



Corporate Report

NO: R016

COUNCIL DATE: February 9, 2009

REGULAR COUNCIL

TO: Mayor & Council DATE: February 6, 2009
FROM: General Manager, Planning and Development FILE: 6520-20 (STC)
SUBJECT: Semiahmoo Town Centre Plan Update – Stage 2 Public Consultation

RECOMMENDATION

The Planning and Development Department recommends that Council:

1. Receive this report as information;
2. Endorse the public consultation process outlined under the "Stage 2 - Next Steps" section of this report and authorize staff to take all necessary steps to implement this process; and
3. Direct staff to report back to Council with the results of this public consultation process before completing Stage 2 of the Semiahmoo Town Centre Plan Update.

INTENT

The purpose of this report is to:

- Provide an overview of the Stage 1 component of the Semiahmoo Town Centre Plan Update (the "Plan Update") as approved by Council in September of 2006, and the status of the Stage 2 component of the Plan Update; and
- Outline and request Council's authorization for an enhanced public consultation process as part of the Stage 2 component of the Plan Update to explore options and seek consensus on the vision for the Town Centre, including density, character, streetscapes, and the public realm, building form and massing and possible amenities.

BACKGROUND

In 2004, Council approved Terms of Reference to update the 1992 Semiahmoo Town Centre Plan. The Plan Update was commenced in consideration of concerns over the rapid growth occurring outside of the Town Centre and the potential impact on the Town Centre's viability as the primary urban centre in the Semiahmoo Peninsula.

On September 25, 2006, Council received Corporate Report No. C018, which addressed the Stage 1 component of the Semiahmoo Town Centre Plan Update – the Land Use Concept. Council approved the Stage 1 component at that meeting. At the same time, Council authorized staff to undertake the Stage 2 component for the Plan Update, based on the adopted Land Use Concept, including the resolution of outstanding land use issues identified in the report, completion of an engineering servicing strategy and comprehensive financial plan to provide adequate funding provisions for engineering servicing infrastructure, phasing of development and the provision of community amenities.

Stage 1 Component Overview

Stage 1 comprised the following:

- A Vision and Land Use Concept for the Town Centre;
- A set of 12 Planning Principles; and
- Conceptual Urban Design Character of the streetscapes.

The Vision and Planning Principles

The Semiahmoo Town Centre is envisioned as a vibrant, pedestrian friendly place with a mix of shopping, services, entertainment, community amenities, and places to live. Each street in the Town Centre will have a specific intended character and mix of land uses to enhance the character and diversity of the pedestrian experience. If the public realm of each street is engaging and offers amenities to make people feel comfortable and safe, it may also attract use by residents of the surrounding community and visitors from the region.

As more people are attracted to live within walking distance of the core of the Town Centre, there will be more activity at all times of the day and evening. Through more intensive development, a larger local customer base will be created to retain the commercial vibrancy of the area with shops, services, restaurants, movie theatres and other commercial uses for Semiahmoo residents. This will also increase the opportunity for a broader range of transportation choices, including improved transit service to the area.

A set of 12 planning principles was prepared as part of the public consultation process to direct the Plan Update in keeping with the Vision. These principles, which are listed in Appendix II, advocate the creation of a complete community with pedestrian-friendly streets, a wider range of housing choices, more social interaction, effective transit access, supportive traffic capacity, on-street parking opportunities, environmentally-friendly

sustainable design, and a mix of retail, office, cultural, entertainment, public art, amenity and service opportunities.

Land Use Concept, Density and Building Massing

The Land Use Concept Plan approved in Stage 1 is attached as Appendix I. This Concept Plan retains the current Official Community Plan ("OCP") designations of Town Centre, Multiple Residential, Commercial and Urban, as shown on the map in Appendix II. Within the Town Centre designation, the Land Use Concept shows mixed commercial and residential uses, and recommends increasing the Floor Area Ratio ("FAR") from the current 1.5 FAR to 2.5 FAR. This will provide the density necessary to facilitate redevelopment along the 152 Street spine of the Town Centre, on the Semiahmoo Mall site and along portions of 16 Avenue. This will also provide for increased residential population, which is required to support the existing businesses and attract new businesses to the Town Centre in keeping with the conclusions of the market study conducted as part of the Stage 1 component.

