they illustrate how future development will fit together and where the City expects growth. Allowable densities, measured

in Floor Area Ratio (“FAR”), are outlined for each land use designation within the final plan document.

Implementation of the plan’s vision and objectives is intended to take place over time through applications for rezoning and development permits. Zoning regulations specify permitted land uses and densities on a property-by-property basis and are intended to be generally consistent with the provisions outlined in this section. Not all sites and properties will be able to meet the maximum densities and floor area ratios outlined in the plan designation due to limitations created by context (e.g. road dedications, heritage retention, adjacent uses) and site constraints (e.g. lot size & shape, existing trees, riparian areas, grade). New proposed zoning will be reviewed at the time of development application submissions on a case-by-case basis.

Mixed-Use Areas

The plan includes two mixed-use designations, predominantly focused in the downtown core of the Plan Area. Centered on 176 Street and 176A Street, this area features a finer-grained and pedestrian-friendly street network. These streets support many local businesses, services and public gathering spaces. A small mixed-use node is also located at 180 Street north of the KPU Tech campus

Mixed-use designations require, at minimum, one floor of active commercial (retail) uses with office and/or residential uses above. The mixed-use designations will also allow purely commercial developments on sites that are designated Town Centre in the OCP.

- *Heritage Downtown*

The Heritage Downtown designation is intended for development that is focused within the Town Centre core. New development in this designation will authentically complement scale, massing and architecture of the existing historic streetscape. Development will focus on providing ground floor retail, including space for shops, restaurants, businesses and services. Office or residential is permitted above. Street-level commercial or retail uses are required in all developments in this area. Development is restricted to two storeys on 176 Street, between 56 and 58A Avenue, to reflect the existing heritage streetscape. Elsewhere within the designation, typical four to five storey building heights are permitted.

- *Low-Rise Mixed-Use*

The Low-Rise Mixed-Use designation is intended for low-rise development with building heights of four to five storeys. Development within this designation is intended as multi-family apartment housing with ground-oriented commercial. Ground floor commercial is required at key intersection and along primary pedestrian oriented streets.

Residential Areas

New residential development will be focused within walking distance of the downtown. This will attract new residents to support local business and provide a buffer between commercial areas and lower density residential neighbourhoods. A greater variety of housing types will support a full range of housing needs for young families, working professionals and seniors.

- *Low-Rise Residential*

The Low-Rise Apartment designation is intended for low-rise development with building heights of four to five storeys. Apartment developments around the historical downtown will support the vision of the plan by attracting new residents and creating more vibrant and active streets. Apartments will also address changing demographics and provide accessible housing for seniors. Development within this designation is intended as multi-family housing. New development will feature ground-oriented townhouse units at the base of buildings and apartments above.

- *Townhouse*

The Townhouse designation is intended for conventional ground-oriented or stacked townhouse forms of development. Townhouses provide an affordable alternative to detached single-family housing. New townhouses will attract young families and working professionals to the Town Centre. This will meet the objectives of the plan by attracting new residents and providing a density transition from downtown.

- *Semi-Detached Residential*

The Semi-Detached Residential designation is intended for row house and duplex forms of development. Small, lane served, detached housing is also permitted in this designation. Like townhouses, semi-detached housing provides an affordable alternative to single family. These dwelling types will also attract young families and working professionals.

- *Detached Residential (Single Family)*

The Detached Residential or Single-Family designation is intended for typical detached single-family homes on urban sized lots. Secondary suites or laneway housing is also allowed in this designation for a maximum of two dwelling units per lot. Subdivision into smaller lots is permitted where consistent with zoning, such as Single Family Residential ("RF-10"). This designation maintains existing neighbourhood character in periphery areas of the plan. This will meet the objectives of the plan by providing a transition to existing neighbourhoods. Urban infill will enable the gradual attraction of new residents into the area.

Commercial & Employment Areas

Commercial and employment supportive land uses play an important role in supporting business growth and fostering new employment in the area. In combination with the downtown mixed-use areas, these designations will enable a wider variety of commercial and retail uses.

- *Commercial*

Development within this designation is primarily located along Highway 10 and Highway 15 and is intended as commercial. This may include retail and commercial development that requires a large floor plate and more prominent street presence, for example, general service, large-format commercial, retail, office and financial, in addition to food and beverage establishments.

