



Corporate Report

NO: C020

COUNCIL DATE: October 30, 2006

COUNCIL-IN-COMMITTEE

TO: **Mayor & Council** DATE: **October 23, 2006**
FROM: **Acting General Manager, Planning and Development** FILE: **6520-20**
(Surrey City Centre)
SUBJECT: **Surrey City Centre Plan Update - Status Report on Phase I Results**

RECOMMENDATION

It is recommended that Council:

1. Receive this report as information; and
2. Authorize staff to proceed with an "Ideas Fair" to receive input from the public on the results of Phase I of the proposed update to the Surrey City Centre Plan.

INTENT

The purpose of this report is to provide Council with the status of updating the 1991 Surrey City Centre Plan. This report is being forwarded to Council in advance of an "Ideas Fair", at which the public will have an opportunity to engage in activities that generate discussion and ideas about the future of Surrey's City Centre.

This report also outlines the results of the background work conducted as part of Phase I of this update process.

BACKGROUND

On July 24, 2006, City Council received Corporate Report No. R172 (attached as Appendix 1) and authorized staff to proceed with a review of the Surrey City Centre Plan. A map of the City Centre area is attached as Appendix 2 to this report.

The approved Terms of Reference for the City Centre review is divided into three phases:

- **Phase I - Analyzing Existing Conditions** - This phase includes background research identifying past and existing conditions in the area. An analysis of existing plans, policies, guidelines and development patterns has been conducted. Gathering

ideas from the public is also a key objective of Phase I. This will be done, in part, through an "Ideas Fair" and a public survey.

- **Phase II - Developing the Plan** - This second phase will include updating the vision and goals, and developing concept plans based on the findings from the first phase. The conclusion of the second phase is a recommended update to the Surrey City Centre land use concept plan.
- **Phase III - Achieving the Plan** - Phase III will identify methods to realize the objectives of the proposed land use concept. Implementation will include the development of a financial plan (including amenity contributions), updated urban design guidelines, a phasing plan and a transportation and servicing plan.

DISCUSSION

Phase I Background Research Results

The background research which has been undertaken as part of Phase I has been organized into nine topics and the results of each review are summarized below.

1. **Social and Community Services**

This background study reviewed the demographics of the area, created an inventory of community services, and summarized a range of initiatives that will address identified social issues within the City Centre.

City Centre Community Profile

According to census data, almost 21,000 people lived in the City Centre area in 2001, which represented 6% of Surrey's population. About one-quarter of the residents (23%) are children and youth, which is comparable to Surrey as a whole (29%). 11% of area residents are over 65 years, which is similar to the Surrey average of 10%.

About one-third of City Centre residents (31%) report belonging to an ethnic group that is considered a visible minority, as compared to 37% in Surrey as a whole. 36% of City Centre residents and 37% of Surrey residents speak a mother tongue other than English. 13% of City Centre residents identify their ethnicity as South Asian, 4% as Filipino, 4% as Chinese, 3% as Southeast Asian, 2% as Korean, 2% as Black and 2% as Latin American.

The City Centre area is home to a disproportionate number of low income households, with 33% of households having incomes below the Statistics Canada low income cut-off, compared to 21% of the households in Whalley as a whole, 20% in Newton, 14% in Fleetwood, 10% in Cloverdale and 8% in South Surrey. The Surrey average for low income households is 18%. The average household income in the City Centre is \$43,750 compared to the Surrey average of \$63,197. Three-quarters of City Centre households receive income from employment income (74%), only slightly lower than the Surrey average of 79%.

While the majority of Surrey residents (72%) own their own home, the majority of City Centre residents rent (57%). City Centre residents are more likely to live in apartments (52%) than Surrey residents as a whole (15%). 27% of residents in City Centre live in a single detached house, compared to the Surrey average of 55%. The housing stock in City Centre tends to be older than elsewhere in the Surrey.

A mapping exercise, undertaken as part of the 2005 Whalley Days festival, provided an interesting view into what the community felt the strengths of the City Centre are and what they would like to see in the community in the future. Participants of all ages appreciated the parks and recreation opportunities, public places, the range of stores and services available, access to SkyTrain and local festivals. For the future, most participants were interested in an increased number of commercial services, more activities for youth and seniors, a greater sense of security, improved traffic safety and affordable housing. The results of this exercise are included in Appendix 3.

Community Services in City Centre

The inventory of facilities and offices providing community services, promoting the health and well-being of residents living in the area and throughout Surrey, is extensive and is based on the 2006 South Fraser Regional Directory of Services compiled by Surrey Community Service. These include:

- **Civic Facilities** - Library, recreation centre, parks, a seniors centre, the arts council office and police stations.
- **Facilities for Children and Youth** - Two elementary schools, a high school, fifteen licensed daycares, a youth centre, a family place, three BC Ministry of Children and Family Development offices and two community agencies that provide support services for all ages, including vulnerable children and youth.
- **Social Housing** - A homeless shelter, six seniors housing sites, three non-profit family housing developments and three co-operative housing complexes.
- **Health Services** - A major regional hospital, BC and Canadian cancer agency offices, a public health unit, a Fraser Health Authority addictions and mental health office, a facility with emergency mental health beds, a licensed addictions recovery centre, an Aboriginal addictions recovery house, an HIV/AIDs medical centre, and a for-profit addictions counselling centre.
- **Income, Employment, and Post-Secondary Education Facilities** - Two Ministry of Employment and Income Assistance offices, seven offices offering employment counselling and skills training, and the SFU campus.
- **Community Agencies** - Food Bank, KLa-how-eya Aboriginal Centre, Surrey Community Services Society, and two women's centres. Two faith-based organizations provide non-daily meals for the homeless population.

Social Planning for City Centre

The City Centre Plan Update process is focused primarily on land use planning. To compliment this process, a number of parallel processes are underway, which are more focused on social planning issues. These are described below.

Plan for the Social Well-Being of Surrey Residents

The Plan for the Social Well-Being of Surrey Residents was adopted by Council in February 2006. Actions related to the implementation of the Social Well-being Plan will address social issues throughout Surrey, including in the City Centre Area. An annual report on progress towards the implementation of the Social Plan will be presented to Council in February 2007.

Other Social Planning Initiatives

Current initiatives which are supportive of the goals of the Social Well-being Plan include:

- **Parks, Recreation & Culture and Surrey Public Library Programs** - The City has initiated new programs that specifically target the gaps identified in the social plan related to vulnerable children and youth, ethno-cultural populations and poverty-related issues. The process for the Parks Recreation and Culture Strategic Plan 2007-2017 is also underway, which will examine the future needs of City Centre residents.
- **Child and Youth Friendly Land Use and Design Guidelines** - The Planning and Development Department will be developing recommendations for land use and design guidelines that will contribute to creating a child and youth friendly city.
- **Establishment of a City of Surrey Homelessness Fund** - In July 2006, Council approved in principle the Mayor's Task Force on Homelessness and Housing's recommendation of using the City's Affordable Housing Reserve Fund to establish a City of Surrey Homelessness Fund within an existing foundation. An Interim Advisory Committee is currently being set up to oversee the establishment of this Fund, which will address homelessness and housing related issues in Surrey.
- **Surrey Crime Reduction Strategy** - The Surrey Strategy is modelled after a successful British program that has resulted in significant reductions in crime. The strategy involves the City, the RCMP, the provincial and federal governments and private sector agencies in developing four principles:
 - o to prevent and deter crime;
 - o catch and convict perpetrators;
 - o rehabilitate and reintegrate offenders; and
 - o reduce fear of crime.

- **Mayor's Task Force on Mental Health and Addictions** - The Task Force has brought together representatives from various government agencies to collaborate on finding solutions to emerging addictions and mental health issues in Surrey.
- **Surrey Urban Enrichment Initiative** - The City of Surrey, the federal government and the provincial government are working together to develop solutions to the issues identified in the Social Plan. The objectives of the Initiative are to: stimulate economic growth and create employment opportunities; reduce poverty based homelessness; and improve social and health conditions with a particular focus on addictions. The City Centre area will be the primary geographic focus for the Surrey Urban Enrichment Initiative.

The development of the "Parks, Recreation, and Cultural Strategic Plan for 2007-2016" and implementation of the Plan for the Social Well Being of Surrey Residents, along with other social and community initiatives, will continue to be coordinated with the process to update the Surrey City Centre Plan.

2. **Land Use and Development Activity**

This background study reviewed development activity in the area since 1991.

Residential - After a relatively quiet period in the 1990s, there has been considerable recent interest in residential construction in the City Centre. There were approximately 250 units completed in the study area between 2000 and 2005, including a mix of single detached houses, townhouses and low rise apartments. The Infinity project, which is an ambitious five tower, 1,300 unit residential development with 7,760 square metres of commercial uses at-grade, began construction last year on a site adjacent to the King George SkyTrain station. In June 2006 there were over 30 development applications under review that would potentially yield another 1,290 units in four-storey apartment buildings, 1,280 units in apartment buildings with more than four-stories and 320 townhouse units. Of note is that, with the exception of the Infinity project, there has been minimal residential construction in the core of the study area closest to SkyTrain stations. Building on the work of the Surrey Central Transit Village project, Phase II of the City Centre plan update will identify measures to encourage more residential development in transit-oriented locations.

Commercial - The largest recent investment since the Gateway project has been in the Central City complex, including almost one million square feet of fully leased Class A office space and major renovations to the adjacent shopping mall. A further 250,000 square feet of Class A office space became available at the 104 Avenue Centre in 2005 (at 142 Street), which is just outside the study area, but has an impact on the larger office market in City Centre. There have also been numerous upgrades to existing commercial retail space along King George Highway. Major chains, including Best Buy and the T&T Supermarket, have recently chosen to locate in City Centre, indicating that there is confidence in the growing residential base of the area. Encouragement of additional residential and

employment uses is expected to reinforce this trend towards a diversification of retail and service sectors in the City Centre.

Institutional - The development of the Simon Fraser University (SFU) Surrey campus in the Central City building has provided vitality in the area. It is anticipated that SFU will continue to expand and act as a major catalyst to development in the area in coming years. Currently up to 2,500 full-time students have been approved for the new campus and it is estimated that before 2010, 5,000 additional students may be attending the SFU/Surrey campus. The Fraser Health Authority's plans to expand facilities at Surrey Memorial Hospital, a new ambulatory care centre in the Green Timbers area, and the RCMP's new headquarters adjacent to Green Timbers, will bring more employment to the area. Upgrades have been undertaken at the North Surrey Recreation Centre, the library, and the Sunrise Pavilion Seniors Centre, through the Whalley Enhancement Strategy – a City of Surrey initiative. Other than this, there have been no new cultural facilities, such as movie theatres, art galleries or live performance spaces introduced since 1991. While there is not yet a timeline proposed, the City Centre Library is anticipated to be redeveloped into a large downtown library, which is to be the "flagship" for the entire system, including the library's headquarter operations and support services.

Phase II of the process will seek mechanisms to build upon the current development interest in the City Centre to promote residential and commercial investment, as well as identify opportunities for partnerships to develop civic/institutional amenities.

3. **Regional, Sub Regional and City Development Patterns**

An understanding of development trends within the GVRD, including municipal town centres within Surrey and regional town centres in other municipalities, is needed to understand the impact of potential policy instruments for developing the Surrey City Centre.

Under the Livable Region Strategic Plan, Greater Vancouver's eight Regional Town Centres (RTCs) and Downtown Vancouver are intended to be the primary concentrations of medium-high density residential and commercial development. RTCs have succeeded in capturing a significant portion of recent population growth in the Greater Vancouver region. New development almost doubled the population of RTCs over 15 years, from 71,000 in 1986 to 122,000 in 2001. Over 13% of the GVRD's population now lives in major centres, up from 9% in 1991. Multi-family development in the past four years has been particularly strong in RTCs.

