

NO: R224

COUNCIL DATE: November 18, 2024

REGULAR COUNCIL

TO: Mayor & Council **DATE: November 13, 2024**

FROM: Acting General Manager, Planning & Development **FILE: 6520-20**
General Manager, Engineering **(196 Street Station)**
General Manager, Parks, Recreation, & Culture

SUBJECT: 196 Street Station Neighbourhood Concept Plan Initiation

RECOMMENDATION

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

1. Receive this report for information; and
2. Authorize staff to initiate the process of preparing a Neighbourhood Concept Plan for the planned 196 Street SkyTrain station area, as illustrated in Appendix “I” and generally described in this report.

INTENT

The intent of this report is to seek Council authorization to develop a new Neighbourhood Concept Plan for an area of East Cloverdale along the boundary of the City of Surrey and Township of Langley. This plan will focus on supporting the Surrey Langley SkyTrain Project by supporting transit-oriented development and related infrastructure and amenities.

BACKGROUND

In March 2019, Council authorized staff to begin a phased land use planning work plan to support the implementation of the Surrey Langley SkyTrain (“SLS”) Project via Corporate Report No. R059; 2019 (Appendix “II”). This work included a series of preliminary background studies (now completed) to support the development of land use plans along the corridor. Land use plan processes identified included the City Centre Plan update, Fleetwood Plan, Clayton Corridor Plan, and a new plan for East Cloverdale around the planned 196 Street SkyTrain station. The 196 Street Station area remains the only remaining part of the SLS corridor without an updated plan in process.

In June of 2022 the City of Surrey, City of Langley, Township of Langley, TransLink, and Province signed the Surrey Langley SkyTrain Project Overarching Supportive Policies Agreement (“OSPA”). The intent of the OSPA was to co-ordinate interjurisdictional planning for the area around the 196 Street SkyTrain Station. After the endorsement of the OSPA, the signatories of the agreement undertook a joint transit-oriented development (“TOD”) study for this area, summarized in

Appendix “III”. The TOD study identified detailed land use planning that would be undertaken at the municipal level. The study also identified key policy and planning considerations to be aligned. Additional background information is provided in Appendix “II”.

Recent Provincial Housing Legislation

In the fall of 2024, the Provincial Government enacted a suite of legislation: Bills 44, 46, and 47. Bill 44 mandated updates to municipal zoning bylaws to allow small-scale multi-unit housing. Bill 47 required municipalities to designate Transit Oriented Areas (“TOAs”) and eliminate residential off-street parking requirements within the TOAs. The related bylaw changes were required by June 30, 2024.

Bill 46 updated the development finance tools that municipalities use to fund the infrastructure and amenities needed to support growth. This included additional categories of Development Cost Charges (“DCCs”) and a new Amenity Cost Charge (“ACC”) tool.

In the spring of 2024, the Province enacted Bill 16, *Housing Statutes Amendment Act*. Among other things, Bill 16 grants municipalities the authority to specify in a zoning bylaw the tenure and affordability of residential units within a development.

On July 22, 2024 Council received Corporate Report No. R146; 2024 (Appendix “III”), which outlined considerations for rental and affordable housing in TOAs (Appendix “IV”). As part of the Neighbourhood Concept Plan (“NCP”) planning process, staff will be exploring rental and non-residential use requirements within the TOA areas.

DISCUSSION

Subject to Council endorsement of this report, staff will start a secondary land use planning process including the preparation of technical studies and a community engagement campaign. The NCP planning process will be supported by the City’s typical two-stage land use planning process. A summary of key work components is highlighted below and also outlined in greater detail in Appendix “III”.

- A clearly articulated overall vision for the 196 Street Station neighbourhood.
- A plan for transit supportive land uses, including designations that prescribe land use densities, building heights, and uses.
- A strategy for housing to support a balance of housing types and tenures, including market residential and affordable housing.
- Road Network Map/Concept.
- Parks and Open Space Concept.
- Servicing Strategy.
- Financial Plan.

The anticipated timeline for completion of a draft (Stage 1) plan is 18 months. Staff will hold new development applications within the Plan Area that require an Official Community Plan amendment until Council approval of a draft (Stage 1) land use plan.

An interim Development Expectations Policy will be advanced for Council consideration along with the Stage 1 Plan to support concurrent land use applications. Detailed (Stage 2) planning work will also begin at that time.

CONCLUSION

The 196 Street NCP will be a comprehensive land use plan that supports the SLS project by focusing new housing, jobs, services, and amenities around the future 196 Street SkyTrain Station. Based on the discussion above, the initiation of a Stage 1 plan is proposed for Council consideration.

