

NO: **R118**

COUNCIL DATE: **May 28, 2012**

REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **May 28, 2012**

FROM: **General Manager, Planning and Development
General Manager, Engineering**

FILE: **6520-20 (Semiahmoo
Town Centre)**

SUBJECT: **Update on the Process of Preparing a Local Area Plan for the
Semiahmoo Town Centre**

RECOMMENDATIONS

The Planning and Development Department and the Engineering Department recommend that Council, in relation to the Semiahmoo Town Centre Plan preparation process:

1. Receive this report as information;
2. Approve the Interim Implementation Strategy as described in this report related to the processing of development applications related to sites in the Semiahmoo Town Centre Plan;
3. Approve the Semiahmoo Town Centre Interim Land Use and Density Concept as illustrated and documented in Appendix I;
4. Approve the Interim Transportation Concept as illustrated and documented in Appendix II;
5. Approve the Interim Urban Design, Building Height & Massing Concept as documented in Appendix III;
6. Approve the Interim Parks, Recreation and Community Amenity Concept as documented in Appendix IV; and
7. Approve the boundary extension of the Semiahmoo Town Centre Plan Area as illustrated in Appendix V.

INTENT

The purpose of this report is to:

- update Council on the status of the work related to preparing the Semiahmoo Town Centre Plan (the "Plan");
- seek Council approval for an Interim Implementation Strategy for addressing development applications in the Semiahmoo Town Centre area while the Plan is being finalized;

- seek Council approval in relation to the Plan of an Interim Land Use & Density Concept, a Transportation Concept, an Urban Design Concept, a Building Height & Massing Concept and a Parks, Recreation & Community Amenity Concept all of which will assist in guiding the review of development applications related to sites in the Semiahmoo Town Centre; and
- seek Council approval to extend the boundary of Semiahmoo Town Centre Plan area to the north and east of the original area to ensure comprehensive planning of the area.

BACKGROUND

Stage 1 Land Use Concept

On September 25, 2006, Council approved the Stage 1 component (Land Use Concept) of the Semiahmoo Town Centre Plan and authorized staff to proceed with the Stage 2 component of the Plan, including the development of an engineering servicing strategy and a comprehensive financial plan (Corporate Report No. Co18). Council also authorized staff to process development applications that conform to the Stage 1 Land Use Concept.

Status of Stage 2 of the Plan and Public Consultation

On February 6, 2009, Council considered Corporate Report No. Ro16, which provided an update on the work that had been completed to that date on Stage 2 and directed staff to conduct further public consultation related to the vision for the Semiahmoo Town Centre including, among other things, building height and massing.

A workshop involving stakeholders, including the Semiahmoo Residents Association, the Friends of Semiahmoo Trail, local landowners and local business owners was held in February 2009 and a public open house was held in April 2009 to gather public input.

Those who attended the workshop and those who attended the open house supported most of the principles underlying the Stage 1 Land Use Plan, including improving the economic vitality of the Town Centre, introducing a wider range of housing types, improving road and pedestrian infrastructure, supporting the provision of transit and introducing new cultural and recreation amenities.

Concerns were voiced related to increased traffic, building height and massing and the loss of the "small town" ambience of the area related to the construction of higher-density redevelopment. In response to a questionnaire that was distributed, the majority of those who attended the public open house supported a low-rise (maximum six-storey height) form of development over the inclusion of high-rise buildings in the Town Centre area.

DISCUSSION

Since the approval of Stage 1 of the Semiahmoo Town Centre Plan in 2006, the planning context in the area has changed significantly. Redevelopment plans for the Semiahmoo Mall site have changed by virtue of the sale of the property and the Surrey Rapid Transit Study has been initiated is close to completion. These changes call for reconsideration of particular elements of the Plan and expansion of the study area along with a re-engagement with the community. An Interim Implementation Strategy is recommended to allow for the consideration of development applications in the Plan area if they are consistent with the land use designation as contained in the approved Stage 1 Land use Concept Plan.

Semiahmoo Mall Redevelopment

At the time the Semiahmoo Town Centre Plan process was being initiated based on conversations with the then owner, it was expected that the Semiahmoo Mall site, the largest and most significant property in the Town Centre area, would be redeveloped over time to a high-density, mixed-use urban precinct including up to 1,160 apartment units in six towers ranging from 21 to 36 storeys in height and up to 38,000 square metres (400,000 square feet) of commercial retail and office space. Since that time, the Mall site has been sold and the new owners have a very different vision for the site, characterized by a more gradual redevelopment and renovation of the site as a retail centre. The changed plan for the redevelopment of the Mall site has prompted a need for a reconsideration of the population and density projections, parks needs, transportation network and DCC revenue projections for the Plan area.

