



## **INTENT**

The purpose of this report is to:

- Update Council on the joint planning process being undertaken by the City and TransLink as part of the Study;
- Provide a synopsis of the public and stakeholder consultation process completed, to date, as part of the Study, including the public information meeting held on November 18, 2009 related to the Draft Land Use Concept Plan;
- Provide an overview and seek Council's approval of the Stage 1 Land Use Concept component of the Study, including the Stage 1 Plan, as a basis for more detailed planning necessary to complete the Stage 2 component of the Study;
- Provide an overview and status of TransLink's conceptual design of the future Newton Transit Exchange;
- Identify issues for resolution as part of the Stage 2 component of the Study, including outstanding requirements and issues to be resolved, detailed urban design guidelines for the Town Centre, final concept design of the Newton Transit Exchange, and detailed marketing, phasing, and implementation of the relocation of the Transit Exchange; and
- Confirm the preliminary servicing strategy to support the Stage 1 Land Use Plan as a basis to move forward with the completion of the final Stage 2 Servicing plan.

## **BACKGROUND**

### **Newton Town Centre Issues and Transit Exchange**

On June 16, 2008, Council received Corporate Report No. R101 and endorsed a strategy to address the needs and issues in the Newton Town Centre area, which included graffiti, prostitution, litter/lack of cleanliness of the public realm, nuisance activities and behaviours (loitering, intoxication, panhandling, etc.).

In 2008, the South Coast Transportation Authority (TransLink) acquired a 2-hectare (4.9 acre) property within the Newton Town Centre Plan area, as shown on the map included as Appendix I (a), with the intention of relocating the transit exchange, which is presently located on the south side of 72 Avenue, across from 137 Street. The TransLink site is located along King George Highway and the BC Hydro Railway Right-of-Way, and will provide a key transit interchange location to connect directly to the proposed Rapid Bus that is planned for the King George Highway corridor. The new TransLink site is large enough to accommodate an integrated Transit Interchange, with land remaining for other uses. Under its new mandate, regarding transit-supportive real estate development, TransLink expressed a desire to develop the "excess" lands on its site to achieve land uses and densities that support transit ridership, and provide a return on public investment that can be reinvested in further transit improvements.

It is a joint interest of the City and TransLink that the current transit exchange not just be relocated to a new location, but that this new transit exchange be fully integrated with the Town Centre and act as a catalyst for mixed-use development at transit-supportive densities that will provide vitality and activity in this area.

### **Memorandum of Understanding**

On July 28, 2008, Council considered Corporate Report No. R153, and authorized the signing of a Memorandum of Understanding ("MOU") between the City and TransLink to undertake a joint Land Use, Urban Design and Transit Study in the Newton Town Centre area. The MOU set out goals and objectives to develop a land use, urban design and transit plan for the development of a transit-oriented, mixed use urban centre at transit-supportive densities that fully integrates new and enhanced transit facilities into a high quality and sustainable urban centre.

### **Study Terms of Reference, Proposal Call and Consultant Selection**

On September 29, 2008, Council received Corporate Report No. R192 and endorsed a Terms of Reference for the Study. The Consulting firm of Glattig, Jackson, Kercher, Anglin was retained in early 2009 as the prime consultant to undertake the Study, with support from various specialized Consultants (SDG- Transportation; Urban Systems- Engineering Services and Utilities; Urbanics - Market Analysis) to provide specialized technical support to the Study. The Study was funded and managed jointly by TransLink and the City.

## **PLANNING CONTEXT**

### **The Study Area**

The Study area is a triangular area of approximately 20 hectares (50 acres) bounded by 72 Avenue, the BC Hydro Railway and 138 Street, as shown on the map attached as Appendix I(a). The area contains a cluster of City-owned community and recreational facilities, including the Newton Wave Pool, the Newton Community Hall, the Newton Recreation Centre and Arena, the Surrey Public Library (Newton Branch) and Library Administration Building, and the Newton Seniors' Centre. The City also has additional land holdings in the area that have the potential to contribute to a vibrant, mixed-use urban centre.

Several privately owned commercial properties, including two commercial shopping centres, as well as the former Fire Hall No. 10, which is being converted to the Newton Community Arts Hall, are also within the Study area.

The Study area is currently designated "Town Centre", "Multiple Residential" and "Commercial" in Surrey's Official Community Plan ("OCP"). There are numerous zones within the Study area, with the majority of properties zoned Community Commercial (C-8) Zone and Single Family Residential (RF). The 5.3 hectare (13 acre) triangular-shaped property at the southerly end of the Study area fronting 138 Street is zoned Light Impact Industrial (IL) Zone.

## **Existing Plan**

The Study area is within the area covered by the 1990 Newton Town Centre Study, which was prepared by Hughes Baldwin, and established the overall land use and policy basis for the development of the major components of the Newton Town Centre (see Appendix II). The 1990 Town Centre Study designated the Study area for a combination of "Civic Core", "Commercial/Office" and "High Density Residential" uses and also recognized numerous key elements that remain relevant today in achieving a vibrant, transit-oriented Town Centre.

The results of the current Study are generally consistent with the land use concepts identified in the 1990 Newton Town Centre Study, and incorporate the integration of an expanded, relocated Transit Exchange into this area as a fundamental element that will shape the Town Centre.

## **Planning and Public Consultation Process**

The planning process for Stage 1 of the Study included the following steps:

- Project Initiation Walking Tour and Consultant Session - March 2009;
- Stakeholder Session and Community Interviews – April 2009;
- Public values workshop meeting - April 2009;
- Public community design workshop and Public Meetings – June 2009
- Feedback, Reaction and Testing of Concepts - June to August 2009;
- Four project Technical Advisory Committee (TAC) meetings;
- Three Steering Committee Meetings; and
- Final Stage 1 Land Use Plan Public Information Meeting (November 18, 2009).

A detailed outline of the plan preparation process and chronology of the public and stakeholder consultation processes are attached as Appendices I(b) and III, respectively.

## **Study Goal, Findings, and Planning Principles**

The key goal of the Study is:

*" . . . to produce a land use and transportation plan that will guide the development of a mixed use, high-density, transit-oriented Newton Town Centre, fully integrating new and enhanced transit facilities into a high quality and sustainable urban centre".*

### ***Study Phase 1– Preliminary Evaluation and Community Engagement***

As part of Phase 1 of the plan preparation and public consultation process, the consultant undertook a detailed evaluation of the Study area, including a walking audit and interviews with key stakeholders, as well as an assessment of planning opportunities and key constraints, a detailed parcel-by-parcel review, and a first phase community engagement process to determine key values held by residents about the Newton Town Centre in reference to the overall project goal noted above.

The following six key planning findings and conclusions emerged:

1. The BC Hydro/Southern Railway Corridor presents a barrier to a Successful Town Centre, therefore additional grade crosses are necessary to achieve connectivity and key redevelopment objectives for the Town Centre;
2. Existing Uses (two shopping centres, Wave Pool, Ice Arena, and wooded City Park) site create a "superblock" limiting network opportunities, therefore additional road connections and a smaller block structure is needed;
3. New Civic investments require a more urban and integrated design approach that externalize architectural solutions in relation to the street and the public realm, and enhance and activate the street experience;
4. A New Balance in Transit Efficiency and Urban Development Opportunities is Needed;
5. A Balance of Environmental Preservation and Urban Integration is needed; and
6. Market Confidence that will Change Public Perceptions needs to be established.

### ***Study Phase 2- Community Design Workshop***

The key component of Phase 2 of the plan preparation process was a community design workshop/charette. The workshop was jointly held by the consultant, City and TransLink staff, and had multiple opportunities for public involvement and input. The objective of the workshop was to consolidate and refine the concepts and ideas into guiding principles and develop a draft Land Use Plan based on the adopted principles.

The following Guiding Principles were developed from the design workshop to guide the Study:

1. ***Embrace Transit as a Mobility Option*** - Transit can be the biggest catalyst for redevelopment, providing a mobility option for all users. The Transit station should be integrated into the overall framework of development and highlighted as a key civic place;
2. ***Integrate Civic Amenities into the fabric of the Town Centre*** - Civic amenities should be woven through the Town Centre and used as focal points as redevelopment occurs;
3. ***Leverage Public Investments*** - The investments made by public entities should be leveraged to encourage not only new civic investments such as parks, but private investments as well;
4. ***Improve Connectivity and Create Livable Transportation Solutions*** - Opportunity exists to increase the overall network throughout the Study area with new streets, trails and sidewalks;
5. ***Redesign the Environment for the Pedestrian*** - The pedestrian should be the first priority as redevelopment of the site occurs. This includes wide sidewalks and ample pedestrian

amenities such as benches and lighting;

6. ***Preserve, Enhance and Utilize Open Spaces*** - The two key open spaces within the Study area are currently underutilized. Buildings should front these open spaces and the possibilities for programming these spaces with restored habitat, trails and connectivity should be explored;
7. ***Expand Neighbourhoods Towards the Town Centre***- Preserve and enhance existing neighbourhoods by expanding the framework to include new transit-oriented development which is contextual and appropriately scaled, and transitions to the surrounding neighbourhoods; and
8. ***Increase Market Confidence***- Public infrastructure investments, new development strategies and an open public dialogue can begin to lay the foundation for future investments in the Newton Town Centre.

## **STAGE 1 LAND USE CONCEPT PLAN**

### **Overview**

The Stage 1 Land Use Concept Plan Component of the Study is attached as Appendix I (including sub-appendices).

The Stage 1 Plan is consistent with key findings identified as part of the Community values, and preliminary planning assessment component noted above, and is also consistent with the eight Study Principles developed as part of the Community visioning and design workshop.

The Stage 1 Plan if implemented will result in the development of an urban, pedestrian-oriented, transit-oriented neighbourhood comprising civic, recreational, mixed-use, multiple residential, commercial and open space uses, integrated with an expanded and relocated street-friendly transit exchange facility. The plan will establish a strong south anchor to the larger Newton Town Centre, and will not preclude opportunities for future light rail, rapid transit, and/or heritage rail.

The key features and Land Use Components of the Study are:

- A range of Commercial, Multiple-Residential, Mixed-use, Public Institutional, Civic, public Recreational, and Open Space uses, within a pedestrian-oriented, transit-supportive neighbourhood;
- A total of 2.2 hectares (5 acres) of Municipal Open Space, including the existing treed lot east of the Wave Pool and the new park at the south;
- Establishment of a 3.2 hectares (8 acre) green zone at the south of the Study area, including a drainage detention pond, natural areas, walking trails, riparian enhancement zone, and a 1.3 hectare (3 acre) park;

- An expanded and enhanced transit exchange facility, integrated with a new urban neighbourhood, including a Transit plaza intended to provide a signature public space along a "Main Street", and featuring on-street bus operations and an off-street bus layover area;
- Development of several new roads to establish smaller blocks and a fine grain street network, and to ensure development of a walkable and pedestrian-friendly community;
- Creation of two new east-west road crossings of the BC Hydro Railway corridor to provide necessary connections from the Town Centre to the area west of King George Highway, reduce the traffic impact on King George Highway, and support transit operations for the new transit exchange site;
- Creation of a pedestrian-friendly public realm, including the development of several well-connected signature places, such as a "Main Street" (137 Street), central transit plaza, "Festival Street" (Appendix I(h)), enhanced City wooded lot, and the pond/natural park site;
- Expanded recreational uses and civic uses, including future expansion of the Wave Pool, Seniors Centre and Library, future relocation of the Ice Arena, and development of a future multi-purpose recreational facility;
- Development of a "Main Street" along the realigned 137 Street, connecting the existing 137 Street north of 72 Avenue to the new Transit Exchange;
- The development of a "Green Street" (Appendix I(g)) design concept to address drainage issues, featuring bio-swales and "green" infrastructure to allow stormwater filtration within sidewalk/landscaping areas; and
- Creation of a "Festival Street" between the existing Wave Pool and the future recreational facility, as well as 137A Street (west of the Seniors' Centre) as key place-making features. These streets will function as traffic-calmed streets and provide access to both public buildings, but are designed as flexible, outdoor programmable space that can be closed off from vehicular traffic to accommodate public festivals and gatherings, and be directly connected to other open space areas.

### **Proposed Density, Land Use and Population**

The proposed Land Use Plan identifies various land uses and allowable density for each land use block within the Study area, as well as public institutional, recreational, and civic uses (Appendix I(c)).

A detailed breakdown of all land uses within the Study area is provided below:

Proposed Land Use	Land Area	Height	Density (Floor Area Ratio)	Estimated #of Residential Units & Commercial Floor Area	Projected Population
Commercial	2.89 acres	2 to 4	1.5 FAR	<ul style="list-style-type: none"> <li>• 1,524 Residential Units</li> <li>• 34,800 square metres (375,000 square feet) approx.</li> </ul>	3,978 people
Multiple Residential	7.26 acres	2 to 6 storeys	2.0 FAR		
Mixed Use (Retail at grade, Residential or Office above)	21.08 acres	4 to 6 storeys	2.5 FAR		
Civic/Public Institutional	10.32 acres	varies	varies		
Open Space	4.94 acres	N/A	N/A		
Detention Pond	5 acres	N/A	N/A		

The proposed Land Use Plan establishes uses and density limits that will be implemented at the development stage through the rezoning process. The development of Comprehensive Development (CD) Zones is considered appropriate to provide a flexible approach to implementing the overall land uses and densities anticipated in the Plan.

### **Building Height, Building Massing, and Development Character**

A Preliminary Height, Building Massing and Development Character Plan has been developed as a companion to the land use/density plan proposed as part of the Stage 1 Land Use Concept Plan Component, and is attached as Appendix I(d). This Plan provides guidelines for desirable building heights, based on a review of block and edge conditions, and establishes key objectives for implementation at the development stage, such as interface issues, broad urban design objectives, and key public realm features.

### **Proposed Street Framework**

Along with the design of the public realm and building architecture, the street framework, and density and range of street types, is a fundamental building block to establishing a liveable, pedestrian-oriented community. The Stage 1 Plan includes the development of five street types, which reflect the variety, function and character (Appendix I(e)). The following preliminary street framework is recommended as a basis for finalized street designs to be developed in Stage 2 of the Study:

- **King George Boulevard** - Major arterial providing regional function traffic needs and component of the Major Road Network (MRN). This Arterial road will have the ability to accommodate curb-side or median rapid transit, as well as potential separated (median) light rapid transit lanes, pedestrian sidewalk and boulevard planting;



- **Standard Street** - This street can serve many uses, and is the most common street type in the area. It includes two travel lanes and parking lanes on both sides, planting strip and sidewalk;
- **Main Street (137 Street)** - The Main Street typology is the primary retail and shopping street corridor extending from 72 Avenue to 71 Avenue, and would include wider sidewalks and generous pedestrian amenities, including benches and seating, pedestrian-scale lighting, and other public furniture. There should be parking on both sides of the street to support shopping. Transit routes will also utilize this Street;
- **Transit Main Street**- This street is designed as Main Street, and will be oriented as a shopping street as above, but also accommodates transit needs and priorities and will include bus stop zones and appropriate transit infrastructure and street design to allow safe bus operations. This street is based on the 4-lane cross section, and a detailed cross-section will be developed as part of the Stage 2 report; and
- **70 Avenue**- This street fronts on the south park site, and is proposed as a 3-lane cross section, with on-street parking on both sides, planting strip and sidewalks.

### **Retail Market Analysis**

A Market Study was undertaken by Urbanics Consultants Ltd. to evaluate long-term market demand and expected absorption rates for both residential units and commercial space, to inform the plan and assist in tailoring the proposed land use mix, thus ensuring robust market performance for future developments in this localized market. The Executive Summary for the Market Study is attached as Appendix I(f).

The Market Study noted the following key conclusions:

#### ***Residential Demand and Expected Supply***

- Total Residential Demand for Multiple Residential Units by 2031- 1,420 Units;
- Total Expected Residential Unit Build-out 2031- 1,524 Units.

#### ***Commercial Space Demand***

- Total Estimated Commercial Space - 1,400 square metres (151,000 square feet);
- Projected Commercial Space at build-out (2031) based on land use plan- approximately 34,800 square metres (375,000 square feet); and
- Projected Demand for Retail/Commercial (2031) - 15,050 square metres (162,000 square feet).

#### ***General***

- The market assumptions are conservative, but assume that other key investments will occur, such as the Transit Exchange and expansion of civic facilities;
- Achieving a sufficient scale and attraction of people to this area is key in achieving the redevelopment targets expected, and important site planning variables, such as an attractive and active streets, will assist in this process; and

- Commercial and residential absorption rates to 2031 will likely not be constant, but will be clustered over time based on specific market factors.

Overall, the retail Market Study indicates that future residential and commercial demand will be met by the projected amount of residential and commercial development designated in the proposed land use plan. Further refinements to specific commercial use locations, in particular to ensure these are confined to key corridors (Main Street) within the mixed-use precincts, will be undertaken in Stage 2 to ensure that future commercial supply is appropriate and robust, and to avoid the possibility of oversupply of commercial space.

### **Public Open House -November 18, 2009**

Approximately 64 people attended a public open house held on November 18, 2009 at the Newton Community Hall. The Draft Land Use Concept for the Newton Town Centre was presented. The open house included a series of display boards, the distribution of comment sheets to everyone who attended a staff presentation, and a question and answer period.

A total of 15 completed comment sheets have been returned to the City as of December 7, 2009.

Generally speaking, there is widespread support for the proposed Land Use Concept. There were no comments received from the owners of private property within the Study area. Comments were received mostly from residents of Chelsea Gardens, a seniors' residential complex to the southeast of the Study area, across 138 Street.

Some concerns were received regarding social issues (crime); however, many respondents commented favourably on the proposed land use plan and densities, the green space network and parks, the improved road network and walkability, the integration and expansion of the transit exchange, the future expansion of civic and recreational facilities, the unique street features of the plan (Festival Street and Green Street.) and the proposed mix of uses.

### ***City-Owned 5.5 Hectare (13.7 Acre) Site***

The most frequently cited issue, both by residents at the open house and in the comments sheets, related to the 5.5 hectare (13.7 acre) City-owned property at the southerly end of the Study area, which some residents indicated should be retained entirely for drainage detention and park purposes. Alternatively, other residents support limited residential development on this site to create a residential enclave and ensure safety, security, and activities near the green space.

In response to the comments related to the southerly large City-owned lot, Parks, Recreation & Culture Department staff and Engineering Department staff confirmed that the total amount of land required for park and detention pond purposes is approximately 3.2 hectares (8 Acres), comprising 1.2 hectares (3 acres) of park and 2.0 hectares (5 acres) for a detention pond. This will leave a remainder of 2.3 hectares (5.7 acres) available for multi-family residential development. Staff considers a residential development at this location appropriate for the following reasons:

- Redevelopment of this corner will provide a strong visual anchor, and can be designed with sensitive edge treatment to ensure an appropriate interface with existing development east of 138 Street;
- This corner is already well buffered from properties east of 138 Street by a large surplus road allowance, which could be further enhanced in consultation with the adjacent residential developments (Chelsea Gardens);
- The site is designated "Multiple Residential" in the OCP and therefore multiple-residential development is consistent with the existing OCP. It is also in keeping with multi-family (apartment and townhousing) uses across 138 Street;
- This site has been designated for high-density residential development in the Newton Town Centre Plan since 1990;
- Redevelopment of this corner will ensure eyes on the park and enhance safety, security, and park use; and
- The redevelopable portion of this holding is considered surplus to the City's needs and, therefore, should be redeveloped to its highest and best use to support the City's sustainability objectives.

