

NO: R102

COUNCIL DATE: June 29, 2020

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## REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **June 24, 2020**

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

FILE: **3900-20-18020**

SUBJECT: **Density Adjustments for Sites Abutting Frequent Transit Networks**

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## RECOMMENDATION

The Planning & Development Department recommends that Council:

1. Receive this report for information;
2. Amend *Surrey Official Community Plan Bylaw, 2013, No. 18020*, as documented in Appendix “I” of this report; and
3. Authorize the City Clerk to bring forward the necessary amending bylaws for the required readings and to set a date for the related Public Hearing.

## INTENT

The intent of this report is to obtain Council approval of the text amendments to *Surrey Official Community Plan Bylaw, 2013, No. 18020* (“OCP”), as documented in Appendix “I” of this report. These amendments are meant to reinforce OCP policies that support transit-oriented densities for sites abutting Surrey’s Frequent Transit Network (“FTN”), as illustrated in Appendix “II” of this report.

## BACKGROUND

Over recent years, the Planning & Development Department has undertaken several land use planning projects to support Transit-Oriented Development (“TOD”) in Surrey. These include the City Centre, Guildford 104 Corridor, Fleetwood, and Semiahmoo Town Centre Plans, as well as associated OCP updates. TOD focuses on creating compact, complete urban neighbourhoods with higher density that align with and support frequent transit service. These initiatives align with Council’s Smart Development Policies, specifically:

- **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”).

TOD is also critical in TransLink's Transit Service Guidelines in evaluating provision of FTN service that is demand-oriented, useful, productive, and efficient.

While TOD supportive planning continues, interim policy adjustments are required to help guide suitable housing forms and supportive densities in areas already on the FTN or that are planned to become part of the FTN. The FTN is where transit service runs at every 15 minutes or sooner, in both directions, from early morning and into the evening, seven days a week. This report outlines recommendations for minor OCP amendments that will help provide Citywide policy direction that further supports TOD along existing and planned FTN corridors.

## **DISCUSSION**

Several sections in the OCP include policies that support increased densities in areas that benefit from existing and proposed frequent and rapid transit. Consistent with this intent, the OCP amendments proposed in this report include text amendments to the Urban and Multiple Residential Designations to provide allowances for increased density for sites abutting the FTN.

The Urban Designation within the OCP typically permits densities up to 37 units per hectare (15 units per acre) which allows for urban single family, duplex, and low-density townhouse forms. There are exceptions within this designation to allow increased density within Urban Centres, Frequent Transit Development Areas ("FTDAs"), and where noted in approved Secondary Plans. FTDA's are priority locations along the FTN to accommodate concentrated growth in higher density forms. In these areas density can be increased to 72 units per hectare (30 units per acre) to permit more moderately dense townhouses, which are better suited for transit-oriented locations. Staff are proposing that FTN corridors be added as an additional transit supportive density exception.

Like the Urban Designation, the same transit-supportive density exceptions exist for the 'Multiple Residential Designation'. Typically, the Multiple Residential Designation permits a density of 1.5 Floor Area Ratio ("FAR") to allow four-storey apartments; however, this density can be increased to 2.0 FAR in Urban Centres, FTDA's, and along FTN's in approved Secondary Plan areas. Staff are proposing that all FTN corridors be added as an additional transit supportive density exception.

The added density allotment as described above would encourage additional transit supportive density to key areas served by frequent transit outside of existing Urban Centres, FTDA's, and approved Secondary Plan areas. This would include key corridors such as Scott Road / 120 Street, sections of King George Boulevard and sections of Fraser Highway that have FTN service. In addition, it would establish the framework for transit supportive densities along future FTN corridors.

While these amendments would add additional transit supportive densities, they are not expected to adversely impact projected Community Amenity Contributions ("CAC"). Applicable developments abutting FTN corridors will continue to be subject to the new Tier I Capital Project CACs on a per unit basis. Furthermore, sites seeking an OCP amendment to increase their density to the densities supported with these amendments will continue to be subject to the City's density bonus provisions.

