

NO: R187

COUNCIL DATE: **July 25, 2016**

REGULAR COUNCIL

TO: Mayor & Council **DATE: July 7, 2016**

FROM: General Manager, Planning and Development **FILE: 6520-20 (Fleetwood**
General Manager, Engineering **Town Centre)**

SUBJECT: Fleetwood Town Centre Plan Update – Stage 1 Land Use and
Transportation Concept

RECOMMENDATIONS

The Planning and Development Department and the Engineering Department recommend that Council:

1. Receive this report as information;
2. Approve amendments to the land use concept and transportation network (the “Stage 1 Plan”) of the Fleetwood Town Centre Plan (“TCP”) as described in this report and shown in Appendix “I” (land use) and Appendix “II” (transportation);
3. Approve the vision, objectives and strategies for the updated Fleetwood Town Centre Plan as described in this report and shown in Appendix “III”;
4. Approve the urban design framework and placemaking initiatives for creating a distinctive Fleetwood Town Centre as described in this report and shown in Appendix “IV”;
5. Authorize staff to undertake the necessary actions associated with completing Stage 2 of the Fleetwood Town Centre Plan update including urban design guidelines, an engineering servicing strategy, and a financial strategy based on the Stage 1 Plan;
6. Authorize staff to receive and process development applications for properties within the “core area” on the basis of the Stage 1 Plan;
7. Authorize staff to bring forward the necessary bylaw to amend the Official Community Plan as shown in Appendix “V” and set a date for public hearing; and
8. Resolve to rescind City Policy O-43 – Fleetwood Town Centre Height Restrictions as shown in Appendix “VI”.

INTENT

The purpose of this report is to:

- Provide an overview and seek Council approval of amendments to the land use plan component of the TCP, which will form the basis for more detailed Stage 2 planning, including determination of required engineering infrastructure and financing strategies for engineering servicing and community amenities;
- Provide a synopsis of the results of the public consultation process, commercial market study and heritage study that contributed to the development of a preferred land use concept for updating the existing Fleetwood Town Centre Plan (“TCP”); and
- Provide an overview of the anticipated impacts of the proposed land use changes, including on population growth, the road network, parkland usage and demand on engineering infrastructure.

POLICY CONSIDERATIONS

If Council approves the recommendations in this report:

1. The land use plan and transportation network components of the Fleetwood Town Centre Plan as described in this report will supersede those in the existing Fleetwood Town Centre Plan. The main effects of this will be to:
 - permit higher density mixed use development in a wider area within the core of the Fleetwood Town Centre;
 - integrate development with the future Light Rail Transit line along Fraser Highway; and
 - amend the local street, lane and walkway network, which will be achieved largely through the incremental redevelopment of properties within the plan area.
2. The extent of the Town Centre designation in the Official Community Plan (OCP) and the permitted density in this designation will be adjusted; and
3. Council Policy O-43 which limits building heights to 4 storeys in the Fleetwood Town Centre will be rescinded in order to allow building heights of up to 6 storeys in selected areas.

BACKGROUND

Existing Land Area, Population and Commercial Floor Space

Geographic Area

The existing Fleetwood Town Centre area encompasses a gross area of 400 hectares (992 acres) of land, roughly bounded by 88 and 80 Avenues to the north and south and by 156 and 168 Streets to the west and east. Commercial activity in Fleetwood Town Centre is centred along or near Fraser Highway, which bisects Fleetwood at a diagonal. The outer edges of Fleetwood Town Centre comprise detached single family housing, with the northeast corner abutting the Agricultural

Land Reserve. Fleetwood Town Centre accounts for 22% of the area of the entire Fleetwood Community.

Existing Plan

Land development, urban design, transportation networks and engineering servicing in Fleetwood Town Centre are currently guided by the “Fleetwood Town Centre Land Use Plan and Urban Design Concept (Stage 2 Final Report)” and the “Fleetwood Town Centre Servicing Plan”. These plans, referred hereafter jointly as the “Fleetwood Town Centre Plan” (TCP), were approved by Council on December 4, 2000.

The existing TCP set out permitted land uses and maximum buildings heights, but did not specify development densities. The TCP is supported by City Policy No. O-43 which was adopted by Council on April 26, 1999, at the time of approval of the Stage 1 land use concept, to limit the height of any structure in Fleetwood Town Centre to four storeys or 15 metres (Appendix “VI”).

The main land use components of the existing Fleetwood TCP include:

- *Pedestrian-oriented centre* – A central area was designated as Community Commercial (suitable for C-8 and C-15 zoning) to accommodate commercial and commercial-residential mixed-use developments; this area was centred on a triangle of properties formed by Fraser Highway, 84 Avenue and 160 Street, and extends north on 160 Street to near 87 Avenue;
- *Accommodation of auto-oriented commercial uses* – Specific locations along Fraser Highway were designated as Highway Commercial to accommodate existing low density, auto-oriented commercial business (suitable for C-8, CHI, CG-1, CG-2, CTA and CPR zoning); and
- *Protection of existing residential neighbourhoods* – The character of established residential neighbourhoods was protected by a building height restriction of four storeys, as well as by the range of maximum permitted residential densities, whereby, for example, Low Density Townhouses (maximum 15 upa) could provide an appropriate transition to single family homes.

Population and Residential Units

At the time the Fleetwood TCP was adopted, it was anticipated that an additional 5,000 dwelling units would be constructed, for a total of 7,600 dwelling units and population of about 20,000 at full build-out in about 2021. At the end of 2015, the Town Centre had an estimated 6,600 dwelling units and a population of 18,400. Nearly one-third of the population of Fleetwood resides within the Town Centre boundaries. The estimated population of the entire Fleetwood Community was 60,300 at the end of 2015.

Much of the Fleetwood TCP has built out in accordance with the 2000 Plan and there has been substantial townhouse development in the area over the past 15 years. However, the mixed-use, pedestrian-oriented “core area” planned around 160 Street and Fraser Highway has been slow to develop as envisioned in the plan. Development in this area has been limited to modest commercial and mixed-use developments with standalone residential and commercial buildings. This proposed update of the Fleetwood TCP focuses on the core area and proposes policies to encourage renewed growth and redevelopment in this area in conjunction with planned Light Rail Transit (“LRT”) along Fraser Highway.

Existing Commercial Area

The Fleetwood TCP currently designates approximately 31 hectares (77 acres) of land for a range of commercial uses: 13 hectares (32 acres) for Community Commercial uses and 18 hectares (45 acres) for Highway Commercial uses. With approximately 107,000 square metres (1.2 million sq. ft.) of built floor area in these commercially designated areas, there is opportunity for more intensive uses. The average density is 0.33 FAR for land area designated as Community Commercial and 0.23 FAR for land designated as Highway Commercial. Nearly 17% of commercially designated land remains vacant or is occupied by one family dwellings or mobile houses.

Evolving Policy Context

In the context of community advocacy, planning for future rapid transit on Fraser Highway, and policy changes in the new Official Community Plan (OCP), Council authorized staff to review and update the Fleetwood TCP, including engaging in a public and stakeholder consultation process (Regular Council Report No. R035).

Fleetwood Town Centre Action Plan

In June 2011, Council received a delegation from the Fleetwood Community Association urging a review of the Fleetwood TCP and its implementation. A consultant was retained by the City to work with the Fleetwood Community Association to develop an Action Plan. These findings were presented to Council in July 2012 and included a recommendation that the 2000 Fleetwood TCP be updated to facilitate redevelopment and revitalization in the area.

Planning for Future Rapid Transit

The Surrey Rapid Transit Study, a multiyear study undertaken by TransLink and the Province, in partnership with the City of Surrey, evaluated alternatives for rapid transit service in Surrey. The study identified alternatives to meet the long term transit needs of Surrey, including options for rail-based transit on Fraser Highway and potential stations within Fleetwood Town Centre.

The Regional Transportation Strategy (“RTS”), adopted by TransLink in 2013 to guide its planning over the next 30 years, reiterated the importance of Fraser Highway as a corridor for transit investments south of the Fraser River. Significantly, the RTS sets out a principle to “invest strategically”, that is, to base investment decisions on “what land uses and demand-management measures are in place and anticipated for the future.” The implications for Surrey, which has advocated for LRT on Fraser Highway, including through the Mayors’ Council on Regional Transportation, is that there be a commitment in land use plans to provide the appropriate density of housing and jobs in Fleetwood Town Centre, together with urban design policies that support successful LRT implementation.

Official Community Plan and Metro Vancouver Regional Growth Strategy

The new OCP, which was given Final Adoption on October 20, 2014, also has policy implications that necessitate an update of the Fleetwood TCP. These OCP policies include:

- *Higher Densities for Town Centre and Urban Centre* – The new OCP set increased densities for the “Town Centre” designation in Fleetwood, ranging 1.5 FAR to 2.5 FAR (Appendix “V”). Furthermore, in areas of Fleetwood Town Centre identified in the OCP as an “Urban Centre” and having a “Multiple Residential” designation, the OCP allows for densities up to 2.0 FAR.
- *Policy B2 Distinctive Town Centres* – The OCP describes Town Centres as the distinctive, social, cultural and commercial centre of its community. The OCP notes that within Fleetwood Town Centre there is need to expand commercial uses because of the rapid growth of multiple residential housing and to accommodate higher residential densities in areas that would directly benefit from the extension of rapid transit infrastructure.
- *Policy B3 Transit Corridors* – The OCP identifies Fraser Highway as a Frequent Transit Corridor, with two future LRT stations conceptually located in Fleetwood Town Centre. Transit Oriented Development is supported in the OCP through policies on land use and urban design in transit corridors, e.g. to encourage mixed-use development, place parking behind buildings.

Fleetwood Town Centre is designated as a Municipal Centre in the Metro Vancouver Regional Growth Strategy (RGS), and as an Urban Centre in the City of Surrey’s Regional Context Statement. The RGS establishes a target of 40% of new residential units being constructed in Urban Centres; increased development densities in Fleetwood Town Centre will contribute to realizing this objective.

DISCUSSION

Process to Develop Proposed Amendments

Development of the draft and preferred options for updating the Fleetwood TCP relied on two independent consultant studies and extensive public and stakeholder consultation. The findings from the studies and consultation process are described below.

Consultant Studies

- *Fleetwood Town Centre Commercial Market Study*, Urbanics Consultants Ltd. (March 2015) – The commercial market study noted that while there had been steady population growth in the Fleetwood community over the last decade, demand for further growth in commercial services in the Town Centre would be tempered by the lower projected growth of Fleetwood in comparison to other Surrey communities, as well as by the competing draw of retail centres in Guildford, Newton and Langley. The study estimated that by 2036, an additional 425,000 sq. ft. of retail and service commercial (e.g. hair stylist, dry-cleaning services) floor area and 42,000 sq. ft. of local-serving office (e.g. medical clinics, accounting services) would be warranted based on population growth projections and capturing “leakage” of consumer spending outside of Fleetwood Town Centre. The greatest demand would be for new eating and drinking establishments and food and beverage stores. The study indicated that success of the retail market would be affected by having a tenant mix that complements the larger retail centres and the extent to which the concept of a pedestrian-oriented retail and transit-oriented precinct can be established.
- *Fleetwood Town Centre Heritage Study*, Donald Luxton and Associates Inc. (January 2015) – The heritage study noted two sites as having historical significance: (1) Fleetwood Memorial

United Church (now the Surrey Chinese Baptist Church) at 8590 160 Street, and (2) Fleetwood Community Hall at 8415 160 Street. The church was added to the Community Heritage Register in 2000 and the community hall is identified in the study as a possible addition. The study provided suggestions for heritage interpretation, including through commemoration of the historic role of Yale Wagon Road/Fraser Highway, building level interpretation at Fleetwood Memorial United Church, etc.

Consultation Process

An extensive public consultation process was undertaken to identify and build upon the strengths of Fleetwood, as well as to develop and refine land use and urban design proposals (Appendix “VII”). The public was engaged through:

- displays and opportunities to provide comment at City events and facilities;
- two public open houses;
- one property owners meeting;
- an urban design workshop with 25 resident and property owner participants;
- three rounds of online and paper surveys; and
- a project website with information on draft proposals and links to online surveys.

The Fleetwood Community Association (FCA) was engaged throughout the process by presentations to its membership, meetings between City staff and FCA delegates, and the participation of individual FCA members in surveys, the design workshop and at public open houses. Other stakeholder groups that were consulted include the Development Advisory Committee, the Transportation and Infrastructure Committee, an Interagency Advisory Group and the Surrey School Board.

The main issues and outcomes in the three rounds of surveys are summarized below and detailed in Appendix “VII”.

- *Analysis of community assets and needs* – In 148 post-it note comments and 160 paper and online survey responses, residents overwhelmingly said they liked living in Fleetwood. 72% of survey respondents said they either “Like Extremely” or “Like Very Much” living in Fleetwood. Residents described Fleetwood as an evolving community that was central and convenient for living. They described their community as friendly, safe and family-oriented. However, they also described the community as unfocused and lacking a centre. The top three areas they identified as needing improvement were in: more recreational activities, better transit, and more retail and restaurant options.
- *Feedback and refinement of draft proposals* – Draft land use proposals were based on the OCP concept of delineating the Town Centre designation into areas of higher (2.5 FAR) and lower (1.5 FAR) density. Draft proposals for land use changes and placemaking measures were posted online and presented at stakeholder meetings. In response, 80 completed surveys and letters were received from Fleetwood residents and property owners. Based on this feedback, the proposals were revised to expand and simplify the area designated as Mixed Use, so as to have one consistent density (2.5 FAR), but with a four storey height restriction adjacent to existing townhouses. At the urban design workshop and in survey comments, Fleetwood residents stressed the need to create a safe and attractive walking environment. Their comments were incorporated into the “preferred options” for urban design.

- *Feedback on final “preferred options”* – In the 111 survey responses and letters received from Fleetwood residents and stakeholders, there was broad support for all aspects of the “preferred options” for updating the Fleetwood TCP. 70% or more of survey respondents indicated they “support” or “support strongly” the proposed TCP vision, objectives and strategies, including urban design strategies to create a distinctive destination in the Town Centre. Support for proposed land uses, density and circulation network options was still strong, although somewhat less enthusiastic, with over 60% of survey respondents indicating “support” or “support strongly”. Details of the survey questions, as well as City staff response to the concerns raised, are outlined in Appendix “VII”.

The “preferred options” for which public comment was received, are for the most part, the options being presented in this report Council consideration. However, there are two additions:

- In response to public feedback, a “tree preservation area” was added to the property on the northwest corner of 160 Street and 86 Avenue, whereby higher density and building height may be permitted with extensive tree preservation; and
- 125 square metres (1350 sq. ft.) was added to complete the proposed configuration of Coyote Springs Park at the future Watson Drive.