### **Place-Making and Sustainability**

The future Town Centre neighbourhood of Newton will incorporate many characteristics of a "good place". It will offer transit mobility options, and a tight grid network of streets to allow a variety of possible travel routes to various destinations within the area and through the area. A vibrant pedestrian-friendly environment will be provided around the (137 Street) "Main Street", and will be anchored by the Transit Exchange plaza and the future public "Festival Street". In addition, the Study highlights the key place-making role afforded by the existing City "wooded" park, and proposes to further open and enhance this feature as a formal public park and plaza, as well as provide a strong connection between the City wooded park lot and the new open space to the south through an appropriate combination of pathways and wide sidewalks.

The key features of a sustainable community include the promotion of a range of densities to reduce the footprint of development and provide for a transit-friendly and walkable neighbourhood. The network of pedestrian-oriented, multi-use streets will create a safe, walkable community. The featured "Green Street" design will provide sustainable drainage features, and the drainage detention pond, as well as the implementation of Drainage Best Management Practices; will ensure downstream erosion and water quality issues are addressed. A matrix/summary noting the sustainable features is attached as Appendix I(i).

Further work will be undertaken at Stage 2, in consultation with the City's consultants, to further develop the details of these sustainability features.

## **Engineering Servicing Issues**

As part of the Stage 1 planning process, transportation and servicing to accommodate the proposed land uses have been reviewed and Engineering Department staff are satisfied that the requirements for transportation, water, sanitary sewer and stormwater management can be resolved to support the land use concept with refinements occurring as part of the Stage 2 review.

### ***Transit Exchange***

The current Newton transit exchange is at capacity. It accommodates approximately 7,700 passengers per day and estimates indicate that the demand for transit will increase to approximately 18,000 passengers per day by 2031 with the expansion of transit services identified within the South of Fraser Area Transit Plan. Newton has been identified by TransLink as being a critical part of the successful expansion of transit service within Surrey and the South of Fraser region.

A preferred transit exchange design concept has been developed within a framework of guiding principles:

- A location close to and visible from King George Highway to ensure convenient and efficient future connections to rapid transit on this corridor;
- The ability to phase the expansion of transit within the Town Centre and protect for rapid transit routing options;
- Location adjacent to the BC Hydro Rail Corridor/Southern Railway line, and protection of the BC Hydro Rail Corridor to allow for integration of the transit exchange with any future passenger rail use of the line, and accommodation of potential heritage and commuter rail opportunities;
- An on-street pick up and drop off operation surrounding the Transit plaza to ensure the positive contribution and integration of transit to the Town Centre by providing activity at street level, supporting adjacent commercial land uses and responding to the need for the transit exchange to be better integrated with the neighbourhood;
- The layover and recovery bus function located off-street, within the TransLink property; and
- Creation of new road connections to King George Highway to improve transit circulation and connectivity.

### ***Traffic and Transportation***

While there is road capacity in the area, background increases in traffic are resulting in longer delays at key intersections, notably 72 Avenue and 68 Avenue with King George Highway. A base traffic model of existing traffic conditions has been developed and will be used during the Stage 2 Component of the planning process to assess the impact of the proposed land uses on the

surrounding road network. In addition, the traffic model will test options for providing transit priority.

The current road network within Newton is characterised as incomplete and disconnected, with traffic concentrated on a relatively few number of road connections and intersections. The plan area is bounded by high volume arterial roads, a rail line and a large block pattern, which collectively create a barrier effect both between the Study area and the rest of Newton Town Centre. The Town Centre, as a whole, is also disconnected from adjacent neighbourhoods. This results in a town centre that is difficult to travel through for all modes, including pedestrians, and which is largely isolated from other parts of Newton. The absence of a complete, robust and dense road network also results in a concentration of traffic onto a small number of key intersections leading to increasing delays and congestion.

One of the core elements of the Town Centre Plan was the creation of a finer grid road network to break up the current "superblocks", improve connections for all modes, and create a more pedestrian-oriented town centre environment. The Stage 1 Plan provides new north-south and east-west internal street connections. Importantly, the Plan identifies two important new east-west road connections to King George Highway. These are:

- Extension of 70 Avenue from 137 Street to King George Highway, including a crossing of the BC Hydro Rail Corridor and a new traffic signal at King George Highway. This will remove a "missing link" within the collector road network and provide access to the east of 140 Street. In conjunction with future development opportunities to the west of King George Highway, 70 Avenue will continue west of King George Highway. This connection will be included within a future update of the R91 Major Road Classification Map;
- A new 70A Avenue between 137 Street and King George Highway is proposed, immediately to the north of the TransLink site, including a new traffic signal at King George Highway. This will ultimately provide a local road connection between 140 Street and King George Highway;
- The planned new road connections within the Study area are part of a broader strategy within Newton to identify, protect and implement future town centre road connections; and
- The current Town Centre Plan (1990 Hughes Baldwin Study) was approved based on the road network currently in place. The proposed update to the Town Centre Plan broadly maintains the level and density of development identified in the previous plan, and reflects existing OCP designations. The proposed improvements to the road network will be tested as part of the further development of the Plan in Stage 2 and are expected to be sufficient to support the proposed land uses. All necessary improvements to the existing road network will also be identified within the Stage 2 component of the study.

## **Water**

The Newton Town Centre is primarily supplied from the Newton reservoir/pump station and is located in the 135 metre pressure zone. The existing feeder main network to the Study area consists of a 600 millimetre main on 128 Street, a 500 millimetre main on 68 Avenue, and a 350-300 millimetre main on 72 Avenue. In 2009, the City upgraded the feeder mains within the

Newton pump station site and replaced the 600 millimetre main on 128 Street from the pump station to 68 Avenue with a 750 millimetre main to provide additional capacity for the Newton area, including the Newton Town Centre. These upgrades were identified in the January 2008, North Surrey Pump Stations report.

Modelling conducted as part of the North Surrey Pump Stations study confirmed that the improved feeder system would support the proposed NCP land uses. Preliminary modelling undertaken within the scope of the NCP study confirms upgrades to the local water distribution system within the neighbourhood area will be required through its re-development.

Staging and cost implications will be evaluated in more detail through the Stage 2 review but these are expected to be easily dealt with through re-development.

### ***Sanitary Sewer***

The lay of the land for the Newton Town Centre, east of King George Highway, is such that the area drains to the southeast towards the existing Hyland Trunk sewer at 66 Avenue and 142 Street, which in turn drains east to the regional sewer interceptor on 152 Street. The small North West quadrant of the Plan area, west of King George Highway and north of the BC Hydro rail corridor, drains directly south along the King George Highway and eventually ties into the Hyland Trunk system at 6468 King George Highway. The downstream trunk sewer system is quite robust and the Engineering Department indicates this system can support the land uses proposed in the Newton Town Centre area, which are consistent with current plans for the area.

Local sanitary sewer system improvements within the neighbourhood area and immediately downstream of the area will be required, but are anticipated to be funded by redevelopment of the area. Through the Stage 2 review, detailed modelling and review of potential redevelopment scenarios, appropriate approaches to phasing and cost recovery for the local sewer system to support the proposed land uses in the study area will be developed.

### ***Stormwater Management***

Newton Town Centre is located in the Hyland Creek watershed. This watershed was recently the subject of an Integrated Stormwater Management Plan (ISMP) study. Flooding, erosion and water quality concerns have been identified in the creek downstream of the Town Centre, likely due to upstream development as well as development encroaching into areas naturally prone to flooding. Redevelopment of the area will provide significant opportunities to improve conditions within the catchment.

The stream classification map shows two red-coded (fish habitat) watercourses, Hyland Creek and the un-named tributary to Hyland, as receiving waters and two yellow-coded (nutrient habitat) watercourses, one along 136B Street leading to the BC Hydro Rail Corridor and one along the undeveloped City parcel at the transition from 68 Avenue to 138 Street. Protection through setback and compensation for elimination will be integrated into the plans for these.

The local drainage system for the area is adequate for the expected flows along 138 Street. The storm system along 136B Street will need to be upgraded as part of local servicing requirements.

Trunk storm sewers will be required to convey flows from King George Highway to a proposed detention pond at 68 Avenue and 138 Street and from the future pond outlet to the culvert of Hyland Creek crossing of 68 Avenue.

The detention pond in the southeast quadrant of the Study area was originally proposed in a previous Master Drainage Plan, as well as more recently in the Integrated Stormwater Management Plan for the area. This pond is proposed to address downstream issues noted above. A detailed cost benefit analysis will be undertaken within the scope of Stage 2 of this Study to evaluate the true benefits of this pond and adjacent lands with respect to downstream watercourse protection, public amenity space, naturalized area, and potential residential (or mixed use) development as noted in the previous Newton Town Centre Plan. It is anticipated that an optimized pond configuration will be developed through this review process.

As noted above, redevelopment of the area provides opportunities to manage runoff quality and quantity at a site level through implementation of Best Management Practices (BMPs). Reduction of runoff from existing impervious surfaces is desirable as it will reduce required off-site mitigation measures and existing concerns in Hyland Creek, as noted above. Runoff can be controlled through the use of detention, landscaping, water re-use, green roofs, exfiltration and other BMPs. The exact scope, performance targets and design standards associated with these measures will be integrated into the neighbourhood design guidelines through Stage 2 of the NCP.

### **Land Use Issues and Plan Elements to be Completed at Stage 2**

A summary of the issues that will need to be resolved during the Stage 2 component of the planning process is provided below, and is illustrated in Appendix IV. Any resulting changes to the Plan will be presented to Council in conjunction with the completion of the Stage 2 component. The following issues have been identified for further review in Stage 2:

1. Finalize the detailed land use breakdown for the 5.5 hectare (13.7 acre) City-owned triangular property at the south end of the Study area, between park/riparian enhancement, drainage detention, and multi-family development;
2. Assess opportunities for land use changes for the cluster of properties along the east side of King George Highway, south of the railway. These lands are presently severed from the Town Centre by the railway; therefore they were not identified in the Study area. However, the introduction of two new road crossings in this area will mean that these properties are now connected with the Study area and will become the southerly gateway to the Town Centre. As a result, opportunities for land use change will be assessed on these lands during Stage 2 of the Plan;
3. Development of an operational and conceptual Transit Exchange design, including integration with the surrounding network, transit routing, and incorporation of Bus Rapid transit (BRT);

4. Development of Urban Design Guidelines, with an emphasis on:
  - (a) Public gathering and detailed public space plan;
  - (b) Detailed illustrative concepts for key catalyst sites;
  - (c) Public realm analysis;
  - (d) Detailed Building Height and Massing;
  - (e) Off-street parking requirements related to proposed land uses;
  - (f) Microclimate, energy conservation and weather protection considerations;
  - (g) Urban landscape and streetscape design; and
  - (h) Detailed green-street design;
5. Completion of the final servicing plan, financial and phasing strategy;
6. Determine amenities to serve the area, including ongoing park acquisition analysis, park development costs, fire and police protection and library needs. The establishment of appropriate amenity contributions for the Study area will also be determined; and
7. Completion of a detailed implementation strategy for the relocation and development of the Transit Exchange, which will require City involvement to facilitate a coordination of property exchanges and land acquisition, infrastructure phasing and funding, and development of a comprehensive transit exchange marketing and relocation plan.

## CONCLUSION

Based on the above discussion, it is recommended that Council:

- Approve the Stage 1 Land Use Concept Plan, which is attached as Appendix I, for the Study, as described in this report;
- Authorize staff, jointly with TransLink, to undertake the Stage 2 component of the Plan based on the Stage 1 Land Use Concept Plan, including:
  - The resolution of outstanding issues and requirements identified in this report;
  - The completion of an engineering servicing strategy and comprehensive financial plan that will provide adequate funding for servicing infrastructure, phasing of development, and the provision of community amenities; and
  - The completion of an implementation Strategy related to the relocation and development of the new Transit Exchange, which will require City involvement to facilitate a coordination of property exchanges and land acquisition, infrastructure phasing and funding, and development of a comprehensive transit exchange marketing and relocation plan; and



- Authorize staff to receive and process development applications for sites within the Study area, based on the Stage 1 Land Use Concept Plan, provided that final approval is held subject to the completion of the Stage 2.

*Original signed by*

Jean Lamontagne  
General Manager,  
Planning and Development

RCA/saw

Attachments:

Appendix I Newton Town Centre Stage 1 Land Use Component (consolidated document)

I(a) Study Area Map

I(b) Introduction, Plan Preparation Process, Planning Context

I(c) Land Use and Density Concept Plan

I(d) Building Height, Massing & Development Character Plan

I(e) Proposed Street Framework Plan

I(f) Market Analysis (Executive Summary)

I(g) Green Street Sustainable Drainage Concept Design

I(h) Festival Street Concept Design

I(i) Sustainability Matrix

Appendix II 1990 Newton Town Centre Plan (Hughes Baldwin)

Appendix III Chronology of Public and Stakeholder Consultation

Appendix IV Plan of Issues for Further Review in Stage 2

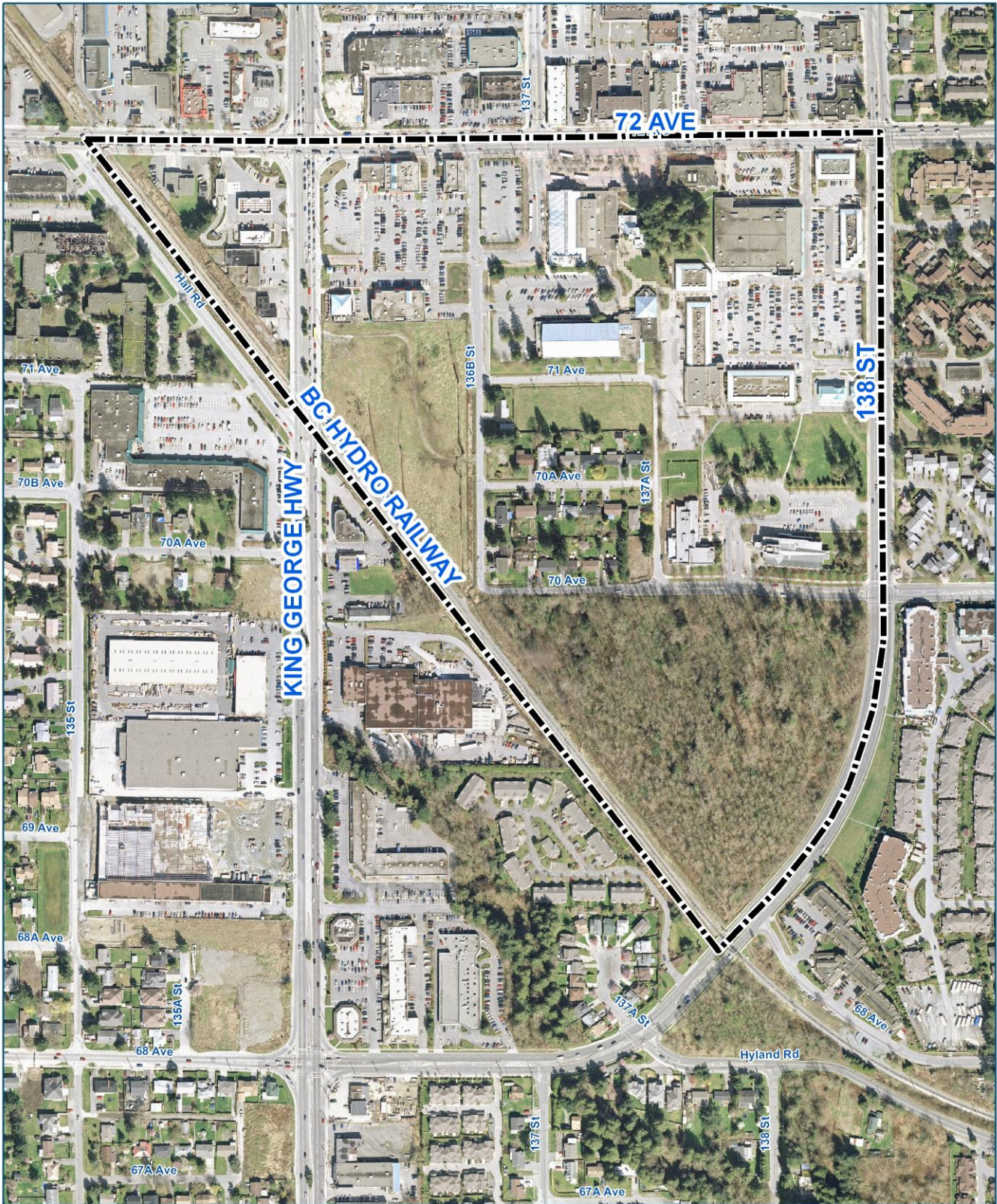
# **Newton Town Centre Stage 1 Land Use Component**

(consolidated document)

**Appendices:**

- I(a) Study Area Map**
- I(b) Introduction, Plan Preparation Process, Planning Context**
- I(c) Land Use and Density Concept Plan**
- I(d) Building Height, Massing & Development Character Plan**
- I(e) Proposed Street Framework Plan**
- I(f) Market Analysis (Executive Summary)**
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- I(i) Sustainability Matrix**

NEWTON TOWN CENTRE STUDY AREA MAP



CITY OF SURREY  
PLANNING AND DEVELOPMENT DEPARTMENT

**NEWTON TOWN CENTRE**

 STUDY AREA



Printed July 2, 2008



This information is not warranted as to its accuracy or sufficiency by the City of Surrey. This information is provided for convenience purposes only.