A density of 2.5 FAR can be accommodated in various building heights. The building heights proposed in the Stage 1 Land Use Concept Plan would be capped at four storeys on 152 Street and Martin Drive, with taller buildings set back from the streets and adjacent developments. The advantage of taller buildings is the additional open space that can be gained at ground level to accommodate an enhanced pedestrian and cycling realm, parks, plazas and open space, and the views that can be retained through careful building placement. To provide landmarks and signature towers in the relatively flat topography of the Town Centre, the Land Use Concept also provides the option for buildings taller than 20 storeys. Such buildings would be located on sites large enough to accommodate them in relation to mitigating their potential visual and physical impacts. Appendix IV contains images of some of the potential building forms that can be constructed at the maximum of the proposed density.

Town Centre's Character

A continuous traditional retail shop-front character is envisioned along 152 Street and some of the new streets on the redeveloped Semiahmoo Mall site. This is intended to contribute to the pedestrian orientation of the streets. On 16 Avenue, especially to the east of 152 Street, development would be primarily residential, set back from the street, with limited office and service commercial components. Only residential development would be permitted along Martin Drive. 152A Street would also be a residential street with low-rise apartment buildings and/or townhouses.

When the Semiahmoo Mall site is redeveloped, a centrally located one-acre public park and a public plaza would be provided at the corner of 16 Avenue and 152 Street on that site. Green/landscaped roofs and podium decks will add to the greening of the streetscapes. Appendix V illustrates some images of the Town Centre's envisioned character.

The Land Use Concept also envisioned the extension of the Semiahmoo Trail through the Mall site to 152 Street and 16 Avenue, and a greenway network.

Under TransLink's South of the Fraser Area (SoFA) Transit Plan, Semiahmoo Town Centre is slated to be a major regional transit hub. Consistent with the vision of the Stage 1 Plan, City staff was in negotiations with the Mall owner and TransLink to accommodate an underground bus layover facility within the redevelopment of that site, in support of the vision of a pedestrian-oriented town centre. This would provide increased transit service to the area, while reducing the impact of buses on City streets and on the pedestrian environment.

Public Consultation

The Stage 1 component underwent a public consultation process comprised of five meetings with the stakeholders group, additional meetings with key property owners, and two public open houses. The stakeholders group included representation from the Semiahmoo Residents Association and Friends of the Semiahmoo Trail. Public open houses were held in November 2005 and May 2006. Records indicate that 323 people attended the first open house and 105 people submitted comments. There were 492 people that attended the second open house and 190 people submitted comments. The comments included both support for the revitalization of the Town Centre and concerns about the higher density, traffic congestion from additional population, additional roads proposed on the Mall site, loss of greenery, open space, quality of life and small-town feel and cost of new infrastructure.

Population and Jobs

At present, the population of the Town Centre is approximately 4,800 and the number of jobs is approximately 4,500. The anticipated built-out population, based on the approved Stage 1 Land use Concept is 11,604 and the expected number of jobs is about 5,078. The lower population/job ratio is due to the Plan's objective to increase the proportion of the residential units compared to the commercial floor area to attract more people to live in the Town Centre to support businesses and maintain its vibrancy. It is anticipated that this build-out would take place gradually over the next 20 or more years.

DISCUSSION

Status of Stage 2 Component

This section outlines the work that has been undertaken and is ongoing with regard to the completion of the Stage 2 Component of the Plan Update. While the Stage 1 component sets out a Vision for the Town Centre, the Stage 2 component deals with the details of water, sewer and drainage infrastructure, transportation, public amenities, the development of detailed urban design guidelines, and the financing of the Plan.

Servicing

Reports indicate that no major drainage works are required to service the area. Some of the required drainage works are currently in the City's 10-Year Servicing Plan and will be completed primarily through general utility funding. New developments will be required to provide low impact drainage facilities to meet stream protection criteria in both the Fergus Creek and Duprez Ravine catchments. These facilities will not be funded through

the 10-Year Servicing Plan. They will be incorporated into the site design criteria for drainage, and their construction will be the responsibility of the developers.

The sanitary sewer and water services will, however, require major upgrades to the pump stations and pipe network, none of which is in the 10-Year Servicing Plan. They will need to be funded through Development Cost Charges ("DCCs"). A preliminary analysis of the cost of these upgrades and the DCC revenues anticipated from new developments in the Town Centre area shows that there could be a shortfall between the DCC revenue anticipated versus the cost of upgrades, in the range between \$3 million and \$6 million (i.e., between \$ 1,000 and \$2,000 per unit). This shortfall could be funded by an area specific levy for each new unit, or by incorporating it into the City-wide DCCs, or by raising the allowable density beyond 2.5 FAR. The upgrades suggested in the draft engineering reports are being further reviewed to confirm the required upgrades and their costs, and to determine if some of the costs should be redistributed over a larger area to more accurately reflect the benefits that will result from the upgrades in the larger area and to reduce the anticipated shortfall. The options for funding the shortfall will be further studied and reported to Council as part of the final report on the Semiahmoo Town Centre Plan Update.