The vision for the Semiahmoo Town Centre as approved by Council in Stage 1 of the Plan was predicated on a significant population increase in the area to support commercial revitalization and transit service. With the changed visions for and the probable lower "build out" population on the Semiahmoo Mall site staff have reviewed the possibility of accommodating higher densities on other sites in the Town Centre. Undeveloped and/or under developed sites that could be economically redeveloped for mixed commercial/residential use within the Town Centre area are limited. Staff has determined that consideration should be given both to expanding the area covered by the Plan to accommodate sites where higher density residential redevelopment is possible and to reconsidering land use designations and related densities within the Plan area. In either case, additional public consultation is appropriate before the Stage 2 Plan is finalized.

Surrey Rapid Transit Study

The Surrey Rapid Transit Study ("SRTS"), being conducted by TransLink in partnership with the Provincial government and in consultation with the City of Surrey, has implications for the Semiahmoo Town Centre. A number of alternatives for rapid transit in Surrey are being considered, including alternatives, which propose Bus Rapid Transit into the Semiahmoo Town Centre Plan area. The City envisions the possibility of Light Rail Transit (LRT) extending this far at some point in the future. The rapid transit alternative that is selected, and the design of the selected alternative, including station locations, guideway widths, layover facilities and integration with existing roads will have a significant influence on road dedication requirements, potential density of development and local street alignments in the Town Centre. It is considered premature to finalize the Stage 2 component of the Semiahmoo Town Centre Plan until the SRTS is complete and the recommendations clearly defined.

Other considerations

A number of other factors also support the reconsideration of the Semiahmoo Town Centre Plan prior to approval of the Stage 2 component by Council. These are listed and discussed in the following sections of this report.

Metro Vancouver Regional Growth Strategy – Frequent Transit Development Areas

In 2011, Metro Vancouver adopted a new Regional Growth Strategy. One of the components of this Strategy is a requirement for member municipalities (including Surrey) to identify Frequent Transit Development Areas (FTDAs). These are areas adjacent to high-frequency transit corridors

where development densities may be adjusted to justify and support more intense transit investments. The 152 Street corridor has been identified by TransLink as a FTDA and, as such, it would be appropriate to review proposed land uses and densities along 152 Street in the Town Centre as part of the Stage 2 component of the Semiahmoo Town Centre Plan in parallel with the ongoing SRTS process being led by TransLink.

24th Avenue Land Use Study

Staff has identified the need to reconsider the appropriate form and density of development in the area south of 24 Avenue between 152 Street and 156 Street. This area is characterized by single-family homes on very long north/south-oriented blocks. A number of inquiries and applications for higher density residential development have been received in relation to this area. Any increases in the density of development in this area will need to be supported with improvements to the transportation infrastructure. There is a particular need for an east-west local road between 152 Street and 154 Street to distribute local traffic and alleviate congestion on 24 Avenue. The process of determining appropriate densities and the related street network will involve public consultation and the outcomes of this study are closely linked with those in the Semiahmoo Town Centre Plan.

Potential Medical Precinct near Peace Arch Hospital

Staff has been approached by property owners and medical practitioners regarding the potential for designating areas along 16 Avenue near 156 Street for uses supporting the adjacent Peace Arch Hospital located on the south side of 16 Avenue in the City of White Rock. As this area is immediately adjacent to the Semiahmoo Town Centre Plan area it would be appropriate to extend the study area to encompass the area between 156 Street and Earl Marriot Secondary School with a view to establishing appropriate land use transitions and densities in this area.

Interim Implementation Strategy

The planning conditions outlined above prompted additional study work for parts of the Semiahmoo Town Centre Plan, including a wider study area as illustrated in Appendix V, adjustments to the transportation and transit plan, servicing plans and financing strategies. However, many of the planning principles established in the approved Stage 1 component of the Plan remain valid and the land uses established in the Plan are appropriate bases for new development in the Town Centre.

To permit and encourage redevelopment that is in keeping with the vision for the Semiahmoo Town Centre as set out in the Stage 1 Land Use Concept while the Semiahmoo Town Centre Plan is being finalized an Interim Implementation Strategy has been developed. This strategy is similar to that approach that is being followed in Surrey City Centre, which permits development applications to be received and processed while the Stage 2 component of the Plan is being completed.