# NEWTON TOWN CENTRE

Land Use, Urban Design & Transportation Planning Study



Acknowledgements:

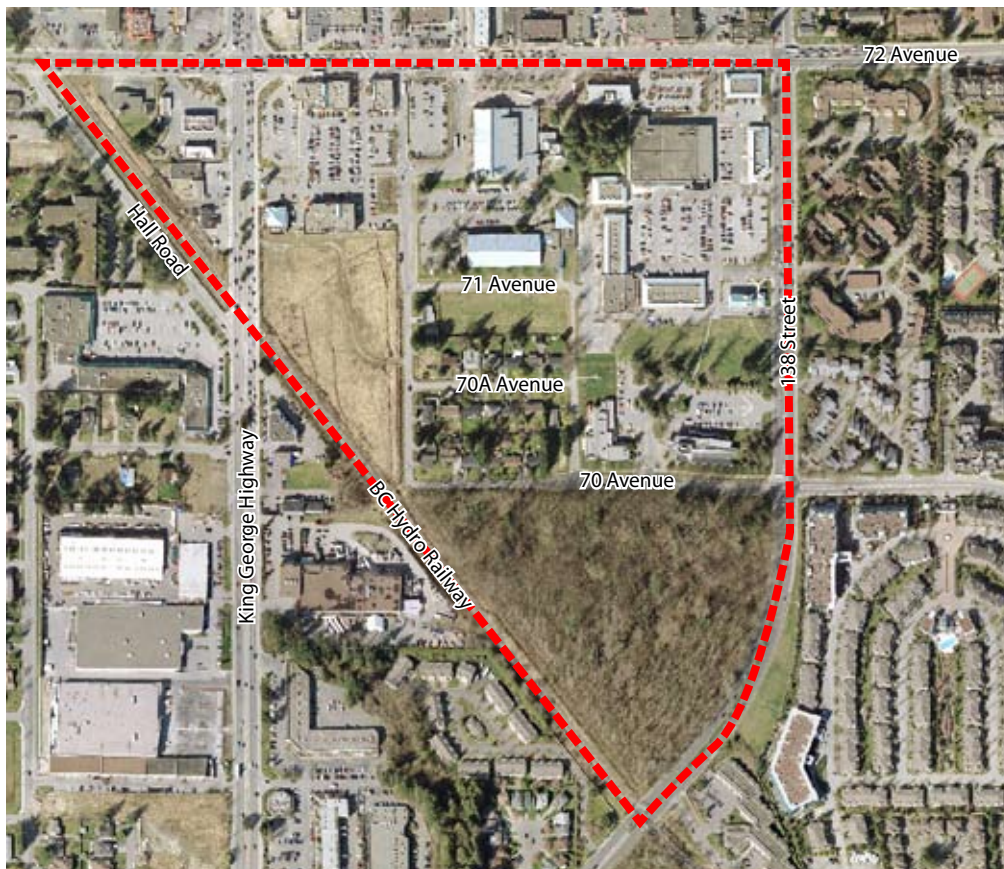
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# Project Introduction

*“Integrate transportation and land use planning to support the City of Surrey’s growth management strategy, the hierarchy of centres and development of complete communities”.*

- Policy E-1.5: Official Community Plan for the City of Surrey



## The Study Area

The Study area is bounded by 72 Avenue to the north, Hall Road and the BC Hydro Railway to the southwest, and 138 Street to the east.

— Study Area



## Background

The Newton Town Centre is one of five designated Town Centres in the City of Surrey. The development policies and strategy for the Newton Town Centre is currently governed by the 1990 Newton Town Centre Plan. The 1990 Town Centre Plan covered an area between 76 Avenue and 68 Avenue, and between King George Highway and 138 Street. Since the adoption of the Plan there has been significant commercial and residential development in the area north of 72 Avenue. However, key sections of the plan south of 72 Avenue have not yet been realized.

Several infrastructure assumptions have changed since the adoption of the 1990 Newton Town Centre Plan and an update is needed.

- The Newton Transit Exchange is located south of 72nd Avenue, close to a concentration of Surrey civic facilities - the Newton Wave Pool, Ice Arena, Senior Centre and Library. The Newton Exchange serves as a key focal point for the Newton Town Centre as well as for the entire transit network south of the Frasier River.
- The current transit exchange has limited room for expansion and is becoming a challenge to operate in an efficient and effective manner. Recently, the Newton Exchange has become the subject of public scrutiny regarding issues of perceived safety and security. TransLink has purchased a 2 ha. (4.9 ac.) property within the Newton Town Centre area, with the intention of relocating the transit exchange function to this site as specified in the 2040 South of Frasier Transit Plan.
- Under its new mandate regarding transit supportive real estate development, TransLink plans to develop its land holdings with compatible and integrated land uses to achieve densities that support transit ridership. Furthermore, the comprehensive development of TransLink land holdings will also ensure a return on public investment and ideally provide opportunities for reinvestment in additional transit improvements.



## Purpose

The Newton Town Centre Land Use, Urban Design and Transportation Plan is intended to be an update to the 1990 Newton Town Centre Plan. The purpose of this integrated land use and transportation design effort is to guide public policy and infrastructure investments as well as inform public and private development decisions in the area bound by 72 Avenue to the North, 138th Street to the east, and the BC-Hydro and Southern Railway Corridor to the south and west.

The coordinated plan between the City of Surrey and TransLink articulates immediate and longer-term recommendations for both the land use and transit in guiding the future of the Newton Town Centre. The Official Community Plan of Surrey formed the basis for this plan's recommendations. Creating a framework for the City to encourage nodal development and promote Town Centres to focus activities for all people. The plan offers a broad range of business, commercial and residential activity, including amenities and facilities to serve the needs of residents in the surrounding Newton area, emphasizing transit oriented development (TOD) encouraging a higher density and walkable, mixed-use, vibrant and safe Newton Town Centre.

## Organization

The Plan is organized into two parts - Stage 1 and Stage 2. Each stage was developed in cooperation between the City of Surrey and TransLink.

### **Stage 1: the Vision**

The first part of the plan, the Vision, summarizes the results of the initial phases of the effort. It describes the public planning process and the contextual assessment of the regulatory, physical, and economic conditions within the study area. Stage 1 of the Plan also outlines a framework of planning and design principles as well as a conceptual vision that meets the intent of the principles in defining the community's land use aspirations and transit exchange concept for the Newton Town Centre.

### **Stage 2: Implementation**

The second element of the Plan, Stage 2: Implementation outlines specific urban design guidelines; area transit, pedestrian, bicycle and road network plans; and servicing and financing plans necessary to implement the approved Plan.

*The Public Process*

---



# The Public Process

## Overview

Providing a community-based public engagement process is key for a successful project. The consultant and project management team worked together to ensure that the community was engaged at every phase of the planning process. There were five phases in which public input was sought after include:

**Desire:** This first phase was designed for the consultant team to learn about Newton's goals and ambitions while building trust and ownership by the community in the process.

Public engagement activity:

- Project Kick-Off Meeting
- Stakeholder Interviews

**Discovery:** At the completion of the Phase 1 the consultant team has a better understanding of the issues and community desires. We built on that knowledge by conducting a Walking Audit to better understand the physical character of the Town Centre.

Public engagement activity:

- Walking Audit

**Design:** The results of the Desire and Discovery phase set the foundation for the project team to work with the community to illustrate their vision of the area. Working with the community allows the citizens to develop a vested interest in the design and take ownership of the vision.

Public engagement included:

- Public Kick-Off Meeting
- Public Open House

**Discussion:** Issues not resolved during the Design Phase, such as the Transit Exchange and the Newton Park, were further explored and analyzed for public discussion. The "starter ideas" were tested and refined and also presented for public discussion.

Public engagement included:

- To be determined

**Documentation:** The final phase of work packaged all material for the public and client to review.

Public engagement included:

- To be determined

## Project Kick-Off Meeting

The following are key comments discussed by individual stakeholders during the Kick-Off Meeting on March 4th, 2009.

### Anthem Properties

- Security is a concern throughout the Shopping Plaza and the wooded area.
- There are no plans for redevelopment only renovation of existing buildings.
- Public restrictions are a problem.

### B.C. Hydro Railway

- Southern Railway operates 3-4 trains per day along tracks.
- Primary interest is to ensure it's continued ability to operate and place electrical lines on its corridor.

### Parks, Recreation and Culture

- Local recreation centres are focal point of community development.
- Approval for expansion of Wave Pool to include gymnasium.
- Due to demographics, the Senior Centre will be a long-term focal point.
- Security is a problem.
- There is a lack of open space and there needs to be greater attention to the streetscapes.
- As density is increased, there will need to be more public open space and design guidelines.

### Drainage Planning Section (Engineering)

- Drainage concerns within B.C. Hydro corridor.
- Large drainage pond needs to be located within wooded area.
- There are water quality issues and drainage problems with Hyland Creek.

### Realty Services Division

- Security issues at wooded area.
- Lack of road access to 72 Avenue and King George.
- Major catalyst to jump starting development would be the relocation of the transit exchange to King George Highway.

### Long Range Planning

- There are a number of social planning issues currently begin addressed.
- There are a large number of children, youth, South Asian, and lower-income families in the area.
- Social issues priorities should include: creating a child and youth friendly city, housing affordability, and refugees and immigrants.

### Current Area Planning

- Balance needed between economic development and urban design.
- Integrate transportation networks.
- Existing road network is currently overloaded.
- In order to strengthen economic development in Newton Town Centre, the City of Surrey may need to create a short-term plan for Newton Shopping Plaza.

## Project Kick-Off Meeting

The project kick-off meeting was the first step in the public engagement process. In early March, various city officials and staff, the consultant team, and key stakeholders gathered to discuss their aspirations, objectives, deliverables, issues and opportunities. Despite a multitude of interests at the table, numerous common themes. Consensus of these themes will be key for long-term buy-in and development of Newton Town Centre.

Common themes identified include:

- Improve security throughout the area.
- Increase recreational opportunities through expansion of existing facilities and/or new open space.
- Encourage mixed use and higher density.
- Identify new parking solutions.
- Increase overall mobility within area.
- Concern about the impact on existing utilities and environment with increasing density.

## Stakeholder Interviews

A series of informal and private one-on-one stakeholder interviews were conducted at the beginning of April to conclude the Desire section of our analysis. Stakeholders were identified both prior to and during the Project Kick-Off Meeting. These concentrated two-day meetings gave the project team an invaluable source of information and local input. This input supplemented the public process and helped uncover the local dynamic of property ownership, development initiatives, and environmental concerns. Many of the issues were echoed the themes identified in the Kick-Off.

Stakeholders included:

- Property Owners: Rob Blackwell, Bill Kennedy, Mehran Kiai, Myong Kwang, Gurdev S. Heer, Harp Hoonjan, Kate Lambert, Tim Delesalle
- Business and Community Associations: Eric Hall, Bob Leslie, David Jackson, Karen Kreis, Deb Jack
- Public Agencies: BC Hydro Railway, Southern Railway of British Columbia, Royal Canadian Mounted Police, Crime Prevention, Transit Police, TransLink: Planning Division, CMBC, and Real Estate Division
- City of Surrey: Parks, Recreation and Culture, Drainage and Environment, Department of Fisheries and Oceans, Transportation, Realty Services, Economic Development

## Stakeholder Interviews

Stakeholder interviews were conducted over a two-day period in April 2009. The following are key observations from that series of meetings:

### Parks, Recreation & Culture

- Expand all public facilities within the area.
- Integrate public art throughout the area.
- Public facilities need additional parking.
- Additional park space is needed throughout the area including neighborhood parks, playgrounds, and community parks.
- Increase safety of area.

### Drainage & Environment, Department of Fisheries & Oceans

- Rain gardens are needed to handle frequent events.
- Better tree standards are needed along the street.
- Concern about pollution and run-off with both existing and proposed development.

### Transportation, BC Hydro Railway, & Southern Railway of BC

(Invited but did not attend)

### RCMP, Crime Prevention, Transit Police

- Poor design has led to a lack of eyes on the street.
- There is no natural surveillance along trails.
- Concern about prostitution along King George Highway and camp sites in wooded areas.
- Lack of ownership is the largest problem in the area.
- More legitimate users are needed in the area.
- Highway 72 needs to be activated.

### TransLink

- The current transit exchange has limited space.
- Would like to density and provide the transit service to support that density.
- Best Practices should be used for this site.
- There should be adequate weather protection.
- Would like to separate bus layover and passenger areas.
- Transit Oriented Development.
- The new exchange should be multi-modal.
- The transit exchange should be the front door.

### Area Property Owners

- Concern about realignment of 70A.
- Concerns about prostitution in area.

### Social Groups

- Clustering of social services in Newton Town Centre is "functional equivalent of Vancouver's East Side without the active social workers on the street."
- Design needs to incorporate features that will benefit/attract wildlife.
- Concern about the future of the youth in the area.
- Drug use is out in the open.
- There is a large portion of the population that speaks English as a second language.

### Economic Development

- Connect King George Highway to the Town Centre.
- Focus on regional market.
- Market absorption is a concern.
- Density is needed to create character which in turn drives up value and absorption.

## Walking Audit

A Walking Audit was conducted with the project team and advisory community to assess firsthand the quality of the walking environment, building on the findings from the stakeholder meetings. Walking audits are one of the most powerful tools for people to discuss common issues of interest or of concern related to the design, operation of streets, parks, open spaces, and to discuss security, safety, and other features of their community. In many cases, complex and challenging issues are addressed and solved right in the field.

### Key observations:

- Transit Exchange is undersized and isolated from adjacent development. The Transit Exchange's isolation and limited "eye's on the centre" creates an uncomfortable environment for pedestrians.
- Study area is surrounded by high volume, pedestrian-hostile transportation corridors.
- Civic and recreation infrastructure is disconnected and isolated.
- Adjacent retail developments are disconnected from transit exchange and civic infrastructure.
- Sidewalk conditions are in poor condition.
- Environmental features in the study area are seen as long-term assets and the Community would like it to be preserved. In the short-term these environmental features are seen as challenges, particularly with the homeless population.
- 137th Avenue north of the site is evolving into a pedestrian main street.
- Good residential infill products are emerging north of the study area.



Project Staff tours the study area (far left)



Pedestrian Conditions on King George Highway (left)



Newton's sidewalks during peak hour are also very busy (far left)



Sidewalk conditions at King George Highway (left)



The grove of trees next door to the Newton Wave Pool (far left)



Gas station design standards (left)

Public Meeting Participants



In addition to meetings with the Project Team and local stakeholders, a series of public meeting and workshops were held to engage the community on key issues.

#### Public Kick-off Meeting

The formal public kick-off meeting was an introduction to the planning process, with an overview of existing conditions that concluded with two exercises designed to gather public ideas and input.

Issues & Opportunity exercise



#### Exercise 1: Community Values

The participants were asked to write their favourite aspects of the Newton Town Centre onto post-it notes. Each participant had three notes to write their community values on and post them on an adjacent wall. After all notes were posted, they were categorized and ranked by number of responses.

Tally up the results from Exercise #1



#### Exercise 2: Issues and Opportunities

The second exercise asked participants to place a red dot on the places in the study area that they felt were a problem (issue) and a green dot on the places they liked. Participants then wrote down their perceptions of what they felt were the most significant issues and voted on their top priorities. Each topic was categorized and ranked by the number of votes it received.

Community presentation of results



#### **Exercise #1: What we value**

- Convenience and Walkability – 34
- Shopping – 24
- Senior Center – 21
- Library – 20
- Wave Pool – 11
- Parks and Green – 11
- Transit – 8
- Safe and Secure – 6



## Exercise #2: Issues & Opportunities

The following is a ranking of issues and opportunities listed by community members during the Public Workshop-Exercise #2.

- Make sure redevelopment includes walking, biking, public transit and sidewalks 16
- What is the forest to become? 16
- Tree area (pie shape) bounded by railroad tracks, 138th St & BC Hydro Railway-
  1. Preserve as park, woodlands, walking trails
  2. Clean out "tent city" and homeless 15
- Outdoor cafes-patios- flowers and trees/color-streetscapes 12
- Retain old growth trees and plant new ones 11
- Traffic calming on 138th needed. 10
- Safety, policing, security (foot patrol RCMP) 10
- Keep discount theater and entertainment (now affordable) 10
- Uncontrolled green space (S of 70th)- aesthetics 8
- Security and safety of present exchange 8
- No development on green space, preserve all mature trees & shrubs 8
- Access to new proposed transit center restricted- for enter/exit 8
- Wooded area to the west of Safeway a problem area for transients/ drug deals, etc. 8
- Safe pedestrian/bicycle cross routes- intersections dangerous 138/72 & HGH/72 7
- King George Highway-more pedestrian friendly 7
- Plan more for pedestrian-friendly community 7
- Study area too small, needs to be larger 6
- Easier walking and driving access- no more medians ie. 68 & 144 6
- Move benches along streets for resting 6
- More lighting everywhere at night 6
- 24 hr clinic- watching late night bus loop- not many late night businesses when crime is up 6
- Methadone program to move from Safeway 6
- City should maintain area better ie. grass cutting, paths, garbage removal 5
- Shabby housing area- 70th Ave & 136 B St. 5
- 137th St. - North of 72nd St- "over-built" businesses and lack of adequate parking. 5
- Existing bus exchange is problem area- crowded, pan-handlers, drugs, gangs, speeding. 5
- Drug trafficking at Sr. Center, library and Safeway 5
- Bus movement & circulation to new location 5
- Keep Green Space between wave pool and Safeway 5
- Preserve Green Space South of 70th (park area) 5
- Crosswalk on 72nd and between RG & 138 5
- Traffic volume at Hyland & 139th Avenue 4
- Public amenities such as washrooms, benches, garbage receptacles 4
- Buffer to railway 4
- Maintain and Increase residential properties 4
- Library and shopping center needs attention- very unkempt area. 4
- Women's shelters (a lot) too many 4
- Low-cost senior housing 4
- Clean, no garbage and shoveled walkways in winter-graffiti (community service) 4
- Social hub of Senior's Centre & Library 3
- Bingo Hall/the new slot machine building plan 3
- Access to new exchange area 3
- Move cop shop to transit site 2
- Maintain parks that currently exist 2
- Don't create barriers to pedestrians 2
- Prostitution/Stroll at 70 Ave & King George West Side 2
- Entire section N.W. Corner 72 & 137- very poor for cars and walking 2
- Local, pedestrian/transit accessible shopping 1
- Amenities at transit exchange- i.e. coffee, etc. 1
- Shopping center corner 72 & King George; S.E., Very Ugly! Unwelcoming. 1
- Southern point of the triangle at North point 1

The Public Kick-off Session.



## Design Workshop & Open House

A three-day design workshop was organized as a series of team meetings, presentations and open-house team working sessions. The open-house began with a public presentation of existing conditions, followed by a table exercise. The ensuing two days were organized to allow the public to drop-in and share their thoughts, ideas, and concerns, reviewing the on-going work. The three-day design workshop concluded with a presentation and public discussion of the starter ideas developed during the workshop.

Citizens reviews the “starter ideas” developed during the workshop and open house (right)



Community discussion at the Table Exercise (far right)



Citizens take part in the week-long open house (right)



A final product from the Table Exercise (far right)



### Table Exercise: Development Scenario

The table exercise used during the open house was designed to garner responses from the community on the appropriate character of Newton Town Centre. Three scenarios, all with the same F.A.R (floor-area-ratio) for the site, were developed that had varying degrees of preservation of open and the degree to which that impacted building height. There were four categories of character developed: Mid-Rise, Stacked Flats, Walk-ups and Townhomes.

- Scenario #1: Preserved only minimal open space but the majority of building heights were limited to between 2 and 6 stories. No tables selected this scenario. The following is the percentage allocated for Scenario 1: Mid-Rise 35%, Stacked Flats 45%, Walk-ups 5%, Townhomes 5%, Parks & Recreation 10%.
- Scenario #2: Preserved some open space and the building heights were generally limited to between 4 and 8 stories. Two tables selected this scenario. The following is the percentage allocated for Scenario 1: Mid-Rise 45%, Stacked Flats 25%, Walk-ups 10%, Townhomes 5%, Parks & Recreation 15%.
- Scenario #3: Preserved the greatest amount of open space but the majority of building heights were between 6 and 8 stories. Two tables selected this scenario. The following is the percentage allocated for Scenario 1: Mid-Rise 55%, Stacked Flats 10%, Walk-ups 5%, Townhomes 5%, Parks & Recreation 25%.