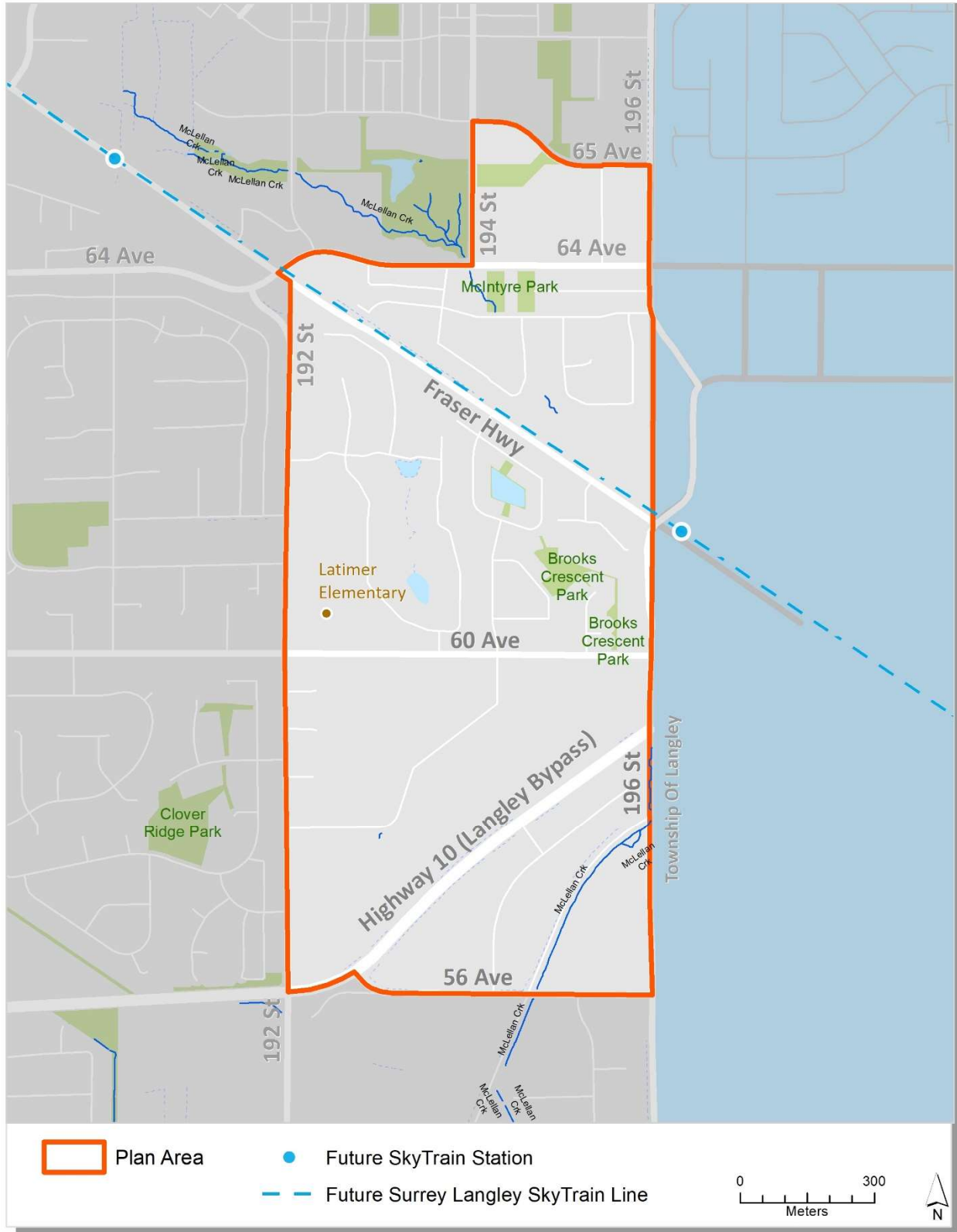
Original signed by
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Appendix "I" 196 Street Station Neighbourhood Concept Plan Area
Appendix "II" Corporate Report No. R059; 2019
Appendix "III" Background and Discussion
Appendix "IV" Corporate Report No. R146; 2024

APPENDIX "I"





CORPORATE REPORT

NO: R059

COUNCIL DATE: April 1, 2019

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **March 27, 2019**

FROM: **General Manager, Planning & Development** FILE: **6520-20 (Fraser Highway Corridor)**
General Manager, Engineering

SUBJECT: **Fraser Highway SkyTrain Corridor – Land Use Planning Review and Related Official Community Plan Updates**

RECOMMENDATION

The Planning & Development Department and Engineering Department recommends that Council:

1. Receive this report for information;
2. Authorize staff to commence the Fraser Highway SkyTrain Corridor Planning Areas review, including all preliminary planning and background studies, as described in this report, to support detailed land use planning processes for the plan areas along the Fraser Highway Corridor (Appendix "I");
3. Amend *Surrey Official Community Plan Bylaw, 2013, No. 18020*, as described in this report and documented in Appendix "II"; and
4. Authorize the City Clerk to bring forward the necessary amending bylaw for the required readings, and to set a date for the related Public Hearing.

INTENT

The purpose of this report is to seek Council authorization to initiate Fraser Highway Corridor preliminary planning and background studies which will form the basis for the development of SkyTrain supportive land use plans along the Surrey Langley SkyTrain extension as shown in Appendix "I".

Additionally, this report is seeking Council approval of the text and map amendments proposed for *Surrey Official Community Plan Bylaw, 2013, No. 18020* (the "OCP"), as documented in Appendix "II", to strengthen the alignment between the Surrey Langley SkyTrain extension and policies within the OCP.

BACKGROUND

Rapid transit on the Fraser Highway corridor has been a priority in the City and regional plans for over twenty years. In the 1990s it was envisioned as a median exclusive Bus Rapid Transit corridor. Land use plans for Fleetwood Town Centre and East Clayton were planned to support this proposed form of Rapid Transit.

In 2014, the Mayors' Council on Regional Transportation approved "Transportation Investments: A Vision for Metro Vancouver," which prioritized rapid Light Rail Transit ("LRT") along Fraser Highway. The funding for the plan was divided into three phases of investment, with LRT to Langley as part of Phase 3 of the Investment plan.

At Council's inaugural meeting on November 5, 2018 Council passed Resolution R18-2088 and unanimously supported to:

- *Direct staff stop all work on the Surrey Newton Guildford ("SNG")- LRT project and immediately start working with TransLink on a SkyTrain extension from the existing King George SkyTrain Station to Langley City;*
- *Request the Mayors' Council and the TransLink Board to cancel the SNG-LRT Project and immediately initiate a new SkyTrain Extension Project along Fraser Highway by changing the technology originally proposed in the Phase Two Investment Plan to SkyTrain, and re-allocating all available funds in the Phase Two Plan dedicated for rapid transit in Surrey and Langley to start the SkyTrain extension towards Langley as soon as possible; and*
- *Request the Mayors' Council to seek the required funding for the Phase Three Plan of the 10-Year Vision as soon as possible, to complete all 27 km of rapid transit in Surrey and Langley.*

The Mayors' Council on Regional Transportation (the "Mayors' Council") endorsed TransLink's decision to suspend the SNG-LRT Project and to move forward with planning and project development for SkyTrain on Fraser Highway, under the project title Surrey-Langley SkyTrain ("SLS").