Nevertheless, growth has been stronger in some RTCs, while others are finding it more difficult to attract development. Several RTCs, including Surrey City Centre, must also compete with their own municipal town centres for new residents, including Guildford, Fleetwood, Cloverdale, Semiahmoo, and Newton. Although Surrey City Centre recorded a healthy 32% growth rate between 2001 and 2005, the City as a whole grew 58% and the average GVRD RTC growth rate

was 42%, with several town centres experiencing residential growth in the 50% to 60% range.

With respect to retail space, City Centre has performed relatively well, adding over 1.2 million square feet of retail space in the 1990s, which is comparable to downtown Vancouver and the Coquitlam, Metrotown and Richmond town centres. Only Langley town centre had larger retail growth during this period. This strong overall growth in town centre retail capacity reflects the strong population growth that helps counter competition from large format retail centres.

An important issue in town centre growth has been with the development of office space. None of the region's town centres have done particularly well in this area, due in large part to strong competition from business parks offering office space in lower cost, automobile oriented locations. Over the five-year period from 1996 to 2001, Surrey City Centre employment increased 15%, greater than the regional average of 9%. The introduction of an office tower at Gateway station and almost one million square feet of office space at Surrey Central station in the fully leased Central City tower, has also contributed to above average growth in office jobs in the City Centre. In order to improve the current deficit in the number of jobs compared to the number of residents in the City and to provide local employment opportunities for future residents, continued strong growth in retail, office and institutional employment will be required.

Research indicates that, in addition to lower costs, residents, employers and employees, particularly highly paid knowledge-based employees, will be drawn to town centre locations with attractive urban form, a wide range of personal and business services, and good access by both transit, private, and business vehicles. A challenge in Phase II of the City Centre planning process will be to identify mechanisms for providing preconditions and amenities that will attract developers and businesses.

4. Sustainability Opportunities

The 1991 City Centre Plan, 1996 Official Community Plan and other City policies provide significant support for environmental protection and sustainability. To date, however, there are limited guidelines available to guide development or set targets against which to measure progress in achieving environmental or sustainability goals. As a result, most Surrey City Centre development since 1991 has applied conventional building techniques. The Central City Tower has incorporated a number of energy efficiency features.

A number of pilot projects in support of sustainability have been completed elsewhere in the City since 1991, including private sector facilities such as the Terasen building and public sector facilities, including the East Clayton Neighbourhood Concept Plan, the Semiahmoo Library/RCMP building, the Revenue Canada Building, and the South Surrey Recreation Centre.

Sustainable building and community design is increasingly common in the GVRD, North America and Europe. While the cost of implementing "green" features was once an impediment to developers, recent estimates indicate that, if

incorporated in the initial design phase, a high level of sustainability can be achieved for less than a 5% premium over conventional development techniques. "Green" buildings and communities can have a higher market appeal, particularly to urban professionals who are attracted to regional town centres, and the payback period to recover initial capital investments through reduced operating costs can be as little as five years. The positive response of buyers to East Clayton, Dockside Green in Victoria and the Southeast False Creek sustainable community in Vancouver are signs that the market is shifting rapidly in support of sustainable development.

In Phase II of the plan update process, additional research will be undertaken to complete a "business case" for sustainable development and to identify the most effective policy measures available to support sustainability in the City Centre.

5. **Transportation and Parking**

Transportation and parking are major ongoing concerns in the study area.

Daily traffic on King George Highway, which bisects the study area, exceeds 40,000 vehicles per day while several east-west streets in the study area exceed 20,000 vehicles per day. Combined with the presence of several truck routes bisecting the study area, there are a number of challenges for creating a liveable community, while achieving the defined roles of the transportation network.

In anticipation of a significant increase in the number of residents and employees, the 1991 City Centre Plan called for a network of inner and outer ring roads, greenways, a finer grained street grid, and a more pedestrian friendly local network in the study area. A number of projects have been completed in support of the Plan's proposals, including the Fraser Highway realignment to 98 Avenue, Old Yale Road realignment to 100 Avenue, and upgrades of the East Whalley Ring Road from Fraser Highway to 100 Avenue and the West Whalley Ring Road from 108 Avenue to King George Highway. Sections of the City Parkway Greenway have been completed and there has been significant investment in the public realm in support of an improved pedestrian environment, including sidewalks, street furniture and street lighting.

An estimated 11,000 parking spaces have been identified in the study area, with roughly 94% of these spaces located off-street and the remaining 6% on streets. While there is ample parking at some locations at most times of the day, there are a number of locations with high demand for parking, particularly on some commercial streets and near the Gateway, Surrey Central and King George SkyTrain stations. As the area is redeveloped and transit service improves, it is anticipated that some surface parking will be converted to buildings and that more users of local businesses or institutions will be local residents or will use transit. Due to the cost of constructing parking and the desire for adequate and convenient parking for local businesses, it is important to strike a balance between parking provision and the objective of reducing reliance on the automobile in City Centre.

Given the complexity of the issues involved and as identified in Corporate Report No. R172 (Appendix 1), it is proposed that a comprehensive transportation and parking study be undertaken to determine the appropriate service levels for each transportation mode as the study area is developed and to reinforce the original objectives in the 1991 plan for a finer street grid that is pedestrian friendly.

6. **Urban Design**

The background review of urban design in the City Centre included an analysis of existing guidelines, an urban design evaluation of a sample of buildings constructed between 1991 and 2006, a review of other case studies, and recommendations for urban design elements to consider as part of this update process.

Council received the existing "Surrey City Centre Urban Design Concept" in 1993. It provides a framework for the redevelopment of the area, but does not define all aspects of urban design. The framework proposes three civic plazas/squares connected with a pedestrian parkway or "High Street" along City Parkway.

More detailed Development Permit (DP) design guidelines were initially adopted as part of Surrey's OCP in 1996, which supplemented the design concept framework. These include general guidelines that pertain to all DPs in the City and specific guidelines to the City Centre. The specific guidelines address form and character of buildings (such as pedestrian considerations, adjoining development, street front building heights and orientation, etc.), site safety and security, as well as access, circulation and parking.

Crime Reduction Through Environmental Design (CPTED) guidelines were added to the OCP in 2001 and these guidelines aim to reduce or eliminate opportunities for crime by creating space that people take ownership of, providing clear transitions between public and private space, maximizing visibility between spaces, controlling access, and maintaining the physical appearance of spaces.

A review of a sample of buildings constructed in City Centre between 1991 and 2006 reflects the changes in applicable design guidelines. In general, the addition of the more detailed design guidelines has improved the urban design quality of buildings in Surrey City Centre.

The review of existing guidelines, along with research into urban design guidelines developed and applied elsewhere, has identified several areas that should be considered as part of an update to the Surrey City Centre Urban Design Concept. Key areas recommended for further consideration include building heights, identity of nodes, plazas and special places, through character and built form, parking standards, safety measures for underground parking, illustrations to clarify guidelines, durable/urban finishes and materials for buildings, open spaces, natural elements, more street-orientation, and building and site sustainability design features.

7. **Views, Skyline, Solar Penetration, and Shadow Analysis**

Surrey City Centre has the fourth highest elevation in the City, next to the Hazelmere, Semiahmoo and Grandview Heights areas, and offers outstanding views for many residents and employees. There are attractive views from private residential and office buildings as well as from the public realm. The high-rises in Surrey City Centre are also visible from many other areas of the region.

Provincial legislation does provide municipalities with powers to control the form and siting of buildings. While there is a general policy calling for the protection of views and vistas, along with general DP guidelines related to reducing the impacts of high-rise buildings, there are only general design guidelines in place at the moment to protect views, promote solar penetration and minimize shadowing.

A review of the literature and survey of local municipalities has shown that most jurisdictions do not have effective view protection policies in place. Most jurisdictions that do have policies often focus on the protection of specific views of scenic features, either natural or man-made, from public realm locations. In general, other than general height and massing limits prescribed in zoning bylaws, major developments or redevelopments requiring zoning changes provide the municipality and developers with the opportunity to site buildings in such a way that views are preserved. A good example of such an opportunity occurred recently with the redevelopment of the Joyce-Collingwood SkyTrain station area in Vancouver, where careful sizing and placement of buildings has ensured that its residents enjoy wide vistas and access to sunlight while creating an attractive skyline and interesting urban design.

Starting with a base of predominantly one and two storey buildings, significant development potential and a relatively small number of existing towers in the City Centre, there is an opportunity to promote views as an important attribute for current and future residents and to create a prominent and attractive skyline. Phase II will consider the challenges and opportunities of implementing such guidelines.

8. **The Economy**

Several market studies, including two commissioned by the Whalley Business Improvement Association in 2005 and another conducted as part of the Surrey Central Transit Village project, have been reviewed. A comparison of retail and office inventories, vacancy rates, and lease rates for the second quarter of 2006, and a review of internal City data sources (business licenses, development activity, residential concentrations and assessment data) have been undertaken. This review identifies many strengths that Surrey City Centre should build on to realize the goal of creating a vibrant downtown. It also identifies some of the challenges that may explain why the area has fallen short of the estimated projections contained in the 1991 Surrey City Centre Plan.

Opportunities - Opportunities identified to improve the economy of the City Centre include few existing development constraints such as natural and heritage features. There is abundant development potential, a growing customer base for businesses day and night, unmet demand for retail, SkyTrain service, ethnic diversity with the potential to attract a wide range of merchandising opportunities, and an existing large inventory of office space compared with other Regional Town Centres.

Challenges - Issues that may be inhibiting economic success in the City Centre could include the negative physical and social image of the area and the large size of the area, making it difficult to focus development in a compact pedestrian friendly environment. Another issue is the small land parcel sizes in multiple ownership requiring extensive assemblies for development, and a weak regional office market, resulting in lower lease rates reducing the financial feasibility of new office development. The flexible mixed-use designations provided in the existing land use plan have resulted in land values that reflect a strong residential market with values too high to make office development economically attractive or feasible. There are still relatively few people living in the City Centre, and resident population density is needed to support a wider range of commercial uses related to retail and personal services.

The policy changes to be considered as part of Phase II include addressing the need to protect land for future office development, finding solutions to create compact centres within the study area, and focussing incentives and strategies to attract the core types of development needed to realize a vibrant downtown in the short, medium and longer terms. This background information will also be used by market consultants to provide development forecasts for the area.

9. **Utilities and Servicing**

The review of existing utilities in the City Centre confirmed that the area is generally well serviced to accommodate development envisioned as part of the existing plan, although some services are aging and others may need some additional capacity.

Water services are generally in place and depending on future land use plans, minor extensions to the feeder main may be required. High-density development away from the trunk main (i.e. in the southwest corner of the study area) will be costly to service with water.

Sewer services in the City Centre are older and will need replacement over time. The capacity of the system in the northeast portion of the study area (around 108 Avenue, east of King George Highway) may need to be increased in the future.

Storm water services are generally in good shape as the existing storm water system has been based on the assumption of high densities and large impervious surface areas. Upgrades to the trunk have either been completed or are included in the Ten Year Engineering Services Plan. There are two creeks in the area. Bolivar Creek has a new storm sewer that discharges close to the Fraser River,

Quibble Creek is salmon bearing and opportunities to enhance this resource as part of this update will be sought.