Vision, Objectives and Strategies

Many of the community priorities and planning objectives that informed the 2000 Fleetwood TCP remain valid today. This update builds upon the earlier work and develops a broad vision and specific objectives (the “desired outcomes”) for Fleetwood Town Centre. The broad vision and six objectives will be pursued through eight strategies, which are summarized below and detailed in Appendix “III”.

Vision:

“Fleetwood Town Centre will be a distinctive, thriving centre for residential, commercial, social and recreational activities for all residents in the community of Fleetwood. There will be a range of housing forms – from a variety of ground-oriented housing to apartments and mixed-use buildings – to accommodate different life stages and incomes. The Town Centre will build upon community life that has been focused on 160 Street, with new pedestrian-oriented commercial and residential activity that is supported by proximity to excellent transit. Fleetwood Town Centre will embrace its role in serving local residents, with civic and small-scale commercial activities that complement larger scale businesses at 152 Street.”

Objectives and Strategies:

| Objectives: | Strategies: (to achieve the broad vision and specific objectives) |
|--|---|
| 1. High quality, pedestrian-friendly, urban district within the Town Centre 2. Connectivity and transportation choice | a. Provide population and densities to support future rapid transit and local serving commercial businesses b. Focus new commercial development near 160 Street and Fraser Highway c. Create a distinctive destination through design guidelines for streets and private property |

| | |
|--|--|
| | d. Create a connected network of wider sidewalks, multi-use pathways, roads and lanes, particularly in areas designated for higher densities |
| 3. Diversity of housing form and tenure 4. Housing affordability | e. Encourage apartments and commercial-residential mixed-use developments f. Area specific protection and redevelopment of manufactured homes |
| 5. Distinctive community character and identity 6. Places for recreation and social interaction at all ages | g. Identify opportunities for placemaking, public art, heritage interpretation and enhanced landscaping at parks, public facilities and the interface between private property and public rights-of-way h. Provide programmable park and recreation space for new residents |

Proposed Land Use Changes

Overview of Land Use Concept

The proposed land use plan amendments shown in Appendix “VIII” were informed by resident feedback and by commercial market study findings. Major components of the proposed land use concept, including retention of elements from the existing plan, are summarized below:

- *Protection of existing neighbourhoods with ground-oriented housing* – The proposed land use concept retains the single family, townhouse and manufactured home designations from the existing plan. Manufactured homes provide an affordable form of detached, ground-oriented housing; consequently, this designation is being retained for the properties located west of Venture Way. In areas where apartments and mixed-use buildings are adjacent to existing townhouses, new multi-storey buildings would be restricted to four storeys to provide an appropriately scaled transition.
- *Creation of a compact, pedestrian-friendly precinct of local-serving commercial activity and apartments which is centred on a future rapid transit stop at Fraser Highway and 160 Street* – The existing Community Commercial designation would be replaced with a Mixed Use designation, which would allow buildings up to six storeys. The higher density, Mixed Use designation would be extended to include properties located within 400 metres, or a five minute walk, from the future rapid transit stop. While it is not expected that mall sites near Venture Way or highway commercial uses east of 160 Street will redevelop immediately, it is anticipated that the increased permitted densities in conjunction with the implementation of LRT along Fraser Highway will encourage existing low-density, car-oriented commercial activity to redevelop into higher-density mixed use developments with pedestrian-oriented retail and personal service uses at the ground floor and residential units above.
- *Requirement for ground floor commercial activity along important streets and corners, as one strategy for creating a distinctive destination in Fleetwood Town Centre* – Requiring commercial activity at ground floor level contributes to a lively pedestrian experience, both in terms of having destinations to draw people into the area, as well as by providing visual interest with glass facades and views of building activities and retail displays. The Community

Commercial designation of the existing TCP does not permit residential buildings without a commercial component. In contrast, by setting out where commercial frontages are required, the proposed Mixed Use designation allows for standalone residential buildings on deep lots. See Appendix “IV” (a) and Appendix “VIII” for locations where ground level commercial activity would be required.

- *Accommodation of existing lower density commercial activity* – Lower density and auto-oriented commercial properties that are outside of the “core area” and designated as Highway Commercial in the existing TCP, are proposed to be changed to a Commercial designation with a maximum permitted density of 1.5 FAR. This TCP designation is consistent with the Commercial designation in the OCP and allows for continuation of existing uses, without creating competition for the pedestrian-oriented, commercial activity envisioned in the core area.
- *Larger neighbourhood park with enhanced access and residential “eyes-on-the park”* – The existing TCP anticipates a neighbourhood park that comprises a City owned property and half of the property to the north; the proposed park was accessed from 160 Street by a pedestrian-only street running through the middle of a currently undeveloped property. Under proposed amendments, two rear lanes and the pedestrian-only street would be eliminated. The neighbourhood park would be increased in size by 2,600 square metres (0.6 ac) to create a neighbourhood park that is about 1 hectare in size (2.6 ac). The new proposed park would be reconfigured and extended southward so that the City-owned lot formed the northern portion. The park would have improved access with street frontage on three sides. Overlooking the west side of the park, residential buildings fronting and oriented toward the park would be required. See Appendix “IV” (a) and Appendix “VIII” for the proposed location of the park and required residential frontage.
- *Creation of a finer grained street network in areas planned for higher densities* – To facilitate pedestrian access, connectivity within the commercial and apartment precinct, and distribution of traffic to the existing Arterial and Collector road network, the updated plan proposes completion of existing planned roads, new local roads and new “green lanes” with a narrower road cross section. The changes are elaborated upon in the following section on the Circulation Network.

Land Use Designations and Overlays

Most of the land use designations in the Fleetwood TCP will remain unchanged. Of the land area within the Town Centre boundaries, excluding any road allowance, more than 25% is designated for townhouse uses; nearly 40% is designated for detached single family homes; and about 4% is designated for manufactured homes.

| Fleetwood TCP Designated Land - Proposed | sq m | ha | ac | % | % |
|--|------------------|------------|------------|-------------|-------------|
| Mixed Use 2.5 FAR 6-story maximum | 167,600 | 17 | 41 | 5% | |
| Commercial 1.5 FAR | 106,300 | 11 | 26 | 3% | 9% |
| Apartment 1.5 FAR 4-story maximum | 18,400 | 2 | 5 | 1% | |
| Apartment and Medium Density Townhouses | 183,300 | 18 | 45 | 6% | 6% |
| Medium Density Townhouses | 292,800 | 29 | 72 | 9% | |
| Low Density Townhouses | 500,200 | 50 | 124 | 16% | 25% |
| Low Density Townhouses In Duplex Form | 2,100 | 0 | 1 | 0% | |
| Low Density Townhouses or Single Family | 5,500 | 1 | 1 | 0% | |
| Single Family Urban | 1,007,800 | 101 | 249 | 32% | 39% |
| Single Family Suburban | 215,800 | 22 | 53 | 7% | |
| Manufactured Homes | 115,500 | 12 | 29 | 4% | 4% |
| Industrial | 61,900 | 6 | 15 | 2% | 2% |
| Institutional | 104,000 | 10 | 26 | 3% | |
| Institutional/Commercial | 81,000 | 8 | 20 | 3% | 6% |
| Parks, Multiuse Corridors and Buffers | 290,700 | 29 | 72 | 9% | 9% |
| Total TCP Area (excluding road allowance) | 3,153,000 | 315 | 779 | 100% | 100% |

Only about 9% of the TCP area, excluding road allowance, is proposed to undergo any substantive change. The existing Community Commercial designation will be replaced by three new designations. The new Mixed Use designation will be extended to include properties between Venture Way and 162 Street which are currently designated as Highway Commercial. These new designations are:

- *Mixed Use, 2.5 FAR, 6 Storey Maximum* – This designation is intended to support uses that collectively create a lively, pedestrian-friendly centre for commercial and residential activity. Appropriate uses under this designation include mixed-use commercial/residential buildings and standalone commercial and apartment buildings. Buildable floor area is limited by a maximum gross density of 2.5 FAR and maximum height of six storeys. This density and built form are deemed to be sufficient to encourage redevelopment and to support LRT investment, without distorting the market.
- *Apartment or Mixed Use, 1.5 FAR, 4 Storey Maximum* – This designation is intended to support higher density, multiple residential developments with predominantly underground parking and optional ground floor commercial activity. Buildable floor area is limited by a maximum gross density of 1.5 FAR and maximum height of four storeys.
- *Apartment, 1.5 FAR, 4 Storey Maximum* – This designation is intended to support higher density, multiple residential developments with predominantly underground parking. Buildable floor area is limited by a maximum gross density of 1.5 FAR and maximum height of four storeys.

Additionally, three overlay areas may be applicable in the Mixed Use designation:

- *4 Storey Maximum* – Portions of properties adjacent to existing townhouse developments are limited to a maximum height of 4 storeys;
- *Commercial Frontage Required* – At specified street and corner locations, buildings are required to have ground floor commercial frontage; and

- *Residential Frontage Required, 4 Storey Maximum* – Residential frontage and a maximum height of four storeys is required adjacent to the neighbourhood park planned at 161 Street and 86 Avenue.

Other changes to the existing land use plan are detailed in Appendix “VIII” and are administrative in nature to reflect existing land uses. The designations of two existing church properties are proposed to be amended to Institutional to reflect its current use and its desirable use into the future. One church is included in the Surrey Community Heritage Register and public comment during the consultation process included feedback that more space needs to be allotted for additional churches in the Town Centre.

Implementation Measures

In order to implement the proposed land use concept, designations and overlays, two City policy documents must be changed:

- *Amend “Figure 12: Fleetwood Town Centre Densities” in the OCP* – In the explanatory text for the “Town Centre Designation”, amend the figure to increase the extent of the Town Centre Designation and to adjust the areas specified for maximum densities of 2.5 and 1.5 FAR. This change and other amendments to reflect proposed or existing land uses are shown in Appendix V.
- *Rescind City Policy O-43 in its entirety* – The policy currently restricts the height of any structure in Fleetwood Town Centre to four storeys or 15 metres (Appendix “VI”).

Parks, Recreation and Open Space

The TCP area has 24 hectares (60 acres) of existing parkland, distributed into a balance of community and neighbourhood level parks and riparian and environmental conservation areas. These include the following notable parks: Francis Park, Bonnie Schrenk Park, Bucci Park, Frost Road Park and Walnut Park. Proposed new parks, riparian and environmental conservation areas will amount to approximately 2 hectares (5 acres).

In addition to the existing parks, the proposed TCP continues to designate for two new, but expanded, neighbourhood parks to serve the needs and be within walking distance of local residents (unnamed park at 161 Street and Coyote Springs Park at the future Watson Drive). The TCP also envisions an expansion of community level park amenities, including athletic fields, within parkland adjacent to the Surrey Sport and Leisure Complex. When complete, the TCP area will deliver up to 26 hectares (65 acres) of parkland, or about 8% of the total designated area (excluding road allowance). In addition to parkland, the TCP area includes 9 hectares (22 acres) of recreational designation, including the Surrey Sport and Leisure Complex and the Fleetwood Community Centre.

The Fleetwood Town Centre parks and green space system is connected through an integrated network of off-street greenways and multi-use pathways. These connections provide a convenient and accessible active transportation network, reducing dependencies on automobiles and linking residents with community amenities and services.

Transportation Network

Roads

Similar to other secondary plans that have been approved in recent years, the proposed road network changes in the Fleetwood TCP is based on principles contained in the City's Transportation Strategic Plan, which centres on a grid road system to support the needs of all transportation modes. Proposed amendments to the road network are designed to provide connectivity within the TCP area, and will allow for traffic to be distributed to the City's Arterial and Collector road network. This would minimize the traffic impacts on any particular street in the TCP area.

City staff has paid special attention to existing property lines and adjacent properties when developing the finer grid road network to support the proposed densities (Appendix "II"). Where a standard local road allowance would have an undue impact on redevelopment of particular properties, narrower "green lanes" have been proposed. These "green lanes" would accommodate a sidewalk, treed boulevard, one parking lane and two travel lanes. Other unique cross sections will be developed in Stage 2 of the TCP update to accommodate tree preservation.

Transit

The Town Centre is bisected by Fraser Highway, which is currently designated for LRT. In support of this future transit infrastructure, the proposed road network provides efficient multi-modal routing options for existing and future residents to access the anticipated station locations on Fraser Highway at 160 Street and 166 Street. These routing options will all include walking and cycling infrastructure that would allow local residents to access transit. As part of the Stage 2 process of the update, staff will work with TransLink to seek opportunities for additional bus services in anticipation of the density increases as proposed by this plan.

Walking and Cycling

All roads proposed as part of the Town Centre Plan update will provide sidewalks on both sides that are separated from traffic lanes by boulevards able to sustain large street trees to provide safe and comfortable walking environment by pedestrians. The City's road design standards include bicycle infrastructure on all collector and arterial roads, while local roads are available for cyclists' use by sharing with vehicles as traffic is anticipated to be low. The TCP also includes a number of greenways, multi-use paths and walkways, which provide additional options for pedestrians and cyclists to access local commercial uses, parks and cultural facilities in the plan area.

Placemaking and Urban Design

Measures to create a visually distinctive and discernable centre for the Fleetwood community are importable components of the TCP update. The commercial market study noted that establishing an identity of a pedestrian-oriented retail precinct would differentiate the local shopping experience from the larger retail centres and contribute to the economic viability of new commercial floor area. Similarly, residents expressed a desire to see auto-oriented businesses transform into a pedestrian-friendly area with interesting restaurants, shops and attractive spaces in which to spend time. The strategies to transform and create a distinctive destination in the core area are summarized below and elaborated upon in Appendix "IV".

1. Require ground floor commercial activity:
 - a. along important streets;
 - b. at commercial corners with sunlight and attractive views;
2. Identify and enhance important public spaces:
 - a. places for staying – larger neighbourhood parks, public plazas or seating areas at sunny or significant locations (e.g. near special trees or buildings);
 - b. places in passing / visual reference points – locations for public art, heritage interpretation and enhanced landscaping, including at public plazas, future rapid transit stops, etc.;
3. Set urban design requirements:
 - a. streets – e.g. public seating, wide split sidewalks located in the public boulevard and semi-public space of building setbacks; and
 - b. buildings and properties – e.g. continuous building forms near the property line to create a sense of street enclosure and visual interest;
4. Leverage LRT opportunities:
 - a. Create a safe and inviting public realm (sidewalks, signage, plazas, street furniture etc.) around LRT station stops to support the use and success of public transit;
 - b. Ensure clear and consistent wayfinding signage around LRT station stops; and
 - c. Ensure the LRT project components (stations, guideway elements, public art, landscape etc.) integrate with their surroundings to contribute to a distinctive “sense of place” in the Fleetwood Town Centre.