Transit & Transportation

The South Surrey Traffic Model Update to 2031 is now complete. It uses the updated data from TransLink's SoFA Transit Plan and population and employment figures based on the approved Stage 1 Land Use Concept Plan. The results of this Model Update were required before the detailed transportation study on the Stage 2 Transportation component could proceed. It will determine the improvements that are required to the pedestrian, bicycle, transit and road network, impacts they will have on the urban design and character of the Town Centre and provide an analysis of their costs, DCC revenues and an overall funding strategy. This transportation study is expected to be completed during the Spring of 2009.

As part of the Semiahmoo Mall site's redevelopment plan that was submitted by Bosa Developments, TransLink and the City had been negotiating for an underground bus layover facility on the redeveloped Mall site and an above-ground bus exchange along 152 Street and 16 Avenue. A joint TransLink/City study of transit modelling and requirements for bus operation purposes was going to be undertaken. However, with the withdrawal of Bosa's application for the redevelopment of the Mall site, the joint study has been deferred. City and TransLink staff are in discussions on transit improvements in the Town Centre and location and implementation of the bus layover/exchange facilities for the Town Centre.

Urban Design

Draft guidelines for the Town Centre's urban design character, including streetscapes, landscaping, public spaces, public art, buildings and sustainable development, have been prepared and were reviewed by the Advisory Design Panel (the "ADP").

In addition to the Urban Design Guidelines, which pay particular attention to streetscapes, pedestrian environments and the public realm, a consultant has been

retained to develop building massing options and 3D imaging to determine appropriate building siting and heights with a view to creating a comfortable interface with the existing buildings and streets. The 3D imaging can explore a range of building massing options from four storey podiums with high-rise towers, six to eight storey buildings and a blend of these two options. A meeting of the ADP has been scheduled to review these options. Some of the images from the massing study are illustrated in Appendix V. The recommendations resulting from this study will be incorporated into the design guidelines.

Amenities

The following community amenities, which would be achieved through new development, have been reviewed and are proposed in the Town Centre area:

- Enhancements to the South Surrey Recreation Centre and Bakerview Park;
- A new park and a public plaza on the redeveloped Semiahmoo Mall site;
- A new multi-purpose art space and art installations;
- Pedestrian pathways, cycling corridors and greenways; and
- An interpretive extension of the Semiahmoo Trail through the Mall site in the form of paving, public art, signage, storyboards, etc.

On the basis of the estimated costs of these amenities and 3,052 new residential units anticipated in the Town Centre area, the contribution amount required for these amenities is approximately \$1,515 per unit. Additionally, contributions toward the improvement of library, fire and police services will also be recommended, which are standard amounts for all Neighbourhood Concept Plan ("NCP") areas. As of March 2008, the total contribution required for these services is approximately \$456 per unit. This would bring the total per unit contribution amount to about \$1,971 for the provision of all amenities. The cost and contribution amounts will be confirmed before the Plan Update is finalized.

Sustainable Development

The updated Land Use Concept incorporates the principles of a sustainable community – a complete and compact community that supports and enhances walking, bicycling and transit opportunities.

The draft storm water servicing report includes preliminary recommendations to implement sustainable drainage requirements. The design guidelines will require consideration of sustainable building practices, such as shared energy use and waste recovery for mixed use buildings, building orientation to benefit from solar heat gain, roofs/decks that are multi-functional, such as gardens and water features that also function as water collectors and heat absorbers or deflectors, provision of permeable surfaces, space for recycling, etc.

Additionally, the City and BC Hydro have entered into a Memorandum of Understanding and have jointly commissioned an Integrated Energy Plan study for the Town Centre. Part I of this study, which will be completed shortly, will recommend options for improving the energy efficiency of buildings and reducing demand on traditional sources of energy. Some of these recommendations will be implemented through NCP policies

and others through design guidelines. Part II of the study has been deferred until a new application is submitted for the redevelopment of the Semiahmoo Mall site. This part of the study will study the potential for a district heating system for the Town Centre area.