- *Industrial / Business Park*

Development within this designation is primarily located south of Highway 10 and is intended for business park and light industrial uses. Offices and other compatible employment uses are also permitted within this designation. Business growth from industrial business park development in the surrounding areas will benefit the Town Centre's economy.

- *Institutional*

Development within this designation is intended for institutional or civic use. This may include primary uses such as education, recreation, culture, religion, medical and first response. Institutional and civic uses are foundational to the development of complete communities. They form the social, educational, recreational and cultural foundation of the community.

Parks and Natural 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.

Growth Projections

Growth projections have been prepared for the Plan Area based on the above land uses and take into consideration the residential and market demand forecast prepared by Urbanics Consultants Ltd. Within the next 30 years (to 2049) the existing housing stock of 2,250 units and population of 5,126 residents is expected to increase to approximately 3,800 housing units with a population of 7,655. The proposed land uses have a "build-out" capacity of approximately 5,900 units, housing 13,000 residents. The number of jobs is projected to increase from the current 3,573 to an ultimate 6,045.

Parks and Open Space Concept

Parks in Surrey are planned and designed through the lens of various plans, strategies and policies. These include the OCP, Parks, Recreation & Culture Strategic Plan, and the BCS along with various subplans and strategies including dog off-leash areas, playgrounds, natural areas and greenways.

One of the goals of the City's Parks, Recreation & Culture Strategic Plan is to provide neighbourhood parks within 500 metres or a 10-minute walk of all residents. The plan delivers on this principle through new and enlarged parks in the area.

The plan features the expansion of existing parkland and the addition of two new neighbourhood parks in the north and west quadrants of the plan area. The plan also presents a network of smaller public plazas to support retail uses and active and vibrant streetscapes. Together, these parks and open spaces total 6.47 hectares (16 acres) of open space. All streams and riparian areas will also be conveyed to the City, to be protected and maintained as natural area parkland and habitat corridors.

New Parks

Proposed growth creates a need for additional parkland. This will be achieved through the acquisition and development of three 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

Shannon Hill Park in the southeast portion of the Plan Area will be expanded to protect existing forested areas, as well as any riparian areas and wetland in and around the park. The lands will be protected as natural area with the potential for public paths along the edge.

Plazas

Plazas encourage social interaction and activity and reinforce the public realm. They provide a second tier of public open space in higher density areas. Activities supported by public plazas such as socializing, resting, and eating, add to the quality of city living and provide positive social and cultural opportunities. The plan identifies several new and existing plazas across the plan area. Plazas will typically be delivered as publicly accessible open space on private property, paid for and delivered through development.

Riparian Areas

Streams (including wetlands, ditches, and natural streams) are all protected under the City’s Streamside Protection Bylaw (Part 7A of the *Surrey Zoning By-law, 1993, No. 12000* (the “Zoning By-law”). The aim of this portion of the Zoning By-law is to protect the public’s interests by planning for flood hazards, as well as for agricultural land use, particularly as climate change progresses and adds uncertainty to existing flood and drought conditions. As a result, these riparian areas will require a prescribed buffer between the stream and proposed development. These buffers will be naturalized with native vegetation species, which will aid in bank stabilization to reduce erosion and flood potential and will encourage native pollinators and wildlife to occupy riparian spaces.

Community Facilities & Services

Town Centre areas create a critical mass of activity which facilitate cultural, social, educational, and economic exchange. Community facilities, services and events are the foundation to that exchange.

Cloverdale is unique in that it has many established community and cultural assets including heritage sites, public art, festivals and events which build on the area’s rich history. In addition to creating a sense of place, these are vital to realizing the plan’s objectives to attract new residents, enhance character and support local business.

Community & Recreation Facilities

Community and recreation facilities and services act as community hubs that bring people together, supporting community capacity, volunteerism and a sense of place. Although just outside of the Town Centre, several nearby facilities serve current and future recreation and social

needs of residents, including the Cloverdale Recreation Centre, Cloverdale Ice Arena, Cloverdale Curling Rink and the Greenaway Outdoor Pool (at Greenaway Park).

The existing Cloverdale Ice Arena can still provide years of service to the local community. The Parks, Recreation & Culture 10-year plan calls for a new sports and ice complex to be planned for the town centre. This will provide opportunity for the future expansion of additional ice sheets, while also offering added flexibility for the redevelopment of the community, recreational and social components within Cloverdale.