The following Interim Implementation Strategy is recommended in relation to the processing of development applications within the Semiahmoo Town Centre Plan area:

1. Development applications that conform to the Interim Land Use and Density Concept, as documented in Appendix I, may proceed to rezoning completion prior to the completion of Stage 2 of the Semiahmoo Town Centre Plan, subject to agreement on community amenity

contributions acceptable to Council and meeting conditions of rezoning as determined through the application review process;

2. Development applications will be reviewed in the context of the Interim Transportation Concept, as documented in Appendix II, the Interim Urban Design, Building Height & Massing Concept, as documented in Appendix III and the Interim Parks, Greenways and Community Amenity Concept, as documented in Appendix IV; and
3. The City will seek to implement the Transportation Concept through the development and redevelopment of sites, including achieving road dedications and public rights-of-way as appropriate.

Density in the Town Centre OCP Designation

Stage 1 of the Semiahmoo Town Centre Plan proposed a maximum density of 2.5 FAR for sites within the Town Centre Official Community Plan ("OCP") designation. At the time that the Plan was developed, this density was seen as sufficient to encourage the gradual redevelopment of existing one to two storey commercial properties, including the Semiahmoo Mall. However, indications from the market are that significant increases in land values in the region, and in South Surrey in particular, make the 2.5 FAR density insufficient to trigger the redevelopment of existing commercial properties to the mixed-use development envisioned in the Semiahmoo Town Centre Plan. This is especially the case for smaller properties, which typically command a higher land value per acre, and which are more challenging to develop in terms of development efficiencies.

To encourage the highest standards of development within the Town Centre, it is recommended that bonus density of up to 1.5 FAR be granted within the area indicated as a "Density Bonus Area" in Appendix I. The bonus density may be granted in exchange for significant community amenities such as community arts space, affordable seniors housing units, local transportation benefits or parks and public spaces. The appropriate amount of bonus density granted will be determined in relation to the community amenities proposed, in keeping with the City's Density Bonus Policy.

To encourage the dedication of local streets, "pocket parks" and pedestrian walkways and the widening of streets to facilitate transit service, it is recommended that, for the purposes of conforming to the Semiahmoo Town Centre Plan, density be calculated on the gross development site area prior to public dedications. This approach has been successfully applied in Surrey City Centre to encourage a finer-grained block pattern and pedestrian network.

Local Road Network within the Plan Area

Redevelopment within the Semiahmoo Town Centre area will require improvements to the street network, including the widening of arterial and collector roads to support transit service delivery, distribute traffic reasonably across the network and provide for pedestrians and cyclists. New local street connections are also needed to provide alternative routes that reduce traffic congestion on arterial and collector roads, connect destinations within the Town Centre and improve the walking and cycling network. The proposed new and widened streets are illustrated in Appendix II. Many of these improvements will be secured as conditions of approval during the rezoning and subdivision approval process for development applications. Other new links may need to be purchased by the City. Funds for such land purchases and the construction of such

links would be generated through a levy on benefitting development. This will be more accurately defined during the completion of Stage 2 component of the Semiahmoo Town Centre Plan.

Interim Servicing Strategy

As part of the Stage 2 component of the Semiahmoo Town Centre Plan, an Engineering Servicing Strategy is being developed for each of the water, drainage, and sanitary sewer systems. The strategy will identify all of the municipal infrastructure requirements necessary to support the full build out of the Semiahmoo Town Centre. Initial analysis indicates that there is sufficient system capacity to support development applications that are consistent with the Interim Land Use and Density Concept as previously referenced in this report subject to the system improvements that are identified in the 10-Year (2012-2021) Servicing Plan. As such, development applications that conform to the Interim Land Use and Density Concept as described in Appendix I may proceed to rezoning completion prior to the completion of Stage 2 component of the Semiahmoo Town Centre Plan, but subject to each development application undertaking all necessary local infrastructure improvements required to service the development and that onsite stormwater management features are incorporated in the design of the development as stipulated in the Fergus Creek Integrated Stormwater Management Plan.

Based on preliminary population projections and infrastructure cost estimates, it is projected that implementation of the Engineering Servicing Strategy will not require any DCC rate adjustments.

Finalization of the Semiahmoo Town Centre Plan

To address the changes to the planning context for the Town Centre as described previously in this report, staff is proposing the Semiahmoo Town Centre Plan area be extended to include the area shown in Appendix V attached to this report. In this regard, staff will develop a Terms of Reference for planning this expanded Plan area including a public consultation process and will forward such a Terms of Reference to Council for approval.

SUSTAINABILITY CONSIDERATIONS

The recommendations outlined in this report will assist the City in achieving a number of the principles and action items identified in the Surrey Sustainability Charter, including, but not limited to:

- SC9 – ensuring that adequate, appropriate and affordable housing is available in areas well served by transit;
- SC12 – planning for demographic change;
- EC2 – promoting local economic vitality and job creation;
- EC7 – encouraging sustainable building and development practices;
- EC9 – encouraging high quality urban design and development;
- EC16 – supporting increased transit service and transportation infrastructure improvements;
- EN9 – supporting sustainable land use planning practices;
- EN10 and 11 – encouraging development that is energy-efficient and reduces greenhouse gas emissions;
- EN13 – enhancing the public realm; and
- EN15 – increasing sustainable transportation options.