Any changes proposed to land use and density as part of this plan update will need to be addressed through modelling to ensure that there will be adequate servicing to support future development in the study area. This plan update also provides an opportunity to improve existing storm water conditions by reducing runoff, managing peak storm water events, and improving water quality through the application of more sustainable storm water management practices.

This background information will be summarized on display boards for the proposed Ideas Forum, as described below. A sample of these boards is attached as information in Appendix 4.

Public Survey

A City wide public survey is proposed to be published in local newspapers to raise awareness about the process of updating the Surrey City Centre Plan, to obtain feedback and ideas for consideration in this review, and to invite participation on an Advisory Committee to be formed to participate in reviewing and providing feedback on the remaining phases of this process. The survey will also be posted on the City's website, available at City Hall, and handed out at public events and meetings.

The questions will include information about the respondent and questions about their issues and ideas for the future of Surrey's downtown. A copy of the proposed survey is attached as Appendix 5.

Ideas Fair

An Ideas Fair is proposed to be held on Saturday, November 18, 2006 from 9:30 a.m. to 4:30 p.m. at the centre court of the Central City Shopping Centre. The format proposed for the Ideas Fair is similar to a public open house in that information will be displayed regarding the process and about the results from the background work conducted as part of Phase I. Where the format differs from a traditional open house is that the Ideas Fair also includes activities to engage people. The Ideas Fair format is proposed as part of the initial phase of this process for the following reasons:

- To engage people through exercises and demonstrations about the possibilities for the area;
- To raise awareness about Surrey City Centre, including the recent positive changes, things the area has to offer, and the prospect of additional positive changes;
- To celebrate the positive aspects of the community;
- To generate discussion and identify preferences and ideas for the future of the area; and
- To attract a broad range of participants to join an Advisory Committee for this process.

The activities proposed include:

- Viewing display boards that outline the background research conducted as part of Phase I. There will also be display boards illustrating the improvements that have already been conducted in Surrey City Centre. Staff from Planning and Development, Engineering, and Parks, Recreation and Culture will be available to answer questions.
- Presenting the results of the Phase I research at regular intervals throughout the day. The presentations will also outline the review process, identify opportunities to provide input, and invite participation in the focus group sessions that will also be held throughout the day.
- Participating in one hour Focus Group Sessions throughout the day. These sessions will have a facilitator to focus discussion through a series of questions about various aspects of creating a successful City Centre. Ideas generated out of this discussion will be mapped.
- Competing in trivia contests that will raise awareness about the many positive attributes and little known facts about Surrey and its City Centre.
- Interacting with a 3-D computer model of Surrey's City Centre. There will be an opportunity for participants to work with a computer-mapping expert to insert well known buildings from around the region and other parts of the world to understand the scale of potential development the study area. Examples of different 3-D building configurations will be compared on sites in the study area that can be viewed from various vantage points including the street level. This will help people visualize and identify building form preferences for the City Centre.
- Reviewing different urban form examples from around the Lower Mainland.
- Participating in a community mapping exercise to identify the things that people value the most and the least in the area.
- Filling out the public survey.

The key outcomes anticipated from the Ideas Fair activities include new ideas, upon which to form a renewed vision for Surrey City Centre, comments/input about the background work presented, and excitement about the possibilities for the future of Surrey's downtown. Council members are encouraged to attend.

Next Steps

The results of the input received through the Ideas Fair and the Public Survey will be compiled and used in Phase II as an input into the development of concept plan options. A workshop will be held with the Whalley BIA and the new public advisory committee for the City Centre Plan Update to review the results of the public process and provide input prior to commencing Phase II of this process.

Terms of Reference will be issued to hire a team of consultants to work with staff to complete Phases II and III of this plan update process, to focus on the planning, design, and market components of the plan and to consider the transportation and servicing requirements needed to support any proposed changes to the City Centre area. The consultants will work with staff to comprehensively update the 1991 plan.

Council workshops are proposed to explore the design and development opportunities for the City Centre and could include the input of notable experts in urban design and city centre development. One such possibility is Fred Kent, who works through "Project for Public Spaces" (PPS), an organization dedicated to creating and sustaining public places that build communities. Mr. Kent will be available to participate in a workshop, hosted by the Whalley BIA, on May 9 and 10, 2007.

Preliminary concept plans will be developed based on the information gathered as part of the first phase and the expertise of the consultant/staff team. A series of focused workshops and meetings will be held to refine these plan options, which will be evaluated to identify a recommended option. The results of the Ideas Fair and Phase II will then be forwarded to Council for review and approval of a preliminary land use concept plan and authorization to present the Phase II results in a public forum.

CONCLUSION

The background research, conducted as part of the first phase of the update to the 1991 Surrey City Centre Plan, has been summarized in this report as information for Council. Council authorization is sought to proceed with a public Ideas Fair to receive feedback on the background information and generate ideas for the future of Surrey's downtown.

The next phases of the study will focus on the development of concept plans and an implementation strategy. Further reports will be provided to Council for each phase.

How Yin Leung
Acting General Manager
Planning and Development

LG/kms/saw

Attachments:

- Appendix 1 - Corporate Report R172 (2006)
- Appendix 2 - Map of Surrey City Centre Study Area
- Appendix 3 - Results of Community Mapping Exercise
- Appendix 4 - Proposed Sample Display Boards for Surrey City Centre Ideas Fair
- Appendix 5 - Proposed Public Survey



Corporate Report

NO: R172

COUNCIL DATE: July 24, 2006

REGULAR COUNCIL

TO: Mayor & Council DATE: July 13, 2006
FROM: Acting General Manager, Planning and Development FILE: 6520-20
(Surrey City Centre)
SUBJECT: Surrey City Centre Plan Update - Proposed Terms of Reference

RECOMMENDATION

It is recommended that Council:

1. Receive this report for information;
2. Approve the proposed Terms of Reference for the Surrey City Centre Plan Update attached as Appendix I to this report; and
3. Direct staff to proceed with the proposed plan update process and report back to Council, as necessary.

INTENT

The purpose of this report is to:

1. Summarize the key elements of the 1991 Surrey City Centre Plan and the 1993 Surrey City Centre Urban Design Concept;
2. Identify current initiatives and planning issues in the City Centre study area; and
3. Present a Terms of Reference ("TOR") for a process to review and update the Surrey City Centre Plan and Urban Design Concept.

BACKGROUND

The Surrey City Centre Plan study area includes approximately 388 hectares (960 acres) of land, as illustrated on the map attached as part of Appendix I. The study area is generally rectangular in shape with King George Highway running through its centre and is generally bounded by 112 Avenue to the north, 96 Avenue to the south, 132 Street to the west and 140 Street to the east.

The existing Surrey City Centre Plan is similar to a General Land Use Plan. General Land Use Plans are not part of the Official Community Plan ("OCP"), but are adopted by Council resolution. The plan was completed in 1991 and includes, in broad terms, a general land use concept and provides direction with respect to transportation, social and utility infrastructure. The plan also outlined a number of implementation strategies.

The main development goals of the plan were to create:

1. A Clean, Green Place. Development that is environmentally responsible and uses sustainable building and operating techniques;
2. A Human, Neighbourly and Affordable Place;
3. An Open, Safe, Accessible and Public Place;
4. A Vibrant, Spirited and Entrepreneurial Place; and
5. A Connected, "Together" Place.

In 1993, an Urban Design Concept for City Centre was completed, which sought to promote a high quality urban environment, including:

- Gateway features at major entrances to the area;
- Significant amounts of natural features and planting;
- An attractive network of walkable streets and public spaces;
- Preference for "street walls" with appropriate setbacks from curbs and towers set behind street-oriented podiums; and
- A street orientation of buildings instead of the highway oriented commercial uses that currently predominate with many buildings set back from streets behind large parking lots.

A number of underlying issues have remained since the plan was prepared, including traffic impacts and community severance by major arterial roads, neighbourhood liveability and ongoing concerns over the image of the area and the impact of significant social issues. Nevertheless, a range of investments and initiatives have been implemented since 1991 that support the plan and have contributed to the revitalization of the area as outlined in the attached TOR (Appendix I).

Development since 1991 has ranged between almost no activity, to periods of intense activity, which has not always been concentrated at or near identifiable focal points such as SkyTrain stations, as was intended in the 1991 Plan. The resulting development pattern has not, in all circumstances, contributed to the City's goal of creating a critical mass of development leading to a compact, complete and identifiable City Centre that is to serve as the region's second downtown area, serving the portion of the region south of the Fraser River. Development activity in Surrey's City Centre has recently increased significantly and this new activity has the potential to quickly influence the character of the area.

Input from a number of stakeholders has been received, regarding potential challenges and opportunities that may merit additional focus in a plan review process for Surrey City Centre. This input has been articulated into issues outlined in the attached TOR, which are proposed to be addressed as part of the review process.

An updated Surrey City Centre Plan would confirm or re-define visions, establish and reinforce desirable development patterns and support these patterns with suitable design guidelines, while addressing the underlying issues described in the attached TOR. Dependent on outcomes, the Plan may identify the need for more detailed attention to design concepts around specified nodes or corridors.

DISCUSSION

The current period of increasing development interests and transition in the City Centre is an appropriate time to review and update the 15-year-old plan for the area and to build on the momentum generated by the preparation of the Surrey Central Transit Village Plan. The introduction of Simon Fraser University's Surrey Campus, with a growing number of university students and high-rise development at King George Station with a significant influx of new residents to the City Centre, is expected to attract a wide range of interests (i.e. tourists, residents, students, employees, etc.) and commercial enterprises interested in locating in the City Centre. The update would ensure that policies and strategies are in place to accommodate this anticipated growth in a manner that reinforces Surrey City Centre's role as a downtown for Surrey and a Regional Town Centre for the portion of the region south of the Fraser River.

The attached TOR sets out the parameters for undertaking a planning process for the review and update of the 1991 Surrey City Centre Plan. The TOR defines the study area, outlines planning issues, provides the scope and content for the process and deliverables, and proposes a timeframe for completion. The principal products of the process will be an updated Surrey City Centre Plan, Design Guidelines and an Implementation Plan that provides direction for development in the area, as well as guidance for the potential preparation of more detailed plans/concepts.

The updated plan will address the following issues that have been outlined in more detail in the TOR:

- Image of the Area – the development of a clear vision and supporting goals will focus on attracting high quality development;
- Quality of Development –the development of clear design guidelines that guide and provide confidence that high quality investments made will be matched in subsequent developments;
- An Identifiable City Heart – a memorable, identifiable focus or "heart" will need to be defined as part of this process to form the core from which the larger City Centre can develop;
- Identifiable Neighbourhoods – the strength of the City Centre is to build upon the mosaic of neighbourhoods/nodes that have unique identities/character;
- Interface with Adjacent Neighbourhoods – this plan review will need to consider convenient connections and transitions/buffers between the City Centre and adjacent neighbourhoods;
- Growth Forecasts/Target for the Area – a coordinated market approach will distinguish between the roles of the City's Town Centres and the City Centre to more effectively achieve the overall goals for the City's hierarchy of commercial centres;
- King George Highway and Arterial Street Corridors – one of the challenges in City Centre is creating connectivity across King George Highway/arterial streets without significantly impacting goods and people moving capacities;
- Multi-Modal Transportation Network – the expectations for vehicular speed will need to be reconciled with those of an urban area that is pedestrian, transit and bicycle-friendly;
- Parking – parking provisions will need to be considered in the short, medium and longer terms as the area develops and parking needs evolve;
- Opportunities for Sustainability – opportunities to incorporate "green" design principles through improved urban design, amenities and servicing will be explored;
- Servicing and Amenity Requirements for a Vital Downtown – the types of amenities that will attract people, accommodate up-to-date technologies and establish a sense of place will be explored; and
- Residential Development Densities – incentives will be reviewed to discourage low-density housing forms that are not appropriate for a City Centre.