Outstanding Land Use Issues from Stage 1

A number of issues were identified in the Stage 1 Plan Update report that required further detailed study as part of the Stage 2 work. These issues are listed in Appendix VII of this report, along with the status of work related to resolving these issues. A detailed assessment of each issue, any public/land owner consultation required, and the proposed resolution of the issue will be presented to Council as part of the final report in relation to the completed Stage 2 Plan Update.

Development Proposals

When Stage 1 was approved, Council also authorized staff to accept and process development applications in the Town Centre area on the basis of the Stage 1 Land Use Concept Plan, with the final approval subject to Council's approval of the final Plan Update. At the time of Stage 1 approval, the economic prospects of real estate projects were promising and the City received three development applications and one inquiry shortly after the Stage 1 approval, as follows:

Southwest Corner of 19 Avenue and 152 Street - Application by Porte Developments for a mixed commercial/residential development at 2.5 FAR, with ground floor commercial fronting 152 Street and a 14-storey high rise residential tower above the commercial frontage. This application remains in process. The developer is willing to explore the option of a second floor for offices if there is a demonstrated market demand for more commercial.

Southeast of 19 Avenue and 152 Street - Inquiry for a mixed commercial/residential development at 2.5 FAR. The site comprises two properties, one of which is owned by the City of Surrey. No application has been submitted to date.

East of 152 Street on 16 Avenue (15285, 15291 and 15321 – 16 Avenue) - Application by Abby Lane Retirement Residence Inc. for a mixed commercial/seniors apartment comprising both retirement and independent living facilities. The proposal is for an eight-storey complex with limited office and retail space on the ground floor. The rezoning by-law received Third Reading in June 2007. The application is now on hold while the owner reviews the scope of the project.

Semiahmoo Mall Site - Bosa Developments submitted an application to redevelop the Mall site in several phases. The proposal comprised a mixed-use development at 2.5 FAR with nearly 38,000 square metres (409,000 square feet) of retail, commercial and office floor area and 1,160 units in six towers, ranging in height from 21 to 36 storeys. The development also included a park (approximately 1 acre in size) and a public plaza at the corner of 152 Street and 16 Avenue. The application was withdrawn in December 2008, due to changes in market conditions. The owner has indicated that any major redevelopment of the site is unlikely for 10 to 15 years and is now exploring

the possibility of major renovations to the Semiahmoo Mall and possible redevelopment of some components of the site.

Comments on the Stage 1 Plan

The Semiahmoo Residents Association appeared as a delegation to Council-in-Committee on November 3, 2008 to express concerns with the planning process, to date, and with elements of the approved Stage 1 Plan. On December 2, 2008, the Association met with staff to express their vision for the Town Centre, indicating that they could support renovations to the Mall and improvements to the existing commercial buildings on 16 Avenue. They remain opposed to high-rise residential development and want to see increased employment and more amenities in the Town Centre. They expressed a willingness to participate in further consultation with the City to explore the vision for the Semiahmoo Town Centre.

Stage 2 Components - Next Steps

The current market slowdown, the withdrawal of the application for the redevelopment of the Semiahmoo Mall site and its implications for transit planning, and the outstanding concerns by area residents on the Stage 1 Land Use Concept Plan, lead to the conclusion that it would be reasonable to re-engage the public in the planning process as part of the Stage 2 component of the Plan Update.

In addition, there is an opportunity to use the completed draft Urban Design Guidelines, as well as the interactive 3D massing model, in this community engagement exercise, to assist in a more complete dialogue on the Vision for the Town Centre and other aspects of concern to the community. The intent of this dialogue would be to build consensus on the Vision and density, and on the Stage 2 components that are being studied (i.e., design guidelines, building massing, amenities, transportation improvements and transit facilities, servicing and financing, and sustainable development features).

The following steps are proposed:

1. February 2009 - Workshops will be held with the key landowners and developers in the area and with the Stakeholders Group comprised of representatives of the Semiahmoo Residents Association, Friends of the Semiahmoo Trail and other owners, tenants and interest groups;
2. March – April 2009 - Public Open Houses will be held, including displays and presentations of the work, to date, and status of studies, as well as interactive workshops and sessions designed to review options, to explore building design, height, density form and massing options and to receive comments and input from the community with a view to building consensus on the Plan for the Semiahmoo Town Centre;
3. April – May 2009 - Staff will report back to Council on the results of the workshops and public consultation; and

4. Staff will continue with all the necessary work to complete the Semiahmoo Town Centre Plan Update.

CONCLUSION

This report provides an overview of Stage 1 of the Semiahmoo Town Centre Plan Update and status of the Stage 2 components. In light of the current market slowdown and different building massing options that are being developed, there is an opportunity to re-engage the community, regarding the Vision for the Town Centre and other aspects of concern to the community.

