

INTER-OFFICE MEMO

Regular Council - Public Hearing Corporate Report R036 Monday April 3, 2023

TO:

City Clerk

FROM:

Manager, Community Planning, Planning and Development

DATE:

March 31, 2023

FILE:

6520-20

RE:

Anniedale-Tynehead Neighbourhood Concept Plan- Update on Amendment

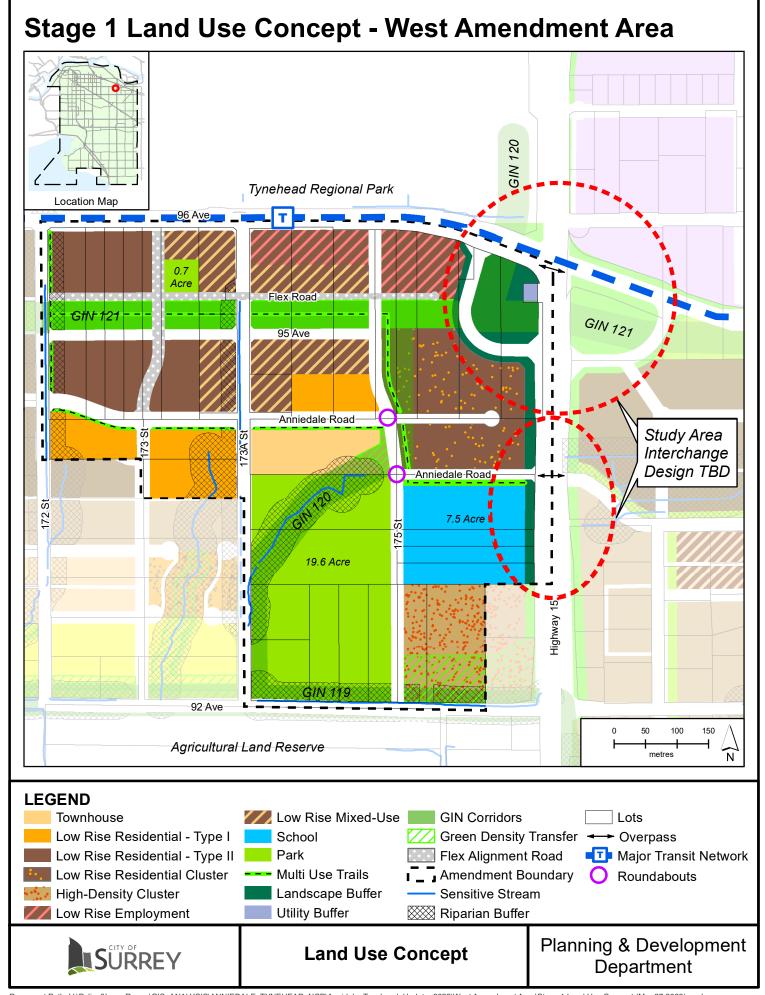
Process 6520-20 Replacement Page Memo

A mapping error was made in the Appendix I and the corresponding map in the Appendix IV of Corporate Report Ro₃6.

Please replace Appendix I and the corresponding map on Appendix IV of the Anniedale-Tynehead Neighbourhood Concept Plan- Update on Amendment Process 6520-20 Corporate Report with the map attached to this memo.

Preet Heer,

Manager, Community Planning, Planning and Development Attachment I – Replacement Map.





CORPORATE REPORT

(Anniedale-Tynehead)

NO: R036 COUNCIL DATE: April 3, 2023

REGULAR COUNCIL

TO: Mayor & Council DATE: March 30, 2023

FROM: General Manager, Planning & Development FILE: 6520-20

General Manager, Engineering

General Manager, Parks, Recreation & Culture

SUBJECT: Anniedale-Tynehead Neighbourhood Concept Plan - Update on

Amendment Process

RECOMMENDATION

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

- 1. Receive this report for information;
- 2. Endorse the updated Stage 1 Land Use Concept for a portion of the Anniedale-Tynehead Neighbourhood Concept Plan, including associated changes to land uses, transportation network, and parks and open spaces, as attached in Appendix "I" and generally described in this report;
- 3. Authorize staff to lead the completion of the Stage 2 planning component associated with the amended Stage 1 Land Use Concept (Appendix "I"), including the resolution of outstanding items identified in this report; and
- 4. Authorize staff to initiate a plan update process, including land use, road network, servicing, amenity, and financial implications, for the remainder of the Anniedale-Tynehead Neighbourhood Concept Plan, as attached in Appendix "II" and generally described in this report.

INTENT

The intent of this report is to seek endorsement of an updated proposed Stage 1 component of the Anniedale-Tynehead Neighbourhood Concept Plan ("NCP") and to seek authorization for staff to proceed with the associated Stage 2 planning process. Staff also seek Council authorization to commence with a review and update of the remainder of the Anniedale-Tynehead NCP.

BACKGROUND

The original Anniedale-Tynehead NCP was adopted in April 2012. It covers an area of approximately 408 hectares (1,008 acres) in North Surrey, east of Guildford Town Centre. The development of the NCP was originally centred on a large format regional shopping centre, supported by a variety of land use designations for housing, commercial, and employment uses, as well as new roads, utilities, parks, schools, and a community centre.

Despite the NCP's approval in 2012, the area has remained undeveloped for the past decade due to utility servicing constraints. In May 2018, Council authorized an updated servicing strategy that would enable a development partnership to fund and construct infrastructure for the Anniedale-Tynehead NCP.

Since 2018, a proponent group has built and funded trunk infrastructure to service initial areas within the NCP. Staff have also received Development Application No. 7920-0002-00, which proposed to amend a portion of the NCP serviced by the new trunk infrastructure. An areaspecific Stage 1 Plan amendment process was initiated by the proponents. The plan amendment process achieved partial Stage 1 approval from Council in July 2022. Additional background on the utility servicing and plan amendment process is provided in Corporate Report No. R156; 2022, attached as Appendix "III".

DISCUSSION

To expedite the ongoing NCP amendment, and given the nature of the detailed interdepartmental work, it is proposed that the remaining planning work be assumed by City staff. It is also proposed that staff initiate a separate and concurrent planning process to undertake an update to the remainder of the NCP area to ensure it addresses current market considerations and reflects updated servicing, transportation, and community amenity considerations.

Subject to Council endorsement of the recommendations of this report, staff will undertake two separate and concurrent land use planning processes associated with the update of the Anniedale-Tynehead NCP. The first process will focus on the completion of the existing NCP amendment process (Stage 2) associated with the Development Application No. 7920-0002-00, whose boundaries are illustrated in Appendix "I". The second process will be a review of the remaining NCP areas, whose boundaries are illustrated in Appendix "II". A detailed summary and additional discussion of these processes is attached as Appendix "IV".