Process Phases and Deliverables

The TOR proposes that the Plan update process be divided into three phases:

- Analyzing Existing Conditions;
- Developing the Plan; and
- Achieving the Plan.

The results of the review and update of the Surrey City Centre Plan will include the following components:

1. Community Engagement Process;
2. Proposals for initial improvements in City Centre;
3. Revised Surrey City Centre Plan, which will include an updated Land Use Plan, a Transportation Plan, Parking Strategy, and Servicing Plan;
4. Implementation Strategy identifying plan phasing, tools for achieving development goals and methods for financing identified investments in facilities and infrastructure;
5. Updated Urban Design Guidelines for the City Centre; and
6. Recommendations with regard to preparation of more detailed plans and guidelines.

To promote a comprehensive approach, it is anticipated that the Surrey City Centre Plan will be coordinated with a number of other parallel initiatives, as documented in Appendix II, including:

- A strategy for implementing the recommendations of the Plan for the Social Well-Being of Surrey Residents in the City Centre will be coordinated, where possible, particularly, the actions relating to land use and urban design components that contribute to the social well being of Surrey residents;
- Surrey Urban Enrichment Initiative process, which is an initiative between City, Provincial, and Federal governments to address strategic community priorities, will be coordinated with the City Centre Plan review, where possible;
- Parks, Culture and Recreation Strategic Plan. This plan will provide a framework for providing parks and recreation amenities and services throughout the City from 2007 to 2017 and will be applicable to the potential development of public open spaces, recreation facilities and cultural centres in the City Centre; and
- An Economic Development Strategy for the City Centre.

Consultation Process

Each phase in preparing the plan update will include workshops or presentations with a variety of stakeholders in larger groups, as well as with key stakeholders on specialized issues. More specifically, input will be sought, as a minimum, through the following activities:

- An Ideas Fair and Citywide survey will introduce the process and its possibilities, solicit initial feedback, and seek participation on the Community Advisory Committee ("CAC") for the process. The Ideas Fair will invite some notable experts on city building to lead exercises that generate ideas with Council and the public. Examples from other places will be cited to convey the many possibilities for the future of Surrey City Centre in the Ideas Fair and survey;
- Meetings and Workshops with the CAC. The CAC will include representation of a broad cross section of interests from across the City;
- Meetings/workshops with a Technical Advisory Committee made up of Departmental staff expertise from within the City, and consultant expertise;
- Meetings with the Whalley Business Improvement Association;
- Meetings with a Senior Management Steering Committee;
- Meetings with the Development Advisory Committee;
- Focused workshops with key stakeholders/staff;
- Public Open Houses to receive input at each phase of the process; and
- At least two workshops with Council to provide a forum for discussion at key milestones in the process.

Reports to Council will be submitted at each milestone, which will mean a minimum of three reports to Council, one at the conclusion of each Phase of the process. Council will also be advised in advance of each Public Open House associated with this planning process and will be invited to all other public meetings and workshops.

Timeline

It is proposed that the planning process will commence in Summer 2006. The background material and market analysis conducted as part of Phase I will conclude by the end of 2006. Phase II is proposed to be concluded by Spring 2007. An updated concept plan will be available with sufficient detail for staff to evaluate applications and for Council to make incremental decisions on development in the City Centre. The final implementation phase is proposed to be presented to Council in the Fall of 2007. The Terms of Reference attached as Appendix I, includes a description of the general process

with a timeline. Although most of the work will be undertaken by City staff, consultants will be commissioned at various stages, as needed.

CONCLUSION

The 1991 Surrey City Centre Plan and 1993 Surrey City Centre Design Concept laid the initial framework for the development of a City Centre for Surrey. A significant number of investments and initiatives have been promoted by the City in support of the plan and there have been a number of signature projects at key nodes within the study area that serve as a nucleus for future development.

After 15 years of experience with the Plan and increasing development in the study area, a number of issues have been identified that indicate the need for an update to the Plan, the associated design guidelines, and an implementation strategy. This report has summarized a proposed TOR and timeline for a plan update process. It is anticipated that the Plan will be coordinated with other initiatives, such as the Social Well-Being Plan, the Surrey Urban Enrichment Initiative, the Parks, Recreation and Culture Strategic Plan update and an economic development strategy.

As the first step to updating the 1991 Surrey City Centre Plan, it is recommended that Council:

- Approve the proposed Terms of Reference for the Surrey City Centre Plan Update attached as Appendix I to this report; and
- Direct staff to proceed with the proposed plan update process and report back to Council in accordance with the TOR.

Original signed by
How Yin Leung
Acting General Manager
Planning and Development

LG/kms/saw

Attachments:

Appendix I Terms of Reference with Map of City Centre Study Area and Process Diagram
Appendix II Integration of Parallel Initiatives

Terms of Reference with Map of City Centre Study Area and Process Diagram

July 13, 2006

Appendix I

**TERMS OF REFERENCE
Planning and Public Consultation Process****Surrey City Centre Plan****A. INTRODUCTION**

Surrey's Official Community Plan (OCP) sets out broad objectives and policies to guide growth and development within the City. These policy directions are refined through more detailed Concept Plans that are adopted by Council resolution and apply to specific areas of the City.

In February of 1991, Council adopted the "Surrey City Centre Plan." The Plan included a Development Concept and a Proposed Land Use Plan, a new transportation network for Whalley, an open space concept, and social and utility infrastructure. It proposed OCP and zoning amendments and also outlined implementation strategies.

In 1976, the Greater Vancouver Regional District's Growth Management Strategy, as adopted through the Liveable Region Plan, first identified Surrey City Centre as being one of four Regional Town Centres (RTC). This was reconfirmed in the 1996 update of the Liveable Region Strategic Plan (LRSP) that now identifies a total of eight RTCs. RTCs are to accommodate a large share of the region's high-density commercial and residential growth. These RTCs are all to be connected with a high level of transit service. Consistent with the LRSP, the 1991 "Surrey City Centre Plan" was realigned along the SkyTrain route to encompass the first three stations on the line. These stations provide an opportunity to cluster development to take advantage of the transit service.

The 1991 Plan contained a number of elements that have been successfully implemented, such as the development of most of the outer and inner Ring Road network, the development of several high-rise buildings including two office towers, and the street improvements to City Parkway (High Street). However, the "Surrey City Centre Plan" has not reached the implementation targets and degree of success originally envisioned.

In recent years, development interest has increased significantly in Surrey's City Centre and is changing the face of the area. These interests include the construction of the 23-storey Central City Tower accommodating 94,480 square metres of office space and the Surrey Simon Fraser University (SFU) Surrey Campus. The Infinity project, an ambitious five tower (1,300 unit) residential development with 7,760 square metres of commercial uses at-grade, is under construction on a site adjacent to the King George SkyTrain station.

In addition to these large projects, as of June, 2006 there were over 30 development applications under review that would yield another 1,290 units in four-storey apartment buildings, 1,280 units in high rise apartment buildings, 320 townhouse units, and 1,890 square metres of commercial space in addition to the Infinity project.

The Surrey Central Transit Village Plan for the area in the vicinity of the Surrey Central SkyTrain station is currently nearing completion through a funding partnership with Transport Canada, the GVTA, and the City of Surrey with the GVRD providing input. Consistent with the regional plan, the intent of the Transit Village Plan is to create a land use and transportation plan that reduces greenhouse gases through focusing high-density, mixed-use development around the Surrey Central SkyTrain Station and supporting this development with fine grained pedestrian-friendly streets. This plan is focused on the core of the City Centre area, which includes a cluster of civic amenities such as the North Surrey Recreation Centre, Library, and Seniors Centre.

B. PURPOSE

This period of transition in the City Centre is an appropriate time to review and update the fifteen year-old "Surrey City Centre Plan." It is imperative to review the policies and strategies for the City Centre to ensure that they implement and accommodate this growth in a manner that reinforces the area's role as a centre to serve the Whalley community, a City Centre/downtown for Surrey, and a Regional Town Centre for the portion of the region south of the Fraser River.

These Terms of Reference set out the parameters for undertaking a planning and public consultation process for the review of the Surrey City Centre Plan. The terms define the study area, outline land use and other issues, provide the scope and content of the process, set out the anticipated deliverables, and set the timeframe for completion. The end product will be a revised City Centre Plan that provides direction for development in the area and also provides guidance for potential smaller, more detailed plans/concepts around specified nodes or corridors.

C. THE STUDY AREA

The Surrey City Centre Plan area includes approximately 388 hectares (960 acres) of land, as illustrated on the map attached as Appendix "A". This plan area is rectangular in shape with King George Highway running through its centre. It is generally bounded by 112 Avenue to the north, 96 Avenue to the south, 132 Street to the west, and 140 Street to the east. The Surrey City Centre is the third highest point of land in Surrey peaking at an approximate elevation of 105 metres in the northeast portion of the plan area (approximately 108 Avenue and 138 Street). This elevation, as well as the City Centre's location at the heart of the GVRD, affords panoramic views of the region and access to all parts of the region.

OCP Policy A-1.2 states the following:

"Promote Surrey City Centre as the downtown and major employment centre for Surrey, as a Regional Town Centre to the region south of the Fraser River, by supporting a broad range of high density commercial and residential development, as well as entertainment, cultural and social amenities and community facilities to serve the city and the region."

Other OCP policies support the vibrant and pedestrian-friendly nodal development of a hierarchy of centres where head office, major civic/cultural amenities and high-density development is directed to the City Centre, major shopping centres are directed to Town Centres, and smaller scaled professional offices and retail uses would be appropriate in Neighbourhood Centres. To support these policies, the existing land use designations in the City Centre include:

- "City Centre" along the west side of King George Highway encompassing all three SkyTrain stations. The intent of this designation is to accommodate the highest concentration of uses for shopping, working, living, recreation and entertainment. This designation currently provides for densities up to 3.5 FAR;
- "Commercial" along the east side of King George Highway and along 104 Avenue. This use was intended to complement the high-density uses in the City Centre designation with commercial uses that take advantage of the road exposure. The OCP provides for Commercial densities up to 1.5 FAR;
- "Multiple Residential" surrounding these two core designations. This designation is to provide a density transition between the City Centre/commercial uses and the lower density Urban uses beyond. The OCP provides for Multiple Residential densities up to 2.5 FAR in the City Centre; and
- Pockets of "Urban Residential" on the fringes in the southwest and northeast corners of the plan area. The Plan provides for densities up to 0.6 FAR for residential uses and up to 1.0 FAR for non-residential uses.

D. ISSUES AND OPPORTUNITIES

There have been several initiatives that have contributed to the enhancement and revitalization of the City Centre area since the development of the 1991 plan. These include:

- The opening of three SkyTrain stations that provide premium transit service to the City Centre from other parts of the region. This has attracted a number of positive developments to the area.
- The Whalley Business Improvement Association (WBIA) that has been active in working to improve the image of the area and to increase opportunities for successful local businesses.
- The Whalley Enhancement Initiative, which has seen the City's investment of over \$5 million in improvements in the area, including renovations to civic buildings, enhanced recreation programming, and park improvements.
- The Surrey Central Transit Village Planning process that is currently underway and has generated excitement about the possibilities for the heart of the area and also includes funds for an initial capital improvement.