TransLink has identified that the \$1.6 billion of approved funding currently allocated under the Phase II Investment Plan will not be sufficient to deliver the entire SkyTrain project to Langley. Without securing the remaining \$1.9 billion in the Phase III Investment Plan required to both complete the SLS to Langley and complete the remaining rapid transit on the 104 Avenue and King George Boulevard corridors, the SLS may be required to be built in two stages.

Consistent with the Mayors' Council 10-Year Plan, the delivery of all new major capital projects requires project partnership agreements involving TransLink and the host municipality. One of these is the Supportive Policy Agreements ("SPA"), which includes a focus on TransLink's Transit-Oriented Communities Design Guidelines for land use planning. These guidelines are aligned with Council's mandate for Smart Development. This includes the concentration of growth in compact, walkable urban centres, which contain employment, a range of housing choices, amenities, schools, and transit facilities.

DISCUSSION

The SPA agreement framework is anticipated to be completed for the SLS project towards the beginning of 2020. The SPA framework will outline target completion dates for land use planning. To support this timeline land use planning for the SLS corridor (the “Corridor”) will commence immediately. The proposed planning area for the Corridor is approximately 14 km-long and extends from the existing King George Skytrain station to the City and Township of Langley’s border at 196 Street, as illustrated in Appendix “I”.

The Corridor already contains a diverse mix of employment and residential uses within the established neighbourhoods of Fleetwood Town Centre and East Clayton, as well as the emerging urban communities in West Fleetwood, West Clayton, and East Cloverdale. The Corridor also includes a range of sensitive environmental and agricultural uses, including the Green Timbers Urban Forest, the Serpentine River, North Creek and sections of farmland through the Agricultural Land Reserve (“ALR”).

Background Studies

The initial planning phase will involve the preparation of various background studies and analytics as is typical with all City land use planning processes. This planning stage will provide context and analysis necessary to strategically and efficiently develop detailed land use plans for the sub-plan areas along the Corridor as well as provide information to develop high level population and growth forecasts for the Business Case submission.

The following background studies will be initiated for the portion of the SLS extension between Green Timbers Urban Forest and the border with Langley:

Market Assessment

A market assessment of the Corridor will include a review of land availability, development opportunity and projected absorption rates along the Corridor. The assessment will provide analysis of market demand for residential and commercial/employment land uses along the Corridor with a focus on areas adjacent to future SkyTrain stations. It will also provide an assessment of necessary densities that would trigger the market viability of redevelopment of key parcels, as well as the conditions to maximize Community Amenity Contributions.

Environmental Study

An environmental study will include an assessment of riparian, aquatic and terrestrial habitats along the Corridor, as well as vegetation and significant tree survey assessments. The study will consider and incorporate the Biodiversity Conservation Strategy. This will advise staff on areas of environmental sensitivity that should be considered in land use planning.

Heritage Study

A heritage study will include an inventory and assessment of key heritage buildings, trees and other features, as well as a literature and archival scan of the Corridor. This will advise staff on areas and features of heritage significance that should be considered in land use planning.

Growth Forecasts

Preliminary population and employment forecasts will be modeled to generate data for the SLS SkyTrain Business Case submission to the Federal and Provincial governments.

Transportation Review

A transportation review will identify and inventory key gaps and opportunities in the road network, as well as opportunities for completion and enhancements to pedestrian and bicycle infrastructure. The supporting finer grid road network and “last mile” walking and cycling connections that ensure pedestrians can easily get from the SkyTrain hub to their final destination, are critical to the success of Smart Development along the corridor and towards ridership on the SkyTrain project. The review will also support the preparation of evidence-based ridership modelling that will be used to review buildout scenarios based on land use concepts.

Servicing Review

A preliminary servicing review will scan the capacity of existing municipal and Metro Vancouver engineering infrastructure for the Corridor. This will include previously planned infrastructure within existing land use plans that may be subject to amendments. This review will identify constraints and opportunities to be addressed within subsequent land use plans.

Stakeholder Inventory

An inventory of key community stakeholders along the Corridor will support strategic preliminary engagement as well as the development of community engagement strategies for subsequent land use plans. During this process preliminary stakeholder engagement will be undertaken to build support and partnerships for future land use planning.

Future Land Use Planning

The development of new and updated land use plans will be required along the Corridor to support the principles in the SPA with TransLink. While the final boundaries will be determined with input from the background studies, it is evident that new land use plans will need to be established for the West Fleetwood Neighbourhood, as well as East Cloverdale along the boundary with Langley. As well, several existing land use plans will require review and updating, including:

- City Centre Plan;
- West Clayton NCP;

- East Clayton Transit-Oriented Area Plan;
- West Cloverdale North NCP; and
- Fleetwood Town Centre Plan, which has received Stage 1 approval.

Land use planning will implement the OCP's Transit-Oriented Development Principles, which are aligned with TransLink's Transit-Oriented Communities Design Guidelines, which are centred around "Six D's" of development:

- Destinations – coordinate land use and transportation;
- Distance – create a well-connected street network;
- Design – create places for people;
- Density – concentrate and intensify activities near frequent transit;
- Diversity – encourage a mix of land uses; and
- Demand Management – discourage unnecessary driving.

Estimated Timeline

The development and update of these land use plans will involve a comprehensive strategy, and phased approach supported by technical and engineering studies. Consultation will include residents as well as stakeholders including Business Improvement Associations, Community Associations, non-government organisations, utility agencies, and intergovernmental organisations such as TransLink, Metro Vancouver, City of Langley, Township of Langley and the Province of British Columbia.

Staff will prepare a phasing strategy to review and develop land use plans along the Corridor. Considerations will include findings from background studies and surveys, role and location of stations, and local context. Through this process staff will identify land use planning sub area priorities. These will reflect the two anticipated stages of the SLS project that are based on currently available Phase 2 Investment Plan funding (Stage 1) and the remaining required to complete the project through future Phase 3 Investment Plan funding (Stage 2). This will enable the efficient allocation of staff and consultant resources and the efficient preparation and implementation of a series of public and stakeholder engagement processes.