CONCLUSION

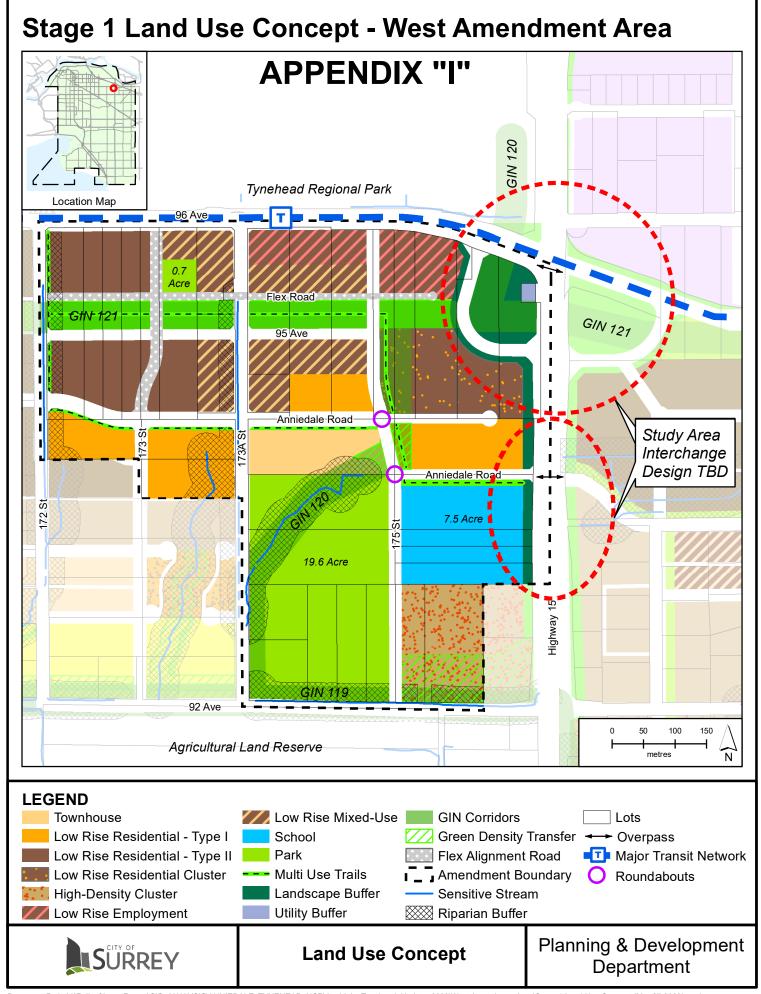
The Anniedale-Tynehead NCP is a significant new development area in North Surrey, with capacity to accommodate homes for up to 18,000 new residents and space for approximately 4,000 new jobs. Facilitating a speedy resolution to the ongoing plan amendment process will be a catalyst for development. A concurrent review of the remaining NCP areas will ensure the plan is reflective of market conditions, and that it addresses the City's long-term servicing, transportation, and community amenity needs, including adequate and well-located school sites.

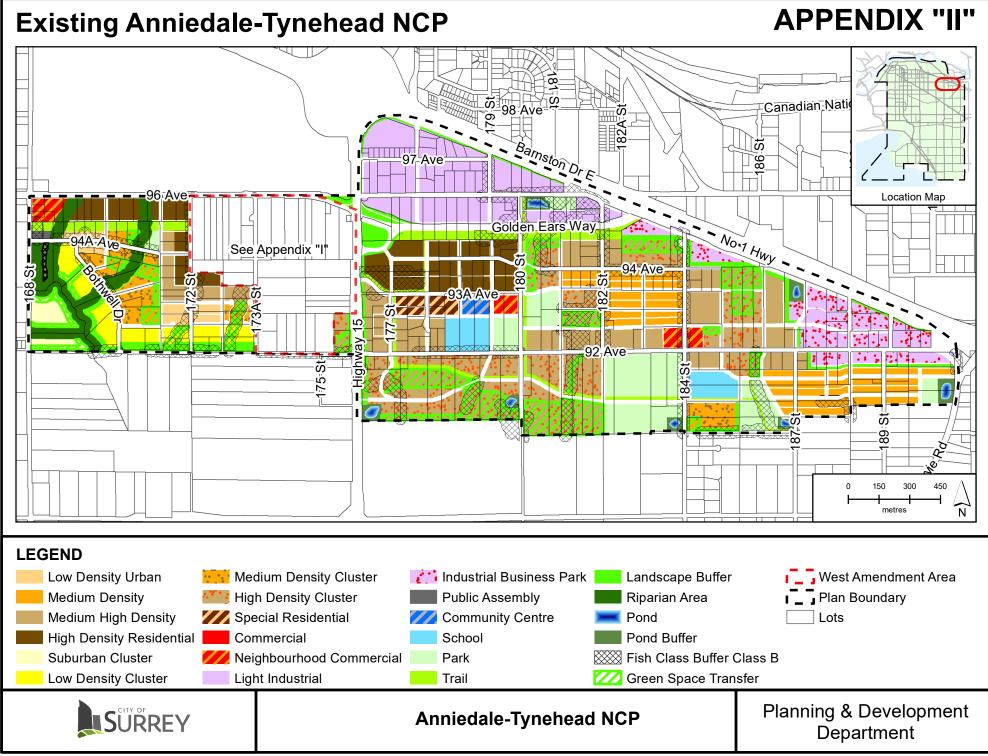
Original signed by Original signed by Original signed by Don Luymes Scott Neuman, P.Eng. Laurie Cavan General Manager, General Manager, General Manager,

Parks, Recreation & Culture Planning & Development Engineering

Appendix "I" Stage 1 Land Use Concept - West Amendment Area Appendix "II" Full NCP Area, less the West Amendment Area

Appendix "III" Corporate Report No. R156; 2022 Appendix "IV" Plan Process Summary and Discussion









CORPORATE REPORT **APPENDIX "III"**

NO: R1516

COUNCIL DATE: JULY 25, 2022

REGULAR COUNCIL

TO:

Mayor & Council

DATE: July 20, 2022

FROM:

Acting General Manager, Planning &

FILE: 7920-0002-00

Development

General Manager, Engineering

General Manager, Parks, Recreation & Culture

SUBJECT:

Anniedale-Tynehead Neighbourhood Concept Plan Amendment - Stage 1

RECOMMENDATION

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

- Receive this report for information;
- 2. Endorse the proposed Stage 1 Land Use Concept for a portion of the Anniedale-Tynehead Neighbourhood Concept Plan ("NCP"), including associated changes to land uses, transportation network, and parks and open spaces, attached as Appendix "I" and generally described in this report;
- Authorize the proponents of the NCP amendment to continue to work with City staff to complete Stage 2 planning component associated with the Stage 1 Land Use Concept, including the resolution of outstanding items identified in this report including the development of design guidelines, review of the engineering servicing strategy, and review of the financing strategy to ensure it will provide adequate funding provisions for engineering infrastructure, logical phasing, parkland, and community amenities;
- 4. Authorize staff to work with the proponents of the NCP Amendment, as part of the Stage 2 component of the NCP review, to confirm the applicable Tier 2 Capital Projects Community Amenity Contributions ("CACs") based on the proposed increase in residential density associated with the proposed NCP Amendment, as per Schedule G of the Surrey Zoning By-law, 1993, No. 12000, as amended (the "Zoning Bylaw"), and ensure that corresponding restrictive covenants are registered on the title of the affected properties to require payment of the applicable Tier 2 CACs at the time of rezoning;
- 5. Authorize staff to bring forward the proposed Anniedale-Tynehead NCP amendment for those properties under Development Application No. 7920-0002-00, as illustrated in Appendix "II", for Council consideration, upon completion of the Stage 2 component of the NCP review; and

6. Authorize staff to proceed with processing of development applications in the Anniedale-Tynehead NCP Amendment area on the basis of conformity with the proposed Stage 1 Land Use Concept and that the final approval of such applications be held pending completion of the Stage 2 component of the NCP review.