The review of the 1991 plan for the larger City Centre area is intended to build on these positive initiatives and will also need to consider the following issues:

1. **Image of the Area** – A perception of Whalley has been one of an area in decline – an area that is unsafe, has a high incidence of poverty and homelessness, an area divided by a highway, and a high crime rate. Large tracts of vacant land and existing buildings in neglected condition reinforce the negative image of the area. The challenge in this planning process is to counter this reality and this image. Solutions will need to address the existing image through a holistic approach that integrates land use, urban design, parks, social planning, servicing, and economic initiatives for the area into an updated plan. A clear vision and supporting goals will need to be reinforced to focus on attracting the type of high quality development that Surrey foresees for its downtown.
2. **Quality of Development** – To establish a positive sense of place, quality of design must be required to establish Surrey City Centre as a place of international stature. Market confidence that the investment made in one development will be matched with subsequent neighbouring developments to justify the long-term success of a unique area. Design guidelines will help to establish the desired character.
3. **An Identifiable City Heart** – The City Centre is a large area. A successful "downtown" or City Centre requires a memorable, identifiable focus or "heart" – a civic "place" for the entire city. This heart, the role and function of which will need to be defined as part of this process, can form the core on which the larger Surrey City Centre area can build.
4. **Identifiable Neighbourhoods** – There are distinct neighbourhoods or nodes, for which their own unique character (i.e. cultural, recreational, medical, employment, residential, etc.) within the City Centre should be defined and established. There are also corridors along major arterials that have distinct roles and character within the larger plan area. The overall Concept Plan will identify these unique neighbourhoods and precincts, and set the stage for the potential development of more detailed plans/concepts. The strength of the new City Centre Plan may come from seeing the area as a mosaic of neighbourhoods, precincts, nodes and corridors, which are connected rather than separated.
5. **Interface With Adjacent Neighbourhoods** – A successful downtown will be dense and active for extended hours, generating more traffic and noise than experienced in low-density neighbourhoods. At the same time, nearby neighbourhoods will be able to take advantage of downtown amenities if attractive safe connections are provided. This plan review will need to consider convenient connections and transitions/buffers between Surrey's City Centre and adjacent lower-density residential neighbourhoods.
6. **Growth Forecasts/Targets for the Area** – Predicting future population, employment, students, and visitors for Surrey's downtown depends on the assumptions used by market experts, as well as activities elsewhere in the City, region, nation, etc. A broader market perspective may provide a better range of contingencies to be planned for in Surrey's downtown to anticipate different

directions that the market may take. The opportunity should also be sought to mesh the development of this plan with the plans for the rest of the city. A coordinated approach could distinguish between the roles of each of the City's town centres as compared with the City Centre to efficiently achieve the goals for the City's hierarchy of commercial centres.

7. **King George Highway (KGH) and Arterial Street Corridors** – The KGH is a key north-south transportation route that links the US border with the Pattullo Bridge. The high traffic volumes on this highway provide a significant barrier between the east and west side of the highway. Planning challenges include the provision of better connectivity between the east and west sides of KGH and to have the City Centre segment of this highway read more like a main downtown street without significantly impacting the people and goods moving capacity of this road. Similarly, other major arterial streets in the area present significant barriers and challenges to liveability that need to be balanced against local and regional access needs for people and goods.
8. **Multi-modal Transportation Network** –A downtown with high-density land uses needs to accommodate multiple modes of traffic within the area. The expectations for speed will need to be reconciled with those of an urban area and a finer street grid. Safe and attractive circulation for pedestrians, bicyclists, buses and vehicles will be important in considering revisions to this plan. Other key issues include connections of the centre to regional highways, the role of the ring roads for through and local traffic, and potential future modifications/impacts of the Pattullo Bridge.
9. **Parking** – While a prevalent image of the area is one of expansive parking lots serving low density commercial uses, some users have difficulties securing longer term parking in Surrey's City Centre. The Zoning By-law currently allows for a parking reduction by 20% in Surrey City Centre for a range of commercial/retail and residential uses. There are also special parking requirements for office uses in the City Centre that have been allowed for the initial office tower at the Gateway Station (Station Tower) and have resulted in on-street parking issues. Parking needs may change once the area gets built out to provide a local customer base, once Bus Rapid Transit (also referred to as Rapid Bus) is fully functioning in the area, and once the density of shopping and service amenities allow for multi-purpose trips. Therefore parking will need to be considered in the short, medium and longer terms.
10. **Opportunities for Sustainability** – Many new compact developments in the Lower Mainland are finding that sustainable "green" development is highly marketable and has lower long-range maintenance costs. The City Centre has many built-in sustainability characteristics, given the convenient access to a range of transportation choices, proximity to local jobs, and proximity to a wide range of recreation facilities. The area has the opportunity to encourage more mixed-use development, to incorporate "green" design principles, and to encourage pedestrians and cyclists through improved urban design and amenities. There are also opportunities to explore reduced servicing costs and environmental impacts, particularly for drainage. There is an excellent opportunity to build on existing sustainable attributes to create a new community that is complete, compact,

highly liveable and serviced with low-impact, cost-efficient infrastructure.

11. **Servicing and Amenity Requirements for a Vital Downtown** – Increased dense development will need to be adequately serviced with utilities and amenities that consider future technology needs. This plan review will explore the types of amenities that will attract people, accommodate upcoming technologies (such as wireless internet access, undergrounding of utilities, a secure and adequate power grid), and establish a sense of place for the area.
12. **Residential Development Densities** – New residential development densities should be consistent with the role of the area as the City Centre. The Plan should find ways to discourage low-density development and/or provide enough of an incentive to encourage the assembly of smaller properties and development of high-density residential uses in a range of forms.

The issues identified above along with any others that are identified as part of a public process will need to be addressed as part of the review of the Surrey City Centre Plan.

E. SCOPE

This plan review is divided into three phases:

- Analyzing Existing Conditions;
- Developing the Plan; and
- Achieving the Plan.

Each phase will include the involvement of a staff Advisory Committee, a Community Advisory Committee, and input of the Senior Management Team. A report will be prepared for Council consideration at the end of each phase.

It is noted that several important parallel initiatives will be underway concurrently with the work on the City Centre Plan Review. These include:

- a. Implementation of some of the land use components of the recently adopted "Plan for the Social Well Being of Surrey Residents".
- b. Coordination of results where possible from the Surrey Urban Enrichment Initiative process, which is an initiative between City, Provincial and Federal governments to address strategic community priorities.
- c. Coordination of results from the Parks, Recreation and Culture Strategic Plan update process, which will provide a framework for providing parks and recreation spaces, amenities and services throughout the City from 2007 to 2017.
- d. Coordination of results an Economic Development Strategy for the City Centre.

The Surrey City Centre Plan Process will monitor these initiatives through the TAC and will incorporate the applicable findings and recommendations of these initiatives into the Plan.

PHASE I –ANALYZING EXISTING CONDITIONS

1. Develop background reports/data that review existing conditions and provide a basis to understand the challenges and opportunities in the area. Use this research to initiate discussion with staff, stakeholders, the public and Council. These studies should include the identification of existing capacity, the populations currently served, and anticipated changes needed. The study topics proposed include current social conditions (the demographics of the current population and inventory of community resources), economic/market conditions, transportation, parking, urban design, innovations, market forecasts, citywide development patterns (leading to potential city centre development patterns including nodes, corridors, and edges), and sustainability. Examples (and possibly tours) of other successful city centres will be considered to identify the many possibilities for the vision/future of Surrey City Centre. The Goals in the existing plan will be reviewed and revisions recommended based on the findings from these studies.
2. Undertake a citywide survey about the City Centre. A cross-section of stakeholders from across the City and beyond will be invited to participate in providing input. Notable experts on city building will be invited to lead exercises that generate ideas with Council and the public. Various interests and ages are proposed to be engaged in these planning exercises that consider existing and future potential for the area. The participants in these processes will be asked to consider a future vision for the area and potential goals to achieve that vision.
3. Identify initial improvements (quick wins) in the City Centre that may surface through the public engagement conducted as part of Phase I.

PHASE II – DEVELOPING THE PLAN

1. Revise the vision, plan goals, and background information based on findings from Phase I.
2. Develop Land Use Concepts – Overlay the layers of information gathered through the background analysis conducted, the public visions and goals identified, and potential solutions generated to develop themes and concepts. Build on these patterns and themes to develop draft concept plans and to identify smaller nodes/precincts with distinguishing characteristics. Use these concepts to inform the further development of other plan components and associated processes. Identify implementation opportunities for each of the concept plans identified. The conclusion of this phase will include a recommended concept plan with sufficient detail for staff to evaluate applications and Council to make incremental decisions on development in the City Centre.
3. Consider and recommend action on those social issues in the area that can be addressed through land use, urban design, and potential amendments to the OCP and Zoning By-laws.
4. Update the multi-modal transportation plan for the area that reinforces a hierarchy of streets to accommodate pedestrian, bicyclist, transit and vehicular circulation,

both within the area and to other parts of the City and Region. The emphasis on pedestrian-, bicyclist-, and transit-friendliness will be maintained. Road cross-section/design will be re-examined to support the required road hierarchy while maintaining a liveable City Centre.

5. Develop a parking strategy that may be phased to address changing needs over time. This strategy should balance the needs in the area without providing excessive parking space that may discourage development.
6. Identify the implications and opportunities for community and cultural amenities and services. This is to include an open space concept.
7. Identify the utility servicing requirements needed to accommodate the plan including opportunities for more sustainable practices, technological requirements, and the undergrounding of utilities.

PHASE III – ACHIEVING THE PLAN

1. Explore methods and innovations to realize the objectives of the recommended plan and outline the priorities and actions required for each method. This would include the potential for more detailed attention to smaller plans/concepts around specified nodes or corridors.
2. Provide recommendations regarding the implementation of capital works and amenities. The financial plan may also identify the prospects for public and/or private partnership investments.
3. Reconsider the Surrey City Centre Urban Design Concept to address the goals and issues identified as part of the process. The development of clear and practical urban design guidelines will be focused on achieving a high quality of development and design in the City Centre. The illustrated design guidelines will address form, massing, public realm treatments, and view corridors.
4. Recommend amendments to the Official Community Plan and the Zoning By-law that will be necessary to implement the updated "Surrey City Centre Plan."

The review and update of the Surrey City Centre Plan is anticipated to be conducted through staff resources with consultant expertise retained for various components where staff expertise or resources are not available. At this early stage, the consulting expertise proposed to supplement staff resources includes market forecasting, urban design, transportation, utility, survey, and finance/DCC components. Should staff resources become over extended, additional consulting services will be retained.

F. DELIVERABLES

It is expected that the review and update of the Surrey City Centre Plan will result in the following:

1. A Community Engagement Process.
2. Proposal(s) for initial improvement(s) to area.
3. A Revised Surrey City Centre Plan, which will include an updated General Land Use Plan, a Transportation Plan with Parking Strategy and a Servicing Plan.
4. Implementation Strategy including methods to realize development objectives, and other social and economic priorities that are identified through the process. This strategy will include the financing plan, phasing plan, and recommendations for amendments to other City By-laws.
5. Urban Design Guidelines.
6. Recommendations with regard to preparation of more detailed plans/concepts (i.e. transit villages, nodes, corridors, etc.) within the larger City Centre area.

G. COMMUNITY ENGAGEMENT

As the future population of the City Centre will be diverse, this process will need to attract a range of interests that will properly reflect the future for this area. Methods to raise awareness of this process and elicit responses from all parts of Surrey and beyond will need to be considered. The Community Engagement Plan will include as a minimum the following:

- A City-wide survey to gather input about the City Centre, raise awareness about the process, and invite participation in the process.
- A visioning session with Council to explore future ideas, case study examples, and potential directions for Surrey's City Centre.
- An Ideas Fair with notable experts on city building to lead exercises on exploring opportunities for the future of Surrey City Centre.
- Meetings and Workshops with a Community Advisory Committee that will be made up of a broad cross section of interests across the City.
- Ongoing involvement of a City staff Technical Advisory Committee made up of expertise from various City Departments.
- Meetings with the Whalley Business Improvement Association.
- Meetings with the Senior Management Team at strategic points in the process.