#### Mixed-use building types



#### Development scenarios

Parcels highlighted in either blue or green are existing to remain



## Key Findings

Six key findings and conclusions emerged from the initial community engagement phases of the planning effort. These six observations frame key issues that need to be addressed in order for the Newton Town Centre Land Use, Urban Design and Transportation to be successful in creating a vibrant mixed use and walkable community that is effectively served by premium transit.

### 1 B.C. Hydro and Southern Railway Corridor Create a Barrier a Successful Town Centre

Cooperation with BC-Hydro and Southern Railway is critical to the long-term viability of the Newton Town Centre. Currently, the B.C. Hydro and Southern Railway corridor creates a significant barrier within the Newton Town Centre. The location of the rail corridor limit critical elements needed to create a successful and viable Town Centre. The needed redevelopment objectives impacted by the railway's barrier effect include:

- an efficient operation of the proposed transit exchange;
- The Town Centre's visibility and economic relationship to King George Highway;
- walkability and pedestrian access across King George Highway; and,
- street connectivity, furthering the traffic burden on King George Highway, 68th Avenues and 72nd Avenue.

Additional safe grade crossings of the railway that improve connectivity to King George Highway are needed to minimize the corridor's barrier effect on critical redevelopment objectives. BC-Hydro and Southern Railway are independent agencies with high level of autonomy from the City of Surrey and TransLink. It is critical that the City of Surrey, TransLink along with BC-Hydro and Southern Railway establish a memorandum of understanding that enables additional grade crossing of the corridor while ensuring the safe and efficient rail operations.

**2 Shopping Centers, Wave Pool, Arena and wooded area create “super block” limiting network opportunities**

The northwest quadrant of the Newtown Town Centre is defined by a “super block” that if not properly addressed limits redevelopment opportunities of the entire Newtown Town Centre. The properties including the Anthem Properties Shopping Center and the City of Surrey’s Wave Pool and Ice Arena combine to form a “super block” creating difficult special relationships between buildings and pedestrian corridors, lowering perceptions of personal safety in these areas. This “super block” also concentrates vehicle traffic to fewer larger streets, limiting opportunities to create smaller more walkable and transit friendly environment.

While it is understood the both the Anthem Properties and City of Surrey recreational facilities will not redevelop in the immediate future. It is imperative that the City work with Anthem Properties and the Parks and Recreation Department to manage expectations and create smaller block structure preparing stakeholder for additional street connections as future reinvestment occurs.

**3 New civic investments require more urban and integrated design solutions.**

Public investment in the Newton Town Centre will set the tone for private investment to emulate. It is important that new civic investments in the proposed TransLink transit exchange and City of Surrey parks and recreational facilities follow more urban and integrated design solutions, leveraging public investment to incentivize private investment. The primary difference between suburban and urban development patterns of development is how the buildings are organized.

Suburban patterns of development tend to internalize a buildings architecture, limiting the physical and economic relationships of a building to the public right-of-way and adjacent parcels. Urban development patterns tend to externalize buildings, emphasizing architecture’s physical and economic relationship with the public right-of-way and adjacent parcels.

Successful vibrant and walkable communities require an urban pattern of development allowing the public right-of-way and building architecture to engage one another, activating the pedestrian experiences and allowing each building to leverage its investment and success its neighbors.

**4 A new balance in transit efficiency and urban development opportunities is needed**

The City of Surrey and TransLink are committed to creating a more transit supportive environment. To that end, it is expected that TransLink will develop its land holdings with compatible and integrated land uses achieving densities that will support transit ridership. Ensuring a return on its public investment, this development could provide additional transit improvements.

To achieve this, TransLink will need to create a new balance in transit efficiency and urban development. This will potentially require a compromise in transit levels of service in exchange for more connected and integrated development opportunities around transit.

**5 A Balance of Environmental Preservation and Urban Integration.**

The Newton Town Centre has numerous environmental resources that are important to the health and vitality of the community. Unfortunately, many of the resources have been compromised over-time and have devolved to become negatively impacted areas within the Town Centre.

While the strong pressure exists to regenerate these environmental assets to their pristine condition, it is important not do so in a way that exacerbates the potential social issues such as, homeless camps and hidden areas. This balance is necessary between environmental enhancement and urban integration ensuring all environmental amenities provide positive social, and economic enhancements for the Town Centre.

## **6** Provide a Market Confidence that will Change Public Perceptions

The concerns and public perception of crime and personal safety, both real and perceived, have regularly emerged as a critical issue in the Newton Town Centre. Everyone wants a safe and attractive environment. However, regulatory and physical improvements cannot singularly overcome long established social patterns and behaviors.

In addition to regulatory and physical improvements within the Newton Town Center, the City of Surrey needs to provide the development community the confidence that social issues and social infrastructure in the Newton Town Centre will be addressed.

A city-wide approach to the social challenges facing Newton and the entire City of Surrey along with the commitment to an equitable distribution of social infrastructure is necessary to maintain market confidence in the Newton Town Centre.

# *Context Analysis*

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# *Policy Review*

## Overview

The Policy Review section represents a summary of existing land use, transportation studies, zoning by law, and significant environmental studies and plans which have been conducted in the surrounding region which could affect the outcome of the Newton Town Centre Transit Exchange. As part of this task, a matrix was created to summarize the findings and address the key issues for our study.

The following documents in the matrix were reviewed for consistency in policy and were categorized into key findings identifying relevant portions of the documents specific to the study at the Newton Town Centre.

## Summary of Plan Reviews

### City of Surrey Zoning By-Law

Produced by: City of Surrey

Overview: Surrey's Zoning By-laws contain regulations for each type of zoning classification. These regulations outline the types of buildings, uses, siting, and activities that can occur on a particular property.

### City of Surrey Official Community Plan

Produced by: City of Surrey

Overview: The Community Plan guides land use and development over the next 5-25 years. The Plan provides guidance for the physical structure of the City, land use management, industrial and commercial and residential growth, transportation systems, agricultural land use, community development and transportation systems.

### The South of Fraser Area Transit Plan

Produced by: TransLink

Overview: The Area Transit Plan outlines a long-term vision and short-term implementation plan for transit service for the municipalities of Surrey, Delta, Langley and White Rock. The Plan was developed with public input and focused on increasing the urban grid to support transit, developing the sub-region's Frequent Transit Network, and improving internal service.

### City of Surrey Cycling Plan

Produced by: City of Surrey

Overview: The Cycling Plan is intended to be a support document to the Transportation Strategic Plan. The Cycling Plan is a document that set the goals and strategies for cycling, while inventorying existing bicycle facilities and network, and creating an action plan for implementation. The overall goal of the plan is to "create a seamless bicycle network with end-of-trip and parking facilities well designed and integrated with buildings, public facilities, public transit and other modes of transportation."

### Hyland Creek Integrated Storm water Management Plan

Produced by: City of Surrey

Overview: The Hyland Creek ISMP links stormwater with land development. The ISMP outlines recommendations, cost estimates and long-term monitoring and performance evaluation techniques to protect the Hyland Creek.

### Hyland Creek Master Drainage Plan

Produced by: City of Surrey

Overview: The Study outlines findings and recommendations for improvements to the Hyland Creek drainage system. The Study also outlines a need for increased storm water detention within the basin to reduce erosive flows experienced downstream.

#### 10 Year Servicing Plan

Produced by: City of Surrey Engineering Department

Overview: The Servicing Plan establishes an engineering services work program that is in line with the Official Community Plan and various other Neighbourhood Concept Plans. This plan outlines road costs, drainage, and water and sewer services for the existing and projected population.

#### Transport 2040

Produced by: TransLink

Overview: Transport 2040 is TransLink's regional transportation strategy. The Plan worked with local governments, stakeholders and residents to create a long-term strategy to accommodate growth and create a more sustainable region. The goals of the plan include: reducing green house gas emissions, increase multi-modal trips and supporting economic growth.

#### TransLink Bus Exchanges and Passenger Experience: A Design Review

Produced by: Jeffrey Allan Deby for The University of British Columbia for TransLink

Overview: The Design Review assessed the quality of TransLink bus exchanges from the viewpoint of the customer experience. The report contains recommendations for the design or renovation of bus exchanges along with a methodology on how bus exchange sites can be priorities for amenity up-grades.

#### Parks, Recreation & Culture Ten-Year Strategic Plan

Produced by: City of Surrey

Overview: The 10-Year Strategic Plan provides a framework for decision-making on ensuring parks, recreation and cultural facilities support the current and future resident's needs. Several key efforts were outlined in the plan including: Improvement of indoor facilities, expansion of trail system and continued acquisition and development of parks and open space.

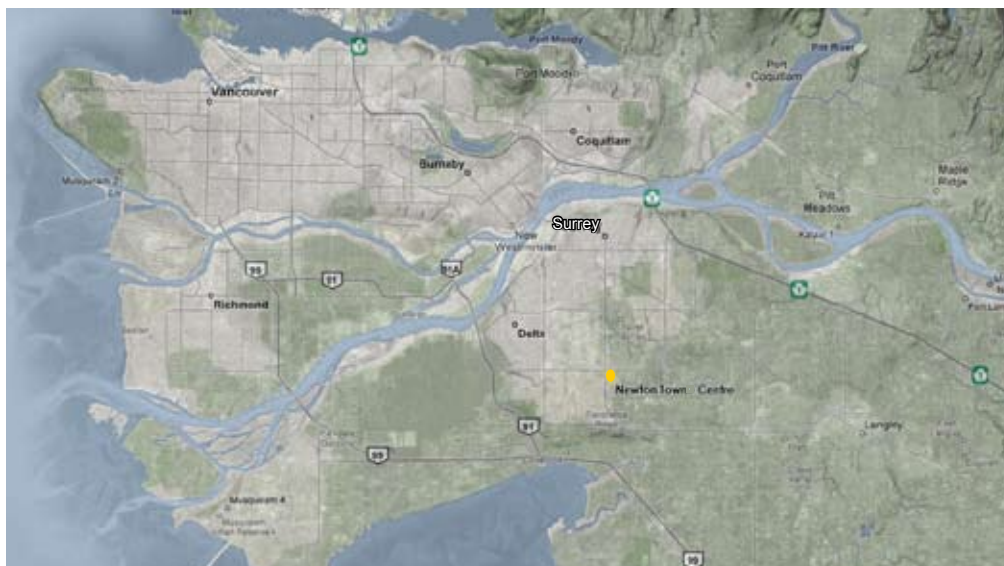
<b>City of Surrey Policy Review</b>	<b>Year Produced/ Adopted</b>	<b>Key Findings</b>	<b>Conflicts and Inconsistencies</b>
City of Surrey Zoning By-Law	2008	The study area is within a small portion of the mapped Town Centre area.	Currently the majority of the study area is within zoning designated for low density residential.
City of Surrey Official Community Plan	2009	Newton is identified as a Town Centre enabling higher densities of development.	Expansion of Town Centre Designation to include larger area south of 72 Avenue.
The South of Fraser Area Transit Plan	2008	Identifies King George as premium transit corridor. Identifies Newton as location for Transit Exchange.	Clarification and definition of Newton Transit Exchange.
City of Surrey Cycling Plan	Under Review	The Cycling Plan aims to create a seamless bicycle network with end-of-trip and parking facilities.	Review destinations and connections with existing bicycle routes and integration with other modes of transportation.
Hyland Creek Integrated Stormwater Management Plan	2007	The study area is located in Zone 1A of the ISMP for Hyland Creek.	Future growth and land development review to balance design intentions with environmental protection.
Hyland Creek Drainage & Erosion Feasibility/Functional Study	2000	Hyland Creek is one of the principle watersheds in the City of Surrey. Future growth and significant commercial areas for frequent runoff should be considered.	Future stream channel erosion is expected to increase as development progresses and a proactive erosion prevention program should be investigated. Significant stress is already indicated in this area.
10 Year Servicing Plan	2007	This 10 Yr. Plan is based on the Official Community Plan, New NCP's, The Master Drainage Plan, The Surrey Transportation Plan and other significant studies in the area.	The list of schedules in this plan may need to be updated and coordinated with future development expectations and outcomes.
Transport 2040	2008	Recognizing the need for multi-modal planning needs of Metro Vancouver.	Newton is a key Transit Exchange investment within this transit strategy. Coordination with all key agencies in order to best facilitate a multi-modal plan with the greatest impact to the Region.
TransLink Bus Exchanges and Passenger Experience: A Design Review	2009	"Several of TransLink's existing policies and plans relate directly to bus exchange design. These address a range of concerns, including ecological, social and economic sustainability; customer comfort and convenience, and plans for creating new bus exchanges and upgrading old ones. Many of the Guidelines are under currently under revision."	Coordination with TransLinks for guideline reviews and examine the best practices for transit facility infrastructure designs and guidelines to respected transit cities in the world.
Parks, Recreation and Culture Strategic Plan	2009	Residents are generally pleased with the parks systems.	Attention needs to be paid to future growth, what types of amenities are being offered and where and how they are connected.

# Land Use

## Overview

The Land Use Assessment represents a review of land use, environmental considerations, zoning and other regulatory requirements, and potential redevelopment conditions relative to the development of the Newton Town Centre. As part of this task, existing land use data available from the City was supplemented with a field survey to establish baseline urban design and land use conditions in the Town Centre.

The goal of the assessment is to present an understanding of the area's land uses, zoning regulations, property occupancy status, ownership patterns, neighbourhood stability, and development opportunities. A high-level review of environmental constraints was included to ensure that federal and provincial legislation and local by-laws are considered (e.g. sediment and erosion control, tree coverage, Riparian Areas Regulation, Fisheries Act etc).



Source: Google Earth



## Regional Location

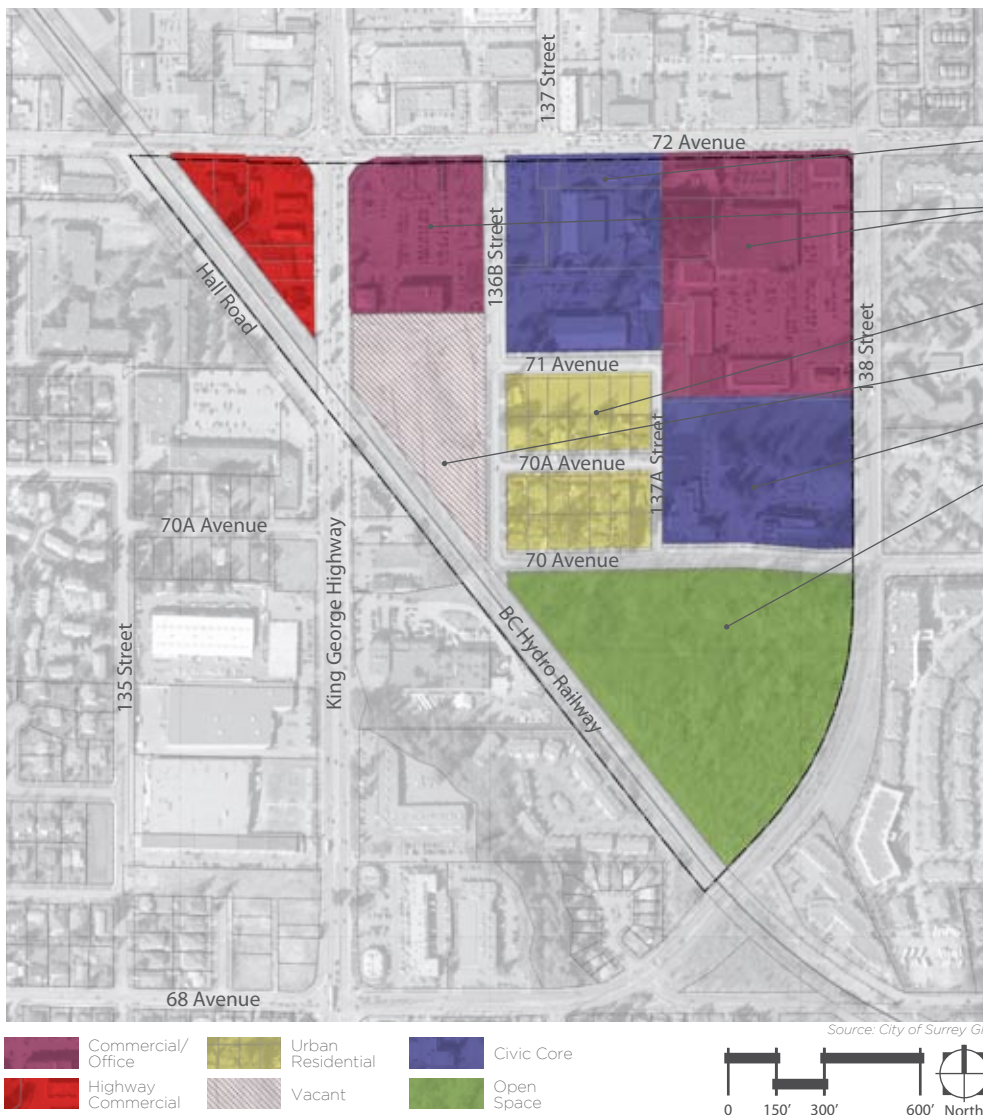
## Environmental Sensitivity



## Environmental Constraints

The map above identifies areas having significant environmental factors or natural assets. These areas will need to be protected during all development proposals. Areas close to creeks are subject to special setback regulations in the Zoning By-law and Provincial guidelines for fisheries protection.

The southern portion of the study area, in the vicinity of the triangular open space owned by the City, is identified as being of medium environmental sensitivity. The area drains generally from north to south, and contains a minor tributary of Hyland Creek, which is identified as being of high sensitivity to the south and east of the study area. The creek has been identified as in need of upstream drainage improvements to control water quantity and quality downstream.