CONCLUSION

The conditions within and around the Semiahmoo Town Centre Plan area have changed significantly since the Stage 1 component of the Plan was approved by Council in 2006. These changes indicate a need to reconsider aspects of the Plan, expand the study area covered by the Plan and re-engage with the community in relation to amending the Plan. An Interim Implementation Strategy is recommended as part of this process to permit development applications that adhere to the principles of the approved Stage 1 Land Use Concept Plan to proceed to completion in advance of the full Plan being finalized.

Based on the above discussion, it is recommended in relation to the Semiahmoo Town Centre Plan that Council:

- approve the Interim Implementation Strategy as described in this report related to the processing of development applications for sites in the Semiahmoo Town Centre Plan;
- approve the Semiahmoo Town Centre Interim Land Use and Density Concept as illustrated and documented in Appendix I;
- approve the Interim Transportation Concept as illustrated and documented in Appendix II;
- approve the Interim Urban Design, Building Height & Massing Concept as documented in Appendix III;
- approve the Interim Parks, Recreation and Community Amenity Concept as documented in Appendix IV; and
- approve the boundary extension of the Semiahmoo Town Centre Plan Area as illustrated in Appendix V.

With respect to the boundary extension referenced above, staff will forward a Terms of Reference to Council for approval that will act to guide the process of planning these areas including public engagement.

Original signed by
Jean Lamontagne
General Manager
Planning and Development

Original signed by
Vincent Lalonde, P.Eng.
General Manager,
Engineering

PB/DL:saw

Attachments:

- Appendix I Interim Land Use and Density Concept
- Appendix II Interim Transportation Concept
- Appendix III Interim Urban Design, Building Height & Massing Concept
- Appendix IV Interim Parks, Greenways and Community Amenity Concept
- Appendix V Proposed Semiahmoo Town Centre Plan Study Area Extension

LAND USE AND DENSITY CONCEPT

Land Uses

Land use designations and densities for the Semiahmoo Town Centre Plan area are illustrated on Figure 1.1.

Within the "Mixed-Use" designation in Figure 1.1, commercial and institutional uses are encouraged, including:

- Retail uses,
- Office uses, and
- Civic and public uses.

Commercial or institutional uses are required on the ground floor in "Mixed Use" areas fronting 152 Street as illustrated in Figure 1.1. Continuous retail uses along the frontage are strongly encouraged on the ground floor of buildings fronting along 152 Street within the "Mixed Use" designation, with office uses and residential uses above.

On lands within the "Mixed Use" designation, multiple-family residential uses are encouraged, except on the ground floor as referenced above.

Within the "Commercial" designation, only commercial uses or institutional uses are permitted on the ground floor. Multiple-family residential uses within the "Commercial" designation are only permitted on the second storey and above.

Within the "Multiple Residential" designation, multiple family residential uses are encouraged. Minor commercial (retail, office or live-work uses) are permitted. New single-family residential development is inconsistent the Plan and is strongly discouraged.