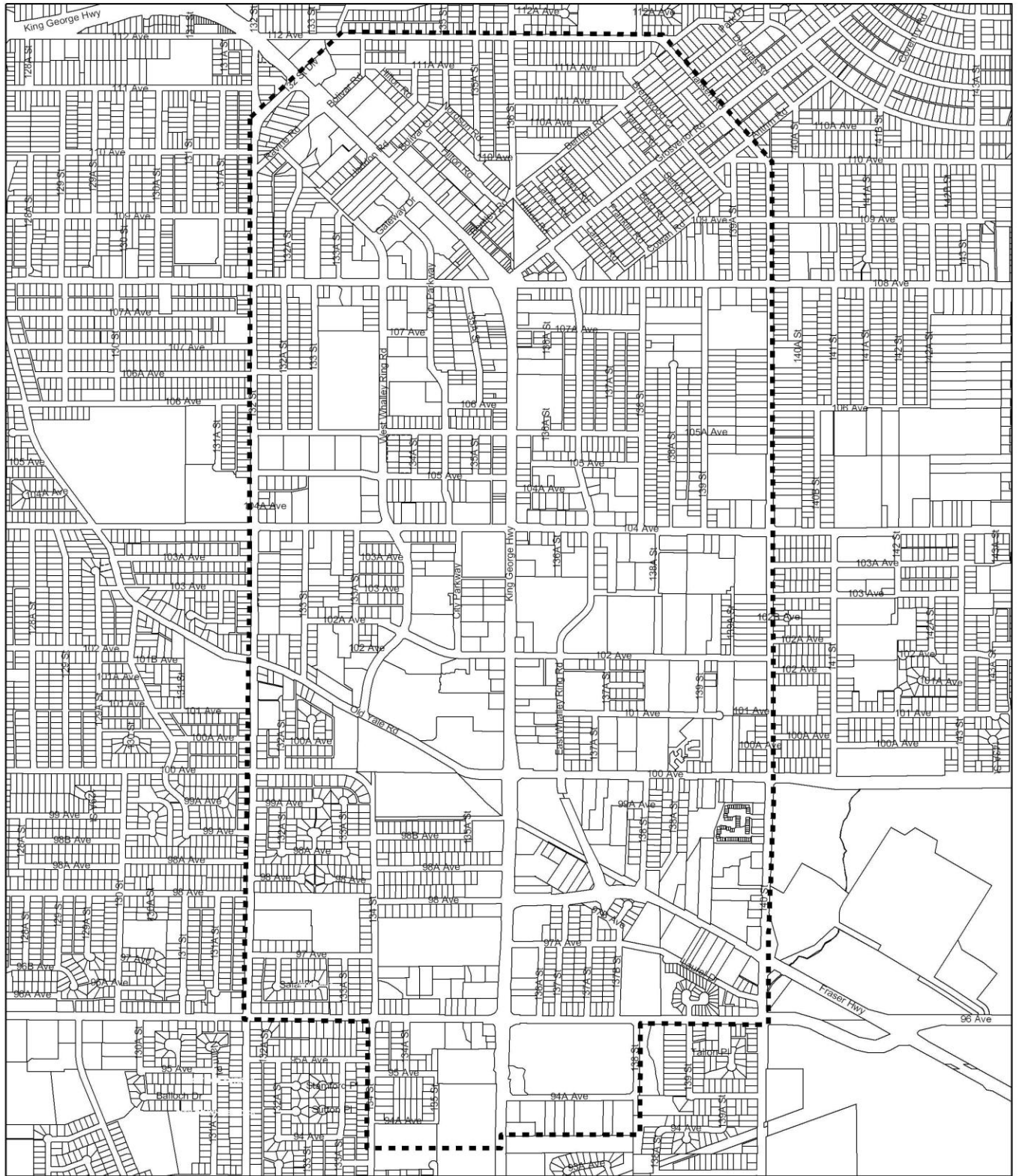
- Review by the City's Advisory Committees.
- Focused workshops with key stakeholders/staff.
- Public Open Houses to receive broader public input at each phase of the process.

H. TIMELINE

It is anticipated that the process will commence late Summer 2006. The background material and market analysis conducted as part of Phase I will likely conclude by the end of 2006. Phase II is proposed to be concluded by Spring 2007 and will include an updated concept plan with sufficient detail for staff to evaluate applications and Council to make incremental decisions on development in the City Centre. The final implementation phase is to be presented to Council in the Fall of 2007.

Reports to Council will be submitted at key milestones but, in any case, as a minimum at the end of each phase of the planning process.

Map of Surrey City Centre Study Area



CITY CENTRE STUDY AREA

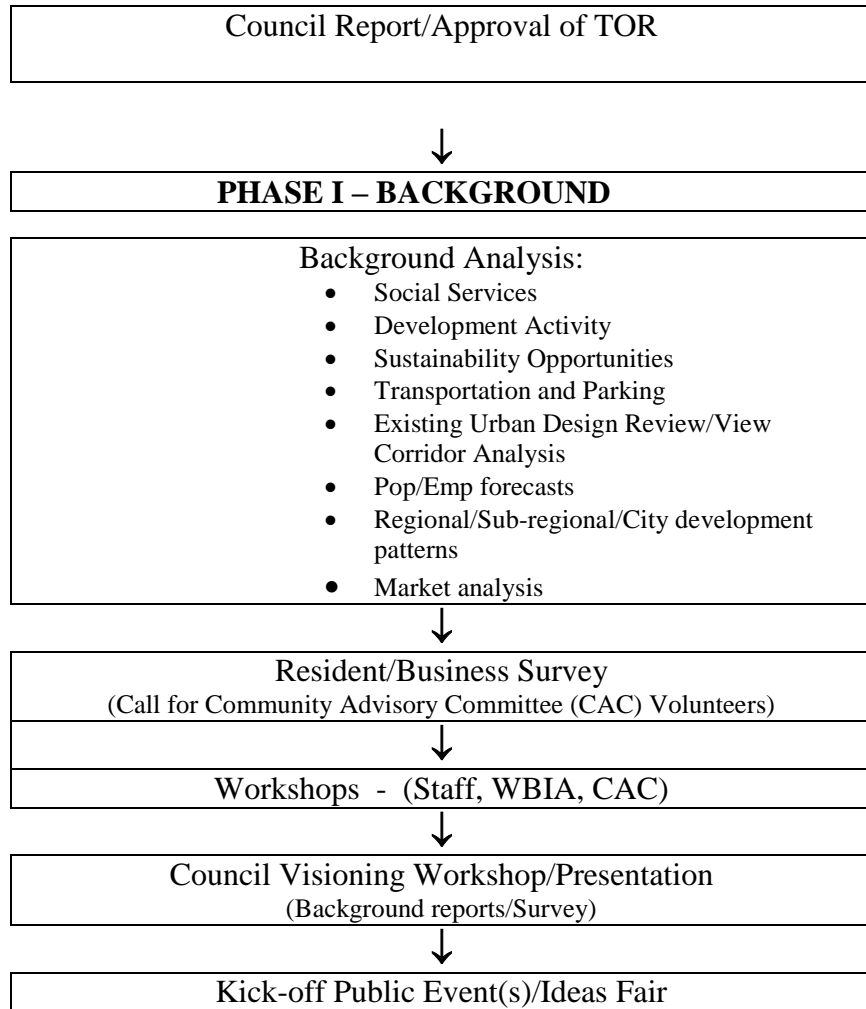
 City Centre

0 50 100 200 300 400 Meters



Process Diagram

PROPOSED SURREY CITY CENTRE PLAN REVIEW PROCESS



PHASE II PLAN PREPARATION

Meetings/Workshops
(on key issues identified/confirmed in Phase I)



Develop Preliminary Draft Plan Options
(Identify implications for implementation)



Workshops - (Staff, WBIA, CAC)



Draft Plan Concepts Corporate Report



Open House on Plan Concepts



Identify Recommended Plan



Presentation to Council for Preliminary Plan Endorsement

PHASE III – PLAN APPROVAL AND IMPLEMENTATION

Develop Design Guidelines



Develop Implementation Strategy
(Market Strategies, Financing, Innovations, Servicing)



Workshops - (Staff, WBIA, CAC)

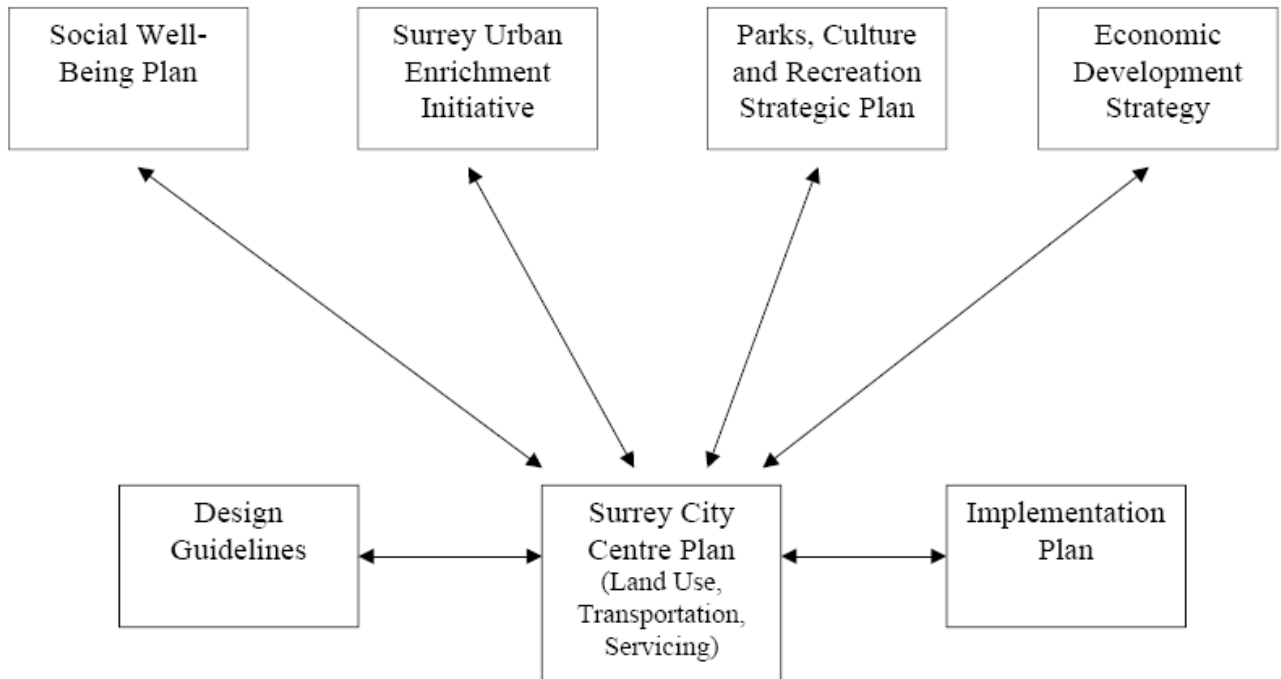


Corporate Report on Final Plan
(Includes Design Guidelines and Implementation)