To support the Business Case submission timelines, staff will provide TransLink with preliminary growth forecasts and data during the initial planning phases in 2019. This will include urban development targets, and forecasts for population, number of dwelling units and employment for the Corridor. Timelines for individual plan area completion will be included in the SPA and detailed in the Terms of Reference for each plan area.

These Terms of Reference for the initiation of the plan areas within the Corridor will be brought forward for Council consideration along with the findings of background studies. These will include finalized plan boundaries as well as project scope and scheduling details.

The table below outlines the estimated timeline for plan processes along the Fraser Highway Corridor. Preliminary planning and background studies will commence immediately. Formal Council authorizations will be sought prior to initiating subsequent key stages of the below-noted phases, and prior to community consultation.

<u>Phase II - Investment Plan Funding Areas:</u>	
<i>Background Studies – Corridor Study Area</i>	Spring - Summer 2019
<ul style="list-style-type: none"> • Market Assessments • Growth Forecasts • Environmental Studies • Heritage Study • Servicing Studies • Engagement Strategies • Urban Design & Integration Studies • Other studies as required 	
<i>Explore Land Use Options</i>	Late Summer 2019
<ul style="list-style-type: none"> • Seek Council approval to continue Planning processes for priority plan areas along the Fraser Highway Corridor. • Incorporate background study findings into process. • Initiate community engagement and plan process. • Prepare draft land use options. • Provide TransLink with urban development targets and growth forecasts for Business Case submission. 	
<i>Develop and Finalize Land Use Options</i>	Spring- Summer 2020
<ul style="list-style-type: none"> • Additional public engagement. • Develop draft land use plans. • Council approval of draft land use plans. • Initiate financial, servicing, and urban design strategies. 	
<i>Refine and Complete Phase II Investment Plan Funding Corridor Plan Areas</i>	Summer-Fall 2021
<ul style="list-style-type: none"> • Additional public engagement. • Complete financial, servicing, and urban design strategies. • Council approval of final land use plans. • Seek Council direction on initiation of Phase 3 Investment Plan Funding Corridor Plan areas. 	

<u>Phase III - Investment Plan Funding Areas:</u>	
<i>Initiate Detailed Planning Work for Phase 3 Investment Plan Funding Areas</i>	TBD- Subject to further consultation

Associated Policy Planning

There are several related policy planning initiatives that will be undertaken in a similar timeframe as the Fraser Highway land use planning processes. The scope of these initiatives and how they relate to the Fraser Highway plans are noted below.

Official Community Plan Update(s)

The OCP provides policy direction on the overall growth and development in the City and contains several references to frequent transit planning priorities and policies, along with maps showing rapid transit planning areas. Currently maps along Fraser Highway, 104 Avenue and King George Boulevard (“KGB”) contain references to LRT. The OCP maps will be updated to reflect the current Mayors’ Council Vision for Transportation which now includes the SLS extension along the Fraser Highway Corridor.

References to LRT will be removed from the 104 Avenue and KGB corridors but they will remain identified as Rapid Transit corridors. This reflects the Mayors’ Council approval to initiate a planning process to refresh the South of Fraser Rapid Transit Strategy for the 10-Year vision of building 27 km of Rapid Transit. This process will revisit technologies and funding capabilities under the Phase 3 Investment Plan required to fulfill the intent of the 27km of Rapid Transit for Surrey. Scott Road, 72 Avenue, KGB south of Newton Town Centre, and 152 Street will be added as Rapid Transit corridors to reflect the commitment to add B-Line rapid transit service as part of Phase 2 and 3 funding. The proposed OCP text and map amendments are shown in Appendix “II”.

Although these proposed map changes are consistent with the 10-Year Vision, they do not reflect that the OCP timelines are for a 30-year vision for Surrey. Additional Rapid Transit beyond the 27 km is required. TransLink is currently undertaking a comprehensive update to the Regional Transportation Strategy (“RTS”). Concurrent with this work, the City will be undertaking an update to the Transportation Strategic Plan and Long-Term Rapid Transit Vision. The Long-Term Rapid Transit Vision work is anticipated to be included in TransLink’s update to the RTS. Once approved by the Mayors Council, the OCP maps will again be updated to reflect the longer-term vision of rapid transit for Surrey.

Density Bonus and Community Amenity Contribution Review

On October 1, 2007, Council approved Policy O-54 Interim Bonus Density Policy (Corporate Report No. Co20; 2007, attached as Appendix “III”) in City Centre and Guildford Town Centre to allow additional floor area (density) on a lot in exchange for the provision of additional benefit back to the community. This policy was based on a negotiated land-lift model, where developers were required to provide amenities or cash-in-lieu for a percentage of the lift in value. Following

the 2008 economic downturn, Council introduced measures aimed at providing development incentives, including an exemption of certain types of applications from the benefit contribution requirements of the policy.

Due to the negotiated approach, and several years of exemptions, Policy O-54 has not been applied consistently. The City has retained a consultant to undertake a comprehensive review and update to the policy. The update will provide a clear, consistent, and predictable approach to community amenity contributions. Focusing on Surrey's higher-density Town Centres and Frequent Transit Corridors (such as Fraser Highway), the updated policy will provide a straightforward approach with a methodology that can be phased over time, adapted to changing market conditions, and expanded City-wide. Staff will report back to Council with details on the policy update in 2019.

Affordable Housing Strategy

Surrey's Affordable Housing Strategy, approved by Council on April 9, 2018 (Corporate Report No. Ro66; 2018) focuses on rental housing and includes recommendations to support and facilitate the provision of market and non-market rental housing. The extension of SkyTrain will present opportunities to locate affordable rental housing in transit-oriented locations. This would not only make transit more convenient for renters, but could substantially reduce the overall household expenses of renter households.

As part of the planning process staff will integrate Affordable Housing Strategy policies into measures that help preserve existing affordable housing, and particularly non-market rental housing within the plan areas in the Corridor. As well, staff will develop location specific policies to provide incentives to encourage the development of affordable rental housing within the SLS Corridor.

SUSTAINABILITY CONSIDERATIONS

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

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.
- DO4:** Surrey's neighbourhoods are safe, accessible, well-connected, walkable and bike friendly.