Density

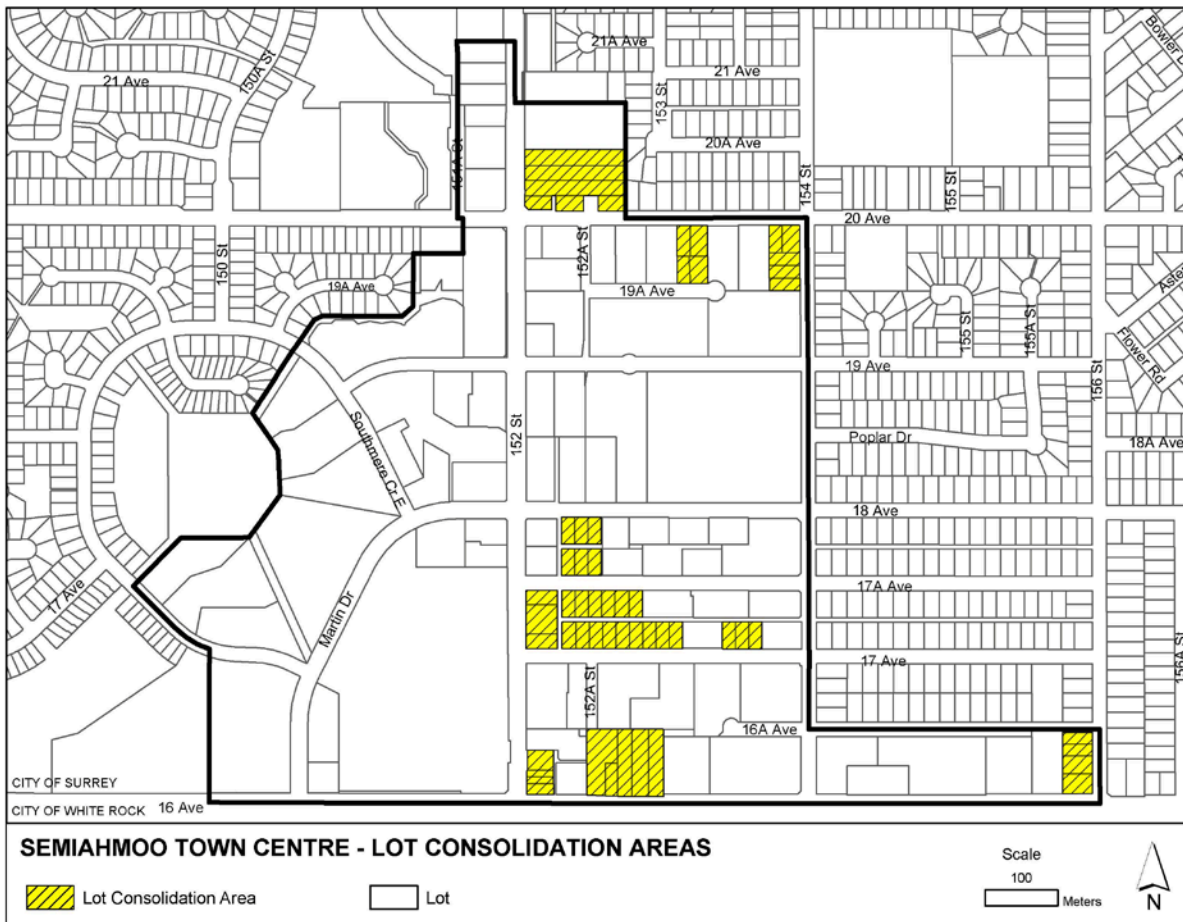
Densities as illustrated on Figure 1.1 are based on gross site areas prior to any dedications for roads or other public purposes.

Within the Density Bonus area shown in Figure 1.1, additional density of up to 1.5 FAR may be considered where a significant community benefit such as cultural space, non-profit organization space, affordable housing units, public parks and/or public plazas are contributed through the development approval process or a cash-in-lieu payment is made to support the provision of such amenities within Semiahmoo Town Centre all in keeping with the City's Density Bonus Policy.

Lot Consolidation / Joint Development Areas

To facilitate development in an orderly and comprehensive manner, the lots within the areas shown on Figure 1.2 must be developed in conjunction with the neighbouring lots as highlighted, or in such a way that the land uses, density and transportation network contemplated in the Plan can be achieved.