In order to align the vision for increased density along all frequent transit areas, minor OCP text amendments are proposed for the Urban and Multiple Residential Designations. The

amendments provide allowances for increased density for sites abutting the FTN, consistent with the intent and policy direction of the OCP.

### Proposed OCP Amendments

In the Land Uses and Densities section of the OCP, the following amendments are proposed:

- Update the Urban Designation to provide allowance for sites abutting FTN corridors to develop up to 72 units per hectare (30 units per acre). Prescribed densities within approved Secondary Plan area will still apply.
- Update the Multiple Residential Designation to provide allowance for sites abutting FTN corridors to develop up to 2.0 FAR. Prescribed densities within approved Secondary Plan area will still apply.

These changes are identified in Appendix “I”

### **SUSTAINABILITY CONSIDERATIONS**

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

- Housing DO13: Appropriate and affordable housing is available to meet the needs of all households in Surrey.
- Neighbourhoods and Urban Design DO1: Surrey is comprised of distinct, diverse and compact neighbourhoods and Town Centres, with an engaging public realm.
- Neighbourhoods and Urban Design DO4: Surrey’s neighbourhoods are safe, accessible, well-connected, walkable and bike friendly.
- Neighbourhoods and Urban Design DO6: Land is used efficiently and sensitively, and development minimizes the impacts on the natural environment, viewscape, agricultural land and urban wildlife.
- Economy DO6: Efficient land use and well-managed transportation infrastructure are in place to attract businesses and support a thriving economy.
- Transportation DO11: An integrated and multi-modal transportation network offers affordable, convenient, accessible and safe transportation choices within the community and to regional destinations.

### **CONCLUSION**

The OCP provides clear policy direction that supports transit-oriented development along major transit corridors. The FTN-specific density allowances proposed in this report encourage appropriate densities that support transit and help advance the intent of the OCP and Council’s Smart Development Principles.

Based on the above discussion it is recommended that Council approve the proposed amendments to Surrey's OCP as documented in Appendix "I" of this report, and authorize the City Clerk to bring forward the necessary amending bylaws for the required readings and to set a date for the related Public Hearing.

*Original signed by*  
Jean Lamontagne  
General Manager, Planning & Development

PK/ss/

Appendix "I" Proposed Amendments to *Surrey Official Community Plan Bylaw, 2013, No. 18020*  
Appendix "II" Surrey Frequent Transit Network ("FTN") Map

### Surrey Official Community Plan Bylaw, 2013, No. 18020

The following proposed amendments to PlanSurrey 2013: Official Community Plan are presented and highlighted in the order the sections appear in the document:

#### **Land Uses and Densities Section**

1. Page 45, Urban Designation, Densities, by deleting the second bullet and replacing it with a new second bullet as follows:
  - ⇒ "Referencing Figure 9, densities within the URBAN designation may range up to 72 units per hectare (30 units per acre) in FTDA's, Urban Centres and sites abutting a Frequent Transit Network and, where specifically noted, in approved Secondary Plan Areas (Figure 4)."
2. Page 47, Multiple Residential Designation, Densities, by deleting the second bullet and replacing it with a new second bullet as follows:
  - ⇒ "Referencing Figure 9, densities within the MULTIPLE RESIDENTIAL designation may range up to 2.0 FAR in FTDA's, Urban Centres, and sites abutting a Frequent Transit Network and, where specifically noted, in approved Secondary Plan Areas (Figure 4)."

# Urban

The URBAN designation is intended to support low and medium density residential neighbourhoods. Residential uses within this designation may include a range of forms such as detached and semi-detached houses as well as ground-oriented attached housing including townhouses and row houses.

Other complementary uses included in this land use designation are public facilities, places of worship, small-scale daycare facilities, schools, live-work units and small-scale neighbourhood-serving shops.