Projected Population Growth and New Local Serving Commercial Floor Area

Projected Growth in “Core Area”

Many properties located within the “core area” are unlikely to redevelop to higher densities until a time in the future, given the continuing viability of some existing businesses. The proposed land uses and maximum densities in this plan are based on an assumption of future rapid transit on Fraser Highway that uses at-grade, light rail (LRT) technology. An illustrative example of one possible medium term redevelopment scenario is illustrated in Appendix “IX”.

Under a modest growth scenario where buildings of newer construction, one existing large mall site and public spaces are assumed to have no change, and based on densities of 2.5 FAR for mixed uses and 1.5 FAR for apartments, the core area at “full buildout” would have:

- additional population in the range of 4,600 to 6,800 residents;
- from 2,400 to 3,500 new residential units, totaling about 2.5 million sq. ft. of new residential floor area in mixed-use or standalone apartment buildings; and
- approximately 560,000 sq. ft. of new predominantly local-serving commercial floor area with 2,500 jobs.

Projected Growth in Fleetwood Town Centre

The Planning and Development Growth Model anticipates a population in Fleetwood Town Centre ranging from a low of 22,600 to a high of 23,400 in 2026. This represents an average annual population growth rate of about 2.0% to 2.4% over the next decade (Appendix “IX”), as opposed

to 1.3% annual growth expected under the existing plan. The Growth Model follows a Metro Vancouver practice to project and distribute population growth at full buildout into the future in 2046. The population of Fleetwood Town Centre in 2046 is projected to range from a low of 25,600 to a high of 27,800 people. However, the rate of redevelopment in the core area is variable and dependent to some degree on implementation of LRT along Fraser Highway.

Impact on Existing Schools

Continuing development in the Fleetwood Community and Fleetwood Town Centre is expected to yield about another 1,000+ students (615 elementary and 385 secondary) in the next ten years.

- *Impact of additional growth in Fleetwood Town Centre* – The additional growth associated with proposed amendments to the “core area” (based on an estimated high of 3,500 apartment units at full buildout) would be another 500 students (320 elementary and 180 secondary). Apartment student yield rates have historically been very low; however, the housing market in Surrey is changing and its evolution may result in a higher or lower number of students than estimated.
- *School capacity in Fleetwood Town Centre* – The Fleetwood Town Centre area lies within 2 secondary school catchments: North Surrey Secondary to the area north of Fraser Highway and Fleetwood Secondary to the south of Fraser Highway. North Surrey Secondary is current over capacity by about 200 students, and Fleetwood Secondary is over capacity by about 50 students. Area elementary schools – Walnut Road, Frost Road, William Watson and Woodland Park – also are at or over capacity (the group of schools is currently over capacity by 100 seats).

Based on continued development, and the potential increase in density to the Fleetwood Town Centre, the School District will need to re-examine Capital Plan requirements in this area, which could include addition(s) to elementary schools and/or North Surrey Secondary.

Infrastructure Servicing Strategy

An engineering servicing analysis for water, sanitary sewer and stormwater management, as well as a financial plan, for the Town Centre will be developed as part of the Stage 2 plan. Only those works that normally form part of the City’s development cost charge (DCC) program, such as major trunk sanitary sewer and water mains, collector and arterial roads, and major stormwater management infrastructure, will be included in the servicing strategy. Local engineering services will be addressed on a site-by-site basis during the development application review process, per the City’s usual practice.

Water

Fleetwood Town Centre is currently serviced with municipal water supplied from the Whalley Pump Station (Appendix “X” (a)). However, Metro Vancouver is planning to construct the Fleetwood Reservoir, west of the Town Centre, by 2020. Once commissioned, the Fleetwood Reservoir and the existing Fleetwood Pump Station will supply water to the 135m pressure zone of the Fleetwood area, which includes the Town Centre. The close proximity of the pump station and reservoir as a supply source improves the supply of water to the Town Centre area and reduces the need for off-site infrastructure.

The existing feeder main network from Fleetwood Pump Station does not have sufficient capacity to service the development densities contemplated in the existing Official Community Plan. Water main upgrade projects have been proposed in the current 10 Year Plan. Additional feeder mains will be required to service the higher densities proposed for the Town Centre.

The existing water distribution network within the Town Centre has adequate capacity to supply daily water demand, as well as fire flow requirements. Additional local mains will be required to service new developments and improve connectivity within the Town Centre.

Sanitary Sewer

Fleetwood Town Centre is currently serviced by an extensive sanitary sewer network that supports the existing development (Appendix "X" (b)). Sanitary sewers in the area range in size from 200 to 450mm diameter, and are predominantly PVC or concrete. The sewer network is relatively young, having been installed since the 1980's.

Wastewater generated by the majority of the Town Centre area is conveyed south or east to the City's Tynehead Interceptor, which runs along the toe of slope near the Agricultural Land Reserve (ALR) buffer. The Tynehead Interceptor discharges to Metro Vancouver's Central Valley Trunk near 152 Street and 72 Avenue, which in turn discharges to the South Surrey Interceptor near 153A Street and Highway 10. The northwest corner of the Town Centre area drains west and south, and ultimately also connects to the Metro Vancouver's Central Valley Trunk.

The future development densities proposed for the Town Centre will result in an increase in population in the area, which in turn will result in an increase in wastewater flows. While most of the existing sanitary sewer system has adequate capacity to support future development in the Town Centre, some upgrades will be required along 160 Street and 157 Street near Fraser Highway. A portion of the required upgrades on 157 Street are in the current 10 Year Plan.

Stormwater

The existing storm sewer system in the Town Centre is approximately 30 years old and provides adequate service to the existing development (Appendix "X" (c)). The system discharges stormwater runoff to several Class A watercourses (E Creek, Swanson Brook, Drinkwater Creek, Fleetwood Creek) which are connected to the Serpentine River. There are a few detention ponds (municipal and private) in the Town Centre for runoff quantity control.

The Fleetwood Town Centre Plan update provides an opportunity to enhance the existing stormwater management system to support future development, as well as protect, maintain and enhance the natural environment, in particular land and creek habitat areas that are used for wildlife and human benefits.

Stormwater management in Fleetwood Town Centre will be governed by the City's Design Criteria (2016) and two Integrated Stormwater Management Plans (ISMP) i.e. the Fleetwood Greenway ISMP and Upper Serpentine ISMP. Both ISMPs recommend on-lot measures (such as amended topsoil) to retain rainwater onsite, along with water quality enhancements.

Conveyance upgrades will be needed to address capacity constraints resulting from future development in the Town Centre. Updates may include replacing existing infrastructure, adding mitigation measures, upsizing pipes or implementing flow diversions.

The stormwater servicing strategy for the Town Centre will also address flood management issues, erosion in the stream channels, and environmental protection and enhancement.

Financial Analysis and Implementation Plan for Engineering Infrastructure

Under the Stage 2 Plan, financial analysis will be conducted to compare the expected DCC revenues generated from development within the Town Centre against anticipated costs to service the development. Should the analysis show that the expected DCC revenues are insufficient, the Stage 2 Plan will recommend an appropriate financing approach.

In addition to the financial analysis, the Stage 2 Plan will also include an implementation plan for each component of engineering infrastructure to optimize the investment required to support development within the Town Centre.

Next Steps

As part of Stage 2 of the TCP planning process, staff will undertake or resolve the following issues prior to bringing a completed update of the Fleetwood TCP to Council for final approval.

- *Lot consolidation strategy* – Ensure that proposed higher densities are achievable by developing a lot consolidation strategy, in particular for the lots of varying sizes within the triangular area bounded by Fraser Highway, 160 Street and 84 Avenue.
- *Transportation Network Alignment and Cross-sections* – Update detailed transportation network requirements, including to accommodate for future rapid transit on Fraser Highway by adjusting alignment and cross-section of buffers and multiuse paths on the corridor, develop special road cross-sections for tree preservation, and other circulation amendments as necessary.
- *Placemaking Strategies* – Prepare a detailed plan and written guidelines for placemaking, including outcome-oriented urban design guidelines and preferred locations and phasing of landscaping, signage and public art initiatives;
- *Community Amenities* – Review the community amenity contributions that are currently collected in Fleetwood Town Centre, and in particular, to prepare a financial strategy for implementing expanded parks, green/public space and multi-use pathways.
- *Engineering Servicing* – Undertake an engineering servicing analysis for water, sanitary sewer and stormwater management, prepare an implementation plan to optimize each component of the infrastructure, and address any shortfall between anticipated costs and DCC revenues.

SUSTAINABILITY CONSIDERATIONS

The Fleetwood TCP is a local area policy document which supports implementation of Sustainability Charter “2.0”. The Objectives and Strategies (Appendix “III”) proposed as updates to the Fleetwood TCP are consistent with the Desired Outcomes and Strategic Directions of the Sustainability Charter, including:

- *Built Environment and Neighbourhoods*
 - Surrey is comprised of distinct, diverse and compact neighbourhoods and Town Centres, with an engaging public realm.
 - Surrey is well-connected within the city and to the rest of the region by fast and efficient public transit and active all-ages-and-abilities transportation infrastructure.
 - Surrey's neighbourhoods are safe, accessible, well-connected, walkable and bike friendly.
- *Infrastructure*
 - An integrated and multi-modal transportation network offers affordable, convenient, accessible and safe transportation choices within the community and to regional destinations.
- *Economic Prosperity and Livelihoods*
 - Diverse and meaningful employment and business opportunities are available close to where people live, and provide incomes that can support a high quality of life.
- *Inclusion*
 - Appropriate and affordable housing is available to meet the needs of all households in Surrey.
- *Education and Culture*
 - Public art is visible in diverse forms throughout the community and brings art into the daily lives of Surrey residents.
- *Health and Wellness*
 - Residents participate in a wide range of recreation and leisure opportunities.

CONCLUSION

Proposed updates and amendments to the existing Fleetwood Town Centre Plan have undergone an extensive public consultation process. Based on the above discussion, it is recommended that Council:

- Approve amendments to the land use plan and transportation network components (Stage 1 Plan) of the Fleetwood Town Centre Plan ("TCP") as described in this report and shown in Appendix "I" (land uses and densities) and Appendix "II" (transportation network);
- Approve the vision, objectives and strategies for the updated Fleetwood Town Centre Plan as described in this report and shown in Appendix "III";

- Approve in principal the strategies to create a distinctive destination in Fleetwood Town Centre (the “placemaking initiatives”) as described in this report and shown in Appendix “IV”;
- Authorize staff to develop guidelines and/or specifications for land use development, transportation circulation networks, placemaking and urban design during Stage 2 of the TCP process;
- Authorize staff to update the financing strategies for community amenities and engineering servicing in Fleetwood Town Centre, in order to implement the proposed land use plan amendments, placemaking initiatives, and engineering infrastructure described in this report (Stage 2 Plan);
- Authorize staff to receive and process development applications for properties within the “core area” on the basis of the land use plan shown in Appendix “I”, provided that any such application does not proceed to final approval until the Stage 2 component of the TCP is completed and approved by Council;
- Authorize staff to bring forward the necessary bylaw to amend the Official Community Plan as shown in Appendix “V” and set a date for public hearing; and
- Resolve to rescind City Policy O-43 – Fleetwood Town Centre Height Restrictions as shown in Appendix “VI”.