Figure 1.2



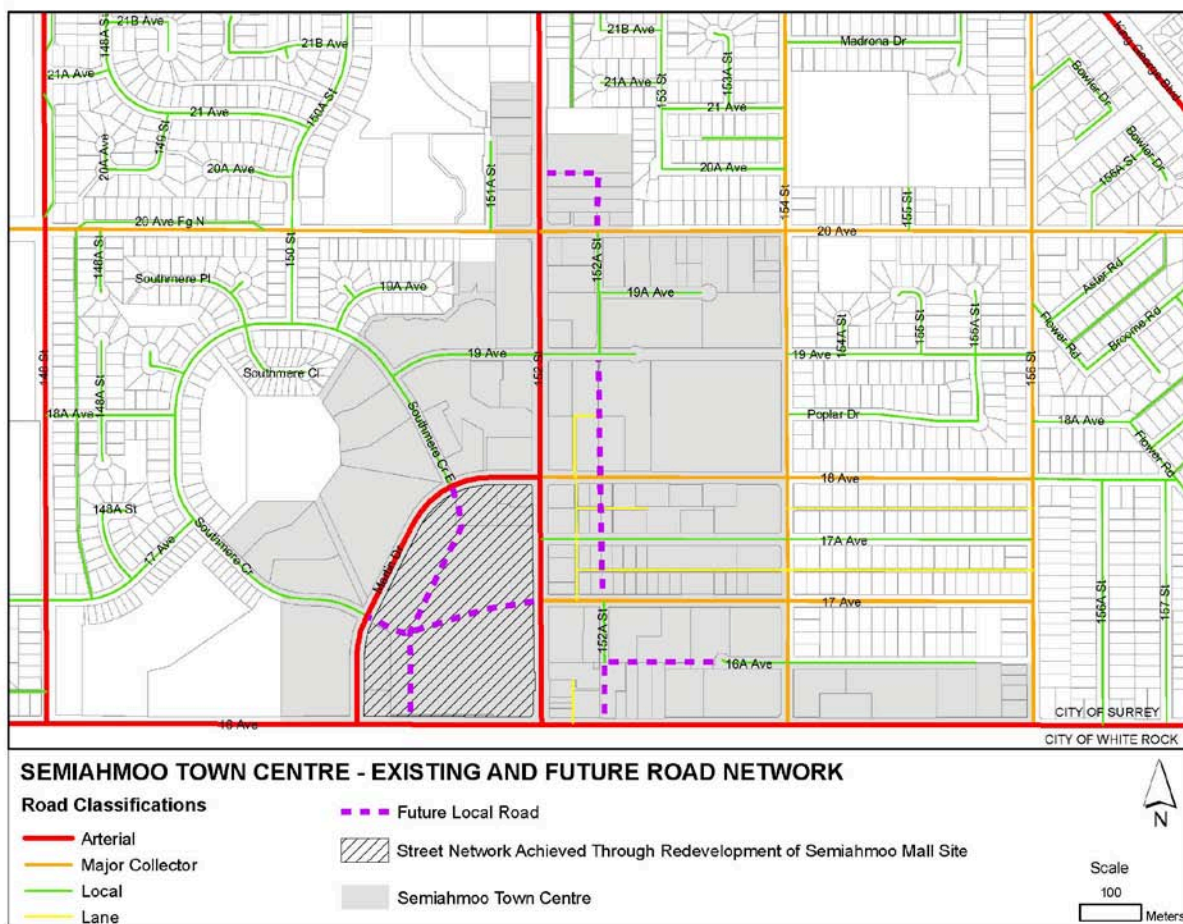
TRANSPORTATION CONCEPT

Future Road Network (Figure 2.1)

Figure 2.1 illustrates the future road network concept for the Semiahmoo Town Centre. Figure 2.1 includes existing roads, along with new local streets that will be achieved by way of dedication at the time of development approval, including:

- 152A Street connection from 16 Avenue to 20 Avenue, extended through the properties north of 20 Avenue to an intersection with 152 Street;
- 16A Avenue extension to an intersection with the future 152A Street; and
- Internal streets within the Semiahmoo Mall site, connecting to both ends of Southmere Crescent, to 17 Avenue and to 16 Avenue west of 152 Street.

Figure 2.1



Road Widths (Figure 2.2)

The Road Width concept shown in Figure 2.2 will be achieved through dedications at the time of redevelopment of the adjacent properties.

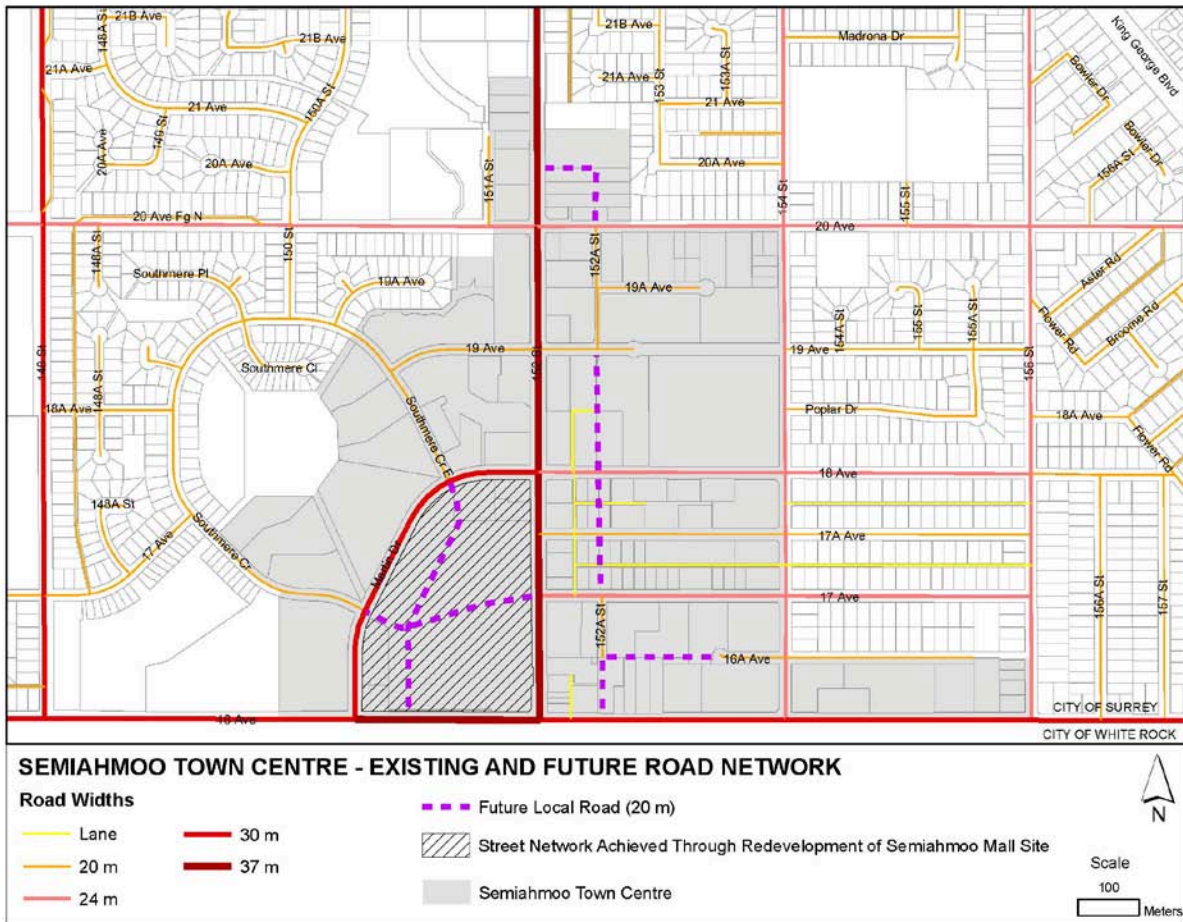
Arterial roads proposed for future rapid transit service, including 152 Street and 16 Avenue between 152 Street and Martin Drive will have an ultimate right-of-way width of 37m. Other arterial roads will have an ultimate right-of-way width of 30m.