INTENT

The purpose of this report is to provide a summary of the Stage 1 component of a proposed NCP amendment to the Anniedale-Tynehead NCP, and to seek authorization to proceed with the associated Stage 2 planning process and to provide a summary of the outstanding issues that will be addressed as part of the Stage 2 component.

BACKGROUND

The Anniedale-Tynehead NCP was adopted in April 2012. The NCP covers an area of approximately 408 hectares in northwest Surrey, generally bounded by Highway 1 and 96 Avenue to the north, 168 Street to the west and the Agricultural Land Reserve ("ALR") in the south. The NCP has remained undeveloped for the past decade due to utility servicing constraints. The existing NCP land use designations are outlined in the map attached as Appendix "III".

The development of the NCP was originally centred on a large format retail area, envisioned as a large scale, regional shopping centre, as well as a "main street" commercial area along 173A Street; the Commercial designation within the existing plan was meant to provide for large format retail, grocery stores, restaurants, service commercial, and other retail uses. Some residential uses were anticipated to the east and south of the commercial area.

In June 2019, as part of Corporate Report No. R117; 2019, Council approved the execution of various Development Cost Charge Front-Ending Agreements and Development Works Agreements for Water and Sewer Infrastructure Works that supported initial development in the Anniedale-Tynehead Neighbourhood Concept Plan area, a copy of which is attached as Appendix "IV".

In January 2020, staff received Development Application No. 7920-0002-00 which is proposing to amend the NCP designation for 10 properties located to the southeast of the 96 Avenue and 172 Street intersection. As part of the Development Application, the proponents initiated a review of the NCP within the area generally bounded by 172 Street to the west, 96 Avenue to the north, Highway 15 to the east, and 92 Avenue to the south, .as illustrated in the map attached as Appendix "V".

DISCUSSION

In response to Development Application No. 7920-0002-00, a Stage 1 plan amendment process was conducted as a coordinated application, pursuant to the City's Secondary Plan Amendment process outlined in the Official Community Plan. Consultants were retained by the applicant to conduct the research, analysis, and public consultation for this amendment process.

Planning & Development staff coordinated input from various City departments, including Engineering and Parks, Recreation & Culture, as well as input from the Surrey School District. Consultation between the applicant, School District staff, and City staff led to the selection of new future elementary school site.

Proposed Land Use Concept

The proposed Land Use Concept changes the land uses and densities of the lands within the concept area upon successful completion of development applications on a site-by-site basis, as generally shown in Appendix "I". The proposed Land Use Concept identifies five new land use designations as follows:

Designation	Intent	Building Height	Density
Low Rise	Requires a minimum of one floor of	5 storeys (20 m)	2.25 FAR
Employment	active commercial at grade with office		
	uses above. No residential uses		
	permitted.		
Low Rise	Requires a minimum of one floor of	4-6 storeys (22.5 m)	2.0 FAR*
Mixed-Use –	active commercial at grade with		
Type II	residential or office uses above.		
Townhouse	Medium density townhouse buildings	2-3 storeys (11 m)	o.5 FAR
	(row or stacked) and ground-oriented		
	multiple residential.		
Low Rise	Multiple residential housing with	4 storeys (15 m)	1.3 FAR
Residential -	ground-oriented units at the base and		
Type I	apartments above.		
Low Rise	Multiple residential housing with	4-6 storeys (22.5 m)	2.0 FAR*
Residential -	ground-oriented units at the base and		
Type II	apartments above.		

^{*} Sites at key locations may have the potential for increased density (up to 2.5 FAR) at the time of application, provided that site features such as transitional form, interface, tree preservation, and other urban design features are taken into consideration, and where additional community benefit is provided in accordance with the City's Density Bonus Policy (Policy O-54).

Mixed-Use and Commercial Uses

The proposed Land Use Concept is centred on a vision of an urban mixed-use village, supported by a central "main street" (173A Street). The concept also proposes an east-west pedestrian street (95B Avenue) in the block south of 96 Avenue running from 173A Street east to 175 Street. The main street and pedestrian street are flanked by low-rise apartment and mixed-use designations. A low-rise employment only designation is proposed on the north side of the pedestrian street to provide opportunity for additional ground floor retail and local service office uses. The concept also identifies a location for an anchor store to the east of the pedestrian street, adjacent to the future interchange of Highway 15. Together these proposed land use designations are intended to form the core of the Tynehead Urban Village centred around 173A Street between 95 Avenue.

This approach is intended to provide additional residential densities within proximity of commercial and office uses to support a vibrant and active public realm. These proposed amendments are supported by staff as an alternative to the existing NCP. They will enable a move away from the large format retail designations within the original NCP, towards a more urban, walkable, mixed-use environment in keeping with Council's Smart Development Principles.

As noted above, staff have identified matters that will need to be resolved prior to Stage 2 to ensure that optimal use and design outcomes can be achieved. These include potential constraints that could impact the proposed commercial uses, existing watercourses within the road right-of-way along 173A Street, the proposed pedestrian street, and the utility right-of-way parallel to 95 Avenue.

Watercourses

The retention or potential relocation of existing watercourses may impact the viability of the commercial and retail uses proposed along 173A Street. Whether they are ultimately proposed to be retained or relocated will have impact on the cross-section for 173A Street, and the viability of street fronting retail uses. There is the potential that this block could be isolated from the Tynehead Urban Village and may result in challenging urban design considerations. Staff propose further consideration be given towards how to coordinate this block into the wider commercial area as part of the Stage 2 planning process.

Pedestrian Street - Utility Right-of-Way

From a design perspective, staff have expressed concerns with the pedestrian street as proposed. There is potential for this pedestrianised environment to compete with, and potentially undermine, the viability of the "main street" as the primary hub for pedestrian traffic, shopping, and gathering. Staff are of the view that the "main street" along 173A Street should be supported and prioritised.

In addition, the current layout and the location of the pedestrian street encourages these mixed-use developments to locate back of building features like parking access, loading, and garbage in high amenity and public throughfare areas including adjacent public roads and the proposed Green Infrastructure Network ("GIN") corridor within the utility right-of-way. It will also lead to a break in the street front condition on 173A Street, which has the potential to undermine the vibrancy of the "main street" environment. Staff propose further study and refinement of the pedestrian street and commercial orientation to ensure urban design considerations are achieved as part of Stage 2 planning process.

Impacts on Employment

Staff have undertaken a preliminary review of the proposed amendments related to impacts of employment. Employment projections have been generated within the proposed amendment area based on existing and proposed land uses.