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

- Receive this report as information;
- Endorse the public consultation process outlined under the "Stage 2 - Next Steps" section of this report and authorize staff to take all necessary steps to implement this process; and
- Direct staff to report back to Council with the results of this public consultation process before completing Stage 2 of the Semiahmoo Town Centre Plan Update.

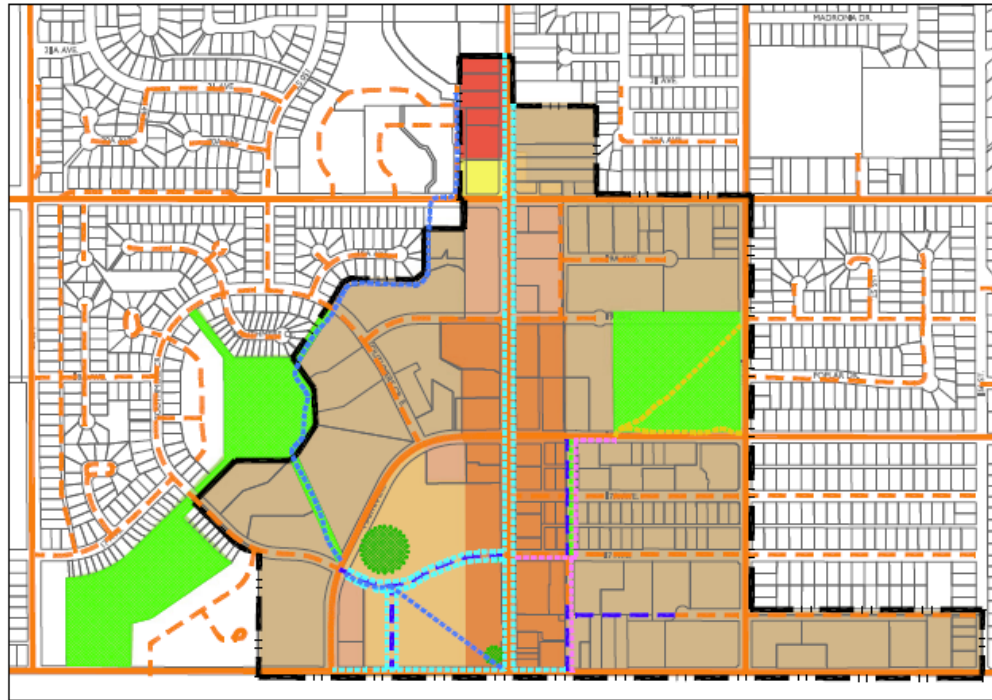
Jean Lamontagne
General Manager,
Planning and Development

BP/JM/kms/saw

Attachments:

- Appendix I Land Use Concept approved in Stage 1
- Appendix II Planning Principles
- Appendix III Existing OCP Designations
- Appendix IV Images - Density
- Appendix V Images – Character
- Appendix VI 3D Images – Building Massing
- Appendix VII Outstanding Issues from Stage 1

Land Use Concept approved in Stage 1



LEGEND

LAND USE PLAN	FUTURE PEDESTRIAN NETWORK	FUTURE VEHICULAR CIRCULATION	EXISTING AND FUTURE PUBLIC OPEN SPACES
Multi-family Residential	Sidewalk With Street Fronting Land Use	Major Roads	Existing Public Open Spaces
Commercial	Off Street Paths	Local Roads	Future Publicly Accessible Open Space Opportunities
Mixed-use / Retail Required at Grade	Semlahmoo Trail Extension	Key Future Roads	Greenway Opportunity
Mixed-use / Commercial Encouraged at Grade	On Street Links		
Mixed-use / Residential Permitted at Grade			
Residential			
Park			

Planning Principles – Semiahmoo Town Centre Plan Update

Principle 1

Create a complete community and offer, in addition to residential uses, a full range of shopping, financial, medical, and dental offices, health and fitness facilities, restaurants, and entertainment uses so that a resident can fulfil their daily needs within the Semiahmoo Town Centre.