Collector roads will have an ultimate right-of-way width of 24m.

Local roads, including existing and future roads will have an ultimate right-of-way width of 20m.

Lanes will have a right-of-way width of 6m.

Figure 2.2



Cycle Routes and Multi-use Pathways

Bicycle lanes will be developed along all arterial and collector roads consistent with the City's Cycling Plan.

A greenway is proposed along the north side of 20 Avenue including a 4m paved multiuse pathway located within an 8m landscaped right-of-way.

The Semiahmoo Trail will be extended as shown in Figure 5 as a continuous multi-use paved trail, mostly within existing parkland. Where new trail segments are required to provide for trail continuity, these will be constructed as 3m in width paved multi-use trails. The "urban segment" of the Semiahmoo Trail through the Semiahmoo Mall site will be achieved as and when redevelopment occurs and will be a 4m in width paved multi-use pedestrian and cycling route. These extensions of the Semiahmoo Trail will not be subject to the trail and landscape design standards that apply to the designated Semiahmoo Heritage Trail as set out in the *Zoning Bylaw*.

In addition to the cycling and pedestrian routes shown on Figure 5, additional pedestrian connections may be required through development sites to provide a finer-grained pedestrian network within the Town Centre Plan area.

URBAN DESIGN, BUILDING HEIGHT & MASSING CONCEPT

Building Height and Massing (Figure 3)

Maximum building heights are shown on Figure 3.

Within the area providing a maximum building height is 20 storeys, additional height may be considered in up to 3 selected locations for landmark buildings exhibiting LEED-gold or equivalent certified green building standards, and/or architectural distinction. The locations, heights and orientation of landmark buildings will take into account shadowing impacts and height transitions to surrounding residential areas.

High-rise buildings over 6 storeys in height should have a maximum floor plate size of 7,500 square feet above the 4th storey, and high-rise buildings over 15 storeys in height should have a maximum floor plate of 7,000 square feet above the 4th storey. Landmark high-rise buildings over 20 storeys in height should have a maximum floor plate of 6,000 square feet above the 4th storey. Buildings fronting 152 Street that exceed 4 storeys in height shall have a podium along the 152 Street facade with a maximum height of 4 storeys and with a setback from the face of the podium to the face of the storeys above the podium of 6m.