## DEVELOPMENT CONSIDERATIONS FOR URBAN:

### Densities:

⇒ Densities within the URBAN designation support up to 37 units per hectare (15 units per acre) for development taking place within established or existing residential neighbourhoods, subject to neighbourhood compatibility (see Figure 8)

⇒ Referencing Figure 9, densities within the URBAN designation may range up to 72 units per hectare (30 units per acre) in FTDAs, Urban Centres and sites abutting a Frequent Transit Network and, where specifically noted, in approved Secondary Plan Areas (Figure 4).

⇒ ~~Within approved Secondary Plan areas, Frequent Transit Development Areas (FTDA) and in Urban Centres, as shown in Figure 9, the URBAN designation supports densities of up to 72 units per hectare (30 units per acre).~~

### Development Permits:

⇒ Commercial, multiple unit residential and mixed-use developments within this designation are subject to the issuance of a Development Permit, in accordance with DP1 of the Implementation Section of this OCP.

- BL 18423
- BL 18787
- BL 20008
- BL 20109**



*Example of Urban Designation: smaller and narrower single family lots with smaller front yard setbacks and direct access to the street from the front door*

# Multiple Residential

The MULTIPLE RESIDENTIAL designation is intended to support higher-density residential development including local, neighbourhood-serving commercial and community uses. These higher-density neighbourhoods are typically located adjacent to COMMERCIAL, TOWN CENTRE or CENTRAL BUSINESS DISTRICT designations to support the vitality of these areas or along Frequent Transit Corridors.

Subject to creating an appropriate interface with adjacent lower-density residential neighbourhoods, residential uses in this designation may include apartment buildings (generally up to 6 storeys), higher-density townhouses (typically with underground or structured parking) and supportive housing community care facilities that are constructed as multiple-family buildings.

Limited commercial and institutional uses may be supported within the MULTIPLE RESIDENTIAL designation in mixed-use development, but commercial uses that have a large number of employees and/or that generate high traffic volumes are not supported. Public facilities are also permitted within the MULTIPLE RESIDENTIAL designation.

## DEVELOPMENT CONSIDERATIONS FOR MULTIPLE RESIDENTIAL:

### Densities:

Except as shown in Table 7a, the following densities apply:

- ⇒ Densities within the MULTIPLE RESIDENTIAL designation may range up to 1.5 FAR, subject to an appropriate interface (see Figure 10) with adjacent lower-density residential developments
- ⇒ Referencing Figure 9, densities within the MULTIPLE RESIDENTIAL designation may range up to 2.0 FAR in FTDA's, Urban Centres, and sites abutting a Frequent Transit Network and, where specifically noted, in approved Secondary Plan Areas (Figure 4).
- ⇒ ~~Referencing Figure 9, densities within the MULTIPLE RESIDENTIAL designation may range up to 2.0 FAR in FTDA's and Urban Centres and where specifically noted in Secondary Plan Areas (Figure 4) or sites adjacent to a Frequent Transit Network~~
- ⇒ Densities within the MULTIPLE RESIDENTIAL designation may increase up to 2.5 FAR within the *City Centre Plan* area (see Figure 9)
- ⇒ Additional bonus densities may be granted in select areas in exchange for the provision of sufficient community amenities in accordance with approved City Council and Department policies.

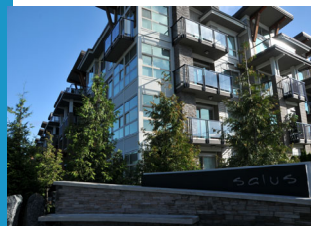
### Development Permits:

- ⇒ Commercial, multiple unit residential and mixed-use development within this land use designation is subject to the issuance of a Development Permit in accordance with DP1 of the Implementation Section of this OCP.