The existing plan included 'Commercial' (big box) and 'Neighbourhood Commercial' land use designations over an area of approximately 13 hectares (32 acres). This generated a total employment projection of approximately 1,146 jobs.

The proposed Land Use Concept includes 'Low-Rise Mixed Use' and 'Low-Rise Employment' land use designations over an area of approximately 4.5 hectares (11 acres). This generates a total employment projection of 960 jobs.

The proposed Land Use Concept results in a reduction of 186 jobs compared to the current land use plan. This is predominantly due to the overall reduction in employment lands within the proposed amendment to allow for additional residential uses. However, it is unlikely that the employment projections based on the existing land use plan would come to fruition given that big box retail is unlikely to occur, especially with the density of employees originally envisioned. Staff will undertake further analysis and refinement as part of the Stage 2 planning process to maximize the resident to job ratio.

Residential Uses

The residential designations with the proposed Land Used Concept are envisioned to concentrate the highest densities and building heights around the Tynehead Urban Village, transitioning to lower densities and heights moving south. The "Low Rise Residential – Type II" designation is primarily proposed north of 94A Avenue, with heights potentially up to 5 or 6 storeys fronting 96 Avenue.

The higher densities help to support 96 Avenue being included as part of TransLink's Transport 2050 Reliable and Fast Transit ("RAFT") Network. The recently approved Mayors' Council *Transport 2050: 10-Year Priorities for TransLink* has identified for a Rapid Bus route within 10 years. The Rapid Bus route is proposed between Scott Road Station and Carvolth Exchange in the Township of Langley, via 96 Avenue. Rapid Bus is envisioned to be the first step in building the necessary ridership for ultimate Bus Rapid Transit, which is the ultimate part of the RAFT Network plan for 96 Avenue.

The proposed "Low Rise Residential – Type I" designation is meant to provide a transition between the "Low Rise Residential – Type II" designation to the north and the "Townhouse" and "High-Density Cluster" designations to the south. The "Low Rise Residential – Type I" designation would allow buildings up to 4 storeys in height.

The "Townhouse" designation envisions medium density townhouse buildings, either row or stacked, of 2-3 storeys in height, while the "High-Density Cluster" designation is an existing designation within the Anniedale-Tynehead NCP, which can include ground-oriented townhouses and row house units clustered away from the ALR edge or environmentally sensitive features, steep slopes, or unstable soils.

The current land use plan projected a population of 950 for this amendment area. The proposed land use plan results in a population projection of approximately 7,456. This is an increase in population by 6,506.

Schools

Discussions were held with the Surrey School District as part of the review of the plan area. The Surrey School District expressed that the site identified in the existing NCP was not their preferred site for the future elementary school. In conjunction with the proponent's consultant team a new site was identified within the concept plan area.

The school site has been proposed to be relocated from the northeast corner of 173A Street and 92 Avenue to a 3.1 hectare (7.6 acre) site bordered by 175 Street to the west, 94A Avenue to the north, and Highway 15 to the east.

A 15.0 metre landscape buffer is proposed along the eastern extent of the site to provide separation from Highway 15, while a 15.0 m wide green space containing a trail is proposed along the north property line, which will provide buffering from 94A Avenue, as well as connect the school site with the active transportation network.

Parks and Open Space

Due to the proposed school site relocation, the large neighbourhood park is now proposed within the area bordered by 173A Street to the west, 92 Avenue to the south, and 175 Street to the east.

A new urban park is also proposed east of 173 Street, adjacent to the "Low Rise Mixed-Use – Type II" designation to the east and "Low Rise Residential – Type II" designation to the north. The GIN corridor within the BC Hydro Statutory Right-of-Way is to the south.

The GIN corridor network remains largely as shown in the existing Anniedale-Tynehead NCP, with two east-west corridors and one north-south corridor within the concept plan area. The two east-west corridors have not been modified. The alignment of the north-south corridor has been modified slightly to align with an existing Class B watercourse that runs through the proposed neighbourhood park site, but otherwise follows a similar alignment as in the existing plan. Staff have expressed concern with the alignment of the GIN corridor at the intersection of 94A Avenue and 175 Street and in relation to the future Highway 15 interchange.

Staff also note that the concept plan shows a trail network for the area, some of which is consistent with the existing NCP. An east-west trail is proposed within the GIN corridor north of, and adjacent to 95 Avenue. A similar configuration exists in the original NCP. A new east-west trail is proposed along the southern edge of 94A Avenue, starting at 172 Street in the west and crossing Highway 15. A new north-south trail is shown on 172 Street, which starts at 94A Avenue in the south and provides a connection north to Tynehead Park north of 96 Avenue.

Staff have reviewed the proposed trail network and are generally supportive; however, staff will require further review of proposed trail widths prior to Stage 2.

Transportation

The basis of the road network remains largely as shown in the existing Anniedale-Tynehead NCP, with some modifications to road alignments. In particular, the alignment of the main east-west collector road 94A Avenue (Proposed Anniedale Road) has been adjusted to better account for the existing grades within the concept area.

Similarly, the proposed alignment of 173 Street, north of 94A Avenue has been adjusted slightly to the east, while 175 Street has been realigned south of 95 Avenue in order to account for the new proposed location of the park and school sites. An east-west road in the existing plan that was to run between the park and school site is no longer required and has been eliminated.

Further review of the proposed road network and road cross-sections, including requirements for lanes, protection of rapid transit, and consideration for water courses and utility corridors will be required as part of the Stage 2 planning process and subsequent development applications. In addition, a Transportation Impact Analysis ("TIA") will need to be reviewed and approved by the Ministry of Transportation and Infrastructure as part of the Stage 2 planning process.

Utilities

An update to the existing utilities servicing strategies for Anniedale-Tynehead will be required to reflect the proposed land use designation changes in the NCP amendment area.

Much of the water and sanitary infrastructure works outlined in Corporate Report No. R117; 2019 (Appendix "IV") have been constructed, with infrastructure sized to accommodate the original NCP land uses. Given the proposed land use changes associated with the NCP amendment, an update to the water and sanitary servicing strategies will be required as part of the Stage 2 planning process to determine how existing system capacity constraints (if any) will be addressed. Staff will be bringing forward a Corporate Report for Council's consideration to authorize the construction of additional sanitary infrastructure works which account for the proposed land use changes.

The proposed land use changes in the NCP amendment area, along with the associated updates to the proposed road and parks networks, will also necessitate an update to the proposed drainage servicing strategy. Further, recommendations from the Upper Serpentine Integrated Stormwater Management Plan, which was completed following Council endorsement of the 2012 NCP, will need to be considered. Pond locations and sizing will be reviewed as part of the Stage 2 planning process.

The Stage 2 engineering analysis will identify drainage, sanitary and water infrastructure improvements required, along with updated infrastructure costs and financing requirements.

Public Consultation

A public consultation process was undertaken by the applicant's consultant and consisted of consultations with property owners in the affected area on an individual basis, interagency meetings, and two Public Information Meetings ("PIMs").