Urban Design Concept

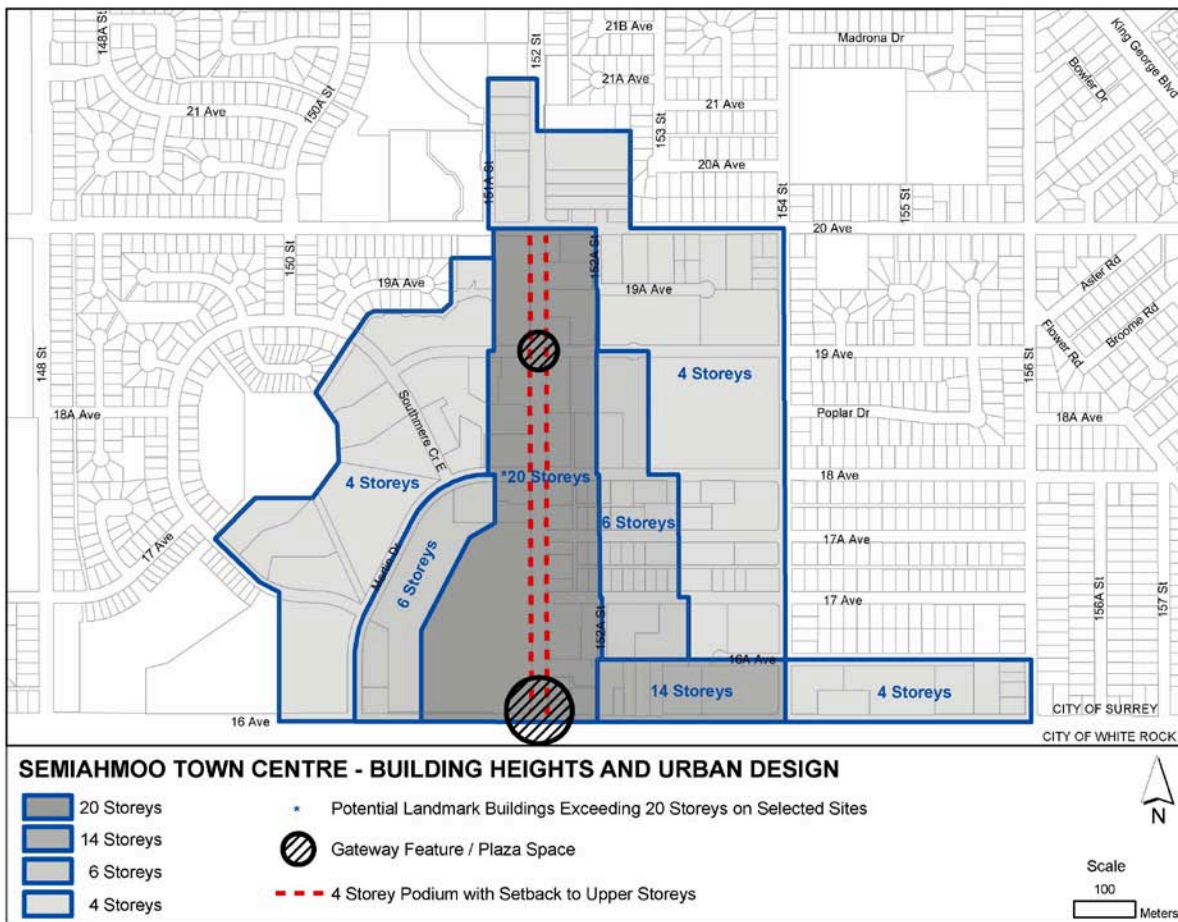
Place-making elements such as plazas or public gathering places including "gateway" structures and/or public art installations shall be located at the southwest and southeast corners of the intersection of 19 Avenue and 152 Street and at the northeast and northwest corners of the intersection of 16 Avenue and 152 Street, forming a recognizable and entrance to the central streetscape that runs through the Town Centre area.

Along 152 Street, continuous commercial facades are strongly encouraged, and street-facing commercial frontage is required along both sides of 152 Street between 19 Avenue and 16 Avenue.

Commercial and residential units shall directly face the public street, and shall be directly accessed by pedestrians from the public street.

A consistent and coherent streetscape is to be created including street lighting, street trees, sidewalks and boulevard paving, banners and street furniture.

Figure 3



PARKS, RECREATION AND COMMUNITY AMENITY CONCEPT

The Semiahmoo Town Centre includes the existing Bakerview Park and Southmere Village Park, and is at the southerly terminus of the Semiahmoo Heritage Trail.

The Semiahmoo Trail will be extended as shown in Figure 5 as a continuous multi-use paved trail, mostly within existing parkland. Where new trail segments are required to provide for trail continuity, these will be constructed as 3m in width paved multi-use trails. The "urban segment" of the Semiahmoo Trail through the Semiahmoo Mall site will be achieved as and when redevelopment occurs and will be a 4m in width paved multi-use pedestrian and cycling route. These extensions of the Semiahmoo Trail will not be subject to the trail and landscape design standards that apply to the designated Semiahmoo Heritage Trail as set out in the *Zoning Bylaw*.

A greenway is proposed along the north side of 20 Avenue including a 4m paved multiuse pathway located within an 8m landscaped right-of-way.

Figure 4



PROPOSED EXTENSION OF THE SEMIAHMOO TOWN CENTRE PLAN AREA

Figure 5