Cultural Facilities

As the area transitions into a more urban landscape, cultural facilities and assets will play an essential role in contributing to a more distinct and thriving downtown. They will support this vision by providing opportunity for social, educational, and economic exchange and by celebrating the historical and cultural heritage of Surrey. Within the plan area there are several cultural facilities that serve current and future residents, including the Museum of Surrey, Surrey Archives and Veterans Square. It is anticipated that the Museum of Surrey campus will continue to grow over time.

Library Facilities

The Cloverdale Library is a community library that provides a collection based on the area's demographics and expressed interests. It includes some specialized collections and services, computer workstations, children's areas, study and reading space. It also offers meeting rooms for library events and community use. The genealogy collection at Cloverdale supports the historical resources at the nearby Surrey Museum and Archives. The library also supports special events and programs.

Schools & Post Secondary Education

The Town Centre is served by George Greenaway Elementary and Martha Currie Elementary schools. Enrollment at both schools is expected to grow over the next 10 years as young families continue to move into both catchment areas. George Greenaway Elementary will capture new students in portions of the plan area on the west side of 175 Street (Highway 15) while Martha Currie Elementary will capture everything east of 175 Street.

In 2019, George Greenaway Elementary was operating over capacity and required portable classroom additions. A combination of strategies will be used to accommodate future enrollment growth at George Greenaway Elementary, including catchment boundary changes, program changes, and a facility addition.

Martha Currie Elementary will capture the largest portion of anticipated growth. Surrey School District #36 ("the School District") is examining opportunities for an expansion to the school, targeted for 2022. Any enrolment growth from the revised Town Centre plan will be included as part of the feasibility study.

Lord Tweedsmuir Secondary school serves the entire Plan Area and will also be impacted by growth. In 2018, enrolment was above capacity with portables required to meet demand. The school is projected to continue to grow and the School District will consider an addition for this school as part of future capital plans.

The Town Centre is also home to the KPU tech campus. Home of Kwantlen's Faculty of Trades and Technology, the KPU Tech campus reflects Kwantlen Polytechnic University's commitment to economic development in the South Fraser region and educational programs that will provide industry with the competent and highly skilled graduates it requires. KPU Tech provides leading-edge trades and technology programs, which is an important new resource in meeting the rising demand for skilled trades workers and apprenticeships. The plan allows for the future expansion of the campus through the institutional designation of the surrounding land.

Transportation Network

The transportation component of this plan has been developed based on the guiding principles of the City's Transportation Strategic Plan, and supplementary plans, including the Walking Plan and Cycling Plan. In addition, it is consistent with the *Highway and Traffic By-law, 1997, No. 13007* and other City policies and practices regarding traffic operation.

Based on these documents, the proposed transportation network focuses on providing a finer grained, interconnected, and continuous street grid that integrates efficiently into the surrounding area. In doing so, the network promotes cycling and pedestrian connectivity, transit service, and compact neighbourhood development.

Most of Cloverdale Town Centre's transportation network is already in place. This includes key Provincial highways and all arterial and collector roads. Additional local connections will be built in conjunction with new development to improve accessibility by providing a finer-grained street network, while existing local roads would be improved through fronting developments. Arterial and collector road widening, outside the Town Centre, will be built to support anticipated growth.

Walking and Cycling

Walking and cycling infrastructure outside of the historic downtown area is limited. Most existing local roads do not have sidewalks and can only support minimal pedestrian volumes. Collector roads do not currently meet basic cycling standards. The Hook Greenway along Highway 15 is partially completed between 58 and 60 Avenues. Where older existing infrastructure does exist, it may not meet current standards.

Most new walking and cycling infrastructure within the plan will be delivered through new development. This includes new sidewalks, multi-use pathways and cycling lanes (on collectors). All new walking and cycling infrastructure will meet contemporary construction standards and will reflect the road cross sections outlined in this plan.

Transit Service

As of the adoption of this plan in 2019, Cloverdale Town Centre is served by three bus routes, the 320, 342, and 370. With the forthcoming extension of SkyTrain service down Fraser Highway bus routing may change to provide frequent and fast connecting service.

The plan encourages transit-supportive land uses and densities adjacent to current transit routes. Growth in the plan area will support increased transit ridership, which will in turn support

improved service. The existing road network can accommodate bus stops and shelters to support future transit service improvements.