Economic Prosperity and Livelihoods

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

Ecosystems

DO11: Surrey's Green Infrastructure Network is an essential and integrated component of the City's infrastructure, providing essential ecosystem services as well as places for recreation, conservation and rejuvenation.

CONCLUSION


Based on the above discussion it is recommended that Council:

- Authorize staff to conduct all necessary background studies, as described in this report, (including an environmental study, a market demand assessment and engineering servicing studies) in advancement of Fraser Highway Skytrain Planning for the study areas shown in Appendix "I";
- Amend *Surrey Official Community Plan Bylaw, 2013, No. 18020*, as described in this report and documented in Appendix "II"; and
- Authorize the City Clerk to bring forward the necessary amending bylaw for the required readings, and to set a date for the related Public Hearing.



Jean Lamontagne
General Manager, Planning & Development

MK/PK/PH/ar



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

Appendix "I" - Map of Fraser Highway Skytrain Corridor

Appendix "II" - Proposed Amendments to Surrey Official Community Plan Bylaw, 2013, No. 18020

Appendix "III" - Corporate Report No. Co20; 2007

BACKGROUND

Plan Area

The proposed 196 Street Plan Area (the “Plan Area”) comprises approximately 128 hectares (316 acres) of land bounded by 196 Street to the east, 64 Avenue to the north, 192 Street to the west, and Highway 10 to the south, as shown in Appendix “I”.

Existing Conditions

Land Uses

The total study area is 108.6 hectares, with the zoning outlined in the table below.

Zoning	Name	Lots	Hectare	% of Plan Area
A1	General Agricultural Zone	3	1.1	1%
C4	Local Commercial Zone	1	0.3	0%
C8	Community Commercial Zone	2	3.2	3%
CD	Comprehensive Development Zone	45	26.9	25%
CG2	Combined Service Gasoline Station Zone	1	0.5	0%
CHI	Highway Commercial Industrial Zone	16	15.4	14%
IL	Light Impact Industrial Zone	33	28.2	26%
R2	Quarter Acre Residential Zone	3	1.1	1%
R3	Urban Residential Zone	233	20.8	19%
R4	Small Lot Residential Zone	156	6.4	6%
RA	Acreage Residential Zone	2	0.7	1%
RM15	Multiple Residential 15 Zone	3	4.1	4%
Total	Total	498	108.6	100%

In the absence of a secondary land use plan, current land use and development with the Plan Area is guided by the Official Community Plan (“OCP”). The OCP designates most of the Plan Area north of 60 Avenue as “Urban”, which is built out with 1970’s era single-family homes on crescents and cul-de-sacs. There are two “Commercial” designated areas, one in the northwest corner of the study area at the intersection of Fraser Highway and 64 Avenue, and the other along the eastern edge of the study area, east along Fraser Highway and south along 196 Street, to 60 Avenue.

South of 60 Avenue is predominantly characterised by “Mixed Employment” and “Industrial” land uses. There is a small pocket of “Urban” designation developed with mid-century single-family homes mainly accessed from cul-de-sacs accessed from 192 Street. Properties fronting Highway 10 are “Mixed Employment” with several large car dealerships and other automobile related businesses, with the remaining land use designated “Industrial”.

The total population of the study area is estimated at 3,300 people. Of those, 41% live in 415 single-family dwellings, 35% live in 445 townhouses, and 30% live in low-rise apartments. There are only 4% (119 people) in secondary suites, and four duplexes.

Environmental

McLellan Creek is a sensitive, salmon-bearing watercourse that supports spawners and flows through the northeast corner of the study area. Despite being heavily impacted by development in the 2000s, it has remained resilient. Urbanization has resulted in long segments of McLellan Creek being piped, which has significantly impacted the fish and wildlife habitat, as well as the creek's ability to provide ecosystem services such as water storage and water quality buffering. Upstream efforts to enhance and protect the watercourse have proven successful, as the creek has shown signs of rebound in recent years.

McIntyre Park, where this section of the creek flows through, represents the only significant naturalized area of public greenspace in the neighbourhood. South of Fraser Highway, the creek enters a recently upgraded culvert. Through this plan update and subsequent development, there is opportunity to further enhance the creek north of Fraser Highway. This will create opportunities for significant environmental gains for McLellan Creek.

Parks, Schools, and Community Facilities

There are two small neighbourhood parks and a dry stormwater detention pond (greenbelt) in the Plan Area north of 60 Avenue. These existing parks and open spaces present opportunities for parkland considerations through the planning process. There are no parks in the southern half of the Plan Area, south of 60 Avenue.

McIntyre Park

North of Fraser Highway, McIntyre Park sits along the border of the Plan Area fronting 64 Avenue. It is currently bisected by an existing single-family home, creating two separate park properties. Only the eastern park property is developed, with walking paths, grass, and a small playground. The western park property contains riparian area with McLellan Creek running across the south and west portion of the property.

Brooks Crescent Park

Just south of Fraser Highway, Brooks Crescent Park is a second neighbourhood park developed with walking paths, grass, trees, and a small playground. The park's design offers limited road frontage, which hinders its access and visibility.

Latimer Road Elementary

Latimer Road Elementary School sits in the middle of the study area, at the north-east corner of 60 Avenue and 192 Street. Enrollment is currently 623 students for the 2024-2025 school year (well over the capacity of 481 students), with a six-classroom prefab addition expected to replace the six existing portables in 2026. The Surrey School District's Long Term Facility Plan recognizes SkyTrain's arrival and the need for a new school in proximity to the station and notes a capacity study will be required to appropriately size the future school.

Transportation

The Plan Area is bounded by 196 Street to the east, 64 Avenue to the north, 192 Street to the west, and Highway 10 to the south (see Appendix "I"). The transportation network is oriented towards private motor vehicles, with large block sizes, insufficient frequent transit coverage, significant gaps in the sidewalk network, and a lack of protected cycling facilities.