Letters directed to property owners in the area were mailed out on May 12, 2022 and June 21, 2022, informing owners of the existing land use and proposed land use for their parcel and offering an opportunity to provide feedback or ask questions about the proposal.

In addition to consultation with the affected property owners, meetings were held with the Surrey School District and other relevant external agencies, such as TransLink, BC Hydro, Fortis BC, and Metro Vancouver Regional District on May 11, 2022, June 16, 2022, and June 17, 2022. Discussion with the Ministry of Transportation and Infrastructure is still outstanding and is a requirement for Technical Review, as most of the NCP is within the 800 m of Highway 15 or Highway 1.

The draft Land Use Concept and supporting materials were presented at two PIMs hosted on June 28, 2022 and June 29, 2022. As per City Policy, these meetings were advertised in the local newspaper and an invitation was sent via mail to all owners within the proposed Land Use Concept area, as well as to those within 100 m of the concept area. Details about the PIMs, as well as project details, were hosted on the applicant's consulting engineer's website.

The first PIM was an in-person, outdoor event held at 9450 - 172 Street, one of the properties under application in Anniedale-Tynehead, on June 28, 2022 from 5:00 p.m. to 8:00 p.m. Approximately 16 people attended, excluding the applicant's consultants and City staff. Only one attendee submitted a feedback form. They noted that they were happy and excited about the development and were looking forward to having a school in the area.

The second PIM was held online via Zoom on June 29, 2022 from 6:30 p.m. to 7:15 p.m. Approximately 11 people attended, excluding the applicant's consultants and City staff. Three attendees asked questions. One question related to timing of the future development. A second question was about how much notice tenants would have to vacate their premises and whether it was the City that was purchasing their properties where they lived. The third question was a request to get a copy of the slides presented. No specific comments about the proposed changes were received.

This Stage 1 consultation process was consistent with prior developer-led consultations in the City. A summary of the public engagement is included in Appendix "VI".

The public consultation for Stage 2 planning will align with the City's Public Engagement Strategy.

Stage 1 Land Use Concept Area vs. NCP Amendment Area

Development Application No. 7920-0002-00 encompasses 10 properties within the Anniedale-Tynehead NCP area; however, due to impacts of surrounding land uses, transportation network and parks network, it was necessary to undertake a broader review of the NCP. This approach ensures the proposed changes associated with the Development Application will be well integrated into the surround area, with consideration to sufficient and supporting transportation parks and open space networks.

The proposed Land Use Concept responds to Council's Smart Development Principles by reorienting commercial uses into a walkable urban village environment. Additional residential densities help address the demand for housing while supporting the proposed commercial uses by providing more homes within walking distance of daily needs. Further, replacing large format, car-oriented commercial uses with a mixed-use walkable retail environment supports reduction of greenhouse gas emissions. Together the proposed changes present a more market viable and environmentally and socially compatible concept. Staff are supportive of the proposed land uses with the intent for additional and ongoing refinements within the Stage 2 planning process.

For this reason, staff are recommending the endorsement of the Stage 1 Land Use Concept for the broader area, while only approving the Anniedale-Tynehead NCP amendment of the land use designations for those properties that are currently under application as illustrated in the map attached as Appendix "II".

Prior to finalizing the NCP amendment, it is further recommended that staff work with the applicant to confirm the applicable Tier 2 Capital CACs based on the proposed increase in residential density associated with the proposed NCP Amendment, as per Schedule G of the Zoning Bylaw, and ensure that corresponding restrictive covenants are registered on the title of the affected properties under Development Application No. 7920-0002-00 to require payment of the applicable Tier 2 CACs at the time of rezoning.

Subsequent development applications for other properties within the Stage 1 Land Use Concept area would be expected to propose NCP amendments in line with the Land Use Concept, as endorsed by Council. This approach ensures that the impacts associated with the proposed NCP amendments are addressed by each subsequent development application.

Finally, it is further recommended that staff be authorized to proceed with processing of development applications within the concept area on the basis of conformity with the proposed Stage 1 Land Use Concept and that final approval of such applications be held pending completion of the Stage 2 component of the NCP review.

Stage 2 Planning Process

Several land use and plan implementation issues will need to be resolved during the Stage 2 component of the NCP review process. A detailed assessment of these matters could result in changes to the Land Use Concept and will be presented to Council in conjunction with the Stage 2 component of the NCP review. Subject to Council's approval of the Stage 1 Land Use Concept, staff will coordinate the following items during the Stage 2 planning process:

- Facilitate further analysis and refinement of the amount of area designated as commercial to support an acceptable resident to job ratio;
- Consider including 'live-work' aspects to "Townhouse" designations;
- Complete watercourse evaluations for 173A Street ("main street") to help inform and refine the cross section for 173A Street and ensure appropriate urban design conditions;
- Facilitate further refinement of the commercial/mixed-use area to ensure an optimal design outcome. This includes, but is not limited to, the following:
 - Ensuring the location of the pedestrian street does not compete with the "main street";
 - Refining the format of the commercial to ensure technical considerations relating to loading, access, refuse removal, parking, etc. have been reviewed to achieve optimal design outcomes while supporting retail and commercial uses;
 - o Ensuring sufficient commercial floor space is provided for a full-sized grocery store, and other larger format retail typologies;
 - Further refining the commercial block west of 173A Street to ensure it is wellcoordinated and designed; and
 - o Updating commercial and mixed-use specific design guidelines;
- Review and consider housing policies, including requirements for family supportive units (2 and 3-bedrooms within mixed-use and apartment buildings);
- Review lot consolidation area requirements to ensure amendments are not required, and to facilitate equitable development;
- Refine design guidelines, including review of the proposed building setbacks;
- Further refinement of the Transportation Network, including lane network inclusion into the Land Use Concept;
- Further refinement of the proposed GIN and trail network to address staff comments;
- Develop growth projections associated with the proposed Land Use Concept;
- Update Secondary Plan CACs to address growth projections;
- Prepare a TIA for review and approval by the Ministry of Transportation and Infrastructure;
- Prepare an updated engineering servicing strategy;

- Review and identify any updates required to the financing strategy to ensure it will
 provide adequate funding provisions for engineering infrastructure, logical phasing,
 parkland, and community amenities; and
- Prepare and publish a final Stage 2 Plan document that presents the final land use strategy with all corresponding strategies, policies and guidelines.

Staff will continue to work with the proponents and external agencies during the development of the Stage 2 component.

SUSTAINABILITY CONSIDERATIONS

The work of this plan 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 support the following Desired Outcomes ("DO"):

- 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, viewscapes, agricultural land and urban wildlife; and
- Economy DO6: Efficient land use and well-managed transportation infrastructure are in place to attract businesses and support a thriving economy.

CONCLUSION

The Anniedale-Tynehead NCP was originally adopted in April 2012 and no development has occurred in the area in the decade following the NCP adoption. The area under consideration in this report was primarily envisioned as a large-scale, regional shopping centre comprised primarily of large format retail, with some supporting residential uses, parkland and an elementary school.