Parking

Parking in downtown Cloverdale supports local businesses. The downtown area consists of 176 and 176A Streets, as well as connecting streets between Highway 10 and 60 Avenue. This area includes 260 on-street parking spaces with an additional 210 spaces in four City-owned parking lots: three along 176A Street and one on 56A Avenue, which are to provide off-street parking for the public. Additional on-street parking is available in the surrounding neighbourhood.

The City's off-street parking lots are made available to businesses that are unable to provide the required off-street parking on their own properties. New commercial development that cannot meet off-street minimum parking requirements can utilize the payment in-lieu of parking provisions of Part 5 of the Zoning By-law, which will go towards City parking lots.

In 2018 the City studied parking capacities within downtown Cloverdale and determined that there was enough parking. However, additional parking is planned to address growth. The TCP calls for City-owned land east of 176A Street to be sold, and proceeds to be used for the purchase and development of new public parking facilities west of 176 Street. This will serve the additional mixed-use developments designated within that area.

Utilities & Servicing

The Town Centre is an urbanized area with relatively complete utility infrastructure networks already in place. The plan will increase development intensity and population, and will require improvements to utility infrastructure including water, sanitary and drainage systems.

Stormwater

The Town Centre is situated within the Nicomekl River watershed and a portion of the Plan Area is within the floodplain. Stormwater runoff from the Town Centre is conveyed by an extensive network of storm sewers and open channel watercourses. All stormwater flows south, into the lowlands, before discharging into the Nicomekl River.

Undersized pipes at the transition points between upland and lowland areas have previously caused upstream flooding at several locations in the drainage network. The plan outlines drainage main upgrades to address this, along with other upgrades to address existing and future capacity requirements. Projects that are Development Cost Charge ("DCC") eligible are highlighted in the plan.

In addition to area-wide upgrades, onsite stormwater management is required with redevelopment. Individual site development plans must incorporate best management practices to address stormwater quantity and quality through detention and filtration features that are integrated into site landscaping requirements. Example features include rain gardens, pervious pavement, and French drains. In addition, natural features and stream setbacks should be preserved and enhanced to support the overall drainage network.

Sanitary

Cloverdale's sewage is discharged via the City's sanitary sewer system to Metro Vancouver's trunk sanitary sewer, which runs along 56 Avenue (Highway 10). The City's existing sanitary infrastructure is over 30 years old. Much of the system is comprised of asbestos cement and vitrified clay pipes, which will require replacement.

To support future development the plan outlines several sanitary sewer upgrades that are required, along with upgrades at municipal connection points with Metro Vancouver's trunk sewer. These upgrades are DCC eligible. Additional fronting development upgrades (which are not DCC eligible) may be required and will be addressed through the development approval process.

Water

The Town Centre is located in the 90-metre pressure zone. Water supply is currently provided from two on-line supply points on Metro Vancouver's transmission mains at 54 Avenue and 192 Street, and at Fraser Highway and 176 Street. The City's existing feeder main network has sufficient capacity to service the proposed development in the Plan Area.

Local distribution mains will need to be upgraded in accordance with the City's Design Criteria Manual (to a minimum size of 250 mm diameter). These upgrades will be implemented as development proceeds and are not DCC eligible. Water main upgrades larger than 250 mm diameter (which are partly DCC eligible) are shown in the plan.

Plan Implementation

Infrastructure Financing

The cost of servicing improvements is calculated based on the anticipated impacts of the location, type and intensity of planned future development. Servicing costs are recouped through DCCs, which generally reflect developers' proportional share of public services relative to their projects' estimated servicing needs.

Planned transportation and servicing improvements in the Town Centre will not require area specific DCCs. New development will be subject to the citywide DCC rates, which will provide adequate funding to make the necessary infrastructure improvements to support planned future development in the Town Centre.

Estimated Total Infrastructure Revenues & Costs

The following table summarizes the anticipated DCC revenues and costs for DCC eligible infrastructure. The anticipated DCC revenues shown are based on the City-wide DCC rates that came into effect on May 16, 2018. Future development in the Plan Area will be subject to the applicable City-wide DCC rates in effect at the time of the development approval.

The DCC revenues are sufficient to address the engineering infrastructure upgrades and parkland acquisition required to support future development in the Plan Area as well as to contribute to infrastructure needs beyond the Town Centre which addresses the broader infrastructure impacts

from the increased population and employment. Parkland acquisition costs are determined by fair market value at the time of future acquisition.