Original signed by
Jean Lamontagne
General Manager,
Planning and Development

Original signed by
Fraser Smith, P.Eng., MBA
General Manager,
Engineering

HC/PK/JP/SW:ss

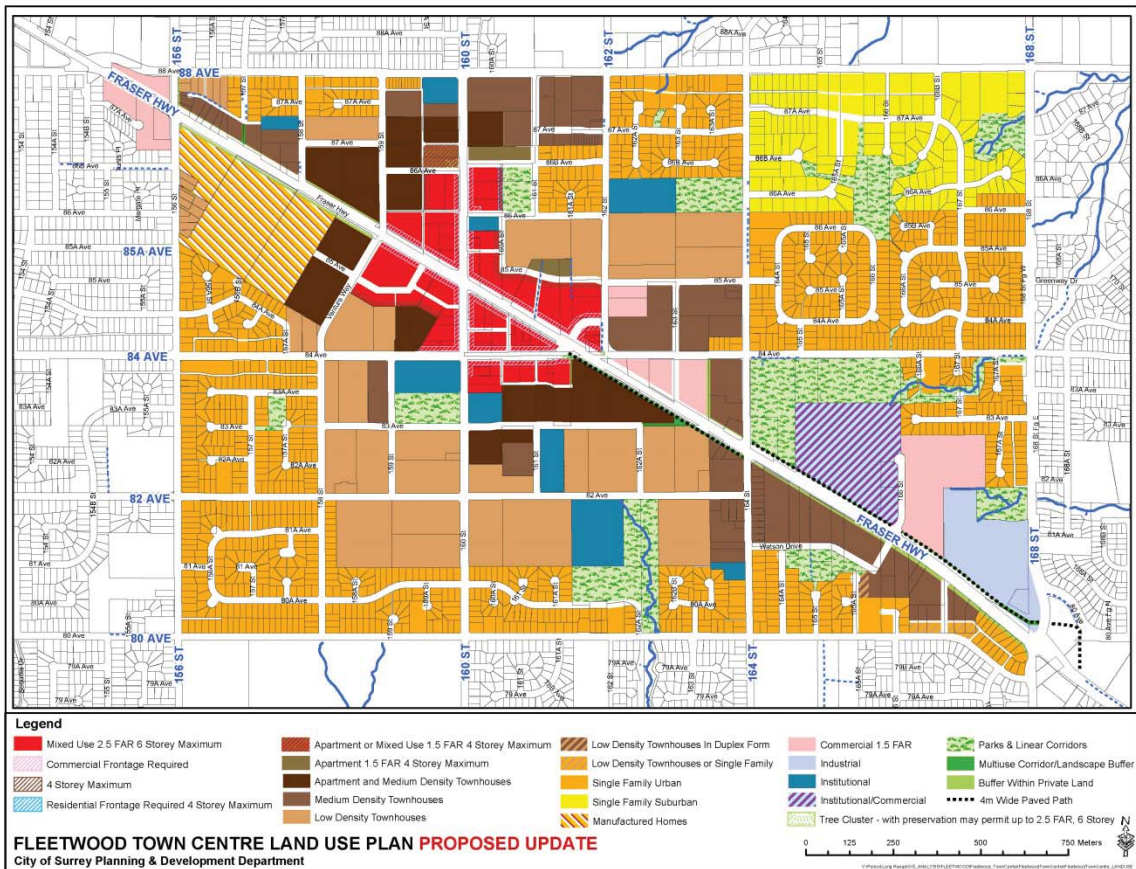
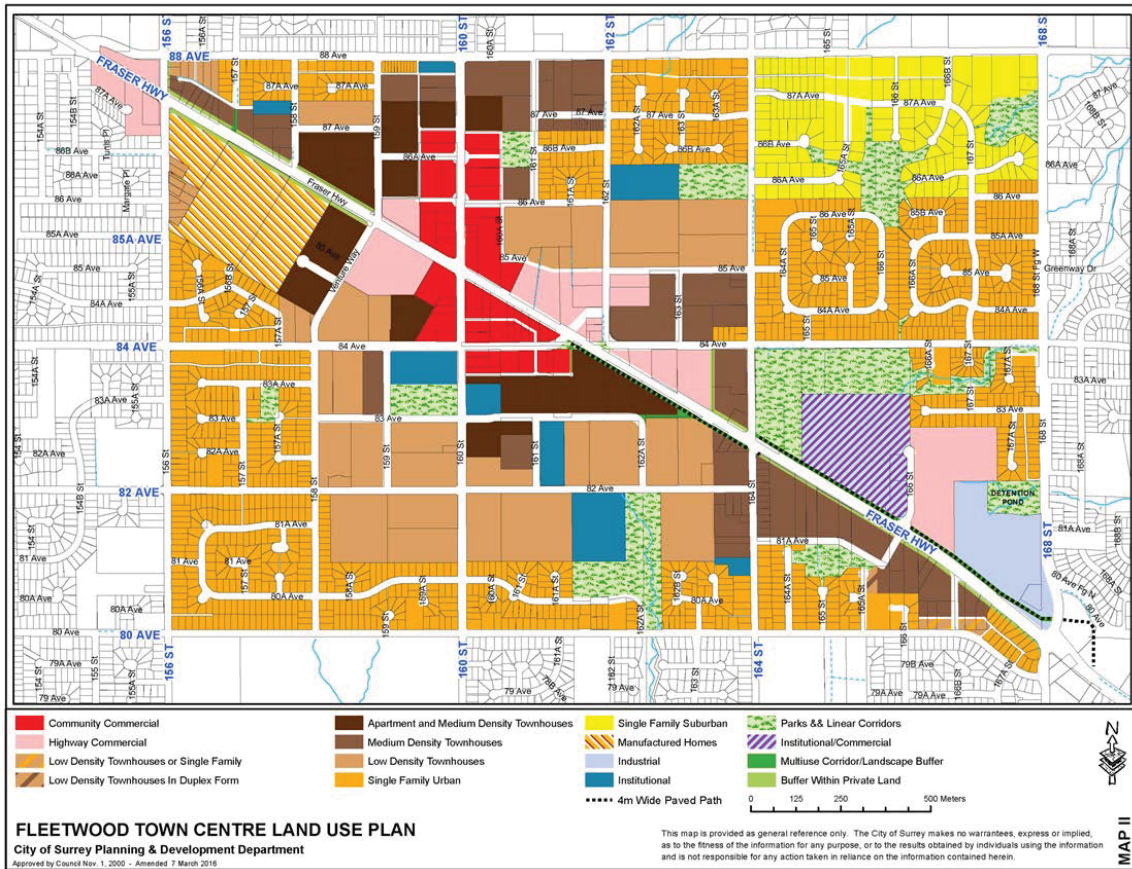
Attachments:

| | |
|-----------------|--|
| Appendix “I” | Existing Fleetwood TCP and Proposed Land Use Concept (Stage 1) |
| Appendix “II” | Existing and Proposed Transportation Network |
| Appendix “III” | Proposed Vision, Objectives and Strategies for Updated Fleetwood TCP |
| Appendix “IV” | Placemaking and Urban Design Strategies |
| Appendix “V” | Proposed OCP Amendment to “Figure 12: Fleetwood Town Centre Densities” |
| Appendix “VI” | City Policy O-43 Proposed for Deletion |
| Appendix “VII” | Summary of Public Consultation |
| Appendix “VIII” | Proposed “Core Area” Land Use and Circulation Changes |
| Appendix “IX” | Illustrative Plan and Population Growth under Proposed Land Use |
| Appendix “X” | Existing Engineering Utility Infrastructure |

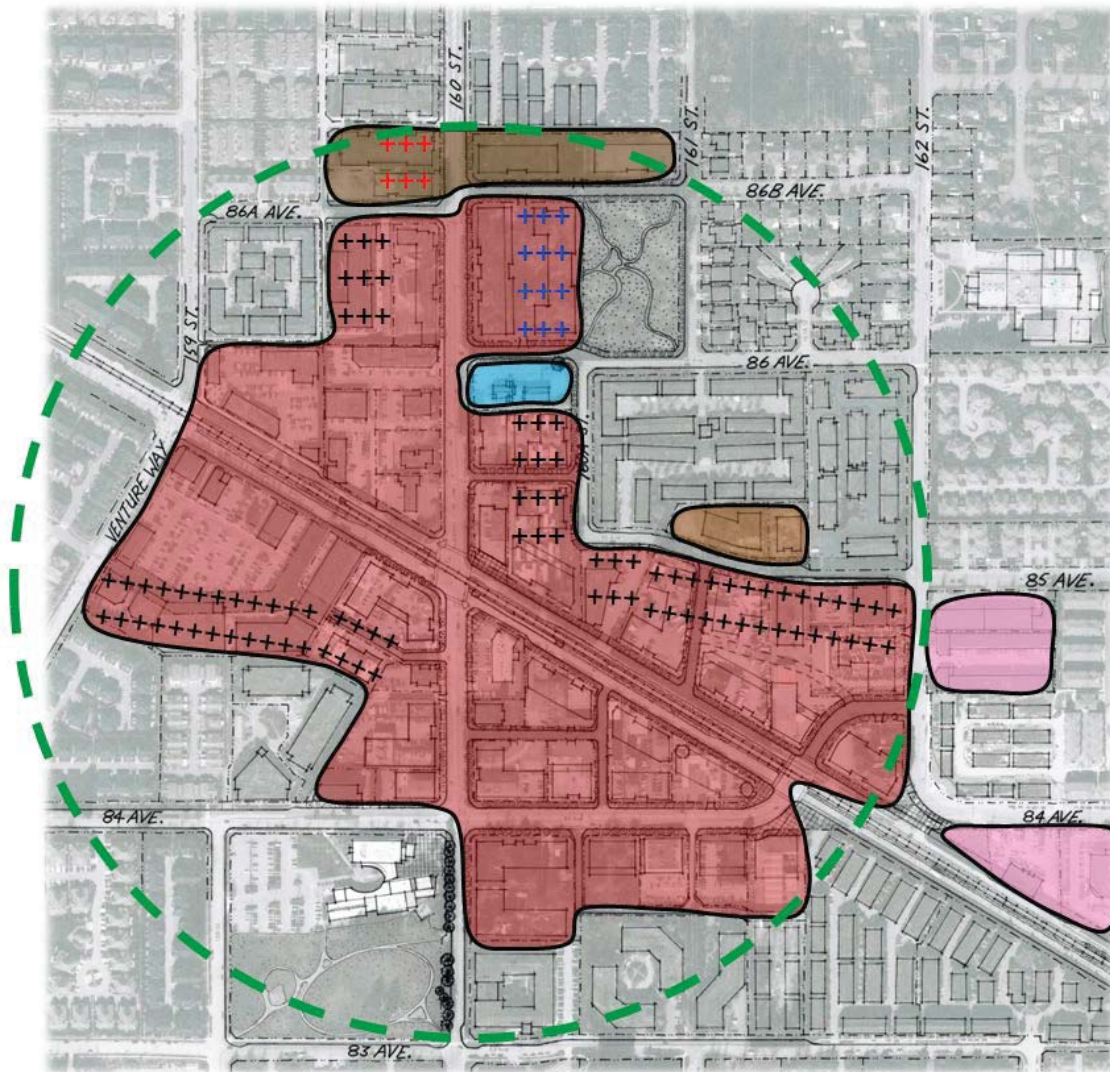
Appendix "I"









Existing Fleetwood TCP and Proposed Land Use Concept (Stage 1)

a) Entire Town Centre Area



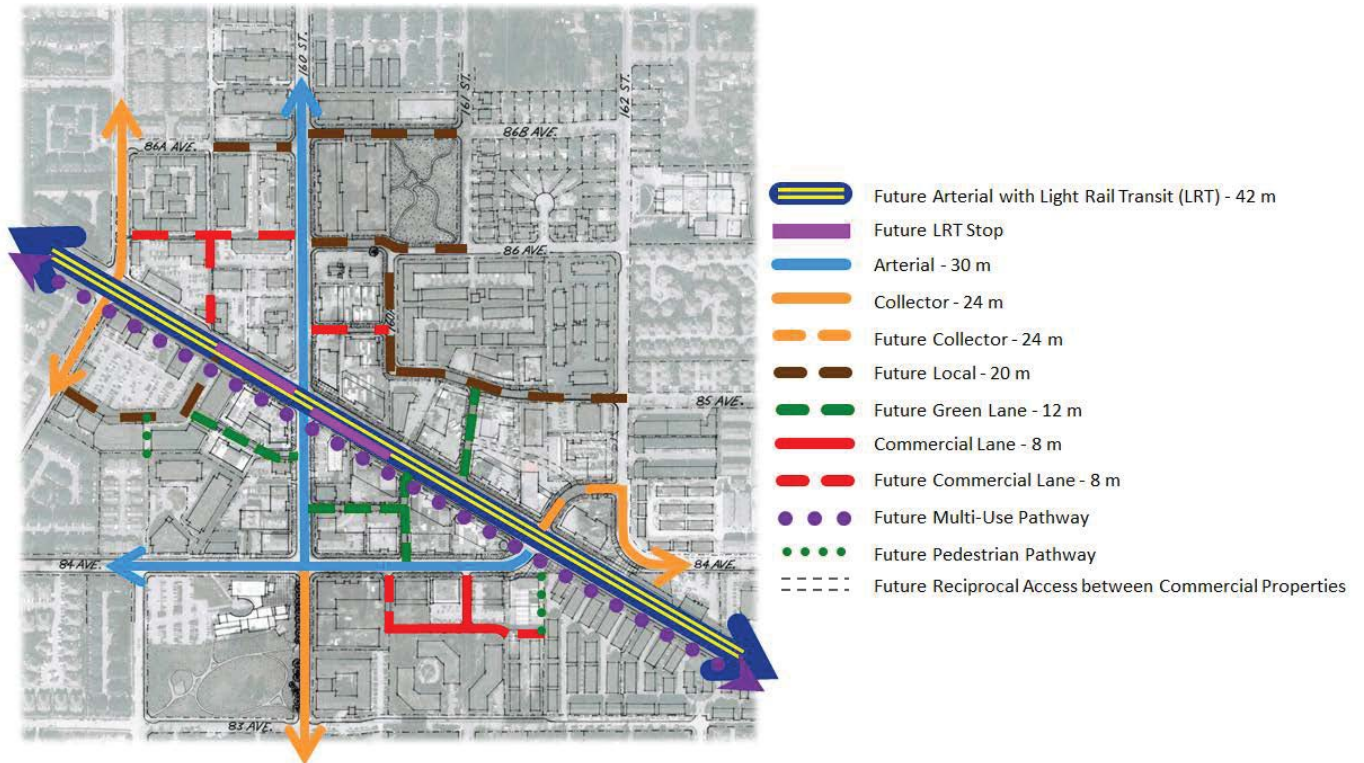
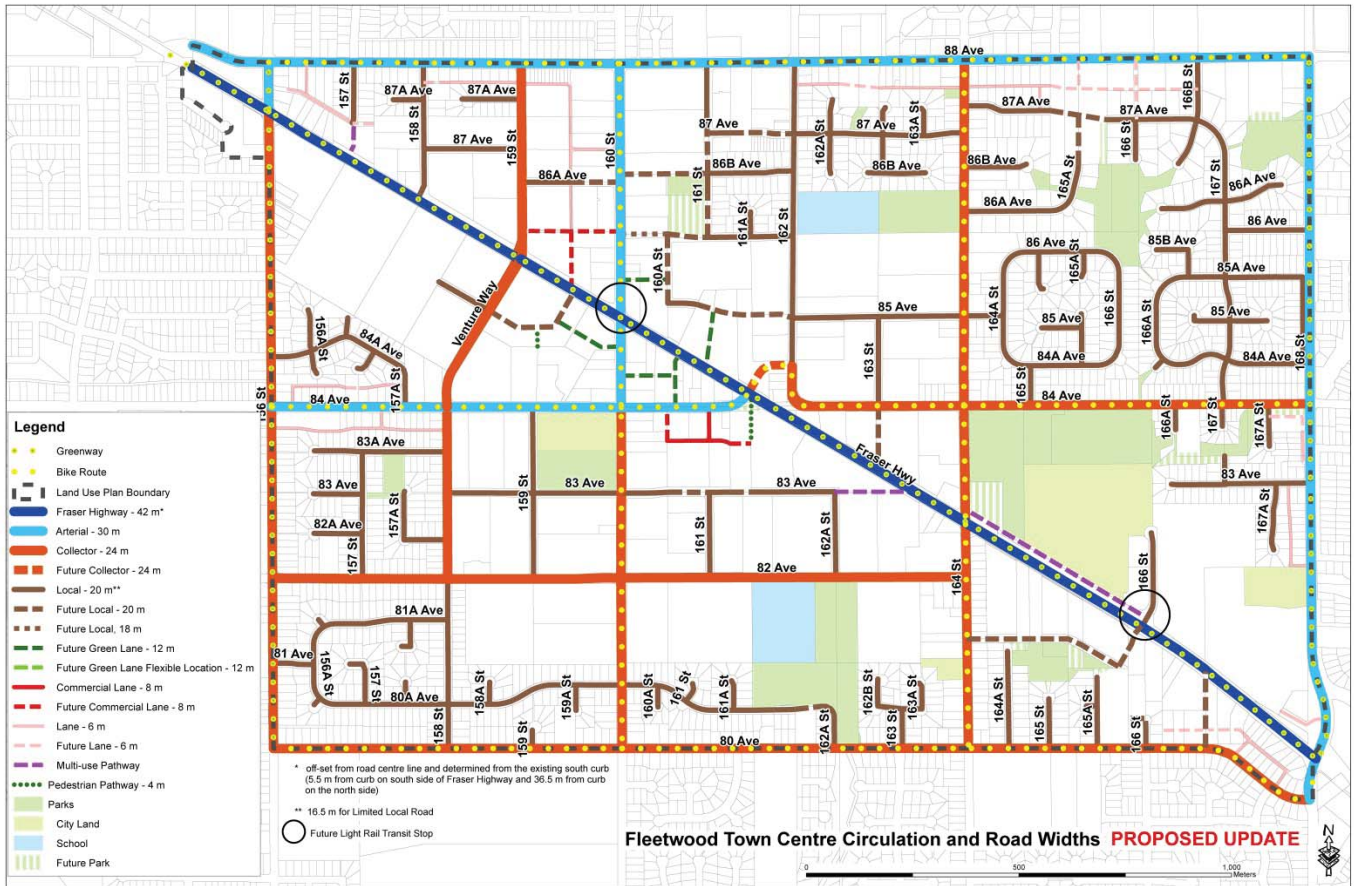
b) "Core Area" Proposed Land Uses and Densities