### Existing Land Use

- Newton Wave Pool and Arena
- Existing shopping centres
- Single family residential currently owned by City
- Proposed site of future transit exchange
- Senior Center and Library
- Wooded area slated for park and storm water

### Building Use Breakdown

Use	Square Footage or Dwelling Units
CI	0
RO	205,100 SF
CA	162,800 SF
MF	0
SF	20 DU

Building Use Key:  
 CI - Commercial/Industrial  
 RO - Retail/Office  
 CA - Civic Amenities  
 MF - Multi-Family Housing  
 SF - Single Family Housing

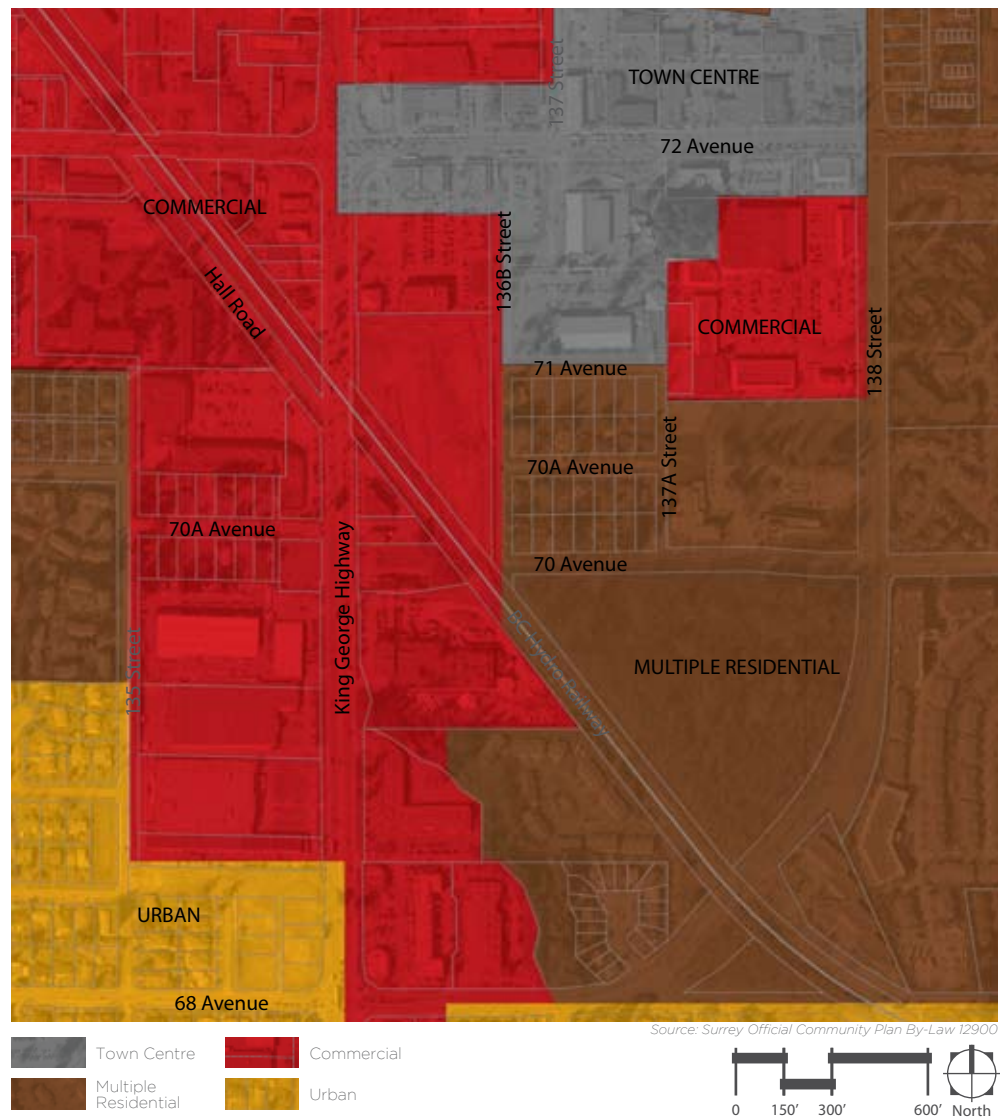
### Existing Land Use

The study area is characterized by two large shopping centres at the “hard corners” along 72 Avenue at King George Highway and at 138 Street. Centers along the 72 corridor are prototypical auto-oriented strip-centers with surface parking along the major road and large set-backs for buildings. There have been recent facade improvements to the shopping centre at 72 Avenue and 138 Street. This centre includes neighbourhood retail amenities such as a

grocery store and movie theater.

Strong regional civic uses are distributed within the area. The Newton Wavepool and Arena are found adjacent to the current transit exchange and a library and senior center are located at 70 Avenue and 138 Street. There are also several publicly owned properties that include the residential neighbourhood, proposed transit exchange and the large wooded area that is slated for park and storm water improvements.

**Land Use Designation**



**Official Community Plan Land Use**

The Community Plan is a statement of objectives and policies, up-dated every 5-years, that guide planning decisions. The following is a summary of Land Uses, outlined in the Plan, that are in the study area.

**Town Centre**

A town centre is a mixed-use, moderate density development. The town centre is intended to serve the needs of businesses and residents of the Newton and surround neighbourhood. There are a range of uses allowed in a town center including: retail and office uses, entertainment, cultural and educational services and facilities, and multiple residential housing.



Selected business zones may be permitted in the town centre designation subject to compliance with the performance criteria.

### Commercial

The commercial designation is located adjacent to the town centre. Commercial areas may be in the form of small-scale mixed use centres such as neighbourhood centres, or highway-oriented commercial areas. Neighbourhood centres are intended to contain shopping, employment, community facilities and multiple residential housing, and to be easily accessible on foot, by bicycle or by transit to residents living in nearby neighbourhoods.

Selected business zones may be permitted in the Commercial designation subject to compliance with the performance criteria.

### Multiple Residential

The multiple residential designation is intended for areas around designated centres and along major transit corridors where higher residential density is appropriate.

Selected business zones may be permitted in the Multiple Residential designation subject to compliance with the performance criteria and standards.

### Urban

The urban designation is intended to provide for the development of self-contained urban communities. The uses in zones permitted outright under this designation include: ground oriented housing (such as single family, duplex and buildings with three or four dwellings), townhouses, local commercial uses and public amenities such as elementary schools and parks.

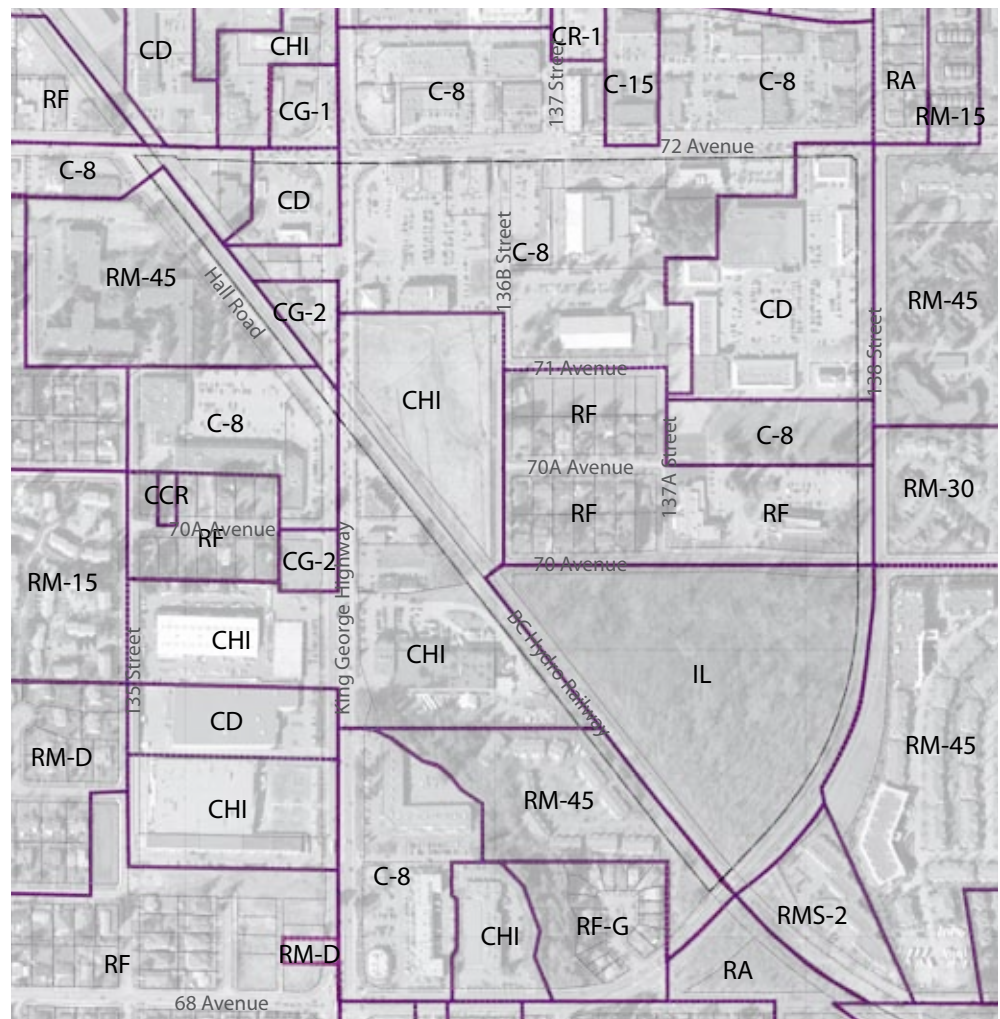
The following uses in may be added to the urban designated areas through a Secondary Plan such as a Neighbourhood Concept Plan:

- Mixed use neighbourhood centres with commercial uses, community facilities, employment opportunities and multiple residential housing;
- Multiple residential housing higher than townhouse density; and
- Home based businesses, providing expanded home occupation opportunities.

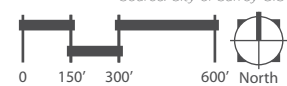
Selected business zones may be permitted in the Urban designation and in Secondary Plan areas subject to compliance with the performance criteria.

## Current Zoning

Study Area Zoning	
Label	Zoning District
RF	Single Family Residential Zone
LI	Light Impact Industrial Zone
CD	Comprehensive Development Zone
C-8	Community Commercial Zone
CHI	Highway Commercial Industrial Zone



 Zoning District



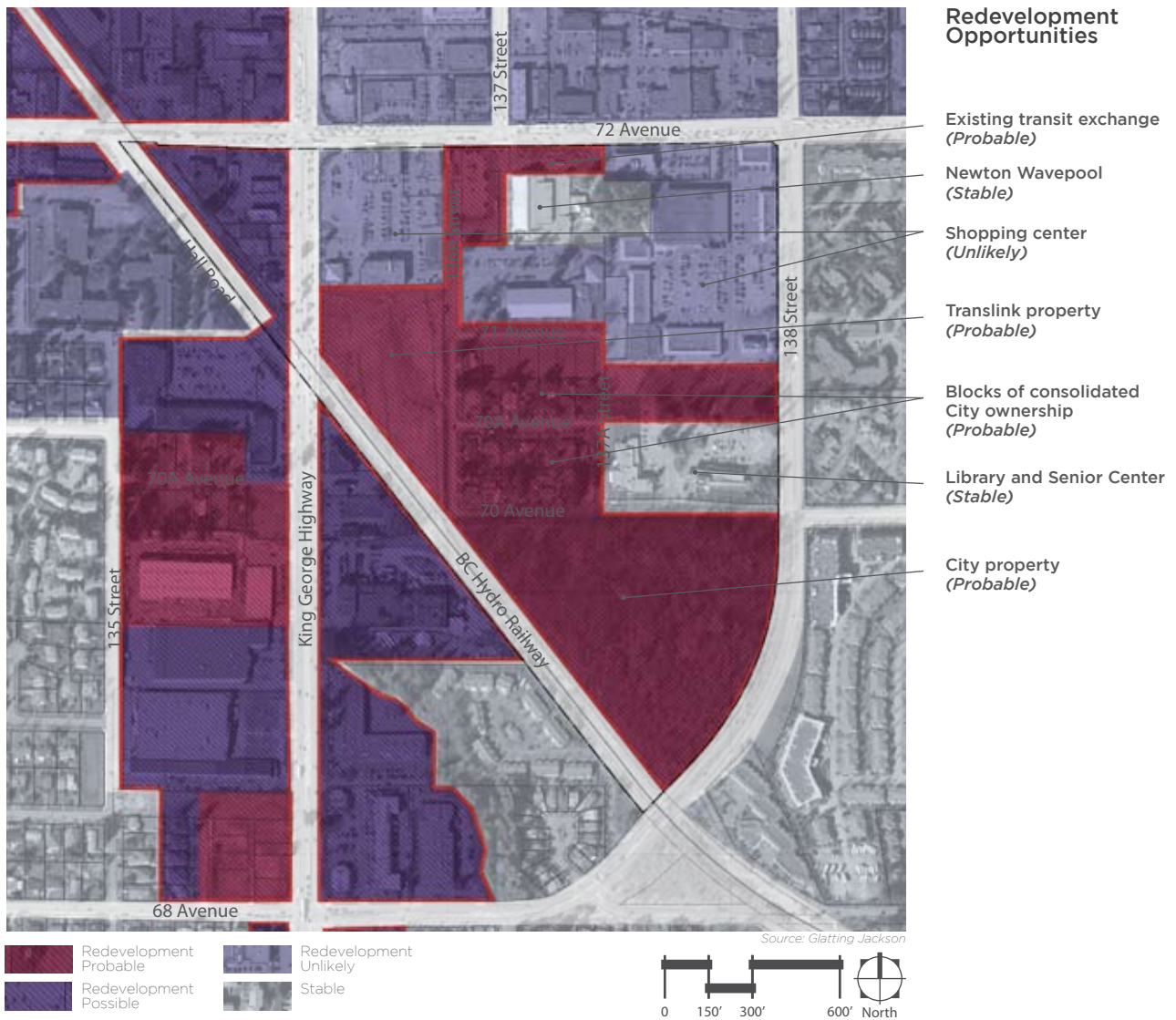
Source: City of Surrey GIS

## Zoning

Zoning is the tool used to implement the Community Plan and regulates the use and intensity of development. The study area is currently zoned for a mix of industrial, shopping center, and single family uses. The current zones as have low Floor Area Ratios (FAR), low lot coverages and large setbacks which contradict a pedestrian-oriented, mixed-use environment that is outline in the Community Plan.

## Key observations:

- CHI zone is not appropriate in conjunction with a town centre
- RF zone has a maximum density (with bonuses) of 6 DU/ Acre and a maximum height of 30'.
- No zone allows true mixed use, though the CD zone allows for application of multiple zones.



## Redevelopment Opportunities

The diagram above illustrates the range of potential redevelopment. Parcel were categorized into four areas based on current land use, owner interest in redevelopment, and proximity to proposed transit exchange.

### Redevelopment Probable

These areas may redevelop in the short term, and include currently vacant parcels, parcels in public ownership, and parcels with pending development proposals.

### Redevelopment Possible

These areas have active uses that may or may not redevelop based on individual market, parcel, or ownership conditions.

### Redevelopment Unlikely

These areas have significant recent investments and/or more costly retrofits, making redevelopment a longer term proposition.

### Stable

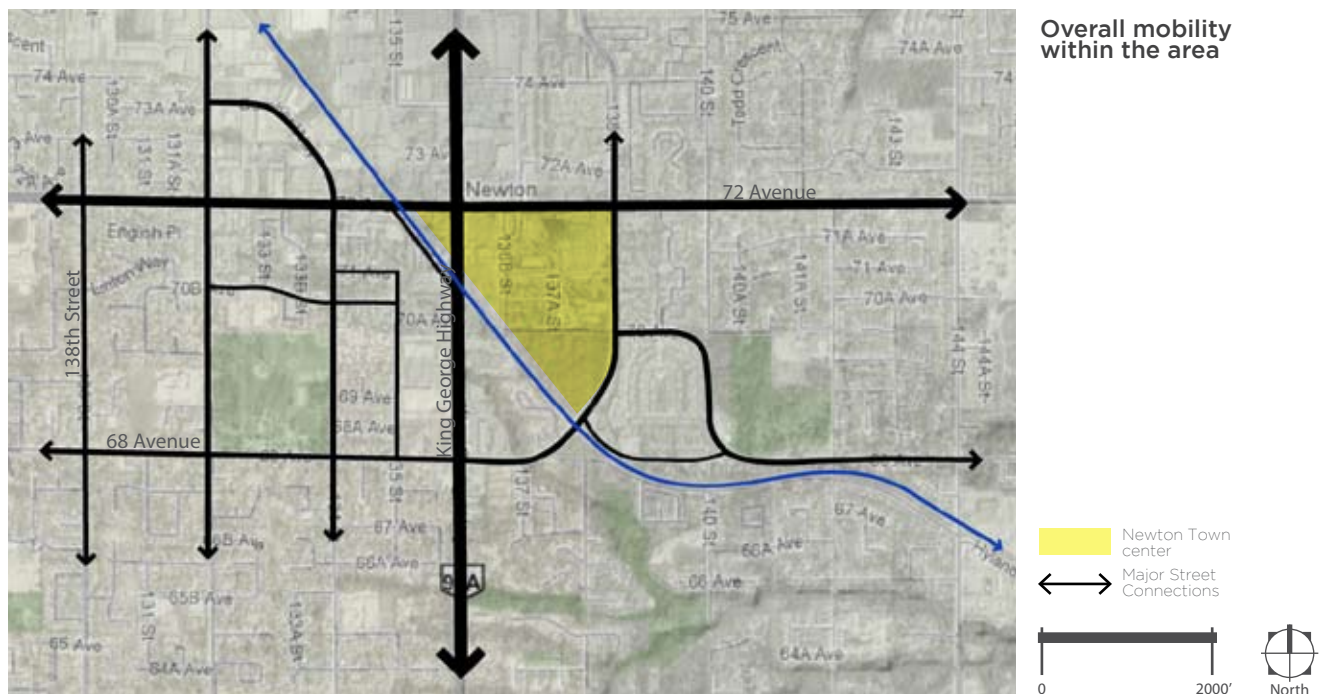
In these mainly residential and civic areas, redevelopment is unlikely.

# Transportation: Pedestrian & Bicycle Assessment

## Overview

The Pedestrian and Bicycle Assessment is a summary of current conditions, policies, and plans that are impacting the alternative modes of travel throughout the study area. Data was assembled through analysis of City data, on-the-ground observation, and previous policy and plan documents. This assessment will outline the opportunities and deficiencies in the pedestrian and bicycle realm that will contribute to shaping this plan's recommendations.

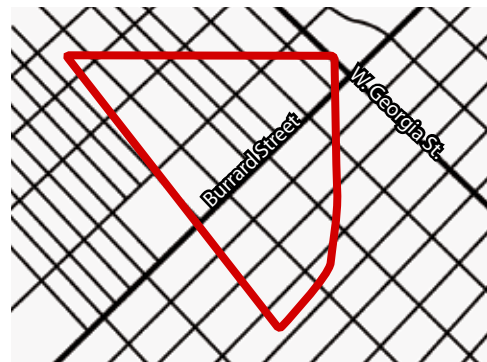
Mobility throughout the study area is reliant on the automobile with pedestrian and bicycle facilities playing a supporting role. While there are sidewalks throughout the area, the large block size coupled with wide roads and limited bicycle facilities increase the walking and biking distance to civic amenities.



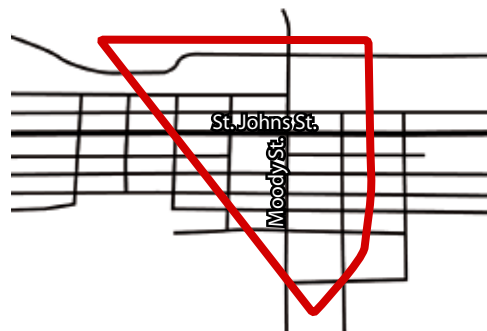
Newton Town Centre study area at the same scale as the below images of Vancouver and Port Moody.



Downtown Vancouver with Newton Town Centre study area overlaid.



Port Moody with Newton Town Centre study area overlaid.



All images are the same scale

## Comparative Development Patterns

As the future Town Centre of Newton, the area is poised to see significant investments in both the public sector and the private sector. Comparing connectivity to other centres in British Columbia, like Vancouver and Port Moody, outlines the potential of Newton to become a more walkable urban center.

While Port Moody and Vancouver represent the end of the development spectrum in terms of scale, block size and density, they do illustrate a more walkable, bikeable and urban framework. This framework can be applied to Newton's Town Centre in a scale and density that complements the community's vision and principles.