Principle 2

Integrate future development in Semiahmoo with White Rock to be welcoming to all Surrey and White Rock residents.

Principle 3

Design pedestrian-friendly streets that are comfortable and allow easy and safe movement for all people, including seniors and people with wheelchairs, walkers, carts, and strollers.

Principle 4

Permit additional new residential development to provide a wider range of housing choice than is currently available for a range of ages and lifestyles.

Principle 5: Include retail, office, and service opportunities for both national chains and local independents, with a mix of shopping centre and street-fronting locations.

Principle 6

Concentrate retail and office development on 152 Street and within the Semiahmoo Mall site to optimize the market potential for the Town Centre within a walkable distance.

Principle 7

Incorporate opportunities for social interaction in the Town Centre, including new public open spaces and indoor community spaces.

Principle 8

Ensure that cultural facilities, entertainment, and public art are integral to the Town Centre Plan to create a sense of place and attract use, especially in the evenings.

Principle 9

Maintain the traffic capacity of 152 Street to support the potential for future growth without compromising mobility.

Principle 10

Incorporate effective transit access into the Plan for Semiahmoo as a strategy to reduce vehicular use and parking demands in the Town Centre.

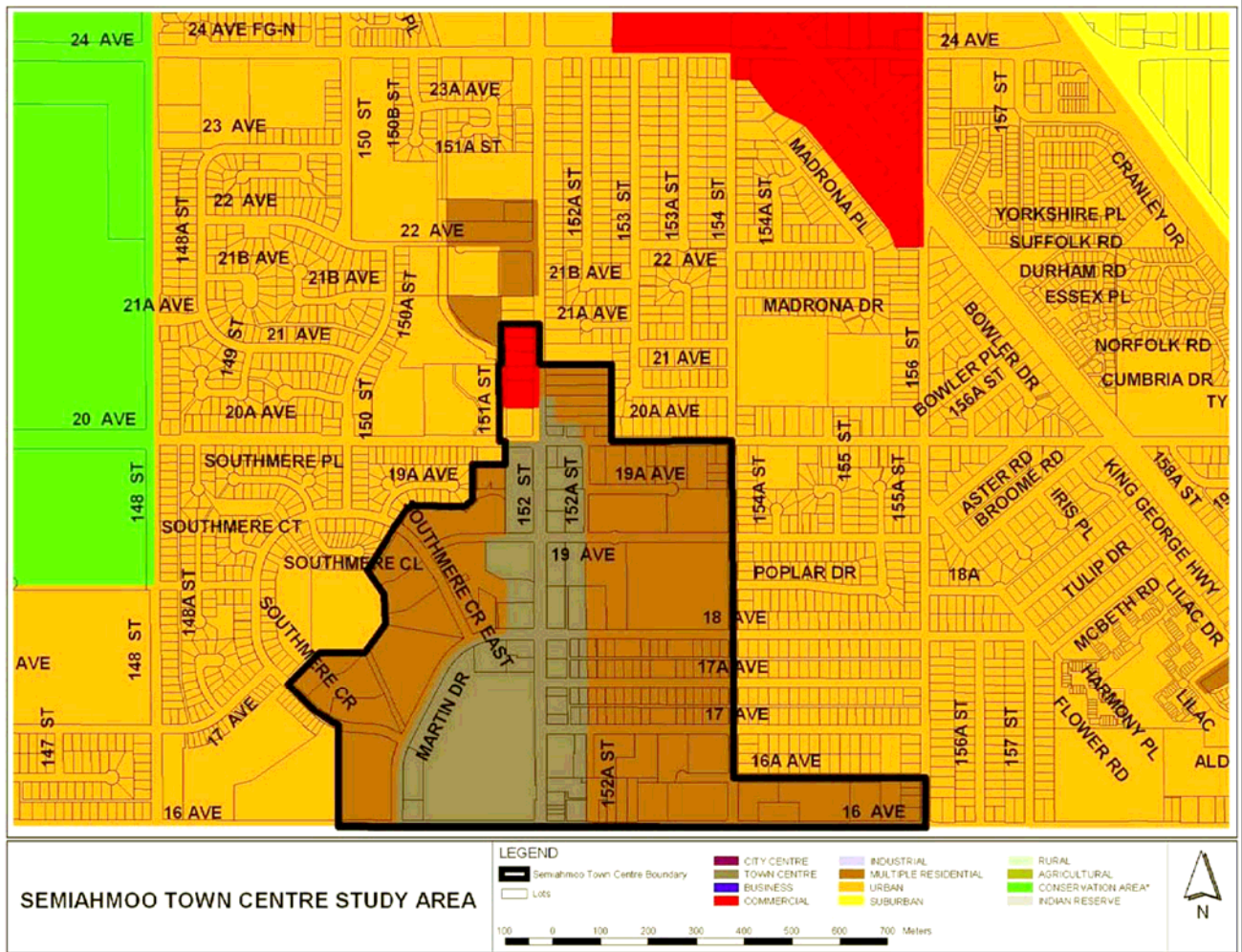
Principle 11

Complete 152A Street between 16 and 18 Avenues to provide additional on-street parking opportunities and to offer a convenient and safe way for drivers to loop through the area.

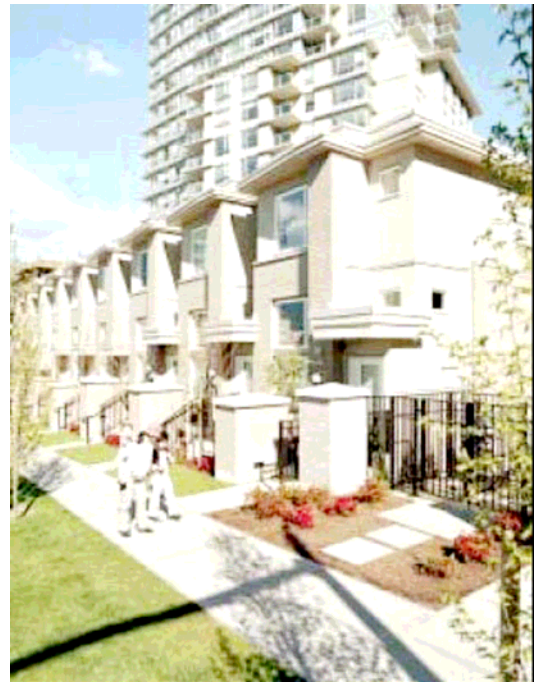
Principle 12

Design streets, buildings, and open spaces in an environmentally friendly manner.