Through a developer-led process, the land uses, transportation, and parks and open space concepts were reviewed for the area generally bounded by 172 Street to the west, 96 Avenue to the north, Highway 15 to the east, and 92 Avenue to the south. Through consultation with staff and stakeholders, the proponent produced a proposed Stage 1 Land Use Concept for consideration.

Based on the above discussion, it is recommended that Council approve the proposed Stage 1 Land Use Concept and authorize staff to proceed with all necessary actions to proceed with the Stage 2 plan development for this area. It is also recommended that Council authorize staff to receive and process development applications for properties with the concept area concurrently with the Stage 2 Planning process, and in alignment with the Stage 1 Land Use Concept.

Jeff Arason, P.Eng. Acting General Manager,

Planning & Development

Scott Neuman, P.Eng. General Manager,

Engineering

Laurie Cavan

General Manager,

Parks, Recreation & Culture

JA/PH/RG/cc

Appendix "I" - Stage 1 Land Use Concept

Appendix "II" – Properties under Development Application No. 7920-0002-00

Appendix "III" - Existing Anniedale-Tynehead NCP designations

Appendix "IV" - Corporate Report No. R117; 2019

Appendix "V" – Existing Anniedale-Tynehead NCP designations for area of study

Appendix "VI" - Summary of June 28 and June 29, 2022 Public Information Meetings

^{*} Appendices Available Upon Request

PLAN PROCESS SUMMARY & DISCUSSION Anniedale-Tynehead Neighbourhood Concept Plan

In January 2020, staff received Development Application No. 7920-0002-00 ("the Development Application"), which proposed to amend the NCP designation for 10 properties located to the southeast of the 96 Avenue and 172 Street intersection. As part of the Development Application, the Proponents initiated a review of the NCP within the area generally bounded by 172 Street to the west, 96 Avenue to the north, Highway 15 to the east, and 92 Avenue to the south. An area-specific Stage 1 plan amendment process was conducted, pursuant to the City's Secondary Plan Amendment process as outlined in *Surrey Official Community Plan Bylaw*, 2013, No. 18020 ("the OCP"). Consultants were retained by the applicant to conduct the research, analysis, and public consultation for this amendment process. The process included direct consultation with the Surrey School District to ensure appropriate and strategic planning for new schools.

On July 25, 2022, Council endorsed the proposed Stage 1 plan amendment associated with the Development Application, as well as an updated Land Use Concept for the study area. The report also included a list of Stage 2 planning and engineering requirements (Appendix "III").

The updated Land Use Concept presents a departure from the large format (big box) commercial vision in the original 2012 NCP and introduces a more contemporary urban and mixed-use vision more comparable with market demand. The concept also identifies a more suitable location for the proposed elementary school site, due to the adverse topographic and environmental site constraints in the 2012 NCP. The new preferred school site is also strategically located where the Provincial government already owns two parcels of land, offering land acquisition benefits for the School District which will expedite the delivery of the overall school site. A comparison between the 2012 and 2022 Council-endorsed Land Use Concepts are summarized at the end of this appendix.

Since July 2022 staff have continued to work with the applicant's consulting team. To expedite this process, given the nature of the associated detailed interdepartmental work, it is recommended that the process be taken on by City staff. It is also recommended that a separate and concurrent process be undertaken to update the remainder of the NCP area to ensure it addresses current market considerations and reflects updated servicing, transportation, and community amenity considerations.

In addition to receiving the Development Application, since the original development of the NCP, 96 Avenue/Golden Ears Way has now been included as part of TransLink's *Transport 2050* Major Transit Network ("MTN"). This indicates future regular frequent bus service, with the ultimate goal of RapidBus or Bus Rapid Transit (at a minimum). This important addition warrants a thorough review of the land use and supporting road network, as significant portions of the entire NCP will now have additional transit options that were not previously included.

Subject to Council endorsement of this report, staff will undertake separate and concurrent land use planning processes associated with the update of the Anniedale-Tynehead NCP. The first process will focus on the Stage 2 completion of the existing NCP amendment process associated with the Development Application (see Appendix "I"). The second process will be a review of the remaining NCP areas outside of the lands associated with the first process.

Stage 2 NCP Process Associated with Development Application No. 7920-0002-00

Staff will immediately prioritize the completion of the Stage 2 component of work associated with the proposed updated Stage 1 Land Use Concept attached as Appendix "I". Through this process, staff will continue to involve the Proponent and consulting team associated with Development Application 7920-0002-00.

Updated Stage 1 Land Use Concept

Since July 25, 2022, staff have made refinements to the proposed Stage 1 Land Use Concept to address comments and considerations of staff, align the proposed concept with existing City policies, and ensure development equitability between properties (Appendix "I"). These refinements have been detailed below.

Road Network Changes

Change	Rationale
173 Street (north of Anniedale Road)	 Local road designated as "flex alignment" to enable variation of alignment, depending on lot consolidation patterns and more detailed site planning, contingent on intent of the road connection remaining.
175 Street (north of 92 Avenue)	 Local road re-alignment, in keeping with City best-practices, to allow for more equitable distribution of dedication requirements. This proposed alignment continues to ensure that the resulting site area meets future school site needs.
Anniedale Road (94A Avenue, east of 173A Street)	 Road re-alignment to allow for more equitable distribution of dedication requirements as part of development and more efficient adjacent development parcels. Collector road function maintained via the introduction of roundabouts at 175 Street intersections.

Local road terminated at 175 Street intersection. An alternative Highway 15 interchange scenario is proposed, subject to further study, to replace the planned Highway 15 on-ramp. This alternative presents full-movement ability in and out of the NCP area, 95 Avenue while maintaining and improving efficiency of highway operations (east of through the removal of turning movements at the intersection of 173A Street) Highway 15 and 96 Avenue. The alternative scenario also increases the development potential of the area and reduces the land necessary to develop the proposed on-ramp. Proposed "flex alignment" road extended to provide adequate access and circulation to support the proposed commercial/mixed-used designated sites, as well as to meet emergency services requirements 95A Avenue for future building configurations. (east of Variation of alignment permitted depending on lot consolidation 172 Street) patterns and more detailed site planning, contingent on intent of the road connection remaining. Proposed local road extending from 175 Street east along the north property line of 9419-176 Street. 94A Avenue This road will provide the necessary access and addressing for the (east of "Low Rise Residential – Type II" block east of 175 Street, as well as 175 Street) necessary fire access.