There is a network of bus service along Highway 10, 60 Avenue, 64 Avenue, and Fraser Highway, but only Fraser Highway has frequency that meets TransLink’s Frequent Bus Network standard of service (every 15 minutes or less). A future SkyTrain station at 196 Street, along the upcoming Surrey-Langley SkyTrain extension, will bring a significant improvement to transit travel times along Fraser Highway and a reconfigured bus network.

In terms of cycling facilities, there are 7.7 km of painted bike lanes, 1.3 km of boulevard multi-use pathways, and 0.8 km of shared traffic cycling facilities. No protected cycling facilities suitable for all ages and abilities exist beyond the boulevard multi-use path to access daily needs or commercial areas within the neighbourhood or Langley Town Centre.

The following table indicates the existing sidewalk coverage:

Road Classification	Total Length within NCP	Sidewalks Both Sides of Road	Sidewalks One Side of Road	No Sidewalk Present
Arterial	6.3 km	74.3%	24.3%	1.4%
Collector	1.6 km	57.2%	42.8%	0%
Local	6.4 km	10.7%	71.7%	17.6%

The Plan Area had just over 760 injury crashes over the five-year period of 2017-2019 and 2021-2022 as reported by ICBC, with 2020 removed due to the travel restrictions during the COVID19 pandemic. The top three injury locations in the study area were the intersection of 64 Avenue and Fraser Highway (which ranks in the top 20 most dangerous intersections in the City), with 276 injury crashes; 192 Street and Highway 10, having 90 injury crashes; and the intersection of 196 Street and Fraser Highway, with 71 injury crashes. Of note, the intersection of 192 Street and 60 Avenue, next to Latimer Elementary, had 19 injury crashes, working out to almost four per year.

Vehicles are the biggest source of Surrey’s community carbon emissions, accounting for 45% of total emissions. Vehicle volumes are noted in the table below.

Road Segment	Total Daily Vehicle Volumes	Date
Fraser Highway	27,900	2014
64 Avenue	20,800	2014
60 Avenue	11,800	2021
56 Avenue	11,700	2014
Langley Bypass/Highway 10	32,709	2019
192 Street	7,600	2014
196 Street	12,000	2021

Data is not yet available from TransLink’s 2023 Trip Diary Survey, which covers all trip purposes. The 2021 Census “journey to work” data shows that the mode share for private motor vehicles in the dissemination areas in the Plan range from 86.9% to 93.2%. Active modes are highest in the Plan Area south of Fraser Highway, next to the Langley border, where 4.9% walk or bike to work, and a further 4.9% take public transport. A significant shift away from private motor vehicles can be expected as transportation options improve and densities increase.

The 196 Street Station Neighbourhood Concept Plan will identify specific actions to meet the mode share and injury reduction targets and key performance indicators in relevant plans,

including Metro 2050, Transport 2050, the new (revised) Official Community Plan, Vision Zero Surrey Safe Mobility Plan, Surrey Transportation Plan, Climate Change Action Strategy, and other relevant regional and provincial plans.

Utilities and Servicing Infrastructure

A majority of the proposed plan area is already developed and serviced through an expansive infrastructure network for drainage, sanitary, and water services. The following provides an overview of the existing infrastructure within the Plan Area:

Drainage

The Plan Area is located within the Cloverdale-McLellan Integrated Stormwater Management Plan (“ISMP”) area. Existing drainage servicing is accomplished by an extensive storm main network that captures and conveys runoff from the plan area southeast to McLellan Creek, which is classified as Class A watercourse. A detailed assessment of the stormwater network will be performed as part of the planning process to determine necessary upgrades required to manage any additional runoff generated by future development, in addition to improving water quality and quantity concerns. The improvements will aim to align with recommendations presented in the ISMP.

Sanitary

The study area is serviced through an extensive sewer main network that conveys sewage flows to Metro Vancouver’s Langley Bypass Trunk Sewer. The sewer network is currently at peak capacity and any further growth within the Plan Area will likely trigger deficiencies within the system. A detailed assessment of the sewer network will need to be conducted as part of the planning process to determine upgrades essential to support future development within the Plan Area.

Water

The study area is within the 90m Cloverdale pressure zone, which is primarily supplied by a Metro Vancouver feeder main through Pressure Reducing Valves (“PRVs”). Properties within the Plan Area are serviced by a combination of local and feeder mains which have adequate capacity to service the current fire and domestic water demands. A detailed assessment of the water system will be performed as part of the planning process to determine watermain upgrades and additions required to service future development within the Plan Area.

Preliminary Planning

Background Studies

On April 1, 2019, Council endorsed Corporate Report No. R059; 2019 (Appendix “II”) which authorized staff to initiate preliminary planning and background studies to support land use planning along the SLS Corridor (the “Corridor”). The background studies included a market supply and demand study by Colliers International and environmental study by Madrone Environmental.

These studies are complete and are informing the planning process moving forward. The market study provided analysis of market demand for residential and commercial land uses along the Corridor. It also provided guidance on development threshold densities that would trigger the viable redevelopment of key parcels, as well as the conditions to maximize Community Amenity Contributions (“CACs”). The environmental study outcomes are helping to advise staff on areas

of environmental sensitivity that should be considered in land use planning, including opportunities for natural area parkland.

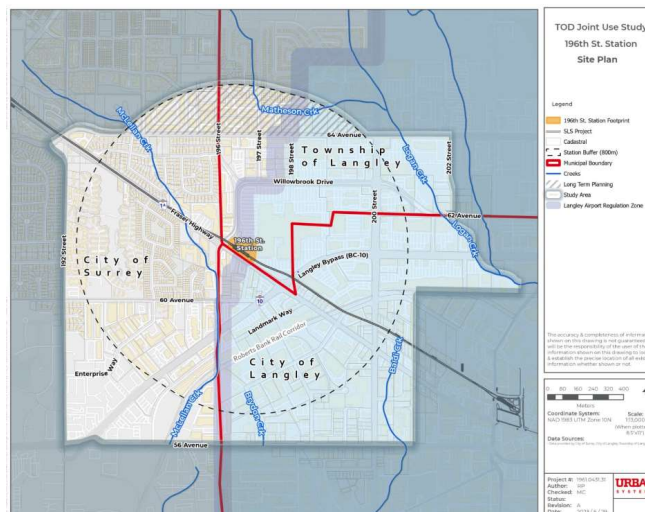
196 Street Station Joint Transit Oriented Development Study

A comprehensive inter-agency background study was completed in advance of this planning process (the “196 Street Transit Oriented Development Study”, or the “Study”). The Study was a requirement of the Overarching Supportive Policies Agreement (“OSPA”) that was signed between the Province of British Columbia (“Province”), the City of Surrey, the City of Langley, the Township of Langley, and the South Coast British Columbia Transportation Authority (“TransLink”). The Study was a collaborative inter-municipal planning exercise to develop a collective understanding of the lands within approximately 800m of the future 196 Street Station.