### The Study Area

Newton Town Centre has a limited network of streets and large blocks that are bounded by a major north-south road and two east-west connections. The lack of network places great pressure on the King George Highway and 72 Avenue to carry both local and regional trips through the study area.

### Vancouver

Downtown Vancouver's development pattern is highly connected and walkable. The abundance of street networks allows for smaller streets with a block pattern that forces buildings to the street.

### Port Moody

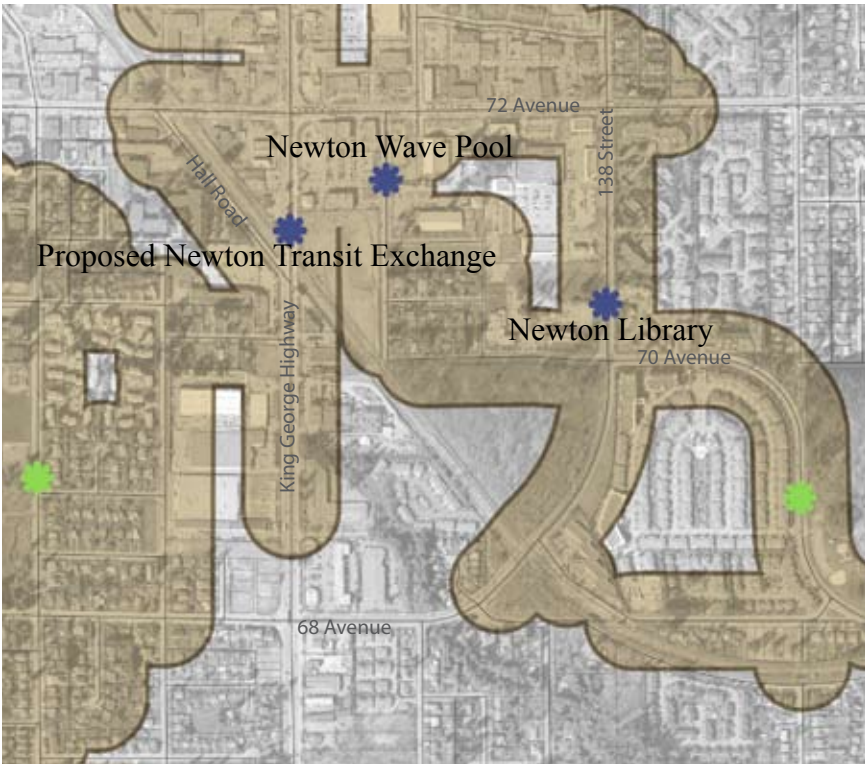
While Port Moody is much smaller in scale than Newton, it still carries many of the same principles of connectivity of Vancouver. The smaller street grid encourages buildings to the street and parking in the rear.



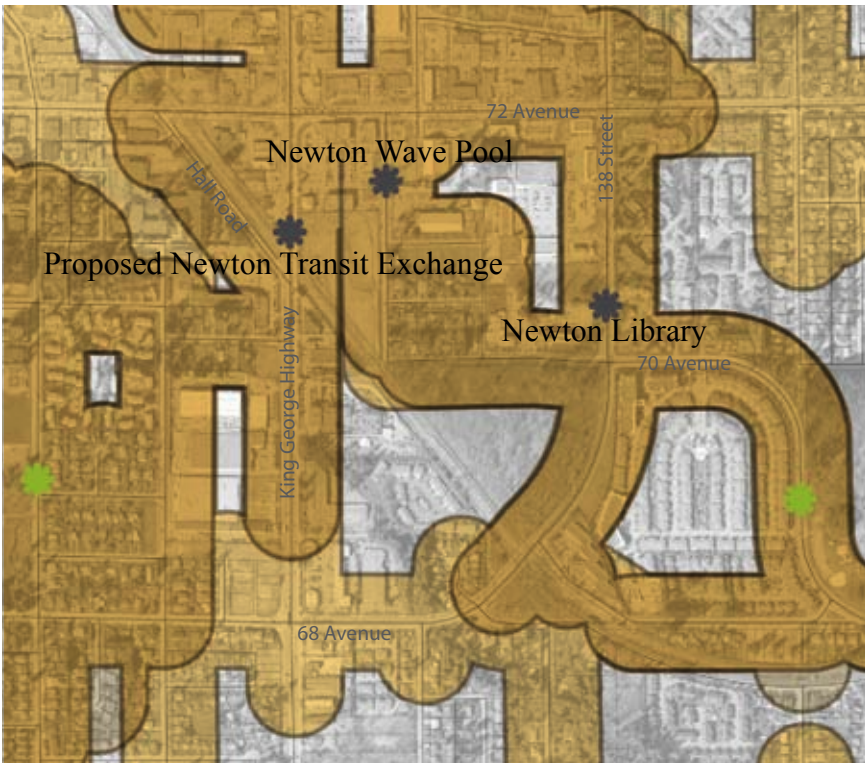
## Destinations

Newton's Town Centre is fortunate to include a variety of civic destinations in close proximity to one another. These destinations appeal to a wide-range of neighborhood users; however, the lack of connectivity to these neighborhood users increases vehicular mobility, which is a particular concern for the aging community.

Increasing connectivity to the adjacent neighborhoods and strengthening the connection to the civic amenities is a key ingredient to the redevelopment. Structuring a finer network framework will enhance and better utilize existing and future destination.



5-minute Walk Distance



10-minute Walk Distance

### Walk Distances

The diagrams to the left illustrate the 5-minute and 10-minute walk times from civic destinations. The 5 and 10-minute walk times are a good indicator of the pedestrian “reach” to specific areas. The analysis identified key destinations and the walk times along the existing street network.

The area is fortunate to have sidewalks along all the major corridors; however internal connectivity is limited. Pedestrians are therefore pushed to the major corridors which are more pedestrian-hostile and have poor pedestrian amenities.

#### The 5-Minute Walk

All civic destinations are within a 5-minute walk of one another and several neighborhoods. The entrances of the civic destinations forces the pedestrian along the major roads with little pedestrian amenities. Lack of connectivity eliminates the area of King George Highway and 68 Avenue from being within the 5-minute walk of the civic amenities.

#### The 10-Minute Walk

The 10-minute walk analysis expands the civic amenities reach into the adjacent neighborhoods and retail. However, there are still gaps within the site due to the lack of vehicular, pedestrian and bicycle connections.



## Quality of the Walking Environment

While a majority of the Newton Town Centre does have sidewalks, the variation of quality creates a disjointed pedestrian environment.

### Key Observations:

- No pedestrian amenities along the internal residential neighborhoods between 71 and 72 Avenue.
- Crossing King George Highway at 72 Avenue is dangerous due to the thru right-turn lanes.
- There are no pedestrian connections across King George Highway between 72 and 68 Avenue.
- Inadequate land uses fronting the pedestrian realm, particularly along 72nd and King George Highway.
- Lack of eyes from the street on public and civic amenities.
- There are adequate sidewalks along 138th.



Sidewalk should be wide enough to accommodate a variety of users



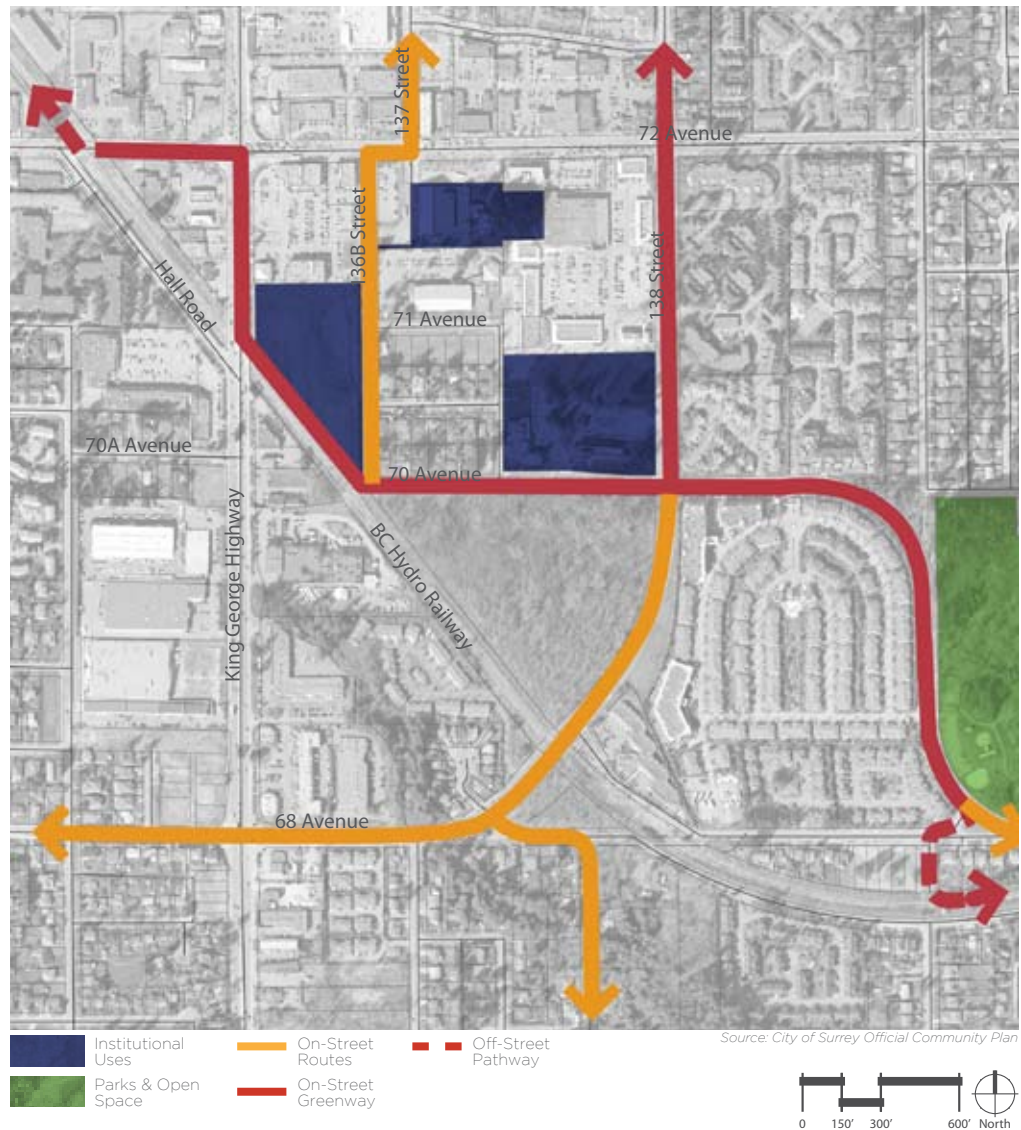
Open space should be fronted with active uses such as ground floor retail



Access to the Wave Pool has its back to the major vehicular and pedestrian connection of 72 Avenue



## Major Bicycle Routes

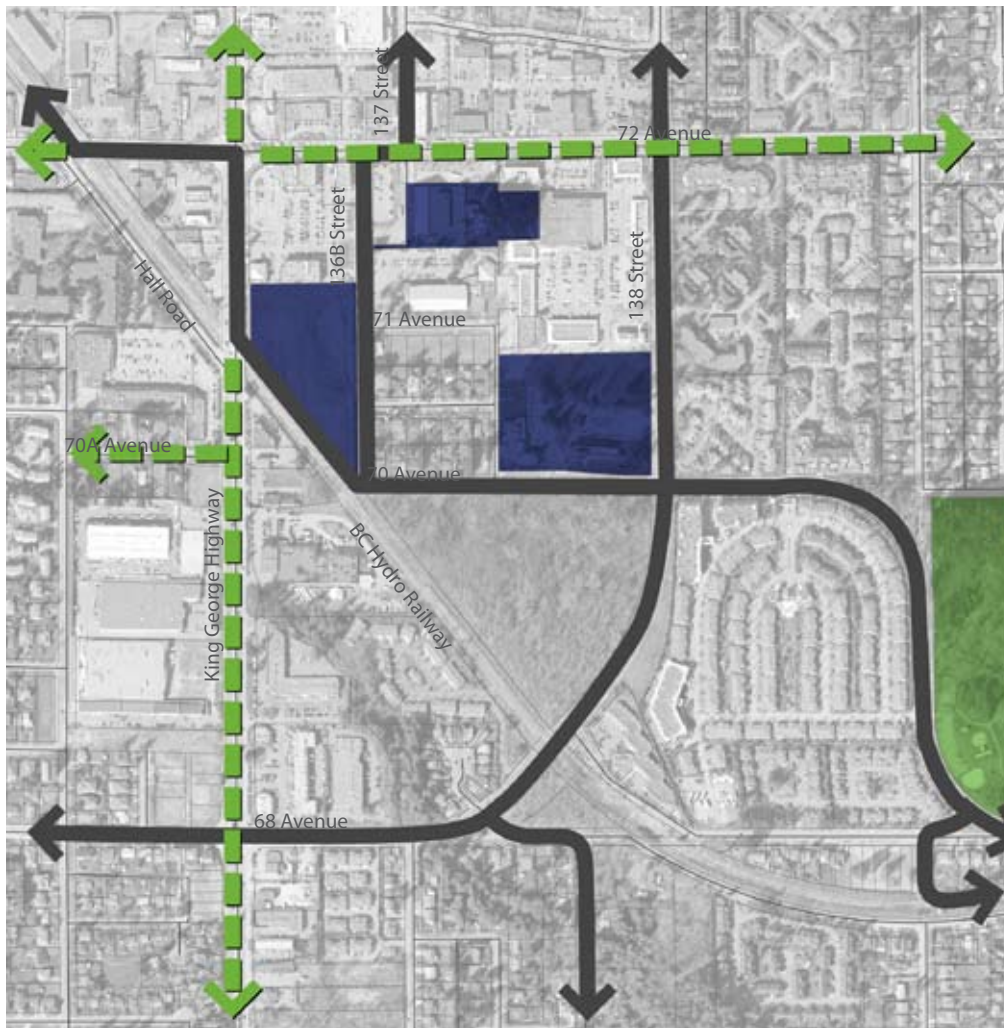


## Bicycle Facilities

Lack of existing bicycle facilities and safety concerns force some bicyclist onto the sidewalks



The diagram above illustrates the proposed bicycle facilities outlined in the Official Community Plan. These facilities include both on-street and off-street bikeways that link all of the civic amenities in the Town Centre and adjacent areas.



Proposed bicycle connections



Source: City of Surrey Official Community Plan

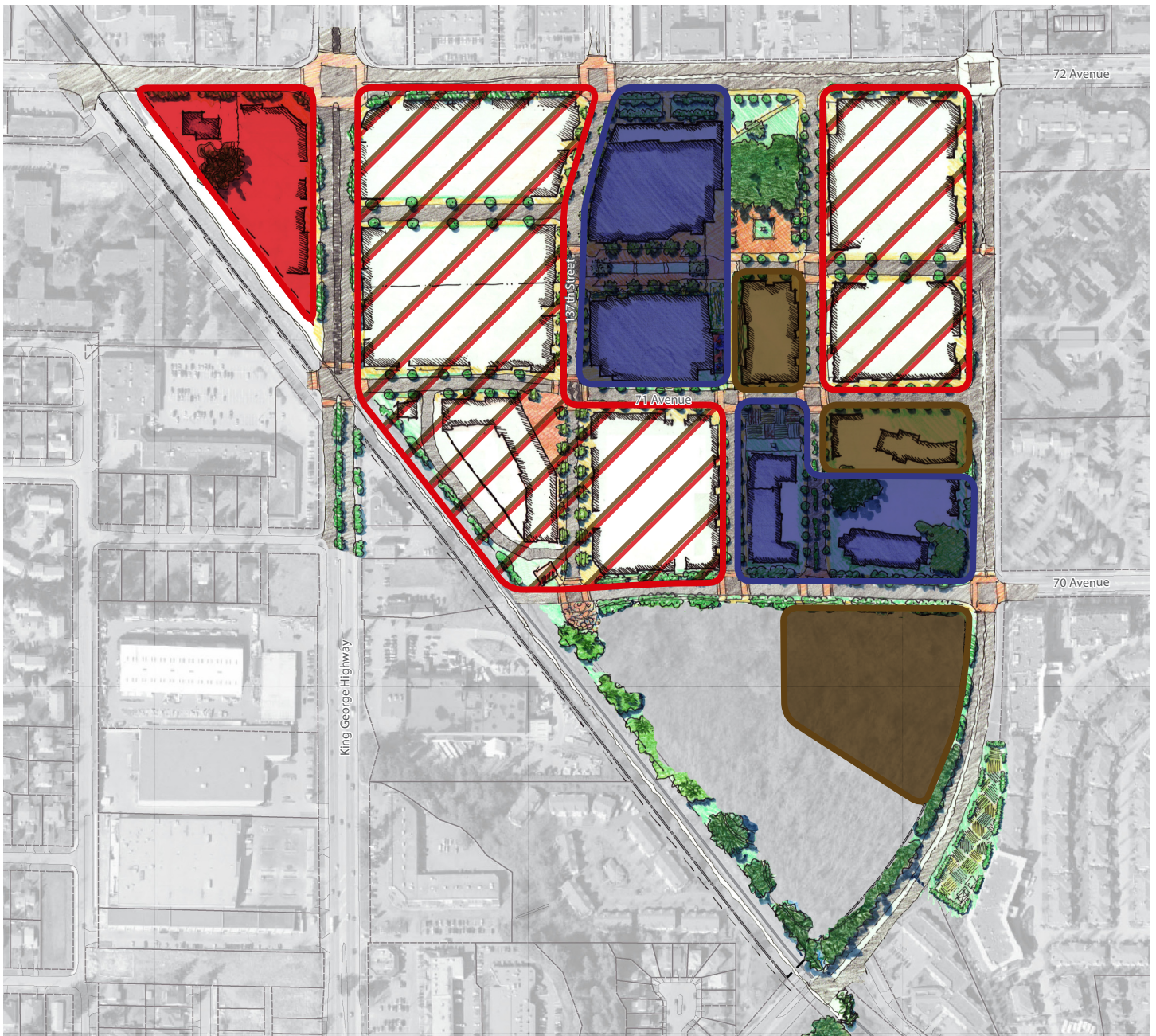
## Filling in the Gap

There is opportunity to expand the proposed bicycle facilities to the adjacent neighborhoods and retail centres. These facilities can include designated bike lanes, protected bike lanes, and storage along the major corridors of King George Highway and 72 Avenue. Providing the appropriate bike facilities will increase usage and promote an alternative vehicular mobility.