BL 18787

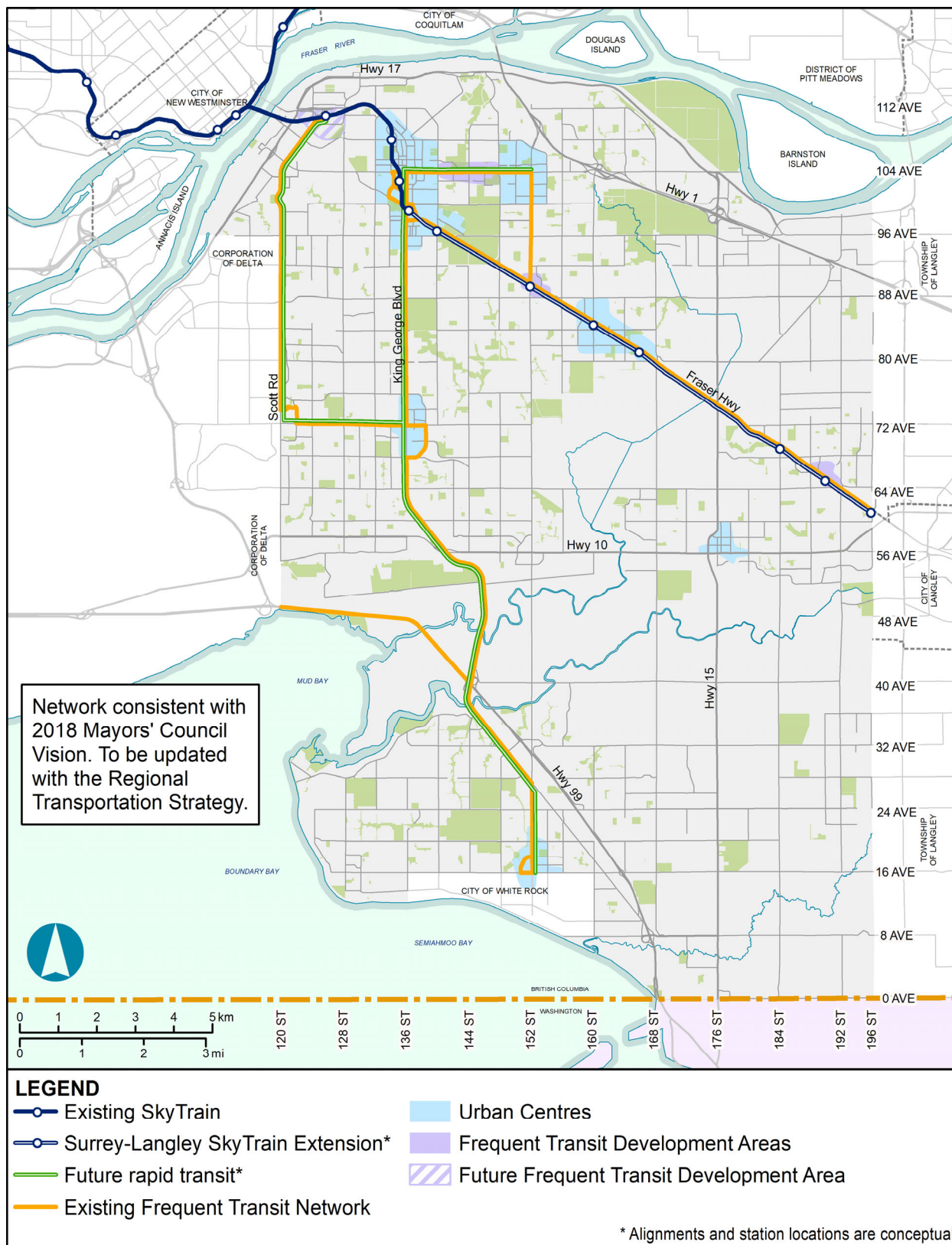
BL 19364

**BL 20109**



*Example of Multiple Residential Designation:  
Higher density developments including stacked townhouses and condo buildings*

## Figure 18: Centres and Frequent Transit Areas and Corridors



BL 19801