Existing OCP Designations



Images – Density



Images – Character



152 Street



Martin Drive



16 Avenue



Weather Protection
for Pedestrians



Pedestrian Shortcuts



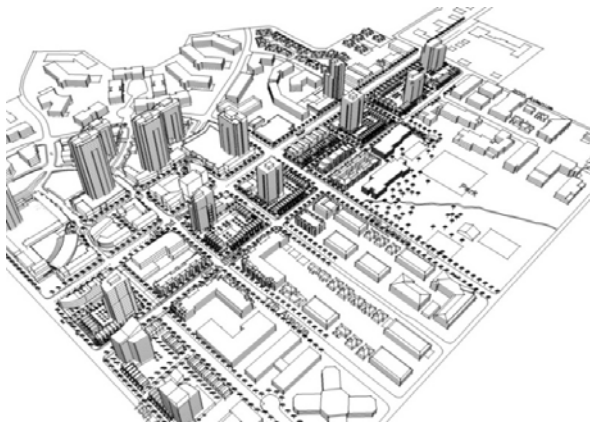
Outdoor Displays of
Merchandise



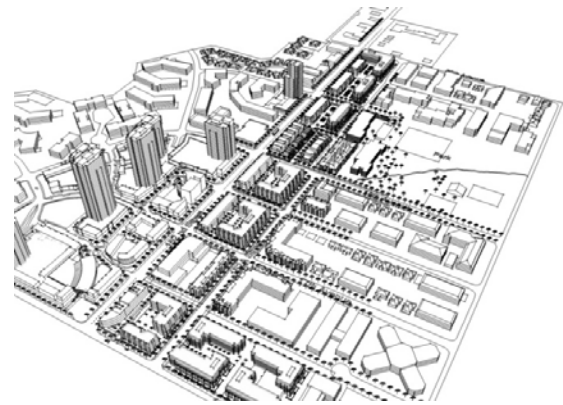
Examples of Special Paving
Inserts



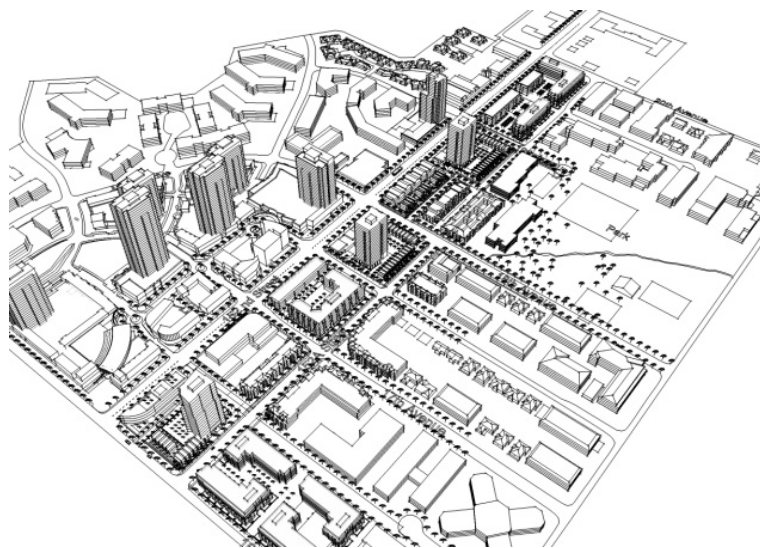
3D Images – Building Massing



High-Rise Option



Mid-Rise Option



Mixed High-Rise & Mid-Rise Option

Outstanding Issues from Stage 1

1. The proposed Plan and sustainability features will be presented to Surrey's EAC and any concerns and comments from EAC will be addressed in the amendments to the Plan;

The Plan and sustainability features will be presented to EAC before Stage 2 components are finalized.

2. The bicycle routes will be reviewed and the location of paths along roads and the linkages to the Semiahmoo Trail and other bicycle routes will be identified;

The bicycle routes are being developed as part of the work on the Stage 2 Transportation component, and will be a component of the Stage 2 consultation process.

3. The streetscape guidelines will be refined and the design guidelines will be developed to ensure that the principles are achieved and an attractive and vibrant public realm is realized. The guidelines will also address transitions between higher density development and medium/lower density development, including the siting of residential high-rise buildings to minimize privacy and overshadowing. It is recommended that staff work with White Rock to develop joint design and development guidelines for the combined Town Centre area, where practical;

Draft design guidelines have been prepared and have been reviewed by the Advisory Design Panel. They will be supplemented with additional building guidelines on the basis of the building massing study that is now underway.

4. Policies to achieve a finer street grid will be developed, pursuant to refinements to the transportation plan along with refinements to the road configuration;

This work will be completed as part of the work on the Stage 2 Transportation component.

5. Staff will continue to work with TransLink to accommodate transit services and a bus layover area;