The Study was a technical exercise completed at a staff level, meant to inform future municipal planning work that will also be shaped by robust public engagement processes and more fulsome technical exercises. As such, the Study is not a public document and has not been endorsed by municipal councils.

The Study provided an inventory of existing conditions, highlighted gaps and challenges and identified opportunities to support transit-oriented development (“TOD”) at the 196 Street Station and development of a transit-oriented community across the study area. The Study was meant to compare planning approaches, policies, and targets across the municipalities and identify coordinated strategies that are better aligned to facilitate development of a cohesive and seamless community. The Study was further meant to be a technical exercise to inform future planning work at the municipal level, including Surrey’s 196 Street Station Neighbourhood Concept Plan, and work by the City and the Township of Langley, including the Langley Bypass TOD Study and the Willowbrook Community Plan.

Given the limitations above, the Study did not fully incorporate key City, regional, and provincial policy, such as Surrey’s Housing Needs Report, Affordable Housing Strategy, Climate Change Action Strategy, Vision Zero Safe Mobility Plan, Biodiversity Conservation Strategy, Metro 2050, Climate 2050, Transport 2050, CleanBC, BC Road Safety Strategy, etc. Also, it did not include policies and actions with respect to achieving targets for the reduction of greenhouse gas emissions and road user injuries in the area covered by the Plan. These topics will be addressed within the planning process for the new 196 Street Station Neighbourhood Concept Plan.



DISCUSSION

Planning Process

In consideration of the above, a land use planning process will establish an overall vision and direction for the plan area. It will build upon the goals and objectives of the 196 Street TOD Study to develop a comprehensive land use plan that supports the SLS project. It will achieve this by focusing new housing, jobs, services, and amenities around the future 196 Street SkyTrain station. Key components of the planning process include:

- Development of a comprehensive land use concept with consideration of transit and active transportation supportive densities and interfaces with existing neighbourhoods.
- A transportation network that ensures safe connectivity and advances mode share targets for pedestrians, cyclists, transit, and private vehicles in the Plan Area.
- Employment and market development analysis to ensure appropriate consideration to commercial, mixed employment, and industrial uses within the Plan Area.
- Urban design and public realm considerations to ensure resilient, vibrant, and inclusive streetscapes, plazas, and public spaces.
- Environmental conservation through identification of key natural assets and establishment of a plan for their protection and enhancement, including potential opportunities to enhance portions of McLellan Creek, north of Fraser Highway, noting that recent drainage works have been completed south of Fraser Highway.
- School capacities related to future growth.
- Parks, recreation, culture, and open space needs related to current and future population growth.
- A co-ordinated servicing strategy (sanitary, water, drainage, and other utilities) to ensure efficient and equitable delivery of infrastructure.
- Finance and policy implementation considerations for providing community amenities, infrastructure, and services related to growth.

The planning process will also consider specific actions and policies that address the targets in existing City, regional, and provincial plans for housing, climate, transportation, and school capacity.

The planning process will be supported by a comprehensive community consultation strategy which will include residents, business, and key community groups, as well as adjacent municipalities and TransLink.

Estimated Timeline

The development of the 196 Street Station Neighbourhood Concept Plan will involve a comprehensive phased approach supported by technical and engineering studies. Consultation

will include residents as well as stakeholders including Business Improvement Associations, Community Associations, non-government organisations, utility agencies, and intergovernmental organisations such as TransLink, Metro Vancouver, City of Langley, Township of Langley, and the Province of British Columbia.

Preliminary planning and background studies will commence immediately. Formal Council authorizations will be sought prior to initiating subsequent key stages of the below-noted phases, and prior to community consultation. Phase 1 is expected to take 18 months.

Next Steps

Subject to Council endorsement of this report, staff will initiate the 196 Street Neighbourhood Concept Plan, including preparations for a kick off round of community consultation in Q1 2025.

CORPORATE REPORT

NO: R146

COUNCIL DATE: July 22, 2024

REGULAR COUNCIL

TO: Mayor & Council

DATE: July 18, 2024

FROM: General Manager, Planning & Development
General Manager, Social Infrastructure &
Community Investments

FILE: 6520-20 (City Centre,
Fleetwood, Clayton)

SUBJECT: Rental and Affordable Housing Considerations for the Surrey-Langley
SkyTrain Corridor

RECOMMENDATION

The Planning & Development Department and the Social Infrastructure & Community Investments Department recommend that Council receive this report for information.

INTENT

The intent of this report is to inform Council of new powers granted by the Province under Bill 16 to secure affordable housing units within new developments, and to advise Council and the public that staff are studying the potential of requiring rental and affordable housing units within Transit-Oriented Areas along the Surrey-Langley SkyTrain corridor. Such requirements would align with housing objectives in *Surrey Official Community Plan Bylaw, 2013, No. 18020*, as well as existing commitments in the Surrey-Langley SkyTrain Supportive Policies Agreement entered into with TransLink, to encourage rental and affordable housing.

BACKGROUND

Recent provincial legislation intended to increase the supply and affordability of housing throughout BC has necessitated changes to municipal policy and bylaws.