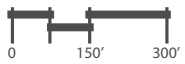
Poor cycling conditions exist on major streets

# Proposed Density and Land Use



## Legend

-  Commercial (Maximum 1.5 F.A.R.)
-  Residential (Maximum 2.0 F.A.R.)
-  Mixed Use (Maximum 2.5 F.A.R.)
-  Institutional



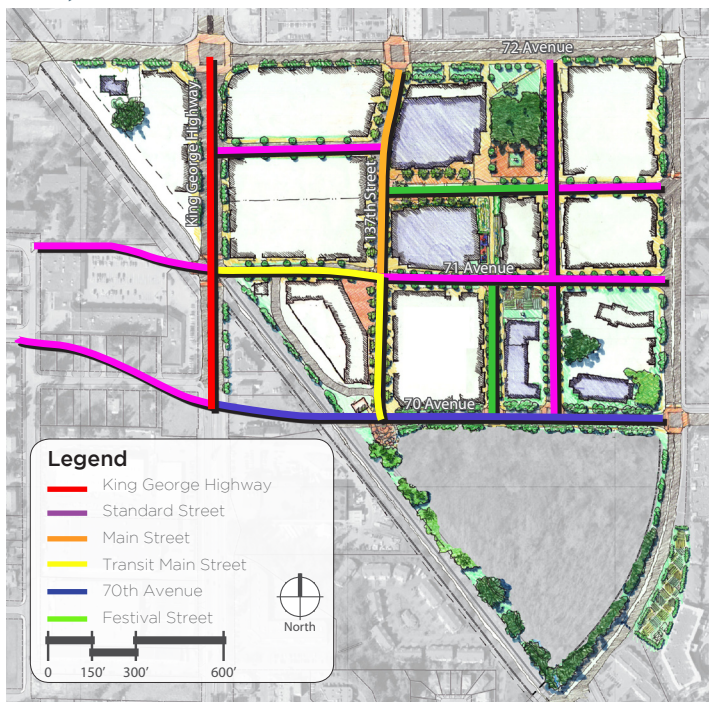
# Building Height, Massing & Development Character Plan



## Redevelopment Approach

- 1 Create a "Main Street" along the realigned 137th Street.
- 2 Front new "Main Street" with entrances to institutional uses and proposed transit exchange at the intersection of 71st Avenue and 137th Street.
- 3 The transit plaza should serve as the signature public space along "Main Street".
- 4 Encourage joint public-private investments at the new Newton Town Centre Transit Exchange.
- 5 Highlight existing and proposed institutional uses by fronting with new streets and a proposed pedestrian-only connection to formally link the Wave Pool, and its future expansion, to the Hockey Arena, Senior Center, Library and future YWCA.
- 6 Highlight and enhance the existing grove of trees, east of the Wave Pool, into a formal public park and plaza.
- 7 Realign 70th and 71st Avenue to highlight the future Newton Transit Exchange, the proposed Newton Park and to provide additional east-west connectivity.
- 8 Existing commercial nodes at the intersection of 72nd and King George, and 72nd and 138th should be encouraged to redevelop into mixed-use with additional street connections that tie into proposed network.
- 9 Newton Park to also serve as a stormwater retention area.
- 10 Development in this block should be limited and of a scale similar to the adjacent neighborhoods.
- 11 Encourage higher densities at the transit exchange station and along new "Main Street".

# Proposed Street Framework Plan



## Festival Street

Festival Streets should be curb-less (i.e. no vertical curb) in order to provide a barrier-free experience for community activities such as farmers markets and festivals. The driving surface should be textured and contrast in color to the sidewalks. Back-in angled parking is recommended for the east-west festival street but not the north-south. Building should be built to the street and provide awnings for weather protection.



## King George Highway

King George Highway will continue to be the main artery through the Newton area that serves regional destinations and large-scale commercial activity. While a forthcoming study will examine options for future rapid transit expansion in Surrey, a possible street section could see bus rapid transit or light rail in the median, with two vehicular travel lanes in each direction. There could be split platforms located at the intersections. Travel lanes could be separated from transit by planted median. Buildings should be built to the right-of-way, which includes a wide pedestrian sidewalk and planting strip.



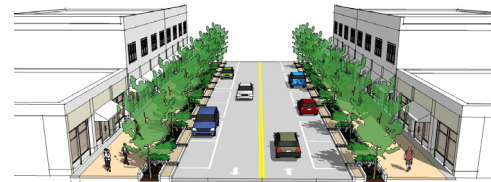
## Standard Street

The standard street can serve a multitude of uses and is the most common street type proposed for the area. The standard street is a two-lane connection with on-street parking on both sides, a planting strip, and sidewalks. Buildings should be built to the designated right-of-way or set back a maximum of 10' for low-scale residential buildings or outdoor seating.



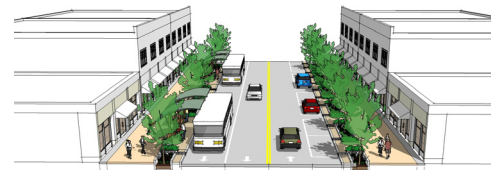
## 70th Avenue

The proposed "Newton Park" is given a public edge by the reconfiguration of 70th Avenue into a pedestrian-oriented street with fronting development to the north. 70th Avenue is recommended to be a 3-lane street with on-street parking on both sides, designated bike lanes, a planting strip, and sidewalk.



## Main Street

The main street 2-lane typology is the primary retail and transit corridor that extends from 72nd Avenue to 71st Avenue. This street should have wide sidewalks and generous pedestrian amenities that include pedestrian-scale lighting, street furnishing and bike storage facilities located within the street furniture zone. There should be on-street parking on both sides of the 2-lane street. Buildings should be built to the street and be required to provide awnings for weather protection.



## Transit Main Street

The 3-lane main street is designed to have a designated bus lane and two-travel lanes for vehicles. This section should have wide sidewalks and generous pedestrian amenities that include pedestrian-scale lighting, street furnishing and bike storage facilities located within the street furniture zone. There should be on-street parking on both sides of the street. Buildings should be built to the right-of-way and be required to provide awnings for weather protection.

**Newton Market Study Executive Summary (Urbanics Consultants Ltd.)****6. CONCLUSION AND RECOMMENDATIONS**

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The following provides a summary of the projected market-based development program, as discussed in the two key sector analyses undertaken above (that is, residential and retail). This program is summarized as follows, as per the medium market share attraction contemplated in both analyses.

Warranted cumulative demand for attached and multi-family residential units as follows:

- 30 units by 2013
- 100 units by 2015
- 200 units by 2017
- 330 units by 2019
- 460 units by 2021
- 870 units by 2026
- 1,420 units by 2031

Of this total, approximately 25% would be for attached units, and 75% for multi-family units (although ultimately there could be considerable cross-over between these two loosely-defined categories).

In order to derive an approximate on-site population (primarily for the purpose of the following retail analysis), the consultant has used a very crude estimate based on a factor of 2.5 people per attached unit and 1.8 people per multi-family unit. Using these ratios the consultant projects that, under the medium market share capture scenario, the on-site population is estimated to reach 400 residents by 2017, 800 residents by 2020, and 2,800 residents by 2031.

The projected warranted retail space demand for the subject area is as follows:

- 34,000 square feet by 2016
- 80,000 square feet by 2021
- 110,000 square feet by 2026
- 162,000 square feet by 2031

It should be noted that these projected absorption rates by product type do not necessarily mean that the exact amount of each type of unit or retail space will necessarily even be accommodated on-site. Rather, these analyses and projections provide an approximate indication of the warranted demand for each unit type and retail space over the longer course of the study period, and may in fact exceed the buildable capacity of the subject area. And although the study period extends to 2031, it is possible that the ultimate on-site build out may, depending on the

area's total allowable density, occur earlier or later than 2031 (beyond which it is virtually impossible to project demand with any meaningful degree of accuracy).

It should also be re-emphasized that the market share assumptions that underpin these analyses are both practical and conservative, but are conditional on a series of other investments and redevelopment in the subject area - namely a heavily-used, relocated new transit exchange with rapid bus service (and the attendant high commuter passenger volumes achievable) as well as considerable area-wide redevelopment such that a large on-site population (as described in the previous residential demand analysis section of this report) is accommodated in the subject area. In the absence of these measures, these market shares will not be possible because the precinct will not be able to create sufficient scale to attract sufficient people into the area, and the Newton Town Centre will ultimately continue on its present trajectory.

Also, as important as the "number crunching" analysis may be, in the development of successful, regionally-oriented mixed-use precincts, there are many other variables that will determine whether a project enjoys, on a sustainable basis, high or low levels of attraction and investment. In arriving at objectively-conceived market shares, it is necessary to consider a number of important site-related planning and design variables. The extent to which an area-wide concept fully exploits the positive aspects of these variables, particularly in concert with one another, will determine, to a greater extent than not, whether the area achieves relatively high or low market shares.

Finally, it should be noted that the absorption schedule as described above will not be linear as implied in such analyses, but rather will be quite "lumpy" (some years will inevitably experience more or less absorption than forecasted, which is compensated by later years having a commensurate reduction or increase to revert to the mean). This is not only because precise absorption rates in any single given year are impossible to accurately forecast (for example, because of economic fluctuations), but also because the on-site housing types are multi-family or attached dwellings which are inherently more "lumpy" than single-family dwellings on account of the larger scale and longer planning and construction period associated with these types. However, on the whole, the consultant is confident of the long-run cumulative absorption potential of this area to the extent described above.

Main Street – 25.9m ROW – Green Street



Parking Egress Zone

Stormwater Planter

Sidewalk Zone

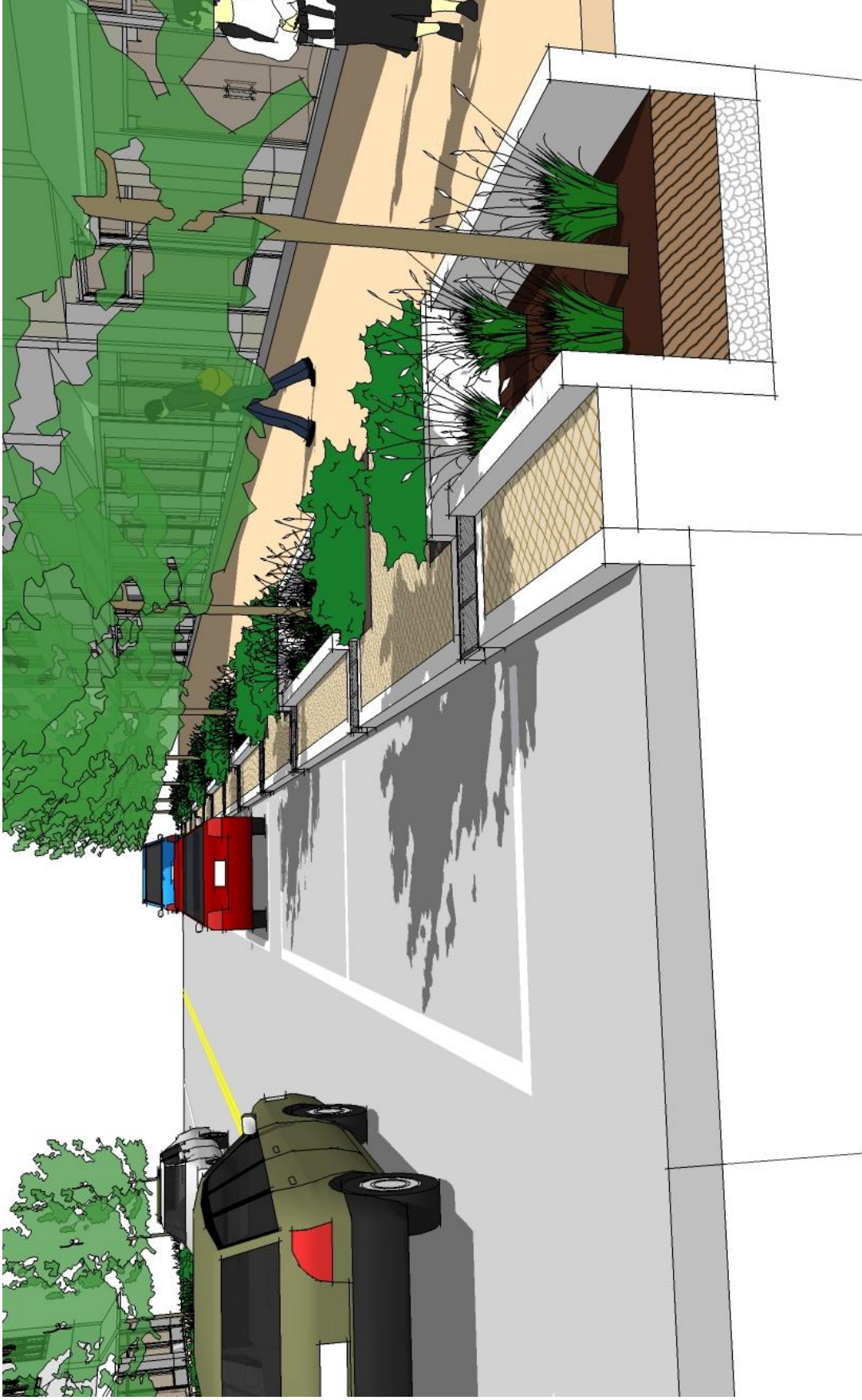


Main Street – 25.9m ROW – Green Street



## Green Streets and Sustainable Infrastructure

Main Street – 25.9m ROW – Green Street

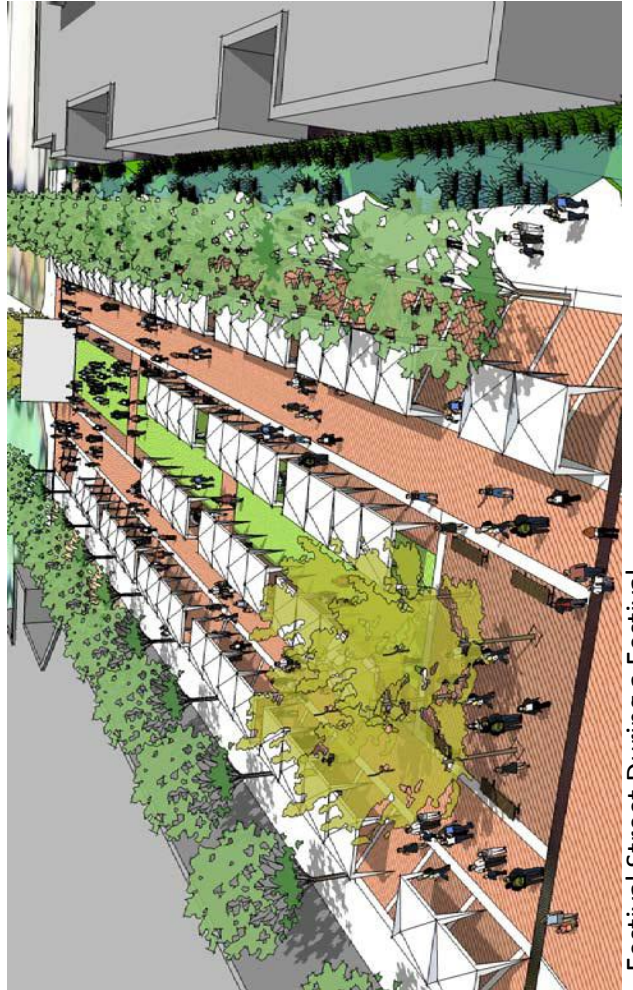


## Green Streets and Sustainable Infrastructure

# Festival Street Concept



Festival Street During Everyday Use



Festival Street During a Festival

# Newton Town Centre Sustainability Matrix

*\*Based on goals established under the City's Sustainability Charter\**

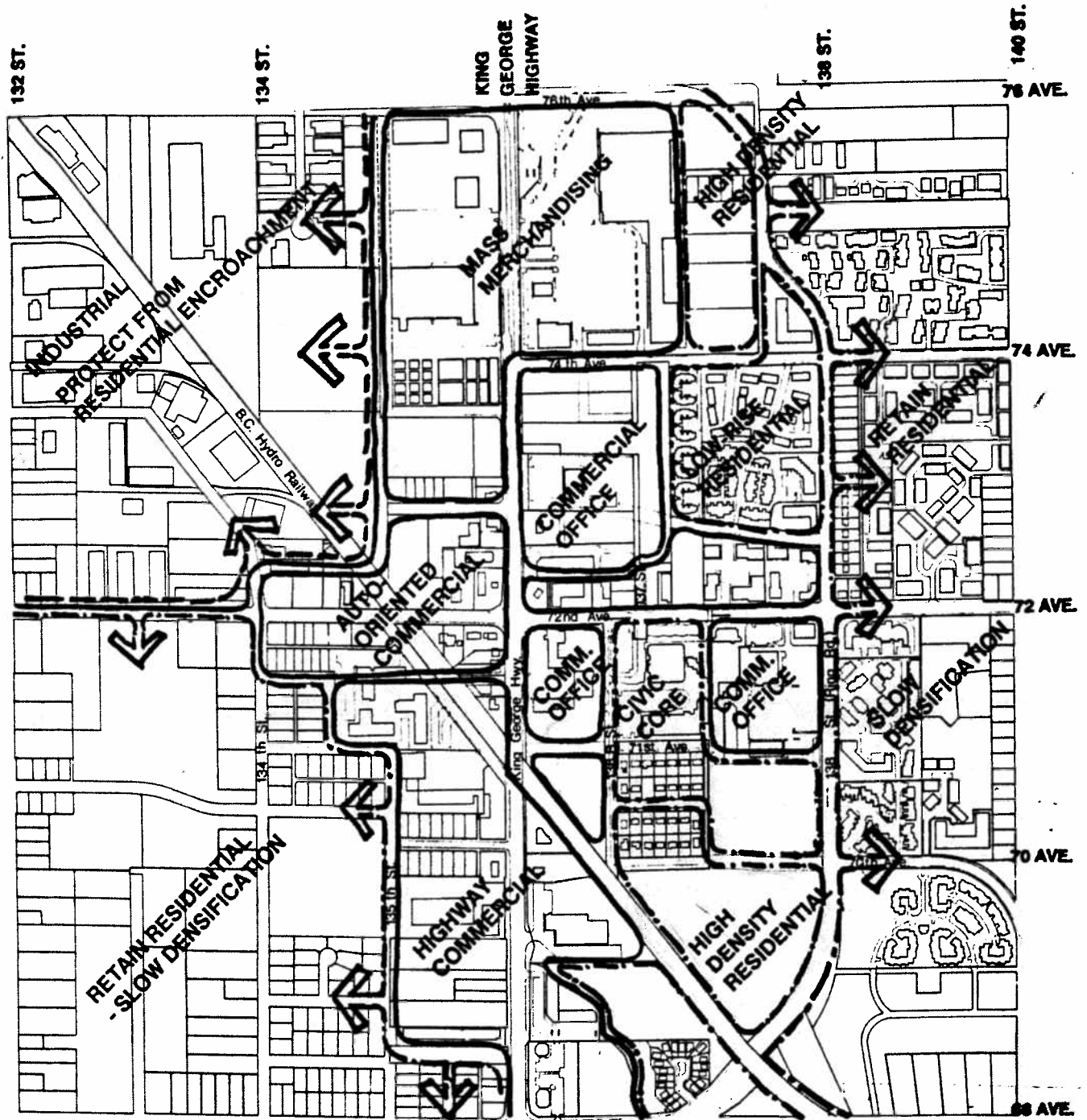
PILLARS OF SUSTAINABILITY	CITY OF SURREY LONG-TERM GOALS	CITY OF SURREY SPECIFIC GOALS	NEWTON TOWN CENTRE PLAN ELEMENTS
<p><b>Socio-Cultural</b></p>	<p><i>“To promote a safe, caring, engaged, and liveable community, with a sense of place, that is inclusive of all aspects of diversity and provides a range of educational, recreational, cultural and employment opportunities, affordable and appropriate housing, transportation options and personal, health and social services that are accessible to all.”</i></p>	<ul style="list-style-type: none"> <li>• Provide a range of accessible and affordable recreation, cultural and library services.</li> <li>• Provide a range of affordable and appropriate housing types.</li> <li>• Incorporate universal design principles.</li> <li>• Ensure access to sufficient high quality health and social services.</li> <li>• Create a safe and secure town centre.</li> <li>• Create communities with distinct identity, with lively public spaces, and a range of accessible services and opportunities.</li> <li>• Design a neighbourhood that is responsive to children, youth, seniors, and those with special needs.</li> <li>• Incorporate high quality design and beauty in the public realm and in the built environment.</li> <li>• Provide opportunities for meaningful community engagements in the plan preparation process.</li> <li>• Provide opportunities for a range of local cultural and entertainment opportunities.</li> <li>• Promote a variety of opportunities for community celebration and gathering places.</li> </ul>	<ul style="list-style-type: none"> <li>• Proposed expansion of civic, recreational, library, seniors centre uses.</li> <li>• Total of 1,524 multiple-residential units, mostly apartments.</li> <li>• Design Guidelines in Stage 2 to address universal access.</li> <li>• Easy Access to expanded civic and recreational facilities and services.</li> <li>• CPTED principles have been incorporated into the plan.</li> <li>• The Plan includes distinct features, including a festival street, public plazas, main shopping street, and pedestrian connections to green spaces.</li> <li>• Town Centre is focused on a range of services and facilities to serve a variety of age groups.</li> <li>• The Plan features several unique public realm elements and further details/design guidelines will be provided in Stage 2.</li> <li>• Extensive public consultation has been undertaken as part of the plan preparation process.</li> <li>• In addition to the formal opportunities within civic and recreational buildings, the Plan features programmable outdoor public plazas and a Festival Street.</li> <li>• A Festival Street and public plaza are designed as flexible outdoor places to accommodate a variety of events and celebrations.</li> </ul>