-  Mixed Use to 2.5 FAR, 6-storey max
-  Multiple Residential Option, 4-storey max
-  Multiple Residential Required, 4-storey max
-  Multiple Residential to 1.5 FAR, 4-storey max
-  Mixed Use Option, 4-storey max
-  Commercial to 1.5 FAR
-  Institutional
-  400 m (1/4 mile) radius representing a five minute walk from anticipated light rail stop at 160 Street

Appendix "II"

Existing and Proposed Transportation Network



Proposed Vision, Objectives and Strategies for Updated Fleetwood TCP

Vision for Fleetwood Town Centre

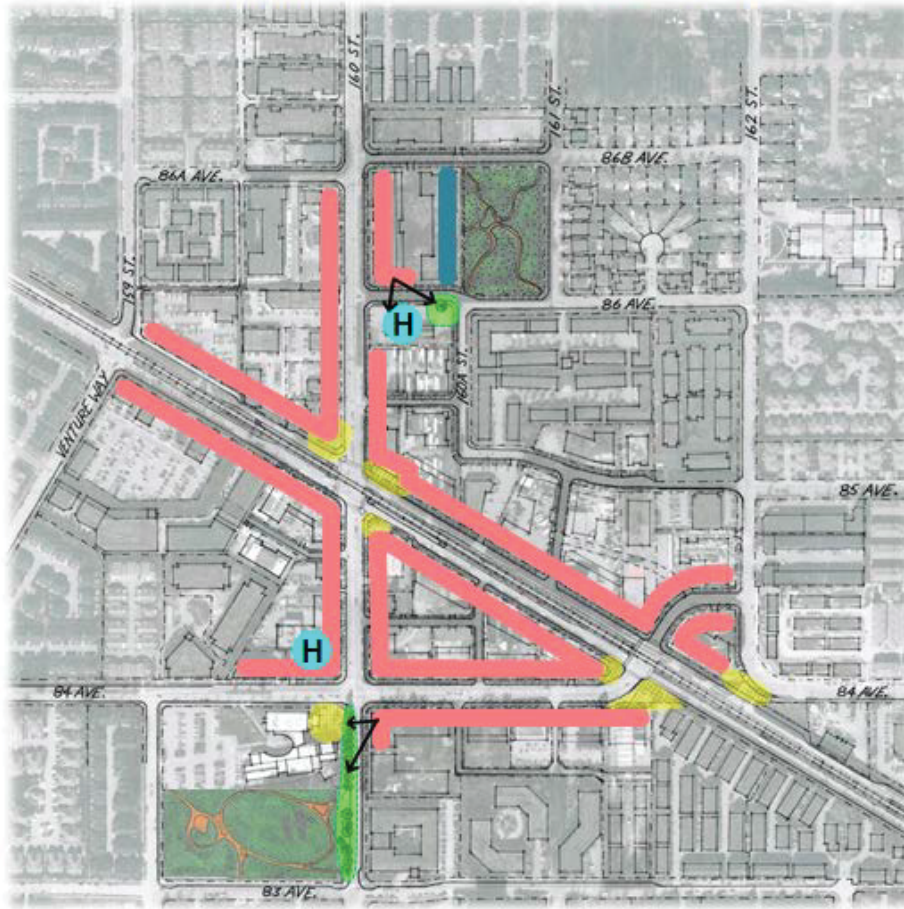
Fleetwood Town Centre will be a **distinctive, thriving centre for residential, commercial, social and recreational activities** for all residents in the community of Fleetwood. The Town Centre will support the aspirations of residents of all ages – with good schools and nearby parks for children; recreational and commercial activity for youth; goods and services for families; and comfortable spaces and leisure activities for older residents. There will be a **range of housing forms** – from a variety of ground-oriented housing to apartments and mixed-use buildings – to accommodate different life stages and incomes.

The Town Centre will build upon community life that has been **focused on 160 Street**, with new pedestrian-oriented commercial and residential activity that is supported by **proximity to excellent transit**. Fleetwood Town Centre will embrace its role in serving local residents, with **civic and small-scale commercial activities that complement larger scale businesses at 152 Street**.

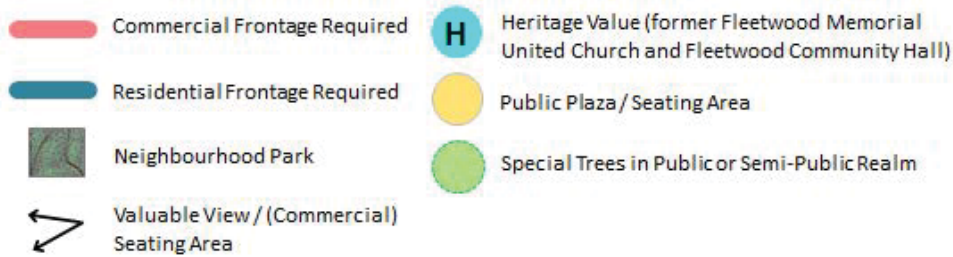
| Objectives: | Strategies: (to achieve the broad vision and specific objectives) |
|--|---|
| <ol style="list-style-type: none"> 1. High quality, pedestrian-friendly, urban district within the Town Centre 2. Connectivity and transportation choice | <ol style="list-style-type: none"> a. Provide population and densities to support future rapid transit and local serving commercial businesses b. Focus new commercial development near 160 Street and Fraser Highway c. Create a distinctive destination through design guidelines for streets and private property d. Create a connected network of wider sidewalks, multi-use pathways, roads and lanes, particularly in areas designated for higher densities |
| <ol style="list-style-type: none"> 3. Diversity of housing form and tenure 4. Housing affordability | <ol style="list-style-type: none"> e. Encourage apartments and commercial-residential mixed-use developments f. Area specific protection and redevelopment of manufactured homes |
| <ol style="list-style-type: none"> 5. Distinctive community character and identity 6. Places for recreation and social interaction at all ages | <ol style="list-style-type: none"> g. Identify opportunities for placemaking, public art, heritage interpretation and enhanced landscaping at parks, plazas, civic facilities and interface between private property and public rights-of-way h. Provide programmable park and recreation space for new residents |

a) Commercial Activity and Public Spaces

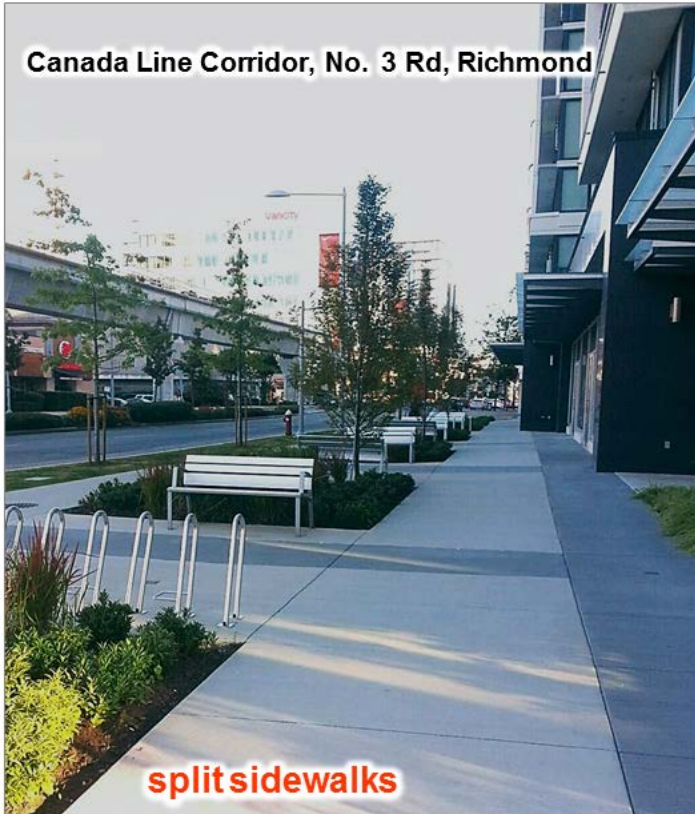
Commercial Activity (1) and Enhanced Public Spaces (2.a)



1. Requirement for **ground floor commercial activity** along important streets
- 2.a Enhanced **public spaces**, including in:
 - larger neighbourhood parks
 - public plazas or seating areas at sunny or significant locations (e.g. near special trees or buildings)
 - commercial building forecourts or patios

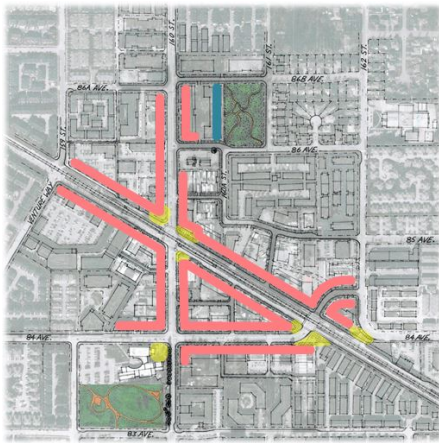


c) Streetscapes



Urban Design for Great Streets (3.a)

- Create a **comfortable pedestrian environment** with room to walk, browse and pause, by installing **seating areas and split sidewalks** in front of required commercial frontages
- Provide visual cohesiveness with attractive and consistent **street furniture, trees and soft landscaping** (i.e. ornamental grasses) in public and semi-public spaces
- Provide a **safe environment** for walking, use of strollers and motorized scooters, and cycling



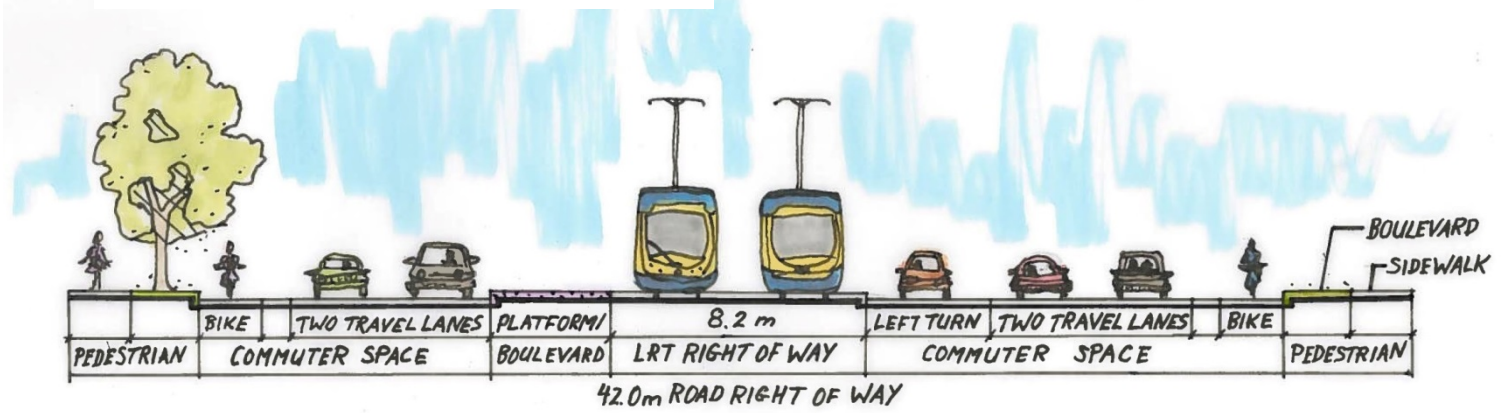
split sidewalks and enhanced pedestrian environment on portions of 160 St and 84 Ave where commercial frontage is required

Commercial Frontage Required

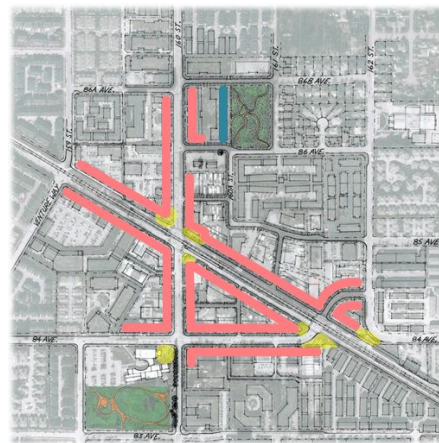
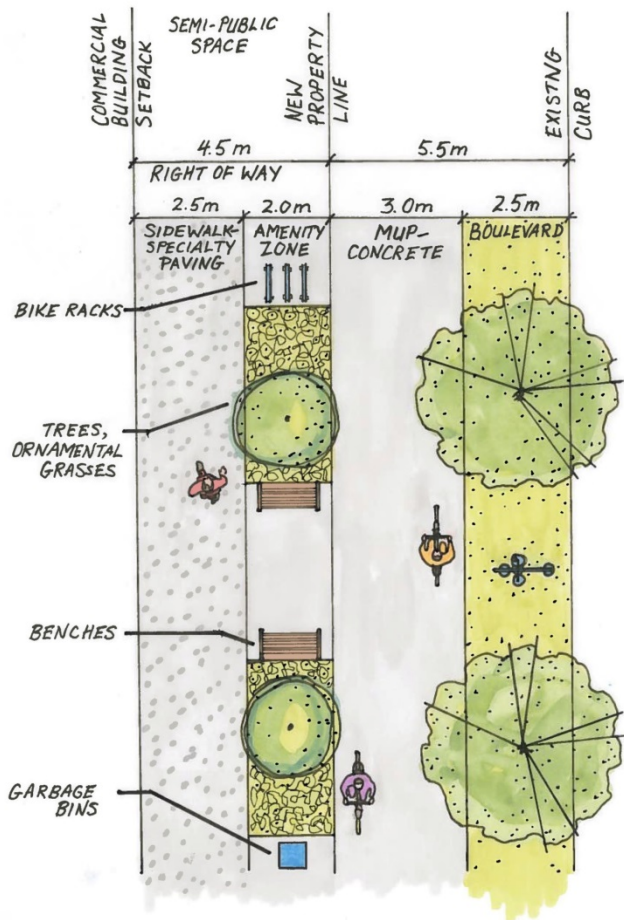