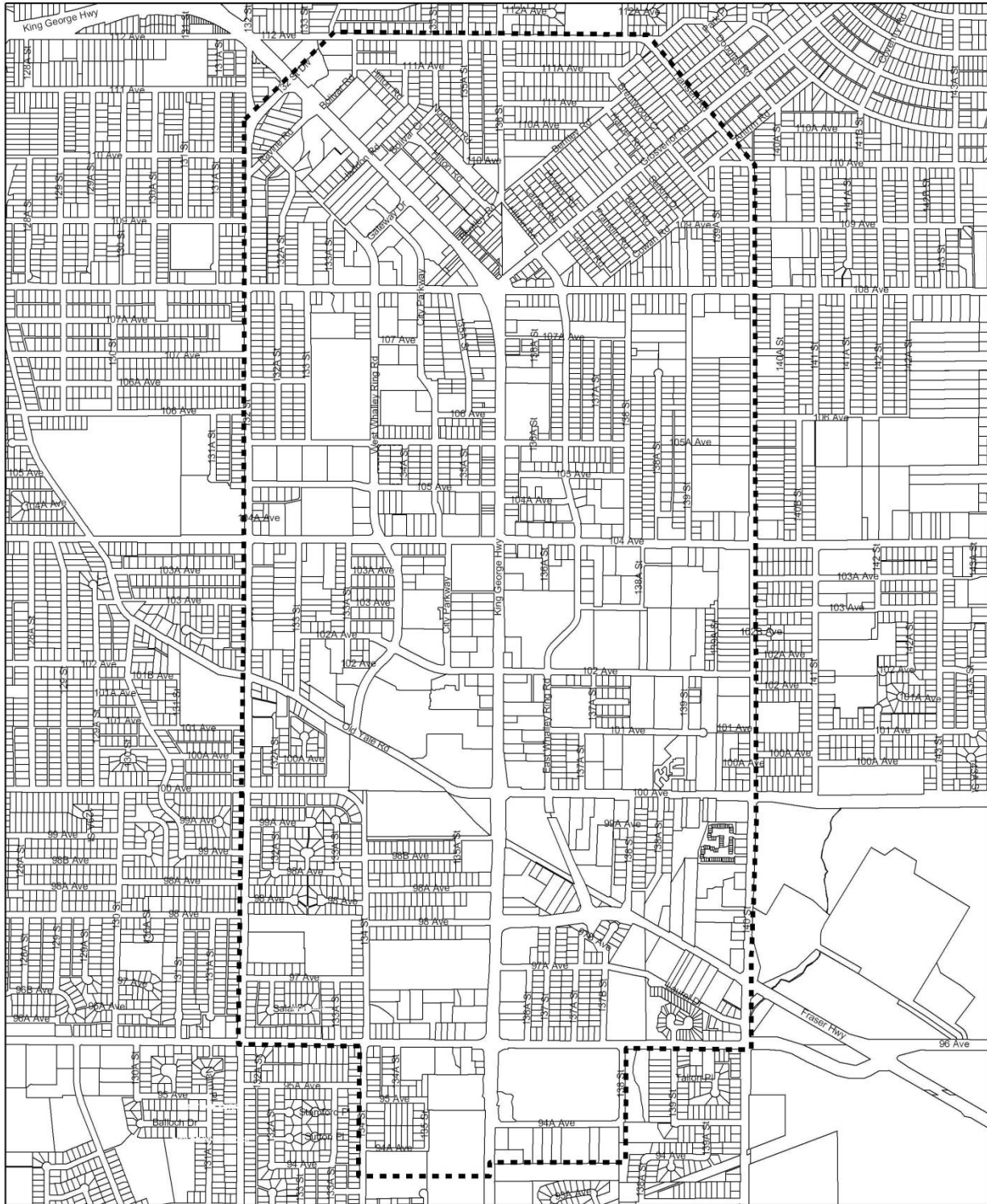


Presentation to Council for Final Plan Endorsement

Integration of Parallel Initiatives



SURREY CITY CENTRE STUDY AREA



CITY CENTRE STUDY AREA

 City Centre

0 50 100 200 300 400 Meters



Results of Community Mapping At The Whalley Community Festival

The 2006 Whalley Community Festival was held on Saturday June 17 at the North Surrey Recreation Centre. The City of Surrey Planning and Development Department set up a booth at the Festival to engage people in an interactive community mapping activity. People of all ages were invited to mark a spot on the map and fill in a "story bubble" with words or a drawing explaining their choice of location. The community mapping elicited peoples' perspectives on Whalley's assets and their ideas for enhancing the community in the future. Two local Aboriginal youth were recruited to facilitate the mapping activity alongside two City Planners.

The community mapping activity results provide a preliminary glimpse of peoples' perspectives on Whalley, including the City Centre area. The Ideas Fair that will take place in November as a part of the City Centre Land Use planning process will provide another opportunity to engage community members in community mapping.

Children's Perspectives

Whalley Today - My Favourite Place

- "I like Kwantlen Park because I play soccer there" (age:11)
- "I like Kwantlen because that's where I do fastball" (age: 8)
- "I like the beach" (age 4)
- "I like Kwantlen Park because I play soccer there" (age: 12)
- "Central City Shopping Mall" age: 11)
- "I like Surrey Traditional School because it is the best school ever!" (age: 8)
- "more parks" (age: 5)
- "My favourite place is Whalley Library" (age: 10)
- "The Malls" (age: 11)
- "I love to play in Bear Creek Park" (age: 4)
- "close to skytrain" (age:5)
- "close to the mall" (age: 8)
- "I like that my family is here" (age: 10)
- "I am close to Discovery School" (age:7)
- "I like Bear Creek Park because of the special events" (age 10)
- "skytrain" (age: 5)
- "Central City Shopping Mall" (age: 11)
- "skytrain" (age: 7)
- "skytrain" (age:5)
- "like drawing and face painting" (age:4)
- "I like the mall because I like hanging out there"(age: 11)
- "I like it because you can play baseball. I luv baseball" (age: 11)

Whalley Tomorrow - If I Could Add One Thing

- "Want a bigger swimming pool" (age 7)
- "Bigger shopping malls" (age 11)

Youths' Perspectives

Whalley Today - My Favorite Place

- "I love the community I live in. I love going to fantastic festivals such as this one" (age 19)
- "Surrey Central is the best" (age: 17).
- "We love this park" (ages 17 & 6)
- "I love Pricemart" (age: 20)
- "The nice people" (age: 16)
- "24 hour gym" (age: 23)
- "Kevin's House" (age 13)
- "Stardust Roller Rink" (age: 24)
- "I ♥ the gym at the rec centre" (age: 19)
- "I like Surrey parks" (age:22)
- "I like Kwantlen Park, party" (age: 16)
- "To be in Whalley, I'm so happy" (age:13)
- "I love the fact of me being in high school. I was so glad to leave elementary" (age:14)
- "I like soccer fields and Surrey Centre Mall" (age:15)
- "I like the community art murals and bringing the community together at community festivals" (age: 20)

Whalley Tomorrow - If I Could Add One Thing

- "Skateboard park" (age 15)
- "More outside events" (age 15)
- "Cleaning up downtown Whalley and surrounding areas." (age 19)
- "Bigger schools in Surrey" (age 13)
- "I would like to see the Foodbank in a different area" (age: 20)
- "I would like a Walmart in Fleetwood" (age:20)
- "I'd like to see more public washrooms and garbage cans at parks" (age: 19)

Adult's Perspectives

Whalley Today - My Favorite Place

- "Love the multiculturalism." (age 45)
- "I enjoy different services that are provided in the area such as the employment centre, rec centre, support services, and community organizations (skytrain close by) (age: 25)
- "Parks, swimming pool and recreation centre." (age 30)
- "Born in Vancouver 1950. Moved to Surrey in 1954. Left in 1970. Moved back in 2001. #8 (on the map) was a theatre with a stage. In the 1950s. In the 1990s it was an all you can eat Chinese Restaurant called Golden Plate. It was closed and reopened as a similar restaurant in 2001. I went in it in 2001. raised stage still there. Currently now in 2006 it's now a church. I wonder if the stage is still there. If its not too late I would like it declared as an historical site:." (age 56)
- "The mosaics in the park" (age: 47)
- "I like how the streets don't have speed bumps and commuter traffic does not run through the streets" (age: 43)
- "The plaza in front of SFU" (age: 47)
- "I like the birds and the dogs" (age:30)
- "I really enjoy the Whalley Festival" (age: 44)
- "YMCA yoga & fitness programs" (age: 33)

"I enjoy services offered at the North Surrey Rec Centre" (age:28)
"Whalley Ball Park" (age: 25)
"I like the N. Surrey Rec. Centre. I would like to see more 'big business' in Surrey" (age: 50)
"Favorites- Sunrise Pavillion, Whalley Festivals, 50's Burger" (age 59)
"Whalley Festival"
"sense of community" (age 30+)
"Holland Park and Surrey Recreation Centre" (age: 56)
"Sunrise Seniors Centre" (age: 49)
"I like Surrey SFU, I would like to see gelato shops- and a cleaning up of 107-104th area- we really do live in a beautiful place" (age: 25)
"skytrain" (age:23)

Whalley Tomorrow - If I Could Add One Thing

"Bigger senior's place" (age 35)
"Clean Up. Contribute to the environment . Have a clean Whalley." (age 25)
"Make more parks for children to play in"
"RCMP Community Office at Gateway and more developments" (age 45)
"Affordable housing" (age 32)
"We need another bridge. Desperately" (age 45)
"Security patrolling. Minimize burglaries and theft. Raise job opportunities" (age 56)
"If Superstore moved to a large location in Surrey Place Mall business would definitely boom."
"More things for youth. Make them feel like they matter and are contributing to the community and world." (age 45)
"How about public washrooms at the Skytrain station? (everywhere) Someone on transit for 1 hour would appreciate." (age 40)
"Heritage trees - make it so developers can't cut them down."
"I would love to see a turf soccer field at Kwantlen Park or Tom Binney!"
"Outdoor stadium!!"
"Drugs off the street" (age 44)
"Fabric store" (age 42)
"Casino" (age 46)
"I like the NSR Centre events. I would like to see more rides like the roller coaster for kids. More fun and interactive stuff for family and kids." (age 40-50)
"public toilets and water fountains for drinking" (age 40)
"Bigger library" (age 56)
"More patrols by police ... cars race around Whalley at night - noisy - yelling - would like to be able to sell my apartment - more safe community"
"It would be the promised turf in Whalley" (age 47)
"I would like to see the long promised soccer turf become a reality at Tom Binnie." (age 52)
"I would like to see more infant-toddler daycares and play equipment" (age: 43)
"I want to see more high-end cultural events" (age: 26)
"Affordable housing" (age: 29)
"Return of the Farmer's Market. Less speed demons. Fix Patullo Bridge. Favorites- Sunrise Pavillion, Whalley Festivals, 50's Burger" (age 59)

Senior's Perspectives

Whalley Today - My Favorite Place

"I just LOVE the beautiful entrance on 102nd Ave. to Surrey Centre Mall. It looks as good as anything in New York." (age 69)

"BC Lions practice park" (age: 71)

"mosaic park fabulous" (age: 69)

"Sunrise Seniors activities and especially the Festival on Whalley days" (age 70+)

Bear Creek Park" (age: 60)

"keep the BC Lions practice field here" (age: 71)

"favorite: Green Timbers; like to see: more speedbumps" (age: 66)

"Sunrise Pavilion is a great place for seniors, the Rec Centre and Libraries too" (age: adult)

Whalley Tomorrow - If I Could Add One Thing

"Green Timbers. More bike routes." (age 65)

"More community activities for children - adult attended" (age 75)

"I would like to see more small shops in Whalley - clothing, hardware." (age 69)

"More stores at City Centre. Variety. Expand Whalley ballpark and have more seating." (age 70)

"More security on all Skytrain stations in Surrey." (age 60+)

"New hockey skating rink" (age: 69)

"I would like to see public washrooms close to transit" (age:72)

"Like having shops & transit within walking distance. Like how the plans are developing" (age: 83)

Proposed Sample Display Boards for Surrey City Centre Ideas Fair



SURREY CITY CENTRE PLAN UPDATE

Residential Uses: Which Do You Prefer?