PILLARS OF SUSTAINABILITY	CITY OF SURREY LONG-TERM GOALS	CITY OF SURREY SPECIFIC GOALS	NEWTON TOWN CENTRE PLAN ELEMENTS
<p><b>Economic</b></p>	<p><i>“To create a local economy that builds on Surrey’s natural advantages, and uses the land base and human resources efficiently to create a broad range of well located, transit accessible and environmentally friendly businesses that provide attractive local employment opportunities and a sustainable revenue base for the city.”</i></p>	<ul style="list-style-type: none"> <li>• Respect natural areas and minimize impacts of development on the environment.</li> <li>• Promote environmentally friendly businesses and green building practices.</li> <li>• Develop vibrant mixed use town centres with excellent transportation connections that create an attractive business environment.</li> <li>• Provide a range of employment opportunities and services within convenient walking or transit distance.</li> <li>• Prioritize the pedestrian and cyclist modes of transportation.</li> <li>• Minimize surface parking lots through underground or structured parking.</li> <li>• Encourage alternative employment arrangements such as home base businesses and telecommuting.</li> </ul>	<ul style="list-style-type: none"> <li>• Riparian area along the railway line is addressed.</li> <li>• Design guidelines in Stage 2 will consider green building options.</li> <li>• The Plan will create a transit-oriented, mixed-use Town Centre, including a fully-integrated transit exchange.</li> <li>• All commercial development and services, as well as new residences, will be within walking distance of the new transit exchange.</li> <li>• The Plan features a finer road grid system and is designed to promote transit use, and pedestrian and cyclist mobility.</li> <li>• Parking will occur mostly underground for mixed-use developments.</li> <li>• A variety of employment arrangements can be accommodated in this Plan.</li> </ul>
<p><b>Environmental</b></p>	<p><i>“To demonstrate good stewardship of the land, water, air and built environment, protecting, preserving, and enhancing Surrey’s natural areas and ecosystems for current and future generations while making nature accessible for all to enjoy.”</i></p>	<ul style="list-style-type: none"> <li>• Protect environmental areas including riparian corridors, important natural features, groves and forested areas.</li> <li>• Incorporate sustainable practices in water conservation, implementation of district heating systems, “green infrastructure” for reducing stormwater impacts, green roofs and reduction of impervious surfaces.</li> <li>• Design open spaces to accommodate both community and ecological needs. Provide a variety of active and passive recreation opportunities that are accessible for all to enjoy.</li> </ul>	<ul style="list-style-type: none"> <li>• Treed City Park and riparian corridor at the south end will be retained.</li> <li>• Green-Street drainage concept proposed for new streets; drainage detention pond and Best Management Practices proposed for the area.</li> <li>• The proposed green feature at the south of the Plan area features a drainage detention pond integrated with a natural park area, trails, environmental habitat and outdoor open space.</li> </ul>

# 1990 Newton Town Centre Plan (Hughes Baldwin)

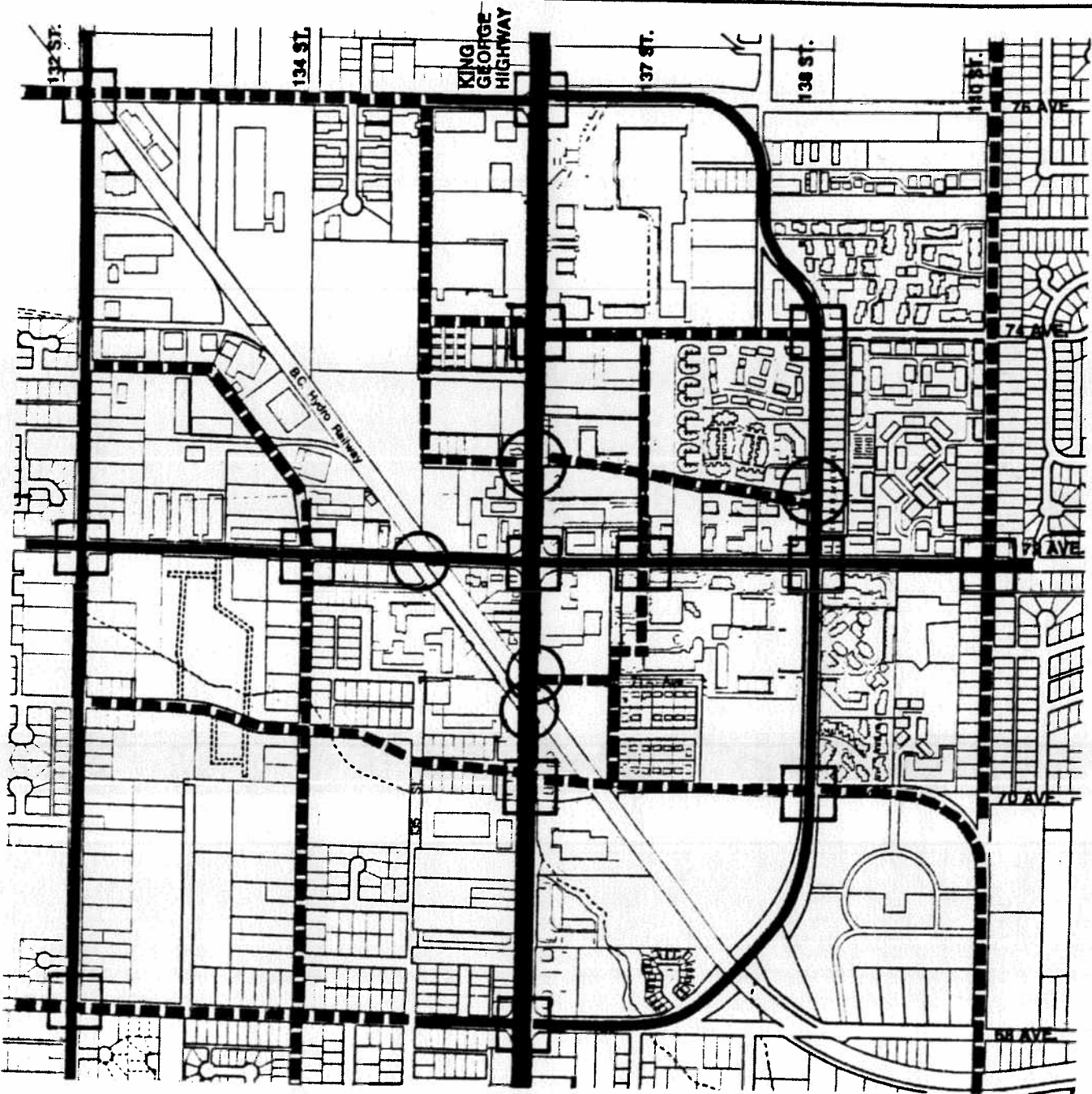
## FUTURE DEVELOPMENT POTENTIAL

Appendix II



PROPOSED LAND-USE CONCEPT

# FUTURE DEVELOPMENT POTENTIAL



**LEGEND**



6 LANES



4 LANES



2 LANES

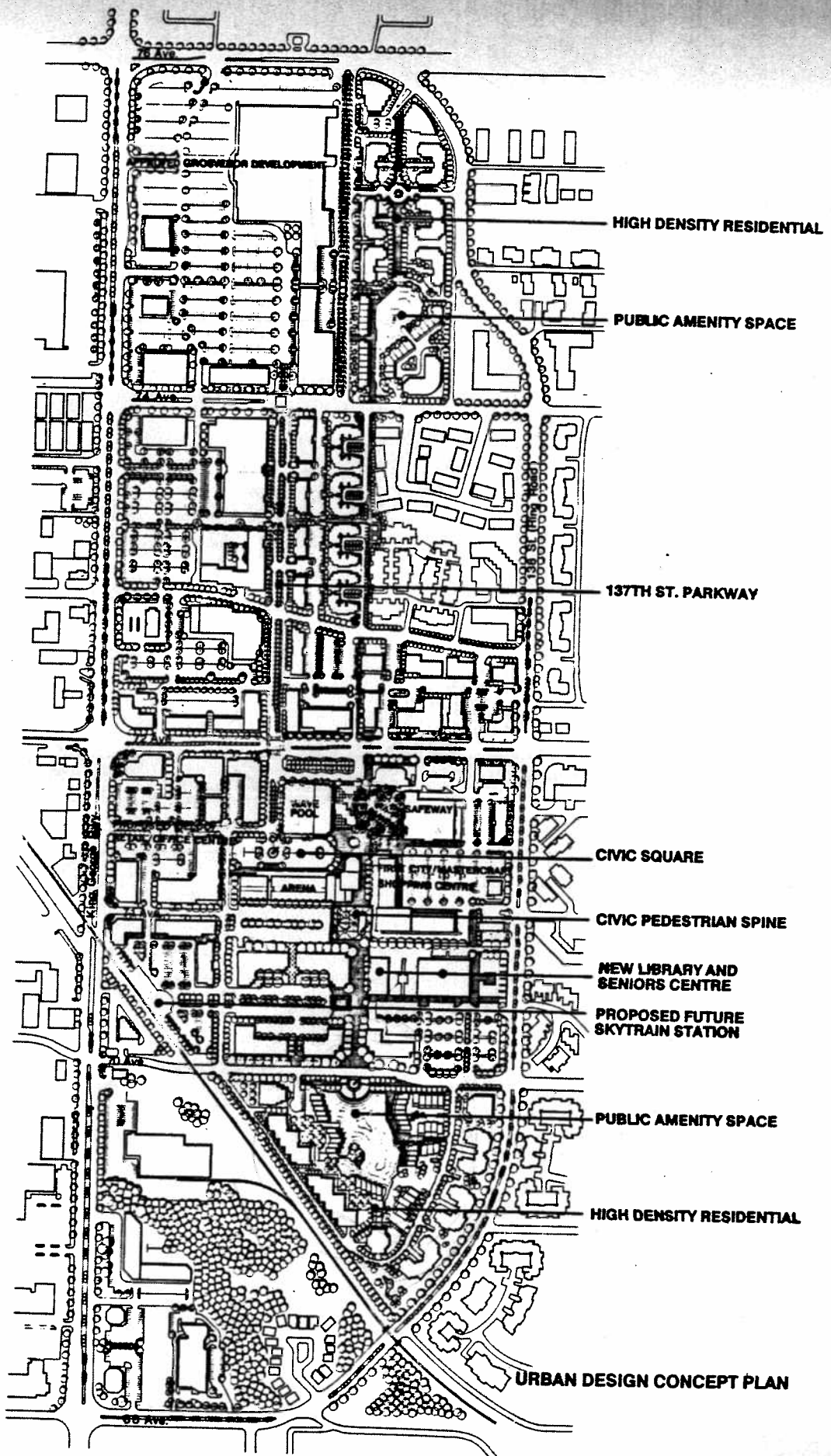


TRAFFIC SIGNAL WITH PROVISIONS FOR LEFT TURN LANES



RIGHT IN/RIGHT OUT ACCESS FROM MINOR ROAD TO MAJOR ROAD

**PROPOSED TRANSPORTATION NETWORK CONCEPT**



HIGH DENSITY RESIDENTIAL

PUBLIC AMENITY SPACE

137TH ST. PARKWAY

CIVIC SQUARE

CIVIC PEDESTRIAN SPINE

NEW LIBRARY AND SENIORS CENTRE

PROPOSED FUTURE SKYTRAIN STATION

PUBLIC AMENITY SPACE

HIGH DENSITY RESIDENTIAL

URBAN DESIGN CONCEPT PLAN



## **Chronology of Public and Stakeholder Consultation, and Public Consultation and Information Sharing Strategy**

### **Chronology of Public and Stakeholder Consultation**

#### **March 4-5, 2009 – Project Initiation Stakeholder Meeting & Site Walking Tour**

##### *March 4 Stakeholder Meeting Attendees:*

- Glatting Jackson Kercher Anglin (consultant);
- City of Surrey;
  - Area Planning;
  - Long Range Planning;
  - Parks, Recreation and Culture;
  - Engineering (Transportation);
  - Engineering (Drainage Planning);
  - Realty Services;
- TransLink;
- Coast Mountain Bus Company;
- RCMP;
- BC Hydro; and
- Property owners in study area.

##### *March 5 Walking Tour Attendees:*

- Glatting Jackson Kercher Anglin (consultant);
- City of Surrey;
  - Area Planning;
  - Parks, Recreation and Culture;
  - Engineering (Transportation);
  - Realty Services;
- TransLink; and
- RCMP.

#### **April 8-9, 2009 – Stakeholder Interviews and Public Consultation Workshop**

##### *April 8-9 Stakeholder Interview Attendees:*

- Glatting Jackson Kercher Anglin (consultant);
- City of Surrey;
  - Area Planning;
  - Parks, Recreation and Culture;
  - Engineering (Transportation);
  - Engineering (Drainage Planning);
  - Engineering (Drainage & Environment);
  - Realty Services;
  - Economic Development;
  - Crime Reduction Strategy Manager;

- TransLink;
- Coast Mountain Bus Company;
- Department of Fisheries and Oceans (DFO);
- RCMP;
- Transit Police
- Southern Railway of BC
- BC Hydro;
- Property owners in study area; and
- Business and Community Associations.

*April 9 Public Consultation Workshop*

- Held at Frank Hurt Secondary School Gymnasium (13940 – 77 Avenue)
- Time: 6:00 pm – 9:00 pm
- The workshop included a presentation by City staff and the project consultant followed by a series of exercises intended to isolate key issues and opportunities in the study area and identify community values.
- Number of participants: 80
- Number of comment sheets received during and after workshop: 10

**June 2-4, 2009 – Public Consultation Sessions (3 day Design Charette)**

*June 2 Public Workshop*

- Held at the Newton Arena (7120 – 136B Street – Dogwood Room)
- Time: 6:15 pm – 9:00 pm
- The workshop included a presentation by City staff and the project consultant on the land use, transportation, and economic context of the study area followed by a table exercise where potential development scenarios were contemplated.
- Number of participants: 36
- Number of comment sheets received during and after workshop: 11

*June 3-4 Open Houses*

- Held in Unit 110 – 7320 King George Highway
- Time: June 3, 10:00 am to 3:00 pm, June 4, 9:00 am to 12:00pm
- Open house format. Residents and property owners were invited to join in the design process as the project consultant team prepared the initial draft plan for the Newton Town Centre.
- Number of participants: 49
- Number of comments sheets received during open houses: 7

*June 4 Public Presentation*

- Held at the Newton Arena (7120 – 136B Street – Dogwood Room)
- Time: 6:00 pm – 8:00 pm
- The project consultant presented the initial draft plan for the Newton Town Centre and requested feedback.
- Number of attendees: 29
- Number of comment sheets received during and after presentation: 0

## **November 18, 2009 – Public Consultation Meeting**

- Held at the Newton Arena (7120 – 136B Street – Dogwood Room)
- Time: 5:30 pm – 8:00 pm
- The project consultant presented the draft land use plan for the Newton Town Centre. The presentation was followed by a panel format question and answer session. The panel included the project consultants, City staff and TransLink staff.
- Number of participants: 64
- Number of comment sheets received during and after workshop: 15

## **Public Consultation and Information Sharing Strategy**

- The notification strategy for all public consultation sessions included the following:
  - Notification letters were mailed to all property owners within 200 metres (650 ft.) of the study area boundary (a total of 2084 property owners);
  - Advertisements were placed in the Now and Leader newspapers in 2 consecutive editions prior to each event;
  - Poster board advertisements were installed at the various City facilities within the study area (Seniors centre, library, recreation centre, arena) a minimum of 2 weeks prior to each event;
  - Advertisements were posted on the City website a minimum of 2 weeks prior to each event;
  - TransLink prepared advertising material for their various facilities which were posted a minimum of 2 weeks prior to each event.
- Poster board advertisements for the April 9, 2009 Public Consultation Workshop were installed at the following elementary and secondary schools:
  - Frank Hurt;
  - Princess Margaret;
  - M.B. Sanford E;
  - W.E. Kinvig;
  - Georges Vanier;
  - Hyland;
  - Henry Bose; and
  - Bear Creek.
- Detailed information regarding the Newton Town Centre Land Use, Urban Design and Transportation Plan (including contact information, background, news and updates, presentation material from each public consultation session, and comment sheets) has been posted on the City website throughout the plan preparation process under Doing Business/Land Development and Building/Current Initiatives/Secondary Plans in Progress/Newton Town Centre.

# Plan of Issues for Further Review in Stage 2



Development of an operational and conceptual Transit Exchange design.

Assess opportunities for land use changes for the cluster of properties along the east side of King George Highway south of the railway.

Finalize land use breakdown for the City-owned triangular property.

## Plan Wide Issues:

- Development of Urban Design Guidelines, with emphasis on:
  - a) Public gathering and detailed public space plan;
  - b) Detailed illustrative concepts for key catalyst sites;
  - c) Public realm analysis;
  - d) Detailed Building Height and Massing;
  - e) Off-street parking requirements related to proposed land uses
  - f) Microclimate, energy conservation and weather protection considerations
  - g) Urban landscape and streetscape design; and
  - h) Detailed green-street design.
- Completion of the final servicing plan, financial and phasing strategy.