Fraser Highway with LRT:

- Street level trains with platform for each direction
- Two lanes of traffic in each direction
- Left turn lanes / boulevard

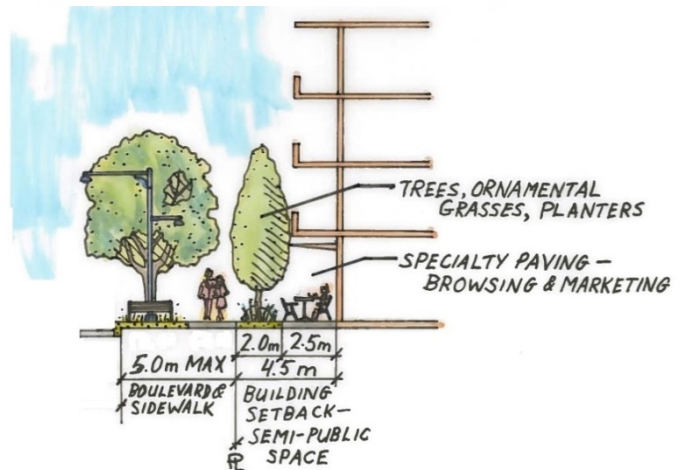


separated multi-use pathway and enhanced pedestrian environment on south side of Fraser Hwy where commercial frontage is required



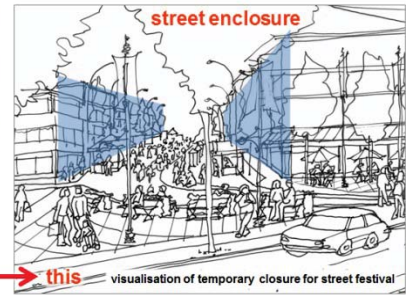
Commercial Frontage Required

split sidewalks and enhanced pedestrian environment on north side of Fraser Hwy where commercial frontage is required



d) Urban Design for Attractive and Sustainable Buildings and Properties (3.b)

- Create **sense of street enclosure** with continuous building forms located near the property line, up to a maximum of six storeys, and with **parking underground or behind buildings**



transition from this to → this

- Provide **appropriate transition** to neighbourhood park or lower density residential areas (i.e. by stepping down from six to a maximum of four storeys in a standalone building or articulated building with varying height)



- Design buildings and properties for a safe, **lively pedestrian experience** (e.g. limited curb cuts, ground level glass facades, street facing entrances, building setbacks to encourage outdoor cafe seating, commercial displays and forecourt “mini-plazas”)



- Encourage **high quality design and energy efficiency** in new commercial and mixed-use buildings through development permit process

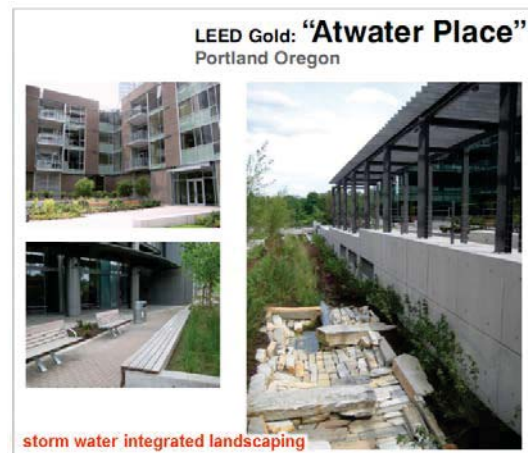
energy efficient buildings Building Type | 4-6 Mixed Use

| ELEMENTS | |
|-------------------------------------|------------------------------|
| • Orientation * | • Thermal Bridging |
| • Building Massing and Compact Form | • Thermally Broken Balconies |
| • Space Planning | • Air and Moisture Tightness |
| • Fenestration | • Natural Ventilation |
| • Glazing Units | • Material Selection |
| • Shading | |
| • Thermal Insulation | |

* May be limited by site orientation, though measure still possible.

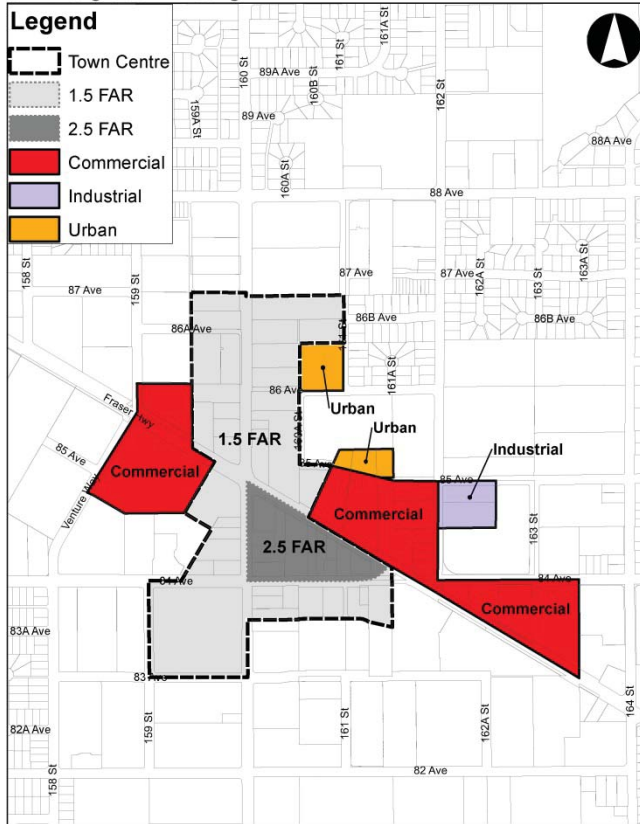
Design Guidelines for Passive Buildings

- Provide **attractive landscaping and tree retention** for on-site storm water management

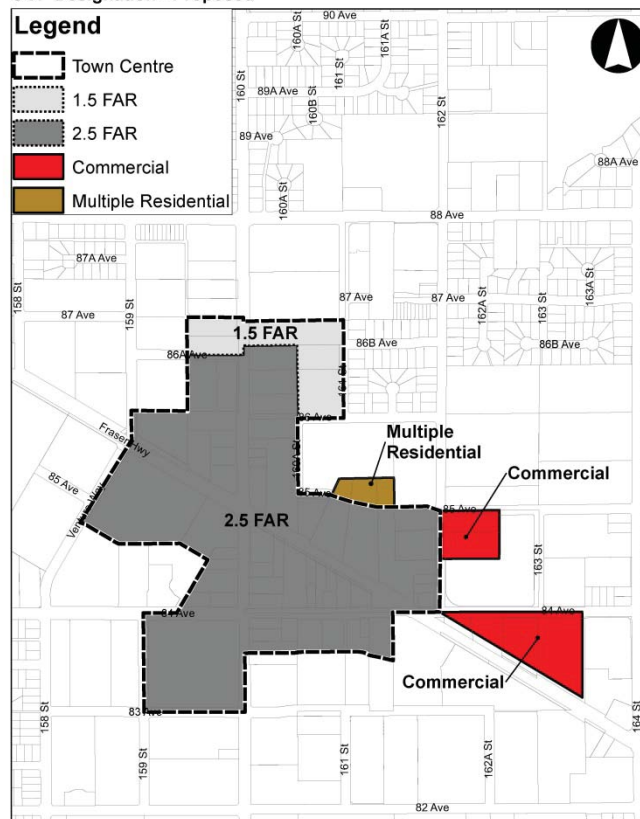


Appendix "V"
 Proposed OCP Amendment to "Figure 12: Fleetwood Town Centre Densities"

OCP Designation - Existing



OCP Designation - Proposed





CITY POLICY

No. O-43

| | | |
|--|---------------------|--------------------------|
| REFERENCE: | APPROVED BY: | CITY COUNCIL |
| REGULAR COUNCIL MINUTES 26 APRIL 1999 | DATE: | 26 APRIL 1999 (R99-1089) |
| | HISTORY: | NEW |

TITLE: FLEETWOOD TOWN CENTRE HEIGHT RESTRICTIONS

The height of any structure in the Fleetwood Town Centre shall be limited to a maximum of 4 storeys or 15 metres (50 feet).

This policy is subject to any specific provisions of the Local Government Act, or other relevant legislation or Union agreement.

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Appendix "VII" Summary of Public Consultation





| Public Consultation Activities | Date | Responses |
|---|---------------------|---|
| Analysis of Community Assets and Needs | | |
| Party for the Planet Display Boards | April 26, 2014 | 61 open house attendees |
| Fleetwood Community Association Delegation | May 10, 2014 | 2 meetings with Fleetwood Community Association |
| Public Open House at Surrey Sport and Leisure Complex | May 14, 2014 | 148 post-it note comments |
| Fleetwood Park Secondary School Display Boards | May 20, 2014 | 42 paper surveys |
| Fleetwood Community Community/Seniors Centre Display Boards | June 12, 2014 | 29 online surveys |
| Fleetwood Community Association | June 10, 2014 | 89 CitySpeaks Fleetwood resident surveys |
| Online Survey - Fleetwood community | May - July, 2014 | |
| Online Survey - CitySpeaks Fleetwood residents | May - June, 2014 | |
| Heritage Study Workshop with community and heritage representatives | November 5, 2014 | |
| Feedback and Refinement of Draft Proposals | | |
| Fleetwood Community Association Delegation | July 31, 2015 | 32 property owner meeting attendees |
| Development Advisory Committee | October 22, 2015 | 8 property owner paper surveys or letters |
| Fleetwood Community Association | October 29, 2015 | 4 meetings with individual property owners/groups |
| Transportation and Infrastructure Committee | November 9, 2015 | 2 meetings with Fleetwood Community Association |
| Property Owners Meeting ("core area" owners) | November 12, 2015 | 25 design workshop attendees (13 "core area" owners, 12 residents) |
| Interagency Advisory Group Meeting* | December 2, 2015 | 20 online surveys |
| Online Survey - Fleetwood community | Dec 2015 - Jan 2016 | 52 CitySpeaks Fleetwood resident surveys |
| Online Survey - CitySpeaks Fleetwood residents | Dec 2015 - Jan 2016 | |
| Urban Design Workshop with Fleetwood stakeholders | January 12, 2016 | |
| Feedback on Preferred Options | | |
| Public Open House at Surrey Sport and Leisure Complex | April 12, 2016 | 76 open house attendees |
| Online Survey - Fleetwood community | April - May, 2016 | 19 paper surveys or letters |
| Online Survey - CitySpeaks Fleetwood residents | April - May, 2016 | 16 online surveys |
| Online Survey - CitySpeaks other residents | April - May, 2016 | 76 CitySpeaks Fleetwood resident surveys 211 CitySpeaks other resident surveys |

*Interagency Advisory Group Meeting included representatives from utility agencies, Provincial ministries, Metro Vancouver, TransLink and Surrey School District

Fleetwood Stakeholders Final Survey Responses to "Preferred Options"

| Survey Question | No. of Responses | % of Responses | |
|--|------------------|----------------|---|
| 1. Do you support the stated <i>vision</i> for Fleetwood Town Centre? | 106 | | <p>Vision for Fleetwood Town Centre</p> <p>Fleetwood Town Centre will be a distinctive, thriving centre for residential, commercial, social and recreational activities for all residents in the community of Fleetwood. The Town Centre will support the aspirations of residents of all ages – with good schools and nearby parks for children; recreational and commercial activity for youth; goods and services for families; and comfortable spaces and leisure activities for older residents. There will be a range of housing forms – from a variety of ground-oriented housing to apartments and mixed-use buildings – to accommodate different life stages and incomes.</p> <p>The Town Centre will build upon community life that has been focused on 160 Street, with new commercial and residential activity that is supported by proximity to excellent transit. Fleetwood Town Centre will embrace its role in serving local residents, with chic and small-scale commercial activities that complement larger scale businesses at 152 Street.</p> |
| Support Strongly | 40 | 38% | |
| Support | 41 | 39% | |
| Support with concerns | 23 | 22% | |
| Do not support | 2 | 2% | |
| 2. Do you support the stated <i>objectives and strategies</i> to achieve the general vision and specific objectives? | 107 | | <p>Fleetwood Town Centre Plan Objectives and Strategies</p> <p>Objectives: → Strategies: (to achieve the general vision and specific objectives)</p> <ol style="list-style-type: none"> High quality, pedestrian-friendly urban design within the Town Centre Connectivity and transportation choice Diversity of housing form and tenure Housing affordability Distinctive community character and identity Places for recreation and social interaction of all ages <ol style="list-style-type: none"> Provide legislation and incentives to support future rapid transit and local-serving commercial businesses Focus new commercial development near 160 Street and Fraser Highway Create a distinctive destination through design guidelines for streets, private property and community gathering places Create a connected network of wider sidewalks, multi-use pathways, roads and lanes, particularly in areas designated for higher densities Encourage apartments and commercial-residential mixed-use developments Area specific protection and redevelopment of manufactured homes ("b trailer homes") Identify opportunities for placemaking, public art, heritage interpretation and wayfinding signage in parks, public facilities and the interface between private property and public rights-of-way Provide park and recreation space for new residents |
| Support Strongly | 39 | 36% | |
| Support | 36 | 34% | |
| Support with concerns | 28 | 26% | |
| Do not support | 4 | 4% | |
| 3. Do you support the proposed changes to land use and density in the vicinity of Fraser Highway and 160 Street? | 105 | | <p>Proposed Land Uses</p> |
| Support Strongly | 21 | 20% | |
| Support | 43 | 41% | |
| Support with concerns | 31 | 30% | |
| Do not support | 10 | 10% | |
| 4. Do you support the finer grained street network, including green lanes and extension of 86B Avenue? | 108 | | <p>Proposed Circulation Network</p> |
| Support Strongly | 23 | 21% | |
| Support | 43 | 40% | |
| Support with concerns | 25 | 23% | |
| Do not support | 17 | 16% | |