Estimated DCC Revenues and Eligible Infrastructure Costs		
Service	Estimated DCC Revenues¹	DCC Eligible Costs Attributable to Cloverdale Town Centre
Drainage & Environment	\$ 11,889,000	\$780,000
Sanitary Sewer	\$ 10,121,000	\$1,490,000
Water	\$ 7,724,000	\$ 195,000
Arterial Roads	\$ 38,275,000	\$336,000
Non-Arterial Roads	\$ 8,760,000	\$2,114,500

¹DCC revenues shown are based on the City-wide DCC rates that came into effect on May 16, 2018, and include the Municipal Assist Factor (“MAF”) (10% for utilities, 5% for transportation).

The differences in DCC revenues between the eligible costs and estimated revenues will be used to help fund various growth projects adjacent to and/or near the Plan Area. Examples include projects in the 2018-2027 10 Year Servicing Plan such as the widening of 64 Avenue from 177 Street to Fraser Highway, the extension of the 450 mm diameter feeder water main on 180 Street and 56 Avenue, and the storm sewer upgrade on 175 Street. Revenues will also go towards future road widening projects that will come about as the area (and surrounding area) develops, including the widening of other arterial roads such as 168 Street and 184 Street.

Annually, staff complete a review of DCC rates and potential changes to the MAF. Staff anticipate bringing forward a report to Council in early 2020 for consideration of MAF and DCC rate adjustments.

10 Year Servicing Plan

The 10-Year Servicing Plan itemizes the City's capital expenditures for engineering infrastructure to service existing development and support new growth. Infrastructure upgrades identified in this plan will be added to future updates to the City's 10-Year Servicing Plan.

Community Amenity Contributions

In accordance with City policy to address the impacts of growth, all development proposals at the time of rezoning or building permit issuance will be required to make a monetary contribution toward the provision of new community amenities. These include needs identified within the Plan Area, as well as broader Community and City-wide amenities.

Plan area specific amenity needs include the development of new parks and open spaces, as well as population related improvements to police protection, fire protection and library services. These are in addition to community and City-wide needs including new capital facilities, affordable housing and public art. To enact these amenity contribution requirements, Schedule G of the Zoning By-law will need to be amended to add Cloverdale Town Centre to the list of secondary plans where monetary contributions are required.

Cloverdale Town Centre Area Specific Community Amenity Contribution Rates		
	Per Unit Contribution – All Residential	Per Acre Contribution – All Non-Residential Uses
Parks	\$ 3,160	-
Library	\$ 181.17	-
Fire	\$ 347.89	\$ 2,087.34
Police	\$ 80.52	\$483.12
TOTAL	\$3,769.58	

Total estimated costs are divided evenly by the average anticipated number of dwelling units (acres in the case of non-residential development). This ensures an equitable contribution. It also means that if a development application proposes lower density than anticipated within the plan, the applicant will be expected to “top up” the amenity fees as per the plan designation. This will avoid a shortfall in anticipated funding. Amenity contribution rates will be updated with future iterations of the plan, as well as annually to account for inflation.

Lot Consolidation

Lot consolidation requirements prevent the creation of land remnants which are undevelopable based on proposed land use designations. They also ensure equitable distribution of road dedication and construction costs across properties, and in some cases ensure development does not adversely impact existing residents. These concerns are addressed within a strategy for lot consolidation included within the plan.

Environmental Constraints

Low-lying plan areas are susceptible to flooding from heavy rainfall and sea-level rise. Intensive development should generally be avoided in flood prone areas to minimize risk to health, safety, and capital investments. The TCP designates residential development, particularly detached single family, outside of the 200-year floodplain.

The City’s Zoning By-law Streamside Protection Setbacks requires that a protective buffer be established around any ditch, dyke, watercourse or wetland that is connected to potential fish habitat. Not only does this protect wildlife and aquatic resources, but it also provides essential protection to flood-prone areas by providing water storage and flow paths away from private land.