With the withdrawal of the application by Bosa to redevelop the Semiahmoo Mall site, which would have accommodated an underground bus layover, staff will approach TransLink to discuss the timing and location of the bus layover and extent of the transit service improvements.

6. Sustainable storm water standards will be developed and reviewed to ensure opportunities for storm water exfiltration and water quality treatment are captured, where appropriate;

Draft report on the storm water servicing addresses this issue and the report is now under review. The report recommends that new developments should be required to provide low impact drainage facilities in order to meet stream protection criteria in both the Fergus Creek and Duprez Ravine catchments. The requirements for these facilities should be incorporated into the site design criteria for drainage. All

recommendations and associated cost implications will be further reviewed before the Stage 2 servicing component is presented to the public for comments.

7. Upgrades to the North Bluff Pump Station and force main system will be analyzed to identify requirements for accommodating the increased density proposed.

Draft report on the sewer servicing identifies the required upgrades that pump station and pipe network. These are currently under review.

8. Staff will work with the GVRD to identify the existing water capacity for Surrey to 2011 and the requirements for expansion beyond 2011 to ensure that there is adequate capacity to serve approved plans;

The report on the Stage 2 water servicing component will identify the water capacity and any upgrades required to service the proposed growth. In order to plan for the future water supply to South Surrey beyond 2011, however, a new agreement between GVRD and member municipalities is required. The current agreement will expire in 2011. GVRD, together with member municipalities, is in the early stages of preparing a new agreement. This is a complex process, which might not be completed before Stage 2 is finalized.

9. Amendments to Surrey's OCP to implement the Plan will be outlined; and

The final report on the Plan Update will identify the OCP Amendments.

10. The financial plan will be developed to identify the costs for each component of infrastructure and to identify additions to the 10-year Serving Strategy.

Draft servicing reports identify the required upgrades and costs, which are now under review.