Land Use Changes

 Replaces "Townhouse" designation in favour of "Low Rise Residential – Type I" (applicable to 9385, 9419–173A Street). Addition of "Mixed-Use" to aid in boosting the number of employment opportunities provided within this portion of the NCP (applicable to part of 17328–96 Avenue). Additional "Low Rise Employment" in the northeast corner of the plan, which will aid in boosting the number of employment opportunities provided within this portion of the NCP. Adjustments to neighbourhood park on 173 Street to correspond with road adjustments and to maintain minimum parcel size of 0.7 acre. Various parcel boundary adjustments to avoid split use designated sites and to correspond with road network adjustments. A correction to the endorsed Stage 1 Land Use Concept: densities for all non-cluster designations expressed as FAR or Units Per Hectare (Units Per Acre) are calculated on a net site basis and exclude undevelopable areas in accordance with the guidelines in Official Community Plan. 	
	 Type I" (applicable to 9385, 9419–173A Street). Addition of "Mixed-Use" to aid in boosting the number of employment opportunities provided within this portion of the NCP (applicable to part of 17328–96 Avenue). Additional "Low Rise Employment" in the northeast corner of the plan, which will aid in boosting the number of employment opportunities provided within this portion of the NCP. Adjustments to neighbourhood park on 173 Street to correspond with road adjustments and to maintain minimum parcel size of 0.7 acre. Various parcel boundary adjustments to avoid split use designated sites and to correspond with road network adjustments. A correction to the endorsed Stage 1 Land Use Concept: densities for all non-cluster designations expressed as FAR or Units Per Hectare (Units Per Acre) are calculated on a net site basis and exclude undevelopable areas in accordance with the guidelines in Official

Green Infrastructure Network ("GIN") Corridor 120 re-aligned to the east side of 175 Street, north of Anniedale Road. GIN corridor realignments at intersection of GIN 120 and GIN 121 to maximize environmental considerations while minimizing impacts on Green development areas. <u>Infrastructure</u> Re-aligned configuration will allow for the preservation of a portion **Network Corridor** of a stand of mature coniferous forest identified as a conservation priority by the NCP and allow for wildlife connectivity between the ALR and Tynehead Park. A multi-use pathway network will follow this new alignment. In the limited circumstances where GIN 120 overlays the "Townhouse" and "Low Rise Residential Type I" designations and is aligned with a "Green Transfer" designation, the density from the "Green Transfer" area will now be transferrable onto the net developable portion of the remainder of the lot in exchange for the protection of the "Green Transfer" area as open space. Introduction of The extension of the "Green Space Transfer" provision to non-cluster Green Transfer designations is intended to facilitate the implementation of Provisions to Biodiversity Conservation Strategy ("BCS") requirements (applicable to 9420-173A Street and 9419-176 Street)). Townhouse and Low Rise The following areas or land uses may not be counted as part of the Residential Type I designated green space transfer areas: o areas covered by any structure or buildings; road rights-of-ways; o riparian area; o property setbacks; and private front or backyard areas. A 'Low Rise Residential Cluster' has been introduced to better facilitate the implementation of the GIN Corridor 120 and the Hwy 15 Landscape Buffer designations east of 175 Street and north of Anniedale Road. Introduction of The intent of this designation is to allow for green space transfer in accordance with the Cluster Housing Development Guidelines in Low Rise Residential Section 4.4 of the Anniedale-Tynehead NCP. Cluster This designation provides for multiple residential housing with **Designation** building heights of 4-6 storeys (22.5 m) with ground-oriented units at the base and apartments above. The designation provides for a density of 1.8 FAR (gross density, after dedication for roadways or other public purposes are accounted for).

The updated Stage 1 Land Use Concept will support efficient and equitable development and facilitate an expedited Stage 2 planning process.

School Site Planning

The designated school site remains unchanged from the Stage 1 Land Use Concept that was endorsed by Council in July 2022 (see Appendix "III"). This change was made through the proponent-led planning process in consultation with the School District. The 2022 designated school site is preferred to the original 2012 designated site for the following reasons:

- The site removes prior split designated parcels which simplifies site acquisition.
- The site contains less environmental encumbrances (creeks, wetlands, etc.), and has favourable slopes to enable an efficient future school layout.
- The site has a suitable area (7.63 acres) to achieve funding from the Ministry of Education.
- The site is located adjacent to the planned 94A Avenue overpass, which will allow the school to better serve students on both sides of 176 Street.
- The Provincial Government (BC Transportation Financing Authority) already owns two parcels (~2.5 acres) within the designated school site area which will assist with the School District's land acquisitions.

Staff will continue to coordinate with the School District through the proposed plan review process to identify potential changes necessary to ensure appropriate long range school capacity within the area.

Stage 2 Planning Process

The associated Stage 2 work will include:

- Additional engagement with key stakeholders and landowners associated with the NCP amendment area, focusing on the Stage 2 scope of work outlined below.
- Finalizing the Land Use Concept and associated policy as needed based upon the concurrent Stage 2 work, including potential refinements to:
 - Ensure adequate area is designated for mixed-use and/or commercial purposes to support a sufficient resident to job ratio, and future opportunities for specific commercial needs including grocery, pharmacy, and local servicing office;
 - o refine the parks and trail network as needed;
 - o further consideration of the interface between the "Green Transfer" designation and the non-cluster residential designations to ensure the proposed GIN addresses the intent and objectives of the BCS;
 - o review the open space requirements of the Cluster designations and the density calculation in the Green Space Transfer provision for Cluster developments; and
 - o update population, unit, and employment growth projections associated with the proposed Land Use Concept.
- Finalize the Transportation Concept, including:
 - Preparation of a Traffic Impact Assessment ("TIA") in partnership with the Ministry of Transportation and Infrastructure ("MOTI") and TransLink ("TL");
 - o Confirmation of the revised road network pattern to ensure adequate fire, service access, equitable distribution of roads, and movement for all modes;

- Revised conceptual design and cost estimate with MOTI for the planned interchange at the intersection of 176 Street (Highway 15) and 96 Avenue, including the potential alternative concept involving Highway 15 connectivity involving 95 Avenue;
- Refine the land use concept to include pedestrian walkway locations through larger development blocks to provide for a finer-grained pedestrian connectivity, particularly in locations leading to future transit services, parks and schools;
- o Updates to road dedication requirements, where applicable; and
- Formalized street hierarchy and concept, including the support for the commercial main street and village centre concept envisioned within the Stage 1 Land Use Concept.
- Update the community amenities strategy to support and address the impacts of growth, including updates to existing Secondary Plan Community Amenity Contributions ("CACs") and applicable Tier 2 Capital Projects Community Amenity Contributions ("CPCACs"), based on the proposed increase in residential density associated with the amendment to the NCP;
 - A corresponding restrictive covenant should be registered on the title of the affected properties to require payment of the applicable Tier 2 CPCACs at the time of rezoning.
- Prepare plan implementation and development policies, including:
 - Lot consolidation area requirements to ensure equitable development, facilitate the implementation of cluster designations, and minimize the need for future plan amendments; and
 - o Housing policies, including requirements for family supportive units (two- and three-bedrooms within mixed-use and apartment buildings).
- Prepare Urban Design Guidelines for the plan area including:
 - Building height and massing guidelines;
 - o Commercial use considerations relating to loading, access, refuse, parking, etc.;
 - Building setback and street interface guidelines;
 - o Public realm, plaza, and streetscape guidelines; and
 - Street cross-section and urban interface design concepts.
- Prepare final financial strategy considerations for the ultimate servicing of the NCP amendment area, including potential updates to DCCs, acquisition of property for parkland and/or environmental purposes, and the provision of amenities to address the impacts of growth.
- Prepare final implementation strategies and policy considerations for achieving the plan, including any consequential amendments to the OCP, *Surrey Zoning By-law*, 1993, No. 12000 ("the Zoning By-law"), Fees Bylaw, Regional Context Statement, and other City bylaws and policy.
- Prepare and publish an interim (final) Stage 2 plan document associated with the amendment area, that presents the final land use strategy with all corresponding

strategies, policies, and guidelines. This document will then be amalgamated with the separate and concurrent scope of NCP work outlined in the latter portion of this report.