The Streamside Protection within the Zoning By-law is enacted by a Sensitive Ecosystems Development Permit Area DP3 process, which requires that any potential development within 50 meters of a stream be assessed by a Qualified Environmental Professional (“QEP”). The QEP will be required to write an Ecosystem Development Plan, in which a setback will be assigned, called the Streamside Protection Area (“SPA”), to the stream based on Provincial and Municipal regulation, in which no disturbance may occur. The SPA will need to be protected by either a Registered Covenant (minimum safeguarding) or by conveying the land to the City (maximum safeguarding), to ensure that the SPA is appropriately fenced off and maintained as a natural vegetated buffer in perpetuity. The QEP will need to address Provincial and geotechnical setbacks as well, as they can be potentially larger than the SPA; the largest of all setbacks will apply for development.

The intensity of development in much of the area is limited by geotechnical constraints of soft clay soils, as well as flood levels. These constraints limit excavations to one storey below ground

and reduce the potential for underground parking needed to support vertical development. The plan addresses these constraints through the designation of compatible land uses and parking provisions. Developers should be aware that environmental constraints may limit the developability and potential densities of certain sites.

Development Permit Areas

Where developments are located in designated Development Permit Areas (“DPA”), as identified in the OCP (steep slopes, farm protection, environmentally sensitive areas, etc.), as well as in the case of multiple unit residential or commercial developments, the OCP Design Guidelines will be implemented through the process of reviewing and approving the related Development Permit (“DP”) at the time of development application. Developers are required to ensure familiarity and compliance with any relevant DPA and DP process.

Official Community Plan Amendments

Within Surrey’s OCP, the Plan Area has a combination of the following land use designations: Town Centre, Commercial, Mixed Employment, Industrial, Multiple Residential, Urban and Agricultural. Several amendments to the OCP are required to align the land use designations within the Cloverdale TCP with those in the OCP. Proposed OCP amendments, as documented in Appendix “II”, include adjusting:

1. Figure 3: General Land Use Designations – to align the land use designations with the Town Centre Plan designations for the properties identified in Appendix “III”;
2. Figure 4: Secondary Plan Areas to expand the Cloverdale Town Centre Plan Area boundary;
3. Figure 11: Cloverdale Town Centre Densities – to adjust the boundary and density maximums permitted within the Town Centre boundary;
4. Figure 42: Major Employment Areas – to align the commercial land use designations with the Town Centre Plan designations; and
5. Figure 63: Secondary Plan Areas – to expand the Cloverdale Town Centre Plan Area boundary.

SUSTAINABILITY CONSIDERATIONS


The work outlined in this report supports the objectives of the City’s Sustainability Charter 2.0. In particular, it relates to Sustainability Charter 2.0 themes of Built Environment and Neighbourhoods and Economic Prosperity and Livelihoods. Specifically, this work supports the following Desired Outcomes (“DO”):

- Built Environment and Neighbourhoods DO1: Surrey is comprised of distinct, diverse and compact neighbourhoods and Town Centres, with an engaging public realm;
- Built Environment and Neighbourhoods 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;
- Built Environment and Neighbourhoods DO4: Surrey’s neighbourhoods are safe, accessible, well-connected, walkable and bike friendly;
- Built Environment and Neighbourhoods DO6: Land is used efficiently and sensitively, and development minimizes the impacts on the natural environment, viewsapes, agricultural land and urban wildlife; and


- 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


It is recommended that Council approve the final and complete the Cloverdale TCP document attached as Appendix "I"; approve the engineering servicing strategy and the related financial strategy as documented in this report and as contained in the Cloverdale TCP; approve amendments, as documented in Appendix "II" and Appendix "III", to the OCP to align the land uses designations within the Cloverdale TCP with those in the OCP; and authorize the City Clerk to introduce the necessary amending bylaws for the required readings and to set a date for the related public hearing.



Jean Lamontagne
General Manager, Planning & Development



Scott Neuman, P. Eng.
Acting General Manager, Engineering



Laurie Cavan
General Manager, Parks, Recreation & Culture

MK/CS/PK/ar

Appendix "I" - Cloverdale Town Centre Plan

Appendix "II" - Proposed Amendments to the OCP

Appendix "III" - OCP General Land Use Designation Amendments: Property List

Appendix "IV" Corporate Report R035; 2014

c:\users\lar\AppData\Roaming\OpenText\otedit\ec_ecmi6\c249253580\cloverdale town centre stage 2 plan.docx
2019-11-14 8:24 AM ar

*** Appendices available upon request.**

Residential Unit Growth Capacity in NCP Areas