Fleetwood Stakeholders Final Survey Responses to “Preferred Options”

| Survey Question | No. of Responses | % of Responses | |
|---|------------------|----------------|---|
| 5. Do you support creating a distinctive destination in Fleetwood Town Centre through requirements for ground floor commercial activity, enhanced public spaces and urban design? | 105 | | <p>Creating a Distinctive Destination</p>  <ol style="list-style-type: none"> Requirement for ground floor commercial activity along important streets Enhanced public spaces, including planting special trees, a new neighbourhood park, and public plazas/seating areas Urban design requirements for street, private property and community spaces |
| Support Strongly | 30 | 29% | |
| Support | 51 | 49% | |
| Support with concerns | 20 | 19% | |
| Do not support | 4 | 4% | |
| 6. Do you support the strategies for creating “Great Streets”? | 107 | | <p>Urban Design Requirements: #1 Great Streets</p>  <ul style="list-style-type: none"> Create a comfortable pedestrian environment with seats to sit, benches and planters, including seating areas and soft sidewalks on front of residential commercial frontages Provide visual interest with attractive and consistent street furniture, trees and soft landscaping (i.e. ornamental grasses in public and semi-public spaces) Provide safe environment for walking, use of scooters and motorized scooters, and cycling |
| Support Strongly | 42 | 39% | |
| Support | 40 | 37% | |
| Support with concerns | 16 | 15% | |
| Do not support | 9 | 8% | |
| 7. Do you support the strategies for creating “Attractive and Sustainable Buildings and Properties”? | 104 | | <p>Urban Design Requirements: #2 Attractive and Sustainable Buildings and Properties</p> <ul style="list-style-type: none"> Create sense of street enclosure with continuous building forms located near the property line, up to a maximum of six stories, and with parking underground or behind buildings Provide appropriate transition to existing lower density residential areas (i.e. maximum four stories) Design buildings and properties for a safe, lively pedestrian experience (e.g. limited curb cuts, ground level glass facades, street facing entrances, building setbacks to encourage outdoor safe seating, commercial displays and storefront “open spaces”) Encourage high quality design and energy efficiency in new commercial and mixed-use buildings through development permit process Provide attractive landscaping and tree retention for on-site storm water management  |
| Support Strongly | 45 | 43% | |
| Support | 36 | 35% | |
| Support with concerns | 19 | 18% | |
| Do not support | 4 | 4% | |
| 8. Do you support the strategies for creating “Distinctive Community Spaces”? | 104 | | <p>Urban Design Requirements: #3 Distinctive Community Spaces</p>  <ul style="list-style-type: none"> Create public gathering spaces in plazas, building footprints and parks Large plaza on north side of Upper Highway at 500 Street, adjacent to future rapid transit station New neighbourhood park that is one hectare (2.5 acres) in size with north-south and east-west axes Inspire with public art, heritage interpretation panels and digital street furniture, in conjunction with public plazas where possible At 500 Street create steps to a 100 Street with major commercial activity and 100 Street with corner of St. Basil At available public spaces at 600 Street and corner of Upper Highway create corner-themed Community Centre At Heritage Square Create visual reference points in the community (selective special street frontage, appropriate building style and historical reference) for example the Heritage Interpretation Community Centre and corner of 100 Street on corner of Upper Highway (Corner-themed) Enhance landscaping, seating and street lighting on available public property at corner of 600 Street at 500 Street |
| Support Strongly | 39 | 38% | |
| Support | 47 | 45% | |
| Support with concerns | 17 | 16% | |
| Do not support | 1 | 1% | |

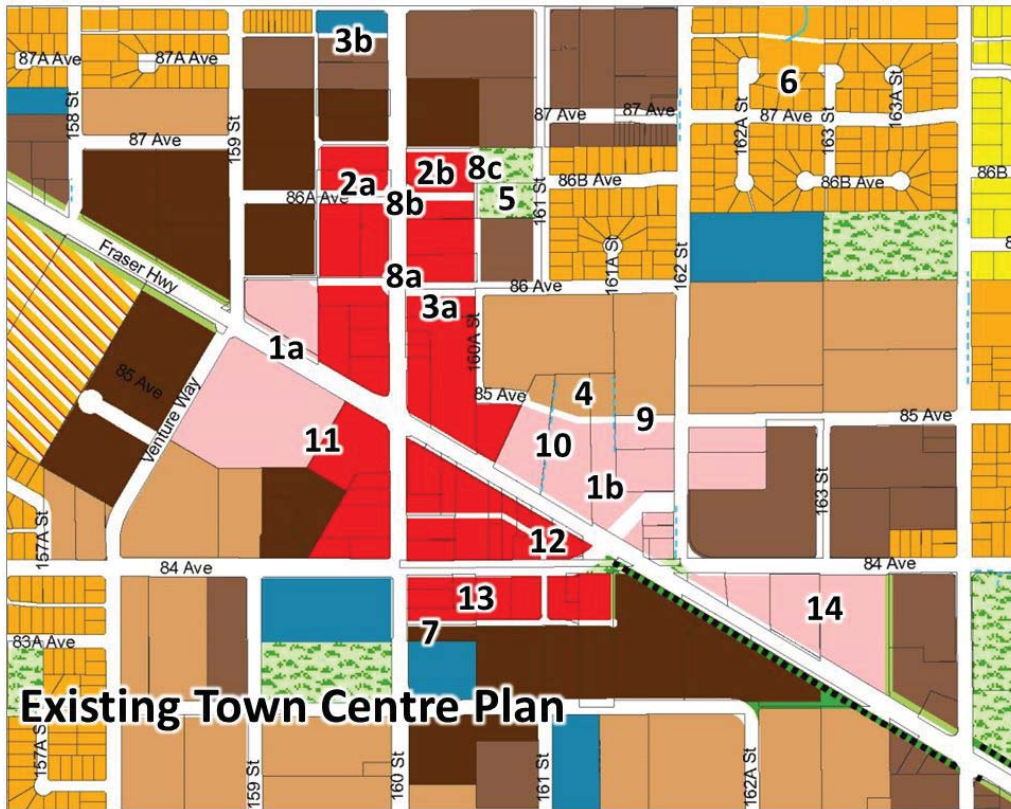
The two areas where stakeholders had greatest level of concern in the final survey were with proposed land uses and the proposed circulation network. These concerns and staff’s response are summarized below.

- Building height and density – Some residents expressed the view that a six storey build height limit was too high, with the area already very densely populated. In contrast, some property owners felt that no height limits should be set out in the TCP, and instead, appropriate building height should be considered during the development application process as part of design review and under market conditions at the time.
 - A six storey height limit has been established for areas designated for “Mixed Use 2.5 FAR”. Resident concerns have been addressed by also specifying the locations within this designation, where the maximum height is lowered to four storeys, so as to lower the overall density and to provide an appropriate transition to existing single family and townhouse developments.
- Required road allowance dedication – Concerns have been raised by some property owners who would be required to dedicate land for new roads and lanes.

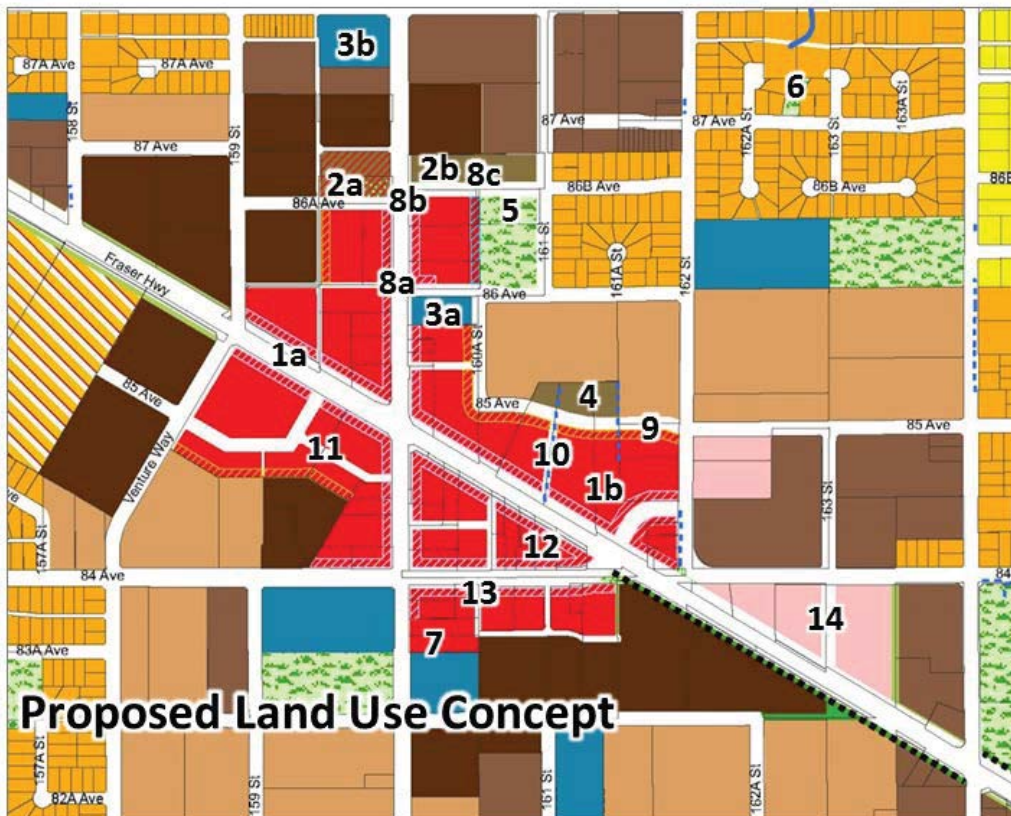
- *City staff has had a range of communication with affected property owners throughout the update process, from providing information on different building and footprint building scenarios, to cost sharing on road construction, to a reduction in the road allowance on one block. The four property owner groups that have expressed the strongest concerns, all have similar requirements for road dedication. Calculated as a proportion of the gross area designated for Mixed Use 2.5 FAR, the percentage of road dedication/acquisition for these property owner groups are: 19% for the property south of Fraser and a range of 25% to 32% for the properties north of Fraser Highway. City staff believes these roads and lanes are required to accommodate the proposed increase in density and the proportion of road dedication required is reasonable given the large size and development potential of these properties.*
- **Size and location of neighbourhood park** – The owner group affected by proposed park at 161 Street and 86 Avenue feel that the park will hinder cooperation amongst the owner group and development of the three adjacent properties in a comprehensive manner and the sites, located within 400 m of a future rapid transit stop, would have higher and better use as commercial and residential buildings than as a park.
 - *The City already owns one property which was planned to be part of a larger neighbourhood park in this location since the adoption of the Fleetwood TCP in 2000. With the proposed increase in densities and population, a larger park would allow higher density development to remain liveable and address what would be otherwise be a gross deficiency in neighbourhood level parkland. City staff has met with the property owners and express that the City pays fair market value for land based on adjacent uses and not on its use as parkland.*

Appendix "VIII"

Proposed "Core Area" Land Use and Circulation Changes



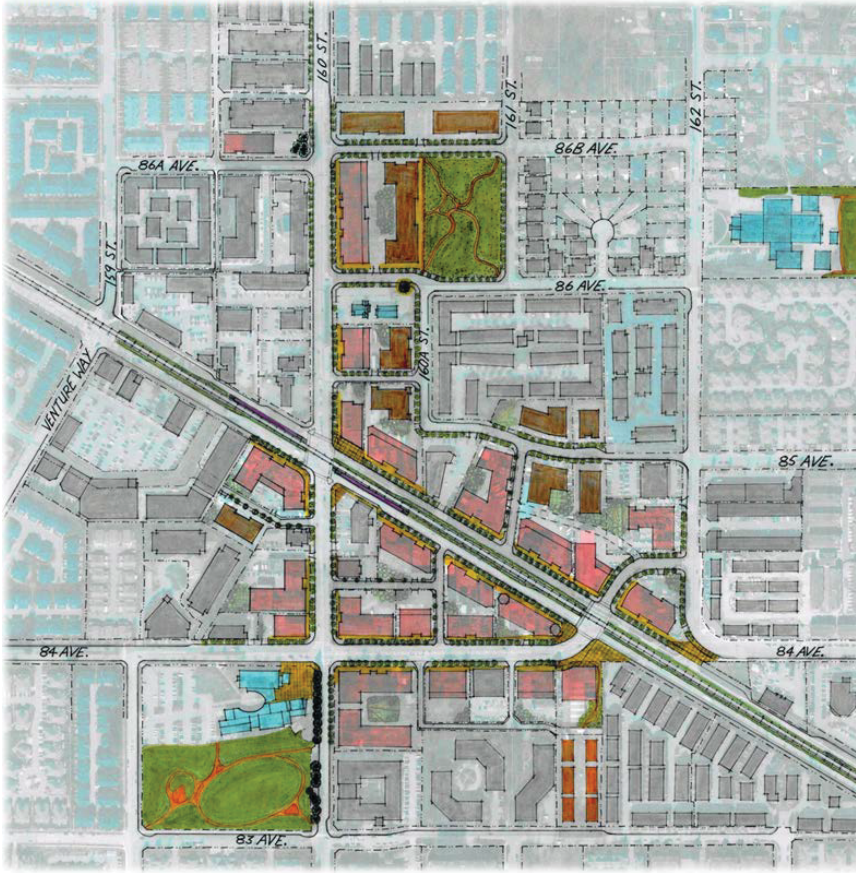
- 1a, 1b – extend mixed use area west to Venture Way and east to 162 Street (Highway Commercial to Mixed Use)
- 2a, 2b – reduce area where a commercial component is required to allow for standalone apartments (Community Commercial to Apartment or Mixed Use); possible higher density and building height for property fronting 86A Ave in exchange for preservation of tree cluster (2a)
- 3a, 3b – change land use designation and road network in to reflect existing church uses, which are desirable to maintain into the future (Community Commercial and Medium Density Townhouses to Institutional)
- 4 – allow higher density apartment use on properties with potential for redevelopment (Low Density Townhouses to Apartment)
- 5 – shift location of planned park south to provide better access and road frontage on three sides and increase size from 1.9 ac to 2.6 ac
- 6 – change designation to reflect existing park (Single Family Urban to Parks)
- 7, 13 – extend mixed use area to include remnant property and realign lane to connect to 84 Ave to allow for consolidation (Apartment and Medium Density Townhouses to Mixed Use)
- 8a, 8b, 8c – remove requirements for 8 m “pedestrian commercial streets” and 6 m rear lanes and replace with 8 m commercial lane (8a), new 86B Ave (8b) and no lane (8c)
- 9 – change lane to local road
- 10 – new 12 m “green lane” along existing drainage ditch
- 11 – new “green lane” and local road
- 12 – realign proposed lanes to allow for more efficient lot consolidation and phased redevelopment
- 13 – see 7 above
- 14 – extend local road



Appendix "IX"