Please place a dot under the images that you like.

Three to Four-Storey Residential Buildings



Five to Six-Storey Residential Buildings
Possibly with Retail at the Ground Level



Ground Floor Townhouses in a Podium with Point Towers



High Rise Residential Buildings





SURREY CITY CENTRE PLAN UPDATE

Commercial Uses: Which Do You Prefer?

Please place a dot beside the images that you like.

Mixed Use - Ground Floor Retail with Residential Above



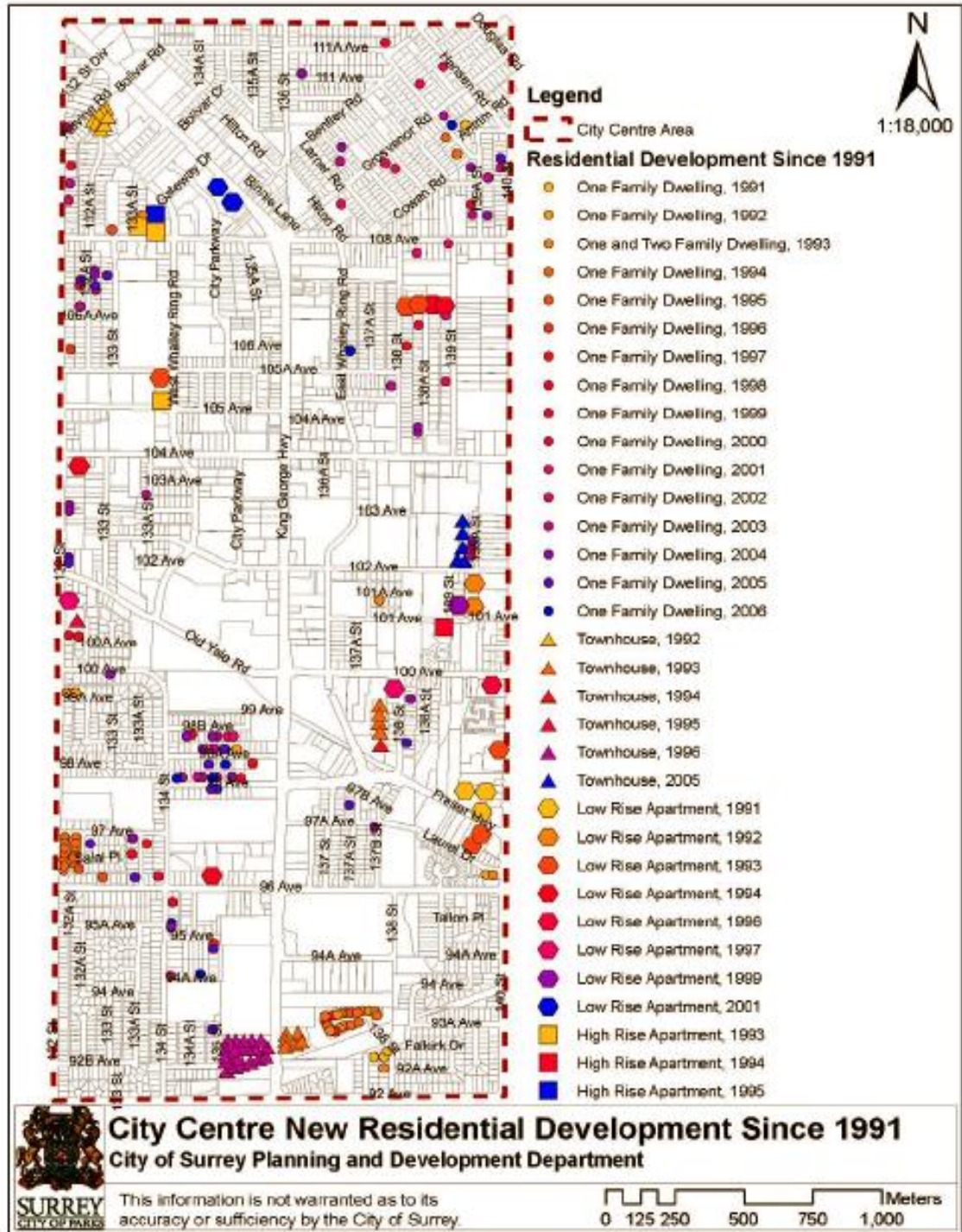
Commercial Buildings Only





SURREY CITY CENTRE PLAN UPDATE

Residential Development Patterns





SURREY CITY CENTRE PLAN UPDATE

Whalley Squares: Which Do You Prefer?

Please place a dot under the images that you like.

"While the square is definitely a city's heart and soul, as any other living being it needs attention, protection and nourishment."

(Aleksandar Janicijevic)

St. Lawrence Square, Toronto, Canada



St. Peter's Square, Vatican City, Italy



Soho Square, London, England



Lijnbaan, Rotterdam, Netherlands



Tiananmen Square, Beijing, China



Piazza Duomo, Milan, Italy



Place Royale, Ville De Quebec, Canada



Skanderbeg Square, Tirana, Albania



Dundas Square, Toronto, Canada



Largo Do Chile, Lisboa, Portugal



Paternoster Square, London, England



Groenmarkt, Schiedam, Netherlands

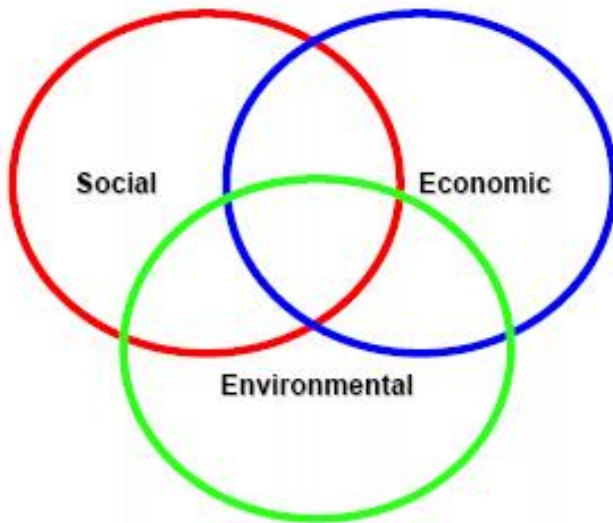




SURREY CITY CENTRE PLAN UPDATE

SUSTAINABILITY IN SURREY CITY CENTRE

What is Sustainability?



With increasing concerns about global warming, the approaching peak in oil production, diminishing biodiversity, an aging population, limited land supplies, housing affordability, and social concerns, many people are starting to question the sustainability of our current urban centres and personal lifestyles in North America.

Sustainability is defined by the *Canadian Oxford Dictionary* as:

"Ecology - especially of development - that conserves an ecological balance by avoiding depletion of natural resources; that may be maintained, especially at a particular level"

Additionally, the avoidance of environmental degradation or resource depletion is considered to be a pre-requisite for sustainability while **Economic**, **Social**, and **Environmental** sustainability are required to achieve overall Sustainability

Sustainability in Surrey

East Clayton



South Surrey Recreation Centre



Semiahmoo Library / RCMP Station





Proposed Public Survey

City Centre Plan Review Questionnaire

The City of Surrey is reviewing its Land Use Plan for the Surrey City Centre. Our goal is to create a compact, complete, and identifiable City Centre that will meet the needs of local residents and will be a major focus for the region.

This questionnaire is designed to ask Surrey residents about your ideas and vision for the future of the Surrey City Centre. It will help us to identify needs and opportunities for the region's major downtown area south of the Fraser River. The information gathered through this Survey will guide the development of a long-range plan for the City Centre area.



If, after completing this Survey and attending the City Centre Ideas Fair, you would like to continue being involved in the planning process by joining our *Advisory Committee* for the City Centre planning process, please provide us with your name, e-mail, and phone number below, so that we may be in contact with you with more details at a later date.

Name: _____
 E-Mail: _____
 Phone #: _____

Tell Us About Yourself

All information collected is for internal purposes only

Where do you live? Whalley/City Centre
Surrey (Not Whalley/City Centre) *Where?* _____
Not from Surrey *Where?* _____

What is your Postal Code? _____

Which of the following best describes your relationship to Surrey City Centre?

(Please check all appropriate)

Business Owner / Employee
Student in City Centre
Land Developer
Shopper / Facility User
Other _____

What is your age? *(Please check one)*

0-19 20-24 25-44
45-54 55-64 65-74
75-84 85+

What is your living situation?

(Please check one)

Live alone
Live with partner / spouse
Live with partner / spouse & children
Other (describe) _____

How important are the following features to you? *(please rank the following things)*

	Very Important	Important	Neutral	Unimportant	Very Unimportant	No Opinion
Housing and Land Use						
A wide range of housing types in the City Centre (townhouses, low rise apartments, high rise apartments etc.)						
Providing housing for families and seniors						
Providing housing for lower income and special needs residents						
Employment generating uses (offices, retail uses, and institutional uses)						
Higher densities to support local business and transit service						
Parks and Recreation / Civic Facilities						
Arts, cultural, and educational presence (library, theatres, schools, etc.)						
Civic gathering spaces (parks, plazas, greenways, etc.)						
Services for families and children (daycare, recreation programs, etc.)						
Facilities for youth (skate parks, youth centres, etc.)						
Facilities and services for seniors (community centres, senior's drop-in-centres etc.)						
Built Environment and Sustainability						
High quality building materials and building designs						
Preservation of views (for residents, offices, and street corridors)						
Promote the development of energy and resource efficient buildings						
Design streets to be safe (active streets, opportunities for eyes-on-the-streets, etc.)						
Transportation and Accessibility						
Streets that are designed to be comfortable for pedestrians						
Safe and convenient bicycle routes and facilities						
Access for people with scooters, baby carriages, shopping carts, or for people in wheelchairs.						
Maintain vehicle and transit access to local destinations (within City Centre and the rest of Surrey)						
Provide access from City Centre to regional destinations (outside of Surrey)						

The following questions aim to identify a vision for the future of Surrey's City Centre

What do you like most about the Surrey City Centre?

1. _____
2. _____
3. _____

What would you change or improve about City Centre?

1. _____
2. _____
3. _____

What would attract development and people to City Centre?

1. _____
2. _____
3. _____

What barriers are there to City Centre development?

1. _____
2. _____
3. _____

Do you have any other comments?

Please return completed questionnaires on or before November 30, 2006 by one of the following methods:

1. The City Centre Ideas Fair on November 18, 2006 (10am – 4pm) in the Centre Court of Surrey's City Centre Mall - **Questionnaires returned at the Ideas Fair will be entered into a prize draw**
2. Online at www.surrey.ca, click on *Surveys*, and *City Centre Plan Review Questionnaire*
3. FAX to 604-591-2507
4. Mail in to : City of Surrey Planning & Development Department,
14245 – 56 Avenue, Surrey, B.C., V3X 3A2

**The display materials shown at the Ideas Fair will be available online
at www.city.surrey.ca as of November 20, 2006**

Thank you very much for your time and comments.