The Stage 2 planning work noted above could result in further refinements to the Land Use Concept. Any further changes will be reflected in the final Stage 2 component of the NCP review that will be presented to Council.

A key consideration in the recommendation for staff coordination of the Stage 2 component of work will be the expected timelines associated with final approvals. Emphasis will be made to ensure current in-stream applications can continue progressing towards completion concurrent with Stage 2 work. Staff are targeting Stage 2 completion of Development Application No. 7920-0002-00 at the end of the third quarter of 2023.

Update to the Remainder of the NCP

The Anniedale-Tynehead NCP was adopted over a decade ago and market conditions have changed, resulting in proposed major amendments to the NCP under 7918-0305-00 and 7920-0002-00, including related servicing and community infrastructure implications; therefore, it is recommended that Council also direct staff to conduct a comprehensive review of the remainder of the NCP. The intent of this process will be to bring the NCP in-line with current market conditions, updated federal and provincial environmental regulations, and updated City policies and strategies, including the consideration to the major amendments noted above.

This broader NCP review will address the following.

Land Use Review

A review of the land use plan will ensure appropriate and market-responsive land uses and densities to create an attractive and sustainable community, including consideration of transit supportive densities and appropriate employment opportunities. Staff will examine the existing commercial, industrial, and residential designations and propose updates for consideration.

Parks and Community Amenity Review

A review of the parks and open space network will be completed in conjunction with the land use review; changes to land use have potential to increase and/or redistribute the plan area population which will impact parks, recreation, and school needs. This review will ensure that parkland is provided appropriately throughout the NCP and that all future residents are within walking distance of a park. In addition, a review will examine the location and size of the existing planned community centre and ensure adequate funding strategies to deliver planned parks and community infrastructure and amenities. School site planning and provisions will also be reviewed in collaboration with the Surrey School District, as detailed later in this appendix.

Additional School Site Planning

The broader Anniedale-Tynehead NCP currently falls within the existing catchments of two elementary schools and two secondary schools. In September 2022, there was sufficient capacity

at both elementary school and at Coast Salish Secondary; however, North Surrey Secondary was at 126% capacity.

Based on the extent of planned development within the NCP area, three new elementary schools are planned, with consideration for expansion to existing schools. Two of these new elementary sites are already owned by the Surrey School District and one additional site requires acquisition.

The additional required elementary school site is within the plan amendment area associated with Development Application No. 7920-0002-00 (see Appendix "I"), as discussed within this appendix.

Staff will continue to coordinate with the School District through the proposed plan review process to identify potential changes necessary to ensure appropriate long range school capacity and school site planning within the area.

<u>Infrastructure Servicing Review</u>

The existing engineering servicing strategy was developed based on the projected populations of the existing NCP. Changes to land uses and population projections will change servicing requirements, including financing assumptions. A coordinated utility servicing strategy (sanitary, water, drainage) is required to ensure efficient and equitable delivery of infrastructure. Through Development Application No. 7818-0122-00 (Phase 1), which is currently under construction, projected populations were established to inform the infrastructure designs, and were based on current design criteria along with proposed land use assumptions established through Development Application No. 7920-0002-00. These population projections have set the upper population limit to be used for the updated NCP, and a comprehensive NCP servicing review will ensure that the additional projected population is spread equitably through the plan area. It will also allow for more recent environmental reports and information to be incorporated within the overall NCP servicing strategy.

Transportation Review

Changes to land uses requires a concurrent review of the transportation network to ensure appropriate road and active transportation networks and corresponding considerations. The review of the transportation strategy also requires coordination and referral to the MOTI, for Highway 15 and Highway 1, and TransLink, for 96 Avenue and Golden Ears Way. These important regional roads are impacted by the growth in the NCP area, and some of these referrals have already commenced as part of the Stage 2 refinements for Development Application No. 7920-0002-00. Through their support, this review process allows an opportunity to enable a streamlined approval process that is consistent with the amendment plan land uses.

The previous transportation study that supported the NCP servicing strategy was a complex transportation modelling assignment that reviewed and assessed traffic patterns and volumes to support the growth in the NCP and minimize impact on the regional road network. A review to support the additional population from an NCP amendment would result in a similar level of transportation analysis.

As part of Stage 2, staff will work with MOTI to advance more conceptual/functional design of the Highway connections to inform final Stage 2 plans.

Environmental Review

The City's BCS recognizes Surrey's biodiversity as a key foundation of a healthy, livable, and sustainable City. The BCS identifies a GIN, composed of hubs, sites, and corridors that delineate the minimum core areas for conservation, protection, and enhancement of ecological values over time.

The BCS was approved by Council in 2014, after the adoption of the original Anniedale-Tynehead NCP. A review of the NCP will ensure appropriate management approaches for the GIN are considered and consistent with the objective of the BCS. This will include a review of the existing GIN conservation mechanisms within the NCP. The NCP update will seek to protect and conserve the GIN while integrating other recommendations from the BCS throughout.

Since the NCP was originally approved, there have also been significant changes to provincial and federal regulations in relation to fisheries watercourses and wetlands. In addition to BCS considerations, a review of the NCP will include an updated assessment of wetlands, watercourses, and associated riparian areas. An independent watercourse assessment and wetlands inventory has been initiated, with a final report anticipated for completion later this year. These assessments and review process will provide context for the NCP review within the framework of current provincial and federal environmental regulations.

Processing of Development Applications in the Plan Area

During the plan update process, it is recommended that staff proceed with processing development applications in the amendment area on the basis of conformity with the proposed Stage 1 Land Use concept (Appendix "I"), and that the final approval of such applications be held, pending completion of the Stage 2 component of the NCP review.

Further to the above, it is also recommended that staff hold new development applications within the remainder of the plan area (Appendix "II"), pending completion of the broader NCP review as detailed in this report, unless they are fully consistent with the outcomes anticipated in the currently operative Anniedale-Tynehead NCP.

Schedule and Expected Timelines

Staff will prioritize the completion of the Stage 2 planning component associated with the Stage 1 amendment area outlined within this report (Appendix "I"). An associated Stage 2 report for this amendment area is expected to be brought forward for Council consideration later this year.

The broader plan update process for the remainder of the Anniedale-Tynehead NCP will be initiated later this year upon substantial completion of the above noted Stage 2 process. The broader plan review will be a separate planning process that is expected to continue into 2024.

Summary of Land Use Changes

The following provides a comparison between the sequential Land Use Concept within the area associated with Development Application No. 7920-0002-00. It illustrates the original 2012 plan,

the Council-endorsed July 2022 update, and the proposed April 2023 update as discussed within this report. The proposed elementary school site remains unchanged from the Council-endorsed 2022 Land Use Concept.

Original - Endorsed by Council in 2012



Update - Endorsed by Council in 2022



Proposed Update - April 2023