Recent Provincial Housing Legislation

On November 30, 2024, the Provincial Government enacted a suite of housing legislation, including Bills 44 and 47. Bill 44 mandated updates to municipal zoning bylaws to allow Small-Scale Multi-Unit Housing ("SSMUH"). Bill 47 required municipalities to designate Transit-Oriented Areas ("TOAs"), within which minimum densities and building heights apply, and to eliminate residential off-street parking requirements in TOAs. The related bylaw changes were required by June 30, 2024.

On April 25, 2024, the Province enacted Bill 16 – *Housing Statutes Amendment Act*. Among other things, Bill 16 grants municipalities the authority to require affordable housing units within a development and to specify in a zoning bylaw the degree of affordability of the units. This is referred to as “inclusionary zoning”. The number of units and the length of time that these conditions must be maintained can also form part of the bylaw. Prior to Bill 16, BC municipalities have relied on an incentive-based approach (such as granting additional density) to encourage the delivery of affordable housing within private development.

Policy and Bylaw Updates

On March 11, 2024, Council received Corporate Report No. Ro44; 2024 (Appendix “I”), which identified immediate, short-term, and long-term actions to be taken in response to the housing legislation.

On May 27, 2024, Council received Corporate Report No. Ro89; 2024 (Appendix “II”). This report introduced *Surrey Official Community Plan Bylaw, 2013, No. 18020* (“OCP”) amendments to designate TOAs and *Surrey Zoning By-law, 1993, No. 12000* (“Zoning By-law”) amendments to eliminate residential off-street parking requirements within TOAs.

On June 24, 2024, Council received Corporate Report No. R109; 2024 (Appendix “III”), to introduce Zoning By-law amendments to facilitate the development of SSMUH.

While policy and bylaw updates related to Bill 16 are not required at this time, this report provides Council information on the work staff are undertaking to explore the powers provided by Bill 16.

DISCUSSION

Creating complete and livable communities is the vision of the City’s OCP. A key objective to achieving this vision is ensuring that diverse housing options exist in Surrey to meet the needs of current and future residents.

On February 3, 2020, Council approved the Surrey-Langley SkyTrain Supportive Policies Agreement (“SLS SPA”) with TransLink for the advancement of the SLS project. The SPA contains numerous commitments to support affordable housing policies and purpose-built rental housing. These commitments include exploring the use of rental tenure zoning and considering the implementation of an Inclusionary Housing Policy to help address demand for affordable rental housing.

The 2022 Surrey Housing Needs Report (“Report”) highlights Surrey’s track record in consistently providing large numbers of new housing units and a diversity of housing types, including apartments and townhouses; however, the Report shows that, similar to elsewhere in the region, Surrey has a significant need for rental housing, especially for renter households with low and moderate incomes. The Report is currently being updated to comply with the provincial requirement for a new Housing Needs Report to be completed by the end of 2024.

Since the introduction of Bill 47, increased density minimums now supported within 800 metres of current and future SkyTrain stations are expected to increase land values and development interest along the SLS corridor. This presents a stronger opportunity to leverage development to support the delivery of diverse housing options, including rental and affordable housing.

While the designation of TOAs establishes minimum densities and heights that must be supported near transit stations, the legislation does not impact a municipality's authority to regulate land use within the TOAs. Existing powers under the *Local Government Act* allow municipalities to regulate the use of land and buildings, such as requiring non-residential uses or rental housing.

Metro Vancouver Inclusionary Housing Report

In late 2023, Metro Vancouver Regional Planning staff engaged SHS Consulting to research local and global best practices in inclusionary housing policy and conduct a residual land value analysis. This analysis determined that the feasibility of requiring affordable (non-market) units varies by the type of construction and the regional sub-market. The outcome of this work is a set of recommendations that provides guidance for local governments in their preparation of inclusionary housing policies and zoning requirements.

Rental and Affordable Housing Feasibility Analysis

Building on the regional inclusionary housing report, City staff have engaged a land economist to conduct further and more localized market analysis for Surrey, specifically within the SLS project geography. This will be helpful for understanding how the market feasibility for rental and affordable housing may vary between the different plan areas along the SkyTrain extension. Initial draft findings suggest that there are certain development scenarios under which rental and/or affordable housing requirements may be feasible.

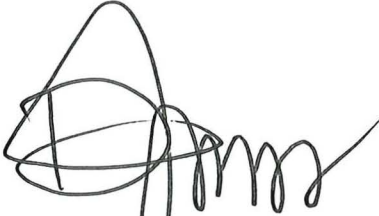
Potential Application to Transit-Oriented Areas

Under the provisions of the legislation, Council is not able to deny an application that meets the density and height requirements set out for TOAs on the basis of density and height alone; however, Council may consider and approve development policies and/or bylaws including (but not limited to) rental tenure requirements and affordable housing requirements that apply to the densities permitted in TOAs.

Increased densities within TOAs, as well as reduced construction costs due to the elimination of residential parking requirements, present an opportunity to consider rental and/or affordable housing requirements as part of new development within TOAs. Over the coming months, staff will consider how to incorporate the final results of the feasibility analysis into land use policy to support Surrey's desired housing outcomes. This will be informed by consultation with the development industry to ensure that rental and affordable housing requirements do not deter development. Staff will report back findings to Council later this year.

CONCLUSION

The creation of complete and livable communities is a core component of the City's long-term vision. To work towards this vision, the housing needs of existing and future residents must be addressed. New provincial legislation has added to this challenge by accelerating the pace and impacts of growth. Staff continue to explore opportunities related to rental and affordable housing, particularly within TOA areas.



Don Luymes
General Manager, Planning & Development



Terry Waterhouse
General Manger, Social Infrastructure &
Community Investments

Appendix "I" Corporate Report No. R044; 2024
Appendix "II" Corporate Report No. R089; 2024
Appendix "III" Corporate Report No. R109; 2024

<https://www.city.ab.ca/sites/plgms-administration/documents/library/corporate-reports/rental-and-affordable-housing-conditions-for-the-surrey-langley-abyasin-corridor-rental-and-affordable-housing-conditions-for-the-surrey-langley-abyasin-corridor.docx>

Appendices Available Upon Request