Illustrative Plan and Population Growth under Proposed Land Use

Example: Medium Term Illustrative Plan



- Development pattern assumes LRT technology with stops on Fraser Highway at 160 Street and 166 Street
- Based on age of buildings and existing uses, an estimated 11 ha (27 ac) has potential for redevelopment in the medium term



FTC Projected Population - Proposed Land Use

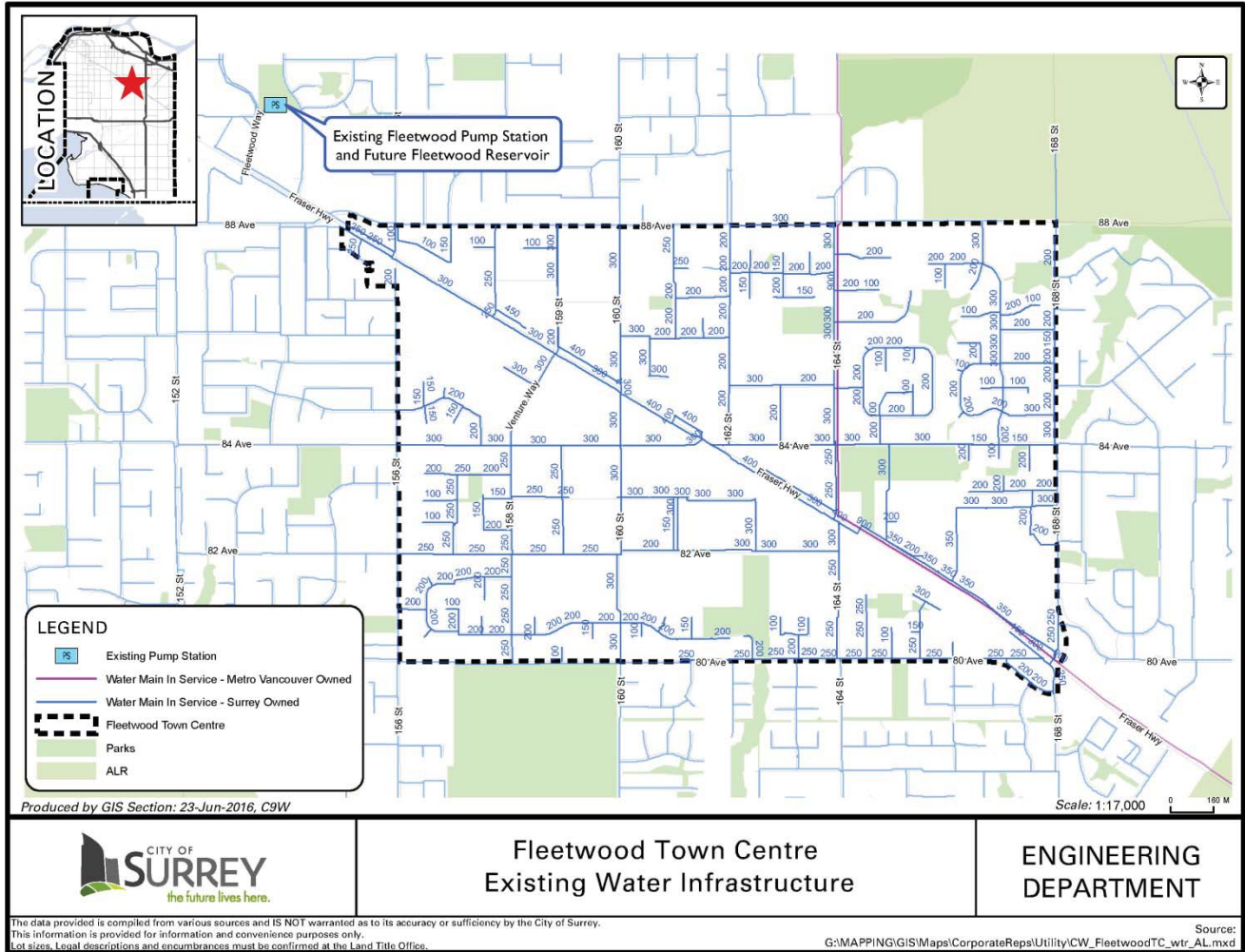
| Year | Housing Type | Low | High |
|------|-----------------------------|---------------|---------------|
| 2016 | One and Two Family Dwelling | 7,900 | 7,900 |
| | Townhouse and Rowhouse | 9,100 | 9,100 |
| | Apartment | 1,800 | 1,900 |
| | Total | 18,700 | 18,800 |
| 2026 | One and Two Family Dwelling | 8,100 | 8,100 |
| | Townhouse and Rowhouse | 11,000 | 11,000 |
| | Apartment | 3,500 | 4,300 |
| | Total | 22,600 | 23,400 |
| 2036 | One and Two Family Dwelling | 8,200 | 8,200 |
| | Townhouse and Rowhouse | 11,000 | 11,000 |
| | Apartment | 5,000 | 6,500 |
| | Total | 24,100 | 25,600 |
| 2046 | One and Two Family Dwelling | 8,200 | 8,200 |
| | Townhouse and Rowhouse | 10,900 | 10,900 |
| | Apartment | 6,500 | 8,700 |
| | Total | 25,600 | 27,800 |

Average Annual Pop Growth Rate - Next 10 Years 2.0% 2.4%

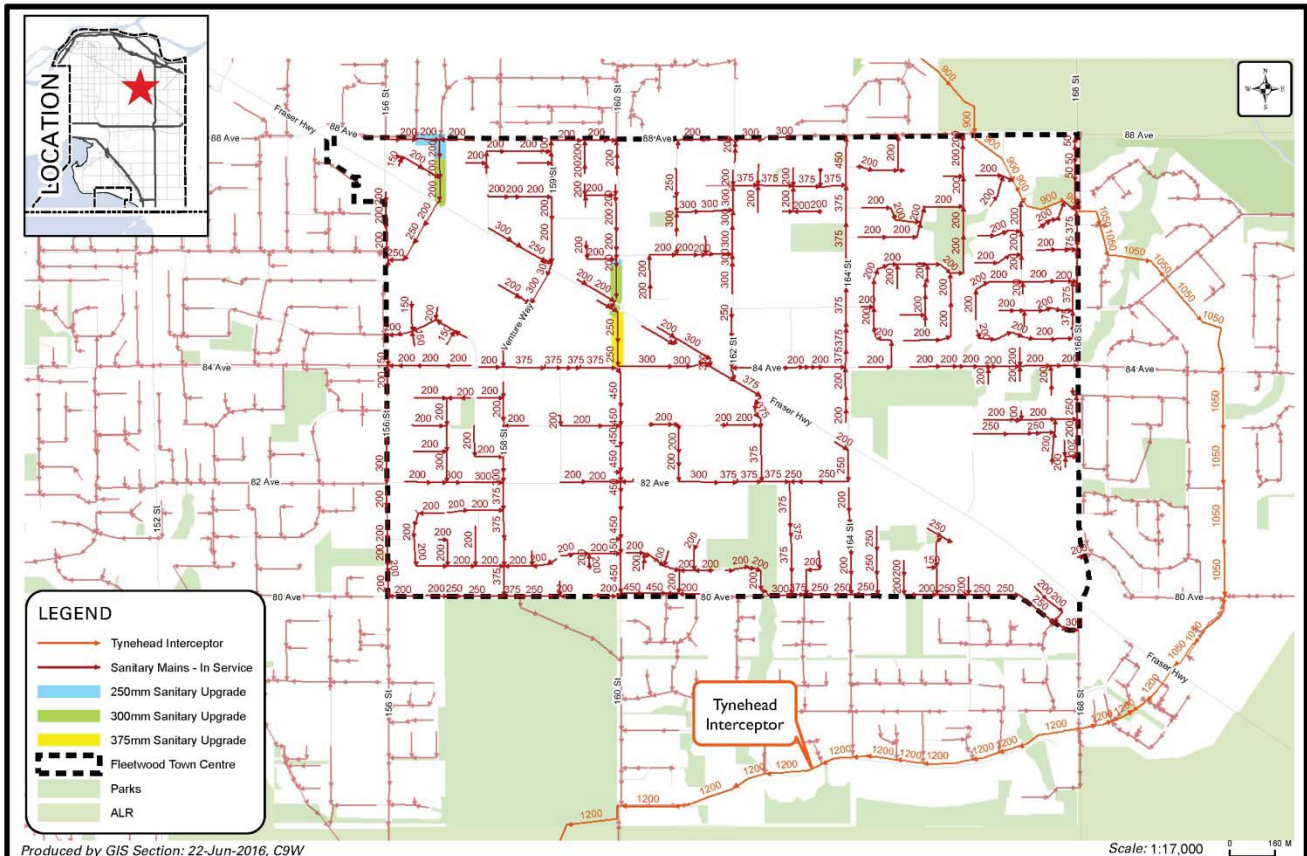
FTC Projected Residential Units - Proposed Land Use

| Year | Housing Type | Low | High |
|------|-----------------------------|--------------|---------------|
| 2016 | One and Two Family Dwelling | 2,500 | 2,500 |
| | Townhouse and Rowhouse | 3,200 | 3,200 |
| | Apartment | 1,000 | 1,000 |
| | Total | 6,700 | 6,800 |
| 2026 | One and Two Family Dwelling | 2,600 | 2,600 |
| | Townhouse and Rowhouse | 3,900 | 3,900 |
| | Apartment | 1,900 | 2,300 |
| | Total | 8,400 | 8,800 |
| 2036 | One and Two Family Dwelling | 2,600 | 2,600 |
| | Townhouse and Rowhouse | 3,900 | 3,900 |
| | Apartment | 2,600 | 3,400 |
| | Total | 9,200 | 9,900 |
| 2046 | One and Two Family Dwelling | 2,600 | 2,600 |
| | Townhouse and Rowhouse | 3,900 | 3,900 |
| | Apartment | 3,400 | 4,600 |
| | Total | 9,900 | 11,100 |

a) Existing Water Infrastructure



b) Existing Sanitary Infrastructure



Produced by GIS Section: 22-Jun-2016, C9W

Scale: 1:17,000



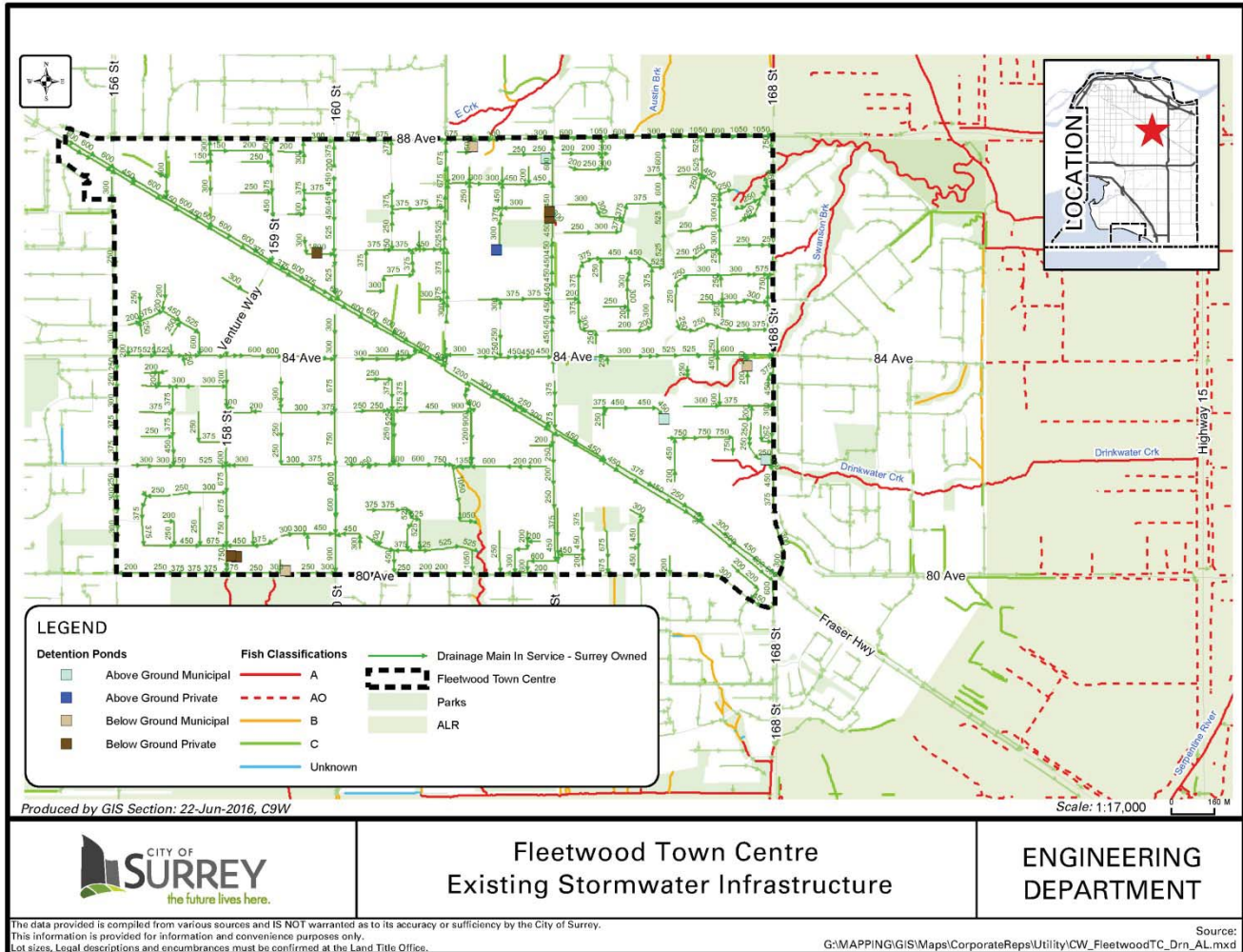
Fleetwood Town Centre Existing Sanitary Infrastructure

ENGINEERING DEPARTMENT

The data provided is compiled from various sources and IS NOT warranted as to its accuracy or sufficiency by the City of Surrey.
This information is provided for information and convenience purposes only.
Lot sizes, legal descriptions and encumbrances must be confirmed at the Land Title Office.

Source: G:\MAPPING\GIS\Maps\CorporateReps\Utility\CW_FleetwoodTC_San_AL.mxd

c) Existing Stormwater Infrastructure



Fleetwood Town Centre
Existing Stormwater Infrastructure

ENGINEERING
DEPARTMENT

The data provided is compiled from various sources and IS NOT warranted as to its accuracy or sufficiency by the City of Surrey.
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Source: G:\MAPPING\GIS\Maps\CorporateReps\Utility\CW_FleetwoodTC_Drn_AL.mxd